#### DISCLAIMER

Although I work half-time for the Department of Elementary and Secondary Education (DESE) all of the materials in this presentation are presented from the point of view of a Heath resident, not a DESE employee. Any mistakes in the data itself or the conclusions drawn from it, are mine.

I would appreciate any corrections if any of the data are found to be in error.

This PowerPoint was produced by the Heath Regionalization Study Team: Budge Litchfield, Bob Gruen, Barbara Rode, Ken Rocke, and Sarah Carleton (consultant).

Ken Rocke

Video of Presentation

# HEATH REGIONALIZATION STUDY TEAM

**Findings** 

### OUR QUESTION(S)

• Is it in the interests of Heath to regionalize with Hawlemont (K-6)?

or

• Is it better to remain a full K-12 member of Mohawk Trail?

### • REGIONALIZATION PROCESS

# THE PROCESS: IN ORDER FOR HEATH TO REGIONALIZE WITH HAWLEMONT

- Heath must partially (K-6) withdraw from the Mohawk Trail district
  - OPEB costs must be calculated and a payment plan created
  - The Mohawk Trail regional agreement must be changed
  - All Mohawk Trail towns must vote to approve the change in the regional agreement
- Heath must join the Hawlemont district
  - Charlemont, Hawley and Heath would all need to approve this at their respective town meetings
- The Commissioner of Education must approve the two revised regional school district agreements prior to town meeting votes

# IF HEATH DOES NOT REGIONALIZE WITH HAWLEMONT

- The tuition agreement between Mohawk Trail and Hawlemont expires June 30, 2022
- Heath will remain a full K-12 member of Mohawk Trail
- Heath elementary students will attend Mohawk Trail schools
  - Which school(s)? To be negotiated
- Heath elementary students will still be able to attend Hawlemont through School Choice if the Hawlemont School Committee votes to accept them
- Once students are accepted under School Choice, they are guaranteed enrollment in the future

# REVISIONS TO THE HAWLEMONT REGIONAL AGREEMENT

### OVERVIEW: THE PROPOSED HEATH-HAWLEMONT REGIONAL AGREEMENT

- The Heath Hawlemont Study Group has been working on revising the Hawlemont regional agreement to include Heath as the 3<sup>rd</sup> town
- Two governance issues have emerged and not been resolved
  - The method of passing the Heath-Hawlemont annual budget at town meetings
  - The method of approving any and all actions of the Heath-Hawlemont School Committee

### KEY ELEMENTS OF THE HEATH-HAWLEMONT REGIONAL AGREEMENT IN ITS CURRENT DRAFT

- Two school committee members are elected in each town.
- Each school committee member's vote is proportional to their town's relative population.
- Each town has veto power over the school budget in each year.
- Each town has veto power over any action of the school committee.

# REVIEW OF DRAFT HAWLEMONT-HEATH REGIONALIZATION AGREEMENT: FINDINGS

- The provision requiring approval of an annual budget by all three towns gives each town veto power over the annual budget.
- The provision requiring at least one school committee member from each town to vote yes to any given school committee action gives each town veto power over each school committee action.
- Both of these provisions are not in compliance with current state law and regulation, and would require special legislation to be passed.
- These two kinds of veto power might lead to situations detrimental to the fiscal and educational viability of Hawlemont.

# PROPOSED 3-TOWN REGIONAL SCHOOL DISTRICT: VOTING THRESHOLDS

Town	Population (from 2010 Census re: Wikipedia)	Percentage of District Population	Number of School Committee Members	Weighted Vote for Each Member						
Charlemont	1266	54.83%	2	27.41%					27.41%	
Hawley	337	14.60%	2	7.30%					7.30%	
Heath	706	30.58%	2	15.29%					15.29%	
totals	2,309	100.00%	6							
				all pos	ssible vote configura	tions				
	value	а	b	С	d	е	f	g	h	i
Charlemont 1	27.41%	27.41%	27.41%	27.41%	27.41%	27.41%	27.41%	27.41%	27.41%	27.41%
Charlemont 2	27.41%	27.41%	27.41%	27.41%	27.41%	27.41%		27.41%	27.41%	
Hawley 1	7.30%	7.30%	7.30%		7.30%	7.30%	7.30%		7.30%	7.30%
Hawley 2	7.30%	7.30%			7.30%		7.30%		7.30%	
Heath 1	15.29%	15.29%	15.29%	15.29%	15.29%	15.29%	15.29%	15.29%		15.29%
Heath 2	15.29%	15.29%	15.29%	15.29%			15.29%			15.29%
		100.00%	92.70%	85.40%	84.71%	77.41%	72.59%	70.12%	69.42%	65.29%
	value	i	k	I	m	n	0	р	q	r
Charlemont 1	0.00%	27.41%	27.41%	27.41%	27.41%	27.41%		27.41%	27.41%	
Charlemont 2	0.00%	27.41%			27.41%					
Hawley 1	0.00%	7.30%		7.30%		7.30%	7.30%		7.30%	7.30%
Hawley 2	0.00%			7.30%			7.30%		7.30%	
Heath 1	15.29%		15.29%	15.29%		15.29%	15.29%	15.29%		15.29%
Heath 2	15.29%		15.29%				15.29%			15.29%
		62.13%	57.99%	57.30%	54.83%	50.00%	45.17%	42.70%	42.01%	37.87%
	value	S	t	u	V	w	X	у	Z	aa
Charlemont 1	0.00%	27.41%			27.41%					
Charlemont 2	0.00%									
Hawley 1	0.00%	7.30%		7.30%		7.30%		7.30%	7.30%	
Hawley 2	0.00%			7.30%				7.30%		
Heath 1	15.29%		15.29%	15.29%		15.29%	15.29%			
Heath 2	15.29%		15.29%							
		34.71%	30.58%	29.88%	27.41%	22.59%	15.29%	14.60%	7.30%	0.00%

### BACKGROUND INFORMATION

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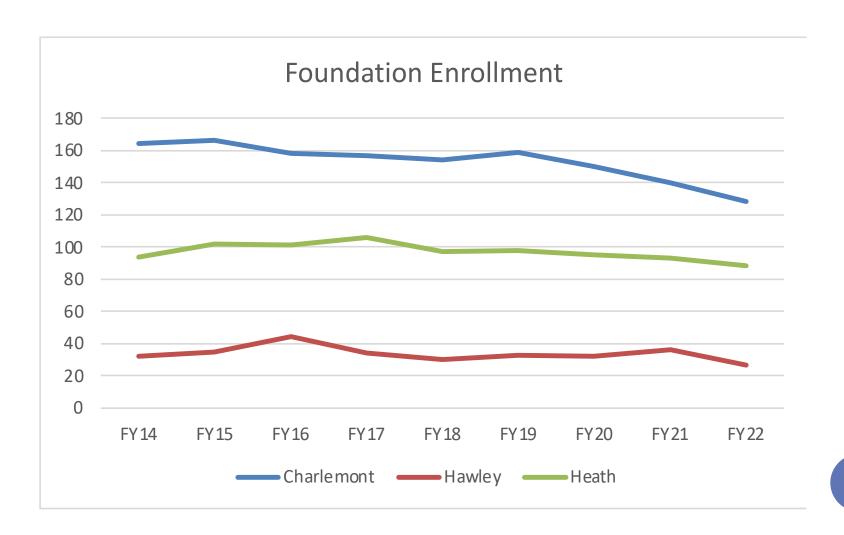
- Demographic trends (declining enrollment)
- Relative wealth of Mohawk Trail and Hawlemont towns
- Chapter 70 funding outlook
- Relative spending levels of Mohawk Trail and Hawlemont
- Fiscal impact of regionalization

### **DECLINING ENROLLMENT**

#### DEMOGRAPHIC FINDINGS

- Declining enrollment is a continuing problem for all of the towns and schools in the Mohawk Trail region.
- Declining enrollment affects both education and finances

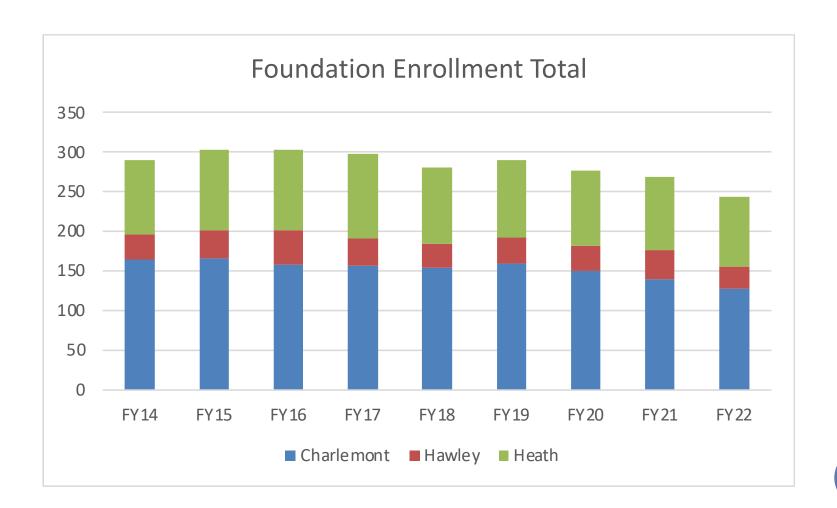
#### ENROLLMENT CONTINUES TO DECLINE



### ENROLLMENT CONTINUES TO DECLINE

	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21	FY22
Charlemont	164	166	158	157	154	159	150	140	128
Hawley	32	35	44	34	30	33	32	36	27
Heath	94	102	101	106	97	98	95	93	88

### ENROLLMENT CONTINUES TO DECLINE



# WHERE HEATH ELEMENTARY STUDENTS GO TO SCHOOL

#### 2021 Town Resident Students: Where They Enrolled

TOWN	REASON FOR ENROLLI	DISTRICT WHERE ENROLLED	PK	K	01	02	03	04	05	06	07	08	09	10	11	12	SP	Total
Heath	Resident/Member	Franklin County Regional Voc	atio	nal T	echr	nical							4		1	1		6
Heath	Resident/Member	Mohawk Trail	1		1	1	2	1	4	2	5	3	3	1	5	7		36
Heath	School Choice	Greenfield Commonwealth Vi	rtua	l Dis	trict						П					1		1
Heath	School Choice	Hatfield											1					1
Heath	School Choice	Rowe		1	3		3	4	1	2	П							14
Heath	Charter School	Four Rivers Charter Public (Di	stric	t)								1		1				2
Heath	Tuitioned - Agreemen	Conway						1			П							1
Heath	Tuitioned - Agreemen	Hawlemont	2	2	4	3	4	8	4	4								31
Heath Total			3	3	8	4	9	14	9	8	5	4	8	2	6	9		92

### HAWLEMONT ENROLLMENT BY TOWN

District	Town	2019	2020	2021	yearly average	% of total
Heath-	Charlemont	69	66	61	65	48%
Hawlemont 'member'	Hawley	16	17	10	14	10%
towns	Heath	31	32	31	31	23%
Choice st	tudents	35	28	16	26	19%
en	rollment totals	151	143	118	137	100%

# CHAPTER 70 DATA; COMPARATIVE WEALTH OF TOWNS

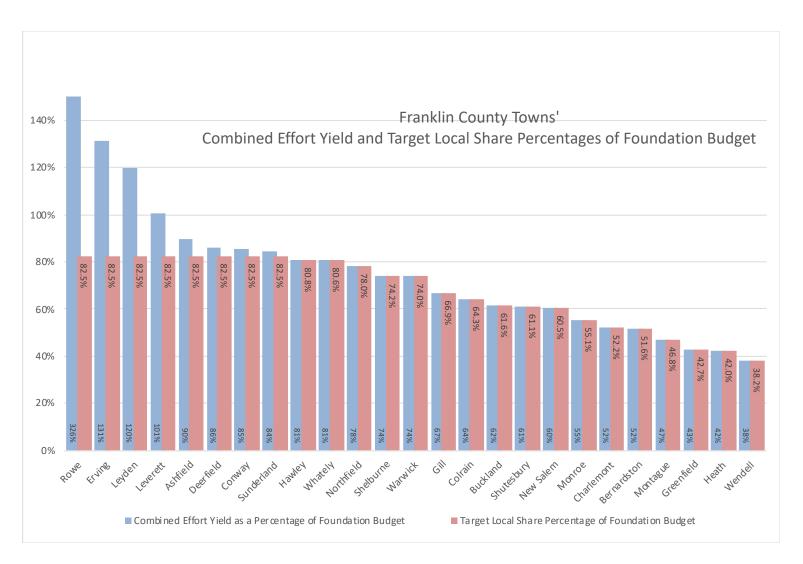
# TWO DESE INDICATORS OF RELATIVE WEALTH OF TOWNS

Combined Effort Yield (CEY) as a percentage of Foundation Budget

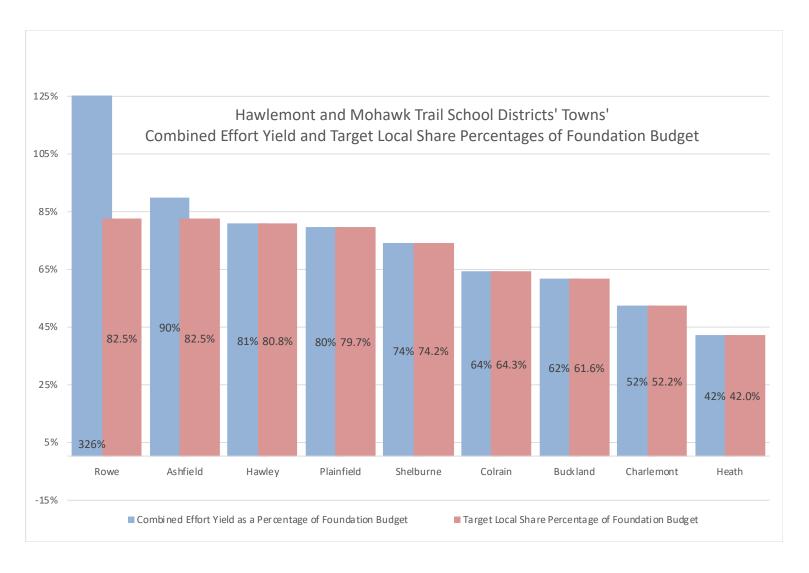
 A combination of a town's property wealth and income Target Local Share of Foundation Budget

Capped by law at 82.5% of Foundation Budget

## FY22 CEY AND TARGET LOCAL SHARE PERCENTAGES FOR FRANKLIN COUNTY TOWNS



# FY22 CEY AND TARGET LOCAL SHARE PERCENTAGES FOR MOHAWK TRAIL AND HAWLEMONT TOWNS



### THREE TOWN FISCAL COMPARISON

data				Town		
source	data year	Fiscal indicator	Charlemont	Hawley	Heath	Totals
DOR	2018	Population	1,245	336	702	2,283
DESE	2020	Resident pubic school students**	148	37	98	283
	2020/2018	Resident public school students as a percentage of total population	12%	11%	14%	12%
DOR	2017	Income per capita	21,360	19,063	13,830	
DOR	2020	Residential tax rate	19.51	16.22	22.25	
DOR	2020	Education spending as a percentage of town budget	49%	35%	37%	
DOR	2018/2020	Free cash and stabilization as a percentage of town budget	9%	45%	19%	
DESE	2020	Chapter 70 'Target Local Share' (percentage of Foundation Budget)	47%	65%	40%	

<sup>\*</sup> This data was taken from the District Town Data Tool on DESE's website: https://www.doe.mass.edu/research/radar/district-town-data.xlsx

<sup>\*\*</sup> Some variance between this data and Chapter 70 Foundation Enrollment is to be expected

### MOHAWK TRAIL AND HAWLEMONT: COMPARISON OF DISTRICT RESERVES

			Hawlemont		I	Mohawk Trail		
	Reserves	End of \	(ear (EOY) ba	lances	End of Year (EOY) balances			
		FY19	FY20	FY21	Mohawk Trail  End of Year (EOY) ba  FY19 FY20	FY21		
	Circuit-breaker reimbursement							
	Charter school reimbursement							
	School lunch							
	Athletics							
Revolving accounts	Tuitions - choice							
	Tuitions - other							
	Transportation reimbursement							
	Other local receipts							
	Private grants							
Excess & De	eficiency							
ESSER	ESSER							
Other reser	Other reserves							
	totals							

### TWO DISTRICT FISCAL COMPARISON

data source	datavoor	Indicator	District				
data source	data year	Indicator	Hawlemont	Mohawk Trail			
		Enrollment					
		PPX					
		Combined reserves (revolving, E&D)					
		Reserves as a percentage of budget					
		School choice \$\$ net balance					

#### WHAT THE DATA IS TELLING US:

- By this measure of relative wealth, Charlemont and Heath are the least wealthy Mohawk Trail / Hawlemont towns
- Ashfield, Hawley, Plainfield and Shelburne have somewhat similar levels of relative wealth

# CHAPTER 70 DATA: COMPARATIVE REVENUES OF SCHOOL DISTRICTS

#### ACTUAL NET SCHOOL SPENDING

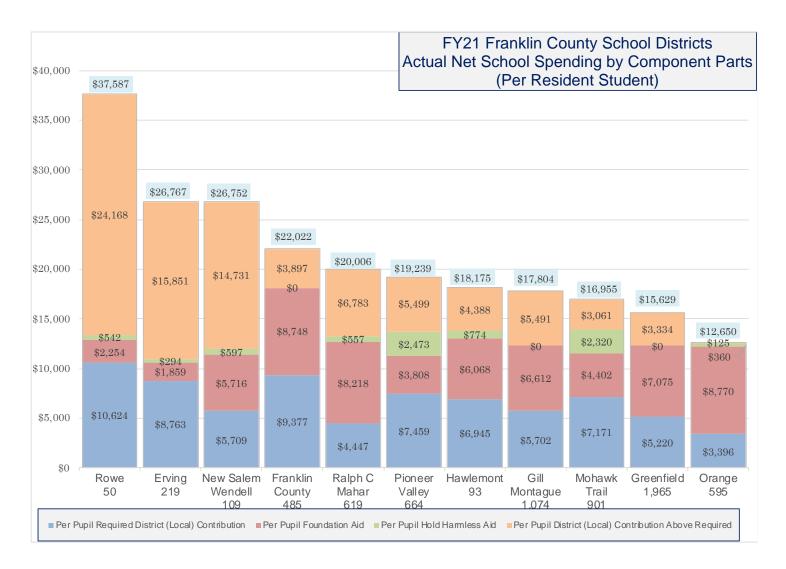
#### What is it?

- A combined total of
  - Chapter 70 Aid
  - Local Contributions

#### Why is it important?

 One measure of comparative spending of school districts

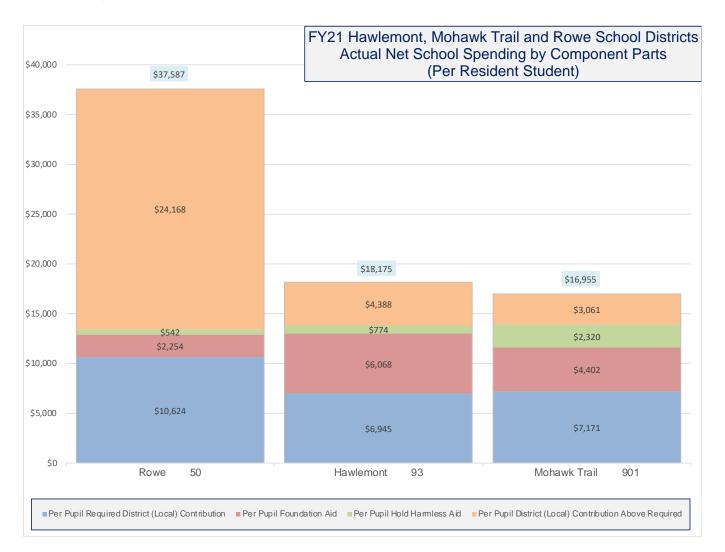
## FY21 ACTUAL NET SCHOOL SPENDING: FRANKLIN COUNTY SCHOOL DISTRICTS



### FY21 ACTUAL NET SCHOOL SPENDING: MOHAWK TRAIL, HAWLEMONT, AND ROWE (TABLE)

			PP Local			PP Local	
				Per Pupil Actual Ne	t School Spending		
				Per Pupil Ch	apter 70 Aid		
			Per Pupil Foun	dation Budget		•	
		Abbreviations	PP RDC	PP FA	PP HHA	PP LCAR	PP Actual NSS
District	Fiscal Year	District Foundation Enrollment	Per Pupil Required District (Local) Contribution	Per Pupil Foundation Aid	Per Pupil Hold Harmless Aid	Per Pupil District (Local) Contribution Above Required	Per Pupil Actual Net School Spending
Rowe 50	2021	50	10,624	2,254	542	24,168	37,587
Hawlemont 93	2021	93	6,945	6,068	774	4,388	18,175
Mohawk Trail 901	2021	901	7,171	4,402	2,320	3,061	16,955
							udy Team: Major Findings

### FY21 ACTUAL NET SCHOOL SPENDING: MOHAWK TRAIL, HAWLEMONT, AND ROWE (CHART)



#### WHAT THE DATA IS TELLING US:

- Mohawk Trail is receiving considerably more Hold Harmless Aid on a per pupil basis than is Hawlemont
- Hawlemont is receiving more combined local and state revenue (ANSS) than is Mohawk Trail
- Hawlemont's member towns' Local Contributions Above Required are considerably higher than Mohawk Trail's
- Hawlemont's Foundation Aid is greater than Mohawk Trail's, indicating greater student need

# CHAPTER 70 DATA: HOLD HARMLESS AID

# HOLD HARMLESS AID 'ABSORBS' MOST INCREASES IN CHAPTER 70 AID

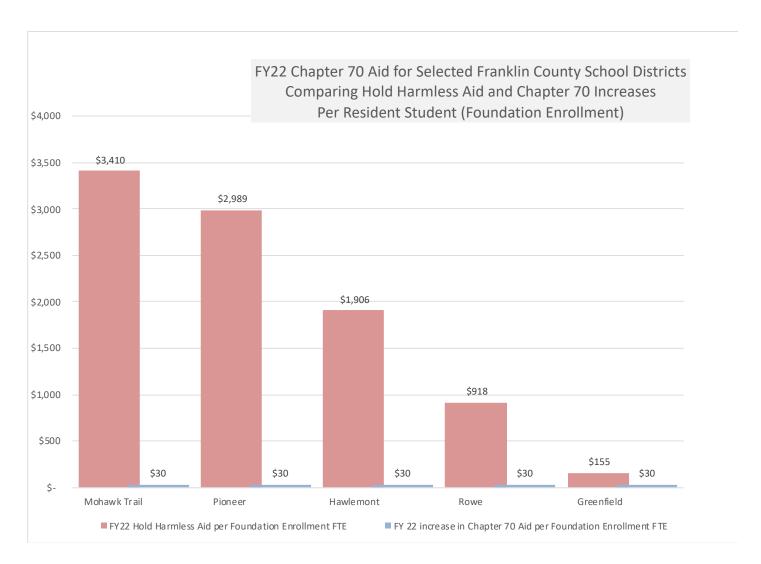
#### Hold Harmless Aid

- Also known as 'grandfathered aid'
- Aid over and above what the Foundation Formula indicates
- A consequence of declining enrollment

#### Chapter 70 Aid increases

- o The Student
  Opportunity Act
  Chapter 70 Aid
  increases target less
  wealthy districts
- Per pupil minimums are included for districts that would otherwise see no increases

# COMPARING FY22 HOLD HARMLESS AID AND CH70 INCREASES FOR SELECTED FRANKLIN COUNTY SCHOOL DISTRICTS



#### WHAT THE DATA IS TELLING US

- Given the amount of hold harmless aid that Franklin County school districts are receiving, it is likely that
  - Chapter 70 increases over the next few years will be limited to per pupil minimums (\$30 PP for FY22)
- Therefore, absent efficiencies gained through regionalization or significant collaboration, future costs of normal inflationary increases in school budgets will either result in increased local assessments, or will necessitate reductions in educational services.
- If Hold Harmless Aid is ever reduced or restricted, Franklin County school districts will be particularly vulnerable.

### COMPARING ENROLLMENT THROUGH SCHOOL CHOICE AND THROUGH TUITION AGREEMENTS

#### **Tuition agreements**

- District to district (e.g. Mohawk Trail and Hawlemont)
- Elementary only
- Negotiated price (currently \$11,500)
- Current Mohawk
   Trail Hawlemont
   agreement expires
   June 2022

#### **School Choice**

- Parental choice
- \$5,000 (set by state law, hasn't changed in 30 years)
- Always available to families
- Must be approved by school committee of receiving district

## FISCAL IMPACT OF REGIONALIZATION

# THE METHOD BY WHICH HEATH SCHOOL CHILDREN ARE ENROLLED AT HAWLEMONT HAS FISCAL CONSEQUENCES

- In the following analysis
  - All enrollment and revenue/cost numbers are modeled on FY21
  - The total amount of Chapter 70 Aid of Mohawk Trail and Hawlemont does not change
- The methods of enrollment are:
  - 1. District membership
  - 2. School Choice program
  - 3. Tuition Agreement between Mohawk Trail and Hawlemont

#### DATA AND CALCULATION NOTES

- FY21 Actual Net School Spending enrollment and spending data are derived from DESE profiles.xls workbook
- Transportation costs are not included
- Special Education costs are not included
- Choice costs are limited to base rate (does not include SPED costs charge-backs)

## WHAT DOES A SEAT COST? (WITH APOLOGIES TO THE AIRLINES)



#### HAWLEMONT ENROLLMENT BY TOWN

District	Town	2019	2020	2021	yearly average	% of total
Heath-	Charlemont	69	66	61	65	48%
Hawlemont 'member'	Hawley	16	17	10	14	10%
towns	Heath	31	32	31	31	23%
Choice students		35	28	16	26	19%
en	rollment totals	151	143	118	137	100%

#### FY21 REVENUES FOR HEATH STUDENTS ENROLLED IN HAWLEMONT MODELED: TUITION AGREEMENT, CHOICE, DISTRICT MEMBERSHIP

				Revenue per enrolled student	2021 Enrollment	Revenues to Hawlemont RSD		
Town	FY21 Enrollment method	Status	Cost set by				Difference from Tuition Agreement revenue	Revenue difference between enrollment by choice and enrollment by district membership
Heath	Tuition	actual	Tuition agreement	\$ 11,500	29	\$ 333,500		
	Choice	modeled (what if?)	State law	\$ 5,000	29	\$ 145,000	\$ (188,500)	
	Member	modeled (what if?)	Hawlemont FY21 ANSS*	\$ 18,175	29	\$ 527,075	\$ 193,575	\$ 382,075

	Number of Heath students enrolled is constant (e.g. if choice, all Heath families choose choice to Hawlemont)
Assumptions	Heath Per Pupil (PP) assessment equals FY21 Hawlemont district PP assessment
	Per Pupil Chapter 70 Aid (Foundation Aid plus Hold Harmless Aid) equals PP FY21 Hawlemont Ch70 Aid
ANSS	Actual Net School Spending (combination of Chapter 70 Aid and Local Assessments)

# FY21 COSTS TO MOHAWK TRAIL FOR HEATH STUDENTS ENROLLED IN HAWLEMONT MODELED: TUITION AGREEMENT, CHOICE, DISTRICT MEMBERSHIP

						Costs to Mohawk Trail Regional			
Town	FY21 Enrollment method	Status	Cost set by	Cost per Heath student enrolled in Hawlemont	2021 Enrollment	annual cost or revenue loss	Change from FY21 tution agreement	Revenue difference between enrollment by choice and enrollment by district membership	
Heath	Tuition	actual	Tuition agreement	\$ 11,500	29	\$ 333,500			
	Choice	modeled (what if?)	State law	\$ 5,000	29	\$ 145,000	\$ 188,500		
	Member	modeled (what if?)	Mohawk Trail FY21 ANSS	\$ 16,955	29	\$ 491,695	\$ (158,195)	\$ (346,695)	

Number of Heath students enrolled is constant (e.g. if choice, all Heath families choose choice to Hawlemont)

Assumptions:

# FY21 COSTS TO HEATH FOR STUDENTS ENROLLED IN HAWLEMONT: TUTION AGREEMENT, CHOICE, DISTRICT MEMBERSHIP

Town	FY21 Enrollment method	Status		Per Pupil Assessment (Required Local Contribution + Local Contribution Above Required)	2021 Enrollment	Costs to Town of Heath		
						annual cost	Change from (elementary) Mohawk Trail member to Hawlemont member	
Heath	Tuition	actual	Mohawk Trail	\$ 10,232	29	\$ 296,728		
	Choice	modeled (what if?)	Mohawk Trail	\$ 10,232	29	\$ 296,728		
	Member	modeled (what if?)	Hawlemont	\$ 11,333	29	\$ 328,657	\$ (31,929)	

Number of Heath students enrolled is constant (e.g. if choice, all Heath families choose choice to Hawlemont)

Assumptions: Hawlemont uses additional Heath membership income to increase Hawlemont budget

## FOR HEATH, IT'S NOT A CRISIS, IT'S A DECISION POINT

- If Heath regionalizes with Hawlemont, Heath schoolchildren will receive a good education at Hawlemont.
- If Heath does not regionalize with Hawlemont, and Mohawk Trail extends the tuition agreement, the current arrangement will continue.
- If Heath does not regionalize with Hawlemont, and Mohawk Trail does not extend the tuition agreement, Heath schoolchildren will receive a good education at Mohawk Trail schools, and —
- Some parents will likely choice their children to Hawlemont, where they will receive a good education.

#### BARBARA RODE

#### Concerns

- Hawlemont Budget instability
- Hawlemont percentile ranking
- Hawlemont SC delay of hybrid option
- Hawlemont communication challenges

#### **Findings**

- Heath joining
   Hawlemont could pose
   a fiscal risk to Heath
- Hawlemont SC exploring alternative Central Office creates a larger divide
- Recommend staying in Mohawk Trail District

#### BOB GRUEN

- Goal after the closing of Heath School- What did I promise?
- Efforts to listen and respond
- Tipping point

#### BUDGE LITCHFIELD

- Education: Innovative and professionally recognized HAY program.
  - Strong staff and administrative team working with DESE to address student performance issues (other schools work through this also).
  - Aspects of site provide unique hands-on, project-based learning opportunities.
- **District Cost Risks:** Small district very vulnerable to unplanned large financial obligations (OOD Placements)
  - Hawlemont does not have many reserve funds left and Heath has a large tax rate.
- **Proximity:** for many Heath kids, the shortest bus ride is to Hawlemont.
- **Governance:** Two voting elements remain in the proposed revision to the Hawlemont Regional Agreement, they are unworkable and unreasonable.
- 2 District Plans: Current HRSC pushing to separate from MTRSD in many ways, we are full members and that seems to work well for us.
- Withdrawal from MTRSD: Complex legal stuff, <u>OPEB</u>, verbal agreement was reached, must be revisited.
- <u>MOST IMPORTANT, KID'S EDUCATION</u>: most facts presented in slides but communication with families and voters is imperative, this is a big deal (to say the least).

# KEN ROCKE (PERSONAL OPINIONS, NOT REPRESENTING DESE)

- Heath elementary students will receive a good education at either/both Hawlemont and Mohawk Trail
- There is no clear economic benefit to Heath in joining the Hawlemont RSD
- The risks and costs of regionalizing with Hawlemont appear to outweigh the likely benefits
- Even if outstanding issues can be resolved, it's unlikely that the process can be concluded this year
- Therefore, Heath should begin conversations with Mohawk Trail immediately to determine which Mohawk Trail elementary school Heath elementary students will attend in SY 22-23