



O'Fallon Township  
High School



**JOSEPH ARTHUR**  
MIDDLE SCHOOL

Central District 104



**Shiloh Village School  
District #85**



# **REORGANIZATION FEASIBILITY STUDY**

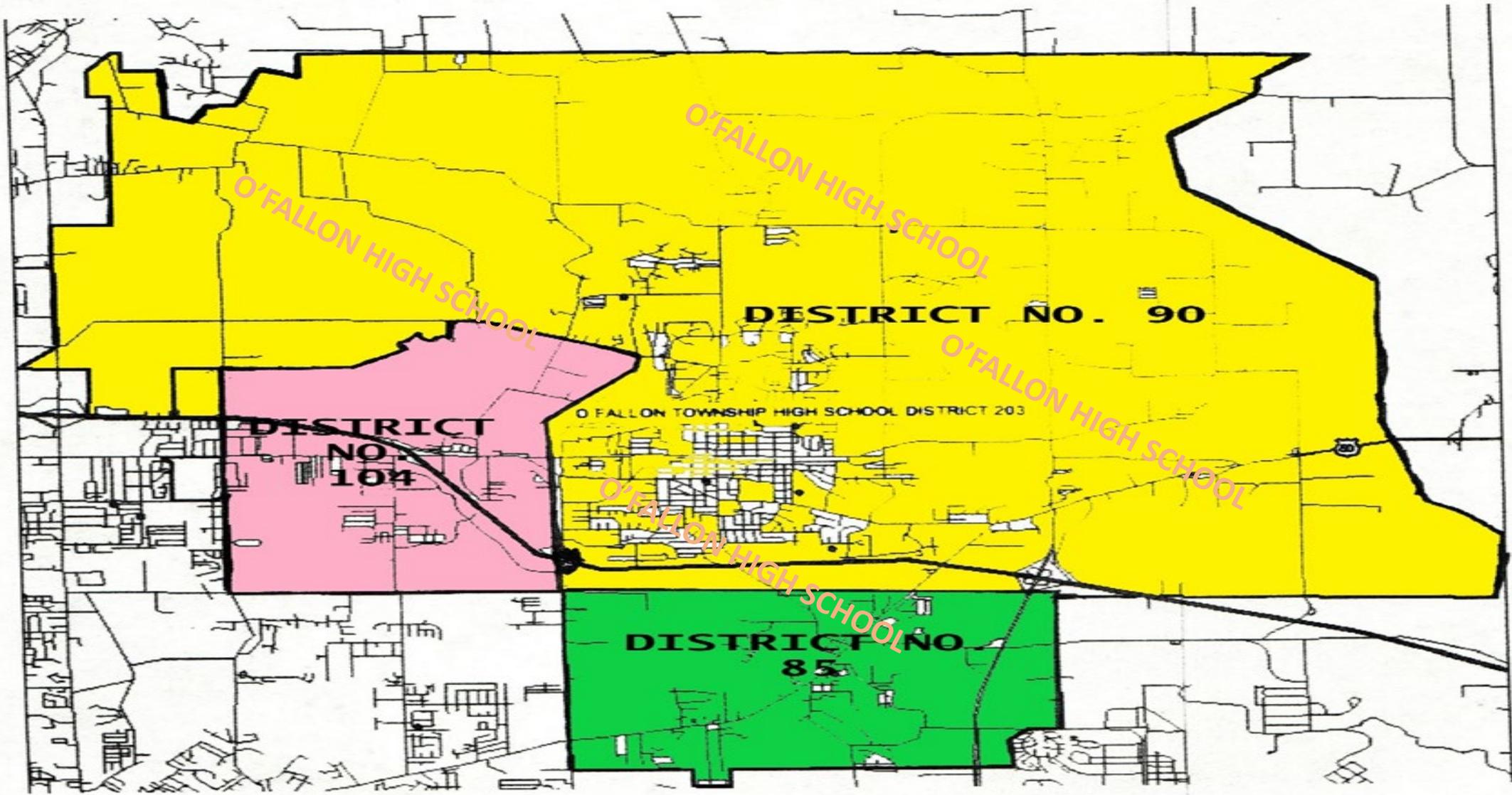
**PREPARED FOR THE O'FALLON SHILOH CHAMBER OF COMMERCE**

- **Thank you, Dave Hopkins and the Chamber Committee, Dr. Darcy Benway, Dawn Elser, Carrie Hruby, and Dale Sauer**
- **The findings of the consultants Nick Osborne and Jim Rosborg do not limit the four school districts and the community in their future decision making regarding consolidation.**
- **All detailed facts and figures can be found in the final report posted on the Chamber website ([OFallonChamber.com](http://OFallonChamber.com))**

**O'FALLON SHILOH  
REPORT  
SUMMARY  
OVERVIEW  
STUDY 2020**

- **The following are provided as summary statements related to the component data of the major sections of this report.**
- **The summaries do not cover all researched components discovered by the consultants.**
- **Along with factual inputs from each district, these identified highlights do play an important part of the identified options presented in this report.**

# TRANSPORTATION REVIEW



## TABLE 3 DISTRICT TRANSPORTATION SUMMARY FOR ALL CATEGORIES FY2019

DISTRICT	TOTAL PK12 ENROLLED TO BE TRANSPORTED	TOTAL COST	TOTAL COST PER STUDENT
O'FALLON 203	2171	\$1,747,062	\$805
CENTRAL 104	437	\$442,306	\$1,012
O'FALLON 90	2459	\$1,951,576	\$794
SHILOH 85	517	\$466,668	\$903
<b>TOTAL/AVG</b>	5584	\$4,607,612	\$878

# TRANSPORTATION SUMMARY

- Even with the current cooperative system of transportation used by the subject districts it appears there exists greater opportunities to capture efficiency in costs and management of student transportation.
- A reorganization of the routes, as well as, savings for the economies of scale could be financially efficient and beneficial. Again, the districts are to be commended for their cooperative efforts in meeting the transportation needs of their students
- Oftentimes, the research suggests, increased transportation costs are negative factors in a more traditional consolidation which tend to merge separate school districts into one, requiring many or most students to travel increased distances to school. However, this is not a factor given the review of transportation for this study. In fact, the opposite would be likely in a reorganization merger.

***Based on the present transportation systems and patterns, it is projected that the reorganization of the subject district into a new organized district would have minimal impact on the transportation of students due to the small geographical frame of the current school districts.***

# FACILITIES REVIEW

# FACILITIES SUMMARY

- It is noted that the present facilities are meeting the educational needs of the subject school districts as they presently exist. Given the projected enrollment patterns, the present facilities can provide the necessary capacity to meet the needs of any future reorganization plan.
- Decisions regarding the best appropriate use of each building must be determined if a reorganization effort is pursued. At this time no, new facilities would be necessary to accommodate a consolidation of the four districts.

***Based on the evaluation of the current facilities, we do NOT see the need for additional capital improvements (new buildings) due to consolidation. There may be some need for some boundary changes. In addition, there may be unforeseen building needs in the future due to growth in residential expansion therefore increasing population growth.***

# ENROLLMENT REVIEW

**TABLE #5 HISTORICAL REVIEW OF ENROLLMENT Projection data**  
**O'Fallon No.90 - O'Fallon No. 104 - Shiloh No. 85 - O'Fallon HS No. 203**

<b>O'fallon #90</b>	<b>PK</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>TOTAL</b>		
<b>Year</b>																	
2013-2014	99	344	362	350	383	395	362	383	383	431					3492		
2014-2015	94	321	356	370	380	373	404	394	409	391					3492	1	
2015-2016	95	328	342	350	368	389	395	415	405	396					3483	0.997423	
2016-2017	131	367	367	354	367	388	410	427	436	410					3657	1.049957	
2017-2018	105	387	358	367	374	392	391	431	461	450					3716	1.016133	1.015878
Avg Grade Yr	105	349	357	358	374	387	392	410	419	416					3568		
<hr/>																	
<b>Central 104</b>	<b>PK</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>TOTAL</b>		
<b>Year</b>																	
2013-2014	39	65	80	48	70	58	50	61	57	58					586		
2014-2015	36	54	72	73	42	71	58	57	65	64					592	1.010239	
2015-2016	43	54	73	72	78	45	63	57	59	63					607	1.025338	
2016-2017	59	60	60	63	69	73	53	69	59	54					619	1.019769	
2017-2018	46	64	63	56	68	63	70	54	58	57					599	0.96769	1.005759
Avg Grade Yr	45	59	70	62	65	62	59	60	60	59					601		
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<b>O'Fallon High</b>	<b>PK</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>TOTAL</b>		
<b>Year</b>																	
2013-2014											578	615	659	632	2484		
2014-2015											636	578	618	677	2509	1.010064	
2015-2016											569	638	570	608	2385	0.950578	
2016-2017											623	593	597	594	2407	1.009224	
2017-2018											611	620	577	635	2443	1.014956	0.996206
Avg Grade Yr											603	609	604	629	2446		
<hr/>																	
<b>SHILOH 85</b>	<b>PK</b>	<b>K</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>TOTAL</b>		
<b>Year</b>																	
2013-2014	23	68	63	55	58	65	66	77	57	76					608		
2014-2015	22	54	64	64	57	57	66	62	74	60					580	0.953947	
2015-2016	21	50	66	60	68	64	58	61	72	78					598	1.031034	
2016-2017	30	60	52	68	62	56	71	49	63	67					578	0.966555	
2017-2018	28	64	63	47	65	70	67	69	57	63					593	1.025952	0.994372
Avg Grade	25	59	62	59	62	62	66	64	65	69					591		

# ENROLLMENT REVIEW

- **The enrollment of the four school districts has been stable over the past 10 years.**
- **O'Fallon 90 has seen an average of 1.016 in enrollment growth over the past 10 years.**
- **Shiloh 85 has seen an average of .9962 in enrollment growth over the past 10 years.**
- **Central 104 has seen an average of 1.0058 in enrollment growth over the past 10 years.**
- **O'Fallon High School has seen an average of .9944 in enrollment growth over the past 10 years.**

# ENROLLMENT REVIEW

- **O'Fallon 90 has experienced an increase in overall population due to the increase of housing units being developed within their respective communities.**
- **The addition of new housing units continues with plans to establish additional sub-divisions in the near future.**

## PROJECTED ENROLLMENT

- It is projected that the composite enrollment for the four districts will continue to show a small increase over the next five years.
- O'Fallon District No. 90 is projected to experience the largest percentage increase of the four school districts. Central 104 will experience a very small increase in enrollment.
- Both O'Fallon High School District No.203 and Shiloh District No.85 are projected to experience a small decline in enrollment.
- But given the cohort survival ratio index for the two districts the decline will be insignificant.

***If reorganization is pursued by the districts, enrollment will not be an area of concern. Given the present school facilities and their available capacity any increase in enrollments could be absorbed into existing schools depending on the type of reorganization configuration considered for a newly organized school district.***

# CURRICULUM REVIEW

# **CURRICULAR REVIEW: POSITIVES**

- **Each district has aligned its curriculum with the State of Illinois Learning Standards and has implemented annual data-driven District Improvement Plans to address ongoing curricular and pedagogical concerns.**
- **All four districts have made a solid commitment to incorporating instructional technology initiatives into their program.**
- **All four districts' academic efforts are reflected in their student achievement scores on the PARCC and ACT/SAT State tests.**
- **The three elementary districts belong to the Belleville Area Special Services Cooperative (BASSC) which provides a variety of special education services and consistency of programs. District 203 provides its own special education services and is not part of BASSC.**
- **Articulation refers to the process of linking two or more grade levels or the linking of educational systems. Pertaining to educational systems, O'Fallon High School 203 has provided for the linkage of its high school courses with community college, vocational, and university courses. This component of articulation is outstanding.**
- **All three elementary districts have invested in Chrome Books which is an excellent addition to an articulated curriculum.**

# CURRICULAR REVIEW: CONCERNS

- Just as the articulation of educational systems at the high school level fits into the outstanding category, the articulation between the three elementary districts currently is a weakness.
- Likewise, except for the work with Algebra at the 8<sup>th</sup> grade level, the articulation between each of the three elementary districts and the high school needs improvement.
- If the districts want to keep from having upper grade teachers unnecessarily repeat much of what has been taught in the lower grades, a greater effort of articulation must take place.

*The consultants would recommend that efforts be made between the four districts for a greater emphasis on curricular articulation whether the districts proceed ahead regarding their efforts for consolidation.*

# CURRICULAR REVIEW: CONCERNS

- While there is some consistency between the elementary school districts regarding curricular offerings, efforts need to be made to provide even more consistency between the districts.
- Consolidation can guarantee that curricular programs are similar in all three elementary districts and state mandated programs are followed.
- Outside of consolidation, efforts should be made at the elementary level to formulate a consistent curricular offering so that all students entering the high school have a consistent curricular background.
- Even though two of the three elementary districts score higher than the state average in their state assessments, there is a significant difference in test results between the Central 104 district and the other two elementary districts.

*The consultants feel that consolidation could lessen this differential in test results. Enhanced Articulation between the current district format could also help lessen this difference.*

# CURRICULAR SUMMARY

The bottom line is we feel with an effective articulation program, overall test scores will go up and there will be a consistency of curricular offerings, honor rolls, report cards, grading scales, to go along with the overall improvement of communication to parents and community.

It would seem to the consultants that an implementation of an overall program evaluation and alignment to assessment practices between the three elementary districts with each other and with the high school would be beneficial for academic improvement.

# EXTRA-CURRICULAR REVIEW

# EXTRA CURRICULAR SUMMARY

- **The key component from the consultants' viewpoint is that consolidation would bring more consistency and opportunities to extra-curricular activities.**
- **We do not see consolidation leading to more activities at the high school level.**
- **We would suggest even without an effort towards consolidation that opportunities be afforded to the students by developing a mutual agreement between the three elementary districts for extra-curricular activities.**

# **EXTRA CURRICULAR SUMMARY: SOME THOUGHTS**

- **In considering extracurricular activities provided by the schools, is it better to have a large school with more activities or small schools that give more students the ability to participate.**
- **There is a need to balance the value of comprehensive programming gained in larger schools against the levels of participation among all students.**
- **The current number of students currently participating in the currently offered sports could well go down unless the current structure of middle schools remained the same.**
- **Students in smaller schools participate in a greater number and variety of extracurricular activities than students in larger schools even though larger school students are provided more activities.**

# **EXTRA CURRICULAR SUMMARY: SOME THOUGHTS**

**A consolidated school district would require athletic policy and procedural guidelines for in-district student transfer, student eligibility, academic class enrollment, and athletic membership. Individual differences between current programs would need to be addressed to respond to differences in fields and facilities, sport options, as well as current administrative support.**

**Consolidation leads to a potential for greater advantages in areas like transportation, officiating, coaching, facilities, and purchasing.**

**Consolidation might provide greater leverage to access and share athletic facilities.**

**Shiloh#85 and Central#104 schools are members of the same athletic conference. O'Fallon #90 is not part of the same conference. This would have to be a discussion for the new consolidated school.**

# FINANCIAL REVIEW

## FINANCIAL CONCLUSIONS

**In this section of the report, the consultants have attempted to provide the readers with the pertinent data necessary to make judgments about the feasibility of reorganization considerations for the subject school districts.**

**This section of the report will include several tables showing comparative fiscal data.**

**The information has been extracted from fiscal documents and information received from each of the school districts, ISBE documents, Evidence Based Funding Calculations, Annual Financial Reports, School Report Cards, and County Tax Computation Reports.**

# FINANCIAL COMPARISON

## Equalized Assessed Valuations

SCHOOL DISTRICT	2018	2017	2016	2015
O'Fallon 90	\$710,045,897.00	\$671,491,704.00	\$650,192,551.00	\$635,359,030.00
O'Fallon Central 104	\$163,518,779.00	\$159,846,507.00	\$154,172,743.00	\$147,318,495.00
O'Fallon HS 203	\$1,020,146,672.00	\$966,432,223.00	\$938,500,314.00	\$917,407,436.00
Shiloh 85	\$94,960,368.00	\$92,270,572.00	\$90,776,621.00	\$91,203,151.00

## Profile Rankings by ISBE

SCHOOL DISTRICT	FY	Score	Rating
O'Fallon 90	2018	3.25	Review
O'Fallon Central 104	2018	3.7	Recognition
O'Fallon HS 203	2018	3.8	Recognition
Shiloh 85	2018	3.35	Review

## PROPERTY TAX EXTENSIONS/TAX RATES

### 2018 Tax Rates

SCHOOL DISTRICT	Ed.	O&M	Trans.	Total
O'Fallon 90	1.4	0.4	0.12	1.92
O'Fallon Central 104	1.7	0.5	0.12	2.32
O'Fallon HS 203	0.92	0.25	0.12	1.29
Shiloh 85	1.58	0.55	0.12	2.25

### 2018 Tax Extensions

SCHOOL DISTRICT	Ed.	O&M	Trans.	Total
O'Fallon 90	\$9,912,950.76	\$2,832,373.08	\$849,924.94	\$21,731,664.70
O'Fallon Central 104	\$3,104,672.76	\$913,247.57	\$219,179.42	\$5,894,966.97
O'Fallon HS 203	\$9,385,349.38	\$2,550,366.68	\$1,224,176.01	\$21,751,407.31
Shiloh 85	\$1,500,373.81	\$522,282.02	\$113,952.44	\$3,491,312.86
Total	\$23,903,346.71	\$6,818,269.35	\$2,407,232.81	\$52,869,351.84

## TOTAL EQUALIZED ASSESSED VALUATION GROWTH PROJECTIONS

EAV YEAR	O'FALLON HS #203	% + -	SHILOH NO. 85	% + -	O'FALLON NO. 90	% + -	CENTRAL NO. 104	% + -
2015	\$917,407,436.00	100.0%	\$91,203,151.00	100.0%	\$635,359,030.00	100.0%	\$161,534,653.00	100.0%
2016	\$938,500,314.00	1.023%	\$90,776,621.00	-0.005%	\$650,192,551.00	1.023%	\$167,763,415.00	1.039%
2017	\$966,432,223.00	1.030%	\$92,270,572.00	1.016%	\$671,491,704.00	1.033%	\$172,482,893.00	1.028%
2018	\$1,020,146,672.00	1.056%	\$94,960,368.00	1.029%	\$710,045,897.00	1.057%	\$184,494,459.00	1.070%
2019	\$1,050,751,072.16	1.030%	\$97,334,377.200	1.025%	\$731,347,273.910	1.030%	\$190,029,292.770	1.030%
2020	\$1,082,273,604.32	1.030%	\$99,767,736.630	1.025%	\$753,287,692.127	1.030%	\$195,730,171.553	1.030%
2021	\$1,114,741,812.45	1.030%	\$102,261,930.046	1.025%	\$775,886,322.891	1.030%	\$201,602,076.700	1.030%
2022	\$1,148,184,066.83	1.030%	\$104,818,478.297	1.025%	\$799,162,912.578	1.030%	\$207,650,139.001	1.030%
2023	\$1,182,629,588.83	1.030%	\$107,438,940.254	1.025%	\$823,137,799.955	1.030%	\$213,879,643.171	1.030%
2024	\$1,218,108,476.50	1.030%	\$110,124,913.761	1.025%	\$847,831,933.954	1.030%	\$220,296,032.466	1.030%

<b>ESTIMATED Summary of Incentive Payments</b>							
<b>Central SD 104 / O'Fallon CCSD 90 / Shiloh Village SD 85 / O'Fallon Twp HSD 203</b>							
<b>Consolidation into Unit District</b>							
<b>The below are estimates only. Final incentives will change based on the actual information at the time of final calculation.</b>							
Central SD 104							
O'Fallon CCSD 90							
Shiloh Village SD 85							
O'Fallon Twp HSD 203							
						4 Year	
						Total	
			Year 1	Year 2	Year 3	Year 4	
EBF Difference Incentive			\$380,470	\$380,470	\$380,470	\$380,470	\$1,521,880
Deficit Fund Balance Incentive			\$0	\$0	\$0	\$0	\$0
Salary Difference Incentive			\$1,892,697	\$1,892,697	\$1,892,697	\$1,892,697	\$7,570,788
\$4,000 per Certified Staff Incentive			\$0	\$1,848,000	\$1,848,000	\$0	\$3,696,000
<b>Total</b>			<b>\$2,273,167</b>	<b>\$4,121,167</b>	<b>\$4,121,167</b>	<b>\$2,273,167</b>	<b>\$12,788,668</b>

**NOTE: All payments of Reorganization Incentives subject to yearly adequate appropriations by the General Assembly -- less than full appropriations would result in proration of incentive payments**

## FINANCIAL CONSIDERATIONS AND DISTRICT COMPARISONS

- **The financial condition of each of the school districts are in good condition given the State's failure to provide adequate funding.**
- **Financial Review of each of the districts have received the rating of either Recognition and or Review.**
- **The present districts should expect a continued increase in funding in the next five years.**
- **At this time none of the districts have met their EBF targets and therefore should be subject to continued consideration for state funding increases as determined by the State Legislature.**

**FINANCIAL**  
**CONSIDERATIONS**  
**AND DISTRICT**  
**COMPARISONS**

- **The present districts should expect a continued increase in local funding. The projected growth in enrollment and EAV should generate additional local revenue in the future.**
- **The decision to reorganize the four districts could provide additional ways to gain efficiency in their operations and therefore reduce the total expenditures to educate the 7,300 students presently enrolled in the four districts.**

**FINANCIAL**  
**CONSIDERATIONS**  
**AND DISTRICT**  
**COMPARISONS**

**EBF for O'Fallon High School and the Elementary Districts as a Unit District after reorganization = \$18,197,980.97.**

**The sum of EBF for Central 104, O'Fallon 90, Shiloh Village 85 and O'Fallon HSD 203 as individual districts is \$18,578,451.06.**

**Therefore, the reorganized district would be receiving \$380,470.09 less EBF than as individual districts The EBF Incentive Difference Payment is calculated to be \$380,470 payable to the newly formed school district over a four-year period**

**Shiloh Village, O'Fallon 90, Central 104, and O'Fallon HSD 203 each had positive combined Fund Balance for the year ending June 30, 2018. Therefore, the Deficit Fund Balance Incentive is \$0.**

# FINANCIAL CONSIDERATIONS AND DISTRICT COMPARISONS

The salaries of the three elementary districts are similar and would not be hard to adjust in consolidation. There is a significant difference between the salaries of the high school district teachers and the three elementary districts. This could potentially be a major problem AFTER 4 YEARS if the consolidation effort lead to a formation of a new unit district. Efforts would have to be made to reduce spending in other areas over the first 4 years of the newly formed district.

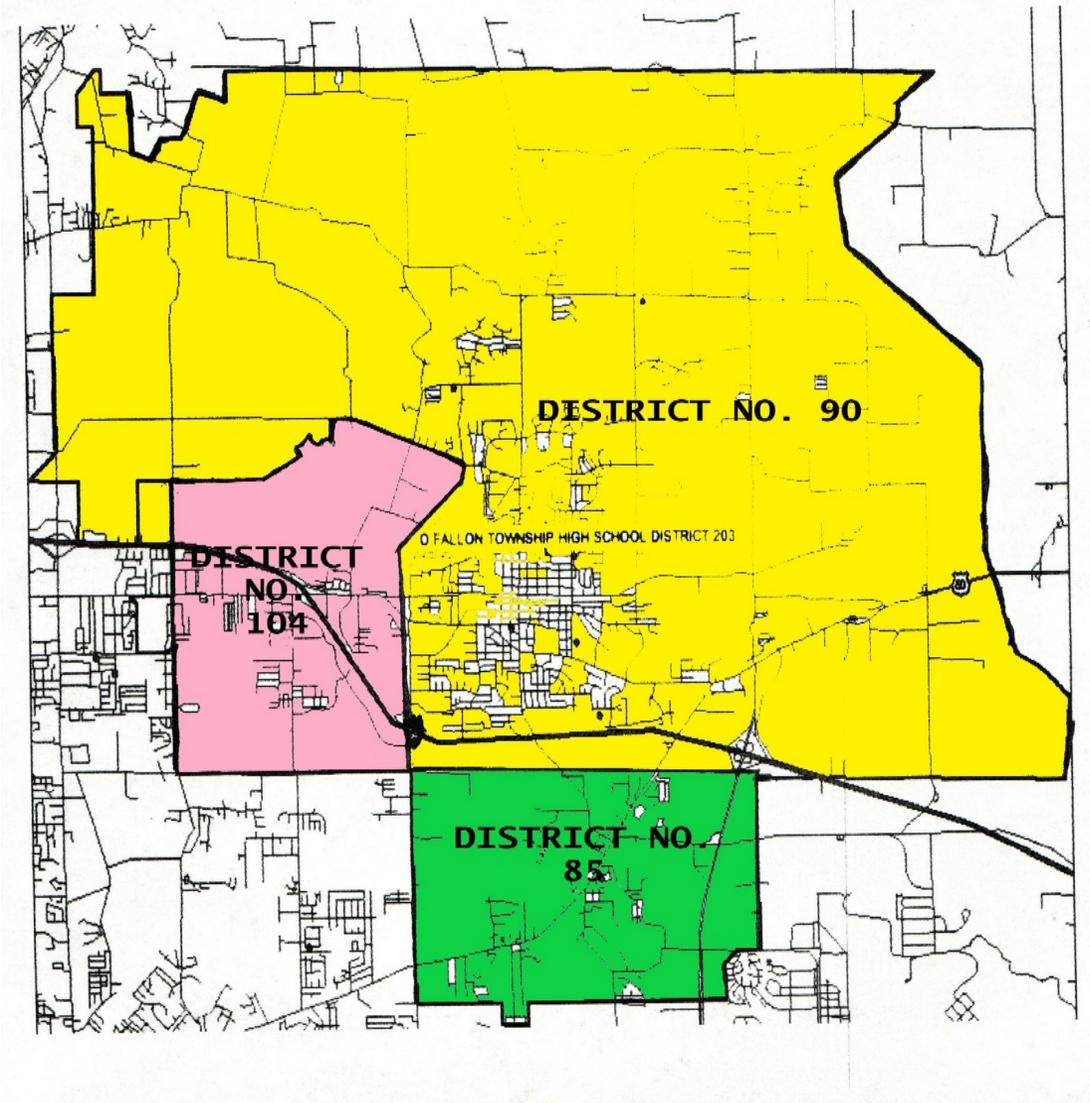
The total incentive based on the difference between the Home Salary and the Highest Salary is \$5,678,092.35. The incentive payment will be paid over four years at an annual payment of \$1,892,697.45. Again, please note that this incentive amount will only be payable over a four-year period. It is expected that the newly formed district would pursue the personnel efficiencies during that time frame to reduce the overall personnel cost to the school district.

The calculated estimate for the total certified staff of the newly reorganized school district is 462. The incentive payment will be based on the number of calculated staff multiplied times \$4,000. The estimated incentive for this study is \$3,696,000.00 and based on the rank in EAV/Pupil and ADA the new district would receive an annual payment of \$1,848,000.00 for two years.

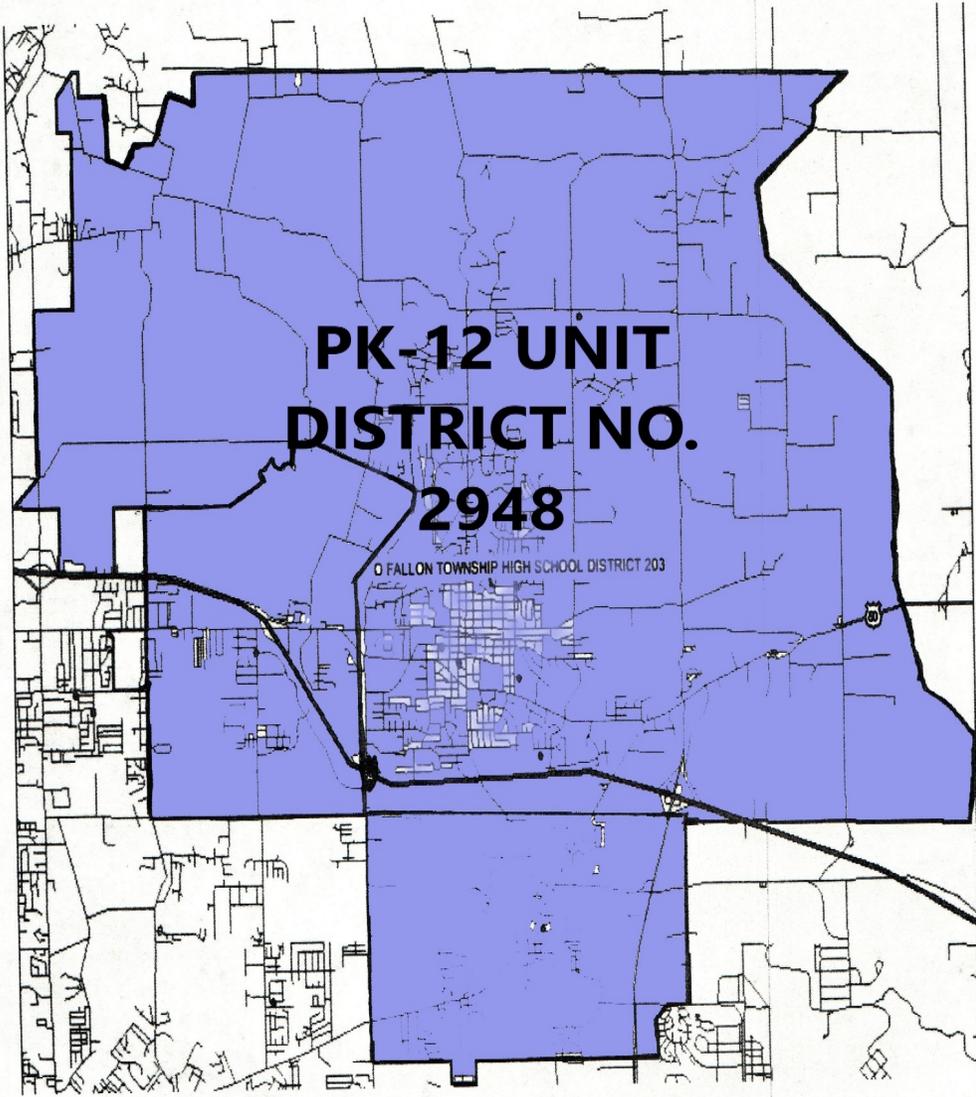
The total calculated incentive amount for this study is \$12,788,688.00.

# RECOMMENDATIONS

Options are listed in rank order as prioritized by the consultants



**Option 1:** All four districts remain as they presently exist maintaining their individual autonomy as a school district and continue to pursue cooperative programs and efforts with the other districts to gain maximum efficiency of operation and maximum opportunities for all students. The Boards of Education and Administration should review the present needs that exist for each school district and seek improvement opportunities through cooperative ventures to meet the identified needs of the districts. This should consist of curricular, extracurricular areas, support functions such as transportation, food service and professional development opportunities for all staff members.



## Option 2:

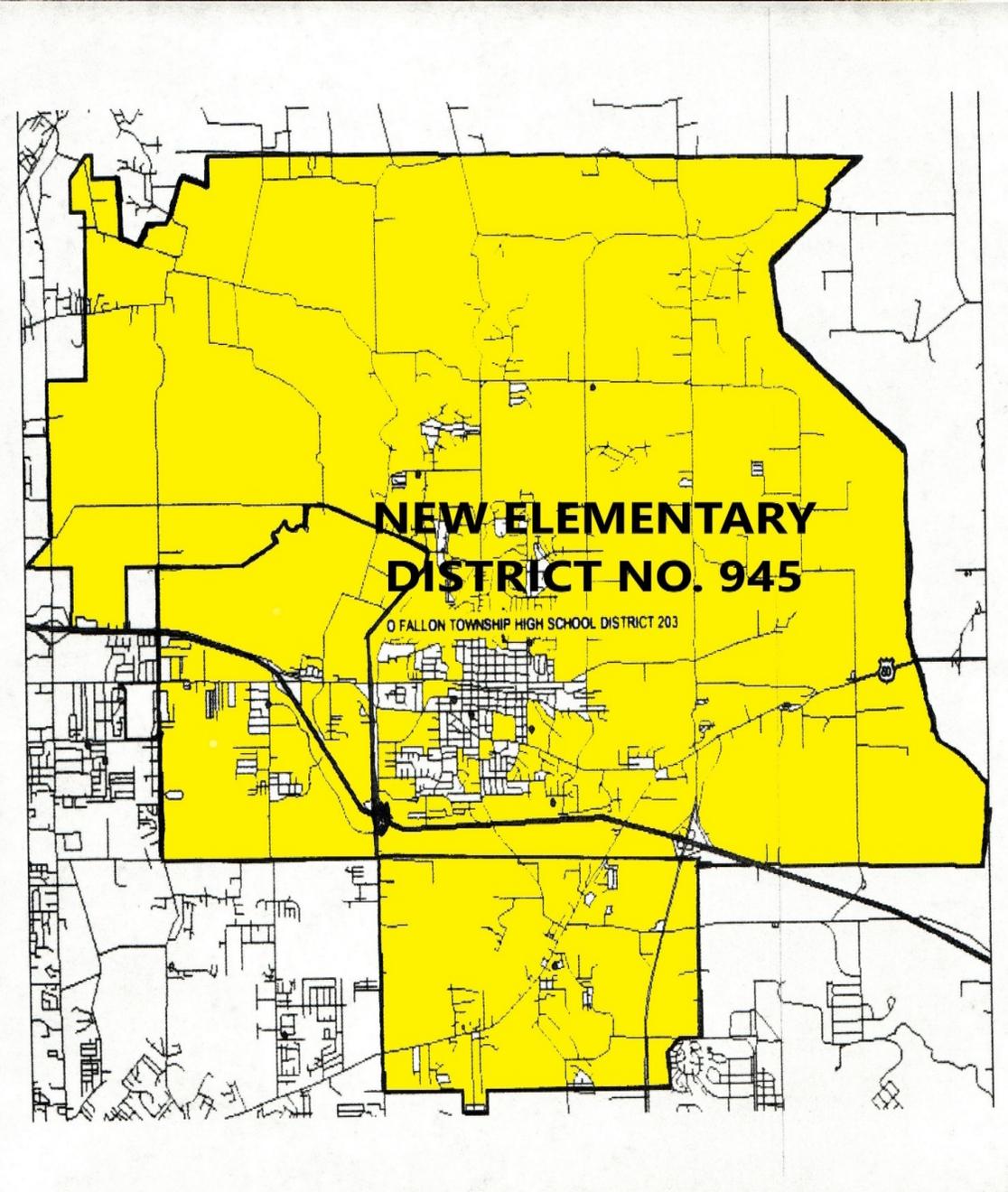
All four districts form into a new PK-12 Unit District under the administrative authority of one newly elected school board. All existing middle and elementary schools will be reviewed to determine the best organization pattern for the delivery of education in the new consolidated school district.

New PK-8 boundaries would be established in order to maximize the efficient distribution of students. Student assignments to the elementary and junior high/middle schools would be based on the relationship of the student's resident address and the location of the school. All students will continue to attend O'Fallon High School No. 203.

### **Option 3:**

A new elementary school district is formed from the merger of O'Fallon No. 90, Central No. 104 and Shiloh No. 85.

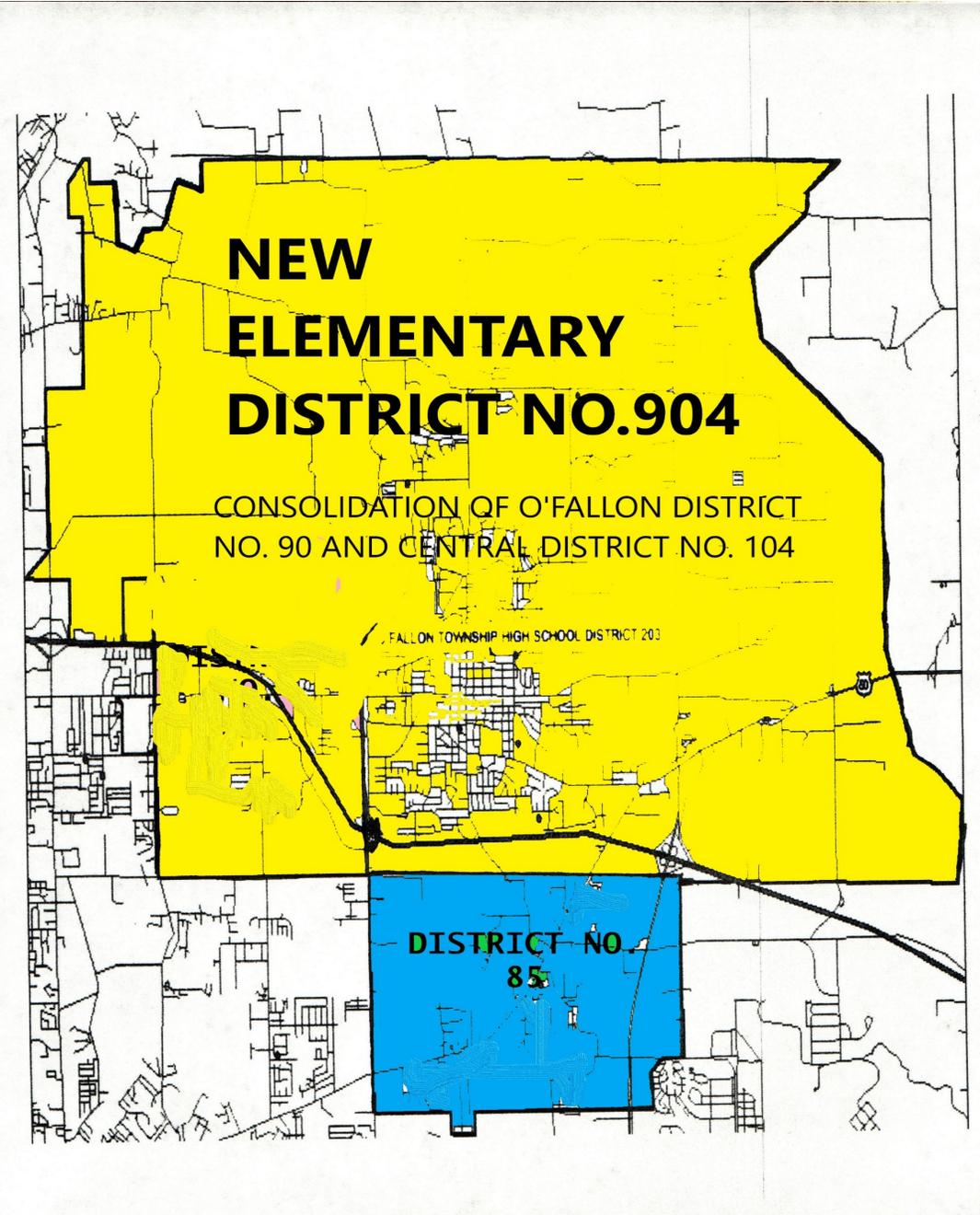
Elementary and middle School boundaries must be redrawn to gain the maximum efficiency of the existing facilities, transportation system and the existing staff. The merger will also allow for the establishment of a more consistent curriculum with a focus on the alignment of the skill sets with those of the O'Fallon High School. The new elementary school district students will continue to attend O'Fallon High No.203.

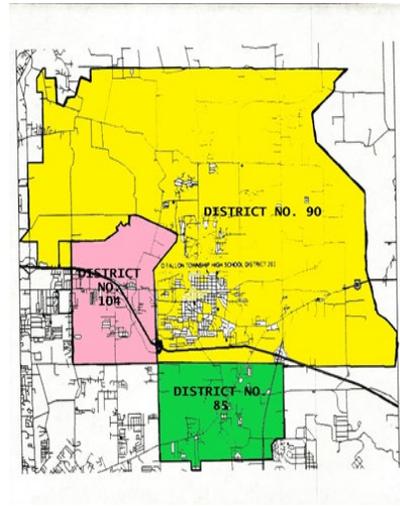
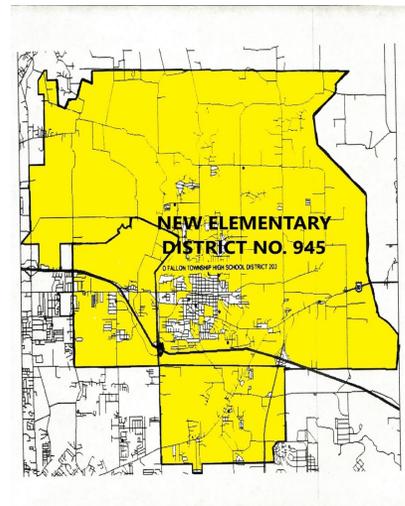
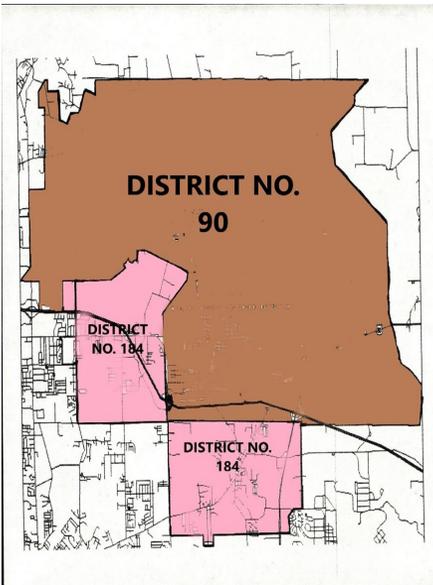
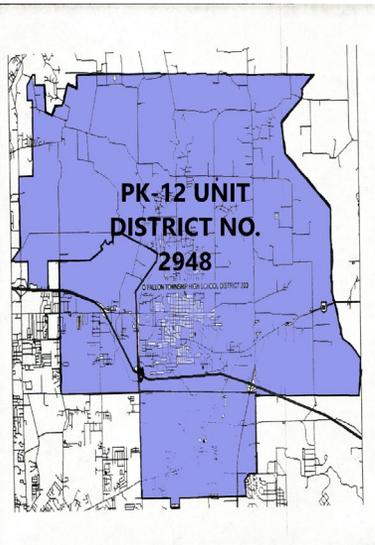


#### **OPTION 4:**

This option would consist of O'Fallon 90 and Central 104 combining to form a new elementary school district. New elementary district boundaries would be established, and student assignments to the elementary schools would be based on the relationship of the student's resident address and the location of the elementary school. An examination of the existing facilities would be conducted to determine the best organizational patterns. It is suggested all middle schools continue to exist but with new boundaries being adjusted in order to capture the efficiencies of the new merger. All elementary district students will continue to attend O'Fallon High School No. 203.

All elementary school boundaries would also be adjusted to maximize the distribution of students to maximize the utilization of the current facilities, transportation system and personnel.





## Option 5:

The present rules for reorganization of school districts tend to limit the number of options that can be considered by school districts and communities. However, most recently the state has granted legislative waivers to allow districts to consider a number of other alternative mergers. School districts working with their legislative representatives have been able to secure waivers that have allowed them to pursue reorganization without direct compliance with Article 11E of the School Code.

Two recent examples of reorganization consolidations that utilized legislative waivers were the Woodlawn High School and Woodlawn Grade and Bluford Grade and Webber Township High School. They were both granted waivers that allowed them to pursue their reorganizations without having all feeder schools to the representative high schools establish resolutions in support of the initiative and issuing the required petitions to the Regional Office of Education and ISBE.

It appears that given the increased interest in the pursuit of consolidation the state legislature has become more receptive to allowing the waiver process to be utilized in support of reducing the number of schools in Illinois. The recent draft report from the Illinois Property Tax Relief Task Force calls for consolidating potentially hundreds of elementary and high school districts into full K-12 Unit Districts. (Capital News Illinois 1/10/20), The final report from the Task Force is scheduled to be released before the legislative session begins on January 28.

## PUBLIC RELATIONS



Whether the consolidation moves forth or not, the consultants recommend promoting the opportunities available in the four school districts and the O'Fallon/Shiloh communities for individuals moving into the area.

Promotion should include a brochure developed for both military and other citizens moving into the area. The brochure should include positive components from each school district.

- Please direct questions concerning this presentation to [director@ofallonchamber.com](mailto:director@ofallonchamber.com)