Responsible Investment in the Stadium Complex: Meeting ADA and Safety Requirements While Expanding Community Use

Waterford Union High School District — Board of Education Packet

December 1, 2026 Board Meeting · Prepared by Luke Francois, Ed.D., Superintendent

Recommendation: Approve the full athletic master plan, an estimated $11.4M for the stadium, parking, baseball and softball. The district's debt levy stays at this year's $4.81M, so the plan needs no tax increase and no referendum. The project uses $2M the district already holds and a $9.4M note that PMA's plan pays off in three years, by March 2030. All district debt, including the 2025 referendum debt scheduled into the 2040s, is paid off with the fall 2033 levy. A companion Community Questions and Answers document answers the questions residents are most likely to ask.

Agenda

1. Why this work is needed now
2. The project
3. How it is paid for
4. Build now or wait: PMA's comparison
5. Compliance and timeline
6. What remains: a right-sized gymnasium
7. Board discussion and action

Why this work is needed now

The home bleachers fail the bleacher safety code, and the track, lights, parking and accessible routes are at or past the end of their service life.

Asset	Condition on record
Home bleachers (1,466 seats)	Fail ICC 300-2012: guardrail gaps over 4", guardrails below 42", wheelchair spaces used for garbage cans (J&D inspection, Aug. 22, 2025)
Track	Last resurfaced in 2014; one surface layer left and due for a recoat
Stadium lights	Installed about 1968; replacement parts no longer made; repairs in 2022 and 2026 cost tens of thousands of dollars each
Parking, entrances and walks	Pavement failing; north entrance must be regraded for ADA; culverts need replacing; no accessible sidewalk to ADA stalls
Playing field	One grass field carries football, soccer, band and community use; worn to soil by late October

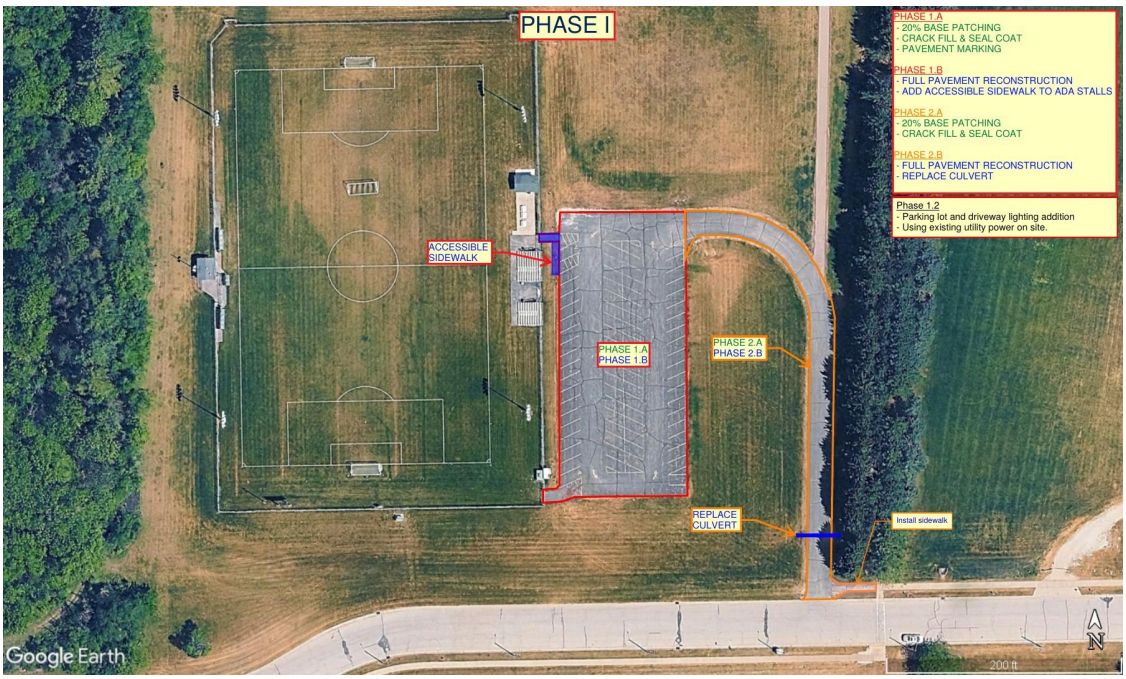


Figure 1. Soccer field parking lot and entrance drive: failed pavement, no accessible route to the ADA stalls and a culvert to replace. Source: Nexus Solutions pavement exhibit, Oct. 16, 2026.

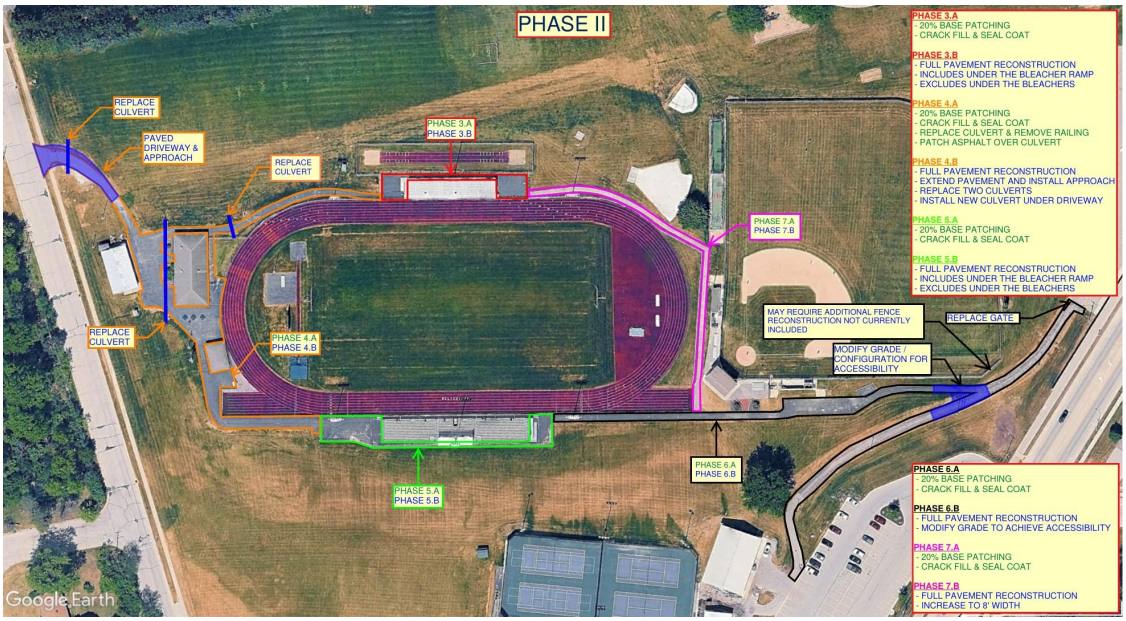


Figure 2. Stadium entrances, bleacher pavement and walks marked for reconstruction, including the north entrance that must be regraded for ADA access. Source: Nexus Solutions pavement exhibit, Oct. 16, 2026.

Doing the minimum is not free. POB priced a mill-and-overlay repair at $964,924. That money would resurface the track and pavement but leave the bleachers failing code, the lights unrepairable, the entrances inaccessible and the parking too small for stadium events.

The project

Point of Beginning (POB) designed the full athletic master plan and delivered final estimates on Oct. 23, 2026. POB designs all hardscape, including parking, entries and walks, and Nexus manages its construction.

Component (POB, Oct. 23, 2026)	Scope	Cost
Stadium and parking	Turf field, 8-lane track, field events, 2,000-seat home bleacher with veterans deck, press box, LED lights, scoreboard, new entries with ADA ramp and stair, retaining wall, practice field, expanded west lot and new stadium lot	$9,136,230
Baseball	Fencing, bullpens, double batting cage, fan space	$457,375
Softball	New field, dugouts, concession and press box, scoreboard, ADA walkways	$1,818,588
Total		**$11,412,193**

All figures include 25% for contingency, design, general conditions, bonds and construction administration. Turf and lighting for baseball and softball are optional add-ons and are not included.

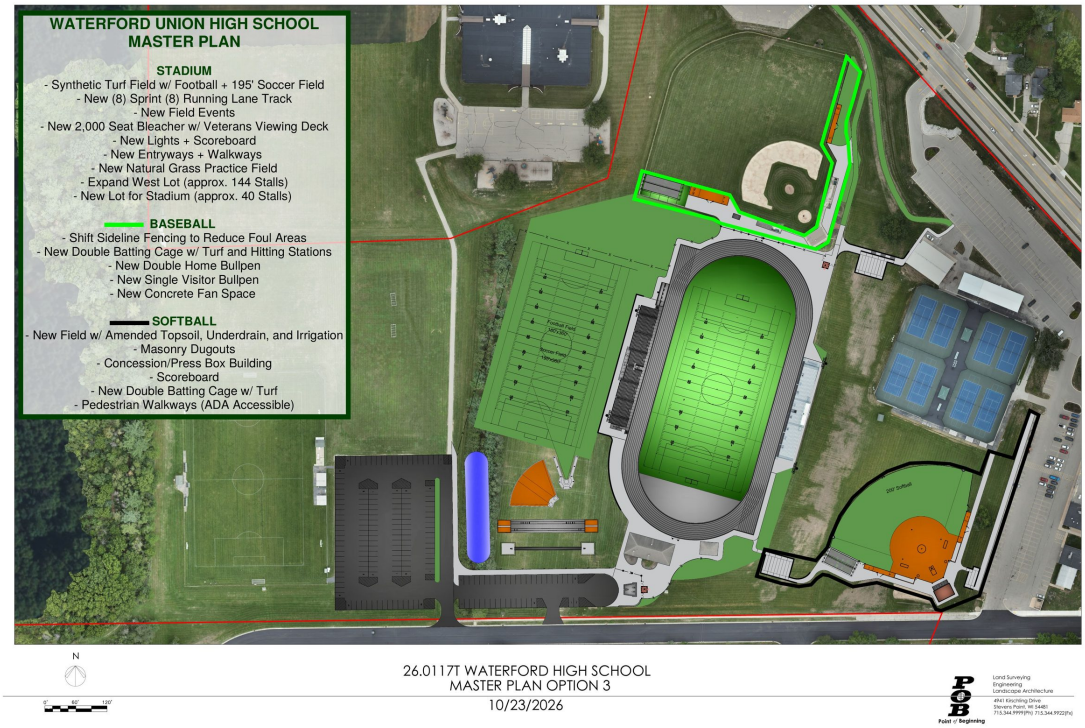


Figure 3. Full athletic master plan with stadium, parking, baseball and softball. Source: POB, Master Plan Option 3, Oct. 23, 2026.

How it is paid for

Source	Amount
Fund 46 capital improvement trust	$1,000,000
Unspent 2025 referendum bond proceeds (Fund 49), subject to bond counsel confirmation	$1,000,000
G.O. promissory note (Fund 38), repaid by the Fund 80 community service levy	$9,412,193 maximum

Source	Amount
Total	**$11,412,193**

PMA's financing plan (Scenario 2B, Nov. 20, 2026) borrows $9.4M on March 1, 2027 at an estimated 4.50% and repays it in three years. The district's combined debt levy stays at this year's amount of about $4.81M. After the note is paid, the same levy pays off callable referendum debt early.

Levy year (fall)	Existing referendum debt, after early payoff	Stadium note	Levy management	Combined debt levy
2026	$3,855,388	—	$952,574	$4,807,962
2027	$2,226,500	$5,135,888	($2,552,574)	$4,809,814
2028	$2,223,875	$2,586,213	—	$4,810,088
2029	$2,384,637	$2,423,325	—	$4,807,962
2030	$4,807,962	—	—	$4,807,962
2031	$4,807,962	—	—	$4,807,962
2032	$4,230,322	—	$577,640	$4,807,962
2033	$1,894,000	—	$847,110	$2,741,110
2034 and later	$0	—	—	$0

Levy management is money levied in one year and applied in another. It includes about $1.6M of Fund 39 balance already in the debt service accounts, which lowers the fall 2027 levy. The note's total interest is about $745,000. Early payoff saves about $2.6M of interest on the 2025 referendum debt. PMA will confirm the final schedule when the note is sold.

What this means

- **No increase in the debt levy and no referendum.** The debt levy stays at this year's $4.81M, the amount that holds the 4.15 rate when property values are flat.
- **Nothing is borrowed until bids are in.** The note is sized to actual bids, less sponsorships and grants received.
- **Paid off in three years.** The stadium note is retired in March 2030, before a future operating referendum would likely start.
- **All debt retired 12 years early.** The last debt levy is fall 2033. Under the original schedule, referendum payments run through 2045.
- **Required work first.** The safety, code and ADA problems are fixed in the first construction season.

One guardrail. Fund 80 can carry only the community share of the cost, and Baker Tilly confirms that share each year. Using the two-thirds community-use split presented to DPI, Fund 80 supports about $7.61M of the $11.41M. The $2M of district funds covers part of the rest. The remaining $1.80M must come from sponsorships and grants, or from a larger documented community-use share. Baker Tilly will review the split before the note is sold.

Build now or wait: PMA's comparison

The board asked whether it would be better to pay off old debt first and build later. PMA modeled both paths at the same $4.81M debt levy.

PMA, Nov. 20, 2026	Build now (Scenario 2B)	Pay off debt first, build in 2029 (Scenario 1)
Project borrowing	$9.4M, plus $2M of district funds	$13.01M (4.5% a year construction inflation)
Stadium interest	$745,425	$1,814,625
Referendum debt interest, after early payoff	$4,958,236	$2,202,480
Total principal and interest	$40,003,661	$41,927,105
With the $2M of district funds counted	about $42.0M	about $41.9M
Facility ready	Fall 2027	About fall 2029
Last debt levy	Fall 2033	Fall 2034

The total cost is about the same either way. Waiting saves interest on the old debt but pays about $1.6M more for the same project and about $1.07M more in project interest. The real difference is timing. Building now fixes the bleachers, lights and accessibility two seasons sooner and retires all debt a year earlier. Waiting carries two more years of construction price risk. If construction inflation runs above 4.5%, waiting costs more. If it runs below, waiting costs less.

Compliance and timeline

DPI confirmed the accounting is acceptable: debt in Fund 38, levy in Fund 80, transfers to pay the note. DPI did not rule on whether specific costs qualify; the auditor attests to that each year based on the district's documentation. Bond counsel saw no legal barrier. After the board adopts the note resolution, residents have 30 days from the public notice to petition for a referendum.

1. **Dec. 1, 2026:** Board adopts the initial note resolution, the community-use policy and project approval.
2. **By Dec. 11:** Class 1 notice published.
3. **About Jan. 10, 2027:** 30-day petition period closes.
4. **January–February 2027:** Bids, Baker Tilly review, note sale and contract awards.
5. **March 1, 2027:** Note issued.
6. **May–August 2027:** Stadium, parking and baseball construction, alongside the final months of the 2025 referendum project. Softball follows as bids and sponsorships allow.
7. **Fall 2027:** First Fund 80 levy for the note, within the $4.81M debt levy.
8. **March 2030:** Final note payment.
9. **Fall 2033:** Last debt levy for all district debt.

What remains: a right-sized gymnasium

With the athletic complex done, one item is left in the 10-year facilities plan: a right-sized gymnasium. The 2025 referendum project completes the classrooms and building systems, and this plan completes the athletic fields and parking. With the stadium note paid in 2030 and all debt paid by fall 2033, the board would decide whether and when to ask voters about a gym, with everything else finished and paid for.

Recommended motions

Bond counsel and legal counsel will draft final wording.

December 1, 2026 meeting

1. Adopt an initial resolution under Wis. Stat. § 67.12(12) for a G.O. promissory note of up to $9,412,193, repaid through a Fund 80 levy transferred to Fund 38. Direct the clerk to publish a Class 1 notice within 10 days.
2. Approve the full athletic master plan (stadium, parking, baseball and softball) at an estimated $11,412,193. Apply $1,000,000 from Fund 46 and $1,000,000 of unspent 2025 referendum bond proceeds, subject to bond counsel confirmation. Authorize POB and/or Nexus to bid the work in January.
3. Adopt the Stadium Complex Community Use Policy and find that the community-use share is a community program under Wis. Stat. § 120.13(19).
4. Direct the Superintendent to pursue sponsorships, naming rights and grants to reduce the note.

February 2027 meeting

1. Award construction contracts based on bids.
2. Adopt the resolution awarding the sale of the note, sized to bids, less sponsorships and grants received, and within the amount Baker Tilly supports.