

# TIMBERLAND REGIONAL LIBRARY

## Draft Capital Facilities Planning

October 15, 2014

### Introduction:

The strategic goals for Timberland Regional Library facilities and services planning remain as they were in the past: to become places that anchor community life, to bring people together, to fulfill potential as neighborhood institutions, and to build capacity for local economies. Planning and building libraries was never just about libraries but about the library's role in envisioning, participating, leading, and facilitating sustainable communities. However, with today's fiscal realities, planning a library for public use goes beyond the classic master planning goal of identifying the need for more space.

The sustainable library planning approach focuses on helping libraries maximize service, worker performance and productivity, and access within available resources. Taxpayers want and deserve efficient, accountable agencies serving them. The sustainable approach will fully integrate programming, staffing, and facilities by meshing the funding realities to a futuristic perspective 20 years ahead. We must learn how to plan and maintain sustainable library systems through the natural cycles of the economy.

Sustainable planning can be a two-to-five year process encompassing the entire portfolio of owned and/or leased space that sets strategic facility goals based on the Timberland Regional Library's strategic objectives. It is meant to be a flexible and implementable approach based on the specific and unique considerations to be developed through a process of understanding, exploration, response, and action.

The first step is having a thorough knowledge and understanding of mission, values, and goals. The second step is exploration, using analytical techniques to evaluate possible futures. The third step is response, which can be a range of plans, and periodic updates to existing plans, in response to change. The fourth step is take action as planned to successfully implement strategic facility planning.

Strategic facility planning contains two main components: one is an in-depth analysis of existing facilities, and the other an achievable and affordable plan to meet the organization's future needs. Gap analysis, financial analysis, and benchmarking are mechanisms to understand, analyze, and improve operations. However, organization type, culture, and processes will strongly influence how strategic facility planning is accomplished.

The following pages describe Timberland Regional Library's current environment. Section one provides insight into future resources for the special long-term planning funds. Section two describes population growth within the counties served. Section three provides an analysis of current facilities with forecasts for major repairs to maintain current, baseline standards. The fourth section provides a list of considerations to include with possible facility decisions.

Contents

TIMBERLAND REGIONAL LIBRARY ..... 1

    Draft Capital Facilities Planning ..... 1

        Introduction: ..... 1

        Section 1 – Forecast of Resources That Support the Long-term Special Planning Funds..... 3

        Section 2 – Population Growth Patterns within Service Territory: Timberland Regional Library ..... 5

        Section 3 – Analysis of Current Facilities with Capital Maintenance/Replacement Estimates ..... 10

        Section 4 – List of Considerations ..... 12

    Appendix A - CBiz Insurance Valuation Report February 25, 2014

    Appendix B - 2014 Facility Assessment Audit Round 1

    Appendix C - 2014 Facilities Audit

    Appendix D - Building Fund Policy July 1, 2009

    Appendix E - Facilities Policy May 28, 2008

Section 1 – Forecast of Resources That Support the Long-term Special Planning Funds

**Timberland Regional Library**  
**Projected Cash Flow Summary For the Years 2014-2023**  
**March 18, 2014**

Please note that these are estimates based on historical averages. Any assumption regarding collective bargaining negotiations is not included.

	Projected 2014	Projected 2015	Projected 2016	Projected 2017	Projected 2018
<b>Beginning Uncommitted Fund Balance</b>	\$ 3,063	\$ -	\$ -	\$ -	\$ -
<b>Beginning Reserve Commitments:</b>					
Operational Needs for first four months	\$ 7,794,702	\$ 7,700,000	\$ 7,700,000	\$ 7,700,000	\$ 7,700,000
Transfers Out to Special Purpose Funds	\$ 450,000	\$ (32,017)	\$ (75,671)	\$ (179,965)	\$ (349,990)
Beginning Fund & Reserve Commitments:	\$ 8,247,765	\$ 7,667,983	\$ 7,624,329	\$ 7,520,035	\$ 7,350,010
<b>New Revenue:</b>					
Total Tax Revenue (property)	\$ 19,030,000	\$ 19,374,738	\$ 19,723,681	\$ 20,076,113	\$ 20,432,069
Major Timber Revenue (private & public)	\$ 1,350,000	\$ 1,520,000	\$ 1,540,000	\$ 1,540,000	\$ 1,540,000
Other (Loss/Damage, Interest, Excise)	\$ 1,213,467	\$ 1,217,029	\$ 1,224,649	\$ 1,232,707	\$ 1,244,236
Total New Revenue:	\$ 21,593,467	\$ 22,111,767	\$ 22,488,330	\$ 22,848,820	\$ 23,216,306

Please note that these are estimates based on historical averages. Any assumption regarding negotiations is not included.

	Projected 2014	Projected 2015	Projected 2016	Projected 2017	Projected 2018
<b>Expenditures:</b>					
<i>Personnel (No assumption regarding negotiations is included)</i>					
Wage & Salaries	\$ 11,308,921	\$ 11,659,688	\$ 12,009,696	\$ 12,370,275	\$ 12,741,743
<b>Benefits</b>					
Benefits (increase based on historical averages)	\$ 3,990,962	\$ 4,116,371	\$ 4,239,648	\$ 4,365,316	\$ 4,497,141
<b>Subtotal</b>	\$ 15,299,883	\$ 15,776,059	\$ 16,249,344	\$ 16,735,592	\$ 17,238,884
<b>Operating Expenditures</b>					
Books and Materials	\$ 3,440,935	\$ 3,440,935	\$ 3,440,935	\$ 3,440,935	\$ 3,440,935
Other Operating Expenditures	\$ 2,982,431	\$ 2,970,444	\$ 2,978,016	\$ 3,022,283	\$ 3,068,326
Total Operating Expenditures:	\$ 21,723,249	\$ 22,187,438	\$ 22,668,295	\$ 23,198,810	\$ 23,748,146
<b>Transfers Out to Special Purpose Funds:</b>	\$ 450,000	\$ (32,017)	\$ (75,671)	\$ (179,965)	\$ (349,990)
<b>Ending Fund Balance:</b>	\$ 7,667,983	\$ 7,624,329	\$ 7,520,035	\$ 7,350,010	\$ 7,168,160
<b>Ending Reserve Commitments Next Year:</b>					
Operational Needs for First Four Months	\$ 7,700,000	\$ 7,700,000	\$ 7,700,000	\$ 7,700,000	\$ 7,700,000
Transfers Out to Special Purpose Funds	\$ (32,017)	\$ (75,671)	\$ (179,965)	\$ (349,990)	\$ (531,840)
Election Costs, LID, LCFA	\$ -	\$ -	\$ -	\$ -	\$ -
Ending Reserve Commitments Next Year:	\$ 7,667,983	\$ 7,624,329	\$ 7,520,035	\$ 7,350,010	\$ 7,168,160
<b>Ending Uncommitted Reserve Balance:</b>	\$ -	\$ -	\$ -	\$ -	\$ -

This section identifies the method and level of resources that support the long-term special purpose planning funds. Opportunities for funding of these funds is within the Fund Balance Management Policy instituted January 2013. That Policy outlines the steps following:

1. It shall be TRL's policy to accumulate financial resources for potential future uses in the special purpose funds: Building Site Acquisition and Improvement Fund, Automated Circulation Fund, and Unemployment Fund. Consequently the assigned fund balance in each shall have no minimum balance requirement.
2. It shall be TRL's policy to transfer the unassigned beginning fund balance to TRL's special purpose funds as part of the annual budget process.
3. If General Operating Fund reserves are depleted so that a minimum beginning fund balance is not possible, a plan for restoration shall be developed for the Board of Trustees' approval in order to restore the balance over time. The restoration plan may include such recommendations as expenditure adjustments, fee adjustments, and/or transfers from the special purpose funds into the General Operating Fund as may be appropriate.

Definitions:

Assigned Fund Balance: Amounts TRL intends to use for a specific purpose.

Unassigned Fund Balance: Amounts available for any purpose; these amounts are available only in the General Operating Fund.

Summary:

Funding for the long-term special purpose planning funds is the Unassigned Fund Balance determined after the beginning general fund balance is calculated, or what is the Assigned Fund Balance. If the beginning fund balance is not possible, a plan for restoration of the assigned balance is mandated but silent regarding funding, or priority, of the long-term special purpose funds. Those funds hold a lower priority when restoration of the general fund is mandated.

Next Steps:

1. Determine the need to directly set aside reserves within the annual General Operating Fund Budget those financial resources to be made available for transfer into the special purpose long-term planning funds.
2. Determine the future uses of those funds through long-range planning in order to establish the adequacy of accumulated financial resources.
3. Determine the need to expand the scope of the Building Fund uses to include maintenance at City owned service points

Section 2 – Population Growth Patterns within Service Territory: Timberland Regional Library

This section identifies the growth patterns within the service territory of Timberland Regional Library, however, much of the statistical detail is not at the neighborhood level but at the city and county levels as provided by the Washington State Office of Financial Management.

Sustainable planning could involve a deeper interface to map customer use, identify transportation and circulation patterns, and assess community needs. An understanding of transportation patterns and branch use at the neighborhood levels can be used to provide services more efficiently, possibly through a robust design of different library types and sizes.

Regarding service populations, Timberland Regional Library’s “Facilities Needs Assessment” of 1999 included the following:

*An identified service population for each point of service or each existing facility was not established. Our research indicates there is sufficient cross-over use of most of our libraries to make individual service populations inaccurate. County trends and individual growth planning by cities will be used as indicators of growth in library use.*

Understanding trends in population patterns at the county level can promote better identification of the standard, or lack of, for building space. Gap analysis is a simplified method to assist in the determination between what TRL has, what TRL needs, and what TRL can afford.

Population Growth:

<u>County</u>	<u>Growth in # Since 2010</u>
Thurston	11,736
Pacific	180
Mason	1,301
Lewis	845
Grays Harbor	503
<b>Total</b>	<b>14,565</b>

Unincorporated Thurston Population Change Compared to Natural Growth in Other Counties:

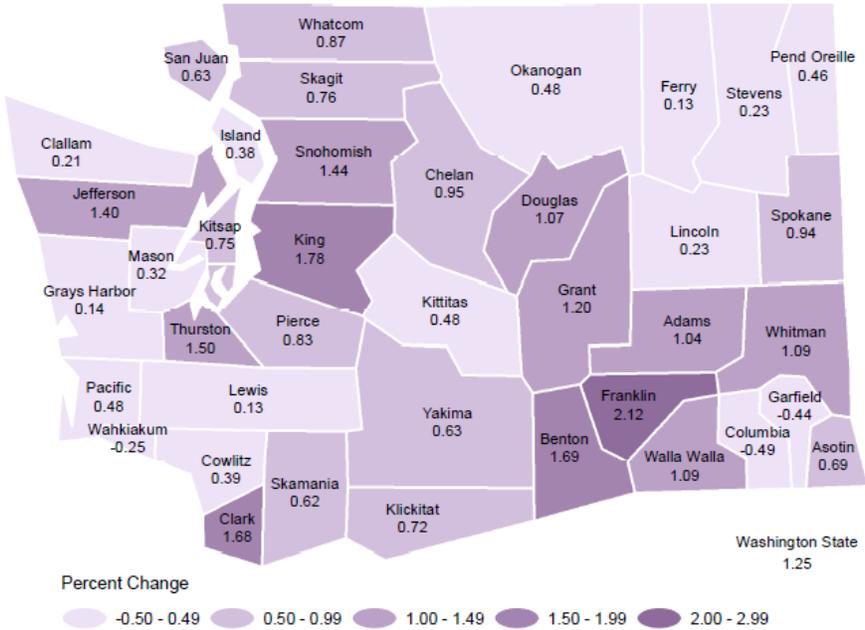
<u>County</u>	<u>Growth in #</u>
Thurston Unincorporated	775
Pacific	180
Grays Harbor	503
Lewis	845
Mason	1,301
<b>Total Natural Growth Other Counties</b>	<b>2,829</b>

2010-2014 Numeric Change in Population:

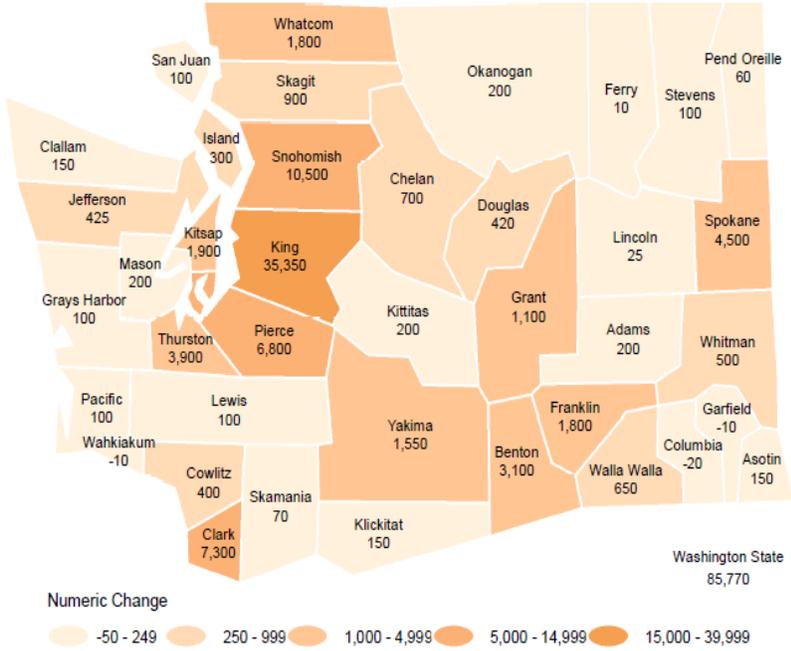
79% of the numeric change in population, 2010-2014, located in the Northern Thurston County Corridor of Olympia, Lacey, and Tumwater:

Olympia	3,192
Lacey	2,927
Tumwater	1,429
Yelm	1,067
Ocean Shores (non-annexed)	311
Centralia	304
Shelton	161
Chehalis	111
Montesano	99
Rainier	56
Napavine (non-annexed)	49
Tenino	30
Elma	23
Long Beach	18
Westport	11
Ilwaco	9
Raymond	8
McCleary	7
Mossyrock (non-annexed)	6
Oakville	6
Cosmopolis	-4
Winlock	-4
Morton	-6
South Bend	-7
Aberdeen	-46
Hoquiam	-101
<hr/> Total	<hr/> 9,656

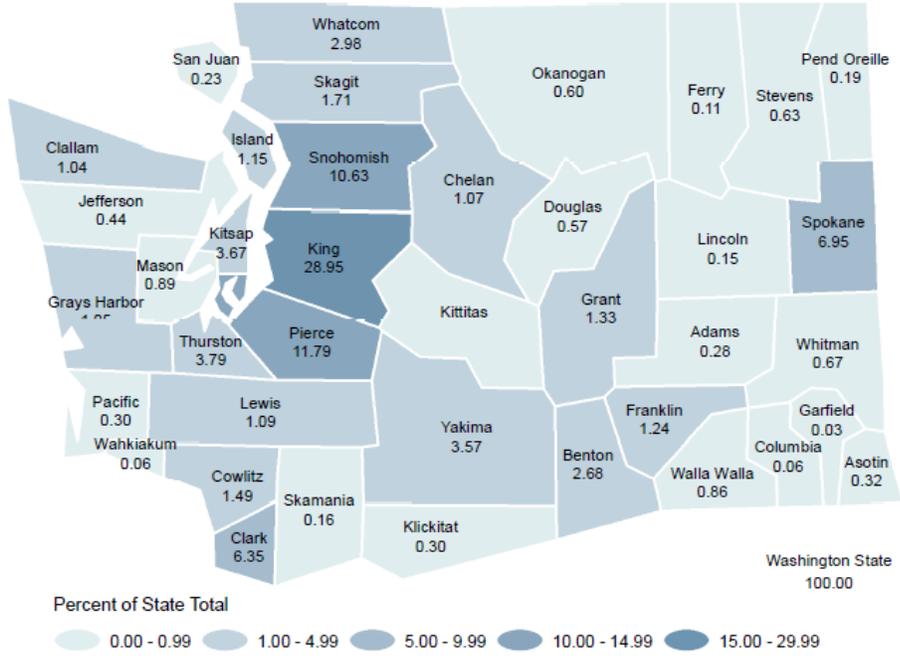
Percent Change in Population: 2013-2014



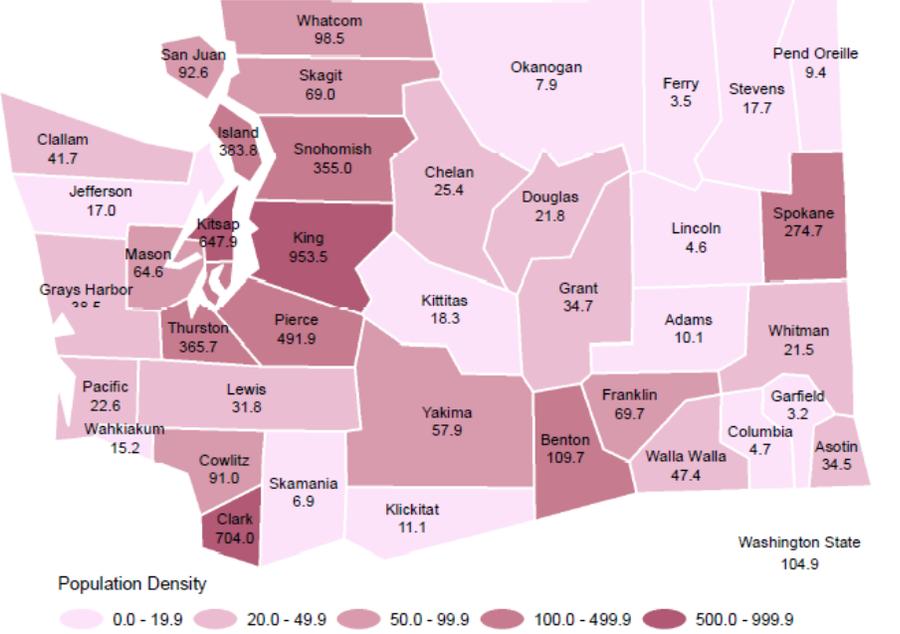
Numeric Change in Population: 2013-2014



Percent of State Total Population: 2014



Population Density (Persons per Square Mile): 2014



Definitions:

1999 Facilities Work Group Standards:

- 20 Minutes – Most patrons should have to travel no more than 20 minutes to receive library service.
- Building Space – Space for staff work, public study and reading, and meeting rooms should be adequate to meet community needs. Space standards will be determined by anticipated usage patterns, kinds of services provided, collection size, and staffing level. Developments in technology and the changes in material formats require flexibility of designed space.
- Space to Park – Parking space should be provided as stated in the Uniform Building Code.
- Physical Access – Patrons should have physical access to all buildings, aisles, restrooms, and seating space according to the Americans with Disabilities Act.
- Health and safety standards – Facilities should meet public health and safety standards such as fire codes, OSHA requirements, and other applicable requirements.

Summary:

Individual service populations remain difficult to identify due to the mobility of populations served. Sustainable planning could involve a deeper analysis of neighborhood needs with application of a robust design of flexible library types. Building space standards are impacted by anticipated usage patterns.

Next Steps:

1. Analysis of population growth at county levels shows that Thurston County (more precisely, TRPC's definition for the Northern Thurston County urban area composed of Lacey, Olympia, and Tumwater) is growing faster than the State of Washington average. Determine the areas of highest concern for being underserved and through gap analysis identify the areas with the greatest division between what we have, what we need, and what we can afford.
2. Determine path: 1.) Offer a concept to the community for feedback, 2.) Offer to identify and bring in potential partners to develop the most effective partnership, or 3.) Develop a specific plan of action that TRL is directly involved in executing.
3. Determine how to evaluate and compare those TRL identified underserved areas against requests brought forward by communities, elected officials, or potential partners, or observations by staff, of areas that are observed for new or additional services.

### Section 3 – Analysis of Current Facilities with Capital Maintenance/Replacement Estimates

This section identifies the current inventory and conditions of owned facilities. The purpose is to identify and plan for the material needs of maintenance to retain baseline standards. A thorough understanding of the current situation is necessary in order to properly analyze and compare existing conditions to those needs identified through both strategic planning and long-range planning.

A Facility Assessment Audit (FAA) was provided by the Library Managers April 2014. The results from Round One of the FAA could also provide indicators for benchmarks to be undertaken as part of a broader process. Various conclusions reached from Round One of the FAA include:

- Surface water control aspects including gutters, downspouts, and storm drains could be improved.
- Moldings, doors, carpets and other internal finishes could be evaluated for improvement.
- Public lounge seating and public tables/chairs were noted for improvement.
- Staff lounge areas were also noted for improvements.
- Youth and Teen areas were identified for improvements.
- Betterments and improvements and other ideas were included at the end of the report (see appendix)

A deeper analysis was provided in Round Two of the FAA by TRL's Facilities department. In summary, the report concluded the following:

*The state of Timberland owned facilities, which includes eight libraries and one administrative building, is currently in fair shape but heading towards a critical stage in the maintenance life cycle of each building. Most of the libraries are over 20 years old and starting to show their age. Costly replacements and upgrades are also looming on the horizon for several buildings.*

*Except for normal wear and tear items like carpets, roofs, and heat pumps, the largest financial impacts will be the rebuilding of the wooden ramp in Amanda Park, large landscape projects at several locations, along with a handful of ADA and energy efficiency upgrades.*

<i>Timberland Library Facilities</i>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	<u>2019</u>
Amanda Park	HVAC/Ramp	Carpet			
Hoodsport	Walkway/Handrail/Interior Paint	Exterior Paint	Carpet and Floor Repair		
Montesano	Carpet/Handicap Parking	Stairway Railings			
Naselle	Sidewalk Texturing				
North Mason		Interior Paint		Carpet	
Ocean Park				HVAC	
Packwood		Interior Light Improvements	Shelving not ADA Compliant		
Salkum			Exterior Paint	HVAC	
Service Center	Hallway Carpet	HVAC	Single Pane Windows North Side		Exterior Paint

Definitions:

Benchmarking utilizes much of the organizational understanding gained in the first step of strategic facility planning to compare practices and metrics to recognized leaders. Adaptation is the key – recognizing a good process or practice and using it in your own specific way within and throughout your organization is the essence of successful benchmarking.

Summary:

As a result of the analyses performed, decisions may become apparent or recommended courses of action can be supported. The recommendations included in the FAA Round One (Public lounge area seating and tables, Youth and Teen area reviews) and Round Two (shown in the grid above) will need to get final approval and funding for a proposed project.

Next Steps:

1. Document the primary objective to be addressed.
2. Conduct financial and risk analysis to focus on finding the best alternative for recommended courses of action. Evaluate all factors critical for success. Develop a process for marketing the recommended courses for action.
3. Obtain approvals needed to launch the action phase, including financial approvals.

#### Section 4 – List of Considerations

- Evaluate the need to set aside direct and explicit funds within the General Operating Fund Budget as reserves for transfer into the special purpose long-term planning funds.
- Evaluate the possibility to expand the scope of the Building Fund to include maintenance at city service points.
- Evaluate the need to expand the scope of the Facilities Policy for definition of a type of service point that may provide convenient options tailored to the specific location.
- Evaluate the definition for Library Kiosk to expand the scope of services provided.
- Determine best path to address TRL's underserved service area with the highest negative potential discovered through gap analysis.
- Determine how to evaluate and compare areas Timberland identifies as needing resources against areas brought forward by communities, elected officials, and other partnering organizations.