

## **Select Committee on Educational Review**

### **Evaluation of Co-op Assets and Structure**

#### **Committee Members**

Mark LeDoux & Frank Caldwell, Ex-officious  
Melinda Willis & Doug Cleveland, Co-Chairmen  
Dan Peterson, Secretary  
Betsey Cox-Buteau  
Tom Gehan  
Robert Mann

Deb Padykula, Finance Officer, Town of Hollis

March 2016

## Table of Contents

	Page
Introduction	2
Purpose of Committee	2
Brief history of the Hollis Brookline Cooperative School District	2
Core Assumptions	3
Educational Impact of Withdrawal	3
Comparison to Similar Sized Schools	3
Committee Response to State Report	4
COOP Summary of State Report	5
SAU 41 Governance	6
Current	6
Governance Changes to Accommodate Withdrawal	7
Financials	8
Auditors Report	8
Summary	11
Appendix	13
Appendix A: Coop Bond Schedules	13
Appendix B: A Report to the Hollis Brookline Cooperative School Board Regarding Implications of Dissolution of the Hollis Brookline Cooperative School District	23

## **Introduction**

### **Purpose of Committee**

The governance and administration of a multi-district School Administrative Unit (SAU) has many challenges. The districts of Brookline, Hollis, and Hollis-Brookline Cooperative have comprised SAU #41 since 1990 and have provided governance since its inception. Over the decades, the school boards have worked to strike a balance between the many stakeholders they serve, yet keep the schools moving forward.

The very contentious COOP district meetings, which have been escalating in their ugliness over the recent past, have been poisoning the relationship between the towns and have led many to question the viability and appropriateness of remaining partners in governing the high school. Due to the actions taken at the Hollis District meeting in March 2015, the Hollis Selectmen formed this educational review committee to advise them relating to an examination of the costs associated with dissolving the COOP. It is understood by everyone involved that money is not the only concern. Educational impact and governance will also be briefly addressed.

Members of the committee - Current and past applicable Hollis, Coop, SAU positions:

Melinda Willis, - Former Selectmen, Former Hollis Budget Committee

Doug Cleveland - Former Hollis School Board and Budget Committee ex-officio, Facilities Space Needs Committee 2008, 1998-2008 Facilities & Buildings Committee for Hollis District & Coop District

Dan Peterson - Former Hollis-Brookline COOP School Board, COOP Budget Committee ex-officio, Facilities Space Needs Committee 2008, Apportionment Committee

Betsey Cox-Buteau - Former Associate Superintendent SAU 41

Tom Gehan - Current Hollis Budget Committee

Robert Mann - Current Hollis Elementary School Board

James O'Shea - Former Hollis/Hollis/Brookline COOP School Board, Former - Hollis Elementary School Board

### **Brief history of the Hollis Brookline Cooperative School District**

In 1989, the towns of Amherst and Mont Vernon decided to withdraw from sending their high school students to Milford. At that time Brookline tuitioned their high school and junior high school students to Hollis. The three towns of Amherst, Mont Vernon and Brookline all wanted their own schools, and consequently a proposal was made to form a four town cooperative school district, including Hollis. This proposal passed in the other three towns, but failed in Hollis. As a result, Amherst and Mont Vernon agreed to form the Souhegan School District, and Brookline decided to continue tuitioning their students to Hollis, even though they had no say in running the schools.

Since Brookline still wanted to continue their educational relationship with Hollis, but also wanted some control over the schools, a proposal was made in 1990 for Hollis and Brookline to

form a cooperative school district. This time both towns agreed, and the Hollis Brookline Cooperative School District was formed. It was pointed out that a cooperative school district could receive 40% state building aid instead of the then current 30%. This was the deciding factor for Hollis to decide to enter into a cooperative agreement with Brookline since the current schools would soon need to be expanded and a new high school was going to be needed. The Hollis Area High School, currently the Middle School, was renamed the Hollis Brookline High School, and the current Hollis Upper Elementary School was at that time the Junior High School. In 1991 at the Hollis Brookline Cooperative School District Meeting, a bond was proposed to build a new Hollis Brookline High School. This proposed bond failed for four straight years, eventually passing in 1995 and construction began. In 1997 the new High School was completed and the Junior High School moved into the old High School, which later became the Hollis Brookline Middle School. The Hollis School District took over the old junior high building and completed a major renovation and addition for the new Upper Elementary School in 1996.

The first addition to the High School for the auditorium and some classrooms was completed in 1998, and the last classroom wing addition and mini-gym was completed in 2001. An addition/renovation to the Middle School was completed in 2005.

### **Core Assumptions**

The committee's core assumption is that initially all current Brookline students will stay enrolled at the Middle School and the High School through graduation on a tuitioned basis.

The assumption that Brookline would immediately withdraw all of their students, as was the assumption in the attached State report by former SAU 41 Superintendent Ken DeBenedictis and John Moody is fairly myopic, unrealistic, and harmful to an educated and informed discussion. It should be noted that Ken DeBenedictis was the Superintendent at the time of the building of the current High School facility. It is the expectation of this committee that all current students will stay through graduation.

The future choices will be the decision of the Brookline School Board and the Brookline voters.

Moving forward Brookline residents have numerous options available to them through the sole governance of the Brookline School District. They may choose to continue to tuition students into Hollis, others may prefer to tuition into another school district at lower cost to Brookline tax payers, Brookline may choose a staged phase out of students as each class graduates, or to split between towns, or Brookline may choose to build their own school.

### **Educational Impact of Withdrawal**

#### **Comparison to Similar Sized Schools**

After assembling a comparative spreadsheet of high school offerings for advance placement courses and sports in high schools of similar student population and economic status (Table 1),

as well as a few high schools varying to one degree or another in size but similar in economic status, a few reasonable conclusions could be derived from the data.

High schools of similar student population and economic status to the student population of a Hollis only high school afforded numerous opportunities for students to take advance placement courses even if there were very small class sizes. The data seems to support the idea that high schools will offer the desired courses for students if the town is willing to support the offerings despite small class sizes. The data on the number and diversity of sports teams reflected similarly; in other words, it depended on how many teams a high school could sponsor based upon the student population. There were numerous and varying opportunities for student participation in sports in each school.

Therefore, in conclusion, it was the consensus of the committee that a smaller high school population would primarily be constrained only by the budget that the town was willing to support in terms of class offerings, and for sports the same constraint applied but also the added constraint of the number of students that would be needed to field teams for team sports. Individual competitive sports offerings would be limited only by funding.

Students in each of the reviewed high schools were able to gain acceptance to the same caliber of institutions of higher education that Hollis Brookline High School now enjoys. High school student population did not appear to have an effect on college admission types.

<u>High School</u>	<u>School Pop*</u>	<u>#APs</u>	<u>No. of Sports</u>	<u>Min. Credits to Graduate</u>	<u>Top 50 Colleges/Univs /Ivies</u>	<u>% to 4-Yr Colleges^</u>	<u>US News Ranking*</u>	<u>College Readiness*</u>	<u>Blocks per Day</u>
Bedford	1328	4	29 Total Teams	24	Yes	85.4	6	27	8
Bow	507	11	28 Total Teams	24	Yes	77.8*	3	41.3	8
Hanover	730	None	20 Total Teams	20	Yes	96.4	Unranked	26.9	7
Hollis Brookline	832	15	22 Total Teams	23	Yes	79	2	45.8	7
Hopkinton	315	9 (3 contracted out)	12 Total Teams	24	Yes	66	1	50.4	8
Oyster River	672	8	22 Total Teams	22	Yes	70	Unranked	31.8	7
Souhegan	815	13	56 total Teams	22.25	Yes	86	Unranked	32.2	8
Windham	745	16	31 Total Teams	24	Yes	95	Unranked	46.9	8

US News 2014\*, NHDOE, and Local District Websites & School Profiles

\*2005 data NHDOE

^ Various Data Sources but recent

Table 1: Comparative spreadsheet of high school offerings for advance placement courses and sports in high schools of similar student population and economic status.

### Committee Response to State Report

Due to the very contentious COOP district meetings over the recent past action was taken at the Hollis Town Meeting in March 2015 to form this educational review committee to advise the Hollis Selectmen relating to an examination of the costs associated with dissolving the COOP. The school districts of Brookline, Hollis, and Hollis Brookline COOP then also collectively commissioned an educational impact study to be conducted by the State.

The conclusions of the State report on the educational impact are based on the premise and assumption that if Hollis withdraws from the COOP all of the Brookline students will leave the current Middle and High Schools and be educated elsewhere. Our committee vehemently disagrees with this assumption and fully expects that all the Brookline students will continue to attend the current schools as they have for several decades. Prior to formation of the COOP the

Brookline students attended the Hollis Area Junior High and High Schools under a tuition agreement, and there is every reason to believe that Brookline will continue to tuition their students to Hollis should Hollis withdraw from the COOP. There is no reason to believe that Brookline will want to send their students to a more expensive or lesser quality school district in neighboring towns, which may also be further away. It is this committee's belief that if Hollis withdraws from the COOP there will be no educational impact whatsoever to the current Middle and High School programs, classes, sports, teachers, union contracts or administrators.

If at any time Brookline does send its students to a different school, the Hollis student population will be greater than currently, supporting various programs, and reduction is not does not equate with lesser quality. For example four sections of U.S. History versus seven sections does not reduce the quality of the education being afforded. The State report states "*dramatic reductions of programmatic offerings*" yet the population of a Hollis only school will approximate the size of the COOP when it was formed and if anything offerings in electives have been reduced due to the necessity of rooms for more sections of core courses such as U.S. History as the COOP population has grown over the past few years. Past strategic planning analysis have concluded that the current facilities are the appropriate size necessary for a Hollis only school district at build-out. Therefore no future construction will be necessary and the current issues regarding overcrowding will be illuminated in the future if Brookline chooses to tuition their students elsewhere.

### **State Report on COOP Dissolution And its District Impacts**

This following summary (*in italics*) is a COOP School Board perspective of the conclusions of this study and not that of this committee. The full report from which this synopsis is drawn is attached in Appendix B.

*When school boards look at the prospect of dissolving a COOP, board members must consider the educational value of such an action versus the monetary and non-monetary benefits of preserving the cooperative union. Currently, the communities of Brookline and Hollis enjoy exceptional educational value for the tax dollar expended. The Hollis-Brookline Cooperative is a high achieving, award winning district with one of the lowest cost per student ratios as compared to other high performing districts. Further, students of both communities benefit educationally and socially from the blending and integration of the two communities, which starts at the seventh grade.*

*Currently, COOP enrollment stands at about a 50-50 split between Brookline and Hollis comprising roughly 1200 students. Dissolution would reduce the cooperative union by half or 600 Hollis students only, resulting in a substantial reduction of high-value experienced staff through voluntary departure and others through the reduction in force process. Dramatic reductions of programmatic offerings can be expected and sports participation would move to division three substantially reducing the number of existing teams and eliminating others all together.*

*Due to the enrollment reduction brought about from dissolution, the configuration of physical plans within the Hollis and current COOP districts would need to be considered. Grade consolidation within physical sites and school closures would most likely result. Consequently, Hollis residents can expect a dramatic increase to the cost per student ratio due to the fixed costs that would remain in a post dissolution district. Given the operational and high performance status the COOP currently enjoys, it is reasonable to expect that dissolutions would likely risk and possibly disrupt its high academic standing – at least over several years following separation.*

*The towns of Hollis and Brookline are different sizes with very different property valuations. Funding for the Coop impacts individual taxpayers in the two towns differently. The most recent Coop district meetings have become very contentious fostering community mistrust for its elected officials and risks moving the COOP district into decline. This situation remains a growing concern for board and community members alike.*

*The dissolution process is a complicated and potentially costly proposition. Separation costs and transition plans must be put in place to ensure educational impacts to all students are minimized and those plans and costs substantiated, justified and approved by both communities and to the department of Education.*

*Ultimately, the decision of dissolutions rests with the communities of Hollis and Brookline. What relief is being sought by dissolution? What issues would be solved by dissolution? Would the educational quality and student experience improve through dissolution? These basic questions should be evaluated and considered by both towns prior to entering into this process.*

\*Reference:

· Implications of a Dissolution of the Hollis Brookline Cooperative School District; Dr. Ken DeBenedictis & Dr. John Moody: January 2016 (See COOP Website)

## **SAU 41 Governance**

### **Current**

On June 4, 2015 Doug Cleveland met with SAU 41 Superintendent Andy Corey to discuss SAU 41 governance issues in regard to the possible withdrawal of Hollis from the Hollis Brookline Cooperative School District. The conclusions resulting from this meeting are summarized below.

- SAU 41 currently consists of the Hollis School District, the Brookline School District, the Hollis Brookline Cooperative School District, and the SAU 41 governing school board, which consists of the three school districts combined.
- If Hollis should withdraw from the Hollis Brookline Cooperative School District, then SAU 41 would consist of only two school districts, Hollis and Brookline.

- Two school districts instead of three, as far as the SAU is concerned, would result in a slightly reduced workload for SAU personnel, particularly in regard to attending meetings and budget preparation.
- It is not expected that the number of SAU personnel would be reduced, however some SAU costs may be slightly reduced.

### **Governance Changes to Accommodate Withdrawal Options**

At present, SAU 41 consists of three school districts, Hollis, Brookline, and the Hollis Brookline Cooperative School District. Because the SAU also hosts more than one district, it also has an SAU oversight board. Consequently, the SAU office supports four boards, six school buildings and the SAU building, three different school district and budget meetings, and five different collective bargaining agreements. A position that does not appear here that is common in most multi-district SAUs is a Director of Building & Grounds. In SAU 41, that is shifted down to each district and they work independently of each other.

SAU 41 currently employs:

- 1 Superintendent
- 1 Assistant Superintendent
- 1 Administrative Assistant to the Superintendent
- 1 Human Resources Manager
- 1 Office Manager/Human Resources Assistant
- 1 Business Administrator
- 2 Assistant Business Managers
- 1 Payroll Specialist
- 1 Account Payable/Receivable Specialist
- 1 Director of Technology
- 1 Director of Special Services
- 1 Assistant Director of Special Services
- 1 Administrative Assistant to the Director of Special Services
- 1 Director of Food Services

If the Hollis Brookline Cooperative School District were to be dissolved, there would be two school districts and the SAU oversight Board serviced by SAU 41. This change would not significant impact the present structure at the SAU. Presently, the SAU handles a very high volume of night commitments and the change to three boards from four would be mostly reflected in that. Personnel and other such services would remain virtually the same.

If the Hollis Brookline Cooperative School District were to be dissolved and the new K-12 Hollis School District were to withdraw from SAU 41, Hollis would set up its own SAU separate and distinct from the Brookline School District. Brookline would then need to provide its own superintendent services for the Brookline School District. This could be accomplished either through the establishment of its own SAU or through the contracting of superintendent services from another SAU. This action would amount to a complete separation of the Hollis School District and the Brookline School District.



If the new K-12 Hollis School District were to become its own SAU, SAU level personnel could be reduced to reflect an SAU structure more along the line of other single district SAUs. There would be one school board and two collective bargaining agreements. The new SAU structure *might* look similar to this:

- 1 Superintendent
- 1 Administrative Assistant to the Superintendent
- 1 Curriculum Coordinator
- 1 Business Manager
- 1 Payroll Specialist
- 1 Accounts Payable/Receivable Specialist
- 1 Director of Technology
- 1 Director of Special Services
- 1 Administrative Assistant to the Director of Special Services
- 1 Human Resources Manager
- 1 Director of Food Services (if food services are not outsourced)

(1 Director of Buildings & Grounds?)

If Hollis chose to go this complete route of separation from Brookline by also withdrawing from the SAU, the withdrawal would result in some reductions in staff at the SAU level. Also the SAU staff could be absorbed into one of the present schools eliminating the separated building thus further reducing costs.

## **Financials**

### **Auditor's Report**

The accounting firm Melanson & Heath conducted an audit of the SAU for the Selectmen of Hollis. The remainder of this section is the final report in full.

*A preliminary report of the estimated buyout resulting from the withdrawal of the Town of Hollis from the Hollis Brookline Cooperative School District, from the Town of Hollis to the Town of Brookline*

### *Preliminary Accounting of Capital Costs*

*The following is a summary of the "costs of capital improvements and additions," in accord with RSA 195:28, to the Hollis Brookline Cooperative School District (HB COOP). All capital improvements and additions were paid for or are being paid for in accordance with HB COOP Articles of Agreement (AOA). The AOA stipulate that the capital expenses of the HB COOP payable in each fiscal year shall be apportioned based on the apportionment formula adopted by voters at the HB COOP Annual District Meeting. The formula for apportioning capital costs has changed over time. At the inception of the HB COOP the apportionment formula distributed costs based upon fifty-percent Equalized Value (EV) and fifty-percent Average Daily*

*Membership (ADM). EV and ADM are determined by the State of New Hampshire. While not exact definitions, aggregate assessed property value is a useful proxy for EV and student enrollment is a reasonable estimate of ADM. The amortization schedules for all HB COOP bonded debt service were aggregated, and the appropriate apportionment formula applied, to determine the contribution of each member community to the capital costs of the HB COOP.*

*This information has been collected and summarized here in an effort to provide the Hollis Selectmen and voters with a preliminary estimation of what Hollis would have to pay the HB COOP in exchange for assuming title to the two school buildings located in Hollis (the buyout) if withdrawal is deemed feasible and suitable per RSA 195:28. Should Hollis withdraw, it would bear the costs of 100% of the ongoing bonded debt obligations of the HB COOP.*

*The amount due from withdrawing district is equal to the amount paid to date by the cooperative school district for the capital assets reduced by an amount equal to the sum of what the withdrawing district has paid toward the costs of the capital assets to date and the amount the withdrawing district would have been obligated to pay the cooperative district under RSA 195:27. The amount determined under RSA 195:27 is the withdrawing district's share of the future bond payments and building aid. In essence, Hollis would be obligated to pay Brookline what Brookline has paid to date for the capital assets and to assume all future obligations for the capital assets.*

*This preliminary accounting does not represent the total or final cost of a potential buyout if withdrawal occurs. The process in which the Hollis Education Review Committee (ERC) engaged was not governed by RSA195. Hollis voters specifically eliminated the reference to RSA195 in the warrant article that provided for the establishment of the ERC. A consequence of the elimination of the reference to RSA195 transformed the committee from a binding review per State law to an advisory, investigative body. Further, absent the binding structure of RSA195, representatives from the HB COOP did not participate in the review. Should either Hollis voters or COOP voters pass a warrant article directing a study of the feasibility and suitability of Hollis withdrawing, per RSA195, representatives of the HB COOP and the two Towns would participate in the process of determining the financial liability of Hollis to Brookline. Lacking an agreement among those parties, the New Hampshire Board of Education would dictate the financial terms of withdrawal.*

#### *Capital Costs – Adjustment to Principal*

*The ERC included in its analysis all bonded debt approved by HB COOP voters since the inception of the COOP. The costs were the sum of interest and adjusted principal payments. The adjustment to principal relates to State School Building Aid. The HB COOP has received State aid equaling 40% of the principal portion of all bonded debt in support of school construction. The ERC took the position that neither Town should receive credit for that portion of the principal payments paid by the State. Upon receiving an opinion of counsel that this position is more likely than not to prevail if challenged, the ERC adjusted the analysis to reduce the principal payments credited to each Town.*

Capital Costs (Bonded Debt) Included in Buyout Analysis

Seven HB COOP bonds were included in the analysis:

<u>Year</u>	<u>Purpose</u>	<u>Principal</u>	<u>Retirement</u>
1996	HB High School Construction	\$8,100,000	2017
1996	HB High School Construction	\$2,700,000	2017
1998	HB High School Auditorium and Addition	\$1,130,000	2003
1999	HB High School Auditorium Completion	\$900,000	2003
2000	HB High School Classroom Addition	\$3,200,000	2016
2002	HB High School Track	\$650,000	2013
2004	HB Middle School Renovation	\$7,703,400	2025

Cumulative Capital Costs Paid by the Town of Brookline – Payout Estimate

As noted above, the credit for principal payments was reduced by 40% to compensate for the School Construction Building Aid received from the State.

These estimates assume the HB COOP incurs no additional bonded debt:

<u>Year</u>	<u>Total Payout</u>
2018	\$9,987,213
2019	\$10,111,494
2020	\$10,233,689
2021	\$10,355,795
2022	\$10,475,157
2023	\$10,591,226
2024	\$10,704,483
2025 and after	\$10,813,633

Cost of Financing Payout by Bonded Debt

*The table immediately above illustrates that the payout amount would exceed \$10 million. This obligation could not be paid in a single year from the operating budget and would require the issuance of a new bond.*

*The conditions of the municipal bond market change literally every day. It is not possible to foresee the interest rate and debt service costs for a bond that may be issued years in the future. Assuming the maximum principal amount of approximately \$11 million for a 20-year bond, the estimated annual cost would be \$800 thousand.*

Cost of Assumption by Hollis of HB COOP Debt Service Post-Withdrawal

*As noted above, it is assumed that Hollis would be liable for all remaining payments on HB COOP bonded debt following withdrawal. Were withdrawal to occur, it would almost certainly be in 2018 or later. At that point, the only remaining bond will be the 2004 bond that funded the HBMS renovations. It is assumed that School Building Aid would be reduced from 40% to 30% upon withdrawal from the COOP. Again, assuming no further bonded debt is authorized, the flowing table depicts the incremental cost to Hollis of assuming Brookline's share of debt service:*

<u><b>Year</b></u>	<u><b>Incremental HBMS Bond Cost to Hollis</b></u>
2018	\$212,080
2019	\$208,705
2020	\$206,661
2021	\$207,424
2022	\$204,378
2023	\$200,498
2024	\$197,573
2025	\$192,455
2026 and after	\$0

**Summary**

In summary, If Hollis withdraws from the COOP and Brookline continues to tuition their students into the Hollis School District the day-to-day life of the school will not change. In addition the contentious, ugly COOP School District meetings will cease to exist. The Hollis School District will regain its autonomy. This will come at a cost, an estimated \$11 million dollars to the Hollis taxpayer. But in time, Brookline will most likely choose a different educational arrangement for their students. This will negate the need for expanding the high school to accommodate both the Hollis and the Brookline student population, because the current buildings are adequate for Hollis at full population at build-out. The cost savings from not building additions may balance the cost of the buyout.

Respectfully submitted to the Hollis Selectmen,

*Select Committee on Educational Review*

## Appendix

## Appendix A COOP Bond Schedules

Table A1:

	ALL BONDED DEBT	ALL BONDED DEBT		
	PRINCIPAL	PRINCIPAL REDUCED 40% BY	Estimates	
	PLUS INTEREST	NH BUILDING AID		
		PLUS INTEREST		
	<u>Principal Payment</u>		<u>Bonded Debt</u>	<u>Bonded Debt</u>
	<u>Less 40% Aid +</u>	<u>Principal Payment Less 40%</u>	<u>Appportionmen</u>	<u>Appportionmen</u>
Year	<u>Interest</u>	<u>Aid + Interest</u>	<u>t Percentage</u>	<u>t Percentage</u>
			<u>Hollis</u>	<u>Brookline</u>
1997	365,265	259,210	71.7%	28.3%
1998	906,026	622,603	69.0%	31.0%
1999	1,318,589	882,141	67.0%	33.0%
2000	1,377,044	954,825	65.6%	34.4%
2001	1,454,458	1,005,642	65.7%	34.3%
2002	1,639,003	1,124,817	61.1%	38.9%
2003	1,636,579	1,131,321	61.2%	38.8%
2004	1,296,650	946,768	60.1%	39.9%
2005	1,506,373	1,168,502	60.9%	39.1%
2006	1,898,209	1,477,902	63.4%	36.6%
2007	1,907,236	1,490,509	60.9%	39.1%
2008	1,904,589	1,492,998	60.4%	39.6%
2009	1,897,946	1,491,369	60.3%	39.7%
2010	1,898,258	1,494,353	59.3%	40.7%
2011	1,894,793	1,492,962	57.8%	42.2%
2012	1,895,202	1,490,594	57.3%	42.7%
2013	1,889,039	1,484,707	55.5%	44.5%
2014	1,814,052	1,436,794	53.6%	46.4%
2015	1,813,082	1,433,722	55.0%	45.0%
2016	1,802,708	1,418,578	70.4%	29.6%
2017	1,506,084	1,171,507	70.4%	29.6%
2018	597,367	429,367	70.4%	29.6%
2019	595,867	419,867	70.4%	29.6%
2020	598,823	412,823	70.4%	29.6%
2021	606,519	412,519	70.4%	29.6%
2022	607,250	403,250	70.4%	29.6%
2023	606,125	392,125	70.4%	29.6%
2024	608,625	382,625	70.4%	29.6%
2025	604,750	368,750	70.4%	29.6%
Total	38,446,508	28,693,148		

Table A2:

	40% BUILDING AID PRINCIPAL REDUCTION			
	HOLLIS		BROOKLINE	
Year	<u>Annual Appportioned Payment Hollis</u>	<u>Annual Appportioned Payment Brookline</u>	<u>Cumulative Appportioned Payments Hollis</u>	<u>Cumulative Appportioned Payments Brookline</u>
1997	185,854	73,356	185,854	73,356
1998	429,596	193,007	615,449	266,363
1999	591,034	291,107	1,206,484	557,470
2000	626,365	328,460	1,832,849	885,929
2001	660,707	344,935	2,493,556	1,230,865
2002	687,404	437,413	3,180,959	1,668,277
2003	692,836	438,485	3,873,795	2,106,762
2004	568,656	378,112	4,442,451	2,484,874
2005	711,392	457,110	5,153,843	2,941,984
2006	936,654	541,248	6,090,497	3,483,232
2007	908,324	582,184	6,998,822	4,065,416
2008	901,984	591,014	7,900,805	4,656,430
2009	899,921	591,449	8,800,726	5,247,879
2010	886,882	607,471	9,687,608	5,855,350
2011	862,432	630,531	10,550,039	6,485,880
2012	854,430	636,165	11,404,469	7,122,045
2013	824,471	660,236	12,228,940	7,782,281
2014	770,686	666,108	12,999,627	8,448,389
2015	788,655	645,067	13,788,282	9,093,455
2016	998,679	419,899	14,786,961	9,513,354
2017	824,741	346,766	15,611,702	9,860,120
2018	302,274	127,093	15,913,976	9,987,213
2019	295,586	124,281	16,209,562	10,111,494
2020	290,628	122,196	16,500,190	10,233,689
2021	290,413	122,106	16,790,603	10,355,795
2022	283,888	119,362	17,074,491	10,475,157
2023	276,056	116,069	17,350,547	10,591,226
2024	269,368	113,257	17,619,915	10,704,483
2025	259,600	109,150	17,879,515	10,813,633
Total	17,879,515	10,813,633		10,813,633

Table A3:

	NO PRINCIPAL REDUCTION			
	HOLLIS		BROOKLINE	
Year	<u>Annual Appportioned Payment Hollis</u>	<u>Annual Appportioned Payment Brookline</u>	<u>Cumulative Appportioned Payments Hollis</u>	<u>Cumulative Appportioned Payments Brookline</u>
1997	261,895	103,370	261,895	103,370
1998	625,158	280,868	887,053	384,238
1999	883,454	435,134	1,770,507	819,372
2000	903,341	473,703	2,673,848	1,293,075
2001	955,579	498,879	3,629,427	1,791,954
2002	1,001,636	637,367	4,631,062	2,429,321
2003	1,002,263	634,316	5,633,325	3,063,637
2004	778,805	517,845	6,412,131	3,581,482
2005	917,090	589,283	7,329,221	4,170,765
2006	1,203,033	695,176	8,532,254	4,865,941
2007	1,162,281	744,956	9,694,535	5,610,897
2008	1,150,644	753,945	10,845,179	6,364,842
2009	1,145,257	752,689	11,990,436	7,117,531
2010	1,126,595	771,663	13,117,030	7,889,194
2011	1,094,555	800,238	14,211,585	8,689,432
2012	1,086,356	808,845	15,297,941	9,498,277
2013	1,049,000	840,039	16,346,942	10,338,315
2014	973,044	841,007	17,319,986	11,179,322
2015	997,332	815,750	18,317,318	11,995,072
2016	1,269,106	533,601	19,586,424	12,528,674
2017	1,060,283	445,801	20,646,707	12,974,475
2018	420,546	176,821	21,067,254	13,151,295
2019	419,490	176,377	21,486,744	13,327,672
2020	421,572	177,252	21,908,316	13,504,924
2021	426,989	179,530	22,335,305	13,684,453
2022	427,504	179,746	22,762,809	13,864,199
2023	426,712	179,413	23,189,521	14,043,612
2024	428,472	180,153	23,617,993	14,223,765
2025	425,744	179,006	24,043,737	14,402,771
Total	24,043,737	14,402,771		



Table A4:

	1996 Series C				
	\$8,100,000				
	HB HIGH SCHOOL				
Year	<u>Principal Payment</u>	<u>Principal Payment Less 40% Aid</u>	<u>Interest</u>	<u>Principal Payment + Interest</u>	<u>Principal Payment Less 40% Aid + Interest</u>
1997	265,136	159,082	8,813	273,949	167,895
1998	633,559	380,135	45,962	679,521	426,097
1999	601,120	360,672	80,323	681,443	440,995
2000	565,547	339,328	112,114	677,661	451,442
2001	535,491	321,295	142,686	678,177	463,980
2002	506,408	303,845	171,441	677,849	475,286
2003	481,775	289,065	199,761	681,536	488,826
2004	454,298	272,579	224,942	679,239	497,520
2005	430,957	258,574	250,001	680,958	508,575
2006	405,207	243,124	271,485	676,693	514,610
2007	386,055	231,633	295,247	681,302	526,880
2008	364,420	218,652	315,225	679,646	533,877
2009	342,862	205,717	334,002	676,864	539,719
2010	321,922	193,153	355,731	677,653	548,884
2011	302,258	181,355	374,485	676,744	555,840
2012	286,730	172,038	392,413	679,144	564,452
2013	271,313	162,788	408,506	679,819	571,294
2014	256,078	153,647	422,691	678,769	576,338
2015	242,829	145,698	438,021	680,850	583,718
2016	229,590	137,754	451,329	680,919	589,083
2017	216,444	129,866	462,531	678,975	592,398
2018					
2019					
2020					
2021					
2022					
2023					
2024					
2025					

Table A5:

	1996 Series C				
	\$2,700,000				
	HB HIGH SCHOOL				
Year	<u>Principal</u>	<u>Principal Payment Less 40% Aid</u>	<u>Interest</u>	<u>Principal Payment + Interest</u>	<u>Principal Payment Less 40% Aid + Interest</u>
1997	0		91,316	91,316	91,316
1998	75,000	45,000	151,506	226,506	196,506
1999	80,000	48,000	147,146	227,146	195,146
2000	85,000	51,000	142,506	227,506	193,506
2001	90,000	54,000	137,584	227,584	191,584
2002	95,000	57,000	132,381	227,381	189,381
2003	100,000	60,000	126,896	226,896	186,896
2004	105,000	63,000	121,131	226,131	184,131
2005	110,000	66,000	115,084	225,084	181,084
2006	115,000	69,000	108,756	223,756	177,756
2007	125,000	75,000	102,006	227,006	177,006
2008	130,000	78,000	94,834	224,834	172,834
2009	140,000	84,000	87,240	227,240	171,240
2010	145,000	87,000	79,170	224,170	166,170
2011	155,000	93,000	70,581	225,581	163,581
2012	165,000	99,000	61,381	226,381	160,381
2013	175,000	105,000	51,606	226,606	156,606
2014	185,000	111,000	41,256	226,256	152,256
2015	195,000	117,000	30,331	225,331	147,331
2016	210,000	126,000	18,688	228,688	144,688
2017	220,000	132,000	6,325	226,325	138,325
2018					
2019					
2020					
2021					
2022					
2023					
2024					
2025					
Total	2,700,000	1,620,000	1,917,722	4,617,722	3,537,722

**Table A6:**

	<b>August 1998</b>				
	<b>\$1,130,000</b>				
	<b>Auditorium &amp; Classroom Additions</b>				
<b>Year</b>	<b><u>Principal</u></b>	<b><u>Principal Payment Less 40% Aid</u></b>	<b><u>Interest</u></b>	<b><u>Principal Payment + Interest</u></b>	<b><u>Principal Payment Less 40% Aid + Interest</u></b>
1997	0	0	0		
1998	0	0	0		
1999	230,000	138,000	0	230,000	138,000
2000	225,000	135,000	33,469	258,469	168,469
2001	225,000	135,000	24,328	249,328	159,328
2002	225,000	135,000	14,906	239,906	149,906
2003	225,000	135,000	5,063	230,063	140,063
2004					
2005					
2006					
2007					
2008					
2009					
2010					
2011					
2012					
2013					
2014					
2015					
2016					
2017					
2018					
2019					
2020					
2021					
2022					
2023					
2024					
2025					
<b>Total</b>	<b>1,130,000</b>	<b>678,000</b>	<b>77,766</b>	<b>1,207,766</b>	<b>755,766</b>

**Table A7:**

	<b>May 1999</b>				
	<b>\$900,000</b>				
	<b>Auditorium Completion &amp; Additions</b>				
<b>Year</b>	<b>Principal</b>	<b><u>Principal Payment Less 40% Aid</u></b>	<b><u>Interest</u></b>	<b><u>Principal Payment + Interest</u></b>	<b><u>Principal Payment Less 40% Aid + Interest</u></b>
1997	0	0	0		
1998	0	0	0		
1999	180,000	108,000	0	180,000	108,000
2000	180,000	108,000	33,408	213,408	141,408
2001	180,000	108,000	25,056	205,056	133,056
2002	180,000	108,000	16,704	196,704	124,704
2003	180,000	108,000	8,352	188,352	116,352
2004					
2005					
2006					
2007					
2008					
2009					
2010					
2011					
2012					
2013					
2014					
2015					
2016					
2017					
2018					
2019					
2020					
2021					
2022					
2023					
2024					
2025					
<b>Total</b>	<b>900,000</b>	<b>540,000</b>	<b>83,520</b>	<b>983,520</b>	<b>623,520</b>

Table A8:

	<b>2002 Series E</b>				
	<b>\$650,000</b>				
	<b>TRACK</b>				
<b>Year</b>	<b>Principal</b>	<b><u>Principal Payment Less 40% Aid</u></b>	<b><u>Interest</u></b>	<b><u>Principal Payment + Interest</u></b>	<b><u>Principal Payment Less 40% Aid + Interest</u></b>
1997	0	0	0		
1998	0	0	0		
1999	0	0	0		
2000	0	0	0		
2001	0	0	0		
2002	0	0	0		
2003	0	0	0		
2004	55,000	33,000	29,620	84,620	62,620
2005	55,000	33,000	25,288	80,288	58,288
2006	60,000	36,000	22,950	82,950	58,950
2007	60,000	36,000	20,400	80,400	56,400
2008	65,000	39,000	17,850	82,850	56,850
2009	65,000	39,000	15,088	80,088	54,088
2010	70,000	42,000	12,325	82,325	54,325
2011	70,000	42,000	9,350	79,350	51,350
2012	75,000	45,000	6,375	81,375	51,375
2013	75,000	45,000	3,188	78,188	48,188
2014					
2015					
2016					
2017					
2018					
2019					
2020					
2021					
2022					
2023					
2024					
2025					
<b>Total</b>	<b>650,000</b>	<b>390,000</b>	<b>162,433</b>	<b>812,433</b>	<b>552,433</b>

Table A9:

	July 2000 CAB				
	\$3,200,000				
	HBHS CLASSROOM ADDITION				
Year	Principal	<u>Principal Payment Less 40% Aid</u>	Interest	<u>Principal Payment + Interest</u>	<u>Principal Payment Less 40% Aid + Interest</u>
1997	0	0	0		
1998	0	0	0		
1999	0	0	0		
2000	0	0	0		
2001	91,548	54,929	2,765	94,313	57,694
2002	279,058	167,435	18,106	297,163	185,540
2003	276,372	165,823	33,360	309,732	199,183
2004	260,409	156,245	46,251	306,660	202,496
2005	248,721	149,233	59,482	308,204	208,715
2006	237,160	142,296	72,075	309,235	214,371
2007	225,763	135,458	83,990	309,754	219,448
2008	214,559	128,735	95,201	309,760	223,936
2009	203,578	122,147	105,675	309,254	227,822
2010	192,841	115,704	115,394	308,235	231,099
2011	182,318	109,391	124,300	306,618	233,690
2012	174,787	104,872	134,480	309,268	239,353
2013	164,516	98,710	141,751	306,268	240,461
2014	157,065	94,239	150,552	307,618	244,791
2015	150,570	90,342	157,546	308,116	247,888
2016	140,734	84,441	162,083	302,818	246,524
2017					
2018					
2019					
2020					
2021					
2022					
2023					
2024					
2025					
Total	3,200,000	1,920,000	1,503,013	4,703,013	3,423,013

Table A10:

	<b>\$7.98M / \$276600 Premium</b>				
	<b>2004 Series B</b>				
	<b>\$7,703,400</b>				
	<b>HBMS Renovation</b>				
<b>Year</b>	<b>Principal</b>	<b>Principal Payment Less 40% Aid</b>	<b>Interest</b>	<b>Principal Payment + Interest</b>	<b>Principal Payment Less 40% Aid + Interest</b>
1997	0	0	0		
1998	0	0	0		
1999	0	0	0		
2000	0	0	0		
2001	0	0	0		
2002	0	0	0		
2003	0	0	0		
2004	0	0	0		
2005	0	0	211,840	211,840	211,840
2006	233,400	140,040	372,176	605,576	512,216
2007	245,000	147,000	363,775	608,775	510,775
2008	255,000	153,000	352,500	607,500	505,500
2009	265,000	159,000	339,500	604,500	498,500
2010	280,000	168,000	325,875	605,875	493,875
2011	295,000	177,000	311,500	606,500	488,500
2012	310,000	186,000	289,034	599,034	475,034
2013	325,000	195,000	273,159	598,159	468,159
2014	345,000	207,000	256,409	601,409	463,409
2015	360,000	216,000	238,784	598,784	454,784
2016	380,000	228,000	210,284	590,284	438,284
2017	400,000	240,000	200,784	600,784	440,784
2018	420,000	252,000	177,367	597,367	429,367
2019	440,000	264,000	155,867	595,867	419,867
2020	465,000	279,000	133,823	598,823	412,823
2021	485,000	291,000	121,519	606,519	412,519
2022	510,000	306,000	97,250	607,250	403,250
2023	535,000	321,000	71,125	606,125	392,125
2024	565,000	339,000	43,625	608,625	382,625
2025	590,000	354,000	14,750	604,750	368,750
<b>Total</b>	<b>7,703,400</b>	<b>4,622,040</b>	<b>4,560,946</b>	<b>12,264,346</b>	<b>9,182,986</b>

**Appendix B (*formatting edited to preserve structure when imported*)**

A Report to the  
Hollis Brookline Cooperative  
School Board

Regarding Implications of a Dissolution of  
the Hollis Brookline Cooperative  
School District

January 2016  
Dr. Ken DeBenedictis  
Dr. John Moody

INTRODUCTION

The purpose of this study is to provide the Hollis Brookline Cooperative School District with data that will need to be considered if, and when, dissolution of the Cooperative were to become a reality. Dr. Kenneth DeBenedictis, and Dr. John Moody were commissioned by the HBCSB to conduct a study which includes those factors that may have significant impact on both the Hollis and Brookline School districts if the Cooperative were to dissolve.

As a starting point for the study, the following items were reviewed:

- Review of current and Projected Enrollments for the Cooperative as well as those of the Hollis and Brookline Elementary schools.
- Review of the current and projected Program of Studies for both the Hollis Brookline High School and Hollis Brookline Middle School both with and without Brookline Students.
- Review of current negotiated Agreements for all districts and the potential impact dissolution may have on the Cooperative, Hollis, and Brookline school districts.
- Review of current floor plans, and use for each building - Cooperative, Hollis and Brookline to determine the impact on instructional programs in each facility in the Cooperative as well as Hollis School and Brookline School Districts.
- Review current staffing levels for each building, including support staff (administrative, secretarial, custodial, food service, etc.) to determine impacts of dissolution on each district.
- Review of the 2008 Facilities Study Committee, including the recommendations of that committee.



- Review of current athletic teams at HBHS and HBMS with and without Brookline students and the potential impact on current and future athletic programs at both Hollis and Brookline.
- Status of HBHS as it relates to NEASC as well as copies of most recent NEASC reports as well as the implications for HBHS if dissolution becomes a reality.
- Review of the current Strategic Plan
- Review of various building options in the Cooperative, Hollis, and Brookline School Districts under a dissolution scenario.

There is a clearly defined process when considering dissolving an existing Cooperative School District, much of which is specifically determined by NH RSA 195:25 through 195:31 *Withdrawal from Cooperative School District*. The requirements for withdrawal will be further elaborated upon later in this report. In addition, it would be instructive for any study of withdrawal to consider the process used to create a Cooperative School District (NH RSA 195:18) in the first place in order to gain perspective about the procedures involved in creating the Hollis Brookline Cooperative School District in the first place.

RSA 194-C: 2 outlines the process for addressing the issue of continuation of an existing SAU should either or both of the member districts vote to withdraw. The regulation is specific and should be considered very carefully as the potential warrant article on withdrawal becomes a reality. Essentially, if one district votes to withdraw from the Cooperative and the other district does not; the withdrawing district must follow the tenets of the regulations. Should both districts choose to withdraw, the process is somewhat more detailed.

Enrollment Projections for all three districts were made available for review, and for purposes of this report, the five-year projections were used to assess the impact of dissolution, with specific emphasis on educational programs and services, building use, and staffing requirements in all facilities. Withdrawal of Brookline students from the Cooperative will have dramatic impact on the programs and services currently offered at Hollis Brookline High School and Hollis Brookline Middle School. Using an 50-50 ratio of Hollis – Brookline students in both the high school and middle school was used inasmuch as the five-year projections vary only slightly during that time; fluctuations of 1-2% in either district makes only a minor difference in course offerings, facility use, and athletic

Regardless of any effort to dissolve or continue the Hollis Brookline School District, it will be necessary for both districts to consider the potential pros and cons of such a dramatic departure from the current arrangement. This report will articulate those factors that will need to be considered as the dissolution issue continues to be debated.

We would like to thank the staff of the SAU, administrators and staff at all three district schools for their Cooperative in providing information for use in construction this report and it is our

hope that the information provided to the Cooperative Board will enable them to have a healthy debate about the merits of continuing or dissolving the current relationship.

Dr. Ken DeBenedictis

Dr. John Moody

**NH RSA Title XV, Chapter 195**  
**Withdrawal Petition Warrant Article**

Should either Hollis or Brookline prepare a warrant article for withdrawal from the Cooperative School District, that warrant article must be first approved by the pre-existing school district by a majority vote on an article at a regular or special town meeting, directing the school board to conduct such a study. The procedure for withdrawal is specifically identified in New Hampshire Revised Statutes Annotated, Title XV, Chapter 195, Cooperative School Districts, and Withdrawal from Cooperative School District. There are many steps involved in the process and we are happy to review them in this report. Our recommendation, however, would be that if an article is passed, contact with the school district attorney would provide the best guidance relative to the legal and procedural steps to follow.

Very briefly, however, Chapter 195 requires the creation of a committee to conduct the withdrawal study. The committee shall be comprised of one member of the school board from each pre existing district, one member from the board of selectmen from each town and such other members as may be appointed by the committee. Within 180 days after the date of formation, the committee shall report its findings to the state board of education. The committee shall report that either the plan is not feasible or submit a plan that follows the requirements of Chapter 196:26. If the state board approves the withdrawal plan, the plan shall be submitted to the voters of the Cooperative school district in accordance with Chapter 195:29.

As explained, the withdrawal plan must follow the provisions of Chapter 195:26. Those requirements are outlined in items 1 through V11 in the chapter. Items V and V1 involve considerable study and investigation: the liability of the withdrawing district for its share of any outstanding indebtedness as detailed in Chapter 195:27 and the plan for the education of all students in the withdrawing district and the continuation of the school system in the Cooperative district. Chapter 195:27 addresses the liability of the withdrawing district....."Each withdrawing district shall remain liable for its share of the indebtedness of the capital costs of the Cooperative district which is outstanding when the withdrawal vote takes effect, and the withdrawing district shall pay to the Cooperative school district annually (a) that percentage of the payments of principal and interest of such debt thereafter due.....and (b) all amounts of state aid for the purchase or construction of school buildings....." The chapter continues: "Payments in discharge of liability shall be made in accordance with a schedule agreed upon by the board of the Cooperative school district and the withdrawing school district or in the event that they fail to agree, as fixed by the state board of education."

A significant challenge in the withdrawal process, beyond the ones addressing the development of educational plans for the withdrawing district and the Cooperative district and the issues of financial liability, is the question of disposition of property. Chapter 195:28 addresses this matter. "If a pre-existing school district withdraws from the Cooperative school district, the

Cooperative school district shall transfer and convey title to any school building and land located in the withdrawing district to the withdrawing district upon payment by the withdrawing district of the costs of capital improvements and additions to said buildings incurred by the Cooperative school district, less the share which the withdrawing school district has already paid toward such costs and the share which the withdrawing district is required to pay under the provisions of Chapter 195:27.” The Chapter further explains that ....”The amount of said capital improvements and additions and the time of transfer shall be determined by agreement for withdrawal between the Cooperative school district and the withdrawing district.” Our recommendation is that an outside, independent, assessor, agreed to by both districts, will be required at this juncture. There is so much involved here, that an outside source, working in conjunction with an attorney, might be the most helpful in resolving questions about investments, costs, payments, value and other concerns about disposition.

Assuming that all previously identified requirements and steps have been successfully completed, the districts are in agreement on the presented issues and that the state board has approved the detailed withdrawal plan as it applies to each of the pre-existing districts, what are the next step requirements in the process? Chapter 195:29 clearly detail all that is required. There are publication and posting requirements and the preparation of a warrant article for the next annual or special Cooperative district meeting. If a majority of the voters present vote in the affirmative, the district clerk shall send to the state board all required documents. If the board finds that a majority of the voters have voted in the affirmative, it shall issue a certificate to that effect and that: ...”such certificate shall be conclusive evidence....of the dissolution of the two district Cooperative if the Cooperative was formed by two pre-existing districts, provided however, that a withdrawal plan shall be prepared..... and it shall provide for the disposition of property held in the Cooperative and a statement of assumption of liabilities.” If a majority of voters present reject the plan, the withdrawing district has the right to appeal to the state board. The board will investigate and based on its findings and recommendations: ...” may require that there will be another special meeting for a vote of reconsideration.”

Chapter 195:30 explains the time for withdrawal. Withdrawal will take effect on July 1 of the calendar year one year subsequent to the date the withdrawal vote is passed. A pre-existing school district shall remain a part of the school administrative unit unless it complies with the school administrative withdrawal process as set forth in RSA 194-C:2. After passage of the withdrawal vote and issuance by the state board of its certificate of withdrawal, a special meeting will be scheduled, with a warrant approved by the state board and signed by the commissioner, to provide for the election of

Consider for a moment that the pre-existing school district chooses not only to withdraw from the Cooperative district, but also to withdraw from the school administrative unit. Chapter 194-C:4 identifies and specifies those superintendent of schools services requirements that must be provided by a single school district. There is an extensive listing of those requirements as they relate to governance, finances, payroll, curriculum, instruction ( including special education), assessment, transportation, etc. It will be incumbent upon the withdrawing district to consider, plan and fund this requirement.

There are other alternatives for the single district to provide educational support in terms of superintendent services outside of the requirements of Chapter 194-C:4. Tuitioning all students or a portion of them (middle and/ or high school students, for example) to another school district might be a possibility. The pre-existing school district will need to carefully examine the terms of any potential agreement, the costs including transportation and the larger question of governance. By tuitioning students to another district, does the district lose governance oversight in goals and direction, program opportunities, including provisioning for the needs of all students, activities, and community engagement? Just how much involvement in the new arrangement will the district enjoy? There are other New Hampshire districts that have pursued these questions and possibilities. If this were a direction that the pre-existing district chooses to investigate, it would be important to examine their histories of successes, difficulties, corrections, etc.

Since there are many required actions and decisions involved in the withdrawal process, the following steps should help to identify those that are necessary:

- A pre-existing school district approves a warrant article for withdrawal or a majority of the voters in the Cooperative School District approves a warrant article for withdrawal.
- A study committee is established (each district: one selectman, one school board member, others).
- Establish a withdrawal plan per RSA 195:26 (180 days to complete).
- It is recommended that during that 180 day time frame, the liability of the withdrawing district to the Cooperative is determined (RSA 195:27), there is agreement on the disposition of property in the withdrawing district in accordance with RSA 195:28 and the educational plan for both pre-existing districts is organized and prepared. It is recommended that an outside, independent, assessor and an attorney might be necessary to assist the committee studying the liability/ disposition issues.
- At the conclusion of the 180 days, the proposed plan is submitted to the State Board of Education and the plan is approved or rejected.
- If the plan is approved by the State Board, a warrant article for withdrawal shall be submitted to the voters of the Cooperative District at the annual or special district meeting called for that purpose.
- If a majority of the voters vote in favor of the withdrawal plan, including provisions for the disposition of property and a statement about the assumption of liabilities, the State Board will issue a certificate of approval.
- Withdrawal occurs on July 1 of the calendar year one year subsequent to the date withdrawal is passed.

- With withdrawal, there are several options available for the single district. Some of these include: operate as a single district by following the superintendent service guidelines of RSA 194-C4, consider paying tuition to another school district or seeking Cooperative School or Regional School District arrangements with other districts.

### **Examination of Central Office Administrative Personnel of a Cooperative School District: Before and After Withdrawal**

#### **Pelham Windham Schools as a Cooperative School District**

Central Office Administrators:

Superintendent of Schools

(1) Assistant Superintendent serving both districts

(1) Business Administrator

(1.3) Special Education Administrators

(1) Technology Coordinator

(1) Building and Grounds Coordinator

#### **Pelham as a Single School District**

Superintendent of Schools

Director of Curriculum and Instruction

Business Administrator

Director of Special Education

Technology Coordinator

Building and Grounds Coordinator

Human Resources Coordinator

#### **Windham as a Single School District**

Superintendent of Schools

Director of Curriculum and Instruction

Business Administrator

Director of Special Education

Technology Coordinator

Building and Grounds Coordinator

Human Resources Coordinator

### **Current Cost Per Pupil of Area and/ or Similarly Sized School Districts: Some Examples of Potential Tuition Costs (NH DOE, 1024-15)**

SAU #	District	MS Enrollment	MS CPP	HS Enrollment	HS CPP
17	Sanborn Regional	378	14928.89	685	15041.45
18	Franklin	354	11170.02	392	12099.90
27	Litchfield	453	12261.30	493	13558.15
28	Pelham	NA	0.00	664	12056.82
33	Raymond	417	14624.25	448	14497.94
34	Hillsboro-Deering	282	15522.41	411	16336.64
39	Amherst (Souhegan Cooperative)	640	17484.94	842	18085.89
41	Hollis Brookline Cooperative	404	14576.00	830	13205.45
47	Jaffrey Rindge	301	16264.43	428	14818.04
59	Winnisquam Regional	351	13811.46	461	14613.38
62	Mascoma Valley Regional	NA	0.00	361	17656.71
65	Kearsarge Regional	435	18816.35	567	17911.25
67	Bow	515	14288.80	516	17571.33
73	Gilford	321	18291.28	532	17757.89
80	Shaker Regional	369	14619.60	415	14372.98
87	Mascenic Regional	353	11264.35	328	15463.05
<a href="http://www.education.nh.gov/data/attendance.htm#school">http://www.education.nh.gov/data/attendance.htm#school</a>					
Cost per Pupil by District, 2014-2015					
School Administrative Unit Enrollments As of October 1, 2014					

### **Intangible Benefits of Cooperative District Participation**

There are many reasons why students and residents benefit from participation in the Hollis Brookline Cooperative District. The following is a partial listing:

- Students become involved with more students than with one single community.
- There are opportunities for expanded learning through a variety of program offerings.
- Advanced Placement courses are available.
- Technology connections are more efficiently organized, managed and funded.

- There are purchasing power opportunities that reduce overall costs for fuel, materials, supplies, etc. There is an economy of scale.
- Facilities costs can be more efficiently managed.
- The SAU costs are shared between the communities
- There are more opportunities for student leadership through activities, clubs, athletics, etc.
- The size of the schools promotes participation at more competitive NHIAA athletic levels.
- There are many opportunities for expanded enrichment in art, music, and theatre.
- Cap stone courses are provided. How can a small, single district support and sustain upper level courses enrolling small numbers?
- Community outreach and involvement provides opportunities in both towns.
- Special education costs are better managed in a two town Cooperative. Would out of district costs increase in a single district with fewer children and limited spaces and staff?
- The Cooperative middle school and high schools provide comprehensive learning with costs shared by the two towns. Single districts would need to duplicate the staffing with all costs absorbed by the town.
- The current athletic program would be dismantled. The sizes of the high schools might not generate interest and participation in current programs. The JV program might disappear.
- Transportation costs could become very costly, particularly if the decision by a district is to tuition students to another district.
- Governance of the Cooperative is now shared between the two towns. Tuitioning student would eliminate that oversight and control.
- With two separate high schools NEASC demands would need to be met as would State requirements for minimal standards.
- The Cooperative district has worked hard to receive commendations from NEASC. What would happen with withdrawal?
- •The Cooperative schools attract residents and the towns grow and develop as a result. Will that interest be impacted by withdrawal?



### **Dissolution of the Hollis Brookline Cooperative School District**

The Withdrawal Process from an existing Cooperative School District is discussed in the first section of this report and should be read carefully by the Cooperative School Board and the two member districts (Hollis School District and Brookline School District) inasmuch as both districts will be considerably impacted by dissolution of the Cooperative School District.

### **Implications of Withdrawal – The Cooperative School District**

There are many complex issues that result from dissolution of a Cooperative District, some of which are covered by statute, the Public Employees Labor Relations Board (PELRB), existing Collective Bargaining Agreements, and agreements between districts on how current employees are to be treated. Because these issues are not always clearly defined in either law or practice, it is likely that the following may occur following dissolution of the Cooperative.

- All current employees in the Cooperative are effectively terminated if/when the dissolution process has been concluded.
- All current Collective Bargaining Agreements with the Cooperative School District employees become null and void at the end of the current CBA.
  - Grades 7-12 employees wishing to become necessitate the Hollis School Board to renegotiate Association) the existing collective bargaining employed by the Hollis School District will (with the consent of the Hollis Education agreement to encompass grades 7-12.
  - Grades 7-12 employees wishing to become necessitate the Brookline School Board to renegotiate (with the consent of the Brookline Education Association) the existing collective bargaining agreement to encompass grades 7-12.
  - Employees not covered by existing collective bargaining units would have to work with the employed by the Brookline School District will Hollis and/or Brookline School Districts in securing employment in either district.

In any of the above instances, employees of the Cooperative effectively become “Free Agents” and are thus able to seek employment in other school districts. Historically, dissolution, or downsizing of schools or school districts, results in the most talented employees seeking employment outside of their current district. This is especially true when the “threat” of either scenario is widely publicized. As a consequence, many districts lose some of their veteran staff (including administrators and support staff) simply because of the possibility of dissolution or downsizing even if the proposed action does not materialize.

Under dissolution, both the Hollis and Brookline School Districts remain intact, while the Cooperative no longer exists.

In the case of Hollis, existing facilities are sufficient to accommodate the current and projected student populations. Depending on the actual grade configurations determined to house students Hollis may very well be required to address how current facilities will be used. For Example:

- Hollis Brookline High School will lose approximately 50% of their current student population; as a result the high school can be reconfigured to accommodate grades 7-12 with relative ease. A grade 7-12 structure will very likely require significant diversion from the current 7-8 instructional programs from the “middle school teaming model” to a more junior high school model. Such a dramatic change will require thoughtful analysis of the Mission of the Hollis School District including the adoption of the middle school model.
- Moving students out of the Cooperative Middle School would provide space and opportunity for the Hollis School District to reconfigure the current elementary school models. For example: The Hollis Elementary School and the Hollis Upper Elementary School grade structures may be modified in a way that would result in either one or two schools to be repurposed. The district will need to give careful consideration to the impact of any reconfiguration of current school/grade assignment.
- In any case, at least one of the two elementary schools would be available for other purposes, given that the middle school is sufficiently large enough to accommodate both of the two elementary school populations in that building.
- The Hollis School Board would be in a position to negotiate with the SAU41 Board to relocate the current SAU Office to either of the two elementary schools. Depending of the results of a withdrawal vote by both districts either or both districts would be guided by RSA 194-C 2 which governs the distribution of SAU resources, staff, etc.

As is the case with any such major change, a long-range view is advised in an effort to ensure that the best possible result can be

In the event of a positive withdrawal vote by both the Hollis and Brookline School Districts the State Board of Education would require a detailed plan for distributions of SAU assets. These services are articulated earlier in report. In any instance, both districts will be required to provide those Central Office services as defined previously in this report.

### **Impact of Withdrawal by District**

**Brookline School District Projected Enrollments 2015-16 through 2025-26 (NESDEC\*)**

YEAR	PK-6	DIFF.	%			

2015-16	532	0	0			
2016-17	497	-35	-6.6			
2017- 18	477	-20	-4			
2018-19	476	-1	-0.2			
2019-20	476	0	0			
2020-21	479	3	0.6			
2021-22	472	-7	-1.5			
2022-23	460	-12	-2.5			
2023-24	465	5	1.1			
2024-25	460	-5	-1.1			
2025-26	469	9	2			

**\*NESDEC Enrollment Projection Methodology**

Enrollment projections are driven by many factors. However the most powerful are: a. the progression of groups of students through the district (I.e. the progression of each class from K to Gr. 1 to Gr. 2 to... etc. through graduation); and b. the number of births per town, combined with the ratio of birth-to-Kindergarten entry. Both of these factors are, in turn, affected by families moving into/out of the district (or, in some towns, remaining in the community but choosing to send their children elsewhere to school). Building permits, although important, have a much longer term and more subtle effect.

**Brookline Pre-K through Grade 6 Projections**

Enrollment projections Pre-K through Grade 6 in the Brookline School District indicate a moderate decline in total enrollment during the period 2020-21 and a smaller rate of decline from 2012-2022. Overall, without any major change in the current population it is likely that the existing facilities will be sufficient to accommodate the predicted number of students for the near future.

**Future population projections for Brookline**

Generally speaking, five-year projections are more reliable than ten-year projections because of unanticipated factors such as a significant increase in building permits, zoning changes, modifications to existing commercial or industrial projects, etc. Such changes usually require

several years from concept, approval, and final completion and have limited in school enrollment in the short term.

Should the Cooperative dissolve, the impact on Brookline elementary, middle and high students is significant. RMMS and CSDA would need to accommodate grades Pre-K through grades 7 and 8. While this configuration is doable, it comes with some adjustments in current room usage as well as programmatic adjustments as articulated by the principals of both schools.

Accommodations for housing grades 9-12 students will require discussion of several options, which will be discussed further in this section.

**Proposed Room usage for CSDA with a grades 5-8 population:**

*Computer classes will occur in classrooms (headed that way anyway), and other Specials would not be impacted.*

*OT would need to come back in from the modular, but the program has shared space in the past. Speech would also have to share space, as in the past.*

*Our cafeteria could accommodate this, we would just need to add two lunch blocks - one early and one late.*

*This move is definitely within our school facility capability, but would have adverse effects on the quality of our program. We would do all that we could to assure optimal learning and living conditions at CSDA with this new model, for certain, but there would be negative effects (as you would anticipate) -- crowding, hustle and bustle, student anxiety and accountability, we would need to extend kitchen hours and Specialist hours, more strain on core staffing (admin, nurse, counseling, etc.).*

Clearly, adjustments in scheduling, staffing assignments, room usage, and anticipation of impact on students will require extensive discussion. However, should the Cooperative dissolve, without any expansion of existing facilities, Brookline will need to consider the potential impact on school programming, staffing, etc. The anticipated stabilization and projected downward adjustment in the projected number of students over the next 5-year period would mitigate any immediate negative impact of housing grades 6-8 at CSDA.

The community will need to give careful consideration regarding the new proposed configurations, as well as the potential future impact on Brookline schools should any major housing projects that may result in additional students after the 5-year period discussed as part of this report. A report by the NH Housing and Finance Authority (2012) indicates that the number of students per NH household is closer to 0.64 (and students per home and 0.17 students in multifamily units. (As opposed to the traditional 2.0 per household most commonly used to

project student enrollments). \* These finding should be carefully considered when predicting student enrollments.

*Between 2000 and 2010 enrollment in New Hampshire's schools declined by 21,600 despite the growth of 44,300 occupied housing units.*

*Demographic forces are a more powerful determinant of school enrollment than housing construction;*

*All but 31 of the state's 161 school districts experienced declining enrollment from 2001 to 2010. Of those districts experiencing enrollment growth, only 8 districts added 100 or more students;*

*Fewer than one third of New Hampshire's housing units have someone under age 18 living in them;*

*Family households are on the decline in New Hampshire while a growing number of housing units are occupied by only one person, or several unrelated people living together;*

*Based on a case study analysis of new housing in four New Hampshire communities, the typical new single family home generates 0.64 public school students and new multifamily units generate 0.17 public school students per unit.*

\*Source: Housing and School Enrollment in New Hampshire: A Decade of Dramatic Change June 2012. Prepared For: New Hampshire Housing Finance Authority. Prepared by: Applies Economic Research Laconia, New

CSDA is able to accommodate its current population, however, the addition of students in grades 7 and 8, will require significant modifications related to for scheduling, room use, student interaction, teacher assignments will need serious adjustments; given the change from a primarily elementary school environment to a more junior high/middle school curriculum. Teacher assignment and reassignment within schools may very well be required in order to provide students with appropriately credentialed teachers. Regardless of the anticipated ability to handle the predicted number of students in grades 6-8, there is concern that practically every space will need to be utilized and any variation in enrollments may result in overcrowding. Additionally, costs associated with hiring new teachers for grades 7&8 will need to be planned determined.

### **Brookline Grades 9-12**

In the event of dissolution of the Cooperative, Brookline will need to give thoughtful consideration to be what can be done with its grades 9-12 students. Given that there is currently

no existing space that could accommodate these students in Brookline, alternative actions at least in the short term will need to be considered. Some of the options may include:

- Build a stand alone high school on property already owned by Brookline
  - Consider construction of a “technology-rich” high school that may prove to be attractive to other districts in an effort to tuition-in students from other districts to Brookline.
- Estimated cost, depends on size, and design but \$25-\$40M is a reasonable range to use in for initial planning purposes. Brookline will need to research options for construction of a high school and to arrive at a more accurate estimate in the event that they choose building their own high school as the best option.
  - Establish a Cooperative School District whereby Brookline maintains its current level of decision-making authority while engaging other districts in a Cooperative.
- Expand CSDA to accommodate grades 9-12 students.
- If land is available, expand RMMS to accommodate grades Pre-K through grade eight and converting CSDA to a high school, with appropriate modifications as necessary.
- Explore options for tuitioning to other districts in New Hampshire
- Explore option of inter-state agreements with other states (Ex. Hanover, NH-Dresden, Vt. District.)
- Explore options for long or short-term agreement with the Hollis School District to house Brookline 9-12 grade students until such time as Brookline has finalized plans for housing their high school students.

There are many complicated decisions with implementation of any of the above options. A significant capital outlay will be required for any form of construction either as a stand-alone facility, or adding to existing facilities. As noted in the table below, Brookline is unlikely to experience substantial population growth over the next 10 years; unless there is an unanticipated expansion of current housing units that would add to the projected school population. Consequently, careful consideration must be given to the size of any new construction and/or addition to existing facilities.

Dissolution of the Cooperative presents unique challenges to Brookline inasmuch as the current facilities will be maximized with the addition of grades 7 and 8; requiring both programmatic modifications, staff reassignments, and scheduling adjustments. While these challenges are very probable, they are not insurmountable in the short-term, but may present to be more difficult as Brookline makes decisions relative to the quality of instructional programs are added to the existing ones, stress on building use will increase accordingly.

### **Special Education Service Delivery Implications for Hollis and Brookline**

Special Education programs and services currently provided in the Cooperative will required Brookline to consider how to handle their legal responsibilities in providing appropriate services to identified students; including those in out-of-district programs, and in specialized programs at the Cooperative. Should the Cooperative dissolve, the current programs provide to support identified students will have to be maintained without interruption. It can be anticipated that an increase in transportation costs will result in Brookline, specifically the costs associated with special education programs currently offered at HBHS and HBMS.

Existing Cooperative busing contracts will need to be renegotiated by both Hollis and Brookline to determine how students will be transported with any new configuration of districts.

PROJECTED NEED COMPARISON FOR SPECIAL EDUCATION SERVICES HOLLIS AND BROOKLINE			
HIGH SCHOOL			
TITLE	COOP	HOLLIS	BROOKLINE
LEA	0.8	needed	needed
504 COORD	0.75	needed	needed
SLP	1	0.75	0.75
READING	1.0 plus contracted	0.75	0.75
PT	contracted	contracted	contracted
OT	0.25	contracted	contracted
BCBA	Contracted approx. .4	Contracted .1	Contracted .3
PSYCH	1	1	1
COUNSELING	0.5	contracted	contracted
EBD Program	2	2	2
LIFE Skills/Intellectual Disabilities	1	1	1
Life Skills/Vocational	1	1	1
Math Interventionist	0.5	0.25	0.25
youth Mentoring	contracted	contracted	contracted
Special Education Case Manager	5	3	3
Para Support	11	7	7
Secretarial Support	0.87	needed	needed
Middle School			
TITLE	COOP	HOLLIS	BROOKLINE
LEA	0.5	needed	needed
504 COORD	Through guidance	needed	needed
SLP/SLA	1.0 through contracted	0.5	0.5
READING	.4 through contract and 1.0 through general ed	1	1
PT	contracted	contracted	contracted
OT	0.25	contracted	contracted
BCBA	Contracted approx. .4	contracted	contracted
PSYCH	.5 (through guidance and contracted)	0.5	0.5
COUNSELING	guidance	contracted	contracted

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EBD Program	1	1	1
LIFE Skills/Intellectual Disabilities	1	1	1
Life Skills/Vocational	0	0	0
Math Interventionist	0.5	0.25	0.25
youth Mentoring	contracted	contracted	contracted



### **Brookline and Hollis Population Projections**

The New Hampshire Office of Safety and Planning provides the latest population projections for the Towns of Brookline and Hollis:

Brookline	2010	2015	2020	2025	2030	2035	2040
	4991	5348	5773	5895	5988	6036	6038
		+1047	+357	+425	+122	+93	+48
							+2

Hollis	2010	2015	2020	2025	2030	2035	2040
	7684	7927	8259	8433	8566	8635	8638
		+204	+332	+174	+133	+69	+3
							+731

*New Hampshire Office of Energy and Planning (2013 population projections.)*

As can be seen in the above table, the projected population for Brookline is predicted to be +425 over the current estimated population of 5348 over the next five-year period. Future projections indicate a gradual leveling off of the increase over the next 25 years. Naturally, unforeseeable factors will impact these projections. However, given the 2013 projections, it is unlikely that the number of students eligible for school enrollment will increase to the extent that major adjustments in school configurations will be required.

Careful monitoring of increases in population, housing permits, and other community projects that may lead to an increase in school enrollments will be necessary in order to keep pace with any changes that may occur both in the short and long term. Historically, the number of students enrolled in schools has been 2 per household for traditional homes, however current data suggests that that number is much lower (as low as .58 per household and lower for condominiums).

Brookline will need to give serious thought to a plan that anticipates the impact of dissolution of the Hollis Brookline Cooperative School District. Timing will be critical in the planning process going forward. The most important consideration in the dissolution process will be how Brookline accommodates its grades 9-12 students; inasmuch as the current facilities can house grades Pre-K through grade 8. While the current Brookline schools (RMMS and CSDA) can be adapted to house these grades, those adaptations may result in changes that may cause some difficult adjustments in programming and staff.

### **Hollis School District**

Population projections for Hollis indicate an increase from 7,684 to 8,638 (+731 over the period 2010-2040). After 2020 there is a leveling off of population growth. As with any population

projections, caution must be exercised in using such statistics as an absolute indicator of population growth because many factors will more than likely alter the projections over time due to unforeseen community zoning, housing permits, commercial/industrial growth etc. which are certain to impact community growth over time. Careful monitoring of in/out migration will provide indicators of growth over time.

The consequences of dissolution of the Hollis Brookline Cooperative School District will have major implications for Hollis Brookline High School. Much data has been reviewed and will be attached to this report for use by the Cooperative School Board as it continues discussion of the withdrawal process. The following is a summary of major implications at HBHS without Brookline students.

### **HBHS and HBMS Student Population Distribution Under Dissolution**

With dissolution of the existing Hollis Brookline Cooperative School District both Hollis and Brookline are likely to experience some of the following changes:

Overall, the student population of HBHS and HBMS will diminish by approximately 600 students, while Brookline will increase their current district population by approximately 600 students in grades 7-12.

### **Projected Ten-Year Cooperative Enrollments 2015-15 through 2026-26 (NESDEC)**

Year	7-8	9-12	Total 7-12	50 % Hollis HBHS 50% Brookline HBMS	*HBHS w/o Brookline	*HBMS w/o Brookline
2015-16	405	812	1217	608	406	203
2016-17	414	817	1231	616	409	207
2017-18	417	781	1198	599	391	209
2018-19	387	814	1201	601	407	194
2019-20	373	813	1186	593	407	187
2020-21	386	793	1179	590	397	193
2021-22	383	782	1165	583	391	192
2022-23	375	767	1142	571	384	188
2023-24	342	749	1091	546	375	171
2024-25	333	754	1087	544	377	167
2025-26	335	718	1053	527	359	168

\*For purposes of this report the historical split of Hollis-to-Brookline students enrolled in HBHS and HBMS is approximately 50% for each. This split varies year-to-year with either district gaining or losing students. On the whole, however, it is likely that, without some significant change in either community, these numbers are the most reliable to use for planning purposes at both the middle and high school if and when the Cooperative dissolves.

For both school districts these projections indicate a fairly stable student population in grades 7-12 over the next five-year period. Projected Percentage Changes (NESDEC) does not indicate any significant change in student population in either district that would dramatically impact programming. The projected grades 9-12 population for Brookline would be useful in planning any construction project.

### **Hollis Brookline High School Impact of Dissolution of the Cooperative:**

#### **Impact on Course Offerings and Curriculum**

The most immediate impact on HBHS under dissolution is an approximately 50% reduction of the student population. The administration and staff of HBHS were asked to calculate the impact of current policies regarding class size and provided the

*Using Cooperative School District Policy IIB, which dictates that most classes do not run with less than 15 students. Using that metric a factor of 15 was used to calculate the impact of a reduction of 50% of students. Exceptions were made for those courses that would likely run with 10 students such as AP courses and singleton courses whose elimination would result in the loss of a program. Individual sections were added together and then divided by a factor of 5, which equates to a 1.0 FTE (Full Time Equivalent) for a teacher. The total FTE was derived using this formula and then was subtracted from the current number of FTE's at HBHS.*

#### **Potential Staff Reductions HBHS if Cooperative Dissolves**

- *A reduction of teaching staff by 32.0 FTEs*
- *A reduction of Guidance staff by 2.75 FTEs*
- *A reduction of Nursing staff of 0.5 FTEs*
- *A reduction of a combined 1.0 therapist position from FIEMUS (A special education position) and the existing 0.5 therapist position that services IEPs and 504s.*

*A loss of the 27 programs listed includes a 40% reduction in AP programs.*

- *A reduction of Support Staff as follows:*
  - *7.0 Para Educator FTE's*
    - *Administrative Assistants*
    - *Combined 2.0 FTEs from the Guidance and Main Office*
- *A reduction of Administrative staff as follows*
  - *1.0 FTE Assistant Principal*
  - *1.0 FTE Assistant Athletic Director*

#### **Potential Course Losses HBHS**

- 3-D Design and Sculpture
- 
- AP US Government and Politics
- 
- College Composition (Writing- Running Start)
- 
- Dance, Movement & Music
- 
- Fashion & Retail Merchandising
- 
- General Algebra 2
- 
- General Science with Earth Science
- 
- Honors French IV
- 
- Intro to Modern Languages
- 
- Living By Chemist
- 
- Web Page Design

Should the Cooperative no longer exist, the newly created Hollis High School curriculum and staffing would become the responsibility of the Hollis School District. Consequently, many decisions will be required relative to how extensive a curriculum would be offered, how different student populations would be served, how the school would meet all Federal and State Special Education requirements, transportation contracts, collective bargaining agreements among others; some of which are addressed in more detail in this report.

### **NEASC Accreditation**

Hollis Brookline High School has received many accolades over the years for its outstanding student performance, including being one of the top performing high schools not only in New Hampshire but Nationally. The recently completed Visiting Committee Report of the New England Association of School and Colleges (March 2016) concludes that HBHS continues to be a positive place for learning for the students at HBHS. The administration of HBHS will respond to the Visiting Committee Report and will receive word of their accreditation status later this year. Given the contents of the report, which are available on the HBHS and SAU41 websites, there is little reason to believe that the school will not receive a 5-10 year accreditation. The positive atmosphere and performance of students at HBHS cannot be attributed to students from either community as outperforming the other. Evidence indicates students from both communities continue to perform at high levels at their high school and that their interaction in all levels of participation is both positive and productive.

If HBHS were to reduce its current student population by approximately 50%, it would need to reapply for NEASC accreditation. It is unlikely that accreditation would be awarded until such time a new Self-Study and Report of the Visiting Committee were completed; understandably, this process will likely take several years, or until such time as the Hollis School District has determined that such accreditation is going to

### **Impact on Athletic Programs**

The impact on high school athletic programs for an approximately 400-pupil high school would be dramatic. A school with a student population between 301 and 600 would be a Division III school. HBHS is currently a Division II school. There are currently 27 schools in Division III schools. These schools are allowed, on a need basis, to petition the NHIAA to allow 8th grade students to participate in the following high school sports only: Cross-Country, Golf, gymnastics, indoor Track, outdoor track, skiing and tennis.

At the current time, HBHS athletes participate in 29 Varsity Sports, 12 JV sports, and one Freshman-level sport for a total of 42 teams. Projections for the number of sports if HBHS were to become Hollis High School the projected number of sports that would be offered with only Hollis athletes would be 20 Varsity sports, 1 JV sport and no Freshman level sports.

Those sports that would be eliminated would be Football, Unified Soccer, Gymnastics, Ice Hockey, Softball, Boys and Girls Tennis and Unified Track. Wrestling and Girls Basketball would be questionable and the only sport that could support a JV team would be girls' volleyball.

The following chart illustrates the current participation in HBHS Athletics by Sport and Town and makes evident the impact of dissolution on athletic programs, under a reconfigured HBHS.

### **Distribution of Athletic Programs HBHS disaggregated by town**

	PARTICIPANTS		HOLLIS PROGRAMS			BROOKLINE PROGRAMS		
	HOLLIS	BROOKLINE	V	JV	FR	V	JV	FR
Boys Soccer	24	22	YES	NO	NO	YES	NO	NO
Girls Soccer	27	12	YES	???	NO	???	NO	NO
Football	15	24	NO	NO	NO	???	NO	NO
Field Hockey	21	26	YES	NO	NO	YES	???	NO
Cross Country	27	25	YES			YES		
Golf	10	1	YES			NO		
Unified Soccer	5	14	NO			YES		
Fall Spirit	5	9	YES			YES		
Girls Volleyball	16	21	YES	YES	NO	YES	YES	NO
Boys Basketball	12	16	YES	NO	NO	YES	???	NO
Girls Basketball	6	16	???	NO	NO	YES	???	NO
Unified Basketball	7	3	YES			NO		
Bowling	16	11	YES			YES		
Gymnastics	1	5	NO			YES		
Ice Hockey	6	2	NO			NO		
Skiing	24	2	YES			NO		
Winter Spirit	7	6	YES			YES		
Swim Team	18	11	YES			YES		
Indoor Track	24	16	YES			YES		
Wrestling	9	16	???			YES		
Baseball	16	11	YES	NO	NO	???	NO	NO
Boys Lacrosse	18	16	YES	NO	NO	YES	NO	NO
Girls Lacrosse	20	11	YES	NO	NO	???	NO	NO
Softball	6	14	NO	NO	NO	YES	NO	NO
Boys Tennis	4	4	NO			NO		
Girls Tennis	6	4	YES			NO		
Outdoor Track	18	20	YES			YES		
Unified Track	4	6	NO			NO		
Boys Volleyball	11	9	YES	NO		YES	NO	
<b>TOTAL</b>	<b>383</b>	<b>353</b>						

Shaded areas represent teams that will no longer be offered if the high school becomes a Division III school. (?) indicates teams that are still questionable with the move to Division III.

### **Hollis Brookline Middle School Impact of Dissolution of the Cooperative:**

Dissolution of the Cooperative will have some parallel impacts to those anticipated at Hollis Brookline High School. The administration of Hollis Brookline Middle School was asked to review the potential impact on staffing, program, and facilities under dissolution of the Cooperative. Based on that input, the following consequences to current programs, staffing, services, and facility use are likely to occur:

- An immediate reduction in the number of students from approximately 50%
- A reduction in the number of professional staff from 39.3 to 20
-

- A reduction in the number of support staff from 23 to 15
- Reduce number of teams per grade to one team per grade.
- Shared case manager and counselor by grades 7&8
- Elimination of one full-time guidance counselor in favor of a .5 counselor and .5 psychologist
- Elimination of Assistant Principal position
- Maintain full-time special education coordinator who would also manage PL504 plans
- Eliminate reading option
- Offer Spanish and French as “survey” courses
- Reduce case managers from 6 to 3
- Reduce office staff from 3-1
- Sports and club offering significantly impacted

It should be noted that, neither the HBHS nor HBMS assessment of the impact of dissolution, addresses the potential move of grades 7-8 to the HBHS facility. As a result, the anticipated reductions, staffing, and other issues will need to be addressed should the middle school move to the high school.

If grades 7-12 (Hollis only) were to be housed at the high school, there will need to be significant coordination between both schools as well as the Hollis School Board in determining how to assimilate middle school students as part of the high school. It can be reasonably anticipated that both the current implications identified by the high school and middle school staff may very well be impacted by incorporation of the middle school into the high school. Moving the middle school students to the high school may also negatively impact Hollis in any effort to “tuition-in” high school students from other districts, inasmuch as the building capacity for grades 7-12 will limit the space available for other possible uses of the building.

### **Hollis School District Possible Implications of Dissolution**

As is the case with Brookline, Hollis will incur major implications if the Cooperative dissolves. Some of those implications are as follows:

- Determine the configuration of the current HBHS and HBMS with 50% fewer students.
  - Curriculum
  - Staffing

- Use of facility
  - Grade configuration (9-12 vs. 7-12)
    - Move grades 7-8 to high school creating an opportunity to move all, or some, of the two elementary school grades into the middle school creating one or two vacant facilities
    - Potential of working with the SAU to move the current office to one of the two elementary schools
- Rent or lease one or two of the potentially vacant buildings to other parties. (HBMS, HUES, HPS)
- Renegotiate existing Collective Bargaining Agreements to incorporate former employees of the Cooperative (when the Cooperative dissolves current employees are effectively terminated).
    - Former employees can be incorporated into the existing HEA Collective Bargaining Agreements

### **Technology Considerations if the COOP Dissolves**

All locations are connected with 100MB fiber circuits forming a Wide Area Network (WAN) that is managed by Charter. Internet traffic exits through a high speed Internet fiber circuit located at HBHS. The current enterprise fiber circuit is \$1,800.00 per month and shared across all sites. Internet filtering and firewall expenses are also shared. This expense is about \$8,000.00 per year.

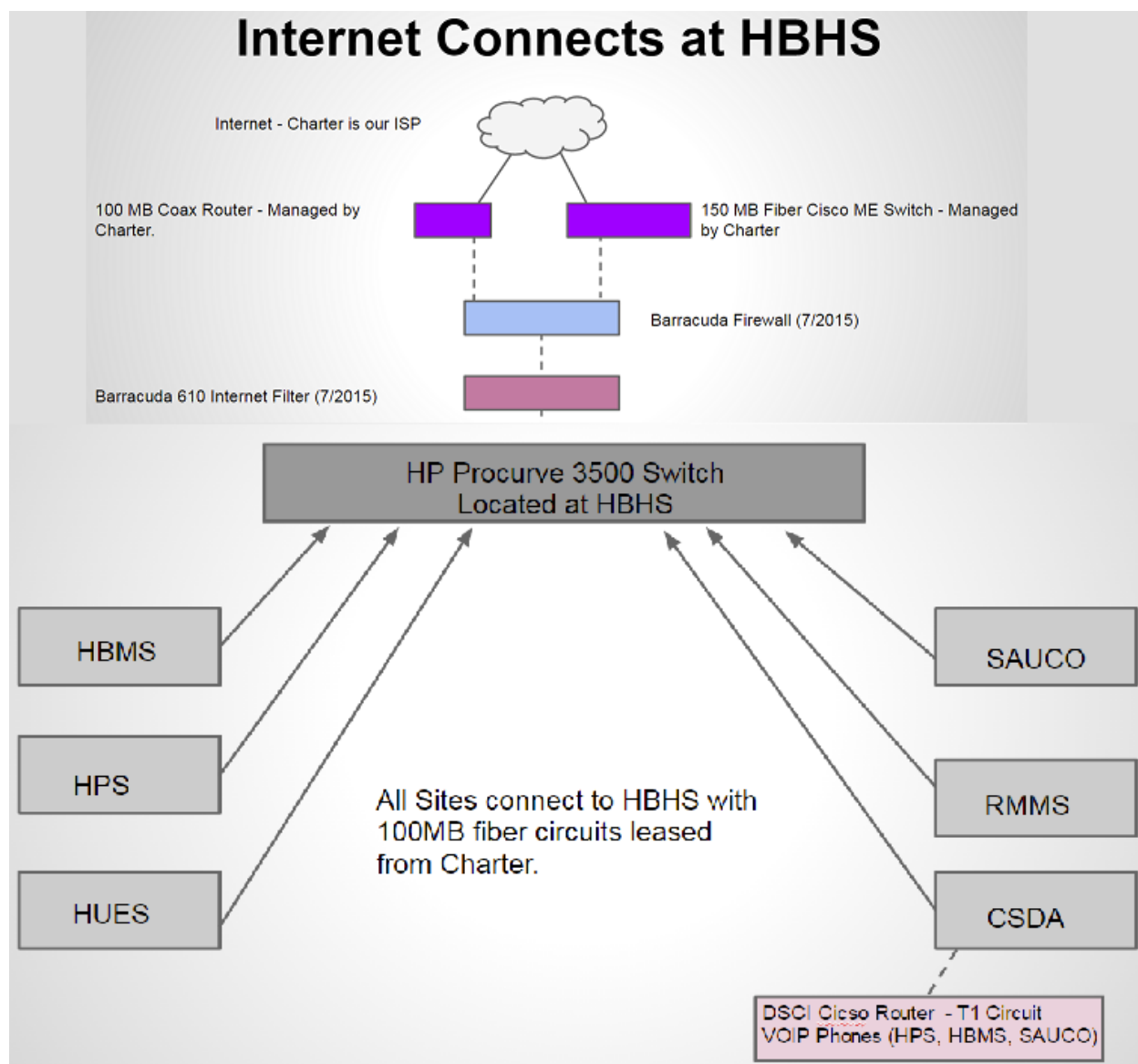
The wide area network (WAN) gives the buildings in Hollis the ability to take advantage of competitive phone rates for hosted voice over IP phone services contracted with DSCI. This is possible because HBHS, HPS, and the SAU Central Offices trunk their voice traffic to CSDA using the WAN thus avoiding higher T1 circuit costs from TDS in Hollis. HBHS and HUES can also take advantage of this option in the future as the current systems reach their end of life.

If the COOP were to dissolve the following issues are likely to occur, therefore both districts should be aware that adjustments in the current technology infrastructure should be considered.

- Brookline would need to design a network to consolidate Internet and wide area network services. This would include Internet/WAN circuits, Internet filtering, and firewall expenses.
- Hollis will have a higher monthly Internet cost for the current level of service.
- Hollis locations would not have as many competitive options for hosted voice over IP (VOIP) phone service.

Existing Technology Structure Hollis Brookline Cooperative and Hollis and Brookline School Districts.





### Conclusions:

Based on our preliminary review of the implications of dissolution of the Cooperative, it is clear that much additional work will need to be completed should a Withdrawal Article be forwarded to the Cooperative School District to dissolve the Hollis Brookline Cooperative School District. For both communities there are significant issues that need to be considered, both positive and negative, prior to approval of such a dramatic departure from what has been an apparent positive experience for the grades 7-12 students of Hollis and Brookline. The anecdotal and hard data on student success at HBHS and HBMS points to a longstanding and harmonious blending of students from both communities.

Both Hollis and Brookline will need to have an up-to-date analysis (financial as well as structural) for the purposes of assessing the ability of both school facilities to accommodate any modifications to existing facilities. For Hollis, this means determining how each of the four facilities that will remain in their community will be used:

- • Determine if the current high school facility will remain a 9-12 high school vs. grades 7-12 high/middle school
  - Requires relocating existing middle school to high school
- converting the existing middle school to an elementary school
- Determine value and use of potential of two vacant buildings (HUES/HPS)
- Possible use of one vacant building to house SAU 41 Offices
- Develop a strategy for alternative use of any vacant building
  - Rent/lease to other schools (Charter School)
  - Rent/Lease to business venture and other options
- Mothball one of two vacant parcels until a fully-developed plan can be determined
- Hollis will need to develop a plan to accommodate the anticipated reduction in school enrollments in the high and middle schools.
- Brookline will need to develop a plan to assimilate grades 7-8 in their current facilities as well as to develop a plan to provide education to their grades 9 - 12 students either in-district (high school construction) or out-of-district.
- Brookline will need to explore options for joining adjacent or nearby districts, establish their own Cooperative District or to develop a tuition agreement with another district.
- Both Hollis and Brookline will need to consider possible capital outlay under any scenario. For Brookline the most costly capital cost would be construction on a high school. Alterations or additions to either of the current Brookline Elementary schools will also require consideration of capital outlay.

This report does not address the financial issues associated with a withdrawal of either or both districts from the Cooperative. Attention to these details will need to be clearly articulated and researched if and when the withdrawal process moves forward. A thorough financial analysis of the value of existing facilities will be a very important task moving forward in an effort to provide accurate data relative to the potential distribution of assets should either or both parties withdraw from the Cooperative. An estimate of the cost of conducting an appraisal of Cooperative School District is in the range of \$100-\$200 per hours taking anywhere from 50-100 hours to complete. The establishment of a Withdrawal Committee as required defined **NH RSA Title XV, Chapter 195 Withdrawal Petition Warrant Article** delineates those aspects of distribution of assets that must be considered under withdrawal.

Regardless of the outcome of the withdrawal initiative, it is essential to have a discussion of the value of the Cooperative and what it brings to both communities. Such discussions bring focus to the, sometimes difficult, issues of governance, politics, policy, curriculum, staffing, instruction, financing etc. and provides opportunities for healthy dialogue within and outside of the Cooperative. In the final analysis, however, the primary focus of such discussion should be maintaining the high quality of education currently being provided to the grades 7-12 students of Hollis and Brookline wherever the ultimately attend

### **What Have We Learned As A Result of this Study?**

Dissolution of the Cooperative School District is a very complex, demanding and challenging undertaking. We began our study by agreeing that we would attempt to remain neutral in all that we did. Our focus was to discern the major components of the cooperative arrangement between Hollis and Brookline and avoid making judgments about possible next steps, if withdrawal by one of the districts became a possibility. It should be obvious that we have gathered a “mountain of data” that should prove to be useful as the possibility of dissolution is explored. In spite of our promise to each other to remain neutral, the nagging question that surfaces is “why?” Outside of providing an opportunity for a single district to “be in charge of its own destiny”, we have not uncovered any gains in costs, academic opportunity, athletic engagement, enrichment, community growth and enhancement or, most importantly, student development. We recognize that an initiative to withdraw is the responsibility of one or both of the pre-existing school districts, but in our humble opinion, it might not be the best of choices for all involved.