

**Lincoln Public Schools**

# **Lincoln Public Schools Board of Education**

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LPS 10-Year Facilities & Infrastructure Plan

Work Session 3

October 7, 2019

# LPS Board of Education “Work Session 3”

## Agenda

- Growth Trends in Elementary and Middle Schools
- Elementary and Middle School Facility Needs
- Middle School Program Deficiencies per 10-Year Plan
- K-8 Facilities – LPS History
- General Obligation Building Bond Analysis
- Work Session 4 Agenda / Assignments

# **October 1, 2019 – Enrollment Big Picture**

# October 1<sup>st</sup> Snapshot of Student Enrollment

	October 2018	October 2019
K-12 Total	40,295	40,503
Early Childhood	1,716	1,743
Student Child Learning Centers	36	31
Served by Home Visitors	23	20
All Students Served	42,070	42,297

An increase of 227 total students served as of October 1, 2019.

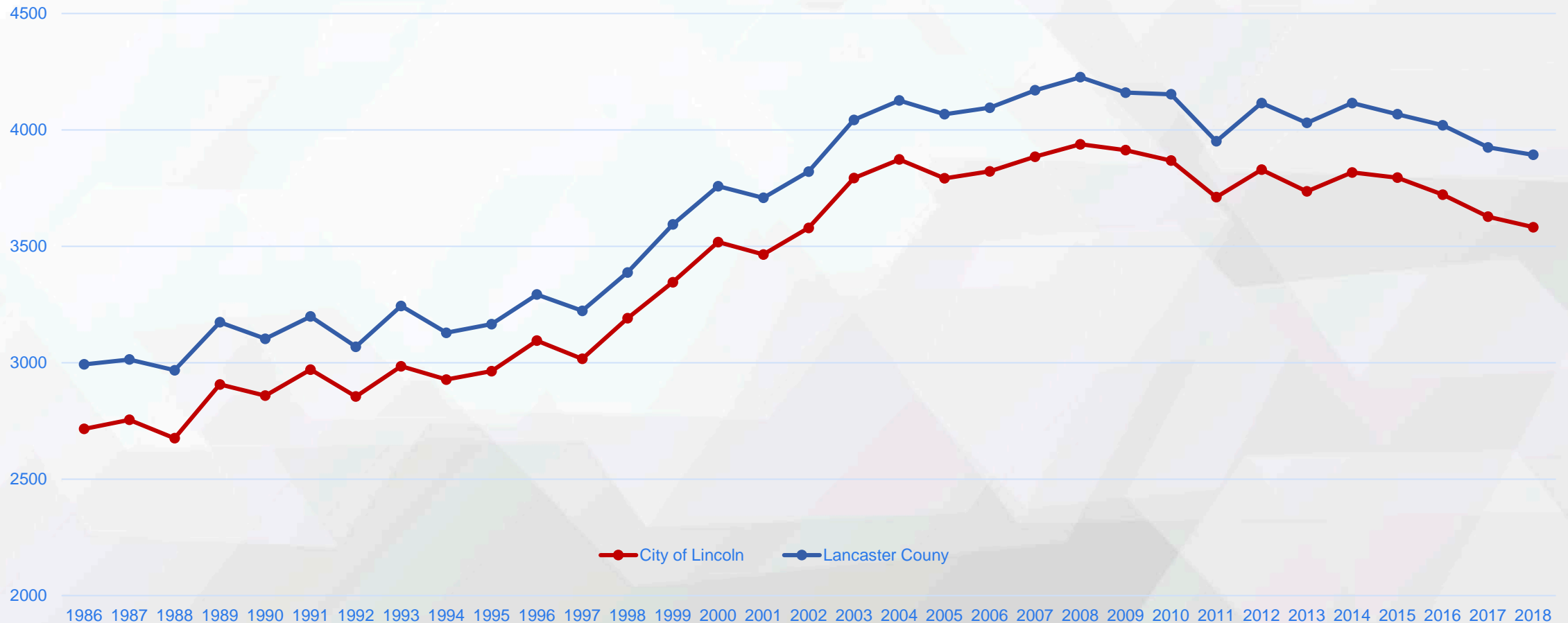
# October 1st Snapshot Enrollment by Grade Level



**Table 1-17****K-12 Enrollment Projections for  
2019-2020 Through 2023-2024 by Grade Level****Cohort Enrollment projections do not include new growth to the city.**

<b>Grade Level</b>	<b>2019-2020</b>	<b>2020-2021</b>	<b>2021-2022</b>	<b>2022-2023</b>	<b>2023-2024</b>
<b>K</b>	3,092	3,084	3,020	2,945	3,015
<b>1</b>	3,037	3,071	3,069	3,002	2,929
<b>2</b>	3,023	2,998	3,038	3,033	2,968
<b>3</b>	3,099	3,021	2,999	3,037	3,033
<b>4</b>	3,119	3,105	3,030	3,006	3,046
<b>5</b>	3,247	3,092	3,083	3,005	2,983
<b>Elementary</b>	<i>18,617</i>	<i>18,371</i>	<i>18,239</i>	<i>18,028</i>	<i>17,974</i>
<b>6</b>	3,217	3,269	3,113	3,104	3,026
<b>7</b>	2,906	3,225	3,283	3,124	3,116
<b>8</b>	3,094	2,925	3,249	3,306	3,146
<b>Middle</b>	<i>9,217</i>	<i>9,419</i>	<i>9,645</i>	<i>9,534</i>	<i>9,288</i>
<b>9</b>	3,130	3,177	3,009	3,339	3,399
<b>10</b>	3,272	3,171	3,226	3,051	3,388
<b>11</b>	3,111	3,288	3,185	3,241	3,065
<b>12</b>	3,259	3,452	3,640	3,530	3,590
<b>High</b>	<i>12,772</i>	<i>13,088</i>	<i>13,060</i>	<i>13,161</i>	<i>13,442</i>
<b>TOTAL</b>	<b>40,606</b>	<b>40,878</b>	<b>40,944</b>	<b>40,723</b>	<b>40,704</b>

# Live Births – Lincoln and Lancaster County



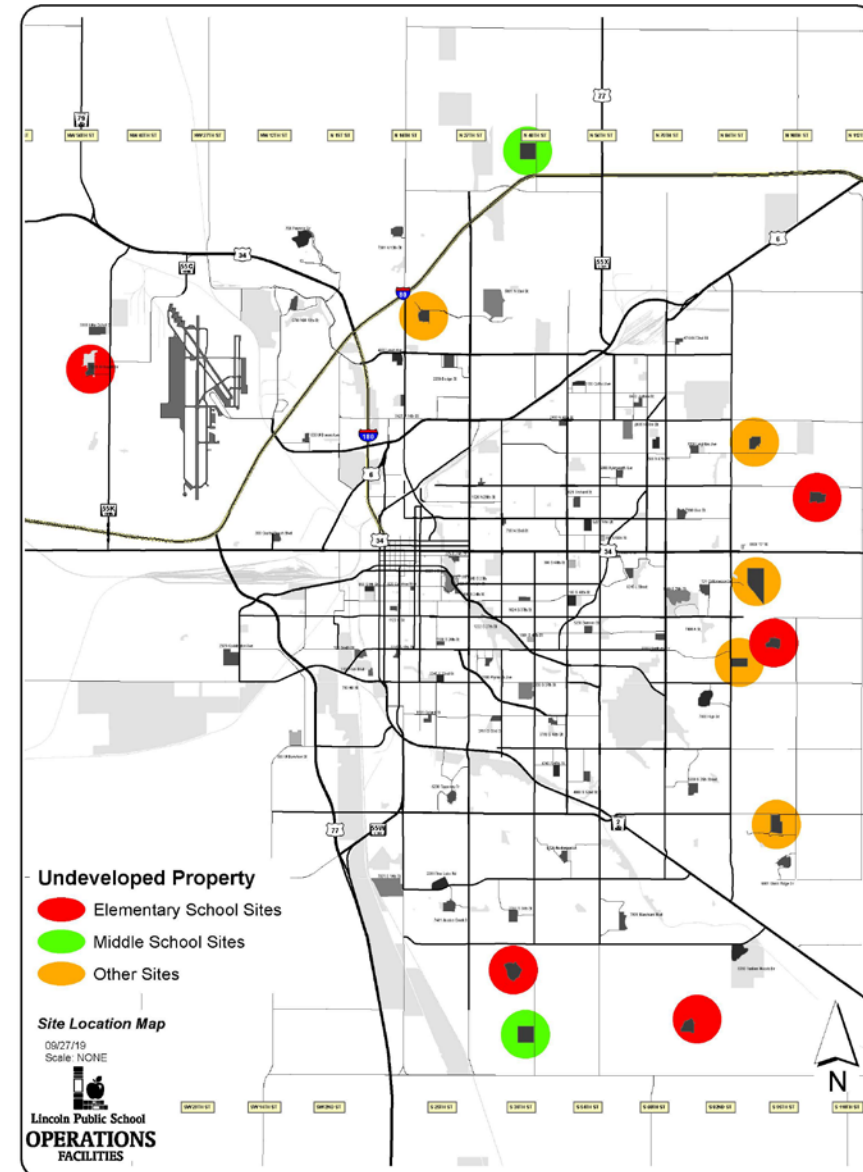
# LPS Building Utilization by Grade Level

	2016	2017	2018	2019
Elementary Schools	85%	86%	87%	86%
Middle Schools	98%	90%	88%	86%
High Schools	106%	110%	115%	TBD



# Elementary & Middle Schools

# Undeveloped property currently owned by LPS



# Middle Schools w/ Portables

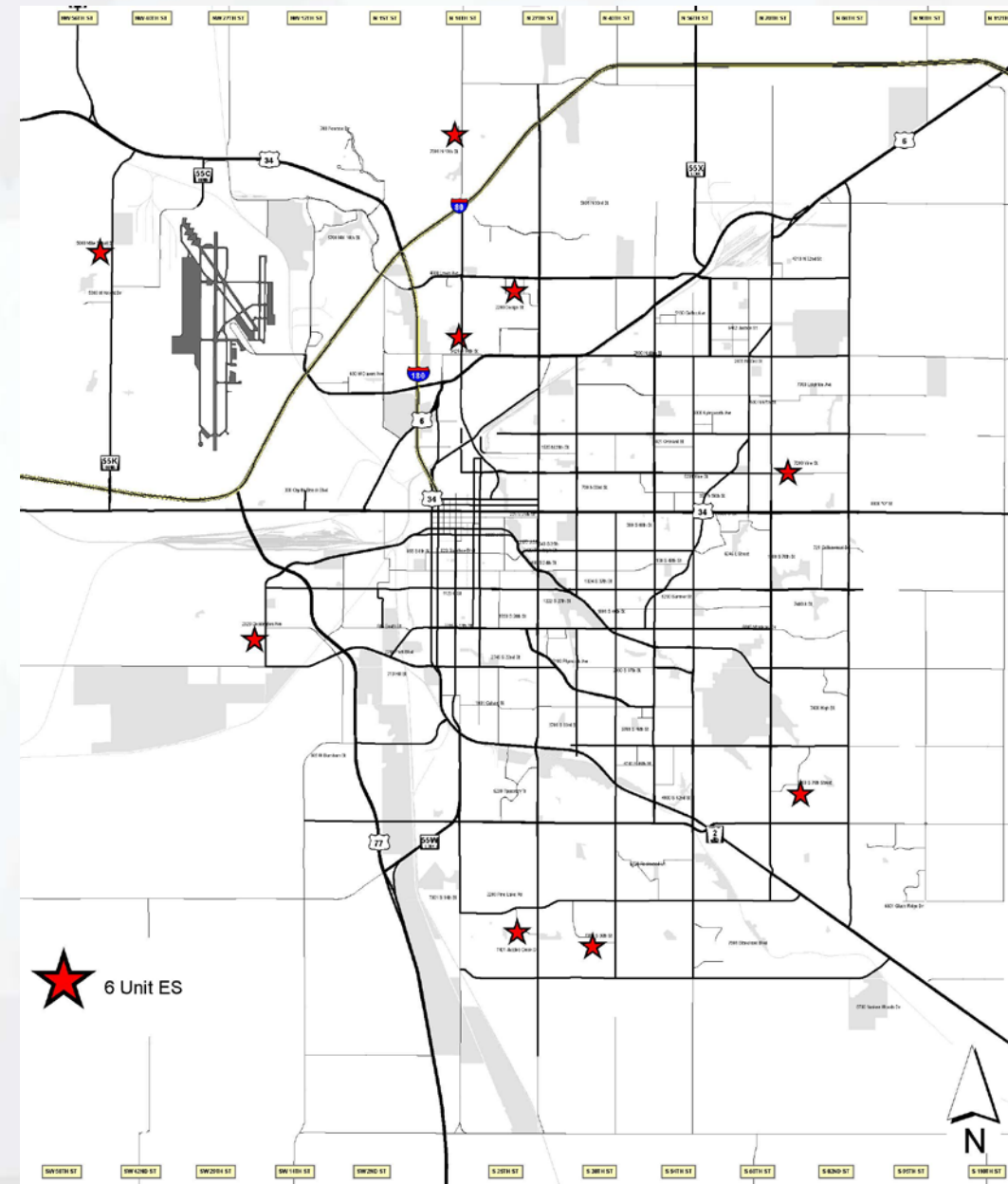
- Goodrich MS (1)
- Scott MS (2)

# Elementary Schools w/ Portables

- Elliott ES (2)
- Kooser ES (1)
- Kahoa ES (1)
- Riley ES (1)
- West Lincoln ES (1)
- Wysong ES (1)

## Large Elementary Schools (6+ Unit)

Adams ES  
Arnold ES  
Belmont ES  
Campbell ES  
Cavett ES  
Kooser ES  
Maxey Es  
Meadow Lane ES  
Roper ES



# Middle School Updates

## TIER 1

### Park MS

- Indoor Air Quality and Code Upgrades (IAQ)

### MS Program Upgrades

- Art
- Family Consumer Science (F.C.S.)
- Career & Technical Education (C.T.E.)
- Science

## TIER 2

### Dawes MS

- Gym & Multi-Purpose Room Addition

### Lefler MS

- Multi-Purpose Addition

### Lux MS

- Indoor Air Quality and Code Upgrades (IAQ)
- Gym Addition

### Scott MS

- Indoor Air Quality and Code Upgrades (IAQ)
- Gym Addition

### Schoo MS

- Gym Addition

## TIER 3

### Culler MS

- Indoor Air Quality and Code Upgrades (IAQ)

### Dawes MS

- Indoor Air Quality and Code Upgrades (IAQ)

### Irving MS

- Gym Addition

### Mickle MS

- Multi-Purpose Expansion/Addition

# **A Brief History of LPS Grade Configurations and K-8 Research**

## Until 1993-1994

- General pattern was K-6, 7-9, and 10-12 schools, with two exceptions:
  - East originally 7-12 (opened in 1967)
  - Dawes originally K-9 (opened in 1958)



## In 1993-94

- Northeast became a 9-12 high school.
- Culler and Mickle became 6-8 schools.
- Dawes became a 6-9 school.

## In 1993-94

- Brownell, Clinton, Hartley, Huntington, Kahoa, Meadow Lane, Norwood Park, Pershing, and Riley became K-5 schools.
- The change in NE Lincoln was the first phase of an intentional plan to move all schools to K-5, 6-8, and 9-12.

## **Moving to K-5, 6-8, 9-12**

- Move based on developmental growth of students, the trend at the time, and the reality that a high school transcript typically contains grades 9-12.
- NE was the first phase because NE had room for ninth graders.

## **Moving K-5, 6-8, 9-12**

- Dawes retained a small ninth grade because part of its attendance area was in the Lincoln High attendance area.

# 1996-1997

- Lux Middle School opened as a 6-8 building.
- East High became a 9-12 building.
- Eastridge, Maxey, Morley, and Pyrtle became K-5 buildings.
- Scott opened the same year, but as a 7-9 building.

# 2002

- 2002-2003, Southwest opened as a 9-12 high school.
- Scott became a 6-8 middle school.
- Hill and Cavett became K-5 schools.

## 2003-04

- North Star opened as a 9-12 high school.
- Lincoln High became a 9-12 high school.
- Southeast became a 9-12 high school.

## 2003-04

- All remaining middle schools became 6-8 schools.
- All remaining elementary schools became K-5.



## 2003-04

- Because of overcrowding at Goodrich, a 6-8 middle school was established at North Star and operated until 2006.
- Saratoga temporarily relocated to Southwest during the remodel.

# At Some Point in History ...

LPS has operated the following grade level configurations:

(P)K-5

7-12

K-6

6-12

K-9

9-12

6-8

10-12

7-9

# Challenges with Multiple Organizational Patterns

- Some sense of disjointedness.
- Issues concerning professional learning and scheduling.

# Research on K - 8 Schools

# **Research Disclaimer: Research Does Not Provide Definitive Answers**

**In education, even the most credible research is subject to differing interpretations and rarely depicts the final word or an indisputable truth.**

Davis, S. H. (2007). Bridging the gap between research and practice: What's good, what's bad, and how can one be sure? *Phi Delta Kappan*, 88(8), 568-578.

**Rather than thinking in terms of a one-to-one match between research studies and solutions to problems, it is more reasonable to ... [look at the] ... results from many research studies ... cumulativeness is a factor that determines the significance of research results.**

Lesh, R. (2002). Research design in mathematics education: Focusing on design experiments. In L. English (Ed.), *Handbook of International Research in Mathematics Education* (pp. 27-49). Mahwah, NJ: Lawrence Erlbaum Associates.

# The Cumulative Evidence Suggests

- A K-8 configuration may result in higher achievement in reading and math than a middle grades configuration.
- This appears to be due to the transition between schools. In some studies the difference lingers beyond the transition grade. In some studies the difference dissipates.

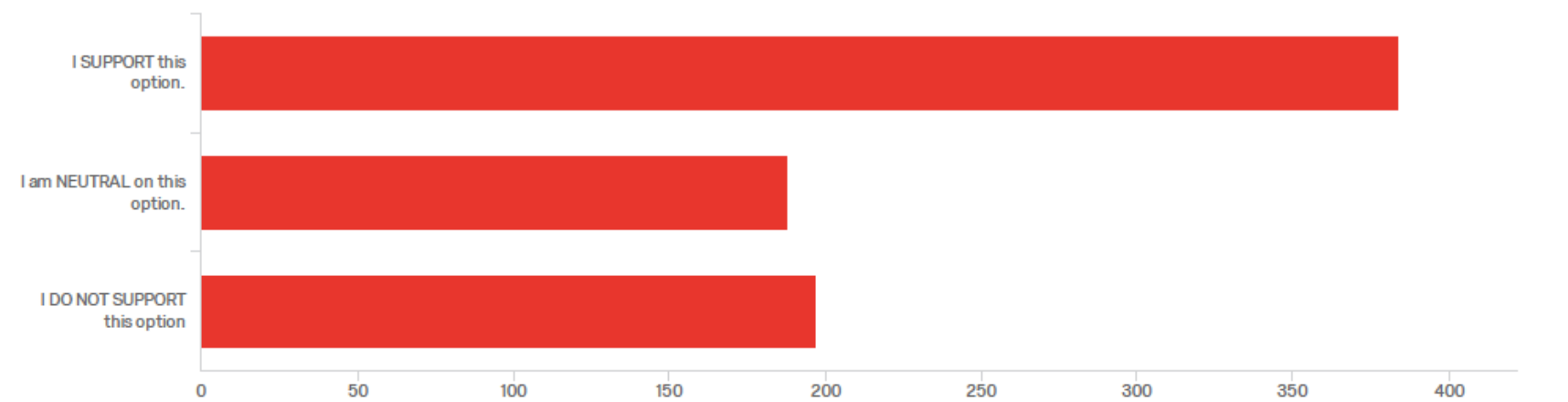


# The Cumulative Evidence Suggests

- While the focus is usually on achievement in grades 6-8, it is possible that a PK-5 configuration advantages elementary students more than a K-8 configuration.

# **How Do Parents View a K-8 Configuration?**

Q4 - Option 3.Build a K-8 school in far Northwest Lincoln.



#	Field	Minimum	Maximum	Mean	Std Deviation	Variance	Count
1	Option 3.Build a K-8 school in far Northwest Lincoln.	1.00	3.00	1.76	0.83	0.70	769

#	Field	Choice Count
1	I SUPPORT this option.	49.93% 384
2	I am NEUTRAL on this option.	24.45% 188
3	I DO NOT SUPPORT this option	25.62% 197
		769

# **General Obligation Bonds Potential Revenue to Support the 10-Year Facility and Infrastructure Plan**

# Board Member Questions

- With lowering interest rates, how much are we able to raise with the current rate of 16.1? How much can we raise if we increase the levy by one cent to 17.1?
- Do we have financing options under QCPUF?
- What is the total cost of the Tier 1 priority projects recommended by the SFAC?
- What bond levy would be required to fully fund the total cost of these projects?
- If instead, the bond levy is held within the existing 16.1 cents, how much funding is available?
- What other funding sources are available?
- Infrastructure is another term for maintenance. Can we use depreciation funds for maintenance? Can we look at depreciation or general fund (contracted services) to meet maintenance needs?

# Historical and Current Levy Information

2013		<div>One Cent</div> <div>One Cent</div> <div>Two Cents Total</div>	2019	
General Fund	1.0500		General Fund	1.0400
Building Fund	0.0000		Building Fund	0.0100
Bond Fund	0.1643		Bond Fund	0.1505
QCPUF*	0.0298		QCPUF*	0.0218
Total	1.2441		Total	1.2223

\*Qualified Capital Purpose Undertaking Fund - established for the removal of environmental hazards, life safety code, accessibility and the repayment of qualified zone bonds. Effective April 19, 2016, the tax levy for this fund is restricted to 3¢.

School District	General	Bond	Building	Qualified	Total
BENNINGTON PUBLIC SCHOOLS	1.0490	0.3400	0.0010	0.0400	1.4300
HASTINGS PUBLIC SCHOOLS	1.0500	0.2900	0.0000	0.0520	1.3920
ELKHORN PUBLIC SCHOOLS	1.0456	0.3400	0.0044	0.0000	1.3900
WESTSIDE COMMUNITY SCHOOLS	1.2024	0.1825	0.0000	0.0000	1.3849
GRETNA PUBLIC SCHOOLS	1.0438	0.3346	0.0062	0.0000	1.3846
WEeping WATER PUBLIC SCHOOLS	1.0480	0.2513	0.0000	0.0213	1.3206
SCOTTSBLUFF PUBLIC SCHOOLS	1.0404	0.2133	0.0095	0.0519	1.3151
FORT CALHOUN COMMUNITY SCHS	0.9500	0.2205	0.1000	0.0440	1.3145
PAPILLION LA VISTA COMMUNITY SCHOO	1.0707	0.2343	0.0000	0.0000	1.3050
COZAD COMMUNITY SCHOOLS	1.0300	0.2500	0.0200	0.0000	1.3000
GERING PUBLIC SCHOOLS	1.0499	0.2499	0.0000	0.0000	1.2999
GRAND ISLAND PUBLIC SCHOOLS	1.0400	0.1955	0.0100	0.0300	1.2755
PLATTSMOUTH COMMUNITY SCHOOLS	1.0488	0.1741	0.0000	0.0477	1.2706
RALSTON PUBLIC SCHOOLS	1.0704	0.1612	0.0000	0.0258	1.2574
FREMONT PUBLIC SCHOOLS	1.0577	0.1994	0.0000	0.0000	1.2571
MILLARD PUBLIC SCHOOLS	1.0710	0.1400	0.0400	0.0000	1.2510
COLUMBUS PUBLIC SCHOOLS	1.0108	0.1999	0.0392	0.0000	1.2499
CRETE PUBLIC SCHOOLS	0.9842	0.1962	0.0692	0.0000	1.2496
OMAHA PUBLIC SCHOOLS	1.0640	0.1625	0.0000	0.0185	1.2450
NEBRASKA CITY PUBLIC SCHOOLS	1.0557	0.1350	0.0070	0.0293	1.2270
LINCOLN PUBLIC SCHOOLS	1.0400	0.1612	0.0000	0.0229	1.2241
KEARNEY PUBLIC SCHOOLS	1.0085	0.2056	0.0059	0.0000	1.2200
SIDNEY PUBLIC SCHOOLS	1.0500	0.1332	0.0000	0.0366	1.2198
WAVERLY SCHOOL DISTRICT 145	1.0061	0.1138	0.0419	0.0322	1.1940
PONCA PUBLIC SCHOOLS	1.0500	0.1374	0.0000	0.0000	1.1874

## LPS Tax Levy Nebraska Context 2018-2019 Data

Twenty school districts in the state of Nebraska have tax levies higher than LPS.

LPS serves an urban population representing diverse student needs and strives to meet the demands of suburban growth all at the same time.

Half (10) are in the Omaha Metro Area – Douglas and Sarpy Counties.

History of School District Property Tax Levies - Lincoln Public Schools									
Year	General Fund / Building Fund Levy Limit	General Fund Levy	Building Fund Levy (\$0.14 Limit)	Combined General Fund / Building Fund	QCPUF Levy	Bond Fund Levy	Property Tax Reimb. Fund Levy	Total LPS Levy	
1995-96		1.4121	0.0931	1.5052	-	0.0894	-	1.5946	
1996-97		1.3883	0.1341	1.5224	0.0211	0.0825	-	1.6260	
1997-98		1.4228	0.1310	1.5538	0.0154	0.0584	0.0032	1.6308	
1998-99	1.10	1.1084	0.1241	1.2326	0.0163	0.0562	-	1.3051	\$1.10 Levy Limit (other than exemptions). Includes General Fund and Building Fund.
1999-00	1.10	1.1075	0.1293	1.2369	0.0173	0.1272	-	1.3813	
2000-01	1.10	1.0962	0.1346	1.2307	0.0174	0.1203	-	1.3684	
2001-02	1.00	1.0159	0.1400	1.1559	0.0168	0.1006	-	1.2732	\$1.00 Levy Limit (other than exemptions). 11/7/2000 and 4/3/2001 Levy Override Attempted and Failed.
2002-03	1.05	1.0165	0.1400	1.1565	0.0351	0.0914	-	1.2830	Temporary Aid Adjustment Starts.
2003-04	1.05	1.0518	0.1398	1.1917	0.0306	0.0819	-	1.3041	\$1.05 Levy Limit (other than exemptions) + Temporary Aid Adjustment continues.
2004-05	1.05	1.0767	0.1400	1.2167	0.0195	0.0781	-	1.3142	
2005-06	1.05	1.0742	0.1071	1.1813	0.0516	0.0813	-	1.3142	
2006-07	1.05	1.0340	0.0200	1.0540	0.0447	0.1778	-	1.2764	
2007-08	1.05	1.0328	0.0201	1.0529	0.0434	0.1756	-	1.2719	
2008-09		1.0476	-	1.0476	0.0426	0.1766		1.2668	\$1.05 Levy Limit. No Temporary Aid Adjustment
2009-10	1.05	1.0346	-	1.0346	0.0426	0.1765		1.2537	
2010-11	1.05	1.0424	-	1.0424	0.0425	0.1613		1.2462	
2011-12	1.05	1.0487	-	1.0487	0.0372	0.1603		1.2462	
2012-13	1.05	1.0500	-	1.0500	0.0308	0.1639		1.2447	
2013-14	1.05	1.0500	-	1.0500	0.0298	0.1643		1.2441	
2014-15	1.05	1.0500	-	1.0500	0.0351	0.1588		1.2438	
2015-16	1.05	1.0500	-	1.0500	0.0342	0.1587		1.2429	
2016-17	1.05	1.0450	0.0050	1.0500	0.0309	0.1588		1.2397	
2017-18	1.05	1.0500	-	1.0500	0.0273	0.1617		1.2389	
2018-19	1.05	1.0400	-	1.0400	0.0230	0.1612		1.2241	
2019-20	1.05	1.0400	0.0100	1.0500	0.0218	0.1505		1.2223	
77-3442 2(d) Excluded from the limitations in subdivisions (2)(a) and (2)(c) of this section are amounts levied to pay for sums agreed to be paid by a school district to certificated employees in exchange for a voluntary termination of employment and amounts levied to pay for special building funds and sinking funds established for projects commenced prior to April 1, 1996, for construction, expansion, or alteration of school district buildings. For purposes of this subsection, commenced means any action taken by the school board on the record which commits the board to expend district funds in planning, constructing, or carrying out the project.									

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# Current Levy Information

2019	
General Fund	1.0400
Building Fund	0.0100
Bond Fund	0.1505
QCPUF*	0.0218
Total	1.2223

1. Focus on the Bond and Building Fund Levies.
2. Understand that the general fund levy can change based on needs and revenue year to year. If the general fund levy increases/decreases the overall levy will increase/decrease.
3. The QCPUF levy will be stable.

**What do we expect to happen  
with the bond fund levy in  
2020?**

# General Obligation Bonds

- The 2018-19 Budget Year includes \$33,874,925 in principal and interest for outstanding general obligation bonds.
- The 2021-22 Budget Year will include \$21,212,569 in principal and interest for outstanding general obligation bonds.
- This reduction will occur in the 2020-21 tax request.
- The principal and interest payments “rolling off” total \$12.6 million annually.

# General Obligation Debt Issues

- 2000 High School Bonds - Series 2009 Refunding\* and Series 2012 Refunding \*
- 2006 Bonds - Series 2015 Refunding and Series 2017 Refunding
- 2014 Bonds - Series 2014 and Series 2016 \*

\* Rolling off in 2020-21

# Bond Fund Planning Factors

- Revenue – Valuation, Levy and other Revenue
- Expenditure – Principal and Interest Payment Structure
- Proceeds – an estimate of funding available for projects

# 2018 Tax Bill

$$\frac{\text{Levy} \times \text{Valuation}}{100} = \text{Tax Bill}$$

Description:	Tax Rate
AG SOCIETY	0.001391
AG SOCIETY JPA	0.002753
CITY OF LINCOLN	0.281820
EDUC SERV UNIT 18	0.015000
JAIL JPA COUNTY	0.007498
JAIL JPA LINCOLN	0.010967
LANCASTER COUNTY	0.266576
LINCOLN PUBLIC SCHOOL	1.040000
LOWER PLATTE NRD	0.031212
PUBLIC BLDG COMM	0.017000
RAILROAD SAFE DIST	0.022217
SE COMM COLLEGE	0.090700
*CITY POLICE&FIRE PENSION	0.034660
*LPS 1999 BOND	0.027359
*LPS 2006 BOND	0.080456
*LPS 2014 BOND	0.053369
*LPS CAPITAL PURPOSE	0.022959

# Bond Valuation 2019

## TAXABLE VALUE LOCATED IN THE COUNTY OF Lancaster

Name of Base School District BOND(S)	Specify appropriate description of grade level applicable to the bond, e.g. elementary high sch 9-12, or K-12	Base School Code	School BOND Taxable Value
LPS 1 2006 BOND		55-0001	22,896,779,310
LPS 1 1999 9-12 BOND		55-0001	21,950,133,689
LPS 1 2014 BOND		55-0001	23,759,129,862

I, Rob Ogden, Lancaster Assessor hereby certify that the valuation listed herein is, to the best of my knowledge and belief, the true and accurate taxable valuation for the current year, pursuant to Neb. Rev. Stat. §13-509.

Rob Ogden  
 (signature of county assessor)

8/14/19  
 (date)

CC: County Clerk, Lancaster

CC: County Clerk where school district is headquartered, if different county, \_\_\_\_\_

Note to School District: A copy of the Certification of Value must be attached to the budget document.

# SFAC Bond Sizing Analysis Spring 2019

		15.1¢	16.1¢	17.1¢
20 Year	Bond Issue	\$195 - \$220	\$220 - \$260	\$250 - \$285
	Net Proceeds	\$185 - \$210	\$210 - \$250	\$240 - \$275
25 Year	Bond Issue	\$215 - \$250	<b>\$250 - \$290</b>	\$280 - \$325
	Net Proceeds	\$205 - \$240	\$240 - \$280	\$270 - \$315
30 Year	Bond Issue	\$230 - \$275	\$270 - \$320	\$300 - \$360
	Net Proceeds	\$220 - \$265	\$260 - \$310	\$295 - \$350



# Updated Analysis

LINCOLN PUBLIC SCHOOLS  
GENERAL OBLIGATION BUILDING BOND ANALYSIS – 2020 ISSUANCE  
(PRELIMINARY STRUCTURE WITH CURRENT TIC USING PAR BONDS)

OCTOBER 7, 2019

MODEL "A"

\$286,000,000 Par – Voter Approved Amount  
\$277,703,000 Net Proceeds for Construction  
25 Year Amortization  
\$17.5 Million Annual Debt Service  
16.1 Cent Levy  
75 Basis Points of Cushion

MODEL "B"

\$317,690,000 Par – Voter Approved Amount  
\$307,990,000 Net Proceeds for Construction  
30 Year Amortization  
\$17.5 Million Annual Debt Service  
16.1 Cent Levy  
75 Basis Points of Cushion

MODEL "C"

\$321,955,000 Par – Voter Approved Amount  
\$312,255,000 Net Proceeds for Construction  
25 Year Amortization  
\$19.7 Million Annual Debt Service  
17.1 Cent Levy  
75 Basis Points of Cushion

MODEL "D"

\$357,635,000 Par – Voter Approved Amount  
\$346,342,000 Net Proceeds for Construction  
30 Year Amortization  
\$19.7 Million Annual Debt Service  
17.1 Cent Levy  
75 Basis Points of Cushion

MODEL "E"

\$476,675,000 Par – Voter Approved Amount  
\$460,000,000 Net Proceeds for Construction  
25 Year Amortization  
\$29.955 Million Annual Debt Service  
21.8 Cent Levy  
100 Basis Points of Cushion

# Market Conditions

- The analysis to set the amount of the bond request is based on assumptions and estimates.
- Market conditions such as rates, structure and size will impact the net proceeds available.

# Qualified Capital Purpose Undertaking Fund

- Our current QCPUF levy is 2.1 cents.
- Our capacity is .8 cents that can be issued without a vote.
- We are currently taking into account this levy with the building and bond fund levy for the facility levy picture for the district. If we pursue QCPUF, we would have to take into account the 16.1 cents and possibly lower it.
- QCPUF is limited in what the funds can be used for things such as environmental hazard, accessibility barrier, life safety code, or mold.
- State Statute 79-10,110.02

# Potential Depreciation Sources

<b>Playground Equipment</b>	<b>\$1,500,000</b>
<b>Turf</b>	<b>\$3,000,000</b>
<b>HVAC Equipment</b>	<b>\$1,500,000</b>
<b>Total</b>	<b>\$6,000,000</b>

# Questions, Discussion and Follow Up