PCLS Lakewood Libraries Feasibility Study

Community Advisory Committee | Meeting #3 | September 16, 2022

Welcome!

Community Advisory Committee Members

David Anderson

Sherwanda Beck-Atkinson

Amelia Escobedo

Bob Estrada

Ron Irwin

Lianna Olds

Josette Parker

Darwin Peters II

Ginny Rawlings

Tim Rhee

Chelsey Tschosik

Bob Warfield

Pierce County Library System

Mary Getchell, Marketing and Communications Director & Project Manager

Clifford Jo, Finance and Business Director

City of Lakewood

Becky Newton, Economic Development Manager

Mary Dodsworth, Parks and Recreation Director

Elizabeth Scheid, Senior Activity Center Recreation Coordinator

John Caulfield, City Manager

Consultant Team

Brian Murphy, Project Manager

Michelle Ellsworth, Meeting and Engagement Support

Katherine Goetz, Financial Analyst

Agenda

Time	Topic	Lead
1:00	**Welcome and Agenda Overview**	**Brian Murphy, BERK**
1:10	**Survey and Engagement Summary**	**Michelle Ellsworth, BERK**
1:30	**Approach to Calculating Space Needs and Cost**	**Katherine Goetz, BERK**
1:40	**Library Planning Considerations**	**Clifford Jo, PCLS**
2:00	**City of Lakewood Considerations** City Interest in Library and Senior Services Co-location Benefits and Examples Programming and Space Desires	**John Caulfield, City of Lakewood,** **Mary Dodsworth, City of Lakewood, and** **Elizabeth Scheid, City of Lakewood**
2:25	**Summary of Space Needs** **& Identification of Options to Evaluate**	**Katherine and Brian /All**
2:55	**Next Steps**	**Brian**
3:00	**Adjourn**	

Review of CAC Charge

Advise on how the Library System can provide quality services in a safe, welcoming space for Lakewood and Tillicum residents.

- **Review existing community input** and additional public engagement efforts.
- **Review facility history and current conditions** of both the Lakewood Library and the Tillicum Library.
- **Develop an Evaluative Framework and decision-making process** for considering long-term facility options.
- **Make directional recommendations** to the Lakewood City Council and the Pierce County Library System's Board of Trustees in the fall of 2022.

Downtown Library Update

- The PCLS Board of Trustees has directed library administrators to negotiate a lease for interim space.

- Next steps:

  - Library administrators are negotiating the lease.

  - When a lease is agreed upon, administrators will present it to the Board of Trustees.

  - Once a lease is signed, the Library System will share information about the location and plans for the interim location with the Community Advisory Committee and Lakewood residents.

Pierce County Library System Website Updates

- Navigation Improvements
  - Added a direct link to the Lakewood Library webpage from the Locations dropdown menu
  - Added a tile icon to the homepage

CAC Requests from Meeting 2

- Request: Demographics of Lakewood Downtown and Tillicum   ✓ Shared via email & below

- Tillicum Library Tour – Scheduled for Friday, September 30th from 2:00-3:00pm ✓

  - Extending invite to Tillicum-American Lake Gardens Community Center and City Council

	Downtown	Tillicum	City of Lakewood	Pierce County
2022 Population	833	2,186	64,514	944,204
Average Family Size	3.08	3.27	3.13	3.18
Diversity Index	76.2	77.8	79.4	64.8
Some College to Graduate Degree	57.5%	59.5%	60.7%	65.0%
Median Household Income	$65,358	$52,147	$62,135	$87,533

Survey and Engagement Summary
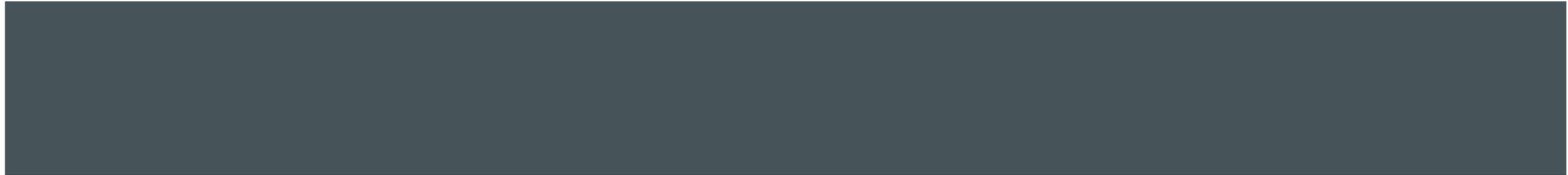
Purpose of Engagement

- Learn how PCLS can provide quality services in safe, welcoming spaces for Lakewood and Tillicum residents.

- Build on and update what we learned through engagement in 2019.

- Strengthen and build relationships with residents and community organizations.

Engagement Methods

Community Survey

- Received 2,061 responses

- Open July 22 – August 19

- Advertised on social media, a mailer, email marketing, and news media, including:
  › Patch
  › The News Tribune
  › The Senior Scene
  › The Suburban Times
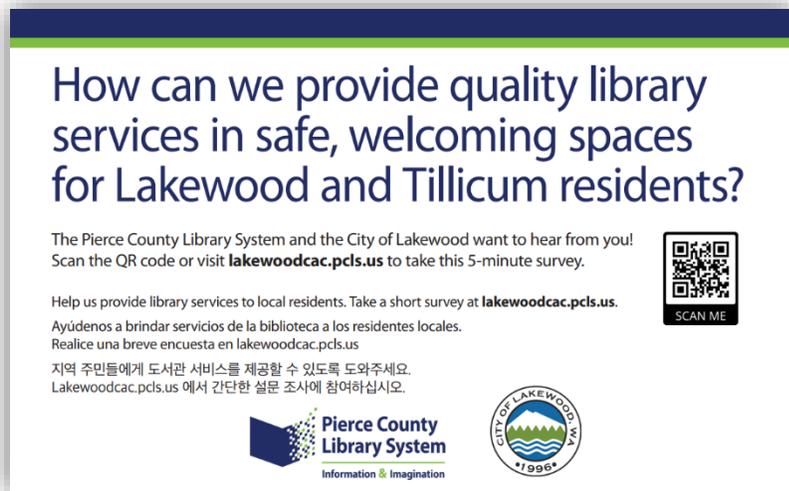
Interviews with organizations, including:

- Boys & Girls Club

- Emergency Food Network

- Lakewood Community Senior Center

- The Rainbow Center

- Pierce College

- Nourish

Stakeholder input is integrated into the following slides.

Tabling and Presenting at Events

- SummerFEST

- Lakewood Farmers Market

- Clover Park Rotary Club presentation

- Lakewood Rotary Club presentation

- Lakewood Youth Council presentation

What a Future Library in Lakewood Should Include: **Facilities**

Survey responses:

Category	Percentage
Space for public technology (computers, copiers, printers, and Wi-Fi)	77%
Space for events and classes such as job help, story times, and talks of interest to the community	68%
Space for reading and relaxing	63%
Space for studying	55%
Space for groups to meet	51%
Separate spaces for quiet activities and noisy activities	40%
Better parking	26%
Large space for socially distanced events	7%
Other (please specify)	10%

What a Future Library in Lakewood Should Include: **Facilities**

Suggestions from stakeholders include:

- **Technology** for people who don't have it at home, including **affordable printing, hybrid meeting** spaces, and rentable **hot spots**

- **Child-safe computer rooms** for parents to write resumes and send emails

- Spaces for **adult education**

- **Separate areas for adults and kids**, including space for kids to do homework and **dedicated space for older adults'**

- Spaces and resources for **people on the Autism spectrum**

- **Lockers** for people to store their belongings safely outside

- Ample **parking,** including handicap-accessible spaces

What a Future Library in Lakewood Should Include: **Programming**

Survey responses:

Category	Percentage
Updated technology	66%
Security	57%
Longer, more convenient hours	49%
Additional programming, like book clubs and movie nights	43%
Other (please specify)	14%
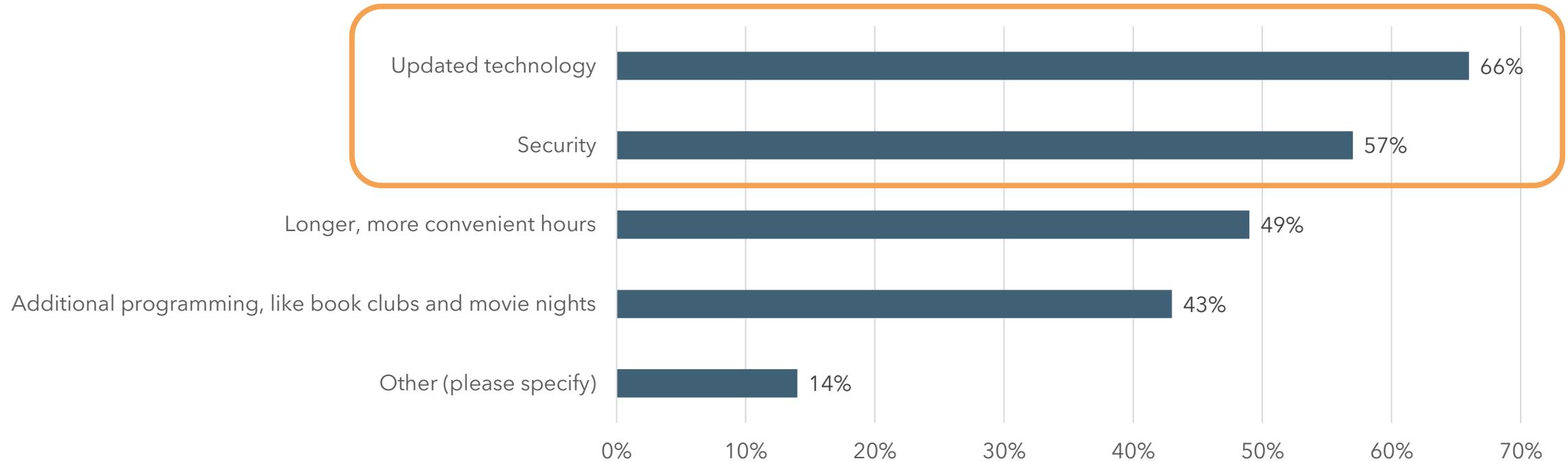
What a Future Library in Lakewood Should Include: **Programming**

Suggestions from stakeholders include:

- **Programming and classes** for

    - Job seekers

    - English learners and multilingual learning

    - Youth, for learning self-sustaining skills for adulthood

    - Older adults, both for socializing and learning technology

    - Students who are parents, such as childcare

    - Financial and insurance literacy

- **Saturday evening hours** for people who work

- **Staff** to help users navigate services and facilities in-person

- **Social services** and/or social services networking

Concerns or Questions about a Potential New Library

Survey responses:

The location of the library	70%
Health and cleanliness	43%
Cost to residents	42%
Personal safety	41%
I don't want the current Lakewood Library building to be replaced.	34%
Other (please specify)	14%

0%   10%   20%   30%   40%   50%   60%   70%   80%
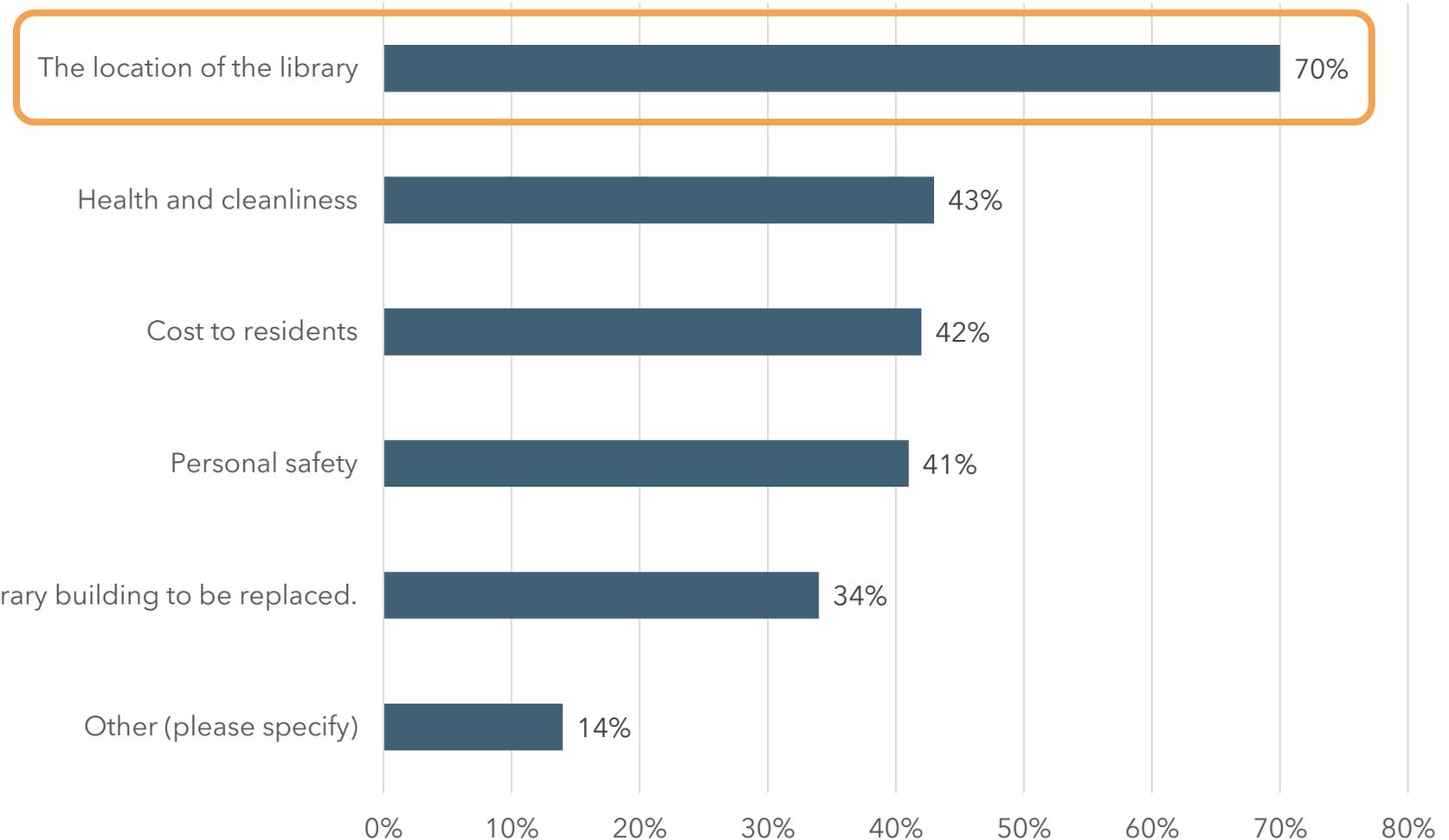
Concerns or Questions about a Potential New Library

Suggestions from stakeholders include:

- Accessibility via **Pierce County Transit bus service**

- Convenient location **near underserved and lower-income neighborhoods**

- **Assurance** that a new building will be **maintained**

- Adequate **lighting**

- Adequate **parking**

- Some organizations expressed **interest in co-location**

Key Finding: *Respondents value having a library for Tillicum.*

"Having a Tillicum library is **essential to an underserved community.**"

"We have a **desperate need** for a new building in Tillicum." – Nourish

"A library in Tillicum . . .gives **access** to the members of that community that may not have a way to reach a library in Lakewood proper. The community is locked by the base and the freeway so **residents without vehicle access are dependent on resources located in their community**."

"The library . . . represents the **only real community space** in the entire neighborhood. It has the potential to provide any number of **resources to an underserved community**, with hundreds of people below the poverty line."

"The location in Tillicum library is **perfect for school kids** to use after school let out for the day. The Tillicum library is inside the community center which is **ideal for senior citizens.** I am a senior citizen I do not have ride the bus to another library."

"The Tillicum library . . . has very **limited hours** and the physical condition of the building is **much worse than the Lakewood library** that you are replacing."

For Downtown

While respondents were ***not asked to give input on specific options***, 200 respondents opted to share their location preference in the final open-ended question:

- About **20%** favor <u>**any**</u> **central, convenient Downtown location**.

- About **32%** favor **retaining the <u>current building</u>**.

- About **48%** favor **rebuilding on the <u>current location</u>**.
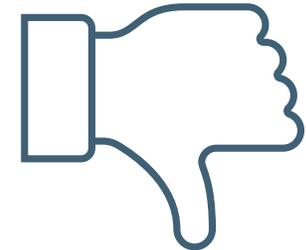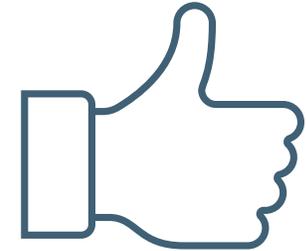
Key Finding: *Some favor <u>any</u> central, convenient Downtown location.*

"I love having a local, **easily accessed** library that is connected to a bigger system."

"Better connections to **transit** and **walking access**."

"The Lakewood site is **critical for ongoing CPHS students**."

"Ideally better **integrated** within Lakewood community, **close to City Hall in Town Center**."

"Plenty of **parking** and **Pierce Transit Bus stop access**."

"There is a **density of youth** in Lakewood, supporting them is important." – Pierce College

"For our underemployed customers, having the **libraries close to our services** gives folks an opportunity to use internet, search for jobs, and learn job search skills. Meanwhile, kids have a safe place to do homework and an opportunity to learn to read and build other skills."- Nourish

Key Finding: *Some favor retaining the current building.*

"Our Lakewood library building was a **gift** from a Lakewood patron. It deserves to be **restored and maintained**, either as a library or other community-focused venue."

"We want you to invest in the **historical building** we already have here."

"Our current library has a history and is an architectural landmark. Lakewood has very few buildings like this; it's well **worth saving**, and, yes, I'm willing to pay the taxes to make it happen."

Several respondents called for **retaining the tree**:

"Our giant log! what's going to happen to it?"

"The giant lumber round being displayed as it is now. It's a piece I love at the current location."

Key Finding: *Many favor rebuilding on the current location.*

"I want the **same location**, but a remodeled or **NEW building**."

"The location is **centralized** between Lakewood and Lake City. Would love to see it torn down and rebuilt in same location." – Boys & Girls Club

"I suggest you build new building on current site. **Lots of parking**. Very **convenient.** "

"The dense, urban nature of the current location provides **more people with access to library resources**."

"I hope the new library will be located in the **same place** as the current one."

Public Comment: Email Received Since Last CAC Meeting

- Questions and comments sent to LakewoodCAC@pcls.us will be shared with the CAC each meeting and included as part of the public record. The verbatim comments can be found on the project website at LakewoodCAC.pcls.us

- Input received as of September 9:

  o 45 community members have asked to receive project updates (as well as 567 survey respondents).

  o No additional public comment has been received since August 19.

- **Discussion:** *Would the Committee like to extend meetings by 30 minutes to hear public comment, in addition to email input and the survey results?*

Approach to Calculating Space Needs and Costs

Approach to Calculating Space Needs and Costs

- To calculate space needs, our approach is to:

  o **Estimate the size of facility needed.** We look at recently completed library projects, current library trends, and what size facility can be supported by staff.

  o **Estimate the parcel size needed.** We estimate a ratio of building size to parcel size and estimate parking requirements.

- To calculate space costs, our approach is to:

  o **Estimate the cost per square foot for a new building.** We look at costs for recently completed and proposed projects of a similar scale.

  o **Estimate capital costs**, which include land acquisition, construction or renovation, and furnishings, fixtures, and equipment (FF&E). Capital costs are one-time costs. The cost per square foot is used to estimate construction or renovation costs.

  o **Estimate annual operating costs**, which include staffing, supplies and services, and overhead. If a space is leased, the annual lease cost is an operating cost.

- We will cost out specific options to be identified in today's meeting.

- We will consider both Library space needs and (for the Downtown location) potential Senior Community Center needs.

Approach to Calculating Space Needs and Costs

- **Library-related costs**
  - Capital costs: PCLS, with more discussion shortly about funding options and magnitude of potential costs
  - Operating costs: PCLS , with more discussion shortly about potential tradeoffs
- **Senior Community Center**
  - Capital costs: City of Lakewood
  - Operating costs: City of Lakewood
- Shared spaces (possibly restrooms, meeting rooms, and other common areas) could be split. In such a case, details would be determined via an interlocal agreement between PCLS and the City.

Library Planning Considerations
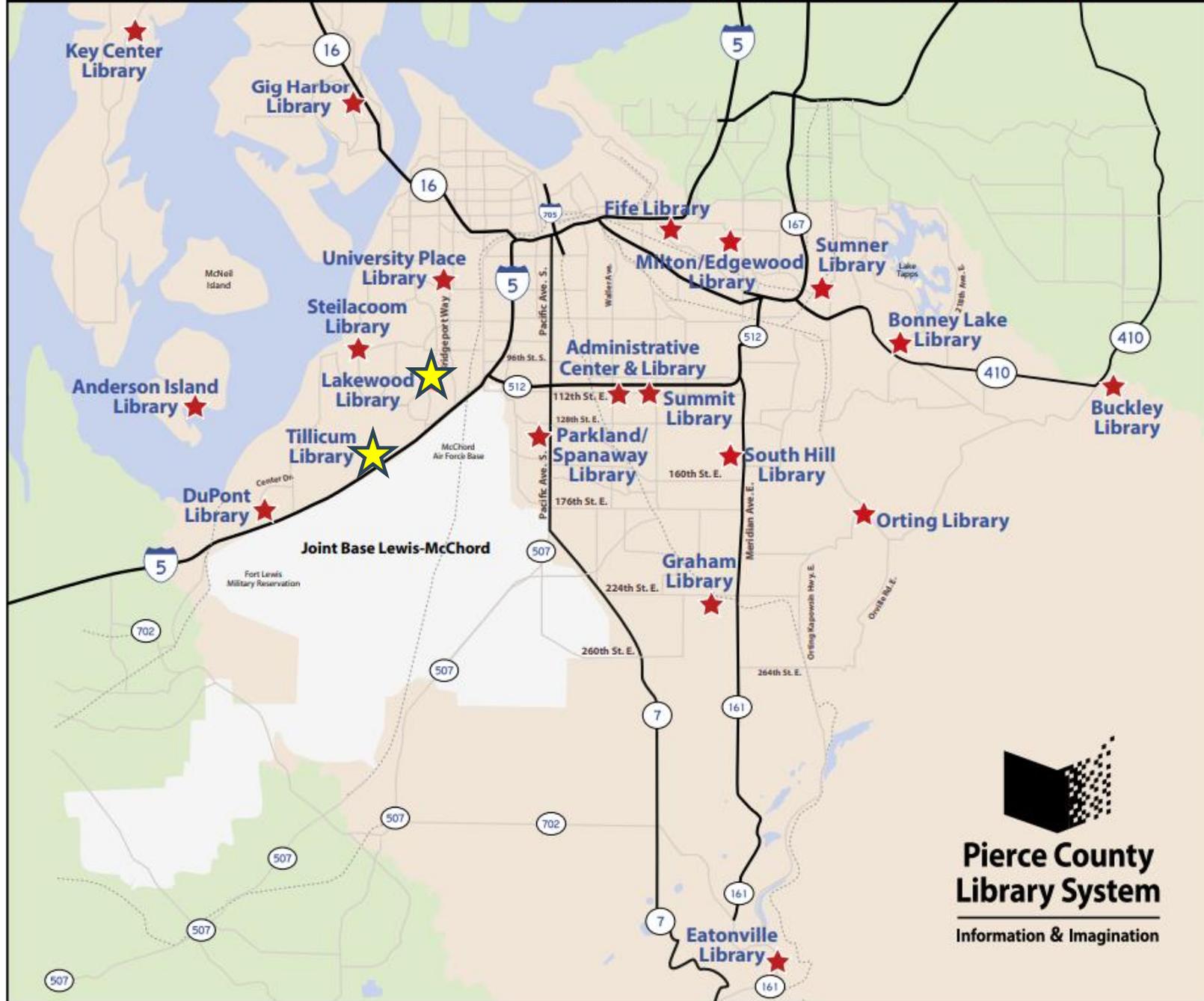
The Pierce County Library System

- We operate PCLS as **a countywide system**, which comes with significant benefits.

  o Library users can **go to any library that is convenient to them**, near work or home, and pick up holds and use library resources.

  o Library users get the benefit of **the system's pooled collections and other resources**, especially from unincorporated areas of Pierce County. City libraries would have much fewer resources to offer.

  o With a library district, there is **no duplication of administrative costs**. City-owned libraries would have to have their own management, technology support, and other overhead.

- Funding under PCLS

  o **Operations.** Funded through district-wide levy. Can't do additional operating levies for sub-geographies.

  o **Capital investments.** The Library sets aside a certain portion of revenue every year for capital investments and improvements. Unanticipated savings and additional revenue are added to capital funding.

  o Need to balance size and cost considerations.

Library Planning Considerations

What's the right sized library for Downtown and Tillicum?

- Library space needs have evolved.

  o The shift to mobile computing and e-books = less space needed for bulky public access computers and stacks of books

  o Highly effective libraries today are smaller than they used to be. (Examples: University Place, Fife, and Milton/Edgewood libraries)

  o Actual used space in Lakewood library: 24,000 sq. ft. (The two basements totaling over 8,000 sq. ft. are not service spaces).

- We have to be mindful of costs.

  o **Capital Costs:** Two new libraries at 42,500* sf and 7,500* sf could cost $50 million. This would be a big lift for the Lakewood tax base.

  o **Operating Costs:** For example, multiple floors on smaller-sized land are costly to operate (due to elevators and stairs, ADA requirements, and additional staffing)

    o The same library space on two floors transferred to one floor has fewer long-term issues and costs less. With multiple floors, the tradeoff could be in open hours.

- Lakewood will be served by two great, new libraries: Downtown and Tillicum – see map on next slide.

* Original 2010 Facility Master Plan recommendations for the Lakewood and Tillicum libraries

PIERCE COUNTY LIBRARY SYSTEM

Key Center Library
Gig Harbor Library
Fife Library
Milton/Edgewood Library
Sumner Library
University Place Library
Bonney Lake Library
Steilacoom Library
Administrative Center & Library
Buckley Library
Anderson Island Library
Lakewood Library
Summit Library
Tillicum Library
Parkland/Spanaway Library
South Hill Library
DuPont Library
Orting Library
Joint Base Lewis-McChord
McChord Air Force Base
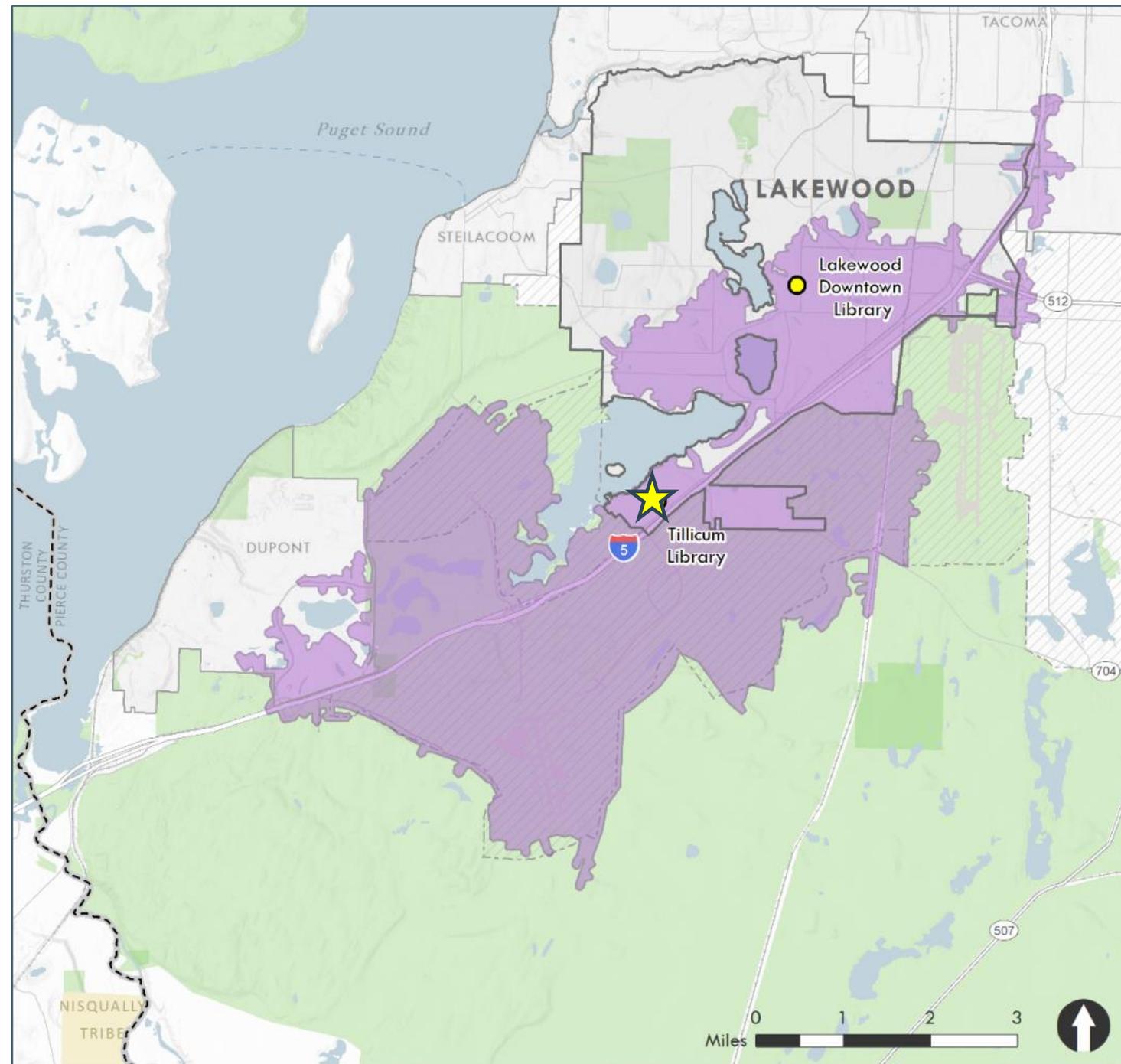Fort Lewis Military Reservation
Graham Library
Eatonville Library

Pierce County Library System
Information & Imagination

# 10-Minute Drive-time from Current Tillicum Library

■ The area size is approximately 27.2 square miles with a total population of **51,787**.

Summary of Anticipated Library Space Needs

Downtown Library	Low	Mid	High	*Existing Building*
Downtown Library	20,000 sq. ft.	25,000 sq. ft.	30,000 sq. ft.	*24,000 sq.ft. (public space)*
Tillicum Library	N/A	2,500 sq. ft	5,000 sq. ft.	*2,100 sq. ft.*

City of Lakewood Considerations
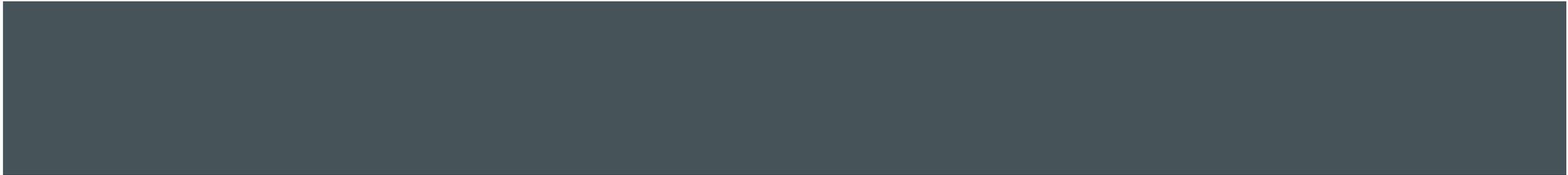
City Interest in Library and Senior Community Center Services

- The City recognizes the economic impact and community benefit of investing in libraries located in Tillicum and the downtown area of Lakewood.

- New libraries are a catalyst for growth!

- City Council has supported the PCLS Facilities Master Plan and updates since 2010.

- A new library was envisioned in Lakewood's Comprehensive Planning effort and documents.

- Lakewood's Parks, Recreation and Open Space Plan emphasizes equitable access, community driven services and partnerships.

- The City has a history of partnering with the Library. In 2018 the City acquired property in Tillicum for a new library.

Library + Senior Community Center = Success!

- City has been providing comprehensive senior services since 2005

- Current Senior Center leased space (5,000 sq. ft.) is not available due to necessary repairs

- Space for community use and gathering in Lakewood is at a premium

- Benefits of co-locating Senior Community Center space with library services:

  - Cost effective - good use of taxpayer dollar

  - Shared space is more efficient than building and using separate buildings and infrastructure (parking, utilities, meeting rooms, restrooms, offices, registration areas and other publicly used spaces)

  - A shared senior community center would be used throughout the day / evening by a variety of user groups

  - Opportunities for collaborative programming and partnerships

  - Seniors are big library advocates and users!

- Co-Location Examples from Elsewhere: City of South Burlington Vermont; St. Mary's County

Senior Community Center Needs

- Legacy Plan Vision: Invest in facilities, programs and infrastructure that boost economic opportunities and improve quality of life for all.

- Community Vision: Provide equitable and community driven services that are accessible for all.

- Facility Needs: 5,000-10,000 sq. ft. of shared space for:

  - Staff and program development, registration and information, meeting rooms, program space, informal and active gathering spaces, waiting areas for bus and shuttles, restrooms and common areas.

  - Multi-purpose activity spaces that would accommodate a variety of program experiences for exercise, dance, art, computer, gaming and technology, presentations and social gatherings, lifelong learning classes and community events.

Summary of Space Needs
& Identification of Options to Evaluate

Summary of Potential Space Needs: Downtown

Downtown Library	Low	Mid	High	Existing Downtown Library Building
Library Space Needs	20,000 sq. ft.	25,000 sq. ft.	30,000 sq. ft.	24,000 sq. ft. (public space)
Space for Senior Community Center*	Up to 3,000 sq. ft.	Up to 5,000 sq. ft.	Up to 7,000 sq. ft.	0 sq. ft.**
Total Space Needs	**23,000 sq. ft.**	**30,000 sq. ft.**	**37,000 sq. ft.**	24,000 sq. ft.
Parking spaces	58-115	75-150	93-185	68
Total Site Requirement	**1.43-2.10 acres**	**1.85-2.74 acres**	**2.30-3.38 acres**	2.04 acres

* If recommended by CAC.
** Lakewood Senior Center currently leases 5,000 sq. ft.

Summary of Potential Space Needs: Tillicum

Tillicum Library	Baseline	High	Existing Building
Library Space Needs	2,500 sq. ft.	5,000 sq. ft.	2,100 sq. ft.
Other Organizations	0 sq. ft.	0 sq. ft.	5,250 sq. ft.
Total Space Needs	**2,500 sq. ft.**	**5,000 sq. ft.**	7,350 sq. ft.
Parking spaces	6-13	13-25	38
Total Site Requirement	**0.15-0.24 acres**	**0.32-0.46 acres**	0.85 acre

Evaluative Framework Matrix

	Service Suitability		Location		Practical Feasibility		Cost		
	Library	Senior Services*	Accessibility	Neighborhood Benefits	Site Feasibility	Time	Capital Cost	Operating Cost & Hours	Maintenance/ Sustainability
Downtown Lakewood Library									
Option D1	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○
Option D2	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○
Option D3	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○
Option D4	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○
Tillicum Library									
Option T1	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○
Option T2	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○	○○○○○

Key	○○○○○	●○○○○	●●○○○	●●●○○	●●●●○	●●●●●
	N/A	Fair	Average	Good	Very Good	Excellent

<mark>Future flexibility</mark>

* If the CAC recommends co-location

Identification of Options to be Evaluated

- **What options does the CAC want to evaluate further?**

  - Additional cost and other information will be provided for these options.

  - See next slides for "Potential Options" for Downtown Lakewood and Tillicum

- **Additional questions to consider in our next two meetings**

  - Does the Committee recommend co-location with a City of Lakewood Senior Center?

  - How would the Committee consider tradeoffs and prioritize among:

    - *Library size (multiple floors require additional staffing and may reduce operating hours)*

    - *Operating hours*

    - *Location (some sites may not accommodate larger buildings and parking)*

Identification of Options to be Evaluated
Downtown

Potential Option	Questions & Specifics to Consider
Substantially renovate existing building	• Can we expand existing site through purchase of land from the church?
Completely rebuild on the existing site	• Can we expand existing site?
Build at another location: Seeley Lake or other	• Would require wetlands mitigation; may be costly and take more time. Might accommodate a complex.
Build or renovate in Towne Center	• Is this cost effective? Would we own space or lease?
	• Are there spaces *near* the TC, near access to transit/walking access.
	• How would we consider the Senior/Community Center?

Identification of Options to be Evaluated
Tillicum

| Potential Option	Questions & Specifics to Consider
Renovate in the same location (existing building)	
Build on the City-owned parcel	• Could accommodate larger library ("10,000 sqft" to free up space in the downtown)
Build elsewhere (specify parameters)	• Are there other sites available that meet the space needs? • What would it cost to acquire different site?
Lease elsewhere	

Meeting Close
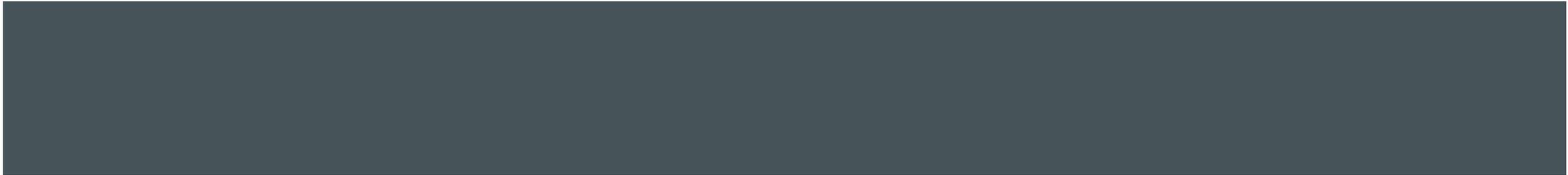
Next Steps

- Tillicum Tour Coordination - Friday, September 30th from 2:00-3:00pm

- Upcoming CAC meetings

  o Tuesday, October 4, 11:30am-1:30pm

    › Review cost analysis and staff input on Evaluative Framework

    › Discuss CAC recommendations

  o Wednesday, October 26, 10:00am-12:00pm

    › Finalize CAC recommendations

    › Select 2 CAC representatives to present findings to Library Board and City Council

- Joint Library Board of Trustees and Lakewood City Council Meeting

  o Thursday, November 17, 6:00pm at Lakewood City Hall

Additional Slides Available for Reference
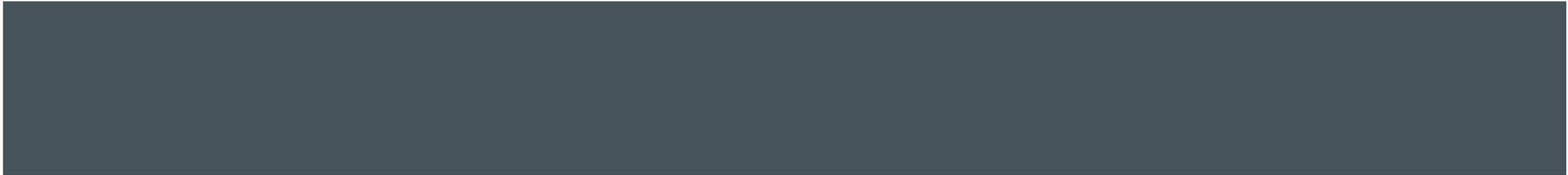
Key Questions to Answer

CAC recommendations are expected to address the following key questions at a directional or planning level, not an implementation level:

Lakewood Pierce County Library	Tillicum Pierce County Library
Should the Downtown Library be… ▪ Substantially renovated in the same location? ▪ Torn down and rebuilt in the same location? ▪ Rebuilt in a new location? ▪ Relocated to a building elsewhere that would be renovated to serve as a library?	**Should the Tillicum Library be…** ▪ Renovated in the same location? ▪ Relocated and rebuilt in a new location?

The Committee may opt to make **conditional recommendations** to reflect tactical details that can't be fully addressed in this phase of work. For example, the Committee could recommend a first choice if conditions can be met, backed up by an alternative if conditions cannot be met.
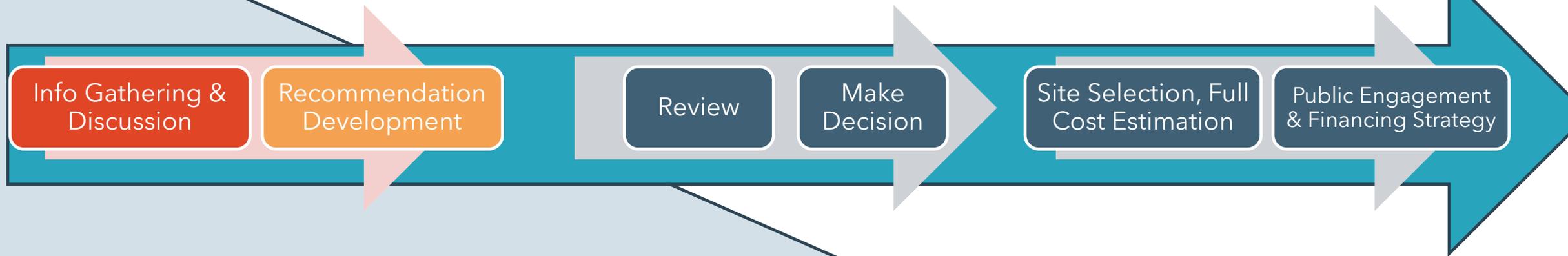
Phases of Work

Altitude

CAC Process

Policy Maker Process
- PCLS Board of Trustees
- Lakewood City Council

Tactical Planning & Implementation by PCLS

Info Gathering & Discussion → Recommendation Development → Review → Make Decision → Site Selection, Full Cost Estimation → Public Engagement & Financing Strategy

|	CAC Process	Policy Maker Process	Tactical Planning & Implementation by PCLS
Public	Provide comments and survey input	Provide comments	Provide input
CAC	Review, discuss, recommend	Serve as champions	Serve as champions
Staff	Provide information Engage broader community	Support policy maker decision making	Implement policy maker direction
BERK	Facilitate CAC process Engage broader community	None	None

Zoning and Parking Requirements

| Use	Unit Measure	Optional Minimum (TDM program only; see 18A.80.060(H))	Max	Required Bicycle Parking Space
Libraries	Per 200 square feet of gross floor area.	0.5	1	1 per 20 auto stalls. Minimum of 2.

Zoning

▪ Libraries are allowed as a primarily permitted use in the Neighborhood Commercial 1 (NC1), Neighborhood Commercial 2 (NC2), and Central Business District (CBD) zones. There is a conditional permit required for the Transit Oriented Commercial (TOC), and Commercial 2 (C2) zones.

▪ **Downtown** is all CBD.

▪ **Tillicum** is a mix of zones. The current library is in Public Institution zoning. The City-owned property is located at 14702 Union Avenue SW, which is currently zoned Multifamily 1 (MF1). NC2 zoning is present along Union Avenue, adjacent to the City owned property. The City could extend NC2 zoning to accommodate this use through a zoning change.

Downtown

Downtown 2022
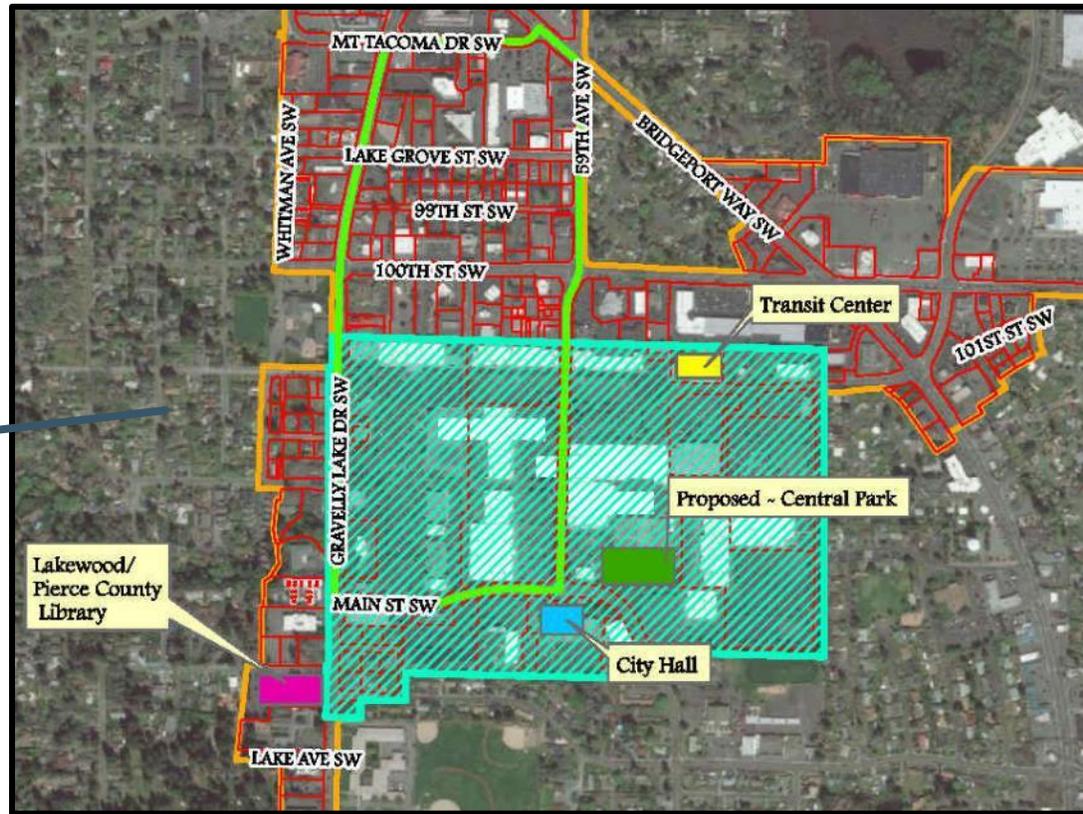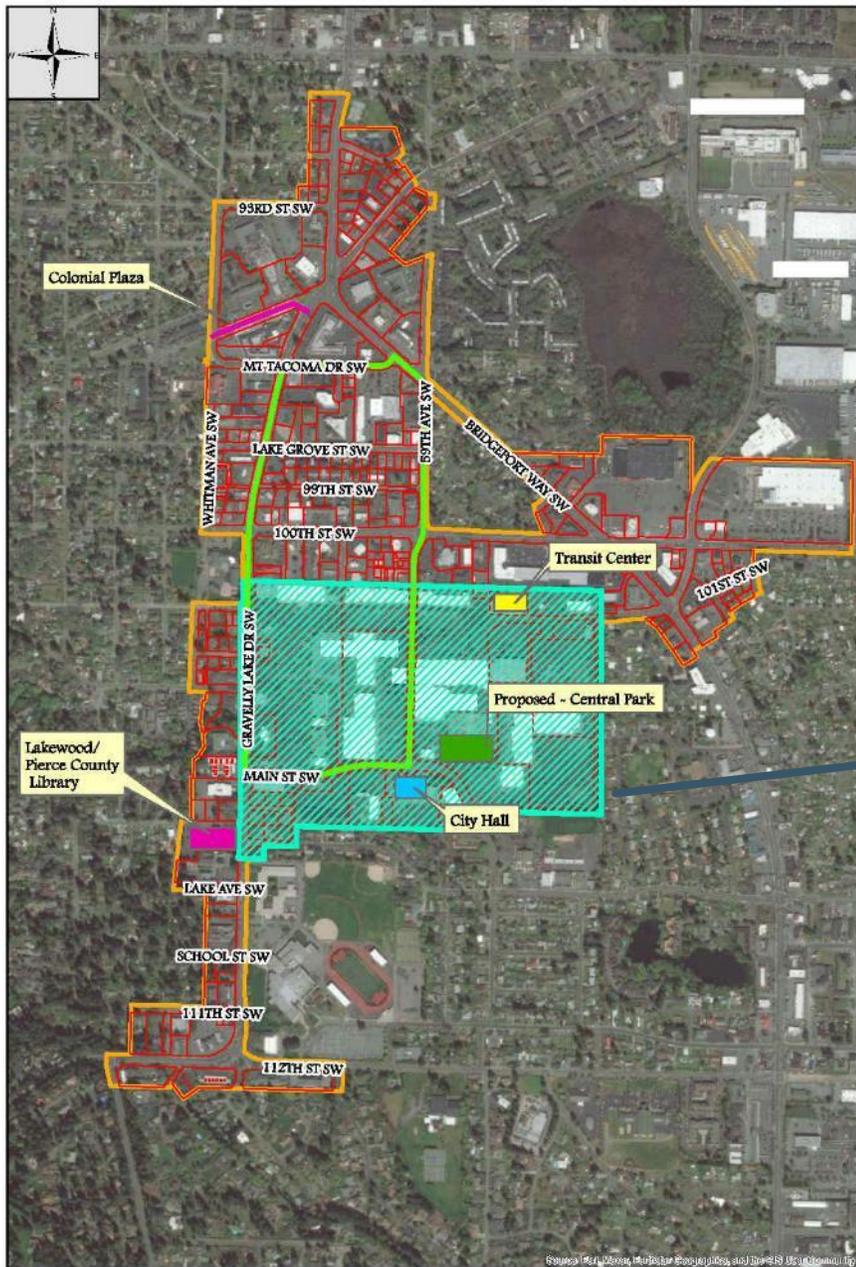
- Seely Lake idea shared by Bob Warfield.
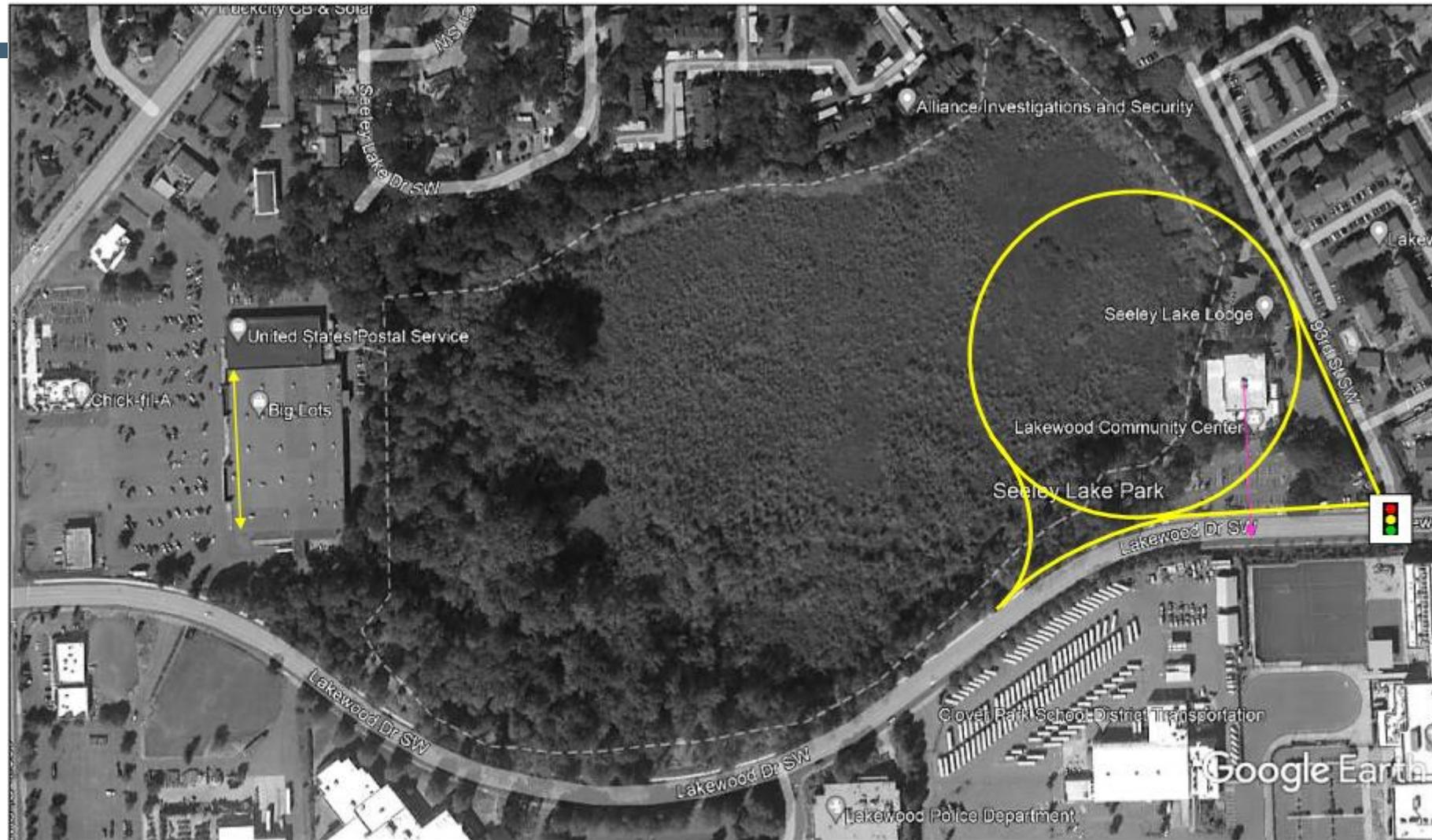
SEELY LAKE CITY CAMPUS Pierce Co Parks, Parcel 0220354084, 38.40 ac and 0219021018, 7.58 ac) 45.98
Plus (private, Parcel 7523000630, .44 ac and 7523000570, 0.26 ac) .70
46.68

LAKEWOOD COMMUNITY CENTER Parcel 0220354066, 1.56 ac and 0220354067, 2.15 ac) 3.71
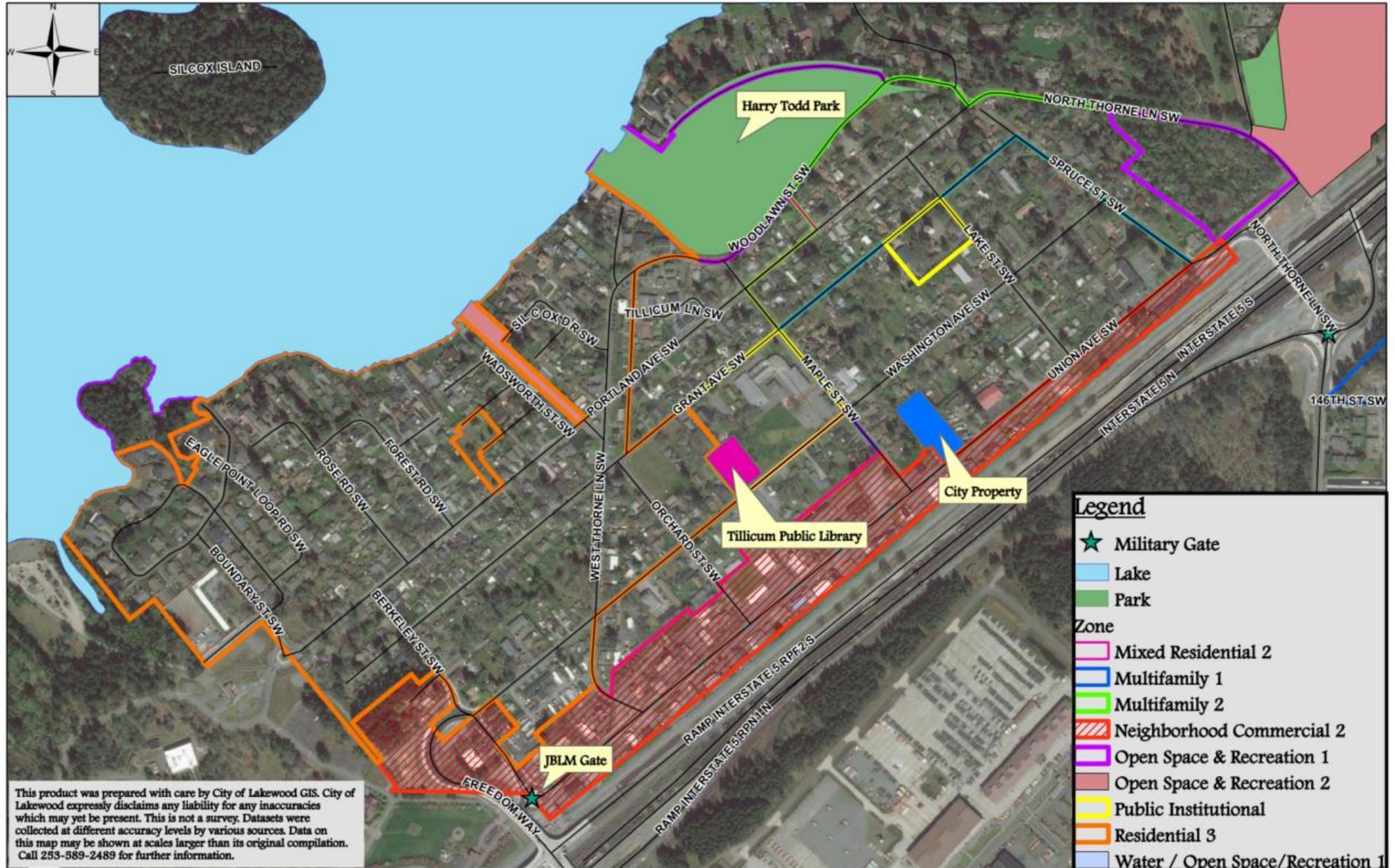50.39

NORTH ⟶

8 acre site

Calculator: https://www.calculatorsoup.com/calculators/geometry-plane/circle.php
PROPOSALS FOR SITE: Lakewood Library, City Park, community flex meeting/auditorium (600), existing community services, emergency shelter, provisional use, food concession, circular boundary drive, natural alcove retreats, *Pierce Transit*, and parking. Applied surface, structural and storm water innovations.

Tillicum