

Facilities and Operations Committee  
Meeting  
Wednesday, May 10, 2023 4:00 PM

Dr. Matthew Prophet Education Center -  
Mazama Conference Room (floor 2)  
501 N. Dixon St.  
Portland, OR 97227

## **Agenda**

1. Harriet Tubman Middle School Relocation
2. Public Comment Comment will be provided during the related agenda topic.
  - The topic must be related to an item on the agenda.
  - To sign up for public comment email [PublicComment@pps.net](mailto:PublicComment@pps.net) or call 503-916-3741.



## STAFF MEMO

**Date:** May 3, 2023

**To:** Board of Education

**From:** Dan Jung, Chief Operating Officer

**Subject:** Harriet Tubman Middle School Relocation

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### **BACKGROUND**

Due to the impacts of the upcoming I-5 freeway expansion, the PPS Board of Education directed the relocation of Harriet Tubman Middle School (Tubman) away from I-5. Since 2021, PPS Staff has reviewed potential relocation options. To date approximately 20 potential relocation options have been reviewed, however none has been identified as a clearly viable option.

In early 2022 Staff began compiling publicly available information regarding the Tubman relocation - in the form of the Harriet Tubman Middle School (Re)Siting: Due Diligence documents - and holding public discussions at the Facilities & Operations (F&O) Committee. The first Due Diligence document was issued February 2022. Due Diligence Vol. 6 was provided in April 2023.

Selection criteria were developed to assess and compare potential relocation options. The criteria are identified here, with further definition in Due Diligence Vol. 6:

- Community Considerations
- Location
- Site Suitability
- Operational Sustainability
- Academic Suitability
- Cost Considerations

As potential relocation options were reviewed, a few consistent themes became apparent; Staff codified these themes, labeled them “grounding statements” and included them in the public documents and meeting materials to help guide relocation discussions:

- The Tubman relocation process will not displace an existing K5 school (criterion required by Governor’s Office)
- Tubman will not be combined with an elementary school and converted to a K8

- The Tubman relocation process will not alter existing feeder school patterns
- The Tubman relocation process will not alter JHS's program or enrollment
- Tubman will continue to be a comprehensive middle school
- The new Tubman will not be located outside the current Tubman boundary

We have carefully considered how the options align to the selection criteria and have highlighted potential tradeoffs and risks. The Due Diligence report provides an overview of each potential relocation option and a narrative assessment on how each aligns to the criteria. The process to review and consider potential options has been 3-part:

1. Staff provides objective information available to all stakeholders (Due Diligence documents)
2. Stakeholder and community engagement and feedback
3. Staff reviews the relocation options with the Facility & Operations Committee and receives feedback and direction

After discussion at the F&O Committee, relocation options have been either taken out of consideration or selected for further analysis. Relocation options that have been eliminated include the Prophet EC, Portland Parks and Recreation properties, Tubman feeder schools (Boise-Eliot, Irvington, Martin Luther King Jr, and Sabin), Kenton, Meek, Whitaker-Adams, among others. All options that have been eliminated from consideration are retained for reference in the Due Diligence documents within the appendices.

At the April 12, 2023 F&O Committee meeting, school board members directed staff to proceed gathering community feedback on a singular site location option - a colocation of Tubman Middle School and KairosPDX via development of the Humboldt property and the Jefferson South Lot. Two site plan scenarios were provided for consideration.

### **ANALYSIS OF SITUATION**

Under the F&O Committee's direction, the option currently under consideration is the Jefferson High School "South Lot" and PPS's Humboldt property (occupied by KairosPDX via a long-term lease agreement). As detailed in Due Diligence Vol. 6 due to the size, location and complexity of the parcels - and impacts to Jefferson High School - both scenarios create unique opportunities but also carry significant academic tradeoffs and development risks. Below are pro and con summaries, **please refer to Due Diligence Vol. 6 for additional details.**

#### SCENARIO #1 (Tubman on Humboldt Lot; Kairos on South Lot)

##### Opportunities

- Retains Tubman within the existing school boundary
- Locates Tubman and KairosPDX on separate lots
- The proximity of the schools can encourage collaboration between the teachers and staff, leading to the sharing of best practices and improved educational outcomes
- Fosters a sense of community among students, parents, and staff, leading to increased involvement and support for both institutions

- Opportunity to develop joint programs, extracurricular activities, and community service projects that benefit all student populations
- The presence of both schools can contribute to the revitalization of North Portland in alignment with the community's vision for Albina

#### Risks

- The sites is very small for a middle school; the Humboldt property is 3 acres, compared to 6 acres for recently constructed Kellogg Middle School
- Due to the lack of outdoor space, play areas, vehicle/bus circulation, parking and athletics will be limited
- This option will reduce athletic programming and outdoor amenities for Jefferson High School
- Total project cost exceeds the available funding
- This option will require the passage of a future bond to complete the Tubman relocation and the building of an elementary school to be leased to Kairos
- This options will require a successfully negotiated development agreement with PPS and KairosPDX
- Does not align with the Jefferson HS Modernization 2020 bond plan or approved Comprehensive Plan (approved by the Board in December 2022)
- From a sustainability and climate response perspective, utilizing existing buildings is preferable and produces less carbon emissions than constructing new structures (or in this scenario, demolishing a existing building to construct new buildings)
- A lack of consensus within the community, including significant concerns raised by the community, especially the Jefferson HS Modernization Design Advisory Group who emphasized the detrimental impacts to both Jefferson HS and Tubman (see below for further community engagement discussion)
- KairosPDX has submitted a letter stating support for Scenario #1 predicated on the assumption that the building for KairosPDX will be built on the South lot first, and then after moving into the new facility, construction may begin for the new Tubman school - this would postpone the opening of Tubman several years (until as late as 2032) and increase total cost<sup>1</sup>

#### SCENARIO #2 (Tubman and Kairos on Humboldt Lot)

##### Opportunities

- Keeps Tubman within the existing school boundary
- Retains athletics for Jefferson HS on South Lot
- The proximity of the schools can encourage collaboration between the teachers and staff, leading to the sharing of best practices and improved educational outcomes
- Fosters a sense of community among students, parents, and staff, leading to increased involvement and support for both institutions

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<sup>1</sup> As discussed at the April 12, 2023 F&O Committee meeting the Jefferson South Lot will be used to support Jefferson HS Modernization construction and is not available for new construction until approximately 2029. Completing a new building for KairosPDX on the Jefferson South Lot before beginning construction on the Humboldt property for the new Tubman building would significantly delay the opening of Tubman until approximately Fall 2032 and require Tubman students to be at a temporary location for 5 years.

- Collaborate to develop joint programs, extracurricular activities, and community service projects that benefit all student populations
- The presence of both schools can contribute to the revitalization of North Portland in alignment with the community's vision for Albina

#### Risks

- Requires Tubman and KairosPDX to share a very small lot - the Humboldt property is 3 acres, compared to 6 acres for Kellogg Middle School
- Development of the Humboldt site with approximately 170,000 square feet will result in very dense, compact buildings and providing enough natural light, efficient circulation and design for appropriate adult oversight will be challenging to achieve<sup>2</sup>
- Due to the lack of outdoor space, play areas, vehicle/bus circulation, parking or athletics will be limited for both schools and the neighborhood
- Total project cost exceeds the available funding
- This option will require the passage of a future bond to complete the Tubman relocation
- This option will require a successfully negotiated development agreement with PPS and KairosPDX
- From a sustainability and climate response perspective, utilizing existing buildings is preferable and produces less carbon emissions than constructing new structures (or in this scenario, demolishing an existing building to construct new buildings)
- A lack of consensus within the community
- KairosPDX has submitted a letter (see attached) stating Scenario #2 is not a viable option

#### **FISCAL IMPACT**

The total costs and financial risk of both scenarios are material. The State has provided \$120 million toward the relocation of Tubman, far below the construction estimates. Scenario #1 is estimated to cost approximately \$195 million - \$238 million. Scenario #2 is estimated between \$185 million to \$225 million.<sup>3</sup> To close the funding gap, the District will need to allocate budget in a future general obligation bond to complete the relocation of Tubman.

Unique to the current site opinion under consideration is the additional square footage necessary to construct a new space to lease to KairosPDX<sup>4</sup>; this was not contemplated in previous options.

**See Due Diligence Vol. 6; beginning on pages 18 and 24 for more information.**

#### **COMMUNITY ENGAGEMENT**

Black people are not a monolith, so no single point of view represents the full spectrum of the community's perspective on the future of Harriet Tubman Middle School. **However, in our community**

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<sup>2</sup> As a comparison, the existing Tubman MS building is approximately 87,000 square feet on a 3 acres parcel (excluding the abutting Lillis Albina Park). Scenario #2 assumes nearly double the building size on a 3 acres parcel, without the benefit of an adjacent park.

<sup>3</sup> Cost estimates include a number of assumptions detailed in Due Diligence Vol. 6, including the exclusion of temporary relocation costs for KairosPDX.

<sup>4</sup> Approximately 30% of the total project cost is specific to constructing a new building to lease to KairosPDX.

**engagement process, we saw clearer trends in how the entry point of the discussion shaped views.** For example, community members who've been involved in the larger discussions about the Black students' educational experience more holistically through our Center for Black Student Excellence efforts, demonstrated a more favorable response to the current scenarios. They were far more imaginative about possibility and seized the opportunity to think about the school communities and neighboring partner organizations as an ecosystem.

Community members whose entry point to the discussion was about physical infrastructure or the impact to the Jefferson Modernization (and who have been actively involved in the planning of Jefferson HS since 2020) demonstrated a less favorable response to potentially losing athletic fields. Justifiably, these community members have a long history of advocating for Jefferson High School and despise giving anything up when other schools aren't subject to the same sacrifices.

A more detailed summary of community perspectives can be found [here](#).

### **TIMELINE FOR IMPLEMENTATION**

Due to the proximity to the site and location of I-5 construction access roads, work on the Eliot Viaduct will directly impact the safety of and learning environment for students. The most recent ODOT construction schedules indicate the Eliot Viaduct work will begin in Summer of 2027, suggesting the Harriet Tubman students must vacate the current location by June 2027.

Conceptual project schedules have been provided for the development of the Jefferson South Lot and Humoldt property. Due to the tight site constraints and the complexity of multiple overlapping construction projects, completion dates vary by scenario. Scenario #1 estimates a student move-in date of Fall 2028 for Tubman and Fall 2030 for KairosPDX. If the sequencing of construction is to change per the recommendation in the KairosPDX Letter of Support (see attached), this would likely change the move-in date of Tubman from Fall 2028 to Fall 2032 (KairosPDX would remain the same in Fall 2030). Details of construction phasing would need to be outlined in the development agreement.

Scenario #2 estimates a move-in date of Fall 2028 for Tubman and KairosPDX.

Both site plan scenarios require use of temporary housing until construction is complete and assume a preferred option/scenario selection in May 2023, successful real estate negotiations by the end of 2023, and a future successful general obligation bond approval prior to beginning of construction.

**See Due Diligence Vol. 6; beginning on pages 19 and 25 for more information**

### **BOARD OPTIONS**

As requested by the F&O Committee, staff have provided analysis and community feedback on the two site plan scenarios. The Board has the options to:

1. Select Scenario #1 as the relocation site for Tubman MS
2. Select Scenario #2 as the relocation site for Tubman MS
3. Reconsider the selection criteria and direct staff to return to the Board with additional options

If Scenario #1 is selected, staff will proceed with assembling the Tubman Relocation Team, procure a design firm and begin development agreement discussions with KairosPDX. The Jefferson Modernization Team will be directed to incorporate the changes into a redesign. If an agreement cannot be reached, the Tubman relocation efforts will start anew.

If Scenario #2 is selected, staff will proceed with building the Tubman Relocation Team, procure a design firm and begin development agreement discussions with KairosPDX.<sup>5</sup> If an agreement cannot be reached, the Tubman relocation efforts will start anew.

### **STAFF RECOMMENDATION**

Identifying the optimal site to relocate Tubman Middle School has been extremely challenging. Many sites have been considered - with varying pros and cons - and eliminated from consideration. The option of co-locating Tubman and KairosPDX on the same or adjacent parcels creates unique opportunities, however the trade offs required (including the lack of outdoor space, impact to Jefferson, total cost, etc.) are substantive. Due to the development risks, substantial costs, and academic/athletic deficiencies of both Scenario #1 or Scenario #2, and the community feedback received, Staff recommends the District continue to search for alternative Tubman relocation options. Inherent in that recommendation is the need to re-examine the criteria used to assess sites. Staff proposes returning to the F&O Committee with revised criteria for the Committee's consideration.

Staff does not make this recommendation lightly. We are keenly aware of the impacts of further delaying the decision on the relocation of Tubman. It is because our concerns and a large portion of the community's concerns (especially the JHS community) are significant that we think additional work is needed to identify more viable options. The \$200 million investment in 100-year buildings is, in our opinion, worth additional effort to solve this difficult situation.

### **RESOURCES**

- [Harriet Tubman Middle School \(Re\)Siting: Due Diligence Vol. 1](#)
- [Harriet Tubman Middle School \(Re\)Siting: Due Diligence Vol. 2](#)
- [Harriet Tubman Middle School \(Re\)Siting: Due Diligence Vol. 3](#)
- [Harriet Tubman Middle School \(Re\)Siting: Due Diligence Vol. 4 \(with appendices\)](#)
- [Harriet Tubman Middle School \(Re\)Siting: Due Diligence Vol. 5](#)
- [Harriet Tubman Middle School \(Re\)Siting: Due Diligence Vol. 6](#)
  - [Appendix A](#)
  - [Appendix B](#)
  - [Appendix C](#)
- [Facilities & Operations Committee Presentation: 02 07 2022](#)
- [Facilities & Operations Committee Presentation: 03 16 2022](#)
- [Facilities & Operations Committee Presentation: 05 18 2022](#)
- [Facilities & Operations Committee Presentation: 06 15 2022](#)
- [Facilities & Operations Committee Presentation: 09 22 2022](#)

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<sup>5</sup> KairosPDX has submitted a letter stating Scenario 2 is not a available option for the school

- [Facilities & Operations Committee Presentation: 10 19 2022](#)
- [Facilities & Operations Committee Presentation: 11 30 2022](#)
- [Facilities & Operations Committee Presentation: 02 08 2023](#)
- [Facilities & Operations Committee Presentation: 04 12 2023](#)
- [Harriet Tubman Middle School Relocation Engagement Summary \(05.02.2023\)](#)
- [KairosPDX Letter of Support: Scenario 1 \(05.02.2023\)](#)