

Madison Park Swing Space Planning

February 2025

OVERVIEW

This memo outlines the swing space planning process in 2023-24, the challenges involved, and the final recommendation concerning swing space for the Madison Park Technical Vocational High School (MPTVHS) Redesign Project.

For any construction project involving an occupied site, there are three main options:

1. Perform a renovation while the building remains occupied
2. Temporarily move building occupants out of the building and into 'swing space' while the original building is renovated
3. Keep building occupants in their original building while a new building is constructed elsewhere, in this case on the same campus. The occupants are moved to the new building when it is complete.

Option 1, construction on an occupied building, was determined early on to not be feasible due to the extent of the proposed renovation at Madison Park. Option 2, swing space, was then studied in depth; however it was ultimately determined that swing space would be too complex operationally, too costly, and too disruptive to the students' education for a substantial amount of time, resulting in an unacceptable educational environment. In the fall of 2024, in alignment with the Madison Park school leader, the Madison Park Redesign Project planning team (including representatives from BPS, PFD and the Mayor's Office) recommended moving forward with Option 3, a new build on the Madison Park parcel adjacent to the current building, avoiding the need for swing space and allowing students to continue to learn in-place throughout the duration of construction.

As this memo details, there are some opportunities that are created with swing space:

1. Renovation of Madison Park where it currently stands, resulting in a renovated building on Malcolm X Boulevard.
2. Students get more vocational experience in the real world at offsite locations.
3. CTE programs strengthen their partnerships with unions and other industry partners.

There are also many challenges, listed in more detail below and summarized here:

1. Very disruptive to student education, especially considering Madison Park's consistent status as a Turnaround School.
2. Spreads out MPTVHS across 10-14 total locations, which will be detrimental to student spirit, community, and safety.
3. Offsite locations may not be viable due to their inability to meet CORI standards and other operational requirements.

4. Adds significant costs to the project to meet the operational needs, in addition to the capital costs of creating the onsite swing space and possibly renting offsite space.
5. Adds cost to the project, when compared to a new build option, due to longer and more complex phasing logistics.

For these reasons, the planning team recommended moving forward with a new build option for the Madison Park Redesign Project to avoid the need for swing space.

MADISON PARK REDESIGN PROJECT CONTEXT

The Madison Park Redesign Project was initially proposed as a renovation of the current buildings; the preliminary concepts presented in the Programming and Feasibility Study (published in Fall 2023) reflected different renovation scenarios. Due to the extensiveness of the renovation needed, the planning team established early on that the buildings would need to be unoccupied throughout the duration of construction. This meant that the Madison Park students and staff would need to move to swing space while their school was renovated.

Swing space planning for Madison Park occurred primarily from January 2024 to September 2024, when the planning team decided to pause swing space planning while the Owner's Project Manager and architects began exploring the option of building a new Madison Park elsewhere on the campus. The swing space strategy focused on finding trade halls or industry partnerships in Boston to host as many of the Career and Technical Education (CTE) workshops as possible, as a means to avoid building out very expensive temporary workshops which would only be used for the 3 year construction period and take away from BPS' larger capital budget. Meanwhile, the academic spaces would be located within a building which could be modified to meet the needs of Madison.

During the swing space planning period, it became clear that some required elements of the swing space strategy were extremely complex operationally and deeply unfavorable to the school leadership and students. Additionally, analysis from the Owner's Project Manager's team showed that the renovation options involving swing space were both more costly and would take longer than a new build option. Multiple school and community stakeholders were consulted on the choice to pursue a new building instead of a renovation and were supportive of the new build option elsewhere on the campus in order to avoid swing space. In November 2024, after the design team had completed their test-fits and analysis proving the new construction option could work, was faster, cheaper, and would result in a better learning environment for current Madison Park students, the Madison Park Redesign Project planning team decided to pursue a new build, instead of a renovation.

PLANNING PROCESS

This section reviews all of the variables involved in swing space planning for Madison Park and their challenges. In addition to detailing the strategy for both academic and CTE swing space, this section also details the major operational issues, including CORI checks, scheduling, transportation, staff parking, food service, student support services, staff, emergency management, and cost that come with a school community temporarily spread across 10-14 locations around Boston.

ACADEMIC SWING SPACE LOCATIONS

The planning team evaluated two main locations to accommodate the Madison Park students' academic spaces. The first of these was the former Timilty School building, across from Madison Park on Malcolm X Boulevard. Based on the test-fits by Kaestle-Boos Associates (KBA), the Timilty only has space to accommodate about half of the academic spaces needed for grades 9-12. For the rest of the academic spaces and some of the CTE spaces, KBA performed test-fits of swing space in Madison Park's buildings 1, 2, and 4. We also explored other sites in Roxbury and other neighborhoods, but did not find alternative sites that could fit the entire Madison Park academic program in one building.

Location A: Timilty

- The goal was to fit as much of the academic program at the Timilty as possible. Unfortunately, only about half of the academic spaces could fit at the Timilty.
- The cost of renovating the Timilty to serve Madison Park students at the time of this planning was \$17M (Estimated Construction Cost - performed by Miyakoda Consulting).
- The current occupants of the Timilty—BDEA and several Central Office departments—would have to be relocated to other spaces which has not been estimated, but would increase the cost.

Location B: Madison Park Buildings 1, 2, and 4

- All of Madison Park' current space in Buildings 1 and 2 would need to be utilized to supplement spaces at the Timilty, in addition to the basement and sub-basement spaces of Building 4. The basement and sub-basement spaces are poor learning environments, with no access to natural light.
- Cost estimate by the OPM for outfitting Madison Park Buildings 1, 2, and 4 for swing space: \$12M (Estimated Construction Cost).

Additional locations considered but not pursued:

- Reggie Lewis Center - Owned and operated by the state, not the City. Security issues would require the other functions of the facility to essentially stop. The Center provides important athletic resources to the community that would be displaced for years. This

option would be expensive to retrofit because athletic spaces are large with high ceilings and do not lend themselves well to being retrofitted for classrooms.

- The Cleveland building (partially occupied by Community Academy of Science and Health, or CASH) - Although CASH only occupies roughly half of the building, the vacant/under-utilized portion of the building is not large enough to accommodate Madison Park's entire academic (non-CTE) program. Would still need to split the school community further.
- Lilla G. Frederick Pilot Middle School building - Considered, but not recommended as BPS has committed to the Grove Hall community to re-open the Frederick building as a PreK-6 school serving the Grove Hall community.
- Nearby higher education institutions (Roxbury Community College, Northeastern, Wentworth, etc.) - While higher education institutions were considered for singular CTE programs when there was a good program match, such as RCC's Health Careers program and MP's Health Assisting program, it is not realistic to put academic swing space at a higher education academic institution, unless the institution could give an entire building to Madison for 3+ years. This is because of extensive security needs at a 9-12 school, such as CORI checks, MP students needing to pass between classes, and the number of classes and extent of space required. We did not identify an academic institution in Boston with that availability of space. Nearby academic institutions may work as swing space for singular CTE programs, because they only require a small number of distinct spaces and students stay with their CTE instructor(s) the entire time, instead of moving frequently between classrooms.

CTE SWING SPACE LOCATIONS

The CTE swing space planning work sought partnership sites for all 20 Madison Park CTE programs to avoid building temporary facilities. The steps for this were 1) Find a partnership site, 2) Secure DESE approval on the partnership CTE sites, and 3) Sign an MOU with the partnership sites.

1. PARTNERSHIP SITE SELECTION

The search included sites in Boston and sites in the larger metro area, as it became evident some CTE programs did not have clear options in the City. Ultimately, we found partnership sites for 8 programs, and had potential partnership sites for 4 more; however, the remaining 8 CTE programs had no clear partnership site even after extensive outreach from City and BPS leaders and numerous meetings with various professional spaces and organizations where we believed there might be opportunity. This meant that at minimum 8 CTE programs would need temporary CTE spaces constructed as swing space, adding to the cost of the swing space strategy.

8 CTE programs with confirmed off-site partner spaces:

- Carpentry (union)

- Building and Property Maintenance (union)
- Electricity (union)
- HVAC (union)
- Plumbing (union)
- Metal Fab (union)
- Hospitality Management (union)
- Culinary Arts (rented space)

4 CTE programs with tentative offsite partnerships, but not confirmed. If the deal was not finalized, we would need to build them temporary swing space at Madison Park/Timilty, adding to swing space costs and space needs. For Radio and TV Broadcasting, Health Assisting, Medical Assisting, and Dental Assisting, we explored several local community colleges, other higher educational institutions, and community health centers. However, each of the institutions that we spoke with had their own space constraints, and none were able to lend space to serve as Madison Park swing space.

8 CTE programs were unable to find off-site partnerships and would need to have their own swing space built along with the academic swing spaces described in the section above:

- Cosmetology
 - Cosmetology shops have large shop and equipment needs.
 - We contacted multiple private cosmetology schools and none could accommodate Madison Park CTE classes.
- Auto Tech
 - No offsite space could be found. This program also has the largest space requirement.
 - We explored partnerships with Franklin Cummings Tech, UMass Boston, MassBay, Massasoit, and various garages in the City. No agreement because of the amount of space needed and the hours of class.
- Auto Collision
 - No offsite space could be found. This program has the second largest space requirement.
 - We explored partnerships with dealerships and car manufacturers, including Herb Chambers. Considered too disruptive to their businesses and would need the space at the same time their workforce is using it, unlike trade halls.
- 5 computer-based CTEs:
 - Graphic Communications
 - Design and Visual Communications
 - Marketing
 - Information Support Services and Networking
 - Programming and Web Development

- It was desirable to keep them all together by staff. There are similar needs to academic classrooms, but larger spaces are required. Because of low-equipment needs, it was preferred by the team to keep them with the academic spaces.

2. DESE APPROVAL

All CTE program swing space would need to be reviewed and approved by the Department of Elementary and Secondary Education (DESE). The BPS team met with DESE in January, April, and October of 2024 to keep them updated on our planning and ensure we were prepared for all DESE requirements. We created a rubric, requested by DESE, to track CTE swing space sites and if they meet the requirements. Then, each program would be assessed according to the rubric, followed by a DESE review on a rolling basis.

The rubric requirement categories are:

- Availability of the space
- Space Standards
 - Square footage
 - Related classroom
 - Equipment
 - Legal use-case agreements would need to be signed with each partner so that MP students can use their equipment.
 - Technology Infrastructure
 - DESE safety
 - ADA Accessibility
- Student Services
 - Food service access
 - Transportation
 - Communications systems
 - Disciplinary support
 - Guidance/Adjustment access
 - Multilingual Learner support
 - Special Education support

3. MEMORANDUM OF UNDERSTANDING

For each offsite swing space, BPS/COB would need to draft and sign a Memorandum of Understanding (MOU) to use with the partner sites to ensure that they meet all of our needs and to put a space sharing agreement in writing. The MOU would pull from the rubric and codify other operational needs. If sites require compensation, BPS/COB would need to undergo a public procurement process to secure the partnership before signing an official contract. For each site, the MOU would also need to address specifics on:

- Conflict resolution

- Method of communication between owner of the space and school
- Staff and student identification
- Rules for supervision of students
- Exclusive access or shared access during class time

CORI CHECKS

State law requires anyone who has unmonitored access to students go through a Criminal Offender Record Information (CORI) check. While teachers would be with their class at all times at the offsite CTE locations, students who arrive late, leave early, use the bathroom, or attend to other needs may interact with someone who does not have a CORI check. It is not possible to require that everyone entering/exiting an offsite location such as a union hall get a CORI check and pass it; making this a requirement of off-site partners would make partnership impossible. **This issue was never resolved and could jeopardize all 8 of the confirmed and the 4 potential partnership sites.**

SCHEDULE

The MPTVHS schedule would need to be altered to fit the new campus locations and accommodate all student travel times - both between academic spaces spread at the Timilty and Madison Park's Buildings 1, 2, and 4, as well as CTE classes spread across Boston. Currently, there is a 3 minute passing period between classes. The 9th and 10th grade schedules especially pose complications because every other week they split their days between CTE and academic spaces, in addition to the 9th grade Exploratory program, which rotates students through various CTE programs.

9th Grade Exploratory Program:

- 9th grade students go through an exploratory period for the first few months of the school year. The current SY24-25 exploratory schedule is as follows:
 - For the first 4 weeks, students rotate through all 20 programs for 1 day (20 days, week on/week off schedule).
 - Then, students make a selection of 5 top choices and spend 5 days in each program.
 - Beginning of 3rd term (late January), students enter their final program and assume a normal vocational schedule.
- The Exploratory program, as it exists now but modified to have 8-12 offsite CTE locations, would be very complex, costly, and difficult to operate and keep students safe and in their assigned location due to the transportation demands and variations in the 9th graders' CTE schedules.

9th and 10th Vocational/Academic Split Weeks:

- 9th and 10th have an additional complication. During their vocational weeks, they attend their vocations in the morning for 3 periods, then switch to academics in the afternoon. This arrangement enables them to satisfy their academic instruction requirements in their first two years of high school.
- This schedule will need to be altered for the swing space to ease transportation needs in the middle of the day. However, it is still very important that 9th and 10th graders receive an adequate amount of academic instruction during their vocational weeks. To provide this to students, this likely requires converting to a schedule where during 'vocational' weeks, students have 2-3 full days at the CTE shops, and the remainder of the days of that week are fully academic. This would impact teachers' schedules and prep periods, and would need to be negotiated with the BTU before it could be implemented.

Passing Period:

- Passing period time would need to be extended so that students could travel between the Timilty, Madison Park, and offsite locations when needed. This could result in a longer school day (which would require BTU negotiation), while still keeping the passing period as short as possible.
- Ideally, students would spend their whole academic day at either the Timilty or at the Madison Park campus. However, this would require precise and complicated scheduling, which was not fully explored, to confirm feasibility. This would also likely not be fully possible because of the substantially separate classes and ESL classes. Specifically, students would likely be traveling between the Timilty and Madison Park multiple times a day, adding security concerns, potentially adding risk of higher absenteeism, and increasing travel times.

Irregular Days:

- The following types of days deviate from the normal schedule, and there would have to be a specific, detailed schedule for students, staff, and transportation for each of the 10-14 locations around Boston (8-12 CTE locations, plus the two academic sites). Additionally, since the base Madison Park schedule and site layout would already be complex and difficult to manage, any of these irregular deviations could cause confusion and potentially jeopardize student safety:
 - Early release days
 - Early dismissal for sports teams
 - Snow days (especially complex due to unpredictability)
 - Academic Field Trips
 - Vocational Field Trips
 - Sports Practice
 - Testing

TRANSPORTATION

Transportation from MP to the CTE sites:

- BPS would need to develop special transportation plans for students traveling to and from the main campuses and the offsite locations, including potentially midday transportation for all 9th and 10th graders if their CTE-Academic schedule can't be altered. BPS had contemplated bussing all students from the main campus to their offsite locations, which would mean bussing about 50% of the student body to 8-12 locations across Boston each day after they arrive at the main campus. These are students who typically do not require any bus transportation and use the MBTA or their personal vehicles to get to school. This would be extremely inefficient and would require hiring additional bus drivers and dispatchers, significantly increasing operational costs, as well as increasing the amount of time students spend on the bus. Combined with the longer school day due to the longer passing period, described above, this would cause an unacceptably longer day for students.

Transportation from students' homes to the CTE sites:

- About 15% of the Madison Park student body is bussed to and from Madison each day (specifically, this arrangement applies to those with door-to-door transportation in their IEPs). This arrangement would stay the same during swing space, with students being bussed from their homes directly to the main campus or their CTE sites.

STAFF PARKING

Parking is already limited at the Timilty and some of the parking lot would potentially be needed for temporary swing space trailers. In any renovation scenario, the parking lots at Madison Park would need to be used as laydown space for the construction vehicles and equipment. Pursuing this option, while technically possible since the district is not required to provide parking to staff, would be extremely disruptive to staff, the majority of whom drive to Madison Park.

FOOD SERVICE

Currently, all Madison Park and O'Bryant school meals are prepared in one large, central kitchen in the basement of Building 1. Meals are then transported to satellite kitchens in their respective buildings to serve the students. In any scenario, the Madison Park central kitchen would need to stay online during the majority of construction so it can still serve students at both schools. In the renovation option, work would need to happen to the kitchen over the summers; in the event that the kitchen needs to be taken offline during the school year, BPS Food and Nutrition Services (FNS) would need to secure vended meals for both school communities.

For the Madison Park academic programs located at the Timilty School, there are two main options:

1. Continue to use the Madison Park Central Kitchen to feed students at the Timilty and any students still at the Madison Park main campus, and use the Timilty kitchen as a warming kitchen only.
 - a. Issues:
 - i. BPS Food and Nutrition Services (FNS) isn't currently set up to transport meals on such a large scale. To do so would require hiring more staff, buying more delivery trucks, and purchasing more vended meals, which the district is moving away from, in favor of fresh food made onsite.
 - ii. This arrangement could raise regulatory issues and additional operational challenges regarding food inspection, and creates opportunity for potential food contamination.
 - iii. Madison and O'Bryant students would have to receive off-site meals during the period of time that the Madison Park Central Kitchen is being renovated. District-wide, BPS FNS is shifting towards making hot meals for all BPS students on-site so that all BPS students have access to fresh, nutritious meals. This solution would undermine this effort.
 - b. Benefits:
 - i. Renovation to Timilty kitchen would be much less expensive if it only needs to serve as a warming/satellite kitchen to serve the students. Funds that would have been used to renovate the Timilty kitchen could go back towards the actual Madison Park project.
2. Renovate the Timilty kitchen so it is able to serve all students located at the Timilty. This option would be preferred by FNS.
 - a. Issues:
 - i. Would need a significant renovation/addition of new equipment to bring the kitchen up to standards for production of food, greatly increasing the renovation cost. Code upgrades, like adding sprinklers to the building, might also have to be added to renovate the kitchen.
 - ii. Students still located at Madison would still need meals from the Madison Park central kitchen.
 - b. Benefits:
 - i. Timilty kitchen is big enough to serve all students whose primary location would be at the school.
 - ii. Less transportation of food is involved.

For the offsite CTE locations:

- Students at offsite vocational locations will need meals delivered during their vocational weeks. FNS does not have the capacity to deliver to 8-12 offsite locations without additional staff.

- 9th and 10th grades
 - Currently, 9th and 10th grade students spend the morning of their vocational weeks in their vocational programs, then switch to academics after lunch.
 - We would need to decide how and where they will receive their meals during their vocational weeks. This would also affect how many students will eat their lunch at the Timilty each week.

STUDENT SUPPORT SERVICES

As mentioned in the swing space rubric, **certain student supports need to be provided to every student**, no matter the site they are located. This presents several challenges, as there are not currently enough support or administrative staff members to provide these supports to two main campuses and 8-12 offsite locations. Each offsite location would require the following support, effectively replicating a school ecosystem on a smaller scale at each location, and drastically increasing the number of staff positions required.

Special Education Support:

- About 30% of the student body is part of the special education population. . These students require specialized services based on each student's Individualized Education Plan (IEP), which is more difficult with the separated sites. Based on students' current IEPs, about 14% of students learn in substantially separate settings. Disruption has a higher negative impact on special education students, especially students with severe disabilities.
- The following supports would need to be determined for each site:
 - How will COSE (Coordinators of Special Education) be assigned?
 - How will special education teachers and paraprofessionals provide support in shops/in academics?
 - IEP service delivery management
 - Team meetings v. paraprofessional assignments
 - Students with partial days
 - How are students pulled for testing?
 - How are speech language pathology, occupational therapy, and physical therapy services provided?
- Additionally, a decision would need to be made either to relocate the Reaching Independence through Structured Education (RISE) and Occupational Skills Development Curriculum (OSDC) programs to the Timilty, where they are further from construction, but a large break from their normal environment, or to keep them in Building 2 where they don't have to move, but are closer to noisy construction. In either scenario, they are not fully integrated into the entire Madison Park community, which is not in alignment with BPS goals.

Multilingual Learner (MLL) Support:

- There are complications with supports for multilingual learners since they require daily ESL direct instruction, which poses a problem for students at offsite locations without access to their ESL teacher.

STAFF

Other school-based positions are assigned based on enrollment or other standardized allocation rules. These include nurses, school psychologists, social workers, etc. Madison Park would need to significantly increase these rules-based positions and other school-based positions, like disciplinary support positions, to manage students across two main campuses and 8-12 offsite locations. This significant but temporary expansion in staffing would have significant collective bargaining implications.

Across all positions, the following challenges would require impact bargaining with the BTU and other union partners.

- Professional development days
- Teacher planning time
- Transportation between sites
- Supervision of students at CTE sites
- Substitutes
- Changes in working conditions
- Required observations
- Teachers with disabilities
- Administrative support

In addition to school-based positions, BPS would also need to temporarily increase staffing levels across operational departments like Transportation and FNS to maintain services across two main campuses and 8-12 offsite locations.

EMERGENCY MANAGEMENT

To ensure the safety of all students and staff in case of an emergency, emergency plans would have to be created for each site. In the absence of a general alarm connected to all sites, there would need to be a method for urgent communication across all of the sites during an emergency.

Having students located across 10-14 different sites also increases the risk of emergencies and decreases the ability for a school leader to effectively respond to them, given the distance between the sites and the large number of sites. Off-site locations will not be able to be properly secured, since BPS does not own or manage those spaces. It would also be difficult to secure both MP and the Timilty if students are crossing between the sites all day. Active

shooter protocols and other emergency protocols would be more difficult to enforce without properly secured sites.

COST

Under the Owner's Project Manager contract, professional cost estimators studied the costs of various types of renovations and new buildings on the Madison Park campus for the high school. The renovation scenario, which would require swing space as discussed above, is estimated to have a construction cost of \$620 per square foot (total cost of \$1,321 per square foot). This estimated total per square foot cost includes an estimate of \$35 million to renovate the Timilty and certain spaces within Madison Park to serve as swing space. However, that estimate does not include all of the increased operational costs, which have not been fully estimated but are understood to add millions of dollars to the project cost. This estimate accounts for the higher General Contractor (GC) logistics and expenses due to complex phasing and the need to work in a partially occupied building.

In comparison, a new building located on the sports fields is estimated to have a construction cost of \$608 per square foot (total cost of \$1,295 per square foot), including the cost of demolishing the old building and rebuilding the sports fields. The estimated costs of renovation and new construction were therefore found to be comparable, with the new-build option slightly less expensive.

STAKEHOLDER PERSPECTIVES

When speaking to current staff, administrators, families, and students in the Fall of 2024, we heard overwhelming support for redesign options that do not require swing space – constructing a new building for Madison Park on the sports fields, as opposed to renovating the existing building.

Their primary concern is the safety and wellbeing of the students, which they fear will be negatively impacted by swing space. Staff and families, in particular, have been voicing their concerns about swing space since 2023.

A state-of-the-art new building is more attractive to many stakeholders when compared to a renovated old building that many see as dark, depressing, and “prison-like.” Students, in particular, see this as a reflection of their value, which has a negative effect on their self-worth. A brand-new building will encourage them to think beyond the constraints they perceive within the walls of Madison Park and see that they are capable of so much more. Several staff and other stakeholders have also pointed out that a new building would better support close integration of academic and vocational instruction, because the new facility design would not be constrained by the existing layout of the Madison Park campus.

At the same time, some stakeholders have expressed opposition to a new building with a primary entrance along Ruggles Street, instead of Malcolm X Boulevard. These stakeholders have emphasized the importance of a Madison Park campus that is highly visible from Roxbury Crossing and from the main thoroughfare of Malcolm X Boulevard, with clear sightlines into academic, rather than athletic, spaces. However, retaining the location on Malcolm X Boulevard is not possible without moving students into swing space, which is unacceptable to many Madison Park stakeholders. Additionally, some staff have voiced support for locating the main entrance of Madison Park on a quieter street for a safer drop-off and pick-up. Currently, student drop-off and pick-up on the highly trafficked Malcolm X Boulevard is chaotic and there have been incidents when students have been hit by oncoming vehicles. As we move into the design phase, the design process for new build options will take care to maintain a clear connection and wayfinding from Malcolm X Boulevard to the new facility.

If additional options for a different location on or proximate to the Madison Park campus for a new building present themselves in the future, they will be thoroughly considered.

CONCLUSION

Because of the significant complexities involved in a swing space strategy and the subsequent disruption to students' education, in the fall of 2024 the Madison Park Redesign Project planning team recommended moving forward with a new build option, instead of a renovation option, avoiding the need for swing space.

In the spring of 2025, the City and BPS plan to submit a Statement of Interest to the Massachusetts School Building Authority (MSBA) Core Program to seek state partnership in advancing this crucial project. If we are invited into the MSBA Core Program, the City and BPS are prepared to explore all potential options to deliver the desired Madison Park educational program. The planning team anticipates that this memo will assist in any future planning to support and accelerate the evaluation of potential options in service of identifying the most cost-effective and educationally appropriate solution.