

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 07/14/2020 **Approx Start Time:** 2 PM **Approx Length:** 45 mins

Presentation Title: Oak Lodge and Gladstone Community Project update

Department: Business and Community Services (BCS)

Presenters: Laura Zentner, BCS Director
Scott Archer, North Clackamas Parks and Recreation District (NCPRD)
Director
Kathryn Krygier, Project Manager

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

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

No action is requested at this time. Staff will update the Board on the status of the Oak Lodge and Gladstone Community Project. This joint project includes redevelopment of the North Clackamas Parks and Recreation District (NCPRD)-owned Concord Property (for use as a community center, park, NCPRD administrative offices, and possible Oak Lodge Library) and a Gladstone Library to be located in the City of Gladstone.

EXECUTIVE SUMMARY:

Background

In October 2017, the County and City of Gladstone entered into a settlement agreement in which the County agreed to construct and manage two new libraries -- a 6,000-square-foot facility in the City of Gladstone 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 and best provide library services to residents of the Oak Lodge and Gladstone communities.

In a similar timeframe to this settlement agreement, NCPRD and the North Clackamas School District (NCSD) entered into a strategic partnership to acquire 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), a decision was made to pool resources and use time and money more efficiently by using 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 Commissioners (BCC) in 2018. Following BCC approval, a Concord Property and Library Planning Task Force (Concord Task Force) and a Gladstone Community Library Planning Task Force (Gladstone Task Force) were formed to advise staff and the BCC on the planning process, community needs, and master plans for the Concord Property and Gladstone Library. The task forces began meeting in 2019.

In September 2019, the BCC approved a contract with Opsis Architecture LLP (Opsis) that included, among other things, the scope of work approved by both task forces. The scope of work outlined the following programming and master planning services for the projects that make up the Oak Lodge and Gladstone Community Project:

1. 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 residents of the Gladstone Library service area at the previous location of Gladstone City Hall at 525 Portland Ave.

Opsis began the four-phase master planning work in September 2019 as follows:

- Phase 1: Technical investigation – complete
- Phase 2: Determine building and site uses (programming) – complete
- Phase 3: Design alternatives - nearing completion
- Phase 4: Refine a preferred alternative and recommendation to the BCC – scheduled to be completed in Fall 2020

Highlights of the work of the task forces include:

- Each task force created community values to provide guidelines for decision-making. These values were recently refined to create criteria used to evaluate design alternatives.
- In March 2019, the Concord Task Force agreed the Concord Property would be the first choice for siting of the Oak Lodge Library—on the property or in the building—if feasible.
- Each task force selected two members to represent their interests on a 13-member consultant selection committee. The committee selected a design team led by Opsis and the task force informally approved their scope of work. (Subsequently, the Board approved Opsis' contract in September 2019.)
- Each task force provided input on an extensive public involvement plan, including outreach to underrepresented communities.
- Members of both task forces and staff participated in a community open house at the Concord Property in November 2019, and in design work sessions in Gladstone and Concord in February 2020.
- Each task force informally approved library, community center and park uses (programming) to be included in design alternatives.
- On July 2, 2020, the Concord Task Force voted unanimously that the Concord Property is a feasible location for the Oak Lodge Library, given all the information gathered to-date. This vote was necessary to meet the July 30, 2020 milestone in the 2019 Intergovernmental Agreement between the County and the City of Gladstone to keep the Gladstone and Oak Lodge Community Project a joint process; the vote allowed the project to not be “decoupled” which would provide for the Gladstone Library to progress quicker if possible.

Some members noted concerns about earthquake conditions, project cost and their preference for only one of the seven design alternatives.

Design Alternatives

In June 2020, the Gladstone Task Force reviewed three design alternatives for the Gladstone Library and the Concord Task Force reviewed seven design alternatives for the Concord site, including library, community center, park and NCPRD offices. Each task force agreed upon three alternatives to present to the public. Two online open houses/surveys – one for Gladstone and one for the Concord site - will be open July 7 - August 2 for the public to learn about and comment on the design alternatives for each project. In their review of the alternatives, each task force expressed a strong preference for one particular option for their site, as noted below.

Gladstone Community Library Design Alternatives and Estimated Total Project Cost

Opsis developed three, 6,000-square-foot design alternatives for task force review and public input. The task force agreed to move all three forward for public review and comment, and expressed a strong preference for Option 3.

Option	Description	Estimated Total Project Cost*
1	<ul style="list-style-type: none"> • Entry on Portland Ave. • Large plaza for seating and gathering • Small interior courtyard 	\$4.9M
2	<ul style="list-style-type: none"> • Entry on E. Dartmouth St. • Inviting street presence • Large interior courtyard 	\$5.1M
3	<ul style="list-style-type: none"> • Corner entry with strong civic identity on both Portland Ave. and Dartmouth St. • Large interior courtyard 	\$4.9M

**Includes construction cost plus 30% for soft costs such as design fees, land use and building permitting, hazardous materials abatement, furniture, etc. Costs are rounded.*

Concord Property Design Alternatives and Estimated Total Project Cost

Opsis developed seven design alternatives for the task force to review. The task force narrowed the list to the following three options to present to the public for review and comment, and expressed a strong preference for Option 2.

Options	Description	Estimated Total Project Cost*
1	<ul style="list-style-type: none"> • Freestanding library • Shared community space in Concord building • Community center with new gym, NCPRD offices in Concord building • .8-acre park 	Library: \$16.0M NCPRD: <u>\$25.6M</u> Total: \$41.6M
2	<ul style="list-style-type: none"> • Library addition on north side of Concord building • Shared library and community space in Concord building • Community center with new gym, and NCPRD offices in Concord building • 1.8-acre park 	Library: \$12.1M NCPRD: <u>\$23.7M</u> Total: \$35.8M
3	<ul style="list-style-type: none"> • Library addition on east side of Concord building 	Library: \$12.9M

	<ul style="list-style-type: none"> • Shared library and community space in Concord bldg. • Community center (no new gym) and NCPRD offices in Concord building • 2-acre park 	NCPRD: <u>\$18.2M</u> Total: \$31.1M
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**Estimated total project cost includes construction cost plus 30% for soft costs such as design fees, land use and building permitting, hazardous materials abatement, furniture, etc. Costs are rounded.*

Next Steps

Near-term next steps include the following:

- An online open house, describing the project and design alternatives is open July 7 – August 2, 2020.
- The design team and staff plan to meet with underrepresented stakeholders in July depending on safety guidelines and availability due to the COVID crisis.
- In September 2020, the task forces will recommend a preferred design alternative to be refined by the design team.
- In October 2020, the Gladstone and Concord task forces will recommend a refined design alternative for each site to the BCC for its consideration.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? Opsis Architecture LLC’s contract for master planning: \$996,916

What are the funding sources? Library District reserves, current year Library District distributions, City of Gladstone annual payment, 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 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 will 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 between BCS and Opsis for the NCPRD Concord Property, Oak Lodge Library and Gladstone Library Planning Processes.
- On November 11, 2019, the Board approved an Intergovernmental Agreement between Clackamas County and the City of Gladstone for Library Construction and Operations which included milestones for the Gladstone Library project.

PUBLIC/GOVERNMENTAL PARTICIPATION:

The voting membership of the Concord Property and Library Planning Task Force and of the Gladstone Community Library Task Force consist entirely of community members.

The Opsis design team and staff created an extensive public involvement plan that includes interviews with stakeholders, extensive outreach to underrepresented community groups, four community gatherings (in person or virtual depending on safety recommendations due to the COVID pandemic), two online surveys, and regular task force meetings.

OPTIONS:

N/A

RECOMENDATION:

N/A

ATTACHMENTS:

None

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval *Laura Zentner* July 8, 2020

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Kathryn Krygier at 503.742.4358

OAK LODGE & GLADSTONE COMMUNITY PROJECT UPDATE

Board of County Commissioners Policy Session
July 14, 2020



NORTH CLACKAMAS
PARKS & RECREATION DISTRICT



clackamas.us/community-project

Previous Board Updates/Actions

Board of County Commissioners

- **4/3/2018 and 6/26/2018 Policy Sessions:** Concord Property and Library Task Force planning
- **10/9/2018, Policy Session:** Project update
- **7/20/2019 and 1/8/2018 Issues/updates:** Gladstone Library Task Force planning
- **10/9/2019, Business Meeting:** Approved Contract with Opsis Architecture LLP to create a Master Plan and conduct public outreach
- **11/12/2019, Policy Session:** Project update
- **11/14/2019: Business Meeting:** Approval of a library construction and operation Intergovernmental Agreement between Clackamas County and the City of Gladstone

Oak Lodge and Gladstone Community Project

Today's Update

- Process/Schedule
- Task Force Work
- Community Engagement
- Design Alternatives
- Cost and Funding
- Next Steps



Oak Lodge and Gladstone Community Project

Schedule and Process



Task Forces Work

Highlights

- Created community values then created evaluation criteria from them
- Selected Opsis Architecture to lead the design team
- Determined uses for libraries, community center and park
- Concord task force agreed that the Oak Lodge Library is feasible on the Concord Property, given information known to-date



Community Engagement

Public Meetings

1. Public open house and survey
2. Design work session
3. Online Open house and survey

Focus Groups

- Spanish speaking community
- Underrepresented communities
- Seniors
- Teens



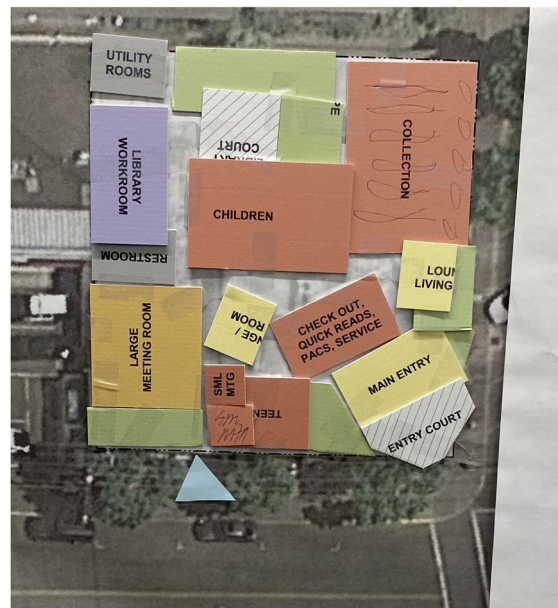
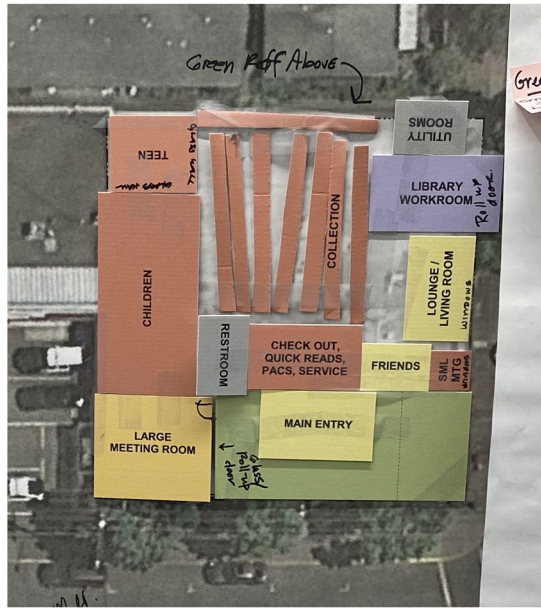
Gladstone Design Alternatives

Location



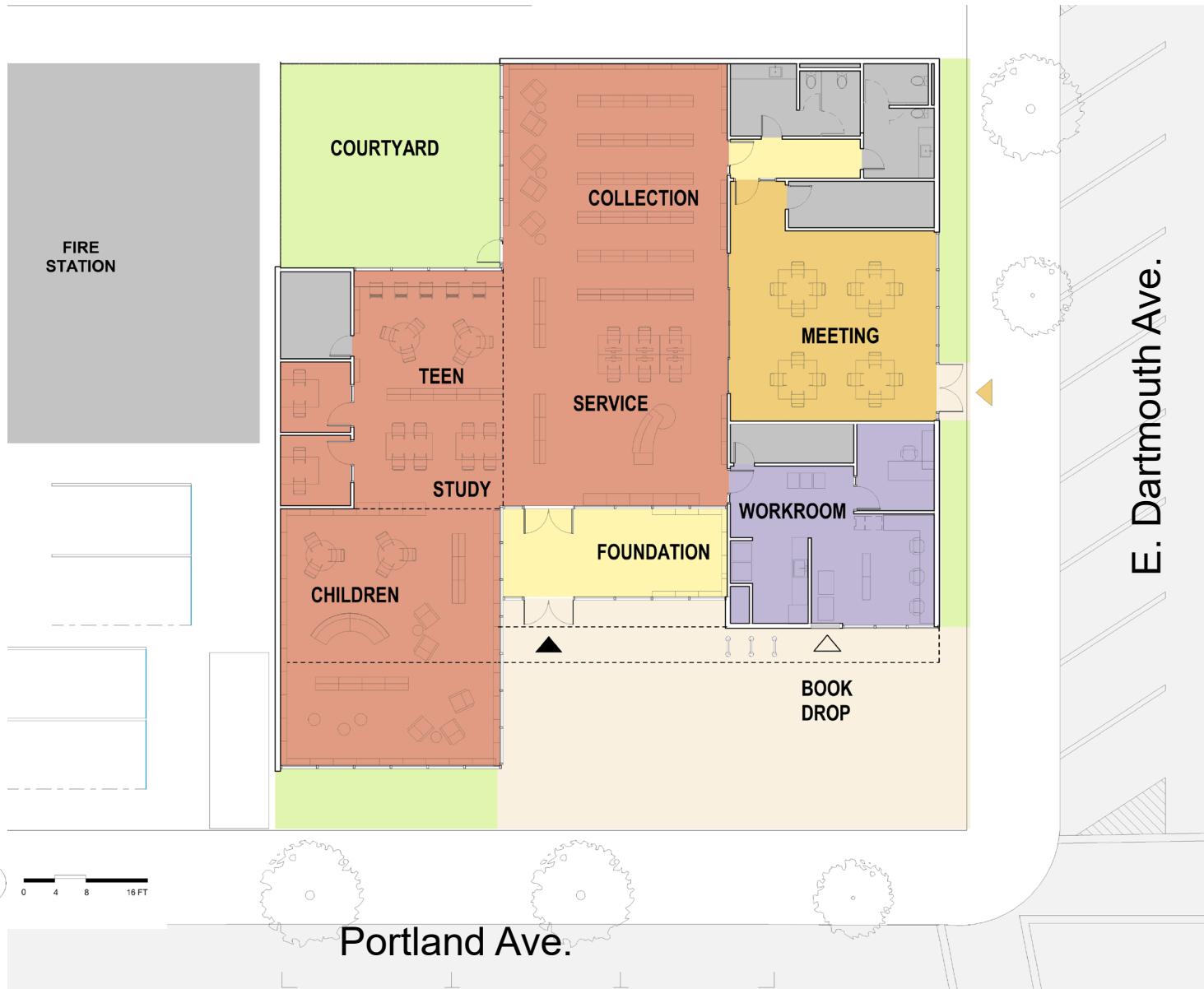
Gladstone Design Alternatives

Community Workshop



Gladstone Design Alternatives

Option 1 – Portland Entry

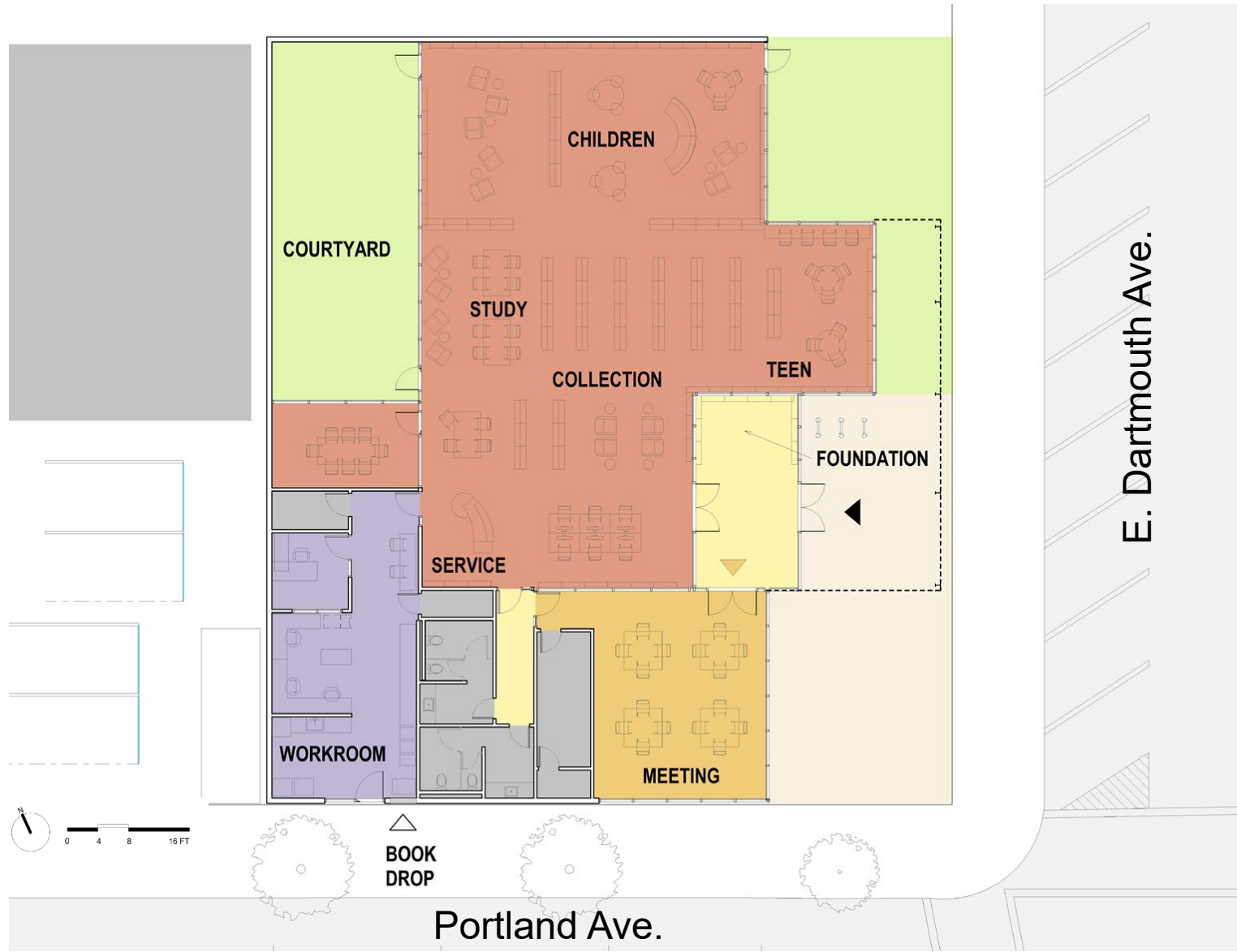


CHARACTERISTICS

- Inviting Portland Ave. presence – entry and large civic plaza
- Ability for meeting room to expand into reading room
- Not inviting approach from the west
- Children’s area not connected to courtyard
- Total Project Cost \$4.9M

Gladstone Design Alternatives

Option 2 – Dartmouth Entry

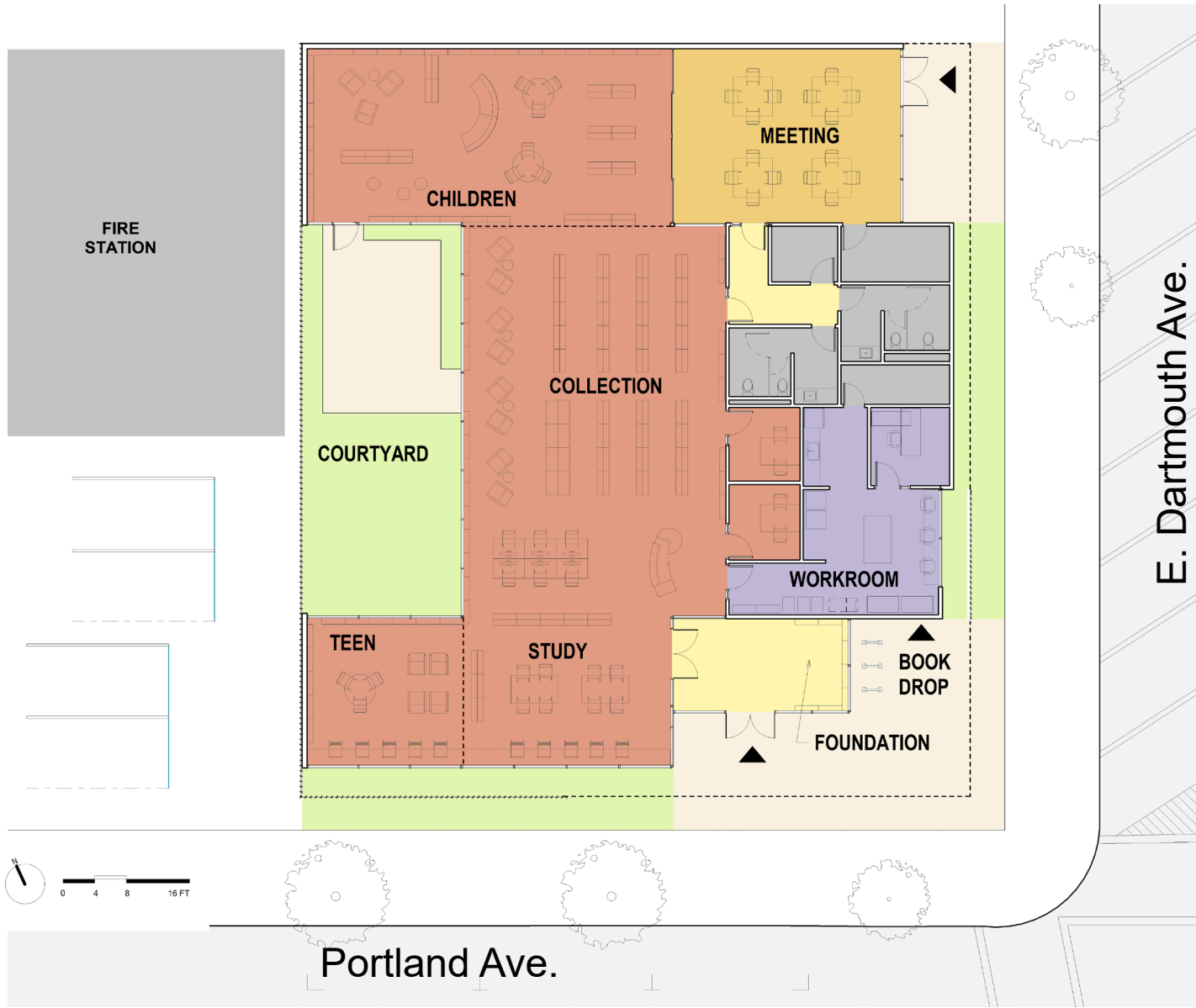


CHARACTERISTICS

- Inviting E. Dartmouth St. presence – entry and large civic plaza
- Not inviting approach from the west and solid walls on Portland Ave.
- Larger courtyard enhances children's and study area
- Total Project Cost \$5.1M

Gladstone Design Alternatives

Option 3 – Corner Entry

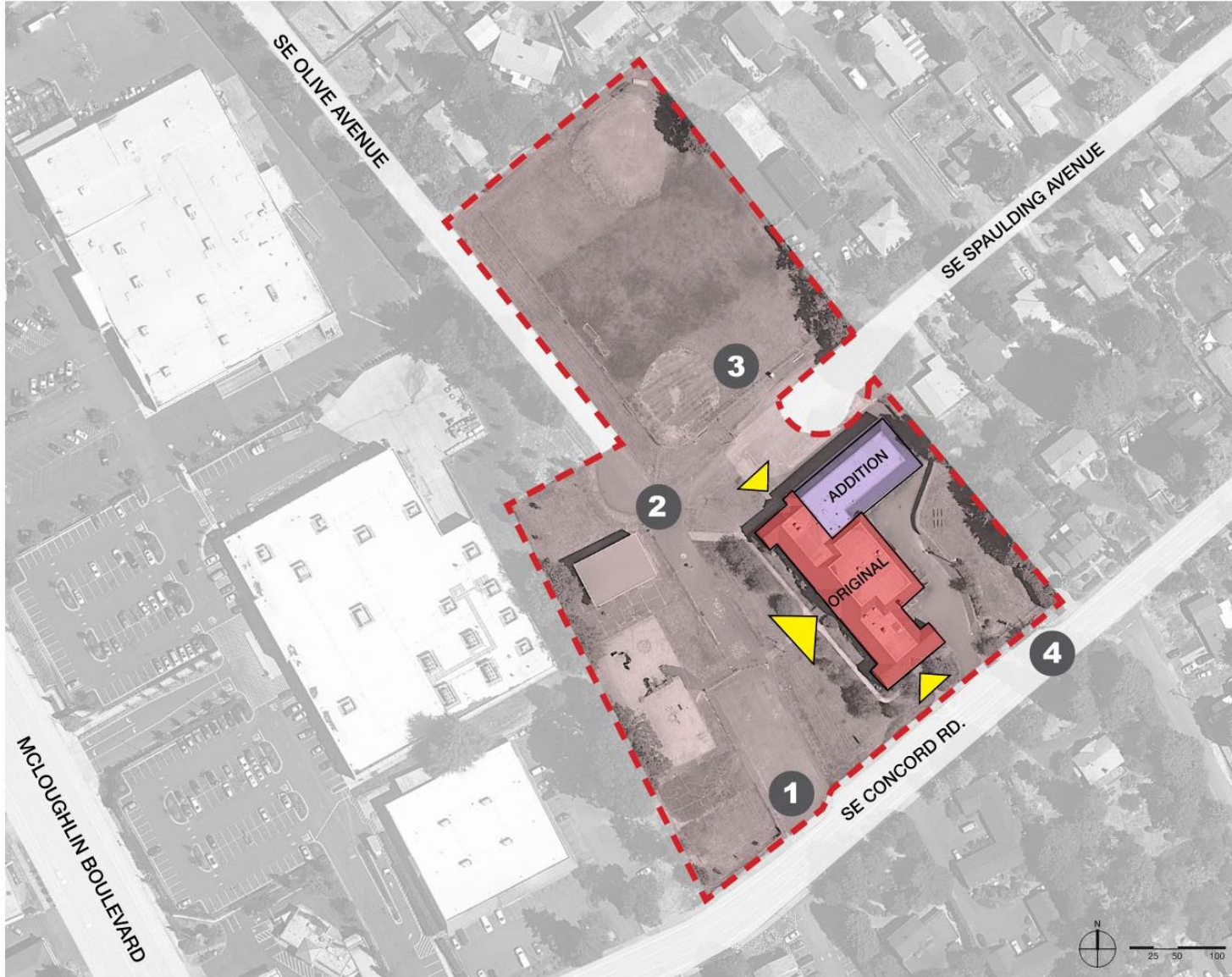


CHARACTERISTICS

- Corner entry enhances E. Dartmouth St. and Portland Ave.
- Meeting room can expand for events
- Large courtyard shared by all program areas
- Potential for more light into courtyard
- Total Project Cost \$4.9M

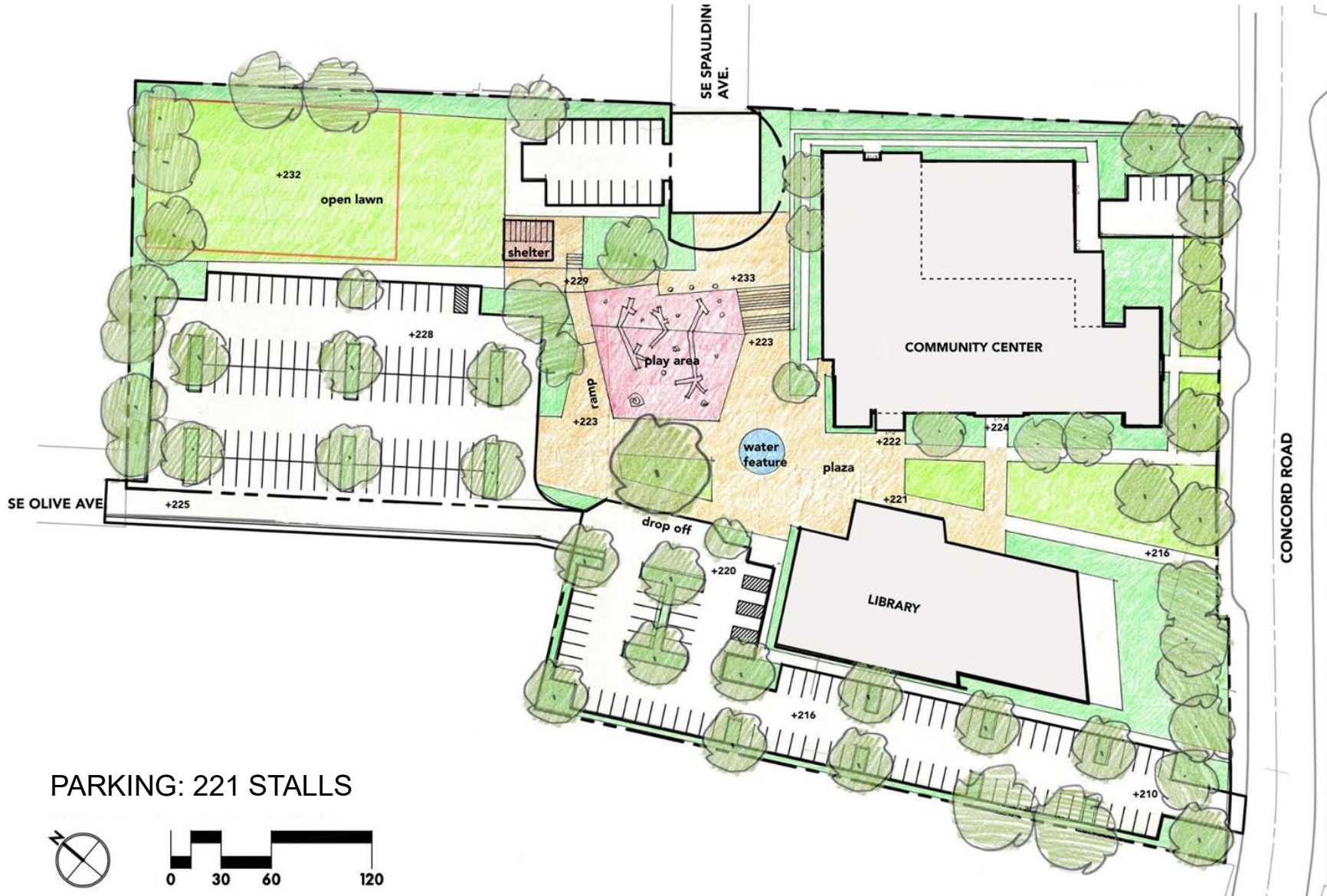
Concord Property

Location



Concord Design Alternatives

Option I – Freestanding Library

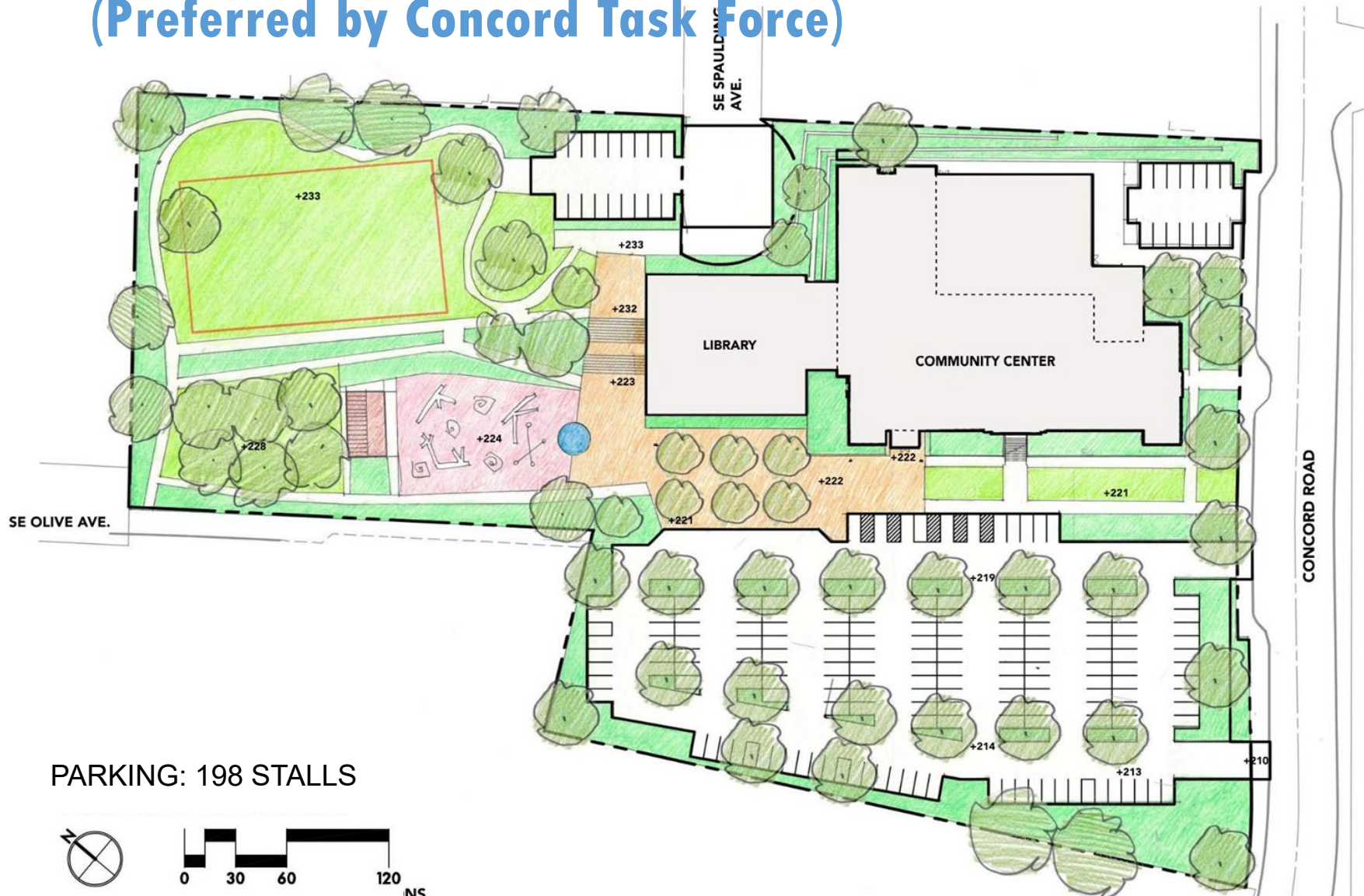


CHARACTERISTICS

- Large shared entry plaza
- .8-acre park (smallest area)
- Efficient library and community center layout
- New gym
- Least amount of interior shared space (community room only)
- Compromised sightline of Concord façade
- Higher Library (by \$3.9M) and NCPRD (by \$1.9M) costs than Option 2
- \$41.6M Total Project Cost
 - \$16.0 M Library
 - \$25.6 M NCPRD

Concord Design Alternatives

Option 2 – North Library / East Gym Additions (Preferred by Concord Task Force)



CHARACTERISTICS

- Good sight lines of Concord façade
- Consolidated parking
- 1.98-acre park (mid-range area)
- Smaller plaza
- Efficient library and community center layout
- New gym
- Efficient interior shared space (entry, restrooms, circulation)
- Lowest cost for Library, Mid-range cost for NCPRD
- \$35.8M Total Project Cost
 - \$12.1M Library
 - \$23.7M NCPRD

Concord Design Alternatives

Option 3 – Library / East Addition



CHARACTERISTICS

- Good sight lines of Concord façade
- 2-acre park (largest area)
- Efficient parking
- Library long linear configuration creates challenges
- Efficient interior shared space (entry, restrooms, circulation)
- Smaller community center, no new gym
- Mid-range cost for Library, lowest cost for NCPRD
- \$31.1M Total Project Cost
 - \$12.9M Library
 - \$18.2M NCPRD

Preliminary Cost and Funding

Gladstone and Oak Lodge Libraries

Estimated Total Project Cost (including soft costs and contingencies)	Preliminary Preferred Option by Task Forces	Cost Range
Gladstone Library	Option No. 3 \$4.9M	\$ 4.9M - \$5.1M
Oak Lodge Library	Option No. 2 \$12.1M	\$12.1M - \$16.0M
Total	\$17.0M	\$17.0M - \$21.1M

Funding Source	Potential Amount
Library District Reserve	\$2.9M
Clackamas County Capital	\$1.0M
Oak Lodge Beginning Fund Balance	\$0.6M
Library Bond (\$310K/yr)	\$4.2M
Potential Seismic Grant (proportionally shared with NCPRD)	TBD
Subtotal	\$8.7M

Gap – Clackamas County Bond	\$8.3M-\$12.4M
Estimated Total Funds	\$21.0M

Preliminary Cost and Funding

NCPRD Park, Community Center and Administrative Offices

Estimated Total Project Cost (including soft costs and contingencies)	\$18.2M – 25.6M
Alternate No. 2	\$23.7M

Funding Source	Potential Amount
Metro Local Share (Park)	\$1.0M
Grants (Park)	\$1.0M
Hood View Proceeds	\$3.0M
Potential Property Proceeds	\$2.0-\$4.0M
Library Proceeds	\$0.3M
SDCs	\$2.4M ¹
NCPRD Reserves	\$1.8M
Revenue Bond (\$550K/yr)	\$9.5M
Seismic Grant	TBD
Estimated Total Funds	\$21M - \$23M

¹ Project needs to be added to the Capital Improvement Plan (CIP)

Next Steps

July 7- August 2nd

Online open house and survey
Focus groups

August 19th and 20th

Task Forces will review community engagement on the design alternatives

September 5th and 13th

Task Forces will recommend preferred alternative to be refined by the design team

September TBD

BCC Update

October TBD

Task Forces will recommend a refined design alternative for each site to the BCC for consideration

November

If recommendation is approved, begin design and engineering

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