



Long-Range Facility Plan

January 2021

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Summary

During the 2012-2013 and 2013-2014 school years, administration and the Board of Education created a new Long-Range Facility Plan (LRFP) for the District. Each year this document is reviewed to ensure the plan meets the ongoing needs of District. The document sets in place a plan that will guide the District’s facility decisions for the upcoming years.

Growth in the Fargo metro area continues to provide challenges for the District as enrollment numbers continue to increase in far southside schools. Discovery Middle School and Davies High School will need to be closely monitored to ensure that recently approved boundary changes fulfill their intended impact to alleviate overcrowding. The rate of completion for the Fargo-Moorhead Diversion and enrollment at Bennett Elementary will need to be monitored as projections have the school nearing and exceeding capacity levels in the next four years.

In addition to student growth, building use adjustments will be necessary to develop ancillary programing for Early Childhood Special Education (ECSE). A decommission plan for the Agassiz building will require the relocation of Woodrow Wilson (future Dakota) High School, the Adult Education program, and others currently housed at Agassiz.

Enrollment Analysis Report

Over the past seven years, the Fargo Public School District (FPS) has contracted with RSP & Associates, LLC (RSP) to conduct an “Enrollment Analysis Report.” The reports have provided the data and information necessary for the District to make decisions about facility usage, attendance boundary lines, and overall school building capacity needs. The following pages provide information from the most recent report presented to the District in December of 2020 and projects enrollment numbers for the next five years.

Key Points About the District

Enrollment:

- Five-year projected enrollment increases of over 600 students or 5.45% (Annual 0.1% to 3.2% a year)
- Elementary 8.2% (Annual -0.3% to 6.3% a year)
- Middle School 3.7% (Annual -2.7% to 4.4% a year)
- High School 2.3% (Annual -2.5% to 3.1%)

Capacity:

- Bennett Elementary is over target enrollment by 2025/26
- Discovery Middle School and Davies High School are over target enrollment, however, the Board of Education approved boundary changes that are intended to alleviate overcrowding at both schools in future years.

Development:

- Development has slowed, but continues to increase in Fargo
- Majority of new residential development is south of 40th Ave South
- Flood diversion may allow for increased development within the next ten years
- The impact COVID-19 may have on the economy and housing must be monitored

Assumptions for the Future

- Overall, the District is experiencing an increase in population at a higher rate than the previous ten years
- Overall, the District is experiencing an increase in housing at a higher rate than the previous ten years
 - In a growing community, housing and population should have a correlation and, on the surface, indicate a general housing supply/demand. The type of residential unit is not known in these numbers or how affordable the units are so more analysis is required.

Note: If more of these variables track toward the positive for the District, projections could potentially exceed “Likely RSP Projection” or the converse could also occur. Therefore, “Likely RSP Projection” is what the District should use for planning purposes.

Enrollment Conclusions

- Enrollment changes from grade to grade each year at each level
- Large average increases occur from 11th to 12th grade
- Large average decreases occur from 9th to 10th grade
- The highest student density is in the Ed Clapp Elementary area
- The least student density is in the Madison Elementary area
- Kindergarten enrollment for 2020-2021 is the lowest since the 2007-2008 school year
- Significant numbers of students left the District in 2021 for other learning options, likely due to COVID-19

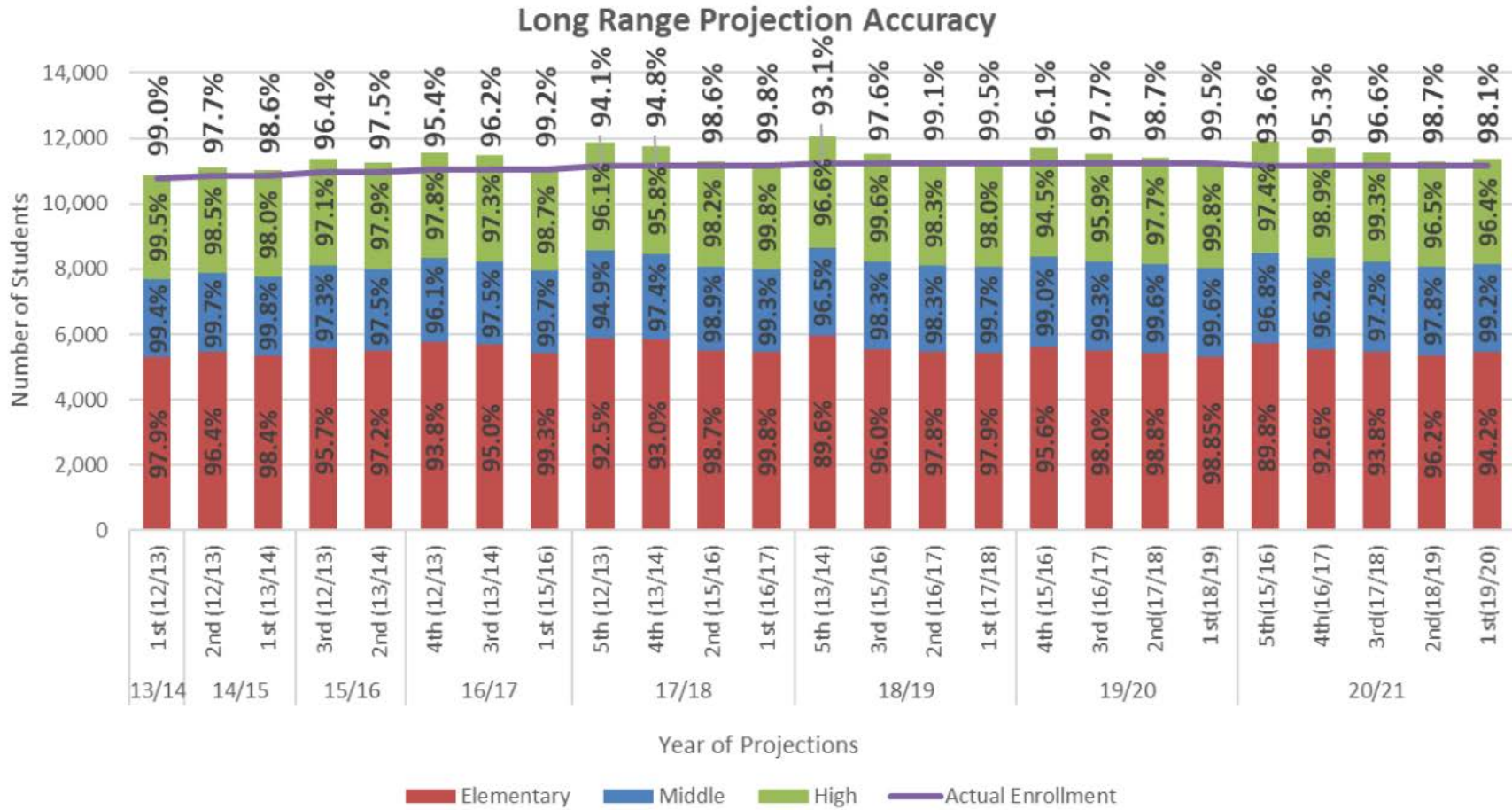
Development Conclusions

- A steady increase in new residential development occurred in 2020 but will potentially slow for the next year or two because of COVID-19
- Most new residential development will happen south of 40th Avenue South
- Single Family residential development has the highest propensity to have school aged students
 - Yield rates of this development type are much higher than that of Multi-Family
 - Currently, Multi-Family residential development is most prevalent
- Growth is happening at various rates with smaller lot sizes creating density change
- A Core Neighborhoods Master Plan is in the works by the City of Fargo which could create “regreening” in the downtown area
- Future residential development activity depends on the economy, specifically in relation to employment, interest rates, and home foreclosures
- Land available outside the District and not within the floodplain will be in direct competition and potentially have a safer perception of not flooding
- Tracking types of development is important to understand the yield rate of students as every part of the community has varying yield rates with all developments
- Flood diversion settlement must be monitored to determine if completion happens by 2028 and how that may impact developers moving forward on projects in a newly protected area
- Monitoring the economic impacts of COVID-19 on the community in terms of students physically residing in the District or utilizing online learning environments, how communities adapt to changes with respect to attending sporting events and day to day shopping, as well as daily interactions, could radically change where people choose to live as well as the number of students the District will have in future years

Key Considerations

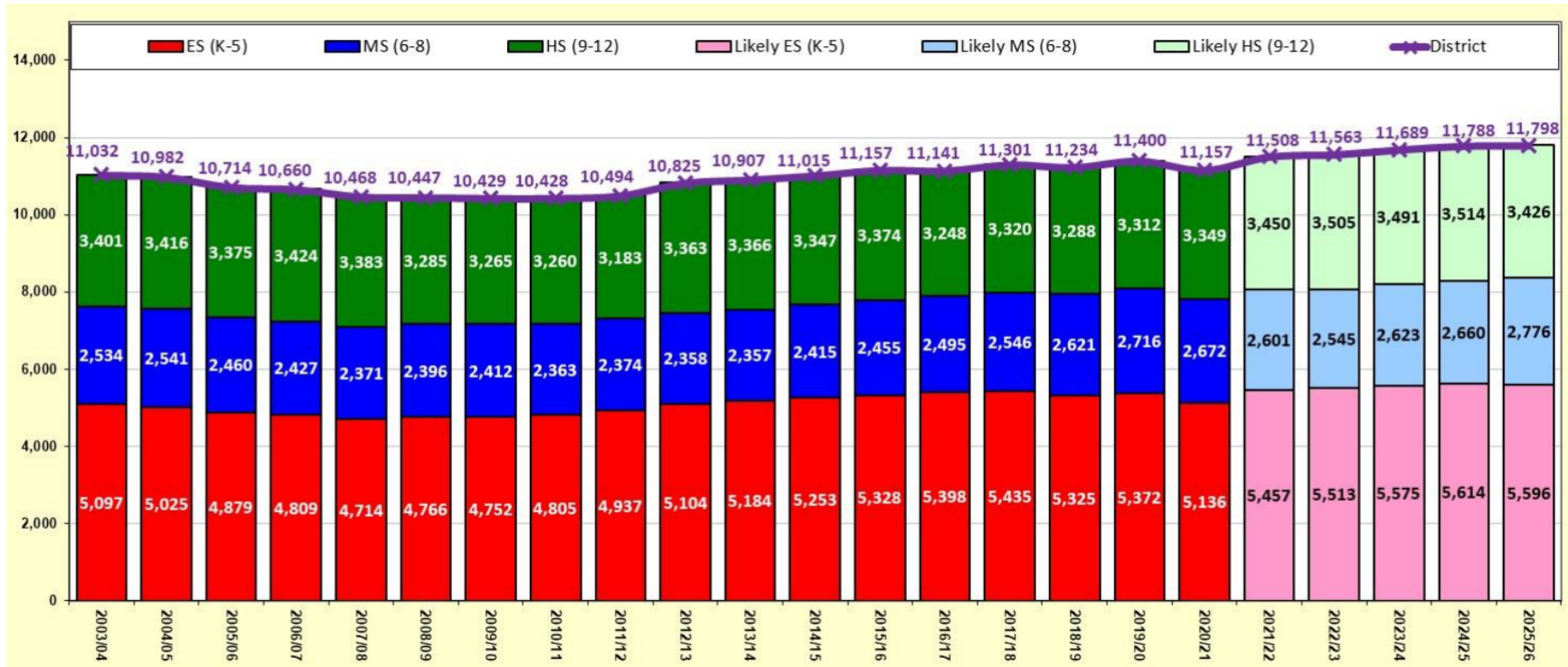
- Enrollment projections must be reviewed on an annual basis
 - COVID-19 and learning options had a significant impact on 2020-2021 enrollment
 - Enrollment must be monitored to determine if this will become a new enrollment trend
- A plan must be created to address target enrollment concerns in middle schools
 - Projected middle school enrollment is over target enrollment by 2025-2026
- District administration and the Board of Education should further study the enrollment, demographic, and development information presented
- Specialized program locations may influence how a neighborhood changes or where programs could be located
- The type of residential development and how affordable it is will influence location and number of students
 - The last few years have seen considerable Multi-Family and smaller lot sizes in the southern portion of the District which should result in more K-12 students
- Continue to make decisions and communicate information to the community so they understand how educational opportunities will support College and Career Ready students
- COVID-19 has presented a challenge. It is unknown how community policies related to ensuring students are in healthy and safe environments will ultimately impact enrollment, demographics, and development at each school or the type of student learning experience (In-person, Hybrid, Virtual/On-line).
 - RSP has started with short term knowns including social distancing and people working more from home, instructional modality, and no clear timeline for COVID-19 to work its way through our community.
 - As a result, the RSP forecast may indicate short term decreases in residential development activity and economic uncertainty for the next year to 18 months.

Enrollment History and Long-Range Projection Accuracy



Source: RSP & Associates, LLC

Enrollment Past and Future Midpoint Projections



Source: RSP & Associates, LLC

Elementary Enrollment Projections

School	Student Location	Past School Enrollment					Future Enrollment Projections				
		2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Bennett <i>Target Enrollment 682</i> Grades K-5	Res/Att	435	464	470	521	575					
	Reside	452	475	480	535	581	612	644	676	721	753
	Attend	465	477	483	533	585	616	648	680	725	757
Centennial <i>Target Enrollment 660</i> Grades K-5	Res/Att	472	505	523	553	509					
	Reside	504	531	544	580	524	558	560	557	540	533
	Attend	521	542	550	576	524	561	560	557	540	533
Clara Barton <i>Target Enrollment 198</i> Grades 3-5	Res/Att	168	164	175	193	195					
	Reside	184	174	191	196	199	186	185	166	180	183
	Attend	184	174	183	199	200	186	186	167	181	184
Eagles Elementary <i>Target Enrollment 396</i> Grades K-5	Res/Att	318	300	308	332	304					
	Reside	342	319	330	348	314	331	323	334	324	323
	Attend	328	322	327	350	326	341	335	346	336	335
Ed Clapp Elementary <i>Target Enrollment 550</i> Grades K-5	Res/Att	476	487	458	452	449					
	Reside	499	509	485	474	478	512	511	514	525	506
	Attend	493	512	484	479	473	506	506	509	520	501
Hawthorne <i>Target Enrollment 264</i> Grades K-2	Res/Att	188	217	184	196	151					
	Reside	192	221	192	200	154	181	183	192	190	191
	Attend	193	220	187	199	154	181	183	192	190	191
Horace Mann <i>Target Enrollment 264</i> Grades K-2	Res/Att	167	161	162	179	170					
	Reside	176	176	182	199	186	188	171	176	178	182
	Attend	174	169	174	188	174	177	159	164	166	170
Jefferson <i>Target Enrollment 396</i> Grades K-5	Res/Att	338	353	316	302	273					
	Reside	370	381	339	320	299	343	354	362	373	365
	Attend	346	361	324	314	282	323	337	345	356	348
ELEMANTARY TOTAL <i>Target Enrollment 6,952</i> Grades K-5	Reside	5,398	5,435	5,325	5,372	5,136	5,457	5,513	5,575	5,614	5,596
	Attend	5,398	5,435	5,325	5,372	5,136	5,457	5,513	5,575	5,614	5,596

Source: RSP & Associates, LLC - October 2020 (Woodrow Wilson students in High School projections)

Note 1: Student Projections are based on the residence of the student - Boundary Change took place 2015/16 & 2016/17

Note 2: School Choice Options between Facilities are depicted in the Projections

Note 3: PreKindergarten and students utilizing the alternative educational programming are not in the enrollment projections

Note 4: Reside is based on the student address

Note 5: Attend is based on which facility a student may attend

Note 6: Res/Att is are students who reside in the attendance area and attend that facility

Note 7: Target Enrollment for each school provided by the District

 Exceed Target Enrollment

Elementary Enrollment Projections (continued)

School	Student Location	Past School Enrollment					Future Enrollment Projections				
		2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Kennedy <i>Target Enrollment 748</i> Grades K-5	Res/Att	518	517	502	485	453					
	Reside	531	533	514	495	463	485	485	491	520	528
	Attend	529	527	517	493	460	483	482	488	517	525
Lewis and Clark <i>Target Enrollment 528</i> Grades K-5	Res/Att	489	491	470	455	434					
	Reside	508	508	499	482	456	496	502	512	503	505
	Attend	499	498	474	456	439	478	485	495	486	488
Lincoln <i>Target Enrollment 572</i> Grades K-5	Res/Att	395	368	407	391	364					
	Reside	412	393	425	418	383	413	406	400	386	385
	Attend	419	396	434	412	387	420	410	404	390	389
Longfellow <i>Target Enrollment 440</i> Grades K-5	Res/Att	327	329	318	343	341					
	Reside	341	345	328	353	355	373	379	377	369	366
	Attend	365	363	351	367	369	390	393	391	383	380
Madison <i>Target Enrollment 264</i> Grades K-5	Res/Att	145	119	120	117	124					
	Reside	150	125	127	119	129	134	136	142	141	130
	Attend	152	127	129	128	127	133	134	140	139	128
McKinley <i>Target Enrollment 264</i> Grades K-5	Res/Att	175	177	173	155	146					
	Reside	203	200	194	169	154	157	164	171	183	181
	Attend	183	180	177	168	154	159	164	171	183	181
Roosevelt <i>Target Enrollment 286</i> Grades 3-5	Res/Att	156	175	158	155	157					
	Reside	175	193	174	174	175	190	212	207	191	173
	Attend	174	188	169	162	171	186	208	203	187	169
Washington <i>Target Enrollment 440</i> Grades K-5	Res/Att	341	339	311	305	275					
	Reside	359	352	321	310	286	298	298	298	290	292
	Attend	373	379	362	348	311	317	323	323	315	317
ELEMENTARY TOTAL <i>Target Enrollment 6,952</i> Grades K-5	Reside	5,398	5,435	5,325	5,372	5,136	5,457	5,513	5,575	5,614	5,596
	Attend	5,398	5,435	5,325	5,372	5,136	5,457	5,513	5,575	5,614	5,596

Source: RSP & Associates, LLC - October 2020 (Woodrow Wilson students in High School projections)

Note 1: Student Projections are based on the residence of the student - Boundary Change took place 2015/16 & 2016/17

Note 2: School Choice Options between Facilities are depicted in the Projections

Note 3: PreKindergarten and students utilizing the alternative educational programming are not in the enrollment projections

Note 4: Reside is based on the student address

Note 5: Attend is based on which facility a student may attend

Note 6: Res/Att is are students who reside in the attendance area and attend that facility

Note 7: Target Enrollment for each school provided by the District

 Exceed Target Enrollment

Secondary Enrollment Projections

School	Student Location	Past School Enrollment					Future Enrollment Projections				
		2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26
Ben Franklin Target Enrollment 900 Grades 6-8	Res/Att	731	771	794	801	791					
	Reside	772	787	811	813	808	823	827	843	851	903
	Attend	753	799	828	841	843	869	862	878	886	938
Carl Ben Eielson Target Enrollment 835 Grades 6-8	Res/Att	722	738	731	750	701					
	Reside	772	781	774	792	753	690	634	657	680	709
	Attend	768	762	753	773	731	659	612	635	658	687
Discovery Target Enrollment 1,011 Grades 6-8	Res/Att	939	966	1,028	1,096	1,097					
	Reside	951	978	1,036	1,111	1,111	1,088	1,084	1,123	1,129	1,164
	Attend	974	985	1,040	1,102	1,098	1,073	1,071	1,110	1,116	1,151
Davies High Target Enrollment 1,350 Grades 9-12	Res/Att	1,114	1,183	1,194	1,260	1,298					
	Reside	1,190	1,277	1,280	1,341	1,369	1,423	1,467	1,477	1,496	1,481
	Attend	1,237	1,293	1,286	1,327	1,356	1,405	1,454	1,464	1,483	1,468
North High Target Enrollment 1,200 Grades 9-12	Res/Att	877	844	900	890	936					
	Reside	1,014	987	1,004	987	1,024	1,115	1,106	1,126	1,157	1,086
	Attend	954	941	994	980	1,013	1,120	1,095	1,115	1,146	1,075
South High Target Enrollment 1,112 Grades 9-12	Res/Att	873	899	832	845	826					
	Reside	1,038	1,048	999	981	954	912	932	888	861	859
	Attend	1,051	1,078	1,003	1,002	978	925	956	912	885	883
MIDDLE TOTAL Target Enrollment 2,746 Grades 6-8	Reside	2,495	2,546	2,621	2,716	2,672	2,601	2,545	2,623	2,660	2,776
	Attend	2,495	2,546	2,621	2,716	2,672	2,601	2,545	2,623	2,660	2,776
HIGH TOTAL Target Enrollment 3,662 Grades 9-12	Reside	3,242	3,312	3,283	3,309	3,347	3,450	3,505	3,491	3,514	3,426
	Attend	3,242	3,312	3,283	3,309	3,347	3,450	3,505	3,491	3,514	3,426
DISTRICT K -12 TOTALS Target Enrollment 13,360 Grades K-12	Reside	11,135	11,293	11,229	11,397	11,155	11,508	11,563	11,689	11,788	11,798
	Attend	11,135	11,293	11,229	11,397	11,155	11,508	11,563	11,689	11,788	11,798

NOTES:

- HS numbers include students who attend Woodrow Wilson
- Discovery MS and Davies HS remain over target enrollment through 2025/26.

Source: RSP & Associates, LLC - October 2020 (Woodrow Wilson students in High School projections)

Note 1: Student Projections are based on the residence of the student - Boundary Change took place 2015/16 & 2016/17

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Note 6: Res/Att is are students who reside in the attendance area and attend that facility

Note 7: Target Enrollment for each school provided by the District

 Exceed Target Enrollment

Long-Range Facility Planning

In conjunction with enrollment projections, the following will assist in guiding decisions made for future facility needs and usage. The District’s guiding principles for facility decisions can be found in Appendix A. The LRFP is reviewed in January of each year and modified if necessary.

Early Childhood Special Education Program

Recently, area students meeting the qualifications for services provided by our Early Childhood Special Education (ECSE) program have increased. To support students and provide a safe, positive, and nurturing learning environment, an ECSE classroom was opened in November 2017 at Madison Elementary in a former, but vacant, kindergarten classroom. In 2018 an additional classroom was opened at Centennial Elementary.

During the 2018-2019 school year, a Task Force was formed to study FPS’ growing ECSE population and make a recommendation for the location of services. The Task Force’s recommendation was to provide multiple sites for ECSE services located in the north, central, and south areas of the District.

Longfellow was determined to be the location of ECSE services on the north side of Fargo. A cluster of four classroom spaces was created through an interior renovation project in 2020-2021 to add toileting facilities for students served at the location.

In fiscal 2020-2021, considerations for a “central” site location included Jefferson Elementary or Hawthorne Elementary. After architect review of the locations, it was determined to be feasible to include an addition to extend a cluster of classroom spaces that can fulfill the needs of ECSE students onto Hawthorne Elementary. Jefferson Elementary does not possess a good location to connect an addition to, would require relocation of existing site elements, and would pose a parking space challenge.

Currently, capacity in all existing south side elementary schools is limited. Administration recommends that when the need is determined for a future far south elementary school, plans to provide ECSE services would be included as part of the future school.

Remodeling

All elementary schools within the District currently have secure camera and buzzer entry systems. Administration will continue to research the remodeling of elementary buildings that do not have focused/forced entrance to the building office to provide enhanced security.

Sell Current District Office

With the upcoming relocation of the District Office to 700 7th Avenue South, the current district office building located at 415 4th Street North is listed for sale.

Sell Currently Owned Land

The District owns approximately 7.29 acres of land directly east of Davies High School and land south of 76th Avenue near Davies High School. Both pieces of land were purchased to be used in whole or part as a future elementary school site. Since the District would not use both sites for an elementary school, selling one or part of the sites could be explored.

Building Use Adjustment for Ancillary Programming

Elementary schools are generally designed to include classroom space to provide programming for special education services. However, the District continues to see a need for more specialized spaces to support specific programs such as Early Childhood Special Education and various special education self-contained classrooms. As students progress through our K-12 system, space will be needed to provide these services at secondary schools, which currently do not have designated space.

The District will monitor enrollment and building capacity to determine possible uses for ancillary programs that are currently not offered. Enrollment at South High School will be monitored to determine if the site (or another) can be used to provide unique and specialized programming for students such as an Early College, Language Immersion, or CTE Center/Career Workforce Academy.

Agassiz - Woodrow Wilson (Dakota) High School and Adult Education

The Agassiz building is used for multiple purposes. There are, however, areas of the building that cannot be utilized without significant renovation, as well as areas that would require continuous investment to maintain standards. These areas include:

- Plumbing and sewer system in poor condition
- North portion of the building (known as the 1930's wing)
 - Tuckpointing, roofing, windows, ventilation, a/c, interior finishes, and tunnel repairs
 - Ramping is not consistent with ADA standards

With the relocation of the District Office, many employees housed at Agassiz will move to the new location. After the move, remaining programs at Agassiz will include ECSE, Adult Education, and Woodrow Wilson (future Dakota) High School. Administration will continue to explore potential sites for these programs, which would allow for the sale of the facility, or to determine a long-term plan that outlines renovations or other solutions.

Future School Sites

Current development and growth projections indicate the District will need to consider the purchase of land west of I-29 for a future elementary and high school site. The District will monitor southwest development to look for land that could accommodate these facilities. The timing for a future elementary school will be dependent on the rate of growth west of I-29 and south of Kennedy Elementary school.

North High School Track and Field

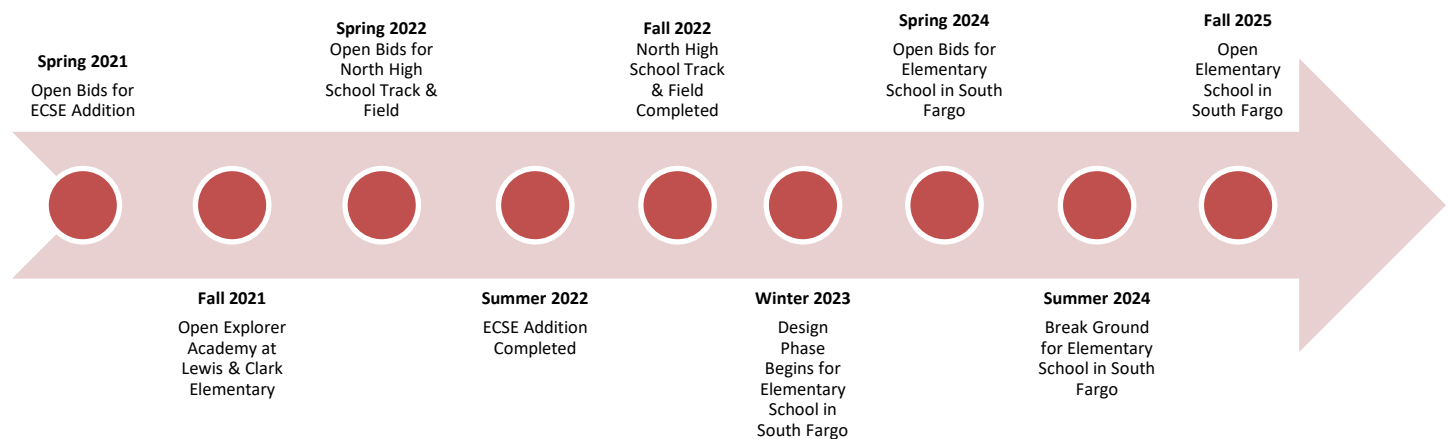
Fargo North High School does not have a long-term solution to accommodate the training of track and field athletes and physical education students. North High School has historically utilized the outdoor track of North Dakota State University (NDSU) for its students, as the school does not have its own track. The District was notified that NDSU will be constructing a new outdoor facility in the spring/summer of 2021 and North High School will no longer be provided access. The estimated cost to construct an outdoor track and field facility at North High School is \$2M.

Long-Range Operational Maintenance

The District has a ten-year operational maintenance plan that was developed to balance facility needs and budget allocations into the future. When the original plan was developed in 2012-2013, consultants from ICS recommended an annual operational maintenance budget allocation of \$4M dollars. Due to budgetary constraints, the District has been able to allocate approximately \$2M dollars annually for facility maintenance. Administration intends to contract to have the operational maintenance plan updated or purchase software to create the plan internally in 2021-2022.

Timeline

While some initiatives listed above are bound by more concrete timelines, others may depend on circumstance, cost, or opportunity. The timeline below can be used as a rough projection for future needs and assist with the development of the Long-Range Financial Plan. This timeline is based on assumptions for future student growth or facility needs and is subject to change based on enrollment, financing and further discussion of administration and Board of Education.



Appendix A

Guiding Principles for Facility Decisions

The following set of Guiding Principles are used to assist in the decision-making process regarding facility usage and capacities. The original set of Guiding Principles was developed in 2001 during previous LRFP and Strategic Planning processes. The Guiding Principles were again reviewed in November 2016 at a public Forum; educators, parents, and community members reviewed the Guiding Principles and recommended no changes.

The Guiding Principles are reviewed each year as part of the annual review process. In fall 2019, the Board reviewed secondary school feeder patterns and school sizes based on facility capacities. The preference for middle and high school sizes were adjusted based on the Board’s consensus to work toward consistent feeder patterns at secondary schools. After considering research on class size and financial impacts, consensus was reached to modify the preference for average class size and add a range at a Board work session in March 2021.

Guiding Principles for Facility Decisions

1. Provide education for all students and suitable space, resources, staffing and educational opportunities in all District schools.
2. The number of students per class is an important criterion when planning for school facilities. The preference for average class size is:

Grade Level	Classroom Enrollment	
Kindergarten-1 st	Target 21	Range: 16-24
2 nd -3 rd	Target 22	Range: 17-26
4 th -5 th	Target 25	Range: 18-27
Secondary Core Classes	Target 27	Range: 16-29

3. The preference for elementary school size is 4 sections per grade level, with no fewer than 2 sections per grade. Middle school (grades 6-8) 850-1000, and in high school (grades 9-12) 1,100-1,350.
4. A single grade configuration is preferred with grades K-5 at elementary schools, grades 6-8 at middle schools and grades 9-12 at the high schools.
5. The preference is to minimize as much as possible the travel and distance to and from school for all students in each attendance boundary area.
6. Consider the need for space to accommodate all ancillary programs.
7. The preference is to have a middle school to high school attendance boundary feeder system.

Guidelines for Setting School Attendance Boundaries

1. Provide quality education for all students.
 - Provide equitable (not necessarily equal) space, resources, staffing and educational opportunities in all District schools
 - Strive for an equitable (not necessarily equal) number of students per classroom per school while respecting the unique characteristics of students and buildings
 - Strive to balance socioeconomic mix when setting secondary attendance areas
2. Set attendance areas to make the best use of tax dollars.
3. Consider transportation costs when adjusting boundary lines.
4. Set attendance areas to anticipate changes and accommodate growth in Fargo’s population.

- Work with area planners to consider stability in school assignment and anticipate future enrollment patterns
 - Recognize that changing school attendance areas is a necessary and continual process
5. Use natural boundaries and major thoroughfares to set school attendance areas whenever possible.
 6. Promote attendance of neighborhoods in a school, especially at the elementary level.
 - Consider safe routes when setting attendance areas

Responding to Enrollment Growth Areas

If demographic projections, from a variety of sources, indicate areas with increasing enrollment with little or no reasonable expectation of reversal, the District will consider the strategies below to address the issue:

1. District administration will modify the attendance areas.
2. Students in the growth area may be temporarily assigned to other buildings in the District that have space available. Portable (temporary) classrooms, using space in other buildings, boundary changes, differentiated staffing, larger class size, use of petition process, and combination classrooms will all be part of the discussions.
3. After reviewing development plans and based on enrollment projections, a new school should be planned to open when 50% of the building capacity is reached. Attendance areas will be changed accordingly. (The 50% criteria is a general guideline and may be changed to better reflect the anticipated rate of growth.)
4. The Board needs to balance the capacity philosophies of neighborhood schools in new neighborhoods with the use of existing facilities.

Responding to Enrollment Decline

The District is committed to providing quality educational experiences for children in all geographic areas of the community, recognizing the need for economic efficiency. One effort to preserve that quality is an annual analysis of demographic changes that may impact facility needs. Should this analysis indicate the possible need to decommission or repurpose a building, the city and impacted neighborhoods will be engaged in the decision-making process. The final decision rests with the Board of Education.

The decision-making process will include any or all of the following considerations as circumstances at the time warrant:

- Believing that schools and neighborhoods are interdependent, the District will provide non-monetary support to the city and neighborhood associations in the development of neighborhood revitalizations initiatives.
- The Board will consider reasonable economic cost, and balance educational needs with the need for economic efficiency.
- District administration may modify attendance areas as appropriate.
- The Board of Education may pair buildings to form a combined attendance area with each building serving as a campus for a range of grade levels from the combined neighborhoods. (This may include replacements of building(s).)
- The Board of Education may consider making underutilized space available to neighborhood-friendly tenants.

If circumstances prevail so that the above strategies have not proven sufficiently effective, building decommissioning will occur when a majority of the Board believes doing so is on the District's best interest.