

**AGENCY OF EDUCATION  
Barre, Vermont**

**TEAM:** School Governance Team

**ACTION ITEM:** Will the State Board of Education find that the proposed unified union school district formed by all current member districts of the **ORLEANS CENTRAL SUPERVISORY UNION (OCSU)**, which would be its own supervisory district, is “in the best interests of the State, the students, and the school districts,” and will the State Board therefore vote to approve the attached report of the OCSU Study Committee?

**SECRETARY’S RECOMMENDED ACTION:**

**That the State Board of Education finds that the proposed formation of a new unified union school district by all member districts of the Orleans Central Supervisory Union, which will be its own supervisory district, is “in the best interests of the State, the students, and the school districts” pursuant to 16 V.S.A. § 706c(b).**

**That the State Board of Education votes to approve the temporary assignment of the new unified union school district to the Orleans Central Supervisory Union for the purpose of receiving administrative and other transitional assistance. Assignment would be for the interim period beginning on the date on which the unified union school district becomes a legal entity pursuant to 16 V.S.A. § 706g and ending on July 1, 2017, and would not modify the governing structure of the existing system.**

**That the State Board of Education votes to approve the attached report of the Orleans Central Supervisory Union Study Committee.**

**STATUTORY AUTHORITY:** 16 V.S.A. § 706c; Act 46 of 2015

**BACKGROUND INFORMATION:** The OCSU consists of seven towns and eight school districts, each governed by its own board. The Albany, Barton Incorporated, Brownington, Glover, Irasburg, and Orleans Incorporated School Districts each operate an elementary/middle school. The Westmore School District pays tuition for its resident elementary/middle school students. All seven town districts are members of the Lake Region Union High School District. The OCSU board oversees centralized, supervisory union-wide prekindergarten education offered in two locations. More than one-half of all three and four-year old children living in the OCSU are enrolled in the prekindergarten

program. High school students access career technical education at the North Country Career Center in Newport.

The OCSU Study Committee recommends creation of a unified union school district (New Unified District) that would be its own supervisory district pursuant to the Accelerated Merger process and timeline created by Act 46, Sec. 6 (2015). The proposal identifies all districts in the OCSU as “necessary” districts pursuant to 16 V.S.A. § 706b(b)(1). No district is identified as an “advisable” district.

The combined average daily membership (ADM) of all districts within the OCSU for FY2016 is 1,084.17.

The New Unified District, to be known as the Orleans Central Unified Union School District, would provide for the education of all resident PK-12 students by operating one or more schools for each grade. If approved by all districts, the proposal would unify all existing school districts and the supervisory union into a single supervisory district responsible for operating six elementary/middle schools and one high school. It would replace the nine current governing bodies with one unified union board.

The New Unified District would be governed by a 17 member school board that would include at least one member from each town. Board members would be nominated by and from among the electorate of the individual towns, with the number to be nominated by a single town being closely proportional to the fraction the town population bears to the total population of the New Unified District as determined by the 2010 federal census. Election of board members would be by the electorate of the town to which the board seat was apportioned. The Articles include a requirement for recalculation of board membership following the release of each decennial census.

A currently operating elementary/middle school building could be closed during the first four years of the New Unified District’s existence only if approved by a majority of the electorate of the municipality in which the building is located. If the building was closed and would no longer be used for public education purposes, then the town in which the school building is located would have the right of first refusal and could purchase the property for \$1.00, provided that the town agreed to use the property for public and community purposes for a minimum of five years. The proposal includes provisions addressing use by the town for fewer than five years.

The proposal includes a “grandfathering” clause for Westmore K-8 students for whom the Westmore School District pays tuition during the 2016-2017 academic year. If a future board of the New Unified District offers choice for students among the public elementary schools operated by the District, Article 10D includes a list of mandatory policy considerations to ensure equity of access.

The electorate of each potentially merging district will vote on June 7, 2016 whether to approve creation of the New Unified District. If the voters in each of the districts vote in favor of the proposal, then the New Unified District will begin operation on July 1, 2017.

**POLICY IMPLICATIONS:** By enacting Act 46, the General Assembly declared the intention to move the State toward sustainable models of education governance designed to meet the goals set forth in Section 2 of the Act. It was primarily through the lens of those goals that the Secretary has considered whether the OCSU Study Committee's proposal is "in the best interests of the State, the students, and the school districts" pursuant to 16 V.S.A. § 706c.

**EDUCATION IMPLICATIONS:**

The OCSU Study Committee identified and discussed potential educational benefits of a merged system, including:

1. The ability to share specialized staff among schools and support programmatic equity;
2. The opportunity for all eighth grade students to learn algebra skills;
3. The prospect for intra-district elementary school choice.

**FISCAL IMPLICATIONS:**

The OCSU already has centralized services and operations for special education, transportation, and other functions. In addition, the supervisory union includes a union high school district of which all of the seven town elementary school districts are members. Therefore, large initial savings from consolidation of services and operations are not to be expected because many of these savings have already been realized. The OCSU Study Committee was able to identify an additional \$77,000 in potential annual cost reductions related to a reduced number of audits, reduced board stipends, and reporting requirements. The board recognizes there will be areas for further expenditure reductions. Specifically, the Study Committee's report anticipates other potential cost reductions resulting from the formation of a unified union through, for example, sharing staff among schools, class size management, further consolidating special education, and possibly reconfiguring the grades of schools such that K-4 and 5-8 are in separate facilities. *See also* Act 46, Sec. 6 (2015), or alternatively Act 153 (2010) as amended, for cost implications to the State.

*See* the Study Committee's Worksheet for an overview of those elements in the proposal that address the goals identified by Act 46, Section 2 and the potential for geographic isolation. In addition, a more detailed discussion of these elements appears on pages 2–3 of the Study Committee's report, and in Appendices B, D, and E.

The Study Committee's proposal is aligned with the goals of the General Assembly as set forth in Act 46 of 2015 and with the policy underlying the union school district formation statutes as articulated in 16 V.S.A. § 701.

**STAFF AVAILABLE:** Donna Russo-Savage, Principal Assistant to the Secretary,  
School Governance  
Brad James, Education Finance Manager  
Gregory Glennon, General Counsel  
Bill Talbott, Chief Financial Officer

**Study Committee Worksheet for All Phases of Voluntary Merger**

*Please submit this to the Agency with the Study Committee Report*

Current Supervisory Union or Unions (list each)	Potentially Merging Districts Pursuant to 16 V.S.A. § 706b(b)(1)-(2) (list each)	Is the District:	
		Necessary	Advisable
Orleans Central	Albany	X	
	Barton	X	
	Brownington	X	
	Glover	X	
	Irasburg	X	
	Lake Region Union***	X	
	Orleans	X	
	Westmore	X	
	<i>***Lake Region Union's interests are represented by the voters of each member town school district</i>		

<b>Type of Merger</b>	
<b><i>Please refer to the related eligibility worksheets to determine baseline eligibility for each merger type.</i></b>	<b>(column reserved for agency use)</b>
<b>X Accelerated Merger</b> (Act 46, Section 6)	
<b>A Regional Education District (RED) or one of its variations</b> (Act 153 (2010) and Act 156 (2012)) <ul style="list-style-type: none"> <li><input type="checkbox"/> <b>RED</b> (Act 153, Secs. 2-3, as amended by Act 156 , Sec. 1 and Act 46, Sec. 16)</li> <li><input type="checkbox"/> <b>Side by Side Merger</b> (Act 156 , Sec. 15)</li> </ul> Districts involved in the related merger: <ul style="list-style-type: none"> <li><input type="checkbox"/> <b>Layered Merger (Union Elementary School District)</b> (Act 156, Sec. 16)</li> <li><input type="checkbox"/> <b>Modified Unified Union School District (MUUSD)</b> (Act 156, Sec. 17, as amended by Act 56 (2013), Sec. 3)</li> </ul>	
<input type="checkbox"/> <b>Conventional Merger – merger into a preferred structure after deadline for an Accelerated Merger</b> (Act 46, Section 7)	

<b>Dates, ADM, and Name</b>	
<b>Date on which the proposal will be submitted to the voters of each district</b> (16 V.S.A. § 706b(b)(11)):	<b>June 7, 2016</b>
<b>Date on which the new district, if approved, will begin operating</b> (16 V.S.A. § 706b(b)(12)):	<b>July 1, 2017</b>
<b>Combined ADM of all “necessary” districts in the current fiscal year: (Based on FY 16 data)</b>	<b>1084.17</b>
<b>Proposed name of new district:</b>	<b>Orleans Central Unified</b>

Please complete the following tables with **brief, specific** statements of how the proposed union school district will comply with the each of the listed items. Bulleted statements are acceptable.

**The Proposed School District is in the Best Interest of the State, Students, and School Districts – as required by 16 V.S.A. § 706c**

Goal #1: The proposed union school district will provide substantial equity in the quality and variety of educational opportunities.

*Act 46, Sec. 2(1)*

- The committee report identified gaps in staffing, student support services, and technology that the newly elected board will need to address once it assumes responsibility for the program in all the K-8 schools.
- The districts governed by representative regional boards have a proven track record of ensuring high quality schooling for ALL students in the seven communities that comprise Orleans Central Supervisory Union. Both the prekindergarten program governed by the SU Board and Lake Region High School, governed by a Union Board, meet or exceed State standards and are well supported by the public. This demonstrated commitment to excellence will result in similarly equitable and high quality programs in the K-8 schools where gaps exist now.
- Governance by a unified union board will result in:
  - A consistent and common K-8 curriculum
  - Common K-8 assessments
  - The ability to share resources and staff expertise among all schools
  - The provision of equitable services among the six K-8 schools
  - The opportunity to reconfigure schools to optimize the deployment of teachers and the use of resources
  - Ensure all students enter Lake Region Union High School on equal footing and with equal opportunities for acceleration

<p><u>Goal #2:</u> The proposed union school district will lead students to achieve or exceed the State’s Education Quality Standards, adopted as rules by the State Board of Education at the direction of the General Assembly.</p> <p><i>Act 46, Sec. 2(2)</i></p>	<ul style="list-style-type: none"> <li>• <b>As noted above, the committee is aware of the existing staffing, student service, and technology gaps between schools. The committee is also aware of the challenges all the K-8 schools will face to meet EQS. The committee members believe that a unified union governance structure will facilitate the opportunity for ALL students to achieve or exceed the State’s Education Quality Standards in the K-8 schools in the district in the same way Lake Region High School has done. The unified governance will facilitate the SU efforts in providing:</b> <ul style="list-style-type: none"> <li>○ <b>Consistent K-8 curriculum</b></li> <li>○ <b>The provision of interventionists in all schools</b></li> <li>○ <b>The same opportunities for students in all schools to learn algebra skills in eighth grade</b></li> <li>○ <b>Coordinated staff development opportunities</b></li> <li>○ <b>Consistent access to technology for all K-8 students</b></li> <li>○ <b>Common instructional goals and priorities among K-8 schools</b></li> </ul> </li> </ul>	
<p><u>Goal #3:</u> The proposed union school district will maximize operational efficiencies through increased flexibility to manage, share, and transfer resources, with a goal of increasing the district-level ratio of students to full-time equivalent staff.</p> <p><i>Act 46, Sec. 2(3)</i></p>	<ul style="list-style-type: none"> <li>• <b>Orleans Central Supervisory Union has already realized many of the operational efficiencies by:</b> <ul style="list-style-type: none"> <li>○ <b>Providing centralized special education services</b></li> <li>○ <b>Contracting with one technology provider for the entire supervisory union</b></li> <li>○ <b>Having one collective bargaining agreement for the entire SU</b></li> <li>○ <b>Centralizing purchasing in several areas, and</b></li> <li>○ <b>Hiring and deploying some professional staff members.</b></li> </ul> </li> <li>• <b>The Act 46 Study Committee believes additional savings might be realized through additional operational efficiencies such as:</b> <ul style="list-style-type: none"> <li>○ <b>Expanded centralized purchasing in areas such as cleaning supplies, heating oil, school supplies, and technology hardware</b></li> <li>○ <b>Centralization of the management of food services</b></li> </ul> </li> </ul>	



	<ul style="list-style-type: none"> <li>○ Centralization of the management of facilities and operations, and</li> <li>○ Expanding the centralized hiring of staff</li> </ul>	
<p><u>Goal #4:</u> The proposed union school district will promote transparency and accountability.</p> <p><i>Act 46, Sec. 2(4)</i></p>	<ul style="list-style-type: none"> <li>• Orleans Central Supervisory Union currently consists of 9 boards with 32 members: which governs two union-wide programs and six district-level programs. The Supervisory Union board oversees the union-wide prekindergarten program; six boards oversee six operating district-wide K-8 schools; one board, Westmore, oversees the tuition of K-8 students in their town; and one union board oversees the operation of Lake Region Union High School. A unified union governance structure will have one board with 17 members overseeing the entire PK-12 program for all students. The Act 46 Committee believes that this single board governance structure will result in greater uniformity of educational expectations—especially at the K-8 level-- and will increase student, teacher and administrative accountability.</li> <li>• The adoption dates for school budgets are currently varied and the voting methods vary. The public does not directly vote on the SU budget. Under the articles of agreement a single budget vote for the unified union district will be conducted by Australian ballot on town meeting day. This uniform date and consistent method for voting will increase voter engagement and turnout and the transparency of the budget process.</li> <li>• In formulating the Articles of Agreement and completing this study, the Act 46 Committee has demonstrated the kind of transparency and outreach the community can expect from the newly created unified union board.</li> </ul>	
<p><u>Goal #5:</u> The proposed union school district will deliver education at a cost that parents, voters, and taxpayers value.</p> <p><i>Act 46, Sec. 2(5)</i></p>	<p><b>By adopting the accelerated approach to merging the Act 46 Committee will realize the incentives to the district and to homeowners outlined in Act 46. As described in detail in Appendix B of this report, the DMC model on property taxes levied on a \$200,000 home projects the following five year savings for six of the seven towns in Orleans Central Supervisory Union:</b></p>	

	<ul style="list-style-type: none"> <li>• Albany: \$ 3,766</li> <li>• Barton: \$ 569</li> <li>• Brownington: \$ 439</li> <li>• Glover: \$ 2,357</li> <li>• Orleans: \$ 1,938</li> <li>• Westmore: \$ 442</li> <li>• Note that Irasburg will be required to pay an additional \$73 in taxes during this time period based on the DMC model.</li> </ul> <p>The accelerated implementation will enable the newly elected board to affect the savings described in Appendix B and outlined below.</p> <ul style="list-style-type: none"> <li>• Audits: \$41,000</li> <li>• Board salaries: \$11,225</li> <li>• Administrative salaries: \$16,599</li> </ul> <p>Finally, by choosing to merge, five districts— Albany, Brownington, Glover, Irasburg, and Orleans--- will avoid the potentially devastating loss of just over \$500,000 in small school grants.</p>	
<p><u>Regional Effects:</u></p> <p>What would be the regional effects of the proposed union school district, including: would the proposed union school district leave one or more other districts geographically isolated? <i>Act 46, Section 8(a)(2)</i></p>	<p>There are no neighboring districts adversely affected by the merger.</p>	

**Articles of Agreement – as required by 16 V.S.A. § 706b(b)(3) - (10), (13)**

<p>(3) The grades to be operated by the proposed union school district</p> <p>The grades, if any, for which the proposed union school district shall pay tuition</p>	<p><b>Pre-Kindergarten through grade 12</b></p>	
<p>(4) The cost and general location of any proposed new schools to be constructed</p> <p>The cost and general description of any proposed renovations</p>	<p><b>None</b></p>	
<p>(5) A plan for the first year of the proposed union school district's operation for:</p> <p>(A) the transportation of students (B) the assignment of staff (C) curriculum</p> <p>The plan must be consistent with existing contracts, collective bargaining agreements, and other provisions of law, including 16 V.S.A. chapter 53, subchapter 3 (transition of employees)</p>	<p><b>In the <i>initial</i> year because of the Orleans Central Supervisory Union's ongoing efforts to centralize operations, no changes to transportation, staff assignments, or curriculum will be necessitated <i>as a result of the merger</i>. In the course of completing the work of the study committee, however, it is evident that shift to a unified union will facilitate increased savings over time and <i>may</i> enable the newly elected unified union board to affect some savings in preparing the 2017-18 budget.</b></p>	
<p>(6) The indebtedness of the proposed merging districts that the proposed union school district shall assume.</p>	<p><b>The status of district indebtedness is detailed in Appendix E of the report. At the close of this fiscal year, the total debt will be \$1,067,200.</b></p>	

<p>(7) The specific pieces of real property owned by the proposed merging districts that the proposed union school district shall acquire, including:</p> <ul style="list-style-type: none"> <li>* their valuation</li> <li>* how the proposed union school district shall pay for them</li> </ul>	<p><b>The schools are currently owned by the respective districts and their ownership would be transferred to the towns for \$1.00. Their insured valuations and those of outbuildings are listed below:</b></p> <ul style="list-style-type: none"> <li>• Albany School \$4,781,041</li> <li>• Albany Storage \$24,000</li> <li>• Barton School \$5,367,900</li> <li>• Barton Storage \$26,250</li> <li>• Brownington \$2,141,000</li> <li>• Glover \$2,816,600</li> <li>• Irabsurg \$2,463,400</li> <li>• Irasburg Storage \$3,000</li> <li>• LRUHS \$12,499,100</li> <li>• LRUHS Storage/Utility \$57,400</li> <li>• LRUHS Greenhouse \$60,000</li> <li>• Orleans \$5,142,500</li> <li>• COFEC \$1,236,000 (Prekindergarten classrooms/SU offices)</li> </ul>	
<p>(8) <i>[repealed 2004 Acts and Resolves No. 130, Sec. 15]</i></p>		
<p>(9) Consistent with the proportional representation requirements of the Equal Protection Clause, the method of apportioning the representation that each proposed member town shall have on the proposed union school board</p> <ul style="list-style-type: none"> <li>* no more than 18 members total</li> <li>* each member town is entitled to at least one representative</li> <li>* <i>see also</i> 16 V.S.A. § 706k(c): one or more at-large directors</li> </ul>	<p><b>The unified union board will have 17 members whose representation was determined as outlined in Appendix F of the Articles of Agreement. The board seats will be apportioned as follows:</b></p> <ul style="list-style-type: none"> <li>• Albany – 2 seats</li> <li>• Barton – 4 seats</li> <li>• Brownington – 2 seats</li> <li>• Glover – 3 seats</li> <li>• Irasburg – 3 seats</li> <li>• Orleans – 2 seats</li> <li>• Westmore – 1 seat</li> </ul>	

<p>* <i>see also</i> 16 V.S.A. § 707(c): weighted voting</p>		
<p>(10) The term of office of directors initially elected, to be arranged so that one-third expire on the day of each annual meeting of the proposed union school district, beginning on the second annual meeting, or as near to that proportion as possible</p>	<p><b>As noted in Article Nine of the Articles of Agreement, the board members terms are staggered in accordance with this recommendation.</b></p>	
<p>(13) Any other matters that the study committee considers pertinent, including whether votes on the union school district budget or public questions shall be by Australian ballot</p> <p><i>(please list each matter separately)</i></p>	<ul style="list-style-type: none"> <li>• <b>The committee established parameters for K-8 school choice should a future board determine that such a policy be considered</b></li> <li>• <b>The committee determined that future budget votes be conducted by Australian ballot.</b></li> </ul>	

Christopher B. Leopold  
Dennis W. Wells- Retired

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April 1, 2016

Donald S. Van Nostrand, Superintendent  
Orleans Central Supervisory Union  
130 Kinsey road  
Barton, VT 05822

Re: Proposed Orleans Central Unified Union School District Board Membership

Dear Donald,

I am writing regarding the current proposal by the Orleans Central Study Committee on behalf of the member school districts of the Orleans Central Supervisory Union (OCSU) to form a unified union school district. Specifically, you have asked us to review the proposed board membership of the Orleans Central Unified Union School District (hereinafter the "Unified School District") and the requirements of the Equal Protection Clause of the United States Constitution.

Members of the Orleans Central Study Committee formed under 16 VSA §706, have drafted Articles of Agreement for the formation of the Unified School District pursuant to Act 46. Article 8 of the Articles of Agreement establishes the number of board members from each town in the proposed unified union. The proposed board of school directors follows the statutory requirement that each proposed member district in a unified union be afforded at least one representative. Consistent with statute, the proposed board may not exceed 18 members, each member district shall be entitled to at least one representative, and representation shall be proportional to population. 16 VSA 706b(9). The composition of the initial seventeen-member school board is as follows: Albany – two members, Barton – four members, Brownington – two members, Glover – three members, Irasburg – three members, Orleans – two members and Westmore – 1 member. Board composition will be recalculated after each decennial census to ensure that a town's representation on the Board remains proportional to its population.

The Equal Protection Clause of the Fourteenth Amendment requires that each resident be given equal weight in representation. *Reynolds v. Sims*, 377 US 533, 569 (1964). The Supreme Court has held generally that an apportionment plan with a population deviation of less than 10% is a minor deviation. *Brown v. Thomson*, 462 US 835, 842 (1983). Despite stricter adherence to a 10% maximum deviation rule in *congressional* redistricting cases, the Court has shown *more* flexibility in regard to state and local forms of government. The Supreme Court has stated that mathematical exactness is not a requirement to the extent that it acts as a "straitjacket" preventing citizens from "devising mechanisms of local government suitable for local needs and efficient in solving local problems." *Avery v. Midland*, 390 US 474, 485 (1968). While there is significant variation in the population represented per board member for the proposed Unified School District board of school directors, it appears that there is a rational basis for the deviation: preserving the member district boundaries for the election of board members.

Donald S. Van Nostrand, Superintendent

April 1, 2016

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The representation plan proposed by the Study Committee preserves the member district boundaries, it is therefore reasonable to conclude that the deviation in population proportionality is permissible. In *Brown v. Thomson*, the Court found a Wyoming reapportionment plan constitutional despite a maximum deviation in population equality of 89%. 462 US 835 (1983). The Court justified this extreme deviation because of the state's historic policy of preserving counties as representative districts. Moreover, the Court in *Brown* acknowledged that if the least populous county, Niobrara County, were to be combined with a neighboring county in a single representative district it would have de minimis impact. *Id.*, at 847. Similarly, if the district of Westmore was combined with a neighboring district into a multi-member district, it would tend to disenfranchise the population of Westmore. Similarly, a system of at-large voting would have the same effect.

Moreover, the districts in the proposed unified school district have significant population differences. Barton (pop. 1992), the most populous district in the SU, has more than five and a half times the population of Westmore (pop. 350). The variation in the population represented per board member results from an attempt to preserve the representative boundaries of the member districts and maintain a board of 18 or fewer members. The huge disparity between the size of the populations of the districts in the unified school district would result in an extremely large legislative body if mathematical exactitude is required. It is poor public policy to require that groups of districts that are choosing to merge, but have highly disparate populations, are forced into a system of weighted or at-large voting to assure strict adherence to the one person, one vote principle.

School board representatives are specifically tied to the management of local affairs. In order to further the State's goal of unifying school districts, conversations need to occur between districts with established relationships. Often this will mean a grouping of districts with a wide variation in population that does not lend itself well to precise mathematics. In an effort to maintain the political subdivision of the member school district representation and continue to allow for progress towards unification, it is reasonable to conclude that mathematical exactness must be set aside. This is consistent with the Court's continued flexibility afforded to municipal government schemes.

Based upon the above, it is our belief that there is a reasonable legal basis to support a conclusion that a court would conclude that the proposed board representation for the Orleans Central Unified Union School District satisfies the requirements of the Equal Protection Clause of the U.S. Constitution.

Please feel free to contact me with any questions.

Sincerely,

Christopher B. Leopold

# **Final Report**

## **Orleans Central Supervisory Union Act 46 Study Committee**

- **Majority Report Recommending Adoption**
- **Section One: Overview**
- **Section Two: Articles of Agreement**
- **Appendix A: Enrollment Data**
- **Appendix B: Savings**
- **Appendix C: Transitional Timeline, Analysis**
- **Appendix D: Advantages for Students**
- **Appendix E: Status of Facilities, Debt, Reserve Funds**
- **Appendix F: Apportionment of Seats**

Approved: March 2, 2016



## MAJORITY REPORT RECOMMENDING ADOPTION

The members of the Orleans Central Supervisory Union Study Committee reviewed this report, support its findings, and endorse the creation of a Unified Union School District and the adoption of the Articles of Agreement as incorporated in this report as Section 3. In doing so we endorse the following:

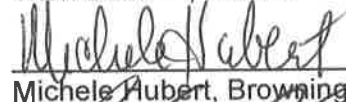
- The nine districts that will merge to create the unified union school district have a 50-year history of successful collaboration and shared governance in providing quality education services and leadership through the Orleans Central Supervisory Union administration.
- The nine districts that will merge to create the unified union school district have a 50-year history of shared governance in an effort to offer a high quality education to high school students through the Lake Region Union School District.
- The nine districts that will merge to create the unified union school district have recently embarked on a successful collaboration sharing costs and providing a quality education to pre-Kindergarten students
- A Unified Union District will provide the opportunity to offer more learning opportunities for the students in our seven communities, particularly the students in Kindergarten through grade 8.
- A Unified Union District will provide the opportunity to achieve a more cost effective education for taxpayers in the nine districts that will merge to create the unified union school district
- By adopting a unified union governance structure we will be able to avoid the loss of small school grant funds that exceeded \$500,000 in the 2015-16 school year.

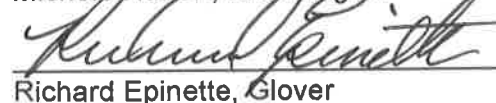
We, the undersigned, urge voters in the seven towns that comprise Orleans Central Supervisory Union to join us in supporting the creation of a Unified Union School District and the adoption of the articles of agreement:

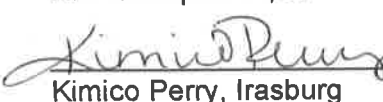
  
Neil Urie, Albany

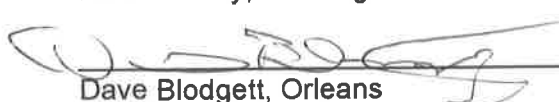
  
Kathy White, Barton

  
Trish Bermon, Barton

  
Michele Hubert, Brownington

  
Richard Epinette, Glover

  
Kimico Perry, Irasburg

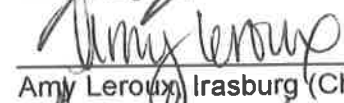
  
Dave Blodgett, Orleans

  
Jennifer McKenzie, Albany


  
Tammy Wiggett, Barton

  
Dave Martinez, Brownington

  
Leah Rogers, Glover

  
Amy Leroux, Irasburg (Chairperson)

  
Thea Swartz, Orleans

  
Mark Perkins, Westmore

## SECTION 1 - OVERVIEW

### History:

Over fifty years ago the communities of Albany, Barton, Brownington, Glover, Irasburg, Orleans, and Westmore joined forces to create the Lake Region Union School District, which opened its doors in 1967. These communities have a history of collaboration and cooperation that predates the creation of the high school. They share the same demography, the same economic and social challenges, and the same values. The change from the current organizational and governance structure to a unified union structure will build on this longstanding alliance among the communities and improve the opportunities for their children.

### Current Organizational Structure:

Orleans Central Supervisory Union (OCSU) is comprised of eight districts: Albany, Barton, Brownington, Glover, Irasburg, Orleans, Westmore, and Lake Region Union.

OCSU operates a centralized system-wide Pre-Kindergarten program in two locations: the main facility in Barton and a satellite program in Albany. Over half of the three and four year old children in the seven towns attend public preschools.

All of the districts except Westmore operate schools. Albany, Barton, Brownington, Glover, Irasburg, and Orleans operate schools serving students in Kindergarten through Eighth grade. Lake Region Union High School, which serves students in all seven of the towns in the Supervisory Union as well as some tuition students from nearby "choice" districts, operates grades 9-12. Students desiring vocational education are enrolled in North Country Vocational Center. Enrollment data on each of the schools is included in **Appendix A**.

Each district prepares its own budget, hires its own personnel, operates its own food services, and maintains its own facilities independently. OCSU staff provides business services, special education support, contracted technology support and internet services, curriculum coordination, and supervision of administrative staff. Teachers and support staff are covered by system-wide collective bargaining agreements. .

### Current Governance:

An elected board governs each of the districts. The Albany, Brownington, Glover, Irasburg, Orleans, and Westmore Boards have three members. The Barton board has five members. An eleven-member board that proportionately represents the seven OCSU communities governs Lake Region Union High School. Each of the governing boards has its own set of policies, but due to the efforts of the OCSU Executive Committee (*see next paragraph*) the policies are closely aligned.

OCSU's administration is governed by a 24-member board comprised of three representatives from each of the eight school boards. To facilitate timely and effective decision-making and coordination among the eight boards, the OCSU Board created an eight-member Executive Committee comprised of one representative and one alternate from each of the districts. The Executive Committee meets monthly and has functioned

effectively in policy development and facilitated that shifting of the costs for services away from the districts to the supervisory union level.

### Proposed Organizational Structure and Governance

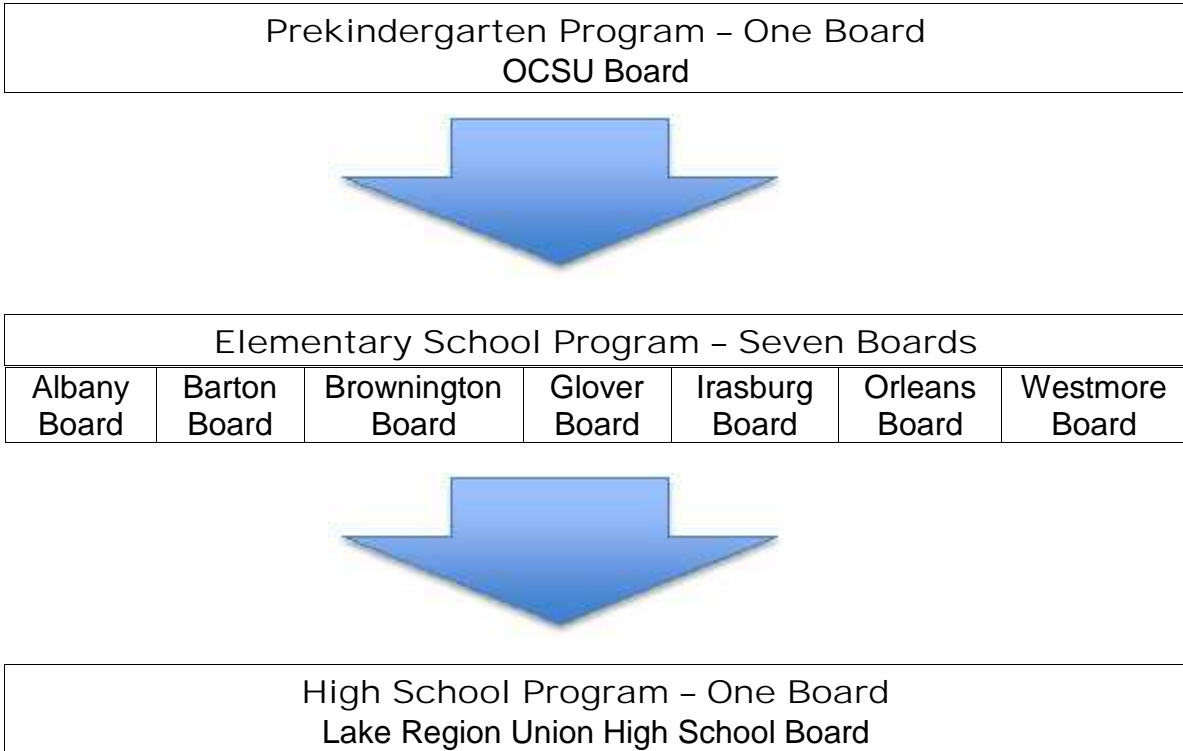
As illustrated in the graphic on page 3, moving from a Supervisory Union organizational structure to a unified Union model would result in move away from a decentralized governance to a more centralized one. The nine boards in place today would be replaced with a single Unified Union elected board that represents each of the towns based on their census. This Unified Union board would oversee **all** the schools in operation in OCSU in the same fashion as the Lake Region Union board oversees the high school and the OCSU Board governs the Prekindergarten program. A single budget for the district would be developed by the elected board and voted upon on a single date using Australian ballots. This budget consolidation and the shift toward centralized management of purchasing and building maintenance will yield savings in personnel, in the operations of the business office, and eliminate the need for seven audits. **Appendix B** describes the areas of potential savings and avoided costs that will occur with the shift from a Supervisory Union to a Unified Union district. Note that the avoided costs to several OCSU districts far exceed the short-term financial incentives provided by Act 46. The elimination of small schools grants would result in the loss of over \$500,000 to district schools should OCSU fail to take action on the shift to a unified union district.

Because OCSU has a highly functional Supervisory Union it will be relatively easy to make the transition from the current operation to a Unified Union. All OCSU schools are currently governed by policy manuals that are closely aligned, hire and manage teachers based on the same negotiated agreement, share in the costs for special education students with extraordinary needs, and rely on the instructional leadership of the central office administration for both curriculum and professional development. As a result, few operational changes will be required to make the shift to a unified union management structure. Moreover, because the towns that comprise OCSU have had positive experiences in sharing the responsibility for overseeing Lake Region High School and the prekindergarten program, community members have witnessed how a representative board can serve the needs of each community without prejudice. **Appendix C** provides an analysis of the transitional activities the newly elected unified union board will need to take to shift from the current organization to a unified union.

The most important reason for making this change, however, is not financial or operational. A merger of the OCSU districts will yield benefits for students in the region as outlined in **Appendix D**. By increasing equity, sharing staff and resources, and reducing the number of part-time teaching assignments **ALL** students in the district will have the same high level learning opportunities in the years ahead.

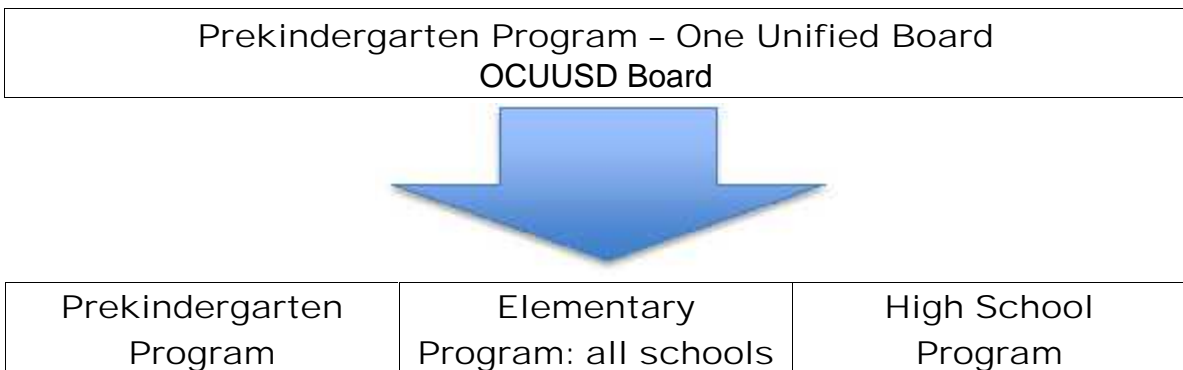
### **Current Governance Model**

This graphic depicts the current governance structure of Orleans Central School district where one regional board governs the Prekindergarten program, seven local boards governs the elementary school program, and a ninth regional board governs the Regional High School. This disjointed arrangement is cumbersome and disjointed.



### **Unified Union Governance Model**

The graphic below depicts the organizational structure under a Unified Union governance model where all programs in the district will be governed by a single 17-member board.



## **Section 2 – Articles of Agreement**

The Study Committee recommends that the following Articles of Agreement be adopted by each necessary school district for the creation of a pre-Kindergarten through Grade 12 unified union school district to be named Orleans Central Unified Union School District, hereinafter referred to as the “Unified Union School District” or the “Unified Union”.

### **Article One: Necessary Districts**

The School Districts of Albany, Brownington, Glover, Irasburg, and Westmore, the Incorporated Districts of Barton and Orleans, and Lake Region Union High School District are necessary for the establishment of the Orleans Central Unified Union School District. The above referenced school districts are hereinafter referred to as the “forming districts”. There are no additional school districts being recommended at this time.

There are no advisable school districts considered for the formation of the Orleans Central Unified Union School District.

### **Article Two: Grades to be Operated**

The Orleans Central Unified Union School District will offer education to prekindergarten through Grade 12. Westmore students enrolled and attending a public or an approved independent elementary school (grades K-8) during the 2016-2017 school year at the expense of the Westmore School District as tuitioned elementary students shall be “grandfathered.” Such tuitioned students shall be permitted the option to continue to attend the same public or approved independent school as tuitioned students from the Unified Union School District. Except as specifically approved by the Unified Union School District’s Board of School Directors, and consistent with state law, the tuitioning of grandfathered students shall cease on June 30, 2025.

### **Article Three: School Facilities**

No new schools or major renovations to existing school facilities are necessary to, or proposed for, the formation of the Orleans Central Unified Union School District. The Orleans Central Unified Union School District will assume ownership and operate existing public schools facilities located in the forming districts commencing July 1, 2017.

The use of the Orleans Central Unified Union District schools and related facilities and property will be determined by the Orleans Central Unified Union School District Board of Directors in a manner that most effectively and efficiently attains quality and equitable education for all students. However, the Orleans Central Unified Union School District Board of Directors will continue to use all school facilities operating as elementary/middle public schools on July 1, 2016 for a period of 4 years, unless a majority vote of the electorate of the municipality in which the school is located approves a plan to close a school facility. Decisions regarding the use of schools after July 1, 2021 will be determined by the Orleans Central Unified Union District Board of Directors

## **Article Four: Initial Operations**

### Article Four A: Student Transportation

The Orleans Central Unified Union District Board of Directors will determine, in accordance with all state and federal laws, rules and regulations, the transportation services to be provided to students in the Unified Union.

### Article Four B: Employee Master Contracts

The Orleans Central Unified Union School District school board will comply with 16 VSA Chapter 53, subchapter 3, regarding the recognition of the representatives of employees of the respective forming districts as the representatives of the employees of the Unified Union School District and will commence negotiations pursuant to 16 VSA Chapter 57 for teachers and 21 VSA Chapter 22 for other employees. In the absence of new collective bargaining agreements on July 1, 2017, the School Board will comply with the pre-existing master agreements pursuant to 16 VSA Chapter 53, subchapter 3. The School Board shall honor all individual employment contracts that are in place for the forming school districts on June 30, 2017 until their respective termination dates.

### Article Four C: Curricula, Education Programs and Student Services

The forming districts of the Unified Union recognize the benefits to be gained from establishing district-wide curricula as well as their obligation to do so, and to otherwise standardize their operations on or before July 1, 2017.

## **Article Five: Special Funds and Debt**

### Article Five A: Capital Debt

The Orleans Central Unified Union School District will assume all capital debt of forming school districts, including both principal and interest, as may exist at the close of business on June 30, 2017.

### Article Five B: Operating Fund Deficits and Balances

The Orleans Central Unified Union School District will assume any and all general operating deficits and/or surpluses and fund balances of the forming school districts that may exist at the close of business on June 30, 2017. Those forming districts with surpluses, fund balances or remaining reserve funds at the close of business on June 30, 2017, will transfer all such funds to the Unified Union School District. In addition, reserve funds identified for specific purposes will be transferred to the Orleans Central Unified Union District and will be applied for said purpose unless otherwise determined through appropriate legal process.

## Article Five C: Specified Funds

The forming school districts will transfer to the Orleans Central Unified Union School District any pre-existing school district specific endowments or other restricted accounts that may exist on June 30, 2017. (See **Appendix E** for details). Scholarship funds or like accounts held by school districts on June 30, 2017 that have specified conditions of use will be used in accordance with said provisions.

## **Article Six: Property**

### Article Six A: Real Estate and Personal Properties

No later than June 30, 2017, the forming school districts will convey to the Orleans Central Unified Union District all of the their school-related real property and personal property, including all land, buildings and contents for One Dollar subject to all encumbrances of record and the Unified Union will assume all capital associated therewith.

### Article Six B: Disposal of Real Estate

In the event that, and at such subsequent time as, the Orleans Central Unified Union School District determines that any of the real property, including buildings and land, conveyed to it by the forming districts other than the Union High School District is or are unnecessary to the continued operation of the Orleans Central Unified Union Supervisory District and its educational programs, the Orleans Central Unified Union School District shall convey such real property, for the sum of one dollar, and subject to all encumbrances of record, the assumption or repayment of all outstanding bonds and notes and the repayment of any school construction aid or grants as required by Vermont law, to the municipality in which it is located.

The conveyance of any of the above school properties shall be conditioned upon the town/village owning and utilizing the real property for community and public purposes for a minimum of five years. In the event a town/village elects to sell the real property prior to five years of ownership, the town shall compensate the Orleans Central Unified Union School District for all capital improvements and renovations completed after the formation of the Orleans Central Unified Union School District and prior to the sale to the town/village. In the event a town/village elects not to acquire ownership of such real property, the Unified Union School District shall, pursuant to Vermont statutes, sell the property upon such terms and conditions as established by the Unified Union School District Board of School Directors.

In the event that, and at such subsequent time as, the Orleans Central Unified Union School District determines that any real property, including land and buildings, conveyed to it by the Lake Region Union High School District is or are unnecessary to the continued operation of the Unified Union School District and its educational programs, the Unified Union School District shall, pursuant to Vermont statutes, sell the property upon such terms and conditions as established by the Orleans Central Unified Union School District Board of Directors.

**Article Seven: Composition of Board of Directors**

The Orleans Central Unified Union School District Board of Directors will be comprised of 17 board members whose initial representation will be closely proportional to the fraction that its population bears to the aggregate population of all forming school districts in the Unified Union School District. Initial Unified Union School District School Board composition is based upon the 2010 Federal census, and shall be recalculated promptly following the release of each subsequent decennial census. However, at no time will a town have less than one board member on the Unified Union District.

**Appendix F** provides details on the calculations. Initial membership on the board of school directors is as detailed below:

**Number of Board Members by District**

Albany	2 members
Barton	4 members
Brownington	2 members
Glover	3 members
Irasburg	3 members
Orleans	2 members
Westmore	1 member

The Orleans Unified Union School District Board Directors will be elected by Australian ballot for three-year terms, except for those initially elected at the time of the formation of the Unified Union. Candidates will be elected by a vote of the respective electorate in each individual school district that comprises the Orleans Central Unified Union School District: Albany, Barton, Brownington, Glover, Irasburg, Orleans, and Westmore.

**Article Eight: Terms of Office for Board of Directors**

In the initial Orleans Central Unified Union District Board of Directors terms of office will be as follows:

Town	Two Year Term	Three Year Term	Four Year Term
Albany	1	1	
Barton	1	2	1
Brownington		1	1
Glover	1	1	1
Irasburg	1	1	1
Orleans	1		1
Westmore			1

Pursuant to the provisions of 16 VSA §706j(b), elected school directors shall be sworn in and assume the duties of their office. The term of office for Directors elected at the June 7, 2016 election shall be two, three, four years respectively less the months between the date of the Organizational Meeting of the Orleans Central Unified Union School District (16 VSA §706j), when the initial school directors will officially begin their term of office, and the date of the Unified Union District’s annual meeting in the spring of 2018, as established under 16 VSA §706j. Thereafter, three-year terms of office shall begin and expire on the date of the Unified Union School District’s annual meeting.



## **Article Nine: Vote on the Formation of the Unified Union District**

The proposal to establish the Unified Union School District will be presented to the voters of each forming school district on June 7, 2016.

The candidates for the new Unified Union School District Board of School Directors will be elected on the same date, as required by law. Pursuant to 16 VSA §706.e(b), nominations for the office of school director representing any district/town shall be made by filing with the clerk of that school district/town proposed as a member of the unified union, a statement of nomination signed by at least 30 voters in that district or one percent of the legal voters in the district, whichever is less, and accepted in writing by the nominee. A statement shall be filed not less than 30 or more than 40 days prior to the date of the vote.

## **Article Ten: Transition Provisions**

### Article Ten A: Authority and Responsibilities of Unified Union Board During Transition Period

Upon an affirmative vote of the electorates of the school districts, and upon compliance with 16 VSA §706g, the Orleans Central Unified Union School District shall have and exercise all of the authority which is necessary in order for it to prepare for full educational operations beginning on July 1, 2017. The Unified Union School District shall, between the date of its organizational meeting under 16 VSA §706j and June 30, 2017, develop school district policies, adopt curriculum, educational programs, assessment measures and reporting procedures in order to fulfill the Education Quality Standards (State Board Rule 2000), prepare for and negotiate contractual agreements, set the school calendar for Fiscal Year 2018, prepare and present the budget for Fiscal Year 2018, prepare for Unified Union School District Annual Meeting(s) and transact any other lawful business that comes before the Board, provided, however, that the exercise of such authority by the Orleans Central Unified Union School District shall not be construed to limit or alter the authority and/or responsibilities of the School Districts of Albany, Barton, Brownington, Glover, Irasburg, Orleans, Westmore, Lake Region Union High School, and the Orleans Central Supervisory Union during the transition period.

Additionally, the Orleans Central Unified Union Board of Directors may consider the development of policies establishing site-based advisory councils, including defining roles and responsibilities of such councils.

### Article Ten B – Use of Transition Facilitation Grant

The \$150,000 Transition Facilitation Grant awarded under Act 46 will be used to offset any transition expenses incurred by the Orleans Central Unified Union School District during the period between July 1, 2016 and July 1, 2017. Any unspent funds from this grant will be applied as revenue to offset costs in the FY 2018 Orleans Central Unified Union District Budget.

### Article Ten C – Orleans Central Unified Union Budget for FY 2018

The Orleans Central Unified Union School District Board of Directors will develop a budget for the 2017-2018 school year to be presented to voters at the Annual Meeting in 2017. The Orleans Central Unified Union School District Board of Directors shall propose annual budgets in accordance with Title 16 VSA, Chapter 11. The annual budget vote shall be conducted by Australian ballot pursuant to 17 VSA, Chapter 55.

### Article Ten D – School District Attendance Boundaries

- i. For at least the first year that the Unified Union School District is fully operational and providing educational services, students will attend elementary school and middle school according to their town/district of residence.
- ii. After July 1, 2018, the Orleans Central Unified Union School District Board of Directors will have the authority to adjust school attendance boundary lines and school configurations within the district.
- iii. By April 15, 2017, the Unified Union Board will develop a policy for the placement of newly enrolled Westmore resident elementary students.
- iv. Should a future Orleans Central Unified Union School District Board of Directors wish to offer school choice among the elementary schools in the district, they will enact policies considering but not limited to the following criteria:
  - a. Transportation will be considered to allow access for all students
  - b. Socio-economic equity will be considered
  - c. Proximity to the school shall be a factor
  - d. Keeping families in one school shall be a factor
  - e. And, capacity of both the receiving school and the sending school, without harm to either shall be a factor.

### **Article Eleven: Starting Date for the Unified Union District**

The Orleans Central Unified Union School District will commence full educational operations on July 1, 2017. On this same date the following school districts-- Albany, Barton, Brownington, Glover, Irasburg, Orleans, Lake Region Union High School, and Westmore shall cease all educational operations and shall remain in existence for the sole purpose of completing any outstanding business not given to the Unified Union School District under these articles and state law. Such business shall be completed as soon as practicable, but in no event any later than December 31, 2017. The Orleans Central Supervisory Union shall cease all operations within a reasonable timeframe of the completion of all outstanding business of its forming school districts, but in no event any later than February 28, 2018.

### **Article Twelve: Cost Benefit Analysis**

A cost benefit analysis is shown in Appendix B.

## APPENDIX A – ENROLLMENT DATA

The following pages provide the OCSU school enrollments from 2009-14 and enrollment forecasts calculated by Act 46 consultant Dr. Wayne Gersen.

The Kindergarten projections are calculated by using a five-year rolling average. They are the most unpredictable because only 50% of eligible students attend Pre-Kindergarten and there is no ready means of determining the residency of the non-attending students.

The Grade 1 through Grade 8 forecasts are calculated using a four year cohort survival method. This method determines the percentage of students who advance from one grade to another for each of four years. Those percentages are averaged and that mean is used to determine the percentage of students advancing for the succeeding five years.

Reading across the first five columns of the first row illustrates the wide variances that can occur from year to year in the number of entering Kindergarteners. Reading diagonally illustrates the relative stability of student advancement from grade to grade and/or the relative stability of the school population.

As the enrollment data indicates, the seven schools in OCSU have not lost or gained population over the past four years and, consequently, the projections are relatively flat going forward.

The school-by-school projections follow:

<u>Albany</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
<b>K</b>	8	9	6	18	10	10	11	11	12	11
<b>1</b>	10	9	7	6	13	9	9	9	9	10
<b>2</b>	10	12	10	8	5	14	9	9	9	9
<b>3</b>	9	10	10	8	8	5	12	8	8	8
<b>4</b>	8	12	10	12	8	9	5	14	9	9
<b>5</b>	10	8	9	9	12	7	8	5	13	8
<b>6</b>	8	9	8	10	9	12	8	8	5	13
<b>7</b>	15	9	9	8	10	9	12	8	8	5
<b>8</b>	9	14	8	8	6	9	8	10	6	7
<b>TOTAL</b>	<b>87</b>	<b>92</b>	<b>77</b>	<b>87</b>	<b>81</b>	<b>84</b>	<b>82</b>	<b>82</b>	<b>80</b>	<b>81</b>

## APPENDIX A – ENROLLMENT DATA

<u>Barton</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
<b>K</b>	12	17	23	16	23	18	19	20	19	20
<b>1</b>	17	11	19	18	14	21	17	17	18	17
<b>2</b>	24	17	11	19	18	14	21	17	17	18
<b>3</b>	18	22	21	12	17	19	15	22	17	18
<b>4</b>	21	16	23	20	13	17	19	15	22	17
<b>5</b>	13	22	19	21	17	13	17	18	14	22
<b>6</b>	15	15	24	16	21	17	13	16	18	14
<b>7</b>	13	15	19	21	16	22	18	13	16	18
<b>8</b>	15	12	18	23	22	18	25	20	14	18
<b>TOTAL</b>	<b>148</b>	<b>147</b>	<b>177</b>	<b>166</b>	<b>161</b>	<b>159</b>	<b>164</b>	<b>157</b>	<b>156</b>	<b>162</b>

<u>Brownington</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
<b>K</b>	6	11	14	14	15	12	13	14	14	13
<b>1</b>	13	7	14	12	14	16	13	13	14	14
<b>2</b>	8	9	7	13	11	12	15	12	12	13
<b>3</b>	12	10	12	6	12	12	13	15	12	12
<b>4</b>	12	12	8	13	7	12	12	14	16	12
<b>5</b>	11	12	12	8	13	7	12	12	14	16
<b>6</b>	6	12	11	13	10	14	8	14	14	15
<b>7</b>	12	6	12	13	14	11	15	8	15	15
<b>8</b>	0	13	6	12	12	14	10	15	8	15
<b>TOTAL</b>	<b>80</b>	<b>92</b>	<b>96</b>	<b>104</b>	<b>108</b>	<b>110</b>	<b>111</b>	<b>116</b>	<b>118</b>	<b>126</b>

<u>Glover</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
<b>K</b>	6	17	10	14	16	13	14	13	14	14
<b>1</b>	18	9	16	13	14	19	14	16	15	16
<b>2</b>	16	15	8	16	13	13	18	14	15	14
<b>3</b>	19	15	14	7	15	12	12	17	12	14
<b>4</b>	14	18	15	14	8	15	12	13	18	13
<b>5</b>	14	14	19	15	15	8	16	13	13	18
<b>6</b>	19	15	13	17	14	14	8	15	12	12
<b>7</b>	14	19	16	11	17	14	14	7	14	12
<b>8</b>	7	14	19	15	10	16	13	13	7	14
<b>TOTAL</b>	<b>127</b>	<b>136</b>	<b>130</b>	<b>122</b>	<b>122</b>	<b>125</b>	<b>121</b>	<b>120</b>	<b>121</b>	<b>127</b>

## APPENDIX A – ENROLLMENT DATA

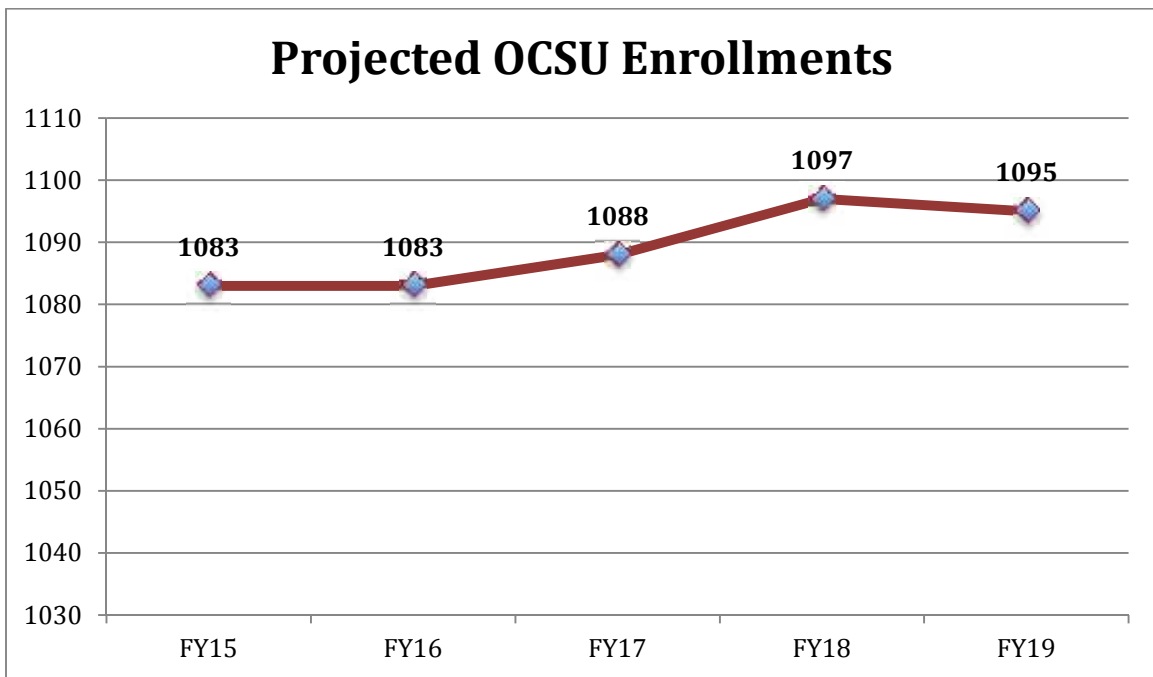
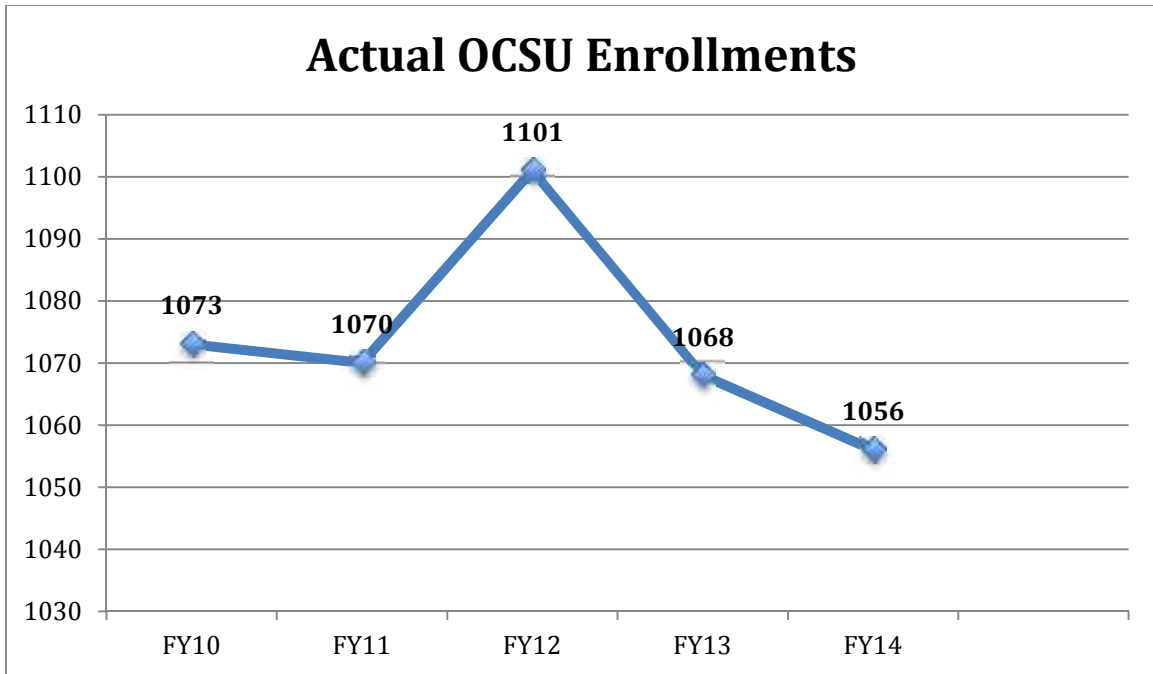
<u>Irasburg</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
K	17	16	16	14	17	16	16	16	16	16
1	9	15	17	15	12	16	15	15	14	15
2	17	7	18	17	17	12	17	16	16	15
3	10	13	7	18	15	16	12	16	15	15
4	17	10	16	5	19	15	16	11	16	15
5	11	20	11	18	6	22	17	18	13	19
6	15	11	19	11	18	6	22	17	18	13
7	12	16	12	19	10	18	6	21	17	18
8	14	12	13	8	21	9	16	5	20	15
<b>TOTAL</b>	<b>122</b>	<b>120</b>	<b>129</b>	<b>125</b>	<b>135</b>	<b>130</b>	<b>136</b>	<b>135</b>	<b>144</b>	<b>139</b>

<u>Orleans</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
K	14	10	16	14	10	13	13	13	12	12
1	10	13	10	13	15	10	12	12	13	12
2	14	12	15	9	13	16	10	12	12	13
3	10	14	11	15	10	13	16	10	13	12
4	9	9	14	9	14	9	12	14	9	12
5	10	11	12	12	7	15	9	11	14	9
6	14	8	12	10	14	7	15	9	11	14
7	11	13	11	11	9	14	7	15	9	12
8	16	8	15	10	11	9	14	7	14	9
<b>TOTAL</b>	<b>108</b>	<b>98</b>	<b>116</b>	<b>103</b>	<b>103</b>	<b>105</b>	<b>108</b>	<b>103</b>	<b>108</b>	<b>105</b>

<u>Lake Region</u>	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
9	125	101	92	81	91	105	88	102	86	84
10	85	101	79	96	85	84	100	87	99	82
11	91	95	118	78	98	91	89	104	92	105
12	100	88	87	106	72	91	84	82	95	84
<b>TOTAL</b>	<b>401</b>	<b>385</b>	<b>376</b>	<b>361</b>	<b>346</b>	<b>371</b>	<b>361</b>	<b>374</b>	<b>372</b>	<b>356</b>

<b>GRAND TOTAL</b>										
	<u>FY10</u>	<u>FY11</u>	<u>FY12</u>	<u>FY13</u>	<u>FY14</u>	<u>FY15</u>	<u>FY16</u>	<u>FY17</u>	<u>FY18</u>	<u>FY19</u>
<b>K-12 OCSU</b>	1073	1070	1101	1068	1056	1083	1083	1088	1097	1095

## APPENDIX A – ENROLLMENT DATA



## APPENDIX B - SAVINGS

In reviewing potential savings, the Act 46 Study Committee was reluctant to assign specific values to potential savings that might be realized as a result of forming a unified union board. Because OCSU has a high functioning Supervisory Board, they may have already achieved substantial savings in areas like technology, special education, and bulk purchasing. Based on the forecasts of other Vermont districts that have contemplated the conversion from a union district to a unified union district, the administration and consultant provided the following areas of potential savings:

- **Bulk Purchasing:** While the Supervisory Union already makes bulk purchases in several areas, additional savings could be realized through the standardization of technology, textbooks, materials of instruction, and supplies. Savings could also be realized through the bulk purchase of commodities like heating oil, food served in cafeterias, and cleaning supplies.
- **Transportation:** Over time the consolidation of bus routes between districts and/or the redrawing of district boundary lines could result in routing efficiencies that could yield savings. Additionally, by combining all transportation services under one umbrella it may be possible for the unified union to achieve aggregate savings in bussing students.
- **Administrative Staffing:** The consolidation of budgeting from nine districts to one will reduce the paperwork needed in the business office. One annual report would replace the eight currently required and one audit would replace the multiple audits required now. This reduction of duplicative effort could result in a reduction or redeployment of business office staffing. The net savings forecast is \$16,000.
- **Audit reports:** The reduction in the number of audits is estimated save over \$40,000
- **Reduction in Board related expenses:** The reduction from 32 board members to 17 will save roughly \$11,000. Additional savings in excess of \$10,000 are possible in treasurer functions.
- **Instructional Staffing:** As noted in the overview, the opportunity to share staff among districts could result in modest savings. Similarly the further consolidation of special education services could reduce the overall number of related service FTEs required to provide services to students in the district though efficient assignment of staff members. Additional savings could be realized if the K-8 schools were paired so that primary (i.e. K-4) students attended one school while intermediate/middle school (e.g. grades 5-8) students attended another.
- **Food Services:** One opportunity for savings could be the consolidation of food services whereby a single food service manager would handle the paperwork, menu planning, ordering, and purchasing in all schools.
- **Student Data Collection and Reporting:** The creation of one district in place of eight will reduce the redundancies inherent in having each district submit reports and will likely reduce staff time required to complete these reports.
- **Loss of Small Schools Grants should merger NOT occur:** A table at the bottom of page 4 illustrates the impact of the loss of small school grants that would occur should the merger not occur.
- **Tax incentives incorporated in Act 46:** By adopting the unified union governance model the taxpayers in six of the seven OCSU communities may be able to realize five-year savings on their local property taxes. The attached charts illustrate the amount a taxpayer would pay on a \$200,000 home in each of the communities in OCSU if the district did nothing (the grey shaded lines) if the district merged in July 2017 as proposed in the Articles of Agreement (the pink shaded lines marked "Merged 4") and if the district merged in July 2018 (the pink shaded lines marked "Merged 5"). In the section beneath each town's analysis is the amount the taxpayer would save over a five-year period assuming a 3% budget increase and a 2% decrease in pupil population. As the analysis shows, the individual taxpayer savings in six of the seven towns in OCSU would range from \$439 to \$3766. The primary reason for the disparity in savings is the potential loss of small school grants to communities whose student populations result in lower enrollments in their community school.

## APPENDIX B - SAVINGS

	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22		
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>			
	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes		
Albany	1.5539	\$3,108	1.6194	\$3,239	1.6876	\$3,375	1.7585	\$3,517	1.9845	\$3,897	2.072	\$4,140	2.2127	\$4,425		
<b>Merged - 5</b>	1.5539	\$3,108	1.6194	\$3,239	1.4106	\$2,821	1.4811	\$2,962	1.5552	\$3,110	1.6239	\$3,266	1.7146	\$3,429		
<b>Merged - 4</b>	1.5539	\$3,108	1.6194	\$3,239	1.6876	\$3,375	1.6032	\$3,206	1.578	\$3,156	1.6569	\$3,314	1.7397	\$3,479		
	Four Year Savings:						\$2,824		Five Year Savings:						\$3,766	

	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22		
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>			
	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes		
Barton	1.371	\$2,742	1.4264	\$2,853	1.484	\$2,986	1.544	\$3,088	1.6064	\$3,213	1.6744	\$3,349	1.7606	\$3,521		
<b>Merged - 5</b>	1.371	\$2,742	1.4264	\$2,853	1.4106	\$2,821	1.4811	\$2,962	1.5552	\$3,110	1.6329	\$3,266	1.7146	\$3,429		
<b>Merged - 4</b>	1.371	\$2,742	1.4264	\$2,853	1.484	\$2,968	1.493	\$2,986	1.5677	\$3,135	1.646	\$3,292	1.7283	\$3,457		
	Four Year Savings:						\$301		Five Year Savings:						\$569	

	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22		
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>			
	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes		
Brownington	1.3165	\$2,633	1.3718	\$2,744	1.4294	\$2,859	1.4892	\$2,978	1.6235	\$3,247	1.6923	\$3,385	1.779	\$3,558		
<b>Merged - 5</b>	1.3165	\$2,633	1.3718	\$2,744	1.4106	\$2,821	1.4811	\$2,962	1.5552	\$3,110	1.6329	\$3,266	1.7146	\$3,429		
<b>Merged - 4</b>	1.3165	\$2,633	1.3718	\$2,744	1.4294	\$2,859	1.493	\$2,986	1.5677	\$3,135	1.646	\$3,292	1.7283	\$3,457		
	Four Year Savings:						\$298		Five Year Savings:						\$439	



## APPENDIX B - SAVINGS

	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>	
	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>
Glover	1.5018	\$3,004	1.5641	\$3,128	1.6289	\$3,258	1.6964	\$3,393	1.8224	\$3,645	1.8453	\$3,691	1.9791	\$3,958
<b>Merged - 5</b>	1.5018	\$3,004	1.5641	\$3,128	1.4106	\$2,821	1.4811	\$2,962	1.5552	\$3,110	1.6329	\$3,266	1.7146	\$3,429
<b>Merged - 4</b>	1.5018	\$3,004	1.5641	\$3,128	1.6289	\$3,258	1.5475	\$3,095	1.578	\$3,156	1.6569	\$3,314	1.7397	\$3,479
				Four Year Savings:			\$1,643		Five Year Savings:			\$2,357		
	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>	
	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>
Irasburg	1.2576	\$2,515	1.3097	\$2,619	1.3638	\$2,728	1.4203	\$2,841	1.5222	\$3,044	1.5867	\$3,173	1.669	\$3,338
<b>Merged - 5</b>	1.2576	\$2,515	1.3097	\$2,619	1.3752	\$2,750	1.4439	\$2,888	1.5161	\$3,032	1.5919	\$3,184	1.6715	\$3,343
<b>Merged - 4</b>	1.2576	\$2,515	1.3097	\$2,619	1.3638	\$2,728	1.432	\$2,864	1.5036	\$3,007	1.5788	\$3,158	1.6577	\$3,315
				Four Year Savings:			\$52		Five Year Savings:			-\$73		
	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>	
	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>	<u>Rate</u>	<u>Taxes</u>
Orleans	1.4368	\$2,874	1.4972	\$2,994	1.5602	\$3,120	1.6257	\$3,251	1.7773	\$3,555	1.8523	\$3,705	1.9474	\$3,895
<b>Merged - 5</b>	1.4368	\$2,874	1.4972	\$2,994	1.4106	\$2,821	1.4811	\$2,962	1.5552	\$3,110	1.6329	\$3,266	1.7146	\$3,429
<b>Merged - 4</b>	1.4368	\$2,874	1.4972	\$2,994	1.5602	\$3,120	1.493	\$2,986	1.5677	\$3,135	1.646	\$3,292	1.7283	\$3,457
				Four Year Savings:			\$1,536		Five Year Savings:			\$1,938		

## APPENDIX B - SAVINGS

	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>	
	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes
Westmore	1.3629	\$2,726	1.4178	\$2,836	1.4751	\$2,950	1.5348	\$3,070	1.5968	\$3,194	1.6636	\$3,327	1.7445	\$3,489
<b>Merged - 5</b>	1.3629	\$2,726	1.4178	\$2,836	1.4106	\$2,821	1.4811	\$2,962	1.5552	\$3,110	1.6329	\$3,266	1.7146	\$3,429
<b>Merged - 4</b>	1.3629	\$2,726	1.4178	\$2,836	1.4751	\$2,950	1.493	\$2,986	1.5677	\$3,135	1.646	\$3,292	1.7283	\$3,457
					Four Year Savings:				Five Year Savings:					
							\$210					\$442		

	FY 16	FY 16	FY 17	FY 17	FY 18	FY 18	FY 19	FY 19	FY 20	FY 20	FY 21	FY 21	FY 22	FY 22
	<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>		<u>Tax</u>	
	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes	Rate	Taxes
SU														
<b>Merged - 5</b>	1.3929	-	1.4505	-	1.4106	-	1.493	-	1.578	-	1.6657	-	1.7561	
<b>Merged - 4</b>	1.3929	-	1.4505	-	1.5106		1.493	-	1.578	-	1.667	-		

Outlined below are the small schools grants received in five of the seven districts that comprise OCSU. One consequence of not merging is the loss of these revenues to each of the districts, an aggregate loss of over \$500,000

District	2015-16 Small Schools Grant
Albany	\$112,758
Brownington	\$105,043
Glover	\$ 94,078
Irasburg	\$ 82,948
Orleans	\$108,355

## APPENDIX C – TRANSITIONAL TIMELINE, ANALYSIS

### **Unified Union Board’s Transition Time Line Based on Articles of Agreement, State Statute**

#### **JUNE 7, 2016**

- Vote on Articles of Agreement, creation of unified union school district
- Election of Orleans Central Unified Union School District Board of Directors, who serve their term of office as outlined in Article Nine of the Articles of Agreement.

#### **JUNE 8, 2016**

- Following the vote, the town clerks send the voting results to the Agency of Education

#### **JULY 30, 2016**

- 30-45 day after the vote, the Agency of Education sends a certification of the vote to the Secretary of State.

#### **Mid to Late AUGUST 2016**

- An organizational meeting of the Unified Union district is convened by the Secretary of the Agency of Education or designee in accordance with Title 16, 706j

#### **Mid to Late AUGUST through Late November, early December**

- Orleans Central Unified Union School District Board of Directors begins collective bargaining with employee groups in place in OCSU districts
- Orleans Central Unified Union School District Board of Directors develops, adopts a budget calendar for FY18.
- Orleans Central Unified Union School District Board of Directors issues a calendar for the development, adoption of Board policies and procedures by July 1, 2017
- Development and issuance of a Public Engagement Plan

#### **Mid to Late November through MARCH 7, 2017 (TOWN MEETING DAY)**

- Preparation and promulgation of FY 18 budget in accordance with previously adopted budget calendar, state laws governing unified union boards.

## APPENDIX C – TRANSITIONAL TIMELINE, ANALYSIS

### **MARCH 7, 2017 (TOWN MEETING DAY)**

- Orleans Central Unified Union School District Board of Directors' FY budget is considered by voters

### **JULY 1, 2017**

- Orleans Central Unified Union School District Board of Directors completes development, adoption of policies and procedures
- Orleans Central Unified Union School District Board of Directors assumes full responsibility for the entire operation of the schools.
- Orleans Central Unified Union School District Board of Directors' budget goes into effect. Albany, Barton ISD, Brownington, Glover, Irasburg, Orleans ISD, Lake Region Districts, Westmore cease all educational operations and exist only to conclude any outstanding business.
- Orleans Central Unified Union School District Board of Directors assumes any and all general operating deficits and fund balances of the member school districts that may exist at the close of business on June 30, 2017.
- Orleans Central Unified Union School District Board of Directors assumes pre-existing school district specific endowments or other restricted accounts that may exist in Orleans Central School District on this date. Scholarship funds or like accounts held by school districts prior to this date that have specified conditions of use will be used in accordance with said provisions.

### **DECEMBER 31, 2017**

- Deadline for Albany, Barton ISD, Brownington, Glover, Irasburg, Orleans ISD, Lake Region, Westmore Districts' dissolution.

### **FEBRUARY 28, 2018**

- Deadline for dissolution of Orleans Central Supervisory Union.

## APPENDIX C – TRANSITIONAL TIMELINE, ANALYSIS

<b>Variable</b>	<b>Current Status</b>	<b>Unified Union</b>	<b>Analysis</b>
Negotiated Contracts	<ul style="list-style-type: none"> <li>• One master contract for all teachers, non-certified staff</li> <li>• Administrator contracts issued by local boards</li> </ul>	<ul style="list-style-type: none"> <li>• One master contract for all teachers, non-certified staff</li> <li>• Administrator, teacher, and non-certified staff contracts issued by UU Board</li> </ul>	<ul style="list-style-type: none"> <li>• Existence of OCSU contracts for teachers, other staff reduces challenge for UU Board. Administrative contracts will need to be aligned</li> </ul>
# Boards, Board Members	<ul style="list-style-type: none"> <li>• 9 boards, 32 members</li> </ul>	<ul style="list-style-type: none"> <li>• One board with no more than 18 members</li> </ul>	<ul style="list-style-type: none"> <li>• Articles of Agreement will define membership</li> </ul>
Policies	<ul style="list-style-type: none"> <li>• 7 local boards follow union district policies</li> <li>• Lake Region Board policies vary slightly</li> </ul>	<ul style="list-style-type: none"> <li>• One set of policies</li> </ul>	<ul style="list-style-type: none"> <li>• UU Board will need to align discrepant policies</li> </ul>
Budget development, approval, and management	<ul style="list-style-type: none"> <li>• 9 separate budgets developed by each board</li> <li>• All budgets, payrolls managed in SU office</li> <li>• Budgets approved in town meeting format</li> <li>• Each board oversees expenditures in its district</li> </ul>	<ul style="list-style-type: none"> <li>• One budget managed in UU office</li> <li>• Budget will be approved by Australian ballot</li> <li>• UU Board oversight of budgets defined by policy (<i>i.e. How the Board will inspect and monitor expenditures</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• UU budget will be developed in accordance with calendar set by UU transition board</li> <li>• Budgets approved by Australian ballot</li> <li>• UU policies will define management parameters</li> </ul>
Strategic Planning	<ul style="list-style-type: none"> <li>• SU and Lake Region boards have strategic plans for each school</li> </ul>	<ul style="list-style-type: none"> <li>• UU strategic plan will encompass all schools</li> </ul>	<ul style="list-style-type: none"> <li>• UU transition board will develop a district-wide strategic plan</li> </ul>
Student Populations	<ul style="list-style-type: none"> <li>• Generally steady. Only Irasburg, Westmore, LRHS have phantoms (see <i>Appendix A</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• All districts would be held harmless from impact of enrollment decline</li> <li>• All districts retain SSGs</li> <li>• All districts continue to count phantom students</li> </ul>	<ul style="list-style-type: none"> <li>• Impact of loss of small school grants, phantoms affects some districts if merger does not occur (<i>See Appendix B</i>)</li> </ul>

## APPENDIX C – TRANSITIONAL TIMELINE, ANALYSIS

Variable	Current Status	Unified Union	Analysis
Facilities	<ul style="list-style-type: none"> <li>• See <i>Appendix E</i> for details on condition of facilities, status of reserve funds</li> </ul>	<ul style="list-style-type: none"> <li>• Reserve funds for improvement of facilities will be held and used for current purpose</li> <li>• UU funds future projects, renovations</li> </ul>	<ul style="list-style-type: none"> <li>• Use of reserve funds defined in Articles of Agreement</li> <li>• UU Board will define maintenance, building improvement priorities</li> </ul>
Professional Development	<ul style="list-style-type: none"> <li>• PLCs in place across SU</li> <li>• OCSU has unified staff development plan</li> </ul>	<ul style="list-style-type: none"> <li>• UU would assume OCSU role overseeing staff development</li> </ul>	<ul style="list-style-type: none"> <li>• UU Board could link all professional development to district's strategic plan</li> </ul>
Data and Technology	<ul style="list-style-type: none"> <li>• OCSU contracts for tech support</li> <li>• Centralized purchasing of hardware, software</li> <li>• OCSU manages data warehouse.</li> </ul>	<ul style="list-style-type: none"> <li>• UU office would assume OCSU's functions.</li> </ul>	<ul style="list-style-type: none"> <li>• Greater equity among elementary schools (see <i>Appendix D</i>)</li> </ul>
Leadership/Administration, Personnel Selection	<ul style="list-style-type: none"> <li>• District Boards hire principals based on Superintendent's recommendation</li> <li>• Principals manage district budgets, day-to-day operation of schools</li> <li>• Teacher hiring practices vary; some PT staff (e.g. art, music PE) hired by OCSU, some hired independently</li> <li>• OCSU oversees, coordinates special ed</li> </ul>	<ul style="list-style-type: none"> <li>• UU Board hires principals based on Superintendent recommendation</li> <li>• ALL staff hired, deployed by UU staff</li> <li>• UU staff MAY assume responsibility for management of non-instructional functions</li> <li>• UU staff continues oversight of special education</li> </ul>	<ul style="list-style-type: none"> <li>• Policy will ultimately determine Board role in hiring process for various staff positions within statutory requirements</li> <li>• Centralized personnel hiring and management by UU staff hiring will facilitate sharing of staff</li> </ul>

## APPENDIX C – TRANSITIONAL TIMELINE, ANALYSIS

Variable	Current Status	Unified Union	Analysis
Transportation	<ul style="list-style-type: none"> <li>Managed at SU level</li> </ul>	<ul style="list-style-type: none"> <li>Managed at UU level</li> </ul>	<ul style="list-style-type: none"> <li>Some savings possible in UU through re-routing, redrawing of boundaries</li> </ul>
Curriculum Management	<ul style="list-style-type: none"> <li>Curriculum developed at SU level</li> <li>Curriculum implemented at building/district level, leading to disparities (<i>see Appendix D</i>)</li> </ul>	<ul style="list-style-type: none"> <li>Curriculum development and implementation a UU responsibility</li> </ul>	<ul style="list-style-type: none"> <li>UU Board oversight will facilitate equitable learning opportunities, uniform curriculum implementation</li> </ul>
Special Education	<ul style="list-style-type: none"> <li>Out of district costs and costs for low incidence, high cost students shared through OCSU assessment</li> <li>OCSU hires and deploys related service providers, special education teachers, Ed Assistants</li> </ul>	<ul style="list-style-type: none"> <li>UU hires, deploys special education staff</li> <li>UU assumes OCSU role in cost sharing for low incidence, high cost students</li> </ul>	<ul style="list-style-type: none"> <li>UU structure ensures continued uniformity in hiring, deployment practices</li> </ul>
Student Services	<ul style="list-style-type: none"> <li>Guidance services vary from district-to-district (<i>see Appendix D</i>)</li> <li>OCSU secures social services contracts</li> <li>Schools hire nurses</li> </ul>	<ul style="list-style-type: none"> <li>All schools would offer the same level of student services</li> <li>UU hires all student service staff</li> </ul>	<ul style="list-style-type: none"> <li>UU structure would facilitate use of shared staff</li> <li>UU structure would assure equity in available services</li> </ul>
Food Services	<ul style="list-style-type: none"> <li>Each district offers its own food services</li> </ul>	<ul style="list-style-type: none"> <li>Services would be coordinated and/or offered at UU level</li> </ul>	<ul style="list-style-type: none"> <li>Savings possible with UU configuration through satellite program</li> </ul>

## APPENDIX C – TRANSITIONAL TIMELINE, ANALYSIS

Variable	Current Status	Unified Union	Analysis
Building Maintenance, Custodial Services	<ul style="list-style-type: none"> <li>• Each district provides maintenance services hires custodial staff</li> <li>• Principals oversee these functions</li> <li>• Local board budgets vary</li> </ul>	<ul style="list-style-type: none"> <li>• All custodial and maintenance services <u>MAY</u> be managed at UU level by UU staff</li> <li>• UU will hire all custodial, maintenance staff</li> <li>• UU budgets custodial, maintenance costs</li> </ul>	<ul style="list-style-type: none"> <li>• Opportunity to save through bulk purchasing, contracting</li> <li>• Staff hiring, deployment through UU will result in greater uniformity in upkeep of schools</li> </ul>
Program Equity	<ul style="list-style-type: none"> <li>• Level of programming in art, music, PE, STEM varies</li> <li>• Library staffing varies</li> <li>• Guidance services vary</li> <li>• Preparation for LRHS varies</li> <li>• Instructional time in content areas varies (See Appendix D for analysis of variances)</li> </ul>	<ul style="list-style-type: none"> <li>• Uniform programming in all curriculum areas</li> <li>• Consistent preparation for LRHS</li> <li>• Equitable opportunities for extra-curricular activities</li> </ul>	<ul style="list-style-type: none"> <li>• Pupil/staff ratios set by UU board to ensure equitable learning opportunities for all students</li> <li>• Comparable time blocks available for instruction</li> <li>• Equity provided in access to technology</li> </ul>
EQS attainment	<ul style="list-style-type: none"> <li>• Some schools will struggle to meet EQS</li> </ul>	<ul style="list-style-type: none"> <li>• UU board will ensure that all schools meet EQS</li> </ul>	<ul style="list-style-type: none"> <li>• Gap analysis on OCSU preparation for EQS indicates challenges in this area</li> </ul>



# APPENDIX D – ADVANTAGES FOR STUDENTS

## Advantages of Unified Union District for Students

### Program Equity

The Boards that govern the elementary schools in OCSU have worked with the Lake Region Board to ensure that all students enter ninth grade on equal footing. Despite their efforts, inconsistencies in programming among the schools remain. These inequities among the schools become most evident when students reach Lake Region High School and find that classmates in other schools have deeper knowledge in some content areas, have more familiarity with technology, and, in some cases, can by-pass freshman algebra. These kinds of disparities, based on a student's zip code, are less likely in a unified district where a single unified district board sets consistent expectations and ensures that equitable opportunities exist in all schools.

The attached tables illustrate the inequities that currently exist in instructional programming, staffing in areas outside of classroom instruction, and technology. Table 1 illustrates the differences that exist among the schools in terms of time spent in various subject areas in the middle grades where the disparities are most marked. Table 2 notes disparities in art, music, and PE. Table 3 describes discrepancies in support services (*e.g. guidance counselors and nurses*) and academic support services such as librarians and interventionists. Table 4 outlines the differences among schools in terms of the availability of technology. In a unified district these disparities would be eliminated over time by bringing all schools to a consistently high level.

### Staffing Quality and Consistency

Because each district is currently a separate and distinct employer, several teaching assignments are part-time. When there are openings for part-time assignments the applicant pool for those postings is often thin and retention rates are low. This past year Albany, Barton, Brownington, and Irasburg each experienced extended vacancies in guidance and nursing, and in past years each town has encountered challenges in filling jobs, particularly part-time assignments. In a unified union district, it might be possible to create full-time assignments for many of these positions by sharing staff members among schools. This would likely increase the number of applicants and reduce the potential for attrition as part-time employees seek full-time assignments in other SUs.

## APPENDIX D – ADVANTAGES FOR STUDENTS

### **Opportunity for Sharing Specialized Staff, Re-purposing Existing Staff**

With all schools governed by a single board, it would be possible for schools to share specialized teaching staff in the same way that sharing is occurring in Special Education where OCSU employs and/or contracts for related service providers. For example, by sharing staff the unified district could hire or redeploy:

- **Reading or math interventionists** could be shared among schools to support teachers and provide direct instruction to struggling students.
- **A mathematics specialist** could spend split time between two elementary schools offering specialized and differentiated middle grade level instruction in that area.
- **Foreign language teacher(s)** who could provide opportunities for such a program at an economically feasible cost.
- **A science specialist** to offer hands on labs in classrooms, outdoor science activities, or lessons that prepare students for the rigorous programs of study at the high school.
- **A “district librarian”** to oversee non-certified staff members and/or volunteers in multiple schools.
- **A “district technologist”** to collaborate with classroom teachers on embedded instruction in technology areas such as coding, the use of application software, and other areas of particular interest to advanced students.

These teaching specialists would not necessarily require additional staff. Rather, the administrators could identify existing staff members who have expertise and certification in these areas and deploy them across several schools. Having a single board governing all K-8 schools would facilitate this re-purposing.

### **Opportunity to Offer Elementary Choice**

The Articles of Agreement also envision the opportunity for students to attend schools outside of the current attendance zones and/or to modify those attendance zones so that students can attend schools closer to where they reside. Additionally, the district board could offer some form of choice among elementary schools should they choose to restructure the schools as described above.

## APPENDIX D – ADVANTAGES FOR STUDENTS

### **Opportunity to Restructure Schools**

The Articles of Agreement will offer the possibility of combining schools into primary (*e.g. grades PreK-4*) and intermediate (*e.g. Grades 5-8*) in an effort to increase class sizes, increase the breadth of instruction for students in upper grades, and/or offer magnet programs for upper grade level students. Concepts like these, which enhance student opportunities, would be difficult if not impossible to implement with the current governance structure.

## APPENDIX D – ADVANTAGES FOR STUDENTS

**Table 1 – Middle School Analysis**  
**OCSU Middle Level Time Allocations in Minutes/Week**

	<u>Language</u>				
	<u>Arts</u>	<u>Math</u>	<u>Science</u>	<u>Social Studies</u>	<u>Humanities</u>
<b>Albany</b>	375	415	240	***	350
<b>Barton</b>	480	480	240	240	0
<b>Brownington</b>	***	450	250	***	600
<b>Glover</b>	470**	225	225	225	225
<b>Irasburg</b>	***	435	435	***	435
<b>Orleans</b>	315	315	315	315	0
<b>OCSU Avg</b>	<b>410</b>	<b>387</b>	<b>284</b>	<b>260</b>	<b>403</b>

**\*\* This is the mean for grades 6-8**

**\*\*\* Reading instruction and Social studies embedded in humanities**

Table 1, above, displays the minutes allotted for each subject in the middle level grades (6-8) at each of the six OCSU schools. The minutes per week in math vary widely, with Glover and Orleans offering over an hour less per week than the average in the other four schools. Each school's varied approaches to language arts is also evident: Albany, Brownington, and Irasburg offer humanities as opposed to a discrete social studies program. Time allocated for science programs varies as well, with Irasburg students receiving nearly 90 minutes per day while Albany, Barton and Glover students have under 50 minutes per day. These disparities would be addressed if one board governed all the schools.

The most compelling disparity is in the offering of algebra for 8<sup>th</sup> grade students. Students in Albany get algebra instruction via independent study. Brownington offers algebra as part of the eighth grade mathematics program. Orleans provides an additional 120 minutes per week to some eighth graders whose elective options are limited as a result. Some Barton, Glover, and Irasburg students take algebra at Lake Region High School. While all OCSU students can earn high school credit for algebra by attaining a 75 or higher on the mid-term and final exams, those students enrolled in classes at LRHS have a clear advantage because they are being taught by teachers with a strong background in that subject.

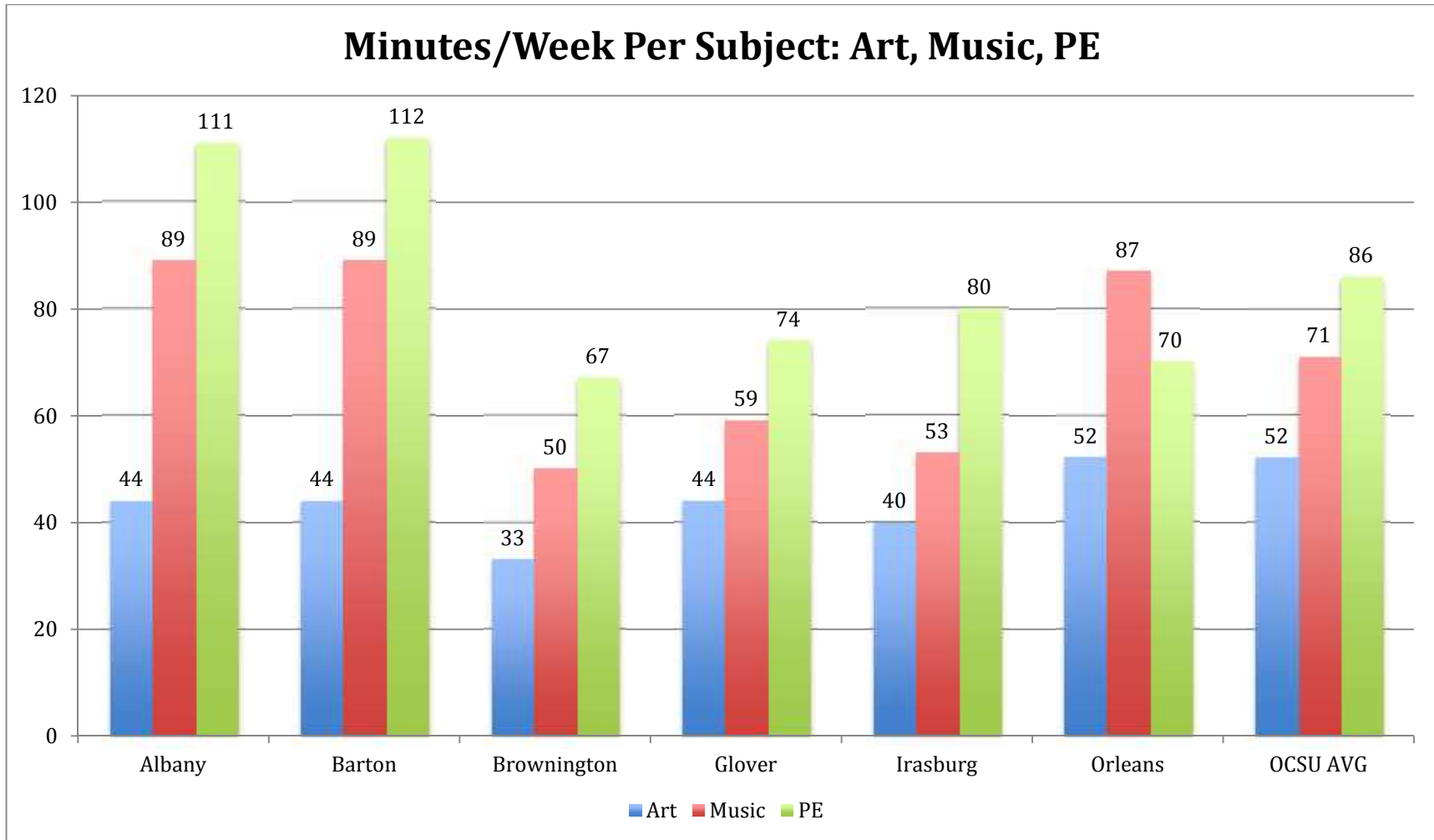
## APPENDIX D – ADVANTAGES FOR STUDENTS

**Table 2 – Staffing Analysis: OCSU Minutes Per Week in Art, Music, PE**

The table below and the chart on accompanying page display the minutes per week each student receives in each of the six OCSU schools in Art, Music, and PE. Note that this table and the accompanying chart assume that each grade level receives instruction in that area and that the minutes of instruction are identical at all grade levels. While it is unlikely that is the case since schools may provide more time for students in upper grade levels, these figures do provide a means of measuring the availability of these subjects in each building. The table does make it clear that each of the elementary schools in OCSU has some degree of inequity in one or more of these areas, inequities that would be addressed if all the schools were governed by one board.

	<u>Art</u>	<u>Music</u>	<u>PE</u>
<b>Albany</b>	44	89	111
<b>Barton</b>	44	89	112
<b>Brownington</b>	33	50	67
<b>Glover</b>	44	59	74
<b>Irasburg</b>	40	53	80
<b>Orleans</b>	52	87	70
<b>OCSU AVG</b>	<b>43</b>	<b>71</b>	<b>86</b>

## APPENDIX D – ADVANTAGES FOR STUDENTS



## APPENDIX D – ADVANTAGES FOR STUDENTS

**Table 3 – Staffing Analysis: Support Services, Academic Support Services**

The table below displays the student to staff ratios for each of the six OCSU schools in five areas: Guidance, Nursing, Library, Reading Intervention, and Math Intervention. The number in each cell is the number of students for each staff member, which is the metric the State uses to determine minimum staffing levels. The higher the number in the cell, the lower the opportunities for contact with each student. For example, in Brownington, where a counselor works one day per week, students have five times less access to counseling than Orleans students, where a counselor is available five days per week. By comparing the OCSU average student-to-staff ratio to each school’s ratio, it is clear that each of the elementary schools in OCSU has some degree of inequity in one or more of these areas, inequities that would be addressed if all the schools were governed by one board.

	<u>Guidance</u>	<u>Nurse</u>	<u>Librarian</u>	<u>Reading Intervention.</u>	<u>Math Intervention.</u>
<b>Albany</b>	405	135	203	90	***
<b>Barton</b>	268	161	403	161	161
<b>Brownington</b>	540	180	NONE	108	108
<b>Glover</b>	305	153	305	122	NONE
<b>Irasburg</b>	338	135	***	135	482
<b>Orleans</b>	103	206	***	206	206
<b>OCSU Avg</b>	<b>326</b>	<b>162</b>	<b>303</b>	<b>137</b>	<b>239</b>

\*\*\* = A support person is assigned to provide these services in lieu of a certified staff member

## APPENDIX D – ADVANTAGES FOR STUDENTS

**Table 4 – Technology Availability and FY 16 Budgeting**

Table 3 displays the marked disparities in OCSU in the area of technology availability and budgeting based on information provided by Jeff Coburn. Administrative support for technology is evenly distributed among schools, all schools have comparable bandwidth, and all OCSU teachers receive equivalent training opportunities, Yet students' exposure to and use of technology ultimately depends on the amount each district spends on that area. As the table indicates, Brownington's FY 16 technology budget and its relatively low investment in technology on a per student basis lowers the access its students have electronic devices as compared to other schools in OCSU. These inequities would diminish if one board governed all the schools.

	<b>FY 16 Tech Budget</b>	<b>Tech \$/ Student</b>	<b>Current Value of Tech</b>	<b>Tech Value/ Student</b>	<b>Devices/ Student</b>
<b>Albany</b>	\$29,095	\$2,425	\$26,500	\$1,943	1.28
<b>Barton</b>	\$27,747	\$1,722	\$30,205	\$2,298	0.64
<b>Brownington</b>	\$5,500	\$444	\$17,635	\$1,527	0.49
<b>Glover</b>	\$20,000	\$1,667	\$24,183	\$1,642	0.93
<b>Irasburg</b>	\$25,247	\$2,078	\$24,139	\$1,734	0.81
<b>Orleans</b>	\$40,000	\$5,714	\$27,548	\$2,260	1.06
<b>OCSU Avg</b>	<b>\$24,598</b>	<b>\$2,342</b>	<b>\$25,035</b>	<b>\$1,901</b>	<b>0.87</b>



## APPENDIX E – STATUS OF FACILITIES, DEBT, RESERVE FUNDS

The charts below and on the following pages display the major projects pending, the current indebtedness, and the current reserve funds for each of the seven towns in Orleans Central Supervisory Union. The last page provides an analysis of the technology infrastructure upgrades needed at each school as identified by Jeff Coburn. These costs need to be added to the costs of the major projects identified by the OCSU Principals.

<b>District</b>	<b>Major Projects Pending</b>	<b>Debt Owed</b>	<b>Current Reserve Funds</b>
<b>Albany</b>	ACS will need to replace the roof in the next 2 - 3 years. The estimate is about 100K. We have 70 K in reserve for that. In addition, our mortgage will be paid off in Dec 2016, a 60K expenditure.	VMBB Loan Principal 60,000	Exterior Maintenance Reserve: 69,481 Capital Reserve Fund: \$42,238
<b>Barton</b>	Amounts are very approximate. Roofing is probably the most imminent. <ul style="list-style-type: none"> <li>• Roof – both the gym and main building roofs will probably need to be replaced in the next 2-5 years - \$100,000 +</li> <li>• Sidewalk/paving – Replace some deteriorated sidewalks - \$10,000</li> <li>• Paving – patching and/or repaving paved area beside building, parking lot and one basket on court. Unsure of cost – depends on choice to patch or repave.</li> <li>• Fencing – repair or replace fencing that has been buried or overgrown</li> </ul>		Capital Reserve: \$193,832
<b>Brownington</b>	Additional Classroom space within 4 years: When this year's 6th grade class of five graduates, we will need another classroom - assuming that the configuration of our school stays the same. As I know you are already aware, we have no other spaces for meetings and we have no dedicated specials room, with the exception of the library, which doubles as an art room.	<ul style="list-style-type: none"> <li>• \$1,000,000 Bond</li> <li>• \$330,000 principal payment will have been made to their set aside account at Merchants Bank at end of this year.</li> <li>• Net principal owed: \$670,000</li> </ul>	Capital Reserve: \$540

## APPENDIX E – STATUS OF FACILITIES, DEBT, RESERVE FUNDS

<b>Glover</b>	<ul style="list-style-type: none"> <li>• Upgrade HVAC, computer control systems</li> <li>• Upgrade office structure for recommended safety measures</li> <li>• Repair sidewalk near gym - \$6,500</li> <li>• 9-1-1 phone system, classroom intercom with speakers</li> </ul>	VMBB Loan Principal: \$100,000 TD Bank Principal: \$237,200	Capital Reserve: \$70,648
<b>Irasburg</b>	<ul style="list-style-type: none"> <li>• HVAC Upgrade - Renovation of our HVAC system – a few years ago, we received a quote of just over \$30,000</li> <li>• Paving of the driveway and parking lot</li> <li>• Boilers have been rebuilt over the years, but are original from 1973</li> <li>• Principal has unsuccessfully sought new gym/cafeteria.</li> <li>• New phone system for 911 identification</li> </ul>		Capital Reserve: \$33,561
<b>Orleans</b>	<ul style="list-style-type: none"> <li>• The roof on each section will need to be replaced soon. The old section has a composite roof and the addition section has a membrane roof. There is a reserve fund for that purpose.</li> <li>• The gym floor may also need to be replaced, although that may not be very soon as it has already long-outlived its suggested lifespan when it was installed.</li> <li>• Replace sidewalks and the front cement steps. There may also be a few cement windowsills on the building that will need attention.</li> <li>• We have been steadily replacing flooring throughout the building and are almost finished with all the rooms in the school.</li> </ul>		Capital Reserve: \$91,127
<b>Lake Region</b>	<ul style="list-style-type: none"> <li>• Roof Replacement - est. \$800,000 for replacement. Reserve fund earmarked for this purpose</li> <li>• Kitchen Upgrade - no cost estimate yet</li> <li>• Work to HVAC - updated boilers are online, but work to ventilation system will be needed at some point</li> <li>• Parking lot</li> </ul>		Capital Reserve: \$389,566

## APPENDIX E – STATUS OF FACILITIES, DEBT, RESERVE FUNDS

<b>Westmore</b>		Reserve: \$53,015 (Use is to offset deficit spending as a result of unanticipated tuition students)
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**OCSU Network Wiring:**

The capital improvement costs above do not include anticipated technology upgrade. Outlined below are the costs per school based on current and anticipated needs for wireless infrastructure, projector connectivity, and potential phone access.

Site	Drops	Cost low	Cost high
ACS	96	\$ 28,800.00	\$ 48,000.00
BAGS	110	\$ 33,000.00	\$ 55,000.00
BCS	68	\$ 20,400.00	\$ 34,000.00
GCS	80	\$ 24,000.00	\$ 40,000.00
IVS	74	\$ 22,200.00	\$ 37,000.00
OES	96	\$ 28,800.00	\$ 48,000.00
LRUHS	398	\$ 119,400.00	\$ 199,000.00
COFEC	102	<u>\$ 30,600.00</u>	<u>\$ 51,000.00</u>
<b>TOTAL OCSU-Wide:</b>		<b>\$ 307,200.00</b>	<b>\$ 512,000.00</b>

- Estimates based on based four drops per classroom, two drops per office per user, additional added for copiers/printers
- Does not include network offices or network closets
- Does not include gyms but does include PE offices

## APPENDIX F – APPORTIONMENT OF SEATS

### RATIONALE FOR APPORTIONMENT OF BOARD SEATS FOR ORLEANS CENTRAL UNIFIED UNION SCHOOL DISTRICT

The Orleans Central Supervisory Union Act 46 Study Committee investigated several options for allocating board seats in accordance with the guidelines set forth by legal counsel and strongly supported the direct apportionment method. This decision was complicated by the fact that one of the towns in the district, Westmore, was disproportionately small. This meant that any board configuration that had fewer than 17 members resulted in Westmore being severely under-represented. The committee examined an 18-member configuration but that format resulted in Brownington being under-represented. Thus, the committee unanimously endorsed the 17-member board configuration as described in the Articles of Agreement. The following chart depicts the data used to allocate the seats:

<u>Town</u>	<u>2010</u> <u>Census</u>	<u>% Total</u>	<u>Census%</u> <u>X 17</u>	<u>Board</u> <u>Reps</u>	<u>Voter/Bd</u> <u>member</u>	<u>%</u> <u>From</u> <u>Mean</u>
Albany	941	12.76%	2.17	2	471	8.41%
Barton	1,992	27.01%	4.59	4	498	14.75%
Brownington	988	13.40%	2.28	2	494	13.82%
Glover	1,122	15.22%	2.59	3	374	13.82%
Irasburg	1,163	15.77%	2.68	3	388	10.68%
Orleans	818	11.09%	1.89	2	409	5.76%
Westmore	350	4.75%	0.81	1	350	19.35%
<b>Total</b>	<b>7,374</b>			<b>17</b>	<b>434</b>	

As the chart indicates, after multiplying the percentage of the town's population times the number of board seats (*i.e.* 17), all of the communities except Barton have their numbers rounded to the nearest whole number to ascertain the number of seats each would have on the board. The committee realizing this discrepancy supported this means of allocation for the following reasons:

- The boundaries used to determine Orleans Village's census figures are smaller than the boundaries used to assign students to the Orleans elementary school. Thus, Barton's apparent under-representation is mitigated by the fact that the population of Barton residents assigned to Orleans school's attendance zone exceeds the number in Orleans' census and the number in Barton's census is diminished by a corresponding amount.
- If the total population of Barton were used to calculate the allocation of board seats, six seats would be warranted after multiplying the percentage of the town's population times the number of board seats (*i.e.* 17). The following chart displays that calculation.

## APPENDIX F – APPORTIONMENT OF SEATS

	<b>2010 Census</b>	<b>% Total</b>	<b>Census % X 17</b>	<b>Seats</b>
Albany	941	12.76%	2.17	2
Barton	2,810	38.11%	6.48	6
Brownington	988	13.40%	2.28	2
Glover	1,122	15.22%	2.59	3
Irasburg	1,163	15.77%	2.68	3
Orleans	0	0.00%	0.00	0
Westmore	350	4.75%	0.81	1

- The population trends in the region indicate that over the past two decades Barton has experienced a decline in population while the other five towns have experienced population growth. It is, therefore, reasonable to expect that this trend has continued making it likely that the rounding anomaly has been “corrected” over the past five years. The chart below displays the enrollment trends in the past two decades:

	<b>2010</b>	<b>2000</b>	<b>1990</b>	<b>% Growth</b>
Albany	941	840	782	20.33%
Barton	2,810	2780	2967	-5.29%
Brownington	988	885	705	40.14%
Glover	1,122	966	820	36.83%
Irasburg	1,163	1077	907	28.22%
Orleans	0	0	0	0.00%
Westmore	350	306	305	14.75%
<b>TOTAL</b>	<b>7,374</b>	<b>6854</b>	<b>6486</b>	<b>13.69%</b>

Going forward, the Articles of Agreement call for a review of the apportionment of seats as soon as practicable after the decennial census. At that time, the Union School Board will be able to review the data and determine if further adjustments are needed.