

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 11/12/2019 **Approx. Start Time:** 3:00 p.m. **Approx. Length:** 30mins.

Presentation Title: Oak Lodge and Gladstone Community Project Update

Department: Business and Community Services (BCS)

Presenters: Laura Zentner, Director, Business and Community Services
Greg Williams, Deputy Director, Business and Community Services
Kathryn Krygier, Oak Lodge and Gladstone Community Project Manager

Other Invitees: Jacque Betz, City Administrator, City of Gladstone
Mitzi Olson, Library Director, Oak Lodge and Gladstone Libraries
Kathryn Kohl, Manager, BCS Library Network
Scott Archer, Director, NCPRD
Melina DeFrancesco, Communications and Marketing Manager, NCPRD
Ellen Rogalin, Community Relation Specialist, PGA

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

N/A – Staff will be updating the Board on the status of the Oak Lodge and Gladstone Community Project. This joint project includes the planning and construction of a new Gladstone Library located in the City of Gladstone, as well as redevelopment of the North Clackamas Parks and Recreation District (NCPRD)-owned Concord Property for use as a community center and a park. The Concord site will also be evaluated as a possible location for a new Oak Lodge Library and for NCPRD administrative offices.

EXECUTIVE SUMMARY:

Background

In October 2017, the County and City of Gladstone entered into a Settlement Agreement which contemplated the construction and management by the County of two new libraries; a 6,000 square foot facility in the City of Gladstone on the current site of Gladstone City Hall, and an approximately 19,500 square foot facility in the Oak Lodge Library service area in unincorporated Clackamas County.

The Settlement Agreement called for a “one library, two building” approach, with both libraries operated by Clackamas County to achieve economies of scale, maximize efficiencies, and best provide library services to residents of the Oak Lodge and Gladstone communities.

During the same period, NCPRD and the North Clackamas School District (NCSD) entered into a strategic partnership under which NCPRD acquired three NCSD properties, including the Concord Property in Oak Lodge.

Since the Oak Lodge Library and NCPRD are both divisions within Business and Community Services (BCS), staff realized they could pool resources and make most efficient use of resources by implementing a joint process to plan for the Concord Property and the Oak Lodge and Gladstone libraries. A preliminary outline for a joint process was approved by the Board of County Commissions (BCC) in 2018.

The Board also approved the formation of two, community led task forces to advise staff and the Board on the planning process, community needs, and master plans for the Concord Property and Gladstone Library. These two task forces, the Concord Property and Library Planning Task

Force and the Gladstone Community Library Planning Task Force, began meeting regularly in 2019.

Recent Task Force work

Since formation, the task forces have completed the following work:

- Each task force selected a Chair and Vice-chair, whose responsibilities include developing meeting agendas, leading meetings, and consulting regularly with County staff.
- Each task force approved Meeting Protocols, which codified task force procedures and decision-making processes.
- All task force members agreed to the County's Advisory Board and Commission (ABC) Volunteer Code of Conduct.
- Each Task Force created draft community values to provide guidelines for future decisions and recommendations. These values will be shared with the broader community and refined at an upcoming public open house on November 16, 2019.
- At their March 6, 2019 meeting, the Concord Property and Library Planning Task Force agreed the Concord Property be the first choice for the siting of the Oak Lodge Library location (on the property or in the building), if feasible.
- Task force members, along with staff, participated in community events including the Gladstone Community Festival, the Oak Grove Trolley Trail Fest, and the NCPRD Concord Movie in the Park event to share information and raise awareness about the project.
- Each task force participated in development and refinement of a solicitation for architectural services, and appointed two members to represent their interest on a 13-member consultant selection committee. Led by County Procurement staff, the committee selected a design team led by Opsis Architecture.
- Each task force participated in the development and refinement of the contractual scope of work with Opsis Architecture.
- Each task force provided input on a Public Involvement Plan.
- On October 12, 2019, task force members participated in an optional field trip to Vancouver, Washington to see an Opsis-designed library and community center.

Task force concerns and supplemental meetings

In July and September, some task force members raised concerns about the following aspects of the project:

- **Project timing** – concerns were raised about the anticipated project timeline and whether the Gladstone Library project could progress more quickly than presented, the potential for the Concord/Oak Lodge planning process to slow the Gladstone Library process, and whether or not there should continue to be joint meetings of both task forces.
- **Project funding** – concerns were raised about construction cost projections utilized in the Settlement Agreement between the City of Gladstone and Clackamas County, sources of revenue to pay for construction, and the desire for project costs to be fairly and appropriately divided between Libraries and NCPRD.

To further discuss these concerns, a supplemental joint task force meeting was held on September 19, 2019. Staff also addressed similar concerns at a Gladstone City Council work session on October 14, 2019. Administrator Schmidt and individual Commissioners also attended these meetings.

During these meetings, the task forces recommended that future joint task force meetings generally be discontinued in favor of separate, back-to-back meetings held on the same day. This will allow each task force to meet individually, while still minimizing meeting costs. In addition, staff committed to conducting a project status assessment at the end of each phase of the master planning work to determine whether or not the Gladstone project could be efficiently separated from the Concord and Oak Lodge project. Staff also committed to including language in an anticipated Intergovernmental Agreement (IGA) between Clackamas County and the City of Gladstone which would provide for the Gladstone Library project to be “decoupled” from the Concord and Oak Lodge projects if the County has not selected a location for the Oak Lodge Library by July 30, 2020 (with provisions for extensions). Finally, Administrator Schmidt and elected officials reaffirmed the County’s commitment to fulfilling its obligations under the Settlement Agreement, and ensuring sufficient funding is available to build and sustainably operate new Oak Lodge and Gladstone library facilities.

Approval of contract with Opsis Architecture

In September 2019, the Board approved a contract with Opsis Architecture LLP which outlined programming and master planning services for all components of the Oak Lodge and Gladstone Community Project, including:

1. The redevelopment of the NCPRD Concord Property, a six-acre site located at 3811 Concord Road in Oak Lodge. The site will be home to a new community center and park to serve NCPRD residents. In addition, NCPRD is considering consolidating its administrative offices in the Concord building.
2. A library to serve the residents of the Oak Lodge Library service area and unincorporated residents of the Gladstone service area. The library may be sited in the Concord building, elsewhere on the Concord Property, or at another undetermined location in the Oak Lodge community.
3. A new library building in the City of Gladstone to serve City of Gladstone residents of the Gladstone Library service area at the current location of Gladstone City Hall (525 Portland Ave).

Opsis began the master planning work which includes four phases:

- Phase 1: technical investigation.
- Phase 2: determining building and site uses (programming).
- Phase 3: design alternatives.
- Phase 4: refinement of a preferred alternative.

Extensive community engagement is included in all phases of the work. The master planning work is anticipated to be completed in September 2020. A more detailed graphical timeline is attached which includes more detail on project phases, scope of work, and milestones.

Next steps

In the near term, the project team anticipates working with the task forces to accomplish the following:

- Completing technical investigation work (e.g., permitting requirements, topographic survey, etc.) and determining building and site uses by February 2020.
- Conducting a community “open house” event on November 16th to gather initial input and feedback from the public and share information about the project.

- Gathering additional feedback from the community via an online survey. The survey will be available in English and Spanish, and will be open from November 15th – December 5th.
- Meeting with identified underrepresented stakeholders in December and January.
- Determining building and site uses/programming by February 2020.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? The contract with Opsis Architecture for master planning is for \$996,916.

What is the funding source? Library District reserves, current year Library District distributions, and NCPRD disposition proceeds.

STRATEGIC PLAN ALIGNMENT:

- **How does this item align with your Department’s Strategic Business Plan goals?**
Development of the Concord Property aligns with the BCS strategic result of preserving, improving, and enhancing the quality and capacity of managed properties and facilities. In addition, the construction of new libraries for the Oak Lodge and Gladstone communities supports the Oak Lodge Library and Gladstone Library programs’ purpose of providing informational, recreational, community, and cultural services to the public so they can access publically funded diverse materials and services to achieve their individual goals.
- **How does this item align with the County’s Performance Clackamas goals?**
The Oak Lodge and Gladstone Community Project joint process aligns with the Board’s strategic priority of *Building Public Trust through Good Government* by making efficient use of resources. The creation of two community task forces also supports this same strategic priority by encouraging robust public engagement in the planning process. In addition, ensuring that the Oak Lodge and Gladstone communities have access to safe, modern library facilities which meet community needs, and ensuring that NCPRD residents have access to park and community center facilities aligns with the Board’s strategic priorities of *Building a Strong Infrastructure* and *Ensuring Safe, Healthy and Secure Communities*.

LEGAL/POLICY REQUIREMENTS:

- Board Order 85-1221 entitles the Library Board of Trustees to conduct studies to make recommendations to the BCC relating to appropriate sites for the location of the library building or satellite facilities.
- The Settlement Agreement in the case of City of Gladstone v. Clackamas County requires that the County construct and operate two library facilities, one in the city of Gladstone, and one in unincorporated Clackamas County.
- On September 26, 2019 the Board approved a professional services contract with Opsis Architecture LLP for the NCPRD Concord Property, Oak Lodge Library and Gladstone Library Planning Processes.

PUBLIC/GOVERNMENTAL PARTICIPATION:

- The voting membership of both the Concord Property and Library Planning Task Force and the Gladstone Community Library Task Force consists entirely of community members. All task force meetings are open to the public, and public comments are encouraged and welcome.
- Opsis, JLA Public Involvement Inc., and project staff have developed an extensive Public Involvement Plan that includes interviews with stakeholders, extensive outreach to underrepresented community groups, four community gatherings, two online surveys, and regular task force meetings. The first community gathering is scheduled for November 16th. The first online survey, in English and Spanish, will be collecting community opinion from November 15th – December 5th.

OPTIONS:

N/A

RECOMMENDATION:

N/A

ATTACHMENTS:

- Master Plan Process for Oak Lodge and Gladstone Community Project (dated 9/4/2019)

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

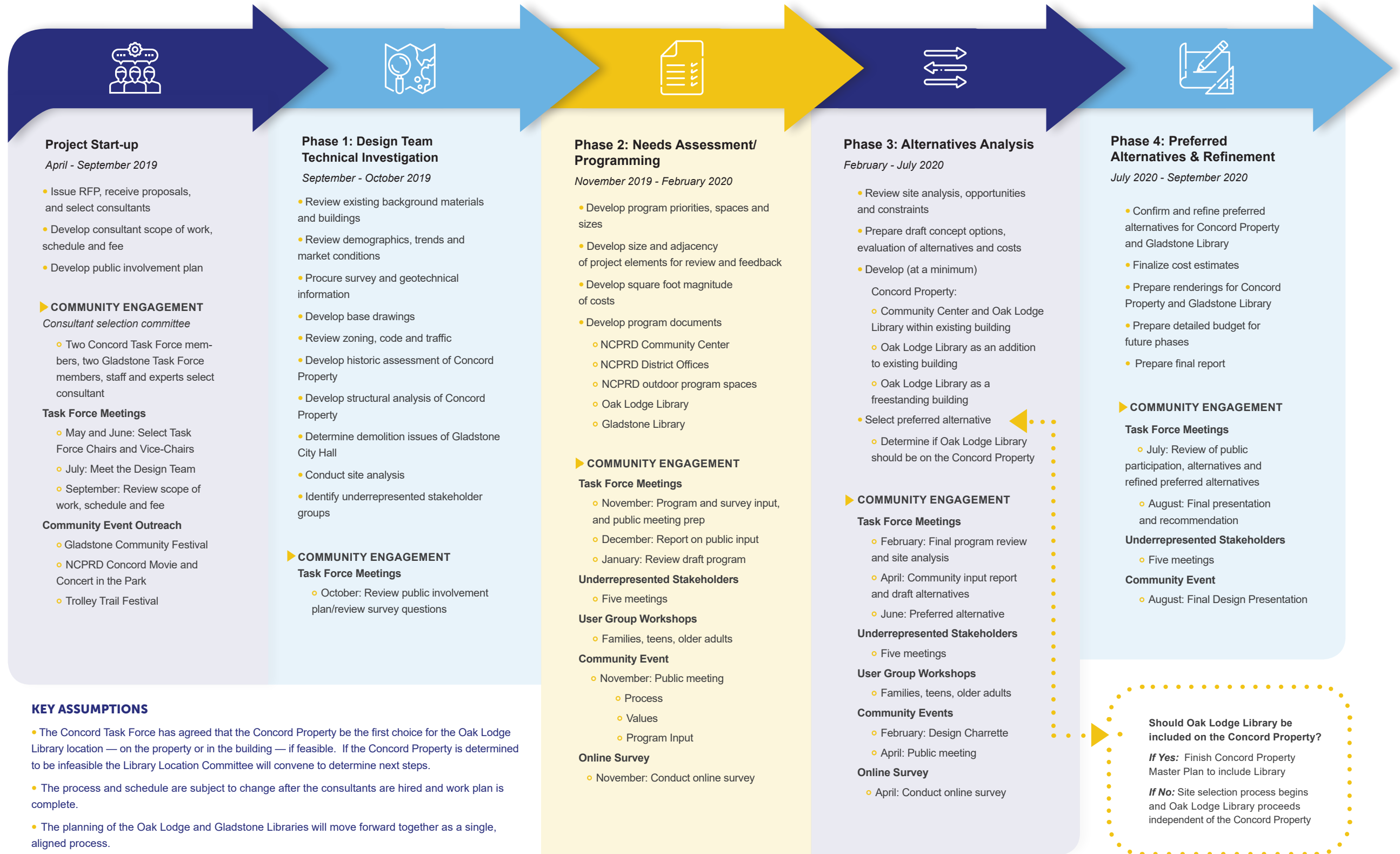
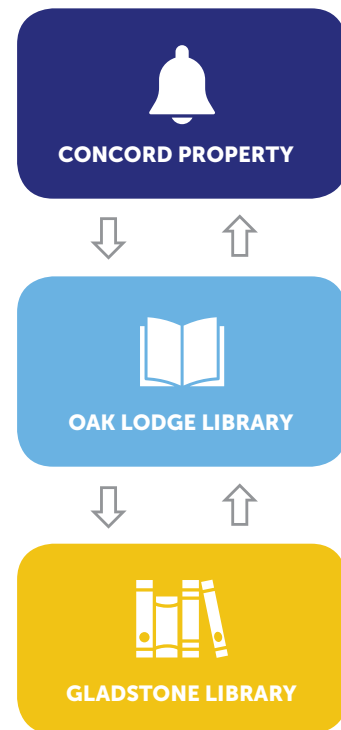
County Administrator Approval _____



For information on this issue or copies of attachments,
please contact Kathryn Krygier @ 503-742-4358

MASTER PLAN PROCESS FOR OAK LODGE AND GLADSTONE COMMUNITY PROJECT

Sept. 4, 2019



KEY ASSUMPTIONS

- The Concord Task Force has agreed that the Concord Property be the first choice for the Oak Lodge Library location — on the property or in the building — if feasible. If the Concord Property is determined to be infeasible the Library Location Committee will convene to determine next steps.
- The process and schedule are subject to change after the consultants are hired and work plan is complete.
- The planning of the Oak Lodge and Gladstone Libraries will move forward together as a single, aligned process.
- Construction contractor selection method (bid, negotiated contract, or design-build) has not been determined.

Should Oak Lodge Library be included on the Concord Property?

If Yes: Finish Concord Property Master Plan to include Library

If No: Site selection process begins and Oak Lodge Library proceeds independent of the Concord Property