

# The 50-Year Facilities Plan:

A Road Map to Leaving a Legacy  
for Future Generations



Edu-Tech Facilities Summit  
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# Who We Are



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# We Are Excited To Be Here!

- ❖ Many districts are challenged with aging facilities and decreasing enrollment.
- ❖ How can we help each other and work together to preserve our schools and keep our students in our districts?
- ❖ Pride in ownership is better for students and good for the community.



# Reading the Room

How many...

Have enrollment of less than 5,000? 6,000 to 20,000? More than 20,000?

Are in declining enrollment districts?

Have schools older than 60 years old?

Have facilities that no longer meet student needs and it's time to ask voters to pass a bond election to replace them?

Have asked your community to pass a bond in the last five years but it failed?

Think you will try for a bond in the next five years?



# Who Is Littleton Public Schools?

- ❖ PreK–12th grade serving about 14,000 students
- ❖ Suburban Denver metro area, about 10 miles south of downtown Denver
- ❖ LPS has been in a state of declining enrollment for 20 years
- ❖ We serve an aging community
- ❖ We are landlocked, so no new growth
- ❖ Have closed schools, consolidated schools, changed just about every school boundary, and now are building new facilities for the first time in 40 years
- ❖ Passed six elections in the last 20 years: 3 bond, 3 mill levy override
- ❖ The keys are constant communication, community involvement, and transparency



# Today's Goals

- ❖ Learn what works in LPS (what work to do, when, and why)
  - Gather the right data
  - Involve community members in the work
  - Discover voter tax tolerance and what is most important to them
  - Use effective communications and messaging
- ❖ Provide your Board of Education with what it needs to confidently ask voters to support a local bond
- ❖ Customize the LPS plan for your district and apply it successfully with the resources you have, regardless of your district size



# Why A 50-Year Plan?

- ❖ Citizen-based Long Range Planning Committee recommended a multi-phased approach to capital refresh
  - 2018 - \$298M bond with a tax rate increase-PASSED
  - 2028 - \$298M+ bond (no tax rate increase)
  - 2038 - another bond to continue to replace aging facilities
  - 2048 - another bond to continue to replace aging facilities
  - 2058 - another bond to continue to replace aging facilities
- ❖ We have already started laying the groundwork for our next bond - phase 2 of our 50-year facilities plan, even though another bond election is another 5 or 6 years away.
- ❖ It takes that much time to gather the data, involve the community, react to feedback, and communicate effectively.

## 3 Years Out

Gather and Analyze Data

Prepare Reports

Review Bond Debt Refundings

Determine \$ Needed and  
Cost to Taxpayer

## 2 Years Out

Present Demographic Study to  
Board of Education

Charge Citizens' Committee to  
Vet & Validate Data and  
Gather Community Feedback

## 12 to 3 Months Out

Conduct Community Survey -  
Test Ballot Language and Tax Tolerance

Citizens' Committee Presents  
Recommendations to Board of  
Education

Board Votes to Place Election on Ballot



LITTLETON

PUBLIC 

SCHOOLS



# How Colorado Funds Capital Needs

Colorado funds all capital improvements and buildings from bond and mill levy overrides paid by local property taxes. These bond and mill levies are voted on during general elections in November by the voters in the school district. A sample bond question is listed below.

BOND QUESTION: SHALL DISTRICT NAME DEBT BE INCREASED **\$450 MILLION** WITH A REPAYMENT COST OF **\$775.5 MILLION**, AND SHALL DISTRICT TAXES BE INCREASED **\$49.7 MILLION ANNUALLY** (CURRENT ASSESSED VALUE AND TAX COLLECTION RATE), TO PAY SUCH DEBT, ALL FOR THE PURPOSE OF: • UPDATING AND PERFORMING CRITICAL CAPITAL IMPROVEMENTS AND MAINTENANCE AT EXISTING EDUCATIONAL FACILITIES; • IMPLEMENTING SAFETY AND SECURITY UPGRADES; • CONSTRUCTING AND EQUIPPING THREE NEW NEIGHBORHOOD SCHOOLS AND ADDITIONS TO TWO EXISTING NEIGHBORHOOD SCHOOLS TO ACCOMMODATE GROWTH AND REDUCE OVERCROWDING; • IMPLEMENTING OTHER CAPITAL IMPROVEMENTS AS DESCRIBED IN THE DISTRICT'S BOND PRIORITY PLAN; AND FOR ACQUIRING, CONSTRUCTING OR IMPROVING ANY CAPITAL ASSETS THAT THE DISTRICT IS AUTHORIZED BY LAW TO OWN; AND SHALL THE MILL LEVY BE IMPOSED IN ANY YEAR AT A MILL LEVY SUFFICIENT IN EACH YEAR TO PAY THE PRINCIPAL OF AND INTEREST ON SUCH DEBT OR ANY REFUNDING DEBT (OR TO CREATE A RESERVE FOR SUCH PAYMENT) PROVIDED THAT ANY REVENUE PRODUCED BY SUCH LEVY SHALL NOT EXCEED **\$49.7 MILLION ANNUALLY**; SUCH DEBT TO BE EVIDENCED BY THE ISSUANCE OF GENERAL OBLIGATION BONDS TO BE SOLD IN ONE SERIES OR MORE, FOR A PRICE ABOVE OR BELOW THE PRINCIPAL AMOUNT OF SUCH SERIES, ON TERMS AND CONDITIONS AND WITH SUCH MATURITIES AS PERMITTED BY LAW, INCLUDING PROVISIONS FOR REDEMPTION OF THE BONDS PRIOR TO MATURITY WITH OR WITHOUT PAYMENT OF THE PREMIUM OF NOT TO EXCEED ONE PERCENT; **AND SHALL THE DISTRICT WILL BE SUBJECT TO AN ANNUAL INDEPENDENT AUDIT PUBLISHED ON THE DISTRICT'S WEBSITE AND EXPENDITURES WILL BE SUBJECT TO REVIEW BY A BOARD APPOINTED CITIZENS OVERSIGHT COMMITTEE?**

# 3 Years Out



# Dr. Justina Ford Elementary School – Opened August 2021



# Dr. Justina Ford Elementary School – Opened August 2021



# 3 Years Out

- ❖ Conduct a capital needs assessment.
- ❖ Create report with one or two pages of detail per facility that provides context.
- ❖ Create a priority list of building replacement.



# AGE OF SCHOOLS

Year Built	School	Age in 2018	Notes
1949	The Village (North)	69	
1952	Field	66	
1953	Moody	65	
1955	East	63	
1956	Littleton	62	
1958	Centennial	60	
1958	Highland	60	
1959	Euclid	59	
1960	Acoma Building	58	
1961	Peabody	57	
1961	Options at Whitman	57	
1962	Hopkins	56	
1962	Newton	56	
1963	Franklin	55	
1963	Ames	55	
1964	Arapahoe	54	
1967	Sandburg	51	
1968	Goddard	50	
1969	Runyon	49	Remodeled in 2013 bond program
1972	Twain	46	
1972	Heritage	46	
1974	Wilder	44	
1979	Lenski	39	
1981	Powell	37	
1989	Littleton Academy	29	Renovated in 1995; charter school opened in 1996
	Littleton Preparatory		Don't have year built for this facility; they renovated and moved in for the 2013-2014 school year

# Demonstrate How Long Replacement Schedules Take

Average School Age Given Various Replacement Schedules				
	2018	2027	2037	2047
1 replacement every year	58	48	30	16
1 replacement every 2 years	58	57	54	52
1 replacement every 3 years	58	60	62	62
1 replacement every 5 years	58	62	67	71
1 replacement every 10 years	58	65	72	79
No replacements	58	67	77	87



## 3 Years Out

- ❖ Conduct demographic study - goes hand-in-hand with and builds upon capital needs assessment.
- ❖ Look at birth rates, new development, student growth or decline, neighborhood turnover, school capacities.
- ❖ Transportation study- are your current school boundaries working for you?



## 3 Years Out

Work with your investment bankers or financial advisory team to :

- ❖ Review your current bond debt.
- ❖ Determine if you have any bond refundings that can be completed. This will result in lower interest rate/payment to your taxpayers.
- ❖ Determine dollar amount needed and bond costs per \$100,000 of market value and model future costs to the taxpayer.

**Passage of a \$298M bond in LPS would cost homeowners \$49 annually for every \$100,000 of residential actual value.**



## 3 Years Out: Communication Strategy

Continue to share good news, points of pride, budget realities. This is constant and critical. (Drip irrigation)

Tell your story. If you don't, someone else will and it won't be the story you want.

**“Colorado’s lack of funding for K–12 education has denied an entire generation of LPS students of the education they deserve.”**

**“I have far more faith in our community to figure this out than I do the Colorado Legislature.”**

# Newton Middle School – Opened August 2021



# Newton Middle School – Opened August 2021



# 2 Years Out



# 2 Years Out

- ❖ Present demographic study to the Board 2 years before you want a question on the ballot.
- ❖ Schedule regular budget/investment banker/finance advisory check-ins with the Board and finance advisory committee.
- ❖ Talk about budget realities: what you've already exhausted, options available.



Littleton Public Schools

## Long-Range Planning Committee

Meeting #1  
April 5, 2017



## 2 Years Out

Charge a citizens' Long Range Planning Committee to vet and validate your data and gather community feedback.

**“To review the district physical plant, program capacity, enrollment boundaries, transportation routing, and major capital equipment requirements, and determine what improvements to efficiency, sustainability, and infrastructure needs may be required during the next five to ten years.”**



## Keep In Mind...

- ❖ Facility needs usually are greater than the tolerance for a tax increase.
- ❖ If the market is right and there is a demand for your district's bonds, you may be able to sell at a premium.
  - Some communities look at premium as an additional means to get more work done. LPS used the premium gained in their 2018 sale to build an additional elementary school.
  - Other communities use premium to reduce the initial ask.
- ❖ These options need to be presented to your Board of Education before they adopt the ballot language.
- ❖ Becomes part of your communication strategy - greater incentive to vote in favor of the bond if the district can stretch bond dollars further.



## 2 Years Out: Communication Strategy

- ❖ Use direct language to describe the facts and challenges. Keep focused on students and learning.
- ❖ Communicate using all the tools you have: website, social media, emails, newsletters, U.S. mail, face-to-face presentations, Board of Education meetings (especially if live streamed), local newspaper, etc.

**Littleton Public Schools is at a crucial point in its history: the legacy left by past generations has been well cared for, but with current funding levels it is aging beyond the district's ability to maintain the level of excellence LPS students and community members expect and deserve.**

# Gudy Gaskill Elementary – Opened August 2022



# Gudy Gaskill Elementary – Opened August 2022



**1 Year Out...and the countdown begins**

The background features a series of parallel diagonal lines sloping downwards from the top right towards the bottom left. These lines are composed of various shades of light gray and white, creating a sense of depth and movement. Interspersed among these lines are several solid-colored shapes: a prominent orange trapezoid and a dark blue trapezoid, both pointing downwards. The overall aesthetic is clean, modern, and architectural.

## 8 Months Out

Conduct a community survey and present findings to the Board in the spring of the election year.

Involve bond counsel and investment banker in crafting the ballot language you want to test.





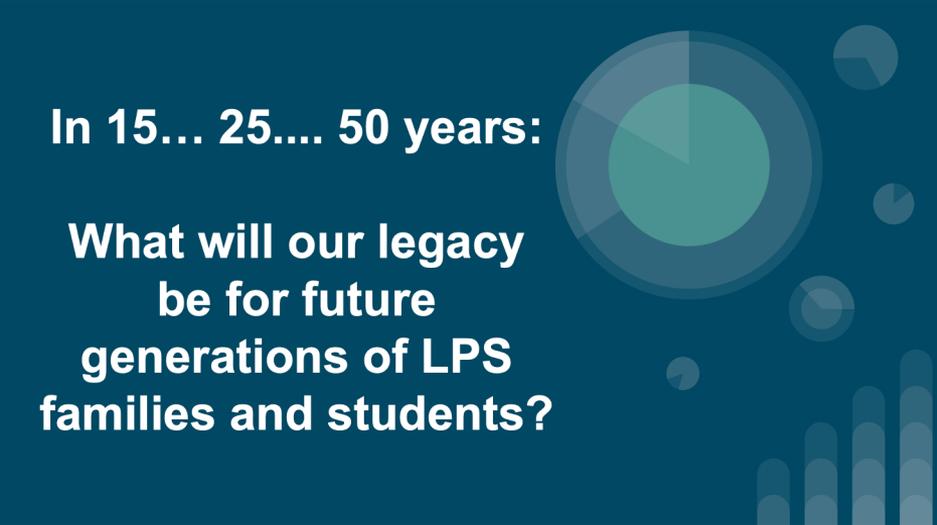
# 8 Months Out: Communication Strategy

- ❖ It's important to preserve the tradition of educational excellence LPS is known for.
- ❖ 60 years ago, our community built schools for its children and created a legacy of excellence.
- ❖ The needs and expectations for today's learning have changed.
- ❖ Some schools cannot be renovated to meet ADA regulations or meet safety and security expectations.
- ❖ The rapidly changing job market demands more non-traditional skills of our graduates - like creativity, critical thinking and entrepreneurship. Our graduates need complex experiences in STEM.
- ❖ Small schools do not meet student needs. We need to combine small schools to provide more robust programming and experiences.



# 8 Months Out: Communication Strategy

- ❖ Superintendent and a trusted Board member “go on the road.”
- ❖ Share your challenges.
- ❖ Use pictures to demonstrate need.
- ❖ Share your vision.
- ❖ Provide opportunity for conversation, questions, and feedback.



**In 15... 25.... 50 years:**

**What will our legacy  
be for future  
generations of LPS  
families and students?**

# 4 to 6 Months Out

- ❖ Long Range Planning Committee presents findings to Board of Education and makes a recommendation to place a bond question on the November ballot – either “no tax rate increase” or “a tax rate increase” with dollar amount.
- ❖ Include the formation of a Citizens’ Bond Oversight Committee in this recommendation.





## 3 Months Out

- ❖ Engage bond counsel to make sure ballot language is legal.
- ❖ Board of Education votes to place a bond on November ballot—recommend taking this vote in August of the election year.

**“LPS Board of Education approves Long Range Planning Committee’s recommendation to place a \$298M bond on local November ballot; every school to benefit, will begin replacing aging schools with new construction”**



# 3 Months Out: Communication Strategy

AFTER the Board places a bond on the local ballot...

“Go on the road” again.

## **Begin to replace the district’s aging facilities**

***Build a new elementary school to serve the Highland and Franklin communities on the current Franklin campus***

- New, two-story elementary school would be built while school is in session at Franklin
- Appropriate spaces for small and large group instruction, creativity and innovation
- Many students who are currently bussed to Highland and Franklin from the southeast corner of the district would attend the new school in their own neighborhood
- New playgrounds, fields, and parking
- Highland Elementary School repurposed to serve LPS in multiple ways



# Considerations

- ❖ Timing of election – on a Board of Education election year, a presidential election year, etc. Depends on your community.
- ❖ Timing of BOE decision – message from district is restricted once Board votes.
- ❖ Citizens' committee has been raising money already.
- ❖ Timing of community surveys – not when they are upset about something else or there is controversy.
- ❖ Do you have the trust of your community to go for a bond?



# Why Owner's Representative or Program Manager?

- ❖ Owner's representative – will represent the owner and work directly with a program management group or architects and contractors.
- ❖ The owner's representative (project manager) will use integrated construction management systems and procedures to manage the project from programming design, construction and close out.
- ❖ Program management - team will work with district personnel to manage entire bond program. Program management is the application of construction management to large, complex, or multiple capital improvements projects.

# Little Raven Elementary – Opening August 2023



# LPS Junior Stadium – Opening August 2023



# Summary

“LPS created a forward-thinking, visionary roadmap for the future that resonated with our community. We need to start rebuilding the district’s capital infrastructure, and our taxpayers have agreed that the time is now. This bond has something for everyone; every LPS student will benefit. I cannot stress enough the dramatic impact of Bond Issue 4A passing. It will literally change the face of LPS for decades to come.”

-Brian Ewert, Superintendent

# LPS Examples & Resources





# LPS Examples

[Capital Needs Assessment Report](#) (from 2013 bond; was used again to inform LRPC prior to 2018 bond)

[Demographic Study Report](#)

[Long Range Planning Committee Website](#)

[Long Range Planning Committee Report](#)

[Superintendent Roadshow](#) (spring before Board vote)

[Superintendent Roadshow](#) (fall after Board vote and before election)

[2018 Local Bond Issue 4A Q&A Fact Sheet](#)



# LPS Examples

[Bond Financing Models \(with Amendment 73, without A73\)](#)

[Community Survey Results Presentation](#)

[Pre-Election 2018 Bond Website](#)

[2018 November Election Explainer Video](#)

[Press Release – LPS Board places bond issue on November ballot](#)

[Post Election 2018 Bond Progress web content](#)



## History of LPS Budget Cuts and Locally Passed Elections Due to Lack of State Funding

1988 - \$3 million mill levy passed to supplement the general fund

1992-1993 - \$1.7 million in cuts

1993-1994 - \$2.6 million in cuts

1994-1995 - \$1.3 million in cuts

1995 - \$44.3 million bond election passed for capital improvements only (cannot supplement the general fund)

1995-1996 - \$3 million in cuts

1997 - \$5 million mill levy passed to supplement the general fund

2001-2002 - \$3 million in cuts

2002 - \$85.4 million bond election passed for capital improvements only (cannot supplement the general fund)

2004-2005 - \$3.5 million in cuts

2004 - \$6.5 million mill levy passed to supplement the general fund

2008-2009 - \$1.5 million in cuts; \$1.5 million from reserves; \$532,000 mid-year rescission

2009-2010 - \$4 million in cuts

2010-2011 - \$7.5 million in cuts

2010 - \$12 million mill levy passed to supplement the general fund

2011-2012 - largest cuts to K-12 funding in Colorado history; mill levy funds used to backfill more than \$5 million in cuts from the state

2013 - \$80 million bond election passed for capital improvements only (cannot supplement the general fund)

2018 - \$298 million bond election passed for capital improvements and new construction (cannot supplement the general fund)

2020-2021 - \$4.2 million in cuts

2020 - \$12 million mill levy passed to supplement the general fund



# Difference Between a Bond and a Mill Levy Override

	GENERAL OBLIGATION BOND	MILL LEVY OVERRIDE
<b>FUNDING SOURCE</b>	Local property taxes	Local property taxes
<b>ALLOWABLE INVESTMENTS</b>	Acquiring, constructing, and improving capital assets of the district	May be used for operating expenses and capital expenses as ballot language details
<b>TYPES OF INVESTMENTS</b>	New schools, building renovations, purchasing land, equipping/furnishing buildings, and technology	Operating expenses including, but not limited to: program funding, curriculum, teacher pay, and technology

# Why Program Management vs. Owner's Representative Regardless of District Size

## Program Management

Multiple projects  
Additional skillsets  
More complex



Budgeting, Estimating  
Scheduling,  
Procurement, Inspection



## Project Management

Single project  
Sequential phases  
Smaller Scope  
Less Complex

## Program Manager Oversees

- ❖ Time Management
- ❖ Cost Management
- ❖ Funding/Cash Flow
- ❖ Claims Management
- ❖ Drawing Record Keeping
- ❖ Quality Management
- ❖ Document Control
- ❖ Management Reporting



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## Project Manager Oversees

- ❖ Time Management
- ❖ Cost Management
- ❖ Project Scope Management
- ❖ Project Quality Management
- ❖ Contract Administration
- ❖ Scope to Budget Validation