

Reorganization Study

Lockport SD 91

Will County SD 92

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Purpose of a Feasibility Study

- Provide participating districts with information which can help them determine the best options for students, parents, and communities.
- Provide a neutral viewpoint based on the analysis of curriculum, finances, staff needs, transportation issues, and facilities.
- Suggestions for improving the quality of instruction, efficiency, and programing options.

Financial Comparisons

School District Financial Profile

- Evidence Based Funding, ADA, Personal Property Replacement Tax, Operating Tax Expense Property Tax Rates per Pupil, and Evidence Based funding per Pupil
- Education Fund, Operations Fund, Transportation Fund, IMRF, Bond & Interest Fund, Working Cash, Site & Construction, Safety Prevention, EAV, and Projected Tax Rate of a new District
- Incentive Payments

Facilities

- Number of buildings
- Grades housed in each building
- Building enrollments & capacities
- Age of facilities
- Life Safety/asbestos
- Accessibility for the physically challenged
- General upkeep & building conditions

Transportation

- Number of Buses
- Number of Bus Routes
- Costs
- Number of students transported
- Route Mileage and Costs
- Special Education Buses
- Other Transportation Services and Costs

Curriculum Comparisons

- Program highlights
- Grade Level enrollments vs. numbers of teachers in each community
- Test score comparison
- Junior High and High School courses and electives
- Junior High School schedule and graduation requirements
- Final recommendations for participating districts

Curriculum

District Sites and Grade Configurations

- The curricula of the elementary (PK-8) of School Districts 91 and 92 will be discussed in this section. Lockport District 91 includes Milne Grove Elementary (K-3), Kelvin Grove Elementary (4-5), and Kelvin Grove Junior High (6-8).
- Will County District 92 includes Walsh Elementary (PK-1), Reed Elementary (2-3), Ludwig Elementary (4-5), and Oak Junior High (6-8).

Overall

- If the two districts become one K-8 district, many decisions will need to be made regarding the curriculum.
- The re-mapping of the PK-8 curriculum by subject will help the decision-making process.
- Articulation meetings by grade level, including all teachers, will be needed.
- Grading scale differences, if any, would have to be addressed.
- Localized assessments will also be affected.
- Textbooks, supplemental materials, and technology will need to be discussed shortly after the curriculum is redesigned.
- In addition, decisions on Junior High staffing, electives, sports team logistics, and extra-curricular activities will need planning time.

PreK and Kindergarten Programs

- A decision on the delivery of half-day or whole day services will need to be made.
- Milne Grove Elementary (PK-3) in District 91 offers a whole day Kindergarten program for 50 students. The Pre-Kindergarten Program services 21 students. District 91 offers one PFA classroom of 20 at Milne Grove and they operate another PFA classroom of 20 at Richland School with 1 teacher. District 91 also houses a LASEC Communication Disorder classroom of 10 students in grades 1 and 2. All of the elementary classrooms in District 91 are self-contained (PK-5) in the presentation of the curriculum.
- Walsh Elementary in District 92 offers an Early Childhood program for 82 students and a full-day Kindergarten program for 161 students. There are eight (8) sections of Kindergarten classrooms with eight (8) teachers.

- Class sizes are relatively similar now.
- The number of overall staff will increase.

	Lockport District 91	Will County District 92
Average Class Size	21	22
Pupil/Tchr. Ratio	18:1	14:1
Teachers FTE	37	128
Admin. Ratio	196:1	188:1
Certified Staff	11:1	8:1

Special Education and Other Service Personnel

- If the merger occurs, staffing in special education services, psychologists, social workers, speech, and nursing services will need to be addressed for equity across the new district.
- Evaluate the schedules of all specialists in K-8 Art, Music, Technology, STEM, and Junior High Foreign Language (Spanish) to determine a more equitable arrangement for all buildings.

Junior High

If multiple Junior High sites are utilized:

- Courses/programs offered in the Junior High curriculum that are currently in the Will County Oak Prairie Junior High that are not in the Lockport 91 program.

If A Merger Occurs

The curriculum can be enhanced by exploring the Junior High curriculum at Oak Prairie to be sure both sites offer the same programming (i.e., Spanish, STEM courses, clubs, and sports). Review the curriculum and course offerings in the following areas:

- Accelerated courses in Math, Science, and Reading in grades 6-8.
- Math and Reading Intervention for Tier III students in grades 6-8.
- Add Spanish and Cultures classes to grades 7 & 8 at Kelvin Grove Junior High.
- Add Band and Chorus electives to Kelvin Grove Junior High.
- Align technology platforms (one-to-one devices) in all buildings.
- Align online textbooks and Google Classroom in all buildings.
- Explore special education needs and staffing for optimal use of resources.

Enrollment

Enrollment

- Student projections are made using existing class numbers to develop percentages.
 - These percentages are applied to future classes using the Cohort Survival Method.
 - Live births provided by the Census Bureau are used to project Pre-K and K enrollments.
- Total student population declined by 154 students since 2015-16.
- Projections indicate that the total enrollment for these two schools will decline by 152 students over the next five years.
- 128 of these students come from Lockport SD 91
- Will County SD 92 levels off after the 2020-21 school year

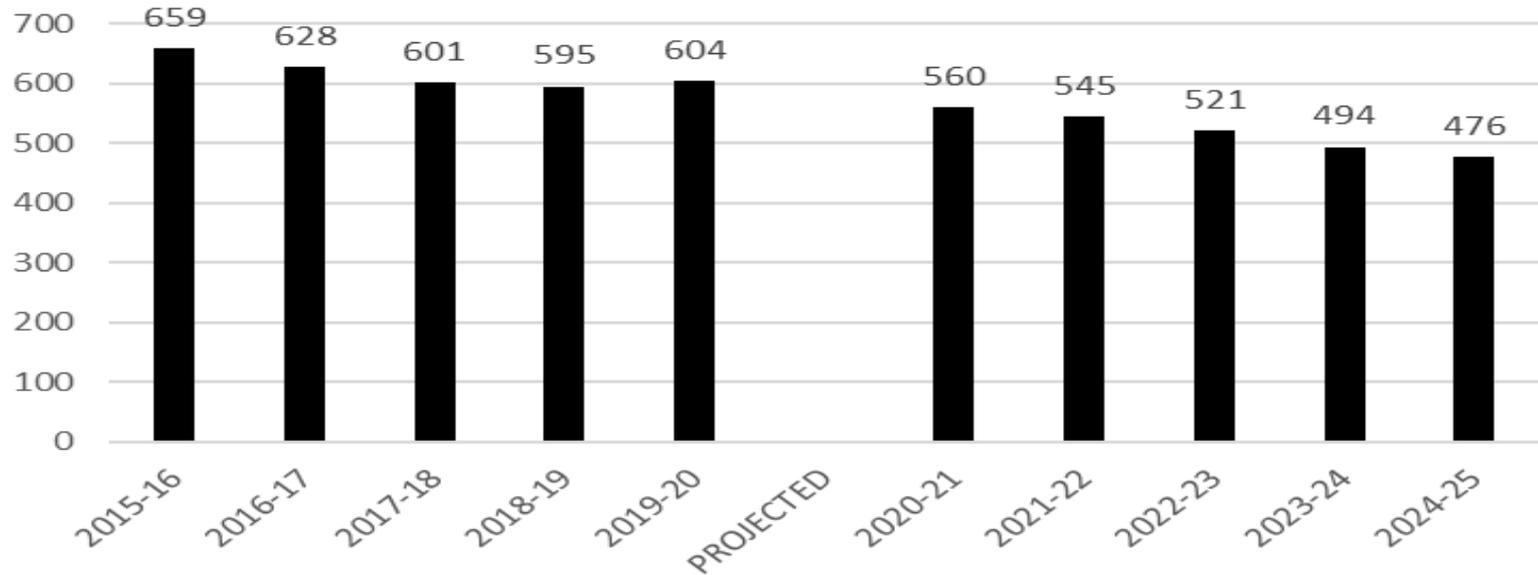
**Student Enrollment Differences
2015-16 to 2019-20**

School	Change in student population 2015-16 to 2019-20
Lockport SD 91	-55
Will County SD 92	99

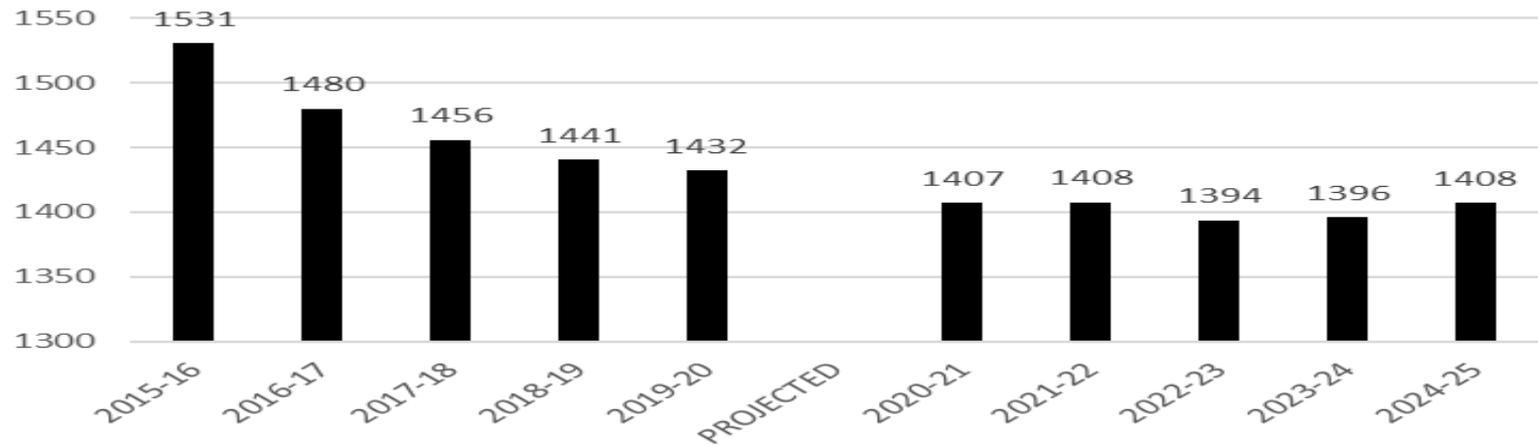
**Student Enrollment Differences
2019-20 to 2023-24**

School	Change in student population 2020-21 to 2023-24
Lockport SD 91	-128
Will County SD 92	-24

Lockport SD 91



LOCKPORT WILL COUNTY SD 92



Summary

- Projections show that the student population for the schools will decrease over the next five years with Lockport SD 91 projected to have a much higher decrease than Will County SD 92.
- Will County SD 92 is projected to see a leveling of student decline over the next five years with an increase of one student in total during this time.

Transportation

Regular Route Information		
	Lockport SD 91	Will County SD 92
# Students Transported	1	1401
Cost	\$113	\$1,091,654
Cost/student	\$113	\$779
Regular Route Miles	2,240	291,556
Cost/mile	\$0.05	\$3.74

Special Education Information		
	Lockport SD 91	Will County SD 92
# Students Transported	23	151
Cost	\$184,484	\$786,730
Total miles	37,378	95,117
Cost/student	\$8,021.04	\$5,210.13
Cost/mile	\$4.94	\$8.27

Non-reimbursable Transportation Information

	Lockport SD 91	Will County SD 92
Transportation costs	\$21,578	\$8,937
Transportation miles	1,946	2,697
Cost/mile	\$11.09	\$3.31

- No significant changes to the transportation costs should these districts consolidate.
- The districts contract with either Grand Prairie or First Student for their special education transportation needs so this would need to be addressed.
- District 92 contracts with First Student and District 91 does not transport any students.
- If these districts consolidated this would not change unless they decided to go to grade centers rather than attendance centers.
- If this decision was made, the cost could increase since some of the students would like beyond the 1.5 transportation range and would need to have transportation provided.
- If the District 91 parents pushed the issue desiring transportation for their children this would increase the cost. However, the 1.5 mile state restriction would provide rationale to not do this.

Buildings

Lockport School District 91

Milne Grove

- Two-story structure - 1969 - 20 classrooms with all classrooms occupied resulting in a 100% occupancy rate.
- Second floor is not handicapped accessible and an elevator would cost approximately \$275,000.
- Plumbing and wiring are serviceable but, these are 50 years old and repairs and possible replacement.
- Parking areas were ground and resurfaced in 2015 and meet the needs for this building.
- No asbestos needs were identified.
- All classrooms have air-conditioning provided by window units.
- Boilers replaced in 2007.

Ongoing Maintenance

- New roof, windows and boiler: 2007
- New parking lot: 2014
- New entrance doors: 2014

Kelvin Grove

- 1951: Original building consisting of 11 classroom and a multi-purpose/gym area
- 1958: Two classrooms added
- 1965: “The Pod” created - 11 classrooms and a large Learning Resource Center
- 2000: 14 classrooms, gymnasium and offices and locker rooms
- Ongoing maintenance has kept the building up to Health Life Safety (HLS) codes and there are no unresolved HLS requirements for either building in the district.
- Leaking control valves and piping in the hot water system at Kelvin Grove will be addressed at a projected cost of \$150,000.
- All rooms are occupied.
- South parking lot was ground and resurfaced in 2019.
- Remaining parking lots need to be ground and resurfaced with a projected cost of \$200,000.
- Roof Top Units (RTU) installed in the 2000 addition.
- 1965 addition had roof top condensers and the 1952 section has window air conditioning units making all classrooms air-conditioned.
- Boilers were replaced in 2007.
- Boilers were converted to hot water in 2019.
- The building is handicapped accessible.

Will County School District 92

- District has four buildings housing their students.
- Walsh (Early childhood to 1), Reed (2-3), Ludwig (4-5), and Oak Prairie (6-8).
- At this time all classrooms are being used in each building.
- All of the buildings are handicapped accessible with the one exception of the gym at Ludwig, which needs a ramp to be constructed for access.
- Many of the parking areas need to be resurfaced with an estimated cost of \$300,000 to complete them.
- The boilers in all buildings were replaced between 2014-2018, and are all in good condition.
- Air-conditioning is provided in all buildings. No needs for additional construction were identified during this study.
- The three-year asbestos report was completed in July 2019 and no findings were reported.

Walsh School

- Built in 1966; addition built in 1975
- 47,000 square foot structure; 28 classrooms, an office, gymnasium, and storage rooms
- All rooms are occupied

Reed School

- Built in 1950; additions in 1959 and 1975
- 44,000 square foot structure; 26 classrooms, a computer room, library, gymnasium, and offices
- All rooms are occupied.

Ludwig School

- Built in 1948; additions made 1949, 1952, and 1974
- 59,000 square foot structure with 30 classrooms, a large and small gym, band room, library, and various office spaces
- All rooms are occupied.

Oak Prairie School

- Two-story building built in 2002
- 95,000 square foot structure with classrooms, library, cafeteria, gymnasium, office facilities, and a number of smaller areas for offices and storage
- All classrooms are occupied.

Summary

- The buildings in this study have been well maintained and meet the needs of the students they house.
- Both districts have done an excellent job of keeping up with maintenance needs.
- Should these districts decide to become one, there would be no concerns regarding the quality of the buildings within each district.

Financial Areas

Property Tax Rates And Extensions

Fund	Lockport SD 91	Rate	Will County SD 92	Rate
Ed.	\$4,349,690	2.59	\$17,735,031	2.49
OBM	\$858,749	.51	\$2,327,124	.33
Trans.	\$149,908	.08	\$265,282	.03
Sp. Ed.	\$49,746	.02	\$310,422	.04
Working Cash	\$10,552	.06	\$20,139	.002
Bonds	\$536,655	.32	\$756,957	.10
IMRF	\$144,213	.08	\$560,426	.08
Social Security	\$49,746	.02	\$530,564	.07
TORT	\$52,928	.03	-0-	-0-
Lease	-0-	-0-	-0-	-0-
Life Safety	\$5,192	.003	-0-	-0-
Total	\$6,249,257	3.73	\$22,219,144	3.17

- The Education rates of the districts reflect a rate for the Education rate due to PTELL influences. PTELL rates are fluid and districts may levy up to the highest authorized rate for a dual district, which is \$3.50.
- In the OBM and Transportation Fund, both districts are levying at a variable rate that is allowable due to PTELL. As long as PTELL districts levy at less than the maximum rates, the rate levied is allowable. Keep in mind that the OBM fund has only allowable source of revenue, property taxes.
- All districts have a bond levy rate to pay off its outstanding bonds of various varieties.
- The bonded debt limit for a dual district is 6.9% of its most recent equalized assessed valuation. **Keep in mind that the bond & interest levy amount remains with the original district that incurred the debt and is not merged with any district(s) that reorganize with it unless authorized in the reorganization referendum.**
- Several allowable funds are not utilized much if at all. These include the Tort and Health/Life Safety levy.
- Current tax rates become an important variable in the formation of a new school district and the setting of new tax rates. Normally, new tax rates are determined somewhere in between the highest and lowest rates of the participating districts. Therefore, the higher the variation in the rates, the more potential for significantly higher or lower tax rates of a newly reorganized district. For these districts, it looks as if a successful merging of the districts will enable a reduction of the overall tax rate for the Lockport District 91 taxpayers.

General District Comparisons 2018-19

	Lockport SD 91	Will County SD 92
Average Daily Attendance	522	1,389
EBF Revenue	\$965,641	\$1,440,489
EBF Revenue/Per Student	\$18,498	\$10,370
Total District Expenditures	\$6,784,361	\$27,925,105
Operating Expense Per Pupil	\$11,418	\$16,443
Assessed Valuation Per Pupil	\$30,411	\$ 53,273
Total Certified Staff(2018-2019)	46	141
Average Teacher's Salary (2018-2019)	Salary assumptions are included.	Salary assumptions are included.
EAV 2018-2019	\$159,748,051	\$739,974,219

- Teacher tenure is guaranteed for certified staff that are maintained by the new district.
- Staff reductions could be possible, especially in central office personnel. This factor would be determined by the existing school districts prior to a reorganization referendum.

Evidence Based Funding Comparisons

	Lockport SD 91	Will County SD 92
EBF 2018-2019	\$965,461	\$1,440,489
Average Daily Attendance 2018-2019	522	1389
Average Daily Attendance 2017-2018	551	1456
Average Daily Attendance 2016-2017	570	1,442
Personal Property Replacement Tax 2015-2016	\$95,046	\$488,754
Operating Tax Expense Per Pupil	\$11,418	\$16,443

Incentives - EBF

Total Incentives = \$3,328.984

EBF Difference Incentive = \$104,864

Deficit Fund Balance Incentive = -0-

\$4,000 Certified Staff Incentive = \$748,000

Salary Difference Incentive = \$2,476,120

All incentive money is considered unrestricted for spending purposes for the new district. Essentially, the newly created district can budget for and expend these funds as they determine necessary.

Finances

- a. Both districts are financially sound and should be for the coming years.
- b. It must be understood that a new tax rate would be determined after a successful referendum.
- c. The level of the new tax rate is undetermined and would be determined by the Committee of Ten.
- d. A projected tax rate of \$3.16 has been determined for the newly reorganized district, not counting the bond and interest amount for either district.
- e. This compares to \$3.73 for SD 91 and \$3.17 for SD 92.
- f. These rates are not recommended by the authors. Rather, this is the rate it would take to generate the same dollars at this time. The final decision would rest with the Committee of Ten.

Incentives

- a. EBF differences combined amount to \$26,216 annually. Therefore, the difference combined is negligible.
- b. Deficit Fund Balance is zero.
- c. Salary difference per year estimated to be \$619,030. This remains the largest financial issue, other than the tax differences for the two districts.
- d. The \$4,000 incentive is \$748,000 to be paid at the end of the second year.

Reorganization options recommendation

- a. A combination of two elementary districts requires a positive vote in both districts.
- b. A new school board is elected. Collective bargaining agreements are voided and will be renegotiated.
- c. Names of the district will be changed.
- d. Bond payments for each district will remain with each district and will assessed by the county clerk.

Reorganization Recommendation

The consultants recommend:

Article 11E Consolidation be the method utilized by these two districts. In an 11E consolidation, both districts would vote on the issue and a majority of voters in each district is required for passage. A new Board of Education would be elected with new tax rates determined. The new district would begin operation the following July 1 after the election, or could be postponed for planning and coordination purposes.

Publications

- Phillips, W. & Day, S. (2004). “Exploring Realities of Reorganization: Navigating your Options”. *The Illinois School Board Journal*, 72, (4), 10-15. July/August.
- Phillips, W. (2006). “Consolidation Proposal Expert Analysis”. *State School News Service*, January 2006. Retrieved online from www.stateschoolnews.com
- Phillips, W. (2006). “Proposed Legislation Realigns Reorganization”. *The Illinois School Board Journal*, 74, (2), 7-10. March/April.

Questions from the Audience

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