

**Orleans Central Supervisory Union Act 46 Study Committee
Final Report (Approved March 22, 2018)**

Majority Report Recommending Adoption

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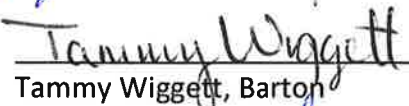
Majority Report Recommending Adoption

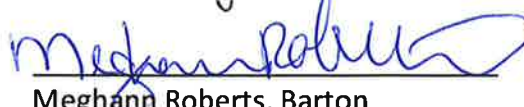
The members of the Orleans Central Supervisory Union Study Committee reviewed this report, support its findings, and endorse the creation of a Unified Union School District and the adoption of the Articles of Agreement as incorporated in this report as Section Two. In doing so we endorse the following:

- 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 successful collaboration and shared governance in an effort to offer high-quality education to high school students through the Lake Region Unified Union School District.
- The nine districts that will merge to create the unified union school district collaborate successfully to share costs and provide a high-quality education to preschool 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 2017-18 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.

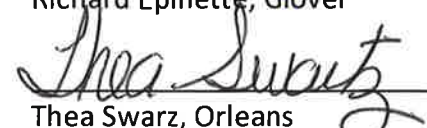

Neil Urie, Albany

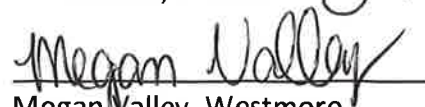

Tammy Wiggett, Barton


Meghann Roberts, Barton


Brandy Robillard, Brownington

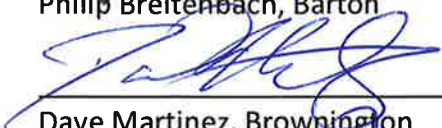

Richard Epinette, Glover


Thea Swarz, Orleans


Megan Valley, Westmore


Adam Trevits, Albany


Philip Breitenbach, Barton


Dave Martinez, Brownington


Dan Demaine, Glover


Amy Leroux, Irasburg


Chris Chichester, Orleans

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 bi-weekly and has functioned effectively in policy development and facilitated the 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 the next page, moving from a Supervisory Union organizational structure to a Unified Union model would result in moving 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 table depicts the current governance structure of Orleans Central Supervisory Union where one regional board governs the Preschool program, seven local boards govern the elementary school program, and a ninth regional board governs the Regional High School. This arrangement is cumbersome and disjointed.

Preschool Program – One Board: OCSU Board						
Elementary School Program – Seven Boards:						
Albany Board	Barton Board	Brownington Board	Glover Board	Irasburg Board	Orleans Board	Westmore Board
High School Program – One Board: Lake Region Union High School Board						

Unified Union Governance Model

The table 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.

PreK-12 Program – One Board: Unified Union Board
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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.

If all of the forming districts vote to approve the merger, the Unified School District will commence full educational operations and services on July 1, 2019.

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 2018-2019 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, 2027.

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 school facilities commencing July 1, 2019.

The Unified Union recognizes the long term financial investments and community relationships that each town has with its school building. The Unified Union will encourage appropriate use of the building by the students and community according to the policies and procedures of the Unified Union as overseen by the building administrator.

Article Four: Standardization of Curriculum and Operations

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.

B: 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, 2019.

Article Five: Employee Contracts, Recognition and Collective Bargaining

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, 2019, 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, 2019 until their respective termination dates.

Article Six: Special Funds and Debtedness

A: Capital Debt

The Orleans Central Unified Union School District will assume all capital debt of the forming school districts, including both principal and interest, as may exist at the close of business on June 30, 2019.

B: Operating Fund Surpluses, Deficits and Reserve Funds

The Orleans Central Unified Union School District shall assume any and all operating deficits and/or surpluses and fund balances of the forming school districts that may exist at the close of business on June 30, 2019. Those forming districts with surpluses, or fund balances at the close of business on June 30, 2019, 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 on June 30, 2019, and will be applied for said purpose unless otherwise determined through appropriate legal process.

C: Restricted 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, including student activity and related accounts that may exist on June 30, 2019. (*See Appendix E for details*). Scholarship funds or similar accounts held by school districts on June 30, 2019 that have specified conditions of use will be used in accordance with said provisions.

Article Seven: Real and Personal Property

A: Transfer of Property to the Unified District

No later than June 30, 2019, the forming school districts will convey to the Orleans Central Unified Union District all of 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.

B: Subsequent Sale of Real Property to Towns

In the event that, and at such subsequent time as, the Unified District Board of Directors determines, in its discretion, that continued possession of the real property, including land and buildings, conveyed to it by one or more town forming districts will not be used in direct delivery of student educational programs, the Unified District shall offer for sale such real property to the town of the forming district which transferred the real property to the Unified District, for the sum of One Dollar, subject to all encumbrances of record, the assumption or payment of all outstanding bonds and notes, and the repayment of any school construction aid or grants required by Vermont law, in addition to costs of capital improvements subsequent to July 1, 2018.

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.

C: Subsequent Sale of Lake Region Union High School

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.

D: School Closing

No school closings are anticipated or proposed on July 1, 2019. Pursuant to Act 153, no schools will be closed within its boundaries during the first four years after the effective date of the merger unless the electorate of the town in which the school is located consents to closure. Closing a school facility after July 1, 2023 requires a majority vote of the electorate of the town in which the school is located to approve a plan to close the school and a super majority (greater than 79%) of the votes cast by the Orleans Central Unified Union's Board of Directors.

Article Eight: 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 board. **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 town that comprises the Orleans Central Unified Union School District: Albany, Barton, Brownington, Glover, Irasburg, Orleans, and Westmore.

Article Nine: 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 November 6, 2018 election shall be two, three, four years respectively beginning on 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 ending on the date of the Unified Union District's annual meetings 2020, 2021 and 2022, respectively. Thereafter, three-year terms of office shall begin and expire on the date of the Unified Union School District's annual meeting.

Article Ten: 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 November 6, 2018.

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 Eleven: Establishment of Unified Union, Operating Authority, and Transition Provisions

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, 2019. The Unified Union School District shall, between the date of its organizational meeting under 16 VSA §706j and June 30, 2019, 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 2020, prepare and present the budget for Fiscal Year 2020, 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.

B: Fiscal Year 2020 Budget and Transition Grant

Any unspent funds from the \$150,000 Transition Facilitation Grant awarded under Act 46 shall be applied as revenue to offset expenses in the Unified Union's Fiscal Year 2020 Budget.

C: Structures to Support Local Input and Participation

For each operating school building within the Unified District, the Unified District Board shall provide opportunity for local input. Structures to support, encourage, and recognize the local participation of advisory groups created by and located within the forming communities shall be established by the Unified District Board of School Directors on or before June 30, 2019. Local input will be advisory. The Board may create strategies for local participation at each school and may develop procedures to receive input from each school.

Article Twelve: Annual Budget and Australian Ballot Voting

The Orleans Central Unified Union School District Board of School Directors shall propose annual budgets in accordance with 16 V.S.A. Chapter 11. The annual budget vote and the election of school directors shall be conducted by Australian ballot pursuant to 17 V.S.A. Chapter 55. The ballots shall be commingled.

Article Thirteen: Forming Districts Cease to Exist

The Orleans Central Unified Union School District will commence full educational operations on July 1, 2019. On this same date the following school districts-- Albany, Barton, Brownington, Glover, Irasburg, Orleans, Westmore, Lake Region Union High School, 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, 2019. 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 January 31, 2020.

Article Fourteen: School District Attendance Boundaries

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. After July 1, 2020, 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. By April 15, 2019, the Unified Union Board will develop a policy for the placement of newly enrolled Westmore resident elementary students. In the event Orleans Central Unified Union School District Board of Directors decides to offer school choice among the elementary schools in the district after July 1, 2020, policies regarding school choice shall consider issues including but not limited to the following factors: a) transportation to allow access for all students; b) socio-economic equity; c) proximity to the selected school; d) unity of families in one school; and e) the capacities of both receiving schools and sending schools, without harm to either.

Appendices: Following these Articles are Appendices which address details from the Study including Enrollment Data; a Cost Benefit Analysis; a Transitional Timeline; Advantages for Students; Status of Facilities, Debt, Reserve Funds; and Apportionment of Seats.

Appendix A: Enrollment Data

The following table provides the actual OCSU school enrollments from 2010-2018.

	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18
Albany	85	92	73	89	82	83	84	71	77
Barton	140	146	178	167	163	163	144	141	147
Brownington	80	93	96	104	108	102	104	114	106
Glover	122	136	127	122	125	125	113	117	112
Irasburg	116	121	129	126	136	127	129	115	122
Orleans	104	98	116	103	102	105	106	96	112
Lake Region	397	385	378	359	347	352	359	393	378
Total OCSU	1044	1071	1097	1070	1063	1057	1039	1047	1054

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 Union 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 to 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 through 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.
- **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:** The table below illustrates the impact of the loss of small school grants that would occur should the merger not occur.

Outlined below are the small schools grants received in six 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	2017-18 Small Schools Grant
Albany	\$114,120
Barton	\$34,515
Brownington	\$98,436
Glover	\$ 90,407
Irasburg	\$ 81,168
Orleans	\$101,772

Appendix C: Transitional Timeline and Analysis

Unified Union Board's Transition Time Line Based on Articles of Agreement, State Statute

November 6, 2018

- 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.

November 7, 2018

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

December 7, 2018

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

Mid-Late January 2019

- 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-Late January through March 2019

- 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 FY20.
- Orleans Central Unified Union School District Board of Directors issues a calendar for the development, adoption of Board policies and procedures by July 1, 2019
- Development and issuance of a Public Engagement Plan

Mid-Late January through March 5, 2019 (Town Meeting Day)

- Preparation and promulgation of FY20 budget in accordance with previously adopted budget calendar, state laws governing unified union boards.

March 5, 2019 (Town Meeting Day)

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

July 1, 2019

- 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, 2019.
- 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, 2019

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

January 31, 2020

- Deadline for dissolution of Orleans Central Supervisory Union.

Appendix C: Transitional Timeline and Analysis

Variable	Current Status	Unified Union	Analysis
Negotiated Contracts	<p>One master contract for all teachers, non-certified staff</p> <p>Administrator contracts issued by local boards</p>	<p>One master contract for all teachers, non-certified staff</p> <p>Administrator, teacher, and non-certified contracts issued by UU Board</p>	<p>Existence of OCSU master contracts for teachers and non-certified staff reduces challenge for UU Board</p> <p>Administrator contracts will need to be aligned.</p>
Number of Boards and Board Members	<p>9 Boards 32 Members</p>	<p>One Board with no more than 18 members</p>	<p>Articles of Agreement will define membership</p>
Policies	<p>One set of policies</p>	<p>One set of policies</p>	<p>Existence of one policy manual reduces challenge for UU Board</p>
Budget development, approval, and management	<p>9 separate budgets developed by each Board</p> <p>All budgets, payrolls managed in SU office</p> <p>Budgets approved in Town Meeting format (Albany –</p>	<p>One budget managed in UU office</p> <p>Budget will be approved by Australian ballot</p> <p>UU oversight of budget defined by policy</p>	<p>UU budget will be developed in accordance with calendar set by UU transition Board</p> <p>Budget approved by Australian ballot</p> <p>UU policies will define</p>

	Australian ballot) Each Board oversees expenditures in its district		management parameters
Variable	Current Status	Unified Union	Analysis
Strategic Planning	SU and Lake Region Boards have strategic plans	UU strategic plan will encompass all schools	UU transition Board will develop a district-wide strategic plan
Student Populations	Slight declines in any given year	All districts would be held harmless from impact of enrollment decline All districts retain small schools grants	Impact of loss of small schools grant if merger does not occur (see Appendix B)
Facilities	See Appendix E for details on condition of facilities, status of reserve funds	Reserve funds for improvement of facilities will be held and used for current purpose UU funds future projects and renovations	Use of reserve funds defined in Articles of Agreement UU Board will define maintenance and building improvement priorities
Professional Development	PLCs in place OCSU has unified professional development plan	UU would assume OCSU role overseeing professional development	UU Board could link all professional development to district's strategic plan

Data and Technology	<p>OCSU contracts for tech support</p> <p>Centralized purchasing of hardware, software</p> <p>OCSU manages data warehouse</p>	UU office would assume OCSU's functions	Greater equity among elementary schools
Variable	Current Status	Unified Union	Analysis
Leadership/Administration Personnel Selection	<p>District Boards hire principals based on Superintendent's recommendation</p> <p>Principals manage district budgets, day-to-day operation of schools</p> <p>Teacher hiring practices vary; some PT staff (e.g. art, music PE) hired by OCSU, some hired independently</p> <p>OCSU oversees, coordinates special ed</p>	<p>UU Board hires principals based on Superintendent recommendation</p> <p>ALL staff hired, deployed by UU staff</p> <p>UU staff MAY assume responsibility for management of non-instructional functions</p> <p>UU staff continues oversight of special education</p>	<p>Policy will ultimately determine Board role in hiring process for various staff positions within statutory requirements</p> <p>Centralized personnel hiring and management by UU staff will facilitate sharing of staff</p>
Transportation	Managed at SU level	Managed at UU level	Some savings possible in UU through re-routing, redrawing of boundaries
Curriculum Management	Curriculum developed at SU level	Curriculum development and implementation a UU responsibility	UU Board oversight will facilitate equitable learning opportunities,

	Curriculum implemented at building/district level, leading to disparities		uniform curriculum implementation
Variable	Current Status	Unified Union	Analysis
Special Education	Out of district costs and costs for low incidence, high cost students shared through OCSU assessment OCSU hires and deploys related service providers, special education teachers, paras	UU hires, deploys special education staff UU assumes OCSU role in cost sharing for low incidence, high cost students	UU structure ensures continued uniformity in hiring, deployment practices
Student Services	Guidance services vary from district-to-district OCSU secures social services contracts Schools hire nurses	All schools would offer the same level of student services UU hires all student service staff	UU structure would facilitate use of shared staff UU structure would assure equity in available services
Food Services	Each district offers its own food services	Services would be coordinated and/or offered at UU level	Savings possible with UU configuration through satellite program
Building Maintenance, Custodial Services	Each district provides maintenance services hires custodial staff Principals oversee these functions Local board budgets vary	All custodial and maintenance services may be managed at UU level by UU staff UU will hire all custodial, maintenance staff	Opportunity to save through bulk purchasing, contracting Staff hiring, deployment through UU will result in greater uniformity in upkeep of schools

		UU budgets custodial, maintenance costs	
Variable	Current Status	Unified Union	Analysis
Program Equity	<p>Level of programming in art, music, PE, STEM varies</p> <p>Library staffing varies</p> <p>Guidance services vary</p> <p>Preparation for LRHS varies</p> <p>Instructional time in content areas varies</p>	<p>Uniform programming in all curriculum areas</p> <p>Consistent preparation for LRHS</p> <p>Equitable opportunities for extra-curricular activities</p>	<p>Pupil/staff ratios set by UU board to ensure equitable learning opportunities for all students</p> <p>Comparable time blocks available for instruction</p> <p>Equity provided in access to technology</p>
EQS Attainment	Some schools will struggle to meet EQS	UU board will ensure that all schools meet EQS	Gap analysis on OCSU preparation for EQS indicates challenges in this area

Appendix D: 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.

Table 1 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. 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.

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.

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.

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.

Table 1: Technology Availability and Budgeting

	Albany	Barton	Brownington	Glover	Irasburg	Orleans
Tech budget (including for shared network costs) - 2018	\$20,000	\$27,474	\$5,500	\$20,000	\$25,247	\$25,850
Student/device ratio 2018	121%	77%	72%	104%	79%	130%
Student/device ratio (2012 or newer) 2018	118%	72%	62%	80%	79%	111%
Replacement value of current tech environment (6-year cycle), excluding software and annual subscriptions - 2018	\$21,692.00	\$31,116.00	\$22,750.00	\$30,740.00	\$31,690.00	\$31,116.00

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 towns and Lake Region Union High School 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.

District	Major Projects Pending	Debt Owed	Current Reserve Funds
Albany	<p>Upgrade office structure for recommended safety measures</p> <p>Replace flooring throughout building</p>	none	\$32,083.90
Barton	<p>Roof – both the gym and the main building roofs will probably need to be replaced</p> <p>Replace deteriorated sidewalks</p> <p>Paving – patch or repave area beside building, parking lot, and one basket on court.</p> <p>Fencing – repair or replace fencing that has been buried or overgrown</p>	none	\$219,111.87
Brownington	<p>Additional classroom space</p> <p>New roof (about \$75,000)</p>	\$505,000 (est. 6/30/19)	\$20,042.45

Glover	<p>Upgrade HVAC, computer control systems</p> <p>Upgrade office structure for recommended safety measures</p> <p>911 phone system, classroom intercom with speakers</p>	\$25,000 (est. 6/30/19)	\$91,035.26
Irasburg	<p>Renovation of HVAC system</p> <p>Paving of driveway and parking lot</p> <p>Replace one boiler</p> <p>Principal has unsuccessfully sought new gym/cafeteria</p> <p>New phone system for 911 identification</p>	none	\$39,836.27
Orleans	<p>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 purposed.</p> <p>The gym floor will need to be replaced at some point; it has already long out-</p>	none	\$55,584.79

	<p>lived its suggested lifespan.</p> <p>Replace sidewalks and the front cement steps. There are also some cement windowsills on the building that will need repair.</p> <p>New phone system for 911 identification</p>		
Lake Region	<p>Kitchen upgrade – no cost estimate yet.</p> <p>HVAC – updated boilers are online but work to ventilation system will be needed at some point</p> <p>Parking lot</p>	none	\$235,825.89

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.

	Drops	Cost Low	Cost High
Albany	96	\$28,800	\$48,000
Barton	110	\$33,000	\$55,000
Brownington	68	\$20,400	\$34,000
Glover	80	\$24,000	\$40,000
Irasburg	74	\$22,200	\$37,000
Orleans	96	\$28,800	\$48,000
Lake Region	398	\$119,400	\$199,000
COFEC	102	\$30,600	\$51,000
TOTAL		\$307,200	\$512,000

- Estimates based on 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

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:

Town	2010			Board Reps	Voters/Board Member
	Census	% Total	Census % x 17		
Albany	941	12.76%	2.17	2	471
Barton	1,992	27.01%	4.59	4	498
Brownington	988	13.40%	2.28	2	494
Glover	1,122	15.22%	2.59	3	374
Irasburg	1,163	15.77%	2.68	3	388
Orleans	818	11.09%	1.89	2	409
Westmore	350	4.75%	0.81	1	350
Total	7,374.00			17	

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 (cont.): Apportionment of Seats

2010				
Town	Census	% Total	Census % x 17	Board Reps
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
Total	7,374.00			17

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:

Town	1990	2000	2010	% Growth
Albany	782	840	941	20.33%
Barton	2967	2780	2,810	-5.29%
Brownington	705	885	988	40.14%
Glover	820	966	1,122	36.83%
Irasburg	907	1077	1,163	28.22%
Orleans	0	0	0	0.00%
Westmore	305	306	350	14.75%
Total	6,486.00	6,854.00	7,374.00	13.69%

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.