

Facilities and Operations Committee
Meeting
Wednesday, June 14, 2023 4:00 PM

Dr. Matthew Prophet Education Center -
Windows Cafeteria / Conference Room (Floor
2)
501 N. Dixon St.
Portland, OR 97227

Agenda

1. 4:00 pm - Future Site of Harriet Tubman Middle School
2. 5:30 pm - Adjourn
3. 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 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

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 cost¹

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

¹ 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 achieve²
- 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.³ 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 KairosPDX⁴; 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**

² 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.

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

⁴ 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.⁵ 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](#)

⁵ 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 \(05.02.2023\)](#)



MEMO

TO: School Board

FROM: Camille Idedevbo, Innovation Studio Manager; Jonathan Garcia, Chief of Staff

CC: Dan Jung, Chief Operating Officer
Cheryl Proctor, Deputy Superintendent of Instruction and School Communities
Kimberly Armstrong, Chief Academic Officer
Guadalupe Guerrero, Superintendent

DATE: June 14, 2023

SUBJECT: Joint CBSE + HTMS + Jefferson Engagement Summary

Objectives

On May 10, 2023, the PPS Facilities and Operations Committee agreed with the staff recommendation to “pause and reset” in response to a disappointing dynamic that unfolded in the community: the perception that three schools, each serving the highest percentages of Black students in Portland Public School—in the heart of the historically Black community, are somehow pitted against each other for finite resources.

The Portland Public Schools’ Innovation Studio led the charge to unify otherwise disjointed stakeholder groups under the shared values of Black student excellence. During this “pause and reset,” staff collaboratively launched a three-part engagement strategy characterized by the following activities:

- **Center for Black Student Excellence Community Installation:** May 17, 2023
- **Collaborative Joint Workshop #1:** May 23, 2023
- **Collaborative Joint Workshop #2:** June 3, 2023

During these collaborative workshops, participants engaged in activities and discussions about our collective values, revisited whether any other previously-not-considered sites are viable, and put forth new and innovative ideas to address spatial constraints.

Enclosed, you will find a summary of our findings and action steps.

Workshop Series Findings

- Guiding Principles & Search Criteria
- Previously Considered Sites & Action Steps
- Jefferson South Lot Programming Scenarios & Perceptions
- Mitigation Strategies for Jefferson South Lot Programming
- New and Generative Ideas for the Harriet Tubman Relocation & Center for Black Student Excellence

Guiding Principles & Search Criteria

- **Firm:**
 - Harriet Tubman will continue to be a comprehensive middle school, and will not be converted to an alternative or small school.
 - The new Harriet Tubman will remain in the Albina neighborhood.
 - Location: Within the existing Tubman catchment area



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- **Flexible:**
 - *Size - roughly 6-9 acres*
 - Respondents asked to ensure students have outdoor space. They were not as prescriptive about the exact acreage.
 - The Harriet Tubman Relocation process will not displace an existing K-5 feeder school.
 - Respondents favored the idea of co-location with K-5 schools and were more willing to explore Sabin and Irvington as viable options. Dr. Martin Luther King Elementary School and Boise Eliot Humboldt Elementary School were not favored for displacement.
 - Availability
 - Some respondents reflected on how early urgency in the relocation process eliminated creative thinking. They value getting the process right. Others would like to see a ready-built property by the time students vacate the current site to minimize disruption.
 - Operational Sustainability
 - Respondents named Sabin and Irvington as sites to consider consolidating to accommodate a middle school.
 - The Harriet Tubman Relocation process will not alter existing feeder patterns.
 - Respondents are not in favor of creating a massive bussing scenario unless otherwise consulted by the community.
 - Cost Considerations
 - Respondents want to ensure that the full allocation of available funds support Harriet Tubman Middle School specifically and concessions aren't made for any other project.

Previously Considered Sites & Action Steps

Workshop participants demonstrated overwhelming support for revisiting the possibility of each of the following sites:

- **Williams and Russell**

Supporting Narrative: *"Why can't Emanuel give back space that is sitting empty?"*

Action Steps: Staff initiated an official channel of communication with Williams and Russell project leads; Emanuel Hospital and City Leaders

- **Irving Park**

Supporting Narrative: *"There's more than enough space. This would solve all of our problems."*

Action Steps: Steps: Staff initiated an official channel of communication with Portland Parks and Recreation.

- **Lloyd Center**

Supporting Narrative: *"Lloyd Center has so much space. Why is it so complicated?"*

Action Steps: Lloyd Center representatives offered the site as a temporary location for the Center for Black Student Excellence, not a permanent site for Harriet Tubman Middle School.



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Jefferson South Lot Programming Scenarios & Perceptions

Scenario 1: Current Conditions

Community members who live in the area benefit the most from the current conditions in the area. Some have reflected on the importance of having open spaces that are available to the public. Conversely, other respondents reflected on how the underutilization of the South Lot has limited opportunity for student athletes in particular. Students and families experience the most barriers with commuting to Delta park for practice and/or games. As the school awaits modernization, respondents are urging the district to find a suitable solution that removes barriers for families in the near-term.

Scenario 2: Harriet Tubman Middle School at Humboldt and KairosPDX on the South Lot

This scenario is the least favored. In addition to the challenges it creates for student athletes, respondents reflected on how athletics are also a way to generate revenue for the school. Moving athletic programming creates a high opportunity cost leaving little room to attract future students and increase enrollment. This option also removes the opportunity for outdoor play for students at each grade level.

Scenario 3: Center for Black Student Excellence on the South Lot

Respondents generally do not want to see a building on the South Lot. However, this scenario showed more promise because the Center for Black Student Excellence will be a student, staff, and community resource. Respondents do not want to see one community resource uproot another. Instead, respondents would like to explore the possibility of preserving athletics and identifying an accessible location for the Center for Black Student Excellence.

Scenario 4: Athletic Programming on the South Lot

This scenario is the most favored. While it is not a perfect solution to all athletic programs, it shows the most promise. Many students, including non student athletes, take pride in participating in sporting events and events that increase school pride. This scenario allows for Jefferson to also accommodate athletic programs at the middle grades. Lastly, respondents reflect on the options that prospective students have when deciding whether or not to attend Jefferson High School in comparison to Grant and McDaniel. This scenario is thought to create the most compelling case for why a family should choose Jefferson.

Mitigation Strategies for Jefferson South Lot Programming

In response to a programming scenario that places a building on the Jefferson South Lot, respondents have put forth ideas to consider for athletic programming. However, transportation remains top of mind.

- Peninsula Park: respondents would also like to see this site pursued as an immediate remedy to the athletic barriers at Jefferson High School. Delta Park is inconvenient for both students and their families.
- Irving Park
- Kenton
- Lloyd Center
- Williams and Russell
- Former Concordia Site



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New and Generative Ideas for the Harriet Tubman Relocation & Center for Black Student Excellence from Community

- Consolidation: Sabin & Irvington Elementary at Sabin and Harriet Tubman Middle School at Irvington
- Colocation: Dr. Martin Luther King Elementary & Harriet Tubman Middle School
- Colocation: Center for Black Student Excellence & PK-5 Learning Lab
 - Humboldt Elementary
 - Williams and Russell
 - Portland Community College
 - Former Black Parent Initiative Property (901 NE Glisan St)
 - Multnomah County Property: 5305 NE MLK BLVD
- Colocation: Sabin Elementary & Center for Black Student Excellence
- Colocation: Dr. Martin Luther King Elementary & Center for Black Student Excellence
- Center for Black Student Excellence at Williams and Russell
- Center for Black Student Excellence on top of an encapsulated freeway