

Folsom Cordova Unified School District

**Special Joint Meeting Between FCUSD, City of Rancho Cordova, and City of Folsom
06/08/2023 06:00 PM**

Printed : 6/1/2023 4:17 PM PT

Open Session: 6:00 p.m.
Education Services Center, Boardroom / 1965
Birkmont Dr., Rancho Cordova, CA 95742
www.fcusd.org



**FCUSD BOARD OF
EDUCATION MEMBERS**

- David Reid, President
- Tim Hooey, Vice President
- Jennifer Laret, Clerk
- Chris Clark, Board Member
- Kara Lofthouse, Board Member
- Rocio Perez, Student Board Member
- Ria Srivastava, Student Board Member



**CITY OF RANCHO CORDOVA
COUNCIL MEMBERS**

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- Siri Pulipati, Council Member
- Garrett Gatewood, Council Member
- Donald Terry, Council Member



**CITY OF FOLSOM
COUNCIL MEMBERS**

- Rosario Rodriguez, Mayor
- YK Chalamcherla, Vice Mayor
- Sarah Aquino, Council Member
- Mike Kozlowski, Council Member
- Anna Rohrbough, Council Member



Scan the above QR code with your phone to view this meeting agenda on your phone.

FCUSD VISION: Empowering all students to thrive through educational excellence.

FCUSD MISSION: FCUSD is committed to providing excellence in educational programs that carry high expectations for each student's success. In collaboration with our community, the mission of FCUSD is to ensure all students demonstrate high levels of learning through our commitment to continuous cycles of improvement, transformative social emotional learning, and engaging, culturally responsive instruction.

Protocol for Agenda Items: (published agenda times are approximate and subject to change)

1. Staff Presentation
2. Board Questions of Staff
3. Comments from Public
4. Board Final Comments and Direction

For information, contact Rochelle Dagnall, Administrative Assistant @ 916-294-9001

A broadcasting is being made at the direction of the Board and that the broadcast may capture images and sounds of those attending the meeting.

Zoom Video conference: The public may participate in the meeting and provide public comment via Zoom video conferencing. The link to the meeting will be provided no later than 15 minutes prior to the start of

the meeting on the Districts website at: <https://www.fcusd.org/domain/5608>

I. 6:00 PM OPEN SESSION

- a. Call to Order
- b. Pledge of Allegiance
- c. Broadcast Statement
- d. Roll Call

II. ADOPTION OF AGENDA

III. INTRODUCTION OF GUESTS

IV. DISCUSSION

- a. Process of District Re-Organization and Feasibility Study Report

V. ADJOURNMENT

Disability Information

If you need a disability-related modification or accommodation, including auxiliary aids or services, to participate in the public meeting, contact the Superintendent's Office at (916) 294-9025 at least 48 hours before the scheduled Board meeting so that we may make every reasonable effort to accommodate you. [Government Code § 54953.2; Americans with Disabilities Act of 1990, § 202 (42 U.S.c. §12132).] -- Writings that are public records, part of this regular meeting's Open Session, and distributed to all or a majority of the Governing Board less than 72 hours prior to this meeting will be made available to the public during regular business hours at the Superintendent's office, 1965 Birkmont Drive, Rancho Cordova, CA, and may be posted on the District's website at www.fcusd.org.



History of District Bonding and Reorganization in FCUSD

1978 – Proposition 13 eliminates the ability of local school districts to levy additional special property taxes to pay off their facility indebtedness and capped the ad valorem tax rate on real property at one percent of its value. Proposition 13 also prohibited the electorate of a school district from authorizing a tax over-ride to pay debt service on bonds for the purpose of constructing needed school facilities.

1986 – Proposition 46 passes amending Proposition 13 by restoring to local governments, including school districts, the ability to issue general obligation bonds and to levy a property tax increase to pay the debt service subject to a two-thirds vote of the local electorate.

1992-1993 - A Districtwide facilities bond, Measure C for \$80 million, was placed on the ballot in April 1992 and did not pass. In response to the failure of Measure C, the City of Folsom placed a school facilities bond on the ballot in November 1992, Measure J for \$42.6 million, which passed.

An outside community organization, Citizens for a Folsom Unified School District, was created to look at reorganization of FCUSD into two separate districts representing Folsom and Rancho Cordova.

1994 –Citizens for a Folsom Unified School District, proposing a reorganization of Folsom Cordova Unified School District (FCUSD), submitted a petition to the Sacramento County Committee on School District Reorganization (SCC) in August 1994 which found that three of the nine requirements were not met.

1995 - The petition was submitted to the State Board of Education (SBE) for final determination. California Department of Education (CDE) staff recommended that the SBE deny the proposal. CDE staff concluded, similar to the SCC's recommendation, that the proposed reorganization would significantly disrupt the educational programs and that the fiscal management would be negatively affected in the proposed district and the remaining FCUSD. Against staff recommendation, the SBE approved the proposal, and the area of election was defined as the area of all the FCUSD boundaries.

1996 – On March 26, 1996, Measure O, which stated "Shall a unified school district be formed along the boundaries of the City of Folsom including those portions of the Folsom Cordova Unified School District and the San Juan Unified School District of Sacramento County?", was put before the electorate within the boundaries of FCUSD.

The measure was defeated by a vote of 12,814 to 7,990. Approximately 62 percent of the City of Folsom voters were in favor of the measure, while approximately 90 percent of the Rancho Cordova area voters were against it. The petitioners filed a challenge to the SBE's determination regarding the election area. The petitioners contend that the election was invalid because the SBE unconstitutionally expanded the area of election to include all of the FCUSD boundary. The challenge and a subsequent appeal were denied in court.

The FCUSD Board took action to create a Citizens Committee on District Reorganization that would be independent of the District to discuss the feasibility and merits of reorganization of the District. This committee was represented by citizens of both Rancho Cordova and Folsom.

1997-1999 – The FCUSD School Board continued the conversation on District reorganization including review of the state criteria that was not met and analysis of the study being worked on by the Citizens Committee.

In June 1997, Sacramento County Board of Supervisors approves statute to make Ed Code Section 15303 applicable to school districts within Sacramento County. This permits school districts to create School Facilities Improvement Districts (SFID) to allow the ability to issue general obligation bonds and to levy a property tax increase to pay the debt service subject to a specific area within a school district's boundary.

During this time FCUSD created two separate SFIDs for each community, Rancho Cordova (SFID #1) and Folsom (SFID #2), based upon the high school boundaries between Cordova High School and Folsom High School.

In November 1997, Measure V passes (2/3 required yes) for SFID #1 (Rancho Cordova) for \$10.4 million.

In June 1999, Measure C fails (2/3 required yes) for SFID #2 (Folsom) for \$18.1 million.

2000 - A feasibility study was requested by the FCUSD Board and completed by Schools Services of California and found that the District could not meet the fiscal viability requirement due to current budget issues and potential cost increases related to reorganization.

In May 2000, Measure M fails (2/3 required yes) for SFID #2 (Folsom) for \$38.4 million.

In November 2000, Proposition 39 Act passed which allowed a school district to issue local general obligation bonds subject to the approval of 55 percent of voters (rather than two-thirds voters), conditional on several accountability requirements. Specifically, the Act required school districts to set up a citizen's oversight committee to ensure bond proceeds were allocated properly. It also required school districts provide a list of specific projects to be funded with any bond revenue and to conduct annual performance and financial audits.

2001 – Due to the improving state budget outlook for education funding, a new feasibility study was requested by the FCUSD Board and completed by Educational Research Consultants, and it found that the District could meet the fiscal viability requirement.

2002 – The FCUSD Board voted 4-1 in favor of a petition to reorganize FCUSD into two districts. This petition was submitted to the Sacramento County Committee on School District Reorganization.

Sacramento County Committee on School District Reorganization reviewed the petition and found that four (Sections 4,5,6, and 9) of the nine conditions for reorganization were not substantially met. The SCC unanimously (7-0) recommended disapproval of the reorganization proposal. The proposal, along with the SCC's recommendation, was subsequently transmitted to the SBE.

In March 2002, Measure C passes (55% required yes) for SFID #2 (Folsom) for \$53.0 million.

In March 2002, Measure B passes (55% required yes) for SFID #1 (Rancho Cordova) for \$48.0 million.

2003 – No actions were taken by the SBE during this time.

2004 – On August 19, 2004, the FCUSD Board voted in favor 3-2 to rescind the petition to reorganize FCUSD into two districts and to notify the State Board of Education.

CDE staff reviewed the reorganization petition and found that three of the nine conditions of Section 35753 not substantially met and recommended that the SBE disapprove the proposal to dissolve the FCUSD and create a Folsom USD and a Rancho Cordova USD.

On November 9, 2004, the State Board of Education approved resolution disapproving the petition to dissolve the Folsom Cordova Unified School District (USD) and create a Folsom USD and a Rancho Cordova USD, as recommended by staff. The motion was approved by unanimous vote of the members present.

After 2004 no further formal actions were taken regarding reorganization of FCUSD.

2005 – FCUSD creates a new SFID #3 for the undeveloped area south of Highway 50, east of Sunrise Blvd, north of Douglas Road to the El Dorado County Line.

2006 - FCUSD creates a new SFID #4 for the existing Rancho Cordova area west of Sunrise Blvd.

In November 2006, Measure M fails (2/3 required yes) for SFID #3 (South of Highway 50) for \$750.0 million.

In November 2006, Measure N passes (55% required yes) for SFID #4 (Rancho Cordova) for \$125.0 million.

2007 - In March 2007, Measure M passes (2/3 required yes) for SFID #3 (South of Highway 50) for \$750.0 million.

2012 - In November 2012, Measure P passes (55% required yes) for SFID #4 (Rancho Cordova) for \$68.0 million.

2013 - The local control funding formula (LCFF) was enacted in 2013–14, and it replaced the previous kindergarten through grade 12 (K–12) finance system which had been in existence for roughly 40 years.

The LCFF establishes uniform grade span grants in place of the myriad of previously existing K–12 funding streams, including revenue limits, general purpose block grants, and most state categorical programs.

The LCFF creates two new funding allocations for school districts based upon the Unduplicated Pupil Count Percentage (UPP) which are pupils classified as English learners (EL), meet income requirements to receive a free or reduced-price meal (FRPM), foster youth, or any combination of these factors (unduplicated count).

- Supplemental Grant - Equal to 20 percent of the adjusted base grant multiplied by ADA and the unduplicated percentage of targeted disadvantaged pupils.
- Concentration Grant - Equal to 65 percent of the adjusted base grant multiplied by ADA and the percentage of targeted pupils exceeding 55 percent of a school district's enrollment.

2014 - FCUSD creates a new SFID #5 for the existing Folsom area North of Highway 50.

In November 2014, Measure G passes (55% required yes) for SFID #5 (Folsom) for \$195.0 million.



Folsom Cordova Unified School District School District Reorganization

March 23, 2023

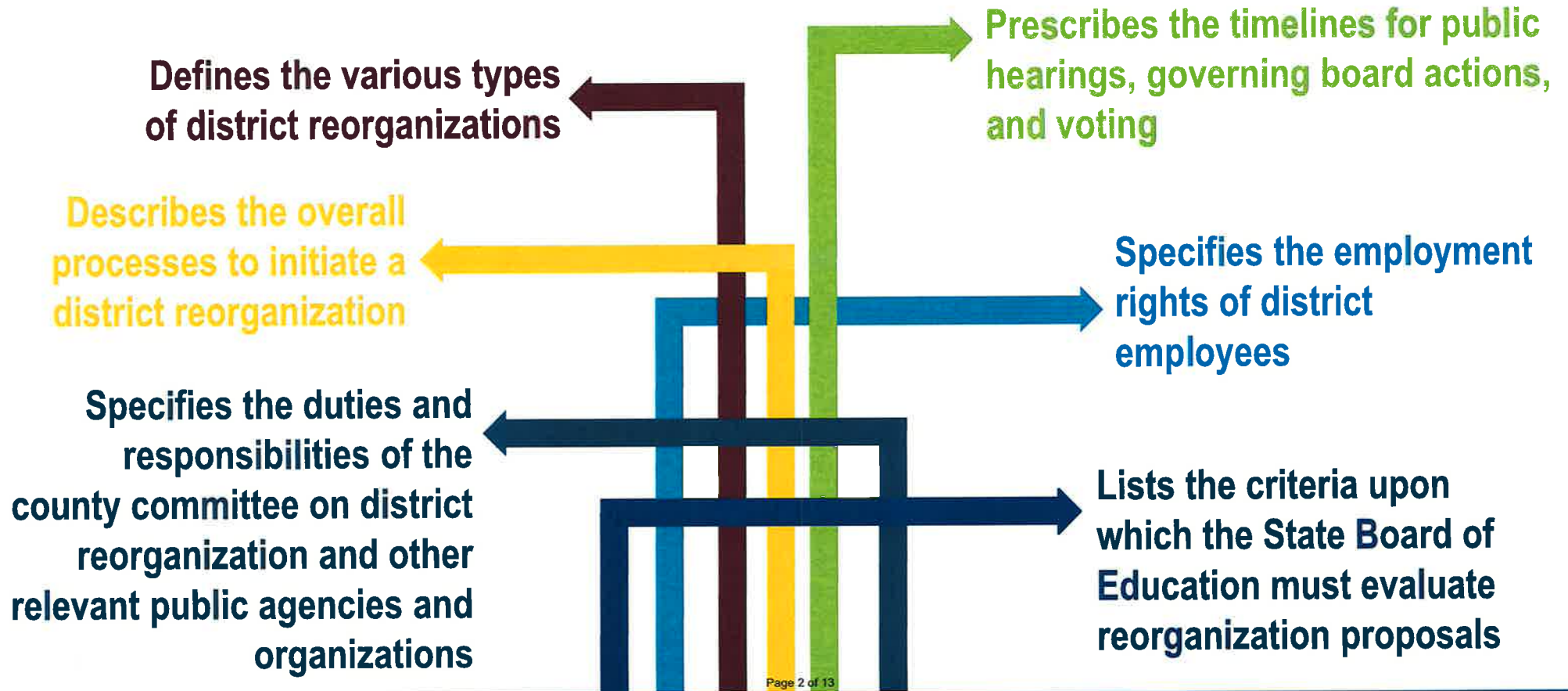


Presented By:

Brianna García
Vice President

1 School District Reorganization

- Commencing with Education Code Section (EC §) 35500, the code:



2 Basic Types of Reorganization

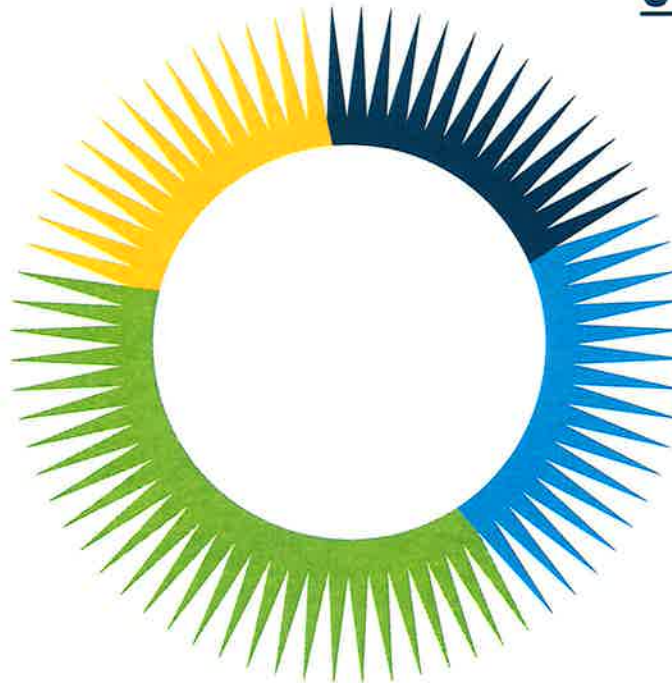
- Four most common types of reorganizations:

Territory transfers

Transfer of a portion(s) or all of one district to another

Formation of new school districts (unification)

Typically, unification of elementary and high school districts into a unified school district or splitting an existing unified school district into two or more unified school districts



Unifications with components

Unification of a high school district excluding one or more feeder elementary districts completely within the high school district

Lapsation

The dissolution of a school district to one or more adjacent districts

Petitions

- Under the law,¹ a reorganization petition should include:



Reasonable description of the territory covered by the proposed reorganization



List of the school districts affected



Reasons for a proposed reorganization



Designation of no more than three chief petitioners and an affidavit that all signatures on the petition are genuine

¹Per EC § 35700.3, 35701, and 35702, and The California Department of Education (CDE) School District Organization Handbook—chapter 5, pages 30-31

Petitions

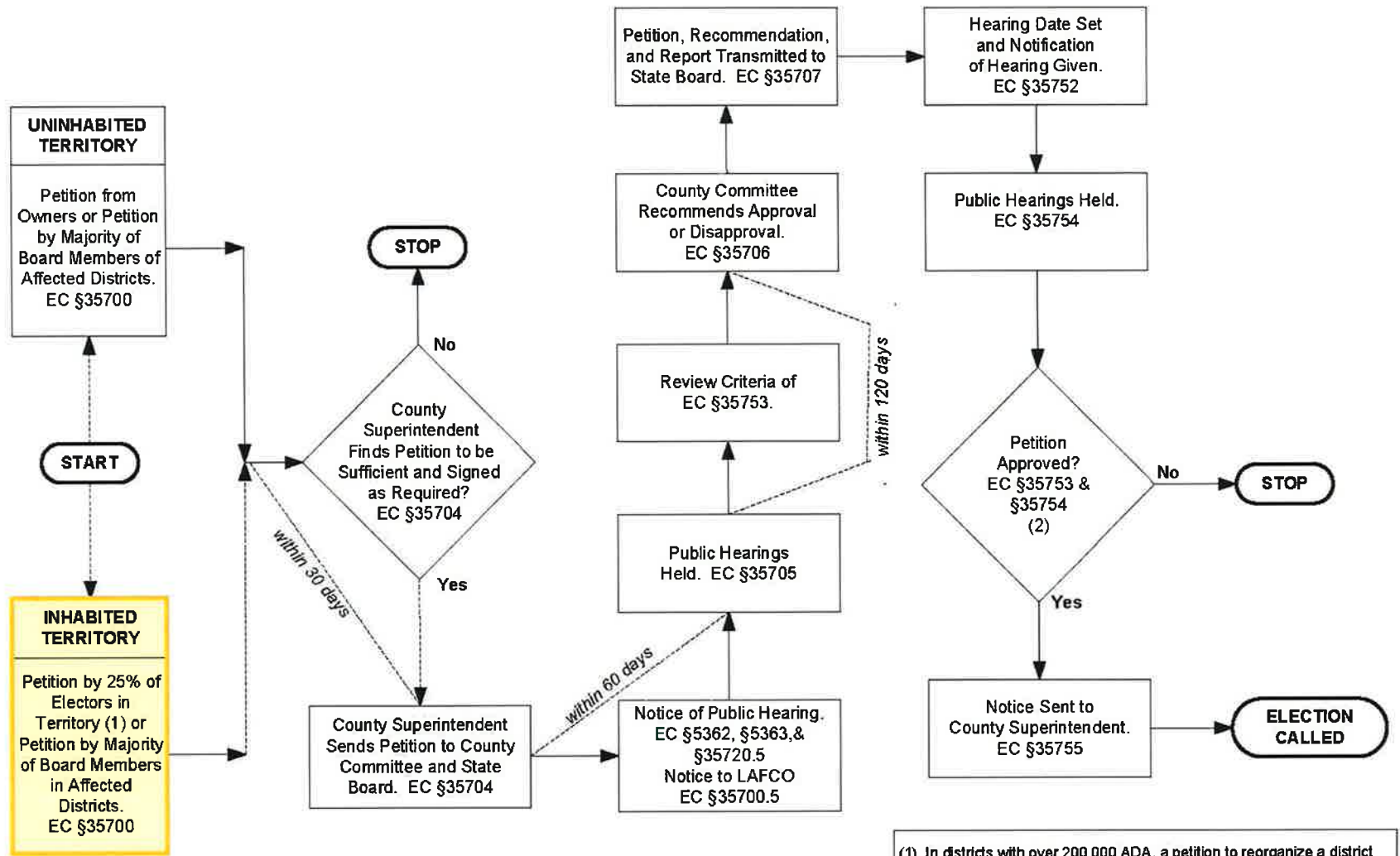
Owners of Uninhabited Territory, 25% Petition, or District Governing Boards

- Petition signed by:
 - Owner(s) of uninhabited territory;
 - At least 25% of the registered voters in the inhabited territory proposed to be reorganized;
 - A majority of the members of the governing boards of all affected districts; or
 - At least 8% of registered voters who cast votes in the last gubernatorial election to reorganize a district with over 200,000 ADA¹ into two or more districts

10% Petition or Local Agency

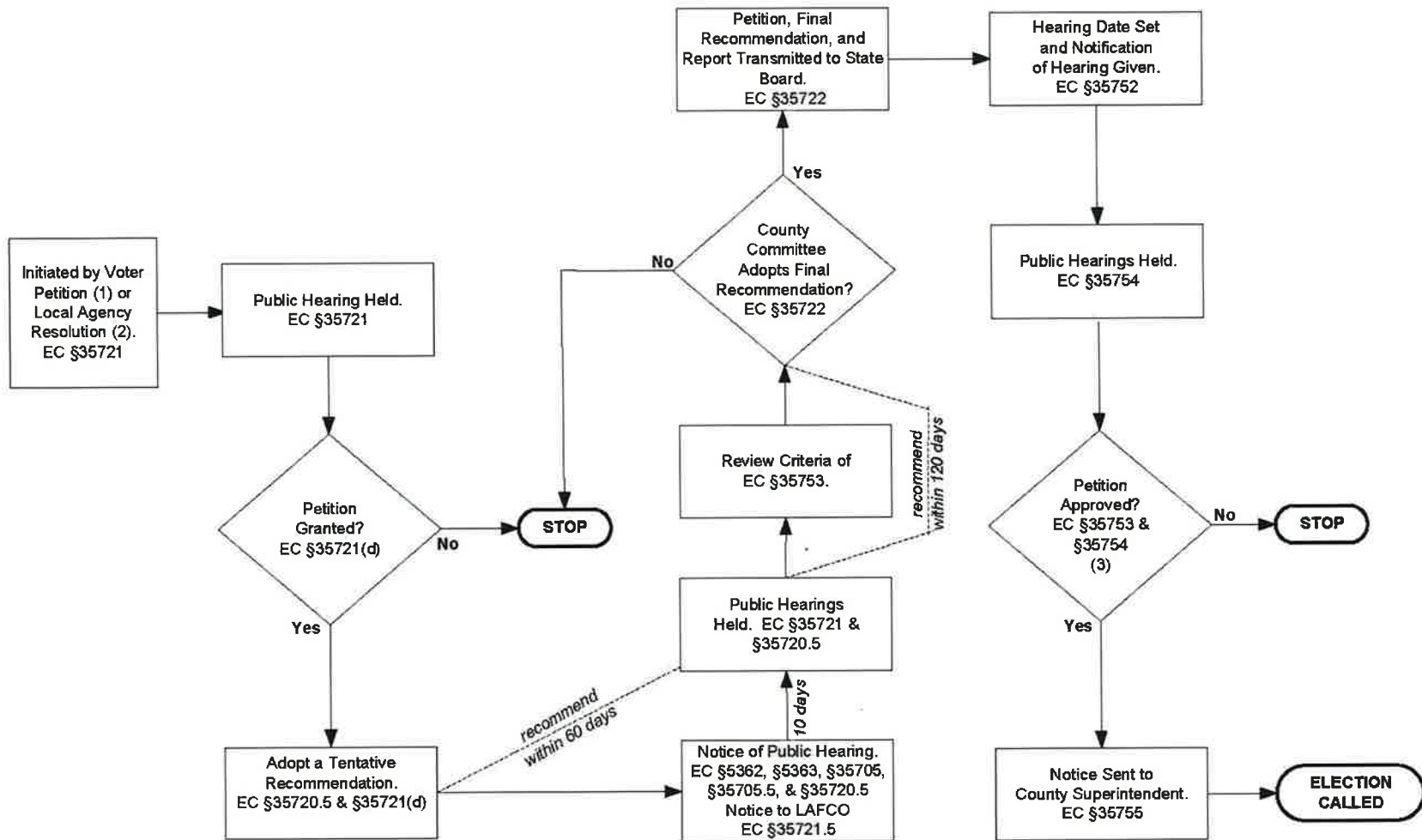
- Petition signed by:
 - At least 10% of the registered voters of the entire school district;
 - At least 5% of the registered voters to reorganize a district with over 200,000 ADA into two or more districts; or
 - Resolution approved by a majority of the members of a city council, county board of supervisors, governing board of a special district, or local agency formation commission

¹Average daily attendance



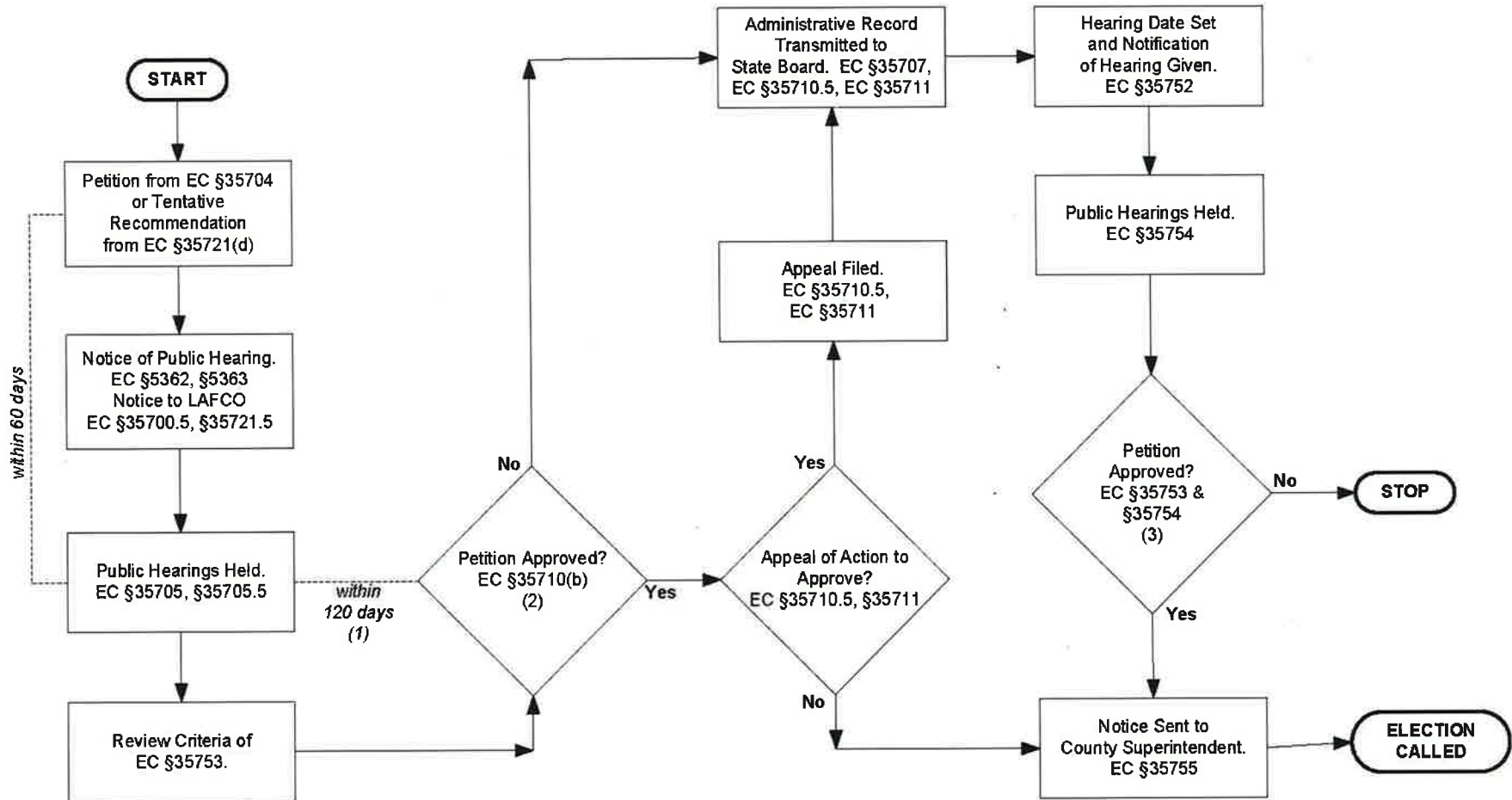
(1) In districts with over 200,000 ADA, a petition to reorganize a district into two or more districts may be signed by 8% of the registered voters. EC §35700(b).
 (2) The SBE, as lead agency for CEQA, must comply with provisions of CEQA before approving a unification if it determines that the unification is a project under CEQA.

Source: The CDE School District Organization Handbook—chapter 5, page 16



(1) A petition to reorganize a district shall be signed by at least 10 percent of the registered voters of the entire district. EC §35721(a) In districts with over 200,000 ADA, a petition to reorganize a district into two or more districts may be signed by 5% of the registered voters. EC §35721(b).
 (2) The city council, county board of supervisors, governing body of a special district, or LAFCO may initiate a proposal to reorganize a district. EC §35721(c)
 (3) The SBE, as lead agency for CEQA, must comply with provisions of CEQA before approving a unification if it determines that the unification is a project under CEQA.

Source: The CDE School District Organization Handbook—chapter 5, page 19



- (1) If compliance with CEQA is required, the 120 day period commences after CEQA compliance (EC §35706(b)).
- (2) The County Committee must comply with CEQA requirements prior to approval of petition.
- (3) The State Board of Education must comply with CEQA requirements prior to approval of petition when petition was disapproved by the County Committee.

Source: The CDE School District Organization Handbook—chapter 5, page 26

8 Nine Statutory Criteria

- All the following conditions must be substantially met:

1 Adequate Number of Pupils

2 Community Identity

3 Equitable Division of Property and Facilities

4 Discrimination/Segregation

5 No Substantial Increase in State Costs

6 Sound Educational Program

7 No Substantial Increase in School Facilities Costs

8 Increased Property Values

9 Effect on Fiscal Status and Management

9 **Nine Statutory Criteria**

Criterion 1

**Adequate Number
of Pupils**

**The reorganized districts
will be adequate in terms
of number of pupils
enrolled**

Criterion 2

Community Identity

**The school districts are
each organized on the
basis of substantial
community identity**

Criterion 3

**Equitable Division
of Property and
Facilities**

**The proposal will result in
an equitable division of
property and facilities of
the original district or
districts**

Nine Statutory Criteria

Criterion 4

Discrimination/ Segregation

The reorganization will preserve each affected school district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation

Criterion 5

No Substantial Increase in State Costs

Any increase in costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization

Criterion 6

Sound Educational Program

The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the affected school districts

Nine Statutory Criteria

Criterion 7

No Substantial Increase to School Facilities Costs

Any increase in school facilities costs as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization

Criterion 8

Increased Property Values

The proposed reorganization is primarily designed for purposes other than to significantly increase property values

Criterion 9

Effect on Fiscal Status and Management

The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the affected district



Thank you!

Brianna García
briannag@sscal.com



February 27, 2023

Sarah Koligian, EdD
Superintendent
Folsom Cordova USD
1965 Birkmont Drive
Rancho Cordova, CA 95742

1121 L Street

Suite 1060

Sacramento

California 95814

TEL: 916 . 446 . 7517

FAX: 916 . 446 . 2011

www.sscal.com

Dear Dr. Koligian:

School Services of California Inc. (SSC) is pleased to provide the Folsom Cordova Unified School District (District) with a proposal for a Reorganization Feasibility Study involving the potential reorganization of the District into two separate unified school districts. The primary purpose of the study is to evaluate the proposed reorganization against the nine statutory criteria governing school district reorganizations.

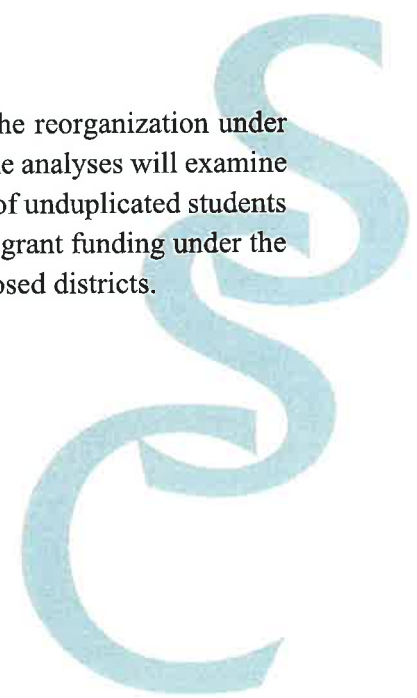
Study Objective and Scope

Nine Statutory Criteria Governing Reorganizations

The study will assess the proposed reorganization against the nine criteria governing district reorganizations specified in Education Code Section 35753(a), to be performed in accordance with the California Department of Education School District Organization Handbook, Chapter 6: Legal Criteria Governing Reorganization Proposals.

Financial Analysis

SSC will conduct analyses of the revenue impact of the reorganization under the Local Control Funding Formula (LCFF) model. The analyses will examine the average daily attendance, the resulting percentage of unduplicated students that would be eligible for supplemental/concentration grant funding under the LCFF, and the total funding available to the two proposed districts.



Study Methodology

SSC will rely on data provided by the District for its analyses. The procedures may include telephone or video interviews with District staff, including staff responsible for overall leadership and management, business services, facilities, educational services, etc.

This study will also rely on a review of key documents from the District, including district budgets, enrollment projections, property tax data, outstanding bonds, board policies, and other related documents.

At the conclusion of the study, the consultants will provide a written report, which presents findings and recommendations, if any, along with the analyses of each of the nine criteria. SSC will provide a copy of the report in draft to the District for review prior to finalizing the report.

Consultant's Report

The report will provide a comprehensive study of the proposed reorganization. The report will evaluate the fiscal and organizational issues that will likely impact the resulting two districts should reorganization occur. The report will highlight both the advantages and disadvantages of the proposed reorganization. Following the delivery of the final report, members of SSC's team will also be available to present our findings and recommendations at a District Governing Board meeting.

Study Timeline

SSC will commence work on the proposed services at a mutually arranged date. The final report is expected to be completed within eight to ten weeks following receipt of the required documents necessary to complete the project.

SSC's Consultants

Staff for this project will include at least two consultants from SSC. All persons who will be assigned are full-time career employees of SSC and as such are available for daily professional communication and attention, as required of a project of this scope.

Brianna García, Vice President, has worked with school districts to strengthen their organizations by conducting organizational reviews, comparative analyses of school district resources and staffing, facilities reviews, and charter petition reviews. She has provided guidance to and completed studies for school districts looking to reorganize and those seeking to consolidate

or surplus school sites through the 7–11 process. Brianna has extensive experience related to planning and development of public school facilities, including charter schools and Proposition 39 (2000). She has more than 15 years of professional experience in public K–12 education, has worked as a Facilities Development Manager for the Los Angeles Unified School District, and has completed the University of Southern California Rossier School of Education School Business Management Program earning designation as a certified Chief Business Official. Brianna graduated from the University of Southern California with a Bachelor of Architecture, a Master of Planning, and a Master of Real Estate Development.

Linette Hodson, Director, Management Consulting Services, has 32 years of experience in public education, including 18 years at an executive cabinet level. In each and every role, her focus has always been to improve educational outcomes for students. She has spent the past decade in a Chief Business Official (CBO) role; and as CBO, she had direct oversight of the human resources department, including serving as the lead negotiator for more than 15 years. Linette also spent more than 10 years as an Assistant Superintendent of Student Services/Special Education. Her career path includes being an elementary school teacher, curriculum resource teacher, and site administrator. Linette has extensive training and experience in collaboration and leadership building strategies, including: alternative dispute resolution, administrator coaching, facilitation, interest-based bargaining, and implementation strategies. Linette received a Bachelor of Arts degree in Elementary Education from Central College in Pella, Iowa, and a master's degree in Education Administration from California State University, Bakersfield.

Wendi McCaskill, Director, Management Consulting Services, has two decades of broad experience in K-12 education finance and fiscal policy. Wendi is an expert in the attendance accounting and instructional time requirements of local educational agencies (LEAs), which play a critical role in independent study as well as the Local Control Funding Formula, other apportionments for LEAs, and the impacts of emergencies such as fires, floods, and the pandemic on LEA budgets. Immediately prior to joining School Services of California Inc. (SSC), she served as the Associate Director of the School Fiscal Services Division at the California Department of Education (CDE) where she oversaw the apportionment of over \$50 billion to LEAs through the Principal Apportionment and the CDE's guidance on attendance accounting and instructional time. Wendi holds a Bachelor of Arts and a Master of Arts in Political Science, both from San Francisco State University.

Matt Phillips, CPA, Director, Management Consulting Services, provides support to school districts for fiscal-related matters such as budget reviews, salary schedule analyses, organizational reviews, and negotiations, including factfinding services. He also participates in presenting workshops across the state on a variety of topics including collective bargaining, district budgeting, federal compliance, and auditing. His accounting and auditing background, experience working in a school district, attainment of Certified Public Accountant license, and completion of the Fiscal

Crisis & Management Assistance Team Chief Business Official (CBO) Mentor Program resulting in the California Association of School Business Officials (CASBO) CBO certificate all provide the foundation for his expertise. Matt graduated from the California State University, Chico, with a Bachelor of Business Administration with emphasis in Accounting.

Cost of the Proposal

SSC proposes to perform the study, the terms of which are described above, for \$72,500, plus expenses. “Expenses” are defined as actual, out-of-pocket expenses, such as travel, meals, shipping, and duplication of materials. The cost of the study includes one presentation to the Committee.

If additional meetings or presentations are required that are not described in this proposal (for example, an additional presentation), a charge of \$310 per hour, per consultant will be billed in addition to actual and reasonable expenses. SSC will submit monthly billings for services associated with the project.

After reviewing the proposal, if you decide the proposed scope should be expanded or contracted, we would be happy to make modifications and provide a revised estimated fee. If the proposal meets with your approval, please let us know and we will send you the Agreement for Special Services via DocuSign for signature. Our proposal is valid for 60 days from the date of this letter.

We appreciate the confidence you have in our firm and would be pleased to discuss the proposal at more length. Please call if you have any questions.

Sincerely,



Kathleen Spencer
Vice President

Client Name: Folsom Cordova Unified School District
Client # 8100/S65W

P.O.# _____

AGREEMENT FOR SPECIAL SERVICES
Reorganization Feasibility Study

This is an Agreement between the **CLIENT**, as defined above, and **SCHOOL SERVICES OF CALIFORNIA INC.**, hereinafter referred to as “Consultant,” entered into as of February 27, 2023.

RECITALS

WHEREAS, the Client needs assistance regarding a Reorganization Feasibility Study involving the potential reorganization of the District into two separate unified school districts; and

WHEREAS, the Consultant is professionally and specially trained and competent to provide these services; and

WHEREAS, the authority for entering into this Agreement is contained in Section 53060 of the Government Code and such other provisions of California law as may be applicable;

NOW, THEREFORE, the parties to this Agreement do hereby mutually agree as follows:

1. The Consultant agrees to assist the Client by providing a Reorganization Feasibility Study for the proposed reorganization.
2. The Client agrees to pay the Consultant a fee of \$72,500, plus expenses, upon receipt of billing from Consultant.
 - a. The cost of the study includes one presentation at a District Governing Board meeting.
 - b. “Expenses” are defined as actual, out-of-pocket expenses, such as travel, meals, shipping, and duplication of materials.
 - c. If additional meetings or presentations are required that are not described in the proposal (for example, an additional presentation), a charge of \$310 per hour, per consultant, will be billed in addition to actual and reasonable expenses.
3. This Agreement shall be for the period commencing February 27, 2023, and terminating December 31, 2023. It may be terminated at any time prior to December 31, 2023, by either party on 30 days’ written notice. In case of cancellation, the Client shall be liable for any costs accrued to date of cancellation.

4. It is expressly understood and agreed to by both parties that the Consultant, while carrying out and complying with any of the terms and conditions of this Agreement, is an independent contractor and is not an employee of the Client.

IN WITNESS WHEREOF, the parties have caused this Agreement to be executed as indicated below:

By:

To be signed via DocuSign

Sarah Koligian, EdD
Superintendent
Folsom Cordova USD

Date: _____

By:

To be signed via DocuSign

Kathleen Spencer
Vice President
School Services of California Inc.

Date: _____