



City of Arts & Innovation

City Council Memorandum

TO: HONORABLE MAYOR AND CITY COUNCIL DATE: OCTOBER 3, 2017
FROM: RIVERSIDE PUBLIC LIBRARY WARD: 1
**SUBJECT: APPROVE MAIN LIBRARY PROJECT DESIGN AND AMEND MEASURE Z
5-YEAR SPENDING PLAN**

ISSUES:

Receive a report on the Main Library Project - Approve three-story design - Amend Measure Z Five-Year spending plan allocating \$9,692,600 from Police Headquarters Project to Main Library Project - Proceed with bidding project for new Main Library construction – 3911 University Avenue.

RECOMMENDATIONS:

That the City Council:

1. Receive a report on the Main Library Project;
2. Approve the proposed 3-story design of the Main Library Project;
3. Amend the Measure Z 5-year spending plan, by allocating \$9,692,600 from the Police Headquarters project to the Downtown Main Library Project; and
4. Authorize the City Manager, or his designee, to proceed with bidding the project for construction of the new Main Library located at 3911 University Avenue.

BACKGROUND:

On May 16, 2017, the City Council approved two separate items: 1) the new Main Library as a Measure Z funding priority with a resolution for reimbursement of the costs for design of the Main Library project; and 2) the Professional Consultant Services Agreement (PSA) with Johnson Favaro Architects (Johnson Favaro), in the amount of \$1,725,000 for architectural and engineering design services for the new Main Library project located at 3911 University Avenue front facing Mission Inn Avenue.

On June 15, and July 21, 2017, community meetings were held for the purpose of introducing Johnson Favaro and consultant Linda Demmers to the community, to provide the community an update on the status of the project, and to receive input from the community on their desires as it relates to how the new library may best meet their needs through space, services and programs. Community feedback included: consider the community of today and tomorrow; give bold architecture that makes a statement; connect with existing developments, be the catalyst for future development, and activate White Park; centralize the archives and make them more accessible; incorporate Riverside's rich history, including the story of water; provide appropriate parking; offer lots of community meeting space; ensure ample space for children's services; lend more "things" (i.e. tools, toys, etc.); and include spaces for activity as well as quiet spaces.

On July 24, 2017, the Board of Library Trustees unanimously voted to schedule a special meeting on August 14, 2017, for the opportunity to view the new Main Library design renderings and provide feedback for City Council consideration.

On August 14, 2017, the Board of Library Trustees unanimously voted to recommend City Council approve the proposed 3-story Main Library design.

On September 5, 2017, the City Council vote did not provide majority support for the motion to approve the proposed 3-story design for the Main Library project.

DISCUSSION:

Measure Z Funding

The Measure Z Five-Year Spending Plan, adopted by the City Council on May 16, 2017 addressed 33 separate items in 6 major categories:

1. Public Safety (\$68,497,813);
2. Fiscal Discipline/Responsibility (\$39,603,200);
3. Quality of Life (\$17,237,199);
4. Critical Operating Needs (\$56,034,254);
5. Facility Capital Needs (\$29,933,882), and
6. Technology (\$8,000,000).

The Facility Capital Needs category included debt service payments through the first five years for five projects. The total debt will be paid down over a period of 16-18 years. The total project costs for the five projects are included below:

1. New Downtown Main Library (\$30,000,000);
2. Eastside Library selection (\$100,000);
3. New Police Headquarters (\$45,000,000);
4. Museum Expansion and Rehab (\$15,000,000); and
5. New Downtown Parking Garage (\$15,000,000).

Downtown Main Library Design

On May 16, 2017 City Council approved design services for an approximate 40,000 square foot, 2-story library to be constructed front facing on Mission Avenue across the street from the Fox

Theater on approximately one acre or one-third of the site with the balance of the site to potentially be a multi-story mixed-use residential and retail development project. As the library design has progressed, Johnson Favaro has been working concurrently with the Community and Economic Development Department (CEDD) to develop technical specifications for the balance of the property located at 3911 University Avenue, which will potentially house a multi-story mixed-use future development. CEDD will at a future date issue a Request for Proposal for the future development project.

As a result of Johnson Favaro’s review and evaluation, community meetings feedback, study of the needs of the library project and the adjacent future development site, it was determined to maximize the potential value of the Main Library site selection and to provide optimum economic value to the site and the surrounding areas, it was determined constructing an arcade under the proposed 2-story library would provide linkage for future growth, increased pedestrian traffic and future retail activity. The arcade component lifts the 2-story library approximately 30 ft. thus becoming a 3-story structure and creates pedestrian connectivity to the surrounding areas now and for future potential retail development.

The proposed arcade under the Main Library and the required linkage through the anticipated future mixed use development project on the balance of the site will provide pedestrian connectivity throughout the surrounding areas to include but not limited to: The Fox Theater, Fox Entertainment Plaza and parking garage, Food Lab, Riverside Community College Coil School for the Arts, the proposed new housing project, Mission Heritage Plaza at Fairmount and Mission Avenue, local and future retail establishments, and White Park. Without the arcade, pedestrians will opt to walk around the block or cut through alleyways potentially limiting future retail growth and valuable business frontage essential for retail activity. The arcade component has been determined to be critical to the economic viability and success of the surrounding areas.

The arcade is designed for ground-floor activity such as author signings, youth performances, farmers markets, concerts, and family festivals. The ground floor is further activated by a community room accessible during and after library hours and a prominent Friends of the Library bookstore.

Johnson Favaro architectural designs are a reflection of the community meetings, multiple library scouting trips, and professional experience of staff and the design team. The design also reflects efficiencies gained through advancements in technology, a more flexible, functional building program and an improved service model.

The proposed new Main Library square footage, including program and covered space, amounts to an approximate 42,000 square foot building.

Project Cost Data

The Main Library projected costs are outlined below:

Main Library Projected Costs		
Description	Cost	Cost Per Sq.Ft. (42,329 Sq. Ft)
Design Fees	\$2,197,230	\$52

Building Construction (Cost includes arcade)	\$32,300,000	\$763
Project Management, Utility Fees, Permits	\$500,000	\$12
Furniture, Fixture, Equipment (FFE)	\$2,000,000	\$47
Subtotal Design Construction, Soft Costs	\$36,997,230	\$874
Project Contingency	\$2,695,370	\$64
Riverside Main Library Projected Costs	\$39,692,600	\$938

The following tables provide project cost comparisons for a variety of library facilities throughout California:

Historical Cost Data for Los Angeles County Branch Libraries¹				
Project	Date	Total Cost	Size	Cost Per Sq. Ft
Lawndale	2009	\$17,785,950	17,360	\$1,053
Acton-Agua Dulce	2010	\$13,367,335	11,343	\$1,207
La Crescenta	2010	\$14,613,126	15,010	\$1,002
Sorenson	2010	\$9,038,825	10,655	\$877
Topanga	2012	\$17,250,371	11,048	\$1,590
East Rancho Domingo	2012	\$7,813,267	7,215	\$1,083
Pico Rivera	2013	\$12,642,067	16,199	\$809
Manhattan Beach	2015	\$23,695,500	21,159	\$1,148
Quartz Hill	2016	\$13,124,836	12,514	\$1,049
Average Project Cost Per Square Foot				\$1,091
Riverside Main Library Projected Cost	2020	\$39,692,600	42,329	\$938

¹Linda Demmers, Library Consultant and Los Angeles County Chief Deputy County Library

Cost Data for Other California Libraries²				
Project	Date	Total Cost	Size	Cost Per Sq. Ft
San Francisco	2012	\$13,642,489	9,945	\$1,372

San Francisco	2013	\$14,067,244	9,527	\$1,477
San Francisco	2014	\$14,331,220	8,500	\$1,686
Santa Monica	2014	\$9,700,000	8,690	\$1,116
Palo Alto	2015	\$49,700,000	56,000	\$888
Alpine	2016	\$10,200,000	12,700	\$803
Hayward Main ³	2017	\$64,530,000	58,000	\$1,113
Yorba Linda – Main Library Currently in Design ⁴	2020	40,600,000	45,000	\$902
Average Project Cost Per Square Foot				\$1,170
Riverside Main Library Projected Cost	2020	\$39,692,600	42,329	\$938

² <http://lj.libraryjournal.com/201X/11/buildings/year-in-architecture-2016-public-library-data>

³ Haywardlibrary.org/faq

⁴ *City of Yorba Linda*

Staff recommends the design and construction of the proposed 3-story Main Library including the arcade. Based on historical cost data the projected costs for the Main Library including the arcade are below the average cost per square foot as compared to project costs of other recent libraries. Although our pricing is below the average as compared to other libraries above, features such as the arcade component, added exterior glass, radius and curved building lines, upgraded LED lighting and efficient HVAC systems, exterior wall tile finishes, structural enhancements, ceiling and wall features for acoustical sound attenuation needs, interior glass wall partitions for better visibility, a cool roof system, upgraded floor finishes at the arcade area and a modernized library equipment package are all part of the overall cost structure but enhance the viability, function, and operational aspects of the Main Library.

Conversely staff and Johnson Favaro are diligently working to keep the construction costs in line with our projected costs by providing independent cost estimating at the conclusion of each design phase, constructability reviews, streamlining program where feasible to utilize flexible, more efficient spaces, all while using high efficiency equipment and materials that are sustainable and maintainable for years to follow. In addition, in an effort to keep site development costs at a minimum the Main Library will utilize existing paved areas at the rear of the building to provide adequate temporary parking until the adjacent multi use development project is constructed to provide permanent library parking. In summary, the Main Library will have numerous upgraded features but also an efficient design to keep building costs in check now, efficient building systems to minimize future operational costs and an iconic timeless design that will continue to amaze our city patrons and visitors for years to follow.

In addition, staff has determined that \$9,692,600 originally allocated to the Police Headquarters project for a detention facility is no longer needed. As a result, staff recommends reprogramming those funds from the Police Headquarters to the new Main Library project. The revised funding

of \$35,307,400 for the Police Headquarters should be sufficient to design and construct the new Police Headquarters facility, pending any site selection and/or acquisition issues, unforeseen conditions, etc. Any project cost savings remaining in the Main Library project contingency after completion of the new Main Library project would be transferred back to the Police Headquarters project.

Timeline and Next Steps

Given the proposed design changes, staff will return to the City Council to amend the PSA with Johnson Favaro. Specifically, the City Council approved a Professional Services for Architectural and Engineering Design Services agreement with Johnson Favaro on June 5, 2017 for \$1,725,000; including 10% change order authority for a total not-to-exceed amount of \$1,997,500. Estimated costs of a proposed amendment, including 5% change order authority, are estimated to establish a new not-to-exceed amount of \$2,197,230.

This is a traditional Design Bid Build delivery procurement in which the lowest responsive bidder will be awarded the contract. Once the design phase is complete, including preparation of construction bid-ready documents by Johnson Favaro, staff will issue a Request for Qualifications to prequalify building contractors. Subsequently, staff will issue a formal bid to award to the lowest responsive prequalified bidder. Staff will return to City Council for recommendation to award a contract to the successful lowest responsive bidder.

Staff will return to City Council prior to the end of fiscal year 2017-18 with proposed financing for the Downtown Main Library and potentially other projects (e.g. Museum expansion, Police Headquarters). To the extent possible, combining several projects under a single financing will save the City of on issuance costs, which will be several hundred thousand dollars per issuance. However, if conditions in the financial markets appear to be materially changing, staff will return to City Council sooner to take advantage of the current interest rates in the municipal bond market.

In addition, staff recommends returning to City Council in three months to recommend approval of construction of a proposed 4,000 square foot unified City Archive space to be constructed within the proposed Main Library Arcade for an estimated cost of approximately \$3,600,000. Staff has determined it is economically more feasible to construct the proposed Archive space as part of the Main Library than to incur additional costs to build the Archive space as a standalone structure which would potentially double the project costs from \$3,600,000 up to an approximate \$7,000,000. Staff will also present a funding plan to address the project costs for the Archive space.

The Police Chief, Chief Financial Officer, Community Economic and Development Director, and General Services Director concur with this report.

FISCAL IMPACT:

There is no net fiscal impact to Measure Z funds as a result of the recommendation. If approved, the 5-Year Measure Z Spending Plan will be amended, by allocating \$9,692,600 from the Police Headquarters project (\$45,000,000 to \$35,307,400) to the Downtown Main Library Project (\$30,000,000 to \$39,692,600). The total Main Library project costs are estimated at \$39,692,600

as follows:

Total Downtown Library Project Costs	
Design Fees	\$2,197,230
Construction	\$32,300,000
Project Management, utility fees and permits	\$500,000
Furniture, Fixtures and Equipment (FEE)	\$2,000,000
Project Contingency	\$2,695,370
Total Project Costs	\$39,692,600

Prepared by: Tonya Kennon, Library Director
 Certified as to availability of funds: Adam Raymond, Chief Financial Officer/City Treasurer
 Approved by: Alexander T. Nguyen, Assistant City Manager
 Approved as to form: Gary G. Geuss, City Attorney

Attachment: Presentation