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Board Cover Memorandum

To Facilities Committee

From Kyla Johnson-Trammell, Superintendent
Preston Thomas, Chief Systems & Services Officer
Pranita Ranbhise, Director, Facilities Planning & Management

Meeting Date June 18, 2025

Subject Garfield Elementary School Bond Measure Y Modernization – Project Challenges and Next Steps

Ask of the Board This item provides an update for discussion. No action is needed at this time.

Background Garfield Elementary School (ES) is undergoing a major modernization funded by Bond Measure Y. The project scope includes upgrades to basic building systems (HVAC, plumbing, lighting, electrical), exterior improvements, enhanced learning and administrative spaces, and outdoor areas.

Within the 2020 Facilities Master Plan, Garfield Elementary School was identified as a Category 4 site based on its Facilities Condition Index (FCI) and Educational Adequacy Score. Sites in this category are listed in descending order by 2020 FCI, with those closest to 1—indicating the greatest needs—appearing first. Based on 2018 assessment data used in the Master Plan, the total cost to address all facility needs at Garfield ES was estimated at \$56,739,528, of which \$21,908,530 (approximately 39%) was attributed to seismic upgrades.

Discussion As the project progressed through design, several major challenges were identified that impact scope, cost, and feasibility.

- Structural Rehabilitation:** Required upgrades triggered by exceeding 50% replacement cost include major structural retrofits (shear walls, footings, micropiles) and Division of State Architects (DSA) testing, significantly increasing project scope and complexity.
- Temporary Housing Needs:** Housing students on-site requires 30+ portables, extensive grading, and utility work on the adjacent field, eliminating play areas and limiting construction laydown space. Phased construction is not feasible due to the structural scope and costs impacts.
- Educational Specification Gaps:** Existing buildings limit compliance with Ed Specs: undersized classrooms, an inadequate multipurpose room, small TK/K play areas, and limited outdoor learning space. The renovated library remains below standard.

4. **Scope Reductions Due to Budget:** Budget constraints have reduced modernization features, including retaining old windows/skylights, removing classroom light-control elements, and limiting exterior improvements to basic paint and repair.

Next Steps:

Staff is evaluating campus replacement options, including modular construction, and benchmarking similar projects to identify a cost-effective solution that addresses existing seismic concerns. Staff will present recommendations to the Facilities Committee for review and approval in August-September 2025.

Fiscal Impact

The structural scope, temporary housing needs, and modernization compromises have significantly increased project costs beyond the initial estimates. Additional fiscal review and scope refinement will be necessary to determine the final project budget and whether modernization or full replacement offers the most cost-effective, educationally appropriate path forward.

Attachment(s)

Garfield ES Modernization Challenges – June 2025 Presentation



OUSD Facilities Planning & Management presents

Garfield Elementary Capital Bond Modernization Project

Project Challenges and Next Steps
Facilities Committee Meeting, June 18, 2025

Our Vision

All OUSD students will find joy in their academic experience while graduating with the skills to ensure they are caring, competent, fully-informed, critical thinkers who are prepared for college, career, and community success.

Our Mission

Oakland Unified School District (OUSD) will build a Full Service Community District focused on high academic achievement while serving the whole child, eliminating inequity, and providing each child with excellent teachers, every day.





Agenda

- Existing Modernization Project Scope
Overview
- Project Challenges
- Project Budget Analysis
- Next Steps



01

Modernization Project Overview



OUSD FACILITIES PLANNING & MANAGEMENT MEASURE BOND MONTHLY REPORT | QUARTER 1 2025

Garfield Elementary School

The project focus is on life safety, accessibility, seismic and structural upgrades, and architectural improvements. It includes site improvements to the playground area, mechanical and plumbing system upgrades or potential full replacement, roof upgrades, and the installation of a temporary housing campus.

OVERALL PROJECT PERFORMANCE



OVERALL PROJECT COMPLETION PERCENTAGE:



Current Phase: Design Development
Phase Completion: 75%

PROJECT DETAILS

Garfield Elementary School
1640 22nd Ave, Oakland, CA 94606
School Enrollment: 458
District: 2

Delivery Method: Lease-leaseback
Funding Source: Measure Y
Cost Per Student: \$123,768*

Architect: Quattrocchi Kwok Architects
General Contractor: Swinerton Builders
Local Business Utilization (LBU): TBD

OUSD PROJECT TEAM

Project Manager:
John Esposito
john.esposito@ousd.org

Engagement Specialist:
Ray Bermudez
ray.bermudez@ousd.org

PROJECT PHASE START DATES

PLANNING	DESIGN	BIDDING	CONSTRUCTION	CLOSEOUT
Q1 2024	Q2 2024	Q4 2024	Q2 2026	Q2 2028

BUDGET PERFORMANCE

Planning Budget: \$56.70M
Current Budget: \$70.70M
Budget Spent (to date): \$617,865
Remaining Budget: \$70.1M
Total Percentage Used: 1%

ON TARGET

COMMUNITY ENGAGEMENT OVERVIEW

In alignment with OUSD Board Policy 7155, the Oakland Unified School District (OUSD) Facilities Planning & Management Division is dedicated to keeping the community informed and providing meaningful opportunities for engagement throughout the planning, design, and construction phases of major projects.

Scan the QR code in the bottom right corner for past community engagement presentations and information about upcoming engagement opportunities.

<p>PLANNING</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> PAC Engagement Advisory Meeting <input checked="" type="checkbox"/> Student/Teacher/School <input checked="" type="checkbox"/> Community <input checked="" type="checkbox"/> Community-wide 	<p>DESIGN</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> PAC Engagement Advisory Meeting Concept Phase: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Student / Teacher/School community <input checked="" type="checkbox"/> Community-wide Schematic Design Phase: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Student / Teacher/School community <input checked="" type="checkbox"/> Community-wide Design Development Phase: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Student /Teacher/School community <input checked="" type="checkbox"/> Community-wide Final Drawings Review: <ul style="list-style-type: none"> <input type="checkbox"/> Student /Teacher/School community <input type="checkbox"/> Community-wide 	<p>CONSTRUCTION</p> <ul style="list-style-type: none"> <input type="checkbox"/> Groundbreaking Ceremony Pre Construction Phase: <ul style="list-style-type: none"> <input type="checkbox"/> Student/Teacher/School Staff <input type="checkbox"/> Community-wide General Update Phase: <ul style="list-style-type: none"> <input type="checkbox"/> Student/Teacher/School Staff <input type="checkbox"/> Community-wide <input type="checkbox"/> Ribbon Cutting Ceremony 	<p>ENGAGEMENT INFORMATION</p>
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**As of May 2025:*

Initial Budget:
\$56.7M

Current Budget:
\$70.7M

Encumbered:
\$5.9M

Expended:
\$1.9M

As of March 2025



02

Modernization Project

Challenges

DEEP Democracy

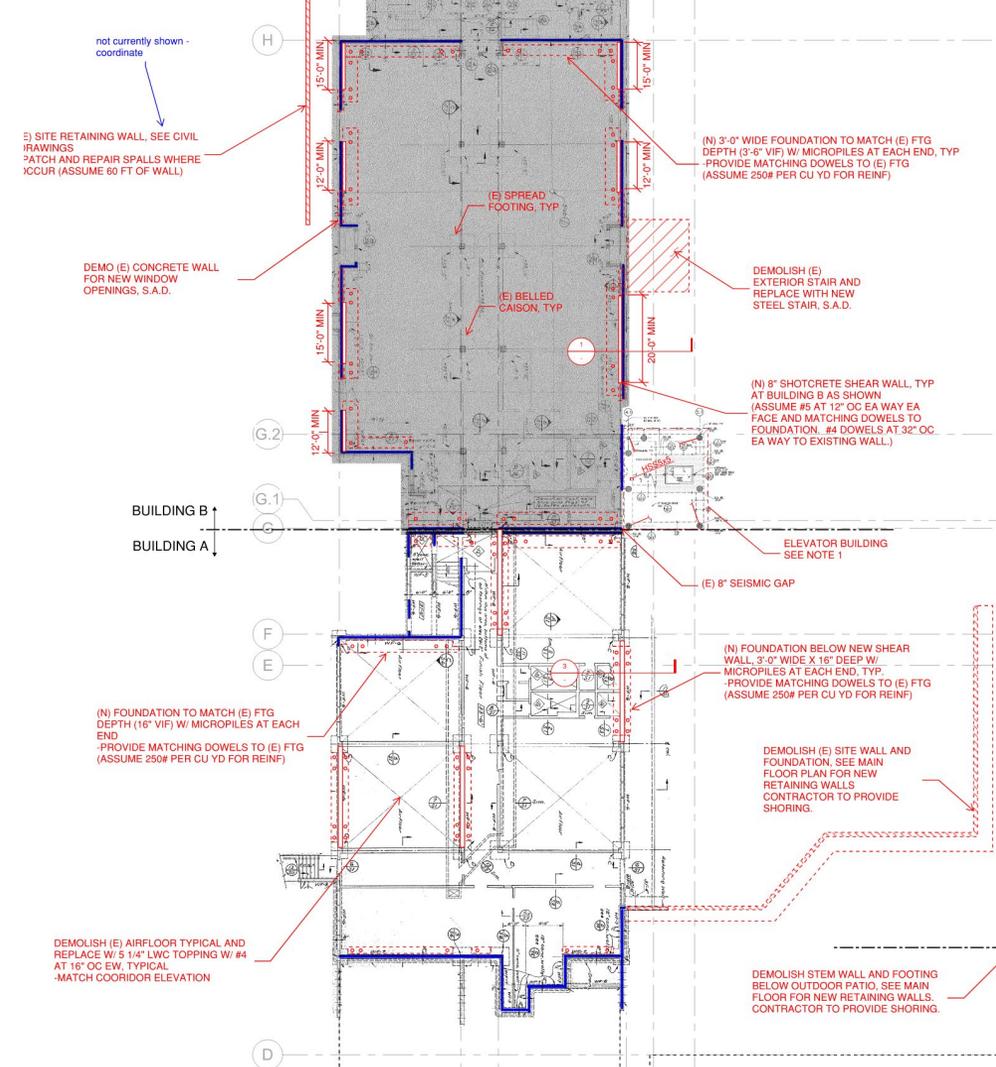
- * Be Safe, Be responsible, Be respectful. Alaysa
- * Raise your hand. Anna
- * Be Safe with the chairs. Glenda
- * Be inclusive. R
- * One Mic. Maheili
- * Be Caring. Sophia
- * Don't Scare People. Anne
- * Don't Push, hit, kick. Sochimia

1. Structural Rehabilitation

- Significant risk of increased scope and cost
- Mandatory Structural Upgrade
 - Triggered by cost threshold exceeding 50% of replacement cost
 - DSA IR EB-4 process for review, testing and approval
- Significant upgrade required to concrete shear walls and foundations
 - New Concrete shear walls and steel braced frames required within the building
 - New Concrete footings with micropiles
 - Testing of existing materials required for DSA approval

STRUCTURAL

Modernization |



Structural Floor Plan

2. Temporary Housing

- Significant cost for Temporary Housing
- Extensive Temporary portable project needed to house all students on-site during Construction
 - *30 Portable Classrooms*
 - *Admin*
 - *Kitchen/Serving relocated from Claremont*
 - *4 Portable Restrooms*
- Requires use of adjacent field and most of the blacktop leaving little play area or construction laydown
- Extensive grading and utility work which is removed at the end of the project to replace the fields
- Construction Phasing not feasible, due to significant Structural work



Proposed Temporary Housing Site Plan on Adjacent Field

3. Ed Spec Compromises

- Modernization does not address all of the needs
- Numerous spaces cannot meet requirements within the constraints of the existing building:
 - *Multi-Purpose Room does not allow use for basketball and other sports or bleachers*
 - *Not all Pre-K, TK and K Classrooms meet requirements for area and access to restrooms*
 - *Small TK/K play area with limited separation*
 - *Limited space for Living School Yards and school garden*
- All classrooms are under recommended size with most around 860 square feet
- Renovated Library still does not meet all standards
- Does not allow the expansion of Pre-K and TK programs on-site, based on new State requirements



Existing Spaces at Garfield

4. Modernization Compromises

- Some aspects of the modernization scope have been limited due to budget constraints:
 - *Existing windows to remain and be repainted and repaired but not replaced*
 - *Existing skylights to remain*
 - *Light-control louvers at classroom to be removed and not replaced*
 - *Exterior facade improvements limited to paint and repair meaning the school will look largely the same from the street*
- Structural issues limited width of new windows at Building B and reduced window and skylight area at Building A



Existing Classrooms

5. Project Budget Summary

	<u>Original Project Budget:</u> Modernization	<u>Projected Cost Estimate:</u> Modernization	<u>Alternate Option:</u> New Construction
Board Approved Project Budget	\$56.7M	\$70.7M (<i>Current Budget</i>)	TBD
Construction Budget	\$44.0M	\$56.7M	TBD
Design Development Estimate*			
Temporary Housing	\$6,000,000	\$7,800,000	n/a
Bldg Modernization	\$39,600,000	\$51,480,000	TBD
Site Improvements	\$7,500,000	\$9,750,000	TBD
Market Factor Contingency	\$2,650,000	\$3,445,000	TBD
ECE: Pre-K, T-K & K Program Expansion	n/a	n/a	<i>Submitted proposal for OCI additional funding</i>
Construction Sub-Total	\$55,750,000	\$72,475,000	TBD

*Based on QKA Cost Estimate as of June 2025.
OCI - Oakland Children's Initiative.

Next Steps

- Project team conducting tours of projects in Martinez, Fremont and Milpitas to gather best practices and cost-effective approaches
- QKA to evaluate potential campus replacement scenarios including options for building placement and use of modular and prefabricated construction systems
- Swinerton to provide cost and schedule input on scenarios
- OUSD Facilities Team to provide recommendations on preferred scenario to Facilities Committee and Board based on budget, schedule, and constructability options



Test Fits Considerations

THANK YOU

Questions?



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

