



**Oakland Piedmont Avenue Library
86 Echo Ave
Oakland, CA 94611**

Piedmont Avenue Library – Feasibility Study



Facility Conditions Assessment Executive Summary

February 22, 2025





EXECUTIVE SUMMARY:

Hibser Yamauchi Architects is commissioned by the City of Oakland to lead the Design Team for the Facilities Condition Assessment of the Piedmont Ave Children's Center on 86 Echo Ave, Oakland CA 94611.

The purpose of this effort is to develop a Facility Conditions Assessment Report to help in studying the feasibility for repurposing the current facility as a Joint Public/School Library for the City of Oakland Piedmont Avenue Library branch and the Oakland Unified School District's Piedmont Avenue Elementary School that is located adjacent to the Project site.

Existing Facility Description

Piedmont Ave Children's Center consists of an approximately 6,370 sf single-story classroom building on a relatively flat site with two outdoor play structures. The building was designed by Jensen and Langeberg Architects and was approved under application number 33336 of the Division of the State Architect. The classroom building is Type V-B of wood stud exterior walls with redwood plywood cladding. The building is partially-sprinklered and the existing kitchen and utility areas have 1-hour rated walls. The majority of the roofs are asphalt-shingle steep-sloped, with a high low-slope built-up roof at the northeast side of the building.

The Children's Center was originally built in 1971 and underwent a fire alarm and intrusion system replacement in 2011. The Children's Center ceased operation in 2015 and has been vacant since. The project site is owned by the Oakland Unified School District and is being leased to the City of Oakland for fifty years commencing on 12/31/2022.

Facility Rehabilitation Code Requirements

The California Administrative Code (CAC), Section 4, includes code requirements that trigger additional rehabilitation to a school building if either (1) the scope of the project results in changes that impact the performance of the lateral-force-resisting system or (2) the cost of the project exceeds 50 percent of its replacement value. The Division of the State Architect, which regulates school construction, has published interpretation / guidance for both of these circumstances, DSA IR EB-4 and IR EB-5, and has developed procedures for satisfying the requirements of this code. If either of these code-required triggers occur, then construction scope of work will be required to include upgrades to bring the building into full current code compliance structurally as well as for access and fire life-safety. The CAC also requires additional evaluation and testing for building projects which trigger these rehabilitation requirements. This process involves additional submittals to, and review and approval of testing criteria by, the State Architect in conjunction with the normal project approval process.



Existing Structure Description

The existing building located at 86 Echo Ave, Oakland is a one-story wood framed structure. Plywood sheathing is supported on wood joists and beams at the roof, which are supported on wood stud walls and supported on concrete slab on grade with shallow concrete foundations. Lateral resistance is provided by wood shear walls.

This information is documented in a record structural drawing set dated September 22, 1970 prepared by Frank E. McClure and David L. Messinger Consulting Structural Engineers.

Seismic Evaluation

Per the analysis performed based on ASCE 41-17, titled "Seismic Evaluation and Retrofit of Existing Buildings", published by the American Society of Civil Engineers (ASCE) in 2017, we have identified the following structural deficiencies. Mitigation measures for these deficiencies are also described.

- **Inadequate seismic resistance in the North-South direction.** The existing shear walls have to be strengthened or new shear walls added.
- **Missing holdowns at shear walls.** New holdowns and compression posts are required at the exterior shear walls of the building in both directions.
- **Existing foundations at short shear walls which are less than 5'-0" along the south side of the building.** The foundations need to be strengthened to resist overturning forces by making existing footings bigger.
- **Potential Liquefaction Issues.** The building is identified to be in a liquefaction zone per California Geological Survey online tool. A soil investigation by a geotechnical engineer would be required to determine mitigation required for liquefiable soils, if any.



Evaluation of Facility Options

It is our understanding that the City of Oakland is evaluating two options for the new Piedmont Ave Library, see Options A and B below. Included is an additional Option C, for repurposing and expanding the existing facility. Given the differences in the associated construction cost, construction schedule, design restrictions, and the design outcome, we recommend evaluating the following advantages and disadvantages of each option as outlined below.

Option A – Repurpose Existing Facility, No Addition

In the first option, the existing Piedmont Ave Children’s Development Center (CDC) would be repurposed into a public library branch. This remodel would need to include the necessary upgrades to the existing facility as described in the following Facility Conditions Assessment. Based on the following Facility Assessment and the Conceptual Design Cost estimate, see Conceptual Design Cost Estimate - Option A Tab, the construction cost of repurposing the existing facility by implementing the necessary repairs and upgrades to meet the current code requirements is estimated at \$9,750,000. The **total project cost**, including design fees, is estimated at **\$12,675,000**. In this option, the design of the repurposed facility would be significantly restricted by the existing structure, the layout of the interior partitions, the location, and orientation of the facility within the property, its current square footage, the sizing of the interior spaces, as well as the location of the utilities in the existing facility (i.e. mechanical, plumbing, and fire sprinkler systems). Lastly, the duration of the construction would be approximately 12 months. The selective demolition of the interior and exterior finishes could uncover unforeseen issues, which can cause construction delays, and design and construction cost changes.

Option B – New Facility

In the second option, the existing CDC facility would be demolished, and a new library building would be constructed on the site of the current CDC. The estimated construction cost for a new Library building is estimated at \$13,770,000, see Conceptual Design Cost Estimate - Option B Tab. The **total project cost** is estimated at **\$17,905,000**. In this option, the restrictions of the existing structure and building systems would be eliminated, which would allow for the final design to be tailored to the needs of the new library, significantly improving the quality of the design outcome. The unforeseen existing conditions would be minimized since the existing facility would be demolished. For this option, the construction duration is estimated at approximately 18 months.

Option C – Repurpose & Expand Existing Facility (2,000 sf addition)

We anticipate that repurposing the CDC to a library would require a 2,000 sf addition to the existing facility to accommodate the current needs of a public branch library. The construction cost to repurpose and expand the existing facility is estimated at \$13,450,000, see Conceptual Design Cost Estimate - Option C Tab. The **total project cost**, including design fees, is estimated at **\$17,485,000**. In this option, the existing facility restrictions would remain, but the addition would accommodate some of the larger programmatic spaces that a branch library would need (i.e. community meeting space, maker’s space), as well as a larger library collection, to meet the needs of the neighborhood. For this option, the construction duration is estimated at approximately 16 months.



ARCHITECTURAL ASSESSMENT REPORT:

Existing Facility Information

Building Occupancy:	E (Educational)
Type of Construction:	Type V-B
Fire Sprinkler:	Partially Sprinklered
Allowable Area:	11,495 sf
Year Constructed:	1971
Climate Zone:	3

The building has two classrooms, one dining area and kitchen, along with one office and ancillary spaces for the aforementioned spaces. A previous mechanical well on the roof was converted to an enclosed roof attic prior to 2008. There is no record of DSA approved drawings for this work, or when it was completed. Hazardous Materials surveys for asbestos and lead-containing materials were provided by OUSD. All asbestos-containing materials should be properly abated or encapsulated.

Future Remodeled Facility Information

Building Occupancy:	A -3 (Assembly)
Type of Construction:	Type V-B
Fire Sprinkler:	Partially Sprinklered
Allowable Area:	7,260 sf

Converting the existing facility into a joint public and school library would trigger a change from Occupancy Type E – Educational to Occupancy Type A-3 – Assembly. This changes the allowable area, in case of expansion, from 11,495 sf to 7,260 sf max. Furthermore, if the square footage of the existing facility were to be increased by over 1,000 sf, the building would need to be fully sprinklered. Additionally, the change in occupancy to Group A-3 could trigger a code requirement for full automatic sprinkler system if the planned assembly space has an occupant load of 300 or per, per CBC Chapter 9. This would potentially require the sprinkler system to be upgraded.

Summary of Facility Conditions Assessment

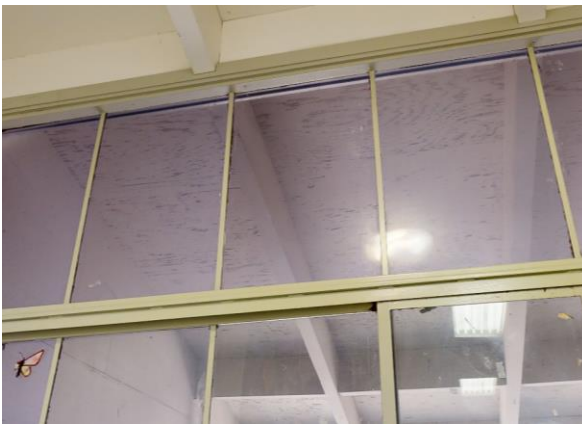
The existing facility was found to have significant decay at exterior and interior finishes, with some interior finishes containing hazardous materials. Most of the finishes therefore need to be replaced. The existing windows and doors are decayed and do not meet current code requirements for thermal resistance so they would be required to be replaced. The structural systems were found to need strengthening as explained above. Additional strengthening would be required if new openings are to be opened to existing shear walls. Existing building systems like electrical, mechanical and plumbing are also dated and require significant upgrades to meet current code requirements. New mechanical systems need to be fully electric, which would require more extensive electrical upgrades. The existing restrooms do not meet current accessibility requirements and would require extensive work to enlarge their footprint in order to be code compliant. All in all, reusing the existing facility would require extensive demolition & replacement to meet current code, and the existing square footage would not meet the space needs of the new library without an addition to the existing facility. See cost estimates of the (3) Design Options on p.14.



Exterior cladding is decayed. Paint is peeling.



Unsealed joints and cracks at cladding.



Roof soffit paint is peeling.



Toy storage door is rusted.
Drinking fountain is non code-compliant.



Utility closet door is rusted. Wood trim is decayed.



Damaged vision panel.



Rusted metal gutter at steep-slope roof.



Organic growth on the asphalt shingles.
Roofing has reached end of serviceable life.



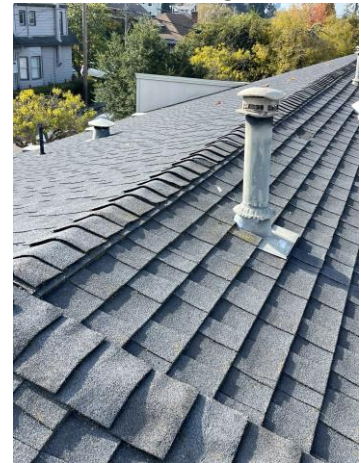
Wood decay at roof curb cladding with
insufficient clearance to roofing.



Missing shingles at ridge.



No screen at gutters.
Rusted downspout



No roof vents at uninsulated
roof.



No clearance at base of cladding to roof transition.



No valley flashing at transition to BUR.



Damaged and missing asphalt shingles at ridge.
Exposed roofing nails.



Exposed roofing nails at metal flashing.
Rusted pipe penetration.



High low-slope built-up roof & damaged window glazing.



Single-glazed window is not operable.
Glazing gasket must be replaced.



Ductwork terminates in Jalousie window.



Clerestory window to attic is still in place.



Tackable wall covering in classroom.



Vinyl covering on classroom wall behind work area. Rusty toilet compartment & dated urinal. Casework does not suit the needs of the library.



Interior finishes in restroom are dated and inconsistent. Wood coffer ceilings in classroom. Skylights have been removed.



Classroom vinyl flooring is dated and failing.



Damaged roof sheathing should be replaced.
Roofing above should be patched.



Kitchen sloped glue-on acoustical ceiling tile.
Light fixtures are dated.



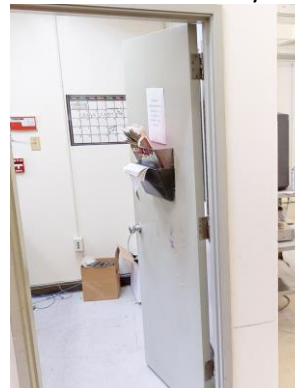
Vinyl flooring in dining area is worn out.



Staff restroom is under-sized.
Vinyl flooring is dated and failing.



Wired glass windows in office.



Rusted door hinges at
office. Repaint door.



Kitchen storage door
Door must be repainted.



Custom foldable tables in dining area.



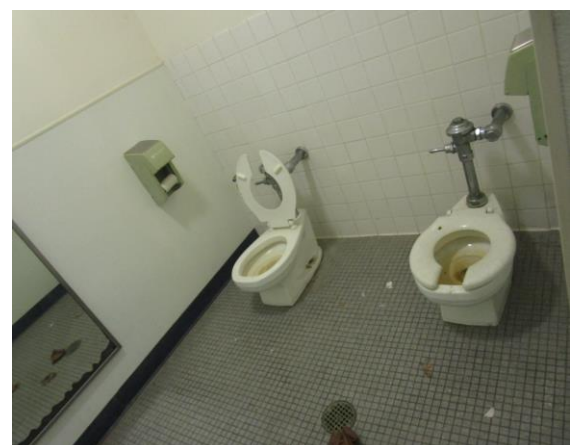
Storage room next to office.



Bi-folding partitions at classroom.



Cabinetry and sinks in work area.



Students restroom with dated fixtures.



4' high perimeter fence along Echo & Glen Ave.



Play structure with old surfacing.



Animal enclosure on east property line.



4' high perimeter fence along Echo & Glen Ave.



Play structure with old surfacing.



Animal enclosure on east property line.



CONCEPTUAL DESIGN COST ESTIMATES

The total project cost includes construction costs and soft costs. The soft costs include design fees, inspector fees, permit fees, design contingency, etc. Typically, the soft costs are estimated at 30% of the estimated construction cost of the project.

CONCEPTUAL DESIGN COST ESTIMATE – OPTION A

Option A: Repurpose Existing Facility, No Addition

The construction cost for Option A is estimated at \$9,750,000.

The total project cost is estimated at \$12,675,000.

CONCEPTUAL DESIGN COST ESTIMATE – OPTION B

Option B: New Facility

The construction cost for Option B is estimated at \$13,770,000.

The total project cost is estimated at \$17,905,000.

CONCEPTUAL DESIGN COST ESTIMATE – OPTION C

Option C: Repurpose & Expand Existing Facility (2,000 sf addition)

The construction cost for Option C is estimated at \$13,450,000.

The total project cost is estimated at \$17,485,000.

FINAL CONCEPTUAL DESIGN OPTION

The three Conceptual Design Options mentioned above were explored in the Feasibility Study. Through discussions of the Design Team with OPL, as well as a series of meetings with the local community, the library needs for programmatic space were outlined. Given the needs outlined in the first two rounds of community meetings held on 1/23/24 (1st), and 3/14, and 3/15/24 (2nd in-person and virtual meeting respectively), Option A was deemed to not meet the library's needs due to the limited footprint of the existing CDC facility. Therefore, Options B and C were selected to be developed further by the Design Team. These two options were presented at the third round of community meetings on 4/30/24 and 5/1/24 (in-person and virtual respectively). Each option was accompanied by its own cost estimate (see section above). The community and OPL team agreed to proceed with Option B, building a new facility at the selected site.



NEXT STEPS

The CDC site that was originally selected as the location of the new Piedmont Avenue Library branch is property of the Oakland Unified School District. In November 2024, OUSD voted to terminate the Joint Occupancy and Lease Agreement between the District and City of Oakland for the city to develop a new branch library on that site. The decision invoked an “opt-out” provision in the Agreement if the city could not guarantee construction funding by November 2024.

Moving forward, OPL and the City of Oakland have set themselves to be ready to proceed with this project once a different site is secured, along with the necessary project funding. If you want to support fundraising efforts for the Piedmont Ave Library library, reach out to Friends of PAL (Piedmont Avenue Library) at <https://www.friendsofpal.org>.

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