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OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

Board Cover Memorandum

To	Facilities Committee
From	Denise Saddler, Ed. D., Superintendent Preston Thomas, Chief Systems and Services Officer Pranita Ranbhise, Executive Director of Planning
Meeting Date	August 20, 2026
Subject	Draft Asset Management Framework and Development of the 2026–27 Asset Management Plan

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Ask of the Board

This item provides an informational update and discussion only. Review the Draft Districtwide Asset Management Framework: From Legacy to Future – Stewarding Oakland's Schools and Public Assets and provide direction on the principles, priorities, and decision-making framework that will guide development of OUSD's Districtwide Asset Management Plan.

No property-specific decisions or dispositions are being requested through this item. The purpose is to establish Board direction before staff develops final framework and property-specific recommendations.

Background

OUSD's schools and facilities represent generations of public investment and reflect decisions made over more than a century about where schools should be located, how large they should be, and the role they should play within Oakland's neighborhoods. Today, the District must steward that legacy while responding to changing enrollment and demographics, aging facilities, deferred maintenance, fiscal constraints, and evolving educational needs.

The Asset Management Plan is intended to move OUSD from reactive, site-by-site decision-making toward a disciplined, districtwide approach to managing its portfolio. This is particularly important for vacant and underutilized properties, where the District needs a consistent framework for evaluating educational need, community benefit, financial considerations, potential partnerships, interim uses, and long-term strategies.

Discussion

The framework begins with a central premise: **OUSD's real estate portfolio should be shaped by the educational needs of students and communities—not the other way around.**

The proposed process moves sequentially from:

> **Current and Future Enrollment Needs → Space Requirements → Portfolio Capacity → Facility Condition/Investment → Geographic and Regional Needs → Programmatic Placement → Identify Excess or Insufficient Assets → Evaluate Alternative Uses → Property-Specific Implementation Plans**

The framework connects the 2026 Facilities Master Plan with the Asset Management Plan, ensuring that decisions about individual properties follow a broader analysis of enrollment, facilities, geography, programs, and investment needs. The intent is for property decisions to be strategic and portfolio-based rather than isolated or reactive.

The draft also identifies potential asset strategies—including continued educational use, educational reserve, community partnerships, workforce or affordable housing, revenue-producing uses, and, where appropriate after full analysis, potential disposition. Current vacant properties are included in the framework as case studies to test these categories, not as final recommendations.

Staff is seeking Committee feedback on the following questions:

1. **Planning Approach:** Does the Committee support establishing educational, enrollment, programmatic, geographic, and facility needs before determining the future use of individual properties?
2. **Board Values:** What elements of OUSD's historic neighborhood-school model and geographic access should remain priorities as the District's footprint evolves? What should be changed?
3. **Evaluation Criteria:** Are enrollment, capacity, facility condition, geography, programmatic needs, fiscal sustainability, and community value the appropriate factors for evaluating District assets?
4. **Alternative Uses:** What principles should guide consideration of partnerships, leases, housing, revenue-generating uses, or disposition when properties are not required for near-term educational use?
5. **Final Plan:** What level of property-specific recommendations and implementation detail should be included in the completed Asset Management Plan?

Fiscal Impact

This is an informational item. There is no direct fiscal impact associated with discussion of the framework. Any future property-specific investments, agreements, leases, development strategies, or dispositions requiring Board authorization will return through the appropriate approval process.

Attachment(s)

Draft Asset Management Planning Framework

From Legacy to Future: Stewarding Oakland's Schools and Public Assets

Oakland Unified School District's schools and facilities are among the community's most important public assets. They reflect generations of public investment and a historic commitment to creating accessible neighborhood schools that responded to the educational, demographic, and civic needs of Oakland at different moments in its history. Today, OUSD must steward that legacy while planning for a very different future—one shaped by aging facilities, accumulated deferred maintenance, changing enrollment and demographics, reduced birth rates, cost of living, fiscal constraints, climate-related risks, and evolving expectations for the learning environments students and communities deserve. This moment requires the District to honor the purpose and public value of these assets while thoughtfully reshaping its portfolio to meet the needs of the next generation of Oakland students and families.

The purpose of this Asset Management Plan is to move the District from reactive, site-by-site decision-making toward a disciplined system of long-term stewardship: managing facilities across their full lifecycle, aligning investments with educational priorities and enrollment realities, protecting the value of public assets, improving financial sustainability, and ensuring that every decision strengthens safe, healthy, equitable, and high-quality learning environments for Oakland students and communities.

OUSD also holds a portfolio of vacant properties that have remained unresolved for many years, with some sites awaiting long-term disposition for decades. In many cases, the challenge has not been a lack of ideas, but the absence of a sufficiently vetted, districtwide asset strategy that translates those ideas into clear, actionable plans for each property. Without an established framework for evaluating educational need, community benefit, financial value, legal requirements, partnership opportunities, interim uses, and long-term disposition, properties can remain in a prolonged state of uncertainty—creating ongoing security, maintenance, liability, and opportunity costs for the District. The Development of an Asset Management Plan is intended to change that by establishing a consistent decision-making framework and developing an actionable strategy for each vacant or underutilized property, including clear recommendations, responsible parties, timelines, and the steps necessary to move from planning to implementation.

How Oakland's History Shaped OUSD's Unique Footprint

OUSD's current portfolio is the product of more than a century of decisions about where schools should be located, how large they should be, and what role they should play in Oakland's neighborhoods. As the city's population, housing patterns, transportation systems, and educational expectations evolved, the District repeatedly adapted its physical footprint to meet the needs of students and families at that moment in time. Understanding those historical choices is important because many of the assumptions that shaped the location and design of Oakland's schools continue to influence the portfolio OUSD manages today. One of the most consequential periods in shaping that footprint occurred during the decades following World War II.

During the postwar period, particularly from the 1940s through the 1960s, Oakland experienced a significant expansion of its school system as residential development, student enrollment, and public investment reshaped the city. The District and Board responded through major school construction and modernization programs that ultimately created a large, distributed network of campuses across Oakland and brought Oakland up to a 90-school district.

A central planning concept during this period was the “neighborhood school” model. The idea was that schools, particularly elementary schools, should be located close to the communities and families they served. This approach contributed to the development of numerous relatively small, locally accessible campuses and established much of the physical footprint that OUSD continues to manage today (Table 1).

Table 1: Draft Elementary Schools — Original Design Capacity (Permanent Only)

Sorted from smallest permanent capacity to largest.

School Name	Original Year of Completion	Permanent Classrooms	Permanent Capacity at 25 students per room
Grass Valley	1957	9	**225**
Peralta	*1977*	10	**250**
Burckhalter	1948	12	**300**
Redwood Heights	1948	12	**300**
Madison Park Academy Primary	1958	12	**300**
Thornhill	1958	12	**300**
Horace Mann	1960	13	**325**
Joaquin Miller	1949	13	**325**
Hoover	*1976*	14	**350**

School Name	Original Year of Completion	Permanent Classrooms	Permanent Capacity at 25 students per room
Cleveland	*1977*	14	**350**
Crocker Highlands	1925	16	**400**
Piedmont Avenue	1940	18	**450**
Sequoia	1926 / 1959	18	**450**

Implications:

1. OUSD's portfolio is not accidental. Oakland Unified School District repeatedly asked voters to finance school construction, including $15 million in 1945 and $40 million in 1956, as part of a longer pattern of bond-funded school building dating to the nineteenth century.
2. The 1950s problem was not simply overall population growth. Oakland's total population declined about 4.4% from 1950 to 1960, while the number of children ages 5–17 grew nearly 30%. **The school-age share of the city was rising even as the city's total population began to fall.**
3. **Elementary and secondary facilities** were designed at different scales based on different theories of action at the K-5 grade span and the 9-12 grade span.
    a. The era of school construction shows intentionally small neighborhood elementary campuses (210-430 students) well below modern standards
    b. New high schools were substantially larger and included specialized programs and facilities (Skyline 1500 with expansion to 2000)
4. The bond program had a dual purpose: add capacity where children and housing were growing, and replace schools viewed as dangerous, dilapidated, condemned, inadequate, or outmoded.
5. The neighborhood-school model carried both benefits and inequities.
    a. It supported proximity and neighborhood identity
    b. Plans operated within a city shaped by racially segregated housing patterns.
    c. Attendance boundaries and access to new schools such as Skyline were openly contested in 1960's and elementary schools were not part of the broader con
6. Past Boards intentionally built a distributed neighborhood-school system as evidenced by board action and bond programs.

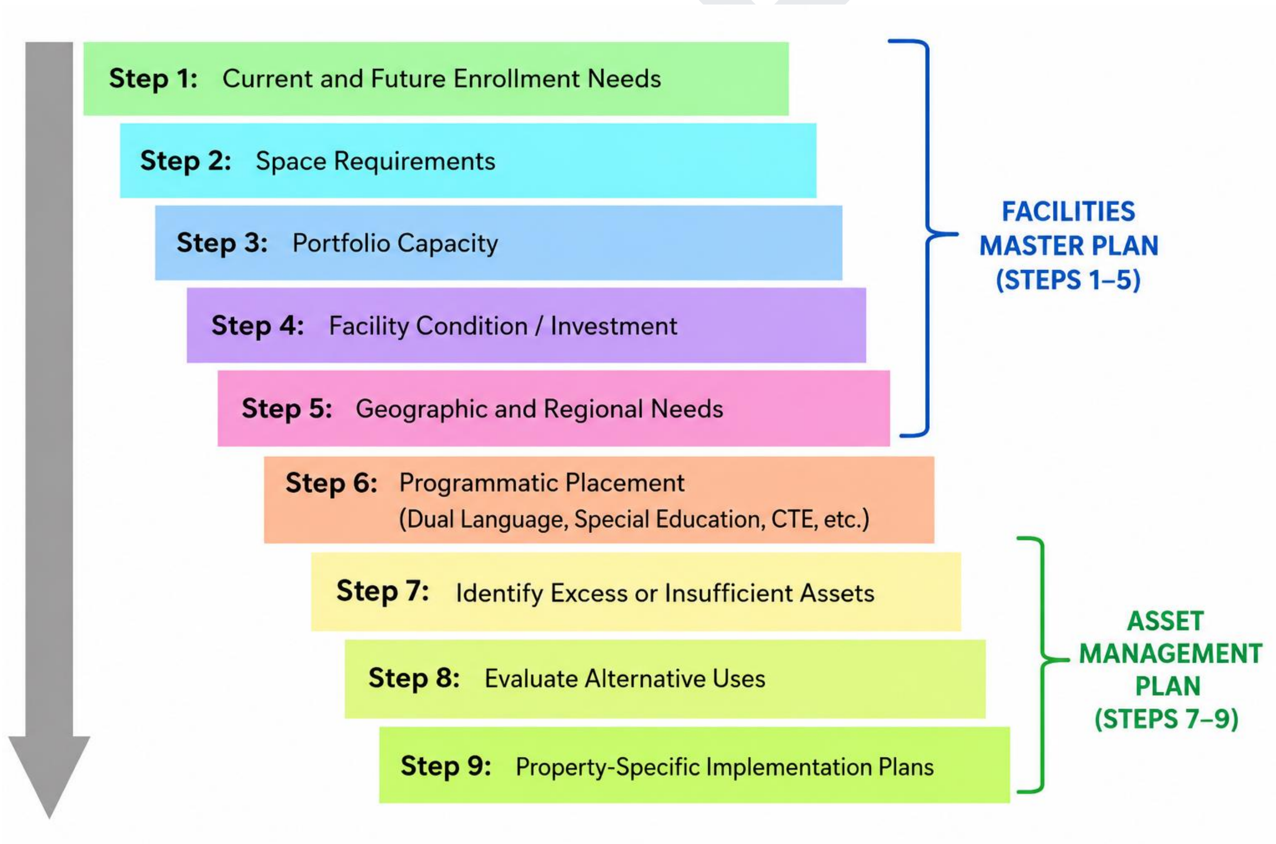
Why this matters for asset management

Today's question is not whether the historic model was right or wrong. The question is what the Board continues to value in that model that created that footprint, largely guided by the idea that access to neighborhood schools should be preserved, and which operating assumptions must change in response to enrollment, program, modern funding realities, and facilities lifecycle and condition realities.

From Educational Need to Asset Strategy

OUSD's Asset Management Planning process begins with a fundamental premise: **the District's real estate portfolio should be shaped by the educational needs of students and communities—not the other way around.** Decisions about individual properties must therefore be grounded in a broader understanding of how enrollment, programs, facilities, geography, and long-term investment needs interact across the District.

The framework below provides a disciplined approach for aligning OUSD's facilities portfolio with its long-term educational, enrollment, fiscal, and community priorities. It moves from projected enrollment and programmatic needs to an assessment of space, capacity, facility condition, investment requirements, and geographic access before identifying where the District may have excess or insufficient assets. This sequencing ensures that decisions about individual properties are made within a districtwide strategy—so that alternative uses and property-specific actions are the result of a comprehensive portfolio analysis, not isolated decisions.



This progression is intended to ensure that future asset decisions are strategic rather than reactive, portfolio-based rather than property-by-property, and explicitly connected to OUSD's long-term educational, fiscal, and community priorities.

Table 2: Current Case Studies (Learning Through Community and Board Dialogue)

Property Type	What Makes It a Candidate	Preferred Strategy	Examples
Educational Core / Future OUSD School (Drives Spending Plan)	Strong geographic need, enrollment viability, good site location with sufficient area for expansion if needed, educational flexibility	Invest, modernize, and optimize utilization	• Glenview Elementary • Fremont High School • Garfield Elementary
Educational Reserve	Possible future enrollment/program need, District operational, administrative or swing spaces, non-public schools, etc.	Retain + interim activation	• Toler Heights • 2111 International Blvd.
Community Hub	Strong neighborhood importance but limited K–12 need in area	Partnership/lease with a sustainable operating model	• Parker Site • 1025 2nd Ave • Piedmont CDC
Workforce Housing	Transit, density, employee accessibility, development potential	Long-term ground lease or bond-related investment	• Former Ralph Bunche • Lakeview • 1025 2nd Ave
Affordable/Mixed-Income Housing	Strong residential potential, low future educational need	Ground lease/joint development	Edward Shands
Revenue-Producing Asset	Commercial/institutional demand	Long-term lease	Lakeview
Disposition Candidate	Little educational/community strategic value and unusually compelling financial case	Consider sale only after full analysis	Bond Street