



CITY COUNCIL STUDY SESSION REPORT

MEETING DATE: OCTOBER 13, 2015

ITEM NUMBER: 1

SUBJECT: DONALD DUNGAN LIBRARY AND NEIGHBORHOOD COMMUNITY CENTER STUDY SESSION

DATE: OCTOBER 2, 2015

FROM: THOMAS R. HATCH, CHIEF EXECUTIVE OFFICER

PRESENTATION BY: TAMARA S. LETOURNEAU, ASSISTANT CHIEF EXECUTIVE OFFICER

FOR FURTHER INFORMATION CONTACT: ALMA REYES, RECREATION SUPERVISOR AT 714-754-5636

RECOMMENDATION:

Staff recommends that the City Council provide comments and direction on the following staff recommendations for the Donald Dungan Library and Neighborhood Community Center Project, specifically regarding the following:

1. Review and consider the recommended option to build new library building; renovate existing Donald Dungan library to serve as the new Neighborhood Community Center (NCC); demolition of the NCC; and proposed parking and landscape developments in two (2) phases.
2. Review and consider proposed funding options.
3. Consider an amendment to the Professional Services Agreement with Johnson Favaro for a three (3) year term with an option for an additional two (2) two-year extensions, in the amount of \$1,209,125 for architectural services for the Donald Dungan Library and Neighborhood Community Center Project, City Project No. 800015.

BACKGROUND:

At the January 20, 2015 City Council meeting, the City Council awarded a professional services agreement to Johnson Favaro, 5898 Blackwelder Street, Culver City, CA 90232, for the preliminary design phase of the Donald Dungan Library and Neighborhood Community Center (NCC) projects, including the outdoor space surrounding these sites.

The contract included services related to Phase I- Preliminary Design of the Donald Dungan Library and the NCC scope of work including 1) A complete a feasibility study; 2) Assessment of the current open space surrounding these facilities and integration into a common theme that will promote a welcoming and friendly environment that Costa Mesa residents of all ages can enjoy; 3) Complete a stakeholder process to determine the needs of the users/customers and

stakeholders; 4) Provide preliminary project cost estimates; and 5) Prepare proposed concept plans. The goals of the Donald Dungan Library and Neighborhood Community Center Feasibility Study include:

- Improve library services and create quality programming and event space.
- Increase facility use for both the library and meeting center.
- Improve outdoor space associated with all facilities in Lions Park.
- Create a space that promotes education, community and civic engagement.

The five month Feasibility Study included three principal phases of work and was commenced on February 1, 2015. The three phases of the study:

1. Review and Assessment of Existing Conditions
2. Library and Community Meeting Center Programming and Option Development
3. Final Recommendation and Cost Estimates

Stakeholder Outreach

During the study, through-out all phases, the architect engaged in extensive stakeholder outreach in order to better understand existing conditions, constraints and opportunities; reviewed alternative options for completing project goals and solicited input and direction. A total of three community workshops were conducted on March 5th, April 16th and June 18th. At the first workshop on March 5th the architect outlined the purpose of the study, presented a preliminary assessment of existing conditions, library service area demographics, Neighborhood Community Center (NCC) utilization and library and meeting center program needs. Also presented were Orange County Public Library guidelines and benchmarks for new library construction.

At the second workshop on April 16th the architect identified stakeholder outreach conducted during the Review and Assessment phase, a summary of the condition of the existing buildings, an in-depth study of NCC meeting space utilization and presented for review alternate options for achieving project goals with a focus on two recommended options for consideration:

1. Renovation of the existing NCC to become the new library and renovation of the Dungan Library to become the new community meeting center; expansion and improvement of existing park space and street front improvements to include new on-street parking.
2. Demolition of the NCC and construction of a new library building and renovation of the Dungan Library to become the new community center; expansion and improvement of existing park space and street front improvements to include new on-street parking.

At the third workshop on June 18th, the architect presented an overview of the project findings to date, reviewed the two options for consideration including estimates of probable construction cost for each option and concluded with a final recommendation for consideration.

Review and Assessment of Existing Conditions

Lions Park totals approximately 10 acres and includes within its boundary the two principal subjects of the feasibility study: the 22,742 SF NCC built in 1981 (34 years old) and the 8,080 SF Donald Dungan Library built in 1986 (29 years old). Also located in the park are the Downtown Recreation Center and the Costa Mesa Historical Society. Adjacent to the park is the Park Fire Station.

Parking is provided for 295 cars in surface lots within the park and by way of on-street parking surrounding the park. Un-programmed open space within the park totals approximately 2.8 acres. Building and site assessment included an updated survey of the site area around the Dungan Library and NCC and a review and report of the existing condition of mechanical, electrical and plumbing systems for both the Dungan Library and the NCC.

Library Programming

A Library Planning Working Group was established to complete an assessment of existing library services and preparation of a proposed new library program. The Library Planning Working Group included senior administration of the Orange County Public Library (OCPL), Donald Dungan Library branch library staff, City of Costa Mesa staff, the architect and the library planning consultant, Linda Demmers.

The Working Group identified current library service deficits including:

- Stacks full to capacity limiting collection growth (68,000 volumes)
- Single meeting room seats less than 40 limiting size of programs such as children's story time and the summer reading program.
- No teen area
- No space for tutoring
- No space for literacy program
- No homework center
- 15 internet PC's for public use
- Lack of acoustical separation between adult and children's areas.
- No group study rooms
- Limited Friends of the Library support space

Input Measures and Benchmarks

The Library Service Area for the Dungan Library is approximately 55,000 residents based on information provided by the California State Library and OCPL. The Working Group identified OCPL benchmarks and guidelines which identify square footage, reader seats and collection items per capita and evaluated the Dungan Library relative to current benchmarks. In summary, the existing library is approximately 40% the size identified by the benchmarks for a library serving the residents of this Library Service Area.

Proposed Library Program

The program developed as a result of this Feasibility Study identifies a new community library of approximately 20,000 SF to include:

- A Children's Library separated from adult reading areas and collections
- A dedicated Teen Area
- Increase in collection items from 68,000 to 95,000 items.
- Increase in reader seats from 55 to 160 seats
- Increase in PCs from 15 to 36 PCs
- A popular library or "Marketplace" within the library for the most popular parts of the collection including browsing, new arrivals and self-service holds.
- Self-check machines and space dedicated to an Automated Materials Handling System (AMHS)
- Four group study rooms
- Two meeting rooms: One room seating 125 persons totaling 1,500 SF and a second room totaling 400 SF and seating 30 persons.
- A Friends of the Library book sale and work area

The Donald Dungan Library at Lions Park serves two key constituencies of all community libraries within walking distance of the park:

- Seniors living at the Tower on 19th Senior Community and utilizing the nearby Costa Mesa Senior Center
- Residential neighborhoods with a high population of school age children located between Whittier Elementary School and Lions Park

Community Meeting Room Center Programming

In order to evaluate meeting center program requirements the architect reviewed detailed meeting space activity records and interviewed frequent long-time users of NCC meeting space that include: NMUSD, Pat Allen Seminars, Yellowstone, American Cetacean Society, and OC Soccer Referee Association.

The Parks and Community Services Department maintains detailed records of all meeting space activity in all City-operated meeting space including identification of rented, non-rented and City meeting use for all facilities.

A summary of the findings of this study include:

- Other meeting space in better condition than the NCC meeting space is available in City-operated meeting space: 16,143 SF in eight rooms city-wide as compared to 9,607 SF in eight rooms in the NCC.
- The NCC is inefficient. NCC meeting space is utilized at 30% capacity, but is maintained by the City at 100%.
- An event/meeting seating capacity of 300 seats in both lecture or banquet format satisfies event/meeting demand.
- Use of the NCC will continue to decrease unless it becomes more competitive (updated systems, new finishes and state-of-the-art technology are required).

Existing Building Assessment

The Architect's Team included engineers in the following disciplines: structural, mechanical, electrical and plumbing. The engineering team completed a building systems evaluation for the Dungan Library and the NCC. The buildings are well-maintained and have served their purpose for many years. The NCC is 34 years old and the Donald Dungan Library is 29 years old. Conclusions of the report include:

Neighborhood Community Center

- Mechanical equipment and some electrical panels have reached the end of useful life and need to be replaced.
- In the event of any renovation all lighting fixtures/controls must be replaced to comply with current California Title 24 energy standards.
- Roof membrane needs to be replaced.
- In the event of any renovation, the roof structural diaphragm needs to be strengthened to current code standards.
- Exterior doors and windows do not meet current California Title 24 energy standards and must be replaced in the event of renovation.
- Kitchen is outdated and the grease trap must be completely replaced
- Plumbing waste system must be replaced
- Audiovisual/Information Technology systems are outdated.

Donald Dungan Library

- Mechanical equipment, electrical panels and plumbing systems have reached the end of useful life and need to be replaced.
- In the event of any renovation all lighting fixtures/controls must be replaced to comply with current California Title 24 energy standards.
- In the event of any renovation, the building seismic resisting lateral bracing system must be strengthened.
- Exterior doors and windows do not meet current California Title 24 energy standards and must be replaced in the event of renovation.
- Audiovisual/Information Technology systems are outdated.

ANALYSIS:

With the review and input from City staff, Orange County Public Library and Dungan Library staff and community stakeholders the architects identified three projects required to address program needs and community goals. The three projects are:

1. **LIBRARY:** A new or renovated library totaling approximately 20,000 SF.
2. **COMMUNITY MEETING CENTER:** A renovated community meeting center including the following: one meeting/event room seating 300 in either banquet or lecture format with a stage; one 700 SF meeting room seating 40 and a catering kitchen to support events.
3. **PARK IMPROVEMENTS:** Park improvements include expansion of park open space in order to better connect all facilities to the surrounding park. With more efficient street-front parking and efficient building areas, park open space is increased by 1 acre. Improvements are to include plantings to reduce water usage and to replace impermeable building area and site area with permeable open space to facilitate improved storm water management.

Two options emerged for completing the three projects for consideration:

1. **RENOVATE:** Renovation of the existing NCC to become the new library and renovation of the Dungan Library to become the new community meeting center; expansion and improvement of existing park space and street front improvements to include new on-street parking. Total project cost for this option (including estimated project soft costs) is \$29M.
2. **NEW/RENOVATE:** Demolition of the NCC and construction of a new library building and renovation of the Dungan Library to become the new community center; expansion and improvement of existing park space and street front improvements to include new on-street parking. Total project cost for this option (including estimated project soft costs) is \$34.5M.

Soft costs include fixtures, furnishings and equipment for both buildings, professional services fees, project management fees, permit costs and City contingencies and costs.

Recommended Option

New construction of a library has several benefits over renovation of an existing building including:

1. Elimination of potentially costly unknowns on top of high renovation costs associated with significant renovation of the NCC.
2. Design of a new efficient library is not constrained by the existing footprint, structure and configuration of the NCC.
3. Replacement of the NCC with a “blind side” service alley with a new library that views both ways into the park greatly enhances security in the new park.

For these reasons and in light of comparable project costs for the renovation and new construction options the “New Construction” option is recommended. At Community Workshops # 2 and #3 both options and project costs were presented and the “New Construction” option was preferred by a majority of those in attendance.

New Donald Dungan Library and Community Meeting Center

The Feasibility Study does not include design of either the Community Meeting Center or new Library. Should the project move forward both facilities would be subjects of a multi-phase, iterative and public design process including Schematic Design through Construction Documents phases.

However, to complete the feasibility study and to confirm that project program and functional goals can be met in the proposed facilities, preliminary plans have been developed to confirm general contents and organization of both facilities. These preliminary plans, along with site plans were the basis for a detailed line-item cost estimate prepared by a professional cost estimator that was part of the architect team.

Parking

The Feasibility Study does include an initial assessment of parking for Lions Park and for proposed and existing facilities. A total of 295 spaces are provided at Lions Park in surface parking lots and at street-front parking surrounding the park. The proposed recommended option proposes the removal of the surface lot to the east of the existing NCC and replacement of that parking with efficient street-side parking adjoining the park and facing the new library. The proposed new parking totals 296 spaces. In addition to the new street front parking, a new surface lot is proposed on Anaheim Avenue in front of the existing Costa Mesa Historical Society.

A more detailed parking study and analysis will be completed during successive design phases should the project move forward.

Implementation

The Feasibility Study concludes that the project must be implemented in at least two and possibly three phases. A multi-phased construction project provides the city flexibility to implement the individual projects in a time frame that suits political will and financial capability. This approach also ensures that no building is demolished before its replacement is completed.

A single phase project is not feasible or recommended as it would remove library services from Lions Park for the period of construction or for a period lasting between 18 to 24 months. Construction or renovation of temporary library facilities is an expensive proposition that would offset any savings in condensing the project to a single phase and is also not recommended.

In a three phase process, The Phase 1 Library construction would take place in the site area to the south of the existing NCC and would be completed by October 2018. Phase 2 includes renovation of the Dungan Library would start in November of 2018 and be completed by November 2019. The third phase Park Improvements project would begin at completion of the

Dungan Library renovation and would start with demolition of the NCC. Phase 3 would be complete in December of 2020.

Design

Design of the buildings is not a part of the Feasibility Study. Images and floor plans presented are intended to illustrate how a design process might unfold and the tools used to convey the design and to communicate throughout the design process with this community.

We will look around us for what is successful and what is not. We can and should turn to history as there is a material wisdom and common sense in the tradition of architecture that developed in Southern California during its early settlement. We should not just look back but should also look forward as this building must serve this community for at least 50 years and probably more.

A clear goal for any successful design is to understand thoroughly the unique and complex environment the project occupies. Costa Mesa is a unique community in a very particular place and no other library or community meeting center will fit this unique set of circumstances. It is the iterative design process, completed with the entire community of stakeholders – completed by way of trial and error, through speculation and evolution - that will define what is right for this community and for this site.

FISCAL REVIEW:

Funding options for this project are discussed in the attached Library/Community Center/Park Improvement Projects Funding Options September 2015 document. Three options are presented:

1. Pay as you go which provides \$34,500,000 by FY 19-20. This uses, for the next four fiscal years, all annual budget allocation of CIP funds, all Capital Facilities funds, some gas tax funds, some park fee revenue and one year of funds that would then no longer be needed on the 2003 COPS debt service. No new debt would be incurred.
2. Debt financing for an early start project. Approximately \$29,728,000 in debt financing would be needed. (Attachment 1C Part 2) For rough pricing purposes for each, we have assumed 30 year financing of \$29,728,000 at 4.5% interest with an annual payment of \$1,807,529.
3. Reduced debt financing to reduce future debt payments. This option would employ a strategy of accumulating funds during FY 16-17 in order to reduce the amount of debt required. The lower debt amount to achieve this strategy would be \$25,258,131 with an annual payment of \$1,535,751. The annual payment would initially be made using budgeted Capital Facilities funds. By FY 19-20, when the 2003 COP is completed, the funds that had been used for the 2003 COP payment could then be used for the new debt service payment; CIP and Capital Facilities funds would be freed up for other purposes.

Option 3 is recommended with the addition of including funding for Fire Station 1 in the financing plan. It is also recommended that the Finance advisory Committee review these funding options.

Architectural Services

The architect's original proposal totaled \$1,334,250. The City Council awarded the contract on January 20, 2015 in the amount of \$125,125. During fiscal year 2014-2015, the City Council

approved funding in the amount of \$386,100 for the project. Currently in fiscal year 2015-16, funding has been appropriated to the subject project in the amount of \$4 million dollars.

The architectural services have been evaluated and projected for the remainder of the project. The cost of architectural services remains the same as the architect's original proposal. After staff's analysis of the architectural services and remaining work of the project, it has been determined that funds be appropriated to continue procuring the services of the firm through the completion of the project. Amending the professional services agreement will enable Johnson Favaro to continue to provide architectural services up to the completion of the project. The budget amount remaining for architectural services is in the amount of \$1,209,125.

Operational Costs

The operation and financial responsibilities of the two facilities will remain intact. The OCPL will continue to be financially responsible for all staffing cost necessary for the operation of the new library, while staffing cost for the operation of the NCC will continue to be the responsibility of the City.

ALTERNATIVES TO CONSIDER

The City Council could choose to terminate the contract with Johnson Favaro upon exhaustion of the encumbered funds and direct staff to rebid the remaining services for the Donald Dungan Library and NCC project. This would require the City to undergo the RFP process and is anticipated to take approximately 120 days including City Council review.

To date, Johnson Favaro has successfully completed Phase I (Feasibility Study) of the project. Based on qualifications and high level of services provided thus far, Johnson Favaro, has demonstrated the ability to continue with the execution of this project. It is staff's recommendation that the City Council consider amending the existing professional services agreement with Johnson Favaro to allow this project to proceed.

CONCLUSION:

The study session provides the City Council the opportunity to provide comments and direction regarding the questions set forth in the recommendations above. Based upon the direction from the City Council, staff will place this item on a future City Council meeting for formal direction.

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ATTACHMENTS:

1. [Library and NCC Park Funding Options \(Attachment 1\)](#)
2. [Bond Payable Worksheet \(Attachment 1A\)](#)
3. [Existing Debt Narrative \(Attachment 1B\)](#)
4. [Library and NCC Park Funding Options 30 years \(Attachments 1C,1D, and 1E\)](#)