

## ***Special Board Meeting***

Tuesday, February 14, 2017

Education Centre

St. Catharines

7:00 pm [Public Session]

## **AGENDA**

### **A. COMMENCEMENT OF THE MEETING OF THE BOARD**

1. Acknowledgement of Traditional Territory
2. Call to Order and Noting of Members Absent
3. Declaration of Conflict of Interest

### **B. SINGING OF 'O CANADA'**

Stevensville Public School choir will sing 'O Canada', via video

### **C. BUSINESS OF THE BOARD**

#### **1. Adoption of the Agenda**

**Recommended Motion:**

"That the Agenda be adopted."

**D. INFORMATION AND PROPOSALS**

**1. Staff Reports**

- a) **West Niagara Secondary Accommodation Review Final Staff Report**

K Pisek  
Pages 3-35

**Recommended Motion:**

“That the Board of Trustees receive the West Niagara Secondary Accommodation Review Final Staff Report.”

**E. ADJOURNMENT**

**Recommended Motion:**

“That this meeting of the District School Board of Niagara be now adjourned.”

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**DISTRICT SCHOOL BOARD OF NIAGARA  
REPORT TO THE BOARD OF TRUSTEES  
MEETING OF FEBRUARY 14, 2017**

**West Niagara Secondary Accommodation Review**

**Final Staff Report**

**Date: February 9, 2017**

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**West Niagara Secondary Accommodation Review  
Final Staff Report**

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## 1. PURPOSE

This Final Staff Report provides the District School Board of Niagara (DSBN) Trustees with a summary of the West Niagara Secondary Accommodation Review, information on the community consultation process, and the final staff recommended option. The Accommodation Review process is still underway, with opportunities for public delegations at the February 28, 2017 Board meeting. Any changes to the Final Staff Report, as a result of public delegations, will be detailed in an Addendum. The Final Staff Report, including the public delegation Addendum, will be presented on March 28, 2017 for Trustees' consideration.

## 2. WEST NIAGARA SECONDARY ACCOMMODATION REVIEW

The DSBN's Long Term Accommodation Plan, 2015-2024, identified Secondary Planning Area 1, which includes Beamsville District SS, Grimsby SS, and South Lincoln HS, as an area with enrolment and facility utilization rates that are low and projected to remain low in the long term. On May 24, 2016, the Board of Trustees directed senior staff to begin preparation of an Initial Staff Report to review the following challenges within the planning area:

- Low enrolment at Beamsville District SS and South Lincoln HS that pose programming challenges;
- Low facility utilization rates at Beamsville District SS and Grimsby SS;
- Empty pupil spaces in the entire Planning Area; and,
- Facility renewal needs at Beamsville District SS and Grimsby SS.

On September 20, 2016, the Program and Planning Committee received the West Niagara Secondary Accommodation Review Initial Staff Report. The Report outlined the accommodation and programming challenges faced within the Planning Area, details for each secondary school, and provided a potential accommodation option which was:

***To close the three secondary schools, in a two phased plan, and build a new school for the 2020/2021 school year on a site yet to be determined.***

On September 27, 2016, the Board of Trustees approved the initiation of the Accommodation Review of Beamsville District SS, Grimsby SS, and South Lincoln HS.

The West Niagara Secondary Accommodation Review is being undertaken in accordance with the DSBN Accommodation Review Policy F-2, which describes the procedures for a standard accommodation review. An Accommodation Review Committee (ARC) was established as part of the standard review process.

The notice of Trustees' decision to initiate the Accommodation Review was posted on the DSBN Accommodation Review website, [www.dsbni.org/arc](http://www.dsbni.org/arc) and published in the local newspapers. It was also distributed to school principals and their communities, local municipalities and the Niagara Region, community partners, Directors of Education of coterminous boards, and the Ministry of Education. The Notice of Initiation provided information on the ARC working meetings, the public meetings, how to participate in the process, and how to obtain more information.

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In accordance with Policy F-2, a Final Staff Report must be prepared and submitted to the Board of Trustees after the final public meeting. The Final Staff Report is to build on the information provided in the Initial Staff Report and through the accommodation review process. The Report must include:

- A recommended option, which may be modified from the Initial Staff Report;
- A proposed accommodation plan with timelines for implementation; and,
- A community consultation section with feedback from the ARC and the consultation process.

### 3. ACCOMMODATION REVIEW COMMITTEE

An ARC was established to represent the respective school communities and to serve as a means for additional input. The ARC included parent/guardian and student representatives from each school, Trustees for the review area as well as one additional Trustee outside the review area, principals, and a facilitator. The ARC was tasked with reviewing the Initial Staff Report, and had the option to provide feedback and other accommodation options with supporting rationale.

After the ARC orientation meeting held on November 3, 2016, four working meetings were held to review the Initial Staff Report, ask questions, provide feedback, and to review and discuss comments received from the school communities and public. The meetings took place on:

- November 10, 2016, at South Lincoln HS;
- December 15, 2016, at Beamsville District SS;
- January 26, 2017, at Grimsby SS; and,
- January 30, 2017, at the Education Centre.

The minutes of the ARC working meetings are available on the DSBN's website, and will continue to be available until after a final decision is made.

At the final ARC working meeting, the ARC facilitator reminded the Committee of its mandate and tasks, and advised the final meeting is an opportunity to reflect on that. The Committee discussed the challenges associated with the accommodation review, shared their thoughts on the accommodation challenges faced by the schools under review, and identified and discussed key concerns/comments raised through the consultation process. The ARC fulfilled its mandate and tasks, and provided the following feedback:

- The ability of the secondary schools to provide choice and flexibility in programming is a concern. Examples of the challenges students face as a result of limited course selection were shared.
- The main concerns ARC members heard or raised were related to the impacts of a school closure on students and the community, school size, bus ride times and the late bus, student needs and transition, and the loss of grade 8 DSBN students to another secondary school.
- ARC members heard from parents in the community that students are choosing Blessed Trinity Catholic SS over a DSBN school for more choice in courses, extra-curricular activities, and they are eligible for transportation.
- There were several committee members that shared input from community members who supported the proposed consolidated school citing it would present more opportunity for students.
- The student representatives identified rural – urban differences as a challenge, and that it may be harder for students living in a rural area to be comfortable with a large school in a larger community.
- The student representatives shared that many of their peers felt the proposed option did not affect them and/or that a new school was a good idea.

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- The student representatives raised the late bus and ride times as concerns, and hoped that the future potential late bus service would be designed to minimize student bus travel within the boundary area. The South Lincoln HS student representative shared that some of the students that live in Caistor Centre have stated that if the recommended option is approved they may opt to go to school in Hamilton as it is closer.
  - Should the proposed option be approved, the new school build should include plans for expansion in the event enrolment increases from population growth.

The ARC did not provide an alternative recommendation for the accommodation review but requested the following be included and addressed in the Final Staff Report:

- The size of the proposed new school including a definition for a mega-school and super-school.
- Bus ride times.
- How individual student needs would be met under the proposed option.
- Explain enrolment projection methodology.
- The student loss from grade 8 to 9 to other school systems.
- Shared boundary to offer current secondary students at South Lincoln HS with a choice to attend either Grimsby SS or E.L. Crossley SS with transportation.

## 4. COMMUNITY CONSULTATION

Consultation with school communities, municipal and community partners, and the general public is key to the Accommodation Review process. Preliminary consultation with municipalities and community partners was completed prior to the initiation of the Accommodation Review and was ongoing throughout the process.

Immediately following the Board of Trustees' decision to initiate the Accommodation Review, a webpage was made available on the DSBN and school websites for public input. Principals of the three secondary schools and the feeder elementary schools kept their school communities informed through newsletters, school council meetings, and by encouraging parents/guardians to contact them with any questions or concerns regarding the Accommodation Review and the Initial Staff Report. Some Municipal partners helped supplement the notification of the Accommodation Review by posting the Notice of Initiation on their websites. In addition, the Town of Lincoln delivered a presentation to Town Councillors, which included information on the Accommodation Review.

Three public meetings were held to provide an opportunity for the community to share their comments and input, ask questions, and to suggest solutions on the Accommodation Review and the Initial Staff Report. The public was welcomed to speak at the meeting(s) and encouraged to provide written comments at the meeting, to the school principal, or through the DSBN's website. The public was advised that, after each public meeting, answers to comments or questions received would be posted on the DSBN's website.

A summary of the consultation process and the key themes raised follows:

### 4.1 Municipal Consultation

Preliminary meetings with affected municipalities were held in March and April, 2016, to obtain information on growth patterns and development potential in the West Niagara Secondary Planning Area, and to explore the potential for community partnership opportunities.

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On May 25, 2016, meeting invitations to discuss the proposed accommodation review were sent to Grimsby, Lincoln, West Lincoln and Niagara Region. DSBN staff met with staff from each local municipality and the Niagara Region in June, 2016, to advise that an Initial Staff Report was being prepared for presentation to the Board of Trustees for September 2016, regarding the potential accommodation review. The meetings included general information pertaining to Secondary Planning Area 1, including the programming challenges and an overview of the review process. The municipalities provided initial feedback on the potential accommodation review as well as information on growth initiatives in their area and community partnership opportunities.

After the initiation of the Accommodation Review, DSBN staff met individually with each of the municipalities and the Niagara Region. The following municipal staff representatives attended their respective meetings:

- Town of Grimsby: Chief Administrative Officer, Planning Department, Recreation Department, and the Grimsby Public Library
- Town of Lincoln: Chief Administrative Officer
- Township of West Lincoln: Chief Administrative Officer, Treasurer/Director of Finance. The Mayor also attended the meeting
- Niagara Region: Planning and Development Services, Purchasing Services

The Town of Grimsby staff shared updated information on growth in the municipality as well as their expectations regarding urban area boundary expansion requests to the Province. Town staff had questions about the Initial Staff Report, enrolment, and timing of the review. DSBN staff shared the rationale for the Accommodation Review much of which is related to low enrolment and programming challenges resulting in a need to review Secondary Planning Area 1. Information was provided to Town staff regarding the inputs used to develop enrolment projections. Key points raised by Town staff were related to growth allocations, transit within the town, the potential to reuse one of the school sites rather than build new, site selection should a new school be built, and how to plan for the future use of the school site should it close. The Town expressed an interest in having a secondary school in their municipality, and was willing to work with the DSBN in this regard.

The Town of Lincoln CAO advised he understood why the Accommodation Review is necessary. The meeting discussion largely focussed on the potential for future community partnerships, site selection for a potential new school, future use of the Beamsville District SS property if the school is closed, and potential heritage value of the school. Town expressed desire to have the proposed new school, if approved, located in Lincoln and is willing to work with the DSBN in this regard.

The Township of West Lincoln staff shared information about the municipality, growth trends, future growth, and the planning review underway by the Province, Region, and West Lincoln. Staff had questions and comments about the Initial Staff Report, the recommended option, enrolment projections, and the timing of the proposed school closure. DSBN staff outlined the rationale for the Accommodation Review much of which is related to low enrolment and programming challenges resulting in a need to review the Planning Area. Information was provided to Township staff regarding the inputs used to develop enrolment projections including the draft population growth allocations from the Niagara Region. The Township advised that the Region's growth allocations will change. DSBN staff assured the Township that any new numbers, data, or information, would be reflected in the Final Staff Report. Township staff requested additional information on the grade 8 to 9 retention rates for South Lincoln HS from the elementary schools, which was provided by DSBN staff in a subsequent email. Township staff shared that their understanding from some community members is that the reasons for the loss were related to limited availability in programming choice and extra-curricular activity at South Lincoln HS. As a point of interest, the information on retention rates requested by



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the Township showed that, in 2015, approximately 42% of College Street grade 8 students chose to attend a secondary school outside the DSBN system.

The potential to relocate College Street PS into South Lincoln HS, should the secondary school close, was also discussed with Township staff. The Township expressed an interest in having a secondary school in their municipality, and was willing to work with the DSBN in this regard.

Much of the meeting discussion with the Niagara Region was around the Municipal Comprehensive Review and potential for Regional services to be located on former school sites. The Niagara Region provided an update on their Municipal Comprehensive Review, how the draft population numbers were calculated, and the expectation for the final proposed population growth allocations. Additionally, the Region expressed an interest in collaborating with the DSBN on the re-use of school properties for Regional services that may support the community hub concept.

Municipalities were invited to submit written comments on the Accommodation Review. As of the date of this report, no written comments have been received.

## 4.2 Community Partner Consultation

South Lincoln HS currently has two community partners: The Township of West Lincoln and the West Lincoln Co-op Nursery School. The Township uses the South Lincoln HS facility for recreation through a reciprocal agreement with the DSBN. The West Lincoln Co-op Nursery school provides full-day child care services.

Beamsville District SS has one community partner which is the Beamsville Early Learning and Child Care Centre. This partner provides full-day child care services.

Grimsby SS does not have any community partners.

On May 25, 2016, meeting invitations to discuss the proposed Accommodation Review were sent to the community partners. The notice of the Board of Trustees' decision to initiate the West Niagara Accommodation Review was also sent to community partners. As of the date of this report, written comments have been received from the Beamsville Early Learning and Child Care Centre and DSBN staff has had discussions with the West Lincoln Co-op Nursery School. The details are provided later in this report.

## 4.3 Public Consultation Process

Three public meetings were held to provide interested parties with an opportunity to hear about the Accommodation Review and to provide their input by way of speaking or submitting written comments. The meetings took place on:

- November 10, 2016, at South Lincoln HS;
- December 15, 2016, at Beamsville District SS; and,
- January 26, 2017, at Grimsby SS;

The minutes of the public meetings are available on the DSBN's website, and will continue to be available until after a final decision is made.

At each meeting, the public was reminded to utilize the DSBN and school Accommodation Review websites to access the relevant information. The website contains the process, important dates, reports and other related documents as well as the opportunity to submit further comments, input, and questions.

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The attendance and speaker details for each meeting is as follows:

- South Lincoln HS meeting: a total of 91 people signed in with 13 identifying as members of the community, 60 identifying as parent/guardians of students, 10 identifying as students, and 8 others. There were 11 public speakers.
- Beamsville District SS meeting: a total of 28 people signed in with 11 identifying as members of the community, 13 identifying as parent/guardians of students, 2 identifying as students, and 2 others. There were 4 public speakers.
- Grimsby SS meeting: a total of 198 people signed in with 95 identifying as members of the community, 82 identifying as parent/guardians of students, 8 identifying as students, and 13 others. There were 21 public speakers.

A total of 44 written submissions have been received through the public meetings, through principals, or on the DSBN's website. Answers to key questions asked at meetings or submitted in writing were posted on the DSBN's website following each ARC and public meeting. In addition, at each ARC working meeting following a public meeting, the ARC was provided with answers to questions or topics raised by the public for further discussion.

#### 4.4 Public Consultation Feedback with Information Provided by Staff

The consultation process resulted in several key themes regarding the proposed Accommodation Review and recommended option. These are discussed in the following sections with staff response:

##### **The Proposed Closure of South Lincoln HS**

Members of the public raised concerns about the proposed closure specifically around the timing of the closure, impacts on student course selections, and changes to extra-curricular activities.

##### *Information Provided by Staff*

As of October 31, 2016 enrolment of South Lincoln HS was 233 students. Projections indicate that enrolment will be 203 students in 2025/2026. A low enrolment creates programming issues such as fewer course offerings, less variety, more combined/multi-level courses, and courses offered in alternate years. This limits student's choice and makes timetable scheduling difficult. At one of the ARC working meetings, Principal Burns shared the following examples of the difficulties a low enrolment school has in providing programming:

- In 2016/2017, South Lincoln HS was not able to offer grade 10 French due to low interest. This impacts the French program, which is essentially eliminated because grade 10 French is a prerequisite for grade 11 French.
- A low enrolment school offers fewer courses at the grade 9 and 10 level than at the senior level, which is augmented with eLearning. For example, a new student who arrived mid-year needed two grade 9 compulsory courses, which were only offered in the first semester. Unfortunately, the only courses available for this student in the second semester were courses the student had already taken at his previous school.

Low enrolment also reduces the number of teaching staff and limits the number of extra-curricular activities, which in turn reduces after school program or sport/club opportunities to students.

Members of the public suggested that South Lincoln HS remain open until the proposed new school is built, should this option be approved. South Lincoln HS already faces the programming challenges associated with low enrolment. Through the accommodation review process, the ARC heard that a number of students opt to

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attend a school outside the DSBN system due to programming and extra-curricular activities. This is reflected in DSBN data that shows historically a high percentage of College Street PS grade 8 students leaving the DSBN system for their secondary education. If South Lincoln HS closes later than September 2017 it would be anticipated that more students would opt out of registering at the school due to the limited course options and extra-curricular activities. This would accelerate the existing decline in enrolment and further compound programming issues.

Should South Lincoln HS close in September 2017, the students will have the same choices and opportunities as the students at the receiving schools. The students will be given the opportunity at the beginning of April to select courses at their new schools. The receiving schools will build timetables for all of their students after they have received the new course choices from students impacted as a result of the Accommodation Review.

### **Size of Proposed Consolidated School**

Some members of the public felt that the proposed new consolidated school was too large. The terms super-school and mega-school were frequently used by members of the public to describe the proposed new consolidated school.

#### *Information Provided by Staff*

The terms super-school and mega-school are not terms Ontario School Boards use to describe schools. Presumably, the public uses these terms to describe what they feel is a large school size. The challenge with describing school size is that the terms small or large are relative and subjective terms, and often associated with the population and demographic make-up of the community.

In April 2016, the Board of Trustees endorsed an optimal student population of at least 1,000 students for DSBN secondary schools to provide a diverse learning environment with a range of opportunities in programming, extra-curricular activities and services. Secondary schools of over 1,000 students are not new in Niagara. Historically, the DSBN had secondary schools of over 1,000 at a time when birth rates were higher. A.N. Myer SS, E.L Crossley SS, Beamsville District SS, Grimsby SS, and St. Catharines Collegiate all had student populations of 1,200 or more in the late 1970s through to the mid 1980s, some even into the early 1990s. In fact, St. Catharines Collegiate SS and A.N. Myer SS both reached a student population of over 1,500 students during this period and Grimsby SS maintained a student population of between 1,100 and 1,200 all the way through the 1990s until 2002.

The 2020/2021 enrolment of the proposed new school is projected to be 1,420 students. This size of population will provide students a number of benefits, not only in programming, but in specialty courses and extra-curricular activities, and make the school more appealing as a school of choice.

The proposed school will combine offerings of the three schools and includes all secondary pathways, such as Apprenticeship, College, University and Workplace as well as French Immersion and School to Community programs. There will be more course variety for students, particularly in the senior years where students will have more optional course choices to explore new interests or further develop their skills. Students will have access to more specialty programming such as Specialist High Skills Majors or specialties within disciplines. Timetables will be more flexible for students as more courses will be available in each period, and from semester to semester, reducing the need for a student to have to choose between two desired courses. The number of combined courses will be decreased or eliminated.

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The proposed school's population will support a larger staff with a broader base of expertise and experience to meet student interests. A larger student population along with a larger staff complement means there will be more choice in extra-curriculars, which includes clubs, special activities, leadership and community development, along with a greater variety in athletics, technology and the arts. A more diverse student population makes it easier for students to find their niche based on the premise that in a larger school there is something for everyone.

### **Individual Student Needs**

Members of the public raised concerns that with a large school the students would be lost or "just a number", students wouldn't have the support or resources needed to help with their transition, and the incidence of bullying would increase.

#### *Information Provided by Staff*

A larger school will not increase class sizes, reduce teacher-student time, or reduce resources available to meet individual student needs. Class sizes are set by the Ministry of Education and the Collective Agreement which means the class size stays the same no matter the size of the school. A school of 250 students will have the same class size limits as a school of 1,500 students.

Staff allocated to a school are based on enrolment and student needs at the school. A larger school will have a larger staff complement. For example, in a school of more than 1,000 students, one principal and two vice-principals would be allocated. Students would experience the same student-teacher ratio as they experience now.

Resources to support student's individual needs will continue to be available. This includes student success teachers, youth counsellors, social workers, guidance counsellors, and special education teachers. The number of support staff allocated is based on the enrolment of the school and student needs. In a school with low enrolment, support staff may be shared with another school, which means the staff person is only available part of the day at each school to support students. For example, Beamsville District SS, Grimsby SS and South Lincoln HS are currently supported by 1 social worker and 1 youth counsellor that travel between the 3 schools. The proposed consolidated school would allow support staff to remain at the school site all day. A higher enrolment would allow teams of staff to support students, and more speciality supports (e.g. a math teacher supporting special education) or multiple guidance staff available in each period of the day.

Bullying is an issue that schools of all sizes face. There is a misconception that bullying would occur more often in a large school than in a small school. The topic has received a great deal of attention and all Ontario School Boards have policies and resources in place around bullying. The DSBN established Policy G-29, Safe and Accepting Schools: Bullying Prevention and Intervention, to address the issue. Under Policy G-29, all DSBN schools are required to develop and implement school-wide bullying prevention and intervention plans. Schools have procedures to support students in reporting bullying incidents safely, and implement bullying prevention strategies for promoting a positive school climate.

Students at schools are educated on the issue of bullying and prevention, and provided with information on what to do if bullying occurs. In fact, at the Grimsby SS public meeting, which was held in the school cafeteria, one member of the public pointed out that the cafeteria had a number of posters to raise awareness of bullying. Students often take the lead in raising awareness by organizing and participating in anti-bullying awareness events and campaigns. Last year, Beamsville District SS students held an entire week of anti-bullying events to raise awareness and keep their peers engaged in the topic.

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## **New School Amenities**

The public raised concerns that the proposed new school would not provide the same amenities, or be of the same quality, as their existing school.

### *Information Provided by Staff*

The purpose of an accommodation review process is to address accommodation and programming challenges at a school or schools within a Planning Area. Solutions are developed with the students' best interests in mind.

Recent DSBN accommodation reviews have had positive outcomes. Several new schools opened with programming, facilities, and services for students that were a significant improvement over their previous school. Positive feedback has been received from parents/guardians describing how their child has transitioned well into the new school and benefitted from the improvements.

The DSBN recently completed an accommodation review that consolidated Fort Erie SS and Ridgeway-Crystal Beach HS into the new Greater Fort Erie SS that will open in September 2017. Features of the two existing schools include shops, cosmetology, hospitality and tourism, a student-run restaurant, and sports fields. The new Greater Fort Erie SS will include features of the two schools, including the restaurant, and other new features such as a performing arts centre, a sports field with synthetic turf field and a track, and a facility that will have the latest technologies for student learning.

The DSBN also takes care to design new schools to be visually appealing, integrate with the character of the community, and represent something the students and community can be proud of. New schools have integrated features from the previous schools wherever possible. Twenty Valley PS in Vineland integrated the façade of the previous school into its main entryway and won the 2015 Niagara Community Design Award for excellence in architecture. John Brant PS in Ridgeway was designed with many of the heritage aspects of the previous building and reflects the quaint character of the Ridgeway community.

The DSBN consistently develops accommodation review solutions that improve the current situation of the schools under review, not ones that maintain status quo or have inferior results. The proposed new school solutions for this review would be no different.

## **Concerns with Student Transition**

Concerns and questions related to the individual student needs, awards and bursaries, the transitioning of South Lincoln HS students, and naming of the schools were raised during the public meetings.

### *Information Provided by Staff*

The DSBN's Accommodation Review Policy F-2 sets out that a Transition Team is to be established to help facilitate the amalgamation into a new school setting. The Transition Team would be chaired by the Area Superintendent, and include principals, parents/guardians, staff and student representatives of all three secondary schools. The Team would identify the issues, needs, and responsibilities related to the transition. They would also monitor the progress of transition activities and the well-being of students affected.

Should the recommended option be approved a Transition Team will be established for the closure of South Lincoln HS in phase 1, and a new Transition Team will be established for the subsequent closures of Grimsby SS and Beamsville District SS in phase 2.

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## Alternative Solutions

During the consultation process, members of the public from each community expressed a desire to have their respective secondary school remain open and suggested alternative solutions be considered. One suggestion was specifically made that either Grimsby SS or Beamsville District SS close and South Lincoln HS remain open. Other suggestions were made to keep Grimsby SS open and develop solutions for the other review schools.

### *Information Provided by Staff*

The low enrolment at South Lincoln HS and Beamsville District SS creates programming challenges. Enrolment would have to be increased at both schools in order to alleviate programming concerns. In addition, the ability of the receiving school to accommodate an increased student population needs to be considered. The existing enrolment and capacity of the three secondary schools is as follows:

SCHOOL	CAPACITY	ENROLMENT (OCT 2016)	FACILITY UTILIZATION (2016)
Beamsville District SS	1,038	495	48%
Grimsby SS	1,209	676	56%
South Lincoln HS	390	233	60%

A scenario where all three schools are consolidated into one of the existing secondary schools would require significant additions and upgrades to the receiving school in order to accommodate the consolidated population. Additions would impact the existing outdoor spaces, fields, parking and bus-loading zones due to existing site size and school building/site configuration. The following are alternative school consolidation scenarios where two schools remain open:

1. Grimsby SS and South Lincoln HS remain open; Beamsville District SS closes:

- Closing Beamsville District SS and consolidating students into Grimsby SS does not address the low enrolment or programming challenges at South Lincoln HS.
- Closing Beamsville District SS and consolidating students into South Lincoln HS would require substantial upgrades as well as a significant addition to South Lincoln HS to accommodate the students.
- Closing Beamsville District SS and dividing the student population amongst Grimsby SS and South Lincoln HS may be a short term, temporary solution for programming challenges at South Lincoln HS/Beamsville District SS but it would not result in an enrolment that would sustain viable programming at the secondary school over the long term. Significant upgrades and additions would be required at South Lincoln HS under this scenario.

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2. Beamsville District SS and South Lincoln HS remain open; Grimsby SS closes:

- Closing Grimsby SS and consolidating students into Beamsville District SS does not address the low enrolment or programming challenges at South Lincoln HS.
- Closing Grimsby SS and consolidating students into South Lincoln HS does not address the low enrolment and programming challenges at Beamsville District SS and would require substantial upgrades and additions to South Lincoln HS to accommodate the students.
- Closing Grimsby SS and dividing the student population amongst Beamsville District SS and South Lincoln HS may be a short term, temporary solution for programming challenges at South Lincoln HS/Beamsville District SS but it would not result in an enrolment that would sustain viable programming at the secondary school over the long term. Significant upgrades and additions would be required at South Lincoln HS under this scenario.

None of the above scenarios, or any scenario where two schools remain open in the planning area, were found to be practical long term solutions.

Other alternative scenarios that were considered are detailed in the Initial Staff Report.

### **Shared Boundary**

Offering current South Lincoln HS students the option to attend either Grimsby SS or E.L. Crossley SS was suggested. This would require a temporary shared secondary school boundary be established.

#### *Information Provided by Staff*

Shared school boundaries are not ideal and result in administrative and operational inefficiencies, and enrolment challenges. Where possible, the DSBN has been reducing the number of shared boundaries. From time to time, however, Board staff recognizes that situations arise where a temporary shared boundary will have minimal additional cost or operational requirements but have a significant impact on easing student transition as a result of an accommodation review.

Staff proposed that all South Lincoln HS regular track students in Zone C be boundaried to E.L. Crossley SS beginning September 2017. The recommendation would result in the splitting of the current grade 11 class of students as they advance to grade 12 at different schools to graduate. During the consultation process, the community expressed a desire that students be given the option to attend either Grimsby SS or E.L. Crossley SS. In response to this, a temporary shared boundary is recommended to allow next year's grade 12 South Lincoln High School regular track students in Zone C the choice to attend either E.L. Crossley or Grimsby SS.

### **Amalgamation/Partnership with the Coterminous Board**

Suggestions were put forward that the DSBN and Niagara District Catholic School Board (NCDSB) work together to join the DSBN and NCDSB students in each community into the secondary school within that community.

#### *Information Provided by Staff*

The consultation process provides the opportunity to hear and consider solutions presented by the community and the ARC. As a result, the DSBN contacted the NCDSB to inquire about a joint venture. The NCDSB indicated it had no interest as Blessed Trinity Catholic SS meets the programming and extra-curricular needs of their students.

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The Education Act sets out that the Lieutenant Governor in Council may make regulations for the establishment of the four publicly funded school boards, and the dissolution or amalgamation of any district school board. Therefore, merging two school boards is beyond the scope of an accommodation review or the jurisdiction of the two boards.

### **Transportation**

Transportation issues primarily related to, bus ride times, costs, safety issues, and the availability of a late bus were shared. The most common concern was that bus ride times would increase for South Lincoln HS students particularly those living in the rural areas of West Lincoln. Some people were concerned that the availability and scheduling of the late bus would become inconvenient for students resulting in longer walks to/from the bus stop or impacting a student's ability to participate in extra-curricular activities.

These issues are addressed below in the Transportation section of this report.

### **Heritage**

A few members of the public, as well as the Town of Lincoln's CAO, raised the potential heritage value of the Beamsville District SS building. Suggestions were made that the DSBN collaborate with the Towns and local Heritage Committee to ensure the architectural features of the original school and 1924 addition are maintained and a positive outcome is reached for the community. Similar comments were received from the public and Town of Grimsby related to the heritage value of the Grimsby SS school building.

#### *Information Provided by Staff*

Beamsville District SS was built in 1917 and will be 100 years old next year. Many of the additions to the school are over 50 years old with the first addition completed in 1924. The heritage designation process is separate from an accommodation review and led by local municipalities often with input from the local Heritage Committee. It is the understanding of the DSBN that the Town of Lincoln's Heritage Committee is currently researching the heritage value of the school for presentation to Town Council to consider a heritage designation. At the Board meeting of January 24, 2017, Trustees authorized staff to advise the Town of Lincoln that the DSBN does not object to the heritage designation of the 1917 and 1924 portions of the school. The DSBN looks forward to working with the Town of Lincoln in recognizing the historical significance of these portions of the Beamsville District SS.

The DSBN understands that the Town of Grimsby is also investigating the heritage value of Grimsby SS. At this time, the Board of Trustees has not received any formal request and, therefore, has not had an opportunity to consider the matter.

### **Enrolment Projections & Methodology**

Members of the public questioned the DSBN's enrolment projections, data sources used, and methodology.

#### *Information Provided by Staff*

Enrolment projections, methodology, and future growth are frequently raised by the community during accommodation reviews.

The basic inputs for generating projections include current enrolment, grade to grade retention rates, and progression rules for secondary projections or birth rate data for elementary projections. The DSBN Planning



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department uses a sophisticated software program, SPS Plus, to track and analyse data, and generate projections.

The grade-to-grade retention rates capture any gains or losses in enrolment that a school may experience as a result of the transitions that are occurring in the local school environment, such as migration of families, new residential growth, and student transfers to and from the school system. Retention rates are essentially a comparison of the number of students in one grade to the number of students in the previous grade in the previous year. For example, if a school had 100 grade 10 students in 2015 and 95 grade 11 students in 2016, the grade retention rate would be 0.95. The SPS Plus program tracks historic student movements, and summarizes the grade-by-grade, year-by-year, progression of students, to generate specific average retention rates for each grade, within each program, at each school. The average retention rates are then applied to current enrolments to create a forecast.

The grade-to-grade retention rates most objectively reflect growth trends in a particular area. If an area is attracting families with children, the grade-to-grade retention rate could be over 1.0 as the new children enter the local school and enrolment numbers from one grade to the next show an increase.

Progression rules reflect the student movement between schools and school systems, or programs, such as grade 8 students moving to grade 9 or kindergarten students moving into grade 1 French Immersion. For example, if there are currently 30 grade 8 students at an elementary school and 28 proceed to a certain secondary school the next year, the progression rule between that elementary and secondary school is 93%. For secondary school projections, the progression rules are averaged and applied to the grade 8 feeder schools to generate the projected number of grade 9 students for a specific secondary school the following year.

A factor to consider when developing enrolment projections is new growth in a community. The DSBN Planning staff regularly obtain data on new growth in communities from the municipality, developer, and site visits. Building permit information and planning applications for new residential development are circulated by the local municipality to the DSBN. Developers are contacted by DSBN Planning staff for information and updates on how many houses are being built, sold, how quickly, and the general demographic trend of the purchasers. From time to time, DSBN staff will do a site visit to a new residential development to determine how far along construction is. All of this information is maintained by DSBN Planning staff in a separate database that is regularly updated.

Enrolment projections can be adjusted using a pupil yield to capture students from planned new growth in a community. A pupil yield is the number of students the DSBN receives at a school from a specific housing type. Pupil yields are generated by the SPS Plus program using housing structure data from the Municipal Property Assessment Corporation (MPAC) and student information. Both the housing structure and student information data is geocoded allowing SPS Plus to determine how many students a DSBN school receives from a particular housing type, age, and geographic area. DSBN Planning staff update pupil yields annually to reflect changes in demographics and housing demands over time.

Pupil yields can then be used to calculate the projected number of students from a new development that are over and above what is captured by retention rates. The number of residential units in each new development plan is multiplied by the associated pupil yield to generate a projected number of students over the years. The projected number of additional students in each year is distributed across the grades (9 to 12) as well as the elementary grades that will feed into the secondary school in the enrolment projection.

The rate of housing development and type of new housing has an impact on the enrolment projected from new developments. Historic DSBN data shows that pupil yields are much lower for higher density housing types versus single detached homes. The following table illustrates how the rate of growth and housing type can impact the number of students expected from a hypothetical new 5,000-unit residential development:

Number of New Units Proposed	Housing Type	Rate of Growth	Number of Units Built Per Year	Pupil Yield	Students Generated
5,000	Single detached	10 years	500	7.5 students per 100 homes	37.5 students per year over 10 years
5,000	Single detached	1 year	5,000	7.5 students per 100 homes	375 students in one year
5,000	Townhouses/ Apartments	10 years	500	2.5 students per 100 units	12.5 students per year over 10 years
5,000	Townhouses/ Apartments	1 year	5,000	2.5 students per 100 units	125 students in one year

The DSBN’s projections are based on the analysis of documented data on current enrolment and historic enrolment trends, and from reliable external sources such as the Niagara Region, the local municipalities, Statistics Canada, the Municipal Property Assessment Corporation, and the home developers. The data and information used is the most up to date information available at the time of analysis.

The DSBN’s methodology for developing enrolment projections, as well as the SPS Plus software, is commonly used amongst school boards in Ontario. DSBN staff are satisfied that the projections developed are sound and properly reflect enrolment and growth trends in the planning area.

### **Future Growth in the Planning Area**

The future population growth in the municipalities has been raised by the public and the local municipalities. Questions were primarily related to how future growth would impact secondary school enrolment in the area and, if the schools are closed now, would another school be needed in the future.

#### *Information Provided by Staff*

Future growth in the Planning Area is expected and the Province and Niagara Region are currently undertaking comprehensive reviews of their planning documents. The Province has forecasted population growth to 2041 and each community must use the provincial forecasts as a basis for planning. For Niagara Region, the provincial forecast shows the population growing from approximately 450,000 as of 2015 to 543,000 by 2031, and 610,000 by 2041. The Niagara Region is responsible for distributing the provincial population forecasts amongst the 12 municipalities and establishing where and how growth should be accommodated.

The Niagara Region prepared draft population growth scenarios for the allocation of the provincial forecast amongst the 12 municipalities. DSBN Planning staff used the Region’s population allocations and its own historic pupil yield and housing growth rate data to develop 10-year enrolment projection scenarios that would capture future growth in the planning area. The Initial Staff Report presented 3 enrolment projection scenarios for each secondary school. One scenario represented the projected enrolment under current growth trends. That is, the future enrolment expected at each secondary school if the growth patterns the municipalities are experiencing today remain unchanged into the future.

The other two scenarios incorporated the Niagara Region’s draft population allocations to create a medium growth and high growth scenario. These enrolment projection scenarios incorporated growth over and above current trends to show the enrolment of the secondary schools. The results indicated that, even under a high population growth scenario, not enough additional students would be generated to alleviate low enrolment and facility utilization issues at the schools under review.

In December, 2016, Regional staff finalized the preferred population growth allocation option for Niagara, which was presented and recommended for endorsement by the Region’s Planning Committee but deferred at the subsequent Regional Council meeting due to concerns raised by the City of Welland. The preferred option is expected to be presented again to Regional Council in late March, 2017. DSBN staff updated the growth enrolment projection scenario to reflect the Region’s preferred allocation option. The following tables show a summary of the future growth projections compared to the current trends (status quo) growth projections.

<b>Beamsville District SS Projected Enrolments</b>			
<b>Scenario</b>	<b>2017</b>	<b>2021</b>	<b>2026</b>
Current Trends (Status Quo)	500	535	476
Current Trends plus Future Growth	500	536	479

Note: October 31, 2016 enrolment: 495

<b>Grimsby SS Projected Enrolments</b>			
<b>Scenario</b>	<b>2017</b>	<b>2021</b>	<b>2026</b>
Current Trends (Status Quo)	660	686	659
Current Trends plus Future Growth	660	687	660

Note: October 31, 2016 enrolment: 676

<b>South Lincoln HS Projected Enrolments</b>			
<b>Scenario</b>	<b>2017</b>	<b>2021</b>	<b>2026</b>
Current Trends (Status Quo)	216	221	203
Current Trends plus Future Growth	217	224	217

Note: October 31, 2016 enrolment: 233

Over the forecast period (to 2026), Beamsville District SS would gain an additional 3 students, Grimsby SS would gain an additional student, and South Lincoln HS would gain an additional 14 students under the future growth scenario. The projected future growth does not generate enough additional students to alleviate low enrolment and facility utilization issues at the schools under review.

There are a number of reasons that the Niagara Region’s forecasted population growth does not translate into a large number of additional students. The rate of growth, demographic profile of the community, and type of housing are all influencing factors.

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The Niagara Region's forecasted population growth for each municipality will take a number of years to materialize. Niagara Region's overall rate of growth has been slow although not evenly distributed. Over the last Census period (2006 – 2011), the Niagara Region population grew by 0.9%, well below the Provincial average of 5.7%. The West Niagara municipalities' population growth rates were higher than the Regional average and some more consistent with Provincial average. Grimsby's population grew by 5.8%, Lincoln by 3.5%, and West Lincoln by 5.1%.

Although a municipality's population may be growing, it does not necessarily mean an increase in the number of children. It is important to consider the demographic make-up of the population growth. A great deal of the population growth during the last Census in Niagara including Grimsby, Lincoln, and West Lincoln, was in the senior population. The Niagara Region recently completed a Municipal Comprehensive Review (MCR)<sup>1</sup> that included an analysis of population growth and demographic patterns in Niagara. The Review found that Niagara Region's senior population (over 65 years old) represented 18.4% of the total population and the 55 years or older group represents 32.2% of the total population as of the last census. By comparison, the Provincial average for the senior population was 15% and 27% were over 55 years old. It is expected that Niagara's senior population will continue to grow and represent 25% of Niagara's population by 2041. Another significant finding of the MCR for Niagara was that the increase in out-migration by young adults coupled with much lower levels of in-migration of 30 to 40 year olds results in a reduction in the in-migration of children. For instance, the number of people between 20 and 29 years of age who left Niagara from 2006 to 2011 increased 4 times over the previous five-year period.

A recent population study completed by the Niagara Workforce Planning Board, in conjunction with Brock University researchers<sup>2</sup>, resulted in similar findings regarding the growth and demographics of the Niagara Region population. The study found that Niagara's overall growth is slow, and the majority of growth is in the senior population while the school aged (0 to 14) and the predominant child bearing aged (30 to 44) population has declined.

The next decade of residential development in the Niagara Region will reflect a different pattern than seen historically. Niagara's residential development has traditionally been mostly single-detached homes on large lots. Today's Provincial and Regional planning policies restrict urban area boundary expansions and encourage more compact growth. New housing development will shift to more high density housing formats, such as townhomes and apartment buildings, rather than single-detached dwellings. These housing formats yield fewer students.

It may seem contradictory that enrolment can decline while the population and housing base of a municipality increases but it emphasizes the fact that the underlying demographic characteristics of the population are a more important determinant of the school-age population than the size of the community's housing base.

### **Student Retention Rates**

The loss of grade 8 DSBN students to other school systems was raised as a concern, and it was suggested that the DSBN consider ways to retain these students to improve enrolment and potentially avoid South Lincoln HS closure.

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<sup>1</sup> Municipal Comprehensive Review Phase 1 and 2 Background Report, Niagara Region, March 11, 2016

<sup>2</sup> Niagara Population Study Yields Surprise, St. Catharines Standard, January 24, 2017

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### *Information Provided by Staff*

While principals of both secondary and elementary schools work together to encourage grade 8 students to attend a DSBN secondary school, the grade 8 to 9 student retention rate for the planning area remains a concern as students choose to leave the DSBN to attend a secondary school in another school system. Of the 5 DSBN secondary planning areas, this planning area experiences the highest loss of grade 8 students, and the lowest gain of grade 9 students, to/from another school system. All three secondary schools within the planning area experience notable grade 8 student loss from their feeder elementary schools. For example, in June 2016, 34.4% of College Street PS grade 8 students, 37.5% of Smith PS grade 8 students, and 22% of Senator Gibson PS grade 8 students chose to leave the DSBN for their secondary education.

Throughout the Accommodation Review the ARC has heard that grade 8 DSBN students are choosing to attend Blessed Trinity Catholic SS in Grimsby for more choice in programming and extra-curricular activities as well as eligibility for transportation. The same reason was given by the Township of West Lincoln staff at one of the recent meetings. Blessed Trinity Catholic SS is the NCDSB secondary school in Grimsby and it serves students in Grimsby, Lincoln, and West Lincoln. This large boundary area provides Blessed Trinity Catholic SS with an enrolment of nearly 1,100 students, which allows for a better range of program and extra-curricular choice. On the other hand, the DSBN has 3 secondary schools within the same boundary area as Blessed Trinity Catholic SS and, as a result, experiences difficulties with sufficient enrolment at the schools. The student population in the planning area is simply not enough to sustain 3 viable secondary schools. This is reinforced by a projection scenario that was developed to demonstrate the impact on South Lincoln HS enrolment if 100% of grade 8 students at the elementary feeder schools chose to attend South Lincoln HS. Enrolment at South Lincoln HS under a best case scenario would increase and peak at 320 in the 2023/2024 school year but it is still not sufficient to support a viable secondary school. The projection scenario is attached as Appendix A.

### **Community Partnerships/Community Hub**

The potential for schools to develop community partnerships and be part of a community hub was raised. The West Lincoln Co-Op Nursery School located at South Lincoln HS provides students with opportunities for co-op placements or to volunteer time. A desire for the DSBN to continue the partnership with West Lincoln Co-Op Nursery School was expressed. There was some concern that if the school closes there will not be a lot of time for the child care facility to relocate.

The Beamsville Early Learning and Child Care Centre submitted a letter that raised concerns about the impact of the closure of Beamsville District SS on their business.

### *Information Provided by Staff*

The DSBN has always been committed to maintaining good relationships and collaborating with its community partners. Community partners are considered during any accommodation review and, where school closures occur, arrangements are made to ensure the community partner's operation can continue during any transition period and that space in the new school is made available to the community partner if they wish to relocate. Recent examples include the collaboration with A Child's World daycare to relocate the daycare operation from the closed Crystal Beach PS into the newly opened John Brant PS.

Space for A Child's World daycare in Pelham will be available in the newly renovated Wellington Heights PS and the daycare has been accommodated during the construction period to allow for continued service.

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Staff has been communicating with the West Lincoln Co-Op Nursery School to assure them that space at South Lincoln HS for their operations will continue to be available should the school close. Similarly, the DSBN will be pleased to work with the Beamsville Early Learning and Child Care Centre for continued daycare services at the proposed new school.

The community hub concept is a Ministry of Education and Ministry of Municipal Affairs and Housing initiative. A community hub can be a school, a neighbourhood centre, or another public space that offers coordinated services such as education, health care, and social services. The Ministries encourage the municipal and education sectors across the province to plan together for the creation of community hubs where appropriate. The DSBN has had discussions with all the affected local Municipalities and the Niagara Region in this regard, and will continue into the future.

The DSBN works with its partners through accommodation review processes to identify potential opportunities. Examples include:

- The DSBN and the Town of Fort Erie are working together to fund a performing arts centre at the Greater Fort Erie SS.
- An agreement between the DSBN and City of St. Catharines for Harriet Tubman PS that gives students use of the municipal park during school hours while after hours the City is able to offer recreation programming in the school's gym.
- A joint venture between the DSBN and the Welland Public Library to have a new public library accommodated at Diamond Trail PS.

## 5. RECOMMENDED ACCOMMODATION OPTION

The DSBN's Accommodation Review Policy F-2 sets out that the Initial Staff Report include a proposed accommodation option for the West Niagara Secondary Accommodation Review. The Final Staff Report must provide a recommended option, which could be different from the proposed option. Having completed the consultation process, and after reviewing and considering the information and data provided, the recommended accommodation option for the West Niagara Secondary Accommodation Review is:

***To close the three secondary schools in Planning Area 1 and build a new school for the 2020/2021 school year with priority given to a site location within the planning area below the Niagara Escarpment.***

The recommended option, should it be approved, could be completed as follows:

**June 2017:** South Lincoln HS closes for instructional purposes as of June 30, 2017.

**September 2017:** As of September, 2017, regular track students residing in Zone A and B (Appendix B) are directed to Grimsby SS. Grade 9, 10, and 11 regular track students residing in Zone C (Appendix B) are directed to E.L. Crossley SS.

Extended French students residing in Zones A, B, and C will continue to attend Grimsby SS. Students in SSTW and SSTC residing in Zones A, B, and C will continue to attend Beamsville District SS. School boundaries are adjusted accordingly.

For the 2017/2018 school year, Grade 12 students residing in Zone C will have the option to attend Grimsby SS or E.L. Crossley SS.

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<b>2017-2020:</b>	Planning and construction of new secondary school.
<b>June 2020:</b>	Beamsville District SS and Grimsby SS are closed for instructional purposes as of June 30, 2020.
<b>September 2020:</b>	New secondary school opens and all students from Beamsville District SS and Grimsby SS will attend the new school. School boundaries are adjusted accordingly.

## Rationale

The rationale for the recommended option remains the same as detailed in the Initial Staff Report. The following key points summarize the rationale:

- The proposed option will bring together communities, teachers, and resources into a single school, which will provide the benefits of a larger school population.
- Students will benefit from an increased variety of programming, extra-curricular activities, and school services.
- A new school facility will provide students and teachers with innovative and modern technology and facilities.
- Students will have more choice, more optional courses and specialty programs to explore their interests and develop their skills, with more flexibility in timetables.
- A larger staff with a broader base of expertise and experience will be available to meet students' needs and interests.
- A larger teaching staff means teachers can be part of a larger group with the same specialization, and are less likely to teach outside of their area of expertise.
- Students can enhance their learning by exposure to a larger school community of peers and educators.
- A larger and more diverse student population makes it easier for students to find their niche, based on the premise that in a larger school there is something for everyone.
- During the period that the proposed new school is being built, there will be minimal disruption to students with only one transition for their secondary education.
- Improved enrolment levels and facility utilization rates can be achieved with a single consolidated school rather than maintaining three lower enrolment and/or underutilized schools.
- Should a consolidated school be built with a capacity of 1,500 students, the facility utilization rate would be 95% in 2020/2021. The consolidated enrolment projections can be found in Appendix C.
- The consolidation would reduce surplus pupil spaces by approximately 1,100 in the Planning Area based on a 2020/2021 opening year.
- There will be cost savings and efficiencies that are associated with maintaining one school instead of three schools.
- The proposed option will improve the Grade 8 to 9 retention rates in West Niagara due to a broader, enhanced program and extra-curricular activities with more flexibility for student timetables.

## Proposed Location for New School

The DSBN uses its Planning Guiding Principles to help guide optimal planning, decision making, and facility construction (Appendix D). The location of the proposed new secondary school should be centrally located to

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the student population to minimize student travel distances. The West Niagara Secondary Accommodation Review area is very large geographically making it important to select a location that is as equally accessible to all the communities as possible. DSN Planning staff used a Geographic Information System program to determine the geographic midpoint of the student population in the planning area. Attached as Appendix E is a map showing two geographic midpoints of the population.

The midpoint depicted by the orange circle represents the geographic midpoint of the entire student population excluding Zone C students proposed to attend E.L. Crossley SS. This location falls in a rural area on the Niagara Escarpment. This is not an ideal location for a school because there are a number of natural heritage and hazard land features in the area that are subject to development restrictions under the applicable provincial and municipal plans. Given that the majority of the student population is located in the urban areas of Grimsby and Beamsville, a second midpoint (blue) was developed based on the student population below the Escarpment. The midpoint falls in the vicinity of the Grimsby-Lincoln municipal border near King Street and is only approximately 2.8 kilometres further north from the midpoint for the entire geographic area. It would be accessible by major roads such as King Street and three nearby Escarpment road crossings. This second midpoint is considered an ideal location to centrally serve Secondary Planning Area 1, and is being suggested as the general location to explore for the proposed new secondary school.

### **Funding**

The proposed accommodation option would require capital investment funding and approval from the Ministry of Education and will be requested through the School Consolidation Capital funding application.

Appendix F is the financial summary for the recommended option.

### **Transportation**

Transportation Policy J-01 will be applied to students in the new Grimsby SS and E.L. Crossley boundaries beginning in the 2017/2018 school year, and subsequently to all students in the proposed new school's boundary beginning in the 2020/2021 school year. The Policy sets out distance and hazard criteria that qualify students for transportation services and stipulates that, whenever possible and practical, the transportation ride time is not expected to exceed one hour.

Niagara Student Transportation Services (NSTS) completed a review of both phases of the recommended accommodation option. Transportation simulations were developed for expected ride times and costs but do not account for potential impacts of the proposed temporary shared boundary, should it be approved. A preliminary analysis suggests that a temporary shared boundary would result in minimal additional costs or impacts on ride times. A full analysis will be prepared for the March 28, 2017 Board meeting.

Under the first phase, the simulation projects that students in Zones A and B travelling to Grimsby SS would experience an increase in average bus ride time from 22 minutes to 27 minutes with nearly 70% of students having a bus ride time less than 30 minutes, 97% of students will have a ride time less than 50 minutes, and no students will have a bus ride time of over 60 minutes. Students in Zone C travelling to E.L. Crossley SS are projected to experience the same average bus ride time of 22 minutes with 89% of students having a bus ride time of 30 minutes or less and 100% of students having a ride time of 40 minutes or less.

An additional 2 large buses and 5 small buses will be needed to transport Zone A and B students to Grimsby SS. Existing buses to E.L. Crossley SS can be utilized to transport Zone C students. The additional cost of phase 1 of the recommended option is projected to be \$198,700 (excluding HST) in the first year. The transportation



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simulation to support phase 1 was based on current school bell times, including those for Grimsby SS and E.L. Crossley SS. As new school boundaries and transportation schedules normalize, annual costs are expected to decrease as efficiencies are found through capacity reviews of actual ridership and bell time adjustments. While the recommended option adds more buses and costs, overall, transportation savings for the West Lincoln area are still realized.

Under phase 2, for the proposed new school build at the suggested location, the simulation projects that students in Zones A and B would experience an increase in average bus ride time from 22 minutes to 30 minutes with 50% of students having a bus ride time less than 30 minutes, and 96% of students will have a ride time less than 50 minutes. The simulation indicates that 0.5% of students would have a ride time just over 60 minutes at 62 minutes. Beamsville District SS students would experience a decrease in average bus ride time from 18 minutes to 16 minutes with 83% of students having a bus ride time less than 30 minutes, 95% of students will have a ride time less than 50 minutes. The simulation indicates that 0.1% of students would have a ride time just over 60 minutes at 62 minutes. Grimsby SS students would experience a decrease in average bus ride time from 17 minutes to 11 minutes with 98% of students having a bus ride time less than 30 minutes. It is projected that 0.4% of students would have a ride time just over 60 minutes at 61 minutes.

An additional 3 large buses and 1 small bus will be needed to transport students to the proposed new school. The transportation simulation to support phase 2 was based on current school bell times, and a small adjustment for secondary bell times to 9:15 a.m. for the proposed new build. The additional cost of phase 2 of the recommended option is projected to be \$172,000 (excluding HST) in the first year. The total cost of phase 1 and 2 are expected to be \$370,700 (excluding HST). As new school boundaries and transportation schedules normalize, annual costs are expected to decrease as efficiencies are found through capacity reviews of actual ridership and bell time adjustments.

NSTS is a consortium between the DSBN and the NCDSB for the provision of transportation services to the students of both Boards. NSTS has been providing transportation to Blessed Trinity Catholic SS students for a number of years and because the Blessed Trinity Catholic SS boundary is nearly identical to the boundary being proposed by the DSBN for the consolidated school, travel times to Blessed Trinity Catholic SS serve as a real-world example of what can be expected. NSTS provided bus ride time statistics for West Lincoln students that attend Blessed Trinity Catholic SS that show 59% of students have a ride time of less than 30 minutes and 98% of students less than 45 minutes. This is fairly consistent with the simulation developed by NSTS for students in Zones A and B traveling to the proposed new consolidated school (phase 2).

Late bus service is available to DSBN students who participate in extra-curricular activities and reside in rural areas that are distant from the school. Students using the late bus would be dropped off at centralized locations within their home community and parents/guardians arrange to get their children home from centralized bus stops. Late bus times are established by school principals based on after school activities, and can change through the school year with a change in activity. Students living in West Lincoln would continue to receive late bus service from the school they will attend: Grimsby SS, E.L. Crossley SS, and, in the future, the proposed new secondary school.

## 6. FUTURE CONSIDERATIONS

The recommended option for the West Niagara Secondary Accommodation Review has the potential to address facility and capacity concerns at College Street PS. Should the Board of Trustees decide to close South Lincoln HS for instructional purposes, it is recommended that College Street PS students be relocated to South Lincoln

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HS for September 2017 or January 2018. Relocation would be subject to a study that would determine the feasibility of renovating South Lincoln HS into an elementary school. The results of the study could be presented in a report at the April 2017 Program and Planning Committee Meeting.

## 7. TIMELINES

Public delegations will be received at the February 28, 2017, Board Meeting. Following the delegations, a summary of the public delegations will be prepared as an Addendum to the Final Staff Report. The Final Staff Report and Addendum will be brought forward to the Board of Trustees for consideration at the March 28, 2017, Board Meeting.

## 8. RECOMMENDATION

**That the Board of Trustees receive the West Niagara Secondary Accommodation Review Final Staff Report.**

## 9. APPENDED DATA:

- APPENDIX A: South Lincoln HS Projection with Hypothetical 100% Grade 8 Retention
- APPENDIX B: Residential Locations of Families with Children Attending West Niagara Secondary Schools for Regular Track in 2016-2017
- APPENDIX C: Consolidated Enrolment Projections
- APPENDIX D: Planning Guiding Principles
- APPENDIX E: Geographic Midpoints of Secondary School Students Locations in West Niagara
- APPENDIX F: Consolidated Scenario West Niagara Secondary Schools Financial Impact

Respectfully submitted,

Kelly Pisek  
Superintendent of Education

Warren Hoshizaki  
Director of Education

February 9, 2017

**South Lincoln HS**

**Scenario: 273**

OTG Capacity: 390.0

Municipality: West Lincoln

Status: Active

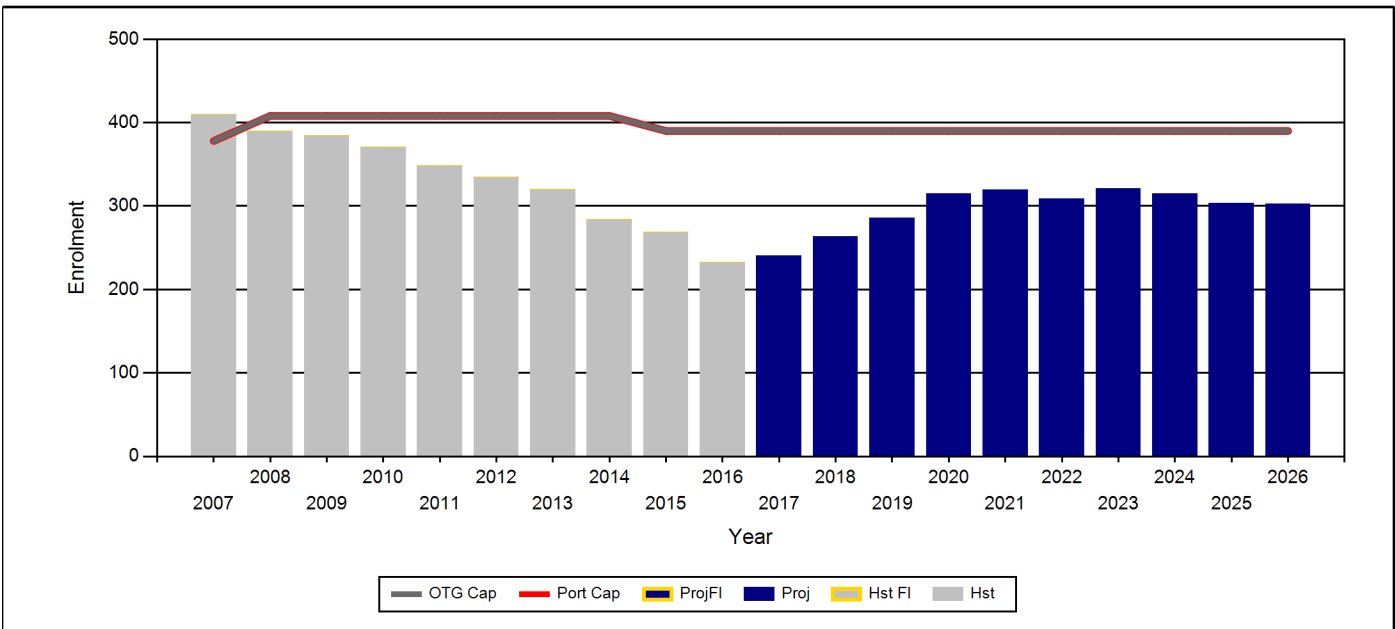
Portable Capacity:

Planning Area: Grimsby, Lincoln & West Lincoln

School Type: Secondary

Portables:

Admin Area: Area 6A



**Historic Enrolment**

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total	Util %
2007	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	69.0	106.0	105.0	130.0	410.0	108.5%
2008	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	87.0	74.0	104.0	125.0	390.0	95.6%
2009	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	76.0	94.0	78.0	137.0	385.0	94.4%
2010	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	79.0	77.0	97.0	118.0	371.0	90.9%
2011	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	74.0	77.0	77.0	121.0	349.0	85.5%
2012	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	85.0	77.0	77.0	96.0	335.0	82.1%
2013	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	74.0	83.0	74.0	89.0	320.0	78.4%
2014	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	65.0	64.0	75.0	80.0	284.0	69.6%
2015	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	50.0	61.0	66.0	92.0	269.0	69.0%
2016	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	47.0	49.0	61.0	76.0	233.0	59.7%

**Total Projected Enrolment**

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total	Util %
2017											74.7	45.3	48.2	72.1	240.2	61.6%
2018											90.5	71.8	44.5	56.9	263.8	67.6%
2019											75.9	87.1	70.5	52.6	286.1	73.4%
2020											72.9	73.0	85.4	83.3	314.7	80.7%
2021											76.3	70.1	71.7	101.0	319.1	81.8%
2022											80.7	73.9	69.3	85.2	309.1	79.3%
2023											87.3	78.1	73.0	82.4	320.7	82.2%
2024											66.9	84.4	77.1	86.7	315.1	80.8%
2025											63.9	64.8	83.3	91.6	303.5	77.8%
2026											77.6	61.9	64.1	98.8	302.5	77.6%

Regular Track Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total
2017											74.7	45.3	48.2	72.1	240.2
2018											90.5	71.8	44.5	56.9	263.8
2019											75.9	87.1	70.5	52.6	286.1
2020											72.9	73.0	85.4	83.3	314.7
2021											76.3	70.1	71.7	101.0	319.1
2022											80.7	73.9	69.3	85.2	309.1
2023											87.3	78.1	73.0	82.4	320.7
2024											66.9	84.4	77.1	86.7	315.1
2025											63.9	64.8	83.3	91.6	303.5
2026											77.6	61.9	64.1	98.8	302.5

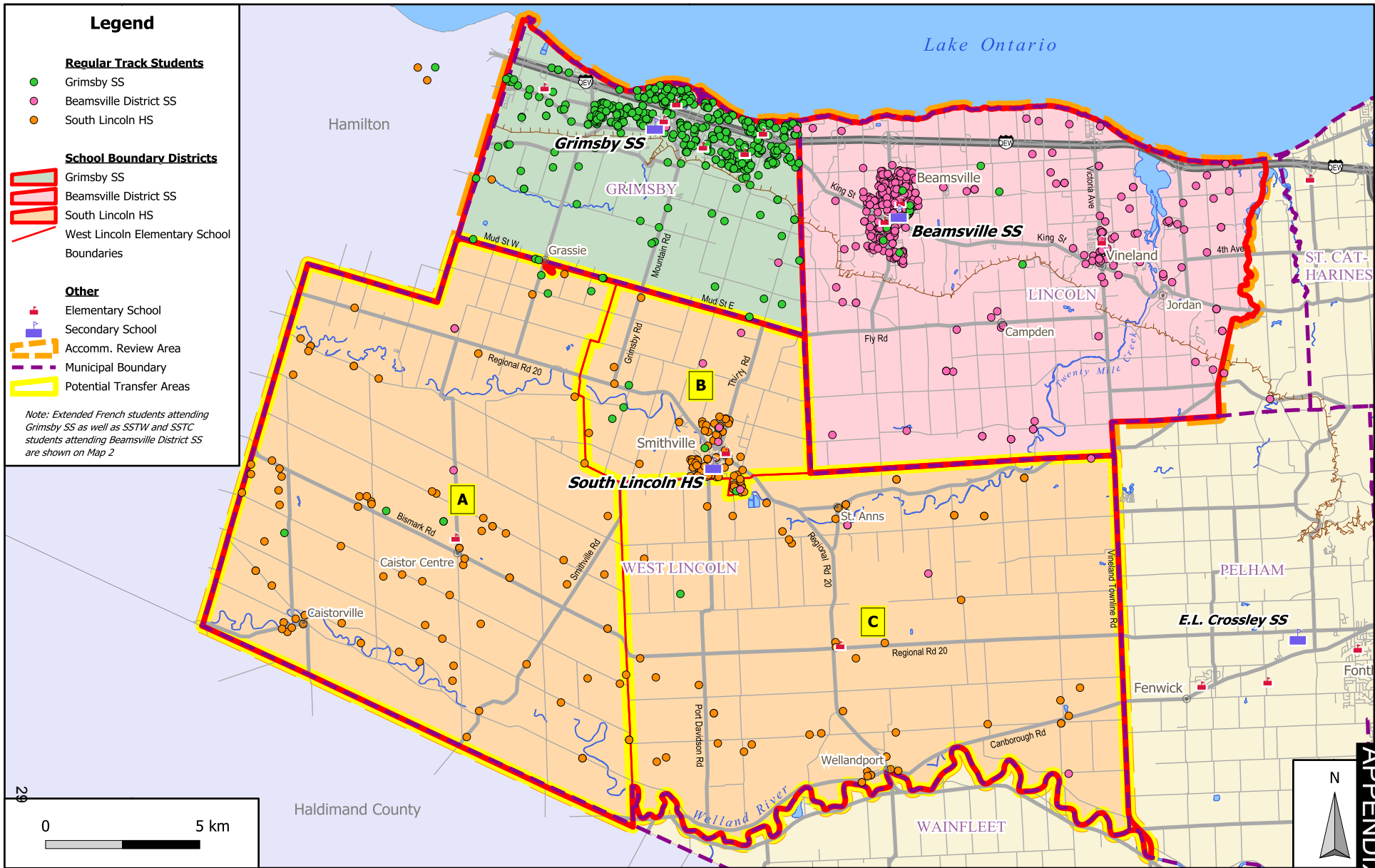
French Immersion Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total
2017											.0	.0	.0	.0	.0
2018											.0	.0	.0	.0	.0
2019											.0	.0	.0	.0	.0
2020											.0	.0	.0	.0	.0
2021											.0	.0	.0	.0	.0
2022											.0	.0	.0	.0	.0
2023											.0	.0	.0	.0	.0
2024											.0	.0	.0	.0	.0
2025											.0	.0	.0	.0	.0
2026											.0	.0	.0	.0	.0

Special Education Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total
2017											.0	.0	.0	.0	.0
2018											.0	.0	.0	.0	.0
2019											.0	.0	.0	.0	.0
2020											.0	.0	.0	.0	.0
2021											.0	.0	.0	.0	.0
2022											.0	.0	.0	.0	.0
2023											.0	.0	.0	.0	.0
2024											.0	.0	.0	.0	.0
2025											.0	.0	.0	.0	.0
2026											.0	.0	.0	.0	.0

# Residential Locations of Families with Children Attending West Niagara Secondary Schools for Regular Track in 2016-2017



Note: Student locations based on October 31, 2016 Trillium data.  
 Map prepared by: DSBN Planning Services. Contains map data courtesy of: © 2016 Regional Municipality of Niagara and its suppliers, © 2010 Queen's Printer (Ontario Ministry of Natural Resources)

Proposed West Niagara SS

Scenario: 267

OTG Capacity: 1500.0

Municipality:

Status: Active

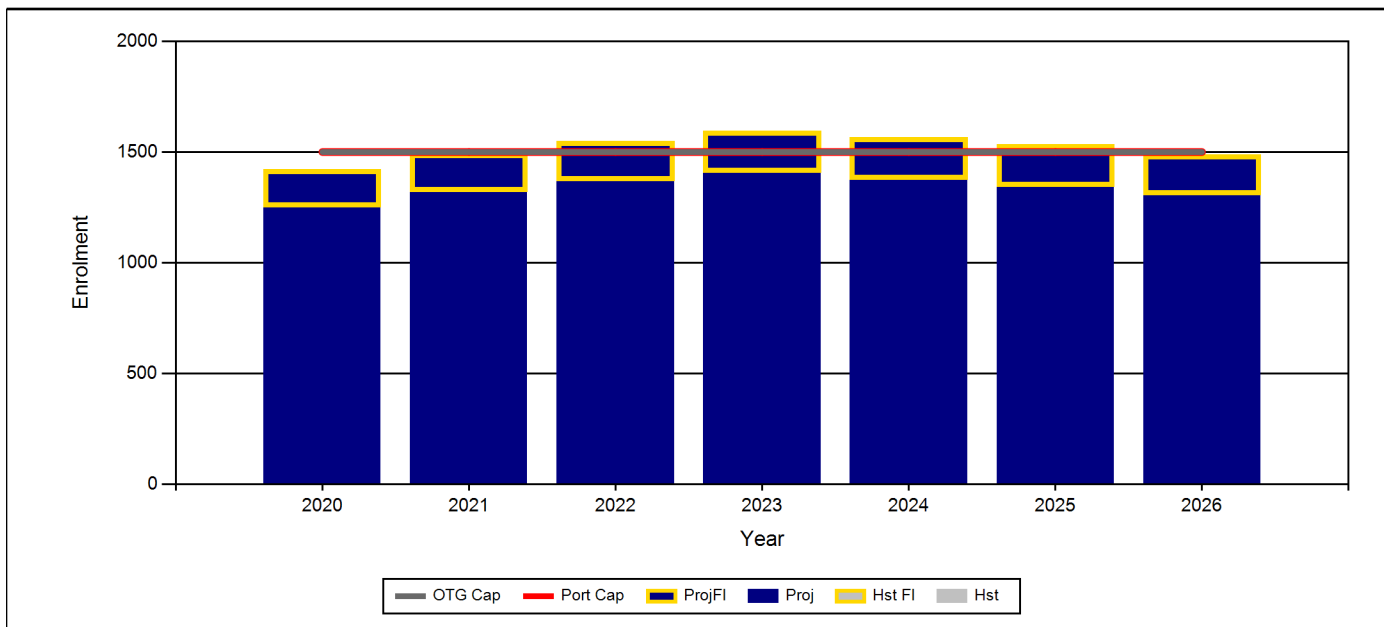
Portable Capacity:

Planning Area: Grimsby, Lincoln & West Lincoln

School Type: Secondary

Portables:

Admin Area: Area 6A



Historic Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total	Util %
2016	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0	.0		

Total Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total	Util %
2017											.0	.0	.0	.0	.0	0.0%
2018											.0	.0	.0	.0	.0	0.0%
2019											.0	.0	.0	.0	.0	0.0%
2020											358.6	328.6	338.1	395.2	1420.5	94.7%
2021											368.0	364.5	331.2	429.4	1493.0	99.5%
2022											385.4	374.5	367.4	421.7	1549.0	103.3%
2023											360.5	392.0	377.5	465.7	1595.7	106.4%
2024											325.5	366.5	394.8	478.0	1564.8	104.3%
2025											334.5	331.1	369.2	498.4	1533.2	102.2%
2026											348.3	340.1	334.0	466.2	1488.6	99.2%

Regular Track Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total
2017											.0	.0	.0	.0	.0
2018											.0	.0	.0	.0	.0
2019											.0	.0	.0	.0	.0
2020											307.1	281.2	287.1	321.6	1197.1
2021											315.9	313.4	281.4	356.2	1266.9
2022											328.9	322.9	314.1	349.7	1315.6
2023											301.9	336.1	323.6	390.2	1351.9
2024											274.1	308.7	336.9	402.0	1321.6
2025											280.5	280.3	309.4	418.4	1288.6
2026											298.7	286.8	281.0	384.3	1250.9

French Immersion Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total
2017											.0	.0	.0	.0	.0
2018											.0	.0	.0	.0	.0
2019											.0	.0	.0	.0	.0
2020											46.5	41.4	41.0	40.6	169.4
2021											47.0	45.1	39.7	40.2	172.0
2022											51.4	45.6	43.3	38.9	179.3
2023											53.4	49.9	43.8	42.4	189.5
2024											46.1	51.8	47.9	42.9	188.7
2025											48.6	44.7	49.7	46.9	189.9
2026											44.0	47.2	42.9	48.7	182.8

Special Education Projected Enrolment

Year	JK	SK	01	02	03	04	05	06	07	08	09	10	11	12	Total
2017											.0	.0	.0	.0	.0
2018											.0	.0	.0	.0	.0
2019											.0	.0	.0	.0	.0
2020											5.0	6.0	10.0	33.0	54.1
2021											5.1	6.0	10.0	33.0	54.1
2022											5.1	6.0	10.0	33.0	54.2
2023											5.2	6.1	10.1	33.1	54.3
2024											5.3	6.1	10.1	33.1	54.5
2025											5.4	6.1	10.1	33.1	54.7
2026											5.6	6.1	10.1	33.1	54.9

## PLANNING GUIDING PRINCIPLES

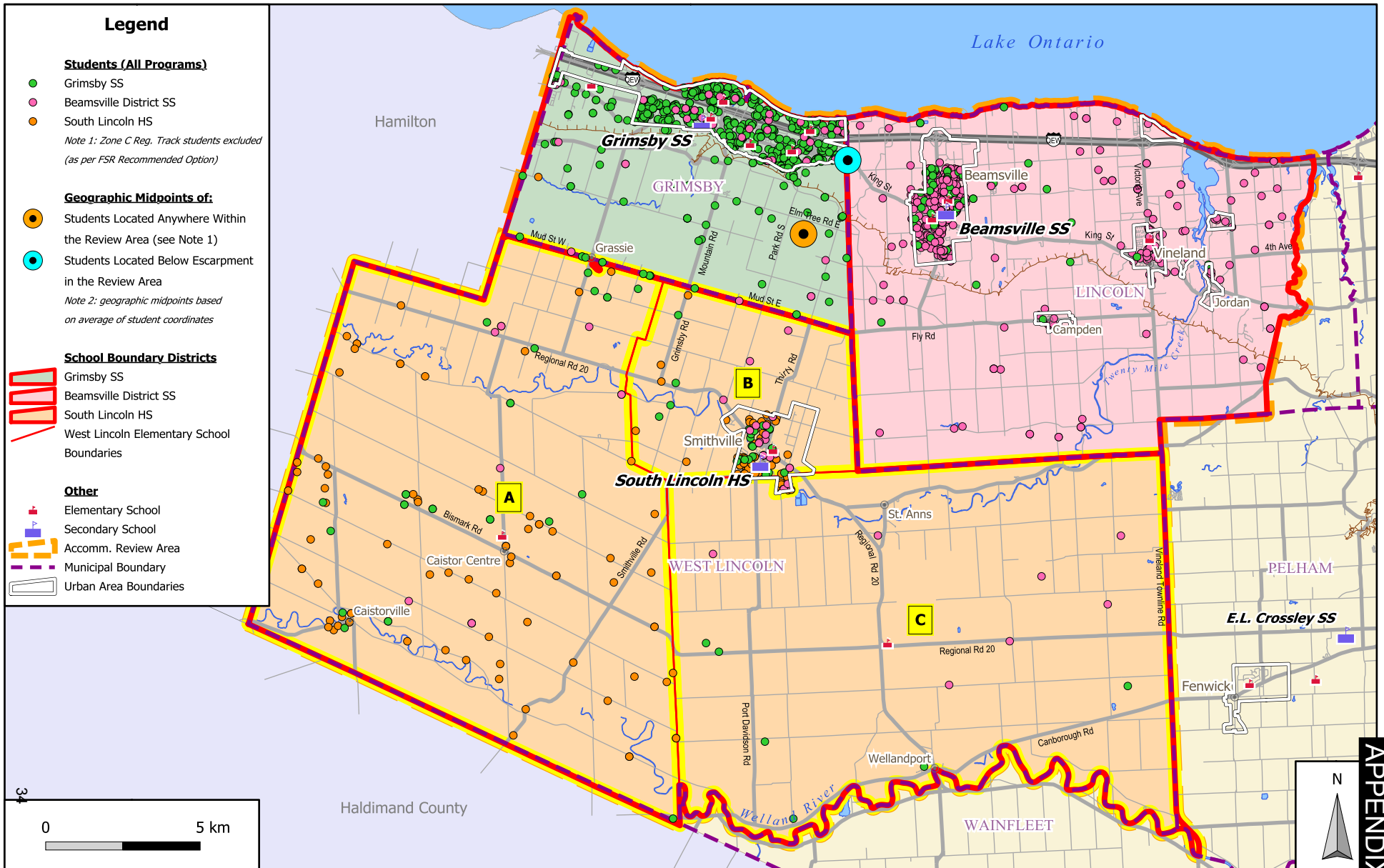
ATTRIBUTE	GUIDING PRINCIPLE	ELEMENTARY	SECONDARY
<b>School Structure</b>	To reduce school transitions and to keep students and communities together throughout their elementary or secondary education.	The DSBN supports the JK-8 school model and Grade 1 to 8 French Immersion school model.	The DSBN supports the Grade 9 to 12 school model.
<b>Facility Utilization</b>	To optimize utilization of a school to ensure efficient use of resources.	85% - 100%	85% - 100%
<b>School size</b>	To ensure an optimal school population that supports a diverse learning environment with a range of opportunities in programming, extracurricular activities, and services.	Optimal school enrolment: 500 or above	Optimal school enrolment: 1000 or above
<b>Site Size</b>	An adequately sized school site will ensure appropriate space for buildings, parking, pick up/drop off space, bus loading and green space for daily physical activity and team sports. The school site size should be measured in terms of useable land meaning a site with an appropriate configuration, topography, soil and drainage conditions, and that is not within hazard or natural heritage areas.	Area of approximately 2.5 – 3.3 hectares (6 – 8 acres).	Area of approximately 5.3 – 6.9 hectares (15 – 20 acres).
<b>Site Frontage</b>	School site should have adequate frontage along a road to provide adequate pick up/drop off and bus loading zones, and wherever possible be connected by sidewalks to encourage walking.	140-180 metres	200 – 250 metres
<b>Portables</b>	Portables are a viable short term accommodation (i.e. 10 years). In instances where longer term accommodation solutions to an over capacity school are needed, the preferred solution is permanent building alterations or additions.		
<b>Accessibility</b>	Identify accessible features and limitations each facility has to ensure equal access for all students and community members.		
<b>Transportation</b>	As per the DSBN transportation policy, whenever possible and practical the scheduled length of time on a vehicle provided by NSTS is not expected to exceed 60 minutes (one way).		
<b>Average Student Distance to School</b>	A measure of proximity of students to their school. A lower average distance to school indicates a more centralized location.		



ATTRIBUTE	GUIDING PRINCIPLE	ELEMENTARY	SECONDARY
<b>Co-location Opportunities</b>	Where ever possible, co-locating with other municipal or community facilities, such as parks, libraries, civic centers, YMCAs, or arenas, provides students with easy access to additional learning or recreation activities and for the potential for partnerships between the local municipality and the DSBN. Parks provide additional greenspace for student activity as well as linkages between school and adjacent neighbourhood for safe travel.		
<b>Road Type</b>	Indicates which type of road the school is located on (residential or arterial). Schools on residential roads have more access to on street parking. Walking to these schools may be considered safer due to less volume of traffic than an arterial road.		
<b>Access to Arterial Road</b>	Indicates the distance to closest arterial road if not already located on arterial road. Proximity to major city routes allows for access to public transit and access for efficient transportation (bus or car).		
<b>Site Limitations</b>	Any additional factors that may be unique to each school site.		

The DSBN recognizes that there are often unique circumstances associated with school planning and decision making. These guiding principles are not intended to be a “one size fits all” solution nor a checklist for approval that is applied to every circumstance. Rather, the document is intended to provide a consistent and clear framework to guide optimal planning, decision making, and facility construction.

# Geographic Midpoints of Secondary School Student Locations in the West Niagara Area



Note: Student locations based on October 31, 2016 Trillium data.  
 Map prepared by: DSBN Planning Services. Contains map data courtesy of: © 2016 Regional Municipality of Niagara and its suppliers, © 2010 Queen's Printer (Ontario Ministry of Natural Resources)

**Consolidated Scenario  
West Niagara Secondary Schools  
Financial Impact**

<b>ESTIMATED CAPITAL COSTS</b>	<b>Capital (One Time) \$</b>
Capital build and site requirements:	
<ul style="list-style-type: none"> <li>• 1500 capacity secondary school, synthetic turf and track, parking and site preparation costs</li> <li>• Site purchase</li> </ul>	<p align="right">43,000,000</p> <p align="right">TBD</p>

<b>NET OPERATING SAVINGS/(COSTS)</b>	<b>One Time \$</b>	<b>Annual \$</b>
<u>Savings</u>		
Increase to Top-up Allocation Grant		243,000
Principals / Vice Principals		348,000
Secretaries		164,000
Caretaking		395,000
Utility, Property and Maintenance Costs		<u>502,000</u>
		1,652,000
<u>Costs</u>		
Transportation	(20,000)	(371,000)
Decrease to School Foundation Grant		<u>(311,000)</u>
	<u>(20,000)</u>	(682,000)
 Net Operating Savings/(Costs)	 <u>(20,000)</u>	 <u>970,000</u>

<b>ESTIMATED SCHOOL RENEWAL</b>	<b>Capital (2016-2020 Unaudited) \$</b>
School Renewal Expenditures Avoided	<u>48,962,123</u>