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EXECUTIVE
SUMMARY



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The Oakland Unified School District (OUSD) Facilities Master Plan (FMP) establishes a long-term, data-informed framework to guide how the District plans, prioritizes, and invests in its school facilities.

OUSD serves approximately 34,000 students across a diverse system of more than 100 campuses, including elementary, middle, high school, early childhood, and alternative programs.

District facilities also support both District-run schools and charter schools, reflecting OUSD's role in serving a broad range of educational programs across the city.

These facilities are essential to advancing the District's mission to support whole-child development, academic achievement, and strong community connections.

FMP 2026 Process

This Facilities Master Plan is developed in alignment with OUSD Board Policy 7110, which establishes the framework for facilities planning, ensuring that school infrastructure decisions support educational goals, equity, and long-term district needs. The Plan is developed through a structured, transparent, and community-centered process. The work progressed through three steps:

- Engagement and data collection,
- Development of a decision-making framework, and
- Development of the Plan

This process ensured recommendations are data-driven, aligned with District priorities, and informed by community members' input. Please refer **Chapter 2: Introduction** and **Figure 8** for a detailed explanation of the process.

Why do we need the FMP?

The Facilities Master Plan is a required State planning document that assesses facility conditions, capacity, and long-term needs.

It supports eligibility for funding through the Office of Public School Construction (OPSC) and ensures that bond planning, State funding applications, and capital improvement programs are coordinated, data-driven, and compliant with California Education Code requirements.

What this FMP will Inform?

Districtwide planning and investment decisions—including academic programs, asset and deferred maintenance planning, sustainability efforts, design standards, Local Control and Accountability Plan (LCAP) alignment, bond planning, and long-term portfolio strategy.



A Comprehensive and Community-Informed Foundation

MORE THAN 1,300 OUSD STUDENTS, PARENTS, STAFF, AND OAKLAND COMMUNITY MEMBERS PARTICIPATED THROUGH SURVEYS, TOWN HALLS, WORKSHOPS, AND ADVISORY SESSIONS.

The priorities were consistently emphasized such as reliable infrastructure, safe and welcoming schools, modern learning environments, strong outdoor spaces, and long-term sustainability. These priorities directly shaped the investment framework and recommendations presented in this plan.

Please refer **Chapter 3: Community Engagement** for detailed summary of engagement activities and community outreach efforts.

Top 5 FMP Priorities as per Community Feedback

1. Ensuring infrastructure is reliable and in good repair (e.g., HVAC, plumbing, electrical systems)
2. Improving/expanding outdoor amenities(e.g., playgrounds, gardens, sports fields)
3. Upgrading classrooms and learning spaces for modern education
4. Improving schools and classroom spaces to support staff growth and retention
5. Enhancing safety (e.g., secure entrances, camera systems)

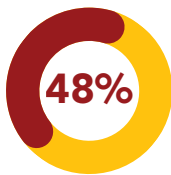


All City Council (ACC) FMP Workshop (2025)

Interconnected Challenges

The FMP responds to a set of interconnected challenges facing the District. Much of OUSD's facilities portfolio is aging and increasingly costly to maintain, with many campuses requiring reinvestment to meet modern expectations for safety, accessibility, sustainability, and instructional quality. The District also continues to rely heavily on portable classrooms, many of which are well beyond their intended useful life. At the same time, Oakland Unified is experiencing sustained enrollment decline, with District-run enrollment decreasing over the past decade, alongside shifting residential growth patterns and family choice dynamics. These conditions underscore the need for a more intentional, long-range approach to facilities planning. Please refer **Chapter 4: Data Analysis** for more detailed reporting and analysis.

Building Condition



of all OUSD facilities are rated **POOR** or **DEFICIENT**

236

portables are at or beyond their lifespan



\$3.15 BILLION

is the bill to fix all issues in all buildings in SY 2026

HVAC



83% of all building areas across OUSD facilities have **NO COOLING**

Equity

82%

of OUSD students are unduplicated pupils (low-income, English learners, or in foster care).

Education Adequacy

ONLY 43%

of all OUSD facilities are rated **GOOD** on Education Adequacy

Enrollment



9-13% DECLINE IN ENROLLMENT is projected in next 10 years



39% of all schools are **BELOW 50%** occupied



Only 31% of OUSD students attend their neighborhood school

85%

of OUSD students are eligible for **SPED** services

- Building age drives OUSD's long-term maintenance burden. About 82% of campuses were built between the 1920s and 1970s, indicating a need for deeper modernization or replacement.
- Lack of cooling systems and water quality issues are recurring community concerns and highlight health, safety, and comfort gaps across OUSD facilities.
- Over 75% of portables are at or beyond their useful life and still used for daily instruction, reinforcing the need to replace temporary structures with permanent classrooms.
- Small school sizes combined with declining enrollment strain financial sustainability and limit program offerings
- Current enrollment uses about 59% of planned capacity. This indicates substantial excess capacity across OUSD facilities.



A Framework for Future Investment, Not a Project List

This Facilities Master Plan does not identify or approve specific capital projects, nor does it authorize funding. This plan does not make decisions about school closures, mergers, or consolidations. Instead, the FMP provides a clear framework for evaluating future investments, funding initiatives, and long-term portfolio decisions in a transparent and consistent manner.

The horizontal component of the strategy prioritizes Tier 1 Districtwide investments that address critical system needs across the full portfolio, including life-safety, core building systems, accessibility, and other high-priority deficiencies. Tier 2 and Tier 3 projects can be layered in as funding allows to address additional enhancements and programmatic improvements, creating a flexible and responsive capital program.

CENTRAL TO THE PLAN IS A T-SHAPED INVESTMENT STRATEGY THAT BALANCES DISTRICTWIDE NEEDS WITH FOCUSED, TRANSFORMATIVE PROJECTS.

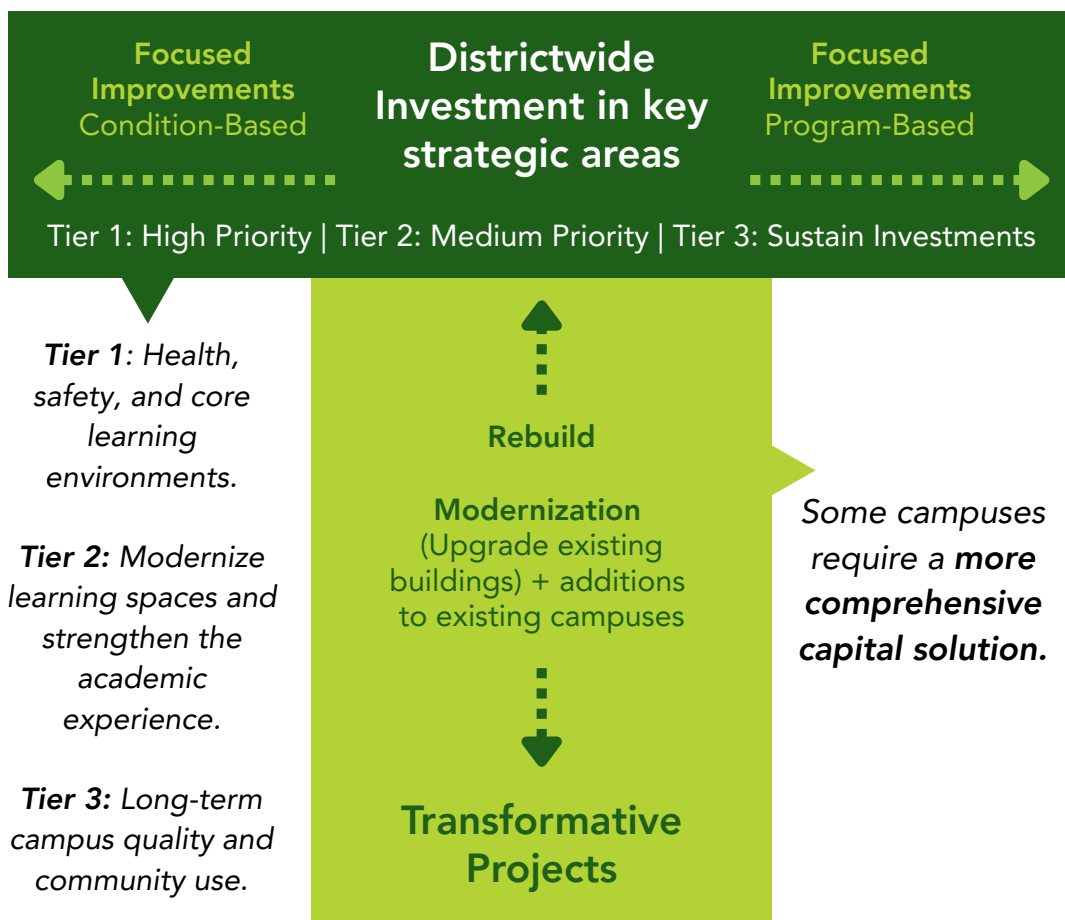
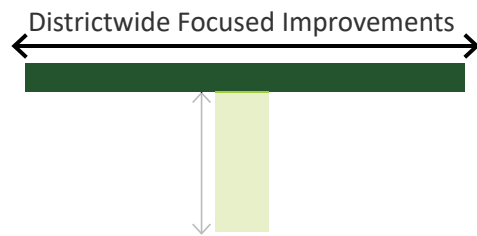


Figure 1 T-Shaped Investment Strategy



Implementation Tiers for Districtwide Focused Improvements

The Master Plan organizes Districtwide investments into three tiers. These tiers help the District sequence projects based on facilities conditions, school enrollment, gaps in education adequacy, align them with community priorities, and create a manageable and predictable capital program.

Tier 1: High Priority Area

PRIORITIZE HEALTH, SAFETY, AND THE CORE LEARNING ENVIRONMENT.

The purpose of Tier 1 is to protect the basic functionality and safety of schools. These investments respond to the most urgent and non-negotiable facility concerns.

Tier 2: Medium Priority Area

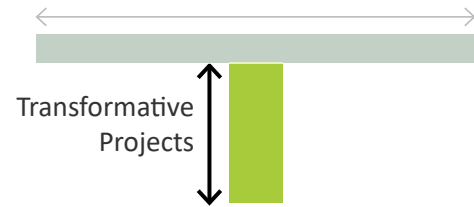
BUILD WHOLE-CHILD EXPERIENCES, EDUCATIONAL EQUITY, AND LONG-TERM INNOVATION.

Tier 2 investments modernize learning spaces and strengthen the academic experience. These investments significantly elevate the student experience and help the District advance equity and programmatic goals.

Tier 3: Sustain Investments

MAINTAIN PARTNERSHIP, PRIDE, AND LONG-TERM SUSTAINABILITY.

Tier 3 focuses on long-term campus quality and community use. These investments sustain the quality and functionality of school campuses and strengthen community connection.



Transformative Projects

While Districtwide improvements provide essential upgrades across many schools, some campuses require a more comprehensive capital solution due to major facilities deficiencies, high replacement value, aging systems at end of life, and the scale of deferred maintenance that cannot be resolved through incremental repairs.

Rebuilds

These projects involve rebuilding a school through new construction and completely reimagining the campus. Transformative projects also allow the District to reset building age, reduce operational costs over time, and create flagship campuses that serve as models for future development. They often require boundary adjustments and thoughtful planning related to temporary relocation during construction.

Modernization (Upgrade Existing Buildings Or Additions to existing campus)

Major modernization retains existing structures but significantly upgrades systems, learning environments, and campus functionality. These projects offer meaningful improvements with less disruption, although they may not fully resolve legacy infrastructure challenges or reimagine the campus to the same extent as a full rebuild.



Criteria Used to Identify Transformative Project Candidates

Metric	Threshold	Indication
1. Campus Facility Condition Index (FCI)	Greater than rating “Poor” or “Deficient”	Indicates buildings with substantial repair or replacement needs
2. Overall Education adequacy (EA) score	Less than rating “Good”	Indicates that spaces do not support modern instructional expectations
3. Current or potential enrollment capacity	Approaching grade-span standards: 500-650 (Elementary), 700-900 (Middle / 6–12), 1,200 -1300 (High School)	Ensures investment is focused on schools capable of supporting comprehensive programs, operational efficiency, and long-term fiscal sustainability
4. Office of Public School Construction (OPSC) State Funding Eligibility	Eligible	Sites eligible for state matching funds provide opportunities to leverage local bond dollars, and accelerate delivery of major improvements.
5. Equity Indicators	Higher relative need	Includes unduplicated pupil count, students with disabilities, multilingual learners, and other indicators of student need to ensure alignment with equity priorities and resource allocation.
6. Enrollment Health Index	Moderate to strong	Combines birth rates, local capture rates, and historical and projected enrollment trends to assess long-term sustainability, community demand, and alignment between investment and realistic enrollment capacity.
7. Proximity to City-Owned or Publicly Controlled Properties	Within or adjacent	Proximity may enable shared use, joint development, or co-location of services (e.g., health, recreation, early childhood), strengthening community outcomes and maximizing public investment.

Additional Factors to Consider

These contextual factors ensure that transformative investments are evaluated not only through the lens of facility condition, but also through equity, access, community stability, and long-term District strategy, allowing OUSD to make decisions that are both responsible and forward-looking.

- Historic Designation and Architectural Significance
- Proximity to Other Schools (within 0.5 miles)
- Geographic Distribution of Bond Projects and Socioeconomic Conditions
- Historic Disinvestment and the Legacy of Redlining
- Coordination with the City of Oakland General Plan

Facilities School Design Thresholds Framework

The Facilities School Design Thresholds Framework reflects a synthesis of national research, best practices in school design, and demonstrated success within the Oakland Unified School District. Research consistently shows that school structure shapes instructional quality, student experience, and long-term sustainability.

At its core, this framework advances a cohort-based design approach for transformational major bond projects. Students are organized into stable grade-level teams or pathway communities, supported by educators who share responsibility for instruction, planning, intervention, and student support. This structure enables consistent collaboration, inclusive practices, and sustained academic and enrichment programming aligned to community school models.

WHILE PRESENTED THROUGH A FACILITIES LENS, THESE SCHOOL-SIZE RANGES ARE INTENDED TO SERVE AS DESIGN TARGETS FOR MAJOR TRANSFORMATIONAL INVESTMENTS (MODERNIZATIONS/REBUILDS), RATHER THAN AS FIXED REQUIREMENTS FOR ALL SITES. FACILITIES SCHOOL DESIGN DECISIONS SHOULD BE GROUNDED IN ACADEMIC PROGRAM PRIORITIES, ENROLLMENT TRENDS, OPERATIONAL EFFICIENCY, AND FINANCIAL SUSTAINABILITY.

Together, these elements ensure that investments and modernization efforts support sustainable, high-quality schools and strong instructional outcomes. School size is not simply a facilities consideration, but a foundational condition for instructional quality, student support, and long-term sustainability.

As the District considers both site-specific investments and broader planning, it should prioritize strategies that maximize student learning while optimizing the impact of bond expenditures. This requires aligning school size, program design, and facility investments to support sustainable educational models.

Planning for the future entails making intentional decisions about where and how to invest, concentrating resources to strengthen instructional programs, expand student opportunities, and foster stable, well-supported school communities.

- Elementary (TK–5): 500–650 students with three to four cohorts per grade
- Middle School (6–8): 700–900 students, organized into Professional Learning Communities serving approximately 350–450 students
- TK–8: 800 students with at least four cohorts per grade
- Grade 6-12: 800-950 students with at least four cohorts per grade
- Comprehensive High Schools (9–12): At least 1,200–1,300 students
- Continuation Schools (Grades 10-12, Off Track for Graduation): 300 students

These recommendations are informed by guidance and data from the California Department of Education the National Center for Education Statistics, CDE's Guide to School Site Analysis and Development, and the Coalition for Adequate School Housing which emphasizes aligning school size and site capacity with the educational program a campus is designed to support.



Recommendations for Future Bond Strategy

The FMP recommends that future bond efforts be structured not simply to continue repairing schools, but to intentionally re-envision and reshape the District's long-term facilities footprint. While past bonds appropriately focused on health, safety, and deferred maintenance, the next generation of investment presents an opportunity to use transformative projects as a lever to design the school system Oakland wants for future generations.

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The plan recommends that each future bond cycle consider the following framework:

EARLY CHILDHOOD INVESTMENT:

California has made a strong commitment to early childhood investment, and it is critical that we provide children with a strong early start. With Measures C and AA, we have an opportunity to align resources and build a robust PK–12 pipeline that supports the next generation of students.

Each bond cycle could prioritize one early childhood center or hub strategically located to support dense neighborhoods. Where feasible, these facilities should be integrated into elementary campuses to create a seamless PK–5 continuum.

TRANSFORMATIVE ELEMENTARY PROJECTS:

Each bond cycle could include two transformative elementary school projects that integrate early learning on-site, replace outdated facilities, and are designed for long-term sustainability, serving at least 600 students with a full continuum of special education programming and supports integrated into the campus.

SECONDARY SCHOOL MODERNIZATION

Each bond cycle could also include one transformative middle school project and one transformative high school project, with designs that integrate Career Technical Education and Linked Learning pathways to support college and career readiness.

These full-scale modernizations would be complemented by Districtwide Tier 1 investments to ensure that all schools benefit from bond funding, not only those undergoing comprehensive reconstruction. As bond capacity allows, Tier 2 and Tier 3 projects can be strategically layered in to address additional needs, leverage efficiencies, and respond to evolving conditions.



Using Investment to Support Long-Term Portfolio Sustainability

As modernization projects are scoped, the plan recommends that the District intentionally identify opportunities to strengthen the overall facilities portfolio. This may include consolidating programs from small, outdated campuses into modernized sites where appropriate, removing aging portables, improving occupancy rates, enhancing staff workspaces, and supporting campuses that can sustain integrated community school services.

Figure 2 illustrates a potential long-term, phased investment approach aligned with the District’s current bond program and transformative project strategy. It is informed by a review of prior capital investments under Bond Measures B (2006), J (2012), and Y (2020), which established the foundation for ongoing modernization, rebuild, and expansion efforts across OUSD. Building on the T-shaped investment framework described in Section 5, these investments prioritize major projects that address aging facilities, excess capacity, and evolving program needs. As outlined in Section 4: Data Analysis, sustained enrollment shifts and facility conditions require a deliberate, multi-cycle approach to right-size the District’s footprint while improving quality and access.

Leveraging State Funding

An important recommendation embedded in the FMP is the explicit use of state funding eligibility as a strategic criterion in project sequencing. By aligning bond investments with projects that maximize eligibility for the State School Facility Program, OUSD can significantly extend the impact of local bond dollars. This approach allows the District to do more with each bond cycle while maintaining flexibility to address Districtwide priorities and long-term needs.

A Decision-Support Tool for the Next Chapter

Ultimately, the OUSD Facilities Master Plan is a decision-support tool for the District’s next chapter. It balances immediate infrastructure needs with long-term vision, centers community priorities, and provides a clear, adaptable framework for future investment and planning.

By pairing Districtwide improvements with transformative modernizations and grounding decisions in transparent data, the FMP positions OUSD to deliver high-quality, sustainable learning environments for decades to come.

Investment Type	Bond Cycle 1	Bond Cycle 2	Bond Cycle 3
Early Childhood Investments (PK & TK expansion) – Expansion at school sites to build a full early learning continuum on a campus	PK/TK expansion at selected campuses	Continued expansion to additional campuses	Full Districtwide PK–TK feeder strategy established
Elementary School Rebuilds (500-650 students) – Two right-sized elementary schools to allow OUSD to reset its long-term footprint	2 Elementary Schools	2 Elementary Schools	2 Elementary Schools
Middle School Investment – One middle school modernized or rebuilt per phase	1 Middle School	1 Middle School	1 Middle School
High School Investment – One comprehensive high school modernized or rebuilt per phase	1 High School	1 High School	1 High School

Figure 2 Continuous Cycle of Investment Over at Least Three Bond Cycles



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