

An Activity of the W.E. Upjohn Unemployment Trustee Corporation

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### The La Crosse Promise – Economic Impact Study

submitted by

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to

The La Crosse Promise  
School District of La Crosse  
City of La Crosse  
La Crosse County

FINAL REPORT – December 2008

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## **I. Introduction**

In June 2008, the W.E. Upjohn Institute for Employment Research was contracted to undertake an economic impact study of a universal, place-based scholarship program for La Crosse, Wisconsin. The study was commissioned by the La Crosse Promise, a collaborative effort involving the School District of La Crosse, the City of La Crosse, and La Crosse County established to examine the possibility of developing a program along the lines of the Kalamazoo Promise for the La Crosse area. In their Request for Proposals, issued in spring 2008, leaders of these organizations noted that, “The city and school district of La Crosse are experiencing many of the trends that are typical to urban centers – population decline, school consolidations, concentrations of poverty, etc.” Among the troubling indicators confronting the region are a decline in the population of the City of La Crosse, growing concentrations of low-income students and aging infrastructure in the region’s largest school district, and regional sprawl that is consuming farmland and natural assets while creating new challenges of congestion and service delivery. As a response to these issues, leaders of the city, county, and school district have come together to explore the potential impact of a universal, place-based scholarship program modeled along the lines of the Kalamazoo Promise.

In July, researchers from the Upjohn Institute visited La Crosse, interviewed key stakeholders, and met with the work group responsible for moving the project forward. Based on these meetings, the Institute developed several alternative models for a scholarship program that were shared with the work group. This economic impact study is based on the scenario selected by the scholarship partnership – a model in which college scholarships are extended to all students who meet minimum enrollment and residency requirements within the School District of La Crosse, with a sliding scale of coverage to offset property tax rates that differ across the eight municipalities that comprise the district.

## **II. Background**

### ***A. The Kalamazoo Promise***

Announced in November 2005, the Kalamazoo Promise guarantees full college scholarships to potentially every graduate of the Kalamazoo Public Schools (KPS). Behind the scholarship program, which is funded by a group of anonymous donors, is an economic development agenda that seeks to revitalize the city and the region through a substantial investment in public education. It is an unorthodox approach and one that has drawn widespread national media coverage and the attention of dozens of communities across the nation that are interested in emulating key aspects of the program.

The Kalamazoo Promise differs from most other scholarship programs in that the allocation of funds is based not on merit or need, but on place. Beginning with the class of 2006 and continuing in perpetuity, any KPS graduate who has been continuously enrolled in and resided in the district since Kindergarten will receive a scholarship covering 100 percent of tuition and

mandatory fees at any of Michigan's 44 public colleges or universities. Graduates who have attended a KPS school and lived in the district for four years receive a 65 percent scholarship, with a sliding scale for those in between. There are few strings attached: students must maintain a 2.0 GPA in their college courses and make regular progress toward a degree.

Three years after its announcement, the scholarship program has yielded positive developments for the school district, students, families, and the broader community, although tangible economic gains have been slower to materialize.

- After shrinking by 20 percent between 1985 and 2005, enrollment in the Kalamazoo Public Schools has increased by 13.6 percent in the three years since the Kalamazoo Promise was announced.
- Increased enrollment has translated into almost \$12 million in new funding for the school district. (In Michigan, schools are funded almost exclusively through a state foundation grant of approximately \$7,500 per year per pupil.)
- Voter support for a school district capital millage in the months following the announcement of the Kalamazoo Promise made possible the first construction of new school buildings in the district in 35 years, with a new elementary school opening in 2008 and a new middle school scheduled to open in 2009.
- College scholarships have been utilized by 1,117 students from the first three graduating classes to receive the Kalamazoo Promise, or 80.1 percent of those eligible.
- More than 60 percent of students receiving Kalamazoo Promise scholarships have opted to attend one of two local institutions of higher education, meaning that their scholarship dollars and discretionary spending have remained within the local economy. Of scholarship recipients currently enrolled in college, 33 percent attend Kalamazoo Valley Community College, a local two-year institution, and 29 percent attend Western Michigan University, a four-year research university located in Kalamazoo. Of the \$7.5 million in scholarship funds distributed thus far, \$3.7 million, or almost half, has gone to local institutions.
- The availability of scholarship funding has led the district's higher achieving students to attend more expensive (and selective) institutions.<sup>1</sup> Enrollment of KPS graduates at the University of Michigan and Michigan State University has almost quadrupled in the three years since the program was announced, with 200 (or 24 percent) of current scholarship users now attending these highly competitive schools.
- Tutoring, mentoring, and other support services for students have expanded dramatically since the announcement of the Kalamazoo Promise. For example, the number of children

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<sup>1</sup> See Rodney J. Andrews, Stephen DesJardins, and Vimal Ranchhod, *The Effects of the Kalamazoo Promise on College Choice*, Working Paper, Center for Local, State, and Urban Policy at the University of Michigan, October 2008.

served by Big Brothers Big Sisters grew by 77 percent between 2005 and 2008; in the most recent school year over 59,000 hours of volunteer services were provided to students through the Kalamazoo Communities In Schools organization; and new tutoring and student support programs have been created at area churches and community organizations.

The economic development impact of the program has not been as pronounced as its educational and social effects in part because economic decisions unfold over a longer time frame and in part because of a challenging economic climate at the state and national, and to a lesser degree, regional level. Among the positive economic signs apparent thus far are the following:

- The region's chief economic development entities have aligned themselves and their marketing efforts around a vision of Kalamazoo as the "Education Community." The Kalamazoo Promise has been used energetically to promote business investment in the region and recruit employees. Among the job-creation announcements in 2008, several employers mentioned the Kalamazoo Promise and the high-quality educational institutions in the community as reasons for their investment.
- In 2008, there was a larger-than-expected rise in taxable value in Kalamazoo County due to new residential construction within the Kalamazoo Public Schools district.
- While building permits for new residential housing have fallen throughout the county, including within the school district's boundaries, permits issued within the district now account for a larger share of the total.
- The impact of the Kalamazoo Promise on home sales is inconclusive. Several developers announced their intention to build new homes after the program was announced, but a depressed real estate market has led to cutbacks in these initial plans. While some new homes have been built since the announcement of the scholarship, this activity is taking place largely in the suburban townships that lie within school district boundaries but are outside the urban core.
- To date, the anonymous donors funding the Kalamazoo Promise have paid out \$7,453,000 in scholarships. To the extent that these funds replace households' college savings, they may have generated an increase in disposable income for local families.

Longer-term goals for the program include higher lifetime earnings for young people, a better-trained workforce to serve area businesses, and a school district with greater socioeconomic diversity (KPS currently has a low-income student population of 65 percent). Beyond its impact on human capital and the educational system, the Kalamazoo Promise is envisioned as a catalyst for economic growth and development. By creating incentives for current residents to remain in the district and new residents (especially those with children) to move in, the scholarship program is expected over time to bring about a tightening in the slack housing market and higher property values. The Promise also makes the community more attractive for businesses seeking to invest, expand, or relocate. Critical to the realization of these goals is the unlimited time frame

of the Kalamazoo Promise and the alignment of diverse community stakeholders around a common vision.

Since the Kalamazoo Promise was announced, several other communities, including Pittsburgh, El Dorado (Arkansas), and Denver, have implemented programs that incorporate some of its key elements, and many more such programs are in the works. In June 2008, more than 200 representatives from eighty communities convened in Kalamazoo for the first annual PromiseNet conference to learn from each other about the challenges and opportunities involved in creating a universal, place-based scholarship program. A second conference will take place June 24-26, 2009, in Denver.

Why has the model pioneered by the Kalamazoo Promise has been replicated so widely? The answer lies in a set of challenges shared by many different kinds of communities. For decades, policymakers all levels of government have experimented with diverse approaches to stimulating local economic development and increasing access to higher education. At the turn of the 21<sup>st</sup> century, both goals are more important than ever. Cities, especially those in the industrial regions of the Northeast and Midwest, have struggled to maintain their economic vitality in the face of job loss, population decline, and the hollowing out of the urban core. At the same time, the changing nature of employment in the United States and increased global competition has led to a widespread belief that higher education is essential for an individual's success in today's economy. The Kalamazoo Promise represents an unprecedented joining of these two agendas and suggests that the best strategies for increasing educational attainment and promoting economic development may be one and the same. By supporting and encouraging higher education for local youth, communities not only increase the human capital of their residents but also position themselves for greater competitiveness in the global economy. The vitality of cities is part of this vision, as is an integrated strategy for regional economic development.

### ***B. The La Crosse Promise***

The La Crosse Promise is part of an ongoing effort to foster regional cooperation and meet the emerging needs of the city, the county, and the school district (see further discussion of collaborative activities on pp. 9-10). Formed in 2007, the partnership includes high-level representatives of the school district, city, and county who have met regularly for the past year. In pursuing the idea of a La Crosse Promise, the work group seeks to address several goals simultaneously:

- To reverse current development trends and revitalize the urban center by
  - promoting reinvestment in the urban core,
  - creating better regional tax rate equality,
  - reversing the decline in enrollment in the public schools, and
  - developing a better-trained local workforce.
- To create a culture in which all students believe that they can go as far in education as they desire, and then help them achieve their goals by enhancing their financial, social, and emotional preparedness for higher education.

- To improve the quality of life for the community by
  - developing in a more sustainable fashion,
  - stabilizing and improving crime rates, and
  - alleviating concentrations of poverty
  - revitalizing neighborhoods by providing a diverse and high-quality range of housing options

To achieve these goals, the partnership is proposing a program with several components, including a universal, place-based scholarship program along the lines of the Kalamazoo Promise, the establishment of Future Centers within every district high school based on a similar structure in place in Denver, and community development efforts that include reinvestment in quality, diversified housing opportunities, business recruitment and retention, and quality of life enhancements. This is a complex undertaking and one that will require extensive community mobilization and buy-in, but La Crosse is well positioned to embark on such a process by virtue of its many community assets.

### **III. Community Assets**

The La Crosse metropolitan region has some important assets that it can leverage in pursuing a scholarship program and the community alignment effort that must accompany it. These assets include the following:

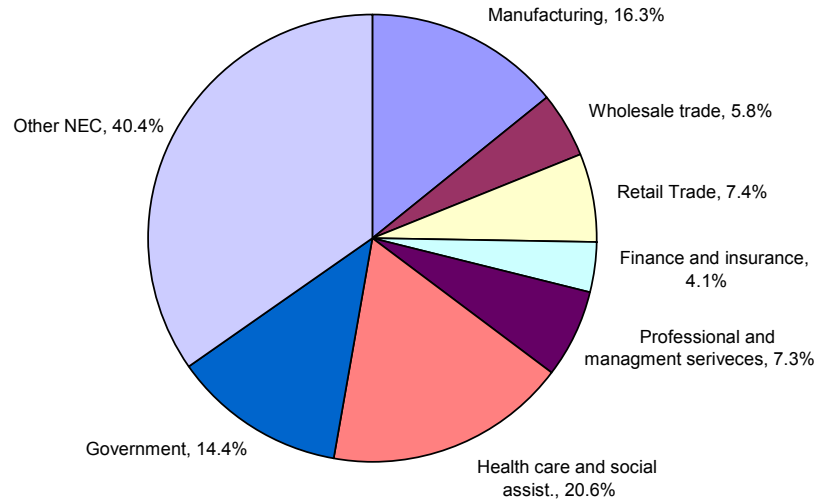
#### ***A diverse and relatively stable regional economy***

The regional economy is characterized by stable employment; a transportation infrastructure that includes a regional airport, freight and passenger rail lines, and access to the Mississippi River; and a wide range of recreational and leisure activities. The metropolitan region has received recognition as a leading small metropolitan area for doing business and for quality of life indicators.

As shown in Chart 1 below, no single industrial sector dominates the La Crosse County economy. Health care and social services accounted for 20.6 percent of the county’s earned income in 2006; manufacturers contributed 16.3 percent of income; and government, including the University of Wisconsin at La Crosse, accounted for another 14.3 percent.

The vitality of the county’s economy may best be reflected in the fact that it has experienced only three years of negative employment growth – 1983, 1989 and 2002—during the past 30 years. From 1977 to 2007, employment increased at an impressive 2.0 percent annualized rate in the county, compared to 1.7 percent nationwide. During the past 10 years, county employment growth slowed to a 1.1 percent annualized rate matching the national performance.

**Chart 1 Distribution of Earnings by Industry in La Crosse County**



Source: BEA-REIS

Manufacturing	Wholesale trade	Retail Trade
Finance and insurance	Professional and Management Ser	Health care and social assist.
Government	Other NEC	

Regional economic strength is also seen in a low unemployment rate. In 2007, the unemployment rate in the La Crosse metropolitan area was 4.1 percent, compared to a national average of 4.6 percent; for the first nine months of 2008, the unemployment rate stood at 4.3 percent, compared to 5.4 percent nationally. The area's strong economy can take at least partial credit for the net migration of nearly 2,000 individuals into the county between 2000 and 2007.

A range of public-private partnerships, such as the La Crosse Area Development Corporation (LADCO), the 7 Rivers Region, the Mississippi River Regional Planning Commission (MRRPC), and the University of Wisconsin-Extension are focused at least in part on regional economic development. There is a relatively long track record of regional collaboration, including annual county collaboration conferences that have occurred for the past seven years. Collaborative efforts have accelerated in recent years as the county has assumed a larger role in economic development.

***An urban center that includes cultural amenities, institutions of higher education, and leading health care facilities***

The City of La Crosse, located at the confluence of three rivers, has approximately 51,000 residents. The city is home to the area's largest employers, including two hospitals and three post-secondary institutions (see below), and provides many of the region's cultural and natural amenities. Historic Downtown La Crosse, which is listed on the National Register of Historic

Places, is one of the largest commercial historic districts in the state and the recipient of a Great American Main Street Award from the National Trust for Historic Preservation. Riverside Park parallels the Mississippi River, which boasts two 1900s-era steamboats, including the only authentic steam powered passenger vessel on the upper Mississippi. The city is home to a student population of approximately 18,000, and offers cultural amenities such as an arts center, a symphony orchestra, 570 acres of parkland, and diverse restaurants and entertainment venues.

Three institutions of higher education are also located within the city. These include the University of Wisconsin – La Crosse, with an enrollment of approximately 10,000 students -- the second most selective campus in the statewide system; Viterbo University, a private, Catholic school with an enrollment of about 3,000 that offers a well-rounded undergraduate curriculum as well as masters degrees in education, nursing, and business administration; and Western Technical College, with about 5,000 full- and part-time students, which is part of the statewide Wisconsin Technical College System.

The city boasts a well-developed health care industry that includes two hospitals and partnering clinics: Gundersen Lutheran Inc. is a comprehensive healthcare network serving patients in 19 counties. In 2008, for the second year in a row, it was ranked number one in Wisconsin for critical care services and is a recipient of the 2009 clinical excellence award. Franciscan Skemp Healthcare, part of Mayo Health System, is an integrated healthcare delivery network serving residents of an 11-county area. The two hospitals and three institutions of higher education have joined together in the La Crosse Medical Health Science Consortium designed to enhance health care, strengthen medical health science education, and encourage applied research initiatives.

***A public school district that offers diverse instructional options, low class sizes, and competitive test scores***

The School District of La Crosse serves a population of 80,000 that includes all of the City of La Crosse and all or part of the towns of Medary, Shelby, Campbell, Bergen, Greenfield, Hamburg, and Washington. Approximately 7,100 students attend 12 elementary schools (including two charters), four middle schools (including one charter), and three high schools (including an alternative charter high school with campuses at both high school locations). The district also offers a range of thematic programming, including School on the River, the Medical Partnership program, and multiple campuses of the School of Technology and the Arts. Free preschool is available for all four-year-olds in the district, and full-day kindergarten is in place for all students. The school district is recognized as a leader in socioeconomic integration. Per-pupil expenditures are among the highest in the state (20 percent above the state average).

La Crosse's key public sector institutions – the city, the county, and the school district – have taken the initiative to work together to address the area's emerging challenges proactively. One example is the Community Collaboration, which has been meeting regularly for over two years. The purpose of the Community Collaboration efforts are: "to strengthen collaboration and improve communication between our organizations." The groups first efforts were to identify and document existing collaborative efforts and identify actionable future efforts in the areas of Human Resources, Building and Grounds, Purchasing, Client Services, and Technology. Collaborations have occurred among all these identified core areas. One specific outcome has

been cost savings in terms of purchasing and human resources training programs. Earth Day and Earth Week activities were planned jointly, and the School District has shared their experiences of cost savings related to sustainability programs with the City and County. The La Crosse Promise is just one of many examples of an ongoing commitment to collaboration between the School District of La Crosse, La Crosse County and the City of La Crosse.

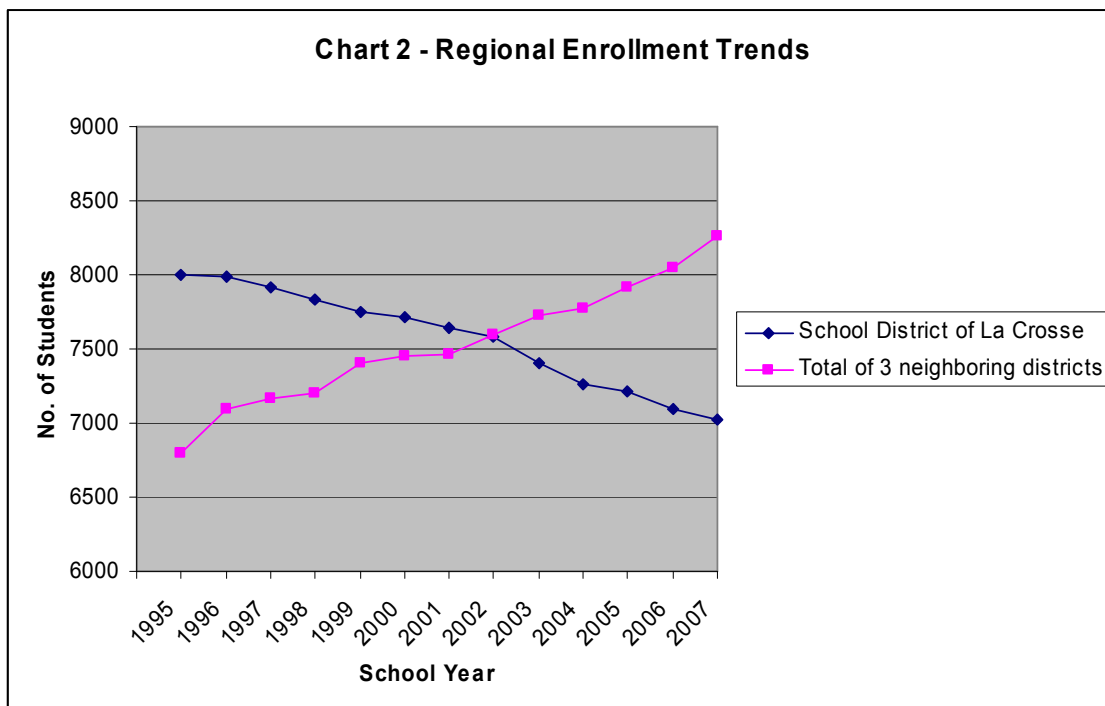
Leaders of these institutions have exhibited the ability to cooperate and compromise, reflecting a recognition that their common interests will be served best through a sustained collaborative effort. The community’s many tangible assets, as well as this spirit of collaboration mean that the La Crosse community is embarking on the creation of a scholarship program from a position of considerable strength.

#### IV. The Partners

The planning process for the La Crosse Promise brought to the table three key public sector institutions, each facing a different, albeit overlapping, set of goals and priorities that can be addressed at least in part through a place-based scholarship program and related interventions. The partners have exhibited a unique commitment to collaboration and to devising a program that addresses to some degree the needs of all three institutions. This section summarizes the key challenges facing each of the three planning partners.

##### A. School District of La Crosse

The School District of La Crosse has experienced a long-term decline in enrollment of 1-2 percent annually for over a decade. This downward trend is more dramatic when seen in the context of enrollment growth in surrounding school districts (see graph below).



The district's low-income population, as measured by the percentage of students qualifying for free or reduced-price meals, is also rising, and currently stands at 42 percent, up from 36 percent five years ago. Again, this number is most striking when compared to surrounding districts that have rates of students qualifying for free or reduced-price meals ranging from 17 to 23 percent.

Most of the school buildings within the district are relatively well-balanced in terms of socioeconomic status, although two elementary schools have high concentrations of low-income students (Franklin Elementary with 71.3 percent low-income students and Hamilton ELC with 78.4 percent).

On the financial front, the district faces two interconnected problems. The first is a funding deficit of 2-2.5 percent per year that results from state-mandated revenue limits of 2.3 percent annually compared to a 4.5 percent annual increase in expenses. The second is a pressing need for infrastructure improvements. There have been no building replacements since 1992, the average building is over 50 years old, and 17 of the district's 29 boilers have no remaining life expectancy and are scheduled to be replaced. Voters passed operating referenda in November 2004 and April 2008 to help address the funding deficits noted above, but at the same time narrowly rejected raising funds for capital improvements. In November 2008, voters approved a scaled-back capital referendum that will provide the district with \$18.5 million in new money to be used primarily for facilities upgrades, but this amount falls far short of current needs. (An independent study completed in 2006 identified \$112 million in needed facilities upgrades.) Infrastructure upgrades are essential if the School District of La Crosse is to be able to compete with surrounding districts, where rising enrollment has led to the construction of new school buildings. Local leaders believe that the appeal of these new facilities has contributed to the out-migration of families with young children from the School District of La Crosse, and that updated facilities are essential for attracting new families to the area's largest school district.

***The school district is motivated to support the La Crosse Promise in order to provide equal access to higher education for all its students, help stabilize and eventually increase enrollment, reverse a growing concentration of low-income children in the district, and secure continuing community support for operating expenses and infrastructure needs.***

### ***B. La Crosse County***

The county is made up of 18 distinct municipalities, eight of which lie (either completely or in part) within the school district's boundaries. (The school district also encompasses two towns in neighboring Vernon County.) Each of the county's municipalities sets its own millage rates, and tax rates vary widely depending on residence; to illustrate, the annual tax on the average house assessed for \$144,510 (2007)<sup>2</sup> in the school district would be \$4,472 in the City of La Crosse (based on a millage rate of .028), while it would be \$2,126 in the Town of Medary (based on a

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<sup>2</sup> This estimated value is based on the household-weighted average value of an owner-occupied home within the school district in 2000, or \$94,743. According to the U.S Census, the average price of an owner-occupied home in La Crosse County increased by 6.2 percent annually from 2000 to 2007. Applying this appreciation rate to the 2000 average value of a home in the district yields the estimate of \$144,510. This estimate is lower than the average list price of \$156,252 for homes on the market in the City of La Crosse during the first eight months, according to the Multiple Listing Service, but higher than the average price of homes sold, \$127,731.

millage rate of .015). Lower tax rates, the amount of land available for development, and newer housing stock in the outlying areas of the county has led to sprawl and the consumption of farmland, and raised questions about the sustainability and environmental costs of regional growth. These development patterns also make the delivery of services more difficult and increase the cost of road maintenance and other services. County leaders are concerned that without an investment in the vitality of the urban core, population will continue to move outward and concentrated poverty will spread from the core city into the inner ring of suburbs as it has in other regions.

***The county is motivated to support the La Crosse Promise to address urban sprawl, reverse the degradation of the urban core, compensate for tax base disparities across the county, facilitate better land use planning, encourage regional economic development efforts, and preserve the area's farmland and environmental quality. All of these strategies will help the county control spending and use current infrastructure to deliver services in an efficient manner.***

### ***C. City of La Crosse***

The City of La Crosse has in recent years begun to witness some of the negative trends experienced by urban areas across the nation, including a growing concentration of poor households, aged and deteriorating housing stock, little room for new housing construction, and a flight of middle-class families to outlying areas as a result of higher tax rates and older housing stock in the urban core.

Poverty in the region is concentrated in the City of La Crosse, which houses 75 percent of all individuals living in poverty who reside in the county. Of city residents, 23.1 percent (and 27.2 percent of children) fell below the poverty line for 2005-07, compared to the county's rate of 14.3 percent (and 16.2 percent of children).. In two of the city's neighborhoods (Census Tracts 4 and 5), more than 40 percent of the population was in poverty, according to the 2000 Census. Poverty is increasing in both the city and the region. The poverty rate rose for the city from 17.2 percent in 2000 to 23.1 percent in 2005-07. Over the same time frame, the poverty rate for the county rose from 10.7 percent to 14.3 percent. Not only do high rates of poverty add to public service responsibilities of the city but they also hinder its revenue generating abilities.

As is true today for most of the United States, La Crosse's housing prices are in decline. According to Office of Federal Housing Enterprise Oversight (OFHEO), housing prices in the La Crosse metropolitan area peaked in the second quarter of 2008 and have fallen by 2.8 percent in the third quarter. Another sign of the area's weakening housing market is that during the first eight months of 2008, houses sold were on average selling for only 81.7 percent of the area's average listing price, according to data from the Multiple Listing Service Incorporated.

The city is constrained in terms of geographic growth due to the fact that it is bounded by the Mississippi River, the bluffs, and a flood plain, making expansion impossible. The city is home to roughly 40 percent of the county's population and 60 percent of its jobs. Many of these jobs are filled by suburban commuters who return to their own communities at the end of the day. The need for greater density and higher levels of homeownership has led the city to support strategies that will attract individuals who choose to live and work downtown, create greater

socioeconomic balance in the urban core, and serve the growing demand for housing, such as condos, from retirees who want to live near the city's amenities.

***The city is motivated to support the La Crosse Promise to attract and retain a diverse mix of families in the urban core, provide greater educational opportunity for low-income youth, further develop the local workforce, strengthen local institutions of higher education, increase real estate values, and attract new businesses to the community. By fostering and promoting a culture in which education is valued, civic leaders expect to help create a labor market that can attract quality businesses offering high demand/ high income jobs.***

Designing a scholarship program that addresses these multiple goals and priorities is a complex endeavor, but city, county, and school district leaders have shown a commitment to compromise and creative thinking. Through their efforts they have arrived at a scholarship structure and related initiatives that take into account the needs of all three key players and the community as a whole.

## **VI. Scholarship Program Options**

Institute staff initially prepared several alternative scenarios for consideration by the work group. The basic structure and goals of each is summarized here, ranging from the broadest to the most focused. All four scenarios include the establishment and staffing of Future Centers at both of the district's high schools to help students prepare for higher education and access financial aid.

***A. A universal, district-wide scholarship.*** Modeled on the Kalamazoo Promise, under this scenario the same level of scholarship funding would be available to every student enrolled in the School District of La Crosse. (An even broader variation would include all private school students that reside within district boundaries.) The motivation for such an approach is to make a college education accessible to all students regardless of financial need or academic merit. The chief strengths of the approach are its simplicity and its impact in positioning La Crosse as an "education region"; however, such a program would do nothing to compensate for differential tax rates throughout the region and hence would not create any new incentives for living in the City of La Crosse or for reducing sprawl at the margins.

***B. A universal but differential-rate scholarship based on municipality of residence.*** Under this plan, every student in the School District of La Crosse would receive a scholarship regardless of need or academic standing, but the amount of the scholarship would be scaled to compensate for the tax rate of the municipal jurisdiction within which the student resides. The motivation for this approach is to balance the multiple goals of increasing educational opportunity for all the district's students, compensating for differential tax rates across the district's municipalities, and creating incentives for urban economic development and the containment of sprawl. This is the scenario selected by the work group for further consideration, and its strengths and weaknesses are assessed below.

***C. A two-tiered scholarship system, universal within city boundaries and needs-based in other areas of the district.*** This scenario proposed a two-tiered system in which residents of the City of La Crosse would receive scholarships regardless of financial need or academic merit, while

residents of other jurisdictions would be awarded scholarships based on financial need. The strength of this proposal is that it offers a strong incentive for moving into the city, thereby strengthening the urban core, while at the same time opening up greater educational opportunity for low-income students throughout the district. The weaknesses of this proposal are that it is more complex to administer than a universal program, it could create divisiveness within the school district (and indeed within individual schools) since it is not a universal program, and it offers nothing to middle-income families outside the city boundaries who are increasingly squeezed by college costs. Income-based qualifications for scholarships are also problematic because they can be stigmatizing and some families will choose not to apply for the available funds.

***D. A scholarship program for residents of the City of La Crosse; expanded college access support throughout the district.*** Under this scenario, scholarships would be made available only to city residents. The strengths of this program are its simplicity, its likely attraction of new families (especially those that value higher education) to the city, and a possible contribution to the slowing of regional sprawl. The weaknesses of this approach are that it creates “haves” and “have-nots” within the district, that it entails some political risks, and that it increases the challenge of raising funds for the program. We recommended that if this option were to be pursued, it would make most sense to break apart the La Crosse Scholarship Partnership and have the City of La Crosse take the lead on the scholarship program. The School District would be charged with establishing Future Centers and fostering a college-going culture in all its schools, and the county would focus on regional land use planning.

## **VII. The La Crosse Promise**

The work group opted to pursue Scenario B and developed a plan that seeks to address and balance the multiple goals of increased educational opportunity for area youth, fiscal equalization for the county’s homeowners, and urban economic development. One of the key challenges for the continued vitality of the region and its urban core is a tax structure that creates financial incentives for out-migration. By using the scholarship program as an instrument to compensate city residents to some degree for their higher tax rates, the La Crosse Promise seeks to neutralize this incentive and reverse the linked dynamics of urban depopulation and regional sprawl.

The proposed plan recognizes explicitly that a scholarship program is only one element in a broader set of approaches that are necessary to achieve these goals, including ongoing land use planning to contain sprawl, continued efforts to maintain and increase the high quality of the school district, and city-led efforts at urban redevelopment, downtown revitalization, and poverty alleviation. To borrow a well-worn cliché, the La Crosse Promise is simply one instrument in the region’s community development “toolbox.” It is, however, an especially important tool not simply because of the impact of the scholarship program per se, which if used correctly can serve to address many stakeholder concerns, but because it strengthens the region’s collective vision and serves as a model for other collaborative efforts.

## ***A. Structure***

The plan has three elements:

### **1. The La Crosse Promise Scholarship**

Under this plan, every student in the School District of La Crosse will receive some level of scholarship funding, with residents of the city receiving the full amount of the scholarship and residents of other municipalities receiving a percentage of based on differences in the tax burden (see attached La Crosse Promise spreadsheet for details of model). Scholarships will be awarded on a “last dollar” basis, meaning that all other available sources of funding (federal, state, college, and private aid) will be accessed, with the La Crosse Promise making up the difference.

### **2. Future Centers**

An integral element of the strategy is the allocation of new resources to facilitate college preparedness and planning, and to assist students in applying for financial aid. Modeled on the approach of the Denver Scholarship Foundation (DSF), Future Centers would be established in the two high schools as centralized sites for the delivery of academic and college access services. The Future Centers would not seek to displace existing pre-collegiate service providers or school-based guidance counselors, but to combine their work in a centralized location to allow for data sharing, easy access to resources for students and their parents, and access to a variety of pre-collegiate informational events. Each center would also have a full-time College and Financial Aid Adviser whose position would be funded through the La Crosse Promise. Resources provided through the Future Centers could include:

- Financial aid and FAFSA workshops
- Assessment and tracking of needs to connect students with appropriate services
- Scholarship nights
- College fair(s) in cooperation with high schools
- Access to national scholarships and scholarship application assistance
- College tours and visits
- Financial application forms and assistance in completing the Free Application for Federal Student Aid (FAFSA)
- Connections to other pre-collegiate programs
- College guidance services that match students with higher education institutions according to the students' interests

### **3. Community Development Activities**

The third component of the plan (the costs of which are not assessed here) is an integrated community development effort to increase the range of housing options available in the urban core, create greater socioeconomic integration within neighborhoods, strengthen

business recruitment and retention efforts, continue to develop the downtown district, and enhance the quality of life for residents of the urban core and the region.

### ***B. Strengths and Weaknesses***

The proposed plan, especially the differential-rate, last-dollar scholarship for district students, has the following strengths:

- It supports a shift from investing in physical infrastructure to investing in human capital, the development of which is increasingly vital for a region's success in a competitive, globally linked world economy.
- It responds to the needs of the multiple stakeholders involved in the planning process.
- The universal character of the program, with scholarships available to all the district's students (although at varying levels of funding), preserves the essence of the Kalamazoo Promise model in that it is place-based and universal, and thereby should yield economic development benefits as well as enhanced access to higher education.
- It fosters a college-going culture throughout the district and provides new resources to help students pursue their plans for higher education.
- It seeks fairness and equity in compensating for the differential tax rates that exist across the county and that penalize residents of the urban core.
- The slight scholarship advantage granted to city residents should work somewhat in favor of controlling sprawl.

The chief weakness of the plan is its relative complexity, which has several implications:

- The sliding scale developed to compensate for differential tax rates is more complex to administer than a single scale, thereby increasing administrative costs.
- Last-dollar scholarship programs are more time-consuming to administer than first-dollar scholarships because every student's scholarship must be calculated individually based on the decisions of several other institutions (e.g., federal aid programs, colleges, and private donors). Some communities have in fact abandoned the last-dollar approach because they found its administration unworkable.
- The greater the complexity of the program, the more likely that unanticipated issues will arise and that there will be more requests for appeals on the part of students and families. This, too, will raise administrative costs.
- The more complex the plan, the more difficult it is for families to understand, and therefore the weaker the impact of the scholarship in changing incentives (e.g., fostering a college-going culture, encouraging families to move into the district or the city).

Students and parents may be less likely to undertake the application process because of this complexity.

### ***C. Cost Estimates***

#### **1. La Crosse Promise Scholarship**

The cost of the proposed scholarship program will depend on the follow factors:

- Enrollment impact of the scholarship, including both students residing in the School District of La Crosse who transfer from their private or home-school environment and students who with their families move into the district due to the Promise.
- The percent of eligible graduates who take advantage of the scholarship and go to an approved vocational/technical college, two-year college or four-year university.
- The percent of scholarship students who complete their college education.
- The amount of public and private grants and scholarships that students receive in addition to the scholarship funding.

We estimate that if the scholarship was announced in the spring of 2009 for the following school year (2009-2010), the district's enrollment would increase by 273 students, as shown in Table 1 below.<sup>3</sup> The enrollment impact of the scholarship is assumed to decrease in subsequent years following the pattern of the Kalamazoo Promise. In its first year, enrollment gains will occur in large part because of regional news coverage of the scholarship program; however, without an effective public awareness campaign, the impact of the scholarship will likely decline in subsequent years. From 2009 to 2018, the scholarship is forecasted to increase total enrollment by 842.

According to students' self-reporting college plans, nearly 50 percent of students in the School District of La Crosse expect to attend a four-year university or college. Just over 22 percent plan to attend a two-year technical school program. Unfortunately, national statistics suggest that a full 50 percent of the students attending two-year colleges do not return for their second year, and 30 percent of students beginning a four-year college or university program do not return for their second year.

As shown in Table 2 we expect these rates to improve as more and more La Crosse students become increasingly "college ready" thanks to a reduction in the financial barrier to attending college and the availability of support services through the Future Centers.

The final assumption we make in estimating the tuition cost of the La Crosse Promise regards the outside public and private grants that scholarship students will receive. According to the U.S. Department of Education, 56.3 percent of all students attending four-year public universities receive grant assistance for tuition that covers, on average, 82.4 percent of tuition

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<sup>3</sup> We estimate that the Promise would attract 362 new students into the La Crosse Public School District; however this expected increase would be reduced by expected enrollment losses due to graduation and moves. See Appendix Table 3 for a more complete presentation

and fees. For students attending two-year public colleges, 45.8 percent receive grant assistance that covers 100 percent of tuition.

Given these assumptions, the estimate of tuition costs of the proposed La Crosse Promise is shown in Table 3. The first column shows the estimated cost of a first-dollar program; annual costs under these conditions rise to \$5.8 million by 2018. The estimated tuition grant and scholarship monies that students would be likely to receive would reduce this amount to \$1.79 million.

**Table 1 Enrollment Projections for LaCrosse Public Schools**

Grades	2008/2009	2009/2010	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019
	Estimate	Total	Total	Total	Total	Total	Total	Total	Total	Total	Total
<b>Pre-K</b>	461	503	494	447	502	510	479	479	479	479	479
<b>K</b>	503	483	469	462	419	469	476	447	447	447	447
<b>Grade 1</b>	455	560	494	480	472	430	479	486	458	458	458
<b>Grade 2</b>	518	490	548	484	471	464	423	470	477	450	450
<b>Grade 3</b>	431	577	514	573	508	494	486	444	493	500	472
<b>Grade 4</b>	473	469	595	531	591	524	510	502	459	509	517
<b>Grade 5</b>	442	505	484	613	547	608	540	526	518	474	525
<b>Grade 6</b>	477	476	533	511	646	577	642	570	555	547	501
<b>Grade 7</b>	514	497	490	549	527	665	594	661	587	571	563
<b>Grade 8</b>	462	549	529	521	584	560	707	632	702	624	608
<b>Grade 9</b>	560	490	583	561	553	620	594	750	670	745	662
<b>Grade 10</b>	575	563	493	586	564	556	623	597	754	674	749
<b>Grade 11</b>	584	592	580	508	604	581	573	642	615	777	694
<b>Grade 12</b>	633	605	614	601	526	626	602	593	665	637	805
<b>TOTAL</b>	7,088	7,361	7,420	7,426	7,513	7,683	7,728	7,800	7,881	7,894	7,930
<b>Annual Change in Enrollment</b>		273	59	7	86	170	45	72	81	13	36
<b>Cumulative</b>		273	332	338	425	595	640	712	793	806	842

**Table 2 College Attendance Assumptions**

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
<b>Grad rate</b>	95.0%	95.3%	95.6%	95.9%	96.2%	96.5%	96.8%	97.1%	97.4%	80.0%
<b>Going to college</b>										
2 yr Technical	22.4%	22.8%	23.1%	23.5%	23.8%	24.2%	24.5%	24.9%	25.2%	44.0%
4 yr College	47.8%	48.2%	48.6%	49.0%	49.4%	49.8%	50.2%	50.6%	51.0%	35.0%
<b>Dropout Rate Associates Degree</b>										
drop 2yr	50.0%	49.5%	49.0%	48.5%	48.0%	47.5%	47.0%	46.5%	46.0%	45.0%
<b>Dropout Rate for Bachelors</b>										
2nd year	30.0%	29.5%	29.0%	28.5%	28.0%	27.5%	27.0%	26.5%	26.0%	25.0%
3rd year	15.0%	14.5%	14.0%	13.5%	13.0%	12.5%	12.0%	11.5%	11.0%	10.0%
4th year	10.0%	9.5%	9.0%	8.5%	8.0%	7.5%	7.0%	6.5%	6.0%	5.0%

**Table 3 Estimated Tuition Scholarship Costs**

Starting School Year	Scholarship Payments (first dollar)	Estimated grant dollars received	Cost of a last-dollar program
2009	\$1,652,941	\$999,525	\$653,416
2010	\$2,811,415	\$1,733,041	\$1,078,373
2011	\$3,153,073	\$2,240,089	\$912,985
2012	\$3,242,918	\$2,563,949	\$678,969
2013	\$3,358,560	\$2,774,010	\$584,550
2014	\$3,914,049	\$2,907,576	\$1,006,474
2015	\$4,069,537	\$3,017,511	\$1,052,026
2016	\$4,599,304	\$3,350,814	\$1,248,490
2017	\$4,898,937	\$3,513,053	\$1,385,884
2018	\$5,888,204	\$4,099,886	\$1,788,318

## 2. Future Centers

### *Direct costs:*

- One College and Financial Aid Adviser per high school @ approximately \$50,000/year + 30% benefits = \$130,000 (for two high schools). Note: Students receiving a scholarship but not enrolled at a public high school (e.g., private school students) would access services through their nearest high school.
- Space & equipment provided by the school district. Future Centers are usually located in a classroom, and are equipped with computers, college access materials, and other supplies. The Denver Scholarship Foundation contributes an additional \$500 to each Future Center to cover miscellaneous costs.

### *Other costs:*

- The La Crosse Promise would need to provide adequate staff capacity to guide and coordinate the work of the College and Financial Aid Advisers.
- Any other activities – e.g., college tours and visits, scholarship nights, etc. – would need to be funded through supplemental means.
- The staff of the DSF Future Centers is not responsible for calculating the amount of scholarship each student will receive. This task is carried out by Denver Scholarship Foundation staff. If the La Crosse Future Center staff is to be charged with calculating scholarship amounts, additional staff will be needed to ensure adequate training and consistency across schools.

### **3. Program Administration**

Costs for administering other place-based scholarship programs range widely, from the single person who administered the Kalamazoo Promise during its first three years to the 22-person staff employed by the Denver Scholarship Foundation, which includes staff of the Future Centers. For comparison purposes:

- The Denver Scholarship Foundation in its first year (2006-07) awarded 170 scholarships totaling \$154,951, paid for laptop computers for 235 students worth \$210,000, and assisted 330 students in applying for and receiving \$1.3 million in scholarship money from other sources. Staff expenses for the first year (during which three high schools served as pilot sites) totaled \$112,000, with the program staffed by an executive director and a scholarship administrator.
- The Kalamazoo Promise in its first year (2005-06) awarded 318 scholarships totaling approximately \$2 million. Staff expenses for the first year were \$28,000, rising to \$64,000 in 2007. These expenses will be higher for 2008 since the vacant position of Kalamazoo Promise Director has now been filled. In its first three years of operation, the Kalamazoo Promise's anonymous donors contributed almost \$7.5 million to support scholarships for 1,117 graduates.

A program such as the La Crosse Promise that adopts a last-dollar model with a sliding scale based on residency will require a larger staff than the more streamlined first-dollar approach used by the Kalamazoo Promise. It is difficult to find models on which to base the likely administrative cost of such a program. Denver's school district serves almost 74,000 students, but its scholarship program is needs-based and eligibility is determined through the FAFSA (see below). In addition, scholarships are now awarded to those eligible at a flat rate based on the type of school the student attends. Most of the 22-person DSF staff works at Future Centers in the 13 high schools, although the organization does include a director, a deputy director, a scholarship program director, and a fund development professional. A reasonable assumption might be that the La Crosse Scholarship would require a staff of two to administer a flat-rate scholarship program, along with staff at each of the Future Centers. Additional staff capacity would be required for ongoing fund development and/or to administer a true, last-dollar program.

### **VII. Initial Economic and Fiscal Impact**

The initial economic impact of the La Crosse Scholarship depends upon the following considerations:

- The number of households that move into the School District of La Crosse due to the availability of the scholarship.
- The expenditure decisions of households whose children are eligible for the scholarship. For households that have been saving or plan to save for the college

education of their children, the scholarship will allow them to increase their consumer expenditures.

The value of the scholarship to the typical family depends upon the following factors: First, what is the likelihood that the family will move out of the area before their child or children attend college? On average, 3.4 percent of all households move out of their county each year according to the U.S. Census. Parents of a one-year old will likely discount the value of the scholarship because they know that work, family or a number of other reasons may require them to leave the district before their child is of college age. Second, although nearly all parents expect their newborns to go to college, this percentage may change as the child shows his/her academic abilities. Finally, the promise of a scholarship in the future does not hold the same valued as having the money today; in this analysis we use a real discount rate of 2.0 percent to reflect this time valuation.

Based on these factors, we estimate the following initial economic impact of the La Crosse Promise:

- The announcement of the scholarship will attract 845 new residents, 241 new households and 362 new students into the School District of La Crosse for the 2009/2010 school year, assuming the program is announced in 2009.<sup>4</sup>
- Approximately 149 jobs will be created, mostly in retail, as families with children in the school district are able to spend some of the savings that they had accrued to pay for their children's college education.
- Although its tangible value is impossible to measure, the La Crosse area will join the ranks of the nation's "education-focused" communities and as such will become more attractive to talent-based firms and educated households. However, this impact will take years to cultivate and will depend upon the ability of the La Crosse community to sustain a public outreach effort in the greater Iowa-Minnesota region.
- The La Crosse Promise will also improve the city's ability to retain a skilled or educated workforce in the following three ways:
  - Since professional and technical workers tend to be very concerned about the education of their children, the Promise would make La Crosse a more attractive location in which to raise their families.
  - Many of the graduates of the School District of La Crosse who will take advantage of the Promise will attend one of the region's colleges or universities; these individuals are also likely to remain in the community and strengthen the region's workforce. In fact, if the acquired degrees and

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<sup>4</sup> The average household size of the families attracted into the school district due to the Promise is estimated to be 3.5.

certificates enhance the region's economic development efforts, this could be the largest benefit of the Promise to the regional economy.

- The Promise has the potential to return the city to a positive population growth rate. In other central cities, rising population has been associated with declining crime rates and is an important ingredient in keeping skilled workers from moving out of the city to suburban locations where crime is perceived to be lower.

***Any assessment of the potential positive economic impact of the La Crosse Promise must be tempered by the current credit crisis in global financial markets and the substantial loss of household wealth associated with it.***

The national economy appears to be heading for a severe downturn. The nation's Gross Domestic Product (GDP) turned negative during the third quarter of 2008, and many forecasters are predicting the national economy could remain in negative territory until the middle of 2009. The worldwide financial crisis in combination with significant losses in consumer wealth could result in a recession that is more severe than the last two recessions in 1991 and 2001.

The La Crosse economy is already in negative territory, as shown in Table 4. Total employment in the La Crosse Metropolitan Statistical Area (La Crosse and Houston Counties) has declined by 1.0 percent from the first nine months of 2007 to the same period in 2008. Employment losses occurred across board. In fact, the only sector that recorded employment gains during the period was health care.

Our short term employment forecast for La Crosse County is shown below in Table 5. The forecast is based on the University of Michigan's national economic forecast released in August 2008 combined with an industrial analysis. We are forecasting employment to dip by 0.6 percent this year (2008) on an average annual basis and by another 0.5 percent in 2009, before rebounding by 2.0 percent in 2010. The county's manufacturing sector, which represents 10.8 percent of the county's workforce, and its construction industry are predicted to suffer the largest employment losses.

It is important to note that if the national recession is as severe as many expect it could constrain the economic impact of the La Crosse Promise. Families interested in moving to the region to take advantage of the scholarship may be unable either to sell their existing home or to find suitable employment in the area.

Given the current economic environment it is very possible that the La Crosse Promise will not have a noticeable impact on the region's housing prices, as has been the case thus far in Kalamazoo. Indeed, the employment impact of the Promise will likely be more than offset by layoffs caused by the approaching recession.

The county's long-run employment forecast calls for employment to increase at an average annual rate of 1.5 percent from 2010 to 2018 (Table 5). Services, which include health care, are expected to achieve the highest employment gains.

Finally, it must be remembered that the long-term employment growth of the region will depend upon its ability to attract, train and retain skilled and professional workers in all fields.

**Table 4: Employment Change La Crosse Metro Area  
Jan-Sep 2007 to Jan-Sep 2008**

	2007	2008	% change
<b>Total Nonfarm</b>	<b>74,930</b>	<b>74,190</b>	<b>-1.0%</b>
<b>Goods Producing</b>	<b>12,560</b>	<b>12,270</b>	<b>-2.3%</b>
Natural Resources & Construction	2,720	2,610	-4.1%
Manufacturing	9,830	9,660	-1.8%
<b>Private Service Providing</b>	<b>51,330</b>	<b>51,040</b>	<b>-0.6%</b>
Trade, Transportation, and Utilities	14,790	14,540	-1.7%
Wholesale Trade	3,200	3,100	-3.1%
Retail Trade	9,010	8,910	-1.1%
Transportation and Utilities	2,580	2,530	-1.7%
Information	1,270	1,200	-5.3%
Financial Activities	3,520	3,500	-0.6%
Professional and Business Services	6,540	6,520	-0.3%
Health Care and Social Assistance	13,910	14,200	2.1%
Leisure and Hospitality	7,320	7,140	-2.4%
Other Services	3,280	3,210	-2.0%
<b>Government</b>	<b>10,800</b>	<b>10,570</b>	<b>-2.2%</b>
State Government	2,620	2,410	-8.1%

Source: BLS

**Table 5: Employment Forecast for La Crosse County**

Industry	Employment							Average Annual Percent Change	
	2001	2006	2007	2008	2009	2010	2018	01-10	10-18
Non-farm Employment	79,453	83,206	83,962	83,432	83,023	84,652	95,663	0.7%	1.5%
annual change	0.6%	1.7%	0.9%	-0.6%	-0.5%	2.0%	1.4%		
Private Employment	69,708	73,275	73,953	73,579	73,136	74,735	84,854	0.8%	1.6%
Agricultural services	548	547	563	580	596	613	745	1.3%	2.5%
Mining	19	17	18	18	18	18	21		
Construction	3,543	3,675	3,505	3,480	3,490	3,816	4,100	0.8%	0.9%
Manufacturing	10,118	9,124	9,049	8,720	8,550	8,680	8,867	-1.7%	0.3%
annual change	-5.7%	0.2%	-0.8%	-2.8%	-1.9%	1.5%	0.2%		
Trans, Communications & Util.	3,900	4,350	4,384	4,210	4,454	4,488	4,770	1.6%	0.8%
Wholesale trade	4,676	3,872	3,902	3,892	3,960	3,989	4,221	-1.8%	0.7%
Retail trade	15,397	16,130	16,058	15,810	15,601	16,001	18,211	0.4%	1.6%
Finance, Ins & Real Estate	5,012	5,508	5,613	5,546	5,766	5,929	6,689	1.9%	1.5%
Services	26,495	30,052	30,861	31,323	30,701	31,201	37,230	1.8%	2.2%
Government Employment	9,745	9,931	10,009	9,853	9,887	9,917	10,809	0.2%	1.1%
Federal, Civilian	482	463	464	466	467	469	482	-0.3%	0.3%
Federal, Military	390	341	341	342	342	343	347	-1.4%	0.1%
State and local	8,873	9,127	9,204	9,045	9,078	9,105	9,980	0.3%	1.2%

Source: W.E. Upjohn Institute

The fiscal impact of the Promise on the City of La Crosse will be modest. It is difficult to estimate what percentage of the new households attracted by the Promise into the School District of La Crosse will reside in the City of La Crosse, but it will likely range from 60

to 80 percent given the fact that many of the households will be headed by young parents just starting their families and career, and seeking “starter” homes. In addition, the Promise formula offers a 10 percent incentive to reside in the city.

Based on limited research, we estimate that a 1 percent increase in a city’s number of households will increase property values by another 1 percent because of new residential construction, the rehabilitation of existing housing, and a general increase in demand pushing up housing values. At the same time, however, the experience in the Kalamazoo suggests that the La Crosse Promise may also trigger an increase in the supply of houses on the market as current residents without children decide to move out of the city. If this occurs, the impact of the Promise on home sales and values would be diminished.

The estimates above suggest that the Promise could cause the city’s number of households to increase by between 0.7 and 0.9 percent, generating between \$147,000 and \$189,000 in new property tax revenue for the city in 2010. The marginal cost to city services of this modest increase in population would be minimal and would not likely not cause any increase in the cost of providing public services.

The increase of 241 new households in the School District of La Crosse will increase property tax revenue by \$295,000 in 2010.<sup>5</sup>

In the 2009/10 school year, an estimated 282 new elementary students will be entering the school district due to the Promise for an average increase of 40 students per grade including kindergarten. Without knowing where these students will reside, it is impossible to determine whether the hiring of additional instructors will be required.

Finally, current estimates suggest that the district’s ten elementary schools are near their capacity levels. By 2012, there will be an estimated 320 more elementary students in the district due to the Promise, pushing the district’s capacity to its limits. The district’s middle and high school capacity levels will not be similarly tested.

## **VIII. The Cost of Inaction**

The impact of the La Crosse Promise cannot be assessed simply by looking at its initial economic results. As a long-term investment in the community’s future, many of the expected economic gains will unfold over a longer time period. It is also essential to explore the cost of inaction – that is, the extent to which current negative trends might deepen in the absence of such a program. Without the introduction of the La Crosse Promise, the following scenario is likely to unfold.

**Population in the City of La Crosse will continue to decline during the next ten years, as will enrollment in the School District of La Crosse.** If the city does not pursue the La Crosse Promise or any other program that is designed to attract residents, the city will likely continue its modest level of population decline. During the first seven

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<sup>5</sup> This estimate is based on residential property representing 65.8 percent of all taxable properties in the district and a levy rate of 10.24.

years of the current decade, the population of the City of La Crosse has contracted by 2.3 percent. As shown in Table 6, the city ranks low (21<sup>st</sup>) in terms of population growth compared to other independent, mid-sized cities in the central states (that is, those cities not attached to a larger metropolitan area).

In the absence of a scholarship program and related efforts, we forecast that in 2017 1,360 fewer individuals will reside in the City of La Crosse than in 2007 -- a decline of 0.2 percent per year from 2007 to 2017 (see Chart 2).<sup>6</sup> In comparison, La Crosse County's population is forecasted to increase by 10,800 individuals during the same time period, and the total population of the communities that are included in the School District of La Crosse will increase by 1,600 individuals by 2017.

The potential impact of such a population decline on the city would be more than simply the loss of population.

- National research suggests that the number of reported crimes in central cities increases on a one-to-one basis with population loss.<sup>7</sup> If such a pattern were to hold true for La Crosse, the city would likely experience 1,360 more reported crimes during this period than if its population held steady.
- A projected increase in criminal activity would likely increase the number of households leaving the city; additional research shows that upper-income households and households with children are more responsive to changes in crime rates than other households.<sup>8</sup>
- With projected declining population, property values could wane and the city would come to depend increasingly on intergovernmental grants and revenues to maintain operations. Regional economic research has shown over and over again the importance of cities being able to attract high-skilled workers. **Having a skilled and well-educated workforce has been shown to be the single most important growth factor in determining a metropolitan area's output, income and productivity growth.**<sup>9</sup> Moreover, researchers have found that "skilled cities" are growing because they generate more output per worker relative to "less skilled cities" and not necessarily because they have strong amenities.<sup>10</sup>

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<sup>6</sup> This long-term trend forecast is based on the city's historical growth relative to the county in combination with a census countywide forecast based on forecasts prepared by the U.S. Census Bureau and Woods & Poole.

<sup>7</sup> Julie Berry Cullen and Steven D. Levitt, "Crime, Urban Flight, and the Consequences for Cities", NBER Working Paper No W5737, September 1996.

<sup>8</sup> Ibid.

<sup>9</sup> Randall Eberts, George Erickcek and Jack Kleinhenz, "Dashboard Indicators for the Northeast Ohio Economy," Federal Reserve Bank of Cleveland Working Paper #06-05.

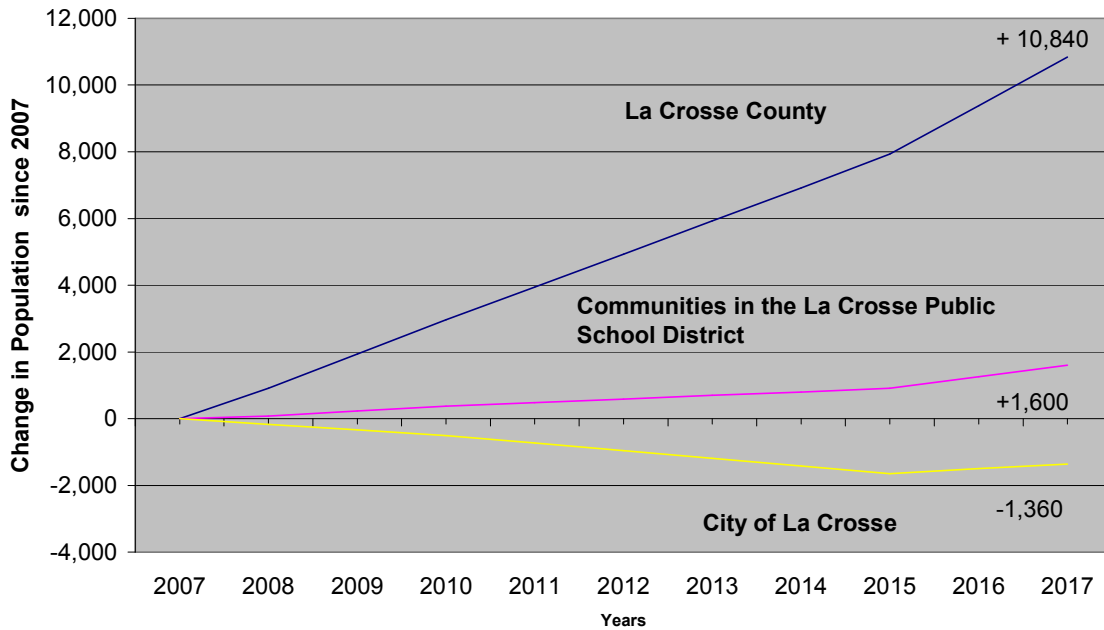
<sup>10</sup> Edward Glaeser and Albert Saiz, "The Rise of the Skilled City," NBER Working Paper No. W10191, December 2003.

School district enrollment would also likely continue its gradual decline of 1-2 percent annually, with a concomitant loss of state revenue and a shortage of funds to investment in facilities maintenance and upgrades.

**Table 6 Population Growth of Mid-Sized Independent Cities in the Central States  
70,000 to 40,000 in size**

Ranking	City	State	Population Estimates		
			July 1, 2007	July 1, 2000	Percent Change
1	Lakeville city	Minnesota	54,114	43,591	24.1%
2	Normal town	Illinois	51,716	45,612	13.4%
3	DeKalb city	Illinois	43,714	39,240	11.4%
4	St. Cloud city	Minnesota	66,503	59,755	11.3%
5	Ames city	Iowa	54,745	50,904	7.5%
6	Iowa City city	Iowa	67,062	62,916	6.6%
7	Eau Claire city	Wisconsin	64,980	62,139	4.6%
8	Janesville city	Wisconsin	63,012	60,348	4.4%
9	Lafayette city	Indiana	63,679	61,256	4.0%
10	Council Bluffs city	Iowa	59,921	58,447	2.5%
11	Oshkosh city	Wisconsin	64,592	63,367	1.9%
12	Elkhart city	Indiana	52,647	52,595	0.1%
13	Fond du Lac city	Wisconsin	42,063	42,270	-0.5%
14	East Lansing city	Michigan	46,254	46,572	-0.7%
15	Dubuque city	Iowa	57,313	57,725	-0.7%
16	Terre Haute city	Indiana	58,932	59,518	-1.0%
17	Midland city	Michigan	41,054	41,800	-1.8%
18	Moline city	Illinois	43,016	43,932	-2.1%
19	Kokomo city	Indiana	45,902	46,899	-2.1%
20	Battle Creek city	Michigan	52,233	53,368	-2.1%
21	La Crosse city	Wisconsin	50,719	51,939	-2.3%
22	Waterloo city	Iowa	66,387	68,751	-3.4%
23	Muncie city	Indiana	65,410	68,095	-3.9%
24	Anderson city	Indiana	57,311	59,702	-4.0%
25	Sheboygan city	Wisconsin	48,130	50,743	-5.1%
26	Springfield city	Ohio	62,417	65,877	-5.3%
27	Saginaw city	Michigan	56,263	61,564	-8.6%

**Chart 2: Projected Population Change  
2007-2017**



To summarize, there are powerful arguments on behalf of taking action now to position the local economy as a home to high value-added businesses and to strengthen La Crosse’s identity as an education-rich region. These arguments, however, are based not on immediate and tangible economic gains generated by the introduction of a scholarship program, but on the longer term alignment of the community around the linked goals of educational excellence, access to higher education, and economic competitiveness. Especially in light of the current economic crisis, expectation of gains from the program must be squarely focused on the medium and long term.

## **IX. Next Steps**

The La Crosse Promise work group has begun to think about the next stage in the planning process, which involves the engagement and alignment of the community around the broader goals of the initiative. To move this task forward, the working group has set up four sub-groups, each of which is charged with bringing together additional stakeholders around the following topics:

1. Study rollout and fundraising (Jerry Kember / Larry Kirch)
2. Scholarship program implementation (Randy Nelson / Brian Fukuda)
3. Future center implementation (Kristi Moyer)
4. Economic development implementation (Charlie Handy / Tim Kabat)

These are some of the most critical issues the sub-groups will face in addressing these topics:

### ***A. Program Administration***

In general, the complexity of program administration will rise in line with the complexity of the program's structure. As currently envisioned, the La Crosse Promise is considerably more complex than the other placed-based scholarship programs already in existence. This makes it difficult to assess the administrative costs of the program or to anticipate the questions and gray areas that may arise in connection with the program.

The structure of the La Crosse program can best be assessed by viewing it in the context of the other models in place. From the most simple to the most complex, these are:

**1. The Kalamazoo Promise model.** First-dollar scholarships are awarded to every graduate of the Kalamazoo Public Schools who meets minimum enrollment and residency requirements. The level of scholarship depends on where the student gains admittance, with amounts ranging from less than \$2,000 annually at the local community college to over \$10,000 at the University of Michigan. The application form for the Kalamazoo Promise is one page long, and a single administrator tracks eligibility for all of the district's graduates, supervises the appeals process, and submits payments to all eligible colleges and universities. (The El Dorado Promise mirrors the structure of the Kalamazoo Promise, although students are allowed to use their scholarships at private institutions and out of state, while Kalamazoo Promise recipients must use them at one of Michigan's 44 public institutions.)

**2. The Pittsburgh Promise model.** "Middle-dollar" scholarships are awarded to every graduate of the Pittsburgh Public Schools who meets minimum enrollment, residency, and GPA requirements. (The GPA requirements are slated to rise from 2.0 for the Class of 2008 to 2.25 for the Class of 2009 and 2.5 for the Class of 2010. Attendance requirements will also be in place for the Class of 2010.) Scholarships, which are awarded after all federal and state grants are applied for, currently have a maximum of \$5,000, but the amount will rise to \$10,000 for members of the Class of 2012 who pass a comprehensive high-school graduation exam being considered by the state. Scholarships can be used at all state-funded schools, as well as many private and trade schools in the Pittsburgh area, for a total of 96 eligible institutions.

**3. The Denver Scholarship Foundation (DSF) model.** DSF began by awarding scholarships on a last-dollar basis, but abandoned this approach after their first year due to administrative challenges and the delays and confusion experienced by some scholarship recipients. Scholarships are now awarded at a flat rate based on the Expected Family Contribution (EFC) as determined by the FAFSA form and the type of post-secondary institution the student attends. Schools covered include 39 public and private two- and four-year institutions in Colorado. This is a needs-based program, with benefits extending to students whose family incomes are at twice the Pell Grant eligibility level.

In addition to completing the FAFSA, students are required to apply for three other scholarships before receiving DSF funding. Scholarship amounts range as follows:

<b>DSF Scholarship Award Amounts</b>			
Type of Post-Secondary Institution	EFC= 0 – Pell Limit*	EFC= Pell Limit - 2x Pell Limit	EFC = Above 2x Pell Limit
Technical College	\$2,000	\$2,500	Students with an EFC of more than twice the Pell Limit do not qualify for the need-based DSF Scholarship but may still receive retention services
Community College	\$2,500	\$3,000	
State College	\$3,500	\$4,000	
State University	\$5,000	\$6,000	
Private	\$5,000	\$6,000	

\* The Pell Limit refers to the maximum EFC that qualifies for the need-based federal Pell grant. For the 2008-2009 academic year, the Pell Limit is \$4041. Each year the Pell Limit may change at the discretion of the federal government.

In the case of La Crosse, the complexity of adjusting for differential tax rates makes the program more complex administratively than any of the three examples above. We urge the work group to strive to keep all other eligibility criteria as simple as possible in order to maximize the impact of the program. One approach may be to consider a flat-dollar award schedule such as the one in place in Denver rather than a per-student calculation for determining the last-dollar amount.

Three additional questions related to program administration will need to be resolved:

***1. When and how should students’ residency be determined for calculating the value of the scholarship?***

The options are to:

- Base the percentage on residency at the start of a student’s senior year
- Base the percentage on the date of application to the Promise program
- Base the percentage on the majority of high-school attendance

We recommend either of the first two options to avoid the added complexity of the third approach. The likelihood of families relocating to a municipality with higher property tax rates simply to benefit from a larger scholarship is small, and the cost to the program even if this did occur on occasion would be outweighed by the administrative savings. We also recommend that the consideration of appeals take place only in a student’s senior year, as is the case in Kalamazoo. This simplifies program administration considerably.

***2. What is the appropriate time frame for the program in terms of the window during which students can apply for a scholarship and the number of years they have to use their funding?***

Kalamazoo's system is the most flexible, giving graduates ten years during which to access their scholarship funding.<sup>11</sup> This flexibility opens up many options for students, especially those who begin their post-secondary education in a two-year program but who may decide later on to return to school for a four-year degree. It does, however, increase the complexity of the program since the administrator must track student usage of the scholarship over a longer time frame. Denver's provisions are stricter, with scholarship applications required within a year of graduation and the full use of scholarship funds within five years of graduation.

In terms of program duration, the Kalamazoo Promise is designed to continue in perpetuity, although the lack of an endowment structure and anonymity of the donors has created some public skepticism about its duration. At a minimum, however, program rules ensure that funding is in place for the next 13 graduating classes, members of which will have another 10 years in which to use their scholarships. The Denver Scholarship Foundation and Pittsburgh Promise are both working toward the creation of endowments to ensure ongoing funding for their programs.

***3. Should responsibility for calculating scholarship levels (assuming a last-dollar system is put in place) fall to the staff of the Future Centers or to the scholarship administration?*** If the former, it will be essential that clear guidelines exist and are imposed consistently throughout the system.

***B. Funding Sources and Strategies***

Funding the La Crosse Promise Scholarship will most likely require some combination of public and private sources. Challenge grants have been effective in other communities, with a key donor (either a wealthy individual or a local business) providing seed money that is then matched by others. Most communities have chosen to set up an endowment structure to fund their scholarship program because of its value in signaling a long term commitment and assuring sufficient funding; however, there is nothing about a scholarship program that requires an endowment. Indeed, in Kalamazoo, the scholarship program is funded through a series of annual, rolling contributions by the donors based on the amount of dollars required. (Legal structures are in place committing the donors to continued funding.)

The La Crosse community has been able to generate substantial philanthropic resources in the past (examples include the response to natural disasters and the creation of downtown amenities and arts organizations), and there are grounds for optimism about the availability of funding for the La Crosse Promise. (This optimism should be tempered

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<sup>11</sup> Most recently, the Kalamazoo Promise rules were changed to allow any scholarship recipient attending the local community college to take classes part-time. Part-time attendance at other institutions is allowed on a case-by-case basis.

at the moment, however, by the current recession and the prospect of continued economic contraction, which has reduced philanthropic resources in many communities.) The city is home to both successful businesses and wealthy individuals. To move the fund development effort forward, organizers will need to tap into the self interest of the business community and ensure “buy-in” to the belief that a vibrant urban core and a healthy regional economy are essential to their continued success. The supporters of such a vision are likely to be those with a long-term presence in the community or a commitment to a continued local presence, as the benefits of such investments are not immediate. The creation of some kind of advisory council or governing board of stakeholders that includes business, civic, and nonprofit leaders, as well as public officials, can be helpful in leveraging resources, ensuring accountability, and directing funding to where it is most needed.

### ***C. Complementary Strategies***

Members of the planning group understand that the scholarship program is one element in a broader set of approaches to revitalize the City of La Crosse and strengthen the region. These approaches span the range of traditional economic development activities. One central challenge is the city’s housing stock. There is little room for new development within the city but plenty of room outside its boundaries (one person interviewed said that there are 10 years’ worth of new homes already platted). Much of the existing housing stock is older and in some cases deteriorating. The need to house the city’s student population has also depressed housing prices and quality. Critical questions include how to develop city housing to attract more educated, middle-class population while avoiding gentrification, and how to accommodate any increased housing demand that might result from families’ decisions to move to the city because of the Promise. (For further discussion, see September 4, 2008, memo to the La Crosse Promise Work Group from the City Planning Department on housing and neighborhood issues related to the La Crosse Promise.)

### ***D. Public Outreach and Evaluation***

The work group should keep in mind the need for funds to promote and market the scholarship program so as to maximize its impact. Marketing resources can help the local community and those outside the region understand:

- La Crosse’s commitment to education (to attract the attention of those who might consider a move to the region)
- The value and importance of higher education (to help create a college-going culture and the necessary support within the community so that scholarships can be fully utilized)
- The role that a healthy urban core plays in regional economic vitality (to garner support for urban economic development efforts)

The work group should also seek out researchers and/or institutions that can provide an evaluation of the program to help the community track its progress and serve as an

instrument of accountability. Finally, the work group should be prepared to respond to those who ask whether the commitment of the funds required by the scholarship program represents the best use of resources given the community's many priorities.

## Appendix – Methodology

### Estimation of Benefits

#### *Estimation of the Number of Households Attracted into the La Crosse Public School District by the La Crosse Promise*

The factors influencing households' decisions to move include:

- Improved employment opportunities.
- Enhanced opportunities to generate greater earnings or buying power;
- Familial ties;
- Amenities in the region.

In this analysis we treat the La Crosse Promise as a new and unique amenity to the area. The value of an area amenity is estimated by the amount of money a person would be willing to forego to live in the area because of the amenity's impact to his or her quality of life. In coastal areas the often heard statement is "the view of the bay is half the pay." In this case, the person would be willing to move or stay in the La Crosse School District due to the Promise, even if his or her wages would be reduced, as long as the reduction is less than the value of the Promise. The model estimates that a 10 percent increase in the area's amenities (in this case, the net present value of the scholarship households have access to by living in the District) will generate a 1.9 percent change in population.

The next step is the estimation of the value of the Promise to residents living in the La Crosse Public School District. This is a difficult task for a number of reasons. We first estimate the net present value (NPV) of the Promise to area households.<sup>12</sup> The net present value (NPV) of the La Crosse Promise for a family depends upon:

- The number and ages of the children in the household;
- The probability that the household will not move before the children graduate; According to the 2000 Census, on average, 3.4 percent of the nation's households move across county boundaries each year;
- The city that the household resides in;
- The probability that the family's children will go to and stay in college;

On average, 3.4 percent of all people in the U.S. move from one county to another annually.<sup>13</sup> These moves are often work-related or reflect changes in the family structure, e.g. divorces or caring for elderly parents. For households in the La Crosse Public School District this means that there is a chance that they will not be able to stay in the city to

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<sup>12</sup> Net Present Value is a statistical technique used to estimate the value of an asset that occurs over time. In this case, the Promise would "free up" monies that would have been saved annually for college tuition. We use a 2.0 percent discount rate in this report. It is important to remember that the discount rate is not an adjustment for inflation but an indicator of time preference.

<sup>13</sup> 2000 Census. However, this could be an underestimation. According to the U.S. Census American Community Survey, 5.1 percent of all children between the ages of 5 and 17 moved from one county to another in 2006.

take advantage of the La Crosse Promise. This fact lowers the estimated NPV of the scholarship. The next adjustment is to estimate the percent of all children that will go to college. Most parents of newborns fully expect their children to go to college; however, these expectations likely change as the child grows up. We assume that 95 percent of the parents with children below the age of three believe their children will complete four years of college. As the academic abilities of the child are realized, it is likely that many parents will lower their expectations and hence lower the value of the Promise.

**Appendix Table 1: Net Present Value of the Scholarship by location in current dollars**

Age of Student	La Crosse	Washington	Greenfield	Shelby	Campbell	Bergen	Hamburg	Medary
newborn	\$14,973	\$11,063	\$6,663	\$6,662	\$5,893	\$5,040	\$3,545	\$2,169
1	\$15,383	\$11,366	\$6,846	\$6,844	\$6,054	\$5,178	\$3,642	\$2,228
2	\$15,791	\$11,668	\$7,028	\$7,026	\$6,215	\$5,315	\$3,739	\$2,287
3	\$16,197	\$11,968	\$7,208	\$7,207	\$6,375	\$5,452	\$3,835	\$2,346
4	\$16,599	\$12,265	\$7,387	\$7,386	\$6,533	\$5,587	\$3,931	\$2,404
5	\$16,998	\$12,560	\$7,565	\$7,563	\$6,690	\$5,721	\$4,025	\$2,462
6	\$16,522	\$11,981	\$6,870	\$6,868	\$5,975	\$4,984	\$3,248	\$1,649
7	\$16,001	\$11,603	\$6,654	\$6,652	\$5,787	\$4,827	\$3,146	\$1,598
8	\$16,344	\$11,852	\$6,796	\$6,795	\$5,911	\$4,931	\$3,214	\$1,632
9	\$14,925	\$10,595	\$5,722	\$5,720	\$4,869	\$3,923	\$2,268	\$744
10	\$14,327	\$9,926	\$4,973	\$4,971	\$4,106	\$3,145	\$1,463	\$0
11	\$12,900	\$8,689	\$3,951	\$3,949	\$3,121	\$2,202	\$593	\$0
12	\$12,292	\$8,013	\$3,197	\$3,195	\$2,353	\$1,419	\$0	\$0
13	\$11,660	\$7,311	\$2,416	\$2,414	\$1,559	\$609	\$0	\$0
14	\$10,455	\$6,255	\$1,529	\$1,527	\$701	\$0	\$0	\$0

The final step is to apply the city-specific adjustment determined by the La Crosse Promise steering committee. As shown in Appendix Table 1, the NPV of the Promise depends on the age of the child. For instance, the NPV of the La Crosse Promise to a city of La Crosse household with a newborn in 2009 is \$14,973. For a household moving into the city with a ninth grader, the NPV is a smaller \$10,455 as the reduction in the size of the scholarship (65 percent) is offset by the fact that the scholarship payments start only four years into the future, instead of 17 years for the newborn. For residents living in the other cities in the La Crosse Public School District the NPV of the Promise is, of course, smaller reaching zero for a family with a 14-year-old who moves into Medary.

The next question to answer is how many households will move to the La Crosse area due to the Promise. A careful literature search uncovered no previous research examining this specific scenario. Furthermore, it is difficult to ascertain from the experience of the Kalamazoo Promise how many households moved to Kalamazoo from outside the region and how many moved into the Kalamazoo Public School District from neighboring districts.

To estimate the number of people moving into the region due to the La Crosse Promise, we argue that the Promise enhances the amenities of the La Crosse Public School District. Our approach uses a regional forecast model built by Regional Economic Models, Incorporated (REMI), which is capable of generating an estimate<sup>14</sup> on the elasticity of migration due to changes in an area's amenities.

<sup>14</sup> Although the Upjohn Institute does not maintain a REMI model specific to the La Crosse area, it can be used to produce an average elasticity migration response estimate, which is what we assume to be a reasonable response to the change in income expected through the La Crosse Promise.

We first calculated the average estimated NPV of the La Crosse Promise for households within each of the eight cities in the La Crosse Public School District. This is then multiplied by the estimated number of households with children to derive the maximum amount of the Net Present Value, \$104.3 million, accruing to La Crosse area residents due to the Promise. This represents 6.5 percent of the area total personal income in 2007.<sup>15</sup>

As a result, we estimate that 845 persons will move into the District due to the La Crosse Promise in the first year, a 1.3 percent increase in the District's population. This will result in 241 households and 362 students entering the La Crosse Public School District, K-12.

The enrollment impact of the Kalamazoo Promise fell off dramatically after the first year, dropping 90 percent from an increase of 1,000 students over the previous year to a growth of fewer than 100 students in its second year. Preliminary numbers suggest that the enrollment level could grow by 132 this year. We used an 80 percent fall-off rate in our evaluation of the La Crosse Promise.

The next step is to estimate the annual savings that would be required of the family to make the same contribution as the La Crosse Promise to their child's education. For the parents of a newborn living in the City of La Crosse they would have to save \$2,331 per year to match the La Crosse Promise Scholarship when their child turns 18 years of age. In this study we interpret this annual level of savings as the monies that are now available for consumer spending due to the La Crosse Promise. In other words, the La Crosse Promise frees up savings that were previously earmarked for the child's education.

This is a strong assumption. In short, the NPV of future income is not the same as current buying income. In the most conservative estimation, households will not increase their consumer spending until they receive the scholarship monies. Even then, there may be less money available for consumer spending, since the family could use the savings from the Promise to pay for additional expenses of college such as room and board, which may amount to more than tuition and fees. Additionally, some households are not in the financial position to save for college, and therefore the Promise will have little impact on their consumer expenditures. In the more robust scenario, some households will treat the NPV increase in incomes as a real increase in today's income and spend it accordingly.

**Appendix Table 2: Annual Savings by the Typical Household with a Single Child in Current Dollars**

Age of Student	La Crosse	Washington	Greenfield	Shelby	Campbell	Bergen	Hamburg	Medary
newborn	\$2,331	\$1,722	\$1,037	\$1,037	\$917	\$785	\$552	\$338
1	\$2,385	\$1,762	\$1,061	\$1,061	\$939	\$803	\$565	\$345
2	\$2,448	\$1,809	\$1,089	\$1,089	\$963	\$824	\$580	\$355
3	\$2,523	\$1,864	\$1,123	\$1,122	\$993	\$849	\$597	\$365
4	\$2,612	\$1,930	\$1,162	\$1,162	\$1,028	\$879	\$618	\$378
5	\$2,717	\$2,008	\$1,209	\$1,209	\$1,069	\$915	\$643	\$394
6	\$2,844	\$2,102	\$1,266	\$1,265	\$1,119	\$957	\$673	\$412
7	\$2,998	\$2,215	\$1,334	\$1,334	\$1,180	\$1,009	\$710	\$434
8	\$3,186	\$2,354	\$1,418	\$1,418	\$1,254	\$1,072	\$754	\$462
9	\$3,420	\$2,527	\$1,522	\$1,522	\$1,346	\$1,151	\$810	\$495
10	\$3,718	\$2,747	\$1,655	\$1,654	\$1,463	\$1,251	\$880	\$539
11	\$4,105	\$3,033	\$1,827	\$1,827	\$1,616	\$1,382	\$972	\$595
12	\$4,628	\$3,419	\$2,059	\$2,059	\$1,821	\$1,558	\$1,096	\$670
13	\$5,365	\$3,964	\$2,388	\$2,387	\$2,112	\$1,806	\$1,270	\$777
14	\$6,480	\$4,788	\$2,884	\$2,883	\$2,550	\$2,181	\$1,534	\$939

### Employment Impact of the La Crosse Promise

As shown above, the proposed La Crosse Promise will encourage consumer spending by freeing up savings previously earmarked for college. Using an IMPLAN input-output derived multipliers, we estimate that this increase will generate 149 jobs in La Crosse County in 2010.<sup>16</sup>

In addition, the Promise has the potential of encouraging employment growth of existing businesses and attracting new businesses into the region because the Promise could make it easier to attract and retain workers who want to work in an area that is focused on the educational achievement of its children. However, the factors impacting growth in the City of La Crosse also include factors that are outside its influence, including the industrial mix of the city’s economy and the strength of the city’s current businesses.

### Cost of the La Crosse Promise

Clearly, the major expense of the Promise will be paying out the scholarships. As mentioned above, during its first year the Promise will attract 362 new students into the La Crosse Public Schools. After the first year, we assume that the number of new students attracted into the school district will fall by 80 percent and remain fairly constant at that level. As show in Appendix Table 3, we forecast enrollment at the La Crosse schools to increase by more than 800 students by 2018. These estimates use a long-term survival rate for students. Although we estimate that 362 new students will enter the district in the 2009/2010 school year due to the Promise, school enrollment would increase by only 273 students as shown in Appendix Table 3. The difference between the two estimates is that the district is expected to lose 89 students in the year due to a relatively large graduating class in 2009 and families moving out of the district due to a reason other than the Promise.

<sup>16</sup> IMPLAN is a well regarded and highly-used input-output model that can be built on the county level. It estimates employment generated in the area’s supply chains (indirect jobs) as well as jobs created through consumer spending (induced jobs).

**Appendix Table 3 Enrollment Forecast for the La Crosse Public Schools**

	2009/2010			2010/2011			2011/2012			2012/2013			2013/2014		
	Promise Moves	Survival	Total	Promise Moves	Survival	Total	Promise Moves	Survival	Total	Promise Moves	Survival	Total	Promise Moves	Survival	Total
Pre-K	69	434	503	61	434	494	14	434	447	69	434	502	76	434	510
K	65	418	483	13	456	469	13	449	462	13	406	419	13	456	469
Grade 1	58	502	560	12	482	494	12	468	480	12	461	472	12	418	430
Grade 2	54	436	490	11	537	548	11	474	484	11	460	471	11	453	464
Grade 3	43	533	577	9	505	514	9	564	573	9	499	508	9	485	494
Grade 4	29	440	469	6	589	595	6	525	531	6	585	591	6	518	524
Grade 5	22	484	505	4	480	484	4	608	613	4	543	547	4	604	608
Grade 6	11	465	476	2	531	533	2	509	511	2	644	646	2	575	577
Grade 7	7	490	497	1	489	490	1	548	549	1	525	527	1	664	665
Grade 8	4	546	549	1	528	529	1	520	521	1	583	584	1	559	560
Grade 9	0	490	490	0	583	583	0	561	561	0	553	553	0	620	620
Grade 10	0	563	563	0	493	493	0	586	586	0	564	564	0	556	556
Grade 11	0	592	592	0	580	580	0	508	508	0	604	604	0	581	581
Grade 12	0	605	605	0	614	614	0	601	601	0	526	526	0	626	626
<b>TOTAL K-12</b>	<b>362</b>	<b>6998</b>	<b>7361</b>	<b>119</b>	<b>7300</b>	<b>7420</b>	<b>72</b>	<b>7354</b>	<b>7426</b>	<b>127</b>	<b>7386</b>	<b>7513</b>	<b>135</b>	<b>7547</b>	<b>7683</b>
Annual Change in Enrollment			273			59			7			86			170
Cummulative			273			332			338			425			595
	2014/2015			2015/2016			2016/2017			2017/2018			2018/2019		
	Promise Moves	Survival	Total	Promise Moves	Survival	Total	Promise Moves	Survival	Total	Promise Moves	Survival	Total	Promise Moves	Survival	Total
Pre-K	45	434	479	45	434	479	45	434	479	45	434	479	45	434	479
K	13	463	476	13	434	447	13	434	447	13	434	447	13	434	447
Grade 1	12	468	479	12	475	486	12	446	458	12	446	458	12	446	458
Grade 2	11	412	423	11	460	470	11	466	477	11	439	450	11	439	450
Grade 3	9	477	486	9	435	444	9	484	493	9	491	500	9	463	472
Grade 4	6	504	510	6	497	502	6	454	459	6	504	509	6	511	517
Grade 5	4	536	540	4	521	526	4	514	518	4	470	474	4	521	525
Grade 6	2	639	642	2	568	570	2	553	555	2	545	547	2	498	501
Grade 7	1	593	594	1	659	661	1	586	587	1	570	571	1	562	563
Grade 8	1	707	707	1	631	632	1	701	702	1	624	624	1	607	608
Grade 9	0	594	594	0	750	750	0	670	670	0	745	745	0	662	662
Grade 10	0	623	623	0	597	597	0	754	754	0	674	674	0	749	749
Grade 11	0	573	573	0	642	642	0	615	615	0	777	777	0	694	694
Grade 12	0	602	602	0	593	593	0	665	665	0	637	637	0	805	805
<b>TOTAL K-12</b>	<b>104</b>	<b>7624</b>	<b>7728</b>	<b>104</b>	<b>7697</b>	<b>7800</b>	<b>104</b>	<b>7777</b>	<b>7881</b>	<b>104</b>	<b>7790</b>	<b>7894</b>	<b>104</b>	<b>7826</b>	<b>7930</b>
Annual Change in Enrollment			45			72			81			13			36
Cummulative			640			712			793			806			842

**Appendix Table 4: Assumptions for Future Student Performance and Achievement**

	2009	2010	2011	2012	2013	2014	2015	2016	2016	2017	2018
<b>Graduation rate</b>	95.0%	95.3%	95.6%	95.9%	96.2%	96.5%	96.8%	97.1%	97.4%	97.7%	97.7%
<b>Percent of Students going to College</b>											
<b>Two year Tech/Community College</b>	22.4%	22.8%	23.1%	23.5%	23.8%	24.2%	24.5%	24.9%	25.2%	25.6%	44.0%
<b>Four year University</b>	47.8%	48.2%	48.6%	49.0%	49.4%	49.8%	50.2%	50.6%	51.0%	51.4%	51.4%
<b>Percent of Students Dropping out of College</b>											
<b>Associate Degree</b>											
Dropping out before second year	50.0%	49.5%	49.0%	48.5%	48.0%	47.5%	47.0%	46.5%	46.0%	45.5%	45.5%
<b>Bachelors</b>											
Dropping out before second year	30.0%	29.5%	29.0%	28.5%	28.0%	27.5%	27.0%	26.5%	26.0%	25.5%	25.5%
Dropping out before third year	15.0%	14.5%	14.0%	13.5%	13.0%	12.5%	12.0%	11.5%	11.0%	10.5%	10.5%
Dropping out before fourth year	10.0%	9.5%	9.0%	8.5%	8.0%	7.5%	7.0%	6.5%	6.0%	5.5%	5.5%

The second major factor in determining the cost of the La Crosse Promise depends upon both the graduate rate and the college readiness of the La Crosse Public School students. The forecasted percentages of graduates attending post-secondary institutions are based on a three-year average of self-reporting expectations by La Crosse graduates. The forecasted drop-out rates are based on statistics from the U.S. Department of Education. In Appendix Table 4, we list our assumptions regarding the future performance and achievement of La Crosse graduates. It is important to note that as student academic performance improves, the cost of the Promise will increase as well, as more students use the program. Furthermore, we forecast that student performance will improve because the Promise reduces the financial barriers of going to college.

Appendix 5 provides the forecasted annual cost of the La Crosse Promise Scholarship program by graduation year and community from 2009/2010 to 2018/2019. These cost estimates are based on our enrollment forecasts, graduation rates, future college drop-out rates, and an estimate on the tenure of a stay for the District's graduates.<sup>17</sup>

The final step in determining the cost of the scholarship is to estimate the amount of grant/scholarship dollars, both public and private, that will be applied for and submitted by the students to the scholarship program. As of the 2003-04 school year, 56.3 percent of all students attending four-year public universities receive grant assistance for tuition that covers, on average, 82.4 percent of tuition and fees. For students attending two-year public colleges, 45.8 percent receive grant assistance that covers 100 percent of tuition.<sup>18</sup>

As shown in the Appendix Table 6, the net cost of the scholarship program will range from just more than \$650,000 to up to \$1,790,000 in the final forecast year.

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<sup>17</sup> We assumed that every year 3.4 percent of the graduating class moved into the District. For the graduating class of 2010, we estimate, for instance, that 66 percent of the class started first grade in the La Crosse School District.

<sup>18</sup> U.S. Department of Education, National Center for Education Statistics.

**Appendix Table 5 Annual Scholarship Costs of the La Crosse Promise**

City	Class	School Year									
		2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
La Crosse	2009	\$1,487,133	\$886,228	\$195,921	\$166,051						
Washington		\$15,774	\$9,400	\$1,999	\$1,694						
Greenfield		\$22,187	\$13,222	\$2,510	\$2,128						
Shelby		\$56,860	\$33,885	\$6,432	\$5,452						
Campbell		\$47,655	\$28,399	\$5,165	\$4,378						
Bergen		\$12,320	\$7,342	\$1,252	\$1,062						
Hamburg		\$5,639	\$3,361	\$502	\$425						
Medary		\$5,374	\$3,203	\$403	\$342						
La Crosse	2010	\$1,643,170	\$951,485	\$213,671	\$181,739						
Washington		\$17,429	\$10,092	\$2,181	\$1,855						
Greenfield		\$24,515	\$14,195	\$2,743	\$2,335						
Shelby		\$62,826	\$36,380	\$7,029	\$5,984						
Campbell		\$52,655	\$30,490	\$5,647	\$4,809						
Bergen		\$13,613	\$7,883	\$1,371	\$1,168						
Hamburg		\$6,231	\$3,608	\$550	\$469						
Medary		\$5,938	\$3,438	\$443	\$379						
La Crosse	2011	\$1,692,604	\$985,689	\$224,785	\$195,918						
Washington		\$17,953	\$10,455	\$2,295	\$2,000						
Greenfield		\$25,252	\$14,706	\$2,891	\$2,520						
Shelby		\$64,716	\$37,687	\$7,409	\$6,458						
Campbell		\$54,239	\$31,586	\$5,957	\$5,192						
Bergen		\$14,022	\$8,166	\$1,447	\$1,261						
Hamburg		\$6,419	\$3,738	\$582	\$507						
Medary		\$6,117	\$3,562	\$471	\$410						
La Crosse	2012	\$1,558,407	\$912,709	\$211,313	\$186,657						
Washington		\$16,529	\$9,681	\$2,159	\$1,907						
Greenfield		\$23,250	\$13,617	\$2,723	\$2,405						
Shelby		\$59,585	\$34,897	\$6,979	\$6,164						
Campbell		\$49,938	\$29,247	\$5,614	\$4,959						
Bergen		\$12,911	\$7,561	\$1,365	\$1,206						
Hamburg		\$5,910	\$3,461	\$550	\$486						
Medary		\$5,632	\$3,298	\$446	\$394						
La Crosse	2013	\$1,710,793	\$1,148,097	\$269,788	\$241,369						
Washington		\$18,101	\$12,177	\$2,757	\$2,467						
Greenfield		\$25,290	\$17,129	\$3,483	\$3,117						
Shelby		\$64,812	\$43,897	\$8,927	\$7,986						
Campbell		\$54,191	\$36,790	\$7,185	\$6,429						
Bergen		\$13,963	\$9,511	\$1,749	\$1,565						
Hamburg		\$6,351	\$4,354	\$707	\$632						
Medary		\$6,010	\$4,149	\$575	\$514						
La Crosse	2014	\$1,972,594	\$1,168,489	\$278,618	\$252,323						
Washington		\$20,923	\$12,394	\$2,849	\$2,580						
Greenfield		\$29,430	\$17,433	\$3,604	\$3,264						
Shelby		\$75,421	\$44,677	\$9,236	\$8,365						
Campbell		\$63,211	\$37,444	\$7,439	\$6,737						
Bergen		\$16,342	\$9,680	\$1,812	\$1,641						
Hamburg		\$7,480	\$4,431	\$734	\$664						
Medary		\$7,128	\$4,223	\$599	\$542						
La Crosse	2015	\$2,043,569	\$1,217,427	\$294,483	\$269,814						
Washington		\$21,675	\$12,913	\$3,012	\$2,760						
Greenfield		\$30,489	\$18,163	\$3,817	\$3,497						
Shelby		\$78,135	\$46,548	\$9,780	\$8,961						
Campbell		\$65,485	\$39,012	\$7,881	\$7,221						
Bergen		\$16,930	\$10,086	\$1,922	\$1,761						
Hamburg		\$7,750	\$4,617	\$780	\$714						
Medary		\$7,385	\$4,399	\$638	\$585						
La Crosse	2016	\$2,408,621	\$1,443,071	\$354,026	\$323,623						
Washington		\$25,547	\$15,306	\$3,623	\$3,263						
Greenfield		\$35,935	\$21,530	\$4,597	\$4,179						
Shelby		\$92,092	\$55,175	\$11,779	\$10,779						
Campbell		\$77,183	\$46,243	\$9,497	\$8,642						
Bergen		\$19,954	\$11,955	\$2,318	\$2,110						
Hamburg		\$9,134	\$5,472	\$942	\$868						
Medary		\$8,704	\$5,215	\$773	\$714						
La Crosse	2017	\$2,426,047	\$1,461,782	\$354,026	\$323,623						
Washington		\$25,732	\$15,505	\$3,623	\$3,263						
Greenfield		\$36,195	\$21,809	\$4,597	\$4,179						
Shelby		\$92,759	\$55,891	\$11,779	\$10,779						
Campbell		\$77,742	\$46,842	\$9,497	\$8,642						
Bergen		\$20,098	\$12,110	\$2,318	\$2,110						
Hamburg		\$9,200	\$5,543	\$942	\$868						
Medary		\$8,767	\$5,282	\$773	\$714						
La Crosse	2018	\$3,221,401	\$1,961,782	\$461,782	\$417,823						
Washington		\$25,732	\$15,505	\$3,623	\$3,263						
Greenfield		\$36,195	\$21,809	\$4,597	\$4,179						
Shelby		\$92,759	\$55,891	\$11,779	\$10,779						
Campbell		\$77,742	\$46,842	\$9,497	\$8,642						
Bergen		\$20,098	\$12,110	\$2,318	\$2,110						
Hamburg		\$9,200	\$5,543	\$942	\$868						
Medary		\$8,767	\$5,282	\$773	\$714						
<b>Total</b>		<b>\$1,652,941</b>	<b>\$2,811,415</b>	<b>\$3,153,073</b>	<b>\$3,242,918</b>	<b>\$3,358,560</b>	<b>\$3,914,049</b>	<b>\$4,069,537</b>	<b>\$4,599,304</b>	<b>\$4,898,937</b>	<b>\$5,888,204</b>

**Appendix 6 Estimated Tuition Scholarship Costs**

Starting School Year	Scholarship Payments (first dollar)	Estimated grant dollars received	Cost to a Last Dollar Program
<b>2009</b>	\$1,652,941	\$999,525	\$653,416
<b>2010</b>	\$2,811,415	\$1,733,041	\$1,078,373
<b>2011</b>	\$3,153,073	\$2,240,089	\$912,985
<b>2012</b>	\$3,242,918	\$2,563,949	\$678,969
<b>2013</b>	\$3,358,560	\$2,774,010	\$584,550
<b>2014</b>	\$3,914,049	\$2,907,576	\$1,006,474
<b>2015</b>	\$4,069,537	\$3,017,511	\$1,052,026
<b>2016</b>	\$4,599,304	\$3,350,814	\$1,248,490
<b>2017</b>	\$4,898,937	\$3,513,053	\$1,385,884
<b>2018</b>	\$5,888,204	\$4,099,886	\$1,788,318



[spreadsheet to be added here]

## Denver Scholarship Foundation College Future Center Standards for Success

<i>The nine traditional high schools participating in the Denver Scholarship Foundation scholarship program will each have a Future Center designed and operated according to these standards for success. *</i>	
Standards for Success	Description
Purpose and Goals	<p>The Future Center is a post-secondary resource center that serves as the hub for students to achieve success during and beyond high school. The coordinators can provide expert college advising services to help students better understand their options and learn the academic requirements and programs offered by colleges across the country. The goal of the Future Center is to enhance the college going culture in Denver's public high schools.</p>
Infrastructure	<p>To ensure that the Future Centers are inviting, inspiring and useful for students and their parents and to maintain the highest levels of service provision and functionality, the Future Centers will meet the following infrastructure standards:</p> <p><b>Space:</b> Future Centers will be located in a classroom-sized space in the school, close in proximity to the counseling office if possible. The space should be made inviting and comfortable, possibly by installing carpeting or rugs and/or painting the walls</p> <p><b>Furniture:</b> Each Future Center will have bookshelves, filing cabinets (with locks), tables, chairs, a media cart, a computer desk/table and chair for each computer, display units (large dry-erase calendar, magazine racks, etc.), one desk for the coordinator and a desk or table for use by other service providers, and possibly lounge-area furnishings such as a couch and/or a group of comfortable chairs that comply with district regulations regarding soft furniture</p> <p><b>Technology/Communications:</b> Future Centers will have 8-10 Computers with high-speed Internet connections, a printer, copier, fax machine, telephone with long-distance access, and possibly an LCD projector</p> <p><b>Supplies:</b> Future Centers will be stocked with paper and mailing supplies (envelopes and stamps) that are provided by the school.</p> <p><b>Maintenance:</b> Each school will be responsible for maintaining its Future Center, including cleaning regularly, making necessary repairs to the room, furniture, and technology, replacing broken furniture and obsolete computers or other technology, and maintaining security.</p>
Resources and Services	<p>Future Centers will offer comprehensive assistance with the college process by offering a wide variety of resources and services.</p> <p><b>The following resources will be available:</b></p> <ul style="list-style-type: none"> <li>• Career Information</li> <li>• College Applications</li> <li>• College Catalogues (In-State and Out-of-State)</li> <li>• College Planning Guides</li> <li>• FAFSA Forms and Information</li> <li>• Financial Aid Applications and Information</li> <li>• Internship Information</li> <li>• Peterson's Guides</li> <li>• Scholarship Applications and Information</li> <li>• Various online resources</li> <li>• Priority Financial Aid Deadlines for DSF-eligible schools</li> </ul> <p><b>The following services will be offered/coordinated:</b></p> <ul style="list-style-type: none"> <li>• Assistance with completing applications for college admissions, financial aid and scholarships</li> <li>• Career exploration</li> <li>• Classroom presentations and workshops</li> <li>• College and scholarship search assistance</li> <li>• Coordination and scheduling of in-school college representative visits</li> <li>• Coordination and scheduling of field trips for on-campus college visits</li> <li>• One-on-one and small group sessions</li> <li>• Evening workshops such as FAFSA night</li> <li>• ACT preparation</li> </ul>
Coordination of Services	<p>To reduce overlap of services while ensuring that every student receives appropriate services, the Future Centers will be the main point of contact for all pre-collegiate programs and events in the schools. To facilitate effective coordination of services by the College and Financial Aid Advisor, all pre-collegiate programs operating in the school will have an agreement with the Future Center, meet regularly with the</p>

	<p>Coordinator and all other pre-collegiate service providers in the school, and provide or agree to:</p> <ul style="list-style-type: none"> <li>• A description of program services, outcomes, and guidelines for involvement</li> <li>• A list of participating students and details of their involvement with the program, updated once per semester</li> <li>• A list of involved program and school staff and details of their involvement</li> <li>• Advance notice when visiting the school or conducting events</li> <li>• Annual program evaluation and results</li> <li>• Electronic data sharing</li> <li>• Making contact with participating students at least monthly</li> </ul> <p>With the counseling staff, the College and Financial Aid Advisors will evaluate the lists of students served to identify under- and over-served students, and will take appropriate action to ensure all students receive services that meet their needs. College and Financial Aid Advisors will support the success of other pre-collegiate programs in the school by displaying materials, coordinating announcements of the various events taking place in the school, offering space and coordinating appointments for college representatives and pre-collegiate program staff to meet with students, and helping students get involved by referring them to appropriate program staff, but coordinators will not be responsible for actively recruiting participants for each program.</p> <p>Each Future Center will be staffed by one full-time coordinator, who is a college and financial aid expert, and volunteers. Various members of the school community will also have a role in the collective effort to make each Future Center successful.</p> <p><b>Center Coordinators:</b> Counselors and coordinators will partner to ensure that each student receives the benefit of college counseling and other services while avoiding duplication of services. Coordinators will attend counseling meetings at their school and will meet monthly with principals. See job description.</p> <p><b>Counselors:</b> College counseling will remain, first and foremost, a counselor's responsibility. Counselors will also encourage students to use the centers as an additional resource and source of support. Outreach efforts to students/parents through classroom visits and evening workshops will be shared with the coordinators, as appropriate in each school. Counselors will participate in the hiring of coordinators and will provide feedback to DSF on their performance.</p> <p><b>Volunteers:</b> With help from DSF and the school's Parent Liaison, Coordinators will recruit and train parent and college student volunteers to answer and make phone calls, schedule appointments, prepare and send mailings, deliver hall passes for student access to center, update scholarship information, maintain a student/parent sign-in sheet, contact parents to provide student updates or to encourage participation</p> <p><b>Teachers:</b> Teachers will know what resources and services are available through the Future Centers, encourage students to make use of them and provide student access to the centers through hall passes.</p> <p><b>Principal:</b> Principals will ensure that Future Centers are properly supplied and maintained, take part in the hiring of coordinators, and provide leadership for coordinators through monthly meetings and as needed, and provide feedback to DSF on coordinator performance. Through meetings and information sharing, principals will also connect coordinators with faculty/staff.</p> <p><b>District:</b> Facilities and technology professionals from the district will help set up and maintain the resource centers and the district will provide access to appropriate student data for evaluation and tracking purposes.</p> <p><b>Other Programs/Service Providers:</b> Agreements will describe the relationship between the Future Center and each Pre-collegiate Program as outlined above in Coordination of Services.</p>
Personnel	
Operating Hours and Calendar	<p>Each Future Center will be open for operation according to a regular schedule proposed by the Coordinator and approved by DSF and the principals, including:</p> <ul style="list-style-type: none"> <li>• School Days from 7:30 am to 4:00 pm, closed during one regularly scheduled class period per day</li> <li>• Periodic evening programs for post-secondary planning and information regarding colleges and financial aid</li> </ul>

	<ul style="list-style-type: none"> <li>Occasional Saturdays, as approved and advertised at each school</li> </ul> <p>During operating hours, Future Centers will be staffed, by Coordinators and/or volunteers or other pre-collegiate program staff. In addition to regular operating hours, Coordinators will offer and/or participate with schools and counselors to offer:</p> <ul style="list-style-type: none"> <li>At least two evening workshops per semester</li> <li>Special events, workshops and walk-in sessions during the summer when the school is open for other purposes</li> </ul>
<p>Data and Evaluation</p>	<p>Evaluation to measure Future Center success and to identify opportunities to improve will involve ongoing data collection and analysis.</p> <p><b>To measure how effectively the Future Center serves the school population, the following will be analyzed:</b></p> <ul style="list-style-type: none"> <li>Number of students and parents served by the Future Center</li> <li>Which services/resources students use</li> <li>Participation in Future Center events and workshops</li> <li>Number of students served by other pre-collegiate programs</li> <li>Relationships between pre-collegiate services and resources students use and their college application, acceptance, financial aid, and scholarship outcomes</li> <li>Feedback from students and parents</li> </ul> <p><b>To measure Future Center impact on college access for the school population, the following will be analyzed and compared to baseline figures:</b></p> <ul style="list-style-type: none"> <li>College-going rate</li> <li>College persistence and completion rates</li> <li>Number of students who apply to college and for financial aid and scholarships</li> <li>Number of students who are accepted to college and are awarded scholarships</li> <li>The colleges at which students are accepted and enrolled</li> <li>Total value of scholarships awarded to students served</li> <li>Total value of financial aid awarded to students served</li> <li>Students' post-high school plans</li> <li>GPA</li> </ul> <p>This data will be collected through:</p> <ul style="list-style-type: none"> <li>Surveys collected for each student or parent visit to the Future Center that records the date, length of time, purpose, service(s) and/or resource(s) used, results, and suggestions</li> <li>Coordinator and volunteer data tracking of services provided</li> <li>Tracking of all applications students submit for college admission, financial aid, and scholarships and follow-up with students for results</li> <li>Data provided by the school and/or school district</li> </ul> <p>Proper releases and permissions will be obtained</p> <p>Coordinators will record the data in the DSF secure online student information tracking system</p>
<p>Budget</p>	<p>Major Future Center costs will be:</p> <ul style="list-style-type: none"> <li>College trips, Infrastructure, Professional development, Staff, Supplies (general and content specific), Technology, Volunteer costs (for background check, recruitment, training, and coordination)</li> </ul> <p>Schools will cover the costs for maintenance and utilities</p>
<p>Communications and Outreach</p>	<p>In order to ensure that Future Center communications provide clear and timely messages about events, workshops, and important college information for students and parents:</p> <ul style="list-style-type: none"> <li>Coordinators will announce events at least two weeks in advance verbally and in writing at school and by sending information home to parents</li> <li>All written communications to parents will be made in English and Spanish</li> <li>Coordinators and volunteers will try to reach parents by phone when necessary</li> </ul>

	<p>Ongoing professional development to keep College and Financial Aid Advisors current on all aspects of college access and prepared to do their jobs effectively will include learning on the following topics:</p> <ul style="list-style-type: none"> <li>● Admissions</li> <li>● Career paths and exploration</li> <li>● Evaluation and data analysis</li> <li>● Financial Aid</li> <li>● Scholarship</li> </ul>
<p><b>Other Considerations</b></p>	<p>Students face other barriers to post-secondary education that we may address in the future. During the pilot year we will assess the needs for additional Future Center services. In the coming years the scope of the Future Center may expand to include:</p> <ul style="list-style-type: none"> <li>● Intervention/Drop-out prevention</li> <li>● Internship placement</li> <li>● Life skills training</li> <li>● Service-learning</li> <li>● Social services</li> <li>● Tutoring</li> </ul>
<p><b>Volunteers</b></p>	<p>The potential for volunteers to contribute to the success of the Future Centers is great. During the 2007-2008 school-year, we will assess the need for volunteer involvement and more clearly outline the role(s) volunteers will play in the Future Centers. We must consider:</p> <ul style="list-style-type: none"> <li>● Volunteer background checks involve a cost of up to \$50 per volunteer and are required by the District</li> <li>● Potential recruitment pools that include parents/members of school community, college students, and local business partners</li> <li>● DSF agreements with participating institutions could include plans for colleges to recruit volunteers for the Future Centers</li> </ul>
<p><b>Research</b></p>	<p>Best practices research and evaluation of other post-secondary education resource centers will provide valuable information for the design and implementation of the Future Centers. We will visit successful centers, such as those at Arapahoe and Cherry Creek High Schools, the MARC, and centers operated by High Horizons to learn about their offerings, standards, and outcomes.</p>

*\* (Students at the other high schools in DPS – magnet, alternative, and charter schools – will work with one College and Financial Aid Advisor, but will not have access to a Future Center on-site.)*

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## College and Financial Aid Advisor Position Description

**Position:** College and Financial Aid Advisor

**Reports to:** Assistant Director of Outreach, Denver Scholarship Foundation

**Application Deadline Is:** *Open Until Filled*

### **Position Summary:**

The Denver Scholarship Foundation (DSF) is seeking a positive and energetic College and Financial Aid Advisors (CFAA) to serve as a resource and guide for Denver Public School (DPS) students seeking a post-secondary education. DSF seeks to inspire and empower DPS students to achieve their post-secondary goals by providing the tools, knowledge and financial resources essential for success. To achieve this mission, DSF offers an innovative high school-based program that provides college, career and financial aid guidance to DPS high school students at each grade level. To promote the post-secondary success, DSF partners with Colorado technical schools, colleges, and universities. Each CFAA will have primary responsibility for students in one or more DPS schools. Early November start date anticipated.

### **Responsibilities:**

- Manage Montbello High School (MHS) Future Center
- Develop and maintain positive working relationships with school staff and administration, including principals, teachers, counselors and other service providers
- Deliver college access services and programs to all MHS students
- Raise student awareness and participation in the DSF scholarship program
- Monitor student eligibility for DSF scholarship and direct students to appropriate resources to help them satisfy eligibility requirements
- Serve as a financial aid, scholarship, and post-secondary education advisor to students and parents
- Coordinate other pre-collegiate programs within the school to reduce overlap of services and to ensure that every student receives appropriate services
- Maintain accurate and relevant student data to ensure ongoing analysis of student outcomes
- Assist with the implementation and coordination of an Individual Career and Academic Plan (ICAP) for each MHS student using DPS selected software
- Develop, coordinate, and deliver financial aid, Free Application for Federal Student Aid (FAFSA), and other workshops for students and parents
- Conduct one-on-one and small group advising sessions with students
- Conduct presentations at various outreach events including college fairs
- Plan and/or coordinate in-school college representative visits and campus visits
- Plan, coordinate and conduct summer activities, Saturday, and evening workshops
- Perform outreach to middle schools including awareness sessions for students, parents, and staff
- Other duties as assigned

**Qualifications and Requirements:**

- Bachelor's degree
- Three years experience in a related field
- Knowledge of higher education financing, student financial aid, and/or post-secondary education entrance processes
- Experience working with youth and a passion for helping students succeed
- Strong oral communication and writing skills; ability to communicate with sensitivity and work with diverse populations, comfort with public speaking
- Strong organization skills, detail oriented, accurate and timely with assigned tasks
- Ability to operate in a professional manner including proper attire, ethical behavior, and strict confidentiality with student/family information
- Ability to handle multiple tasks in a fast paced environment
- Ability to work independently as well as to cooperate as a team player
- Ability to facilitate effective collaboration and resolve conflict
- Demonstrated sensitivity to diversity
- Effectively use a variety of technology tools including database, various software programs, internet tools, and communication tools
- A sense of humor, tolerance for change, and a demonstrated ability to create a positive culture and sense of empowerment for students/families

**Preferred:**

- Master's degree
- Spanish fluency (oral and written)

**Salary:**

The Denver Scholarship Foundation is the employer independent from the Denver Public Schools. Compensation range for 12 month position is \$46,000-\$54,000 depending on education and prior experience level. A comprehensive benefit package is offered in addition to salary.

**Mental/Visual Demands and Physical Working Conditions:**

- Alert to monitoring student work and able to comply with DPS safety, and security procedures/policies
- Able to regularly operate technology including fax, copier, computer, telephone, and other communication tools as needed
- Access to reliable transportation to travel to off site meetings and professional development opportunities
- Some scheduled evening and weekend work required
- Physical demands may involve lifting materials and equipment up to 30 pounds