



# REPORT TO COUNCIL

## City of Sacramento

915 I Street, Sacramento, CA 95814-2604  
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Information

April 27, 2010

**Honorable Mayor and  
Members of the City Council**

**Title: Restructuring Building Valuation Data**

**Location/Council District:** Citywide/All Districts

**Recommendation:** Receive and File

**Contact:** Carl Hefner, Interim Building Official, (916) 808-8779; Ed Short, Supervising Engineer, (916) 808-8859

**Presenter:** None

**Department:** Community Development

**Division:** Building

**Organization No:** 21001211

### **Description/Analysis**

**Issue:** This report is presented to the City Council for information only. It addresses an on-going effort to update building permit fees to more closely align revenue with construction practices and application processing and inspection costs. The first step in this update, addressed in this report, is to utilize current building valuation data (BVD) published by the International Code Council (ICC) for determining value-based permit fees, in place of the now superseded data formerly published by the International Conference of Building Officials (ICBO). The change to the ICC published building valuation data requires an amendment to Title 15 of the City Code (the Building Code). Staff anticipates bringing an ordinance to Council to make this needed Code amendment next month.

The update will conform to the State's Building Standards Commission mandated 2007 California Building Code(CBC), California Code of Regulations, Title 24, Part 2, building structure types which are based on the 2006 International Building Code.

The Building Division of the Community Development Department has been challenged in the past few years in maintaining a customer service oriented plan review and inspection program when fees are based on building valuations that are not accurately updated to reflect the continual up and down changes in construction methods and material values dictated within the market place. Basing the plan review and inspection fees on the latest building valuation data (BVD) February 2010, a national average of known costs of construction, and adjusting the increase/decrease regularly during a fiscal year, would be an equitable and fair process—refer to attachment #1.

The current fees are based on the International Conference of Building Officials (ICBO) April 2002 valuation data (refer to attachment #2) which fall short of full cost recovery. The City's valuation tables have not been updated since July 25, 2006 (Resolution No. 2006-561) which results in artificially low and inaccurate plan review and inspection fees. Furthermore, the 2002 valuation data was based on the Uniform Building Code structure types that no longer exist, having been replaced by the new 2006 International Code Council structure types.

Over the last couple of years, the Building Division has experienced reductions in workload, staffing and corresponding permit revenues as well increases in costs. The current costs have increased substantially since the ICBO 2002 BVD. Two or more significant cost increases are impacts from labor contracts and new regulatory laws, building codes, and local ordinances. The labor costs have increased by 32% and the unfunded mandated regulatory laws have substantially increased the plan review and inspection workloads. New energy and green building codes, operation costs, required certifications for California Accessibility Specialist, and wholesale changes in the California Building Code to the new ICC family of building codes are examples of changes since 2002.

This restructuring is the first of a two step process in updating the overall building plan review and inspection fee methodology. The second step will include an update of the fee rate formulas that would require an extensive fee study. This second part will return to Council when a fee rate study is feasible to complete in the future.

Implementing the restructuring of the new BVD will enable the Building Division to help preserve public health, safety and quality of life by assuring compliance with State mandated building codes and regulations, providing an efficient building permit and inspection system, providing information and assistance to homeowners, builders, and developers.

**Policy Considerations:** State law and building industry standards specifies that fees shall not exceed the amount reasonably required to administer or process permits. Currently, costs to administer and process building permits exceed the fees collected based on the ICBO 2002 BVD. Staff will be returning to Council next month with an ordinance amending the City Building Code to allow use of the most recently published ICC BVD tables that are in conformance with new ICC structure types. Updating at least annually will result in the most fair and

reasonable method in determining value-based plan review and inspection fees as permitted by City Code Section 15.08.110 and California Building Code, Appendix Chapter 1, Administration, section 108.3.

**Environmental Considerations:** The proposed actions do not constitute a project and therefore are not subject to review under the California Environmental Quality Act.

**Sustainability Considerations:** The City's sustainability policy does not apply to the restructuring of the BVD tables.

**Committee/Commission Action:** A status report on updating the Building Valuation Data Table was presented to the Development Oversight Committee (DOC) on March 1, 2010. The Commissioners of the DOC expressed unanimous support for staff's recommendation to restructure the BVD by utilizing the most recently published ICC BVD table.

In addition, outreach to the construction industry and design community was performed to gather direct feedback regarding the ICC BVD table. Building staff meet with BIA, Builders Exchange, and AIA Central Valley. There was no formal opposition to restructuring the BVD Table—(refer to attachment #3) a letter from AIA in support.

**Rationale for Recommendation:** The City of Sacramento, like most other jurisdictions in California and the United States, calculates plan review and inspection fees for new construction at a rate (i.e. fee formulas or fee schedule) that is multiplied by an average construction valuation (i.e. BVD) or an estimated value to a specific alteration project. The fee rates currently utilized by the City of Sacramento are estimated to be derived from a cost study over a decade ago that were based on operation costs of that time. Therefore, the fees calculated based on the new ICC BVD will render plan review and inspection fees that will not exceed the amount reasonably required to administer or process permits.

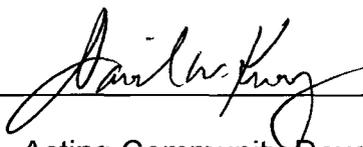
Based on staff research, the ICC BVD tables are being utilized by the majority of the surrounding jurisdictions and by other California jurisdictions. This represents the most widely accepted fee methodology within the development industry and the resultant plan review and inspection fees would be in line with other jurisdictions.

**Financial Considerations:** By restructuring the current valuation tables to the most recently published ICC BVD tables (currently February 2010) will have no impact on the General Fund.

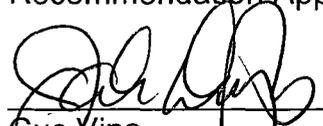
Since today's projects vary by size, building type and construction materials compared to the legally obsolete 2002 BVD tables, it is near impossible and impractical to provide an "across the board" percent increase, no change, or decrease.

**Emerging Small Business Development (ESBD):** None

Respectfully Submitted by:   
Carl Hefner  
Interim Building Official

Approved by:   
David Kwong  
Acting Community Development Director

Recommendation Approved:

  
Gus Vina  
Interim City Manager

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## Building Valuation Data – February 2010

The International Code Council is pleased to provide the following Building Valuation Data (BVD) for its members. The BVD will be updated at six-month intervals, with the next update in August 2010. ICC strongly recommends that all jurisdictions and other interested parties actively evaluate and assess the impact of this BVD table before utilizing it in their current code enforcement related activities.

The BVD table provides the “average” construction costs per square foot, which can be used in determining permit fees for a jurisdiction. Permit fee schedules are addressed in Section 109.2 of the 2009 *International Building Code* (IBC) whereas Section 109.3 addresses building permit valuations. The permit fees can be established by using the BVD table and a Permit Fee Multiplier, which is based on the total construction value within the jurisdiction for the past year. The Square Foot Construction Cost table presents factors that reflect relative value of one construction classification/occupancy group to another so that more expensive construction is assessed greater permit fees than less expensive construction.

ICC has developed this data to aid jurisdictions in determining permit fees. It is important to note that while this BVD table does determine an estimated value of a building (i.e., Gross Area x Square Foot Construction Cost), this data is only intended to assist jurisdictions in determining their permit fees. This data table is not intended to be used as an estimating guide because the data only reflects average costs and is not representative of specific construction.

This degree of precision is sufficient for the intended purpose, which is to help establish permit fees so as to fund code compliance activities. This BVD table provides jurisdictions with a simplified way to determine the estimated value of a building that does not rely on the permit applicant to determine the cost of construction. Therefore, the bidding process for a particular job and other associated factors do not affect the value of a building for determining the permit fee. Whether a specific project is bid at a cost above or below the computed value of construction does not affect the permit fee because the cost of related code enforcement activities is not directly affected by the bid process and results.

### Building Valuation

The following building valuation data represents average valuations for most buildings. In conjunction with IBC Section 109.3, this data is offered as an aid for the building official to determine if the permit valuation is underestimated. Again it should be noted that, when using this data, these are “average” costs based on typical construction methods for each occupancy group and type of construction. The average costs include foundation work, structural and nonstructural building components, electrical, plumbing, mechanical and interior finish material. The data is a national average and

does not take into account any regional cost differences. As such, the use of Regional Cost Modifiers is subject to the authority having jurisdiction.

### Permit Fee Multiplier

Determine the Permit Fee Multiplier:

1. Based on historical records, determine the total annual construction value which has occurred within the jurisdiction for the past year.
2. Determine the percentage (%) of the building department budget expected to be provided by building permit revenue.

$$\text{Permit Fee Multiplier} = \frac{\text{Bldg. Dept. Budget} \times (\%)}{\text{Total Annual Construction Value}}$$

### Example

The building department operates on a \$300,000 budget, and it expects to cover 75 percent of that from building permit fees. The total annual construction value which occurred within the jurisdiction in the previous year is \$30,000,000.

$$\text{Permit Fee Multiplier} = \frac{\$300,000 \times 75\%}{\$30,000,000} = 0.0075$$

### Permit Fee

The permit fee is determined using the building gross area, the Square Foot Construction Cost and the Permit Fee Multiplier.

$$\text{Permit Fee} = \text{Gross Area} \times \text{Square Foot Construction Cost} \times \text{Permit Fee Multiplier}$$

### Example

Type of Construction: IIB  
 Area: 1st story = 8,000 sq. ft.  
 2nd story = 8,000 sq. ft.  
 Height: 2 stories  
 Permit Fee Multiplier = 0.0075  
 Use Group: B

1. Gross area:  
 Business = 2 stories x 8,000 sq. ft. = 16,000 sq. ft.
2. Square Foot Construction Cost:  
 B/IIB = \$140.34/sq. ft.
3. Permit Fee:  
 Business = 16,000 sq. ft. x \$140.34/sq. ft x 0.0075  
 = \$16,841

## Restructuring Building Valuation Data

### Important Points

- The BVD is not intended to apply to alterations or repairs to existing buildings. Because the scope of alterations or repairs to an existing building varies so greatly, the Square Foot Construction Costs table does not reflect accurate values for that purpose. However, the Square Foot Construction Costs table can be used to determine the cost of an addition that is basically a stand-alone building which happens to be attached to an existing building. In the case of such additions, the only alterations to the existing building would involve the attachment of the addition to the existing building and the openings between the addition and the existing building.
- For purposes of establishing the Permit Fee Multiplier, the estimated total annual construction value for a given time period (1 year) is the sum of each building's value (Gross Area x Square Foot Construction Cost) for that time period (e.g., 1 year).
- The Square Foot Construction Cost does not include the price of the land on which the building is built. The Square Foot Construction Cost takes into account everything from foundation work to the roof structure and coverings but does not include the price of the land. The cost of the land does not affect the cost of related code enforcement activities and is not included in the Square Foot Construction Cost.

**Square Foot Construction Costs** <sup>a, b, c, d</sup>

Group (2009 International Building Code)	1A	1B	2A	2B	3A	3B	4	5A	5B
A-1 Assembly, theaters, with stage	204.81	197.86	192.77	184.35	172.91	168.11	177.81	158.10	151.39
A-1 Assembly, theaters, without stage	187.37	180.42	175.33	166.91	155.51	150.71	160.37	140.70	133.99
A-2 Assembly, nightclubs	155.74	151.36	147.50	141.90	133.46	129.73	136.94	121.02	116.96
A-2 Assembly, restaurants, bars, banquet halls	154.74	150.36	145.50	140.90	131.46	128.73	135.94	119.02	115.96
A-3 Assembly, churches	189.22	182.27	177.18	168.76	157.33	152.53	162.22	142.51	135.80
A-3 Assembly, general, community halls, libraries, museums	158.87	151.92	145.83	138.41	125.97	122.17	131.88	111.16	105.45
A-4 Assembly, arenas	186.37	179.42	173.33	165.91	153.51	149.71	159.37	138.70	132.99
B Business	158.40	152.65	147.57	140.34	127.30	122.71	134.52	111.91	106.66
E Educational	171.53	165.59	160.55	153.20	141.88	134.72	147.92	123.99	119.32
F-1 Factory and industrial, moderate hazard	93.92	89.61	84.47	81.69	73.14	69.92	78.41	60.23	56.97
F-2 Factory and industrial, low hazard	92.92	88.61	84.47	80.69	73.14	68.92	77.41	60.23	55.97
H-1 High Hazard, explosives	88.02	83.71	79.57	75.79	68.42	64.20	72.51	55.51	N.P.
H234 High Hazard	88.02	83.71	79.57	75.79	68.42	64.20	72.51	55.51	51.25
H-5 HPM	158.40	152.65	147.57	140.34	127.30	122.71	134.52	111.91	106.66
I-1 Institutional, supervised environment	159.09	153.50	148.95	142.51	130.74	127.30	138.80	117.44	112.84
I-2 Institutional, hospitals	266.39	260.64	255.56	248.33	234.50	N.P.	242.51	219.11	N.P.
I-2 Institutional, nursing homes	185.59	179.83	174.76	167.53	154.81	N.P.	161.71	139.41	N.P.
I-3 Institutional, restrained	180.47	174.72	169.64	162.41	150.60	145.01	156.59	135.20	127.96
I-4 Institutional, day care facilities	159.09	153.50	148.95	142.51	130.74	127.30	138.80	117.44	112.84
M Mercantile	115.80	111.42	106.56	101.96	93.15	90.42	97.00	80.71	77.65
R-1 Residential, hotels	160.44	154.84	150.29	143.85	132.24	128.80	140.31	118.95	114.35
R-2 Residential, multiple family	134.26	128.66	124.11	117.67	106.72	103.28	114.78	93.42	88.82
R-3 Residential, one- and two-family	124.88	121.41	118.43	115.31	111.07	108.19	113.40	104.09	97.95
R-4 Residential, care/assisted living facilities	159.09	153.50	148.95	142.51	130.74	127.30	138.80	117.44	112.84
S-1 Storage, moderate hazard	87.02	82.71	77.57	74.79	66.42	63.20	71.51	53.51	50.25
S-2 Storage, low hazard	86.02	81.71	77.57	73.79	66.42	62.20	70.51	53.51	49.25
U Utility, miscellaneous	68.13	64.29	60.15	56.88	50.70	47.41	54.03	39.33	37.47

- a. Private Garages use Utility, miscellaneous  
 b. Unfinished basements (all use group) = \$15.00 per sq. ft.  
 c. For shell only buildings deduct 20 percent  
 d. N.P. = not permitted

# BUILDING VALUATION DATA

At the request of numerous building officials, *Building Standards™* offers the following building valuation data representing **average costs** for most buildings. Because residential buildings are the most common for many cities, two general classes are considered for these, one for "average" construction and the other for "good." Adjustments should be made for special architectural or structural features and the location of the project. Higher or lower unit costs may often result.

The unit costs are intended to comply with the definition of "valuation" in Section 223 of the 1997 *Uniform Building Code™* and thus include architectural, structural, electrical, plumbing and mechanical work, except as specifically listed below. The unit costs also include the contractor's profit, which should not be omitted.

The determination of plan check fees for projects reviewed by the International Conference of Building Officials will be based on valuation computed from these figures, which were established in **April 2002.**

April 2002		Cost per Square Foot, Average		Cost per Square Foot, Average		Cost per Square Foot, Average		Cost per Square Foot, Average	
Occupancy and Type		Occupancy and Type		Occupancy and Type		Occupancy and Type		Occupancy and Type	
<b>1. APARTMENT HOUSES:</b>									
Type I or II F.R.*	\$88.70								
(Good) \$109.20									
Type V—Masonry (or Type III)	72.40								
(Good) \$88.70									
Type V—Wood Frame..	63.80								
(Good) \$82.00									
Type I—Basement Garage	37.40								
<b>2. AUDITORIUMS:</b>									
Type I or II F.R.	104.80								
Type II—1-Hour	75.90								
Type II—N	71.80								
Type III—1-Hour	79.80								
Type III—N	75.70								
Type V—1-Hour	76.30								
Type V—N	71.20								
<b>3. BANKS:</b>									
Type I or II F.R.*	148.10								
Type II—1-Hour	109.10								
Type II—N	105.60								
Type III—1-Hour	120.40								
Type III—N	116.10								
Type V—1-Hour	109.10								
Type V—N	104.50								
<b>4. BOWLING ALLEYS:</b>									
Type II—1-Hour	51.00								
Type II—N	47.60								
Type III—1-Hour	55.50								
Type III—N	51.90								
Type V—1-Hour	37.40								
<b>5. CHURCHES:</b>									
Type I or II F.R.	99.20								
Type II—1-Hour	74.50								
Type II—N	70.80								
Type III—1-Hour	81.00								
Type III—N	77.40								
Type V—1-Hour	75.70								
Type V—N	71.20								
<b>6. CONVALESCENT HOSPITALS:</b>									
Type I or II F.R.*	139.20								
Type II—1-Hour	96.60								
Type III—1-Hour	99.00								
Type V—1-Hour	93.30								
<b>7. DWELLINGS:</b>									
Type V—Masonry	\$75.70								
(Good) \$96.90									
Type V—Wood Frame..	67.30								
(Good) \$92.40									
Basements—									
Semi-Finished	20.10								
(Good) \$23.20									
Unfinished	14.60								
(Good) \$17.70									
<b>8. FIRE STATIONS:</b>									
Type I or II F.R.	114.40								
Type II—1-Hour	75.30								
Type II—N	71.00								
Type III—1-Hour	82.40								
Type III—N	78.90								
Type V—1-Hour	77.30								
Type V—N	73.30								
<b>9. HOMES FOR THE ELDERLY:</b>									
Type I or II F.R.	103.70								
Type II—1-Hour	84.20								
Type II—N	80.60								
Type III—1-Hour	87.70								
Type III—N	84.10								
Type V—1-Hour	84.70								
Type V—N	81.80								
<b>10. HOSPITALS:</b>									
Type I or II F.R.*	163.20								
Type III—1-Hour	135.10								
Type V—1-Hour	128.90								
<b>11. HOTELS AND MOTELS:</b>									
Type I or II F.R.*	101.00								
Type III—1-Hour	87.50								
Type III—N	83.40								
Type V—1-Hour	76.20								
Type V—N	74.70								
<b>12. INDUSTRIAL PLANTS:</b>									
Type I or II F.R.	56.90								
Type II—1-Hour	39.60								
Type II—N	36.40								
Type III—1-Hour	43.60								
Type III—N	41.10								
Tilt-up	30.00								
Type V—1-Hour	41.10								
Type V—N	37.60								
<b>13. JAILS:</b>									
Type I or II F.R.	\$159.10								
Type III—1-Hour	145.50								
Type V—1-Hour	109.10								
<b>14. LIBRARIES:</b>									
Type I or II F.R.	116.40								
Type II—1-Hour	85.20								
Type II—N	81.00								
Type III—1-Hour	90.00								
Type III—N	85.50								
Type V—1-Hour	84.50								
Type V—N	81.00								
<b>15. MEDICAL OFFICES:</b>									
Type I or II F.R.*	119.50								
Type II—1-Hour	92.20								
Type II—N	87.60								
Type III—1-Hour	100.00								
Type III—N	93.10								
Type V—1-Hour	90.20								
Type V—N	87.00								
<b>16. OFFICES**:</b>									
Type I or II F.R.*	106.80								
Type II—1-Hour	71.50								
Type II—N	68.10								
Type III—1-Hour	77.20								
Type III—N	73.80								
Type V—1-Hour	72.30								
Type V—N	68.10								
<b>17. PRIVATE GARAGES:</b>									
Wood Frame	24.30								
Masonry	27.40								
Open Carports	16.60								
<b>18. PUBLIC BUILDINGS:</b>									
Type I or II F.R.*	123.40								
Type II—1-Hour	100.00								
Type II—N	95.60								
Type III—1-Hour	103.80								
Type III—N	100.20								
Type V—1-Hour	95.00								
Type V—N	91.60								
<b>19. PUBLIC GARAGES:</b>									
Type I or II F.R.*	48.90								
Type I or II Open Parking*	36.70								
Type II—N	28.00								
Type III—1-Hour	37.00								
Type III—N	32.90								
Type V—1-Hour	33.70								
<b>20. RESTAURANTS:</b>									
Type III—1-Hour	\$97.40								
Type III—N	94.10								
Type V—1-Hour	89.20								
Type V—N	85.70								
<b>21. SCHOOLS:</b>									
Type I or II F.R.	111.20								
Type II—1-Hour	75.90								
Type III—1-Hour	81.20								
Type III—N	78.10								
Type V—1-Hour	76.10								
Type V—N	72.60								
<b>22. SERVICE STATIONS:</b>									
Type II—N	67.20								
Type III—1-Hour	70.10								
Type V—1-Hour	59.70								
Canopies	28.00								
<b>23. STORES:</b>									
Type I or II F.R.*	82.40								
Type II—1-Hour	50.40								
Type II—N	49.30								
Type III—1-Hour	61.30								
Type III—N	57.50								
Type V—1-Hour	51.60								
Type V—N	47.70								
<b>24. THEATERS:</b>									
Type I or II F.R.	109.80								
Type III—1-Hour	80.00								
Type III—N	76.20								
Type V—1-Hour	75.30								
Type V—N	71.20								
<b>25. WAREHOUSES***:</b>									
Type I or II F.R.	49.40								
Type II or V—1-Hour	29.30								
Type II or V—N	27.50								
Type III—1-Hour	33.20								
Type III—N	31.60								
<b>EQUIPMENT</b>									
<b>AIR CONDITIONING:</b>									
Commercial	4.20								
Residential	3.50								
<b>SPRINKLER SYSTEMS..</b>									
	2.60								

\*Add 0.5 percent to total cost for each story over three. \*\*Deduct 20 percent for shell-only buildings. \*\*\*Deduct 11 percent for mini-warehouses.

### REGIONAL MODIFIERS

The following modifiers are recommended for use in conjunction with the building valuation data. Additionally, certain local conditions may require further modifications. To use these modifiers, merely multiply the listed cost per square foot by the appropriate regional modifier. For example, to adjust the cost of a Type III One-hour hotel building of average construction for the Iowa area, select Regional Modifier 0.80 and unit cost from valuation data, \$87.50:

$$0.80 \times 87.50 = \$70.00 (\text{adjusted cost per square foot})$$

Eastern U.S.	Modifier	Eastern U.S. (cont.)	Modifier	Central U.S. (cont.)	Modifier	Western U.S.	Modifier
Connecticut	1.00	Pennsylvania		Kansas	0.87	Alaska	1.20
Delaware	0.93	Philadelphia	1.05	Kentucky	0.83	Arizona	0.87
District of Columbia	0.90	Other	0.88	Louisiana	0.78	California	
Florida	0.80	Rhode Island	0.97	Michigan	0.91	Los Angeles	1.00
Georgia	0.77	South Carolina	0.77	Minnesota	0.91	San Francisco Bay Area	1.16
Maine	0.86	Vermont	0.88	Mississippi	0.74	Other	0.97
Maryland	0.86	Virginia	0.83	Missouri	0.87	Colorado	0.92
Massachusetts	0.97	West Virginia	0.91	Nebraska	0.83	Hawaii	1.24
New Hampshire	0.86			North Dakota	0.86	Idaho	0.87
New Jersey	1.03			Ohio	0.87	Montana	0.84
New York				Oklahoma	0.78	Nevada	0.93
New York City	1.20	<b>Central U.S.</b>		South Dakota	0.84	New Mexico	0.79
Other	0.90	Alabama	0.76	Tennessee	0.79	Oregon	0.94
North Carolina	0.78	Arkansas	0.75	Texas	0.77	Utah	0.84
		Illinois	0.97	Wisconsin	0.92	Washington	0.97
		Indiana	0.91			Wyoming	0.84
		Iowa	0.87				

AIA Central Valley

A Chapter of The American Institute of Architects

Ed Short  
Supervising Engineer  
City of Sacramento Development Services  
300 Richards Boulevard, Third Floor  
Sacramento, CA 95811



March 25, 2010

Subject: Building Permit Evaluation Fees

Dear Ed,

On behalf of the AIA Central Valley Chapter, our Board fully recognizes the inequity the City of Sacramento's Building Department has been challenged with over the past few years in maintaining a customer service-oriented department when based on building permit fees that have not accurately reflected the continual change in construction values dictated within the market place. Further, we understand that the City building fees attributed to each project support your staff's efforts in providing customers with consultation, plan check, and inspections. These services are important for preserving the integrity of the construction process that is essential for developing a vibrant cityscape. It is for these reasons that the AIA Central Valley Chapter supports your proposal for restructuring the valuation of construction costs and its associated building permit fees. We agree that to base these fees according to the BVD, a national average of known costs for construction, and adjusting the increase/decrease regularly during the year, is an equitable and fair process.

Thank you for discussing this issue with our Chapter. We wish you success in approaching the City Council in approval of your recommendations.

Sincerely,

A handwritten signature in black ink, appearing to read "Carl C. Lubawy".

Carl C. Lubawy, AIA  
President, AIA Central Valley