
**BROOK
LINE
SCHOOLS**

PART TWO

PART 2

7. OVERVIEW OF THE SIX FINALIST SITES

Approach

The CivicMoxie team identified 26 locations in the Town of Brookline that could accommodate an elementary school (Appendix 6). These locations are, in some case, comprised of multiple parcels of land that could be combined to provide a site for a school. In other cases, only a portion of one parcel might be necessary for a school site. These sites represent a holistic approach to scanning the town for appropriate parcels keeping in mind that each parcel should meet many of the criteria and that appropriate location is a priority.

The first round of sites resulted from a search centered on a ninth school target area map provided by the Town. Through an analysis of school student density, modeling existing and future school capacity, and known potential residential development growth areas, the Town identified a broad area that is suitable for school siting that would retain the neighborhood school model (children most likely not having to travel past a different school to arrive at their assigned school). Within this eastern half of Brookline, two areas were pinpointed that would serve denser student populations and that do not already have a K-8 school within a 1/4 mile radius. Within this expanse, two smaller areas, near Amory Park in North Brookline and on Harvard Street between Coolidge Corner and Brookline Village, were identified as locations that represent holes in the 1/4 mile walking radius of existing schools and are within denser student-populated areas. However, while the team focused on the two target locations, the search quickly expanded outward to the larger acceptable target area shown in beige on the map shown here and

Ninth School Initial Target Areas

Town of Brookline, Massachusetts

Census Tract Map

(Based upon 2000 census)

Legend

- Census Tract
- 3001 Census Block/Number

Notes regarding potential new K-8 site based on geographical location only, per K. Brewton 12/31/14:

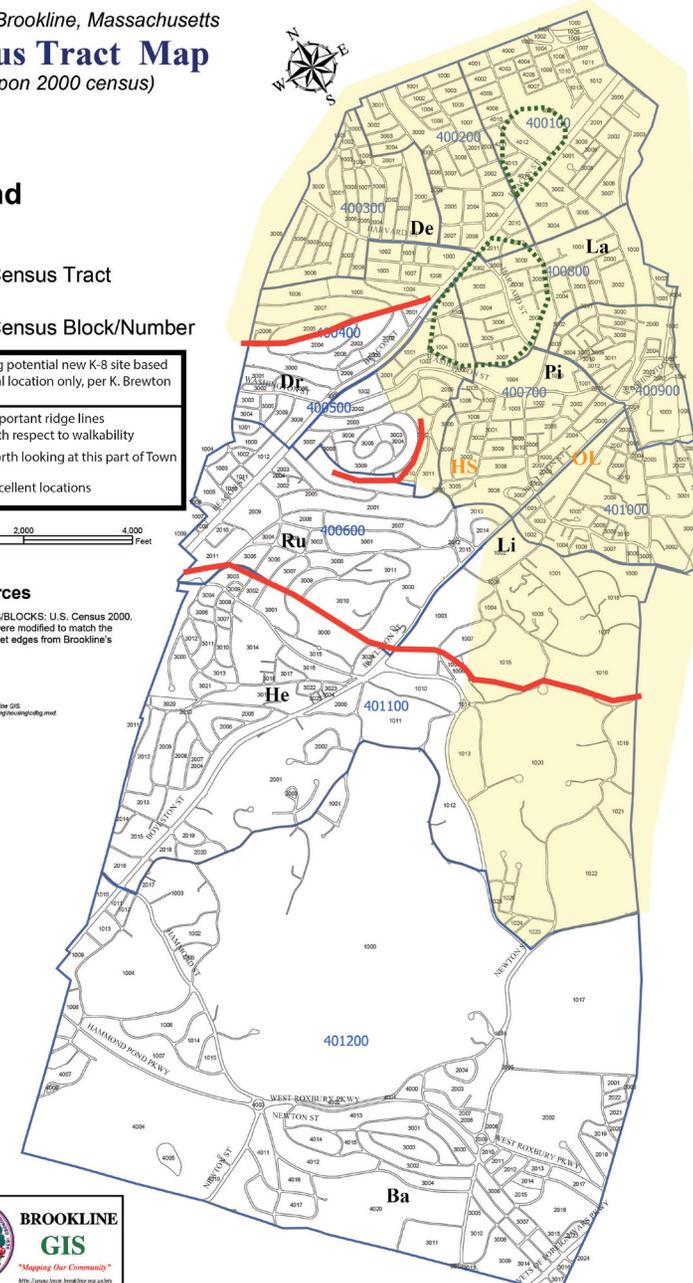
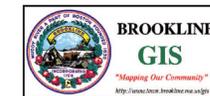
- important ridge lines with respect to walkability
- worth looking at this part of Town
- excellent locations

0 1,000 2,000 4,000 Feet

Data Sources

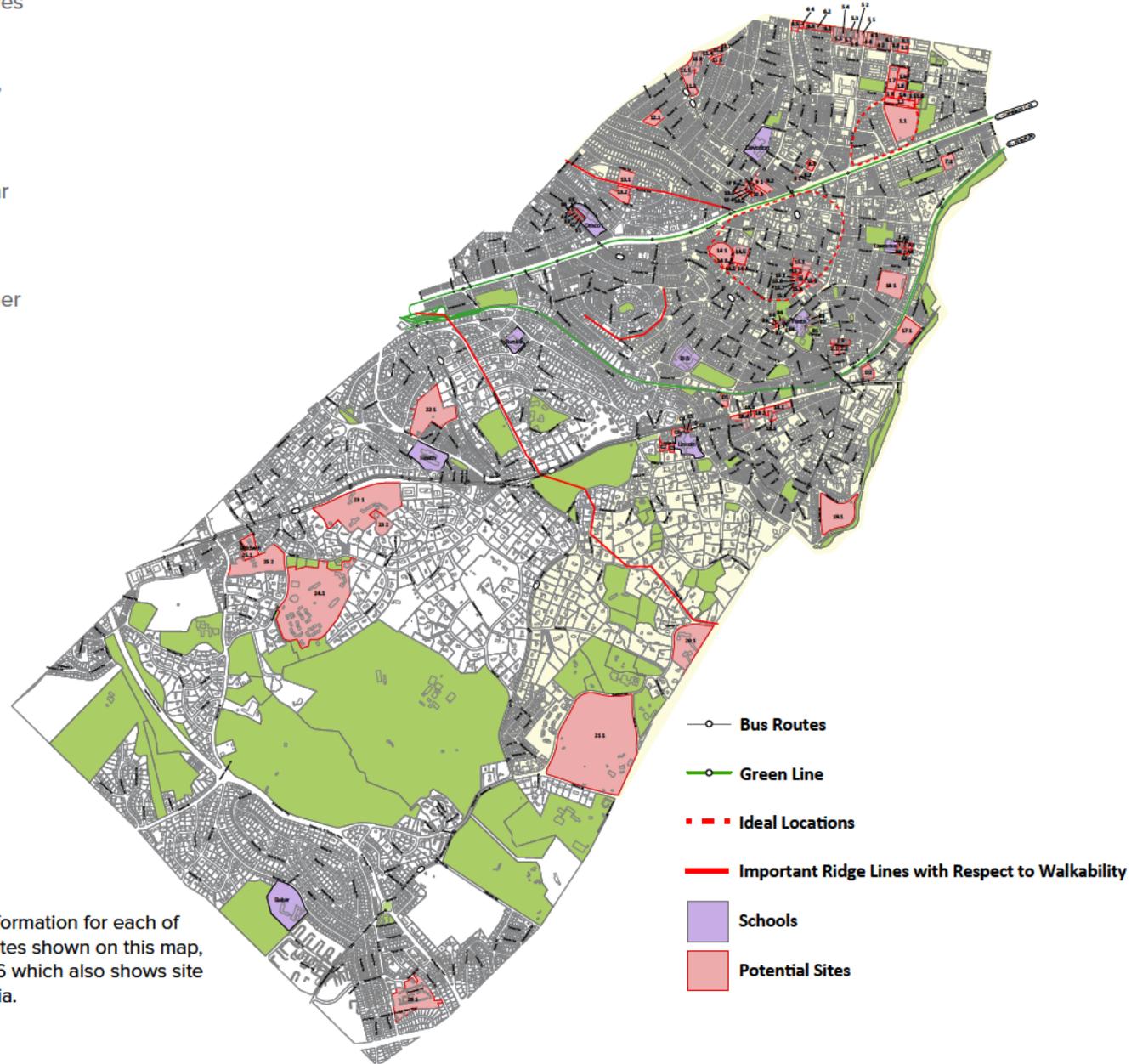
CENSUS TRACTS/BLOCKS: U.S. Census 2000. The TIGER lines were modified to match the more accurate street edges from Brookline's GIS database.

Also created by Town of Brookline GIS. Map file: "tremetageplaningisimgisimg.mxd"



in some cases, beyond, to capture a wide variety of sites and to ensure that alternatives were provided for discussion of concept/ magnet schools as well as varying interim building expansion scenarios. For example, at the time this initial map was created, initial guidance from the PSB was to also assume some additional building capacity of 4-6 sections in South Brookline at or near the Baker School. However, by Spring of 2015, the PSB requested modeling future building scenarios without any additional building capacity in or near Baker. In Summer 2015, two modular classrooms were added at Baker. As discussed in Part 1 of this study, the GIS modeling of future Brookline students and school assignments assumed no additional building capacity (other than

Initial Locations For Consideration of a Ninth School Site



For detailed information for each of the locations/sites shown on this map, see Appendix 6 which also shows site selection criteria.

a ninth school, as well as Lawrence and Devotion additions). Prior to the final draft of this report, Planning Department staff confirmed that even if the two modulars at Baker were to be removed, there was no site outside of this initial beige target area that would have provided a better location for building capacity with regards to preserving the neighborhood school model.

Narrowing the Field

The process of site selection was iterative and involved an initial listing of sites and then a check of criteria that could not be ascertained by map reviews, ownership data, and site visits. This second screening scrutinized deed restrictions, Article 97 open space designations, and historic status of properties and districts. This research narrowed the list of initial locations and also provided information that guided the team decisions on schematic site plans. The reduced list of locations and associated parcels were then reviewed, questions asked, and comparisons made. Which locations are more centrally located than others? Could we identify Town-owned parcels that could reduce or eliminate land acquisition costs? Would relocation of existing uses be difficult or cost-prohibitive if eminent domain is used? These were some of the questions asked as the locations and parcels were compared and contrasted.

Through this process of comparison and evaluation, six sites were selected as “finalists” for site design and cost estimates. Each site investigation, and then the potential future student-school assignment modeling, provided information that informed next steps and design and development cost refinements. The resulting six sites outlined

in this section of the report represent a diverse geographic area and a variety of choices in a development approach for a ninth school. This comparative information provides information for the BOS and BSC to move forward in the site selection process, if they find that building a ninth school is more desirable than the “no ninth school” scenario discussed in Part 1 of this report.

From the 26 locations identified for a new school site, the team, in collaboration with the Town, analyzed the criteria holistically to determine if the challenges for school site development outweigh the benefits of the site. These considerations include:

- Are most of the criteria for location met and does the location sit in or near the targeted areas for student density and growth? If not, are the other criteria met in significant ways to justify a less desirable location?
 - The sites along Commonwealth Avenue at the Brookline/Boston border were considered to have less locational advantage than other sites more centrally located to residential areas. High value properties that, in some cases, have multiple owners were less desirable than others, as were properties with constrained footprints that would make it difficult to accommodate a traditional school and provide parking. The TJ Maxx site is on the town border, but offers a large site and has only one owner, making it more desirable than other similar properties.
- Is there a similar publically owned site near desirable privately-owned sites and

if so, are there site characteristics that would outweigh using the public land?

- In cases such as Pine Manor College and Hellenic College, Town-owned parcels (Soule and the Old Baldwin School in the case of Pine Manor and Larz Anderson in the case of Hellenic College) are nearby and there was little justification for the acquisition of private land when public land is available for a school site.
- Is Town open space with Article 97 restrictions the only option, with no reasonable alternatives, so that it is worth addressing the regulatory and political requirements of using it for a school site?
 - Town parks and open spaces, whether or not deed restricted or protected under Article 97, are important public assets for the community. The difficulty of finding open space of similar value and the extent of the political and/or regulatory process required to remove a parcel from open space designation are significant. The team assessed whether there were any reasonable site alternatives to using these open space parcels and chose other sites in all cases.
- Is the site simply too inaccessible to be practical for a school, when weighed against other criteria?
 - Some sites are on the list because of available acreage. The Chestnut Hill Benevolent Society, Hellenic College, and Bournewood all provide ample land for a traditional elementary school model but a school site in any one of these locations would be part of a much larger parcel that is generally remote for pedestrians.

In some cases, alternative parcels nearby offered better options.

In addition to the assessment of each of the potential 26 school locations, the sites were evaluated in groupings to determine the best selection for a particular redistricting scenario. Sites were weighed against each other in terms of geographic grouping, ownership (public or private), and overall suitability to understand the best possible choices:

North Brookline

Of the locations in North Brookline along Commonwealth Avenue and around Amory Park, the Amory Park vicinity parcels have clear advantage over the Commonwealth Avenue locations. Commonwealth Avenue is a major artery and some of these locations have non-contiguous groupings, making site assembly challenging. The parcels adjacent to Amory enjoy a beautiful natural setting and the location's adjacency to existing recreational space and Hall's Pond Sanctuary make it a more suitable site for a school than the more commercial, highly trafficked Commonwealth Avenue properties at the very boundary of the town.

Coolidge Corner/North Harvard Street

Two possible school locations rose to the top of the list from the TJ Maxx Site, Waldo Garage, Centre Street parking lots, Columbia Playground and Griggs park locations. The TJ Maxx site and Centre Street parking lots both offer a rare large-site opportunity and also provide a chance to replace existing surface parking with a building that helps continue the urban street edge while relocating parking underground or in structure parking. The other locations in this

grouping are too small, have awkward parcel arrangements and difficult access, and/or are protected open space under Article 97 and unsuitable for school development.

Brookline Village and Nearby

The Stop&Shop location, Webster Place parcels, and Parsons Field are within or close to the target area. Only one of these is suitable for a school site: Stop&Shop has good access, is right in the target area, has a large parcel size and a good configuration. Parsons field is further from the target area and Northeastern University has just completed refurbishment of the field. It is unlikely there would be sufficient surplus space after school construction to retain some playing field use for the university and and share the site, and the cost of finding replacement space for the University, as required by the eminent domain process, would be prohibitively expensive. The Brookline Avenue Playground and adjacent Lynch Center were also considered; this site is at the town boundary and the playground is Article 97-protected space. In addition, the site is almost entirely in the 100-year flood plain. These factors put this location lower on the list of possibilities.

The Webster Place and Kent Street parcels are small and non-contiguous, making this a difficult redevelopment location. In addition, the need for replacement public parking along with accommodation for an additional 60 cars for school staff/visitor use adds significant cost to this site option. The location is near the Brookline Village MBTA stop and the existing office/commercial uses on these parcels make this location more suitable for other future commercial development.

Town-owned Sites

When privately-owned sites are near Town-owned property (Appendix 4), the team focused on public sites, all other factors being near equal. Soule Recreation Area/Old Baldwin School seems a better alternative than nearby privately-owned Pine Manor College, but Winthrop School and Brookline staff daycare center operate from the Old Baldwin School. Larz Anderson actually works better in the redistricting model and it is a good Town-owned alternative to nearby Hellenic College property as well. The Old Lincoln School Site also rose high on the list because the redistricting modeling is favorable and this is a Town-owned property that is already a school.

Article 97 Open Space

While initially on the list of possible sites, Town open space that is not deed-restricted but protected by Article 97 was moved down the list because of the barriers to using this land and to replacing the open space with equal value some place in the town. With other options available and with no Article 97-protected spaces in ideal target locations, it seemed more prudent to focus on other sites.

The analysis of the 26 locations identified for a ninth school site resulted in the selection of six locations for further exploration. The six sites that resulted from this investigation offer diverse choices to the PSB regarding location, ownership, and school type, while all being in the original target area identified for the purpose of retaining neighborhood walkable schools.

8. THE SIX FINALISTS

Each of the six finalist locations is explored in detail below. For each potential school site the following information is given:

- Photo
- Description of the school scheme
- Site plan showing school layout with access, parking and recreational areas
- Site plan showing potential contributing parcel(s)/existing structures
- Site plan showing the actual parcel(s) needed
- Student-school assignment GIS model
- Development considerations
- Preliminary cost analysis for development

For all six sites, the student-school assignment GIS model estimate of percentage range of out-of-district children at each school, percentage range of free/eligible lunch at each school, and number of children living within walking distance to their assigned school district is similar to existing conditions (Appendix 11). As previously discussed in Part 1 of this report, the GIS mapping is based on the neighborhood school model, where almost all children do not have to travel past one school to their assigned school, and all students living within .25 miles from a school would most likely be assigned to that school.

It must be noted that the conceptual school site plans that have been prepared as part of this study and that are provided in this section of the report are not intended to be actual designs but were prepared to test the fit and arrangement of the necessary programmatic elements for an elementary school given the site's size, shape, and context. Following public process, if the

BOS and BSC decide on a path forward and select a site, the next phase will look at the school site and design issues in more detail. Schematic design and a careful consideration of site features and programmatic elements will take into account nuances regarding historic character and architectural design that will bring the project to life.

Preliminary Cost and Potential Development Structure¹

While each potential project is different, we have tried to provide a means of comparing the options, including how the likely development might be structured with partners relative to non-school uses on each site. Costs are only one factor in the decision making process and are presented here to provide order of magnitude comparisons between scenarios. It is important to note that actual costs will vary based on the timing for decision making and other factors such as eminent domain legal issues. All of the factors, including cost, are compared in summary form at the end of this section.

The resulting development cost analyses for the six finalist sites, explained in detail in this part of the report, vary widely in net development cost from [REDACTED]²

¹ Preliminary Cost and Potential Development Structures for the Six Finalists was prepared by Urban Focus, LLC with the assistance of New Atlantic Development.

² These costs take into consideration the two mixed-use concepts and reflect only the school portion of development costs. Other costs would be recovered for any private development portion of the sites and are shown in this section of the report in the conceptual development cost estimates for each site.

General Assumptions for all Project Analysis:

There are general assumptions across all six analyses. These include:

- The Town of Brookline provided assessed values for each site. Assessed values provided are as of January 14, 2015. [REDACTED] An appraisal will be needed to verify the market value prior to purchase;
- We have assumed 100,000 gross square feet for the school program at each site;
- Hard costs were determined based on recent experience in the region and information from recent Devotion School Construction Cost information provided by the Town;
- Assumptions used to calculate General Contractor and Logistics costs (see sidebar on next page for explanation of terms used):

Financial information redacted in 10/19/15 public release of report

- A [REDACTED] contingency on costs is allocated to each proposed project;
- An allowance of [REDACTED] is included for the school building Furniture, Fixtures and Equipment and Technology for each site;
- No land acquisition value is included for Town-owned land;

- Parking for each school is assumed at 60 spaces;
- Additional parking provided where required to replace existing, or to accommodate other uses and per zoning requirements (where possible);
- For any projects that cannot meet zoning requirements, the PSB would request zoning relief from the Zoning Board of Appeals with regards to height, FAR, or other requirements to accommodate the school on the identified site;
- Any upside or profit achieved by redevelopment of private property in partnership with property owners for non-school uses is excluded from this analysis as it will be determined by negotiations with potential partners but upside potential could help offset the higher cost of mixed used development;
- Any costs related to negotiating with private property owners is limited to lump sum “inconvenience fees” and is input as an allowance value ONLY. Actually costs related to negotiations will vary based on partnership structure, lost revenue, time and market value.
- Any of the school sites described in this report could either be self-developed by the Town of Brookline or turn-key developed by a Design/Build firm or Turn Key Developer for a fee. See the side bar on the next page for an explanation of these development models. We have indicated the likely development model for each of the six sites in the next section.

Please note that these sites are not illustrated in this report in any particular order or priority.

AN EXPLANATION OF TERMS USED IN THE GENERAL ASSUMPTIONS FOR GENERAL CONTRACTOR AND LOGISTICS COSTS

General Conditions are part of the construction contract and are based on the duration and phasing of the project. General Conditions costs cover the construction staging including the construction trailer, temporary power to the site and overall safety compliance

The **Contractors Fee** is the profit provided to the Contractor for the Project.

Additional Phases – there is a premium associated with building in multiple phases. This premium is added to site scenarios that require phasing.

Bonding – The project is bonded to protect the Town from contractor default or bankruptcy.

Builder’s Risk – Insurance during the period of construction.

Escalation – is an assumption for increased costs over time due to inflation.

Contingency – a contingency is added to cover unknown costs that might include unexpected site conditions, environmental issues, etc.

These costs are based on the Devotion School bid recently completed.

AN EXPLANATION OF DEVELOPMENT STRUCTURE

For each of the potential school scenarios, the Town of Brookline can approach the development process in one of three ways. In evaluating these scenarios, the team has determined the most likely approach for each project. Below is a description of each potential approach:

In house development (self-develop) – The Town of Brookline would self-develop the school using in house staff. This includes hiring architects and engineers to prepare the construction documents and putting the drawings out for public bid to select the contractor to build the school. It is assumed that the Town will use a Clerk of the Works to manage the project.

Turn Key Development – The Town of Brookline would hire a Design/ Build firm to design and build the school based on a Guaranteed Maximum Price (GMP). The Design/Build firm would be selected to handle the overall process including design, permitting and construction and would turn over to the Town a completed school. The Town of Brookline may hire a Clerk of the Works to manage the construction draw process and monitor the overall project.

Development Partner – The Town of Brookline would prepare a Request for Proposals seeking a development partner who would manage the overall development process and ultimately own/ manage some portion of the building. This scenario would be most likely for those projects involving mixed-use. The Town of Brookline would provide the land and the funds for the building of the school and the developer would find other funding sources to complete the development of the additional uses. Ultimately the developer would own and operate the additional uses and receive the revenues associated.

While cost is not the only factor in the decision making process, it is an important consideration, along with other project elements. To the right is a general comparison of costs for each scheme. These costs include consideration for differences in duration and the complexity of phasing.

The analysis includes the costs for mixed-use development for two of the six sites. Mixed-use projects would require collaboration and partnerships with the property owners for redevelopment of the site(s). Because the preliminary conceptual cost analyses for these sites include the private development

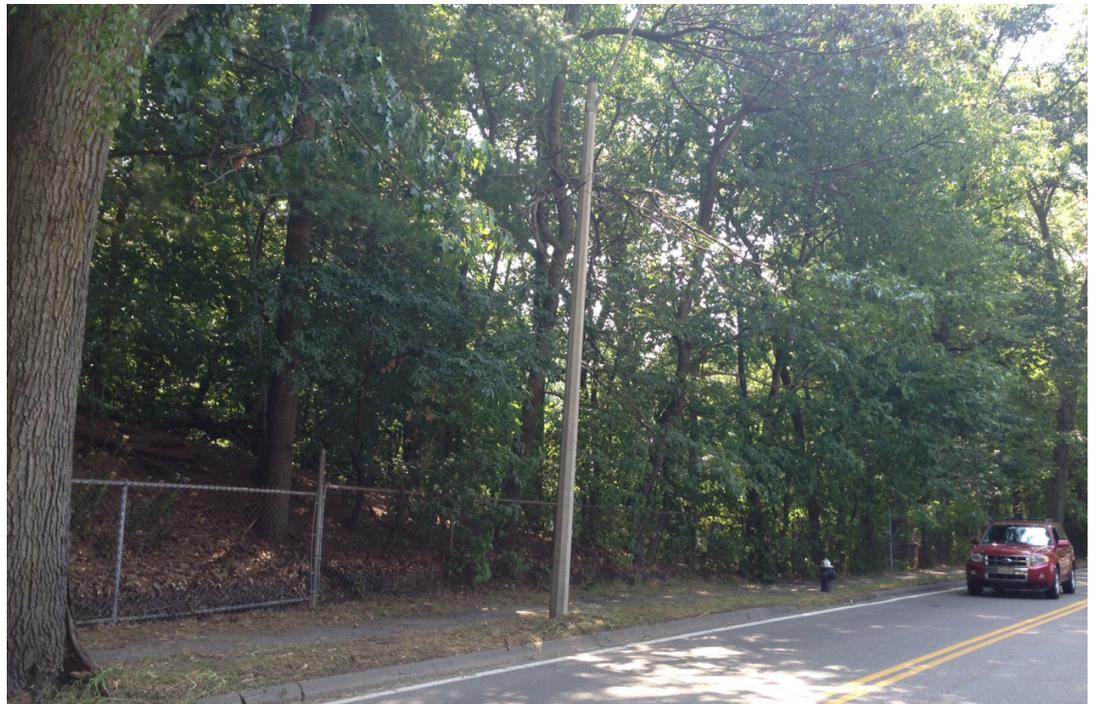
portion as well as the school portion of the site, the chart on the right also shows the range of costs to be recovered for the private development and the projected resulting school-only development costs. This information is provided to allow an equal comparison of the schemes. All costs are shown in more detail in the descriptions of each of the sites.

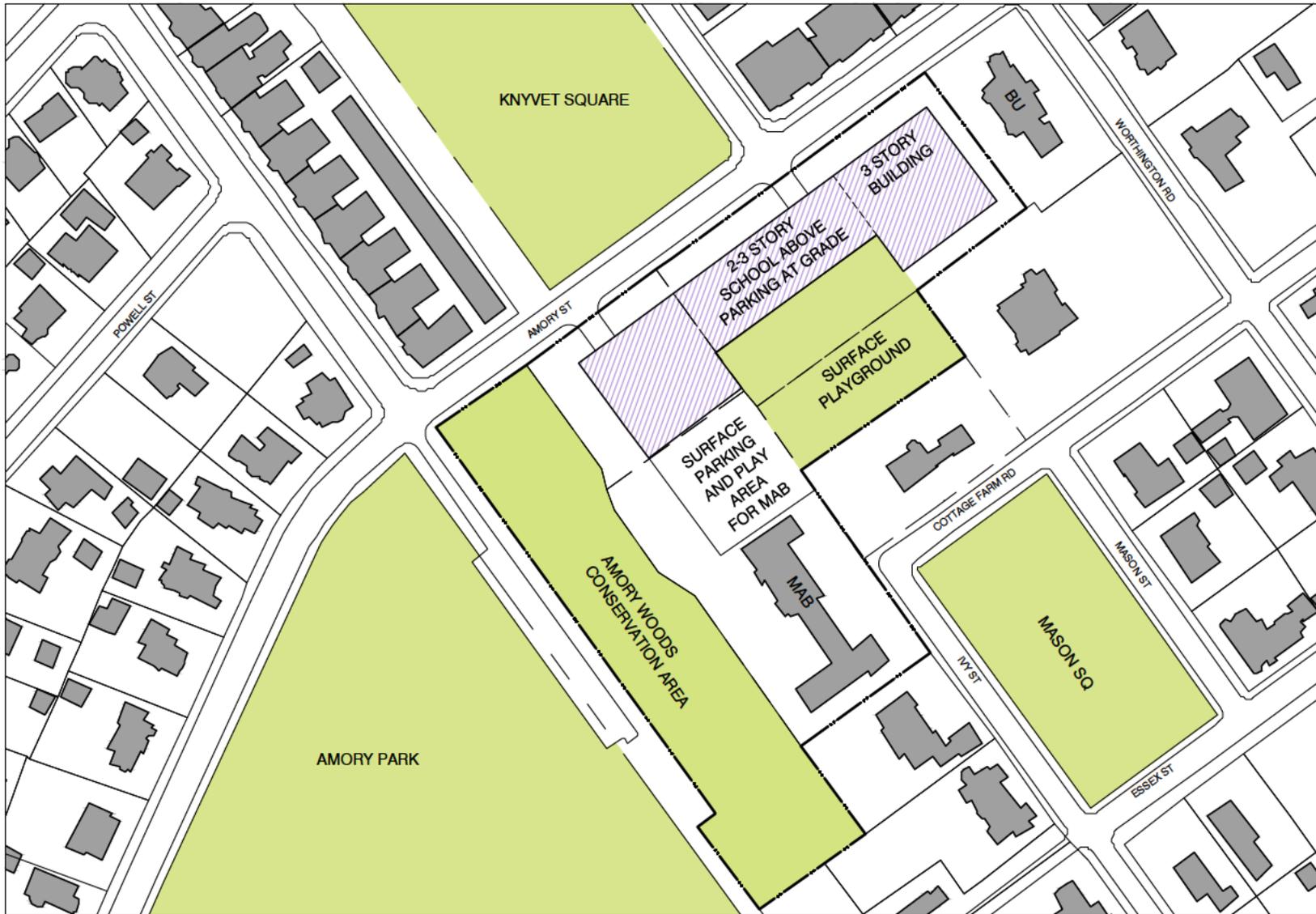
	Study unit costs (psf)	Cottage Farm School**	Centre Street School	Village School	Walnut Street School	Harvard Street School	Isabel School
COST ANALYSIS (ALL SITES)							
Acquisition Cost							
Site costs							
New Construction (school)							
Building Renovation (school)							
Parking Costs							
Parking Costs (by others)							
Building Costs (by others)							
Subtotal Hard Costs							
General Conditions							
General Requirements							
Phasing Premium							
Bond							
Insurance							
Fee							
GMP Contingency							
Escalation							
Total Hard Costs							
Total Soft Costs							
Total Development Costs							
Range of Costs To Be Recovered Based on Partner Development*							
Comparable Cost Summary							
<i>project duration assumptions</i>							
<i>phases of development</i>							

Financial information redacted in 10/19/15 public release of report

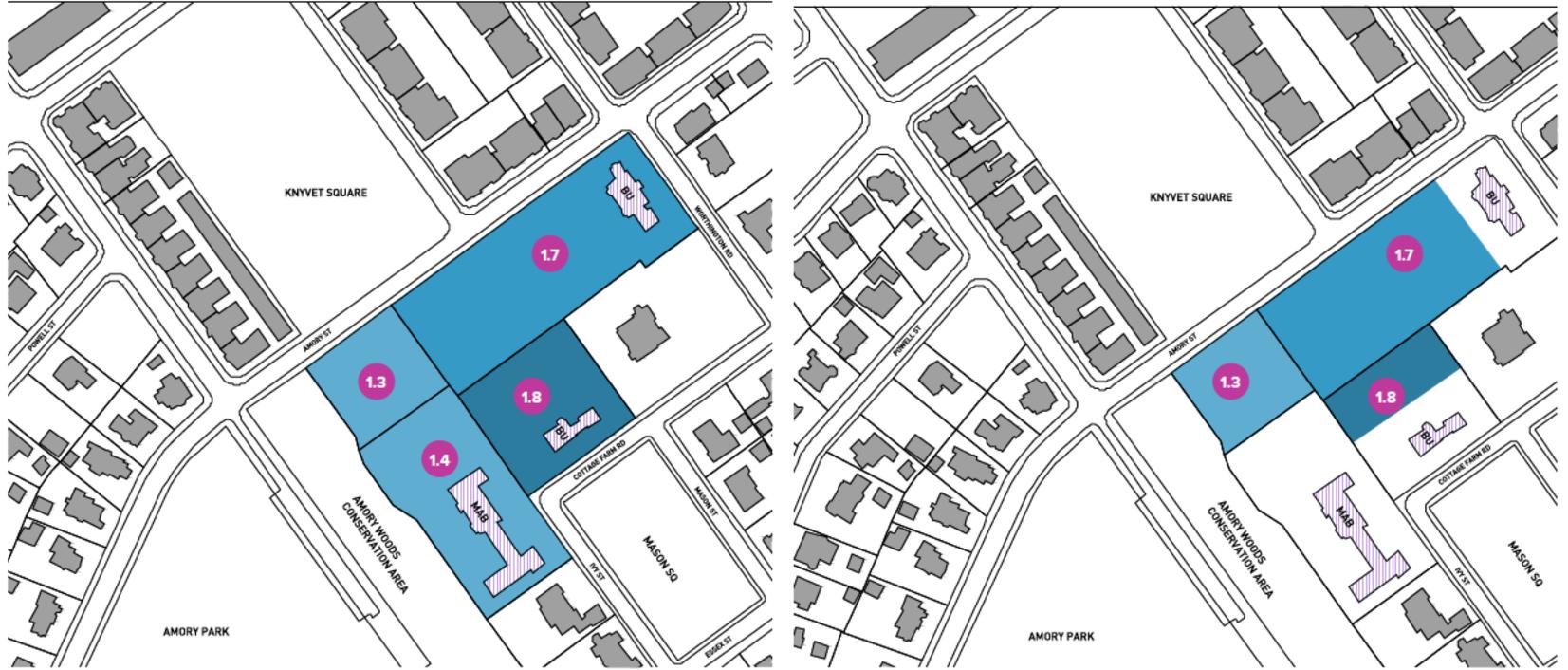
SITE A: COTTAGE FARM SCHOOL

This possible school site is located in the Local Historic District of Cottage Farm and utilizes the adjacent Amory Park as the school's playing fields and recreational area. These areas are generally not used during the school day and their use for school purposes allows for a smaller school site within the existing residential fabric. Because of the school's adjacency to the Massachusetts Association for the Blind (MAB) and Boston University, there may also be potential for collaborative programs with the two institutions that impact the final design. The school would exceed the allowable height and Floor Area Ration (FAR) allowed by zoning.





COTTAGE FARM SCHOOL	<p>2 STORY SCHOOL: NEW MA SCHOOL FOR THE BLIND (MAB): SURFACE PARKING: PROVIDED PARKING: REQUIRED PARKING:</p>	<p>100,000 SQFT TO REMAIN (APPROX. 18,000) 45,000 SQFT 112 SPACES (INCLUDING MAB) 112 SPACES (PER ZONING INCLUDING MAB)</p>	<p>NOTE: - LOW FAR AREA - EXCEEDS MAX - CONSERVATION LAND AS NOTED - ACQUIRE BU LAND - 2 STORY SCHOOL ABOVE SURFACE PARKING AT GRADE</p>
	<p>NEW SCHOOL BUILDING </p>		



Site Number	Owner	Address	Size of parcel/existing building	Existing use	Assessed value
1.3	Mass Association of Blind - Mason Square	0 Ivy Street	47,916.00	vacant lot	\$1,225,900
1.7	Boston University	50 Worthington Road	79,585.00	one family house	\$7,042,500
1.8	Boston University	10 Cottage Farm Road	39,705.00	one family house	\$3,739,100

Student-School Assignment GIS Model

The GIS mapping model predicts the addition of the Cottage Farm School would most likely slightly increase the percentage of K-8 students within 1/4 miles of a K-8 school. Some students south of Route 9 but more than 1/4 miles from Lincoln School might be assigned to Pierce or Lawrence as a result of the addition of this school. Some households in or near Hancock Village whose children mostly attend Baker currently (but are more than 1/4 miles from Baker) would likely be assigned to Heath or Lincoln. As discussed in Section One, prior to any changes to School Districts, Buffers, or assignments, the School Committee and the PSB would first go through a public process as they have prior to previous district changes.

Site Specific Assumptions

- This school construction would be a self-develop or turn key development project.
- PSB would request zoning relief from the Zoning Board of Appeals with regards to height to accommodate the school on the identified site;
- Project architect would work with the Preservation Commission to create a building design that meets the Local Historic District Bylaw and Guidelines;
- Town will purchase western portion of land from MAB for an estimated [redacted] to facilitate construction of school above relocated MAB parking. An appraisal will be needed to verify the market value;
- An allowance for the cost of reconstructing MAB parking and surface grade level play area is provided at [redacted]
- Town will lease back parking and play

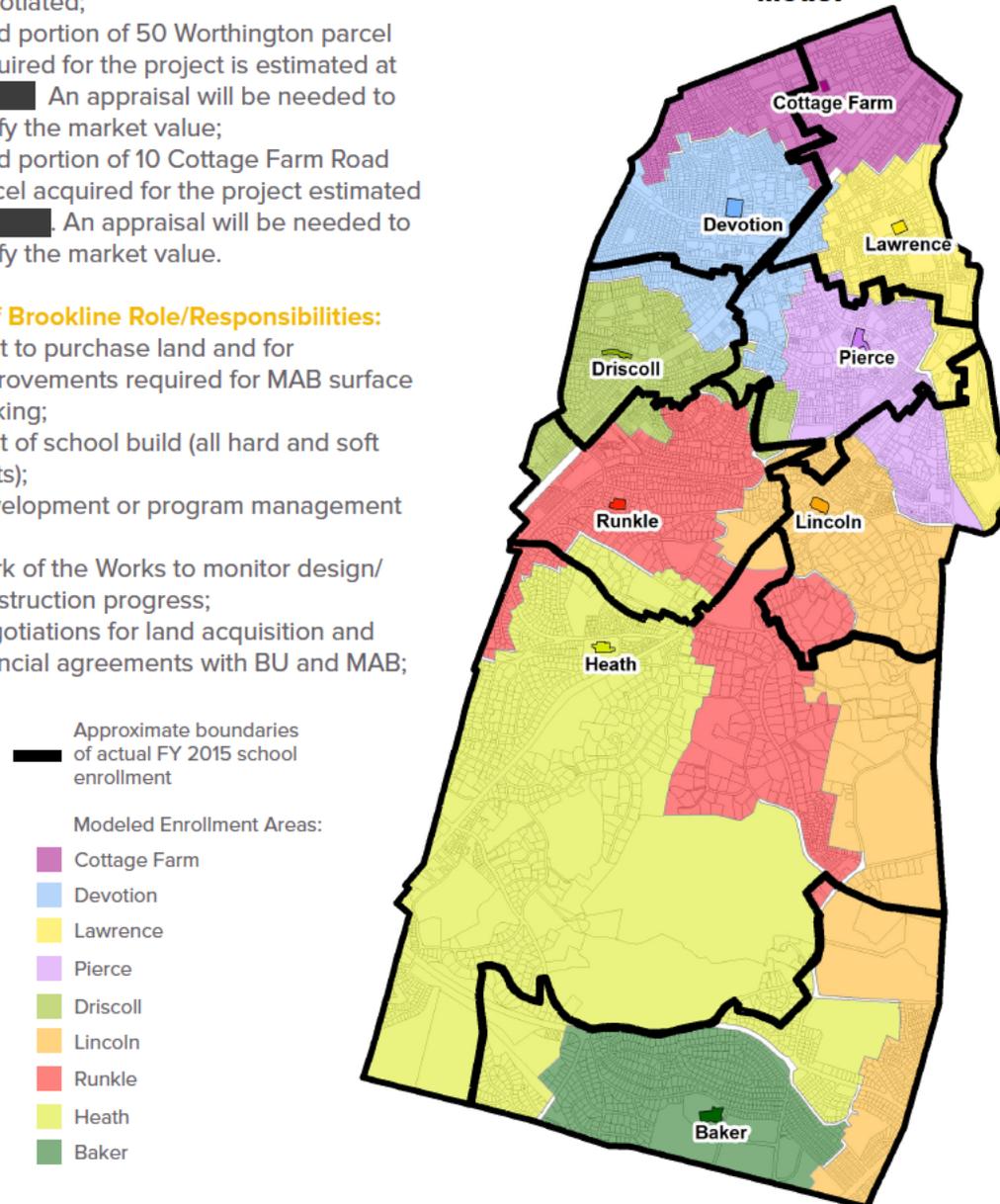
area at grade to MAB. Lease terms to be negotiated;

- Land portion of 50 Worthington parcel acquired for the project is estimated at [redacted]. An appraisal will be needed to verify the market value;
- Land portion of 10 Cottage Farm Road parcel acquired for the project estimated at [redacted]. An appraisal will be needed to verify the market value.

Town of Brookline Role/Responsibilities:

- Cost to purchase land and for improvements required for MAB surface parking;
- Cost of school build (all hard and soft costs);
- Development or program management fee;
- Clerk of the Works to monitor design/ construction progress;
- Negotiations for land acquisition and financial agreements with BU and MAB;

Cottage Farm Student-School Assignment Model



- Management of the public process;
- Guidelines for specifications and budget expectations;
- Operation/management of the completed school.

If the Town elects to pursue a turnkey development process the Developer would provide:

- Design/Build Services;
- Construction Bidding, value engineering and construction management.

Negotiations include:

- Timing and staging of construction to manage the existing residential and business' traffic patterns during construction;
- Boston University-owned parcels (50 Worthington Road and 10 Cottage Farm Road) would be subdivided such that the existing buildings remain on smaller parcels under BU ownership that still conform to zoning, while the excess land would be acquired as part of the school site;
- The project would require acquisition of the western portion of the MAB site as shown. The Town of Brookline would replace the existing MAB parking and grade level play areas (at the Town's cost) and lease back the parking area to MAB for a nominal fee or provide an easement to MAB for use of the parking and play area. The Town would also need to interview MAB to better understand any property restrictions that may be in place as a result of state and/ or federal funding.
- Operational Use Agreement of Amory Park for Recreational Use.

Historic Preservation Considerations³

The Cottage Farm School site concept includes portions of 10 Cottage Farm Road, 50 Worthington Road, 0 Ivy Street, and 200 Ivy Street and does not include demolition of any known building. Aerial photos from Google Maps indicate possible impervious material of some kind on the 50 Worthington Road parcel, located directly behind the house at 10 Cottage Farm Road. Assessors' maps do not show a structure at this location, and it is not easily viewable during the summer from a public way. The preferred concept plan would demolish this structure, if it exists. It is unclear whether the Preservation Commission would allow demolition of even a small shed. Therefore, the Commission should be consulted before any final decisions are made, if this location is the preferred site location.

Ten Cottage Farm Road is a 1936 historic colonial revival style building with attached garage that has retained its historic character with single-pane windows and offset chimney, with a long five-bay façade facing the rest of Cottage Farm. The building massing and placement is harmonious with other buildings wrapping Mason Square. It is highly unlikely that the Preservation Commission would approve the building's demolition.

Finally, significant grading is proposed in the concept plan for this site option. Changes to grade are reviewable by the Brookline Preservation Commission. Any existing fences, walls, or hardscapes retaining grades would be reviewed as a protected structure.

Additionally, any proposed fences or walls would need to be of same material as other examples in this neighborhood. Because this site is also in the NR/SR, similar comments would be provided to the Massachusetts Historic Commission, which would likely affect the overall concept site and building design as it works its way through the state school building fund process. Landscaping is not a regulated dimension of the Preservation Commission in Local Historic Districts, but would likely be a consideration offered by the Preservation Commission during the concept site design process. The existing stand of trees on 50 Worthington Road provides a visual break for an entire block between Amory Park and Worthington Road. Additionally, the sloped land and trees screen the buildings on Amory Road from Knyvet Square.

³ Adapted from Brookline Preservation Commission memo dated 8/12/15 (Appendix 2).

ANALYSIS - BROOKLINE SCHOOLS			
Project Description:	Cottage Farm School Option A		
Project Address:	Amory Park		
Dominant Zoning Used:	S-7		
Resulting FAR	0.35		
	acreage	square footage	Assessed Value*
Total Lots per GIS Mapping and Assessors Data			
1.3 - MAB parking area			
1.7 (Partial) 50 Worthington (BU)			
1.8 (Partial) 10 Cottage Farm Road rear yard (BU)			
Total Lots per GIS Mapping and Assessors Data			
Demolition			
1.8 (demolition of building)			
Total Buildings to Be Removed			
SQUARE FOOTAGE			
New School			
New Commercial			
Renovation of Existing Structure			
Total Building Square footage			
Green Space			
Rooftop Recreation Area			
Total Recreation Square Footage			
PARKING PROVIDED			
Below Grade Parking			
Structured Parking			
Surface Parking			
DEVELOPMENT COSTS			
Acquisition			
Cost of Land and Building (FMV)			
Relocation Costs - re-doing portion of MAB play area			
Acquisition Legal, Title, and Closing Costs			
Acquisition Subtotal			
Site Costs			
Site Demolition (MAB parking only)			
Building Demolition			
Ledge Removal			
Site Improvements (non bldg/pkg site area)**			
Direct Building Costs			
New School Building (Ch 149A projects) HC Only**			
Parking			
Below Grade Parking (per space)			
Structured Parking (per space) - at grade below structure			
Surface Parking (per space)			
General Contractor and Logistics Costs			
General Conditions, Requirements, O&P			
Costs related to Phasing, Timing and Escalation			
Contingency			
Hard Cost Total			
Soft Costs			
A/E Clerk of the Works Commissioning Legal			
FFE & Technology			
Insurance Construction Testing			
Program Management Fees			
PRELIMINARY TOTAL PROJECT COST			

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