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OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

Board Cover Memorandum

To Measures B, J, and Y Independent Citizens' School Facilities Bond Oversight

From Denise Gail Saddler, Ed.D., Interim Superintendent
Preston Thomas, Chief Systems & Services Officer
Pranita Ranbhise, Executive Director, Facilities Planning & Management
Sele Nadel-Hayes, Executive Director, Facilities Planning & Management
David Colbert, Director, Facilities Planning & Management

Meeting Date February 9, 2026

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

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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 impacted scope, cost, and feasibility.

1. **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.
2. **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 cost impacts.

3. **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.

Upon thorough analysis, staff recommends pivoting from a modernization to a full site replacement, aligned with community needs, early learning expansion, and districtwide equity goals. The proposed redevelopment will:

- Expand TK/PK capacity from 3 to 7+ classrooms
- Increase enrollment capacity by 120 students
- Serve over 3,000 additional early learners over 30 years
- Eliminate the need for temporary portables
- Provide a new library, MPR, Family Resource Center, and 29 classrooms for PK–5

Staff is proposing a funding strategy through a formal Spending Plan review process. This approach does not reduce or reallocate funds from other Measure Y projects. All existing bond projects remain fully funded based on the Board-approved Spending Plan. Additional funding will be sourced from outside resources—not from Measure Y.

Next Steps:

Staff will continue refining the design and budget.

Key Milestones:

- **January–February 2026:** 2x2 Board Director check-ins for input
- **February 9, 2026:** Citizens' Bond Oversight Committee (CBOC) presentation
- **February 19, 2026:** Facilities Committee recommendation and Spending Plan approval
- **February 25, 2026:** Board of Education final approval

Fiscal Impact

This change in scope does not reduce or reallocate funds from any other Measure Y bond projects. All existing bond-funded projects remain fully funded, based on the current Board-approved Spending Plan. To support the expanded scope for Garfield, additional funding sources were pursued outside of existing bond allocations. Any new funds used to expand Garfield's project budget will be brought to the Board for review and formal approval.

Attachment(s) Garfield ES Modernization Challenges – January 2026 Presentation

Garfield Elementary Capital Bond Construction Project

Overview & Progress

Measures B, J, and Y Independent Citizens' School Facilities Bond Oversight, February 9, 2026

OUSD Facilities Planning & Management in partnership with Quattrocchi Kwok Architects

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

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.

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

Facilities Mission Statement

We support whole student growth and success by planning, constructing, and maintaining facilities that are flexible, resilient, healthy, safe, and joyful.

These spaces maximize inclusion, collaboration, empower innovation, and inspire creativity, preparing our students to be college-, career-, and community-ready.

OAKLAND UNIFIED SCHOOL DISTRICT
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Agenda

1. Project Overview & Status Update
2. Why We're Pivoting: Scope & Challenges
3. Vision for the Future: Full Site Redevelopment
4. Funding Strategy & Budget Update
5. Next Steps

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

01 Project Overview

Project Overview

OUSD FACILITIES PLANNING & MANAGEMENT BOND MEASURE QUARTERLY REPORT | Q3 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

ON TRACK

OVERALL PROJECT COMPLETION PERCENTAGE:

24%

Current Phase: Design
Phase Completion: 60%

PROJECT DETAILS

Garfield Elementary School
1640 22nd Ave, Oakland, CA 94606
School Enrollment: 446
District: 2

Delivery Method: Lease-leaseback
Funding Source: Bond Measure Y
Cost Per Student: $158,520*

Architect: Quattrocchi Kwok Architects
General Contractor: Swinerton Builders
Local Business Utilization (LBU): 100%

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	Q3 2025	Q3 2026	Q1 2027	Q4 2028

BUDGET PERFORMANCE

Board Approved Budget: $70.7M
Budget Spent (to date): $2.8M
Remaining Budget: $67.9M
Total Percentage Used: 3.9%

ON TARGET

COMMUNITY ENGAGEMENT OVERVIEW

In alignment with OUSD Board Policy 7155, the Oakland Unified School District's Facility Planning and Management Division is committed to keeping the community informed and ensuring meaningful opportunities for engagement throughout the planning, design, and construction phases of major projects.

Please note that the level of engagement may vary by project based on specific circumstances, which will be reflected in the engagement activities outlined below. For additional information regarding project engagements, please contact the designated engagement specialist.

Scan the QR code in the bottom right corner for past community engagements and information about the project.

PLANNING

- ● PAC Engagement Meeting
- ● Student & Teacher/School Community Engagement
- ● Community-wide Engagement

DESIGN

- ● PAC Engagement Meeting

Concept Phase:
- ● Concept Engagement
- ● Schematic-Design Engagement

Schematic Design Phase:
- ● Design Development Engagement
- ● Final Drawings Engagement

Design Development Phase:
- ● Concept Activity Engagement
- ● Schematic Activity Engagement

Final Drawings Review:
- ● Design Development Engagement
- ○ Final Drawings Engagement

CONSTRUCTION

- ○ Groundbreaking Ceremony

Pre Construction Phase:
- ○ Student/Teacher/School Staff
- ○ Community-wide

General Update Phase:
- ○ Student/Teacher/School Staff
- ○ Community-wide
- ○ Ribbon Cutting Ceremony

PROJECT INFORMATION

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

Project Budget Overview

	Current and Past Board-Approved Budget	
	Limited Modernization (Spending Plan, June 2020)	Projected Project Budget Escalation (Revised Spending Plan, March 2024)
Current Board Approved Project Budget	**$56.7 M**	**$70.7 M**
Planning, design, and project oversight costs (25-30% current) These costs cover the planning, design, permits, inspections, and oversight required to deliver a safe, high-quality school building.	**$15.6M (27.5%)** ~~12.7M (22.4%)~~	**$19.4 M (27.5%)** ~~$14.0 M (19.8%)~~
Construction Budget	**$44.0 M**	**$56.7 M**
Total Project Cost	**$59.6 M**	**76.1 M**
Total Project Budget Needed	**$56.7 M**	**$70.7 M**
Total Projected Funding Gap	**$2.9 M**	**$5.4 M**

The planning, design, oversight, and construction estimates were lower than local industry standards for the project when reset for 27.5% and recalculated.

OAKLAND UNIFIED SCHOOL DISTRICT
Community Schools, Thriving Students

Modernization Project Challenges

1. **Deep Structural Rehabilitation ($20M-$25M, 50%-62.5% of Initial Construction Budget)**
    - Significant risk of increased scope and cost
    - Mandatory Structural Upgrade
    - Significant upgrade required to concrete shear walls and foundations

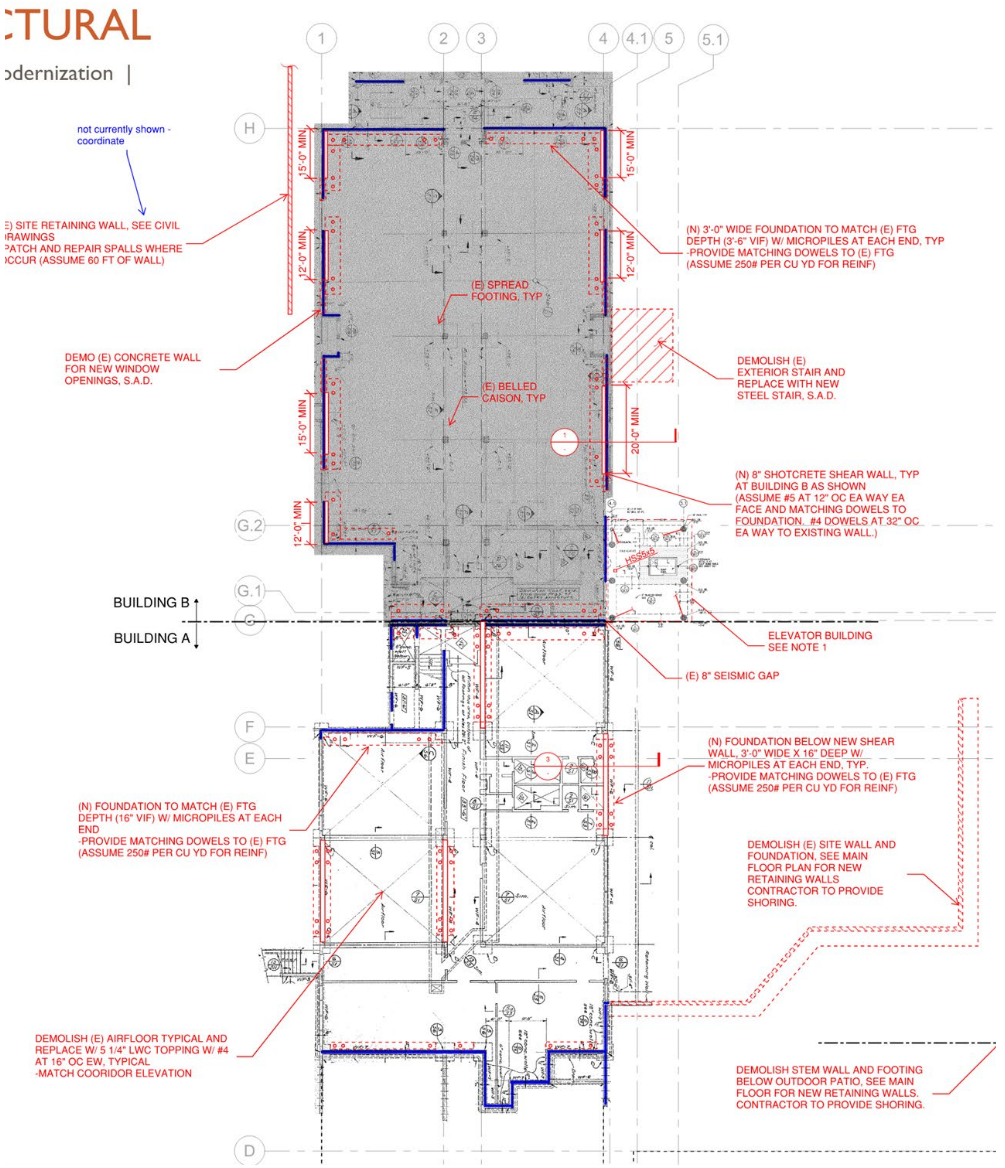
1. **High Temporary Housing ($12.5M, 31.25% of Initial Construction Budget)**
    - Extensive Temporary portable project needed to house all students on-site during Construction
    - Significant cost, including extensive grading and utility work

1. **Education Specification Compromises ($7.5M, 18.75% Learning Environment)**
    - Modernization does not address all of the needs
    - Numerous spaces, including classrooms, library and MPR cannot meet requirements within the constraints of the existing building
    - **Does NOT allow the expansion of Pre-K and TK programs on-site, based on new state requirements**

1. **Not Aligned to Sustainability Policy**
    - Would not meet most Title 24 requirements for energy efficiency

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 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

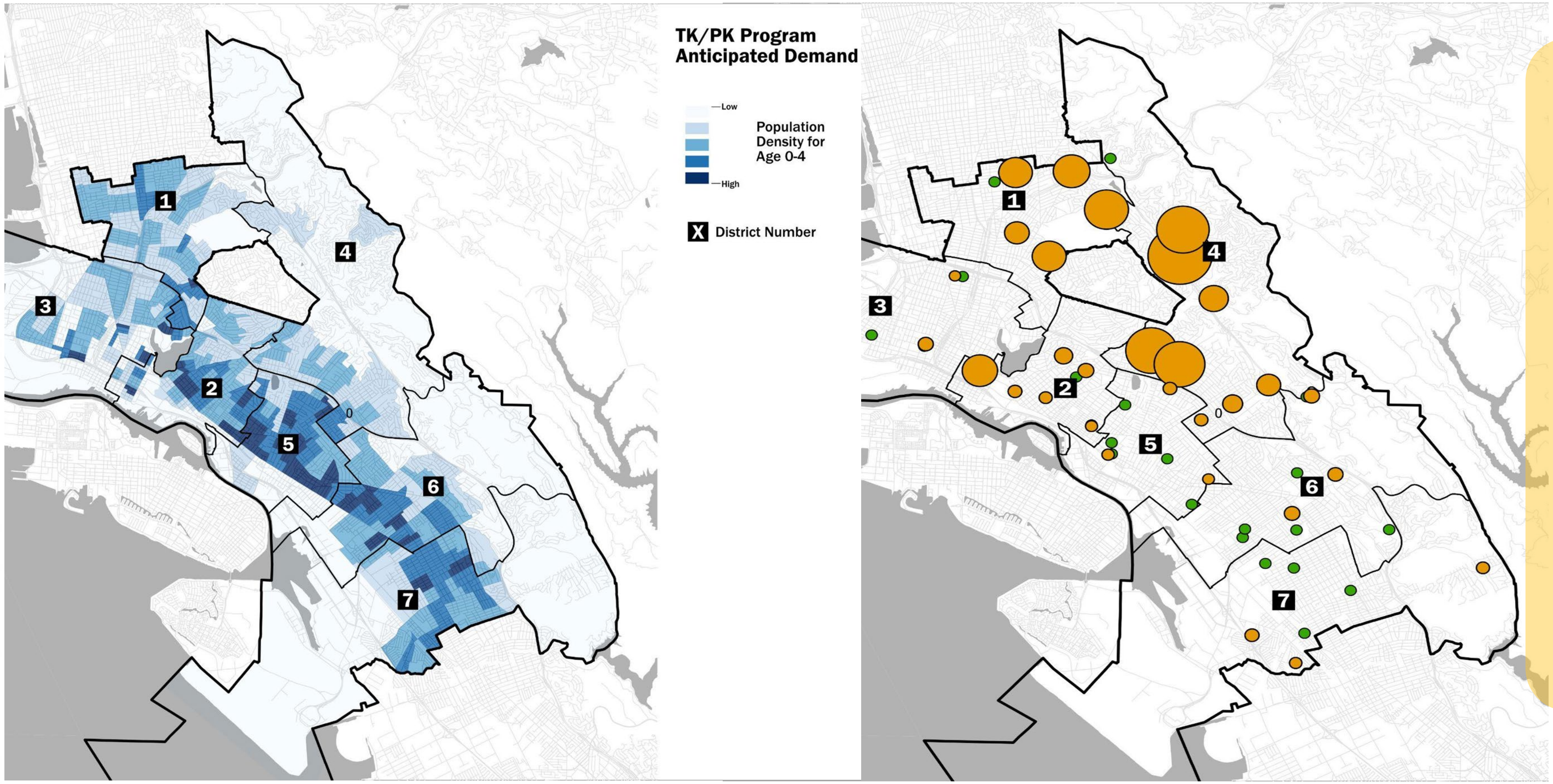
Existing Spaces at Garfield

4. Sustainability Compromises

Category	Modernization	New Construction
Energy Efficiency	Moderate upgrades, constrained by old envelope	Net Zero Energy-ready, fully optimized
HVAC Systems	All-electric equipment, but impacted by insulation gaps	All-electric, high-efficiency, integrated heat pumps
Lighting	Partial LED retrofits	Full LED with occupancy sensors + daylighting
Building Envelope	Partial insulation and old windows retained	Airtight, insulated, Title 24 2025-compliant
Solar Integration	Add-on possible, but costly	Built-in with battery storage
Water Efficiency	Low-flow fixtures only	Includes greywater, rainwater reuse systems
Air Quality & IAQ	Filter upgrades	New ventilation and monitoring systems
Seismic Safety	Retrofit to current code, partial retrofits	Fully compliant, designed for resilience
Infrastructure	Classrooms reconfigured, inefficiency layout	Concealed systems, modern layout
Long-Term Costs	Higher due to patchwork upgrades + maintenance	Lowest; efficient systems + durable design

Planning for the Future: Expansion of Early Childhood Learning

The District needs additional capacity for Transitional Kindergarten (TK) for future OUSD Families



Why is this important?

Families who are able to enroll their children in OUSD for Early Childhood Education are more likely to stay with the District boosting enrollment.

Note:
1. *US Census Data, 2020 Decennial Census*
2. *SY24-25 TK Waitlist*

Planning for the Future: Garfield Elementary Future Vision and Impact

The Early Childhood Learning expansion will be integrated into the broader redevelopment of the Garfield Campus. The project scope includes the expansion of early childhood education facilities from **three to seven or more classrooms dedicated to Transitional Kindergarten (TK) and Preschool (PK)**.

This redevelopment will transform Garfield into a full PK through 5th-grade campus, increasing the overall student capacity by an **additional 120 students**.

- Shift from 7+ TK/PK Classrooms to meet the growing demand for early childhood education.
- **Full Site Redevelopment** into a modern, PK-5 campus designed to support the needs of young learners and create a cohesive community-based educational environment.

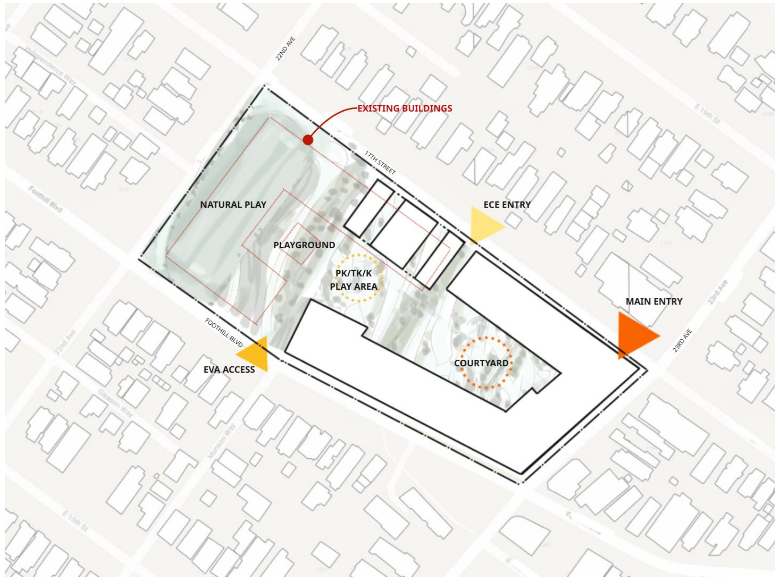
Supports **140-152 additional students** per year.

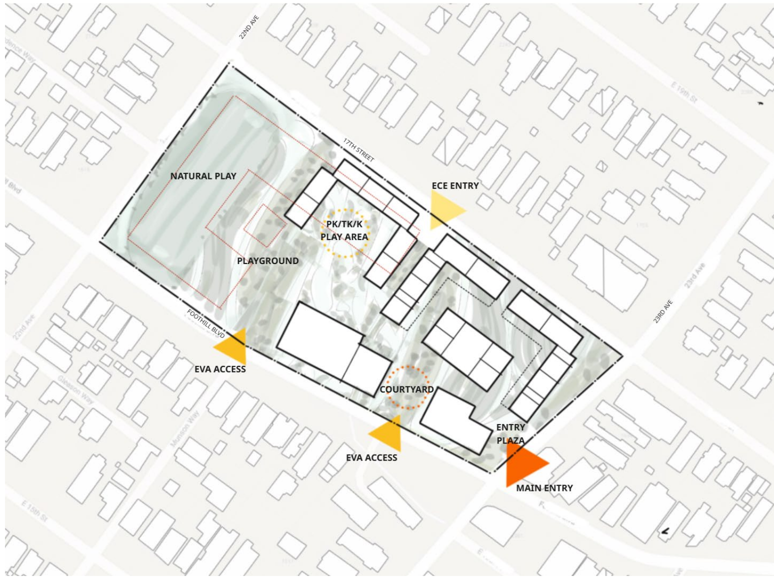
- Over next 30 years this will be up to **3,040 students** getting an early launch on high quality learning.
- Over the life of the facility it will serve **11,400 more students in early childhood programming.**

02 Revised Project Scope

Exploring Options for New Campus

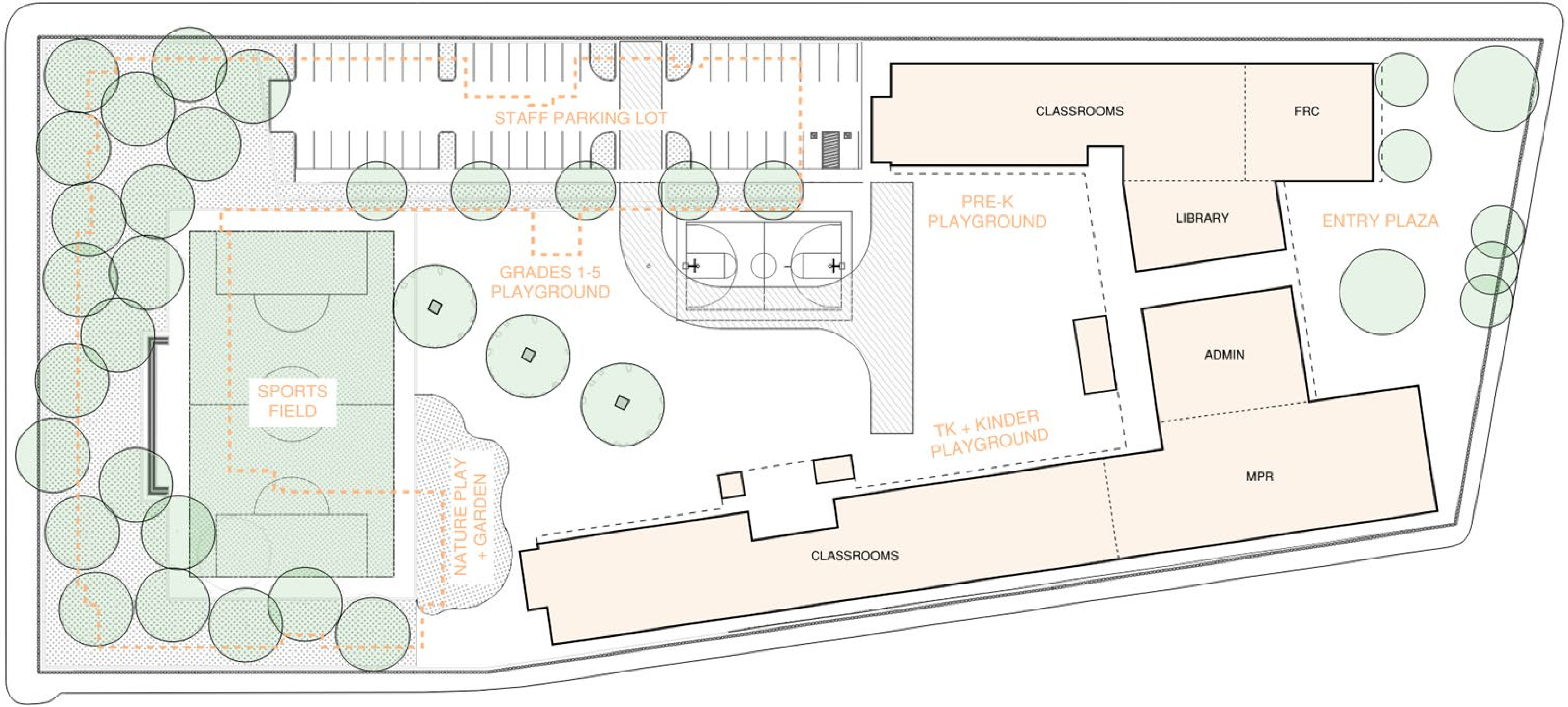
- Visited existing similar school campuses
- Evaluated campus replacement options
- Assessed building placement, layout, and number of stories
- Explored construction systems: site-built, modular, prefabrication
- Provided cost and schedule for each option





Project Options Explored by the Team

Campus Replacement - Proposed Site Layout



Campus Replacement - Proposed Program

STANDARD CLASSROOMS	29 TOTAL
Pre-K	3
TK	4
Kindergarten	3
Grades 1 through 5	15
Special Day Classrooms	4

ENRICHMENT CLASSROOMS	2
Music	1
Art	1

LIBRARY	1
includes book stacks and group learning room	

ADMIN OFFICES	1
includes private and shared offices for school staff, rooms for counselors and various student services, conference room, and staff wellness room	

FAMILY RESOURCE CENTER	1
includes family cultural room, pantry, child program room, and offices for FRC staff	

OPSC Planning Capacity

(based on School Facility Planning Guidelines)

675 General Students

- 52 SDC Students

Total: 727 students

Programmatic Capacity:

(based on current OEA contracted maximums)

Total: 676 students

Early Childhood: 152

K-3: 288

4-5: 180

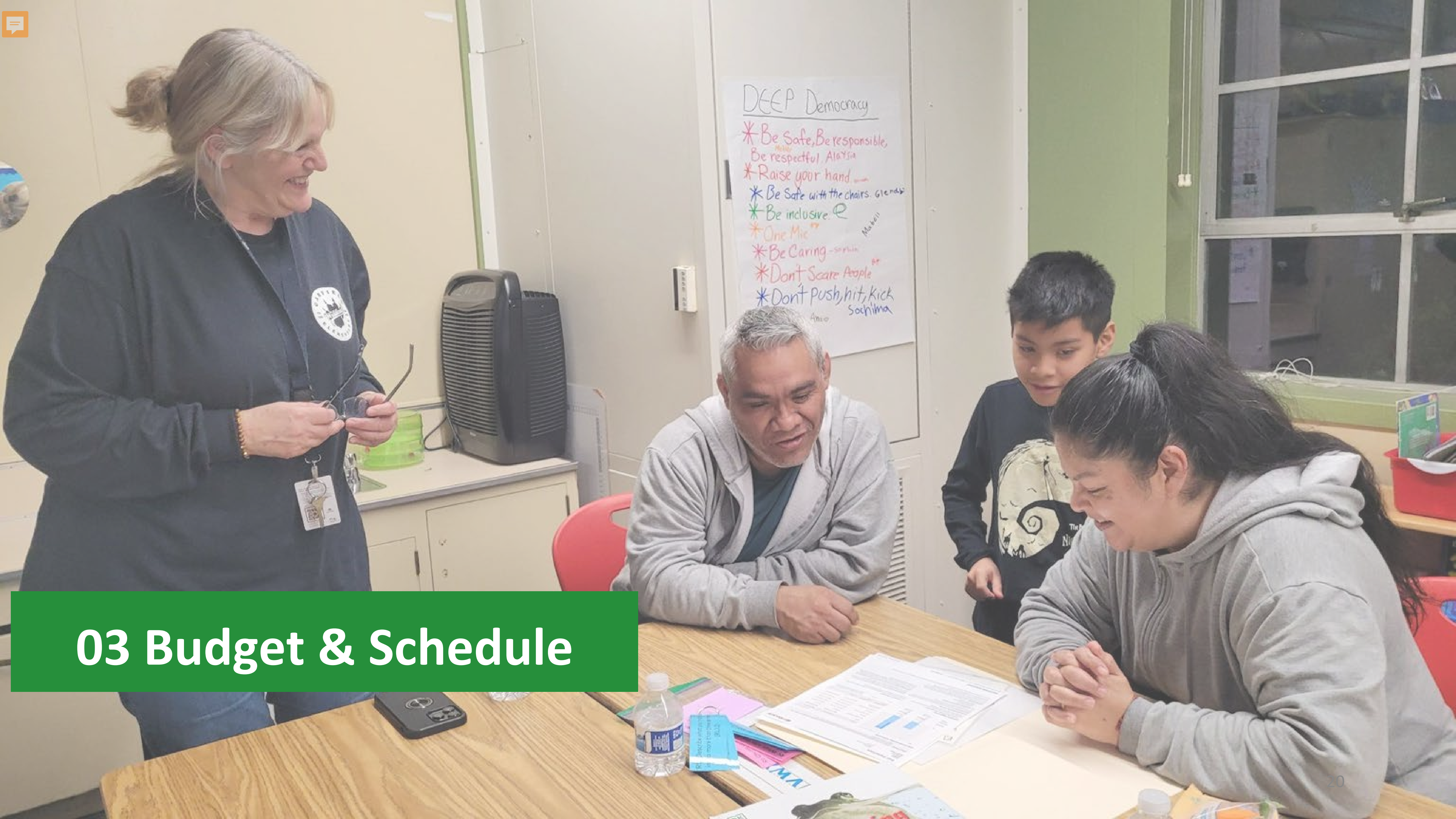
SDC: 56

Proposed Campus Replacement

- **Resilient Structural System and Infrastructure**
  - Wood Framed Structure
  - New mechanical, electrical and plumbing systems
  - Fully-sprinklered building
- **No need for temporary housing**
  - Location of new building allows for existing building to remain functional during construction
- **Addressing modernization compromises**
  - Classroom sizes meet standards and requirements. 29 classrooms for Pre-K through 5th grade, including SPED, art, and music
  - Upgraded library, MPR, and Family Resource Center to meet school needs

OPTION 1: 2-Story Building C, Single-Loaded Circulation | Second Floor Plan
Garfield Elementary School | New Campus

OPTION 1: 2-Story Building C, Single-Loaded Circulation | First Floor Plan
Garfield Elementary School | New Campus



03 Budget & Schedule

Supporting the Vision – Investing in Garfield Through State and Local Partnerships

<u>No Impact to Other Bond Projects</u>

- This change **does not reduce or reallocate funds from other Measure Y projects**.
- All **existing bond projects remain funded**, based on the Board approved Spending Plan.
- Additional funding for Garfield could be allocated from other funding sources - OPSC, developer fee, early childhood partnerships, **not** from the Measure Y Spending Plan.

Local Support – Measure C & Oakland Children's Initiative / First Five (Committed - Not Board Approved)

- In partnership with the Oakland Children's Initiative (OCI) and First 5 Alameda County, the District have committed targeted funding to support early childhood expansion- **$18 Million (M)**.
- Aligns with Measure C's vision for expanding access to early learning in high-need neighborhoods.
- These funds ensure that Garfield's new campus serves as a community hub for young learners and families.

Additional Funding from Other Resources (Facilities Committee-February 19th)

- Other Capital Funds explored with options to provide the estimated $14.8 M needed to match the OCI investment to complete the rebuild.
- These funds are returned to the District's Facilities Capital Improvement Fund.
- Staff recommends allocating a portion of these funds to support Garfield's expanded scope and to help meet the vision for a modern, fully integrated PK–5 campus.

Current Garfield Project Status

	Phase	What happens	Actual Cost
0	**Initial Bond Budget Allocation**	Develop a preliminary, cost estimate based on an early, broad scope of work. No engagement with the school community occurs at this stage. Subject to escalation based on initial assumptions.	**Limited Accuracy Estimate**
1	**Project Definition**	Initiate early discussions with the campus community to define project scope and identify priorities before project launch. Establish a more refined understanding of the project that informs subsequent cost estimates.	
2	**Schematic Design (Approx. 100% Completion)**	Further refine and tune the project scope to align with the allocated budget. Develop cost estimates using cost-per-square-foot calculations. Provide an updated estimate that reflects the schematic design progress.	
3	**Design Development/ Construction Documents (50%)** **DSA Submittal**	Develop detailed material and labor cost estimates. Utilize pre-construction services (e.g., Design Build/Lease Leaseback) to identify potential unforeseen construction conditions. Finalize construction drawings that closely represent the final project scope and submit these to DSA. Establish a final estimate prior to the contracting phase.	
4	**Contracting (Publicly Bid) -Actual Labor Costs (Trades) and Constructability Analysis**	Conduct a comprehensive constructability analysis and evaluate actual labor costs (trades). Establish a Guaranteed Maximum Price (GMP) that includes a contingency (typically set at 10%) to address unforeseen conditions and change orders. If project costs exceed the contingency, bond contingency funds are utilized. Final costs are contractually locked in, ensuring budget certainty. **(Can still have cost overruns based on unforeseen conditions)**	**Cost Locked In through Contract**

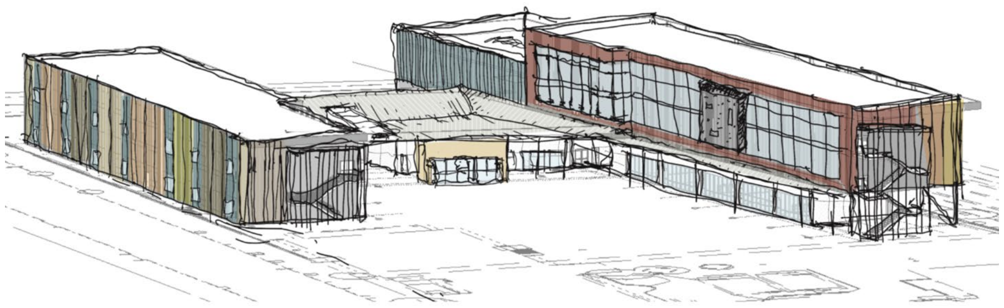
Proposed Budget Summary (Design Development)

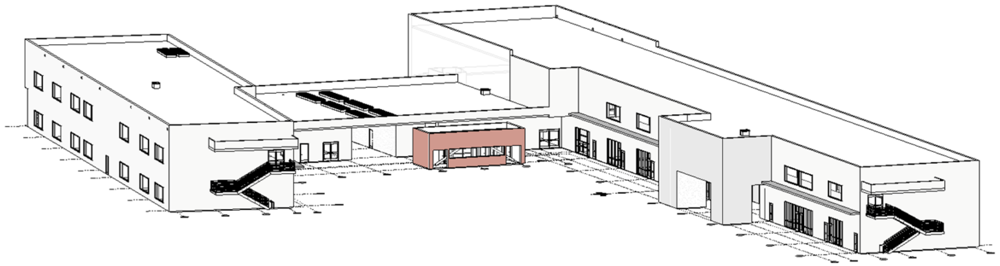
	Staff Recommendation
	New Construction
Planning, design, and project oversight costs (25-30% current)-27.5% These costs cover the planning, design, permits, inspections, and oversight required to deliver a safe, high-quality school building.	$28.5M
Construction Budget	$75.0M
Total Project Cost	**$103.5M**
Funding Profile for Project	
Board Approved Measure Y Budget:	**$70.7M**
Oakland Children Initiative Committed Funding:	**$18.0M**
Developer Fees-Fund 25:	$5.0M
State Reimbursement Fund 35:	$9.8M
Total Proposed Funding:	**$103.5M**

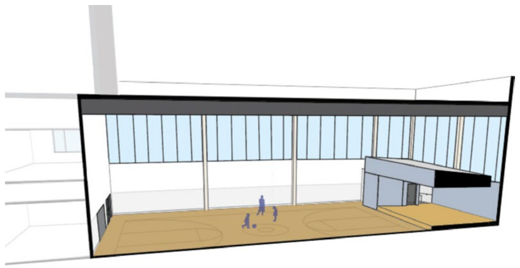
*Based on QKA Cost Estimate as of June 2025.
** Based on Swinerton Cost Estimate as of December 2025

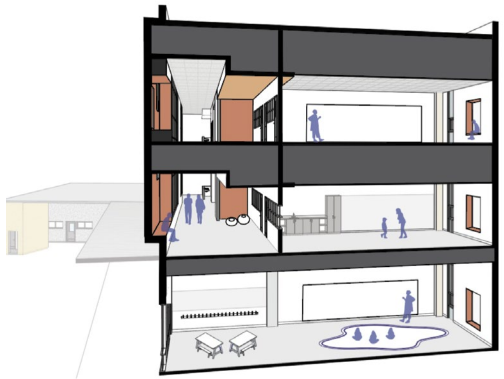
Project Schedule

PRE-DESIGN AND PLANNING:	Q3 2025
SCHEMATIC DESIGN	Q3 2025 - Q4 2025
DESIGN DEVELOPMENT	**Q4 2025 - Q2 2026**
CONSTRUCTION DOCUMENTS:	Q2 2026 - Q4 2026
APPROVAL:	Q4 2026 - Q2 2027
NEW BUILDING CONSTRUCTION:	Q1 2027 - Q3 2028
MOVE-IN:	Q3 2028
DEMO + SITE WORK	Q3 2028 - Q2 2029
PROJECT COMPLETION	Q2 2029









Q1: January, February, March Q3: July, August, September
Q2: April, May, June Q4: October, November, December

04 Next Steps

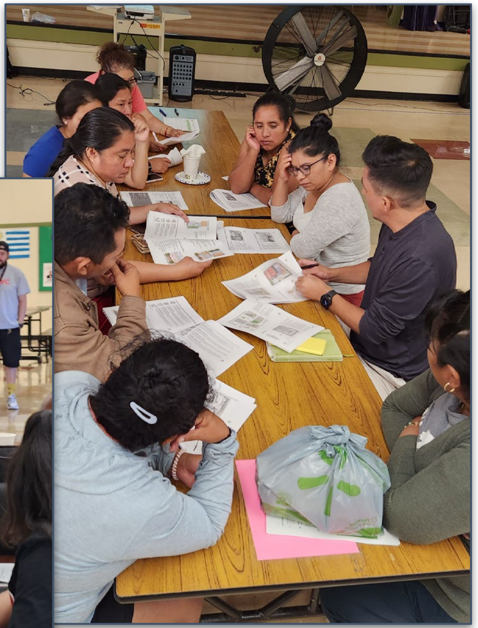
Next Steps - Project Approval Process

We are proposing to advance the Garfield ES project for full campus replacement through OUSD's formal approval process.

Staff will include the updated scope and funding strategy as part of the Spending Plan update for all applicable bond projects. Spending Plan will be updated when major projects currently in DSA are approved.

Key Meetings:

- **February 9, 2026** – Measures B, J, and Y Citizens' Bond Oversight Committee Review (CBOC)
- **February 19, 2026** – Facilities Committee (Project Plan Approval to Bring to Full Board)
- **March 11, 2026** – Board of Education (Project and Budget Approval)



THANK YOU

Questions?

Additionally, for more information, please reach out:

OUSD Facilities Planning & Management

Preston Thomas, Chief of Systems & Services
Pranita Ranbhise, Executive Director of Planning
Sele Nadel-Hayes, Executive Director of Construction
David Colbert, Director of Construction

https://www.ousd.org/facilities-planning-management

OUSD Facilities Design Team

John Esposito, Project Manager
Daniel Ortiz, Project Engineer
Victor Manansala, Construction Manager
Ray Bermudez, Communication Specialist

Architect - Quattrocchi Kwok Architects

Aaron Jobson
Lyanne Schuster
Olivia Asuncion

General Contractor - Swinteron

Jeff Jenco
Nate Hall

OAKLAND BUILT
REBUILDING BETTER SO EVERY STUDENT THRIVES

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