



**Jefferson County Education Service District
BOARD MEETING**

Wednesday, November 5, 2025 @5:30PM

Hybrid: In-person and Electronic Meeting via Zoom

IN-PERSON LOCATION:

Jefferson County ESD
295 SE Buff Street, Madras, OR 97741

[ACCESS ZOOM MEETING HERE](#)

Phone: 253 215 8782 US (Tacoma)
Meeting ID: 839 5303 3349 Passcode: 789904



2025/2026 Board Members: Chair Heidi Casper, Vice Chair Sean Gallagher, Barbara Ibrahim, Maurice Langsev, Dani Cowdrey, Joan Starkel, Cody Roberts and Board Advisor: Paul May

REGULAR SESSION MEETING MINUTES

BOARD OF DIRECTORS ATTENDANCE: Chair Heidi Casper, Vice Chair Sean Gallagher, Barbara (Barb) Ibrahim, Maurice Langsev, Joan Starkel, Dani Cowdrey, Cody Roberts and Board Advisor Paul May

ABSENT: None

1. WELCOME - REGULAR SESSION / PLEDGE OF ALLEGIANCE /BOARD MEMBER ROLL CALL

Board Chair Heidi Casper called the meeting to order at 5:30pm, followed by the Pledge of Allegiance. Board secretary noted board member attendance for the record. Board members and the executive team took a few moments to introduce themselves to the newly appointed board member, Cody Roberts.

2. WELCOME CODY ROBERTS, NEWLY APPOINTED JCESD BOARD OF DIRECTORS, POSITION 3 (BLACK BUTTE) - OATH OF OFFICE

Cody Roberts, newly appointed board member for position 3 (Black Butte) took the oath of office to formally join the JCESD board of directors:

I, Cody Roberts, having been duly appointed to the Jefferson County Education Service District Board of Directors, Position #3 for Black Butte, do solemnly swear (or affirm) that I will support the Constitution of the United States and the Constitution of the State of Oregon. I will faithfully and honorably discharge the duties of the ESD Board of Directors, Position #3 to which I have been appointed to the best of my ability, so help me God.

3. AGENDA ADOPTION

Board Chair Heidi Casper asked for any objections to adopting the agenda; with no objections, Board Chair Heidi Casper adopted the agenda for the record.

4. COMMUNICATION / PRESENTATIONS / REPORTS / DISCUSSION

4.1. Native American Heritage Month Proclamation – November 1- 30, 2025

Board Chair Heidi Casper read the Native American Heritage Month Proclamation as provided on page 4 of the board packet.

4.2. Marie Glenn Honorary Service Award Update, DEADLINE: November 14, 2025

Superintendent Shay Mikalson directed board members to page 5 of the board packet and explained the 1st Annual JCESD Marie Glenn Award 2025-2026. This is just an update to let you know that to date, we have 14 nominations that have come in. Some of those nominations are for the same person - there are nine different unique individuals. However, the call for nominations is not closed, they have until November 14, 2025. The board secretary has been sending out information to all four component districts.

Superintendent Shay Mikalson explained that we are looking for direction on how the board would like to proceed with the scoring of the nominations, on a scale of 1 to 10, or a different system? We are open to any thoughts or guidance, given the context of where we are today with the number of nominees, he reminded them there may be more nominations that come in between tonight and the deadline date and clarified that we are really looking for leanings of the board, not an action.

Board discussion took place; they considered the process for the Steve Rankin awards and thought a similar system would work well in comparison. Maurice Langsev commented, he was very impressed with the setup of the Steve Rankin scoring process that the board used last year, it was very detailed and he feels it worked well. Sean Gallagher asked since he has not gone through the Steve Rankin process, if Superintendent Mikalson would describe a little more what that rubric looks like.

Superintendent Shay Mikalson said that the Steve Rankin awarding process is a much more structured. The educators fill out an application, and for each section of that application we have a line item with a rubric score of one through ten. The one through ten does not necessarily drive the decision, we don't mathematically decide, but we take the information and we come to a workshop process in a board meeting, and we present what each board member scored independently, and there is dialog, ultimately, to make the collective board decision, but the rubric scores do help drive that decision.

Superintendent Shay Mikalson reminded board members of the difference between the Steve Rankin awards and the 1st Annual Marie Glenn awards. Steve Rankin awards are applications originated by the educator proposing funding for and explaining how it increases the educational process, and the Marie Glenn awards are a nomination process; those nominations can come from a student, parent, a fellow educator or a community member.

A discussion took place about the fact that December has a flexible meeting schedule as noted on the board calendar '*schedule as necessary or take December off*' – it was decided to not have a meeting in December 2025, to allow time for the independent survey by each board member. The goal is to bring the independent scoring for board conversation and final decisions at the January 2026 board meeting.

4.3. Additional appointment of JCESD Board Member for LSP Review – Potential Action Item

Superintendent Shay Mikalson explained, this is his third round through the Local Service Plan with our component school districts (Black Butte, Ashwood, Culver and 509J). He explained that our Local Service Plan document details how we use the resources that come to us to serve those four

districts. Our component districts continue to be very appreciative of the services they receive in it - school Psych and speech services; he acknowledged that they always want more, and we are balancing how we prioritize within those requests. He explained that it is going to be a continuation of the same and one of the things that has been helpful for him is to have one or two board members willing to serve on a review committee for the Local Service Plan draft. In the month of December, he will send them a draft of that local service plan, in a final draft form, and get their feedback for readability, for it to make sense, any clarity that they can ask questions on before bringing it to the JCESD board collectively for approval.

Superintendent Shay Mikalson reminded them that Joan Starkel volunteered to be on that team at the last meeting; and Dani Cowdrey mentioned she would be willing if someone else wasn't willing. So, we are bringing it back tonight, just to have two, if possible. This is just an opportunity for a second person to step forward, be that Dani or anyone else. He explained that it is not a formal meeting to review, he will send it to them via email, they can respond electronically. Sometimes they will get on the phone together if there are questions, and he has sat with an individual to talk through different parts of it, but overall, a light commitment in the sense of time. He thanked Joan Starkel for being willing, and opened up for an opportunity that a second person to join if they want.

Dani Cowdrey volunteered to be the second board member on the review team. Superintendent Shay Mikalson explained that there is an action item for that appointment later in the meeting. Superintendent Shay Mikalson explained the process of the Local Service Plan (LSP); he reminded the board that the representative board members will give their feedback, then he will bring a refined, polished version to the board in January. The hope is that it would meet their expectations, and they approve the local service plan in January, and then he goes through a process of meeting with each of the component school districts to get their school board's approval of that same plan. He reminded the JCESD board members that they are always welcome to join him at any of those meetings.

Superintendent Shay Mikalson explained the timeline – he works to get the JCESD Local Service Plan on the component district's board meeting agenda in January or February where they are just approving the menu of items that those dollars could go for. And then, once that has been approved, we may have need to make adjustments based on the feedback. Then the budget process kicks in, and we start to put actual dollars to those services. Ultimately, that budget document goes to the budget committee as part of that process.

Board Chair Heidi Casper proceeded to the next agenda item.

4.4. Reappoint or Appoint JCESD Budget Committee Members (terms expired June 30, 2025) - Action Item

Superintendent Shay Mikalson directed board members to page 6 of the board packet and explained, there is a series of additional members that join them to make up that budget committee that are nominated from our local school districts. This document (page 6 of board packet) shows that there are three of those that have been reappointed to come back to serve on that budget committee and one that is newly appointed – this will require their action later on in the meeting.

He shared that Sean McLean from 509J, Delaney Sharp from Black Butte, Mike Knepp from Culver, and Scott Leeper had served a number of years on our budget committee and has stepped down from that. So, they will see that Seth Taylor will be the newly appointed budget committee member

from Culver.

He confirmed that the component district boards have done the work of appointing these members and Delaney Sharp will be on the next Black Butte board meeting agenda, so if anything changes, it will be brought back to them.

A board member asked, how are these people selected - how do they come forward or how are they nominated to be on the Budget Committee?

Superintendent Shay Mikalson explained that each board can operate differently around how, but it is ultimately coming from those boards of our component districts. The quantity of them is a representation of the size of the district.

With no other comments or questions the board chair proceeded to the next agenda item.

4.5. Official Ballot - OSBA Legislative Policy Committee (LPC), Central Region, Position 3 - Action Item

Superintendent Shay Mikalson reminded the JCESD board that they nominated Sean Gallagher for the OSBA Legislative Policy Committee (LPC), Central Region, Position 3 that Courtney Snead of the 509J board had served on for some time. He explained that this is a really important position, it is the LPC for the Oregon School Boards Association, the association that represents them as board members, 197 school districts and 19 ESDs and Sean Gallagher has submitted the applicable paperwork after his nomination and is running unopposed for the region. Tonight, we are asking for them to take action; all boards in our region will be doing that next month, and based on their action tonight, Tessa (board secretary) will send the official ballot out to OSBA, and we will know the results in a month.

4.6. COSA & OSBA's Fall Regional Meetings Updates

Superintendent Shay Mikalson shared that they had two local regional meetings, one from the Oregon School Boards Association and he knows not everyone could attend, but he provided their documents in the board packet (pages 8-25). And the Coalition of Oregon School Administrators (COSA), had their fall regional meeting as well. Superintendent Shay Mikalson highlighted some of the information that was provided for board members:

He directed board members to page 17 of the board packet and explained the first economic and revenue forecast (August 27th) of 2025-27 biennium.

- \$888 million Direct Impact To State Budget Due to Passage of HR 1 - creates projected budget deficit of approx. \$400 million
 - Change due to Oregon's "rolling reconnect" to federal tax policy- possible 2nd Special Session?
 - Budget cuts not imminent due to forecast.
 - Unemployment hit 5% (highest since 2021)
- HR 1 Also Cuts Federal Funding to Oregon by \$15 Billion; \$1 Billion in 2025-27
- Time to Prepare and Plan, Not Panic

He directed board members to page 18 and explained the State Budget Information with the timeline Updated 10/19. He explained that on November 19th they are expecting to have the December state revenue forecast presented to the Legislative Revenue Committees.

He directed board members to page 19 of the board packet and explained Oregon's reserves, the Education Stability Fund (ESF) and Oregon Rainy Day Fund (ORDF).

Dani Cowdrey asked a question regarding Senate Bill 141 - one of the bullet points is it updates the definition of the school district. What kind of a change does that make to the definition of school district?

Superintendent Mikalson explained the Senate Bill 141 is a new accountability system in Oregon. He explained, it does consider an ESD a school district but we do not fall under any details of Senate Bill 141, because we do not have our own students; if we as an ESD did run a behavior program where they were our students identified to the state we would, but we don't. Currently the quick picture of the Senate Bill 141 is the accountability mechanism that they are driving all school districts towards with a common set of metrics. There are things that will be used for school districts - graduation rates, 9th Grade on Track, 3rd grade English Language Arts, 8th grade Mathematics, attendance at K-2, and attendance overall in the district. Those metrics are going to be looked at, and districts are going to be put in like districts. 509J for an example - they will look at districts similar to the demographics, the poverty, all aspects of districts, and will then judge that district performance with that cohorts performance.

5. HEARING OF CITIZENS, DELEGATIONS AND STAFF MEMBERS:

(Option 1) (Board Chair will offer opportunity during meeting) The Board of Directors reserves this time for citizens to speak to the Board; because time is limited, as a standard practice, and courtesy to others and to maintain our meeting schedule, guests will be allotted three minutes (or less if needed, based board chair prerogative) to speak. If you have a group attending regarding the same topic, you will need to appoint one speaker.

➤ **Remote access attendees:** Please raise your hand and enter your name in the chat to be called on by the board chair.

➤ **In-Person attendance:** Sign-in on the sign-in sheet at the room entrance and wait to be called on by the board chair.

(Option 2) Written Comment: The JCESD Board may accept public comment in writing prior to the meeting. If you are a member of the community and wish to provide a public comment they will be taken in written format ONLY. Written comments must be received by 1:00pm [the date of the board meeting] and may be read during the public comment section of the virtual meeting. Thank you for your understanding and cooperation.

There were no comments submitted.

Board Chair Heidi Casper proceeded to the action items on the agenda.

6. ACTION ITEMS

5.1 CONSENT AGENDA

5.1.1 Approval of **October 1, 2025** Meeting Minutes

5.1.2 Personnel (if any)

5.1.3 Accounts Payable Vouchers

5.1.4 Financials

Board Chair Heidi Casper called for a motion on the consent agenda.

Dani Cowdrey motioned to approved the consent agenda as presented, Maurice Langsev seconded the motion; a vote was taken and motion passed unanimously – **APPROVED 7/0.**

Board Member:	Heidi Casper	Sean Gallagher	Maurice Langsev	Joan Starkel	Dani Cowdrey	Barbara Ibrahim	Cody Roberts
Vote:	Y	Y	Y	Y	Y	Y	Y

5.2 ADDITIONAL APPOINTMENT OF JCESD BOARD MEMBER FOR LOCAL SERVICE PLAN REVIEW

Barbara Ibrahim made a motion to appoint Dani Cowdrey to represent the JCESD Board to help in the Local Service Plan review process, the motion was seconded by Sean Gallagher a vote was taken and motion passed unanimously – **APPROVED 7/0.**

Board Member:	Heidi Casper	Sean Gallagher	Maurice Langsev	Joan Starkel	Dani Cowdrey	Barbara Ibrahim	Cody Roberts
Vote:	Y	Y	Y	Y	Y	Y	Y

5.3 APPOINT OR REAPPOINT OF JCESD BUDGET COMMITTEE MEMBERS (terms expired June 30, 2025)

5.3.1 Sean McLane, JCSD 509J - reappointment

5.3.2 Delaney Sharp, Black Butte - reappointment

5.3.3 Mike Knepp, Culver - reappointment

5.3.4 Seth Taylor, Culver - newly appointed (*replaced Scott Leeper*)

Sean Gallagher made a motion to reappoint Sean McLean from 509J, Delaney Sharp from Black Butte, and Mike Knepp from Culver, and to newly appoint Seth Taylor from Culver to the JCESD Budget Committee. The motion was seconded by Dani Cowdrey and passed unanimously – **APPROVED 7/0.**

Board Member:	Heidi Casper	Sean Gallagher	Maurice Langsev	Joan Starkel	Dani Cowdrey	Barbara Ibrahim	Cody Roberts
Vote:	Y	Y	Y	Y	Y	Y	Y

5.4 OSBA Legislative Policy Committee (LPC), Official Ballot - Central Region, Position 3 - Sean Gallagher

Board Chair Heidi Casper called for a motion to officially vote for Sean Gallagher to fill the OSBA Legislative Policy Committee (LPC), Central Region, Position 3.

Dani Cowdrey made a motion that JCESD Board of Directors vote for Sean Gallagher to fill the OSBA Legislative Policy Committee (LPC), Central Region, Position 3; the motion was seconded by Joan Starkel and passed unanimously – **APPROVED 7/0.**

Board Member:	Heidi Casper	Sean Gallagher	Maurice Langsev	Joan Starkel	Dani Cowdrey	Barbara Ibrahim	Cody Roberts
Vote:	Y	Y	Y	Y	Y	Y	Y

7. BOARD HIGHLIGHTS

- Joan attended her grandson's award ceremony at Metolius Elementary, it was nice to reflect and remember the staff, the principal and students – what a special school that is.

8. REMINDERS:

- OSBA Annual Board Conference – November 6-8, 2025, Portland Marriott Waterfront
- JCESD Regular Session Board Meeting – December 3, 2025 (*schedule if necessary or take December off*) - NO BOARD MEETING IN DECEMBER
- NEW YEAR! JCESD Regular Session Board Meeting – January 7, 2026

9. REGULAR SESSION MEETING CLOSURE/ADJOURNED

With no other business, Board Chair Heidi Casper called for a motion to adjourn the meeting. Dani Cowdry made a motion to adjourn the meeting and motion was seconded by Sean Gallagher and passed unanimously. The JCESD board meeting was officially adjourned at 6:20pm.

Board	Heidi	Sean	Maurice	Joan	Dani	Barbara	Cody
Member:	Casper	Gallagher	Langsev	Starkel	Cowdrey	Ibrahim	Roberts
Vote:	Y	Y	Y	Y	Y	Y	Y

Draft to Board for approval at next meeting,
Wednesday, January 7, 2026

Tessa Bailey, Executive Assistant

JCESD Board Chair Heidi Casper

JCESD Superintendent Shay Mikalson

Date

Date