



PORTLAND PUBLIC SCHOOLS

OFFICE OF OPERATIONS

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STAFF MEMO

Date: January 9, 2023

To: Facilities & Operations Committee

From: Dan Jung, Chief Operating Officer

Subject: Roosevelt High School Grandstands

SUMMARY

The existing Roosevelt High School grandstands have an approximate 800 person capacity. Improvements to the grandstands were not included in the RHS modernization, however the track and field have recently been replaced. District staff have looked into the request to increase capacity to 1,500 capacity for home spectators and add 800 visitor seats on the opposite side of the field.

SCOPE OF WORK

The requested scope includes expansion of the existing home bleachers from 800 seats to 1,500 seats, the installation of a visitors' bleacher section with a seating capacity of 800 seats, and added secure storage under the existing home bleachers (total seat count after completion will be 2,300). The proposal will also add approximately 6,000 SF of building area for use as storage under the bleachers. This would require demolition of the existing concession building located adjacent to the home bleachers.

The proposed project will require a Type III Conditional Use review and cost approximately \$3.5M - \$4.0M.

Proceeding with design and construction of grandstands will require allocation of capital funds. PPS's capital needs are deep and broad, and funds are finite.

DISTRICT CAPITAL NEEDS

Deferred Maintenance

PPS's Facility Condition Assessment (FCA) - completed in 2021 - documented the condition of the District's building assets. The FCA identified over 3000 assets in either Currently Critical or Potentially Critical condition and another approximately 2500 in Necessary but Not Yet Critical.

Examples of critical deficiencies include:

- Failing sanitary sewer lines
- Outdated electrical equipment, wiring and lights
- Deteriorated window systems
- Outdated fire/life/safety systems
- Inoperable stage lighting and curtains
- Mechanical system controls, fans, air handlers and boilers no longer working properly
- Leaking and eroding domestic water lines
- Outdated play equipment
- And much more

Repairing systems that are long past their useful life is costly, inefficient and not sustainable. Ultimately the systems will fail, creating emergency situations. Much of the failing equipment is so outdated that replacement parts are no longer available to repair, which often requires PPS's Machine Shop to fabricate (build from scratch) parts.

Impacts of these aged systems are real and growing. Temperature issues are the most common complaints from school staff - with over 6,000 mechanical system work orders submitted last year - and system issues range from simple discomfort (both hot and cold) to poor indoor air quality, costly emergency repairs and even school closures due to lack of heat.

Staff have identified 5 - 10 sanitary sewer lines in critical condition. In just the last few weeks Astor Elementary was closed for 1 day due to a sewer backup and Jefferson High School was closed due to a deteriorated water supply line that caused flooding.

The Facility Condition Index (FCI) is the ratio of a building's maintenance costs relative to replacing the building at current construction costs. FCI values range from 0.00 (Good) to 1.00

(Critical). A higher FCI indicates a greater need for remedial funding, relative to the facility's replacement value. The District average FCI is 0.13 or "Poor." Sixty-two (62) facilities rated Poor or Critical of the ninety-four (94) sites assessed, indicating a critical need to invest in existing facilities.

Staff estimate that to reduce the FCI from "poor" to "fair" over a ten-year period, would require a total investment of approximately \$700 million, or \$70 million per year.¹

Planned Improvements

The Board of Education accepted the Long-Range Facility Plan (LRFP) in December 2021 after a year of development and engagement with subject matter staff and the broader District community. The purpose of the LRFP is to plan for future capital improvements within the context of current educational vision and student enrollment trends over the next 10 to 15 years. The plan provides a strategic framework to be tested against community voice and vision prior to future bond campaigns.

The plan notes that most of the District's high schools are on small urban sites and lack the acreage to provide the athletic facilities and fields needed to support comprehensive high school athletic programming. The priority athletic capital improvements noted in the LRFP are:

High Priority

- Develop Jackson, Marshall, and Whitaker-Adams as athletic hubs.
- Athletic upgrades at four (4) middle schools: Lane, Ockley Green, George, and West Sylvan. Each site should at minimum have a multipurpose turf field with a track, an appropriately sized main gym and an auxiliary gym.
- Access to turf baseball and softball fields for all high schools (e.g., Franklin, Marshall).

Moderate Priority

- Athletic upgrades at four (4) additional middle schools: Hosford, Beaumont, Roseway Heights, and Harrison Park. Each site should at minimum have a multipurpose turf field with a track, an appropriately sized main gym and an auxiliary gym.

[See LRFP - Volume 1 \(page 74 - 79\) for details.](#)

¹ This calculation is based on the deficiencies identified in the FCA and does not account for additional asset failures after completion of the FCA.

AVAILABILITY OF FUNDS

Non-Bond Funds

Non-bond funds for facility improvements are limited. PPS's primary source for unrestricted capital are Funds 404² and 445.³ New revenue into these funds have (generally) been dropping in recent years. The below table illustrates that the average new revenue for the 3-year period from FY17 - FY19 was about \$8 million; however the average for the 3-year period from FY22 - FY24 decreased to approximately \$5.8 million per year. Decreasing funding coupled with high construction escalation rates in recent years, and an aged facility portfolio, has hampered PPS's ability to respond to critical facility needs.

	New Revenue		
	Fund 404	Fund 445	Total
FY 2016/17	7,199,536	676,131	7,875,667
FY 2017/18	8,424,893	727,914	9,152,807
FY 2018/19	6,158,795	847,021	7,005,816
FY 2019/20	4,372,877	11,347,858 ¹	15,720,735
FY 2020/21	3,464,861	45,441	3,510,301
FY 2021/22	5,445,928	78,579	5,524,507
FY 2022/23	4,466,906	737,928	5,204,834
FY 2023/24	5,506,267	1,220,000	6,726,267

¹ \$10 million from sale of property

Additionally PPS's primary fund (Fund 191) for non-capital improvements is relatively very small and has also been declining in revenue in recent years.

Begin Fund Balance	
	Fund 191
FY 2016/17	2,206,777
FY 2017/18	2,762,132
FY 2018/19	1,610,606
FY 2019/20	1,640,606
FY 2020/21	1,310,606
FY 2021/22	1,245,606
FY 2022/23	1,186,606
FY 2023/24	996,606

² Fund 404 receives revenue from the City of Portland's Construction Excise Tax

³ Fund 445 receives revenue from Civic Use of Building permit fees, lease revenue and property sales

It is also worth noting that the majority of currently available funds (capital and non-capital) have been allocated to active construction projects. PPS has over 100 current projects, below is a sampling:

- Sidewalk repairs at Richmond
- Chimney repairs at Rice
- Elevator repairs at Jackson
- Steam leak repairs at Buckman
- Sewer line replacement at Creston
- Carpet replacement at Astor
- Front door replacement at Rigler
- Pre-K play equipment at King
- Water intrusion repair at Llewellyn
- Abate and replace flooring at Abernethy
- Installation of projector at Woodlawn
- Replacement of the vent hood at Sunnyside
- Replace exterior lighting at Jackson
- Repair covered play structure at Sabin
- Replace the roll-up doors at Chavez
- Regrout and repair restroom at Cleveland
- Repair siding at Creston
- Replace univents at Applegate
- Repair sidewalk at Boise-Eliot
- Repair sewer line at Chief Joseph
- Replace the backflow fire sprinkler at George
- Repair stairs at Grey

Bond Funds

The Lincoln High School Modernization project completed phase 1 of construction in summer 2022 and reached substantial completion for phase 2 in summer 2023. The project is currently in the closeout phase. The project budget contains \$242,500,000 in funds coming from the 2017 general obligation bond. Current forecasts estimate the project will complete approximately \$17 million under budget.⁴

⁴ \$10 million of this savings has been earmarked for additional health and safety improvements in an MOA with the Portland Association of Teachers.

The 2017 bond funded the modernization of Lincoln High School, McDaniel High School, Benson Polytechnic High School and Kellogg Middle School. Additionally the 2017 bond language states at least \$158 million of funds will be allocated for district-wide health and safety projects.⁵

As the 2017 construction program nears completion⁶ program savings become available for other/additional projects. Program savings can be allocated to projects that are capitalizable and meet bond compensability requirements.⁷ Generally bond funds can be used for a variety of capital projects from addressing current deferred major maintenance needs - such as replacing end of life elevators, failing playgrounds, deteriorating sewer lines, etc. - to new and unplanned projects.

RECOMMENDATION

Considering the condition of PPS's existing facility portfolio, and the limited availability of funding to address deferred maintenance, Staff recommends that future improvements to Roosevelt's grandstands be considered as part of future bond planning, and that 2017 bond savings be used to address deferred maintenance and existing facility needs.

⁵ To date the 2017 bond has spent approximately \$122M on health and safety improvements.

⁶ The final major construction project, Benson Polytechnic HS, is scheduled to reach substantial completion in summer 2024.

⁷ Any bond allocation to a project that is not expressly identified in the bond language would need to be vetted with bond counsel.