

# CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

## Policy Session Worksheet

**Presentation Date:** 03/09/2021    **Approx Start Time:** 1:30 PM    **Approx Length:** 15 mins

**Presentation Title:** Oak Lodge and Gladstone Community Project Update:  
Gladstone and Oak Lodge Libraries

**Department:** Business and Community Services (BCS)

**Presenters:** Laura Zentner, BCS Director; Kathryn Krygier, Project Manager

**Other Invitees:** Allegra Willhite, BCS Deputy Director; Mitzi Olson, Library Director; Kandi Ho, NCPRD Acting Director; Ellen Rogalin, PGA Community Relations Specialist; Jacque Betz, Gladstone City Administrator

### **WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?**

This Policy Session will allow staff to provide the Board of County Commissioners (BCC) with an update on the Oak Lodge and Gladstone Community Project, including total estimated project costs and to ask the Board to approve moving forward with a contract amendment with Opsis LLP (project contractor), for consideration at the March 18, 2021 BCC Business Meeting.

A separate Policy Session is scheduled adjacent to this one for staff to provide the BCC, acting as the NCPRD Board of Directors, with an update on the NCPRD community center, park and administrative offices and request approval to move forward with a contract amendment with Opsis LLP (project contractor), for consideration at the March 18, 2021 BCC Business Meeting.

### **EXECUTIVE SUMMARY:**

The Oak Lodge and Gladstone Community Project is made up of three interrelated projects:

1. The redevelopment of the North Clackamas Parks and Recreation District (NCPRD) Concord Property, a six-acre site located at 3811 Concord Road in Oak Lodge, as a new community center, park and NCPRD administrative offices to serve NCPRD residents;
2. A library to serve the residents of the Oak Lodge Library service area and unincorporated residents of the Gladstone service area also located on the Concord Property, and
3. A new library building at 525 Portland Ave. in the City of Gladstone to serve residents of the Gladstone Library service area.

After more than two years of planning, designing, analyzing, and extensive community involvement, two hard-working community task forces each unanimously recommended a master plan—one for a new community center, library, park, and offices on the Concord site in Oak Grove and one for a new library in Gladstone.

These two master plans together lay the foundation for the “one library, two buildings” concept agreed to in 2017 by the County and the City of Gladstone. The two library buildings will be jointly operated by Clackamas County Libraries, and the community center, park, and offices will be operated by NCPRD.

The Board of County Commissioners (BCC) and the BCC acting as the NCPRD Board of Directors approved the master plans on January 14, 2021. At that time both entities also approved staff moving forward to work with the community and consultants to complete design and engineering for the project.

Staff has created a scope of work for the contract amendment for the contractor, Opsis LLP, and updated the project budget.

## **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 Gladstone for the Gladstone Library service area and an approximately 19,500-square-foot facility in the Oak Lodge Library service area in unincorporated Clackamas County. In a similar timeframe, NCPRD acquired three properties from the North Clackamas School District, including the Concord Property.

Two community task forces—the Concord Property and Library Planning Task Force (Concord) and the Gladstone Community Library Planning Task Force (Gladstone)—began meeting in early 2019 to advise staff and the BCC on the planning process, community needs, and master plans for the Concord Property and Gladstone Library. The Concord Task Force also went through a detailed decision-making process to determine whether it would be feasible to locate the Oak Lodge Library on the Concord site and, after a great deal of research, analysis and discussion, they unanimously agreed that it was feasible.

### ***Gladstone Community Library Master Plan***

The Gladstone Community Library Master Plan has a public plaza and corner entry at the intersection of Portland Avenue and E Dartmouth Street to create a strong civic presence in downtown Gladstone. It takes advantage of public areas that wrap around a light-filled interior courtyard, providing an indoor/outdoor experience for patrons. The interior spaces are efficiently organized to accommodate all of the necessary library functions in a 6,000 square-foot space.

### ***Concord Property Master Plan***

The Concord Property Master Plan balances the library, community center, park and NCPRD office needs with an efficient layout that includes a north addition to the Concord building for the new library and an east addition for a new gym. A central plaza that serves as a flexible space for outdoor events features a new shared entrance to the library and community center. Next to the plaza is a two-acre park that features a play and picnic area, and a large lawn for events and recreation. The park is surrounded with large shade trees and natural plantings. Co-location of the library and community center allows for convenient and efficient shared functions such as the lobby, community rooms, restrooms and other service spaces.

### ***Opsis Contract Amendment***

In September 2019, the BCC approved a contract with Opsis Architecture LLP for programming and master planning services for the Oak Lodge and Gladstone Community Project.

The current proposed Opsis contract amendment includes the following for the Concord Property. (Phases two and three are combined for the Gladstone Library process):

- Phase 1: schematic design
- Phase 2: design development
- Phase 3: construction documents
- Phase 4: permitting

Community engagement is included in all phases of the work. These four phases of the work are scheduled to be complete in May 2022. At that time the plan is for the Opsis LLP contract to be amended to provide for construction administration scheduled to begin in May 2022. A graphic detail of the scopes of work and timeline is attached for both the Gladstone Library and Oak Lodge Libraries,

## **FINANCIAL IMPLICATIONS (current year and ongoing):**

**Is this item in your current budget?**       YES       NO

**What is the cost?** The amendment to the Opsis LLP contract for schematic design through permitting and public involvement is approximately \$4,063,500. This is included in the Indirect Cost noted below for FY 2020-21 and FY2021-22. The cost allocation between the libraries and NCPRD is also noted below.

*Opsis LLP Contract Amendment No.3  
FY2020-21 through FY2021-22:*

	<b>Gladstone Library</b>	<b>Oak Lodge Library</b>	<b>NCPRD</b>	<b>Total</b>
<b>Opsis LLP Contract Amendment No. 3</b>	\$830,500	\$1,022,000	\$2,211,000	\$4,063,500

*Current Estimated Total Project Cost  
FY 2019-20 through FY 2022-23*

	<b>Gladstone Library</b>	<b>Oak Lodge Library</b>	<b>Total Library</b>
<b>Total Direct Costs (Construction)</b>	\$ 3,500,000	\$ 9,900,000	\$13,400,000
<b>Indirect Costs*</b>	\$ 2,500,000	\$ 4,100,000	\$ 6,600,000
<b>Total Project Cost</b>	\$ 6,000,000	\$14,000,000	\$20,000,000

*\*Indirect costs include such items as design and engineering fees, permits, furniture, equipment, etc.*

*Current Estimated Total Project Cost Change Since Master Plan Completion  
FY 2019-20 through FY 2022-23*

	<b>Gladstone Library/ % increase</b>	<b>Oak Lodge Library/ % increase</b>	<b>Total Library / % increase</b>
<b>Total Direct Costs (Construction) Change</b>	\$(281,000)/ -7%	\$600,000/ 6%	\$319,000/ 2%
<b>Indirect Cost* Change</b>	\$1,365,700 / 120%	\$1,300,000/ 46%	\$2,665,700/ 68%
<b>Total Project Cost Change</b>	\$1,084,700/ 22%	\$1,900,000/ 16%	\$2,984,700/ 18%

*\*Indirect costs include such items as design and engineering fees, permits, furniture, equipment, etc.*

The cost increase is due primarily to an increase in estimated indirect costs. The master plan estimate was calculated by using an industry standard calculation of indirect costs to be 30% of direct costs (construction). Since that time the indirect cost estimate has been researched and broken down into 30-40 specific line items and is therefore more correct. The 30% industry standard was not sufficient for this project.

The estimated costs will continue to vary during the design process. Contingencies are included in the estimated costs. The contingencies will decrease as the project elements become more certain. It is possible not all of the contingencies will be used.

**What are the funding sources?**

*Estimated Total Project Funding – Libraries*

<b>Shared Library Funding Sources</b>	
Oak Lodge Library reserves	\$2.9 million
Clackamas County capital	\$1.0 million
Oak Lodge Library beginning fund balance	\$0.6 million
Library revenue bond, paid back at \$310,000/year (no vote required)	\$4.2 million
Potential seismic grant (shared proportionally with NCPRD )	TBD
<b>Total Library funds</b>	<b>\$8.7 million</b>
Anticipated Shortfall – Clackamas County bond (no vote required)	\$11.3 million
<b>ESTIMATED TOTAL LIBRARY FUNDS</b>	<b>\$20.0 million</b>

## **STRATEGIC PLAN ALIGNMENT:**

- **How does this item align with your Department's Strategic Business Plan goals?**  
This aligns with the BCS strategic result of preserving, improving, and enhancing the quality and capacity of managed properties and facilities. The construction of the new libraries supports the Oak Lodge and Gladstone Library program so the public 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?**
  - Provide economic development, public spaces, and community enrichment services to residents, businesses, visitors, and partners so they can thrive and prosper in healthy and vibrant communities.
  - Designed with a lens of *Equity, Diversity and Inclusion* by engaging diverse audiences and maximizing access to libraries.
  - Promote *Carbon Neutrality* by providing higher quality natural areas and access by building near alternative modes of transportation and building sustainable projects by using photovoltaic panels for power to deduce future operating costs.

## **LEGAL/POLICY REQUIREMENTS:**

- Board Order 85-1221 entitles the Library Board of Trustees to conduct studies to recommend to the BCC appropriate sites for the location of the library building or satellite facilities.
- On Oct.16, 2017, the County and the City of Gladstone entered into a Settlement Agreement which requires the County to construct and operate two library facilities, one in the City of Gladstone and one in unincorporated Clackamas County.
- On Sept. 26, 2019, the Board approved a contract between BCS and Opsis for the NCPRD Concord Property, Oak Lodge Library and Gladstone Library planning processes.
- On Nov. 14, 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.
- On Jan. 14, 2021, the Board approved the Concord and Gladstone master plan reports and approved staff to work with community and consultants to complete design and engineering for the Concord Property and Gladstone Library.
- On Jan. 14, 2021, the Board acting as the Board of Directors of the NCPRD approved the Concord master plan reports and approved staff to work with community and consultants to complete design and engineering for the Concord Property.

## **PUBLIC/GOVERNMENTAL PARTICIPATION:**

The voting members of the Concord Task Force are all community members. The Opsis design team and county staff, with review from the task forces, created an extensive public involvement plan for the future phases of the project that includes focus groups with underrepresented community groups, two public meetings, and regular task force meetings. Regular communication with the community by email and social media is also included in the public involvement plan.

**OPTIONS:**

1. Approve staff moving forward to bring the Opsis contract amendment to the Board at the March 18, 2021 business meeting for approval to work with the community and consultants to complete design and engineering for the Concord community center/Oak Lodge library and the Gladstone library.
2. Ask for additional information before approving the staff moving forward with the Opsis contract amendment.

**RECOMENDATION:**

Staff respectfully recommends that the Board Option 1 - Approve staff moving forward to bring the Opsis contract amendment to the Board at the March 18, 2021 business meeting for approval to work with the community and consultants to complete design and engineering for the Concord community center/Oak Lodge library and the Gladstone library.

**ATTACHMENTS:**

1. Gladstone Community Library Project Process dated February 24, 2021
2. Concord Property Project Process dated February 24, 2021

**SUBMITTED BY:**

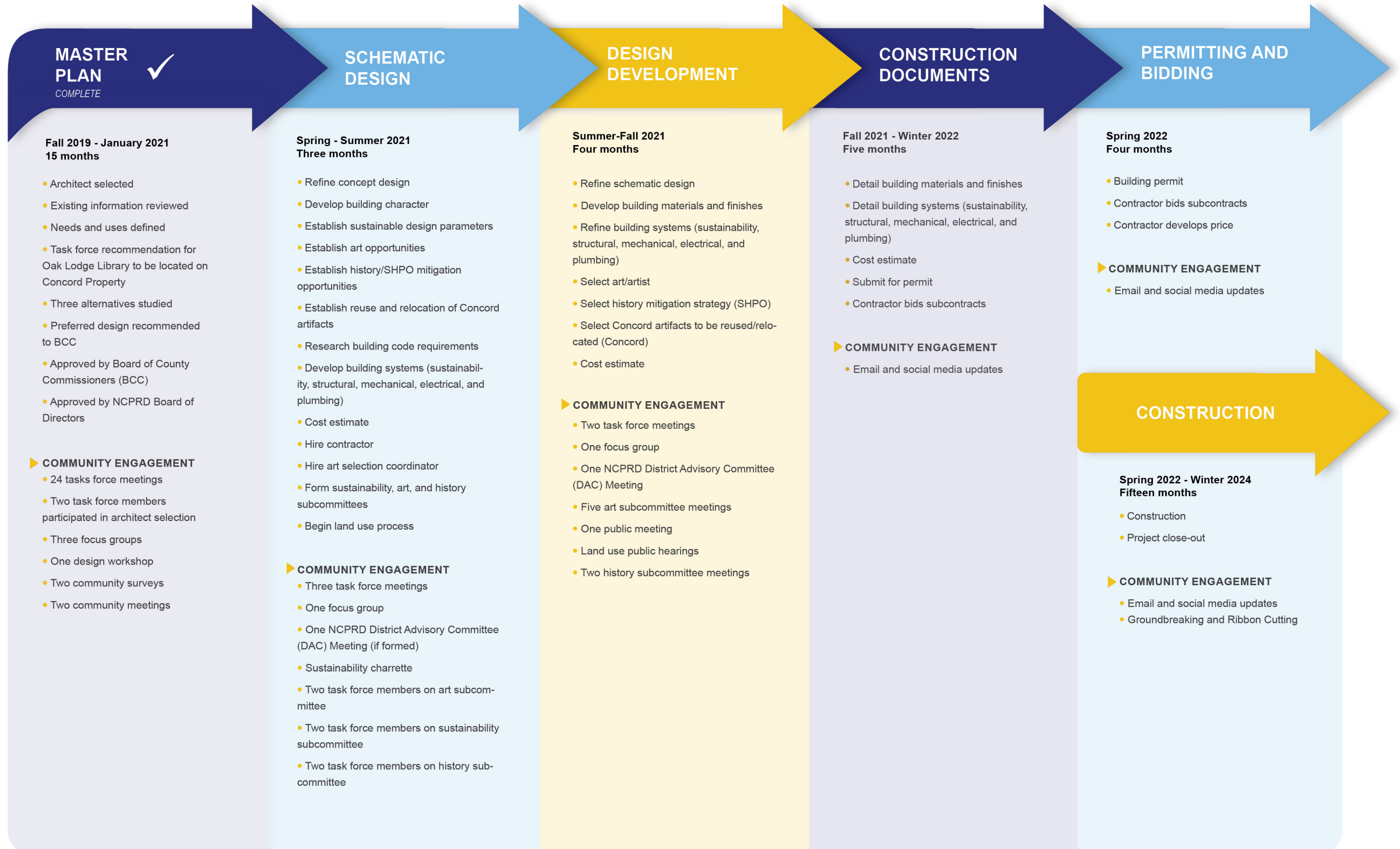
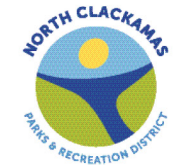
Division Director/Head Approval \_\_\_\_\_  
Department Director/Head Approval Laura Zentner 3/3/2021  
County Administrator Approval \_\_\_\_\_

For information on this issue or copies of attachments,  
please contact Kathryn Krygier at 503-867-2820 or [kkrygier@ncprd.com](mailto:kkrygier@ncprd.com)

# OAK LODGE AND GLADSTONE COMMUNITY PROJECT

OAK LODGE LIBRARY, COMMUNITY CENTER, PARK & NCPRD OFFICES

February 24, 2021



# GLADSTONE COMMUNITY LIBRARY

## OAK LODGE AND GLADSTONE COMMUNITY PROJECT PROCESS

February 24, 2021

