

CITY OF YUBA CITY  
STAFF REPORT

**Date:** June 18, 2019  
**To:** Honorable Mayor & Members of the City Council  
**From:** Administration  
**Presentation by:** Diana Langley, Interim City Manager

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**Summary**

**Subject:** Request for Project Partnership - Sutter County Library Innovation Center Project

**Recommendation:** Partner with Sutter County on the Library Innovation Center and commit to transfer up to \$1,163,000 in City Library Impact Fees to the project

**Fiscal Impact:** City transfer of up to \$1,163,000 of City Library Impact Fees to Sutter County for the construction of the Innovation Center

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**Purpose:**

To partner with Sutter County on improvements at the Main Branch of the Sutter County Library, located at 750 Forbes Avenue, to maximize space and provide additional services.

**Background:**

In California, State legislation sets certain legal and procedural parameters for the charging of development impact fees. A development impact fee is collected to defray all or a portion of the cost of public facilities related to the development of the project. The legal requirements are set forth in Government Code §§ 66000-66025 (the "Mitigation Fee Act"), the bulk of which were adopted as 1987's AB 1600 and thus are commonly referred to as "AB 1600 requirements."

In October 2007, the City of Yuba City's AB 1600 fee study was updated and adopted through Resolution 07-101, thus establishing new development impact fees. Through the General Plan and fee studies, the City has established the nexus between development, the capital improvements necessary to mitigate the effects of development, and approved fees to fund the mitigation measures.

The City development fees covered by AB1600 include the following:

- Parks and Recreation
- Fire Protection
- Library
- Police Protection
- Roads
- Animal Control

- Civic Center
- Corporation Yard
- Levee
- Administration

The Library Impact Fee was created to fund library-related capital costs attributable to the impact of new development. The applicable section of the AB 1600 Study is included as Attachment 1. The original intent for the use of the Library Impact Fee was to purchase land and construct an approximate 32,000 sq. ft. library within the City to serve the additional population expected as part of the buildout of the City's Sphere of Influence as identified in the General Plan. There is currently \$1,163,000 available in Library Impact Fees.

### **Analysis:**

Interim County Administrator, Steve Smith, submitted a letter to the City on May 2<sup>nd</sup> (Attachment 2). The letter notes that in 2016 the Library Director began working with the Aspen Institute to develop appropriate actions to improve the Library's place in the community. Through a community engagement process, one of the top recommendations was to maximize space in the Library to provide additional services and "re-imagine" the Library's current space to accommodate more activities, technology-based programs and hands-on learning.

To incorporate the recommendations from the Aspen Institute into a project, Sutter County hired architectural firm HGA. County and City staff worked with HGA to develop a project concept that consists of reconfiguration of the history room, staff work room and break room, relocation of the young adult and computer areas and information desk, adding new meeting rooms, and the design of a new Innovation Center (Attachment 3). Mr. Smith notes in his letter that the "renovation project would enhance and expand services to the community within the existing library floor space, through the addition of the Innovation Center."

HGA has prepared a proposal for the design of the project, including the development of the construction documents, for a fee of \$177,617. Based on preliminary estimates, construction costs are estimated at \$1 Million. The design is expected to be completed within 6 months of award.

Sutter County is proposing to use County Library funds to fund the design portion, and is requesting a partnership with the City to use City Library Impact Fees to fund the construction portion. Even though the City's Library Impact Fees were designated for the construction of a new library, staff believes that the use of the funds for the construction of an Innovation Center at the existing library is still within the intent of the AB1600 study. With technological advancements since 2007, more can be accomplished within the same amount of space.

If Council is supportive of the County's request, staff will coordinate with County staff at the time of construction contract award to determine how much City Library Impact Fees need to be transferred to the project.

### **Fiscal Impact:**

HGA's design fees are \$177,617, to be funded by County Library funds. The preliminary engineer's estimate for the construction of the project is \$1 Million. The City currently has

\$1,163,000 available in Library fees. If Council is supportive of the County's request, staff will coordinate with the County at the time of project award to determine how much City Library Impact Fees will be transferred to the project.

**Alternatives:**

1. Do not partner with the County on the Innovation Center Project.
2. Direct staff to transfer all of the City's Library Impact Fees totaling \$1,163,000 to the County now for the County's use.

**Recommendation:**

Partner with Sutter County on the Library Innovation Center and commit to transfer up to \$1,163,000 in City Library Impact Fees to the project.

**Attachments:**

1. Library Fee portion of City's AB 1600 study
2. Letter from Interim County Administrator Steve Smith requesting partnership with City
3. Proposed Project Layout

**Prepared and Submitted by:**

*/s/ Diana Langley*

Diana Langley  
Interim City Manager

**Reviewed by:**

Finance

[RB](#)

City Attorney

[SLC by email](#)

# ATTACHMENT 1

## **IX. Library Fee**

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This section of the report addresses the AB 1600 nexus requirements as they relate to the calculation of the library fee. Additionally, it identifies the demand variable selected as well as the facilities, estimated costs, and recommended fees.

### **A. Nexus Test**

The library fee component meets the AB 1600 nexus requirements, as evidenced by the table below.

<b>AB 1600 Nexus Test for the Library Fee Component</b>	
Identify the purpose of the fee.	To fund library-related capital costs, including financing costs, attributable to the impact of new development.
Identify the use of the fee.	To purchase or construct the library facilities identified in Table A-8 in Appendix A of this report.
Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.	The use of the fee to purchase or construct the library facilities identified in Table A-8 ensures that library facilities will be available to serve new residential development within the SOI.
Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.	New library facilities will be needed as new residential development will generate additional residents and increase the demand placed on existing library facilities.
Determine how there is a reasonable relationship between the amount of the fee and the cost of the public facility or portion of the public facility attributable to the development on which the fee is imposed.	The library fee is set so that the fees collected offset the cost of purchasing or constructing the facilities necessary to serve new development. Residential development will be responsible for the fair-share portion of the total cost based on the demand variables assigned to the individual land uses.

## **B. Demand Variable: Residents**

Residents, as opposed to persons served (where persons served includes residents and employees), was chosen as the appropriate demand variable because the City does not see considerable use of library facilities by employees of local businesses. This could change in the future if the City determines that businesses are generating demand for library facilities and services. If this occurs, then the City will need to update this development impact fee.

## **C. Required Facilities and Estimated Costs**

Library facility requirements are based on the American Library Association's recommendation of 0.5 square feet of library building space per resident. Based on an estimated 63,879 future residents in the SOI at buildout, the City will need another 31,940 square feet of library building space. Applying an estimated construction cost of \$420 per square foot, a total construction cost of approximately \$13.4 million is calculated. Assuming a floor-to-area ratio of 0.25 and land costs of \$5 per square foot, the cost to acquire additional land is \$639,000. Education materials are estimated to cost an additional \$2.0 million.

It is anticipated that both, the construction of the library facilities and the initial purchase of education materials will be debt financed, and as a result, the financing cost for both the facilities and education materials was included in the fee calculation. Financing assumptions include a 30-year term with an average interest rate of 5.4% and issuance costs of 11.0%. The total financing cost included in the library fee is approximately \$4.6 million, after adjusting for inflation.

The total cost of library facilities (including building costs, education materials, a credit for offsetting fund balances, land costs, and financing costs) allocated to future development is \$19.4 million. Dividing the \$19.4 million amount by the 63,879 additional residents expected in the SOI at buildout results in a cost per resident of \$304.

#### **D. Library Fee Component**

The bottom section of Table A-8 shows the calculation of the library fee component of the DIF. The \$304 cost per resident is applied to each of the residential land use categories based on average persons per household. The library fees are as follows:

- \$912 per unit for Single Family uses;
- \$790 per unit for Duplex to Fourplex uses;
- \$654 per unit for Five Units Plus or Apartment uses; and
- \$544 per unit for Mobile Home uses

## Table A-8 Library Impact Fee Calculation

1. <u>Population Assumptions</u>	Year:	<u>2006 1/</u>	<u>Buildout</u>
Yuba City SOI Population		66,121	130,000
<b>Total Residents Served</b>		<b>66,121</b>	<b>130,000</b>
<hr/>			
<b>2. <u>Library Cost Calculation</u></b>			
Library Sq. Ft. per Resident 2/			0.5
Library Sq. Ft. Required to Serve Future Development			31,940
Land Cost per Sq. Ft.			\$5
Estimated Building Cost per Library Sq. Ft.			\$420
<b>Total Library Costs Allocated to Future Development (rounded to the 000's)</b>			
Building Cost			\$13,415,000
Education Materials			\$2,000,000
Credit for Offsetting Fund Balances			(\$1,217,000)
Land Cost (assuming an FAR of 0.25)			\$639,000
Subtotal			\$14,837,000
Facility Financing			\$4,572,000
<b>Total Costs</b>			<b>\$19,409,000</b>
<b>Cost per Future Resident Served</b>			<b>\$304</b>
<hr/>			
<b>3. <u>Library Impact Fee</u></b>			
<b><u>Residential</u></b>	<b><u>Persons per Household</u></b>	<b><u>Cost per Future Person</u></b>	<b><u>Impact Fee per Unit</u></b>
Single Family	3.00	\$304	\$912
Duplex to Fourplex	2.60	\$304	\$790
Five Units Plus or Apartment	2.15	\$304	\$654
Mobile Home	1.79	\$304	\$544
<b><u>Non-Residential</u></b>	<b><u>Sq. Ft. per Employee</u></b>	<b><u>Cost per Future Emp. 3/</u></b>	<b><u>Impact Fee per 1K Sq. Ft.</u></b>
Commercial	500	\$0	n/a
Office	350	\$0	n/a
Industrial	1,000	\$0	n/a

1/ Estimated population within Yuba City's sphere of influence as of January 2006.

2/ Based on recommended standard from the American Library Association.

3/ Library facilities will primarily be used by residential development; therefore, the cost is allocated only to residential development.

Sources: Yuba City; Goodwin Consulting Group, Inc.



# ATTACHMENT 2



# County of Sutter

## Office of the County Administrator

1160 Civic Center Boulevard  
Yuba City, California 95993  
Phone: (530) 822-7100 Fax: (530) 822-7103

CITY CLERK  
MAY 02 2019  
YUBA CITY

May 2, 2019

Diana Langley, Interim City Manager  
City of Yuba City  
1201 Civic Center Boulevard  
Yuba City, CA 95993

Subject: Sutter County Library Innovation Center Project – 750 Forbes Avenue, Yuba City  
Request for Project Partnership

Dear Ms. Langley:

The County of Sutter plans to build an Innovation Center within the existing footprint of the Main Branch Library building located at 750 Forbes Avenue in Yuba City. The Main Branch Library is housed in a single-story 22,230-square foot building originally designed and built to serve a population of 14,000. The Main Branch Library now serves a population of nearly 67,000 and is in need of improvements to the facility to modernize and expand services. Sutter County respectfully requests a funding partnership with the City of Yuba City to accomplish the modernization of the facility.

Sutter County Library has been serving the residents of Yuba City for 101 years. The Main Branch has been in its current location for 48 years and has faced unique service issues. It is Sutter County's goal to provide superior library programs, resources and tools for County residents and visitors. This is exceptionally challenging in a building that was designed to serve a much smaller population.

In 2016, the Library Director began working with the Aspen Institute to develop appropriate actions to improve the Library's place in the community. Four public dialogues with diverse community groups were convened for residents to voice their thoughts on the strengths, opportunities, and aspirations for the Library. The information gathered informed a roundtable of state and local leaders.

One of the top recommendations was to maximize space in the Library to provide additional services. Participants agreed that re-imagining the Library's current space to accommodate more activities, technology-based programs and hands-on learning was an important objective.

In April 2018, Sutter County solicited proposals from architectural firms to incorporate the recommendations into a potential project. City of Yuba City staff participated in the ranking and interviewing of the firms, and the recommendation to proceed with the architectural firm HGA out of Sacramento was mutually agreed upon by both City and County staff. HGA has held a Visioning and Information Gathering meeting with City and County staff to provide a concept for the project.

The project would consist of the reconfiguration of the history room, staff work room and break room, relocation of the young adult and computer areas and information desk, adding new meeting rooms, and the design of a new Innovation Center. The area to be reconfigured is approximately 5,500 square feet of the existing interior space. Rearranging the zones in the public area would increase the efficiency and enhance the customer experience by improving staff sight lines and reducing noise levels. It would also provide space for collaboration and information sharing that the Library has previously been unable to offer. The project would also include new finishes throughout the Main Library, including flooring and paint. The renovation project would enhance and expand services to the community within the existing library floor space, through the addition of the Innovation Center. As a focal point within the Main Library, the Innovation Center would be equipped with advanced technology and capabilities.

HGA has provided a proposal for the design of the Project, including the development of the construction documents. The design fees are \$177,617, which includes a 20% contingency fee for unforeseen conditions that may result after the design is underway. Based on preliminary estimates, construction costs are estimated at \$1M. Formal construction cost estimates will be provided by HGA at the completion of the Design Development Phase and at the completion of the Construction Document Phase. The design is expected to be completed within 6 months of the Authorization to Proceed to HGA.

Attached, please find a copy of the conceptual floor plan and design proposal prepared by HGA for the project. If funding is approved, the County will proceed by awarding a contract to HGA, funded by County Library funds, and obtain the City's continued commitment to the project and a commitment to transfer City Impact Fee funds to the County for the construction of the project.

Should you have any questions, please feel free to contact me at (530) 822-7100 or [SMSmith@co.sutter.ca.us](mailto:SMSmith@co.sutter.ca.us).

Regards,



Steven M. Smith  
Interim County Administrator







January 4, 2019  
REVISED February 19, 2019

Writer's Direct Dial 916.787.5121

Mr. Guadalupe Rivera  
Sutter County Development Services  
Senior Civil Engineer  
1130 Civic Center Blvd.  
Yuba City, CA 95993

Re: Sutter County Main Library Renovation Project

Dear Mr. Rivera:

Hammel, Green and Abrahamson, Inc. (HGA) is pleased to provide Sutter County Development Services (Client) this Proposal for providing professional services for the renovation project at Sutter County Main Library (Library) in Yuba City, California.

#### PROJECT DESCRIPTION

The Project is located at the Sutter County Main Library, 750 Forbes Avenue, Yuba City which is approximately 22,000 square feet. The Project consists of reconfiguring the Staff Lounge, History room, Workroom and Breakroom, Relocating the Young Adult and Computer areas, adding new meeting rooms and the design of a new Innovation Center area and Information desks which is approximately 5,500 square feet. It also includes providing new finishes throughout the main library area including flooring, base and paint. The Renovation project will enhance and expand services within the existing library, through the addition of an Innovation Center. As a focal point within the library, this center will be equipped with advanced technology and capabilities, encouraging curiosity and transforming the library experience. The focus will also be to increase efficiencies within the public and work areas for patrons and staff, and to enhance the environment to a modern and bright, open space that benefits the health and wellbeing of all inhabitants.

#### SCOPE OF SERVICES

##### **1. Programming Phase**

1. Attend one (1) site visit with design team to review visible existing conditions and to meet with library staff to review programming requirements for the project scope of work.
2. Request as-built PDFs from Client and Library and input building information into model for use as background and development of drawings.
3. HGA to input building information into Revit model for relevant areas only and field verify relevant spaces within the project scope only.

4. Perform a code and accessibility review of the Project's existing visible conditions within the project scope of work and parking lot for compliance with current building and accessibility requirements. The Architect will advise the Client and Library of observed non-compliant items. The Architect has included time to correct deficiencies related to ADA and to meet current building codes.
5. Review and document visible existing installation of electrical systems relevant to the project scope of work.
6. Review and document visible existing installation of mechanical and plumbing systems relevant to the project scope of work.
7. Review and document visible existing installation of fire sprinkler systems relevant to the project scope of work.
8. Review visible existing installation of structural systems relevant to the project scope of work.
9. Attend one (1) follow up meeting to provide assessment of current conditions and recommendations for building systems relevant to the project scope of work.

## **2. Library Program Verification and Conceptual Design Phase**

- a. Meeting # 1 – Visioning and Information Gathering – COMPLETE per separate contract
  1. Establish vision / goals / objectives for project.
  2. Meet with branch director and key staff and leadership (leadership).
  3. Verify program requirements and prepare draft program summary.
  4. Tour branch location to understand the specific issues.
  5. Prepare a photo journal of existing conditions and furnishings.
  6. Confirm schedule and dates for upcoming meetings.
  7. Identify next steps—assign homework.
  8. Reference previous reports and documents identifying key issues facing Sutter County Library System, recent community input and customer commentary.
  9. Collect system wide materials as relevant to the validation study.
- b. Meeting #2 – Synthesize
  1. Review and validate draft program summary.
  2. Revise conceptual layout design based on programming study to resize, reconfigure, design and relocate Information Desks to improve sight-lines and modernize.
  3. Develop conceptual design to reconfigure staff work room, break room, computer area and collaboration zones for improved flow and additional program services per brainstorming session.
  4. Provide a conceptual design for the Innovation Center area and large meeting room based on brainstorming session.
  5. Review teen and children's area spaces for efficiency and accessibility based on the locations identified in the brainstorming session.
  6. Refine new layout to improve patron flow and wayfinding along circulation and improve sight-lines as necessary.
  7. Review existing Furniture, Fixtures and Equipment layout with library staff and provide a generic Furniture, Fixtures and Equipment layout for conceptual purposes only based on brainstorming session.
- c. Meeting #3 – Review/Refine

1. Refine library space plan based on feedback from Meeting #2
2. Present refined design concept including modifications to Information Desks and Innovation Center and focal areas at computer area and large meeting room based on feedback from Meeting #2
3. Present preliminary finish material selections including flooring, base and paint.

### **3. Design Development Phase**

- a. Participate in up to two (2) meetings with the Client, Library and HGA's Consultants in person or online via WebEx or other.
- b. Develop revised drawings indicating updated spaces with architecture and interior design features for review. HGA to input existing building information into Revit model for relevant areas only and field verify relevant spaces within the project scope only.
- c. Refine interior design features per Meeting #3 Client and Library feedback and prepare one (1) illustrative rendering of the Innovation space and Information Desk for Client and Library approval
- d. Provide updated drawings including, life safety plan, demolition plan, ceiling plan, door schedule and details and Mechanical, Plumbing and Electrical for preliminary pricing purposes.
- e. Prepare a cost estimate at 100% complete Design Development.

### **4. Construction Document Phase**

- a. Provide Construction Documents consisting of drawings and specifications describing the materials and systems and other requirements for the construction of work in one (1) construction document permit package.
- b. Participate in up to two (2) meetings with the Client, Library and HGA's Consultants in person or online via WebEx or other to review all Architectural and Consultant drawings.
- c. Submit Construction Documents to Client and Library for review and comment at 100% complete.
- d. Attend one (1) meeting to facilitate a 'page turn' review of the Construction Documents for approval.
- e. Submit final interior finish material layout in digital format.
- f. Prepare a cost estimate at 95% complete Construction Documents.

### **5. Agency Review/Bidding Phase**

- a. Submit the final Construction Document package for plan check and permit approval process to Sutter County.
- b. Revise and resubmit the drawings if required, upon receipt of up to two (2) plan check comment submissions.

Mr. Guadalupe Rivera  
Sutter County Development Services  
Sutter County Main Library Renovation Project  
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- c. Evaluate contractor bids with the Client and Library. The selected contractor to provide a construction schedule based on the scope of work.
- d. Respond to questions, issue clarifications and prepare value-engineering recommendations, if required.
- e. Attend up to two (2) meetings during the Bidding and Plan Check Phase.

**6. Construction Administration Phase - Not Included in this Proposal**

**7. Assumptions and Exclusions:**

1. The Scope of Basic Services and compensations provisions assume that there will be no significant existing infrastructure flaws or code violations with the building. Addressing any such issues will be considered Additional Services.
2. The Client understands and acknowledges that in the remodeling or rehabilitation of existing structures, certain design and technical decisions are made on assumptions based upon readily available documents and easily observed existing conditions. Unless specifically directed in writing by the Client, HGA shall not perform or cause to be performed any destructive testing or open any concealed portions of the building in order to ascertain its actual condition. The Client agrees that HGA shall not be held responsible for any additional Work or costs required to correct any ensuing problems based upon such assumptions and agrees to include a reasonable budget contingency for such changes.
3. The Client does not have as-built drawings of the existing building in CAD software. HGA will complete the modeling based on the pdfs of the as-builts provided by the Client and will field measure pertinent areas within the scope of work for varication and to complete the project as described.
4. No fixed limit of Construction Cost shall be established as a condition of this Proposal.
5. Exclusions:
  - A. Hazardous material consultant services
  - B. Geotechnical consultant services
  - C. Topographic Survey
  - D. Traffic Study Consultant
  - E. Furniture and shelving design and specifications
  - F. Signage and environmental graphics design
  - G. LEED certification
  - H. Field measurements and documentation of existing areas outside of scope of work
  - I. Construction Administration Services

Please carefully review the Scope of Basic Services listed above to be sure that it is accurate and that there are no items or services omitted.

CONSULTANTS

HGA will retain the services of the following Consultants for this Project:

Electrical Engineering

The Engineering Enterprise



ADDITIONAL SERVICES

HGA may be requested by the Client to provide Additional Services or the services of Outside Consultants, as necessary, which are in addition to the Basic Services provided for in this Agreement. If HGA is requested to provide such Additional Services, the Client shall compensate HGA for these services on an Hourly Rate basis of 2.55 times the Direct Personnel Expense (DPE) of HGA's personnel providing the services and/or 1.1 times the cost to HGA of any consultants providing the services plus Reimbursable Expenses. These terms are defined below, and such compensation will be over and above any maximums set forth in this Agreement. Additional Services may include, but are not be limited to, the following:

1. Administrative management of the Governmental agency review and approval process beyond the one (1) meeting indicated in the Scope of Basic Services will be performed on an hourly rate basis up to an agreed upon estimated allowance.
2. Exterior landscape architecture soft scape and hardscape design and development beyond ADA upgrades.
3. Cost Estimating beyond the one (1) Design Development estimate and (1) Construction Documents estimate indicated in the Scope of Basic Services.
4. Construction Administration Phase can be provided on an hourly rate basis as an Additional Service.
5. Furniture Fixture and Equipment volume counts, program, design, specification and budgetary pricing.

COMPENSATION

Compensation to HGA and its Consultants for Basic Services will be a Stipulated Sum in the amount of **\$171,417**. In addition to compensation for Basic Services, HGA will be reimbursed for its Reimbursable Expenses at 1.05 times their cost to HGA, estimated not to exceed **\$6,200**.

Compensation by Phase

Programming Phase:	\$32,446
Conceptual Design Phase:	\$22,516
Design Development Phase:	\$31,228
Construction Documents Phase:	\$44,182
Agency and Bidding Phase:	\$7,060
ADA parking lot upgrades above standard:	\$6,500
Unforeseen conditions contingency 20%:	\$27,485
<b>TOTAL:</b>	<b>\$171,417</b>

Mr. Guadalupe Rivera  
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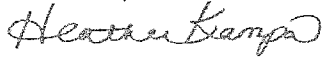
DPE is defined as the salary of HGA personnel engaged on the Project plus the cost of their mandatory and customary contributions and benefits. HGA will provide a list of billing rates for personnel expected to be assigned to the project in advance of the work.

Reimbursable Expenses are defined as the actual expenditures made by HGA in the interest of the Project for expenses such as out of town travel and/or living expenses, long-distance communications, reproductions and mailing, data processing, and any state or local taxes imposed where the Project is located.

If this Proposal is acceptable to you, please advise us and we will prepare an Agreement for this Project.

Thank you for the opportunity to propose our services on this Project.

Sincerely,  
HAMMEL, GREEN AND ABRAHAMSON, INC. (HGA)



Heather Kampa  
Associate Vice President  
California Interior Design Certification | 6407

# ATTACHMENT 3

