

# Asset Management

Phase I Study Session

May 8, 2025



**OAKLAND UNIFIED  
SCHOOL DISTRICT**

*Community Schools. Thriving Students*

## Goals:

1. Board will build understanding of the factors affecting vacant property valuation and underlying feasibility.
2. Board will review potential concepts for each of the Phase I properties.
3. Board to provide direction on the property usage options to pursue further for Phase I and confirm Phase II properties.

## Agenda

**Part 1:** Asset Management Long-Term Planning

**Part 2:** Property Usage Options

**Part 3:** Phase I Property Findings

**Part 4:** Next Steps

# An Asset Management Plan aligned to our Strategic Plan



## Ensuring Strong Readers by the Third Grade

Accelerating Citywide Efforts to Guarantee Literacy  
for all Third Graders



## Supporting Empowered Graduates

Developing Essential Skills to Secure Post-  
Secondary Success



## Creating Joyful Schools

Reimagining Schools to be Places of Joy, Inclusion,  
and Beauty



## Growing a Diverse and Stable Staff

Attracting and Retaining Staff Reflective of  
Oakland's Rich Diversity



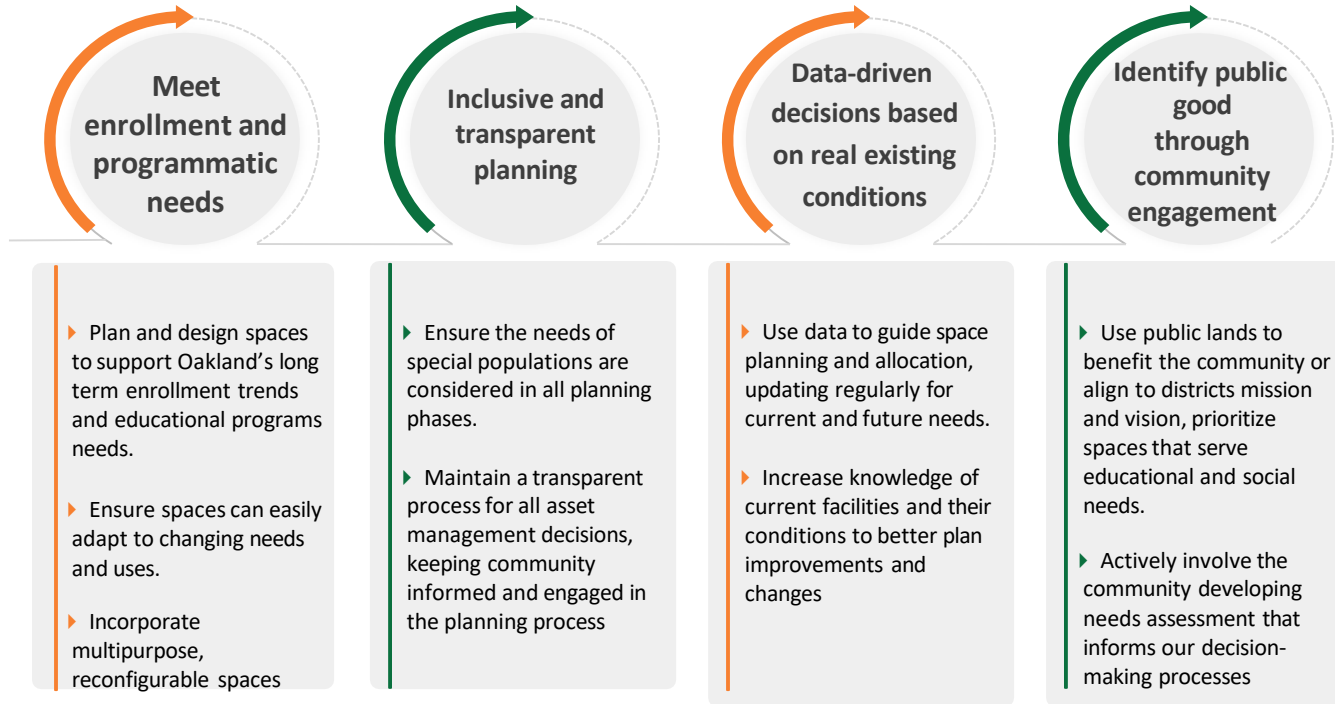
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# Guiding Principles





# Board Guiding Principles for Asset Management



## 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

# Part 1: Asset Management Long-Term Planning

OAKLAND UNIFIED SCHOOL DISTRICT  
BOARD OF EDUCATION  
RESOLUTION NO. 2324-0155

PRIORITIZING THE DISPOSITION AND USE OF UNUTILIZED DISTRICT  
PROPERTIES

**WHEREAS**, the Oakland Unified School District ("District") is one of the largest landowners in the City of Oakland, and owns a variety of parcels zoned for a variety of land uses; and

**WHEREAS**, the original occupants of this land were the Ohlone people, and the District takes seriously its obligation to steward this land for all the people of Oakland and its future generations, in equitable and sustainable ways; and

**WHEREAS**, there are over 1600 students enrolled in District schools who are experiencing homelessness, and thousands more whose housing is insecure or overcrowded; and

**WHEREAS**, the median rent in Oakland is currently over \$2400 per month, which is unaffordable for the vast majority of District employees; and

**WHEREAS**, the District has a total of 108 facility sites; 76 of those sites have TK-12 and Alternative Ed programs (some with shared campuses); 32 of those sites have other uses such as charter schools, adult education programs, early childhood programs, administrative offices, warehouse spaces and unutilized properties; and the District has a total of at least nine unutilized sites that are not currently being used for any purpose; and

**WHEREAS**, effective use of these properties requires transparency in identifying unutilized or underutilized District land; and

**WHEREAS**, the District seeks to promote the health and welfare of those who live, work, and study within the District; and available District land, prior to disposition, should be made available for those purposes; and

**WHEREAS**, public land is an asset belonging to the people and should be utilized for public good; and

**WHEREAS**, In a written report dated January 22, 2020, a District-authorized committee with between 7 and 11 members ("7-11 Committee") recommended designating certain District properties as surplus, and recommended a priority of potential uses for each property. In addition, the 7-11 Committee recommended that the Board of Education ("Board") consider adopting an overarching policy for District

# Board of Education of Resolution No. 2324-0155 Prioritizing the Disposition and Use of Unutilized District Properties, *Adopted in January 2024*

**BE IT FURTHER RESOLVED**, such policy will include the following future uses in the appropriate places in the priority use list:

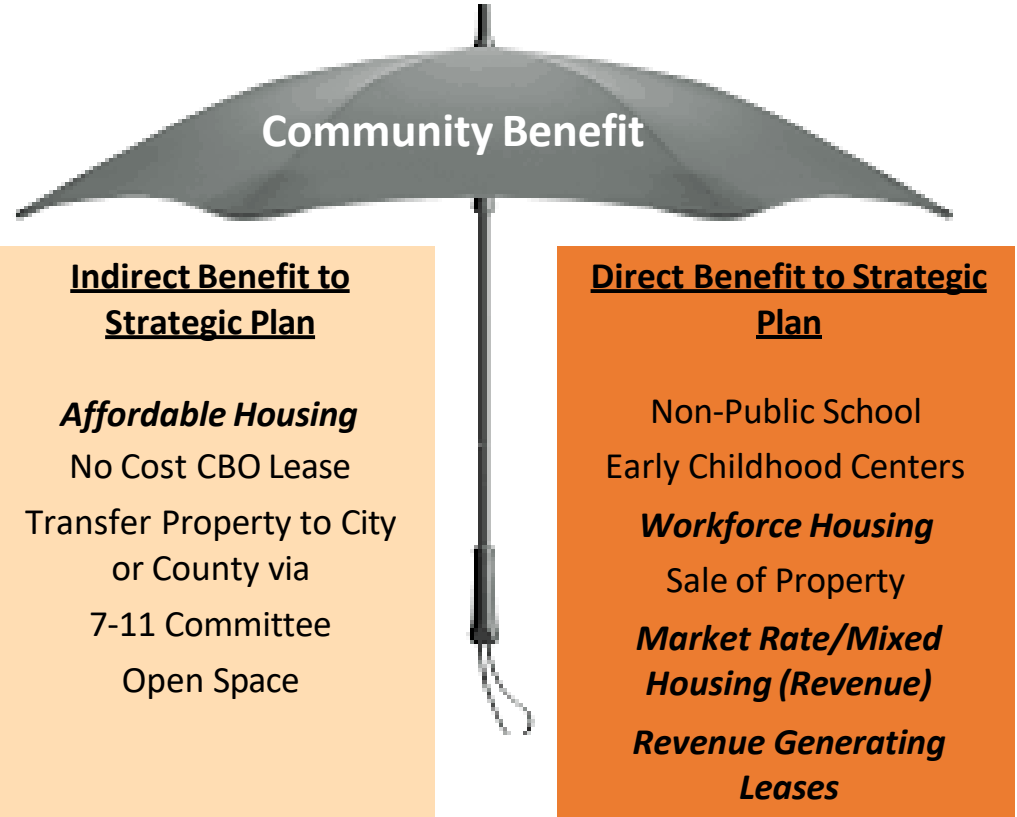
- Development of projects with a minimum of 50% affordable housing, including affordable rental units with efforts to prioritize and/or reach out to the many students enrolled in OUSD who are experiencing homelessness or who are housing insecure and their families. "Affordable rental units" are defined to include rental units affordable to households at 120% of Area Median Income ("AMI") or below, with at least 15% of the units in a given development affordable at 0 to 30% of AMI.
- Provision of early childcare and family and youth services
- Housing teachers or District employees; and

# As we develop a plan for our vacant properties, who are we serving?

Surplus property decisions are always political, and you are on the front lines of that reality.

The land itself is the least significant factor—what matters most is defining a clear path for the District to implement community-benefit options.

Staff's goal is to create a clear process that enables the Board to have meaningful discussions and move this work strategically forward together.





# Demolition of Vacant Properties – Facilities Committee

*April 2025 Meeting*

- 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



Current Conditions at Vacant Properties

# Managing Vacant Assets Is a Long-Term Commitment

▲ Board Decision Point

Property Options	Description	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33
As-Is Sale	Property sold in “as is” condition	7-11 Committee ▲	Negotiate Sale ▲						
Entitled Sale	Entitle property for development before selling	Feasibility ▲ Entitlements (typically 1.5-2 years) 7-11 Committee ▲		Negotiate Sale ▲					
Affordable/ Unhoused Housing	Donate or lease to build affordable housing for the public	Feasibility ▲ 7-11 Committee ▲	RFQ/P ▲		Development (can take 5-10 years due to funding complexity)				
Workforce Housing	Build housing for faculty & staff	Feasibility ▲ RFQ/P ▲		Potential for Bond Measure	Development (typically 5-7 years depending on funding strategy)				
Market-Rate Housing	Generate revenue via ground lease for market-rate housing	Feasibility ▲ RFQ/P ▲			Development (TBD – depends on timing of real estate market recovery)				
Exchange	Exchange with other entities to develop concepts above.	Feasibility ▲ Negotiate Exchange ▲			Development (TBD – depends on specifics of exchange and project)				

## Part 2: Property Usage Options

# Asset Management and Real Property Services

## Project Objective:

- Conduct a comprehensive evaluation of the District's vacant properties to determine their value, feasibility, and potential benefits
- Develop a structured approach to prioritize sites and align with Board objectives

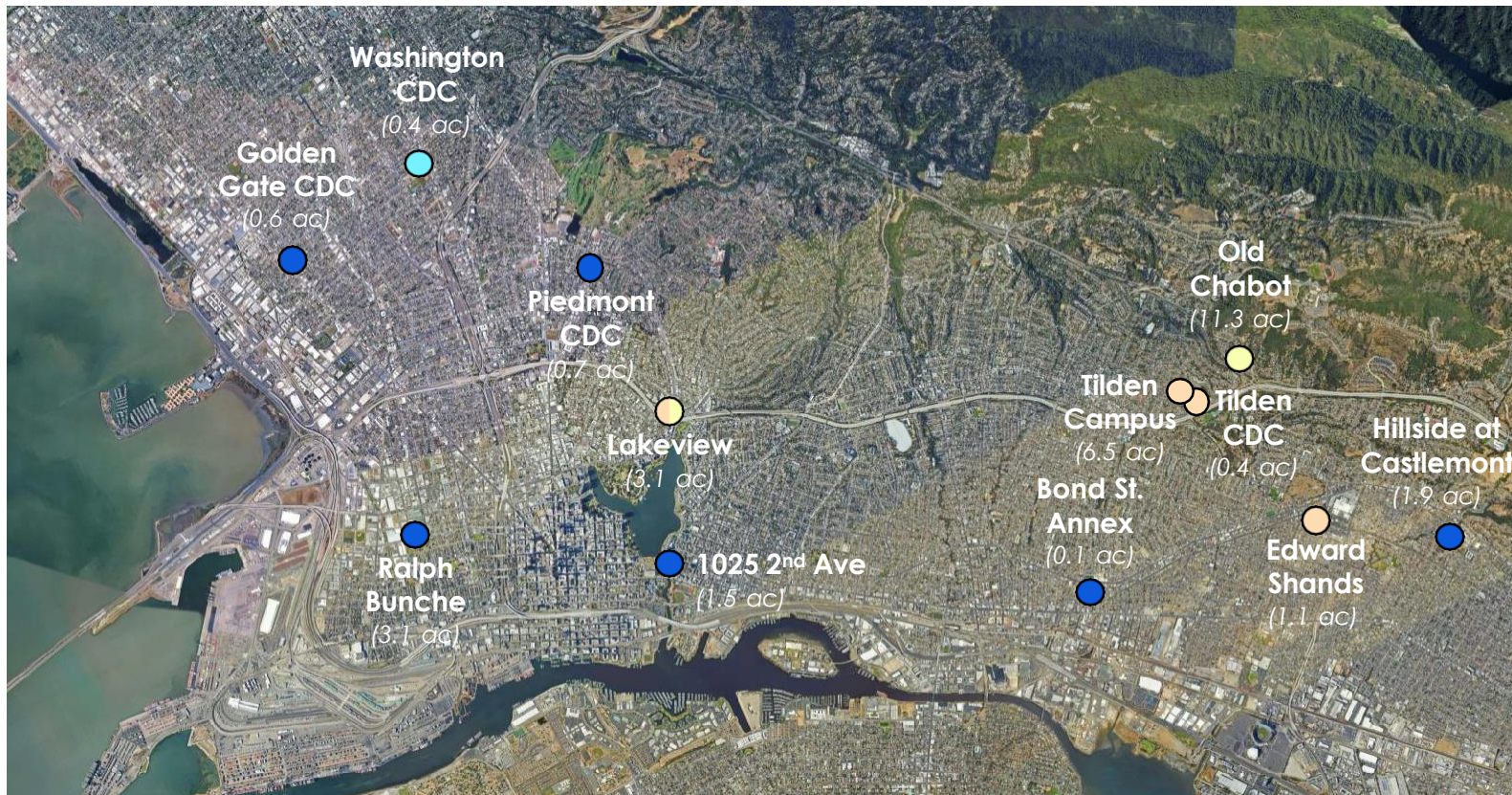
**Key Approach and Reasoning:** Two-phase process to assess all vacant properties.

- **Phase I** focuses on three sites to refine evaluation methods
  - Sites: **1025 2nd Ave, Lakeview, Former Ralph J. Bunche Academy**
  - Goal: Identify key issues, feasibility, and trade-offs
  - Timeline: Q4 2024 to Q1 2025
- **Phase II** applies insights from Phase I to remaining sites
  - Sites Added: Old Chabot Observatory, Tilden Campus (formerly Urban Montessori)
  - Focus: Apply lessons from Phase I for deeper analysis
  - Timeline: Q2 2025

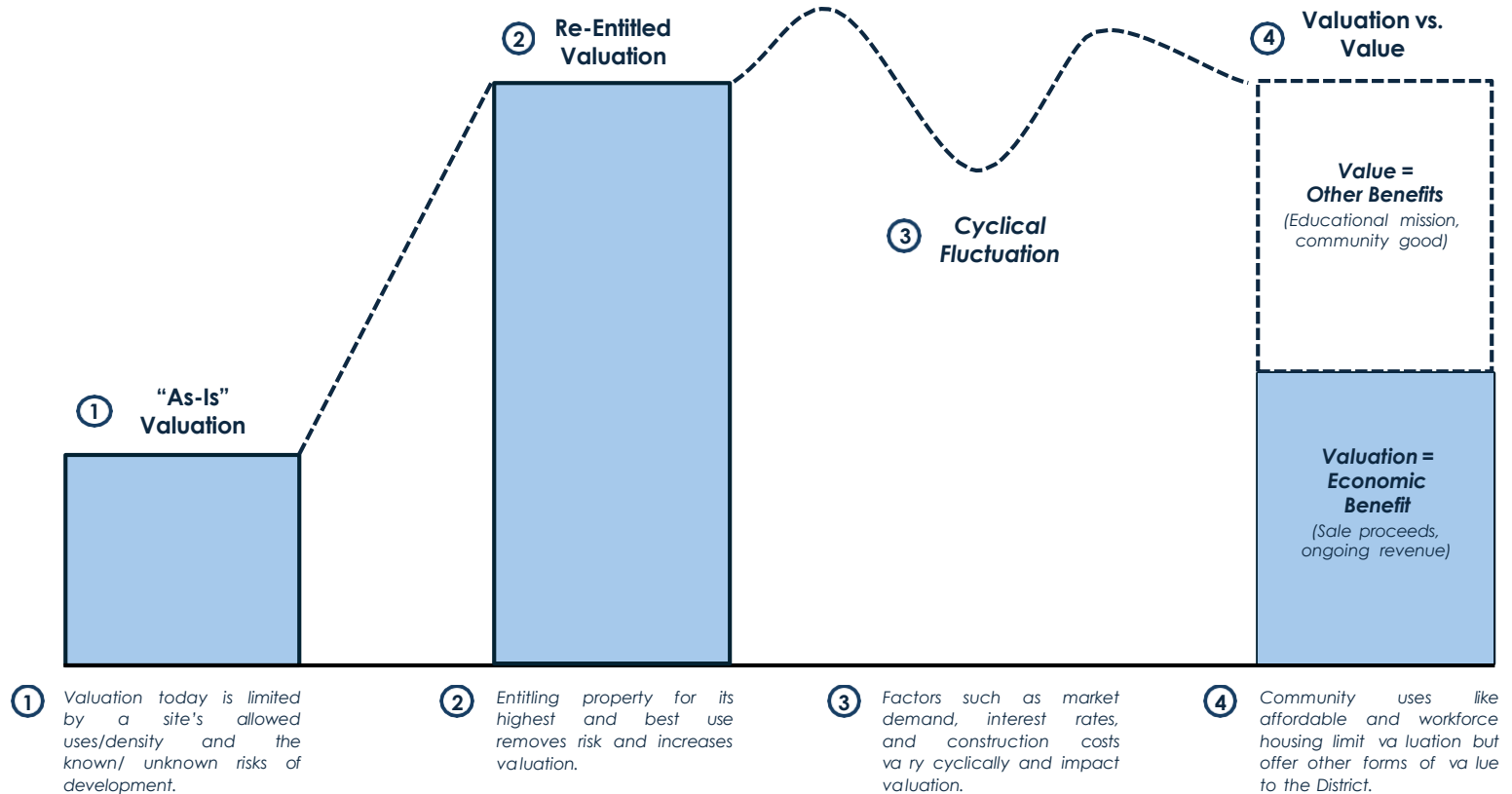


# OUSD Vacant, Leased, or Underutilized Sites

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



# Fundamentals of Real Estate Valuation



# Executive Summary: Property Options

	"As Is" Sale	Entitled Sale	Affordable/ Unhoused Housing	Workforce Housing	Market Rate Housing
<b>Description</b>	<i>Property sold in "as is" condition</i>	<i>District adds value by entitling the property for redevelopment before selling</i>	<i>Donate or lease land to developer to construct affordable housing for the public</i>	<i>Construct housing for faculty &amp; staff, developed by District or private developer</i>	<i>Generate long-term revenue via ground lease for market-rate housing development</i>
<b>Direct Benefits</b>	One-time funds	One-time funds, improved land value (subject to market)	Possible modest sale or lease income	Attract & retain high quality talent; possible future revenue stream	Future revenue stream
<b>Indirect Benefits</b>	-	-	Help stabilize Oakland residents/families	Competitiveness with peer districts	Participation in future appreciation
<b>Disadvantages / Challenges</b>	Limited sale value in down market; loss of future upside potential	City approvals take time & money (~\$1.5 to 2M and 1-2 years)	Requires ~\$800K to \$900K per unit in public sources; Measure U funds are earmarked for other projects	Requires ~\$700K to \$900K per unit in subsidy (e.g., GO bond funds, property sale proceeds)	Subject to real estate market recovery; politically sensitive
<b>Timeline</b>	1-1.5 years	2-3 years to entitle & sell (increase in value depends on market recovery)	5-10 years	5-7 years	Depends on market recovery
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>● 7-11 Committee</li> <li>● Brokered sale</li> </ul>	<ul style="list-style-type: none"> <li>● 7-11 Committee</li> <li>● City approvals</li> <li>● Brokered sale</li> </ul>	<ul style="list-style-type: none"> <li>● 7-11 Committee</li> <li>● RFP for developers</li> </ul>	<ul style="list-style-type: none"> <li>● Feasibility study</li> <li>● Funding strategy</li> </ul>	<ul style="list-style-type: none"> <li>● 7-11 Committee</li> <li>● RFP for developers</li> </ul>

Note: As-Is Valuation represents appraised value of the property today as unentitled.





**Check Point: 1 Round of Clarifying or Probing Questions**



## Part 2A: Affordable/Unhoused Housing



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# Affordable Housing Finance 101

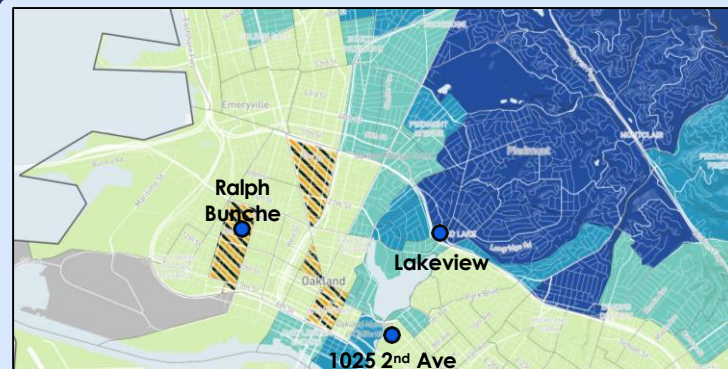
- Affordable/Unhoused housing is typically financed with a mix of public (local, state, federal) and private sources
- A primary resource is the **Low-Income Housing Tax Credit (LIHTC)** Program, which allows eligible projects to secure private capital through a competitive process
- LIHTC program is managed by the State Treasurer's Office and has two components:
  - **9% Credit** – Limited and highly competitive
  - **4% Credit** - Tied to the receipt of an allocation of **private activity bond** authority which is highly competitive
- Housing programs such as HUD HOME, HUD CDBG, HUD 202 Elderly, HUD 811 Disabled, State of California HCD Program, Local County and City of Oakland Programs are accessed through funding NOFAs

# Affordable Housing Finance 101

In general, the most competitive and financially feasible projects have the following characteristics:

- State Opportunity Map: “High/Highest Resource”
- Deeper affordability (40-50% AMI)
- Site amenities, especially transit proximity
- Serving populations with special needs (such as unhoused or seniors)
- Public funding support committed prior to LIHTC application (e.g., city, county, state, federal)
- Cost efficiency
- Status of entitlements/zoning

Many projects must reapply several times before receiving funding, delaying construction by years



## Opportunity Maps

- State agencies\* categorize census blocks as Low, Medium, and High Resource
- Based on economic, educational, and environmental indicators
- ***Sites in Low Resource areas cannot earn full points, require high tiebreaker score***

\*Opportunity Maps are created and published by the California Tax Credit Allocation Committee (TCAC) and the Department of Housing and Community Development (HCD).

# Affordable/Unhoused: Funding Gap

*Funding Sources for Illustrative 75-Unit Affordable/Unhoused Project*

Funding Sources	Total	Per Unit
Tax Exempt Loan	\$5.3M	\$70K
Local Funds (1)	\$10.0M	\$133K
State and Local Funds (2)	\$25.4M	\$339K
Tax Credit Equity	\$28.7M	\$383K
Deferred Fee	<u>\$1.3M</u>	<u>\$17K</u>
<b>Total</b>	<b>\$70.6M</b>	<b>\$942K</b>

## Competitive Public Funding Sources

- Table shows illustrative budget and sources for a representative project at Ralph Bunche site:
  - 75 units
  - 25% units for unhoused
  - Serving 30-60% AMI
  - Mix of studios, 1BR, and 2BR
- Requires ~\$850K+ per unit in public sources, including tax credits, state, and local funds
- Public funding sources are scarce and highly competitive; often requires many years to obtain project financing

(1) Local funds could come from City of Oakland or Oakland Housing Authority.

(2) State funds could come from CalHFA, HCD, or other state agencies/programs.



# Affordable/Unhoused: Project Timeline

## *Affordable/Unhoused Project: Illustrative Project Timeline*

	Year 1				Year 2				Year 3				Year 4				Year 5				Year 6				Year 7			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Predevelopment</b>																												
Site Analysis and Program Development																												
Site Design and Due Diligence																												
Project Team Assembly																												
Financing Plan																												
<b>Project Approvals</b>																												
Entitlements																												
<b>Financing</b>																												
Local Funds																												
State Funds																												
Tax Credits																												
Traditional Loan																												
<b>Construction &amp; Lease-Up</b>																												
Bidding/Permitting																												
Construction Start																												
Move-In and Operations																												

- Complexity and competitiveness of funding sources extends timeline for affordable/unhoused housing development
- It is common for projects to experience further delays if having to reapply for funding after a failed attempt



## Part 2B: Workforce Housing

# Education Workforce Housing and Enrollment Trend Map

The map highlights *neighboring* school districts with education workforce housing projects and displays enrollment trends based on five years of historical and projected data from the California Department of Finance.

## State-wide Local Educational Agencies (LEA) project statuses:

- Projects being explored: 50
- Projects in progress: 20
- Projects in construction: 4
- Projects completed: 8

### Map Legend

- |   |   |
|---|---|
|  <b>Projects in Construction or Complete</b>   |  <b>Declining enrollment</b><br>(current and projected)  |
|  <b>Projects in Progress</b><br>The LEA has committed resources to a feasibility study, financing, or development of a specific project but construction has not yet started.  |  <b>Increasing enrollment</b><br>(current and projected) |
|  <b>Projects being Explored</b><br>These LEAs have publicly stated they are looking at opportunities to provide workforce housing for their employees but have not yet decided on a specific project or have not yet obtained approval to build a project. |   |

### Sources:

1. Map created by OUSD Facilities Planning & Management, October 2024.
2. State of California, Department of Finance, California Public K-12 Graded Enrollment and High School Graduate Projections by County, 2023 Series. Sacramento, California, October 2023.
3. California School Boards Association, Education Workforce Housing, October 2024.

Note: OUSD is displayed in blue based on the current Long-Term Ground Lease with EECF for Affordable and Workforce Housing, Workforce Development Training Opportunities, and Black Cultural Zone Programming at Shands & Tilden, as approved by the Board in June 2021.





# Education Workforce Housing Efforts at the State Level

**EdSource**

FRIDAY, FEBRUARY 21, 2025 — 10:40 AM

Proposed legislation aims to address affordable housing for educators

**CAL MATTERS**

California is giving schools more homework: Build housing for teachers

August 13, 2024

**csba**  
California School Boards Association

Assembly members Wicks and Muratsuchi introduce AB 1021 to increase housing for California's education workforce

February 20, 2025

## Existing Legislation

- **Teacher Housing Act of 2016:** Allows housing on district-owned property to be reserved for employees
- **AB 2295 (2022):** Makes housing an allowable use on district property

## Proposed Legislation

- **AB 1021(Wicks):** Amends and extends provisions of AB 2295
- **SB 502 (Arreguín):** Creates a revolving loan fund for predevelopment expenses
- **AB 1296 (Bonta):** Provides technical assistance to school districts interested in building housing



# OUSD All Staff Retention Survey, 2018-23

## Staff Housing Profile:

- **51%** currently rent
- **13%** have subsidized rent
- Over **61%** pay over **30%** of the monthly household income for housing

## Top Two Reasons Staff Remain to Stay at OUSD:

1. Relationships with students and families: **81%**
2. Relationships with coworkers: **79%**

## Top Two Factors that Influence Staff Decision to Leave OUSD:

1. Housing affordability in the Bay Area: **53%**
  - **17%** indicated transportation or commute
  - **29%** due to cost of living
2. Salary: **46%**

## Retention Rates have averaged 81% over the last 10 years

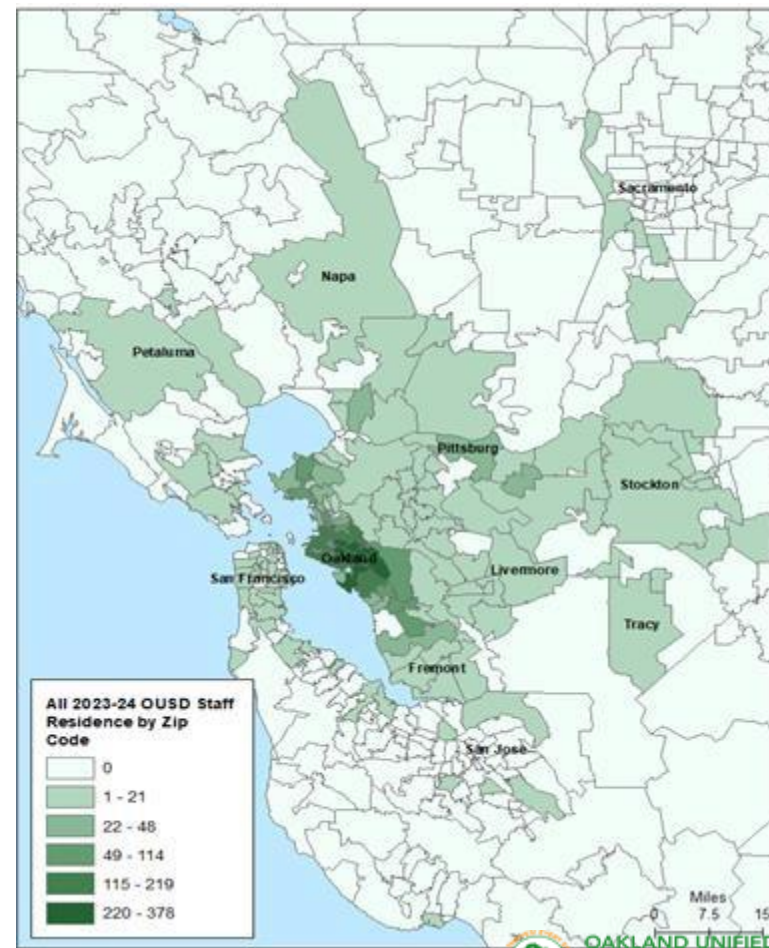
- This is an average loss of 460 teachers/year

## Staff Commute Profile:

- **15%** commute over **40** minutes in each direction daily

### Sources:

1. Hanover Research, OUSD Longitudinal Staff Retention Survey, February 2024.
2. Map is created by OUSD Research, Assessment & Data, April 2024.



# Funding Options for Workforce Housing



## School District Facilities Funding Mechanisms

- Voter-Approved General Obligation Bond
- Certificates of Participation
- Parcel Tax



## Utilizing Market Upside

- Limited Sale of Surplus District Land (Entitled or Unentitled)
- Hybrid Scenario: Market Rate Housing Subsidizes Workforce Housing



## Affordable Housing Funding Mechanisms

- Loans or Grants from Nonprofit Housing Trusts or Companies with a Local Presence
- Grants from State or County Funds; Notice of Funding Availability
- Low-Income Housing Tax Credits

# Workforce Housing: Case Studies

San Leandro USD will also construct workforce housing using \$60M from 2024 GO bond  
(for further details TBD)

District-Funded

## Jefferson Union High School District



LIHTC & City Subsidy

## San Francisco Unified School District



## Berkeley Unified School District



## Los Angeles Unified School District



Year Opened	2022	2024	Est. 2027	2015
Number of Units	122	135	110	90
Average Unit Size (Approx.)	795 SF (1, 2, and 3BR)	730 SF (Studio, 1, 2, and 3BR)	750 SF (1, 2, and 3BR)	850 SF (1, 2, and 3BR)
Parking Ratio	1.75 (214 spaces)	0.3 (42 spaces)	0.5 (55 spaces)	n/a
Eligibility	100% occupied JUHSD employees and their families	Open to public, preference for SFUSD employees	Open to public, preference for BUSD employees	Open to public, preference for LAUSD employees
Resident Mix	60% certificated / 40% classified (per district policy)	74% of units available to households at 80-120% AMI	11% of units available to households over 80-120% AMI	0% above 60% AMI; no teachers eligible due to income restrictions
Rent Discount to Market	~48% for all units	~15% for moderate-income units, low-income units based on income	~11-28%	Based on % of household income
Funding Sources	<ul style="list-style-type: none"> <li>GO Bonds</li> <li>Certificates of Participation (COPs)</li> </ul>	<ul style="list-style-type: none"> <li>Low-Income Housing Tax Credit (LIHTC) equity</li> <li>SF Mayor's Office</li> <li>Traditional loan</li> </ul>	<ul style="list-style-type: none"> <li>LIHTC equity</li> <li>Tax-exempt bonds</li> <li>City of Berkeley</li> <li>CalHFA MIP</li> </ul>	<ul style="list-style-type: none"> <li>LIHTC equity</li> <li>LA Housing Department</li> <li>Traditional loan</li> <li>Deferred ground lease</li> </ul>
Key Subsidy	\$33M voter-approved bond	\$48M from San Francisco	\$22M from Berkeley	\$3.5M from Los Angeles

# Workforce Housing: Funding Model Comparison

	District-Funded	LIHTC & City Subsidy
<b>Example Districts</b> <i>(Not Exhaustive)</i>	<ul style="list-style-type: none"> <li>• Jefferson Union High School District</li> <li>• Cabrillo Unified School District</li> <li>• Chula Vista Elementary School District</li> </ul>	<ul style="list-style-type: none"> <li>• Los Angeles Unified School</li> <li>• San Francisco Unified School District</li> <li>• Berkeley Unified School District</li> </ul>
<b>Responsibility for Funding</b>	Sourced by the district and their financial advisor	Sourced by the city and developer
<b>Asset Ownership</b>	District owns entire asset	Developer and LIHTC investors own improvements (typically on ground lease with district)
<b>Control Over Resident Eligibility &amp; Leasing</b>	District has discretion to determine eligibility and priority; leasing administration managed by 3 <sup>rd</sup> party property manager	Eligibility subject to strict income certification requirements; waitlist typically managed by local housing authority
<b>Rent Levels</b>	Determined by district, set to cover operating expenses and any debt service	Determined by funding sources, typically at a range of income levels between 30% and 120% of AMI
<b>Unit Sizes</b>	Comparable to local market-rate	Smaller than market-rate to meet cost efficiency requirements of public funding sources
<b>Parking</b>	Comparable to local market-rate, typically 1.75 spaces per unit depending on nearby transportation options	Typically 0.5 spaces per unit or less to meet cost efficiency requirements of public funding sources (varies by locale)
<b>Amenities</b>	Comparable in size and quality to market-rate	Typically reduced in size and scope to meet cost efficiency requirements of public funding sources



## Check Point 2: 1 Round of Clarifying or Probing Questions



# OUSD Labor Partner Tour at JUHSD Faculty & Staff Housing

# Hearing from OUSD Labor Partners

Representatives from all OUSD Labor Partners were invited to tour  
JUHSD Faculty & Staff Housing

## 3/13 Attendees:

*BCTC, Building and Construction Trades Council*

*UAOS, United Administrators Oakland Schools*

## 3/27 Attendees:

*AFSCME, American Federation of State, County and Municipal  
Employees*

*BCTC, Building and Construction Trades Council*

*SEIU, Service Employees International Union*

*Due to scheduling conflicts, staff will continue to plan future tours  
for OEA & Teamsters to engage in opportunities for deeper  
understanding of Workforce Housing opportunities*



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## Round of Questions for Our Labor Partner

## Part 3: Phase I Property Findings

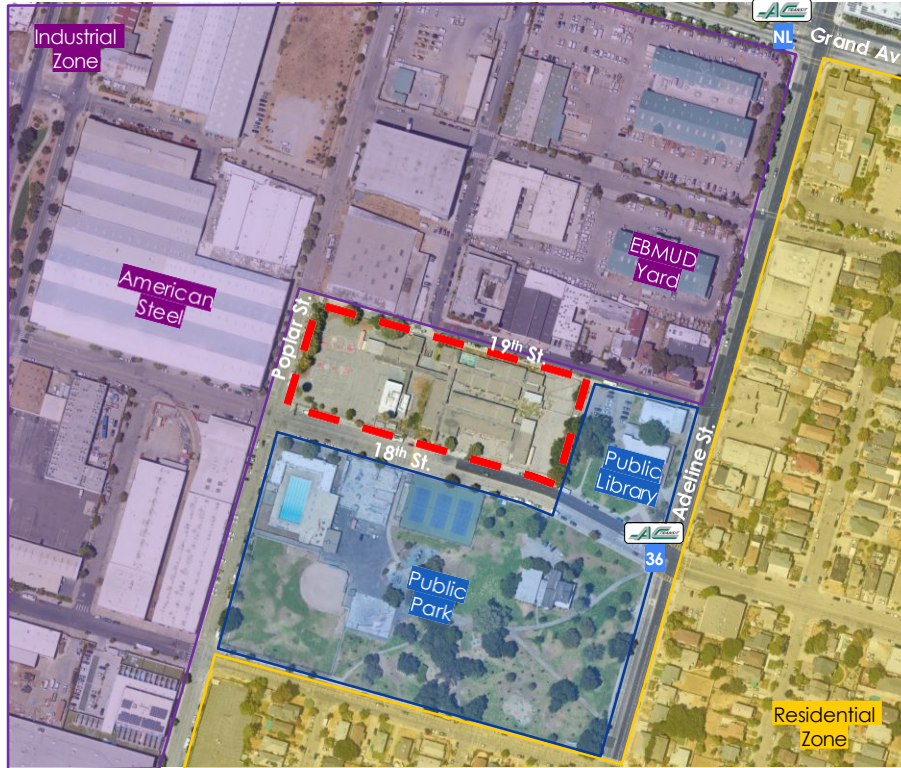
# Executive Summary: Phase I Property Findings

	Ralph Bunche	Lakeview	1025 2nd Ave
<b>As-Is Valuation*</b> (will be shared in Closed Session)	TBD	TBD	Negative, due to high demo costs
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>• Large, regularly shaped site</li> <li>• Nearby park and library</li> <li>• Potential for upzoning as part of City's General Plan Update</li> </ul>	<ul style="list-style-type: none"> <li>• Transit- and amenity-rich location</li> <li>• May support dense high-rise housing</li> <li>• Potential for upzoning as part of City's General Plan Update</li> <li>• Competitive for affordable housing funds (High Resource)</li> <li>• Potential school building reuse</li> </ul>	<ul style="list-style-type: none"> <li>• Near Lake Merritt, Laney College, other public facilities</li> <li>• Proximity to Lake Merritt BART</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>• Few nearby transit options</li> <li>• Not competitive for affordable housing funds (Low Resource)</li> <li>• Nearby industrial uses</li> </ul>	<ul style="list-style-type: none"> <li>• Proximity to freeway</li> <li>• Likely requirement for retail on Grand Ave frontage</li> </ul>	<ul style="list-style-type: none"> <li>• High demolition costs, potential challenges with historic status</li> <li>• Channel setback requirements</li> <li>• Not competitive for affordable housing funds (Low Resource)</li> </ul>
<b>Recommended Use</b>	Workforce Housing	Mixed-Income Housing (Site could support affordable, workforce, and/or market-rate)	Workforce Housing

\*As-Is Valuation represents appraised value of the property today as vacant. Value is net of anticipated demolition costs for existing structures at current market estimates for demolition costs. Assumes clean title, subject to further refinement after preliminary title information is obtained and reviewed. Assumes site is free of extraordinary environmental or geotechnical challenges, to be confirmed in later stages of due diligence.



# Ralph Bunche: Overview



<b>Site Area</b>	3.1 acres
<b>General Plan</b>	Institutional
<b>Zoning</b>	RM-4 (Low-density residential including small multifamily) <i>S-13 Affordable Housing Overlay</i>
<b>Density</b>	1 unit per 1,000 SF lot area (~43 du/acre)
<b>Height Limit</b>	35 feet
<b>Opportunity Map</b>	Low Resource + High-Poverty & Segregated

## Advantages

- Regularly shaped developable area (approximately 615 ft x 225 ft)
- Proximity to public amenities (park, library)
- Stated councilmember support for housing

## Challenges

- Limited public transit options
- Adjacent industrial uses
- Uncompetitive for affordable housing funds
- May require General Plan Amendment for housing

# Ralph Bunche: Conceptual Fit Plan



## Multifamily Apartments

- Four stories, Type 5 construction
- Building A: 120 units
- Building B: 75 Units
- Total 195 units

## Townhouses

- Two stories, Type 5 construction
- Building C: 9 units

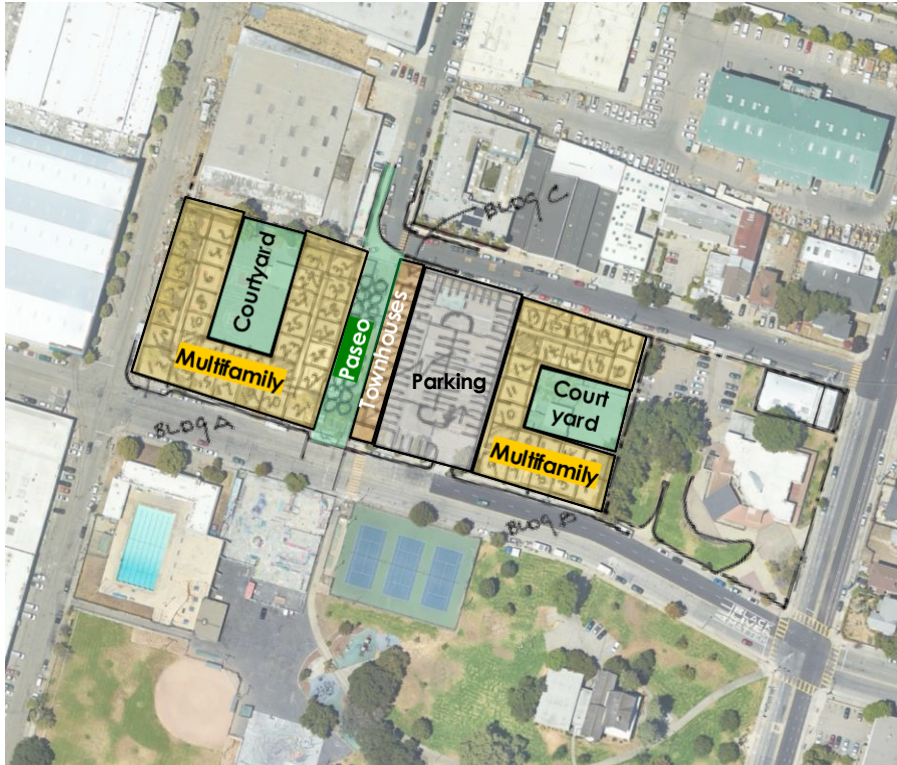
**Total = 204 residential units**

## Parking Structure

- Four stories
- 306 spaces (1.5 parking ratio)



# Ralph Bunche: Preliminary Budget



Ralph Bunche	
Total Units	204
Total Parking	306
Parking Ratio	1.50
<u>Project Costs</u>	
Hard Costs and Off-Sites	\$153.6M to \$169.7M
Project Approvals	\$1.4M to \$1.6M
Design Fees	\$11.3M to \$12.5M
City Fees	\$5.0M to \$5.5M
Other Soft Costs	\$4.5M to \$5.0M
Development & CM Fee	\$7.0M to \$7.8M
Project Contingency	\$17.6M to \$19.4M
Total	\$200.5M to \$221.6M
per Unit	\$1.0M to \$1.1M
<b>Escalated Cost (assuming bidding in 2028)</b>	
<b>per Unit</b>	<b>\$219.0M to \$242.1M</b> <b>\$1.1M to \$1.2M</b>

Assumes payment of Prevailing Wage; full Project Labor Agreement would increase development costs.

# Lakeview: Overview



<b>Site Area</b>	3.1 acres
<b>General Plan</b>	Neighborhood Center Mixed-Use
<b>Zoning</b>	RU-3 (Low- to mid-rise urban residential) <i>S-13 Affordable Housing Overlay</i>
<b>Density</b>	1 unit per 450 SF lot area (~97 du/acre)
<b>Height Limit</b>	65 feet
<b>Opportunity Map</b>	High Resource

## Advantages

- Desirable Grand Lake neighborhood location
- Walkable to Lake Merritt park & library, retail
- Excellent access to public transit, express buses to TransBay Terminal, car-pool pick up and freeway
- Existing medium-density urban residential zoning
- Potential reuse of existing three-story building
- Highly competitive for affordable housing funding

## Challenges

- Coordination with CalTrans required
- Noise from adjacent freeway (I-580)
- Retail frontage likely required along Grand Ave



# Lakeview: Conceptual Fit Plan



## Low-Rise Multifamily\* = 85 units

- 5 stories—four residential Type 5 over one parking Type 1

## Low-Rise Multifamily = 43 units

- Four stories Type 5 residential over one level at-grade of retail Type 1
- Commercial ground floor

## Mixed-Use = 12 units

- Refurbished school building
- Residential and amenity spaces

**Total = 140 residential units**

## Podium Parking

- One story
- 140 spaces (1.0 parking ratio)

\*Unit count could be increased to 109 with Type 3 construction (7 stories) or 164 units with Type 1 construction (13 stories).



# Lakeview: Preliminary Budget



Lakeview	
Total Units	140
Total Parking	140
Parking Ratio	1.00
<u>Project Costs</u>	
Hard Costs and Off-Sites	\$110.8M to \$122.4M
Project Approvals	\$1.3M to \$1.4M
Design Fees	\$8.8M to \$9.7M
City Fees	\$3.9M to \$4.4M
Other Soft Costs	\$3.3M to \$3.6M
Development & CM Fee	\$5.1M to \$5.7M
Project Contingency	\$12.8M to \$14.2M
Total	\$146.0M to \$161.3M
per Unit	\$1.0M to \$1.2M
<b>Escalated Cost (assuming bidding in 2028)</b>	
<b>per Unit</b>	<b>\$159.5M to \$176.3M</b> <b>\$1.1M to \$1.3M</b>

Assumes payment of Prevailing Wage; full Project Labor Agreement would increase development costs.

# 1025 2nd Ave: Overview



<b>Site Area</b>	1.5 acres
<b>General Plan</b>	Urban Residential
<b>Zoning</b>	Lake Merritt Station Area District Mixed – 1 Residential Zone (D-LM-1)
<b>Density</b>	1 unit per 225 SF lot area (~194 du/acre)
<b>Height Limit</b>	85 feet
<b>Opportunity Map</b>	Low Resource

## Advantages

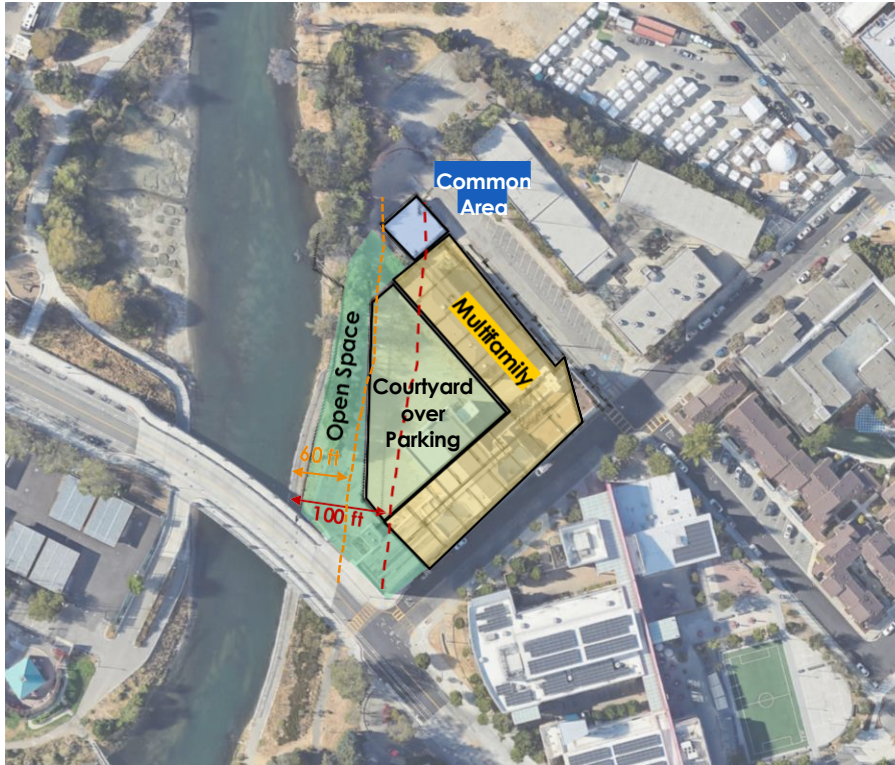
- Proximity to Lake Merritt, Laney College, and other public amenities
- Access to public transit including Lake Merritt BART
- Existing high-density residential zoning

## Challenges

- Poor condition of existing buildings requires expensive demolition
- Channel setback and open space requirements reduce developable area
- Uncompetitive for affordable housing funds (may be eligible for certain TOD programs)



# 1025 2nd Ave: Conceptual Fit Plan



## Multifamily Apartments

- Six stories—four residential Type 5 over two parking Type 1
- 128 units

**Total = 128 residential units**

## Podium Parking

- Two levels 160 spaces
- (1.25 parking ratio)

## Common Area

- Two stories
- Auxiliary structure

Note: Lake Merritt Station Area Plan (2014) requires **100-foot setback** from channel. City Planning staff have expressed openness to reduced **60-foot setback** in line with Downtown Oakland Specific Plan (2024).

# 1025 2nd Ave: Preliminary Budget



1025 2nd Ave	
Total Units	128
Total Parking	160
Parking Ratio	1.25
<u>Project Costs</u>	
Hard Costs and Off-Sites	\$97.5M to \$107.7M
Project Approvals	\$1.4M to \$1.6M
Design Fees	\$7.7M to \$8.5M
City Fees	\$3.9M to \$4.3M
Other Soft Costs	\$2.9M to \$3.2M
Development & CM Fee	\$4.5M to \$5.0M
Project Contingency	\$11.3M to \$12.5M
Total	\$129.3M to \$142.9M
per Unit	\$1.0M to \$1.1M
<b>Escalated Cost (assuming bidding in 2028)</b>	<b>\$141.3M to \$156.1M</b>
<b>per Unit</b>	<b>\$1.1M to \$1.2M</b>

Assumes payment of Prevailing Wage; full Project Labor Agreement would increase development costs.



## OPTION: Workforce Housing Pilot Model

# Workforce Housing: Project Budgets

	Ralph Bunche	Lakeview	1025 2nd Ave
Total Units	204	140	128
Total Parking	306	140	160
Parking Ratio	1.50	1.00	1.25
<u>Project Costs</u>			
Hard Costs and Off-Sites	\$153.6M to \$169.7M	\$110.8M to \$122.4M	\$97.5M to \$107.7M
Project Approvals	\$1.4M to \$1.6M	\$1.3M to \$1.4M	\$1.4M to \$1.6M
Design Fees	\$11.3M to \$12.5M	\$8.8M to \$9.7M	\$7.7M to \$8.5M
City Fees	\$5.0M to \$5.5M	\$3.9M to \$4.4M	\$3.9M to \$4.3M
Other Soft Costs	\$4.5M to \$5.0M	\$3.3M to \$3.6M	\$2.9M to \$3.2M
Development & CM Fee	\$7.0M to \$7.8M	\$5.1M to \$5.7M	\$4.5M to \$5.0M
Project Contingency	<u>\$17.6M to \$19.4M</u>	<u>\$12.8M to \$14.2M</u>	<u>\$11.3M to \$12.5M</u>
Total	\$200.5M to \$221.6M	\$146.0M to \$161.3M	\$129.3M to \$142.9M
per Unit	\$1.0M to \$1.1M	\$1.0M to \$1.2M	\$1.0M to \$1.1M
<b>Escalated Cost (assuming bidding in 2028)</b>			
<b>per Unit</b>	<b>\$219.0M to \$242.1M</b>	<b>\$159.5M to \$176.3M</b>	<b>\$141.3M to \$156.1M</b>
	<b>\$1.1M to \$1.2M</b>	<b>\$1.1M to \$1.3M</b>	<b>\$1.1M to \$1.2M</b>
Cost without Prevailing Wage	\$192.4M to \$212.6M	\$140.0M to \$154.7M	\$122.2M to \$135.1M
per Unit	\$0.9M to \$1.0M	\$1.0M to \$1.1M	\$1.0M to \$1.1M
Cost with PLA (Low)	\$230.0M to \$254.2M	\$167.5M to \$185.1M	\$148.3M to \$163.9M
per Unit	\$1.1M to \$1.2M	\$1.2M to \$1.3M	\$1.2M to \$1.3M
Cost with PLA (High)	\$262.9M to \$290.5M	\$191.4M to \$211.6M	\$169.5M to \$187.4M
per Unit	\$1.3M to \$1.4M	\$1.4M to \$1.5M	\$1.3M to \$1.5M

- Includes demolition of existing buildings (except those planned to be retained)
- Construction cost escalation may be higher due to impact of post-fire rebuilding, tariffs, etc.
- Prevailing Wage applies on projects built with public subsidy, may not apply to market rate
- Additional costs of full PLA range depending on specific requirements imposed

# Workforce Housing: Cash Flow Funding Gap

	Ralph Bunche	Lakeview	1025 2nd Ave
Gross Annual Rental Income	\$4.4M to \$4.9M	\$3.0M to \$3.3M	\$2.7M to \$3.0M
Less: Vacancy	<u>-\$0.2M to -\$0.2M</u>	<u>-\$0.1M to -\$0.2M</u>	<u>-\$0.1M to -\$0.2M</u>
Effective Gross Income	\$4.2M to \$4.7M	\$2.8M to \$3.1M	\$2.6M to \$2.9M
Less: Operating Expenses	<u>-\$1.8M to -\$2.0M</u>	<u>-\$1.3M to -\$1.4M</u>	<u>-\$1.1M to -\$1.3M</u>
Less: Contingency	<u>-\$0.1M to -\$0.1M</u>	<u>-\$0.1M to -\$0.1M</u>	<u>-\$0.1M to -\$0.1M</u>
Net Operating Income	\$2.3M to \$2.5M	\$1.5M to \$1.7M	\$1.4M to \$1.5M
Escalation	<u>\$0.2M to \$0.2M</u>	<u>\$0.1M to \$0.2M</u>	<u>\$0.1M to \$0.1M</u>
Cash Flow Available for Debt Service	\$2.5M to \$2.7M	\$1.7M to \$1.8M	\$1.5M to \$1.7M
Supportable Loan Amount	\$52.7M to \$58.2M	\$35.0M to \$38.7M	\$32.0M to \$35.4M
Less: Total Project Cost (Prevailing Wage, 2028 st	<u>-\$219.0M to -\$242.1M</u>	<u>-\$159.5M to -\$176.3M</u>	<u>-\$141.3M to -\$156.1M</u>
<b>Funding Gap</b>	<b>-\$166.4M to -\$183.9M</b>	<b>-\$124.5M to -\$137.6M</b>	<b>-\$109.3M to -\$120.8M</b>
<b>per Unit</b>	<b>-\$0.8M to -\$0.9M</b>	<b>-\$0.9M to -\$1.0M</b>	<b>-\$0.9M to -\$0.9M</b>

- Proforma analysis based on a 30% discount to current market rents; greater levels of discount result in greater benefit to employees but a larger funding gap.
- Potential sources to fill funding gap include: GO Bond, proceeds from sale of surplus land, or potential cross-subsidization from market-rate housing.

Note: Retail income at Lakeview could support higher debt service, subject to underwriting to standards.

# Workforce Housing: Pilot Project

- District could pursue a “pilot” workforce housing project as a proof of concept
- Potential funding gap sources: GO Bond, sales of surplus land, cross-subsidy from market-rate

## Option 1: Lakeview



<b>Units</b>	43
<b>Parking</b>	Surface parking (1.0 parking ratio)
<b>Total Cost (2028 start)</b>	\$41.3M to \$45.6M (\$1.0M to \$1.1M per unit)
<b>Funding Gap</b>	\$30.5M to \$33.7M (\$0.71M to \$0.78M per unit)

## Option 2: Ralph Bunche



<b>Units</b>	75
<b>Parking</b>	Surface parking (1.5 parking ratio)
<b>Total Cost (2028 start)</b>	\$75.9M to \$83.9M (\$1.0M to \$1.1M per unit)
<b>Funding Gap</b>	\$57.2M to \$63.2M (\$0.76M to \$0.84M per unit)

Notes: Lakeview pilot does not include amenity spaces due to required ground-floor retail; amenities could be added in a later phase. Retail income at Lakeview could support higher debt service, subject to underwriting to standards. If proceeding to a second phase, off-site parking solutions would need to be identified.

## Board Discussion/Decision: Which options would the Board like to consider for a feasibility study for the Phase I properties?

### Option 1: "As Is" Sale or Entitled Sale

Sell the property in "as is" condition to provide immediate direct benefit to the District's facilities fund.

Sell the properties after entitling properties to increase the overall value and provide direct benefit to the District's Facilities fund.

### Option 2: Affordable/Unhoused Housing

District should consider developing affordable housing that would provide indirect benefits to OUSD families

### Option 3: Workforce Housing

District should consider developing workforce housing to directly benefit help the District to attract and retain high-quality talent

### Option 4: Market-Rate Housing

Should market rate housing be used to support affordable or workforce housing if it increases the fiscal viability of the project or shortens the length of time for development.





## Part 4: Next Steps





# Partner with Our Labor Partners to Distribute Housing Survey

## Key Information:

- Employment Status
- Current Housing Situation
- Commute Time
- Housing Needs
- Household Composition
- Interest in Housing / Other Asset Management Options

## Key Outcomes:

- Accurate Picture of Support and Demand for Housing and Other Options, Disaggregated by Sub-Groups
- Data to Inform Type/Design of Workforce Housing
- Data to Inform Financial Analysis and Funding Strategy

### Quotes from Peer District Housing Surveys

"I think that staff housing is a huge need for our district. *We all know the struggles our district currently has in retaining good quality new teachers* and the conflict it has created over the salary negotiations."

- Peer District Survey Respondent

"I love my hometown and would love to continue to help my community. I think *staff would not feel forced out of their community they've known for so long.*"

- Peer District Survey Respondent

"I think workforce housing is important for employee recruitment and retention. *This housing would need to be workable for families.* This is where it often gets particularly difficult for teachers to stay locally because it's even harder to find affordable multi-bedroom/family-friendly options."

- Peer District Survey Respondent

# Next Steps: Phase I and Phase II Properties

**Phase I Properties:** To pursue Affordable/Unhoused or Workforce Housing, next steps include...

## 1. Conduct Feasibility Study (or Studies):

- Evaluate physical, financial, and political feasibility of *specific use on specific property* (or properties)
- Clarify project program, design, and objectives
- Make project less risky for development partners
- Produce actionable plan for implementation

## 2. Board Review and Approval of Next Steps:

- Review results of feasibility study (or studies)
- Direct staff to move forward with appropriate next steps (likely RFQ/Ps)

## 3. Issue RFQ/P(s) for Developers:

- Establish desired project program and key criteria for development partners
- Solicit and qualify pool of possible candidates
- Select partner or team to realize project

**Phase II:** Evaluations of additional OUSD vacant properties, focusing on priority use options...

- Bond St. Annex
- Edward Shands
- Golden Gate CDC
- Hillside at Castlemont
- Old Chabot Observatory
- Piedmont CDC
- Tilden Campus (Urban Montessori)
- Tilden CDC
- Washington CDC



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# Potential Options for Phase I Properties

## 1025 2nd Ave

Option 1: "As Is" Sale or Entitled Sale

Option 2: Affordable/Unhoused Housing

Option 3: Workforce Housing

Option 4: Development for Educational  
Purposes through Community Partnerships

## Former Ralph J. Bunche Academy

Option 1: "As Is" Sale or Entitled Sale

Option 2: Affordable/Unhoused Housing

Option 3: Workforce Housing

Option 4: Development for Educational  
Purposes through Community Partnerships

## Lakeview

Option 1: "As Is" Sale or Entitled Sale

Option 2: Affordable/Unhoused Housing

Option 3: Workforce Housing

Option 4: Development for Educational  
Purposes through Community Partnerships

## Next Steps:

1. Board Directors to work with staff to bring forward formal recommendations for feasibility studies to a future Facilities Committee or a Board meeting as a new legislative item based on the options explored during the study session.
2. Distribute an OUSD all-staff survey to receive an accurate picture of support and demand for housing options.
3. Phase II sites:
  - Golden Gate CDC, Piedmont CDC, Washington CDC, Tilden CDC
  - Edward Shands
  - Hillside at Castlemont
  - Bond St. Annex
  - Old Chabot Observatory
  - Tilden Campus (formerly Urban Montessori)
4. Property experts analyze the roadblocks and barriers in successful completion of the projects at Edward Shands and Tilden CDC.



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# APPENDIX



# Background

- **October 30, 2023** – Town Hall on future affordable housing at unused OUSD sites (Former Director Sam Davis & Director Jennifer Brouhard).
- **January 2024** – Facilities Committee Meeting: Asset Management Overview & Summary. Review of Board Policy 7350 and prioritization. (24-0191)
- **January 2024** - Adoption by the Board of Education of Resolution No. 2324-0155 Prioritizing the Disposition and Use of Unutilized District Properties. (24-0100)
- **April 2024** – Board Study Session: Real Property Asset Management overview of OUSD assets, challenges, current leased/vacant properties, and vision for surplus properties. (24-1162)
- **May 2024** – RFQ/P for Asset Management and Real Property Services regarding 1025 Second Ave closed with no responses.
- **June 2024** – Facilities Committee Meeting: Asset Management updates on long-term ground leases at three OUSD properties. (24-1671)
- **September 2024** – Initial tour of Jefferson Union School District Educator Workforce Housing project.
- **October 2024** – Board 2x2: Tour of Jefferson Union School District Educator Workforce Housing project.
- **October 2024** – Board Study Session: Real Property Asset Management updates on guiding principles, consultant scope, and workforce housing initiatives. (24-2661)
- **October 2024** – Approval of Services Agreement with Devine & Gong Inc. and Brookwood Partners
- **December 2024** – Phase I Property Discussion in Closed Session (no action)

# Demographics & Enrollment Shifts



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# Gentrification: Oakland Context Directly Impacts OUSD

Oakland has experienced significant gentrification over the past two decades due to a combination of factors:

- **Housing Policy Focused on Market Rate Building:** Limited affordable housing policies and rapid development without adequate safeguards have exacerbated displacement
- **Safety Issues:** Families are making shifts based on high safety concerns and the level of violence in Oakland
- **Economic Development:** Prior to the pandemic, the city was experiencing a positive growth in new local businesses. Since the pandemic, business are leaving the city
- **Rising Housing Costs:** Median home prices and rents in Oakland have skyrocketed, displacing long-term residents, particularly Black and Latino communities
- **Cultural Shifts:** Oakland's historically diverse cultural fabric is being altered as new, often wealthier, residents move in, changing the social and economic dynamics



# Gentrification: Impact on Oakland Schools

**Projected Enrollment Decline:** approximately 27.3K students over the next 10 years

**Changing Demographics:** Shifting populations affect funding and programmatic offerings

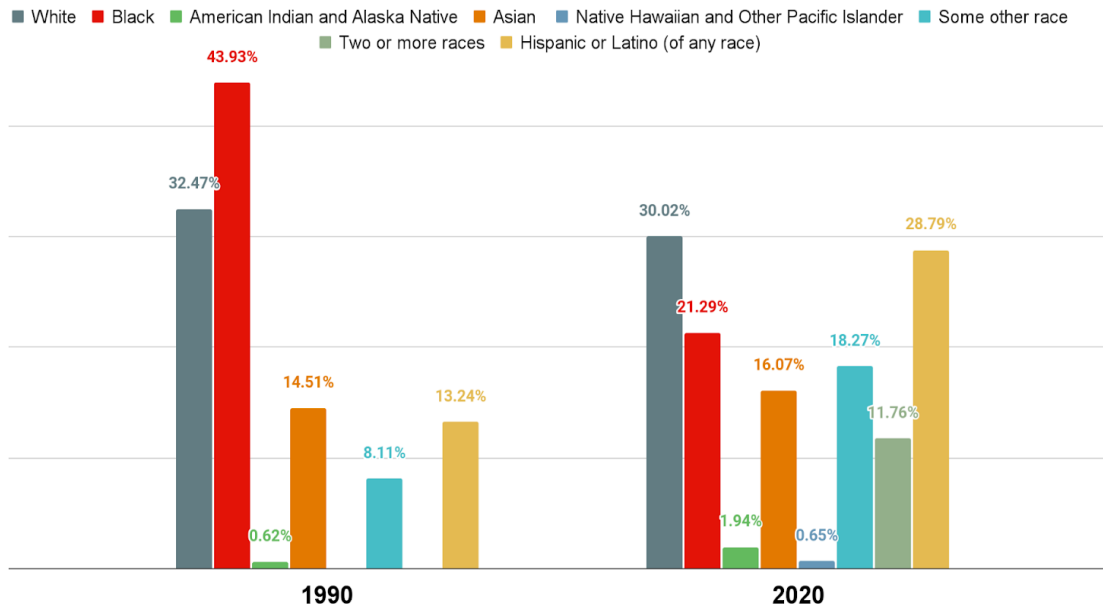
**Resource Allocation:** Declining enrollment increases inefficiencies and underutilization of district facilities

**Equity Concerns:** Disparities arise as families with social capital opt for other school districts, private, and charter schools

## Implications for Long-Term Planning:

- Adapt to changing demographics and enrollment shifts
- Ensure flexible capacity and resource allocation
- Promote equitable access to quality education
- Address needs of aging facilities and reduce the deferred maintenance burden
- Adjustments to the overall footprint
- Strengthen community engagement
- Focus on long-term sustainability of district assets

# Demographic Shifts in Oakland (1990 & 2020)



## Sources:

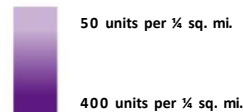
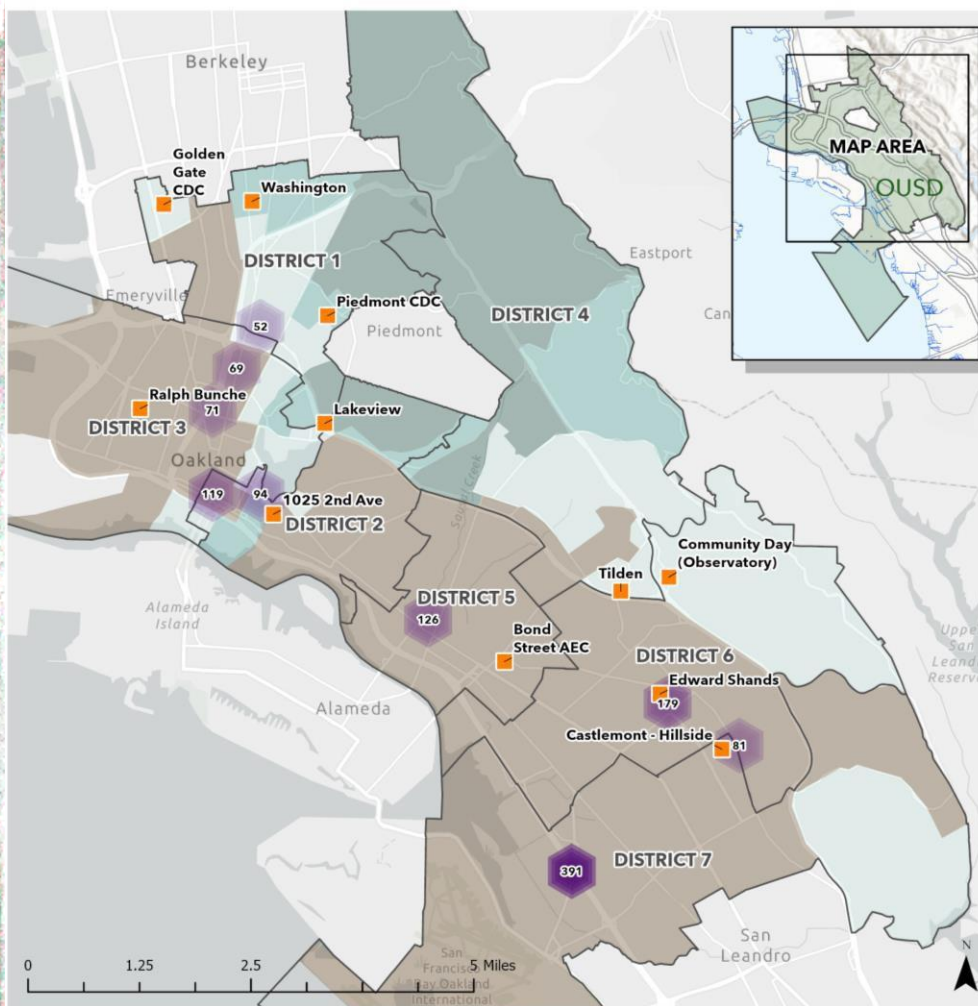
1. Bay Area Census Data, 1990 Census, 2000 Census, 2010 Census.
2. US Census Bureau 2020 profile on Oakland, CA

## Notes:

1. Race and ethnicity will not sum up to 100% due to "Hispanic or Latino" being a question of ethnicity separate from race.
2. "Two or more races" was not an option on the 1990 census and does not appear on the chart. "Native Hawaiian and Other Pacific Islander" was not an option on the 1990 census.

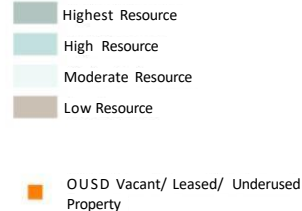
## Residential Development Applications Filed in 2024

### Aggregated Densities of Proposed New Housing per Quarter Square Mile Low/ Very Low Income Levels



Aggregated densities are shown on the map for areas with at least 15 proposed new units at low/very low income levels per quarter square mile.

#### Neighborhood Opportunity Level

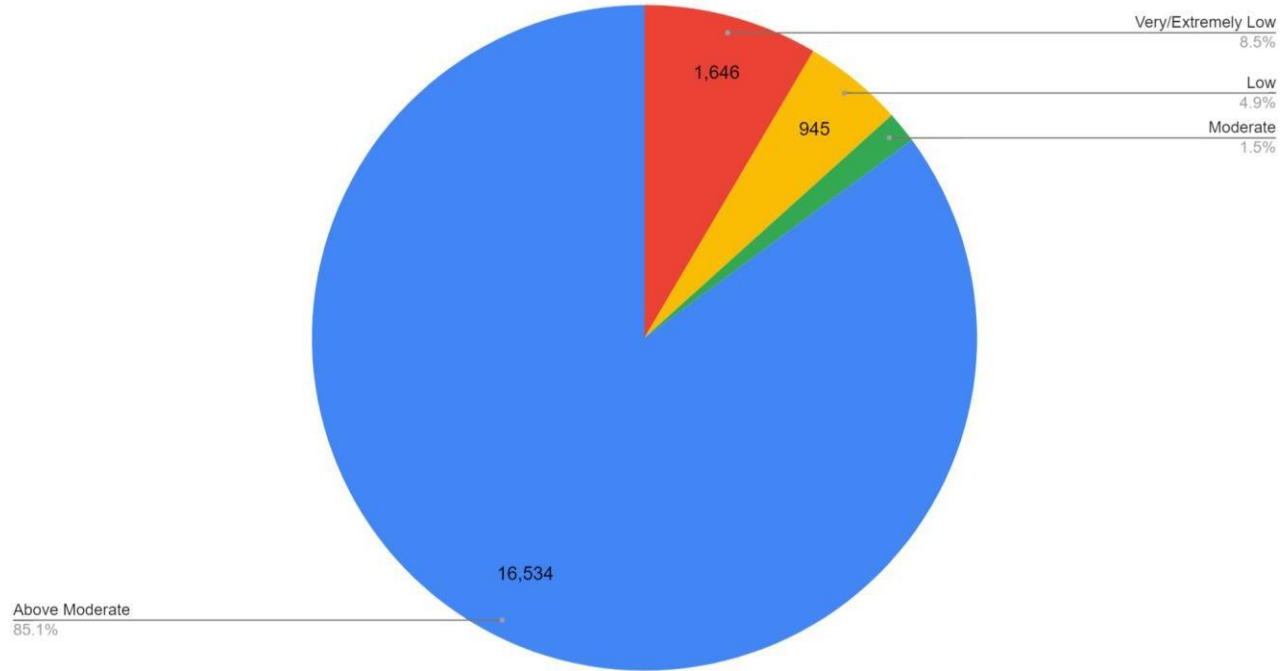


**Data sources:** Planning & Building Bureau, City of Oakland, *General Plan and Housing Element Annual Progress Reports*, "City of Oakland 2024 Housing Element Annual Progress Report (EXCEL)," <https://www.oaklandca.gov/documents/housing-element-annual-progress-reports>. Accessed April 2, 2025. Othering & Belonging Institute, University of California, Berkeley, "2025 AFFH Mapping Tool," <https://belonging.berkeley.edu/2025-ctcchcd-affh-mapping-tool>. Accessed April 23, 2025.

**Disclaimer:** Oakland Unified School District (OUSD) makes every reasonable effort to ensure the accuracy and completeness of data and the materials presented therewith. OUSD periodically updates and revises data as needed. OUSD provides this data for informational and planning purposes only. OUSD makes no claims, no representations, and no warranties, expressed or implied, regarding the accuracy, reliability, or completeness of data. OUSD shall not be held liable for improper or incorrect use of the data described and/or contained herein.

**Authorship:** OUSD, April 2025.

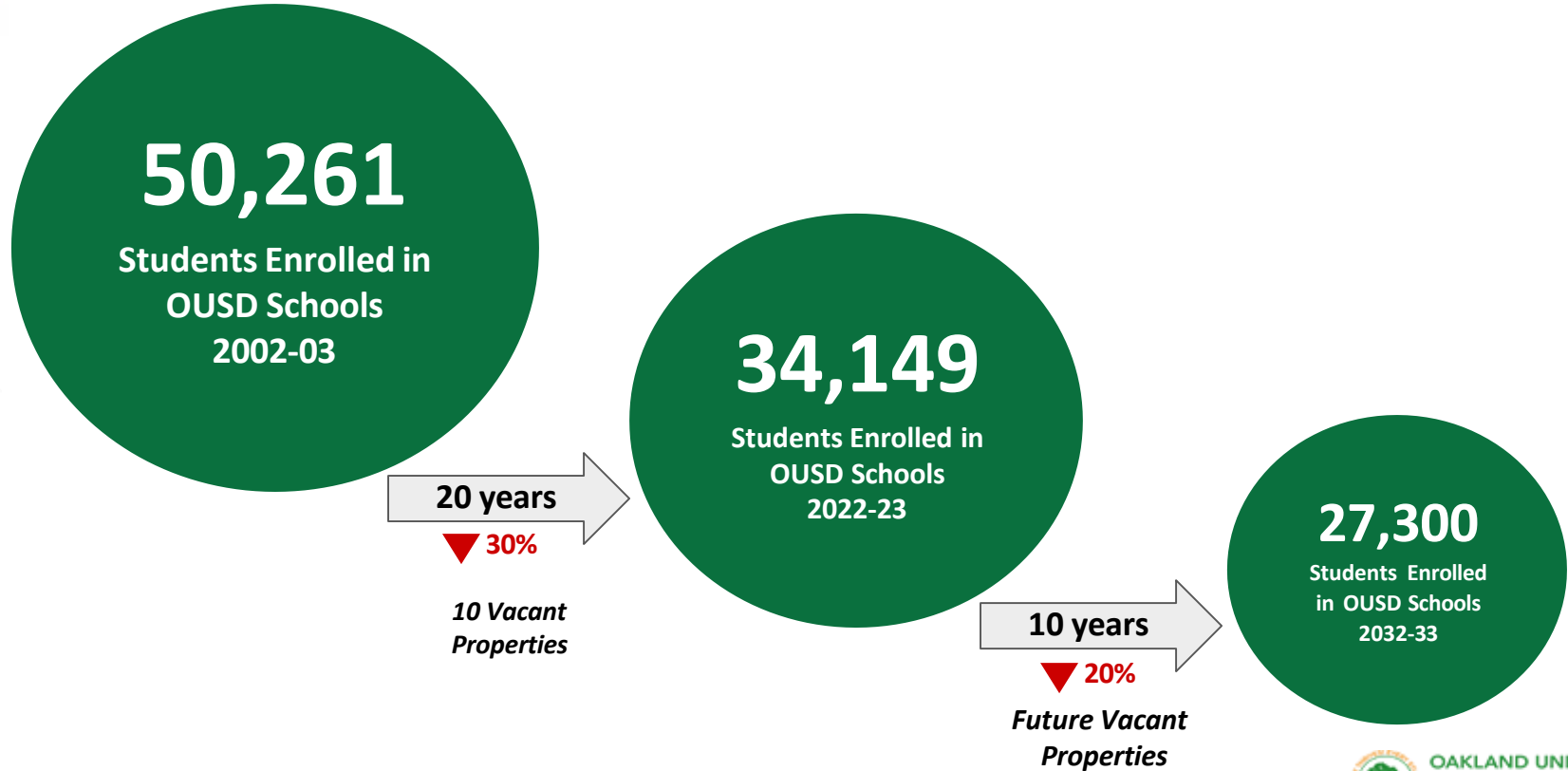
# Housing Units Constructed by Income Level, 2015-23



Source: Planning & Building Bureau, City of Oakland, General Plan and Housing Element Annual Progress Reports, 2015 to 2023.



# Fast Facts: OUSD Historical & Current Enrollment

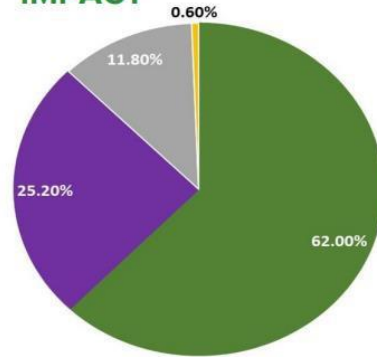


Source: State of California, Department of Finance, California Public K-12 Graded Enrollment and High School Graduate Projections by County, 2023 Series. Sacramento, California, October 2023.

## Strategy 2: Increase visibility & brand awareness

### OUSD gains residential enrollment share

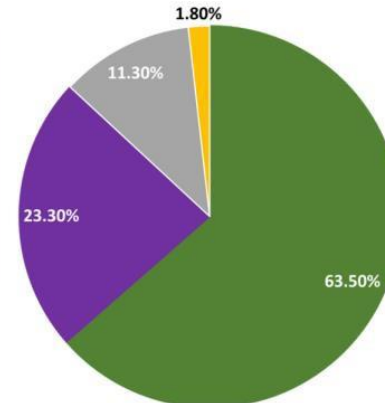
#### IMPACT



Share of Oakland enrollment  
by system **2020-2021**  
55,965 students

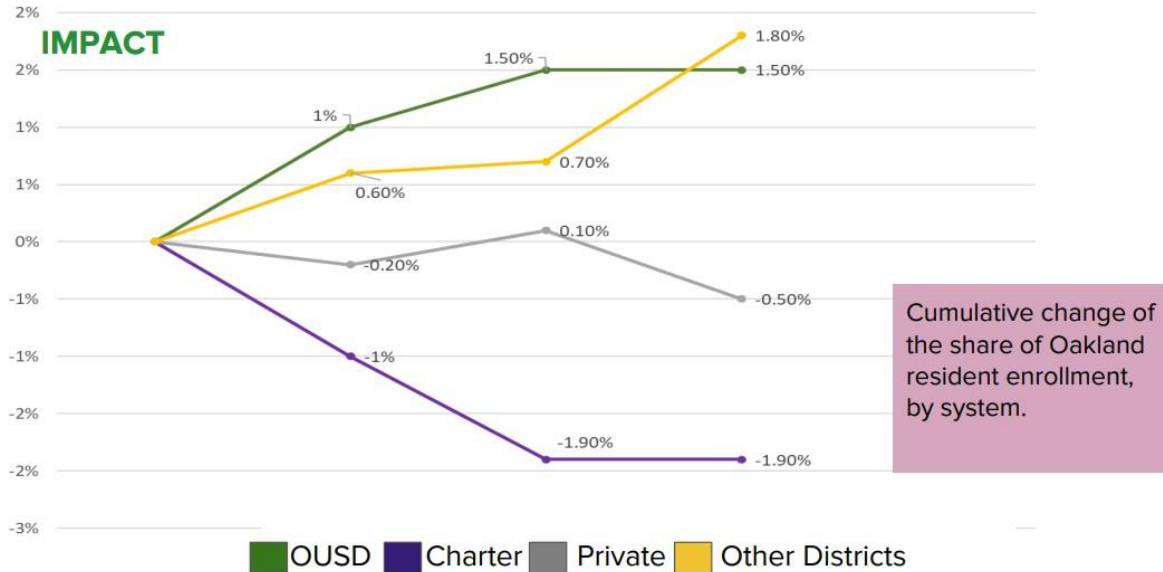
OUSD has gained 1.5 percentage point of residential enrollment market share, even as the total school-age population has declined.

Share of Oakland enrollment  
by system **2023-2024**  
53,667 students



■ OUSD ■ Charter ■ Private ■ Other Districts

## Strategy 2: Increase visibility & brand awareness OUSD gains residential enrollment share



# Comparison on Enrollment as Reported by California Department of Education (CDE)

School District	Percent Change from SY 2022-23 to SY 2032-33
Fontana	-14%
Fresno	-8%
Moreno Valley	-9%
Oakland	-20%
Riverside	-8%
Santa Ana	-24%
San Francisco	-16%
Stockton	-2%

## Demographic Shifts in Oakland:

- Enrollment decline **predates the pandemic**.
- Nationally and locally, there are **reduced birth rates** that continue to pressure on enrollment
- Births are projected to continue to decline through 2025-2026 based available birth data from the Alameda County
- Rates of **homelessness** have significantly increased from 2017-2022 (83%).
- Lack of affordable housing in Oakland presents significant **housing cost burdens** to our community members.



# Property Usage Options

# Space Needs for Educational Purposes

Space Needs for Educational Purposes	Space for Housing and Community Needs
<p>OUSD has needs for space for the following educational purposes:</p> <ul style="list-style-type: none"><li>● <b>Early Childhood Education:</b><ul style="list-style-type: none"><li>○ Early Childhood Hub</li><li>○ TK Hub for schools without space</li></ul></li><li>● <b>Central Offices with Direct Service to Students &amp; Families:</b><ul style="list-style-type: none"><li>○ Enrollment Offices for PK-12 in High Student Density Areas</li><li>○ Family Resources Hub, DHP, Family Resources</li></ul></li><li>● <b>Special Education Programs</b> supporting students that historically attend Non-Public Schools</li><li>● <b>Legally Mandated Charter Schools Housing</b></li></ul>	<p>OUSD may opt to repurpose certain facilities to meet community needs and generate additional revenue for educational programs. Some potential uses for community space include:</p> <ul style="list-style-type: none"><li>● Workforce Housing</li><li>● Accommodation for Unhoused Families and Students</li><li>● Affordable Housing</li></ul> <p><b>Non-Profit Organizations supporting OUSD students and families.</b></p> <ul style="list-style-type: none"><li>● Infant-Toddler Programming</li><li>● Childcare and Parenting Services</li><li>● Community-Based Organization (CBO) Programs to Support Special Populations</li></ul>

# Opportunities to Use Vacant Properties?

Requirements	Sale	Lease <sup>1</sup> (>30 days)	Workforce Housing <sup>1</sup>	Joint Occupancy	Exchange
<b>Surplus Land Act Guidelines ("SLA"), California Department of Housing and Community Development (Gov Code Section 54220 , et seq.)</b>	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
<b>7-11 Committee (Education Code Section 17390)</b>	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
<b>Offer to certain public/ gov't agencies 1st?</b>	Yes, unless waived	Yes (shorter list), unless waived	No	No	No
<b>Highest Bidder</b>	Yes, unless waived	Yes, unless waived	No	No- but RFP required	No
<b>Proceed Use</b>	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

<sup>1</sup> 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.

<sup>2</sup> If lease, proceeds are general fund monies.

# Revenue Generation Potential from Vacant Assets

	Revenue Generation	25-26	26-27	27-28	28-29	29-30
<b>Sale</b>	One time revenue and must be spent on facilities. Must go through a 7-11 process.	7-11				
<b>Lease to education institution and joint occupancy lease</b>	Ongoing revenue depending on the demand for facilities use at the site. Can be Charters.					
<b>Workforce Housing</b>	Ongoing revenue and/or cost benefit to staff to improve retention by subsidizing housing for staff.					
<b>Affordable Housing</b>	Difficult to develop revenue for the district. Must go through a 7-11 process.					
<b>Mixed Market Rate Housing</b>	Can generate revenue depending on the structure and the inclusion of commercial. Must go through a 7-11 process					
<b>Exchange</b>	Properties can be exchanged with other entities to develop concepts above. Must go through a 7-11 process.					



# Housing Types: Affordable

<b>Incomes / Residents</b>	<ul style="list-style-type: none"> <li>• 0-80% AMI (up to \$87,200 for 1-person household)</li> <li>• Open to general public who meet income eligibility</li> </ul>
<b>Funding Mechanisms</b>	<ul style="list-style-type: none"> <li>• Federal tax credits</li> <li>• State and local subsidies</li> <li>• Project-based Section 8</li> <li>• Traditional debt</li> </ul>
<b>Ownership Structure</b>	<ul style="list-style-type: none"> <li>• Typically ground leased to affordable housing developer who owns &amp; operates the housing</li> <li>• Must have nonprofit partner (for property tax exemption)</li> </ul>
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>• House low-income OUSD families and staff, and other low-income households</li> <li>• Earn modest ground lease payments</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>• Cannot limit tenancy to OUSD families and staff</li> <li>• Some staff may not qualify based on income</li> <li>• Funding and operational sustainability</li> <li>• Lease revenue depends on available cash flow</li> </ul>
<b>Key Success Factors</b>	<ul style="list-style-type: none"> <li>• High scores for competitive funding criteria (e.g., proximity to transit, neighborhood amenities, affordability)</li> </ul>

## Example Project

### Foon Lok East (Brooklyn Basin)



- **Developer:** MidPen Housing
- **Units:** 124
- **Incomes:** 20-60% AMI
- **Rents:** Up to \$1,428 for 1BR  
Up to \$1,688 for 2BR  
Up to \$1,915 for 3BR
- **Total Cost:** \$99.6M
- **Opened:** 2024

# Housing Types: Unhoused

<b>Incomes / Residents</b>	<ul style="list-style-type: none"> <li>Typically 0-20% AMI</li> <li>Unhoused veterans, families, and transition-age youth (TAY)</li> </ul>
<b>Funding Mechanisms</b>	<ul style="list-style-type: none"> <li>Federal tax credits</li> <li>State and local subsidies</li> <li>Project-based Section 8 vouchers</li> <li>Traditional debt</li> <li>Possibly: specialized sources like HomeKey</li> </ul>
<b>Ownership Structure</b>	<ul style="list-style-type: none"> <li>Typically ground lease to affordable housing developer who owns &amp; operates the housing</li> <li>Must have nonprofit partner (for property tax exemption)</li> <li>Service provider partner may be part of ownership</li> </ul>
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>House most vulnerable community members, which may include OUSD families and students</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>Shortage of trained service providers to administer comprehensive care</li> <li>Funding and operational sustainability</li> <li>Very low value ground lease</li> </ul>
<b>Key Success Factors</b>	<ul style="list-style-type: none"> <li>Collaboration with housing authority for vouchers</li> </ul>

## Example Project

### Casa Sueños (Fruitvale)



- Developer:** The Unity Council, BRIDGE Housing
- Units:** 181
- Incomes:** 20-80% AMI
- Set Asides:** 25% of units reserved for chronically homeless residents
- Total Cost:** \$131M
- Opened:** 2024

# Housing Types: Workforce

<b>Incomes / Residents</b>	<ul style="list-style-type: none"> <li>• 0-120%+ AMI, at the District's discretion</li> <li>• Reserved for certificated and classified employees</li> </ul>
<b>Funding Mechanisms</b>	<ul style="list-style-type: none"> <li>• General Obligation bonds (GO bonds)</li> <li>• Certificates of Participation (COPs)</li> <li>• Possibly: tax credits, state and local subsidies, sales of surplus properties</li> </ul>
<b>Ownership Structure</b>	<ul style="list-style-type: none"> <li>• Developed &amp; owned by District</li> <li>• Governed by independent nonprofit board and operated by professional property manager</li> </ul>
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>• Provide affordable rents for OUSD faculty &amp; staff</li> <li>• Attract &amp; retain high-quality talent</li> <li>• Generate revenue for general fund (depending on financing structure and desired rent levels)</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>• Availability of District resources</li> <li>• Few subsidies for middle-income housing</li> </ul>
<b>Key Success Factors</b>	<ul style="list-style-type: none"> <li>• Broad-based stakeholder support (Board, city, community)</li> </ul>

## Example Project

### 705 Serramonte (JUHSO)



- **Developer:** Brookwood Partners
- **Owner:** Jefferson Union High School District
- **Units:** 122
- **Incomes:** 0-120%+ AMI
- **Rents:** \$1,390-\$1,615 for 1BR  
\$1,751-\$2,145 for 2BR  
\$2,369-\$2,561 for 3BR
- **Total Cost:** \$75.5M
- **Opened:** 2022

# Housing Types: Market-Rate

<b>Incomes / Residents</b>	<ul style="list-style-type: none"> <li>Unrestricted, incomes and rent levels set by market</li> <li>Open to general public</li> <li>Oakland requires fee of ~\$16-30K per unit in lieu of on-site affordable housing</li> </ul>
<b>Funding Mechanisms</b>	<ul style="list-style-type: none"> <li>Traditional debt and equity</li> <li>Typically provided by institutional investors, banks</li> </ul>
<b>Ownership Structure</b>	<ul style="list-style-type: none"> <li>Ground leased to developer (could be sold)</li> <li>Housing owned &amp; operated by private developer</li> <li>District may receive fixed payments or portion of project revenue, depending on lease agreement</li> </ul>
<b>Opportunities</b>	<ul style="list-style-type: none"> <li>Maximize value of District's assets (depending on strength of real estate market)</li> <li>Generate revenue for general fund</li> <li>Contribute to additional housing supply in Oakland</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>Land value and project financing subject to market economics, which are currently difficult</li> <li>Market typically builds few 3BR family units (5-10%)</li> </ul>
<b>Key Success Factors</b>	<ul style="list-style-type: none"> <li>Attractiveness of site location and existing conditions</li> <li>Health of Oakland residential real estate market</li> </ul>

## Example Project Hanover Broadway



- Developer:** Hanover Company
- Units:** 254
- Incomes:** Unrestricted
- Rents:** \$1,745-\$2,467 for Studio  
\$2,328-\$2,977 for 1BR  
\$3,239-\$3,968 for 2BR
- Total Cost:** n/a
- Opened:** 2019



# Edward Shands & Tilden: Board Approval Timeline

- **January 2020:** 7-11 Committee recommended surplusings 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 Challenges

- Continuous site trespassing and graffiti
- Project financing of ground lease very difficult in current high construction cost and interest rate environment
- Delays in approval from the City of Oakland
- May need OUSD approval of California PACE financing; OUSD internal review in progress



# 1025 2nd Ave: TAY Hub Proposal

## Current Understanding:

- Would require large bond fund allocation to complete demolition
- Proposed funding sources for housing and community spaces are highly competitive (in some cases no longer available) and will take many years to assemble
- Project would not generate direct economic benefit to the District (in terms of sale proceeds or lease revenue)

## Possible Next Steps:

- Conduct comprehensive feasibility study
- Solicit RFPs from developers for review

# Building Type and Construction Costs

		Land Utilization (Density)				
		More Land				Less Land
Stories		Four (At grade, surface park.)	Four (At grade, struct. park.)	Five (4 over 1)	Seven (5 over 2)	Thirteen (10 over 3)
Height (feet)		45'	45'	55'	75'	140'
Construction Type		Type 5	Type 5 + Type 1	Type 5 + Type 1	Type 3 + Type 1	Type 1
Hard Cost per SF (w/ Prevailing Wage)		~\$600	~\$675	~\$680	~\$725	~\$825
Density (du/acre)		25-35	50-70	60-80	80-100	100-150
Suitable for:	Affordable	✓	✓	✓		
	Unhoused	✓	✓	✓		
	Workforce	✓	✓	✓	✓	✓
	Market Rate	✓	✓	✓	✓	✓

Per Unit Cost		
Less Expensive		More Expensive



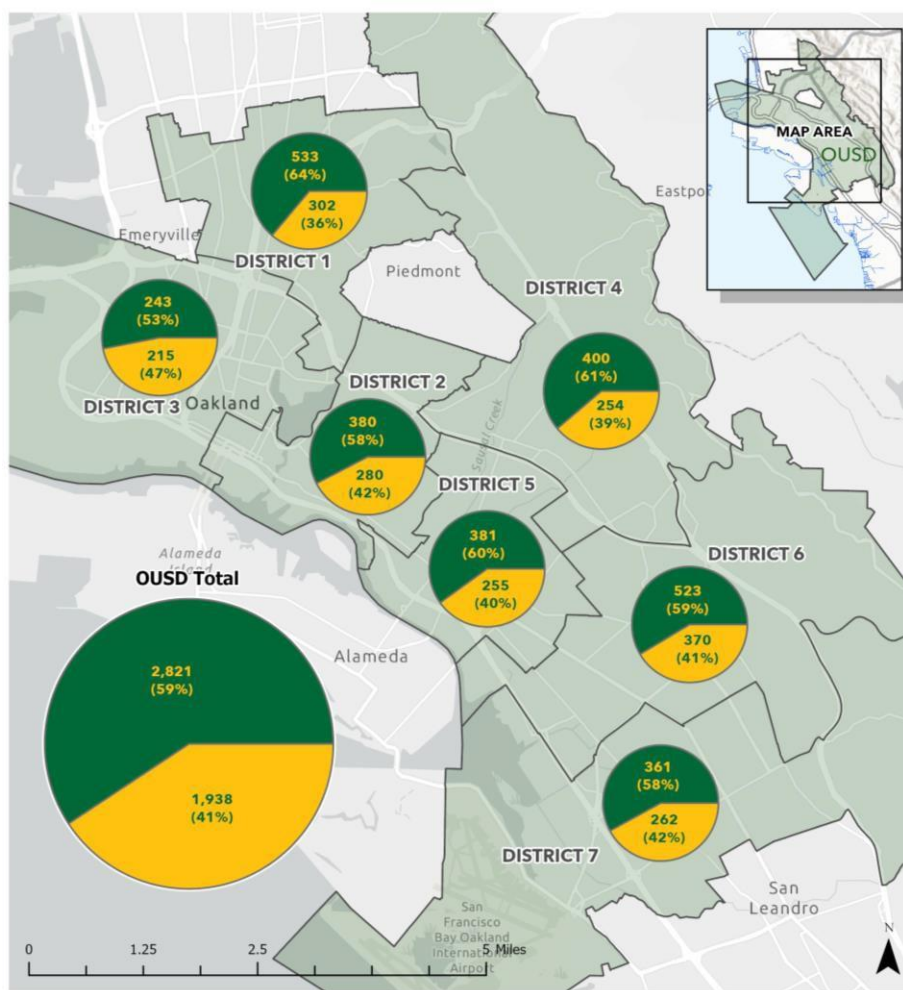
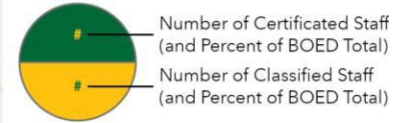
# Workforce Housing

# Past Local California Ballot Measures to Fund Workforce Housing

School District	Funding Source	Bond Approval Date	Amount	Project
Jefferson Union High School District	Measure J	June 2018	\$33 Million	705 Serramonte
Jefferson Elementary School District	Measure U	December 2020	\$34.3 Million	Eastmoor Heights
City of Berkeley (for Berkeley Unified School District)	Measure O	November 2018	Portion of the city's \$135M affordable housing bond to be used	1701 San Pablo
San Francisco Unified School District	Prop A	November 2019	\$20 Million	Shirley Chisholm Village
San Mateo Union High School District	Measure L	March 2020	\$385 Million	Project not yet started
Chula Vista Elementary School District	Measure M	March 2020	\$300 Million	Project not yet started
Soledad Unified School District	Measure N	November 2020	\$13.5 Million	500 Monteray (in progress)
Salinas Union HSD	Measure W and Certificates of Participation	December 2017	\$23.5 Million	The Alameda
Los Angeles Unified School District	LIHTC, loans, LA Housing Investment Dept, CA Housing and Community Development, CBO	NA	1. \$16.5 Million 2. \$32.5 Million 3. \$28 Million	1. Norwood Learning Village 2. Selma Community Housing 3. Sage Park
Santa Clara Unified School District	Sale of Certificates of Participation	NA	\$12 Million	Casa Del Maestro
San Leandro Unified School District	Measure J	March 2024	Portion of \$174M bond will go towards workforce housing	Project not yet Started

## OUSD Staffing As of March 5, 2025

STAFFING CATEGORIES PER  
BOARD OF EDUCATION DISTRICT (BOED):



Map data is sourced from the  
"OUSD 2024-25 All-Staff"  
dashboard.

Data reflected on this map is based  
on where staff are  
located/reporting.

Includes all OUSD full-time and  
part-time positions. Does not  
include positions that are remote.

**Disclaimer:** Oakland Unified School District (OUSD) makes every reasonable effort to ensure the accuracy and completeness of data and the materials presented therewith. OUSD periodically updates and revises data as needed. OUSD provides this data for informational and planning purposes only. OUSD makes no claims, no representations, and no warranties, expressed or implied, regarding the accuracy, reliability, or completeness of data. OUSD shall not be held liable for improper or incorrect use of the data described and/or contained herein.  
**Authorship:** OUSD, April 2025.

# OUSD Workforce Housing Needs

**Objective:** Enhance staff retention, attract new talent, and strengthen community ties within the district

## Data from OUSD

As of March 5, 2025, Total Full-Time Staff = 5,296

- Certificated Staff= 2,868
  - Teachers = 2,347
- Classified = 2,428

Based on findings from the OUSD All Survey, 2018-23, top two reasons staff indicated leaving OUSD:

1. Housing Affordability = 53% or 2,570 staff
2. Salary = 46% or 2,230 staff

## Lessons from Other Districts

Jefferson Union High School District

- 122 units of faculty & staff housing
- ~500 eligible employees (full-time certificated and classified) out of 600 total employees (~85%)
- **Approx. 25%** of eligible employees served by district-owned housing, with **30+ employees currently on waitlist**

In other Bay Area districts, interest in district-owned housing is typically **20-25%** of surveyed employees

- Includes districts in San Mateo, Marin, and Napa

*Preliminary data and lessons from peer districts suggest total potential demand for ~1,200+ workforce housing units.*