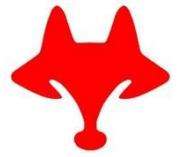




**Bedford Central School District**  
*Every Single Student, Every Single Day*

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## **Space and Enrollment Committee 2016-17**

### **Report of Work and Recommendations to the Board of Education February 2017**

Board of Education Chair:  
Board of Education Representative:  
Committee Process Facilitator:

BoE President, Mrs. Colette Dow  
Mr. Brian Sheerin  
Dr. Manno, Superintendent of Schools

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**Bedford Central School District**

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## Recognition

The Board of Education and administration would like to thank the members of the Space and Enrollment Committee 2016-17 for their time, effort, commitment and contributions to this detailed and comprehensive analysis.

Members included:

Reilly	Joanna	BHES
Lombardo	Kara	BHES
Cahill	Laura	BHES
Simone	Amanda	BHES
Owles	Sherri	BVES
Kalarchian	Carla	BVES
Marshall	Richard	BVES
Kothari	Jen	BVES
Olsen	Clinton	MKES
Charpentier	Erica	MKES
Pierce	Salvatrice	MKES
Sargisson	Will	MKES
Samaha	Steven	PRES
Malichio	Diane	PRES
Ingraldi	Barbara	PRES
Quinn	David	PRES
Hall	Caitlin	WPES
Caputo	Natasha	WPES
Lash	Jane	WPES
Pauline	Tony	WPES





### **Charge of the Committee**

The District Space and Enrollment advisory committee was charged by the Bedford Central Board of Education with providing input and insight to the Board of Education, and the Facilities, Finance, and any other pertinent subcommittee of the Board, and ultimately to the Board of Education as a whole on topics related to:

1. Available space
2. Enrollment and demographic trends across the District
3. Alternatives to effectively and efficiently maximize space utilization in a manner aligned with the guiding principles and educational mission and programs of the school district
4. Meetings will occur at least monthly

### **Committee Meetings and Process**

The Committee met seven times between October and January (Oct. 6, 18, Nov. 2, 17, Dec. 1, Jan. 5, 19). The Committee engaged in a [Decision Analysis Process](#) according to the following.

**S** – State the Decision/Issues to be Considered (Done on October 6th)

**E** – Establish and Evaluate Objectives (Started to Identify Objectives on October 6th; continued and completed identification and evaluation of objectives on October 18th)

**L** – List the Alternatives (Accomplished on November 2nd)

**E** – Evaluate the Alternatives against the Objectives (Accomplished on November 17th)

**C** – Consider and Evaluate Risks (Accomplished on December 1st)

**T** – Trust Your Work: Articulate Recommendations to the Board of Education (Accomplished on January 5th and 19th)

### **Statement of Decision and Issues to be Considered**

The Decision Statement and issues under consideration were defined by the Board of Education charge to this Advisory Committee as set forth above, and [approved by the Board of Education](#) on September 28, 2016. The Committee was advisory in nature to the Board of Education and its subcommittees, and was not empowered to make definitive decisions resulting in action. Rather, the Committee was commissioned to recommend a set of considerations and potential actions to the Board of Education for consideration. The statement of decision/issues under consideration was to recommend alternative(s) to





efficiently utilize current school space, for recommendation to the BOE Facilities and Finance Committees, and the full Board by February, 2017.

### **Establishment and Evaluation Objectives**

The Committee identified twenty-four total objectives (listed in the table below) under six broad categories:

- Class Sizes and Sections, Program
- School Climate
- Culture, and Impacts on Students' School Experience
- Fiscal Considerations
- Long-Range Impacts
- Safety

The Committee identified the most important objectives in these areas as:

- Conforming to and maintaining Board Policy class size limits.
- Maximizing the equalization of class sizes across elementary schools in the district.
- Providing or maximizing the equal distribution of programs and educational opportunities across elementary schools.
- Providing educational programs proven effective in research.
- Limiting movement or busing of children between local school regions.
- Being fiscally responsible to the District.
- Maximizing long-term feasibility for the District.
- Providing flexibility to accommodate changes in enrollment over time, such that the anticipated number of class sections will fit in each school.
- Ensuring a safe environment for students and staff.

All other objectives were given a relative weight according to these most critical objectives. Therefore, all objectives were assigned relative weightings ranging from 1 to 10 (in red in the second column of the table below).

The Committee studied various data sets in preparation for the generation of alternatives. These are included in the Appendix of this report (and can all be found on the District Website under "[District Advisory Committee Information](#)"). Such data includes but is not limited to:

- Documentation and data from last year's Space and Enrollment Committee.
- The [January 2016 Demographer's Report](#) and [presentation](#).
- A detailed [space capacity and utilization study](#) conducted by the administration during the fall of 2016.
- A thorough [summary and analysis of ESOL program delivery options](#) gleaned from the research.
- Detailed [information regarding the DLBE Program](#).





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The Committee noted substantive [decreased predicted enrollment beginning approximately with the 2020 school year](#); and, expressed concern with the actual enrollments versus the demographic study projections. These concerns are reflected throughout this analysis.

After considering the objectives and their relative importance, and reviewing relevant data, the committee engaged in a process of brainstorming and identifying possible alternatives to the “Statement of Decision/Issues under Consideration.”

### **Identification and Definition of the Alternatives**

#### **1. Maintain the Status Quo in the near-term with regard to assigned elementary schools; and, continue to evaluate actual enrollment against the Demographic Study.**

- a. Recommend the Policy Committee of the BoE consider establishing systems to ensure students attending BCSD meet residency requirements.
  - i. Consider an annual Re-registration process.
  - ii. Consider services or a position(s), such as Residency Officer, to monitor and enforce this.
- b. Consider an annual or more frequent demographic studies to ascertain the reliability on long range enrollment projections.
- c. Consider and evaluate other approaches to ESOL instructional delivery methods.

#### **2. Evaluate making [MKES a Dual Language Magnet School](#).**

- a. Determine what this means?
- b. What models exist?
- c. What are the parameters around this?
- d. Do these models result in cost increases or savings? How much?
- e. How do we choose who goes there? What is the process for application and/or selection?
- f. Where do children in the MKES current zone go if they don't choose the magnet school?
- g. What do we do if we don't fill all the non-ELL seats? Does the school become a more segregated school for ELL's?
- h. If we do this, do we create a host of Magnet Schools in other buildings, e.g. Dual Language, STEM, the Arts.
  - i. Similar questions as #2 need to be answered to define this alternative.
  - ii. How do these other magnets impact the transition to MS? By definition, MS is a broad-based education exposing students to various disciplines and interests.
  - iii. Will parents and students be upset if the magnet concept ends at grade 5.





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3. **Redistrict all current elementary zone boundaries to accomplish a more balanced enrollments in all the current elementary schools.** This alternative could include closing an elementary school.
4. **Close an elementary school and re-district as needed to accomplish more balanced enrollments in the remaining elementary schools.**
  - a. BHES - is the oldest school and has the least space
  - b. BVES - has the lowest enrollment
  - c. PRES - is geographically farthest from the central district
  - d. Would likely result in increasing class sizes, at least in the near term, to accommodate the closing of a school. The District may only increase class sizes to the contractual maximums.
  - e. There are no State class size maximums.
5. **Utilize FLMS for grade 5, close an elementary school, and redistrict the remaining elementary schools.** This alternative was deemed not viable because FLMS is at or above capacity in terms of student enrollment. It was eliminated from consideration.
6. **Some version of the Princeton Plan:** There are many permutations of the Princeton Plan:
  - a. 2 x K-2 and 2 x 3-5
  - b. 4 x K-3 schools, one 4-5 school
  - c. 4 x K-4 schools, one 5-6, and the current MS as 7-8
  - d. Maintain MKES as a DLBE school and apply Princeton plan in some manner to the other four schools
7. **Move the Hillside School/Green Street back onto school property to save on rental space.** This alternatives is a possibility regardless of the other alternatives. The administration has very roughly estimated the savings as approximately \$150K per year.
8. **Consider modifications to the MS house model that are more cost effective.**
  - a. This alternative work is already underway by a Committee of the FLMS staff and the administration.
  - b. This alternative is being pursued independent of the other alternatives.
  - c. The Space and Enrollment Committee will have great difficulty evaluating this alternative against its objectives because there are many possibilities for restructuring that required very detailed analysis for each alternative.

The Committee identified a number of questions and data needed to move forward with the evaluation of these alternatives against the Committee's stated objectives.

1. Space Capacity and Utilization of FLMS. This was completed and provided to the Committee for consideration.





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2. What are the costs associated with renting space for Hillside? A rough estimate of approximately \$150K was provided.
3. Need to somehow gauge community interest in MKES as a Dual Language Magnet School, i.e. if we did this, how many non-ELL's would opt in?
  - a. If this alternative is seriously considered, there will need to be some gauge of interest in this. However, a model needs to be defined first, and then needs to be costed. This is a project in and of itself, perhaps worthy of its own committee work.
  - b. Unintended consequences need to be identified and considered carefully. A DLBE program operates optimally with a particular balance of ELL/Native English Speakers.
    - i. Essentially a two-way program such ours benefits from having two groups of learners, more or less. What makes our program unique is that the two groups are not necessarily ELLs and non-ELL students with a home language of English or Spanish.
    - ii. We might say we have three groups – ELLs, language minority students from bilingual homes, and students from monolingual English-dominant homes. Even those lines may be blurred.
    - iii. While achieving balance in home language or ELL status is optimal, a two-way DLBE program remains truly two-way (as opposed to one-way) **as long as one of the two language group does not fall below 30% of the total participants in the program.**
    - iv. If that were to occur, then we would be running something more akin to a one-way DLBE program, in which case there might be other considerations in terms of providing ESOL service.
  - c. The administration is working on researching and costing national and regional DLBE Magnet/Choice programs.
4. Budget
  - a. Where are we for 2016-17 and 2017-18? Budget projections were provided. The district is in sound fiscal standing for 2016-17. At the time the analysis was provided, all things remaining equal, we did not forecast a significant deficit for 2017-18. At the time of this report, a shortfall of approximately \$500K is projected. This is preliminary and not yet a cause for significant concern.





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**Evaluation of the Alternatives Against the Objectives**

The Committee engaged in a systematic process of evaluating each alternative against each objective. Committee members, one objective at a time, considered which alternative best met that objective. That alternative was assigned the value of 10 for that objective. Then, each other alternative was considered against that objective with the “10 alternative” being the “measuring stick” or benchmark. In other words, the question was asked, *“If this alternative BEST meets this objective, how well does that alternative meet the objective?”* This was done for every objective and alternative and yielded the numbers in the cells in **black** in the table below.

After this arduous process was completed, for each “cell” of the following chart, the relative weight of the objective was multiplied by the number representing the performance of the alternative against the objective. This yielded a product (in blue) for each cell. For each alternative the products in each cell were summed to obtain the total in the second to bottom row of the table. For ease of comparison, percentages were assigned for each alternative, which can be found in the bottom numerical row.

Objective(s)	Weight	1. Maintain current elementary boundaries and school assignments in the near term; continue to evaluate actual enrollment against Demographic Study. Evaluate enforcement of residency requirements. Evaluate ESOL Delivery Systems.	2. Make MKES a Dual Language Magnet School.	3. Redistrict to accomplish more balanced enrollments in all the current elementary schools.	4. Close an elementary school and redistrict to accomplish more balanced enrollments in the remaining elementary schools.	5. Some version of the Princeton Plan.	6. Move the Hillside School/Green Street back onto school property to save on rental space.	7. Consider modifications to the MS house model that are more cost effective (already underway).
<b>Class Sizes and Sections</b>								
Conforms to the extent possible with class size guidelines in BOE policy (see table below). (RM)	<b>7</b>	<b>3</b> currently does not conform in several classrooms  retain sub-optimal class sizes in opt-out classes @MKES	<b>7</b> possible over subscription, could cause non-compliance with class sizes  if enough interest	<b>4</b> year 1 resolves issue, but after year 1 questionable benefits	<b>4</b> year 1 resolves issue, but after year 1 questionable benefits - also would result in larger class sizes	<b>10</b> allows most flexibility in class sizes; allows rebalancing of classes	<b>3</b> same as A1	<b>3</b> same as A1
		<b>21</b>	<b>49</b>	<b>28</b>	<b>28</b>	<b>70</b>	<b>21</b>	<b>21</b>





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Conforms to contractual class size limits.(see table below)	<b>10</b>	4 MKES 4th grade 2 from limit  40	7  70	4  40	4  40	10  100	4  40	4  40
Maximizes the equalization of class sizes across elementary schools. (JR)	<b>10</b>	5 No impact No flexibility  50	8 If enough interest...more flexible  80	7 short term flex. long term-unknown  70	2 lowest flexibility  20	10 most flexible  100	3 low flexibility  30	5 no impact  50
Achieves consistency with with most recent demographic info. (SB)	<b>4</b>	5 In line with study  20	5  20	8 yes if demographic study is consistent and true  32	10 yes if demographic study is consistent and true  40	5  20	5  20	5  20
Class sizes are large enough such that the District is being fiscally prudent. (WS)	<b>6</b>	4 some small and inefficient class sizes  24	7 if interest  42	4 good for class sizes  not necessarily fiscally prudent  24	10 most fiscally prudent  60	9  54	4  24	4  24
Accommodates the required number of classroom sections at all schools, especially at MKES (last year's committee determined sufficient space was an issue at MKES; this may have been before the	<b>8</b>	7  No class sizes are too big due to lack of classroom space	8  8	8  8	3 limits objective  10	10  10	7  7	7  7





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decision to eliminate Pre-K)		56	64	64	24	80	56	56
<b>Program</b>								
Provides or maximizes equal distribution of programs and educational opportunities across schools. (CH and BI)	9	6 Bilingual for MKES only: enrichment programs which are parent and teacher driven	6 yes, but at a price (bus rides, dollars, timing, enrollment ramifications)	8 would have to if this were a chosen resolution	9 dual language and enrichment programs likely will still be uneven depending on teachers and parents may increase resources with consolidation	10 yes, this would and could be most effective structure due to scale and focused resources, if DLBE program also offered	2	2
		54	54	72	63	90	18	18
Provides all families to apply to participate in the dual language bilingual program. (BI)	6	1 Doesn't happen	10 yes...up to a point... based on spots available	1 No	1 It does not unless families are given an option to opt in. However, this is not an option because you can't forecast future opt-ins	5 not likely due to potential space issues that will come with consolidation	1	1
		6	60	6	6	30	6	6
Provides the opportunity to opt out of DLBE at MKES or any school where DLBE exists. (CO)	6	4 Doesn't provide that	10 yes	2 No	2	7 if language program offered in all grades	2 NA	1
		24	60	12	12	42	12	6
Provides educational programs proven effective in	9	8	5 is it effective? cost?	7 yes...except the dual language program assuming it is effective	7 so long as any services and resources within that school continue to be	10 yes, assuming they are effective	4 yes, assuming effective	5





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research, e.g. DLBE. (TP)		72	45	63	63	90	36	45
Ensures adequate space for non-instructional support activities (LC)	8	7	5	10 would have to if it would occur	2 it must to institute a school closure	8	3 likely no impact, but should be studied	5
		56	45	80	16	64	24	40
<b>School Climate, Culture, and Impacts on Students' School Experience</b>								
Maintains a positive culture in each of the elementary schools. (CM)	7	10 no change	10 no impact	5 could affect student friendships & comfort	4 overcrowding concerns	3 potentially detrimental to parent involvement & school culture which version	1 high school mixed with elem. could be a problem, bathrooms?	10 no impact
		70	70	35	28	21	7	70
Limits movement or busing between schools for children. (LC)	10	10 optimal choice (no impact)	5 negative impact	1 Maximum negative impact	1 maximum negative impact, overcrowding concerns	1 maximum neg. impact, logistical problems	10 no impact if buses are not shared	10 no impact
		100	30	10	10	10	100	100
Acknowledges the diversity that exists in the elementary schools. (S)	5	5 no change	8 helps diversity	5 unknown	5 unknown	10 increases interaction across the district	5 NA	5 no impact
		25	40	25	25	50	25	25
Minimizes the time students spend on the bus. (BI)	7	10 no impact	4 for those who opted in or out, could negatively impact bus time	2 could increase or decrease bus time depending on the lines drawn - likely to be more negative	2 would negatively impact transportation time	1 maximizes bus time for all at some point	6 not for elem schools, maybe for HS students	10 no impact
		70	28	14	14	7	42	70





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Provides reasonable lunch times for children. (RM)	6	10 no change  60	10 no impact  60	10 no impact  60	2 overcrowding concerns  12	10 no impact  60	1 elem & HS couldn't share the lunchroom  6	10 no impact  60
<b>Fiscal</b>								
Provides the ability to monetize or place a dollar value on the alternative (RM)	8	10 Status Quo  80	3  24	7 transportation  56	7 transportation  56	1  8	10  80	10  80
Is fiscally responsible, i.e. it minimizes cost to the District. (SP)	9	10 Status Quo  90	5 more info needed  45	8  72	8  72	1 too expensive  9	10 need enrollment #s & spacing needs  90	10  90
Minimizes impact on the cost of transportation. (BI)	5	10 most cost effective  50	4 increases costs based on enrollment  20	8 minimal impact  40	4 increases cost  20	1 most expensive  5	10 minimal? need more data  50	10  50
Minimizes the impact of unintended consequences. (BS)	7	10 least impact  70	5  35	8  56	2  14	2  14	7  49	7  49
Minimizes the duplication of programming.	6	7 Status Quo  42	7  42	7  42	7 minimizes duplication of programs  42	10  60	7  42	7  42
<b>Long-range impacts</b>								
Maximizes long-term feasibility. (SS)	10	5 per demographic report, BV would have extra space, under utilized,  42	4 Need data to determine  42	10 based on demographic projections, would be  42	8 based on demographic projections, would be  42	5  60	2 yes, but may eliminate the possibility to  42	10  42





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		MKES would be at or near capacity		effective	effective		close an elementary school that may be a better option (\$), building costs to rent vs. use of our own facilities	
		50	40	100	80	50	20	100
Provides flexibility to accommodate changes in enrollment over time, such that the anticipated number of class section will fit in each school. (RM, AS)	9	9 Yes	3 No	10 Yes	6 Yes	8	5 estimates for hillside enrollment	10
		81	27	90	54	72	45	90
<b>Safety</b>								
Ensures a safe environment for students and staff.	10	7 Yes, but MK lunch periods over capacity in cafeteria & resources, e. g. pull out sessions in hall	8 Yes	10 Yes	9 Yes	9	3 NO big concerns re age difference and behavioral issues	5
		70	0	100	90	90	30	50
		<b>1281</b>	<b>1130</b>	<b>1191</b>	<b>889</b>	<b>1196</b>	<b>873</b>	<b>1202</b>
		<b>100%</b>	<b>88%</b>	<b>92%</b>	<b>69%</b>	<b>93%</b>	<b>68%</b>	<b>94%</b>





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Objective(s)	Weight	1. Do Nothing and continue to evaluate actual enrollment against Demographic Study. Evaluate enforcement of residency requirements. Evaluate ESOL Delivery Systems.	2. Make MKES a Dual Language Magnet School.	3. Redistrict to accomplish more balanced enrollments in all the current elementary schools.	4. Close an elementary school and redistrict to accomplish more balanced enrollments in the remaining elementary schools.	5. Some version of the Princeton Plan.	6. Move the Hillside School/ Green Street back onto school property to save on rental space.	7. Consider modifications to the MS house model that are more cost effective (already underway).
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**Conclusions about Evaluation of Alternatives**

To help interpret the table, it can be concluded that Alternative #1:

**Maintain the Status Quo in the near-term with regard to assigned elementary schools; and, continue to evaluate actual enrollment against the [Demographic Study](#).**

- a. Recommend the Policy Committee of the BoE consider establishing systems to ensure students attending BCSD meet residency requirements.
  - i. Consider an annual Re-registration process.
  - ii. Consider services or a a position(s), such as [Residency Officer](#), to monitor and enforce this.
- b. Consider an annual or more frequent demographic studies to ascertain the reliability on long range enrollment projections.
- c. Consider and evaluate other approaches to [ESOL instructional delivery methods](#).

best met the objectives identified by the Committee. The other alternatives meet the objectives to the extent noted in the last two numerical rows of the table, one row being a numerical value and the final numerical row expressed as percentages..

However, it is very important to recognize that ***the extent to which an alternative solely meets objectives does not alone determine if it is a good alternative.*** A good alternative is one which balances meeting established objectives AND assumes reasonable risk that the organization can manage and mitigate.





**Meeting  
Objectives**

**Risk**

Therefore the next phase of the Committee’s analysis was a detailed analysis of risk.

**Risk Analysis**

The Committee considered for five of the alternatives the potential negative consequences of the alternative. In addition, the Committee considered how serious or impactful it would be if that risk occurred, and the probability of that risk actually occurring.

The other alternatives, as previously noted, were either already in process in terms of analysis or deemed not viable.

**1. Maintain the Status Quo in terms of assigned elementary schools; and, continue to evaluate actual enrollment against the Demographic Study.**

<b>What could go wrong? Negative unintended consequences</b>	<b>Seriousness</b>	<b>Probability</b>
1. Failure to achieve class size equalization. Under the current model of neighborhood school and the existing boundaries, elementary class sizes could vary at each grade level across buildings. Efforts are being made during the budget process right now for 2017-18 to plan for the number of elementary sections to minimize such disparities.	M	M
2. Lack of space in Mt. Kisco Elementary School. The District demographic study shows declining enrollment over the coming years, with the most significant drop-off beginning in approximately 2020. Mt. Kisco currently has a number of classrooms used for non-instruction or other designated purposes	M	M



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which could be converted to classrooms if needed. Enrollment trends may be less predictable than some other elementary schools due to the demographics of the community.		
3. Inability of access to the dual language program to students outside the Mt. Kisco area.	M	H
4. Negative impact on “opt out” classes in Mt. Kisco due to decrease in peer interaction year over year. Is there a way to mitigate this through a model in which opt-out’s go to a designated school, and some form of lottery system is open to bring students to the DLBE program whose parents desire it?	M	H
5. No Immediate Economic benefit. There would be a savings in year one of a school closing or going to a different elementary model (e.g. Princeton Plan). That savings would carry forward in terms of cost avoidance; however, it is important to note that the year-over-year imbalance in expenses and revenue due to the property tax levy cap would continue to exist is funding structures stay the same. Unless there is a fundamental change in cost-drivers, primarily contractual compensation and benefits costs and/or a change in revenue streams, i.e. State aid and/or the structure of the property tax levy cap, the year-over-year structural budget problem shall continue to exist. It is important not to confuse the savings gleaned from a school closing with the long-term budget challenges facings BCSD. Closing a school is not a long-term budget solution.	M	H
6. Underutilizing space in District. The District conducted a space capacity and utilization analysis. In general, at this time, it appears space is being utilized effectively. Additional space in schools allows space to be designated for various useful purposes, including related services, small group instructional/tiered/ESOL support, special areas such as art, music, technology, band, strings, enrichment, etc., and space for parent organizations. These spaces	M	H



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<p>could be recaptured for general classroom use; however, a recognition that having these type of spaces available and the benefit to the school, culture, and programs is notable. If enrollment decrease projections come to fruition, at some point - approximately 2020 - the excess space may be too much and may no longer make sense to maintain.</p>		
<p>7. Students enter 6<sup>th</sup> grade from different elementary school, sometimes with different program and opportunities. This has been the case for many years. The Assistant Superintendent for C/I has been working this year closely with the ECT's and Coordinators to tighten program articulation across elementary schools. This work will continue to promote consistency of programs. There will always be some disparities, for example contributions identified by parent organization can often cause one school to have something another school does not. This is the nature of neighborhood schools.</p>	M	H
<p>8. Inability to adjust to slight increases in enrollment. Demographic projections can be wrong causing an increase in enrollment leading to oversized class sizes. The demographic study shows decreasing enrollment, with the most significant drop off occurring around 2020, so our ability to adjust to enrollment increases in specific regions of the district should not be a concern. Even if the demographic study is not completely accurate and we see increases in some regions, space exists in the buildings to open additional elementary sections to maintain appropriate class sizes. It should be noted that this comes at a cost. Currently, the administration is analyzing anticipated enrollments for 2017-18 and planning for appropriate/sustainable class sizes in the proposed budget.</p>	L	L
<p>9. Budget – cost exceeds revenue. Closing a school does not solve this long-term structural fiscal challenge. There is no doubt a savings by closing a school. The savings is felt the first year, and could contribute to</p>	M	M



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<p>increasing our dangerously low reserve amounts. However, the year-over-year structural budget expense versus revenue imbalance will continue unless the cost and revenue drivers of the District change. These are in essence contractual obligations, NY State Aid, and property taxes. Over time, the efficacy of keeping all five elementary schools open will diminish, especially around 2020 when projected enrollment significantly drops at BVES and to a lesser extent at BHES and PRES. The probability of this risk grows over time, as does the benefit and amount of the cash infusion the District will glean when it closes a school. The lower the enrollment goes, the higher the savings in the year BCSD closes a school. The key may be to plan the right year to do it.</p>		
<p>10. Community dissatisfaction with lack of action. Some will be dissatisfied with lack of action. Some would be dissatisfied with the action of closing a school or changing the elementary model. Dissatisfaction is going to occur by some with any outcome of the Committee.</p>	M	M

## 2. Evaluate making MKES a [Dual Language Magnet School](#).

<b>Potential Problem - What could go wrong? Negative unintended consequences?</b>	<b>Seriousness</b>	<b>Probability</b>
<p>1. Undersubscription to the DLBE Program. If some model is implemented which allows students to opt-out and opt-in of the DLBE program, what are the implications of not enough students subscribing? A DLBE program needs a minimal percentage of non-ELL's to function. This needs further exploration and study, which is occurring at this time, and may require a separate focused committee to evaluate the program in its entirety.</p>	H	M
<p>2. We don't know exactly what a "<a href="#">DLBE Magnet Program</a>" looks like. Extensive research and study needs to be done to determine the nature, structure,</p>	M	H



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and parameters around such a program, and the benefits, risks, and unintended consequences.		
3. Transportation for such a program could be very complicated and costly. This could significantly lengthen the time for children in and not in the program on the bus. The logistics of coordinating such a program would require additional staffing in the transportation department. Additional buses would likely be required which is a significant costs.	H	H
4. Too many requests. At present approximately 90% of the MKES students participate in the program. There are limited “seats” in the program if the opt-outs were assigned to another school. A lottery system would likely be needed for opt-ins, leaving those who want the program, and did not get it, dissatisfied and feeling this is unfair.	M	H
5. Disruption to current DLBE students. A program should not be implemented that disrupts the continuum of learning for students currently in the program. Therefore, the only flexibility in creating choice is in the seats filled by the opt-out students, who could be sent to another designated school. It is unlikely a program would be put forth or considered that took services away from MKES students.	H	L
6. Increase in segregation. There are multiple issues related to this concern. If the ability to opt-out causes more non-ELL students to do so, this would cause de facto segregation, which is a very serious problem, and potentially a legal concern. Additionally, this would place the DLBE program at risk if there were not enough non-ELL’s to run a program. It is unclear what would happen if the “door was open” to opting out to another school. Would non-ELL’s who are in the program continue? Would some choose to go to another school? We do not know.	H	H-M
7. MKES parent/guardian dissatisfaction with change or disruption of the program. Many parents (ELL and non-ELL students) have expressed strong support for	H	H-M



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<p>the program. Any model which disrupted services for those students would likely meet great resistance. It seems that the only feasible consideration is a program utilizing the opt-out spots; however, would this cause greater opt-outs, thus placing the entire program at risk? We simply do not know what would happen if we opened this “door.”</p>		
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### 3. Redistrict all current elementary zone boundaries to accomplish a more balanced enrollments in all the current elementary schools.

<b>Potential Problem - What could go wrong? Negative unintended consequences?</b>	<b>Seriousness</b>	<b>Probability</b>
<p>1. Possible segregation by race, socioeconomic status, and ELL status.. Redrawing boundaries could cause MKES to increase in its minority population, thus creating a segregated school. This would pose ethical problems, and could cause legal problems. It would also cause a change in the ESOL program which could not operate as a DLBE model once the percentage of ELLs grows beyond a certain threshold. This would cause great dissatisfaction for parents/guardians of both ELLs and non-ELLs who have come to support the program.</p>	<p>H</p>	<p>H</p>
<p>2. Could have a negative impact on transportation. Busing costs could increase. Time for students on the bus could increase. Logistics to coordinate the system would likely increase, and therefore require additional staffing in the transportation department. The District would seek to mitigate these risks by drawing boundaries which are feasible. However, doing so would likely result in risk #1 becoming more likely.</p>	<p>M</p>	<p>M</p>
<p>3. Resident dissatisfaction with re-districting. Redistricting always results in some dissatisfaction. Such dissatisfaction could be severe. There will always be families who do not like the change. Some residents will equate redistricting to changes in property values, either positively or negatively. Those who perceive their values to be negatively impacted,</p>	<p>H</p>	<p>H</p>



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whether rightly or wrongly, will express severe dissatisfaction.		
4. Student disruption. Redistricting would cause an additional school change for some students. This lack of continuity and feeling of safety/comfort with their home school can cause anxiety and fear for some students. The district would have to consider needs for clinical staff to address such concerns.	H	H
5. Need to transport current walkers. This would cause an increase in transportation costs. This would also cause dissatisfaction amongst parents/guardians who value their children walking to their neighborhood school. Students could spend an hour each way on the bus.	H	H
6. Redistricting could result in the ELL population being dispersed amongst more schools. ESOL programs would have to be evaluated to ensure each school is staffed and has the programs to accommodate those needs. This could be costly. The current DLBE program is a very cost effective ESOL delivery model, because it does not require duplication of staff needed in a more traditional ELL pull-out model.	H	H
7. Any model would require extraordinary administrative time and therefore expense. The District would need to engage consultants and attorneys to assist with the planning, execution and defense of the model. This would also be time consuming and would need at least a full academic year to plan, if not more.	M	H
8. Decrease in family involvement if family doesn't have own transportation. Many families do not have vehicles and rely on taxi services or other means of transportation. If children in those families are sent to a school farther away from home, this would limit the potential for involvement of the family in school life.	H	H
9. With any redistricting comes the social and emotional challenges of relationship that have been established	H	H



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being disrupted. Students who have become friends and neighborhoods that have coalesced could be disrupted, and thus dissatisfaction will result.		
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**4. Close an elementary school and re-district as needed to accomplish more balanced enrollments in the remaining elementary schools.**

<b>Potential Problem - What could go wrong? Negative unintended consequences?</b>	<b>Seriousness</b>	<b>Probability</b>
1. The closure of a school could result in less flexibility in managing fluctuations in enrollment. The District Demographic study does predict decreasing enrollment, most significantly beginning in 2020, so the probability of this may not be significant. This concern is significant in the near term as the district determines if the demographic study numbers come to fruition.	M	M
2. Resident dissatisfaction will be significant with any school closure. Parents and students become emotionally and logistically attached to their neighborhood schools. Relationships and friendships build. A culture of a community school has developed and is ingrained in the local community. Disrupting this always causes a visceral reaction. The District needs to properly prepare the community for this. Closing a school cannot be done quickly because of this phenomenon. There has to be lead time, and the development of understanding of why it is necessary. For example, the demographic study shows significant enrollment drops in some schools around 2020. Preparing communities for this new reality over time can lessen the resistance and severity of dissatisfaction.	H	H
3. Transportation. Increased transportation costs. Some walkers would need transportation. Closing a neighborhood school will increase the needs for transportation and increase the amount of time students spend on the bus.	H	M



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<p>4. Possible space limitations (5 schools to 4); and community feel. The most recent space capacity and utilization study does not show excessive space available in most elementary schools. One school could not at this time receive all the students from a closed school. Therefore, the students of the closed school would be dispersed amongst some number of other elementary schools. This could cause a lack of community feeling in that school community. If District demographic projections come to fruition, more space will be available in the elementary schools, and it may be possible to consolidate two schools, thus better maintaining a school-community atmosphere. Therefore, the seriousness and probability of this risk decreases over time.</p>	H-M	H-M
<p>5. In the short-term, there could be a loss of “extra” space for various services/programs the schools have been accustomed to enjoying. These could be spaces for enrichment, ECT/professional development, separate spaces for related services such as Occupational Therapy, Speech, Physical Therapy, staff resource spaces, PTA spaces, etc.</p>	M	M
<p>6. In the short term, closing an elementary school would result in increased class sizes. This risk decreases over time if the District demographic study numbers come to fruition, around 2020.</p>	M	H
<p>7. Lack of “true” financial benefit to district. Models of closing BHES and BVES have been run. The cost savings for each is in essence the same, about \$1.1 M. This is a savings for one year, and cost avoidance moving forward. However, it needs to be understood that this does not address the ongoing structural revenue/expense imbalance the district experiences. Closing a school is a one-year savings in terms of balancing a budget. The basic solutions for correcting the imbalance are reducing contractual obligations, such as compensation and benefits, or the State of NY increasing the property tax levy cap.</p>	M	M



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8. Cost of reopening a school if necessary. This is dependent upon future enrollment. The District demographic study does not indicate this is highly probably. However, if enrollment increased and a school needed to be re-opened, under the current property tax cap, this would be a significant fiscal challenge.	H	L
9. Loss of experienced teachers. If a school is closed, and there is a need to excess teachers/staff, this is executed based upon seniority in BCSD.	L	L
10. Property values decrease with a neighborhood school closure. It is unclear what impact a school closing would have on local property values. The perception that property values might decrease is real, and would result is significant community dissatisfaction and outcry.	H	M

**5. Explore some version of the [Princeton Plan](#).**

<b>Potential Problem - What could go wrong? Negative unintended consequences?</b>	<b>Seriousness</b>	<b>Probability</b>
1. Transportation. Any version of the Princeton Plan would likely complicate the District's transportation operations, possibly increasing the needs for buses, increasing costs, and increasing the time students spend on the bus. Additional staffing would be required in the transportation office to accommodate this. Parents/guardians would likely express dissatisfaction with increased transportation time. The additional time of the bus would likely take an social/emotional/physical toll on the children.	H	H
2. Loss of community identity. Residents and families grow to identify with their community elementary school. A community elementary school becomes a place where relationships and friendships grow. Especially given the geographic expanse of Bedford Central, the Princeton Plan could negatively impact the close-knit feelings and cultures of individual communities. At the elementary grade levels, as	H	H



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feeling of safety, security, and belonging is important for children as they are developing. A change from 50-75 students at a grade level to several hundred could cause feelings of anxiety and discomfort for some children. The need for clinical staff becomes important and perhaps increased with such a model.		
3. Siblings separated. Under certain models, elementary children from a household would attend different schools. This can cause logistical complications for families as well as a decrease in a feeling of security for siblings who find comfort in their sibling's presence in the same school.	H	H
4. Public outcry. This will most certainly be significant and visceral. Objections, resistance, and challenges to such a model would be extraordinary.	H	H
5. Cost of implementation. The District has not computed a cost or savings for such models. Computing such costs is very labor and time intensive. The administration is hesitant to invest significant time and effort (of a business office that has already been streamlined/decreased) during the same time the department is working to prepare the 2017-18 budget and many other projects, unless the Committee expresses serious commitment to exploring a version of the Princeton Plan. Rough estimates are being computed; however, are dependent upon a given model. The seriousness of the cost implications are dependent on the results of analysis, so this is unknown at this time.	L-H	H
6. Exact structure unknown. There will likely be significant disagreement, debate, and challenging discourse over which model the district should use.	H	H
7. Impact on dual language program. If MKES students are dispersed with all other students in the District using a model of the Princeton Plan, the DLBE program will likely not be feasible. Each school will need a significant tradition pull-out ESL program which will be an increased cost due to duplication of	H	H





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<p>staffing. There is a question as to what would happen with students who are already in the DLBE program. Parents/students would likely express significant dissatisfaction for eliminating this model after the students have been in the program for a number of years. A phase out would need to be considered in some fashion.</p>		
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**Summary of Risk Analysis**

The Committee evaluated risks by each school group identifying the alternative with the most significant risks, and evaluating the risks of the other alternatives against that alternative. Thus, the Committee computed the relative risks of each alternative.

	<b>1. Maintain Status Quo in terms of Elementary Schools</b>	<b>2. Explore MKES “Dual Language Magnet”</b>	<b>3. Redistrict</b>	<b>4. <u>Close a School</u></b>	<b>5. Some Version of the <u>Princeton Plan</u></b>
BH 1	8	6	3	10	8
BV 2	1	9	8	10	9
WP 3	7.5	10	8	9	8.5
PR 4	2	5	7	8	10
MK 5	9	7	7	10	7
<b>Avg.</b>	<b>5.5</b>	<b>7.4</b>	<b>6.6</b>	<b>9.4</b>	<b>8.5</b>

This table reflects the risk assessment conducted. Alternative #1, maintaining the status quo in the near term, evaluating and monitoring enrollment, and taking other actions as noted, assumes the least high seriousness and high probability risk. Closing a school in the near term and some version of the Princeton Plan are associated with the greatest number of high seriousness and high probability risks. While the concept of a Dual Language Magnet Program is associated with significant high seriousness risks, this alternative is too undefined and needs more definition and exploration. Although the Committee members rated the aggregate risk of redistricting as moderate relative to other alternatives, it does carry a significant number of high seriousness, high probability risks. If these alternative were to be seriously considered, consultants would need to be engaged and significant study would be required. Redistricting always comes with significant resistance, challenge, and negative discourse.





## Committee Recommendations

The Committee recommends actions and/or consideration in three broad areas.

### Residency Concerns, Issues, and Recommendations

- There was consensus on the Committee that in order to maximize efficient use of space and fiscal/other resources, the District should institute additional measures to ensure students attending the Bedford Central School District actually reside within its borders. Residency Fraud, meaning students attending BCSD schools and not actually living in BCSD, has negative consequences for the district in terms of increased costs in numerous operational and programmatic areas.
- The Committee recommends some form of initial evaluation of need to better understand the nature and extent of residency fraud in BCSD. Multiple alternatives should be considered to accomplish such an evaluation, which should be conducted in a cost-efficient manner
- The Committee recommends developing the capacity to verify residency of students and investigate incidents in which there is a question or concern about residency. This could be accomplished in multiple ways.
  - BOCES has residency/attendance officer contract services available, which could be explored in more detail.
  - Another alternative to consider is the creation of the position of residency/attendance officer(s) to continually evaluate, monitor, investigate, and enforce residency requirements. The following are just samples of job descriptions (included in Appendix) that might fulfill attendance/residency enforcement needs, should it be determined such is necessary:
    - [District Attendance Officer/Residency Investigator](#)
    - [District Attendance Officer/Residency Manager](#)
  - These positions could be part-time hourly positions with no benefits. Since typically the positions are most often filled with retired law enforcement officers, this arrangement works.
  - The Committee suggests the Board consider need and various models during the budget development process.
  - This is a link to survey results from a Putnam-Northern Westchester BOCES survey regarding [districts that maintain Attendance/Residency Officers](#).
- The Committee recommends the District evaluate registration processes, and work to develop some form of annual re-registration process to verify residency within the boundaries of the Bedford Central School District. The potential complexity and cost of undertaking this action was noted during discussion, and would need to be explored, as well as if technology can be used to streamline and simplify such an endeavor, if this recommendation were pursued by the Board of Education. Finally, it was noted that any partnership with our towns in terms of sharing information and resources may be of benefit to ensuring residency requirements are met.





### Elementary School Configuration

The District demographic study projects the loss of approximately 225 elementary students between the years 2015 and 2020 (60 preschool students were subtracted from the projection because the program was cut for 2016-17). At this time, the Committee recommends:

- Regularly monitor actual enrollment versus enrollment projections presented in the January 2016 demographic study. Report out this analysis publicly.
- Reconvene a Space and Enrollment Committee in 2018 specifically for the purpose of evaluating and considering the closing of a school on or about the school year 2020-21.
- The committee did not recommend the closing of an elementary school at this time.
  - This alternative met the committee's stated objectives to the least extent, and carried with it significant identified risks, which included significant "resident dissatisfaction", negative discourse in the community, resistance to the closing of a school, possible space limitations, and concerns about property values.
  - The most recent space capacity and utilization study does not show excessive space available in most elementary schools. If District demographic projections come to fruition, more space will be available in the elementary schools, and it may be possible and necessary to close an elementary school. It was suggested that consolidating two school may better maintain a school-community atmosphere, versus closing a school and dispersing those student amongst multiple other elementary schools. Therefore, the seriousness and probability of this risk likely decreases over time.
  - A [detailed cost analysis for the closing of either BHES or BVES](#) is attached in the Appendix.
- It was noted in Public Comment portions of meetings that savings from closing a school could be utilized to restore some program reductions previously made to the high school or other program; however, there was also public comment noting that the savings is not significant enough to warrant the high risk and the adverse position of the committee to closing a school.
- Significant concerns and risks associated with some version of the Princeton Plan were identified as described above in the risk analysis are significant. Most are of high seriousness and high probability. These included significant public dissatisfaction and outcry, complicated and costly transportation and increased time on the bus, loss of community identity, and the separation of elementary-aged siblings. A [cost model for a version of the Princeton Plan](#) is included in the Appendix.. The model utilized was two K-2 schools, two 3-5 schools, and closing a school. Due to anticipated additional transportation costs, the Princeton Plan is





expected to yield less of a savings than simply closing a school. Positive outcomes of the Princeton Plan were noted and include perhaps providing more flexibility in adjusting to enrollment changes over time and increasing diversity across the district.

Explore a DLBE “Magnet Program” in more detail (See Appendix - [Consideration of a DLBE Magnet School](#))

- The Committee recommends a special committee be formed in the coming year (2017-18) to specifically study the DLBE program, including costs, educational, social, and emotional outcomes, the implications of closing an elementary school on the DLBE model, impacts on student who choose not to participate in the program, the potential for a DLBE Magnet Program, and other identified issues of concern related to the DLBE program.
- The Committee recommends such a committee specifically evaluate and prepare the design of a DLBE Magnet Program for consideration by the Board of Education for implementation potentially in 2018. The Committee was presented a [potential model](#) which is included in the Appendix.
  - There are many versions of models of what a “DLBE Magnet Program” might look like in BCSD. The design of one such model might include:
    - Mt. Kisco students continuing to have the ability choose to enroll in the program.
    - Students not choosing to enroll in the program being assigned to a designated elementary school as determined by the district (this determination would require extensive evaluation).
    - The number of available spots in the program would likely be determined on an annual basis per enrollment projections.
    - A lottery system might be implemented for the remaining spots in the program.
    - Consideration might be given to placing constraints on those spots to maintain an appropriate ELL/non-ELL balance in order to maintain an effective DLBE program.
    - The costs of such a program are mainly related to transportation and administration.
  - Full consideration of the implications, including benefits and drawbacks, of allowing students to attend another elementary school designated by the district would need to be analyzed and explored.
  - Implementation of such a program would require significant education efforts to ensure all district families fully understand the program in order to make an informed decision.





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- o After educating the community about such a program, the Committee recommends that the District find some way of gauging interest in students across the district choosing such a program.
- The Committee believes the DLBE program may not be fully understood across the broader BCSD community. The Committee recommends efforts to communicate the program, and the future of the DLBE program so it is understood by school community members. In the context of the Space and Enrollment Committee, this will be important as it pertains the concept of a Dual Language Magnet Program.





## **Appendix**

Link to attachments and resources utilized by the Space and Enrollment Committee:

<http://www.bcsdny.org/documents.cfm?v2>

### **Space and Enrollment Information and Data**

[BCSD Enrollment as of 12/7/2016](#)

[BCSD Elementary Building Enrollment and Capacity per Principals 2016](#)

[January 2016 Demographer Study](#)

[January 26, 2016 Demographer Study Presentation](#)

[Long Range Planning Study Update, February 2014](#)

### **Elementary Space Usage**

#### **District Analyses**

[BCSD Elementary Classroom Use Summary](#)

[BCSD Elementary Support Space Analysis](#)

### **Individual School Space Analyses**

#### **Space Capacity Analysis**

[BHES](#)

[BVES](#)

[MKES](#)

[PRES](#)

[WPES](#)

#### **Space Usage Analysis**

[BHES](#)

[BVES](#)

[MKES](#)

[PRES](#)

[WPES](#)

[Elementary School Closure Models](#)

[Princeton Plan Cost Model](#)

[Hillside Program Costs 1](#)

[Hillside Program Costs 2](#)

### **ESOL**

[BCSD ESOL and DLBE Program Overviews](#)

[Consideration of a DLBE Magnet School](#)





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[ESOL Program Delivery Models](#)

[Staffing to run MKES as a traditional ESOL pull-out model](#)

## **Residency**

[Sample Job Description - District Attendance Officer/Residency Manager](#)

[Sample Job Description - District Attendance Officer/Residency Fraud Investigator](#)

Putnam-Northern Westchester BOCES survey regarding [districts that maintain Attendance/Residency Officers](#)

