

# Strategic Planning

# Work Plan

Review context for the situation

Establish board goals

Review administration's Long Range Facility Plan

Consider facility options

Identify requests for information



## January 22

1. Discuss options
2. Eliminate options that are deemed unacceptable
3. Analyze remaining options with respect to board goals
4. Identify requests for information



# Context for the Situation

# Enrollment

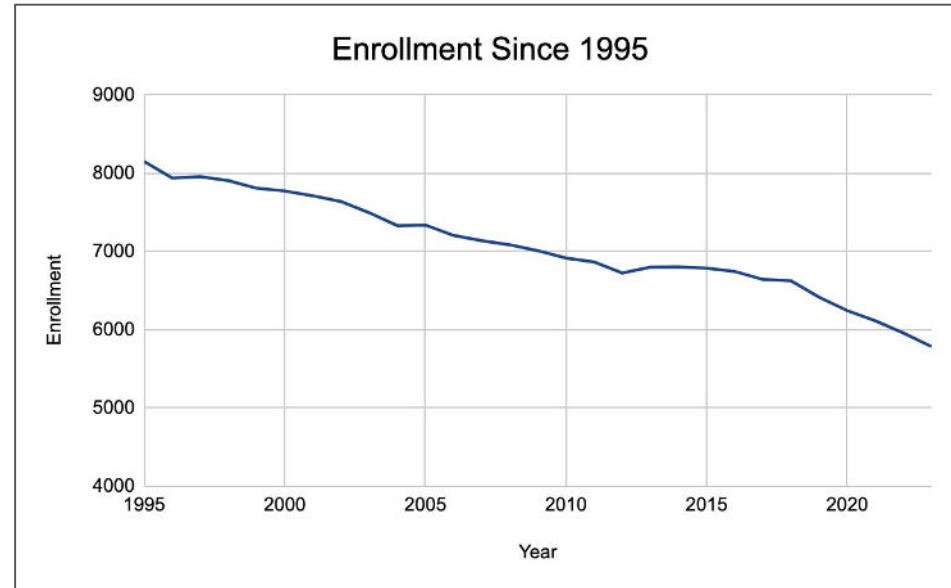
Since 1995, enrollment has fallen by 29% from 8,152 to 5,786 in 2023.

The primary cause of declining enrollment is lower birth rates.

Elementary enrollment since 2015 has declined by 701 students, 20%.

Enrollment is projected to decline for at least the next five to ten years.

Enrollment projections predict a loss of 746 students by 2028.



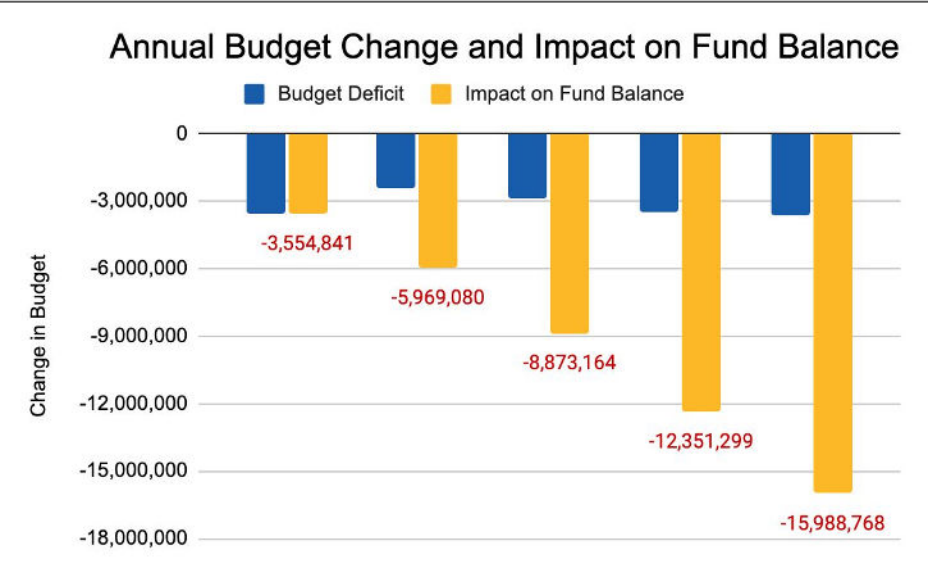
# Financial Projections

School districts are funded on a per pupil basis.

Since 2019, the School District of La Crosse has lost \$5.7M in revenue limit authority due to declining enrollment.

Revenue limit reductions are anticipated to grow from -\$1.2M in 2025 to -\$2.0M in 2028.

Enrollment decline will continue to have an impact on the district's revenue limit.



# Building Inventory and Condition

Average age of original construction is 1961.

Square foot average age of 50 years old.

The district has identified \$23M of maintenance in the next five years.

An additional \$95M in maintenance and capital projects anticipated over the following 15-20 years.

**Capital Maintenance and Improvements - Annual Summary by Building**

<b>Building Name</b>	<b>2023/2024</b>	<b>2024/2025</b>	<b>2025/2026</b>	<b>2026/2027</b>	<b>2027/2028</b>	<b>No Time Frame</b>
Emerson Elementary		\$105,400	\$299,261	\$414,000	\$130,600	\$1,963,995
Hamilton Elementary		\$290,519	\$20,000	\$170,839	\$403,000	\$168,717
Hintgen Elementary	\$60,000	\$323,685	\$26,000	\$260,400	\$117,367	\$117,527
Spence Elementary		\$399,149	\$78,792	\$35,731	\$267,120	\$2,629,546
State Road Elementary	\$223,200	\$273,196	\$277,760	\$121,700	\$131,322	\$2,804,016
Summit Elementary		\$456,320	\$53,148	\$179,834	\$1,054,967	\$239,883
Southern Bluffs Elementary		\$151,280	\$8,859	\$366,200	\$125,949	\$404,339
North Woods Elementary		\$124,000	\$53,375	\$223,200	\$207,797	\$142,718
Northside Elementary		\$62,000	\$19,840	\$31,000	\$18,600	\$74,400
Lincoln Middle						\$5,422,822
Logan Middle	\$1,104,761	\$25,544	\$330,827	\$538,480	\$166,665	\$3,712,320
Longfellow Middle	\$810,310	\$1,482,517	\$194,109	\$40,628	\$1,196,881	\$3,052,689
Polytechnic	\$24,800	\$310,000				
Central High	\$619,768	\$175,866	\$45,880	\$1,001,143	\$99,397	\$38,382,395
Logan High	\$608,433	\$276,122	\$416,112	\$67,086	\$2,275,400	\$34,253,279
District-Wide	\$93,000	\$93,000	\$93,000	\$93,000	\$93,000	
Hogan Administrative Center	\$49,600	\$270,000	\$2,498,960	\$193,197		\$2,539,574
Shop						\$54,916
<b>Total</b>	<b>\$3,593,871</b>	<b>\$4,818,597</b>	<b>\$4,415,922</b>	<b>\$3,736,437</b>	<b>\$6,288,064</b>	<b>\$95,963,138</b>

*Grand Total: \$118,816,029*



# Best Practice and Elementary Size

Ideal elementary size is 350-400 students.

Retains small class size.

Efficiently allows for 18-20 sections with 3-4 sections per grade level.

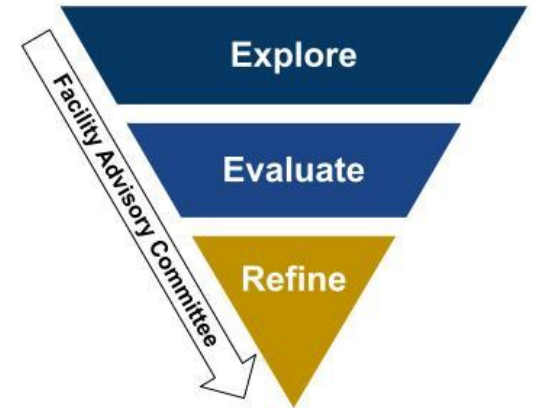
This efficient size provides full-time specialist teachers and staff.

Socioeconomic balance is helpful in providing similar experiences for families.



# Facility Advisory Committee

- Close two elementary schools to maximize the instructional benefit to students.
- Pair a north and south elementary school closure to address declining enrollment across the district and keep students together from elementary through high school.
- Close the North Woods International Elementary building.
- Close the Hintgen Elementary School building.
- Adjust elementary school boundaries in accordance with the recommendations of the administration.
- Retain the International Baccalaureate program at another site.





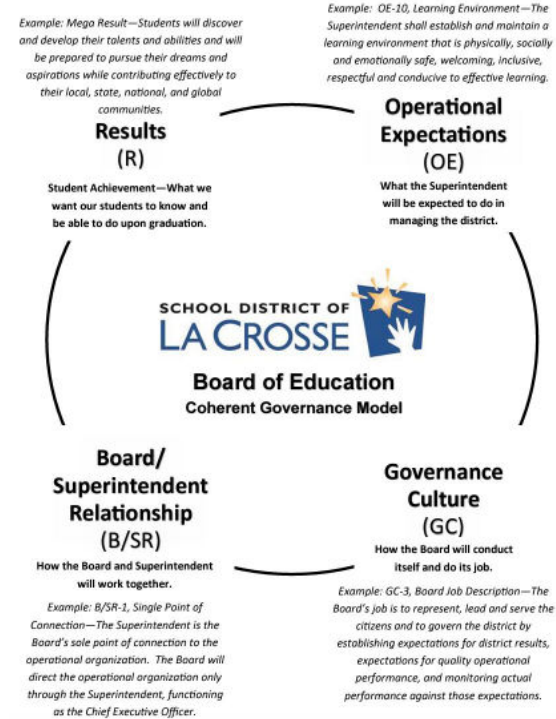
# School Board Policy

OE-12: Facilities - Ensure that physical facilities support the accomplishment of the Board's Results policies.

OE-5: Financial Planning - Develop and present to the Board a multi-year financial plan that is related directly to the Board's Results priorities and Operational Expectations goals, and that avoids long-term fiscal jeopardy to the district.

OE-7: Asset Protection and OE-11: Instructional Program provide additional guidance.

Board Mission: Ensure resources are available to provide excellence in education.



# Administrative Policy

9100 Facilities Development - indicates what will be considered in construction, renovation, and maintenance of buildings.

9800 Retirement of Facilities - outlines the considerations that must be taken into account when closing a building.

- I. General Considerations
  - A. Population trends and projected enrollment
  - B. Feasibility for alternative use or sale of existing facility (when considering which of multiple facilities to close)
  - C. Amount of disruption for reassignment of students to a different school
- II. Programmatic and Staffing Considerations
  - A. Staffing costs and other efficiencies that could be realized through consolidation
  - B. Impact of consolidation on the quality of instructional programs
- III. Physical Site and Facility Considerations
  - A. Anticipated major maintenance and capital expenditures over the next five to ten years
  - B. Physical location - zoning of surrounding properties
  - C. Site size
  - D. Proximity to other schools with similar grade configurations



# Consider Establishing Board Goals

# Long Range Facility Plan 2050

# Long Range Facilities Plan - Mission, Vision, Intent

## Facilities Mission

The School District of La Crosse provides physical facilities to support the accomplishment of the Board's Results policies.

## Vision

The School District of La Crosse is the school district of choice.

## Long Range Facility Plan Intent

The purpose of this long range facility plan is to ensure student access to modern facilities that support a comprehensive education, to efficiently use educational spaces to maximize staff support to students, to aid in efficient use of district resources, and to create a favorable impression of the school district.



# Long Range Facilities Plan - Key Tasks and End State

## Key tasks:

1. Reduce the number of elementary buildings
2. Replace, renovate, or repurpose aging elementary facilities
3. Invest in public-facing facilities
4. Invest in underdeveloped career and technical education facilities
5. Adapt to future declining enrollment

The result of the long range facility plan is attractive, safe buildings and grounds that facilitate a world class education attracting families to the school district, facilities that are scaled to enrollment resulting in efficient use of resources to allow for continued investment in staff while avoiding fiscal jeopardy, and facilities that are the pride of La Crosse.

# Key Task #1 - Reduce the Number of Elementary Buildings

Reduce the number of elementary buildings to ensure instructional resources are available and to create fiscal stability.

- Elementary buildings are at 68% of capacity.
- Low enrollment in buildings leads to a loss of instructional capacity.
- Under enrolled buildings result in additional expense.

Over the next 5 years, the school district should reduce the number of elementary schools by two to three.

- The primary buildings to consider are Emerson, Hintgen, North Woods, Spence, and Summit due to a combination of age and location.



Emerson



Northwoods International



Summit Environmental



Hintgen



Spence



## Key Task #2 - Replace, Renovate, or Repurpose Elementary Facilities

Extend the life cycle of facilities in the school district inventory and provide modern educational spaces.

- The average square foot age of the district's elementary buildings is 43 years old.

Over the next 12 years replace or substantially renovate Emerson, Spence, and Summit elementary schools if kept in the inventory.

Over the next 20 years renovate Hamilton and State Road to modernize older portions of the buildings.

Over the next 25 years repurpose elementary facilities that are no longer used as schools for community benefit.



Emerson



Spence



Summit Environmental



Hamilton/SOTA I



State Road





## Key Task #3 - Invest in Public Facing Facilities

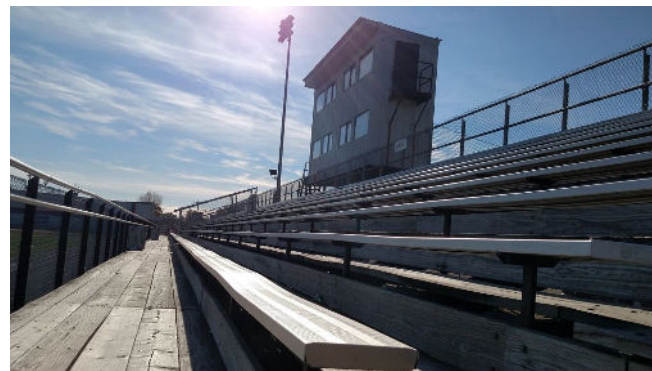
Invest available one-time funds in school district facilities that are public-facing.

- Current spaces are outdated and insufficient for modern needs.

Over the next 5 years renovate performing arts and athletic facilities.

Over the next 10 years renovate school entryways.

Over the next 25 years build new or renovate other existing public spaces to benefit students and the community.



## Key Task #4 - Invest in Underdeveloped CTE Facilities

Invest in CTE facilities to provide world class opportunities for all students.

- Current CTE facilities are not sufficient to provide a comprehensive modern education.
- Students are not exposed to, or prepared for, the full range of careers.

Over the next 5 years renovate the Logan High School CTE facilities and construct an addition to Central High School for CTE facilities.



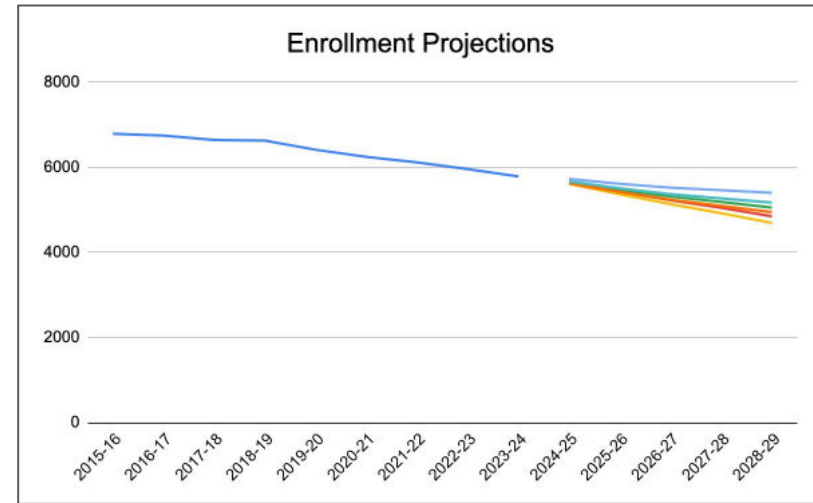
# Key Task #5 - Adapt to Future Declining Enrollment

Over the next 25 years consider reducing the number of secondary facilities when

1. secondary enrollment decline impacts instruction and opportunities, and
2. when it is necessary to avoid fiscal jeopardy.

Over the next 25 years, consider future consolidation of elementary facilities if

1. elementary enrollment decline impacts availability of instructional resources, and
2. there is a financial need to create fiscal stability.

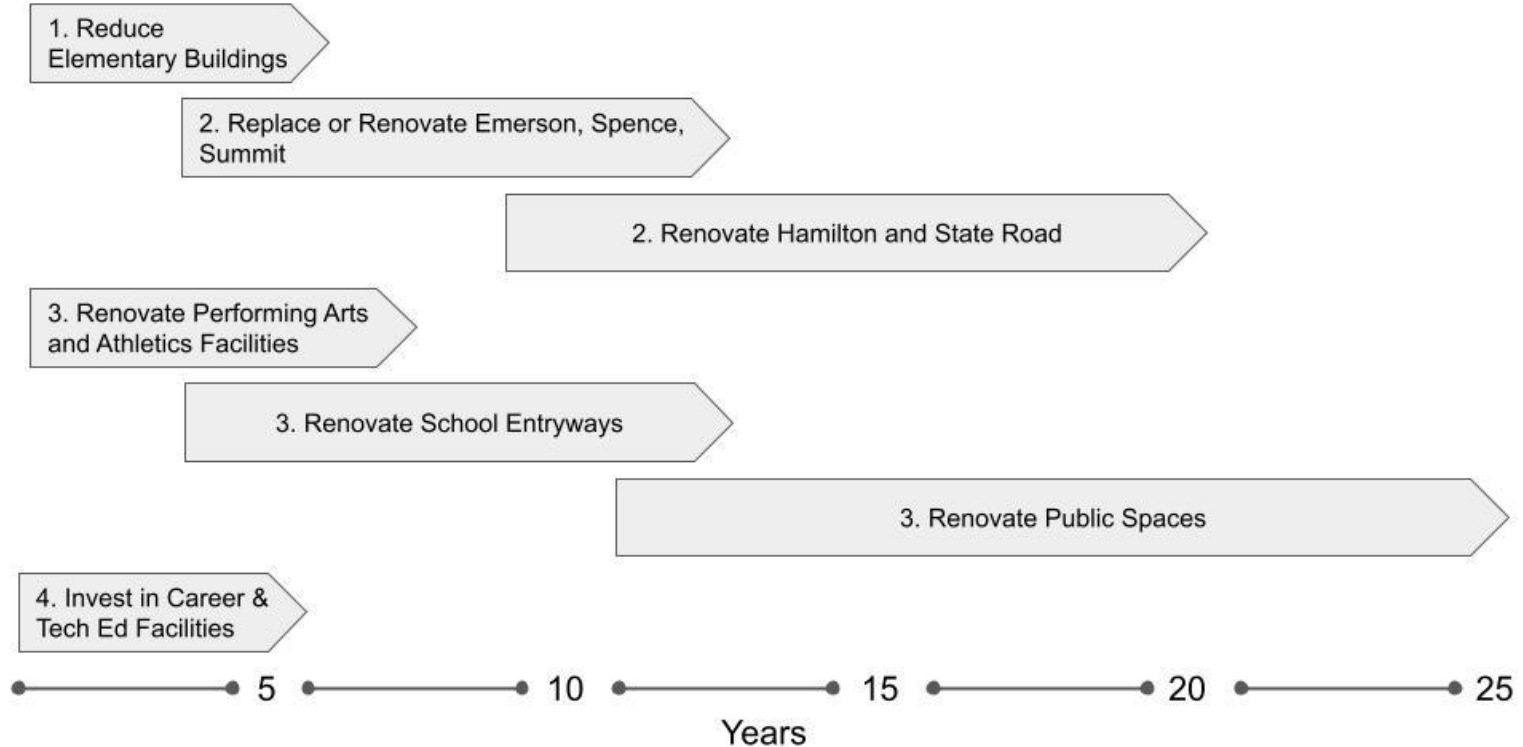


# Additional Tasks

- Retain property to adapt to the future.
- Acquire property near high schools to provide nearby parking and athletic facilities for physical education and extracurricular opportunities.



# Long Range Facility Plan 2050 Key Tasks Timeline



# Consider Facility Options

# Course of Action Development and Analysis

# School Board Intent

## School Board Mission Statement

- In part, the district will “ensure resources are available to provide excellence in education.”

## School Board policy OE-12: Facilities

- The Superintendent shall ensure that physical facilities support the accomplishment of the Board’s Results policies.





# Specified Tasks

- Develop and execute a facility plan that establishes priorities for construction, renovation and maintenance projects. (OE-12)
- Ensure that facilities are safe, clean and properly maintained. (OE-12)
- Develop a budget that ensures fiscal soundness in future years. (OE-5)
- Establish and maintain a learning environment that is physically safe, welcoming, inclusive and conducive to effective learning. (OE-10)
- Support innovation and best practices for teaching and learning (9100)
- Support diverse learning needs (9100)
- Ensure collaborative alignment with community resources (9100)
- Take into account building and site design standards (9100)
- Address financial considerations of facilities repair and replacement (9100)



# Implied and Essential Tasks

## Implied Tasks

- Replace and repair facilities on a regular basis.
- Address and eliminate structural budgetary deficits.
- Ensure facilities are attractive and welcoming.

## Essential Task - Board Mission

- Ensure resources are available to provide excellence in education.



# Constraints

- The Superintendent may not present for Board approval a budget that plans for the expenditure in any fiscal year of more funds than are conservatively projected to be available during the year. (OE-5)
- The Superintendent may not provide for an anticipated year-end unassigned fund balance of less than 15 percent to 20 percent of the prior year's operating expenditures. (OE-5)
- The Superintendent may not permit facilities and equipment to be subject to improper use or insufficient maintenance. (OE-7)
- One-time revenues may only be used for one time expenses to avoid structural deficits.

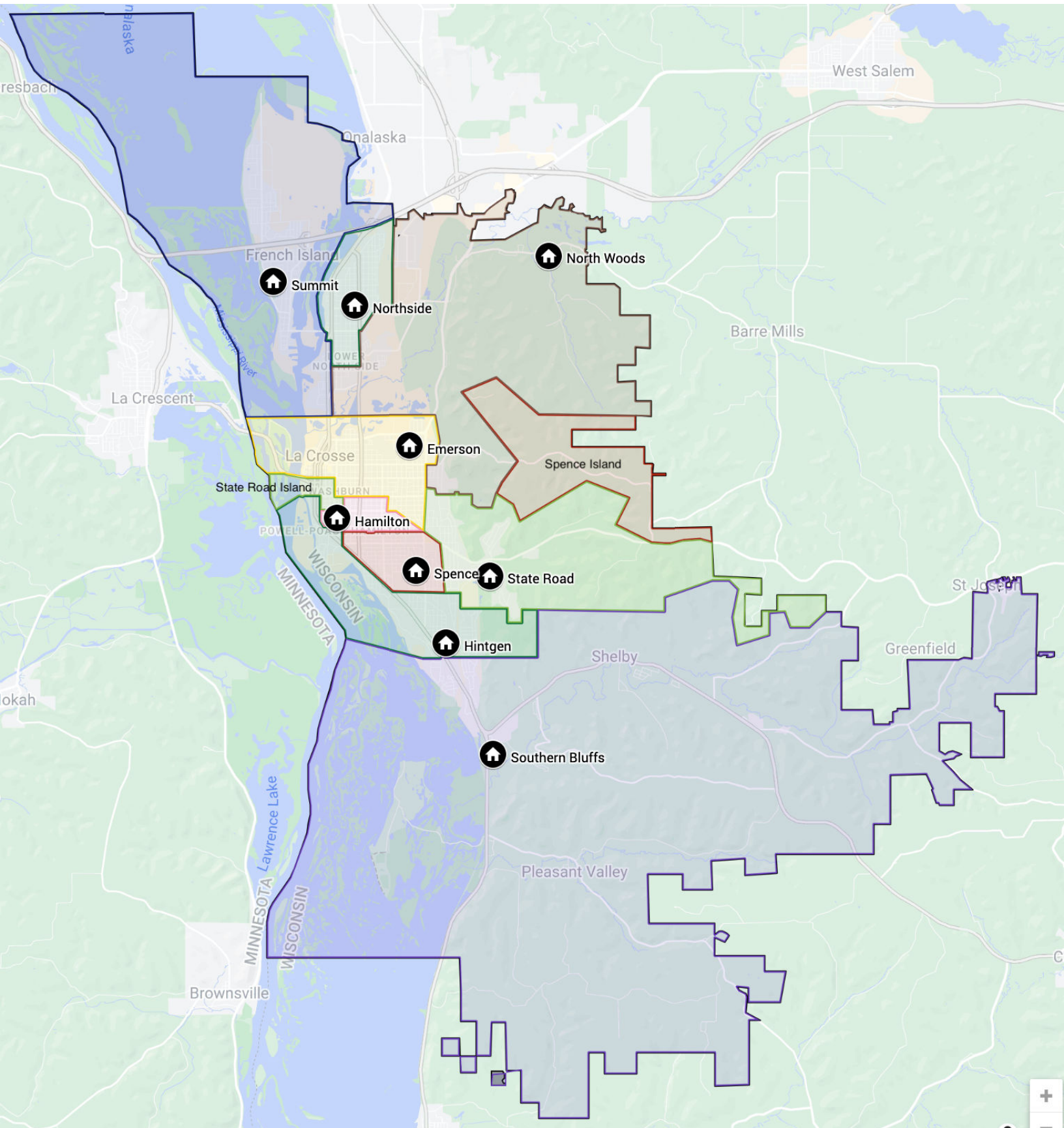


# Critical Facts

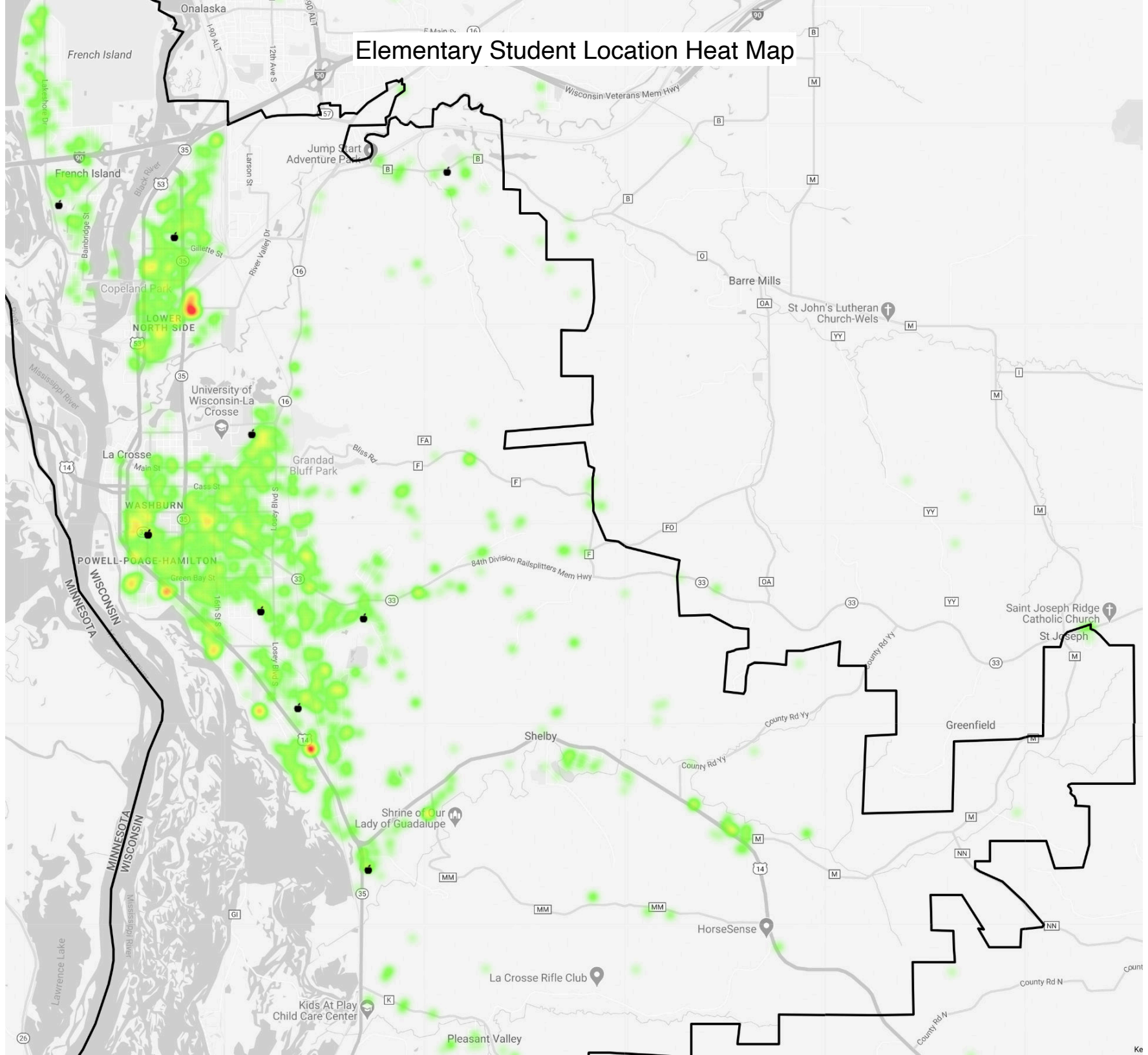
- Student enrollment has declined by 29% over the last 30 years in the district.
- Elementary buildings collectively are at 68% of capacity.
- School buildings are aging more rapidly than maintenance expenditures have been able to keep up with.
- Declining enrollment has led to a loss of \$5.7M in revenue limit authority since 2019 and will lead to another \$1.3M loss of revenue limit authority in 2024.



# Elementary Boundaries



# Elementary Student Location Heat Map



# Assumptions

- State funding will remain stable.
- Enrollment will continue to decline with projections.
- Financial projections predict a structural budget deficit of \$2.4M - \$3.6M annually.
- Declining enrollment impacts on the budget will partially be mitigated by a reduction in staff and expenses; ~\$250K annually.
- If a capital referendum is chosen as a part of a course of action, the vote occurs in November 2024 with construction complete in 2027.



# Facility Options

## Reduce one elementary school

- A. Close North Woods International School
- B. Close Emerson Elementary School
- C. Close Spence Elementary School
- D. Close Hintgen Elementary School
- E. Close Summit Elementary School
  
- F. Referendum to consolidate Emerson and Spence in a new building
- G. Referendum to consolidate Hintgen and Spence in a new building
- H. Referendum to consolidate Hintgen with Hamilton and State Road through additions at Hamilton and State Road

## Reduce two elementary schools

- I. Referendum to consolidate Emerson, Spence, and Hintgen in a new building

## Additional Options

- J. Move Polytechnic to another location.
- K. Change North Woods to a choice only IB school with no home school boundary.
- L. Create a charter elementary site in a closed building.
- M. Create a 4K center in a closed building.
- N. Close Hogan Administrative Center.
- O. Manage structural deficit by laying off staff, cutting programs, limiting wage increases, and reducing benefits.





# Courses of Action

Potential courses of action represent key approaches. The outcome of those presented meet the Board's intent. To address structural deficits and provide the best instructional environment for students each course of action involves:

- Reduction of at least two elementary buildings
- Reduction of at least \$3.0M in expenses by 2028

If structural deficits are known to be addressed within five years then temporary deficits may be responsibly covered through available short-term strategies. These may include: short-term reductions in payments toward long-term obligations, additional staffing reductions, and/or modified wage/benefits.

Other courses of action may be developed as options are explored and analyzed.



# Course of Action #1 - Do not address facilities

Manage structural budget deficits by laying off staff, cutting programs, limiting wage increases, and reducing benefits.

This strategy involves a \$3.0M budget cut of which 80% comes from salary and benefits and 20% comes from other expenses. Result:

- Layoff of 35-45 staff members impacting support and programs available to students
- A 2% general budget cut which will negatively impact teaching supplies, extracurricular opportunities, and professional development

Courses of Action Sketch - Long Range Facility Plan 2050

#2: FAC Recommendation - Locate elementary schools where students live

2024	2027	2028
<p>A. Close North Woods (-\$1.4M)                      D. Close Hintgen (-\$1.0M)                      J. Polytechnic to Central (-\$0.6M)</p> <p>Reduced Expense = -\$3.0M</p>		

#3: FAC Consideration - Reduced deferred maintenance

2024	2027	2028
<p>B. Close Emerson (-\$1.4M)                      C. Close Spence (-\$1.0M)                      J. Polytechnic to Central (-\$0.6M)</p> <p>Reduced Expense = -\$3.0M</p>		

#4: Referendum - Maximize reduction in deferred maintenance: Emerson + Spence

- Cover temporary deficit with short-term reductions in payments toward long-term obligations, additional staffing reductions, and/or modified wage/benefits

2024	2027	2028
<p>J. Polytechnic to Central (-\$0.6M)</p> <p>Reduced Expense = -\$0.6M</p>	<p>F. Referendum to consolidate Emerson and Spence in a new building (-\$1.4M)                      N. Administration to Emerson  <b>Option:</b> H. Referendum to consolidated Hintgen with Hamilton and State Road through additions (-\$1.0M)</p> <p>Reduced Expense = -\$2.0M</p>	<p>D. Close Hintgen or                      E. Close Summit or                      A. Close North Woods (-\$1.0M)</p> <p>Reduced Expense = -\$3.0M</p>

#5: Referendum - Maximize elementary locations where students live: Hintgen + Spence

- Cover temporary deficit with short-term reductions in payments toward long-term obligations, additional staffing reductions, and/or modified wage/benefits

2024	2027	2028
<p>A. Close North Woods (-\$1.4M)</p> <p>Reduced Expense = -\$1.4M</p>	<p>F. Referendum to consolidate Hintgen and Spence in a new building (-\$1.0M)</p> <p>Reduced Expense = -\$2.4M</p>	<p>E. Close Summit (-\$0.9M)</p> <p>Reduced Expense = -\$3.3M</p>

#6: Referendum - Three school combination: Emerson, Spence, and Hintgen at Spence site

- Cover temporary deficit with short-term reductions in payments toward long-term obligations, additional staffing reductions, and/or modified wage/benefits

2024	2027	2028
<p>K. North Woods non-boundary J. Polytechnic to North Woods (-\$0.6M)</p> <p>Reduced Expense = -\$0.6M</p>	<p>F. Referendum to consolidate Emerson, Spence, and Hintgen in a new building (-\$2.4M)</p> <p>Reduced Expense = -\$3.0M</p>	<p>Option: E. Close Summit in five years (-\$0.9M)</p>

#7: Maximize Socioeconomic Balance and Building Utilization

- Cover temporary deficit with short-term reductions in payments toward long-term obligations, additional staffing reductions, and/or modified wage/benefits

2024	2027	2028
<p>C. Close Spence (-\$1.4M)                      E. Close Summit (-\$1.0M)                      L. North Woods becomes charter school elementary                      M. Hintgen becomes 4K center</p> <p>Reduced Expense = -\$2.4M</p>		<p>D. Close Hintgen as a 4K center (-\$0.9M)</p> <p>Reduced Expense = -\$3.3M</p>



# Discussion, Questions, Clarifications & Requests for Information

January 22

1. Discuss options
2. Eliminate options that are deemed unacceptable
3. Analyze remaining options with respect to board goals
4. Identify requests for information

