CITY COUNCIL STUDY SESSION

MUNICIPAL BUILDING MULTIPURPOSE ROOM 201 WEST GRAY, NORMAN, OK

TUESDAY, JANUARY 5, 2016

<u>5:30 P.M.</u>

1. PRESENTATION BY MEYER, SCHERER & ROCKCASTLE, LTD. REGARDING ANALYSIS OF LOCATION OPTIONS FOR A NEW SENIOR CENTER.

TO:	Mayor and City Council
FROM:	Steve Lewis, City Manager
DATE:	December 31, 2015
SUBJECT:	January 5, 2016, City Council Study Session

At the January 5, 2016, City Council Study Session, MSR will present the findings of their Senior Center site analysis for the new Central Library site north of Acres St. As you may recall, this site analysis was included as part of the Central Library design contract that was approved by City Council on November 24, 2015.

Attached is the MSR presentation, associated cover memo and project budget worksheet outlining the findings of their site analysis.

Additionally, the McKinney Partnership was hired to prepare a concept plan of a potential stand-alone Senior Center site south of Acres St., on the northeast corner of Andrews Park. The findings of their site analysis are included in the attached MSR presentation and outlined in an attached Memo. Representatives from the McKinney Partnership will also be in attendance at the January 5th Study Session to answer questions and provide details about their analysis.

On a related matter, the NORMAN FORWARD Citizen's Financial Oversight Board (CFOB), Senior Center Ad Hoc Advisory Group and East & Central Libraries Ad Hoc Advisory Group will be holding their organizational meetings during separate meetings during the afternoon of January 5th. MSR will give the full Senior Center presentation to the Senior Center Ad Hoc Advisory Group during their introductory meeting. Also, group member will be invited to attend the January 5th Study Session.

Please feel free to contact me with any questions you may have in advance of the Study Session.

Norman Senior Center Analysis of six options

DRAFT REPORT

MSR Design December 31, 2015

Why Conduct This Study?

- In 2008, voters approved the renovation of the existing library for a Senior Center, but did not approve funding for a new Central branch library.
 In 2015, voters did approve the construction of an East and Central library as part of NORMAN FORWARD.
- A group of people, including local seniors, has requested Council consider a stand-alone center at the new Central Library site.
- The **City Council**, in response to this group's request, **commissioned an alternative design study** by the McKinney Partnership Architects and senior center planning consultant (Lifespan Design Group). The City of Norman has also commissioned this report.
- For this reason, an objective review is essential for good stewardship.
- No one denies the **importance of the Library and the Senior Center.**

Why Conduct This Study?

NORMAN FORWARD Ordinance 8-416(d)(2)(b) outlines funding criteria for a Senior Center

Among the projects listed that could be funded from revenues generated from the temporary NORMAN FORWARD Sales tax is:

to construct and equip a Senior Center through renovation of an existing facility or construction of a new free standing facility at a location to be determined by Council, after consideration of the desires of Norman citizens who would likely use the facility, functionality of proposed facility, and feasibility including how to accomplish other voter authorized complex improvements:

i. To be funded from the proceeds that can be generated from the sale of General Obligation Bonds authorized by voters in 2008, or from revenues generated from the Norman Forward Quality of Life Project Sales Tax of 2015, and

ii. To be located in the vicinity of Andrews Park or another site to be shown to be reasonably available for this purpose.

Senior Center Evaluation Criteria

Renovation of existing facility versus new free standing facility:

- Desire of citizens who would like to use the facility
- Functionality of the proposed facility
- Feasibility of the proposed facility
 - accomplishing other voter authorized municipal complex improvements
 - funded from 2008 General Obligation Bonds
 - revenues from NORMAN FORWARD
- Located in the vicinity of Andrews Park
- Other sites shown to be reasonably available



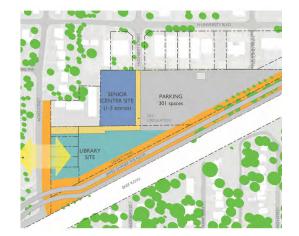
Option EL New Center existing library



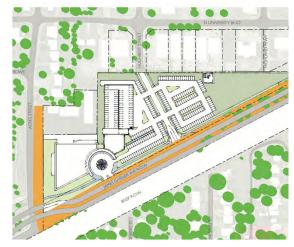
Option L2 New Center on Library site (north)



Option AP New Center in Andrews Park



Option L3 New Center on Library site (west)



MSR Design

Option L1 New Center conjoined with new Library



Option L4 New Center on Acres (Apartment Complex)

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What this report does not do

- Provide **functional designs** for either the Senior Center or the Library except for Options EL and AP as provided by The McKinney Partnership.
- Include a detailed, line-item cost estimate for each option except for Option EL as provided by TMP (done under a separate contract with the City of Norman.
- Include detailed engineering and transportation analysis. This includes a time-of-day analysis for parking demand for co-located Senior Center and Library Site.

Crucial Considerations

- A decision on the viability of options L1, L2 and L3 is required no later than January 15, 2016 in order to meet the schedule and budget limits of the library project.
- NORMAN FORWARD funding required for land acquisition for Option L4 may impact the feasibility of other NORMAN FORWARD projects identified in the Ordinance.
- NORMAN FORWARD funding for the Senior Center Building and site development will be required for Options AP, L1, L2, L3 and L4 which may impact the feasibility of other NORMAN FORWARD projects identified in the Ordinance.
- Determination by the City of Norman if 2008 bond funding may be used for alternate sites.

Overall Goals

Program	Parking	Area Gross SF	# Floors
Stand Alone Library	345	82,000	3 floors or less
Stand Alone Senior Center	100	21,000	I
Stand Alone Senior Center	100	23,000	2 or 3 floors
Proximate	400	as above	as above

Parking : The City will have to determine if they will restrict parking for the Senior Center from 8:00AM - 5:00 PM Monday-Friday or allow all public parking to be used unrestricted by the citizens.

Area: The area for any Senior Center with more than one floor will require additional square feet for elevators, mechanical shafts, stairs, and circulation inefficiencies. We have include an additional 10% floor area.

Specific Goals

Program	Program Site		Civic
Library	Direct access to building; Drop-off; Service access; drive-up book-drop	Space for future expansion of ≯30% of area	Clear entry, supports the city planning goals; identity
Senior Center	Direct access to building via 7' walkways; 2 outdoor courtyards	Single floor	Clear entry, supports the city planning goals; identity
Both	Access to Andrews Park; minimum competition for "dedicated" public parking	Access to daylight; civic quality and presence; reasonable proximity; identity	Clear entry, supports the city planning goals; identity

Parking Calculations

	GSF	Min Spaces	Max Spaces	Recommended
Library	82,000	246	328	325
Library Staff		15	20	20
Total Library				345
Senior Center		# of s	spaces provided by TMI	P 100
Total		# of spaces if ea	ch facility is stand alone	e 445
Total		# of space	s if þarking lot is shared	400

Final determination of minimum parking will require a detailed parking time-of-day study to ensure adequate on-site parking. All parking is public and can be used by any citizen. Additional parking in Andrews Park may be necessary in the future. Option AP has 107 spaces.

Potential Senior Center Locations



Option EL: Existing Library



Option EL: Existing Library (The McKinney Partnership)

- When complete, will be a **new facility**.
- Meets all program requirements
- Direct access to required parking; bus drop-off exists; includes courtyards.
- Requires an additional \$651K.
- Schedule dependent on library vacate date
- Consistent with 2008 GO Bonds with no negative impact on other NORMAN FORWARD projects.
- **Sustainable**. Makes use of building shell (embodied energy) and existing parking (demand changes after library moves.)
- Allows for **future expansion**.



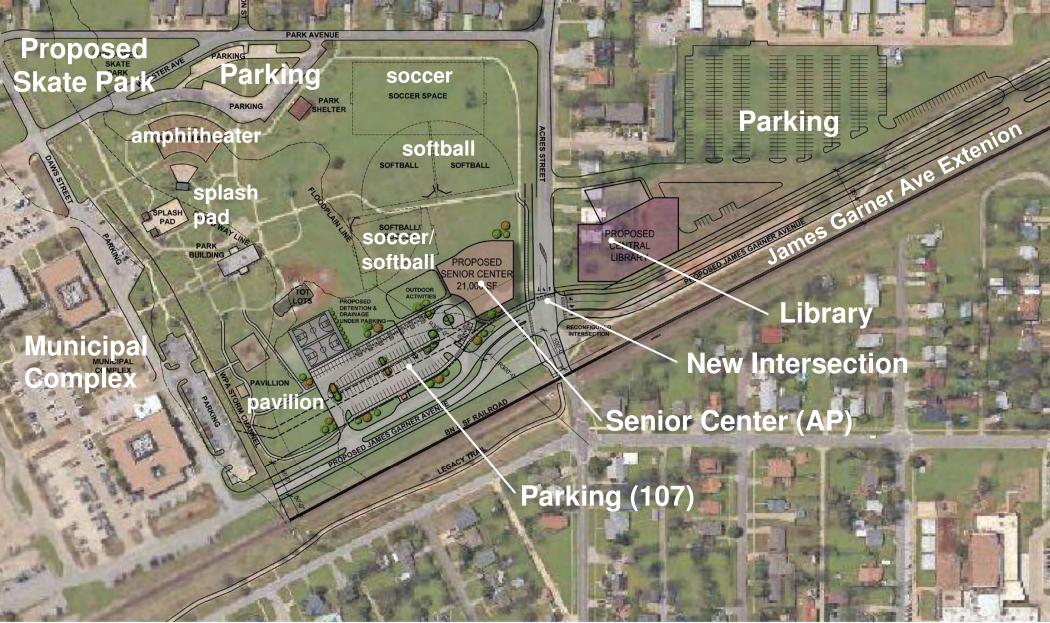


Andrews Park: Existing



TMP Architects

Andrews Park: Master Plan





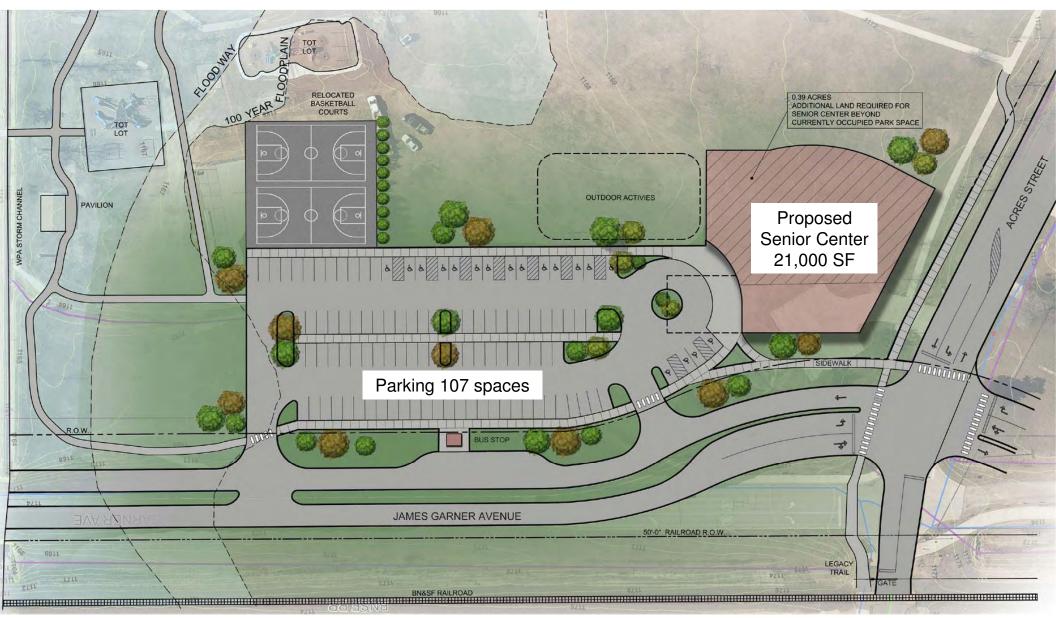
Andrews Park: Option AP Land



TMP Architects



Option AP: Andrews Park





Option AP: Andrews Park

- **New facility**; meets all program requirements.
- Proximate location to the Central Branch Library.
- **Direct access** to required parking; park and library visitors will use this parking
- Requires an additional \$6.1M to \$10.5M depending on availability of 2008 GO Bond funds.
- Requires 0.39 acres in addition to land already paved or occupied.
- Earliest potential opening date for Senior Center





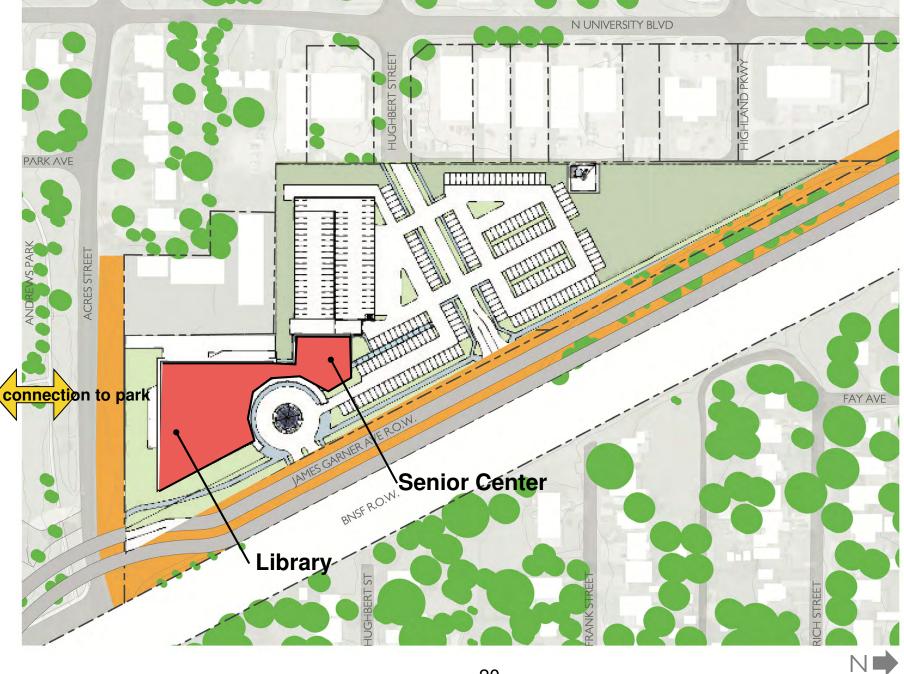
Option AP: Scale Comparison to Library Site North of Acres



TMP Architects + MSR Design

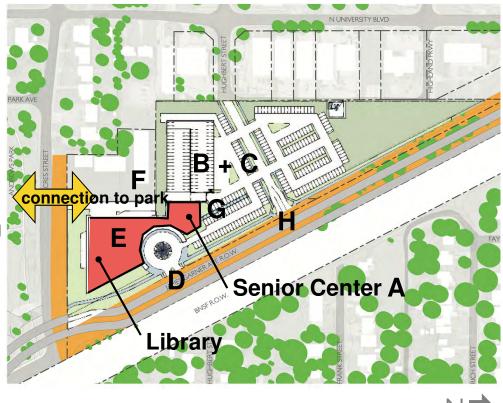
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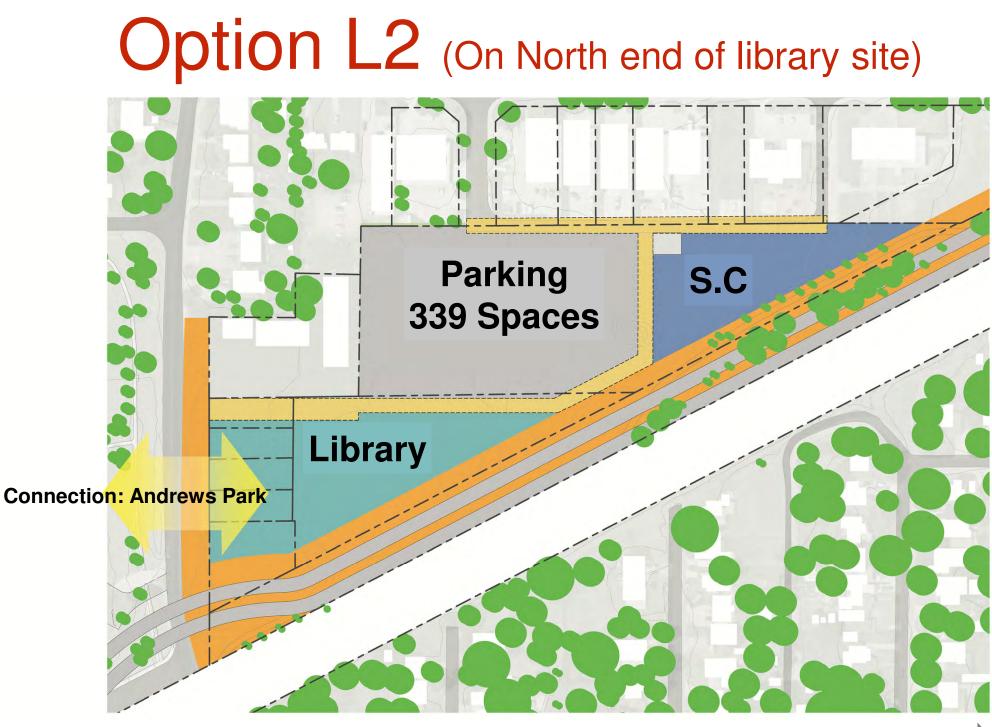
Option L1 (joined to new Central Library)



Option L1 (joined to new Central Library)

- A. Requires a 3-story Senior Center
- B. Senior Center and loading dock become "front door" from the parking areas.
- C. Library **parking access is too remote** and is chaotic. Requires structured parking.
- **D. Cul-de-sac** radius is minimum and **conflicts** with passenger drop-off, pedestrian safety. The entrance and exit to the Cul-de-sac is too close to James Garner Ave. The required drive-up book return is not feasible.
- **E. Library guiding principles compromised** including clarity of front door, flexibility, ease of use, future expansion, identity, access to outdoor spaces. Pedestrian connection to Andrews Park compromised by location of service drives.
- **F. Service deliveries are very compromised.** Will require backingin of delivery trucks.
- G. No **Senior Center outdoor spaces** as required by program.
- H. Requires **complete rethinking of James Garner Ave**; proposes transportation options that are not planned or vetted. Two entrances from James Garner Ave could be confusing to users. No stacking for right turn onto James Garner Ave during peak times provided.
- I. Requires an additional \$13.65M
- J. Library project will be delayed at least one year; minimum inflation impact will be ~\$1.875M
- K. Requires **10% more SF** for stairs, elevators; Requires structured 2nd and 3rd floor.

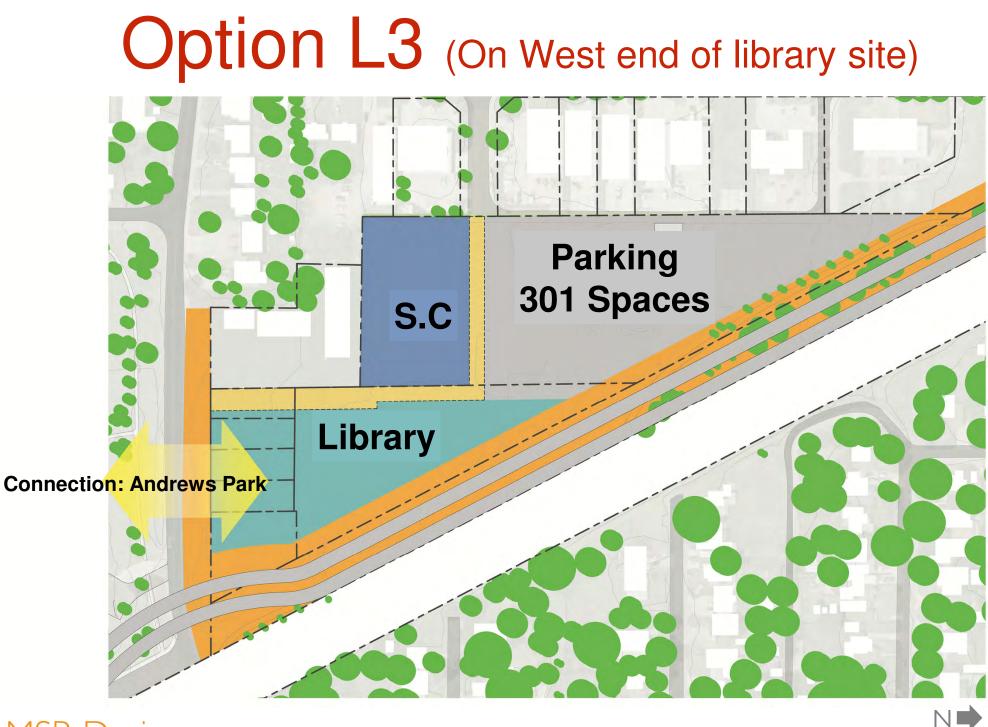




Option L2 (On North end of library site)

- New facility; requires 2 stories (possibly 3)
- **Direct access** to required parking
- Additional parking may be required in the future depending on demand.
- Requires additional \$9.76M
- Marginally proximate; will require long walking distance to library.
- Direct Access to Legacy Trail
- Library can proceed on schedule
- No additional land required





Option L3 (On West end of library site)

- New facility; requires 1 to 3 floors depending on set-backs, courtyards and access options. Single level assumed for costing and is located on top of parking structure. No space in 1-level option for outdoor activities.
- **Requires parking structure** to add 100 cars.
- Library **parking access** is too **remote** and very problematic
- No land acquisition required.
- Requires an additional \$12.54M
- Library project will be **delayed**
- Allows for separate identities of Senior Center and Library





Option L4 (Additional land on Acres)

- New facility; requires 1-2 stories
- **Direct access** to required parking
- Requires additional \$9.0M plus additional land cost of \$TBD
- Fronts Andrews Park and is proximate to the library.
- Library can proceed on schedule
- Requires additional land and removes taxable housing from the city.



Required Land Area

Option	Location	Library	Parking + Circulation	Senior Center
EL	Current Central Library	NA	64,800	20,600
AP	East Andrews Park	NA	72,539	21,000
LI	Joined to New Central Library	•	not be compared to the are conjoined and parking	
L2	New Site - Central North	75,700	145,400	47,500
L3	New Site – Central West	77,550	143,550	47,500
L4	New Site – Acres (Apartment Complex)	77,600	191,000	38,400



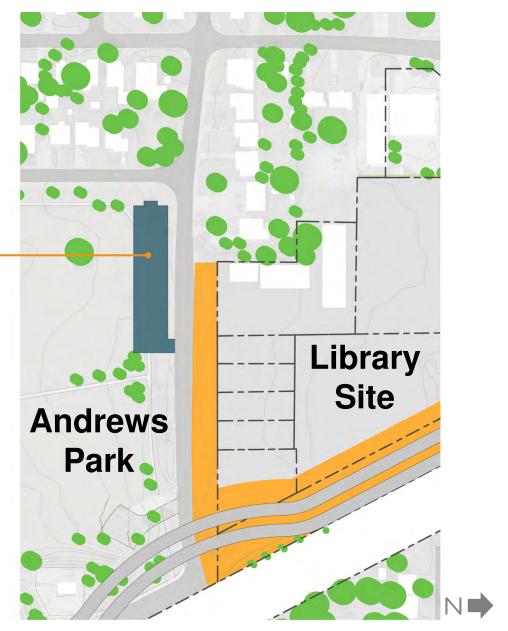
Option	Location	Site Parking Available	Senior Center	Minimum Required	+/-
EL	Current Central Library	NA	100	100	0
AP	East Andrews Park	NA	107	100	7
LI	Joined to New Central Library	345	100	400	45
L2	New Site - Central North	339	shared	400	(61)
L3	New Site – Central West	301	shared	400	(99)
L4	New Site – Acres (Apartment Complex)	456	shared	400	56

Option L1 and L3 include a 100 space parking structure.

50 Spaces

This parking lot may be required in the future for option where the Senior Center is co-located with the library and the on-site parking is less than 400 spaces. The entry would align with the library entry drive.

ROW related to Library site



Future expansion parking

Project Budgets

Building	Project Budget	Project Estimate	Variance
Library (approved in 2015)	\$39,000,000	\$39,000,000	\$0
Senior Center in the existing library (approved in 2008)	\$4,418,260	\$5,069,366	\$651,106

Pros and Cons of Senior Center Options

Pro Con Marginal

Issue	AP	L2	L 3	LA
Parking				
Single Level				
Expansion Space				
Direct Access				
Proximity to the Library				
NORMAN FORWARD Budget Consideration				
Identity and Civic Presence				
Project can proceed on schedule				

Impact of Senior Center Options on Library

Neutral Impact Positive Impact

Negative Impact

Compromised

Issue	AP	L2	L3	LA
Parking				
Service, Access + Drive-up book return				
Pedestrian Movement				
Proximate to the Library				
Future Expansion				
Program and Function				
Civic Presence and Identity				

Conclusions

Good Overall Options for Further Consideration Options EL, AP and L4

Eliminate from Further Consideration Options LI, L2 and L3



Summary Conclusions Best Overall Options

- **Option EL** (Current Library Site)
 - Funding is in place
 - No adverse impact on other NORMAN FORWARD projects
 - No delay to the Central Library Project
- **Option AP** (East Andrews Park)
 - May be able to utilize the 2008 G.O. Bond Funding
 - Other than option EL, would have the least potential adverse impact on other NORMAN FORWARD projects and no delay to the Central Library project.
 - Earliest opening date (24 month duration)
- **Option L4** (north of Acres at Apartment Complex)
 - Land acquisition cost unknown
 - Most potential adverse impact on funding other NORMAN FORWARD projects
 - No delay to Central Library project

Summary Conclusions Eliminate from Further Considerations

- **Option LI** (Joined to New Central Library)
 - Compromises guiding principles of the Central Library project
 - Site and road way access is severely compromised
 - Requires multiple floors; no exterior space for Senior Center
 - Delays the Central Library project for at least one year and increases costs
- **Option L2** (North of New Library Site)
 - Senior Center isolated from Library and requires multiple floors
 - No connection of Senior Center to city or Park
 - Requires multiple floors; no exterior space for Senior Center
 - Delays the Central Library project for at least one year and increases costs
- **Option L3** (West of New Library Site)
 - Requires multiple floors; no exterior space for Senior Center
 - Senior Center on top of parking garage; no grade level access for outdoor activities
 - Congested delivery, passenger drop-off and bus access.
 - Delays the Central Library project for at least one year and increases costs

MSR

Architecture

Interiors and Urban Design

Memorandum

December 31, 2015

To: Steve Lewis, City of Norman, City Manager
From: Jeffrey A Scherer, FAIA, Founding Principal
Copy: Matthew Kruntorad, AIA, Principal; Kate Michaud, Project Architect
Richard McKinney, The McKinney Partnership
Anne Master, Director; Lisa Wells, Deputy Director, Pioneer Library System
Terry Floyd, Development Coordinator and Department Heads, City of Norman
Re: Norman Senior Center Site Study

I am attaching to this memorandum the presentation for the City Council Study Session on January 5, 2016. This presentation presents our report regarding possible locations for the Senior Center as provided for in the Owner-Architect Agreement. We have received and incorporated comments from the City of Norman, Mr. Richard McKinney, (TMP Architects), Pioneer Library System and Library Planning Associates. Please note the following:

- Options EL and AP were prepared by The McKinney Partnership (TMP). We have included these two options without further changes. The pros and cons were discussed with Mr. McKinney.
- Option L1 was prepared, as far as we know, by Mr. Montgomery Johnston and provided by the City of Norman. We have had no contact with Mr. Johnston. We also do not know what constituency he represents nor the relationship of this constituency to the governing authority of the Senior Center.

Project Budgets:

Attached is an estimate of the Project Budgets for each Option. Note the following:

- 2008 G.O. bond funding for Option AP is subject to Bond Counsel and Attorney General Review (*)
- TMP provided all cost data used in this report for Options EL and AP.
- The base quality and functional assumptions used by TMP were then extrapolated for Options L1 L4. Inflation was
 assumed to be 3% per annum, compounded. Parking garage costs were based on recent bid costs from MSR Design
 projects in Oklahoma and from data provided by two Construction Managers. Multilevel projects (Options L1 + L3)
 include additional costs for elevators, stairs, structure, etc. A project contingency of 15% was included since these
 estimates are not based on designs nor detailed site information.
- No Land acquisition costs have been included in Option L4.
- The building costs related to Options L1 L4 were extrapolated from the budget figures provided TMP for Option AP. The site cost for each of these four options was prorated based on square feet for each facility divided by the combined square feet. Please note that additional costs for elevators, stairs, mechanical chases, etc were added for multi-story options.

Based on the attached estimates, the shortfall in funding is as follows:

Option	Location	2008 GO Bond Allocation	Building + Site	Additional Funds Needed
EL	Current Central Library	\$4,418,260	\$5.069M	\$651K
AP	East Andrews Park	\$4,418,260*	\$10.54M	\$6.12M
LI	Joined to New Central Library	N/A	\$13.65M	\$13.65M
L2	New Site – Central North	N/A	\$9.77M	\$9.77M
L3	New Site – Central West	N/A	\$12,54M	\$12.54M
L4	New Site - w/Apartment	N/A	\$9.00M	\$9.0M + Land

Parking

Final determination of minimum parking will require a detailed parking time-of-day study to ensure adequate on-site parking. Additional parking in Andrews Park may be necessary in the future for options that co-locate the library and the senior center on the same site with shared parking. Option AP has 107 spaces as provided in the concept design by TMP Architects.

	GSF	Minimum Parking Spaces	Max Spaces	Recommended
Library	82,000	246	328	325
Library Staff		15	20	20
Total Library				345
Senior Center	21,000	# of spaces provided	I by TMP and Lifespan Consultant	cs 100
Total		# of :	spaces if each facility is stand alon	ie 445
Total			# of spaces if parking lot is share	d 400

MSR

Senior Center Project Budgets

31 December 2015

Option	EL	AP	LI	L2	L3	L4
Location	Current Central Library	East Andrews Park	Joined to New Central Library	New Site North	New Site West w/ Parking Garage	New Site w/ Apartment Complex
Gross square Feet	20,600	21,000	23,100	23,100	21,000	21,000
Building Cost per GSF	\$158.88	\$265.00	\$291.50	\$265.00	\$291.50	\$265.00
Parking Structure	\$0.00	\$0.00	\$107	\$0.00	\$107	\$0.00
Food Service Equipment Cost per GSF	\$9.28	\$9.06	\$8.23	\$8.23	\$9.06	\$9.06
Furniture, Fixtures and Eqt per GSF	\$17.81	\$17.47	\$15.88	\$15.88	\$17.47	\$17.47
Site Development (Senior Center apportionment for co-located sites)	INC	\$1,841,895	\$705,660	\$705,660	\$705,660	\$690,000
Credit for Surface Parking w Parking Garage	NA	NA	(\$150,000)	NA	(\$150,000)	NA
Subtotal	\$3,831,017	\$7,964,025	\$10,318,140	\$7,384,290	\$9,484,290	\$6,812,130
Inflation	\$264,410	\$477,842	\$619,088	\$443,057	\$569,057	\$408,728
Subtotal	\$4,095,427	\$8,441,867	\$10,937,228	\$7,827,347	\$10,053,347	\$7,220,858
Professional Services + Expenses	\$397,139	\$825,192	\$1,069,114	\$765,123	\$982,715	\$705,839
Contingency at 15%	576,800	\$1,266,280	\$1,640,584	\$1,174,102	\$1,508,002	\$1,083,129
2008 G.O. Bond Funding*	\$4,418,260	\$4,418,260	N/A	N/A	N/A	N/A
After application of 2008 GO Bond Funding	\$651,106	\$6,115,079	N/A	N/A	N/A	N/A
TOTAL	\$5,069,366	\$10,533,339	\$13,646,927	\$9,766,573	\$12,544,064	\$9,009,825 **

* 2008 G.O. bond funding for Option AP is subject to Bond Counsel and Attorney General Review

** Option L4 estimate does not include land costs.

Cost data for Options EL and AP provided by The McKinney Partnership (TMP). The base quality and functional assumptions used by TMP were then extrapolated for Options L1-L4. Land acquisition costs were provided by the City of Norman. Inflation was assumed to be 3% per annum, compounded. Parking garage costs were based on recent bid costs from MSR Design projects in Oklahoma and from data provided by two Construction Managers. Multilevel projects (Options L1 + L3) include additional costs for elevators, stairs, structure, etc.



31 December 2015

Mr. Steve Lewis City Manager City of Norman 201 West Gray Street Norman, OK 73070

Re: Site Option AP Study for Proposed Senior Citizen's Center Andrews Park Site, Norman, OK

Mr. Lewis :

Per your request, The McKinney Partnership has prepared a Site Feasibility Study for a Proposed Senior Citizens Center located along the eastern border of Andrews Park, referred to as "Site Option AP".

I offer the following Summary of our Study:

Existing Site

Andrews Park contains more or less 17.56 acres. The east portion of the park being considered is bordered by Acres Street on the north, James Garner on the east and an existing WPA stone drainage channel on the south (Refer to attached **Proposed Master Plan-Option AP**). The proposed site area presently contains a skate board park, parking lot, abandoned underground concrete water storage tank, two basketball courts and an open recessed drainage ditch that conveys storm water south to the existing stone channel.

The WPA channel is centered within a flood zone that includes both the 100year flood way and 100-year flood plain. This zone borders the southern end of the Site AP.

The park area that currently encompasses the skate park, parking lot, storage tank, basketball courts and drainage ditch totals approximately 1.77 acres.

3600 West Main Suite 200 Norman, Oklahoma 73072 405.360.1400 p 405.364.8287 f tmparch.com Andrews Park Site, Norman, OK 31 December 2015 Page 2 of 3

Proposed Park Master Plan

The proposed Master Plan for the park and surrounding areas to the east, north and west incorporate the following new components:

- Construction of a new divided and landscaped James Garner Avenue that will extend from Gray Street to Robinson. This roadway improvement will also require the shifting of the James Garner / Acres intersection west to accommodate increased traffic and the required 100' of stack space at the train crossing. Also included will be the relocation of portions of Legacy Trail away from the train tracks and closer to the new Central Library.
- Revisions to Acres Street to accommodate the new library and proposed Senior Citizen's Center.
- Construction of a new 81,000 SF Central Library with parking and site amenities on the north side of Acres opposite the proposed Senior Citizen's Center.
- Directly across Acres Street from the new library will be the proposed 21,000 SF single level Senior Citizen's Center with associated parking, site amenities, landscaping and outdoor activity space. Also included in the site work will be an underground concrete drainage box to accommodate the rerouting of the water from the existing open storm ditch. Also planned is storm water detention beneath the new parking lot to accommodate storm water from the Senior Center and the concrete ditch which will require approval as the open narrow ditch is presently included within the 100-year flood plain.
- The basketball courts will be relocated slightly and the existing concrete water tank removed to accommodate the new parking.
- The proposed 107 space parking lot can also serve the overall park during the evenings and weekends.
- The relocation of a new skate board park to the southwest corner of the park.
- Existing softball and athletic areas will all be preserved. With minimal change.

The additional site area required for the proposed Senior Citizen's Center, beyond the 1.77 acres currently occupied, totals approximately 0.39 acres (Refer *Existing Park Plan with Option AP Land Areas*)

Proposed Senior Citizen's Center Site Plan

The proposed Senior Citizen's Center site (Refer attached **Site Option AP**) provides parking for 107 cars within a well landscaped and illuminated parking area. This total includes 18 handicap spaces conveniently located near the main entry. Fully accessible pedestrian walks lead from every parking space directly to the Center. A CART bus stop is located adjacent to the Center and is connected to a broad covered entry drop off via an accessible walkway. A wide well-lit section of Legacy Trail will also extend from the Senior Center to the Library entry directly across Acres Street, a distance of approximately 120 yards.

Exterior covered and shaded courtyards will offer unobstructed broad views to the park and activity areas. Gardening accommodations with raised beds along with outdoor activities are located on the south side of the Center. A service area will allow for convenient food delivery and remote pick up. Specific floor plan layout, areas and functions are yet to be designed.

Andrews Park Site, Norman, OK 31 December 2015 Page 3 of 3

Conclusion

Overall, this proposed Site Option AP for the Senior Citizen's Center in central Norman encompasses a total of approximately 2.16 acres, much of which is currently covered with parking and other concrete paved uses. The site will afford immediate access to Andrews Park and the new Central Library along with convenient vehicular access from the James Garner Avenue.

Please advise if you require further information or have questions.

Respectfully,

Richard S. McKinney, Jr., AIA President

Attachments





ANDREW'S PARK - PROPOSED MASTER PLAN - OPTION AP

Sheet Number:



Sheet Numbe