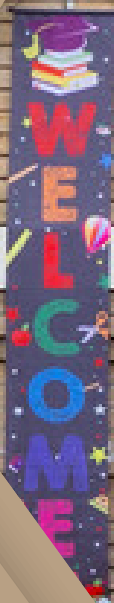


# PATH TOWARD REPURPOSING CLOSED SCHOOLS



SEPTEMBER 2024

Recommendations by  
the CRE Consulting Corps  
to the San Antonio  
Independent School District



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## Executive Summary

The San Antonio Independent School District closed 15 schools in 2023, following many years of decreasing student enrollment. As part of this “Rightsizing Process,” the District analyzed demographics and school enrollment trends and conducted extensive public engagement, inviting comments and questions, and responding to student, alumni, employee, neighborhood and other stakeholders’ input. The District announced it would not sell school properties, instead retaining ownership in case the school properties should be needed as schools in the future. In the meantime, the District announced it would seek to make the properties available for purposes that would meet District or community needs, aiming to prevent vacant schools from becoming a nuisance

With the assistance of the San Antonio Board of Realtors®, the District requested real estate guidance from The Counselors of Real Estate® Consulting Corps regarding the process of repurposing the closed schools. The District does not intend the properties to generate income; however, the new uses must cover their costs. This is likely to be a significant expense which includes insurance, security, maintenance (eg. roof, HVAC systems, etc.), as well as costs to make a building suitable for a different purpose (e.g. zoning changes, permitting, construction, etc.). Overseeing these types of arrangements and construction is an asset management role that the District has not historically played. This report provides an overview of this role along with examples and resources.

To help the district achieve the goal of repurposing properties, this report identifies possible uses, users, and metrics that can help with selecting the new use for a particular building, guidance regarding communications and suggested legal reviews needed. Possible uses include childcare, healthcare, business incubator, community center, housing, recreation, and open space. Many of these uses would require zoning changes, as well as permitting, construction, etc. Collaborating with others will be key to successful outcomes, and this report identifies some of the potential partners, including the City of San Antonio, Bexar County, city/county departments/agencies, housing industry experts, and non-profit organizations.

In recent years many schools have been closed across the U.S. Some have successfully transitioned to a new use, and others have sat vacant for many years. Even if the District intends to give away properties to users who can pay for their upkeep at zero profit, there may not be takers. And even for those who find takers for adaptive reuse, their plans may remain unfulfilled. Complicating the District’s plan to allow reuse of buildings for non-classroom use is the current and projected condition of the office market. Following the pandemic, work from home has become prevalent, leaving much office space vacant.

While this report provides recommendations for the District to approach creating and soliciting proposals to identify and secure users, note that there may be even harder choices ahead than the closing of the schools. Buildings will undoubtedly need to be demolished. Creating the decision tree now to ensure that the demolition path does not fall victim to lack of political will or changes in administration will prevent

these buildings from the fate promised to the community – there will be no defunct, derelict buildings to further traumatize the neighborhoods losing their beloved neighborhood schools. The team hopes that San Antonio ISD can learn from others’ experiences to prevent this outcome.

Schools are purpose-built, and transitioning them to a new use is not simple or easy. While repurposing closed schools is likely to take longer than anyone wants, partnering with external entities to benefit from their expertise is key. This collaboration may necessitate empowering partners - who are the experts in the new use– to lead the implementation. Allow for flexibility and prepare to pivot: if a property has not confirmed a new user and use within a predetermined timeframe, then consider sale or demolition.

Communication is also critical: Share frequent updates on the District website as repurposing plans are confirmed and implemented to engage and inform the many stakeholders. The CRE Team was impressed by the San Antonio ISD’s extensive public engagement through the Rightsizing process and the Board’s action to make the hard decision to close schools. We look forward to following the District’s progress to collaborate with outside partners and implement repurposing of closed schools.

# Introduction

## Background

The San Antonio Independent School District (ISD) is the central urban school district in the City of San Antonio (within Bexar County), which has been serving students since it received its first charter from the state of Texas in 1903. San Antonio ISD ranks third in student population among the 15 Bexar County-area school districts and is the 13th largest of Texas' 1,057 school districts<sup>1</sup>, serving about 47,000 students across more than 90 schools.

Historically, the San Antonio ISD neighborhoods were vibrant communities centered around local schools. However, demographic shifts and economic changes have led to declining enrollments and financial challenges. While the San Antonio region is growing, growth is occurring on the north and west sides; these suburban areas, with more affordable housing, are experiencing increases in single family homes that appeal to families with children. Household growth in the central city has occurred among households without children. Birthrates have declined 36 percent in San Antonio zip codes since 2007 – the under-18 population in San Antonio ISD has declined 14 percent since 2010<sup>2</sup>.

San Antonio ISD student enrollment has been decreasing for many years. In 1998 the District had 5,147 first graders; in 2023 the District had 3,221. These demographic shifts mirror national K-12 population trends: the Brookings Institution has “documented large declines in K-12 student enrollment in public schools at the state and district levels” across the country, particularly in urban districts<sup>3</sup>.

The District determined that the school facilities were larger than needed and, in 2023, undertook a Rightsizing initiative, conducting extensive public engagement, including posting information on its Rightsizing website and holding 39 community meetings over five months. Participants – in-person and virtual - included 3200 sign-ins at neighborhood meetings plus 595 zoom viewers. In November 2023, the School Board passed a resolution to close 15 schools and merge three school locations.

Rather than sell the closed school properties, the District intends to retain ownership. School and community leaders, as well as neighborhood residents, share the concern that vacant buildings could contribute to neighborhood disinvestment. Instead, the District aims to lease the buildings for alternative uses, repurposing them to deliver community services. To support the effort, the District created an

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<sup>1</sup> <https://www.SanAntonioISD.net/page/dis-history>

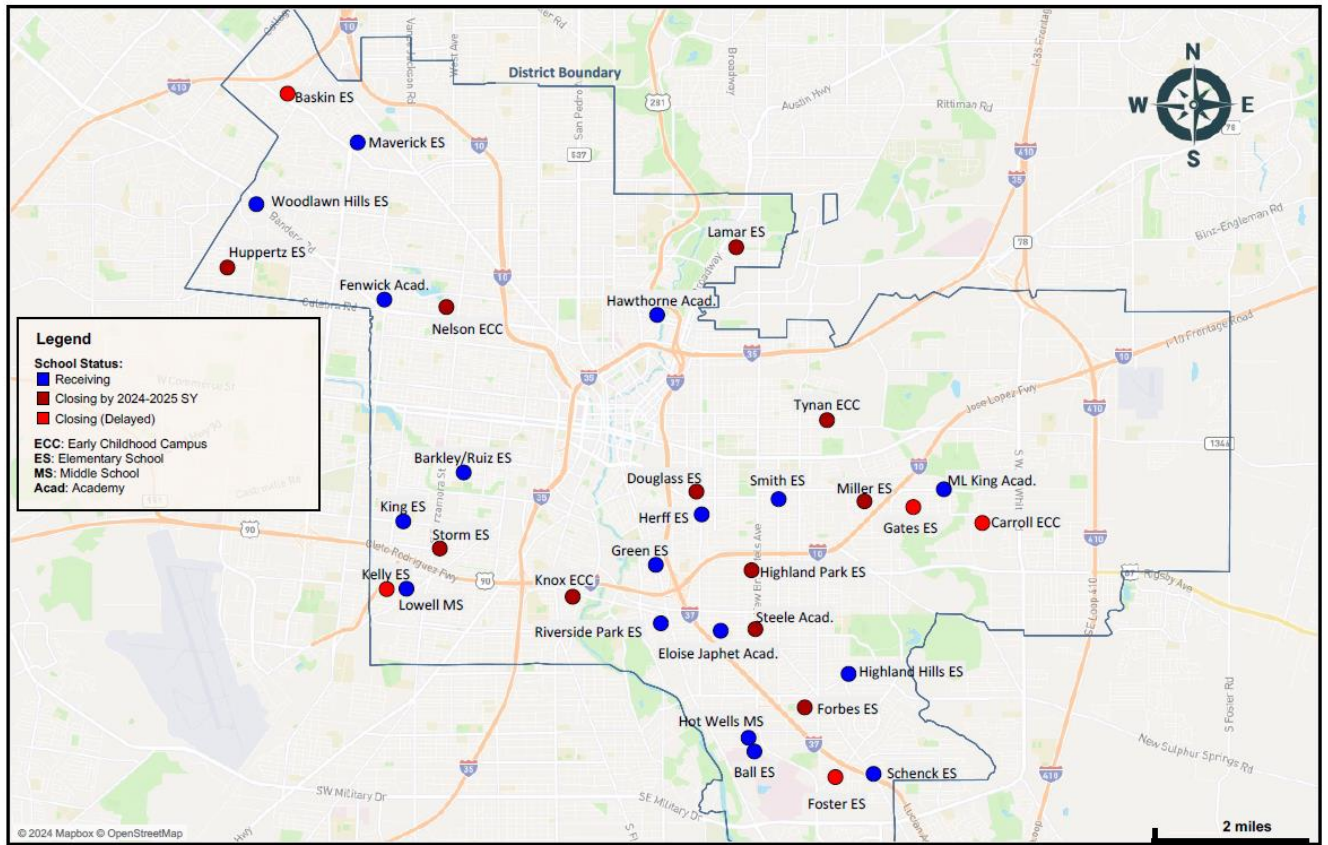
<sup>2</sup> Enrollment Landscape Analysis. Phase 1 Insights. Prepared by Civic Solutions Group, SGS Executive Advisors. 2022.

<sup>3</sup> <https://www.brookings.edu/articles/declining-school-enrollment-since-the-pandemic/>



advisory body – the Facilities Repurposing Panel – tasked with providing input on how school properties can be repurposed to serve students or provide a benefit to the community.

**EXHIBIT 1: SAN ANTONIO ISD MAP OF CLOSING SCHOOLS**



Fernando Molina  
ARET-ICBR  
Print Date: 02/02/24



*“No matter how well a district goes about it, the process of repurposing surplus property remains inherently difficult—politically, financially, logistically and emotionally. As our research shows, there are plenty of success stories, and lots of buildings and parcels still empty.”*

*Pew Charitable Trusts 2013<sup>4</sup>*

<sup>4</sup> [Shuttered Public Schools: The Struggle to Bring Old Buildings New Life](#). Pew Charitable Trusts. 2013.



## The CRE Consulting Corps Team’s Assignment

Recognizing that repurposing schools is a complex task – and outside the mission of a school district - the San Antonio ISD requested strategic real estate guidance from the CRE Consulting Corps. The District posed the following questions:

1. How could San Antonio ISD organize the entire project to repurpose all facilities?
2. How could San Antonio ISD organize the community engagement for the project?
3. How could San Antonio ISD organize the work of repurposing one facility or small group of facilities?
  - a. What does San Antonio ISD need to know and/or learn about management and leasing?

The District emphasized the following priorities:

- avoiding vacant buildings
- providing services that address community needs
- identifying occupants/ users that pay for building costs
- and retaining ownership of the properties
- while not expending District resources on those properties.

The District envisions partnering with public and/or private entities that will repurpose the properties to provide a community benefit at no additional cost to the District and requested guidance from the Consulting Corps to develop a process toward implementation of these priorities.

## Consulting Corps Process

The San Antonio Independent School District and San Antonio Board of Realtors® requested assistance from the CRE Consulting Corps regarding repurposing the shuttered schools. Through the Transforming Neighborhoods Program, the National Association of Realtors (NAR) is collaborating with the CRE Consulting Corps to deliver strategic real estate problem solving to select projects. NAR issued a call for applications and submitted these for review by the Consulting Corps. The San Antonio ISD project, submitted by the San Antonio Board of Realtors® in conjunction with the San Antonio Independent School District, was selected.

The Consulting Corps team visited San Antonio in early June. In advance of the visit, the team reviewed existing data, building plans, market data, and school repurposing examples from other communities, to provide a solid foundation for on-site research and investigation. A team member visited every closed property, drove around their neighborhoods, and shared videos with the rest of the team. During the time the Consulting Corps team was in San Antonio, interviews were conducted almost continuously for three days. The team interviewed 75 local and regional stakeholders in order to develop a broad understanding of the diverse and dynamic perspectives within the region. Additional materials were requested, provided, and gathered during the on-site visit to enhance the team’s analysis and recommendations. Finally, the team researched, analyzed, discussed, and developed recommendations presented to San Antonio ISD leadership on June 13, 2024.

A list of those interviewed is included in the Appendix; the team very much appreciates the input provided by all these individuals. A compilation of the ideas and concerns presented is shown in the report section titled “What We Heard.”



*Photo credit: Samantha DeKoven*



*Photo credit: San Antonio Board of Realtors®*



*Photo credit: San Antonio Board of Realtors®*

# Organizing the Repurposing Process

San Antonio ISD is currently closing the following nineteen schools:

## EXHIBIT 2: SUMMARY OF SAN ANTONIO ISD CLOSING SCHOOLS

SAISD SCHOOL RE-USE INFORMATION					POLITICAL GROUPS			
School Name	Address	Year Opened	Year Closing	Closing Notes	COSA Tomorrow w Area Plan	City Council District	Co. Comm. District	Neighborhood Assoc
Baskin Elementary School	630 Crestview Dr, San Antonio, TX 78201	1956	2026-7	Closes after Maverick addition complete	Near NW	7	2	na
Basse Road vacant land	1900 Basse Road		closed	no structures	N Central	7	2	na
Bowie	439 Arbor Place, San Antonio, TX 78207	1916	closed	Closed 2022	Downtown	5	2	Gardendale
Brewer	906 Merida Street	1964	2024-5	Admin, storage	Westside	7	2	El Charro
Burnett	406 Barrera Street	1965	2024-5	Closed prior to 2023 Rightsizing process	Downtown	3	1	Lavaca
Carroll Early Childhood Campus	463 Holmgreen Rd, San Antonio, TX 78220	1942	2027-8	Closes after MLK construction complete	Far E	2	4	na
Douglass	318 Martin Luther King Dr.	1912	2024-5	Closes after 2023-4	Eastside	2	4	na
Foster Elementary School	6718 Pecan Valley Dr, San Antonio, TX 78223	1961	2026-7	Closes after Schenck addition complete	Brooks	3	4	Highland Hills
Gates Elementary School	510 Morningview Dr, San Antonio, TX 78220	1965	2027-8	Closes after MLK construction complete	Far E	2	4	na
Highland Park Elementary School	635 Rigsby Ave, San Antonio, TX 78210	1914	2024-5	Closes after 2023-4	SE	3	4	Highland Park
Huppertz Elementary School	247 Bangor Dr, San Antonio, TX 78228	1958	2024-5	Closes after 2023-4	Near NW	7	2	Culebra Park
Kelly Elementary School	1026 Thompson Pl, San Antonio, TX 78226	1953	2026-7	Moves to Lowell site when reno complete	Port San Antonio	5	1	na
Knox Early Childhood Campus	302 Tipton Ave, San Antonio, TX 78204	1932	2024-5	Closes after 2023-4	Downtown	3	1	Lone Star
Lamar Elementary School	201 Parland Pl, San Antonio, TX 78209	1924	2024-5	Closes after 2023-4	Midtown	2	4	Mahncke Park
Nelson Early Childhood Campus	1014 Waverly Ave, San Antonio, TX 78201	1900	2024-5	Closes after 2023-4	Near N	1	2	Woodlawn Lake
Pickett	1931 E. Houston Street	1930	closed	Leased for Sunday Services only	Eastside	2	4	Dignowity Hill
Steele Academy	722 Haggin St, San Antonio, TX 78210	1932	2024-5	Moves to former Forbes site	SE	3	4	Highland Park
Storm Elementary School	435 Brady Blvd, San Antonio, TX 78207	1949	2024-5	Closes after 2023-4	Westside	5	2	Collins Garden
WW White	545 S. WW White Road	1954	2024-5	AYVP Spec. Ed, Davis MS 7/8 grades, storage	Far E	2	4	Eastwood Village

With so many school buildings needing new uses, each with different community interests, the District is considering the best way to organize the process. It started by recognizing and expressing three key threshold facts, discussed above and restated as follows:

- The San Antonio ISD and its community do not want vacant buildings and/or lots looming in their neighborhoods.
- The San Antonio ISD is not relying on cash flow from the repurposed schools to continue its work. It does, however, need to limit spending on maintenance costs for the closed properties.
- The San Antonio ISD has committed to continue to own the properties. Most potential uses can occur using a building lease or land lease rather than an outright sale, although leasing may add complexity and time to the repurposing process.

With these threshold considerations in mind, and because each kind of reuse and each entity that would manage a re-use will have different leasing needs and structures, the CRE Team focused on uses and users as the most effective organizing concept. The Team recognizes that other ways of organizing repurposing are possible, including:

- By sections of the city
- By the condition of the building
- By those sites that will attract new uses fastest
- By the needs of neighborhoods
- By unsolicited proposals received

The repurposing process will likely be led and staffed by a consultant engaged by the District. Such a consultant can do the technical background research to determine the types of uses needed and wanted in a given neighborhood, as well as the physical fit between a particular closed school property and a desired use. Several sites will likely work for multiples purposes, (for instance, a clinic, or adult ed, or a museum) and several neighborhoods could likely benefit from the addition of multiple uses. Organizing the process by use allows the District and its consultant to request proposals from a specific universe of users for several sites, accelerating the repurposing process. The use/user groups below can be addressed one after the other or several at the same time. The CRE Team identified the following six groups of reuses/reusers:

### EXHIBIT 3: SUMMARY OF REPURPOSING USE AND USER GROUPS

USE	USER/MANAGER	EXAMPLES
1. District Support	San Antonio ISD	Professional Development, Staff Meeting Space, Storage, 1882 Charters
2. Early Childhood	City Agencies	Existing City Programs
3. Community Services	City & County Agencies	University Health, Community College, Parks & Rec Centers, etc.
4. Community Services	Financially Strong Non-Profits	Clinics of All Types, Other Education, Arts & Art Education, Private Early Childhood, Start-up or “Festival” Retail, etc.
5. Housing	Non-Profit or For-Profit Developers	Single family homes, duplexes, townhomes or apartments for seniors or families or teachers, potentially on a portion of a property only
6. Other Services or Incubators	Other Non-Profits	Similar to Group 4 but potentially more innovative, potentially with for-profit uses, and with more risk

Processes for each of these groups are discussed in more detail below.

### Interim Uses

Getting an approved use in place will help protect the properties and serve the communities. However, almost any new use will take more time than anyone wants: from a few months to years. Because of this timeline, short-term or interim uses, particularly outside the buildings, should be considered. In all cases, an entity with the ability to handle set-up and clean-up, advertising and marketing, security, liability insurance, and related concerns would need to be responsible for the use. Assessing the entity’s ability to handle these responsibilities is part of the Asset Management function described later in this report.

The entity would enter into a lease with the District; the lease would clearly state each party’s responsibilities and mechanisms for termination if/when a longer-term user is secured. Criteria for selecting uses would include providing a community benefit and not causing the District significant expenses. The District should advertise for such uses on the Repurposing website immediately, with

terms like the above clearly identified. Some potential interim uses (some of which may require zoning changes) include:

- Farmers markets or night markets
- Swap meets
- Popup restaurants, dog parks, amusement parks, circuses, etc.
- Park and Recreation use, potentially opening a portion of a school building for restrooms, meeting rooms, etc.
- Scouting or other formal clubs
- Community gardens
- Outdoor or indoor movie nights
- Club sports
- Youth music: orchestra, children's chorus
- Smaller interior tenants on short-term leases

## Processes Toward Various Long-term Uses

### 1. District Use, by the San Antonio ISD

The District may need additional space for various support functions, for instance, storage and staff training. Because it owns all the school properties, the simplest way to obtain such space is to repurpose closed schools. The District can make such decisions to use space by itself, without community involvement. However, our Team recommends communicating transparently with the community even in these cases.

Our Team recommends making such plans public on the Repurposing website, as well as through other social media (see Communications section of this report) and by posting signage directly on the affected school buildings. Clear directions for community questions and comments should be provided, along with a deadline. With this process, no community meeting would be needed. At the end of the comment period, the District should fully respond to any questions/comments, clarifying its plans, or potentially changing them. The order of actions might be as follows:

1. The District determines that it will repurpose a school for District use.
2. The District posts its intent on the Repurposing website, along with its expected timeline.
3. The District advertises a period for public comments or questions.
4. At the end of the time period, the District considers comments and transparently answers any questions on the website ahead of repurposing.
5. The District implements repurposing plans, including making alterations to the property as needed.
6. The property is occupied for its new use.

## **2. Early Childhood Use, by the City of San Antonio**

Repurposing of three Early Childhood (EC) buildings from the list: Carroll, Knox, Nelson, for an even younger Early Childhood use is relatively straightforward and serves a critical need. This repurposing potentially has the best chance to create “early wins” but nevertheless requires time. The action steps would be similar to those shown above, except that the City implements steps #5-6.

The City of San Antonio runs and manages EC programs, and is the sponsor anticipated to be able to first repurpose school buildings. To start this process, the District should clarify its requirements and criteria for this use, potentially in the form of a lease term sheet. Entering into a lease between two large public entities (the City and San Antonio ISD) is unlikely to go quickly, at least the first time, so time needs to be allowed for this process.

## **3. Community Services Provided by City and County Departments**

This category includes essentially any (legal) use which a community needs, but only when that use is sponsored by a government entity or one that is similarly strong. By “sponsored” we mean led, managed, and financially supported and guaranteed. Uses that could fall in this category include all types of healthcare, methods for providing healthy fresh foods, all types of education, uses involving arts, history, or culture, community services including senior centers, community meeting places, and parks and recreation uses. When these uses are a good fit for a community and property but NOT sponsored by a strong government agency, they fall into User groups 4 and 6 below.

Our Team created this group defined more by the “user” than the “use” because the City and County are stable entities that have the financial capability to keep their commitments. They are also public entities, and their interests are or should become aligned with the public, including these individual communities.

We suggest approaching the various government departments to determine which would be interested in using the vacated sites, and where there is interest, inviting a proposal not unlike what would be needed from any other potential user. A more detailed review of potential City departments is provided below in the section “Collaboration: Working with Partners.” The order of actions could proceed as follows:

1. The District’s consultant provides research showing services needed in communities with vacated school properties, and which properties can reasonably fit which services.
2. The District and consultant meet with government departments providing needed services to ascertain interest and capability, based on District requirements listed in a term sheet.
3. If only one department is interested and makes an acceptable proposal:
  - o The consultant posts the proposed use and user, including an initial timeline, to the Repurposing website for public comment,
  - o The consultant receives comments and answers questions from the community
  - o As appropriate, the District executes a lease with the department.



4. If more than one department/user is interested, the consultant asks for proposals from interested departments based on the District's required terms.
  - o The consultant reviews proposals and posts acceptable proposals to the Repurposing website for public comment.
  - o The District/consultant may determine that a public meeting to review the proposed uses would be helpful in which case the consultant coordinates the meeting, answers questions and records input.
  - o Incorporating community input, the District selects and executes a lease with the most beneficial user.
5. The Repurposing website provides updated information about the planned use, user and anticipated timeline.
6. The successful department designs, permits, and makes any necessary alterations to the property. Zoning changes may also be required. (Note that this could be a lengthy process.)
7. The department moves in and commences services.

#### **4. A Variety of Community Services, Sponsored by Strong Non-Profits**

One of the early research tasks for the District's consultant will be to determine, for each community with a closing school, whether key amenities or services are available. Where these are missing, they become strong use options for repurposing the school property in that neighborhood. At the same time, the District/consultant would assemble information about each specific site, including zoning, building lot coverage and size, and building condition and layout. Some sites will be easier (that is, faster and less expensive) to repurpose for some uses. The District's consultant would then circulate RFEI's (Requests For Expressions of Interest) for one or more school buildings that could feasibly be used to provide a given desired service in specific neighborhoods.

Organizations such as LISC or other high-capacity, well-resourced, mission-driven non-profit organizations should be encouraged to respond or sought out as intermediary partners. LISC, the Kresge Foundation and other foundations have Business Development Organization subsidiaries that provide financial backing for real estate space and financing for incubators. One of these organizations could create an entity to hold the master lease. This master lessee would guide the selection of small businesses sub-leasing space. Another potential partner is the SCORE Foundation, which receives funding from the Small Business Administration, as well as corporate sponsors and individual donations. There is a SCORE San Antonio which provides training, business advice and other tools. SCORE San Antonio benefits from significant support from Texas Capital Bank.

Interested entities would be ranked against pre-determined criteria, and the top-ranking entities would be invited to make formal proposals. Information about potential metrics for evaluation is included below in the section titled Metrics and Considerations for Selecting Community Partners.

The consultant would organize community outreach, including a public meeting, to obtain feedback on the proposals that meet District threshold requirements. The consultant would provide transparent answers to questions, most likely on a Repurposing website. With the proposals, the consultant's input, and the feedback from the community, the District would select the successful entity based on the agreed upon criteria. The Repurposing website would provide information about the successful proposer and its anticipated timeline.

Once an entity is selected to occupy a given school, the entity would enter into a net lease with the District, make any required alterations with the District's approval, and occupy. The steps involved in this process overall would be similar to those shown for Group 3 above.

Where applicable, the entity reusing school properties to provide services might be able to fund their alterations by obtaining federal New Market Tax Credits (NMTC), (in the past, these have funded up to 20% of project costs, but they change often and have detailed criteria), and both federal and state historic tax credits, (in the past, these have funded up to 40% of project costs, but again they change often and have detailed criteria). These tax credits can make a project financially possible and may add a significant period, often more than a year, to the redevelopment and repurposing timeline. The potential to obtain NMTC and Historic Credits for each site are shown in Exhibit 5.

## **5. Housing Provided by Non-Profit or For-Profit Developers**

Housing, because it would require new construction or major renovations, as well as zoning, permitting, bidding, construction, etc., and because it is in short supply, is discussed here in its own group. Housing can be developed by a non-profit or a for-profit developer or through a partnership, which may also include public participation. If a housing developer, whether public or private, redevelops one of the school sites, they will require a long-term lease (50 to 99 years). In addition, housing development might require demolition of the school buildings. (However, we note that the existing closed buildings - already in need of maintenance/upgrades - would require significant investment or replacement to revert to school use.) If the District needed the site back before the end of the lease, early termination could require compensating the developer for some construction costs.

To repurpose a school for housing, the District can follow a similar RFEI/RFP process to that described above, except that the lease terms provided will likely include a long-term land lease. New housing could be targeted to serve particular populations, such as seniors, families, or teachers. Developers may wish to use federal tax credit programs like the Low-Income Housing Tax Credits to help fund the project. Developers can also avail themselves of Historic Tax Credits for applicable sites if they plan to renovate existing school buildings for housing. Overall, such redevelopment is complex and time-consuming, but the housing development industry has experience repurposing buildings and utilizing these financial tools; this has been done successfully in many parts of the country. The City's Development Services

Department has expressed interest in working with the District to create scenarios for housing uses, described further below under Collaboration.

## **6. Other Services or Incubators, with Less Experienced Sponsors**

The uses contemplated in this group are similar to those in group #4 above, but may be more wide-ranging and innovative, and may have sponsors that do not have strong financial track records. This group can, therefore, propose uses that are more exciting but riskier. The District may wish to consider some such proposals and would need to be very clear about responsibilities and downsides in these leases. The timeline for this process would be similar to Group 4.

# Communication

## What We Heard

The CRE team met with 75 stakeholders from community residents to municipal staff and non-profit entity staff. Stakeholder feedback focused on engagement, transparency, purpose, and trust. Comments included (but were not limited to):

- Leave no abandoned buildings
- Keep and add green space and trees
- The School District has communicated well explaining why right-sizing is needed
- Bring services to the community losing its school
- Advertise proposed plan alternatives for repurposing specific campuses
- Receive community input on what residents want
- Acknowledge and be sensitive to the strong connection between the community and the physical school buildings

The interviews with the teachers, students, school board members and concerned residents reflected a great deal of appreciation for the effort made by the San Antonio ISD to explain how schools were selected for closing and also reflected noticeable anxiety concerning how the individual schools would be repurposed, the time it could take to alter the buildings and the ultimate uses that would be housed. Several individuals referenced prior broken promises – in which schools remained vacant for several years. Several interviewees described how their communities had been forgotten by the municipality and received no services.



*During the week onsite, the CRE Team met with many individuals who shared their perspectives.*

Various stakeholder groups shared their perspectives with the team: The members of the Facilities Repurposing Panel described their focus on executing plans for each closed school that would meet the guidelines provided by the Superintendent and his staff. To that end, the Panel had already issued an RFQ for a consulting firm to guide the process for the District. Specialists in early childhood education and infant care expressed enthusiasm that a number of properties could be repurposed to deliver childcare for 0-2-year-olds, a use that would address a community need and potentially lead to future

students for the remaining nearby schools. When speaking with other governmental agency staff such as those supporting economic development and healthcare services, the CRE Team heard optimism that the repurposing initiative would lead to deeper cooperation between San Antonio ISD and various public agencies. One affordable housing developer shared a vision for adaptive reuse of school buildings into housing, acknowledging the need for a long-term ground lease. Economic development non-profit entities ranging from national organizations such as LISC to local groups like the San Antonio for Growth on the East Side (SAGE) welcomed the chance to house incubator space that would support and grow local businesses and community-based initiatives. Students and others reflected on the continued needs in operating schools and noted that funding should not be diverted from delivering education to support the maintenance costs of the closed schools.

## Ways to Reach Stakeholders

San Antonio ISD leaders told the CRE Team that they want to have a well-communicated, inclusive approach to the repositioning of the selected shuttered school properties. Thus far, the District has been complimented on its outreach and public engagement through the Rightsizing process (to select which schools to close). However, as voiced by many stakeholders, the challenging work of outreach needs to continue. It is important that the School District communicates its efforts to the community and stakeholder partners so that the superintendent and his staff are not perceived as acting unilaterally.

Communication methods customized by group have worked well in other school districts. The differentiation in approach should be based on broad stakeholder categories:

- The affected neighborhood at large: 1) ads in local radio and newspapers, 2) newsletters, both print and email, 3) volunteer canvassing 4) presentations at community centers in conjunction with other events 5) targeted website, 6) social media such as TikTok, Instagram and Facebook 7) temporary banners on the school in question or posting on that school's exterior reader board.
- Parents: In addition to the identified methods above: 1) school events, 2) parental portals, 3) targeted letters.
- San Antonio ISD employees: Continuing the above and adding other methods: 1) staff bulletin, 2) automated messages, 3) staff meetings.
- Potential users of properties: 1) targeted fact sheets, 2) RFPs distributed through all available cost-effective media.

Exhibit 4 summarizes the modes of outreach based on the targeted stakeholders.

## EXHIBIT 4: OUTREACH METHODS

 <p><b>Affected Neighborhood</b></p>	<ul style="list-style-type: none"> <li>• Local Ads</li> <li>• Newsletters</li> <li>• Canvassing</li> <li>• Banner on School Building</li> <li>• Community Meetings</li> <li>• Website</li> <li>• Social Media</li> </ul>
 <p><b>Parents</b></p>	<ul style="list-style-type: none"> <li>• School Events</li> <li>• Parental Portal</li> <li>• Letters</li> <li>• Website</li> </ul>
 <p><b>San Antonio ISD Employees</b></p>	<ul style="list-style-type: none"> <li>• Staff Meetings</li> <li>• Staff Bulletin</li> <li>• Automated Messages</li> <li>• Website</li> </ul>
 <p><b>Potential End-Users</b> (Service Providers &amp; other Non-Profit Entities)</p>	<ul style="list-style-type: none"> <li>• RFPs</li> <li>• Fact Sheets</li> <li>• Large Distribution Ads</li> <li>• Website</li> <li>• Completed Studies</li> <li>• Useful Links</li> </ul>

### Website: Provide Updated Information

San Antonio ISD Website – providing up-to-date information is key to transparency and reduced staff stress. A new Repurposing tab in the existing San Antonio ISD website would allow for the dissemination of information specific to each school property. At the time of the team’s visit and report writing, there is a [Rightsizing Study Link](#) visible on the District homepage, but its focus and functionality are limited. The proposed link would be more encompassing, with various links addressing specific inquiries, and involve a naming change. The new link should reflect its mission: [Repurposing Closed Schools](#).

As previously mentioned, the Facilities Repurposing Panel, listed in the Rightsizing tab, has already started its work gathering recommendations on how to repurpose schools that best serve the District and the affected communities. To that end, the Panel’s RFQ for a consulting firm has itemized a list of comprehensive services. Specifically, as delineated in the RFQ, the consultant will be responsible for the following communications tasks:

- Engage with the community to gather feedback on potential repurposing options.
- Support the District by developing and implementing a comprehensive community outreach plan including, but not limited to, door-to-door canvassing, phone calls, website, social media, etc.

- Support the District by facilitating the community outreach plan. Conduct public meetings, workshops, and collection of engagement data.
- Administer and distribute surveys, questionnaires, etc. to all stakeholders including students and analyze data collected.
- Provide opportunities for the community to voice their concerns and suggestions.
- Provide ongoing meeting materials and data for public engagement and updates from the district.
- Deliver a community engagement report summarizing the community's feedback.
- Maintain records of all community ideas for facility repurposing.

As described in the RFQ, among its deliverables, the firm will prepare the appropriate summaries and list of tables to be accessed from the new Repurposing Closed Schools Link ("Link"). San Antonio ISD will need its web designer to increase the Link's scope and capacity. The District should promote the Link internally to staff as well as to its external stakeholders using the outreach strategies listed above.

The table below gives an overview of useful content that should be provided in the Link. The CRE Team has created a table that can be a start. The general information for each property is included in Exhibit 5. This exhibit would permit interested parties to review the list of the "Repurposing Portfolio" and provide details such as address, census tract, and size. It is also a convenient place to quickly identify which properties are already designated for a new purpose and have a designated user.

The Repurposing site should provide other information, as well. For instance, each RFP issued should be available on the Link, preferably also referenced or linked on the comprehensive table. A dynamic timeline is also needed for each of the 19 properties. Again, this can be accomplished as a link within the Property Table. It is important that the District announce and celebrate each of its successes. A simple table, updated regularly, can clearly reflect all of the advances the District has made and prevent confusion as to where the process stands for each property.

## EXHIBIT 5: SCHOOL PROPERTY INFORMATION TABLE PART 1



SAISD SCHOOL RE-USE INFORMATION							POLITICAL GROUPS				BUILDING & PROPERTY DATA			
School Name	Address	Year Opened	Year Closing	Closing Notes	Website	Photo Link	COSA Tomorrow Area Plan	City Council District	Co. Comm. District	Neighborhood Assoc	Gross Building Area	# of Bldgs	Land Area	Zone
Baskin Elementary School	630 Crestview Dr, San Antonio, TX 78201	1956	2026-7	Closes after Maverick addition complete	<a href="https://schools.saisd.net/page/165.about">https://schools.saisd.net/page/165.about</a>	<a href="https://www.bomes.com/school/san-antonio-baskinred-baskin-elementary">https://www.bomes.com/school/san-antonio-baskinred-baskin-elementary</a>	Near NW	7	2	na	59,481	5	7.57	R-5
Basse Road vacant land	1900 Basse Road		closed	no structures			N Central	7	2	na	0	0	9.00	R-5
Bowle	439 Arbor Place, San Antonio, TX 78207	1916	closed	Closed 2022		<a href="https://www.bomes.com/">https://www.bomes.com/</a>	Downtown	5	2	Gardendale				R-6
Brewer	906 Merida Street	1964	2024-5	Admin, storage			Westside	7	2	El Charro	72,730	6	5.90	MF-33
Burnett	406 Barrera Street	1965	2024-5	To become Bonham Middle School			Downtown	3	1	Lavaca	36,365	2	4.66	
Carroll Early Childhood Campus	463 Holmgreen Rd, San Antonio, TX 78220	1942	2027-8	Closes after MLK construction complete	<a href="https://schools.saisd.net/page/240.about">https://schools.saisd.net/page/240.about</a>	<a href="https://schools.saisd.net/upload/page/19125/widg-els/gallery/152626/Carroll%20F%20Acad%2023%201">https://schools.saisd.net/upload/page/19125/widg-els/gallery/152626/Carroll%20F%20Acad%2023%201</a>	Far E	2	4	na	84,855	9	14.29	R-5
Douglass	318 Martin Luther King Dr.	1912	2024-5	Closes after 2023-4			Eastside	2	4	na	73,692	8	3.47	
Foster Elementary School	6718 Pecan Valley Dr, San Antonio, TX 78223	1961	2026-7	Closes after Sohenok addition complete	<a href="https://schools.saisd.net/page/125.about">https://schools.saisd.net/page/125.about</a>	<a href="https://www.bomes.com/school/san-antonio-foster-elementary">https://www.bomes.com/school/san-antonio-foster-elementary</a>	Brooks	3	4	Highland Hills	66,928	6	6.30	R-5
Gates Elementary School	510 Morningview Dr, San Antonio, TX 78220	1965	2027-8	Closes after MLK construction complete	<a href="https://schools.saisd.net/page/127.about">https://schools.saisd.net/page/127.about</a>	<a href="https://schools.saisd.net/school/san-antonio-gates-elementary">https://schools.saisd.net/school/san-antonio-gates-elementary</a>	Far E	2	4	na	77,235	4	7.94	R-4
Highland Park Elementary School	635 Rigby Ave, San Antonio, TX 78210	1914	2024-5	Closes after 2023-4	<a href="https://schools.saisd.net/page/135.about">https://schools.saisd.net/page/135.about</a>	<a href="https://www.bomes.com/school/2knj230og_y0hgr5Uj0asuvr1_30r_ZUj48550oXR24d6102/hoblan">https://www.bomes.com/school/2knj230og_y0hgr5Uj0asuvr1_30r_ZUj48550oXR24d6102/hoblan</a>	SE	3	4	Highland Park	79,642	6	4.86	R-4
Huppertz Elementary School	247 Bangor Dr, San Antonio, TX 78228	1958	2024-5	Closes after 2023-4	<a href="https://schools.saisd.net/page/139.about">https://schools.saisd.net/page/139.about</a>	<a href="https://www.bomes.com/school/san-antonio-huppertz-elementary">https://www.bomes.com/school/san-antonio-huppertz-elementary</a>	Near NW	7	2	Culebra Park	57,325	4	7.79	R-5
Kelly Elementary School	1026 Thompson Pl, San Antonio, TX 78225	1953	2026-7	Moves to Lowell site when reno complete	<a href="https://schools.saisd.net/page/143.about">https://schools.saisd.net/page/143.about</a>	<a href="https://schools.saisd.net/upload/page/15057/widg-els/gallery/152116/Kelly%20F%20Acad%2023%201">https://schools.saisd.net/upload/page/15057/widg-els/gallery/152116/Kelly%20F%20Acad%2023%201</a>	Port San Antonio	5	1	na	41,550	4	6.97	R-6
Knox Early Childhood Campus	302 Tipton Ave, San Antonio, TX 78204	1932	2024-5	Closes after 2023-4	<a href="https://schools.saisd.net/page/242.overview">https://schools.saisd.net/page/242.overview</a>	<a href="https://schools.saisd.net/upload/page/19127/widg-els/gallery/152660/knox%20F%20Acad%2023%201">https://schools.saisd.net/upload/page/19127/widg-els/gallery/152660/knox%20F%20Acad%2023%201</a>	Downtown	3	1	Lone Star	40,471	3	3.56	R-6
Lamar Elementary School	201 Parland Pl, San Antonio, TX 78209	1924	2024-5	Closes after 2023-4	<a href="https://schools.saisd.net/page/145.about">https://schools.saisd.net/page/145.about</a>	<a href="https://www.bomes.com/school/san-antonio-lamar-elementary">https://www.bomes.com/school/san-antonio-lamar-elementary</a>	Midtown	2	4	Mahncke Park	53,325	3	3.60	C-2
Nelson Early Childhood Campus	1014 Waverly Ave, San Antonio, TX 78201	1900	2024-5	Closes after 2023-4	<a href="https://schools.saisd.net/page/245.about">https://schools.saisd.net/page/245.about</a>	<a href="https://schools.saisd.net/upload/page/19129/widg-els/gallery/152692/Nelson%20F%20Acad%2023%202">https://schools.saisd.net/upload/page/19129/widg-els/gallery/152692/Nelson%20F%20Acad%2023%202</a>	Near N	1	2	Woodlawn Lake	61,441	4	6.97	R-4
Pickett	1931 E. Houston Street	1930	closed	Leased for Sunday Services only			Eastside	2	4	Dignowity Hill	21,940	3	1.94	R-5
Steele Academy	722 Haggin St, San Antonio, TX 78210	1932	2024-5	Moves to former Forbes site	<a href="https://schools.saisd.net/page/166.about">https://schools.saisd.net/page/166.about</a>	<a href="https://www.bomes.com/school/san-antonio-laura-steele-monessori-academy">https://www.bomes.com/school/san-antonio-laura-steele-monessori-academy</a>	SE	3	4	Highland Park	56,581	6	3.32	R-4
Storm Elementary School	435 Brady Blvd, San Antonio, TX 78207	1949	2024-5	Closes after 2023-4	<a href="https://schools.saisd.net/page/169.about">https://schools.saisd.net/page/169.about</a>	<a href="https://schools.saisd.net/upload/page/19102/widg-els/gallery/152494/Storm-Facade23.jpg">https://schools.saisd.net/upload/page/19102/widg-els/gallery/152494/Storm-Facade23.jpg</a>	Westside	5	2	Collins Garden	62,660	2	4.54	MF-33
WW White	545 S. WW White Road	1954	2024-5	AYVP Spec. Ed, Davis MS 7/8 grades, storage			Far E	2	4	Eastwood Village	62,285	4	5.77	R-5
<b>TOTALS</b>														

EXHIBIT 5 CONTINUED: SCHOOL PROPERTY INFORMATION TABLE PART 2

SAISD SCHOOL RE-USE		SUBSIDY OPPORTUNITIES				COMMUNITY DESIRES EXPRESSED AT MEETINGS													DEMOGRAPHIC DATA		
School Name	Zip	Census Tract	NMTC Eligibility	Historic	Opportunity Zone	Community Meeting Locations	Arts	Res.	0-3	Learning	SPED	Multi-lin	Comm. Ctr?	Sr.	Adult Ed	Health	Green	Median Income	Unempl. Rate	Res. Vacancy	
Baikin Elementary School	78201	1806.04	Y	N	N	Jefferson, Longfellow	4	2	3	2					1	2		45,540	11%	9%	
Basse Road vacant land	78213			N		Edison, Twain	2	1	2	5			7	1	1		1				
Bowle	78207			Y		Lanier, Irving	3	2					1		2						
Brewer	78207			Y		Lanier, Irving	3	2					1		2						
Burnett	78210			Y		Brackenridge, Hawthorne	2	1	1	4			3	1							
Carroll Early Childhood Campus	78220	1312	Y	Y	N	Sam Houston, YMLA	1	3	2	1			5		2	3		33,879	4%	9%	
Douglass				Registered		Sam Houston, YMLA	1	3	2	1			5		2	3					
Foeler Elementary School	78223	1411.02	Y	"potential"	N	Highlands, Rogers	3	2	1						2			32,764	10%	14%	
Gates Elementary School	78220	1311	Y	Y	N	Sam Houston, YMLA	1	3	2	1			5		2	3		33,101	3%	11%	
Highland Park Elementary School	78210	1404	Y	"potential"	N	Highlands, Rogers	3	2	1						2			48,208	3%	11%	
Huppertz Elementary School	78228	1713.02	Y	N	N	Jefferson, Longfellow	4	2	3	2					1	2		44,409	9%	6%	
Kelly Elementary School	78228	1604	Y	Y	N	Burbank, Harris	2		4	3	3	1					1	37,937	6%	7%	
Knox Early Childhood Campus	78204	1503	Y	N	N	Burbank, Harris	2		4	3	3	1					1	44,710	6%	26%	
Lamar Elementary School	78209	1920	N	Y	N	Brackenridge, Hawthorne	2	1	1	4			3	1				43,469	5%	18%	
Nelson Early Childhood Campus	78201	1705	Y	Y	N	Jefferson, Longfellow	4	2	3	2					1	2		47,578	7%	12%	
Rickett	78202			Y		Sam Houston, YMLA	1	3	2	1			5		2	3					
Steele Academy	78210	1407	Y	"potential"	N	Highlands, Rogers	3	2	1						2			44,071	12%	9%	
Storm Elementary School	78207	1601	Y	"potential"	N	Lanier, Irving	3	2					1		2			28,057	9%	9%	
WW White	78220			N		Sam Houston, YMLA	1	3	2	1			5		2	3					
<b>TOTALS</b>							<b>45</b>	<b>36</b>	<b>34</b>	<b>30</b>	<b>6</b>	<b>2</b>	<b>41</b>	<b>3</b>	<b>26</b>	<b>21</b>	<b>3</b>				

**EXHIBIT 6: CONTENT FOR THE NEW REPURPOSING WEBPAGE**

<b>Goals and Initiatives (Overview)</b>	Includes district and school strategic plans, annual improvement plans, and metrics of accomplishment, with a means for stakeholders to comment on them.
<b>Projected Schedules/ Calendars</b>	General repurposing schedule that covers anticipated timeline for the 19 affected schools. Specific school timelines for each property once a repurposing goal is selected.
<b>Past, Present, &amp; Future RFPs/RFQs</b>	Organized list of requests for RFPs and RFQs related to the repurposed sites.
<b>Facilities Repurposing Portfolio (Property Info.)</b>	Table providing details such as address, census tract, and size of available properties. Quarterly update regarding property use(s), market feasibility, and other metrics that indicate progress. Quickly identify which properties are already designated for specific repurpose use and have a designated end-user. Community input opportunities and other basic information that families must see.
<b>Community Engagement Notes</b>	Provide a catch-all for community meeting minutes, interviews, and opinions/ideas
<b>News Coverage</b>	LINKS TO NEWS ARTICLES. Encourages transparency and ensures accountability via news reports.
<b>FAQs</b>	Provides up-to-date information regarding high-level questions taken from stakeholder meetings & input

## Collaboration

Collaboration between established entities such as San Antonio ISD and other organizations can be challenging, especially if such groups generally work independently. However, as noted in “Local Governments and Schools: A Community-Oriented Approach” a significant benefit of collaboration is improved efficiency of resources. There is less waste, reduced learning curve and better coordination. This outcome applies to this Repurposing process. The District has a deep understanding of facilities management; however, it does not have significant experience repurposing its properties or acting as an asset manager. In pursuit of changing schools into other functions where it does not have expertise, relying on other entities with such knowledge will help ensure success.

Thus far, San Antonio ISD has done an excellent job beginning to engage with the diverse partners that can help make repurposing a success. The District has started its outreach to diverse groups by making general inquiries and publishing its targeted school list. It has also started identifying specific future functions for some of the portfolio.

Potential partners who can help with repurposing include:

- Government agencies
- Childcare operators
- Healthcare providers
- Other non-profit organizations
- Housing providers

With the focus of repurposing being the reinvention of buildings, the collaborative approach needs to be detailed. The following summaries suggest an approach to several promising partners. (The list is not exhaustive but does cover some of the key organizations.) In all its alliances, San Antonio ISD should keep the repurposing objective front and center: “To catalyze positive community transformation and economic rejuvenation, turning challenges into opportunities for growth and development. The District will retain ownership of the properties and envisions partnering with public and/or private entities that will repurpose the properties to provide a community benefit at no additional cost to the District.”

Collaboration can be time-consuming and burdensome for District staff. The anticipated consultant (with the guidance of the Superintendent and reflecting community input) can therefore at this point provide a preliminary sub-grouping of the 19 schools. With the District making the initial decisions on specific school reuse, it will retain control of the process. The consultant will act as the quarterback for the process and allow the District to deliver successful conversions using partners to manage costs and reduce the time needed.

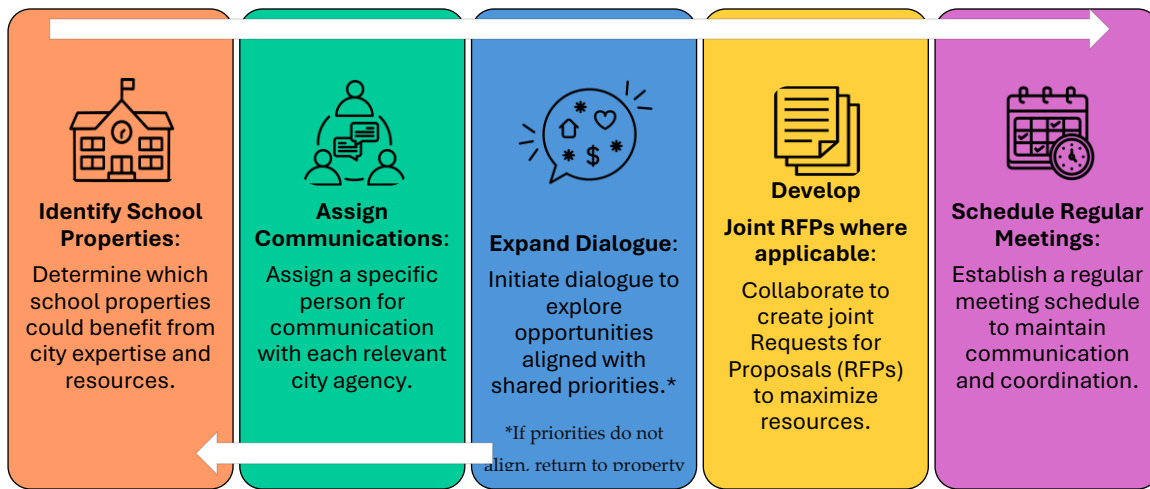
## City of San Antonio: Important Partner with Expertise, Interest, and Resources

The City of San Antonio is well-situated to partner with the District, with several departments that could have input and impact on the repositioning of school facilities. The list of city agencies below is not comprehensive but suggests main points of contact.

- a) Department of Human Services (DHS): DHS has an ongoing relationship with the school district under its Child Care Services (CCS). It is ready to embark with the School District in converting four of the properties into infant to two-year old care facilities. This collaboration is underway and should receive full attention: it is a great opportunity to create some early wins.
- b) Metropolitan Health District (Metro Health): Metro Health does not currently have a formal relationship with the school district. However, a closed school could be converted into a health facility offering vaccinations, mental health support, and possibly other health services.
- c) Economic Development Department: Housed within Economic Development is the San Antonio Economic Development Corporation (SAEDC), a non-profit organization whose mission is to support businesses and services providers. Its resources and information website makes it an excellent candidate in the conversion of a school into a multi-tenant site managing different organizations.
- d) Development Services Department: COSA's real estate concerns sit within the Department of Development Services (DSD). Collaboration with DSD will be essential in any project that involves zoning changes. In addition, the Department works closely with DHS in exploring opportunities to create affordable high-quality housing. Though housing conversions would require a longer lead time and a long-term leasing agreement, such projects are viable and have been accomplished by other school districts (See Appendix I - Resources)
- e) Department of Parks and Recreation: Parks and Recreation is the obvious partner should any of the school properties be considered for transformation into a recreational center or green space. The Department maintains 250 parks and 16,000 acres of green space throughout the city. Its expertise on maintenance, administration, and programming of parks situates it as a good partner to provide needed recreational services, with the District retaining long-term control of the property. The Department would require additional funding to add sites to its portfolio.

The District's consultant will devise a comprehensive workflow plan for the City agencies. The following chart presents general steps that will be taken to achieve success with the city partnership.

## EXHIBIT 7: PARTNERSHIP STEPS



### Bexar County: Another Promising Partner

The relationship between COSA and Bexar County is complicated and overlaps in several areas. The scope of this report does not cover analyzing this relationship. However, the redundancy of agencies between Bexar County and COSA can be viewed as a positive for San Antonio ISD. The District has an existing relationship with a couple of the agencies, though not as extensive as it has with COSA. The approach taken by the District will follow the steps as outlined for COSA. The County Offices and Departments that should be of most interest are:

- a. University Health System, the public health district run by Bexar County serving San Antonio: It operates the primary teaching hospital and hosts the regional Level 1 Trauma Center. In addition to extensive facilities, it has outreach programs and community services.
- b. Department of Behavioral Health: Currently, the Department has a School-Based Mental Wellness program open to schools. The Department can assist in coordinating with other service providers using County funding.
- c. Bexar County Economic and Community Development Department: The County controls Community Development Block Grants (CDBG) and Home Investment Partnerships (HOME) programs that could be used to support the repurposing ideas that have been discussed.
- d. Department of Parks and Recreation: The Department operates 16 parks and three civic centers within San Antonio's limits. Bexar controls 1,398 acres of green space. In addition, it works in concert with COSA to fund parks in the area.

### Housing Organizations

Many stakeholders commented on the need for increased housing options, particularly housing that would meet the needs of teachers and other working families. The housing industry has experience creating homes and apartments, with experienced practitioners in the for-profit and non-profit arena. In addition, Opportunity Home, the public housing authority of San Antonio, is nationally recognized as a

housing leader and has received the Moving to Work Designation from the U.S. Department of Housing and Urban Development (HUD). Opportunity Home operates under the auspices of COSA and in coordination with HUD. In addition to operating 71 properties offering public housing, the housing authority manages Housing Choice Vouchers and Capital Improvement Programs. It also utilizes Low Income Housing Tax Credits (LIHTC) and housing bond allocations. Opportunity Home has worked in joint ventures with several non-profit and for-profit organizations to create new housing.

The potential relationship with Opportunity Home or another housing developer will depend on whether San Antonio ISD pursues housing as an option for one of its properties. Though housing is complex and time-consuming, it is achievable and there are experienced industry professionals to implement this repurposing. There are several examples of transformations of old school buildings into modern attractive housing. Such a project would meet many of the criteria set by both the community and other stakeholders. The number of such transformations will be limited, however, should it be undertaken, Opportunity Home would be an excellent partner with resources and expertise.

## Other Potential Partners

San Antonio ISD has already received numerous inquiries from interested parties that want to explore opportunities for using the vacated school buildings. A common issue is often that the interested party is unable to use an entire building or may not have the financial wherewithal to cover the operating expenses. In such situations, the school district would benefit from master leasing to an organization that has experience in managing commercial space and has financial strength. San Antonio for Growth on the Eastside (SAGE) could be a viable candidate. LISC – or a similar intermediary which supports other non-profits and small businesses - could also be helpful. The objective is to have partners who take a coordinating role for specific properties, help deliver services to the community, oversee the day-to-day management of the building, and assume responsibility for maintenance, insurance, etc. The school district would provide the building and the guidelines for the types of tenants that would be acceptable. It would be best to limit this approach to a few schools since it presents the most risk to the District. The potential risk of failure of this model is higher than the other collaborations listed previously.



## Metrics and Considerations for Selecting Community Partners

The National Center for Education Statistics describes 755 school closures nationwide, in 2021-2022 alone, following nearly 14,400 previously reported closures just since the 2010-2011 school year.<sup>5</sup> The concept and process of closing schools, whether large or small, includes the anguish of families and communities connected by their attachment to the people and buildings embedded in neighborhoods. In many cases these attachments span generations.

As the demographic drivers leading to closures are pervasive and longstanding, researching how such closures have been addressed in other communities can be helpful. While there are many school districts struggling with these issues, below are two approaches that may aid District leadership in the hard work of identifying how the properties could be repurposed. Examples below may be helpful in identifying potential uses (Detroit)<sup>6</sup> and potential users (Chicago).<sup>7</sup>

### Identifying Potential Uses: Learning from Detroit

The City of Detroit conducted a study in 2020 of comparative metrics for 63 vacant school properties owned by the Detroit Public Schools Community District (DPSCD). A key goal of the study was to develop a set of metrics and strategies that could be broadly applied to assess, prioritize and market the properties for redevelopment. The project scope included:

- Detailed building conditions assessments of 39 City-owned vacant school properties (VSPs). Assessments include interior and exterior walkthroughs and detailed assessments of building envelopes, structural systems, architectural characteristics, and historic significance.
- Reconnaissance-level conditions assessments of 24 DPSCD-owned VSPs. Assessments include interior and exterior walkthroughs, and assessments of building envelope and architectural characteristics.
- Current floor plans for all of the VSPs.
- Building conditions summary reports for all 63 VSPs, including descriptions of the overall condition of the structure, facade, and roof systems, and an overall Building Risk Index (BRI) score that based on the type, severity, and distribution of building deficiencies.
- Order-of-magnitude construction cost estimates for general building stabilization and rehabilitation (to a greybox state – that is, unfinished space to be customized based on a tenant's needs) for all VSPs.

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<sup>5</sup> [National Center for Education Statistics, Closed Schools](#)

<sup>6</sup> [Detroit Historic Vacant School Property Study](#)

<sup>7</sup> [Report of the Advisor Committee for School Repurposing and Community Development 2014](#)

- Neighborhood analysis for all VSPs, including mapping surrounding building stock, open space, land use, ownership, and key neighborhood assets.
- Market analysis for all VSPs, including demographic trends, economic trends, and key real estate market indicators.
- Redevelopment recommendations for all VSPs including for sites that are viable for reuse and for those deemed non-viable.
- Investment memos for high-potential City-owned VSPs, including schematic-level reuse scenarios, order-of-magnitude construction costs, and rough pro formas.

San Antonio ISD has some school condition reports but could complete and standardize these adding floor plans, the development of a Building Risk Index score including any environmental issues, operating cost histories, and order of magnitude cost estimates for stabilization. San Antonio ISD could commission neighborhood analyses to show what is not available in a particular community and to assist it in identifying partners to provide services that do not now exist sufficiently in a community, either by being nearby or by having enough locations.

The CRE Consulting Corps team’s presentation on June 7, 2024, excerpted and added to the Detroit neighborhood analysis describing uses, both present and absent, using the Detroit ‘Neighborhood by the Numbers’ as an example. Learning from the Detroit study, the team suggests that San Antonio ISD assemble data points such as the following:

Demographics (Census tract)

- Projected Population Growth, 2024-2029
- Projected Child Population Growth, 2024-2029
- Projected Senior Population Growth, 2024-2029

Construction Activity Nearby

Land size

Building Coverage

No. Of Buildings

Excess Land Use Potential

Community-expressed preferences for the site

Target population of housing

Open Space

Recreation/Athletic Space

Zoning

Historic Status

Facility Qualitative Descriptions, Current Configuration

- Facility Desirability for District Uses
- Facility Desirability for Community Uses

New Market Tax Credit Eligibility

Commercial Real Estate Rental Market

Descriptors

- Submarket Name
- Apartment Inventory
- Apartment Vacancy
- Projected Supply Increase, 5 years
- Projected Apartment Vacancy, 5 years

Overlapping Economic Development Plans

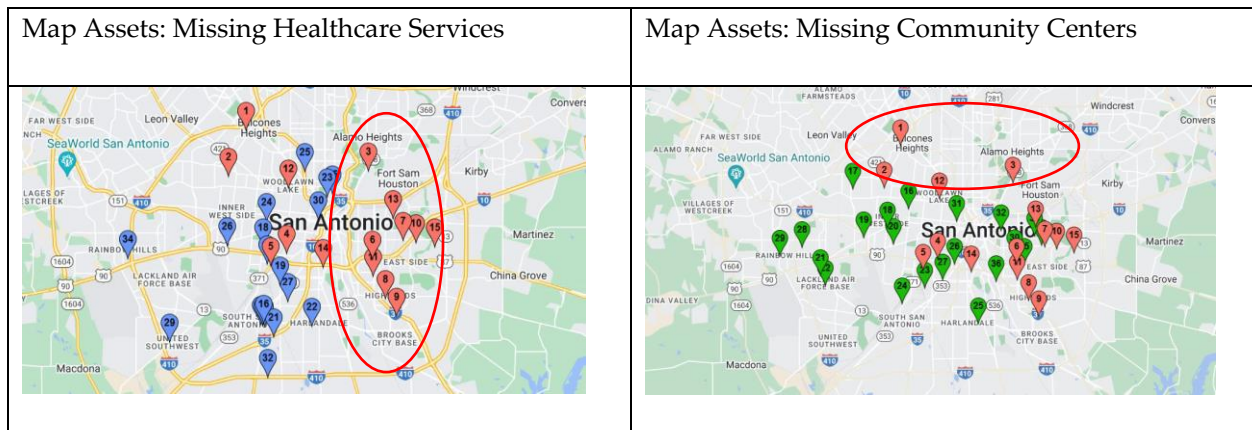
The Detroit report summarized the results of these metrics to aid identification of opportunities and needs shown below in the lefthand box. The box on the right lists these metrics.

**EXHIBIT 8: DETROIT SCHOOL NEIGHBORHOOD METRICS**

<p><b>26</b><sub>/100</sub> Walkscore Car dependent</p>	<p><b>0.1</b>mi Transit Access Less than 5 minute walk to DDOT Connect, Ten or Key Route</p>	<p><b>1.0</b>mi Freeway Access Less than 5 minute drive to nearest freeway ramp</p>	<p>Walk Score Transit Access Freeway Access Nearest Childcare Centers Park Access Nearest Recreation Center Library Access Nearest Grocery Access Nearest Community Center (Multiple social service functions concentrated in a single site such as food pantry, healthcare, mental health) Nearest Healthcare Facility Nearest Community Garden</p>
<p><b>0.0</b>mi Park Access Adjacent to park (1+ acres)</p>	<p><b>1.6</b>mi Nearest Recreation Center More than 15 minute walk to nearest city rec center</p>	<p><b>2.4</b>mi Library Access No public library within walking distance</p>	
<p><b>47</b>% Vacant/DLBA Property High rate of vacancy within 0.25 mile radius (2020)</p>	<p><b>149</b> Building Alteration Permits Moderate construction activity within 1mi radius (2016-2018)</p>	<p><b>1.4</b>% Senior Population Growth Low projected growth within 1mi radius (2019-2024)</p>	

The CRE presentation applied similar methods to the entire San Antonio ISD area, presenting preliminary maps; the District’s anticipated consultant could prepare similar analyses focused on each school to be repurposed to demonstrate missing and vital services to aid in its identification of potential uses:

**EXHIBIT 9: SAMPLE/PRELIMINARY COMMUNITY NEED ASSESSMENT MAPS**



*Preliminary maps created by the CRE Team suggest needed community services.*

Detroit identified priority categories and ranked schools by categories to assist in prioritizing sites for attention. (Please see the entire After School: Detroit Historic Vacant School Property Study, April 2021 for the full discussion.) The following chart indicates attractive characteristics that imply higher levels of appeal for repurposing. The SNF column means that the location is within an identified neighborhood

with potential access to Detroit’s Strategic Neighborhood Fund revitalization grants; the Condition column indicates the overall cost to bring it to a usable condition is less than a selected threshold; the Neighborhood column indicates that the surrounding neighborhood has been evaluated and highly ranked for desirable characteristics such as walkability, availability of civic amenities, distance to nearest stable business corridor, etc., and History refers to buildings of historic significance (thus potentially eligible for historic preservation/ conservation/ conversion funding). This type of ranking could aid San Antonio ISD to similarly prioritize relative factors that contribute to a site’s appeal for potential tenants/users.

**EXHIBIT 10: DETROIT SCHOOL ANALYSIS**

### Priority Development Schools

The following schools ranked among the top ten in at least one of the priority categories. This list shows the top ten schools overall, along with 16 “honorable mentions” which had at least one distinguishing strength, even if they were weaker in other areas.

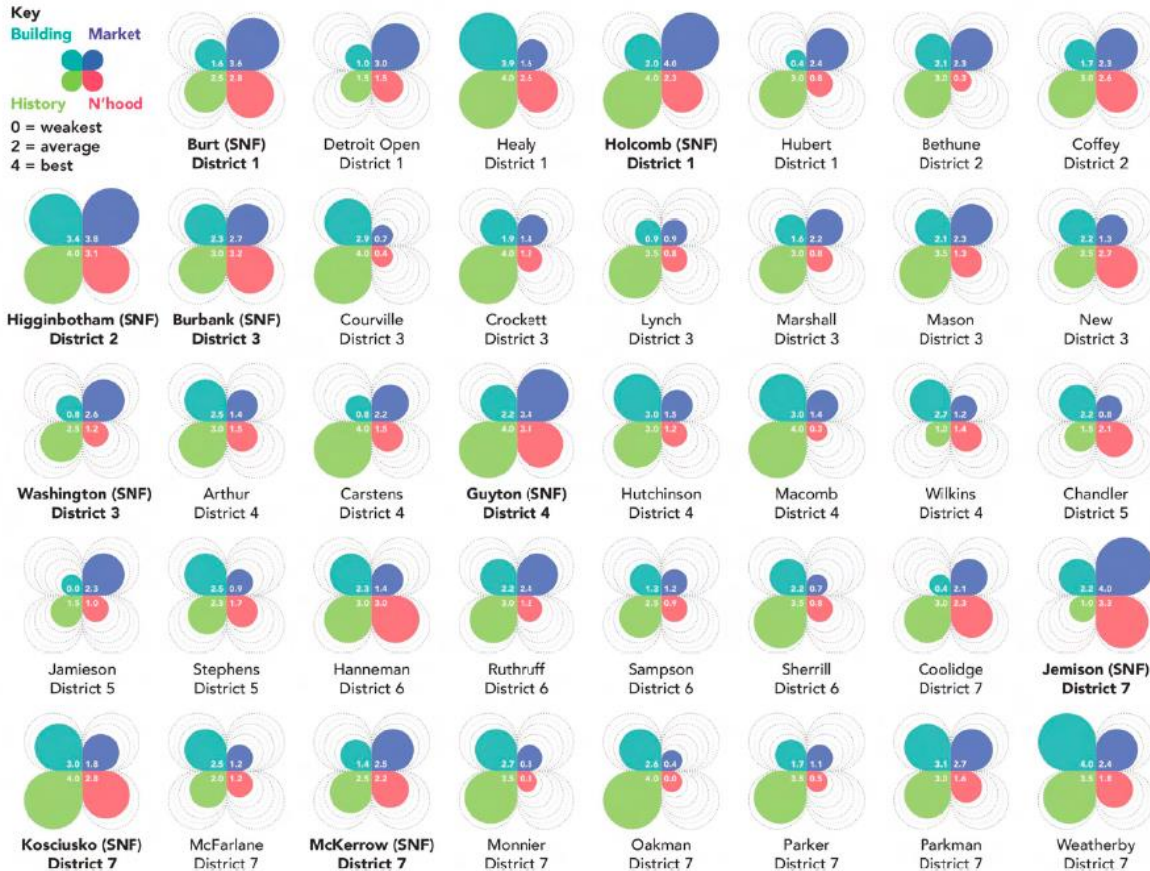
Rank	Dist.	Name	Address	SNF	Condition	Neighborhood	Market	History	Corridor
1	2	Higginbotham	20119 Wisconsin	●	●	●	●	●	
2	1	Holcomb	18100 Bentler	●	●		●	●	
3	1	Healy	12834 West Parkway		●	●		●	
4	7	Weatherby	12099 Fielding		●				
5	4	Guyton	355 Philip	●		●	●	●	
6	7	Kosciusko	20390 Tireman	●	●	●		●	
7	7	Jemison	6201 Auburn	●		●			
8	3	Burbank	15600 E State Fair	●		●	●		
9	7	Parkman	15000 Mackenzie		●		●		
10	1	Burt	20710 Pilgrim	●		●	●		
	7	McKerrow	4800 Collingwood	●			●		
	3	Washington	13000 Dequindre	●			●		
	4	Macomb	12051 Evanston		●				
	3	New	17142 Rowe			●			●
	3	Marshall	1255 E State Fair					●	●
	3	Courville	18040 St. Aubin		●			●	
	4	Hutchinson	5220 French		●				
	7	McFarlane	8900 Cheyenne		●				
	6	Hanneman	6420 McGraw			●			
	2	Coffey	19300 Lindsay			●			
	1	Detroit Open	24601 Frisbee				●		
	4	Carstens	2550 Coplin					●	
	3	Crockett	8950 St. Cyril					●	
	7	Oakman	12920 Wadsworth					●	
	6	Ruthruff	6311 W Chicago						●
2	Bethune	10763 Fenkell						●	

The study noted that schools scoring relatively poorly in most categories did not make them non-viable sites; even those challenging schools may have appeal to mission-driven users who place a high value on the property’s particular location.

Another visualization that Detroit employed is a 'heat map' with these criteria ranked by strengths and weaknesses:

**EXHIBIT 11: DETROIT SCHOOL ASSESSMENT HEAT MAP**

**Strengths and Weaknesses**



Each Vacant School Property (VSP) was summarized in a multi-page sub-report with building, neighborhood and development overviews as well as floorplans, building issues, history, photographs, demographics summary, and financial market information that described potential cost to redevelop to a particular condition or use. For instance, a recommendation for use in one building suggested senior living, due to the metrics showing a lack of opportunity and high need. Financial modeling was applied to describe several scenarios for potential redevelopment with site drawings to describe how that potential could be applied to that specific location. The examples below show “Two financial scenarios for an adaptive reuse to senior housing, one with multiple uses including conversion of the gym/auditorium to community recreation, culture and gathering space and a wing for smaller office/open plan workspace.”



EXHIBIT 12: DETROIT SCHOOL REDEVELOPMENT SCENARIO



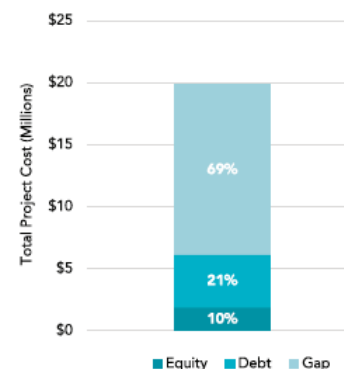
Program	Building Type	Finish Type	Area %	Gross Area (SF)	Volume (CU FT)	Unit Cost	Subtotal Cost
Affordable Housing	Plaster w/ Conc Structure	Historic	42%	19,318		153 \$	2,955,677.44
Demolition			58%	26,878	371,475	0.7 \$	260,032.61
Elevator						225000 \$	225,000.00
Parking						12000 \$	288,000.00
<b>Developed Area (GFA)</b>				<b>19,318</b>			
<b>Fit-out Cost</b>							<b>\$ 3,728,710.05</b>
<b>Rehab Cost</b>							<b>\$6,809,496.18</b>
<b>COST TOTAL</b>							<b>\$10,538,206.23</b>

Studio (475-595sf)	9
1BR (615-725sf)	6
2BR (970-1070sf)	4
<b>TOTAL UNITS</b>	<b>19</b>

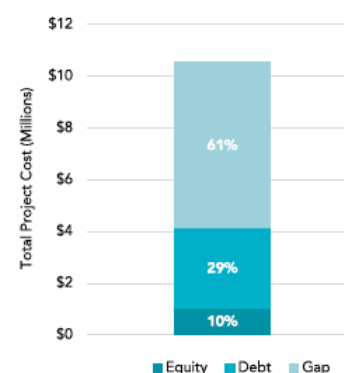
## EXHIBIT 13: DETROIT SCHOOL REDEVELOPMENT MARKET ANALYSIS

### Market Information

Burt 1		Development Type	Gross Area (SF)	Income (PSF values)		
		Rehabilitated Structure	46,196	Blended Rental Income	\$10.00	
		Demolished Structure	-	Less Vacancy	\$0.50	
				Less Expense	\$1.50	
				2022 NOI (escalated)	\$8.50	
				Blended Cap Rate	8.4%	
				Capped NOI	\$101	
				<b>Total Value</b>	<b>\$4,700,000</b>	
<b>High Level Funding Breakdown</b>				<b>2022 Costs</b>		
		Equity	\$1.99	10%	Total Rehab Cost	\$12,100,000
		Debt	\$4.19	21%	Total Fit-Out Cost	\$7,800,000
		Gap	\$13.71	69%	<b>Total Project Cost</b>	<b>\$19,900,000</b>
		<b>Total Project Cost</b>	<b>\$19.89</b>		<b>Gap</b>	<b>\$ 13,700,000</b>



Burt 2		Development Type	Gross Area (SF)	Income (PSF values)		
		Rehabilitated Structure	19,318	Blended Rental Income	\$17.00	
		Demolished Structure	26,878	Less Vacancy	\$1.00	
				Less Expense	\$2.00	
				2022 NOI (escalated)	\$14.00	
				Blended Cap Rate	8.0%	
				Capped NOI	\$177	
				<b>Total Value</b>	<b>\$3,400,000</b>	
<b>High Level Funding Breakdown</b>				<b>2022 Costs</b>		
		Equity	\$1.05	10%	Total Rehab Cost	\$6,800,000
		Debt	\$3.07	29%	Total Fit-Out Cost	\$3,700,000
		Gap	\$6.41	61%	<b>Total Project Cost</b>	<b>\$10,500,000</b>
		<b>Total Project Cost</b>	<b>\$10.54</b>		<b>Gap</b>	<b>\$ 6,400,000</b>



In summary, the Detroit report incorporated vast amounts of data gathered by a consulting firm to inform the decision makers and community as to the risks and opportunities in repurposing each facility to a use for which the community had a need.

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*Detroit...incorporated vast amounts of data gathered by a consulting firm to inform the decision makers and community as to the risks and opportunities in repurposing each facility to a use for which the community had a need.*

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### Identifying Potential Users: Learning from Chicago

The Chicago approach to identifying potential tenants culminated in a 2014 report reflecting the work of an advisory committee, which was comprised of a group of independent community and civic leaders tasked with recommending a framework and implementation plan for repurposing the properties. A key consideration for the committee, echoing many of the opinions the CRE Team heard in the fact-finding phase of the San Antonio ISD Consulting Corps assignment, was *how to make the most efficient use of these properties in timely, financially viable ways that returned them to constructive use quickly.*



Acknowledging that recommendations could not violate bond requirements, state statutes and other considerations governing the disposition of school buildings in Illinois, the report culminated in three key recommendations: 1) a three-phase repurposing process reflecting guiding principles; 2) authentic community engagement that was fully informed and influential; and 3) a dedicated fund, equal to the value of proceeds from a small number of properties at market rates, to support the process, facilitate projects with high community value and provide technical assistance to community-based organizations that proposed to undertake redevelopment.

San Antonio ISD has identified several partners in complementary agencies that could occupy several of the buildings, which will help preserve existing investments, reduce maintenance costs and provide valuable services. Leasing discussions can be/have been initiated with these organizations (e.g., childcare) while an overall repurposing plan is developed.

San Antonio ISD has declared that it will not sell properties and that it is not intending to make a profit through leasing out closed schools. What remains unclear, however, is how much budgetary support and staff resources the District is prepared to dedicate to this initiative, and the source of that support. As in Chicago, the San Antonio ISD could consider seeking income from the sale of one (or a few) properties in order to offset the costs of the others

San Antonio ISD held an admirable series of community engagement meetings as part of its process to determine which schools to close, the Rightsizing Process. Having made those decisions, the District created a Facilities Repurposing Panel and circulated a Request for Qualifications (RFQ) seeking a consultant to support the District with a public process to inform the Board on repurposing, including the development of a strategic plan for repurposing, with a timeline and budget. As the successful respondent(s) to this RFQ will be extremely influential in how and when each of the affected facilities will ultimately be repurposed, we offer some suggestions on concepts that the consultant could address.

The Chicago process opened each of the surplus buildings to a public bidding process. Reviews were completed by committees with experts in real estate, development, social services, finance, and lending, as well as district staff. Responses were assessed on financial viability, community support and potential positive impact on the community, with the community benefit prioritized. The report emphasized that residents should be ensured the opportunity to offer feedback during community meetings.

This effort culminated in a phased approach, with Immediate Reuse and Competitive Redeployment, followed by Revitalization (in essence short-, medium- and-long term plans):

**EXHIBIT 14: CHICAGO SCHOOL REPURPOSING TIMELINE**

	2013	2014				2015				2016				2017			
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Phase One: Immediate Reuse</b>																	
Assess facilities for immediate action																	
- Public facilities - immediate use, funded, Aldermanic support																	
- Interim uses - short-term, Aldermanic support																	
Complete data collection*																	
Procure revitalization partner																	
<b>Phase Two: Competitive Redeployment</b>																	
Create website with data on properties																	
Host property walk throughs																	
First offering of properties																	
Host community meetings to solicit input on proposals																	
Assess proposals against screening criteria																	
Board of Education review and action																	
Execute redevelopment agreements for accepted proposals																	
Begin redevelopment projects																	
Execute contract with property revitalization partner																	

\* Includes property assessments and condition reports; neighborhood, City, and sister agency plans; and the analysis and assimilation thereof.

**EXHIBIT 15: CHICAGO DEVELOPMENT THROUGH A REVITALIZATION PARTNER**

	2013	2014				2015				2016				2017			
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Phase Three: Development Through A Revitalization Partner</b>																	
Continue community engagement process including community planning sessions where plans do not exist, maintaining/ updating the repurposing website, hosting community meetings to review proposals																	
Prepare and issue bid solicitations for remaining properties																	
Assess proposals against evaluation criteria																	
Board of Education review and action																	
Execute redevelopment agreements																	
Begin redevelopment projects																	
Final offering - all remaining facilities																	
Demolish remaining facilities																	
Monitor redevelopment projects																	

Importantly, the Chicago report observed that there was a possibility that not all of the facilities would have a successful use identified. If that happened, the report recommended that responsibility for handling repurposing should be transferred to a third-party revitalization partner, an agency with the expertise and ability to market the properties to additional users and uses, and who would maintain the properties in the interim. The report summarized:

*“Though financial consideration should not be a driver, economic reality dictates that some hard choices may need to be made, including possible demolition of buildings that cannot be efficiently repurposed in an economically viable way.”*

## Asset Management / Real Estate Portfolio Management

Asset Management is the set of functions needed when an institution owns real property that is leased and used by third parties. It differs from facilities management, where the focus is maximizing the utility and function of owner-user real estate (i.e. use of school facilities by the district's own staff). Asset management is required when the institution takes on the role of a commercial real estate landlord, rather than only serving as steward of its own facilities for its own staff and users.

There are many different names for this function across non-profits and government entities, but all have very similar methods and tasks.

Real estate asset management for a non-profit or government entity is a systematic approach to the governance and realization of maximum utility and value of real property, based on the institution's specific mission and goals. Asset management is a structured process of developing, operating, maintaining, upgrading, and disposing of assets in the most mission-effective manner, inclusive of costs, risks, and performance. It covers the entire life cycle of properties, until they are sold or redeveloped by the district for district uses.

Asset management for institutions must explicitly focus on the mission of the organization. The functional meaning of the terms "value," "utility," "cash flow," and "strategy" must be rooted in the organization's specific mission, while recognizing that these terms have different meanings and use in the for-profit business world.

*San Antonio ISD Vision Statement:*

*"Our primary purpose of improving lives through a quality education is driven by an unrelenting determination to have all students graduate and prepare them for success beyond graduation."*

*San Antonio ISD Mission Statement:*

*"To transform San Antonio ISD into a national model urban school district where every child graduates and is educated so that he or she is prepared to be a contributing member of the community."*

Non-profits by definition do not seek to maximize cash flow from their real estate. However, a crucial part of non-profit real estate asset management is the need to maintain positive cash flow over the short and long terms, in order not to take money away from the organization's main programs.

Non-profits do not seek to maximize "market value" of their real estate, but they aim to maximize the functional utility of their real estate portfolio for their mission.

The strategy of an institution's real estate planning must be mission focused at every decision point. The descriptions below seek to illustrate these management aims.

1. Preserve and enhance the functional utility of the assets for the district.
  - a. Ensure no damage to the underlying land value of the properties, with "land value" as a proxy for functional utility, i.e. prevent hazardous materials issues, building deterioration, loss of property rights or development density allowances, and maintain utility and infrastructure access.
  - b. Promote changes and uses which improve the functional utility of the land and its neighborhood
2. Ensure no loss to the contributory value of any building improvements.
  - a. Some surplus district buildings have contributory utility and value above and beyond land value, while others may not, due to their age and older design and building systems/materials. Contributory value refers to value of a component of the asset. Those properties with contributory value need to be maintained, capital reserves allocated, and strategically positioned and managed.
3. Ensure the surplus property portfolio does not cause the district to lose money over time.
  - a. There should be no subsidies to the surplus real estate portfolio from other departments.
  - b. Capital reserves may need to be funded to ensure the long-term viability of some buildings.

Broadly speaking, real estate asset management covers the following tasks and responsibilities:

- Basic Property Management
- Strategic Management
- Marketing, Brokerage, Transaction Management

### **Basic Property Management**

- Identify and document the 19 properties
- Tenant billings and inspections
- Maintenance and lease record keeping and scheduling
- Vendor contracting and bookkeeping
- Reports to execs and board
- Administrative risk management: Insurance administration and verification, fire, life safety, and code compliance

### **Strategic Management**

- Alignment of real estate management with the district's mission
- Given the district's mission, create general performance metrics and optimization goals for the real estate
- Strategic risk management

## Communication, Brokerage, Transaction Management

1. Create policies to allocate vacant spaces to San Antonio ISD internal uses/users (i.e. storage, admin offices, teacher training, extracurricular activities, etc.)
  - a. Internal San Antonio ISD Users:
    - i. Ensure internal users know the policies for allocation and use of vacant properties.
    - ii. Make sure internal users know what buildings and sites are available and what these properties can be functionally used for and what use restrictions (zoning, utilities), functional restrictions (building size, parking stalls), and liabilities (needed capital and repair items) are present at each site.
2. Create policies to allocate vacant spaces to third party mission-aligned uses (i.e. HeadStart and day care).
3. Create policies to allocate vacant spaces to third party users (i.e. community college classrooms, arts programs, community centers, etc.).
  - a. Third Party (Outside) Users
    - i. Communication/Marketing
    - ii. Collect property specific property information in a format that is usable by outside parties.
    - iii. “Advertise” to interested users via a formal process (RFP or other process).
  - b. Brokerage: Once formal proposals have been received, select finalists, negotiate lease, execute agreement(s).
  - c. Transaction Management: Coordinate permitting and construction, insurance, utilities and offsite infrastructure, financial requirements.

## Specific Asset Management Tasks for San Antonio ISD Surplus Properties

### Manage Early Childhood Conversions

#### TASKS FOR ASSET MANAGEMENT

- Act as a knowledgeable advocate during lease negotiations and in problem solving afterwards
- Negotiate asset management fees for San Antonio ISD obligations
- Ensure permitting, design, and construction fit with the terms of the lease and with San Antonio ISD’s responsibilities under the lease
- Act as the owner’s representative during design, permitting, and construction
- Determine which design and construction costs get allocated to the tenant and which to San Antonio ISD
- Budget for all San Antonio ISD expenses during permitting and build-out
- Budget for all San Antonio ISD income and expenses following occupancy by the tenant
- Contract and manage any property management and maintenance required under the lease
- Periodically audit the building condition and tenant’s performance of their obligations under the lease. Done jointly with property management.
- Periodically report to leadership, staff, and the repurposing committee on events and progress. This will also require clear policy with regard to what information is public and what information is not public (such as transaction details during negotiations).

## **Manage Historic Renovation Projects**

This task list assumes the district has been approached by qualified and experienced developers. This list does not address the solicitation and the RFQ/RFP process.

### **TASKS FOR ASSET MANAGEMENT**

- Negotiate a functional long-term ground lease for the site. This should be a fairly standard type of agreement.
- Ensure permitting, design, and construction fit with the terms of the lease and with the District's responsibilities under the lease.
- Act as the owner's representative during design and permitting.
- Budget for all San Antonio ISD expenses during permitting and build-out.
- Budget for all San Antonio ISD income and expenses following occupancy by the tenant.
- Negotiate asset management fees for San Antonio ISD obligations.
- Contract and manage any property management and maintenance required under the lease.
- Periodically audit the building condition and tenant's performance of their obligations under the lease, jointly with property management.
- Periodically report to leadership, staff, and the repurposing committee on events and progress.

## **Manage Joint Use in A Single Building by Multiple Childcare Providers**

This is a much more difficult and hands on project than the above two scenarios. It will require third party property management if it is not operated directly by the District, or structured as a master lease to a community organization that would manage it and lease out the individual spaces for childcare providers.

This type of a project will be much higher liability, many operational issues are likely to occur during startup and operation, it will require fairly extensive feasibility studies, and there may be years where it loses money for the district.

Because of the difficulty and risk involved in such projects, the school board and superintendent need to ensure the ISD's asset management policies and staff/vendors are fully implemented and functional.

## **Manage Repurposing of Remaining Properties**

This will be a different set of tasks, given that highest and best use for each individual parcel is a big question, regardless of whether one quantifies "highest and best use" in financial terms or community development terms.

The District must develop baseline policies and qualifications for potential users that present unsolicited proposals.

## Due Diligence Reviews of Potential Partners

### Assessing Potential Tenants

Following the identification of potential use by site, and the identification of potential tenants, this section is intended to guide the collection and review of information from potential tenants prior to executing an agreement to occupy the space, referred to in the real estate industry as “due diligence.” As these reviews require specific expertise and oversight, it is anticipated that they would be completed by third party consultants or contractors and not the San Antonio ISD.

### Potential Tenant Review

- In-person meetings, phone calls, web meetings to assess the potential tenant’s mission alignment with San Antonio ISD priorities, and the tenant’s strategy for space use.
- Visit to Tenant offices, tour other facilities they own/rent.
- Review of Principals/ Key Persons
  - Biographies
  - Do they have the capacity to lead and manage additional sites if selected to occupy repurposed space?
  - Operational Controls
  - Significant Vendors and Service Providers
- Formal Review of the tenant entity.
  - Provide an understanding of the organization’s overall business function and structure. Include all of the entities involved in the planning, execution and monitoring of mission outcomes (departments, divisions, coalitions,...).
  - History
  - Recent Changes
  - Legal and Regulatory Searches and Findings
  - Governance
  - Succession and Continuity Plans
- Entity Financial Position
  - Audited Financials – required.
  - History of Sources and Uses of Funding
  - Financial Statement Review
    - Balance Sheets: statement of financial position, activities, cash flows and functional expenses.
    - Are there donor-imposed restrictions if the entity is a non-profit?
  - Tenant Mission Analysis – what are the strengths, weaknesses, opportunities and threats to the Tenant’s capacity to fulfill a lease in this space?
- Track Record of Tenant and Principals in leasing/operating properties in line with the District’s mission and within the demonstrated competency of the Tenant.



- Projections vs. Actual Performance – is the entity experienced in forecasting cash flows? Is there a grant function that seeks to align donor missions? Is the potential tenancy related to a specific grant, and if so, what are the parameters for grant management and reporting?
- Tenant Partners (Attorneys, Major Funders, Universities, Health and Medical Affiliates, etc.).

## Site Level Preliminary Review

- Area Analysis
  - Demographics, Population Growth, Job Growth
  - Surrounding Business Profile
  - New construction, pipeline for new construction
- Property Analysis
  - Narrative of age, condition, history, culture
  - District engineering report and summary
- Tenancy Financial Terms
  - Proposed rental rates and term length
  - Specific source of rent analysis
  - Tenant improvements to be made
  - Assumptions by tenant for continuing site operations
  - Tenant commitment to space, region
  - Risk assessment of possible nonpayment
- Master Lease/Master Tenant
  - Structure
  - Base Rent, additional rent
  - Expense responsibility
- Tenant Business Plan
  - Upgrades, capital improvements, property management, facilities management
  - Upfront reserve analysis – does the Tenant have sufficient reserves to pay for anticipated and unexpected costs in addition to the rent payment?

## Legal Considerations

### Deed Restrictions

**Deed Restriction definition** – A reservation in the transfer of property rights.

Property transferred to a school district may have deed restrictions that limit the transfer or use of the property. Often, property was donated to a school district and the deed prevented any other right of transfer or use. A reversion or remainderman clause would have the property returned to the grantor if there was no longer a use for the property as a school.

Therefore, the CRE Team requested deeds to review the potential for unfavorable clauses in the deeds. In around one out of five deeds, the Team found objectionable language concerning the transfer of property or use of the property on a now-illegal basis of the status of potential buyers. In addition, two of the four leases had other restrictive clauses related to medical use. One deed had more than two deed restrictions.

The Team recommends that the District request a court order to clean up the language in all its deeds. The District should take the following action steps:

- Have counsel review all properties both in the pool of closed properties and all other properties in the San Antonio ISD and go to court to nullify them, if possible.
  - A common deed restriction in the transfer of school or for other non-profit uses is “so long as used as for a school, otherwise it reverts...”
  - At least four original deeds in the closed or proposed to be closed properties have deed restrictions
- Know what properties have deed restrictions
- Determine if one illegal restriction nullifies all other deed restrictions.
- Have a judge rule that all the deed restrictions are void.

### Legal Considerations in Leasing

San Antonio ISD committed to retaining ownership and leasing the properties to acceptable tenants that would benefit the community where the properties are situated.

**Lease definition** - Conveyance of a property interest to a tenant(s) that gives up the rights of use and occupancy. It is an executory contract, a contract under which both parties to the agreement have remaining performance obligations. In other words, neither party has fully performed their duties as outlined in the contract. In a lease agreement (an executory contract), the landlord has an ongoing obligation to provide the property, and the tenant has an ongoing obligation to pay rent. If one party files for bankruptcy, the treatment of these ongoing obligations must be addressed.

- Prior to a lease, the landlord owns the property in fee and has the full bundle of rights that are not restricted in a deed.
- After a property is leased, the right of use and occupancy is no longer vested with the owner of the fee but is transferred to the tenant, who then has the right of use and occupancy.
- A lease is also a contract; it is the agreement between the owner (lessor) and the tenant (lessee).

### **THE SCHOOL BOARD IS THE LESSOR AND RESPONSIBLE FOR THE LEASING CONTRACTS**

According to state statutes, an independent school district has implied authority to lease school land to a private entity, but in leasing the property the board of trustees may not:

- Permit uses that would interfere with the property's use for district purposes
- Divest itself of the exclusive right to manage and control the property. A long-term exchange of school land for private land may be subject to Section 272.001 of the Local Government Code, in which case the school district may be required to provide notice and accept bids.

A school district can lease land. This is well settled in Texas law. Districts must consider the following points:

- A lease in an existing school must meet the tests of
  - no interference with the school use and
  - control by the district
- A school district can lease to a private entity but has requirements that are fact-specific and subject to Chapter 272 of the Government Code.
- A school district has easier hurdles if the land is excess or surplus and not needed or used for a school facility.
- A district can lease to a non-profit and in this case would not necessarily have the same requirements for Chapter 272 of the Government Code (e.g. an RFP). The district must, however, take steps to ensure the non-profit purpose is being effected.
- If writing a long-term lease, districts must avoid making it an effective property transfer.

Examples of objectionable lease clauses from the Highland Park Deed (Sept. 1913) Restrictions include ...

- "That the said San Antonio School Board, its successors or assigns, shall not convey, sell, or lease any part of said premises to a person of negro blood, or to any firm or corporation composed of negroes;
- That no part of the said property shall ever be used for illegal or immoral purposes, or for the sale, distribution or manufacture of spiritous, vinous, malt or other intoxicating liquors.
- ... allow the treating of persons afflicted... contagious or infectious...
- ...for residence purposes, except by permission of the Highland Improvement Company.
- No surface closets or privies shall be erected or maintained upon said premises."

Prior to Highland Park’s development as a residential area, the 780 acres were owned by Albert Steves, Jr. who made the land available to local dairy farmers as pastureland. The land, referred to at this time as "the old Steve pasture," was purchased in 1909 by L.P. Peck, Benno Kayton, W.C. Rigsby, Ben Hammond, Charles Peterson, and A.M Avant. They formed the Highland Park Improvement Company with an original plan for each investor to build a large house on a street named for himself. Charles Peterson elected to forgo a street in his name, which resulted in Highland Park Boulevard and the main thoroughfare through this suburban area<sup>8</sup>.

**Common Lease Types and Terms**

The school board will have many lease terms to choose from, subject to legal constraints. The actual terms can be set to benefit the long-term interests of the school board. The term of the lease(s) can be...

- Short-term
- Mid-term
- Long-term

The common provisions could be where the tenant or the landlord or a combination of the two are responsible for expenses on the property. The Team recommends that the tenant be responsible for all expenses whenever possible and provide a regular accounting of expenses paid.

**COMMON LEASE TERMS**

Parties	Premises
Dates of signature, occupancy, termination	Term
Lease payments	Tenant Improvements
Insurance, subrogation, safety	Taxes
Default of both	parties
Condemnation	Casualty & Acts of God
Guarantors	Warranties and rights
of parties	Covenants of Landlord & tenant
Access to premises	Right to sublease
Environmental assurances	Right to collateralize interest
Specific lease considerations	

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<sup>8</sup> [City of San Antonio Highland Park Historical District](#)

## Important Considerations

A lease is a contract, and San Antonio ISD can control by contract almost anything, subject to the market accepting the terms. The District should:

- Vet the potential tenants. A non-profit business is still a business endeavor that can bankrupt and leave behind significant problems.
- Be as clear as possible on the duties and responsibilities of the landlord and the tenant.
- Include a right to sell the property – subject to the lease or dissolving the lease.
- Ensure any casualty clause or condemnation clause is to San Antonio ISD’s benefit.
- Identify as many outs as possible to nullify the lease and take the property back.
- Include a clause to take it back should San Antonio ISD desire to re-acquire the property to build a school.
- Require a reserve schedule and proof of reserve for typical replacements during the life of the lease.
- Build in the right to inspect the property, either each year, one-half year, etc. and/or with a certain notice.
- Ensure all required insurance, performances, etc. are reported.
- All alterations, etc. must be approved by San Antonio ISD.

## Summary

The capacity to lease and create lease terms requires expertise in law and commercial real estate; San Antonio ISD should identify and select advisors who can provide this expert knowledge while representing San Antonio ISD’s best interests.

## Attorney General Opinions

The Team suggests that all Attorney General Opinions be researched and reviewed by counsel. Additionally, if a novel question comes up, the District may want to request a ruling by the Attorney General. Notes on Attorney General Opinion on a School board's authority to lease property follow:

- Question from Fort Worth ISD: Can the school district enter into a long-term ground lease with a private entity that intends to develop the surplus property owned by the District over the term of the lease if the benefit is anticipated to exceed the current value from a sale of the property?

### S U M M A R Y

Under the common law, an independent school district may lease school district real property to a private entity provided the lease does not interfere with the property's use for district purposes or divest the school district of the exclusive right to manage and control the property. That the real property is surplus and no longer necessary for the operation of the school district is a factor relevant to the district's determination that a proposed lease complies with these limitations.

Texas Constitution article III, section 52(a) prohibits gifts of public funds for private purposes. The District's agreement to permit a private entity to use its land constitutes a thing of value within the scope of article III, section 52(a) but does not violate that provision so long as the District: (1) ensures the expenditure is to accomplish a public purpose of the school district, not to benefit private parties; (2) retains sufficient control over the public funds to ensure the public purpose is accomplished; and (3) ensures the school district receives a return benefit. Whether a particular lease agreement satisfies this three-part test is a determination for the District in the first instance.

- Royse Indp. Sch. V Reinhardt 159 SW 1010 (Tex. Civ. App. 1913) allowed a short-term lease and established that leases are possible.
- In 1986, in River Rd. Neighborhood Ass'n v S Tex. Sports (720 SW 2d 551), the court voided a 30-year lease not because it was a lease to a private entity but because of the issue of board control.
- 2005 Attorney General Opinion
  - Sections 11.151(c) and 11.154 authorize a board to dispose of real property that is no longer necessary for the school district's operation. (This would be done per Chapter 2727 of the Government Code)
  - A school district can lease property that does not impede or interfere with the school's operation.
- In 1972, the Attorney General's office concluded that a 20-year lease for use as a neighborhood center, without any discretion being left to the trustees of the future possible needed use for school purposes, would exceed the recognized discretionary leasing authority of the school. It

was deemed an impermissible diversion of governmental property from its intended use for school purposes."

- The limitations of the previous cases and discussion did not apply to PNG because their proposed lease to a private entity was for "unused excess land." "The fact that the land is not used by the school district is relevant to whether the proposed lease would permit uses of the property that would interfere with the property's use for the district purposes. See, e.g. Texas Attorney General Op. No. JM-531 (1986)
- "In the end, the final determination whether a lease comports with these limitations involves questions of fact and contract interpretation and is thus beyond the purview of an attorney general opinion." (At p.7)"

Whether a lease arrangement is a sale or exchange of land subject to section 272.001 depends upon the lease's terms, such as the lease's duration, the political subdivision's right to control the land during the lease term, and the political subdivision's right to improvements at termination. See Texas Attorney General LO-96-053, at 3 (noting that a court could "conclude that a transaction in which a county transfers equitable title to county real property to another entity with an irrevocable option to purchase constitutes a sale of land for purposes of section 272.001").



## Conclusion

In January 2023, architectural historian Elizabeth Blasius revisited the massive closure of 50 schools in Chicago<sup>9</sup> - schools were repurposed, sold, adaptively reused or left vacant - and the forces that shaped their outcomes. In 2013, Chicago Public Schools' Advisory Committee was charged with creating guiding principles and a process to determine 'how to make the most efficient use of these properties in timely, financially viable ways that returned them to constructive use quickly.'

The Committee recommended a three-phase process reflective of the guiding principles, including 1) immediate reuse; 2) competitive redeployment (differing from San Antonio's approach, the Chicago schools' reuse plan envisioned selling surplus properties); and 3) development through a revitalization partner. Similar to San Antonio, the immediate reuse phase included opportunities for reuse by governmental agencies.

Of the original 50 sites<sup>10</sup>, 20 have found a use. Twenty-six remain mothballed and vacant, and 16 of those dormant buildings do not have any city-approved or supported plans for reuse after ten years. The 10 remaining schools were sold with permanent redevelopment projects, currently in various stages of planning, approval, funding and construction. Many of those plans remain at a standstill, with plans still being refined by the community and council/ward leadership. The advisory committee website begun in 2013 has not been updated since 2015, according to Blasius.

The delayed plans demonstrate the complexity of planning and implementation of repurposing the schools and a lack of political will to implement a comprehensive plan around their reactivation.

Photographs show the remaining unused, unsold buildings covered in graffiti, and they are reported to be in terrible condition. Researchers report that vacancies have destabilized and traumatized neighborhoods, many of which were already distressed. *"Neighborhoods struggling with disinvestment do not do so on just one level, with challenges such as lack of commercial activity layered with low property values, vacancies, and transportation and employment challenges all persistently working together. These challenges contribute to the closure of schools, which serve to exacerbate existing problems, creating a situation where a neighborhood may not meet baseline requirements for technical or organizational feasibility."*

To paraphrase, even if the San Antonio ISD intends to give away properties to users who can pay for their upkeep at zero profit, there may not be takers. And even for those who find takers for adaptive reuse, their plans may remain unfulfilled. Complicating the District's plan to allow reuse of buildings for

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<sup>9</sup> [Chicago School Closures - Observations Ten Years Later](#)

<sup>10</sup> [Chicago Sun Times, Chicago's 50 Closed Schools, May 18, 2023](#)

non-classroom use is the current and projected condition of the office market. Following the pandemic, work from home has become the prevalent policy of former office space users.

This report provides recommendations for the District to approach the repurposing process – including assembling information about the buildings, creating and soliciting proposals to identify and secure users, engaging partners, communicating with stakeholders, implementing an asset management function, and reviewing legal issues. Still, the District and stakeholders should acknowledge at the outset that there are even harder choices ahead than the closing of the schools. Buildings will undoubtedly need to be demolished; creating the decision tree now to ensure that the demolition path does not fall victim to lack of political will or changes to administration will prevent these buildings from the fate promised to the community – there will be no defunct, derelict buildings to further traumatize the neighborhoods losing their beloved neighborhood schools. The team hopes that San Antonio ISD can learn from others' experiences to prevent this outcome.

Schools are purpose-built, and transitioning them to a new use is not simple or easy. While repurposing closed schools is likely to take longer than anyone wants, partnering with external entities to benefit from their expertise is key. This collaboration may necessitate empowering partners - who are the experts – to lead the implementation. Allow for flexibility and prepare to pivot: if a property has not confirmed a new user and use within a predetermined timeframe, then consider sale or demolition. Communication is also critical: Share frequent updates on the District website as repurposing plans are confirmed and implemented to engage and inform the many stakeholders. The CRE Team was impressed by the San Antonio ISD's extensive public engagement through the Rightsizing process and the Board's action to make the hard decision to close schools. We look forward to following the District's progress to collaborate with outside partners and implement repurposing of closed schools.

## Appendix

### Appendix I - Resources

*Chicago School Closures: Ten Years Later.* By Elizabeth Blasius. MAS Context. 2023.

<https://mascontext.com/observations/chicago-school-closures-ten-years-later>

**Chicago's 50 Closed Schools: What happened to the buildings?** In WBEZ Chicago Sun-Times. 2023.

[Chicago Sun Times, Chicago's 50 Closed Schools, May 18, 2023](#)

#### **After School: Detroit Historic Vacant School Property Study, April 2021**

- Detroit Historic Vacant School Property Study [Part 1 – Pages 1-165](#)
- Detroit Historic Vacant School Property Study [Part 2 – Pages 166-460](#)
- Detroit Historic Vacant School Property Study [Part 3 – Pages 461-750](#)
- Detroit Historic Vacant School Property Study [Part 4 – Pages 751-811](#)
- Detroit Historic Vacant Schools Final Report [Appendix 2 Building Envelope & Structural Assessment Reports](#)

*City of Detroit – Vacant Historic School Building Study Report:* <https://detroitmi.gov/departments/planning-and-development-department/citywide-initiatives/detroit-historic-vacant-school-property-study#:~:text=The%20objective%20of%20this%20project,make%20recommendations%20regarding%20their%20development>

*After School Detroit is the online guide to vacant school properties owned by the City of Detroit.*

<https://www.afterschooldetroit.com/>

**Enrollment Landscape Analysis.** Phase 1 Insights. Prepared for San Antonio ISD by Civic Solutions Group, SGS Executive Advisors. 2022. <https://www.brookings.edu/articles/declining-school-enrollment-since-the-pandemic/>

[City of San Antonio Highland Park Historical District](#)

*Closing Public Schools in Philadelphia: Lessons from Six Urban Districts.* by Emily Dowdall. The Pew Charitable Trusts Philadelphia Research Initiative. 2011. [https://www.pewtrusts.org/-/media/assets/2011/10/19/closing\\_public\\_schools\\_philadelphia\\_report.pdf](https://www.pewtrusts.org/-/media/assets/2011/10/19/closing_public_schools_philadelphia_report.pdf)

*Shuttered Public Schools: The Struggle to Bring Old Buildings New Life.* By Emily Dowdall and Susan Warner. Pew Charitable Trusts. 2013.

[https://www.pewtrusts.org/-/media/Assets/2013/02/11/Philadelphia\\_School\\_Closings\\_Report.pdf?la=en](https://www.pewtrusts.org/-/media/Assets/2013/02/11/Philadelphia_School_Closings_Report.pdf?la=en)

*A Guide for the Adaptive Use of Surplus Schools.* By Giljahn, Jack W.; Matheny, Thomas R. Columbus Landmarks Foundation. 1981. <https://files.eric.ed.gov/fulltext/ED434485.pdf>

This manual provides recommendations for school boards and communities concerning the leasing, selling, and marketing of school buildings. The reuse potential of each type of school building is investigated, and suggestions are made for successful conversions. Design considerations and the many aspects of acquiring and developing a school reuse project are discussed, including ownership, building codes, feasibility analysis, design guidelines, and financing. Finally, successful school reuse projects from across the country, along with designs developed by the authors, are cited to further demonstrate the great reuse potential which school buildings have. Appendices provide the Secretary of the Interior's Standards for Rehabilitation and selected funding sources. (Contains 40 references.) (GR)

### **Kansas City Public Schools Surplus Schools Repurposing Policy and Process**

- Repurposing Policy (May 2015)  
[https://resources.finalseite.net/images/v1592326475/kcpublicschoolsorg/w3ecv3oyhzxxzn5wfu7u/410\\_Repurposing\\_Policy\\_Board-Policy-Manual\\_052715.pdf](https://resources.finalseite.net/images/v1592326475/kcpublicschoolsorg/w3ecv3oyhzxxzn5wfu7u/410_Repurposing_Policy_Board-Policy-Manual_052715.pdf)
- Kansas City Public School Surplus Schools Offering Guidelines Updated June 2022  
<https://resources.finalseite.net/images/v1663011834/kcpublicschoolsorg/sv45fbxkthvtxfvou6km/KCPSOfferingGuidelines062022.pdf>
- Repurposing Process Overview (June 2022)  
[https://resources.finalseite.net/images/v1654283300/kcpublicschoolsorg/lt4d7qyb7lvzublikimh/Repurposing\\_Process\\_Overview\\_June\\_2022.pdf](https://resources.finalseite.net/images/v1654283300/kcpublicschoolsorg/lt4d7qyb7lvzublikimh/Repurposing_Process_Overview_June_2022.pdf)
  - Proposal Solicitation: KCPS seeks proposals for surplus school sites, hosting public meetings for community input, and providing a minimum 30-45 day proposal period[1].
  - Proposal Evaluation: A committee reviews proposals based on feasibility, team qualifications, and community benefits, potentially leading to community presentations and term sheet negotiations.
  - Due Diligence & Closing: Additional community meetings are held to finalize agreements, with standard due diligence activities monitored by KCPS staff.
  - Post-Closing: KCPS monitors terms and agreements that survive the closing, including any proposed changes to the Property Use Restriction Agreement. Community feedback is sought for any significant changes.

### **Newport-Mesa Unified School District Surplus Property Procedures**

- <https://resources.finalseite.net/images/v1699894010/nmusdus/baxkjtuzt2rnq8qia3m5/3-AdvisoryCommitteeMtgSurplusPropertyHandout429261611.pdf>
- Procedures
  - Surplus Property Procedures: The document outlines procedures for the disposition of surplus real property by school districts, including sales, leases, and facility sharing with public and private entities[1].
  - Asset Management Planning: It emphasizes the importance of treating surplus real property in a businesslike manner, planning for long-term use, and securing value for constituents.

- Advisory Committee & Legal Requirements: Details the requirement of forming an advisory committee and complying with legal requirements like the California Environmental Quality Act (CEQA) before disposing of property[2].
- Working with Entities: Discusses options for school districts to enter agreements with private and public entities for the use of facilities, maximizing income, and reducing expenses.

### Seattle Public Schools

- Seattle Public Schools School Closure Policy <https://www.seattleschools.org/about/school-board/policies/6883-school-instructional-site-closures/>
- Seattle Public Schools Rental, Lease and Sale of Real Property Policy <https://www.seattleschools.org/about/school-board/policies/6882-rental-lease-and-sale-of-real-property/>

*Best Practices for District Communication with Stakeholders*. Research Brief. Hanover Research. 2018.

- [Hanover Research--Best Practices for District Communication with Stakeholders.pdf \(was-oly.org\)](#)
- Summary of the document:
  - **Stakeholder Involvement:** The document emphasizes the importance of involving stakeholders in decision-making processes to increase trust and gather diverse perspectives.
  - **Decision-Making Role:** It outlines the role of leaders in decision-making, advocating for collaborative approaches and transparency to foster stakeholder buy-in and minimize conflicts.
  - **Communication Strategies:** Various strategies for effective stakeholder communication are discussed, including the use of technology to enhance transparency and openness.
  - **Best Practices:** The document provides best practices for engaging teachers, parents, and community members in decision-making to improve outcomes and productivity.

**Communications Planning for Innovation in Education: How to communicate about your blended & personalized learning initiatives**. Education Elements and The Learning Accelerator. 2017.

- Guide for school system leaders for effective communication. Includes case studies and communications planning tools.
- [CommunicationsGuide.pdf \(learningaccelerator.org\)](#)

**Local Governments and Schools: A Community-Oriented Approach (ICMA 2008)** [Local Governments and Schools: A Community-Oriented Approach | icma.org](#)

- **Community Impact:** The report discusses the significant impact of school facilities on education quality, economy, environment, and social equity.
- **Planning Strategies:** It provides strategies for local governments and school districts to collaborate on community-oriented school planning.

- **Case Studies:** The page includes eight case studies showcasing successful community-school collaborations in the U.S.

**Retired, Rehabbed, Reborn: The Adaptive Reuse of America's Derelict Religious Buildings and Schools (Sacred Landmarks) Paperback – February 3, 2017** by Robert Simons, Gary DeWine, Larry Ledebur [https://www.amazon.com/dp/1606352563?psc=1&ref=ppx\\_yo2ov\\_dt\\_b\\_product\\_details](https://www.amazon.com/dp/1606352563?psc=1&ref=ppx_yo2ov_dt_b_product_details)

*Adaptive Reuse of Abandoned School Buildings.* E-Scholarly Community Encyclopedia  
<https://encyclopedia.pub/entry/53096>

*Puerto Rico's Rescued Schools: A Grassroots Adaptive Reuse Movement for Abandoned School Buildings* by John-Michael Davis, Mariana Reyes, Jacob Abrogar, Jocelyn Bourgoin, Madison Brown, Evelyn Kellum, Francis Polito and Scott Jiusto 2023. <https://www.mdpi.com/2076-0760/12/12/662>

*Interpreting The Secretary of the Interior's Standards for Rehabilitation.* National Park Service U.S. Department of the Interior Technical Preservation Services National Center for Cultural Resources. 1999. <https://www.nps.gov/orgs/1739/upload/its-12-adaptive-reuse-schools.pdf>

*Student Corner: Getting Schooled: Creative Reuse of Historic School Buildings.* Community and Economic Development in North Carolina and Beyond. Published 2015 by CED Program Interns & Students. <https://ced.sog.unc.edu/2015/07/getting-schooled-historic-school-buildings-provide-opportunities-for-creative-reuse/>

*A Different Kind of Education Reform: Reuse of Historic School Buildings* by John M. Tess, Heritage Consulting Group in *Novogradac Journal of Tax Credits*. June 2013, Volume IV, Issue VI. <https://heritage-consulting.com/wp-content/uploads/2017/01/June-2013-A-Different-Kind-of-Education-Reform-Reuse-of-Historic.pdf>

*Concord NH School District Adaptive Reuse Study* <https://www.castagnaconsultinggroup.com/success-stories/concord-nh-school-district-adaptive-reuse-study/>



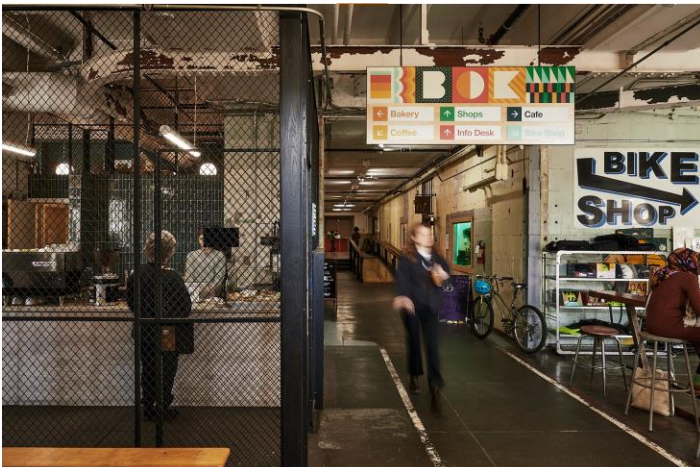
## Appendix II – School Conversion Examples

THE BOK SCHOOL, PHILADELPHIA, 340,000 SF, BUILT 1936

Bok School, former technical high school in South Philadelphia, PA, 8-story, 340,000 sf built in 1936 for 3,000 students. Closed and auctioned in 2013, purchased by Scout, a Philadelphia woman-owned development firm. Opened in 2015. <https://www.buildingbok.com/>

### BASIC DESCRIPTION

A former technical high school, Bok’s classrooms and learning spaces have been repurposed into workspaces for Philadelphia makers, businesses, non-profits, and artists. Using a “light touch” and leading with a community-first mindset, Bok aims to provide accessible workspace to small businesses looking to grow and test their ideas, as well as be a gathering space and resource center for the surrounding South Philadelphia community and beyond.





## DETAILS

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BOK is owned and operated by Scout, a multi-disciplinary design and development firm with a background in transforming vacant and underutilized spaces in creative ways. In 2014, Scout submitted a proposal to reuse the existing infrastructure within the building to create affordable workspace for a wide variety of users. The approach matches tenants with spaces that can accommodate their needs, while offering amenity and economic opportunity to the neighborhood. It is a phased long-term construction project that seeks to continually improve and repair the building.

Bok's first three tenants were a haberdasher, a textile designer and a jewelry designer; all three lived in the neighborhood and had outgrown their rowhome workspaces. Today the 340,000 square foot structure houses over 200 businesses, artists, makers, entrepreneurs, and non-profits — ranging from fashion designers to filmmakers to glassblowers to architect practices to woodworkers, and even a wholesale bakery. Bok is also home to a [daycare](#), a [hair salon](#), [ESL classes](#), a [tattoo parlor](#), a [coffee shop](#) and an [award-winning rooftop bar](#).

Scout's light-touch approach to renovation seeks to respect and repair the building's found condition and reuse as much as possible. In the rear of the building, the old tool library has been transformed into a coffee shop. The former Le Bok Fin culinary training kitchen provides infrastructure for a local catering company. Wood-shop classrooms with high electrical capacity have been utilized by tenants in need of extra power.

## CAPITAL STACK & FUNDERS

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Purchased for \$1.75m, or \$5.15/sf. Total investment to date: \$28.5m, \$83/sf. NMTC and HTC used. Upper floors were not sprinklered as required, dictating a phased occupancy approach. Offered shorter, flexible leases, got tenants and loyalty, became center of cool. Rents start at \$500/mo, plus electric; \$20/sf plus electric.

## KEY TAKE-AWAYS

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Low purchase price, limited and phased renovations, low, flexible leases, likely AC by tenant, attentive and flexible landlord, food, developed a reputation for cool.

### AIRBNB AND OTHER MIXED USES IN OLDTOWN, MD

The sole elementary school in Oldtown, MD, on the north fork of the Potomac and the border of West Virginia, closed around 2020. It was sold within a couple of years to a local businessperson who, among other endeavors, refurbished historic autos. Sale price was reportedly \$10,000.



### BASIC DESCRIPTION

The school was likely built in the 1970's and included 6-8 full classrooms, a gym, library, and cafeteria. Oldtown is not incorporated and has few businesses, but the school is located on one of the two main streets, a block from the bridge over the Potomac. The building is in reasonably sound condition, HVAC potentially excepted. The auto refinisher moved their business to the site along with another auto repair venture, the cafeteria was re-opened as a simple restaurant serving 3 meals, a hairdresser and a couple of other businesses moved in, and the neighborhood uses the library as their meeting space. The Airbnb unit joined within the last couple of years, providing an excellent way station for bicyclists traveling along the old C&O canal.





### CAPITAL STACK & FUNDERS

Our informant here was the Airbnb provider, who rents one classroom from the building owner. The classroom Airbnb format, as it turns out, is very conducive to bikers and you can bring your bikes into the room. Plumbing is mostly the school original, plus a shower and washer/dryer. The classroom has lots of space, this unit is advertised as serving up to 6 guests and includes beds for that number. Capital improvements were likely minimal for the Airbnb: locks, HVAC, some plumbing, and cleaning. With the owner's low initial cost, rents can be quite low, making this a low-risk venture. Pricing is consistent with other offerings along the C&O trail: \$100-\$200/night all in.

### KEY TAKE-AWAYS

Low purchase price, adding businesses over time will begin to make this a useful neighborhood center. Demand for rooms would be a driver, and a themed installation might be attractive.

EXAMPLES FROM OMAHA

**YATES ILLUMINATES**

- This Omaha school was turned into a community center, largely funded by philanthropy: <https://www.yatesilluminates.org/>
- Metropolitan Community College (MCC) at Yates - <https://www.mccneb.edu/About-MCC-Nebraska/MCC-Locations/MCC-Yates-Illuminates>

**MANY OMAHA SCHOOLS WERE CONVERTED APARTMENTS.**

TO

Here's an example:

1730 S 11th Street, Omaha, NE 68108

Historic former school building with 27 units

Recent list price \$2,300,000



Summary		Highlights
<b>Sale Price</b>	\$2,300,000	<ul style="list-style-type: none"> <li>• Lincoln School Apartments with 27 units</li> <li>• Historic former school building</li> <li>• Recent capital improvements include new roof and painting of all common areas</li> <li>• Excellent location near Little Bohemia and Downtown</li> </ul>
<b>Building Size</b>	20,478 SF	
<b>Lot Size</b>	0.89 Acres	
<b>Year Built</b>	1893	
<b>Zoning</b>	R7	

## Appendix III - Asset Management Resources

### Local Resources

Archdiocese of San Antonio

Robert (Bob) Holbrook, Director of Construction, Real Estate & Facilities, 210-438-8136,

[robert.holbrook@archsa.org](mailto:robert.holbrook@archsa.org)

San Antonio Housing Trust Foundation

<https://sahousingtrust.org/meet-the-team/>

Contacts: Pete Alanis, ED; Jessica Keuhne, Director of Asset Management

LISC San Antonio

LISC often acts as a clearing house for non-profit real estate consultants and technical assistance.

<https://www.lisc.org/san-antonio/who-we-are/our-team/>

### National Examples

San Diego Unified School District

[https://staff.sandiegounified.org/departments/real\\_estate\\_and\\_rentals](https://staff.sandiegounified.org/departments/real_estate_and_rentals)

Real Estate Utilization Strategy

In February 2014, the San Diego Unified School District Board of Education unanimously approved a Real Estate Utilization Strategy under the Vision 2020 strategic plan. The strategy is guided by the following principles:

- Maintain ownership of district-owned property where appropriate
- Generate ongoing revenue to help enhance education for all students
- Develop properties that provide neighborhood benefits
- Actively engage the community and solicit feedback in the development process

Seattle Public Schools

Property Management Department

<https://www.seattleschools.org/departments/facility-operations/property-management/>

Leasing in Operating Schools Policies and Forms

<https://www.seattleschools.org/departments/facility-operations/property-management/leasing-in-operating-schools/>

University of California San Diego

Asset Management Department

<https://blink.ucsd.edu/facilities/real-estate/asset-mgmt.html>

Archdiocese of Baltimore

Real Estate Asset Management Policies

<https://www.policy.archbalt.org/facilities-real-estate/>



Department Structure and Contracts

<https://www.archbalt.org/division-of-facilities-management/>

The Roman Catholic Archbishop of Los Angeles

Real Estate Asset Management Policies

<https://handbook.la-archdiocese.org/chapter-7/section-7-2>

Department Contacts

<https://lacatholics.org/departments-ministries/real-estate/>

CBRE Real Estate Asset Management for Non-Profits

<https://www.cbre.com/services/industries/nonprofit>

U.S. Department of Interior

<https://www.doi.gov/pam/asset-management/vision>

National Park Service Real Estate Asset Management Policies

[https://www.nps.gov/subjects/policy/upload/DO\\_80\\_11-20-2006.pdf](https://www.nps.gov/subjects/policy/upload/DO_80_11-20-2006.pdf)

IREM Guide to Real Estate Asset Management

[This is focused on for-profit commercial property, but the general practices are the same]

[https://realestate.vt.edu/content/dam/realestate\\_vt\\_edu/industry/AssetManagement\\_Final\\_2017.pdf](https://realestate.vt.edu/content/dam/realestate_vt_edu/industry/AssetManagement_Final_2017.pdf)

## Appendix IV - Resources Available to REALTOR® Associations

NAR has several resources available to state and local REALTOR® associations through the REALTOR® Party that might be useful in keeping the momentum going once the Counselors of Real Estate's Consulting Corps final report is received. The goal of these resources is to enable REALTORS® to strengthen ties with their community, to develop relationships with public officials, and to spur economic growth and development.

- [Smart Growth Grants](#). Smart Growth Grants support state and local REALTOR® Associations' efforts to advance programs, policies and initiatives aligned with one or more of the 10 Smart Growth Principles. Applications open January 2 through October 15, 2024, or until commitment levels reach 100%.
- [Housing Opportunity Grants](#). Housing Opportunity Grants support state and local REALTOR® Associations' activities that create or improve systems, programs, and policies that expand access to housing that is affordable. The goal of the program is to position REALTORS® as leaders in improving their communities by creating affordable housing opportunities. Applications open January 2 through October 15, 2024, or until commitment levels reach 100%.
- [Placemaking Grants](#). Placemaking Grants fund state and local REALTOR® association led projects that create new, outdoor public spaces and destinations in a community on unused or underused sites and create new public gathering places. Support for benches, playground equipment, and signs within existing public spaces is permitted. Applications open January 2 through October 15, 2024, or until commitment levels reach 100%.
- [Growth Polling on land use and transportation issues](#). The State and Local Growth Polling program offers REALTOR® Associations the opportunity to conduct polling on growth-related issues in their areas. The program connects state and local associations to NAR's public opinion firm to perform a survey on the opinions of the local or state residents concerning land use and transportation issues. The surveys, generally of 400 registered voters living in the defined area, can be used as a powerful tool to focus the opinions of your community for local and state government officials. Other resources may be used to boost the number of respondents by 300 for a total of 700.



## Appendix V - Acknowledgements

We thank the National Association of REALTORS® for their support of the CRE Consulting Corps through the Transforming Neighborhoods program, and tremendous gratitude to Gilbert Gonzalez and the San Antonio Board of Realtors for introducing The Counselors to San Antonio Independent School District staff and leadership. We express our sincere appreciation to Superintendent Dr. Jaime Aquino, Brad Jupp, Ernest Gonzelez, Kevin Kwiatkowski, Deb Houston, and their team for their warm hospitality and all their work hosting the team. The CRE Consulting Corps team was privileged to talk to a wide variety of stakeholders while onsite in San Antonio. Some of those people are listed below, and we thank them for their time.

Pedro Alanis, Exec Dir San Antonio Housing Trust

Nicole Amri, Arts Consultant

Dr. Jaime Aquino, Superintendent SAISD

Laura Arcos, Highland Park Elementary School

Jenny Arredondo, Interim Chief Operations Officer SAISD

Kimberley Ash, Executive Director of HCM Transition SAISD

Gordon Benjamin, Denver Heights Neighborhood Association

Diego Bernal, State Rep. Texas House of Representatives

Mario Berrera, Board Chair San Antonio Chamber of Commerce

Shawn Bird, Deputy Supt of School Leadership, Partnership Services, and HCM SAISD

Colleen Bohrman, Sr Exec Dir, Learning & Compliance Support Services SAISD

Dr. Angela Breidenstein, Professor Trinity Univ

Mark Carmona, Chief Housing Officer COSA

Sylvia Castillo, Highland Park Elem School

George Cisneros, Urban 15

Pharaoh Clark, Facilities Repurposing Panel

Maria Cruz, SEPAC Parent

John D, Student at Travis SAISD

Thomas Davis, Facilities Repurposing Panel

Siboney Diaz Sanchez, Community

Engagement, City of San Antonio

Melvin Echard, Senior Executive Director SAISD

Kamal ElHabr, Associate Superintendent of Construction & Facilities SAISD

Isabel Fears, DPAC Member

Diane Fernandez, Executive Director of Access & Enrollment Services SAISD

Gwendolyn Fuentes, District Parent Advisory Council Member

Miamor G, Student at Fox Tech SAISD

Ed Garza, Trustee SMD 7 SAISD Board

Amber Gilbert, President First Texan Realty

Henery Gonzales, Facilities Repurposing Panel

Viola Gonzales, Teacher

Paloma Guillen, Teacher at Knox ECC SAISD

Blanca Hernandez, Teacher

Carlos Hernandez, SAISD Equity Advisory Council

Melanie Herr Zepeda, Senior Executive Director SAISD

Julissa Herrera, SAISD Equity Advisory Council

Gylon Jackson,

Deborah Omowale Jarmon, CEO San Antonio

African American Community Archive and Museum

Pat Jasso, Facilities Repurposing Panel

Patrick Jones, Facilities Repurposing Panel

Beth Jones, Assistant Superintendent of

Integrated Student & Family Support SAISD

Sukh Kaur, City Council D1 COSA

Amanda Lee Keammerer, Facilities Repurposing Panel

John Kilgariff, Senior Executive Director SAISD  
 Becky Landa, Sr. Executive Director of Educational Technology & External Learning SAISD  
 Yvonne Little, Sr. Executive Director of Construction & Development Services SAISD  
 Alejandra Lopez, Facilities Repurposing Panel Member San Antonio Alliance  
 Valerie Maldonado, Director of School-Based Learning University Health  
 Christina Martinez, Trustee SMD 6 SAISD Board President  
 Jose Menendez, Senator TX Senate, Dist. 26  
 Jason Mims, Facilities Repurposing Panel  
 James Nortey, CEO San Antonio for Growth on the Eastside (SAGE)  
 Christa Olvera, Director of Facilities University Health  
 Leticia Ozuna, Trustee SMD 3 SAISD Board  
 Virginia Parker, Principal SAISD  
 Cassandra Parker-Nowicki, Carver Community Cultural Center COSA  
 Aleida Perez, Director ECE SAISD

Leilah Powell, Executive Director LISC  
 Javier Ramos-García, AIA, Facilities Repurposing Panel  
 Stephanie Ratliff, Principal and Teachers SAISD  
 Michelle Reyes, Equity Advisory Council Rep SAISD  
 Amador Salazar, Communications for City Council D5 City of San Antonio  
 Patti Salzmman, Dept Supt of Academics & Interim Deputy Superintendent of Operations SAISD  
 Alicia Sebastian, Trustee SMD 2 SAISD Board  
 Michael Shannon, Director COSA Development Services  
 Ahmad Shareef, Ex Dir, Operations Facility Support SAISD  
 Susan Simpson, Facilities Repurposing Panel  
 Chauncy Taylor, Gates Teacher  
 Toni Thompson, Chief of Staff SAISD  
 Jennifer Tobias, Facilities Repurposing Panel  
 Xavier Urrutia, Alamo Colleges  
 Renee Watson, Facilities Repurposing Panel  
 Melody Woosley, Human Services Director COSA

## Appendix VI - The Counselors of Real Estate

The Counselors of Real Estate® is an international organization of commercial property professionals from leading real estate, financial, law, valuation, and business advisory firms, as well as real property experts in academia and government.

Counselors have created and endowed the MIT Center for Real Estate, resolved the dispute between the developer of the World Trade Center and its insurers post-September 11, 2001; led the privatization of U.S. Army Housing; developed a multi-billion-dollar, 10-year master plan for Philadelphia Public Schools, and valued both the Grand Canyon and Yale University.

Counselors practice in 22 countries and U.S. territories, with only 1,000 professionals holding the CRE® credential worldwide. Thought Leadership is a core competency of the CRE organization as exemplified by the peer reviewed journal, Real Estate Issues, and presentation of major real estate symposia in partnership with Harvard and Stanford Universities.

**CRE Members.** Membership in The Counselors of Real Estate is selective and extended by invitation to commercial real estate practitioners with at least 10 years of proven experience. The stringent membership criteria ensure CRE members possess:

- Recognized records of accomplishment
- Commitment to excellence
- Uncompromising adherence to high standards of professional conduct
- Visionary, yet practical approaches, to real estate issues

**CRE Consulting Corps.** The CRE Consulting Corps, a public service program of The Counselors of Real Estate, provides real estate analysis and action plans for municipalities, not-for-profit organizations, educational institutions, and government agencies that address their clients' real estate dilemmas and often enhance the performance of a property or a portfolio. Each Consulting Corps project is conducted by a small group of volunteer members selected for their experience and skillsets to specifically address the client's needs. The extensive talent base available within the CRE community ensures that teams can provide expertise on virtually any real estate issue, providing:

- Feasible, achievable solutions from experienced professionals.
- Non-partisan, objective advice.
- Extremely cost-effective service.
- Advice and recommendations provided quickly on site.

**Finding the Right CRE.** Members of The Counselors of Real Estate, awarded the CRE credential, are available to assist with your real estate challenge. Visit the CRE website to find the right CRE at <https://cre.org/find-a-cre-search/> or contact CRE staff for assistance in identifying Counselors with the right skill sets and experience to address your need.

## Appendix VII – The CRE Consulting Corps Team

The Counselors of Real Estate Consulting Corps team assisting San Antonio Independent School District:



**Jackeline Buhn, CRE**  
Principal  
AR Spruce, LLC  
Philadelphia, PA



*Photo credit: San Antonio Board of Realtors®*

**Jackie Buhn, CRE**, is a principal and co-founder of AR Spruce LLC, which plans, creates, and manages real estate. Jackie’s expertise includes real estate consulting, management, operations, re/development, finance, and feasibility/planning. AR Spruce was formed in 2020 by the merger of Spruce Real Estate Partners and AthenianRazak. At AthenianRazak and its predecessor Athenian Properties, which Jackie founded in 2001, she led redevelopment projects such as work at 833 Chestnut, bringing the value of this historic 750,000 sf office building from \$7/sf to \$230/sf, as well as consulting engagements such as a Master Plan for the School District of Philadelphia. Prior work included overseeing repositioning, redevelopment, management, or consulting for more than 8 million sf of commercial properties and 2,800 residential units. Before Athenian, Jackie was a founder and principal of Renaissance Properties and a senior staff member at Growth Properties.

Jackie holds a B.A. from Yale University and a Master of Architecture from University of Washington. Affiliations include The Counselors of Real Estate, where she is active with the Consulting Corps and past chair of the DEI Committee; Greater Philadelphia Economy League; CREW, Past Philadelphia President, and Network Board Member.



**Monica Parikh, CRE**  
Co-CEO and Partner  
Priority Funds  
Bellevue, WA

**Monica Parikh, CRE**, is co-CEO and Partner at Priority Funds, bringing more than 20 years of experience in commercial real estate underwriting, portfolio and asset management, and market research, across various asset classes and markets. Her core competencies include strategic asset management, investment fund creation and management, information systems selection and implementation, and team leadership.

Prior roles include Due Diligence Director at Real Estate Transition Solutions, Senior Manager, Underwriting and Asset Management at Capital One Commercial Real Estate Banking, Regional Specialty Leasing Director at Federal Realty Investment Trust, and Deputy Director of LOCUS/Smart Growth America.

She has successfully analyzed and presented more than \$1 billion in loans and \$2 billion in asset value to formal credit committees, leading coordination with syndications and derivatives, from origination to closing. She has also managed more than \$375 million in distressed assets during the pandemic crisis, identifying risk mitigants and recommending actions for remediation.

Monica serves as a board advisor for Greensparc Inc., a renewable energy company that merges last-mile data technology with commercial real estate. She is also involved with Urban Land Institute, Commercial Real Estate Women, and 5050 Women on Boards DC Leadership Committee.



**Steven Price, MAI, CRE**  
Principal  
Terra Property Analytics, LLC  
Seattle, Washington

**Steve Price, CRE**, is owner of Terra Property Analytics, LLC, which provides appraisals and consulting for vacant land and complex real estate. His practice focuses on acquisitions and dispositions, eminent domain, large land parcels, and complex properties. His appraisal work in Washington state started in 1986 at Shorett & Riely. He formed Therrien & Price, LLC, in 1994 and Terra Property Analytics, LLC, in 1998.

He graduated from Wesleyan University in 1986 with a BA in Economics. In 2000, he completed a two-year postgraduate certificate in Theoretical and Applied Geographic Information Systems through Simon Fraser University in Vancouver, BC. In 2021, he completed a Masters Degree in Civil Engineering at the University of Washington with a focus on energy infrastructure.



**Claudia Robinson, CRE**  
 Head of Institutional Advisory  
 AreaProbe  
 Washington, DC

Claudia B. Robinson, CRE, manages the platform for historic tax credits (HTCs) and LIHTC (Low Income Housing Tax Credits) on behalf of AreaProbe. Claudia coordinates the origination, including investment selections, structuring, and combining of federal and state programs, along with other products. She is also in charge of partnering with institutional investors to optimize clients' tax credit portfolio.

Claudia has extensive experience investing and divesting tax credit investments including LIHTCs, federal HTCs, energy tax credits and state tax credits. She began her career at Bank of America/Merrill Lynch as a commercial real estate lender doing both construction and commercial mortgage lending. She transitioned into the community development group where she developed affordable housing for Banc of America CDC. She has worked in the development of other tax credit programs including economic development and green initiatives. She was a real estate lender with a regional bank and a management consultant for a national accounting firm. She earned her bachelor's in biology at McGill University and master's in environmental science and MBS in finance from the University of Maryland.



**Ted Whitmer, CRE**  
 Ted Whitmer Companies  
 College Station, Texas

**Ted Whitmer, MAI, CRE, CCIM**, is a real estate consultant, attorney, and instructor. As the founder of Ted Whitmer, Real Estate Consultant & Attorney, Ted provides expert consulting services in appraisal, litigation support, and property tax appeals. His career spans over four decades and includes key roles such as Vice President of the Appraisal Division at Texas Commerce Bank and managing partner of several successful real estate ventures. Ted holds numerous professional designations, including membership in the Counselors of Real Estate (CRE), the Appraisal Institute (MAI, AI-GRS), and the Certified Commercial Investment Member (CCIM).

Ted has testified in a range of high-profile litigation cases and authored key real estate publications, including *The Comprehensive Appraisal Study Guide*, published by the Appraisal Institute. Ted has taught appraisal and real estate courses at Texas A&M University, Stephen F. Austin State University, the University of Houston, and San Jacinto Junior College; he serves as an AQB Certified USPAP Instructor. He earned his J.D. from the University of Houston Law Center and an MBA in Finance from Texas A&M University.





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