



**Keystone Area Education Agency**

**Updated  
School District  
Reorganization Plan**

Required by  
Iowa Code Chapter 275

June 1, 2018





**Board of Directors**  
Membership as of June 1, 2018

<b>Member Name</b>	<b>Districts</b>	<b>Director District</b>	<b>Position</b>
Janet Kreitzer	Howard-Winneshiek, New Hampton (part), North Winneshiek, Riceville, and Turkey Valley Community Schools	1	Board Member
Davis Johnson	Central, Decorah, Postville, and South Winneshiek Community Schools	2	Board Member
Bill Withers, M.D.	Allamakee, Clayton Ridge, Eastern Allamakee, and MFL MarMac Community Schools	3	Board Vice President
Sue Updegraff	Fredericksburg, New Hampton (part), North Fayette, Oelwein, Valley, and West Central Community Schools	4	Board Member
Jerry Hilton	Maquoketa Valley, Starmont, West Delaware, and Western Dubuque (part) Community Schools	5	Board Member
Sandra Gassman	Dubuque (part), Edgewood-Colesburg, and Western Dubuque (part) Community Schools	6	Board President
Nancy Bradley	Dubuque Community Schools (part)	7	Board Member
George Holland	Dubuque Community Schools (part)	8	Board Member
Walter Pregler	Dubuque Community Schools (part)	9	Board Member

**Administrator**  
Patrick Heiderscheit

**Secretary to the Board**  
Julie Tschirgi

## Table of Contents

	<b>Preface</b>	2
<b>Chapter 1</b>	<b>Code Summary</b>	3
<b>Chapter 2</b>	<b>Records of Keystone AEA 1 Reorganization Plans and Activities</b>	6
	Table 2-01 Record of Adoption and Revisions	7
	Table 2-02 Record of Approval	8
	Table 2-03 Record of Transmittal	9
	Table 2-04 Record of Further Surveys	10
	Table 2-05 Record of Assistance	11
	Table 2-06 Public Hearings	12
	Table 2-07 Record of Passed Reorganization Elections	13
	Table 2-08 Record of Dismissed Plans	14
	Table 2-09 Record of Certification of Dissolution	15
	Table 2-10 Record of Boundary Lines Changes	16
	Table 2-11 Record of Joint Board Actions	17
<b>Chapter 3</b>	<b>Suggested Alternate Plans</b>	18
	Table 3-01 Districts within Keystone AEA	19
	Table 3-02 Alternate Whole-Grade Sharing Plans	20
	Table 3-03 Districts with Enrollment of Fewer than 300 Students	21
	Overview of Plans	21
	Suggested Alternate Plans	23
	Table 3-04 Districts with Projected Enrollment of Fewer than 300 Students	24
<b>Appendices</b>		
<b>A</b>	<b>Supporting Data for Districts in AEA 1</b>	25
	Map A-01: Map of Keystone AEA Districts	26
<b>B</b>	<b>Supporting Data for Adjacent Districts</b>	27
	Table B-01: Adjacent Districts	28
	Table B-02: Enrollment of Adjacent Districts	29
<b>C</b>	<b>Further Surveys and Assistance</b>	30
	Table C-01: Reorganization Studies Conducted in Area 1 by the Dept. of Education Since July 1, 1980	31

## Preface

**Iowa Code section 275.1 2011**, states that, “. . . The area education agency boards shall develop detailed studies and surveys of the school districts within the area education agency and all adjacent territory for the purpose of providing for reorganization of school districts in order to effect more economical operation and the attainment of higher standards of education in the schools. The plans shall be revised periodically to reflect reorganizations which may have taken place in the area education agency and adjacent territory.” The purposes of this publication are to comply with those mandates relative to reorganization planning, to provide assistance to the officials and citizens of school districts contemplating school district reorganization, and to assist the area education agency board of directors in the event it is presented a reorganization petition.

The plan is intended to provide general guidance to the AEA board of directors as it acts upon reorganization petitions. The AEA Plan contemplates that it may be augmented from time to time through the addition of studies and surveys conducted by the AEA or through the assistance of the Department of Education or other educational consultants. The plan will be altered by subsequent reorganization activity. Further, factors relevant to the statutory standards including matters outside the scope of this plan may serve as a basis for AEA board decision-making on a proposed reorganization. The provisions of this Plan are just one consideration and not the exclusive consideration(s) for the board in acting upon prospectively filed reorganization petitions. The board reserves the right to base its future actions upon conditions as they develop and upon new information as it becomes available.

Updated plan reviewed by Keystone AEA 1 Board of Directors	June 18, 2018
Updated plan adopted by Keystone AEA 1 Board of Directors	June 18, 2018
Updated plan transmitted to Director of Department of Education	June 18, 2018

## Chapter One

### Code Summary

The purpose of Chapter One is to assist those who read and use this publication by summarizing the provisions of Chapter 275 of the *Code of Iowa* that relate to the mandated area education agency (AEA) reorganization plans. However, it is not intended for reading of this narrative to take the place of direct examination of the Code or consultation with an attorney. Section A offers general background about the contents of Code Chapter 275, and Sections B, C, and D summarize portions of Code Chapter 275 that most specifically relate to the AEA reorganization plans.

#### A. General Background

Chapter 275 of the *Code of Iowa*, along with a few minor references in other chapters of the Code, address the topic of school district reorganization. The terms reorganization, consolidation, and merger seem to be used interchangeably; although reorganization is in the Code chapter title and it is the most common. The word *reorganization* is used in this publication.

On July 1, 1975, fifteen area education agencies replaced the county boards of education, and they inherited the school district reorganization governance role. The AEA responsibilities can be placed into two broad categories. The first includes the area reorganization plan, and the second is the governance of the petition process. It is important to note that the AEAs have no responsibilities or capacities for initiating the reorganization process, or in any way causing a reorganization. The decision to start a reorganization effort through a petition is a decision of the local district residents. The eventual reorganization election decision is also within the realm of local district voters. The AEA's role in the reorganization process is to govern the activities that take place from the submission of the reorganization petition through the reorganization election. The AEA has some post-reorganization responsibilities, but they are more "housekeeping" in nature. Although the responsibilities for reorganization governance have minimally changed since 1975, the number of area education agencies in Iowa has been reduced to nine.

The Code contains three general methods for school districts to change their boundary lines. The first, and predominant method, is the petition process in Code Chapter 275. The others are the dissolution method embodied in Code Sections 275.51 through 275.57, and the concurrent action method of changing boundaries as cited in Section 274.37. The AEA has no authority for dissolution, but concurrent action by two local school boards to change their boundaries may be disapproved by the respective AEA board or boards of directors.

Code Chapter 275 can be categorized into two broad areas, plus numerous lesser topics. The first is the AEA reorganization planning component, and the second is the reorganization petition process. Among the other topics in the chapter are the school dissolution process, school redistricting following decennial census, and changes in director district boundaries and numbers. This publication is limited to the AEA reorganization planning.

Three general concepts come together as the AEAs develop and use their reorganization plans:

- Code Chapter 275 begins with the mandate that area education agencies develop reorganization plans. Such plans must be developed whether or not any school districts expect to reorganize, or could potentially reorganize.

- School districts initiate the reorganization effort through the petition process. The petitions may be based upon the AEA reorganization plans, or they may be different than the plans. If they are different, the petitions must request the AEA to change its plans.
- When the AEA receives petitions, it must compare the petitions to the plans. If the petitions do not comply with the plans, the AEA board shall conduct further surveys.

The terms plans, surveys, and studies are used throughout Code Chapter 275. There seems to be little distinction among them. This publication uses the terms that are associated with the concepts being described.

## **B. Summary of Plan Development**

1. The AEA shall develop detailed studies and surveys.
2. The surveys and studies shall be of the school districts within the AEA and all adjacent territory.
3. The plans shall be revised periodically to reflect reorganizations which may have taken place.
4. The scope of the studies and surveys shall include:
  - a) the adequacy of the educational program
  - b) student enrollment
  - c) property valuation
  - d) existing buildings and equipment
  - e) natural community areas
  - f) road conditions
  - g) transportation
  - h) economic factors
  - i) individual attention given to the needs of students
  - j) opportunity of students to participate in a wide variety of activities related to the total development of the students; and
  - k) other matters that may bear on whether educational programs meet minimum educational standards.
5. The plans shall also include suggested alternate plans that incorporate the school districts in the area education agency into reorganized districts that meet the enrollment standards specified in Section 275.3. Section 275.3 lists 300 students as the minimum size for the formation of a new district. That 300 enrollment is incorporated into this planning provision, and it requires the AEA boards to suggest alternate plans for those districts under the 300 level.
6. The plan may include alternate plans proposed by school districts for sharing programs as an alternative to school reorganization.
7. In developing studies and surveys the AEA board:
  - a) shall consult with school officials and other citizens
  - b) from time to time hold public hearings
  - c) may employ research and other assistance to properly carry on its survey
  - d) shall consult with the director of the Department of Education
  - e) may request assistance from the director of the Department of Education
  - f) shall adopt and transmit completed plans to the director of the Department of Education.

### **C. Summary of Petition Conforming to Plans**

1. A reorganization petition shall contain a description of the area included in the proposed district.
2. The description shall conform to the AEA reorganization plan, or the petition shall request the plan to be changed.
3. It is also required that the provisions relating to studies, surveys, hearings and adoption of plans shall constitute a mandatory prerequisite to the effectuation of any proposal for district boundary change. It shall be the mandatory duty of the area education agency board to dismiss the petition if the above provisions are not complied with fully.

### **D. Summary of Changing Plans**

1. Following the receipt of a petition, the area education agency board shall review its plans and determine whether the petition complies with the plan.
2. If the plan does not comply with the petition, the board shall conduct further surveys.
3. If a petition is being considered at a hearing conducted by a joint board of more than one area education agency, the joint board shall determine if the petition conforms to plans.
4. If the petition requests a change of plans, the joint board shall determine whether a change should be made in any or all of the plans of the AEAs affected by the petition.

References in this Area 1 Plan for Reorganization are to the 2011 version of the *Code of Iowa*. The accepted practice of Code citation is to format it as, "Iowa Code section 274.37, 2011." For purposes of brevity and readability, some Code references in this plan may specify the chapter and section numbers, without identification of the year or reference of "Iowa Code."



## Chapter Two

### Records of Keystone Area Education Agency 1 Reorganization Plans and Activities

As noted in the narrative of the plan, the development of area education agency reorganization plans, the revision of the plans, and the use of the plans during the reorganization petition process, all require certain actions to be taken by the AEAs and their boards of directors. The purpose of this appendix is to maintain a set of records that chronicles such actions by Keystone Area Education Agency 1.

Following is a list of tables:

Table Number	Table Name
Table 2-01	Adoption of Plans and Revisions of Plans
Table 2-02	Approval of Changes
Table 2-03	Transmittal of Plans to the Director of the Department of Education
Table 2-04	Further Surveys
Table 2-05	Assistance from the Director of the Department of Education
Table 2-06	Public Hearings
Table 2-07	Passed Reorganization Elections
Table 2-08	Dismissed Reorganization Petitions and Failed Reorganization Elections
Table 2-09	Certification of Dissolution Commissions
Table 2-10	Boundary Lines Changed by Concurrent Action
Table 2-11	Joint Board Actions

**Table 2-01**

**Record of Adoption of Plans and Revisions of Plans  
Since July 1, 1975**

**Iowa Code Section 275.1(3):** "...The area education agency boards shall develop detailed studies and surveys of the school districts within the area education agency and all adjacent territory for the purpose of providing for reorganization of school districts in order to effect more economical operation and the attainment of higher standards of education in the schools. The plans shall be revised periodically to reflect reorganizations which may have taken place in the area education agency and adjacent territory."

**Record of Adoption:**

<b>Dates</b>	<b>Notes</b>
July, 1980	Original plan
May 20, 1985	First revision
August 20, 1990	Reaffirmed May 20, 1985, Plan
December 21, 1992	Reaffirmed May 20, 1985, Plan
May 21, 2001	New plan adopted
June 18, 2012	Updated plan adopted
August 18, 2014	Updated plan adopted
June 19, 2017	Updated plan adopted
June 18, 2018	Updated plan adopted

**Table 2-02**

**Record of Approval of Changes  
Since July 1, 1993**

**Iowa Code Section 275.12 (1):** "A petition describing the boundaries, or accurately describing the area included therein by legal descriptions, of the proposed district, which boundaries or area described shall conform to plans developed or the petition shall request change of the plan, shall be filed with the area education agency administrator of the area education agency in which the greatest number of qualified electors reside..."

**Record of Changes:**

<b>Dates</b>	<b>Notes</b>
None	

**Table 2-03**

**Record of Transmittal of Plans to the Director of the Department of Education**

**Since July 1, 1975**

**Iowa Code Section 275.4, unnumbered paragraph 3:** “Completed plans shall be transmitted by the area education agency board to the director of the Department of Education.”

**Record of Transmittal:**

<b>Dates</b>	<b>Notes</b>
(not available)	Original plan October 20, 1980 (tentative approval prior to hearings—July 21, 1980)
May 21, 1985	First revision of above plan May 20, 1985, Adoption
(not available)	Above Plan Reaffirmed August 20, 1990
(not available)	Above Plan Reaffirmed December 21, 1992
May 22, 2001	New Plan Adopted May 21, 2001
June 19, 2012	Updated Plan Adopted June 18, 2012
August 19, 2014	Updated Plan Adopted August 18, 2014
June 19, 2017	Updated Plan Adopted June 19, 2017
June 18, 2018	Updated Plan Adopted June 18, 2018

**Table 2-04**

**Record of Further Surveys**

**Since January 1, 1992**

**Iowa Code Section 275.5:** "...Following receipt of a petition pursuant to section 275.12, the area education agency board shall review its plans and determine whether the petition complies with the plans which had been adopted by the board. If the petition does not comply with the plans which had been adopted by the board, the board shall conduct further surveys pursuant to section 275.4 prior to the date set for the hearing upon the petition. If further surveys have been conducted by the board, the board shall present the results of the further surveys at the hearing upon the petition."

**Section 275.9:** "When any school district is enlarged, reorganized, or changes its boundaries pursuant to the plans hereinabove provided for, such enlargement, reorganization, or boundary change shall be accomplished by the method hereinafter provided.

The provisions of sections 275.1 to 275.5, relating to studies, surveys, hearings and adoption of plans shall constitute a mandatory prerequisite to the effectuation of any proposal for district boundary change. It shall be the mandatory duty of the area education agency board to dismiss the petition if the above provisions are not complied with fully."

Further surveys and studies will be filed with the plan. These do not automatically indicate approval by the area education agency board of directors. The further surveys record includes those that were conducted or commissioned by the AEA, and those conducted by or commissioned by the school districts affected. The record of further surveys contains those that were presented at hearings upon petitions and those that were prepared in anticipation of petitions that did not materialize.

**Record of Further Surveys:**

<b>Dates</b>	<b>Districts Included in Surveys</b>	<b>Surveys Conducted by</b>
1992	Guttenberg	Department of Education
1993	Mar-Mac M-F-L	Department of Education
1995	Decorah North Winneshiek	Department of Education
1999	Central Garnavillo Guttenberg	Ghan Consulting, Inc.
2000	Decorah North Winneshiek	Ghan Consulting, Inc.

**Table 2-05**

**Record of Assistance from the Director of the Department of Education  
Since January 1, 2000**

**Iowa Code Section 275.4, unnumbered paragraph 2:** “In addition, the area education agency board shall consult with the director of the Department of Education in the development of surveys and plans. The director of the Department of Education shall provide assistance to the area education agency boards as requested and shall advise the area education agency boards concerning plans of contiguous area education agencies and the reorganization policies adopted by the State Board of Education.”

**Record of Assistance and Consultation:**

<b>Dates of Consultations</b>	<b>Notes</b>
May 24, 2000	Letter from Jim Tyson, Acting Chief, DE Bureau of Adm., Instruction, and School Improvement (in follow-up to a conversation a day earlier)

**Table 2-06**

**Record of Public Hearings**

**Iowa Code Section 275.4, unnumbered paragraph 1:** “In developing studies and surveys the area education agency board shall consult with the officials of school districts in the area and other citizens, and shall from time to time hold public hearings, and may employ such research and other assistance as it may determine reasonably necessary in order to properly carry on its survey and prepare definite plans of reorganization.”

**Record of Plan Hearings:**

<b>Dates</b>	<b>Locations</b>	<b>Notes</b>
August 11, 1980	Waukon	
September 15, 1980	Elkader	
October 20, 1980	Dubuque	(7-21-80 tentative adoption before hearing; 10/20 final plan adopted)
May 20, 1985	Elkader	May 20, 1985, plan adoption date
August 20, 1990	Elkader	Reaffirmed above plan
December 21, 1992	Elkader	Reaffirmed above plan
May 21, 2001	Elkader	May 21, 2001, Plan adoption date
June 18, 2012	Elkader	June 18, 2012, Plan adoption date

**Iowa Code Section 275.5:** “...Following receipt of a petition pursuant to section 275.12, the area education agency board shall review its plans and determine whether the petition complies with the plans which had been adopted by the board. If the petition does not comply with the plans which had been adopted by the board, the board shall conduct further surveys pursuant to section 275.4 prior to the date set for the hearing upon the petition. If further surveys have been conducted by the board, the board shall present the results of the further surveys at the hearing upon the petition.”

**Record of Petition Hearings:**

<b>Dates</b>	<b>Locations</b>	<b>Notes</b>
September 9, 1982 and continued Sept. 20, 1982	Elkader Elkader	Fayette-West Central reorganization petition
April 4, 1983	Elkader	Fayette-West Central reorganization petition (dismissed)
May 23, 1983 and continued May 31, 1983	Elkader and West Union	Fayette-North Fayette reorganization petition
July 19, 1993	Elkader	M-F-L/Mar-Mac reorganization petition
May 3, 2004	Elkader	Guttenberg-Garnavillo reorganization petition
November 7, 2012	Sumner	Sumner-Fredericksburg reorganization petition
October 17, 2016	West Union	North Fayette-Valley reorganization petition
October 16, 2017	Decorah	Decorah-North Winneshiek reorganization petition

**Table 2-07**

**Record of Passed Reorganization Elections  
Since July 1, 1975**

**Iowa Code Section 275.18(1):** When the boundaries of the territory to be included in a proposed school corporation and the number and method of the election of the school directors of the proposed school corporation have been determined as provided in this chapter, the area education agency administrator with whom the petition is filed shall give written notice of the election to the county commissioner of elections of the county in the proposed school corporation which has the greatest taxable base. The question shall be submitted to the voters at an election held on a date specified in section 39.2, subsection 4, paragraph "c" in the calendar year prior to the calendar year in which the reorganization will take effect.

**Iowa Code Section 275.20:** “The voters shall vote separately in each existing school district affected and voters residing in the entire existing district are eligible to vote upon the proposition to create a new school corporation and the proposition to levy the voter-approved physical plant and equipment levy under section 298.2, if the petition included a provision for a vote to authorize the levy. If a proposition receives a majority of the votes cast in each of at least seventy-five percent of the districts, and also a majority of the total number of votes cast in all of the districts, the proposition is carried.”

**Iowa Code Section 275.24:** “When a school district is enlarged, reorganized, or changes its boundary pursuant to sections 275.12 to 275.22, the change shall take effect on July 1 following the date of the reorganization election held pursuant to section 275.18.

**Iowa Code Section 275.27:** School districts created or enlarged under this chapter are community school districts and are part of the area education agency in which the greatest number of registered voters of the district reside at the time of the special election called for in section 275.18, and sections of the Code applicable to the common schools generally are applicable to these districts in addition to the powers and privileges conferred by this chapter. If a school district, created or enlarged under this chapter and assigned to an area education agency under this section, can demonstrate that students in the district were utilizing a service or program prior to the formation of the new or enlarged district that is unavailable from the area education agency to which the new or enlarged district is assigned, the district may be reassigned to the area education agency which formerly provided the service or program, upon an affirmative majority vote of the boards of the affected area education agencies to permit the change.

<b>Effective Date</b>	<b>Original Districts &amp; AEA Nos.</b>	<b>New District &amp; AEA No.</b>
July 1, 1984	Fayette (1) North Fayette (1)	North Fayette (1)
July 1, 1994	Mar-Mac (1) M-F-L (1)	MFL Mar Mac (1)
July 1, 2005	Garnavillo (1) Guttenberg (1)	Clayton Ridge (1)
July 1, 2014	Sumner (267) Fredericksburg (1)	Sumner Fredericksburg (267)
July 1, 2018	North Fayette (1) Valley (1)	North Fayette Valley (1)
July 1, 2019	Decorah (1) North Winneshiek (1)	Decorah (1)



**Table 2-08**

**Record of Dismissed Reorganization Petitions and Failed Reorganization Elections  
Since July 1, 1975**

**Iowa Code Section 275.15(1):** “At the hearing, which shall be held within ten days of the final date set for filing objections, interested parties, both petitioners and objectors, may present evidence and arguments, and the area education agency board shall review the matter on its merits and within ten days after the conclusion of any hearing, shall rule on the objections and shall enter an order fixing the boundaries for the proposed school corporation as will in its judgment be for the best interests of all parties concerned, having due regard for the welfare of adjoining districts, or dismiss the petition.”

**Iowa Code Section 275.17:** “If an area education agency board does not approve the change in boundaries of school districts in accordance with a petition, a petition describing the identical or similar boundaries shall not be filed for a period of six months following the date of the hearing or the vote of the board, whichever is later.”

**Iowa Code Section 275.22:** “ If the majority of the votes cast by the registered voters is in favor of the proposition, as provided in section 275.20, a new school corporation shall be organized. If the majority of votes cast is opposed to the proposition, a new petition describing the identical or similar boundaries shall not be filed for at least six months from the date of the election...”

**Record of Dismissed Petitions:**

Hearing Dates	Original Districts	AEA Numbers
April 24, 1983	Fayette West Central	1 1

**Record of Failed Elections:**

Election Dates	Original Districts	AEA Numbers
November 23, 1982	Fayette West Central	1 1

**Table 2-09**

**Record of Certification of Dissolution Commissions  
Since July 1, 1975**

**Iowa Code Section 275.51, unnumbered paragraph 4:** “The board of the school district shall certify to the area education agency board that a commission has been formed, the names and addresses of commission members, and that the commission members represent the various geographic areas and socioeconomic factors present in the district.”

**Iowa Code Section 275.53(1):** “The commission shall send a copy of its dissolution proposal or shall inform the board that it cannot agree upon a dissolution proposal not later than one year following the date of the organizational meeting of the commission.”

**Iowa Code Section 275.55(3):** “The proposition shall be adopted if a majority of the electors voting on the proposition approve its adoption.”

**Certification of Commission:**

<b>Date</b>	<b>District</b>
None	

**Failure of Commission to Agree:**

<b>Date</b>	<b>District</b>
None	

**Approval by Electors:**

<b>Date</b>	<b>Original District</b>	<b>Dis Receiving Territory</b>
None		

**Failure of Electors to Approve:**

<b>Date</b>	<b>District</b>
None	

**Table 2-10**

**Record of Boundary Line Changes by Concurrent Action  
Since July 1, 1975**

**Iowa Code Section 274.37, unnumbered paragraph 1:** “The boundary lines of contiguous school corporations may be changed by the concurrent action of the respective boards of directors at their regular meetings in July, or at special meetings called for that purpose. Such concurrent action shall be subject to the approval of the area education agency board but such concurrent action shall stand approved if the said board does not disapprove such concurrent action within thirty days following receipt of notice thereof. The corporation from which territory is detached shall, after the change, contain not less than four government sections of land.”

**Iowa Code Section 275.22:** “...If territory is excluded from the reorganized district, action pursuant to section 274.37 shall be taken prior to the effective date of reorganization...”

**Territory Exclusion/Inclusion:**

<b>Effective Date</b>	<b>Approval Date</b>	<b>Excluded From</b>	<b>Included In</b>
Not available	September 20, 1976 & February 15, 1980	Eastern Allamakee (Shaw) Allamakee (Rea) Possible corr. Allamakee (Reiser)	Allamakee Eastern Allamakee Eastern Allamakee
July 2, 1981	June 15, 1981	West Central Oelwein (Recker)	Oelwein West Central
July 1, 1983	August 6, 1982	North Winneshiek (Juve) Decorah (Folstad)	Decorah North Winneshiek
July 1, 1983	September 20, 1982	Valley Central	Central Valley
July 1, 1984	August 16, 1983	Dubuque (Felderman—via 274.13)	Bellevue (in AEA 9)
July 1, 1984	October 17, 1983	Decorah (Canterbury) North Winneshiek (Rosendahl)	North Winneshiek Decorah
July 1, 1984	May 31, 1983, & June 6, 1983, order	Fayette North Fayette (reorganization)	
July 1, 1985	September 17, 1984	Riceville (Burke & Elwood) Howard-Winneshiek (Dundee)	Howard-Winneshiek Riceville
July 1, 1989	January 16, 1989	Howard-Winneshiek (Shatek) New Hampton (Dvorak)	New Hampton Howard-Winneshiek
July 1, 1998	June 3, 1998	(25' east of the Guttenberg HS) U.S. Army Corp of Engineers	Guttenberg District (now Clayton Ridge)
July 1, 1999	January 18, 1999	West Delaware (Hermsen) Starmont (Vaske & Schaul-Morris)	Starmont West Delaware
July 1, 2004	November 17, 2003	Oelwein (Hamlett) Starmont (Kalb)	Starmont Oelwein
July 1, 2014	June 16, 2014	Fredericksburg (Chambers)	New Hampton

**Table 2-11**

**Record of Joint Board Actions  
Since July 1, 1975**

**Iowa Code Section 275.8(3):** “Planning of joint districts shall be conducted in the same manner as planning for single districts, except as provided in this section. Studies and surveys relating to the planning of joint districts shall be filed with the area education agency in which one of the districts is located which has the greatest taxable property base. In the case of controversy over the planning of joint districts, the matter shall be submitted to the director of the department of education. Judicial review of the director's decision may be sought in accordance with the terms of the Iowa administrative procedure Act, chapter 17A. Notwithstanding the terms of that Act, petitions for judicial review must be filed within thirty days after the decision of the director.”

**Iowa Code Section 275.16(1):** “If the territory described in the petition for the proposed corporation lies in more than one area education agency, the agency administrator with whom the petition is filed shall fix the time and place for a hearing and call a joint meeting of the members of all the agency boards in which territory of the proposed school corporation lies, to act as a single board for the hearing of the objections, and a majority of members of each of the agency boards of the different agencies in which any part of the proposed corporation lies, constitutes a quorum. The president of the board of directors of the area education agency in which the petition has been filed, or a member of the board designated by the president, shall preside at the joint meeting. The joint boards acting as a single board shall determine whether the petition conforms to plans or, if the petition requests a change in plans, whether a change should be made, and may change the plans of any or all the area education agency boards affected by the petition. The joint board shall determine and fix boundaries for the proposed corporation as provided in section 275.15 or dismiss the petition. The joint board may continue the hearing as provided in section 275.15.”

**Actions of Joint Boards:**

<b>Effective Dates of Action Dates</b>	<b>AEA Nos.</b>	<b>Districts</b>	<b>Joint Board Actions</b>
November 7, 2012	1 267	Fredericksburg Sumner	Petition approved

## Chapter Three

### Suggested Alternate Plans

**Iowa Code section 275.2**, in part, requires that, “The plans shall also include suggested alternate plans that incorporate the school districts in the area education agency into reorganized districts that meet the enrollment standards specified in section 275.3 and may include alternate plans proposed by school districts for sharing programs under section 28E.9, 256.13, 280.15, 282.7, or 282.10 as an alternative to school reorganization.”

**Iowa Code Section 275.3** in part notes that, “No new school district shall be planned by an area education agency board nor shall any proposal for creation or enlargement of any school district be approved by an area education agency board or submitted to electors unless there reside within the proposed limits of such district at least three hundred persons of school age who were enrolled in public schools in the preceding school year.” Keystone Area Education Agency 1 (AEA 1) currently has two districts below an enrollment of 300, as noted in Table 3-03:

Following is a list of tables:

Table Number	Table Name
Table 3-01	List of Districts in Keystone Area Education Agency
Table 3-02	List of Alternate Whole-Grade Sharing Plans
Table 3-03	List of Districts with Enrollment Less than 300
Table 3-04	List of Districts with Projected Enrollment Less than 300

**Table 3-01**

**Districts in Keystone Area Education Agency 1  
2017-18**

By Enrollment Size:

No.	County No.	Dist. No.	District	2017-18 Certified Enrollment	Statewide Rank from Smallest	Operates High School
1	33	6943	West Central	260.1	26	yes
2	96	4787	North Winneshiek	276.0	32	no
3	3	1972	Eastern Allamakee	325.1	45	yes
4	45	5508	Riceville	328.3	46	yes
5	33	6509	Turkey Valley	360.7	59	yes
6	33	6591	Valley	366.9	61	no
7	28	1989	Edgewood-Colesburg	414.0	71	yes
8	22	1080	Central	418.6	73	yes
9	96	6100	South Winneshiek	497.0	103	yes
10	22	2763	Clayton Ridge	571.4	132	yes
11	22	6175	Starmont	619.4	155	yes
12	28	4043	Maquoketa Valley	672.4	169	yes
13	3	5310	Postville	730.9	182	yes
14	22	4419	MFL MarMac	757.5	186	yes
15	33	4774	North Fayette	767.2	189	yes
16	19	4662	New Hampton	959.6	220	yes
17	3	135	Allamakee	1,094.2	232	yes
18	45	3029	Howard-Winneshiek	1,160.4	238	yes
19	33	4869	Oelwein	1,255.4	247	yes
20	96	1638	Decorah Community	1,367.1	256	yes
21	28	6950	West Delaware	1,442.9	263	yes
22	31	6961	Western Dubuque	3,099.5	305	yes
23	31	1863	Dubuque	10,506.8	325	yes
Area 1 Total:				28,251.4		
Average				1,228.3		
Number of Districts				23 of 333		

**Table 3-02**

**Alternate Whole-grade Sharing Plans  
2017-2018**

<b>School Districts</b>	<b>First Year</b>	<b>Grade Levels Receiving</b>	<b>Grade Levels Sending</b>	<b>Partner School Districts</b>
North Winneshiek	2002-2003	None	9-12	Decorah
Decorah	2002-2003	9-12	None	North Winneshiek
Valley	2013-2014	7-8	9-12	North Fayette
North Fayette	2013-2014	9-12	7-8	Valley

**Overview of Plans  
2017-2018**

**Iowa Code section 275.2**, in part, requires that, “The plans shall also include suggested alternate plans that incorporate the school districts in the area education agency into reorganized districts that meet the enrollment standards specified in section 275.3 and may include alternate plans proposed by school districts for sharing programs under section 28E.9, 256.13, 280.15, 282.7, or 282.10 as an alternative to school reorganization.”

**Iowa Code Section 275.3** in part notes that, “No new school district shall be planned by an area education agency board nor shall any proposal for creation or enlargement of any school district be approved by an area education agency board or submitted to electors unless there reside within the proposed limits of such district at least three hundred persons of school age who were enrolled in public schools in the preceding school year.”

Keystone Area Education Agency 1 (AEA 1) currently has two districts below an enrollment of 300, as noted in Table 3-03.

**Table 3-03  
Districts with Enrollment of Fewer than 300 Students**

<b>District</b>	<b>2017-18 Enrollment*</b>	<b>2018-19**</b>	<b>2019-20**</b>	<b>2020-21**</b>	<b>2021-22**</b>
North Winneshiek	276.0	286.1	288.1	289.8	291.6
West Central	260.1	259.7	261.5	263.1	264.7

\* Most current certified enrollment as of date revision of plan is being written.

\*\* Fall certified enrollment projections made by the Department of Education.



## **Guiding Principles for Reorganization**

The AEA board of directors will consider as it acts upon reorganization petitions presented to it and as it enters the order “fixing boundary lines.” These principles will apply to petitions presented by districts with less than 300 students, and they will apply to districts with more than 300 students that may be included in a reorganization petition.

### **A. Overriding reorganization principles.**

As the Keystone Area Education Agency 1 Board of Directors works with the reorganization process it embraces three overriding principles:

1. School district reorganization is a local issue. The decision to begin the process by circulating a petition is the sole responsibility of the district’s citizens and elected officials. The ultimate decision to vote for or against a reorganization proposal is within the realm of the registered voters of the districts involved.
2. The *Code of Iowa*, specifically Chapter 275, requires the area education agency and its board of directors to assume stated responsibilities and authorities. In general terms, those mandates relate to the development of the area education agency reorganization plan; relate to the governance of the petition process from the time the administrator is presented with such petition, to the AEA board of directors’ order to approve or disapprove an election; and relate to several other narrower responsibilities, such as the acceptance of a certification that a dissolution commission has been formed. The area education agency and its board of directors will be limited to those actions required by the Code, and to assistance that is specifically requested by the local districts which will not be in potential conflict with the mandates of the petition process.
3. The board of directors views the merger of school districts as the union of public business entities. The AEA encourages the local residents and boards of directors to determine if reorganization will result in improved services and programs, an enhancement in the efficiency and economical operations of the district or districts, and an increase in the value of the district or districts as assets to the residents of the communities and territories they serve. As required by Chapter 275 of the *Code of Iowa*, Keystone Area Education Agency 1 “shall, insofar as possible, authorize submission of proposals to the electors as they are developed and approved.”

### **B. Petition and boundary line principles.**

When acting upon reorganization petitions that may be presented to it, the area education agency board shall consider the following principles. These tenets are not stated in order of importance, and other factors may be considered.

1. The Keystone Area Education Agency Board encourages the local boards of directors to:
  - thoroughly study the reorganization conditions before submitting a proposal to the AEA;
  - involve the community in the study and decision-making process through the formation of citizens committees, open forums for the purpose of disseminating information, and group and personal contacts for obtaining citizen input; and
  - explore all options connected with the possible reorganization.

2. Reorganization studies and surveys shall be comprehensive, and they shall help determine whether the proposed district:
  - will have reasonable long-term stability;
  - will be able to comfortably meet the minimum educational standards and accreditation process required by the State of Iowa;
  - will be able to operate in an economical and efficient manner;
  - might experience open enrollment problems based upon existing open enrollment patterns and upon estimated potential open enrollment resulting from a reorganization;
  - will have adequate facilities for the combined student body or have a plan for the development of adequate facilities;
  - will form a reasonable geographic entity considering the outline of the territory, and the locations of the students, the municipalities, and the school structures;
  - will be comprised of compatible units as demonstrated by the existing individual districts through whole-grade sharing, moderate sharing agreements, and other forms of cooperation;
  - will be compatible with existing or planned regional high schools; and
  - will satisfy the “matters” expressed in Iowa Code sections 275.2 and 275.15.

When acting upon objections that request property to be removed from a proposed reorganization, the area education agency board will adhere to the mandates of Iowa Code section 275.15(2). As it rules upon the exclusion of territory, the decisions of the board, “shall represent a balance between the rights of the objectors and the welfare of the reorganized district.”

The Keystone Area Education Agency 1 Board of Directors recognizes that each reorganization petition situation is unique. At the deliberation upon the petition, the Board will first examine the petition according to the principles established in this plan. However, the Board reserves the right to add to those principles or detract from them as is warranted by each circumstance.

### **C. Suggested Alternate Plans**

As of the date of the approval of this plan, North Winneshiek Community School District currently sends their high school students to another district under the provisions of whole-grade sharing. North Winneshiek and Decorah Community School Districts will reorganize as Decorah Community School District on July 1, 2019. No suggested alternate plan is needed. In addition, West Central Community School District has certified enrollment of less than 300 students. The suggested alternate plan is listed below. The options are not listed in any priority.

1. If the **West Central Community School District** were to consider reorganizing, Keystone Area Education Agency 1 Board suggests it:

Present a petition to the area education agency requesting a reorganization with a contiguous district that results in a new district that meets the requirement of the Code at the time of this plan’s adoption and the principles defined under Overview of Plans in the Keystone Area Education Agency Plan for School District Reorganization, or that it dissolve. Contiguous districts that meet the requirements of the Code include the following in no particular order: Oelwein, Wapsie Valley, Sumner-Fredericksburg, North Fayette (North Fayette Valley on July 1, 2018), and Starmont Community School Districts.

2. Petitions filed by the districts listed in Table 3-03, by other districts in AEA 1, or by a district in AEA 1 jointly with a district in a contiguous area education agency, shall be presented and written in accordance with the provisions of the *Code of Iowa*. If necessary, such petition shall request a change in the AEA’s reorganization plan, and the request will be considered at the hearing on the petition.
  
3. Table 3-04 shows the projected certified enrollments of the three districts in Keystone Area Education Agency that are expected by Department of Education (DE) estimates to have less than 300 students in four years. It is important to note that the projections are only estimates.

**Table 3-04**  
**Districts with Projected Enrollment of Fewer than 300 Students**

District	2017-18 Enrollment*	2018-19**	2019-20**	2020-21**	2021-22**
Eastern Allamakee	325.1	312.7	323.8	299.1	298.5
North Winneshiek	276.0	286.1	288.1	289.8	291.6
West Central	260.1	259.7	261.5	263.1	264.7

\* Most current certified enrollment as of date revision of plan is being written.

\*\* Fall certified enrollment projections made by the Department of Education.

## Appendix A

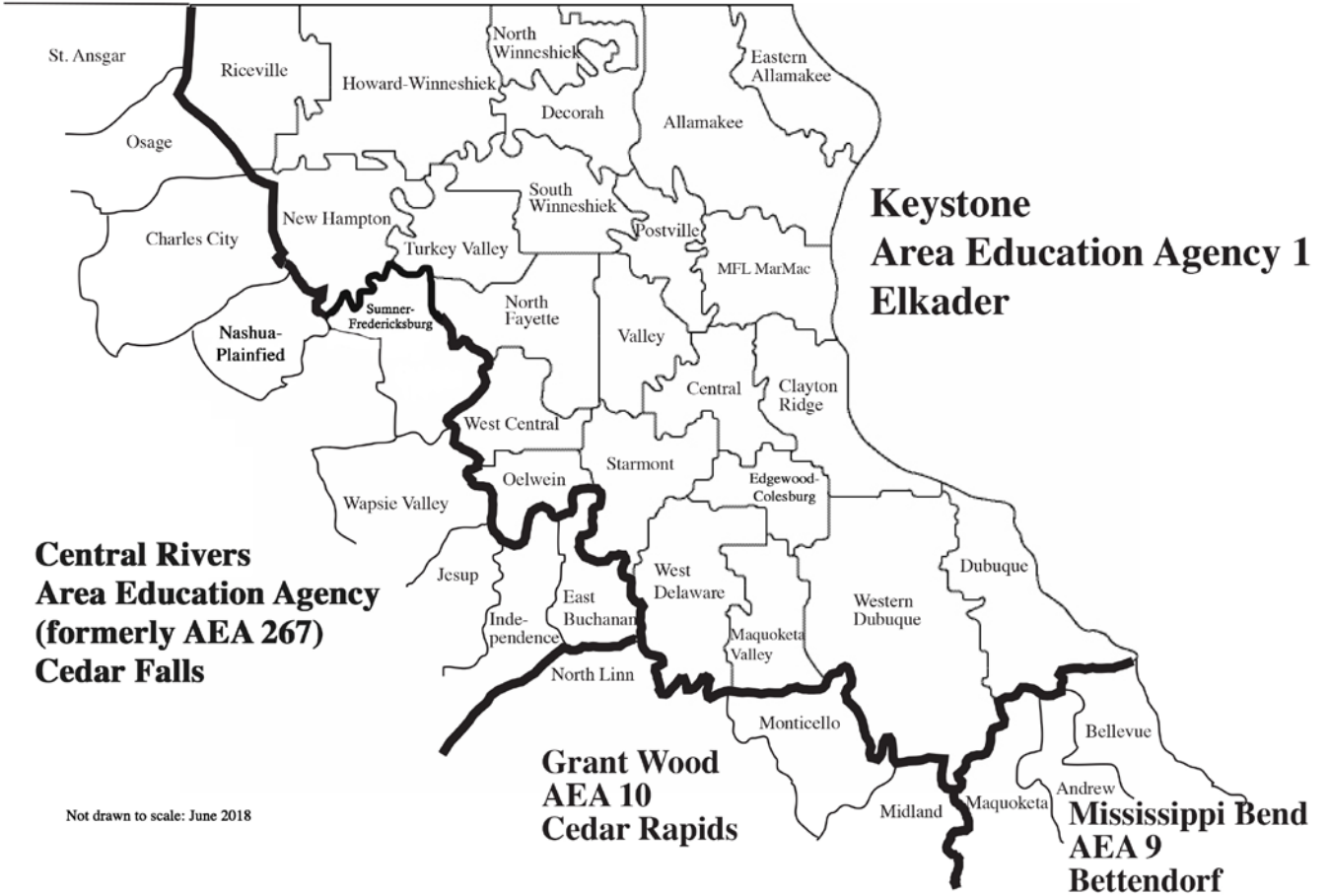
### Supporting Data for Districts in AEA 1

**Iowa Code Section 275.2:** “The scope of the studies and surveys shall include the following matters in the various districts in the area education agency and all districts adjacent to the area education agency: the adequacy of the educational program, pupil enrollment, property valuations, existing buildings and equipment, natural community areas, road conditions, transportation, economic factors, individual attention given to the needs of students, the opportunity of students to participate in a wide variety of activities related to the total development of the student, and other matters that may bear on educational programs meeting minimum standards required by law. The plans shall also include suggested alternate plans that incorporate the school districts in the area education agency into reorganized districts that meet the enrollment standards specified in section 275.3 and may include alternate plans proposed by school districts for sharing programs under section 28E.9, 256.13, 280.15, 282.7, or 282.10 as an alternative to school reorganization.”

Map A-01	Map of Keystone AEA 1 and Adjacent Districts: 2017-18
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**Map A-01**

**Map of Keystone AEA 1 and Adjacent Districts  
2017-18**



## Appendix B

### Supporting Data for Adjacent Districts

**Iowa Code Section 275.1(3):** "...The area education agency boards shall develop detailed studies and surveys of the school districts within the area education agency and all adjacent territory..."

The enrollment data for adjacent districts are attached to the area education plan as parts of Appendix B. The attachments of such data do not automatically indicate approval by the Area Education Agency 1 board of directors.

Table Number	Table Name
Table B-01	Adjacent Districts—Counter Clockwise
Table B-02	Enrollment of Adjacent Districts - Alphabetical

**Table B-01—Adjacent Districts**

**Counter Clockwise  
2017-18**

<b>No. Districts</b>	<b>AEA</b>	<b>County</b>	<b>District No.</b>	<b>Districts Counter Clockwise</b>
1	267	66	5751	St Ansgar
2	267	66	4995	Osage
3	267	34	1116	Charles City
4	267	19	4599	Nashua-Plainfield
5	267	9	6273	Sumner-Fredericksburg
6	267	9	6762	Wapsie Valley
7	267	10	3204	Jesup
8	267	10	3105	Independence
9	267	10	1963	East Buchanan
10	10	57	4777	North Linn
11	10	53	4446	Monticello
12	10	53	4269	Midland
13	9	49	4041	Maquoketa
14	9	49	243	Andrew
15	9	49	585	Bellevue

**Table B-02—Enrollment of Adjacent Districts****Alphabetical  
2017-18**

<b>No. Districts</b>	<b>AEA</b>	<b>County No.</b>	<b>District No.</b>	<b>District</b>	<b>2017-18 Certified Enrollment</b>
1	9	49	243	Andrew	238.3
2	9	49	585	Bellevue	581.2
3	267	34	1116	Charles City	1,501.7
4	267	10	1963	East Buchanan	567.9
5	267	10	3105	Independence	1,430.5
6	267	10	3204	Jesup	908.0
7	9	49	4041	Maquoketa	1,335.5
8	10	53	4269	Midland	535.1
9	10	53	4446	Monticello	993.6
10	267	19	4599	Nashua-Plainfield	612.8
11	10	57	4777	North Linn	609.2
12	267	66	4995	Osage	899.4
13	267	66	5751	St Ansgar	594.4
14	267	9	6273	Sumner-Fredericksburg	809.4
15	267	9	6762	Wapsie Valley	680.2



## Appendix C

### Further Surveys and Assistance

**Iowa Code Section 275.5:** "...Following receipt of a petition pursuant to section 275.12, the area education agency board shall review its plans and determine whether the petition complies with the plans which had been adopted by the board. If the petition does not comply with the plans which had been adopted by the board, the board shall conduct further surveys pursuant to section 275.4 prior to the date set for the hearing upon the petition. If further surveys have been conducted by the board, the board shall present the results of the further surveys at the hearing upon the petition."

**Iowa Code Section 275.16(1):** "...The joint boards acting as a single board shall determine whether the petition conforms to plans or, if the petition requests a change in plans, whether a change should be made, and may change the plans of any or all the area education agency boards affected by the petition...."

Further studies and surveys will be filed with the plan. Table C-01 is a listing of the reorganization studies conducted by the Department of Education since July 1, 1980.

Table C-01	Studies Conducted by Department of Education
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**Table C-01**

**Reorganization Studies Conducted in Area 1 by the Department of Education  
Since July 1, 1980**

Chronologically:

<b>District Name</b>	<b>Year</b>	<b>Study Type</b>
Mar-Mac	1987	full
M-F-L	1987	full
Mar-Mac	1988	full
Mar-Mac	1990	consult
Fredericksburg	1991	consult
Fredericksburg	1991	full
Mar-Mac	1991	finance
M-F-L	1991	finance
North Fayette	1991	consult
West Central	1991	consult
West Central	1991	full
Guttenberg	1992	consult
Valley	1992	supt share
Mar-Mac	1993	finance
M-F-L	1993	finance
Decorah	1995	data/combination
North Winneshiek	1995	data/combination
Central	1999	full
Garnavillo	1999	full
Guttenberg	1999	full
Decorah	2000	full
North Winneshiek	2000	full
Fredericksburg	2002	full
Fredericksburg	2005	full
Valley	2012	full

Some studies may have included districts in other AEA's.



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