



Takoma Park City Council Meeting – July 24, 2019 Agenda Item 6

Work Session

Presentation and update on Library renovation by Greg Lukmire of RR/MM Lukmire Architects, and continued discussion of the floodplain, Library renovation contract and timetable.

Recommended Council Action

Hear the update and consider the proposed recommendations.

Context with Key Issues

The City Manager's comments prior to the July 10, 2019 Council meeting contained a detailed update outlining the project to date, including funding, steps to be taken to move the project forward, an analysis of the flood plain delineation, a tentative project schedule, and alternatives should the Library project not be approved. This background information and the City Managers comments are also included in the attachments to this item.

A floodplain delineation study has been partially completed. On July 17, Bill Musico of Montgomery County presented information on flood plains and flood plain delineation studies to help provide background and context. Until the floodplain delineation study is completed, the County will not provide specific comments on the implications of the floodplain on the proposed design. The issue to be determined is what effect the building expansion could have on the flood plain. Thus, as part of Greg Lukmire's proposal to the City, the engineer needs to prepare the site plan, and also prepare the calculations that illustrate the impact of the addition on the floodplain.

At tonight's meeting, the Council will hear the presentation by Greg Lukmire, which will further detail the work to be done regarding the floodplain delineation study and the other work included in the contract for architectural and engineering services for designing the Library that the Council will be considering. A draft ordinance approving the contract is scheduled to be considered on July 31.

The Council is also asked to consider the City Manager's summary of the issues relating to the Library renovation project that is provided in the attachments.

Council Priority

A Livable Community for All: The local public library serves residents of all ages, including a significant number of school and day care classes. It offers free programs by noted authors and illustrators, reading readiness for ESL parents, book discussion groups for adults, extensive collections of print and digital resources, Spanish and French programs, and public access computer use with dedicated staff. A larger, more comfortable building will enable us to address the needs of more community residents with evolving and up to date resources for years to come.

Environmental Impact of Action

Elimination of the health and/or potential safety hazards for Library users posed by: fiberglass insulation, asbestos in the library foyers, mold where ceiling has leaked, wood roof framing, frequent loss of functioning HVAC during hot or cold weather, and apertures for birds, small rodents or insects to enter the building. Green building standards would be incorporated into a new building.

Racial Equity Considerations

The resources of the Takoma Park Library are free to all Takoma Park and Montgomery County residents, and are used heavily by children and seniors of all racial and ethnic backgrounds, including immigrants in the community. Library programs are free to all, regardless of jurisdiction. The Library and Computer Center are open 7 days/week and are within walking distance of five schools. A recent automatic renewal policy reduces the need to impose fines on overdue materials. The Library Friends and staff work with the ESL teacher at PBES to co-sponsor an immigrant family book club, and staff participate in the 'Books and Breakfast' program for ESL parents at PBES. The Library presents: "Books to Action: a Social Justice Book Club for Kids and Families." A program room will enable us to provide more programs that address equity issues without limiting family and after-school use of our children's room. A new building will enable the provision of family and transgender restrooms. Also it will enable us to provide dedicated shelves and study space for young adults – a group that is currently underserved in our small library.

Fiscal Impact of Action

A new Library is a significantly less costly action than raising the level of the parking lot relative to the Library, in order to meet flood plain study requirements. Taking no action will result in further deterioration of the building, to a point where it will eventually become unusable as a public space. Funding has already been allocated for the Library project, through borrowing and Capital Grants. Funds that have been borrowed cannot be returned; they would need to be paid back with interest per the bonding documents, and Grant funds can only be used for Library design and construction work. A "discontinued" City Library would be an inestimable loss to all residents of Takoma Park, and would greatly increase the number of Takoma Park residents who would need to pay for transportation to a County library for services, books and computer access.

Attachments and Links

- Attachment 1 – Background
- Attachment 2 – City Manager's Comments and Analysis of July 10, 2019
- Draft Single Reading Ordinance Authorizing a Contract with RR/MM Lukmire Architects
- [Preliminary Library Flood Plain Conditions Report](#)

Background

In FY16, the Takoma Park City Council provided the opportunity for significant improvements to the Takoma Park Maryland Library facility, by approving funds for design development focused on options for renovation and building expansion. This process followed comprehensive space planning, and recognition that the then 65 year- old Library building was inadequate to meet community needs and Council goals.

The building was too small to house its print collections, its mechanical and electrical systems were inadequate and failing, it was prone to roof leaks, it lacked space for programs or for young adult collections and study space. Above all, the building was not ADA accessible, and any updating or renovation plans needed to be implemented in the context of ADA compliance. Without serious renovation, the building would eventually fail and become unusable as a public space.

As part of the schematic design process, a site survey and an engineering study were completed in 2018. The Library lies in a 100-year flood plain, and the engineering study concluded that the City needed a new flood plain delineation study to determine if the current flood wall, which was planned to be incorporated into the expanded Library building, was adequate. Based on the preliminary flood plain study, it was determined that a higher elevation for the Library would be required. Greg Lukmire of RR/MM Lukmire Architects submitted new design options for a Library building that will meet the required elevation criteria while preserving the same footprint of the concept design. These designs are all predicated on constructing a new Library on the same site, as an alternative to changing the parking lot elevation relative to the Library, which would cost nearly three times that of constructing new building.

Thus the recommendation at this point is to demolish the current Library and raise the floor level of a new Library to approximately that of the Community Center.

In addition to being the most cost-effective option, advantages to this approach include the following:

- *Allowing sufficient space for mechanical ductwork
- *Eliminating the wood roof framing, which presents a fire hazard
- *Connecting the Community Center with the Library
- *Relocating bathrooms where they are wanted, rather than tying them into existing plumbing
- *Raising the ceiling height

Attachment 2: City Manager's comments and analysis of July 10, 2019 Library Renovation and Expansion Project

July 10, 2019

As part of the FY18 City Budget, \$7 million in funds were borrowed and other funds allocated to move forward on renovation and expansion of the City of Takoma Park Library. Concept designs have been prepared and other early investigative work undertaken, such as property and utility surveys, and most of the work of a flood plain delineation study has been completed.

To move the project forward, the City Council needs to authorize additional design and engineering work. That work would include completion of the flood plain delineation study, detailed building and site design, detailed engineering design, and construction document set preparation in order to go out to bid for construction. Consultation discussions would occur throughout the process, with several points for Council action. As the plans near completion, construction cost estimates would be refined. Actual costs would not be known until bids are received. To ensure compliance with plans and regulations, resolve construction issues, and review change orders and invoices, the City would contract with a Construction Manager as its advocate. At any point, the Council can stop or delay the project.

Flood Plain Delineation

In consultation with Montgomery County permitting officials, it was determined that a new flood plain delineation study would be required. That study was undertaken and a draft document was submitted for review to Montgomery County. More site plan work is needed to finalize the flood plain report and, to do that work, a contract needs to be authorized. Nevertheless, there were a number of take-aways from the work to date:

- 1) The flood plain delineation study done when the Community Center construction was planned in 2005 only focused on areas of new construction. The flood wall that was installed was to protect the below grade parking area and offices.
- 2) The newer flood plain delineation study done this year used modeling software that is greatly advanced from that used a decade ago.
- 3) The top of the flood wall near the Library is at an elevation that matches the 100 year flood elevation; commercial construction (which is the category for this use) in a flood plain requires protection to be a foot above the 100 year flood elevation level.
- 4) If the Library is reconstructed with a higher floor level, the concept design plan that was favorably received by the Council and public can be used. Rather than expansion of the existing structure, however, the existing building will need to be demolished to raise the floor. Such demolition would allow for the accommodation of less expensive HVAC infrastructure, a more fire-safe roof (from the current wooden roof), and greater flexibility in placement of bathrooms and interior connections.
- 5) Construction or expansion of non-residential buildings can occur in flood plains providing appropriate protections are taken. As we make plans for ongoing maintenance of our facilities, we will be referring to the information we learn through these flood plain delineation studies so as to provide resilience from floods. We will also be looking at other climate change resiliency needs for our City facilities.

- 6) Bill Musico, Senior Permitting Services Specialist/Floodplain Coordinator for the Montgomery County Department of Permitting Services, Water Resources Section, has agreed to do a presentation to Council and the public on July 17 from 6:30 pm to 7:15 pm in the Auditorium. He will go over what flood plains are and the process for building within a flood plain. To the extent that he can, he will address issues as they relate to the Library and the Community Center.

What if the Library Project is Not Pursued?

Some residents and Councilmembers have wondered if construction of the Library will or should proceed and, if not, what would be the implications for the City.

There would not be a significant monetary savings for the City if the project did not proceed. The money has been borrowed and cannot simply be returned; it needs to be paid back with interest per the bonding documents. The funds could be used elsewhere within the Community Center property for other renovation activities. The \$300,000 in funds (called “bond bill” funds) that the City has been granted by the Maryland General Assembly can only be used for Library-related design and construction work.

If the Library expansion does not proceed, there will need to be a conversation about what to do with the building. Currently, the building is not ADA-accessible, the HVAC system is being held together with temporary measures, and the building is not flood resilient. With significant investment, the existing facility could be made ADA-accessible and the HVAC system upgraded, but it would not be flood resilient and there would be much less space for books because the ADA improvements require many extra square feet of space. Part of the reason for expanding the Library was to meet the needs of populations of special interest to the City Council: young adults, new immigrants, seniors, and people with special needs. The area needed for books, programs and accessible bathrooms for these populations cannot be accommodated within the current building footprint.

Moving the Library to another location would be many times more expensive than reconstruction on site.

If the Library were to be moved or discontinued, the site could not be used for housing as new residential use cannot be built within a flood plain. It could be used for other commercial, institutional or government use. If any expansion of the footprint of the building were contemplated, the floor level would need to be raised to meet the flood plain requirements or other protective measures would need to be taken that meet County requirements.

Tentative Library Project Schedule

Providing there continues to be interest in pursuing the renovation and expansion of the Takoma Park Library, approval of a new contract with the architect, Greg Lukmire, needs to take place. A discussion of the work that is included in the contract is scheduled for July 24. Since the prices for his work and for subcontractors are only good for a relatively short period of time, it is best if the contract for the work would be approved soon. If all that is desired by the Council is additional work on the flood plain delineation study, just that work could be authorized, but other design work would be delayed and new pricing for the other work would need to be obtained.

July 24, 2019 Library contract overview/discussion of options

July 31, 2019 Vote to authorize library design contract (tentative)

Late 2019	Identify temporary space for Library storage and operations; authorize contract(s) for temporary space for storage and circulation, including upfits as necessary
Early 2020	Hire Construction Manager to review near-final design and identify any issues and then to oversee the construction activities on behalf of the City; Council will need to vote to authorize contract award
Early 2020	Design development/construction documents completed (6 months)
Early 2020	Review of design once completed (Council will have an opportunity to discuss design; revisions can be made as necessary); final design documents created
Spring 2020	Bid/award construction contract (staff issues RFP; Council vote to authorize contract award)
Spring 2020- Winter 2022	Construction
Late 2022	Move materials into new building; open Library

Introduced by:

Single Reading

CITY OF TAKOMA PARK, MARYLAND

**- Draft -
ORDINANCE NO. 2019-**

**AUTHORIZING A CONTRACT WITH RR/MM LUKMIRE ARCHITECTS
FOR PROFESSIONAL SERVICES TO CONTINUE DESIGN WORK FOR LIBRARY
RENOVATION FOR THE CITY OF TAKOMA PARK**

- WHEREAS, in FY15, the Takoma Park City Council adopted Ordinance 2015-36, [“Authorizing a Contract with the Lukmire Partnership for Continued Concept Design and Potential Detailed Design and Engineering for Library Renovation,”](#) in recognition that the existing Library building was inadequate to meet community needs and Council goals; and
- WHEREAS, in FY16, the Takoma Park City Council adopted Ordinance 2016-34, [“Providing for Proceeding to Detailed Design Development Based on the June 2016 Concept Design for Library Renovation”](#); and
- WHEREAS, in FY17, the Takoma Park City Council adopted [Ordinance 2017-27](#), which authorized the borrowing of \$7 million to be used for renovations to the Takoma Park Library and Community Center, including, but not limited to, Library build-out and renovation, detail design, construction, and relocation of the Takoma Park Library; and
- WHEREAS, the Library lies in a 100 year floodplain, and since the renovations would change the footprint of the library a new floodplain delineation study was required and a preliminary study was undertaken in 2018; and
- WHEREAS, the preliminary floodplain delineation study showed that the floor of the Library is low compared to the flood elevation and several options were identified by RR/MM Lukmire Architects that could allow for a Library with an expanded footprint to meet requirements for construction in a floodplain; and
- WHEREAS, RR/MM Lukmire Architects noted that a replacement library built with a higher floor level will meet the required elevation criteria at a lower cost than changing the parking lot elevation, which was the next best approach to meet floodplain requirements; and
- WHEREAS, RR/MM Lukmire Architects submitted a contract to the City on April 16, 2019 to continue work on the design, engineering and construction administration of a replacement Library, at a cost of \$798,545 for professional services, at an assumed construction cost of \$7M including furnishings; and

WHEREAS, the work products of the aforementioned contract, including cost estimates, will be brought back to the City Council for review and feedback throughout the process, and the work may be ended at any time; and

WHEREAS, sufficient funds are included in the FY20-FY22 budgets, as derived from the State Infrastructure Loan Program, Maryland Capital Grants, and City funds.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF TAKOMA PARK, MARYLAND, THAT:

SECTION 1. The City Manager or her designee is authorized to enter into an agreement with RR/MM Lukmire Architects for services related to the design, engineering and construction administration of a replacement Library for the City of Takoma Park.

SECTION 2. This contract amount is \$798,545.

SECTION 3. This Ordinance shall become effective upon adoption.

Adopted this .. day of , 2019 by roll-call vote as follows: