

7-1972

A Feasibility Study Concerning School District Reorganization in Southern Dupage County, Illinois

Mark D. DeLay
Walden University

Follow this and additional works at: <https://scholarworks.waldenu.edu/dissertations>

 Part of the [Education Commons](#)

This Dissertation is brought to you for free and open access by the Walden Dissertations and Doctoral Studies Collection at ScholarWorks. It has been accepted for inclusion in Walden Dissertations and Doctoral Studies by an authorized administrator of ScholarWorks. For more information, please contact ScholarWorks@waldenu.edu.

A FEASIBILITY STUDY CONCERNING SCHOOL DISTRICT REORGANIZATION
IN SOUTHERN DUPAGE COUNTY, ILLINOIS

by

Mark D. DeLay

B. S. E., University of Arkansas, 1957

M. A., University of Michigan, 1959

Walter J. Molo, Jr.; Advisor
Walter J. Molo, Jr., Ed. D.
Superintendent of West Northfield School District No. 31
Northbrook, Illinois

A Thesis Submitted in Partial Fulfillment of
The Requirements for the Degree of
Doctor of Education

Walden University
July, 1972

TABLE OF CONTENTS

	Page
LIFE	ii
ACKNOWLEDGEMENTS	iii
Chapter	
I. INTRODUCTION: THE FOCUS ON SCHOOL DISTRICT REORGANIZATION	1
Purpose of Study	2
Limitations and Delimitations	3
Method and Procedure	3
Definition of Terms	10
II. REVIEW OF THE RELATED LITERATURE	12
III. ENROLLMENT PROJECTIONS AND ANALYSIS	17
Overview	43
IV. FINANCIAL PROJECTIONS AND ANALYSIS	45
V. ALTERNATIVES FOR ACTION	73
VI. CONCLUSIONS AND RECOMMENDATIONS	100
Conclusions	100
Recommendations	105
APPENDIX A	109
APPENDIX B	123
BIBLIOGRAPHY	129

LIFE

Mark D. DeLay was born in Patoka, Illinois, February 23, 1931.

Graduating from Vandalia Community High School, Vandalia, Illinois, in June of 1949, he enrolled in the University of Arizona in September of that same year.

After serving in the United States Army from 1952 to 1954, the author enrolled in the University of Arkansas from which he was awarded a Bachelor of Science Degree in Education with a major in Biological Sciences in February of 1957. Subsequently, he was graduated with a Master of Arts Degree in Education from the University of Michigan in 1959.

From 1956 to 1957 the author served as a Biology teacher at Summerfield Township High School at Petersburg, Michigan. From 1957 to 1959 he served as a science instructor at Saline Area High School at Saline, Michigan. He served as principal of the Center Cass Elementary School in Downers Grove, Illinois, from 1959 to 1963. In 1963 he was appointed Superintendent of the Darien Public School District #61, Darien, Illinois, and is currently serving in that position.

ACKNOWLEDGEMENT

Grateful acknowledgement is made to Dr. Walter J. Molo, Jr., who served as the writer's advisor throughout this study. Dr. Molo continually provided the support and inspiration needed for the completion of this project.

The assistance of Mr. Warren Johnson and Mr. Robert Counsell were also helpful to the writer.

An expression of gratitude goes to the Darien, Illinois, Board of Education for granting the writer the time to complete the study.

Sincerest thanks must be given to Miss Barbara Godfrey for her valuable clerical services.

Finally, special acknowledgement is given to my wife, Marianne, who has demonstrated constant support during the completion of this thesis.

CHAPTER I

INTRODUCTION

THE FOCUS ON SCHOOL DISTRICT REORGANIZATION

For a number of years laymen and educators alike have pondered various facets pertaining to the governance of education. This has been done in varying degrees of dispute and resolution. Fortunately, such concerns have been resolved within certain boundaries of agreement. Some of these include the fact that education is a state of responsibility and has created subdivisions (called local districts) for purposes of implementing the constitutional mandate of providing educational opportunity for all. These districts have reflected and assured the time honored principles of local control, autonomy, initiative, and responsibility. The concern for many is how best to accommodate the principles of home rule and at the same time modify present school districts so they can respond more adequately to the educational needs of an increasingly complex society. Perhaps the real basis for concern is not so much modification of those principles, but to change the administrative units whereby more efficiency and effectiveness might result. In fact, one might advance the thesis that "local control" will become a myth unless there are steps taken to improve the administrative structure of our schools. One only has to look at the increasing levels of government and multitude of overlapping interests to

ponder the possible demise of many school districts as presently constituted. The safe little world of isolation and independence is just not realistic at present and will be less so in the years ahead.

Certainly some of these matters have aggravated the concerns of laymen and educators in southern DuPage County, Illinois. There has been considerable dialogue among representatives of various school districts in the area regarding how best to study or call attention to the needs and possible solutions of school district organization. The purpose of this study is to present through a yield of factual data the financial and educational benefits that would accrue to public school children through the formation of unit school districts in southern DuPage County, Illinois, and to give a series of alternatives and options for the actual organization of such districts.

The following are the areas of concern developed by the author which might provide a reasonable context in terms of subsequent boundary adjustments for the school districts involved in this study:

1. A series of population and enrollment projections for High School Districts 107 (Naperville), 109 (Lisle), 99 (Downers Grove), and 86 (Hinsdale), as well as each of the seventeen elementary districts which presently feed into these high school districts.
2. A series of general financial projections relating to:
 - a. Estimated operating costs through 1975 based upon an increase in population and student enrollment.
 - b. The growth in the assessed valuations of the area through 1975 in order to assess the relationship

- between increased expenditures and increased valuation.
- c. A general projection of the capital costs for the next decade (1971-1981) so that data can be developed on the trade-off between state support funds and bonding limitations.
3. The study should give to each school board a series of alternatives which would contain recommendations not only for the immediate future, but would contain recommendations as to what alternatives might be available in the future.

Limitations and Delimitations

With the aforementioned areas of concern in mind, the following limitations and delimitations would have to be placed on all school districts involved in the study:

1. That no school boundary at the present time is sacred.
2. That there are no predetermined agreements as to the size or number of districts which should exist in the area.
3. That alternative recommendations would suggest strengths and weaknesses for guidance to those making decisions.

Method and Procedure

A priority consideration in a study contemplating future needs or possible adjustments in school district boundaries is the necessity to identify the number of persons who will need to be served.¹ Likewise,

¹Superintendent of Public Instruction, The School Code of Illinois, Circular Series A, No. 265 (Springfield, Illinois, 1969), pp. 127, 128.

individual districts need to contemplate such projections to plan for their own needs and such information is vital to the later discussion of alternatives regarding school district boundaries.

The methods used in projecting future enrollments takes into account three requisite areas. First, identification of certain assumptions; second, a review of available demographic data for purposes of establishing certain trends; and third, computation and analysis of continuation factors for each district.² A discussion of each follows.

1. Assumptions

Certain assumptions were made regarding conditions which would affect enrollments if certain practices were significantly altered. The principal assumptions are related below.

- a. The entering age for public schools will remain unchanged.
- b. The number attending private and parochial schools will remain at the present level.
- c. Holding power at the secondary school level will remain at the present level.
- d. That enrollment increases from the present to 1975 will be equivalent in terms of annual intervals.
- e. With one or two exceptions, it is assumed that none of the districts will reach saturation by 1975.

²Fredrick Burnham, Executive Vice President of the Illinois School Consulting Service, private interview held during meeting at Naperville, Illinois, August, 1971.

2. Review of Demographic Data

The available demographic data represents geographic areas which do not coincide with local districts. With the exception of two districts (#53 and #40-C) the area very closely represents the geographical limits of the townships of Downers Grove, Lisle and Naperville, Illinois. For that reason much of the demographic data is related in terms of these three townships. Some of the following information reported is characteristic of the data reviewed to arrive at indicators regarding changes in these three townships.

3. Population

- a. Percent change in population for DuPage County (population of 331,459 in 1960) from 1950-1960 was +102.8. (Population in 1970 was 491,882 with a percent change of +56.9 during 1960-1970.)³
- b. Corresponding changes by township as follows:⁴

TABLE 1. CORRESPONDING CHANGES BY TOWNSHIP

Township	1950	1960	1970	Percent Change 1950-60	Percent Change 1960-70
Downers Grove	36,264	66,664	92,899	+83.8	+39.4
Lisle	11,237	20,982	49,061	+86.7	+133.8
Naperville	4,861	8,218	13,028	+69.1	+58.5

³Dalip Bammi, Senior Planner, DuPage County Regional Planning Commission, Wheaton, Illinois, private interview held during October, 1971.

⁴Northeastern Illinois Planning Commission. Suburban Factbook (Chicago: July 1971), p. 6.

- c. All indications point to good growth in all three townships, with outstanding increases in Lisle.⁵
- d. Average family size in these three townships increased from 3.50 in 1950 to 3.66 in 1960 and it is assumed the family size has remained relatively constant since 1960. Although the census figures for these three areas are not yet available, the average family size in DuPage County in 1970 was 3.4.⁶
- e. In 1960 median age for males in DuPage County was 27.3 and for females 28.6. The 1970 median age for males is 25.4 and for females 26.6.⁷
- f. A declining birth rate between 1965-1970 will affect the percentage of children in the 0-5 age group, but it is assumed the out-migration from the city of Chicago to suburban areas will bring more families with children and also the increase of young adults between 18-24 will offset what might inevitably be a decline in school enrollments. For instance, the increase of the 18-24 age group in this area means a continuation of the level of children in the 0-5 range

⁵Ibid.

⁶1970 Census of Housing for Illinois, U.S. Department of Commerce, Advance Report (February 1971), p. 23.

⁷Computed from 1970 Census of Housing for Illinois and 1970 General Population Characteristics of Illinois, U.S. Department of Commerce, Advance Reports (February 1971), pp. 8, 14, 22.

as well as increased pressure for rental housing in the area.⁸

- g. Approximately 13.8 percent of the population of DuPage County are in the age group of 55 and over.⁹

4. Housing

- a. The growth rate in owner occupied housing units in DuPage County between 1960-1970 was 49 percent.¹⁰
- b. Largest percentage increase in units between 1960-1970 in DuPage County was a 146 percent increase in rental units.¹¹
- c. Data regarding dwelling units in the three township areas revealed:¹²

TABLE 2. DATA REGARDING DWELLING UNITS BY TOWNSHIP

Township	Total Units Owner Occupied	Percent Change 1960-70	Total Units Renter Occupied	Percent Change 1960-70	Total Occupied Units 1970	Percent of All Units 1960-70
Downers Grove	21,437	31%	6,387	175%	25,081	56%
Lisle	10,043	121%	3,196	235%	9,349	143%
Naperville	2,742	54%	796	58%	4,450	56%

⁸Ibid.

⁹Ibid.

¹⁰Dalip Bammi, Senior Planner, DuPage County Regional Planning Commission, Wheaton, Illinois, private interview held during October, 1971.

¹¹Ibid.

¹²Ibid.

d. The 1950-60 trend toward owner-occupied housing has been reversed and rental units presently account for slightly over 25.6 percent of the housing in the study area compared to over 20 percent in 1968.¹³

5. Labor Force and Industrial Growth

The 1970 census figures for Labor Force and Industrial Growth will not be available until the latter part of 1972. Therefore, the figures used are those which existed in 1968.

- a. DuPage County has a higher percentage of professionals than does the Chicago area or the United States (18.8% compared to 12.0% and 11.2%).¹⁴
- b. The percent of white collar workers in DuPage is 59.4; for the Chicago area, 48.1 percent; for the United States, 43.1 percent.¹⁵
- c. Newly developing townships tend to be settled by residents with income and occupational characteristics similar to the present resident population.¹⁶
- d. Number of service and clerical jobs rapidly increasing in the study area.¹⁷

¹³Northeastern Illinois Planning Commission. Suburban Factbook, p. 21.

¹⁴Ibid., 33.

¹⁵Ibid.

¹⁶Ibid.

¹⁷Ibid.

- e. Examination of industrial land use in terms of separate large tracts reveals that between 1960-1970 Downers Grove Township increased acreage by 104 acres; Lisle by 36; and Naperville by 122.¹⁸
- f. Industrial employment in Downers Grove, Lisle and Naperville Townships has since 1960 become significant. In Downers Grove Township there is one industrial district of nearly 700 acres with very limited development at present; large corporations own separate tracts of 100 and 50 acres and the larger tract is located along the Tri-State Tollway. In Lisle Township there are two major industrial parks and more than 200 of the nearly 500 acres have been leased or sold. In Naperville Township the major tract is an industrial park of nearly 600 acres which presently is less than 20 percent developed.¹⁹

6. Computation of Continuation Factors

One of the means of assessing pupil enrollments is through the use of continuation factors.²⁰ A continuation factor shows the relationship between the number of pupils in a particular grade in a given year. If there were, for example,

¹⁸DuPage County Regional Planning Commission, Wheaton, Illinois (September 1971), unpublished data.

¹⁹Ibid.

²⁰Fredrick Burnham, Executive Vice President of the Illinois School Consulting Service, private interview held during meeting at Naperville, Illinois, August, 1971.

300 pupils in fourth grade, the continuation factor would be 1.00. Such factors show enrollment trends as increasing, decreasing or as stable. If the factor is about .99 it reflects stability, if less than .99 it reveals a decreasing enrollment; and if in excess of 1.00 it indicates an increasing enrollment due to in-migration. Continuation factors are computed on the basis of aggregate numbers of pupils per grade over a period of time. In many studies five and ten year comparisons are made to establish enrollment trends. Because of the explosive growth taking place in the area included in this study, continuation factors were computed for the past years and reviewed with other data to arrive at enrollment predictions.²¹

Definition of Terms

School District	A geographical division of territory created for the purpose of maintaining and administering a system of public education.
Unit School District	The practice of operating kindergarten through grade twelve with one administrative head, the superintendent, and one school board.
Dual District	The practice of having separate school boards and school districts for elementary and secondary schools within a given boundary.

²¹Fredrick Burnham, Executive Vice President of the Illinois School Consulting Service, private interview held during meeting at Naperville, Illinois, August, 1971.

Continuation Factor	A factor that shows the relationship in enrollment between the number of pupils in a particular grade in a given year and the number of pupils in the succeeding grade in the following year.
Attendance Center	An individual school building which is attended by the children of a designated area.
Assessed Valuation	The amount of real estate value computed for taxation purposes within a given school district.
A.D.A.	An abbreviation meaning average daily attendance which is used as one of the factors in determining the amount of state aid to be given a school district in the State of Illinois.
Flat Grant	A specified number of dollars given by the State of Illinois to a school district for each child in attendance.
Bonded Debt	The amount of money owed by a school district in financing their school building construction.
Qualifying Rate	The minimum educational tax rate that a school district must impose upon itself to be eligible for state aid.
Reorganization and Consolidation	Terms used interchangeably in this study whereby a new school district is created by combining the territory of two or more school districts.

CHAPTER II

REVIEW OF THE RELATED LITERATURE

Much has been written in regard to the reorganization of school districts, but only a brief overview of work completed on problems related to this study will be reviewed here.

Illinois had more school districts than any other state in 1945. Its total number of school districts was 11,955. Some of these districts had no schools at all, and there were nearly 10,000 which operated one room schools.¹

Farsighted legislative action, quality educational leadership, and an interested public coordinated efforts to bring about consolidation and reorganization of school districts. Illinois has led all states in the past twenty years in terms of reducing its number of districts. Figure I reveals that there was a total of 1,223 school districts in Illinois as of July, 1969, a decrease of 10,732 since 1945.² Figure II shows the actual consolidation of school districts by county.³

¹Illinois State Chamber of Commerce, Further School District Reorganization is a Must in Illinois (Chicago: Illinois State Chamber of Commerce Education Committee, 1959), p. 4.

²Superintendent of Public Instruction, Opportunities and Benefits of the Community Unit School District in Illinois, Circular Series A, No. 177 (Springfield, Illinois, 1969), p. 1.

³Ibid.

ABSORPTION OF 10,735 SCHOOL DISTRICTS IN ILLINOIS

1945-1969

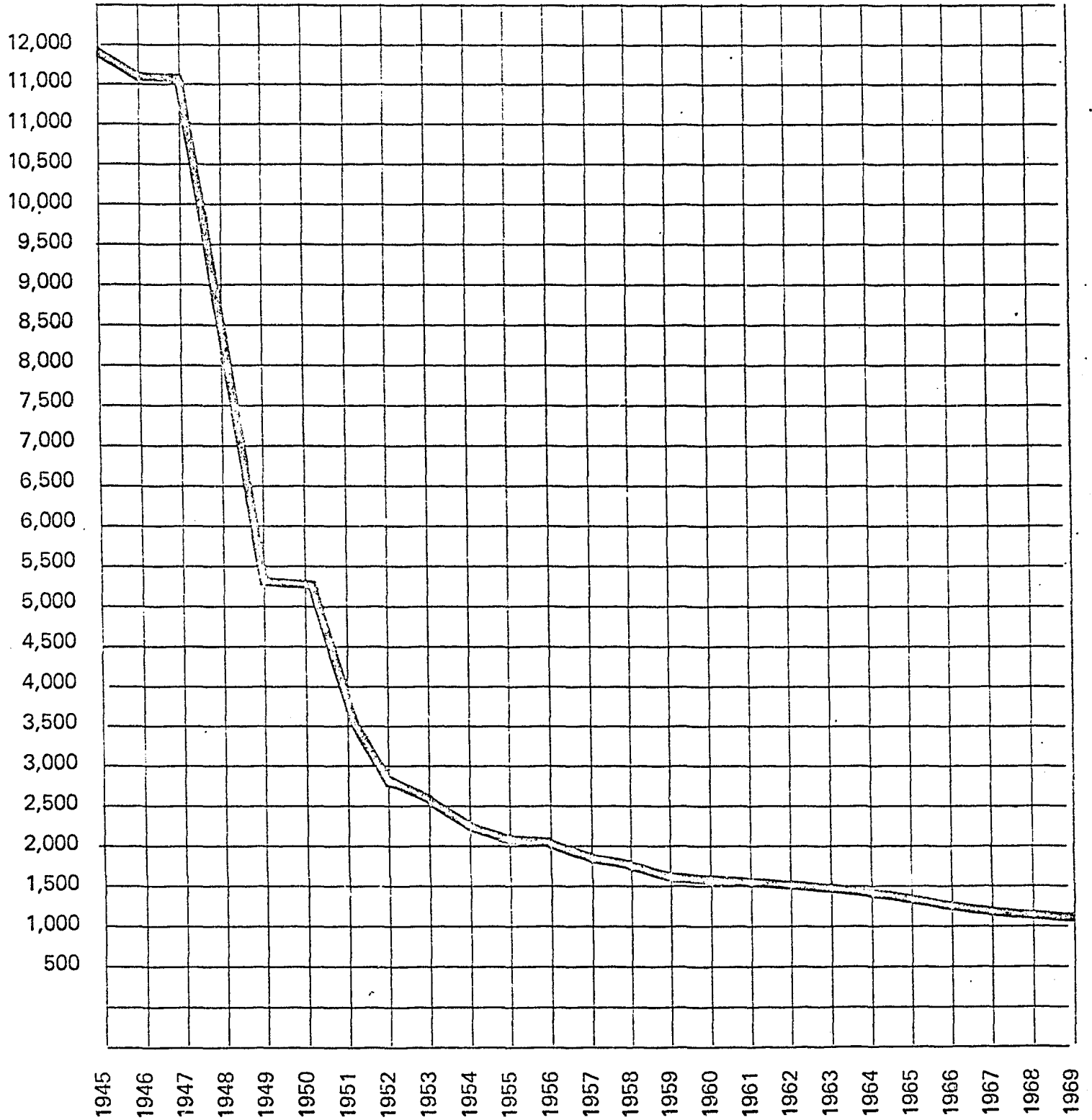
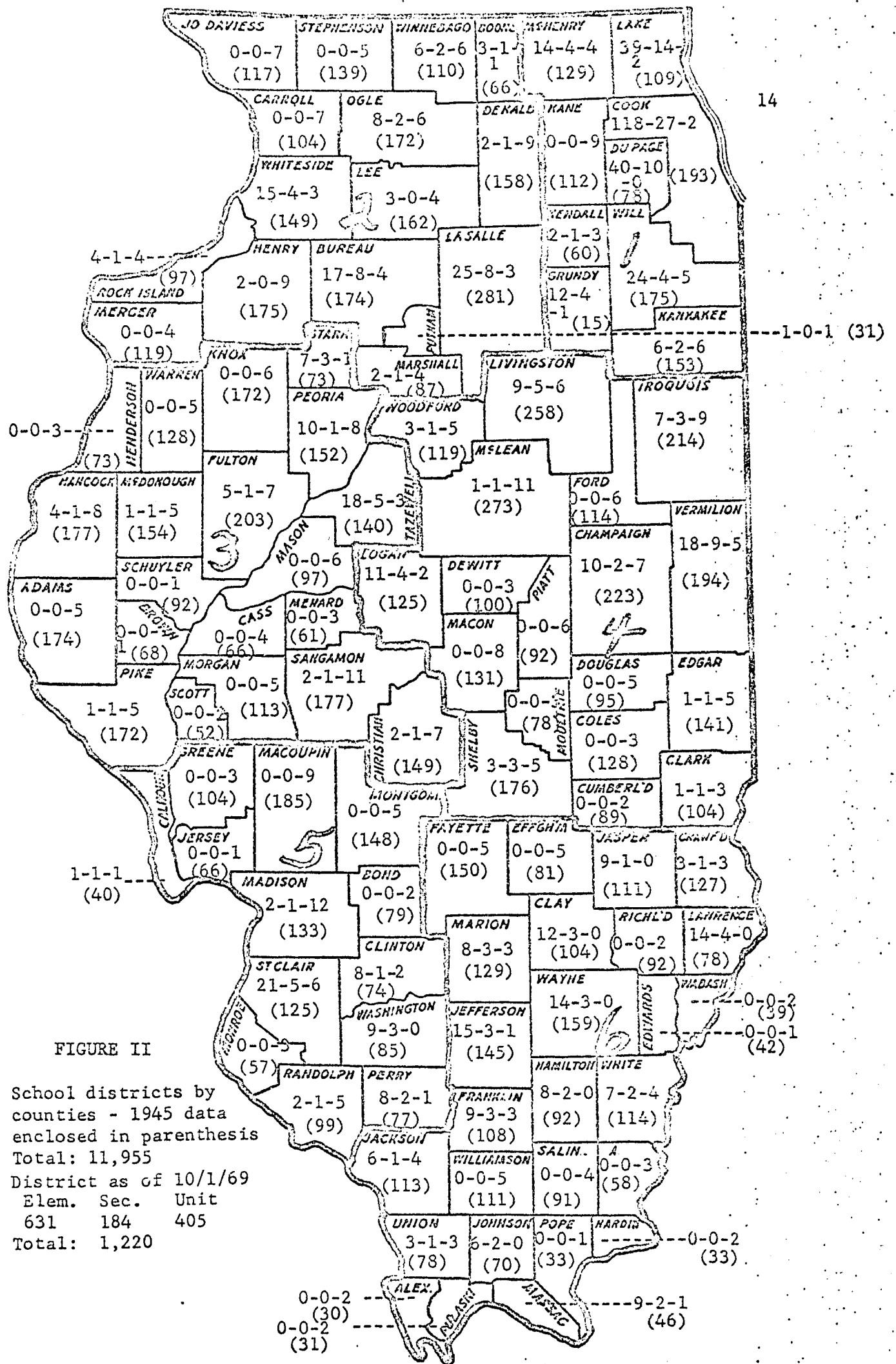


FIGURE I



The Illinois General Assembly passed The School Survey Act in 1945 which spurred school district reorganization. The School Survey Act provided for a County School Survey Committee in each county to conduct a study of their existing school districts when a majority of said school board members in a particular county cast their ballots in favor of such a study. Of the 102 counties in Illinois, 101 voted to establish survey committees to study school problems and devise methods of possible school district reorganization. In nearly all counties, the reorganization proposals stressed elimination of the small districts.⁴

The Sixth-fifth General Assembly passed the Community Unit Law in 1948. Under this law, areas having a minimum assessed valuation of \$6,000,000 and a population of not less than 2,000 people were authorized to create a school district for the purpose of operating grades one through twelve. Subsequent legislation has changed the minimum assessed valuation to \$12,000,000, and the population to 4,000.⁵

The Community Unit Law encouraged reorganization in several ways. Some important features of the law were the ability of the unit district to qualify for more state aid than a dual district and the right to operate as many attendance centers as the board of education deemed necessary.⁶

⁴Samuel M. Bishop, "Bishop on District Reorganization," Report of the School Problems Commission No. 6 (Springfield: Superintendent of Public Instruction, 1961), p. 66.

⁵Office of the Superintendent of Public Instruction, The School Code of Illinois (Circular Series A. No. 265, 1969), p. 131.

⁶Bishop, Report of the School Problems Commission No. 6, p. 66.

The lower qualifying rate made available to the unit district for state aid was put in effect to encourage the reorganization of dual districts into unit districts, with the resultant additional state aid being considered a bonus for changing to the unit-type organizational structure.

In spite of all the benefits that seem to accrue to those who reside in unit districts (over seventy-five percent of the entire area of the State is organized on a unit basis),⁷ DuPage County, Illinois, had fifty school districts as of September 1, 1971, all organized on a dual basis.⁸ This "hodge-podge" of districts involves a duplication of effort in planning, in housing, in purchasing, and in employing. Separate tax levies have to be filed and separate school elections have to be held. It must be concluded from the survey of literature that an investigation of the unit school district in southern DuPage County, Illinois, may produce a more efficient manner for organizing the school systems.

⁷Superintendent of Public Instruction, Opportunities and Benefits of the Community Unit School District in Illinois, Circular Series A, No. 177 (Springfield, Illinois, 1969), p. 1.

⁸Superintendent of the DuPage Education Service Region, Directory of DuPage County Schools (Wheaton, Illinois, 1971-1972), pp. 4, 5.

CHAPTER III

ENROLLMENT PROJECTIONS AND ANALYSIS

For each of the districts enrollment projections were made for 1975. These were derived on the basis of previously cited assumptions and trends indicated in the review of demographic data. On the following pages a summary statement, continuation factors and a projection graph is included for each district. One cannot safely interpolate enrollments between 1971 and 1975, even though the assumption is that the growth is reflected in a straight line projection. What is portrayed is a trend line projected toward a 1975 enrollment range. All enrollment figures after 1967-68 include kindergarten through eighth grade.

The enrollment projections for Districts 86, 99, 107 and 109 (secondary school districts) were computed in two different ways. First, the average continuation factors for the past two years were applied to the trend of increase. Secondly, using the projected enrollments for the underlying elementary districts and allowing thirty-two percent for enrollment in grades nine through twelve, a projected figure was established.¹ With the exception of District #99, the estimated range of enrollments based on these two methods were nearly identical.

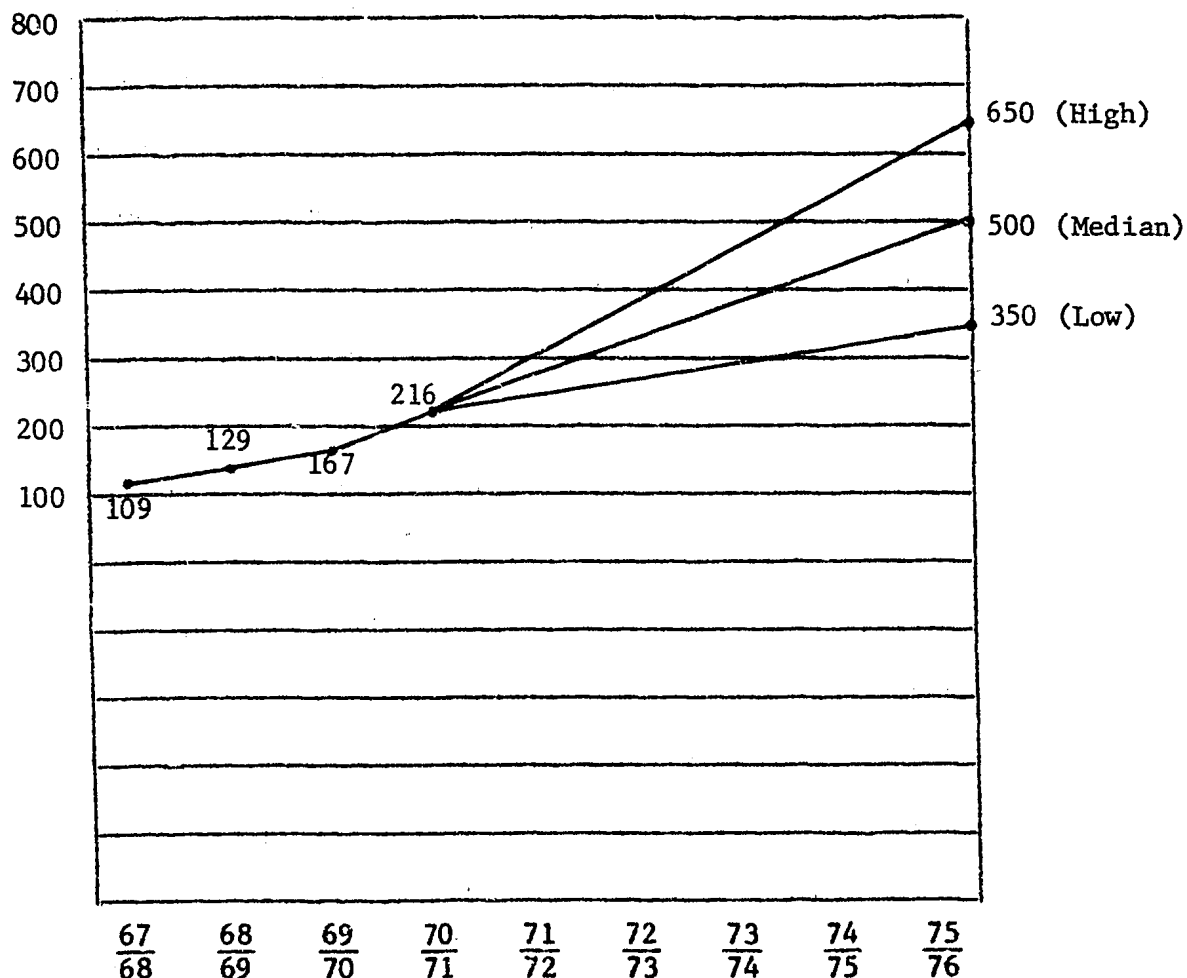
¹Fredrick Burnham, Executive Vice President of the Illinois School Consulting Service, private interview held during meeting in August, 1971.

DISTRICT #40-C WHEATLAND (Grades K-8)

Enrollment data for this district, with vast undeveloped area, is sketchy in terms of indicators regarding growth...has not been of sufficient size or a part of #107 long enough to establish definitive growth patterns...major housing development along DuPage and Will County boundary could dramatically change population...growth of 100 percent during past three years (1967-70), continuance factors averaged for past four years are as follows:

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	1.13	1.07	1.08
1-2	1.50	1.50	1.00	1.26
2-3	1.00	1.13	1.23	1.35
3-4	1.29	1.42	.94	1.15
4-5	1.00	1.22	1.25	1.43
5-6	1.13	1.81	1.09	1.00
6-7	2.00	1.11	1.05	1.58
7-8	.92	1.00	1.20	1.04

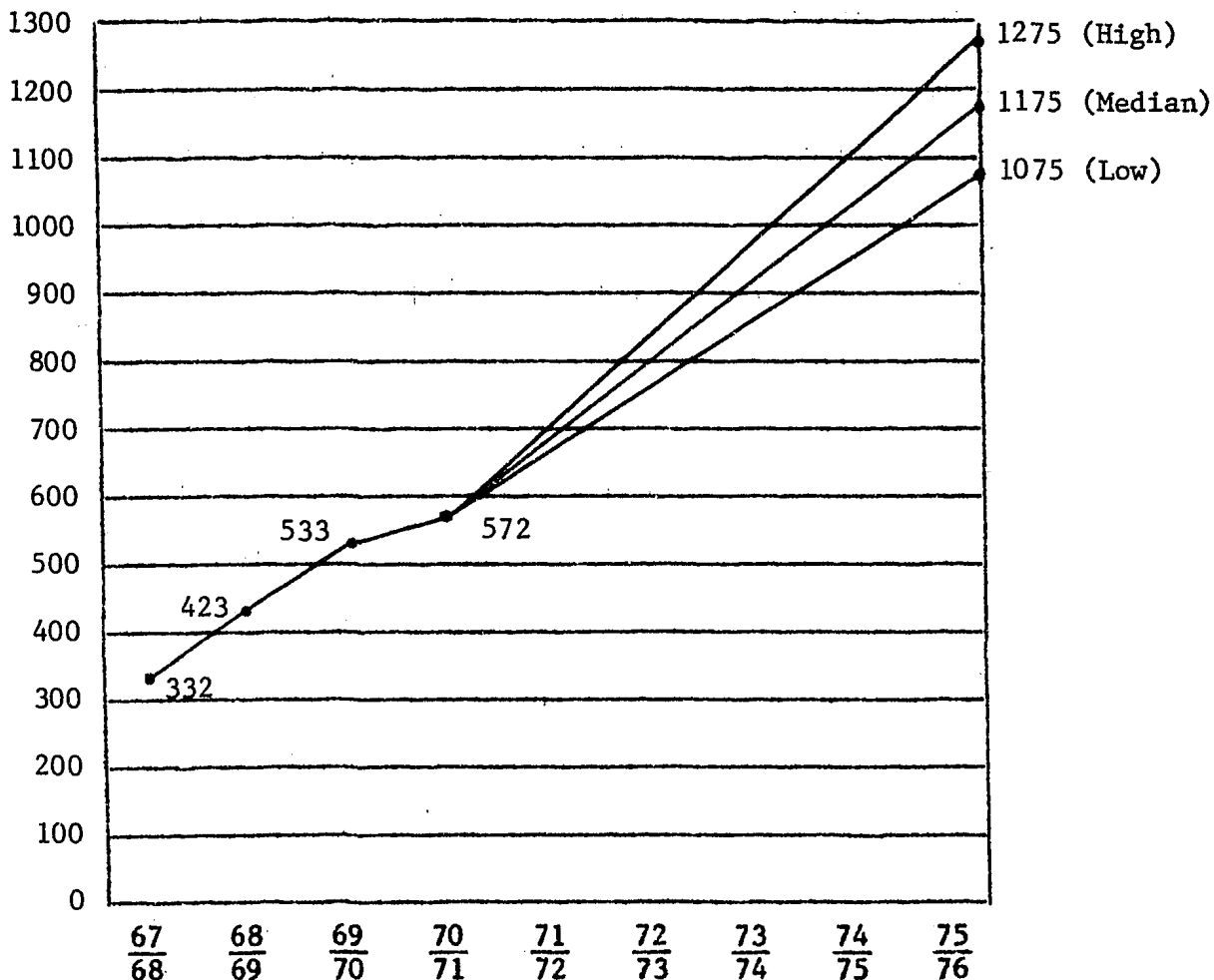


DISTRICT #53 BUTLER (Grades K-8)

Consistent and substantive growth for a number of years...enrollments will continue to increase in an orderly pattern...development area available for residential growth...it is assumed that subsequent growth will be consistent with present character of residential lot development ...lower than average yield of school children per residential unit ...average increase over past three years has been 24 percent.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	1.02	1.15	.93
1-2	1.34	1.29	1.32	1.13
2-3	1.50	1.30	1.42	1.07
3-4	1.38	1.39	1.39	1.18
4-5	1.25	1.22	1.20	1.10
5-6	1.25	1.18	1.23	1.04
6-7	1.28	1.41	1.28	1.08
7-8	1.34	1.24	1.15	1.01

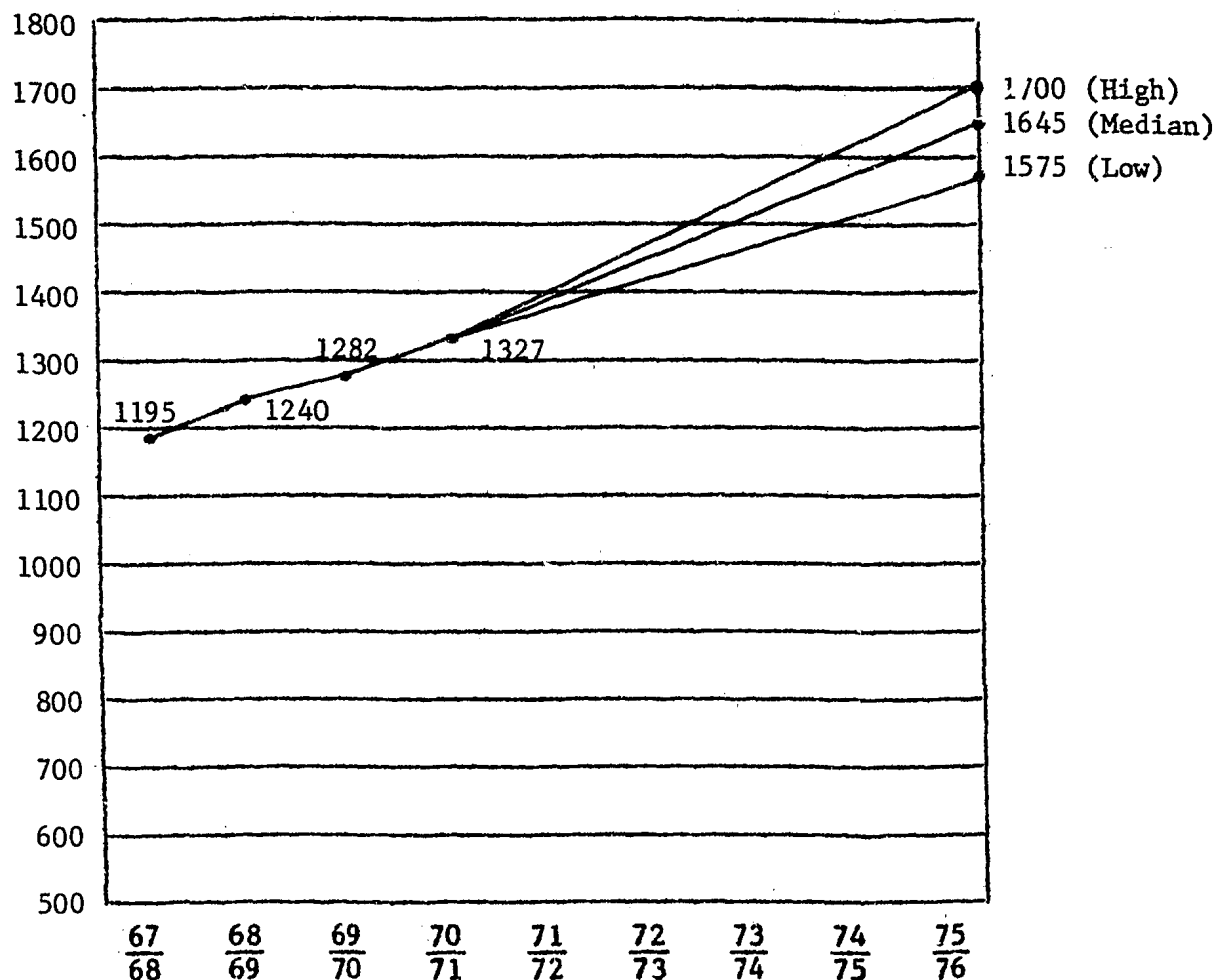


DISTRICT #57 WESTMONT (Grades K-8)

Modest and continuous growth past few years...large undeveloped tract north of Ogden is the remaining large potential for residential building which is now in the development stage...could yield 250-400 pupils... otherwise, district fairly well saturated and subsequent growth will be modest...over 400 pupils in private and parochial schools...average annual increase at about 3.7 percent since 1967.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.76	.76	.89
1-2	1.02	1.03	1.01	.94
2-3	1.03	1.08	1.08	.98
3-4	1.01	1.06	.85	.98
4-5	.96	.99	1.19	1.21
5-6	1.04	1.09	.97	.89
6-7	1.03	1.05	1.04	.96
7-8	1.03	1.00	.97	.98

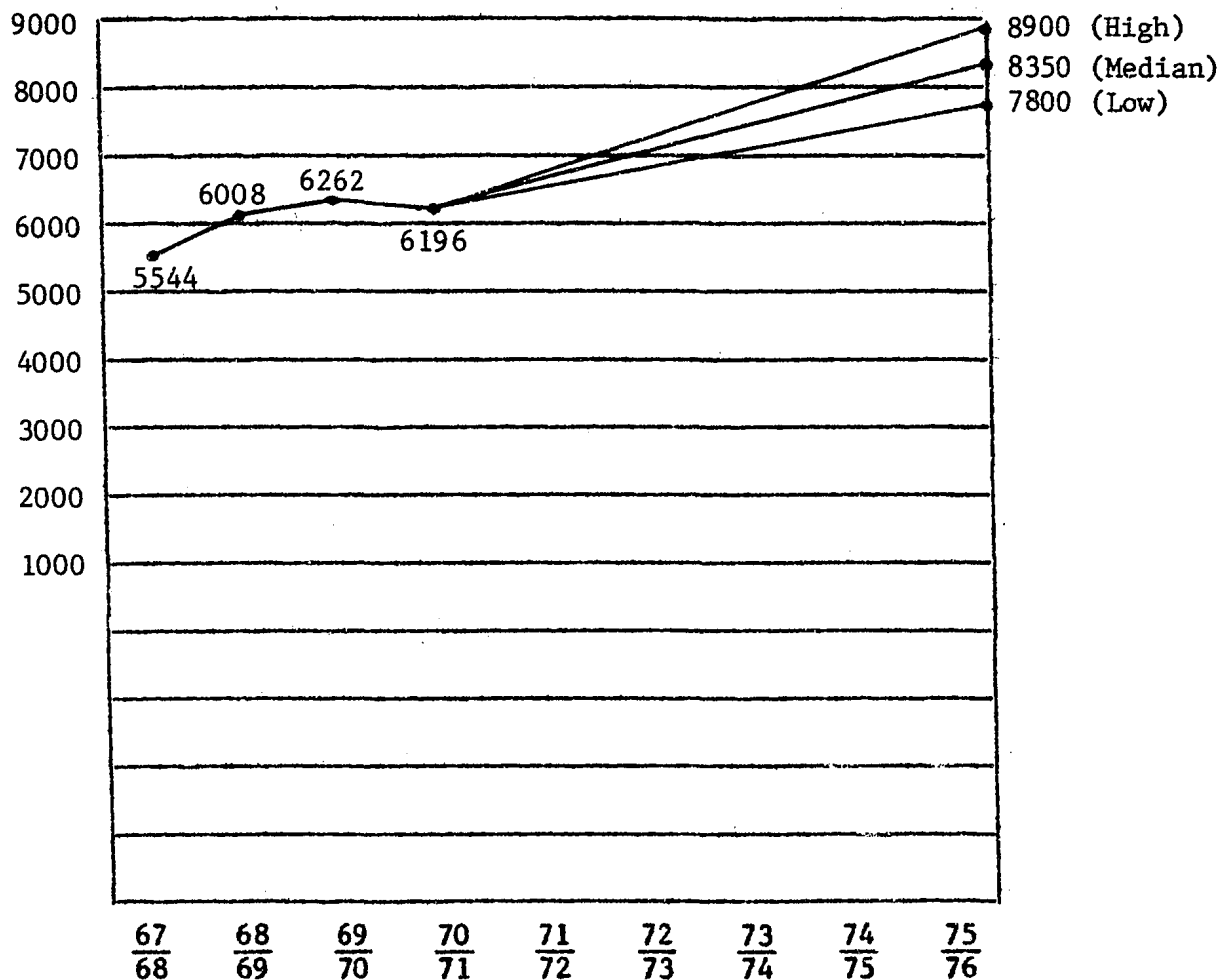


DISTRICT #58 DOWNERS GROVE (Grades K-8)

Enrollment has increased 652 since 1967...percentage increase annually at about 3.8 percent for last three years...considerable area for growth...percentage of apartment units increasing and occupancy of larger homes changing.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.91	.92	.92
1-2	1.08	1.04	1.05	.98
2-3	1.09	1.12	1.64	1.01
3-4	1.08	1.10	1.05	1.02
4-5	1.10	1.10	1.02	1.00
5-6	1.06	1.06	1.06	1.00
6-7	1.06	1.08	1.07	1.00
7-8	1.03	1.03	1.03	.96

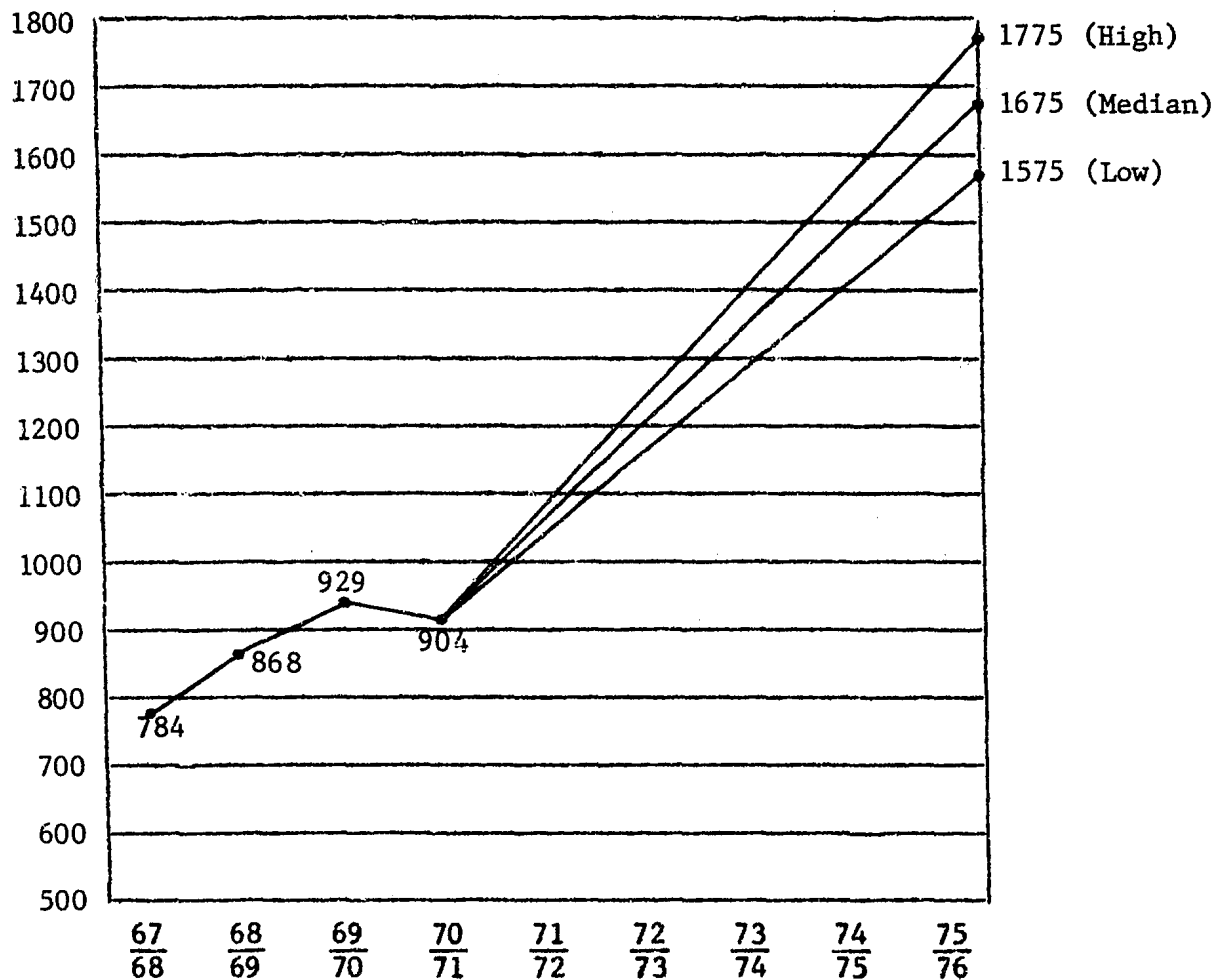


DISTRICT #60 MAERCKER (Grades K-8)

Growth from 1967 to 1970 totals about 15.3 percent...up from a 5-7 percent level evident prior to 1966...about 35-40 percent of 3.38 square miles developed...single family and apartment units under construction at present...past growth patterns to continue again after a slight decrease in 1970...increase from 1967-70 was 5.1%.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.97	.94	.75
1-2	1.08	1.12	1.07	1.03
2-3	1.10	1.15	1.08	.95
3-4	1.08	1.15	1.06	.91
4-5	1.09	1.03	1.00	.95
5-6	1.07	1.01	1.12	.90
6-7	1.07	.88	.98	.99
7-8	1.05	1.03	.96	1.07

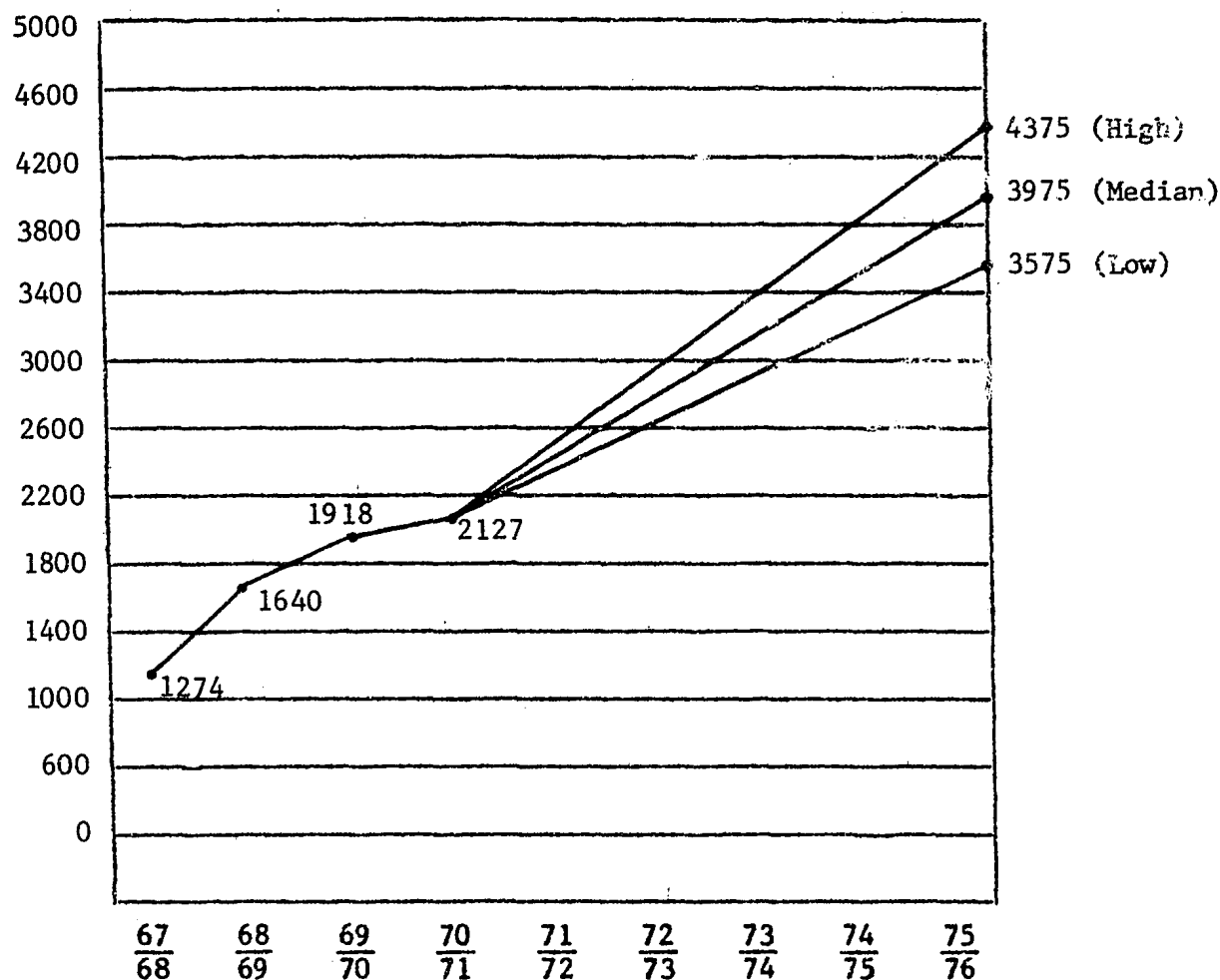


DISTRICT #61 DARIEN (Grades K-8)

Total increase past three years is 66.9 percent...land area available for 4,000-5,000 homes with major building underway and planned in area of west of Cass and north of 75th Street...total area about half developed and assumption is that most of available area will be used for residential purpose.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	1.16	1.04	1.03
1-2	1.23	1.30	1.11	1.13
2-3	1.20	1.21	1.03	1.17
3-4	1.13	1.14	1.14	1.10
4-5	1.26	1.38	1.04	1.06
5-6	1.19	1.25	1.17	1.13
6-7	1.23	1.25	1.10	1.12
7-8	1.18	1.19	1.13	1.04

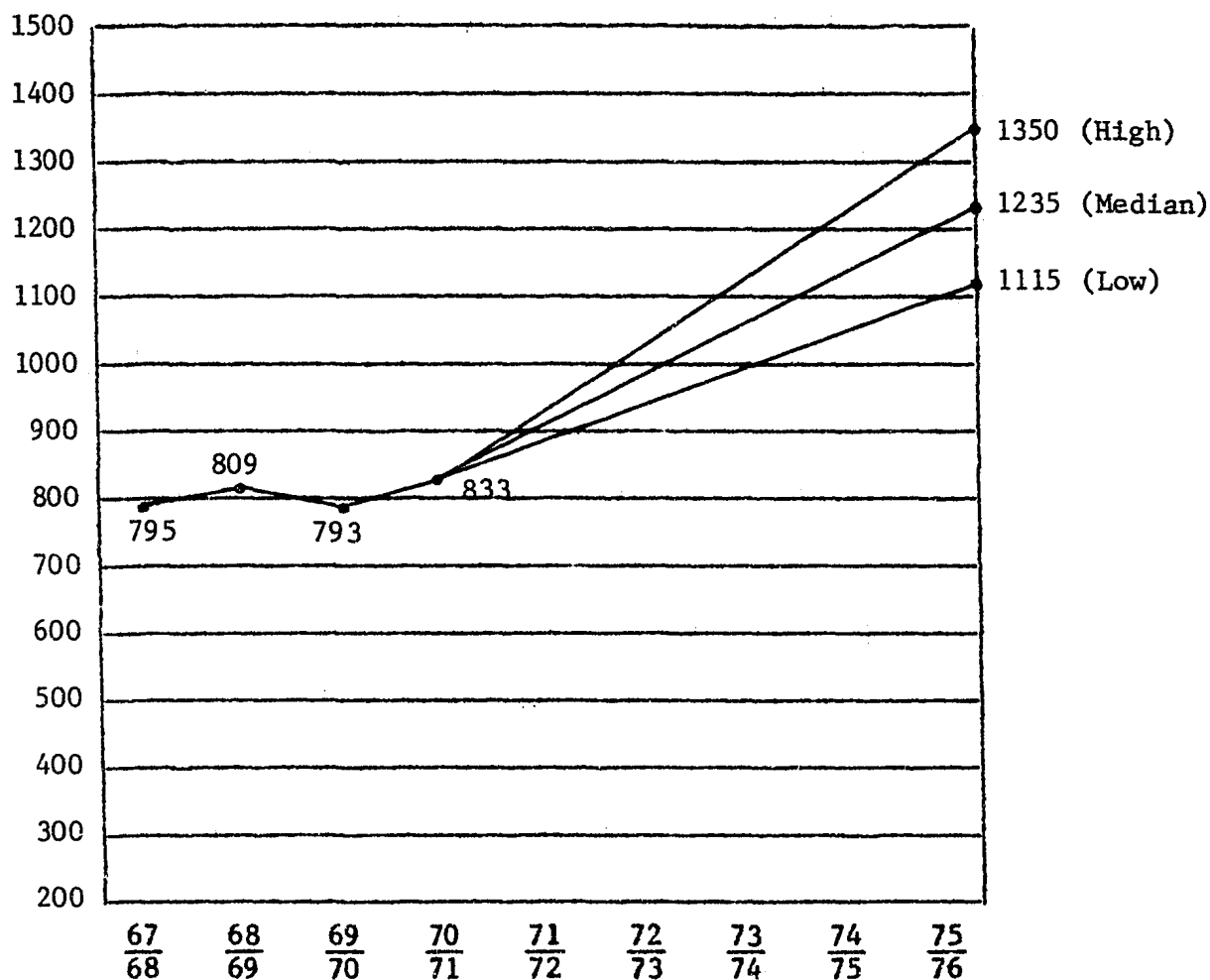


DISTRICT #62 GOWER (Grades K-8)

Enrollment increase over past three years has been 4.77 percent... potential for development is in evident, and pressure for residential needs in the area will drastically change school enrollments...satisfaction of utility needs will no doubt encourage increased development activity.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.95	.84	1.01
1-2	.96	1.01	1.05	1.05
2-3	1.06	1.07	1.02	1.05
3-4	1.01	1.00	1.00	1.04
4-5	.98	.99	.99	.98
5-6	.93	.96	.99	.97
6-7	1.00	.97	1.00	1.00
7-8	1.00	1.05	1.05	1.02

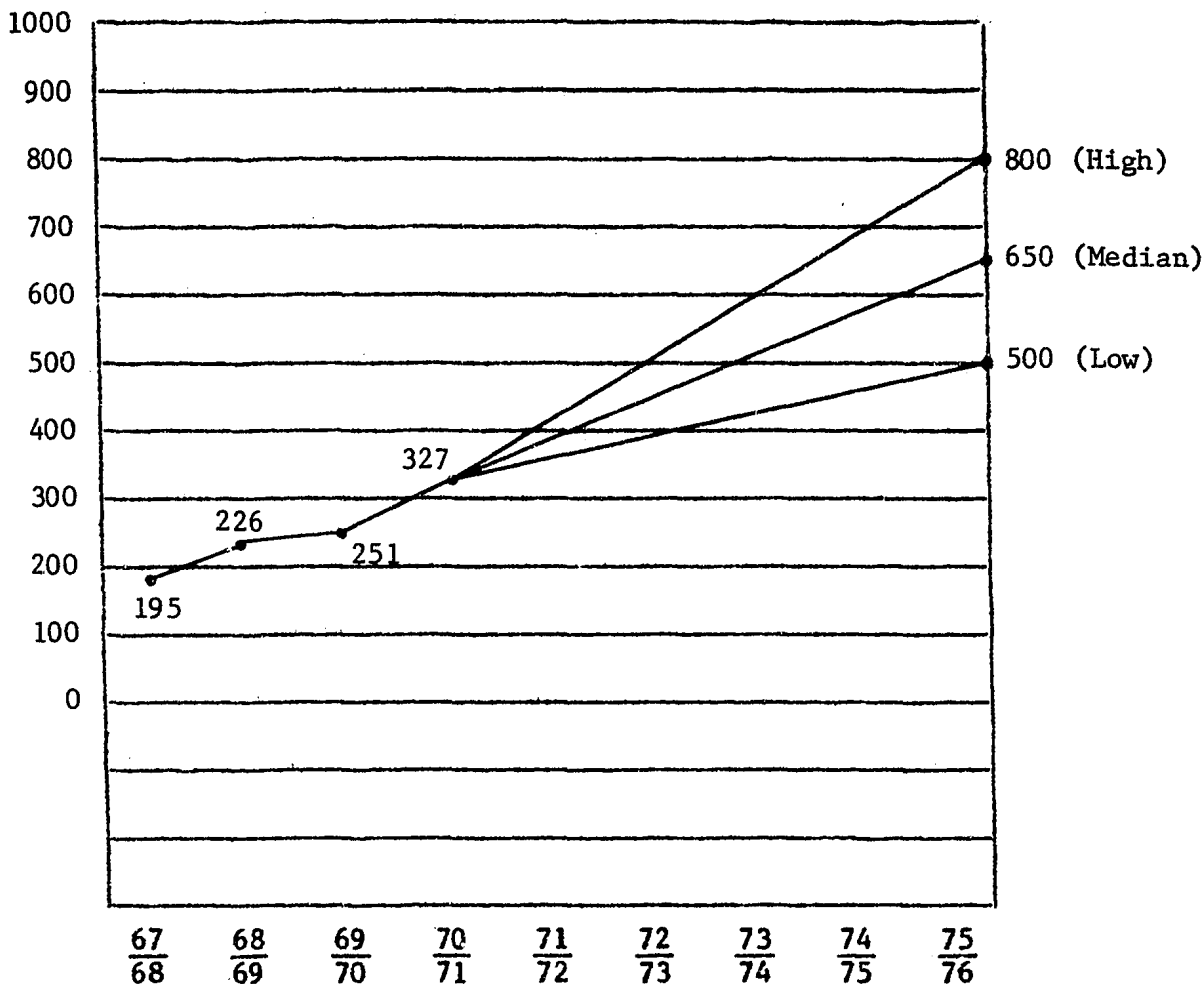


DISTRICT #63 CASS (Grades K-8)

Past growth modest and orderly, but from 1967 to 1970 the growth was 65.9 percent...considerable development presently in terms of residential building...apartment development will be attracted because of entrance to Route #66...will have increased growth rate with saturation realized prior to adjacent districts.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.96	1.24	1.43
1-2	1.12	1.00	1.03	1.16
2-3	1.17	1.35	1.25	1.19
3-4	1.19	1.20	.92	1.20
4-5	1.05	1.11	1.03	1.72
5-6	1.12	1.25	1.00	1.38
6-7	1.13	1.35	.95	1.29
7-8	1.07	1.10	1.21	1.36

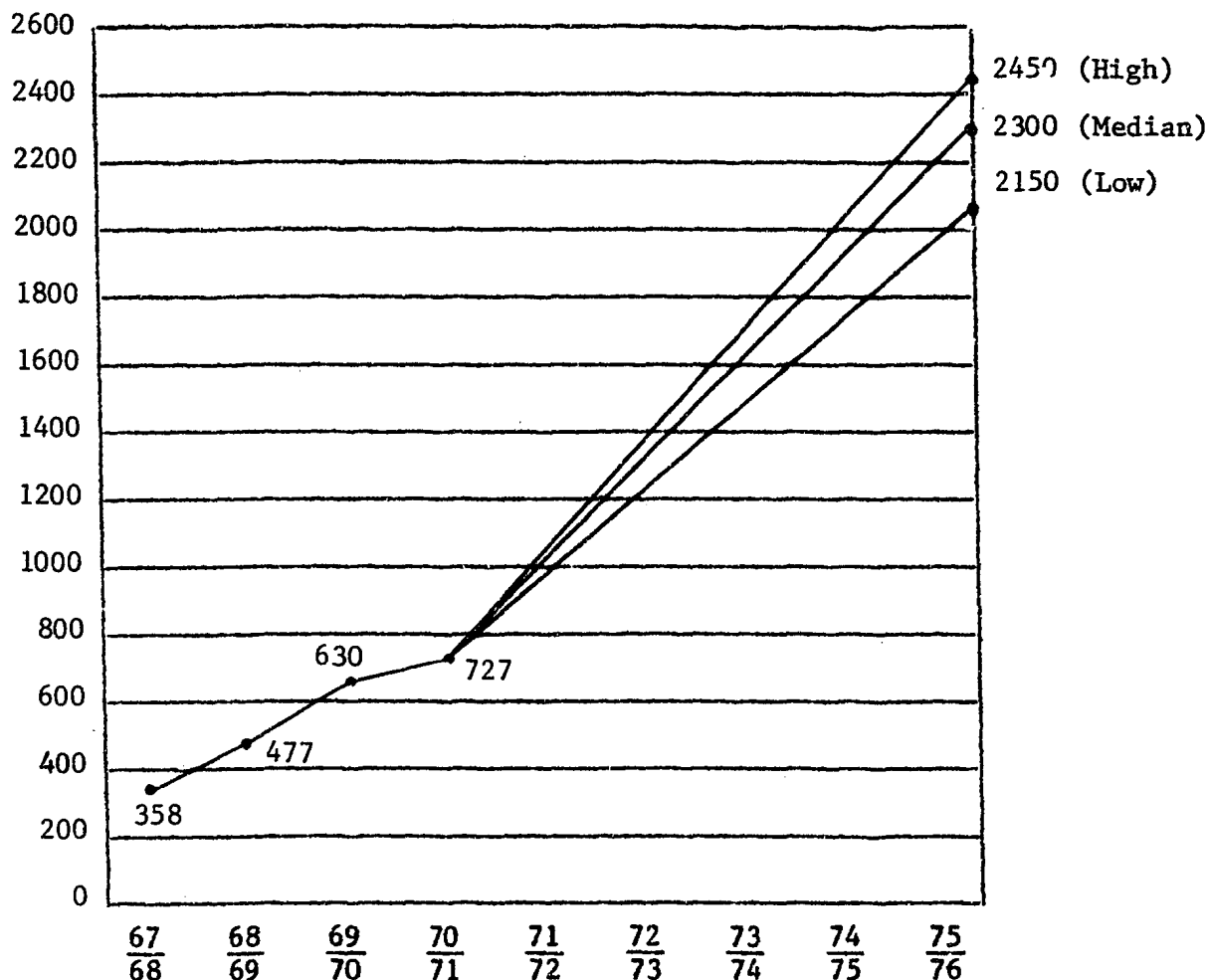


DISTRICT #66 CENTER CASS (Grades K-8)

Recent growth from 1967-70 was approximately 34 percent a year...present development commitments will sustain that level of increase...housing area amenable to single and multiple units with large developments already planned for immediate construction.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	1.31	1.33	1.19
1-2	1.14	1.16	1.33	1.13
2-3	1.30	1.33	1.39	1.06
3-4	1.40	1.60	1.28	1.11
4-5	1.13	1.10	1.34	1.13
5-6	1.26	1.50	1.04	1.10
6-7	1.15	1.13	1.19	1.14
7-8	1.20	1.25	1.36	1.03

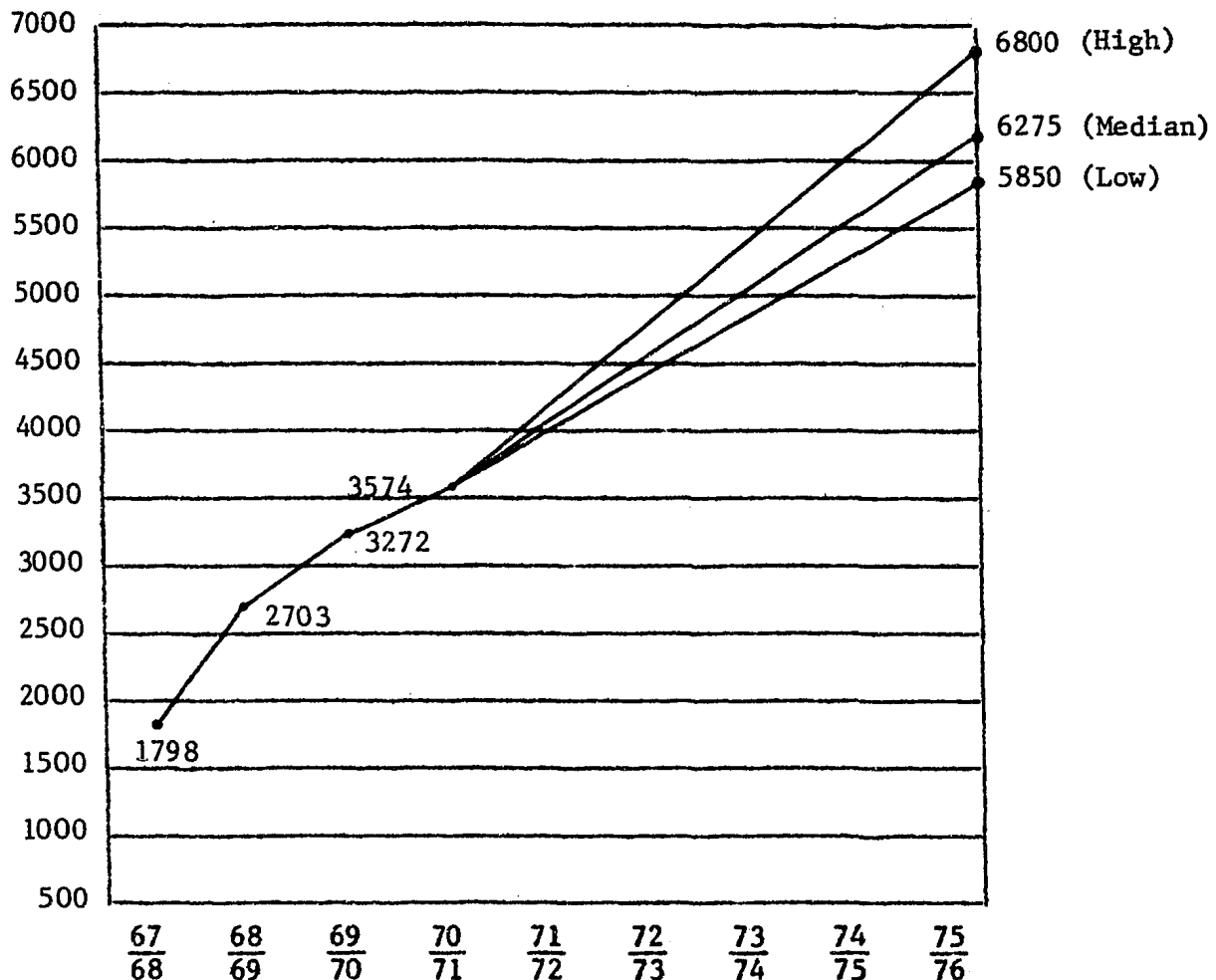


DISTRICT #68 GOODRICH (Grades K-8)

High growth area...33 percent average annual growth past three years... essentially residential area with limited multiple family units thus far ...considerable undeveloped area for future growth and most of it will fall in District #107 as far as secondary pupils are concerned...Inter-state #61 will cut through the district resulting in possible commercial development which is minimal.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	-	.92	.92
1-2	1.20	1.21	1.15	1.02
2-3	1.21	1.17	1.09	1.05
3-4	1.18	1.25	1.12	1.02
4-5	1.18	1.16	1.12	1.04
5-6	1.15	1.14	1.15	1.01
6-7	1.15	1.12	1.22	1.15
7-8	1.22	1.37	1.15	1.05

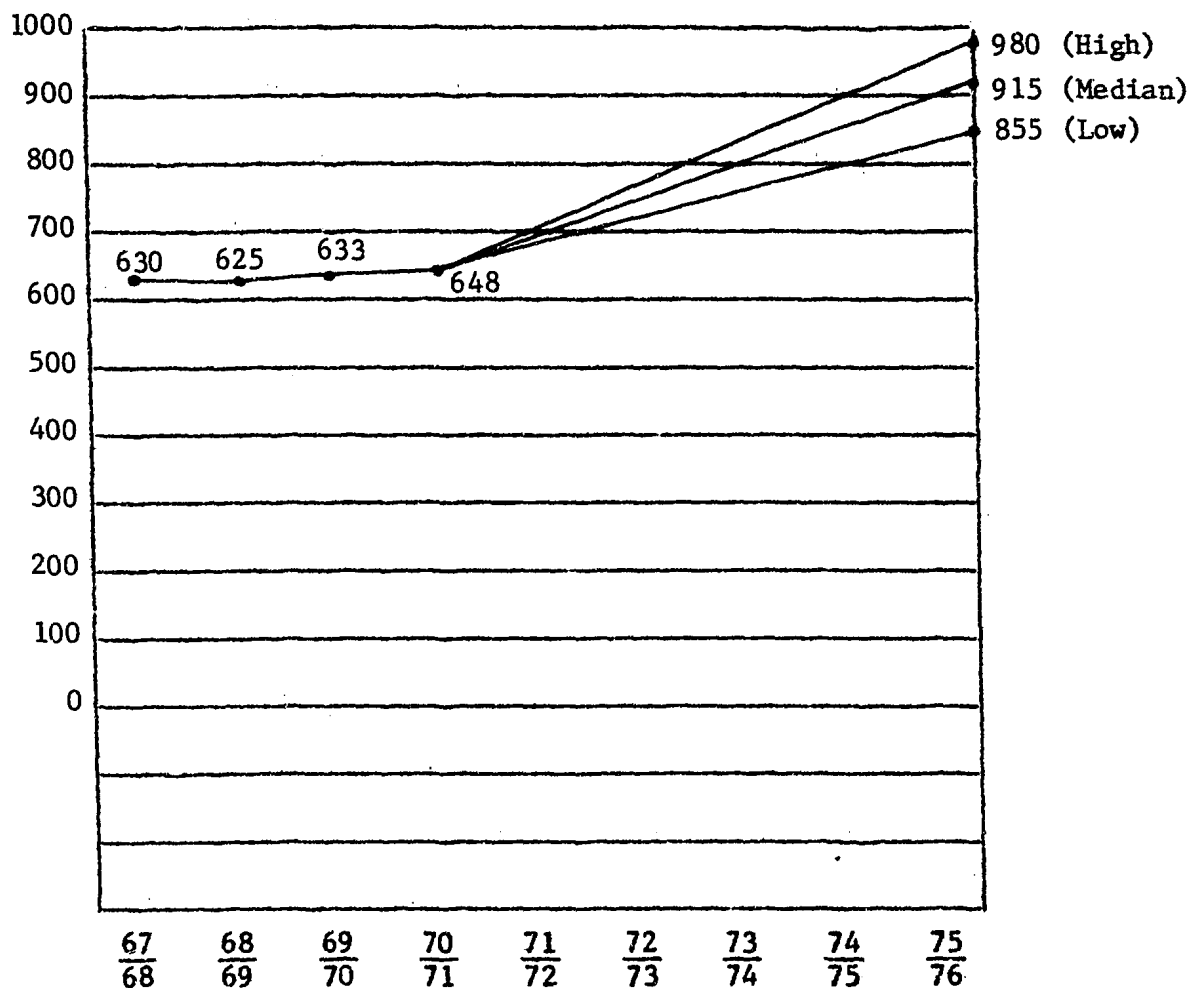


DISTRICT #69 PUFFER (Grades K-8)

Enrollment increase from 1967-70 has been very modest...there is some residential building underway and limited area for subsequent growth... Interstate #61 will be routed adjacent to the district bringing commercial and industrial growth to the already sizeable area presently devoted to that purpose.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	1.02	.98	.98
1-2	.99	.98	1.04	1.01
2-3	1.02	.97	.98	.95
3-4	.96	.93	.94	1.02
4-5	1.03	.94	.90	1.02
5-6	.97	.91	1.02	1.01
6-7	1.05	1.03	1.00	.96
7-8	1.07	1.00	.95	.97

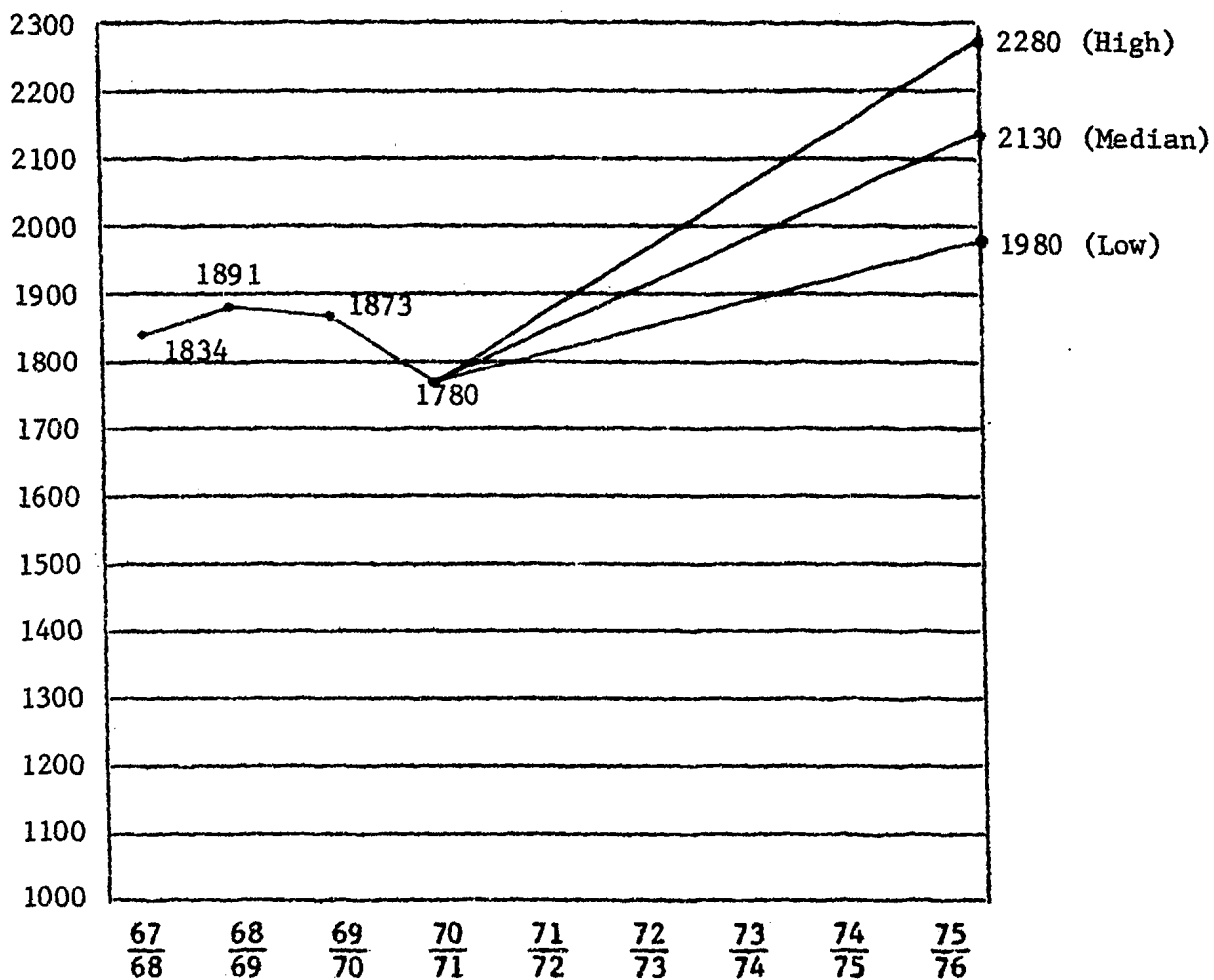


DISTRICT #70 LISLE (Grades K-8)

Area about two-thirds saturated...an increase of 2-3 percent annually from 1966-68 has changed to a 4.96 percent decrease from 1968-1970... even with increased number of apartment units growth will not be dramatic and district should approach saturation within 6-10 years.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.92	.90	.71
1-2	1.03	.99	.98	.96
2-3	1.00	1.02	.96	1.02
3-4	1.07	1.07	.98	.89
4-5	1.01	1.01	.95	.99
5-6	.98	1.05	.94	.99
6-7	1.02	1.06	1.02	.99
7-8	1.00	1.00	.98	.93

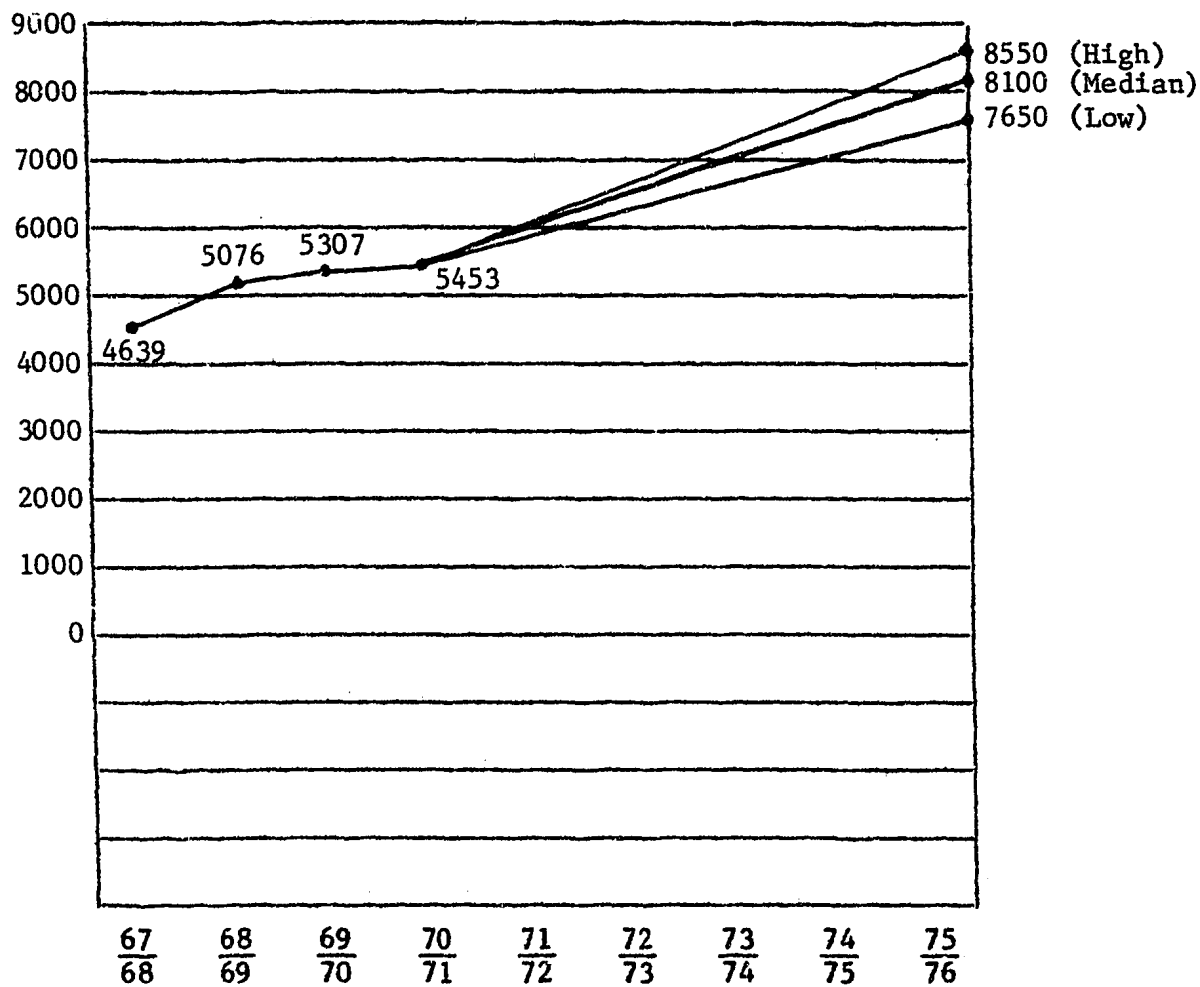


DISTRICT #78 NAPERVILLE (Grades K-8)

Average annual growth past three years at about 6 percent...tremendous growth potential...no leveling of enrollments in foreseeable future...civil units can exercise option of providing orderly and systematic growth if desired...economic posture rapidly changing from dependence on agriculture to industrial and commercial.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	.90	.90	.92
1-2	1.09	1.10	1.02	1.06
2-3	1.11	1.12	1.08	1.09
3-4	1.13	1.16	1.08	1.00
4-5	1.08	1.07	1.06	1.05
5-6	1.13	1.14	1.04	1.07
6-7	1.08	1.08	1.04	1.07
7-8	1.09	1.09	1.04	1.04

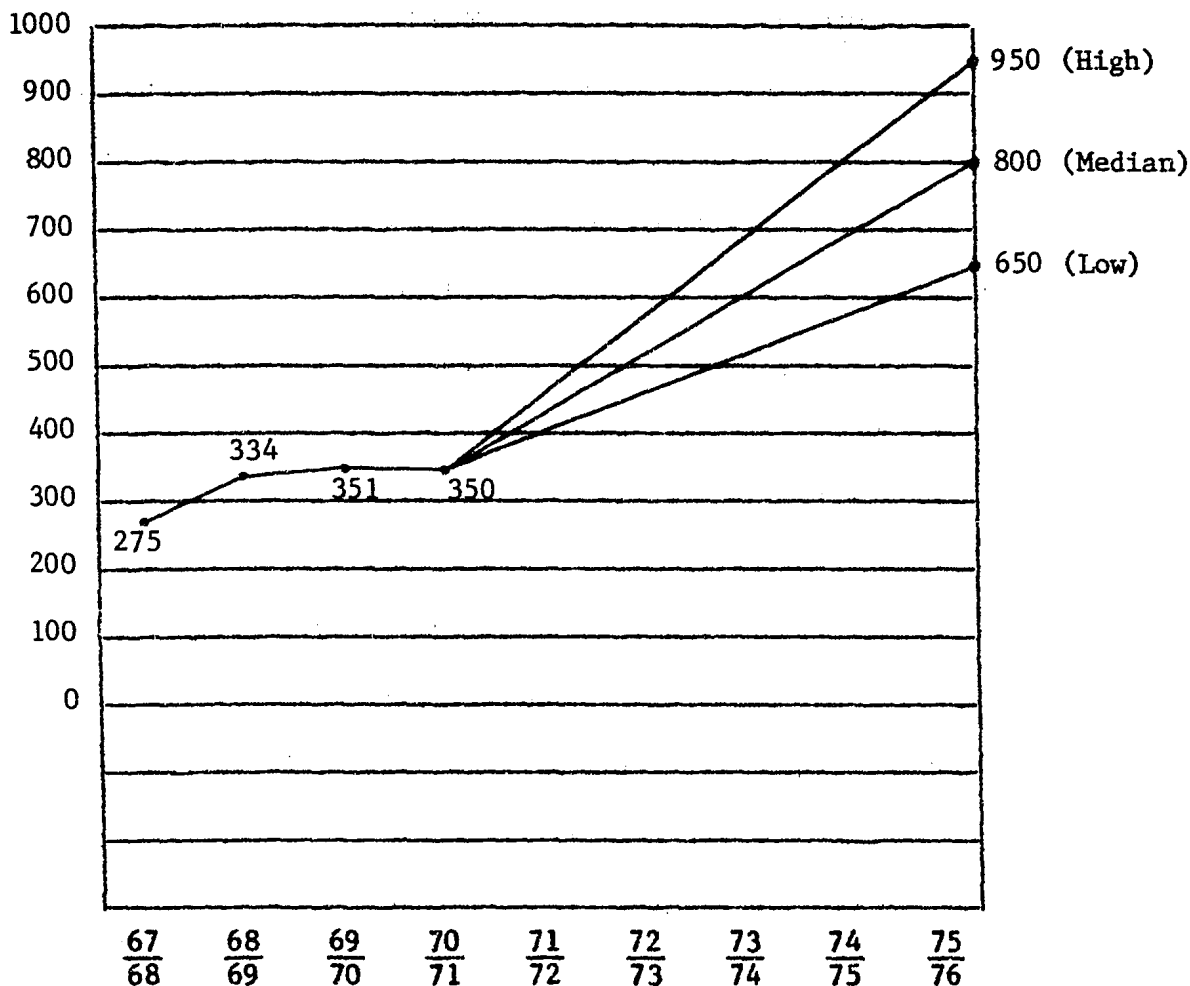


DISTRICT #90 GRANGER (Grades K-8)

Predominantly rural area with subdivision developments on edge of district providing major enrollment increases...average annual growth about 9 percent since 1968...substantial area reserved for business and industrial development will no doubt attract increased residential development...available land area makes any projection speculative at best.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	1.10	.85	1.13
1-2	1.09	1.21	1.04	.76
2-3	1.01	1.16	1.07	.88
3-4	1.41	.92	1.00	.96
4-5	1.11	1.10	.94	.88
5-6	.97	1.03	1.06	.91
6-7	1.10	1.14	.93	1.00
7-8	1.09	1.17	.80	.92

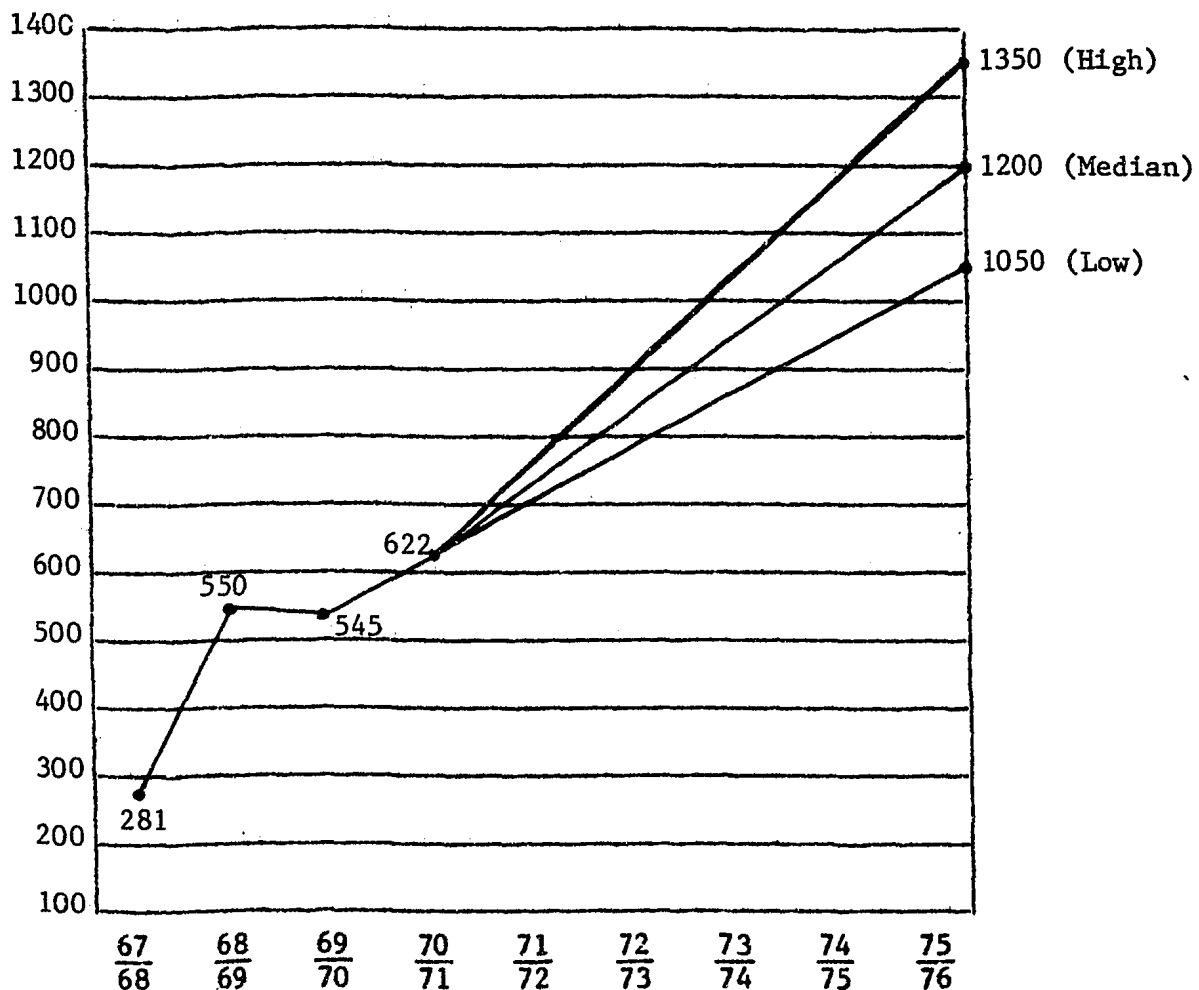


DISTRICT #180 PALISADES (Grades K-8)

Single family units will begin in greater numbers east of Route 83 as sewerage needs are satisfied...area lends itself to larger building lots but it is speculative what the eventual density on usage of the virtually untapped area in this district might yield...total increase from 1967-1970 was 121 percent.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	2.64	.90	1.06
1-2	1.55	2.24	.89	1.10
2-3	1.47	2.00	.86	1.03
3-4	1.46	2.03	.98	1.12
4-5	1.60	2.06	.98	1.15
5-6	1.10	1.35	.85	1.22
6-7	1.29	1.48	.95	.94
7-8	1.16	1.28	1.02	1.05

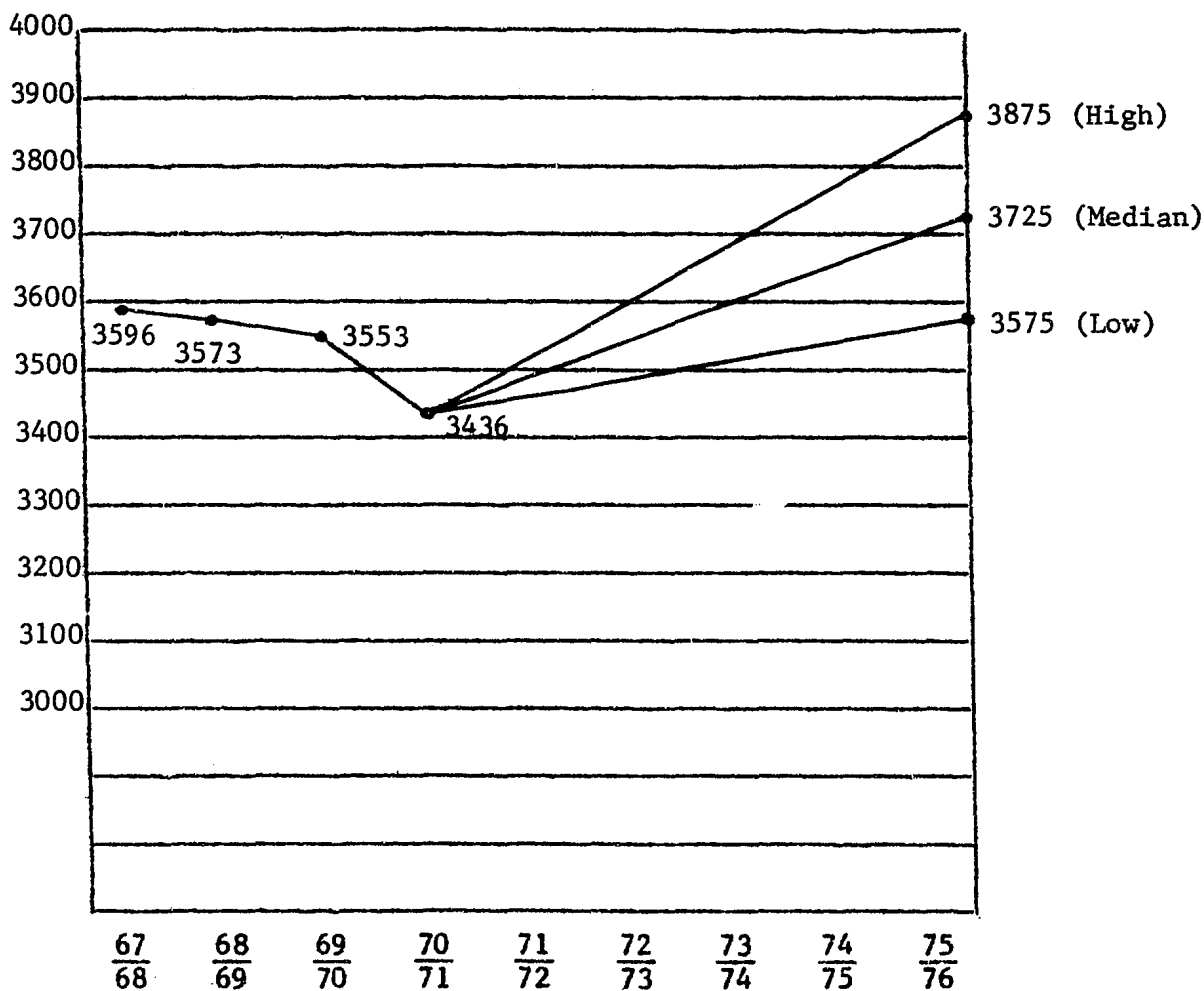


DISTRICT #181 HINSDALE (Grades K-8)

Early indication reveals no sizeable growth in District #181 due to saturation...change in occupancy of some of the larger homes may result in higher yield per unit in the years ahead...from 1967-1970 a 4 percent decrease has developed.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	1.02	.85	.86	.90
1-2	1.02	1.01	1.02	.89
2-3	1.03	1.03	1.01	1.03
3-4	1.04	1.01	1.02	1.03
4-5	1.05	1.02	1.01	.98
5-6	1.01	1.02	1.03	1.02
6-7	1.06	1.05	1.05	.99
7-8	.99	1.00	1.04	.97

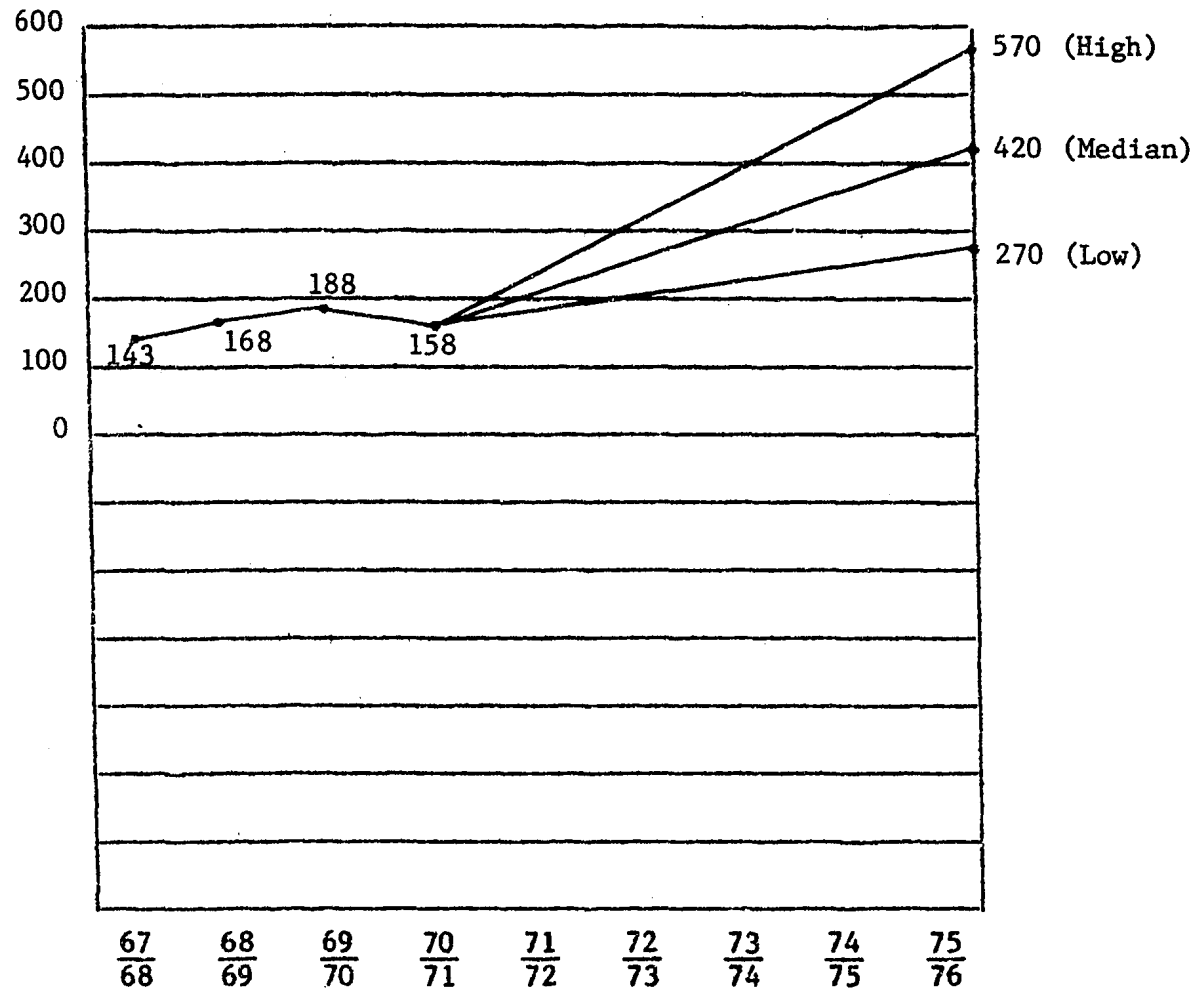


DISTRICT #182 INDIAN PLAINS (Grades K-8)

Large rural district with little available housing...attractive for potential development...presently small enrollment with decrease from 186 to 160 pupils in past year...proximity to toll road and nearby residential development makes this area a prime target for development in next 5-10 years...9.4 percent decrease in enrollment from 1967-70.

Continuation Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
K-1	-	-	-	.82
1-2	1.08	1.20	1.05	.81
2-3	.98	.94	.68	.75
3-4	1.05	1.09	1.06	.80
4-5	1.07	1.28	1.08	1.05
5-6	1.09	1.31	.83	1.00
6-7	1.09	1.27	1.04	1.06
7-8	.95	1.12	1.04	.81



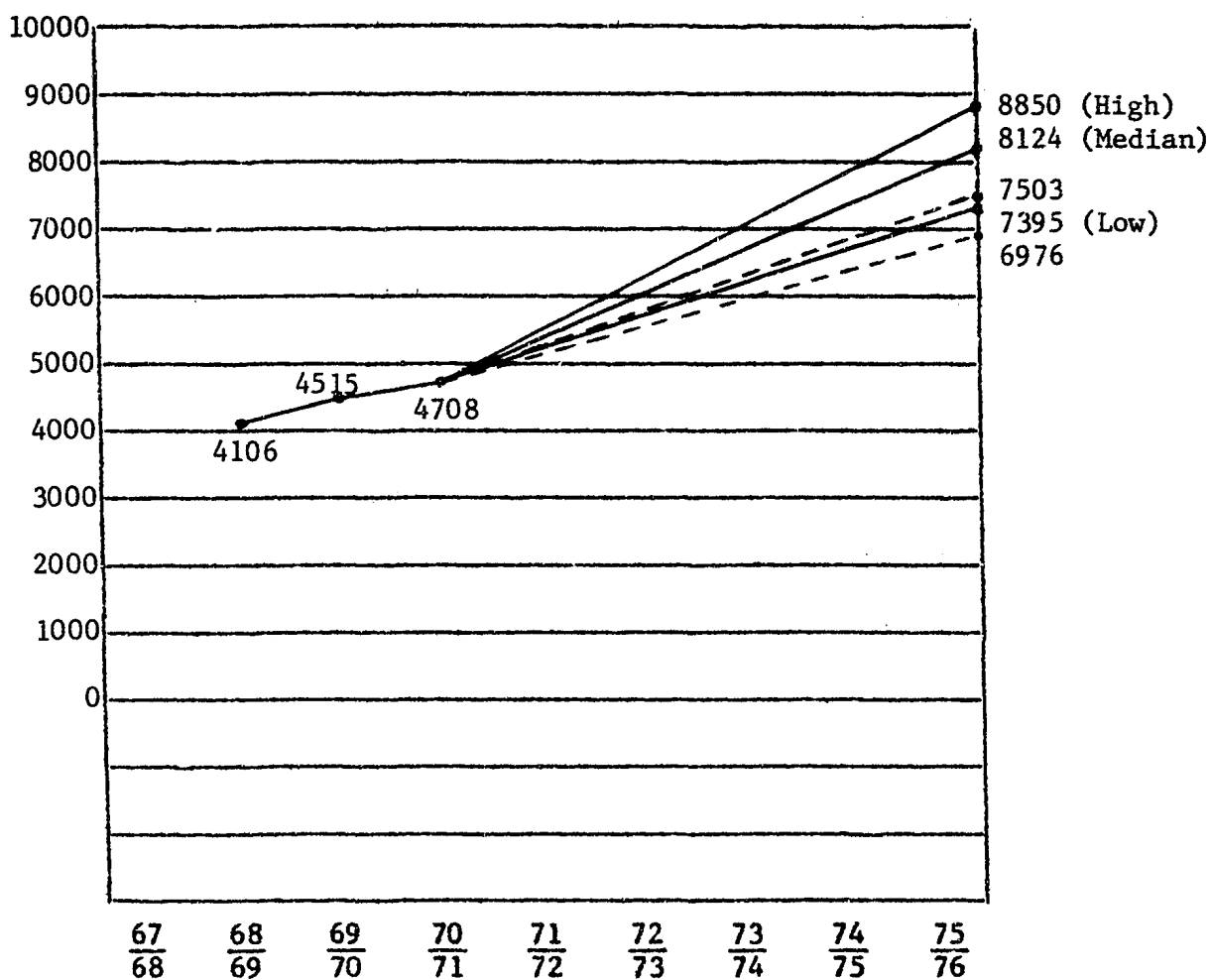
DISTRICT #99 DOWNERS GROVE (Grades 9-12)

There was a 12.78 percent increase in enrollment from 1967-70.

Continuation Factors

<u>Grade</u>	<u>1966-69</u>	<u>1967-69</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
9-10	1.04	1.05	1.08	1.06	1.00
10-11	1.02	1.01	1.03	1.01	.96
11-12	.99	.98	1.00	.99	.96

— Based on projections of feeder districts
 - - - Continuous factors



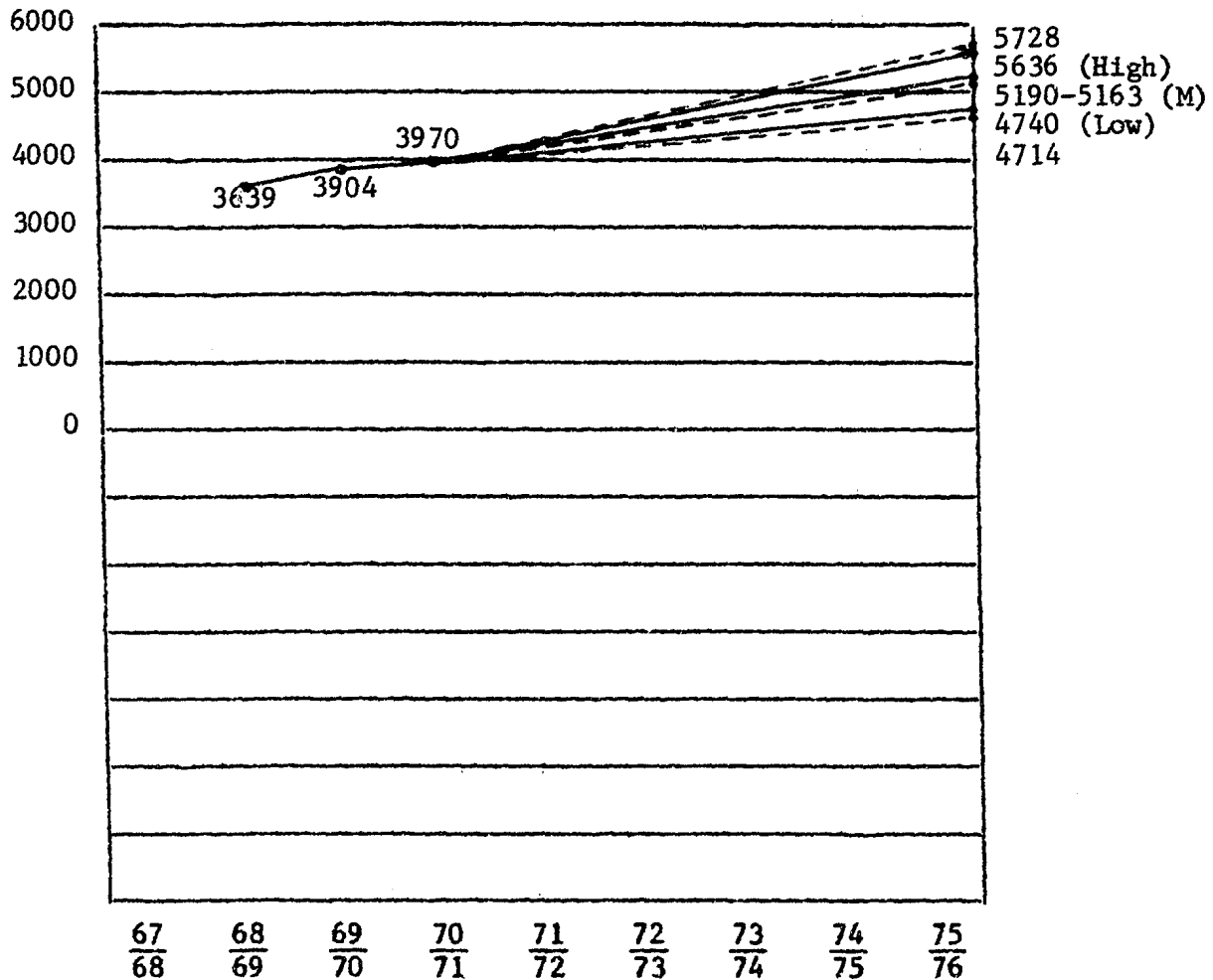
DISTRICT #86 HINSDALE (Grades 9-12)

There has been a 8.33 percent increase over past three years.

Continuance Factors

<u>Grade</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
9-10	1.02	1.01	1.00	.99
10-11	1.04	1.00	.99	1.00
11-12	1.01	.97	.96	.95

—— Based on projections of feeder districts
 - - - Continuance factors



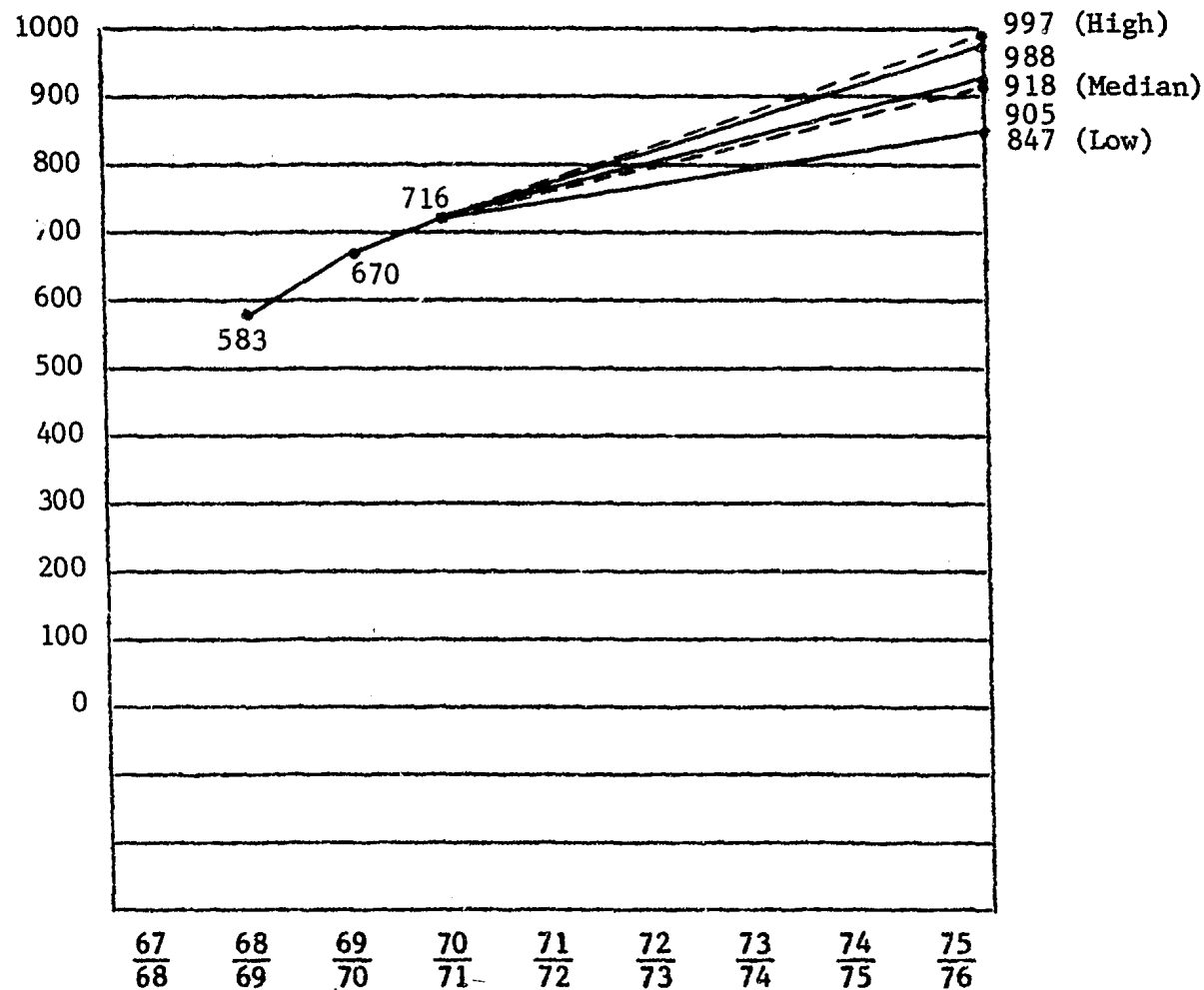
DISTRICT #109 LISLE (Grades 9-12)

From 1967-1970 there was an 18.57 percent increase in enrollment.

Continuation Factors

<u>Grade</u>	<u>1966-68</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
9-10	.97	.95	.97	.97	.97
10-11	.97	.96	.97	1.05	.95
11-12	.97	.96	.94	.97	.93

— Based on projections of feeder districts
 - - - Continuance factor



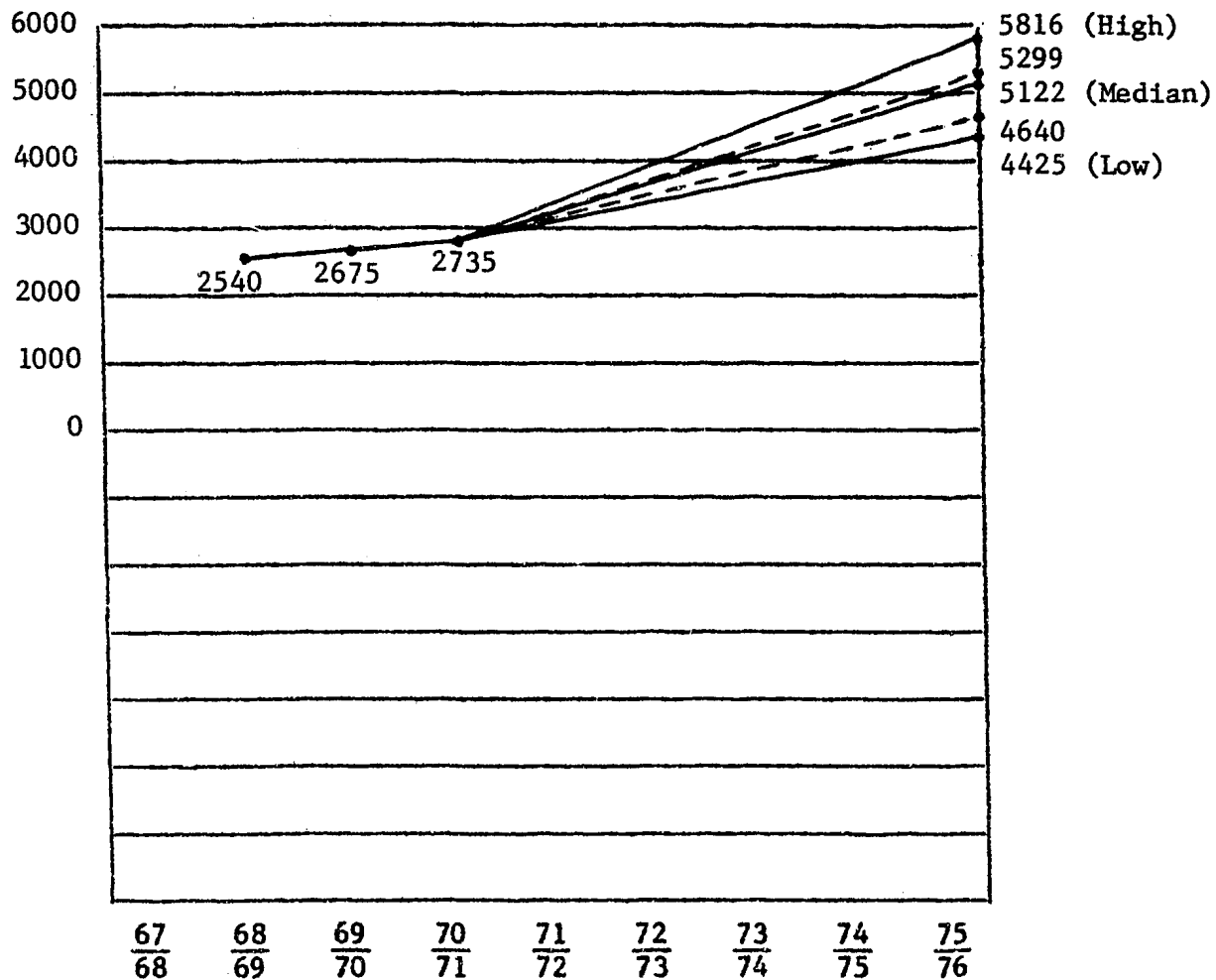
DISTRICT #107 NAPERVILLE (Grades 9-12)

There has been a 7.12 percent increase in enrollment from 1967 to 1970.

Continuation Factors

<u>Grade</u>	<u>1966-68</u>	<u>1967-68</u>	<u>1968-69</u>	<u>1969-70</u>	<u>1970-71</u>
9-10	1.06	1.06	1.07	.98	1.02
10-11	1.03	1.02	1.03	.91	.98
11-12	.99	.98	.94	.95	.99

— Based on projections of feeder districts
 --- Continuance factors



Once having made enrollment projections for each of the districts, it is of interest to compare the totals with comparable projections made by professional demographers. To do so it was necessary that census tracts be used for comparative purposes. The best means of doing this was by the use of township units - namely Downers Grove, Lisle and Naperville. The area represented closely paralleled the combined districts with the exceptions of #53 and #40-C.

Following is a summary of the preceding tables by district for grades K-8 projected to 1975:

TABLE 3. SUMMARY BY DISTRICTS FOR GRADES K-8 PROJECTED TO 1975

DISTRICT	LOW	MEDIAN	HIGH
40-C	350	500	650
53	1075	1175	1275
57	1575	1645	1700
58	7800	8350	8900
60	1575	1675	1775
61	3575	3975	4375
62	1115	1235	1350
63	500	650	800
66	2150	2300	2450
68	5850	6275	6800
69	855	915	980
70	1980	2130	2280
78	7650	8100	8550
90	650	800	950
180	1050	1200	1350
181	3575	3725	3875
182	<u>270</u>	<u>420</u>	<u>570</u>
	40170	43395	46705

Totals do not include 40-C and 53.

Excluding Districts 40-C and 53, the remaining districts, with very minor exceptions, embrace the township units of Downers Grove, Lisle and

Naperville. Using these three townships as a basis of comparison in terms of the above projections, the following facts are of interest:

1. In 1960 the population was 95,864 and the public school enrollment, grades 1-12, was 19,396. This represented 20.8 percent of the population enrolled in public schools at that time.²

2. The 1965 population was estimated to be 116,000 with 25,619 enrolled in public schools, grades 1-12. This represented 22 percent of the total population.³

3. The population for 1970 was 154,988 with 40,548 enrolled in public schools (grades K-8, 28,419; 9-12, 12,129; K-12, 40,548), which is slightly more than 26 (26.16) percent.⁴

4. It has been estimated by the Real Estate Research Corporation that the 1975 population for these three townships will be 197,160. Because the median age of the population is going down, it is assumed that the percentage will continue at or above 26 percent, and the resultant enrollment, based on the projected population, will be 51,260. With a continuation of the present holding power in the secondary schools, 32 percent of that total will be enrolled in grades 9-12. This then represents a projected enrollment of 34,857 in grades K-8 and 16,403 in grades 9-12.⁵

²County Clerk's Office, DuPage County, 1960 Census Report, Wheaton, Illinois.

³N.I.P.C. Planning Paper No. 10, Northeastern Illinois Planning Commission, Chicago, Illinois (September 1968).

⁴County Clerk's Office, DuPage County, 1970 Census Report, Wheaton, Illinois.

⁵Real Estate Research Corporation, unpublished data, Chicago, Illinois, p. 46.

5. An alternate computation, based on data obtained from Real Estate Research Corporation, results in a slightly lower projected enrollment for 1975. This is derived by using projections of the estimated population in terms of various age ranges. Although such grouping is not sufficiently discrete in terms of district policies on entering age, it does corroborate the suggested increases in school population. For instance, it is estimated that in 1975 there will be 39,409 in the 5-13 age range. If one deducts 11 percent as the proportion of the kindergarten enrollment, it leaves 35,074 in the age group roughly equivalent to grades 1-8. In the 14-17 age group, equivalent to grades 9-12, the estimate is 17,458. Assuming the present enrollment in private and parochial schools of 7,500, the projected enrollment on this basis would be 45,032.⁶

6. The population for these three townships has also been estimated by the Northeastern Illinois Planning Commission. They estimate a 1975 population of 163,200. If 26 percent of the population were enrolled in public schools (grades K-12), it would yield 42,432 pupils. If 68 percent of that projected pupil population were in grades K-8, it would mean a K-8 enrollment of 28,853 and 9-12 enrollment of 13,579.⁷

7. Another source of information was provided by personnel in the various utilities. Some have made rather specific projections for the next decade in terms of utility needs and have computed population estimates on this basis. Information from this source suggests an estimated

⁶Real Estate Research Corporation, unpublished data, Chicago, Illinois, p. 46.

⁷N.I.P.C. Planning Paper No. 10, Northeastern Illinois Planning Commission, Chicago, Illinois (September 1968).

population for 1975 of 247,770. Using the 26 percent for public school enrollment, it means the schools in these three townships will need to accommodate 64,420 pupils (43,805 in grades K-8; 20,615 in grades 9-12).

In the summary above, the following are the projected enrollments for grades K-12 in the townships of Downers Grove, Lisle and Naperville for 1975:

Real Estate Research Corporation	a. 51,260	b. 45,032
Northeastern Illinois Planning Commission		42,432
Utilities		64,420
This Study	a. 59,002	b. 64,424
		c. 69,620

The following table reveals a composite of the enrollment projections for all of the districts in the survey area.

TABLE 4. COMPOSITE ENROLLMENT PROJECTIONS FOR 1975, GRADES K-12

DISTRICT	LOW	MEDIAN	HIGH
40-C	350	500	650
53	1075	1175	1275
57	1575	1645	1700
58	7800	8350	8900
60	1575	1675	1775
61	3575	3975	4375
62	1115	1235	1350
63	500	650	800
66	2150	2300	2450
68	5850	6275	6800
69	855	915	980
70	1980	2130	2280
78	7650	8100	8550
90	650	800	950
180	1050	1200	1350
181	3575	3725	3875
182	<u>270</u>	<u>420</u>	<u>570</u>
Totals	41595	45070	48630
86	4740	5190	5636
99	7395	8124	8850
107	4425	5122	5816
109	<u>847</u>	<u>918</u>	<u>988</u>
Totals	(17407)	(19354)	(21290)
GRAND TOTAL	59002	64424	69920

OVERVIEW

Chapter I develops the theme of the study in relationship to school district reorganization. Specifically, it identifies areas of concern for the school districts involved to consider regarding proposed boundary changes and organizational patterns. These are population and enrollment projections and general financial projections relating to operating costs, assessed valuations and capital costs. In addition, Chapter I identifies certain assumptions affecting enrollments, reviews demographic data for purposes of establishing trends, and continuation factors for each district involved in the study.

In Chapter II, a review of related literature is presented. Although there is an abundance of literature concerned with school district reorganization at national and state levels, only that research pertinent to this study was included in the review. An analysis of this literature demonstrates a definite need to investigate school district reorganization in southern DuPage County, Illinois, with specific attention given to the formation of unit districts as an efficient and effective manner in which to organize.

In Chapter III, enrollment projections were made for each of the districts through 1975, and these were derived on the basis of previously cited assumptions and trends indicated in the review of the demographic data. These projections indicated a continued rapid school population growth in southern DuPage County, Illinois. A comparison of this data to population projections made by professional demographers in the same geographical area substantiates the increased growth pattern

for each school district.

It is anticipated that the pupil population projections described in Chapter III will have a direct bearing on the financial projections and analysis for each district to be considered in the following chapter.

CHAPTER IV

FINANCIAL PROJECTIONS AND ANALYSIS

A mass of financial data was collected to assist in the development of recommendations relating to boundary changes. The data show great variations in financial ability to support schools, particularly among the elementary districts included in the study. The financial statistics show that the expenditure levels of the elementary school districts also vary widely. These two factors, each of which illustrates the need for school district consolidation, also are perhaps the greatest barriers to merger.

Assessed Valuation

In Illinois, to an even greater degree than in most states, the local property tax provides most of the funds with which to operate public schools.¹ The assessed valuation of property therefore is the obvious measure of local ability to finance schools. Table 5 (page 47) shows assessed valuation for each of the DuPage County school districts included in the study for 1965 through 1970.²

¹Illinois Association of School Administrators, News and Notes, No. 14, Springfield, Illinois (December 1971), p. 6.

²Superintendent of DuPage County Educational Service Region. Cost and Financial Resource Report. (Wheaton, Illinois, October, 1970), p. 3.

It may be noted that several of the districts experienced substantial increases in taxable wealth in the five year period. The assessed valuation of Districts 53, 180, 61 and 90 at least doubled, and the wealth of District 68 nearly tripled. The taxable wealth of District 78 showed the largest dollar volume increase in elementary districts, and none of the districts experienced a loss in assessed valuation over the entire time period included in the table.

The amount of assessed valuation per average attendance is more pertinent to an analysis of local fiscal ability, since the resources needed vary with the number of children for whom educational programs and services must be provided. Table 6 (page 48) shows assessed valuation per average pupil attendance since 1967 as data were available.³

It may be noted that the taxable wealth per average pupil attendance of the elementary districts ranged in 1970 from a low of \$14,945 for #68 (Woodridge) to a high of \$70,829 for #53 (Butler). The local ability of the four high school districts is similar, however, with the wealthiest (Naperville) having an assessed valuation per average pupil attendance of \$66,608, while Lisle is the poorest at \$54,768.

For four of the districts, the wealth per average pupil attendance had declined during the period shown in Table 6. Center Cass and Butler elementary districts experienced the sharpest loss in percentage terms, seventeen and fifteen percent respectively. The remaining districts stayed fairly constant or experienced increases in wealth per

³Superintendent of DuPage County Educational Service Region. Cost and Financial Resource Report, p. 2.

TABLE 5. ASSESSED VALUATION OF SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1966	1967	1968	1969	1970
Elementary						
53	Butler	\$ 17,602,190	\$ 20,280,030	\$ 24,425,790	\$ 28,864,680	\$ 35,331,980
57	Westmont	27,412,836	27,780,268	27,765,350	28,434,270	29,417,124
58	Downers Grove	115,075,017	119,131,961	124,029,763	132,824,470	145,716,823
60	Maercker	12,737,070	14,719,150	16,083,580	18,164,730	20,999,870
61	Darien	10,899,185	11,778,170	16,441,210	21,045,010	26,704,640
62	Gower	15,227,650	16,000,140	16,346,210	16,967,090	19,096,910
63	Cass	4,855,410	5,086,585	5,494,080	5,610,420	5,925,670
66	Center Cass	6,106,660	6,275,495	7,170,860	8,795,060	11,363,930
68	Woodridge	17,231,740	20,406,790	28,517,810	35,122,700	43,607,730
69	Puffer-Hefty	13,578,196	14,295,383	15,734,703	16,136,410	16,663,013
70	Lisle	25,860,476	27,447,408	29,706,599	31,094,410	33,674,869
78	Naperville	78,897,868	85,634,316	102,981,758	111,035,440	124,244,823
90	Granger	10,264,517	10,529,258	14,292,816	16,251,487	20,206,161
180	Palisades	5,522,024	5,689,838	6,161,175	9,084,854	10,297,489
181	Hinsdale	112,816,865	115,246,829	116,844,748	119,440,446	124,144,948
182	Indian Plains	6,436,370	6,553,364	8,277,076	8,494,234	8,415,725
High School						
86	Hinsdale	183,614,958	191,615,634	203,378,281	219,476,912	239,773,841
99	Downers Grove	170,376,575	179,958,205	195,487,019	214,388,530	242,667,769
107	Naperville	102,834,610	110,438,993	135,223,410	145,870,951	164,592,784
109	Lisle	25,860,476	27,447,408	29,706,599	31,094,410	33,674,869

TABLE 6. ASSESSED VALUATION PER AVERAGE ATTENDANCE OF SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	JUNE-67	JUNE-68	JUNE-69	JUNE-70
Elementary					
53	Butler	\$ 84,146	\$ 75,645	\$ 70,432	\$ 70,829
57	Westmont	27,139	27,028	24,065	25,989
58	Downers Grove	25,764	24,815	24,701	25,920
60	Maercker	24,074	23,427	23,014	25,880
61	Darien	12,268	13,933	13,953	15,481
62	Gower	22,508	22,740	23,376	26,411
63	Cass	31,046	31,337	27,595	26,460
66	Center Cass	23,515	21,279	19,431	19,488
68	Woodridge	14,406	15,793	14,187	14,945
69	Puffer-Hefty	27,721	28,466	28,357	31,352
70	Lisle	17,153	18,087	18,149	19,742
78	Naperville	22,056	24,606	28,498	25,713
90	Granger	46,959	56,116	55,173	65,282
180	Palisades	20,193	19,515	19,867	21,056
181	Hinsdale	35,580	36,145	35,919	39,077
182	Indian Plains	47,747	56,130	50,137	48,018
High School					
86	Hinsdale	64,948	63,381	63,301	66,608
99	Downers Grove	55,428	57,753	56,030	58,114
107	Naperville	59,295	64,361	61,833	66,973
109	Lisle	58,006	60,701	57,279	54,768

average pupil attendance. Granger and Darien experienced the most significant increases with thirty-nine and twenty-six percent respectively.

Tax Rates

Tax rates for the DuPage School Districts involved in the study for 1965 through 1970 are shown in Table 7 (page 50).⁴ Rate increases, some of them substantial, were the rule with all districts.

Local Property Tax Revenues

Table 8 (page 51) shows local school property tax revenue for each of the DuPage County School Districts included in the study.⁵ These amounts were derived by multiplying the rate by the assessed valuation for each of the districts and then deducting four percent (as is the practice of the DuPage County Clerk's Office) for collection costs. The revenues from this source, plus state aid, a small amount of federal aid, and minor miscellaneous revenues constitute the sources of funds for operation of the schools.

Revenue receipts from the property tax have increased substantially for each of the districts. It was shown previously that either or both tax rates and assessed valuations had increased for all of the districts, therefore it follows that receipts would also increase.

⁴Superintendent of DuPage County Educational Service Region, Directory of DuPage County Schools (Wheaton, Illinois, 1966-1971), p. 21.

⁵Ibid.

TABLE 7. TOTAL SCHOOL PROPERTY TAX RATE FOR SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1966	1967	1968	1969	1970
Elementary						
53	Butler	\$ 1.305	\$ 1.325	\$ 1.706	\$ 1.842	\$ 2.202
57	Westmont	1.845	1.849	1.896	2.132	2.144
58	Downers Grove	1.898	1.928	2.073	2.391	2.333
60	Maercker	2.148	2.084	2.096	2.360	2.536
61	Darien	2.057	2.105	2.070	2.342	2.366
62	Gower	1.892	2.070	2.258	2.300	2.382
63	Cass	1.621	1.669	1.847	1.853	2.398
66	Center Cass	1.859	2.160	2.097	2.333	2.462
68	Woodridge	1.908	2.006	1.944	2.144	2.350
69	Puffer-Hefty	2.027	1.970	1.925	2.059	2.009
70	Lisle	1.759	2.004	2.102	2.114	2.058
78	Naperville	1.998	2.207	2.290	2.460	2.245
90	Granger	1.339	1.574	1.503	1.692	1.832
180	Palisades	1.610	1.812	2.061	1.885	1.957
181	Hinsdale	1.729	1.761	1.847	2.045	2.188
182	Indian Plains	1.676	1.695	1.697	2.035	1.890
High School						
86	Hinsdale	1.453	1.484	1.558	1.821	2.003
99	Downers Grove	1.477	1.507	1.781	1.807	2.050
107	Naperville	1.475	1.483	1.986	2.122	2.055
109	Lisle	1.699	1.756	1.796	1.872	1.824

TABLE 8. LOCAL PROPERTY TAX REVENUE FOR SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1965	1966	1967	1968	1969	1970
Elementary							
53	Butler	\$ 174,005	\$ 220,518	\$ 257,961	\$ 400,035	\$ 510,414	\$ 746,882
57	Westmont	459,030	485,535	493,108	505,372	581,964	605,463
58	Downers Grove	2,021,721	2,096,758	2,204,988	2,468,291	3,048,720	3,263,473
60	Maercker	237,691	262,646	294,476	323,627	411,540	511,241
61	Darien	205,469	215,226	238,011	326,718	473,154	606,542
62	Gower	247,613	276,581	317,953	356,392	374,633	436,689
63	Cass	72,486	75,557	81,499	97,416	99,478	136,408
66	Center Cass	95,232	83,432	130,128	144,358	196,980	268,586
68	Woodridge	256,194	315,628	392,983	532,210	722,895	983,790
69	Puffer-Hefty	243,616	264,218	270,354	290,777	318,952	321,362
70	Lisle	426,254	436,688	528,043	599,454	631,029	665,280
78	Naperville	1,415,535	1,513,322	1,814,351	2,263,948	2,622,212	2,677,724
90	Granger	113,329	131,943	159,101	206,227	263,972	355,365
180	Palisades	74,600	85,347	98,975	121,902	164,399	193,458
181	Hinsdale	1,747,246	1,872,577	1,948,316	2,071,796	2,344,854	2,607,540
182	Indian Plains	97,005	103,557	106,646	134,843	165,943	152,694
High School							
86	Hinsdale	2,417,603	2,561,207	2,701,396	3,041,887	3,836,673	4,610,371
99	Downers Grove	1,966,935	2,415,801	2,603,491	3,342,358	3,718,997	4,775,701
107	Naperville	1,192,971	1,458,833	1,572,297	2,578,114	2,971,537	3,247,086
109	Lisle	408,877	421,793	462,696	512,188	558,797	589,646

State Support

The State of Illinois distributed funds to local school districts to supplement local property tax receipts and miscellaneous revenues. These funds are distributed on several bases, with the bulk derived from the Common School Fund. Monies from this fund are either distributed as a fixed amount per pupil, or as equalizing funds which are granted in inverse relationship to the assessed valuation per pupil of the district. Other state funds are distributed for such special purposes as pupil transportation, special and vocational education and driver training.

Table 9 (page 53) shows state aid (for all purposes) received by the DuPage County districts included in the study.⁶ It may be seen that state aid for most of the districts has increased significantly since 1967. Pupil enrollment increases and changes in the distribution formula accounted for the bulk of the gain in state funds.

Table 10 (page 54) shows total expenditures per pupil enrolled based on the per capita tuition charge from 1967-68 through 1970-71. Elementary pupil tuition charges in 1970-71 ranged from \$612 (Woodridge) to \$963 (Butler); high school tuition charges ranged from \$1,043 (Downers Grove) to \$1305 (Naperville). It is also interesting to note the increases experienced by each of the districts since 1966-67.⁷

Table 11 (page 55) shows total expenditures for each of the DuPage

⁶Superintendent for DuPage County Educational Service Region, Cost and Financial Resource Report, p. 3.

⁷Ibid.

TABLE 9. TOTAL STATE AID RECEIVED BY SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	JUNE-67	JUNE-68	JUNE-69	JUNE-70
Elementary					
53	Butler	\$ 12,438	\$ 23,730	\$ 26,183	\$ 42,317
57	Westmont	177,584	225,811	242,868	388,877
58	Downers Grove	864,637	1,131,597	1,311,638	1,779,011
60	Maercker	128,470	180,526	188,731	281,911
61	Darien	212,032	372,429	525,011	729,706
62	Gower	155,886	175,278	189,569	259,429
63	Cass	18,602	30,128	48,721	71,094
66	Center Cass	44,490	83,688	129,179	242,691
68	Woodridge	320,660	549,731	785,198	1,231,799
69	Puffer-Hefty	90,731	127,203	117,744	146,322
70	Lisle	411,416	523,608	551,114	784,368
78	Naperville	766,084	1,087,422	1,170,686	1,548,292
90	Granger	17,364	17,251	45,921	23,052
180	Palisades	51,052	65,568	159,118	200,987
181	Hinsdale	341,625	400,907	531,355	746,557
182	Indian Plains	18,972	10,696	14,642	16,366
High School					
86	Hinsdale	240,938	277,995	336,999	773,345
99	Downers Grove	314,844	323,403	417,105	1,033,885
107	Naperville	169,388	190,763	246,991	460,353
109	Lisle	55,963	73,345	74,599	192,942

TABLE 10. TOTAL EXPENDITURE PER PUPIL ENROLLED FOR SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1967-68	1968-69	1969-70	1970-71
Elementary					
53	Butler	\$ 997	\$ 943	\$ 974	\$ 963
57	Westmont	660	770	708	825
58	Downers Grove	589	656	700	823
60	Maercker	619	646	638	774
61	Darien	420	460	490	641
62	Gower	561	667	700	791
63	Cass	564	583	666	696
66	Center Cass	486	521	534	624
68	Woodridge	392	450	519	612
69	Puffer-Hefty	600	611	673	732
70	Lisle	483	557	610	740
78	Naperville	536	631	815	783
90	Granger	588	735	727	851
180	Palisades	483	479	567	696
181	Hinsdale	608	684	771	927
182	Indian Plains	831	654	644	751
High School					
86	Hinsdale	978	1035	1079	1206
99	Downers Grove	832	894	924	1043
107	Naperville	751	828	987	1305
109	Lisle	965	1013	1088	1172

Figures are based on the per capita tuition charge rounded to the nearest dollar.

TABLE 11. TOTAL EXPENDITURES OF SOUTHERN DUPAGE COUNTY SCHOOLS

DISTRICT NO.	NAME OF DISTRICT	1967-68	1968-69	1969-70	1970-71
Elementary					
53	Butler	\$ 240,254	\$ 304,581	\$ 399,315	\$ 480,350
57	Westmont	675,076	790,489	836,594	934,235
58	Downers Grove	2,725,608	3,276,870	3,766,941	4,626,595
60	Maercker	378,438	443,514	503,332	628,278
61	Darien	403,058	542,408	738,473	1,106,295
62	Gower	399,127	479,571	507,808	572,048
63	Cass	92,449	102,353	135,351	155,759
66	Center Cass	129,623	175,535	241,825	364,077
68	Woodridge	555,160	813,347	1,285,913	1,785,711
69	Puffer-Hefty	309,327	337,726	382,721	415,460
70	Lisle	733,390	914,419	1,044,838	1,261,612
78	Naperville	2,081,474	2,641,718	3,173,763	3,784,953
90	Granger	131,893	187,101	214,103	263,258
180	Palisades	136,115	151,318	259,171	340,409
181	Hinsdale	1,970,751	2,210,404	2,565,230	2,945,779
182	Indian Plains	114,036	96,435	109,115	131,586
High School					
86	Hinsdale	2,886,486	3,320,763	3,740,431	4,340,408
99	Downers Grove	2,700,573	3,025,261	3,536,490	4,355,017
107	Naperville	1,398,980	1,739,850	2,328,754	3,207,612
109	Lisle	456,701	495,843	590,852	720,646

Figures are based on the total allowance for tuition computation rounded to the nearest dollar.

County Districts for 1967-68 through 1970-71.⁸ A large portion of the increases can be attributed to enrollment increases, with inflation, expanded services, higher teacher salaries, and program improvements also contributing to rising cost levels.

Almost all school buildings in Illinois are financed by bonds issued by local districts. The amount of indebtedness permissible to dual districts by law is limited to six percent (five percent before September, 1971) of assessed valuation. Table 12 (page 57) shows the amount of bonds outstanding for each of the districts from 1965 through June of 1970.⁹ Most of the districts have experienced increases in the amount of bonds outstanding, and some of the increases were quite substantial. Total debt of the elementary districts as of June, 1970, was \$19,830,000; debt of the four high school districts was \$19,833,000. The extremely rapid enrollment growth has created the need for debt of these magnitudes. The enrollment projections contained in the preceding section of this report indicate that many more school facilities will need to be provided, and it is somewhat doubtful that all of the districts can meet their school construction needs without further changes by the state in the method of providing school building funds.

Table 13 (page 58) shows bonded debt for each district on a per pupil basis.¹⁰ Great variations exist in the amount of existing debt per pupil and in the remaining bonding capacity.

⁸Superintendent of DuPage County Educational Service Region. Cost and Financial Resource Report, p. 3.

⁹Ibid.

¹⁰Ibid.

TABLE 12. BONDS OUTSTANDING OF SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	6-30-67	6-30-68	6-30-69	6-30-70
Elementary					
53	Butler	\$ 545,000	\$ 510,000	\$1,170,000	\$1,125,000
57	Westmont	860,000	790,000	723,000	648,000
58	Downers Grove	3,930,000	4,740,000	4,450,000	4,125,000
60	Maercker	430,000	388,000	644,000	600,000
61	Darien	584,000	559,500	653,500	993,000
62	Gower	685,000	652,000	764,000	715,000
63	Cass	69,000	56,000	43,000	295,000
66	Center Cass	298,000	280,000	439,000	566,000
68	Woodridge	1,019,000	966,000	1,703,000	2,179,000
69	Puffer-Hefty	352,000	317,000	282,000	247,000
70	Lisle	1,074,000	1,032,000	989,000	946,000
78	Naperville	3,300,000	4,215,000	3,950,000	5,205,000
90	Granger	510,000	490,000	460,000	780,000
180	Palisades	88,000	284,000	273,000	261,000
181	Hinsdale	1,310,000	1,180,000	1,040,000	900,000
182	Indian Plains	288,000	275,000	260,000	245,000
High School					
86	Hinsdale	6,790,000	6,460,000	6,300,000	6,055,000
99	Downers Grove	5,180,000	4,850,000	6,965,000	6,595,000
107	Naperville	2,148,000	5,413,000	6,758,000	6,318,000
109	Lisle	1,080,000	1,030,000	975,000	915,000

Source: Cost and Financial Resources for DuPage County elementary and high school for years ending June 30, 1967, 1968, 1969, 1970, DuPage County Superintendent of Schools.

TABLE 13. BONDED DEBT PER PUPIL ENROLLED,
SOUTHERN DUPAGE COUNTY SCHOOLS

DISTRICT	NUMBER ENROLLED* 1970-71	BONDED DEBT PER PUPIL* 6-30-70
Elementary		
53	570	\$1,974
57	1,330	487
58	6,200	665
60	905	663
61	2,130	466
62	835	856
63	330	894
66	730	775
68	3,575	610
69	650	380
70	1,780	531
78	5,455	954
90	350	2,229
180	620	421
181	3,440	262
182	160	1,531
High School		
86	3,970	1,525
99	4,710	1,400
107	2,735	2,310
109	720	1,271

*Rounded

Table 14 (page 59) shows the amount of bonding power available to each school district based upon the 1970 assessed valuation and the debt outstanding on June 30, 1970.¹¹

¹¹Superintendent of DuPage County Educational Service Region. Cost and Financial Resource Report, p. 8.

TABLE 14. BONDING LEEWAY OF SOUTHERN DUPAGE COUNTY SCHOOL DISTRICTS

DISTRICT NO.	NAME OF DISTRICT	LATEST ASSESSED VALUATION 1970	BONDING POTENTIAL (6% of A.V.)	BONDS OUTSTANDING 6-30-70	BOND LEEWAY
Elementary					
53	Butler	\$ 35,331,980	\$ 2,119,919	\$ 1,125,000	\$ 994,919
57	Westmont	29,417,124	1,765,027	648,000	1,117,027
58	Downers Grove	145,716,823	8,743,009	4,125,000	4,618,009
60	Maercker	20,999,870	1,259,992	600,000	659,992
61	Darien	26,704,640	1,602,278	993,000	609,278
62	Gower	19,096,910	1,145,815	715,000	430,815
63	Cass	5,925,670	355,540	295,000	60,540
66	Center Cass	11,363,930	681,836	566,000	115,836
68	Woodridge	43,607,730	2,616,464	2,179,000	437,464
69	Puffer-Hefty	16,663,013	999,781	247,000	752,781
70	Lisle	33,674,869	2,020,492	946,000	1,074,492
78	Naperville	124,244,823	7,454,689	5,205,000	2,249,689
90	Granger	20,206,161	1,212,370	780,000	432,370
180	Palisades	10,297,489	617,849	261,000	356,849
181	Hinsdale	124,144,948	7,448,697	900,000	6,548,697
182	Indian Plains	8,415,725	504,944	245,000	259,944
High School					
86	Hinsdale	239,773,841	14,386,430	6,055,000	8,331,430
99	Downers Grove	242,667,769	14,560,066	6,595,000	7,965,066
107	Naperville	164,592,784	9,875,567	6,318,000	3,557,567
109	Lisle	33,674,869	2,020,492	915,000	1,105,492

The wealthier districts and those which have not experienced rapid enrollment increases appear to still have the capability of financing additional school facilities. Several of the districts, however, could afford to do little with respect to providing additional construction.

The barrier to the formation of unit districts has been removed as the result of legislation enacted by the Illinois General Assembly in 1971 raising the bonded power limitation from five to twelve percent. Under the old law, dual districts had twice the bonding power of unit districts. Separate elementary and high school districts could have a combined bonded debt of ten percent of their assessed valuation for school building construction purposes, whereby the unit district still had a bonding power limitation of five percent.

The formulas for distributing state funds significantly favor unit districts except where the valuation per pupil is extremely high.¹² The qualifying rate in a unit district is 1.08; for dual districts taxpayers must levy \$1.74 to qualify for state funds. This difference almost always produces more state funds for unit districts, except where the assessed valuation per pupil is extremely high.

The existing system for distributing state funds does not take into enough consideration the fact that high school programs usually cost significantly more than elementary programs. The only break given to the high school districts is that the flat grant per pupil is \$60.00 compared to \$48.00 for elementary districts.

¹²Superintendent of Public Instruction. Annual Claim for State Aid. (Springfield, Illinois, August, 1971), p. 5.

The simplest example in Southern DuPage County to show the favorable aspects of state aid for unit districts is to assume that the Lisle elementary and high school districts (which have coterminous boundaries) were to merge. The computation for the dual system and for the unit district, using the existing state aid formula, are as follows:

The 1970 assessed valuation was \$33,907,036. The qualifying rate of 87 cents for the elementary district would raise \$294,991, and the same qualifying rate for the high school district yields an identical amount. The elementary ADA was estimated at 2,143, and this number times \$520 (the state foundation level per child) equals \$1,114,360. Subtraction of the yield of the qualifying rate gives the elementary district an entitlement of \$819,369.

For the high school district, the number of pupils (ADA) was estimated at 680. This number times \$520 is \$353,600, which is more than the proceeds of the qualifying rate. Therefore, the flat grant entitlement of \$60.00 times 680 equals \$40,800, which is the high school district's claim. The two districts together receive \$860,169.

The unit district claim would be computed using the qualifying rate of \$1.08 which would yield \$366,195. The number of pupils in ADA (2,823) times \$520 would be \$1,467,960, and subtraction of the local share would yield \$1,101,765. Therefore, the citizens of Lisle would benefit to the extent of \$241,596 more from the state, or an increase of about twenty-eight percent if a unit district were in existence. Any combination of the existing districts into unit districts, (with declining wealth per pupil as their prospect) would likely be advantageous to the taxpayers.

Projection of Financial Data

It is extremely difficult to project financial data of rapidly growing school districts with any degree of certainty. Relatively reliable projections of assessed valuation, operating costs, capital needs, tax rates, etc., can be made for a district for two or three years in the future, but the more remote the year, the greater is the chance for projecting error. In spite of the hazards involved in this type of forecasting, it is necessary that "educated guesses" of future fiscal conditions be made in order to facilitate planning. This following data will include projections of certain financial data through 1975.

The taxable wealth of the district is of utmost importance, and it is most difficult to anticipate. Assessment practices may change, present and contemplated land usage patterns may be difficult or easy to obtain, etc. The number of variables to be considered, and the fact that they may be operative in different directions present significant barriers to the forecaster.

Several methods were used to project the assessed valuation for each of the DuPage County Districts included in this study. County assessment officials suggested that the trend experienced in the last few years would be likely to continue, and this method of projecting was used as a starting point.¹³ A widely used projection method is to determine the amount of assessed valuation accompanying the pupil population growth in the last few years, and applying the derived factor to

¹³DuPage County Assessor's Office, Wheaton, Illinois.

the projected enrollments. This technique yielded a second set of projections.¹⁴

A third method was based upon the assumption that the assessed valuation per average pupil attendance for each district would decline slightly by 1975, and the 1970 assessed valuation per average pupil attendance was used with no increase and then multiplied by the projected enrollment to obtain still another series of projections. The fourth series was developed by projecting the average annual dollar gain in assessed valuation from 1966 through 1970 to the 1970 basis.¹⁵

The four series of projections are shown in Table 15 (page 64). It can be readily seen that great variations in the 1975 wealth result from application of the different techniques, each of which is a defensible method. The variations were greater for the "exploding" areas, and were much less for the districts which were approaching full development of available land.¹⁶

For planning purposes, an estimate of the 1975 assessed valuation for each district was derived from the four series of projections. The estimates represent only reasonably educated guesses. Table 16 (page 65) shows the estimated total assessed valuation and the estimated valuation per pupil for 1975. These estimated tables will be used in the remainder of this study.

¹⁴Fredrick Burnham, Executive Vice President, Illinois School Consulting Service, private interview held during meeting at Naperville, Illinois, August, 1971.

¹⁵Ibid.

¹⁶Ibid.

TABLE 15. PROJECTED ASSESSED VALUATION (1975) FOR SOUTHERN DUPAGE COUNTY
ELEMENTARY SCHOOL DISTRICTS - FOUR DIFFERENT PROJECTING METHODS

DISTRICT	SERIES 1	SERIES 2	SERIES 3	SERIES 4
53	\$ 84,224,373	\$ 65,435,750	\$ 83,224,075	\$ 65,435,882
57	32,117,615	40,221,895	42,751,905	32,690,838
58	197,329,721	218,377,550	216,432,000	198,886,549
60	36,081,976	48,347,200	43,349,000	33,561,308
61	98,374,552	87,616,950	61,536,975	56,557,580
62	24,884,228	41,405,845	32,617,585	25,290,452
63	7,423,679	13,522,600	17,199,000	7,603,840
66	28,899,041	41,075,700	44,822,400	21,540,800
68	145,364,187	99,050,875	93,779,875	90,009,612
69	20,875,422	34,523,865	19,281,480	21,398,273
70	45,602,507	51,984,780	42,050,460	46,129,789
78	220,688,480	262,650,600	208,275,300	201,465,837
90	56,153,931	86,749,600	52,225,600	39,559,965
180	25,949,672	26,803,200	25,267,200	19,512,793
181	137,484,322	168,120,425	145,561,825	141,941,188
182	12,280,226	20,318,760	20,167,560	12,140,447
High School				
86	337,181,963	359,293,320	345,695,520	336,090,257
99	384,931,748	508,123,704	472,118,136	368,086,897
107	305,327,844	412,822,956	343,035,706	272,900,368
109	48,254,404	45,843,084	50,277,024	46,129,789

Series 1 - Based upon percentage gain in assessed valuation, 1966-70; then multiplied until 1975.

Series 2 - Based upon gain in assessed valuation per average pupil attendance 1967-70, applied then to projected enrollment using median enrollment estimates from Table 3.

Series 3 - Based upon 1970 assessed valuation per average pupil attendance, figuring no change and applied to projected enrollment (median) - (1970 assessed valuation per ADA x projected enrollment).

Series 4 - Based upon average dollar gain in assessed valuation 1966-70, applied to 1970 base (1970 A.V. - 1966 A.V.) ÷ (4) x 6 (1970-1975) x (1970).

TABLE 16. ESTIMATED ASSESSED VALUATION OF ELEMENTARY AND HIGH SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY, FOR PLANNING PURPOSES

DISTRICT NO.	ESTIMATED 1975 TOTAL ASSESSED VALUATION*	ESTIMATED 1975 ASSESSED VALUATION PER PUPIL (AVERAGE ATTENDANCE)**
Elementary		
53	\$ 75,000,000	\$ 63,830
57	37,000,000	22,492
58	208,000,000	24,910
60	40,000,000	23,881
61	76,000,000	19,119
62	31,000,000	25,101
63	11,000,000	16,923
66	34,000,000	14,783
68	107,000,000	17,052
69	24,000,000	26,230
70	46,000,000	21,596
78	223,000,000	27,531
90	59,000,000	73,750
180	24,000,000	20,000
181	148,000,000	39,732
182	16,000,000	38,095
High School		
86	345,000,000	65,511
99	433,000,000	53,299
107	334,000,000	65,209
109	48,000,000	52,288

*The 4 series were added together and divided by 4 and rounded to nearest million for the elementary districts.

**Based upon median enrollment estimates.

Projected Expenditures

In the section on expenditure levels, it was pointed out that there is a wide range among the school districts with respect to cost levels. There is considerable evidence across the country that school districts are much like individual households in that the amount of resources available greatly influences the spending levels in spite of similar salary schedules and the like.

It is unlikely that District #53 will continue to spend more than three times as much per pupil as does District #68; but it is reasonable to assume that each of the districts will increase per pupil spending if resources are available.

Changes in the method of distributing state funds, which are now gaining impetus through recent court decisions, would likely be of more benefit to the poorer districts.¹⁷ These changes should enable them to provide desirable services and programs which would cause expenditures to rise. The timing and extent of such changes cannot now be predicted (some changes have already been made), but the assumption is made for the purpose of this study that expenditures of each district will increase at about seven percent annually. The seven percent figure, perhaps conservative, is derived from the average per pupil expenditure for all of the elementary districts for the period from 1966-67 through 1969-70, when total costs increased from \$588.56 to \$764.31, or at about 7.47 percent per year.

For the high school districts, the expenditures are projected to

¹⁷Harvard Educational Review, Volume Forty-one, Number 4 (November 1971), John E. Serrano Versus Ivy Baker Priest, et al, Treasurer of the State of California, p. 506.

increase at about eight percent annually while the actual average annual increase from 1966-67 to 1969-70 was 8.5 percent - costs averaged \$881.50 in 1966-67 and were \$1,181.50 per pupil in 1969-70.

These projections, which may be conservative, would place average total costs per pupil at \$1,250 for elementary districts and at \$1,636 for high school districts. Merger of the districts into any of several possible combinations would undoubtedly affect spending patterns--the smaller districts could become more efficient but possible savings might be offset by expansion of programs.

Table 17 (page 69) shows projections of 1975 costs. Elementary costs were projected to increase by 7 percent per year; high school costs were estimated to increase by 8 percent annually.

Projection of State Support and Local Tax Rates

It is impossible to predict the actions of future Illinois legislatures with respect to amount and the nature of distribution formulas of state support. The present formulas for distributing funds are weighed heavily in favor of unit districts and discriminate against high school districts in the dual district situation prevalent in DuPage County.

A very crude estimate of state support for 1975 was developed for each of the districts. An assumed foundation program in the amount of \$750 per pupil was used, and the local qualifying rate was assumed to be \$1.25 per \$100. Flat grants were set at \$100 per elementary pupil and at \$150 for high school pupils for districts who were too wealthy to qualify for state aid under the assumed formula. The assumed 1975

figure was then multiplied by the median anticipated enrollment for each district. It must be recognized that this kind of projection could prove to be accurate for any of the districts only by mere chance, but it can help illustrate the future problem of raising sufficient revenues even if the level of state support is drastically increased. Table 18 (page 70) shows projected total expenditures, projected state aid, and required local tax rates to raise the required local revenues.

Classroom Needs and Bonding Power

Of great concern to rapidly developing school districts is the extent to which needed classrooms can be provided. Since Illinois has generally left school construction financing to the local school districts, the amount of assessed valuation and the bonding power (changed from five percent debt limit to six percent in September, 1971) together with the anticipated number of pupils are the determinants of ability to build schools.

For the purposes of this study, it was assumed in Table 19 (page 71) that all school districts at present had a sufficient school plant to house the existing enrollments. The number of additional classrooms needed by 1975 was computed, cost estimates were made, and unencumbered bonding power as of June 30, 1970, plus additional bonding power resulting from assessed valuation growth was determined. Elementary classrooms were estimated to cost \$56,000 each by 1975; high school teaching stations were estimated at \$84,000 each.¹⁷ The actual cost will, of

¹⁷Fields, Goldman and MaGee, Architects and Engineers, Joliet and Mt. Vernon, Illinois, private interview held October, 1971.

TABLE 17. PROJECTED 1975 PER PUPIL TOTAL EXPENDITURES AND PROJECTED
TOTAL EXPENDITURES FOR SOUTHERN DUPAGE COUNTY SCHOOLS

DISTRICT NO.	PROJECTED TOTAL PER PUPIL COST*	MEDIAN ENROLLMENT	PROJECTED TOTAL EXPENDITURES
Elementary			
53	\$ 1,350	1,175	\$ 1,586,250
57	1,158	1,645	1,904,910
58	1,156	8,350	9,652,600
60	1,085	1,675	1,817,375
61	899	3,975	3,573,525
62	1,109	1,235	1,369,615
63	977	650	635,050
66	876	2,300	2,014,800
68	859	6,275	5,390,225
69	1,027	915	939,705
70	1,110	2,130	2,364,300
78	1,099	8,100	8,901,900
90	1,194	800	955,200
180	977	1,200	1,172,400
181	1,301	3,725	4,846,225
182	1,053	420	442,260
High School			
86	1,770	5,190	9,186,300
99	1,531	8,124	12,437,844
107	1,918	5,122	9,823,996
109	1,722	918	1,580,796

*Based upon findings in Table 10.

TABLE 18. 1975 PROJECTED TOTAL EXPENDITURES, ASSUMED STATE AID, REQUIRED LOCAL REVENUES, ESTIMATED ASSESSED VALUATION, AND ESTIMATED LOCAL PROPERTY TAX RATE FOR SOUTHERN DUPAGE COUNTY SCHOOL DISTRICTS

DISTRICT NO.	PROJECTED TOTAL	ASSUMED STATE AID	REQUIRED LOCAL REVENUE	ESTIMATED ASSESSED VALUATION	ESTIMATED LOCAL PROPERTY TAX RATES
Elementary					
53	\$ 1,586,250	\$ 117,500	\$ 1,468,750	\$ 75,000,000	\$ 1.95
57	1,904,910	771,250	1,133,660	37,000,000	3.06
58	9,652,600	3,662,500	5,990,100	208,000,000	2.87
60	1,817,375	756,250	1,061,125	40,000,000	2.87
61	3,573,525	2,031,250	1,542,275	76,000,000	2.02
62	1,369,615	538,750	830,865	31,000,000	2.68
63	635,050	350,000	285,050	11,000,000	2.59
66	2,014,800	1,300,000	714,800	34,000,000	2.10
68	5,390,225	3,368,750	2,021,475	107,000,000	1.88
69	939,705	386,250	553,455	24,000,000	2.30
70	2,364,300	1,022,500	1,341,800	46,000,000	2.91
78	8,901,900	3,287,500	5,614,400	223,000,000	2.51
90	955,200	80,000	875,200	59,000,000	1.48
180	1,172,400	600,000	572,400	24,000,000	2.38
181	4,846,225	943,750	3,902,475	148,000,000	2.63
182	442,260	115,000	327,260	16,000,000	2.04
High School					
86	9,186,300	778,500	8,407,800	345,000,000	2.43
99	12,437,844	1,218,600	11,219,244	433,000,000	2.50
107	9,823,996	768,300	9,055,696	334,000,000	2.71
109	1,580,796	137,700	1,443,096	48,000,000	3.00

TABLE 19. ESTIMATED CLASSROOM NEEDS, ESTIMATED COSTS, AND ESTIMATED BONDING POWER AVAILABLE FOR SOUTHERN DUPAGE COUNTY SCHOOLS, 1975

DISTRICT NO.	ESTIMATED ENROLLMENT GAIN (1)	ESTIMATED ADDITIONAL CLASSROOMS NEEDED (2)	ESTIMATED COST (3)	BONDING POWER AVAILABLE (4)
Elementary				
53	603	22	\$ 1,232,000	\$ 879,607
57	318	11	616,000	1,277,829
58	2,154	77	4,312,000	6,897,831
60	771	28	1,568,000	1,590,001
61	1,848	66	3,696,000	3,299,954
62	402	14	784,000	954,031
63	323	12	672,000	305,744
66	1,573	56	3,136,000	1,360,361
68	2,701	96	5,376,000	3,804,923
69	267	10	560,000	1,026,370
70	350	13	728,000	1,477,251
78	2,647	95	5,320,000	6,932,552
90	450	16	896,000	2,557,938
180	578	21	1,176,000	1,076,025
181	289	10	560,000	6,738,550
182	262	9	504,000	630,843
High School				
86	1,220	61	5,124,000	12,247,262
99	3,416	173	14,364,000	16,958,322
107	2,387	119	9,996,000	12,076,072
109	202	10	840,000	1,628,251

(1) Median estimated (median estimate for 1975 minus the enrollment for 1970-71).

(2) At 28 pupils per room for elementary, 20 pupils per station in high schools.

(3) At \$56,000 per classroom by 1975 for elementary facilities; \$84,000 per teaching station for high schools.

(4) Sum of remaining bonding power (leeway from Table 13) plus 6 percent of estimated assessed valuation increase.

course, depend upon many factors, such as the actual construction date, the type of facility, whether additions or totally new facilities, etc.

Table 19 (page 71), constructed using a multitude of assumptions which may or may not be valid by 1975, shows that some of the districts can easily meet classroom needs while others cannot.

It must be recognized that some of the classrooms will need to be added prior to 1975, but projected valuations (and debt limits) will also probably not be reached until that date. The rate of repayment of existing issues for each district will also need to be examined carefully to enable specific planning for financing of additional school facilities for the DuPage County school districts included in this study.

CHAPTER V

ALTERNATIVES FOR ACTION

One of the principal factors motivating this survey was the supposition that there was a more efficient and effective manner of district organization which should be considered. Before identifying possible alternatives it would be well to review those factors prompting a basis for concern.

The Need for Action

There are several cogent reasons why the present district boundaries need to be adjusted. In spite of the fact that these are obvious factors for change, there is a tendency to perpetuate existing practices as long as they become routinized in the educational way of life. Such an existence, however comfortable it may be, does little to accommodate needed change in function or structure. Following are cited some of the factors which should provoke more than casual concern in terms of pondering how school district organization might be more effective.

1. The consideration of Defensible Criteria for School District Organization.¹

The initial question must be in terms of the characteristics of a school district capable of providing the program and

¹The State Department of Education, Guidelines for School District Organization (Lincoln, Nebraska, July 1968).

services for the range of pupil needs to be served. Much has been written and said on this point and the most commonly agreed upon bench marks are related below.

- a. A school district must be capable of providing equitable educational opportunities for all. To do so means the ability to accommodate differences in individual needs, interests and capacities.
- b. All programs and services should be adequately coordinated vertically and horizontally. To do so school districts should embrace a continuous program from the pre-school level through the twelfth grade.
- c. A district should be of sufficient size to assure maximum return on the dollar invested and have within its boundaries a sufficient population to make possible a breadth and depth of programs and services.
- d. A school district should be of sufficient geographical proportion to accommodate economic or population shifts within the area.
- e. Material resources should be sufficient to provide an adequate educational program for all children.
- f. The school district should be structured in terms of time/distance factors, transportation, concentrations of people, responsiveness to people and peculiar demographic features of the area.

When one views defensible criteria for school district organization, whatever the level of agreement, there are some obvious concerns when

viewed in terms of this study.²

1. Articulation and Coordination

In spite of the best intentions and attempts to satisfy the needs of articulation between districts, there are inevitable problems when elementary and secondary districts are administered separately. Elementary districts can be virtually oblivious to the secondary district in terms of programs and services provided, willingness to cooperate on curricular modification, experimental programs, assessment efforts or communication needs. This is further compounded with five elementary districts which are divided by two or more secondary school districts. Although relationships are generally good between elementary and secondary districts, it was quite apparent that the really overt interest on the part of some secondary districts was most evident at the time of a forthcoming referendum.

2. Number of Pupils

There is no particular magic about quantity, but increasingly there is evidence that size has more to do with providing an adequate program than does wealth. In fact, recent findings have shown a significant relationship between size and: per pupil cost, pupil achievement, program breadth and quality, teacher preparation and certification, supporting educational

²The State Department of Education, Guidelines for School District Organization (Lincoln, Nebraska, July 1968).

services and educational leadership.³ Obviously, the concern of some of districts being too large is well founded. Needless to say, even the most liberal projections don't pull any of the districts in the survey area in that category. In fact, no combination of districts falls into this arena of concern. The point is that a range in enrollment from less than 200 to over 5,000 is a disparity of significant proportion.

3. Discrepancy in Wealth

Based upon the 1970 assessed valuation and 1969-70 enrollments, the wealthiest elementary district (Butler, #53) has nearly five times (using Table 6) the per pupil wealth of the poorest district (Woodridge, #68). This discrepancy enabled Butler to spend about \$963 per pupil compared to the \$612 figure for Woodridge. The size of the tax base has important implications for school construction, since local bonding power (based upon assessed valuation) provides most of the funds for school building purposes. This is of great importance in a rapidly developing area such as DuPage County, Illinois, since assessments usually lag behind enrollment increases. It was shown previously that several of the school districts had virtually exhausted their bonding power, while other districts still had considerable bonding leeway.

While mergers cannot create taxable wealth, they can equalize

³Task Force on Education, Education for the Future of Illinois (State of Illinois, December 1966), p. 195.

the resources available so that all children in the area have a fighting chance to obtain a quality educational program.

4. Inequities in the Educational Program

A cursory inspection reveals dramatic inequities in terms of the breadth and depth of the educational programs in the survey area. The range is all the way from complete absence to comprehensive in terms of curriculum specialists, personnel services, programs for special students, administrative and supervisory personnel, utilization of community resources, and latitude in offerings. These inequities are more discernable at the elementary than in the secondary schools. Financial resources do have much to do with the kind of educational offerings made available, yet such resources are not always translated into program development nor in terms of efficient use of the dollar expenditure.

5. The Determination of School District Boundaries

As long as the determination of district boundaries is a prerogative of local determination, the matter of equity of educational opportunity will not be realized, or will at best be incidental to motives prompting citizen efforts to modify district boundaries. The school district must be considered as a subdivision of the state and its dimensions are subject to action by the state. Such a concept of boundary determination is consistent with the belief that education is a function of the state.

Options to be Considered

There are a multitude of options which might be considered in establishing district boundaries in southern DuPage County, Illinois. The possibilities fall into four basic patterns.

First, maintain present boundaries and programs as presently constituted with realization of modest changes as is presently the case.

Second, development of a systematic and comprehensive program of cooperative services on a voluntary basis for those districts willing to strengthen their programs and services in this manner.

Third, create an intermediate or area educational service agency to provide services not possible without a sizeable population base.

Fourth, create new administrative units by consolidation of present elementary and/or secondary districts. This may result in formation of dual and/or unit districts.

The following options are predicated on the fourth consideration related above - namely, creation of new administrative units. Some of the remaining alternatives to be considered will be referred to later in the final chapter of this study dealing with CONCLUSIONS and RECOMMENDATIONS.

All of the following proposed administrative units are the result of combinations of existing districts. On the basis of inspection and analysis of the various geographical configurations of the present districts, one could easily suggest a number of other defensible alignments. To do so, however, would necessitate computing proportionate enrollment and financial data, which is a major task of some proportion in itself. If the options related provoke serious consideration and minor boundary

adjustments are appropriate, such computation can more reasonably be made.

Some financial data for the optional forms of school district organization is included in this Chapter of the study. It must be recognized that these data were computed primarily on the basis of the 1970 assessed valuation; therefore all of the data are subject to modification once more recent valuations become available. For planning purposes, however, the fiscal data included should suffice; it is doubtful that any changes of great magnitude have occurred which would significantly alter the relative ability of the school districts.

As mentioned previously, 1970 assessed valuations were used to compute the total taxable wealth of the proposed school districts. Enrollments in grades K-12 for 1970-71 were used to compute a comparable measure of wealth per pupil. Debt ratios were calculated using 1970 assessed valuation and bonded debt outstanding as of June 30, 1970. Debt ratios will change as bond retirements occur, new issues are floated, and as valuations increase or decrease. The debt of the proposed high school districts was computed by allocating the existing debt of the present high school districts to the present elementary districts on the basis of assessed valuations.

Financial data for District 40-C of Will County, Illinois, was not included in this study except in instances where the present assessed valuation of District #107 was stated. This omission is not regarded as serious, but data on enrollment, wealth, debt, etc., would have to be added to obtain precise information for any proposed unit which would include District 40-C.

No 1975 financial projections were included in this section of the report, but these projections could be developed by referring to previous sections of this study when decisions are made regarding future patterns of district organization. The same situation pertains to computations of state aid; future actions of the Illinois legislature will undoubtedly alter the present distribution scheme. However, a rough guide to state aid entitlements under the dual or unit organization plan is given in another section of this report.

OPTION I

This option creates five districts in southern DuPage County:

K-8 (1970-71)

A. Districts 53, 57, 60, 181 - - - - -	6,239
B. Districts 61, 62, 63, 66, 180 - - - - -	4,636
C. Districts 58, 69 - - - - -	6,844
D. Districts 68, 70 - - - - -	5,354
E. Districts 40-C, 78, 90, 182 - - - - -	6,177

Financial Data

Proposed District	1970 Total Assessed Valuation	1970 Assessed Valuation Per Pupil	1970 Bonded Debt	Ratio Debt Assessed Valuation
A. Elementary	\$209,893,922	\$33,642	\$3,273,000	1.55%
High School	209,893,922	80,419	3,753,468	1.79%
Unit	209,893,922	23,720	7,026,468	3.34%
B. Elementary	73,388,639	15,830	2,830,000	3.85%
High School	73,388,639	60,552	2,301,496	3.13%
Unit	73,388,639	12,549	5,131,496	6.99%
C. Elementary	162,379,836	23,725	4,372,000	2.69%
High School	162,379,836	61,299	5,195,000	3.19%
Unit	162,379,836	17,105	9,567,000	5.89%
D. Elementary	77,282,599	14,435	3,125,000	4.04%
High School	77,282,599	45,036	2,315,000	2.99%
Unit	77,282,599	10,931	5,440,000	7.03%
E. Elementary	152,886,709	24,748	6,230,000	4.07%
High School	152,886,709	68,550	6,318,000	4.13%
Unit	152,886,709	18,183	12,548,000	8.20%

Figures computed from data in Tables 5, 6, and 12 in Chapter IV.

All maps included in this section of the study were furnished by J and M Printers, Joliet, Illinois. All enrollment statistics were taken from Table 4 of this study, page 42.

OPTION I

PROPOSED DISTRICT A

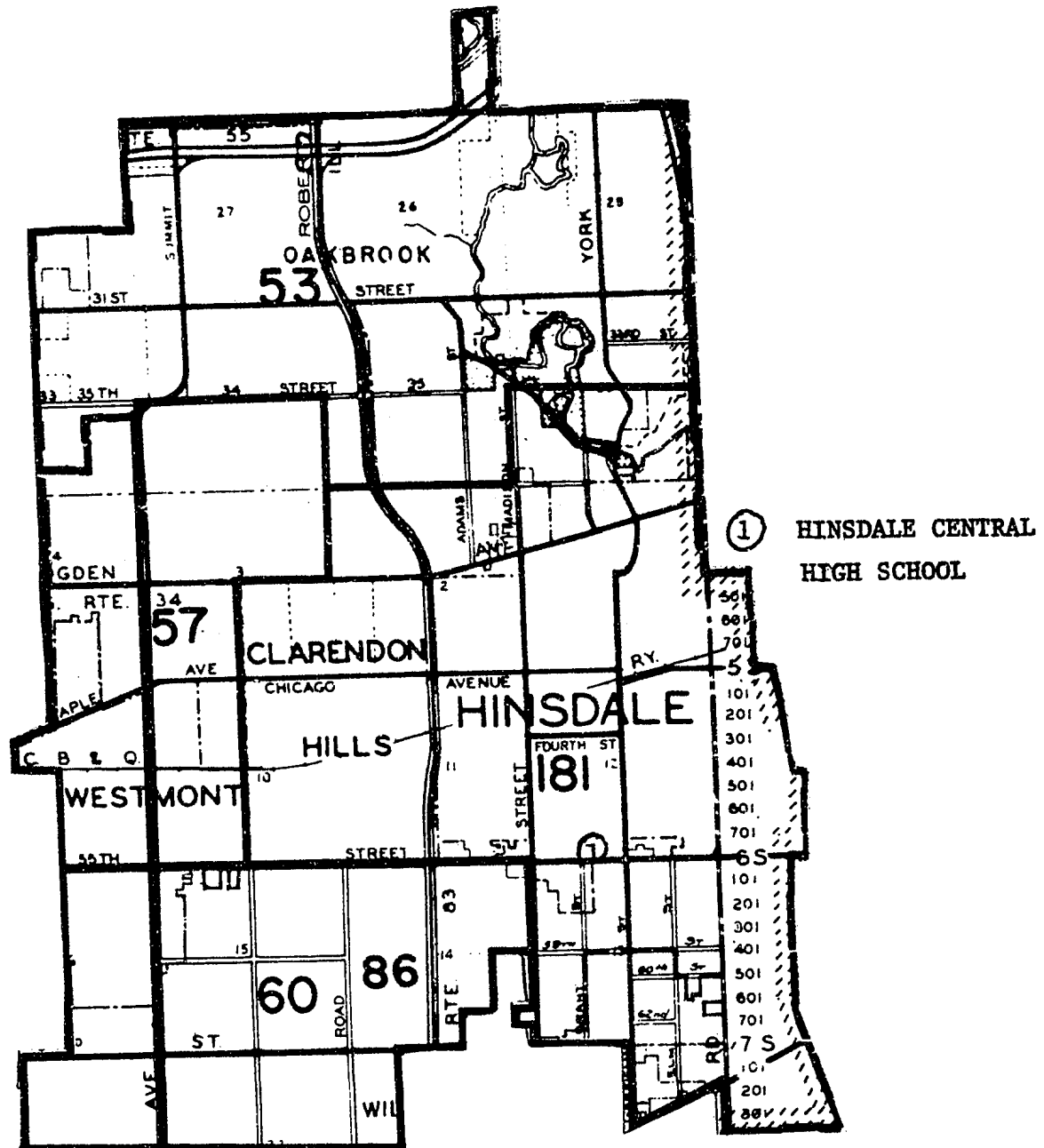


FIGURE 1

ENROLLMENT

	Present (1970-71)	Projected
K-8	6,239	8,625
9-12	2,610	3,523
TOTAL	8,849	12,148

PROPOSED DISTRICT B

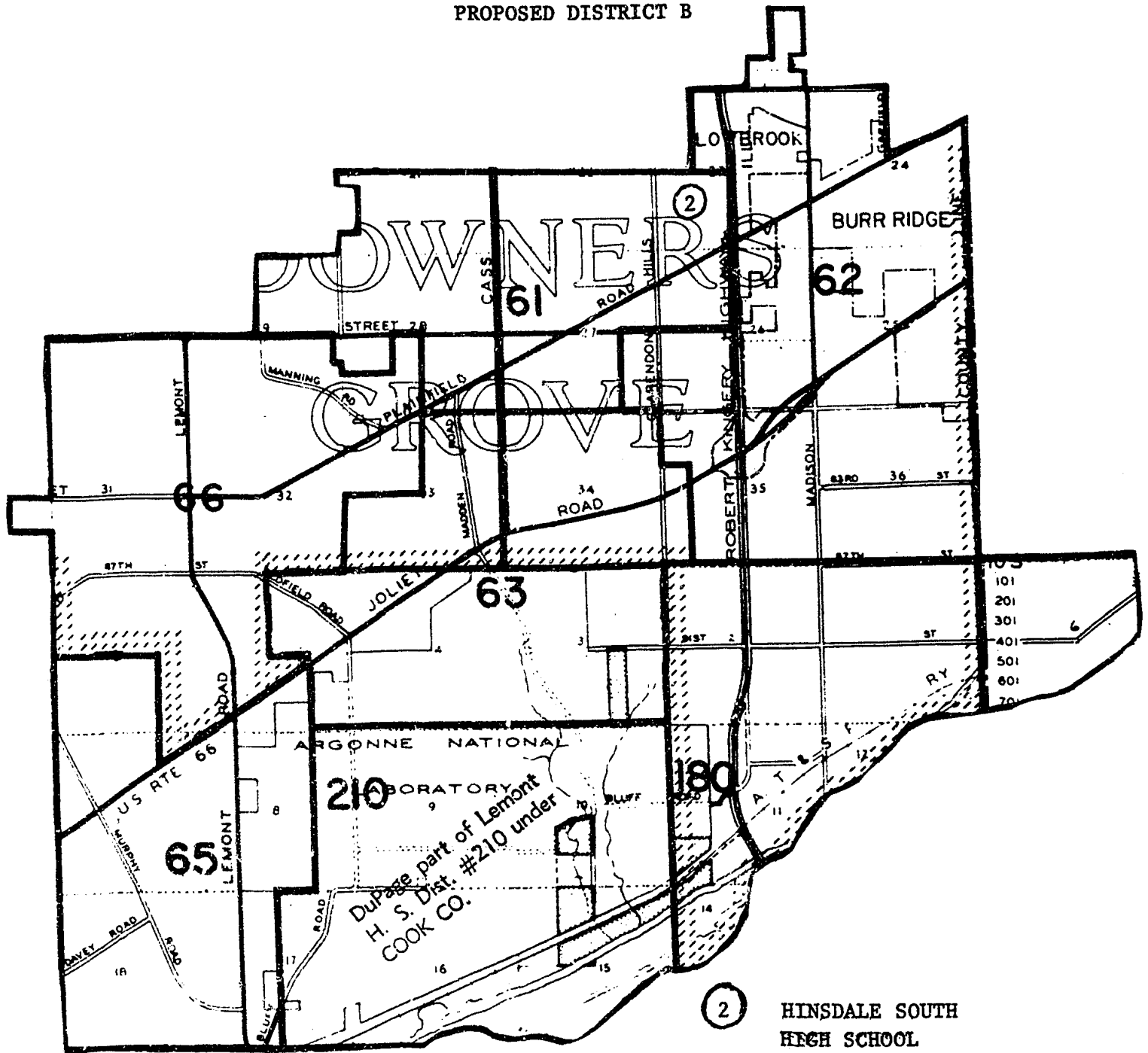
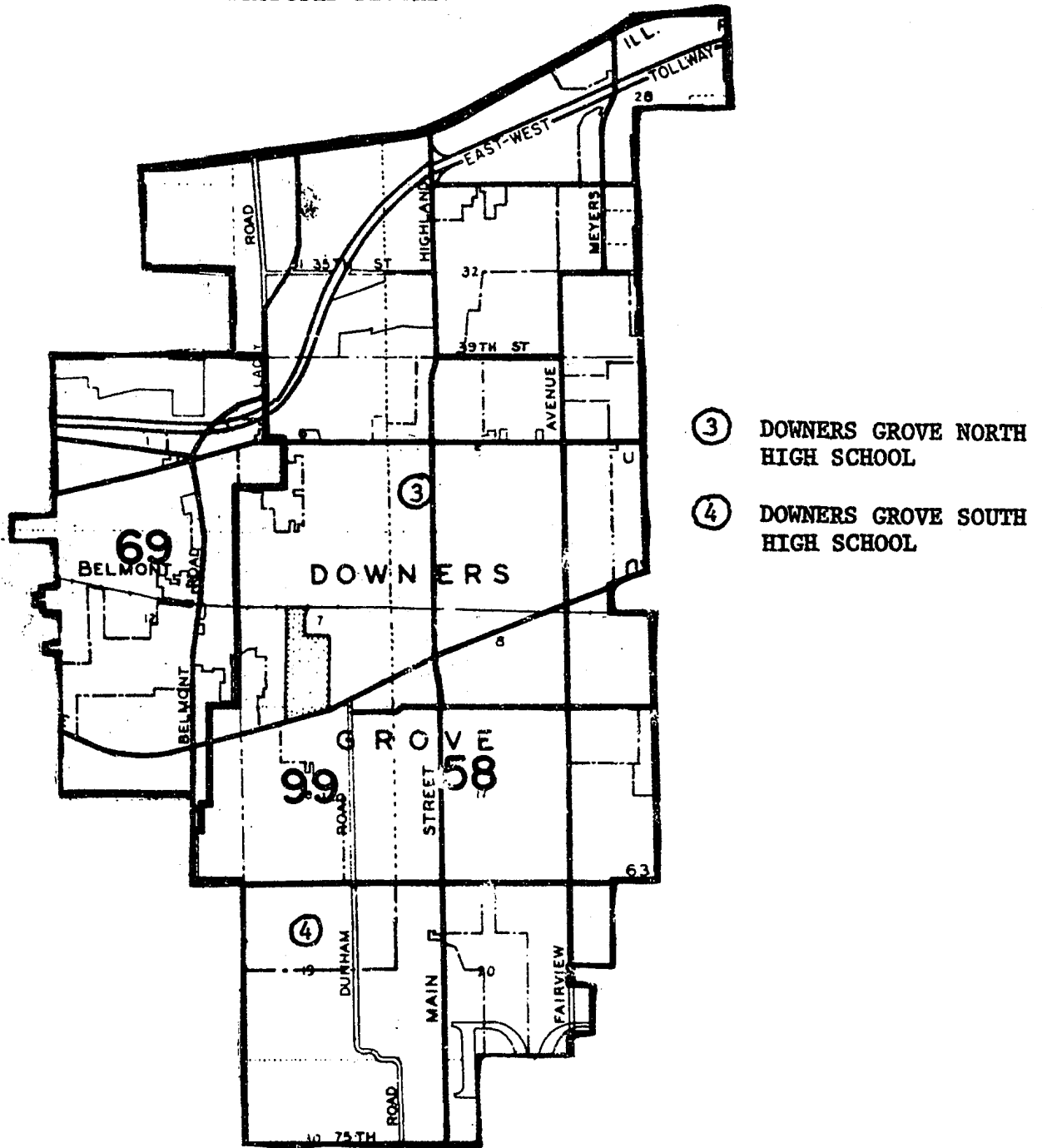


FIGURE 2
ENROLLMENT

	Present (1970-71)	Projected
K-8	4,636	10,325
9-12	1,212	4,110
TOTAL	5,848	14,435

PROPOSED DISTRICT C

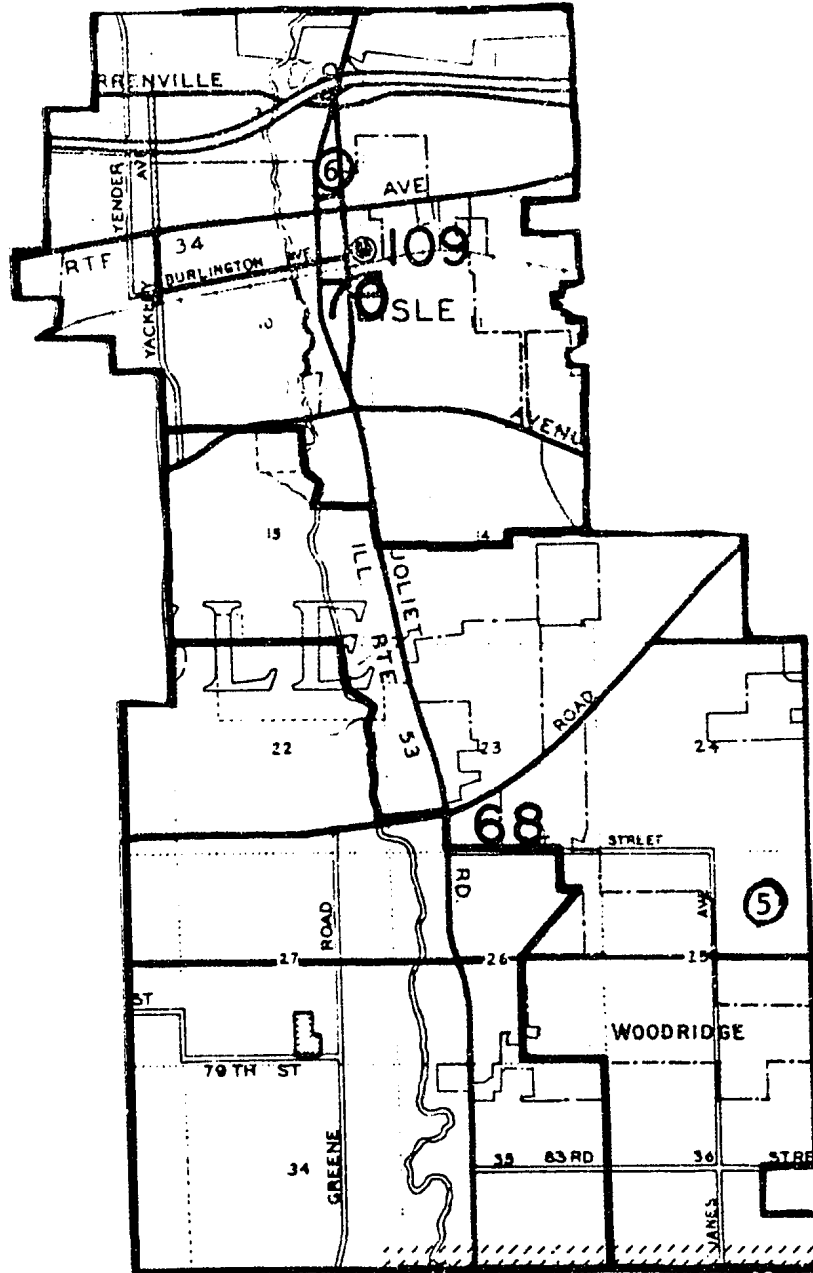


- ③ DOWNERS GROVE NORTH HIGH SCHOOL
- ④ DOWNERS GROVE SOUTH HIGH SCHOOL

FIGURE 3
ENROLLMENT

	Present (1970-71)	Projected
K-8	6,844	9,880
9-12	2,649	3,993
TOTAL	9,493	13,873

PROPOSED DISTRICT D



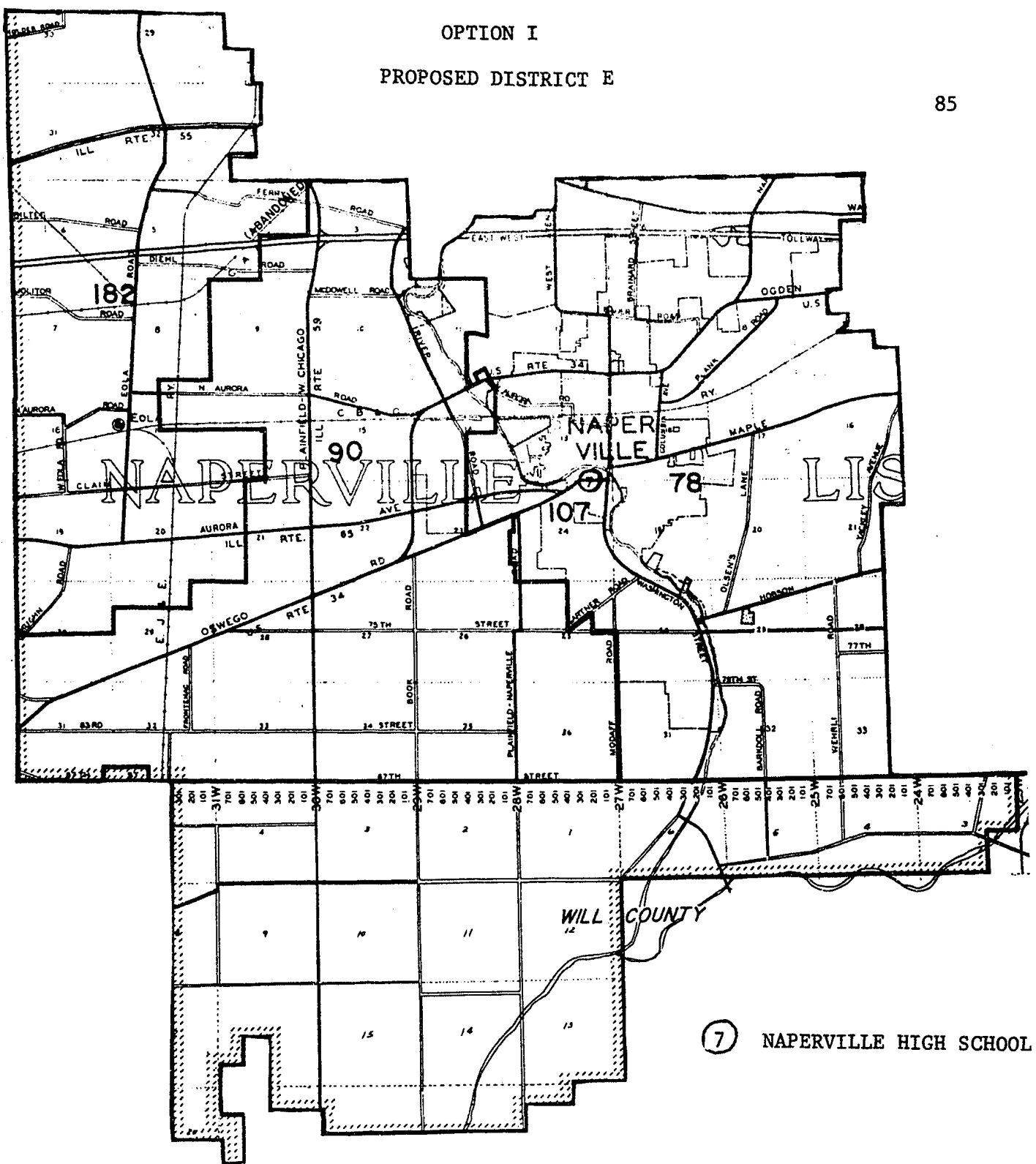
- ⑤ DOWNERS GROVE HIGH SCHOOL SITE
- ⑥ LISLE HIGH SCHOOL

FIGURE 4

ENROLLMENT

	Present (1970-71)	Projected
K-8	5,354	9,080
9-12	1,716	4,735
TOTAL	7,070	13,815

OPTION I
PROPOSED DISTRICT E



⑦ NAPERVILLE HIGH SCHOOL

FIGURE V
ENROLLMENT

K-8	Present (1970-71)	Projected
9-12	6,177	10,720
TOTAL	2,230	4,306
(* 40-C not included)	8,407	15,026

OPTION II

Three districts are proposed for this option as follows:

A. Districts:

K-8 (1970-71)

53, 57, 58, 60, 61
62, 63, 66, 180, 181 - - - - - 17,071

B. Districts:

68, 69, 70 - - - - - 6,002

C. Districts:

40-C, 78, 90, 182 - - - - - 6,177

Financial Data

Proposed District	1970 Total Assessed Valuation	1970 Assessed Valuation Per Pupil	1970 Bonded Debt	Ratio Debt Assessed Valuation
A. Elementary	\$409,902,474	\$24,011	\$10,228,000	2.4%
High School	409,902,474	55,168	10,825,510	2.6%
Unit	409,902,474	16,730	21,053,510	5.1%
B. Elementary	93,945,612	15,652	3,372,000	3.58%
High School	93,945,612	47,833	2,739,490	2.91%
Unit	93,945,612	11,793	6,111,490	6.5%
C. Elementary	152,866,709	24,748	6,230,000	4.07%
High School	152,866,709	68,550	6,318,000	4.13%
Unit	152,866,709	18,183	12,548,000	8.2%

Figures computed from data in Tables 5, 6, 12 in Chapter IV.

OPTION II
PROPOSED DISTRICT A

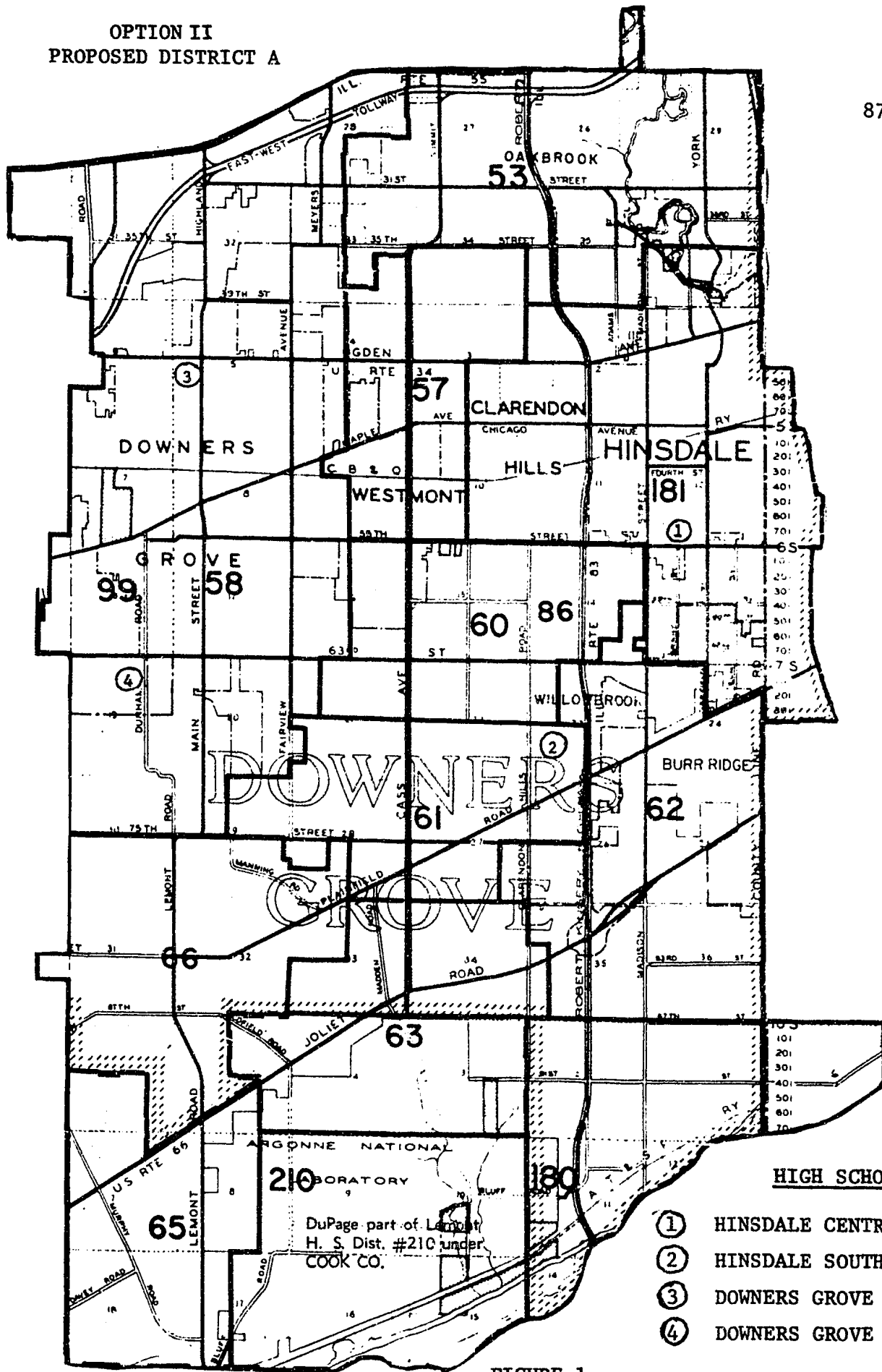


FIGURE 1

	ENROLLMENT Present (1970-71)	Projected
K-8	17,071	27,850
9-12	7,430	11,214
TOTAL	24,501	39,064

OPTION II

PROPOSED DISTRICT B

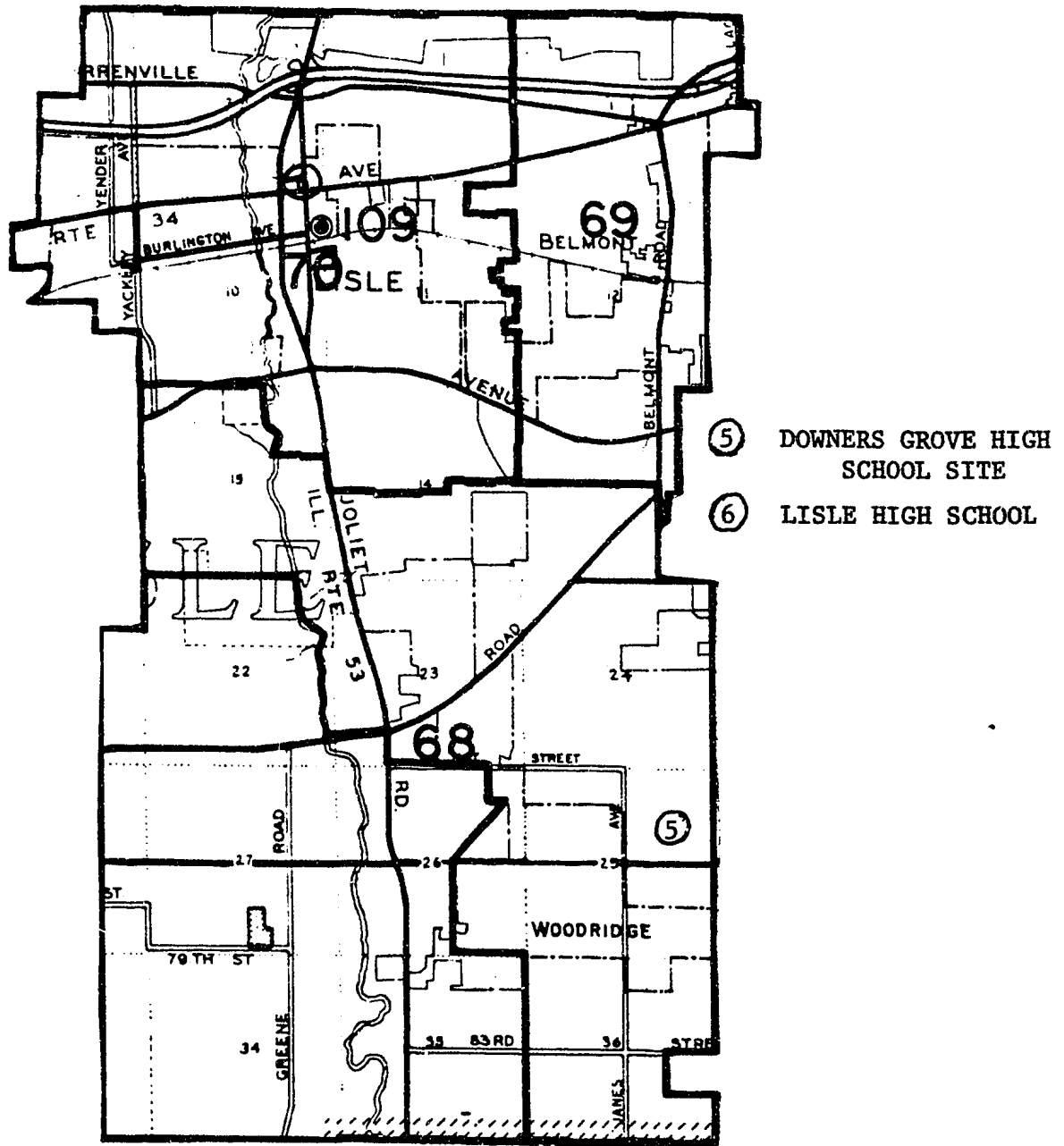


FIGURE 11

ENROLLMENT

	Present (1970-71)	Projected
K-8	6,002	10,060
9-12	1,964	4,028
TOTAL	7,966	14,088

OPTION II
 PROPOSED DISTRICT C

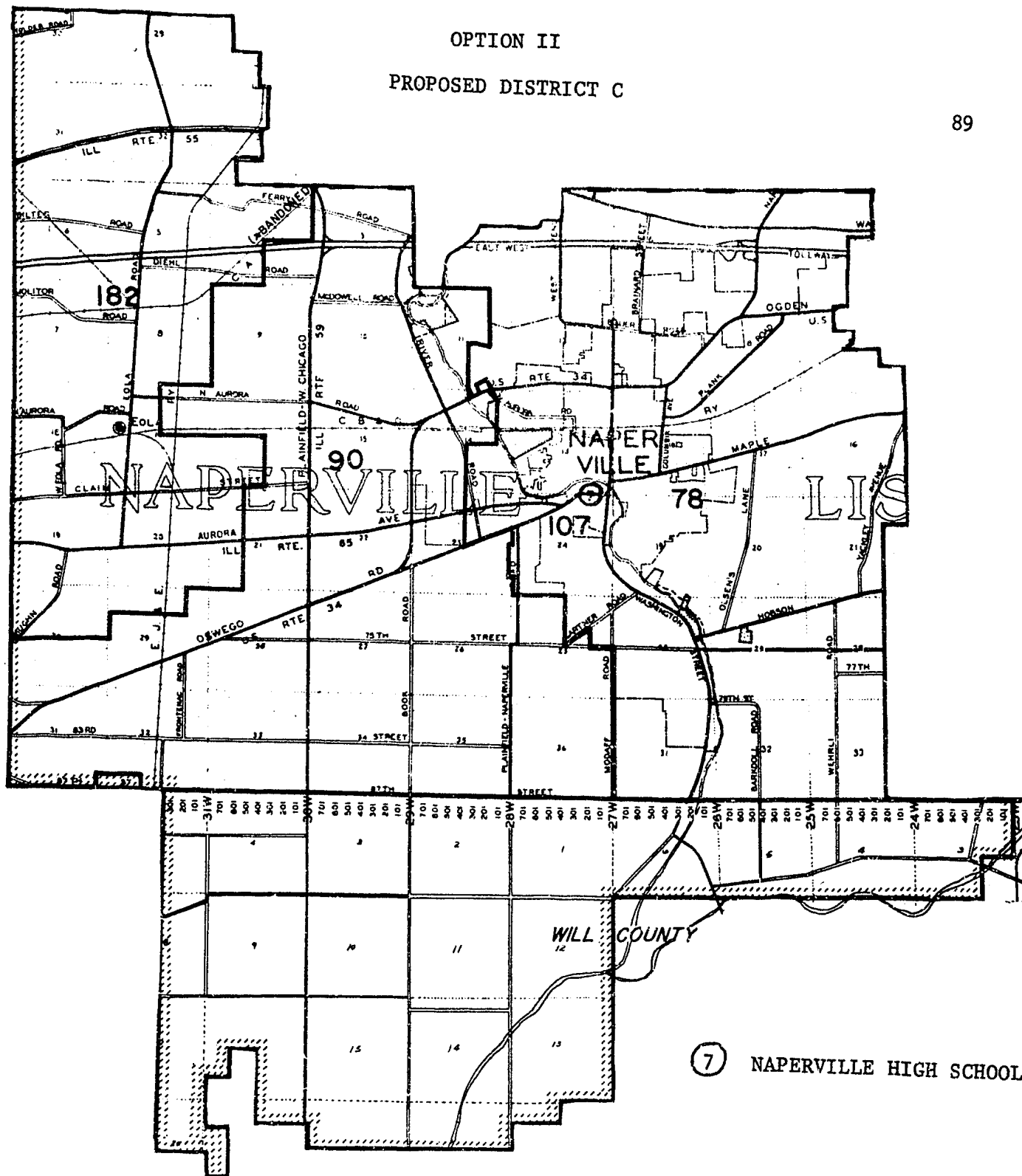


FIGURE 111
ENROLLMENT

	Present (1970-71)	Projected
K-8		
9-12	6,177	10,720
TOTAL	2,230	4,306
(* 40-C not included)	8,407	15,026

OPTION III

This option divides the total area into three districts:

K-8 (1970-71)

A. Districts:

53, 57, 60, 61, 62, 63, 180, 181 - - - - - 10,148

B. Districts:

58, 66, 68, 69, 70 - - - - - 12,925

C. Districts:

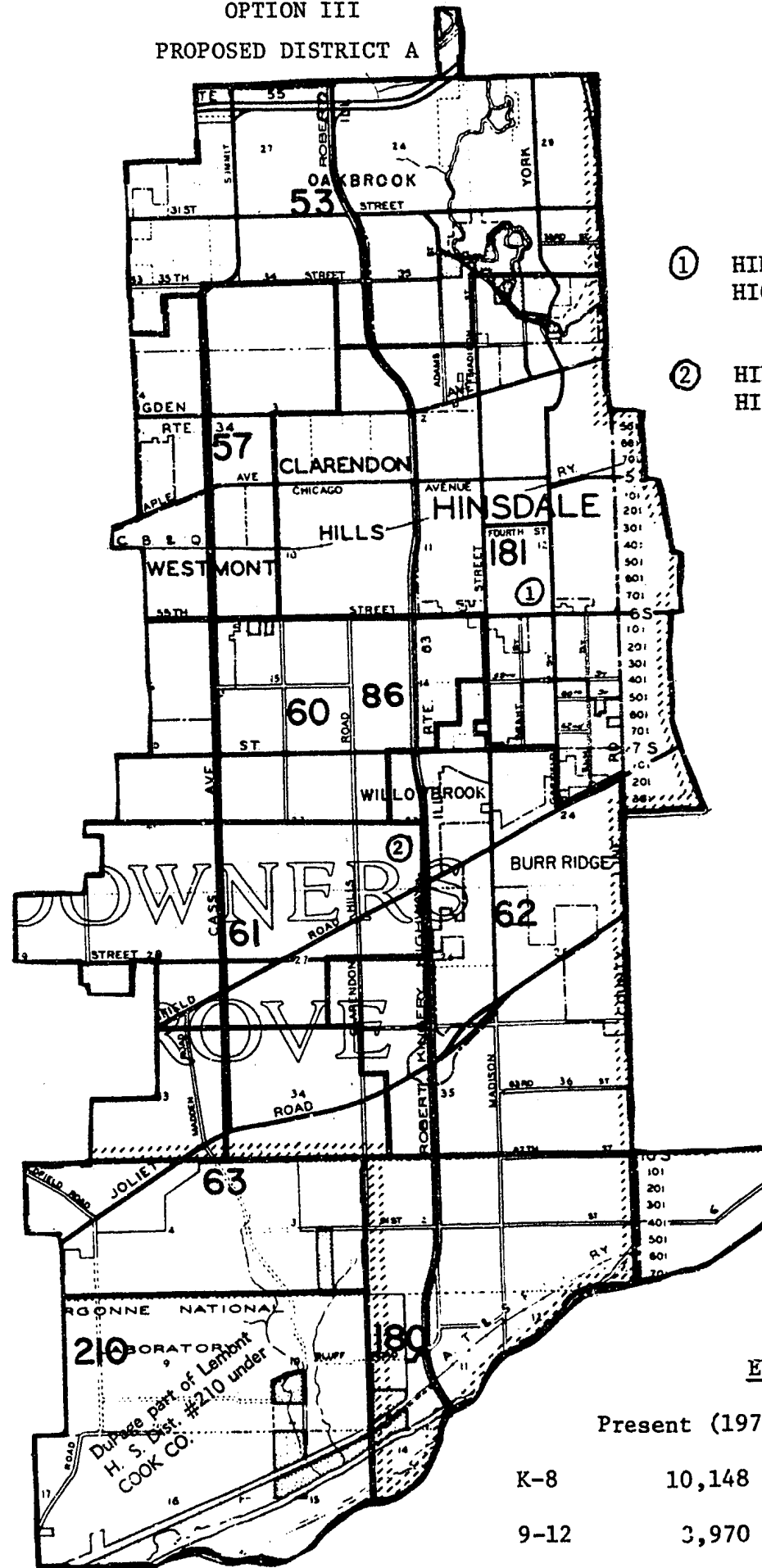
40-C, 78, 90, 182 - - - - - 9,820

Financial Data

Proposed District	1969 Total Assessed Valuation	1969 Assessed Valuation Per Pupil	Bonded Debt 6-30-70	Ratio Debt Assessed Valuation
A. Elementary	\$271,918,631	\$26,795	\$5,537,000	2.03%
High School	271,918,631	68,493	6,055,000	2.22%
Unit	271,918,631	19,260	11,592,000	4.2%
B. Elementary	251,026,365	19,421	8,063,000	3.21%
High School	251,026,365	50,661	7,358,800	2.93%
Unit	251,026,365	14,039	15,421,800	6.1%
C. Elementary	152,866,709	24,748	6,230,000	4.07%
High School	152,866,709	68,550	6,318,000	4.13%
Unit	152,866,709	18,183	12,548,000	8.20%

Figures computed from data in Tables 5, 6, and 12 in Chapter IV.

OPTION III
PROPOSED DISTRICT A



- ① HINSDALE CENTRAL HIGH SCHOOL
- ② HINSDALE SOUTH HIGH SCHOOL

	<u>ENROLLMENT</u>	
	Present (1970-71)	Projected
K-8	10,148	16,500
9-12	3,970	6,580
TOTAL	14,118	23,080

FIGURE 1

OPTION III
PROPOSED DISTRICT C

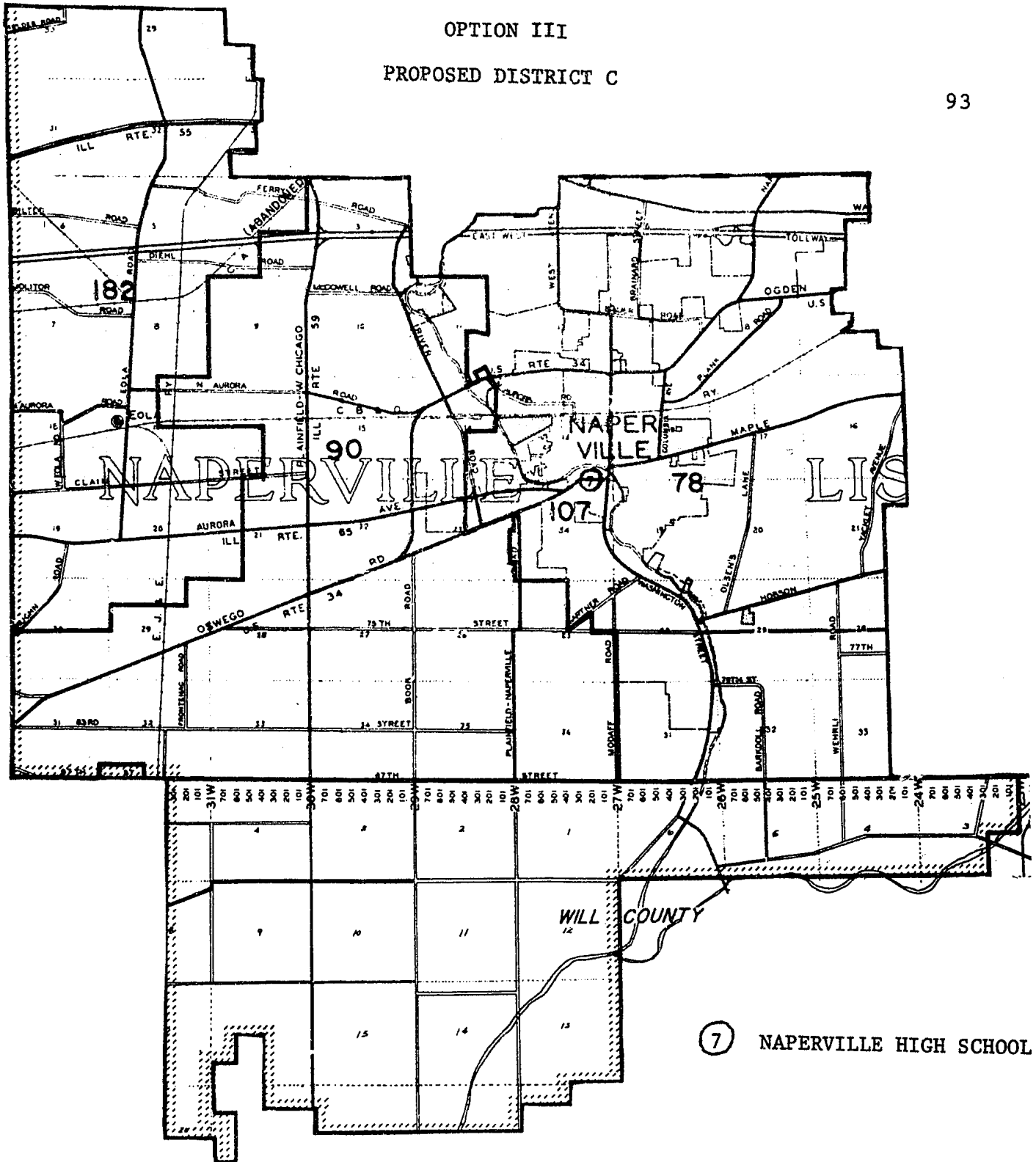


FIGURE 111
ENROLLMENT

K-8	Present (1970-71)	Projected
9-12	6,177	10,720
TOTAL	2,230	4,306
(* 40-C not included)	8,407	15,026

OPTION IV

Four units are created under this option.

K-8 (1970-71)

A. Districts:

53, 62, 180, 181 - - - - - 5,463

B. Districts:

57, 58, 60, 61, 63, 66 - - - - - 11,608

C. Districts:

68, 69, 70 - - - - - 6,002

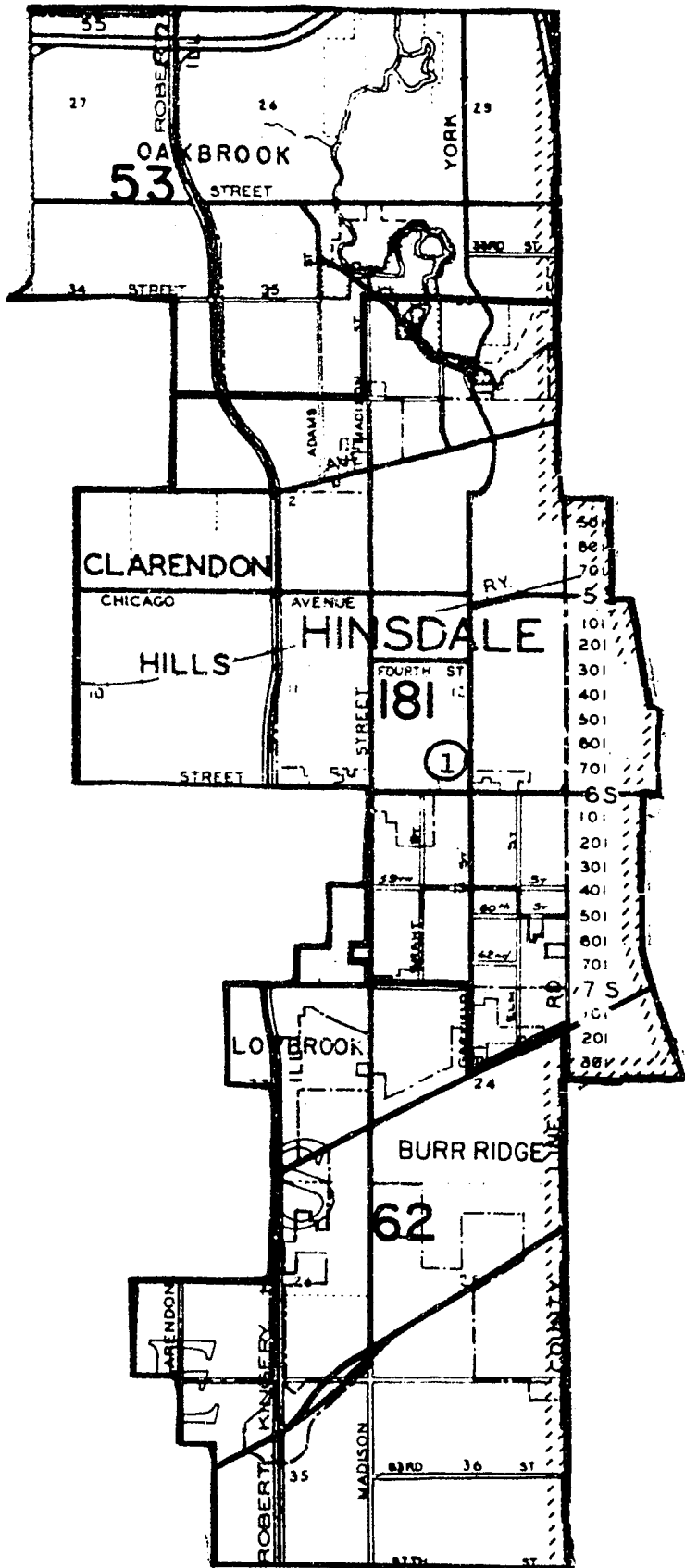
D. Districts:

40-C, 78, 90, 182 - - - - - 6,177

Financial Data

Proposed District	1970 Total Assessed Valuation	1970 Assessed Valuation Per Pupil	1970 Bonded Debt	Ratio Debt Assessed Valuation
A. Elementary	\$188,871,327	\$34,572	\$3,001,000	1.58%
High School	188,871,327	84,468	3,409,900	1.80%
Unit	188,871,327	24,531	6,410,900	3.39%
B. Elementary	240,128,058	20,686	7,227,000	3%
High School	240,128,058	48,325	6,492,900	2.7%
Unit	240,128,058	14,485	13,719,900	5.7%
C. Elementary	93,945,612	15,652	3,372,000	3.58%
High School	93,945,612	47,833	2,739,490	2.91%
Unit	93,945,612	11,793	6,111,490	6.5%
D. Elementary	152,866,709	24,748	6,230,000	4.07%
High School	152,866,709	68,550	6,318,000	4.13%
Unit	152,866,709	18,183	12,548,000	8.20%

PROPOSED DISTRICT A



① HINSDALE CENTRAL HIGH SCHOOL

<u>ENROLLMENT</u>		
	Present (1970-71)	Projected
K-8	5,463	7,850
9-12	2,236	3,826
TOTAL	7,699	11,676

FIGURE I

OPTION IV
PROPOSED DISTRICT B

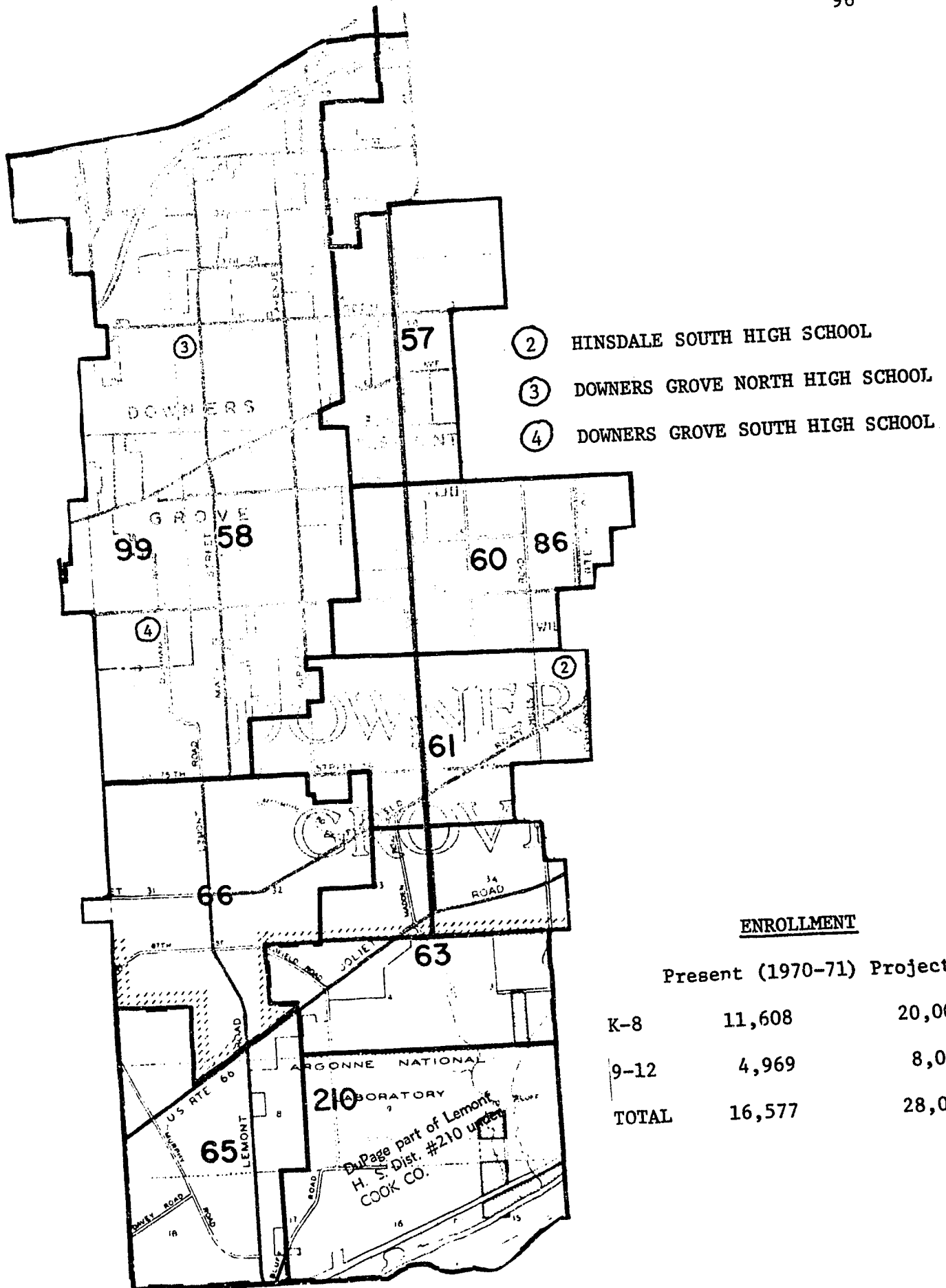


FIGURE II

OPTION IV
 PROPOSED DISTRICT C

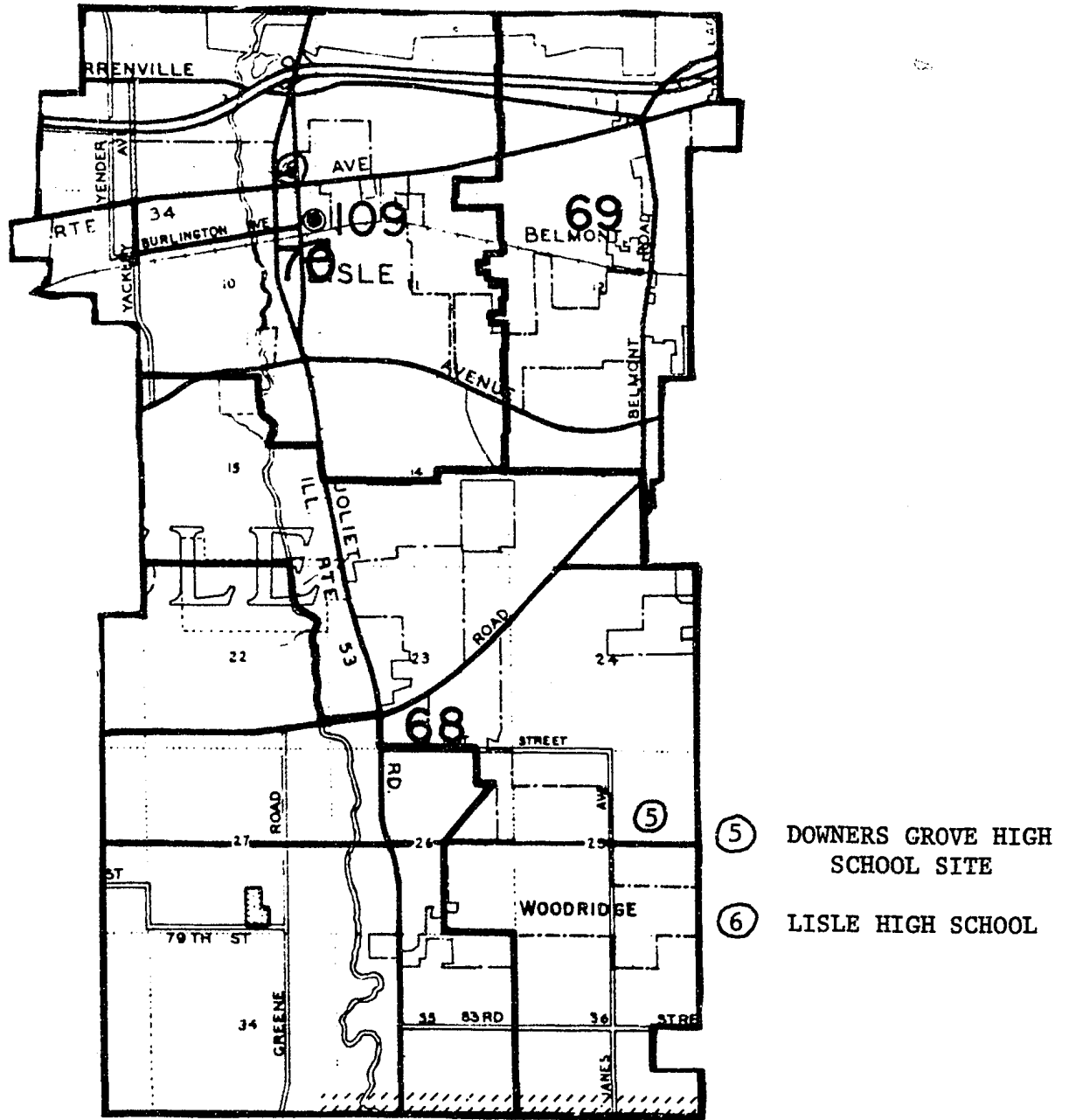


FIGURE III
ENROLLMENT

	Present (1970-71)	Projected
K-8	6,002	10,060
9-12	1,964	4,028
TOTAL	7,966	14,088

OPTION IV
PROPOSED DISTRICT D

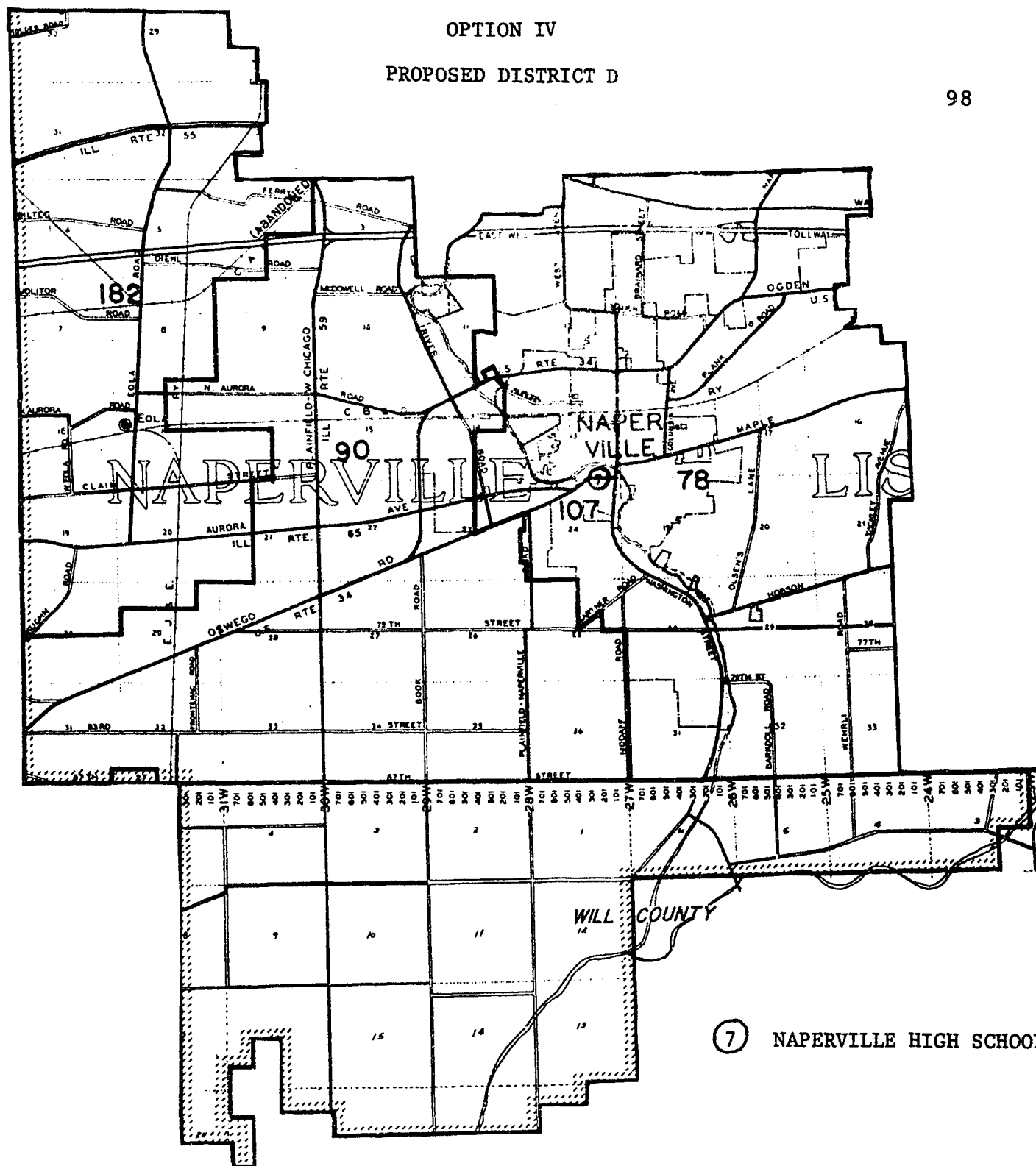


FIGURE IV
ENROLLMENT

K-8	Present (1970-71)	Projected
9-12	6,177	10,720
TOTAL	2,230	4,306
(* 40-C not included)	8,407	15,026

The proposed administrative units as described in this chapter can serve as a focal point if implementation of school reorganization is to be considered. Although the elementary schools and high schools in the area are providing excellent education, there are, however, differences in the elementary programs resulting in the main from different pupil populations and resources. The formation of unit districts with each unit having a single board of education, single administration, and uniform financial resources would be likely to reduce differences and produce equality of opportunity. This is not to say that programs cannot be different to meet the unique needs of a special group or attendance center, or that experimentation cannot be carried on.

Coordination of elementary and high school programs is more likely to be accomplished in a unit district as compared to a dual district. Coordination in a unit district is likely to be a clearly delineated function supported by board authority, whereas in a dual arrangement, it is a cooperative endeavor that may or may not be accomplished.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

There is a high degree of interest in further reorganization of school districts in the State of Illinois, particularly in DuPage County. A major problem related to this interest is that whereas there often appears to be considerable support for further school reorganization there is far from agreement about how much reorganization is necessary, how it can come about, or why reorganization is desirable, or even what it means. In Chapter II of this study, related research and literature indicated that over seventy-five percent of the entire area of the State of Illinois is organized on a unit basis and that this reorganization pattern occurred as a direct result of the Community Unit Law of 1948 which enabled unit districts to qualify for more state aid than dual districts. In spite of all the benefits that seem to accrue to those who reside in unit districts, there still remains in DuPage County, Illinois, fifty school districts organized on a dual basis. It must be concluded that considerable study of school district reorganization, particularly the feasibility of forming unit districts, be initiated in southern DuPage County to focus upon three main concerns: the quality of the educational program, the costs, and the equality of educational opportunity. In addition, the development

of a new department, school district organization in the Office of the Superintendent of Public Instruction may make some impact upon the speed of consolidation of schools as services are given to districts in which interest in consolidation is expressed. This does not, however, appear to be enough. There is no doubt that a much smaller number of school districts should be a major goal of school reorganization planning action in Illinois.

If the southern DuPage County area was relatively stable in regard to population growth for the next decade, the immediacy of problems such as increased costs, building needs, program developments, and efficient administrative structure would not be apparent or would not be of such staggering proportions as to be unsolvable. However, the evidence presented in Chapter III regarding enrollment projections of the districts described in this study is testimony to an accelerated growth of student population through 1975 and beyond. It is imperative, then, that this large population increase be recognized as a serious threat to educational opportunities for students enrolled in the schools as they are presently organized. School district reorganization is one tool which can accommodate the problem of rapid growth in terms of quality and costs of educating the projected number of students.

The feasibility of reorganizing school districts in southern DuPage County, Illinois, is directly related to the financial ability of the districts to support sound programs. The analysis of financial data in Chapter IV shows that the schools identified in this study have considerable differences in assessed valuations, tax rates, state aid, bonded indebtedness and in per pupil wealth. Projections of this data

through 1975 clearly demonstrate that the differences presently existing among the schools would continue and in fact, become larger and more meaningful in terms of affording equal opportunities for education. Consequently, the need to reorganize school districts in southern DuPage County, Illinois, should be recognized if quality and equality of educational opportunity are to be assured and economy (the greatest value for money spent, not the cheapest) is to be continually sought. The forming of unit districts as an organizational pattern would increase the dollar amounts of state aid to the student population identified in this study. It is on this information that serious consideration should be directed toward the formation of unit districts rather than toward the consolidation of schools into a smaller number of dual districts.

It is axiomatic that there is no simple solution to the complex array of problems which become highly visible when shifting school district boundaries. Many of these are the product of selfish motives, personal interests, the grip of tradition and economic reasons. Because these are the facts of life, it is abundantly clear that statesmanship of the highest order will have to prevail if district boundaries are to be altered. Many suggestions can be offered to help ameliorate the problems of the moment, but only the people affected can provide the necessary leadership for the satisfaction of needs.

A major contribution to be made by the local administration in each district is to render its influence to bring about needed legislative action and leadership at the state level to better satisfy school district organization needs. A case in point is the determination of

district boundaries through citizen petition and initiative with approval or disapproval residing in the County Board of School Trustees.¹ At one time there might have been merit in such a means of determining district boundaries, but the theory of local determination of administrative units is not defensible in this day and age. School districts are subdivisions of the state and leadership must be provided at that level to provide, by incentives or mandate, the geographical dimensions of the school district which meet the criteria of adequacy in providing an educational program for all pupils. Aside from a momentary flurry of activity during the decade from 1945-1955 little has been done to sustain the statewide leadership in Illinois to maintain efforts at district organization. The recently created Department of School District Reorganization serves as little more than a gesture in coming to grips with needed action at the state level. The lack of financial resources, coupled with its function restricted largely to encouraging local citizens to survey district needs, does not offer more than modest hope for changes. This is not enough. If the misery of inefficient school districts is to be alleviated, it calls for decisive action at the state level to make certain that educational opportunities are possible for all school age pupils in the state and that local districts are equal to the task of providing same. Such may not be politically palatable, but the alternative is too important for local leadership to dismiss on that basis. This need is enunciated in a recent statement from the Office of the Superintendent of Public Instruction.

¹Superintendent of Public Instruction, The School Code of Illinois, Circular Series A, No. 265 (Springfield, Illinois, 1969), p. 59.

Notwithstanding the advances made in reorganization during the past few years, as of July 1, 1969, there were still 172 elementary districts with fewer than one teacher per grade. Also, there were 176 elementary districts with major portions of territory lying in two or more high school districts. Both of these conditions are detractions from a potential for providing adequate education.

The following statistics provide a means of comparing present high school districts by enrollment. As of July 1, 1969, there were 27 high school districts with fewer than 100 in Average Daily Attendance; 19 had between 100 and 199 in ADA; 39 had between 200 and 299 in ADA; 51 had between 300 and 999 in ADA; 30 had between 1,000 and 1,999 in ADA, 26 had between 2,000 and 4,999 in ADA; 11 had between 5,000 and 9,999 in ADA; and 1 high school district had more than 10,000 ADA. Several of the larger high school districts with 2,000 or more in ADA have two or more attendance centers. Sizes of high schools in the present unit districts also vary considerably relative to enrollment.²

Another concern for those who plan for the accommodation of educational needs revolves around overlapping governmental units. The projections in this study, for instance, assumes the continuation of haphazard growth without regard to consistent zoning practices beyond relatively small geographical limits.

This very matter should provoke considerable cause for concern. The present and anticipated problems are not exclusive, but of mutual concern to all people in this area. This list is extensive and through casual observation one can note such matters as air pollution, water, sewage disposal, fire protection, police protection and crime prevention, highways and arterial throughways, parks and recreational facilities, civic centers, museums, open housing, electronic data processing for various governmental purposes, and the high cost of governmental

²Superintendent of Public Instruction, Opportunities and Benefits of the Community Unit School District in Illinois, Circular Series A. No. 177 (Springfield, Illinois, 1969), p. 1.

services in proliferated political subdivisions in the whole complex.

Likewise, the educational field must ponder those things which should be viewed beyond district boundaries. Such things as vocational education and guidance, special education, electronic data processing, specialized child study services, educational television, cooperative purchasing, coordinated planning and development, and a common tax base to avoid present inequities.

A statement by Levice and Havighurst puts this into focus:

The organization in an independent society is charged with tasks it cannot do alone.

The problems which are so severe in the modern metropolis are attributable not so much to lack of technical knowledge for coping with them as to the underlying attitudes and the established political arrangements which prevent us from applying this knowledge to their solution. Here, then, is a major challenge to the educational system.

Recognition must be given in the future to the undesirability of restructuring the educational system so as to enhance the likelihood that the schools can take a major part in the comprehensive area wide efforts to cope with the problem of metropolitan society.³

Recommendations

Following are a series of recommendations which result from the data reviewed and analyzed in terms of the present organizational structure.

1. It is recommended that the County Board of School Trustees of

³Daniel U. Levice and Robert Havighurst, "Emerging Urban Problems and Their Significance for School District Organization in the Great Plains States" (June 1968), mimeographed.

DuPage County, Illinois, freeze the present school district boundaries until it is apparent there is substantial agreement on a plan for major adjustment of present boundaries. The only exception would be in cases where there is concurrence on the part of the school boards involved. The minor and picayune adjustments, often proposed to solve personal desires on a limited scale, must cease. Only substantive modifications should be seriously considered and then only in terms of a defensible set of criteria.

2. It is recommended that the school districts, or at least a number of the districts who recognize the need, employ on a cooperative basis a person whose principal task would be to keep abreast of matters relating to zoning and land development.

The rapid development of this area necessitates an inordinate amount of administrative time on matters pertaining to developments within the respective districts. The employment of a person to serve in this capacity could aid immeasurably by keeping in constant touch with developmental activities and sharing with the participating districts information which has implications in terms of school planning.

3. It is recommended that some means be considered whereby needed legislation can be articulated at the state level. The considerable talent among laymen and educators in this area should be marshalled in a systematic manner so that, in concert with others with like interests, needs are made known in a persuasive fashion. Certain facets of the educational program will be no less than crisis proportion unless there is legislation providing adequate incentive for unit districts; the financing for facilities is liberalized; or effective intermediate

districts can be realized. Such examples are neither alien to previously expressed needs nor have they been neglected in terms of publicity. The point is that such a gnawing concern should provoke concerted action on the part of citizenry so vitally affected as is the case in this rapidly growing area.

Needless to say, the rapidly growing suburban area has peculiarly unique problems which necessitate as much recognition as has been focused on the city or rural districts.

4. Action should be taken as soon as possible so that no elementary district serves as a feeder district for more than one high school district. There are presently six districts (#57, #60, #61, #63, #68 and #180) where this situation exists. Even if no other action is taken with respect to district boundaries, the most obvious and minimal expectation would be shifting the boundaries of these six districts to satisfy this basic criterion of district organization. All of the options describing proposed districts, reported earlier in this section, satisfy this needed change in district boundaries. Each option can be viewed as a single elementary, secondary, or unit district.

5. The possibility of districts jointly subscribing to desired services and supplies should be vigorously pursued. A number of these needs cannot be realized in an efficient manner by a number of the districts because of their size and/or financial resources. It is conceivable that local programs could be strengthened considerably by specialists in certain subject areas, supervision, testing, remedial reading, guidance services, etc. Likewise, such cooperative endeavors could be applied to such areas as purchasing, data processing,

in-service training programs and recruitment of personnel.

6. It is recommended some means be identified by which present interest in school district organization might be sustained. Perhaps various task force committees should be selected for the purpose of communication, identifying strategies for change, consideration of specific ways of implementation, and providing current data regarding various alternatives for action.

7. A long range goal, in the absence of major modification of district boundaries, would be the formation of an educational service agency or intermediate district. It would be possible, Illinois law permitting, to establish an agency supported by a tax levy to provide services to the districts not otherwise feasible. Short of an adequate district(s), such a goal holds the most promise in minimizing educational inequities and with a tax base sufficient for support of such a program.

Without some cooperative effort of this nature, with reliance on the broad tax base of the entire area, it could satisfy such needs as vocational education programs, educational television, data processing, highly specialized personnel, and special education.

APPENDIX A

OPPORTUNITIES AND BENEFITS
OF THE
COMMUNITY UNIT SCHOOL DISTRICT
IN
ILLINOIS

Circular Series A. No. 177
Revised
September 1, 1969

OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION
SPRINGFIELD, ILLINOIS

I. IMPROVED FINANCING AND PURCHASING

More State Aid Possible: The qualifying rate for State aid in a unit district is seventy-two cents (\$.72) per \$100 assessed valuation less than the combined rate in a dual system. The present law fixes the qualifying rates at one dollar and eight cents (\$1.08) for the unit and ninety cents (\$.90) each for the elementary and the high school. The difference in qualifying rates between the rate of one dollar and eight cents (\$1.08) for the unit and that of one dollar and eighty cents (\$1.80) for the dual system almost always produces considerably more State aid for the community unit district. This may well be considered a premium or bonus the State of Illinois is willing to pay to encourage reorganization of dual type districts into community unit districts.

One Tax Rate and One Budget: The community unit has one rate of tax levy. One rate extended over a larger tax base tends to equalize the tax burden of school support. The total assessed valuation of such a district assures an equal proportion of the assessed valuation back of each pupil to sustain the education of every child enrolled from kindergarten through the twelfth grade. The budget of a district portrays the educational program in terms of money to be spent. The single budget promotes more equitable spending for all levels and permits better budgetary control.

Financial Ability to Provide Increased: Community unit districts can overcome financial difficulties more easily than separate, smaller districts. The unit district with a larger tax base is more able to raise funds for educational purposes. Specialized services that small

districts cannot provide for themselves may be made available in a community unit.

More and Better Education Per Dollar Expended: Classes with low enrollment are costly, uninteresting, and often inefficient. A larger number of students in each grade level often permits a broader program and grouping in order to recognize various levels of abilities, interests, and needs. The educational potential of many small districts can be greatly improved by becoming a part of a consolidated area. The unit district enables a school district to operate at a lower per capita cost for improved services. More and better education per dollar expended is made available when unit districts are created.

More Savings in Purchasing Possible: Central purchasing makes quantity buying possible at better prices for the buyer. The discounts are greater and the cost of freight transportation is less proportionally. Central distribution of equipment and supplies makes waste or extravagance more easily spotted. The consolidation of the many kinds of insurance into one program often effects economy in cost as well as more equitable coverage.

Greater Economy in Legal and Business Procedures: In contrast to the dual system, the community unit effects economies in many ways by having one legal and business operation instead of several, depending upon the number of districts. For example:

1. Publish one legal notice as required by law for different purposes instead of publishing two or more.
2. Conduct one election for one set of board members instead of conducting several different elections.

3. Publish one treasurer's fiscal statement instead of several.
4. Permits one uniform accounting procedure for K-12.
5. Permits one official CPA study of the various accounts to verify the validity and accuracy of them.
6. Permits one master plan insurance program, including appraisal; will effect economies and define the protection to personnel, students, buildings, and equipment.

II. IMPROVED ORGANIZATION

Simplicity of Organization: The organization of the community unit district is simple:

one board of education
one superintendent
one staff
one purpose

Legal and Business Procedures Consolidated: Two or several districts in a given area duplicating the same legal events and accounts as required by law, conducting audits for the various accounts, keeping separate accounting systems, operating on independent calendars, etc., represent a waste of money and effort as well as a cumbersome way of operating in contrast to doing the same in a community unit system.

The community unit organization lends itself to efficient and improved administration and supervision for all areas of school activity: instruction, special services, remodeling and maintenance of site, and building and equipment.

The community unit organization can provide a single, coordinated educational program of activities and related services for lay support.

The community unit organization provides unlimited opportunities for the sharing of personnel between levels or areas of instruction. Facilities and equipment may be shared by different groups for instruction or special services. The community unit organization represents flexibility in sharing instructional or special services, use of facilities, and equipment.

III. IMPROVED ADMINISTRATION

Board Blueprints Twelve-Grade Program: The board of education in the community unit school district develops one statement of board policies, rules, and regulations from kindergarten through grade twelve. This statement defines the philosophy of the school and spells out the broad objectives of the program. It establishes educational guidelines for action by the administrator and the other members of the professional staff.

Better Coordination of Staff and Staff Duties: The administration of the community unit district defines and places staff-and-line responsibility from kindergarten through grade twelve. It also defines staff-and-line communication to emphasize shared responsibility in operating the school system. The administration in the community unit district coordinates and unifies the K-12 pupil accounting system, the K-12 system of records, and the K-12 system of reports.

Educational Leadership Heightened: The community unit district emphasizes one leadership role for an administrative head who knows how to work with people to make possible equal educational opportunities for all children and to improve the educational program for them. In

his leadership role, he can lead the people of the school community and the professional staff to contribute their group strength and support to the educational program. He can encourage each staff member to contribute his individual talents to improve the instructional processes.

Equal Educational Opportunity Emphasized: The single administration of the community unit district makes possible uniform textbooks and other instructional materials and supplies for better educational opportunities. Equal educational opportunity is further emphasized by the coordination and unification of services to pupils--transportation, school lunch and other services, including special education to those pupils classified as exceptional.

IV. IMPROVED CURRICULUM

Curriculum Stresses Equal Educational Opportunity: The curriculum in a community unit district may more easily include those subjects and activities which give educational opportunity to each child so that he may develop his abilities and aptitudes to the highest potential. As was the intent of the Legislature, the community unit district encourages the development of a broad program of curricular activity to reach all those pupils whose preferences range from manual skills and techniques, as presented in courses of homemaking and industrial arts, to abstract problem solving skills and insights, as presented in courses of trigonometry and physics. Linked to the concept of breadth is the concept of depth in curricular activity to challenge all who are able, especially the superior and the gifted, that they may develop adequate skills, insights, and understandings for post-secondary education. The

destiny of the superior and gifted is to provide business, industrial, political, professional, cultural and technical leadership for our Nation and for the world.

Curriculum Refined and Better Articulated: In the community unit district there is opportunity for all staff members, elementary and secondary, to work cooperatively in building a coordinated and articulated educational program from kindergarten through grade twelve. Curriculum guides developed by these people under the direction of consultants from the Office of the Superintendent of Public Instruction, colleges and universities, and state and national organizations eliminate gaps in instructional areas, promote graduated sequential educational experiences and activities, and develop systematic interrelationships throughout the attendance centers.

V. IMPROVED SUPERVISION AND INSTRUCTION

Quality of Professional Staff Improved: In the community unit district, the quality of the staff is improved by upgrading the role of the supervisor and the role of the classroom teacher. Contributing to the upgrading of supervision and instruction are:

1. The unity of purpose to improve instruction as an orderly, continuous process from kindergarten through grade twelve.
2. The professional growth of personnel motivated to achieve an improved status through standards defined by an equitable single salary schedule.
3. The improved stability and tenure of staff through equitable and professional utilization of each teacher's time and effort

by assignments conducive to improved morale.

Supervision Aids Evaluation: The supervision of the instructional program from kindergarten through grade twelve provides better evaluation of the teaching-learning activities and those who promote, organize, and direct them. Supervision makes possible:

1. The definition of the teacher's role and responsibility in teaching-learning activities.
2. The definition of the teacher's role and responsibility in relationship to the total educational program.
3. The evaluation of the effectiveness of the teacher through professional growth in both roles.

Tone of Instruction Improved by Supervision: Since the end product of the educational program is a much improved individual, it is important:

1. That the tone of instruction be high and healthy, and
2. That supervision and instruction move hand in hand toward the accomplishment of very carefully predetermined common goals.

Butter supervision in the community unit district contributes to a higher, healthier tone.

Activity Program Supplements and Complements Instruction: In the community unit district with sufficient population and adequate tax base, a broad program of the co-curricular activities supplements and complements classroom instruction. Such activities almost always include more meaningful pupil government, better programming in athletic activity, more and better clubs for special interest groups, more journalistic and dramatic activity, and more and better integrated social

activity for the early adolescent group and for the later adolescent group. All of these activities can be coordinated on one districtwide school calendar which, in turn, can be coordinated with all other calendars in the school community, especially in the rural areas. The community unit, with its kindergarten through twelfth grade curriculum, can provide a better activity program to complete and refine classroom instruction through affording experiences for practical application of techniques, skills, insights, and judgments.

Instruction Emphasizes Equal Educational Opportunity: In the community unit district, sufficient pupil population and adequate tax base make testing and guidance services possible as an integral part of classroom instruction and other educational activities. These services help the teachers, coaches, advisors and counselors to evaluate each pupil and help each pupil to achieve self-development, self-direction and self-evaluation. Because self-development, self-direction and self-evaluation are continuing processes throughout one's life-growth pattern, the community unit school system provides:

1. Opportunity for each child to experience longer and better motivation for these processes, and
2. A better educational climate to keep the processes stable, balanced, and valid.

Instructional Materials Improved: Very important among the improvements developed in the operation of the community unit school district are coordinated and unified library services which stimulate the total instructional program. Beginning with the kindergarten, the teachers provide teaching-learning situations requiring trips to the

library with a consequent growing fund of knowledge in the intelligent use of library materials. This familiarization with instructional materials and the wise use of general library services increase in breadth and depth for each child throughout the total of twelve years. Included in the instructional services is the wise use of audiovisual equipment, maps, globes, recordings, motion pictures, slides, strip films, felt boards and dozens of others. Thus, there is provided for the pupils another phase of equal educational opportunity--a phase designed to heighten and enrich the instructional program.

VI. IMPROVED SPECIAL SERVICES FOR SCHOOL CHILDREN

One Coordinated and Unified Transportation Program: Another aspect of equal educational opportunity throughout the community unit school district is the convenient, comfortable and safe, free transportation system, coordinated and unified to accommodate all pupils living one and one-half ($1\frac{1}{2}$) miles from an attendance center. The statutes require free transportation in the community unit district.

One Coordinated and Unified School Lunch Program: The community unit is an organization easily adapted to provide a single, coordinated, and unified lunch program. Since the lunch program has financial significance in favor of great size, one program, even though it serves several attendance centers, almost always offers considerable advantage of improved efficiency and of economy in time, effort, and money. The school lunch program in Illinois, when approved by the Office of the Superintendent of Public Instruction, is another aspect of equal educational opportunity because of uniform prices to the pupils and free

lunch for those children unable to pay.

One Coordinated and Unified Program of Health Services: The community unit district motivates one coordinated and unified health program over a period of twelve or more years to provide another aspect of equal educational opportunity. Thus, a continuous, long-range health record is available for appraisal, follow-up or parent-approval corrective measures should such action seem wise or necessary. One official School Health Record form approved by the Office of the Superintendent of Public Instruction and the Illinois Department of Public Health facilitates:

1. The checking of medical and dental examinations, as required by statute, in the kindergarten or grade one, grade five and grade nine, and
2. The annual checking of the health record for immunization and other health purposes.

The community unit also can provide a twelve-year or more record of visual and auditory screening for referral to medical doctors who are specialists. Another important service which can be made available in community unit districts is that of a school nurse, who can perform an unlimited number of services such as first aid, checking pupils for admission after illnesses, and screening of children for referral to medical doctors in case of apparent need.

One Coordinated and Unified System of Special Education Services: With the increase of pupil population within the jurisdiction of the community unit school district, special education services for those children classified as exceptional more often become a reality.

Although education for all children is required by statute in Illinois, properly trained professional people to teach the exceptional children are not always available, and those who are available tend to favor teaching in the school systems where they can serve the most pupils. These services are another very important aspect of equal educational opportunity provided in the community unit district.

VII. IMPROVED PHYSICAL PLANTS AND INSTRUCTIONAL FACILITIES

Physical Plants and Instructional Facilities Contribute in Equal Educational Opportunity: In the community unit school district, equal educational opportunity is emphasized through the coordination of all the buildings and facilities to improve instruction. When the construction of new buildings or the provision of new facilities of any kind become necessary, the people in the community unit district with an adequate tax base, especially in the rural areas, have a low enough tax rate to vote bonds to get the job done without crippling themselves by over-taxation.

Coordination of Custodial and Maintenance Services: In the community unit school district, one coordinated and unified system of custodial and maintenance service can keep buildings and grounds clean and in a good state of repair for the safety, comfort, and health of the pupils. The custodial and maintenance work is great enough and the job assignment important enough that efficient, reputable people are available for employment. Under good leadership, the custodial staff can do almost all the maintenance work during the vacation periods. True economies may result from good housekeeping and maintenance services

through preserving the buildings and grounds for longer and more efficient use.

VIII. CONCLUSION

By organizing community unit school districts, the people of the State of Illinois have gained for their children improved educational opportunities and benefits. Like other opportunities and benefits, these particular ones in no sense accrue by some circumstance of fate or accident. They are the result of intelligent action by an informed school community and an enlightened board of education.

Intelligent action by the school community begins with the early stages of community unit school district formation. It is the business of the people to be certain that the new district guarantees:

1. A pupil population great enough in number to provide an educational program of breadth and depth that each pupil may develop his aptitudes and abilities to the highest potential, and
2. A total assessed valuation great enough in wealth to provide a quality program of education.

Intelligent action by the board of education begins with the meeting of the minds:

1. To subscribe to a long-range, educational program under professional leadership,
2. To employ professional leadership, and
3. To define policy, rules, and regulations as guidelines for the operation of the school by professional personnel.

As the people and the board of education continue to demand by intelligent action the best educational program for their children and to support by intelligent action the professional staff in operating such a program, the community unit school district will fulfill the intent of the Legislature in its promotion of equal educational opportunity for all children and better education for all children through reorganization.

APPENDIX B

FINANCIAL DATA REGARDING
ASSESSED VALUATION, CAPITAL OUTLAY,
DEBT SERVICE, TUITION CHARGE, AND NET OPERATING EXPENSES
AND FOR DUAL DISTRICTS
IN SOUTHERN DUPAGE COUNTY

Date Furnished by Superintendent of DuPage County
Educational Service Region,
Wheaton, Illinois

TABLE 20. ASSESSED VALUATION PER PUPIL IN AVERAGE ATTENDANCE FOR SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1965-66	1966-67	1967-68	1968-69	1969-70
Elementary						
53	Butler	\$ 88,200	\$ 84,146	\$ 75,645	\$ 70,432	\$ 70,829
57	Westmont	27,543	27,139	27,028	24,065	25,989
58	Downers Grove	24,621	25,764	24,815	24,701	25,920
60	Maercker	21,561	24,074	23,427	23,014	25,880
61	Darien	14,393	12,268	13,933	13,953	15,481
62	Gower	21,265	22,508	22,740	23,376	26,411
63	Cass	33,889	31,046	31,337	27,595	26,460
66	Center Cass	26,454	23,515	21,279	19,431	19,488
68	Woodridge	15,955	14,406	15,793	14,187	14,945
69	Puffer-Hefty	25,236	27,721	28,466	28,357	31,352
70	Lisle	18,027	17,153	18,087	18,149	19,742
78	Naperville	22,739	22,056	24,606	28,498	25,713
90	Granger	48,274	46,959	56,116	55,173	65,282
180	Palisades	20,080	20,193	19,515	19,867	21,056
181	Hinsdale	35,333	35,580	36,145	35,919	39,077
182	Indian Plains	39,036	47,747	56,130	50,137	48,018
High School						
86	Hinsdale	68,243	64,948	63,381	63,301	66,608
99	Downers Grove	59,666	55,428	57,753	56,030	58,114
107	Naperville	62,565	59,295	64,361	61,833	66,973
109	Lisle	61,042	58,006	60,701	57,279	54,768

TABLE 21. CAPITAL OUTLAY OF SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1966-67	1967-68	1968-69	1969-70	1970-71
Elementary						
53	Butler	\$ 6,603	\$ 10,960	\$ 13,715	\$ 45,823	\$ 19,291
57	Westmont	47,659	51,289	23,740	38,931	19,953
58	Downers Grove	72,781	32,441	76,207	91,748	55,908
60	Maercker	14,881	36,098	30,147	29,957	34,251
61	Darien	16,848	32,033	64,225	63,383	55,743
62	Gower	5,873	14,860	28,864	9,185	51,702
63	Cass	3,299	4,608	3,123	15,338	31,085
66	Center Cass	5,067	9,393	32,477	24,221	8,380
68	Woodridge	37,657	46,439	67,087	96,358	51,946
69	Puffer-Hefty	41,895	19,965	19,020	36,263	40,184
70	Lisle	41,649	97,685	64,459	49,329	93,283
78	Naperville	50,298	108,372	114,208	65,075	84,371
90	Granger	1,515	11,172	4,085	12,729	41,806
180	Palisades	4,211	10,618	59,452	15,307	20,311
181	Hinsdale	212,023	389,072	159,528	158,803	497,708
182	Indian Plains	---	1,537	12,490	8,407	9,074
High School						
86	Hinsdale	207,349	148,658	224,023	443,937	157,072
99	Downers Grove	150,935	77,883	105,527	130,775	181,245
107	Naperville	79,104	119,673	205,646	115,120	168,635
109	Lisle	40,370	29,373	35,437	40,533	91,736

TABLE 22. DEBT SERVICE PRINCIPAL PAYMENTS FOR SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1966-67	1967-68	1968-69	1969-70	1970-71
Elementary						
53	Butler	\$ 15,176	\$ 35,202	\$ 40,000	\$ 45,000	\$ 50,000
57	Westmont	60,000	70,000	67,000	75,000	78,000
58	Downers Grove	280,484	290,472	290,493	325,000	285,000
60	Maercker	39,000	42,000	44,000	44,000	75,000
61	Darien	24,500	24,500	31,000	40,500	43,000
62	Gower	41,000	33,000	48,000	49,000	55,000
63	Cass	13,000	13,000	13,000	23,000	0
66	Center Cass	7,000	18,000	23,000	23,000	23,000
68	Woodridge	42,000	53,000	63,000	69,000	79,000
69	Puffer-Hefty	35,000	35,000	35,000	35,000	0
70	Lisle	36,000	42,000	43,000	43,000	44,000
78	Naperville	266,000	185,000	265,000	445,000	320,000
90	Granger	20,000	20,000	30,000	30,000	30,000
180	Palisades	10,000	10,000	11,000	12,000	17,000
181	Hinsdale	130,000	130,000	140,000	140,000	145,000
182	Indian Plains	13,000	13,000	15,000	15,000	15,000
High School						
86	Hinsdale	220,000	335,502	160,000	245,000	355,000
99	Downers Grove	280,359	330,351	357,548	370,000	615,000
107	Naperville	220,000	235,000	475,000	440,000	545,000
109	Lisle	40,000	50,000	55,000	60,000	65,000

TABLE 23. PER CAPITA TUITION CHARGE OF SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1965-66	1966-67	1967-68	1968-69	1969-70
Elementary						
53	Butler	\$710.96	\$996.86	\$943.26	\$974.36	\$962.95
57	Westmont	545.07	659.50	769.51	708.05	825.38
58	Downers Grove	532.53	589.46	655.63	700.52	822.98
60	Maercker	510.64	618.98	646.03	637.71	774.30
61	Darien	469.58	419.84	459.68	489.63	641.35
62	Gower	484.28	561.48	667.15	699.63	791.14
63	Cass	541.93	564.26	583.80	665.73	695.54
66	Center Cass	474.12	485.71	520.90	534.28	624.37
68	Woodridge	404.21	391.91	450.44	519.44	612.01
69	Puffer-Hefty	553.67	599.85	611.00	672.57	731.93
70	Lisle	493.20	483.32	556.77	609.85	739.64
78	Naperville	543.56	536.11	631.22	814.57	783.31
90	Granger	541.65	588.23	734.59	726.88	850.53
180	Palisades	540.42	483.07	479.30	566.77	696.06
181	Hinsdale	447.04	608.44	683.78	771.44	927.24
182	Indian Plains	394.18	830.86	653.97	644.04	750.80
High School						
86	Hinsdale	926.44	978.38	1,034.90	1,078.81	1,205.74
99	Downers Grove	859.27	831.79	893.76	924.26	1,042.95
107	Naperville	688.39	751.11	828.10	987.14	1,305.18
109	Lisle	938.68	965.17	1,013.18	1,088.42	1,172.04

TABLE 24. NET OPERATING EXPENSES OF SCHOOL DISTRICTS IN SOUTHERN DUPAGE COUNTY

DISTRICT NO.	NAME OF DISTRICT	1965-66	1966-67	1967-68	1968-69	1970-71
Elementary						
53	Butler	\$ 145,026	\$ 230,911	\$ 299,762	\$ 398,065	\$ 474,981
57	Westmont	552,883	673,028	805,188	867,448	964,982
58	Downers Grove	2,500,701	2,756,218	3,346,604	3,896,391	4,735,072
60	Maercker	297,440	386,656	450,475	518,946	644,440
61	Darien	356,779	398,573	553,222	778,788	1,147,068
62	Gower	354,666	409,493	490,674	530,770	584,952
63	Cass	77,455	92,304	102,950	137,641	158,410
66	Center Cass	105,184	123,332	171,888	240,363	365,246
68	Woodridge	427,854	549,397	809,465	1,291,411	1,812,803
69	Puffer-Hefty	292,158	303,883	327,821	371,799	402,919
70	Lisle	740,910	828,537	966,595	1,112,116	1,328,647
78	Naperville	1,854,976	2,106,143	2,656,757	3,220,779	3,785,314
90	Granger	116,857	132,691	183,767	217,173	262,787
180	Palisades	107,680	135,206	152,604	257,734	343,765
181	Hinsdale	1,839,370	2,015,411	2,372,766	2,742,155	3,040,205
182	Indian Plains	161,902	116,793	99,247	114,545	135,765
High School						
86	Hinsdale	2,587,063	3,050,944	3,505,945	3,984,824	4,579,221
99	Downers Grove	2,534,808	2,906,891	3,196,731	3,976,737	4,743,112
107	Naperville	1,235,674	1,499,493	1,832,275	2,425,220	3,230,328
109	Lisle	402,036	462,503	592,235	611,873	749,342

BIBLIOGRAPHY

A. BOOKS

- Educational Administration Center. Rockford and Area School Districts. Northern Illinois University, 1965.
- Good, Carter V. (ed.). Dictionary of Education. New York: McGraw Hill Book Company, Inc.
- Good, Harry G. A History of American Education. New York: The MacMillan Company, 1962.
- Monroe, Walter S. (ed.). Encyclopedia of Educational Research, New York: MacMillan Company
- Travers, Robert M. An Introduction to Educational Research. New York: The MacMillan Company, 1963.
- VanDalen, Deobold B. Understanding Educational Research. New York: McGraw-Hill Book Company, Inc., 1962.

B. PERIODICALS

- Barr, W. M. "Finance and School District Reorganization," Teachers College Journal, XXIX (May, 1958), 92-94.
- Butterworth, Julian E. "District Organization Matters to you," Phi Delta Kappan, XXXII (March, 1951), 297-298.
- Chisholm, L. L. "State Finance Programs Handicap Reorganization," Nations Schools, LXIII (April, 1959), 75-76.
- Clabaugh, Charles W. "Further District Reorganization Needed," Illinois Education Association, XXIV (November, 1961).
- Cox, J. K. "School District Reorganization," Illinois Education, IVL (October, 1957), 141-146.
- Dawson, Howard A. "Trends in School District Reorganization," Phi Delta Kappan, XXXII (March, 1951), 302-307, 312.

- Dawson, H. A. and Isenberg, R. M. "Status Report on District Reorganization," School Executive, ILXXC (February, 1959), 75-76.
- Dean, Stuart E. "School Organization in Historical Perspective," The Education Digest, XXVIII (October, 1962), 39-42.
- Louglass, Harl R. "What Type of Organization Schools?" Journal of Secondary Education. Vol. 41, No. 8, (December, 1966).
- Grieder, Calvin. "Assess U. S. Education, But Don't Use Tests to do It," Nation's Schools, LXXVI (November, 1965), 10.
- Grieder, Calvin. "Consolidation Means Higher Standards Not Lower Costs," Nation's Schools, LXXIV (October, 1964), 12.
- Havighurst, Robert J. "The Response of Education to Societies Needs," The North Central Association Quarterly, XL: 4 (Spring, 1966), 307-348.
- "John E. Serrano Versus Ivy Baker Priest, et al," Treasurer of the State of California, Harvard Educational Review, Vol. 41, No. 4 (November, 1971).
- Karber, J. F. "Time to Reorganize," Illinois Education, (January, 1947), 146.
- Krietlow, Burton W. "Organizational Patterns: Local School Districts," Review of Educational Research, XXXI (October, 1961), 380-392.
- McLure, William P. "School Finance in District Reorganization," Phi Delta Kappan, XXXII (March, 1951), 321-326.
- Moehlman, Arthur H. "Social Change and District Reorganization," Phi Delta Kappan, XXXII (March, 1951), 317-320.
- Morphet, Edgar L. "State Laws Can Aid District Reorganization," Phi Delta Kappan, XXXII (March, 1951), 317-320.
- Pearson, I. F. "School Districts in Illinois," Illinois Education, (September, 1946).
- Pearson, Irving F. "Factors Opposing Reorganization," Phi Delta Kappan, XXXII (March, 1951), 331-332.
- Prince, Donald M. "IASSP Role with the Illinois Task Force on Education," The Bulletin, VII: 1 (Fall, 1965), 4.
- Richmond, George S. "The Medium Sized Unit High School," The Bulletin, VII: 1 (Fall, 1965), 11-12.
- Roe, William R. "Organizational Patterns: State and Federal," Review of Educational Research, XXXI (October, 1961), 368-379.

Simon, Callison H. "The Best Organization--Dual or Unit?" The Bulletin, VII: 1 (Fall, 1965), 9-10.

Wilkins, George T. "We Must Take a New Look at School District Reorganization," Illinois Education Association, XXIII (March, 1961).

Woodard, Donald L. "Problems of Smaller Secondary Schools in a Dual District," The Bulletin, VII: 1 (Fall, 1965), 5-7, 10.

C. GOVERNMENT BULLETINS AND REPORTS

American Association of School Administrators, Commission on School District Reorganization. School District Organization. Washington D. C., 1958.

American Association of School Administrators, Commission on School District Reorganization. The Point of Beginning; The Local School District. Washington D. C., 1958.

American Association of School Administrators, Department of Rural Education. School District Organization Journey That Must Not End. Washington D. C., 1962. 17.

Bishop, Samuel M. "Report of the School Problems Commission No. 6," Bishop on District Reorganization. Springfield, Illinois: Superintendent of Public Instruction, 1961.

County Clerk's Office, DuPage County. 1960 Census Report. Wheaton, Illinois.

Illinois Association of School Administrators. News and Notes, No. 14. Springfield, Illinois, December, 1971.

Illinois State Chamber of Commerce. Further School District Reorganization is a Must in Illinois. Chicago, Illinois, 1959.

Levice, Daniel U., and Havighurst, Robert. Emerging Urban Problems and Their Significance for School District Organization in the Great Plains States. June, 1968.

McLure, William P. "The Public Schools of Illinois." A Report for the Office of Superintendent of Public Instruction. State of Illinois, December, 1964.

Northeastern Illinois Planning Commission. N.I.P.C. Planning Paper No. 10. Chicago, Illinois, September, 1971.

Northeastern Illinois Planning Commission. Suburban Factbook. Chicago, Illinois, September, 1971.

- Northern Illinois University. A School Survey of the Rockford Community. Educational Administration Center, DeKalb, February, 1965.
- Page, Ray. Directory of Illinois Schools. Circular Series A. No. 161. State of Illinois, 1965-1966.
- Superintendent of DuPage County Educational Service Region. Cost and Financial Resource Report. Wheaton, Illinois, October, 1970.
- Superintendent of DuPage Educational Service Region. Directory of DuPage County Schools. Wheaton, Illinois, 1966-1971.
- Superintendent of DuPage County Educational Service Region. Directory of DuPage County Schools. Wheaton, Illinois, 1971-1972.
- Superintendent of Public Instruction. Annual Claim for State. Springfield, Illinois, October, 1970.
- Superintendent of Public Instruction. Opportunities and Benefits of the Community Unit School District in Illinois, Circular Series A. No. 152. Springfield, Illinois, 1963.
- Superintendent of Public Instruction. "Illinois School Problems." Report of the School Problems Commission, No. 9. Springfield, Illinois, 1967.
- Superintendent of Public Instruction. The School Code of Illinois, compiled by N. E. Hudson, Circular Series A. No. 265. Springfield, Illinois, 1969.
- Superintendent of Public Instruction. The School Code of Illinois, compiled by Kenneth H. Lemmer and Simon L. Friedman, Circular Series A. No. 146. Springfield, Illinois, 1965.
- Superintendent of Public Instruction. Types of School Districts and Provision for Reorganization of Illinois Public Schools, 1966. Springfield, Illinois, 1966.
- The State Department of Education. Guidelines for School District Organization. Lincoln, Nebraska, July, 1968.
- Task Force on Education, State of Illinois. Education for the Future of Illinois. December, 1966.
- U.S. Department of Commerce, Advance Reports. 1970 Census of Housing for Illinois. February, 1971.

U.S. Department of Commerce, Advance Reports. 1970 Census of Housing for Illinois and 1970 General Population Characteristics of Illinois. February, 1971.

D. UNPUBLISHED THESES AND PRIVATE INTERVIEWS

Burnham, Frederick, Executive Vice President of the Illinois School Consulting Service. Private interview, August, 1971.

Bammi, Dalip, Senior Planner, DuPage County Regional Planning Commission. Private interview, October, 1971.

Fields, Goldman and MaGee, Architects and Engineers. Private interview, October, 1971.

Fahs, Eldon E. "Educational Programs and School District Organization in Ogle County." Unpublished Master's theses, Northern Illinois University, DeKalb, 1961.

Hubbard, Ben C. "Educational Feasibility Study." Unpublished Report for a Unit District in Illinois. Illinois State University, 1966.

Sarber, Thurston L. "The Unit District vs. Diversified District--A History of the Formation of a Unit District." Unpublished Master's theses, Northern Illinois University, DeKalb, 1961.

Wolf, Roy C. "Advantage and Disadvantage of Unit District in Mt. Carroll Area." Unpublished Master's theses, Northern Illinois University, DeKalb, 1961.

A FEASIBILITY STUDY CONCERNING SCHOOL DISTRICT REORGANIZATION
IN SOUTHERN DUPAGE COUNTY, ILLINOIS

ABSTRACT

The goal of this study was to determine the feasibility of merging into community unit school districts in an area encompassing seventeen elementary and four high school districts. The districts are suburban in nature and are of various sizes and shapes. They are all caught, or are about to be caught, in a "dizzying" increase in enrollment and are searching for solutions to meet the total educational needs of their rapidly growing areas.

The study includes enrollment projections for all school districts through the use of continuation factors. It also gives a summary statement and projection graph estimating a high, median, and low enrollment for each district by September, 1975.

Financial information collected shows a great disparity in the taxable wealth of the various districts. This disparity in turn reflects a sharp contrast in the total expenditures per pupil, and some of the problems that are manifested therefrom.

Several options or alternatives for new school district organizational structures are proposed by the author which he believes will lead to a more efficient and effective operation of school districts in Southern DuPage County, Illinois. On the basis of his enrollment and

financial projections, he believes that all of the proposed administrative alignments are defensible in terms of a sound educational program and will eliminate the "hodge-podge" geographical configurations of school districts that presently exist.

The study is a survey report which illustrates an encouraging omen on the part of school districts to focus on some of their mutual concerns.