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Board Cover Memorandum

To Facilities Committee

From Preston Thomas, Chief Systems & Services Officer, Division of Facilities Planning and Management
Pranita Ranbhise, Director of Facilities Planning & Management

Meeting Date April 17, 2025

Subject Asset Management: Vacant Properties: Safety, Security, and Demolition Strategy Considerations.

Ask of the Board This item is an update only. Questions, observations, and specific feedback are welcomed.

Background The District continues to face significant challenges in managing several long-vacant sites, including 1025 2nd Ave (Paul Robeson & Ethel Moore buildings), Edward Shands, and Ralph Bunche. These properties are currently non-operational and have become targets for illegal encampments, vandalism, and repeated fire hazards, which create ongoing legal, safety, and operational risks to the District and surrounding communities.

Despite ongoing efforts such as fencing, boarding, security patrols, and site cleanups, these locations continue to draw community concern and contribute to public safety challenges and liability exposure for the District.

Additional properties, such as Ethel Moore and Hillside Campus, have also been identified for further evaluation due to structural degradation and escalating costs related to securing and maintaining facilities that no longer serve an educational function.

Discussion Staff is preparing a set of potential strategies to address these challenges through a combination of short measures and permanent strategies.

Short-Term (General Fund Investments)

- Reinforced fencing and patrols
- Steel roll-up doors to prevent entry
- Signage, painting, and fence repairs
- Continue debris removal and hazard assessment

Permanent Strategies

- Demolition of the buildings
- Removal of debris
- Installation of secure fencing

These strategies aim to reduce liability, manage costs, and support long-term site reuse.

Staff will bring back the presentation and updated strategy based on feedback.

Recommendation Staff recommends that the Facilities Committee discuss and identify steps for exploring innovative and alternative asset management strategies, ensuring alignment with the Strategic Plan.

Fiscal Impact Decisions about the utilization of the district’s assets will significantly impact the General Fund, the structure of the Bond Program, and future bond planning. The demolition of the building would relieve some of the urgency of making final decisions on asset management strategies.

Attachment(s) Presentation: Vacant Property Strategy & Cost Framework

Asset Management Proposed Strategy on Demolition on Vacant/Blighted Properties

Facilities Planning & Management
April 17, 2025



**OAKLAND UNIFIED
SCHOOL DISTRICT**

Community Schools, Thriving Students

Our Vision

All OUSD students will find joy in their academic experience while graduating with the skills to ensure they are caring, competent, fully-informed, critical thinkers who are prepared for college, career, and community success.

Our Mission

Oakland Unified School District (OUSD) will build a Full Service Community District focused on high academic achievement while serving the whole child, eliminating inequity, and providing each child with excellent teachers, every day.



Agenda

Goal:

1. Review of Vacant Properties
 - a. 1025 2nd Ave
 - i. Ethel Moore (Annex bldg)
 - ii. Paul Robeson
 - b. Ralph J. Bunche Academy
 - c. Hillside at Castlemont (Partial)
2. Potential Strategies to Address Challenges

Guiding Principles



Proposed Board Guiding Principles

Meet our enrollment and programmatic needs

- Plan and design spaces to support Oakland's long term enrollment trends and educational programs needs..
- Ensure spaces can easily adapt to changing needs and uses.
- Incorporate multipurpose, reconfigurable spaces

Inclusive and transparent planning

- Ensure the needs of special populations are considered in all planning phases.
- Maintain a transparent process for all asset management decisions, keeping community informed and engaged

Data-driven decisions and understanding existing conditions

- Use data to guide space planning and allocation, updating regularly for current and future needs.
- Increase knowledge of current facilities and their conditions to better plan improvements and changes

Public good through community engagement

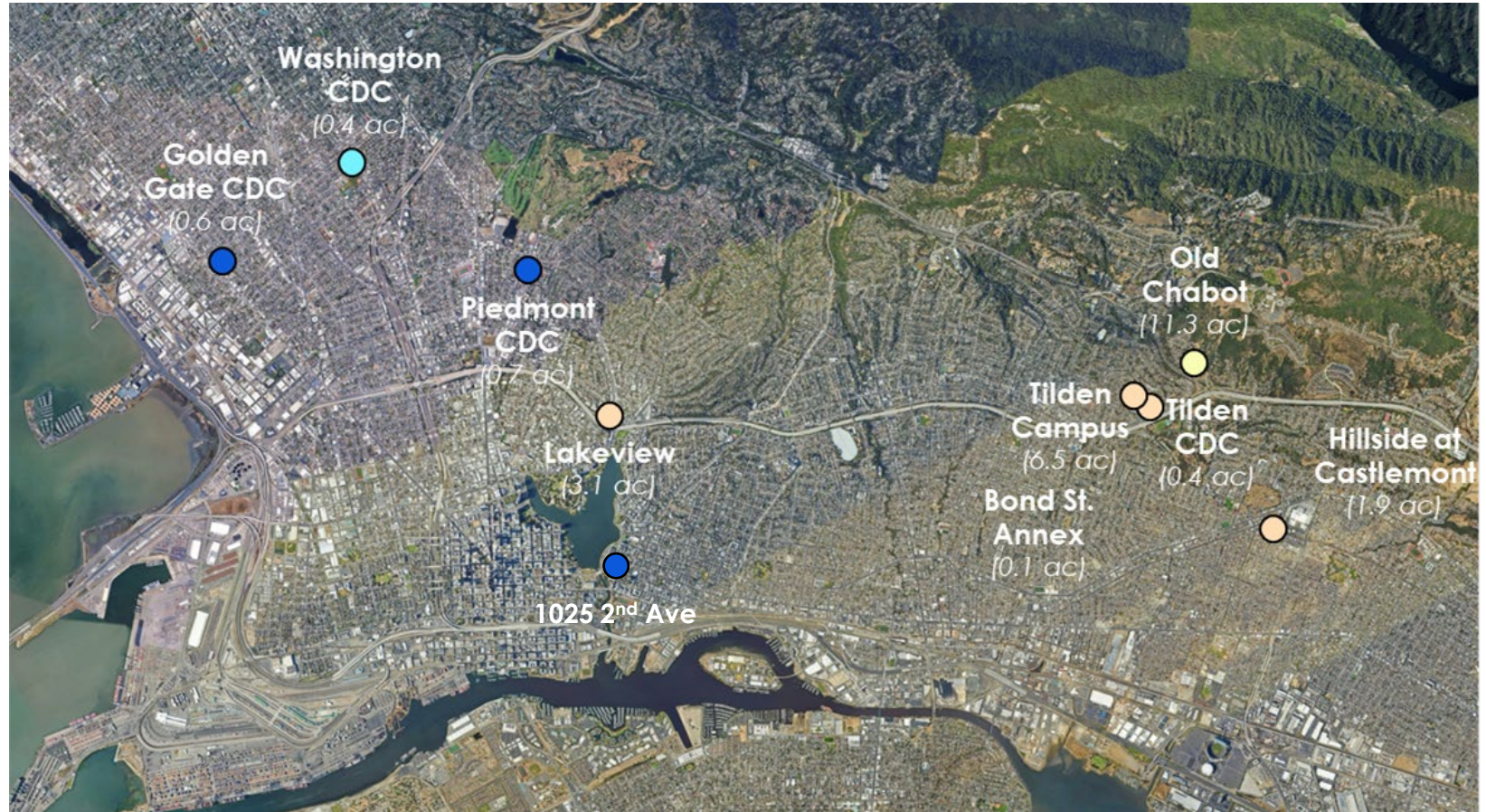
- Use public lands to benefit the community or the districts mission and vision, prioritizing spaces that serve educational and social needs.
- Actively involve the community developing needs assessment that informs our decision-making processes

Collaboration with public agencies

- Work closely with the City of Oakland and other public agencies to address shared property issues and streamline processes.
- Seek collaborative solutions for permit approvals and other bureaucratic challenges

OUSD Vacant, Leased, or Underutilized Sites

● Vacant ● District Use ● Leased ● Pre/TK Expansion



Introductions & Purpose

- As a follow-up to the friendly amendment on Amendment No. 3, Measure Y Spending Plan - October 2024 - Facilities Planning and Management, March 12, 2025
- Address urgent safety, legal, and cost concerns at four vacant sites:
 - 1025 2nd Ave (Paul Robeson & Ethel Moore)
 - Edward Shands - 2455 Church St.
 - Ralph Bunche - 1240 18th St.
 - Hillside at Castlemont- 2369 84th Ave.
- **Ongoing issues:** encampments, fire risks, vandalism, theft, and neighborhood complaints
 - Current security measures (fencing, patrols) have proven ineffective
- **Goal:** Present strategies to improve safety, reduce maintenance and upkeep costs, and guide long-term site planning

Site History, Context, and Current Conditions

History & Context

- **1025 2nd Ave:** Flooded in 2013, 2 alarm fire in 2024, red tagged by OFD
 - Ethel Moore: Also damaged in the 2024 fire, unsafe, mold/lead, not ADA compliant
- **Edward Shands:** Closed 2010, long-term ground lease signed in 2021
 - Under the management of Eagle Environmental Construction & Development
- **Ralph Bunche:** Facility was not suitable for students due to ongoing pest infestation, dry rot, access compliance concerns, alarm deficiencies, lead paint, and trace amounts of lead in soil, and many of the systems—including mechanical, plumbing, sewer, and electrical—are also at their end-of-life and need to be replaced
- **Hillside:** Extensive theft of safety infrastructure, electrical and vandalism (\$500K to restore)

Current Conditions

- Abandoned, unsafe, attract illegal activity
- Security, fencing and ongoing maintenance is ineffective
- Repeated damage, trespassing, and costly upkeep
- Blight and public safety hazard



Overview of Vacant Properties

Former Administrative Building: 1025 2nd Ave, Oakland, CA 94606

- **Alternate Name(s):** Paul Robeson Building and Ethel Moore Annex
- **Age:** 100+ years
- **Area:** 65,484 SF (1.5 acres)
- **General Plan (Zoning):** Urban Residential
- **Estimated Cost to Address Facilities Needs:**
 - 2020: \$85,000,000
 - 2024: \$108,800,000
- **Year Closed:** 2013
- **Context:** The property had been used, in whole or in part, for the main office of the District prior to the flood in January 2013, at which point the buildings stopped being used for District purposes.



Sources:

1. OUSD Facilities Master Plan 2020, April 2020.
2. California Department of General Services, California Construction Cost Index.

Former Administrative Building: Exterior Conditions



November 2024 - OAK 311



February 2025 - OAK 311

Ethel Moore

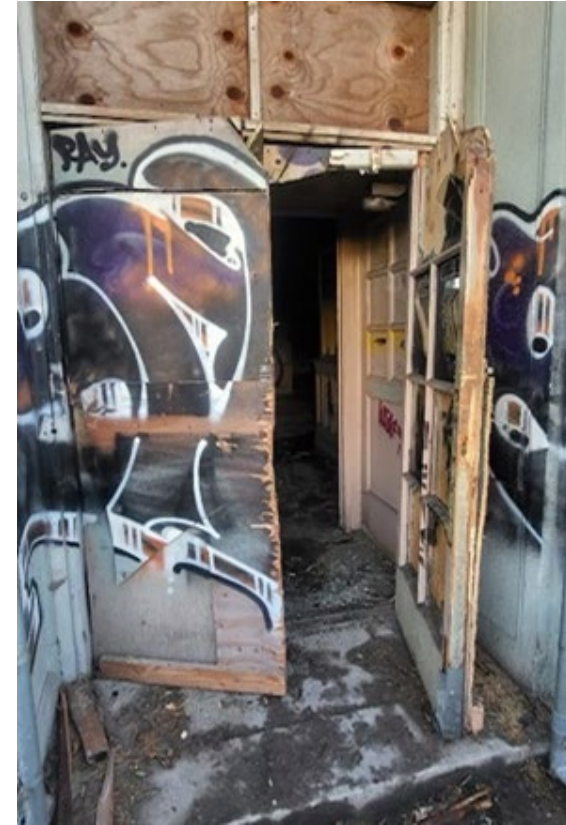
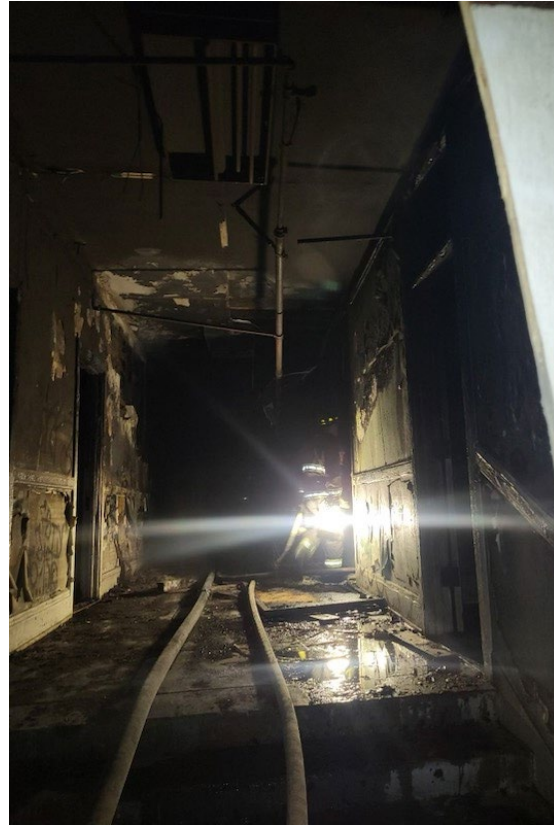


February 2025 - Front of building facing Dewey

July 2024 - Morning after encampment fire, rear of building



Former Administrative Building: Interior Conditions



July 2024 - Interior of building after fire

Ralph J. Bunche Academy: 1240 18th St, Oakland, CA 94607

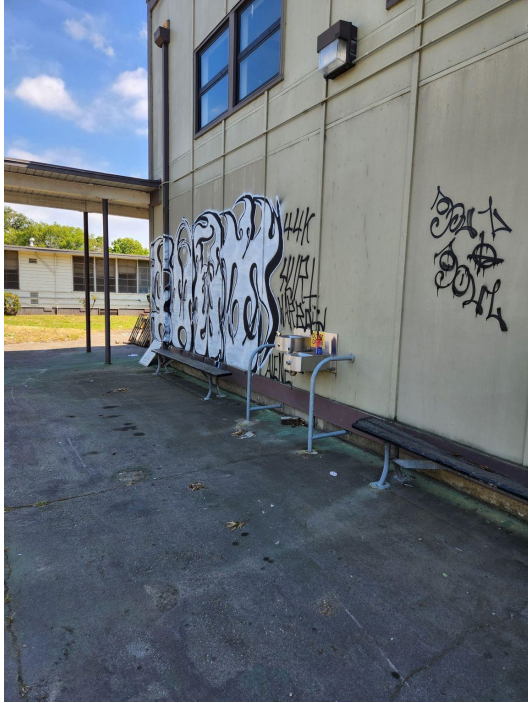
- **Facility age:** 46 years
- **Area:** 135,424 SF (3.11 acres)
- **General Plan (Zoning):** Institutional
- **Estimated cost to address facilities needs:**
 - 2020: \$7,963,231
 - 2024: \$10,192,935
 - Recommended Demo Portables
- **Year closed:** 2020
- **Reason:** In April 2021, The Board of Education passed Resolution Number [2021-0045](#), which ratified the decision to temporarily locate Bunche Academy at the West Oakland Middle school (WOMS) campus, located at 991 14th Street, and authorized keeping Bunche Academy at the WOMS campus through the end of the SY 2023-24. Board is yet to make a determination on the space use at this property.



Sources:

1. OUSD Facilities Master Plan 2020, April 2020.
2. California Department of General Services, California Construction Cost Index.

Ralph J. Bunche Academy - 2024



Graffiti now covers the buildings. The site is partly being used as storage.

Ralph J. Bunche Academy: Current Conditions



April 2025 - Photos from OAK 311

Hillside at Castlemont (Partial): 2369 84th Ave

- **Facility age:** 23 years
- **Area:** 116,290 SF (1.9 acres)
- **General Plan:** Institutional
- **Estimated cost to address facilities needs:**
 - 2020: \$4,714,413
 - 2024: \$6,034,448
- **Year closed:** 2014
- **Context:** This portion of the Castlemont campus served as Hillside Academy until 2014 and shortly served as the Rudsdale Newcomer campus until the end of the SY 2020-21. This portion of the campus is made up of 6 portables.



Sources:

1. OUSD Facilities Master Plan 2020, April 2020.
2. California Department of General Services, California Construction Cost Index.

Hillside at Castlemont (Partial): Current Conditions



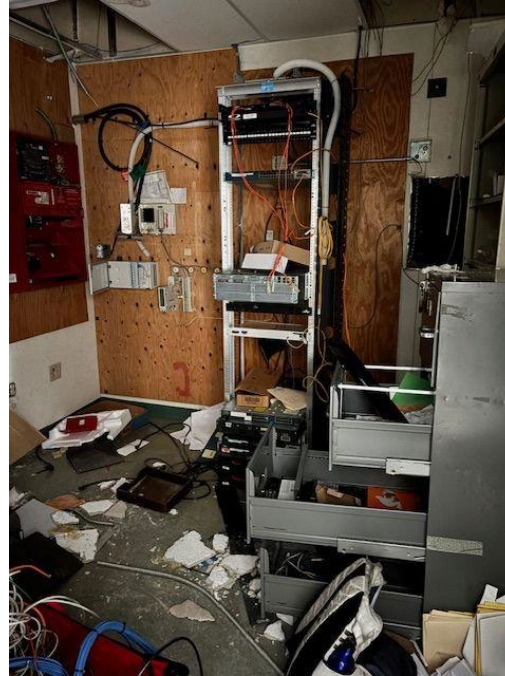
April 2024



November 2024 - OAK 311

Trash and abandoned vehicles can be seen collecting along the street in front of the former Hillside Academy. Overgrown grass and weeds. Damage to the exterior portable walls.

Hillside at Castlemont (Partial): Current Conditions



March 2025

All electrical lines, telephone, intrusion, and alarm system wiring have been removed, and most related equipment has been removed or damaged. Interior walls have been compromised, allowing access to every portable from the inside (classroom to classroom). Ceiling tiles and other items have been removed and destroyed throughout the portables.

Former Edward Shands Adult Education Center: 2455 Church St, Oakland, CA 94605

- **Facility Age:** 3 two-story buildings built in 1968, and 1 portable building added in 1990
- **Area:** 49276 SF (1.13 acres)
- **General Plan:** Community Commercial
- **Estimated Cost to Address Facilities Needs:**
 - 2020: \$2,249,271
 - 2024: \$2,879,066
- **Year Closed:** 2010
- **Context:** The former use was Adult Education but the program closed in 2010 due to lack of funding. There was a short secondary use by Police Services.
- **Monthly Rental Rate:** \$4,000/month. The monthly rental rate shall be subject to three percent (3%) annual increases. Rent will increase by 10% for each one-to four-unit increase above 68 in the number of residential units approved for the project.



Sources:

1. OUSD Facilities Master Plan 2020, April 2020.
2. California Department of General Services, California Construction Cost Index.
3. Board Enactment # 21-1198.

Edward Shands: Current Conditions



November 2024 - April 2025



Asset Management Strategies

Potential Asset Management Strategies

Short-Term (General Fund Investments)

- Reinforced fencing and patrols
- Steel roll-up doors to prevent entry
- Signage, painting, and fence repairs
- Continue debris removal and hazard assessment

Permanent Strategies

- Demolition of the buildings
- Removal of debris
- Installation of secure fencing

Demolition Process

1. Pre-Demolition Requirements
 - Environmental & hazmat assessments
 - Disconnect utilities (gas, electric, water)
 - Licensed demolition contractor
 - Address toxic soil if required
2. Estimate and Bid
3. Contracting
4. Construction/Demolition

THANK YOU

Any Questions?

Additionally, for more information, please reach out:
Preston Thomas, Chief of Systems & Services
Pranita Ranbhise, Director of Planning
OUSD Facilities Planning & Management



Appendix

Opportunities to Use Vacant Properties?

Requirements	Sale	Lease ¹ (>30 days)	Workforce Housing ¹	Joint Occupancy	Exchange
Surplus Land Act Guidelines (“SLA”), California Department of Housing and Community Development (Gov Code Section 54220, et seq.)	Exempt so long as property is “subject to” 7-11 Committee	Exempt so long as property is “subject to” 7-11 Committee	Yes	Not Applicable	Exempt so long as property is “subject to” 7-11 Committee
7-11 Committee (Education Code Section 17390)	Required, unless exempt per Education Code Section 17391	Required, unless exempt per Education Code Section 17391	Exempt per Education Code Section 17391	N/A	Not required but desirable to be exempted from SLA
Offer to certain public/ gov’t agencies 1st?	Yes, unless waived	Yes (shorter list), unless waived	No	No	No
Highest Bidder	Yes, unless waived	Yes, unless waived	No	No- but RFP required	No
Proceed Use	Capital Outlay	Capital Outlay for lease with Purchase Option. Lease with no purchase option creates general fund revenue.	Depends on structure	Depends on structure	Depends on structure

¹ As of January 1, 2020, the District must declare the property as “surplus land” or “exempt surplus land” pursuant to Government Code Section 54221(b)(1). Declaring the property as exempt surplus land will mean that most of the requirements in Government Code sections 54220, et seq., will not apply, except for the requirement to make written solicitations to agencies to purchase or lease the property for park and recreational purposes.

² If lease, proceeds are general fund monies.

Edward Shands & Tilden: Board Approval Timeline

Background:

- **January 2020:** 7-11 Committee recommended surplusing 2 properties and pursuing a long-term lease for the former Tilden CDC and the former Edward Shands Adult Education Center, with priority uses identified based on public hearings.
- **February 2020:** Board passed resolutions to surplus Shands and Tilden for long-term lease, aligning with community priority uses.
- **October 2020:** RFP posted for long-term lease proposals.
- **November 2020:** Board announced acceptance of timely proposals.
- **December 2020:** Board reviewed and selected Eagle Environmental Construction & Development (EECD) for a Long-Term Ground Lease.
- **January 2021:** Public hearing held before entering negotiations.
- **June 2021:** Board approved Long-Term Ground Lease with EECD for Affordable and Workforce Housing, Workforce Development Training Opportunities, and Black Cultural Zone Programming at Shands & Tilden.

Edward Shands & Tilden: Project Progress Q1 - 2025

Edward Shands

Work Completed:

- Emerging Developers Alameda County \$750,000 loan award
- Community Wide Outreach
- Encampment Management, homeless squatters moved in over the Holidays
- Cleared graffiti and trash from site
- Worked with 311 services to remove cars on 68th Street
- Working with 15-20 homeless to find services and alternative housing
- Continued project maintenance
- Construction Materials and Supplies review and sourcing
- Installation of security cameras and system
- Security Company under contract

2nd Quarter Scheduled Work:

- Removal of homeless encampment from site
- Demolition of Building #5
- Phase Two: Boring and Report
- Detailed geotechnical analysis
- Submission of site lot merger
- Continued Community-Wide Outreach
- Classroom to Studio Unit Mockup
- Documents and submittals for vertical construction
- Final project estimation and costing

Tilden

Work Completed:

- Emerging Developers Alameda County \$750,000 loan award
- Community Wide Outreach Meeting held March 20, 2025
- Continued project maintenance
- Construction Materials and Supplies review and sourcing
- Installation of security cameras and system
- Security Company under contract

2nd Quarter Scheduled Work:

- Community-Wide Outreach
- Abatement of Asbestos-containing Materials
- Abatement of lead-based paint
- Demolition of existing Buildings
- Phase Two: Boring and Report
- Detailed geotechnical analysis
- Documents and submittals for vertical construction
- Final project estimation and costing

Edward Shands & Tilden: Current Project Plan Q1-2025

Edward Shands

Project Investment: \$43,332,336

Investment to Date: \$2,104,000 (Edward Shands & Tilden)

Description: Two New 6-Story Buildings, Total of 113 Apartments - 47 Studio Units (Converted Classrooms), 10 1-Bedroom Units, 36 2-Bedroom Units, 20 3-Bedroom Units, 57 parking Spaces, Commercial / Office space

Financial Capital Stacks:

- Wings of Eagle Equity Fund \$2,000,000 (Awarded)
- DTSC Community Wide Grant - \$350,000 (Awarded)
- Alameda County \$750,000 emerging developers Loan (Awarded)
- California PACE – \$12,816,319 (Energy Financing, Pending June 2025)
- Construction Debt Financing - \$28,166,018 (Pending June 2025)
- New Market Tax Credits – TBD

Tilden

Project Investment: \$22,106,143

Investment to Date: \$2,104,000 (Edward Shands & Tilden)

Description: New 5-Story Building, Total of 56 Apartments - 24 1-Bedroom Units, 24 2-Bedroom Units, 8 3-Bedroom Units, 45 parking Spaces, Commercial / Office space

Financial Capital Stacks:

- Wings of Eagle Equity Fund \$700,000 (Awarded)
- DTSC Community Wide Grant - \$350,000 (Awarded)
- California PACE – \$3,829,625 (Energy Financing, Pending July 2024)
- Construction Debt Financing - \$17,226,518 (Pending July 2024)

Edward Shands & Tilden: Project Challenges

- Continuous Site trespassing and graffiti
- Homeless encampment and trespassers
- \$750,000 Equity Deficit (Reduced \$750K due to AC loan award)
- Need OUSD approval of California PACE financing and Alameda County
- \$750,000 Project Loan award
- Emerging Developers Loan (Awarded March 2025)

