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Ontario County Regional High Schools Feasibility Study:

Options for Addressing Rising Costs and Shrinking Enrollment

May, 2012

Prepared for:
Wayne-Finger Lakes BOCES

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SUMMARY

Rising costs and decreasing enrollment prompted the nine school districts of Ontario County to explore regional options for public education at the secondary level. The districts, under the leadership of Wayne-Finger Lakes BOCES, secured a New York State High Priority Planning Grant to underwrite the cost of the study. The Center for Governmental Research (CGR) was engaged to conduct the study starting in the summer of 2011.

This study presents a range of opportunities for providing education for grades 9-12 in Ontario County. It is intended to support important community conversations about new ways of working together to best serve high school students in the County. It is not an implementation study; it will raise as many questions as it answers. Each district's Board of Education, through discussions with their respective communities, will determine the level of interest and appropriate next steps.

The current state of education in Ontario County is quite good. The intent of the districts' leadership is to explore how quality can be maintained in the future. Leaders, staff and community members expressed a willingness to consider new options, despite the challenges inherent in any civic change.

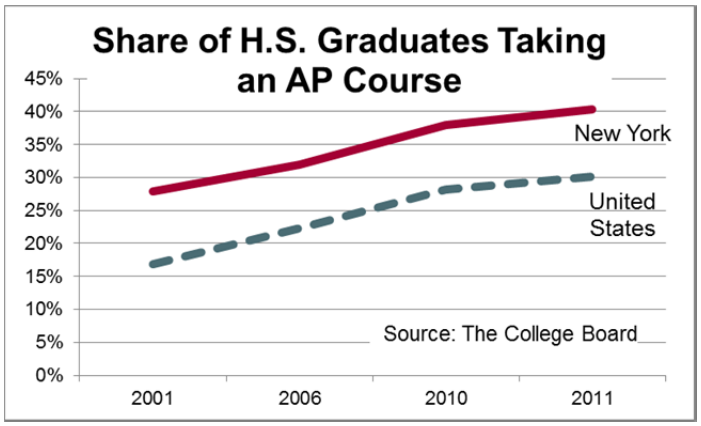
Context for Thinking Regionally

The nine Ontario County districts serve nearly 17,000 students with combined budgets totaling over $280 million. The districts cover nearly 760 square miles serving urban, suburban and rural communities. All nine provide quality education by almost all measures.

Eight of the nine districts have decreasing enrollment, a trend that is projected to continue through the next decade. District tax levies have had modest or no increases in the past few years. However, the districts face increasing fiscal stress as expenditures steadily increase and leaders cope

with the loss of federal stimulus funds, declining state aid, and the new property tax cap.

The districts have already taken a variety of actions to reduce current and anticipated budget gaps. Collectively, Ontario County districts have cut 322 staff positions over the past three years. One shuttered its middle school, another reconfigured school buildings, others have cut classes, sports and extracurriculars. All are exploring shared services with their municipalities or with other districts. All are concerned about preserving the opportunities they currently offer students.



Increased expectations of high school education heighten the challenge of declining enrollment. This is a particular problem in secondary school as the subject matter becomes more specialized. The expansion of Advanced Placement course offerings illustrates this. Forty percent of New York's 2011 high school graduates took at least one AP course, up from 27% only a decade earlier.[1] These specialized courses that provide college rigor and credit are more expensive to provide, particularly for declining numbers of students.

In light of these challenges, the districts agreed to explore regional high school options that reduce costs while preserving or expanding educational opportunities for students.

Regional or countywide high schools (and school districts) do exist elsewhere. Nearly 30% of counties in the United States have county-based education systems. The mid-Atlantic states provide several examples of high quality countywide systems for comparison. In New York State, Nassau County has three Central High School Districts in operation today. BOCES-operated career and technical programs also operate on a regional level.

New York State currently does not have legislation in place to allow for the creation of regional high schools, although bills are currently pending statewide and for a portion of Western New York.[2] The New York State

[1] College Board http://media.collegeboard.com/digitalServices/public/pdf/ap/rtn/AP-Report-to-the-Nation.pdf
[2] S5184-b2011, S5247-a and S5255-c. Senator Young

Board of Regents has also listed regional high schools as a statewide legislative priority for 2012.

Current High School Model in Ontario County

For the 2011-12 school year Ontario County served nearly 5,500 high school students in nine separate school districts spanning nearly 760 square miles across county borders. Key highlights of the districts are:

- By 2019, Ontario County high school enrollment is projected to fall about 9% to 5,200 high school students;
- Eight of the nine districts have decreasing enrollment, with 4 districts anticipating a reduction of 20% or more by 2019;
- The nine districts spend nearly $60 million a year on high school education services for grades 9-12;[3]
- In the past three years, 322 staff reductions have occurred across the nine districts;
- Graduation rates are relatively high in the county – ranging from 73% to 99%;[4]
- Student access to academic and extracurricular offerings varies widely – ranging from 77 academic offerings in one district to 132 in another;
- All nine districts are concerned about how to preserve current offerings.

Regional High School Model Overview

The purpose of a regional model is to increase educational opportunities and reduce costs. The regional high school model considered here is a separate high school district serving grades 9-12 only. The nine current districts would continue to provide education services for grades K-8.[5] The study assumes that the new high school district will make use of existing buildings, although some construction would be necessary in each model.

A regional high school model must balance four considerations:

- A minimum enrollment of 800 is considered by many to be necessary for a district to affordably offer a broad set of courses. Our planning is based on this assumption.

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[3] Figure excludes debt payments, BOCES, and special education expenses.
[4] Figures provided by districts for 2010-11.
[5] Including pre-kindergarten in districts where applicable.

- Parents and students are understandably reluctant to increase the amount of time students spend on a bus each school day. A target limit of 30 minutes each way is used in the study.
- Students who have attended grades K-8 with a particular cohort have established relationships that many would be reluctant to break.
- Schools are under increasing financial pressure. Ideally, a reorganization would reduce costs.

With community input, CGR developed regional models based on these considerations. Model 1 targets increased opportunities by achieving a minimum critical mass of students in each school. Model 2 strives for the enrollment target in Model 1, while minimizing the increases in student travel time. Model 3 targets increased enrollments while maintaining the home district student cohorts when transitioning to the regional high school facilities. Each model requires tradeoffs as a result of these and other competing objectives.

Model 1 Target: Increased Offerings

Currently only two districts in Ontario County meet the desired enrollment threshold of 800. **By regrouping students, based on 2015 enrollment, this model reduces the number of high school facilities from the current nine to five host locations.** Under this model, all Ontario County students would attend a high school at or above the target enrollment.

A significant tradeoff to this model is the longer travel times for portions of the County to reach one of the five designated facilities, both for students on the bus and families who transport students for after-school and other activities. In addition, in order to achieve the core critical mass at each of the five locations the student bodies of two districts, Midlakes and Red Jacket, would be split up to attend separate high school facilities.

Model 2 Target: Reduced Travel Time

Model 2 attempts to reduce travel time for more students by regrouping students from nine current locations to six host sites. Two-thirds of the County would then be within a 30 minute target travel time, a modest improvement compared to the 57% coverage with Model 1. However, three of the six schools would fall below the 800 student threshold and the student bodies of two districts, Bloomfield and Midlakes, would be split up to attend separate high school facilities.

Model 3 Target: Maintain Home District Cohort

Model 3 retains all K-8 student cohorts as they move to one of five regional high schools. Under this model, 60% of the County would be

within the target 30 minute travel time and all students would be in schools within the target threshold of 800 students for increased offerings.

This can only be achieved by increasing travel time substantially for some students. Those in the southern portion of Ontario County and across county lines but currently served by Naples and Marcus Whitman, would confront longer travel times.

Education Expansion Opportunities of Regional High School Models

The regional district would be charged with providing comprehensive offerings to all 5,200 students, regardless of their physical location, and would be held accountable to ensure equitable access for all. This regional governing body and administration would operate in ways to meet this objective by leveraging countywide resources.

A regional high school district could be expected to facilitate partnerships among the remaining elementary districts, by reducing or eliminating current barriers to cooperation. For example, as a separate district the regional high school would have common collective bargaining contracts and its instructors would be able to service any of the multiple host facilities of the high school district. The potential to coordinate school schedules would enable distance learning or other forms of sharing. A regional district could also help to better align operations such as transportation both among the high schools and the elementary districts.

With a critical mass of students enrolled in each facility a greater variety of courses could be preserved, if not expanded, including access to upper level and rigorous course work which were concerns raised by the boards and community members.

In addition to improving access to advanced academic coursework, the collective enrollment could allow students increased access to electives, sports and extracurricular offerings. Currently, students in larger Ontario County high schools have double the number of choices for electives in art and career and technical courses as do students in some smaller schools. Conceptually, students who attend the regional high school district would have access to opportunities and offerings across the County.

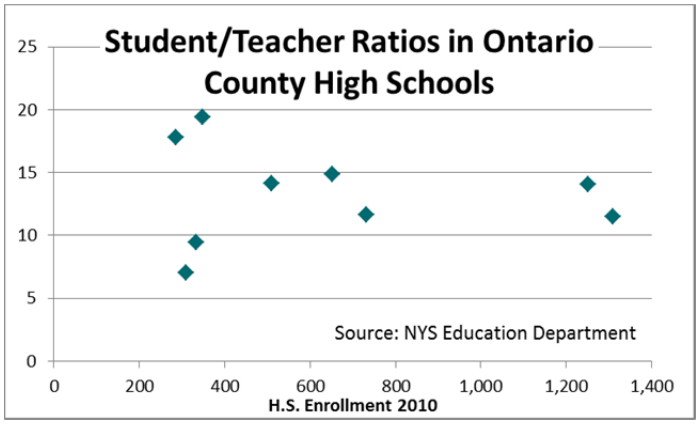
Estimated Cost of a Regional High School Model

The cost of any regional high school model is dependent on the choices the policy-makers of the nine separate districts make during implementation. In this report we articulate a broad conceptual model of a regional approach. Countless detailed decisions involved in forging a new regional high school district will have financial consequences which are

unknown at this stage. Moreover, as Ontario County would be the first to form a regional high school district in many decades, state legislation and regulation would be required, which imposes additional uncertainty.

The fiscal analysis (detailed in Chapter VI) outlines a series of working assumptions and considerations to project the cost of a regional model and compares this to a baseline projected cost of the current nine district model in 2015.

Whether a regional high school saves money relative to the *status quo* is heavily dependent on management considerations. Looking only at the nine districts in Ontario County, unit costs vary considerably from district to district. Few of these variations appear to be directly linked to total enrollment. The adjacent chart plots enrollment and staffing ratios for the nine districts. While there is significant variation across districts, there is no direct relationship with size. Both the highest and lowest staffing ratios are in the smallest districts.



CGR estimates the possible financial implications of the regional model by identifying a range of assumptions for each of the major spending categories, from the cost of central administration for what would be a tenth school district to staffing costs in a regional model. All assumptions begin with expected 2015 enrollment.

CGR finds that the regional district would cost between $44 million and $52 million annually. Spending in 2015 under the current structure is estimated to cost about $50 million. The savings reflected in the lower bound are driven principally by higher staffing ratios[6].

When impacts on the remaining K-8 districts are included, the regional model could save as much as $12 million annually under the most cost effective set of management assumptions. Alternatively, the regional model may cost as much as $5 million annually. These estimates are district costs with state building aid and transportation aid included at current levels (74% and 78%, respectively). This range holds

[6] CGR does not attempt to forecast price level changes in this report. All future dollars are considered to be in 2011 dollars.

for any of the three models outlined, as there is little cost variation between them, given the assumptions used.

The estimated cost for the regional high school model does not consider potential state aid incentives for consolidation, although incentives are available to districts that choose to merge. Incentives to encourage the creation of regional high schools may be included in enabling legislation.

Key Findings

Is a regional high school model feasible for Ontario County?

The regional models presented in this report, and further iterations based upon this framework, are certainly feasible. Regional models, including county-based models, are in operation in New York State and throughout the country—many of which rank highly on both efficiency and student outcome measures.

Reconfiguring students into fewer, but larger, schools as part of one regional district is the most substantive step toward preserving and expanding educational offerings for the greatest number of students in the County. The alternative options listed in this report, such as distance learning or satellite programs, will more than likely benefit only a small subgroup of students throughout the County and do not make a wholesale shift in how the districts operate.

While a regional high school model is conceptually feasible, it does not provide the immediate fiscal relief sought by the districts in Ontario County. Possible near-term savings are modest and assume a change in staffing ratios, although students would still have access to more academic offerings. Long-term, there is potential for additional savings, particularly if the creation of a regional high school district spurred more collaboration among the continuing K-8 districts.

Depending on implementation, the regional high school model may increase costs. For example, creating a regional district would likely require a new superintendent and associated administrative support functions. If the nine districts—K-8 only, after the change—retain the same administrative staffing levels, despite a shift in the workload to the regional high school district, the costs to communities would increase. Conversely, if the workload and staffing patterns are redeployed at the home district level, further savings are possible. Transportation provides another example; all K-12 transportation could be regionalized into a countywide system (savings), or each of the now 10 districts could retain separate functions (additional costs).

A regional high school model in Ontario County would provide the structure to decrease barriers to cross-district partnerships while increasing the pool of students to support a wider range of offerings. Working regionally is one of the best options for the districts to consider as they seek to preserve or enhance educational opportunity. The regional high school model is only one pathway to accomplish this end.

New York State has a key responsibility in these discussions. Right now, legislation does not exist to authorize creation of a regional high school. There is no guidance on how to design, implement or manage a regional model in the 21st century. Further, the state has not determined whether it will mandate or incentivize such approaches—i.e., whether participating districts would receive additional state aid for working regionally. All of these factors impact the cost and benefit equation of any regional model.

Regional collaborations provide a way of aligning decisions towards a long-term common objective, rather than making piecemeal district-by-district decisions which is a hallmark of the current district-centered process across the state. The districts in Ontario County are encouraged to continue having discussions with their communities along these lines, building upon the foundational data included in this report to identify the best path forward.

Other Shared Service Options

The process of exploring regional high school models yielded discussion of other alternative collaborative approaches. These options would not require all nine districts to participate, but could be pursued by interested partners.

Districtwide Consolidation

The idea of merging districts is supported by some and anathema to others. This alternative was beyond the scope of this study. For some district "clusters" it may make sense to explore consolidation to achieve the target critical mass for expanded offerings and efficiencies, with some natural partners beyond the Ontario County boundaries.

CGR outlined two other options that are essentially variations on a theme—**ways to expand educational offerings**.

Student Exchange/Satellite Programming

The student exchange or BOCES-satellite option would create a formal mechanism for a district to send students to a host district for a course it cannot provide in-house. For a tuition charge and the cost of transportation, districts could provide students access to specialized

classes like Latin or AP Physics, which are currently only offered in a few Ontario County districts.

Virtual Learning

This builds on the Student Exchange, utilizing distance learning to virtually transport students to host schools. This would require upfront investment in technology for many districts, which would likely be purchased through BOCES. Distance and online learning have the potential to greatly expand access to specialized and upper-level classes for students, and for that reason alone may be worth exploring further. An investment in distance learning would also enable schools to better connect students to workplaces, dual credit opportunities, international exchanges or virtual fieldtrips. Currently, NYS policy does not facilitate widespread use of distance learning, although there have been recent changes to "seat time" requirements that may enable more flexibility.

Future Considerations

Both of these options expand access for students and could generate revenue for the host districts. There are constraints posed by travel time, NYS regulations, collective bargaining concerns, and inconsistent bell schedules. At this point, these options benefit some students in some districts for a while, but are not long-term solutions. Distance learning has the most potential in the future, with Wayne County and WLF BOCES's new venture in this area providing a nearby learning opportunity for Ontario County.

CGR's interviews elicited additional ideas for regional approaches to meeting educational needs such as: a shared alternative school; a regional magnet school specializing in the arts; and a countywide model for 11th and 12th graders to spend the last two years of high school engaged in work-based or college educational activities. Many services—e.g., transportation, special education, business services—also lend themselves to regional approaches. Much of this exploratory work is already underway in the County.

Next Steps

Education in Ontario County is changing. The current model is not sustainable and will continue to evolve. The districts in Ontario County should be commended for starting and continuing these challenging and critical community conversations of where to go from here.

We encourage the districts to continue these discussions, reaching out across district and county borders to help shape a new model for the future. Communities are also encouraged to weigh in on what they see as

critical New York State policy changes regarding regional and district collaborations.

We strongly recommend the creation of a Joint Planning Team that will work together to create additional educational opportunities and produce savings. This study provides background and foundational information to help inform these discussions. It should be seen as the beginning of bold regional initiatives needed to maintain high quality education.

Acknowledgements

This study would not have been possible without the proactive efforts of the Ontario County school districts' boards of education and the leadership of the Wayne-Finger Lakes BOCES Board of Education. WFL BOCES Superintendent Joe Marinelli and BOCES Associate Superintendent for Instruction Bonnie Lindsay provided overall management of the study engagement and were the primary contacts for CGR throughout the study process. We are grateful for their ongoing efforts and coordination.

We especially thank the district Superintendents for providing guidance and candor throughout the study process. The willingness to allow the process to explore uncomfortable concepts is to be commended. The Superintendents are: Mike Midey of Bloomfield; Don Raw of Canandaigua; Robert Young of Geneva; David Bills of Honeoye; Michael Chirco of Marcus Whitman; Mike Ford of Midlakes; Kimberle Ward of Naples; Bob Leiby of Red Jacket; Dawn Santiago-Marullo of Victor.

The study's core foundation is the volumes of information provided by the districts. Staff members from each district were extremely helpful in supplying critical data elements and contributing their time and insights throughout the study. Too many to list here, we are indebted to each of them for their time, patience, and efforts.

We also thank the regional and district representatives of the New York State United Teachers (NYSUT) for speaking with us during the study's formative stages.

The study team also extends gratitude to those who attended the public meetings to provide valuable feedback on the initial concepts. In addition, the thoughtful comments submitted through the study website have been greatly appreciated and have helped to inform the process. We also recognize Finger Lakes Community College and Hobart William Smith Colleges for hosting community forums on the initial study findings in early January 2012. Both facilities were most generous with their time and support of such important community discussions.

Staff Team

This project was co-directed by Kirstin Pryor and Jaime Saunders. CGR VP and Director of Governmental Services Analysis Charles Zettek, Jr. contributed to the overall project design and regional modeling concepts, as did Kent Gardner, Chief Economist and President. Kate Bell, Manager of Information Systems, created all of the maps and developed the project website. Research Associate Mike Silva and Research Assistant Hannah Dalager were instrumental in compiling district data, processing survey results, and creating tables and charts. Intern Julia Burgdorf researched regional and distance learning models.

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I. Why Think Regionally?

Each of the nine districts in Ontario County is concerned about preserving what they currently provide. The fiscal environment coupled with state and federal policy changes demand new ways of operating.

Faced with this reality, the nine Ontario County districts have been proactively exploring partnership opportunities from sharing services in specific functional areas to participating in this regional high school study. The overarching goal for the districts is to identify solutions which maximize educational opportunities and reduce costs.

Thinking regionally, are there opportunities to preserve and increase educational options within the fiscal constraints facing Ontario County school districts?

There are several anticipated benefits from operating as a region. A regional high school model may provide access to a wider range of educational programs and opportunities for students. Pooling resources can sustain what districts may not afford on their own. By working regionally, it is possible to maximize academic offerings by drawing from a greater group of students to fill up lower enrollment courses (e.g., upper level sciences, math or languages) which are cost-prohibitive otherwise.

Working regionally reduces barriers inherent in the current nine school district model. Thinking as one governing body, a regional district would be responsible for educating all 5,200 students in the County regardless of where they live. As a result, the regional district would work to provide increased access to opportunities for all students. The regional body would coordinate planning, purchasing, and regional sharing opportunities. The regional body would work to streamline practical barriers to regional coordination. For example, the regional district would have the same bargaining units and contracts in place. In addition, closer coordination of bell schedules could allow for designated times for shared instruction through distance learning or student exchanges. Transportation routes and decisions about where and what capital projects to undertake would not be made in isolation.

Regional high school models also provide a viable alternative to full district consolidation, an option which many see as undesirable. Under regional high school models, elementary and middle school education

would continue to be the responsibility of separate K-8 districts, while allowing for the benefits of increased offerings and efficiencies noted above.

Changing Reality

Collectively, Ontario County districts have cut 322 staff positions over the past three years. One shuttered its middle school, another reconfigured school buildings, others have cut classes, sports and extracurriculars. All are exploring shared services with their municipalities or with other districts. All are concerned about preserving the opportunities they currently offer students.

In a state that has seen decades of increased education funding, the last several years have been fiscally stressful. State aid is at risk; salary, health care, and pension costs steadily increase; the recently-enacted "tax cap" limits districts' ability to raise taxes. Stimulus funds and fund balances masked the pain, but are largely spent. Increasing expectations and mandates from the federal and state government increase costs and pressures.

Shrinking enrollments, combined with fixed costs, turn the fiscal squeeze into what feels for district leaders like a death grip. Exploration of approaches to address the "new normal" is demanded of leaders.

What is meant by Regional High School?

For this study, a regional high school system is defined as a separate district which provides education for grades 9-12. The current nine districts in Ontario County would continue to operate and provide education services for grades K-8[7]. The districts would retain their nine superintendents and nine boards of education.

The regional high school district would be overseen by an as yet-undefined regional governance structure. This structure could include representatives from the existing nine districts, or contract with BOCES to oversee the district, or another governance model could be developed. Administratively, the regional high school district would include a Superintendent and support staff, which also could be operated through BOCES.[8]

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[7] The label "K-8" includes preK for districts that currently provide.
[8] BOCES currently runs regional Career and Technical Centers operating on a ½-day model. However, they do not award diplomas; a regulation change would be required.

Given the large geographical area served by Ontario County districts, the regional model would include multiple high school facilities throughout the County. The regional high school district would make use of existing facilities by leasing space from host district locations throughout the County. ***This study does not propose the creation of one regional high school facility servicing all 5,200 high school students for the County.***

Methodology

The NYS grant provides the overall guidelines for this study which include three key parameters impacting the analysis: 1) the study was limited to only the districts within Ontario County; 2) analysis was for grades 9-12 only; and 3) the study focuses on high-level feasibility, not implementation details.

The study process was guided by the regional high school study committee made up of the nine district superintendents and facilitated by Wayne-Finger Lakes BOCES. The superintendents provided ongoing feedback and facilitated the data collection process.

The study was conducted during the ten-month timeframe starting in the summer of 2011 through May of 2012. During this time period, CGR visited each of the nine districts and interviewed district leadership and a range of key staff positions. During the summer and fall CGR met with each of the nine separate Boards of Education to outline the goals of the study and to collect initial feedback on the key issues and concerns facing each district. In addition, CGR interviewed staff of Wayne-Fingers Lakes BOCES, regional representatives of New York State United Teachers, state leaders on local government efficiencies, regional efforts and district reorganization, Rural Schools Association of Cornell University, NYS legislators, and administrators in the Central High School districts on Long Island. Reviews of educational research journals and NYS Board of Regents policy and Commissioner Regulations were also conducted.

Preliminary models and findings were presented at two regional public forums in January 2012. Over 200 attendees participated and their input has been incorporated into this final document. Public input was also elicited throughout the study process through the project website comment form, www.cgr.org/OntarioHSstudy.

In January 2012, a voluntary student survey was administered to current high school students in Ontario County to gather input about what high school students value in their high school experience.

Note about district names: Several districts in Ontario County are referred to by an alternate name instead of the official district title. For this report we refer to the districts by their common name as listed in the table below:

Table 1

District Names	
Offical Name	**Common Name**
Canandaigua City School District	Canandaigua
East Bloomfield Central School District	Bloomfield
Geneva City School District	Geneva
Gorham-Middlesex Central School District	Marcus Whitman
Honeoye Central School District	Honeoye
Manchester-Shortsville Central School District	Red Jacket
Naples Central School District	Naples
Phelps-Clifton Springs Central School District	Midlakes
Victor Central School District	Victor

II. Overview of the Current Nine Ontario County School Districts

This section provides an overview of "what exists" today to illustrate the context, variations, and commonalities of the nine districts serving students within Ontario County.[9] This baseline information also helps to identify trends facing the districts and creates a framework for discussing regional options for the future as discussed in later chapters of this report.

As a region, the school districts of Ontario County are facing challenging fiscal times. Data outlined in this chapter illustrate:

- Eight of the nine districts have declining enrollments;
- Districts have steadily increasing expenditures;
- Each district has known revenue reductions with the loss of stimulus dollars, declining state aid, and the anticipated impact of New York State's property tax cap;

The districts have each worked to address expenditures for areas within their control. Yet, the measures outlined in this chapter paint a picture of fiscal stress which has prompted the districts to explore regional cost-saving options.

Geographical Area Served

The Ontario County school districts cover 757 square miles. While much of the region includes rural landscapes it is also home to the two cities of Canandaigua and Geneva. The districts range in areas served from Red Jacket's 34 square miles to Marcus Whitman's 167 square miles. A summary of the total square miles included in each school district is provided in the table below.

[9] Where possible, CGR used "single source" data from New York State Education Department for consistency. The study team determined that the value of using a consistent source across nine districts outweighed any potential reporting errors or lag time. In many cases, CGR verified and supplemented data directly with district staff.

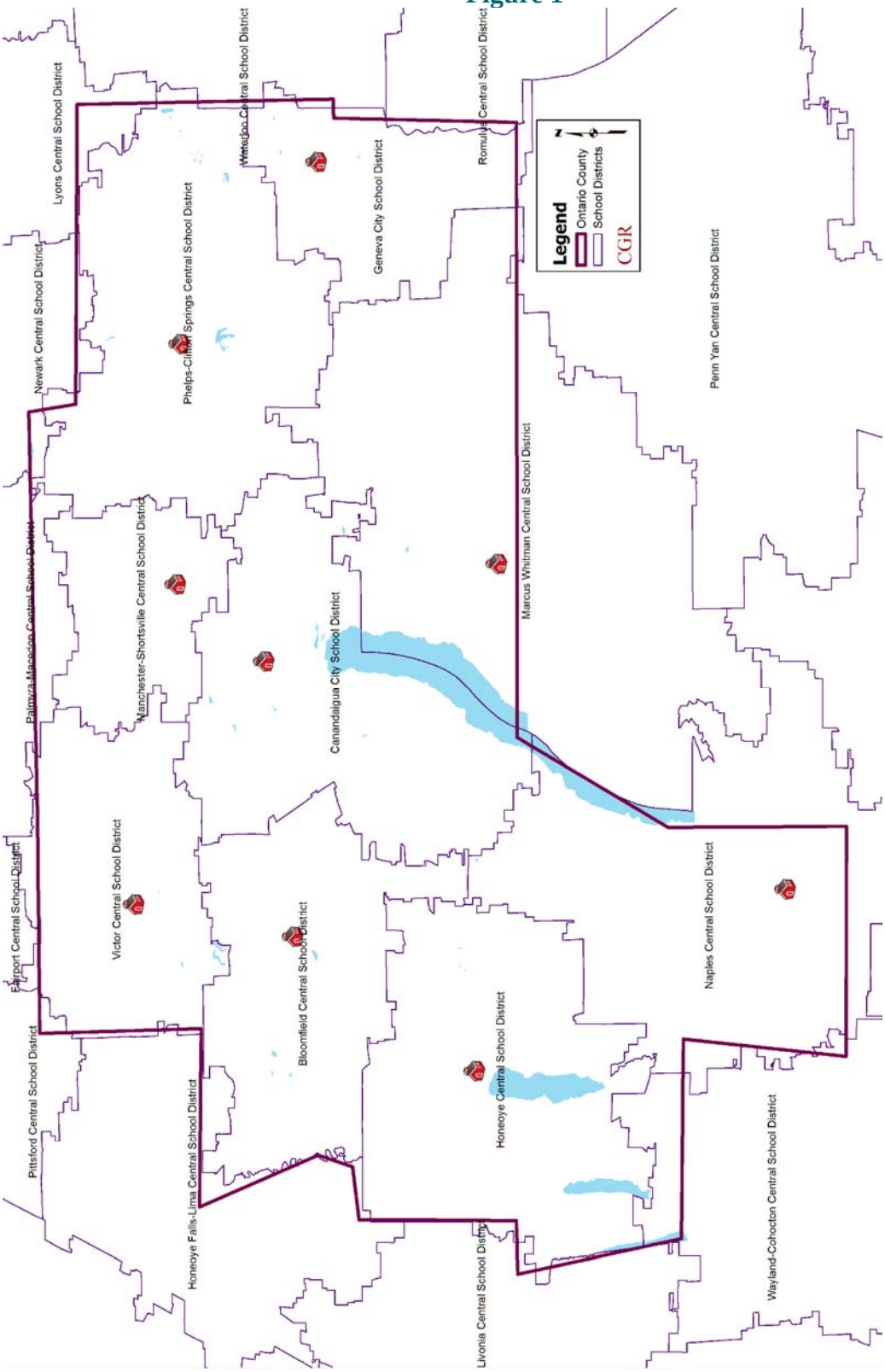
Table 2

Ontario School Districts by Geographical Area	
District	**Sq. Miles**
Bloomfield	66.9
Canandaigua	86.4
Geneva	42.1
Honeoye	88.9
Marcus Whitman	167.0
Midlakes	95.1
Naples	117.9
Red Jacket	34.3
Victor	58.7
TOTAL ONTARIO COUNTY	**757.3**

Source: U.S. Census TIGERFiles
Note: Includes water area

As shown in the map on the following page, the nine school districts also cover a portion of the neighboring counties of Yates, Livingston, Seneca and Monroe.

Figure 1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Ontario County
School Districts
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Lyons Central School District
Newark Central School District
Phelps-Clifton Springs Central School District
Geneva City School District
Romulus Central School District
Penn Yan Central School District
Marcus Whitman Central School District
Canandaigua City School District
Manchester-Shortsville Central School District
Victor Central School District
Fairport Central School District
Pittsford Central School District
Bloomfield Central School District
Honeoye Falls-Lima Central School District
Honeoye Central School District
Naples Central School District
Wayland-Cohocton Central School District

Ontario County Total Population

Since 2000, Ontario County's total population grew by 8% with nearly 108,000 people calling the county home in 2010.[10] This population growth is counter to the population declines experienced by most of the region. However, not all communities in Ontario County experienced this increase as a large portion of growth occurred in the northwest part of the county.

Projecting Future Demand

To think about possible regional options for high school education in the future, it is important to start with the anticipated number of "consumers" or future Ontario County students. This section presents two methods of projecting the number of high school students in the County. As with any projections, these are only estimates to help inform planning, but are subject to change.

Overall, Ontario County's youth population is leveling out or slightly declining for most of the districts in the county. The exception is the Victor School District which is showing significant growth.

Youth and Young Adult Population Projections

The youth and young adult population in the County has been fairly level. From 2000 to 2010, the 15- to 19-year-old population increased 10%, while the population declined for all of the other youth age groups.

Cornell University's Program on Applied Demographics (PAD) uses statistical methods to project future population counts for communities. The PAD projections are presented below in Table 3. Overall, the County's youth and young adult population is projected to decrease by 3% from 2010 to 2030, with the greatest drop in the 15 to 19 age range as to be expected given the declines in the younger age groups earlier in the decade.

[10] U.S. Census 2000, 2010.

Table 3

Youth and Young Adult Projections for Ontario County								
Age Group	1990 Census	2000 Census	2010 Census*	2015 Projection	2020 Projection	2025 Projection	2030 Projection	*Projected % change 2010 to 2030*
0 to 4	6,908	6,045	5,808	5,785	5,857	5,773	5,657	*-3%*
5 to 9	6,917	7,347	6,624	6,443	6,614	6,673	6,608	*-0.24%*
10 to 14	6,330	7,699	7,133	6,813	6,913	7,080	7,132	*-0.01%*
15 to 19	6,722	7,163	7,912	7,092	6,880	6,975	7,126	*-10%*
TOTAL 0-19	**26,877**	**28,254**	**27,477**	**26,133**	**26,264**	**26,501**	**26,523**	***-3%***

Source: Cornell Program on Applied Demographics (PAD) Population Projections as of April, 2009

*Note: *2010 pulled directly from U.S. Census Bureau*

High School Student Enrollment

Table 4 presents high school enrollments for each district from 2001 to 2010. During this time Canandaigua remained flat, Naples and Honeoye increased slightly, and the other five districts experienced declines. The high school enrollment in the County increased overall by 4%, driven in large part by the 40% increase experienced by Victor over the decade.

Table 4

Ontario County High School Student Enrollment (Grades 9-12)											
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	% Chg. 2001 to 2010
Bloomfield	374	364	339	351	351	354	346	369	362	349	-7%
Canandaigua	1,305	1,304	1,385	1,321	1,321	1,344	1,360	1,357	1,392	1,310	0%
Geneva	770	789	775	826	826	763	705	744	718	733	-5%
Honeoye	320	336	345	359	359	386	383	392	351	334	4%
Marcus Whitman	548	538	527	495	495	540	547	542	547	509	-7%
Midlakes	710	708	710	689	689	670	685	685	656	653	-8%
Naples	303	331	313	291	291	290	288	309	294	310	2%
Red Jacket	290	322	270	260	260	300	302	302	279	285	-2%
Victor	896	914	980	1,050	1,050	1,078	1,102	1,136	1,173	1,251	40%
Ontario County Total	**5,516**	**5,606**	**5,644**	**5,642**	**5,642**	**5,725**	**5,718**	**5,836**	**5,772**	**5,734**	4%

Source: NYSED and Calculated by CGR

High School Enrollment Projections

To project future high school enrollment for each district, CGR applied a retention ratio (or survival ratio) to current known enrollments. The retention ratio is calculated by dividing a single year's enrollment into the

enrollment of the following grade a year later, and is a standard projection method used by districts.[11]

Based on this method, eight of the nine districts will serve fewer students in 2019. In total, the region is expected to serve 5,200 high school students in 2019. Table 5 below presents the specific high school enrollment projections for each district and the countywide average through 2019.

Table 5

Ontario County High School Student Enrollment Projections (Grades 9-12)											
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	% Chg. 2010 to 2019
Bloomfield	349	337	320	311	319	306	307	285	266	255	-27%
Canandaigua	1,310	1,243	1,232	1,220	1,219	1,201	1,207	1,235	1,228	1,219	-7%
Geneva	733	714	678	690	621	623	630	620	624	621	-15%
Honeoye	334	280	266	245	236	231	212	190	188	180	-46%
Marcus Whitman	509	476	454	404	380	393	373	372	379	359	-29%
Midlakes	653	614	594	580	538	558	550	550	605	587	-10%
Naples	310	306	272	260	248	230	229	223	231	249	-20%
Red Jacket	285	265	277	288	261	265	249	250	267	257	-10%
Victor	1,251	1,261	1,224	1,275	1,288	1,321	1,367	1,364	1,415	1,480	18%
Ontario County Total	**5,734**	**5,497**	**5,317**	**5,272**	**5,110**	**5,128**	**5,125**	**5,088**	**5,203**	**5,207**	**-9%**

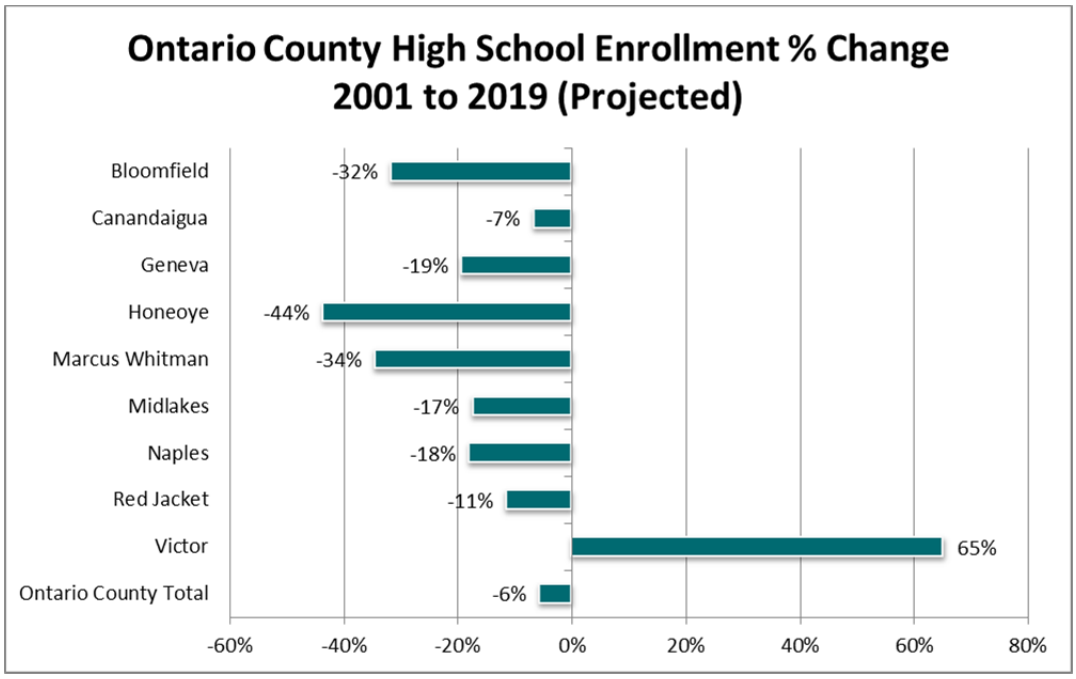
Source: NYSED and Calculated by CGR

Notes: 2010 data are actual enrollment. Years 2011 through 2019 are projections based on a derived average retention ratio by grade level.

Figure 2 shows the projected percentage change for high school enrollment in the county from 2001 to 2019. Enrollment declines range from 7% to 44%. Conversely, Victor is the only district to show an increase in enrollment, growing by a projected 65% during this time period.

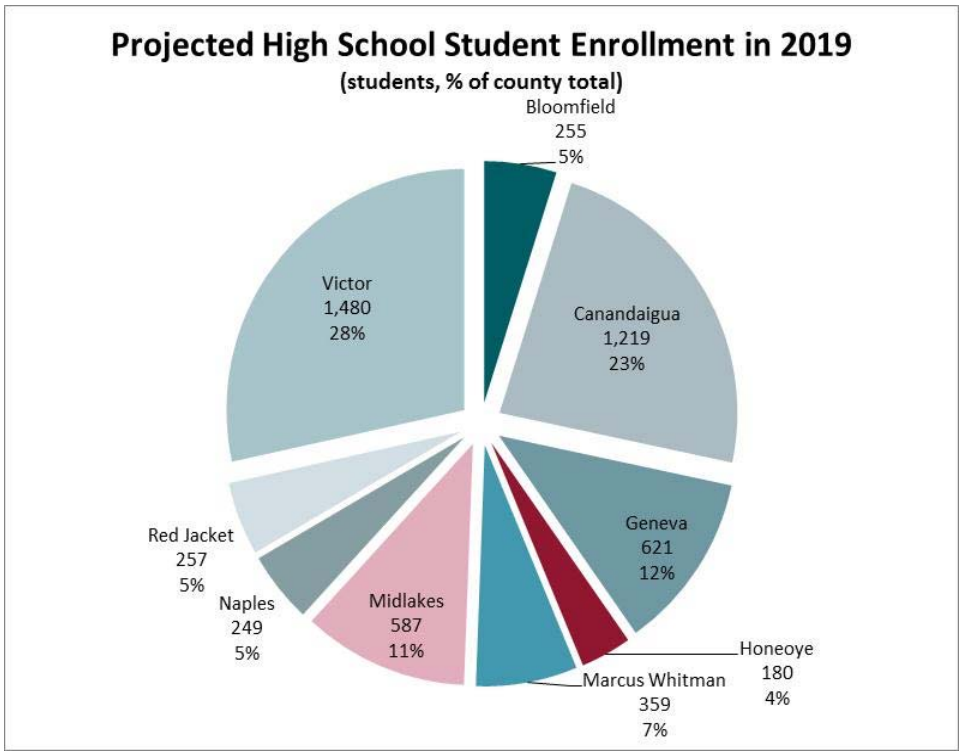
[11] CGR calculated the retention ratios for each grade for the six prior consecutive years within each district and developed an average retention ratio for each grade level. This average retention ratio by grade was then applied to each grade level of the current year to project enrollment for each grade level in the following year. This practice was repeated for the next nine years to follow the current kindergarten class through to 9th grade.

Figure 2



The chart below shows the distribution of the projected 5,200 high school students in 2019 among the existing nine school districts – with Canandaigua and Victor representing just over half of the total in the County.

Figure 3



Student Population Served

Free and Reduced Lunch

The number of students qualifying for free or reduced lunch is a proxy measure for the level of poverty in a district. Table 6 shows the percentage of students who qualify for free or reduced lunch by district which ranges from 13% to 46%.[12]

Table 6

Free and Reduced Lunch Recipients, by District in 2011	
School District	**Free and Reduced Percent**
Bloomfield	27%
Canandaigua	25%
Geneva	46%
Honeoye	30%
Marcus Whitman	42%
Midlakes	26%
Naples	32%
Red Jacket	33%
Victor	13%

Source: Provided by individual districts

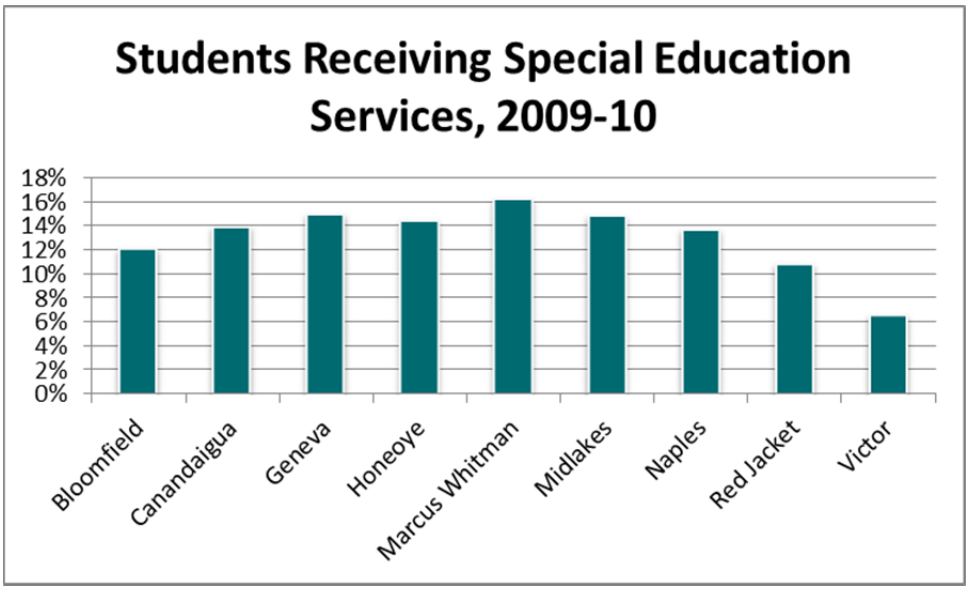
Note: Geneva figures derived by CGR using 2010 enrollment.

Special Education Services

In 2010-11, the nine districts provided special education services to 2,089 students or 12% of the Ontario County student body. Figure 4 presents the percentage of students served by each district which ranges from 7% to 16%.

[12] Whenever possible district data throughout this report were pulled from a central single source, such as the New York State Education Department, to allow for district comparisons. In some instances, districts may use slightly different data for the measures presented.

Figure 4



Limited English Proficiency Students

In 2010, the nine districts collectively served nearly 160 students with Limited English Proficiency (LEP). Over the past six years, the number of LEP students has fluctuated from 109 to 167, with the bulk being served by the Geneva school district. No district serves more than 5% LEP students, and overall, these students represent about 1% of the students in Ontario County.

School District Costs

This section outlines the costs for providing educational services to the current 16,900 K-12 students in Ontario County. District financial data are presented, including how much is currently being spent by taxpayers through the property tax levy.

Districtwide Budget Overview

The nine districts collectively have budgets totaling $289 million for this current school year. As the tables below demonstrate, revenue and expenditure trends across the districts varied markedly over the period.

Table 7

Total District Revenues 2005 through 2011 (million 2010 dollars)								
	2005	2006	2007	2008	2009	2010	2011	% Ch. 05 to 11
Bloomfield	$18.3	$19.0	$19.2	$19.3	$19.8	$20.2	$19.8	9%
Canandaigua	$56.2	$58.2	$60.3	$62.6	$64.2	$61.4	$61.3	9%
Geneva	$41.7	$43.5	$43.2	$45.5	$47.8	$42.9	$40.2	-4%
Honeoye	$15.9	$16.6	$16.5	$16.8	$17.8	$17.1	$15.8	0%
Marcus Whitman	$26.2	$27.8	$27.9	$28.7	$30.2	$28.6	$27.2	4%
Midlakes	$34.0	$35.0	$34.4	$34.6	$36.3	$33.6	$31.8	-6%
Naples	$14.5	$15.4	$14.9	$15.2	$16.3	$16.8	$15.7	8%
Red Jacket	$14.6	$15.3	$15.1	$15.0	$15.6	$15.5	$14.6	1%
Victor	$50.4	$52.9	$53.3	$54.1	$56.4	$56.3	$53.7	6%
Ontario County Total	**$271.7**	**$283.8**	**$284.8**	**$291.8**	**$304.3**	**$292.3**	**$280.2**	**3%**

Table 8

Total District Expenditures 2005 through 2011 (million 2010 dollars)								
	2005	2006	2007	2008	2009	2010	2011	% Ch. 05 to 11
Bloomfield	$18.1	$18.5	$18.5	$18.7	$18.9	$20.2	$19.6	8%
Canandaigua	$55.6	$58.2	$58.0	$60.5	$63.3	$62.0	$62.6	13%
Geneva	$41.9	$44.1	$43.2	$44.8	$47.1	$40.2	$40.2	-4%
Honeoye	$15.3	$16.2	$16.0	$16.6	$16.9	$16.4	$15.8	4%
Marcus Whitman	$26.7	$28.2	$27.2	$27.3	$28.7	$27.0	$26.5	-1%
Midlakes	$32.4	$33.2	$33.1	$35.2	$34.8	$33.6	$31.8	-2%
Naples	$14.3	$15.3	$15.2	$15.1	$15.6	$15.9	$14.9	4%
Red Jacket	$15.0	$15.2	$14.4	$14.5	$14.9	$15.5	$14.5	-3%
Victor	$46.9	$49.0	$50.6	$52.9	$53.4	$53.9	$52.5	12%
Ontario County Total	**$266.2**	**$278.0**	**$276.2**	**$285.7**	**$293.8**	**$284.7**	**$278.4**	**5%**

Source: NYSED FARU School District Fiscal Profiles; 2010 and 2011 provided by districts.

These figures do not paint the full picture of the fiscal stress many of the districts are currently facing with the reduction in revenues from the expiration of the stimulus funds, federal EduJobs grant, and reduced state aid that occurred and are reviewed later in this chapter.

Cost per Student

The districts on average spent approximately $16,500 per student in 2010. Districts range from nearly $13,000 per student to over $20,000 as shown in Table 9.

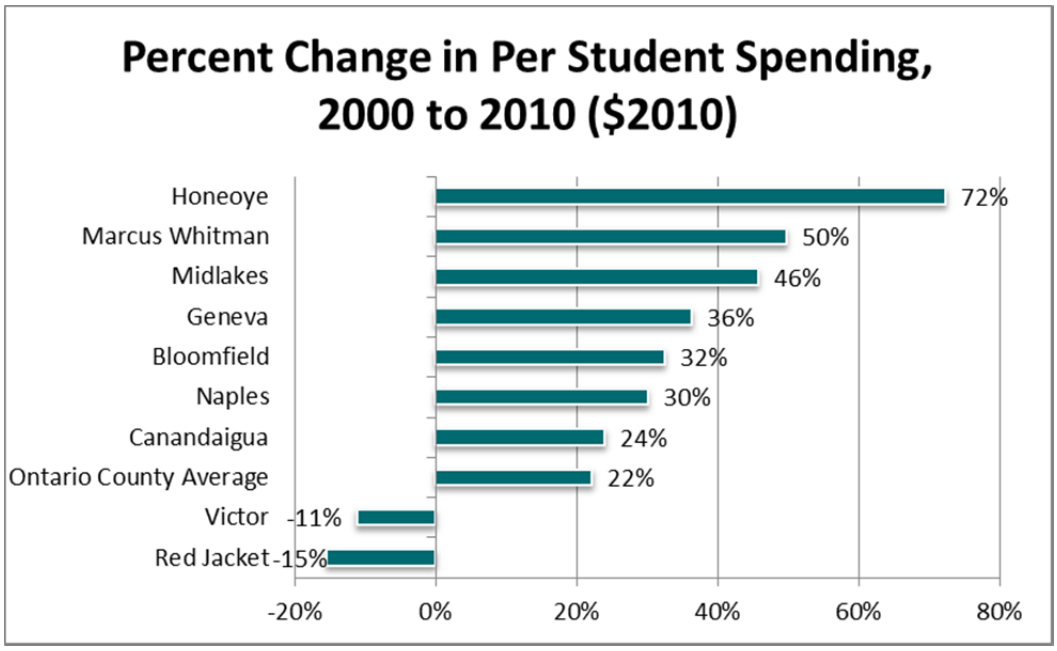
Table 9

Per Student Spending (2010 dollars)			
	2000	2005	2010
Bloomfield	$14,450	$16,494	$19,143
Canandaigua	$12,424	$13,819	$15,413
Geneva	$13,669	$18,138	$18,638
Honeoye	$11,026	$14,394	$19,005
Marcus Whitman	$13,564	$17,649	$20,315
Midlakes	$12,488	$17,139	$18,206
Naples	$13,852	$15,990	$18,022
Red Jacket	$19,358	$16,601	$16,377
Victor	$14,364	$13,505	$12,768
Ontario County Average	**$13,488**	**$15,506**	**$16,489**

Source: NYSED FARU School District Fiscal Profiles

Adjusted for inflation, student spending increased by 22% in Ontario County from 2000 to 2010. The percent change in the districts ranged from a reduction of 15% to an increase of 72% during this time.

Figure 5



Tax Rates by District

District tax rates range from $13.72 per thousand to above $22.00. Seven of the nine districts had lower tax rates in 2010-11 compared to 2008-09. Table 10 presents the tax rates for each district over the past three years.

Table 10

Ontario County School District Full Value Tax Rates				
	2008-2009	2009-2010	2010-2011	% Change 08-09 to 10-11
Bloomfield	$22.33	$22.12	$22.02	-1%
Canandaigua	$17.17	$16.56	$17.48	2%
Geneva	$20.77	$20.09	$20.73	0%
Honeoye	$16.96	$16.28	$15.99	-6%
Marcus Whitman	$13.94	$13.69	$13.72	-2%
Midlakes	$23.15	$22.11	$22.33	-4%
Naples	$14.44	$14.10	$14.18	-2%
Red Jacket	$25.55	$24.99	$25.32	-1%
Victor	$16.96	$16.26	$16.36	-4%

Source: Ontario County Real Property Tax Department

Note: Rates are full value rates and may vary within a school district.

Taxable Assessed Value

Each school district has different property valuations across which to spread their respective tax levies. The Taxable Assessed Value (TAV) of property within each municipality is the base by which the tax levy is shared across the community.

The following table shows the range of TAV within Ontario County. Collectively, the districts have a total TAV of nearly $7.7 billion with Canandaigua and Victor making up half of this total.

Table 11

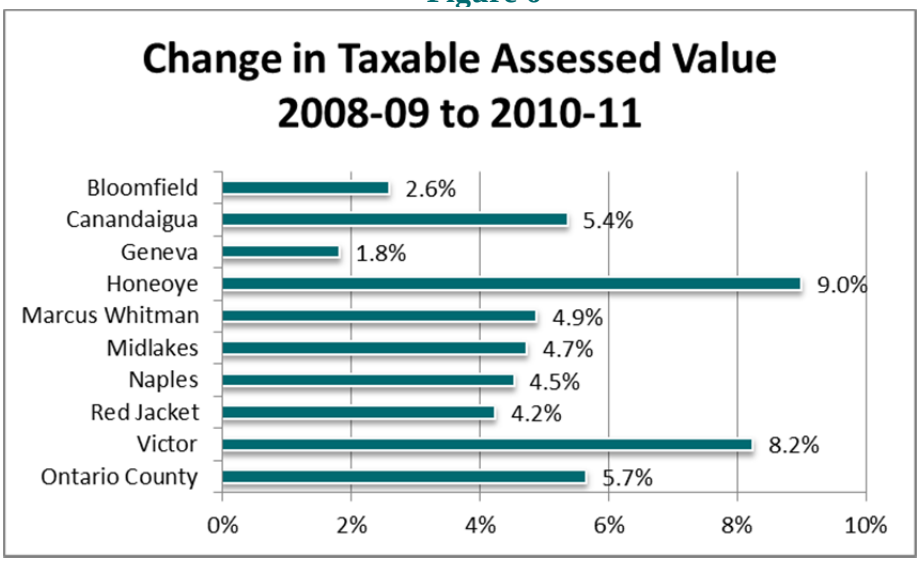
Ontario County Taxable Assessed Value ($million)				
	2008-2009	2009-2010	2010-2011	% Change 08-09 to 10-11
Bloomfield	$382.63	$390.70	$392.58	3%
Canandaigua	$1,934.28	$1,990.35	$2,038.21	5%
Geneva	$728.78	$734.10	$742.15	2%
Honeoye	$508.74	$556.44	$554.53	9%
Marcus Whitman	$603.73	$617.76	$633.27	5%
Midlakes	$505.24	$522.43	$529.18	5%
Naples	$539.48	$559.52	$563.98	5%
Red Jacket	$250.67	$260.86	$261.31	4%
Victor	$1,826.73	$1,906.46	$1,977.37	8%
Ontario County	**$7,280**	**$7,539**	**$7,693**	**6%**

Source: Ontario County Real Property Tax Department

Note: Includes TAV within Ontario County only, with the exception of Geneva which includes portions of Seneca and Yates.

Between 2008-09 and 2010-11, each district experienced an increase in taxable assessed value. Increases ranged from 1.8% to 9% as shown in Figure 6 below.

Figure 6



School Tax Levy

Tax levy is the amount of money raised by a school district through property taxes. The total tax levy is the result of all school district expenditures less applied revenues (e.g., state aid). The balance is levied on the school district TAV described above. Table 12 presents the school tax levies for the nine districts in the county in the past three years. In 2010-11, the nine districts collectively levied over $143 million to provide educational services.

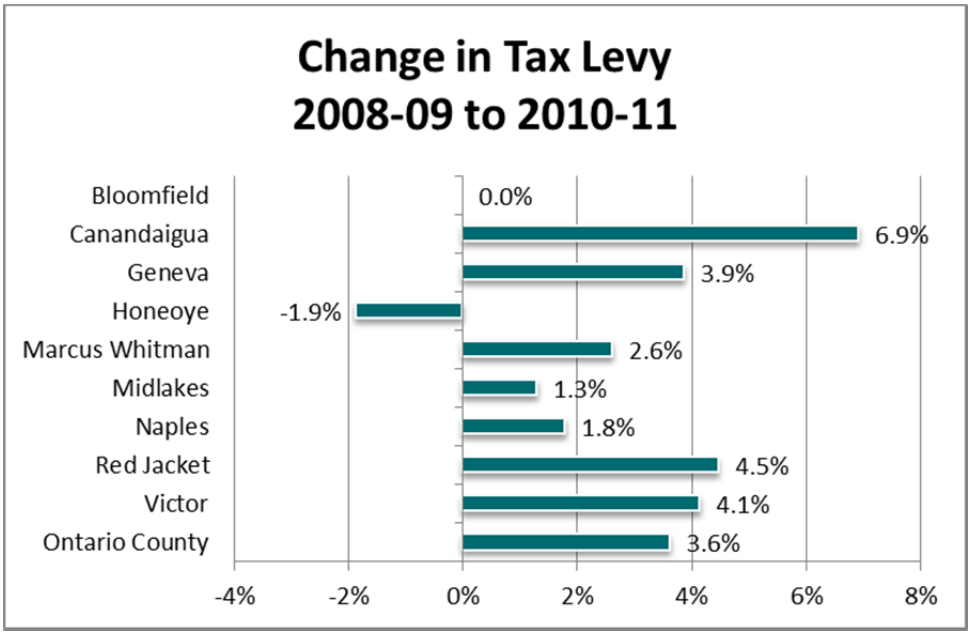
Table 12

Ontario County Tax Levy by School District ($million)				
	2008-2009	2009-2010	2010-2011	% Change 08-09 to 10-11
Bloomfield	$8.65	$8.65	$8.65	0%
Canandaigua	$33.33	$33.33	$35.64	7%
Geneva	$15.30	$15.44	$15.89	4%
Honeoye	$9.05	$9.07	$8.88	-2%
Marcus Whitman	$11.71	$11.72	$12.01	3%
Midlakes	$11.88	$11.69	$12.03	1%
Naples	$8.87	$8.87	$9.03	2%
Red Jacket	$6.43	$6.52	$6.72	4%
Victor	$32.92	$32.92	$34.29	4%
Ontario County	**$138**	**$138**	**$143**	**4%**

Source: Ontario County Real Property Tax Department

Overall, the school tax levy for the region increased by just over 4% since the 2008-09 fiscal year. Most of the districts had increases in TAV above the rate increase for their tax levy. Districts kept the tax levy increases at a minimum through expenditure reductions, appropriated district reserves, and one-time stimulus funds as outlined in the next section.

Figure 7



Factors Impacting the Tax Levy

Districts have limited control over several of their funding streams and areas for expenditure reduction. Districts cannot impact the TAV and have marginal impact on student enrollment – both key factors impacting revenue. The changes in state and federal funding are also outside of a district's control. Districts can offset the tax levy by reducing their expenditure lines through workforce reductions and appropriating fund balance to a limited extent – both actions affect future district operations and educational offerings. The following section overviews key changes which contribute to the current fiscal circumstances of the districts.

Stimulus Funding Temporarily Filled Revenue Gap

Ontario County districts collectively received $26.7 million from the federal American Reinvestment and Recovery Act of 2009 (commonly referred to as "stimulus funding"). These funds have been fully allocated over the past few years, and have not been renewed, presenting a revenue gap for each district as outlined in Table 13.

Table 13

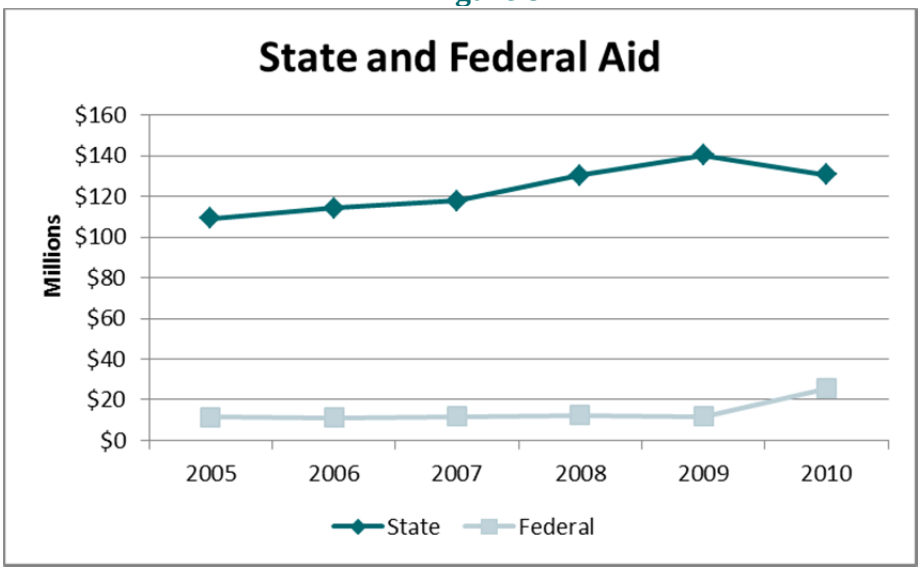
Total ARRA Funds Awarded	
Bloomfield	$1,706,393
Canandaigua	$6,700,677
Geneva	$3,878,801
Honeoye	$1,391,518
Marcus Whitman	$2,704,489
Midlakes	$2,853,510
Naples	$1,299,978
Red Jacket	$1,397,220
Victor	$4,825,144
Ontario County Total	**$26,757,730**

Source: Recovery.gov
Note: as of September 2011

State and Federal Aid

In 2010, the nine districts received over $130 million in state aid – representing a decline of 7% from 2009, but an overall 20% increase in aid compared to 2005.[13] Federal Aid for the nine districts has been consistently between $11 million and $12 million since 2005, before more than doubling to over $25 million in 2010 with the federal EduJobs grant which expired in 2011.

Figure 8



[13] State aid figures include the federal "stimulus" funds which were allocated by the state.

Property Tax Cap

In 2011, New York State enacted the "Real Property Tax Levy Cap and Mandate Relief Provisions" law (known as the "property tax cap"). Beginning with the 2012 fiscal year, school districts are not authorized to increase the property tax levy by more than a set percentage, after applying several exemptions such as pension and health benefit costs.[14] Districts can seek to surpass the tax cap by receiving 60% voter approval. The tax cap puts added pressure on school districts to find cost-cutting opportunities. In 2011 school tax levies in Ontario County increased an average of 2% compared to the previous year, with individual districts ranging from a 2% decrease (Honeoye) to a 6% increase (Canandaigua).

Workforce Reductions

In the last three years, the districts eliminated a total of 326 positions to contain costs. Table 14 below presents a summary of the position reductions by district which were achieved through attrition, reduced hours, and layoffs.

Table 14

FY 2011-12 Position Reductions as Full-Time Equivalent (FTEs)				
	2009-10	2010-11	2011-12	3 Year Total
Bloomfield	-6.0	-3.0	-8.5	-17.5
Canandaigua	-28.2	-38.0	-16.5	-82.7
Geneva	-42.0	-20.0	-12.5	-74.5
Honeoye	-11.4	-2.0	-6.7	-20.1
Marcus Whitman	-13.5	-2.0	-5.0	-20.5
Midlakes	-6.3	-26.7	-29.6	-62.7
Naples	1.0	-6.0	-3.0	-8.0
Red Jacket	0.0	-7.0	-11.5	-18.5
Victor	0.0	-14.0	-8.0	-22.0
Ontario County Total	**-106.4**	**-118.7**	**-101.3**	**-326.4**

Source: Data provided by districts

Note: Reported as Full-time equivalent (FTE)

[14] The property tax cap includes a 9-step formula to determine the permissible amount of increase which varies for each district. Permitted increase will not be less than 1%.

Other Reductions or Cost-Saving Changes

In addition to workforce reductions, districts reduced expenditures through a range of actions. A few examples include:

- Midlakes closed its middle school facility, splitting students between the elementary building and the high school facility;
- Victor ended its GED program;
- Several districts dropped or combined sections for electives and upper-level languages;
- Several districts reduced athletic offerings;
- Bloomfield and Honeoye currently share a lacrosse team and other districts are exploring similar athletic team mergers with neighboring districts;
- Several districts are exploring single bus runs to include all grades;
- Several districts are exploring opportunities to share business office functions, transportation and or food service.

District Reserves

To reduce the anticipated property tax levy, the nine districts applied over $6 million in reserves (appropriated fund balance) in 2011-12. This represents a 72% increase in use of reserves compared to 2007-08.

Table 15

Appropriated Fund Balances ($1000)					
	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
Bloomfield	$60.0	$60.0	$60.0	$100.0	$100.0
Canandaigua	$625.0	$625.0	$625.0	$625.0	$1,300.0
Geneva	$800.0	$800.0	$71.4	$1,610.0	$500.0
Honeoye	$250.0	$250.0	$250.0	$929.1	$500.0
Marcus Whitman	$480.0	$580.0	$580.0	$580.0	$580.0
Midlakes	$625.0	$258.3	$258.3	$1,259.9	$1,575.0
Naples	$200.0	$200.0	$300.0	$600.0	$850.0
Red Jacket	$0.0	$0.0	$0.0	$0.0	$200.0
Victor	$529.0	$529.0	$529.0	$529.0	$529.0
Ontario County Total	**$3,569**	**$3,302**	**$2,674**	**$6,233**	**$6,134**

Source: NYSED New York State Property Tax Report Card; 2010-11 and 2011-12 provided by Naples.

As of 2011-12, the districts project a combined $12 million in undesignated fund balance reserves, up from $7.7 million in 2007-08. The districts have an average of just over 4% of their total budgets in reserves.

Table 16

Undesignated Fund Balances ($1000)					
	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012 Projected
Bloomfield	$587.2	$679.1	$720.0	$731.8	$725.0
Canandaigua	$1,492.7	$2,385.3	$2,430.8	$2,479.2	$2,580.9
Geneva	$656.2	$381.3	$800.0	$1,712.0	$1,723.0
Honeoye	$698.5	$683.2	$683.4	$770.1	$669.2
Marcus Whitman	$980.0	$1,154.5	$1,120.0	$1,153.4	$1,139.0
Midlakes	$1,341.0	$1,074.3	$1,266.8	$1,053.4	$1,791.9
Naples	$275.0	$637.5	$496.9	$635.8	$645.3
Red Jacket	$581.0	$605.7	$609.2	$583.1	$598.0
Victor	$1,067.5	$2,115.5	$2,120.0	$2,199.0	$2,199.0
Ontario County Total	**$7,679**	**$9,716**	**$10,247**	**$11,318**	**$12,071**

Source: NYSED New York State Property Tax Report Card

Note: 2007-09 through 2010-11 are actuals. Dotted line indicates 2011-12 figures are projected.

III. Current High School Services

The previous chapter outlined districtwide measures and context, while this chapter provides an overview of current *high school* costs and services. The intent is to understand what the districts already invest and what they offer as the building blocks with which to build a regional model.

Data outlined in this chapter illustrate:

- High schools in Ontario County provide good education by almost any measure;
- Students in the County vary in their access to academic and extracurricular offerings – ranging from 77 academic offerings in one district to 132 in another;
- Eight of the nine high school facilities have surplus capacity;
- Bell schedules vary between the nine districts which limits the ability for districts to coordinate cross-district shared learning opportunities.

Understanding Current Costs for High School Services

The districts collectively spent $58.2 million on high school education services for 5,500 students in 2011-12. This estimate is conservative as it excludes districtwide expenditures such as debt, special education and BOCES services.

To account for districtwide costs of central office, transportation and food service, CGR allocated a portion of these total costs based on district enrollment in grades 9-12. In general, this meant between 30% - 42% of these districtwide costs were allocated as high school costs.

Table 17

Current Costs of High School Services in Ontario County		
	2011 Enrollment	Total HS Cost ($m)
Bloomfield	337	$3.76
Canandaigua	1,243	$13.19
Geneva	714	$7.35
Honeoye	280	$3.64
Marcus Whitman	476	$5.58
Midlakes	614	$6.67
Naples	306	$3.25
Red Jacket	265	$3.28
Victor	1,261	$11.52
TOTAL	**5,497**	**$58.24**

Source: Data provided by districts and calculated by CGR

Notes: Districtwide transportation, food service, and administration costs allocated based on enrollment. Excludes special education, BOCES, debt, and other district wide services (e.g., library, pupil services); Figures reflect 2011-12 budget data. When secondary costs included grades beyond 9-12, CGR prorated costs based on enrollment.

Instructional Staff Represent Greatest Cost Center

Education is a people-driven service. As such, the greatest budget expense is related to instructional staff salaries and associated benefits. In 2010, the nine districts had 460 high school teachers for grades 9-12 with an average cost per teacher, including associated benefits, of about $70,000 (Table 18 below).[15] In 2011, the nine districts spent $32.3 million on high school instructional staff costs, representing 55% of the high school costs outlined in Table 17 above.

Table 18

Number of High School Teachers by Year							
	2005	2006	2007	2008	2009	2010	Change 2005 to 2010
Bloomfield	28	22	20	15	20	18	-36%
Canandaigua	108	107	110	111	113	114	6%
Geneva	61	59	61	61	64	63	3%
Honeoye	59	63	40	38	37	36	-40%
Marcus Whitman	37	39	40	38	38	36	-3%
Midlakes	53	54	51	51	49	44	-17%
Naples	46	45	45	49	48	44	-4%
Red Jacket	20	21	N/A	18	18	16	-20%
Victor	77	78	82	86	87	89	16%
Ontario County Total	**489**	**488**	**449**	**467**	**474**	**460**	**-6%**

Source: NYSED School Report Cards; Honeoye Figures provided by the district

[15] These figures do not include instructional aides, paraprofessionals, or coaches, or teachers who are shared between buildings.

In addition to instructional staff, high schools rely on non-instructional staff supports from the district superintendent, business office, transportation, technology, and food service. Districtwide positions and services will be discussed in more detail in the regional modeling chapter.

Average Class Size Fairly Consistent in Ontario County

As noted above, instructional staff is one of the greatest cost drivers for school districts. Furthermore, community members have strong feelings about ideal class size, which impacts how staff members are deployed. For this reason it is important to consider class size across the nine districts. Because class size varies a good deal from subject to subject, year to year, and grade to grade, CGR chose to use the NYS Report Card data, which reports average class size in 10th grade core subject areas. The key takeaway from Table 19 is that Ontario County districts all have class sizes hovering around 20 students.

Table 19

Average Grade 10 Class Sizes 2010				
	English	Math	Science	Social Studies
Bloomfield	22	22	17	22
Canandaigua	19	17	19	17
Geneva	15	19	18	18
Honeoye	17	23	21	17
Marcus Whitman	19	N/A	20	22
Midlakes	22	N/A	23	22
Naples	19	22	10	20
Red Jacket	16	21	12	18
Victor	22	20	14	21
Ontario County	**20**	**18**	**19**	**20**

Source: NYSED School Report Card

A Range of Extracurricular Activities and Athletics

The high school experience also includes extracurriculars and athletics. Students know, and research supports, the value of participation in extracurricular activities such as chorus, band, debate, yearbook and athletic opportunities.

The districts in Ontario County are able to invest different amounts in activities beyond instruction:

- Collectively, the districts spent $2.9 million in 2010-11 on high school athletics. Individual district athletic budgets ranged from roughly $145,000 to $582,000.
- Collectively, $762,000 was spent on all other extracurricular activities. The districts' spending ranged from $23,300 to $206,000.

As expected with this range in budgets, there is a range in offerings across the districts. Table 20 demonstrates that the ability to offer students a variety of these additional opportunities is tied to enrollment.[16] In short, larger high schools offer more opportunities. CGR notes that whether this means that more students can participate is up for debate.

Table 20

Athletic and Extracurricular* Offerings 2011-12				
District (2011 enrollment)	**# of Sports Offered**	**# of Teams Offered**	**# of Extracurriculars Offered**	**Total # Opportunities (teams + extracurriculars)**
Red Jacket (265)	11	21	10	**31**
Bloomfield (337)	16	25	16	**41**
Honeoye (280)	17	30	15	**45**
Naples (306)	13	22	25	**47**
Marcus Whitman (476)	23	35	17	**52**
Midlakes (614)	22	38	18	**56**
Geneva (714)	22	37	28	**65**
Canandaigua (1243)	30	54	26	**80**
Victor (1261)	29	53	49	**102**
Difference in number of offerings	**19**	**33**	**39**	**71**

**Extracurriculars are all clubs and activities that take place outside of school day. Teams include Varsity, Junior Varsity and Modified A if 9th graders play)*

High School Facilities Overview

Only one district in the county provides high school services in a separate facility serving grades 9-12. The other eight provide high school services in facilities which include additional grades, including one K-12 facility. This presents a challenge in quantifying the current total facility space allocated to high school services in the county. For each shared facility, CGR prorated the total gross square footage based on enrollment in grades 9-12. Using this method, as shown in Table 21 below, the districts have over 1.3 million square feet of space allocated for high school education.

[16] CGR notes that the same activity (e.g., band) may be offered in some districts as an extracurricular, while in others it may be an elective class during the day.

Table 21

Current Square Footage Allocated per High School Student, by District					
	Gross Total SF (1,000)	2010 Enrollment in Building	2010 HS Enrollment	% of Building for HS	Gross SF for HS (1,000)
Bloomfield	162	604	349	58%	94
Canandaigua	247	1,310	1,310	100%	247
Geneva	300	1,333	733	55%	165
Honeoye	184	842	334	40%	73
Marcus Whitman	274	811	509	63%	172
Midlakes	300	1,079	653	61%	182
Naples	122	441	310	70%	86
Red Jacket	233	900	285	32%	74
Victor	372	1,839	1,251	68%	255
TOTAL	**2,194**	**9,159**	**5,734**	**63%**	**1,347**

Source: 2010 NYSED Building Surveys, Calculated by CGR

Notes: Reflects 2010 enrollment. If facility serves additional grades, % of Building for HS students apportioned based on 2010 enrollment for grades 9-12. Victor gross Sq. Ft. figure include 7,000 SF for high school capital improvement slated to be completed in 2014. This 7,000 SF is wholly applied to Gross Sq Ft for HS (no percentage applied).

Current Academic Program and Performance

Ontario County districts offer a range of academic opportunities, meaning that students have access to different opportunities in different districts. While the number and variety of courses offered is not necessarily linked to quality of education, it does have implications for districts' abilities to accommodate student interests and challenge students academically. The comparison does reveal a disparity in access between the nine high schools. Moreover, all districts are concerned about their ability to continue to offer whatever level of opportunities they currently provide.

Academic offerings vary across districts

The following tables provide a snapshot of academic offerings in each district. CGR compiled course catalogues and created an inventory of course offerings. This listing excludes BOCES courses which all districts can participate in, but does include college-credit bearing courses offered through providers like Gemini with Finger Lakes Community College, Syracuse University Project Advance, or other arrangements. A full inventory of courses is provided in Appendix A; here we provide counts by subject area and by "advanced" status.

Table 22 provides a count of discrete courses offered in each district. The range from 77 – 132 is not directly related to size of high school enrollment. These data show a disparity of 55 courses across the nine districts. [17]

Table 22

Count of Course Offerings	
District (2011 high school enrollment)	**# of Course Offerings**
Bloomfield (337)	77
Midlakes (614)	79
Red Jacket (265)	81
Naples (306)	84
Honeoye (280)	87
Victor (1261)	90
Geneva (714)	91
Marcus Whitman (476)	100
Canandaigua (1243)	132*

Source: District course books and staff; includes college-credit courses, but excludes BOCES. * Canandaigua approves a larger number of courses than it actually staffs come school year.

The variation in offerings is more pronounced in the areas of English, mathematics, career & technical education (CTE), and art. Table 23 shows the range of offerings by subject area across the nine districts, listing the minimum and maximum number of courses offered. For example, students in one district have almost six times as many English courses to choose from as students in another. Similarly, some students have more than twice as many CTE options offered in their district. The foreign language disparity translates into limited choices about which language to learn, or an inability to take upper level language classes.

[17] CGR notes that it is impossible to control for every variation across districts. For example, Canandaigua approves courses for listing in the course catalogue, but then may not actually offer that course if there is insufficient demand/staff. Districts also vary in what is offered as a course or an extracurricular. Despite our best efforts slight discrepancies remain.

Table 23

Range in Number of Course Offerings by Subject Area	
Subject Area Categories	**Range in # of Offerings**
Art	8 - 21
English	5 - 29
Foreign Languages	7 - 18
Math	5 - 19
Music	4 - 7
Physical Education	2 - 7
Science	8 - 16
Social Studies	7 - 11
Career & Technology	15 - 37

Source: District course books and staff; this count excludes 8 "miscellaneous" courses.

Disparity in Access to Advanced Academic Offerings

Another way to consider the difference in opportunities that districts are able to provide is to look at the rigorous, upper level courses they offer. International Baccalaureate (IB), Advanced Placement (AP) and college-credit bearing courses are all examples of challenging educational experiences increasingly seen as necessary to prepare students for post-secondary success. These courses often have smaller class sizes and specialized staff, making them expensive to provide.

Table 24 shows that while all districts offer access to college preparatory courses, there is clearly a disparity in the amount and variety of opportunity provided. All nine offer AP courses, although four districts offer five or fewer APs while others can offer more than 15 different AP classes. Students in three of the nine districts can choose to pursue the IB program of study. Every one of the nine districts takes advantage of college credit-bearing courses such as Gemini through Finger Lakes Community College or through the SUPA program with Syracuse University, although again the number of offerings ranges. Overall, there are three districts where students have one-quarter to one-third as many advanced options as students in other districts.

Table 24

Advanced Academic Course Offerings (International Baccalaureate, Advanced Placement, College credit-bearing courses)				
	# of IB courses	# of AP courses	# of college credit bearing courses	TOTAL "Advanced" Courses
Bloomfield	16	11	16	**43**
Canandaigua	23	13	26	**62**
Geneva	0	8	12	**20**
Honeoye	0	3	17	**20**
Red Jacket	0	6	16	**22**
Marcus Whitman	0	4	10	**14**
Midlakes	0	5	10	**15**
Naples	0	5	10	**15**
Victor	15	17	10	**42**
Range in # of Offerings	**23**	**14**	**15**	**48**

Source: District course catelogues and staff. Some district counts may include courses approved but not actually offered.

District Performance Measures

Students in Ontario County have access to a quality education, despite the varied access to academic opportunities across the districts. There is a host of data to choose from to depict a district's high school performance. Much of this information is readily available from the New York State Education Department School Report Cards and therefore not shared here.[18] We do present the graduation rates and academic achievement on Regents exams. It should be acknowledged that these measures do not tell the whole story of a district's performance, nor of the high school experience.

Graduation Rates

The four-year graduation rate in 2010 for Ontario County as a whole surpasses the rate of NYS (excluding NYC). District rates range from 69% in Geneva to 95% in Bloomfield. Districts report slight increases for the 2011 rates.

[18] School report cards can be accessed on the NYSED website at the following link: http://www.p12.nysed.gov/irs/reportcard/

Table 25

2006 Cohort Graduation Rate as of 2010 (After 4 Years)			
	2006 Cohort	Graduated with Regents or Local Diploma	
	#	#	%
Bloomfield	92	87	**95**
Canandaigua	365	321	**88**
Geneva	174	120	**69**
Honeoye	107	92	**86**
Marcus Whitman	141	121	**86**
Midlakes	177	139	**79**
Naples	78	72	**92**
Red Jacket	80	69	**86**
Victor	292	267	**91**
Ontario County	**1,506**	**1,288**	**86**
Wayne-FL BOCES	3,520	2,914	**83**
NYS-NYC	144,352	119,498	**83**

Source: NYSED for school district data. Wayne-FL BOCES and NYS-NYC dervied by CGR.

Notes: Figures through August 2010. Wayne-FL Boces includes school districts within Ontario, Wayne, Seneca and Yates counties. New York State figure excluded New York City.

Academic Achievement

The following table presents each district's percent of students passing the five most common Regents exams in 2010. This snapshot of achievement reinforces that all Ontario County districts provide a solid educational program.

Table 26

Student Performance on Regents Exams in 2010 - Percent Scoring 65 or Higher					
School District	English	Math	Global History	U.S. History and Gov't	Earth Science
Bloomfield	90%	90%	89%	93%	78%
Canandaigua	91%	98%	84%	96%	92%
Geneva	93%	85%	77%	88%	78%
Honeoye	85%	94%	89%	96%	80%
Marcus Whitman	98%	87%	78%	96%	n/a
Midlakes	89%	73%	78%	89%	78%
Naples	94%	80%	89%	92%	77%
Red Jacket	89%	95%	86%	93%	86%
Victor	94%	97%	94%	95%	96%
Ontario County	92%	91%	85%	93%	87%
Wayne-FL BOCES	91%	87%	81%	91%	81%
NYS-NYC	89%	80%	77%	90%	81%

Source: District and County data from NYSED; Wayne-FL BOCES and NYS-NYC derived by CGR; Canandaigua updated figures provided by the district.

Notes: Marcus Whitman did not offer Earth Science regents in 2010. Math is integrated algebra.

Post-Graduation Plans

Table 27 shows the post-graduation plans of high school graduates. Eighty-four percent of Ontario County graduates plan to attend a 2-year or 4-year college in the year after graduation, while another 9% plan to join the work force. An additional 3% plan to join the military. The percent of students planning to attend college varies across the different school districts, ranging from 73% to 91%.

Table 27

Post-Graduation Plans of High School Graduates in 2010						
School District	4 Year College	2 Year College	Post Secondary	Military	Employment	Other
Bloomfield	30%	49%	0%	3%	15%	3%
Canandaigua	44%	47%	0%	2%	5%	1%
Geneva	37%	44%	1%	3%	5%	0%
Honeoye	33%	56%	0%	1%	4%	2%
Marcus Whitman	22%	55%	2%	8%	14%	0%
Midlakes	34%	48%	0%	5%	11%	1%
Naples	39%	47%	4%	3%	5%	3%
Red Jacket	29%	44%	5%	3%	18%	0%
Victor	59%	27%	2%	1%	9%	1%
Ontario County	**40%**	**44%**	**1%**	**3%**	**9%**	**1%**
Wayne-FL BOCES	35%	45%	1%	4%	11%	1%
NYS-NYC	48%	36%	1%	2%	7%	1%

Source: District and County data from NYSED; Wayne-FL BOCES and NYS-NYC derived by CGR.
Notes: 4 year college, 2 year college and post secondary rate are for the combination of in-state and out-of-state

Bell Schedules

Bell schedules are the key organization mechanism within the districts. They set the tone of the instructional day and there are a variety of ways to structure them. For example, some high schools have longer periods (block scheduling), with rotating days, others have more, but shorter periods each day. Schools have different start and dismissal times. Some of these differences are based on transportation or contractual considerations; others are more instructional in nature.

Most high schools in the United States operate generally on "traditional" school time, running from about 7:00 or 8:00 in the morning until mid-afternoon, although some places are experimenting with later starts to better suit adolescents. Currently, Ontario County districts provide high school roughly between 7:30/8:00am and 2:30/3:00pm.

Within this range there are fairly substantial variations in the bell schedules between each district. Classes range from 45 to 90 minutes, and period lengths are not necessarily consistent throughout the day, even within districts. Clearly, the summary table on the following page demonstrates that the bell schedules will pose a logistical challenge when exploring joint course offerings across districts. That said, in many cases periods are only "off" by about 10 minutes, which could be accommodated if the will is there. There are also clusters of schools where the schedules are more similar.

Ontario County School District Bell Schedules

(Note that passing periods have not been included. For simplicity sake, the chart assumes that the ending time for one period is the beginning of the next)

Time	Canandaigua	Bloomfield	Geneva	Honeoye	Marcus Whitman	Midlakes	Naples	Red Jacket	Victor
7:00									
7:30	Period 1 7:35-8:17	Period 1 7:35-8:20							
8:00	Period 2 8:17-9:02	Period 2 8:20-9:09	Period 1 8:00-8:55	Period 1 7:52-8:32	Period 1 7:50-8:33	Period 1 7:38-8:24	Period 1 8:00-8:44	Period 1 7:48-8:33	Period 1 7:45-9:10
8:30	Period 3 9:02-9:47	Period 3 9:09-9:58	Period 2 8:55-9:55	Period 2 8:32-9:15	Period 2 8:33-9:16	Period 2 8:24-9:09	Period 2 8:44-9:29	Period 2 8:33-9:19	
9:00	Period 4 & Lunch 9:47-10:39	Period 4 9:58-10:47	Period 3 9:55-10:55	Period 3 9:15-9:58	Period 3 9:16-9:59	Period 3 9:09-9:54	Period 3 9:29-10:14	Period 3 9:19-10:05	Period 2 9:10-10:40
9:30				Period 4 9:58-10:41	Period 4 9:59-10:42	Period 4 9:54-10:39	Period 4 10:14-10:59	Period 4 10:05-10:51	
10:00									
10:30	Period 5 10:39-11:24	Period 5 & Lunch 10:47-11:17	Period 4 & Lunch 10:25-12:25	Period 5 & Lunch 10:41-11:57	Period 5 10:42-11:25	Period 5 & Lunch 10:39-11:24	Period 5 & Lunch 10:59-12:14	Period 5 & 6 and Lunch 10:5-12:58	Period 3 & Lunch 10:40-12:45
11:00		Period 6 & Lunch 11:17-11:36							
11:30	Period 6 11:24-12:09	Period 7 & Lunch 11:36-12:06			Period 6 11:25:12:09	Period 6 11:24:12:09			
12:00	Period 7 12:09-12:54	Period 8 & Lunch 12:06-12:25		Period 6 11:57-12:40	Period 7 12:09-12:53	Period 7 12:09-12:41	Period 6 12:14-12:59		
12:30		Period 9 & Lunch 12:25-12:55	Period 5 12:30-1:25	Period 7 12:40-1:23					
1:00	Period 8 12:54-1:39	Period 10 12:55-1:43			Period 8 12:53-1:36	Period 8 12:41-1:26	Period 7 12:59-1:44	Period 7 12:58-1:44	Period 4 12:45-2:15
1:30	Period 9 1:39-2:24	Period 11 1:43-2:31	Period 6 1:30-2:25	Period 8 1:23-2:06	Period 9 1:36-2:19	Period 9 1:26-2:15	Period 8 1:44-2:29	Period 8 1:44-2:30	
2:00									
2:30							Period 9 2:29-3:25		
3:00									
3:30									

IV. Summary of Public Input

To inform the study process and findings, several opportunities were provided to elicit community input: interviews with district staff; dialogues with each board of education and with regional teacher union leaders; public forums; comment and email functions on the study website; and a student survey.

It was evident that all parties are understandingly quite passionate about their schools. Equally clear is that many recognize impending changes and are willing to participate in what can be uncomfortable discussions in order to make the best decisions possible going forward. This section provides an overview of the key themes which emerged through these discussions.

District Views

CGR conducted onsite visits and interviews with district administration staff; their key thoughts about exploring regional options are summarized here. Districts:

- Reported feeling pressure to reduce costs while simultaneously preserving what they currently provide; all are concerned about the specific program cuts they have made or will make and the long-term impacts;
- Viewed this as an equity issue, seeing real disparity in access to opportunity for students based on which district they attend. This will get worse as enrollments shrink;
- Were very open to having the regional conversation, but also limited by very real constraints of current structures such as labor contracts and athletic regulations;
- Were critical of the County being the unit of analysis for this study, as they have natural partners that are not within county boundaries, and serve students that are outside of county lines;
- Expressed an interest in developing regional opportunities for non-college bound kids, such as experiential learning and internship placement;
- Would like the flexibility to dramatically alter some aspects of high school to better address adolescent learners—scheduling school between noon and 8:00pm, utilizing more distance learning, developing different pathways with the community college, and embracing international models were all mentioned;
- Showed a range in ability to conceptualize a regional model or collaborations. Some staff immediately identified benefits from

expanded opportunities for students to staff collaboration and communication, while others identified barriers such as staff morale and student disruption. All have more questions about the details;

- Have explored/are exploring shared services and positions or district reorganizations, many of which are stymied or didn't realize substantial enough savings to proceed;
- Articulated a growing need for an alternative high school model that is more comprehensive, yet less costly, than the one currently provided by BOCES;
- Worried about their ability to sustain viable athletic, music and art programs;
- Have to weigh the community's tolerance for uncertainty and disruption of local culture;
- Were concerned with the lack of diversity in their districts and were interested in opportunities to reduce cultural barriers and stereotypes.

Input from Public Forums

Public dialogue happened in four main ways: 1) the initial nine board of education presentations; 2) a Regional NYSUT[19] meeting; 3) website comments; and 4) two public forums in January 2012. Over 200 people attended the public forums where preliminary regional high school models were presented. Subsequently, many submitted comments through the study website and letters to the editor of local papers. Key themes from the public dialogue include:

- Growing recognition that current education offerings are not sustainable given fiscal climate;
- Some awareness of high-functioning countywide systems in other states;
- Concern that larger schools could decrease student opportunities to participate in sports because of increased competition;
- Concern for the impact of longer travel time, not only for students on buses, but the impact on families for routine doctor appointments and for after-school transportation for clubs, sports, and events;
- Question as to whether longer travel time will increase costs and safety risks for students who drive to school;
- Strong desire for school boards to provide future opportunities for community input on next steps;

[19] New York State United Teachers

- Opinions ranging from aggressive pursuit of regional models including consolidations to steadfast desire to preserve high schools as they are;
- Strong desire to keep cohorts of students together K-12;
- Concern about student experience of beginning at a whole new school with new peers from different districts;
- Raising potential challenge of students coming to a regional school with differing degrees of academic preparedness based on feeder district;
- Concern that savings estimates should not focus only on reductions of instructional staff, but include reductions of administrative staff as well;
- Concern about the impact vacant school buildings would have on community character and property values;
- Desire for districtwide collaborations such as combining business offices, food service and transportation functions to start the process;
- An expressed desire for more information on the expected results—i.e., what academic outcomes are associated with larger schools and regional or county models?;
- Belief that small class sizes and small school communities are better for students;
- Desire to have options for collaborating with sub-sets or clusters of districts if all nine do not participate;
- Question as to why the study was limited to Ontario County, as many districts cross county lines;
- Questions about the implementation unknowns: staffing, contracts, share of debt, governance, sports leagues, etc.

Input from Students: Survey Summary

A voluntary online survey was provided to all Ontario County students in grades 9-12 for three weeks following the public forums held in early January.[20] The 51% response rate is impressive, and represents an even

[20] CGR surveyed students to help test and inform the regional high school concept. Optimally, a similar parent survey would have been administered, but limited resources did not allow for this option. Parent perspectives were sought through the public forums and the online comment form at the study website. If the districts decide to further explore any of the options outlined in this report, additional opportunities for community input would be provided.

breakdown by grade although not by district. [21] The entire results are found in Appendix B, with highlights below.

Areas of Student Interest

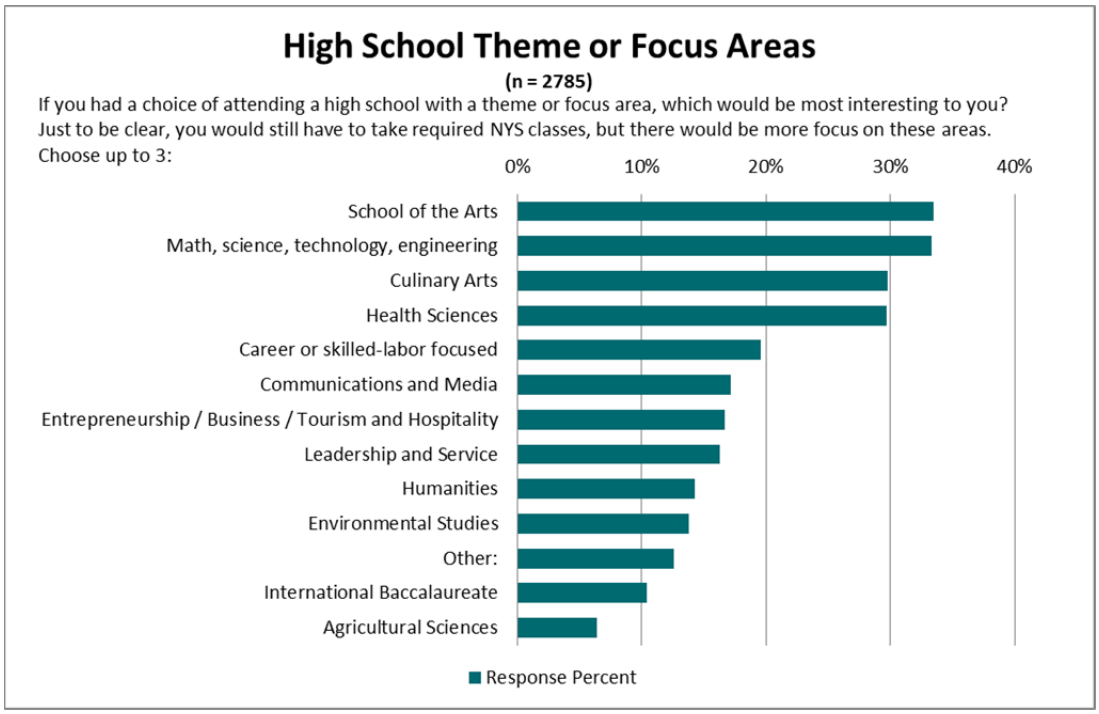
The survey began with open-ended questions asking students to share any classes, activities or other opportunities that their school doesn't currently offer, but they wish it did.

- The most highly requested classes were foreign languages, mentioned in almost one-quarter of responses; the next most requested areas were specialized science offerings in areas such as environmental, forensic and medical fields, and also career-related opportunities such as engineering, business, architecture, and culinary arts.
- Regarding activities, students overwhelmingly asked for a wider variety of sports.
- Other frequently requested opportunities include internships and work experiences, college supports, volunteerism and foreign exchange options.

Students were asked to select up to three potential themes for a magnet school they would be interested in attending. The top vote getters were: School of the Arts; Science, technology, engineering and math (STEM); Culinary Arts; and Health Sciences. The full results to this question appear in Figure 9.

[21] The proportion of total survey responses completed by each district varied substantially ranging from 0% to 36%. Each district response rate (percent of its high school students) varied from 1% to 79%. Details found in Appendix.

Figure 9

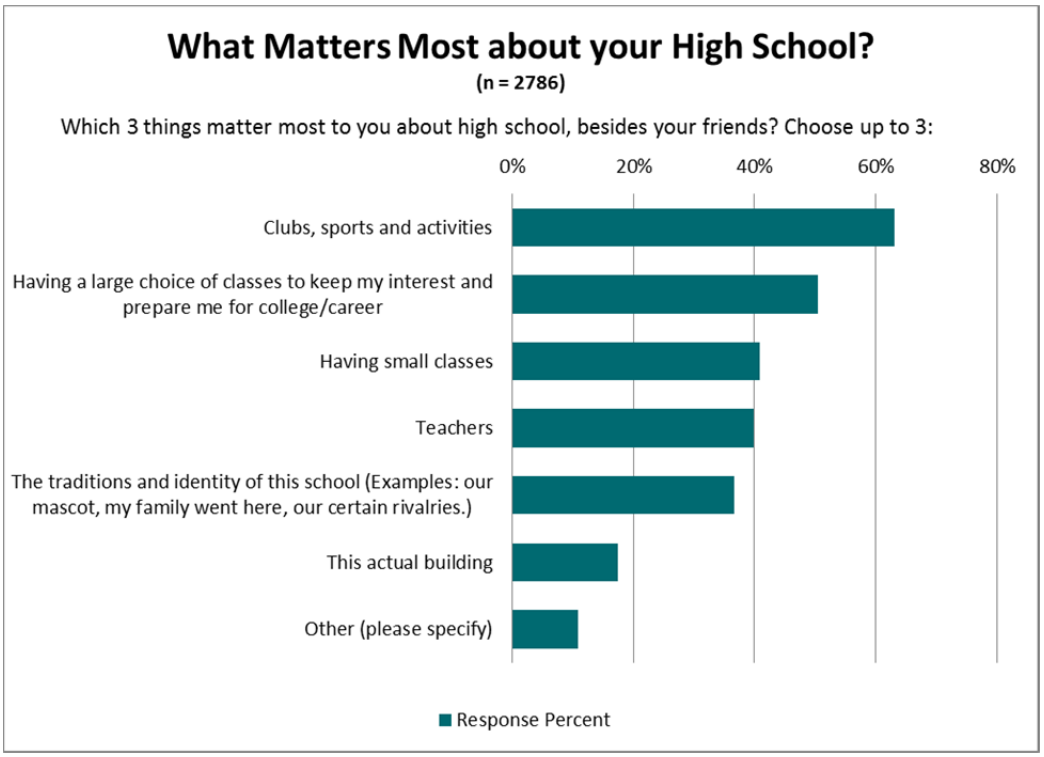


Note: Most of the 352 "other" responses with serious answers, echoed the choices above, particularly the top two. Career options, animal/veterinary sciences and criminal justice were also frequent responses.

Students Value Options

The survey asked students what matters the most about high school, besides their friends. In the context of the regional high school, students rated preserving or expanding instructional and extracurricular options as more important than the traditions/identity of their current school.

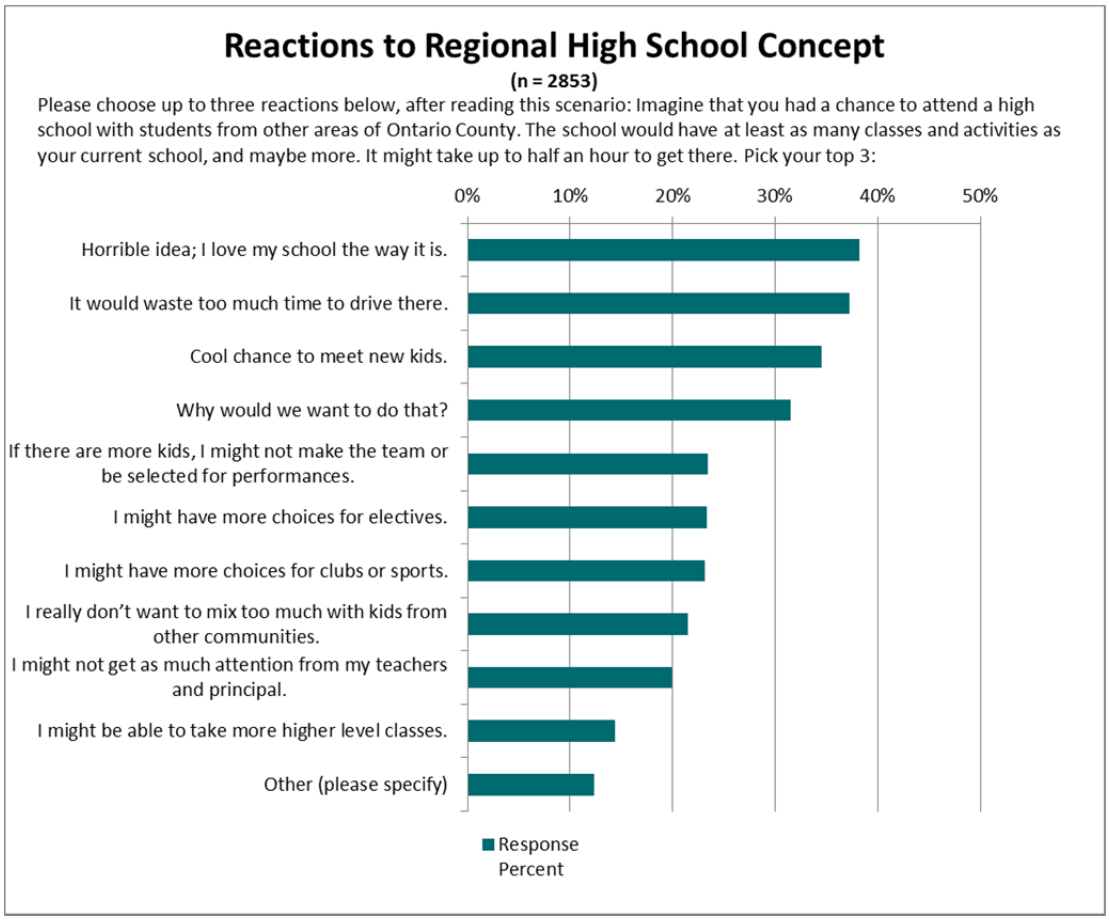
Figure 10



Students React to Regional High School Concept

Students were given the scenario, "Imagine that you had a chance to attend a high school with students from other areas of Ontario County. The school would have at least as many classes and activities as your current school, and maybe more. It might take up to half an hour to get there." and asked to choose their top three reactions. Figure 11 shows their responses:

Figure 11



Note: The "other" responses were generally not instructive and are therefore not reported here.

While the top two most frequently chosen responses were negative, overall students seem open to the potential for benefits and disadvantages.

Among respondents, 56% had heard of the idea, while 44% had not. It is interesting to note that students who said they had heard of the regional high school idea were slightly more negative than those who hadn't heard. Among students who had heard, the top answer (44%) was "horrible idea" while among those who hadn't heard, the top answer (40%) was "cool chance to meet new kids."

V. Examples of Current Regional and Central High School Models

In NYS, schools have historically been organized around local control. This results in 697 school districts, some coterminous with municipal boundaries but many crisscrossing town, village, and county lines. While local control is the norm in New York State, many other states have different systems for organizing and governing their schools. A detailed comparison of all such models is beyond the scope of this study, but an overview with a few illustrations is provided here.

Countywide School Districts

A survey of National Center for Educational Statistics (NCES) data shows that roughly 30% of counties in the United States are served by a single school district. Maryland, Virginia and many southern states operate this way. Maryland is notable in that its high schools are considered to offer some of the highest quality public education in the country. Statewide, there are 24 counties and therefore 24 school districts. Some of these districts operate as many as 25 high schools. In this model, governance is provided to the entire school system through one board of education and a superintendent. Each system varies in the number and function of assistant/deputy superintendents. This study did not explore all the variables that contribute to these states ability to operate such systems, but the key takeaway is that in other parts of the country, countywide school districts are the norm and do not compromise educational quality.

Regional Schools

Regardless of the district-county relationship, varieties of regional high schools clearly exist. Some states, such as Massachusetts, work within a framework of local municipalities running individual K-12 districts, but offer the option of regionalism. Since the 1940s Massachusetts has allowed districts to regionalize their high schools, meaning that local districts continue to provide elementary (and sometimes middle school) education and partner with other districts to operate a regional high school. A small number of districts (19 of 299) participate in the regional high school models.[22]

[22] Regional Planning Study Results, Massachusetts Department of Education, August 2010.

Also consider these regional approaches:

- Magnet schools like the Governor's Schools in Virginia that serve accepted students across multiple school districts;
- Vocational or technical schools that draw students from multiple schools and districts, operated in NYS through BOCES;
- Regional High School Districts, which operate multiple high schools that in turn serve multiple elementary school districts. Regional districts can provide comprehensive high schools or more specialized magnet programming. New Jersey offers an example of this structure.

Regional Schools in New York

In New York State, we currently have experience with two of these regional high school approaches, although recent activity suggests that more options may be forthcoming.

The predominant regional model in New York State is the BOCES-operated career and technical programs to which component districts tuition students. As of October 2011, 401 Ontario County students attend the regional high school at Finger Lakes Technical and Career Center. Others participate in the alternative school and the New Vision Medical program. Statewide, BOCES operate a variety of regional programs and structures that can loosely be considered regional models.

There are three Central High School Districts in New York State, all in Nassau County. These districts are separate regional bodies that provide high school (often at multiple campuses) to multiple feeder districts[23]. They are governed by a board comprised of appointed members of the component K-6/8 districts and a Superintendent. They have no taxing authority of their own. They do often partner with the component elementary districts to share services.

Emerging Call for Regional High School Legislation

Under current state law, NYS school districts do not have the ability to create or participate in regional high schools. (There is at least one district that "tuitions" all of its high school students out to other districts.)

Without guidance from the state, questions about what body would govern and award diplomas, how regional schools would be financed, and how

[23] The legislation that permitted the creation of central high school districts is no longer in effect.

communities would decide and potentially transition are all unknown. Over the last few years as districts undergo more fiscal stress, there have been exploratory actions raising this issue and calling for state legislation to develop regional high school models:

- State Senator Catherine Young's bill (S5255C – passed; A8224 – pending) would allow districts in her Western NY Senate district to develop and opt into a regional high school. The Erie2 BOCES is leading a task force working to flesh out models in that area;
- The Board of Regents included statewide regional high school legislation in their 2012 legislative priorities;
- The Wayne County Regional High School Feasibility Study conducted in July 2010 through a NYS Department of State Local Government Efficiency Grant;
- The St. Lawrence-Lewis BOCES extensive study on the feasibility of a wide array of regional and reorganization approaches.

Each of these studies and actions are adding to the understanding of what regional approaches could offer and how they could be implemented. Some states like Maine have mandated such changes; it remains to be seen whether New York will follow a similar track.

VI. Regional High School Models for Ontario County

This chapter provides a high-level description of what regional high school models could look like, what enhanced opportunities may be provided, and at what costs. Most importantly, this chapter outlines a way of thinking about key variables when developing additional regional options going forward.

Based on input from the districts and local communities, CGR developed three regional models which vary by primary objective. Model 1 focuses on increasing opportunities by regrouping students into schools with a minimum threshold of 800 student enrollments to provide sufficient critical mass for offerings. Model 2 focuses on limiting travel time for the majority of students in the county, while striving to reach the critical mass of enrollment for most. Model 3 focuses on maintaining student cohorts from the home districts as they transition to a regional high school, while regrouping students into higher enrolled schools to support a wider range of offerings.

The best case scenario is to design a regional model which provides a more comprehensive high school experience for a majority of students in the county AND reduces costs.

Each model is outlined in further detail below, including a review of the tradeoffs for each.

Regional Model Assumptions

In order to develop regional high school models, it is necessary to start from a set of baseline assumptions. Some of these assumptions were set by the grant, while others were agreed upon through discussions with the districts as the study progressed. The following baseline assumptions were used in developing the regional models for this report:

- Ontario County districts want to continue to deliver the service of high school education and will not contract to other out-of-county districts;
- Models will be based on the projected 2015 high school student population of 5,200, which is a reasonable time for implementation and does not rely on projections too far out in the future;
- Transportation time on a bus is limited to a target of 30 minutes. This parameter may be changed, but was selected as a starting point to reflect best practices.

- The "region" is defined as within the borders of Ontario County. This geographic limitation restricts options, but is a function of the grant parameters.
- The model is intended to identify cost-savings.
- Students need to physically be in a building for core instruction. The models presented in this report assume that the high school experience is facility-based. CGR's review of the current state of delivering high school education is that the virtual delivery model, at its extreme, is so far from current reality in NYS that it is not reasonable to pursue that model for the Ontario County schools at this time. We will include online learning as a regional option, but for this study we have focused on the *physical model* of a regional high school system.
- The models will use existing facilities. Given the fiscal climate, the most prudent options explored adding on to existing facilities when necessary to minimize construction costs.

Competing Objectives

Districts have a series of objectives when considering regional models. The top four objectives raised by the districts and their communities were:

1. Maintain current educational and extracurricular opportunities for students;
2. Increase access to educational and extracurricular opportunities for students;
3. Limit transportation time;
4. Reduce costs.

No single regional model can achieve all four objectives simultaneously. In practice, each model requires a series of tradeoffs. For example, it may not be possible to increase opportunities and reduce costs or increase access while limiting transportation time. Objectives must be prioritized, and the prioritization may change depending on the possible benefits. The tipping point can vary as a community may tolerate longer travel times if their students have increased access to a range of opportunities not possible before.

Based on community input, CGR developed regional models based on these considerations. Each model requires tradeoffs as a result of these and other competing objectives which are discussed below.

Model 1 Target: Increased Opportunities by Increasing Enrollment for More Schools

The number one objective raised during the study process was preserving, if not increasing, opportunities for students. Model 1 was developed with this as the key parameter. Preserving and increasing opportunities can be achieved in a number of ways: a) students could be regrouped differently to achieve a greater critical mass to support offerings; b) students could be moved around to where new opportunities exist; c) instructors could move around to students to provide new opportunities; d) distance learning or virtual classrooms could be implemented to link students to new opportunities; or e) some combination of the above. Each of these options has implications and tradeoffs with the remaining objectives of reducing costs and limiting transportation time.

While not definitive, research has established a generally accepted principle that a threshold range of 800-1,000 students in a single facility permits provision of a comprehensive range of academic, athletic, and extracurricular offerings. By this measure, only two districts in Ontario County meet this threshold—Canandaigua and Victor. However, it should be noted that several Ontario County districts with lower enrollments have, at least in the past, been able to provide a range of offerings considered quite adequate by school leaders, parents and students.

Model 1 assumes that a minimum school enrollment of 800 students will increase the likelihood of preserving vulnerable courses and allow for a greater variety and range of offerings.

The concentration of population in the northwest and central portion of the county limits the ability to create five separate and equally enrolled 1,000 student high school facilities. Considering the projected enrollment for each district in 2015, CGR regrouped high school students to achieve the target critical mass of a minimum of 800 students per regional high school facility. The following table presents the target enrollment for the five resulting regional high school campuses with the host site location listed in parentheses.

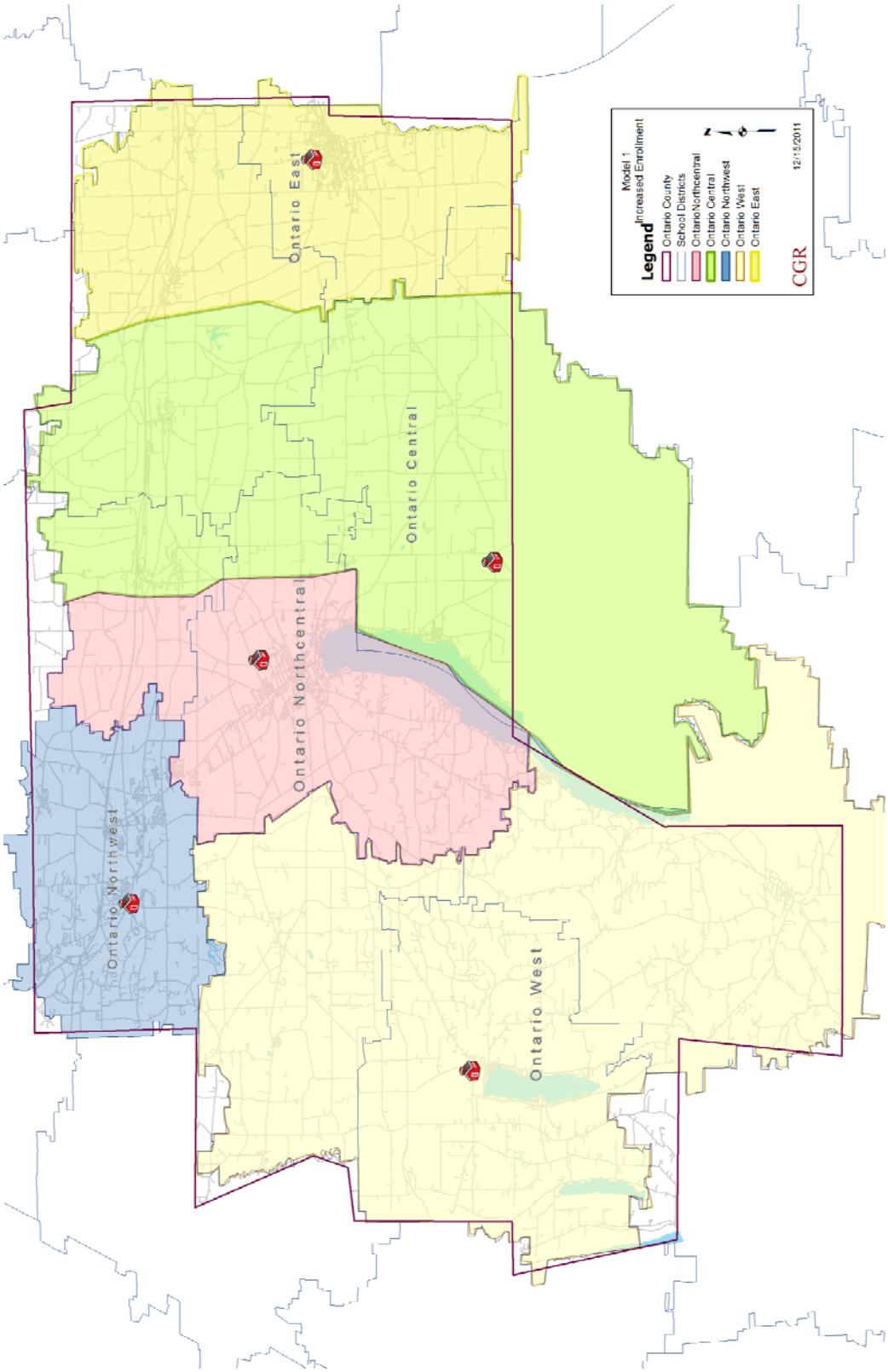
Table 28

Regional HS Model 1: Targeting Increased Enrollment			
Regional HS	**Student Population**	**Students**	**Regional HS Enrollment**
Ontario West (Honeoye)	100% Bloomfield	306	767
	100% Honeoye	231	
	100% Naples	230	
Ontario East (Geneva)	100% Geneva	623	819
	35% Midlakes	195	
Ontario Central (Marcus Whitman)	100% Marcus Whitman	393	941
	65% Midlakes	363	
	70% Red Jacket	186	
Ontario North Central (Canandaigua)	100% Canandaigua	1,201	1,280
	30% Red Jacket	80	
Ontario NW (Victor)	100% Victor	1,321	1,321
TOTAL			**5,128**

Note: Enrollment reflects 2015 projections.

Under this model, all high schools would be just under or well within the target enrollment range for comprehensive offerings. The map on the following page shows the new "service areas" for each of the regional high school facilities as the shaded portion around the five facilities. Current district boundaries are also shown for reference.

Figure 12

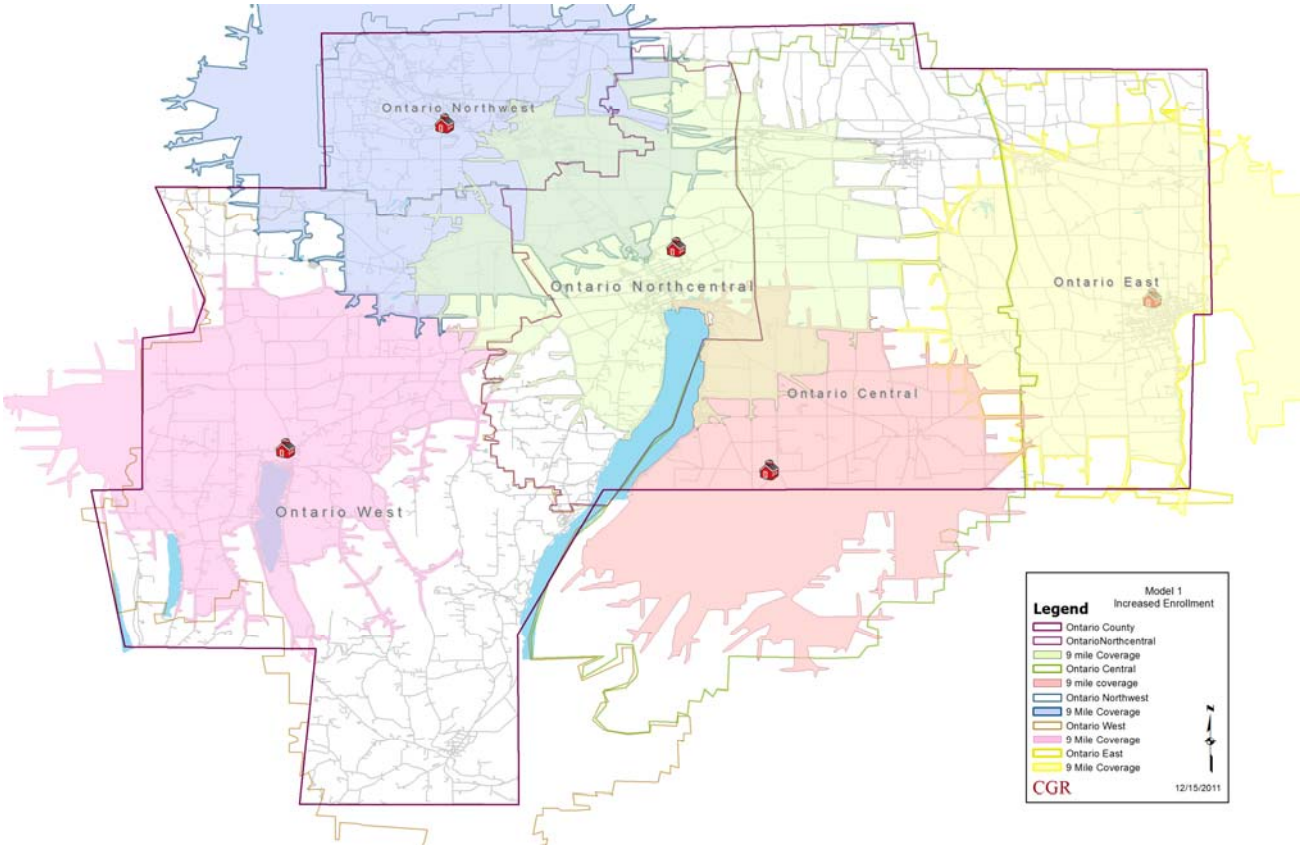

Model 1
Increased Enrollment
Legend
Ontario County
School Districts
OntarioNorthcentral
Ontario Central
Ontario Northwest
Ontario West
Ontario East
12/15/2011
CGR
Ontario East
Ontario Central
Ontario Northcentral
Ontario Northwest
Ontario West

Tradeoffs Involved in Model 1

While Model 1 provides a foundation of five regional high school facilities with enrollment sufficient to preserve or increase offerings, it is not without limitations:

- To reach the target enrollment, students from Midlakes and Red Jacket would be split up for high school. Students who have been together for grades K-8 will end up at different locations for their high school education. For some this will be a concern, for others this may be an opportunity to meet new students and experience new opportunities.
- Travel time is greater than the 30 minute target range for 43% of the County. This increases to 50% when the land area outside of the county currently served by the Ontario County districts is included. For some students, especially in the North Central and Southern parts of the County, travel times may be well over one hour. Longer travel times are a burden on students, and also present logistical challenges for families who travel to the schools for routine appointments and/or after-school activities. The color "splashes" on the following map show the portion within the 30 minute travel time target, while the blank areas are beyond the 30 minute target.

Figure 13



Model 2 Target: Travel Time Maximum of 30 Minutes

Model 2 attempts to reduce travel time to within 30 minutes for more students by regrouping students from nine current locations to six host sites.

Using information provided by district transportation staff and adjusting down to an average for all nine districts, CGR assumed an average bus speed of 18 miles per hour for routes (does not include deadhead time, where buses can go faster). This results in students being no more than 9 miles from their high school location in order to keep their bus travel time to 30 minutes or less. Currently, many students in the nine districts have travel times over this 30 minute target – making the 30 minutes a reasonable, if not improved, target.

Using geographic modeling tools, CGR created 9 mile boundaries, or time-distance polygons, around each existing high school site. The boundaries are based upon the actual existing road networks. This identified which of the existing nine facilities would be able to provide the most coverage within the 30 minute target. The resulting map shown on page 53 (Figure 14), presents the service areas for the proposed six regional high school facilities for Model 2.

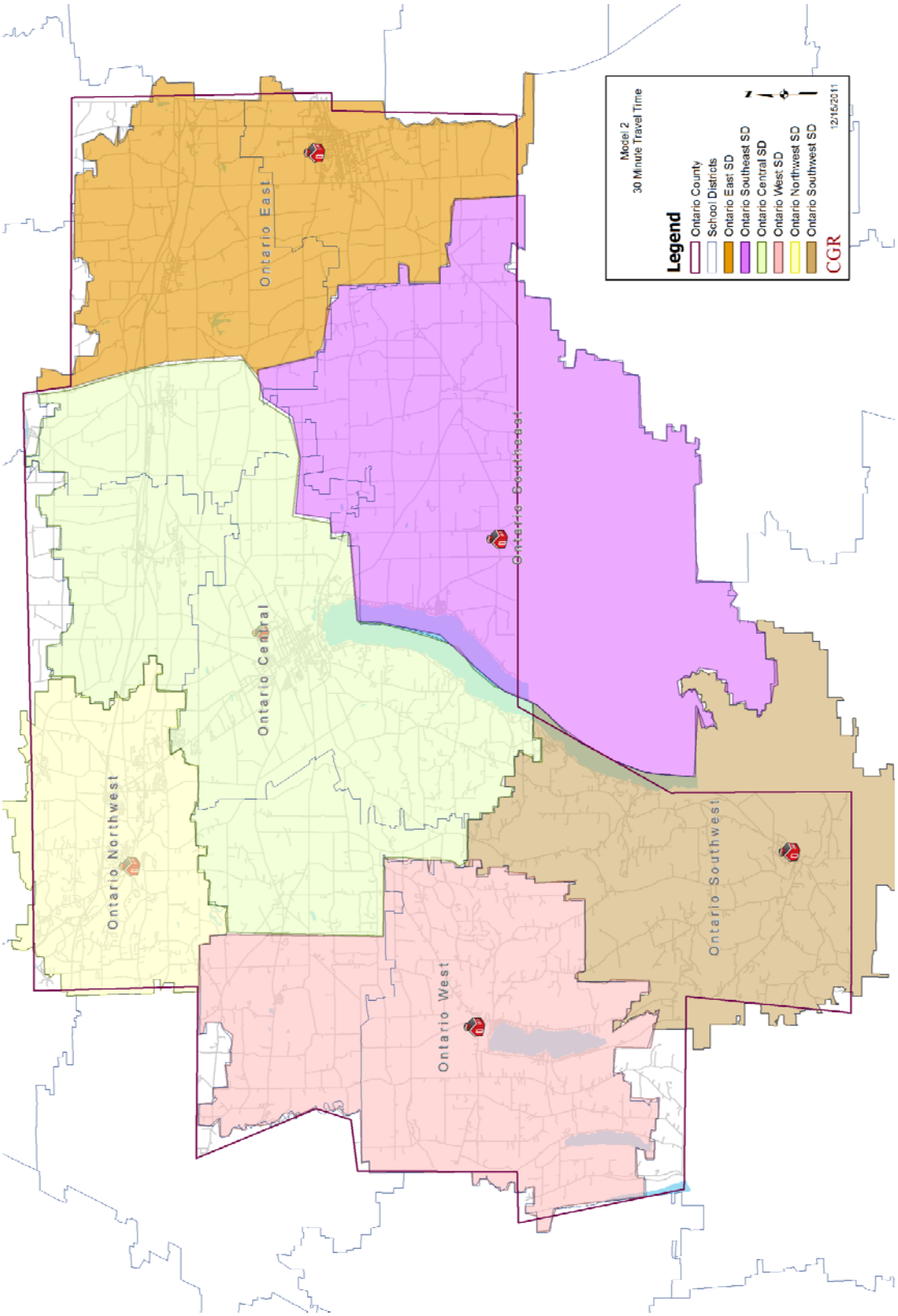
By starting with the time-distance parameter, the projected 5,200 high school students in 2015 are grouped into the proposed six regional high school campuses as listed in the table below with the host site location listed in parentheses.

Table 29

Regional HS Model 2: Targeting 30 Min Travel Time			
Regional HS	**Student Population**	**Students**	**Regional HS Enrollment**
Ontario Southwest (Naples)	100% Naples	230	230
Ontario West (Honeoye)	40% Bloomfield	123	353
	100% Honeoye	231	
Ontario East (Geneva)	100% Geneva	623	1,042
	75% Midlakes	418	
Ontario Southeast (Marcus Whitman)	100% Marcus Whitman	393	393
Ontario Central (Canandaigua)	100% Canandaigua	1,201	1,789
	60% Bloomfield	184	
	100% Red Jacket	265	
	25% Midlakes	139	
Ontario NW (Victor)	100% Victor	1,321	1,321
TOTAL			**5,128**

Note: Enrollment reflected 2015 projections.

Figure 14

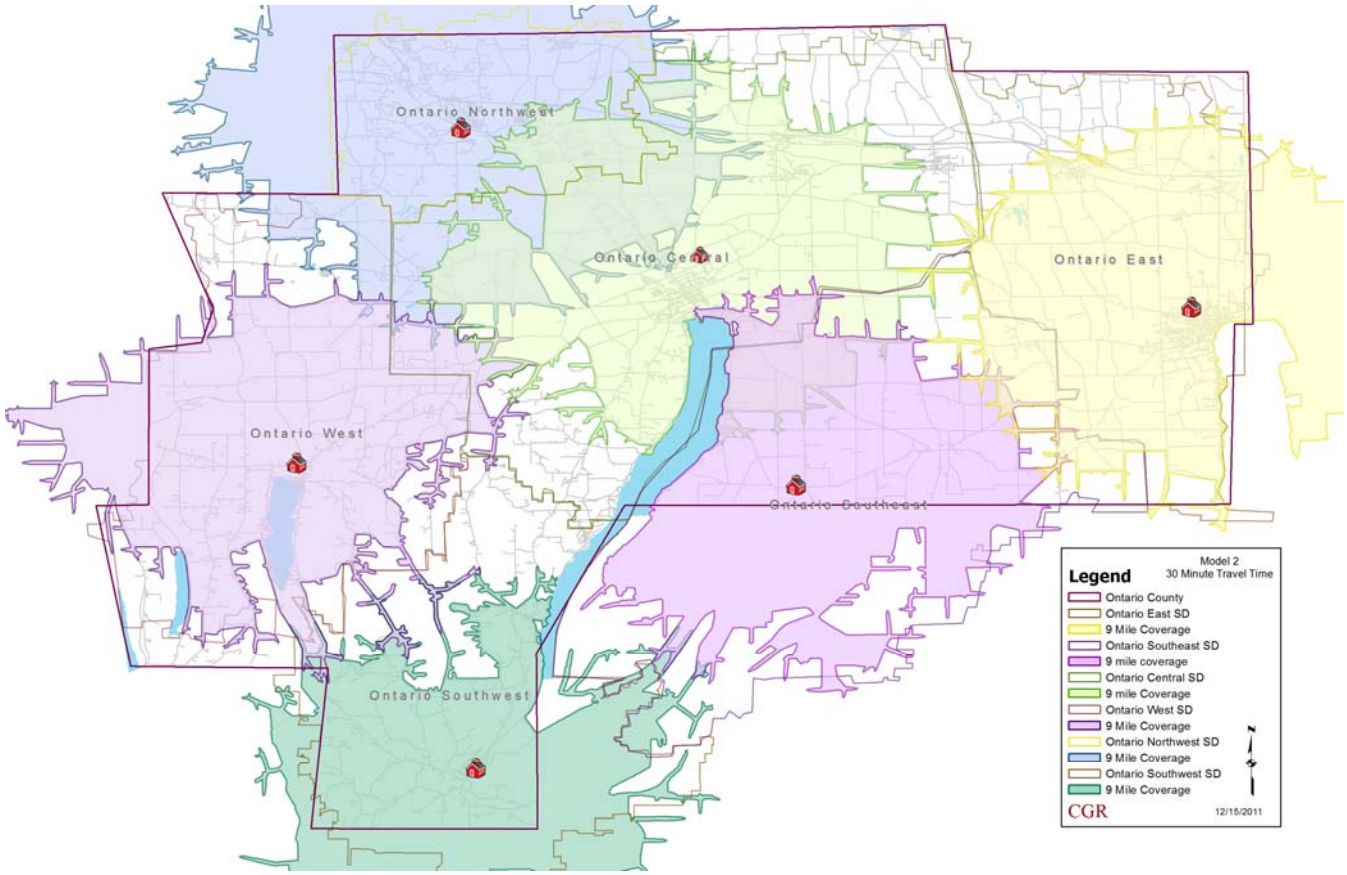

Model 2
30 Minute Travel Time
12/15/2011
Legend
Ontario County
School Districts
Ontario East SD
Ontario Southeast SD
Ontario Central SD
Ontario West SD
Ontario Northwest SD
Ontario Southwest SD
CGR
Ontario East
Ontario Southeast
Ontario Central
Ontario Northwest
Ontario West
Ontario Southwest

Tradeoffs Involved in Model 2

Model 2 reduces travel time for many students but does not achieve the target size threshold for every school.

- Three of the six schools fall below the 800 student threshold. Two of these schools—Naples and Marcus Whitman—are unchanged and significantly below. Although students from Honeoye and a portion of Bloomfield will be in a larger school than they are now, the resulting school is still well below the threshold.
- To reach the target enrollment for more schools, the student body of two districts, Bloomfield and Midlakes, would be split up to attend separate high school facilities.
- Despite the added facility, travel time is still greater than the 30 minute target range for a third of the students served by the County. The color "splashes" on the following map show the portion within the 30 minute travel time target, while the blank areas are beyond the 30 minute target. This is only a modest improvement from the five facility configuration of Model 1 where 43% of the County was beyond the 30 minute target.

Figure 15



Model 3 Target: Maintain Home District Cohorts

Model 3 is designed to maintain the integrity of student cohorts. Model 3 reduces the number of high school facilities from nine to five by clustering whole districts. This keeps students together as they move into a regional high school facility. This model also strives for the critical mass threshold of 800 minimum enrollments needed for increased offerings.

Using this method, 100% of high school students in Ontario County would be just under or well within the target enrollment range for comprehensive offerings.

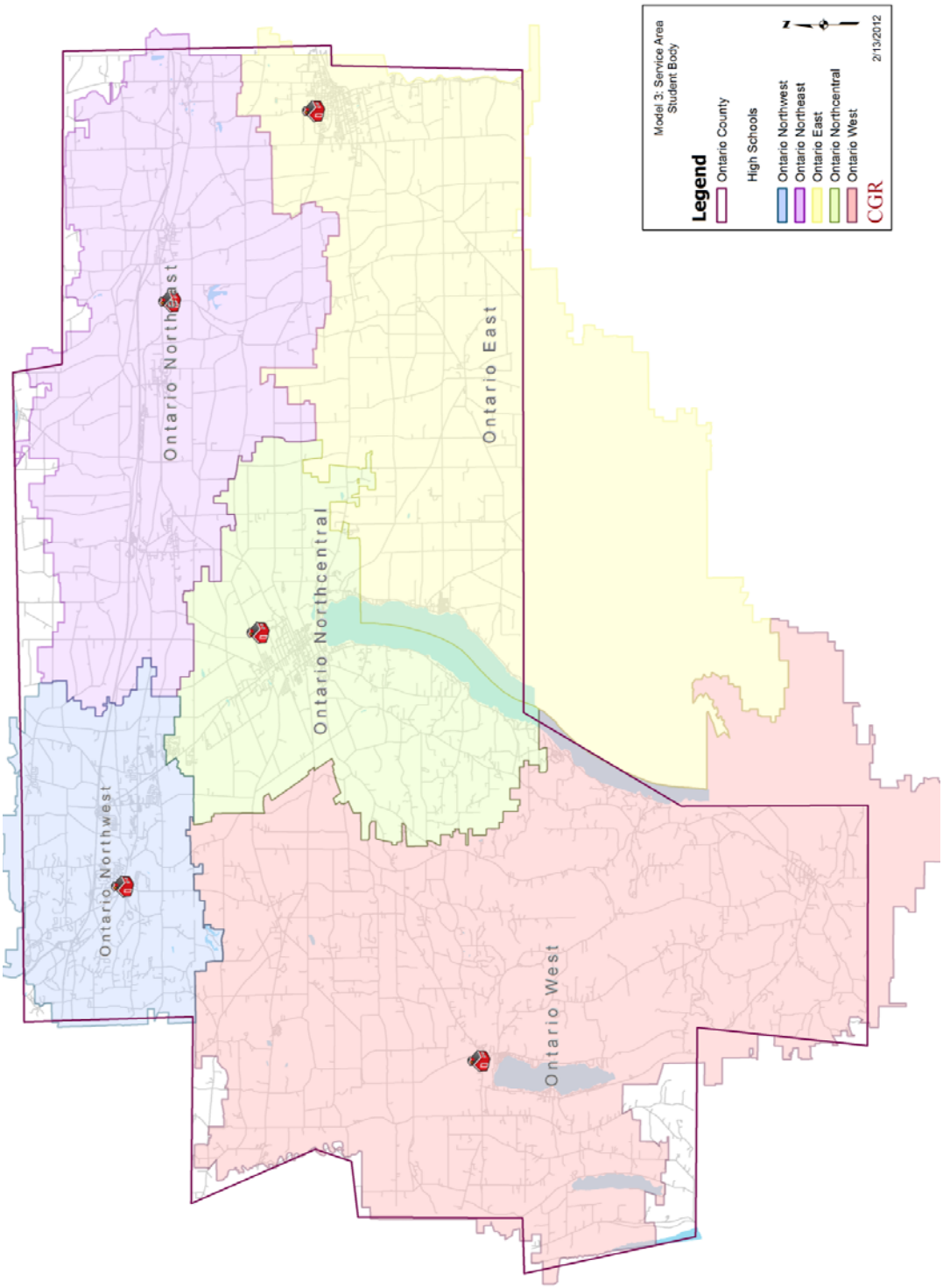
Table 30

Regional HS Model 3: Target Maintain Student Cohort			
Regional HS	**Student Population**	**Students**	**Regional HS Enrollment**
Ontario West (Honeoye)	100% Bloomfield	306	767
	100% Honeoye	231	
	100% Naples	230	
Ontario East (Geneva)	100% Geneva	623	1,016
	100% Marcus Whitman	393	
Ontario North East (Midlakes)	100% Midlakes	558	823
	100% Red Jacket	265	
Ontario North Central (Canandaigua)	100% Canandaigua	1,201	1,201
Ontario NW (Victor)	100% Victor	1,321	1,321
TOTAL			**5,128**

Note: Enrollment reflects 2015 projections.

The map on the following page shows the new “service areas” for each of the regional high school facilities as the shaded portion around the five facilities. Current district boundaries are also shown for reference.

Figure 16

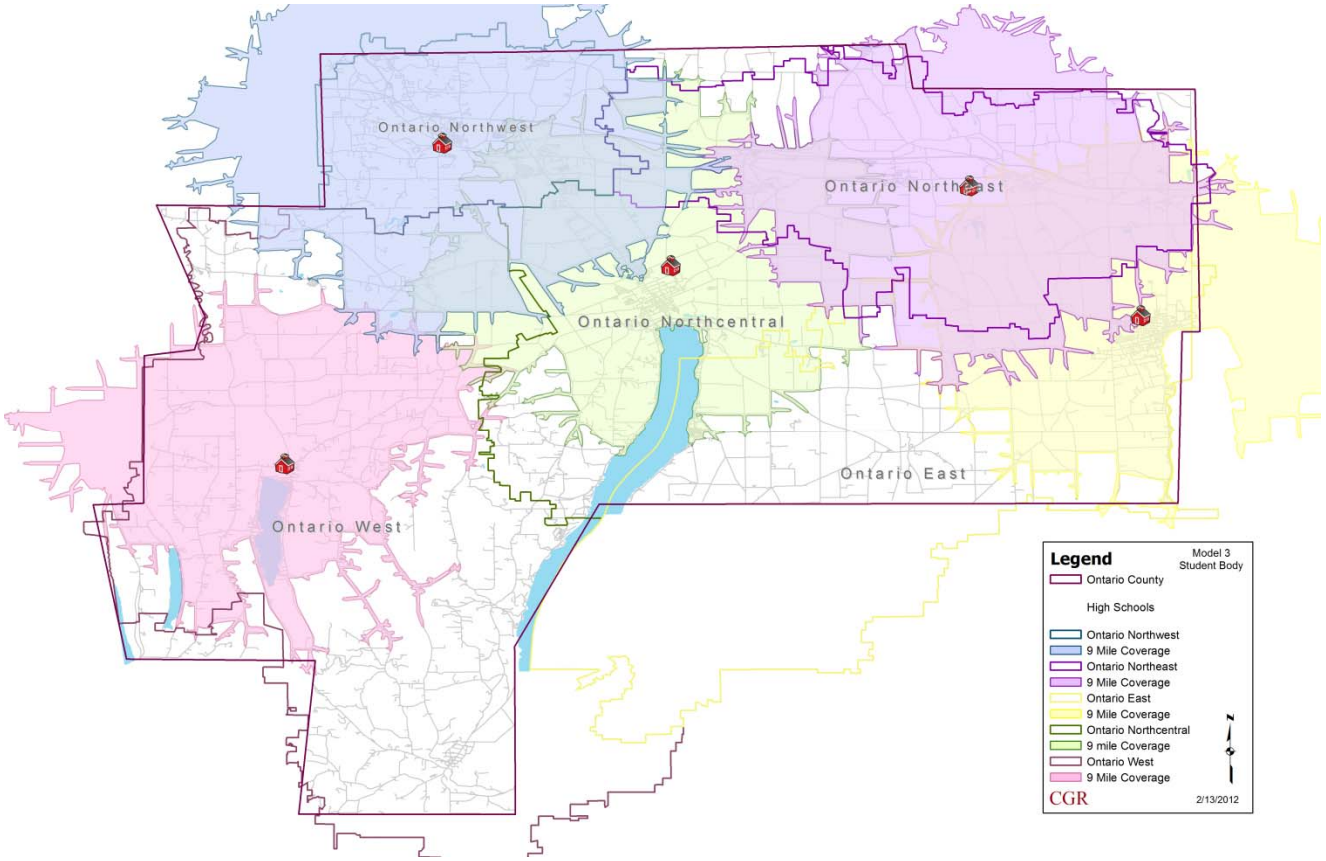

Model 3: Service Area
Student Body
2/13/2012
Legend
Ontario County
High Schools
Ontario Northwest
Ontario Northeast
Ontario East
Ontario Northcentral
Ontario West
CGR
Ontario Northeast
Ontario East
Ontario Northcentral
Ontario Northwest
Ontario West

Tradeoffs Involved in Model 3

While Model 3 establishes five regional high schools with enrollment at or above the target threshold, it does so at the expense of added travel time.

- Travel time is well over the 30 minute target range for 40% of the County, 50% when considering the land area outside of the county currently served by Ontario County districts. For some Naples and Marcus Whitman students in neighboring Yates and Steuben Counties, travel times may be well over one hour.

Figure 17



Educational Expansion Opportunities of Regional High School Models

While each model has its disadvantages, the regional high school concept provides opportunities to preserve and/or increase offerings for students. The regional district would be charged with providing comprehensive

offerings to all 5,200 students, regardless of their physical location, and would be held accountable to ensure equitable access for all of its constituents. This regional governing body and administration would operate in ways to meet this objective by leveraging countywide resources.

A regional high school district potentially reduces or eliminates current barriers to cross-district partnerships. For example, as a separate district the regional high school would have one collective bargaining contract (not nine) and its instructors would be able to teach at any of the multiple host facilities of the high school district. The district could also better align operations such as coordinating bell schedules to allow common scheduling for learning or student exchange opportunities, thus removing a current barrier to cross-district partnerships.

Larger schools increase opportunities for more students at a reasonable cost. More than half of Ontario County students are currently in high schools that are quite small. District leaders have to choose between limiting offerings or the high costs associated with very small class sizes. Models 1 and 3 bring all students up to the 800 student target, while Model 2 puts 81% of students in schools in this target range.

Access to Broader Academic Offerings

Enrolling a critical mass of students in each facility enables preserved and expanded access to upper level and rigorous course work—concerns raised by the boards and community members. For example, in the current nine district model, 52% of Ontario County students have access to the International Baccalaureate (IB) program which is offered at three districts. Advanced Placement (AP) Chemistry is only available to 42% of students, while AP Calculus is only available to 23%. Under a regional model, each of these opportunities could be available to all regional high school district students.

Access to Academic Enrichment & Extracurricular Activities

The collective enrollment will also allow students increased access to more electives, sports and extracurricular offerings. These examples illustrate the potential for expanded access.

Currently, students in larger high schools in Ontario County have double the number of choices for electives in art and career and technical courses as do students in some smaller schools. Only three of the nine districts offer hockey. Three districts do not have a swim team, while one-third of all sports are offered only at the varsity level. Chess club, robotics and Model UN are each only available in three districts, while horticulture is

only available in one. Conceptually, the students who attend the regional high school would have access to these opportunities across the county.

Fiscal Analysis of Regional High School Models

All three regional models have the potential to preserve, if not increase, opportunities for students. A regional model should facilitate a more comprehensive high school experience for a majority of students in the County and reduce costs. This section discusses the various cost considerations for the models to answer the second portion of this goal.

The cost of any regional high school model is dependent on the choices the policy-makers of the nine separate districts make if a regional model was implemented. Here we articulate a broad conceptual model of a regional approach. Countless detailed decisions involved in forging a new regional high school district will have financial consequences which are unknown at this stage. Moreover, as Ontario County would be the first to form a regional high school district in many decades, state legislation and regulation would be required, which imposes additional uncertainty.

For these reasons, CGR estimates the fiscal consequences of different possible management approaches, based on a range of plausible assumptions by functional area.

Assumptions

There are both short and long range savings from working across district boundaries. It is reasonable to expect scale economies for high school instruction when nine high school facilities are collapsed to five (Models 1 and 3) or six (Model 2). Greater concentrations of students will permit an increase in class size in more specialized subjects, allowing staff reductions of both instructional and non-instructional positions.

The creation of a high school district could also be the catalyst for a much higher level of coordination and service sharing across all the districts—the nine legacy K-8 districts and the one high school district. Cross-district partnerships could include sharing of business services, transportation or food service across the county. Further, the nine districts now serving grades K-8 would no longer have the fiscal responsibility of the upper grades which would allow for a redeployment of staff resources at each home district in response to the reduction and change in work load.

Conversely, scale *dis*economies are possible within the nine K-8 school districts if cooperation and coordination is not expanded. The surplus facilities which would no longer be used for high school students could be a drain on taxpayers or might be repurposed or leased to generate revenue.

The regional models are also likely to cost more, not less, during the transition. The identified host locations would need to expand to accommodate increased enrollment. Some leveling up of staff pay scales is possible. Finally, the creation and support of a new district administration would be initially costly.

Below we present a range of potential savings and expenditures. Each of these issues is further discussed under each functional area below. The discussion begins with a tabular summary on page 62.

Reading the Summary Table – Table 31

The Summary Table outlines the fiscal considerations of the Regional High School (RHS) model. The table cells with assumptions are numbered. Necessary explanations reference these table cells throughout this section.

The second column (***Status Quo***) includes CGR's estimate of what is likely to be spent in Ontario County in 2015 to provide high school services, assuming that no structural change occurs. The 2015 costs are held constant with 2011 cost data provided by the districts and New York State. The accuracy of the apportionment of costs across elementary and secondary services varies by budget category and by district. As an example, Canandaigua has a standalone high school. The cost of high school services can be more readily separated in this context than in districts delivering high school services in a 7-12 building. In such instances costs were apportioned by enrollment.

While district enrollments are projected to decline, CGR did not adjust the 2011 costs used for the 2015 status quo, with the exception of instructional staffing which can be adjusted more closely with decreasing enrollment. While there may be changes in overhead costs associated with decreasing enrollment, we have not conducted a detailed management study to determine where such changes would occur and at what scale. However, the instructional cost center is too large to ignore and was adjusted based on input from district leadership. The cost summary table details the 2015 cost estimates for the 9 district model of $50.6 million.[24]

The next two columns (**Regional H.S. Net SAVING (COST)**) report the budgetary consequences of favorable (**best case**) and least favorable

[24] The costs associated with special education, BOCES services, and debt were not included in these high school cost estimates as the costs would be unchanged under the regional or nine district model. While some changes in operation may occur, for the purpose of establishing a baseline these costs have been excluded.

(**worst case**) assumptions for the new high school district. These ranges do not represent the extreme ends of savings or costs, but reflect what we believe are more pragmatic and realistic assumptions about what could happen under this model. Figures shown are savings or costs relative to the figure in the "**Status Quo**" column.

The final two columns (**K-8 Dist Net SAVING (COST)**) report the budgetary consequences of the most favorable (**best case**) and least favorable (**worst case**) assumptions for the nine remaining K-8 districts. Again, the range is not aggressive and reflects our estimates of realistic cost changes.

Table 31

Ontario Regional High School Cost Summary for 2015
(in millions)

	Status Quo	REGIONAL HIGH SCHOOL MODEL			
		Regional H.S. NET SAVING (COST)		K-8 Districts NET SAVING (COST)	
Cost Center	**2015 (Est)**	**best case**	**worst case**	**best case**	**worst case**
Central Office Admin	$2.5	$0.0	($0.5)	($0.6)	($1.9)
Assumptions	1. Current central admin cost apportioned to HS	2. BOCES provides RHS district admin services at current cost	3. New RHS district costs 20% more than current cost	4. Replace 25% of admin shifted to the RHS	5. Replace 75% of admin shifted to RHS
Facility Costs	$6.3	$1.9	$0.0	$2.0	($1.9)
Assumptions	6. Allocation of current facility cost by HS enroll	7. RHS leases 70% of current HS SF; saves 30%	8. RHS assumes full current cost	9. K-8s lease excess space at $5/SF	10. RHS leases 70%; K-8s absorb full current cost of excess space
New Construction (debt service)	$0.0	($2.3)	($3.7)	$0.0	$0.0
NYS Bldg Aid (74% weighted avg)	$0.0	$1.7	$2.7	$0.0	$0.0
New Facility Maint	$0.0	($0.4)	($0.6)	$0.0	$0.0
Assumptions	11. No construction required	12. Model 1: Add 79,000 SF	13. Model 2: Add 126,000 SF	14. No construction required	15. No construction required
Building Administrative Staff	$2.5	$0.5	$0.0	($0.6)	($1.3)
Assumptions	16. Current staffing cost	17. Bldg admin staff declines by 4 positions	18. No staff savings	19. K-8s replace 25% of lost building admin positions	20. K-8s replace 50% of lost admin positions
Instructional Staff	$28.8	$2.6	$0.0	$0.0	($2.9)
Assumptions	21. Expected staffing cost for 2015*	22. Increase staffing ratio from 12.5 to 14; eliminate 9% of instructional positions	23. Retain current student teacher ratio; no staff savings	24. No backfill staffing required	25. K-8s lose capacity to share faculty w/ HS; replace 10%
Non-Instructional Personnel	$2.6	$0.7	$0.0	$0.0	($1.3)
Assumptions (e.g., guidance)	26. Current staffing cost	27. 25% efficiency savings from reduction of # of sites	28. No staff savings	29. No backfill staffing required	30. Replace 50% of positions
Transportation	$1.1	$0.0	($0.2)	$1.0	$0.0
Assumptions	31. Current cost est by HS enrollment %, net of estimated transportation aid	32. New district spurs regional transp system; increased mileage offset by efficiency gains	33. RHS uses existing system; new routes add 20% to cost	34. New district spurs regional transp system; K-8s save 10%	35. No cost savings
NYS Transportation Aid (78%)		$0.0	$0.2	($0.8)	$0.0
Food Service	$2.2	$0.0	$0.0	$2.2	$2.2
Assumptions	36. Current cost: Est by HS enrollment %	37. RHS spending per student same as ***status quo***.		38. K-8s scale staffing to match reduced grades	
Athletics, Extra-Curricular, Co-Curricular	$3.6	$1.1	$0.0	$3.6	$3.6
Assumptions	39. Cost for HS	40. Fewer schools & teams permits 30% cost reduction	41. Costs remain the same	42. K-8s scale staffing to match reduced grades & activity	
TOTAL	**$49.6**	$5.8	($2.1)	$6.8	($3.4)
NET SAVINGS (COST) RANGE RHS and Home Districts		high:	**$12.6**	low:	**($5.5)**

Notes: 2015 Status quo estimates reflect 2011 costs, with the exception of instructional staff line which is the greatest cost center and adjusted based on enrollment. *Figures based on district projections.

District Administration and Central Office Costs

Each model assumes the creation of a new regional district with a regional high school superintendent and board of education. The governing body may consist of members from each of the existing nine boards or be folded into the BOCES operating model. The governance model will have an impact on overall cost considerations.

Additional districtwide functions within this category such as the business office, curriculum, and nursing may be restructured at the existing nine districts to reflect the reduction of high school responsibilities. This adjustment may present cost-savings once the districts realign staff and resources. Alternatively, the districts which host a regional high school facility may be contracted to provide similar services to the high school district for students located on their grounds. The regional high school district may also elect to consolidate some functions; for example, business functions through BOCES Central Business Office.

Status Quo

The nine districts currently spend between 2% and 4% of their total budgets on district administrative costs.[25] The regional model apportions $2.5 million of current central administrative costs to secondary services (see Summary Table cell 1).

Regional High School

Many central office functions of a district would have to be re-created by the new high school district. The least costly alternative is likely to be through an expansion of BOCES services in the county. This assumes that the cost of district administration would be equal to what is currently spent by the nine individual districts (cell 2).

The worst case assumes that the standalone district would cost an additional 20% ($0.5m—cell 3).

K-8 Districts

Although the K-8 districts would no longer serve high school students, interviews with superintendents suggest that many of the functions of a central office would remain. Our best case assumes that 25% of current central office staffing would have to be replaced ($.06m - cell 4). More consistent with the expectations of the current superintendents, the worst case assumes that 75% of existing effort would have to be “backfilled” in the K-8 districts ($1.9m - cell 5).

[25] Derived by CGR using U.S. Census of Governments data.

Facility Costs

Status Quo

Currently the nine districts spend an estimated $6.3 million per year on high school facility costs. This figure includes maintenance staff costs and associated benefits and general facility operating and maintenance costs, apportioned by high school enrollment as a share of total enrollment (cell 6).[26]

The regional high school district would operate in leased facility space at identified host district locations. Models 1 and 3 include five high school locations, while Model 2 is comprised of six. Therefore, the regional model reduces the number of high school facilities by three (Model 2) or four (Models 1 and 2) compared to the current model.

However, eight of the districts have high school facilities which share space with other grades. Therefore, straight cost savings from eliminating or repurposing the surplus facilities is limited. It is reasonable to assume that the districts with surplus space could explore leasing options, such as with BOCES or other community-oriented uses, or "moth-balling" a designated wing to reduce, but not eliminate, associated operating expenses.

Construction Cost Estimates for RHS Models[27]

Each of the three regional models is based on using existing high school facilities in the County, rather than constructing new buildings. Since the three regional models regroup students into fewer facilities, the first step is to determine how many additional students the targeted regional high school facilities can absorb.

The number of students a given facility can accommodate is a result of the amount of gross square footage (SF) allocated for each student. The national median for constructing new high schools is 125 SF/student. The low end of this range is 122 SF/student and the high end is 185 SF/student.[28] For Ontario County, the nine districts average 235 square feet per student, well above the top 10% for the nation. This figure is certainly affected by the declining enrollments in many districts in Ontario

[26] When facilities were shared with grade levels beyond the 9-12 included in the study, facility costs were apportioned based on enrollment.

[27] These construction cost estimates are very preliminary. CGR consulted with NYS Education's Facilities Planning group but recognizes that determining allowable cost and building aid is a complex process that can only be accurately completed in the context of a specific proposal.

[28] "15th Annual School Construction Report," School Planning & Management, February 2010

County where the gross square footage for the facility remains the same, but serves fewer students.

Table 32

Current Square Footage Allocated per High School Student, by District			
	Gross Total SF (1,000)	Gross SF for HS (1,000)	Gross SF per HS student (derived)
Bloomfield	162	94	268
Canandaigua	247	247	188
Geneva	300	165	225
Honeoye	184	73	218
Marcus Whitman	274	172	338
Midlakes	300	182	278
Naples	122	86	277
Red Jacket	233	74	259
Victor	372	255	204
TOTAL	**2,194**	**1,347**	**235**

Source: 2010 NYSED Building Surveys, Calculated by CGR

Table 33 below presents a range of student capacity for each Ontario County high school facility based on different square footage parameters. As a system, the nine districts can serve an estimated 5,732 students when allocating the high end of 235 square feet per student – or 232 students more than are currently enrolled in 2011. Alternatively, if 150 square feet is used, the nine districts as a system can accommodate 8,980 high students – or 3,480 more than are currently enrolled.

Table 33

Projected High School Student Capacity, by Facility (reported as number of students)				
Square Feet Parameter / Student	A 150 SF	B 190 SF	C 200 SF	D 235 SF
Bloomfield	624	493	468	399
Canandaigua	1,645	1,298	1,234	1,050
Geneva	1,099	867	824	701
Honeoye	486	384	365	310
Marcus Whitman	1,147	906	860	732
Midlakes	1,212	956	909	773
Naples	572	452	429	365
Red Jacket	492	388	369	314
Victor	1,703	1,345	1,277	1,087
SUM of TOTAL	**8,980**	**7,089**	**6,735**	**5,732**

Source: 2010 NYSED Building Surveys, Calculated by CGR

Of course, the surplus capacity of the nine districts is not uniform or necessarily aligned with district enrollments. For example, in 2011 Victor approved a large capital program to expand its facilities to accommodate its 40% increase in enrollment since 2001 and the 18% projected increase by 2019. At the same time, six districts in the county are experiencing enrollment declines which result in excess facility capacity.

Now that we have the building capacity for each of the facilities, we next project the capacity needs for each of the three separate regional models. For modeling purposes, we chose to allocate 190 SF/student. This rate is on the high end of the national average, yet lower than the current Ontario County average to which communities are accustomed. Further, as the only district in the county with a 100% dedicated high school facility, Canandaigua is currently allocates 188 SF/student. However, the Canandaigua high school facility was built to accommodate 1,500 students at 164 SF/student which is a helpful benchmark.

Using the 190 SF/student, CGR reviewed the current capacity of each facility and compared it to the projected enrollment for each of the facilities in the three regional models. If the targeted regional high school facility was under capacity, we then projected the associated construction costs for adding capacity and estimated the annual debt payments.

Using the lower 150 SF/student parameter, construction would not be necessary at several of the regional high school host locations. However, construction costs would be required at the Honeoye facility for two of the three models as presented, though these costs could be substantially reduced using the lower range of square footage per student.

Model 1 regroups students into five regional high school facilities. Shown in Table 34, three of the facilities are able to absorb the additional students without additional construction. Ontario West (Honeoye) is short by 383 student slots and Ontario Central (Marcus Whitman) is short by 35 student slots.

Table 34

Model 1: Target Increased Enrollment Facility Capacity (reported as number of students)			
Regional HS	Current Capacity	Total Projected Enrollment of Regional HS Facility	Current Capacity to Need
Ontario West (Honeoye)	384	767	(383)
Ontario East (Geneva)	867	819	48
Ontario Central (Marcus Whitman)	906	941	(35)
Ontario North Central (Canandaigua)	1,298	1,280	18
Ontario NW (Victor)	1,345	1,321	24
SUM of Total	**4,800**	**5,128**	**(328)**

Notes: Based on 190 SF/student

By allocating 190 SF/student, Model 1 would require construction of nearly 80,000 additional square feet between the two facilities. As shown in Table 35, this would cost approximately $19.9 million dollars before applying state aid. Applying the state average of 74% state aid reduces the local share for construction to $5.2 million. This results in an estimated annual payment, including principal and interest, of $600,000 for 15 years as a regional high school district obligation.[29]

[29] Estimates include 15 year bond with 5% interest rate. Construction costs are $200 per SF base, plus 25% incidental overrun costs.

Table 35

Model 1: Projected Construction Costs to Increase Capacity at Regional High School Facilities			
Regional HS	**Student Capacity Needed**	**SF of Addition**	**Est. Total Construction Costs**
Ontario West (Honeoye)	383	72,816	$18,204,087
Ontario Central (Marcus Whitman)	35	6,650	$1,662,500
SUM of TOTAL	**418**	**79,466**	**$19,866,587**
Estimated Gross Annual Debt Service (interest + principal)			**$2,317,769**
74% State Aid Applied, Net Total Construction Costs			**$5,165,313**
Estimated NET Annual Debt Service (interest & principal)			**$602,620**

Notes: State aid reflects average for NYS.

Model 2 regroups students into six high school facilities. Shown in Table 36 below, the Ontario Central facility (Canandaigua) is short 491 student slots while the Ontario East facility (Geneva) is short 175 student slots.

Table 36

Model 2: Target 30 Minute Travel Time Facility Capacity (reported as number of students)			
Regional HS	**Current Capacity**	**Total Enrollment of Regional HS Facility**	**Current Capacity to Need**
Ontario Central (Canandaigua)	1,298	1,789	(491)
Ontario East (Geneva)	867	1,042	(175)
Ontario West (Honeoye)	384	353	31
Ontario Southeast (Marcus Whitman)	906	393	513
Ontario Southwest (Naples)	452	230	222
Ontario Northwest (Victor)	1,345	1,321	24
SUM of TOTAL	**5,252**	**5,128**	**124**

Note: Based on 190 sq/ft per student

By allocating 190 SF/student, Model 2 would require construction of nearly 126,000 additional square feet between the two facilities. As shown in Table 37, this would cost approximately $31.6 million dollars before applying state aid. Applying the state average 74% state aid reduces the local share for construction to $8.2 million. This results in an estimated

annual payment, including principal and interest, of $958,000 for 15 years as a regional high school district obligation.

Table 37

Model 2: Projected Construction Costs 30 minute Travel Time target				
Regional HS	Student Capacity Needed	SF of Addition	Incidential Costs (25%)	Est. Total Construction Costs
Ontario Central (Canandaigua)	491	93,208	$4,660,400	$23,302,000
Ontario East (Geneva)	175	33,184	$1,659,211	$8,296,056
SUM of TOTAL	**665**	**126,392**	**$6,319,611**	**$31,598,056**
Estimated Gross Annual Debt Service (interest + principal)				**$3,686,440**
74% State Aid Applied, Net Total Construction Costs				**$8,215,495**
Estimated NET Annual Debt Service (interest & principal)				**$958,474**

Notes: State aid reflects average for NYS.

Model 3 regroups students into five regional high school facilities. Shown in Table 38, four of the facilities are able to absorb the additional students without additional construction, while the Ontario West facility (Honeoye) is short by 383 student slots and Ontario East (Geneva) is short 149 slots.

Table 38

Model 3: Maintain Student Cohort Facility Needs (reported as number of students)			
Regional HS	Current Capacity	Total Projected Enrollment of Regional HS Facility	Current Capacity to Need
Ontario West (Honeoye)	384	767	(383)
Ontario East (Geneva)	867	1,016	(149)
Ontario Northeast (Midlakes)	956	823	134
Ontario North Central (Canandaigua)	1,298	1,201	97
Ontario NW (Victor)	1,345	1,321	24
SUM of Total	**4,851**	**5,128**	**(277)**

Notes: Based on 190 SF/student

By allocating 190 SF/student, Model 3 would require construction of 101,000 additional square feet between the two facilities. As shown in Table 39, this would cost approximately $25.3 million dollars before applying state aid. Applying the state average of 74% state aid reduces the local share for construction to $6.6 million. This results in an estimated annual payment, including principal and interest, of $767,000 for 15 years as a regional high school district obligation.

Table 39

Model 3: Projected Construction Costs Maintain Student Cohort				
Regional HS	**Student Capacity Needed**	**SF of Addition**	**Incidential Costs (25%)**	**Est. Total Construction Costs**
Ontario West (Honeoye)	383	72,816	$3,640,817	$18,204,087
		-	$0	$0
Ontario East (Geneva)	149	28,310	$1,415,500	$7,077,500
SUM of TOTAL	**532**	**101,126**	**$5,056,317**	**$25,281,587**
Estimated Gross Annual Debt Service (interest + principal)				**$2,949,519**
74% State Aid Applied, Net Total Construction Costs				**$6,573,213**
Estimated NET Annual Debt Service (interest & principal)				**$766,875**

Notes: State aid reflects average for NYS.

Based on the above calculations, we project construction costs to range from $20 (Model 1) to $32 million (Model 2). With the application of 74% state aid, the estimated annual construction debt payments, including interest, would range from $600,000 to $1 million for 15 years. The construction costs can be greatly reduced if a lower square footage per student is allocated.

Regional High School

Existing facilities

The financial implications of the regional high school (RHS) model depend on how the new regional district and the resulting K-8 districts share the costs of maintaining all of the nine existing structures. If the RHS leases the space required—about 70% of square footage now devoted to high school—then the RHS will spend about $1.9m less annually than the $6.3m currently spent by the nine districts (cell 7). The worst case assumes that the RHS assumes the full burden of existing space currently devoted to high school services (cell 8).

New construction

As noted above, a rough approximation of the cost of building additions suggests an annual debt service cost of between $2.3m and $3.7m, with state building aid offsetting a significant share. It is likely that legislation creating incentive aid for this kind of reorganization would increase the building aid share above the current 74% weighted average for the nine districts (cells 12 and 13).

K-8 Districts

The best case for the K-8 districts is to both be released from maintenance responsibilities for the excess space and to be able to lease the space to a new user. At a lease rate of $5/SF, the benefit to the districts would be $2m per year (cell 9).

Alternatively, if the K-8 districts were left with the maintenance responsibility for the unused space, the maximum loss would be the full $1.9m (cell 10).

School Building Administration Costs

Status Quo

Currently the districts collectively spend $2.5 million annually on administrative staff for the high schools (cell16). This figure includes the costs associated with the building principals, assistant principals, support staff and supplies. Each district has a building principal for the high school, though for some districts this position is responsible for lower grades as well. Four districts also include assistant principal positions as shown in the following table. It is important to note that in 2011, districts have reduced the assistant principal positions even further than is reflected in Table 40.

Table 40

Number of Assistant Principals by Year						
	2005	2006	2007	2008	2009	2010
Bloomfield	1	1	0	0	0	0
Canandaigua	3	3	3	4	3	2
Geneva	1	1	1	1	1	1
Honeoye	0	0	0	0	0	0
Marcus Whitman	0	0	0	0	0	0
Midlakes	0	1	1	1	0	1
Naples	0	1	1	1	0	0
Red Jacket	0	0	0	0	0	0
Victor	2	2	2	2	2	2
Ontario County Total	**7**	**9**	**8**	**9**	**6**	**6**

Source: NYSED School Report Cards

Regional High Schools

In order to project administrative staffing needs for the three regional models, we must first define the parameters for principal and assistant principal staffing based on a range of enrollments. While assistant principal positions have been reduced in recent years, we have assumed the community desire is to return to staffing with combinations of principals and assistant principals for enrollments above 800. We also assume during the transition years of implementation, the community comfort level will increase with higher building staffing provided from the onset. Table 41 below shows the staff parameters applied to the regional models.

Table 41

Administrative Staffing Parameters		
Enrollment Range	**# of Principals**	**# of Asst. Principals**
Under 800	1	0
801 - 1,199	1	1
1200 -1600	1	2
Above 1600	1	3

Using the above staffing assumptions, the following table projects the number of administrative staffing positions for the three separate models. Building administrative staffing totals span 11 to 12.

Table 42

Projected Building Administration Staffing, by Regional Model				
	Projected Student Enrollments, by facility	**# Principals**	**# Asst. Principals**	**Total**
Current 9 district model	4 facilities under 400 3 facilities 500-750 2 facilities @ 1200	9	6	**15**
Model 1	1 facility under 800 2 facilities 800-950 2 facilities @ 1300	5	6	**11**
Model 2	3 facilities under 400 1 facility @ 1000 1 facility @ 1300 1 facility @ 1800	6	6	**12**
Model 3	1 facility under 800 1 facility 800-830 1 facility @ 1000 2 facilities 1200-1330	5	6	**11**

While the table above indicates a reduction of building administrative staff from the current 15 positions in the nine district model, it is not as clear in reality. For some districts, the building principal covers grades 7-12 or 6-12. The creation of a regional high school district located in five or six facilities does not remove the need for building principals for the lower grades in the nine districts. Therefore a straight cost savings is difficult to determine.

However, of the five or six regional facilities, a portion of the building administrative staff may be contracted out by the regional high school district, thus reducing the home district direct costs for these positions. In districts which are not hosting regional facilities and share administrative staff across grade levels, there is less opportunity to recognize savings. However, home districts may explore alternative administrative staffing patterns to cover the remaining K-8 grades; for example one principal may cover two facilities that each have a lower paid assistant principal.

At best, the regional model may produce a savings of four of the higher paid building principal positions which would be mildly offset by an increase in assistant principal positions, a net savings of $0.5m (cell 17).

The worst case is building administrative costs would remain the same (cell 18).

K-8 Districts

Given that many of the existing buildings housing secondary instruction share space with lower grades, some administrative capacity will be lost in the reconfiguration. The best case assumes that the K-8 districts will have to replace one quarter of the lost positions, a cost of about $0.6m (cell 19).

The worst case for the K-8 districts assumes that half of the lost positions will have to be replaced, for a cost of about $1.3m (cell 20).

Instructional Staff Costs

Status Quo

Instructional staff costs represent nearly 55% of district budgets. As outlined in Chapter III, the nine districts currently spend $32.3 million on teacher salaries and benefits for grades 9-12.[30] In 2015, high school student enrollment is projected to decrease in the county by 9%, which will spur some adjustment in instructional staffing.

[30] Figures exclude instructional aides, paraprofessionals and coaches, and teachers shared between buildings.

In order to compare the regional models to the nine district model in 2015, CGR reviewed staffing counts for similar sized districts throughout New York State (excluding New York City) and reviewed the findings with the Ontario County Superintendents. Based on district input, the following table estimates a reduction of 50 instructional positions by 2015 resulting from the decreased total enrollment.

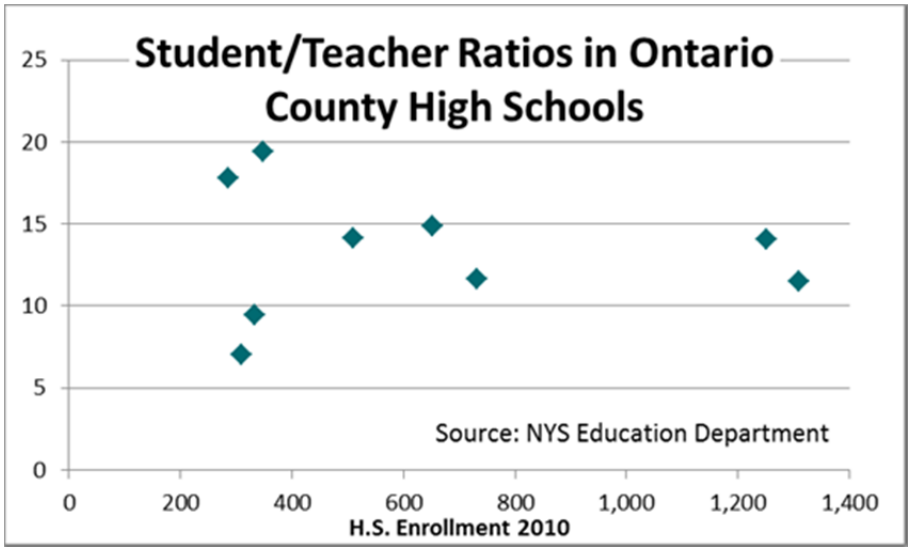
Table 43

Projected Dedicated High School Teaching Staff in 2015				
Current 9 District Model	**HS Enrollment in 2010**	**# of HS Teachers in 2010**	**Projected HS Enrollment in 2015**	**Projected # of HS Teachers in 2015***
Bloomfield	349	18	306	20
Canandaigua	1,310	114	1,201	92
Geneva	733	63	623	51
Honeoye	334	36	231	20
Marcus Whitman	509	36	393	33
Midlakes	653	44	558	38
Naples	310	44	230	41
Red Jacket	285	16	265	16
Victor	1,251	89	1,321	100
Total	**5,734**	**460**	**5,128**	**410**

Source: NYSED School Report Cards

* Districts provided estimates for 2015

These numbers reveal that staffing is not a simple application of a set ratio. Community expectations, labor contracts, areas of certification and specialization all affect staffing. This chart plotting enrollment against student/teacher ratios shows no pattern. Both the highest (19:1) and the lowest (7:1) are found in districts with fewer than 400 students.



To estimate the total costs for the projected teaching positions, CGR reviewed the current nine district employee contracts and identified an average salary of $52,000 for a teacher with a Master's degree who has been in the district for 15 years. Adding a 35% fringe rate to account for associated benefits, the total average fully-loaded cost per teacher is $70,300. Using this average cost, the nine district model in 2015 would cost approximately $28.8m in teaching wages and benefits (cell 21).

Regional High School

The impact of creating a regional high school, therefore, will depend significantly on the philosophy of the Board of Education and instructional leadership in the RHS. Given the objective of increasing educational offerings to County high school students, it is plausible that there will be no reduction in teaching staff as a result of the reorganization (cell 23).

The reorganization could be, alternatively, an opportunity to increase the student teacher ratio and reduce the cost of instruction per student. The fiscal best case in our simulation projects an increase from the current average 12.5 students per teacher to 14. This would eliminate about 9% of expected positions and save $2.7m per year (cell 22).

K-8 Districts

There is some sharing of instructional staff between the high schools and the lower grades (particularly within the 7-12 buildings). At worst, the K-8 districts may have to replace about 10% of the lost resource, a cost of $3m annually (cell 25). Under a best case analysis, no backfill staffing will be required (cell 24).

Noninstructional Personnel Costs

Status Quo

Non-instructional personnel allocated to high school (e.g, guidance staff) currently costs the districts about $2.6m (cell 26).

Regional High School

Through consolidation of these various functions, CGR's best case assumes that 25% of this cost can be avoided, about $0.7m (cell 27). Alternatively it is possible that no noninstructional staff savings will be achieved (cell 28).

K-8 Districts

The K-8 districts, may, at best, be able to adapt to the loss in staffing, resulting in no additional cost (cell 29). If the K-8 districts were to replace one-half of these positions, the cost would be about $1.3m (cell 30).

Transportation Models and Costs

Status Quo

CGR estimates that the districts collectively spend just over $5.1m per year on transportation services for high school students (cell 31).

Regional High School

A regional high school would increase travel distance for a number of students. This issue is discussed in detail in the text above. Were the RHS to create its own independent system, the cost of creating this system and transporting students greater distances would certainly add to the total cost of transportation.

Alternatively, transportation coordination across all Ontario County districts could save costs and improve service to students. The creation of a regional high school district should spur the development of such an integrated system.

Options for the RHS District include:

- **Separate District System:** The regional high school district would develop a separate transportation function and associated capital and maintenance responsibilities;
- **Unified Regional Transportation System:** The nine districts would contract with the Regional High School to coordinate transportation services for grades K-8. A Regional Transportation Director would align and deploy resources through better route design and coordination for all ten districts (existing nine, plus the regional high school district). A working example of this type of regional efficiency is the Central High School District on Long Island which operates with one Regional Transportation Director. Following the establishment of the Central High School District, four "feeder" K-8 districts sub-contracted with the Central district to provide transportation services.
- **Sub-contracting with local districts**: The regional high school district would contract with the host site districts for the transportation of students to the identified regional high school facilities. This approach would reduce transportation costs for the non-host locations, while additional resources would be transferred to the regional high school partners as part of the regional district's operating costs.

Without further study and preliminary implementation agreements of the working assumptions, it is difficult to estimate transportation costs for the regional high school models. If the current nine districts maintain their current transportation configurations, the regional models could conceivably increase transportation costs by adding separate runs, new equipment, and staff costs. However, if the districts work as a regional system, cost savings are more than likely for both the regional high school

and the nine separate districts by removing barriers inherent in working in separate service areas.

The best case for the RHS is the creation of a regional transportation system that enables the RHS to offset the increased travel distances created by the regionalization with cost efficiencies achieved through coordination (cell 32). Alternatively, if the RHS chooses to use additional routes and buses, it could increase costs by 20% (cell 33). The cost of this approach would be substantially mitigated by NYS transportation aid, currently a weighted average of 78% (cell 33).

K-8 Districts

A unified transportation system could achieve significant savings for the K-8 districts. Our model suggests possible savings of $1m, 10% of existing costs (cell 34).

Food Service Costs

The same number of students would be consuming meals as under the nine district model, but at fewer and more concentrated locations. The Regional High School model assumes the new district would contract with the host site locations to provide meals for the high school students, although other options are possible. The nine districts would continue to provide food service for grades K-8, with five (Models 1 and 3) or six (Model 2) of the host sites providing additional meals for the regional high school students at their facility.

Status Quo

Current food service costs for the nine high schools total $2.2m (cell 36).

Regional High School

No savings are anticipated because the number of meals produced remains the same (cell 37).

K-8 Districts

No additional costs or savings are anticipated (cell 38).

Athletics and Extracurricular Costs

Status Quo

The current cost is estimated to be $3.6m (cell 39).

Regional High School

The cost of athletics and extracurricular sports at the high school is driven to a degree by the number of sports and individual teams. Currently, there are over 300 teams in Ontario County high schools. Reducing from nine to 5 or 6 campuses and offering the average number of teams would result in approximately one-third fewer teams. The model assumes that a cost

reduction of 30% is achievable (cell 40). The worst case is no efficiency savings and costs remain the same (cell 41).

K-8 Districts

The K-8 districts are able to scale athletic offerings in proportion to the loss in grades, particularly as the demands of high school athletics are more complex. Essentially, the lower grades would offer intramural and perhaps modified, but no Junior Varsity or Varsity teams. Staffing of coaching assignments will be shared among the current faculty (cell 42).

Fiscal Summary for Regional High School Model

Whether a regional high school saves money relative to the *status quo* is heavily dependent on management considerations. Based on the cost estimates laid out for each functional area above, **CGR projects the Regional High School model could *save the community* an estimated $12.7 million, or 25% compared to the status quo. Conversely depending on a series of implementation decisions, the Regional High School model could *increase costs* to the community by nearly $6 million (12%).**

The regional high school district is projected to cost between $44 million and $52 million annually. Spending in 2015 under the current 9-district structure is estimated to cost about $50 million. The savings reflected in the lower bound are driven principally by higher staffing ratios. This range holds for any of the three models outlined, as there is little cost variation between them, given the assumptions used.

The estimated cost for the regional high school model does not consider potential state aid incentives for consolidation, although incentives are available to districts that choose to merge. Incentives to encourage the creation of regional high schools may be included in enabling legislation.

Cost Sharing Methodology for a Regional High School District

The costs (and savings) of a regional high school district can be allocated between the districts in primarily two ways[31]:

- Based on enrollment of participating districts;
- Proportion of the taxable assessed value (TAV) of property across the County.

Here we apply these two methods to the range of potential costs and savings calculated in the previous section. Both examples result in very similar allocations of costs and savings.

Cost Sharing by Enrollment

In 2015, Victor is projected to represent 26% of high school students in the County while Canandaigua makes up 23%. As a result, these two districts make up nearly half of the countywide enrollment.

Table 44 presents the projected district share for the potential $12.7 million savings and $5.8 million cost increase under a regional high school model.

Table 44

Example of Cost Sharing based on 2015 Projected Enrollment			
	% Enrollment in 2015	Cost Savings of $12.7 million	Cost Increase of $5.8 million
Bloomfield	6%	$759,050	$346,653
Canandaigua	23%	$2,974,038	$1,358,222
Geneva	12%	$1,544,103	$705,181
Honeoye	5%	$571,674	$261,079
Marcus Whitman	8%	$972,615	$444,186
Midlakes	11%	$1,381,354	$630,855
Naples	4%	$569,574	$260,120
Red Jacket	5%	$656,396	$299,772
Victor	26%	$3,271,195	$1,493,932
Ontario County	**100%**	**$12,700,000**	**$5,800,000**

[31] A combination of these approaches could also be developed.

Cost Sharing by Taxable Assessed Value

Victor and Canandaigua together represent over half (51%) of the taxable value in the County. As a result, under this allocation method these two districts will make up 51% of the regional high school district costs increase and would receive 51% of any realized savings.

Table 45

Example of Regional Cost Sharing based on Taxable Assessed Value			
	% Full Value	Cost Savings of $12.7 million	Cost Increase of $5.8 million
Bloomfield	5%	$648,133	$295,998
Canandaigua	26%	$3,364,969	$1,536,757
Geneva	10%	$1,225,241	$559,559
Honeoye	7%	$915,490	$418,098
Marcus Whitman	8%	$1,045,493	$477,469
Midlakes	7%	$873,650	$398,990
Naples	7%	$931,098	$425,226
Red Jacket	3%	$431,403	$197,019
Victor	26%	$3,264,524	$1,490,885
Ontario County	**100%**	**$12,700,000**	**$5,800,000**

Is a regional high school model feasible for Ontario County?

The regional models presented in this report, and further iterations based upon this framework, are certainly feasible. Regional models, including county-based models, are in operation in New York State and throughout the country – many ranking highly on both efficiency and student outcome measures.

Reconfiguring students into fewer, but larger, schools as part of one regional district is the most substantive step toward preserving and expanding educational offerings for the greatest number of students in the County. The alternative options listed in this report, such as distance learning or satellite programs, will more than likely benefit only a small sub-group of students throughout the County and do not make a wholesale shift in how the districts operate.

While a regional high school model is conceptually feasible, it does not provide the immediate fiscal relief sought by the districts in Ontario County. Likely savings are modest, although students would have access to more academic offerings. Long-term, there is potential for additional savings, particularly if the creation of a regional high school district spurred more collaboration among the continuing K-8 districts.

Depending on implementation, the regional high school model may increase costs. For example, creating a regional district will likely require a new superintendent and associated administrative support functions. If the nine districts retain the same administrative staffing levels, despite a shift in the workload to the regional high school district, the costs to communities would increase. Conversely, if the work load and staffing patterns are redeployed at the home district level, further savings are possible. Transportation provides another example of costs being determined by decisions—all K-12 transportation could be regionalized into a countywide system (savings), or each of the then 10 districts could retain separate functions (additional costs).

The cost of a regional high school model is strongly influenced by the management philosophy of the administration. Staffing ratios are the most obvious example: Existing schools all offer excellent outcomes with widely varying student/teacher ratios. Vigorous management targeting cost reduction could reduce costs, although possibly at the expense of more fulsome course offerings. CGR did not attempt to conduct a management study of the nine Ontario County school districts. With the exception of the discussion of increased staffing ratios, options already available to the districts were not modeled.

A regional high school model in Ontario County would provide the structure to decrease barriers to cross-district partnerships while increasing the pool of students to support a wider range of offerings. Working regionally is one of the best options for the districts to consider as they seek to preserve or enhance educational opportunity. The regional high school model is only one of a range of pathways to accomplish this end.

New York State has a key responsibility in these discussions. Right now, legislation does not exist to authorize creation of a regional high school. There is no guidance on how to design, implement or manage a regional model in the 21st century. Further, the state has not determined whether it will mandate or incentivize such approaches—i.e., whether participating districts would receive additional state aid for working regionally. All of these factors impact the cost and benefit equation of any regional model.

Regional collaborations provide a way of aligning decisions towards a long-term common objective, rather than making piecemeal district-

by-district decisions which is a hallmark of the current district-centered process across the state. The districts in Ontario County are encouraged to continue having discussions with their communities along these lines, building upon the foundational data included in this report to identify the best path forward.

VII. Shared Service Opportunities and Countywide Partnerships

The process of exploring regional high school models and engaging key stakeholders in that exploration, yielded discussion of other approaches. This section outlines and identifies key considerations for several options, and lays out the potential costs and benefits of two. Many of these options would not require all nine districts to collaborate, but could be pursued by interested partners.

The first option, consolidating entire districts, is appealing to some and anathema to others. CGR also identifies options that are essentially variations on a theme—ways to expand educational offerings to students who currently don't have them.

A host of factors determine whether these options are viable or attractive to districts. Factors include the degree to which: 1) distance learning is incorporated; 2) districts utilize BOCES and their respective BOCES aid ratios; 3) agreements can be reached with collective bargaining units; and 4) the Board of Regents introduces more flexibility into "seat time" and graduation requirements. Each of these are complex topics requiring more analysis than this report can give; however, we lay them out so communities have clearer targets about where to focus their discussion and advocacy should they be interested in pursuing particular options.

Districtwide Consolidation

The regional high school models presented in this report do not remove the challenges posed by dwindling enrollment for many of the districts. There continues to be real community interest in consolidating a few of the districts to develop the critical mass necessary to reduce costs and preserve opportunities – especially of the smaller districts. CGR was not tasked to articulate which districts should consider consolidation or to project combined cost-savings of doing so. ***However, the notion of districtwide consolidations for a few clusters in the County is a viable option which should continue to be explored.*** It is also true that some districts have logical partners across county lines, which were excluded from this study, but should be engaged in future actions.

There are two modes of reorganization that would apply in Ontario County—centralization and annexation. The processes to initiate, approve

and operationalize either type of consolidation are prescribed in Education Law and summarized on the New York State Education Department's website; here we give a brief synopsis.[32] Centralization merges two or more contiguous central school districts into one new entity. Voters in each district must approve the merger, by a majority in each district. Teaching personnel of the component districts become employees of the new consolidated district and seniority applies within tenure areas. Seniority and tenure also apply for the superintendency. Civil service law governs the treatment of civil service employees. The newly centralized district assumes all property and debts of the component districts. A new board of education is elected by all voters in the merging districts. This new board then negotiates new employment contracts with all bargaining units.

All Ontario County districts except Canandaigua and Geneva are central school districts and therefore eligible to consider centralization with any contiguous district that is also a central school district. The two city school districts are only eligible to consolidate through annexation—essentially absorbing surrounding districts into their current structure.

In annexation, the city school district becomes larger, expanding to include the merging districts. It is similar to centralization in that the remaining district assumes property and debts of merging districts, and that merging districts must be contiguous, but there are some key differences. First, annexation is approved through majority votes in the dissolving districts and board approval in the City district. Second, employees, including superintendents, in the annexed districts become employees of the City district if there are vacancies within tenure areas. These would be filled by seniority, but employees could not "bump" employees of the annexing district. Third, there is no new board of education elected, although there are provisions to include voters in dissolved districts in future elections and to add board members to ensure representation.

A future oriented long-range planning exercise for Ontario County school district leaders might be to map out which districts are interested in centralizing or being annexed now, a few years from now, decades from now. This type of "domino effect" could end up realizing a countywide school system through a phased-in series of consolidations. Operating in a regional framework would be beneficial as districts make future capital improvement decisions, contract negotiations and cost-saving measures.

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[32] NYS Education Department's Guide to Reorganization of School Districts: www.p12.nysed.gov/mgtserv/sch_dist_org/GuideToReorganizationOfSchoolDistricts.htm# .

Expanding Educational Opportunity through Student Exchange / BOCES Satellite Programming

The question of how to expand access to Advanced Placement courses, multiple foreign languages, upper-level math and science courses, and rich art and music programs is paramount for all districts, especially in light of increasing demands for college and career readiness. The ability to provide rigorous and engaging alternative education settings for students at risk of dropping out is also an expressed need.

Moving students to courses in other districts is one way that districts can offer students access to opportunities that they cannot provide in-house. This "send-receive" approach also helps preserve current offerings by generating revenue by offering them to out-of-district students. Pooling resources could allow each district to sustain a currently vulnerable program.

Districts have informally "exchanged" students for particular offerings on an infrequent and case-by-case basis. However, a positive outgrowth of the 2010 Wayne Regional HS Feasibility study was a formalized operating structure for such a student exchange. Known as a BOCES Satellite program, it operates currently in Wayne County.

Under this newly emerging model, BOCES would sponsor the instruction at a host district, using district staff. The host district would receive a tuition payment for each student it receives from another district. The sending district would pay BOCES, which in turn pays the host district. Because the program is BOCES-sponsored, the tuition is aidable for the sending districts.

For the sake of illustration, imagine that Naples became a BOCES satellite provider of Mandarin Chinese. Naples is already staffing that foreign language for its own students, although classes may not be filled to capacity. Under the satellite model, a student in Honeoye could travel to Naples for a foreign language class. Honeoye would pay tuition to BOCES, which would then pay Naples. Honeoye gains access (and receives BOCES aid), Naples gains revenue.

The benefit of this type of collaboration is that it could be implemented with any number of districts that want to participate—i.e., it would not require all districts. Each district would be able to weigh the cost of sending students with the newfound ability to expand opportunities for its students. It also could help preserve the most vulnerable courses at each district.

Potential Locations

Assigning locations for various specialties to be hosted by each district is at this point a hypothetical exercise, and it should be clear that these locations are offered for illustration and not for planning purposes. If there is sufficient interest in pursuing this model, districts would need to plan together and select the areas of focus that made the most programmatic and geographic sense. However, based on interviews and the course inventory found in the appendix, the following locations are offered as preliminary options:

Table 46

Potential Satellite Offerings	
High School	**Satellite Offering**
Bloomfield	Advanced Computer Assisted Design, using CNC machine
Canandaigua	Alternative School
Geneva	Latin Foreign Language
Honeoye	Arts
Marcus Whitman	Agricultural / Environmental
Midlakes	AP Physics
Naples	Mandarin Chinese Foreign Language
Red Jacket	AP Calculus
Victor	Project Lead the Way

Budget Summary and Cost Sharing

Transportation Costs

Because this model relies on students being physically transported to neighboring high schools, transportation distance and costs must be factored in. Table 47 shows the distance and estimated travel time between each high school. For travel time, we display two numbers: the Google Maps estimate for car travel and a 30 miles/hour estimate for school buses. We believe this is a conservative estimate, given that these would not be pick-up routes, but would be direct from school to school; this means that travel time could be a little less than these estimates show.

Table 47

Distances & One-Way Travel Times between Ontario County High Schools Travel time is presented by car and for school bus (car/bus)											
		Victor	Red Jacket	Naples	Midlakes	Marcus Whitman	Honeoye	Geneva	Canandaigua	Bloomfield	
Bloomfield	Distance (Miles)	7	15	23	21	19	12	25	9		Estimated Travel Time (Minutes)
Canandaigua		11	6	24	12	12	18	17		**18/18**	
Geneva		28	19	32	11	16	33		31 / 34	37 / 50	
Honeoye		19	23	18	29	26		46 / 66	28 / 36	**18 / 24**	
Marcus Whitman		21	15	16	19		35 / 52	26 / 32	**20 / 24**	26 / 38	
Midlakes		18	9	35		29 / 38	41 / 58	**18 / 22**	**18 / 24**	31 / 42	
Naples		29	29		47 / 70	22 / 32	30 / 36	46 / 64	37 / 48	30 / 46	
Red Jacket		12		42 / 58	**12 / 18**	26 / 30	33 / 46	28 / 38	**11 / 12**	26 / 30	
Victor			**19 / 24**	41 / 58	24 / 36	33 / 42	29 / 38	40 / 56	**18 / 22**	**12 / 14**	

Source: Distances based on Google Maps results. Travel time estimates include 2 numbers, the first from Google Maps representing private vehicles and the second using 30 miles per hour as a conservative estimate of bus travel from school to school rather than from student houses.

It becomes immediately obvious that travel time is a challenge in this model. There are only 10 combinations of high schools (out of 36) that are within a 25 minute bus ride, one way. Furthermore, Naples has no districts within this parameter. For context, all Ontario County districts have bused students to the Finger Lakes Career and Technical Center, which using the bus speed estimate, requires 14 – 54 minutes of travel time one way.

The cost for transporting a student to a host district is calculated by multiplying the distance by the cost/mile. This cost is then doubled for a roundtrip cost. Finally, the roundtrip cost is multiplied by the number of school days in the year. [33]

Transportation costs are reimbursed by the state at district-specific rates. Here, we use a weighted average of 78%. This means the actual costs for some districts may be higher or lower than what we calculate here.

Table 49 (on page 89) includes the annual cost a sending district would pay to transport one student to a neighboring district within 25 minutes of travel time. Note that Naples has no such neighboring district. It also includes the program costs that would be associated with this model of sharing. Annual transportation costs range from $8,400 to $17,000 before state aid, and from $1,850 to $3,700 with aid applied.

[33] CGR uses $3.90 for a cost/mile. This estimate was arrived at through canvassing the Ontario County districts and benchmarking nationally. 180 instructional days is the NYS minimum; district calendars vary so this was used for estimation purposes.

Programming Costs

The other key cost is tuition that the host district will charge to sending districts. To establish a logical price point, we approximate the share of teacher workload that each student represents. Assume that each teacher teaches five instructional periods a day, and that there are 20 students in each class.[34] Using the assumption that each teacher teaches 100 students each day, we state that each student bears 1/100 of the teacher's salary.[35]

Table 48 lays out the tuition fee that each host district could charge per student. It includes a 10% charge for supplies that would be used while the student is attending the satellite class at the host district (e.g. copies, materials, toiletries, etc.).

Table 48

Host District Tuition Charged to Sending Districts (includes share of teacher salary and supplies charge)				
School District	**Total Teacher Cost**	**Student Share of Teacher Cost; (1/100th)**	**10% Overhead for Supplies**	**Tuition Charge**
Bloomfield	$68,453	$685	$68	**$753**
Canandaigua	$74,621	$746	$75	**$821**
Geneva	$73,090	$731	$73	**$804**
Honeoye	$69,642	$696	$70	**$766**
Marcus Whitman	$69,074	$691	$69	**$760**
Midlakes	$67,057	$671	$67	**$738**
Naples	$67,701	$677	$68	**$745**
Red Jacket	$67,640	$676	$68	**$744**
Victor	$75,312	$753	$75	**$828**

Total Teacher Cost calculated based on salary scales for 15 years, with Masters, and 35% fringe benefits.

Once we have set the host school tuition charge, we can calculate the total cost a sending district would spend to provide a student with access to a class at a host district. This total cost includes the tuition and transportation.

[34] These are estimates for modeling purposes, as both contractual course load for secondary teachers and class size varies across districts.
[35] To calculate the cost of this share, we use an average teacher salary. CGR calculated this by averaging the salary a teacher with 15 years seniority and a Master's degree would receive in each district. A 35% fringe rate for benefits is applied to the salary.

Table 49 outlines the total potential cost outlay for a sending district—transportation and tuition. BOCES aid is not calculated here, for two reasons. First, this model could in theory be pursued with or without BOCES, so pricing it without aid is the most conservative approach—i.e., the satellite COSER could make it cheaper for districts to participate. Second, BOCES aid is reimbursed in the following year, so districts still pay out of pocket initially.[36]

The annual per student cost ranges from $2,600 to $4,500, after transportation aid is applied. This cost would go down if more students participated, because the transportation costs would be distributed among more students. CGR also notes that if existing bus runs to BOCES or other student placements could be utilized, the transportation costs would also be mitigated.

Table 49

Sending District Cost for One Student for One Course (transportation and tuition) Note: transportation cost remains fixed for multiple students, lowering per student cost					
Sending District	High schools within 20-25 minutes travel*	Cost of one round-trip bus run for school year**	Local transportation cost after 78% reimbursed by state***	Tuition or program cost (per student)	TOTAL cost to send one student to one course at neighboring school
Bloomfield	Canandaigua	$12,636	$2,780	$821	**$3,601**
	Honeoye	$16,848	$3,707	$766	**$4,473**
	Victor	$9,828	$2,162	$828	**$2,991**
Canandaigua	Bloomfield	$12,636	$2,780	$753	**$3,533**
	Marcus Whitman	$16,848	$3,707	$760	**$4,466**
	Midlakes	$16,848	$3,707	$738	**$4,444**
	Red Jacket	$8,424	$1,853	$744	**$2,597**
	Victor	$15,444	$3,398	$828	**$4,226**
Geneva	Midlakes	$15,444	$3,398	$738	**$4,135**
Honeoye	Bloomfield	$16,848	$3,707	$753	**$4,460**
Marcus Whitman	Canandaigua	$16,848	$3,707	$821	**$4,527**
Midlakes	Canandaigua	$16,848	$3,707	$821	**$4,527**
	Geneva	$15,444	$3,398	$804	**$4,202**
	Red Jacket	$12,636	$2,780	$744	**$3,524**
Naples	NONE				
Red Jacket	Canandaigua	$8,424	$1,853	$821	**$2,674**
	Midlakes	$12,636	$2,780	$738	**$3,518**
	Victor	$16,848	$3,707	$828	**$4,535**
Victor	Canandaigua	$15,444	$3,398	$821	**$4,219**
	Bloomfield	$9,828	$2,162	$753	**$2,915**
	Red Jacket	$16,848	$3,707	$744	**$4,451**

* Refer to distance and time table; travel time is estimated using car and bus speed estimates.

**This cost is the same for one student or for a full bus load. Transportation cost is determined by using $3.90/mile and 180 school days. Cost includes all transportation costs, including driver salary divided by annual miles; estimate calculated by CGR using Ontario County districts and benchmarking to national sources. 180 days was chosen in light of NYS requirements.

***Each district has specific reimbursement rates; CGR calculated a weighted average of 78%.

[36] BOCES aid is still taxpayer dollars, as it comes from the state; it does reduce the local cost.

Fiscal Analysis and Feasibility of Satellite Programming

While a student exchange could certainly expand access for students, it doesn't reduce costs or generate revenue for all districts. First, not all districts have the potential to participate within the selected travel time parameter. But even beyond that, this model doesn't allow districts to realize cost savings in that they are not reducing staff or other expenses. However, if a critical mass of students were sent to a host school to participate in a very low enrollment course, it would generate revenue and therefore make that particular teacher more "affordable," thus off-setting costs through efficient use of staff resources.

In very pragmatic terms, this option is feasible because we know it is being implemented in Wayne County. It provides a mechanism for districts to afford costly instructional opportunities at the same time it allows them to expand educational offerings. Because this model involves moving students physically to other districts, there are logistic challenges such as transportation costs, travel time and scheduling differences.

Naples is a prime example of the travel constraint of this model. It offers the only Mandarin Chinese course in the County and because of its distance from other districts, does not have any feasible partners under this student exchange/satellite model. Even raising the limit to 30 minutes does not allow Naples to participate.

Therefore, in reality this is a solution that may help some districts and some students for a while, but it does not solve the long-term pressures districts face. It is however, a first step toward more regional collaboration.

Implications to consider include:

- Travel time and cost will likely limit student and district interest in participating;
- Scheduling is likely to prove difficult as districts operate on different calendars and bell schedules;
- This type of BOCES-sponsored satellite program is allowed under Ed Law 1950, but there is no prior precedent other than the Wayne COSER;
- Student and district demand would need to be assessed in order to identify the most appropriate areas of specialization;
- This type of satellite model could be implemented in multiple variations, to varying extents. Students could travel for 1 period, or a block of 2-3 periods. To reduce travel concerns, or to make the travel more worthwhile, it could be structured to take place in junior or senior year

around a set concentration of courses. Or, it could be offered in conjunction with other alternative work or learning experience.

Realistically, this type of satellite programming would be most effective if it did not require physical transportation of students. Distance learning, discussed in the following section, could become a logical and powerful way of extending the concept of this model.

Expanding Educational Opportunity through Virtual Learning

The concept of virtual, distance, or online learning (and passionate views for and against it) repeatedly emerged in both interviews and public forums. Technology has the potential to dramatically change opportunities offered to students, but many of the options will require fundamental shifts in the way we organize, assess, fund and staff schools. An assessment of how, when and whether this happens is much larger than the scope of this study, but here we provide an overview that enables informed dialogue moving forward.

For clarity, definitions are presented.[37]

Online learning: education in which instruction and content are delivered primarily via the Internet; interchangeable with **virtual learning**. These courses are often **asynchronous**, meaning that students do the work at various times and places and that communication primarily takes place through email or discussion threads.

Distance learning: general term for any educational activity in which participants (teacher-student or student-student) are at a distance from one another. These activities or courses often have a **synchronous** timeframe, meaning that students and teacher are interacting in real time, via interactive communications technologies like video conferencing. Sometimes used interchangeably with online learning.

Virtual or online schools: schools which only exist online. These can be run by independent vendors, charters, or by states. Florida, Pennsylvania and many other states have statewide virtual schools. New York does not.

Blended learning: a hybrid approach in which students learn in part through supervision at a bricks-and-mortar location away from home and in part through online delivery.

[37] International Association for K-12 Online Learning (iNACOL)

Each of these can be designed and offered in a variety of settings and structures; state policy dictates much of this, but local districts have a role in these determinations as well. For example, students can take online courses from home or from a supervised computer lab at school. Some places allow online learning for credit recovery or for supplemental educational services only, while others make it available and even require it of all students. There is also a spectrum in terms of staffing; certified teachers, teachers' aides or non-instructional staff can all supervise students on computers.

Emerging Field, Emerging Impacts

The National Center for Educational Statistics is only recently beginning to get a handle on how many students are participating in distance learning and on the various ways in which districts are utilizing online education. The NCES's inaugural national survey reveals these patterns of use for distance/online learning in public schools for academic year 2009-10[38]:

- 55% of districts reported having students enrolled in some form of distance learning courses;
- These districts reported enrolling over 1.8 million students;
- 75% of districts received the courses from a provider external to their district: 50% from post-secondary institution, 47% from vendor and 33% from state-run virtual school;
- Credit recovery (earning credits for failed courses), dual enrollment (college and high school credit) and AP courses top the list of types of online courses provided.

Distance learning is an emerging field with no definitive data on outcomes or on cost savings as of yet. It seems plausible that technology could both increase outcomes and decrease costs, but there is not enough evidence to prove either of those yet. Certainly there are studies showing student gains, often amongst the most at-risk students such as over-age, under-credited students. But, like all educational strategies, there are also examples of less effective programs. On the cost-savings side, there is limited ability to compare costs at present; furthermore there does not seem to be a desire to evaluate solely on the basis of cost.[39] Nonetheless, participation is growing rapidly and it seems apparent that the future will include more widespread use of distance learning. The policy landscape

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[38] Distance Education for Public Elementary and Secondary School Students: 2009-10 First Look can be found here: http://nces.ed.gov/pubs2012/2012008.pdf .

[39] For those interested in more in-depth discussions of the policy and impact of distance learning, the "Creating Sound Policy for Digital Learning" series is useful. These 5 papers can be found at this site: http://www.edexcellence.net/ .

that will enable quality development, data collection, research, accountability for providers, and dissemination of effective practice is really in its nascent stage.

New York State Policy Guidance Lagging

Compared to other states, New York has allowed or enabled little in the way of online learning. A 2011 profile of states digital policies, *Keeping Pace* documents the ways NY is somewhat behind the curve in exploring these options: fewer course enrollments; lack of statewide approach, provider or policy; and limited access for students. [40] For context, 40 other states have statewide virtual schools or state-led initiatives.

The Board of Regents and NYSED have taken recent actions to provide state level guidance or changes that begin to address the lack of policy. In February 2010, the state educational technology plan included a provision for opening a statewide virtual school, although there has not been movement since.

More immediately relevant to Ontario County districts are the modifications and clarifications around graduation and seat time requirements. The July 2011 changes allow more flexibility in what online courses can "count" for credit, and reduce some of the restrictions on how much face-to-face vs. online interaction is required.

Implications to Consider

All districts in Ontario County have used some form of online or distance learning at some point, and all believe that making more extensive use would be advantageous in terms of expanding access to opportunities for students. However, there are very real implications and barriers:

- Already mentioned is NYS's lack of flexible policy. Seat time requirements and a lack of a state-led virtual initiative or school all make it harder for districts to jump in.
- Developing and implementing distance learning is subject to collective bargaining negotiations. Currently districts cannot subcontract "unit work" out, and instruction is unit work. To enroll a student in an online course, district and labor leaders have to attest that it will not result in a reduction in force (layoff) of teaching staff. Thus, a district can opt not to offer a particular class and then participate in that course through distance learning from a host teacher at another district, but it cannot do so if that involves laying off the teacher who previously taught that class.

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[40] http://kpk12.com/

Teachers' unions understandably approach distance learning cautiously both in terms of instructional practice and in terms of job protection. It is clearly an area in which policy discussions need to be had to explore the ways in which technology could potentially expand educational opportunity and help provide sustainable staffing models for school districts.[41]

- Statewide, BOCES, as their counterparts do in many other states, have taken the lead in sponsoring consortia that offer online courses to component districts or to other BOCES. There are still assurances and processes that protect instructional jobs in the home districts.
- The inconsistency of bell schedules is also a challenge for an online consortium. Distance learning requires common time for students in one or more schools to take a class with a teacher who follows an entirely separate school day.

  There are consortiums like the Oneida-Herkimer-Madison BOCES that have successfully navigated these scheduling challenges, though not easily.[42] Taking steps to align the Ontario County bell schedules is also possible if there was a reason and desire to do so.

Budget Discussion

Distance learning is most typically purchased through a BOCES. Wayne-Finger Lakes BOCES (WFL BOCES) operates Accelerate U, a range of online courses taught by certified teachers. There is a set program fee of $655/ student for each course. As a BOCES service, this is aidable, which means that it is more affordable for districts to enroll students.

As noted, using this option to drive or offset reductions in staff is not permissible, thus districts are not likely to realize significant cost savings through the use of distance learning. Right now, paying for an online course is an added expense, albeit a worthwhile one on a student-by-student basis. However, shrinking enrollments and the predicted reductions in teaching staff mean that at some point, districts will no longer be able to provide certified teachers in very specialized areas such as AP Calculus, AP Physics, or foreign languages.

When this happens, distance learning may go from a "nice extra" to a necessary cost. At that point, the online fees would be added to a lower baseline cost because staffing will be at lower levels.

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[41] Further resources include NYSUT's "A Guidance Paper on Virtual Learning in NYS" and Fordham Institute's "Teachers in the Age of Digital Instruction."

[42] An example of how multiple district scheduling can work: http://www.oneida-boces.org/infotech/PDFs/DistanceLearning/2011_2012/Video_DL_schedule.pdf

As the use of blended learning continues to evolve, there are also potential cost-efficiencies that do not involve reductions in staff. Distance learning could enable schools to utilize teacher time in different ways, and then reallocate that time to instructional tasks. For example, online learning under supervision of an aide can provide students with review activities that used to happen during regular class time, freeing up some of the teacher's time. That time can then be directed to a more impactful instructional task such as small-group remediation or enrichment.

Potential Grant Opportunity

If Ontario County districts are interested in moving more aggressively into the arena of distance learning, working through the WFL BOCES is a potentially viable option. In December 2011, the BOCES and its component Wayne districts were awarded a $310,000 federal distance learning grant. This collaborative action stemmed from the Wayne County regional study and ensuing partnerships.

That grant will equip each participating school with the necessary distance learning equipment for high definition video conferencing, provide the technological support infrastructure at BOCES, and enable the consortium districts to participate in a host of distance learning options. In this case, the cost to districts was negligible because of the grant. Furthermore, educational access will absolutely be expanded.

Given this, one of the most immediately viable ways forward would be for interested Ontario County districts to explore whether and how they can capitalize on the new consortium in their "eastern backyard" to be more cost-efficient and expand opportunities for students. Participating in that consortium or applying for the next round of grant funding could be options.

Budget Summary and Cost sharing

Setting the grant opportunity aside, the basic costs for pursuing a distance learning model would be similar to the satellite exchange model outlined above, swapping the transportation costs for the equipment and professional development.

For the sake of the model, we assume that each of the nine districts will host one distance learning class and participate in as many as they like. Location does not apply in the same way for distance learning, because the equipment is mobile within each school—making virtually any course a possible offering, within class size limits.

Technology Costs

While all Ontario County districts have past experience with now outdated distance learning, by all accounts newer video teleconferencing technology makes today's version of distance learning far more interactive and satisfying than many of us can imagine. CGR is relying on the advice of experts who report that a POLYCOM High Definition HDX7000

mobile cart would be quite sufficient to launch distance learning. Under this model, each school would have the ability to send and receive instruction. There are other "extras" that some districts would opt to purchase over time, such as multiple television screens, but these are not necessary at first.

The basic equipment would cost each district between $13,000 and $17,000 in year one.[43] Purchased through BOCES, this is an aidable expense and would therefore be reimbursed in year two. CGR assumes that each cart would be serviceable for at least five years. Table 50 shows the expense and reimbursement for each district; net costs range from $3,000 to $7,200, based on aid ratios.

Table 50

Initial Cost of Distance Learning Equipment				
School District	Out-of-Pocket Cost of POLYCOM cart	BOCES aid ratio	Reimbursement in next year	Net Cost for POLYCOM
Bloomfield	$17,000	0.77	$13,124	$3,876
Canandaigua	$17,000	0.71	$12,002	$4,998
Geneva	$17,000	0.79	$13,498	$3,502
Honeoye	$17,000	0.66	$11,271	$5,729
Marcus Whitman	$17,000	0.65	$11,101	$5,899
Midlakes	$17,000	0.83	$14,025	$2,975
Naples	$17,000	0.58	$9,775	$7,225
Red Jacket	$17,000	0.82	$13,991	$3,009
Victor	$17,000	0.71	$12,019	$4,981

There are also infrastructure costs associated with distance learning. Our interviews found that the basic infrastructure exists at Ontario County high schools. However, there is still a level of infrastructure needed to operate a network or consortium such as outlined in this model. Using the Wayne County grant experience as a guide, CGR estimates an initial cost of $20,000 to each district, in this case paid to BOCES to purchase consortium items such as streaming and bridging devices. This fee would also include a level of coordination and scheduling support. CGR stresses that this is just an estimate and would need to be worked out with participating districts and BOCES.[44] Suffice it to say, there is likely to be some annual fee related to infrastructure, but it is possible that it would

[43] Prices vary among vendors who quote different prices based on quantity and timing of the order. Purchasing through BOCES is an option that should be explored.
[44] Even the NYS Distance Learning Consortium (informal network of BOCES) has not been able to collect comparable data in order to provide a solid benchmark or estimate.

decline substantially after the initial investment. Table 51 outlines the cost and reimbursement if participating in a BOCES consortium.

Table 51

Initial Fee Estimated for Infrastructure Support* Some portion of fee is likely to be annual; BOCES is an option				
School District	Infrastructure Fee (annual)	BOCES aid ratio	Reimbursement in next year	Annual Net Cost
Bloomfield	$20,000	0.77	$15,440	**$4,560**
Canandaigua	$20,000	0.71	$14,120	**$5,880**
Geneva	$20,000	0.79	$15,880	**$4,120**
Honeoye	$20,000	0.66	$13,260	**$6,740**
Marcus Whitman	$20,000	0.65	$13,060	**$6,940**
Midlakes	$20,000	0.83	$16,500	**$3,500**
Naples	$20,000	0.58	$11,500	**$8,500**
Red Jacket	$20,000	0.82	$16,460	**$3,540**
Victor	$20,000	0.71	$14,140	**$5,860**

*Infrastructure associated with distance learning includes bridging and streaming devices, software liscencing and coordination on the scheduling, etc. Many districts contract with BOCES, making such services aidable. CGR has assumed $20K annually, which may be a high end estimate.

Programming Costs

Three main costs are factored into the instructional side of this model: (1) tuition, which is the teacher; (2) supervision by an adult; (3) professional development for teachers and supervising staff as this is implemented.

1. Here we employ the tuition costs that we calculated in the student exchange model. Each host district has a fee that they would charge for students to "attend" class virtually; this cost is based on the student share of an average teacher salary. (See Table 48.)

2. Supervision of students has a cost. When the teacher is physically in another district from the students, another adult needs to be in the room with the students who are working remotely. Different schools will opt to provide different levels of supervision which will impact the cost. A certified teacher would have a higher associated cost than would a paraprofessional or aide. Our calculations assume that a paraprofessional / aide would supervise.[45]

3. Professional development focused on distance learning is considered necessary because this is an emerging method of

[45] CGR estimated $18/hour, assumed 1.5 hours per class, for 180 school days.

instruction that most teachers have not experienced. It requires teachers to develop new ways of planning, designing and demonstrating activities, using technology and interacting with students. Even expert teachers will need new strategies for engaging students' attention and assessing learning from afar. CGR also believes that the supervisory staff should also have some training on how to effectively support students as they participate virtually in classes.

Table 52 outlines the estimated costs for enrolling students in a distance learning course hosted by another district. CGR shows cost estimates for one student and for 15 students, not knowing what initial utilization would be. The initial cost per student is roughly $7,100 but drops to about $1,200 per student if 15 students enroll.

Table 52

Estimated Programming Costs for Enrolling Students in a Distance Learning Course Note: Supervision and development costs remain fixed for multiple students					
School District	Tuition Charge	Estimated Cost of Supervision*	Estimated Cost Professional Development**	TOTAL Annual Cost for 1 Student	TOTAL Annual Cost for 15 Students
Bloomfield	$753	$4,860	$1,500	**$7,100**	**$17,700**
Canandaigua	$821	$4,860	$1,700	**$7,400**	**$18,900**
Geneva	$804	$4,860	$1,600	**$7,300**	**$18,500**
Honeoye	$766	$4,860	$1,600	**$7,200**	**$18,000**
Marcus Whitman	$760	$4,860	$1,500	**$7,100**	**$17,800**
Midlakes	$738	$4,860	$1,500	**$7,100**	**$17,400**
Naples	$745	$4,860	$1,500	**$7,100**	**$17,500**
Red Jacket	$744	$4,860	$1,500	**$7,100**	**$17,500**
Victor	$828	$4,860	$1,700	**$7,400**	**$19,000**

**CGR estimated the cost of supervision by calculating an hourly rate for instructional aides, assuming 1.5 hour of the workday and assuming 180 instructional days.*

***CGR estimated 40 hours/teacher and 10/aide at hourly rates, calculated from available data.*

Year One Expenses

If districts decide to invest in this distance learning model, the greatest expenses will occur in the first year. Using our estimates, and assuming provision through BOCES, the equipment, infrastructure fee and tuition fee would all be aidable. (It's possible that the professional development could also be provided in this way.) However, these costs are not reimbursed until the following year, so districts would need to make the initial investment. Table 53 aggregates these costs assuming that 15 students participate in year one.

The total estimated cost outlay in year one for each district to enroll 15 students in a BOCES distance learning network is roughly $50,000. After BOCES aid is reimbursed, the local share for districts ranges from roughly $10,000 - $22,000.

Table 53

Year One Investments in Distance Learning, for 15 students						
School District	POLYCOM cart	Infrastructure Fee	Tuition Charge (15 students)	TOTAL Initial Cost	BOCES aid ratio	Reimbursed Next Year
Bloomfield	$17,000	$20,000	$11,295	**$48,300**	0.77	$37,288
Canandaigua	$17,000	$20,000	$12,313	**$49,300**	0.71	$34,806
Geneva	$17,000	$20,000	$12,060	**$49,000**	0.79	$38,906
Honeoye	$17,000	$20,000	$11,491	**$48,500**	0.66	$32,156
Marcus Whitman	$17,000	$20,000	$11,397	**$48,400**	0.65	$31,605
Midlakes	$17,000	$20,000	$11,064	**$48,000**	0.83	$39,600
Naples	$17,000	$20,000	$11,171	**$48,200**	0.58	$27,715
Red Jacket	$17,000	$20,000	$11,161	**$48,200**	0.82	$39,669
Victor	$17,000	$20,000	$12,427	**$49,500**	0.71	$34,997

Feasibility and Fiscal Analysis of Distance Learning Collaboration

This model expands access to specialized classes for students, and for that reason alone may be worth exploring further. Additionally, it opens the door to key 21st Century Learning experiences if used to connect students to workplaces, dual credit, international exchanges or virtual fieldtrips.

This model offers revenue generation, not expenditure reduction. Consider a district that currently runs an AP Chemistry class with 5 students. That class costs roughly 1/5 of teacher's total compensation; or roughly $14,000. With enrollment at five, it costs almost $3,000/student.

If distance learning "virtually" brings 15 students in from surrounding districts, each paying a program fee of $750, that host district just increased its revenue by $11,250. That is a significant portion of the teacher salary; this is one of the few ways to realize productivity gains in schools.

If Ontario County districts opt to pursue distance learning more aggressively, they will need to work closely with their teachers' unions.

The feasibility of exploring a distance learning network is enhanced given Wayne's recent activity in this area. Ontario County districts have the luxury of learning from the Wayne County experience and building on the BOCES-sponsored distance learning consortium that has just launched. Based on that experience, both in terms of costs and outcomes, Ontario County will be able to make an educated decision about whether this is a viable option.

Other Collaborative Educational Ideas

A passionate theme that consistently emerged from district interviews and public comments was a sense that "getting out of our comfort zone" and entertaining ideas about how high school could be done differently is necessary. Without modeling these options, CGR documents some of these ideas to both honor and facilitate future community dialogue:

- Expanding career-specific pathways, building programs that use workforce settings to both motivate and prepare students. WFL BOCES's New Vision Medical program at Newark hospital is an example that could be expanded into other industries. Students expressed interest in forensic, veterinary and environmental sciences, as well as architecture and culinary arts.
- Creation of 1 or 2 regional magnet programs. A School of the Arts or a STEM (science, technology, engineering and math) focus seem to be the most popular requests.
- Alternative pathways and settings for students who are at-risk of dropping out. This might entail more online learning, flexible hours, and more hands-on activities. Utilizing BOCES or developing district partnerships are options.
- Pursuing more formal and aggressive early college or dual enrollment models, where students earn more college credit in high school and perhaps take courses at Finger Lakes Community College campuses. There is a new model in the Ballston Spa (NY) school district that partners with its local community college that would serve as a starting point for discussion.
- Overhauling the junior and senior year of high school, so that those two years become something distinct from the more "traditional" current model. This could be designed as a regional system in which students remain in their home district through 10th grade and then have several options for their course of study in 11th and 12th grade. Picture a menu of "academies" which could be themed around academic disciplines or career interests.
- Regionalizing athletics or extracurriculars. Clusters of schools could be "sports partners" enabling them to field teams currently in jeopardy. Several large school districts with multiple smaller schools use this approach, as do non-school leagues.

Non-instructional Shared Service Opportunities

Thinking beyond organizational or municipal boundaries—lines drawn on a map—is difficult to do, but doing so has the potential to allow better decision making about how and where to use scarce resources.

Consider a hypothetical example such as a school district and its city that both build a new bus garage near each other. Two buildings would cost more than one larger one, had they planned and built together. This over-simplified example illustrates how thinking regionally has the potential to save costs over the long haul.

On a larger scale, regionalizing entire functions, such as transportation has benefits as well. Imagine a regional entity that could look at all student locations and design the most efficient routes, regardless of school district lines. It might be more efficient for all students in one area to be picked up by one bus that had two destinations than for two buses to drive separately. One study of the regional transportation function also points to savings on insurance, staffing and capital costs when there is one coordinated authority. (It should be noted that for many of these efficiencies to be realized, some schools need to have common start and end times—which could happen if acting regionally.) In NYS, transportation efficiencies are not often looked at aggressively because it is often reimbursed by the state at high rates, but the principle could apply to other functions as well.

CGR learned of many proactive examples in which Ontario County districts have or are studying shared services with other districts and/or with their municipalities. These include:

- Increasing participation in the BOCES-run Central Business Office (CBO) for functions such as payroll and accounting;
- Studying the feasibility of creating a CBO with other districts;
- Exploring or piloting shared positions such as athletic director, food service director, transportation or technology staff;
- Studying potential cost savings through athletic team mergers with neighboring districts;
- Pursuing shared facilities or utilities with municipal governments;
- Leasing space to BOCES or to municipalities.

While many of these collaborations seem commonsense, they are not easy to achieve as they initially cause disruption and the payoff is often long-term. However, CGR would encourage communities to support these types of endeavors, to determine how non-instructional resources can be most efficiently used.

We also note that sharing of services or facilities farther away from the classroom can seem less threatening, and are therefore a good place to start working together as a region.

APPENDIX

A – Inventory of High School Programming

B – Student Survey Results

C – Blank Student Survey

D – Draft Implementation IMA

Appendix A: Inventory of High School Programming

The following tables compile the courses, athletics and extracurricular offerings of each of the 9 high schools in Ontario County. Information was supplied by the districts through course catalogues and staff in each district, and was checked by district staff as well. While every effort has been made to ensure accuracy, there are some differences across districts that make direct comparisons challenging. For example, districts like Canandaigua include all potential courses approved by the Board of Education, which is more than the actual courses that are staffed and scheduled when school starts. Another challenge is that the same activity such as chorus may be offered as an elective course during the school day in some districts, while others offer it as an extracurricular after school. In short, these tables provide a very good picture of the range of offerings across the nine districts, but readers should use caution in drawing firm conclusions.

Academic Offerings

There are two sections here, the first an inventory of all courses offered, and the second focused on higher level courses offered.

Course Inventory

The table below shows the total number of course offerings in each district, by subject area. Tables on the following pages are the full course inventory, which CGR arranged into categories or subject areas. There is a pinkish total line for each category. Acronyms such as FLCC, SUPA and RIT designate courses that bear college credit from Finger Lakes Community College, Syracuse or Rochester Institute of Technology. BOCES courses were excluded from this inventory because all districts have the opportunity to send students to the same programs and it varies based on student interest.

Number of Course Offerings by Subject Areas									
Department	**Bloomfield**	**Canandaigua**	**Geneva**	**Honeoye**	**Red Jacket**	**Marcus Whitman**	**Midlakes**	**Naples**	**Victor**
Art	10	18	9	**21**	**8**	10	9	12	14
Education	0	1	1	0	0	0	0	0	0
English	7	**29**	12	7	10	11	**5**	8	9
Foreign Languages	10	**18**	11	10	13	13	**7**	10	**7**
Math	**5**	**19**	8	9	7	9	9	9	15
Misc.	0	3	3	0	1	3	0	1	1
Music	5	6	5	**4**	**7**	5	**4**	5	**7**
Physical Education	3	**7**	**2**	**2**	3	4	3	3	**2**
Science	13	14	**8**	10	9	**16**	**8**	10	9
Social Studies	**7**	10	9	8	8	11	8	**11**	10
Career & Technology	17	**37**	23	16	15	18	26	15	16
TOTAL	**77**	**162**	**91**	**87**	**81**	**100**	**79**	**84**	**90**

Note: Canandaigua's total includes 30 courses that were approved by the Board but not actually offered once the scheduling for students was completed.

Course Offerings in Each District									
	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
Art									
Advanced Art I			x			x		x	
Advanced Art II			x						
Advanced Drawing				x					
Advanced Painting				x					
Animation	x							x	
Art History		x			FLCC			x	
Ceramics I	x	x	x	x		x	x		x
Ceramics II		x	x	x		x			x
Comic Book Illustration								x	
Commercial Art and Graphic		x		x	x			x	x
Computer Graphic Design	x	x	x	x		x		x	x
Computer Illustration	x			x					
Contemporary Crafts		x							
Digital Art						x			
Drawing & Design I	x	x		x				x	
Fibers				x					
Functional Arts	x								x
Independent Art		x							x
Jewelry I		x		x			x	x	
Jewelry II		x							
Multicultural Art I									x
Multicultural Art II									x
Oils & Watercolors							x		
Painting	x			x					
Photography I	x	x	x	x		x	x	x	x
Photography II						x			
Printmaking		x		x					
Sculpture	x	x	x	x	x			x	x
Senior Portfolio in Fine Arts				x			x		x
Senior Portfolio in Media Arts				x	x				
Studio in History and Design of							x		
Studio Art (2-D and 3-D)	x	x	x	x	x	x	x	x	x
Studio Drawing and Painting I		x	x		x	x	x	x	x
Studio Drawing and Painting II		x			x	x	x		x
Studio Drawing and Painting III		x							
Studio Drawing and Painting IV		x							
Studio in Media Arts				x	x				
Studio in Video				x					
Visual Communications in Print				x					
Visual Communications on the				x					
ART TOTALS	10	18	9	21	8	10	9	12	14
Education									
Foreign Language Teaching		x							
Teaching Assistant Program			x						
EDUCATION TOTALS	**0**	**1**	**1**	**0**	**0**	**0**	**0**	**0**	**0**

	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
English									
African American Literature		x							
Arthurian Legends ACE		x							
Creative Writing	x	x							x
Drama Literature	x								
English 101		FLCC		FLCC	FLCC				
English 102		FLCC		FLCC	FLCC				
English 9 Regents	x	x	x	x	x	x	x	x	x
English 10 Regents	x	x	x	x	x	x	x	x	x
English 11 Regents	x	x	x	x	x	x	x	x	x
English 12 Regents		x		x	x	x	x	x	x
English Pre-AP 9			x						x
English Pre-AP 10			x						
Films of Hitchcock		x							
French Cinema						x			
Freshman English			FLCC						
Graphic Novels ACE		x							
Harry Potter I		x							
Harry Potter II		x							
Hero in Children and		x							
Honors English 9		x			x				x
Honors English 10		x			x	x	x	x	
Honors English 11			x		x	x		x	
Honors English 12		FLCC	FLCC	FLCC		FLCC		x	
Intro to Literature			FLCC						
Irish Literature ACE		x							
Journalism I		x	x			x			x
Journalism II		x	x			x			x
Mythology and Allusion ACE		x							
Non-fiction Writing ACE		x							
Poetic Forms ACE		x							
Shakespeare ACE		x							
Short Stories ACE		x							
Speech and Debate	x	x	x		FLCC			SUPA	
Survey of American Film ACE		x							
Theatre and Drama		x				FLCC			
World Literature ACE	x	x							
ENGLISH TOTALS	**7**	**29**	**12**	**7**	**10**	**11**	**5**	**8**	**9**
Foreign Language									
American Sign Language								x	
Conversational French		x							
Conversational Spanish		x							
El Mundo Latino						x			
El Norte						x			
French 1A & 1B	x		x	x		x			
French 2	x	x	x	x	x	x	x	x	x
French 3	x	x	x	x	x	x	x	x	x
French 101					FLCC				
French 102				NAZ	FLCC				
French 103				NAZ					
French 201 (French IV)	FLCC	FLCC	x		FLCC	x	FLCC	FLCC	x
French 202 (French V)	FLCC	FLCC			FLCC			FLCC	
French Cinema		x				x			
German 2		x							
German 3		x							
German 4		x							
German 5		x							
Latin II			x						
Latin III			x						
Latin IV/V			x						
Mandarin Chinese								x	
Quebec						x			
Spanish 1A & 1B	x	x	x	x	x	x	x		x
Spanish 2	x	x	x	x	x	x	x	x	x
Spanish 3	x	x	x	x	x	x	x	x	x
Spanish 3 Honors		x							
Spanish 101				SUPA	FLCC				
Spanish 102					FLCC				
Spanish 201 (Spanish IV)	FLCC	FLCC	FLCC	SUPA	FLCC	x	FLCC	FLCC	x
Spanish 202 (Spanish V)	FLCC	FLCC			FLCC	x		FLCC	
Spanish Films		x							
Foreign Languages TOTAL	**10**	**18**	**11**	**10**	**13**	**13**	**7**	**10**	**7**

	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
Math									
Advanced Algebra & Trig								x	x
Advanced Problem Solving		x							
Advanced Problem Solving		x							
Algebra Geo-Trig		x							
Algebra II/Trig	x	x	x	x	x	x	x	x	x
Algebra AB		x	x						
Algebra ABC-1		x							
Algebra ABC-2		x							
Application of Integrated				x		x	x		
Application of Integrated		x		x					
Application of Integrated				x				x	x
Applied Mathematics				x					
Calculus		x		SUPA	x	x		x	
Career Math		x							
College Algebra								CC	x
Consumer Math						x			
Data Structure/ JAVA		FLCC					FLCC		
Foundations of Geometry			x		x	x			x
Geometry	x	x	x	x	x	x	x	x	x
Geometry Honors									x
Integrated Algebra	x	x	x	x	x	x	x	x	x
Intermediate Algebra &	x								
Intro. To Programming/JAVA		FLCC					FLCC		
Math III					x				
Math 12		x							
Math in Chess I									x
Math in Chess II									x
Math in the Real World/Math		x						x	
Pre-Algebra						x			x
Pre-Calculus	x	x	FLCC	FLCC	x	x	x	x	x
Pre-Calculus Honors									x
Pre-Geometry							x		
Statistics							SUPA		x
Technical Mathematics									x
Web Design		FLCC	x						
Advanced Web Design		FLCC	x						
MATH TOTAL	**5**	**19**	**8**	**9**	**7**	**9**	**9**	**9**	**15**
Miscellaneous									
College Study		FLCC	FLCC			x		x	
Driver's Ed					x				
High School Success			x						
Leadership		x				x			x
Student Support (Non-IEP		x							
Yearbook			x			x			
Miscellaneous TOTAL	**0**	**3**	**3**	**0**	**1**	**3**	**0**	**1**	**1**
Music									
Concert Choir/Chorus			x	x	x	x	x	x	x
Electronic Piano			x						
Foundations of Piano and								x	x
Jazz Ensemble I	x	x							
Jazz Studies									x
Jazz Choir	x								
Music Appreciation/Music in	x				x	x	x		
Music Theory Guitar								x	
Music Theory I		x	x	x	x	x	x	x	
Music Theory II		x		x					
New Jazz Ensemble		x							
Orchestra									x
Principles of Audio Technology						x			
Symphonic/Concert Band	x		x		x	x	x	x	x
Senior High Choir/Varsity	x		x		x				x
Voice					x				
Wind Ensemble		x		x	x				x
Women's Choir		x							
MUSIC TOTAL	**5**	**6**	**5**	**4**	**7**	**5**	**4**	**5**	**7**

	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
PE & Health									
11/12 Physical Education Elective		x				x			
Adaptive PE					x			x	
Eating for Fitness							FLCC		
Fitness		x							
Health Dimensions/Advanced Health	FLCC								
Health Regents	x	x	x	x	x	x	x	x	x
Human Development		x							
Environmental Health		x							
Lifeguard Training						x			
Outdoor Education		x							
Physical Education Regents	x	x	x	x	x	x	x	x	x
PE & Health TOTAL	**3**	**7**	**2**	**2**	**3**	**4**	**3**	**3**	**2**
Science									
Agriculture Building						x			
Applied Physical Science				x					
Applied Science						x			
Bio Engineering							x		
Biology			FLCC	FLCC	FLCC	FLCC		FLCC	
Chemistry Honors		x						x	
Chemistry in the Community					x	x			
Chemistry Regents	x	x	x	x	x	x	x	x	x
Chemistry/Chemistry in Action	FLCC	x	x						
Current Topics in Science							x		
Earth Science CORE		x					x		
Earth Science Regents	x	x	x	x	x	x	x	x	x
Ecology		x			x				
Environment and Society	x								
Environmental Botany			x						
Environmental Science				x/FLCC		x		x	x
Family & Consumer Science								x	
Forensics	x	x			x				x
Foundations in Science					x				
Geology of National Parks									x
Horticulture						x			
Human Anatomy & Physiology I	FLCC								x
Human Anatomy & Physiology	FLCC								
Intro to Agricultural Science						x			
Intro to Astronomy				FLCC					
Large Animal Science						x			
Living Environment CORE		x	x				x		
Living Environment Honors		x							
Living Environment Regents	x	x	x	x	x	x	x	x	x
Meterology / Astronomy	FLCC	x/SUNY		FLCC		FLCC			
Microbiology									x
Natural Disasters	x								
Physics/Conceptual Physics	FLCC	x		FLCC		FLCC		x	
Physics Regents	x	x	x	x	x	x	x	x	x
Small Animal Science						x			
Soils, Waters and Forests	FLCC								
Space Science		x							
Wildlife Conservation and						x		FLCC	
Science TOTAL	**13**	**14**	**8**	**10**	**9**	**16**	**8**	**10**	**9**
Social Studies									
Advanced Government	FLCC								
Anthropology								x	
Child Psychology									FLCC
Development			x						
Economics	x	x	FLCC	x	x	x	x	x/FLCC	x
Global History and Geo I/Global	x	x	x	x	x	x	x	x	x
Global History and Geo I/Global		x			x			x	
Global History and Geo II/	x	x	x	x	x	x	x	x	x
Global History and Geo II/		x				x			
Histroy and Effect of the CIA								x	
Honors Global 10		x			x	x			
Model Senate						x			
Music in History									x
Participation in Government	x	x	x	x	x	x/FLCC	x	x	x
Philosophy of Ethics									FLCC
Practical Law			x						
Psychology		FLCC	x	SUPA	x	x	x	x	FLCC
Public Affairs				SUPA					
Social Issues								x	
Sociology		FLCC	x	SUPA		x	x	x	FLCC
U.S. History & Government	x	x	x	x	x	x	x	x	x
U.S. History	FLCC					FLCC	FLCC		
Social Studies TOTAL	**7**	**10**	**9**	**8**	**8**	**11**	**8**	**11**	**10**

	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
Career & Technology Education									
Accounting	FLCC	x	x	x	x	x	x		x
Accounting - College Level		FLCC	FLCC			FLCC			
Agricultural Building						x			
Agricultural Science						x			
Alternative Energy/Power									x
Architectural Drawing					x		x		
ASC Intro to Computer								x	
Audio Tech						x			
Baking & Pastry							x		
Basic Electricity			x						
Building & Repairing		x						x	
Business Computer		FLCC							
Business Management				x					
Business Organization		FLCC	FLCC			FLCC			
Business Tech			x						
Cabinet Making		x							
Cake Decorating								x	
Career and Financial	x	x				x		x	
Career and Financial	x								
Career Connections				x					
CIM		x							
Civil Engineering and		RIT							RIT
Clothing & Textiles					x		x		
Communications 2002 and				x					
Communications I		x							
Communications II		x							
Communications Systems			x						
Computer Aided Design I	x	x	x		x	x	MCC	x	
Computer Aided Design II	x		x						
Computer Applications I		x		x	FLCC	x	x		
Computer Applications II							x		
Computer Integrated		RIT							RIT
Computer Science I									x
Computer Science II									FLCC
Construction Engineering				x					
Co-Op/ CEIP I		x							
Co-Op: Advanced		x							
CORE (Word, Excel,			FLCC			x		FLCC	
CSC Web Site Development		FLCC					FLCC		
Culinary Arts I							x	x	
Culinary Arts II							x		
Culture & Food			x		x				
Design Drawing for Production	x	RIT	x	x	x	x	x		RIT
Design Drawing for Production	x	RIT							
Electronics and Electricity		RIT	x		x			x	RIT
Energy & Power Technology		x		x				x	
Engineering Design and		x							x
Engineering/Drawing						x		x	
Entrepreneurship			x	x		x	x	x	
Fashion Merchandising		x							
Food for Today			x				x		
Game Design	x								
Graphic Communications			x						x
Interior Design					x		x		
International and Regional							x		
International Business							x		
Intro to College Studies		x	x						
Keyboarding	FLCC		x		FLCC			x	
Law (Business & Personal)	x	x	x	x	x			x	x
Manufacturing	x	x		x		x		x	x
Marketing						x			x
Material Processing I		x		x			x		x
Material Processing II		x							
Microsoft/Desktop Publishing	FLCC				x	FLCC	FLCC		
Networking		x							
Ownership		x					x		
Personal Finance			x				x		
Personal Notetaking		x							
Principles of Engineering		RIT					x		RIT
Product Design and				x					
Production Systems			x						
Publishing								x	
Quest					FLCC				
Residential Structures	x			x					
Small Engine Repair						x			
Smart Money				x					
Sports & Entertainment	x	x	x	x	x		x		
Survey of Economics			FLCC						
Survey of Technology							x		
Technical Drawing					x				
Transportation Systems	x	x							x
Travel and Tourism		x							
Video Broadcasting							x		
Video Production							x		
Virtual Business Management	x								
Website Design &	x	FLCC							
World of Technology		x	x			x	x		
CTE TOTAL	**17**	**37**	**23**	**16**	**15**	**18**	**26**	**15**	**16**
GRAND TOTAL	**77**	**162**	**91**	**87**	**81**	**100**	**79**	**84**	**90**

Advanced Academic Offerings

Three kinds of courses are highlighted here: International Baccalaureate Programme (IB), Advanced Placement (AP) courses, and college-credit bearing courses. CGR notes that these courses are also include in the inventory above.

The table on this page shows a total of each type of advanced offering. The following pages include an inventory of IB and AP courses. The college-credit bearing courses are represented in the previous course inventory by acronyms of FLCC, SUPA or RIT, to show the college that is awarding the credit.

Advanced Academic Course Offerings (International Baccalaureate, Advanced Placement, College credit-bearing courses)				
	# of IB courses	# of AP courses	# of college credit bearing courses	TOTAL "Advanced" Courses
Bloomfield	16	11	16	**43**
Canandaigua	23	13	26	**62**
Geneva	0	8	12	**20**
Honeoye	0	3	17	**20**
Red Jacket	0	6	16	**22**
Marcus Whitman	0	4	10	**14**
Midlakes	0	5	10	**15**
Naples	0	5	10	**15**
Victor	15	17	10	**42**
Range in # of Offerings	**23**	**14**	**15**	**48**

Source: District course catelogues and staff. Some district counts may include courses approved but not actually offered.

IB Courses 2011-12									
	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
SCIENCES									
IB Biology Year I	x	x							x
IB Biology Year II		x							
IB Physics Standard Level	x	x							
IB Environmental Systems and Society	x	x							
ENGLISH									
IB English- Year I	x	x							x
IB English- Year II	x	x							
LANGUAGES									
IB French A	x	x							x
IB French B		x							x
IB German A									
IB German B		x							
IB Spanish A	x	x							x
IB Spanish B		x							x
SOCIAL STUDIES/WORLD									
IB History of the Americas	x	x							
IB Theory of Knowledge Year I	x	x							x
IB Theory of Knowledge Year II	x	x							x
IB 20th century Topics		x							x
MATH									
IB Mathematics Standard Level	x	x							
IB Pre-Calc Math									x
IB Math Studies	x								x
IB Psychology	x								
ARTS									
IB Theatre									x
IB Visual Art Standard Level	x	x							
IB Art Portfolio									x
IB Visual Art Higher Level		x							
IB Film- Year I		x							
IB Film- Year II		x							
IB Music Theory									x
IB Music Perception and Analysis	x	x							
MISC									
IB Business & Management									x
IB Design Technology	x								
IB Economics 12 Higher Level		x							
IB Economics Year I		x							
TOTAL IB OFFERINGS	**16**	**23**	**0**	**0**	**0**	**0**	**0**	**0**	**15**

AP Courses 2011-12									
	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
SCIENCES									
AP Biology	x	x	x	x	x	x	x		x
AP Chemistry	x	x	x						x
AP Physics B	x	x			x			x	x
AP Environmental Science									x
MATH									
AP Calculus AB	x	x	x		x		x		x
AP Calculus BC		x							x
AP Statistics	x	x	x						x
AP Macro Economics		x							x
AP Economics									x
ENGLISH									
AP Language and Composition	x	x	x				x	x	x
AP Literature and Composition	x	x	x	x	x	x	x	x	x
SOCIAL STUDIES/WORLD									
AP US History and Govt	x	x	x	x	x	x	x	x	x
AP US Govt and Politics		x				x			x
AP World History	x	x	x		x			x	x
AP European History									x
MISC									
AP Music Theory	x								
AP Computer Science I/II									x
AP Psychology	x	x							x
TOTAL AP OFFERINGS	**11**	**13**	**8**	**3**	**6**	**4**	**5**	**5**	**17**

Athletic and Extracurricular Offerings

This table shows the total number of extracurricular activities, including athletics. The following pages include inventories of the sports programs and extracurriculars offered in each district.

Athletic and Extracurricular* Offerings 2011-12				
District (2011 enrollment)	**# of Sports Offered**	**# of Teams Offered**	**# of Extracurriculars Offered**	**Total # Opportunities (teams + extracurriculars)**
Red Jacket (265)	11	21	10	**31**
Bloomfield (337)	16	25	16	**41**
Honeoye (280)	17	30	15	**45**
Naples (306)	13	22	25	**47**
Marcus Whitman (476)	23	35	17	**52**
Midlakes (614)	22	38	18	**56**
Geneva (714)	22	37	28	**65**
Canandaigua (1243)	30	54	26	**80**
Victor (1261)	29	53	49	**102**

**Extracurriculars are all clubs and activities that take place outside of school day. Teams include Varsity, Junior Varsity and Modified A if 9th graders play)*

Interscholastic Athletics									
	Bloomfield	**Canandaigua**	**Geneva**	**Honeoye**	**Red Jacket**	**Marcus Whitman**	**Midlakes**	**Naples**	**Victor**
Fall	**10**	**20**	**16**	**12**	**8**	**13**	**17**	**8**	**20**
Cheerleading (Fall)		V, JV	V, JV		V, JV	V	V, JV		V, JV, Fr
Boys Cross Country		V		V, JV		V			V
Girls Cross Country		V		V, JV		V			V
Co-ed Cross County	V		V		V, JV		V		
Boys Football		V, JV	V, JV		V, JV	V,JV	V, JV		V, JV, Fr
Golf (Fall)	V, JV		V, JV	V, JV		V	V, JV	V, JV	
Boys Soccer	V, JV	V, JV, Mod A	V, JV, Mod A	V, JV		V, Mod A	V, Mod A	V, JV	V, JV
Girls Soccer	V, JV	V, JV, Mod A	V, Mod A	V, JV	V, JV	V, Mod A	V, JV	V, JV	V, JV
Girls Swimming		V	V			V	V		V
Girls Tennis	V	V, JV, Mod A	V			V, Mod A	V	V, Mod A	V, JV, Mod A
Boys Volleyball		V, JV					V, JV		V, JV
Girls Volleyball	V, JV	V, JV	V, JV	V, JV			V, JV		V, JV
Winter	**6**	**18**	**11**	**10**	**7**	**11**	**10**	**8**	**17**
Boys Basketball	V, JV	V, JV, Mod A	V, JV	V, JV	V, JV	V, JV	V, JV	V, JV	V, JV, Fr
Girls Basketball	V, JV	V, JV, Mod A	V, JV	V, JV	V, JV	V, JV	V, JV	V, JV	V, JV
Boys Bowling		V		V		V		V	V
Girls Bowling		V		V		V		V	V
Co-ed Bowling	V		V						
Cheerleading Winter	V	V, JV	V, JV	V, JV	V, JV	V, JV	V, JV		V, JV, Fr
Hockey		V	V						V
Boys Indoor Track		V		V					V
Girls Indoor Track		V		V					V
Co-ed Indoor Track						V	V		
Boys Wrestling		V, JV	V, JV		V	V	V, JV		V, JV
Boys Alpine Skiing		V							
Girls Alpine Skiing		V							
Co-ed Skiing								V	V
Boys Swimming		V	V			V	V	V	V
Spring	**9**	**16**	**10**	**8**	**6**	**11**	**11**	**6**	**16**
Boys Baseball	V, JV	V, JV, Mod A	V, JV	V, JV	V, JV	V, Mod A	V, JV	V, JV	V, JV
Golf (Spring)		V, JV							V, JV
Boys Lacrosse	V, JV	V, JV	V, JV	V, JV		V, JV	V, JV		V, JV
Girls Lacrosse		V, JV	V, JV			V, JV	V, JV		V, JV
Girls Softball	V, JV	V, JV, Mod A	V, JV	V, JV	V, JV	V, Mod A	V, JV	V, JV	V, JV
Boys Tennis	V	V, JV	V	V, JV		V, Mod A	V, JV	V, Mod A	V, JV
Boys Track	V	V							V, JV
Girls Track	V	V							V, JV
Co-ed Track			V		V, JV	V	V		
TOTAL SPORTS OFFERED*	**16**	**30**	**22**	**17**	**11**	**23**	**22**	**13**	**29**
TOTAL ATHLETIC TEAMS	**25**	**54**	**37**	**30**	**21**	**35**	**38**	**22**	**53**
	Only Mod B programs	**Mixed Mods, A noted here**			**Only Mod B programs**	**Mixed Mods, A noted here**			**Mixed Mods, A noted here**

V = Varsity, JV = Junior Varsity, Mod = Modified, Fr = Freshman

*Total sports offered counts boys, girls, and co-ed sports separately. It also counts sports with more than one season, such as Fall and Winter Cheerleading, separately.

Extracurricular Offerings									
	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
Academic Quiz Bowl/Masterminds	x	x	x	x	x	x	x	x	x
Academic Decathalon									x
African Percussion Ensemble			x						
American Legion Oratorical									x
Anime Club								x	
Aquatic Leaders Club									x
ARC Volunteers			x						
Armed Forces Club									x
Art Club	x	x		x	x		x		x
Ax-CO (Acceptance Coalition)									x
Battle of the Books								x	
Big Brother/Big Sister		x							x
Biology Club			x						x
Bowling	x								x
Boys Club									x
Chess Club	x						x		x
Chorus							x	x	
Class Advisors		x	x	x	x			x	x
Colorguard	x							x	x
Community Service Club									x
Day by Day									x
Debate Club								x	x
Drama Club/Theatre Club	x	x	x	x		x	x	x	x
Ecology/Environmental Club	x	x	x						x
Explorations Club				x					
Fall Play		x				x			x
FCCLA							x		
Field Band						x			x
Film Club			x						x
Fly Fishing			x						
French Club				x		x	x	x	x
Future Business Leaders of America		x							
Future Educators						x			
Future Farmers of America						x			
Girls Leaders Club									x
Hiking Club								x	
Horticulture						x			
Interact	x	x	x						
International Club									x
Jazz Band			x	x	x	x	x	x	x
Key Club		x							x
Language Club	x								
Leo's Club						x			
Library Club							x	x	
Literary Magazine		x							x
Marching Band	x		x		x	x		x	x
Mathletes/ Math Academics Team		x	x						x
Medical Explorers									x
Men's Vocal Ensemble			x						x
Mentor Program									x
Mock Trial		x							
Model UN		x	x					x	
Multicultural Club			x						
Musical		x			x	x		x	x

Extracurricular Offerings - continued									
	Bloomfield	Canandaigua	Geneva	Honeoye	Red Jacket	Marcus Whitman	Midlakes	Naples	Victor
National Honors Society		x	x	x	x	x	x	x	x
Odyssey of the Mind		x		x					
Operation Santa								x	
Outdoor Club							x		x
Percussion Ensemble/Drumline			x						x
Quidditch Team									x
Reality Club			x						
Robotics		x						x	x
School Paper		x	x	x			x		
Science Olympiad/Club		x	x				x		
Ski Club	x	x				x		x	x
Snowshoe Club	x								
Spanish Club				x			x	x	x
Spring Play						x			
Steel Pan Band								x	
Student Gov't/Council	x	x	x	x	x		x	x	x
Student Store		x	x						x
Technology Student Assc.		x							
Tri-M Music Honor Society									x
Varsity Club			x			x			x
Varsity Singers			x						
Winter Percussion/Guard	x					x		x	x
Women's Vocal Ensemble			x						x
Yearbook	x	x	x	x	x	x	x	x	x
Youth to Youth				x			x		
TOTAL Number of Activities/Clubs	**15**	**25**	**27**	**14**	**9**	**18**	**17**	**24**	**48**

Appendix B: Student Survey Results

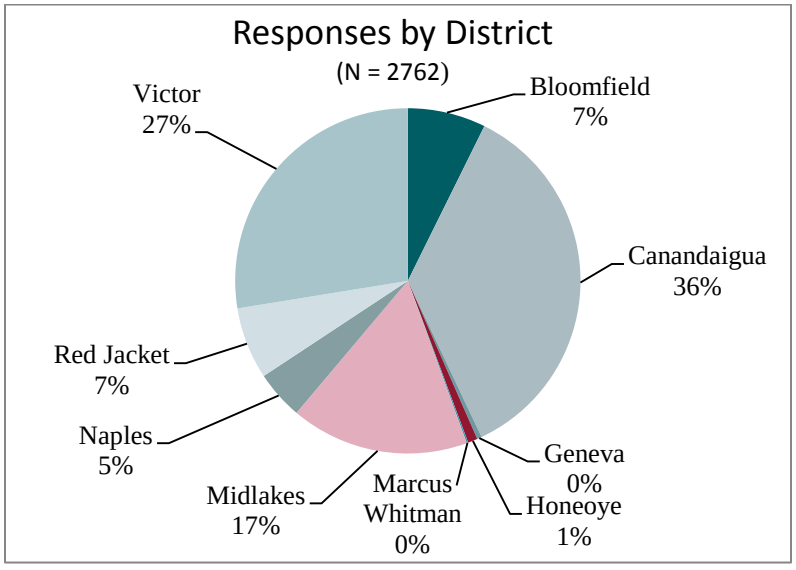
This appendix displays the responses to the "closed-ended" survey questions, meaning the questions where students selected answers from a list of options. CGR does not present the actual answers to open-ended questions, where students wrote in responses. Instead, we present the themes and categories identified in the answers.

Response rates

There are 5497 9th – 12th grade students enrolled in all Ontario County districts, and 2788 of them completed the survey, for an overall response rate of 51%. Respondents were pretty evenly distributed among grade levels: 24% of respondents in 9th grade, 28% in 10th, 25% in 11th and 23% in 12th.

Districts varied in the response rate within their school. The table shows district response rates, and the following chart show percentage of responses by each district.

Student Survey Response Rates by District		
	# of Responses	**% of high school enrollment**
Bloomfield	202	60%
Canandaigua	985	79%
Geneva	12	2%
Honeoye	25	9%
Marcus Whitman	4	1%
Midlakes	461	75%
Naples	126	41%
Red Jacket	186	70%
Victor	761	60%



Question 1

Question: *Are there opportunities, classes, or activities that you wish your school had now that it doesn't? What are they?* (Students were given three boxes in which to list class, activities and opportunities they would like to have available).

N = 1917

Top Answers:

Classes

- Foreign languages: Chinese, German, Italian, Japanese, Russian and American Sign Language.
- Science classes: AP and IB classes, animal/veterinary science, pre-med, forensics, and environmental/ecology.

Activities

- Sports: field hockey, football, rugby, volleyball, badminton, swimming, lacrosse, boxing and archery.
- Dance
- Music Ensembles
- Field Trips

Opportunities

- Job-related opportunities: job-shadowing and internships
- College preparation: more college course, application help, and scholarship information
- Travel: foreign exchange programs and travel opportunities.
- Volunteer opportunities

Question 2

Question: *Please choose up to three reactions below, after reading this scenario: Imagine that you had a chance to attend a high school with students from other areas of Ontario County. The school would have at least as many classes and activities as your current school, and maybe more. It might take up to half an hour to get there. Pick your top 3:*

N = 2853 (note that each student could choose up to 3 responses)

Answer Options	Response Count	Response Percent
Horrible idea; I love my school the way it is.	1091	**38%**
It would waste too much time to drive there.	1060	**37%**
Cool chance to meet new kids.	985	**35%**
Why would we want to do that?	899	**32%**
If there are more kids, I might not make the team or be selected for performances.	669	23%
I might have more choices for electives.	665	23%
I might have more choices for clubs or sports.	658	23%
I really don't want to mix too much with kids from other communities.	614	22%
I might not get as much attention from my teachers and principal.	567	20%
I might be able to take more higher level classes.	410	14%
Other (please specify)	350	12%

Question 3

Question: *If you had a choice of attending a high school with a theme or focus area, which would be most interesting to you? Just to be clear, you would still have to take required NYS classes, but there would be more focus on these areas.*

N = 2785 (note that each student could choose up to 3 responses)

Answer Options	Response Count	Response Percent
School of the Arts (drama, dance, studio arts, music)	932	**34%**
Math, science, technology, engineering	928	**33%**
Culinary Arts	831	**30%**
Health Sciences (medical professions, doctor, nurse, nursing tech, sports medicine)	828	**30%**
Career or skilled-labor focused (mechanics, construction and design, technicians)	547	20%
Communications and Media	478	17%
Entrepreneurship / Business / Tourism and Hospitality	466	17%
Leadership and Service	455	16%
Humanities (languages, history, literature)	399	14%
Environmental Studies (conservation, climate change, alternative energy sources)	385	14%
Other:	352	13%
International Baccalaureate (international, integrated, college-prep)	290	10%
Agricultural Sciences	178	6%

Question 4

Question: *Which 3 things matter most to you about high school, besides your friends? Choose up to 3:*

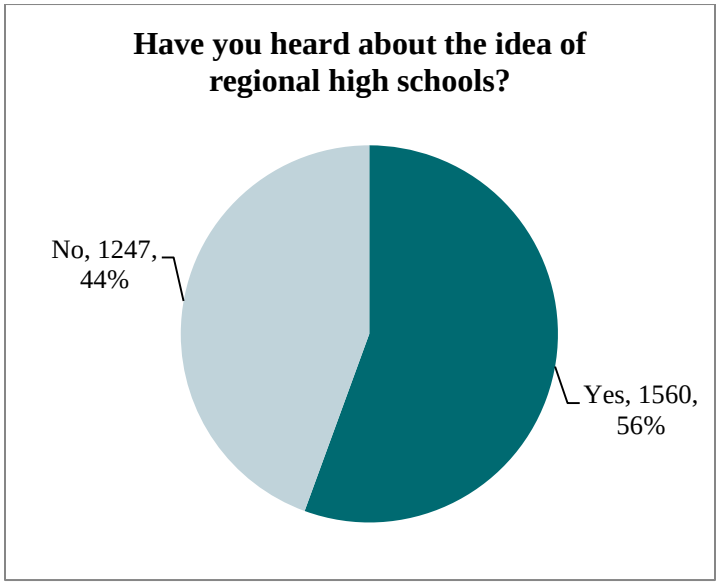
N = 2786 (note that each student could choose up to 3 responses)

Answer Options	Response Count	Response Percent
Clubs, sports and activities	1758	**63%**
Having a large choice of classes to keep my interest and prepare me for college/career	1406	**51%**
Having small classes	1138	41%
Teachers	1112	40%
The traditions and identity of this school (Examples: our mascot, my family went here, our certain rivalries.)	1022	37%
This actual building	484	17%
Other (please specify)	301	11%

Question 5

Question: *Have you heard about the idea of regional high schools?*

N = 2807



Ontario County High School Survey

You might have heard that the boards of education of all nine school districts in Ontario County are doing a study to think about what high school might be like in the future. Since you are experts on high school, we're asking for your opinions. All high school students in Ontario County have a chance to take this survey—add your voice!

Don't forget to click the "Submit" button on the last page to submit your survey. Thanks.

1. Are there opportunities, classes, or activities that you wish your school had now that it doesn't? What are they?

Classes:

Activities:

Opportunities:

2. Please choose up to three reactions below, after reading this scenario:

Imagine that you had a chance to attend a high school with students from other areas of Ontario County. The school would have at least as many classes and activities as your current school, and maybe more. It might take up to half an hour to get there.

Pick your top 3:

- [ ] If there are more kids, I might not make the team or be selected for performances.
- [ ] I really don't want to mix too much with kids from other communities.
- [ ] I might have more choices for electives.
- [ ] I might be able to take more higher level classes.
- [ ] Cool chance to meet new kids.
- [ ] I might have more choices for clubs or sports.
- [ ] Horrible idea; I love my school the way it is.
- [ ] I might not get as much attention from my teachers and principal.
- [ ] Why would we want to do that?
- [ ] It would waste too much time to drive there.
- [ ] Other (please specify)

Ontario County High School Survey

3. If you had a choice of attending a high school with a theme or focus area, which would be most interesting to you? Just to be clear, you would still have to take required NYS classes, but there would be more focus on these areas.

Choose up to 3:

- [ ] Agricultural Sciences
- [ ] Career or skilled-labor focused (mechanics, construction and design, technicians)
- [ ] Communications and Media
- [ ] Culinary Arts
- [ ] Entrepreneurship / Business / Tourism and Hospitality
- [ ] Environmental Studies (conservation, climate change, alternative energy sources)
- [ ] Health Sciences (medical professions, doctor, nurse, nursing tech, sports medicine)
- [ ] Humanities (languages, history, literature)
- [ ] International Baccalaureate (international, integrated, college-prep)
- [ ] Leadership and Service
- [ ] Math, science, technology, engineering
- [ ] School of the Arts (drama, dance, studio arts, music, etc.)
- [ ] Other:

4. Which 3 things matter most to you about high school, besides your friends?

Choose up to 3:

- [ ] Having a large choice of classes to keep my interest and prepare me for college/career
- [ ] The traditions and identity of this school (Examples: our mascot, my family went here, our certain rivalries.)
- [ ] Clubs, sports and activities
- [ ] Teachers
- [ ] This actual building
- [ ] Having small classes
- [ ] Other (please specify)

Ontario County High School Survey

5. Have you heard about the idea of regional high schools?

◯ Yes

◯ No

If 'yes,' what have you heard? If not, what questions do you have?

6. Please tell us a little about yourself.

	School District	Grade
Select your school district and grade level:		

Thank You!

Thank you for taking the time to tell us about what is important to you about your high school. We will keep this information in mind as we discuss options for the high schools in our region.

Intermunicipal Agreement
Ontario County Regional High School Study Implementation
Draft Template

The following Intermunicipal Agreement (IMA) Between:

Wayne – Finger Lakes Board of Cooperative Educational Services, located at 131 Drumlin Court, Newark, NY 14513, by and between:

Canandaigua City School District
East Bloomfield Central School District (Bloomfield)
Geneva City School District
Gorham-Middlesex Central School District (Marcus Whitman)
Honeoye Central School District
Manchester-Shortsville Central School District (Red Jacket)
Naples Central School District
Phelps-Clifton Central School District (Midlakes)
Victor Central School District

PURPOSE

This agreement provides a framework for regional consideration of the findings from the Ontario County Regional High School Study. The following districts are participants to the agreement: WFL BOCES, Canandaigua City School District, East Bloomfield Central School District (Bloomfield), Geneva City School District, Gorham-Middlesex Central School District (Marcus Whitman), Honeoye Central School District, Manchester-Shortsville Central School District (Red Jacket), Naples Central School District, Phelps-Clifton Central School District (Midlakes) and Victor Central School District.

AREAS OF AGREEMENT

A. General

The participants to this agreement will determine which, if any, options to pursue further.

The nine school districts in Ontario County, NY participated in a study on the feasibility of Regional High Schools in Ontario County, NY. The study was funded by a grant from the Department of State, Local Government Efficiency Program. The study was conducted by the Center for Governmental Research (CGR) between April 2011 and May 2012. The study produced key findings and possibilities to pursue.

B. Key Findings

1. **The overall finding is that while regional high schools are certainly feasible, they will not address the immediate needs of districts in Ontario County.**

2. **A regional group of district leaders should continue to deliberate within the regional context, elevating the broader goal of preserving and increasing access to opportunities for more of the county's children.** Decisions about facilities, creation of alternative programs, distance learning consortia, regional transportation, and shared sports teams are all examples of areas that would benefit from thinking regionally.

C. Potential Options

1. Regional High Schools - This study finds that a move toward the regional high school concept is certainly feasible, although it does not offer short-term solutions for districts. Creating a system of regional high schools in Ontario County is a long-term project with significant work required, if there is sufficient interest. The report lays out key implications that would need further study, both at the state and local level. For example, currently there is no such structure and guidance in NYS Education Law.

2. Consolidation of Districts-This option was beyond the scope of this study, and would require more formal study between interested districts. However, it is clear that the motivation to explore is high in many districts, and underway in some. It should be noted that logical partners may be outside of the Ontario County line. It would be helpful to have merger discussions within a regional approach.

3. Satellite or Virtual Programming – These options focus exclusively on expanding options for students in districts that cannot preserve/offer specialized academic courses. Students would be "transported" physically or through distance learning. Wayne Finger Lakes BOCES has a grant right now that provides a model for launching a virtual learning satellite program at the county level. Expanding the use of distance learning in particular will require policy changes at the NYS level.

4. Shared Support Services-It was beyond the scope of this study to examine the potential cost savings that might be realized by school districts sharing management/support services. Other parts of New York State have undertaken major sharing initiatives in the management services area. We note that almost every district in Ontario County has already engaged in several exploratory conversations and studies. What we propose here is a regional approach to these conversations, one that should involve districts beyond the county.

D. Process and Procedures

1. Each district's Board of Education (BOE) will review the findings of the Final Study. This review could include an open discussion about the study's findings and recommendations, and the solicitation of input from school staff and the community. Each BOE will discuss its response and potential plan of action within 60 days of report release. A BOE may decide to pursue none or some of the options.

2. Each district interested in further regional conversion will continue to send leadership to periodic working sessions. These sessions will organized and facilitated by Wayne Finger Lakes BOCES, and will follow a mutually agreed upon timeline and agenda-setting process.

E. Wayne-Finger Lakes BOCES Point of Contact

The following individual will serve as the points of contact for this program:

Project Director
Bonnie Lindsay, Associate Superintendent for Instruction
Regional Support Center, Eisenhower Building
131 Drumlin Court
Newark, NY 14513-1863
(315) 332-7285
blindsay@wflboces.org

FINANCIAL RESPONSIBILITY

Nothing in this agreement will bind any entity to any financial obligation, debt, or payment. Separate contracts which outline conditions and responsibilities for the usage of equipment and equipment usage rates in accordance with a published schedule will be signed at the time of pick-up or delivery of the equipment.

DISPUTE RESOLUTION RELATIVE TO THE IMPLEMENTATION OF THE INTERAGENCY AGREEMENT

Due to the non-binding nature of this agreement the dispute resolution process will be contained to the signatories of this agreement to resolve either during a collaborative meeting or at the convenience and method decided by each party. Nothing in this agreement shall be construed to limit any existing substantive or procedural protections of state or federal law or regulations.

NON-DISCRIMINATION

The parties shall comply with all applicable state and federal non-discrimination laws and regulations including the Americans with Disabilities Act, Section 504 of the Rehabilitation Act of 1973 and the General Education Provisions Act (GEPA) Section 427. The collaborative will ensure that system, structure, and process changes and improvements ensure equitable access to, and participation in, its federally-assisted program for students, teachers, parents, and other beneficiaries with special needs.

AMENDMENTS OR MODIFICATIONS

Any provision in this agreement may be rendered null and void by changes in federal or state law that prevent either or both parties from fulfilling the terms of the agreement. If this circumstance should arise; each party agrees to notify the other as soon as reasonably possible.

During the term of the agreement, either party that is a signatory to this agreement may submit a request to amend or modify this memorandum. When such a request is made, the parties shall be informed of the change, provided opportunities for comment, prior to the changes inclusion in the agreement.

TERM

This agreement in its present form shall be effective as of the date of signing and shall remain in effect for two years. Participation in this agreement is voluntary and any participant may withdraw from the project. Prior to the expiration of the agreement the parties shall meet to negotiate and execute a successor agreement.

In witness whereof, the participants to this agreement have caused this agreement to be executed by their respective duty authorized officers on the day and year first above written.

_____
Dr. Joseph J. Marinelli
District Superintendent, Wayne-Finger Lakes BOCES

Date_____