

HHS COMMITTEE #1
January 14, 2016
Update

MEMORANDUM

January 12, 2016

TO: Health and Human Services Committee

FROM: Vivian Yao, Legislative Analyst 

SUBJECT: **Update: Noyes Children's Library renovation project**

The Health and Human Services (HHS) Committee will receive an update on the status of the Noyes Children's Library renovation project. A memorandum with information to be presented to the Committee is attached at ©1-11. The following individuals are expected to attend the meeting:

- Ramona Bell-Pearson, Assistant Chief Administrative Officer
- Greg Ossont, Deputy Director, Department of General Services (DGS)
- Ernie Lunsford, Chief, Building Design & Construction, DGS
- Parker Hamilton, Director, Montgomery County Public Libraries (MCPL)
- Rita Gale, Public Services Administrator, Facilities and Strategic Planning, MCPL
- Sheila Dinn, Noyes Children's Library Foundation
- Jan Jablonski, Noyes Children's Library Foundation

Several years ago, the Noyes Children's Library Foundation (Foundation) offered to raise funds to support an extensive renovation of the existing facility. Executive staff has been negotiating with the Foundation to develop a renovation plan. The concept design created by the Foundation (©7-9) would expand the facility to three levels with an elevator on the exterior, and add handicapped-accessible rest room space, staff space on the new lower basement level, and third floor space that will accommodate storytelling and other programming for children.

The following summarizes key points from the update materials and includes follow up questions that the Committee may be interested in asking:

- **Project Costs:** Assuming the project commences within the next couple of years, the project is estimated to cost \$3.1 million. The Executive has committed and capped the County's contribution to the project at \$1 million. **What is the operating budget impact of the renovation? Will there be an increase in staff or FTEs to serve the**

facility after renovation? Currently, how many staff typically operate the facility at any given time?

- **Cost Savings:** The Foundation is willing to raise funds, and has \$100,000 in the bank, but has raised concerns about the \$2 million needed to complete the project. The County and the Foundation are working to explore opportunities for cost savings and economically advantageous contracting opportunities, while maintaining County development standards and regulations. **What is the magnitude of potential cost reductions being explored? What is the cost differential for renovation incorporating accessible vs. universal design?**
- **County Efforts to Date and ADA Access Improvements:** The County has expended effort and funding to obtain approval to perform renovations by the Maryland Historical Trust (MHT), to complete a feasibility study, to develop an application for State Capital Project Grant funding, and to make Americans with Disabilities Act improvements for library access. The access ramp improvement will be operational by the end of July 2016.

Council staff understands because a design firm has not been engaged to work on final designs, MHT has not formally approved plans for the renovation. The Committee may be interested in understanding the extent to which the current designs address the considerations raised in the MHT May 2013 letter (©10-11) and the likelihood that MHT will approve the project as envisioned by the Foundation.

- **Timeline for Completion:** The public private partnership with the County and Foundation will be established through a Memorandum of Understanding that is close to being finalized. After MOU finalization, a supplemental CIP submission will be made with County funding of \$1 million reflected in the PDF. Completion of design is anticipated in the first six months of 2016, and construction will commence when substantial funding is raised by the Foundation. **How long is it anticipated that the Foundation will need to raise the non-public funding for the facility?**



OFFICES OF THE COUNTY EXECUTIVE

Isiah Leggett
County Executive

Timothy L. Firestine
Chief Administrative Officer

Memorandum

January 8, 2016

TO: George Leventhal, Chair
Health and Human Services Committee

FROM: Ramona Bell-Pearson 
Assistant Chief Administrative Officer

SUBJECT: Updates on Noyes Library Renovation Project

Over three years ago the Noyes Children's Library Foundation (hereafter the "Foundation") came to the Montgomery County Department of Library and offered to extend the relationship they have held with the Library since at least 1991 to provide increased support for the Noyes Children's Library. In the past the Foundation has provided support to operating costs, funded landscaping improvements, and other items that were outside of County budget resources for the Children's Library. The Foundation offered to extend their relationship by taking on the task of raising the majority of funding needed to execute a complete and extensive renovation project of the existing facility. As a result of this offer, Executive Staff in support of Library Department Director Parker Hamilton began actively negotiating with Foundation representatives Sheila Dinn and Jan Jablonski, as well as other members of the Board, to develop a plan for renovation of the existing facility and to devise a plan to raise funds to facilitate those renovations.

To date all Parties have agreed to support the concept design created by the Foundation that renovates and expands the facility to three levels with an elevator added to represent a Rapunzel Tower on the exterior, handicapped enabled rest room space, added Staff space on a new lower basement level and third floor space that will accommodate storytelling and other programming areas for young readers. (See "Make More Noyes" documents and concept design attached).

The Department of General Services has conducted a study of the concept design plans and established cost estimates consistent with capital improvement project plan proposals.

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www.montgomerycountymd.gov



Assuming the Project commences within the next couple of years the estimates will hold at \$3.1 million. Those costs reflect the complexities presented by this facility such as:

- 1) Small footprint of the existing library
- 2) Historic preservation restrictions of the facility
- 3) Structural challenges presented by the need to raise the existing facility to dig out and construct a basement level
- 4) Structural challenges presented by the need to restructure the attic level to bump out space to accommodate the addition of a third floor that will allow for programming space that currently does not exist
- 5) Structural challenges associated with the construction of an elevator shaft on the exterior of the building that conforms to the historic preservation restrictions and ADA requirements.

In light of many of the challenges listed here that are being faced by DGS and the Foundation, the County has agreed to consider cost saving measures such as working through the Office of Procurement to find contracting opportunities that are consistent with procurement regulations and recognize advantages of this public private partnership between the Foundation and the County. The public private Partnership will be established through a Memorandum of Understanding (MOU) that is close to finalization. In that MOU the County Executive will agree to commit \$1 million of County funding for this Project and the Foundation will be expected to raise the remaining funds needed for the Project. The Executive has been firm in his commitment to \$1 million but has also indicated that the County commitment is capped at \$1 million. The Foundation has indicated a willingness to fund raise but has raised concerns about the \$2 million amount needed to complete the Project. The project cost is the largest challenge this renovation faces and for that reason the County has agreed to work closely with the Foundation to explore opportunities for cost savings and economically advantageous contract opportunities.

The Noyes Foundation has been frustrated by the fact that this Project can't be treated as a private development project. It is their belief that the cost estimates would be significantly lower if the County were to turn the development project over to them for design and construction. It has; however, been necessary to maintain County development standards and regulations on this Project because this is a County owned and operated facility. While government/public projects do incur more costs than private development projects, the County must assure that all federal and state legal obligations are met with full compliance. In working with the Office of Procurement, Executive Staff is exploring opportunities that will provide cost savings and benefit from the public private partnership relationship that will be established through our MOU.

The following information represents actions that the County has taken to support the Foundation and the Project to date:

- 1) The County through DGS has worked with the Maryland Historical Trust in the Maryland Department of Planning to obtain approval to perform the renovations envisioned under the conceptual architectural designs prepared by the Foundation. (See MDP letter dated May 13, 2013 attached).
- 2) DGS financed approximately \$20,000 for a feasibility study at the facility as a necessary part of determining construction and excavation costs associated with constructing a basement and other additions to the existing structure. That study included soil sample analysis and the development of options as to how the existing facility could be raised in place or removed and replaced to facilitate the total renovations and addition of the basement level.
- 3) The County partnered with the Foundation to facilitate an application for a State Capital Project Grant. Through that application the Foundation obtained a \$50,000 grant and has raised approximately \$50,000 in matching funds through their fund raising efforts as is required by the Grant.
- 4) Improvements required under federal regulations associated with the Americans with Disabilities Act have been made by the County to the property amounting to an investment of over \$60,000 to date. Final adjustments including brick laying are being made to the ramp that will facilitate access to the library for those with mobility challenges and the final fitting for the special order automatic door should occur before the end of this month as the final component to improvements. The handicapped bathroom facility will be part of the larger renovation project that will be completed during the joint Foundation and County financed renovations.

The current timeline for moving the design and construction forward is tentatively as follows:

- Once the MOU is finalized and signed, then a supplemental CIP submission will be made including a PDF for the project and the \$1 million commitment of the County
- DGS and the Foundation will work to complete the design within the first six months of 2016 using Foundation funding
- Once substantial funding is raised by the Foundation then movement to construction phase will commence
- Completion of construction for the renovation project will include the remaining ADA required improvements

The ADA improvements that are currently underway include construction of a ramp from the street running along the back to the left side of the library. The ramp will have brick and flag stone on the surface, a long hand rail matching the existing hand rail on the steps and an automatic door to the left of the existing door that will replace the existing window on that side. It is anticipated that the improvement project will be completed and the ramp will be operational by the end of January 2016. There will be no

Memorandum to Mr. Leventhal
January 8, 2016
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adjustments or renovations made to the bathroom until the full renovation and expansion project is performed.

With regard to the status of fund raising, the Foundation reports that as of December 2015 they have \$100,000 in the bank and an outstanding application for a grant that has been filed. They have also received much unsolicited Community support that has been brought to their attention by donations made to the Foundation in support of the library by small businesses. Finally there have been other Community activities that raised awareness of the Project and some donations that have added to funds raised.

Attachments

"Make More Noyes" documents

Concept Design

May 13, 2013 letter from Maryland Department of Planning

cc: Parker Hamilton, Director MCPL
David Dise, Director DGS
Greg Ossont, Deputy Director DGS
Vivian Yao, Sr. Legislative Analyst
Jan Jablonski, Co-Chair of Noyes Foundation
Sheila Dinn, Co-Chair of Noyes Foundation



Since 1893, the Noyes Library has enriched lives through books and the community through its presence. But it has never been accessible to those with physical disabilities. As of now, however, Montgomery County's Project Civic Access Settlement Agreement with the Department of Justice requires that this building comply with the ADA Standards for Accessible Design.

That is great news, because with need, comes opportunity.

The standard changes required to meet the ADA requirements would affect the historic integrity of the exterior of the building, while inside the space required inside would basically render Noyes unable to fulfill its mission as a library.

So here's our plan: create a storybook tower housing a three-story elevator, joined to the building with a glass-walled passageway so the building maintains its original shape and size. Dig below the existing crawl space to create a roomy lower level, now accessible through elevator and stairs. Utilize the beautifully lofted upper level, now accessible through elevator and stairs.

The Foundation has proposed a partnership with Montgomery County in order to design, fund and execute this renovation. But it's a long way from becoming a reality, so WE NEED YOUR HELP!

- Go to www.noyeslibraryfoundation.org to read more about the plans to **Make MORE Noyes.**
- **Write** to the Montgomery County Executive and members of the County Council to ask that the County do its part to make Noyes truly accessible.
- **Volunteer** for Foundation events and literacy programs.
- **Donate!**

Make MORE Noyes: Space and Programs for All

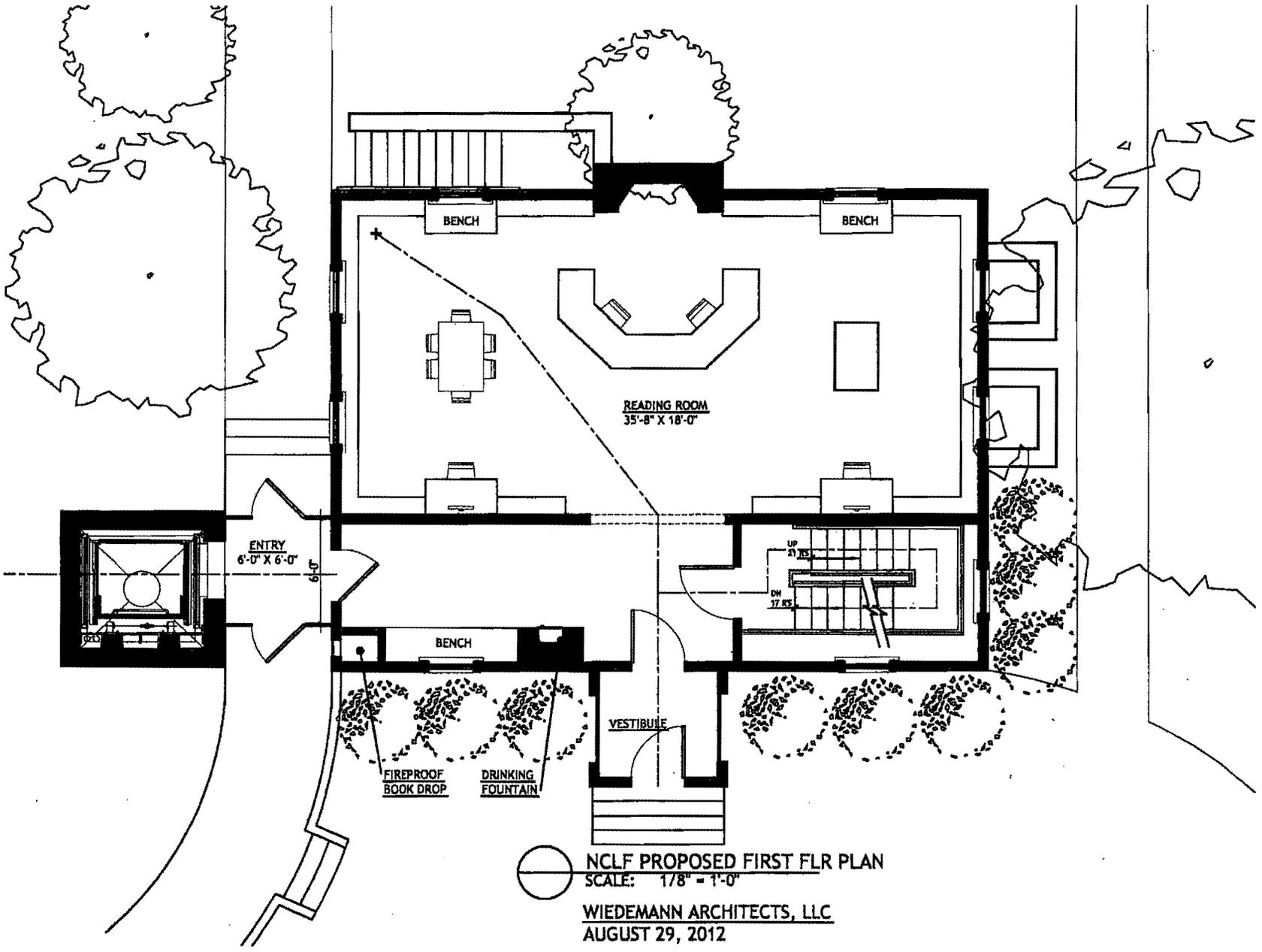


With three floors of usable space, the “new” Noyes will create an ideal early literacy environment for children, parents, caregivers, librarians, and all lovers of children’s literature. Noyes will be a model of universal accessibility, enabling those with physical and intellectual disabilities to fully benefit from its welcoming space and enriching, inclusive programs.

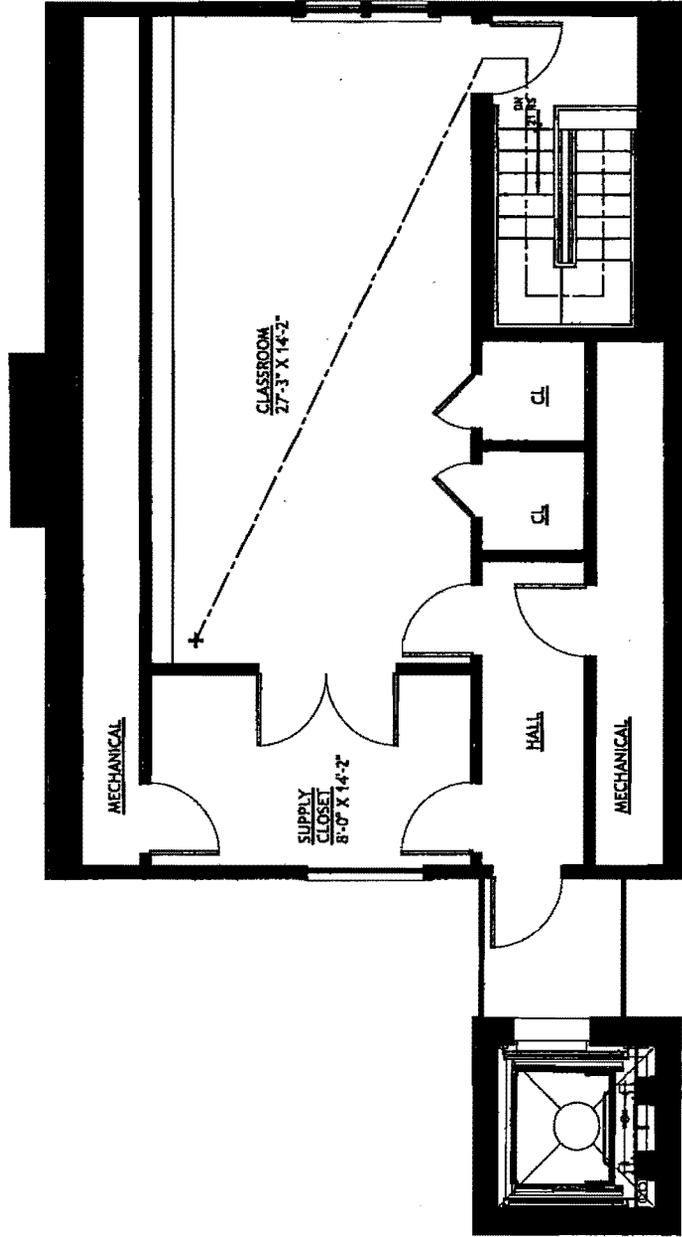
The new Noyes will provide:

- **Elevator and stairway access to three floors;**
- **A lower level with two accessible bathrooms, a work space for staff, and storage;**
- **A main level housing the Library’s book collection, checkout desk, patron computer(s), and reading and “literacy play” areas;**
- **An upper level with a large space for programs, additional storage, and a Penny Theater display;**
- **The ability to conduct more literacy programs, including programming for individuals with disabilities, and those for whom English is not a first language; and to offer meeting space for local organizations; and**
- **The ability to offer space to a Writer or Artist in Residence, to establish relationships with Children’s Librarians in training, and to create a dynamic center for promoting children’s literacy and literature.**

For more information and to donate, please go to www.noyeslibraryfoundation.org. Thank you!

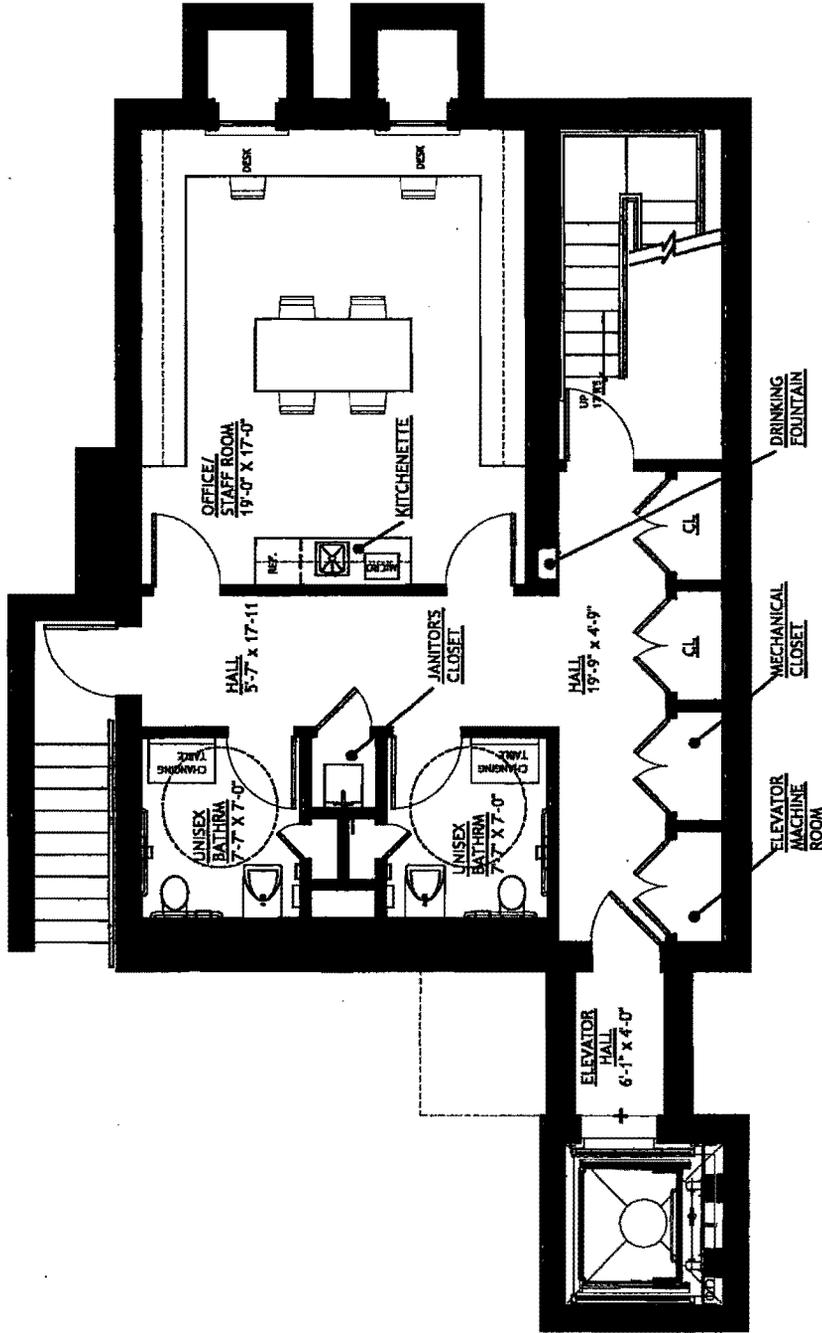


NCLF PROPOSED FIRST FLR PLAN
 SCALE: 1/8" = 1'-0"
 WIEDEMANN ARCHITECTS, LLC
 AUGUST 29, 2012




 NCLF PROPOSED SECOND FLR PLAN
 SCALE: 1/8" = 1'-0"

WIEDEMANN ARCHITECTS, LLC
 AUGUST 29, 2012



○ NCLF PROPOSED BASEMENT FLR PLAN

SCALE: 1/8" = 1'-0"

WIEDEMANN ARCHITECTS, LLC

AUGUST 29, 2012



Maryland Department of Planning
Maryland Historical Trust

Martin O'Malley
Governor

Anthony G. Brown
Lt. Governor

Richard Eberhart Hall
Secretary

Matthew J. Power
Deputy Secretary

May 13, 2013

Greg Wiedemann
Wiedemann Architects, LLC
5272 River Road, Suite 610
Bethesda, MD 20816

Re: Noyes Children's Library
State Bond Bill Grant Loan of 2011
Section 106 Historic Preservation Review

Dear Mr. Wiedemann:

Thank you for contacting the Maryland Historical Trust (MHT) regarding the above-referenced undertaking. As the State Historic Preservation Office (SHPO), MHT comments on all federal and state projects in Maryland pursuant to Section 106 of the National Historic Preservation Act and Sections 5A-325 and 5A-326 of the State Finance and Procurement Article. These laws apply to state and federal undertakings, including grants and permits. Consultation under both laws follows the process set forth in 36 CFR Part 800. Under this process, MHT does not approve, deny, or modify proposed projects. MHT instead provides factual determinations about whether proposed work complies with federal standards for the treatment of historic places, and MHT provides advice to other agencies about the options available to them for complying with state and federal cultural resource laws. We are writing to provide our final determination regarding the easement clause of the 2011 bond bill for Noyes Children's Library and to continue routine consultation about the grant's effects on historic properties.

As you know, the Noyes Children's Library at 10237 Carroll Place is historically and architecturally significant. The building is listed in state and national registers of historic places as a contributing element of the Kensington Historic District, Maryland Inventory of Historic Properties number M: 31-6. It is also individually recorded in the Maryland Inventory of Historic Properties (M: 31-6-2) for its architectural design and association with local history.

In January of 2013 the MHT Easement Committee considered the Noyes Library property and, based on the information available at that time, requested an easement on the property in a February 13, 2013 letter. Easement staff visited the property and received more detailed plans of the proposed work on April 3, discovering that the building has been somewhat altered over time and that the construction currently proposed would negatively impact the resource's remaining integrity. In light of this new information, the Easement Committee reconsidered the property on April 23, 2013 and has recommended to the Director of MHT that an easement would be inappropriate. The conveyance of a perpetual preservation easement under the bond bill is therefore not required.

Because of the use of state funds, the proposed work must comply with state historic preservation law regardless of whether an easement is granted. The proposed work includes converting the crawlspace into a habitable basement with restrooms, storage, and an office; converting the existing attic into classroom space; substantially remodeling of the main library floor; constructing an interior fire stair; and attaching an elevator/clock tower to the left side of the building with a two-story hall. These changes, most severely the elevator tower, would constitute a significant adverse effect to the historic character of the building. The proposed work conflicts with *The Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards) on many points and would likely render the building ineligible for individual listing in the National Register.

Given the small size of both the historic building and its site, the basic concept of tripling the library's usable square footage may be in inherent conflict with preserving its character. We recommend considering the follow changes, which might avoid or minimize adverse effects to the historic building and district. If MHT finds that revised designs avoid adverse effects, then our review of the bond bill will be complete.

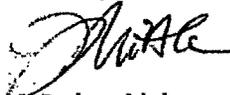
1. Consider reducing the scope of the architectural program. If the expansion can be limited to the basement (which would approximately double the size of the existing facility) it may be possible to design or place the elevator in a less conspicuous manner.
2. Consider alternatives to place the elevator within the shell of the existing building. It appears that placement in the northwest corner would not interrupt any program spaces. On all three floors of the proposed plans this area is a hallway leading to the new elevator tower.
3. Consider alternative designs for the elevator tower. The tower should be lower than the roofline of the historic building.
4. Consider whether the tower addition can attach directly to the building, without the two-story hall, making the addition half as large.
5. Consider if removing the clock and making other design alterations might make the non-historic tower less conspicuous.
6. Consider attaching the tower to the rear of the building, either alone on the south side of the chimney or combined with the basement stairs. If attachment to the rear is not possible, consider whether the tower would be less conspicuous if attached to the center or rear bay of the north façade rather than the front bay.
7. Consider additions to the side(s) of the historic building rather than expansion into the historically-uninhabited crawlspace and attic.

If it is not possible to avoid adverse effects, Maryland Department of General Services (DGS) and other involved agencies may proceed after project proponents complete the following standard process for resolving an adverse effect.

1. Contact the general public and potentially-interested parties and solicit their advice about ways to avoid, reduce, or mitigate adverse effects to the building and district. This may be done through mailings, public meetings, and/or official notices. The process should specifically note that the currently proposed project will "diminish the historic character and appearance of the library" and provide instructions for making design and mitigation suggestions. The interested parties contacted should include local and regional historical societies and preservation groups.
2. Develop a final design based on a full consideration of alternatives and public comments.
3. Provide MHT with documentation of the public comment process, final plans, any proposed mitigation, and the names and titles of the MOA signatories for Montgomery County and the Noyes Children's Library Foundation. MHT will use this information to prepare a draft memorandum of agreement (MOA) for the review of signatories and any other interested parties.
4. Enter into a MOA outlining specific steps that will be taken to minimize and mitigate the adverse effects. Minimizing actions would be design changes. Common types of mitigation include the documentation of historic buildings; the survey and documentation of related historic resources; positive preservation efforts at other historic sites; and public interpretive efforts such as signs, brochures, and websites. Bond Bill funds could be released at the time the MOA was executed. Mitigation could be completed after the release of funds and within timeframes stipulated in the MOA.

Thank you for providing us this opportunity to comment. We look forward to receiving either revised plans that conform to the Standards or documentation of the process described above. Please contact Jonathan Sager at jsager@mdp.state.md.us or 410-514-7636 if you have any questions or we may be of assistance in the interim.

Sincerely,



J. Rodney Little
Director \ State Historic Preservation Officer
Maryland Historical Trust

JRL \ JES
201302135

cc: Sheila McDonald (BPW)
Rechana L. Rentuma (Comptroller)
Amy Skinner (MHT)
Fran Vehstedt (DGS)
Scott Whipple (Montgomery County)

ADDENDUM
HHS COMMITTEE #1
January 14, 2016
Update

MEMORANDUM

January 14, 2016

TO: Health and Human Services Committee

FROM: Vivian Yao, Legislative Analyst 

SUBJECT: **Update: Noyes Children's Library renovation project**

The Council received the attached statement (©1) from the Noyes Children's Library Foundation (Foundation) after the publication of the initial packet. The Foundation expresses concern about the impact of delays and escalating cost estimates on the confidence and motivation of potential donors and volunteers in supporting the project. The Foundation is offering to provide \$1.6 million to support the renovation project and urges the County to commit the remaining funds needed for the project and to move forward expeditiously.



HHS Committee Update on the Make MORE Noyes Capital Project

January 14, 2016

Statement from the Noyes Children's Library Foundation

The Noyes Children's Library Foundation, a 501c3 charitable organization established in 1991 and operating entirely on community donations and volunteer labor, is offering the county \$1.6 million to fund the Make MORE Noyes project. The design and potential for the project have been enthusiastically endorsed throughout the public and private sectors for 3 years. However, delays and escalating cost estimates jeopardize the confidence of potential donors and the motivation of volunteers – and have meant lost opportunities for children and families. It is time for the county to take action to move the project forward quickly.

We are offering to provide the huge sum of \$1.6 million to make the Make MORE Noyes project happen. We ask that the Council and County commit to the project by funding the remainder. We are asking for speed. We are asking that the MOU, which in its current draft has languished in County hands since April 2015, and in earlier drafts since 2013, be completed. We are asking that the design stage of the project be split off immediately and implemented so that we can all find out whether there are any issues that need resolving with the HPC, MHT, the fire marshal, or some other source. And we ask that the county's DGS and facilities people familiarize themselves with, and be prepared to implement, the principles of universal design for accessibility, which goes beyond the mandated and often awkward fixes of ADA to create a building and resource that is truly, genuinely accessible and inviting to all.

In the meantime, the Noyes Children's Library and the Foundation continue to demonstrate the popularity of their services. For example, the two most recent public storytimes at Noyes, held on New Year's Eve, drew a total of 188 people. A Foundation event for families called "The Day the Dinosaurs Came to Noyes," held Sunday, January 10, was attended by over 350 people, despite overlapping with the Redskins playoff game. A broad range of community and business groups have activated themselves on behalf of the Foundation within the last year, supporting its early literacy mission and the Make MORE Noyes project.

In summary, the Make More Noyes project, with its \$1.6 million private sector contribution, has the potential to yield the highest immediate return on investment of any capitol project in the County ever. Yet the County continues to squander this rare opportunity to implement a project that could serve as a model public-private partnership; enhance one of the region's historic assets and assures its future use; and, most importantly, expand Noyes' ability to serve as the model for early childhood literacy services for the County, the State, and perhaps the nation for years to come. We hope you can find a way to Make MORE Noyes.

Thank you for your support.