

# **REORGANIZATION STUDY**

**Scott Morgan #2**

**Winchester CUSD #1**

# Midwest School Consultants

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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 compliance
- General upkeep & building conditions

# Transportation

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

# Curriculum Comparisons

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

# Curriculum



# District Sites and Grade Configurations

- The curricula of Winchester Elementary (K-8) is offered for 426 students and is housed in one facility for grades K-5 (289) and 6-8 for Winchester Junior High (137).
- Scott-Morgan #2 offers a K-8 curriculum for 131 students at one site. Bluffs Elementary grades PK-5 (76) and Bluffs Junior High grades 6-8 (55).

# 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-12 curriculum by subject will help the decision-making process.
- Articulation meetings by grade level including all teachers will be needed.
- 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 & High School staffing, electives, sports team logistics, and extra-curricular activities will need planning time.

# PreK and Kindergarten Programs

- Winchester Elementary (PK-3) offers 2 sections of Kindergarten for 48 students and 2 sections of PK for 42 students .
- Bluffs Elementary offers full-day Kindergarten for 9 students and 1 section of PreK for 10 students .

# Class Size, Pupil/Teacher Ratio, and Number of Teachers

	<b>Winchester</b>	<b>Bluffs</b>
Average Class Size	EL 17.2 SEC 10	EL 16.4 SEC 15.3
Pupil/Tchr. Ratio	EL 18.4 SEC 10:1	EL 12:2 SEC 16:1
Teachers FTE	49	21
Admin. Ratio	154:1	118:1
Certified Staff	8:1	8:1

# Special Education and Other Service Personnel

- Existing special education program and services received by students would not be affected by the reorganization. If a new district is formed, services may have to be redistributed depending on the need.
- The existing early childhood programs could continue to meet the needs of children ages' 3-5, as they are currently offered.

# Junior High

- Winchester Junior High students, grades 6-8 (137 students) are taught in a traditional schedule with electives in Chorus, Band, Visual Arts, Spanish (8), Technology (7), Yearbook (8), Physical Education (6-8), and Health (7). Sports include: Girls' Volleyball, Girls' Basketball, Boys' Basketball, Girls' Softball, Boys' Baseball, Track, and Cheerleading.
- Bluffs Junior High houses 55 students in a 6-12 facility. Electives are offered in Creative Design (6-8), Agriculture (6-8), Business Math, Physical Education and Health (6-8), and Study Skills (6). Sports are offered in Girls' Volleyball, Girls' Basketball, Boys' Basketball, Girls' Softball, Boys' Baseball, Track, and Cheerleading.

# High School

- Winchester High School has a traditional curriculum for programs in grade 9 through 12 for 170 students.
- Bluffs High School has a traditional curriculum for programs in grade 9 through 12 for 70 students.
- Merge the high school curricula to provide a more comprehensive set of course offerings for junior high and high school students. If both districts combined, there would be an increased number of students (200-225) to offer more courses. Combine programs in the following areas:

# Combining HS Curricula and Programs

- Combine Math, Science, Social Studies, and English courses.
- Increase the Science requirement from 2 credits to 3.
- Combine Career & Technical courses at Bluffs and Winchester.
- Combine Agriculture courses offered at Bluffs and Winchester.
- Combine Art & Band courses currently offered at Winchester HS.
- Add Spanish 1-4 and American Sign Language (ASL) currently offered at Winchester HS.
- Add a Choral program to the current Band program.
- Add Business courses currently offered at Winchester HS.
- Add Family & Consumer Science courses offered at Winchester HS.

\*This will also provide elective opportunities for junior high students in Spanish, Technical Education, Industrial Arts, Agriculture, Family & Consumer Science, Art, and Music.



# HS Graduation Requirements

- A decision on HS Graduation requirements will have to be made regarding credits.
- Currently, Winchester requires 26 credits and Bluffs 24 credits. The new requirements could begin with an incoming freshman class.

# 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 103 students since 2016-17.
- Projections indicate that the total enrollment for these two schools will decline by 93 students over the next five years.
- 6 of these students come from Scott-Morgan and 87 from Winchester for the next five years

## ENROLLMENT PERCENTAGE PROJECTIONS SCOTT MORGAN

K	K TO 1	1 to 2	2 to 3	3 to 4	4 to 5	5 to 6	6 to 7	7 to 8	8 to 9	9 to 10	10 to 11	11 to 12
3.88%	89%	<b>100.%</b>	<b>112.%</b>	<b>105.%</b>	<b>102.%</b>	<b>102%</b>	<b>103.%</b>	<b>106%</b>	94.67%	<b>101.47%</b>	95.71%	84.51%

## ENROLLMENT PERCENTAGE PROJECTIONS WINCHESTER

K	K TO 1	1 to 2	2 to 3	3 to 4	4 to 5	5 to 6	6 to 7	7 to 8	8 to 9	9 to 10	10 to 11	11 to 12
<b>9.12%</b>	95%	106%	95%	95%	94%	91%	98%	99%	<b>104%</b>	<b>101%</b>	98%	93%

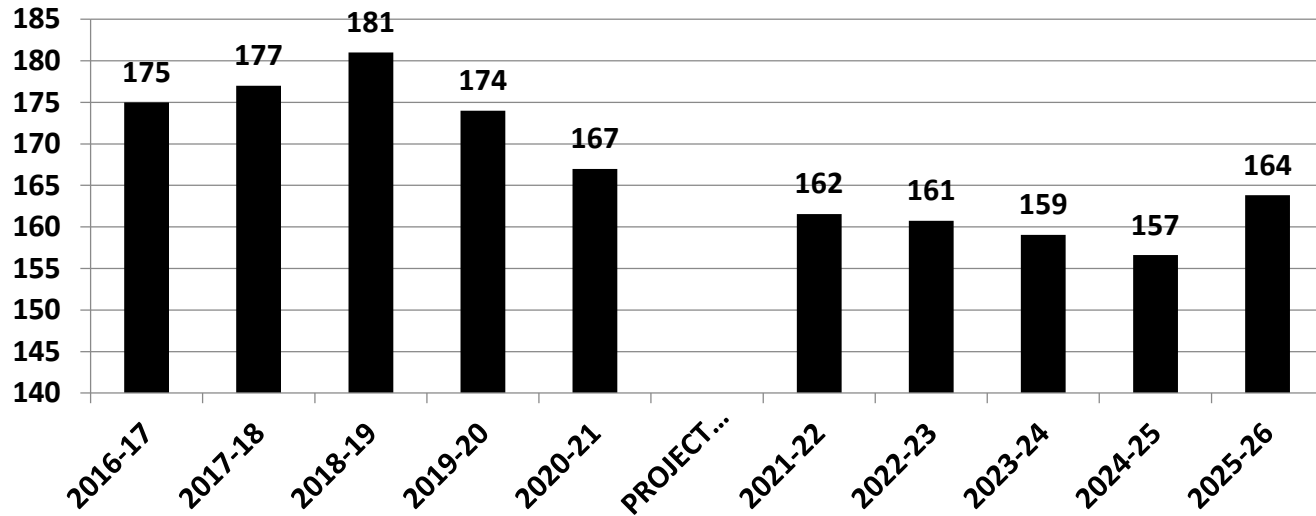
## Student Enrollment Differences 2016-17 to 2020-21

School	Change in student population 2016-17 to 2020-21
Bluffs G. S.	- 8
Winchester G. S.	- 46
Bluffs H. S.	- 1
Winchester H. S.	- 48

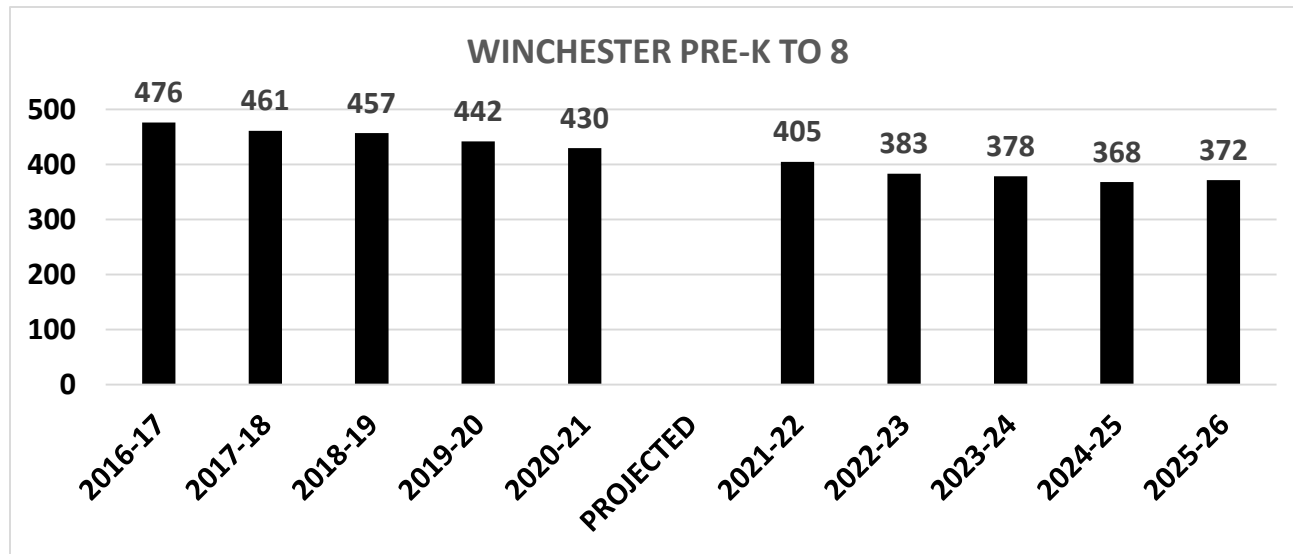
## Student Enrollment Differences 2020-21 to 2025-26

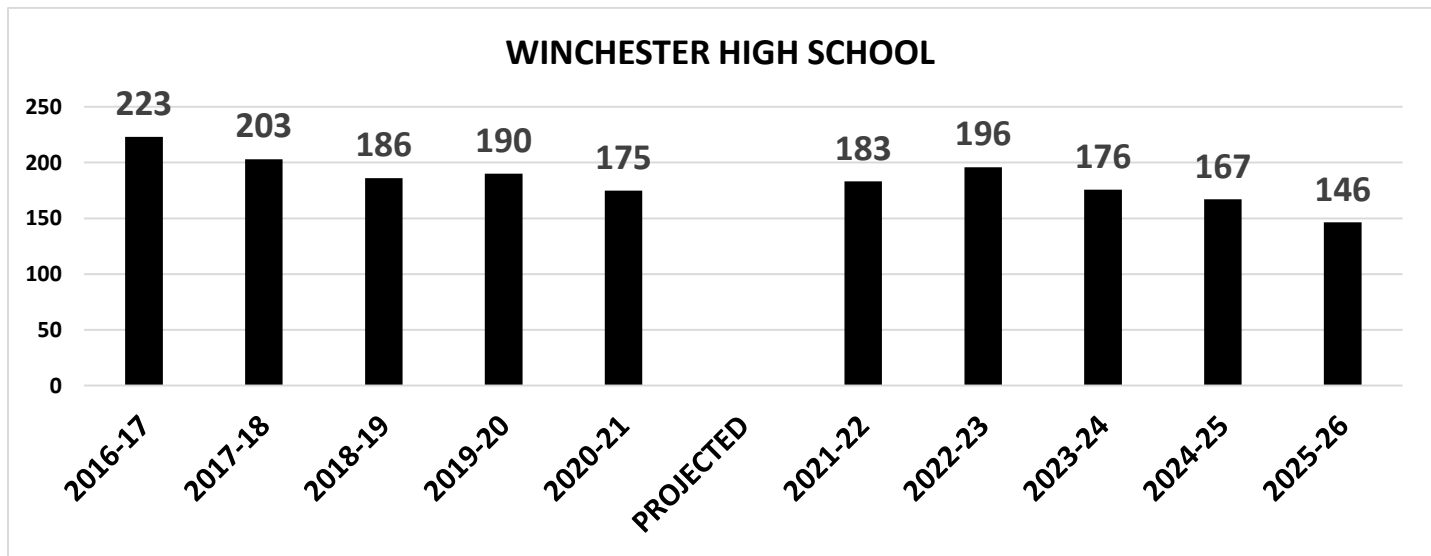
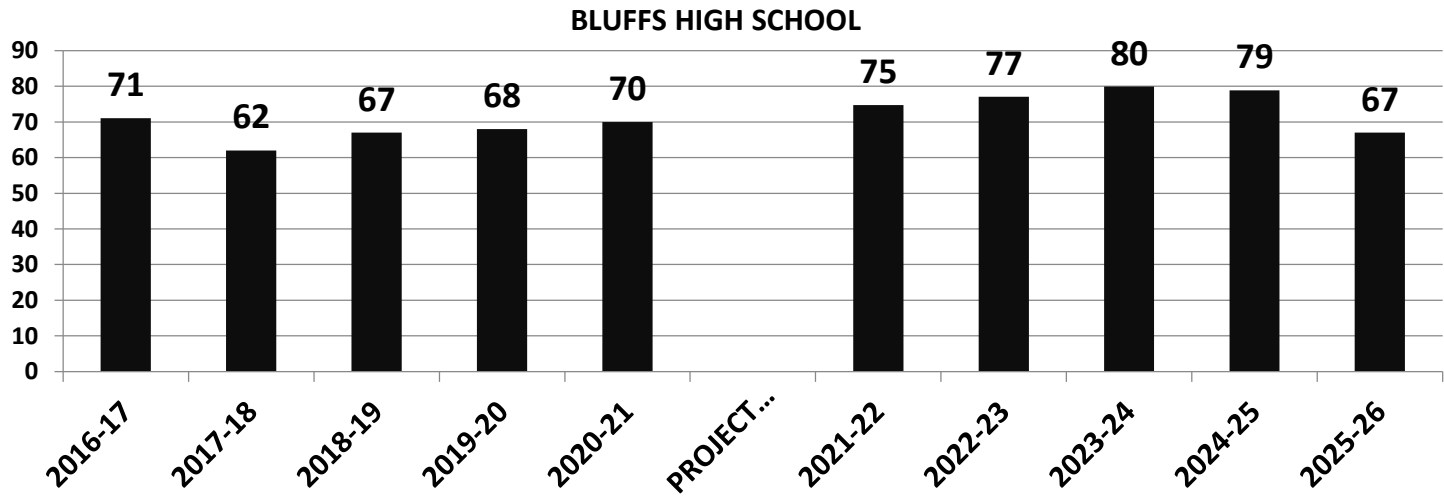
School	Change in student population
Bluffs G. S.	-3
Winchester G. S.	-58
Bluffs H. S.	-3
Winchester H. S.	-29

### BLUFFS PRE-K TO 8



### WINCHESTER PRE-K TO 8





# Summary

- Projections show that the student population for the schools will decrease over the next five years with Scott Morgan leveling off with a total of 6 fewer students projected
- Winchester will see a reduction of 87 students over the next 5 years.



# Transportation

Regular Route Information		
	Winchester	Bluffs
# Students Transported	305	143
Cost	\$153,006	\$95,076
Cost/student	\$502	\$665
Regular Route Miles	45703	20369
Cost/mile	\$3.35	\$4.67

Special Education Information		
	Winchester	Bluffs
# Students Transported	5	7
Cost	83,324	63,990
Total miles	24,889	22,485
Cost/student	\$16,664.80	\$9,141.43
Cost/mile	\$3.35	\$2.85

Non-reimbursable Transportation Information		
	Winchester	Bluffs
Transportation costs	\$102,374	\$36,731
Transportation miles	28,507	12,434
Cost/mile	\$3.59	\$2.95

DISTRICT	# STUDENTS TRANSPORTED	Cost/mile from current year	Number miles round trip to Winchester	# buses	# days	COST
Bluffs	90	\$3.75	30	2	176	\$39,600.00

- The special education transportation needs and expenses would not change
- Both districts lease their buses so all lease agreement would need to be honored.
- The cost to transport the 90 7 – 12 grade students from Bluffs to Winchester would be \$39,600.

# **Buildings**

# **SCOTT MORGAN SCHOOL DISTRICT**

- All of the buildings on one campus

## **HIGH SCHOOL**

- High school is a multi-level structure; built 1914
- In need of major renovations or full replacement (\$15 million)
- new science room
- Only restrooms in the building are in the basement and renovation of these has been estimated at \$500,000
- All classrooms are in use = 100% capacity

## **ELEMENTARY**

- Built in 1956; gymnasium added in 1963, two classrooms added in 1976 along with a cafeteria/multipurpose room.
- 2.2 million-dollar renovation has been completed for the elementary.
- Beautiful gymnasium that meets the current needs for P.E. and athletics.
- All rooms in the district are in use resulting is 100% usage.
- Pre-K to 3 building is not handicapped accessible

## **Summary of buildings**

- All buildings are airconditioned
- no plumbing, electrical or asbestos issues have been identified.
- Boiler system is nearing the end of its usable life and will need to be replaced soon.
- Bluffs has sufficient storage space
- parking areas are in good condition and have recently been upgraded.

## WINCHESTER HIGH SCHOOL

- Two buildings all on one campus: high school & vocational building
- Built in 1921
- Agriculture shop built 1962
- Band and home economics room 1970.
- No cafeteria in the building; district has an open campus policy because of this. Students who wish to eat off campus walk to their desired food destination.
- Lunches brought to the high school for those wishing to eat the school lunch
- home economics room with kitchen and sewing areas
- Original gymnasium not used for sports events;
- these are held in the newer gym in the grade school
- Is handicapped accessible due to a stair lift
- Classrooms are much smaller than those in Bluffs and create a potential issue with adding more students to this existing building

## WINCHESTER HIGH SCHOOL (CONTINUED)

- will be 100 years old this year
- Plumbing issues have been identified.
- Parking areas at the high school need to be addressed.
- Has window air-conditioners and the age of these makes replacing them a need
- Boiler system needs to be addressed as there is inconsistent heating throughout the building due to wiring and temperature control issues
- Very attractive auditorium with a large stage
- Need to replace the seats and the paint is peeling



# **ELEMENTARY**

- Built in 1958 with a 1969 addition
- Handicapped elevator 1993
- Library addition 1997.
- Most of the building is one story with the exception of the two-story section on the east end of the gymnasium
- Renovated in 2017; roof needs replacement
- All rooms are in use resulting in a 100% usage.
- The cafeteria is crowded and additional space would be helpful.
- This building has updated RTU and air-conditioning.
- The parking is sufficient and needs no upgrading at this time.

# **EARLY LEARNING CENTER**

- Pre-K students
- constructed in 2009; a single-story structure.
- Has HVAC and is handicapped accessible.
- There are no identified needs for the building

## Summary

- If these two districts decided to combine there would need to be decisions made as to how to accommodate the influx of high school, and eventually junior high (7-8) students into the already crowded classroom situation in Winchester.
- The 70 high school students coming from Bluffs could be accommodated, in the short term, with the addition of portable units. This temporary solution would enable the transfer of the high school from Bluffs to Winchester using portable units for the needed space.
- Given the age and condition of Winchester High School the consultants believe it would be fiscally sound to construct a new building that could accommodate the 7 – 12 students and provide the room and accommodations necessary for their academic success.

- JMO Modular (<http://www.jmolllc.com/work-category/educational/>) provided the following information regarding the cost for preparing the grounds, transporting the units and the purchase price.
  - Site Preparation would include:
    - Pouring a concrete pad or
    - Creating a crawl space that the units would sit on
      - Advantage to crawl space is it removes the need to put steps into the building.
      - **Estimate of steps cost:**
        - **Wooden \$7,000/unit**
        - **Aluminum \$12,000/unit**
    - Need to have electricity, plumbing, fire alarm and data access installed
  - Units can be two units with two classrooms or one four-classroom unit.
    - Estimated cost for two-classroom units:
      - **New unit: \$115 – 120,000 each**
      - **Used unit: \$80 – 90,000 each**
        - Use caution when buying used
    - **Transportation and set up**
      - **\$8 – 10,000 each for now but \$12,000 should be budgeted** to assure that the final cost remains within the budget

# **FINANCIAL AREAS**

# Property Tax Rates And Extensions

Fund	Winchester CUSD #1	Rate	Scott-Morgan #2	Rate
Ed.	1,031,809	1.719	677,678	2.8
OBM	210,292	0.350	181,521	0.75
Trans.	112,158	0.187	48,406	0.2
Sp. Ed.	22,435	0.038	9,681	.04
Working Cash	28,043	0.047	12,101	0.05
Bonds	0	0	0	0
IMRF	84,115	0.14	4,884	0.02
Social Security	112,158	0.187	39,073	0.161
TORT	476,650	0.794	117,217	0.484
Lease	28,043	0.047	12,101	0.05
Life Safety	354,881	0.591	12,101	0.05
Total	2,460,585	4.099	1,114,763	4.606

- Both districts do not have a bond levy rate to pay off its outstanding bonds of various varieties. It can also be inferred from this that the districts could sell bonds of a variety of authorized sources, working cash, construction, life safety, etc.
- The bonded debt limit for a unit district is 13.8% 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.**
- Current tax rates become an important variable in the formation of a new school district and the setting of new tax rates. Overall tax rate for both districts are very similar.
- 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 could enable a slight reduction of the overall tax rate for the Scott-Morgan taxpayers.**


# GENERAL DISTRICT COMPARISONS 2018-19

	Winchester CUSD #1	Scott-Morgan #2
Average Daily Attendance	611	220
Evidence Based Funding Revenue	2,870,269	967,363
EBF Revenue/Per Student	4,698	4,397
Total District Expenditures	8,456,974	5,523,061
Operating Expense Per Pupil	8,750	10,302
Assessed Valuation Per Pupil	109,782	123,149
Total Certified Staff (2018-2019)	56	21
Average Teacher's Salary (2018-2019)	Salary assumptions are included.	Salary assumptions are included.
EAV 2018-2019	67,077,032	27,092,853

- 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

	Winchester CUSD #1	Scott-Morgan #2
EBF 2018-2019	2,870,269	967,363
Average Daily Attendance 2018-2019	611	220
ADA 2017-2018	601	208
ADA 2016-2017	556	192
Personal Property Replacement Tax 2015-2016	151,381	92,563
Operating Tax Expense Per Pupil	8,750	10,302

## Finances

- A. Tax rates for both districts have generally been at the authorized levels.
- B. The projected unit tax rate of \$3.57 would only generate approximately the same amount of revenue as the previous year.
- C. With the projected rate at \$3.57 or any other rate determined by the Committee of Ten to be included on a reorganization referendum, it is assumed that the taxpayers of the districts could realize a level tax burden and, in some measure, taxes may need to be increased, due to the lack of financial support from the State of Illinois.
- D. The fund balances are currently in various stages but financially the districts are financially sound. While the reorganization incentives should provide a short-term infusion of discretionary funds, these funds are provided for the transition period between the successful reorganization period and its initial years. Incentive funds are essentially unrestricted in nature and may be utilized by the new board of education as it determines to be necessary and prudent.
- E. Other financial roadblocks to school districts financial success are also possible in future TIF districts, a reduced poverty count from the 2020 Census, or DHS poverty count and a stagnant Illinois economy.

# Incentives - EBF

- Total Incentives = \$1,120,184
- 
- EBF Difference Incentive = \$0
- 
- Deficit Fund Balance Incentive = -0-
- 
- \$4,000 Certified Staff Incentive = \$984,000
- 
- Salary Difference Incentive = \$136,184

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.

## Incentives

- a. EBF differences combined amount to \$-0- annually. Therefore, the difference combined is not a factor.
- b. Deficit Fund Balance is zero since there are no operating fund negative balances
- c. Salary difference per year estimated to be \$136,184. This remains a financial issue, other than the tax differences for the two districts.
- d. The \$4,000 incentive is \$984,000 to be paid at the end of the second and third years after a successful reorganization.
- e. Incentive money is unrestricted and may be spent as the need arises..

## Reorganization options recommendation

**a. The consultants recommend that an Article 11E Consolidation be the method utilized by these two districts.**

- b. Both of the districts are in sound fiscal condition.
- c. Both of the districts are experiencing moderate increases in local property values and fairly steady to declining in student enrollment.
- d. These districts in combination would undoubtedly make a stronger financially disposed district and the combination of their facilities should enable the districts to more effectively utilize their existing capital facilities not to mention improve the course offerings for students.
- e. A combination of two districts requires a positive vote in both districts.
- f. A new school board is elected, collective bargaining agreements are voided and will be renegotiated.
- g. Names of the district will be changed.
- h. Bond payments for each district will remain with each district until reorganization and will be 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](http://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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