



4.0

DATA ANALYSIS



"Before our school buildings looked plain, now it looks awesome, colorful, and makes us stand out."

7th Grade Student



"This is what our students and staff deserve. We need modern buildings that are safe and visually pleasing. ...Every child should have a welcoming, safe, and orderly space to go to school."

Principal Neha Ummat



West Oakland Middle School Modernization Project

4 DATA ANALYSIS

4.1. Overview of Data Analysis

The Facilities Master Plan is grounded in a comprehensive review of data describing the current condition, enrollment, capacity, and educational suitability of OUSD facilities. This review provides the analytical foundation for understanding Districtwide needs and identifying patterns and trends across the school portfolio. This Section summarizes key findings at the Districtwide and regional scale, while maintaining transparency through access to detailed school-level information.

Districtwide summaries highlight system-level conditions, equity considerations, and shared needs across the portfolio. Regional summaries help illustrate how conditions vary across Oakland and where coordinated or place-based investment strategies may be appropriate.

Detailed school-level assessment results and recommendations are provided in the Section 8 - School Profiles, allowing the main report to focus on broader patterns and implications while still ensuring access to underlying information.

The data presented here is intended to inform—not solely determine—decisions. When combined with community input, educational priorities, equity goals, and fiscal realities, it supports a transparent and data-informed approach to long-term facilities planning.

Key outputs of this data review include:

- Districtwide and regional dashboards summarizing conditions, trends, and shared needs
- Identification of the facility systems and campus types driving major capital and maintenance pressures
- A consistent baseline to support prioritization, scenario testing, and investment planning
- School-level profiles and appendices documenting assessment results and recommendations

Data Metrics discussed in this Section:

1. Equity Indicators
2. Residential Growth Patterns
3. Enrollment Trends
4. Building Occupancy Rate and Capacity
5. Education Adequacy
6. Building Age
7. Facilities Condition
8. Portables
9. Water Quality
10. HVAC
11. Early Childhood Education



4.2. Equity

OUSD is committed to ensuring that all students, families, and educators—particularly those from historically underserved Black, Brown, Indigenous, and low-income communities—have equitable access to high-quality learning environments, resources, and opportunities to reach their highest potential.

The FMP advances this commitment through a data-informed investment approach that prioritizes areas of highest need. Key indicators—including Unduplicated Pupil Population (UPP), students with disabilities, multilingual learners, and community-level measures such as income and poverty—provide a foundation for identifying relative need across the District.

LCAP Priorities

OUSD identifies schools for Comprehensive Support and Improvement (CSI) based on indicators such as graduation rates, academic outcomes, and chronic absenteeism. While some schools have exited CSI due to improved performance, others remain, reflecting ongoing challenges across the District.

- CSI designation is based on performance indicators including graduation rates, academics, and absenteeism, with mixed progress across schools
- Resource inequities are closely tied to student demographics and community conditions
- Schools with higher concentrations of UPP, multilingual learners, foster youth, students with disabilities, and newcomer students face greater challenges
- These challenges include limited fundraising capacity, higher teacher turnover, fewer advanced course offerings, and increased demand for support services
- The District is shifting toward equity-based resource allocation, including additional staffing, smaller class sizes, and targeted supports for newcomer students
- Capital planning must reflect these needs, with spaces for intervention, counseling, and community services, as well as environments that support student engagement and well-being

Equity Indicators

STUDENT POPULATION

As per SY 2025-26 data, OUSD serves approximately 34,280 TK–12 students, representing a highly diverse student body. Nearly half of all students identify as Latino, while a significant share identify as African American, Asian, multiracial, or from other racial and ethnic backgrounds. This diversity underscores the importance of culturally responsive learning environments and equitable access to high-quality facilities across the District.

The District also serves a substantial population of multilingual learners. Nearly half of OUSD students speak a language other than English at home, with Spanish being the most common, followed by Chinese, Cantonese, Arabic, Vietnamese, and many additional languages. In total, more than 72 languages are spoken by OUSD families, highlighting the need for schools that support inclusive communication, family engagement, and language-accessible programming.

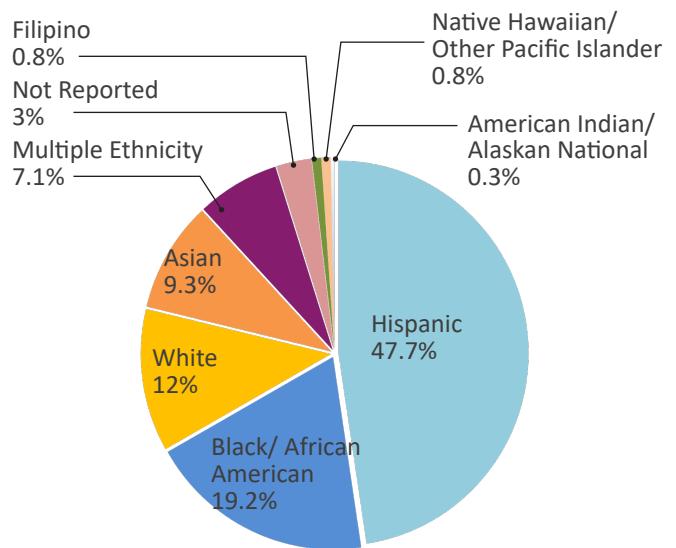


Figure 14 Ethnicity of Students, SY 2025-26

UNDUPLICATED PUPIL DISTRIBUTION

Unduplicated Pupil Population (UPP) are the students identified as low-income, English learners, or foster youth, counted once for funding and accountability purposes even if they belong to more than one group.

Figure 15 shows the share of the District’s UPP by School Board District for SY 2024–25. The data reveals meaningful differences in student need across the city. Districts 3 and 7 serve populations where more than 94% of students fall into the unduplicated category, indicating a high concentration of students who may require additional academic, social, and wraparound supports. In contrast, District 4 has a significantly lower unduplicated pupil percentage, suggesting different demographic, programmatic, and support needs.

These patterns of need have direct implications for facilities planning. Schools serving higher-need populations often require:

- Specialized instructional and intervention spaces
- Counseling, wellness, and community service areas
- Flexible environments that support inclusive and differentiated learning

- Student need is unevenly distributed, with higher concentrations of UPP, multilingual learners, and students with disabilities in specific communities.
- Equity requires targeted—not uniform—investment, prioritizing schools with the greatest need.
- High-need schools require specialized spaces and supports, beyond baseline facility improvements.
- The FMP uses data-driven equity indicators to direct capital investments where they can have the greatest impact on student outcomes.

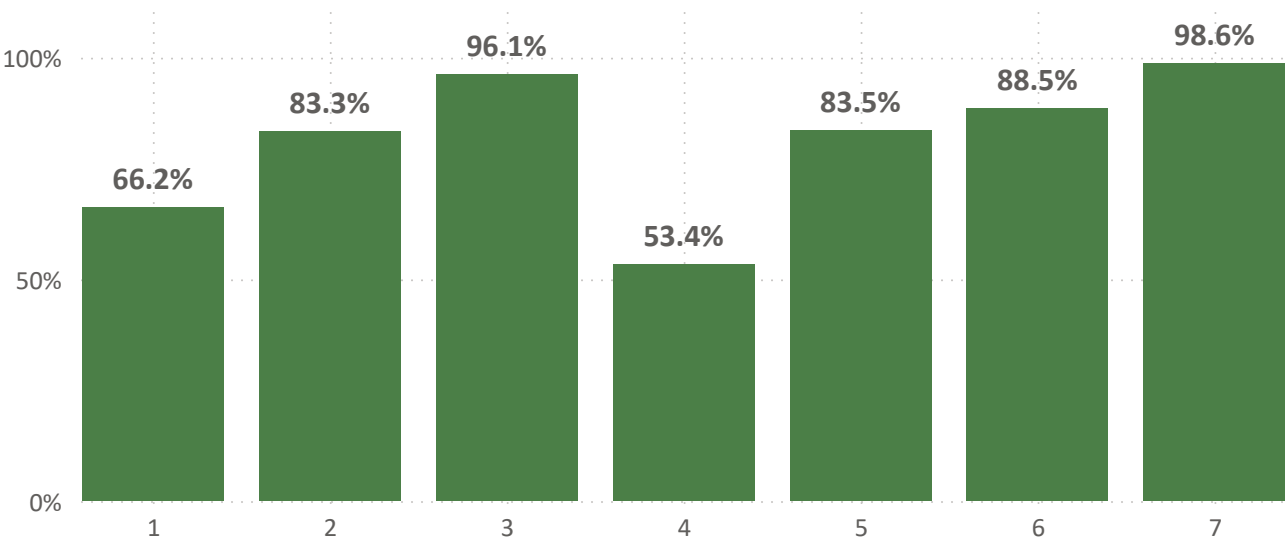


Figure 15 Unduplicated Pupil Percentage by School Board District SY 2024-25



SPECIAL EDUCATION SERVICES

Special education is a significant component of OUSD’s instructional program. Approximately 19.7 percent of students receive special education services, reflecting a broad range of needs and service models. Thousands of students are served through specialized classrooms, inclusive settings, and regional programs supported by special education teachers and service providers.

These data reinforce the importance of facilities that can accommodate specialized instructional spaces, therapy rooms, accessible classrooms, and flexible environments that support inclusive education. As shown later in this plan, improving Special Education learning environments is a critical element of the implementation framework and project identification.

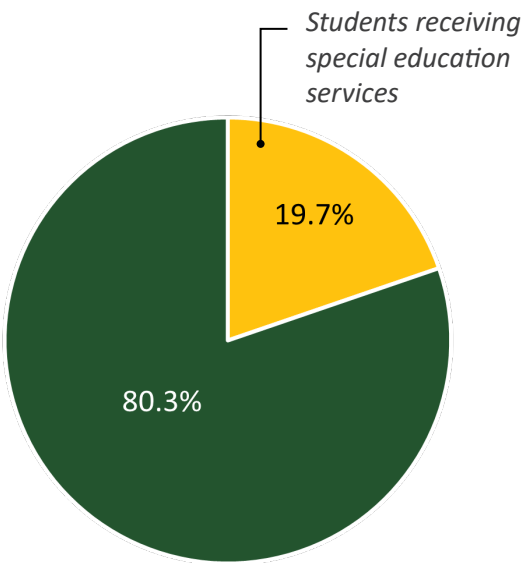


Figure 16 Special Education Enrollment, SY 2025-26

CITY OF OAKLAND COMMUNITY DATA

The FMP layers community-based data such as City of Oakland Priority Neighborhoods, median family income of families with children, and rates of families with children living in poverty—with school and facility data to better understand geographic patterns of need. These maps are used to identify higher-need communities, align investments with socioeconomic conditions, and support equitable, data-driven decision-making across the District.

These maps are attached as Appendices to this document.

Equity Index

As part of its data-driven analysis, the FMP utilizes an Equity Index. This metric provides a standardized measure of relative student need by capturing concentrations of students who may require additional academic, social, and specialized supports.

$$\text{Equity Index} = \frac{(\text{UPP} + \text{SPED})}{\text{Current Enrollment}}$$

UPP and SPED together highlight schools serving higher proportions of students with elevated needs.

The Equity Index is used to compare need across sites, identify schools with higher relative demand for resources, and inform prioritization of capital investments. When combined with facility condition and community-level indicators, it supports a data-driven, equity-focused approach to allocating resources where they can have the greatest impact.



4.3. Staff and Student Support Needs

This Section summarizes key demographic, staffing, and programmatic characteristics of Oakland Unified School District. Together, these data provide important context for facilities planning by illustrating who OUSD serves, how students and staff experience the system, and the breadth of programs that school facilities must support.

Staffing and Workforce Composition

OUSD employs over 2,300 teachers, including TK–12 classroom teachers, early childhood educators, special education teachers, adult education instructors, and other teaching staff. The racial and ethnic composition of the teaching workforce reflects a mix of backgrounds, with White, African American, Latino, Asian, and other educators represented across the District.

In addition to teachers, OUSD employs more than 2,000 other school staff, including principals, assistant principals, child development center administrators, and school support staff. These roles are critical to the daily functioning of schools and require appropriate office space, meeting rooms, staff collaboration areas, and support facilities within each campus.

Facilities planning must account not only for student enrollment but also for the needs of staff who support instruction, student services, administration, and school operations.

Attendance and Student Engagement

The District's average daily attendance rate is almost 90%, with variation across grade levels. Elementary schools demonstrate higher attendance rates than middle and high schools. A significant portion of students are identified as chronically absent, which has implications for academic outcomes and long-term engagement.

Facilities conditions, school climate, accessibility, and the quality of learning environments all play a role in student attendance and engagement. Improving physical conditions and creating welcoming, functional campuses can be an important strategy for supporting improved attendance.

Facilities must support multilingual learners, students with disabilities, early learners, newcomers, and students accessing health and wellness services, while also providing functional and supportive environments for educators and staff.

Newcomer Programs

OUSD serves more than 3,000 newcomer students, including refugee students, asylees, and unaccompanied youth. These students are supported through specialized programs offered at multiple school sites, with dedicated staff and instructional leaders.

Facilities that serve newcomer populations must provide supportive, trauma-informed spaces that enable language development, family connection, and access to social and academic supports.

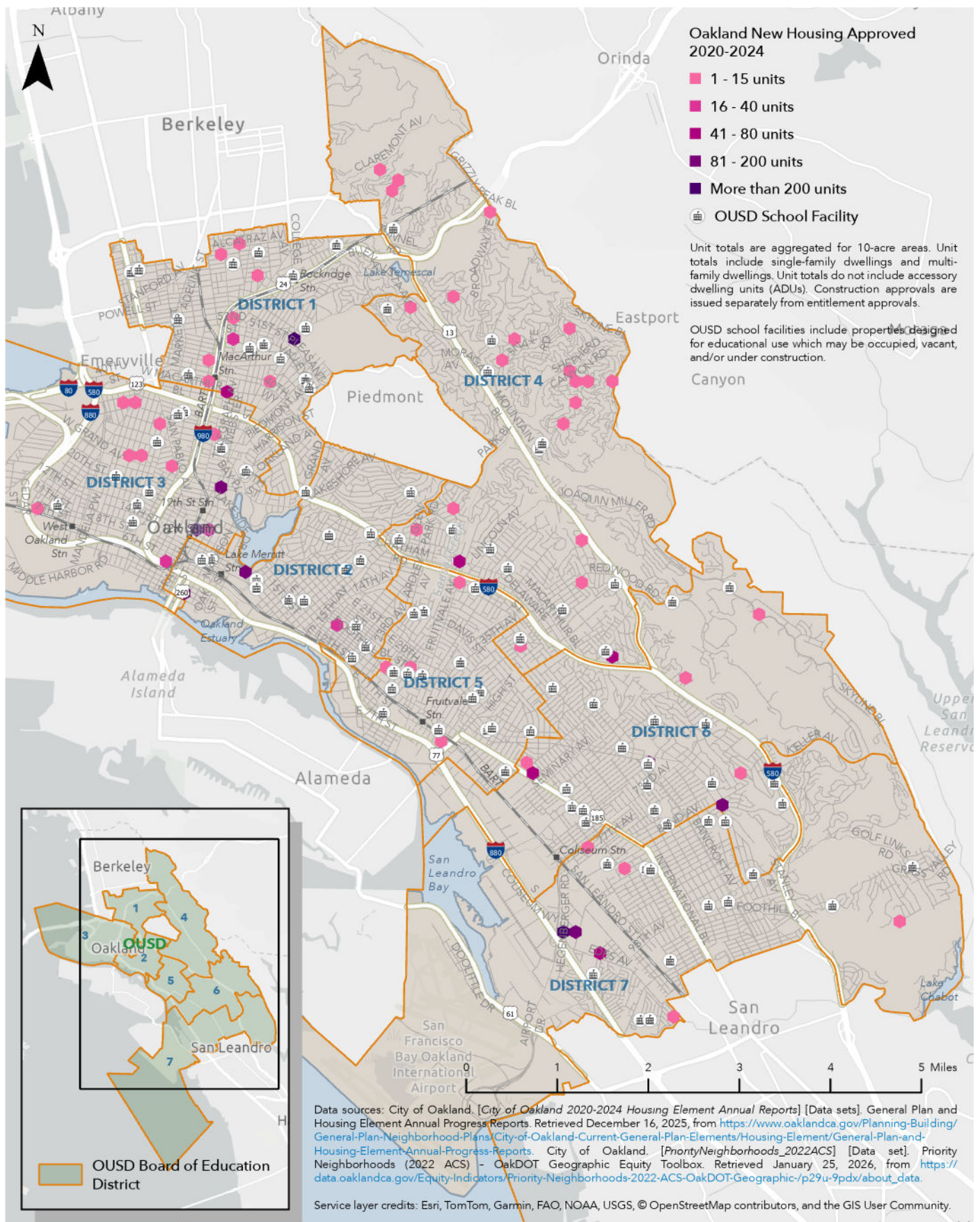


Figure 17 Density of New Residential Development Entitled in 2024

4.4. Residential Growth Patterns and Implications for School Facilities

The City of Oakland's 2045 General Plan directly shapes the distribution and intensity of future residential growth, which in turn influences where school-aged populations are likely to change over time. As shown in the housing density mapping in Figure 17, recent and planned residential development is increasingly concentrated along major corridors and activity centers, rather than evenly distributed citywide

Higher-density housing—often ranging from 20 to more than 60 units per acre—is primarily located along corridors such as International Boulevard, Broadway, San Pablo Avenue, MacArthur Boulevard, and within the Downtown and Lake Merritt areas.

From an OUSD perspective, the Districts most impacted by projected density increases are:

Board Districts 1 and 3 (West Oakland, Downtown, North Oakland):

Higher-density mixed-use and infill development is concentrated near BART stations and major corridors.

Board Districts 5 and 6 (Central East Oakland, Fruitvale, San Antonio):

Corridor-focused growth along International Boulevard and MacArthur Boulevard is expected to add new housing units.

Coordinating the Facilities Master Plan with 2045 General Plan land use assumptions allows OUSD to better anticipate where future demand may emerge, prioritize modernization or capacity investments in growth areas, and avoid overinvestment in locations where long-term enrollment is unlikely to rebound. This alignment supports more efficient capital planning, improved student access to schools, and a facilities portfolio that reflects both current conditions and future development patterns.

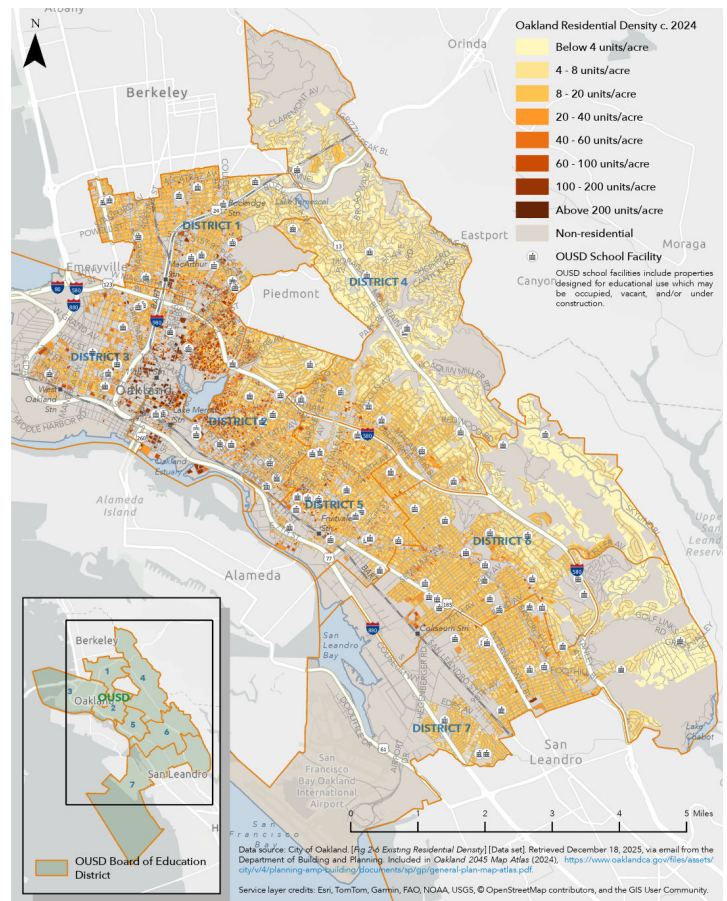


Figure 18 *Density of Existing Residential Development Entitled in 2024*

Future housing growth is concentrated along major corridors in central and western Oakland, meaning school facility needs will be increasingly impacted by localized density increases.



4.5. OUSD Enrollment Trends

Like many school Districts in California and across the country, OUSD has experienced sustained enrollment decline over the past decade. The data shows a clear, long-term shift in where Oakland students are enrolled, with overall enrollment in public school decreasing and a steady share of students attending charter schools. This trend has important implications for how the District plans, operates, and allocates resources.

Key Trends and Implications

SUSTAINED LONG-TERM DECLINE IN TOTAL ENROLLMENT:

Like many Districts across California and nationwide, Oakland is experiencing enrollment pressures driven by long-term demographic and economic shifts. Declining birth rates, rising housing costs, and migration patterns have reduced the number of school-age children in many urban areas. Oakland is experiencing these same forces, which continue to shape local enrollment trends.

Oakland's total public school enrollment has declined steadily over the past eleven years, decreasing from more than 50,000 students in SY 2013–14 to fewer than 49,000 students in SY 2023–24. While some individual years show brief stabilization, the overall trajectory remains downward.

CONSISTENT DECLINE IN DISTRICT-RUN SCHOOL ENROLLMENT:

Enrollment in OUSD-operated schools has experienced a slow but continuous decline, falling from approximately 36,800 students in SY 2013–14 to just under 34,000 students in SY 2025–26.

CHARTER SCHOOL MARKET SHARE:

Charter schools have been a significant part of Oakland's public education landscape for the past two decades. Rapid charter expansion during this period intensified competition for enrollment and contributed to the creation of far more schools across the city than current student demand can sustain.

In the years following the pandemic, many charter schools have since consolidated or closed, and OUSD has begun to see a gradual shift in market share back toward District schools among Oakland families. At the same time, overall citywide enrollment continues to decline, reflecting broader demographic and economic trends affecting all public school systems in Oakland.

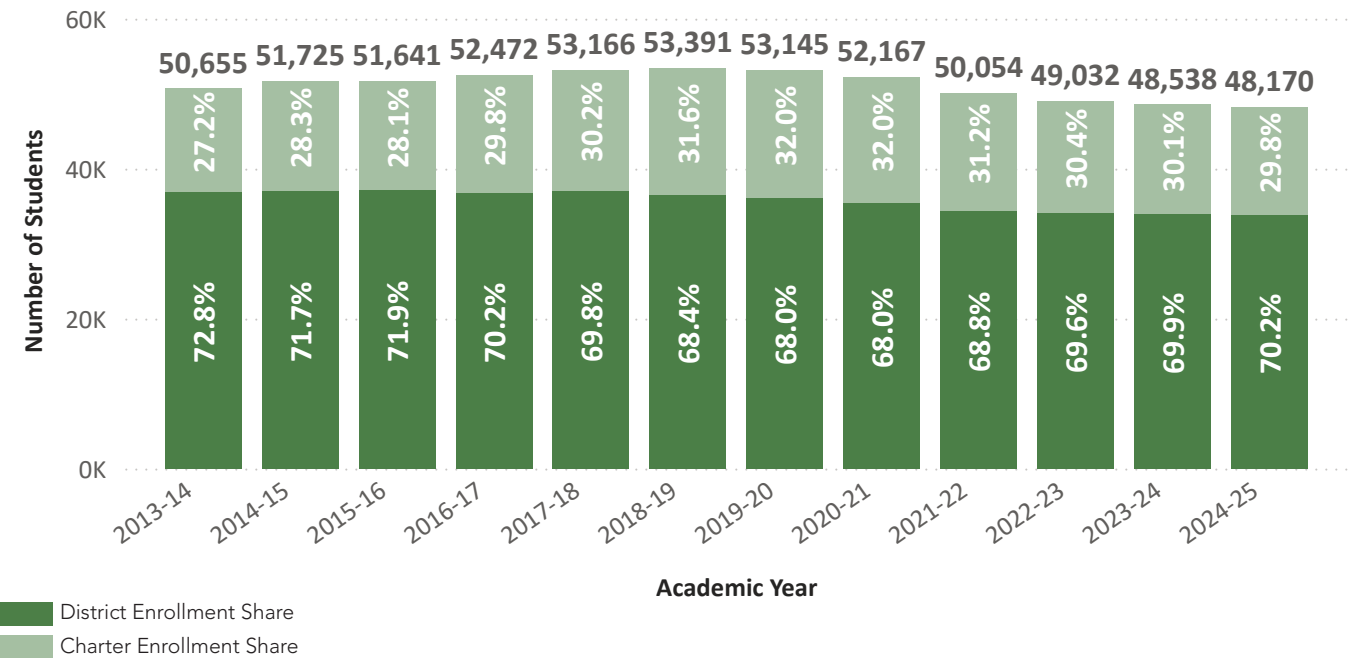


Figure 19 OUSD and Oakland Charter Schools Enrollment Trends

MISMATCH BETWEEN ENROLLMENT AND EXISTING FACILITIES:

OUSD’s school facilities and campus network were largely planned and built for a significantly larger student population. During periods of growth in the 1990s, the District expanded capacity through increased use of portable classrooms to accommodate rising enrollment. As enrollment declines today, many schools operate below capacity, creating inefficiencies and increasing per-student facility and operating costs.

STRUCTURAL BUDGET IMPACTS:

Because state funding is largely enrollment-driven, declining student counts directly reduce District revenues. At the same time, many costs—such as building maintenance, utilities, and core staffing—do not decline proportionally, creating ongoing structural budget pressure.

IMPLICATIONS FOR EDUCATIONAL QUALITY AND PROGRAM SUSTAINABILITY:

Lower enrollment spread across too many sites can result in smaller schools with limited staffing flexibility, fewer elective offerings, reduced student services, and challenges sustaining specialized or enrichment programs.

SYSTEM-WIDE PLANNING CHALLENGES:

Persistent enrollment decline affects nearly every aspect of District operations, including long-term facilities planning, school consolidation or reconfiguration decisions, staffing levels, transportation planning, and the equitable distribution of resources across neighborhoods.

- While the enrollment increased in SY 2025-26, overall it has reduced by 8.5% since its peak in SY 2018-19
- OUSD has 4,853 less students since that peak, and that trend is expected to continue into the future.
- Since the pandemic, charter enrollment has been declining and District-share has been increasing.

Where Students Live vs. Where They Attend School

Figure 20 adds a critical layer of context by showing how many students living within each board District attend neighborhood schools versus citywide choice schools. In some Districts (such as Districts 1, 2, and 4), the majority of students attend schools in their neighborhoods, indicating relatively strong alignment between residential patterns and school locations. In District 4, nearly three-quarters of students attend neighborhood schools, suggesting a more traditional attendance pattern and stronger neighborhood-school relationship.

In other Districts, however, a majority of students living in the area attend schools elsewhere in the city. Districts 3, 5, 6, and 7 all show more than half of students attending citywide schools, with District 3 approaching two-thirds. This level of cross-District movement signals that families are actively seeking programs, school models, or facilities outside their immediate neighborhoods—whether due to perceived quality, program specialization, or facility condition.

This dynamic has major implications for facilities and enrollment planning. When students routinely cross District boundaries, capacity, utilization, and facility need cannot be assessed using neighborhood enrollment alone. A school may appear underutilized locally while still serving as a regional draw, or conversely, a neighborhood may have high residential demand but limited local capacity. Understanding this distinction is essential to avoid misaligning investment, consolidating the wrong schools, or underbuilding in high-demand areas.

District No.	% Attending Neighborhood School	% Attending Other OUSD School
1	67.8%	32.2%
2	64.3%	35.7%
3	33.0%	67.0%
4	73.3%	26.7%
5	43.6%	56.4%
6	38.8%	61.2%
7	46.6%	53.4%

Figure 20 *Students living in District by School Board District and Live Go status SY 2024-25*



Enrollment Health Index

The Enrollment Health Index evaluates school demand, utilization, and future enrollment patterns to inform capacity planning and investment decisions within the FMP. g.

Key Factors:

FAMILY CHOICE RATE (%)

Measures the share of students selecting a school by choice, analyzed by entry grade (TK/K, 6th, 9th) to reflect different enrollment entry points across school types.

- High choice rates indicate strong program demand and school attractiveness
- Low choice rates may reflect program, perception, or facility limitations, signaling opportunities for program redesign, targeted reinvestment, or consolidation
- Variations by entry grade help identify specific transition points (e.g., middle or high school) where demand shifts, informing targeted interventions.

ATTENDANCE AREA UTILIZATION

This measure is calculated by dividing Students in Boundary with Optimal School Size as per grade. It evaluates how well a school's capacity aligns with the number of students living within its attendance boundary.

- This metric helps balance equitable access to seats with efficient use of facilities across the District.

LOCAL CAPTURE RATE (%)

This measure is calculated by dividing Students Attending by Students in Boundary. It measures the proportion of neighborhood students who attend their assigned school, reflecting local demand and school preference.

- High capture rates indicate strong neighborhood alignment and community trust, supporting continued investment.
- Low capture rates suggest students are opting out, which may point to program gaps, facility quality issues, or perceived inequities.
- This metric is critical for understanding how families experience school choice within the system.

5-YEAR PROJECTED ENROLLMENT TREND (%)

Represents anticipated enrollment growth or decline over time based on projections.

- Growth trends require proactive planning for capacity expansion, phased development, and infrastructure upgrades to accommodate future demand
- Declining trends signal the need to avoid overinvestment, and instead consider right-sizing, consolidation, or flexible space strategies.
- This forward-looking metric ensures that investments are aligned with long-term sustainability, not just current conditions.

INDEX CALCULATION

The four factors are standardized to a common quintile scale and combined to create a composite Enrollment Health Index out of 20.

The index provides a clear, data supported view of school size, family preferences, and expected enrollment trends, helping the District incorporate choice patterns, geographic demand, and long-term projections into facilities decision-making.

Small School Patterns in OUSD Compared to Similar Districts and California

Figure 21 provides an important companion story, showing that Oakland Unified has a much larger share of small schools compared to Districts of similar size and California as a whole. This analysis is intended to provide context for facilities planning. The FMP does not make decisions regarding school closures or consolidations. However, understanding enrollment distribution is critical to aligning facility investments with long-term sustainability, educational quality, and equity.

OUSD HAS A DISPROPORTIONATELY HIGH NUMBER OF SMALL SCHOOLS

A very high percentage of OUSD schools enroll fewer than 500 students, with many below 400. In Figure 21, this appears on the left side of the graphs, where OUSD shows noticeably taller bars for schools under 400 and under 500 students than peer Districts and statewide averages. In contrast, schools across California overall show a stronger concentration of campuses enrolling more than 600 or 700 students, which are more likely to have the scale needed to support high-quality, comprehensive programs, foster staff collaboration, and operate efficiently.

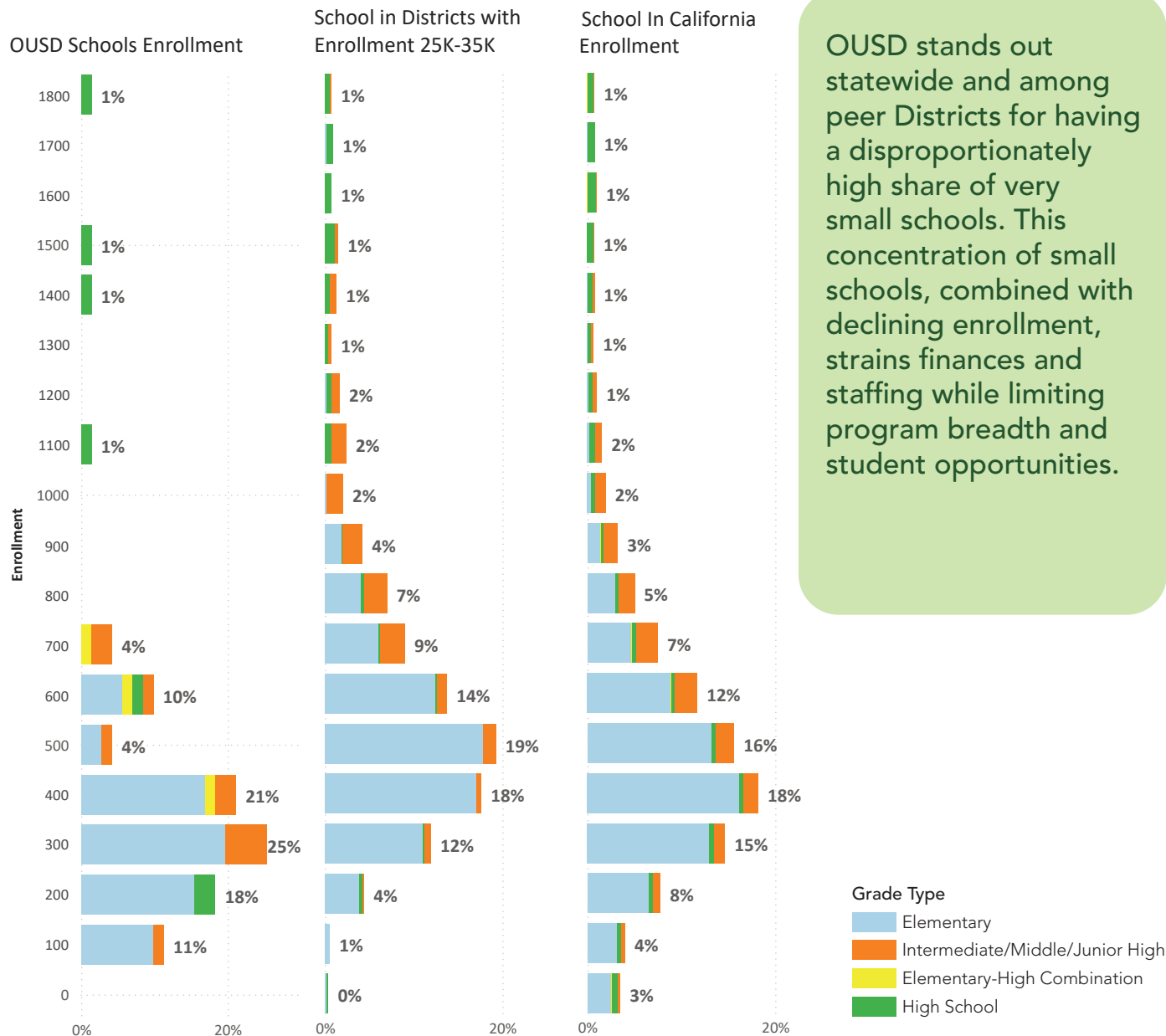


Figure 21 Share of Schools by Enrollment Size: OUSD in Comparison with Peer Districts and California in SY 2024-25



EDUCATIONAL AND FINANCIAL STRAIN OF SMALL SCHOOL SIZE

Having so many small schools creates both educational and financial strain. Smaller schools must still provide core programs—such as special education, electives, and student supports—while operating with fewer students generating funding. As a result:

- Cost per student is higher, placing pressure on the general fund.
- Staffing resources are stretched across more campuses, making it harder to hire and retain specialists and highly qualified staff.
- Program offerings can be limited for students and families, as smaller enrollments may not support a wide range of courses, athletics, arts, or advanced learning opportunities.

COMPOUNDING CHALLENGE: SMALL SCHOOLS AND DECLINING ENROLLMENT

OUSD's situation is not simply that schools are small, but that the District has many small schools at the same time overall enrollment has been declining. Compared to similarly sized California Districts with 25,000–35,000 students, Oakland stands out as an outlier with the largest share of schools below recommended enrollment thresholds for efficient operation. This places the District in a difficult position relative to peers, as fewer students must be spread across more buildings.

NOT A STATEWIDE CONDITION

Statewide comparisons reinforce that this is not a statewide issue. Districts of many sizes have found ways to consolidate and operate schools with stronger enrollment levels. In Oakland, the large number of small schools means that funding, staff, and programs are diluted across too many locations—affecting the student experience, limiting program growth, and reducing the District's financial flexibility to support innovation.

Implications for Facilities Planning

Taken together, demographic data illustrates the complexity and diversity of the populations served by OUSD schools. Facilities must support multilingual learners, students with disabilities, early learners, newcomers, and students accessing health and wellness services, while also providing functional and supportive environments for educators and staff.

Data shows that OUSD's enrollment landscape is shaped by both student need and family choice, and that these patterns vary significantly across the city. Facilities planning that relies only on utilization or attendance boundaries would miss these underlying dynamics. Instead, effective capital planning must integrate:

- Student need (unduplicated pupil concentrations)
- Residential patterns and neighborhood stability
- Citywide choice behavior and cross-District enrollment flows
- Program location and facility quality
- Capacity and utilization at both local and regional scales

OUSD's enrollment patterns reflect both student need and family choice and vary across Oakland, so facilities planning must go beyond utilization and attendance boundaries to account for equity, housing patterns, choice-driven enrollment flows, program location, facility quality, and capacity at local and regional scales.

4.6. Building Occupancy Rate and Capacity

UNDERSTANDING THE CAPACITY TERMS IN THE CONTEXT OF OUSD

The occupancy results are built on three different capacity definitions. Together they help explain why the District appears to have capacity that exceeds current enrollment:

PLAN USE CAPACITY

This is the maximum number of students a school was originally built to handle based on the number and size of general classrooms. Rooms larger than 600 square feet are counted as classroom spaces and no adjustments are made for program needs. This capacity creates a theoretical upper limit for what each campus can hold if every space is used for standard instruction.

California Department of Education (CDE) encourages Districts to maintain standard of minimum of 960 square feet for new K-12 general classrooms. Kindergarten classrooms often require a larger minimum of 1,350 square feet. Under the California School Facilities Program (SFP), the assumed student loading standard (students per classroom) for funding eligibility is 25 for elementary and 27 for middle and high schools.

PROGRAM USE CAPACITY

This measure accounts for specialized instructional spaces that cannot function as general classrooms. A science lab, for example, includes specialized infrastructure that make it unsuitable for use as a standard classroom for younger grades. Classrooms are therefore evaluated based on their intended function and required equipment.

It reflects how many students a school can serve while still providing required programs such as science, music, and arts. It also recognizes that special education program placements, conversions of spaces for electives, libraries, and other instructional supports, reduce the number of rooms available for general classroom use and therefore directly impact overall capacity.

SCHEDULED USE CAPACITY

This is the most practical measure because it adjusts capacity based on how schools are actually using space today. As Districts evolve, they introduce additional support and enrichment programs such as counseling suites, intervention rooms, language learning support, or community partnership spaces. Scheduled use capacity excludes these rooms from the instructional capacity count. It reflects real-world conditions and educational priorities at each individual campus rather than a one-size-fits-all number.

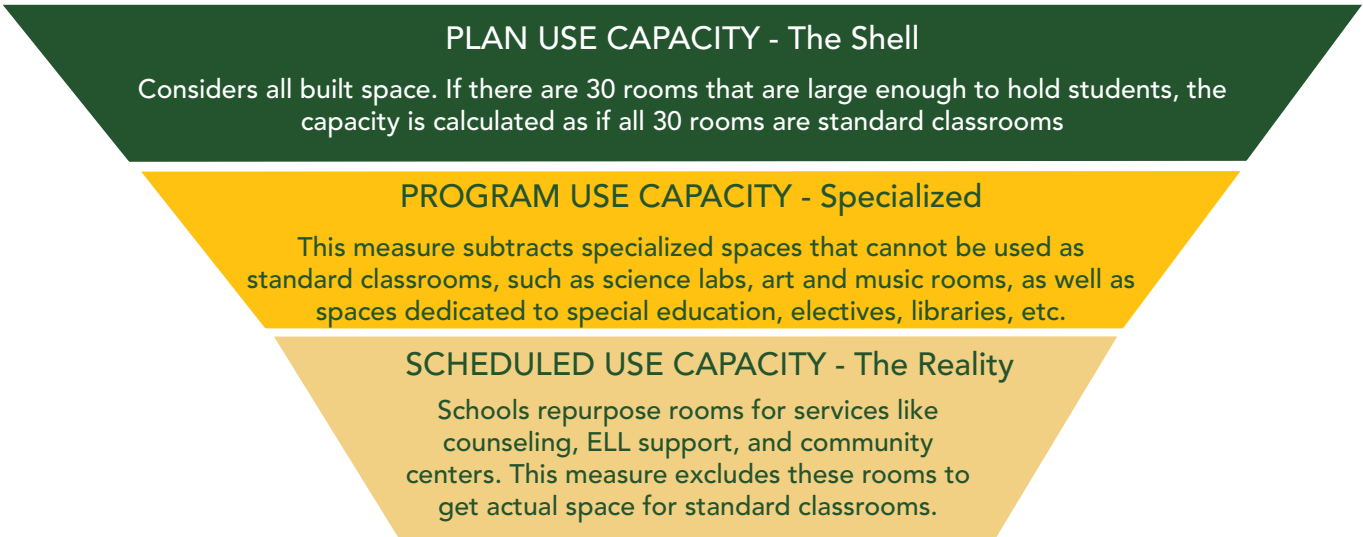


Figure 22 Relationship Between Different Types of Capacities



Enrollment and Capacity

Figure 23 shows three different measures of capacity compared to total enrollment. Scheduled capacity and plan use capacity both exceed current Districtwide enrollment, indicating that OUSD has far more space than students to fill it. The total scheduled capacity is 48,227 seats and plan use capacity rises to more than 57,000 seats, while enrollment is only around 34,280 students Districtwide. This imbalance reinforces the idea that the District is maintaining physical space built for significantly larger numbers of students than are currently being served.

Enrollment utilizes approximately 71% of scheduled-use capacity, 63% of program capacity, and 60% of plan capacity, indicating substantial excess capacity across OUSD facilities.

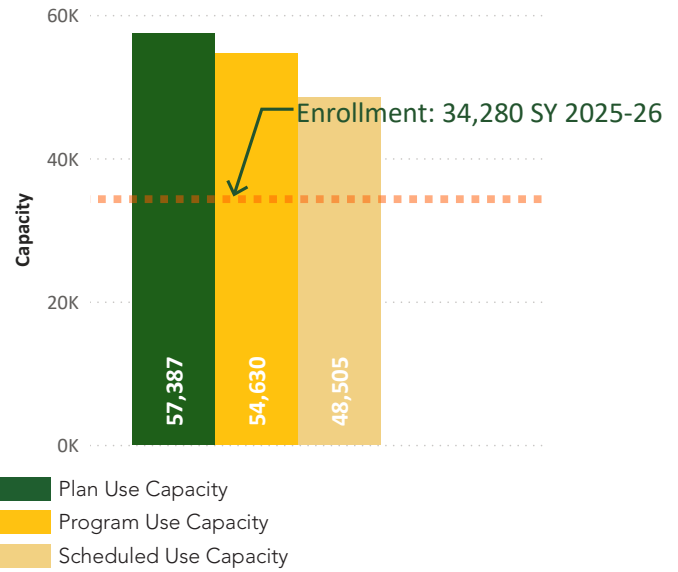


Figure 23 Capacity of OUSD Schools
Excludes capacity and enrollment of Alternative Education and Charter School sites.

Occupancy Rates by Grade

Figure 24 shows how occupancy rates vary across grade band. The figures effectively summarize these vast ranges and highlights the “outliers” (those few schools over 100%).

- Wide Disparity in Elementary Schools: Occupancy rate varies drastically, with some campuses operating above 90% while many others fall below 70% or even 30%.
- Consistent Pattern Across Grades: This uneven distribution is not limited to elementary schools; it is also observed across middle schools and middle-high campuses.
- Widespread Lower Occupancy Rates: A significant portion of OUSD campuses have low occupancy rate, meaning daily attendance is lower than the intended seat capacity
- Limited Overcrowding: Only a small minority of campuses are operating at over 100% capacity

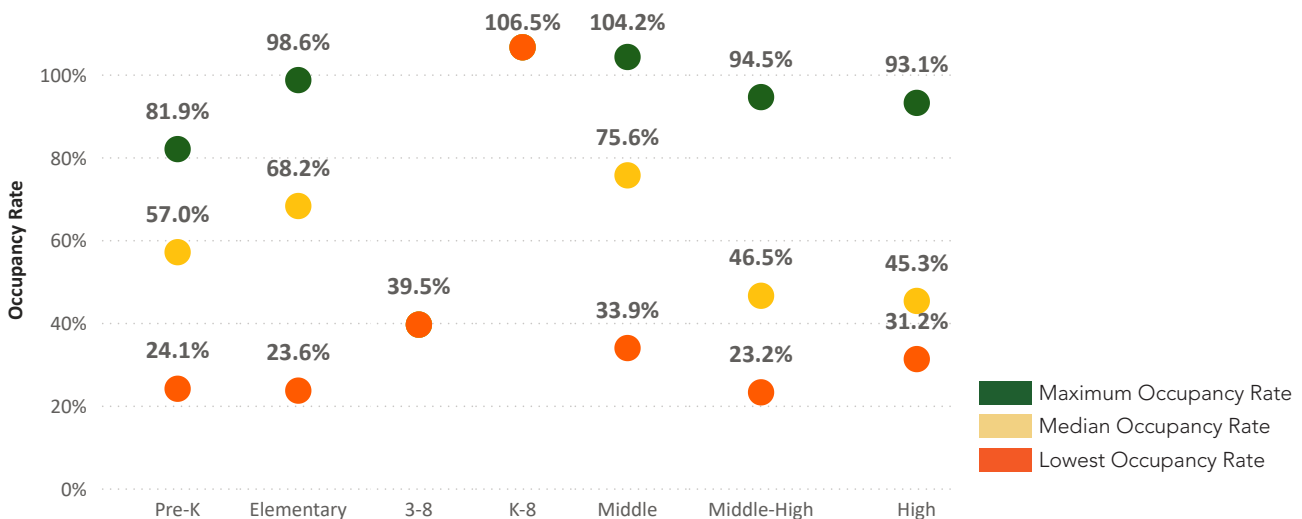


Figure 24 Occupancy Rate By Grade Band

- Operational Challenges: The imbalance creates a scenario where some schools face overcrowding while others must manage the overhead of empty rooms and excess facilities.

Aligning Facilities with Enrollment Reality

These findings reinforce the challenges associated with schools with low occupancy rates.

- Infrastructure Mismatch:** OUSD is maintaining a facilities portfolio designed for a much larger student population, resulting in significant “empty seat” overhead.
- Operational Budget Strain:** Carrying excess square footage forces the District to divert funds into utilities, custodial services, and administrative staffing for underutilized buildings rather than direct student services.
- Impact on Program Breadth:** Smaller, under-enrolled campuses struggle to offer a full suite of enrichment—such as world languages, athletics, and AP courses—because staffing is tied to student counts that are too low to sustain specialized positions.
- Magnified Inequities:** Uneven utilization creates a disparate student experience where neighborhood access to high-quality facilities and diverse programming depends on a school’s enrollment.



4.7. Portables

OUSD relies extensively on portable buildings, with approximately 470 portables in the inventory, many of which have exceeded their intended lifespan. Figure 25 shows that nearly 41.5 percent of portables are approaching the end of their useful life, and another 51 percent have already exceeded it. Only about 7.6 percent remain within their expected lifespan, indicating long-term reliance on structures designed to be temporary is not sustainable.

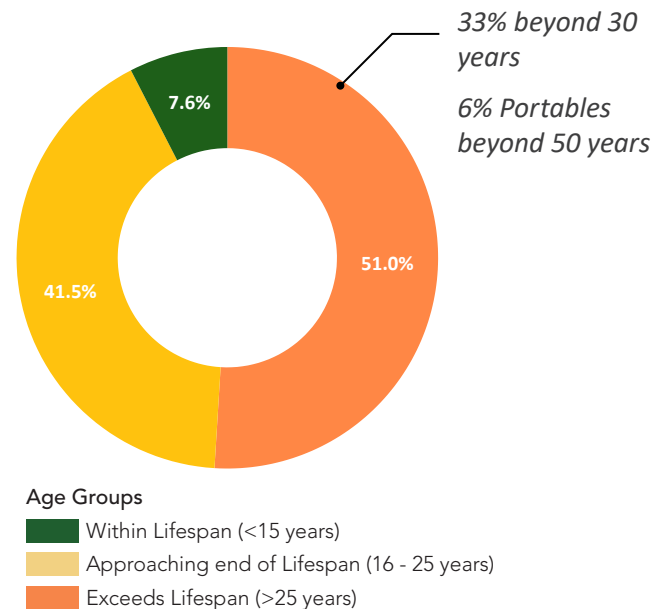


Figure 25 Age Of Portables Used By OUSD

PORTABLES FUNCTION AS PERMANENT INSTRUCTIONAL SPACE

More than 80 percent of portable buildings are used for core instructional purposes. Rather than serving as swing space, storage, or temporary capacity, these units function as daily classrooms. This creates a significant concern for both student experience and long-term capital planning, as the District has become reliant on facilities not designed for decades-long use.

LIMITATIONS OF AGING PORTABLES AS LEARNING ENVIRONMENTS

Portable classrooms often fall short of the quality provided by permanent school facilities, with both physical and operational constraints.

- Lower-quality learning environments:** Poor insulation, inefficient HVAC, and exposure to noise and weather create less comfortable and effective spaces for teaching and learning



- High maintenance and lifecycle costs: Aging units require frequent repairs and become increasingly expensive to operate over time
- Operational and safety challenges: Separation from main buildings disrupts instructional time, complicates supervision, and impacts younger students and those with mobility needs
- Limited program flexibility: Inability to support labs, specialized programs, and technology-rich instruction restricts modern educational delivery

FINANCIAL IMPLICATIONS OF CONTINUED PORTABLE USE

From a capital and operational perspective, aging portables represent a long-term burden:

- Frequent repairs are required to maintain safety and basic functionality.
- These investments do not meaningfully extend the life of the building.
- Funds spent on short-term fixes reduce resources available for permanent solutions.

NEED FOR A CLEAR REPLACEMENT STRATEGY

The number, age, and current use of portables indicate a clear need for a replacement strategy. Many units have exceeded their life expectancy while continuing to serve as core instructional spaces. Transitioning from aging portables to permanent, purpose-built classrooms would:

- Improve safety, comfort, and equity across campuses
- Support modern instructional requirements
- Align with broader District trends, including declining enrollment, small school sizes, and uneven facility utilization

As OUSD evaluates how to optimize its facility portfolio, replacing or removing aging portable buildings should be a central component of its long-term facilities strategy.

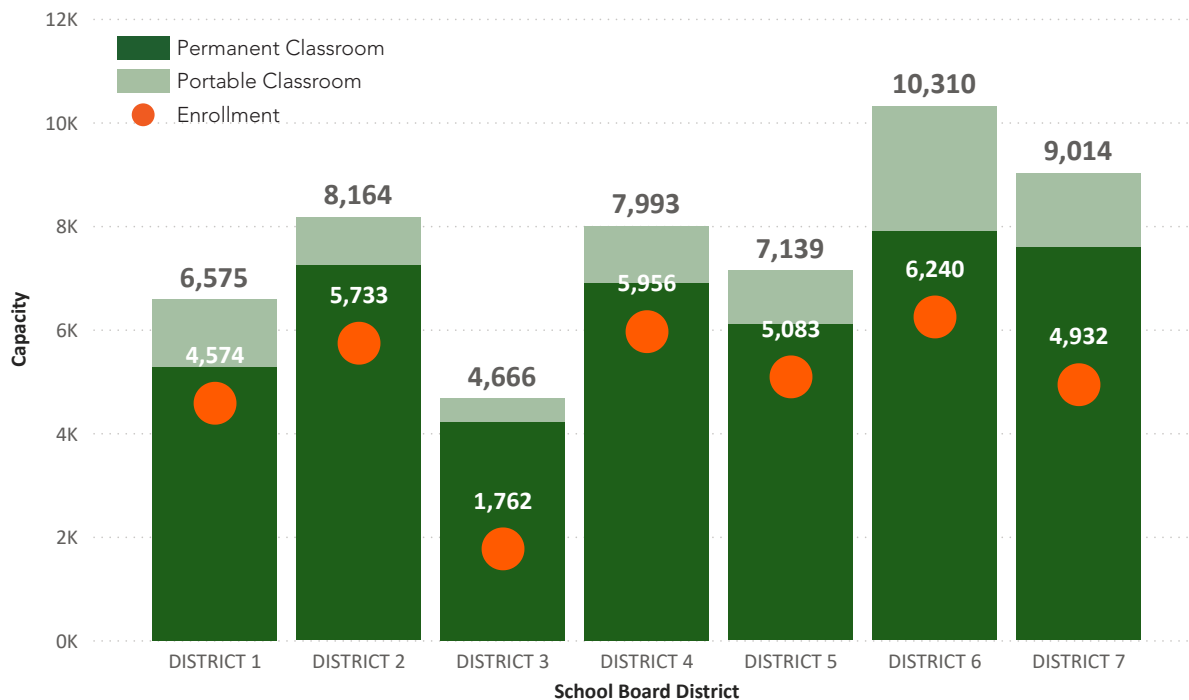


Figure 26 *Portable and Permanent Program Use Capacity and Enrollment by School Board District in SY 2025-26 Includes Pre-K enrollment. Excludes capacity and enrollment of Alternative Education and Charter School sites.*

4.8. Education Adequacy

Education adequacy is a central pillar of the OUSD FMP because it evaluates how effectively school facilities support teaching, learning, and student well-being. While facility condition data describes the physical state of buildings, education adequacy assesses whether spaces are appropriately designed, organized, and equipped to support modern instructional practices and whole-child learning.

As part of this plan, Education adequacy Assessments were completed across all OUSD campuses using more than 260 metrics organized into eight categories. Each campus received ratings that reflect how well its spaces support instructional delivery, collaboration, student services, and community connection.

Education adequacy results show that OUSD campuses vary widely in how well they support today's teaching and learning needs. Districtwide, approximately 42% of campuses are rated Fair, 43 percent are rated Good, and 16 percent are rated Poor, indicating that a meaningful share of schools fall short of contemporary educational expectations even when basic functionality is present.

KEY TAKEAWAYS

- Adequacy gaps often reflect space quality and layout, not just building condition.
- Campuses may perform well in classroom space but lag in environmental quality, organization, extended learning, or support spaces.
- Inadequate classrooms (size, flexibility, acoustics, daylight) can limit instruction and student engagement.
- Missing collaboration, counseling, special education, arts, and STEM spaces can hinder academic and equity goals.
- The data reinforce that even buildings in acceptable physical condition may be educationally inadequate if their layouts and spaces do not align with current instructional models.

By incorporating education adequacy data into the Facilities Master Plan, OUSD is able to move beyond a narrow focus on building systems and instead evaluate how facilities contribute to learning outcomes. This perspective is critical for prioritizing investments that improve not only the condition of schools, but also their ability to support high-quality teaching, student success, and community trust.



Figure 27 Education Adequacy Categories

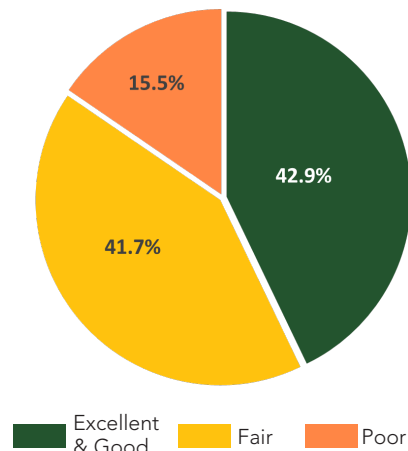


Figure 28 Districtwide Education Adequacy ratings

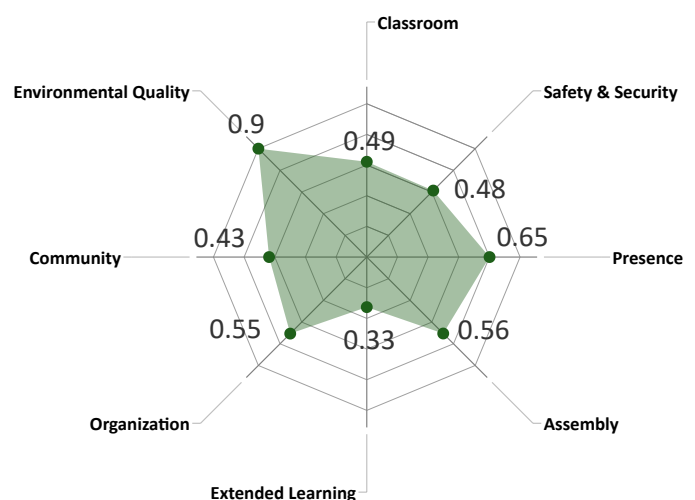


Figure 29 OUSD Schools Overall Rating by EA category



4.9. Building Age

Building age is a key indicator of both the long-term sustainability of OUSD’s facilities portfolio and how well campuses support modern teaching and learning. Many OUSD schools were constructed decades ago—most prior to 1970, with a significant number built before 1950—creating challenges that extend beyond routine maintenance and affect day-to-day performance and educational functionality.

- Older buildings require more frequent and costly repairs to major systems (HVAC, electrical, plumbing, roofs).
- Outdated infrastructure and layouts can limit the effectiveness of incremental upgrades.
- Many campuses were designed for older instructional models and lack flexibility for today’s learning needs.

- Many facilities were also not designed to provide adequate working spaces for the diverse array of staff roles needed to support today’s scholars.
- Retrofitting for modern programs (technology, inclusive services, collaboration spaces) can be costly and only partially successful.

When evaluated alongside facility condition and education adequacy, building age helps identify where continued reinvestment may yield diminishing returns and where full modernization or replacement may provide greater long-term value

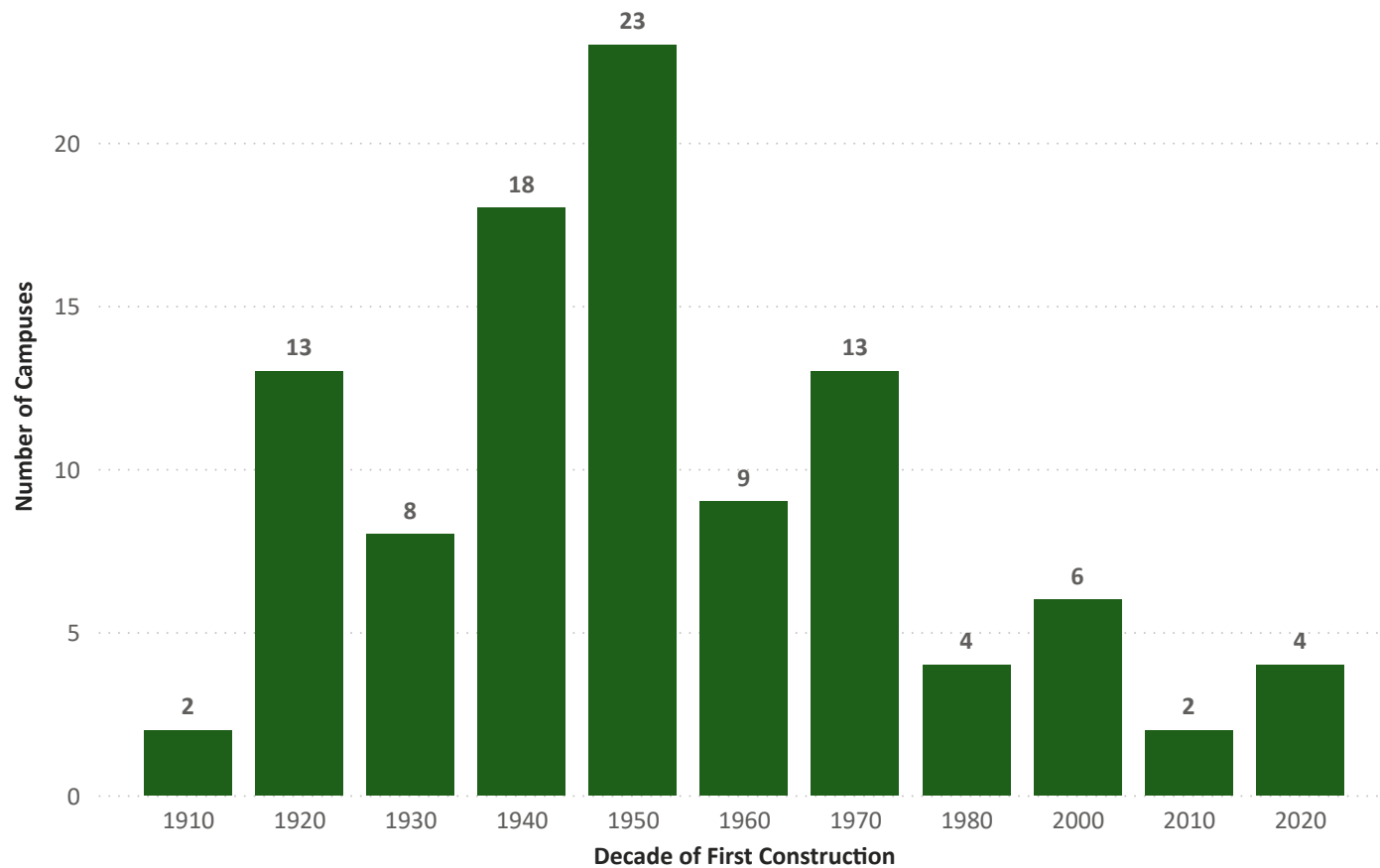
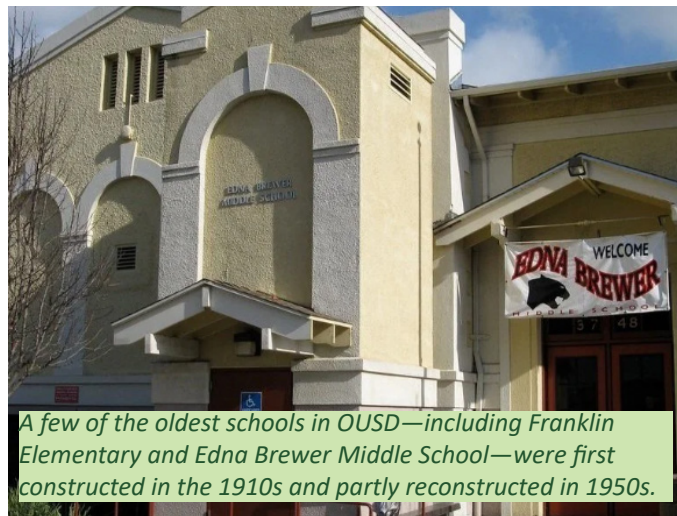


Figure 30 Original Construction Year Of OUSD facilities

4.10. Facilities Condition

To support long-range capital planning and future bond development, AECOM conducted comprehensive Facility Condition Assessments (FCAs) at every OUSD campus, evaluating building systems, site conditions, and life-cycle performance across the entire portfolio. These assessments were performed using consistent methodology and industry standards, allowing for direct comparison across schools, grade bands, and system types.

The findings summarized in the following figures represent portfolio-level trends, not project-specific scopes. Detailed, school-by-school FCA reports have been prepared separately and should be used to inform individual project definition, sequencing, and cost development. Together, the portfolio analysis and the campus-level assessments provide a robust foundation for prioritizing investments that balance urgency, equity, and long-term stewardship. Please refer to **Appendix 7.13** for detailed methodology for the FCA process.



A few of the oldest schools in OUSD—including Franklin Elementary and Edna Brewer Middle School—were first constructed in the 1910s and partly reconstructed in 1950s.

Building Age as a Structural Driver of Capital Need

The distribution of campus construction dates reveals a portfolio shaped largely by mid-century growth, with a significant concentration of facilities constructed between the 1940s and 1970s. This period accounts for the largest share of existing campuses, reflecting historic enrollment expansion and development patterns across the District. While these buildings have served generations of students, they were designed for a fundamentally different educational, environmental, and operational context.

Facilities constructed during this era typically include:

- Mechanical systems that predate modern efficiency and ventilation standards
- Electrical infrastructure that was not designed to support current technology loads
- Limited insulation and envelope performance, contributing to thermal stress
- Structural layouts that restrict flexibility for contemporary instructional models
- Additions layered over time that create system fragmentation and inefficiencies

As shown in Figure 30, relatively few campuses were constructed after 2000, meaning the District's newest facilities represent only a small portion of total square footage. As a result, OUSD is primarily managing buildings that are now 50 to 80 years old—well into the period when major reinvestment is typically required to maintain functionality and safety.

Building age is not merely a historical data point; it is a proxy for cumulative capital risk. Older facilities tend to experience simultaneous degradation across multiple systems, making isolated repairs increasingly ineffective. This reality reinforces the need for bundled system investments and full modernizations where age-driven limitations cannot be addressed through incremental work alone.



Facilities Condition Index

For OUSD, the FCI results indicate that facility needs are widespread and significant across the portfolio. Using common thresholds (excellent <0.1, good <0.2, fair <0.4, poor <0.6, deficient >0.6), 37% of schools are rated deficient, 29% are fair, and 10% are poor, while only 24% fall within the good or excellent range. This distribution suggests that many campuses are beyond routine maintenance and require substantial reinvestment.

IMPLICATIONS:

These trends point to a Districtwide lifecycle challenge, where deferred maintenance increases costs, elevates risk of system failures, and contributes to uneven learning environments across the District. The high share of campuses in poor or deficient condition reinforces the need for a multi-cycle capital strategy that combines near-term stabilization with targeted modernization.

USING FCI AS A PLANNING TOOL:

FCI helps OUSD prioritize investments by identifying which campuses face the greatest physical risk and deferred maintenance burden. It supports transparent decision-making by providing a consistent, comparable measure of condition across schools, helping the District group projects into Districtwide repair programs (e.g., roofs, HVAC, electrical) and target deeper reinvestment where the scale of need is highest. When paired with

$$\text{Facilities Condition Index (FCI)} = \frac{\text{Cost to address deficiency}}{\text{Present Replacement Value of System}}$$

The Facility Condition Index (FCI) shows how much reinvestment a building needs relative to its replacement value—lower FCI scores indicate better condition, while higher scores indicate greater deferred maintenance and capital need.

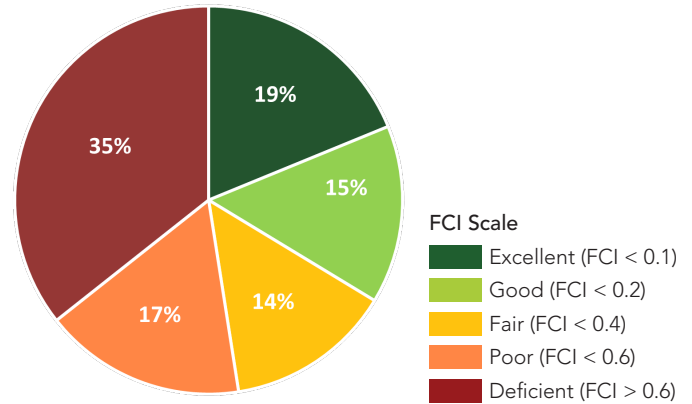


Figure 31 Districtwide Facilities Condition Index

education adequacy, enrollment/utilization, and equity factors, FCI becomes a powerful input for developing bond priorities and sequencing capital improvements over time.

System Costs and the Escalating Cost of Inaction

The system-level cost breakdown in Figure 32 further clarifies where the District's largest financial exposures lie. Structural systems, HVAC, electrical infrastructure, and building envelope represent the majority of total construction cost. These are not discretionary improvements; they are the backbone of safe, functional, and durable facilities. When these systems fail, the impacts extend far beyond the individual component, affecting safety, operations, and educational continuity.

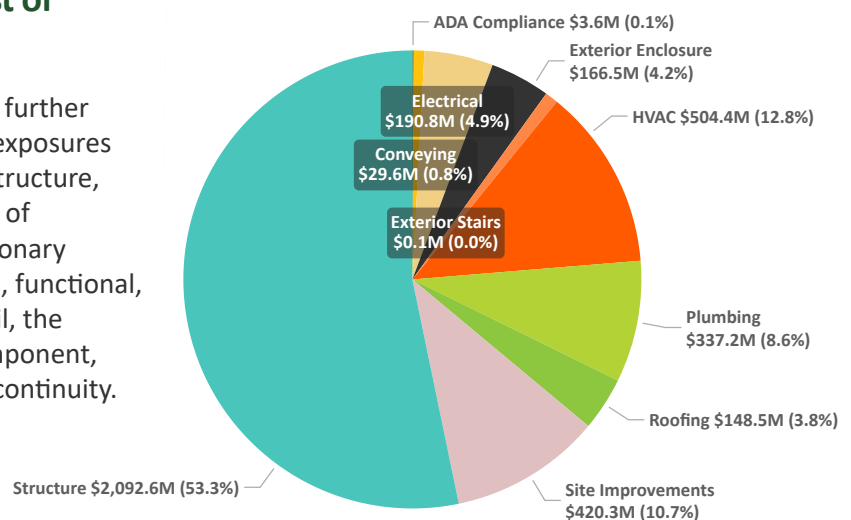


Figure 32 Districtwide Total Construction Cost (2026) By System

The financial implications of these conditions are illustrated in the comparison between projected near-term capital investment and the estimated 2040 “do nothing” cost, shown by grade band in Figure 33. Across every school type, the cost of deferring investment dramatically exceeds the cost of planned intervention. In elementary and high schools—where both square footage and system age are highest—the gap is particularly pronounced.

In many cases, deferred systems require full replacement rather than targeted repair, eliminating the opportunity for lower-cost interventions.

This gap reflects “Do-Nothing costs” associated with deferred maintenance compounding over time—delayed replacements lead to cascading failures, broader damage, and higher costs, often requiring full replacement instead of lower-cost repairs.

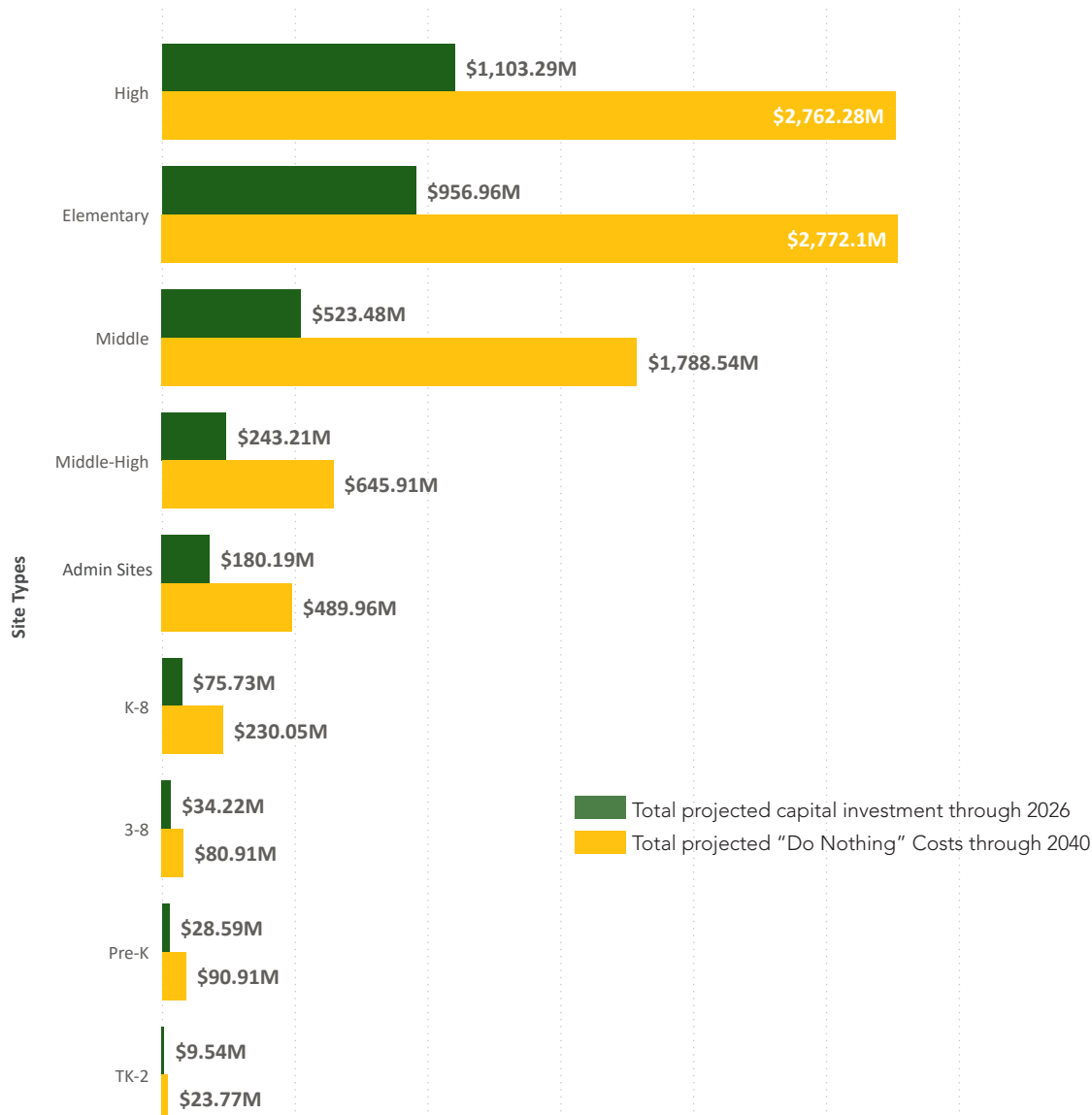


Figure 33 Projected Capital Investment Needed In 2026 And 2040 (“Do Nothing” Cost) By Grade



Implications for Future Bond Planning

BOND PLANNING FRAMEWORK: FROM FCA FINDINGS TO STRATEGIC INVESTMENT

Taken together, these findings establish a clear framework for future bond development. The FCA data shows that OUSD's capital challenge is not limited to isolated buildings or systems—it is a portfolio-wide lifecycle issue that requires an intentional, multi-cycle investment strategy.

The detailed campus-level FCA reports prepared by AECOM provide the technical foundation for project-specific decisions. The portfolio analysis presented here provides the strategic context for those decisions, helping ensure future investments are proactive, equitable, and financially responsible, while preserving OUSD facilities for the next generation of students

FACILITY CONDITION DATA AS A BASELINE (NOT THE ONLY DRIVER)

Facility condition data is essential for understanding physical risk and long-term capital liability across the portfolio. Building age, remaining useful life, and system costs provide critical insight into where infrastructure is failing and where deferred maintenance is creating long-term financial exposure. However, facilities exist to support educational programs—not simply to be maintained as assets. Capital planning must therefore balance technical needs with educational, operational, and strategic considerations to align investments with the District's long-term goals.

INTEGRATED CAPITAL PLANNING APPROACH

For this reason, OUSD's capital planning framework pairs facility condition findings with additional datasets, including:

- Education adequacy (EA)
- Occupancy Rate and enrollment trends
- Programmatic needs
- Equity considerations
- Long-range District strategy

This integrated approach supports more nuanced decision-making. For example, a campus with significant facility needs may warrant a different level of investment if enrollment is declining or programs are likely to be consolidated. Conversely, a high-utilization campus serving strong educational demand may justify accelerated reinvestment even if some systems are not yet at end of life.

By combining these inputs, OUSD can move beyond reactive maintenance toward a holistic investment model—one that prioritizes projects not only based on what is failing, but on where investment will deliver the greatest educational, operational, and community value over time.



4.11. Water Quality

Challenge: Lead in Drinking Water

Like many school Districts across California and the nation, OUSD has identified elevated lead levels at some drinking water outlets, primarily due to aging infrastructure and legacy plumbing materials common in older buildings. Even when municipal water meets regulatory standards, lead can be introduced within school buildings through internal plumbing components, corrosion, or stagnant water conditions.

Following extensive remediation efforts—including repeated testing, filtration systems and fixture improvements—now only four* drinking water fixtures across the District are failing the tests.

However, addressing the root causes such as aging plumbing infrastructure, remains an ongoing challenge. This FMP establishes a path forward to systematically address these long-term infrastructure needs.

**None of these 4 fixtures are in operation*

OUSD follows EPA's 3Ts (Training, Testing, and Taking Action) approach.

OUSD goes beyond minimum compliance by adopting a stricter 5.0 ppb standard**, removing fixtures from service until remediation and retesting confirm safe conditions, and publicly reporting results.

OUSD approach

OUSD has implemented a comprehensive and proactive "Lead in Drinking Water Program" to ensure that students, staff, and the broader school community have access to safe and healthy drinking water.

OUSD implements a multi-step testing and remediation process to identify and address potential lead exposure in drinking water outlets across campuses. This approach allows the District to quickly respond when elevated levels are detected and ensure outlets are safe before returning them to service. Key steps include:

- **Baseline Testing:** Conduct sequential draw testing in accordance with EPA's 3T guidelines at consumable outlets to determine whether lead originates at the bubbler, angle stop and its components, or deeper plumbing systems within building.
- **Immediate Corrective Action:** Remove fixtures from service ensuring water is closed when elevated levels are detected. Appropriate signage or lock is placed.
- **Fixture Repair or Replacement:** Replace or repair fixtures and related components where appropriate.
- **Filtration & Alternative Water Access:** Install point-of-use filtration systems or deploy filtered water stations to provide safe drinking water access.
- **Verification Testing:** Conduct follow-up testing to confirm remediation effectiveness before outlets are returned to service.

As a result, while comprehensive testing identifies elevated lead levels, post-remediation water quality now meets safety standards across campuses, and exposure risk is being actively managed.

***Current lead standards:*

California- Equal or less than 15 ppb

Federal - Equal or less than 10 ppb

ppb= Parts per billion



Summary of Initial Baseline Testing Results by Draw

Figure 34 summarizes results from the comprehensive testing prior to remediation, showing average lead concentrations by decade of construction of the campus and by draw type. The top chart (Draw 1) reflects fixture-level conditions, the middle chart (Draw 2) reflects near-fixture plumbing such as angle stops and short branch lines, and the bottom chart (Draw 3) reflects upstream piping conditions.

As expected, the highest average lead levels are observed in buildings constructed prior to 1986, when lead-containing plumbing materials were more common. These older buildings show elevated values at the fixture and near-fixture levels, with some continued contributions from upstream piping. Newer buildings generally show much lower average lead concentrations across all three draws, although isolated exceedances still occur, reinforcing the need for a Districtwide approach rather than a focus on age alone.

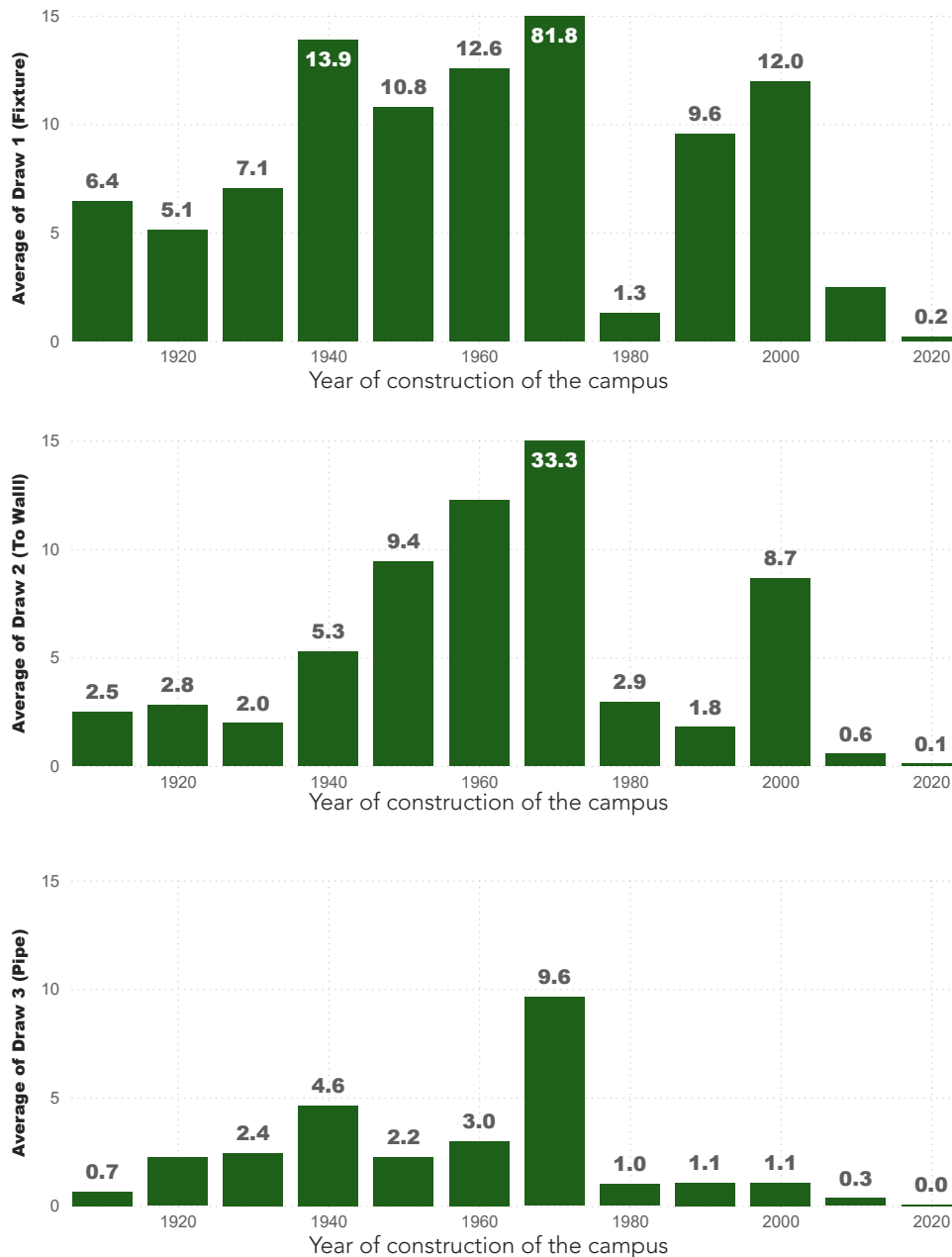
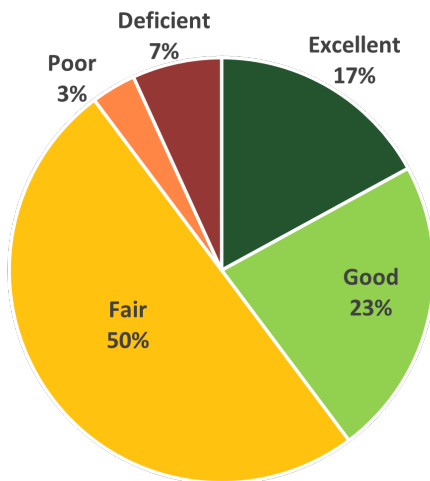


Figure 34 Baseline Results For Tests Done In Summer 2025

Importantly, the data shows a clear decline in average lead levels from Draw 1 to Draw 3, indicating that many exceedances originate at fixtures or nearby components rather than the entire plumbing system. This finding validates the District's remediation strategy, which emphasizes filtration and targeted fixture replacement as effective short-term controls. At the same time, the presence of upstream contributions in some buildings highlights where plumbing renewal should be considered as part of larger capital projects rather than addressed through repeated operational fixes.

Draw Number	# Devices Tested	% of Devices >5.0ppb from initial Test
Draw 1	2,447	20.40%
Draw 2	2,155	11.60%
Draw 3	2,155	7.00%

Figure 35 *Percentage of fixtures tested positive at the three draws*



Score Scale
 Fixtures passing both 2nd and 3rd Draw

- Excellent - 90% to 100%
- Good - 80% to 89%
- Fair - 70% to 79%
- Poor - 60% to 69%
- Deficient - Below 59%

Figure 36 *Plumbing infrastructure scores derived from Draw 2 and Draw 3 baseline testing results*

Integrating Water Quality Findings into Capital Planning

While operational measures such as filtration and fixture remediation have been effective in maintaining safe drinking water, testing data now provides an opportunity to guide long-term capital investments through the Facilities Master Plan.

- **Prioritize Plumbing Renewal:** Buildings with repeated upstream exceedances can be prioritized for plumbing replacement as part of major renovation projects.
- **Target Operational Controls:** Buildings with localized issues can continue to rely on fixture-level remediation and filtration measures.
- **Inform Capital Prioritization:** Integrating water quality data into facility condition assessments supports strategic investments that permanently eliminate lead sources over time.

For detailed information and school-level results, see Appendix 7.8.



4.12. Heating, Ventilation and, Air Conditioning (HVAC)

Facility Condition Assessments (FCA) indicate that much of the District's older building stock relies on aging heating systems and limited mechanical ventilation, with many campuses lacking adequate cooling. Community engagement also consistently identified classroom cooling as one of the top facility concerns. As climate conditions continue to change, providing safe and comfortable learning environments requires modern HVAC systems capable of supporting year-round school operations.

Aging Heating and Ventilation Systems

Many schools rely on heating and ventilation systems that are reaching or exceeding their useful life, resulting in reduced efficiency, increased maintenance needs, and limited ability to maintain consistent indoor comfort.

Air Quality Monitoring

OUSD is advancing a Districtwide approach to improve indoor air quality by combining pilot initiatives with systemwide monitoring tools that support healthier learning environments and data-driven facility decisions. An Indoor airquality pilot program identified solutions such as upgraded filtration, portable HEPA units, and opportunities for automated ventilation controls

Cooling as a Critical Operational Need

Cooling systems are now essential for safe and effective school operations, not discretionary upgrades. Rising temperatures, longer warm seasons, and more frequent heat events increasingly affect instructional time, student health, and building performance, with many schools experiencing high indoor temperatures during months within the academic year.



Aging HVAC Systems

Ongoing Districtwide heat mitigation strategies:

- **Energy efficiency & electrification:** Districtwide energy audit; HVAC, lighting, and building envelope upgrades; conversion to electric heat pump systems.
- **Renewable energy & resilience:** Solar installations, battery backup systems, and districtwide renewable energy procurement.
- **Air quality & ventilation:** HVAC assessments and districtwide CO2/temperature sensors (State grant) to monitor conditions and target improvements.
- **Living Schoolyards & greening:** including tree planting (700+ trees), shade structures, reduced asphalt, and expanded green spaces.
- **Water heater electrification:** Replacement of inefficient systems through PG&E incentive program.
- **Data-informed prioritization:** Facilities Master Plan integrates building conditions, demographics, and real-time data to prioritize investments and tier strategies.

What the Portfolio Data Reveals

When examining OUSD facilities through this lens, a clear pattern emerges: while progress has been made, cooling coverage remains incomplete and uneven across the District. Comparing total building area to the area currently served by cooling systems shows that gaps persist across school types, resulting in inconsistent learning conditions during warm periods.

- Cooling coverage remains partial and uneven across the facilities portfolio.
- Elementary schools show the largest gap between total area and cooled area, despite serving the youngest students and representing a major share of District square footage.
- Middle and high schools often have partial coverage, creating inconsistent conditions across classrooms, wings, or additions.
- Even smaller K–8 and Pre-K facilities face elevated risks due to student age and developmental needs.

Overall, cooling availability has not yet been aligned with where students and instructional time are concentrated, reflecting a legacy of buildings designed for different climate conditions.

Implications for Future Bond Planning

As the District looks ahead to future bond cycles, cooling system upgrades should be elevated as a strategic, Districtwide priority. The data clearly shows that relying solely on full modernizations to resolve cooling gaps will leave many students in vulnerable conditions for years to come.

Future bond planning should therefore:

- Treat cooling as a health, safety, and resilience investment, not just a comfort upgrade
- Prioritize elementary schools and other high-occupancy facilities with the largest cooling gaps
- Integrate cooling upgrades into Tier 1 Districtwide projects, alongside electrical, envelope, and energy efficiency improvements
- Ensure all major renovations and additions deliver full, equitable cooling coverage
- Use cooling availability as a screening criterion for project identification and sequencing, similar to structural condition or capacity need

By addressing cooling intentionally and at scale, the District can protect students and staff, preserve instructional continuity, and extend the life of its buildings while responding proactively to the realities of a warming climate.

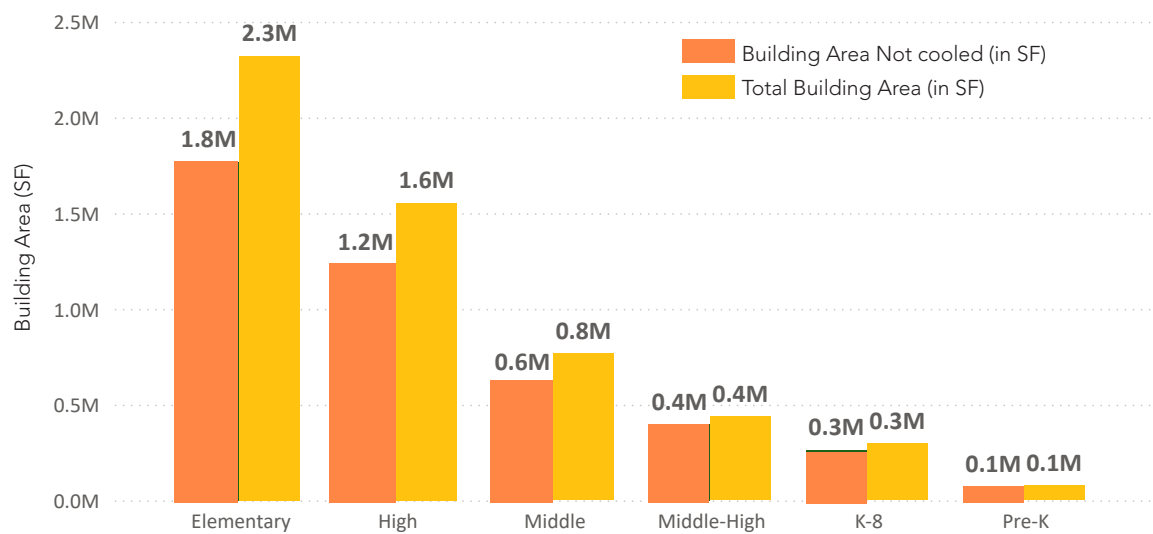


Figure 37 Gaps between total building area and areas with cooling



4.13. Early Childhood Education

Early Childhood Education (ECE), and in particular California’s Transitional Kindergarten (TK) program, represents one of the most powerful investments a District can make in long-term student success. Research consistently shows that access to high-quality early learning improves kindergarten readiness, literacy and numeracy outcomes, social-emotional development, and long-term academic persistence. For families, TK and Pre-K programs also provide critical childcare stability, workforce participation support, and a reliable entry point into the public education system. As California moves toward universal TK, Districts like OUSD are on the front line of translating policy into meaningful, equitable access on the ground.

The data shows clearly that demand for TK in OUSD significantly exceeds current capacity, and that unmet demand is not evenly distributed across the city. As shown in Figure 38, average annual TK waitlists from 2022–2024 vary dramatically by school board District, with some Districts experiencing sustained waitlists several times larger than others. District 4, in particular, stands out with an average annual waitlist of more than 650 students, while Districts 1 and 2 also show substantial unmet demand. These waitlists are not temporary fluctuations; they represent persistent, structural gaps between community need and available seats.

District No.	Average Annual TK Waitlist (2022-25)
1	181
2	101
3	9
4	652
5	17
6	20
7	11

Figure 38 Average Annual TK Waitlist (2022-2025) By School Board District

Mismatch between demand and supply

When these trends are mapped spatially, the mismatch between demand and supply becomes even more evident. Figure 39 shows the current distribution of TK programs across the District, distinguishing between sites with waitlists and those without. This map highlights a critical planning challenge: while TK programs exist in many areas, they are not always located where demand is strongest, nor are they consistently sized to meet neighborhood need. In some high-demand zones, a small number of campuses are absorbing overwhelming pressure, while nearby facilities may have limited or no TK presence at all.

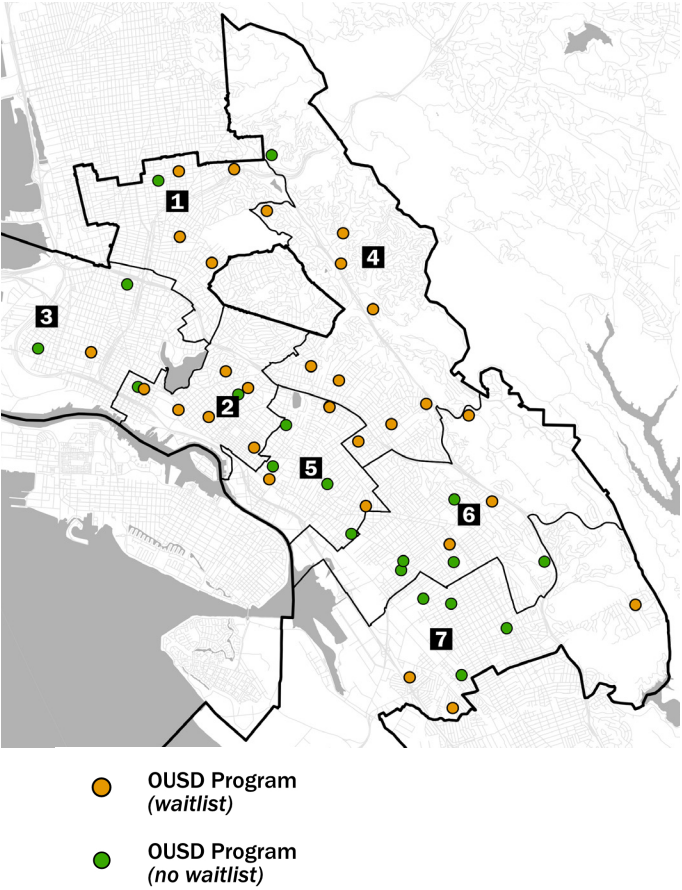


Figure 39 Current distribution of TK programs across the District

This spatial imbalance reinforces inequities in access, particularly for families who lack transportation flexibility or whose work schedules require neighborhood-based options.

Together, these figures underscore a clear conclusion: expanding early childhood capacity is not only an educational priority, but a facilities planning imperative. TK growth cannot be addressed solely through programmatic changes; it requires intentional capital investment in classrooms, restrooms, outdoor learning areas, food service, and drop-off infrastructure designed specifically for young learners. Many existing elementary schools were not built with universal TK in mind, and retrofitting space without capital support places strain on both instructional quality and building systems.

Implications for Future Bond Planning

As the District looks ahead to future bond cycles, early childhood expansion should be treated as a strategic, community-responsive investment. This includes:

- Targeting new TK classrooms in high-demand geographies identified through demographic analysis (See Figure 40). An equity analysis should be conducted to ensure that seats are going to where they are needed the most.
- Expanding or reconfiguring facilities at campuses with sustained waitlists.
- Integrating TK into modernization projects to avoid piecemeal retrofits.
- Ensuring facilities meet developmental, safety, and accessibility standards for young learners.
- Using ECE expansion as a lever for long-term enrollment stabilization and community trust.

Ultimately, early childhood facilities are enrollment strategy, equity strategy, and academic strategy all at once. The charts and maps presented here provide a clear, data-driven foundation for action. By aligning capital investment with demonstrated community demand, OUSD can ensure that every family who wants access to TK has it.

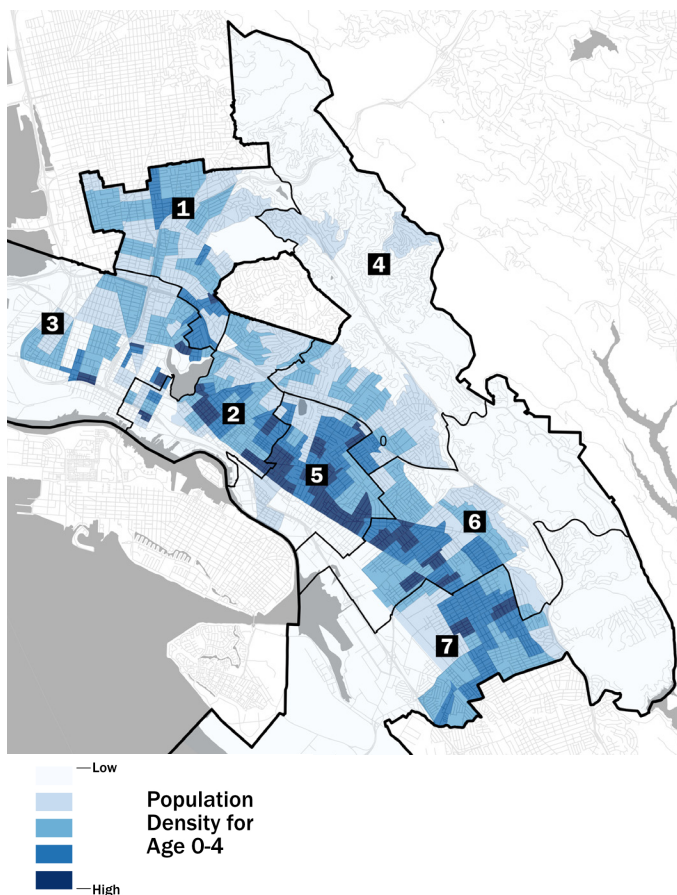


Figure 40 *Distribution of age 0–4 population, indicating areas of potential future demand*

Source: American Community Survey (ACS) Data 2024, accessed February 2025



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