

Agenda Report

February 3, 2025

TO: Honorable Mayor and City Council

FROM: Department of Public Works

SUBJECT: AUTHORIZATION TO UTILIZE ALTERNATIVE PROJECT DELIVERY METHOD FOR THE CENTRAL LIBRARY SEISMIC RETROFIT AND RENOVATIONS AND CONSTRUCTION OF TRANSIT OPERATIONS MAINTENANCE FACILITY PROJECTS

RECOMMENDATION:

It is recommended that the City Council:

1. Find that the proposed action does not constitute a project subject to the California Environmental Quality Act (CEQA) pursuant to Section 21065 of CEQA and Sections 15060(c)(2), 15060(c)(3), and 15378 of the State CEQA Guidelines and, as such, no environmental document pursuant to CEQA is required;
2. Authorize the Department of Public Works to utilize alternative project delivery method, construction manager at-risk, for the Central Library Seismic Retrofit and Renovations project as per Pasadena Municipal Code (PMC) Section 4.08.136 (Alternative project delivery); and
3. Authorize the Department of Public Works to utilize alternative project delivery method, construction manager at-risk, for the Construction of Transit Operations Maintenance Facility project as per Pasadena Municipal Code (PMC) Section 4.08.136 (Alternative project delivery).

EXECUTIVE SUMMARY

The Department of Public Works recommends authorization of the Construction Manager at-Risk (CMAR) project delivery method for two key infrastructure initiatives: the Central Library Seismic Retrofit and Renovations project and the Transit Operations and Maintenance Facility (TOMF) project. This delivery method facilitates early involvement of a construction manager/general contractor (CM/GC) during the design phase, enabling improved coordination, risk mitigation, and cost control through a Guaranteed Maximum Price (GMP).

The Central Library project, funded by a \$195 million bond, focuses on seismically retrofitting and renovating the historic building while preserving its historic architectural integrity. The CMAR approach is critical for integrating complex seismic and preservation requirements, resolving design challenges early, and maintaining budgetary constraints within the bond allocation.

The TOMF project will address the City's growing transit needs and support its transition to a zero-emission vehicle (ZEV) fleet. This technically complex project benefits from the CMAR method, which provides the necessary expertise for integrating ZEV infrastructure, addressing potential challenges during design, and expediting construction completion before the current Pasadena Transit operations and maintenance facility lease expires in 2027.

Authorizing the CMAR delivery method will only allow Public Works staff to move forward with separate Request for Proposals (RFP) for each project. Upon completion of each RFP scope of services and general agreement terms, staff will return to City Council for consideration of contract award.

BACKGROUND:

Central Library Seismic Retrofit and Renovations

The Central Library, designed by Myron Hunt and opened in 1927, was the first building completed in Pasadena's historic Civic Center Plan and is listed on the National Register of Historic Places. As the cornerstone of Pasadena's library system, the Central Library is a learning center for all, providing a comprehensive range of resources and services that far surpass those of branch libraries. It serves as the main repository for rare and specialized materials, offering access to a wealth of information for researchers, students, and the general public. The library is equipped with advanced technological resources, extensive digital archives, and specialized research tools that branch libraries do not have. Additionally, it hosts large-scale programs, workshops, and cultural events, making it a hub for community engagement and education on a broader scale. The expertise of its staff, including subject matter specialists and archivists, supports in-depth research and specialized inquiries. Overall, the Central Library's extensive resources, advanced facilities, and far-reaching programs make it an indispensable institution within the library system, ensuring that comprehensive information and services are accessible to the entire community.

Following a structural assessment in 2021, it was determined that the building's unreinforced masonry construction made it vulnerable to seismic activity, leading to the library's closure. Prior to the closure, the Central Library welcomed an average of 1,000 visitors daily and hosted 232 events and 876 community meetings annually. An estimated 30,000–40,000 community members attended educational programs, story times, author visits, cultural events, and other large-scale gatherings each year. The closure has significantly disrupted these services, limiting access to its vast collection, specialized

research tools, and technological resources, as well as its role as a venue for large-scale events. Additionally, the library's absence has created a gap in community engagement, particularly for residents who relied on it for educational enrichment, cultural programs, and public services not available at branch libraries.

In November 2024, Pasadena voters approved Measure PL, a \$195 million bond measure to fund the construction phase of the project, reaffirming the City's commitment to both preserving the Central Library and enhancing its role as a vital community resource.

The Central Library Seismic Retrofit and Renovations project is currently in the design phase, led by Gruen Associates, with a team that includes a historic preservation consultant to ensure that the seismic retrofitting respects the building's architectural significance. Additionally, independent oversight of the design process is provided by the Mayor appointed Technical Oversight Committee, which offers critical feedback and advises on the retrofit design to ensure the project meets both technical and preservation objectives. The retrofit will include upgraded foundations and concrete shear wall reinforcement to protect the structure from future seismic events, along with necessary replacement of outdated building systems and technology. The renovation will also create more flexible spaces to meet the evolving needs of the community. The project is expected to be completed by 2028.

To address the disruption caused by the library's closure, staff is working diligently to expedite the project's timeline to ensure the library can reopen as soon as possible. While the closure has undeniably impacted the community, the seismic retrofit, repairs, and renovations will ultimately preserve and enhance the library's role as a cornerstone of Pasadena's educational, cultural, and civic life.

Construction of Transit Operations Maintenance Facility Project

Pasadena Transit currently operates and maintains its fixed-route and Dial-A-Ride paratransit service vehicles at a leased facility located at 303 North Allen Avenue. The term of the current lease expires on June 30, 2027. This facility has reached its capacity and is no longer sustainable to meet the operational and service demands of the City's growing transit fleet. As part of its long-term planning, Pasadena Transit has proposed the construction of a new Transit Operations and Maintenance Facility (TOMF) to ensure uninterrupted operations and support its transition to a zero-emission vehicle fleet.

The new TOMF, to be located on adjoining parcels at 2180 East Foothill Boulevard and 2211 East Walnut Street, is currently in the design phase. HDR Engineering, Inc. is leading the design efforts, which are focused on accommodating Pasadena Transit's forecasted programming and fleet growth. The design will also integrate critical infrastructure to support the City's zero-emission vehicle (ZEV) fleet transition, ensuring a state-of-the-art maintenance and charging facility.

As Pasadena Transit prepares to expand its fleet to accommodate growing ridership (with an increase to approximately 3.15 million annual riders, up from 1.05 million riders in 2022) and comply with regulatory requirements, the new TOMF is a critical investment in infrastructure. The facility will support the ZEV transition mandated by the Innovative Clean Transit (ICT) regulation set by the California Air Resources Board (CARB), which requires all public transit agencies in California must transition to a 100% zero-emission fleet by 2040.

The new TOMF will be designed with specialized ZEV fueling and charging stations, including the necessary infrastructure to support both battery-electric buses (BEBs) and hydrogen fuel-cell electric buses (FCEBs). This transition will include the development of charging and maintenance systems specifically for these new vehicle types, which require different servicing technologies and equipment than the traditional internal combustion engine (ICE) buses. The TOMF will include charging infrastructure and the requisite electrical capacity to handle the power demands of a large fleet of electric buses.

To ensure that there are no disruptions to Pasadena Transit services and to allow for a transition from the existing facility to the new TOMF before the lease expires, expediting the construction phase of the project is essential. The current timeline requires that the project be fast-tracked to avoid potential service interruptions.

Construction Manager at-Risk

Construction Manager at-Risk (CMAR), as defined in the Pasadena Municipal Code (PMC) Section 4.08.020, involves the City awarding separate contracts for architectural and engineering services, as well as for a construction manager/licensed general contractor (CM/GC). The CM/GC provides constructability and value engineering services throughout the design, pre-construction, and construction phases (Phase 1) and submits a Guaranteed Maximum Price (GMP) for construction (Phase 2). This collaborative approach between the design team and the CM/GC during the design and pre-construction phases helps shorten the construction timeline and mitigate potential conflicts before construction begins.

The CMAR method offers distinct advantages over the traditional Design-Bid-Build (DBB) model. In DBB, the design is completed before bidding, which can lead to unforeseen costs or delays if construction issues arise after the design is finalized. In contrast, the CMAR method allows for early involvement of the contractor, enabling constructability reviews and coordination with the design team before construction documents are completed. This reduces the likelihood of costly changes or delays during construction.

Another significant benefit of CMAR is improved cost control and risk management. The CM/GC submits a GMP, which provides the owner with a clear cost framework, helping to prevent budget overruns. Additionally, since the CM/GC works closely with the design team throughout the project, risks associated with schedule, budget, and design are more

effectively mitigated from the outset, resulting in a more predictable and efficient project delivery.

Policies and Procedures for Selection of CMAR Entities

The City of Pasadena is committed to a transparent process for selecting qualified CMAR entities to manage its construction projects. As outlined in the City's *Purchasing Procedures Manual* for Alternative Project Delivery, this process strives to identify the best entity to complete the project on time, within budget, and to the highest standards of quality, safety, and sustainability, while fostering a fair and competitive environment to achieve the best value for the City.

The selection process involves a coordinated effort, with the Project Manager initiating the procurement process by drafting and releasing the RFP, with concurrence of the Procurement Oversight Committee. The Project Manager also serves as the point of contact for proposer inquiries during the advertising period. The Procurement Oversight and Selection Committees are responsible for evaluation and decision-making. The Project Manager does not participate in the evaluation of proposals or make any recommendations to the Committees.

Appointed by the City Manager and comprised of representatives from the Finance Department, City Manager's Office, and subject matter experts from relevant stakeholder departments, the Procurement Oversight Committee ensures compliance with City policies and procedures throughout the procurement process. The committee approves evaluation criteria and weighted scoring prior to the RFP advertisement, reviews procurement documentation to ensure compliance with internal policies and external regulations, audits the process to identify any deviations from established procedures, and recommends corrective actions when necessary.

The Selection Committee, consisting of at least five members from various departments, is responsible for evaluating the proposals submitted by CM/GC candidates. The committee reviews the completeness and accuracy of each submission to ensure that all required information is included. After this initial review, the committee's evaluation scoring process is structured into two parts: proposal scoring and interview scoring. The scores are based on pre-established criteria, tailored to the specific project scope and funding requirements, to assess each CM/GC's qualifications, approach, and ability to deliver the project successfully. To ensure a fair and impartial evaluation, all members of the Selection Committee are required to submit signed Disclosure of Conflicting Interest and Confidentiality Statements prior to participating in the evaluation process.

The criteria, approved by the Procurement Oversight Committee prior to the release of the Request for Proposal (RFP), may include:

- Experience and references with projects of similar size and scope;
- Project team organization and qualifications of key personnel;

- Cost proposal for constructability services/design assistance;
- Preconstruction services and approach including budgeting, scheduling, constructability reviews, and value engineering proposals aimed at reducing costs or improving project delivery;
- Safety and risk management including safety record, approach to safety management, and risk mitigation strategies for schedule and budget adherence are evaluated to minimize the risk of delays or cost overruns;
- Sustainability practices and innovative approaches focused on environmental stewardship;
- Local Pasadena business preference as per PMC Section 4.08.048, unless in conflict with federal or state regulations;
- Small or micro-business scoring preference in compliance with applicable laws; and
- Disadvantaged Business Enterprises scoring preference dependent on funding source requirements.

After reviewing the written proposals, the top-ranked candidates are invited to participate in interviews with the Selection Committee. The interview allows the committee to assess the CM/GC's understanding of the project, their approach, team dynamics, and ability to collaborate with the City and design team. The interview scoring may be based on the following criteria:

- Approach and execution including understanding of the project's scope, objectives, risks, and the proposed construction strategy, including ability to meet key project milestones;
- Team dynamics and communication; and
- Presentation and professionalism including ability to respond to questions and demonstrate expertise.

Once both parts of the evaluation are completed, the Selection Committee combines the proposal and interview scores to determine the final ranking of each CM/GC candidate. The Project Manager will then enter into contract negotiations with the highest-ranked CM/GC to finalize the terms, including scope, cost, and schedule. Additional terms, such as performance incentives for expedited delivery of project milestones and allowable working hours, may also be negotiated. If an agreement cannot be reached, negotiations will proceed with the second-ranked candidate.

After contract negotiations are concluded, the Selection Committee will present its recommendation to the Procurement Oversight Committee for concurrence. Following Procurement Oversight approval, the recommendation will be submitted to the City Council for contract award.

Justification for Alternative Project Delivery

Pasadena Municipal Code Section 4.08.136 (Alternative project delivery) allows the City Council to approve the use of alternative project delivery methods for projects valued at

more than \$1 million, provided the selected method meets the criteria set forth in 4.08.136(B).

Central Library Seismic Retrofit and Renovations

The Central Library Seismic Retrofit and Renovations project meets the following criteria under 4.08.136(B), Subsection 1:

- The project has a high level of technical complexity, integrating both historic preservation and modern seismic retrofitting techniques;
- The project requires expertise that City staff does not possess, particularly mitigating impacts to historic character-defining features;
- The project benefits from early contractor involvement to address challenges in design and constructability;
- The project involves complex phasing for implementation of retrofit work, especially in coordinating removal, preservation, and reinstallation of historic character-defining features; and
- The project has budget constraints requiring construction cost guarantees not exceeding \$195 million.

The CMAR method meets the criteria outlined in 4.08.136(B), Subsection 2, as it is expected to:

- Improve the project's quality and functionality through close collaboration between design and construction teams;
- Minimize project delivery time, ensuring the library reopens as soon as possible; and
- Maximize the project's budget by providing a GMP, promoting cost control and efficient use of resources.

Construction of Transit Operations Maintenance Facility

The Construction of Transit Operations Maintenance Facility project meets the following criteria under 4.108.136(B), Subsection 1:

- The project has a high level of technical complexity due to its integration of zero-emission vehicle infrastructure and specialized maintenance facilities;
- The project requires expertise that City staff does not possess, particularly in managing the transition to a facility serving a zero-emission fleet;
- The project will benefit from early contractor involvement to identify potential issues during the design phase;
- The project involves high levels of risk management, especially in coordinating design, construction, and specialized systems integration; and
- The project calls for schedule acceleration to ensure the facility is operational before the lease for the existing facility expires.

The CMAR method meets the criteria outlined in 4.108.136(B), Subsection 2, as it is expected to:

- Improve the project's quality or functionality by allowing for better collaboration and alignment between the design and construction teams, which will ensure a high-quality outcome and a fully functional TOMF that meets the City's operational needs;
- Minimize project delivery time so that the new facility is completed and operational as soon as possible; and
- Maximize the project's budget by providing a GMP, which will facilitate cost control and efficient use of resources.

COUNCIL POLICY CONSIDERATION:

This action is consistent with the City Council's goal to maintain fiscal responsibility and stability. For the Central Library, the action promotes library services policies of providing a wide range of services beyond traditional loaning of books and material to the community, such as service to small businesses, teachers, literacy programs, digital access, employment search, and accessibility services. For the TOMF, the action promotes sustainable energy and infrastructure policies of designing, constructing, and improving the City's infrastructure to conserve and reduce impacts to the natural environment.

ENVIRONMENTAL ANALYSIS:

The action proposed herein does not constitute a project subject to the California Environmental Quality Act (CEQA) in accordance with Section 21065 of CEQA and State CEQA Guidelines Sections 15060(c)(2), 15060(c)(3), and 15378. The authorization to utilize the construction manager at-risk alternative project delivery method is an administrative activity that would not result in direct or indirect physical changes in the environment. The proposed action is limited to the preparation of a competitive selection procedure seeking proposals for professional services for the Central Library Seismic Retrofit and Renovations and Construction of Transit Operations Maintenance Facility projects and does not commit the City to constructing the project. Therefore, the proposed action is not a "project" subject to CEQA, as defined in Section 21065 of CEQA and Section 15378 of the State CEQA Guidelines. Since the action is not a project subject to CEQA, no environmental document is required.

FISCAL IMPACT:

There is no fiscal impact as a result of this action. The Central Library project will be fully funded by future budgeted appropriations to the *Central Library Seismic Retrofit and Renovations (71922)* Capital Improvement Program budget as a result of sales of Measure PL general obligation bonds. The TOMF project is fully funded by existing budgeted appropriations in the *Construction of Transit Operations Maintenance Facility (75707)* Capital Improvement Program project.

Respectfully submitted,

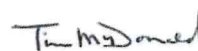


GREG DE VINCK, P.E.
Director of Public Works

With Concurrence,

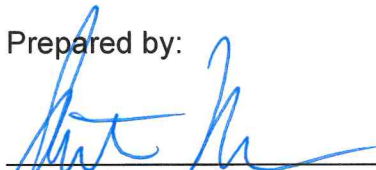


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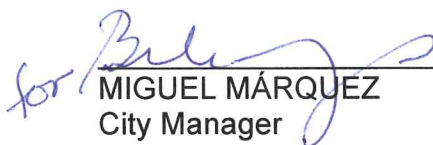
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