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Superintendent
Laurie Dent, Ph.D.

SUPERINTENDENT RECOMMENDATION

TO: Sumner-Bonney Lake School District Board of Directors
FROM: Laurie D. Dent, PhD, Superintendent
DATE: June 14, 2019
RE: Recommendation on the Expansion and Modernization
of Sumner High School

The purpose of this report is to provide the Sumner-Bonney Lake School District Board of Directors with a formal recommendation on the path forward to accomplish modernization and expansion of Sumner High School, in light of current circumstances, including significant increased costs of school construction arising from the current construction environment. Included in this recommendation and report is a comprehensive overview and analysis of the work completed by the Sumner High School Project Review Task Force and feedback from community members.

Background

In 2016, a Capital Bond was approved by the voters of the District, to fund, among other projects, the modernization and expansion of Sumner High School.

In 2017-18, planning and design moved forward with land use and associated building/development approvals and permits obtained from the City of Sumner in 2018. The Project included the demolition of the swimming pool (arising from its age and condition) and residential structures acquired after Bond approval on properties abutting the High School for use as construction staging areas and, in part, future student parking.

The Project was advertised for bidding and only one construction bid was submitted in an amount substantially over the construction budget. The Design Team thereafter prepared a re-tooled plan consistent with the goals of the Bond Resolution for consideration by the District's Board in light of current current circumstances.

On December 12, 2018, following several Design Team presentations at public study sessions and open, public meetings, the District's Board, in light of current circumstances, including the current construction environment, directed the Superintendent to seek review, study, and evaluation of all options for expansion and modernization of Sumner High School through the engagement of a construction management firm. The Board further directed the Superintendent to convene a public Task Force to undertake such review, study, and evaluation of options with the facilitation of the construction management firm and such other necessary consultants.

Following publication of a Request for Qualifications, the District retained the services of Hainline & Associates, a highly qualified and experienced construction management firm in educational construction to lead the review, study, and evaluation of options by the Task Force. Under the direction and ultimate authority of the District, Hainline assisted the Task Force in making a recommendation for the direction of the modernization and expansion of the Sumner High School campus in light of current local circumstances.

About the Task Force

The community members on the Task Force selected by the Superintendent had substantial experience in construction and planning. The outcome was a group of people with varying experiences and perspectives who were focused and thoughtful in reviewing, studying and evaluating options for the High School project. Task Force members brought expertise and experience in general contracting, electrical and other utility and building systems, school planning, design and construction, project management, construction specialties, and general municipal planning.

Task Force Members

- Adam Chambers ● Barbara Kiliz ● Troy Powers
- Tyson Cornett ● Kassie Meath ● Brad Sayre
- Kyle Hardtke ● Scott Nall ● Seth Sherwood
- Karen Harris ● Deb Norris ● Paul Smith
- Rick Hendricks ● Jason Olson ● Grant Sulham
- Pete Hochstatter ● Tom Osborne ● Ryan Turley
- Matthew Kastberg ● Dana Powers

Task Force members met four times over the course of two months and worked collaboratively, with the assistance of Hainline: (i) to review current circumstances, including the construction climate; the as-bid design; the re-tooled concept; project phasing and complexity; the age and condition of the facilities; the location and complexity of utilities and building systems; and the High School programmatic needs; and (ii) to review, study, and evaluate concepts developed and refined by Hainline based upon input from and analysis of considerations by the Task Force for the expansion and modernization of Sumner High School. Meetings were facilitated by EnvirolIssues, an experienced, neutral facilitator.

Getting to Recommendations: The Process

The overall process for getting to a recommendation was to:

1. Understand the needs of Sumner High School and bond goals.
2. Understand changed circumstances since the passage of the Bond.
3. Identify advantages and challenges with project constraints in mind.
4. Determine a pathway forward.
5. Determined that the pathway forward, includes: (i) an Initial Phase to provide for expansion and modernization of the High School, consistent with the bond goals,

using the 2016 bond funds, and (ii) future build-out under a comprehensive approach of a Master Plan.

6. Develop several concepts for the Task Force to discuss and refine at meetings within the context of an Initial Phase and a Master Plan.
7. Study and evaluate concepts and reach consensus on a recommended concept and path forward for modernization and expansion of the High School in light of current circumstances.
8. Make recommendations to the Superintendent.

Bond Goals

Under the authority of the Bond Resolution, the goals of modernization and expansion of the High School, included constructing and equipping new classrooms, a new commons/cafeteria area, restrooms, and additional seating in the gym, making technology infrastructure, security improvements, and other capital improvements, all as deemed necessary and advisable by the Board.

Within these goals, the District sought to provide additional, future permanent classroom space for capacity up to 1,830 students to re-unite the student body housed in the existing portable classrooms into functional classroom space, to improve outdated teaching spaces and support services, to expand and relocate the cafeteria area (known as the Commons) to allow the student body to convene during the lunch hour into two shifts and to provide a central core for student activities and educational programs, to provide for a new library, to allow flexible programming and technology, to add additional classrooms, specialized instructional spaces, including science classrooms, and additional flexible areas for interdisciplinary study and activities to foster collaboration, and all coupled with associated support services, security, and circulation areas.

Overall, the goal of the Task Force, working under the authority of the District and with the assistance of Hainline, was to make a recommendation, in light of current circumstances, for the direction of the modernization and expansion of the Sumner High

School campus to alleviate overcrowding, build new classrooms to remove the need for portables, and improve safety.

Current Circumstances Reviewed

Several changed circumstances since passage of the bond were reviewed and studied by the Task Force to determine a path forward for modernization and expansion of the High School, including:

- The overheated construction environment; contractors are selective in bidding on projects in a busy construction market and evaluate the length and complexity of a project.
- Only one bidder of the as-bid design.
- The as-bid design added unanticipated complexity in light of substantial demolition and re-building of elements of the buildings.
- The project complexity created a duration involving six phases over three years.
- The location of the utility systems on the campus created unanticipated increased costs arising from disruption of services associated with the project.
- The major construction element of the as-bid design (three-story, easterly building) created unanticipated disruption to the electrical and building systems, increasing complexity and costs.
- The District acquired multiple parcels abutting the Sumner High School campus providing more options for planning and building layouts serving the needs of the High School.
- Unanticipated site development improvements and parking requirements were required by the City.

Condition of Buildings

Many portions of the High School are old, such as the band room, which dates back to 1954, and there have been multiple remodels overtime. Existing floor plans cover 189,350 sq. ft. and accommodate 71 teaching stations, including eight portables.

Teaching stations are identified as anywhere where learning is taking place. The commons area is smaller than in many other schools.

There is also differential settlement of the floor slab in various portions of the buildings, especially, the pool area, due to the valley soils. The pool is outdated and its existing utility systems are requiring increased maintenance. The utility features are especially complicated on the eastern side of the property but there are no areas in the buildings without some mechanical considerations.

Prior Concepts

With the assistance of Hainline, the Task Force reviewed, studied, and evaluated the as-bid design (original design included in the bid) and the re-tooled concept (revised concept to lower the bid cost). The as-bid design was the only design to be fully developed, the re-tooled layout was only conceptual.

As-bid Design

The as-bid design was for a two- to three-story school and proposed to:

- Demolish the single-story classrooms to replace them with a three-story classroom building on the east side.
- Place the commons area in the courtyard and expand into the existing building, with a second-story library.
- Demolish the existing band room and move it into a larger space.
- Demolish the kitchen and move it.
- Remove the pool and expand the tennis courts.
- Improve and upgrade other miscellaneous systems.

Re-tooled Concept

After the bid came in substantially over budget, the District and architect reviewed priorities and developed a re-tooled concept. This concept proposed to:

- Demolish the pool to build a one-story classroom (eight classrooms, mostly a science wing).

- Demolish the kitchen.
- Remodel the LRC (learning resource center or library)
- Reduce the size of the commons area.
- Demolish and enlarge the band area.
- Improve and upgrade other miscellaneous systems.

Hainline Concept Options

Hainline studied and prepared options for the Task Force's consideration to modernize and expand Sumner High School. Input from and discussion by the Task Force based upon current circumstances led to producing an Initial Phase concept to be built consistent with and using the 2016 bond funds which would also fit into a future, comprehensive plan (Master Plan) for future buildout. Hainline focused on three spatial areas of the High School campus: East, Central and West and developed preliminary concepts of each area for review and evaluation by the Task Force.

The East concept was generally the as-bid scheme which primarily focused on proposed demolition, re-build demolished areas, and remodel school elements. The Central concepts were more closely aligned with the re-tooled concept and proposed to build mostly new and include some demolition and remodeling. The West concepts proposed to move westerly, minimize modification so the existing buildings, and ultimately demolish the existing easterly buildings.

In meeting two, the Task Force's review of the three spatial area concepts resulted in guidance to Hainline to focus on building more westerly. This guidance was based on Task Force members' collective opinions based upon review and location of the existing utility and building systems which created complexity in the project and that remodeling old, previously remodeled buildings, is much more expensive than building new especially in the current construction climate. Also, with the need for more space to accommodate the growth, trying to add on to the existing school would involve complicated and costly utility and building connections, and there was a higher risk of

finding unknown problems as construction opened up old spaces. The Task Force also discussed timing for implementation of the Master Plan. The Task Force sought information from the District on an estimated tax rate of a hypothetical bond to fund buildout of the High School under a Master Plan.

Using the input from the Task Force, at meeting three, Hainline provided westward focused, revised concepts to the Task Force that either stayed close to the existing school in the Initial Phase and then moved more westerly in the Master Plan or moved further to the west in both phases. These concepts were titled hybrid, proximal and distal (based on their relationship to the existing school), and Hainline presented advantages and challenges for each. Hainline reviewed issues such as utility and building systems disruption or relocation, anticipated impacts to students during construction, complexity of a project, and proximity to the existing main building, which would remain during the Initial Phase in all of the concepts. Of the three revised concepts, the distal (furthest west) concept provided the most standalone construction and least remodeling of the older buildings.

During meeting three, after discussing the refined concepts and the information on bond funding the District presented, the Task Force reached consensus on several items to include in their draft recommendations. These included a strong preference that: (i) core facilities (2016 bond goals) should be included in the Initial Phase to be built currently; (ii) supported a Master Plan approach for future build-out; (iii) the District avoid remodeling to the extent practical; and (iv) the District consider three story buildings where function and design made sense. The Task Force also stated a preference to recommend a new bond measure be voted on as soon as practical to fund future buildout of the Master Plan. They initially expressed a preference for the proximal concept, that kept the new building in the Initial Phase closer to the old buildings including the gym and performing arts center (PAC) and the Master Plan then building further west. The Task Force asked Hainline to further refine the proximal concept responding to concerns such as avoiding a building facade in the Initial Phase that

would have to be demolished and rebuilt in the Master Plan phase and improving connections for students passing from the old to the new parts of the campus.

At the fourth and final Task Force meeting, Hainline presented the Task Force with three refined concepts – two variations of the proximal concept and a refined version of the distal concept. Hainline presented considerations for all three concepts that included considerations such as providing for the core facilities, flexibility of site usage with the additional parcels acquired by the District, in a Master Plan, whether the PAC and gym could be relocated depending upon budget in the Master Plan, complexity or simplicity in construction phasing, utility and building systems impacts, “new school visual”, distance of new buildings from the existing buildings, co-location of all athletic activities, construction impacts to students and staff, and green spaces.

After a robust discussion of all the considerations, the Task Force reached consensus on their pathway recommendations for the Superintendent to present to the School Board.

Public Meetings

The recommendations of the Task Force were shared with the community at two public meetings on May 28 and 29, 2019. The meetings included a 30-minute presentation along with time for question and answer. After the presentation, attendees were allowed to visit with presenters and Task Force members who could provide additional information if necessary. For community members unavailable to attend in person, the May 28 meeting was videotaped and uploaded to the District’s website and the presentation at Lakeridge Middle School on May 29 was live streamed on Facebook and recorded and made available for reviewing by the public. There were over 3,600 views of the May 29 recorded presentation.

To further inform the Superintendent’s recommendation, audience members were encouraged to complete a five-question survey identifying benefits and challenges to

the Initial Phase and Master Plan. A paper copy along with an online survey were made available at both public meetings and was published on the District's website for community members to provide input. The online survey ran from May 28 through June 5, 2019.

The Superintendent's recommendation to the School Board includes input from the community. The School Board will take action to adopt or modify the Superintendent's recommendation and next steps will be identified to move forward with the expansion and modernization of Sumner High School in light of current circumstances.

Analysis of Community Input Overview

As discussed above, to gather feedback on the Sumner High School Project, between May 28 – June 5, 2019, the District administered a five question anonymous survey on the Sumner High School Project Review Task Force recommendations. After being open for eight days, only 13 respondents participated in the survey to provide feedback on the project recommendations (see Table 1). Due to the small number of respondents, information obtained from the survey provides a limited perspective and consequently, does not accurately represent or reflect the thoughts and opinions of the entire district population. Therefore, the data is difficult to generalize on a broader scale. Regardless, feedback obtained from the survey was provided to the School District to help inform the Superintendent's recommendation to be presented to the School Board on June 18, 2019 for a path forward to modernize and expand Sumner High School in light of current circumstances. Key themes are set forth below.

Survey Results

Respondent Data

Survey respondents were asked to select all of the following categories that applied to them:

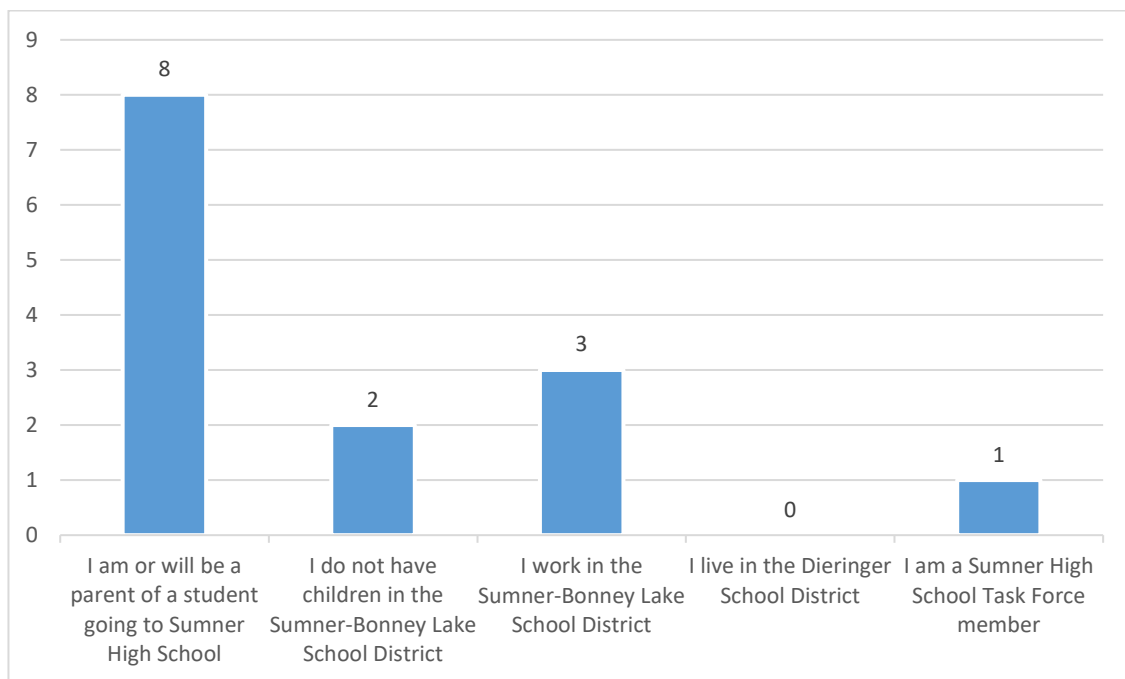
- I am or will be a parent of a student going to Sumner High School

- I do not have children in the Sumner-Bonney Lake School District
- I work in the Sumner-Bonney Lake School District
- I live in the Dieringer School District
- I am a Sumner High School Task Force member

A majority of the respondents were current or future parents of a student going to Sumner High School (Table 1).

Table 1

Respondents by Demographic



QUESTION 1: What benefits do you see with the Initial Phase recommendation?

Key themes

- The Initial Phase recommendation limits major disruptions to academics.
- Early construction shows the community that work is being completed and there is momentum to complete the project.
- The Initial Phase recommendation is a good use of the limited bond budget.

QUESTION 2: What challenges do you see with the Initial Phase recommendation?

Key themes

- Current and future costs of construction are major concerns to completing the project.

- There are concerns with keeping the project phases on-schedule.
- Cultivating community buy-in for subsequent phases may be challenging.
- There are concerns about the safety and wellbeing of students during construction.

QUESTION 3: What benefits do you see with the Master Plan recommendation?

Key themes

- The Master Plan is a good layout and is thoughtful.
- The aesthetics of the new facility is something the community can be proud of.
- The Master Plan recommendation shows that there is strong support for the schools' athletics.
- The Master Plan recommendation is a better use of resources than remodeling existing structures.
- The layout makes sense for the community's needs.

QUESTION 4: What challenges do you see with the Master Plan recommendation?

Key themes

- There are concerns about funding for future phases.
- Gathering support from the community for additional bonds may be challenging.

QUESTION 5: What are your thoughts about the Task Force recommendation to expand and modernize Sumner High School?

Key themes

- Impressed with Task Force's work; continue to utilize a task force format of community experts
- The project is needed, and the recommendation is very well thought-out.
- The modernization effort should still fit in with the community's aesthetics.
- Gathering additional funding may be a hurdle in implementing the recommendations.
- Safety for students during construction and in between phases is a concern.

Recommendations to the School Board: The Path Forward

After carefully evaluating the various concepts developed by Hainline with the associated data in light of current circumstances, careful analysis of the Task Force recommendation, and input from the community, I recommend the following recommendations to the School Board, based upon the Task Force Report and Recommendation. The full Task Force Report and Recommendation was delivered to each member of the Board in May 2019, a copy of which is on file with the District and

by this reference is incorporated herein. The Task Force Report and Recommendation was also shared with the community at the two public meetings on May 28 and 29, 2019.

I recommend a phased approach with an Initial Phase of construction, consistent with the 2016 bond goals, as soon as possible and which utilizes the 2016 bond funding, and a following phase(s) for full buildout of school buildings and potential facilities identified in the Master Plan through future bond funding.

I further recommend forming a Facilities Steering Committee to provide recommendations on the scope and phasing of work to be completed at Sumner High School associated with the future buildout of facilities under the Master Plan.

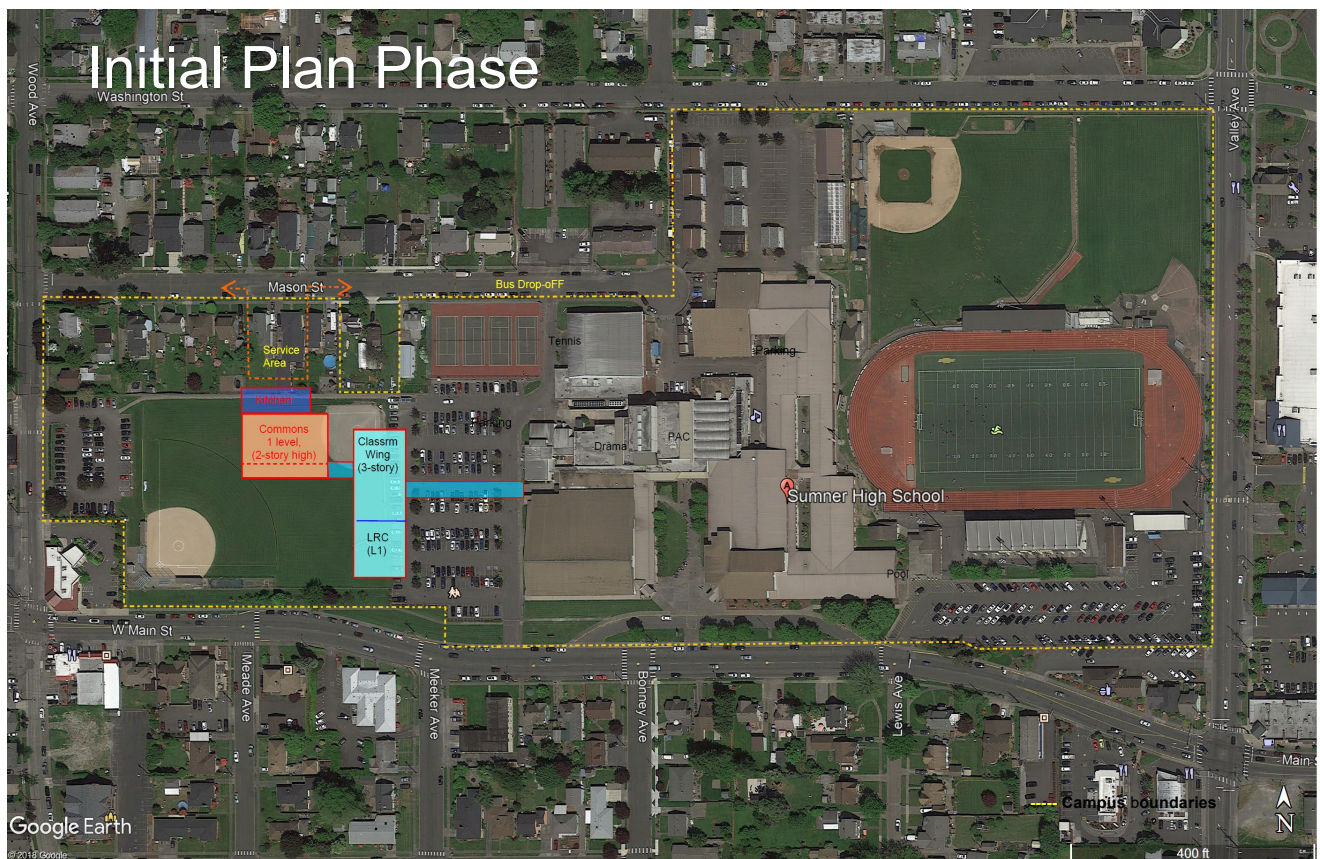
I further recommend retaining the services of appropriate consultants to assist and facilitate in the facilities planning with the goal of submitting a bond proposition to the voters as soon as reasonably possible to carry out and accomplish a full buildout of facilities under the Master Plan as recommended by the Task Force Report and Recommendation.

Initial Phase Recommendations

To expand and modernize Sumner High School with the 2016 Capital Bond funding, I recommend, in light of current circumstances, to construct new buildings to the west of the existing school and to minimize remodeling as much as possible:

- In the Initial Phase, construct core facilities and associated supporting services (restrooms, technology and security features), consistent with the 2016 bond goals, to minimize the on-going use of aging infrastructure and temporary portables, include:
 - New classrooms (target 16 -20)
 - New commons/cafeteria
 - New kitchen
 - New library (Learning Resource enter)

- Improved student circulation
- Be thoughtful in the Initial Phase design to avoid demolishing and rebuilding infrastructure in the Master Plan buildout.
- Design and construction of the Initial Phase should avoid, where practical, the need to relocate, modify or interrupt utilities and systems serving the existing building.
- In the design of the Initial Phase, consider modifications that may be necessary to buildout the Master Plan.
- Consider three story structures where feasible, cost effective, and functionally acceptable to the District.
- Consider alternative delivery methods, where beneficial for the project.



Master Plan Recommendations

- Run another bond to fund buildout of the Master Plan as soon as reasonably possible.
- Build new additional school facilities, including a new gym and aquatic facility (pool), and remodel or build new Performing Arts Center, depending upon budget considerations.
- Consider designing three-story structures where feasible, cost effective, and functionally acceptable to the District.



Recommendations Assumptions

- The Task Force did not make any recommendations regarding budget. The Task Force used rule-of-thumb numbers for the purposes of future bond planning

discussions associated with buildout under a Master Plan. Similarly, the District used a preliminary, hypothetical number to calculate a sample bond tax rate for Task Force discussions.

- The Master Plan is a guide for future development.
- The full buildout of the Master Plan is not budgeted – future discussions and refinements will have to be made.
- The Task Force recognizes the configuration of the buildings in the Initial Phase and in the Master Plan Phase could and will likely change due to:
 - Bond planning
 - State match funding
 - Program considerations
 - ADA access requirements
 - Physical constraints
 - Building and site development requirements
 - Parking Requirements