

Agenda Report

July 21, 2025

TO: Honorable Mayor and City Council

FROM: Department of Public Works

SUBJECT: AUTHORIZE THE CITY MANAGER TO ENTER INTO A CONTRACT WITH PCL CONSTRUCTION SERVICES, INC. FOR CONSTRUCTION MANAGER AT-RISK PRECONSTRUCTION, DESIGN-ASSIST, AND SELECTIVE DEMOLITION SERVICES FOR AN AMOUNT NOT TO EXCEED \$8,652,340 FOR THE CENTRAL LIBRARY SEISMIC RETROFIT AND RENOVATIONS PROJECT

RECOMMENDATION:

It is recommended that the City Council:

1. Find the contract proposed herein to be categorically exempt under the California Environmental Quality Act (CEQA) pursuant to Title 14, Chapter 3, Article 19, Section 15301, Class 1 – Existing Facilities, and that there are no features that distinguish this project from others in the exempt class and, therefore, there are no unusual circumstances; and
2. Authorize the City Manager to enter into a contract, as a result of the competitive selection process, as specified by Section 4.08.136 of the Pasadena Municipal Code, with PCL Construction Services, Inc. for preconstruction and design-assist services for the Central Library Seismic Retrofit and Renovations project, for a total amount not to exceed \$8,652,340, which includes a base contract amount of \$7,865,764 and a contingency of \$786,576 to provide for any necessary additional services. Competitive bidding is not required pursuant to City Charter Section 1002(F) (contracts for professional or unique services).

EXECUTIVE SUMMARY:

The Pasadena Central Library, an iconic 1927 structure designed by renowned architect Myron Hunt, is a cornerstone of the City's historic Civic Center and an essential hub for learning, research, and community engagement. As the main repository for rare collections, specialized reference tools, and large-scale public programming, the Central Library serves over 1,000 daily visitors and supports nearly 900 annual community meetings and events. Its closure in 2021 due to seismic safety concerns stemming from

unreinforced masonry construction has significantly disrupted access to vital services and cultural programming.

In November 2024, Pasadena voters overwhelmingly approved Measure PL, authorizing \$195 million in bond funding to support the seismic retrofit and renovation of the Central Library. The project is currently in the design phase, led by Gruen Associates with guidance from a historic preservation consultant and technical oversight by a Mayor-appointed Technical Oversight Committee.

To ensure an efficient and collaborative project delivery, the City is utilizing the Construction Manager At-Risk (CMAR) method. This approach enables early involvement of a qualified construction manager/general contractor during the design phase, improving coordination, mitigating risk, and establishing a Guaranteed Maximum Price (GMP) for construction.

Following a competitive and transparent procurement process, PCL Construction Services, Inc. has been identified as the top-ranked proposer and is recommended for award of the Phase 1 (preconstruction) and Phase 1A (selective demolition) contract. PCL brings extensive experience in seismic retrofits, historic preservation, and civic construction, and has proposed a highly qualified team and a robust community engagement strategy. The Procurement Oversight Committee and Technical Oversight Committee have both reviewed and affirmed the integrity of the selection process and the qualifications of the recommended firm.

The contract with PCL will include preconstruction services such as cost estimating, scheduling, constructability reviews, historic materials handling, and preparation of the GMP; and selective demolition such as the removal of existing mechanical, electrical, and plumbing systems, hazardous materials abatement, and the cataloguing and removal of historic architectural millwork. The construction phase (Phase 2) will commence upon Council approval of the negotiated GMP. This phased and collaborative process ensures the protection of the Central Library's historic character while adapting the facility to meet modern safety, technological, and community needs.

BACKGROUND:

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.

Construction Manager At-Risk Project Delivery

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 preconstruction 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.

Process for Selection of Construction Manager At-Risk Entity for the Central Library Seismic Retrofit and Renovations Project

On March 5, 2024, Pasadena voters approved Measure T, an amendment to Section 1002 of the City Charter that provides the City Council with authority to approve contracts that use alternative project delivery methods such as design-build and construction manager at-risk.

On September 23, 2024, Ordinance No. 7434 was adopted by City Council to amend Title 4, Chapter 4.08 of the Pasadena Municipal Code, the Purchasing Ordinance, to adopt procedures for use of alternative project delivery methods.

On February 3, 2025, the City Council authorized the Department of Public Works to utilize the Construction Manager At-Risk (CMAR) project delivery method for the Central Library Seismic Retrofit and Renovations project as per Pasadena Municipal Code (PMC) Section 4.08.136 (Alternative project delivery). 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).

In March 2025, the City Manager approved an amendment to the City's *Purchasing Procedures Manual* to include policies and procedures outlining the process for use of alternative project delivery methods. The amendment applies to all City of Pasadena construction projects where the construction manager at-risk or design-build delivery methods are selected. It is the objective of the amendment to ensure the selection of the most qualified Proposer that can successfully deliver a project to the standards expected by the City; provide a clear and transparent selection process; and foster a fair and competitive environment for proposers.

After approval of the amendment, the City Manager appointed the Procurement Oversight Committee (POC) and the Selection Committee for the Central Library Seismic Retrofit and Renovations project. The POC is composed of executive staff members from Library and Information Services, Department of Finance, and the City Manager's Office. Its role is to ensure transparency, consistency, and compliance with procedures throughout the

procurement process. The Selection Committee is made up of subject matter experts from the Department of Public Works, Library and Information Services, and Department of Planning and Community Development, and is responsible for evaluating proposals in accordance with the approved policies and procedures for Alternative Project Delivery.

On April 14, 2025, the POC reviewed and approved evaluation criteria and weighted scoring for the Request for Proposals (RFP) for the Construction Manager At-Risk for Pasadena Central Library Seismic Retrofit and Renovations project. The approved criteria were incorporated into the issued RFP and used by the Selection Committee to evaluate proposals.

Evaluation criteria included:

- Experience and References (20 points)
 - Organization and Qualifications of Key Personnel (20 points)
 - Proposed Approach and Methodology (30 points)
 - Financial Strength and Stability (5 points)
 - Safety Record (5 points)
 - Local Pasadena Business (5 points)
 - Small or Micro-Business (5 points)
 - CMAR Price Proposal (10 points)
 - Interview (50 points)
- TOTAL: 150 points (maximum)

On April 16, 2025, the Department of Public Works issued a Request for Proposals (RFP) for the Construction Manager At-Risk for the Central Library Seismic Retrofit and Renovations project. On April 30, 2025, a mandatory pre-proposal meeting and tour of the Central Library was conducted by City staff with over 90 professionals in attendance. Four proposals were received in response to the RFP on June 5, 2025.

Below is a list of responsive proposers:

FIRM	CITY
Charles Pankow Builders, Ltd.	Pasadena
Clark Construction Group – California LP	Los Angeles
PCL Construction Services, Inc.	Glendale
Swinerton Builders	Los Angeles

Following the evaluation of written proposals, the Selection Committee conducted interviews with each of the four proposing firms. Based on the total combined scores from written evaluations and interviews (see Attachment A), the Selection Committee recommended PCL Construction Services, Inc. (PCL) as the top-ranked proposer. PCL demonstrated a clear understanding of the project, a strong history of delivering complex seismic retrofits, and a collaborative approach suited to the CMAR process.

The Selection Committee's recommendation was reviewed by the Mayor-appointed Technical Oversight Committee (TOC) on July 9, 2025, which affirmed the Selection Committee's determination. The Procurement Oversight Committee subsequently reviewed and concurred that the selection process adhered to all applicable policies and procedures, confirming the integrity and compliance of the procurement.

PCL Construction Services, Inc. (PCL) is the top-rated proposer and recommended for award of the preconstruction and construction contract. Founded in 1906, PCL operates from its Southern California office in Glendale and is a 100% employee-owned firm. PCL is one of the largest general contractors in North America, with extensive experience delivering complex public-sector projects, including civic, institutional, and historic buildings. The firm has successfully delivered over 2,500 Construction Manager At-Risk (CMAR) projects totaling more than \$70 billion in value, with over half of those for public agencies.

PCL offers significant expertise in seismic retrofit and historic preservation, with more than \$800 million in completed seismic retrofit work across Southern California, including sensitive upgrades to occupied historic landmarks. Relevant local projects include the seismic renovation of UCLA's Public Affairs Building, restoration of the historic Bob Hope Patriotic Hall, and the seismic retrofit and adaptive reuse of the Disney Grand Central Air Terminal. For the Central Library project, PCL has assembled a highly qualified team with deep experience in preconstruction planning, historic preservation, structural strengthening, cost estimating, and phasing in active civic environments.

PCL Construction Services, Inc. has demonstrated a strong commitment to local hiring, workforce development, and community engagement that aligns with the City's Community Benefits goals. As part of its proposal, PCL outlined a comprehensive strategy to promote opportunities for Pasadena residents and underrepresented businesses. This includes partnerships with local organizations such as the Flintridge Center, Pasadena City College, and the National Association of Minority Contractors to support outreach, training, and employment pipelines for local workers and small, local, and diverse subcontractors.

In addition, PCL will develop and implement a Community Engagement Plan during preconstruction to ensure open communication and transparency with the public throughout the project. This plan includes maintaining a dedicated project website, providing timely project updates, and coordinating with City staff to conduct community presentations and respond to stakeholder concerns. A dedicated Community Liaison will serve as the primary point of contact for neighbors and stakeholders, helping to foster trust and responsiveness during construction activities. These efforts are intended to support a collaborative and inclusive project delivery that reflects the values and priorities of the Pasadena community.

It is recommended that the City enter into a contract with PCL Construction Services, Inc. for an amount not to exceed \$8,652,340, which includes preconstruction services, selective demolition, and contingency. A Guaranteed Maximum Price (GMP) for

construction will be brought to City Council for approval upon completion of design and negotiation of the GMP during the preconstruction phase.

NEXT STEPS:

PCL Construction Services, Inc. will provide the following services during Phase 1 and 1A:

- A. Collaboration with City representatives, architects/engineers, and consultants;
- B. Construction cost estimates to develop a GMP;
- C. Creation of the construction schedule;
- D. Investigation of existing site and building conditions;
- E. Identification of construction risks and proposed mitigation measures;
- F. Conducting constructability reviews and making recommendations;
- G. Value engineering and project budget recommendations;
- H. Work plan development and subcontractor procurement strategies;
- I. Creation of an early procurement schedule, including long lead items that will affect project schedule milestones such as mechanical, electrical and plumbing systems, structural steel, shoring design, doors/frames, exterior cladding, and window systems;
- J. Verification of required permits and entitlements;
- K. Review of deferred work approvals;
- L. Identification and abatement of hazardous materials;
- M. Demolition of existing mechanical, electrical, and plumbing systems;
- N. Completion of a Historic American Buildings Survey (HABS);
- O. Removal, cataloging, and storing of historic finishes such as millwork that will be reinstalled during Phase 2; and
- P. Preparation of GMP package for Phase 2.

Once PCL submits a GMP, the City has the following options:

- A. Accept the GMP and amend PCL's contract to authorize Phase 2;
- B. Negotiate the GMP and ask PCL to submit a Best and Final Offer (BAFO);
- C. Have the Architect or Engineer, along with PCL, review and adjust the design or schedule to affect costs, aiming to reduce the total construction price or duration;
- D. Appropriate additional funds necessary to authorize Phase 2;
- E. Terminate the agreement and begin negotiation with the next highest-ranked proposer; or
- F. Terminate the agreement and proceed with a traditional design-bid-build project delivery method.

COUNCIL POLICY CONSIDERATION:

This contract is consistent with the City Council's goal to improve, maintain and enhance public facilities and infrastructure in order to promote quality of life and local economy;

ensure continued operation; and support institutions that serve the needs of Pasadena's diverse residents and families.

ENVIRONMENTAL ANALYSIS:

The contract award has been determined to be categorically exempt under the California Environmental Quality Act (CEQA) Guidelines in accordance with Title 14, Chapter 3, Article 19, Section 15301, Class 1, Existing Facilities. Class 1 consists of the repair, maintenance, or minor alteration of existing public facilities involving negligible or no expansion of use.

Phase 1 work includes preconstruction services such as coordination with City representatives, architects, and consultants; preparation of construction cost estimates and scheduling; constructability reviews; value engineering; investigation of existing site and building conditions; identification of project risks; and early procurement planning. Phase 1A includes limited physical activities such as the demolition of existing mechanical, electrical, and plumbing (MEP) systems, completion of a Historic American Buildings Survey (HABS), the removal, cataloging, and off-site storage of historic finish elements (e.g., millwork) for future reinstallation, and hazardous materials abatement.

These activities are considered minor alterations of an existing public facility and do not involve expansion of use. All work is being performed within the existing building envelope and is consistent with the building's current public library function. There are no features that distinguish this project from others in the exempt class, and therefore, there are no unusual circumstances.

FISCAL IMPACT:

The total cost of this contract, including contingency, is \$8,652,340, and the total cost of this action will be \$9,026,340. Funding for this action will be addressed through the utilization of budgeted appropriations in *Central Library Seismic Retrofit and Renovations* (71922) project through Measure PL, a \$195 million bond measure, approved by Pasadena voters in November 2024. It is anticipated that all costs will be expended through FY 2028. There is no impact to the General Fund.

The following table represents a project summary.

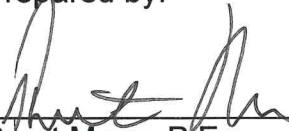
Base Bid (Phase 1)	\$ 1,723,543
Base Bid (Phase 1A)	\$ 6,142,221
Contingency	\$ 786,576
Contract Administration	\$ 374,000
Total Fiscal Impact	\$ 9,026,340

Respectfully submitted,



GREG DE VINCK
Director of Public Works

Prepared by:



Brent Maue, P.E.
City Engineer

Approved by:



MIGUEL MÁRQUEZ
City Manager

Attachment A – Consultant Scoring and Ranking
Attachment B – List of Technical Oversight Committee Members
Attachment C – Procurement Oversight Committee Members