



AGENDA REPORT

PROPOSED ACTION: Resolution: Approve and Authorize the Executive Director to Execute a Construction Phase Work Authorization for the Oakland San Francisco Bay Airport Terminal Restroom Renovation Program, Phase 2 with Webcor Construction, LP for a Guaranteed Maximum Price of \$37,957,844.31; Increase Maximum Compensation by \$11,500,000 for a Not-To-Exceed Total Amount of \$51,500,000 for Prime Builder Services Contract with Webcor Construction, LP; Increase Maximum Compensation by \$5,300,000 for a Not-To-Exceed Total Amount of \$17,800,000 for On-Call Architecture and Engineering Services Contracts with HNTB Corporation and Extending the Term of the HNTB Corporation Agreement Until December 31, 2028; Apply for and Accept Grant Awards of Approximately \$29,000,000, or more if Additional Funding Becomes Available; Approve the De-Accessioning of Public Art at the Restroom Privacy Walls in Terminal 2; and Finding that the Proposed Action is Exempt Under the California Environmental Quality Act. **(Engineering/Aviation)**

Submitted By: Craig Simon, Director of Aviation; Emilia Sanchez, Director of Engineering; Kristi McKenney, Executive Director

Parties Involved: Webcor Construction, LP dba Webcor, Alameda, CA
HNTB Corporation, Oakland, CA
Federal Aviation Administration, Walnut Creek, CA

Amount: Not to exceed \$37,957,844.31 (part of a \$48,379,000 Construction Budget and \$54,336,000 Total Project Budget) (Capital Expense)

\$11,500,000 additional not-to-exceed \$51,500,000 total authority for Webcor Prime Builder Contract (Capital Expense)

\$5,300,000 additional not-to-exceed \$17,800,000 total authority for HNTB On-Call Architectural and Engineering Design Services contract. (Capital Expense)

EXECUTIVE SUMMARY: The Oakland San Francisco Bay Airport (OAK) Terminal Restroom Renovation Program includes replacing and renovating all existing terminal restroom facilities and adding amenities including family restrooms, lactation suites, and OAK's first universal companion care room. The Program features an upscale, hospitality inspired design that blends functionality, material durability, easy wayfinding, and visual appeal that aligns with a modern sense of place; the materials selected are easier to maintain and represent a significant departure from the existing conditions. The Program is planned to be implemented in three phases over multiple years.

Phase 1 of the Program at Terminal 1 Gates 3 and 4 are open to the public and Gate 7 is nearing completion. This action seeks approval to design and construct the Terminal Restroom Renovation Phase 2 Project (Project). Port staff will return to the Board to seek additional authority for Phase 3 construction authorization for Webcor.

Port staff will seek the maximum amount of grant funds possible. Federal Bipartisan Infrastructure Law (BIL) funding through Federal Aviation Administration (FAA) is anticipated to be approximately \$29,000,000.

The Project introduces a unified restroom design aesthetic throughout the terminals. Because the existing public art at the restroom privacy walls in Terminal 2 no longer complement the unified design aesthetic, its removal is recommended to maintain a consistent passenger experience.

BACKGROUND & ANALYSIS

On April 27, 2023, the Board approved (Resolution No. 23-29) the solicitation of a Request for Qualifications (RFQ) for Prime Builder Services for the Terminal Restroom Renovation Program (Program) consistent with Board approved Alternative Project Delivery System (APDS) and federal procurement requirements. On July 27, 2023, the Board awarded (Resolution No. 23-70) a contract to Webcor Construction LP for Prime Builder Services for the Program at OAK in an amount not to exceed \$40,000,000 for a five year-term with two, one-year options to extend (utilizing procurement policies for federal funding projects). On December 14, 2023, the Board approved and authorized (Resolution No. 23-109) the Executive Director to execute pre-construction and construction phase work authorizations with Guaranteed Maximum Prices (GMP) not exceeding \$10,000,000 for projects delivered under the contracts for Prime Builder services. The initial phase, Phase 1, of the Program included the renovation, restoration, and transformation of existing restrooms at Gates 3, 4, and 7. Phase 1 construction was previously approved by the Board on March 28, 2024 (Resolution No. 24-16) for a \$10,994,612 GMP and is scheduled to be fully completed and in-use by the public in October 2025.

Terminal Restroom Renovation Program Summary

There are currently 12 sets of restrooms throughout Terminal 1 and Terminal 2, which last received major renovations between 2002 and 2007. This Program includes the renovation of each of the 12 locations, as well as the addition of new customer amenities including family restrooms, lactation suites, and OAK's first universal companion care room. It is anticipated that the restroom renovation projects will be accomplished in three phases as described in Table 1 and Exhibit 1. The Phase 1 improvements at Gate 4 are shown in Exhibit 2.

Table 1
Terminal Restroom Renovation Program Phases and Locations

PHASE	DESCRIPTION
1	Gate 3 Men's Restroom Gate 4 Women's Restroom Gate 7 All-Gender Family Restrooms (4) and Lactation Suite
2	Gate 12 Women's Restroom Gate 15 Men's Restroom Terminal 1 Baggage Area Men's and Women's Restrooms Gate 23 Men's and Women's Restroom Gate 27 Men's and Women's Restroom, All-Gender Family Restroom (1) Terminal 2 Lactation Suite and Universal Companion Care Room Terminal 2 Baggage Area Flex Restroom
3	Gate 5 Women's Restroom Gate 25 Men's and Women's Restrooms Gate 29 Men's and Women's Restrooms Terminal 2 Baggage Area Men's and Women's Restrooms

Exhibit 1

Terminal Restroom Renovation Program- Phases 1, 2, and 3

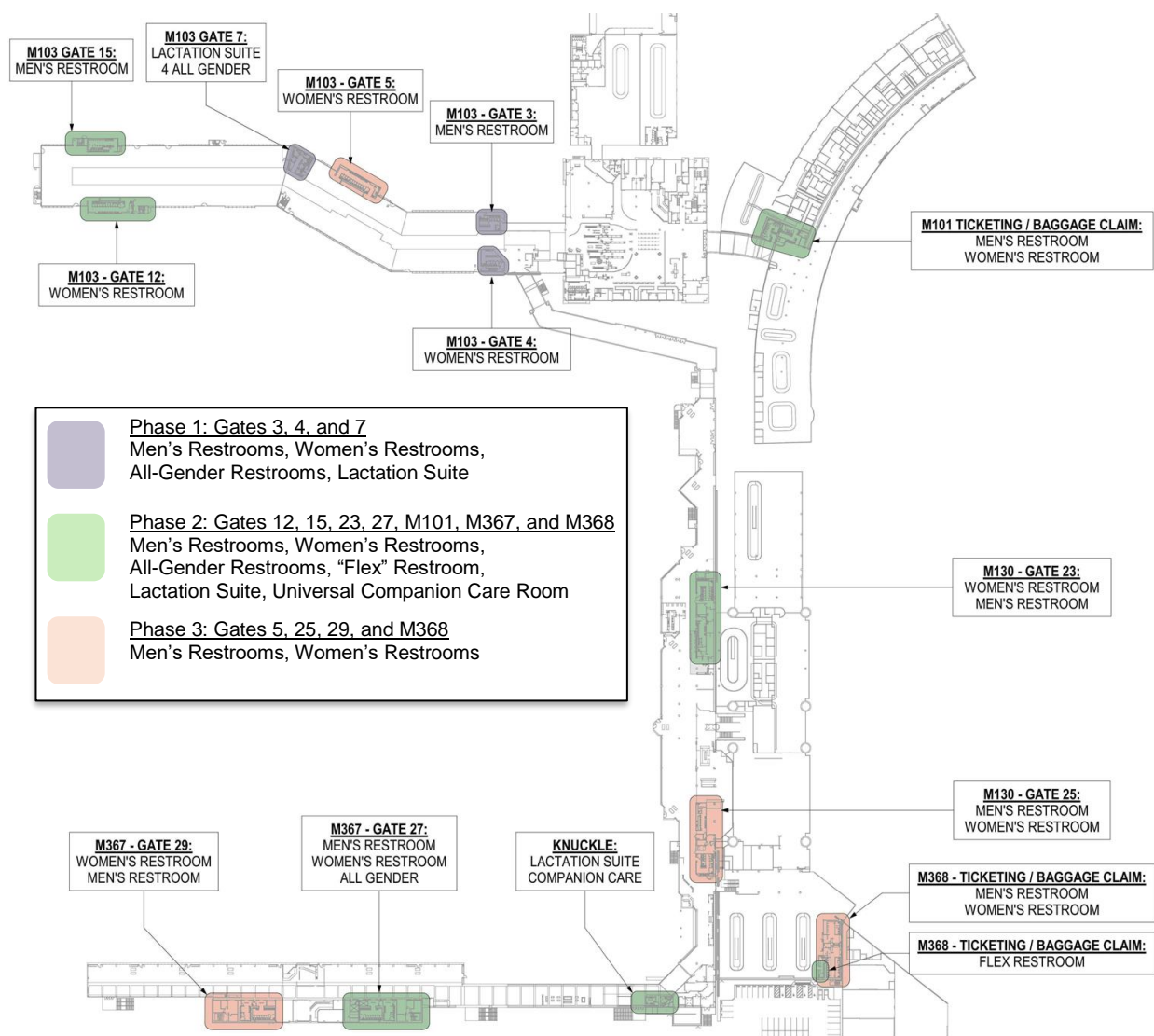
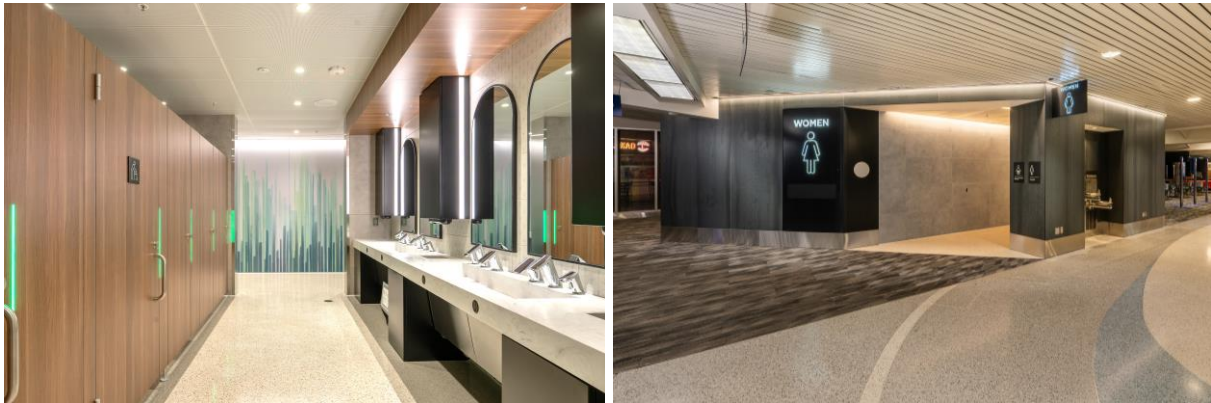


Exhibit 2
Terminal Restroom Renovation Program, Phase 1 at Gate 4 Women's Restoration



The Phase 2 restroom project includes the renovation of multiple restrooms in Terminal 1 and Terminal 2. Exhibit 3 illustrates the representative design improvements expected in the renovated restrooms.

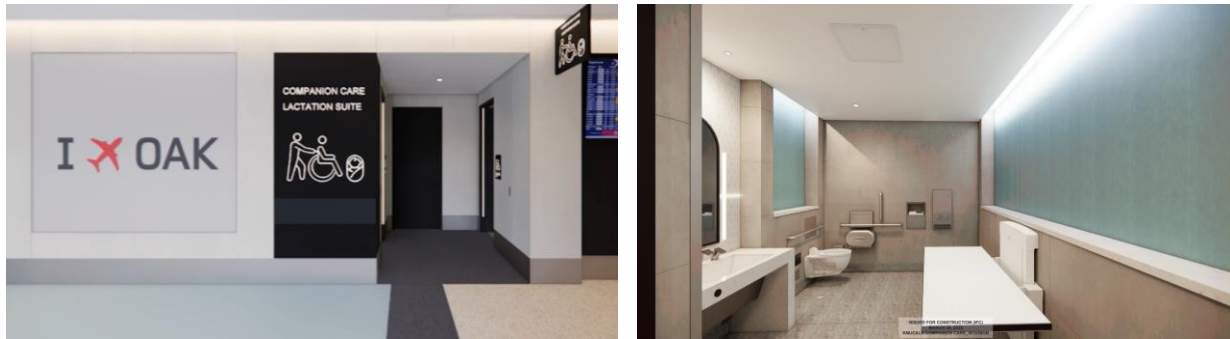
Exhibit 3
Terminal Restroom Renovation Program, Phase 2 at Gate 23



In addition to the renovated sites, Phase 2 introduces two new restroom locations with enhanced customer amenities. The first is located in Terminal 2 and will feature a permanent Lactation Suite as well as OAK's first Universal Companion Care Room. The Federal Aviation Administration (FAA) Reauthorization Act of 2024 requires medium and large hub airports, including OAK, to install and maintain at least one private, single-use room equipped with a universal changing station by 2030. A universal changing station, sometimes referred to as an adult changing table, is a height-adjustable, adult-sized table designed to support the personal care needs of individuals with disabilities, medical conditions, or elderly passengers requiring caregiver assistance. By adding this space,

OAK will expand equitable access to clean, safe, and dignified restroom facilities for disabled individuals and their caregivers. Exhibit 4 illustrates the new Terminal 2 amenities.

Exhibit 4
Terminal Restroom Renovation Program, Phase 2 Terminal 2
Lactation Suite and Universal Companion Care Room (Rendering)



The second site is located in Terminal 2 Bag Claim and will feature a new “flex” restroom. Currently, Terminal 2 Bag Claim has only one set of public restrooms, requiring passengers to leave Terminal 2 and walk outside to Terminal 1 Bag Claim when those restrooms are closed for cleaning or maintenance, which results in a poor level of service for passengers in OAK’s busiest terminal. The addition of the “flex” restroom will address this deficiency by providing a facility that can operate as either a women’s or men’s restroom depending on need. This flexible design not only ensures restroom availability during needed closures but also increases overall restroom capacity and convenience for customers. Exhibit 5 illustrates the new Terminal 2 Bag Claim amenities.

Exhibit 5
Terminal Restroom Renovation Program, Phase 2 in Terminal 2 Bag Claim
“Flex” Restroom (Rendering)



Upon Board approval, Phase 2 restroom construction is expected to start in early 2026 and finish mid-2027.

Phase 3 is currently in design and Port staff will request Board approval of the Phase 3 GMP in Winter 2026. Phase 3 restroom construction is planned to start mid-2027 and finish mid-2028, subject to future board approvals.

Bidding and Guaranteed Maximum Price for the Project

On May 12, 2025, Webcor advertised the construction of Phase 2 to solicit and obtain bids from contractors for various trades needed to construct the Project, in compliance with Federal procurement policies. Webcor conducted extensive outreach to Disadvantaged Business Enterprise (DBE) subcontractors that included the Meet the Prime event on November 14, 2024 and the OAK Restroom Renovation DBE Trade Partner Outreach Event on April 23, 2025.

A total of 22 trade packages were advertised for Phase 2 construction. Webcor evaluated the bids received, identified the lowest responsible bidder for each trade package, and combined the trade package bids with Webcor's costs to formulate the GMP. On July 24, 2025, Webcor submitted to the Port their construction phase GMP in the amount of \$37,957,844.31.

The GMP reflects the following considerations:

- need to phase the Project to maintain minimum passenger service levels;
- need to bring back individual trades for each phase;
- current market conditions for construction of this type of project within an active airport passenger terminal; and
- tariff impacts on material costs.

Webcor reached out to 217 subcontractors, bidding the work to 65 subcontractors, and receiving bids from 38 of them. The GMP is based on actual bids received for each trade package. Port Staff evaluated Webcor's GMP and finds the proposal reasonable for the current construction market and construction conditions.

Additional Contractual Authority

Webcor

The Board previously awarded a contract to Webcor for Prime Builder Services for the Program at OAK in an amount not to exceed \$40,000,000. This contract amount is sufficient to cover the pre-construction and construction services for Phase 1 which is nearing completion. The remaining amount of \$27,000,000 will be put toward Phase 2 construction services, however, an additional \$11,500,000 is required. This amount will also cover Phase 3 pre-construction services for a total contract amount not-to-exceed

\$51,500,000. Staff will return to the Board for the final Phase 3 Construction work authorization approvals as required.

HNTB Corporation

The Board previously awarded a contract to HNTB Corporation (HNTB) as one of the three consultants on the On-Call Architectural and Engineering Design Services (Design) contract sharing a total amount not-to-exceed \$20,000,000 in aggregate. HNTB is the design engineer for all three phases of the Program. To-date, HNTB is contracted for \$12,500,000 for Program design services. An additional \$5,300,000 of authority is requested to complete HNTB's design services support for Phase 2 and Phase 3 of the Program for a not-to-exceed \$17,800,000 total for HNTB and an overall not-to-exceed \$25,300,000 total in the on-call Design contract. The HNTB agreement terms are requested to be extended to December 31, 2028, to ensure completion of HNTB's services for the Restroom Renovation Program.

DBE Participation

The Port receives federal financial assistance from the United States Department of Transportation (US DOT), FAA, and is anticipated to receive federal funding for this Project. The USDOT regulations require the Port to adhere to Title 49 Code of Federal Regulation (CFR) Part 26 Section 26.45 in setting federal fiscal year (FFY) triennial DBE-goals for federally assisted contracts. Based on the Port's anticipated projects for FFY's 2026 to 2028 FAA-funded contracting opportunities, the Port has an overall DBE goal calculation of 1.3% over the triennial period.

Webcor

As noted previously, Webcor made significant efforts to engage, encourage, and work with DBEs to submit bids. This effort included engaging DBE firms in advance of and during solicitation process using strategic outreach efforts, holding pre-qualification sessions, and advertising with partner community-based organization to share information about project bid opportunities. Webcor also utilized multiple databases and past interested parties lists to solicit DBE firms by scope and qualifications.

While the outreach effort was successful in obtaining competitive bids, there was nominal participation from DBEs (8% of bids received). This process is based on low bids, and ultimately the lowest responsible bidders included 0.6% DBE participation. During bid evaluation, bids from DBE firms were either higher than the lowest bidder or incomplete, and thus nonresponsive, in their bid submission. Port Staff and Webcor will continue efforts to increase DBE participation throughout the duration of the Program through outreach events, bid sessions with Webcor Project Managers, and other support services. Webcor's outreach results are shown in Table 2.

Table 2
Results from Outreach Efforts

	Total Firms Contacted	Number of Firms Bidding	Number of Bids Received	Contract Value Utilization
Overall Subcontracting Firms	217	65	38	\$16,400,000
DBE	39	6	3	1 Award (0.6%)

HNTB

Under the On-Call Architectural and Engineering Services Contract, HNTB is achieving 20% DBE utilization for its Phase 1 design services. For Phase 2 design services, HNTB is achieving 13% DBE utilization. HNTB's contract utilization for Phase 1 and Phase 2 are shown in Table 3 and Table 4, respectively.

Table 3
Phase 1 Restroom Design Services
HNTB Contract Utilization

	Design Firms Contracted	Design Contract Utilization	Design Services During Construction Firms Contracted	Design Services During Construction Contract Utilization
Overall Subcontracting Firms	9	-	7	-
DBE	5	20%	3	11%

Table 4
Phase 2 Restroom Design Services
HNTB Contract Utilization

	Design Firms Contracted	Design Contract Utilization	Design Services During Construction Firms Contracted	Design Services During Construction Contract Utilization
Overall Subcontracting Firms	9	-	7	-
DBE	5	13%	3	12%

FAA Grant Application and Acceptance

Phase 2 is anticipated to be funded through Federal Aviation Administration (FAA) grants, Passenger Facility Charges (PFCs), and Port cash. Port staff have worked closely with the FAA throughout this Project to identify grant funding opportunities.

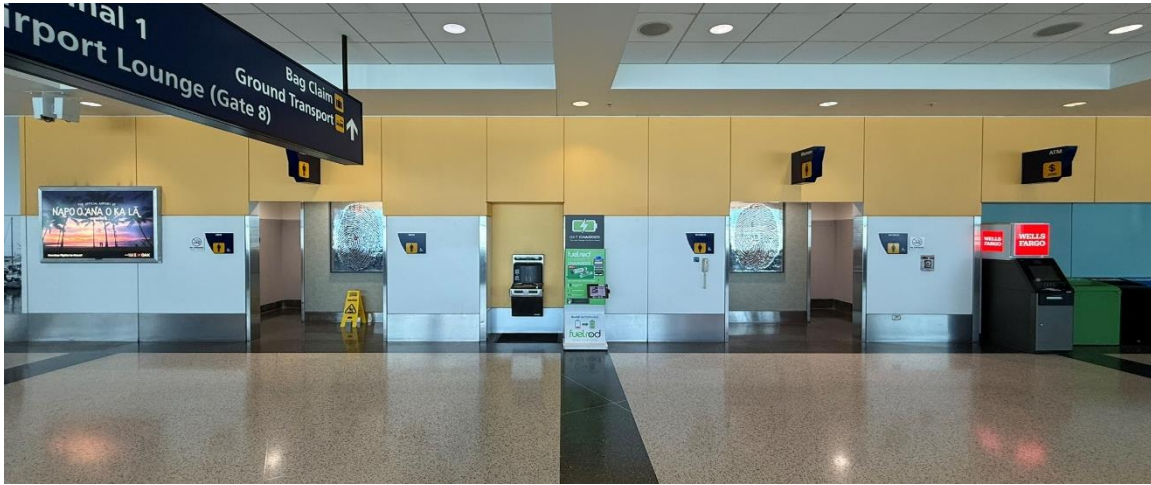
The FAA Bipartisan Infrastructure Law (BIL) grants are the potential funding for Phase 2 of this Program, including the competitively awarded Airport Terminal Program (ATP) grants and Airport Infrastructure Grants (AIG) grants. The Port received a \$10,000,000 ATP grant for Phase 1 of this Program. The Port intends to apply for an ATP grant for the Phase 2 eligible costs over the next few months (notice of funding opportunity for FFY26 is expected by the end of September). AIG grants provide formula-based federal entitlement grant allocations to airports, and a set funding limit has been allocated for OAK. AIG grant funds allow a broad range of infrastructure uses for federally eligible project costs. The final amount of AIG funds obligated to this Project will depend on the outcome of the ATP grant award.

It is anticipated that between these two grant funding opportunities a total federal grant award of approximately \$29,000,000, or more if additional funding becomes available may occur in FFY26. Any remaining FAA eligible Project costs not covered by grant funding will be funded with PFCs.

De-Accessioning of Public Art at Terminal 2 Restroom Privacy Walls

The existing restrooms, constructed nearly 20-years ago, feature dated materials, finishes, and lighting that no longer reflect the desired aesthetic for OAK's terminal environment. By contrast, the new design introduces a complete change in character, shifting from a light-colored panel system to a dark, continuous wall system that emphasizes bold restroom signage and integrated finishes, creating a unified, upscale restroom experience for OAK passengers. Exhibit 6 compares the existing site conditions from 2007, with the new character and design being implemented across Terminal 1 and Terminal 2.

Exhibit 6
Terminal Restroom Renovation Program, Phase 2 at Gate 27



Existing



Design Rendering

The existing Terminal 2 Restroom privacy walls feature artwork by Robert Ortbal, commissioned in 2006 and installed in 2007 with the Terminal 2 Expansion and Renovation project. This artwork is currently located at Gate 27 and Gate 29 Men's and Women's restroom entrances.

While the existing public art at the Terminal 2 Restroom privacy walls complements the current terminal design aesthetic, it is not compatible with the new architectural design that incorporates terminal-wide design standards and unified appearances. Staff recommends the Board approve de-accession (removal) of the artwork to preserve the integrity of the new design and ensure a consistent passenger experience. The Port is in discussions with the artist to explore appropriate disposition of the artwork in light of the restroom renovations. The Port will continue to explore opportunities to include art in the airport terminals with future projects.

OTHER FINDINGS AND PROVISIONS

ENVIRONMENTAL REVIEW

The proposed action was analyzed under the California Environmental Quality Act (CEQA) and was found to be:

- ☒ Categorically exempt under the following CEQA Guidelines Section:
15302 (Replacement or Reconstruction)
- ☐ "Common Sense" exemption under CEQA Guidelines Section 15061(b)(3).
- ☐ Other/Notes:

BUDGET

☐ Administrative (No Impact to Operating, Non-Operating, or Capital Budgets); OR

☐ Operating

☐ Non-Operating

☒ Capital

Analysis: A total of \$33,954,000 of Project costs is included in the Port's 5-Year Capital Improvement Plan (FY2026-2030) with \$16,543,000 in expenditures slated to occur in FY 2026. Construction of this Project will span multiple fiscal years and is expected to be completed in FY 2027. The overall total Construction Budget is \$48,379,000, although spending in FY2026 is not expected to exceed the budgeted FY 2026 amount. For budget summary, see Table 1 below.

The project is anticipated to be funded using Federal funding provided through FAA grants, Passenger Facility Charges (PFCs), and Port cash. FAA grant eligible project costs that are not awarded FAA grant funding will be funded with PFCs. The PFC funding component will be included in a future PFC application. The Port cash funding component of the Project from design to construction is estimated to total \$18,336,000, \$7,500,000 more than assumed for this Project in the 5-Year CIP. Other aviation projects will need to be delayed, eliminated or cost savings need to be identified on other capital projects to be able to absorb the additional unanticipated Port cash funding obligation. Once completed and placed in service, the Port cash funded portion of the Project will be included in future airline rates and charges. For funding summary, see Table 2 below.

Table 4 – Total Terminal Restroom Renovation Phase 2 Budget

Description	Design and Pre-Construction Budget	Construction Budget	Total Budget
Consultants ¹	\$4,500,000	\$5,749,000	\$10,249,000
Construction ²	\$935,000	\$38,197,000	\$39,132,000
Port Labor	\$522,000	\$2,559,000	\$3,081,000
Other Related Costs ³	\$0	\$1,874,000	\$1,874,000
TOTAL	\$5,957,000	\$48,379,000	\$54,336,000

¹ Consultant Costs include Design and Construction Support Services

² Construction Costs include Webcor Pre-Construction Phase GMP and Webcor Construction Phase GMP

³ Other Costs include building permit fee, MAPLA, and OCIP

Table 5 – Total Terminal Restroom Renovation Phase 2 Funding

Funding Source	FAA Grants	PFCs	Port Cash	Total Project Costs
Total Funding	\$29,000,000	\$7,000,000	\$18,336,000	\$54,336,000

STAFFING

☒ No Anticipated Staffing Impact.

☐ Anticipated Change to Budgeted Headcount.

Reason:

☐ Other Anticipated Staffing Impact (e.g., Temp Help).

Reason:

**MARITIME AND AVIATION PROJECT
LABOR AGREEMENT (MAPLA):**

Applies? Yes (CIP) – proposed action entails covered work on Port’s Capital Improvement Program in Aviation or Maritime areas above the threshold cost.

☐ Additional Notes:

LIVING WAGE (City Charter § 728):

Applies?

No (Public Works) – proposed action is a construction contract covered by state or federal prevailing wages that are higher than those under the Living Wage requirements.

☐ Additional Notes:

SUSTAINABLE OPPORTUNITIES:

Applies? **Yes.**

Reason: Webcor will establish goals for waste reduction and will track progress during demolition and construction. The completed Project will include sustainability measures in energy use, water use, materials selection, and improved indoor air quality. Project design follows LEED principles.

GENERAL PLAN (City Charter § 727):

Conformity Determination:

Maritime/Aviation – proposed action conforms to policies for transportation designation of the General Plan.

STRATEGIC PLAN. The proposed action would help the Port achieve the following goal(s) in the Port’s Strategic Plan:

☐ Capture Our Market and Grow the Economic Base

☒ Modernize and Upgrade Infrastructure

☐ Transition to Zero-Emissions and Build Climate Resilience

☐ Maximize Land Use Value and Revenues

☐ Workforce Training and Jobs Development

☒ Create Opportunities for Local Businesses and Community Economic Development