

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 TO THE HONORABLE SENATE:

2 The Committee on Education to which was referred House Bill No. 955  
3 entitled “An act relating to next steps in transforming Vermont’s education  
4 system” respectfully reports that it has considered the same and recommends  
5 that the Senate propose to the House that the bill be amended by striking out all  
6 after the enacting clause and inserting in lieu thereof the following:

7 \* \* \* Legislative Intent \* \* \*

8 Sec. 1. LEGISLATIVE INTENT

9 (a) To ensure each student is provided substantially equal opportunities for  
10 an excellent education that will prepare the student to thrive in a 21st-century  
11 world, it is the intent of the General Assembly to work strategically,  
12 intentionally, and thoughtfully to ensure that each incremental change made to  
13 Vermont’s public education system provides strength and support to its only  
14 constitutionally required governmental service.

15 (b) The General Assembly recognizes that Vermont’s schools anchor local  
16 economies and community identity, connecting young people to their homes  
17 while supporting workforce development and long-term stability, and that  
18 different regions of Vermont have different needs, challenges, and  
19 opportunities. Further, it is the intent of the General Assembly to ensure that

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1 local voice and community input retain an important role in Vermont’s  
2 evolving education landscape.

3 \* \* \* Cooperative Educational Service Areas \* \* \*

4 Sec. 2. 16 V.S.A. chapter 10 is amended to read:

5 CHAPTER 10. ~~BOARDS OF COOPERATIVE EDUCATION SERVICES~~

6 EDUCATIONAL SERVICE AREAS

7 § 601. POLICY

8 It is the policy of the State to ~~allow and encourage supervisory unions to~~  
9 ~~create boards of cooperative education services~~ educational service areas to  
10 provide shared programs and services on a regional and statewide level.  
11 ~~Formation of a board of cooperative education services shall be designed to~~  
12 ~~build upon the geographically focused cooperative regions used by Vermont~~  
13 ~~superintendents as of July 1, 2024;~~ It is the intent of the General Assembly that  
14 cooperative educational service areas are utilized by member supervisory  
15 unions to maximize the impact of available dollars through collaborative  
16 funding; reduce duplication of programs, personnel, and services; ensure every  
17 middle and high school student has a genuine opportunity to participate fully  
18 and to benefit from career technical education; and contribute to ~~equalizing the~~  
19 equalization of educational opportunities for all pupils.

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1 § 602. DEFINITIONS

2 As used in this chapter:

3 (1) “Educator” means any:

4 (A) individual licensed under chapter 51 of this title, the majority of  
5 whose employed time in a public school district, supervisory union, or ~~board of~~  
6 cooperative ~~education services~~ educational service area is assigned to furnish  
7 to students direct instructional or other educational services, as defined by rule  
8 of the Standards Board, or who is otherwise subject to licensing as determined  
9 by the Standards Board; or

10 \* \* \*

11 (3) “Cooperative educational service area” or “CESA” means an  
12 association of supervisory unions created pursuant to this chapter to deliver  
13 shared programs and services to complement the educational programs of  
14 member supervisory unions in a cost-effective manner. A CESA shall be a  
15 body politic and corporate with the powers and duties afforded it under this  
16 chapter.

17 § 603. CREATION OF ~~BOARD OF COOPERATIVE EDUCATION~~

18 ~~SERVICES~~ EDUCATIONAL SERVICE AREAS;

19 ORGANIZATION; SECRETARY APPROVAL

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1           (a) Establishment of ~~boards of cooperative education services~~ educational  
2 service areas. ~~When the boards of two or more supervisory unions vote to~~  
3 ~~explore the advisability of entering into a written agreement to provide shared~~  
4 ~~programs and services, the interested boards shall meet and discuss the terms~~  
5 ~~of any such agreement. At this meeting or a subsequent meeting, the~~  
6 ~~participating boards may enter into a proposed agreement to form an~~  
7 ~~association of supervisory unions to deliver shared programs and services to~~  
8 ~~complement the educational programs of member supervisory unions in a cost-~~  
9 ~~effective manner. An association formed pursuant to this chapter shall be~~  
10 ~~known as a board of cooperative education services (BOCES) and shall be a~~  
11 ~~body politic and corporate with the powers and duties afforded them under this~~  
12 ~~chapter.~~ Supervisory unions are arranged into the following cooperative  
13 educational service areas:

14           (1) The Champlain Valley North CESA is formed of the member  
15 supervisory unions of:

16           (A) Franklin Northeast Supervisory Union, which is composed of the  
17 member school districts of the Enosburgh-Richford Unified Union School  
18 District and the Northern Mountain Valley Unified Union School District;

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1           (B) Franklin West Supervisory Union, which is composed of the  
2           member school districts of the Fairfax School District, the Fletcher School  
3           District, and the Georgia School District;

4           (C) Maple Run Unified Union Supervisory District;

5           (D) Milton Supervisory District; and

6           (E) Missisquoi Valley Supervisory District.

7           (2) The Chittenden Central CESA is formed of the member supervisory  
8           unions of:

9           (A) Burlington Supervisory District;

10          (B) Colchester Supervisory District;

11          (C) Essex Westford Educational Community Unified Union  
12          Supervisory District;

13          (D) Grand Isle Supervisory Union, which is composed of the member  
14          school districts of the Alburgh School District, the Champlain Islands Unified  
15          Union School District, and the South Hero School District;

16          (E) South Burlington Supervisory District; and

17          (F) Winooski Supervisory District.

18          (3) The Champlain Valley South CESA is formed of the member  
19          supervisory unions of:

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- 1           (A) Addison Central Supervisory District;  
2           (B) Addison Northwest Supervisory District;  
3           (C) Champlain Valley Supervisory District;  
4           (D) Lincoln Supervisory District;  
5           (E) Mount Abraham Unified Supervisory District; and  
6           (F) Mount Mansfield Unified Union Supervisory District.  
7           (4) The Southwest CESA is formed of the member supervisory unions  
8           of:  
9           (A) Bennington Rutland Supervisory Union, which is composed of  
10           the member school districts of the Mettawee School District, the Taconic and  
11           Green Regional School District, and the Winhall School District;  
12           (B) Greater Rutland County Supervisory Union, which is composed  
13           of the member school districts of the Ira School District, the Quarry Valley  
14           Unified Union School District, the Rutland Town School District, and the  
15           Wells Spring Unified Union School District;  
16           (C) Mill River Unified Union Supervisory District;  
17           (D) Rutland City Supervisory District;  
18           (E) Rutland Northeast Supervisory Union, which is composed of the  
19           member school districts of the Barstow Unified Union School District and the  
20           Otter Valley Unified Union School District;

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1           (F) Slate Valley Unified Union Supervisory District; and

2           (G) Southwest Vermont Supervisory Union, which is composed of  
3           the member school districts of the Arlington School District, the Mount  
4           Anthony Union High School District #14, the North Bennington Graded  
5           School District, the Sandgate School District, and the Southwest Vermont  
6           Union Elementary School District.

7           (5) The Vermont Learning Collaborative is formed of the member  
8           supervisory unions of:

9           (A) Mountain View Supervisory Union, which is composed of the  
10          member school districts of the Pittsfield School District and the Mountain  
11          View School District;

12          (B) Springfield Supervisory District;

13          (C) Two Rivers Supervisory Union, which is composed of the  
14          member school districts of the Green Mountain Unified School District;

15          (D) Windham Central Supervisory Union, which is composed of the  
16          member school districts of the Marlboro School District, the River Valleys  
17          Unified School District, the Stratton School District, the West River Modified  
18          Union Education District, and the Windham School District;

19          (E) Windham Northeast Supervisory Union, which is composed of  
20          the member school districts of the Bellows Falls Union High School District,

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1 the Rockingham School District, the Athens Grafton School District, and the  
2 Westminster School District;

3 (F) Windham Southeast Supervisory Union, which is composed of  
4 the member school districts of the Vernon Town School District and the  
5 Windham Southeast School District;

6 (G) Windham Southwest Supervisory Union, which is composed of  
7 the member school districts of the Halifax School District, the Readsboro  
8 School District, the Searsburg School District, the Somerset School District,  
9 the Stamford School District, and the Twin Valley Unified School District; and

10 (H) Windsor Southeast Supervisory Union, which is composed of the  
11 member school districts of the Hartland School District, the Mount Ascutney  
12 School District, and the Weathersfield School District.

13 (6) The Northeast CESA is formed of the member supervisory unions  
14 of:

15 (A) Caledonia Central Supervisory Union, which is composed of the  
16 member school districts of the Cabot School District, the Caledonia  
17 Cooperative School District, the Danville School District, the Peacham School  
18 District, and the Twinfield Union School District;

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1           (B) Essex North Supervisory Union, which is composed of the  
2           member school districts of the Canaan School District, the Essex North  
3           Supervisory Union, and the NEK Choice School District;

4           (C) Hartford Supervisory District;

5           (D) Kingdom East Supervisory District;

6           (E) North Country Supervisory Union, which is composed of the  
7           member school districts of the Brighton School District, the Charleston School  
8           District, the Coventry School District, the Derby School District, the Holland  
9           School District, the Jay School District, the Lowell School District, the  
10          Morgan School District, the Newport City School District, the Newport Town  
11          School District, the North Country Union High School District, the North  
12          Country Union Junior High School Board, the Troy School District, and the  
13          Westfield School District;

14          (F) Orange East Supervisory Union, which is composed of the  
15          member school districts of the Blue Mountain Union School District, the  
16          Oxbow Unified Union School District, the Thetford Town School District, and  
17          the Waits River Valley Union School District #36;

18          (G) Orleans Central Supervisory Union, which is formed of the  
19          member school districts of the Lake Region Union Elementary-Middle School  
20          District and the Lake Region Union High School District;

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1           (H) Rivendell Interstate Supervisory District;

2           (I) SAU 70; and

3           (J) St. Johnsbury Supervisory District.

4           (7) The Winooski Valley CESA is formed of the member supervisory  
5 unions of:

6           (A) Barre Unified Union Supervisory District;

7           (B) Central Vermont Supervisory Union, which is composed of the  
8 member school districts of the Echo Valley Community School District and the  
9 Paine Mountain School District;

10          (C) Harwood Unified Union Supervisory District;

11          (D) Lamoille North Supervisory Union, which is composed of the  
12 member school districts of the Cambridge School District and the Lamoille  
13 North Modified Unified Union School District;

14          (E) Lamoille South Supervisory Union, which is composed of the  
15 Member School Districts of the Elmore-Morristown Unified Union School  
16 District and the Stowe School District;

17          (F) Montpelier Roxbury Supervisory District;

18          (G) Orange Southwest Unified Union Supervisory District;

19          (H) Orleans Southwest Supervisory Union, which is composed of the  
20 member school districts of the Craftsbury School District, the Hazen Union

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1 School District, the Mountain View Union Elementary School District, the  
2 Stannard Town School District, and the Wolcott School District;

3 (I) Washington Central Unified Union Supervisory District; and

4 (J) White River Valley Supervisory Union, which is composed of the  
5 member school districts of the First Branch Unified School District, the  
6 Granville-Hancock Unified District, the Rochester-Stockbridge Unified  
7 District, the Sharon School District, the Strafford School District, and the  
8 White River Unified District.

9 ~~(b) Articles of agreement Bylaws. Agreements to form a BOCES pursuant~~  
10 ~~to this chapter shall take the form of articles of agreement and shall serve as~~  
11 ~~the operating agreement for a BOCES. Agreements shall include a cost-~~  
12 ~~benefit analysis outlining the projected financial savings or enhanced~~  
13 ~~outcomes, or both, that the parties expect to realize through shared services or~~  
14 ~~programs. No agreement or subsequent amendments shall take effect unless~~  
15 ~~approved by the member supervisory union boards and the Secretary of~~  
16 ~~Education. The Secretary shall approve articles of agreement if the Secretary~~  
17 ~~finds that the formation of the proposed BOCES is in the best interests of the~~  
18 ~~State, the students, and the member supervisory unions and aligns with the~~  
19 ~~policy set forth in section 601 of this title, subject to the limitations of~~  
20 ~~subsection (d) of this section. Each CESA shall establish bylaws to serve as~~

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1 the operating agreement of the CESA. At a minimum, the ~~articles of~~  
2 ~~agreement~~ bylaws shall state:

3 (1) the names of the participating supervisory unions;

4 (2) the mission, purpose, and focus of the ~~BOCES~~ CESA;

5 (3) the programs or services to be offered by the ~~BOCES~~ CESA;

6 (4) the financial terms and conditions of membership of the ~~BOCES~~  
7 CESA, including any applicable membership fee, which shall be allocated  
8 according to the amount of services actually provided to each member  
9 supervisory union;

10 (5) the service fees for member supervisory unions and the service fees  
11 for nonmember supervisory unions, as applicable;

12 (6) the detailed procedure for the preparation and adoption of an annual  
13 budget with carryforward provisions;

14 (7) ~~the method of termination of the BOCES and the withdrawal of~~  
15 ~~member supervisory unions, which shall include the apportionment of assets~~  
16 ~~and liabilities;~~ [Repealed.]

17 (8) the procedure for ~~admitting new members and for~~ amending the  
18 ~~articles of agreement~~ bylaws;

19 (9) the powers and duties of the board of directors of the ~~BOCES~~ CESA  
20 to operate and manage the association, including:

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- 1 (A) board meeting attendance requirements;
- 2 (B) consequences for failure to attend a board meeting;
- 3 (C) a conflict-of-interest policy; and
- 4 (D) a policy regarding board member salaries or stipends; and
- 5 (10) any other matter not incompatible with law that the member

6 supervisory unions consider necessary ~~to the formation of the BOCES.~~

7 (c) Board of directors. A ~~BOCES~~ CESA shall be managed by a board of  
8 directors, which shall be composed of one person appointed annually by each  
9 member supervisory union board. Appointed persons shall be members of a  
10 member supervisory union board or the superintendent or designee of the  
11 member supervisory union. Each member of the ~~BOCES~~ CESA board of  
12 directors shall be entitled to a vote. No member of the board of directors of a  
13 ~~BOCES~~ CESA shall serve as a member of a board of directors or as an officer  
14 or employee of any related for-profit or nonprofit organization. The board of  
15 directors shall elect a chair from its members and provide for such other  
16 officers as it may determine are necessary. The board of directors may also  
17 establish subcommittees and create board policies and procedures as it may  
18 determine are necessary. The board of directors shall meet not fewer than four  
19 times annually. Each member of the board of directors shall provide updates

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1 on the activities of the ~~BOCES~~ CESA on a quarterly basis to the member's  
2 appointing supervisory union board at an open board meeting.

3 (d) ~~Number of BOCESs. There shall be not more than seven BOCESs~~  
4 ~~statewide. Supervisory unions shall not be a member of more than one~~  
5 ~~BOCES but may seek services as a nonmember from other BOCESs.~~

6 [Repealed.]

7 § 604. POWERS OF ~~BOARDS OF COOPERATIVE EDUCATION~~  
8 SERVICES EDUCATIONAL SERVICE AREAS

9 (a) In addition to any other powers granted by law, a ~~BOCES~~ CESA shall  
10 have the power to provide educational programs, services, facilities, and  
11 professional and other staff that, in its discretion, best serve the needs of its  
12 members, including professional development, curriculum coordination and  
13 development, and transportation. A ~~BOCES~~ CESA shall follow all applicable  
14 State and federal laws in its provision of services, including Section 504 of the  
15 Rehabilitation Act of 1973, 29 U.S.C. § 794, and the Individuals with  
16 Disabilities Education Act, 20 U.S.C. §§ 1400–1482. At a minimum, a CESA  
17 shall offer services in the following areas to its members:

18 (1) special education, including implementation and maintenance of  
19 tiered systems of support and the provision of low-incidence, high-cost  
20 services;

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1           (2) business and administrative services; and

2           (3) union school district creation consultation and facilitation.

3           (b) A ~~BOCES~~ may CESA shall employ an executive director who shall  
4           serve under the general direction of the board and who shall be responsible for  
5           the care and supervision of the ~~BOCES~~ CESA. The board shall annually  
6           evaluate the executive director’s performance and effectiveness in  
7           implementing the programs, policies, and goals of the ~~BOCES~~ CESA. The  
8           executive director shall not serve as a board member, officer, or employee of  
9           any related for-profit or nonprofit organization.

10          (c) A ~~BOCES~~ CESA shall be a body politic and corporate and shall have  
11          standing to sue and be sued to the same extent as a school district. A ~~BOCES~~  
12          CESA may enter into contracts for the purchase of supplies, materials, and  
13          services and for the purchase or leasing of land, buildings, and equipment as  
14          considered necessary by the board of directors. Section 559 of this title shall  
15          apply to the procurement of services or items with costs that exceed  
16          \$40,000.00, as well as high-cost construction contracts, as defined by  
17          subsection 559(b) of this title.

18          (d) The board of directors of a ~~BOCES~~ CESA may apply for State, federal,  
19          or private grants, for which a ~~BOCES~~ CESA may be otherwise eligible, to  
20          obtain funds necessary to carry out the purpose for which the ~~BOCES~~ CESA is

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1 established. Nothing in this chapter is intended to create an entitlement to  
2 federal funds distributed by the Agency of Education to local education  
3 agencies.

4 § 605. FINANCING, BUDGETING, AND ACCOUNTING

5 (a) Education cooperative fund. A ~~BOCES~~ CESA shall establish and  
6 manage a fund to be known as an education cooperative fund. All monies  
7 contributed by the member school districts and all grants or gifts from the  
8 federal government, State government, charitable foundations, private  
9 corporations, or any other source shall be deposited into the fund.

10 (b) Treasurer.

11 (1) A ~~BOCES~~ CESA shall appoint a treasurer who may be a treasurer of  
12 a member school district and who shall be sworn in before entering the duties  
13 of the office.

14 (2) The treasurer may, subject to the direction of the board of directors,  
15 receive and disburse all money belonging to the board without further  
16 appropriation.

17 (3) The treasurer shall keep financial records of cash receipts and  
18 disbursements and shall make those records available to the board of directors  
19 upon request.

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1           (4) The board of directors shall ensure that its blanket bond covers a  
2 newly appointed treasurer before the treasurer enters upon the duties of the  
3 office. In lieu of a blanket bond, a ~~BOCES~~ CESA may choose to provide  
4 suitable crime insurance coverage. The board of directors may pay reasonable  
5 compensation to the treasurer for services rendered and shall evaluate the  
6 treasurer’s performance annually.

7           (c) Financial accounting system. A ~~BOCES~~ CESA shall use the uniform  
8 chart of accounts and financial reporting requirements used by supervisory  
9 unions as its financial accounting system.

10          (d) Audit. Annually, a ~~BOCES~~ CESA shall cause an independent audit to  
11 be made of its financial statements consistent with generally accepted  
12 governmental auditing standards and shall discuss and vote to accept the audit  
13 report at an open meeting of the board. The board shall transmit a copy of  
14 each audit to the boards of its member supervisory unions.

15          (e) Annual statement. Annually, a ~~BOCES~~ CESA shall prepare financial  
16 statements, including:

17           (1) a statement of net assets; and

18           (2) a statement of revenues, expenditures, and changes in net assets.

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1 (f) Budget. A The board of cooperative education services CESA shall  
2 adopt a budget prior to the beginning of the fiscal year for which the budget is  
3 adopted.

4 (g) Loans. A ~~BOCES~~ CESA may, upon approval of its members, negotiate  
5 or contract with any person, corporation, association, or company for a loan  
6 not to exceed the difference between the anticipated revenues for the current  
7 fiscal year for the budget of the ~~BOCES~~ CESA and the amount credited to date  
8 to said budget in order to pay current obligations. Such loan shall be liquidated  
9 within six months thereafter from monies subsequently credited to said budget.  
10 The total principal, interest, and fees to be paid on such loan shall not exceed  
11 the total amount of the authorized budget for the same length of time.

12 § 606. ANNUAL REPORT; PUBLIC INFORMATION

13 (a) The board of a ~~BOCES~~ CESA shall prepare an annual report concerning  
14 the affairs of the ~~BOCES~~ CESA and have it printed and distributed to the  
15 boards of the member supervisory unions. The annual report shall include, at a  
16 minimum:

17 (1) information on the programs and services offered by the ~~BOCES~~  
18 CESA, including information on the cost-effectiveness of such programs and  
19 services and progress made towards achieving the objectives and purposes set  
20 forth in the articles of agreement; and

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1 (2) audited financial statements and the independent auditor’s report.

2 (b) A ~~BOCES~~ CESA shall maintain an internet website that makes the  
3 following information available to the public at no cost:

4 (1) a list of the members of the board of directors of the ~~BOCES~~ CESA;

5 (2) copies of approved minutes of open meetings held by the board of  
6 the ~~BOCES~~ CESA;

7 (3) a copy of the articles of agreement and any subsequent amendments;  
8 and

9 (4) a copy of the annual report required under subsection (a) of this  
10 section.

11 § 607. EMPLOYMENT

12 (a) A ~~BOCES~~ CESA shall be considered to be a public employer and may  
13 employ personnel, including educators, to carry out the purposes and functions  
14 of the board. Annually, the board of a ~~BOCES~~ CESA shall conduct an area  
15 survey of the salaries of the educators and staff employed by the ~~BOCES~~’s  
16 CESA’s member supervisory unions and school districts.

17 (b) No person shall be eligible for employment by a ~~BOCES~~ CESA as an  
18 educator unless the person is appropriately licensed by the Standards Board for  
19 Professional Educators pursuant to chapter 51 of this title.

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1 (c) A person employed by a ~~BOCES~~ CESA as an educator shall be a  
2 participant in the Vermont State Teachers' Retirement System pursuant to  
3 chapter 55 of this title.

4 (d) A person who is employed by a ~~BOCES~~ CESA and who is not educator  
5 shall be a participant in the Vermont Municipal Employees' Retirement  
6 System pursuant to 24 V.S.A. chapter 125.

7 (e) Educators employed by a ~~BOCES~~ CESA shall be entitled to organize  
8 pursuant to chapter 57 of this title.

9 (f) Employees employed by a ~~BOCES~~ CESA and who are not educators  
10 shall be entitled to organize pursuant to 21 V.S.A. chapter 22.

11 (g) Educators and employees who are employed by a ~~BOCES~~ CESA shall  
12 be provided health care benefits pursuant to chapter 61 of this title.

13 **§ 608. CESA MEMBERSHIP ADJUSTMENT PROPOSALS**

14 **(a) The board of a member supervisory union may propose to the General**  
15 **Assembly to adjust the membership of the CESA it belongs to in accordance**  
16 **with the following procedure:**

17 **(1) The board of a supervisory union may vote to propose withdrawal**  
18 **from its current CESA in order to become a member of a different CESA.**

19 **(2) If a majority of the supervisory union board members vote in favor**  
20 **of withdrawing from one CESA in order to join a different CESA, the**

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1 supervisory union board shall transmit the results of the membership  
2 adjustment proposal vote to the boards of both applicable CESAs.

3 (3) The board of a supervisory union’s current CESA and the board of  
4 the CESA the supervisory union has voted to join shall hold separate advisory  
5 votes to approve the membership adjustment proposal within 45 days after the  
6 results of the supervisory union board vote held pursuant to subdivision (2) of  
7 this subsection.

8 (4) The supervisory union board requesting the membership adjustment  
9 shall submit the results of the advisory CESA board votes to the Secretary of  
10 Education with the following information:

11 (A) the minutes recorded by the supervisory union board that detail  
12 the origins and intent of the CESA membership adjustment proposal;

13 (B) copies of the warnings and published notices for any public  
14 hearings held to discuss the membership adjustment proposal;

15 (C) minutes recorded by the supervisory union board that detail any  
16 public hearings held to discuss the membership adjustment proposal, including  
17 minutes from the meeting at which the board voted in favor of the CESA  
18 membership adjustment proposal; and

19 (D) the results of the advisory CESA board votes made pursuant to  
20 subdivision (3) of this subsection (a).

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1       **(b) The Secretary of Education shall deliver copies of the information**  
2       **required pursuant to subdivision (a) of this section to the Clerk of the House,**  
3       **the Secretary of the Senate, and the chairs of the committees concerned with**  
4       **CESA membership of both houses of the General Assembly.**

5       **(c) The membership adjustment proposal shall become effective upon**  
6       **affirmative enactment of the proposal, either as proposed or as amended by the**  
7       **General Assembly.**

8       Sec. 2a. 16 V.S.A. § 604(a) is amended to read:

9       **(a) In addition to any other powers granted by law, a CESA shall have the**  
10       **power to provide educational programs, services, facilities, and professional**  
11       **and other staff that, in its discretion, best serve the needs of its members;**  
12       **including professional development, curriculum coordination and**  
13       **development, and transportation. A CESA shall follow all applicable State and**  
14       **federal laws in its provision of services, including Section 504 of the**  
15       **Rehabilitation Act of 1973, 29 U.S.C. § 794, and the Individuals with**  
16       **Disabilities Education Act, 20 U.S.C. §§ 1400–1482. At a minimum, a CESA**  
17       **shall offer services in the following areas to its members:**

18       **(1) special education, including implementation and maintenance of**  
19       **tiered systems of support and the provision of low-incidence, high-cost**  
20       **services;**

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

- 1 (2) business and administrative services; and
- 2 (3) union school district creation consultation and facilitation;
- 3 (4) professional development;
- 4 (5) curriculum coordination and development;
- 5 (6) transportation; and
- 6 (7) facilities master planning.

7 Sec. 3. REPEAL

8 2024 Acts and Resolves No. 168, Sec. 3 (transition; report) is repealed.

9 Sec. 4. 2024 Acts and Resolves No. 168, Sec. 4, as amended by 2025 Acts and  
10 Resolves No. 72, Sec. 7, is further amended to read:

11 Sec. 4. ~~BOCES~~ CESA GRANT PROGRAM; APPROPRIATION

12 (a) There is established the ~~Boards of Cooperative Education Services~~  
13 Educational Service Area Start-up Grant Program, to be administered by the  
14 Agency of Education, from funds appropriated for this purpose, to award  
15 grants to ~~enable the formation of boards of cooperative education services~~  
16 ~~(BOCES) formed pursuant to 16 V.S.A. chapter 10 after July 1, 2024 the~~  
17 CESAs created in 16 V.S.A. § 603(a) to assist with start-up costs. Supervisory  
18 ~~unions~~ CESAs shall be eligible for a single \$10,000.00 \$15,000.00 grant after  
19 ~~two or more boards vote to explore the advisability of forming a board of~~  
20 ~~cooperative education services pursuant to 16 V.S.A. § 603(a).~~ Grants may be

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 used for start-up and formation costs, including the development of ~~proposed~~  
2 ~~articles of agreement bylaws~~. ~~Grants shall be awarded to only one supervisory~~  
3 ~~union within each group of supervisory unions exploring the formation of a~~  
4 ~~BOCES.~~

5 (b) Notwithstanding any provision of 16 V.S.A. § 4025 to the contrary, the  
6 sum of \$70,000.00 is appropriated from the Education Fund to the Agency of  
7 Education in fiscal year 2025 to fund the ~~Boards of Cooperative Education~~  
8 ~~Services~~ Educational Service Area Start-up Grant Program created in  
9 subsection (a) of this section. Unexpended appropriations shall carry forward  
10 into the subsequent fiscal year and remain available for use for this purpose.

11 (c) Of the funds appropriated to the Agency of Education in 2025 Acts and  
12 Resolves No. 73, Sec. 32(a)(1), as amended by Sec. C.103 of legislation  
13 enacting the budget in fiscal year 2027, \$30,000.00 shall be used to provide  
14 additional funding to the Cooperative Educational Service Area Start-up Grant  
15 Program created in subsection (a) of this section.

16 Sec. 5. 16 V.S.A. § 261a is amended to read:

17 § 261a. DUTIES OF SUPERVISORY UNION BOARD

18 \* \* \*

19 (b) Virtual merger. In order to maximize the impact of available funding  
20 and resources, and to reduce duplication of educational programs, personnel,

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 and services, whenever legally permissible, supervisory unions are encouraged  
2 to reach agreements with other supervisory unions jointly to provide any  
3 service or perform any duty under this section pursuant to section 267 of this  
4 title, or to form ~~boards of cooperative education services~~ educational service  
5 areas pursuant to chapter 10 of this title. Agreements between supervisory  
6 unions are not subject to the waiver requirement of subdivision (a)(8) of this  
7 section. Agreements shall include a cost-benefit analysis outlining the  
8 projected financial savings or enhanced outcomes, or both, that the parties  
9 expect to realize through shared services or programs.

10 \* \* \*

11 Sec. 6. 16 V.S.A. § 1691a is amended to read:

12 § 1691a. DEFINITIONS

13 As used in this chapter:

14 (1) “Administrator” means an individual licensed under this chapter the  
15 majority of whose employed time in a public school, school district,  
16 supervisory union, or ~~board of cooperative education services~~ educational  
17 service area is assigned to developing and managing school curriculum,  
18 evaluating and disciplining personnel, or supervising and managing a public  
19 school system or public school program.

20 \* \* \*

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (10) “Teacher” means an individual licensed under this chapter the  
2 majority of whose employed time in a public school district, supervisory  
3 union, or ~~board of cooperative education services~~ educational service area is  
4 assigned to furnish to students direct instructional or other educational  
5 services, as defined by rule of the Standards Board, or who is otherwise subject  
6 to licensing as determined by the Standards Board.

7 Sec. 7. 16 V.S.A. § 1931(20) is amended to read:

8           (20) “Teacher” means any licensed teacher, principal, supervisor,  
9 superintendent, or any professional licensed by the Vermont Standards Board  
10 for Professional Educators who is regularly employed, or otherwise contracted  
11 if following retirement, for the full normal working time for the teacher’s  
12 position in a public day school or school district within the State, or in any  
13 school or teacher-training institution located within the State, controlled by the  
14 State Board of Education, and supported wholly by the State; or in certain  
15 public independent schools designated for such purposes by the Board in  
16 accordance with section 1935 of this title; or who is regularly employed by a  
17 ~~board of cooperative education services~~ educational service area created in  
18 accordance with chapter 10 of this title. In all cases of doubt, the Board shall  
19 determine whether any person is a teacher as defined in this chapter. It does  
20 not mean a person who is teaching with an emergency license.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Sec. 8. 24 V.S.A. § 5051(10) is amended to read:

2 (10) “Employee” means the following persons employed on a regular  
3 basis by a school district, by a supervisory union, or by a ~~board of cooperative~~  
4 ~~education services~~ educational service area for not fewer than 1,040 hours in a  
5 year and for not fewer than 30 hours a week for the school year, as defined in  
6 16 V.S.A. § 1071, or for not fewer than 1,040 hours in a year and for not fewer  
7 than 24 hours a week year-round; provided, however, that if a person who was  
8 employed on a regular basis by a school district as either a special education or  
9 transportation employee and who was transferred to and is working in a  
10 supervisory union or a ~~board of cooperative education services~~ educational  
11 service area in the same capacity pursuant to 16 V.S.A. § 261a(a)(6) or (8)(E)  
12 and if that person is also employed on a regular basis by a school district  
13 within the supervisory union, then the person is an “employee” if these criteria  
14 are met by the combined hours worked for the supervisory union and school  
15 district. The term also means persons employed on a regular basis by a  
16 municipality other than a school district for not fewer than 1,040 hours in a  
17 year and for not fewer than 24 hours per week, including persons employed in  
18 a library at least one-half of whose operating expenses are met by municipal  
19 funding:

20 \* \* \*

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Sec. 9. 16 V.S.A. § 1981 is amended to read:

2 § 1981. DEFINITIONS

3 As used in this chapter unless the context requires otherwise:

4 \* \* \*

5 (8) “School board negotiations council” means, for a supervisory  
6 district, its school board, and, for school districts within a supervisory union or  
7 ~~board of a cooperative education services~~ educational service area, the body  
8 comprising representatives designated by each school board within the  
9 supervisory union or ~~board of cooperative education services~~ supervisory  
10 union board within each cooperative educational service area and by the  
11 supervisory union board or board of ~~a cooperative education services~~  
12 educational service area to engage in professional negotiations with a teachers’  
13 or administrators’ organization.

14 (9) “Teachers’ organization negotiations council” or “administrators’  
15 organization negotiations council” means the body comprising representatives  
16 designated by each teachers’ organization or administrators’ organization  
17 within a supervisory district, supervisory union, or ~~board of cooperative~~  
18 ~~education services~~ educational service area to act as its representative for  
19 professional negotiations.

20 Sec. 10. 21 V.S.A. § 1722 is amended to read:

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 § 1722. DEFINITIONS

2 As used in this chapter:

3 \* \* \*

4 (18) “School board negotiations council” means, for a supervisory  
5 district, its school board, and, for school districts within a supervisory union or  
6 ~~board of a cooperative education services~~ educational service area, the body  
7 comprising representatives designated by each school board within the  
8 supervisory union or ~~board of cooperative education services~~ supervisory  
9 union board within a cooperative educational service area and by the  
10 supervisory union board or ~~board of cooperative education services~~ educational  
11 service area to engage in collective bargaining with their school employees’  
12 negotiations council.

13 (19) “School employees’ negotiations council” means the body  
14 comprising representatives designated by each exclusive bargaining agent  
15 within a supervisory district, supervisory union, or ~~board of cooperative~~  
16 ~~education services~~ educational service area to engage in collective bargaining  
17 with its school board negotiations council.

18 \* \* \*

19 (21) “Municipal school employee” means an employee of a supervisory  
20 union, school district, or ~~board of cooperative education services~~ educational

Changes made from APBH in draft 1.1  
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1 service area who is not otherwise subject to 16 V.S.A. chapter 57 (labor  
2 relations for teachers and administrators) and who is not otherwise excluded  
3 pursuant to subdivision (12) of this section.

4 \* \* \*

5 Sec. 11. 16 V.S.A. § 2101 is amended to read:

6 § 2101. DEFINITIONS

7 As used in this chapter:

8 \* \* \*

9 (3) “School employer” means a supervisory union or school district as  
10 those terms are defined in section 11 of this title, or a ~~board of~~ cooperative  
11 ~~education services~~ educational service area formed pursuant to chapter 10 of  
12 this title.

13 Sec. 12. CESA TRANSITION

14 (a) Within 30 days following the passage of this act, each member  
15 supervisory union board of each CESA created under 16 V.S.A. § 603(a) shall  
16 appoint a person to serve on the board of directors of the applicable CESA  
17 pursuant to 16 V.S.A. § 603(c).

18 (b) Within 45 days following the passage of this act, the superintendent of  
19 the supervisory union with the highest aggregate average daily membership of  
20 each CESA created under 16 V.S.A. § 603(a) shall call a meeting of the

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 directors of the CESA at which each CESA board shall elect a chair and other  
2 necessary officers.

3 (c) The articles of agreement of the Vermont Learning Collaborative  
4 (VTLC) in effect on June 30, 2026, shall serve as the operating agreement of  
5 the VTLC unless and until amended.

6 \* \* \* Union School District Exploration and Formation \* \* \*

7 Sec. 13. UNION SCHOOL DISTRICT CREATION CONSULTATION AND  
8 FACILITATION

9 (a) Facilitator. On or before October 1, 2026, the Vermont Learning  
10 Collaborative (VTLC), a CESA formed pursuant to 16 V.S.A. chapter 10, shall  
11 employ or contract for the services of seven union school district formation  
12 facilitators (facilitators) who shall be responsible for organizing and facilitating  
13 study committees to study the advisability of forming a unified union school  
14 district. The VTLC shall also hire one lead facilitator who, in addition to  
15 facilitating study committees as necessary, shall oversee the work of the seven  
16 facilitators. A facilitator shall have knowledge of and experience working in  
17 Vermont’s public education system. The VTLC shall assign one facilitator to  
18 each CESA membership region created pursuant to 16 V.S.A. § 603(a)(1)–(7).

19 (b) Study committees.

20 (1) On or before December 1, 2026:

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (A) Each facilitator shall group school districts within the facilitator’s  
2           assigned CESA region’s member supervisory unions together to form study  
3           committees to study the advisability of forming a unified union school district.  
4           The facilitator shall consult with school district boards prior to finalizing study  
5           committee membership. Using the suggested school district groupings  
6           contained in Sec. 14 as guidance, and taking into consideration grand list  
7           values, accounting for the homestead exemption and current education  
8           spending, the facilitator shall group school districts together according to the  
9           following criteria:

10                   (i) total average daily membership of school districts forming a  
11                   study committee shall be a minimum of 1,500 students, as practical; and

12                   (ii) school districts on the same study committee may be members  
13                   of different supervisory unions.

14                   (B) Each study committee shall hold its first meeting.

15                   (2) Notwithstanding any provision of law to the contrary, a school  
16                   district shall participate in the study committee it is assigned to by the  
17                   facilitator.

18                   (3) A study committee formed pursuant to this section shall adhere to  
19                   the processes and requirements of 16 V.S.A. chapter 11, subchapter 2.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (A) A study committee formed pursuant to this section shall only  
2 identify school districts with the same operating structure as necessary and  
3 shall identify a school district with an operating structure that differs from the  
4 majority of study committee members as advisable, as those terms are used in  
5 16 V.S.A. § 708(b)(1) and (2). Nothing in this act shall be construed to  
6 compel the merger of school districts with dissimilar operating structures. If a  
7 study committee identifies a school district as necessary that is not a member  
8 of the study committee or that is not a member of the CESA, or both, the study  
9 committee shall work with the applicable facilitator or facilitators to adjust  
10 study committee membership as necessary.

11           (B) Notwithstanding 16 V.S.A. § 706(b) as it applies to study  
12 committee budgets and 16 V.S.A. § 707(a) and (b), a study committee formed  
13 pursuant to this section shall be funded through appropriations made by the  
14 General Assembly for this purpose; provided, however, that if a study  
15 committee's needs exceed the appropriations provided, it may elect to increase  
16 its budget according to the processes and procedures established in 16 V.S.A.  
17 chapter 11.

18           (C) In addition to the requirements of 16 V.S.A. chapter 11,  
19 subchapter 2, a study committee shall also explore the advisability and  
20 feasibility of a contemplated new unified union school district operating a

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 regional middle or high school, or both. A regional middle or high school  
2 contemplated pursuant to this section shall offer resident students increased  
3 educational opportunities and access to career technical education.

4 (D) If a study committee formed pursuant to this section determines  
5 that it is advisable to propose formation of a new unified union school district,  
6 in addition to the report requirements in 16 V.S.A. § 708(c), the final report of  
7 the study committee shall include an analysis of the following:

8 (i) the educational advantages and disadvantages likely to result  
9 from the formation of the proposed unified union school district;

10 (ii) the financial advantages and disadvantages likely to result  
11 from the formation of the proposed unified union school district;

12 (iii) the likely operational and financial viability and sustainability  
13 of the proposed new unified union school district; and

14 (iv) any other advantages or disadvantages of formation of the  
15 proposed unified union school district, including any advantages or  
16 disadvantages to the students and taxpayers of the region and the State.

17 (E)(i) If a study committee formed pursuant to this section  
18 determines that it is inadvisable to propose formation of a new unified union  
19 school district, before the study committee members vote to dissolve the study

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1 committee pursuant to 16 V.S.A. § 708(d), the study committee shall prepare a  
2 report with the following details:

3 (I) the names of the school districts participating in the study  
4 committee and whether the participation was formal or informal;

5 (II) an analysis of the strengths and challenges of the current  
6 structures of all “necessary” and “advisable” school districts;

7 (III) the reasons why formation of a new unified union school  
8 district would be inadvisable, with specific references to any State law or rule  
9 the study committee found to be an impediment to the formation of a unified  
10 union school district, with a specific analysis of why such rule or law was an  
11 impediment; and

12 (IV) if the decision of the study committee was not unanimous,  
13 an analysis of the minority view of the committee outlining the ways in which  
14 a unified union school district promotes the State policy set forth in section 701  
15 of this chapter.

16 (ii) The study committee shall transmit its report to the school  
17 board of each school district that participated in the study committee, the  
18 Secretary, the State Board of Education, and the facilitator or facilitators  
19 assisting the study committee.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1            (iii) Members of a study committee that determines it is  
2            inadvisable to propose formation of a new unified union school district may  
3            form a new study committee or committees and may pursue any union school  
4            district formation option available under 16 V.S.A. chapter 11 after the study  
5            committee members vote to dissolve the study committee formed pursuant to  
6            this section.

7            (F) Each study committee formed pursuant to this section shall  
8            consult with area career technical education (CTE) directors and shall  
9            document such consultation and any recommendations made by a CTE director  
10           in the study committee’s final report issued pursuant to subdivision (D) or (E)  
11           of this subdivision (b)(3), as applicable.

12           (4) On or before December 1, 2027, each study committee shall  
13           complete its final report and transmit it, along with proposed articles of  
14           agreement, as applicable, to the school board of each school district that the  
15           report identifies as either “necessary” or “advisable” if the study committee  
16           determined it was advisable to form a new unified union school district, or to  
17           the school board of each school district participating on the study committee if  
18           the study committee determined it was inadvisable to form a new unified union  
19           school district.

Changes made from APBH in draft 1.1  
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1           (5) On or before February 1, 2028, a school board shall complete its  
2 review and provide comments to the study committee pursuant to 16 V.S.A.  
3 § 709(a) regarding the study committee’s report and proposed articles of  
4 agreement.

5           (6) Facilitators shall monitor the work of the General Assembly related  
6 to education transformation and share the most up-to-date fiscal modeling with  
7 the study committees.

8           (c) Secretary review. If a study committee determines that it is advisable to  
9 propose formation of a new unified union school district, the study committee  
10 is required to transmit the required report and proposed articles of agreement to  
11 the Secretary pursuant to 16 V.S.A. § 709(b). If the Secretary fails to submit  
12 the report and proposed articles of agreement, with the Secretary’s  
13 recommendations, to the State Board within 60 days following receipt of the  
14 report and proposed articles of agreement or on or before April 1, 2028,  
15 whichever date shall occur first, the study committee shall transmit the report  
16 and proposed articles of agreement directly to the State Board, which shall then  
17 take action pursuant to 16 V.S.A. § 709(c) regardless of whether the Secretary  
18 submits a recommendation regarding the proposed unified union school  
19 district.

Changes made from APBH in draft 1.1  
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1        (d) State Board findings. The State Board shall issue the findings required  
2        pursuant to 16 V.S.A. § 709(c)(2) on or before June 1, 2028.

3        (e) Vote to form a unified union school district. If a study committee  
4        formed pursuant to this section determines that it is advisable to propose  
5        formation of a new unified union school district, the voters of each school  
6        district that is identified as “necessary” or “advisable” shall vote whether to  
7        form the proposed union school district, in accordance with 16 V.S.A. § 710,  
8        on or before November 7, 2028.

9        (f) Study committee status report. On or before February 1, 2027, the  
10       Agency of Education, in consultation with the facilitators, shall submit a  
11       written report to the House Committees on Education and on Ways and Means  
12       and the Senate Committees on Education and on Finance with information  
13       regarding the membership and status of each study committee formed pursuant  
14       to this section.

15       Sec. 14. GUIDANCE FOR STUDY COMMITTEE GROUPINGS

16       Facilitators shall use the school district groupings contained in subdivisions  
17       (1)–(21) of this section as guidance when forming study committees pursuant  
18       to Sec. 13 of this act. Facilitators may form study committees that differ from  
19       the guidance contained in this section; provided, however, that a facilitator

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1 shall transmit the facilitator’s rationale for such choices to the lead facilitator  
2 for inclusion in the report required pursuant to Sec. 15 of this act.

3 (1) Group one: Addison Central School District, Addison Northwest  
4 School District, Lincoln School District, and Mount Abraham Unified School  
5 District.

6 (2) Group two: Barstow Unified School District, Ira School District,  
7 Otter Valley Unified Union School District, Quarry Valley Unified Union  
8 School District, Rutland City School District, Rutland Town School District,  
9 Slate Valley Unified Union School District, and Wells Spring Unified Union  
10 School District.

11 (3) Group three: Mettawee School District, Mill River Unified Union  
12 School District, Taconic and Green Regional School District, and Winhall  
13 School District.

14 (4) Group four: Arlington School District, Mount Anthony Union High  
15 School District #14, North Bennington Graded School District, Sandgate  
16 School District, and Southwest Vermont Union Elementary School District.

17 (5) Group five: Halifax School District, Readsboro School District,  
18 Searsburg School District, Somerset School District, Stamford School District,  
19 Twin Valley Unified School District, Vernon Town School District, and  
20 Windham Southeast School District.

Changes made from APBH in draft 1.1  
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1           (6) Group six: Athens Grafton School District, Bellows Falls Union  
2           High School District, Marlboro School District, River Valleys Unified School  
3           District, Rockingham School District, Stratton School District, West River  
4           Modified Union Education District, Westminster School District, and  
5           Windham School District.

6           (7) Group seven: Green Mountain Unified School District, Ludlow-  
7           Mount Holly Unified Union School District, and Springfield School District.

8           (8) Group eight: Hartford School District, Hartland School District,  
9           Mount Ascutney School District, Mountain Views School District, Pittsfield  
10           School District, and Weathersfield School District.

11           (9) Group nine: Echo Valley Community School District, First Branch  
12           Unified School District, Granville-Hancock Unified District, Orange  
13           Southwest Unified Union School District, Paine Mountain School District,  
14           Rochester-Stockbridge Unified District, Sharon School District, Stafford  
15           School District, and White River Unified District.

16           (10) Group 10: Blue Mountain Union School District, Cabot School  
17           District, Caledonia Cooperative School District, Danville School District,  
18           Peacham School District, Oxbow Unified Union School District, Thetford  
19           Town School District, Twinfield Unified School District, and Waits River  
20           Valley Union School District #36.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (11) Group 11: Canaan School District, Essex North Supervisory  
2           Union, Kingdom East Unified Union School District, NEK Choice School  
3           District, and St. Johnsbury School District.

4           (12) Group 12: Brighton School District, Charleston School District,  
5           Coventry School District, Derby School District, Holland School District, Jay  
6           School District, Lake Region Union Elementary-Middle School District, Lake  
7           Region Union High School District, Lowell School District, Morgan School  
8           District, Newport City School District, Newport Town School District, North  
9           Country Union High School District, North Country Union Junior High School  
10          Board, Troy School District, and Westfield School District.

11          (13) Group 13: Mount Mansfield Unified Union School District.

12          (14) Group 14: Champlain Valley School District.

13          (15) Group 15: Essex Westford Educational Community Unified Union  
14          School District.

15          (16) Group 16: Cambridge School District, Craftsbury School District,  
16          Elmore-Morristown Unified Union School District, Hazen Union School  
17          District, Lamoille North Modified Unified Union School District, Mountain  
18          View Union Elementary School District, Stannard Town School District,  
19          Stowe School District, and Wolcott School District.

Changes made from APBH in draft 1.1  
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1           (17) Group 17: Enosburgh-Richford Unified Union School District,  
2           Northern Mountain Valley Unified Union School District, and Missisquoi  
3           Valley School District.

4           (18) Group 18: Fairfax School District, Fletcher School District,  
5           Georgia School District, and Maple Run Unified School District.

6           (19) Group 19: Burlington School District, South Burlington School  
7           District, and Winooski ID.

8           (20) Group 20: Alburgh School District, Champlain Islands Unified  
9           Union School District, Colchester School District, Milton Town School  
10           District, and South Hero School District.

11           (21) Group 21: Barre Unified Union School District, Harwood Unified  
12           Union School District, Montpelier Roxbury School District, and Washington  
13           Central Unified Union School District.

14           **Sec. 14a. INTERIM STUDY COMMITTEE REPORTS**

15           (a) On or before January 1, 2028, the lead facilitator employed or  
16           contracted by the Vermont Learning Collaborative (VTLC) shall submit a  
17           written report to the House and Senate Committees on Education with an  
18           update on the status of each study committee formed pursuant to Sec. 13 of this  
19           act.





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1 amount reflected in each set of invoices upon receipt and the remaining one-  
2 half upon completion of the final report required pursuant to Sec. 13(b)(3)(D)  
3 or (E) of this act, as applicable; provided, however, that no payment shall  
4 cause the total amount of funds paid to a study committee to exceed the  
5 \$10,000.00 limit.

6 (2) Of the funds appropriated to the Agency of Education in 2025 Acts  
7 and Resolves No. 73, Sec. 32(a)(1), as amended by Sec. C.103 of legislation  
8 enacting the budget in fiscal year 2027, \$210,000.00 shall be used for the  
9 purpose of awarding study committee reimbursement grants to the study  
10 committees formed pursuant to Sec. 13 of this act in accordance with  
11 subdivision (1) of this subsection.

12 (b) Facilitator appropriation; reports. Of the funds appropriated to the  
13 Agency of Education in 2025 Acts and Resolves No. 73, Sec. 32(a)(1), as  
14 amended by Sec. C.103 of legislation enacting the budget in fiscal year 2027,  
15 \$442,000.00 shall be granted to the Vermont Learning Collaborative (VTLC)  
16 within 45 days following the passage of this act for the purpose of hiring or  
17 contracting for seven facilitators and one lead facilitator pursuant to Sec. 13(a)  
18 of this act, as well as for administrative costs associated with contracting for  
19 the facilitators. The VTLC may use up to \$32,000.00 of the funds  
20 appropriated pursuant to this subsection for administrative costs.



Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 ~~of all resident students and that the expert tasked with developing a cost factor~~  
2 ~~foundation formula has provided to the General Assembly the report pursuant~~  
3 ~~to Sec. 45a to provide the General Assembly an opportunity to enact legislation~~  
4 ~~in consideration of the report~~ following conditions have been met:

5 (A) school districts have had an opportunity to study the advisability  
6 of forming a new unified union school district and the clerk of each school  
7 district voting on a proposal to form a unified union school district on or before  
8 November 7, 2028, pursuant to legislation enacted by the General Assembly in  
9 2026 that requires each school board to participate on a study committee to  
10 study the advisability of forming a unified union school district, has certified  
11 the results of any such vote, to the extent that any such votes occurred, to the  
12 Secretary of Education pursuant to 16 V.S.A. § 713(a);

13 (B) the expert tasked with developing a cost-factor foundation  
14 formula has provided to the General Assembly the report required pursuant to  
15 Sec. 45a;

16 (C) on or before December 15, 2029, the Joint Fiscal Office has  
17 provided the General Assembly with an analysis, using fiscal year 2027 data,  
18 that compares the total appropriated State funds each school district received  
19 under Vermont’s existing education funding formula with those the school

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 district would have received under the foundation formula established in 2025  
2 Acts and Resolves No. 73, as amended; and

3 (D) legislation has been enacted that addresses:

4 (i) suitable geographic measures for determining sparsity within  
5 the foundation formula;

6 (ii) whether it costs more to educate a secondary student than an  
7 elementary student in Vermont and, if so, an appropriate weight to capture the  
8 cost differential of educating secondary students;

9 (iii) how to account for the provision of career and technical  
10 education within Vermont’s foundation formula;

11 (iv) how to account for regional differences in operating costs,  
12 including those driven by regional differences in cost of living and legacy  
13 collective bargaining agreements within the foundation formula; and

14 (v) how to fund special education services; school construction,  
15 renovation, and repayment of school district debt; transportation; and universal  
16 prekindergarten.

17 ~~(1)(2)(A)~~ In Sec. 27, 16 V.S.A. § 823(a) and (d);

18 ~~(2)(B)~~ Sec. 28 (tuition repeals);

19 ~~(3)(C)~~ Secs. 34–43 (transition to cost-factor foundation formula);

20 ~~(4)(D)~~ Sec. 45b (educational opportunity payment transition); [Deleted.]

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           ~~(5)(E)~~ Secs. 46, 47, 49, and 50 (statewide education tax; supplemental  
2 district spending tax); and

3           ~~(6)(F)~~ Sec. 46a (supplemental district spending tax; cap; transition);  
4 [Deleted.]

5           ~~(7)(G)~~ Sec. 48a (tax rate transition); [Deleted.]

6           ~~(8)(H)~~ Secs. 51, 52, and 54–56 (property tax credit repeal; creation of  
7 homestead exemption);

8           ~~(9)(I)~~ Sec. 57 (Education Fund Advisory Committee; review of  
9 foundation formula); and [Deleted.]

10           ~~(10)(J)~~ Secs. 60 and 61 (property tax classifications). [Deleted.]

11           (g) In Sec. 27, 16 V.S.A. § 823(b) and (c) shall take effect on ~~July 1, 2028~~  
12 July 1, 2030, provided that the ~~new school districts contemplated by this act~~  
13 have assumed responsibility for the education of all resident students school  
14 districts have had an opportunity to study the advisability of forming a new  
15 unified union school district and the clerk of each school district voting on a  
16 proposal to form a unified union school district on or before November 7,  
17 2028, pursuant to legislation enacted by the General Assembly in 2026 that  
18 requires each school board to participate on a study committee to study the  
19 advisability of forming a unified union school district, has certified the results  
20 of any such vote, to the extent that any such votes occurred, to the Secretary of

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Education pursuant to 16 V.S.A. § 713(a) and that the cost-factor foundation  
2 formula report required pursuant to Sec. 45a contains evidence that it costs  
3 more to educate students in grades nine through 12 but the General Assembly  
4 has failed to enact legislation to add a secondary student weight.

5 (h) ~~Sec. 62 (regional assessment districts) shall take effect on January 1,~~  
6 ~~2029. [Deleted.]~~

7 Sec. 18a. INTERACTIVE EDUCATION FUNDING CALCULATOR;  
8 DEPARTMENT OF TAXES

9 On or before October 1, 2027, the Department of Taxes shall publish on its  
10 website an interactive education funding calculator (interactive calculator) that  
11 enables a school district or a union school district study committee to calculate  
12 an estimate of the total education funding from the State it received under  
13 Vermont’s current education finance system in fiscal year 2027 and the  
14 estimated total education funding it would have received from the State under  
15 the new financing formula had it been in effect in fiscal year 2027. The  
16 interactive calculator shall reflect all education finance policy choices  
17 represented in the total appropriated State funds each school district receives  
18 under Vermont’s existing education funding formula enacted through July 1,  
19 2027, that would have an impact on funding levels. In developing the  
20 interactive calculator, the Department of Taxes shall consult with the Joint

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Fiscal Office, the Agency of Education, and the Department of Finance and  
2 Management. On or before August 1, 2027, the Department of Taxes shall  
3 submit a preliminary plan for the interactive calculator to the Joint Fiscal  
4 Office and the Agency of Education for feedback. The Department of Taxes  
5 shall submit a preliminary version of the interactive calculator to the Joint  
6 Fiscal Committee in September 2027.

7 \* \* \* Prekindergarten Education \* \* \*

8 Sec. 19. PREKINDERGARTEN EDUCATION; FINDINGS

9 The General Assembly finds that:

10 (1) despite being colloquially known as the “universal prekindergarten  
11 program,” not all children three and four years of age in the State have equal  
12 access to a prequalified prekindergarten provider;

13 (2) Vermont ranks second in the country with regard to access to  
14 prekindergarten education by children who are four years of age, with  
15 76 percent of eligible four-year-old children receiving prekindergarten  
16 education, and that Vermont is one of two states in which more than 70 percent  
17 of children who are four years of age receive prekindergarten services;

18 (3) only 11 percent of eligible children are enrolled in prekindergarten  
19 services in Essex County;

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (4) there is considerable geographic disparity in the State with regard to  
2           the number of prekindergarten slots available, and as a result, 95 percent of  
3           eligible children in Windsor and Windham Counties and 93 percent of eligible  
4           children in Chittenden County have access to a prequalified prekindergarten  
5           provider as compared to 55 percent in Franklin County and 61 percent in  
6           Grand Isle County; and

7           (5) while a substantial portion of states provide a full school day of four  
8           or more hours of prekindergarten education daily, less than five percent of  
9           Vermont’s prequalified prekindergarten providers provide a full day of four or  
10           more hours of prekindergarten education.

11       Sec. 20. LEGISLATIVE INTENT

12           It is the intent of the General Assembly to:

13           (1) ensure that prekindergarten education is included as an integral part  
14           of Vermont’s education system, as the right to education is fundamental for the  
15           success of Vermont’s children in all grades, prekindergarten through grade 12;

16           (2) determine a locus of responsibility to ensure there is access to  
17           prekindergarten education within all school districts;

18           (3) provide access to licensed teachers in the classroom of both  
19           prequalified public and private providers, including access to support and  
20           provisional status; and

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (4) equalize financial resources for all prequalified providers of  
2 prekindergarten education.

3           Sec. 21. PREKINDERGARTEN EDUCATION FUNDING; REPORTS;

4                           APPROPRIATION

5           (a) Legislative intent. It is the intent of the General Assembly to, in the  
6 2027 legislative session, establish a funding structure for prekindergarten  
7 education that:

8                   (1) supports achieving access for every prekindergarten child, as that  
9 term is defined in 16 V.S.A. § 829, with equitable payments and equitable  
10 educational standards for public and private providers;

11                   (2) ensures the cost of prekindergarten education is included in the full  
12 cost of education;

13                   (3) increases access and participation in areas of the State where access  
14 or participation is limited; and

15                   (4) continues to support a mixed delivery system.

16           (b) Data and reports.

17                   (1) The Agency of Education, Department for Children and Families,  
18 and Building Bright Futures (BBF) shall establish a system to jointly monitor  
19 and evaluate prekindergarten education programs to promote optimal results  
20 for children that support the relevant population-level outcomes set forth in

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 3 V.S.A. § 2311 and to collect data that will inform future decisions. BBF, in  
2 consultation with the Agency of Education and the Department for Children  
3 and Families, shall be required to report annually to the General Assembly in  
4 January.

5 (2)(A) On or before December 1, 2026, BBF, in consultation with the  
6 Agency of Education and the Department for Children and Families, shall  
7 submit a written report to the House Committees on Education, on Human  
8 Services, and on Ways and Means and the Senate Committees on Education,  
9 on Health and Welfare, and on Finance with the following information:

10 (i) status of BBF’s work under the federal Preschool Development  
11 Grant and data collection;

12 (ii) initial or updated data findings including prekindergarten  
13 student demographics and number of hours by prekindergarten program by  
14 district;

15 (iii) outstanding questions or gaps in data; and

16 (iv) recommendations for legislative action and other  
17 considerations.

18 (B) BBF shall also provide an update on progress of its work under  
19 the federal Preschool Development Grant to the Joint Fiscal Committee on or  
20 before October 1, 2026.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (3)(A) The Joint Fiscal Office shall contract with a contractor with  
2           expertise in Vermont’s education funding system to conduct an updated cost of  
3           care analysis to account for the provision of prekindergarten education within  
4           Vermont’s education finance system. The contractor shall utilize results of  
5           recent cost modeling studies, including the Vermont Early Care and Education  
6           Financing Study conducted pursuant to 2021 Acts and Resolves No. 45, Sec.  
7           14; the 2026 Vermont Cost Modeling Report issued by First Children’s  
8           Finance; and the statewide tuition rate for prekindergarten education, and  
9           collaborate with the Child Development Division, Agency of Education, and  
10           BBF to ensure necessary data and appropriate factors are included in financial  
11           modeling. This study shall provide estimates for the current full cost of  
12           providing prekindergarten education for children three, four, and five years of  
13           age, not yet eligible to enroll in kindergarten.

14           (B) The sum of \$75,000.00 is appropriated to the Joint Fiscal Office  
15           from the General Fund in fiscal year 2027 to hire a contractor to make  
16           recommendations in accordance with subdivision (3)(A) of this subsection (b).

17           (4) The Joint Fiscal Office shall provide the General Assembly with  
18           considerations on or before December 15, 2026, regarding different funding  
19           mechanisms that may be used to distribute funds for education costs within the

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 new financing formula, including grants, inclusion within the Education  
2 Opportunity Payment, and different forms of categorical aid.

3 Sec. 21a. 16 V.S.A. § 829 is amended to read:

4 § 829. PREKINDERGARTEN EDUCATION

5 \* \* \*

6 (d) Tuition, budgets, and average daily membership.

7 \* \* \*

8 (5) As part of the data reporting process required pursuant to subsection  
9 4010(c) of this title, a district of residence shall also report annually to the  
10 Agency of Education the number of hours of prekindergarten education  
11 received by each prekindergarten child for whom it has provided  
12 prekindergarten education or on whose behalf it has paid tuition pursuant to  
13 this section.

14 (e) Rules. The Secretary of Education and the Commissioner for Children  
15 and Families shall jointly develop and agree to rules and present them to the  
16 State Board for adoption under 3 V.S.A. chapter 25 as follows:

17 \* \* \*

18 (10) To establish a system by which the Agency of Education ~~and,~~  
19 Department for Children and Families, and Building Bright Futures shall  
20 jointly monitor and evaluate prekindergarten education programs to promote

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 optimal results for children that support the relevant population-level outcomes  
2 set forth in 3 V.S.A. § 2311 and to collect data that will inform future  
3 decisions. The Agency and Department shall be required to report annually to  
4 the General Assembly in January. At a minimum, the system shall monitor  
5 and evaluate:

6 \* \* \*

7 \* \* \* Data Collection \* \* \*

8 Sec. 22. 16 V.S.A. § 4010(c) is amended to read:

9 (c) Reporting on weighting categories to the Agency of Education. Each  
10 school district shall annually report to the Agency of Education by a date  
11 established by the Agency the information needed in order for the Agency to  
12 compute the weighting categories under subsection (b) of this section for that  
13 district, for all resident students in prekindergarten through grade 12. In order  
14 to fulfill this obligation, a school district that pays public tuition on behalf of a  
15 resident student (sending district) to a public school in another school district,  
16 an approved independent school, ~~or an out-of-state school, or a prequalified~~  
17 private prekindergarten education provider (each a receiving school) ~~may~~  
18 ~~request the receiving school to collect this information on the sending district's~~  
19 ~~resident student, and if requested, the receiving school shall provide this~~  
20 ~~information to the sending district in a timely manner~~ shall require each

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 resident student in prekindergarten through grade 12 on whose behalf the  
2 district pays tuition to complete a form or forms developed by the Agency of  
3 Education in order to obtain the information needed in order for the Agency to  
4 compute the weighting categories under subsection (b) of this section for all  
5 students residing in that district, including students that are educated by a  
6 receiving school. The form shall be included with any residency verification  
7 forms and requests for public tuition funding forms required by a school  
8 district.

9 \* \* \* Special Education Funding \* \* \*

10 Sec. 23. SPECIAL EDUCATION FUNDING SAFEGUARDS;

11 LEGISLATIVE INTENT

12 (a) Maintenance of effort. It is the intent of the General Assembly to  
13 ensure that Vermont complies with federal maintenance of effort requirements  
14 in any education funding reform. Nothing in 2025 Acts and Resolves No. 73  
15 (Act 73), nor the implementation of Act 73, shall be construed to permit a  
16 reduction in State or local funding for special education and related services in  
17 a manner that would violate the maintenance of effort requirements of the  
18 Individuals with Disabilities Education Act, 20 U.S.C. §§ 1400–1485.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1        (b) Separate and supplemental funding structure. It is the intent of the  
2        General Assembly that the State shall maintain an education funding structure  
3        in which:

4            (1) general education is funded through a formula-based mechanism  
5        established by law; and

6            (2) special education is funded through a supplemental reimbursement,  
7        weighted student count, or grant model that reflects eligible special education  
8        costs and preserves compliance with federal maintenance of effort  
9        requirements.

10        (c) Protection of educational rights. It is the intent of the General  
11        Assembly that implementation of Act 73 or any future education funding  
12        reform shall not limit the right of students with disabilities to a Free  
13        Appropriate Public Education (FAPE), including access to individualized  
14        services in the least restrictive environment as required by federal and State  
15        law.

16        (d) Proportional effects. A school district shall not implement  
17        programmatic reductions, staffing changes, or budgetary actions that  
18        disproportionately affect students with disabilities or impair the district's  
19        ability to meet its obligations to provide FAPE.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1        (e) Impact analysis. School districts shall assess and document the impact  
2        of significant programming changes on students with disabilities, in  
3        accordance with guidance issued by the Agency of Education.

4        (f) Guidance. The Agency of Education shall issue guidance to ensure  
5        school districts implement Act 73 in a manner consistent with this section and  
6        with federal special education requirements. The Agency shall also issue  
7        guidance regarding the assessment and documentation requirements of  
8        subsection (e) of this section.

9        **Sec. 24. TUITION IN EXCESS OF FOUNDATION FORMULA;**

10        **LEGISLATIVE INTENT**

11        It is the intent of the General Assembly that, under the foundation formula,  
12        no receiving school may charge tuition in excess of the amount of tuition paid  
13        by a sending school district pursuant to section 823 of this chapter if the  
14        foundation formula contains a weight for high school students.

15        **Sec. 24a. [Deleted.]**

16        \* \* \* Union School District Study Committee Budgets \* \* \*

17        Sec. 25. 16 V.S.A. § 707 is amended to read:

18        § 707. APPROVAL OF STUDY BUDGET; APPOINTMENT OF STUDY  
19        COMMITTEE; PARTICIPATION

20        (a) Proposed budget exceeding ~~\$50,000.00~~ \$500,000.00.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 (1) If the proposed budget established in section 706 of this chapter  
2 exceeds ~~\$50,000.00~~ \$500,000.00, then subject to the provisions of that section  
3 the board of each potentially participating school district shall warn the  
4 district’s voters to meet at an annual or special school district meeting to vote  
5 whether to appropriate funds necessary to support the district’s financial share  
6 of a study committee’s costs. The meeting in each school district shall be  
7 warned for the same date. The warning in each school district shall contain an  
8 identical article in substantially the following form:  
9 “Shall the school district of \_\_\_\_\_  
10 appropriate funds necessary to support the school district’s financial share of a  
11 study to determine the advisability of forming a union school district with  
12 some or all of the following school districts:  
13 \_\_\_\_\_,  
14 \_\_\_\_\_, and  
15 \_\_\_\_\_? It is estimated that the  
16 \_\_\_\_\_ school district’s share, if all  
17 of the identified school districts vote to participate, will be  
18 \$\_\_\_\_\_. The total proposed budget,  
19 to be shared by all participating school districts is  
20 \$\_\_\_\_\_.”

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (2) If the vote in subdivision (1) of this subsection is in the affirmative  
2 in two or more school districts, then the boards of the affirming school districts  
3 shall appoint a study committee consisting of the number of persons  
4 determined pursuant to section 706 (proposed study committee budget and  
5 membership) of this chapter. At least one current board member from each  
6 participating school district shall be appointed to the study committee. The  
7 board of a school district appointing more than one person to the study  
8 committee may appoint residents of the school district who are not members of  
9 the board to any of the remaining seats.

10           (3) The sums expended for study purposes under this section shall be  
11 considered part of the approved cost of any project in which the union school  
12 district, if created, participates pursuant to chapter 123 of this title.

13           (b) Proposed budget not exceeding ~~\$50,000.00~~ \$500,000.00.

14           (1) If the proposed budget established in section 706 of this chapter does  
15 not exceed ~~\$50,000.00~~ \$500,000.00, then the boards of the participating school  
16 districts shall appoint a study committee consisting of the number of persons  
17 determined under that section. At least one current board member from each  
18 participating school district shall be appointed to the study committee. The  
19 board of a school district appointing more than one person to the study

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 committee may appoint residents of the school district who are not members of  
2 the board to any of the remaining seats.

3 (2) The sums expended for study purposes under this section shall be  
4 considered part of the approved cost of any project in which the union school  
5 district, if created, participates pursuant to chapter 123 of this title.

6 (c) Additional costs.

7 (1) If the voters approve a budget that exceeds ~~\$50,000.00~~ \$500,000.00  
8 but the study committee later determines that its budget is likely to exceed the  
9 projected, voter-approved amount, then the boards of all participating school  
10 districts shall obtain voter approval for the amounts exceeding the previously  
11 approved budget in the manner set forth in subdivision (a)(1) of this section  
12 before the study committee obligates or expends sums in excess of the initial  
13 voter-approved amount.

14 (2) If a proposed budget does not exceed ~~\$50,000.00~~ \$500,000.00 at the  
15 time the school boards appoint members to the study committee, but the study  
16 committee later determines that its total budget is likely to exceed ~~\$50,000.00~~  
17 \$500,000.00, then the boards of all participating school districts shall obtain  
18 voter approval for the amounts exceeding ~~\$50,000.00~~ \$500,000.00 in the  
19 manner set forth in subdivision (a)(1) of this section before the study  
20 committee obligates or expends funds in excess of ~~\$50,000.00~~ \$500,000.00.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 (d) Grants. Costs to be paid by State, federal, or private grants shall not be  
2 included when calculating whether a study committee’s budget or proposed  
3 budget exceeds ~~\$50,000.00~~ \$500,000.00.

4 \* \* \*

5 \* \* \* Rulemaking, Forms, and Reports \* \* \*

6 Sec. 26. SMALL AND SPARSE SCHOOLS; STATE BOARD OF  
7 EDUCATION; EDUCATION QUALITY STANDARDS;  
8 RULEMAKING

9 The State Board of Education shall, unless extended by the Legislative  
10 Committee on Administrative Rules, adopt updates to Agency of Education,  
11 State Board Rule 2000 Education Quality Standards (CVR 22-000-003) to  
12 establish criteria for identifying schools as small by necessity or sparse by  
13 necessity, or both, pursuant to 3 V.S.A. § 843 on or before March 31, 2027.  
14 Such rules shall be consistent with the work of the Small and Sparse School  
15 Committee of the State Board of Education and the recommendations of the  
16 Committee dated December 17, 2025.

17 Sec. 27. INTRADISTRICT BUDGETING; AGENCY OF EDUCATION;  
18 DISTRICT QUALITY STANDARDS; RULEMAKING

19 The Agency of Education shall, unless extended by the Legislative  
20 Committee on Administrative Rules, adopt updates to the district quality

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 standards contained in Agency of Education, District Quality Standards (CVR  
2 22-000-039) to establish criteria for intradistrict budgeting under the  
3 foundation formula, pursuant to 3 V.S.A. § 843 on or before December 31,  
4 2028. The criteria shall provide guidelines for intradistrict budgeting that  
5 ensure resources are allocated across schools within each district in a way that  
6 supports the State’s goal that all Vermont children will be afforded  
7 opportunities and excellent education that are substantially equal in quality and  
8 enable them to achieve or exceed the education quality standards approved by  
9 the State Board of Education.

10 Sec. 27a. 2024 Acts and Resolves No. 183, Sec. 7 is amended to read:

11 Sec. 7. RESERVE FUND ACCOUNT STANDARDS; DISTRICT  
12 QUALITY STANDARDS; RULEMAKING

13 On or before ~~January 1, 2025~~ March 31, 2027, the Agency of Education, in  
14 collaboration with the Vermont Association of School Business Officials, the  
15 Vermont Superintendents Association, and the Vermont School Boards  
16 Association, shall ~~initiate~~ complete rulemaking pursuant to 3 V.S.A. chapter 25  
17 to update the District Quality Standards rules contained in Agency of  
18 Education, District Quality Standards (CVR 23-020), to include recommended  
19 reserve fund account standards. ~~Prior to initiating rulemaking, the Agency~~

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 ~~shall consult with local school officials.~~ The Agency shall specifically adopt  
2 rules to:

3 (1) prescribe minimum and maximum balance levels for a reserve fund,  
4 taking into consideration revenue predictability and expenditure volatility,  
5 exposure to significant one-time expenses, and impact on credit ratings;

6 (2) specify acceptable conditions that warrant use of the reserve fund  
7 and the period within which funds may be used;

8 (3) establish best practices for replenishing a depleted reserve fund,  
9 including the period over which the reserve fund should be replenished;

10 (4) define appropriate accounting terms to facilitate data consistency and  
11 improve data quality across the State; and

12 (5) identify conditions that may justify deviation from any broadly  
13 applicable standards adopted pursuant to this section.

14 Sec. 27b. SCHOOL TRANSPORTATION GRANTS; REPORT

15 On or before December 1, 2026, the Agency of Education shall submit a  
16 written report to the House Committees on Education, on Transportation, and  
17 on Ways and Means and the Senate Committees on Education, on  
18 Transportation, and on Finance regarding school transportation. School  
19 districts shall comply with requests from the Agency to assist data collections  
20 necessary to complete the reporting requirements in this section.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

- 1           (1) The report shall include information on the following:
- 2                   (A) the current landscape of education transportation for each school
- 3 district, including:
- 4                   (i) the grades operated by the school district;
- 5                   (ii) the grades for which the school district provides
- 6 transportation;
- 7                   (iii) whether the vehicles used to provide students with
- 8 transportation are owned or leased by the school district;
- 9                   (iv) whether the school district relies on public transportation to
- 10 provide education transportation to its resident students and, if so, associated
- 11 costs borne by all parties;
- 12                   (v) the method by which resident students arrive to and leave from
- 13 each school a resident student attends, regardless of whether it is a school
- 14 operated by the school district or a receiving school not operated by the school
- 15 district, such as whether students rely on school district provided
- 16 transportation, receiving school provided transportation, or transportation
- 17 provided or arranged by a resident family, as well as whether there is any
- 18 district reimbursement to resident families for privately incurred expenses
- 19 related to student transportation; and
- 20                   (vi) bus driver pay and benefits; and

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (B) the aggregate cost of the current education transportation system,  
2           on a per-school-district basis, including:

3                   (i) the total transportation grant award from the State;

4                   (ii) the total local funds spent on transportation;

5                   (iii) per-mile expenditures for transportation to and from career  
6           technical education programming;

7                   (iv) transportation costs associated with the requirements of the  
8           McKinney-Vento Homeless Assistance Act, 42 U.S.C. § 11431–11435;

9                   (v) transportation costs associated with extraordinary special  
10           education expenditures; and

11                   (vi) transportation costs associated with individualized education  
12           programs.

13           (2) The report shall also include recommendations regarding:

14                   (A) the geographic radius around a school within which a school  
15           district shall not be required to provide transportation, for both urban and rural  
16           schools;

17                   (B) definitions for the terms “distant students” and “safe walking  
18           routes”;

19                   (C) how regionalized transportation services may work under a  
20           cooperative education service area (CESA) model, including with a CESA

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 servicing as the fiscal agent for contracts, as well as information regarding the  
2 availability of transportation vendors in the CESA regions created in this act;

3 (D) how cocurricular and afterschool travel could be included in a  
4 district’s transportation services and what consistent standards should be  
5 proposed for such service statewide;

6 (E) whether a weighted sparsity categorical grant or a per-mile  
7 reimbursement model would be more beneficial to districts or CESAs under a  
8 foundation formula, and what the approximate difference in cost would be as  
9 compared to the current funding system;

10 (F) legislative updates to 16 V.S.A. § 4016 (reimbursement for  
11 transportation expenditures) and any related rules; and

12 (G) how to ensure a student who attends a career technical education  
13 (CTE) center other than the student’s assigned regional CTE center, due to  
14 enrollment constraints, program availability, or some other barrier, has access  
15 to transportation to the same extent as students attending an assigned CTE  
16 center as provided pursuant to 16 V.S.A. § 1541a(a)(2), and the costs  
17 associated with any such recommendations.

18 Sec. 27c. STUDENT PROFILE FORM

19 On or before September 1, 2026, the Agency of Education, in consultation  
20 with school business officials, shall develop a student profile form to be used

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 by school districts to collect the information necessary in order for the Agency  
2 to compute the weighting categories under 16 V.S.A. § 4010(b) for students in  
3 prekindergarten through grade 12 on whose behalf a school district pays  
4 tuition. The student profile form shall be fully accessible to all Vermont  
5 families both in paper form and electronically.

6 Sec. 27d. LENGTH OF SCHOOL DAY; RULEMAKING

7 The State Board of Education shall, unless extended by the Legislative  
8 Committee on Administrative Rules, adopt updates to Agency of Education,  
9 2300 Length of School Day and Year—Specific Program Requirements for  
10 Public Schools (CVR 22-000-005) to update the criteria for the length of a  
11 school day for each grade, prekindergarten through grade 12, consistent with  
12 the definition of school day contained in 16 V.S.A. § 11(41), pursuant to  
13 3 V.S.A. § 843 on or before March 31, 2027.

14 \* \* \* Small and Sparse Schools \* \* \*

15 Sec. 28. REPEAL

16 2025 Acts and Resolves No. 73, Sec. 37 (16 V.S.A. § 4019) is repealed.

17 Sec. 29. 16 V.S.A. § 4019 is added to read:

18 § 4019. SMALL SCHOOLS; SPARSE SCHOOLS; SUPPORT GRANTS

19 (a) Definitions. As used in this section:

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (1) “Average grade size” means the quotient resulting from dividing a  
2 school’s two-year average enrollment by the number of grades above  
3 prekindergarten operated by the school, rounded downward.

4           (2) “Enrollment” means the number of students in kindergarten through  
5 grade 12 who are enrolled in a school operated by the school district on  
6 October 1. A student shall be counted as one whether the student is enrolled as  
7 a full-time or part-time student.

8           (3) “Small school” means a public school that:

9                   (A) has an average grade size of fewer than 12 students; and

10                   (B) has been determined by the Agency of Education, on an annual  
11 basis, to be “small by necessity” under standards consistent with State Board of  
12 Education rule.

13           (4) “Sparse area” means a city, town, or incorporated village where the  
14 number of persons per square mile residing within the land area of the  
15 geographic boundaries of the city, town, or incorporated village as of July 1 of  
16 the year of determination is fewer than 55 persons.

17           (5) “Sparse school” means a public school that:

18                   (A) is within a sparse area; and

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (B) has been determined by the Agency of Education, on an annual  
2 basis, to be “sparse by necessity” under standards consistent with State Board  
3 of Education rule.

4           (6) “Two-year average enrollment” means the average enrollment of the  
5 two most recently completed school years.

6           (b) Small schools support grant. Annually, the Secretary shall pay a small  
7 schools support grant to each school district for each small school operated by  
8 the school district in an amount determined by multiplying the two-year  
9 average enrollment in the small school by \$3,157.00.

10          (c) Sparse schools support grant. Annually, the Secretary shall pay a sparse  
11 schools support grant to each school district for each sparse school operated by  
12 the school district in an amount determined by multiplying the two-year  
13 average enrollment in the sparse school by \$1,954.00.

14          (d) Inflationary adjustment. Each dollar amount under subsections (b) and  
15 (c) of this section shall be adjusted for inflation annually on or before  
16 November 15 by the Secretary. As used in this subsection, “adjusted for  
17 inflation” means adjusting the dollar amount by the National Income and  
18 Product Accounts (NIPA) implicit price deflator for state and local government  
19 consumption expenditures and gross investment published by the U.S.  
20 Department of Commerce, Bureau of Economic Analysis, from fiscal year

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 2025 through the fiscal year for which the amount is being determined, and  
2 rounding upward to the nearest whole dollar amount.

3 \*\*\* Class Size Minimums \*\*\*

4 Sec. 29a. 2025 Acts and Resolves No. 73, Sec. 7 is amended to read:

5 **Sec. 7. FAILURE TO COMPLY WITH EDUCATION QUALITY**  
6 **STANDARDS; STATE BOARD ACTION**

7 (a) Notwithstanding 16 V.S.A. § 165(b)(4) and (5) and any other provision  
8 of law to the contrary, the State Board shall be prohibited from ordering school  
9 district consolidation or school consolidation if a school fails to comply with  
10 class size minimum education quality standards and the resulting consolidation  
11 would result in school construction costs in excess of the applicable district's  
12 capital reserve account until the General Assembly establishes new school  
13 district boundaries and takes further action regarding the consequences for  
14 failure to meet education quality standards.

15 (b)(1) Notwithstanding 16 V.S.A. § 165(a)(9)(C) and (b), a public school's  
16 failure to comply with the class size minimum requirements contained in 16  
17 V.S.A. § 165(a)(9) shall not count towards the three consecutive school years  
18 of noncompliance that enables the Secretary to recommend action to the State  
19 Board until the foundation formula is in effect and all contingencies, to the  
20 extent that there are any contingencies, contained in 2025 Acts and Resolves

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 No. 73, Sec. 70(f), as amended, that are required for the foundation formula to  
2 become effective have been met.

3 (2) An approved independent school’s failure to comply with class size  
4 minimums shall not count towards the period of noncompliance that enables  
5 the Secretary to recommend action to the State Board and that may render the  
6 school ineligible to receive public tuition until the foundation formula is in  
7 effect and all contingencies, to the extent that there are any contingencies,  
8 contained in 2025 Acts and Resolves No. 73, Sec. 70(f), as amended, that are  
9 required for the foundation formula to become effective have been met;  
10 provided, however, that the approved independent school shall meet all other  
11 requirements in State and federal law to remain eligible to accept public tuition  
12 during this time period.

13 \* \* \* Regional Assessment Districts \* \* \*

14 Sec. 30. 32 V.S.A. chapter 121, subchapter 1A is added to read:

15 Subchapter 1A. Regional Assessment Districts

16 § 3415. LEGISLATIVE INTENT

17 It is the intent of the General Assembly in adopting this subchapter to create  
18 regional assessment districts so that:

19 (1) properties on grand lists are regularly reappraised;

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (2) property data collection is consistent and standardized across the  
2           State; and

3           (3) property valuation is conducted by trained and certified individuals  
4           and firms.

5           § 3416. REGIONAL ASSESSMENT DISTRICTS; ESTABLISHMENT

6           (a) Member municipalities of a regional assessment district shall fully  
7           reappraise their grand lists every six years pursuant to subsection 3417(b) of  
8           this subchapter. Member municipalities may contract jointly with one or more  
9           third parties to conduct the reappraisals.

10           (b) For the first full reappraisal conducted simultaneously by member  
11           municipalities as part of a regional assessment district, each municipality may,  
12           at its discretion, conduct a reappraisal jointly with one or more other member  
13           municipalities. For all subsequent simultaneous full reappraisals by member  
14           municipalities as part of a regional assessment district, as determined pursuant  
15           to subsection 3417(c) of this subchapter, a municipality shall conduct a  
16           reappraisal jointly with one or more other member municipalities.

17           § 3417. STANDARD GUIDELINES; PROCEDURES; RULEMAKING

18           (a) The Director of Property Valuation and Review shall establish standard  
19           guidelines and procedures, and may adopt rules, for regional assessment  
20           districts, including:

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (1) guidelines for contracting with third parties to conduct or assist with  
2           reappraisals, including standard reappraisal contract terms;

3           (2) standards for the collection and recordation of parcel data;

4           (3) requirements relating to information technology, including standards  
5           for data software contracts and computer-assisted mass appraisal systems; and

6           (4) standardized practices for a full reappraisal, including cases in which  
7           physical inspections are unnecessary and how technology is to be utilized.

8           (b) The Director of Property Valuation and Review shall establish a  
9           schedule for each regional assessment district to fully reappraise every six  
10           years. The Director, at the Director's discretion, may alter the reappraisal  
11           schedule for a regional assessment district or for one or more of a regional  
12           assessment district's member municipalities. If a municipality or a regional  
13           assessment district fails to reappraise on the schedule established by the  
14           Director under this subsection, the State may withhold funds from the  
15           municipality until the Director certifies that the municipality or regional  
16           assessment district has complied with this subsection.

17           (c) The Director shall determine when the first simultaneous full  
18           reappraisal has been completed by the member municipalities of each regional  
19           assessment district.

20           § 3418. REGIONAL ASSESSMENT DISTRICT APPEALS BOARD;

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1                    ESTABLISHMENT

2                    (a) There are hereby established regional assessment district appeals boards  
3                    for each regional assessment district established pursuant to section 3416 of  
4                    this subchapter. A board shall hear appeals of valuations within its regional  
5                    assessment district. The Division of Property Valuation and Review shall  
6                    provide training and technical assistance to the board. Other staffing and  
7                    funding for a board shall be provided by its member municipalities.

8                    (b) All municipalities within the jurisdiction of a board shall be considered  
9                    municipal members of the board. A board shall contain at least one  
10                   representative appointed from each member municipality and representatives  
11                   shall be appointed for a term of three years by the legislative body of such  
12                   municipality. A municipality may appoint one board member per 1,000  
13                   parcels in the municipality, rounded up to the nearest 1,000 parcels. All board  
14                   members may be compensated and reimbursed by their respective  
15                   municipalities for necessary and reasonable expenses.

16                   (c) A board shall elect an executive board of five board members to  
17                   facilitate meetings and oversee operations. The executive board shall have a  
18                   chair, a vice chair, a secretary, and any other position deemed necessary by a  
19                   majority vote of the executive board.

20                   § 3419. APPEALS TO REGIONAL ASSESSMENT DISTRICT APPEALS

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1                    BOARD

2                    (a) Within 30 days following the date of notice, a person aggrieved by the  
3                    final valuation decision of an assessing official may appeal in writing to the  
4                    district’s regional assessment district appeals board. An appeal of a valuation  
5                    decision conducted pursuant to section 3416 of this subchapter that is  
6                    erroneously made to a municipality shall be considered timely if it would have  
7                    been timely if made to the regional assessment district. A municipality shall  
8                    forward any such erroneously filed appeal to the board within 14 days.

9                    (1) The board shall schedule meetings to hear and determine appeals  
10                   made under this subsection not later than 30 days after the last date allowed for  
11                   notice of appeal. Notice of the time and place of the hearing shall be given by  
12                   posting a warning in three or more public places in each municipality in the  
13                   district’s jurisdiction and by mailing a copy of such warning to the legislative  
14                   bodies of such municipalities and to all appellants.

15                   (2) Hearings shall be conducted before a panel of three board members.  
16                   When conducting a hearing under this subsection, the board shall issue a  
17                   written determination addressing all questions and objections heard. A written  
18                   determination shall only be issued if approved by a majority of those members  
19                   present and voting. Unless waived by both parties, the property subject to  
20                   appeal shall be inspected internally and externally by the three board panelists

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 and an inspection report shall be issued within 30 days following the hearing  
2 on appeal and before a final determination is issued.

3 (A) The appellant shall be provided notice of the inspection and the  
4 appeal shall be deemed withdrawn if the appellant refuses to allow an  
5 inspection under this subdivision (2).

6 (B) During a declared state of emergency under 20 V.S.A. chapter 1,  
7 a board working within a municipality affected by an all-hazards event shall  
8 not be required to physically inspect any property that is the subject of an  
9 appeal. If the appellant requests in writing that the property be inspected for  
10 purposes of the appeal, the board shall conduct the inspection through  
11 electronic means. If the appellant does not facilitate the inspection through  
12 electronic means, the appeal shall be deemed withdrawn. As used in this  
13 subdivision (B), “electronic means” means the transmittal of video or  
14 photographic evidence by the appellant at the direction of the staff conducting  
15 the inspection.

16 (3) The board shall, within 15 days following the time of the inspection  
17 report, issue the written determination and shall file it with the clerk of the  
18 municipality in which the underlying property is located. At the same time, the  
19 board shall send a copy of the determination by certified mail to the appellant.  
20 The grand list shall be amended pursuant to the written determination.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (4) Notwithstanding any provision of law to the contrary, if the board  
2           does not substantially comply with the requirements of this subsection, and if  
3           the appeal is not withdrawn by filing written notice of withdrawal with the  
4           board, or deemed withdrawn as provided in subdivision (2) of this subsection,  
5           the grand list value of the property subject to appeal shall be set at a value that  
6           will produce a tax liability equal to the tax liability for the preceding year.

7           (b) Not more than two board members shall be panelists for a hearing  
8           involving a property located in the municipality for which the members are  
9           representatives.

10           (c) This section shall not be construed to prevent or alter the process for  
11           taxpayers to bring and resolve grievances to a municipal assessing official  
12           under section 4111 of this title.

13           (d) Notwithstanding subsection (a) of this section, appeals of valuations  
14           conducted by the Division of Property Valuation and Review pursuant to  
15           sections 3602a, 3602b, 3602c, and 3621 of this title shall be made directly to  
16           the Commissioner or Superior Court pursuant to section 3420 of this  
17           subchapter.

18           § 3420. APPEALS TO COMMISSIONER OR TO SUPERIOR COURT

19           (a) A taxpayer or the legislative body of a municipality aggrieved by a  
20           written determination of a regional assessment district appeals board under

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 section 3419 of this chapter, or a taxpayer aggrieved by a valuation and elected  
2 to bypass a board decision under subsection 3419(a) of this subchapter, may  
3 appeal to either the Commissioner of Taxes or the Superior Court of the county  
4 in which the property is located. The appeal to the Superior Court shall be  
5 heard without a jury. For an appeal from the board, the appeal shall be  
6 commenced by filing a notice of appeal pursuant to Rule 74 of the Vermont  
7 Rules of Civil Procedure within 30 days after entry of the decision of the  
8 board. For an appeal that bypassed the board, the appeal may be commenced  
9 by filing a notice of appeal pursuant to Rule 74 of the Vermont Rules of Civil  
10 Procedure within 30 days following the date of notice of a final valuation  
11 decision of an assessing official. The date of mailing of notice of the board’s  
12 determination to the taxpayer shall be deemed the date of entry of the board’s  
13 determination. The board shall transmit a copy of the notice to the  
14 Commissioner or the Superior Court and shall forward the notice to the  
15 applicable municipal clerk, who shall record or attach a copy of the notice in  
16 the grand list book. The entry fee for an appeal to the Commissioner is \$70.00;  
17 provided, however, that the Commissioner may waive, reduce, or refund the  
18 entry fee in cases of hardship or to join appeals regarding the same parcel. If,  
19 in the opinion of the Commissioner, an appeal under this subsection involves a  
20 complex or unique property or valuation that would be best adjudicated by the

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Superior Court, the Commissioner may decline to hear the appeal and shall  
2 forward the appeal to the Superior Court of the county in which the property is  
3 located, where it shall be heard. An appeal forwarded by the Commissioner  
4 under this subsection shall be considered timely filed in the Superior Court if it  
5 was timely appealed to the Commissioner.

6 (b) On or before the last day on which appeals may be taken from the  
7 determination of the regional assessment district appeals board, an agent  
8 designated by the legislative body of the municipality, in the name of the  
9 municipality, on written application of one or more taxpayers of the  
10 municipality whose combined grand list represents at least three percent of the  
11 grand list of the municipality for the preceding year, shall appeal to the  
12 Superior Court from any action of the regional assessment district board of  
13 appeal not involving appeals of the applying taxpayers. However, the agent  
14 designated by the legislative body shall, in any event, have at least six business  
15 days after receipt of such taxpayers' application for appeal in which to take the  
16 appeal, and the date for the taking of such appeal shall accordingly be  
17 extended, if necessary, until the six business days shall have elapsed. The  
18 \$70.00 entry fee shall be paid by the applicants with respect to each individual  
19 property thus being appealed that is separately listed in the grand list. Fees  
20 collected under subsection (a) of this section or under this subsection shall be

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 credited to a special fund established and managed pursuant to chapter 7,  
2 subchapter 5 of this title and shall be available to the Commissioner of Taxes  
3 to offset the costs of providing those services.

4 (c) When a taxpayer, a legislative body of the municipality, or an agent  
5 designated by the legislative body of the municipality claims that an appeal to  
6 the Commissioner is in any manner defective or was not lawfully taken, on or  
7 before 30 days after mailing of the notice of receipt of the appeal by the  
8 Director, the taxpayer, agent, or legislative body of the municipality shall file  
9 objections in writing with the Commissioner and furnish the appellant or  
10 appellant's attorney with a copy of the objections. When the taxpayer, agent,  
11 or legislative body so requests, the Commissioner shall thereupon fix a time  
12 and place for hearing the objections and shall notify all parties thereof, by mail  
13 or otherwise. Upon hearing or otherwise, the Commissioner shall pass upon  
14 the objections and make such order in relation thereto as is required by law.  
15 The order shall be recorded or attached in the municipal clerk's office in the  
16 book wherein the appeal is recorded.

17 (d) On application to the Commissioner, an appellant may request leave to  
18 withdraw the appellant's appeal at any time before it is heard. When an appeal  
19 is withdrawn, the Commissioner shall certify the withdrawal to the clerk of the  
20 municipality in which the underlying property is located, and the clerk shall

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 record the certificate of withdrawal of the appeal. At the same time, the  
2 Commissioner shall notify the applicable regional assessment district board of  
3 appeal. The appraisal from which the appeal was taken shall then become a  
4 part of the appraisal or grand list of the taxpayer.

5 (e) When an appeal to the Commissioner is not withdrawn or forwarded by  
6 the Commissioner to the Superior Court pursuant to subsection (a) of this  
7 section, the Commissioner shall conduct a hearing in accordance with 3 V.S.A.  
8 chapter 25.

9 (f) The Commissioner or court shall proceed de novo on all appeals and  
10 determine the correct valuation of the property as promptly as practicable and  
11 determine a homestead and a housesite value if a homestead has been declared  
12 with respect to the property for the year in which the appeal is taken. The  
13 Commissioner or court shall take into account the requirements of law as to  
14 valuation and the provisions of Chapter I, Article 9 of the Vermont  
15 Constitution and the 14th Amendment to the U.S. Constitution.

16 (1) If the Commissioner or court finds that the listed value of the  
17 property subject to appeal does not correspond to the listed value of  
18 comparable properties within the municipality, the Commissioner or court  
19 shall set the property in the list at a corresponding value. The findings and

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 determinations of the Commissioner shall be made in writing and shall be  
2 available to the appellant.

3 (2) If the appeal is taken to the Commissioner, the Commissioner may  
4 order an inspection of the property prior to making a determination. If one of  
5 the parties requests an inspection, the Commissioner shall order an inspection  
6 of the property prior to making a determination. Within 10 days following the  
7 appeal being filed with the Commissioner, the Commissioner shall notify the  
8 property owner in writing of the Commissioner’s option to request an  
9 inspection under this section.

10 (3) During a declared state of emergency under 20 V.S.A. chapter 1, the  
11 Commissioner shall not be required to have any property subject to appeal to  
12 be physically inspected. If the appellant requests in writing that the property  
13 be inspected for purposes of the appeal, the Commissioner shall conduct the  
14 inspection through electronic means. If the appellant does not facilitate the  
15 inspection through electronic means, then the appeal shall be deemed  
16 withdrawn. As used in this subdivision, “electronic means” means the  
17 transmittal of video or photographic evidence by the appellant at the direction  
18 of the person conducting the inspection.

19 (g) The Commissioner or clerk of the court shall forward by certified mail  
20 one copy of the determination to the taxpayer, one copy to the applicable

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 regional assessment district board of appeal, and one copy to the town clerk,  
2 who shall record the same in the book in which the appeal was recorded under  
3 subsection (a) of this section. The appraisal so fixed by the Commissioner or  
4 court shall become the basis for the grand list of the taxpayer for the year in  
5 which the appeal is taken and, if the appraisal relates to real property, for the  
6 two next ensuing years, except that if the real property is enrolled in use value  
7 appraisal under chapter 124 of this title, the value of enrolled land, prior to its  
8 being equalized, shall be the per-acre value set annually by the Current Use  
9 Advisory Board multiplied by the number of acres enrolled. The appraisal,  
10 however, may be changed in the ensuing two years if the taxpayer’s property is  
11 materially altered, changed, or damaged or if the regional assessment district of  
12 the municipality in which the property is located has undergone a full  
13 reappraisal.

14 Sec. 31. 32 V.S.A. § 4041a is amended to read:

15 § 4041a. REAPPRAISAL

16 \* \* \*

17 ~~(b) If the Director of Property Valuation and Review determines that a~~  
18 ~~municipality’s education grand list has a coefficient of dispersion greater than~~  
19 ~~20 or that a municipality has not timely reappraised pursuant to subsection (d)~~  
20 ~~of this section, the municipality shall reappraise its education grand list~~

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 ~~properties. If the Director orders a reappraisal, the Director shall send the~~  
2 ~~municipality written notice of the decision. The municipality shall be given 30~~  
3 ~~days to contest the finding under procedural rules adopted by the Director or to~~  
4 ~~develop a compliance plan, or both. If the Director accepts a proposed~~  
5 ~~compliance plan submitted by the municipality, the Director shall not order~~  
6 ~~commencement of the reappraisal until the municipality has had one year to~~  
7 ~~carry out that plan. [Repealed.]~~

8 (c) ~~If a municipality fails to submit an acceptable plan or fails to carry out~~  
9 ~~the plan, pursuant to subsection (b) of this section, the State shall withhold the~~  
10 ~~education, transportation, and other funds from the municipality until the~~  
11 ~~Director certifies that the town has carried out that plan. [Repealed.]~~

12 (d) ~~Each municipality shall commence a full reappraisal not later than six~~  
13 ~~years after the commencement of the municipality's most recent full~~  
14 ~~reappraisal unless a longer period of time is approved by the Director.~~  
15 ~~[Repealed.]~~

16 (e) ~~The Director shall adopt rules necessary for administration of this~~  
17 ~~section. [Repealed.]~~

18 Sec. 32. 32 V.S.A. § 5405 is amended to read:

19 § 5405. DETERMINATION OF EQUALIZED EDUCATION PROPERTY

20 TAX GRAND LIST AND COEFFICIENT OF DISPERSION



Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1        (a) On or before May 1 of each year, the Division of Property Valuation  
2        and Review of the Department of Taxes shall furnish the listers in each town or  
3        city with the valuation of all taxable property of any public utility situated  
4        therein as reported by such utility to the Division.

5        (b) Each public utility shall furnish to the Division not later than March 31  
6        in each year a sworn inventory of all its taxable property in such form as will  
7        show the valuation of its property in each town, city, or other municipality.

8        (c) The Division shall prescribe the form of such report and the officer or  
9        officers who shall make oath thereto.

10       (d) The valuations furnished under this section shall be considered along  
11       with any other information as may reasonably be required by listers in  
12       determining and fixing the valuations of property for the purposes of property  
13       taxation. The Division may require that each municipality use certain  
14       valuations furnished under this section. The valuations provided by the  
15       Division for property used for the transmission and distribution of electricity  
16       shall be used by the listers as the valuations of that property for purposes of  
17       property taxation.

18       Sec. 34. REPEALS

19       (a) 2025 Acts and Resolves No. 73, Secs. 62 (regional assessment districts)  
20       and 63 (transition provisions) are repealed.



Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 determining the rates, rents, or charges. The right of appeal from the appraisal  
2 shall be the same as provided in 32 V.S.A. ~~chapter 131~~ § 3419. The  
3 Commissioner of Finance and Management is authorized to issue warrants for  
4 rates, rents, or charges against State property and transmit to the State  
5 Treasurer who shall draw a voucher in payment of the rates, rents, or charges.  
6 No charge so established and no tax levied under the provisions of section  
7 3615 of this title shall be considered to be a part of any tax authorized to be  
8 assessed by the legislative body of any municipality for general purposes but  
9 shall be in addition to any such tax so authorized to be assessed.

10 Sec. 38. 24 App. V.S.A. ch. 3, § 92 is amended to read:

11 § 92. BOARD OF TAX APPEALS TO HEAR APPEALS; DEADLINE FOR  
12 HEARINGS; MANNER OF CONDUCTING; ~~POSSIBLE BOARD OF~~  
13 ~~CIVIL AUTHORITY REVIEW~~

14 (a) The Board of Tax Appeals shall meet, hear, and determine all appeals in  
15 the manner set forth in this section, notwithstanding 32 V.S.A. § ~~4404~~ 3419.  
16 All such appeals shall be heard and determined ~~no~~ not later than December 31  
17 of that year. Hearings and inspections of the property shall be conducted by  
18 the entire panel as described in this section.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 (b)(1) The City Assessor shall have the right to request and the Board shall  
2 have the right to issue a subpoena for all records of the taxpayer that are  
3 material to a determination of the appeal.

4 (2) Such records shall be regarded as confidential, shall not be further  
5 distributed, and shall be utilized only for the purpose of deciding the appeal;  
6 provided that no subpoena shall issue unless and until a taxpayer has appealed  
7 to the Board of Tax Appeals.

8 (3) If the taxpayer fails to provide requested records in response to a  
9 subpoena properly issued hereunder or refuses to allow an inspection of ~~his or~~  
10 ~~her~~ the taxpayer's property, the appeal shall be deemed withdrawn or  
11 dismissed and no further appeal shall be available to such taxpayer.

12 (c) The Board shall hear and decide appeals by three member hearing  
13 panels, the membership of such panels to be rotated on a periodic basis. All  
14 three members must be present and voting, and at least two of the three  
15 members of the hearing panel must join in the decision in order for it to be  
16 valid.

17 (d) Either a taxpayer or the City Assessor aggrieved by the decision of the  
18 Board of Tax Appeals may file an appeal of a decision of the Board of Tax  
19 Appeals directly with the ~~Director of the Division of Property Valuation and~~  
20 ~~Review~~ Commissioner of the Vermont Department of Taxes or the Superior

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Court pursuant to 32 V.S.A. § ~~4461~~ 3420 within 30 days ~~of~~ after the mailing of  
2 the Board of Tax Appeals' decision to the taxpayer.

3 (e) The decision of the Board of Tax Appeals, if not further appealed, shall  
4 become the basis for the grand list of the taxpayer for the year in question plus  
5 the next two years unless new information of a material nature about the  
6 property is discovered, the property is materially changed, or the City  
7 undertakes a rolling or complete reevaluation of real estate that includes the  
8 property in question.

9 Sec. 39. 24 App. V.S.A. ch. 3, § 330 is amended to read:

10 § 330. BOARD OF TAX APPEALS

11 A Board of Tax Appeals, constituted in the manner set forth in section 91 of  
12 this charter, is created. The Board shall have the same duties and proceed in  
13 the same manner to hear and determine tax appeals as a ~~board of civil authority~~  
14 ~~under 32 V.S.A. chapter 131, subchapter 1~~ regional assessment district appeals  
15 board under 32 V.S.A. § 3419 except as otherwise provided in this charter.

16 Appeals from decisions of the Board of Tax Appeals ~~or from the Board of~~  
17 ~~Civil Authority as referenced in section 92 of this charter~~ shall be controlled by  
18 32 V.S.A. ~~chapter 131, subchapter 2~~ chapter 121, subchapter 1A, except that  
19 the City Assessor may appeal subject to the approval of the City Board of  
20 Finance. The Board shall organize each year by the election of a Chair, Vice-

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Chair, and Clerk. The manner of removal of Board members and filling of  
2 vacancies shall be as provided in sections 129 and 130 of this charter and the  
3 Board members shall, except as otherwise herein expressly provided, be  
4 subject to all other provisions of this charter relating to public officers.

5 Sec. 40. 24 App. V.S.A. ch. 103, § 510(d) is amended to read:

6 (d) In the case of any property used for both residential and nonresidential  
7 purposes within the District as of April 1, the Board of Listers (Board) shall  
8 adjust the listed value for the purposes of determining the District tax under  
9 this section to exclude the value of that portion of the property used for  
10 residential purposes. The Board shall determine the adjusted grand list value  
11 of the business portion of the property and give notice of the same as provided  
12 under 32 V.S.A. ~~chapter 131~~ § 3419. Any property owner may file a grievance  
13 with the Board and appeal the decision of the Board as provided for under  
14 32 V.S.A. ~~chapter 131~~ § 3419; however, the filing of an appeal of the  
15 determination of the Board and pendency of the appeal shall not vacate the lien  
16 on the property assessed, and the District taxes must be paid and continue to be  
17 paid as they become due.

18 Sec. 41. 24 App. V.S.A. ch. 151, § 507(d) is amended to read:

19 (d) In the case of any property used for both residential and nonresidential  
20 purposes within the District as of April 1, the Department of Assessment shall

Changes made from APBH in draft 1.1  
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1 adjust the listed value for the purposes of determining the District tax under  
2 this section to exclude the value of that portion of the property used for  
3 residential purposes. The Department of Assessment shall determine the  
4 adjusted grand list value of the business portion of the property and give notice  
5 of the same as provided under 32 V.S.A. ~~chapter 131~~ § 3419. Any property  
6 owner may file a grievance with the Board and appeal the decision of the  
7 Board as provided for under 32 V.S.A. ~~chapter 131~~ § 3419; however, the filing  
8 of an appeal of the determination of the Board and pendency of the appeal  
9 shall not vacate the lien on the property assessed, and the District taxes must be  
10 paid and continue to be paid as they become due.

11 Sec. 42. 24 App. V.S.A. ch. 151, § 707 is amended to read:

12 § 707. APPEALS

13 A person aggrieved by the final decision of the Department of Assessment  
14 under the provisions of section 706 of this charter may appeal in writing under  
15 the provisions of 32 V.S.A. ~~chapter 131~~ § 3419.

16 Sec. 43. 32 V.S.A. § 3613 is amended to read:

17 § 3613. APPEAL

18 The State of Vermont shall have the same right to appeal from the appraisal  
19 of the listers and assessors and from the decision of the ~~Board of Civil~~

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 ~~Authority~~ regional assessment district appeals board as is given to any  
2 interested individual as provided by ~~chapter 131~~ section 3419 of this title.

3 Sec. 44. 32 V.S.A. § 3757(c) is amended to read:

4 (c) For the purposes of the land use change tax, the determination of the  
5 fair market value of the land shall be made by the local assessing officials in  
6 accordance with the provisions of subsection (b) of this section and divided by  
7 the municipality's most recent common level of appraisal as determined by the  
8 Director. The determination shall be made within 30 days after the Director  
9 notifies the local assessing officials of the date that the owner has petitioned  
10 for withdrawal from use value appraisal or that the Director or local assessing  
11 official has determined that development has occurred. The local assessing  
12 officials shall notify the Director and the owner of their determination, and the  
13 provisions for appeal relating to property tax assessments in ~~chapter 131~~ 121,  
14 subchapter 1A of this title shall apply.

15 Sec. 45. 32 V.S.A. § 3758(d) is amended to read:

16 (d) Any owner who is aggrieved by a decision of the Department of  
17 Forests, Parks and Recreation concerning the filing of an adverse inspection  
18 report, a denial of approval of a management plan, or a certification to the  
19 Director with respect to land for which a wastewater permit is issued may  
20 appeal to the Commissioner of Forests, Parks and Recreation within 60 days of

Changes made from APBH in draft 1.1  
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1 following the filing of the adverse inspection report, the decision to deny  
2 approval, or the certification to the Director. An appeal of this decision of the  
3 Commissioner may be taken to the Superior Court in the same manner and  
4 under the same procedures as an appeal from a decision of a ~~Board of Civil~~  
5 ~~Authority~~ regional assessment district appeals board, as set forth in ~~chapter~~  
6 ~~131, subchapter 2~~ section 3420 of this title.

7 Sec. 46. 32 V.S.A. § 3760(a)(2) is amended to read:

8 (2) The Director of Property Valuation and Review shall determine the  
9 amount of the available funds under this section to be paid to each  
10 municipality, and a municipality may appeal the Director's decision in the  
11 same manner and under the same procedures as an appeal from a decision of a  
12 ~~Board of Civil Authority~~ regional assessment district appeals board, as set  
13 forth in ~~chapter 131, subchapter 2~~ section 3420 of this title.

14 Sec. 47. 32 V.S.A. § 3846(d) is amended to read:

15 (d) Whenever the assessing officials deny in whole or in part any  
16 application for classification as farmland or ~~forest land~~ forestland or grant a  
17 different classification than that applied for, or fix an erroneous use value  
18 appraisal for eligible land, the aggrieved owner may appeal the decision in  
19 accordance with the provisions set forth in ~~chapter 131~~ section 3419 of this

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Changes new to draft 2.2

1 title. The appeal shall be heard in the same manner and under the same  
2 procedures as other appeals relating to real property appraisals and taxation.

3 Sec. 48. 32 V.S.A. § 4006 is amended to read:

4 § 4006. FAILURE TO RETURN INVENTORY

5 Failure of a taxpayer to make and return a signed, sworn to, or affirmed  
6 inventory within 45 days after the mailing of such inventory by the town listers  
7 or assessors shall bar the taxpayer from any statutory appeal under this chapter  
8 or chapter ~~131~~ 121, subchapter 1A of this title, unless such failure is due to  
9 factors beyond the taxpayer's control. In addition, a taxpayer who fails to  
10 submit an inventory within the time and in the form prescribed may be fined  
11 not more than \$100.00 for each violation.

12 Sec. 49. 32 V.S.A. § 5136(b) is amended to read:

13 (b) Whenever a municipality votes to collect interest on overdue taxes  
14 pursuant to this section, interest in like amount shall be paid by the  
15 municipality to any person making any overpayment of taxes occurring as a  
16 result of a redetermination of the grand list of the taxpayer on appeal provided  
17 by chapter ~~131~~ 121, subchapter 1A of this title.

18 Sec. 50. 32 V.S.A. § 5409(3)(B) is amended to read:

19 (B) Persons aggrieved by decisions of the listers or assessors may  
20 appeal in the manner provided for property tax appeals in chapter ~~131~~ 121,

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 subchapter 1A of this title, and the Commissioner of Taxes shall have all the  
2 powers described in chapter 133 of this title.

3 Sec. 51. 32 V.S.A. § 5410(j) is amended to read:

4 (j) A taxpayer may appeal a determination of domicile for purposes of a  
5 homestead declaration or an assessment of fraud penalty under this section to  
6 the Commissioner in the same manner as an appeal under chapter 151 of this  
7 title. A taxpayer may appeal an assessment of any other penalty under this  
8 section to the listers within 14 days after the date of mailing of notice of the  
9 penalty, and from the listers to the ~~board of civil authority~~ regional assessment  
10 district appeals board, and ~~thereafter~~ to the courts or Commissioner, in the  
11 same manner as an appraisal appeal under chapter ~~134~~ 121, subchapter 1A of  
12 this title. The legislative body of a municipality shall have authority in cases  
13 of hardship to abate all or any portion of a penalty appealable to the listers  
14 under this section and any tax, penalty, and interest arising out of a corrected  
15 property classification under this section, and shall state in detail in writing the  
16 reasons for its grant or denial of the requested abatement. The legislative body  
17 may delegate this abatement authority to the board of civil authority or the  
18 board of abatement for the municipality. Requests for abatement shall be made  
19 to the municipal treasurer or other person designated to collect current taxes,

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 and that person shall forward all requests, with that person’s recommendation,  
2 to the body authorized to grant or deny abatement.

3 Sec. 52. 32 V.S.A. § 5412 is amended to read:

4 § 5412. REDUCTION OF LISTED VALUE AND RECALCULATION OF  
5 EDUCATION TAX LIABILITY

6 (a)(1) If a listed value is reduced as the result of an appeal or court action  
7 made pursuant to section ~~4461~~ 3420 of this title, a municipality may submit a  
8 request for the Director of Property Valuation and Review to recalculate its  
9 education property tax liability for the education grand list value lost due to a  
10 determination, declaratory judgment, or settlement. The Director shall  
11 recalculate the municipality’s education property tax liability for each year at  
12 issue, in accord with the reduced valuation, provided that:

13 (A) The reduction in valuation is the result of an appeal under  
14 chapter ~~131~~ 121, subchapter 1A of this title to the ~~Director of Property~~  
15 ~~Valuation and Review~~ Commissioner or to a court, with no further appeal  
16 available with regard to that valuation, or any judicial decision with no further  
17 right of appeal, or a settlement of either an appeal or court action if the  
18 Director determines that the settlement value is the fair market value of the  
19 parcel. The Director may waive the requirement of continuing an appeal or  
20 court action until there is no further right of appeal if the Director concludes

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 that the value determined by an adjudicated decision is a reasonable  
2 representation of the fair market value of the parcel.

3 (B) The municipality submits the request on or before January 15 for  
4 a request involving an appeal or court action resolved within the previous  
5 calendar year.

6 (C) [Repealed.]

7 (D) The Director determines that the municipality's actions were  
8 consistent with best practices published by the Property Valuation and Review  
9 in consultation with the Vermont Assessors and Listers Association. The  
10 municipality shall have the burden of showing that its actions were consistent  
11 with the Director's best practices.

12 (2) A determination of the Director made under subdivision (1) of this  
13 subsection may be appealed within 30 days by an aggrieved municipality to the  
14 Commissioner for a hearing to be held in accordance with 3 V.S.A. §§ 809–  
15 813. The Commissioner's determination may be further appealed to Superior  
16 Court, which shall review the Commissioner's determination using the record  
17 that was before the Commissioner. The Commissioner's determination may  
18 only be overturned for abuse of discretion.

19 (3) Upon the Director's request, a municipality submitting a request  
20 under subdivision (1) of this subsection shall include a copy of the agreement,

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 determination, or final order, and any other documentation necessary to show  
2 the existence of these conditions.

3 (b) To the extent that the municipality has paid that liability, the Director  
4 shall allow a credit for any reduction in education tax liability against the next  
5 ensuing year’s education tax liability.

6 (c) If a listed value is increased as the result of an appeal under chapter ~~131~~  
7 121, subchapter 1A of this title or court action, whether adjudicated or settled,  
8 and the Director determines that the settlement value is the fair market value of  
9 the parcel with no further appeal available with regard to that valuation, the  
10 Director shall recalculate the municipality’s education property tax for each  
11 year at issue, in accord with the increased valuation, and shall assess the  
12 municipality for the additional tax at the same time the Director assesses the  
13 municipality’s education tax liability for the next ensuing year, unless the  
14 resulting assessment would be less than \$300.00. Payment under this section  
15 shall be due with the municipality’s education tax liability for the next ensuing  
16 year.

17 \* \* \*

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

\* \* \* Regional Assessment District Transition \* \* \*

Sec. 53. TRANSITION; ANNUAL PROGRESS REPORT

(a) Notwithstanding 32 V.S.A. § 4041a or any other provision of law to the contrary:

(1) the Director of Property Valuation and Review shall not order any new municipal reappraisals of grand list properties that are not part of a regionalized reappraisal system on and after January 1, 2028;

(2) reappraisal orders for which a municipality does not have a contract in place before January 1, 2031, shall no longer have the force and effect of law on and after January 1, 2031, except for those that are part of a regionalized reappraisal system; and

(3) a municipality shall not enter into new reappraisal contracts on or after January 1, 2028, except for those that are part of a regionalized reappraisal system.

(b) On or before every January 15 from January 15, 2028, to January 15, 2031, the Commissioner of Taxes shall submit a report to the House Committee on Ways and Means and the Senate Committee on Finance relating to the progress made in preparing for the implementation of regional assessment districts pursuant to this act.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1       Sec. 54. REGIONAL ASSESSMENT DISTRICT BOUNDARIES

2           (a) The Commissioner of Taxes shall identify and submit proposed  
3       geographic boundaries for regional assessment districts that are aligned with  
4       school district boundaries and have a minimum of 10,000 parcels to the House  
5       Committees on Government Operations and on Ways and Means and to the  
6       Senate Committees on Finance and on Government Operations.

7           (b) Notwithstanding subsection (a) of this section, the Commissioner may,  
8       at the Commissioner’s discretion, identify a regional assessment district  
9       boundary that includes more than one school district or identify more than one  
10       regional assessment district boundary within one school district.

11           (c) It is the intent of the General Assembly to enact regional assessment  
12       district boundaries based on the Commissioner’s geographic boundaries  
13       proposed under this section.

14       \* \* \* Municipal Reimbursement for Abatement Due to Valuation Errors \* \* \*

15       Sec. 55. 32 V.S.A. § 5402(c) is amended to read:

16           (c)(1) The treasurer of each municipality shall by December 1 of the year in  
17       which the tax is levied and on June 1 of the following year pay to the State  
18       Treasurer for deposit in the Education Fund one-half of the municipality’s  
19       statewide education tax, as determined under subdivision (b)(1) of this section.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (2) The Secretary of Education shall determine each municipality’s net  
2           education tax payment to the State based on grand list information received by  
3           the Secretary not later than the March 15 prior to the June 1 net payment.  
4           Payment shall be accompanied by a return prescribed by the Secretary of  
5           Education. Each municipality may retain 0.225 of one percent of the total  
6           education tax collected, only upon timely remittance of net payment to the  
7           State Treasurer or to the applicable school district or districts.

8           (3) For education taxes assessed in the current year only, a municipality  
9           may request reimbursement from the Commissioner of Taxes for education  
10           taxes abated under 24 V.S.A. § 1535(a)(4) in which there was a clear or  
11           obvious error or a mistake of the listers, provided the municipality abated  
12           municipal tax in the same proportion as it abated education tax and the  
13           abatement was for taxes assessed after the application of any homestead  
14           exemption allowed under chapter 154 of this title. The Commissioner may  
15           deny a request if the Commissioner finds that the requirements of this  
16           subdivision were not met. Notwithstanding any provision of law to the  
17           contrary, the Secretary of Education has the authority to make reimbursements  
18           approved by the Commissioner under this subdivision by either reducing the  
19           amount of State education property tax payments that a municipality owes  
20           under this subsection and 16 V.S.A. § 426 or reconciling the reimbursements

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 with any State education property tax payments that a municipality has already  
2 made under this subsection and 16 V.S.A. § 426.

3 \* \* \* Valuation of Certain Property in a Limited Equity Cooperative \* \* \*

4 Sec. 56. 32 V.S.A. § 3411 is amended to read:

5 § 3411. POWERS OF THE DIVISION OF PROPERTY VALUATION AND  
6 REVIEW

7 The Division of Property Valuation and Review shall through its Director:

8 \* \* \*

9 (10) assist municipalities in administration of property taxes, including  
10 the appraisal of classes of property difficult to appraise, such as industrial and  
11 utility properties; ~~and~~

12 (11) appraise property required by law to be appraised by the Director,  
13 including railroad property under chapter 211 of this title; and

14 (12) issue guidance to ensure consistent and accurate appraisal of the  
15 fair market value of properties in manufactured home parks in a limited equity  
16 cooperative, taking into consideration the limitations under 11 V.S.A. § 1598.

17 Sec. 57. 32 V.S.A. § 4152 is amended to read:

18 § 4152. CONTENTS

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 (a) When completed, the grand list of a town shall be in such form as the  
2 Director prescribes and shall contain such information as the Director  
3 prescribes, including:

4 \* \* \*

5 (10) A separate column listing the number of dwelling units, as defined  
6 pursuant to subdivision 4152a(c)(2) of this title.

7 \* \* \*

8 Sec. 58. 32 V.S.A. § 4152a is added to read:

9 § 4152a. PROPERTY TAX CLASSIFICATIONS

10 (a) Establishment. Each parcel of real estate shall be classified as one or  
11 more of the classifications listed under subsection (b) of this section and based  
12 on information and guidance provided by the Commissioner of Taxes under  
13 this section and rules adopted pursuant section 5410 of this title.

14 (b) Classifications. A parcel shall be assigned one or more of the following  
15 general classes:

16 (1) homestead;

17 (2) nonhomestead nonresidential; and

18 (3) nonhomestead residential.

19 (c) Definitions. As used in this section:

20 (1) “Commissioner” means the Commissioner of Taxes.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (2) “Dwelling unit” means a building or part of a building, including a  
2           single-family home, a unit within a multifamily building, an apartment, a  
3           condominium, or other similar property or structure containing a separate  
4           means of ingress and egress that:

5                   (A) is designed or intended to be used for occupancy by one or more  
6           persons in a household, including providing living facilities for sleeping,  
7           cooking, and sanitary needs; and

8                   (B) is fit for year-round habitation as determined by the  
9           Commissioner.

10           (3) “Homestead” has the same meaning as in subdivision 5401(7) of this  
11           title and means a parcel, or portion of a parcel, declared as a homestead on or  
12           before October 15 in accordance with section 5410 of this title for the current  
13           year.

14           (4)(A) “Long-term rental” means:

15                   (i) a dwelling unit for which rent is paid for the right of occupancy  
16           for periods of at least 30 days;

17                   (ii) a dwelling unit with combined rental periods in the current  
18           calendar year that total at least six calendar months, which need not be  
19           consecutive; and

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1                    (iii) there is a bona fide landlord-tenant relationship between the  
2 parties.

3                    (B) “Long-term rental” also means a dwelling unit used by an  
4 employer to house the employer’s employees for at least six calendar months,  
5 which need not be consecutive, in the current calendar year. As used in this  
6 section, “employee” means an individual who is reported by an employer for  
7 purposes of complying with Vermont unemployment compensation law  
8 pursuant to 21 V.S.A. chapter 17 or a farm employee as defined by 9 V.S.A.  
9 § 4469a(a)(1), without regard for whether the farm employee is reported  
10 pursuant to 21 V.S.A. chapter 17.

11                    (5) “Nonhomestead nonresidential” means a parcel, or portion of a  
12 parcel, that does not qualify as “homestead” or “nonhomestead residential”  
13 under this section.

14                    (6) “Nonhomestead residential” means a parcel, or portion of a parcel,  
15 with a dwelling unit that is not:

16                    (A) a homestead;

17                    (B) rented out as a long-term rental; or

18                    (C) a mobile home, as defined under 10 V.S.A. § 6201(1), but not  
19 including other types of manufactured homes.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (d) Mixed-use parcels. A parcel with two or more portions qualifying as  
2           different classifications shall be classified proportionally as follows:

3                   (1) Buildings shall be classified proportionally based on the percentage  
4                   of finished floor space used. Improvements and structures on a nonhomestead  
5                   residential parcel shall be classified as nonhomestead residential unless used  
6                   for a business purpose.

7                   (2) Underlying land, including improvements or fixtures that lack floor  
8                   space, shall be classified proportionally based on the same percentage as the  
9                   finished floor space of the buildings.

10                   (3) Notwithstanding any provision of this subsection to the contrary, the  
11                   entire parcel of land surrounding a homestead shall be classified as homestead  
12                   in accordance with subdivision 5401(7) of this title, including any  
13                   improvements or structures considered part of a homestead under subdivision  
14                   5401(7)(F) of this title.

15                   (4) If a portion of floor space is used for more than one purpose, the use  
16                   for which the floor space is most often used shall be considered the primary  
17                   use and the floor space shall be dedicated to that use for purposes of tax  
18                   classification, except as provided for a homestead under subdivision 5401(7) of  
19                   this title.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1        (e) Forms. The Commissioner shall amend existing forms, and publish  
2        new forms, as needed to gather the necessary attestations and declarations  
3        required under this section.

4        (f) Use value appraisal. Nothing in this section shall be construed to alter  
5        the tax treatment or enrollment eligibility of property as it relates to use value  
6        appraisal under chapter 124 of this title.

7        (g) Appeals.

8            (1) Persons aggrieved by a decision of an assessing official relating to  
9        how a property is classified for taxation purposes under this section may  
10       appeal in the manner provided for property valuation appeals under this title.  
11       The Commissioner shall provide written guidance for municipalities to follow  
12       when hearing such appeals and technical assistance if requested by a municipal  
13       official responsible for such appeals.

14           (2) Notwithstanding subdivision (1) of this subsection, appeals of a  
15       decision of the Commissioner to classify property shall be made to the  
16       Commissioner in the same manner as an appeal under chapter 151 of this title.

17           (3) A timely filed appeal made pursuant to this subsection that is  
18       erroneously made to the Commissioner instead of the municipality, or to a  
19       municipality instead of the Commissioner, shall be considered timely. The

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1 recipient of the erroneously filed appeal shall forward the appeal to the  
2 Commissioner or the correct municipality within 14 days.

3 Sec. 59. 32 V.S.A. § 5410 is amended to read:

4 § 5410. DECLARATION OF HOMESTEAD; DWELLING USE

5 ATTESTATION

6 \* \* \*

7 (g) If the property identified in a declaration under subsection (b) of this  
8 section is not the taxpayer's homestead ~~or if the owner of a homestead fails to~~  
9 ~~declare a homestead as required under this section~~, the Commissioner shall  
10 notify the municipality, and the municipality shall issue a corrected tax bill that  
11 may, as determined by the governing body of the municipality, include a  
12 penalty of up to ~~three~~ five percent of the education tax on the property.  
13 ~~However, if the property incorrectly declared as a homestead is located in a~~  
14 ~~municipality that has a lower homestead tax rate than the nonhomestead tax~~  
15 ~~rate or if an undeclared homestead is located in a municipality that has a lower~~  
16 ~~nonhomestead tax rate than the homestead tax rate, then the governing body of~~  
17 ~~the municipality may include a penalty of up to eight percent of the education~~  
18 ~~tax liability on the property.~~ If the Commissioner determines that the  
19 declaration or failure to declare was with fraudulent intent, then the  
20 ~~municipality~~ Commissioner shall assess the taxpayer a penalty in an amount

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1 equal to 100 percent of the education tax on the property, plus any interest and  
2 late-payment fee or commission that may be due. Any penalty imposed under  
3 this section by a municipality and any additional property tax interest and late-  
4 payment fee or commission shall be assessed and collected by the municipality  
5 in the same manner as a property tax under chapter 133 of this title.

6 Notwithstanding section 4772 of this title, issuance of a corrected bill issued  
7 under this section does not extend the time for payment of the original bill nor  
8 relieve the taxpayer of any interest or penalties associated with the original bill.

9 If the owner of a homestead fails to declare a homestead as required under this  
10 section, the Commissioner shall notify the municipality, and the municipality  
11 shall issue a corrected tax bill. If the corrected bill is less than the original bill  
12 and there are also no unpaid current year taxes, interest, or penalties and no  
13 past year delinquent taxes or penalties and interest charges, any overpayment  
14 shall be reflected on the corrected tax bill and refunded to the taxpayer.

15 \* \* \*

16 (i) An owner filing a new or corrected declaration or dwelling use  
17 attestation or rescinding an erroneous declaration or dwelling use attestation  
18 after October 15 shall not be entitled to a refund resulting from the correct  
19 property classification, and any additional property tax and interest that would  
20 result from the correct classification shall not be assessed as tax and interest,

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1 but shall instead constitute an additional penalty to be assessed and collected in  
2 the same manner as penalties under subsection (g) of this section. Any change  
3 in property classification under this subsection shall not be entered on the  
4 grand list.

5 (j) A taxpayer may appeal a determination of domicile for purposes of a  
6 homestead declaration or an assessment of fraud penalty under this section to  
7 the Commissioner in the same manner as an appeal under chapter 151 of this  
8 title. A taxpayer may appeal an assessment of any other penalty under this  
9 section to the listers within 14 days after the date of mailing of notice of the  
10 penalty, and from the listers to the board of civil authority, and thereafter to the  
11 courts, in the same manner as an appraisal appeal under chapter 131 of this  
12 title. The legislative body of a municipality shall have authority in cases of  
13 hardship to abate all or any portion of a penalty appealable to the listers under  
14 this section and any tax, penalty, and interest arising out of a corrected  
15 property classification under this section, and shall state in detail in writing the  
16 reasons for its grant or denial of the requested abatement. The legislative body  
17 may delegate this abatement authority to the board of civil authority or the  
18 board of abatement for the municipality. Requests for abatement shall be made  
19 to the municipal treasurer or other person designated to collect current taxes,

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1 and that person shall forward all requests, with that person’s recommendation,  
2 to the body authorized to grant or deny abatement.

3 (k) A municipality may retain any penalties and interest assessed and  
4 collected in accord with this section.

5 (l) “Hardship” under this section means an owner’s inability to pay as  
6 certified by the Commissioner of Taxes, in the Commissioner’s discretion, or  
7 means an owner filing an incorrect, or failing to file a correct, homestead  
8 declaration or dwelling use attestation due to one or more of the following:

9 (1) full-time active military duty of the declarant outside the State;

10 (2) serious illness or disability of the declarant;

11 (3) serious illness, disability, or death of an immediate family member  
12 of the declarant; and

13 (4) fire, flood, or other disaster.

14 (m)(1) Annually, on or before the due date for filing the Vermont income  
15 tax return, without extension, each owner of a property with a dwelling unit, as  
16 defined under subdivision 4152a(c)(2) of this title, that is not declared as a  
17 homestead pursuant to this section, may file a dwelling use attestation  
18 describing how the dwelling unit will be used in the current year for purposes  
19 of assigning a tax classification under section 4152a of this title. Properties  
20 with a dwelling unit for which no homestead declaration or dwelling use

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1 attestation have been filed shall be assigned the tax classification with the  
2 highest statewide education tax rate multiplier under section 5402(a) of this  
3 title. The Commissioner may collect any additional information through the  
4 attestation as required to administer the classification of properties pursuant to  
5 section 4152a of this title.

6 (2) If the Commissioner determines that a filed dwelling use attestation  
7 contains errors or omissions but does not find that the filing was made with  
8 fraudulent intent, the Commissioner shall notify the municipality, and the  
9 municipality shall issue a corrected tax bill that may, as determined by the  
10 governing body of the municipality, include a penalty of up to five percent of  
11 the education tax on the property. Any penalty imposed under this subdivision  
12 and any additional property tax interest and late-payment fee or commission  
13 shall be assessed and collected by the municipality in the same manner as a  
14 property tax under chapter 133 of this title. The municipality assessing and  
15 collecting any fee, interest, or commission under this subdivision shall retain it  
16 to pay for municipal services.

17 (3) If the Commissioner determines that a filed dwelling use attestation  
18 contains errors or omissions and further finds that the filing was made with  
19 fraudulent intent, then the Commissioner shall assess the taxpayer a penalty in  
20 an amount equal to 100 percent of the education tax on the property, plus any

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1 interest and late-payment fee that may be due. The Commissioner shall further  
2 notify the municipality, and the municipality shall issue a corrected tax bill.  
3 Any penalty imposed under this subdivision and any additional property tax  
4 interest and late-payment fee shall be assessed and collected by the  
5 Commissioner.

6 Sec. 60. PROPERTY TAX CLASSIFICATIONS; TRANSITION; DATA  
7 COLLECTION

8 For calendar year 2029, the Commissioner of Taxes shall amend and create  
9 forms so that taxpayers report information on the use of their property for such  
10 property to be classified as homestead, nonhomestead residential,  
11 nonhomestead nonresidential, or a proportional classification of those uses.  
12 The information collected, and classifications determined, shall align with the  
13 definitions and requirements of this act. The Commissioner shall use the  
14 information to determine and assign a tax classification for every grand list  
15 parcel, and on or before October 1, 2029, the Commissioner shall provide that  
16 information to the Joint Fiscal Office.

17 Sec. 61. REPEALS

18 2025 Acts and Resolves No. 73, Secs. 60 (grand list contents), 61 (property  
19 tax classifications), 61a (transition; data collection), 61c (rate multipliers;  
20 intent), and 61d (prospective repeal) are repealed.



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1 property is not leased for more than 182 days out of the calendar year or, for  
2 purposes of the renter credit under subsection 6066(b) of this title, is rented  
3 and occupied by a resident individual as the individual’s domicile.

4 (B) The parcel of land surrounding the dwelling shall be determined  
5 without regard to any road that intersects the land. If the parcel of land  
6 surrounding the dwelling is owned by a cooperative housing corporation  
7 incorporated under 11 V.S.A. chapter 14 or owned by a nonprofit land  
8 conservation corporation or community land trust with exempt status under  
9 ~~26 U.S.C.~~ U.S.C. § 501(c)(3), the homestead includes a pro rata part of the land  
10 upon which the dwelling is built, as determined by the cooperative corporation,  
11 nonprofit corporation, or land trust.

12 (C) A homestead may consist of a part of a multidwelling or  
13 multipurpose building, including cooperative property occupied as a permanent  
14 residence by a member of a cooperative housing corporation incorporated  
15 under 11 V.S.A. chapter 14. A mobile home may constitute a principal  
16 dwelling for purposes of this chapter.

17 (D) A dwelling owned by a trust may qualify as a homestead if it  
18 meets the requirements of subsection 6062(e) of this title.

19 (E)(i) A homestead also includes a dwelling on the homestead parcel  
20 owned by a farmer as defined under section 3752 of this title and occupied as

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1 the permanent residence by a parent, sibling, child, or grandchild of the farmer  
2 or by a shareholder, partner, or member of the farmer-owner, provided that the  
3 shareholder, partner, or member owns more than 50 percent of the farmer-  
4 owner, including attribution of stock ownership of a parent, sibling, child, or  
5 grandchild.

6 (ii) A homestead further includes the principal dwelling of a  
7 widow or widower, provided the dwelling is owned by the estate of the  
8 deceased spouse and it is reasonably likely that the dwelling will pass to the  
9 widow or widower by law or valid will when the estate is settled.

10 (F) A homestead also includes any other improvement or structure on  
11 the homestead parcel that is not used for business purposes, including a  
12 nonprincipal dwelling used exclusively by the owner for domestic purposes as  
13 part of the homestead on the same parcel. A homestead does not include that  
14 portion of a principal dwelling used for business purposes if the portion used  
15 for business purposes includes more than 25 percent of the floor space of the  
16 building.

17 (G) For purposes of homestead declaration and application of the  
18 homestead property tax rate, “homestead” also means a residence that was the  
19 homestead of the decedent at the date of death and, from the date of death  
20 through the next April 1, is held by the estate of the decedent and not rented.

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1 (H) A homestead does not include any portion of a dwelling that is  
2 rented, and a dwelling is not a homestead for any portion of the year in which  
3 it is rented.

4 (I) A homestead also includes any dwelling that is used as a  
5 homestead without regard for whether it is fit for year-round habitation.

6 \* \* \*

7 \* \* \* State Aid for School Construction \* \* \*

8 Sec. 65. SCHOOL CONSTRUCTION; FINDINGS; INTENT

9 (a) The General Assembly finds that:

10 (1) Much of Vermont's school facilities portfolio is at or near the end of  
11 its useful life and will require substantial investment to address deferred  
12 maintenance and other necessary updates. The school facilities assessments  
13 conducted pursuant to 2021 Acts and Resolves No. 72 identified over  
14 \$6,000,000,000.00 in total needs over a 21-year period, with an average annual  
15 need of \$300,000,000.00 just to achieve replacement in kind. These needs  
16 have only grown since their estimation in 2023.

17 (2) Under Vermont's current education finance system, school  
18 construction expenditures are paid from the Education Fund and apply pressure  
19 to property taxes. While non-property tax revenues support a share of  
20 Education Fund expenditures, property tax revenues make up the bulk of the

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1 Education Fund and are expected to make up an even larger share as Education  
2 Fund expenditures outpace growth in non–property tax revenues.

3 (3) Although school construction decision-making is controlled at the  
4 local level, the costs of that decision-making are spread across all property  
5 taxpayers in Vermont. A school district’s decision to bond for a school  
6 construction project increases both the district’s homestead property tax rate  
7 and the property tax rates of school districts across Vermont.

8 (4) Vermont’s school budgeting process asks school districts and  
9 property taxpayers to weigh operating expenditures against capital  
10 expenditures within the same budgetary constraints. So long as both costs are  
11 borne by the property tax, school districts are disincentivized from taking on  
12 school construction projects, and certain communities in Vermont may  
13 struggle to support even necessary school construction expenditures.

14 (5) The foundation formula created in 2025 Acts and Resolves No. 73  
15 did not provide funding for additional capital investment in school facilities.  
16 Unless additional revenue sources are utilized or an alternative financing  
17 model is identified, new school construction projects will continue to be  
18 funded from the Education Fund and will continue to apply pressure to  
19 property taxpayers across Vermont.

20 (b) It is the intent of the General Assembly to:

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Changes new to draft 2.2

- 1           (1) create greater scale, increase the efficiency of the delivery of  
2           education services, and encourage the efficient use of funds by prioritizing  
3           school construction projects that align with the creation of the new school  
4           governance structures expressed in this act;
- 5           (2) address inequities in education funding across the State and remove  
6           disincentives to the construction of necessary and educationally appropriate  
7           school facilities by offering State aid in the form or forms best suited to a  
8           school district’s local context and needs;
- 9           (3) recognize the urgency and opportunity offered by Vermont’s  
10           education transformation as expressed in this act and 2025 Acts and Resolves  
11           No. 73 by identifying alternative models for funding school construction;
- 12           (4) in the short term, catalyze the State Aid for School Construction  
13           Program by providing State aid in the form of up to an additional  
14           \$50,000,000.00 annually in State bonding capacity to support the construction  
15           or renovation of school facilities that support the consolidation of school  
16           governance structures and improve access to educational opportunities for  
17           public school students;
- 18           (5) in the long term, provide State aid in the form of a debt service  
19           subsidy to school districts pursuing school construction projects that align with  
20           the goals of the State Aid for School Construction Program;

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1           (6) throughout Vermont’s education transformation, provide State aid  
2           through multiple funding streams until the burden on property taxpayers  
3           imposed by school construction expenditures can be reduced; and

4           (7) leverage the capacities of the Vermont Bond Bank to simplify bond  
5           issuances for school districts, increase financing opportunities, and protect the  
6           State’s credit rating.

7           Sec. 66. AGENCY OF EDUCATION; SCHOOL CONSTRUCTION  
8                                   DIVISION; POSITIONS

9           (a) The following permanent, classified positions are created in the Agency  
10           of Education:

11                   (1) one School Construction Program Director;

12                   (2) one Financial Manager I;

13                   (3) one School Construction Coordinator; and

14                   (4) one Architectural Design Reviewer or Educational Facility Planner.

15           (b) The Secretary of Education shall include as part of the Agency’s budget  
16           submitted to the Governor pursuant to 16 V.S.A. § 212(21) for fiscal year 2028  
17           a request to provide appropriate funding levels for the positions created by this  
18           section, and any other positions necessary, to staff the School Construction  
19           Division of the Agency. The Division shall provide comprehensive technical  
20           assistance to the Agency and the State Aid for School Construction Advisory

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1 Board on the implementation of the State Aid for School Construction  
2 Program.

3 Sec. 67. AGENCY OF EDUCATION; STATE AID FOR SCHOOL  
4 CONSTRUCTION; RULEMAKING

5 On or before March 1, 2028, the Agency of Education, in consultation with  
6 the State Aid for School Construction Advisory Board, shall adopt rules on  
7 school construction and capital outlay pursuant to 3 V.S.A. chapter 25 and 16  
8 V.S.A. § 3442(2), including rules to address:

9 (1) prioritization and bonus incentives that support the construction or  
10 renovation of school facilities that support the consolidation of school  
11 governance structures and improve access to educational opportunities for  
12 public school students; and

13 (2) the treatment of school districts' outstanding capital indebtedness as  
14 of December 31, 2025.

15 Sec. 68. STATE AID FOR SCHOOL CONSTRUCTION ADVISORY  
16 BOARD; IDENTIFICATION OF REGIONAL HIGH SCHOOLS  
17 AND REHABILITATION OPPORTUNITIES; REPORT

18 (a) On or before December 1, 2026, the State Aid for School Construction  
19 Advisory Board shall provide a written report to the General Assembly that:

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Changes new to draft 2.2

1           (1) identifies opportunities for the construction or renovation of school  
2           facilities that support the consolidation of school governance structures and  
3           improve access to educational opportunities for public school students;

4           (2) provides a full siting study for each identified school construction  
5           project that includes the cost, location, and any other factor the Board deems  
6           relevant to the General Assembly’s consideration of the project; and

7           (3) analyzes the compatibility of each identified school construction  
8           project with other projects and evaluates different statewide scenarios for  
9           pursuing multiple opportunities for consolidation across Vermont.

10           (b) In developing the Board’s report, the Board shall specifically consider  
11           how to achieve appropriate scale, given research on school size and travel  
12           times, and how to achieve regional comprehensive high schools.

13           Sec. 69. 16 V.S.A. § 3440 is amended to read:

14           § 3440. STATEMENT OF POLICY

15           (a) It is the intent of this chapter to encourage the efficient use of public  
16           funds to modernize school infrastructure in alignment with current educational  
17           needs. School construction projects supported by this chapter should be  
18           developed taking consideration of standards of quality for public schools under  
19           section 165 of this title and prioritizing cost, geographic accessibility, 21st  
20           century education facilities standards, statewide enrollment trends, and

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1 capacity and scale that support best educational practices. Further, it is the  
2 intent of this chapter to encourage the use of existing infrastructure to meet the  
3 needs of Vermont students. Joint construction projects between two or more  
4 school districts and consolidation of buildings within a district where feasible  
5 and educationally appropriate are encouraged.

6 (b) It is further the intent of this chapter to prioritize school construction  
7 projects that align with the creation of new school governance structures under  
8 legislation enacted by the General Assembly in 2026 that requires each school  
9 board to participate in a study committee to study the advisability of forming a  
10 unified union school district. It is the intent of this chapter to leverage  
11 additional State bonding capacity to support the construction of these projects  
12 while the State identifies the total school construction need to be supported by  
13 State aid offered under this chapter.

14 Sec. 70. 16 V.S.A. § 3442 is amended to read:

15 § 3442. STATE AID FOR SCHOOL CONSTRUCTION PROGRAM

16 The Agency of Education shall be responsible for implementing the State  
17 Aid for School Construction Program according to the provisions of this  
18 chapter. The Agency shall be responsible for:

19 \* \* \*



Changes made from APBH in draft 1.1  
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1 ~~for addressing the transfer of any debt obligations from current school districts~~  
2 ~~to future school districts as contemplated by Vermont's education~~  
3 ~~transformation.~~ [Repealed.]

4 Sec. 72. 16 V.S.A. § 3445 is amended to read:

5 § 3445. APPROVAL AND FUNDING OF SCHOOL CONSTRUCTION  
6 PROJECTS

7 (a) Construction aid.

8 (1) Preliminary application for construction aid. A school district  
9 eligible for assistance under section 3447 of this title that intends to construct  
10 or purchase a new school, or make extensive additions or alterations to its  
11 existing school, and desires to avail itself of State school construction aid shall  
12 submit a written preliminary application to the Secretary. A preliminary  
13 application shall include information required by the Agency by rule and shall  
14 specify the need for and purpose of the project.

15 (2) Approval of preliminary application.

16 (A) When reviewing a preliminary application for approval, the  
17 Secretary shall consider:

18 (i) regional educational opportunities and needs, including school  
19 building capacities across school district boundaries, and available  
20 infrastructure in neighboring communities;

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1 (ii) economic efficiencies;

2 (iii) the suitability of an existing school building to continue to  
3 meet educational needs; and

4 (iv) statewide educational initiatives.

5 (B) The Secretary may approve a preliminary application if:

6 (i)(I) the project or part of the project fulfills a need occasioned  
7 by:

8 (aa) conditions that threaten the health or safety of students  
9 or employees;

10 (bb) facilities that are inadequate to provide programs  
11 required by State or federal law or regulation;

12 (cc) excessive energy use resulting from the design of a  
13 building or reliance on fossil fuels or electric space heat; or

14 (dd) deterioration of an existing building; or

15 (II) the project results in consolidation of two or more school  
16 buildings and will serve the educational needs of students in a more cost-  
17 effective and educationally appropriate manner as compared to individual  
18 projects constructed separately;

19 (ii) the need addressed by the project cannot reasonably be met by  
20 another means;

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1 (iii) the proposed type, kind, quality, size, and estimated cost of  
2 the project are suitable for the proposed curriculum and meet all legal  
3 standards;

4 (iv) the applicant achieves the level of “proficiency” in the school  
5 district quality standards regarding facilities management adopted by rule by  
6 the Agency or, if the applicant is a newly formed school district, the applicant  
7 will achieve the level of “proficiency” in the school district quality standards  
8 regarding facilities management adopted by rule by the Agency at its initial  
9 performance evaluation under the school district quality standards; and

10 (v) the applicant has completed a facilities master planning  
11 process that:

12 (I) engages robust community involvement;

13 (II) considers regional solutions;

14 (III) evaluates environmental contaminants; and

15 (IV) produces a facilities master plan that unites the applicant’s  
16 vision statement, educational needs, enrollment projections, renovation needs,  
17 and construction projects.

18 (3) Priorities. Following approval of a preliminary application ~~and~~  
19 ~~provided that the district has voted funds or authorized a bond for the total~~  
20 ~~estimated cost of a project,~~ the Agency, with the advice of the State Aid for

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1 School Construction Advisory Board, shall assign points to the project as  
2 prescribed by rule of the Agency so that the project can be placed on a priority  
3 list based on the number of points received.

4 (4) Request for legislative appropriation. The Agency shall submit its  
5 annual school construction funding request to the Governor as part of its  
6 budget pursuant to subdivision 212(21) of this title and shall clearly identify  
7 those projects contemplated under subsection 3440(b) of this chapter for  
8 funding through State bonding. Following submission of the Governor’s  
9 recommended budget to the General Assembly pursuant to 32 V.S.A. § 306  
10 and submission of the Governor’s recommended capital budget to the General  
11 Assembly pursuant to 32 V.S.A. § 309, the House ~~Committee~~ Committees on  
12 Education and on Ways and Means and the Senate ~~Committee~~ Committees on  
13 Education and on Finance shall recommend a total school construction  
14 appropriation for the next fiscal year to the General Assembly for inclusion in  
15 the education payment under subsection 4011(a) of this title.

16 (5) Final approval for construction aid.

17 (A) Unless approved by the Secretary for good cause in advance of  
18 commencement of construction, a school district shall not begin construction  
19 before the Secretary approves a final application. A school district may submit

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1 a written final application to the Secretary at any time following approval of a  
2 preliminary application.

3 (B) The Secretary may approve a final application for a project  
4 provided that:

5 (i) the project has received preliminary approval;

6 (ii) ~~the district has voted funds or authorized a bond for the total~~  
7 ~~estimated cost of the project; [Repealed.]~~

8 (iii) the district has made arrangements for project construction  
9 supervision by persons competent in the building trades;

10 (iv) the district has provided for construction financing of the  
11 project during a period prescribed by the Agency;

12 (v) the project has otherwise met the requirements of this chapter;

13 (vi) if the proposed project includes a playground, the project  
14 includes a requirement that the design and construction of playground  
15 equipment follow the guidelines set forth in the U.S. Consumer Product Safety  
16 Commission Handbook for Public Playground Safety; and

17 (vii) if the total estimated cost of the proposed project is less than  
18 \$50,000.00, no performance bond or irrevocable letter of credit shall be  
19 required.

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1 (C) The Secretary may provide that a grant for a high school project  
2 is conditioned upon the agreement of the recipient to provide high school  
3 instruction for any high school pupil living in an area prescribed by the Agency  
4 who may elect to attend the school.

5 (D) A district may begin construction upon receipt of final approval.  
6 However, a district shall not be reimbursed for debt incurred due to borrowing  
7 of funds in anticipation of aid under this section.

8 (6) Award of construction aid.

9 (A) The base amount of an award shall be fund 20 50 percent of the  
10 ~~eligible debt service total approved~~ cost of a project. Projects are eligible for  
11 additional bonus incentives as specified in rule ~~for~~ to fund up to an additional  
12 ~~20 45~~ percent of the ~~eligible debt service total approved~~ cost.

13 (B) Construction aid shall be awarded as a debt service subsidy, as  
14 support through State bonding, or as a combination of both. Amounts shall be  
15 awarded annually, ~~and~~ are subject to an annual appropriation for the purposes  
16 of the program, and shall be released only once the applicant has voted funds  
17 or authorized a bond for the total estimated cost of the project to be covered by  
18 the applicant.

19 ~~(B) As used in subdivision (A) of this subdivision (6), “eligible debt~~  
20 ~~service cost” of a project means the product of the lifetime cost of the bond~~

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1 authorized for the project and the ratio of the approved cost of a project to the  
2 total cost of the project.

3 (C) The Treasurer, in consultation with the Capital Debt  
4 Affordability Advisory Committee (CDAAC), shall recommend to the House  
5 Committees on Education, on Ways and Means, and on Corrections and  
6 Institutions and the Senate Committees on Education, on Finance, and on  
7 Institutions the annual total State bonding support available for the capital  
8 budget and this Program and the annual debt service subsidies to be awarded  
9 under this chapter. The recommendation shall include an analysis of how the  
10 use of State bonding support for school construction under this Program affects  
11 overall capital budget capacity.

12 (b) Emergency aid. Notwithstanding any other provision of this section,  
13 the Secretary may grant aid for a project the Secretary deems to be an  
14 emergency in the amount of 30 percent of eligible project costs, up to a  
15 maximum eligible total project cost of \$300,000.00.

16 (c) Wage requirements. Any contract awarded for school construction that  
17 is paid for with State aid shall adhere to the higher of:

18 (1) the prevailing wage requirements established for State construction  
19 projects under 29 V.S.A. § 161(b); or

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1           (2) the prevailing local wage requirements as determined by the U.S.  
2           Department of Labor under the Davis-Bacon Act, 40 U.S.C. §§ 3141–3148,  
3           and related federal acts and regulations.

4           Sec. 73. REPEAL

5           16 V.S.A. § 3454 (deferred maintenance) is repealed.

6           Sec. 74. [Deleted.]

7           Sec. 75. 16 V.S.A. § 4011(a) is amended to read:

8           (a) Annually, the General Assembly shall appropriate funds for an  
9           education payment to pay for statewide education spending ~~and~~, a portion of a  
10           base education amount for each adult education and secondary credential  
11           program student, and any other amounts the State is obligated to provide under  
12           this chapter or chapter 123 of this title.

13           Sec. 76. 16 V.S.A. § 4011(a) is amended to read:

14           (a) Annually, the General Assembly shall appropriate funds for an  
15           education payment to pay for each school district's educational opportunity  
16           payment and supplemental district spending, as defined in 32 V.S.A. § 5401,  
17           the small schools and sparsity support grants under section 4019 of this  
18           chapter, ~~and~~ a portion of a categorical base amount for each adult education  
19           and secondary credential program student, and any other amounts the State is  
20           obligated to provide under this chapter or chapter 123 of this title.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 Sec. 77. 32 V.S.A. § 5401(22) is amended to read:

2 (22) “Supplemental district spending” means the spending that the  
3 voters of a school district approve in excess of the school district’s educational  
4 opportunity payment, as defined in 16 V.S.A. § 4001(17), for the fiscal year,  
5 provided that the voters of a school district other than an interstate school  
6 district shall not approve spending in excess of five percent of the product of  
7 the base amount, as defined in 16 V.S.A. § 4001(16), and the school district’s  
8 long-term membership, as defined in 16 V.S.A. § 4001(7). The cap on  
9 supplemental district spending shall not apply to school construction  
10 expenditures.

11 Sec. 78. 16 V.S.A. § 563 is amended to read:

12 § 563. POWERS OF SCHOOL BOARDS; FORM OF VOTE

13 The school board of a school district, in addition to other duties and  
14 authority specifically assigned by law:

15 \* \* \*

16 (11)(A) Shall prepare and distribute annually a proposed budget for the  
17 next school year according to such major categories as may from time to time  
18 be prescribed by the Secretary.

19 (B) [Repealed.]

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (C) At a school district’s annual or special meeting, the electorate  
2 may vote to provide notice of availability of the school budget required by this  
3 subdivision to the electorate in lieu of distributing the budget. If the electorate  
4 of the school district votes to provide notice of availability, it must specify how  
5 notice of availability shall be given, and such notice of availability shall be  
6 provided to the electorate at least 30 days before the district’s annual meeting.  
7 The proposed budget shall be prepared and distributed at least 10 days before a  
8 sum of money is voted on by the electorate. Any proposed budget shall show  
9 the following information in a format prescribed by the Secretary:

10           (i) all revenues from all sources, and expenses, including as  
11 separate items any assessment for a supervisory union of which it is a member  
12 and any tuition to be paid to a career technical center; and including the report  
13 required in subdivision 242(4)(D) of this title itemizing the component costs of  
14 the supervisory union assessment;

15           (ii) the specific amount of any deficit incurred in the most recently  
16 closed fiscal year and how the deficit was or will be remedied;

17           (iii) the anticipated statewide education tax rate, as adjusted for  
18 each tax classification pursuant to 32 V.S.A. § 5402;

19           (iv) the definition of “supplemental district spending,” the long-  
20 term membership of the school district, and the district’s per pupil

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 supplemental district spending in the proposed budget and in each of the prior  
2 three years; ~~and~~

3 (v) the supplemental district spending yield; and

4 (vi) the annual debt service cost of any outstanding capital  
5 indebtedness.

6 (D) ~~The~~ If the board determines that additional spending is necessary  
7 in excess of the school district’s educational opportunity payment, the board  
8 shall present the a supplemental district spending budget to the voters by  
9 means of a ballot in the following form, provided that the board shall submit  
10 for authorization supplemental district spending to cover annual debt service  
11 costs for school construction only at the initial authorization of indebtedness  
12 and under subdivision (E) of this subdivision (11):

13 “Article #1 (School Budget):

14 Shall the voters of the school district approve the school  
15 board to expend \$ \_\_\_\_\_ for expenditures other than annual debt service costs  
16 on any outstanding capital indebtedness, which is the amount the school board  
17 has determined to be necessary in excess of the school district’s educational  
18 opportunity payment for the ensuing fiscal year?

19 The \_\_\_\_\_ District estimates that this proposed budget, if  
20 approved, will result in per pupil supplemental district spending of \$\_\_\_\_\_,

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 which is \_\_\_\_\_% higher/lower than per pupil supplemental district spending  
2 for the current year, and a supplemental district spending tax rate of \_\_\_\_\_  
3 per \$100.00 of equalized education property value.”

4 (E) The board shall present concurrently with any vote to incur  
5 indebtedness for school construction a supplemental district spending budget to  
6 the voters by means of a ballot in the following form:

7 “Article #1 (School Budget):

8 Shall the voters of the school district approve the school  
9 board to expend \$ \_\_\_\_\_, which is the amount the school board has  
10 determined to be necessary to cover the annual debt service cost on school  
11 construction and any other expenditure in excess of the school district’s  
12 educational opportunity payment for the ensuing fiscal year?

13 The \_\_\_\_\_ District estimates that this proposed budget, if  
14 approved, will result in per pupil supplemental district spending of \$ \_\_\_\_\_,  
15 which is \_\_\_\_\_% higher/lower than per pupil supplemental district spending  
16 for the current year, and a supplemental district spending tax rate of \_\_\_\_\_  
17 per \$100.00 of equalized education property value.

18 \* \* \*

19 \* \* \* Foundation Formula Transition Measures and Reports\* \* \*

20 Sec. 79. REPEALS

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1        The following sections of 2025 Acts and Resolves No. 73 are repealed:

2            (1) Sec. 45b (educational opportunity payment transition);

3            (2) Sec. 46a (supplemental district spending; cap; transition);

4            (3) Sec. 48a (tax rate transition); and

5            (4) Sec. 57 (Education Fund Advisory Committee).

6        Sec. 80. EDUCATIONAL OPPORTUNITY PAYMENTS; TUITION;

7            TRANSITION; FISCAL YEARS 2031–2034

8            (a) Notwithstanding 16 V.S.A. § 4001(17), in each of fiscal years 2031–

9        2034, the educational opportunity payment for a school district shall equal the  
10       educational opportunity payment for the school district as calculated pursuant

11       to 16 V.S.A. § 4010(f) plus a yearly adjustment equal to:

12            (1) in fiscal year 2031, the transition gap multiplied by 0.80;

13            (2) in fiscal year 2032, the transition gap multiplied by 0.60;

14            (3) in fiscal year 2033, the transition gap multiplied by 0.40; and

15            (4) in fiscal year 2034, the transition gap multiplied by 0.20.

16        (b) Notwithstanding 16 V.S.A. § 823(a), in each of fiscal years 2031–2034,

17        a school district shall pay as tuition to a receiving school for each resident

18        student attending the receiving school an amount equal to the adjusted base

19        multiplied by the sum of one and any weights applicable to the resident student

20        under section 16 V.S.A. § 4010.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 (c) As used in this section:

2 (1) “Adjusted base” means the quotient resulting from dividing the  
3 school district’s educational opportunity payment, as adjusted by the yearly  
4 adjustment, by the school district’s weighted long-term membership as defined  
5 in 16 V.S.A. § 4001.

6 (2) “Adjusted for inflation” means adjusting the school district’s  
7 education spending by the National Income and Product Accounts (NIPA)  
8 implicit price deflator for state and local government consumption  
9 expenditures and gross investment published by the U.S. Department of  
10 Commerce, Bureau of Economic Analysis, from fiscal year 2025 through fiscal  
11 year 2031 and rounding upward to the nearest whole dollar amount.

12 (3) “Transition gap” means the amount, whether positive or negative,  
13 that results from subtracting the school district’s educational opportunity  
14 payment as calculated pursuant to 16 V.S.A. § 4010(f) for fiscal year 2031  
15 from the school district’s education spending in fiscal year 2025, as adjusted  
16 for inflation. The school district’s education spending shall be adjusted for  
17 inflation on or before November 15 by the Secretary of Education.

18 Sec. 81. SUPPLEMENTAL DISTRICT SPENDING; CAP; TRANSITION;

19 FISCAL YEARS 2031–2039

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1        Notwithstanding 32 V.S.A. § 5401(22), in each of fiscal years 2031–2039,  
2        the voters of a school district other than an interstate school district shall not  
3        approve spending in excess of the following percentage of the product of the  
4        base amount, as defined in 16 V.S.A. § 4001(16), and the school district’s  
5        long-term membership, as defined in 16 V.S.A. § 4001(7):

6            (1) in fiscal years 2031–2035, 10 percent;

7            (2) in fiscal year 2036, 9 percent;

8            (3) in fiscal year 2037, 8 percent;

9            (4) in fiscal year 2038, 7 percent; and

10           (5) in fiscal year 2039, 6 percent.

11        Sec. 82. HOMESTEAD PROPERTY TAX RATE; TRANSITION; FISCAL  
12                YEARS 2031–2034;

13           (a) Notwithstanding 32 V.S.A. § 5402, in each of fiscal years 2031–2034,  
14        the homestead property tax rate for a school district shall equal the homestead  
15        property tax rate imposed pursuant to 32 V.S.A. § 5402 plus a yearly  
16        adjustment equal to:

17           (1) in fiscal year 2031, the transition gap multiplied by 0.80;

18           (2) in fiscal year 2032, the transition gap multiplied by 0.60;

19           (3) in fiscal year 2033, the transition gap multiplied by 0.40; and

20           (4) in fiscal year 2034, the transition gap multiplied by 0.20.



Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 § 5414. CREATION; EDUCATION FUND ADVISORY COMMITTEE

2 (a) Creation. There is created the Education Fund Advisory Committee to  
3 monitor Vermont’s education financing system, conduct analyses, and perform  
4 the duties under subsection (c) of this section.

5 (b) Membership. The Committee shall be composed of the following  
6 members:

7 (1) ~~the Commissioner of Taxes or designee;~~

8 (2) ~~the Secretary of Education or designee;~~

9 (3) ~~the Chair of the State Board of Education or designee;~~

10 (4) two members of the public with expertise in education financing,  
11 who shall be appointed by the Speaker of the House;

12 (5) 2 two members of the public with expertise in education financing,  
13 who shall be appointed by the Committee on Committees;

14 (6) 3 ~~one member~~ two members of the public with expertise in  
15 education financing, who shall be appointed by the Governor; and

16 (7) ~~the President of the Vermont Association of School Business~~  
17 ~~Officials or designee;~~

18 (8) 4 one representative from the Vermont School Boards Association  
19 (VSBA) with expertise in education financing, selected by the Executive  
20 Director of VSBA;

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           ~~(9) one representative from the Vermont Superintendents Association~~  
2           ~~(VSA) with expertise in education financing, selected by the Executive~~  
3           ~~Director of VSA; and~~

4           ~~(10) one representative from the Vermont National Education~~  
5           ~~Association (VTNEA) with expertise in education financing, selected by the~~  
6           ~~Executive Director of VTNEA.~~

7           (c) Powers and duties.

8           ~~(4)~~ Annually, on or before December 15, the Committee shall make  
9           recommendations to the General Assembly regarding:

10           ~~(A) updating the weighting factors using the weighting model and~~  
11           ~~methodology used to arrive at the weights enacted under 2022 Acts and~~  
12           ~~Resolves No. 127, which may include recalibration, recalculation, adding or~~  
13           ~~eliminating weights, or any combination of these actions, as necessary;~~

14           ~~(B) changes to, or the addition of new or elimination of existing,~~  
15           ~~categorical aid, as necessary;~~

16           ~~(C) changes to income levels eligible for a property tax credit under~~  
17           ~~section 6066 of this title;~~

18           ~~(D)~~(1) means to adjust the revenue sources for the Education Fund;

19           ~~(E)~~(2) means to improve equity, transparency, and efficiency in  
20           education funding statewide;

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

- 1           ~~(F)~~(3) the amount of the Education Fund stabilization reserve;
- 2           ~~(G)~~(4) school district use of reserve fund accounts;
- 3           (5) enactment of any updates to weights or categorical aid recommended
- 4           by the Joint Fiscal Office and the Agency of Education; and
- 5           ~~(H)~~(6) any other topic, factor, or issue the Committee deems relevant
- 6           to its work and recommendations.

7           ~~(2) The Committee shall review and recommend updated weights,~~

8           ~~categorical aid, and changes to the excess spending threshold to the General~~

9           ~~Assembly not less than every three years, which may include a~~

10          ~~recommendation not to make changes where appropriate. In reviewing and~~

11          ~~recommending updated weights, the Committee shall use the weighting model~~

12          ~~and methodology used to arrive at the weights enacted under 2022 Acts and~~

13          ~~Resolves No. 127.~~

14          (d) Assistance. The Committee shall have the administrative, technical,

15          and legal assistance of the Department of Taxes and the Agency of Education.

16          (e) Meetings.

17                 (1) The Commissioner of Taxes shall call the first meeting of the

18          Committee to occur on or before July 15, ~~2026~~ 2031.

19                 (2) The Committee shall select a chair from among its members at the

20          first meeting.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1 (3) A majority of the membership shall constitute a quorum.

2 (f) Compensation and reimbursement. Members of the Committee shall be  
3 entitled to per diem compensation and reimbursement of expenses as permitted  
4 under section 1010 of this title for up to four meetings per year.

5 \* \* \* Effective Dates \* \* \*

6 Sec. 86. EFFECTIVE DATES

7 This act shall take effect on July 1, 2026, except as follows:

8 (1) This section, Sec. 18 (Act 73 effective dates), Sec. 27a (rulemaking;  
9 reserve guidance), Sec. 27c (student profile form), Sec. 34(a) (repeal of 2025  
10 Acts and Resolves No. 73, Secs. 62 and 63), Sec. 53 (transition provisions),  
11 Sec. 56 (valuing property in a limited equity cooperative), Sec. 61 (repeals),  
12 Sec. 62 (rate multipliers), Sec. 63 (prospective repeal), Sec. 79 (transition  
13 repeals), Sec. 83 (tax rate transition report), Sec. 84 (homestead exemption  
14 structure report delay), and Sec. 85 (Education Fund Advisory Committee)  
15 shall take effect on passage.

16 (2) Sec. 2a (16 V.S.A. § 604; services offered) shall take effect on July  
17 1, 2027.

18 (3) Sec. 57 (grand list contents) shall take effect on July 1, 2027, and  
19 shall apply to grand lists lodged beginning in calendar year 2028.

Changes made from APBH in draft 1.1  
Changes new to draft 2.2

1           (4) Sec. 60 (transition provisions) shall take effect on January 1, 2029,  
2           provided that the conditions under 2025 Acts and Resolves No. 73, Sec.  
3           70(f)(1)(A), (B), and (C), as amended by this act, have been met.

4           (5) Sec. 54 (regional assessment district boundaries) shall take effect  
5           and the boundary submission to the General Assembly shall be due on  
6           December 15, 2029, provided that the conditions under 2025 Acts and  
7           Resolves No. 73, Sec. 70(f)(1)(A), as amended by this act, have been met.

8           (6) Sec. 29 (16 V.S.A. § 4019), Secs. 58 and 59 (tax classifications),  
9           Sec. 64 (homestead definition), Sec. 76 (education payments), Sec. 77  
10           (supplemental district spending definition), Sec. 78 (supplemental district  
11           spending budget vote), and Secs. 80–82 (foundation formula transitions) shall  
12           take effect on July 1, 2030, provided that the conditions under 2025 Acts and  
13           Resolves No. 73, Sec. 70(f)(1), as amended by this act, have been met.

14           (7) Sec. 30 (creation of regional assessment districts), Secs. 31–33  
15           (conforming changes for regional assessment), Sec. 34(b) (repeal of 32 V.S.A.  
16           chapter 131), and Secs. 37–52 (conforming changes for repeal of 32 V.S.A.  
17           chapter 131) shall take effect on January 1, 2031, provided regional assessment  
18           district appeals boards shall commence jurisdiction over valuation appeals and  
19           notices of changes of valuation on July 1, 2031.