

NORTH COUNTY LIBRARY AUTHORITY

REPORT FROM THE LIBRARY REDEVELOPMENT TASK FORCE

Meeting Date: January 28, 2019

Subject: Response to NCLA January 14th Joint Meeting and Request to Authorize Consultant Services Contract

Prepared and Approved by: NCLA Library Redevelopment Task Force

Fiscal Impact:

One-time expenditure of \$12,000 from NCLA funds.

Purpose

The NCLA created the Library Redevelopment Task Force to take the lead in identifying and executing the steps necessary to build a new Main Library. Eleven highly qualified people were selected and approved by the NCLA to serve on the Task Force. The Task Force has carefully reviewed existing documentation directly relating to the Library, conducted three new studies to evaluate the library needs and redevelopment options, and reviewed information on similar projects within Los Altos and Los Altos Hills, as well as library projects in nearby communities. The Task Force found that there are distinct benefits in engaging the services of consultants that have successfully supported similar efforts. We have further realized that failure to properly navigate through the processes can doom the best efforts.

The NCLA requested more information from the Task Force at their meeting on January 14th. The Task Force desires to provide reliable and complete information to NCLA and feels that working with a firm that has expertise in this type of project will allow us to do so. Therefore, we are requesting authority to select and hire a consulting company to work with the Task Force for the express purpose of establishing a realistic workplan, budget, and timeline for this project.

Background

Need - A Los Altos Library Needs Assessment (2018 Update) and the Library Feasibility Assessment (dated May 2, 2018) indicated the need for the Los Altos Main Library to be replaced with a new larger facility. Renovation and/or additions to the existing building were ruled out as not being cost-effective. The existing structure does not provide reasonable means and methods to provide the (approximately 40,000 square-foot) area recommended by the Needs Assessment. The existing building configuration does not reasonably support the type of utilities (heating, ventilation and air conditioning (HVAC), electrical power, data, communications, and security) that are standard at current libraries.

The existing library is deficient in area to serve adequate functional spaces for children, teens, study, homework, collection, programs, and other functions. There is insufficient library meeting space

and insufficient space for the regular library collection that would appropriately serve the Los Altos and Los Altos Hills service area, even when the branch library is considered. The Children's area does not even have a dedicated restroom, nor any family restroom.

Public Support – A survey completed by Godbe Research in July 2018 revealed that a majority (62%) of potential voters would approve a bond issue for a new Main Library building. The survey respondents indicated preference for a bond measure over a parcel tax to fund a new library building. The survey results also indicated that more time and outreach is needed to overcome a lack of knowledge about the importance of libraries in general and the reasons why the Main Library would need replacement.

A bond issue to fund design and construction of a new Main Library would require a 2/3 (66.67%) majority to pass. Comments gathered by Godbe, and subsequently by Task Force members, seem to show that once people are made aware of the need, or have specific questions resolved, many voters' interests in a new library change from lack of support to clear support.

Work by the Task Force

The Task Force moved forward to define the issues and establish a timeline and budget for our project. We've focused our efforts toward gaining the funding needed for the project. Without funds, there is no project. Yet if the community were to vote for a bond to fund the library this is the clearest indication from voters that they want the new library.

Funding - Responses to the Godbe survey showed that support for a bond measure decreases as the amount of the bond obligation increases. We have heard from community groups, such as Our Next Library Committee, that there are those who may donate money from private or corporate sources to build a new library. Therefore, the Task force decided upon a two-pronged approach, pursuing both public and private monies to pay for the project. Donations could reduce the amount of money needed in a bond issue. We do not have information available at this early stage of the project to supply a realistic estimate of the amount that could be raised through a fundraising campaign.

Donors may be reluctant to give to a project that is not clearly defined, or where the success of the project is not yet secure. Therefore, we are considering a campaign to gain donation pledges, where pledged money would not be due until and unless the library gets fully funded. We need expertise to create documents that provide sufficient definition and graphics of the new library, without hindering the actual design, which could come only after a project is approved and an architect is hired. We need expertise to assure that donation pledges are respectful, legal, binding, and provide the best tax advantage.

Budget – We started developing a budget and timeline as we learned more. Certain costs are fairly clear, yet the actual cost will depend on timing. The cost of an election varies greatly depending upon the specific date. There are legal fees to prepare and review election papers. There are administrative costs to support the processes of the City of Los Altos and the Town of Los Altos Hills Councils to review and approve resolutions to support the NCLA in considering these measures.

In our research on similar projects in other communities, we learned that most conducted extensive educational campaigns to inform the community about the need for a new building prior to preparing any tax measure. This type of educational campaign was typically planned and executed with the support of experienced consultants. Additionally, once a bond measure is filed, neither the City, nor Town, nor NCLA can incur any costs associated with a second (but related) marketing campaign in support of a bond measure. Therefore, the Task Force sought and received a commitment from the Los Altos Library Endowment (LALE) to fund the campaign after a bond measure is filed for inclusion in an election. The Task Force recognizes the need for a consultant, experienced in projects such as this to provide guidance towards success and avoidance of pitfalls.

Timeline – We put together a rough timeline based upon what we have gleaned from available resources. However, we also realize that we may be unaware of required steps, which may affect the timeline as well as the budget.

Discussion/Analysis

We asked several Consultants to come to our public meetings to see how much information could be gained, and to gauge whether or not we should consider hiring a company. Although many in the Task Force initially thought we could do the work without a consultant, as we learned about areas where we lacked direct experience, we became convinced that a consultant is vital to success, and would help avoid doing anything that would reflect poorly upon the NCLA, the City, and the Town.

We also recognized that the members of the NCLA are accustomed to and rightfully expect to receive fully vetted reports from their respective and experienced staffs. That is why we have attempted to put this report into a similar format. Unfortunately, the Task Force does not believe we can provide NCLA with the level of reliable information that you deserve, without the expertise that a consultant would provide. Therefore, we propose hiring a consultant for a limited engagement to specifically work with the Task Force to develop the existing work into a more complete, authoritative, and reliable set of documents, responsive to the requests made by the NCLA at the January 14th meeting.

Attached are Draft level documents that the Task Force has created, revised to format more closely to respond to your requests. Although we caution that these reports may not be completely reliable at this draft stage (since they have not been vetted by people experienced in the intricacies of public information marketing, fund-raising, and public issuance of bond financing), we believe that the NCLA will find the information useful in your deliberations.

Options

- 1) Hire a consultant for a limited scope of work, to specifically assist the Task Force to develop a workplan, including budget and timeline, responsive to the requests made by the NCLA. The Request for Proposals (RFP) for this contract would include the initial phase of work (estimated to be 2 - 3 months), plus a second phase of work to complete the project up to the point of filing a bond issue. The second phase would only be authorized if the Task Force and NCLA are satisfied with the first phase work, and if the Task Force and NCLA agree that the second phase is necessary. More information is included in the attached Draft RFP Scope of Work.

Advantages: This approach allows the Task Force to develop a solid workplan, budget and timeline for future work. Phasing the work allows for a more efficient and effective administrative process, using one RFP for both phases. This more comprehensive approach would also attract more experienced consultants. The best consultants may not be interested in a process that would exclude them from the next phase of the work, or that involves excessive bureaucracy.

Disadvantages: none

2) Hire a consultant for only a limited scope of work with no provision for extension.

Advantages: This approach may be possible without the need for the RFP process. However, we believe we should comply with the normal processes of both the City of Los Altos and Town of Los Altos Hills.

Disadvantages: The approach may limit the field of consultants who would respond and may not provide the best consultant for the job. This approach also would require a second RFP, if it is determined that additional consultant services are warranted. Frequently, consultants that do preliminary work are excluded from participating in further phases of work, since they may be seen to have advantages over others.

3) Do not hire consultant.

Advantage – This is the no cost alternative.

Disadvantage – This option does not provide any outside expertise and does not move the project forward. While the Task Force is motivated and willing to donate their time to work on this project, we do not want to waste resources spinning our wheels, fearing that we are focusing on irrelevant items and missing unknown requirements.

Recommendation

The Task Force recommends option 1 above. Authorize the NCLA Staff (Los Altos City Manager) to advertise a Request for Proposals, for a consultant, per option 1 above, and execute an agreement for the first phase, on behalf of the NCLA, to provide education and outreach consulting services for the NCLA Library Redevelopment Task Force, in an amount not to exceed \$12,000.

The Draft RFP, including scope of work is attached.

Attachments:

1. Draft Scope of Work for Consulting Services
2. Summary of Need for New Main Library (references Los Altos Main Library Needs Assessment Update)
3. Revised Draft Budget (based upon current information)
4. Summary presentation slides

EDUCATION AND OUTREACH CONSULTANT

OBJECTIVE AND SCOPE OF WORK

The outreach and education program will be divided into two phases and shall include, but not be limited to, the following key elements:

Phase 1

1. Development of an outreach and education program to inform community members of the benefits of and need for a new library;
2. Preparation of detailed timeline of outreach program leading up to placement of a revenue measure on the ballot, including detailed budget outlining potential costs;
3. Recommended funding strategies.

Phase 2

1. Outreach, community input gathering and presentation of project to key groups, stakeholders and officials;
2. Development of targeted messaging materials for the many segments of the community;
3. Leadership over all communications during outreach and education program;
4. Recommendations on other aspects of outreach and education program as well as potential funding opportunities;
5. Continuous updates of budget and timelines as outreach and education program proceeds.

Note that the consultant(s) must be willing to work in conjunction with NCLA Board members, staff, the NCLA Library Redevelopment Task Force, and community volunteers to help reach the goals outlined, which may be subject to change. Further, project may be cancelled after Phase 1.

What Could a New Library Offer? ¹

A New Library will provide our community access to up-to-date library services, programs, activities and an expanded collection consistent with those enjoyed by neighboring communities.

- **Children's area and dedicated teen room that are adequately sized**
 - Dedicated space for storytimes and other programs and activities, eliminating the need to turn children away from popular programs
 - Expanded activity areas targeted to children of all ages
 - Children would have better access to the collection - lower shelves, better display
 - Family restrooms
 - Eliminate the need for Teen room to be "taken over" for other uses

- **Additional and larger programming and meeting rooms**
 - Larger program room that can accommodate all attendees
 - Additional small programming room(s) to allow multiple events at same time
 - New small meeting rooms for tutoring and group meetings
 - Option for new offerings such as technology lab or maker space

- **More browsable and accessible collection**

- **More seating options and additional quiet areas**

- **Updated power and internet connections to reliably support current and future technology needs**
 - Outlets at every seat and workstation, all meeting rooms and in all study areas
 - New tools for patrons, including option for dedicated technology education space
 - Capacity for growth and evolution

- **Compliance with current building codes**
 - Earthquake, fire, accessibility, HVAC

- **Expanded and more efficient staff back office space and new Friends of the Library workroom**

¹ For further information see Los Altos Main Library Needs Assessment Update, dated April 10, 2018 by Group 4; and accompanying PowerPoint Presentation dated March 22, 2018.

**NCLA Library Redevelopment Task Force
Preliminary Budget
(DRAFT 24-Jan-2019)**

	CY2018 Actual	CY2019 Projected			CY2020 Projected			Total	Notes
		Unit Cost	Qty.	Extension	Unit Cost	Qty.	Extension		
FUNDING SOURCES (considered to date)									
North County Library Authority	45,855						-	45,855	
Los Altos Library Endowment	16,105						150,000	166,105	\$150K committed for expense not funded from public sources. Could be used in 2019 or 2020.
Friends of the Library	16,105							16,105	
Santa Clara County Library District								-	
City of Los Altos								-	
Town of Los Altos Hills								-	
Our Next Library Committee								-	
TOTAL FUNDING	78,066			-			150,000	228,066	
EXPENSE									
1 Building Requirements									
a Needs Assessment Update	14,210							14,210	NCLA, LALE, FOL each paid equally
b Architectural Feasibility Study	34,106							34,106	
Subtotal	48,316			-			-	48,316	
2 Outreach Consultant									
a Phase 1 Consulting fees		6,500	2	13,000				13,000	Professional advisor to Task Force
Phase 2 Consulting fees		6,500	6	39,000				39,000	
Phase 3 Consulting fees				-			30,000	30,000	
b Contingency			15%	8,000		15%	4,500	12,500	
c Subtotal				60,000			34,500	94,500	
3 Community Input and Outreach									
a Printed materials, mailings		17,000	3	51,000	15,000	5	75,000	126,000	Pre-filing: 3 mailings to all households; Post-filing: 5 mailings to targeted households
b Advertising, online media				10,000			10,000	20,000	
c Signs, voter contact							6,000	6,000	
d Contingency			15%	9,150		15%	13,650	22,800	
e Subtotal				70,150			104,650	174,800	
4 Polling									
a 2018 Revenue Measure Survey	29,750							29,750	Survey to assess initial support
b 2019 Revenue Measure Survey				30,000				30,000	Survey to assess support just prior to filing
c Contingency			15%	4,500				4,500	
d Subtotal	29,750			34,500				64,250	
5 Legal & Accounting Services									
a City attorney review				20,000				20,000	Review funding authorities, bond resolution, ballot language
b Fundraising accounting consultant		5,000	2	10,000				10,000	Compliant account structure & funds flow; Monthly fee
c Accounting services							2,000	2,000	Treasurer's reports, FPPC filings
d Contingency			15%	1,500		15%	300	1,800	
e Subtotal				31,500			2,300	33,800	
6 Private Fundraising Consultant									
a Consulting fees		2,000	10	20,000	2,000	2	4,000	24,000	Need still to be determined monthly fee
b Fundraising study				45,000				45,000	
c Fundraising campaign execution		4,500	10	45,000	4,500	2	9,000	54,000	monthly fee
d Contingency			15%	16,500		15%	1,950	18,450	
e Subtotal				126,500			14,950	141,450	
7 SCCROV Filing Fees									
				75,000				75,000	Exact cost determined by registrar. Expected range: \$50K - \$500K
TOTAL EXPENSE	78,066			397,650			156,400	632,116	
UNFUNDED EXPENSE	-			(397,650)			(6,400)	(404,050)	

Assumptions: • Filing in December 2019. • Election could be as soon as Feb. 2020



North County Library Authority Library Redevelopment Task Force

January 25, 2019

Los Altos Main Library Building

The oldest in the Santa Clara County system, the Main Library is operating at or beyond capacity at 28,000 sq. ft.

The library would not meet current building codes, and cannot be upgraded for adequate power outlets.

A needs analysis commissioned by NCLA recommended a new structure to be built on the same site of at least 40,000 sq. ft.



Engaging the Community

A poll of residents found approximately 62% in favor of a bond measure for the new library, within range of the required super-majority.

A Task Force consisting of community members including LALE and the Friends of the Library is active in planning and outreach.

A private fundraising campaign will add to \$2M already committed from bequests.



What's Needed Next

The Los Altos and Los Altos Hills Councils must confirm their support for the new construction.

NCLA is requested to cover some of the initial costs including an outreach consultant, deemed essential in other regional library redevelopments.

The consultant will start with a review of the timeline and budget drafted by the Task Force.



Recent Library Remodels with Consultants



Gilroy The Lew Edwards Group



Hayward Clifford Moss; Brakeley Briscoe

Recent Library Remodels with Consultants



Belmont

The Lew Edwards Group



Palo Alto The Lew Edwards Group

Task Force Achievements

- Obtained commitment from LALE for campaign expenses
- Spoke with three outreach consultancy firms
- Met with community members and fundraising consultant about private fundraising
- Drafted timeline and budget for public and private fundraising campaigns
- Developed communication plan



Next Steps for Success

- Retain outreach consultant
- Determine optimum date for bond measure
- Clarify legal and financial authority of stakeholder organizations
- Finalize budget
- Develop and execute comprehensive education and outreach campaign, gather community input
- Develop and execute private fundraising campaign



Thank You