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Board Cover Memorandum

To Facilities Committee

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 January 15, 2026

Subject Garfield Elementary School Bond Measure Y Modernization – Project Challenges, Staff Proposal, 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 impacted 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.

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 and begin formal engagement with the Garfield community.

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



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



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.

PLANNING

- PAC Engagement Advisory Meeting
- Student/Teacher/School
- Community
- Community-wide

DESIGN

- PAC Engagement Advisory Meeting
- Concept Phase:
- Student / Teacher/School community
- Community-wide
- Schematic Design Phase:**
 - Student / Teacher/School community
 - Community-wide
- Design Development Phase:**
 - Student / Teacher/School community
 - Community-wide
- Final Drawings Review:**
 - Student/Teacher/School
 - Community-wide

CONSTRUCTION

- Groundbreaking Ceremony
- Pre Construction Phase:
- Student/Teacher/School Staff
- Community-wide
- General Update Phase:**
 - Student/Teacher/School Staff
 - Community-wide
- Ribbon Cutting Ceremony

ENGAGEMENT INFORMATION



**As of May 2025:*

Initial Budget:
\$56.7M

Current Budget:
\$70.7M

Encumbered:
\$5.9M

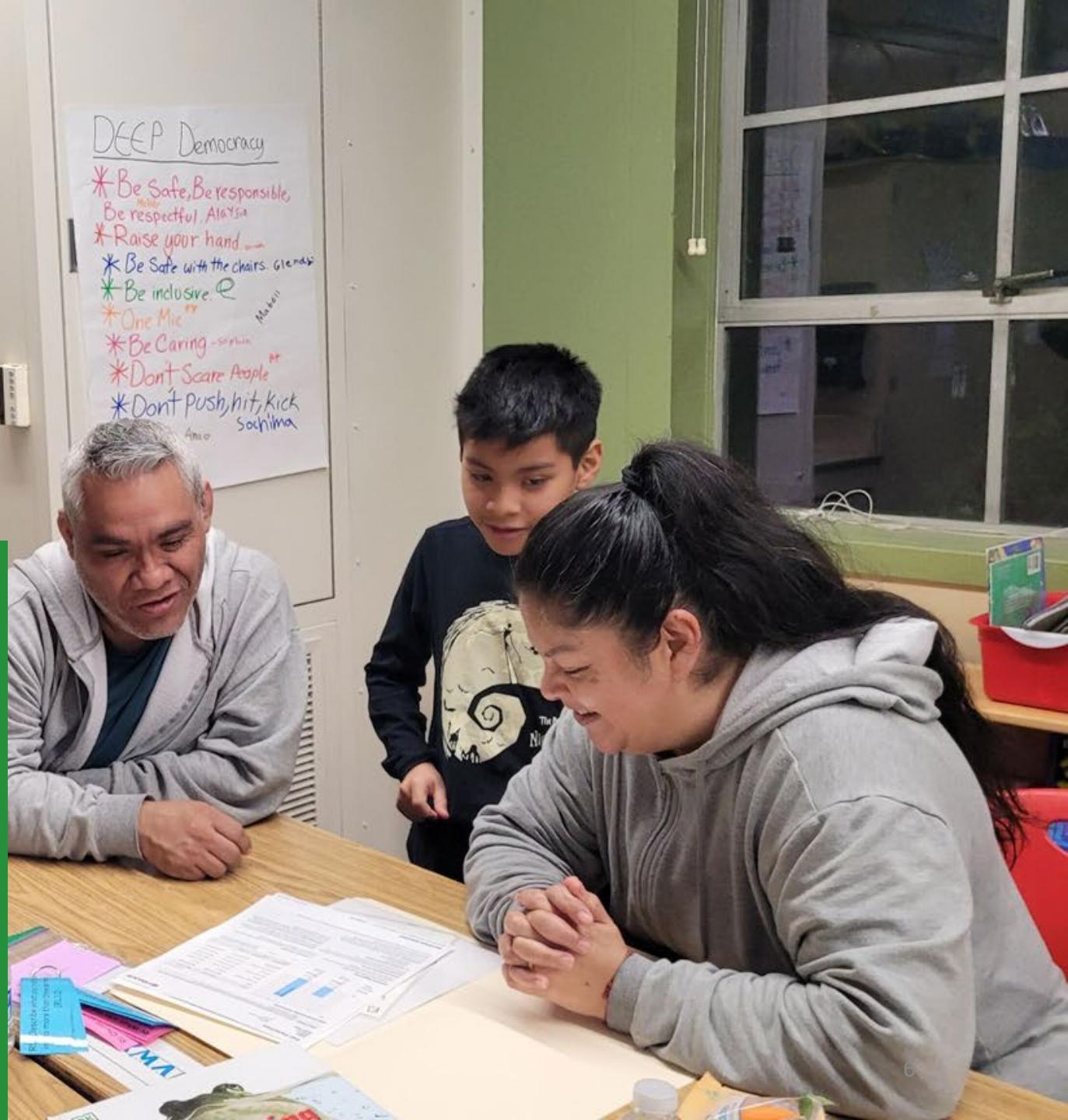
Expended:
\$1.9M

As of March 2025

02

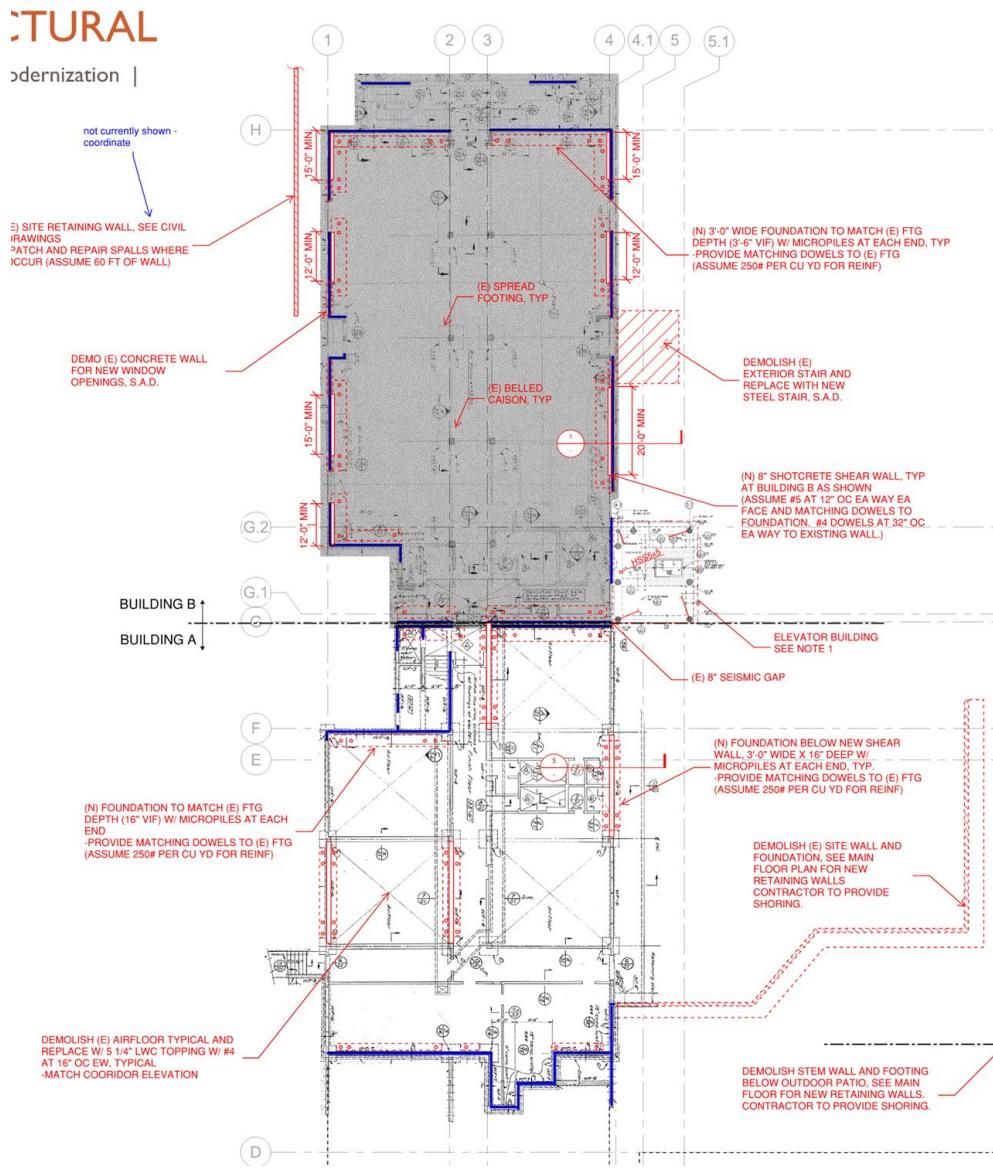
Modernization Project

Challenges



1. Structural Rehabilitation

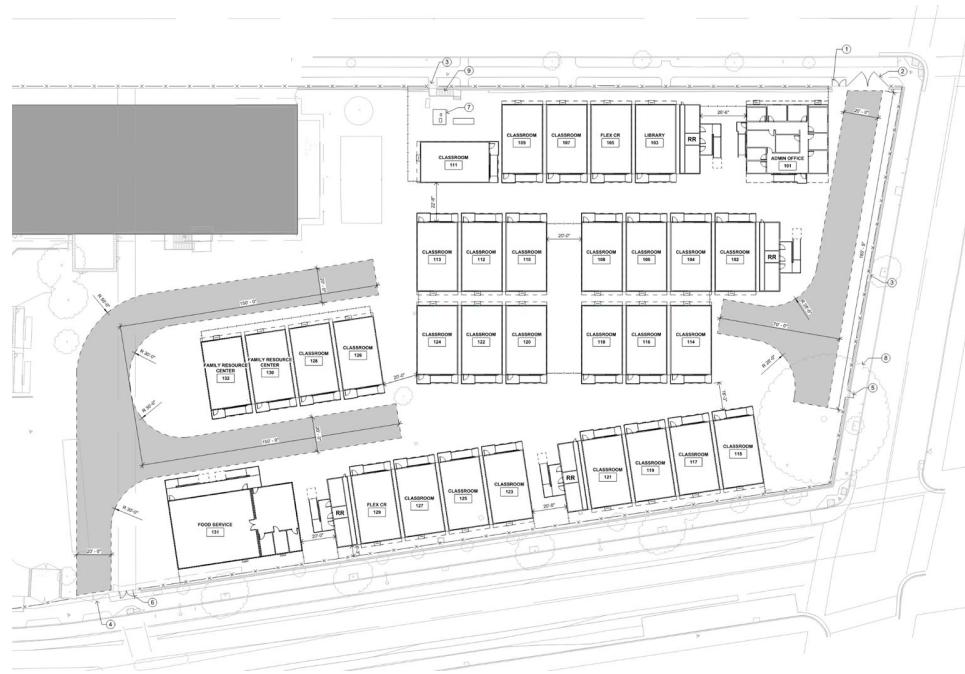
- Significant risk of increased scope and cost
- Mandatory Structural Upgrade
 - *Triggered by cost threshold exceeding 50% of replacement cost*
 - *DSA IR EB-4 process for review, testing and approval*
- Significant upgrade required to concrete shear walls and foundations
 - *New Concrete shear walls 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

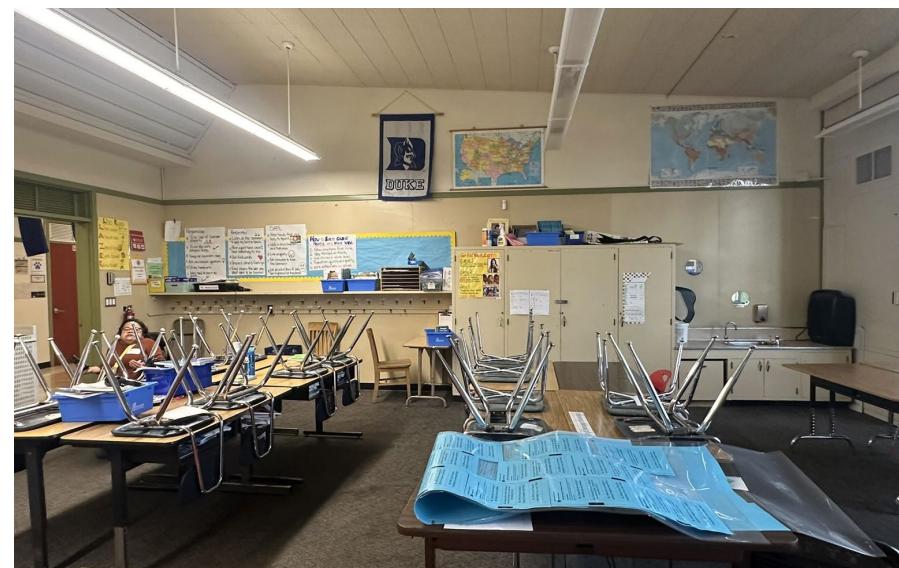
- Modernization does not address all of the needs
- Numerous spaces cannot meet requirements within the constraints of the existing building:
 - *Multi-Purpose Room does not allow use for basketball and other sports or bleachers*
 - *Not all Pre-K, TK and K Classrooms meet requirements for area and access 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. 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: Modernization</u>	<u>Projected Cost Estimate: Modernization</u>	<u>Alternate Option: New Construction</u>
Board Approved Project Budget	\$56.7M	\$70.7M (Current Budget)	TBD
Construction Budget	\$44.0M	\$56.7M	<i>TBD</i>
Design Development Estimate*			
Temporary Housing	\$6,000,000	\$7,800,000	<i>n/a</i>
Bldg Modernization	\$39,600,000	\$51,480,000	<i>TBD</i>
Site Improvements	\$7,500,000	\$9,750,000	<i>TBD</i>
Market Factor Contingency	\$2,650,000	\$3,445,000	<i>TBD</i>
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	<i>TBD</i>

*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 Fit Considerations

THANK YOU

Questions?



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

