



**SACRAMENTO
HOUSING AND REDEVELOPMENT
AGENCY**



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April 12, 1988

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SACRAMENTO
HOUSING AND REDEVELOPMENT
AGENCY



April 5, 1988

City Council of the
City of Sacramento
and
Redevelopment Agency of the
City of Sacramento
Sacramento, California

Honorable Members in Session:

SUBJECT: Construction Management Plan for Central Library Project

SUMMARY

This report provides a status update and outlines various issues pertaining to the expansion of the Central Library as we proceed with implementation of the project. At this time, some of these issues have budget implications that must be dealt with. These include the addition of square footage to the new library, the need for an unexpected level of hazardous waste removal, potential court-determined land acquisition costs, and related relocation and legal expenses. Other outstanding issues that may have budget impact involve the library remodel, off-site improvements, and potential contributions for Art in Public Places in excess of standard contributions.

The staff is requesting the following: 1) approval of design changes; 2) budget modifications related to the design changes and other issues outlined in this report; and 3) approval of a plan to phase construction.

BACKGROUND

On August 4, 1987, the Redevelopment Agency of the City of Sacramento (Agency) approved a Disposition and Development Agreement (DDA) with the Library Plaza Group (LPG) for the development of a library, galleria, office and parking complex on the block bounded by 8th, 9th, "I" and "J" Streets.

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The project, as defined in the DDA, consisted of 119,800 square feet of new library and galleria space, 23,200 square feet of remodeled library space, an office structure of 307,000 square feet, and a 710-space parking structure. The public portion of the project (new library/galleria, remodeled library, parking structure, off-site improvements, replacement housing, library furniture, etc.) would cost \$32.4 million, and the private portion (office and retail) would cost \$34.0 million, for a total project cost of \$66.4 million.

Summary of Events Since August 4, 1987

Since the DDA was signed last August, Agency staff and LPG have proceeded on many fronts toward implementation of the project.

We attempted to negotiate mutually agreeable acquisitions of the properties on the library block, but were able to agree on purchase prices with only four of the nineteen property owners. We therefore obtained Orders of Possession for the properties from the County Superior Court, after approval of the eminent domain action by the Agency, and relocated the commercial and residential tenants on the block. Unless we are able to settle with the property owners between now and the time the cases go to trial, the final purchase price of the properties will be determined in court. The unknown outcome of the purchase price determination has introduced substantial financial uncertainty to the project. It is inappropriate to speculate publicly on the extent of this risk.

Other significant events since last August include our sale of \$33,925,000 in Tax Allocation Bonds for the project, based on financial arrangements among the Agency, the City and the Developer, and our successful defense of the project against a legal challenge last November. Additionally, a serious asbestos problem on the site was discovered. (Asbestos abatement is currently underway.)

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We have also spent many hours revisiting in closer detail the plans for the garage and library. While the garage costs will remain the same despite a redesign which results in additional spaces, the library design has been significantly modified. Essentially, 21,000 square feet has been added over and above the original contract amount, bringing the total library/galleria space from 143,000 to 164,000 square feet. (The reasons for the proposed changes are detailed below.) Additional changes relate to potential additional art in public places expenditures and Design Review Board concerns. As a result, total projected costs for the library and library remodel, exclusive of acquisition, have gone from \$15.6 million to \$18.2 million.

In sum, we have acquired property, sold bonds, defended the project in court, relocated tenants, and moved the planning process forward. We have expended \$8,614,047, and LPG has expended \$2,976,554 to bring the project to this point (see Attachment 1). Despite the financial uncertainty associated with acquisition and the increased construction costs, we believe that it is in our best interest to proceed.

Proposed Phasing Program

To proceed prudently at this point, we recommend that several adjustments to the library program be made. First, an additional \$2.154 million from the 1987 Tax Allocation Bond proceeds currently allocated to miscellaneous public improvements should be committed to the project. These were funds raised at the original library bond sale above the minimum amount anticipated as a result of better than expected market factors at the time of sale. An additional \$356,000 in 1987 Tax Allocation Bond funds which were allocated for construction management in the 1988 budget. Approximately \$206,000 of these funds will be required this year. We therefore recommend that the remainder be reallocated within the project.

Secondly, in order to create a prudent project contingency, the construction program will have to be closely monitored until the uncertainty over the acquisition costs can be resolved. We propose, therefore, to complete the library building program in phases.

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As noted above, we firmly believe that the entire building shell square footage should be built at one time. The reason for this is that the City, as it grows, will truly require the proposed square footage to meet its patrons' needs. The economies of scale involved in constructing the entire building shell while the overall site is under construction will, in the long run, provide cost savings. As the project progresses and uncertainties are resolved, we will make incremental decisions on the extent of interior improvements which can be "phased-in" during the initial construction program. In the worst case, the humanities section may have to be delayed and the administrative offices kept at 8th and J for a period of time. (The temporarily unfinished space can be used for stacks or storage.) This phasing concept will also serve to reduce the initial furnishings cost. Decisions on the extent of the remodel of the existing structure, streetscape improvements and furnishings provided will also be delayed pending reduction of the acquisition phase uncertainty (see Attachment 2).

While it might be possible to scale back the scope of development to meet the current fund availability, staff strongly believes that the phasing approach is superior. First, it allows for the eventual expansion of the library to its full potential. Were the current plans scaled back to a three-story structure, for example, additional future expansion would be impossible, or at best, unlikely. Second, it allows existing approvals to stand. Many of the mitigation measures outlined in the project environmental impact report, for example, depend upon the design of the library as presented to the Agency on August 4, 1987. Were the project scaled back to a smaller design, an amendment of the EIR would be necessary as would a time period to allow for circulation, hearings, and appeals. Re-approval of the Design Review/Preservation Board would also be required. Our entire agreement would, in fact, require re-negotiation.

The proposed phasing plan offers construction of the total square footage of the project as required by the City. In the worst case, it would take longer than originally anticipated to make the new library entirely functional. We believe this is a better alternative than to settle for a new structure which doesn't meet the library's current and future needs.

Additional details regarding the complications which have brought us to this point are outlined below.

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Library Expansion

Over the last seven months, Kaplan, McLaughlin and Diaz (KMD), architects for the Central Library Expansion Project, have worked closely with the City's General Services Division and Library staff, as well as Agency staff, to refine floor plans to meet the library's program needs. Detailed explorations of the original schematics, which time has permitted since August, have determined that the configuration of individual departments required by the original design resulted in a loss of efficiency. Some library departments, for example, would have been split between levels, making the function of these departments more difficult, and increasing their staff requirements.

In addition, the Library staff and its consultant believed it imperative that both the children's library and the adult popular library be located at easily accessible points. The children's library must be immediately accessible and not require children to traverse adult areas. The isolation of the children's library is a safety measure as well as a measure to preserve the tranquility of the adult areas. The adult popular library is required to be immediately accessible because lunch time patrons tend to come to the library only for short periods of time. For this reason, the adult popular library would be put to the greatest use if located near the first floor entrances.

Under the original constraints, the criteria of these two programs would have required the adult popular library to overflow significantly into the galleria space. However, Agency staff and the Redeveloper were not satisfied with this solution because the galleria was primarily intended to provide space for civic events and private functions as recommended in the Urban Design Plan. Circumstances which would require the closure of the space to the public for private events would limit the galleria's use as a library. Thus, KMD proposed that the area beneath the galleria be finished to provide additional basement space. The programs located in the original basement area could thus be moved beneath the galleria to allow additional space for the children's library. The architects proposed multiple level changes between the first floor and the newly defined children's library in order to integrate the children's library with the first floor. In addition, natural light would flow into the children's library from windows on the north and west walls as the basement area would be located above ground level.

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The adult popular library could then be expanded to fill the remainder of the first floor, thereby eliminating the critical need for the adult popular library use in the galleria. The total square footage of the library and galleria under the revised design is approximately 164,000.

The architect and library staff have agreed to locate six moveable units within the galleria to provide light reading material to daytime users and cafe patrons lunching in the galleria. This material will not be so essential to the function of the library as to inhibit the closure of the galleria to the public when private events are scheduled. A check-point may be located at the galleria exit on 9th Street. The moveable units will have panel covers which function as accoustical equipment for musical and dramatic events.

Additional changes in the galleria space are the elimination of the library bookstore and expansion of the cafe. The cafe is now planned to have an entry point on 9th Street as well as within the galleria in order to serve patrons when the galleria is closed for private events. Space plans for the second, third and fourth floors of the library remain, for the most part, as approved by the Agency. Changes to the fifth floor include the addition of a computer training center, enlarged staff spaces, and two additional conference rooms, all relocated from lower floors to maximize staff efficiency. In addition, the patio area overlooking "I" Street will no longer be accessible to the public, but will only be used by staff. This will eliminate the requirement that the patio area be supervised.

A reduced version of the revised set of plans is attached (Attachment 3) for your review.

The City staff, the Agency staff, the Redeveloper and the architects are pleased with the revised library design. The increased library basement area allows interior spaces to be used more efficiently and optimizes the limited first floor area. The conflict between library needs and the civic/private function of the galleria is also resolved.

It is estimated that the revised changes and the increased square footage will cost approximately \$2.6 million.

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Asbestos and Toxics Removal

The Project developers (Library Plaza Group) hired EnviroGroup, an environmental consulting firm, to conduct a survey of the library block to determine whether hazardous materials were present. EnviroGroup completed its survey on February 12, 1988 and determined that approximately 20,000 linear feet of asbestos is present in the form of pipe wrapping, and that approximately 20,000 square feet of asbestos is sprayed on ceilings in buildings on the Library site. This amount is much greater than was originally anticipated by the Agency and its developer. (Much of the asbestos is in portions of the Californian Hotel which were not accessible to us before taking possession). The asbestos removal will take approximately 45 days and cost approximately \$500,000. This amount will be apportioned by property between the developer and the Agency. Additionally, we have become aware that other toxics including an unspecified amount of PCBs are present on the site. The possibility of buried fuel tanks in the alleyway area also exists. Because of the uncertainty involved in this area, staff is recommending that a toxics removal fund of \$650,000 (which includes the \$500,000 mentioned above) be set aside for the project.

Land Acquisition Costs

On October 13, 1987, the Redevelopment Agency of the City of Sacramento approved a Resolution of Necessity which authorized the Executive Director to commence eminent domain proceedings in order to acquire the properties on the library block. The Agency then deposited with the County Superior Court the appraised values of the properties. The Agency settled with four of the property owners on the block, but 15 properties remain in dispute. The actual amount required for the acquisition, however, will not be determined until property owners agree to settle or until the Court renders judgements. It is anticipated that hearings will commence in the fall of 1988, but the possibility exists that the settlements may be held up in court for several years. This is the area with the greatest remaining uncertainty.

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Relocation Costs and Legal Fees

The relocation of the tenants of the Californian Hotel was completed on February 16, 1988, and all business tenants vacated the block bounded by 8th, 9th, "I" and "J" Streets on April 1, 1988. Final relocation and related expenses, along with legal fees, have not been determined. For your information, Agency staff has allowed some additional relocation expenditures to business tenants in order to prevent unusual hardships and to insure that businesses could continue operation following relocation. Legal fees are also greater than original estimates as a result of the numerous oppositions filed against the Agency by tenants and owners on the library block adverse to the relocation.

Art in Public Places

The Art in Public Places program stipulates that two percent of construction costs expensed in the Central Business District be contributed toward the Art in Public Places program. A total of \$730,000 is allocated within the Central Library Expansion Project budget for artwork in accordance with the Art in Public Places program. The allocation for the public portions of the project (library, galleria, and parking garage) is approximately \$320,000. The works of art proposed for the project by the Sacramento Metropolitan Arts Commission and the project architects include architectural glass at both the 9th and I Street entrances, artistic treatments on the southern wall of the galleria, and decorative floor treatments within the galleria. The cost of these projects will deplete the Art in Public Places funds generated by the public portions of the project. Additional design treatments, however, may be desired in order to mitigate the 'bulk' of the parking structure's appearance, especially since the redesign of the structure, as described below, intensifies the perception of its mass. Should the art work be considered essential, the current proposal for library and galleria art will either be modified to accommodate the garage art expense, or additional funds for the artwork will have to be identified.

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Garage Issues

Since the original design was presented in August, LPG, along with the City's traffic and parking division staff have spent considerable time and effort reviewing the proposed structure design. By utilizing an exterior shear wall system, the total number of spaces has been increased from 710 to 814 at no additional projected cost. The Agency will share in those additional spaces in proportion to the original LPG/Agency split. While the retail space will remain approximately the same, the shear wall system will reduce the retail frontage along J Street by about 42 feet. Display windows will be placed in the shear wall along that expanse. The balance of the J Street frontage will remain retail.

Offsite Public Improvements

The approved Central Library Expansion Project budget includes \$500,000 for public improvements along 9th Street which incorporates decorative paving stones between the Library and Plaza Park, park benches and landscaping. The design concept envisioned by the architects achieves an assimilation of the library/gallery space and Plaza Park, inducing an overflow of activity from the structures into the park. The extent to which these treatments may be implemented depends upon the amount of funding available as the project proceeds. Adverse property judgments could cause this portion of the project to be delayed until another source of funding is identified.

The design thus far is limited to special treatments along 9th Street. In order for the public areas to fully complement one another, the design should be extended further into and around the park and along the "I", "J" and 10th Street borders. Also desirable would be treatments along "I" Street which harmonize and integrate City Hall and Plaza Park. Agency staff has requested that the project architects prepare schematic designs which would achieve that integration. Funding for the additional architectural treatments, however, has not been identified. It is hoped that portions of these developments can be undertaken as a part of the development of the City's east-end garage and private development on "J" Street across from Plaza Park. Agency staff will meet with the City's Community Services and Public Works Department in order to develop strategies for achieving this goal.

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FINANCIAL DATA

As noted in the summary section above, in order to meet the increase in construction costs and to be adequately protected against adverse court judgements regarding land acquisition, staff recommends a two-fold approach. First, staff recommends that \$2.154 million in 1987 Tax Allocation Bond proceeds, which were allocated for miscellaneous public improvements in the 1988 budget, be allocated to the project. Second, staff recommends that the funds budgeted for discreet aspects of the project, such as the library remodel, furniture expenses, off-site improvements, construction management (not required in 1988) and the project contingency, be set aside until land acquisition costs are closely defined. Once property acquisition costs are established, these funds will be used to "phase in" the components of the project not identified in the first phase.

Staff also recommends an increase of the established 3.5 percent construction contingency (included in the construction budget) for the library and parking garage to 8 percent. Eight percent is a generous amount for a project such as this in which the price has been negotiated. Any funds remaining in the construction contingency will be reallocated for the project components not included in the project's first phase once construction of the building shell is complete.

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The original budget and proposed approach are thus as follows:

	<u>Approved Budget</u>	<u>Revised Proposal</u>
Remodel	\$ 2,035,568	Decisions on extent of remodel and timing to be made as project progresses.
New Library and Galleria Construction	13,604,488	16,622,372 ¹
Parking Construction	7,448,604	7,824,299 ²
Acquisition and Related Expenses	5,120,000	5,414,000 ³
Furniture	1,000,000	Costs phased in over time, most likely from other City financing.
Hazardous Waste Removal	-0-	650,000
Housing Replacement	1,000,000	1,000,000
Project Contingency	1,700,000	-0-
Offsite Improvements	500,000	Subject to phasing plan.

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Construction Management (1988 Budget)	356,000	206,000
Amount to be Allocated as Needed	-0-	3,201,489
	\$32,764,660	\$34,918,660

1. This amount will assure completion of interior finishes on the first, second, and third floors, the children's library in the basement area, the galleria, and the construction of the glass wall which separates the galleria from the existing library.
2. Provides for an increase in project contingency from 3.5% to 8%.
3. Current appraised values for unresolved properties plus actual property acquisition expenditures to date.

ENVIRONMENTAL REVIEW

An environmental review pursuant to the California Environmental Quality Act was prepared for the Central Library Expansion Project, and was approved by the Redevelopment Agency of the City of Sacramento on August 4, 1987. No further review is required by this action.

POLICY IMPLICATIONS

The recommended actions are consistent with the Merged Downtown Sacramento Redevelopment Plan and Implementation Strategy, the Urban Design Plan, and related approved Agency policies.

VOTE AND RECOMMENDATION OF COMMISSION

It is anticipated that at its meeting of April 11, 1988, the Sacramento Housing and Redevelopment Commission will adopt a motion recommending that you take the above-mentioned action. In the event they fail to do so, you will be advised prior to your April 12, 1988 meeting.

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RECOMMENDATION

Staff recommends approval of the attached resolution which authorizes the following actions:

1. Approval of the revised library design;
2. Approval of the revised garage design and allocation of spaces;
3. Allocation of \$2.154 million in 1987 Tax Allocation Bond funds to the Central Library Expansion Project;
4. Re-allocation of funds within the Central Library Expansion Project to reflect the following changes:
 - a. increase in the acquisition budget to reflect current settlements and appraised values for the acquisition of properties not yet settled;
 - b. hazardous waste removal budget established at \$650,000;
 - c. increase of the construction budget to \$16,622,372 to reflect the first phase improvements;
 - d. increase in the parking garage budget to \$7,824,299 to reflect an 8 percent contingency;
 - e. reallocation of \$150,000 of the \$356,000 allocated in the 1988 budget for construction management for acquisition and/or components of the project not identified in the first phase;
 - f. reallocation of funds in the furniture, offsite improvement and project contingency budgets for acquisition expenses and/or components of the project not identified in the first phase;

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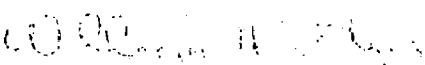
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5. A project phasing approach as outlined in the report, which includes authorization for the Executive Director to execute an amendment of our agreement with LPG to reflect the project phasing and amend budget items, and authorization for the Executive Director to disburse funds allocated for project phasing.

Respectfully submitted,


WILLIAM H. EDGAR
Executive Director

WHE/WS:cmc

TRANSMITTAL TO COUNCIL:

WALTER J. SLIPE
City Manager

Contact Person: Thomas V. Lee
440-1355

2846J

RESOLUTION NO.

ADOPTED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO

ON DATE OF

April 12, 1988

CENTRAL LIBRARY EXPANSION PROJECT APPROVAL OF DESIGN CHANGES, PROJECT PHASING AND BUDGET AMENDMENTS

WHEREAS, the Central Library Expansion Project ("Project") Disposition and Development Agreement (DDA) was approved by Resolution No. RA 87-055 on August 4, 1987; and

WHEREAS, design changes are desired to increase the total square footage of the Project library and galleria and to increase the number of parking spaces in the Project parking garage; and

WHEREAS, such design changes, increased acquisition related costs and unforeseen and extraordinary Project costs require an increase in budget for the Project; and

WHEREAS, phasing of the Project is desired to provide adequate contingency reserves at all times;

NOW, THEREFORE, BE IT RESOLVED BY THE REDEVELOPMENT AGENCY OF THE CITY OF SACRAMENTO:

Section 1: Design changes as set forth in the staff report filed with this resolution ("Staff Report") which increase the total square footage of the new library and galleria to 164,000 are hereby approved.

Section 2: Design changes as set forth in the Staff Report which result in an increase in the number of garage spaces to eight hundred fourteen (814) are hereby approved.

Section 3: The Executive Director is authorized to take such actions necessary to amend Project documents to reflect such increase in spaces and to allocate six hundred seventy-one (671) spaces to the use of the office structure and one hundred forty-three (143) spaces to public uses serving the library staff and retail patrons.

Section 4: The project phasing approach to the Project as described in the Staff Report is approved and the Executive Director is authorized to take such actions and enter such agreements as are required to implement such phasing approach.

Section 5: The \$2.154 million in 1987 Tax Allocation Bond funds previously designated for miscellaneous public improvements and which have not been allocated are allocated to the Central Library Expansion Project and the total Project budget is increased said amount.

Section 6: The Project Budget shall be amended as follows:

<u>Item:</u>	<u>Amount</u>
Library Rehabilitation Costs	To be determined as project progresses
New Library and Galleria Construction	\$16,622,372
Parking Structure Construction	\$ 7,824,299
Acquisition and Related Expenses	\$ 5,414,500
Furniture	To be determined as project progresses
Hazardous Waste Removal	\$ 650,000
Housing Replacement	\$ 1,000,000
Offsite Improvements	To be determined as project progresses
Construction Management	\$ 206,000
Project Phasing	\$ 3,201,489
TOTAL	<u>\$34,918,660</u>

Section 7: The Executive Director is authorized to disburse the Project Phasing funds identified in Section 6 for acquisition and related expenses, library rehabilitation, library and galleria construction, library furniture and off-site improvements in and adjacent to the library block, according to the Project Phasing approach described in the Staff Report.

CHAIR

ATTEST:

SECRETARY

1100WPP2(113)

ESTIMATE OF EXPENSES TO DATE

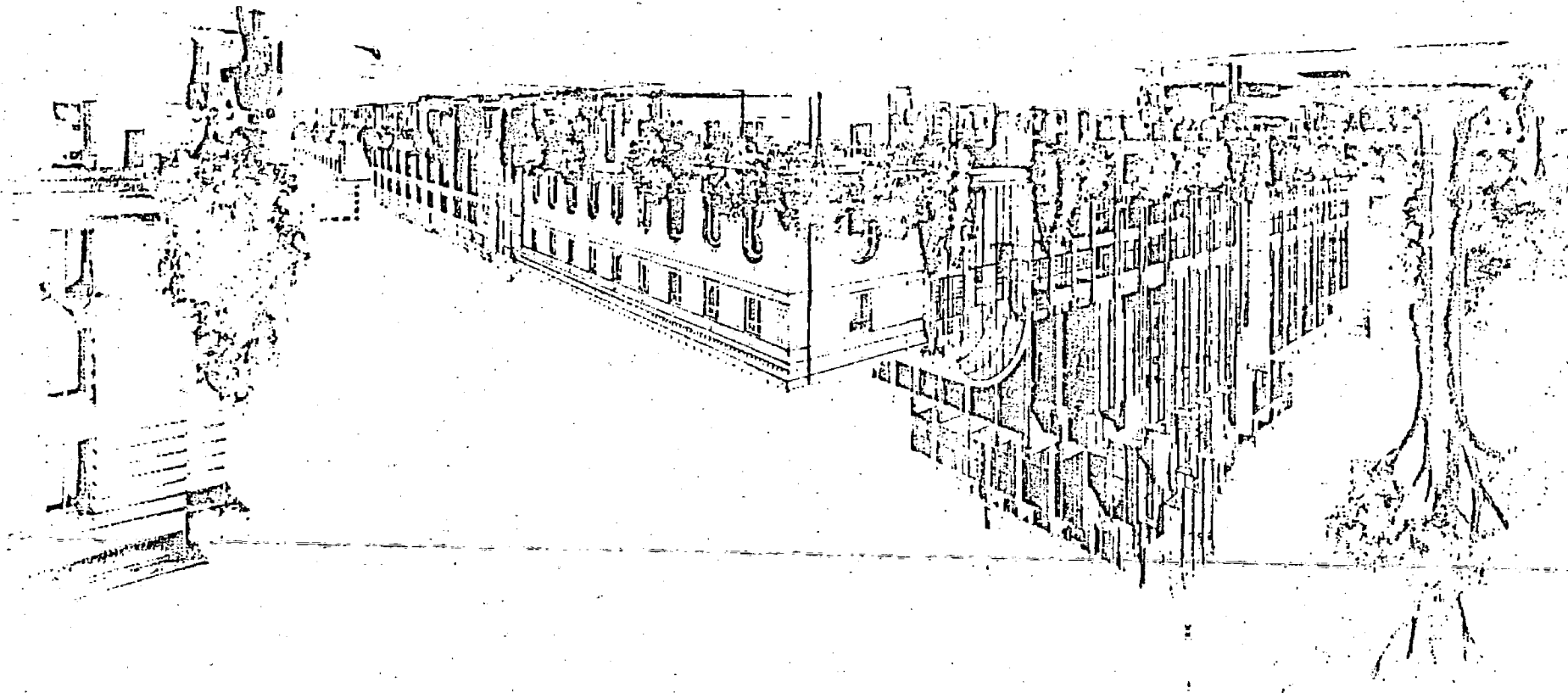
	<u>Agency</u>	<u>LPG</u>
Initial Feasibility Study		
Consultant	\$ 50,000	
Agency Staff	25,000	
RFP Process	25,000	40,000
Re-selection Process	15,000	
Negotiation Phase	30,000	40,000
Pre-Adoption		
Environmental Review		53,000
Arch/Archeology		12,000
Staff	30,000	10,000
Property Acquisition		
Purchased Outright	569,000	499,000
Deposit with Court	6,810,000	1,965,000
Carrying/Opportunity Costs of Department	238,350	88,427
Relocation	296,732	36,527
Legal	19,949	11,602
Financing Costs		
Financial Consultant	12,600	
Rating Agency	38,000	
Legal	53,000	
Financial Advisor	125,000	
Miscellaneous Costs	81,760	
Staff	20,000	
Continuing Design Processes		
Architect	149,156	150,000
Parking Consultant		39,000
Toxics Consultant		7,000
Staff Costs	25,000	25,000
Total Expenses to Date	\$8,614,047	\$2,976,554

Note: Additionally, the City itself has had considerable expenses to date. Staff time and other expenses on the part of people in the manager's office, treasurer's, architects, library, public works, planning, etc., as well as the carrying costs of the City's portion of the debt service has been substantial.

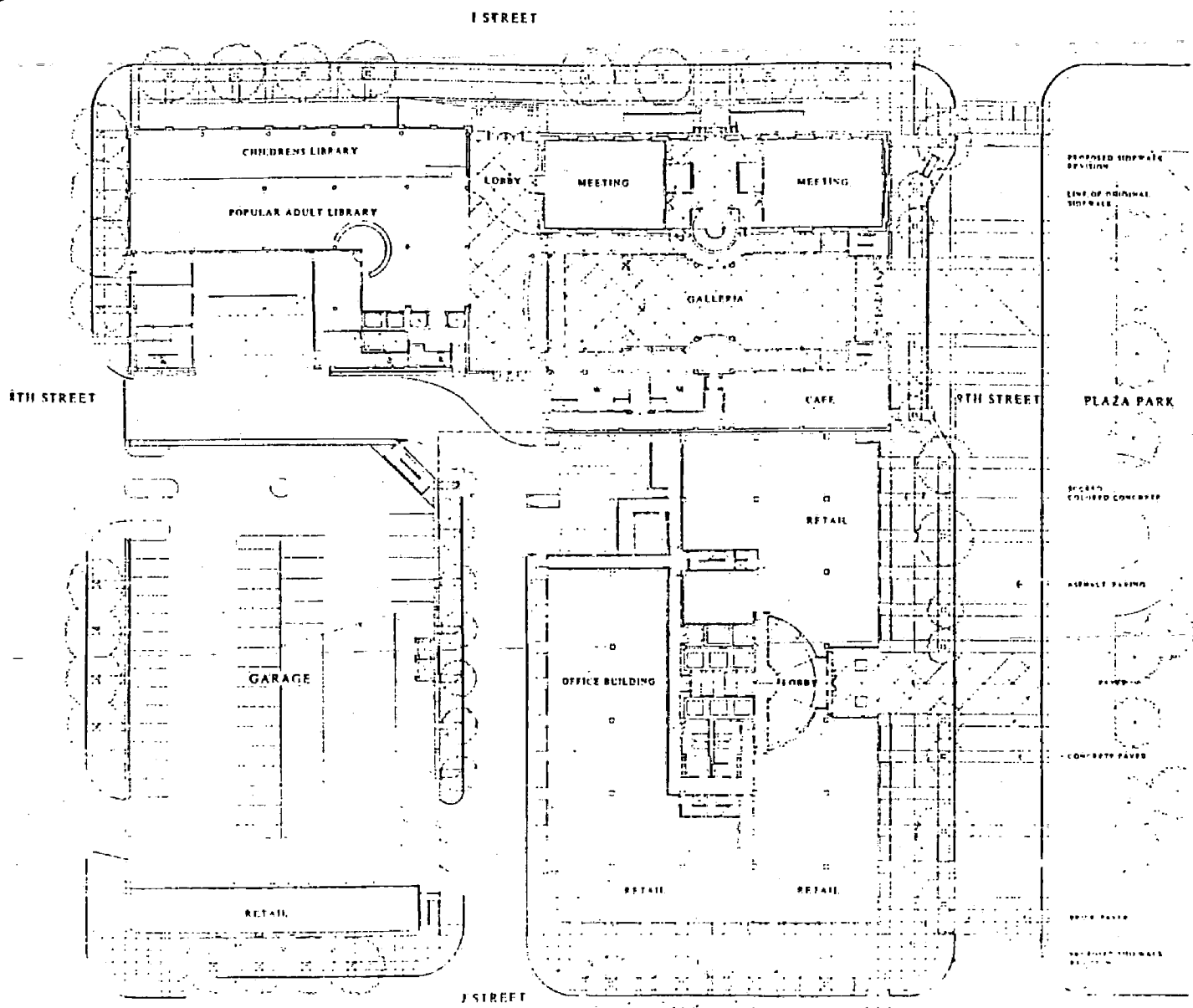
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	<u>Completed Project</u>	<u>Phase I</u>	<u>Future Requirement</u>
CONSTRUCTION COSTS			
Library/Galleria	\$13,865,000	13,415,000	450,000
Remodel	900,000 ¹	-0-	900,000
LPG Contintency	516,775	469,525	47,250
SHRA Contingency	<u>664,425</u>	<u>603,675</u>	<u>60,750</u>
TOTAL CONSTRUCTION COSTS	\$15,946,200	14,488,200	1,458,000
SOFT COSTS			
Architectural/Engineering	690,000	690,000	-0-
Permits/Fees	136,736	136,736	-0-
Art Expense	318,924	289,764	29,160
Taxes/Insurance/Misc.	378,350	378,350	-0-
Developer Fee	<u>698,808</u>	<u>639,322</u>	<u>59,486</u>
TOTAL SOFT COSTS	2,222,818	2,134,172	88,646
TOTAL COSTS	\$18,169,018	16,622,372	1,546,646

¹ A portion of the costs associated with the remodel in the original budget, demolition of the library stack wing and construction of the wall that joins the Library to the Galleria, are included in the Phase I construction costs. The amount identified here may change if major structural problems in the existing library building are discovered in the course of remodel.



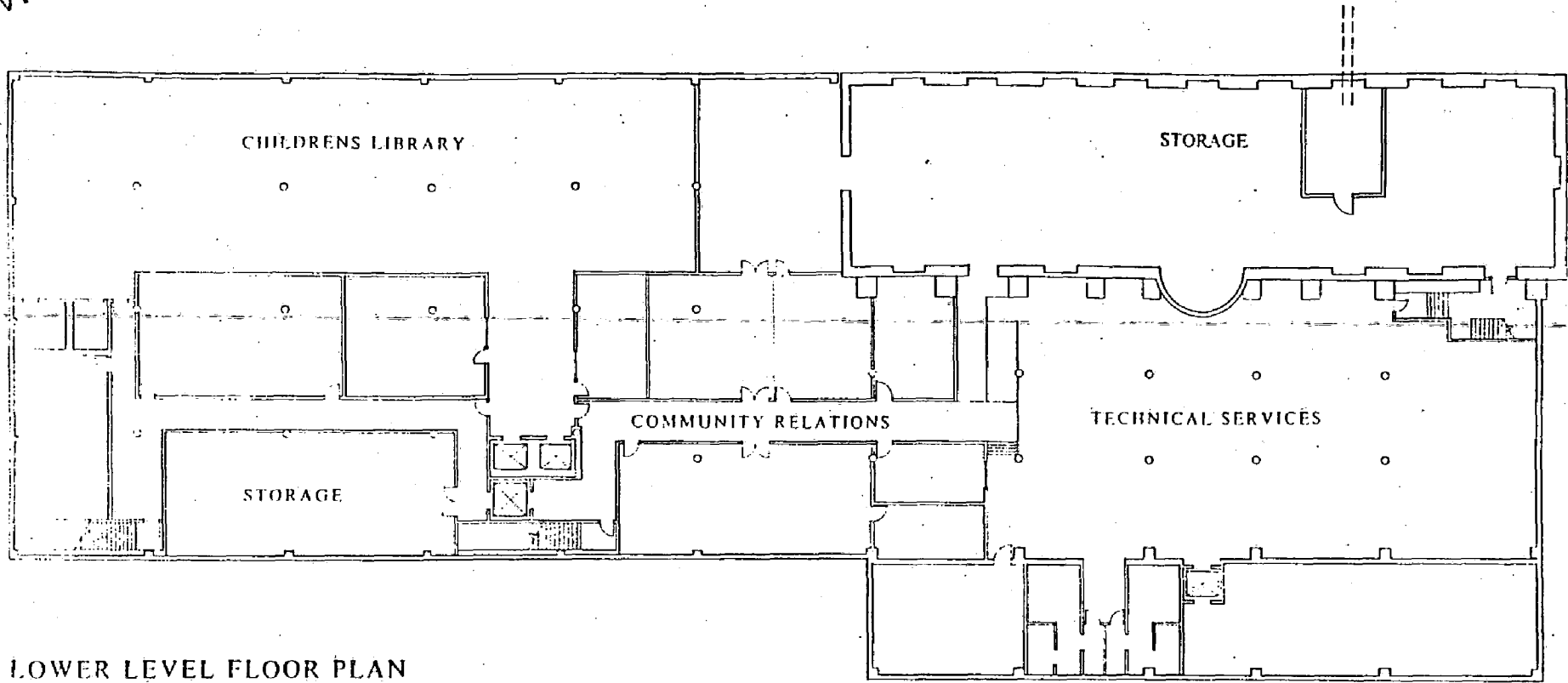
REVISED



SITE PLAN



REVISED



LOWER LEVEL FLOOR PLAN



LIBRARY



LIBRARY PLAZA

LIBRARY PLAZA GROUP
LPS