Elmbrook Schools
become what's next

20-YEAR FACILITIES PLAN

Executive Summary

This document serves as the strategic roadmap for the District's physical infrastructure, ensuring our schools remain high-functioning centers of academic excellence. The 20-Year Facilities Plan balances a clear commitment to student-centered learning environments with rigorous financial discipline, preserving and modernizing vital community assets for decades to come.

Asset Profile & Portfolio Scope

The District actively and dynamically oversees a large infrastructure ecosystem designed to accommodate stable, long-term educational operations. The total physical footprint encompasses:

Total Facilities	Square Feet Portfolio	Acres Managed	Stable Enrollment
12	**2 Million Sq Ft**	**364 Acres**	**7,800 Students**

The District's portfolio includes five elementary schools, two middle schools, and two high schools. Specialized facilities feature Fairview South (dedicated to special education and alternative programming), a centralized District Office, and a dedicated maintenance facility.

Additionally, the District strategically utilizes community resources to provide performance opportunities at the Sharon Lynne Wilson Center for Performing Arts, and career-based learning environments for the LAUNCH program and the Transitions Center. The District has demonstrated its commitment to both program innovation and leveraging community assets, partnering with public and private entities to meet short- and long-term facility needs.

A Legacy of Proactive Stewardship (2000–2026)

With Community support, the District has maintained a proven track record of asset management based on community investments, enrollment realities and operational efficiencies. Since 2000, the Board of Education has successfully managed the District's facility portfolio by:

- **Securing Community Investments:** Supporting new Brookfield Elementary and Dixon Elementary Schools (2001, $17.9 million), and High School renovations (2008, $62.1 million).
- **Actively Managing Enrollment & Properties:** Permanently closed Hillside Elementary (2012) due to shifts in enrollment and divested the inefficient Central Administrative Office (2018) and Hillside School (2026), where renovation costs were determined to be completely prohibitive.
- **Avoiding Deferred Maintenance:** Through proactive operating budget allocations, the District has successfully invested **$100 million** in capital improvements over the past 18 years without accumulating deferred maintenance and without issuing a community referendum. This level of sustained operational funding places the District among **only 4%** of all school districts across the state of Wisconsin.

The Dual Financial Implementation Strategy

To execute comprehensive capital improvements, the 20-Year Facilities Plan deploys a dual-funding approach modeled explicitly around community survey feedback:

Funding Track	Capital Structure & Focus Area
Capital Referendum (Community Supported)	A proposed **November 2026 referendum totaling $100 million** would fund renovations across four schools (Pilgrim Park Middle, Wisconsin Hills Middle, Swanson Elementary, and Tonawanda Elementary) erected between 1958 and 1969, whose modernization needs exceed annual operating thresholds.
Annual District Budget (District Sustained)	The District will maintain its baseline discipline by dedicating **$5 million annually** directly from its annual budget. This recurring capital guarantees non-referendum maintenance, security refreshes, smaller facility improvements, and technology lifecycles.

Phased Implementation Timeline

The capital deployments are organized across three distinct timelines to guarantee maximum project oversight and fiscal responsibility:

- **Phase 1 (January 2027 – December 2031):** Prioritizes investments at the four highest-need schools, as well as maintenance, repair and improvement projects at the other District schools in response to program needs and ADA enhanced access goals.
- **Phase 2 (January 2032 – December 2041):** Focuses on planned maintenance and repair projects, athletic facility maintenance needs, and continued furniture, technology and classroom environment investments to modernize learning spaces across the District.
- **Phase 3 (January 2041 – December 2046):** Continues investments in maintenance and repair, while setting the course for the next twenty years.

Robust Plan Governance

This plan is intentionally structured as a "living document," overseen by the Board of Education and backed by continuous professional vetting. Governance is anchored by a three-tiered accountability framework:

- **Annual evaluations** prioritize capital and maintenance projects and require Board approval;
- **5-Year professional assessments** and full Board Committee reviews help re-benchmark facility priorities;
- **10-Year strategic assessments** performed by the full Board with community engagement.

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The 20-Year Facilities Plan

The 20-Year Facilities Plan is organized across three distinct timelines to guarantee maximum project oversight and fiscal responsibility:

- **Phase 1 (January 2027 – December 2031):** Prioritizes investments at the four highest-need schools: Pilgrim Park Middle, Wisconsin Hills Middle, Swanson Elementary, and Tonawanda Elementary, but also includes maintenance, repair and improvement projects at the other District schools in response to program needs and ADA enhanced access goals.
- **Phase 2 (January 2032 – December 2041):** Focuses on planned maintenance and repair projects, athletic facility maintenance needs, and continued furniture, technology and classroom environment investments to modernize learning spaces across the District.
- **Phase 3 (January 2042 – December 2046):** Continues investments in maintenance and repair, while setting the course for the next twenty years. This phase anticipates significant planning efforts for three legacy facilities; Burleigh Elementary, Brookfield Central, and Brookfield East, constructed between 1955 and 1965.

A Dual Financial Implementation Strategy

To execute comprehensive capital improvements, the 20-Year Facilities Plan deploys a dual-funding approach modeled explicitly around community survey feedback collected in April, 2026. If the capital referendum does not receive community support, the Facilities Plan will be adjusted to only leverage funds available through the annual District budget.

Funding Track	Capital Structure & Focus Area
Capital Referendum (Community Supported)	A proposed **November 2026 referendum totaling $100 million** would fund renovations across four schools (Pilgrim Park Middle, Wisconsin Hills Middle, Swanson Elementary, and Tonawanda Elementary) erected between 1958 and 1969, whose modernization needs exceed annual operating thresholds.
Annual District Budget (District Sustained)	The District will maintain its baseline discipline by dedicating **$5 million annually** directly from its annual budget. This recurring capital guarantees non-referendum maintenance, security refreshes, smaller facility improvements, and technology lifecycles.

Funding Track: Capital Referendum (Targeted for November 2026)

Review and Prioritization of Facility Needs

In August 2025, the Board of Education began a multi-month planning process to design the best future for Elmbrook's schools. To aid planning efforts, the Board selected Bray Architects and CG Schmidt Construction as facility planning partners and eight, facility-focused work sessions were conducted to accomplish the following objectives:

1. **Understand Needs:** Review assessment data, conduct school tours and learn about District facility design standards.
2. **Evaluate Scenarios:** Consider long-term facility planning scenarios with cost estimates.
3. **Assess Finance Options:** Analyze historical funding strategies and current finance opportunities to assess the impact on taxpayers and the District's operating budget.
4. **Prioritize Projects:** Rank schools and projects based on safety and accessibility standards, building life expectancy, enrollment needs, and educational impact.

Facility Design Standards Lead to Concept Drawings and Cost Estimates

In support of the Board of Education's work, Elmbrook's Facility Design Standards (Appendix A) and industry best practices were utilized to create concept designs and cost estimates for the highest priority schools summarized on pages 7-8.

Conceptual Design Requirements	Budget Pillars for Financial Estimating
• **Campus Layout**: Strict alignment with District security practices, community use needs and flow of traffic. • **Curricular Alignment**: Spaces designed to adapt to evolving curriculum, technology, and industry trends. • **Classroom Configurations**: Optimized classroom proximity to support spaces and students' daily needs. • **Classroom Design:** Baseline standards for classroom size, technology access, furniture, storage and environmental controls.	• **Construction Costs**: Physical transformation of the campus including structural materials (e.g. concrete), labor, and management. • **Non-Construction Costs**: Essential professional services, compliance, and equipment required to bring spaces to life. • **Risk Funds**: Financial safety nets to shield the District from market unpredictability, inflation, and design changes. • **Maintenance Costs**: Protects the District's investments by funding vital facility needs and infrastructure enhancements.

Pilgrim Park Middle School

Built in 1958

Cost Estimate: $50,368,000

Prioritized Needs

- American with Disabilities Act (ADA) accessibility updates
- Expand the gym to accommodate three simultaneous classes
- Update robotics, woods, art and technology classrooms to meet curriculum standards
- Improve traffic flow on Pilgrim Parkway and reduce congestion around the school site
- Light renovation in all classrooms

2025 Enrollment: 915 Students   *Facility Capacity: 1,146*

Wisconsin Hills Middle School

Built in 1969

Cost Estimate: $6,389,000

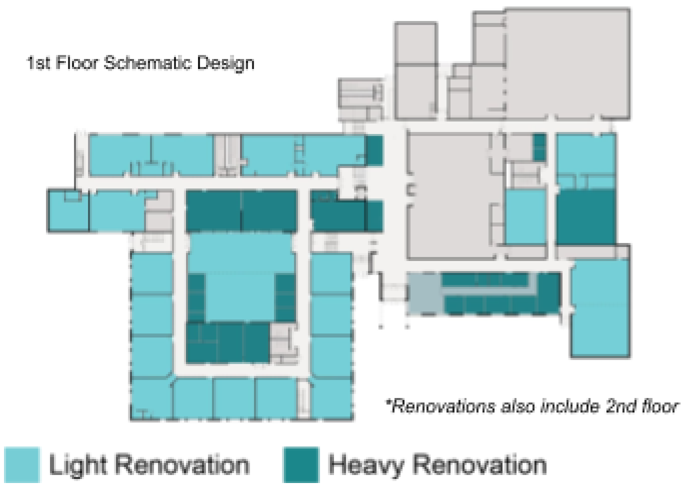
Prioritized Needs

- Update robotics, woods, art and technology classrooms to meet curriculum standards
- Improve ADA accessibility in the music area
- Remodel the cafeteria for large-group instruction and community use

2025 Enrollment: 854 Students   *Facility Capacity: 1,155*

Swanson Elementary School

Built in 1960



Cost Estimate: $9,526,000

Prioritized Needs

- Redesign academic support spaces and improve ADA accessibility
- Remodel the library and large learning areas for classroom instruction and community use
- Light renovation in all classrooms (new ceiling tiles, lighting, paint, and flooring)

2025 Enrollment: 785 Students *Facility Capacity: 995*

Tonawanda Elementary School

Built in 1969

Cost Estimate: $33,717,000

Prioritized Needs

- Replace the open-concept layout with classroom walls to improve student focus and safety
- Expand classroom sizes to meet current District space standards
- Redesign parts of the building to align with current District security standards

2025 Enrollment: 518 Students *Facility Capacity: 565*

Funding Track: Annual District Budget

In addition to the pursuit of community-supported referendum improvements, the District will continue to prioritize ongoing maintenance and repair needs, and school improvement projects that are reviewed and approved by the Board of Education each year.

This dynamic plan forecasts Phase 1 and Phase 2 projects, serving as the backbone to the District's 20-Year approach to facility improvements. While it often forecasts more projects than the annual budget can support, the annual review and prioritization process allows for a long-term perspective and the pursuit of additional funding sources to support the District's facility needs.

The District maintains its baseline discipline by dedicating **$5 million annually** directly from operating funds. This recurring capital ensures that non-referendum maintenance, security refreshes, and technology lifecycles remain fully funded across all buildings.

Facility Maintenance and Repair Objectives (Described as "Maintenance")

- Maintain athletic facility investments including tracks, fields, spectator seating, and gyms
- Maintain existing roofs, hardscape (parking lots/sidewalks), and HVAC systems
- Replace aging playground equipment
- Replace end-of-life security hardware, technology network infrastructure, and servers

School Improvement Project Objectives ("Projects")

- Align learning spaces to program needs such as STEAM and career-based learning
- Refresh classroom furniture, lighting, and instructional technology
- Enhance large learning spaces and athletic facilities, such as fitness center upgrades or library renovations
- Add new functionality to the current environment, such as the procurement of backup generators for each facility to stabilize power fluctuations

The **Facility Capital Investment Summary** table details planned District facility investments through 2041.

- **Referendum Exclusion:** These estimates do not overlap with projects or maintenance included in the proposed capital referendum.
- **Allocation Factors:** Funding distribution reflects each building's size, age, and recent investment history to balance district-wide facility needs.

Facility Capital Investment Summary (2026-2041)

School	Projected Investment	Phase 1 2026-2031	Phase 2 2032-2041
Brookfield Central *Built: 1955* *Renovated: 2010*	$23,895,000	Maintenance: $5,975,000 Projects: $7,305,000	Maintenance: $9,365,000 Projects: $1,250,000
Brookfield East *Built: 1961* *Renovated: 2010*	$26,098,000	Maintenance: $2,865,000 Projects: $8,780,000	Maintenance: $9,380,000 Projects: $5,073,000
Pilgrim Park *Built: 1958*	$3,556,000	Maintenance: $2,260,000 Projects: $0	Maintenance: $1,296,000 Projects: $0
Wisconsin Hills *Built: 1969*	$6,462,000	Maintenance: $2,461,000 Projects: $125,000	Maintenance: $3,626,000 Projects: $250,000
Brookfield Elem *Built: 2001*	$3,465,000	Maintenance: $1,370,000 Projects: $365,000	Maintenance: $1,300,000 Projects: $430,000
Burleigh *Built: 1965*	$9,485,000	Maintenance: $1,355,000 Projects: $2,285,000	Maintenance: $5,335,000 Projects: $510,000
Dixon *Built: 2001*	$4,739,000	Maintenance: $2,369,000 Projects: $990,000	Maintenance: $1,130,000 Projects: $250,000
Swanson *Built: 1960* *Renovated: 1997*	$5,541,000	Maintenance: $1,150,000 Projects: $1,590,000	Maintenance: $1,461,000 Projects: $1,340,000
Tonawanda *Built: 1969*	$1,215,000	Maintenance: $1,125,000 Projects: $90,000	Maintenance: $0 Projects: $0
Fairview South *Built: 1961* *Renovated: 2025*	$1,173,000	Maintenance: $778,000 Projects: $0	Maintenance: $395,000 Projects: $0
North Avenue *Built: 1966*	$175,000	Maintenance: $0 Projects: $0	Maintenance: $175,000 Projects: $0
All District	$5,335,000	Maintenance: $1,905,000 Projects: $1,435,000	Maintenance: $420,000 Projects: $1,325,000
Totals	$91,139,000	Maintenance: $23,613,000 Projects: $22,965,000	Maintenance: $33,883,000 Projects: $10,428,000

Phase 3 - The Final Window of the 20-Year Facilities Plan

This Phase forecasts fewer projects but the facilities work during this phase may be the most important. It consists of three components, each necessary to continue the cycle of facility improvement over the short- and long-term.

1. Continued Capital Preservation

The District will maintain its commitment to protecting public assets through targeted, ongoing investments:

- **Scheduled Maintenance & Repair:** Continuity of routine lifecycle replacements to ensure safe, operational buildings.
- **Classroom Modernization:** Ongoing updates to learning spaces to meet evolving educational standards and technology needs.

2. Comprehensive District-Wide Review

To prepare for the post-2046 era, the District will conduct a data-driven assessment evaluating:

- **District Properties:** Utilization and efficiency of all current land and building assets.
- **Programs and Services:** Unique program requirements that may not be met with more traditional facilities and learning spaces.
- **Overall School Conditions:** Updated physical and mechanical audits of all facilities.
- **Demographic Trends:** Analysis of future enrollment patterns, 4K-12th grade market changes, and broader community population shifts.

3. Establish a Long-Term Vision for Legacy Facilities

A central focus of Phase 3 is addressing three legacy schools constructed between 1955 and 1965: Burleigh Elementary, Brookfield Central, and Brookfield East.

To determine a sustainable, long-term vision for these aging buildings, the District will engage community stakeholders and re-evaluate all renovation and construction and finance options to determine a clear pathway forward. While we do not anticipate changes to these facilities will be imminent during Phase 3, it is forecasted that during the next 20-Year plan (2047-2066), significant investments will be required.

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Background Information

Evaluations Optimize Long-Term Planning

To ensure that the District's physical assets continually align with its educational mission and safety standards, District leadership regularly commissions independent, specialized evaluations of its properties. Conducted between 2020 and 2025 by industry experts, these reports provide a holistic view of the District's infrastructure by auditing structural integrity, the educational adequacy of learning environments, physical security measures, and the condition of community athletic sites.

By converting these qualitative and quantitative findings into actionable operational metrics, this compiled assessment data serves as a vital roadmap for mitigating localized deficiencies, optimizing long-term capital planning, and sustaining the District's overall strong standard of facility care.

Building Condition (*CG Schmidt, 2025*)

Performed by CG Schmidt Construction in July 2025, each facility's capabilities and condition were assessed in eleven categories. As a whole, the District's commitment to avoid deferred maintenance and invest in prioritized repair/maintenance needs resulted in a strong average condition score of 3.81. Other key findings include:

- Pilgrim Park scored the lowest overall average score with a 3.09, with several categories rated a "2 - Poor" ranging from sidewalks and pavement, gym lockers, ADA accessible route, casework/millwork, and chillers/coolers.
- Swanson was the next lowest scoring facility (3.52), underperforming in interior categories such as casework and millwork, carpet, ceiling finishes, and lockers.
- Despite being constructed over 60 years ago, the high school renovation in 2008 and ongoing maintenance schedule reflects ratings near 4 (good condition) for nearly all categories.

CATEGORY	Brookfield Elementary	Burleigh Elementary	Dixon Elementary	Swanson Elementary	Tonawanda Elementary	Pilgrim Park Middle School	Wisconsin Hills Middle School	Central High School	East High School	Fairview South	District Office
Civil / Site	3.85	3.7	3.85	3.5	3.75	3	3.85	4	4	4.25	5
ADA	4.4	3.7	4.4	3.67	3.5	3.17	3.7	4	4	4.8	5
Foundation	4	3.5	4	3.67	3.5	2.83	3.5	3.83	3.83	3.5	5
Structural System	4	3.5	4	3.25	3.5	3	3.5	4	4	3.5	5
Roofing	3.75	4	3.75	4	3.83	3.33	4	3.83	3.83	3.5	5
Exterior Enclosure	4	3.56	4.07	3.5	3.38	3.2	3.56	3.8	3.9	3.71	5
Interior	3.92	3.43	3.92	3.21	3.88	3	3.54	3.97	4	3.7	5
Miscellaneous	3.83	3.75	3.83	2.8	3.4	2.71	3.75	3.75	3.75	3.5	5
Electrical	4.18	4.08	4.04	3.92	4.15	3.64	4	3.88	3.88	4.12	5
Mechanical	3.92	3.83	3.79	3.58	3.86	2.92	3.75	3.21	3.32	3.33	5
Plumbing	3.83	3.6	3.92	3.58	3.82	3.14	3.64	4.04	3.86	3.8	5
Average	3.97	3.7	3.96	3.52	3.69	3.09	3.71	3.85	3.85	3.79	5

LEGEND		
NEW	5	Brand new, great condition, do not foresee a need for replacement
GOOD	4	Not brand new, but functional and not needing replacment
FAIR	3	Functional, average wear for building age
POOR	2	Functional, but worn from use
CRITICAL	1	Critical condition, extremely worn or damaged, needs to be replaced immediately
NOT APPLICABLE	N/A	Category or criteria does not apply to spaces

Educational Adequacy (*Eppstein Uhen Architects (EUA), 2023*)

An educational adequacy assessment was performed by EUA in April 2023, and determined how well facility spaces support modern curriculum and programming needs in seven categories. Key findings include:

- Pilgrim Park had the most mixed (4) and poor (2) categories, with the greatest areas of concern in elective classrooms, physical education, science and math classrooms, as well as the cafeteria.
- Tonawanda had four (4) mixed ratings with concerns ranging from limited storage, size of classrooms, dated furniture/finishes, access to restrooms, and location of learning support spaces. Swanson also had four (4) mixed ratings due to limited storage, adjacency and design of specialized support spaces, and access to restrooms.
- The ‘Poor’ rating for each high school reflects outdated furniture and finishes, and accessibility constraints and lack of natural light in some classrooms at Burleigh.

Criteria	Brookfield Elementary School	Burleigh Elementary School	Dixon Elementary School	Tonawanda Elementary School	Swanson Elementary School	Wisconsin Hills Middle School	Pilgrim Park Middle School	Central High School	East High School	Fairview
Site	GOOD	GOOD	GOOD	GOOD	GOOD	GOOD	MIXED	GOOD	GOOD	MIXED
Safety	GOOD	GOOD	GOOD	GOOD	GOOD	GOOD	GOOD	GOOD	GOOD	GOOD
Size & Proportion	GOOD	GOOD	GOOD	GOOD	MIXED	GOOD	MIXED	MIXED	GOOD	GOOD
Space Type & Adjacency	GOOD	GOOD	GOOD	MIXED	GOOD	GOOD	MIXED	GOOD	GOOD	MIXED
Furniture	GOOD	GOOD	GOOD	MIXED	MIXED	GOOD	MIXED	MIXED	GOOD	MIXED
Equipment & Infrastructure	MIXED	POOR	MIXED	MIXED	MIXED	MIXED	POOR	POOR	POOR	POOR
Interiors & Aesthetics	MIXED	MIXED	MIXED	MIXED	MIXED	MIXED	POOR	GOOD	MIXED	POOR

GOOD	Most of the criteria assessed was found to be acceptable and satisfied its purpose.
MIXED	Some of the criteria assessed was found to be acceptable, while other criteria was unacceptable and did not satisfy its purpose.
POOR	Most of the criteria assessed was found to be unacceptable and did not satisfy its purpose.

Security & Enrollment Trends (*Allegion, 2025*)

While the **2023 Education Adequacy Assessment** confirmed that our facility and classroom safety measures are highly favorable, the district pursued an even more detailed security evaluation for all elementary schools through **Allegion in 2025**. The specialized report highlighted several robust security resources and practices already in place across our campuses:

- **Surveillance & Visibility:** Comprehensive video surveillance systems, alongside effective property lighting and exterior signage.
- **Communication & Supervision:** Reliable two-way radio infrastructure and dedicated supervision during after-school hours.

The assessment identified two specific areas to enhance our current security posture:

1. **Interior Lockdowns:** Address specific structural or logistical concerns regarding Tonawanda Elementary's ability to quickly secure its interior spaces.
2. **Communication Protocols:** Fortify emergency classroom communication devices and protocols, and establish a schedule for regular testing.

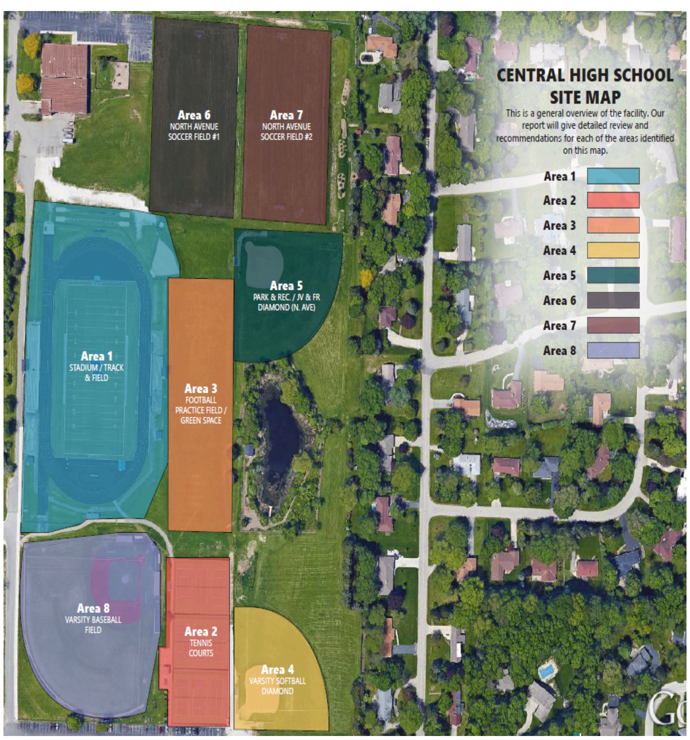
Athletic Facilities (*Point of Beginning, 2020*)

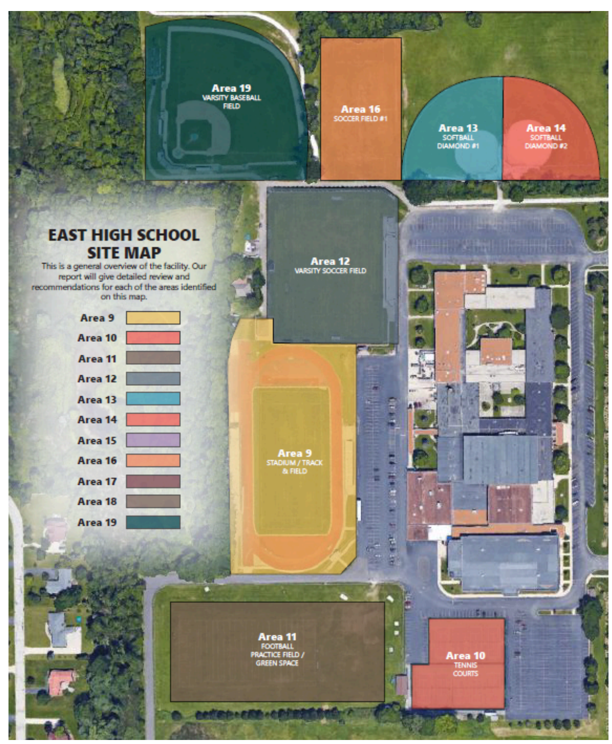
The District maintains both indoor and outdoor athletic facilities for the use of physical education classes, co-curricular activities and school events. In addition, these facilities are used thousands of hours each year by our community in support of youth programs, athletic clubs, parks and recreation departments, and community groups.

In 2020, Point of Beginning completed an analysis of hard surfaces, green spaces, and distinct site features across four district campuses: Brookfield Central High School, Brookfield East High School, Wisconsin Hills Middle School, and Burleigh Elementary School. By identifying the serviceability and conditions of these various amenities, the report provides a 20-year roadmap and cost estimations—divided into five-year increments—to help school officials properly budget and mitigate safety hazards or structural failures.

Overall, the assessment highlights that the district's sites have been reasonably maintained or recently renovated, meaning that both Central and East High Schools will primarily require standard general maintenance costs over the next decade. Annual maintenance efforts across the campuses will encompass routine actions such as asphalt crack sealing, bleacher inspections, structural analysis, and the regular leveling and seeding of green spaces. It should be noted that the most critical areas identified by the report published in 2020 have already been addressed including the tennis courts at Wisconsin Hills and Burleigh and Brookfield Central's press box.

Site Maps of Assessed Areas for Brookfield Central and Brookfield East High Schools





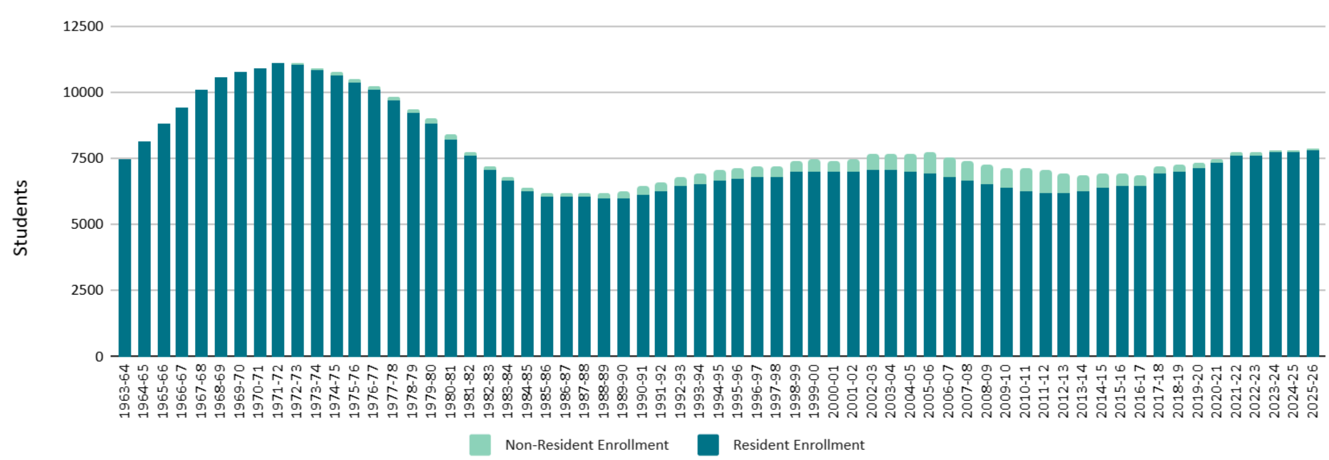
District Enrollment and School Capacity

Forecasting Enrollment: A Proven and Long-Standing Approach

For the past 40 years, the District has relied on a highly disciplined, data-driven approach to project student enrollment. These forecasts utilize community birth information, grade-to-grade progression ratios (accounting for families moving in and out of the area), historical enrollment trends, resident student market share, and ongoing local housing developments. Over time, non-resident enrollments resulting from open enrollment (first approved in 1972) and the District's participation in the Milwaukee Chapter 220 program, were used to stabilize enrollment and District finances. However, in 2010, the Board of Education voted to end participation in the Ch. 220 program, and since 2015 has not opened any full-time open enrollment seats for non-resident students. With the addition of 4-year-old Kindergarten (4K) in 2021, the District has reached resident enrollment levels not realized since the 1980-81 school year.

The purpose and utility of enrollment forecasts have evolved alongside the District's shifting demographics. During periods of resident enrollment decline—specifically from 1972 to 1988 and again from 2003 to 2013—these projections provided the critical data needed to responsibly close schools and shift student populations. Today, they also serve a proactive role: informing financial forecasts, guiding annual staffing plans, and helping leadership carefully assess physical school capacity. Because birth data is a primary driver of these formulas, the District limits its focus to highly reliable five-year windows. Historically, this methodology has proven exceptionally precise, maintaining a consistent accuracy rating within +/- 1.0%.

District Enrollment (1963 - 2025)



The Next Five Years: Stability and Internal Shifts

Following previous eras of rapid growth and demographic volatility, the District has entered a period of stability. Over the next five years, total enrollment is projected to remain steady, fluctuating minimally between 7,765 and 7,870 students. However, while the *total* number of students is stable, a significant "bubble" of students currently in elementary school is beginning to advance into our middle and high schools, prompting internal shifts across campuses, particularly at Pilgrim Park and Brookfield East.

Five-Year Enrollment Projections (2026-2031)						
	Capacity	**2026-27**	**2027-28**	**2028-29**	**2029-30**	**2030-31**
Brookfield Elementary	**734**	634	634	622	617	602
Burleigh	**1,115**	969	951	956	968	979
Dixon	**734**	629	600	553	527	509
Swanson	**995**	823	806	810	812	814
Tonawanda	**617**	494	482	462	451	462
Pilgrim Park	**1,146**	914	986	1,003	995	923
Wisconsin Hills	**1,155**	852	813	805	810	824
Brookfield Central	**1,612**	1,161	1,182	1,151	1,177	1,158
Brookfield East	**1,612**	1,394	1,382	1,434	1,436	1,495

Understanding and Managing Facility Capacity

In 2016, the District adopted a modern **Functional Design Capacity model** in 2016 to maximize both operational and fiscal efficiency. This model calculates practical "Functional Capacity" by targeting 90% of maximum design capacity at the elementary level and 80% at the middle and high school levels. These targeted percentages purposefully build in breathing room for real-world logistics. They ensure schools maintain dedicated spaces for learning support, can absorb unpredictable neighborhood enrollment spikes, and can smoothly accommodate the natural daily movement of middle and high school students as they transition between classrooms.

Balancing the System Without Costly Expansion

Currently, the District maintains more than enough overall capacity across its schools to comfortably house the total student body. As a matter of responsible taxpayer and asset stewardship, the Board of Education has reaffirmed a clear guiding principle: the District will manage localized elementary enrollment spikes through strategic boundary or enrollment shifts first, utilizing existing spaces before considering or approving costly building expansions or physical additions.

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Financial Strategy and Opportunity

The 20-Year Plan emphasizes a disciplined financial approach segmented into two distinct tracks:

- **Capital Referendum (Community Supported):** A proposed November 2026 referendum totaling $100 million. This is reserved strictly for comprehensive modernizations across four schools whose needs exceed what regular operational funds can support.
- **Annual Operating Budget (District Sustained):** The district continues its historical commitment to spend $5 million annually directly out of operating funds. This money ensures ongoing, non-referendum maintenance, security infrastructure refreshes, and technology lifecycles remain fully funded.

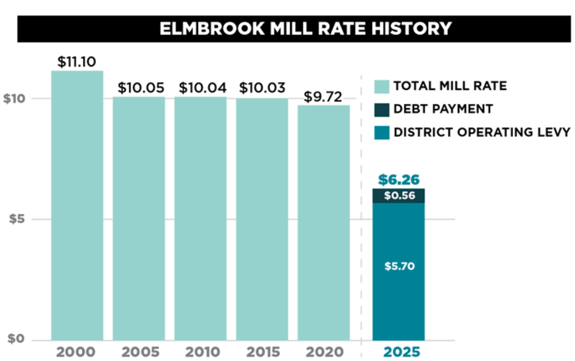
This dual funded strategy is consistent with past practice, with the District leveraging significant community investments with annual investments in maintenance and improvements. In 2008, the Elmbrook community supported a $62.1 million referendum to make major updates at both high schools. Since then, we have taken a disciplined financial approach:

- We have no deferred maintenance because we have spent more than $100 million from our annual budgets over the past eighteen years to maintain and repair our schools.
- We have not asked voters to consider another referendum since 2008, unlike 96% of the other school districts in Wisconsin.
- The District has earned an Aaa Bond Rating, the highest possible rating, which helps keep our borrowing costs low.
- We have saved approximately $3 million in interest costs by refinancing our 2008 referendum debt.

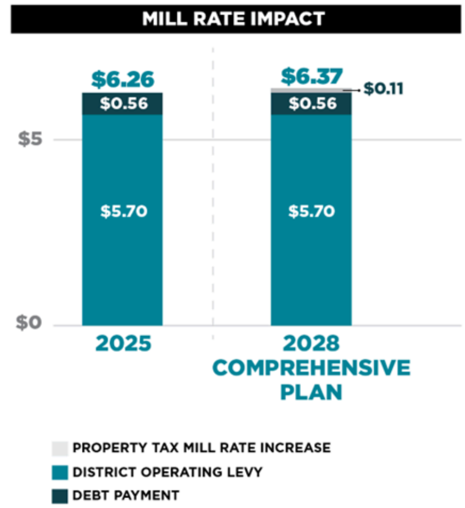
A Unique Opportunity

In 2028, the debt from the high school referendum will be fully paid off.

- If the community approves a new capital referendum, the District could reinvest up to $85 million in facility upgrades without increasing the debt portion of the school property tax mill rate, which includes both principal and interest.
- If the community does not approve the referendum, Elmbrook's school property tax mill rate will decrease by $0.56 (the debt portion of the mill rate) after the debt is retired in 2028.



Funding the Four-School Renovation Plan



It would cost $100 million to fully fund the four-school renovation plan. If Elmbrook voters approved a $100 million referendum, the property tax mill rate would increase by $0.11. This represents a tax increase of $11 per $100,000 of property value over the current level.

The average home in our District is valued at approximately $600,000. Voter approval would increase the property taxes on that home by $66 for each of the next 20 years.

Notes About These Estimates

- The calculations include **both principal and interest**.
- The estimates assume issuing 20-year bonds at a conservative interest rate between 5.00% and 5.25%.

District Prioritizes Annual Savings from its Operating Budget

Despite ongoing pressures to offset fluctuations in state aid—which is determined by the Wisconsin Governor and State Legislature every two years in the biennial budget—Elmbrook Schools has maintained strict financial discipline. The District actively dedicates over $5 million from its annual $120 million operating budget (FY 2025-26) to ongoing facilities maintenance. To build upon this commitment, accelerate project timelines, and enhance facility spaces, the District also leverages key one-time funding sources. These essential supplementary sources include:

- Elmbrook Education Foundation
- School PTO's and Booster Clubs
- Private Donations
- State and Federal Grants
- Budget Efficiencies

Securing Elmbrook's Future

Ultimately, while a significant community investment is the most ideal and efficient path forward, the District remains fully prepared to safeguard its assets under any circumstances. Should Elmbrook be unsuccessful in securing this investment over the next two years, the District will immediately develop contingency plans to systematically prioritize the most critical improvements at the four identified schools. Throughout this process, the District will unswervingly adhere to the Board of Education's long-standing commitment to avoid deferred maintenance, ensuring that our facilities remain safe, functional, and structurally sound for years to come.

Community Alignment

The District has shared information about the plan and its development with the Community in several different ways:

- **Information Sessions and School Tours:** Conducted at each of the four schools prioritized with the greatest needs in February and April, 2026. These tours attracted over 100 participants and provided context for the Plan while highlighting specific areas in need of improvement.
- **Dedicated Website:** Organizes all Board Work Session content, current concept plans and costing summaries, and previews opportunities to engage.
- **Community Mailers:** The District's 2024-25 Annual Report (August '2025) was mailed to all households and included "Caring for our Community's Resources" and Mill Rate content. Additionally, the District mailed a 4-page "LINK" newsletter to all households in March 2026, featuring a "Planning for Our Future" section and a preview of the April Community Survey.
- **Community Survey (Spring 2026):** All Elmbrook Community residents received a paper survey mailed to their household with an invitation to complete it and return it via mail, or take the electronic version. In addition, all staff members and all Elmbrook families received an email invitation and link to the same survey.

2026 Community Survey - Key Data and Results

Verified Public Trust & Support (Spring 2026 Survey)

Comprehensive residential and staff polling (2,911 responses) reflects extraordinary community alignment:

- World-Class Net Promoter Score of **8.78 out of 10** (placing the District in the 99th percentile nationally).
- **96%** of citizens validate the high educational quality delivered (99th Percentile)
- **85%** explicitly endorse the District's financial asset management (99th Percentile)
- **Weighted projections (anticipating likely voters) indicate strong support (67% 'yes' or 'probably yes') for the four-school renovation $100 million capital plan.**
- While the smaller dollar amount option ($85 million to renovate two schools) also received strong support (62%), it was less than the four-school renovation.

Click here to review the summary report provided to the Board of Education by *School Perceptions*, the administrator of the community survey.

Plan Governance

To ensure the 20-Year Facilities Plan remains aligned with both community expectations and shifting operational realities, the Board of Education and District Administration have established a rigorous, multi-tiered framework for ongoing oversight, financial auditing, and public reporting. Rather than functioning as a static document, this master plan is governed as a dynamic, "living document." The active management of this plan is designed to continuously re-evaluate facility wear-and-tear, respond to unexpected capital needs, and optimize project schedules against available funding.

The plan’s resilience is anchored by a strategic dual-funding approach, which balances long-term debt reinvestment with annual operating budget allocations. Major structural renovations are funded through targeted, community-supported debt reinvestment windows, while ongoing building maintenance, security enhancements, and technology lifecycles are sustained continuously via the annual operating budget. To ensure these two funding streams are deployed with maximum efficiency and transparency, the District adheres to a strict, recurring review cycle:

- **Annual Tracking and Project Closeouts:** At the conclusion of every fiscal year, District Administration conducts comprehensive staff and operational evaluations of all active capital projects. These internal reviews audit construction timelines, verify budget reconciliations, and measure immediate educational impacts. The findings will be compiled into an annual Facilities Plan Status Report presented to the Finance and Operations Committee and made publicly available to the community.
- **5-Year Professional Benchmarking:** Every five years, the District moves beyond internal tracking to third-party professional assessments of all physical assets. These experts evaluate structural degradation, mechanical systems lifecycles, and educational adequacy standards. The data is rigorously audited by the District’s Administration who adjusts the master schedule for the subsequent five years, ensuring that facility wear is addressed before transforming into costly deferred maintenance.
- **10-Year Long-Term Strategic Realignment:** At the decade mark, the full Board of Education re-engages and determines an approach for community engagement in order to execute a high-level strategic assessment. This milestone review analyzes long-term enrollment shifts, localized community development, macro-economic factors affecting the risk and escalation funds, and overarching educational trendlines. This process allows the community and the Board to collaboratively adjust the plan's second-half trajectory, matching the District's physical assets to the future needs of its families.

Through this structured governance model, the Administration provides the community with verified, data-driven progress updates. By institutionalizing regular professional assessments, the District guarantees that public investments are safeguarded, transparently managed, and dynamically adapted to keep Elmbrook's facilities at peak operational excellence.

Elmbrook Schools
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Appendix A - Elmbrook Facility Design Standards

Campus Layout & Community Use

- **Safety & Security:** Keep school layouts aligned with District safety standards and community expectations. Use secure vestibules, ensure staff can easily see visitors and, when possible, separate public event areas from private student areas.
- **Shared Spaces:** Design large spaces like gyms, cafeterias, and multi-purpose rooms to easily switch from student use during the school day to community events at night or on weekends.
- **Traffic Flow:** Plan clear, separate paths for students, buses, and parent drop-offs to keep traffic moving smoothly and safely inside and outside the school.
- **Long-Term Upkeep:** Keep up with regular maintenance and plan ahead for major repairs, focusing on heavily used outdoor areas like playgrounds, sports fields, tracks and tennis courts to keep them safe and in top shape.
- **Durable Materials:** Choose tough, long-lasting materials that stand up to heavy daily wear and last 20 to 30 years. Use scratch-resistant surfaces (like polished concrete, sturdy drywall, and commercial flooring) and furniture that staff can easily clean and sanitize without special chemicals.

Modern Classrooms & Electives

- **Upgraded Elective Labs:** Modernize and expand rooms for music, robotics, art, shop, and technology in support of curriculum needs and industry trends. Equip the classrooms with the necessary power, ventilation, and soundproofing so they stay useful as needs evolve over time. Ensure the entire room is accessible to all students, removing barriers and offering flexible work spaces when necessary.
- **Flexible Learning Spaces:** Create classrooms that teachers can quickly change to fit different activities, whether direct instruction, hands-on projects, cross-curricular (e.g. art and robotics) assignments, or group work.
- **Ready-to-Go Technology:** Install strong, reliable Wi-Fi, plenty of power outlets, and easy-to-use presentation equipment so that future technologies can be supported without costly renovations.

Room Layouts & Support Areas

- **Safe Classroom Clusters:** Design classrooms with clear escape routes that can also be locked down and sealed off quickly during emergencies.
- **Nearby Support Rooms:** Place special education, speech/therapy, and small-group learning support rooms near regular classrooms to facilitate quick transitions and to maximize learning time.
- **Convenient Storage & Restrooms:** Put student lockers, cubbies, and restrooms close to classrooms. For 4K and 5K classrooms, target restrooms in the classroom space to minimize

disruptions and maximize student supervision. Make sure sinks and toilets are at the right height for the kids using them and fully accessible to everyone.
- **Group Breakout Areas:** Add small, open workspaces or alcoves right outside classrooms where students can work together on projects or perform independent tasks with supervision.

Inside the Classroom

- **Standard Room Size:** Use the district's 900-square-foot classroom layout as the standard baseline, keeping the space open and easy for students to move around in. Target 1,100 - 1,400 square feet for non-traditional classrooms (e.g. science labs, art rooms, 4k/5K classrooms) to account for additional equipment, lab tables, restrooms, or design-build needs.
- **Clear Views:** Position smartboards, screens, and charging stations so the teacher can easily see every student in the room at all times.
- **Moveable Furniture:** Use comfortable, durable, lightweight chairs and desks on wheels so students can choose how they work and teachers can rearrange the whole room in under three minutes.
- **Plenty of Storage & Displays:** Install several whiteboards and bulletin boards on the walls, and include mobile storage to organize teaching tools and student supplies.
- **Light & Air Quality:** Bring in as much natural sunlight as possible and use reliable heating and cooling systems to keep the air fresh and the temperature comfortable.

Appendix B - Portfolio Management & Past Investments

The District has a proven track record of managing its facility portfolio with agility. By prioritizing annual capital maintenance and making difficult decisions regarding properties in its portfolio, the Board has successfully invested nearly **$100 million** in improvements over the last 18 years without compromising the District's financial health or asking for community support through a referendum.

Active Facility Portfolio Management (2000–2025)		
Year	**Status**	**Property & Details**
2012	Closed	Hillside Elementary
2018	Sold	Central Administrative Office (Facility inefficient to use/maintain, costs to renovate prohibitive)
2020	New	Built New District Office on Fairview South Property
2021	Sold	Imperial Park to City of Brookfield (Acreage too small for school, location not central to student population)
2026	Sold	Hillside Elementary School to Private Developer (Enrollment forecast and western location did not support continued investment in facility)

Significant Facility Investments Over the Past Ten Years (2015-2025)			
Year Completed	**Facility Name**	**Project Description**	**Cost**
2015	Swanson	HVAC Upgrade	$3.9 M
2015	District	Dark Fiber Network with City of Brookfield	$1.2 M
2016	Swanson	New cafeteria/gymnasium addition	$2.4 M
2017	Burleigh	HVAC Upgrade	$4.2 M
2018	Wisconsin Hills	HVAC Upgrade	$4.8 M
2018	Brookfield Central & East	New softball diamonds and tennis courts	$3.7 M
2018	Brookfield Central	New Fabrication Lab	$380 K
2018	Brookfield East	Upgrades to District Nature Center	$60 K
2019	Pilgrim Park	Redesign of library learning spaces	$312 K
2019	Wisconsin Hills	Redesign of library learning spaces	$235 K

Year Completed	Facility Name	Project Description	Cost
2020	Tonawanda	Gym addition & HVAC upgrade	$7.3 M
2020	Brookfield East	Healthcare Innovation Lab	$250 K
2020	Brookfield Central & East	Stadium Lighting and Press Box (BC)	$773 K
2020	District Office	New construction	$5.2 M
2021	Brookfield Central	HS Baseball Field and Netting Updates	$1.4 M
2021	Brookfield East	HS Baseball Field and Netting Updates	$1.4 M
2021	Brookfield East	Library Renovation	$542 K
2022	Brookfield Elementary	Library Renovation	$448 K
2022	Burleigh	Gym Bleacher Updates	$105 K
2022	Burleigh	Replace Tennis Courts	$357 K
2022	Wisconsin Hills	Gym Bleacher Upgrade	$115 K
2022	Brookfield Central	Library Renovations	$550 K
2022	Brookfield Central	Pool & Pool Locker Room Updates	$1.5 M
2023	Brookfield Elementary	Playground Equipment	$50 K
2023	Burleigh	Library Renovation	$896 K
2023	Swanson Elementary	Playground Equipment and ADA Pathway	$100 K
2023	Wisconsin Hills	Tennis Court Replacement	$506 K
2023	Brookfield Central	Auto Shop Refresh	$663 K
2023	Brookfield East	Robotics	$1.6 M
2023	Brookfield East	Pool and Pool Locker Rooms	$2.1 M
2024	Brookfield Central	Woodshop Refresh	$206 K
2024	Brookfield Central	Pressbox	$300 K
2024	Brookfield East	Woodshop Refresh	$573 K
2025	Fairview South	Renovation (North wing)	$3.4 M

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Appendix C - Sample Improvement Projects

As outlined in the ***Funding Track: Annual District Budget*** (p. 9-10), the District conducts an annual process to identify maintenance and repair and school improvement project priorities. Sample projects are included to provide context to the cost estimates summarized in Facility Capital Investment Summary (2026-2041) on page 10.

Projected Sample School Improvement Projects		
School	**Phase 1 (2026-2031)**	**Phase 2 (2032-2041)**
Brookfield Elementary	Classroom Lighting Multi-Purpose Room Playground	Gym Folding Wall Playground Exterior Doors
Burleigh	Expand Accessibility in Band Room Renovate Art Rooms Cafeteria Refresh Playground	Playground Canopy Sprinkler System Classroom Refresh
Dixon	Library Renovation Playground Multi-Purpose Room Classroom Lighting	Exterior Doors
Swanson	Playground Equipment Additional School Storage	Resurface Playground Gym Bleachers
Tonawanda	No additional projects forecasted beyond the capital referendum improvements.	
Pilgrim Park	No additional projects forecasted beyond the capital referendum improvements.	
Wisconsin Hills	Office Renovation Gym Floor	Fitness Room Multi-Purpose Room Playground
Brookfield Central	Art, Choir & Orchestra Rooms Black Box Classroom Furniture Team Locker Rooms Athletic Storage	Science Rooms Soccer Fields Pool Filtration Turf/Track Replacement Tennis Court Maintenance
Brookfield East	Art, Business Education Rooms Fitness Center Black Box Cafeteria Athletic Storage Team Locker Rooms	Science Rooms Soccer Fields Pool Filtration Turf/Track Replacement Tennis Court Maintenance
Fairview South	No additional projects forecasted due to 2025 school renovations.	

Appendix D - Significant Enrollment Events

The District's enrollment patterns have often dictated facility decisions, especially opening or closing schools. Listed below are some of the key decisions that have been made by the Board of Education throughout Elmbrook's 60-year history.

Historical Summary of Board of Education Enrollment Decisions	
Year	**Event / Milestone**
1963-64	School District of Elmbrook began as a K-12 School District
1973	Cottage and Woodside Elementary Schools closed
1976	Leland Elementary School closed
1980	Fairview North Elementary School closed
1982	High school grade configuration changed to 9-12
1984	Fairview South, Linfield, and Swanson Elementary Schools closed. Fairview South reopened as a Special Education Cooperative. Burleigh transitioned from a Junior High to a K-6 Elementary School. Pilgrim Park was renamed to Elmbrook Middle School for grades 7-8.
1995-96	Swanson Elementary School reopened. Elmbrook Middle School returned to its original name (Pilgrim Park). Wisconsin Hills became the district's second middle school.
2001	New Dixon and Brookfield Elementary Schools opened
2010	$62.1 Million high school referendum renovations completed
2012	Hillside Elementary School closed
2016	Cafeteria/Gym expansion at Swanson increased enrollment capacity
2020	Gym expansion at Tonawanda increased enrollment capacity
2021	Universal 4K added at all elementary schools