



## City of Saint Paul Capital Budget Proposal

Funding years 2022-2023

Thank you for your interest in the Saint Paul Capital Improvement Budget. Through the capital improvement budget process, we strive to reflect and uphold the values of our community. Our funding decisions are guided by the principles of equity and inclusion, strategic investments, and fiscal responsibility.

Please respond to each question listed below as it applies to your project. Please do not submit your proposal until the application is complete.

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**Before proceeding with the application, please read and indicate your awareness of the following requirements.**

**ADA requirements available at: <https://www.ada.gov>**

I am aware of ADA requirements.

**CERT requirements available at: <https://cert.smwbe.com/>**

I am aware of CERT requirements.

**Saint Paul's public art ordinance available at: <https://www.stpaul.gov/departments/financial-services/public-art-ordinance-program>**

I am aware of the City's public art ordinance.



Contact Information

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Project Overview

1. Project Title:

**Hamline Midway Library – Renovation/Expansion or Rebuild**

2. Brief (1-2 sentence) Summary of Project:

Saint Paul Public Library seeks funding to renovate/expand or rebuild the Hamline Midway Library on its existing site to create a new library that meets the community’s current and future needs. The renovated/expanded or new library will be a dynamic, technology-enabled, inviting gathering space and resource hub that strengthens the social infrastructure of the Hamline Midway neighborhood. The renovated/expanded or new library will have additional square footage and a design and functionality that will be co-created with the community and expert architects, engineers and designers.

3. Project Location:

1558 W. Minnehaha Ave.

4. Affected Ward(s): *See the [Saint Paul District Council and Ward Lookup](#)*

- Ward 1                       Ward 5
- Ward 2                       Ward 6
- Ward 3                       Ward 7
- Ward 4

5. Affected Neighborhood District Council(s): *See the [Saint Paul District Council and Ward Lookup](#)*

- District Council 1     District Council 6     District Council 11     District Council 16
- District Council 2     District Council 7     District Council 12     District Council 17
- District Council 3     District Council 8     District Council 13     Citywide
- District Council 4     District Council 9     District Council 14
- District Council 5     District Council 10     District Council 15

6. Estimated Project Completion Date:



2024

7. Submitting Department:

Library

8. Department Priority (numerical priority out of total submitted projects, ex. 3 of 6):

1 of 3

9. Which category best describes your project?

- Buildings
- Streets and Utilities
- Residential and Economic Development
- Parks and Trails
- Other

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### Project Description

10. Please describe the project including a physical description of the project noting important sub-elements and information on project timing and/or phasing.

The Hamline Midway Library was built in 1930 and last remodeled in 1985. However, not all building components were upgraded at that time. Some accessibility improvements were made in 1990. All the building components are well-past their useful life and need replacement or upgrade. Those components include, but are not limited to, mechanical, electric, plumbing (MEP) systems; windows, lighting, flooring, shelving, service desk, and furnishings; staff work and break areas; restrooms; finishes; community rooms; maintenance areas; technology; exterior brick and stone; concrete; parking lot; and landscaping to better meet community needs today and in the future.

The age, condition and type of HVAC at Hamline Midway Library requires replacement and upgrade. This Library has not been open to the public during COVID-19 out of an abundance of caution as its HVAC does not meet current standards and is the only library in the system that doesn't have an integrated air exchanger.

The existing library has two public levels and a highly awkward layout. The front stairs are not accessible to those with mobility impairments. The accessible entrance is along the alley and opens into a cramped, dark entry way. The auditorium is in the basement down a flight of stairs. The accessibility lift is small, dark and outdated. The only hallway leading to the lower-level auditorium, public restrooms, and stairs to the upper level is very narrow with a low ceiling, requiring the ceiling to be padded and "caution" signs posted. The restroom tiles and fixtures are cracked and outdated.



There are no staff work areas on the lower level which poses a safety and security risk when patrons and visitors are on that level. The main room on the upper level is wide open with no sound separation and an inflexible floor plan. The fireplace on the main level does not work. All the other rooms throughout the library are small and compartmentalized, and all staff areas are very small and outdated, especially the kitchen/break area.

There are significant moisture and water infiltration problems and damage throughout the building. Water pools in the auditorium when it rains. Water leaks into the building from another location as well.

Concrete stairs and walkways are cracked, uneven, and are poor condition. The sidewalk along the south side of building adjacent to the book return, off street parking - including handicap accessible space and entrance - is very narrow and in need of repair. The parking lot and side parking pad need resurfacing, and the small utility garage roof leaks and siding is damaged.

A renovation/expansion or rebuild would allow for additional square footage and a design to accommodate community identified needs for their library – more community and meeting spaces, better accessibility for residents, space for study/quiet rooms, dedicated space for teens and Children’s learn-and-play, and intergenerational learning. The two options also allow for improved staff work and break areas as well as utility, storage, and maintenance spaces.

Note: Library has secured funding that will support community engagement and schematic design later this year, in advance of any 2022/2023 funding allocation. The Library was awarded \$500,000 in CIB funds for design work in 2019 (funds available in 2021). According to the Office of Financial Services (OFS) Design staff, the entirety of these funds sufficiently supports the completion of community engagement, development of schematic designs, completion of other design development work, and calculation of cost estimates for all three Library 2022-2023 Capital Investment Budget (CIB) submissions, including exploring both options for the Hamline Midway Library (construction documents to be funded as part of the project award).

Adding a third level addition may not be a viable option due to structurally feasible; would not be cost-effective; would increase operating costs for staffing, security and programming; and doesn’t eliminate the accessibility and layout challenges of the existing library. There is no room to expand to the east, west and south. An addition to the front of the building may be feasible and can be explored for impact on the existing classic character and architecture, cost-effectiveness, and how it can address the barriers of the existing building layout.

### Purpose and Justification

11. Please provide pertinent information on the purpose and justification for this project. Please consider the following questions in your response:



- Why is this project important? (eg. opportunity for collaboration, condition, significant need, etc.)
- What problem is this project trying to solve?
- What benefits does it provide to residents or users? What is the historical context of this project?
- Is this a new project, an improvement or expansion project, or maintenance on an existing asset?
- Does this project address any specific health and safety concerns?
- Does this project address an inequity or otherwise support diversity and inclusion?

In 2019, after extensive listening and conversations with community and staff members, the Library released a new Strategic Direction (linked to at the end of this proposal). The Library rewrote its mission, vision, values, and goals to align with what it heard people want and need from their libraries—today and into the future. These statements guide the Library in everything it does, including the investment sought for Hamline Midway Library through this proposal:

- **Mission:** We welcome all people to connect, learn, discover and grow.
- **Vision:** We imagine a Saint Paul where all people feel seen, safe, and welcome. We imagine a city where libraries bring people together to experience hope, joy, and creativity through learning.
- **Values:** We believe learning is a human right and we believe in curiosity, connection and in the power of belonging.
- **Strategic Direction goal specific to Library facilities:** Invest in spaces that are safe, inviting, affirming, and comfortable for people of all cultures, abilities, and communities.

Building off the Strategic Direction and through additional, extensive community listening, the Library established a strategic plan or vision for its facilities called the Facilities Direction (linked to at the end of this proposal). The Direction identifies that the role of libraries is evolving beyond books to serve as resource-rich, community-oriented spaces.

Community members told us they want their library to have space for elders and teens to gather, to create spaces that foster safety and sense of belonging, and offer programming and services that go beyond books. Through listening we heard our community members feel pride in their neighborhood library and library buildings are struggling to support high use and they desire space that is accessible and inclusive for a variety of modes of use.

Specifically, they would like Hamline Midway Library to have improved accessibility and entrances, updated restrooms, improved public meeting and programming space, better separation between quiet and active spaces, better technology, and improved play-based and creative learning space. The current building does not meet these needs.

The Hamline Midway Library is in a beautiful setting in the Hamline Midway neighborhood; adjacent to a vital commercial corridor; accessible by walking, transit, and served by both on



and off-street parking. It is a well-loved and well-used neighborhood library. It has served the community since 1930 and is part of the neighborhood social infrastructure.

Pre-COVID-19, residents used Hamline Midway Library to take care of their education, personal, economic, learning, and information needs by accessing to Wi-Fi, computers, printers, copiers, scanners, and notaries, along with materials such as books, movies, and music. The outdated building cannot fully serve as a platform for learning, connection, and growth that community members want and need from their libraries today.

As noted above, the building is in very poor to critical physical condition in all areas and struggles to keep up with public use. The square footage, layout and floorplan are a barrier to meeting current and future library needs even once renovated.

Other Options Explored:

Renovation Only: A renovation would maintain the classic charm and architecture and improve the building systems, technology, and interior surfaces, furnishings, and layout. However, it can't eliminate the challenges posed by the footprint and two-level layout, thus it can't accommodate what residents expressed they want in their neighborhood library. Residents expressed strong interest in improved accessibility of entrances, restrooms, and meeting spaces, additional square footage for more flexible and dynamic community meeting spaces, individual study/work rooms, more options for teens, youth and creative space. A library rebuild on site would allow for up to 20% additional square feet. Office of Financial Real Estate Design Group cautions against making large capital investments to renovate existing facilities that even after renovation cannot meet current programming needs (the City has experience with this situation).

Renovation/Expansion: Adding a third level on top of the existing two-level library is likely not structurally feasible, would not be cost-effective, would significantly add to operating costs, and still retains the poor layout and footprint. Expansion to the east, south, and west is not feasible given the site. An addition to the front of the building may be feasible and can be explored for impact on the existing classic character and architecture, cost-effectiveness, and how it can address the barriers of the existing building layout.

Relocation/Joint Use: Library has explored relocation and joint location. Saint Paul Public Library currently has four joint use facilities, each with anticipated and unanticipated challenges. Keeping this building and buying new site and building and renovating is not financially feasible. The City can't afford to responsibly care for and upgrade its existing assets as needed let alone add new ones. Given the existing condition of this building, millions in renovation are needed for use by the City or to sell or lease, plus all the additional costs of securing a new site with construction for renovated or new building. A joint facility with an elementary school, as has been suggested, is not a good option as safety and security infrastructure of an elementary school is different than that of a public library. Public libraries welcome anyone, all ages, no questions asked, to come in, hang out, and spend time in the library. This does not always align with the needs of elementary schools to more closely monitor who comes and goes from their buildings. SPPL supports school libraries within schools.



Some have suggested a joint facility with a nearby park. The nearby park is not a priority for investment by the Parks and Recreation Department (SPPR). Neither SPPR nor Saint Paul Public Schools have capital dollars in their current capital plans for such an investment. Give the condition of current library building, Hamline Midway Library can't wait this long. The existing site and setting are great – easily accessible by walking, near transit and has both on and off-street parking.

For the reasons above, a renovation/expansion or rebuild on the existing site are the most viable options to meet current and future library needs.

Funding Request

Anticipated Funding Source*	Prior 5 Years	2022	2023	2024	2025	2026	5-Year Total
[Eg. Grants]							
[Eg. Bonds]	167,000*		8,169,300				9,336,300
<b>Total</b>							9,336,300

Anticipated Expenses*	Prior 5 Years	2022	2023	2024	2025	2026	5-Year Total
[Eg. Design]	167,000*						167,000
[Eg. Construction]			8,169,300				8,169,300
<b>Total</b>							9,336,300

**\*Add rows if needed.**

Additional comments regarding funding request:

\*Library awarded \$500,000 in CIB funds available in 2021 for design work that can include the two options for Hamline Midway Library - divided award by 1/3.

\$8,169,300 includes demolition, construction, project management, and architectural and engineer fees. These estimates were developed by architects, engineers and cost estimators hired by the Library for the Facilities Direction engagement. They are based on actual costs of similar Library renovations and were reviewed and further refined by OFS Design Division. Library is recommending same amount of for renovation/expansion.

Saint Paul Public Library will develop a broader Library capital campaign fundraising strategy with The Friends of the Saint Paul Library in 2021.



Fiscal Responsibility

12. Have grants or other matching funds for this project been secured?

- Yes
- No

If yes, please explain: [Click or tap here to enter text.](#)

13. How does this project further City goals of fiscal responsibility? As applicable, include details such as:

- Status and timing details of grants applied for and/or secured or other non-City funding sources.
- Estimated annual increase or decrease in operating costs for this project.
- How operating cost increases or decreases were determined (include details such as personnel costs, materials, maintenance, contracts, energy savings, etc.).
- If new infrastructure, how the department will pay for the increased operating costs.
- Whether the project is currently underway.
- If/how the project prevents a measurable financial loss or reduces future expenses.
- If/how the project contributes to growth in the City's tax base.

It is a cost-effective approach for the City to renovate/expand or rebuild on a site it already owns that has a good location and setting, to develop a library that can meet current and future community needs for its neighborhood library. Given the existing building footprint, lay out and square footage, a complete renovation only would preserve the building and improve the components. However, it will not result in a facility that meets current and future library needs without an addition. Investing more than \$3.5 million for a library that doesn't meet current needs is not cost-effective. This type of investment is a once in a lifetime opportunity.

For reasons previously noted, a renovation only or relocation to another site are not cost-effective or feasible approaches.

The Library/City owns the current library and has not adequately invested in its renovation and modernization. It has a responsibility to do so. Residents deserve to have its libraries meet their current library needs and be in good physical condition. This project would signal the City's commitment to the Hamline Midway neighborhood and the role of libraries as part of a vital neighborhood and city.

Finally, maintaining the existing library building while also building a new library in a new location would not meet the City's goals for fiscal responsibility in our capital investments. Maintaining the existing Hamline Midway Library building while constructing a new library in another location would add to the City's already over-burdened total liability for long-term maintenance and repair. As we have shown, the current Hamline Midway Library facility is in





bad condition and needs repairs – regardless of who occupies the building. There is little history of market-driven alternative uses for libraries and rec centers in Saint Paul. Re-partnered buildings generally remain the City’s responsibility for maintenance and repair over time.

### Condition

14. Facility/Pavement Condition Index: According to Ameresco database, the general condition index for Riverview Library for 2021-22 is at critical level (34%-42.1%). This is based on the 2017 condition assessment inspections. Several building components including flooring, paving, electrical distribution, pumps, HVAC, exterior brick, restrooms, doors, shelving, furnishings, and finishes are past their useful life.
15. Expected useful life of the project: A renovated/expanded building or newly built facility will have a useful life of 35-50 years relative to the construction of the facility. This is separate from the programming life of a library (it is well past its programming useful life).
16. Please elaborate on any issues relating to condition. Consider things such as:
  - Whether/how this project remediates health or safety issues that pose a danger to users.
  - Whether/how this project addresses code violations or other mandates or legal requirements.

Hamline Midway Library’s age, condition, and type of HVAC, as well as water infiltration and moisture problems pose risks for mold, indoor air quality, and slip/falls. The exterior sidewalks and concrete are uneven, cracked, and crumbling thus posing a safety risk for patrons and staff, particularly for those community members with mobility challenges. The exterior masonry needs repair. The doors need replacement to maintain the integrity of the building envelope and improve the energy efficiency of the facility. The elevator will meet new code requirements. The condition of the windows should be explored due to age. The proposed renovation/expansion or rebuild will also address updates to the accessible path and restrooms spaces required by recent updates to the ADA regulations. Programmatically, the interior design and layout do not meet current community needs.

### Usage

17. Describe the current and potential usage of this project, using the following questions as a guide:
  - If this is an existing asset, who currently uses it?
  - How is it used?
  - Who might use it if this project is funded?
  - How will this project/improvement meet the needs of the surrounding community/those who do or will use it?



Pre-COVID-19, the Hamline Midway Library was open to the public for browsing collections and checking out materials, use of computers, copiers, scanners, fax, notary service, meeting space, programs, and access to a host of community resources.

The library promotes digital equity by providing internal and external Wi-Fi, access to computers, and knowledgeable staff who can assist with basic technology needs and questions.

The meeting room is used for community meetings and library programming, such as creative classes or arts and cultural events.

There is a small space dedicated to children, none for teens.

During COVID-19, its use has been restricted to contactless curbside pick-up given age, condition, and type of HVAC system.

A renovation/expansion or rebuild would provide proper space for teens, young people, families with children, and workers who do not have adequate space with its current design.

A renovation/expansion or rebuild would create a welcoming, inspiring, comfortable indoor community resource hub that has spaces for both quiet and active learning, where all people feel welcome to connect, learn, discover, and grow – right in their community.

### Equity and Inclusion

The City of Saint Paul and the Capital Improvement Budget Committee are committed to advancing equity and inclusion in Saint Paul.

### Economic Impact

18. Describe the economic development impact of the project, using the following questions as a guide:

- How does this project create jobs?
- How does this project promote business opportunities?
- How does this promote economic development in underserved or underdeveloped neighborhoods?

The Library has a strategic goal of supporting an inclusive and innovative economy in Saint Paul. We advance this goal by providing programs, services, technology tools, and other support specifically for job seekers, people in career transition, people seeking to advance their education, and entrepreneurs and small business owners. The Library partners with organizations such as Ramsey County Workforce Solutions, Peer 2 Peer University, Neighborhood Development Center, WomenVenture, and more to develop and deliver these learning opportunities and supports.

Renovating/expanding or rebuilding the Hamline Midway Library would enable it to deliver business and workforce support resources in a more robust, engaging way to surrounding residents. It would provide proper space for smaller entrepreneurs, those self-employed or working remotely.



Additionally, a renovation/expansion or rebuild would create jobs for construction and design. It could help spark future investment in the Hamline Midway neighborhood; it would signal City commitment to that area. For more information on the economic impact of libraries, visit this site: [Economic Impact | Libraries Matter \(ala.org\)](https://www.ala.org/economic-impact-libraries-matter)

### Community Impact

19. Please describe the impact this project will have on the community. As applicable, address issues such as:

- Potential to enhance neighborhood stability or quality of life
- Right fit (supports or enhances the cultural characteristics of the surrounding community)
- Proximity to Area of Concentrated Poverty where 50% or more of residents are people of color (ACP50)
- Art/aesthetics
- Unmet need
- Accessibility
- Transportation
- Potential long term positive/negative effects on community
- Historical or cultural significance of asset
- Public safety
- Equitable and inclusive design

Hamline Midway Library has served residents in this community since 1930. Located in the heart of the Hamline Midway neighborhood adjacent to the Snelling Avenue commercial corridor, it is accessible by walking, transit and has both on and off-street parking. It is not located within a boundary that meets the Metropolitan Council's definition of an Area of Concentrated Poverty where 50% or more of the residents are people of color.

It is well-loved and well-used, however, not all residents "see themselves" in the library as it doesn't have the space and accommodations for students, workers, teens, families with children, and people with accessibility needs.

A renovation/expansion or newly rebuilt library would dramatically transform the potential for this library to serve as a community resource hub and strengthen the social infrastructure of this neighborhood.

As we have shared, community members have told us they want to see themselves reflected in libraries, and they want libraries to foster a sense of safety and belonging, support family and intergenerational learning, and create opportunities to easily access arts and cultural experiences. We can provide this for Hamline Midway by redesigning the space to be more inviting, flexible, and inclusive for a variety of modes of use.

The new design would support enhanced public safety through environmental design. The Library department has a systemwide "Trauma-Sensitive Libraries" initiative that provides staff training, specific resource supports (i.e. social worker), and more to create a trauma-sensitive approach to customer service systemwide. Investing in public libraries as high quality public spaces that facilitate learning and connection for all community members is an investment in Community-First Public Safety for Saint Paul.



A renovated/expansion or rebuilt library will be an inclusive and equitable design as it will better serve the needs of current residents, including enhanced technology as an equitable and inclusive design.

Given its poor physical condition, and that it doesn't meet many current community needs, a continued lack of investment will result in further deterioration and lost opportunity for residents in the community.

SPPL has worked with residents to define what they want in their library and will continue to do so. A renovated/expansion or new library will position it to equitably serve the community for many decades to come.

### Strategic Investment

20. How does this project further City goals of strategic investment? As applicable, include details such as:

- Collaborative arrangements with outside project partners, including who they are and what their role is with the project.
- Collaborative arrangements with other City departments for this project (example: bundling materials).
- How this project promotes innovation (incorporates new technology, uses resources strategically, etc.).
- How this project takes climate change/environmental sustainability/energy efficiency into account.
- How this project complies with a need or goal identified in an adopted City or neighborhood plan.

A renovation/expansion or rebuilt Hamline Midway Library addresses both the substandard physical and building system conditions and the needs that residents voiced for their neighborhood library. The design will be co-created with the community through a community design process and can honor the unique and cherished role the library has played in this community since 1930.

A renovated/expanded or new library building will promote innovation by enhanced technology for residents, especially those using the library for business and economic needs. The pandemic exposed the extent to which many residents experience digital distress – lack of adequate access to the technology, internet connection, and skills/knowledge to navigate life online. Libraries serve as essential technology resource hubs in communities – providing basic access to computers and internet, but also classes and 1:1 support for technology-based tasks. As more and more public services move online, it is essential for the City to invest in the infrastructure and resources to make sure no one gets left behind in a digital world.



A renovated/expanded or new library will improve energy efficiency as all building systems and components that are past their useful life and in poor to critical condition. They can incorporate sustainability in all aspects of design and materials. The Library would seek opportunities to incorporate climate resilient features and technologies into the design.

Lastly, the Saint Paul Public Library is proposing to fund three library capital projects in this cycle of CIB to find potential efficiencies in vendor selection, contracting, and design and materials selection – elements of the renovation projects can be bundled across three locations rather than undertaken three separate times.

### **City of Saint Paul 2040 Comprehensive Plan**

Saint Paul's "blueprint" for guiding development for 2020- 2040 - [2040 Comp Plan](#)

A new Hamline Midway Library is consistent with several of the themes and priorities laid out in the Comp Plan, most notably:

- Livability, equity and sustainability;
- Sense of community;
- Public safety;
- Invest in people;
- Jobs; and
- Opportunity sites (adjacent to Snelling Avenue corridor)

And aligns with the following Comp Plan values of:

- Equity and opportunity;
- Building on Our assets;
- Resiliency and sustainability;
- Innovation;
- People-Centered;
- Health;
- Welcoming and Safe; and
- Growth and Prosperity through Density

The existing Hamline Midway Library is not a designated historic resource. It has been identified as a potential/eligible historic resource, most recently in the 2018 Hamline-Midway survey. A renovation/expansion will have to be carefully explored for impacts on the existing structure. While consistent with several themes, priorities and policies in the Saint Paul Comp Plan, the demolition of the existing Library and rebuild of a new Library on the same site is not consistent with some heritage preservation policies in the City's Comp Plan and Hamline Midway Plan.

However, Comp Plan Policy HP-16 addresses the balance of preservation and new construction by considering the:

- significance of the resource;
- impact of a proposed development action on the character-defining features of the resource and the area context;
- potential for displacement of area residents and businesses;
- evolution of the neighborhood and how neighborhood change is occurring;



- long-term benefit-cost analysis and impact; and
- appropriateness of mitigation activities should the resource be compromised or lost.

The Library is confident that a new Library design can properly address the considerations above.

#### Other

What else you would like to tell us about this project that was not addressed in the questions above?

The Library has co-created two documents with the community to prepare for this rebuild request: SPPL Strategic Direction 2019-2022 and Facilities Direction 2020 (see links below). This project is a much-needed re-investment in the Hamline Midway neighborhood and brings the values, mission and recommendations outlined in the documents to life.

[Mission, Vision, and Values | Saint Paul Public Library \(sppl.org\)](#)

[Facilities Direction | Saint Paul Public Library \(sppl.org\).](#)

[Cherishing Our Shared History, Embracing Our Vibrant Future | by Hamline Midway Library Association | Mar, 2021 | Medium](#)

As our city comes out of the COVID-19 pandemic, we will need to welcome and invite our residents back out into public spaces and into safe connection with each other. People will need time and space to process and heal, and there will be ways in which our lives and our city are forever changed by this time. Finally tackling these neighborhood library renovations that have been discussed for decades is an opportunity to demonstrate to our community the type of city we want to be: a city where residents enjoy resource-rich, neighborhood-based, community-oriented learning spaces that are free, welcoming, and accessible to all. A city where learning happens through connection and play, across similarities and differences, and is enabled by technology. We have an opportunity to engage the full diversity of today's Saint Paul community in designing the types of community spaces they want and need – now and in the future. The process of renovating these libraries could be a rich, community-building experience – a welcome opportunity to imagine possibilities together and build for the future after a time of crisis. The process could be every bit as important as the final product.

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