

Special Meeting
Tuesday, July 21, 2020 7:30 PM

Virtual

Agenda

1. 7:30 pm - Development of 2020 Bond Package - ADA Transition Plan (1.5 hrs)
Action item - Public Comment Accepted
2. 9:00 pm - Adjourn

BOND OPTIONS COMPARISON

07 20 2020

	D	F	G	H	I
	JULY 14	BOARD	(F-D)	UPDATED	(H-F)
	OPTION	DIRECTION	DELTA	OPTION	DELTA
		7/14/2020			
MODERNIZATIONS					
2017 BOND BALANCE	152,000,000	152,000,000	0	152,000,000	0
MPG BUILDING	62,000,000	64,000,000	2,000,000 ¹	64,000,000	0
JEFFERSON	305,000,000	311,000,000	6,000,000 ²	311,000,000	0
CENTER FOR BLACK STUDENT EXCELLENCE	60,000,000	60,000,000	0	60,000,000	0
CLEVELAND - PLANNING & DESIGN	20,000,000	20,000,000	0	20,000,000	0
WILSON - PLANNING & DESIGN	20,000,000	20,000,000	0	20,000,000	0
SUBTOTAL	619,000,000	627,000,000	8,000,000	627,000,000	0
EDUCATIONAL IMPROVEMENTS					
TECHNOLOGY	128,200,000	128,200,000	0	128,200,000	0
CURRICULUM	53,444,000	53,444,000	0	53,444,000	0
SPEL CLASSROOMS	13,400,000	13,400,000	0 ³	13,400,000	0
OTHER	0	0	0	0	0
SUBTOTAL	195,044,000	195,044,000	0	195,044,000	0
PHYSICAL FACILITY IMPROVEMENTS					
ROOF	65,700,000	65,700,000	0	65,700,000	0
MECHANICAL	75,000,000	75,000,000	0	75,000,000	0
SECURITY	25,900,000	25,900,000	0	25,900,000	0
SEISMIC	17,200,000	17,200,000	0	17,200,000	0
ADA	17,000,000	17,000,000	0 ³	33,800,000	16,800,000 ⁵
OTHER	0	0	0	0	0
SUBTOTAL	200,800,000	200,800,000	0	217,600,000	16,800,000
CAPACITY					
OTHER	0	10,000,000	10,000,000	12,000,000	2,000,000 ⁶
SUBTOTAL	0	10,000,000	10,000,000	12,000,000	2,000,000
CONTINGENCY & ADMINISTRATION					
ADMINISTRATION	60,890,640	61,970,640	1,080,000	63,098,640	1,128,000
PROGRAM CONTINGENCY	101,484,400	109,481,464	7,997,064 ⁴	93,309,864	-16,171,600 ⁷
SUBTOTAL	162,375,040	171,452,104	9,077,064	156,408,504	-15,043,600
TOTAL	1,177,219,040	1,204,296,104	27,077,064	1,208,052,504	3,756,400

NOTES

- 1 Increase the structural system to Category IV (Immediate Occupancy)
- 2 Increase the structural system to Category IV (Immediate Occupancy)
- 3 The budget for Special Education Classroom updates and Accessibility improvements will be combined (they are shown separately here for ease of comparison)
- 4 The "July 14 Option" contained a formula error; the Administration budget was not included the Program Contingency. Staff recommends including Administration in the Program Contingency calculation and has updated the formula in this table
- 5 Increase scope to align with Budget Option A in the [EDUCATIONAL & FACILITY IMPROVEMENTS SUMMARY](#)
- 6 Increase scope to include planning and design of Roosevelt Phase 5
- 7 Reduction in Program Contingency to remove Curriculum and Technology from the calculation

JULY 21, 2020

Portland Public Schools 2020 School Bond Renewal

Proposed Bond Renewal Option	
BONDS TO IMPROVE HEALTH, SAFETY, LEARNING BY MODERNIZING, REPAIRING SCHOOLS <i>Shall Portland Public Schools repair, modernize schools; replace technology, and update curriculum; by issuing bonds estimated to maintain current tax rate?</i>	
Educational & Accessibility Improvements:	\$228.8M
Curriculum	53.4M
Technology	128.2M
Special Education Classrooms and ADA Accessibility	47.2M
Health & Safety Projects	\$183.8M
Roofs	65.7M
Mechanical	75.0M
Security	25.9M
Seismic	17.2M
Modernizations & Rebuilds:	\$639.0M
Jefferson High School: Modernization	311.0M
Center for Black Student Excellence: Planning, Design, Pre-Construction	60.0M
Cleveland/Wilson High Schools: Planning, Design, Pre-Construction	40.0M
Benson Polytechnic High School: Completion	152.0M
Multiple Pathways to Graduation: Facility Construction	64.0M
Capacity/Enrollment/Design	12.0M
Management (6%):	63.0M
Program Contingency excluding Curriculum and Technology (10%):	93.3M
Total	\$1.208B

The proposed bond is expected to maintain a rate of \$2.50, which is the same rate that was estimated in 2017, with a plan to return to voters for another renewal at the same rate in 2024.

As currently proposed, the 2020 School Bond Renewal includes the following investments:

Proposed Educational & Accessibility Investments

- \$53.4 million to adopt comprehensive, culturally relevant and current curriculum and instructional resources and materials, across core subject areas, including language arts, math, science, the arts and social emotional learning. This investment would provide students with high-quality, standards-based instructional materials, would allow for a return to the Oregon textbook adoption cycle, and would support more innovative PPS vision-oriented courses of study (e.g. climate justice, ethnic studies, middle school redesign, experiential education and portfolios, computer science).

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- \$128.2 million to provide equitable access to technology, including replacement of tablets or Chromebook laptops for students, and updates PPS' core technology infrastructure.
- \$13.4 million to improve and modify more than 82 special education classrooms across the district to provide flexible, adaptive, distraction-free spaces with visual and acoustic mitigation to support both the instructional requirements of special education staff and the sensory-needs of our students and \$33.8 million to remove barriers to accessibility, and remove barriers at the main level District-wide.

Proposed Health & Safety Investments

- \$65.7 million to repair or replace leaking or deteriorating school roofs at up to 12 sites.
- \$75 million to replace or repair approximately 15 highest priority mechanical systems—which heat and cool buildings—with additional funding available for smaller mechanical projects.
- \$25.9 million to upgrade all classroom door locks to current district standard, install additional security camera systems, and upgrade or replace intrusion alarm systems in schools that have not been modernized.
- \$17.2 million to retrofit up to 3 of the smallest schools on the City of Portland Unreinforced Masonry database, in coordination with full roof replacement.

Proposed Modernizations & Rebuilds

- \$311 million to modernize Jefferson High School in line with a recent master plan concept design.
- \$60 million to fund additional master planning, design and initial implementation, including focused investments in the neighborhood schools surrounding Jefferson High School, toward a community vision of a Center for Black Student Excellence.
- \$40 million for intensive design and pre-construction planning for modernization of Cleveland and Wilson High Schools. Voters could be asked to approve funding for construction in 2024 for Cleveland and Wilson, keeping both high schools on track for modernization.
- \$152 million to complete the modernization of Benson Polytechnic High School—a historic building that will cost more to modernize than was originally estimated in the 2017 bond.
- \$64 million to build a new Multiple Pathways to Graduation programs facility on the Benson campus, providing space to support the diverse and specific needs of students with programs like Alliance at Benson and Meek, DART/Clinton, Teen Parent Childcare, and Reconnection Services & Program.
- \$2 million to support the design planning for the Roosevelt High School final phase to meet 1700 student capacity.



PORTLAND PUBLIC SCHOOLS

OFFICE OF OPERATIONS

501 N Dixon St Portland 97227

MEMORANDUM

Date: July 20, 2020

From: Dan Jung, Chief Operating Officer

SUBJECT: ADA Transition Plan and 2020 Bond Options

Thank you for the robust conversation last week about the 2020 bond. As the board deliberates increasing the ADA funding in the proposed 2020 bond option, staff would like to provide more information regarding the draft ADA Transition Plan update and how it aligns with the proposed 2020 bond ADA options.

PPS last adopted an ADA Transition Plan in [1994](#). Staff is in the process of preparing an update to the Plan and is currently soliciting community feedback. We anticipate the proposed updated Plan will be provided to the board for discussion and adoption by October 2020.

The current decision before the Board is how much funding will be included in the 2020 bond to support ADA improvements. The ADA Transition Plan will be presented to the Board for adoption at the completion of the update process.

ADA Transition Plan

Few schools within the PPS portfolio are fully accessible, and the current estimate to bring all sites in alignment with Oregon building code exceeds \$100,000,000. PPS's ADA Transition Plan is intended to guide the District's future improvements and establish clear sightlines to achieve full-accessibility, District-wide.

Recognizing that the District has limited funds and cannot immediately make all schools fully accessible, District staff and stakeholders were asked to consider different options to address accessibility in PPS schools. Once established and adopted by the Board of Education, these decisions will guide barrier-removal across the District's buildings and grounds following a phased, systems-level approach. Accessibility options are actively being developed with the guidance of a team of PPS stakeholders and a community group with support from FACT Oregon and Community Vision (community organizations that support children and families experiencing disability).

Community Engagement on ADA Transition Plan

Assigning priorities to accessibility work involves input and recommendations from the local disability community. As public review is critical to this update; the proposed options described in the draft update are subject to review by local groups representing persons with disabilities. The COVID-19 pandemic complicated engagement for this effort. After the extended closures under the Stay Home, Save Lives directive, feedback on transition priorities were broken into three steps:

1. Frameworks development under a task force composed of Portland Public Schools staff
2. An eight-week public review and comment period of a draft transition plan posted to the District website
3. Three virtual town halls developed in collaboration with FACT Oregon and Community Vision (currently scheduled for July 30, August 11 and August 13).

Currently, only step one is complete, while step two is in process. The update will not be considered final until steps two and three are completed.

The draft updated Transition Plan was posted to the District's website on July 13, 2020 ([LINK](#)), with a comment form intended to capture community input ([LINK](#)). The update will be considered incomplete until the comment period is closed.

Prioritization Options

While under the Stay Home, Save Lives directive, an internal stakeholder group reviewed current accessibility data and prepared five potential options. These accessibility options, or prioritization frameworks, are detailed below. Importantly, staff brought forward these priorities less as a menu of options for the wider community but rather as reference points for the community conversations planned for summer 2020.

1. Main-level Accessibility District-wide

Main-level accessibility would include portions of the site necessary to reach the main entrance from the bus or drop-off area, the main entrance, and access to essential programming. Here, "essential programming" includes classrooms, the cafeteria, library, and gym, in addition to one or more accessible restrooms.

This approach may require administrators to schedule programming around individuals with disabilities in multi-level buildings without elevators. In addition to instructional programming, sensitivity to the placement of school-clubs and other extracurricular activities must be observed.

The advantage of this framework is its economy and relative speed to implement District-wide. By omitting elevators - far and away, the most costly accessibility improvement - the District's accessibility budget could reach many more schools.

To be sure, the operational challenges this approach may present to building administrators should not be underestimated. Consider a middle school student in a multi-level K-8 building without an elevator. While classrooms at the elementary level are, for the most part, interchangeable, this becomes increasingly less true in later

grades. A science classroom has little in common with an English classroom in the eighth grade, for instance.

2. One Accessible School at Each Configuration, per Cluster

Portland Public Schools consists of, among other programs, eight “clusters” or pathways from kindergarten to graduation based on a student’s home address or election to a focus option program. Aging through a cluster follows a specific sequence of schools. The approach discussed here would ensure that a student with a disability could remain, if not within their neighborhood school, at least within their cluster.

Of the eight clusters, none currently has a fully accessible thread from kindergarten to graduation.

This approach addresses full accessibility, but does not optimize geographic distribution. As currently imagined, schools designated for improvements are the most affordable options, typically because they do not require elevators.

3. Title I First

Schools with large concentrations of low-income students receive supplemental federal funds to assist in meeting student’s educational goals. This program is known as Title I. During the 20/21 school year, 22 schools qualify for Title I support. The location of these schools corresponds to a high degree to Portland’s historically underserved and historically Black neighborhoods.

While not directly associated with disability, Title I indicators correlate with disproportionately higher percentages of disability in the United States. According to the Centers for Disease Control and Prevention, one in four Black Americans has a disability, compared with one in five for White Americans. Indeed, Black Americans are more likely than Non-Hispanic Whites to have a disability in every age group.

Likewise, poverty is a risk factor for disability. Children living in poverty are more likely to have asthma, chronic illness, and environmental trauma such as lead poisoning, learning problems, and low birth weight leading to disabilities. Moreover, those experiencing poverty are less able to treat disabling conditions and mitigate their impact. While the reasons for this are complex, limited access to high-quality medical care and early intervention certainly exacerbate many conditions.

Our schools are critical institutions in Portland neighborhoods. Creating environments that elevate the health, dignity, and independence for all students - but with particular consideration for those from communities in the long shadow of systemic racism - reinforces Portland Public School’s role as vital neighborhood centers.

4. Special Education & Focus Option

In addition to neighborhood schools, the District supports several focus option programs ranging in emphasis from environmental science to the arts. The curriculum for each of these programs is unique, and so unlike neighborhood program curriculum - replicated

throughout the District - admission to a focus option program is an unparalleled opportunity.

For this reason, focus options programs present a challenge to a number of accessibility approaches described above. No transportation solution exists for a student experiencing a disability and hoping to attend a focus option program in an inaccessible building. Therefore, prioritizing accessibility for sites with focus option programs should be distinctly considered in this transition plan.

Similar in uniqueness, the District supports two dedicated special education programs: the Pioneer Special School Program and Community Transition Program at Green Thumb. While the Pioneer Program supports students with social/emotional needs and fragile mental health, rather than medically fragile individuals, these students have unique sensitivities; their environment plays a critical role in reducing incidents of emotional dysregulation. And of course, the converse is also true.

Green Thumb - the District's only dedicated Community Transition Program site - supports young adults in their transition to life by helping them achieve the highest degree of independence and quality of life. Many of the physical barriers at Green Thumb work against these goals, however. While only three classrooms, the Green Thumb buildings lack necessary accessibility aids such as door actuators. An individual relying on a power-assisted chair may need assistance to open doors to their classroom or restroom in the context of a program intended to support independence.

5. Elevators at Buildings with Multi-level Programming

This approach would be tantamount to full accessibility at buildings with multi-level programming. Where second and third floors are accessible, accessible restrooms must be provided, in addition to an accessible route from and including the main entrance to the elevator access.

The logistical and financial challenges of this approach cannot be overstated. Recent elevator installations have ranged from \$800,000 to \$1.5 million. At a minimum, construction is invasive and can only occur during the summer recess in most cases. Indeed, elevators are significant building modifications: adding an elevator to the interior of an existing building is essentially inserting a structural core into an existing structure.

The additional structural benefit of adding an elevator is also worth further discussion. When concrete, as opposed to metal studs, is used to construct elevator shaft walls, they can reinforce buildings against lateral movement, significantly improving seismic performance. While this is not alone a seismic solution, it can be a significant step toward seismic safety.

2020 Bond Options

The development of the potential 2020 bond options has coincided with the drafting of the ADA Transition Plan update. Early input from staff (including input from SPED staff) indicated the *One Accessible School at Each Configuration, per Cluster* could be the preferred priority

framework, and two of the three bond options presented to the Board at the Board's work session on July 9 aligned with this scenario. However, in more recent months, input appears to suggest the *Main-level Accessibility District-wide* scenario may be the more likely preferred option (bond option A, presented to the Board on March 12, aligns with this scenario). To be certain, either (or any) of the scenarios would provide significant progress for PPS and would be a large step in the District's effort towards full accessibility. Below are the potential 2020 bond options as outlined in the Educational & Facility Improvements Summary ([LINK](#)).

A. \$33,800,000 - Staff estimates this amount would allow the District to remove barriers at the main level District-wide. Main-level accessibility would include portions of the site necessary to reach the main entrance from the bus or drop-off area, the main entrance, and access to essential programming. Here, "essential programming" includes an individual's classroom(s), the cafeteria, library, and gym, in addition to one or more accessible restrooms.

As noted above, this approach may require administrators to schedule programming around individuals with disabilities in multi-level buildings without elevators. In addition to instructional programming, sensitivity to the placement of school-clubs and other extracurricular activities must be observed.

The advantage of this framework is its economy and relative speed to implement District-wide. By omitting elevators - far and away, the most costly accessibility improvement - the District's accessibility budget could reach many more schools.

B. \$22,400,000 - Staff estimates this amount would allow the District to remove barriers at two K-5s, one MS, and one HS per cluster. This option would provide greater support for students experiencing disability by reducing transportation needs, allowing more students to remain at their neighborhood school. This option identified the most affordable path to accessibility within the cluster; transportation, geography, or other building deficiencies were not considered, however. The advantage with this option, of course, is that it allows two choices at the K-5 level, reducing the transportation onus on the most vulnerable of our student population.

Of the amount identified, \$8.8M would address barriers at Jefferson, Cleveland, and Wilson (with Jefferson taking the bulk of the cost). If the District moves forward with the Modernization of Jefferson and the design of Cleveland and Wilson, staff recommends reallocating the \$8.8M to other accessibility improvements as recommended by the forthcoming ADA Transition Plan.

C. \$17,000,000 - Staff estimates this amount would allow the District to make fully accessible one K-5, one MS, and one HS per cluster. This option identified the most affordable path to accessibility within the cluster; transportation, geography, or other building deficiencies were not considered, however.

As with Option B above, of the amount identified, \$8.8M would address barriers at Jefferson, Cleveland, and Wilson (with Jefferson taking the bulk of the cost). If the District moves forward with the Modernization of Jefferson and the design of Cleveland

and Wilson, staff recommend reallocating the \$8.8M to other accessibility improvements as recommended by the forthcoming ADA Transition Plan.

The ADA Transition Plan update is currently in process, but is not yet complete. The above information outlines staff's best current thinking, however, the final product could vary once the process has concluded. Upon completion of the update and adoption by the Board, staff recommends that the 2020 bond funds for accessibility align with the updated ADA Transition Plan.

ADA Transition Plan website - [LINK](#)

MEMORANDUM

Date: July 20, 2020

To: Portland Public Schools Board of Education

From: Bond Accountability Committee (BAC)

Subject: 2020 Bond

As a result of the inadequate cost estimates contained in the 2017 bond, the Bond Accountability Committee (BAC) Charter was amended last October to add a requirement for review of future District bond planning, including cost estimating processes and risk management strategies. The BAC was instructed to provide, as requested, advice on these matters to the Board. This memorandum will describe what transpired during our efforts to fulfill this responsibility.

A handful of relatively informal meetings occurred in late 2019 and early 2020 for staff to update the BAC on development of a 2020 bond. However, it was not until three bond options had been crafted in June that the BAC was really able to dive into this exercise. Accordingly, the BAC met virtually with staff (and others, including some Board members) on June 25th and 30th.

Staff provided substantial back-up documentation in support of the cost estimates that existed at the time and made available subject-expert staff to discuss them during the meetings. The BAC raised questions and/or made suggestions during those meetings (and followed up with email confirmations) on items such as:

- Calculation of the 2017 shortfall (including consideration of program contingency, future interest earnings, expected project COVID-related costs, etc.);
- Current Benson High School estimate and reduced contingency;
- Multiple Pathways to Graduation estimate assumptions and exclusions;
- Jefferson High School scope, schedule, and estimate assumptions;
- Risks associated with proceeding with design of Wilson and Cleveland High Schools;
- Apparent spreadsheet inconsistencies;
- Rationale for Administration estimate;

- Escalation assumptions generally;
- Arguments for various levels of program contingency; and
- Recommendations to address seismic enhancement for new structures.

We were not briefed on the curriculum and security estimates.

Following these meetings, it was understood from staff that they would consider this input as they worked on a “final” estimate for the Board, and that the BAC would be provided updates along the way. We would then meet to review the new product and write a report to the Board that would either endorse staff’s recommendations or explain why we did not agree. These anticipated follow-up steps never happened.

The BAC received staff’s final product on July 14th, an hour or so prior to the Board meeting where it was adopted. To be sure, the materials made it clear that staff had followed our recommendation on a couple of issues (e.g. escalation, future interest on the 2017 bond) but the documentation does not address what, if anything, staff did with other questions/suggestions. It’s possible, of course, that these were considered and rejected. However, there has been no opportunity to examine the rationale behind many of the final numbers and, of course, the BAC has not been briefed at all on the pricing of the latest scope additions to the package (curriculum and the \$60 million for the Center for Black Student Excellence).

The BAC understands the time pressures on staff during this process and appreciates the difficulties faced in producing the staff recommendation to the Board. It is regrettable that, due to the circumstances related above, the BAC cannot offer an opinion on the final cost estimating processes and risk management strategies supporting the bond package approved by the Board on July 14th. We will try to reach a conclusion by the 28th and report back to the Board on that date.