

Seattle Public Library

Overview

The Seattle Public Library's facilities include 26 branch libraries and the Central Library, as well as leased storage and shops space. In 2008, the Library completed the final building projects of a system-wide capital program, known as "Libraries for All" (LFA). As a result of that \$290.7 million program, which was funded by a combination of public and private sources, Seattle had a new Central Library and four new branch libraries in the Delridge, International District/Chinatown, Northgate and South Park neighborhoods. In addition, each of the 22 branch libraries that were in the system as of 1998 was renovated, expanded or replaced. The LFA program increased the amount of physical space that the Library maintains by 80% to a total of over 600,000 square feet.

The Library's buildings can be divided into four major categories:

1. There are ten buildings designated as historic landmarks, including seven Carnegie-era libraries (built in the early 1900s) and three landmark modern buildings.
2. Eleven branch libraries are either LFA new construction (eight buildings) or non-landmarked buildings developed between the 1950s and the 1970s (three buildings).
3. Five small library branches are essentially storefronts, four of which are part of larger buildings.
4. The Central Library is a 12-story 363,000 square foot building that serves as headquarters and hub of the library system. It houses the materials distribution system, Library administration, a 425-seat auditorium and public meeting rooms, large public areas for reading and access to 330 public computers, a data center housing system-wide servers, and the Central Library collection of books and materials.

The Library Major Maintenance BCL is the primary capital project, providing ongoing funding for work that preserves or improves building integrity, efficiency and functionality.

CIP Revenue Sources

Historically, Real Estate Excise Tax (REET) was the primary source of funding for the Library's Capital Improvement Program (CIP), with an additional smaller allocation from the General Fund. Upon passage of the Library Levy, the City shifted most routine major maintenance funding from REET/General Fund to the levy. The Real Estate Excise Tax continues to provide additional funding for targeted efforts, such as the Library's Reimagining Spaces initiative—which aims to enhance Library physical spaces to better address patron and community needs—or major maintenance requirements not anticipated during the planning of the levy.

Major maintenance funding afforded by the Library Levy provides for a responsible level of baseline asset preservation; it fills significant gaps in routine and major maintenance budgets in time to avoid or slow the effects of wear and tear. However, levy funding is insufficient to fully cover substantial costs associated with programmatically-driven or reimagining projects, building infrastructure renovations, or replacement of major building systems at the Central Library and larger branches. Additional financial support is crucial to the Library's ability to address major systems replacement and adapt libraries to the public's changing needs and uses during the life of the levy and beyond.

CIP Highlights

In 2012, the Library worked with the Mayor and City Council to develop a Library Levy proposal that voters approved in August of 2012. One of the core areas the levy funds is major maintenance. The Library Levy provides funding of approximately \$4.072 million in 2018 and roughly \$1.876 million in 2019. The first two years of the Library's 2018-2023 CIP provide a base level of support for asset management during this critical period when all buildings have surpassed the ten-year mark from their LFA construction or renovation. Planning has begun for Library Levy renewal; however, to maintain conservative projections, Levy renewal is not assumed for the final four years of the 2018-2023 CIP. The Library's 2020-2023 major maintenance program will be severely reduced without renewed levy support.

Several larger projects are either starting or continuing in 2018 at both the Central Library and the branches. Branch projects scheduled to begin during 2018 include major HVAC work (split system replacement to upgrade IT room cooling) at multiple branches, with emphasis on landmarked branches; roof repair, along with other major maintenance improvements, at Lake City to coincide with the interior Reimagining of that branch (currently in planning stages); Reimagining the South Park branch; exterior access improvements at Douglass-Truth branch (currently in planning stages); and updating the elevator at Green Lake.

Multi-year projects at branches that may carry over from 2017 into 2018 include varying degrees of building envelope and window restoration at three century-old Carnegie branches (Queen Anne, Columbia and Fremont); roof repair at Green Lake; Phase 2 of window replacement at another Carnegie-era branch (University); and garage lighting upgrades at Capitol Hill, Montlake and Greenwood.

The iconic Central Library requires a significant portion of CIP funds, which are often distributed over multi-year projects. Larger, complex and challenging projects such as the Level 3 flooring upgrades and interior curtain wall assessment/maintenance are planned and staged sequentially to minimize the impact on Library services to patrons. These are multi-year projects which require careful logistical coordination as Central Library is one of the City's most frequently visited (and visible) facilities. The Library's goal is to keep the building open during construction although access to some areas will be restricted. Flooring work began in 2017 and may continue into 2018; it is necessary to strengthen the raised flooring pedestal supports to accommodate a high-access lift to assess both the fire suppression system and the interior curtain wall. Additional projects planned for later 2017 or 2018 include security and storage improvements on Level 10 for the Seattle Room/Special Collections; security camera upgrades throughout the building; and repainting on Level 4.

Real Estate Excise Tax (REET) revenue plays a vital role in supporting projects beyond the scope of the Library's Levy-funded major maintenance program. REET will fund significant capital efforts in 2018:

- \$550,000 will support the Library's "Re-imagining Spaces" efforts, to modify Library spaces and better address patron and community uses of libraries. Planned sites include Lake City and South Park.
- Prior year allocations totaling \$1.5 million provided support for the continuing Level 3 raised flooring upgrades, which could finish by year-end 2017 but may extend into Q1 2018. The existing raised, continuous wood flooring is highly worn and it prevents full access to the plenum space below. The current flooring cannot support equipment that will allow high-access to ceiling-level lighting and for

inspecting the fire suppression system, as well as providing safe and easy access for the staging of major programs and exhibits. Replacing and reinforcing the raised pedestal floor plenum system required funding beyond routine maintenance costs.

- A prior year allocation of \$500,000 to assess the Central Library's interior glass and steel curtain wall will be expended after completion of the Level 3 flooring upgrades, as the flooring upgrades are necessary to support lift equipment required to evaluate both the fire suppression system and the curtain wall.

Thematic Priorities

The Library's CIP projects beginning in 2018 generally fall into one or more categories: asset preservation, operational efficiency, environmental stability, public service improvements, and safety and security.

Asset Preservation

The overriding priority of the Library's capital program is extending the useful life of our buildings as long as possible. Roughly \$2.2 million of the Library's total proposed 2018 CIP can be predominantly classified as asset preservation work. As the Library's buildings have all surpassed the ten-year mark since LFA, they require attention to flooring, casework, finishes and restroom fixtures. Major repairs and replacement to roofs, building envelopes, HVAC and other critical building systems, doors, windows, flooring and casework are also examples of asset preservation items funded through the Library's CIP budget. A varying combination of roof, building envelope and window restoration is scheduled at Queen Anne, Columbia, Fremont, Montlake and Green Lake, contingent upon which projects begin in later 2017.

Library Operational Efficiency; Environmental Sustainability; Safety and Security of Public/Staff

The Library delivers direct services to Seattle residents, who expect highly functional and welcoming library buildings. Major maintenance work carried out under these priorities supports:

1. upgrades to help the Library reduce operating costs while minimizing impact to the public;
2. renovations to enhance the environmental sustainability of Library buildings; and
3. repairs and improvements that augment the safety of library facilities (obviously, if there are immediate safety concerns or building integrity is at stake, those projects assume the highest priority).

The Central Library is approaching the mid-point of its second decade of life; mechanical, electrical and plumbing (MEP) systems require much more attention. While the building appears to be running well on the surface, it is in a phase of its life where deficiencies and omissions manifest themselves as emergent challenges to operations or as emergencies. Over the past two years, the Library engaged a commissioning consultant that undertook inspections and assessments. Identified improvements, corrective work and repairs were completed mid-2017. The cost of this effort was significant, but with more reliable, updated systems there will also be opportunities for energy and operational savings.

As Central Library's Recommissioning project has concluded, the branches will be the focus in the coming months. Nearly \$1.35 million is budgeted in 2018 for upgrading/replacing multiple building systems (HVAC, mechanical, electrical, plumbing) at multiple branches, with emphasis on landmarked branches. Upgrades to the Green Lake elevator are also included in that \$1.35 million. While these projects generally fall under the "operational efficiency and sustainability" theme, they are essential for preserving the Library's physical assets and also contribute to the environmental sustainability of Library buildings.

Public Service Improvements

This theme primarily encompasses the Library's "Reimagining Spaces" service priority, which involves efforts to better tailor services to neighborhood needs and trends in how people access and use information. Roughly \$1 million is budgeted for new 2018 projects that are predominantly public service improvements. Reimagining projects at Lake City and South Park are scheduled for 2018. Reimagining the Lake City branch is much more complex (as it is a landmarked building); planning for that project began in 2017 and construction is scheduled for spring 2018. Planning for South Park began mid-2017 for 2018 construction. A non-Reimagining public service improvement project, Douglass-Truth exterior ramp & stairs access upgrades, is also scheduled for 2018. While these projects mostly fall under the "public service improvements" category, they also contribute to other thematic priorities such as asset preservation and building safety.

Project Selection Criteria

In selecting major maintenance work to accomplish each year, the Library evaluates the preservation of building integrity, impact on safety to the public and staff, importance of the work to core library building functions, operational efficiency gains (both economic and environmental), and opportunities to improve or preserve service to the public.

The Library conducts condition assessments and updates information based on inspection by the capital program manager and facilities maintenance staff. The Library obtains professional evaluations of roofs, mechanical, HVAC and lighting systems to flag deficiencies and identify areas where the capital program may be able to reduce operating costs. Library public services managers develop proposals to change the functional use of library space. These proposals are evaluated for feasibility, cost and urgency, and the capital program works with Library services managers to scope alternatives. Public input also plays a role in project planning. The Library leadership team has ultimate responsibility for authorizing and prioritizing functional building modifications.

Many library facilities are open seven days per week, which requires careful planning and staging of projects to keep libraries open as much as possible while capital improvement work is underway. Flexibility is critical to respond to building issues as they emerge.

Summary of Upcoming Budget Issues and Challenges

Levy Renewal

The 2012 Library Levy provides critical resources that support a responsible capital program and preserve welcoming Library spaces throughout the city. The Library is grateful for the opportunity to avoid deferred maintenance, keeping these community hubs in excellent condition. In preparing the 2012 levy for the ballot, the Library formulated a seven-year asset management plan to guide the capital

element of the levy proposal. The Library has begun a similar effort for levy renewal during the 2019 election cycle.

The Library hired a new Facilities & Security Manager in April of 2017, who reviewed the condition of the Central Library and the system's 26 branches. In partnership with the Library's Administrative Services Director, CIP Program Manager, Capital Finance Manager and Levy Administrator, he will identify outstanding issues and model future infrastructure projects/costs to include in the levy renewal package.

The current Library Levy will conclude at the end of the second year (2019) of the current six-year proposed CIP. The Levy legislation was written to convey the City's ongoing support for the Library's efforts to preserve its capital investments, stating "...it is the intent of the City Council and Mayor to continue to provide General Fund and REET support to the Library at 2012 service levels, adjusted proportionately based on increases or decreases to such support for comparable City departments." During the 2013-14 CIP budget process, all routine major maintenance funding was shifted from REET to the Levy in response to direction from the City Budget Office. Since then, REET funding has been used to supplement Library Levy major maintenance funding, especially for expansive projects which exceed the intended scope of the Levy's annual major maintenance allocation.

Aging Buildings and Infrastructure

Library buildings are the most intensively-used City facilities in Seattle. The Central Library hosts roughly 1.5 million visitors annually, and library branches serving over 4 million visitors. The Library's historic landmark buildings have unique features such as brick facades, slate roofs and other details. It is important to use designs and materials consistent with their landmark status – all factors that increase major maintenance costs. The Central Library poses a different set of challenges. A building of its size, complexity and intensity of use requires significant annual major maintenance to preserve core functionality and continually improve building efficiency. All of these factors were considered in establishing the major maintenance component of the Library Levy.

The LFA improvement projects were completed on a rolling basis over the course of a decade starting in the late 1990's, and a decade has passed since the last LFA project was completed in 2007. The Library developed a projection of annual asset preservation requirements by focusing on the year in which each building reaches the 10-year mark from its LFA construction or expansion/renovation, and is in the process of updating the prospective schedule of major maintenance. Typically, 10 to 15 years after new construction or major renovation is a critical milestone for renewal of mechanical systems, building envelopes/roofs, and interiors. The Library is assessing the status of many of its systems at this point and will replace, repair or upgrade components as warranted.

Future Projects / What is on the Horizon

Reimagining Spaces

The Library is also adapting to a rapidly changing information environment, where patrons are increasingly using the Library in new ways and accessing content digitally. Funding is vital for strategic, transformational improvements to Library facilities beyond baseline asset preservation. These strategic improvements will modify physical Library space with a threefold goal:

1. support learning experiences and programs for patrons, rather than serving as a location where a patron completes a transaction;
2. provide that experience in more flexible, adaptable spaces, responsive to service, patron, and demographic changes; and
3. in those spaces, reflect the expressed needs of our individual neighborhoods and communities, while maintaining The Seattle Public Library qualitative experience.

Upcoming Reimagining projects include the Lake City and South Park branches; each is progressing through the planning and design phases during 2017 for construction in 2018.

The Reimagining Spaces initiative will continue for the next five to seven years. The Library's Programs and Services Division is continuing a programmatic assessment of key programs and services, along with the requisite funding changes associated with reimagining targeted branches and the Central Library. Reimagining the Central Library is especially challenging; while reimagining projects can be sequenced, the timing, scale and complexity of the building and heavy public use will require careful logistical and financial planning.

Offsite Multi-use Facility

As has been previously communicated, the Library is seeking a permanent location for its off-site maintenance shop and storage functions, as well as parking Library delivery vehicles. The Library has entered into a five-year lease at 6345 6th Avenue South; the facility is being used to consolidate the Library's building maintenance, custodial, landscaping and storage facilities in the near-term. While the Library would prefer to own (rather than lease) such a multi-use facility, this lease provides time for the Library to continue its search for a permanent site with the assistance of Finance and Administration's Property Management Division. Ideally, a permanent site would allow flexibility to add other services as operational needs evolve. Proceeds from the recent sale of the Queen Anne Storage facility will be used to partially offset the cost of a new facility.

The Library is also assisting one of the Library's partners, the Friends of the Library, in seeking operational and storage space, as the WA Secretary of State has terminated their lease at 9th and Lenora effective December 18, 2018. The Friends provide an essential service to the Library by processing surplus Library materials, and the loss of the Friends' lease jeopardizes that critical function and would also eliminate access to low-cost reading materials that is highly valued by teachers and the general public. While the Friends have some capacity to acquire a new location, we anticipate that they may need some support from the Library in the current market for a lease agreement and/or tenant improvements.

The Seattle Public Library

Project Summary

BCL/Program Name									
Project Title & ID	LTD Actuals	2017	2018	2019	2020	2021	2022	2023	Total
ADA Improvements - Library					BCL/Program Code:				B301112
<u>Ongoing</u>									
ADA Improvements - Library (B301112)	790	265	0	0	0	0	0	0	1,055
ADA Improvements - Library	790	265	0	0	0	0	0	0	1,055
Central Library Infrastructure Improvements					BCL/Program Code:				B301113
<u>Ongoing</u>									
Central Library Infrastructure Improvements (B301113)	857	743	0	0	0	0	0	0	1,600
Central Library Infrastructure Improvements	857	743	0	0	0	0	0	0	1,600
Library Major Maintenance					BCL/Program Code:				B301111
<u>Ongoing</u>									
Library Major Maintenance (B301111)	13,326	11,270	4,622	2,440	584	600	618	640	34,100
Library Major Maintenance	13,326	11,270	4,622	2,440	584	600	618	640	34,100
Department Total:	14,973	12,278	4,622	2,440	584	600	618	640	36,755

* Funds are appropriated through the Adopted Budget at the Budget Control Level. All amounts shown above are in thousands of dollars.

2018 - 2023 Proposed Capital Improvement Program

The Seattle Public Library

Fund Summary

Fund Name & Code	LTD Actuals	2017	2018	2019	2020	2021	2022	2023	Total
2012 Library Levy Fund (18100)	8,419	7,647	4,072	1,876	0	0	0	0	22,014
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount (00163)	6,114	4,631	550	564	584	600	618	640	14,301
General Subfund (00100)	440	0	0	0	0	0	0	0	440
Library Capital Subfund (10450)	0	0	0	0	0	0	0	0	0
Department Total:	14,973	12,278	4,622	2,440	584	600	618	640	36,755

**Amounts in thousands of dollars*

2018 - 2023 Proposed Capital Improvement Program

The Seattle Public Library

ADA Improvements - Library

Project Type:	Ongoing	Project No.:	B301112
Start/End Date:	N/A	BCL/Program Code:	B301112
Project Category:	Improved Facility	BCL/Program Name:	ADA Improvements - Library
		Location:	Various Locations
Neighborhood District:	Not in a Neighborhood District	Council District:	Multiple
Total Project Cost:	N/A	Urban Village:	Not in an Urban Village

This project represents ADA improvements for The Seattle Public Library, and includes work on accessible paths and adjustments to casework, restroom fixtures, and railings.

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Resources									
Real Estate Excise Tax I	790	265	0	0	0	0	0	0	1,055
Total:	790	265	0	0	0	0	0	0	1,055

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Fund Appropriations/ Allocations*									
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount	790	265	0	0	0	0	0	0	1,055
Total:	790	265	0	0	0	0	0	0	1,055

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Spending Plan									
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount	790	265	0	0	0	0	0	0	1,055
Total:	790	265	0	0	0	0	0	0	1,055

	2018	2019	2020	2021	2022	2023	Total
O & M Costs (Savings)							
Total:	0	0	0	0	0	0	0

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Central Library Infrastructure Improvements

Project Type:	Ongoing	Project No.:	B301113
Start/End Date:	N/A	BCL/Program Code:	B301113
Project Category:	Improved Facility	BCL/Program Name:	Central Library Infrastructure Improvements
		Location:	Various Locations
Neighborhood District:	Not in a Neighborhood District	Council District:	7
Total Project Cost:	N/A	Urban Village:	Not in an Urban Village

This project provides for improved infrastructure at the 363,000 square foot Central Library. Central requires substantial infrastructure work to achieve operational efficiency and set the stage for its eventual programmatic re-imagining. Changes to Central also require additional lead time for planning and design, due both to its unique physical configuration/infrastructure and iconic architectural status. Typical improvements may include, but are not limited to, structural and mechanical repairs or improvements, safety and security upgrades, lighting and signage enhancements, and wall and floor surface repairs.

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Resources									
Real Estate Excise Tax I	857	743	0	0	0	0	0	0	1,600
Total:	857	743	0	0	0	0	0	0	1,600

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Fund Appropriations/ Allocations*									
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount	857	743	0	0	0	0	0	0	1,600
Total:	857	743	0	0	0	0	0	0	1,600

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Spending Plan									
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount	857	743	0	0	0	0	0	0	1,600
Total:	857	743	0	0	0	0	0	0	1,600

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2018 - 2023 Proposed Capital Improvement Program

The Seattle Public Library

	2018	2019	2020	2021	2022	2023	Total
O & M Costs (Savings)							
Total:	0	0	0	0	0	0	0

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2018 - 2023 Proposed Capital Improvement Program

The Seattle Public Library

Library Major Maintenance

Project Type:	Ongoing	Project No.:	B301111
Start/End Date:	N/A	BCL/Program Code:	B301111
Project Category:	Rehabilitation or Restoration	BCL/Program Name:	Library Major Maintenance
		Location:	Various
Neighborhood District:	Multiple	Council District:	Multiple
Total Project Cost:	N/A	Urban Village:	Multiple

This ongoing project provides for major maintenance to Library facilities, which include the 363,000 square foot Central Library and 26 branch libraries as well as storage/shops facilities. Typical improvements may include, but are not limited to, structural and mechanical repairs or improvements, safety and security upgrades, lighting and signage improvements, wall and floor surface repairs, landscape and exterior hard surface repairs, and projects that enhance service delivery or facilitate operational cost-savings at our libraries. This project preserves building integrity and improves functionality, and provides responsible management of the Library's building assets to ensure their long-term operational use. The project was created in 2009 in connection with midyear budget reductions to facilitate efficient asset management.

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Resources									
General Subfund Revenues	440	0	0	0	0	0	0	0	440
Real Estate Excise Tax I	4,467	3,623	550	564	584	600	618	640	11,646
Property Sales and Interest Earnings	0	0	0	0	0	0	0	0	0
Property Sales and Interest Earnings-2	0	0	0	0	0	0	0	0	0
Seattle Voter-Approved Levy	8,419	7,647	4,072	1,876	0	0	0	0	22,014
Total:	13,326	11,270	4,622	2,440	584	600	618	640	34,100

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Fund Appropriations/ Allocations*									
General Subfund	440	0	0	0	0	0	0	0	440
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount	4,467	3,623	550	564	584	600	618	640	11,646
Library Capital Subfund	0	0	0	0	0	0	0	0	0
2012 Library Levy Fund	8,419	7,647	4,072	1,876	0	0	0	0	22,014
Total:	13,326	11,270	4,622	2,440	584	600	618	640	34,100

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2018 - 2023 Proposed Capital Improvement Program

	LTD Actuals	2017 REV	2018	2019	2020	2021	2022	2023	Total
Spending Plan									
General Subfund	440	0	0	0	0	0	0	0	440
Cumulative Reserve Subfund - Real Estate Excise Tax I Subaccount	4,467	3,623	550	564	584	600	618	640	11,646
Library Capital Subfund	0	0	0	0	0	0	0	0	0
2012 Library Levy Fund	8,419	7,647	4,072	1,876	0	0	0	0	22,014
Total:	13,326	11,270	4,622	2,440	584	600	618	640	34,100
			2018	2019	2020	2021	2022	2023	Total
O & M Costs (Savings)									
Total:			0	0	0	0	0	0	0

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2018 - 2023 Proposed Capital Improvement Program