



CITY OF OAKLAND

AGENDA REPORT

TO: Elizabeth Lake
Acting City Administrator

FROM: Liam Garland
Director, Oakland Public
Works

SUBJECT: Municipal Facility Energy
Assessments Professional
Services Agreement Award

DATE: April 1, 2026

City Administrator Approval


Betsy Lake (Jun 29, 2026 17:21:38 PDT)

Date: Jun 29, 2026

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Award And Execute A Professional Services Agreement With KW Engineering For Energy Assessment And Consulting Services In An Amount Not To Exceed Three Hundred Sixty-Four Thousand Six Hundred Eighty-Five Dollars (\$364,685) For The Municipal Facility Energy Assessments Project (No. 1008000), And Adopting Appropriate California Environmental Quality Act Findings

EXECUTIVE SUMMARY

Approval of this resolution will authorize the City Administrator to enter into a professional services agreement on behalf of the City of Oakland (City) with kW Engineering for energy assessment and consulting services for the Municipal Facility Energy Assessments Project (Project). The Project will include energy assessments and audits for up to 20 City-owned facilities, technical analysis, customized facility energy roadmaps, and implementation support services, for a single procurement that is not-to-exceed \$364,685. A complete list and map of the 20 facilities identified for assessment is provided in (**Attachment A**).

From the CIP's list of unfunded projects, OPW staff identified locations in greatest need of significant infrastructure upgrades that have historically been energy inefficient. The energy audits and roadmaps produced through this project will serve as the foundation for future funding pursuits to implement the recommended improvements at these locations.

The Project's primary objective is to conduct energy assessments for City-owned facilities drawn from the City's Capital Improvement Program (CIP) unfunded project list for FY 2025–2027. This

Public Work and Transportation Committee
July 14, 2026

work is funded through the EECBG Program. All deliverables must be completed prior to the EECBG grant deadline of July 31, 2027, to support required reporting to the Department of Energy. The assessments will identify energy efficiency, electrification, and resilience improvements and provide phased roadmaps to guide future energy improvements.

BACKGROUND / LEGISLATIVE HISTORY

The City owns and operates a portfolio of municipal facilities that serve residents across every Council District. Many of these buildings were constructed in the mid-twentieth century and have been in continuous use for 40 to 60 years or more. Over that time, their mechanical systems, electrical infrastructure, and building envelopes have deteriorated. Rooftop heating, ventilation, air, ventilation, air conditioning (HVAC) units that were installed when the buildings were new are, in many cases, still operating well past their expected service life. Lighting systems in several facilities still use older fluorescent or high-intensity discharge fixtures. Building envelopes, including windows, wall insulation, and roofing, have degraded, allowing conditioned air to escape and outside air to infiltrate, forcing heating and cooling systems to work harder and consume more energy than comparable modern buildings.

In July 2020, the City Council unanimously adopted the 2030 Equitable Climate Action Plan (ECAP), responding to the City's 2018 Climate Emergency and Just Transition Resolution. ECAP sets a target of reducing greenhouse gas emissions 56 percent below 2005 levels by 2030 and reaching carbon neutrality by 2045. The plan includes 40 actions across seven sectors, including buildings, where the City's own facilities contribute to the emissions the plan is trying to reduce. Building-sector actions call for: Eliminate Natural Gas in New Construction (B-1), Electrify All Existing Buildings by 2040 (B-2), and Require All-Electric City Facilities (B-5).

Congress created the Energy Efficiency and Conservation Block Grant (EECBG) Program in 2007 as part of the Energy Independence and Security Act (EISA), Title V, Subtitle E (Public Law 110-140). The program was designed to provide formula-based grants directly to cities, counties, states, and tribal governments to fund local energy efficiency and conservation projects. The EISA authorized \$2 billion annually for the program, though no funds were appropriated until two years later. In 2021, the U.S. Congress enacted the Infrastructure Investment and Jobs Act (Bipartisan Infrastructure Law), which included renewed funding for the EECBG Program administered by the U.S. Department of Energy (DOE). The EECBG Program provides formula-based grants to local governments to implement strategies to reduce fossil fuel emissions, reduce total energy use, and improve energy efficiency. City of Oakland has used EECBG funds since 2010.

On December 3, 2024, the City Council adopted [Resolution No. 90527 C.M.S.](#), authorizing the City Administrator to accept and appropriate \$405,710 in EECBG grant funds from the U.S. Department of Energy (DOE Award No. DE-SE0000418.0000).

ANALYSIS AND POLICY ALTERNATIVES

Many of the City's older facilities consume significant amounts of energy and represent substantial opportunities for efficiency improvements, cost savings, and decarbonization. To date, many of these buildings have not undergone comprehensive energy assessments, and the City's building data in the Energy Star Portfolio Manager program is out of date. The practical effect is that the City spends more than it should on utility costs at these facilities, and the buildings provide less comfortable and reliable service to the residents who use them. Recreation centers, senior centers, pool houses, and civic buildings that were built to serve their neighborhoods are doing so with equipment and systems that are well past the point where maintenance alone can keep them performing efficiently. Without the required assessments, the City cannot make informed decisions about which buildings to prioritize for capital improvements, what types of upgrades would produce the greatest savings, or how to position facilities for utility rebate programs and state or federal funding that require documented energy performance baselines.

Energy assessments are essential for the City of Oakland to advance its sustainability and decarbonization goals, reduce operational costs at aging municipal facilities, and comply with reporting requirements tied to federal EECBG grant funding. To help advance the City's plans, An ASHRAE (American Society of Heating, Refrigerating and Air-Conditioning Engineers) Level 2 energy assessment must be done which consists of heating, cooling, lighting, electrical, and building envelope systems inspections to determine how much energy is utilized by the facility and what specific upgrades are needed, from low-cost operational changes to larger capital improvements which would reduce consumption, lower costs, and improve building resilience. The result for each facility will be an individual energy assessment report with prioritized recommendations, cost estimates, projected savings, and a phased roadmap showing what to fix first and why. A consolidated facility energy assessment plan will then bring together the findings across all 20 sites so the City can compare facilities, sequence investments, and apply for utility rebates and future funding. Without formal ASHRAE Level 2 energy assessments, the City lacks the baseline data and facility-specific roadmaps needed to prioritize capital improvements, access future energy efficiency incentives, and make informed investment decisions. Eight of the targeted facilities are in underserved communities and serve vulnerable populations, making energy improvements doubly impactful, both for City operations and community well-being.

Facilities for assessment are drawn from the City's Capital Improvement Program (CIP) list of unfunded projects for FY 2025–2027, which includes parks and recreation centers, senior centers, aquatic facilities, and civic buildings managed by Oakland Public Works (OPW) and the Oakland Parks, Recreation and Youth Development Department (OPRYD), among others. These facilities range in size from approximately 1,800 to 30,000 square feet and include sites such as recreation centers, pool houses, senior centers, and City Hall infrastructure upgrades.

In accordance with OMC 2.04.051(A) and the provisions of Administrative Instruction 150 for Professional Services Contracts, OPW issued a Request for Proposals (RFP) on December 19,

2025 (**Attachment B**), seeking the most qualified consultant team to perform energy assessments and audits for City-owned facilities. The City utilized a competitive proposal process that consisted of a voluntary pre-proposal meeting on January 12, 2026, where 12 prospective consultants were in attendance to discuss the scope of work, grant requirements, RFP evaluation criteria, and respond to questions. The City received 12 proposals and staff from OPW and the City Administrator's Office evaluated and ranked the proposals based on how well the consultant teams demonstrated experience and capacity to perform energy audits, technical analysis, and roadmap development for municipal facilities, in response to criteria set forth in the RFP.

Table 1: Proposal Evaluation Criteria

Evaluation Criteria	Points
Approach and Strategy: Clarity and effectiveness of the firm's overall approach, methodology, and project management strategy, and budget approach to complete the work within the requested timeframe and funding constraints.	25
Experience and Past Performance: Demonstrated success conducting municipal or public facility energy assessments within budget and grant program requirements.	20
Technical Expertise and Capacity: Depth of staff, resources, and technical capabilities in energy modeling, analysis, and development of facility energy roadmaps.	20
Sustainability and Resilience: Experience developing implementable strategies supporting electrification, HVAC optimization, renewable energy integration, and other municipal energy priorities.	20
Collaboration and Communication: Ability to work effectively with City staff and stakeholders, translating technical findings into clear, actionable recommendations.	15
Total	100

Based on the proposal review process and interviews, the panel recommended kW Engineering (kW) and their consultant team as the most qualified and responsive to the RFP. kW is an Oakland headquartered firm with demonstrated expertise in conducting ASHRAE Level 2 energy assessments for municipal and public facilities, developing implementable energy roadmaps, and meeting grant program requirements. Notably, kW brings extensive knowledge and direct experience working with City of Oakland facilities, having previously conducted energy audits and decarbonization studies at multiple City sites including Oakland Public Libraries, City Hall, Fire Station No. 1, the Police Admin Building, and several recreation and community facilities. kW has demonstrated expertise in conducting ASHRAE Level 2 energy assessments for municipal and public facilities, developing implementable energy roadmaps, and meeting grant program requirements.

The proposed resolution supports Citywide priorities of sustainability, fiscal responsibility, and building vibrant, sustainable infrastructure by authorizing kW to conduct comprehensive energy assessments and develop actionable energy roadmaps for City-owned facilities that serve Oakland residents across diverse neighborhoods. This project was not subject to City's

Local/Small Local Business Enterprise (L/SLBE) requirements because it is federally funded through the Energy Efficiency and Conservation Block Grant (EECBG) program. The solicitation follows federal procurement standards under Code of Federal Regulations (CFR) Part 200, which supersede local contracting requirements. OPW staff followed federal procurement standards requiring open competition, proper documentation, and affirmative outreach to small and minority-owned businesses. These requirements were met through broad public advertisement of the RFP, a competitive proposal and selection process, and targeted outreach to publications serving Black, Latino, and Asian communities, including the Oakland Post, El Mundo, World Journal, and Korea Times. As a result, the Department of Workplace and Employment Standards (DWES) did not review consultant proposals for L/SLBE compliance.

RELATED PLANNING EFFORTS

The Project supports several City planning efforts by producing the facility-level energy data that each plan requires but that the City does not currently have.

Oakland Local Hazard Mitigation Plan (2021 – 2026)

The [Local Hazard Mitigation Plan's](#) (LHMP) goals include strengthening critical facilities to minimize post-disaster disruption. It connects to the Project through the facilities that serve as cooling centers and emergency gathering points that the energy assessments will determine whether those buildings can maintain operations during extended power outages or heat waves. It also references the 2024 LHMP Progress Report's highlight of the Municipal Resilience Hub at Lincoln Community Center, showing Council that this assessment work feeds the same resilience pipeline.

Oakland 2045 General Plan – Safety Element

The [Safety Element](#) aims to protect residents, workers, and visitors from seismic and geologic hazards, fire, flooding, and other risks to life and property, with an equity lens that prioritizes vulnerable communities. Six of the 20 facilities in this project serve as emergency gathering points or cooling centers during extreme heat events. The energy assessments will evaluate resilience at these sites, including backup power needs, HVAC performance under extreme conditions, and building envelope integrity, producing data the City needs to ensure these community-serving facilities remain operational when residents need them most.

2030 Equitable Climate Action Plan

The Project aligns with four [ECAP](#) Building Actions:

- B-1 – Eliminate Natural Gas in New Buildings
- B-2 - Electrify All Existing Buildings by 2040
- B-5 – Require All Major Retrofits of City Facilities to be All-Electric
- A-2 – Enhance Community Energy Resilience

- CL-2 – Phase Out Fossil Fuel Dependency in All City Agreements and Contracts

Each facility roadmap will identify electrification pathways, HVAC optimization opportunities, and renewable energy integration options specific to that building. Together, they will give the City the data it needs to move from general climate commitments to building-by-building implementation plans. Eight of the 20 facilities serve underserved communities, consistent with the ECAP's focus on equitable distribution of climate investments.

FISCAL IMPACT

Sufficient funding for this agreement is available in the funding sources shown below. The EECSBG grant is administered on a reimbursement basis with no local match requirement. There is no impact to the City's General Fund.

Table 2: Project Funding Appropriations

Fund Source	Organization	Project	Program	Amount
Department of Energy - 2122	Engineer Design: Project Management - 92270	EECSBG Award - 1008000	Trees - NB09	\$364,685.00
Total Funding:				\$364,685.00

The table below shows how the \$364,685 consultant award relates to the \$405,710 total grant that Council accepted under Resolution No. 90527 C.M.S. Resolution Authorizing the City Administrator To Accept and Appropriate Energy Efficiency and Conservation Block Grant (EECSBG) Funds From The United States Department of Energy In The Amount of Four Hundred Five Thousand Seven Hundred Ten Dollars (\$405,710) And Adopting Appropriate California Environmental Quality Act Findings.

Table 3: Total EECSBG Grant Allocation

Description	Amount	% of Grant
Professional Services Agreement (kW Engineering)	\$364,685.00	89.9%
City Staff Administration, Grant Compliance & Reporting	\$41,025.00	10.1%
Total EECSBG Grant (Resolution No. 90527 C.M.S.)	\$405,710.00	100%

All deliverables must be completed by the EECSBG grant deadline of July 31, 2027, to meet federal reporting requirements. The contract term is one (1) year from the date of execution, not to extend beyond July 31, 2027.

PUBLIC OUTREACH / INTEREST

Public outreach is an integral component of the Capital Contract Equity Initiative for OPW. For this professional services RFP solicitation, OPW staff worked with the Capital Contracts Division (CCD) and DWES to perform broad public outreach through legal advertisements, enhanced notifications, and a pre-proposal meeting.

Notifications of the solicitation were distributed through several means. The first was the City's iSupplier system, which was utilized to notify Oakland-certified local and non-local professional service providers, including energy engineers, sustainability consultants, building commissioning agents, and related firms.

The legal notice for the RFP was advertised in the East Bay Times and the Oakland Post. Information was also published in El Mundo, World Journal, and Korea Times to ensure outreach to Local Business Enterprises and Small Local Business Enterprises in Black, Indigenous, and People of Color communities.

CCD held a voluntary pre-proposal meeting via Microsoft Teams on January 12, 2026, with 22 people in attendance. The meeting covered the scope of work, EECBG grant requirements, the anticipated RFP evaluation and project schedule, and the proposal evaluation process. RFP documents were made available at no charge through the City's iSupplier portal and the RFP and Contracts Opportunities website.

COORDINATION

The work to be performed under this contract has been coordinated with the City's Sustainability and Resilience Division, CCD, DWES, and appropriate bureaus within OPW, including the Facilities and Maintenance team. This report and legislation have been reviewed by the Office of the City Attorney and the Budget Bureau.

RACE AND EQUITY

In accordance with OMC 2.29.170.1, which directs City departments to "intentionally integrate, on a Citywide basis, the principle of 'fair and just' in all that the City does to achieve equitable opportunities and outcomes for all people and communities," the proposed agreement will support OPW's ability to advance energy improvements at facilities located in historically underserved neighborhoods.

Staff did not complete a formal Racial Equity Impact Analysis (REIA) on this procurement action. However, the City's ECAP involved a REIA and racial equity considerations were integrated as a core factor in facility selection and scope development. The 20 facilities selected for energy assessment serve seniors, youth, and low-income residents who depend on these parks, recreation centers, senior centers, and aquatic facilities for essential social, recreational, and educational services. Many of these facilities have not received consistent capital reinvestment, and improving their energy performance will reduce operating costs and meaningfully improve

the conditions experienced by the residents who use them most. The 20 facilities selected for energy assessment were identified through the City of Oakland's Capital Improvement Program (CIP) prioritization process, which scores all capital project requests on nine criteria adopted by City Council in 2018: Equity, Health and Safety, Economy, Environment, Improvement, Existing Conditions, Shovel Readiness, Collaboration, and Required Work. Equity carries the highest point value in the scoring system at 16 out of 100 points, ensuring that projects serving underserved communities are prioritized. The selected facilities are on the City's FY 25-27 CIP Unfunded Projects list, reflecting that they have been formally scored and identified as priority capital investments that have not yet received dedicated funding, making them strong candidates for this EECBG grant opportunity.

The RFP solicitation was advertised in publications serving Black, Indigenous, and People of Color communities, including the Oakland Post, El Mundo, World Journal, and Korea Times, to encourage participation from Local Business Enterprises and Small Local Business Enterprises.

Additionally, the public outreach process for the RFP solicitation was conducted with equity in mind. Notifications were distributed through the City's iSupplier system and advertised in publications serving Black, Indigenous, and People of Color communities, including the Oakland Post, El Mundo, World Journal, and Korea Times, to encourage participation from Local Business Enterprises and Small Local Business Enterprises owned by people from these communities.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

This proposed professional services agreement is exempt under CEQA, Public Resources Code Section 21065 and CEQA Guidelines Section 15378(b)(4) and (5), as it involves government fiscal activities that do not commit the City to any specific project that may result in a potentially significant environmental impact. It is also an organizational or administrative activity of government that will not result in direct or indirect physical changes to the environment.

The agreement is further exempt under CEQA Guidelines Sections 15306 (Information Collection) and 15061(b)(3) (No Significant Effect on the Environment), because the work involves only data collection, energy analysis, and report preparation. It does not authorize construction, demolition, or physical alteration of any facility.

Each of the above exemptions provides a separate and independent basis for CEQA compliance.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Award And Execute A Professional Services Agreement With KW Engineering For Energy Assessment And Consulting Services In An Amount Not To Exceed Three Hundred Sixty-Four Thousand Six Hundred Eighty-Five Dollars (\$364,685) For The Municipal Facility Energy Assessments Project (No. 1008000), And Adopting Appropriate California Environmental Quality Act Findings.

For questions regarding this report, please contact Samah Itani, CIP Coordinator, Project and Grant Management Division, at (510) 238-7116 or sitani@oaklandca.gov.

Respectfully submitted,



[Liam Garland \(Jun 29, 2026 15:59:37 PDT\)](#)

Liam Garland
Director, Oakland Public Works

Reviewed by:

Jimmy Mach, P.E.
Acting Assistant Director
Bureau of Design and Construction

Prepared by:
Samah Itani
Capital Improvement Project Coordinator
OPW - Project & Grant Management Division

Attachments (2):

- A: Project Location Map / City Facility List
- B: Request For Proposal