

BOARD OF EDUCATION

Portland Public Schools
STUDY SESSION
November 12, 2013

Board Auditorium

Blanchard Education Service Center
501 N. Dixon Street
Portland, Oregon 97227

***Note:** Those wishing to speak before the School Board should sign the public comment sheet prior to the start of the meeting. No additional speakers will be accepted after the sign-in sheet is removed, but testifiers are welcome to sign up for the next meeting. While the School Board wants to hear from the public, comments must be limited to three minutes. All those testifying must abide by the Board's Rules of Conduct for Board meetings.*

Public comment related to an action item on the agenda will be heard immediately following staff presentation on that issue. Public comment on all other matters will be heard during the "Public Comment" time.

This meeting may be taped and televised by the media.

AGENDA

1. **PUBLIC COMMENT** 6:00 pm
2. **DISCUSSION: BOND ACCOUNTABILITY COMMITTEE** 6:20 pm
3. **UPDATE: DISTRICT-WIDE BOUNDARY REVIEW** 6:40 pm
4. **DISCUSSION: REVISED RECOMMENDATION FOR FRANKLIN, GRANT AND ROOSEVELT HIGH SCHOOL MASTER PLANNING AND RELATED FISCAL IMPACTS** 7:10 pm
5. **BUSINESS AGENDA** 8:10 pm
6. **ADJOURN** 8:30 pm

Portland Public Schools Nondiscrimination Statement

Portland Public Schools recognizes the diversity and worth of all individuals and groups and their roles in society. The District is committed to equal opportunity and nondiscrimination based on race; national or ethnic origin; color; sex; religion; age; sexual orientation; gender expression or identity; pregnancy; marital status; familial status; economic status or source of income; mental or physical disability or perceived disability; or military service.

MEMORANDUM

Date: November 12, 2013

To: Members of the Board of Education

From: Bond Accountability Committee (BAC)

Subject: 3rd BAC Report to the Board

Background

In the November 2012 election, voters approved a \$482M capital improvement bond for Portland Public Schools. The PPS Board appointed a Citizen Bond Accountability Committee to monitor the planning and progress of the bond program relative to voter-approved work scope, schedule and budget objectives.

Recent Activities

The BAC met on October 16 at Wilson High School. As is the case with all meetings, it was publicly noticed and was open to the public. PPS staff has continued to be very helpful and supportive of the process, and demonstrates a consistent commitment to transparency and clarity in all dealings with the BAC.

As the Board is fully aware, implementation of the bond program is intense on several fronts. Construction work on the Summer 2013 projects is complete, under budget and with timely openings at all schools. A high bar has been set for Summer 2014 work, and we were pleased to hear that staff undertook a “lessons learned” process to help future implementation. Three design teams are working on 12 schools set for Summer 2014, which will be bid next spring.

The design teams for Roosevelt and Franklin High Schools have been very active, although still in the Master Planning stage. Seven or eight Design Advisory Group (DAG) meetings have been held plus a couple of public Open Houses for each school with more scheduled. A similar process has started for Faubion. The DAG and public meetings that committee members have observed have exhibited interest and engagement, and seem to have provided valuable input to the design teams.

Since our committee meeting, the RFP process for selection of a Construction Manager/General Contractor for each of the two high schools has commenced. We are looking forward to having them join the teams and provide critical advice on costs, schedules, and phasing of the work.

We have also provided input to the performance auditors as they develop their work plan, and are looking forward to working closely with them over the coming months and years.

Current Issues

Budget. We had previously expressed concern over the reporting format of the program budget in that we thought it confusing and lacking in transparency. We are now very satisfied with the revised presentation of the budget by OSM and appreciate staff's efforts in that regard.

Schedule. At this point, we believe that the program is generally on schedule. We have asked, and staff has agreed to provide, more detail on schedule changes going forward. There is some concern about possible negative schedule effects of several processes on the high schools. The EdSpecs product has still to be approved; the high school size question must be resolved; public engagement continues; Master Plans must be completed and approved by the Board. Each of these activities has the ability to derail the design/construction schedule, and the BAC will be tracking this closely.

Equity. As expected, the Summer 13 work fell well short of the 18% aspirational goal for Minority/Women-Owned/Emerging Small Business (MWESB). The latest data we have seen shows 8.2%. While we do appreciate that this likely exceeds the District's experience with building contracts in the past, it is nevertheless a failure. The high schools provide more flexibility in this area, and the BAC looks forward to seeing creative and successful strategies on those projects.

The Balanced Scorecard shows green for the student participation criteria, and it is true that consultants and contractors have registered as required on BizConnect. However, while we have not seen specific data on how many students have become engaged in the process, we fear that an opportunity is being missed. We believe that contractors and consultants are more than willing to work on this issue, but it seems we need somehow need a better connection with the District's education staff.

Communications. The BAC is pleased that the communication staffing is now complete, and commends the District on the scope and scale of its public information processes. This is much improved over the early days of the program.

Summary

The BAC continues to be impressed with the caliber and professionalism of OSM and other staff, and thanks the Board for this opportunity to serve and play a part in what we all expect will be a very successful bond program.



Board of Education Informational Report

MEMORANDUM

Date: November 7, 2013

To: Members of the Board of Education

From: Jon Isaacs, Senior Policy Adviser to the Superintendent
Judy Brennan, Enrollment Director

Subject: Partnership with PSU Hatfield School of Government Center for Public Service for District Wide Boundary Review

I. District-wide boundary review process background

In May, 2013 we provided an update to the board regarding district - wide boundary review. We informed you that currently, there are many PPS schools operating outside target enrollment ranges. While the High School System Design process in 2009-2010 resulted in system-wide rules to balance enrollment between high schools, a similar effort has not occurred to address issues at the elementary, middle and K-8 levels. District efforts to prioritize and address the most urgent under- and over-enrollment issues have been seen as inequitable and overly narrow in scope. In response to these concerns, PPS will undertake a district-wide boundary review (DBR) process.

Our initial thinking was that the 2012 long-range facility planning process could serve as a template for this effort. Planning partners from the City of Portland, Metro and PSU will be called together with other community partners and education leaders to develop draft guidelines for school size and grade configurations, as well as protocols for when and how to adjust boundaries and program locations. The Superintendent's Advisory Committee on Enrollment and Transfer (SACET) would play a role in this process, as well.

Since our last update, we have sought out a public service organization with proven experience and skills at convening complex public processes. We are excited to inform you that we are entering into a partnership with the PSU Center for Public Service to co-manage the district wide boundary review process.

II. Key Information about the Hatfield School Center for Public Service

The Center for Public Service is housed within the Mark Hatfield School of Government at Portland State University. The Center for Public Service manages several programs including a few that are critical to this partnership. These programs are Oregon Solutions, the National Policy Consensus Center, Oregon Kitchen Table, and Public Service Innovation Library.

The Director of the Center for Public Service is Former Secretary of State Phil Kiesling.

III. Why partner with the Center for Public Service

As we were developing a recommendation for how the district should move forward with a district-wide boundary review process a few considerations and challenges stood out.

First, this is an enormous undertaking. It is a citywide process that will potentially impact every neighborhood and every school community. It needs to take into consideration other city plans that have been developed and are being developed meaning it must engage major government partners like the City of Portland. It will require the engagement and management of many different stakeholders with differing interests and perspectives. And it will require expertise such as data analysis, mapping and modeling.

Second, we know that boundary review and change, even at the individual school level, is historically a very challenging task. Coming to a boundary change decision is often very contentious with trade-offs having to be made between parents and neighborhoods. This dynamic will only be heightened in a city wide boundary process.

Third, to be successful this process will requires two outcomes – an updated citywide school boundary map, AND a recommendation for how PPS can undergo district wide boundary review routinely in a transparent, predictable manner.

We realized that to address these challenges we needed to find a third party partner to provide us the following assets:

- Process management capacity & expertise
- Independent credibility within the Portland community
- Expertise in reaching policy decisions involving many different stakeholders and interests
- Expertise with data, projections, planning and mapping
- A track record of success solving tough problems with innovative public policy solutions

This led us to approach the Portland State University Center for Public Service. We firmly believe that they are the only organization that brings this incredibly unique set of assets and expertise to PPS for this unique challenge.

A scope of work for the district-wide boundary review partnership is attached. The project will begin this month, and is expected to run through fall 2014. This plan incorporates comments made by SACET members, who reviewed a draft version of the document last month. Staff will continue to provide progress reports at regular intervals regarding district-wide boundary review.

Attachments:

- Information about PSU Center for Public Service
- Proposal from PSU Center for Public Service for phase one of district-wide boundary review process.

**Portland Public Schools “District-Wide School Boundary Framework Project”
November 7, 2013**

Overall Statement of Purpose:

Portland Public School’s management team has approached PSU’s Center for Public Service (CPS) and National Policy Consensus Center (NPCC) to assist the District with two important tasks:

1. Devise and implement a process to engage a wide range of current and future PPS parents, students and staff, community organizations; and other key stakeholders to conduct a comprehensive district-wide boundary review and recommend new PPS school boundaries for adoption by the Portland School Board prior to the 2015-16 school year;
2. Create a flexible and dynamic “Boundary Review Framework” on which the current and future boundary-setting processes will be based. Such a framework should be grounded in Portland Public Schools’ adopted statements of core mission and values (e.g. the District’s Spring 2011 Racial Educational Equity Policy). This framework should also build on the existing organizational structures, processes, and systems that PPS has put place and has been using to create a boundary change set of principles and processes. Finally, this framework should also reflect and be based on extensive involvement and input from a diverse group of parents, non-parents, students, and other internal and community-based stakeholders, so that it might prove of lasting value to citizens and future PPS decision-makers for decades to come.

PPS leadership believes that the assistance of academically-based, independent entities such as the Center for Public Service (CPS) and the National Policy Consensus Center (also referred to in this document as the CPS/NPCC or the “CPS project team”) will add significant value to the District’s desire to create a transparent and credible process for making these important decisions.

Background and Underlying Principles

The boundary-setting processes for any school district are frequently politically contentious. Changing demographics; issues of facility capacity (and limitations); policy choices regarding transfer and enrollment flexibility; and citizen perceptions of existing and future program offerings are just a few of the factors that make any boundary-setting exercise a difficult challenge. Also relevant to this task is the Superintendent’s Advisory Committee on Enrollment and Transfer (SACET). SACET is charged with recommending revisions to enrollment and transfer policies to improve alignment with PPS strategic framework and Racial Education Equity Policy and to participate in the district-wide boundary review process.

For these and other reasons, both parties agree that adhering to the twin principles of “Portland Public School ownership” and “PPS/CPS ‘co-production’” will be critical to eventual success.

Principle #1: PPS Ownership. Because boundary-setting is inherently a political process, the Portland Public School Board (PPSB) will and must be the final decision-making authority in these matters. It is important that all parties – including PPS management, the CPS project team, parents, community members, and other stakeholders – recognize that the Board is enlisting CPS/NPCC’s help to create and recommend a dynamic framework for future boundary-related decisions to the joint PPS/CPS project team.

Principle #2: Co-Production. It is important to recognize the importance of a “co-production” framework for PPS/CPS project team efforts. By “co-production” we mean the active engagement of key PPS staff, PPS-appointed entities, important community and organizational stakeholders, and PPS Board members (where needed) in partnership with the CPS project team to leverage the collective knowledge and assets of the community to successfully create a boundary change process.

The goal here is to increase the probability that a district-wide boundary change process and plan will be widely viewed – both by those within and outside the realm of PPS – as credible, data-based, informed by best practices and firmly grounded in widely-supported community values. Such a result, in turn, will likely hinge on the ability of the District and the CPS project team to actively engage and educate PPS patrons, staff, and community stakeholders during this process.

Overall Project Framework:

This proposed “PPS District-Wide Boundary Framework” project would start on November 15, 2013, upon approval by the PPSB, with a proposed completion date of January 2015 (15 months).

The project would consist of a “3 Phase” approach, as follows:

- Phase I (3 months): Initial Assessment and Framework Recommendations (November 15, 2013 to February 15, 2014)
- Phase II (7-8 months): Stakeholder and Community Engagement (February 15, 2014 to September-October 15, 2014)
- Phase III (4 months): Final Recommendations, Community Deliberations and Decision Making (September 15, 2014-January 15, 2015)

PSU’s Center for Public Service, a division of the Mark O. Hatfield School of Government (HSOG) within the College of Urban and Public Affairs (CUPA), would

be the lead entity for purposes of entering into a PPS/PSU Intergovernmental Agreement. In consultation with PPS project leaders. The PSU team will draw upon a wide range of expertise within other PSU units, including The School of Education, The Population Research Center and, most notably, the staff of the Hatfield School's National Policy Consensus Center (NPCC). The CPS/NPCC project team will also coordinate its efforts with those of other entities upon which the District has relied for assistance in making boundary changes and supporting its equity agenda.

After the completion of Phase I, and then (if applicable) at the end of Phase II, PPS and CPS/NPCC will assess and determine whether to continue the engagement into the next phase, and if so, how the next Phase(s) would best be structured. To facilitate this staged approach, CPS/NPCC's deliverables for Phase I (and Phase II, if applicable) will include specific recommendations on moving forward, subject to review and mutual agreement of both parties.

Having these two "Assess and Review" steps follow Phases I and II is important for several reasons. First, it is difficult, at this early juncture, for CPS to accurately assess the full extent and projected cost of this engagement, much of which will depend on what emerges during the first two phases. A phased approach will also allow PPS to exercise better oversight and control over the project.

Second, it's unclear at what point certain key questions will be sufficiently answered (or even deemed answerable). For example:

- What will it take to determine whether core constituency groups are sufficiently "on board" for the process (once agreed to) to have a reasonable chance of success?
- How will PPS know that the "reach" of its engagement process has been sufficient to actively engage a wide range of stakeholders, and thus vet the process with the integrity and accountability needed to give today's Board (and future PPS Boards) a solid foundation for decision-making?
- Once a decision-making process and framework have been identified and agreed to, what additional activities might be needed during the inevitably contentious "map-approval phase" to successfully complete the process?

While this document focuses on the activities in Phase I, at the end of this document is an appendix that includes some initial current thinking on potential elements of Phases II and III.

Key Deliverables for Phase I: Contextual Assessment and Framework Recommendations

During Phase I (November 15, 2013 – February 15, 2013), CPS/NPCC would work closely with PPS staff on 3 major activities and deliverables:

A. Data Collection and Analysis:

It is important to ground the boundary change work in a broad understanding of relevant recent history and already existing data. It is also important to identify key data that doesn't yet exist, which could be important to this effort. (Note: For this deliverable, CPS/NPCC will work closely with PSU's Population Research Center (PRC), which has an existing contract with the district for some of this work).

Key activities in this area would include:

- Existing Data Inventory: Collect and analyze existing data from PPS and other relevant sources (such as the Portland Comprehensive Plan, the Portland Bureau of Planning and Sustainability, the Portland Housing Bureau, and others, as necessary) including past, current and projected future demographics for students and communities, down to school and neighborhood levels;
- Condition Assessment: Collect information from district officials to provide an understanding of the current "state of affairs" for embarking on this work, including strengths and weaknesses of the district as well as to identify potential challenges and opportunities;
- Process/Policy Review: Review and compile past practices to identify successes and failures from previous PPS boundary changes;
- PPS Data "Gap Analysis": What important information is missing, or needs updating? This should include both quantitative and qualitative data (e.g. results from surveys, comments from past public processes, etc)
- Peer District comparisons: Research other school districts across the U.S. with a goal of identifying 6-8 districts that can be used as benchmarks and useful comparisons. Faced with similar challenges, what approaches did these districts take? What worked well, what didn't – and what lessons might be transferrable to this process?

Key Team members for this deliverable: Shannon Grzybowski, Phil Keisling, Marcus Ingle, Samuel Henry, and graduate students.

Estimated Total Hours: 150.

B. Stakeholder Interviews and Focus Groups

This effort consists of identifying and interviewing key current (and potential future) stakeholders in this process with the goal of understanding their major concerns, soliciting recommendations on key questions such as process design and ground rules, and assisting the team in identifying a potential "Executive Steering Committee" that would oversee key processes put into place during Phases II and III.

Key activities for this deliverable include:

- Working with PPS staff, identify an estimated 25-30 key individuals and/or organizations whose knowledge, diverse perspectives, institutional positions, and/or current or past involvement in PPS issues are important in helping design an effective Stakeholder and Community Involvement Strategy (Phase II). The PPS/CPS Project Team would particularly look to existing entities for guidance and direct involvement in this effort – e.g., from the Superintendent’s Advisory Committee on Enrollment and Transfer (SACET).
- Conduct 1 x 1 interviews and/or focus groups to collect feedback from key identified individuals and organizations
- Specifically evaluate the viability of using broad citizen engagement tools, including that used by the Oregon Kitchen Table for Phases II and III.
- Based on a thorough analysis of research, interviews and focus groups, and other relevant information, including input from key PPS leaders, recommend a broad-reaching community engagement process to help determine the key values, relevant criteria, and tools needed for future project phases.

Key Team Members for this Deliverable: Wendy Willis, Sarah Giles (Oregon Solutions/National Policy Consensus Center); Masami Nishishiba, graduate students
Estimated Hours: 200

C. Recommend a Decision-making framework for use in Phase II that will produce both an initial set of boundary recommendations for 2015-16 and a long-term “Boundary Review Framework” capable of being used for 20-30 years.

This effort is crucial to the success of future Phases, and will build upon the data gathering/analysis and stakeholder engagement processes outlined above. While the exact outlines of this deliverable will depend heavily on previous activities, it’s likely that a key element will be the creation of an Executive Steering Committee (ESC) that will be the community “face” of this effort.

The project team will make specific recommendations for such a group, that address the following issues:

- Membership possibilities (for illustrative purposes only) could include: one or two PPS board members; PPS Superintendent Carole Smith, and other appropriate PPS administrators and staff; key internal stakeholders (PAT, OSEA, PTA and other parent-centered groups, students, etc.); Key community and external stakeholders (SACET, Coalitions of Communities of Color, the Portland business community; the

Portland Bureau of Planning and Sustainability, neighborhood associations, etc.)

- **Duties:** What should the group be empowered to decide? (e.g., adopting core values and decision-making criteria; creating timelines; overseeing community engagement process and evaluating feedback from it, etc.)
- **Ground rules:** For example, where should a “consensus” approach be required, to help ensure success when difficult decisions must be confronted later, how will an equity lens be applied during the project, to ensure results that are consistent with PPS’s Racial Educational Equity policy.

As part of this framework recommendation, the CPS team will also make recommendations as to its own future role.

Key Team Members for this Deliverable: Doug Morgan, Wendy Willis, Marcus Ingle, Masami Nishishiba, graduate students.

Estimated Hours: 150

Total Proposed Cost for Phase I Deliverables: \$39,500.

Appendix A: Additional Thoughts on Phases II and III and Key Success Factors

As noted earlier, CPS does not think it prudent, for either party, to try at this juncture to devise a scope of work and estimate a price for deliverables under Phase II and Phase III. However, we are comfortable giving the district a sense of how we currently view this work beyond Phase I, from today's vantage point (subject to considerable change, as circumstances warrant).

Phase II: Stakeholder and Community Engagement – February 2014 through September 2014

At the beginning of this Phase, we foresee the district announcing the creation of some kind of “Executive Steering Committee” (ESC) that would oversee the key elements of Phase II.

Among its likely duties, such an ESC (or a group by another name) would help finalize the community engagement process, helping determine such key elements as survey designs and feedback mechanisms (e.g. how best to use the Oregon Kitchen Table tool). Out of this process would then come key decisions involving the articulations of core values and criteria that will be applied to future district-wide boundary decisions, both to a 2015-16 proposed map and a broader, longer-term framework for boundary-setting.

At the proposed end of Phase II in September 2014, PPS would move to Phase III, presenting for community review and additional input a proposed map (or maps) that are based upon the values and criteria articulated and broadly agreed to during Phase II. At this point, the District would solicit additional direct feedback from citizens. Accordingly, Phase II needs to include a specific plan for how to gather that feedback – be it through the continued use of existing mechanisms already used during Phase II, and/or via other means.

Phase III Final Recommendations and Decision Making (September 2014-January 2015)

Phase III will obviously be where a good deal of “process rubber hits the realities of the political road.” As noted earlier, the goal here is not to “de-politicize” the process, or even make it un-contentious. Rather, the goal is to allow the current Board (and future Boards) to make the necessary decisions, with significantly higher confidence in the integrity and credibility of PPS's citizen engagement and decision-making processes.

Specific maps, of course, have a way of focusing citizens' minds. As currently contemplated, this phase would last approximately four months, giving PPS leaders and citizens time to thoroughly discuss and suggest changes to proposed boundaries. While it's inevitable that some lines will be re-drawn, this phase will be closely

watched. Will the “editing” process be widely seen as driven by adopted values and criteria, or by other considerations?

It’s hoped that this Phase would be complete by January 2015, allowing Board decisions to be made well in advance of the beginning of the 2015-16 school year.

Defining “success” – and what the CPS team needs from PPS

So what do we think will define success for this important but challenging engagement?

In discussing this question both internally and with PPS project team leaders, we believe the following “shared goals” underlie this effort. Regardless of how contentious (or not) the 2015-16 district-wide boundary changes prove to be, it is hoped that, at a minimum, the following will occur:

- A broad range of PPS stakeholders – parents, non-parents, students, and internal and community-based stakeholders – will perceive the district-wide boundary project as well-aligned with PPS’s articulated mission and core values, including its commitment to educational equity for all members of its diverse populations;
- PPS will demonstrate its ability to approach boundary change decisions – now and in the future – in a comprehensive and equitable fashion-- compared to past efforts that many perceive as being piecemeal, insufficiently transparent, and too much based on political pressure and the concerns of the currently most articulate and engaged parents;
- Once boundaries are decided upon, the decision will be better received and less controversial because of the integrity of the process that was built and applied;
- Citizens will gain a broader and deeper understanding viz. the core issues and trade-offs inherent in these kinds of difficult but necessary boundary change choices;
- The PPS Board, District staff, and key stakeholders will have built the necessary leadership (and followership) skills and capabilities to successfully develop and refine the district-wide boundary change framework over time, and to successfully design and implement particular boundary change plans now and in the future.

In undertaking this work, CPS will also need certain commitments from PPS to do a proper job. For example:

- In using Oregon’s Kitchen Table, we would ask that PPS actively listen AND directly respond to what citizens say they want—even if PPS ultimately disagrees and/or chooses to act differently viz. that feedback;

- Active engagement by – and timely access to – key PPS decision makers during the process;
- Direct and timely access to all PPS information requested, with an understanding that there's a “transparency default” to all information (i.e, it can be shared with public) unless specifically discussed before hand (and agreed to);
- Active engagement with all community stakeholders;
- Recognition of PSU's independence and autonomy as an academically based organization. Just as we cannot require the client to take our advice, we also expect our partner to understand that we may feel obliged to make recommendations that PPS leaders and/or management may disagree with or be uncomfortable about.

Appendix B: Team Member Biographies

Phil Keisling, *Principal Investigator*. Keisling became director of the Center for Public Service in the Mark O. Hatfield School of Government in July 2010. Immediately prior to that, he worked for 10 years as a senior vice-president for CorSource Technology group, a Beaverton, OR-based software services company.

Keisling's experience also includes 6 years as a journalist for Portland's *Willamette Week* newspaper and *Washington Monthly* magazine (1978-84). After serving 3 years as a legislative staff assistant to then-Oregon House Speaker Vera Katz (1985-88) he served one term in the Oregon House of Representatives (1989-91). From 1991-99 he served as Oregon Secretary of State, where he was responsible for legislative re-districting, expansion of performance auditing, and moving Oregon to

Keisling holds a B.A. from Yale University.

Samuel Henry, *Education Policy Advisor*. Dr. Henry is an associate professor in the Department of Curriculum and Instruction. He received a BS degree from DC Teachers College and taught in secondary schools for four years in Washington D.C., and Binghamton, New York. Dr. Henry earned a Master's in Curriculum Development and a Doctorate in Urban Education from Columbia University Teachers College with an ethnographic field study of the confluence of culture, curriculum and student's lives.

He taught and directed an undergraduate urban teacher education program (University of Massachusetts, Amherst), directed the federal school desegregation assistance center for Region II: NY, NJ, VI, PR, served as a university presidential assistant (San Jose State University), an associate dean (SJSU and CSUN), assistant vice president for student affairs (SJSU). He is a founding executive director of Portland Educational Network, an educational reform collaborative; an urban fellow (PSU College of Urban and Public Affairs); and department chair (DePauw University and PSU's Curriculum and Instruction). He has also served on the City of Portland Children's Investment Fund, the Multnomah County Commission on Children and Families; also chairing the Oregon Commission on Children and Families from 2003 to 2009.

His research interests include organizational leadership and politics, culture contact and diversity, curriculum development, and international education; he currently serves on the board of the nonprofit Poverty Bridge.

In 2010, Governor Kitzhaber appointed Dr. Henry to the Oregon State Board of Education. In June 2013 he was appointed chair.

Marcus Ingle, Lead—Decision-Making Framework. Dr. Marcus Ingle is a Professor of Public Administration and Director of International Public Service in the Center for Public Service in the Mark O. Hatfield School of Government at Portland State University. Dr. Ingle has extensive Federal and international experience having recently directed the USAID Regional Infrastructure Program for Water and Sanitation in Budapest Hungary with Booz Allen & Hamilton. Prior to that Dr. Ingle served as the Project Director for the Vietnam Highways Improvement Project in Hanoi financed through the Asian Development Bank. Dr. Ingle is a specialist in capacity building for leadership and management including participatory and sustainability techniques for infrastructure and environmental projects.

At PSU, Dr. Ingle teaches graduate courses in Strategic Management, Program and Project Management, Leadership, Policy Implementation and Governance. For twenty years Dr. Ingle taught graduate seminars at the University of Maryland and at American University on various management topics, such as "The Use of the Logical Framework for Project Design Implementation and Evaluation," "Sustaining the Benefits of Development Projects: Innovative Management Techniques," and "Commercializing Public Sector Organizations: What Techniques Government Agencies can Adapt from Successful Enterprises."

Dr. Ingle holds a Masters of Public Administration from the University of Washington and a Ph.D. in Social Science from the Maxwell School of Public Affairs, Syracuse University.

Douglas Morgan, Academic Lead. Dr. Morgan is professor Emeritus of Public Administration in the Hatfield School of Government and program manager for the Executive Master of Public Administration (EMPA) program. Dr. Morgan's scholarly work includes more than two-dozen articles and book chapters on ethics, administrative discretion, civic engagement, and public service. He has served as President of the Northwest Political Science Association and the Oregon Chapter of the American Society for Public Administration. He has served on the editorial board of *Administration and Society* and *Administrative Theory and Praxis*. In addition, he is active in a variety of community service roles. In the spring of 2003, Dr. Morgan was elected to the Portland Public School Board. Over the past several years, Dr. Morgan has served on more than a half dozen special purpose task forces and blue ribbon committees for agencies within the Portland Metropolitan area. These have included chairing the Public Review Utility Board for the City of Portland and serving as a member of the Regional Water Advisory Committee for the Water Bureau.

His areas of teaching specialization and training include public sector leadership, ethics, budgeting, and law. Dr. Morgan has been active within a variety of professional organizations.

Dr. Morgan has a Ph.D. and M.A. from the University of Chicago in Political Science and a B.A. in Political Science from Claremont McKenna. He spent one year at the

London School of Economics and Political science and has participated in three post-doctoral fellowship programs.

Masami Nishishiba, *Survey Consultant and Community Engagement Advisor*. Dr. Nishishiba is an Assistant Professor in the Division of Public Administration at the Mark O. Hatfield School of Government, Portland State University. Dr. Nishishiba also serves as Associate Director of the Center for Public Service at the Hatfield School of Government.

Dr. Nishishiba is also engaged in applied research, program evaluation, and professional training for public agencies. She served as a Lead Academic Consultant for the evaluation of Clackamas County's alternate work-week pilot project, which included examining the impact of the 4-day work week schedule on energy and cost savings. She also provided academic oversight of CPS's Municipal Sustainability Planning project. She has lead other program evaluation projects for the Oregon Department of Administrative Services, Oregon Center for Nursing, Gateway Center for Domestic Violence, Clackamas County Office of Diversity and Equity, and Multnomah County Department of Community Justice.

Dr. Nishishiba has taught graduate courses in organizational theory, organizational behavior, research methods, statistics, diversity in the workplace, and intercultural communication. As a methodologist, her specialties include survey research, hierarchical linear modeling, structural equation modeling, multidimensional scaling, and cluster analysis.

Dr. Nishishiba completed her doctorate in Public Administration and Policy at PSU in 2003, completed her master's degree in Communication Studies at PSU in 1998, and her bachelor's degree in linguistics from Osaka University in 1983.

Sarah Giles, *Stakeholders and Interviews*. Ms. Giles has been working for the National Policy Consensus Center and its programs since 2007. During that time, she has conducted research and written on a range of issues relating to collaborative governance in Oregon and across the country. She also provides neutral assessment and project management for Oregon Solutions. She recently co-taught "Skills for Effective Collaboration," a Senior Capstone course at Portland State University. Prior to joining NPCC, she was a Research Assistant with the Department of Health Promotion and Sports Medicine at Oregon Health and Sciences University. From 2002-2006, Sarah taught writing at the University of Arizona where she also received her MFA in Creative Writing. She graduated cum laude from Vassar College in 2001 and was a Fulbright Scholar in Germany, where she taught English to elementary and secondary level students.

Shannon Grzybowski, *Project Manager and Lead—Data Collection & Analysis*. Ms. Grzybowski is a Fellow at the Center for Public Service and has coordinated strategic planning, community engagement, and evaluation projects for the Oregon

Department of Education, the Clackamas County Emergency Management Department, Oregon Corrections Enterprises, and other state and local departments. Prior to joining CPS, she was a performance auditor with the Multnomah County Auditor's Office, during which time she conducted the County's 2011 redistricting process and prepared the redistricting plans, which were approved by the Board of County Commissioners. Her previous experience includes policy analysis and research, strategic planning, project management, and performance measurement.

She holds a Master's of Public Administration from the Hatfield School of Government at Portland State University and a B.A. in English from Fordham University in New York.

Wendy Willis, Lead—Stakeholders and Interviews. Wendy is the Executive Director of the Policy Consensus Initiative, a national non-profit dedicated to collaborative and democratic governance and the Director of Civic Engagement at the National Policy Consensus Center at Portland State University. She is a leader in the field of civic engagement and citizen-centered decision-making in Oregon and around the country. Under her leadership, PCI partnered with several community partners and others to found Oregon's Kitchen Table, a statewide online platform to allow Oregonians to give input into the decisions that affect them at the state, local and regional level. She has also designed, led and facilitated dozens of collaborative governance processes around the country. Prior to joining PCI, Ms. Willis was the Executive Director for City Club of Portland. She has also served as an Assistant Public Defender for the District of Oregon and a law clerk to Chief Justice Wallace P. Carson, Jr. of the Oregon Supreme Court. Ms. Willis is a widely published poet and essayist. Her first book, *Blood Sisters of the Republic*, was published last fall.

Ms. Willis graduated magna cum laude from Georgetown Law Center and holds an M.F.A. from Pacific Lutheran University and a B.A. from Willamette University.

Graduate Assistants; In addition to CPS/NPCC staff, graduate research assistants will be chosen for this project. Criteria for selecting GRAs will include academic achievement, professional background, and the future professional and academic interests of the applicants.



Board of Education

Superintendent's Recommendation to the Board

Board Meeting Date:

November 12, 2013

Executive Committee Lead:

C.J. Sylvester, Chief Operating Officer

Department:

Operations

Presenter/Staff Lead:

C.J. Sylvester, Chief Operating Officer
Jim Owens, Executive Director, OSM

Agenda Action: Resolution

SUBJECT: Revised Staff Recommendation for Franklin, Grant and Roosevelt High School Master Planning and Related Fiscal Impacts

BRIEF SUMMARY AND RECOMMENDATION

Following significant efforts on the part of project staff and the high school architectural/engineering design teams, staff is proposing revisions to enrollment capacities, building area programs, and project budgets for the Franklin, Grant and Roosevelt full modernization projects.

Staff is proposing the district:

- Build Franklin and Grant High Schools to accommodate enrollment capacities of 1,700 students,
- Build Roosevelt High School to accommodate common area capacity for 1,700 students and classrooms for 1,350 students while master planning for a subsequent phase for an additional 350 students,
- Extrapolate school sizes from a revised draft Comprehensive High School Education Specification Area Program,
- Revise the total budget for the *three* schools from \$247 million to \$257 million using available bond reserve funds, and
- These changes leave intact the original bond program's \$220/s.f. for building hard construction costs prior to escalation being applied.

The bond program reserve was established in order to accommodate changes such as the ones proposed without impacting other bond project scopes and budgets.

Staff is seeking Board authorization to proceed with recommended enrollment capacities and area programs while acknowledging related fiscal impacts for these *three* high schools. Actual project-level budgetary adjustments will be accomplished as part of

Reviewed and Approved by Superintendent

A handwritten signature in cursive script, appearing to read 'Chris Smith', is placed over a light gray rectangular background.

the Board approval of schematic designs, currently scheduled for March 2014 for Franklin and Roosevelt High Schools.

BACKGROUND

At the Board's regular meeting of September 23, 2013, staff recommended (Attachment C) adopting an increased building program area, increased capacity for enrollment at two of the three high schools, all at a reduced cost per square foot for construction.

At that time, two design teams (DOWA-IBI at Franklin and Bassetti Architects at Roosevelt) initiated community master planning design efforts. Based on their very preliminary findings, staff requested the Board take no action until further site-specific review and evaluation was accomplished.

Initial assessments, evaluations and surveys are being developed as follows: topographic, utilities, mechanical (HVAC and plumbing), electrical, structural (including seismic), building envelopes and windows, geotechnical borings, soil testing, tree surveys, and 3-D massing studies for density review at Franklin. The Franklin project staff and design team further consulted with the State Historic Preservation Office (SHPO) about massing and density issues.

Results of these initial evaluations caused staff and the design teams to work extensively to determine the best composition of building program area, enrollment capacity and construction costs to benefit the district and its students given the resources of the 2012 bond. The bond resources are limited and changes to enrollment capacities create a dynamic where those resources must be stretched in order to accommodate this change in work scope.

1. Enrollment capacity increases at the Franklin site, which for purposes of this discussion should be considered equivalent to likely issues to be encountered at the Grant site due to similar site constraints, gave rise to the following consideration:
 - a. Density: Three floors of classrooms to support 1,700 students is a bit oversized on Woodward Street given the neighborhood context. However, to take these new classroom wings to a capacity for 2,000 students as previously discussed on September 23, 2013, we would go to a fourth floor which overwhelms the existing historic structure. The option of using additional perpendicular extensions ("L" shaped wings) at lower heights was considered and discarded as they obscure the historic view and current and proposed main entry on Woodward Street.
 - 1) When working with historic structures, the intent is to minimize adverse impacts to the site and its neighborhood context.

- 2) With three story and large volume (e.g. theater and gym) spaces, it will be important to consider stepping down each building's mass when they are adjacent to the street.
2. The Board adopted High School System Design (Resolution No. 4236) endorsed "enrollment parity across our community comprehensive high schools in order to ensure a consistent range in the number of students enrolled at each high school and as a result, the ability to offer an effective core program."

The 2010 High School System Design Recommendations state that "schools at 1,300 will have more flexibility to meet the diverse interest of students within the elective arena."

The above referenced authorizing resolution further speaks to "enrollment and transfer policy and practice that ensures the stability necessary to provide enrollment parity."

The District is currently engaged in a thorough examination and review of its enrollment and transfer policies. The outcome is intended to be recommendations that will be followed by district-wide analysis and adjustment of school boundaries.

Consistent with these stated intentions and further considering the City of Portland's 2013 Growth Scenarios Report, it is incumbent upon the District to maximize the use of the 2012 bond resources to fund high school capacities consistent with past action(s) and intended, future boundary reviews and adjustments.

The 2012 bond is not, and was never intended to be, a stand-alone resource. When combined with the current enrollment and transfer policy review and the intention of future bond measures to address the full modernization of the six remaining high schools, it can be maximized to influence and begin to scale up for anticipated future enrollments. Providing parity as described above becomes an influencing factor in the staff recommendation.

3. The site evaluations have further provided information as regards the nature, extent and cost implications of working with existing historic structures on tight urban in-fill sites, rather than the green field sites more likely to be found in suburban areas.
4. Having two very accomplished design teams further collaborate on the draft High School Education Specification Area Program has also created efficiencies in space utilization and a Revised Draft High School Area Program (Attachment B) that has assisted in allowing us to balance enrollment capacity. This is helpful in several ways as it reduces the required square feet to deliver program.

5. Enhanced elective space in the existing comprehensive high schools varies from school to school. Due to other program requirements of the comprehensive high schools the amount of space dedicated to the enhanced electives in the Education Specification is limited to 6,000 s.f. Adding more of this space in comprehensive high schools would increase scope and budgets beyond what staff is recommending.
6. The extrapolation model used to take the revised area program to a larger capacity (from 1,500 to 1,700) is now being accomplished manually based on individual recalculation of certain student spaces rather than on the previous gross square foot per student calculation.

RELATED POLICIES / BOARD GOALS AND PRIORITIES

1. 8.80.010-P - High Performance Facility Design, Adopted: 6/1971, Amended: 8/12/2002.
2. Resolution No. 4608 (May 29, 2012) Resolution to Adopt the Superintendent's Recommended Update of the PPS Long Range Facilities Plan
3. Board Resolution No. 4624 (July 9, 2012) Development of a General Obligation Bond Ballot Measure and Explanatory Statement for the November 6, 2012 Election
4. Resolution No. 4800 (September 9, 2013) Resolution to Adopt the Educational Facility Vision as part of the District-wide Educational Specifications.

PROCESS / COMMUNITY ENGAGEMENT

In December 2011 the Superintendent convened a 36 member Long-Range Facility Plan Advisory Committee to recommend a 10-year Long-Range Facility Plan (Plan). The committee represented a broad cross-section of the community including representatives of parents, students, PAT, PTA, unions, business interests, design and construction professionals, and neighborhood associations. The Committee held a total of 9 meetings as a whole and 5 subcommittee meetings. The Board ultimately adopted the Plan on May 29, 2012.

Further, PPS staff provided a series of opportunities for community members to engage between January and March of 2012 in Buildings & Learning 101 sessions held across the district. There were also topic specific, expert panel discussions on seismic, universal access and historic issues.

The Superintendent convened a Bond Development Committee (BDC) of about 24 people in May 2012. This group again represented a broad cross-section of the community and included a number of Plan Committee members who were very committed to pursuing implementation of Plan capital recommendations. Ultimately, four (4) potential ballot measure options were presented for discussion purposes at three district-wide public workshops in May 2012.

The Board of Education then reviewed the community developed options and held public hearings in June and July of 2012 finalizing the capital bond ballot measure and explanatory statement in August 2012.

PPS voters supported the capital bond ballot measure with 66% majority in November 2012.

The Education Specification process began with the assistance of a 32 member Executive Advisory Committee that helped develop a community engagement process for the entire project. The project team engaged 16 groups and organizations in the spring of 2013. Key themes from these conversations were developed for the Facilities Vision Summit on May 28, 2013 and presented to attendees representing participants in the community conversations. The Board of Education adopted the Education Facilities Vision on September 9, 2013.

The Franklin and Roosevelt Design Advisory Groups (DAGs) met on November 6th and 5th, respectively, and were briefed on the revised staff recommendation regarding capacity changes at those meetings. The three impacted high school principals as well as the Bond Accountability Committee chair were individually briefed on this issue. Our Portland Our Schools were further provided with draft documents for their information.

ALIGNMENT WITH EQUITY POLICY IMPLEMENTATION PLAN

Policy Goal A: “The District shall provide every student with equitable access to high quality and culturally relevant...facilities..., even when this means differentiating resources to accomplish this goal.”

Policy Goal F: “The District shall create welcoming environments that reflect and support the racial and ethnic diversity of the student population and community. In addition, the District will include other partners who have demonstrated culturally specific expertise—including governmental agencies, non-profit organizations, businesses, and the community in general—in meeting our educational outcomes.”

One criteria for identifying 2012 high school bond projects included the use of free and reduced lunch percentages. Franklin = 55% Roosevelt = 75%

BUDGET / RESOURCE IMPLICATIONS

The cost estimates upon which the District's capital bond budgets were developed used a conceptual planning capacity of 1,500 students (identified in the District's 10-year Long-Range Facility Plan) for Franklin and Grant High Schools. The bond budget target enrollment used for Roosevelt High School common areas was 1,500 with classrooms for 1,200. Costs were identified as of the second quarter of 2012 for the November 2012 ballot measure.

For the three high schools, the conceptual scope identified total project costs for the three high schools at \$247 million. Staff is proposing to add \$10 million of the \$20 million bond reserve for a revised total of \$257 million for the proposed three high school full modernization projects -- which are the centerpiece of the 2012 capital bond program.

Further, escalation (construction inflation index) must be applied from the second quarter of 2012 to the mid-point of each project's construction timeline. Escalation is estimated in the range of \$21 million for the three high schools and is available from the bond's \$45 million escalation contingency, established for this purpose.

The bond reserve of \$20 million is separate and apart from each high school's project contingency and the above-noted escalation contingency. Under the staff recommendation, each project contingency remains to ensure adequate funds during construction for unanticipated events and conditions. The bond reserve is reduced by \$10 million for a remaining bond program level reserve of \$10 million.

Staff is proposing the Board of Education support changes in building capacities understanding that in March of 2014, at the end of the schematic design phase for the first two high schools, the Board will need to allocate approximately \$10 million from the bond program reserve to support all *three* high school full modernization projects.

NEXT STEPS / TIMELINE / COMMUNICATION PLAN

The design teams for Franklin and Roosevelt High Schools were selected through a formal, competitive procurement process. The first community-wide public input sessions were held Saturday, September 21. The second community-wide public input sessions were held on October 19 (Roosevelt) and October 26 (Franklin) where input from the first workshop and DAG meetings was synthesized into several master planning options for each site.

There was extensive outreach for these meetings in multiple languages and settings that will continue through the schematic design phase of each project this winter.

The project DAGs have been meeting since summer 2013 and toured Seattle schools in August. Local tours were scheduled for this fall.

The next step is Board action on capacity and budget to allow a preferred option at both the Franklin and Roosevelt sites to emerge. The preferred option for each school will then be hosted at a public Open House before being finalized and brought before the Board December 2 for review, with adoption proposed for December 9, 2013.

With these Board actions, Franklin and Roosevelt can remain on schedule for opening in September 2017

OTHER OPTIONS

Other options include:

1. Implement the original, conceptual project area program and budget. Using PSU enrollment projections, boundary adjustments would be necessary under this option for both Franklin and Grant High Schools prior to their re-opening in 2017 and 2019, respectively, to maintain enrollment at or under 1,500 students.
2. Accept the staff recommendation to build Franklin and Grant High Schools to accommodate enrollment capacities of 1,700 students. Build Roosevelt High School to accommodate an enrollment capacity of 1,500 students (both common areas and classrooms). This option is effectively cost neutral with the staff recommendation.

ATTACHMENTS

Attachment A: Draft Resolution “Authorizing Franklin, Grant and Roosevelt High School Full Modernization Building Capacities as Part of the 2012 Capital Bond Program and Acknowledging Related Impact on the Bond Program Reserve.”

Attachment B: Staff memo - Revised draft PPS Comprehensive High School Area Program synopsis dated October 31, 2013

Attachment C: Superintendent’s Recommendation to the Board “Recommended Building Program Size for Franklin, Grant and Roosevelt HS Master Planning and Related Fiscal Impacts” dated September 23, 2013

RESOLUTION No. xxxx

Authorizing Franklin, Grant and Roosevelt High School Full Modernization Building Capacities as Part of the 2012 Capital Bond Program and Acknowledging Related Impact on the Bond Program Reserve

RECITAL

- A. Sixty Six percent (66%) of Portland Public School District (“PPS”) voters approved a ballot measure in November 2012 for a Portland Public Schools bond to improve schools.
- B. The approved 2012 Capital Bond Program includes the full modernization of three comprehensive high schools: Franklin, Grant and Roosevelt.
- C. Following voter approval of the capital bond program a community-wide visioning process resulted in Resolution No. 4800 adopting the Education Facility Vision as part of the District-wide Education Specifications.
- D. Consistent with the Facility Vision, phase 2 of the Education Specification process ensued resulting in a comprehensive high school area program which includes required core and advanced educational program; fine and performing arts; athletics; administration; counseling/career; SPED; ESL; student center/commons (also serves as cafeteria); media center; miscellaneous educational, student, custodial, mechanical and electrical support spaces; enhanced electives; partner/community use; and wrap-around service providers.
- E. The community clearly indicated a desire for community use of appropriate high school building spaces that requires consideration during the design processes, particularly as regards zoning of spaces for public access while maintaining building-wide security.
- F. The 2010 High School System Design process stabilized high school enrollment and equitable core program offerings.
- G. The 2010 High School System Design recommendations state that “schools at 1,300 will have more flexibility to meet the diverse interest of students within the elective arena.”
- H. Enrollment projections provide possible scenarios for a 10-year window, but PPS school buildings should be scaled up, where possible, to support multiple generations influenced not only by birth rates but also in-migration to the Portland area.
- I. The 2012 capital bond program was developed with individual project contingencies, a \$45 million program-level escalation contingency, and a \$20 million program-level bond reserve for use at the Board’s discretion consistent with the projects identified in the voter-approved ballot measure.
- J. The original 2012 capital bond program high school full modernization scopes and budgets were conceptual in nature and now require refinement.
- K. The May 2012 Long-Range Facility Plan had a 10-year planning horizon pursuant to ORS 190, but recommended planning a “robust program capacity for each rebuilt or fully renovated facility”.
- L. The comprehensive high school Education Specification details space requirements for a robust program.
- M. Enrollment forecasts and anticipated improvements in capture rates require larger capacity schools.

- N. Staff is recommending the district stretch its 2012 capital bond resources to the extent feasible to assist with future enrollment trends.
- O. Larger school buildings require additional funds to supplement the original project budgets. The bond program reserve was developed in anticipation of desired changes in project scope and/or quality.

RESOLUTION

- 1. The Board of Education directs staff to master plan the following high schools to the indicated capacities:
 - Franklin High School: Common Areas for 1,700 students, Classrooms for 1,700 students
 - Grant High School: Common Areas for 1,700 students, Classrooms for 1,700 students
 - Roosevelt High School: Common Areas for 1,700 students, Classrooms for 1,350 students
- 2. The Board of Education directs staff to master plan Roosevelt High School to include a subsequent phase to add future classrooms to bring total classroom capacity to the common area capacity.
- 3. The Board of Education acknowledges the not to exceed \$10 million impact this increased program area change will have on the 2012 capital bond program reserve; but the action to approve those funds will not occur until Board approval of schematic design anticipated for Franklin and Roosevelt High Schools in March 2014.
- 4. The Board of Education acknowledges the larger program area for these three high schools will be designed and constructed for not to exceed \$257 million prior to escalation.

C. Sylvester/J. Owens



MEMORANDUM

To: C.J. Sylvester, Chief Operating Officer
Jim Owens, Executive Director, Office of School Modernization

From: Paul Cathcart, Project Manager

Date: October 31, 2013

Re: Revised PPS Comprehensive HS Area Program

A draft of the Educational Specification (Ed Spec) area program for district comprehensive high schools was presented to the Board of Education on September 23, 2013. Since that presentation, the Ed Spec project team has reviewed the area program to identify opportunities to more efficiently deliver high school program functions through the built environment.

Below is a summary of the revisions made to area program for comprehensive high schools based on this review. The total area has been reduced from 251,134 square feet (SF) to 221,579 SF. Changes from the September 23rd area program are noted in yellow in the attached

Core Program

Classrooms

- The number of classrooms has increased by three to better reflect anticipated credit requirements for 1,500 students. An additional science lab has also been added.
- The number of “smaller instructional spaces” has been added to the sub-total of required spaces as they will provide instructional spaces.
-

Fine and Performing Arts

At almost 30,000 SF, the overall space devoted to Fine and Performing Arts seemed out of proportion to the rest of the high school program given the credit requirements for these subjects. The size and number of spaces in Fine & Visual Arts has been reduced to

reflect this and be more in line with what is being built in other comparable school districts.

Band/Orchestra/Choir

- The band/orchestra and choir rooms are being combined into a single space. Support spaces such as practice rooms and equipment and robe storage would also be combined to serve both band and choir functions. The provision of a separate choir room is noted as a preferred option and should be considered during the master planning of each comprehensive high school as program needs require and budget allows.

Theater/Dance

- The size of the theater is reduced to 6,000 SF to reflect the size of recent theater spaces built in other school districts. Allocation of space for much of the "back of house" theater functions has been reassigned to a single multi-purpose space that can be apportioned to individual school needs at the time of master planning and subsequent design phases.

The overall area devoted to Fine and Performing Arts changed from 29,670 SF to 22,190 SF.

Athletics

- The revised area program reduces the size of the auxiliary gym to 7,500 SF. The reduction in the size of the auxiliary gym would continue to allow basketball tournaments and seating in the main gym for student assembly.
- Aerobic and spinning equipment would be moved to the weight room. Combining aerobic and spinning equipment with weight room functions would allow more cross training.
- Dance functions would be shared in a room with wrestling. High school dance programs have often been able to share spaces with wrestling programs, however, depending on scheduling dance programs may need to occasionally use the auxiliary gym for practice.
- The functions of the small team rooms that are eliminated in this revision can be accommodated in the design and layout of locker rooms.

The overall area devoted to Athletics changed from 42,930 SF to 38,430 SF in the revised area program.

Education Support

- Many offices spaces have been adjusted to reflect existing office space allocations.
- The number of computer labs for student testing was increased from one to two to reflect a current need for testing outside of classrooms. As this need changes over time, these computer labs can be converted to classroom spaces.
- The size of the student commons has been reduced to reflect a more realistic lunch participation rate (40 percent). A preference will be stated in the Ed Spec to locate the commons area near the media center to better activate the areas designed for student collaboration.
- A staff room was eliminated as it was duplicative with the teacher office functions.
- The size of the library has been adjusted to reflect its function in the overall media center which will contain classroom and collaboration spaces.
- The space allocated for student government would function primarily as office/storage space. Assembly for student government can occur in classroom spaces.
- Student lockers would be double stacked under this revision thereby halving the area needed for lockers. High school administrators have noted either the under use of lockers by students and/or the smaller amount of locker space needs by students.
- Identifying mechanical fans as roof top units removed the need for mechanical fan rooms.

The overall area devoted to Education Support changed from 65,055 SF to 49,860 SF in the revised program.

Attachment A – Revised Draft Ed Spec Area Program for Comprehensive High Schools



Board of Education

Superintendent's Recommendation to the Board

Board Meeting Date:
September 23, 2013

Executive Committee Lead:
C.J. Sylvester, Chief Operating Officer

Department:
Operations
Office of School Modernization

Presenter/Staff Lead:
C.J. Sylvester, Chief Operating Officer
Jim Owens, Executive Director, OSM

Agenda Action: Resolution

SUBJECT: Recommended Building Program Size for Franklin, Grant and Roosevelt High School Master Planning and Related Fiscal Impacts

BRIEF SUMMARY AND RECOMMENDATION

At this time, it is necessary and appropriate to designate the building area programs for the Franklin, Grant and Roosevelt high school full modernization work efforts.

Staff is proposing the district increase the size of these three comprehensive high schools based on the recently approved community vision for facilities, related education specifications, the stabilizing influence that high school system design has had on enrollment, and a sincere desire to right-size our buildings and not under-build for future enrollment increases over multiple generations.

The impact of larger buildings results in a proportional increase in project costs. The bond program reserve was established in order to accommodate changes such as the ones proposed without impacting other bond project scopes and budgets.

Staff recommends the Board adopt the attached resolution authorizing building program size and acknowledging related fiscal impacts for these three high schools. Actual project-level budgetary adjustments will be accomplished as part of the Board approval of schematic designs, currently scheduled for March 2014 for Franklin and Roosevelt High Schools.

BACKGROUND

When the November 2012 Bond Program was established, a primary focus and highlight was the modernization of Franklin, Grant and Roosevelt High Schools and the replacement of Faubion PreK-8. The building programs, in terms of required square feet, were conceptual in nature at that time. Since then we have completed a community facilities visioning process that influenced the comprehensive high school education specification ("EdSpec") area program.

The budget developed for the District's capital bond program also estimated costs at a conceptual level for full renovation of Franklin, Grant, and Roosevelt high schools and

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Superintendent**

the replacement of Faubion PK-8 school. Development of the budget was based on third party professional cost estimates and included cost escalations and contingencies. The 2012 capital bond communications indicated the modernization of Franklin and Grant high schools would accommodate 1,500 students and the modernization of Roosevelt High School would accommodate 1,200 students.

The Long Range Facility Plan had a 10-year planning horizon but recommended planning a “robust program capacity for each rebuilt or fully renovated facility” for the future modernization of District schools. Master planning for the high school projects ultimately required further analysis including:

- (1) Application of the recently completed Ed Spec Comprehensive High School Area Program requirements,
- (2) Changes in enrollment forecasts for each high school,
- (3) Any anticipated capture rate increases upon completion of modernization projects
- (4) A desire to not under-build high school common areas given the required longevity of these facilities, and
- (5) Recognition that it is virtually impossible to expand core (common area) capacity once constructed.

Based on these considerations, staff is proposing the capacity of the high schools in the District’s capital bond program be adjusted from the planning capacity upon which the original bond program was calculated.

Adjusting these three high schools has significant implications to the master planning efforts currently underway as regards project scope and budget. Board approval of the building program size for each school and the related implications to project budgets is critical to allow the master planning efforts to move forward expeditiously.

Ed Spec Area Program

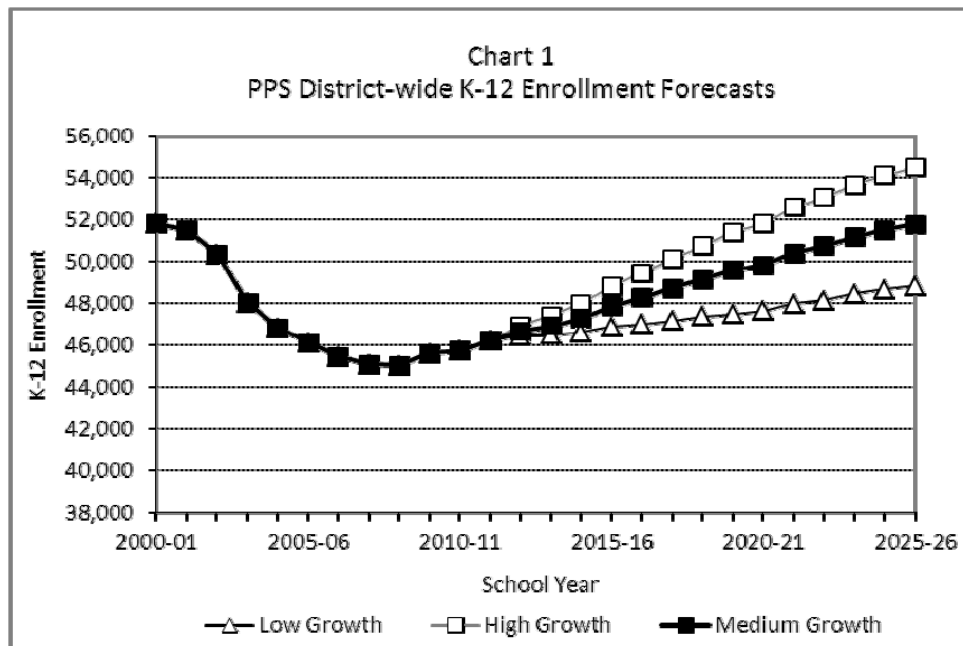
Since passage of the capital bond by voters in November 2012, the Office of School Modernization has been developing District-wide Educational Specifications including an Area Program for comprehensive high schools.

The area program for District comprehensive high schools has been developed with the input of high school teachers, principals, and staff from the Office of Schools including the directors of ESL and SPED. The area program has been developed around a 1,500 student capacity to deliver core programming with some flexibility based on the electives, service providers, and partner programs at each school. Mr. Owens’ memo dated 09/17/2013, and attached to the “Educational Specifications: High School ‘Area Program’” staff report that preceded this item on the agenda, speaks to the method of extrapolating the Ed Spec for increased school capacity.

Enrollment

PPS relies on enrollment forecasts to predict future program and facility needs for students. After a lengthy period of declining student populations, the District has experienced four straight years of enrollment increase, which is forecast to continue through the next decade.

PPS receives enrollment forecasts from Portland State University's Population Research Center. Student enrollment forecasts are updated annually to incorporate new enrollment data as well as newly released birth and housing data. District-wide enrollment forecasts through the 2025-26 school year are shown in the chart below:



All three scenarios of the PSU enrollment forecast point to additional students enrolling in PPS over this time span. The medium growth scenario shows K-12 enrollment increasing to 50,399 students in the 2021-22 school year, adding more than 4,000 students above current enrollment. The high growth scenario predicts that 2021-22 K-12 enrollment would reach 52,720 students, adding more than 6,000 students to the district over the next eight years.

The City of Portland's Growth Scenario Report of May 2013 predicts an additional 280,000 people inside the City limits by 2035, which the report identifies as consistent with historical trends. The City limits include multiple school districts and the decisions people make about where to live remain to be seen.

The full build-out of high schools in the capital bond program needs to consider current and future enrollment forecasts while being mindful of even longer term demographic trends. Master planning for each school needs to identify future expansion space for students while accommodating unique characteristics of each school and community.

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High School	Current size (sf)	2012 Enrollment ⁽¹⁾	Forecast Enrollment ⁽²⁾	Current sf/Student	Capture Rate
Franklin	218,574	1,469	1,601	149	63%
Grant	274,489	1,536	1,690	179	80%
Roosevelt	228,535	828	935	276	53%

⁽¹⁾ PPS School Profiles and Enrollment Data 2012-2013

⁽²⁾ Source, PPS Enrollment Forecast 2012-2013 to 2025-2026; Enrollment forecasts shown are for projected completion dates of modernization projects: 2017 for Franklin and Roosevelt high schools and 2019 for Grant.

Recommendations

The recommendation identified below requests changes to the area program of Franklin, Grant and Roosevelt high schools as regards building capacities for both core and classroom areas. Core capacity includes such areas as commons area, cafeteria, gyms and media center. Future enrollment balancing efforts is a District tool and process that may impact future enrollment at these high schools. Nevertheless, in all cases staff is recommending core capacities larger than current student enrollments as the District's ability to retrofit core spaces to accommodate future enrollment increases is virtually impossible once modernization work is complete.

The master planning and schematic design efforts at each school will provide significant, site specific refinement of these options and provide each school with the opportunity to identify spaces for specific elective programs as well as service providers and community uses that best support each school community. All recommendations below are made to accommodate current and anticipated future enrollment forecasts as well as implementation of the District-wide Ed Spec area program for District comprehensive high schools.

Franklin High School

The 2017-18 (completion of modernization project) enrollment forecast for Franklin High School is 1,601 students. To accommodate this projected and future enrollment increases, additional student and core capacity should be planned for.

Staff recommends the master planning effort for Franklin High School move forward with a planning capacity for 1,750 students upon completion with a core capacity for 2,000 students. The master planning effort should also identify space on the Franklin campus to provide classroom capacity for an additional 250 students to accommodate the potential for future enrollment increases.

Roosevelt High School

The 2017-18 (completion of modernization project) enrollment forecast for Roosevelt High School is 935 students. Twelve year forecasts do not put total enrollment over 1,000 students; however the current capture rate for Roosevelt High School is 53 percent. If a 10 percent increase in capture rate were to be realized upon completion of

<p>Reviewed and Approved by Superintendent</p>

the modernization at Roosevelt High School, estimated enrollment would be around 1,100 students.

Staff recommends the master planning effort for Roosevelt High School move forward with a planning capacity for 1,200 students upon completion with a core capacity for 1,500 students. The master planning effort should also identify space on the Roosevelt campus to provide classroom capacity for an additional 300 students to accommodate the potential for future enrollment increases.

Grant High School

The 2019-20 (completion of modernization project) enrollment forecast for Grant High School is 1,690 students. Peak enrollment over the next 12 years of available forecast data is 1,723 students in 2020-21. The current capture rate for Grant High School is 80 percent. A modernized Grant High School would also likely see a bump in its capture rate, although whether it would be on par with increases at Franklin and Roosevelt high schools with current lower capture rates remains to be seen.

Staff recommends the master planning effort for Grant High School move forward with a planning capacity for 1,750 students upon completion and a core capacity for 2,000 students. The master planning effort should also identify space on the Grant campus to provide classroom capacity for an additional 250 students to accommodate the potential for future enrollment increases.

High School	Proposed Change in Capacity	Proposed Budget Add from Program Reserve
Franklin	2000 core/1750 enrollment	\$10M
Roosevelt	1500 core/1200 enrollment	
Grant	2000 core/1750 enrollment	

RELATED POLICIES / BOARD GOALS AND PRIORITIES

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2. Resolution No. 4608 (May 29, 2012) Resolution to Adopt the Superintendent's Recommended Update of the PPS Long Range Facilities Plan
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Reviewed and Approved by Superintendent

PROCESS / COMMUNITY ENGAGEMENT

In December 2011 the Superintendent convened a 36 member Long-Range Facility Plan Advisory Committee to recommend a 10-year Long-Range Facility Plan (Plan). The committee represented a broad cross-section of the community including representatives of parents, students, PAT, PTA, unions, business interests, design and construction professionals, and neighborhood associations. The Committee held a total of 9 meetings as a whole and 5 subcommittee meetings. The Board ultimately adopted the Plan on May 29, 2012.

Further, PPS staff provided a series of opportunities for community members to engage between January and March of 2012 in Buildings & Learning 101 sessions held across the district. There were also topic specific, expert panel discussions on seismic, universal access and historic issues.

The Superintendent convened a Bond Development Committee (BDC) of about 24 people in May 2012. This group again represented a broad cross-section of the community and included a number of Plan Committee members who were very committed to pursuing implementation of Plan capital recommendations. Ultimately, four (4) potential ballot measure options were presented for discussion purposes at three district-wide public workshops in May 2012.

The Board of Education then reviewed the community developed options and held public hearings in June and July of 2012 finalizing the capital bond ballot measure and explanatory statement in August 2012.

PPS voters supported the capital bond ballot measure with 66% majority in November 2012.

The Education Specification process began with the assistance of a 32 member Executive Advisory Committee that helped develop a community engagement process for the entire project. The project team engaged 16 groups and organizations in the spring of 2013. Key themes from these conversations were developed for the Facilities Vision Summit on May 28, 2013 and presented to attendees representing participants in the community conversations. The Board of Education adopted the Education Facilities Vision on September 9, 2013.

ALIGNMENT WITH EQUITY POLICY IMPLEMENTATION PLAN

Policy Goal A: "The District shall provide every student with equitable access to high quality and culturally relevant...facilities..., even when this means differentiating resources to accomplish this goal."

Policy Goal F: "The District shall create welcoming environments that reflect and support the racial and ethnic diversity of the student population and community. In addition, the District will include other partners who have demonstrated culturally

specific expertise—including governmental agencies, non-profit organizations, businesses, and the community in general—in meeting our educational outcomes.” One criteria for identifying 2012 high school bond projects included the use of free and reduced lunch percentages. Franklin = 55% Roosevelt = 75%

BUDGET / RESOURCE IMPLICATIONS

The cost estimates upon which the District’s capital bond budgets were developed used a conceptual planning capacity of 1,500 students (identified in the District’s 10-year Long-Range Facility Plan) for Franklin and Grant High Schools. The bond budget target enrollment used for Roosevelt High School classrooms was 1,200 based on lower enrollment forecasts. Costs were identified as of the second quarter of 2012 for the November 2012 ballot measure.

For the three high schools, the conceptual scope identified total project costs for the three high schools at \$247M. Staff is proposing to add \$10M of the \$20M bond reserve for a revised total of \$257M for the proposed larger area programs with increased enrollment capacity described in the background of this staff report.

Further, escalation (inflation index) must be applied from the second quarter of 2012 to the mid-point of each project’s construction timeline. Escalation is estimated at \$21.2M for the three high schools and is available from the bond’s \$45M escalation contingency, established for this purpose.

The use of bond reserve funds cannot fully fund the enhanced high school area programs at the original, conceptual cost of \$220/s.f. What it does provide is an ability to build the larger schools but at a reduced cost of \$200/s.f. (before escalation is applied).

The bond reserve of \$20M is separate and apart from each high school’s 15% project contingency and the above-noted escalation contingency. Under the staff recommendation, the project contingency remains at 15% to ensure adequate funds during construction for unanticipated events and conditions. The bond reserve is reduced by \$10M for a remaining bond program level reserve of \$10M.

Staff is proposing the Board of Education support changes in building programs understanding that in March of 2014, at the end of the schematic design phase for the first two high schools, the Board will need to allocate approximately \$10M from the bond program reserve to support these three high school full modernization projects.

NEXT STEPS / TIMELINE / COMMUNICATION PLAN

The design teams for Franklin and Roosevelt High Schools were selected through a formal, competitive procurement process and are now under contract. The first community-wide public input sessions were held Saturday, September 21. There was

<p>Reviewed and Approved by Superintendent</p>

extensive outreach for these meetings in multiple languages and settings that will continue through the schematic design phase of each project this winter.

The project Design Advisory Groups (DAGs) have been meeting since summer 2013 and toured Seattle schools in August. Local tours are being scheduled for this fall.

The next step is for the design teams to take public and DAG input as well as direction from this Board meeting to create two to three options at each site for public consideration. The DAGs and public will comment on these options in future meetings this fall and work towards developing a preferred option. The preferred option for each school will then be hosted at a public Open House before being finalized and brought before the Board November 18 for review with adoption anticipated for December 2, 2013.

OTHER OPTIONS

Other options include:

1. Make no change(s) to the original, conceptual project area program and budget. Using PSU projections, boundary adjustments would be necessary under this option for both Franklin and Grant High Schools to maintain enrollment at or under 1500 students.
2. Change only the area program to match the newly completed Education Specifications, with no change to the enrollment capacity of these three high schools. Using PSU projections, boundary adjustments would be necessary under this option for both Franklin and Grant High Schools to maintain enrollment at or under 1500 students.

ATTACHMENTS

Attachment A: Draft Resolution "Authorizing Increased Program Area for Franklin, Grant and Roosevelt High School Full Modernizations as Part of the 2012 Capital Bond Program and Acknowledging Related Impact on the Bond Program Reserve."

BOARD OF EDUCATION
SCHOOL DISTRICT NO. 1J, MULTNOMAH COUNTY, OREGON

INDEX TO THE AGENDA

November 12, 2013

Board Action Number	Page
---------------------------	------

Personnel

4831	Election of First-year Probationary Teacher (Full-time).....	3
4832	Election of First-year Probationary Teacher (Part-time).....	3
4833	Election of Second-year Probationary Teacher (Part-time).....	4
4834	Appointment of Temporary Teachers and Notice of Nonrenewal	4

Purchases, Bids, Contracts

4835	Expenditure Contracts that Exceed \$150,000 for Delegation of Authority	6
------	---	---

Other Matters Requiring Board Action

4836	Settlement Agreement.....	8
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Personnel

The Superintendent RECOMMENDS adoption of the following items:

Numbers 4831 through 4834

RESOLUTION No. 4831

Election of First-year Probationary Teacher (Full-time)

RECITAL

On the advice of the Chief Human Resources Officer, the Superintendent recommends that the teacher listed below be elected as a First-year Probationary Teacher.

RESOLUTION

The Board of Education accepts the Superintendent's recommendation, and by this resolution hereby elects as First-year Probationary Teacher for the school year 2013-14 the following person, subject to the employment terms and conditions set out in the standard form contract approved by legal counsel for the District and to be placed on the applicable Salary Guide that now exists or is hereafter amended:

Full-time

First	Last	ID
Kristin	Kennedy	022094

S. Murray

RESOLUTION No. 4832

Election of First-year Probationary Teachers (Part-time)

RECITAL

On the advice of the Chief Human Resources Officer, the Superintendent recommends that the teacher(s) listed below be elected as First-year Probationary Teacher(s).

RESOLUTION

The Board of Education accepts the Superintendent's recommendation, and by this resolution hereby elects as First-year Probationary Teacher(s) for the school year 2013-14 the following person(s), subject to the employment terms and conditions set out in the standard form contract approved by legal counsel for the District and with all to be placed on the applicable Salary Guide that now exists or is hereafter amended:

Part-Time

First	Last	ID
Sasanna	Efseaff	022127
Thomas	Hewitt	005699

S. Murray

RESOLUTION No. 4833

Election of Second-year Probationary Teacher (Part-time)

RECITAL

On the advice of the Chief Human Resources Officer, the Superintendent recommends that the teacher listed below be elected as Second-year Probationary Teacher.

RESOLUTION

The Board of Education accepts the Superintendent's recommendation, and by this resolution hereby elects as Second-year Probationary Teacher for the school year 2013-14 the following person, subject to the employment terms and conditions set out in the standard form contract approved by legal counsel for the District and with all to be placed on the applicable Salary Guide that now exists or is hereafter amended:

Part-Time

First	Last	ID
Kathleen	Martuza	021109

S. Murray

RESOLUTION No. 4834

Appointment of Temporary Teachers and Notice of Non-renewal

RESOLUTION

The Board of Education accepts the recommendation to designate the following persons as temporary teachers for the term listed below. These temporary contracts will not be renewed beyond their respective termination dates because the assignments are temporary and District does not require the teachers' services beyond completion of their respective temporary assignments.

First	Last	ID	Eff. Date	Term Date
Justine	Aylward	020008	10/18/2013	12/21/2013
Kathryn	Bailey	022096	10/4/2013	6/14/2014
Andrea	Bean	022214	10/21/2013	6/14/2014
Julia	Fogg	021453	8/28/2013	12/21/2013
Yoji	Hall	022221	11/1/2013	6/14/2014
Sarah	Hersey	021381	10/28/2013	6/14/2014
Jocelyn	Kimmel	022194	10/22/2013	12/21/2013
Tina	Lamanna	017138	10/16/2013	6/14/2014
Jennifer	McKnight	014368	10/18/2013	6/14/2014
Michael	Pham	000886	11/4/2013	6/14/2014
Matthew	Plies	008704	11/1/2013	6/14/2014
Donna	Robles	022083	10/29/2013	6/14/2014
Ann Marie	Szok	020889	10/29/2013	6/14/2014
David	Wages	022165	10/23/2013	6/14/2014
Patricia	Zimmerman	006389	8/28/2013	6/14/2014

S. Murray

Purchases, Bids, Contracts

The Superintendent RECOMMENDS adoption of the following item:

Number 4835

RESOLUTION No. 4835

Expenditure Contracts that Exceed \$150,000 for Delegation of Authority

RECITAL

Portland Public Schools (“District”) Public Contracting Rules PPS-45-0200 (“Authority to Approve District Contracts; Delegation of Authority to Superintendent”) requires the Board of Education (“Board”) enter into contracts and approve payment for products, materials, supplies, capital outlay, equipment, and services whenever the total amount exceeds \$150,000 per contract, excepting settlement or real property agreements. Contracts meeting this criterion are listed below.

RESOLUTION

The Superintendent recommends that the Board approve these contracts. The Board accepts this recommendation and by this resolution authorizes the Deputy Clerk to enter into agreements in a form approved by General Counsel for the District.

NEW CONTRACTS

Contractor	Contract Term	Contract Type	Description of Services	Contract Amount	Responsible Administrator, Funding Source
Alpha Environmental Services, Inc.	11/13/2013 through 3/31/2014	Construction Services C 60XXX	District-wide: Oil tank and distribution system decommissioning at 26 of the 48 boiler conversion sites. ITB 2013-1694	\$248,750	T. Magliano Fund 438 Dept. 5597 Project J0101
Pacific Educational Group	8/1/2013 through 6/30/2014	Personal Services PS 60293	District-wide: Provide professional development for District leadership and Central Office, including Beyond Diversity II.	\$179,900	L. Poe Fund101 Depts. 5490, 5401

NEW INTERGOVERNMENTAL AGREEMENTS (“IGAs”)

No New IGAs

AMENDMENTS TO EXISTING CONTRACTS

No New Amendments to Existing Contracts

N. Sullivan

Other Matters Requiring Board Action

The Superintendent RECOMMENDS adoption of the following item:

Number 4836

RESOLUTION No. 4836

Settlement Agreement

RESOLUTION

1. The authority to pay \$39,900 is granted in a settlement agreement for employee M.S. to resolve claims brought under Workers' Compensation. An additional \$100 is awarded for a voluntary termination of employment as part of the agreement.
2. This expenditure will be charged to the District's self-insurance fund 601.

J. Patterson / B. Meyers