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Case History of the Capital Assistance Program for a High School in Georgetown, Illinois

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CASE HISTORY OF THE CAPITAL ASSISTANCE PROGRAM

FOR A HIGH SCHOOL IN GEORGETOWN, ILLINOIS
(TITLE)

BY

ROBERT ARTHUR DELMOTTE

B. A., University of Illinois, 1965
M. S., Eastern Illinois University, 1971

FIELD ~~THESIS~~ STUDY

SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF

SPECIALIST IN EDUCATION

IN THE GRADUATE SCHOOL, EASTERN ILLINOIS UNIVERSITY
CHARLESTON, ILLINOIS

1977
YEAR

I HEREBY RECOMMEND THIS THESIS BE ACCEPTED AS FULFILLING
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CASE HISTORY OF THE CAPITAL ASSISTANCE
PROGRAM FOR A HIGH SCHOOL IN
GEORGETOWN, ILLINOIS

BY

ROBERT ARTHUR DELMOTTE

B. A., University of Illinois, 1965
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ABSTRACT OF A FIELD STUDY

Submitted in partial fulfillment of the requirements
for the degree of Specialist in Education at the Graduate School
of Eastern Illinois University

CHARLESTON, ILLINOIS
1977

INTRODUCTION

This paper deals with the evolution of a construction project which was undertaken by application through the Elementary and Secondary School Capital Assistance Program enacted in 1973. The study began in November of 1973 with work on the initial application and continues to the construction phase of the project which was reached in September of 1977. It is the conditions that caused a four-year time schedule between application and construction that are focused upon.

This study attempts to chronologically show the life of the Georgetown project and the events that have made it a learning situation. It is also an attempt to present a history of the project for the historical records of the district.

WRITING THE PROPOSAL

The topic of this field study was proposed in the Spring of 1977. The experience was seen as one of a definite value as an in depth case study of a specific Capital Development project. The study goes into details of the project which include initial application, a change in the scope of the building project from a junior high school to a senior high school, and a law suit and disposition concerning using life-safety bonds as the school districts share of the cost of the construction. A court decision was also rendered on the use of an alternate site of construction in replacing a structure.

The field study is concluded with the most important task of writing a complete set of educational specifications for the new high school and the drafting of the architectural drawings for the building and their approval which led to actual construction.

PLANNING AND CONDUCTING

The field study project, at that time not a formal proposal, began in

November of 1973 as a personal undertaking to keep a record of the Georgetown application to be used as a subject later. A file was kept of all formal communications from the Capital Development Board to the district, as well as other important papers on the project. Notes from meetings attended were also placed in the file. Copies of newspaper articles covering this period were kept to make the documentation as complete as possible.

It was this file, plus personal experience with the events, that were drawn upon to make the formal field study proposal and to provide the material from which the project was written.

EVALUATION

This paper's main focal point is the local Capital Development project. Thus the evaluation is of the positive and negative side of developments encountered in that frame of reference. Such evaluation also includes examination of the state-wide program as it affected the local project. One area explored is the heirarchical problems in the Capital Development Board and the Illinois Office of Education which led to long periods of inaction and indecision at the state level. Problems with the state guidelines for selection of districts for a project approval and funding are also dealt with, including use of a double set of standards according to district size and political potential.

The final evaluation for the Georgetown project rests with the stark realization that the only way a building project could be realized for the citizens of Georgetown was through this form of state funding. Whatever steps needed to achieve that result were judiciously followed.

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CHAPTER I

THE SETTING

Introduction

This school district has for the past four years been working toward the construction of a new school building through the Elementary and Secondary School Capital Assistance Program enacted in 1973. Ever since this project began every scrap of paper that concerned the project from its very inception has been kept. This includes records of a vast number of staff meetings, community meetings, Board of Education meetings, meetings with the architects and engineers, and meetings with Capital Development Board personnel. Notes were taken and kept on all these meetings as they occurred. The file also includes newspaper articles that have concerned the project through its various stages.

The work on the project began in November of 1973. At that time the entire administrative staff of the district was totally involved with the planning, from the initial application to planning a new junior high school building, our first program submission. Through the evolution of the project into the construction of a new senior high school, this study attempts to chronologically show the life of the Georgetown project and the events that have made it a special experience. It is also an attempt to present a record of the project for others to view the sequences that were involved in the process.

It is the evolution of the local Capital Development Project that this field study attempts to describe. The study includes background information of the community because it is believed that a short history of the area and its people leads to a better understanding of the events that have transpired in the

life of this project. The background contains geographical, historical, sociological and population characteristics. The work on the project has been broken down in events that occurred in each school year of the project. In the 1973-74 school year the first contact with legislation is described along with work on the first application and the problems encountered. School year 1974-75 describes the condemnation of a building and the solution of the housing problems that resulted for grades seven and eight as a result of that action and how it was solved. That year the district also received formal approval for its project and includes the rationale that changed the character of the project from the replacement of a junior high school to the building of a new senior high school. Local financing of the project is also described in that section.

A law suit in federal court and the passing of a referendum for the local share of the project funds became the highlights of the 1975-76 school year and the continued life of the project. The singularly most important task assigned was the writing of a complete set of educational specifications for the new high school, and this procedure is described in detail, as is the design of the high school, in its final form.

Several problems were encountered in the 1976-77 school year, i.e. technical problems with water run off, Environmental Protection Agency requirements, and the Governor of Illinois and state politics. These appear to be the final problems to be worked out before the project enters the construction phase. At this point in the project, the Governor of the State of Illinois, James Thompson, released the state's share of building project money on April 6, 1977, and the district is awaiting the Capital Development Board's approval of building drawings and documents. The Illinois Environmental Protection Agency has put a hold on the project due to a city sewer problem which we are now working very diligently to solve.

This study attempts to show the life of the Georgetown project and the

events that have made it a learning situation and an interesting experience. It is hoped that others may use this study to gain from the experiences presented herein. It is also an attempt to present a history of this project which will be of some small value for the historical records of the district.

Geographical

Vermilion County is roughly a rectangular tract of land with Danville as its county seat and its eastern boundary the Illinois-Indiana border. The county is about 40 miles long and 22 miles wide and lies about 100 miles south of Chicago. Georgetown lies 11 miles south of Danville and about 10 miles west of the Indiana state line.

The landform of the area is typical of the relatively flat Illinois prairie. The northern and northeastern areas of the tract are, however, cut through by the Vermilion River and its tributaries causing some areas to be quite hilly and broken. In general the landform is well suited to intensive agricultural practices following a pattern typical of the east-central Illinois cash grain belt. Cities, towns and villages in the area include Belguim, Catlin, Fairmount, Georgetown, Grape Creek, Humrick, Indianola, Jamaica, Olivet, Ridgefarm, Sidell, Vermilion Grove, and Westville. Belgium, Georgetown and Westville may be considered as part of the greater Danville metropolitan area, linked as they are to that city by a four lane route, Illinois 1.

The land forms of the area are varied. To the west of Georgetown lies good farm land. It has the negative factor of being undermined by now defunct coal mines which have caused a number of sink-holes to develop. A good deal of the north end of the city of Georgetown is also undermined which will limit home building in that direction. A large area east of the city has been strip mined and is non-productive. The bottom land of the Little Vermilion River also contains marginally productive areas due to flooding. The areas of the district

not disrupted by these factors are mostly level fertile farm land.

Historical

The early history of Southern Vermilion County is founded on two basic circumstances. The first of these is that the main French and Indian trail from Kaskaskia to Detroit passed through this region, serving the two seats of French government in this part of North America. The result was that relatively early in the history of white men in North America, this area around the Vermilion River was recognized as distinct from the great mass of wilderness.¹

The second condition that determined the early history of the area is that salt could be obtained in commercial quantities by evaporating the water present in wells where the Middle Fork of the Vermilion River emptied into the Salt Fork. There is reason to believe that the French were aware of these "Salines" as early as 1706, although they were not worked commercially by white men until more than 100 years later.²

Illinois became a state in 1818, and at that time no white men lived in what is now Vermilion County. In 1819 two major events occurred which meant that civilization was on its way. Seymour Trent brought his family to the salines in that year intending to work them commercially. Their home was the first white family dwelling in the county.³ In that same year, Gordon Hubbard came to establish a post of the American Fur Company, and from that post grew the city of Danville.⁴ Vermilion County became a separate governmental unit in 1826.⁵

¹ Illinois State University, Committee for Study of Education in Southern Vermilion County Illinois, 1966-67 Survey Report (Bloomington, Illinois, 1967) p. 8.

² Ibid.

³ Ibid.

⁴ Ibid., p. 9.

⁵ Ibid.

The modern history of the area can be summed up in the words growth, railroads, roads, and coal deposits. These latter were first worked in the last quarter of the nineteenth century and brought new peoples to the melting pot that is Vermilion County.

In 1820 Henry Johnson was the first to make what was to be Georgetown his home.⁶ James Haworth plotted the town, and because he lacked proper surveying instruments, the measurements were made with a rod-long wild grapevine. The North Star served as the compass. There are two stories as to how Georgetown got its name. Some hold that Haworth named the town after his crippled son George, who died of cholera in 1854. Others believe it was named after George Beckwith just after Danville had been named after Dan Beckwith and the new town wanted some Beckwith attention. Both theories might be right.

The first building in town was a doctor's office and other businesses followed. A plank road 13 miles long, connected Perrysville, Indiana, and Georgetown in pre-railroad days, with one bad effect - people of Georgetown went to Perrysville to shop.⁷

Benjamin Canaday's store on the square boasted the first stove in the county and also the first steel safe. Georgetown was on the stage coach line from Paris to Danville and became the principal station for changing teams. In 1871 the Paris to Danville railroad was built, and after the turn of the century an interurban line connected Georgetown and Danville and later extended south to Ridgefarm. Although many of the Georgetown residents worked in the nearby coal mines, the mercantile business of Georgetown has always been its chief interest. Men have sold goods, grown rich, and left their homes and their acquired capital and reputations to their children, who have followed on in the good way their

⁶Katherine Stapp and W. I. Bowman, History Under Our Feet, The Story of Vermilion County, Illinois, Vermilion County Museum Society (Danville, Ill.: Interstate Printers and Publishers, 1968) p. 23.

⁷Ibid.

ancestors had set for them.⁸

The community is primarily one whose residents work outside the community at various commercial and industrial installations in and around Danville. Georgetown, for better or worse, has been called a "bedroom" community.

Sociological

Most of the people of the area are native born, white and of Protestant faith. During the late 1800's there was an influx of immigrants from southern and eastern Europe to work in the nearby coal mines and the now defunct glass and zinc industries. These new Americans came from Belgium, Czechoslovakia, France, Germany, Ireland, Italy, Lithuania, Poland and Sweden and settled primarily in the Georgetown and Westville areas. Persons of German and English ancestry settled in the rural farm areas.

Both Protestant and Roman Catholic influence is felt in community action. Denominations representing Protestant thought in the area are Baptist, Church of Christ, Friends (Quaker), Methodist, and Presbyterian, with the latter two claiming the largest memberships.

Population Characteristics

The City of Georgetown has shown a steady growth averaging about 1.2% per year over the ten year period from 1960 to 1970. In 1960 the population was 3,544, and 1970, 3,984.⁹ Of the 440 growth of the community, annexation to the city has accounted for 34 residents. The population growth of 12.4% in the ten years between 1960 and 1970 was accompanied by an increase in the number of households at the rate of 14.4%. Georgetown households total 1333

⁸Ibid.

⁹Illinois State University, Committee for the Study of Education In Southern Vermilion County, Illinois 1966-67 Survey Report (Bloomington, Illinois, 1967) p. 15.

with 2.97 persons per household. Almost one-fourth of the households in Georgetown, or 14.8% to be exact, are of persons sixty-five years of age or older.

This accounts for 331 households of the total.

General characteristics of Georgetown show some interesting conclusions:

TABLE 1
GENERAL CHARACTERISTICS OF GEORGETOWN

Percent of growth 1960-1970	12.4
Percent non-white	5.1
Percent male	47.2
Percent female	52.7
Percent under 18 years old	35.6
Percent 18 to 64 years old	53.0
Persons 14 and over and married	
Male	71.7
Female	62.4

SOURCE: Superintendent's Newsletter, Georgetown Public Schools, February, 1974.

The potential wage earning group, ages 18 to 64, comprises 53% of the population. Assuming that part of the group in the 18-24 age group is involved in continuing education, college, junior college, etc., and that part of that group is unemployed, part on public aid or other welfare assistance, this leaves a small group, a minority of the population, as earners to provide the services its residents need.

The disparity between adult males and females is also worth noting. Employment possibilities of adult males may be a factor in the disparity of the population 14 years and older.

Income of Vermilion County residents is somewhat lower than the rest of the state.

TABLE 2
HOUSEHOLDS BY CASH INCOME

	0-\$3,000	3-\$5,000	5-\$8,000	8-\$10,000	10-\$15,000
Vermilion County	16.0%	9.8%	19.1%	14.7%	24.4%
Illinois	12.2%	8.2%	16.9%	14.8%	16.8%

SOURCE: Superintendent's Newsletter, Georgetown Public Schools, February, 1974.

The median household income shows that Vermilion County residents earn \$8,699 while the median household income for Illinois is \$9,728. The retail sales for the county account for a goodly share of family incomes as shown by a 1971 figure of per household retail sales of \$6,404.

A large group of the over 64 years of age population reside in the community. Each household of those over 64 has a \$1,500 property exemption to real estate taxes. This has affected taxes payable since 1972. The fluctuation up and down of taxable property has made planning extremely difficult for the school district. It is difficult to project with any certainty, the revenue to be available when property valuation fluctuates 8% or more up and down.

TABLE 3

ASSESSED VALUATION OF GEORGETOWN DISTRICT NO. 3

1969	\$15,072,000
1970	13,799,912
1971	14,022,404
1972	14,309,757
1973	14,431,462
1974	14,785,029
1975	14,917,001
1976	17,093,399

SOURCE: Vermilion County Court House, Tax Assessors Office, Danville, Illinois, 1977.

District Characteristics

Georgetown is located in the southeast corner of Vermilion County, Illinois. Georgetown School Unit District No. 3 comprises (49) forty-nine square miles of that county and is one of thirteen public school districts serving the communities of Vermilion County. Since the beginning of the unit district in 1971, the student population has been constant at around fourteen hundred with a general breakdown of four hundred and sixty high school students, two hundred and forty junior high school students, and seven hundred students grades kindergarten through six. These students are served by a staff of seventy-three teachers, three principals and a superintendent.

The education program of Georgetown was housed in nine separate school buildings in various stages of condition ranging from good to very poor. This fact was the number one reason for the district to apply for a Capital Development Board grant in 1973.

CHAPTER II

THE PROJECT PHASES

Initial Application

Public Acts 78-220 through 78-224 created the Elementary and Secondary School Capital Assistance Program of 1973. The first details of this legislation were received by our district's superintendent in August of 1973. It was a letter from the Director of School Organization and Facilities Section of the Office of the Superintendent of Public Instruction, as it was then named. It included a fact sheet for Senate Bill 908 which provided a detailed description of the bill.

Bond sale authorization for the Capital Assistance Program was for \$400,000,000 to be used in the following manner: \$300,000,000 for the acquisition, development, construction, reconstruction, rehabilitation, improvement, architectural planning and installation of capital facilities consisting of buildings, structures, durable equipment, and land for educational purposes; and \$100,000,000 for grants to school districts for the making of principal and interest payments required to be made on bonds issued by a district after January 1, 1969. The first year's appropriation for the Capital Development Board signed by the Governor was for \$100,000,000 and was divided into \$75,000,000 for construction grants, \$25,000,000 for school districts with a population over 500,000 persons and \$50,000,000 for districts under 500,000 population, and \$25,000,000 for debt service grants for districts of less than 500,000 population.

Eligibility of districts for the program was to be based on submission

of a District Facility Plan. This facility plan would be reviewed by the Capital Development Board and the O.S.P.I. and approval to proceed with the final application. A priority system based on assisting consolidation of school districts and the condition of existing facilities was applied to all applicants. The condition of existing facilities of approved applications would be determined by on-site inspection by Capital Development personnel.

A grant index for the amount of assistance from the state for a district's project was set up. The grant index is equal to one minus the ratio of the district's equalized assessed valuation per pupil in "Weighted Average Daily Attendance" to the assessed valuation per pupil in Weighted Average Daily Attendance of the district located at the ninetieth percentile for all districts of the same type.

The Grant Index for any school district shall be no less than 20% and no greater than 70%. In October, 1973 a publication of the O.S.P.I. showing the grant index for all school districts in the state showed Georgetown Unit District No. 3 with a grant index of 70%. This was a factor which further interested us in the new legislation since we were one of the 162 districts at that grant index level. The 90 percentile figure for Vermilion County being \$37,283 AV/WADA and Georgetown Unit District No. 3 AV/WADA was \$9,618.

In November of 1973, a meeting to disseminate information and procedures for filing applications for grants was held by the Capital Development Board and O.S.P.I. in Chicago. Georgetown's Superintendent of Schools was the only representative present from Vermilion County. He returned the following day with the only copy of the guidelines in the County. A meeting of the principals and the liason representative from O.S.P.I. for our area was called. It was decided at that meeting when the guidelines were presented and discussed thoroughly that the district had more information than he did, and it was decided to proceed on our own. Thus, the administrative staff's participation

in the project began on November 20, 1973.

In the Capital Development Board Program Procedures dated November 9, 1973, the submission of projects depended upon two factors: the preparation of a district facility plan, and that the district was able to show a need to construct additional space for unhoused students. The second criterion would be met since the district was proposing the replacement of a junior high school building housing approximately 250 students.

The second criterion of providing a district facility plan was where the first work was involved. The district facility plan is divided into four parts: physical facilities, present and projected student enrollment, educational programs and plans, and district fiscal information. All except educational program and plans were administrative jobs that were done with adding machine and yardsticks. Future educational programs and plans required extensive input from the teaching staffs of all buildings. Present educational programs or activities were to be described, but more importantly, future goals, objectives, priorities, and curricular concerns needed to be developed. Staff meetings were called at the elementary and secondary level. (See Appendix A)

Little time and a lot of work seems to be the case with all state operated programs. The deadline for submission of the application was to be January 15, 1974. This left very little time in the heavy vacation month of December. The principal's job was to conduct the meetings, condense the ideas and material presented and have the finished product ready by the end of Christmas vacation. One clear fact emerged from the meetings. The district's goals were evident to the staff; they had just never been set to paper before in an orderly manner. This made the process much easier. Thus developed the Educational Goals (noted in Appendix B) upon which the district's future direction was centered.

Problems Encountered

Of course every school district that applied for the Capital Assistance Construction Grants in the first year, 1972, felt its project was one of top priority. So did Georgetown. Several hundred man-hours went into the preparation of the project from Georgetown. The application was submitted by hand in Springfield by the January deadline, and by late April of 1974 Unit No. 3 had heard nothing from the Capital Development Board. The one contact from Springfield was that the Capital Development Board had decided after the deadline for submission that kindergarten students should only count 1/2 instead of one in computing the unhoused student index. The Superintendent was requested to drive to Springfield and change the figures in the application, a hint of some of the unreasonable requests and one of the problems the Capital Development Board was to have in the future.

Communication from and with the Capital Development Board was and still is one of the major problems faced. For four months after submission of Georgetown's application, the district had not received any notification of our priority status, approval or non-approval, not even a form letter from the Capital Development Board advising of a delay in processing the applications. This led to the "grape-vine" rumor process of finding things out, not a very effective or correct process. The "grape-vine" word was that Cook and DuPage Counties got all the funds. Repeatedly telephone calls were made to the Capital Development Board for indications on the delay and priority status with respect to possible funding of our project, but no authoritative reply was received.

Another concern that many districts had was that the Capital Development Board guidelines would favor those districts of rapid growth that would show a large number of "unhoused students" every year during the life of the act. It was felt that some consideration must be built into the guidelines for "stable

enrollment" districts that happen to have old buildings. The original guidelines had also stated that each district would be assigned a priority number, if the project was accepted. Once priority numbers were assigned, by keeping the facilities inventory current, a district would retain its "place in line" for future funding. Again, by the "grape-vine" a change was made that projects equal to the funds available would be approved and the rest of the districts were to re-submit for the next funding. Of course districts that need new buildings annually due to growth would be submitting again also, so unapproved districts would be competing with those same districts that received construction grants in the first year of the program.

In May, 1974, some of the grape-vine information was given credence by correspondence from the Capital Assistance Program. The first was a questionnaire outlining problems the Capital Development Board had seen. First of concern was the 90 day limit to conduct a successful bond referendum to provide necessary local funds before the state funds are withdrawn. Should this time limit be extended? Second, should school districts be required to reach their legal limit of bonding power before they are considered for a grant? Third, were Capital Development Board guidelines on space standards too high? And further, was the unhoused student index an appropriate means for priority ranking of construction grant applications? Answers to those questions were to come with the new guidelines for project applications the following school year and will be discussed under that heading.

Also, in May, 1974, correspondence was received listing school districts that submitted District Facility Plans and construction grant applications. All districts were ranked in priority order by unhoused student index. Georgetown's project was ranked number 117. During the first year of the Capital Development Board Assistance Program 268 debt retirement grants totaling \$11,245,582 were

recommended for approval. Forty-six construction grant entitlements were made to 39 school districts in priority order by unhoused student index and totaled approximately \$29 million dollars. Of those 39 school districts 70% were from the DuPage, Will, Cook and Lake Counties, and only three were from central Illinois with a few more projects in the St. Louis area.

In a written statement to the School Problems Commission on April 30, 1974, the then chairman of the Illinois Capital Development Board, Louis R. Silverman, pointed out the problems his board had encountered. This program of school construction has been funded by the state without requiring a district to exhaust its ability to help itself, without demanding a district to exhaust its statutory bonding capacity. This caused an eleven month old organization to cope with many, many applications, each of which was to include an on-site inspection. Also, the school districts, for the first time ever, were to receive grants as opposed to loans. The money will never be repaid to the state. The results of these two facts meant that all the residents of the state will be required to pay 56 cents out of every dollar for school construction in twenty-one projects.

Another point of attention was focused on the fact in an area that benefited the most from the program in the first year, metropolitan Chicago, the Capital Development Board ended up financing projects for building facilities of a special nature, which might duplicate facilities "down the road a piece" which might even be unused. Also in this geographical area new housing is more likely to be apartments or condominiums rather than three or four bedroom houses. Increased enrollments have to be examined with this perspective in mind.

Awarding of project grants needs also to consider districts where the deterioration of existing school facilities has been permitted and a program of

capital replacement ignored and a school building crisis has set in.

These problems led to the following suggested Capital Development Board guideline revisions:

1. All districts within the state are to be required to submit a District Facility Plan at least every two years. This was required to be done by statute.
2. The Capital Development Board should be allowed by law to apply unused debt service grant appropriations in a given year to the construction grant program.
3. Allow a simplification of the District Facility Plan for those districts which seek only a debt service grant.
4. Allow more flexibility in the use of square foot allowances per pupil to allow for special uses and special needs.
5. Institute hearing appeals to handle districts unpleased with the results of their application.
6. Establish a first-line priority for districts that have exhausted their bonding authority and have unhoused students sufficient to support the project.

May and the first three weeks of June came and went without word from the Capital Development Board. On June 24 a letter from the Capital Development Board stated that a seminar on review and possible revision of program guidelines for fiscal 1975 was slated for late July to discuss the six areas noted above plus other concerns. The meeting, or even meetings, were undoubtedly held and probably productive, but our next correspondence was dated October 29, 1974. Six months had gone by and then a letter is received with the lead paragraph: We have received many calls asking; "Are your new application forms ready for the Capital Assistance Program?" The answer: "No, not yet". This letter went on to further claim the delay in the revision of the guidelines was due

to inaction from the Office of the Superintendent of Public Instruction and its Superintendent, Michael Bakalis. The letter, written on October 29, 1974, stressed that the November 30, 1974, deadline for submission of applications would be held, and with quick decisive action by Dr. Bakalis, guidelines could be out by November 13, 1974. Quick, decisive action could be considered if Dr. Bakalis would agree with Capital Development Board approved and adopted guidelines and priorities.

Dr. Bakalis' reply, dated November 4, 1974, revealed that his office had worked jointly on revised guidelines with the Capital Development Board in the spring of 1974. A task force from O.S.P.I. was also convened in meetings, and recommendations for adoption by the Capital Development Board were readied for an October 10 meeting.

At the same time, the Capital Development Board prepared its own set of revised guidelines and at the October 10th meeting approved their adoption. This dispute between the two state offices was the cause of much delay and concern on the part of local school districts who were awaiting guidelines to apply for much needed building projects. Dr. Bakalis' concerns expressed centered on three points: (1) the O.S.P.I. was not adequately involved in the Capital Development Board process for approval of building programs, (2) the November 30 deadline needed to be changed, (3) and the unhoused student index should be retained as a means to show need in obtaining building or debt retirement grants. He proposed that all functions then the responsibility of the Capital Development Board and fought over by O.S.P.I. be given legislatively to the Capital Development Board and O.S.P.I. for determining the condition and adequacy of existing facilities and space needs.

The disagreements between O.S.P.I. and C.D.B. were further aired in public with a memorandum from the C.D.B. to all local school districts on November 15. The memo, despite the fact it showed a rift still existed between the

two organizations, also established that the new guidelines when finally approved would have a new system to establish a priority list for projects. This prioritizing would be based first on projects that would correct severe Life-Safety situations, secondly, condemned facilities and finally, unhoused students. This proved to be a very worthwhile and realistic change.

Finally, the long awaited communication, the guidelines, were approved on December 12, 1975, and the deadline for applications was established as March 1 of that year. After seven months the program was finally under way again with some questions answered and many still left for interpretation.

Condemnation of the Junior High School

There are three ways to develop this field study report in a chronological order; calendar year, fiscal year and school year. A continual log of work and correspondence has been kept as material was received by the school year.¹⁰ There are always some things which do not neatly fit in this logical sequencing, things which overlap these time periods. Such an item was the condemnation of our junior high building.

In one of our weekly administrative meetings it was seen that the one way to prove the fact that you have unhoused students would be for a building to be condemned, and our district had a prime candidate for that. The junior high school was built in 1904 with an addition in 1914, a structure of two stories with wood floors, joists and brick exterior. The problem that came up first was who had the responsibility for and the authority to close a building for life-safety reasons. The answer was not simply or quickly found. Contact with the regional superintendent of schools produced only the fact that there was no longer a state school inspector with authority to close buildings. There was,

¹⁰ Georgetown Community Unit District #3, Georgetown, Illinois, Central Records Section, July 1977.

however, an educational specialist architect located in the School Organization and Facilities Section of O.S.P.I., and with the help of a local state senator, his assistance was obtained. In May of 1974, he made a preliminary inspection of the building. At this time the architect stated officially that renovation of the building was too costly and that while the building would be usable it would still be a 1904 building.

We now had a recommendation by the chief school architect of the state and in December of 1974, a preliminary proposal to purchase part or all of fifty-six acres of property adjacent to the high School was made in preparation for the site for any new facility.

The condemnation of the junior high school building consisted of the following sequential steps. The principals of all buildings helped prepare an evaluation of their physical facilities which cover its adequacy, capacity physical environment for learning and physical site adequacy, all of which were found severely lacking.¹¹ An oral report was then made to the local school board. At that time a professional study of the structural conditions of the school building was ordered by the board of education. The architect's report to the school board was made, with its final opinion that the building should be condemned. The educational regional superintendent was found to have the authority to close a school in his region for life-safety reasons.

A formal inspection date was then set up to include the O.S.P.I. Chief Architect, the Educational Regional Superintendent, administrators of the district, and various board members. Immediately after his inspection the regional superintendent ordered the building closed as of June 30, 1975. The condemnation letter evoked a barrage of questions and conflicting emotions from both board members and more than a dozen visitors. The biggest questions were, "Where will students be housed next fall?" and "Where will the money come from for a new

¹¹Ibid.

building?"

With the need to replace a building, the administration was asked to seek alternatives to financing the district's share of the money necessary should the Capital Development Board approve the local application. One most logical method is by referendum. Another method proposed and recommended by the superintendent in February of 1975 is the issuance of life-safety bonds, which would have been possible since the building in question was condemned for failure to meet the state's life-safety code. The limitations placed by statute on such a method are that the amount necessary to improve, repair, or replace must be verified by a certified architect's estimate, and the indebtedness of the district, including the proposed bonds and tax warrants outstanding may not exceed the legal limit of 12% of the equalized valuation of the district as last certified. This amounted to a possible bond issue of \$1,500,000. Whatever method was to be used, the school district now had a condemned school building, and with the new priority setup for projects proposed to the Capital Development Board as described before, the chance for an approved project had decidedly improved. The application for the 1975 school year was then completed and sent with this new information to the Capital Development Board.

Resultant Student Housing Problem

No matter what action was to be taken on the Capital Development project, no solution would be reached nor construction be started in time to house students from the condemned school building for the 1975-76 school year. Or, for that matter, the two or three years that it might take to complete construction of a new building. The junior and senior high school principals were given the task of recommending to the board of education a solution to the housing problem. A meeting was held with all interested citizens and parents invited at which time the reasons for the condemnation were given using the reports from the

architects as the basis, along with the state architect and regional superintendent's letter. A list of alternatives for housing was then made using suggestions from the group. The suggestions ranged from half day school at the high school-junior high school level to buying relocatable classrooms, a follow up on which found the cost to be an estimated \$700,000 to \$900,000. Two meetings were held with the teaching staffs of both the senior and junior high school to refine the list of alternatives and receive new suggestions.

The district was then ready to make the final recommendation to the board of education. It came at a meeting of the board after the submission of a letter with our conclusions. The list of alternatives had been reduced to two, half day school and utilizing the 1924 part of the high school complex for a junior high with no disruption to the all day school process.

February 13, 1975

Dear Board Member:

In attempting to accomplish our goal of finding a solution for housing of Junior High students for the 75-76 school year, we have reached the following conclusions:

1. We have had a difficult problem in separating the issue of temporary housing from a permanent solution to the district's housing problem, but have tried to confine ourselves to the appointed task.
2. Greatest considerations were given to:
 - a. Expense involved
 - b. Least disruption of the educational programs now in progress
 - c. Least disruption to our remaining facilities

The above have led us to the final conclusion that there are only two alternatives available:

1. Half day sessions at the Junior-Senior High School level using the new high school building.
2. Moving the Junior High students into the old building at the high school with as minimal as possible expenditure for remodeling.

We are recommending to you the use of the old building at the high school as the solution to the housing of Junior High students for the 1975-76 school year.

We will be glad to meet with the Board of Education or hold a public meeting, or both, before the deadline of March 10, 1975, at which time going into more detail and answering any questions you may have.

Sincerely,

Bob Delmotte
Ron McMorris

Application Approval

The recommendation was accepted and the next problem was tackled, work on the project application to the Capital Development Board. This work continued in March of 1975 when a meeting was held with Capital Development Board officials concerning the project. To help the lack of communication problem faced before, it was felt that periodic personal contact with the Capital Development Board would help keep information on the status of Georgetown's project available. On this visit it was learned that a map of all proposed projects had been compiled and our local proposal was one of three in Regions 3 and 4 which is a 17 county area. Also, an on-site inspection team would visit all proposed projects beginning in April, and funding of projects by the legislature looked eminent. The communication problems with the Capital Development Board were improved greatly by this effort, and this was the first of several times this was done before project approval.

It was also decided that since the CDB and O.S.P.I. were political creatures that some political involvement on the local level was needed. A state legislator was contacted, and a public meeting was set up for him to receive information about the local problems, the steps taken to date, and to make a tour of the facilities of the school. Prior to this the buildings were opened to public inspection to make as many people as possible aware of the problems with their own eyes. This was done prior to the building being condemned, and afterwards when looking for housing alternatives. For those who

saw the building for themselves the final answer seemed obvious. The political help of the state legislator was assured.

Georgetown's project application was to be considered at an April 10, 1975 meeting of the Capital Development Board. However, the meeting was cancelled until later in the month since a quorum of the board could not be convened. Several members were vacationing in Bermuda at the time. Several local school officials were members of the delegation that was present at the delayed April meeting of the Capital Development Board in Springfield. The administration and several members of the Board of Education attended the meeting to testify in support of the proposal for assistance for our local district's project. The 196 page agenda and 30 page supplement handed out at the meeting site showed that 19 projects were up for approval. Another project was added to the agenda at the meeting due to a recent tornado emergency just a few days earlier. A second project was added due to political maneuvering and influence of one of the Capital Development Board members. That made the projects to be considered that day at 21. With some maneuvering of our own, the scope of the project Georgetown had submitted was changed from a grant request for \$1,431,874 for construction of a middle school to a high school complex at a cost of \$2,378,067. The ground work had been laid prior to the cancelled meeting through the district's architect and the project coordinator from O.S.P.I. It was submitted that for overall long range efficiency, a new high school would relieve more of a housing problem than a middle school-junior high school building could. The district's present high school could with minor remodeling be converted to a middle school, grades 5-8, providing more elementary classrooms and the new high school would provide a more adequate program and space for students. Currently the senior high school students are in a space one-half of the size recommended by Capital Development Board guidelines. This logic prevailed and the project was approved.

This was a long-awaited, hoped for decision, and there was much happiness

and elation to celebrate the event. However, on the way back home by car it was seen that the work had only just begun, and the time and energy spent so far was minor in comparison to what lie ahead.

The newspaper headlines stated, "Area School Gets Shot at Funds" and that is just what it was, a shot. The first major problem to be overcome was to finance the district's share of the project cost which was to be \$750,000. Details of construction, exact size, design and facilities to be included could not be determined until the local share was raised. On April 28, a letter from the Capital Development Board stated that once the state grant by the Capital Development Board was awarded for the Georgetown project, the district would have 90 days to come up with its share of the construction cost. Two major methods of funding were seen as possible, one a referendum and the second the issuance of life-safety bonds without referendum due to the fact that a school structure had been condemned. The deadline for a referendum to be successfully completed was set at October 31, 1975.

Work on the project progressed during the summer of 1975 with the selection and approval of an architect, sale of the condemned building and property and financing the district's share of the project cost. Much discussion and controversy was present for most of June and July over the use of life safety bonds for this financing rather than holding a referendum. Then on July 28, 1975, a continued school board meeting was held to answer the question of finance. Six board members were present, one being in the hospital. However, one member left prior to the adjournment of the meeting. That meeting was adjourned until August 4 at 10:00 A.M. At the end of that meeting the five members adjourned the meeting until 7:30 that evening. At the 7:30 meeting it was voted that the financing for the new school was to be by referendum, the vote being 3 to 2. However, the meeting held was not legal since two board members were not notified of the adjourned meetings.

At the next regular meeting of the Board on August 11 acknowledgement was made that all actions taken at the previous meeting were illegal and the question of finance would be taken up at a special meeting of the Board on August 18 or no later than the next regular meeting of August 25th due to the absence of one member. The August 25 meeting was held, and the Board approved the selling of life safety bonds for its share of the project without referendum. This procedure and its outcome were the seeds of local discontent and would later cause a larger problem in the form of a law suit in federal court. At this time, however, steps were begun necessary to securing the sale of the life safety bonds. The documentation needed for this procedure was:

1. A certified copy of the order directing the school district to alter or reconstruct the school building so that it will meet life-safety regulations.
2. A certified copy of the tax levy resolution, together with certified minutes to show its adoption.
3. A certificate by the school district officials to show that there were not sufficient funds available in the building fund to make the alterations or reconstruction ordered.
4. The certified estimate of the licensed architect stating the estimated amount needed to make repairs or replacement.
5. A certificate by the County Clerk acknowledging receipt of a certified copy of the tax resolution.
6. County Clerk's certificate of prior years' extensions for fire safety.
7. Assurance of the estimated amount.

The bonds would mature in twenty years, and it was felt this method would be beneficial to make the buildings safe for the pupils attending them sooner. Also, the costs for improvement could be reduced since contractors usually prefer a larger job over small yearly contracts and that money could be saved by construction at one time rather than over a period of a few years at increasing price trends.

By the end of the summer of 1975 the condemned building and its site had been auctioned and disposed of to an area housing developer. Work on a program statement as required by Capital Development Board was completed. The School Board also voted to take an option on the 56 acre site adjacent to the existing

high school at \$2,500 an acre. Final action on this was taken in September.

Court Proceedings over Financing the Project

On October 18, 1975, a coalition of thirty-eight Georgetown taxpayers asked for a court order to stop the school from building a \$2.3 million high school and from purchasing \$140,000 worth of land to build it on. The suit was filed on behalf of area taxpayers, rural land owners and city property owners and contended that life-safety bonds could not be used to construct a new building but could only be used to repair an existing structure. The complaint also contended that life safety bonds could not be used for land purchase. At the same time, and as a result of a visit by several of the members of the group that filed the complaint against the school district, the Illinois Office of Education, newly renamed from O.S.P.I., refused to approve the replacement cost of the condemned building. This step must be done before life safety bonds can be issued. The Capital Development Board was informed of these problems that were encountered and was requested to grant an extension of time to resolve the matters. An extension of time was granted.

On November 7, 1975, in the Fifth Judicial Circuit Court of Judge James K. Robinson, Danville, Illinois, the suit against the school was dismissed. It was his opinion that the Georgetown School Board was not proved to be violating any statutes as indicated in the petition of the plaintiffs as filed. The plaintiffs were given 10 days to file the complaint again, and the School Board had another 5 days to answer the revised complaint. Also, in November the results of the Capital Development Board on-site inspection of the district were formally received, and agreement with the plan to reconstruct a new senior high school and convert the present 1961 school building to a junior high school was made formally. Plans were made to also proceed with the site testing and purchase of the 56 acre tract of land with building funds since the property would

be needed regardless of the outcome of the law suit and since life-safety funds would not be used for its purchase. On November 18, a revised suit was presented to Judge Robinson. This suit would decide the meaning of the word "reconstruct" as used in life safety code statutes. The lawsuit contended that the word does not mean that the school board can build a new structure on a new site, while the school board attorney contended that "reconstruct" can only mean a new structure. This whole question was the central issue of many discussions in the local coffee shops, stores and practically everywhere including letters to the editor from both sides in an area newspaper. The issue became emotional from both points of view. There was hardly anyone in the middle of the issue; all were either violently for or against the new school.

Central to the board's concern over the lawsuit was the time factor involved. It was felt that the coalition of taxpayers who filed suit would be more than content to allow no decision to be made in court until the various time limits set by the Capital Development Board for funding the local district's share of the projects cost were exhausted. This would accomplish the aim of the coalition, loss of the new building and the state grant. Their case was greatly aided when the judge in the lawsuit was changed to Circuit Judge Ralph Pearman of Paris. This could only mean a delay in the court's decision on the suit. Early in November the state's new chief school officer, Dr. Joseph Cronin, officially disapproved of the use of life-safety funds for construction of two projects. The one for Georgetown and one in Danville, Illinois School District 118. This meant that Illinois Department of Education was still refusing to certify the architect's replacement figures on the replacement of the junior high school in Georgetown. Dr. Cronin stated, however, that this was only his opinion and he would, of course, agree to the judge's ruling in the Georgetown case. But again, the time factor for the grant became a pressing issue. The final date to have the district's share provided was to be March 1, 1976. If Georgetown was forced

to reapply for a new grant it would again be thrown into the heap with all other schools in Illinois applying for Capital Development Board grants. Because a grant was made in one fiscal year did not mean it would be guaranteed in another year. As desired as the court ruling was on both sides, each for a different verdict, the decision was not to come until late January. The timetable noose drew much tighter, uncomfortably so, for the prospects of a new school.

On January 29, 1976, Judge Ralph Pearman of the 5th Judicial Circuit Court of Illinois handed down a 14 page decision in the case. The first contention of the suit, purchase of the land, was resolved in the first page and one-half of the written decision. Citing an Ohio case, the Board of Education vs. Townsend, 59 N. E. 223, the court ruled that reconstructing a building is not restricted to the erection of the new building on the site of the old one. In the Board of Education vs. Townsend the School Board had entered into a contract with the railroad whereby the School Board was to convey a school site with a brick school building thereon to the railroad and the railroad agreed to convey to the school another lot and "remove, reconstruct, and rebuild thereon the school house". The railroad refused to complete its portion of the contract, alleging as a defense that the school house mentioned in the contract was demolished by a windstorm so that it could not, as a school house, be renewed. The court ruled that the railroad must reconstruct and rebuild it on the new site. The court also recognized other facts as being true and entering into this part of the decision. Eighty thousand dollars of the one hundred and forty thousand dollar purchase price was taken from the building fund for purchase of the property with the balance to likewise be paid from that fund. The Board had also admitted by its action that it was not proper for the proceeds of the sale of life safety bonds to finance the remainder of the cost of the land. Capital Development Board and I.O.E. standards for minimum size of 30

acres plus an additional acre for each one hundred students, plus the fact that the owner refused to sell only part of the property and the Board did not wish to proceed with condemnation proceedings, made the size of the new school site immaterial to the court's decision.

The remainder of the decision concerned itself with the central issues, whether or not the condemning of the old junior high school is justification for building a new high school; whether there should have been a bond issue referendum before building a new high school and whether the use of life safety funds for reconstruction is broad enough to include the buildings of the new high school in lieu of the condemned junior high.

The court agreed that the Legislature of Illinois under the powers of the Constitution of 1970 has granted specific powers to local school boards in Chapter 122, Section 10, Illinois Revised Statutes which include: the power to establish schools of different grades; the power to establish one or more attendance centers; the power to establish high schools; the power to have the control and supervision of all public school houses in their district and to grant the temporary use of them; the power to lease property for school purposes; subject to a backdoor referendum; the power to decide when a site or building has become unnecessary, unsuitable or inconvenient for a school; the power to buy, to select and purchase all such sites and office facilities desired without the submission of the question to any referendum; and the power to build, purchase or move a building for school purposes and office facilities upon the approval of a majority of the voters upon the proposition.

The Legislature of 1961 also passed legislation in Section 17-2.11 of Chapter 122 of the Illinois Revised Statutes which provided a 5 per cent tax levy for fire prevention and safety purposes. The court allowed that the Board, after the condemning of the junior high school, followed the proper steps of the statute and that the architect had certified that the maximum amount required to

replace the old junior high school was correct. Judge Pearman stated, "There appears to be no question that the Board, after the condemning of the junior high school, followed the proper steps of the statute and that the architect certified that the maximum amount required to replace the old junior high school would be nine hundred and eight thousand dollars and that if the Board had sought to issue life safety bonds up to that amount for the replacement or rebuilding of a junior high school upon the same site, it would be "reconstruction" under Section 17-2.11 and there would be no issue presented here." "Instead, the Board seeks seven hundred and fifty thousand dollars under life safety and using six hundred and thirty thousand of this amount, together with the grant from the Capital Development Board, to build a new high school on a different site and to assign the junior high school students to a portion of the present high school facility."

In his decision Judge Pearman stated further that his opinion was not based on whether or not the Georgetown District is obtaining a bargain in acquiring a 2.3 million dollar school for the expenditure of six hundred and twenty thousand dollars but that the term "reconstruct" must be given its plain meaning as defined in the dictionary, that is, to construct again, to rebuild, to restore again as an entity the thing which was lost or destroyed. The court agreed that the building would not have to be rebuilt in exactly the same architecture or design. Once the proposed high school was constructed the taxpayers of the district would be obligated to maintain the substantially larger and more expensive building in future years without any right of expression of their approval or disapproval. The complete text of the court's decision is located in Appendix C. The court therefore ruled that the Board had exceeded its authority and granted relief to the plaintiffs.

The Referendum

Immediately upon the receipt of this decision on February 5, 1976, the

Board directed the superintendent to determine the exact cost to the district for its participation in the project with the Capital Development Board and to ask for an extension of time to hold a referendum. The amount required for participation was \$739,859 and an extension to February 28, 1976, was granted to hold a referendum. The Board approved a referendum date of February 26, 1976, and a dollar figure of \$975,000 to cover the money needed for the new construction and \$275,000 to bring other buildings in the district up to life-safety code standards. At a meeting held four days later the Board reversed itself and voted to ask only for \$750,000, the amount needed for the new construction project. Upon further consideration of the court decision the Board decided that the \$275,000 in life safety bonds for work at the other buildings could be done without referendum and would not confuse the referendum issue and present a low figure for voters to approve.

Opposition to the referendum was already in existence in the form of the coalition that had filed the lawsuit to enjoin the district from issuing life safety bonds for the new construction. The group of thirty-eight people had already spent money for that action and was ready to oppose the referendum. However, an equally vocal and more numerous "School Yes" committee sprang up overnight to help see that the one chance for the district to receive a state grant of over a million and a half dollars was not lost. This committee was composed of parents, older citizens, school age children interested in their future, and district employees. The committee immediately began compiling voter registration lists, arranged for conducted tours of the present high school and the old addition of the high school where the junior high students were now housed. It was felt the facilities would "speak for themselves" and convince people that a building was needed. Two or three public meetings were held to present the plus side of the question that voters were faced with, and a radio interview with the superintendent of schools and the leader of the opposition

coalition was arranged on a local radio station. Coverage in the local newspaper was continuous with the Board of Education holding special meetings, issuing referendum finance fact sheet plus a supplement to it with answers to the most pressing problems answered. The administration, including the principals worked on this phase of the campaign. A copy of this fact sheet is included in Appendix D. Letters to the editor from both sides kept the issue going in the newspapers. The local Jaycees sponsored a forum of pro and con representatives on the issue which drew an audience of over 125 persons. Students at the high school printed signs all over the town as election day approached, including store front windows of local merchants who were in favor of the passage of the referendum. The contribution of the students was a positive force. They showed great understanding and responsibility in helping on the referendum issue, and many people became convinced in the sincerity of their concern.

The issues on the school bond referendum were clear cut. First against passage were:

1. Georgetown school buildings had been allowed to deteriorate while old buildings in other school districts in the county had been kept up.
2. The School Board purchased 56 acres of land when only 34 were needed.
3. School populations are declining.
4. A junior high school building should be built, not a senior high school.
5. A Capital Development Board grant for the construction of a junior high building should be sought.

Those voters in favor of passage of the referendum cited the following reasons for their position.

1. The Capital Development Board has approved the grant for the new high school, if lost there is no guarantee of another grant being approved.
2. The Capital Development Board grant does not have to be repaid.
3. Life Safety funds will not pay for remodeling or renovating old buildings.
4. The new high school would consolidate attendance centers and eliminate the need for \$221,000 in life safety work.
5. Building a new junior high school would not relieve overcrowding at the high school.
6. The time delay has already increased the cost of the proposed project by \$30,000, and further delays could cost more.

The referendum was held on February 26, 1976, with school dismissed that day for the voting. Both sides campaigned that day hauling voters, distributing fact sheets and waiting eagerly into the night for the results of the day's voting. When it was all over and the count completed a total of 2,194 persons had voted, a total never before attained locally in a school election or referendum. The final vote was, no 858 and yes 1,303. It represented a decisive victory for all those who worked so hard for its passage and a disappointing loss for those who had worked against passage. But as the newspaper headlines of the day suggested, "All Georgetown Won Last Week." It was evidence that the people are concerned enough about their community and its future to get involved, to stand up and be counted. Apathy towards issues of public interest was not evident and its example of intense community pride was felt in neighboring towns.

It was a long span of time, hard work, patience and perseverance between the first minute of work on the Capital Development Board grant in November of 1973 until March of 1976 when the referendum was passed and actual work on planning for the building began. There had been the interesting experience of the first application and the waiting, sometimes patiently, while state politics leveled off and allowed the Capital Development Board to focus the majority of its attention on the projects it was created to govern. A building had been condemned, sold and a new site composed of 56.4 acres purchased, not to mention two days in court. Then the referendum, the time when the people of the town stood up and were counted and gave everyone that had put so many long hours in working towards acquiring a new school for the town, a feeling of satisfaction and pride of accomplishment in what had been done. And then in March, 1976, a trust account for the project of \$70,000 was activated in the local bank and the next phase of Georgetown's project began.

Writing the Educational Specifications

Next to securing a grant approval and obtaining the district's share of

the funds for a project, the most singularly important task is to write the educational specifications for the building. The educational specifications for the project include the project's rationale, a description of the community, description of existing facilities, educational plans, support plans, description of activity areas, spatial relationships and summary of measurements for every aspect of the building. All of this detail turned into a one-hundred plus page report when completed; this was the next assignment, and it was to be completed within a thirty day time limit set by the superintendent.

It was evident that one person could not, and should not, do the task at hand. From this written report would come the foundations for the architect to plan the complete building down to the smallest of details. A departmental chairmen meeting was called immediately, and a copy of the guidelines for writing educational specifications was handed out and explained. Each chairman was asked to write a preliminary one page statement of specifications for his department, including actual measurements for classrooms, offices and other areas. Next a full staff meeting was held the following day with each staff member given a copy of the guidelines and an explanation of them given by the Illinois Office of Education Specialist assigned our project. The result was a thirty page report upon which began a basis of dialogue with the Board, staff, architect, students and townspeople. Each group, separately, was given an opportunity to provide input to the architect for ideas to be included in the new building. First, at a special meeting of the Board of Education, the high school principal as well as the department chairmen, went over in detail the concepts and facilities that were desired by each department for inclusion into the design of the new high school. Those ideas presented were, in the main, given approval by the Board, some were altered and evolved into better proposals and a very few were discarded. The teachers knew what they taught, what they wanted to be able to teach and what facilities would enable them to present that type of program.

Armed with these proposals the principal scheduled two more meetings. Suggestions were to be elicited from students and citizens who had voted both for or against the referendum in meetings with the architect. The students' session with the architect was held during the school day, one class at a time, with perhaps surprisingly the most suggestions coming from the freshman class, and included a carpeted library, swimming pool, larger locker and shower rooms, a student commons and lounge, a golf green, ball diamonds and tennis courts. Other classes suggested a large music area, auditorium, snack bar, student parking lot and a bigger gymnasium.

That same evening a night meeting was scheduled with the architect and interested members of the community. Their suggestions reflected many of the facility problems experienced with present facilities over the years and included:

- No flat roofs.
- Must meet life-safety codes 10 - 20 years from now.
- Ease in making new additions to the building.
- Minimum hallways and corridor space.
- Campus atmosphere using landscaping.
- Octagonal pod design.

At each of these meetings, department chairmen and the principal were present to listen to all suggestions and record them. This procedure resulted in a vast input of ideas, and perhaps more importantly, each session contained an extensive question and answer period with the architect. This way interested people could ask questions of the architect on building designs, heating, cost and construction techniques and could depart with a more clear understanding of the project.

After these meetings were completed, each teacher in every department worked together in writing a final, complete description of what requirements were desired in each classroom and learning area. Included in this description were the main teaching objective, precise activities planned, number of participants and groupings, environmental variables covering visual, accoustical and thermal requirements, utilities, storage, furniture and equipment, support facilities, student project areas, conference rooms, preparation areas, teacher plan-

ning area, and shared storage area.

The writing of the educational specifications for the senior high school was complete except for organizing the material, putting it in final form, and completing work on special facilities such as the cafeteria/commons area, kitchen and storage, faculty lounge, building services, and restrooms. All during this stage of development the space requirements could not exceed the maximum figure allotted by the Capital Development Board of 64,400 square feet. The first time through our desires called for approximately 10,000 square feet more than there was room for, but by completion, the square footage figure was within its set limit. Of course we were asking for 90% efficiency from the architect which is never a reachable figure but got about 80% which is considered excellent.

The educational specifications for the senior high school in Georgetown have received praise by the Capital Development Board and the Illinois Office of Education as the most precise, well thought out, and complete set of specifications received by them to date. The reason such time and organization was taken in their completion was not done for praise, however, but for two most important reasons. First, given a restriction on size, 64,400 square feet, and all the areas that were needed in the building, a great deal of thought and planning were involved so as not to waste even one square foot of space. Secondly, while the local Board of Education would review and make official the final set of specifications with no doubt some changes, this was the one and only time for the staff and principal who would be working in the building to provide input on the facilities they would be using. Personally, it is felt that this stage of our project ranks of equal importance with obtaining the grant and passage of the referendum. Any district involved in such a building project, whether state or locally funded, should not overlook the great importance of well thought out and written educational specifications.

Once the educational specifications were written, the architect began

work on the preliminary drawings. The plan was to submit several different basic designs using traditional box designs and pod designs, then bring them back for public display during the school year for a selection of a final design to go with. Six designs of buildings were submitted by the architect for the new school. The designs were first taken to a meeting of the department chairmen for their opinions and selection of one drawing they felt best met the educational specifications as they were written. The drawings were then presented to a meeting of all the high school staff, and it was to select the design that best met the requirements set forth in the educational specifications. The drawings were then made available to the student body and the Board of Education for their input and selection. Fortunately for everyone the Board of Education picked the design that each other group had selected.

The design selected was a unique design that reflected the educational specification requirements perfectly. The design was composed of four basic geometric figures; an irregular hexagon, two squares and a rectangle. The hexagon was the central part of the building containing the offices, science classrooms, commons, art and home economics classrooms and the physical plant. The two squares and the rectangle stuck out like arms from the longer sides of the hexagon. One square contained the academic classrooms including an instructional materials center. The other square contained the business and vocational departments. The rectangle contained the gymnasium. A drawing of the design is located in Appendix E. The summer of 1976 was spent sending additional information to the architect and making several trips to the Decatur based architect's office and the Capital Development Board's offices in Springfield.

From this point in the project until final completion the Capital Development Board categorizes the project in eight stages of development; program analysis which includes two reviews, schematic design, design and development, construction documents which includes four reviews, bidding in two or three pack-

ages, construction start, substantial completion and beneficial occupancy, and final completion. Approval from the Capital Development Board and the project manager is needed to progress from one phase to the next. Once the design and development stage have received final approval, there can be no changes in design. In our first review of program analysis, a meeting which was held in Springfield, the ten man review team felt the design proposed, while it met all parts of the educational specifications, would be too costly and not fit into the total project budget of \$2,119,160. The school's architects felt that they could build the building within the budget and were approved to move into the schematic design stage. That review was also held in the summer of 1976, and at that time the plan was proven too costly due to the construction techniques required for that type of construction design and the plan had to be abandoned.

At this point one of the alternate designs was chosen. This proposal, while meeting all specifications as presented in the educational specifications, was of typical rectangular design. The building as proposed was a "T" shaped structure with the offices, cafeteria/commons, academic, vocational business and instructional materials center located in the one rectangle and the band facility, kitchen, physical plant, and gymnasium in the second rectangle. Quite adequate but a definite disappointment when viewed next to the original proposal. The requirements for that design are included in Appendix F.

Delays in the Project

The schematic design phase of the project lasted until September of 1976 when the project was advanced to the design and development stage. Most of the work fell to the architect during this period of time with the district supplying additional bits of information as requested and the superintendent and principal attending review meetings in Springfield.

Also in September a hold was experienced in the normal flow of the pro-

ject when water run-off from the building and property had to be diverted since the storm sewers in the area would be inadequate to handle the volume of water run-off. Fortunately, a housing developer's project is located adjacent to the south property line of the newly acquired school site. On that property was a small lake, which the developer wanted to enlarge. With approval from all concerned agencies a grass waterway was planned with the run off to flow into the developer's lake. In return for this the developer was allowed to purchase a 50 foot strip of land the length of the southern boundary of the school site to grant him permanent access to his property. The school's property had hindered his access.

The next delay in the project came in October when the project was found to exceed the budget by \$64,000. This problem was solved in two ways. The site for the new high school was purchased with school district monies. However, a land purchase credit was also given by the Capital Development Board. Also, money set up in the trust account from the sale of bonds after approval of the referendum was invested in short term interest bearing bonds and was available to transfer to the deficit that the project had developed. Later on in the year the Capital Development Board also approved an increase in the per square foot cost from \$33 per square foot to \$36 due to escalation of material and construction prices.

Prior to the first of the year, a shakeup of personnel in the Capital Development staff occurred. Two review teams were condensed into one and one engineer was promoted. This left only two people familiar with the Georgetown project, the project manager and the project analyst. The superintendent was directed to supply each new member with a copy of all documentation that had accumulated to date on the project. A meeting was held on January 3, 1977, at Springfield to update the review team on the project and was a review of the design development phase. This turn of events thus caused another delay in the

project.

Final status this year of the project was composed mostly of delays of one kind or another as shown, most of which were beyond control of the district. The project spent most of the year in the design and development phase, first due to the realignment of the Capital Development Board staff; then our own architects decided to resist some of the requirements in engineering and design of the building and that took time. One of the longest holdups came when Governor James Thompson refused to release various state funds that included the monies for Georgetown's project. This was due to the juggling of state funds. The project was unable to move into the construction document phase until the release of the funds for the project which did not come until April 6, 1977. Once the approval was given, a bid date of July 14, 1977, was set, and it appeared as if finally everything to complete the project to the beginning of the construction phase was at hand.

One final roadblock has now been put in the path of the project, at least hopefully the final one. As of June 20, 1977, a hold has been placed on the project. The City of Georgetown has failed to act favorably on an Environmental Protection Agency directive that its sewer and storm drainage system be improved to meet minimum standards. The city had available a federal grant of money to pay approximately 70% of the cost of improvements required but failed to approve the city's share either through a vote of the city council or by a city wide referendum. Further complicating the issue was a mayoral election with the winning candidate against the project. The time period for the city's matching funds ran out in early June and the federal grant was lost. The project was halted once more while the district attempted to obtain a variance from the Environmental Protection Agency that would allow the construction of the new high school. The contention of the district is that there will be no additional population served by the new school, only a shift of the student population to another area or site.

Enrollment figures for the next five years show that the student population will actually decrease by fifty students. The variance was granted by the Environmental Protection Agency in accordance with the reasoning of the district which allowed the letting of bids for the project on August 16, 1977.

The bidding was conducted at very appropriate timing to receive lower than expected bids due to the eagerness of construction firms to secure work at that time. Bidding was approximately \$200,000 below the estimated cost of construction. The savings were put back into the project through the adding of alternatives that were included in the original bid proposal in anticipation of possible over estimation. These alternatives included restoring bleachers for the gymnasium and masonry construction for inner walls instead of a less durable wallboard.

A ground breaking ceremony was held on September 27, 1977, and earth moving began on October 3, 1977. As of this writing the construction phase is on schedule with footings poured and block laying for the foundation completed.

CHAPTER III

THE EVALUATION

A Point of View

The Elementary and Secondary School Capital Assistance Program enacted in 1973 is to be considered a positive program for districts of limited financial capacity. Although in the beginning of the program several school districts that could have, on their own, financed construction of new facilities were given grants under the program and many other districts with real financial problems have been assisted. The Georgetown district's financial condition and bonding capacity could have allowed it only to build 60% of the structure that the Capital Assistance Act has allowed us to plan for. The project is not a heavily enriched building program. There are no extras included, just a basic facility to house the program that best fits our district's educational needs and will allow the staff to do the job effectively and efficiently. When completed, it will allow the district to relieve pressure on the rest of its buildings by conversion of the present high school building to a middle school, grades 5 - 8. This will provide additional space at the newer elementary school for over one hundred students. Eventually it will enable the district to consolidate seven attendance centers down to two, a single elementary school and a junior-senior high school complex.

The Capital Development Assistance Program has gone through the pangs of birth, has made it relatively well through the adolescent stage, and is now stuck in puberty. In the beginning the governor through his actions did not give a sufficient amount of time for the Capital Development Board to plan and

get ready for the type of response that was awaiting it. Governor Walker delayed signing the legislation creating the Capital Assistance Board from October until December of that year. Projects received that year should have begun construction in July of 1974. In the first year projects were submitted, there were very few guidelines to follow and they were not readily available. The superintendent traveled to Chicago for a copy. Even at that, 192 applications for construction grants were submitted and caused the log jam that resulted in the delay in the first year of the program until May of 1974 before approval was given to any projects and until a priority list for the remainder of the applicant districts was made public. Presently the program has guidelines for the basic program information, procedures and standards, as well as a manual of procedures to the architect-engineer, and an appendix to the manual of procedures. This is added to the internal procedures that must also consist of many guidelines, written and unwritten. A staff member of the Capital Development Board had been asked for assistance in determining some of the internal workings of the organization about six months ago. To date no materials have been received with the only choice left, observations from without, upon which to base these conclusions.

The reason the program was described as being stuck in puberty is simply that although there is now a myriad of procedures and guidelines there seems to be doubt as to whether or not they must be followed. It is only possible to obtain one printed set of application guidelines and one set of a manual of procedures after the program is approved, but they do not seem to function the same in smaller districts as they appear to in larger ones. In a city of 40,000 population not too many miles away an architect was selected, drawings made and the building begun, before the Capital Assistance Board was "in" on the project. It was approved and months, literally, were cut away from the time the building was put on the drawing board and the time it will be open for business. Our set of

guidelines, on the other hand, required Capital Development Board approval of the architect, reviews and approval of the plans and construction documents, a phase we are still "stuck" in after approval of our project in April of 1975.

Another problem occurs when the governor's office and the state administration determines the positions of authority within the Capital Development Board. This leads the director into a tenuous position and the Board itself into uncertainty. Because the Capital Development Board went through a series of executive directors, the chairman of the Capital Assistance Board and the Board itself assumed administrative leadership which was not a "good" situation. This in addition to the controversy between the Board Chairman and the State Superintendent of Public Instruction led to a serious time lapse in the life of the Capital Assistance Program.

The method of the final funding of a project is cumbersome and subjects the applying district to fits of impatience waiting for the completion of the process which is completely beyond its control. After completion of the design and development stage of approval by the program manager and the Capital Development Board, the local Board of Education must then approve the final design. This is the last time the local district can affect the process without problems of major proportions. Our Board approved the design in November of 1975. The Capital Development Board then approves the release of funds for the project and recommends its approval to the governor's office and more specifically to the Illinois Bureau of the Budget who then recommends it to the Governor for final approval. This is where the snag came for the project. The capital Development Board approved the release of funds for the Georgetown project in January of 1977. The final release of funds was not made until April 6, 1977, by the Governor, another delay of several months due to the Bureau of the Budget's problem with cash flow, balance of payments or other problems. After meeting the demands of deadline, restrictions and requests for additional material this caused patience

to be stretched to the limit. Every day of delay not only costs our district and the State of Illinois money in the form of increase in construction costs, it robs the district's students of the type of educational program and facilities they deserve and we cannot afford, alone, to give them.

Next year the legislative clock runs out on the Capital Assistance Act. No new projects will be approved and only the projects given final approval before that deadline will be taken to their completion, which could perhaps take fifteen months to two years to close out. Despite all the problems, delays, and frustrations encountered with the Georgetown project, some of the district's own doing, what has been and will be received makes it very worthwhile and a small price to pay indeed. Without such assistance, districts with financial problems and poor facilities would never be able to afford what must be considered even the barest of essentials for their students. The only hope is that the state legislators will see that point also and extend the life of that legislation so that the children of the State of Illinois can have the type of facilities that they deserve.

A P P E N D I X A

Staff Letter on Program Recommendations

STAFF MEMBER
COMMUNITY UNIT DISTRICT NO. 3

We at Georgetown have an opportunity to receive Capital Assistance from the state for providing new facilities for our students. You can help by giving us your ideas on the kind of program you would like to see in the Georgetown Schools.

The plan which we must submit by January 15 includes sections on:

1. Physical Facilities
2. Present and Projected Student Enrollment
3. Educational Programs and Plans
4. District Fiscal Information

We are asking you to help us prepare Section 3, Educational Programs and Plans.

Part 3. Educational Programs and Plans

This part of the District Facility Plan shall include a description of the district's educational goals and program plans. A description of present educational program(s) for various grade levels shall be given. Educational program plans as set forth in the district's response to A-160 as well as anticipated changes in these programs should be summarized. Educational program(s), activities and instructional arrangements that have particular implications for the physical facilities should be delineated, such as team teaching, open space instruction, etc. Appropriate district publications, pamphlets, etc., stating district educational goals should be referred to and included. A specific facility plan, which will be developed into an Educational Project Proposal later, should show a direct relationship to the Educational Program section of the overall District Facility Plan. That is, the educational goals, objectives, priorities, and curricular concerns of the community shall provide a basis for architectural planning and design.

The description of the district's educational program should carefully indicate the existing and planned instructional organization, i.e., K-6, 7-9, 10-12, or K-8, 9-12. Available non-school educational resources, libraries, zoos, etc., should be indicated as well as the extent of community use of school facilities.

If you wish input please write out your comments and turn them in to your building principal or bring them to a meeting at one of the following:

1. Elementary - December 10, 7:00 A.M. in the Pine Crest Band Room.
2. Junior-Senior High - December 10, 7:00 A.M. in the High School Home Ec Room.

* These meetings will last for only 45 minutes so please be prompt, prepared to listen or give your views. Other meetings will be held as needed.

Your presence will be greatly appreciated.

COMMENTS:

Thank you,

Administrative Staff
Community Unit District No. 3

A P P E N D I X B

The District's Educational Goals

The Georgetown Public Schools share with parents and community agencies the duty of helping our youth become good citizens, good employees, good workers, and good neighbors. Fulfillment of this duty requires the attainment of four classes of objectives.

One class of objectives seeks development of the intellect of each student. Such development requires a desire for knowledge, the possession of knowledge, and skill in use of knowledge. In order to help in this development the schools shall provide experiences which will cause the students to:

Have a desire for learning - an inquiring mind
Think critically and creatively
Have a fund of information about many things
Listen well
Speak clearly and correctly
Read with understanding
Communicate clearly and correctly
Spell accurately
Be able to solve their problems of counting and calculating
Be capable of locating desired information

Another class of objectives attempts to help students develop social competence.

Have the ability to get along well with people in work and play
Develop qualities of leadership and willingness to accept the accompanying responsibilities
Possess an understanding of government and a sense of civic responsibility
Be loyal to America and her ideals

A third class of objectives strives to develop those desirable personal qualities that are of physical, emotional, ethical, and aesthetic nature. This shall be done by providing experiences both inside and outside of the classroom which cause the students to:

Develop and maintain a healthy body
Develop an emotional stability that enables facing the realities of life
Develop a standard of moral behavior
Develop an appreciation of beauty and its value in life
Develop habits of conservation of public, personal and natural resources

The fourth class of objectives guides students to develop a productivity

dimension which relates to work, consumer habits, vocational selection, and vocational preparation. This shall be furthered by providing experiences which will cause students to:

Develop a sense of personal responsibility and dependability
Experience satisfaction in doing a job well
Develop wise consumer habits
Acquire an understanding of available vocational opportunities
Obtain specialized training for a useful skill

Georgetown Schools also believe in and subscribe to the following learner centered goals as set forth in Action Goals for the Seventies and Agenda for Illinois Education, Second Edition from O.S.P.I., November, 1973:

1. *Help students master the basic skills of reading communication, computation and problem solving.*
2. *Provide an environment which helps students, parents, and other community members demonstrate a positive attitude toward learning.*
3. *Foster a feeling of adequacy and self-worth on the part of all students.*
4. *Opportunity for students to express the full extent of their creativity.*
5. *Provide experiences which help students adopt to a world of change.*
6. *Equal educational opportunities for all.*
7. *Opportunities for training for the world of work.*
8. *Provide experiences which result in habits and attitudes associated with citizenship responsibilities.*
9. *Provide an environment which will enhance the physical performance and physical movement competencies of students.*

To meet these above stated goals, the following is a description of our present elementary program and what we hope will be our future program.

A P P E N D I X C

Fifth Circuit Court Decision on
Life Safety Fund Financing of
Georgetown's Building Project

An action has been brought for injunction by a group of landowners, taxpayers and voters of Georgetown School District #3 to prohibit the erection of a new High School without a referendum by the voters of the School District. After presentation of evidence and oral arguments, the matter has been submitted to the Court for a ruling in the nature of a summary judgment.

From the pleadings and testimony, it appears that a building used as a Junior High School was condemned by the Superintendent of the Educational Service Region on January 22nd, 1975, effective June 30, 1975; that the old Junior High School building and site of approximately 3½ acres was sold at public auction on August 4th, 1975; and since that date the Junior High School students have used a portion of the facilities of the Georgetown High School. The present High School was built in three stages, with the two older sections now being of questionable utilization under recommended standards, although they have not been condemned. On September 26, 1975, the Board obtained an option to purchase a new school site of 56 acres adjacent to the present High School site. The cost of the new site was a Hundred and Forty Thousand Dollars, with Eighty Thousand Dollars being available in the building fund for the purchase. The Board has admitted that the proceeds of the sale of Life Safety Bonds would not be proper to finance the remainder of the cost of the land purchased. The Board, on August 25, 1975, passed a resolution to provide funds in the amount of Seven Hundred and Fifty Thousand Dollars toward the cost of constructing a new High School building on the new site and the State Capital Development Board has offered to contribute the sum of One Million, Six Hundred Thousand Dollars toward the construction of additional educational facilities and for the repair of other buildings in the educational system to conform to Life Safety standards.

Testimony was presented that the Capital Development Board required a minimum sized site for a Junior High School of 20 acres plus one additional acre for each one hundred students, and for a High School, 30 acres plus one

additional acre for each one hundred students. It was also testified that the State Superintendent had a similar acreage requirement for school sites.

It was further testified that the School District had an assessed valuation in excess of Fourteen Million Dollars and that the district had been levying a Life Safety tax of .05 since 1965. This tax had been producing between five and Seven Thousand Dollars per year for the necessary repairs to the various buildings of the district to comply with Life Safety standards. It was further testified that this amount was inadequate to make the necessary repairs which total approximately a Hundred Thirty Four Thousand Dollars and that further difficulties were encountered due to the inflating cost of repairs.

Several questions were raised during the oral arguments and by the pleadings, including whether or not the condemning of the old Junior High School is justification for building a new High School; whether there should have been a bond issue referendum before building a new High School; whether the use of Life Safety funds for "reconstruction" is broad enough to include the building of the new High School in lieu of the condemned Junior High and whether any "reconstruction" must be located upon the same site.

The Constitution in 1970 has provided in Article X, Section 1:

A fundamental goal of the people of the State is the educational development of all persons to the limits of their capacities.

The State shall provide for an efficient system of high quality public educational institutions and services. Education in public schools through the secondary level shall be free. There may be such other free education as the General Assembly provides by law.

The State has the primary responsibility for financing the system of public education.

In Article VII, Section 8, of the Constitution it provides, in part as follows:

Townships, school districts, special districts and units, designated by law as units of local government, which exercise limited governmental powers or powers in respect to limited governmental subjects shall have only powers granted by law.

The Legislature has granted specific powers to School Boards in Ch. 122, Sec. 10, Illinois Revised Statutes, including:

The power to establish schools of different grades (21.2); the power to establish one or more attendance units within the district (21.3); the power to establish High Schools (21.5) the power to assign pupils to several schools in the district (22.5); the power to repair and improve school houses (22.7); the power to have the control and supervision of all public school houses in their district and to grant the temporary use of them (22.10); the power to lease property for school purposes, subject to a backdoor referendum (22.12); the power to decide when a site or building has become unnecessary, unsuitable or inconvenient for school (22.13); the power to buy or lease one or more sites for buildings for school purposes---to select and purchase all such sites and office facilities desired without the submission of the question of any referendum (22.35(a)); the power to build, purchase or move a building for school purposes and office facilities upon the approval of a majority of the voters upon the proposition (22.36).

The 1961 Legislature passed Section 17-2.11 of Ch. 122 entitled "Tax for Fire Prevention and Safety Purposes", which provides:

Whenever, as a result of any lawful order of any agency, other than a school board, having authority to enforce any law or regulation designed for the safety of school children from fire, or any law or regulation for the protection and safety of the environment, pursuant to the "Environmental Protection Act", any school district having a population of less than 500,000 inhabitants is required to alter or reconstruct any school building and or equipment, such district may, by proper resolution, levy a tax for the purpose of making such alteration or reconstruction, or survey by a licensed architect or engineer, upon all the taxable property of the district at the value as assessed by the Department of Local Government Affairs at a rate, not to exceed .05% per year for a period sufficient to finance such alterations or reconstruction, upon the following conditions;

There appears to be no question that the Board, after the condemning of the Junior High School, followed the proper steps of the Statute and that the Architect certified that the maximum amount required to replace the old Junior High School would be Nine Hundred and Eight Thousand Dollars and that if the Board had sought to issue Life Safety Bonds up to that amount for the replacement or rebuilding of a Junior High School upon the same site, it would be "reconstruction" under Sec. 17-2.11 and there would be no issue presented here. Instead, the Board seeks Seven Hundred and Fifty Thousand Dollars under Life Safety and using Six Hundred and Thirty Thousand of this amount, together with

the grant from the Capital Development Board, to build a new High School on a different site and to assign the Junior High School students to a portion of the present High School facility.

The Legislature has provided for the Capital Development Board to provide for the acquisition, planning, construction, reconstruction, improvement and installation of capital facilities in Ch. 127, Sec. 779.01. However, in Sec. 783.7 of that Act it is provided that after the Board has approved all or part of a school district's application for a school construction project, the School District shall submit the project to a referendum, when such referendum is required by law.

In the 1958 Illinois Law Forum the contractual powers of School Boards is discussed as follows:

The school board may construct school buildings upon school sites after an approving referendum. Once the people have authorized the erection of the building the board may use its discretion as to the character and cost of the building in absence of a specific limitation in ballot or bond resolution. Building plans are required to be prepared by an architect, who also must supervise construction, and must be approved by the county superintendent of schools. The board may not specify that only union labor may be employed on the job, but both the school district and the contractor are required to pay the prevailing rate for employees employed in public works other than maintenance work. There is no statutory requirement for the taking of sealed bids, nor of award to the lowest bidder. Prudence and consideration for public funds dictate such a course, however, where a substantial sum is involved.

Boards are authorized to repair and improve existing school buildings. This authority has been construed to permit building additions to existing buildings without further authorization by referendum.

The Courts have placed varying interpretations upon the extent of the power granted to local School Boards by the Constitution and Legislature and the discretion of School Boards in that regard.

In *Smith v. Board of Education*, 405 Ill. 143, a taxpayer sought to enjoin the construction of a High School, complaining, among other things, that the Board had not let the contract to the lowest bidder. The Court observed:

Our State constitution (art. VIII, Sec. 1) provides that the General Assembly shall provide a thorough and efficient system of free schools. A high school is as much a part of our free school system as are elementary or grade schools. *People ex rel. Board of Education v. Read*, 344 Ill. 397, 176 N.E. 284. There is no constitutional limitation placed on the legislature with reference to the agencies the State shall adopt for providing for free schools. *People ex rel. Brockamp v. Chicago and Illinois Midland Railway Co.*, 256 Ill. 488, 100 N.E. 174. Under the mandate of the constitution the duty rests upon the legislature to provide for an adequate school system. How this is to be done is a matter which rests in the discretion and wisdom of the legislature, subject to the constitutional requirements regarding uniformity and against discrimination. *People ex rel. Goodell v. Chicago and Northwestern Railway Co.*, 286 Ill. 384, 121 N.E. 731.

The legislature has provided for the creation of boards of education and has delegated to such boards the power to build schoolhouses, upon receiving authority to do so from a majority of the electorate of the school district, subject to the approval of the county superintendent of schools respecting certain health and safety measures. Ill. Rev. Stat. 1947, chap. 122, par. 7. The method to be employed in letting contracts for the construction of school buildings has been left to the discretion of the school boards of the respective school districts.

Where no limitation has been placed upon a school board by the vote of the people of the district, it has the right to use its discretion as to the character and cost of a school building which shall be adequate and proper for the use of the district. *Hartmann v. Pesotum Community Consolidated School Dist.*, 325 Ill. 268, 156 N.E. 283. The public policy of a State is to be found in its constitution and statutes, and when they are silent, then in its judicial decisions and constant practice of its government officials. *Electrical Contractors Ass'n of City of Chicago v. A. S. Schulman Electric Co.*, 391 Ill. 333, 63 N.E. 2nd 392, 161 A.L.R. 787; *Routt v. Barrett*, 396 Ill. 322, 71 N.E. 2nd 660. The acts complained of were in compliance with authority delegated to board of education by legislative enactment made pursuant to the directive contained in section 1 of Article VIII of the Constitution.

The wisdom of such legislation is a question for the General Assembly and not for this court. It is our function to determine whether the legislation is forbidden by the constitution. *Sloan v. School Directors*, 373 Ill. 511, 26 N.E. 2nd 846. In that connection it must be remembered that the legislature is under a constitutional mandate to establish and maintain a thorough and efficient system of free schools. The legislature may delegate to others the power to do those things which it might properly, but cannot understandingly or advantageously, do itself, *Owens v. Green*, 400 Ill. 380, 81 N.E. 2nd 149. The authority to establish and maintain our system of free schools, including the building of schoolhouses, has been properly delegated by the General Assembly to the electorate of the several school districts, and their duly elected school boards, for the adequate reason that the General Assembly could not conveniently or efficiently attend to the details of establishing, maintaining, and operating our public schools.

Also in discussing the right to impose a tax to supply deficiencies in teachers pension funds, the Supreme Court stated, in *People ex rel Nelson v.*

Jackson-Highland Bldg. Corp., 400 Ill. 533.

That such are State functions is apparent from the constitution itself, which directs in section I of article VIII that "The general assembly shall provide a thorough and efficient system of free schools, whereby all children of this state may receive a good common school education." The legislature having the duty to provide a system of schools, it necessarily follows that it has power to impose taxes for purposes incident to the maintenance or improvement thereof. The mandate of the constitution presupposes power in the General Assembly to carry out that mandate.

It is the purpose of all organized government, and is delegated by a state to a smaller embraced municipality only that it may be more effectively exercised. Similarly, the maintenance or preservation of a thorough and efficient system of free schools is a public and governmental function in Illinois, and is delegated to a municipality only that it may be more effectively exercised.

In a teacher's discharge case, the Court has also discussed School Boards' powers and discretions in *Vance v. Board of Education of Pekin Community High School District No. 303*, 2 Ill. App. 3rd 745:

The question presented is when do our courts interfere with such an exercise of discretion. It has been uniformly held that the administration of schools is within the domain of the board's power unless such exercise is shown to be capricious or arbitrary. *Pickering v. Board of Education*, 36 Ill. 2d 568, 225 N.E. 2d 1, *Jepsen v. Board of Education*, 19 Ill. App. 2d 204, 153 N.E. 2d 417; *Muehle v. School Dist. No. 38*, 344 Ill. App. 365, 100 N.E. 2d 805.

We are aware of the fact that our state Supreme Court was reversed by the United States Supreme Court in the *Pickering* case but the reversal was predicated upon constitutional grounds pertaining to the right of a teacher to exercise freedom of speech when it did not affect the internal operation of the school. *Pickering* still correctly sets forth the law as to when the courts will interfere with the exercise of a school board's power to dismiss a teacher and as we have stated, there will be no such interference by our courts unless the board has acted capriciously or arbitrarily.

In the *Board of Education of the City of Rockford v. Page*, Ill. 2nd 372, the Supreme Court upheld the right to specify Safety Standards even though striking down the particular standards that had been set as being too stringent, stating:

The legislature has commanded the Superintendent to prepare "specifications for the minimum requirements which will conserve the health and safety of the pupils." We conclude that this is a proper delegation of administrative authority to the Superintendent.

In a case involving a conflict between the City building code and the State's health-safety standards for schools, the Court upheld the State's stand-

ards in Board of Education v. City of West Chicago, 55 Ill. App. 401:

However, the Legislature also created a School Building Commission for the purpose of providing school sites, buildings and equipment to meet the needs of school districts unable to provide such facilities because of the lack of funds and constitutional bonding limitations. Ill Rev Stats ch 122, sec 35-1 (1963). Section 35-10 of this Act provides that a school board upon approval of its application for aid must cause plans and specifications to be prepared and they "shall be submitted by the school board to the County Superintendent of Schools, the Superintendent of Public Instruction and the State Fire Marshall for approval." In addition, the Legislature has imposed a duty upon the Superintendent of Public Instruction to prepare, with the advice of the Department of Public Health, the Supervising Architect and the State Fire Marshall, specifications for the minimum requirements "for heating, ventilating, lighting, seating, water supply, toilet and safety against fire which will conserve the health and safety of the pupils of the public schools." Ill Rev Stats ch 122, sec 2-3.12 (1963). There is also the further duty imposed upon the County Superintendent to inspect all plans and specifications "and to approve all those which comply substantially with the specifications prepared and published by the Superintendent of Public Instruction." Ill Rev Stats ch 122, sec 3-14.20 (1963).

The Public Building Commission Act was challenged constitutionally in people ex rel. Stamos v. Public Building Commission of Chicago, 40 Ill. 2d 164, and the Court in stating there is no constitutional right to referendum on bond issues stated:

Admittedly, certain laws specify referenda on bond issues, or the raising of tax rates for certain object. However, there is not constitutional right to a referendum for the construction, acquisition or enlargement of specific public improvements, buildings and facilities, and the failure to provide for such a referendum in the Public Building Commission Act does not constitute a deprivation of due process of law, or a violation of section 22 of article IV of the Illinois constitution prohibiting special laws. Christen v. County of Winnebago, 34 Ill. 2d 617, 618; Berk v. County of Will, 34 Ill. 2d 588; Bowman v. County of Lake, 29 Ill. 2d 268, 279.

The constitutionality of the financing procedure under the Public Building Commission Act was implicitly recognized in Bert v. County of Will, 34 Ill. 2d 588, involving "the construction of the Will County Courthouse and city hall for the City of Joliet, by the Will County Public Building Commission.

In Bowman v. County of Lake, 29 Ill. 2d 268, 276, 279, this court also gave approval to the constitutionality of this mode of financing public buildings without referendum. It was argued that under this mode the county tax rate could exceed the constitutional limit because of the rental charged by the Public Building Commission. In rejecting that argument, the court held that it is no measure of the constitutionality of the Act that the rate necessary to pay the rental authorized may in the future cause the total county rate to be excessive, as it is presumed that the county authorities will act in a proper manner.

In *People ex rel. Irish v. Board of Education*, 6 Ill. App. 2d 402, the Court recognized the discretionary power of a School Board to abandon a building project even though it had been previously approved by referendum of the voters and stated.

Granting as it does to Boards of Education the general power to provide schoolhouses for a School District subject to authorization by the electors of the District, this Section indicates an intention on the part of the Legislature to clothe such Boards with discretion in the matter of execution of such power. By this Section the power of the Board to act is in no manner circumscribed nor is the mode of execution of such power prescribed. The requirement that the permissive power not be exercised without authorization by a majority of the electorate of the District, does not impair such power. The power of the Board to build schoolhouses was conferred upon it by the Legislature and is not derived from the vote of the electorate of the District. *Smith v. Board of Education of Oswego Community High School Dist.*, 405 Ill. 143. Therefore the approval of a proposition for a building program by a majority vote of the electorate cannot be said to constitute a mandate imposing a duty upon the Board to carry out such program. If the Legislature had intended that this power of the Board, contained in Section 7-17 of the School Code, is subject to being transformed into a mandatory duty to act without judgment or discretion, an expression of such intention would be found in the Code.

There appear to be no cases in Illinois defining or interpreting the terms "construction". Counsel has submitted dictionary definitions and argued at length as to their respective interpretations of the term. However, the Courts have, in connection with schools, interpreted the terms "repair" and "improvement". In *Juyendall v. Hughey*, 224 Ill. App. 550, it was held that the erection of an additional room was not a repair and therefore could not be erected without a referendum. The Court stated:

Counsel for appellants contend that a vote of the people was not necessary to authorize the erection of the additional room. We are of the opinion that the law is that school directors can exercise no other powers than those expressly granted, or such as may be necessary to carry into effect a granted power. *School Directors v. Fogleman*, 76 Ill. 189; *Harris v. Kill*, 108 Ill. App. 305; *Stroh v. Casner*, 201 Ill. App. 281.

If school directors could build one additional room without a vote of the people there would be nothing to prevent them from building several rooms and in that way change their schoolhouse, which was ample for the needs of their district, into a large and commodious building sufficient to care also for the pupils of the Community High School District. While, in this particular instance, it might be a good business propo-

sition to build the additional room for the purpose of deriving a revenue by renting it to the Community High School District, yet it is sufficient to say that the legislature has not authorized school directors to branch out and engage in such business for such a purpose.

Once such a power is granted, there would be no limit as to what they might consider as a good business proposition.

In a recent case a school district and a high school district conceived the idea that it would be mutually advantageous to combine their forces and erect one schoolhouse large enough to accommodate the pupils of both districts. The directors thought, no doubt, it would be a good business proposition, but the court held that they were exceeding their power and authority. *Stroh v. Casner*, 201 Ill. App. 281. There can be no question but that a taxpayer has a right to maintain a bill for injunction to prevent the improper or illegal use of public funds. *Lindblad v. Board of Education of Normal School Dist.*, 221 Ill. 261; *Stroh v. Casner*, 201 Ill. App. 281.

The contention of appellants cannot be sustained on the theory that the building of the additional room is but the repair of the schoolhouse and that repairs may be made without a vote of the people. In our opinion the word "repair" is used to the statute in its ordinary sense and means restoration after decay, injury or partial destruction, and does not include alterations or additions which the directors may choose to make. *Hacken v. Isenberg*, 288 Ill. 589.

However, *Lee v. Board of Education*, 234 Ill. App. 141 allowed the building of an addition without a referendum, stating:

The object of the enactment of the statutes in question was an attempt on the part of the Legislature to carry out the provision of the Constitution which provides that the General Assembly shall provide a thorough and efficient system of free schools, whereby all children of this State may receive a good common school education. Const. 1870, Art. 8, sec. 1. The primary purpose of the maintenance of the common school system is the promotion of the general intelligence of the people constituting a body politic, and thereby to increase the usefulness and efficiency of the citizens, on which the government of society depends. *Bissell v. Davison*, 65 Conn. 183, 32 Atl. 348; *Ransom v. Ruthersford County*, 123 Tenn. 1, 130 S.W. 1057.

It is to be observed that by paragraph 313, supra, the Board of Education is not limited to levying a tax for repairs of schoolhouses as seems to have been held in *Kuykendall v. Hughey*, 224 Ill. App. 550, but it also authorized by that section to levy a tax for the purpose of building and improving schoolhouses.

For the consideration of the statutes and the decisions of the Supreme Court of this State the rule may be deduced that the board of education of a high school district is clothed with the power to determine the size, character, and cost of the high school buildings when no limitation as to the cost has been placed upon them by a vote of the people, and that whenever in their judgement, after a school building has once been erected, additional facilities are needed by the district, the board of education, keeping within the limits prescribed by paragraph 313 supra, has a right to levy a tax for the purpose of building an addition to said school building, and to enter into contracts for the purpose of the erection of such addition or improvement.

In our opinion the addition, the erection of which is sought to be enjoined in the present case, is an improvement within the meaning of said paragraph 313, and that the Board of Education of Marshall Township High School District No. 200, in Clark County, Illinois, had a legal right to levy a tax for the construction of such addition, and to enter into a valid contract for its erection.

In *Board of Education v. Townsend*, 59 N.E. 223, the Supreme Court of Ohio considered the term "reconstruction". In this case the School Board had entered into a contract with the railroad whereby the School Board was to convey a school site with brick school building thereon to the railroad and the railroad agreed to convey to the school another lot and "remove, reconstruct, and rebuild thereon the school house." The railroad refused to complete its portion of the contract, alleging as a defense that the school house mentioned in the contract was demolished by a windstorm so that it could not, as a school house, be removed. The Court stated:

For the contract is not only that the defendant should remove the school building from where it stood, but also that he should reconstruct and rebuild it on the new site so it will be in a suitable and proper condition for school purposes. To reconstruct is to rebuild and to rebuild is to build up again; to build or construct after having been demolished. Nor is the meaning of the term restricted to the erection of the new building on the site of the old one.

In this case, in order for the plaintiffs to enjoin the School District from acting, it must be clearly shown that the Board has exceeded its statutory authority. Whatever authority the School Board may have is derived initially from the Constitution and the legislation which has been enacted delegating specific powers to the local Boards of Education.

This is not a question of whether or not the Georgetown District is obtaining a bargain in acquiring a 2.3 million dollar school for the expenditure of Six Hundred and Twenty Thousand Dollars. Counsel have indicated to the Court that this is a case of first impression; that one school district has already acquired a new building by this means, although it was not challenged in Court, and further indicated that many other school districts are considering building construction by this same means. The Court can only decide this case upon the

particular fact situation presented by the testimony and the pleadings.

Section 17-2.11 specifically authorizes the life safety tax for cases in which the School District is required to alter or reconstruct any school building and/or equipment.

It is the opinion of the Court that the term "reconstruct" must be given its plain meaning as defined in the dictionary, that is, to construct again, to rebuild, to restore again as an entity the thing which was lost or destroyed. If the Legislature had intended a broader meaning, it would have employed the language that was used in Ch. 127, Sec. 779.01, or employed both the terms "construct" and "reconstruct". This Court would agree with the Ohio case of Board of Education v. Townsend that reconstruction is not limited to the same site. The Court would further agree with counsel for the Board that the building would not have to be rebuilt in exactly the same architecture or design. However, it is impossible to strain the term "reconstruction" to encompass the project proposed in this case.

The legislative purpose of Sec. 17-2.11 was the safety of the students who would be attending the particular school and to provide a means for school districts that were short of funds to make the necessary repairs, improvements or replacements to comply with safety standards. There is nothing to indicate that it was the legislative intent to allow a school district to build larger or more extensive buildings or a whole new complex under the guise of conforming with safety standards.

While it is true the cost to this particular school district is less under the proposed project than the cost of reconstruction of the old Junior High School and the taxpayers of that particular district would receive a 2.3 million dollar building for a Six Hundred and Twenty Thousand Dollar investment, the fact remains that once the building was erected, the taxpayers of that district would be obligated to maintain the substantially larger and more expensive building in

future years without any right of expression of their approval or disapproval.

To hold otherwise would be calling upon this Court to legislate rather than to interpret the existing Statutes. While the result of such legislation might be beneficial in this particular case, it would open the door for other cases in other school districts who might be interested in building huge complexes by the simple procedure of condemning a small old building and by a combination of Life Safety, Capital Development and any other type of State or Federal funds burden the taxpayers of that district with the upkeep of the empire without the right of their approval or disapproval. If that is what the Legislature intended, then, in this Court's opinion, it should specifically so state.

In the past the Legislature has followed the pattern of specifically setting forth the powers of a Board of Education, as seen in Sec. 10 of Ch. 122. In this regard it specifically gave any School Board the right to obtain building sites without referendum, but specifically limited their power to build thereon until they had obtained the approval by referendum. To build a High School by virtue of the condemnation of a Junior High School, Life Safety funds and Capital Development funds without referendum is an attempt to do indirectly what is prohibited directly.

Therefore, this Court holds that the Board has exceeded its authority and that the relief requested by the plaintiffs should be granted.

A P P E N D I X D

Voter Fact Sheet for the
Referendum for New Construction

To the Residents of the Georgetown Unit #3 School District

Your School Board feels that everyone in the district should have full and complete facts regarding the proposed new Georgetown High School upon which you will be asked to vote February 26, 1976. For this reason we are sending you this fact sheet. If you have any questions please feel free to discuss the proposition with any Board Member or Administrator.

The Board of Education was ordered by authorities to close the Seminary Jr. High School because of unsafe conditions. In addition, the building and site have been sold because the site was inadequate for any construction for the number of students attending. Since a larger site was necessary, the Board has purchased 56 acres which adjoins the present High School location. This new site would be used for the construction of a new High School, so that the new portion of the existing High School would be used to house the Junior High.

The need is so great in our district that the Capital Development Board has approved a grant (which does not have to be repaid) of \$1,695,000, which is 70% of the cost of the new facility. If we do not have our portion of the financing (\$750,000 - 30%) approved by February 28th we will lose the grant. There has been a time delay in the project which has already increased our portion of the project by approximately \$25,000.

The proposed issue will be paid over a 15 year period. Based upon the 1974 ASSESSED VALUATION of \$14,785,029 an average estimated yearly tax rate increase for the life of the bond issue of approximately 43¢ per \$100 ASSESSED VALUATION compared to the estimated tax rate for this year will be sufficient. The first year tax rate increase (1977 tax bills) would be approximately 62¢ per \$100 ASSESSED VALUATION.

Good Schools are an Investment for a Good and Growing Community

Any taxpayer can estimate his average annual INCREASE in tax cost as a

result of the proposed building program by using the average rate INCREASE of 43¢ against the ASSESSED VALUATION of his property. The table below gives some examples:

<u>EQUALIZED ASSESSED VALUATION</u>	<u>AVERAGE ANNUAL TAX INCREASE</u>
\$ 100	\$.43
1,000	4.30
5,000	21.50
10,000	43.00

DATE: February 26, 1976

POLLING PLACE: Georgetown High School

POLS OPEN: 7:00 A.M. to 7:00 P.M.

BOARD OF EDUCATION

Joseph Dalida	Elmo Snook	Sarah Rebecca Gleichman
Don Ehlenfeld	Bill Snack	Carl E. Cunningham
	James Black	

Supplement to Fact Sheet

Several questions have been asked about various facets of the proposed school and about the district. The Board's answers to them are contained in this supplement to the fact sheet.

QUESTION: What is the Capital Development Project? How does it work?

ANSWER: A Capital Development Project is a state project. All contracts are with the State of Illinois. We get to design the new high school but the state builds it and pays all the bills. Our share is put in a local trust account and as funds are needed by the state they are forwarded by the bank to the state.

QUESTION: Why the March 1 deadline?

ANSWER: New projects are due to be submitted to the state by then. All current projects in which the local share has not been approved by then will go back into competition for a grant all over again. This affects all projects which are funding the local share by referendum.

QUESTION: Why did the Board buy so much land?

ANSWER: Before the Board ever received a grant, in December of 1974, the Board offered to buy 10 acres, 20 acres, or the full parcel of land. The owner declined to sell at that time because:

1. The land was not for sale
2. If it were to be sold it would only be sold as a whole
3. The price per acre offered was below market value

The Capital Development guidelines call for 30 acres plus one acre for each 100 students for a high school. The Board then proceeded to negotiate for and purchased the full 56 acres. The Board owns the land. No provisions for refunding the land to the owner was in the contract to purchase the land.

QUESTION: How was the land paid for?

ANSWER: The land was paid for from the Operation, Maintenance and Building Fund which included state aid deposited to the fund. If the referendum is successful we will earn a \$60,000 credit from the state as their share of the cost of the land. If the referendum fails, the land is still paid for.

QUESTION: What will the new high school contain?

ANSWER: Construction projects with the Capital Development Board are designed to fit the local educational program. The high school staff has been working for sometime on the educational specifications for the new school. The new school is to be a total high school of 64,400 square feet and include space for all programs - academic, vocational, library, fine arts, physical education, special education, etc. The newer portion of the present high school is approximately 42,000 feet including the shop building.

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Supplement to Fact Sheet

QUESTION: What about the Life-Safety code work still to be done on all schools?

ANSWER: The Board has submitted an application for funds from the Capital Development Board for the state to pay 70% of the cost of life-safety work. We should receive notification of our grant early enough to proceed with the Life-Safety Code requirements during the summer. The figures for each building follow:

<u>HEALTH - LIFE SAFETY CODE FOR THE GEORGETOWN SCHOOLS</u>			
<u>BUILDING</u>	<u>PROGRAM SURVEYS</u>	<u>1975 REVISED COST</u>	<u>AMOUNT STILL</u>
	<u>COST FIGURES 1964-1965</u>		<u>TO BE COMPLETED</u>
Washington Gym	\$ 17,400.00	\$ 44,095.50	\$ 32,691.49
Wingard	15,463.00	31,328.04	
With Amendment #1		42,938.94	38,695.69
Georgetown High	46,795.00	134,297.15	92,714.60
Old Building	41,980.00	124,330.98	84,517.45
New Building	4,815.00	9,996.17	8,197.15
Pine Crest (1974)	4,530.00	6,418.10	6,418.10
Frazier	16,400.00	33,734.80	
With Amendment #1		50,594.30	24,745.21
Washington	9,100.00		
Seminary Jr. High	20,450.00	908,419.00(replace)	908,419.00
Totals	<u>\$130,138.00</u>	<u>\$278,343.99</u>	<u>\$195,265.09</u>
	(Plus replace)	<u>908,419.00</u>	<u>908,419.00</u>
		\$1,186,762.99	\$1,103,684.09

Previous levies for Health, Life-Safety Code work since 1965 - \$70,921.00

QUESTION: What will the Board do if the referendum fails?

ANSWER: No decision has been made in that respect. The Board has several options to pursue and has re-applied for a new school with the Illinois Office of Education and the Capital Development Board. Some of the Board's options are:

1. Just use what we have after fixing them up
2. Use Life - Safety Bonds and build a Junior High
3. Try again if we get another grant for a new school
4. Appeal the judge's decision hoping to have it reversed
5. Use only the buildings rated suitable for housing students regardless of how limited the space may be

The Board's options are limited by the district's bonding power which at the present is just under \$1,600,000. The state grant for the new high school is just under \$1,700,000 and 70% of the cost.

QUESTION: Has the old high school building ever been condemned?

ANSWER: No. It has never been condemned. The staff of the Capital Development Board rated the school at 769.72 points while the old Junior High was

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Supplement to Fact Sheet

rated at 798.49 on a 1000 point scale. Anything over 750 points means that condemnation proceedings are not far behind according to the Capital Development Board.

QUESTION: What kind of a job are we presently doing in our schools?

ANSWER: The most recent follow-up survey of Georgetown graduates shows that our 1975 graduates are doing the following:

- 48% or 46 of 96 are employed
- 32% or 30 of 96 are continuing their education
- 3% or 3 are in some branch of the service
- 17% or 17 of 96 are unemployed, married, not seeking work or unable to contact

QUESTION: Why build a high school instead of a junior high?

ANSWER: The state in its evaluation of the existing facilities said that the best use of local monies would be to build a totally new high school. If we built a new junior high our high school would still need an addition of physical education space, locker and shower rooms, music, art, library and four classrooms. The Capital Development Board will not build additions to schools except for classrooms for unhoused students. In a totally new school the space is allocated for local needs and to fit the local educational program. If we built a junior high school with Capital Development Funds, we would have to pay for needed space for the high school out of local funds.

QUESTION: What do Life - Safety Code Bonds pay for?

ANSWER: Fire alarm systems, smoke detectors, fire escapes, wire glass in windows near fire escapes, boiler controls, smoke screens, automatic door closers, etc. It does not pay for remodeling schools or renovating schools. They only pay for the Safety Code work as specified by a licensed architect or engineer.

QUESTION: Is it possible to take a look at our schools?

ANSWER: Certainly, anyone can visit the schools to look at their condition. Merely check in at the office of each school before wandering around the school if you go during the school day.

QUESTION: Will the district have sufficient funds to operate the new school?

ANSWER: Operating costs have increased significantly in the past few years due to the increased costs of fuels, utilities and other supplies and materials. This is a fact that effects everyone, everyday, as it does the operation of school. Operating costs of the new school will probably be higher due to the fact that several requirements have been added to school construction, such as ventilation systems to mix fresh air with inside air for environmental and comfort control. Hopefully increased operating costs will be offset by reduced maintenance. Older buildings require more repairs and "fixing

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Supplement to Fact Sheet

up" than newer buildings.

QUESTION: With declining enrollments won't we soon have lots of empty classrooms?

ANSWER: Our enrollment has declined over the past five years and is now stabilized. Average numbers of students per grade has gone from 115 per grade to 109 per grade, not sufficient to realize any empty classrooms. This year's kindergarten is our second largest class with 121 ranking right behind our 10th grade with 134. The smallest class is 3rd grade with 92. Our projected enrollments are based upon the number of live births at Lakeview and St. Elizabeth's hospitals and showing the following:

<u>YEAR</u>	<u>ST. ELIZABETH</u>	<u>LAKEVIEW</u>	<u>TOTAL</u>	<u>OUR KDG. IN YEAR</u>	
1971	611	1287	1898	109	76-77
1972	520	1194	1714	99	77-78
1973	544	1302	1746	101	78-79
1974	548	1241	1789	103	79-80
1975	604	1213	1817	105	80-81

QUESTION: How were the old junior high and the contents disposed of?

ANSWER: The school and site were sold at auction as provided for by the school code. The contents were sold after advertising such for sale in the paper and receiving sealed bids. The Board sold everything to the highest bidders.

QUESTION: Where does the district get its money to operate the schools?

ANSWER: School funds come from various sources, including property taxes. Georgetown schools have one of the lowest tax bases for Unit Districts in Illinois. Last year's funds came from a variety of sources. The following figures reflect total revenue - all funds.

Taxes	\$ 474,203	Other Revenue	\$ 2,681
State Aid	1,117,549	Material Fees	6,696
Federal Aid	52,857	Other Fees	4,207
Other Federal	5,924	Summer School State Aid	43,408
Other State	150	Athletic Program	9,506
Interest on Investments	8,170	School Lunch Program	101,564
Sale of Equipment	144	Transfers	<u>7,629</u>
Tuition and Payments from Other Districts	8,523	Total	\$1,843,339

Local taxes account for 25.7% of all funds while other sources amount for 74.3%. The breakdown of local taxes for the Georgetown schools showed taxes coming from the following sources this year:

Lands	- \$250,404 or 55.5%
Lots	- \$173,362 or 38.3%
Personal	- \$ 27,971 or 6.2%

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Supplement to Fact Sheet

Note: Lands includes all property not in a plotted sub-division.

QUESTION: Why did the Board levy only \$1.80 instead of \$2.00 on the Education Fund.

ANSWER: The Board contemplated having this bond payment on this year's tax bills. The reduction of .20 in the Education Fund coupled with the increase of .43 for the new bond issue would have given a net increase of .23 this first year. Because the new bonds will not be on this year's taxes the rate will be .20 lower this year than last.

QUESTION: What did the court decision say?

ANSWER: The judge in his ruling said that the Board exceeded the concept of "reconstruction" by attempting to issue Life - Safety Bonds to build a new high school of 64,400 square feet when a junior high of approximately 25,000 square feet was condemned. Therefore the Board could issue Life - Safety Bonds to "reconstruct" the junior high (according to the architect's estimate of \$908,000) but could not issue Life - Safety Bonds in the amount of \$750,000 to pay the local share of a new high school that the state would build for the district.

QUESTION: Who can vote in this election?

ANSWER: Any registered voter in the district can vote in this election.

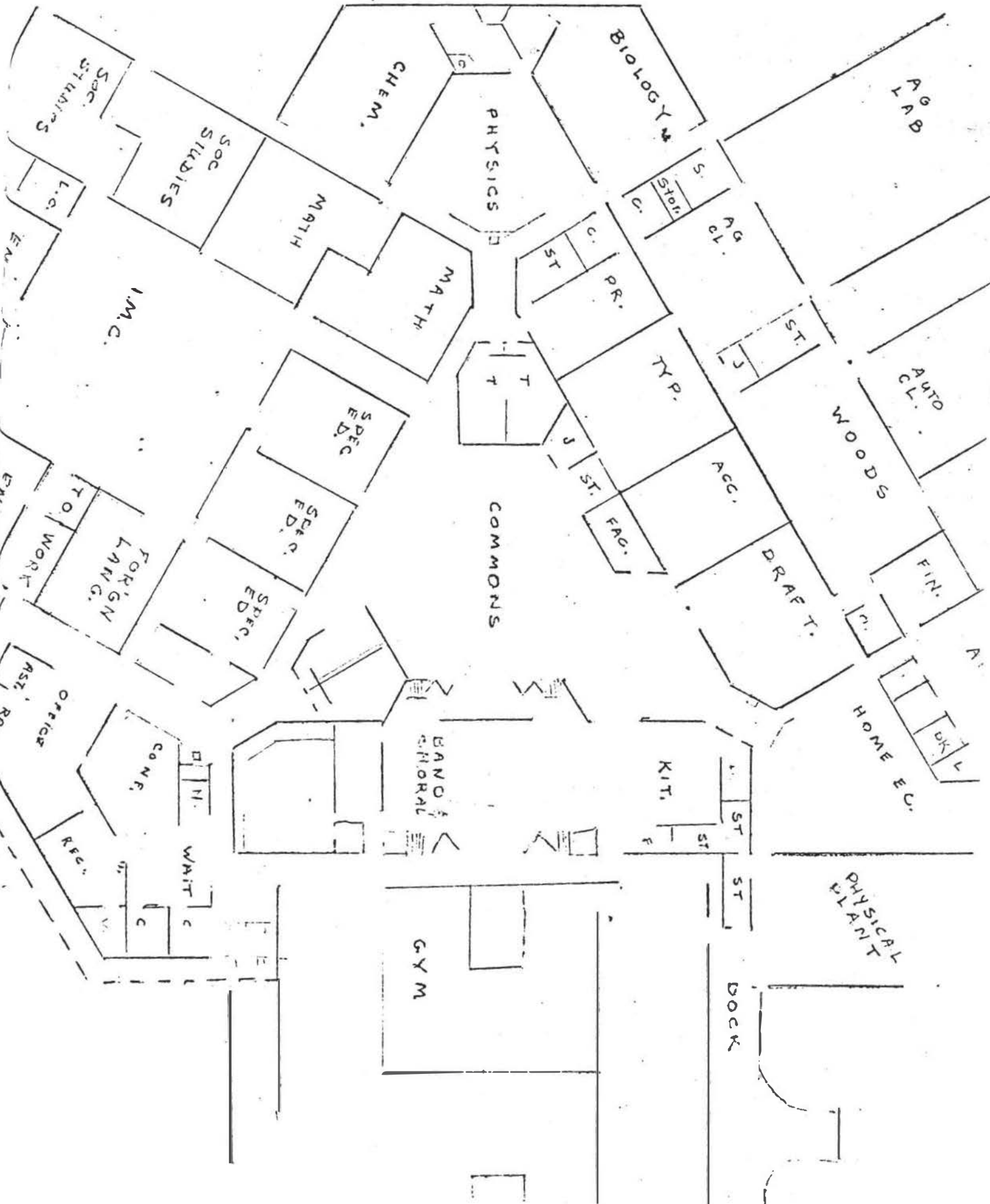
The Board feels that the utilization of state and other funds for school purposes is good business for the community and the local taxpayers. This is especially true due to the very limited tax base of the district. If the district issued all the bonds it could legally issue for school building purposes it could only raise \$1,600,000 which is less than the state's share of the new school. Only through this kind of program can the facilities of the district be kept up to date.

Board of Education

Georgetown Community Unit
District #3

A P P E N D I X E

First Drawing of the
Proposed Building



A P P E N D I X F

Space Requirements for the
New Senior High School Project

TEMIZATION OF SPACE REQUIREMENTS

1.	English Classrooms (4 at 700 sq. ft.)		2800 sq. ft.
2.	Instructional Materials Center		
	Office and Storage	230 sq. ft.	3072 sq. ft.
3.	Foreign Language Classroom (1)		610 sq. ft.
4.	Administration		1106 sq. ft.
	Principal's Office	196 sq. ft.	
	Asst. Principal's Office	154 sq. ft.	
	Main Office	448 sq. ft.	
	Records/Workroom	154 sq. ft.	
	Nurse	154 sq. ft.	
5.	Guidance		1248 sq. ft.
	Waiting Room	336 sq. ft.	
	Conference/Testing	624 sq. ft.	
	Office	144 sq. ft.	
	Office	144 sq. ft.	
6.	Math Classrooms (1 @ 710 + 1 @ 825)		1535 sq. ft.
7.	Special Education Classrooms (3)		
	Office and Storage	180 sq. ft.	2202 sq. ft.
8.	Social Studies Classrooms (1 @ 710 + 1 @ 825)		1535 sq. ft.
9.	Auto Mechanics, Metals and Welding		4120 sq. ft.
	Classroom	580 sq. ft.	
	Shop Area	3400 sq. ft.	
	Office	140 sq. ft.	
10.	Woods		423 sq. ft.
	Shop Area	1575 sq. ft.	
	Finish Room	348 sq. ft.	
	Project Room	500 sq. ft.	
11.	Drafting Room		1015 sq. ft.
12.	Vocational Agriculture Area		3841 sq. ft.
	Shop Area	2400 sq. ft.	
	Classroom	870 sq. ft.	
	Shared Storage Area with Metals Shop	319 sq. ft.	
	Soils Lab	126 sq. ft.	
	Office	126 sq. ft.	
13.	Business Department		2550 sq. ft.
	Office Practice Room	610 sq. ft.	
	Storage	132 sq. ft.	
	Office	108 sq. ft.	
	Typing	986 sq. ft.	
	Accounting	714 sq. ft.	
14.	Home Economics Classroom		1424 sq. ft.
15.	Physical Education Area		15742 sq. ft.
	Gymnasium	12240 sq. ft.	
	Boy's Shower	278 sq. ft.	
	Boy's Dressing	1200 sq. ft.	
	Storage	196 sq. ft.	
	Office with Shower	111 sq. ft.	
	Training Room	96 sq. ft.	
	• Girl's Shower	278 sq. ft.	
	Girl's Dressing	900 sq. ft.	
	Storage	164 sq. ft.	
	Office with Shower	111 sq. ft.	
	Toilets (2 @ 84)	168 sq. ft.	

16.	Science		3304 sq. ft.
	Physical Science	1000 sq. ft.	
	Biology	936 sq. ft.	
	Chemistry	1000 sq. ft.	
	Storage	128 sq. ft.	
	Office	112 sq. ft.	
	Ind. Study	128 sq. ft.	
17.	Art		904 sq. ft.
	Classroom	672 sq. ft.	
	Storage	85 sq. ft.	
	Darkroom	45 sq. ft.	
	Kiln Room	45 sq. ft.	
	Loom	57 sq. ft.	
18.	Instrumental and Vocal Music		2409 sq. ft.
	Band Rehearsal Room	1715 sq. ft.	
	Sm. Ensemble Practice	54 sq. ft.	
	Uniform Storage	209 sq. ft.	
	Band Office	99 sq. ft.	
	Open-Shelf Instrument Storage	332 sq. ft.	
19.	Cafeteria/Commons		3042 sq. ft.
20.	Kitchen and Storage		1295 sq. ft.
21.	Faculty Lounge		224 sq. ft.
22.	Building Services - Restrooms		3143 sq. ft.
	TOTAL		59544 sq. ft.

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