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**OAKLAND UNIFIED  
SCHOOL DISTRICT**  
Community Schools, Thriving Students

# Board Cover Memorandum

**To** Board of Education

**From** Facilities Committee  
Valarie Bachelor, Chairperson  
Clifford Thompson  
Patrice Berry

**Meeting Date** June 18, 2026

**Subject** Resolution No. 2526-0277 – Authorization to Issue a Request for Proposals for the Redevelopment of the Former Edward Shands Adult Education Center Site

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**Ask of the Board** Approval Adoption by the Board of Education of Resolution No. 2526-0277 authorizing the Superintendent to issue a Request for Proposals (RFP) for the redevelopment of the former Edward Shands Adult Education Center site located at 2455 Church Street for affordable housing, workforce housing, workforce development, and other community-serving uses.

**Background** The former Edward Shands Adult Education Center has remained vacant for many years and is currently in poor physical condition. In 2019, the Board convened a 7-11 Advisory Committee pursuant to Education Code Sections 17387-17391 to review a number of vacant and underutilized District properties and provide recommendations regarding their future use.

Following a public process that included community meetings, site visits, and review of District enrollment and facilities data, the 7-11 Committee recommended that the Edward Shands property be declared surplus and prioritized for redevelopment through a long-term lease arrangement. The Committee specifically identified a multi-use facility focused on low-income housing, and community-serving uses as its preferred future use

for the site. Community members expressed strong support for revitalizing the property while maintaining public benefit and opposed market-rate housing and non-community-serving commercial development.

The Committee further recommended that the District pursue long-term ground leases rather than the sale of District-owned land in order to preserve public ownership while allowing investment and redevelopment opportunities.

Board Policy 7350 similarly directs the District to pursue long-term leases over property sales whenever feasible and encourages the strategic use of District assets to support District priorities and generate long-term value.

#### **Discussion**

Oakland continues to face significant housing affordability challenges that affect students, families, educators, and other public-serving workers. At the same time, the District faces ongoing challenges related to employee recruitment and retention, enrollment stability, and the need to maximize the value of District-owned assets.

The redevelopment of the Edward Shands site presents an opportunity to advance multiple District goals simultaneously, including:

- Supporting the development of affordable housing opportunities for Oakland residents;
- Exploring workforce housing opportunities for educators, school district employees, and other public-serving workers;
- Generating long-term revenue and financial benefit for the District;
- Activating a long-vacant property in a manner that reflects community priorities; and
- Preserving public ownership of District land through a long-term ground lease structure.

Issuing an RFP will allow the District to evaluate a range of potential development concepts and identify partners capable of delivering meaningful community benefits while advancing District priorities.

#### **Fiscal Impact**

There is no immediate fiscal impact associated with authorization to issue the RFP.

Future fiscal impacts, including potential lease revenues, development costs, and negotiated community benefits, will be presented to the Board as part of any future development agreement, exclusive negotiating agreement, or lease proposal.

**Attachments**

Resolution No. 2526-0277 – Authorization to Issue a Request for Proposals for the Redevelopment of the Former Edward Shands Adult Education Center Site.

**RESOLUTION  
OF THE  
BOARD OF EDUCATION  
OF THE  
OAKLAND UNIFIED SCHOOL DISTRICT  
Resolution No. 2526-0277**

Authorizing the Issuance of Request for Proposals for the Redevelopment of the Former Edward Shands Adult Education Center Site for Affordable Housing, Workforce Housing, and Community Benefit Uses

**WHEREAS**, the Oakland Unified School District ("District") is committed to being a responsible steward of public assets and leveraging District properties in ways that benefit students, families, employees, and the broader Oakland community; and

**WHEREAS**, the former Edward Shands Adult Education Center property located at 2455 Church Street has remained vacant for an extended period of time and has experienced significant deterioration; and

**WHEREAS**, the District previously entered into a ground lease with Eagle Environmental on June 30, 2021 (the "Eagle Environmental Lease") for the redevelopment of the Edward Shands property, which lease was subject to certain conditions precedent to its effectiveness; and

**WHEREAS**, such conditions were not satisfied within the time and manner required by the Eagle Environmental Lease, and as a result the Eagle Environmental Lease terminated by operation of law, thereby extinguishing any right, title, or interest of Eagle Environmental in or to the Edward Shands property, and the property reverted fully to the District free and clear of any encumbrance arising from the Eagle Environmental Lease; and

**WHEREAS**, the District's 7-11 Advisory Committee, established pursuant to California Education Code Sections 17387-17391, conducted a public process including community meetings, site visits, and review of enrollment and facilities data and determined that the Edward Shands property should be declared surplus to the District's educational needs; and

**WHEREAS**, the 7-11 Advisory Committee found that community members strongly supported revitalization of the site and prioritized low-income housing, workforce development, and other community-serving uses while expressing opposition to market-rate housing and non-community-serving commercial development; and

**WHEREAS**, the 7-11 Advisory Committee further recommended that the District pursue long-term ground leases rather than the sale of District-owned land whenever feasible in order to preserve public ownership while facilitating community investment and redevelopment; and

**WHEREAS**, the District is required to comply with the California Surplus Land Act (Government Code Sections 54220 et seq.) prior to leasing or otherwise disposing of surplus property, including providing a Notice of Availability to specified agencies and affordable housing sponsors; and

**WHEREAS**, Board Policy 7350 directs the District to pursue long-term leases over the sale of property unless otherwise directed by the Board of Education; and

**WHEREAS**, the Board recognizes the severe shortage of affordable housing in Oakland, the recruitment and retention challenges facing educators and school district employees due to housing costs, and the need for additional community-serving development opportunities that advance educational and economic outcomes for Oakland residents; and

**WHEREAS**, the Board desires to solicit proposals from qualified public, nonprofit, and private development partners to transform the Edward Shands site into a project that provides substantial public benefit while preserving long-term District ownership of the property;

**NOW, THEREFORE, BE IT RESOLVED** that the Board of Education authorizes the Superintendent to develop and issue a Request for Proposals (RFP) for the redevelopment of the former Edward Shands Adult Education Center site in compliance with the California Surplus Land Act (Government Code Sections 54220 et seq.) and all applicable provisions of the California Education Code, and to issue such RFP within one hundred and twenty (120) days of the adoption of this Resolution; and

**BE IT FURTHER RESOLVED** that, prior to the issuance of any Request for Proposals, the Superintendent is directed to transmit a Notice of Availability to all entities specified under the California Surplus Land Act (Government Code Section 54222), including but not limited to designated local public agencies, affordable housing sponsors, and park and recreation entities, and to afford such entities the statutory 60-day period to submit a notice of interest to negotiate, all in compliance with Government Code Sections 54220 et seq.; and

**BE IT FURTHER RESOLVED** that proposals shall be evaluated based on their ability to advance one or more of the following priorities:

1. Affordable housing for low-income households;
2. Workforce housing for educators, school district employees, and other public-serving workers;
3. Community-serving facilities and services;
4. Alignment with District goals related to equity, educational opportunity, workforce stability, and community development.

5. Developer capacity, financial feasibility, and demonstrated experience with comparable affordable housing or mixed-use development projects.

**BE IT FURTHER RESOLVED** that respondents shall be encouraged to propose mixed-use projects combining housing, workforce development, community-serving space, educational programming, or other community benefits consistent with the recommendations of the 7-11 Committee and community input received during the public process.

**BE IT FURTHER RESOLVED** that any Exclusive Negotiating Agreement or development agreement entered into as a result of this RFP process shall include a Community Benefits Agreement or equivalent enforceable commitments addressing local hiring, affordable unit set-asides, community space, and other priorities identified through the 7-11 Committee process and public input; and

**BE IT FURTHER RESOLVED** that the Board reaffirms its preference for long-term public stewardship of District-owned land and its commitment to ensuring that redevelopment of the Edward Shands site provides meaningful benefits to Oakland students, families, District employees, and the surrounding community, and further directs the Superintendent to return to the Board with a report on RFP responses and a recommended course of action prior to entering into any Exclusive Negotiating Agreement or development agreement.

Passed by the following vote:

PREFERENTIAL AYE:

PREFERENTIAL NOE:

PREFERENTIAL ABSTENTION:

PREFERENTIAL RECUSE:

AYES:

NOES:

ABSTAINED:

RECUSE:

ABSENT:

**CERTIFICATION**

We hereby certify that the foregoing is a full, true and correct copy of a Resolution passed at a Regular Meeting of the Board of Education of the Oakland Unified School District held on

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<b>Legislative File</b>	
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**OAKLAND UNIFIED SCHOOL DISTRICT**

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Jennifer Brouhard  
President, Board of Education

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Denise G. Saddler, EdD, Interim Superintendent and  
Secretary, Board of Education