



City Council Memorandum

City of Arts & Innovation

TO: HONORABLE MAYOR AND CITY COUNCIL

DATE: FEBRUARY 23, 2016

FROM: RIVERSIDE PUBLIC LIBRARY

WARDS: ALL

SUBJECT: ITEM 42A - MAIN LIBRARY PROJECT

ISSUE:

The issue for City Council consideration is to receive a report on the Main Library Project which pertains to committing the current library building located at 3581 Mission Inn Avenue to a cultural, public reuse; the selection of 4019 Mission Inn Avenue (at Chestnut Street) as the location for the new Main Library; and directing the City Manager to determine funding options and begin planning the new Main Library.

RECOMMENDATION:

That the City Council receive and provide direction on:

1. Committing the current library building located at 3581 Mission Inn Avenue to a cultural, public reuse;
2. Selection of 4019 Mission Inn Avenue (at Chestnut Street) as the location for the new Main Library; and
3. Directing the City Manager to determine funding options and begin planning the new Main Library.

BACKGROUND:

The Main Library Project has been a topic of community discussion and city planning for more than a decade (Attachment 1). There is broad consensus that the project move forward now. Staff recommends responsible design that focuses on the future of library services. Building anew ensures that Riverside will have a Main Library that accommodates the community of today *and* the community of tomorrow.

On June 23, 2015, the City Council directed the City Manager to move the Main Library project forward, including the study of alternate locations, enter into an agreement between the City and the Successor Agency to appropriate \$25,000 of unallocated former Redevelopment Agency bond proceeds to an account to be assigned by the Finance Department to be utilized for the continued development of Main Library design and location alternatives and return to the City Council with recommendations.

Library staff worked with the Community and Economic Development Department to prepare a list of potential alternate locations. Considerations for viability included, but were not limited to:

1. Impact to future redevelopment

2. Impact to surrounding residences and businesses
3. Location in the downtown core
4. Loss of existing city revenue
5. Loss of future sale revenue
6. Lot size
7. Proximity to other cultural venues
8. Site acquisition costs
9. Vehicle and pedestrian accessibility
10. Visibility

As such, on August 7, 2015, staff, Board of Library Trustees (Board) members Evans, Christmas and Yonezawa and Riverside Public Library Foundation Chair Wahlin toured several prospective alternate locations, with concurrence centering on the Successor Agency-owned property located at 4019 Mission Inn Avenue.

On August 24, 2015, the Board received a presentation from Library staff regarding the proposed acquisition of 4019 Mission Inn Avenue as the new location of the future Main Library. At the meeting staff also indicated to the Board that the Community & Economic Development Department had previously conducted community meetings regarding the community's preferred use of the 4019 Mission Inn Avenue site, which was identified to be housing.

With this in mind, the Board directed staff to work with the Community & Economic Development Department to develop conceptual massing plans for two potential locations: Successor Agency-owned 4019 Mission Inn Avenue and City-owned 3911 University Avenue and to schedule meetings in which the community could provide feedback, and report back to the Board.

Community meetings were held on September 14 and 21, 2015, to receive public comment on the Main Library Project. Some attendees focused on the importance of the future of library services regardless of the location. The majority consensus was against leaving the current building, primarily due to its location and history of being there. However, rehabilitation of the existing building will not provide a modern library as would be possible through construction of a new Main Library, unrestricted by the current building and its requirements. To provide this context visually, special meetings of the Board were held on November 13 and 17, 2015, for tours of the Main Library, to get a first-hand account of the building's deficiencies.

On December 14, 2015, the Board received a presentation from Library staff regarding limitations of the current building, changes in library operations since the building opening in 1964, the future of library services and building needs necessary to accommodate superior service. After discussion, the Board voted on each of the recommendations separately. The recommendations are listed below:

Recommendation No. 1: Approve receipt of the report was unanimous.

Recommendation No. 2: Recommend that the City Council direct the City Manager to move the Main Library and commit the current Main Library location at 3581 Mission Inn Avenue to a cultural, public reuse was unanimous.

Recommendation No. 3: Recommend that the City Council select 4019 Mission Inn Avenue as the alternative location for the future Main Library was amended to include that the City Council direct staff look in more detail at 4019 Mission Inn Avenue, 3911 University Avenue, the Northwest Corner of University and Park Avenues, and other potential alternative sites and return to the Board of Library Trustees was unanimous.

Recommendation No. 4: Recommend that the City Council direct the City Manager to determine funding options and begin planning the future Main Library was unanimous.

On January 25, 2016, the Board received a presentation from Library staff regarding twelve potential alternative locations. Considerations for viability included, but were not limited to, location, program needs, lot size, visibility, proximity to other cultural venues, loss of existing city revenue, loss of future city revenue, impact to neighborhood, vehicle and pedestrian accessibility, site acquisition costs, impact to future redevelopment, impact to existing patrons.

After community comment and discussion, the Board could not reach consensus and voted 5 Ayes, 3 Noes, with 1 absent, to recommend the 3911 University Avenue site, or a portion of the site, as the location for the new Main Library.

DISCUSSION:

The Library Board recommendation that the City Council direct the City Manager to move the Main Library and commit the current Main Library location at 3581 Mission Inn Avenue to a cultural, public reuse was unanimous.

Staff concurs with the unanimous recommendation.

Architects of the existing Main Library, which opened in 1965, designed a building that was contemporary, flexible and functional. The building and ensuing operations were progressive for their time. Fifty years later, function is impacted by form and technological advancements, changes in the way materials are stored and presented to customers, progressions in building codes and accessibility requirements, enhancements in information delivery, and the collaborative manner in which customers utilize the library beyond checking out print materials. This necessitates a new design that not only lends itself to these factors, but places them at the forefront.

The Board received community comment in support of razing the current building and building a new Main Library at the current location. However, a 2013 report (Attachment 2) completed by historic preservation firm Page & Turnbull which completed review of the rehabilitation project for conformance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties, Standards for Rehabilitation* provided guidance for the treatment of character-defining features and significant spaces that are slated for alteration or removal in the project. The report notes that the building is a historic resource under CEQA. Removal of the building's character defining features does not comply with the Secretary's Standards and was not approved. Thus, demolition of the current building is not the staff recommendation.

Building anew will allow for the optimal scenario of function dictating form. Flexible, fluid library operations and the delivery of innovative library services now and in the future are dependent on functional, flexible building design that begins with current and future activity on the interior.

Over the course of the decade long conversation on the Main Library Project, there have been several designs proposed for the current site – none of them coming to fruition. Meanwhile, discussion continued regarding design particulars, including what the Library should look like, building size, and parking. One decade, two Mayors, four City Managers, five Library Directors, fifteen City Councilmembers, and a host of concerned citizens later, debate continues on these same issues.

Several branch library openings and renovations occurred as the conversation continued. In 2008, Arlington Library was renovated and expanded from 4,000 square feet to 13,000 square feet; Orange Terrace Library opened in 2008 offering 13,640 square feet; Arlanza Library opened in 2010 offering 10,000 square feet; and Marcy Library was relocated and expanded from 4,200 square feet to 9,000 square feet in 2011. This represents a gain of 28,440 square feet across the city.

The staff recommendation for a new Main Library of approximately 40,000 square feet is supported by the increase in square footage gained through the addition and expansion of branch libraries coupled with advances in technology, enhancements in materials shelving solutions and the outdated design of the Main Library. Non-flexible spaces, such as the second floor Auditorium and Computer Lab, are unused and sit empty during non-program periods. Programmed for flexibility, square footage allotted to these spaces could be multi-purpose and serve additional library program needs. Further, square footage allotted to large staff spaces once needed for the hands-on processing of materials is no longer needed – the process has been automated for some time.

Most can agree that rapid shifts in technology have occurred over the past decade and that technology will continue to change, enhance and shape our lifestyles. The same is true regarding the impact technology has on the interior activity of the Library. Technology continues to transform library tools, and subsequently, the manner in which the community uses the library. Where customers once sought private rooms to hold meetings and discussions, the reverse is now the norm; customer discussions, meetings, library programs and other collaborative activities are taking place throughout the library. This transformation happened alongside the evolution of the tools within libraries; moving from quiet tools and services, such as books, microfilm, and magazines, to collaborative and interactive tools and services, such as computers and other tech devices, early learning play and discovery areas, maker and other creative spaces, and participatory programs like open mic, gaming, and career engagement.

Leading library futurists agree the library of the future will be more about services, engaging with the space and the people and tools in it, and less about checking items out and leaving the space to use them. The future library is about creation, innovation, hands-on learning and discovery, collaboration, and community gathering. Most agree that we can continue to count on change being a constant. Accordingly, planning flexible spaces will ensure the community has the library it deserves, a library that can evolve alongside change. Flexible spaces include furniture that can be easily rearranged, low height shelving on casters, and rooms that can be sectioned, shared, and easily repurposed.

The need for an enhanced Main Library is evident. Leading library architects site flexibility, open space, natural light, and views connecting interior and exterior activity among the most significant elements in future design. Staff recommend proceeding with responsible design encompassing these features. This approach gives the community the Main Library it deserves; an inviting, functional space that accommodates future library service needs.

Interior activity is further impacted by natural light and views into and out of the space. Libraries of the future are being placed curbside with large windows that invite the community in and showcase library offerings and activity to passersby. Natural light is an energizer and connector to those using the space and is crucial in providing a welcoming environment in which people want to stay and enjoy.

Following are examples of libraries that have embraced these features in their designs. The recommendation is not to simply replicate one of these libraries in Riverside. The focus is also

not on the size of the libraries. The size speaks to the needs of those respective communities, who, amongst other things, may not match the over 137,900 sq. ft. of library space across 81 sq. miles that Riverside offers in its eight library locations. The focus is on the design features. Good design based on interior function and exterior/interior connectors makes for excellent, functional, long term use.



Walnut Creek Public Library, California



Madison Public Library, Wisconsin



Lawrence Public Library, Kansas



Almere Library, Amsterdam



Gatos Public Library, California

In February 2015, the American Library Association interviewed eight winners of the 2014 International Interior Design Association/American Library Association Interior Design Award, honoring excellence in library interior design, about the future of library design and how their award-winning work reflects the constant state of evolution of libraries.

Interior designer Lenda Sturdivant of Dewberry Architects states, "Libraries of the past were very heavy in shelving and housing of materials, whereas modern libraries have made a drastic shift to being almost collection-free. The thought [behind this is] that open space allows users to access more technology, and books could be retrieved from offsite storage locations. I think libraries of the future see the need for both." Sturdivant designed the Schaumburg (IL) Township Main Library Teen Quad. Sturdivant notes the need to carefully consider the space materials collections occupy, leaving "plenty of open room for tech and social spaces, making libraries a community center for multiple activities."



The program room can be used as a meeting room, computer lab, craft room, or a secondary study area. A folding glass wall makes the space flexible.

Principal architect Lyn Rice of Rice+Lipka Architects notes, “Libraries are becoming more open and light-filled and, in turn, becoming a less formal place for groups to come together and meet.” Rice designed a space for the New York Public Library with an open floor plan and optimal sightlines in which one staff member could oversee the entire area.

Libraries of the future will be designed to allow for greater interaction between staff and customers. Customer service desks will decrease in size, be mobile in design, and be equipped with mobile technology that allows staff to move from behind the service desk and interact with customers wherever the customer is (Attachments 6 and 7).



New York Public Library Hamilton Grange Teen Center



New York Public Library Hamilton Grange Teen Center

Principal architect Joel Sanders of Joel Sanders Architect says, “The transformative impact of digital technologies on 21st-century learning environments is central to my firm’s work. Libraries are no longer single-purpose repositories of books dedicated to quiet study. They have become dynamic community hubs that function now more than ever as IT centers for students, adults, and underserved communities, including seniors and immigrants. Libraries have morphed from formal compartmentalized facilities into casual multipurpose destinations that allow a diverse range of people, alone or in groups, to engage in a variety of media-centric activities, both day and night.”

The design features noted here would be achievable at the current location, but at a premium price that is cost-prohibitive and would include the relocation of the staircase and elevators, which was not approved under the Secretary of the Interior’s Rehabilitation Standards Review.

FEATURE	CURRENT LIBRARY	FUTURE LIBRARY
Function dictating form	No	Yes
Flexible spaces	No	Yes
Flexible furnishings	Partial* (Optimal use would not be achieved without flexible space)	Yes
Curbside/Showcase	No	Yes
Natural Light	Maybe/Partial* (Maybe: Entry and 2nd Floors; No: Basement)	Yes
Optimal Sight Lines	No	Yes

Cost projections to completely rehabilitate the existing 60,000 square foot Main Library are approximately \$22 million. To achieve optimal flexibility for library operations and programming would add approximately \$5 to 10 million. This includes, but is not limited to, seismic upgrades, removal and relocation of the existing elevator shafts and two staircases, protection and repair of the precast dove panels, increased size of existing freight elevator, skylights and roof enhancements.

In summary, the current building design is outdated and allocates space for processes made obsolete by technological advances; rehabilitation of the existing Main Library to accommodate future needs is projected to exceed \$27 million; and the City has gained 28,440 square feet for library services through the addition and expansion of branch libraries since 2008. It is thus the staff recommendation to commit the current library building located at 3581 Mission Inn Avenue to another cultural, public reuse.

Alternate Location

On December 14, 2015, the Board voted unanimously to relocate the Main Library to an alternate location and commit the current Main Library location to a cultural, public reuse. On January 25, 2016, the Board recommendation for the location of the new Main Library at 3911 University Avenue site or a portion of the site was split with 5 in favor, 3 opposed, and 1 absent. Some board members expressed concern and some objected to the location proposed by staff. Board discussion included differing opinions on rehabilitating the current library building; whether the proposed location and size is suitable for the new Main Library; the ability to place adequate parking on the site; the proximity of the proposed building to the neighborhood; potential impact to privacy of neighborhood residents; and existing blight in the area.

Staff respectfully disagrees with the split recommendation.

Staff has reviewed 3911 University Avenue, located west of Market Street and between Mission Inn Avenue and University Avenue, and determined that its highest best use is a private mixed use dense development. The City will be well served with the proceeds of sale in the range of \$2.5 million to \$3.0 million and by the subsequent tax revenue generated by private development that may reach an assessed valuation in excess of \$50 million. The economic impact and job creation of such a development may offer a significant part of the necessary resources for capital improvement needs in the City including a new Main Library. Also, because the site has a Federal Transit use restriction that is not expected to be removed until the end of this year; because it has a building on it that would need to be razed; and because it will be a private development whose schedule will require several years of private party planning before construction begins, we can't start anything there for years to come.



Potential Conceptual Idea

TRDesignGroup
ARCHITECTURE

After the initial site review process and the most recent site review directed by the Board of Library Trustees, staff recommend construction at 4019 Mission Inn Avenue. Only 0.3 miles from the current location and fronting Mission Inn Avenue, this buildable site offers high visibility and the opportunity to better define the gateway into the city traveling southeast on Mission Inn

Avenue. Additional positives include transit, vehicle and pedestrian accessibility, proximity to cultural venues and the new Riverside Community College development, unobstructed views, Successor Agency owned with a low acquisition cost estimated to be \$300,000, and a parking count that is comparable to or higher than the current location, depending on design. Also, 4019 Mission Inn Avenue site is City-controlled. It is vacant. It is clean. It is ready to build on. We can get started right away.

Surface parking against the building would yield approximately 38 spaces, a count comparable to the unmetered number of spaces at the current library location. The 0.64 acre site can also accommodate surface parking, with the library occupying higher floors, or upper level parking, with the library occupying lower floors, yielding up to 60 spaces per parking floor.

The Miami Lincoln Parking Structure is an award-winning example of this design concept.



Miami Lincoln Parking Structure in Miami, Florida

Retail and restaurant space is located on the ground floor, fifth floor, and roof. The structure also boasts a rooftop penthouse.



Events held in the parking structure take advantage of sweeping city views and warm year-round weather. Designing with some of these design features could accommodate library customer parking, offer outdoor event space and generate revenue to enhance library programs and services while respecting the privacy of adjacent residences.

The City of Riverside's Library staff brings demonstrated experience in site selection, design, interior programming, and dedication to exemplary service. With over 20 years in professional library service, Library Director Tonya Kennon has overseen many successful library projects. A partial list includes:

1. Highgrove Public Library
2. Idyllwild Public Library
3. Mead Valley Public Library
4. Palm Desert Public Library Renovation

The Board received repeat comments from the community that the new Main Library be modeled after the Robidoux Library in Jurupa Valley. Kennon oversaw operations at the Robidoux Library while serving as Riverside County Librarian. Opened in 2011, the Robidoux Library is 40,000 square feet.

General Services Director Carl Carey brings more than 30 years of construction and leadership experience to the City. Formerly serving as the City's Capital Improvements Manager, Carey oversaw planning and construction management of numerous Renaissance projects, including:

1. State of the art Emergency Operations Center
2. Urban Search and Rescue building
3. Rehabilitation of the historic Arlington Library
4. Arlanza Library
5. Marcy Library
6. Orange Terrace Library
7. Metropolitan Museum
8. Historic Fox Theater

Additionally, Carey lead construction oversight of economic development and public use projects including:

1. Fox Entertainment Plaza
2. Downtown Fire Station
3. Municipal Auditorium rehabilitation
4. Award winning Convention Center expansion and rehabilitation

Deputy Director of Community and Economic Development Emilio Ramirez brings nearly 20 years' experience in redevelopment and property transactions that includes long range property management planning, more than 10,000 units of affordable housing, acquisition and subsequent disposition and development of blighted properties for public improvement projects including medical services campuses, assisted living, homeless shelters, hotel sites, community centers, park and recreation facilities, as well as private economic development opportunities.

Riverside has the once-in-a-lifetime opportunity to realize a new Main Library that will meet future service needs while retaining the current building for a cultural, public reuse that will strengthen the City's position as a regional leader. It is thus the staff recommendation that the project move forward with responsible design and a new Main Library be realized at 4019 Mission Inn Avenue. This approach gives the community the Main Library it deserves; an inviting, functional space that accommodates future library program needs and provides superior customer service to the residents of today and the residents of tomorrow.

The General Services Director and the Community and Economic Development Director concur with this recommendation.

FISCAL IMPACT:

There is no fiscal impact associated with this report.

Prepared by:	Tonya Kennon, Library Director
Certified as to	
availability of funds:	Brent A. Mason, Finance Director/Treasurer
Approved by:	Alexander T. Nguyen, Assistant City Manager
Approved as to form:	Gary G. Geuss, City Attorney

Attachments:

1. Summary Project Timeline
2. Secretary of the Interior's Rehabilitation Standards Review
3. Board of Library Trustees Minutes for August 24, 2015
4. Board of Library Trustees Minutes for December 14, 2015
5. Board of Library Trustees Minutes for January 25, 2016
6. New York Public Library Press Release May 7, 2015
7. New York Times May 7, 2015
8. Presentation