



State of Washington  
Capital Projects Advisory Review Board (CPARB)  
Project Review Committee (PRC)

**APPLICATION for CERTIFICATION of PUBLIC BODY**

TO USE THE GENERAL CONTRACTOR/CONSTRUCTION MANAGER  
(GCCM)  
or DESIGN-BUILD (D-B) ALTERNATIVE CONTRACTING PROCEDURE

September 26, 2007

**Reference:**

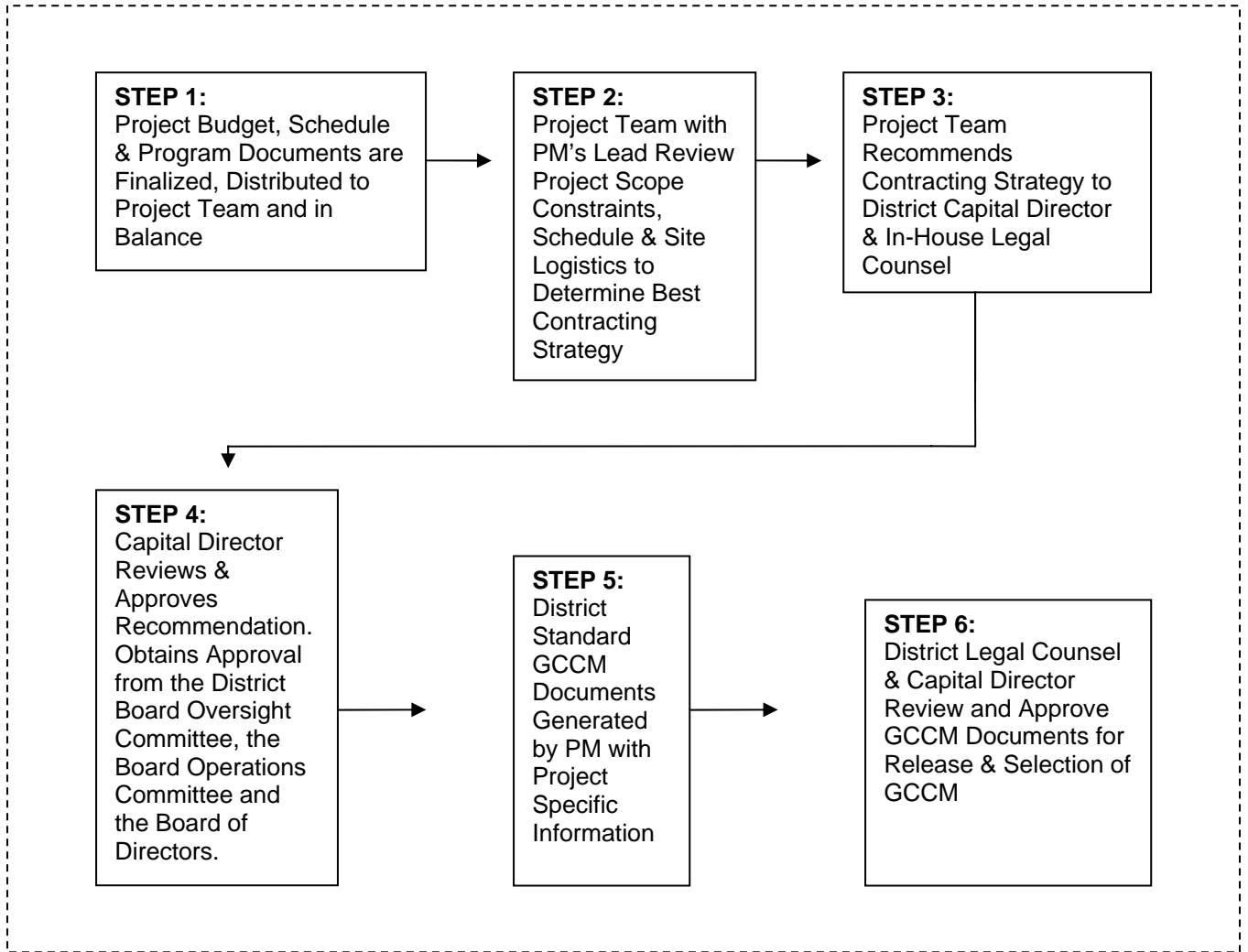
Application for Certification of Public Body to Use the General  
Contractor/Construction Manager (GCCM)

**1. Identification of Applicant:**

**Legal Name of Public Body:** Seattle Public Schools  
**Address:** MS 22-332  
P.O. Box 34165  
Seattle, WA 98124-1165  
**Contact Person:** Don Gillmore  
**Title:** Program Manager  
**Phone Number:** 206-605-4201-Cell  
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**2. Type of Certification Being Sought:** GCCM

3. **Experience and Qualifications for Determining Whether Projects are Appropriate for the Alternative Contracting Procedure [House Bill 1506, Section 102 (2) (a)]**



This process follows the Seattle School District's methodology for GCCM pilot projects in the past, which include (4) projects to date.

Criteria used in selecting a project where GCCM is an appropriate method for construction procurement:

1. Status of design
2. Complex historic renovation
3. Difficult construction site for laydown and material delivery
4. Environmentally critical site
5. Is the facility occupied during construction? Use of portables versus swing space within structure.
6. Phased construction planning needed, especially systems
7. Short construction window; advance procurement packages
8. In-lieu of multiple prime contract packaging is the project better suited for one entity controlling the site.

#### **4. Project Delivery Knowledge and Experience (2SHB 1506, section 107(2)(b)(i)):**

##### **Knowledge and Experience**

Public K – 12 school districts have been allowed by Washington State statute to use alternative procurement methods only through specific pilot project approval process. Seattle Public Schools has been fortunate enough to secure four (4) pilot projects to use GCCM construction contracting. These four pilot projects were difficult, complex and sophisticated requirements for the project team. The projects are Roosevelt High School, Nathan Hale HS Performing Arts Auditorium (PAA), Cleveland High School, and Garfield High School.

All the above projects were major historic renovations and additions with the exception of Nathan Hale High School Performing Arts Auditorium which was new construction in a City of Seattle critical environment and adjacent to Thorton Creek riparian corridor. Projects 1 & 2 are complete, project 3 is to complete for fall 2007 occupancy, and project 4 is scheduled to complete the summer of 2008. Projects completed to date were delivered on time and project 2 was delivered under budget.

##### **Complexity of Projects**

Seattle Public Schools construction projects are complex schools due to the physical age of the projects, capital program scheduling, urban site demands, degree of significant historic renovation, need for additional space, and neighborhood interaction.

**Physical age of the projects:** the capital improvement program, Building Excellence has been dealing with projects that include building age from the late 1800's. The average age of existing facilities is over 50 years old. Many of the historic renovations recently completed are 75 years or older.

**Capital program scheduling:** the Building Excellence Program phases I, II, and III are multiple project programs. Generally for the large high school and middle school projects the delivery of projects is often dependent on the interim spaces availability for offsite location of the school during construction. Projects are dependent on timely completion of advance projects in order to move out of the school into the interim site and thereby start construction.

**Urban site demands:** the larger high school and middle school projects can be from 120,000 square feet to 255,000 square feet on very small sites of 8 acres or less. Frequently the projects are surrounded by residential neighborhoods, have minimal parking on site and / or are adjacent to neighborhood parks. This site conditions create logistical challenges and design issues for resolution prior to the start of construction.

**Significant historic renovation:** due to the age of most of the projects in the Building Excellence Program, historic renovation is required. Many of the facilities also have 35 to 40 year old additions and modifications. The complexities of historic renovation and the nature of the modifications create conditions in the field that require advanced investigation, coordination, and sequencing for preserving key components of the design. While the District is preserving the significant historic structures, state of the art educational facilities with all the needed technology and special systems are incorporated into the buildings.

**Need for additional space:** in almost all of the major projects (projects over \$5 million in construction value), certain existing space is demolished for numerous reasons and new space is constructed to meet educational goals. Additional space is necessary to house the school. The additions are usually alongside historic renovations of the remaining buildings and on severely constrained sites.

**Neighborhood interaction:** Seattle schools are generally neighborhood icons with strong neighborhood involvement and participation. Good community relations are critical for project success during the design and construction phases. Designs and construction activities that are sensitive to the surrounding neighborhood environments are incorporated into the project. Strong positive communication of all activities during construction is critical for maintaining good neighborhood relations.

**Occupied facilities:** The District has the luxury of having several interim facilities to house students during the reconstruction of the schools. During periods of low and predictable escalation, the District identified construction time frames by when the appropriate interim facility would be available. With the unprecedented hyper-escalation the greater Puget Sound has experienced since late 2003, the District has elected to accelerate the planned construction of facilities and in cases where an interim facility is not available, to maintain the operation of the school during construction.

### **Delivery Methods, Management Structures and Project Controls Utilized**

The Building Excellence II Program currently nearing completion utilized the GCCM contracting and delivery methodology on all projects over \$5 million except for 4. One was a brand new elementary delivered under the traditional design bid build approach, one was an addition to an elementary school, one is a 32,000 square foot new alternative high school, and one was a historic renovated middle school in which the timing for submission for GCCM pilot project approval was problematic with the design schedule. Of the thirteen projects that were or in construction, four projects utilized the GCCM delivery method under the state's pilot program for public K – 12 school districts. Since 1995, the District has completed or is completing 32 projects in the Building Excellence Program. Project value is in excess of \$750 million. Please refer to the response to section 7 for a listing of projects in the past 10 years over \$5 million in TOTAL cost.

Each project in the Building Excellence Program (BEX) has been led by District Program Managers and consultant project managers from the Heery International / DKA team. Architects were selected based on the best expertise for the project and also with GCCM delivery experience for the State pilot projects. The project teams were supported by Heery program managers who have alternative delivery and contracting expertise from private and public sectors. In addition, the district has in house legal expertise in construction with experience in alternative delivery methods. The District has established procedures manuals that staff and the project teams utilize in order to provide consistency of practice across the program. In addition project controls include a BEX Program financial management system managed by the project managers that operates in concert with the District Financial system. Templates for master schedules and standardization of construction schedules around Primavera provide the project schedule management tools. Collaborative communications tools for the pre-construction and construction phase include Microsoft SharePoint Services which allows detailed collaboration and automatic updating of key documentation logs.

BEX III approved by the voters in February 2007 has two projects that are good candidates for using the GCCM process. The program consists of an historic renovation and addition to a middle school (all pilot projects were assigned), a replacement middle school on the same site, a modernization of a high school (school will operate during construction), a 6-12 grade campus consisting of upgrades to an existing high school and the addition of a middle school and joint-use facilities, and a classroom addition to a high school. The combined project value is \$390 million.

The District utilizes a nine member District Oversight Committee that meets monthly to review the activities and decisions of the BEX Program. The Oversight Committee reports to the Board of Directors on a quarterly basis and the Board is represented on the committee by members of the Board of Directors Operations Subcommittee. All activities of the BEX Program is reviewed by the

Board Operations Subcommittee prior to being acted on by the full Board of Directors. This system provides a checks and balance system to the management of the BEX Program.

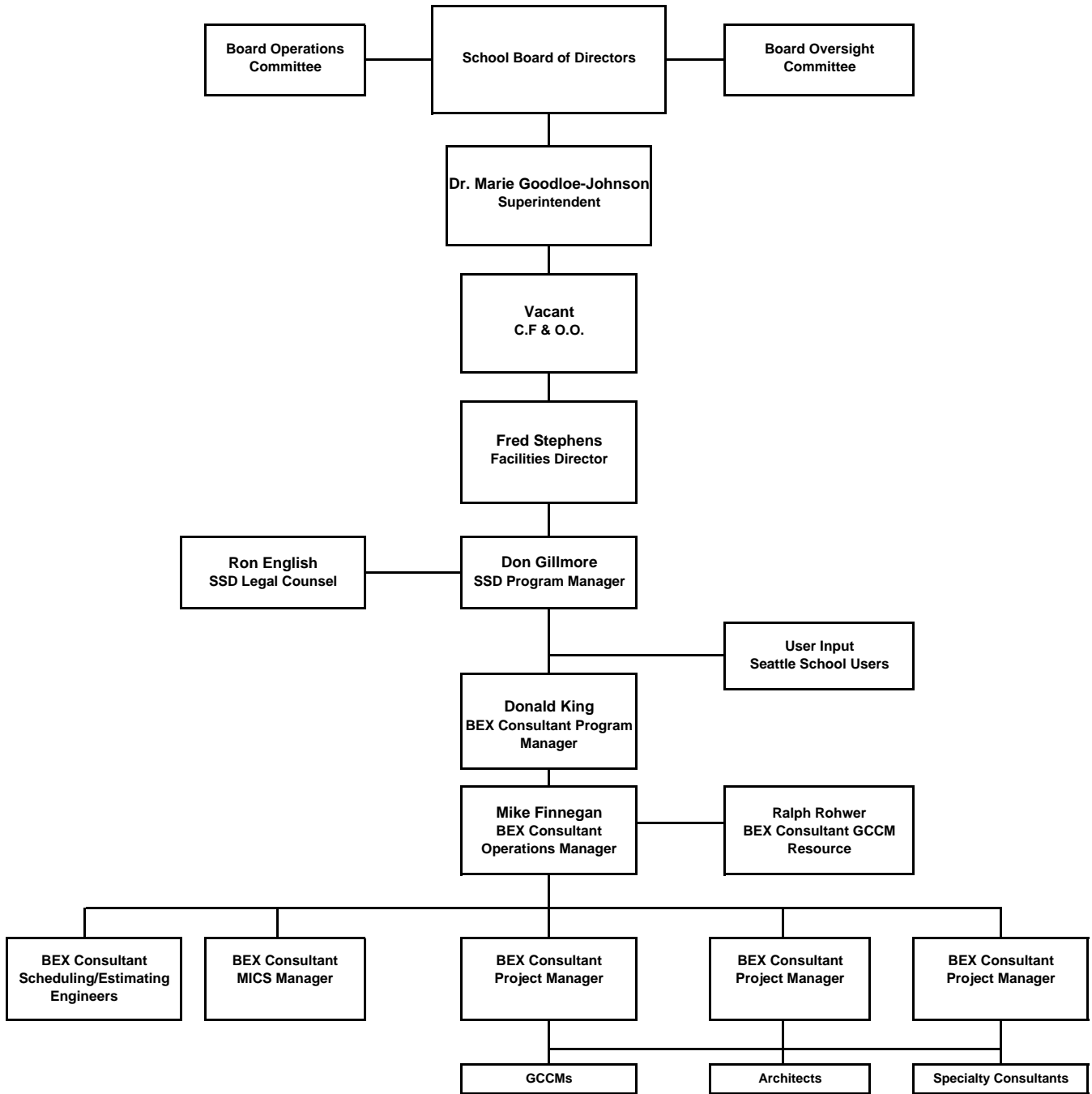
Four members of the Oversight Committee have direct experience with the public sector GCCM alternative contracting method and would consequently need to support the use of this methodology on projects brought to them for consideration. Three members are from the University of Washington and one represents the Tacoma School District. This committee would need to support the use of the GCCM process and without this support; the District would not pursue this methodology.

**5. Personnel with Construction Experience using the Contracting Procedure (House Bill 1506, Section 107(2)(b)(ii):**

Name	Summary of Experience	Project	Project Value	Tasks Performed	Time Involved
<b>Don Gillmore*</b>	BEX I & II District Program Manager, oversaw GCCM Pilot projects N. Hale HS PAA & Garfield HS and currently overseeing Cleveland HS. 34 years in the design and construction industry. Supervised 18 projects in BEX I & II through all phases of the project. Experienced both as Capital Program Manager, designer and Capital Program Director	Nathan Hale HS PAA Garfield High School Cleveland High School	\$10,137,400 \$102,788,000 \$68,276,000	District Program Mgr District Program Mgr District Program Mgr	Feb 2002 to Nov 2005 April 2003 to Present Spring 2005 to Present - Construction Phase
<b>Ron English</b>	District Deputy General Counsel, Capital Facilities. Serving current position for over 10 years. Primary responsibilities are to legal services for the District's capital programs. Prepared the family of contracts, updating as needed, solicitation documents, bid proposal reviews, resolution of all large claims against the District and represents the District in litigation and alternative dispute resolution. As a full time in house attorney, he provides daily advice to District's construction management team on strategy.	Roosevelt High School Nathan Hale HS PAA Cleveland High School Garfield High School	\$93,874,000 \$10,137,400 \$68,276,000 \$102,788,000	District Legal Counsel District Legal Counsel District Legal Counsel District Legal Counsel	June 2001 to Dec 2006 Feb 2002 to Nov 2005 June 2002 to Present April 2003 to Present
<b>Mike Finnegan*</b>	Heery International Program Manager, over 35 years in the design and construction project management for a variety of project types. Assisted in development of GC/CM process for Seattle Schools. Involved as Program Manager in private sector GC/CM projects prior to working for the District. Currently serving as Program Manager on BEX II and Operations Manager for BEX III. Heery Manager-in-Charge for the Aberdeen High School.	Roosevelt High School Cleveland High School Garfield High School Aberdeen High School (GPM could not be reached. Construction delivered under D/B/B approach) Rogers High School	\$93,874,000 \$68,276,000 \$102,788,000 \$60,000,000	Heery Program Mgr Heery Program Mgr Heery Program Mgr Heery Program Mgr	June 2002 to Dec 2006 June 2002 to Present April 2006 to Present
<b>Ralph Rohwer*</b>	Heery International Program Manager, 30 years experience in the construction industry. Program Manager for BEX I 1995 to 2001. Program Manager on BEX II for primarily design phase and Nathan Hale HS PAA. Currently GCCM Advisor for Spokane Public Schools two pilot program high schools \$100M	Roosevelt High School Nathan Hale HS PAA Garfield High School Rogers High School Shadle Park High School	\$93,874,000 \$10,173,400 \$102,788,000	Heery Program Mgr Heery Program Mgr Heery Program Mgr GCCM Consultant GCCM Consultant	Feb 2001 to June 2002 Feb 2001 to Nov 2005 Feb 2001 to April 2006

\* Completed GCCM certification course sponsored by the AGC of Washington.

**Seattle School District Management Plan**



**6. Management Plan and Rationale for Alternative Contracting Projects (House Bill 1506, Section 107(2)(b)(iii))**

***EXPERIENCE, ROLES, RESPONSIBILITIES***

Executive-Legislative	<p>The Board Oversight Committee will review and approval all projects individually, monitors that guidelines for type of project are met; requires monthly written progress reports, makes quarterly presentations to legislative authority (School Board of Directors), approves use of GCCM method.</p> <p>Board Operations Committee reviews and recommends for approval by the full Board all contracts and all change orders or contract modifications \$250,000 and above.</p>
SSD Program Director	<p>Responsible manager in-charge for the BEX program execution. Has signature authority to \$100,000. Experienced in 4 GCCM projects</p>
Consultant Program Manager	<p>Responsible for consultant management of projects.</p>
Operations Manager	<p>Technical oversight of project managers and contracting requirements. Experienced in 7 GCCM projects. Trains PMs in GCCM methodology and oversees all aspects of the GCCM process.</p>
Project Managers	<p>Experienced with the type and size of project, as well as the GCCM contracting methodology. Project Managers will be assigned by Operations Manager with concurrence of Consultant and SSD Program Managers.</p>
Legal Counsel	<p>Legal counsel experienced in developing contract documents for traditional design-bid-build and GCCM construction delivery methods. Experienced in negotiating disputes in GCCM contracts.</p>

**7. Demonstrated success in Managing Public Works Projects Involving All Types of Contracting Procedures** (House Bill 1506, Section 107(2)(b)(iv))

**Seattle Public Schools Project List for Projects over \$5M in total cost over the past 10 years**

<b>Project Name</b>	<b>Project Description</b>	<b>Contracting Method</b>	<b>Planned Start - Pre-design</b>	<b>Planned Finish - Substantial Completion</b>	<b>Actual Start</b>	<b>Actual Finish</b>	<b>Planned Budget</b>	<b>Actual Budget</b>	<b>Reason for Budget or Schedule Overrun</b>
<b>BEX Phase I</b>									
African American Academy K - 8	New 101,000 sf on new site	D - B - B	Spring 1996	Summer 1999	Spring 1996	Summer 2000	\$23.3M	\$24.3M	Property acquisition, delay & cost increase
Ballard HS	240,000 sf replacement on same site	D - B - B	Fall 1995	Summer 1999	Fall 1995	Summer 1999	\$48.2M	\$49.9M	Right of way acquisition & interim facility costs
Bryant Elementary	71,000 sf historic renovation & addition	D - B - B	Spring 1998	Summer 2001	Spring 1998	Summer 2001	\$15.1M	\$15.1M	
Coe Elementary	53,000 sf historic renovation & addition	D - B - B	Spring 1998	Summer 2001	Spring 1998	Winter 2002			Fire during construction demolished the historic renovation; building replaced
Concord Elementary	65,500 sf historic renovation & addition	D - B - B	Spring 1997	Summer 2000	Spring 1997	Summer 2000	\$14.9M	\$14.3M	
Cooper Elementary	New 71,000 sf on new site	D - B - B	Spring 1996	Summer 1999	Spring 1996	Summer 1999	\$16.9M	\$16.4M	
Dunlap Elementary	72,700 sf historic renovation & addition	D - B - B	Fall 1997	Summer 2000	Fall 1997	Summer 2000	\$16.2M	\$16.1M	
Emerson Elementary	71,000 sf historic renovation & addition	D - B - B	Summer 1998	Summer 2001	Summer 1998	Summer 2001	\$17M	\$17M	
Greenwood Elementary	60,000 sf historic renovation & addition	D - B - B	Summer 1999	Summer 2002	Summer 1999	Summer 2002	\$15.7M	\$15.7M	
Highland Park ES	New 71,000 sf replacement on same site	D - B - B	Spring 1996	Summer 1999	Spring 1996	Summer 1999	\$14.7M	\$13.8M	
Latona Elementary	59,000 sf historic renovation & addition	D - B - B	Spring 1997	Summer 2000	Spring 1997	Summer 2000	\$13.2M	\$15.2M	Severe existing unforeseen structural defects & UST leak clean up
Madrona Elementary	68,000 sf renovation & addition	D - B - B	Spring 1999	Summer 2002	Spring 1999	Summer 2002	\$13.7M	\$14.6M	Scope increase, UST leak clean up
Seward K - 8	95,000 sf historic renovation & addition	D - B - B	Spring 1996	Summer 1999	Spring 1996	Fall 1999	\$20.4M	\$21.2M	Scope increase, unforeseen conditions
West Seattle HS	223,400 sf historic renovation & addition	D - B - B	Winter 1997	Summer 2002	Winter 1997	Fall 2002	\$53.2M	\$55.4M	Nisqually Earthquake destroyed portion of historic renovation, rebuilt as historic renovation

**7. Demonstrated success in Managing Public Works Projects Involving All Types of Contracting Procedures** (House Bill 1506, Section 107(2)(b)(iv))

Whittier Elementary	New 66,000 sf replacement on same site	D - B - B	Spring 1996	Fall 1999	Spring 1996	Fall 1999	\$13.6M	\$13.3M	
<b>Project Name</b>	<b>Project Description</b>	<b>Contracting Method</b>	<b>Planned Start - Pre-design</b>	<b>Planned Finish - Substantial Completion</b>	<b>Actual Start</b>	<b>Actual Finish</b>	<b>Planned Budget</b>	<b>Actual Budget</b>	<b>Reason for Budget or Schedule overrun</b>
<b>BEX Phase II</b>									
Beacon Hill Elementary	Elementary modernization & 18,400 sf addition	D - B - B	Summer 2002	Summer 2005	Summer 2002	Winter 2005	\$6.5M	\$8.4M	Hazmat removal, scope increase
Brighton Elementary	66,000 sf replacement on same site	D - B - B	Spring 2001	Summer 2004	Spring 2001	Summer 2004	\$18.1M	\$17.1M	
Cleveland HS	172,000 sf historic renovation & addition	GC/CM	Summer 2002	Summer 2007	Summer 2002	Summer 2007	\$60.4M	\$68.3M	Construction escalation, unforeseen soils conditions
Dearborn Park ES	Elementary modernization & 20,000 sf addition	D - B - B	Fall 2003	Summer 2006	Fall 2003	Summer 2006	\$6.7M	\$7.4M	Scope increase, deteriorated utility replaced
Garfield HS	244,000 sf historic renovation & addition	GC/CM	Spring 2003	Summer 2008	Spring 2003		\$78.8M	\$105M	Construction escalation
Madison Middle School	120,000 sf historic renovation & addition	D - B - B	Spring 2001	Summer 2005	Spring 2001	Summer 2005	\$38.4M	\$37.6M	
Maple Elementary	Elementary modernization & 22,000 sf addition	D - B - B	Summer 2003	Summer 2006	Summer 2003	Summer 2006	\$6.7M	\$7.4M	Scope increase
Nathan Hale HS PAA	14,200 sf performing arts auditorium addition (PAA)	GC/CM	Spring 2002	Summer 2005	Spring 2002	Summer 2005	\$9.4M	\$10.1M	Utilities replacements and extensions
Roosevelt HS	254,000 sf historic renovation & addition	GC/CM	Spring 2001	Summer 2006	Spring 2001	Summer 2006	\$84.5M	\$93.9M	Construction escalation & scope increases
Wing Luke Elementary	Elementary modernization & 17,000 sf addition	D - B - B	Spring 2002	Summer 2005	Spring 2002	Summer 2005	\$6.4M	\$6.4M	

## **8. Demonstrated Success in Managing at Least One Project using the Contracting Procedure within the Last Five Years (House Bill 1506 Section 107(2)(b)(v))**

### **Appropriateness**

Upon passage of the BEX II Levy in February 2001, four projects were submitted for utilizing the WA State pilot program. In each of the four projects, complex construction issues needed resolution for project success. Refer to section 4 for the specifics of these issues. The logical means of bringing resolution to the issues was to include construction expertise during the design phase incorporating the expertise into the design. The GCCM process provided the needed preconstruction services from the GCCM. The preconstruction activities were critical in the approach to the construction activities and site research to reduce unforeseen conditions. In many respects preconstruction activities needed to be performed by the GCCM were risk management activities with contract incentives to invest the GCCM in being a partner in the mitigation and management of the risk, particularly the three large historic renovation projects.

In the case of Nathan Hale High School Performing Arts Auditorium, the project site was constrained by a high water table within inches of the surface, riparian corridor with buffer zones, sensitive residential neighborhood and an occupied active high school site. The Addition was constructed at the "front door" of the school. Sellen Construction, the GCCM, had developed construction experience and techniques recognized by the State to deal with the environmental conditions of the subsurface water successfully. Schedule and timing were critical to get started with construction during the driest summer months which was accomplished. The combination of the preconstruction input and execution in the field resulted in the construction Guaranteed Construction Cost finishing within budget.

### **Lessons learned from the experiences**

Subcontractor competition during the buyout phase: In the midst of a hot marketplace where many in the subcontracting community were busy and construction costs were skyrocketing, if subcontractor competition was achieved during the buyout, then the impact of the marketplace and increasing construction costs could be tempered. Without subcontractor competition, there was no ability to predict the outcome on bid day. Some key factors affecting subcontractor competition were the attractiveness of the bid / bid documents, scope of the work and timing of the buyout process. The general conditions requirements in the Subcontractor bid documents could artificially drive up costs or be a disincentive to bid. The scope must as closely as possible mirror what the subcontractor community was accustomed to doing. Irregularities, variations in trade requirements or added responsibilities to the conventional scope resulted in less attractiveness to the subcontractors.

Timing of setting the Guaranteed Construction Cost (GCC): The pilot program intent was originally to establish the GCC at the end of the Design Development Phase to provide Owners with price certainty. Projects as large as the historic renovation high schools had 8 month or longer Construction Documents phase. Escalation contingencies were not adequate to absorb the construction inflation and market place volatility. Therefore on the later projects the GCC was set at the end of construction documents or in some cases after critical bid packages were bid. The new law has addressed this issue thoroughly in the flexibility for when to set the GCC.

Preconstruction Services: One of the critical advantages to the GCCM process is the engagement of the GCCM during the design phase. The Preconstruction activities go far beyond than simply providing estimates for the project team during design. Services such as verification of existing conditions particularly in historic renovations (such as flooring substrates, structure integrity, soils conditions), construction phasing and logistics, constructability reviews of the documents (both the at the end of the design and ongoing constructability review during design), construction cost estimating, buyout plans to obtain the best price for the Project and advanced construction during design to advance the schedule allow the greatest opportunity for project

success. The delivery of the Preconstruction Services literally determines the eventual opportunities for project success.

Increasing Construction Escalation Contingencies: As noted in section 4 regarding the constraints of public levies / bonds where projects occur over long durations of time, contingencies based on 25 year averages are not adequate for spikes in inflation. Escalation contingencies have been significantly increased on a percentage of construction basis in the development of the BEX III Bond to account for higher inflation rates in this current economy. Hopefully utilizing higher contingency rates will mitigate the affects of escalation in the marketplace and provide less stress on the budget in the setting if the GCC.

### **9. Ability to Properly Manage the Public Body's Capital Facilities Plan (House Bill 1506, Section 107(2)(b)(vi))**

The District in conjunction with Heery International / DKA Construction Management has developed the budgets for the current Building Excellence III Program. The budgeting was developed from lessons learned from six year old Building Excellence II Program finishing in 2008. The budgets were based on the current data of construction costs, double digit escalation contingencies, actual site review of the planned scope and a thorough study of the neighboring infrastructure to determine the cost of offsite improvements. This study was completed in 2006 with continued dialog from Seattle Public Utilities, and City agencies.

The District has in-house planning that developed program / project scope through hours of analysis, public input, Board review, and building conditions surveys. These scopes were then utilized in order to establish the budgets. Setting the budget after identifying the scope provides greater opportunity to stay within the budget and deliver on the expectations of the constituents.

In addition to the recent information utilized, the District has detailed data on over 12 years worth of continuous construction efforts. With over 30 projects in the Building Excellence Program in the last 12 years a wealth of information has been accumulated regarding project details to be sensitive and aware of and avoid similar surprises. The project value of Building Excellence I & II total over \$750 million with over half the projects being renovations and significant complex projects for K – 12 educational facilities.

### **10. Ability to Meet the Requirements of Chapter 39.10 of the Revised Code of Washington (House Bill 107(2)(b)(vii))**

- The District has an established GCCM RFP and selection process.
- The District has a coordinated set of A/E and GCCM contract documents that will be updated to reflect the current RCWs.
- Established and well thought out matrix of cost assignment coordinated with agreement, general conditions and supplemental conditions.
- The District, as policy, uses outside project management and construction management consultants to manage their program. These consultants have experience and expertise in the GCCM process and management thereof. Heery International has managed GCCM projects for other school districts and has nine project managers on staff with GCCM experience many with multiple project experience.
- Comprehensive pre-construction services scope of work.
- Considerable experience in the management of GCCM preconstruction services
- In-house estimating capability to review GCCM supplied costs and to assist in negotiation of the MACC.

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- In-house estimating capability to review GCCM supplied costs and to assist in negotiation of the MACC.

**11. Resolution of Audit Findings on Previous Public Works Projects (House Bill 1506, Section 107 (2)(c).)**

If your organization had audit findings on any project identified in your response to Question 8, please specify the project, briefly state those findings, and describe how your organization resolved them.

No audit findings reported.

**Signature of Authorized Representative**

In submitting this application, you, as the authorized representative of your organization, understand that: (1) the PRC may request additional information about your organization, its construction history, and the proposed project; and (2) your organization is required to submit the information requested by the PRC. You agree to submit this information in a timely manner and understand that failure to do so shall render your application incomplete.

Should the PRC approve your request to use the GCCM or D-B contracting procedure, you also understand that: (1) your organization is required to participate in brief, state-sponsored surveys at the beginning and the end of your approved project; and (2) the data collected in these surveys will be used in a study by the state to evaluate the effectiveness of the GCCM or D-B process. You also agree that your organization will complete these surveys within the time required by CPARB



Name (please print) **Don Gillmore**

Title: **Program Manager-Building Excellence, Seattle School District No. 001**

Date: 9/26/07