

LLOYDMINSTER PUBLIC SCHOOL DIVISION

Submission to the Education Governance
Consultation Panel



A report submitted by: David Thompson, Chair
Board of Education
Lloydminster Public School Division

PRESENTATION AND FEEDBACK

Lloydminster is Canada's **only** Border City and with it comes
unique Bi-Provincial Circumstances and Considerations

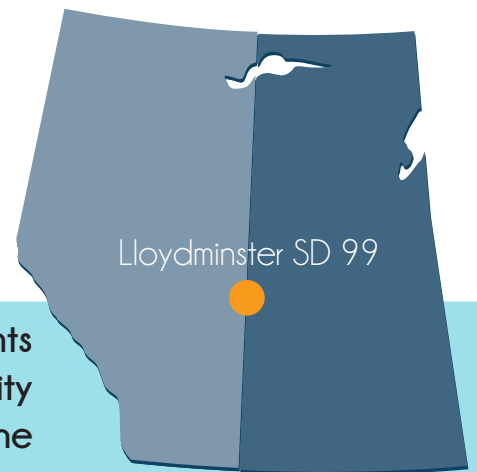


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Our board is very pleased to have this opportunity to provide feedback to the panel regarding the Educational Governance Review Report released last month. The economic challenges faced by the Province over the past two years has created a climate where educational organizations and their partners appear to be more open, at all levels, to wrestling with the difficult questions and challenges raised in Mr. Perrin's report. The Ministry is to be commended for seizing this opportunity to engage in what are sometimes difficult conversations as we look for better ways to use the available resources to achieve the goals outlined in The Saskatchewan Plan for Growth and the Education Strategic Sector Plan (ESSP).

As we review the options presented by Mr. Perrins and consider the implications for students, teachers and communities, our first priority remains the students of Lloydminster and our capacity to move forward with a focus on the goals established in the Education Strategic Sector Plan (ESSP). It is our hope that whatever option the Government chooses, the progress toward these goals will not be interrupted or the focus diluted even in the short term. Parents of children who are in school now do not want to see any delay in delivery of the improved learning opportunities proposed by the ESSP.



- Our first priority remains the students of Lloydminster and our capacity to move forward with a focus on the goals established in the Education Strategic Sector Plan

The aim of this submission is not to support the status quo. The data we have regarding student achievement and graduation rates together with the economic challenges faced by the province, speak to the need for change. We attempt to present a perspective on how those challenges may be met.

The Perrins Report provides important recommendations for "Shifts in Governance" in order to improve the learning opportunities for the students of the province. Following is feedback from the Lloydminster Public School Division regarding these recommendations.

Elected vs. Appointed Boards

It is our belief that the five challenges identified on pages 20 and 21 of the Educational Governance Review Report can all be met effectively through amendments to legislation, regulations and policy whether we have appointed or elected boards. Indeed, we believe that is the only way to meet those challenges. However, it would seem to be considerably less disruptive to continue with some form of elected boards working under new mandates, regulations and expectations.

If division boundaries can be realigned without massive changes it can be argued that there is a lower risk of interrupting or diluting the crucial focus on the goals established under the Educational Strategic Sector Plan.





FEEDBACK SOLUTIONS

1. Strategic Direction and Accountability

- We would welcome changes to legislation and regulations that would give greater clarity regarding Ministry standards and expected outcomes. Our neighboring province has achieved significant student achievement through strategic direction and the use of data to inform practice. This has been accomplished while their Ministry worked with 61 elected boards.
- While school division finances are audited and boards are held to a high level of financial accountability student learning, which is our core business, is not monitored with same laser-sharp focus.
- As the Ministry looks for efficiencies it is reasonable to question the number of members required for effective governance. Some boards, including ours, may be larger than they need to be.
- Although a discussion of the role of the two Universities' faculties of education in the preparation of teachers does not properly belong in this report, it is a related issue that merits debate. The Ministry, in co-operation with school divisions, could develop strategies that would address concerns in this area. To move the dial on these issues strategies would need to be broad enough to meet the needs of teachers coming to us from other provinces.

2. Effectiveness

- As noted above we, like most Saskatchewan boards, consider a focus on student learning, guided by the goals of the ESSP to be our number one priority. The work that has been done under the ESSP and the results we have begun to see demonstrate the power of working together toward common and clearly understood goals.
- To assure effectiveness monitoring of outcomes is essential. Good data regarding outcomes will inform teacher practice and support the work of the board.

3. Efficiency

- There is a general consensus that the rising cost of delivering quality education in Saskatchewan has created a pattern that is not sustainable. Our board has begun to examine decision making through the lens of sustainability. Early results are promising but there is room for improvement. Some decision making, with accountability, has been decentralized to the school level with excellent results. When leadership at the school level develops a sense of ownership with an entrepreneurial attitude resources are used wisely and more efficiently (see Appendix C for examples). That same attitude leads to creative learning opportunities. As divisions become larger with decision makers and supervisors farther removed it becomes more challenging to foster these attitudes at the school level.

- The work of the Provincial Leadership Team has been helpful but perhaps more with regard to changing attitudes than in terms of actual costs that have been reduced to date. Efficiencies discovered through this effort have generally not saved money but rather moved resources to a different budget line, hopefully to improve results. There is much more that can be done in this regard but the good news is that a new direction has begun. Creative strategies are required to move this forward significantly. Perhaps mandating the full cooperation of all school divisions in terms of sharing data and cooperating with inter-division strategic planning may be necessary.
- Clarity around the Ministry's expectations regarding what is reasonable to spend on administration and governance would facilitate good budget planning. The line between administration and instruction (for example salary costs of a superintendent of curriculum vs the salary costs of an in-scope coordinator of curriculum) is not clear and appears to be reported differently by some school divisions. If these issues were defined clearly the Ministry could control the cost through a funding envelop for those specific purposes. A similar approach could be used to fund Locally Determined Terms and Conditions (LDTC).
- The options, which move administrative offices farther from schools, create efficiency challenges since those who deliver specialized services to students spend increasing amounts of time traveling. In this way the education sector is very different from the health sector. Historically individuals have traveled to health care providers at their own expense and on their own time. In education it is necessary for service providers to travel, at board expense, to schools where students are located.
- Recently released comparative data indicating costs incurred by Saskatchewan School Boards for governance, administration, instruction and LDTC agreements was very informative and instructive for us in spite of the fact that it may not yet be finely tuned. We are in the process of creating a long range strategy to reduce administrative costs. Although some cost reductions are available in the short term, some significant costs will be reduced with administrative realignments as job descriptions are adjusted, transfers arranged and employment contracts permit change without incurring severance costs. These changes will direct a greater percentage of resources to instruction.

4. Consistency/Standardization

- As trustees we would welcome provincial guidelines (or regulations) that would establish fair and equitable rates for remuneration and for expenses while conducting board business.
- We have appreciated the Ministry's financial support for the School Board Member Education and Certification Program modules and would welcome other opportunities to support the growth of trustee skill sets. The mandatory approach may be better received if it was applied after candidates were elected rather than as a barrier to running for office. It would increase the challenge of recruiting interested individuals if the whole slate of candidates had to be trained before becoming candidates. A matrix developed by the Ministry [or through collaboration between the Ministry and a school board(s)] for identifying trustee skills, important for the effective discharge of their duties, would assist boards when identifying training and professional development for their members.

- A provincial pay grid for out-of-scope personnel will not necessarily reduce costs. Leveling up is typically experienced in these situations.
- School Boards and teachers appear to be ready to develop a new understanding around which issues should be bargained at the local level vs the provincial level. Those discussions should produce greater equity and in turn more support from the tax payer.

5. Participation

- Participation of parents, particularly those from First Nations, seems most achievable through a governance structure at the local level. To close the achievement gap between indigenous and non-indigenous students, indigenous participation at the decision making level is imperative.
- All parents should have easy access to decision makers when they have concerns regarding the school experiences of their children. If governance is moved farther away from the community this becomes difficult for parents.
- Lloydminster Public School Division has scheduled times when middle years and secondary students meet with the board to talk about their learning in terms of both the positive experiences they have had and the barriers to success they have experienced or barriers they see for their classmates. This has been a rich and informative experience for the board. These dialogues have been facilitated by scheduling some board meetings in schools. This level of participation would be impossible if the governance structure were moved away from the community.
- The role of SCCs merits further examination regarding what makes them effective. The level of participation and their effectiveness varies widely from school to school and community to community.
 - Most SCC members have told us clearly that they do not want to have a role at the division level. They tend to be young parents who are very busy with work and the activities that involve their children. They are happy to volunteer time to make things better for their child's or their children's school. They most often have a one-school focus and generally do not serve long term. They are most engaged when their children are in the elementary grades.

CONSIDERATIONS CHALLENGES

A Complex Question: Should Lloydminster Public School Division be considered for potential amalgamation with part or all of another Saskatchewan school division(s)?

We recognize that the Government of Saskatchewan has the authority, and indeed the responsibility, to make decisions regarding what is best for the students of the province. Likewise, members of the Lloydminster community want to have a voice in what is best for the students of their community.

Changes to the boundaries of LPSD, other than those defined in the Lloydminster Charter, will create significant challenges to the delivery of education within a context informed by two provincial mandates.

As potential boundaries expand into Saskatchewan increasing complexities arise. If the boundaries were extended north of the Saskatchewan River or east of the Maidstone attendance area, the division would be in two time zones for nearly half of the school year. This challenge, like most of the others noted in this submission, can be managed but each has implications for efficient use of staff time. Crossing a time zone line makes it more difficult to efficiently align times for case conferences and meetings between parents and specialized service providers. The farther the boundaries are extended into Saskatchewan the greater the difficulty of administering the division in a way that is seamless and equitable for students and teachers. Some of the challenges are outlined below.

Lloydminster Charter Amendment

- Lloydminster Public and the community of Lloydminster are feeling very vulnerable as a result of the 2012 amendment to the Lloydminster Charter. The 2012 amendment was unbeknownst to all stakeholders involved in the delivery of educational services within the City of Lloydminster, including the City of Lloydminster and the Alberta and Saskatchewan Ministries of Education.
- The pre 2012 charter provided Alberta residents within the City of Lloydminster with an ability to advocate to their Government regarding fundamental changes to the delivery of Education. The current charter has removed this basic right of access from Alberta residents within the City of Lloydminster which leaves these individuals with significantly less rights than other Albertans.

Lloydminster Charter Pre 2012:

- *Power to amend Public School Scheme 374*
- *All such changes may be made by complementary orders in council in the Lloydminster Public School Scheme as may be necessitated by the amalgamation of the Town of Lloydminster and the Village of Lloydminster and, upon any such change being made, it shall have effect as if the change had been incorporated in this Charter.*

Lloydminster Charter Post 2012:

- *Fundamental Changes: Division 2 - Amalgamations*
Amalgamation of school districts
- *71(1) Nothing in this charter prohibits the amalgamation of school divisions.*
- *(2) If the boundaries of the Lloydminster Public School Division or the Lloydminster Roman Catholic Separate School Division are revised pursuant to The Education Act, 1995 (Saskatchewan) to include lands other than those specified in this Charter, Alberta is not responsible for any costs associated with schools located on those lands or students residing on those lands.*

Bi-Provincial Funding

- The Lloydminster Charter clearly establishes a funding structure that has served the educational sector very well for the past 84 years. Within this formal structure, students are funded based on their province of residency and each Board of Education then harmonizes that funding to provide a seamless service to students of Lloydminster Public and Catholic school division. The restrictions within the charter that ensure Alberta funding remains within the City of Lloydminster would make it difficult, if not impossible to provide equitable service across an expanded division that would not be bound by a seamless delivery philosophy.
- The Lloydminster Charter provides clarity for assessing, planning and funding for major capital projects. College Park School and St. Thomas School, two recent projects within the City of Lloydminster were cost shared with Alberta Education based on the percentage of student residing in each province. Saskatchewan Education was responsible for approximately 40% of the total cost of these projects, a reasonable investment for the improvement in service. Expansion of boundaries for either school division beyond their current definition within the charter would create significant difficulties with regards to how capital projects would be funded and would create an administrative and governance challenge in trying to ensure that facilities surrounding Lloydminster, but within the newly defined school divisions were treated equitably. These same arguments apply for Maintenance and Renewal funding as currently there are significant differences in this allocation between Alberta and Saskatchewan which would create the same challenge of equitable service across an amalgamated boundary.
- Equity for all Lloydminster students is a challenge that arises from differential funding by the two provinces. The equity principle has always been important to the residents of Lloydminster, indeed, so important that the City established a municipal levy (imbedded in the Lloydminster Charter) to ensure equity of opportunity and seamless delivery of services to students across the City. This allows the school division to ensure services such as Pre-Kindergarten, Drivers Education and Transportation are delivered equitably regardless of province of residence or school attended within the City of Lloydminster.

Concerns of Lloydminster's Alberta Residents

- If the government were to choose a governance option that moved the center of governance away from Lloydminster to somewhere in Saskatchewan, early indications appear to show grave concern among Alberta residents of the city. Some have begun to suggest that this would lead to a demand that the Charter be reopened with a view to rewriting some of the rules related to how educational services are delivered in Lloydminster. Some are suggesting that under those circumstances the city would want to see the Public School Division become an Alberta school division.

- In such circumstances our board would not look forward to discussions which could lead to a number of unintended consequences. If through this process we lose the confidence of the Lloydminster City Council or the Alberta Government the integrity of the Lloydminster Charter could break down and we could lose the gains made during the last 84 years. In any event, a long period of uncertainty while various interest groups debated the related issues would certainly drain energy and focus away from our first priority which is the pursuit of the goals established under the ESSP.

Community Background

Our submission attempts to address some of the larger issues in the report but with particular reference to the challenges faced in Lloydminster, a community established in 1903 and subsequently divided when the provincial border was drawn in 1905. For 111 years the community has been challenged by the issues that arise from the fact that a provincial border runs through our community. As each new challenge presents itself, as some in this Report do, there are no precedents to guide us since Canada has no other border city. Our own history teaches us the value of what we have accomplished in spite of, and sometimes because of, the challenges of border issues.

The two governments have worked together with the local community to establish a charter that would allow the community to function as one entity and provide equity of services and opportunities regardless of which side of the border students reside.

The charter has not removed the educational challenges we face as a border city but it has provided some tools to address many of the issues. The two provincial ministries have been great partners to work with as has the City of Lloydminster as we continue to address challenges created by differential legislation, regulation and funding. We are very grateful for the cooperation we have experienced with the three governing authorities.

The small community established by the Barr Colonists in 1903 has grown to **31,377 residents, approximately 63% of whom reside on the Alberta side of the border** (2015 Municipal Census data). In 2013 the City of Lloydminster engaged a consulting firm, ISL Engineering and Land Services, to examine population growth the city has experienced in recent years and to prepare projections for land use, overall population and school enrollments. Table 1 (Appendix A) indicates a pattern of strong growth from the time of the first Federal Census in 1906. Table 3 (Appendix A) shows an average annual growth rate of 3.2% over the last 50 years with an average growth rate of 3.0% during the five year period of the last Federal Census (Data from the 2016 Federal Census has not been released yet). Lloydminster's historic growth rates are most similar to Grande Prairie among comparator municipalities.

Of the two provinces, Lloydminster's historic growth rates are closer to those of Alberta while being 16 times higher than Saskatchewan's growth rate experienced over the last 50 years (Table 4, Appendix A).

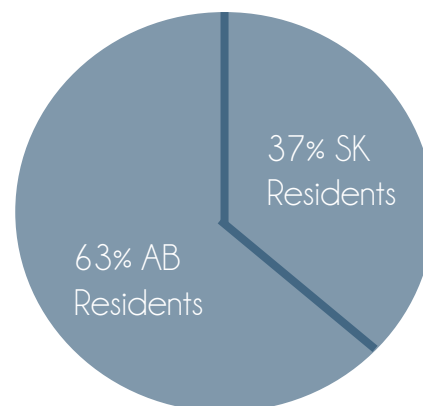
ISL Engineering used low, medium and high growth rate scenarios to create population projections. Table 6 (Appendix A) projects a city population of **39,742** for the year 2026 and a population of **51,307** for the year 2041 using the Medium Scenario. From table 5 (Appendix A) we see that Lloydminster has the second lowest **median age (32.2 years)** of population, behind Grande Prairie, and the **highest average children per census family** (tied with Prince Albert).

In 2013, Yates, Thorn & Associates created the Lloydminster Community Facilities Master Plan for the benefit of the City of Lloydminster and the two school divisions. Their study projected enrollments using low, medium and high growth rates. The tables in Appendix B indicate a projected enrollment, for Lloydminster Public School Division, of nearly **5000 students by 2026**.

It is noteworthy that even during the last two years while the economy has experienced a downturn, our enrollments have grown. The background information regarding our community demonstrates that growth is not a recent phenomenon but rather a long standing pattern. From 1906 to the present, most five-year Canadian Census reports show growth that averages 15%. Recent announcements by Husky Energy of their intention to invest one billion dollars in capital projects in the Lloydminster area in addition to their aim to double the output capacity of the Lloydminster Husky Refinery, predict further growth for our community. The ISL Engineering population projection of 51,307 to be reached in less than 25 years continues to appear very realistic.

Important to Note:

Lloydminster Division of Residents




Summary

It is interesting to note information provided by the Organization for Economic Co-operation and Development (OECD), reported on page 9 of the report. They observe that governance is only one element of the context in which learning occurs. The experience of our neighbours to the West is noteworthy where students have ranked high on the Programme for International Student Assessment (PISA) and the Pan-Canadian Assessment Program (PCAP) for many years in a jurisdiction that has 61 elected boards.

While the Perrins Report laments that graduation rates have “plateaued, remaining between 73 and 75 percent for the past 10 years” LPSD graduation rates have improved significantly. Graduating “on time” rates have moved from 67 percent in 2009 to between 78 and 85 percent during the last three years. The five-year completion rate has risen to 89 percent as of June 2016.

The Report notes grade three reading levels for the province have increased from 65 percent in 2013 to 74 percent in June 2016. During that time period the percentage of LPSD grade three students reading at grade level has grown to 80 percent. This observation is offered simply to underscore that change is achieved through a focus on goals and using data to inform practice. With this approach both Lloydminster school divisions have surpassed the goals set under the ESSP for reading levels at the grade three level and for graduation rates.




As elected officials we must represent the interests of all residents of Lloydminster and consider what is best for their students. In this consideration, a tipping point would be reached if the government proposed an option that would move governance away from the community. The residents of Lloydminster and particularly those on the Alberta side of the city, who are the majority, would ask why is this in the best interests of our students. PISA results place Saskatchewan in tenth place among the Canadian provinces while the same measure consistently places Alberta at or near first place. Confronted with that comparison, Lloydminster residents may press their elected representative for changes to the Lloydminster Charter.

Although our board would like to remain part of the Saskatchewan education community and continue to work collaboratively with other boards to improve the learning outcomes for all Saskatchewan students, this must not be done at the expense of Lloydminster students.

We wish to thank the Panel for providing this opportunity to share perspectives from our school division. We look forward to further opportunities to participate in shaping educational change for the improvement of student learning.

David Thompson, Chair
Board of Education
Lloydminster Public School Division



APPENDIX A

Population and Demographics



LLOYDMINSTER PUBLIC SCHOOL DIVISION



2.0 Population and Demographics

2.1 Historic Population Growth

Table 1 illustrates the City of Lloydminster's historic population growth since 1906 according to federal census results, while Table 2 illustrates historic population growth since 2005 according to municipal census results. Overall and average annual growth rates between federal censuses (every five years) and municipal censuses (varies from two to four years) are provided. The overall and average annual absolute growth is also provided and growth levels are assigned based on the average annual growth rates observed.

Table 1: Historical Population Growth, 1906-2011 Federal Censuses

Year	Population	Overall Growth Rate	Average Annual Growth Rate ¹	Absolute Growth	Average Annual Absolute Growth	Growth Level ²
1906	519					
1911	663	27.7%	5.0%	144	29	high
1916	788	18.9%	3.5%	125	25	high
1921	755	-4.2%	-0.9%	-33	-7	low
1926	1247	65.2%	10.6%	492	98	high
1931	1516	21.6%	4.0%	269	54	high
1936	1420	-6.3%	-1.3%	-96	-19	low
1941	1,624	14.4%	2.7%	204	41	high
1946	1,833	12.9%	2.5%	209	42	moderate
1951	3,938	114.8%	16.5%	2,105	421	high
1956	5,077	28.9%	5.2%	1,139	228	high
1961	5,667	11.6%	2.2%	590	118	moderate
1966	7,071	24.8%	4.5%	1,404	281	high
1971	8,691	22.9%	4.2%	1,620	324	high
1976	10,311	18.6%	3.5%	1,620	324	high
1981	15,031	45.8%	7.8%	4,720	944	high
1986	17,356	15.5%	2.9%	2,325	465	high
1991	17,283	-0.4%	-0.1%	-73	-15	low
1996	18,953	9.7%	1.9%	1,670	334	moderate
2001	20,988	10.7%	2.1%	2,035	407	moderate
2006	24,028	14.5%	2.7%	3,040	608	high
2011	27,804	15.7%	3.0%	3,776	755	high

¹ Compounded average annual growth rates.

² For the purpose of this analysis, a "low" growth level is an average annual growth rate of less than 1.0% and a "high" growth level is an average annual growth rate of greater than 2.5%. A "moderate" growth level is an average annual growth rate of between 1.0% and 2.5% inclusive.



In addition to these observations, the Lloydminster census agglomeration³ experienced the tenth-highest population growth between 2006 and 2011⁴ among Canada's 114 census agglomerations according to the 2011 federal census. Its five-year growth rate over this period was 14.0%.⁴

Table 3 illustrates the City's growth rates over various intervals from 2011, ranging from the past 5 years to the past 50 years.

Table 3: Average Population Growth, Selected Timeframes to 2011

Timeframe Ending in 2011	Overall Growth Rate	Average Annual Growth Rate ⁵	Absolute Growth	Average Annual Absolute Growth
Last 50 years	390.6%	3.2%	22,137	443
Last 45 years	293.2%	3.1%	20,733	461
Last 40 years	219.9%	2.9%	19,113	478
Last 35 years	169.7%	2.9%	17,493	500
Last 30 years	85.0%	1.8%	12,773	426
Last 25 years	60.2%	1.9%	10,448	418
Last 20 years	60.9%	2.4%	10,521	526
Last 15 years	46.7%	2.6%	8,851	590
Last 10 years	32.5%	2.9%	6,816	682
Last 5 years	15.7%	3.0%	3,776	755

Key observations from Table 3

- Over the 50-year interval (1961-2011), the City's population has increased an average of 3.2% annually.
- Between the last two federal censuses (2006-2011), the population has increased an average of 3.0% annually.
- The lowest average annual growth rate among the various intervals was 1.8% over the 30-year interval (1981-2011).

Lloydminster's sustained moderate-to-high historical population growth pattern is reflective of several factors, including the following:

- the City's significant role in the oil and gas industry;
- its role as a regional service centre for eastern Alberta and western Saskatchewan;
- its nearly equidistant location along the Yellowhead Highway between Edmonton and Saskatoon; and
- its quality of life and smaller city atmosphere that makes it attractive to families.

³ A census agglomeration (CA), as defined by Statistics Canada, is an "area consisting of one or more neighbouring municipalities situated around a core." To become a CA, it "must have a core population of at least 10,000", and it may be promoted to census metropolitan area (CMA) when it has "a total population of at least 100,000 of which 50,000 or more live in the core." The Lloydminster CA includes the adjacent RM of Wilton No. 472 to the southeast within Saskatchewan as well as the villages of Lashburn and Marshall.

⁴ "The Canadian Population in 2011: Population Counts and Growth". Population and dwelling counts, 2011 Census. Table 3: Census agglomerations with the highest population growth between 2006 and 2011.

Ottawa: Statistics Canada. February 2012. p. 16. Catalogue no. 98-310-X2011001.

ISBN 978-1-100-19962-7.

⁵ Compounded average annual growth rates.

2.2 Comparator Municipalities

Table 4 compares historic population growth rates over selected timeframes with other municipalities in Alberta and Saskatchewan that are larger with similar economies and also serve as regional service centres (Grande Prairie, Medicine Hat, Prince Albert and Red Deer).

Table 4: Population Growth Rate Comparisons

Comparable Municipality or Province	Federal Census Populations					Average Annual Growth Rates over Selected Timeframes to 2011 ⁵			
	1961	1981	2001	2006	2011	Last 50 Years	Last 30 Years	Last 10 Years	Last 5 Years
Grande Prairie	8,352	24,263	36,983	47,076	55,032	3.8%	2.8%	4.1%	3.2%
Lloydminster	5,667	15,031	20,988	24,028	27,804	3.2%	2.1%	2.9%	3.0%
Medicine Hat	24,484	40,380	51,249	56,997	60,005	1.8%	1.3%	1.6%	1.0%
Prince Albert	24,168	31,380	34,291	34,138	35,129	0.8%	0.4%	0.2%	0.6%
Red Deer	19,612	46,393	67,707	82,772	90,564	3.1%	2.3%	3.0%	1.8%
Alberta	1,331,944	2,237,724	2,974,807	3,290,350	3,645,257	2.0%	1.6%	2.1%	2.1%
Saskatchewan	925,181	968,313	978,933	968,157	1,033,381	0.2%	0.2%	0.5%	1.3%

Key observations from Table 4

- Lloydminster's historic growth rates are most similar to those of Grande Prairie among the comparator municipalities.
- Of the two provinces, Lloydminster's historic growth rates are closer to those of Alberta.

2.3 Demographics

Table 5 compares various demographic characteristics of the City of Lloydminster with the same municipalities in Alberta and Saskatchewan compared in Table 4 above that are larger with similar economies and also serve as regional service centres. The demographic characteristics of Alberta and Saskatchewan are also compared.


Table 5: Demographic Characteristics Comparisons

Demographic Characteristic ⁶	Grande Prairie	Lloydminster	Medicine Hat	Prince Albert	Red Deer	Alberta	Saskatchewan
Median Age of Population	30.3	32.2	39.8	34.7	34.7	36.5	38.2
Average Children per Census Family	1.1	1.2	0.9	1.2	1.0	1.1	1.1
Average Persons in Private Households	2.6	2.6	2.3	2.5	2.4	2.6	2.5
Percent Low Density Residential Dwellings	73%	73%	73%	69%	66%	72%	79%
Total Occupied Private Dwellings	21,180	10,610	25,445	13,635	36,350	1,390,275	409,645
Low Density Residential Dwellings ⁷	15,555	7,700	18,455	9,415	23,825	1,001,700	324,000
Other Residential Dwellings ⁸	5,625	2,920	6,995	4,230	12,525	388,575	85,645
Median Income in 2005, All Census Families (\$)	83,832	80,183	66,625	53,083	72,609	73,823	58,563

Key observations from Table 5

- Lloydminster has the second lowest median age of the population (behind Grande Prairie).
- Lloydminster has the highest average children per census family (tied with Prince Albert).
- Lloydminster has the highest average persons in private households (tied with Grande Prairie).
- Lloydminster has the highest percentage of low density residential dwellings (tied with Grande Prairie and Medicine Hat).
- Lloydminster has the second highest median income in 2005 of all census families (behind Grande Prairie).

These observations confirm that the City of Lloydminster is a community that is attractive to young families with high income.

Figure 2 presents the age and gender of Lloydminster's population in five-year cohorts from the 2011 federal census. Figures 3 and 4 present the same for the provinces of Alberta and Saskatchewan, pro-rated to Lloydminster's 2011 population of 27,804.

⁶ All demographic characteristics are from the 2011 federal census as published by Statistics Canada except for medium income of all census families, which is from the 2006 federal census.

⁷ Consists of single detached housing and semi-detached housing as defined by Statistics Canada in the 2011 federal census.

⁸ Consists of all other residential housing structure types as defined by Statistics Canada in the 2011 federal census.

Table 6: Alternative Population Growth Forecasts

Year	Low Scenario			Medium Scenario			High Scenario		
	Pop.	Rate	Change	Pop.	Rate	Change	Pop.	Rate	Change
2011	27,804	–	–	27,804	–	–	27,804	–	–
2016	30,800	10.8%	2.1%	31,721	14.1%	2.7%	32,671	17.5%	3.3%
2021	33,764	9.6%	1.9%	35,750	12.7%	2.4%	37,810	15.7%	3.0%
2026	36,571	8.3%	1.6%	39,742	11.2%	2.1%	43,052	13.9%	2.6%
2031	39,193	7.2%	1.4%	43,643	9.8%	1.9%	48,315	12.2%	2.3%
2036	41,668	6.3%	1.2%	47,477	8.8%	1.7%	53,605	10.9%	2.1%
2041	44,053	5.7%	1.1%	51,307	8.1%	1.6%	58,983	10.0%	1.9%

Figure 9: Alternative Population Growth Forecasts

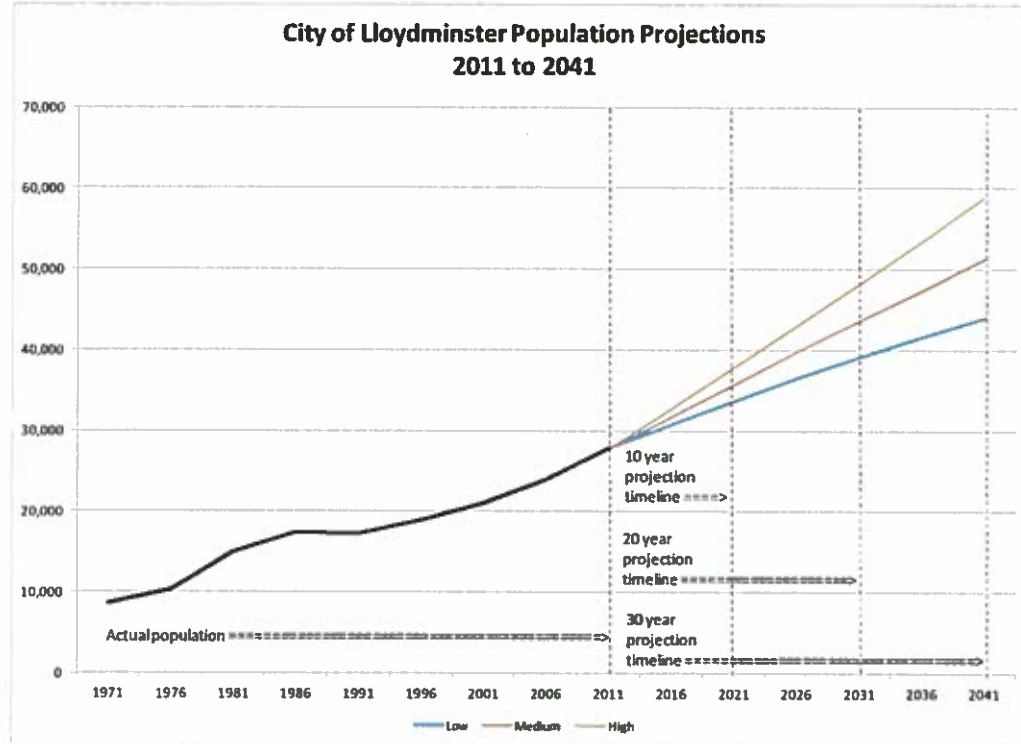


Table 7 illustrates a comparative summary of the three future population growth scenarios. The total population changes, the overall rates of change, and the average annual growth rates are presented for all three scenarios over the 30-year period.

APPENDIX B

Enrolment Projections

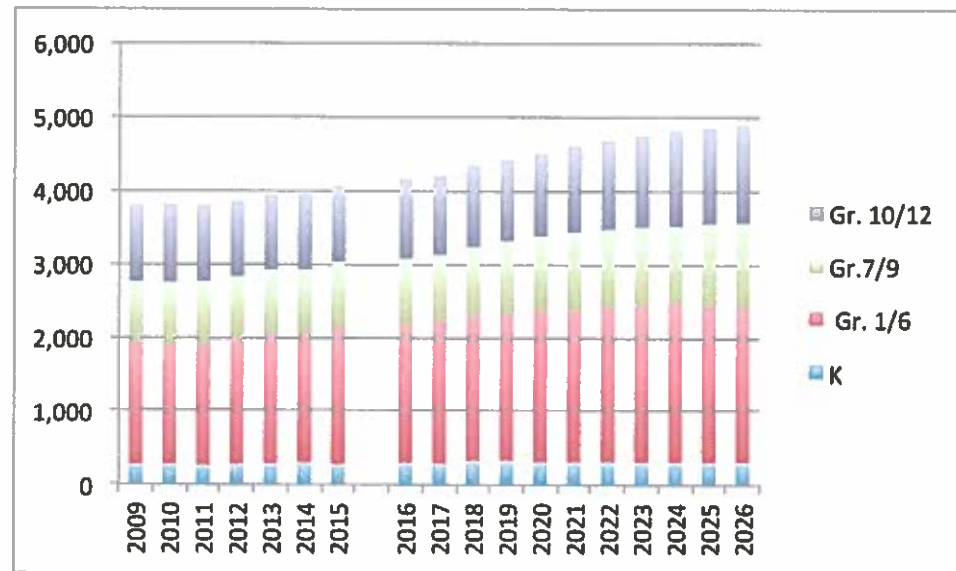


LLOYDMINSTER PUBLIC SCHOOL DIVISION

Lloydminster Public SD

Overall, the enrolment continues to grow steadily from just under 4,000 at present (2015) to 4,900 in 2026. This change of about 20% is spread fairly evenly across the grades.

	K	Gr. 1/6	Gr.7/9	Gr. 10/12	Total
2009	280	1,654	831	1,034	3,799
2010	284	1,621	850	1,059	3,814
2011	267	1,635	860	1,032	3,794
2012	286	1,697	844	1,026	3,853
2013	289	1,740	887	1,029	3,945
2014	303	1,763	851	1,070	3,987
2015	283	1,855	894	1,031	4,063
2016	304	1,879	887	1,088	4,157
2017	293	1,931	905	1,074	4,203
2018	331	1,956	952	1,103	4,341
2019	333	2,012	971	1,103	4,419
2020	313	2,064	1,005	1,127	4,508
2021	314	2,070	1,048	1,181	4,613
2022	314	2,106	1,052	1,207	4,680
2023	315	2,119	1,074	1,248	4,757
2024	315	2,145	1,056	1,304	4,820
2025	313	2,126	1,114	1,304	4,858
2026	312	2,103	1,149	1,331	4,896



Lloydminster Public SD

If either the high or low birth projections become the trend, then enrolments will be altered.

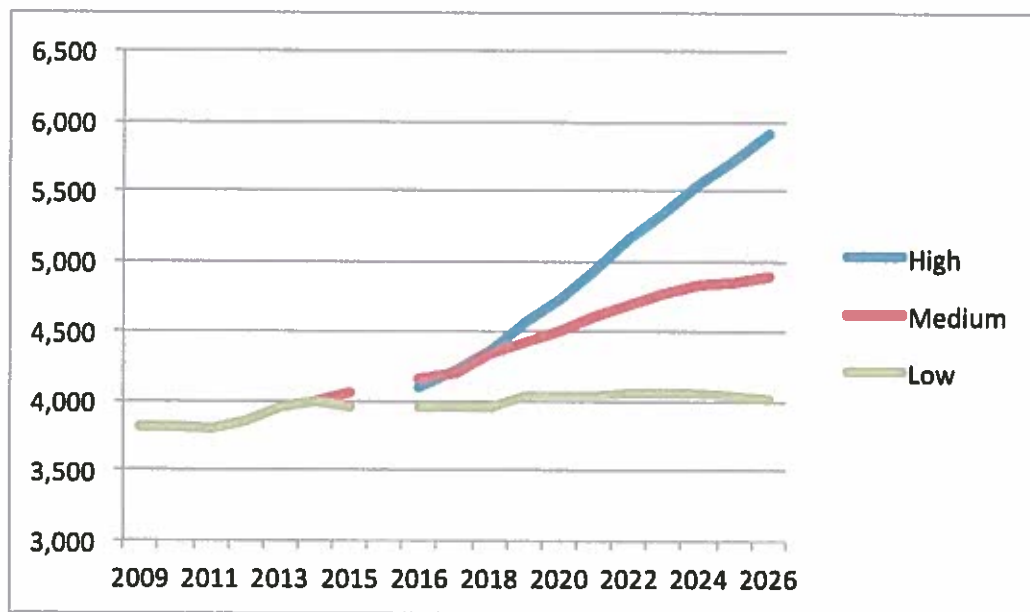
If the high projection is followed, then an extra 1,000 students can be expected in the system by 2026.

About 40% of this increase is due to growth in kindergarten enrolments, and 60% due to growth through the grades (retention ratios for each grade were increased by 0.02 – ie 1.01 became 1.03)

The low projection moves the other way, although the decline is not as great as the increase in the high projection (since population is projected to grow even in the low scenario). The loss of students would be about 800, spread evenly across the grades.

(Note: in this projection, retention ratios were reduce by 0.02 for all grades).

	High	Medium	Low
2009	3,799	3,799	3,799
2010	3,814	3,814	3,814
2011	3,794	3,794	3,794
2012	3,853	3,853	3,853
2013	3,945	3,945	3,945
2014	3,987	3,987	3,987
2015	3,958	4,063	3,958
2016	4,090	4,157	3,944
2017	4,226	4,203	3,942
2018	4,369	4,341	3,959
2019	4,569	4,419	4,028
2020	4,733	4,508	4,029
2021	4,925	4,613	4,039
2022	5,148	4,680	4,061
2023	5,347	4,757	4,050
2024	5,550	4,820	4,045
2025	5,727	4,858	4,027
2026	5,907	4,896	4,020



APPENDIX C

Operational and Administration Challenges



LLOYDMINSTER PUBLIC SCHOOL DIVISION

Operational Items	
Challenge	Descriptions
PASI (Provincial Approach to Student Information) Compliance	In order to receive funding from Alberta Education under the current model, any governance model that would include Lloydminster (AB Students) would be required to be PASI Compliant
IMR/PMR	Significant funding differences; Different reporting requirements from each province
Certification of Specialists	Specialists need to be licensed in both provinces in order to provide services to our students. Significant issues arise when we are looking at bringing in visiting specialists to see students who are residents of, or attending school in the opposite province from the license. SLP's and OT's must be certified in Alberta and Saskatchewan (licensing fees)
RCSD (Regional Collaborative Service Delivery) Funding	Funding shared collaboratively with AHS, Alberta Social Services & Education to support Alberta students and families - currently funds shared Mental Health Contractor and Contracted Behaviour Psychologist
Bandwidth - Technology	Supernet in Lloydminster; CommunityNet in other SK jurisdictions. AB provides \$105,600 in funding per year to support supernet
Transportation Guidelines	Due to crossing provincial borders, lloydminster divisions are bound by Federal, not provincial regulations for busses
PUF	Program Unit Funding - Application based for AB eligible students ages 2 ½ to 6 years of age
Administration Items	
Challenge	Descriptions
Education Property Taxes	Education Mill rate is set by Alberta
Seamless Delivery Levy	Municipal Levy paid by the residents of Lloydminster and given to the two school divisions to provide for the seamless delivery of education services; this would be in jeopardy if administration were taken out of the city
Funding of Capital Projects	Funding for projects is split between both provinces based on student population
Teacher Pension Options	Brand new and Out-of-Province teachers have the option to choose either AB or SK pension; would this agreement be extended for teachers of a successor organization where they aren't teaching right in Lloydminster

APPENDIX D

Letter to Minister Morgan



LLOYDMINSTER PUBLIC SCHOOL DIVISION



Monday December 21, 2016

Honorable Minister Morgan:

Our school divisions have greatly appreciated the consultative process used to engage us in the work of Mr. Dan Perrins regarding your government's Transformational Change initiative. In preparing for our meeting with Mr. Perrins and MLA Colleen Young we have developed a list of significant information that we believe we are obligated to provide you as the Minister.

Education has been very successfully coordinated and governed within the city of Lloydminster for the past 84 years. The Lloydminster Charter has provided a framework that clearly outlines the roles and responsibilities of both provincial authorities in assisting our divisions in providing a seamless service in a bi-provincial city.

Both school divisions and our City of Lloydminster administration recently discovered a significant change made to the charter during its review in 2012 that may now provide an opportunity for Lloydminster divisions to be amalgamated through the current change initiative. Previous iterations of the Lloydminster Charter prohibited any boundary expansion. This legislative requirement was soundly based upon a foundational requirement of both provincial governments to serve citizens from their jurisdictions in a seamless service delivery model.

Expanding our school division boundaries to include surrounding towns, or to actually initiate the amalgamation of our two school divisions with existing neighboring school divisions in Saskatchewan may seem rather insignificant in a provincial context. However, as Chairs of our respective Boards of Education, we feel compelled to arduously stress to you the historic rationale for co-terminus boundaries within a bi-provincially funded city.

The following points are provided to draw your attention to items that although not spoken to directly in the charter, are of great concern to our Boards of Education as we contemplate a change from our current bi-provincial reality.

Seamless Delivery in a Bi-Provincial City: The unique nature of ensuring seamless delivery of services to the citizens of Lloydminster was recognized by the City of Lloydminster in the establishment of a municipal levy to address these challenges. This levy is funded by the residents of Lloydminster and allows our school divisions to ensure

services such as; Pre-Kindergarten, Drivers Education, and Transportation are delivered in the same fashion regardless of province of residence or school attended within the City of Lloydminster. The levy also allows our school divisions to address items such as Locally Determined Terms and Conditions and Collective Agreements that are not fully funded by the Saskatchewan Government. Amalgamation would preclude students within the newly defined capture area to have access to the funds secured by the levy within the City of Lloydminster. This inequity would lead to a "two tiered" approach rendering less service for students outside the City of Lloydminster than would be provided for students within the City of Lloydminster, all while being governed by one Board of Education.

Bi-Provincial Funding: The Lloydminster Charter clearly established a funding structure that has served the educational sector very well for the past 84 years. Within this formal structure, students are funded based on their province of residency and each Board of Education then harmonizes that funding to provide a seamless service to the students of Lloydminster Public and Catholic school division. The restrictions within the charter that ensure Alberta funding remains within the City of Lloydminster would make it difficult, if not impossible to provide equitable service across an expanded division that would not be bound by a seamless delivery philosophy.

The Lloydminster Charter provides clarity for assessing, planning and funding major capital. College Park School and St. Thomas School, two recent projects within the City of Lloydminster were cost shared with Alberta Education based on the percentage of students residing in each province. Saskatchewan Education was responsible for approximately 40% of the total cost of these projects, a reasonable investment for the improvement in service. Expansion of boundaries for either school division beyond their current definition within the charter would create significant difficulties with regards to how Capital would be funded and would create an administrative and Governance challenge in trying to ensure that facilities surrounding Lloydminster, but within the newly defined school divisions were treated equitably. These same arguments apply for Maintenance and Renewal funding as currently there are significant differences in this allocation between Alberta and Saskatchewan which would create the same challenge of equitable service across an amalgamated boundary.

Professional Certification: Our School division's requirement to provide health services to our special needs students also presents significant administrative challenges. Professional licensing and certification for medical service positions such as; Educational Psychologists, Speech Language Pathologists and Occupational / Physical Therapists are provincially granted which is manageable within our current bi-provincial context. Expansion of our boundaries would make these services very difficult to provide and would impact some of our most at risk students directly.

Currently new teachers to our respective school divisions have an option to choose either the Saskatchewan Teachers Federation or Alberta Teachers Association pension

plan. Changes away from our current bi-provincial boundaries may not be positively received by either pension authority as it may expose them to loss or gain of plan membership.

Differentiated Legislation: History has provided examples of legislative exemptions that have been made to address the bi-provincial context of Lloydminster. The Saskatchewan Government decision to allow Saskatchewan based businesses within the City of Lloydminster to not collect the provincial PST is a recent example of such decision making. Likewise, the Lloydminster Charter provided the direction for both school divisions to work under the auspices of the Saskatchewan Ministry of Education ensuring the seamless delivery of education to residents of a bi-provincial city.

Inter-Provincial Trustee / Board Configuration: The Lloydminster Charter provides a framework for both provinces to share governance with one duly elected Board for each division that provides governance of Education for the entire city regardless of provincial residency. This structure provides an accountable system that efficiently and effectively meets the sector needs of both provinces and is aligned with the governance model used by the City of Lloydminster.

Accountability: Our school divisions are more fiscally and operationally accountable to our two provincial governments today than we have ever been in history. It would be immensely complicated for school division administration to meet bi-provincial funding and educational programming if we were forced to amalgamate with other Saskatchewan school divisions.

Bi-Provincial Identity: There is a strong bi-provincial identity for people who live in Lloydminster. We are people from two different provinces who come together to live, to work, and to play in one joint city. These feelings are deeply rooted in local history since settlement formation and have been enshrined in bi-provincial legislation since 1932.

Health - The Non-Example: The framework provided within the Lloydminster Charter for Education has provided the necessary guidance to ensure an efficient and effective model for delivering seamless services within a bi-provincial context. Healthcare in Lloydminster was not afforded the same framework and has been difficult to administer in the bi-provincial context, making it a "top of mind" issue for residents within the City of Lloydminster. Amalgamation of Lloydminster school divisions would move education closer to the current state endured by Prairie North Health Region and create concern for residents of Lloydminster.

As two growing City of Lloydminster school divisions, we respectfully request that both school divisions, consistent with past amalgamation initiatives, be deemed as exceptions and excused from the process.

To conclude, both school divisions are very proud to successfully serve and collaborate with two provincial governments as guided by the historical framework provided by the Lloydminster Charter. We will continue to commit our ongoing support to you as your government moves forward in pursuing "Transformational Change". Thank you for this opportunity to share these very important bi-provincial nuances with you.

Sincerely,



Mr. David Thompson
Chair - Lloydminster Public School Division
Division



Mrs. Paula Scott
Chair - Lloydminster Catholic School
Division

Cc: Colleen Young, MLA Lloydminster, Government of Saskatchewan
Richard Starke, MLA Vermilion Lloydminster, Government of Saskatchewan
Julie McRae, Deputy Minister, Ministry of Education, Government of Saskatchewan
Donna Johnson, Assistant Deputy Minister of Education, Government of Saskatchewan

APPENDIX E

Letters of Support



LLOYDMINSTER PUBLIC SCHOOL DIVISION

January 18, 2017



To whom it may concern,

The following is a letter of support for the Lloydminster Public School Division in response to the December 2016 Educational Governance Review Report.

Any changes to the current educational environment in Lloydminster will risk the strong teaching and learning relationships that exist. Lloydminster students are currently on track to reach or exceed all Hoshins as outlined in the Education Sector Strategic Plan. There is no educational rationale to change the local school division model that is meeting the provincial standards of learning.

One of the unique features of Lloydminster was the creation of a committee consisting of teachers, board members and division administration. This committee has fostered strong relationships between all three parties as they continue to work through the recommendations of the Task Force on Teacher Time Final Report. The committee works together to find efficiencies and best practices for student learning. This type of work and relationship would be disrupted by any changes to the current division organization.

Another distinct feature in Lloydminster is the seamless delivery levy funding model. The current seamless delivery levy in place in Lloydminster allows all students equitable access to educational services regardless of province of residence or school division. Since approximately 40% of students reside in Saskatchewan, the seamless delivery levy ensures that those students receive the same level of services as the 60% who reside in Alberta. The concern is that each of the proposed models pose risks to the delivery of high quality education already available to the students of Lloydminster.

Our most significant concern is the potential inequities caused by the proposed models. Working within the current organizational framework has ensured a high level of achievement for all students in Lloydminster. Considering the unique context of Lloydminster, any implementation of the proposed models would result in a negative impact for students.

Respectfully,

A handwritten signature in blue ink that reads 'Derek Armstrong'.

Derek Armstrong - LTA President

p.p Lloydminster Teachers Association (LTA) Executive



LLOYDMINSTER

January 18, 2017

Lloydminster Public School Division
5017-46 Street
Lloydminster AB
T9V 1R4

Attention: Todd Robinson, Director of Education

On behalf of the City of Lloydminster, I would like to extend our full support to the Lloydminster Public School Division and the Lloydminster Catholic School Division to ensure that the current educational status quo in the City of Lloydminster is unaffected by proposed changes to the Education governance and Administration models proposed by the province of Saskatchewan. Our 'Lloydminster Seamless Delivery Agreement' which was signed by both school divisions along with the City of Lloydminster in April 2012, demonstrates this commitment to the seamless delivery of education programs in the community.

The City of Lloydminster's unique bi-provincial nature sees the delivery of education throughout the community utilizing the Saskatchewan Education programing while receiving funding from its Alberta partner. We are concerned that any change to this model could produce unintended impacts to the funding model and potentially, adversely affect delivery of education to our residents. We are apprehensive as to how this will affect the quality of education the students may receive throughout our City.

We are confident that you will consider the challenges we face as 'Canada's Only Border City' with the services we provide to our residents and the potential impact to the seamless delivery of services in our community.

Sincerely,

Gerald Aalbers
Mayor
City of Lloydminster