Deschutes Public Library
Facilities Capital Plan

FINAL REPORT | November 19, 2018
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The Deschutes Public Library (DPL) is a high-performance organization, providing the citizens of Deschutes County with diverse programs, services, and collections. With the third-largest service population in the state, DPL outperforms many of its peer libraries on some services, including circulation of digital materials. However, when it comes to place-based services, DPL cannot compete with many of its Oregon peers.

In 2018, DPL commissioned the development of a Facilities Capital Plan (FCP) to determine the vision and need for library space, and provide a framework and guide for future improvements. The seven-month process included extensive outreach to stakeholders and community members throughout Deschutes County as well as engagement of DPL leadership and staff.

DPL FACILITIES TODAY

While DPL’s library facilities are attractive and well-maintained, they simply cannot support the full breadth or depth of services that the community wants and needs. DPL’s library branches:

- **Reflect 20th century library service.** Most of DPL’s libraries were designed during the 1990s, prior to the invention of smart phones, tablets, digital content, and other tools that have transformed how we access and use information. Interior spaces struggle to accommodate both quiet uses and active collaboration at the same time. Large staff desks and back-of-house workrooms recall an outdated, primarily circulation-focused model of service.

- **Lack space for people and programs.** At most branches – and particularly at the Redmond and Downtown Bend libraries – shelving dominates the space, with little room remaining for seating and other uses. The Downtown Bend Library has DPL’s only enclosed collaboration spaces – all of which are heavily used. None of DPL’s meeting rooms can accommodate attendance for its high-interest library programs, which must be held in (and scheduled around the availability of) off-site venues.

- **Cannot accommodate future growth.** The population of Deschutes County has more than doubled since DPL began building its current library facilities – and is anticipated to grow by another 50% or more by 2040. Analysis suggests that DPL has less than 60% of the branch library space it needs to provide 21st century service today, and less than half the amount of space needed by 2040. DPL also lacks sufficient space for centralized services, which already challenges the organization’s ability to operate, collaborate, and innovate for the future.
VISION FOR LIBRARY SERVICES AND FACILITIES

This capital planning process engaged more than 1,600 community members countywide in dialogue about the vision for future library services and facilities. The community expressed a strong desire for DPL to continue providing excellent, high-quality core services – including a healthy, growing collection. The community also shared its vision for expanded capacity and more diversity of place-based services, particularly around children’s discovery, creative/maker activities, and high-interest programs.

In order to fulfill the community’s vision, it is recommended that DPL provide 0.6 to 0.75 square feet per capita of space for public service (not including space for administration/centralized services, which is based on anticipated organizational growth rather than population). For Deschutes County’s projected 2040 population, this target space planning range suggests a total need for 170,000 to 210,000 square feet – more than double the amount of space in DPL’s current libraries.
For optimal efficiency and cost-effectiveness of staffing and operations, DPL should continue to operate a maximum of six libraries. The following strategies are recommended for DPL as it works to expand its capacity for excellent and sustainable service:

- The lease on the East Bend Library’s current space will expire in 2021, and its further availability and/or affordability is not yet clear. DPL should transition from the leased space into a new Central Library of at least 95,000 square feet in Bend. It is recommended that DPL consolidate and relocate its administrative/centralized services to this facility as well.

- The Redmond Library should be expanded to at least 40,000 square feet.

- The Downtown Bend, La Pine, and Sisters libraries should be renovated to address maintenance needs, modernize service, and rebalance space for customers, collections, and staff.

- The Sunriver Library should be either renovated or moved to a more central location for the community.
**NEXT STEPS**

This Facilities Capital Plan (FCP) is the first step along the road to improved libraries in Deschutes County. Developing a funding strategy will be an important next step towards implementation of the vision and plan. Other next steps for DPL include:

- **Acquire suitable site(s).** DPL will need to find a site in Bend for the Central Library, and may need to find an alternate site in Redmond if the current site cannot accommodate expansion. In addition to undeveloped sites, DPL may also consider existing buildings that can be converted into libraries.

- **Confirm and refine projects.** Each building project will require focused planning and design work to confirm the community’s vision and priorities, as well as to refine the construction scope and budget.

- **Develop a sequencing plan.** The order in which DPL implements the recommended projects is still to be determined based on a variety of considerations including service continuity, capacity, funding availability, and opportunity.

- **Build community awareness and support.** DPL is very effective at communicating with the public, and should continue to engage in dialogue with the community about the needs, vision, and opportunities for improved library facilities and services.

This FCP was developed during a time of significant construction market growth and volatility, which have associated challenges for long-range forecasting of capital costs. Capital project budgets for the recommended projects are provided under separate cover. DPL is encouraged to revisit the budgets regularly and revise them as needed to reflect evolving market conditions.
PROJECT BACKGROUND

Library services in Deschutes County date back more than a century – actually predating the formation of Deschutes County itself. The first library was established as a subscription club in Bend in 1904, loaning a variety of materials borrowed from the State of Oregon’s traveling library or donated by the community.

The organization changed and grew over the years as the county’s population grew and diversified. The Deschutes County Library was formed in the 1920s, bringing together independent libraries in Bend and Redmond and expanding to provide service countywide. In 1999, the Deschutes Public Library started a new chapter as an independent municipal library corporation, following voter support of a new taxing district.

Today, the Deschutes Public Library serves a countywide population of about 180,000 people living in diverse urban and rural communities. It operates six public service library facilities in Bend, Redmond, La Pine, Sisters, and Sunriver, which together host more than 840,000 visits per year for a wide variety of programs and services. Most of these library facilities are relatively new, built in the 1990s and early 2000s. Although they are well maintained, many of these libraries are ready for renewal after nearly two decades of community use as well as the continued evolution of library services and technology.
In 2018, DPL initiated a facilities capital planning process. DPL’s goals for the plan included:

- Demonstrate the library’s aspirational place and relevance for Deschutes County residents;
- Reflect extensive community conversations with community leaders, the general public, and input from staff;
- Identify areas of greatest need and opportunity;
- Incorporate the latest trends, innovations, and best practices about effective and sustainable public library service, design, and operations; and
- Provide a prioritized roadmap for future library capital building.

Group 4 Architecture, Research + Planning, Inc. – a firm specializing in multi-facility library system planning – was selected to facilitate the development of the plan. Tigard-based Architectural Cost Consultants LLC provided insights into current and anticipated construction market conditions in Oregon.
PROJECT PROCESS + ENGAGEMENT PLAN

The process was initiated in April 2018. Work with DPL leadership and staff, stakeholders, partners, and community members included:

- Four workshops with the Library Management Team (LMT), which brought aspirational, organizational, and operational perspectives to the development of the vision for library facility improvements.

- A full-day Strategic Vision Workshop that brought together community leadership, partner organizations, key stakeholder groups, and library staff. A summary of the SVW is attached as an appendix to this report.

- More than 1,500 people engaged via informal pop-up survey events facilitated by DPL staff at more than 30 locations throughout Deschutes County in July and August – including at organized events, such as the Children’s Festival in Bend, La Pine Frontier Days, and Bacon, Brew, & Balloons Festival in Redmond.

- “Community conversations” in each DPL library in August 2018, engaging dozens of community members in dialogue about the vision for library services and facilities in Deschutes County.
PROJECT PARTICIPATION

In all, thousands of people throughout Deschutes County provided insight and input into the development of this plan – far more than can be recognized by name in this document. DPL staff, stakeholders, and leadership who participated in the development of this plan include:

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HIGH-PERFORMANCE LIBRARY

DPL is a high performance library. DPL has the third-largest resident service population in the state of Oregon. Compared to the other top 10 libraries in the state, DPL has the highest digital circulation rate per capita as well as the highest teen program attendance rate per capita.

Each year:

- The average Deschutes County resident visits the library about five times, and checks out eight books.
- DPL serves more customers than the Walmarts in Bend and Redmond combined – and in less than 25% of the space.

On an average day:

- More than 2,300 people visit one of DPL’s branches.
- More than 400 customers log on to the Library’s wifi network.
- Nearly 400 people use one of the library’s computers. (Each DPL computer is used at least twice per day, on average.)
- DPL customers check out more than 6,100 items – one-third of which are children’s materials.
- DPL offers seven programs – most of which are for children.
Such a high level of library use reflects the skill and commitment of DPL staff in responding to community needs and interests. It also demonstrates that the community has good access to DPL’s six branch libraries, which are well-distributed throughout Deschutes County. Mapping of customer circulation data revealed no significant barriers or gaps in access to DPL’s branches at a countywide level. Within each community, most DPL branches are strategically located in civic and commercial districts, which further enhances access.

However, at a system level, DPL suffers from a significant deficit of space for public service. Today, DPL’s current branches provide less than 85,000 square feet (SF) of space for public service countywide, which is a ratio of about 0.45 SF per capita. This ratio is insufficient to support programs, services, and physical collection items at the levels the community needs. The population of Deschutes County is projected to grow by another 100,000 people over the next 20 years. Without further expansion of its facilities footprint, the deficit of library space to service population size will continue to increase.
BRANCH LIBRARY FACILITIES

Overall, DPL’s branches reflect the Library’s commitment not only to providing high quality, responsive service, but also to protecting the community’s investment in these buildings and sites. Facilities are well-maintained, providing a clean, comfortable, and welcoming experience for visitors. DPL recently commissioned a technical condition assessment of its facilities, and is systematically working through the list of recommended repairs and upgrades.

Where these facilities fall short is in providing enough space to support the breadth, depth, and quantity of programs to meet current community needs. Core library programs and services cannot grow, and there is no room to add new services and spaces. There is also limited space for the public to meet and gather.

- Shelving is the dominant element of the interior experience at most of the Library’s branches. In recent years, DPL has been adjusting the balance at its smaller libraries, such as Sunriver – shifting the collection onto lower, more widely-spaced shelves to promote easier browsing and discovery, as well as a more open feel in the library. However, tall, narrowly-spaced stacks still dominate at Downtown Bend and Redmond libraries – because together they provide more than half of DPL’s total collection capacity.

- Each branch library has a meeting room to support limited programming. However, some of these rooms are too small to accommodate the number of people who come for day-to-day programs. None of the rooms is large enough to accommodate DPL’s high-interest programs, which can attract hundreds of participants; events such as visits by prominent authors must be held off-site.

- The District has only two small group work/study spaces to offer – both of which are at the Downtown Bend Library; these are heavily used. The rest of DPL’s facilities do not have acoustically-separate space for pairs or small groups of people to work together.

More information about individual DPL branches is included later in this report.
One notable aspect of DPL’s system is that it has no true “main” library – that is, a centrally-located facility designed to support both destination public services and system-level library operations. While the Downtown Bend Library is the largest in the DPL system, it was not designed to function as a central library. As such, when DPL operations outgrew the Administration Building, Technical Services and courier functions moved into the Downtown Bend Library – at the expense of space for public service.

**SYSTEMWIDE SERVICES**

In addition to its branch libraries, DPL maintains a separate Administration Building in downtown Bend. The first and second floors are occupied by DPL administrative functions, while the basement is occupied by the Friends of the Library. Technical Services occupies space on the first floor of the Downtown Bend Library.

Since it was built nearly 80 years ago as Bend’s first public library, the Administration Building has been expanded multiple times. While the street façade still maintains some of its original features, the interior of the building changed completely – divided over time into offices, work rooms, and support spaces. A recent technical assessment of the Administration Building revealed a range of maintenance needs, some of which are related to deteriorating connections between the original building and its additions, as well as to the overall age of the facility.

Recognizing that inspiration and innovation often arise out of conversation, modern work environments are designed for the serendipitous collision of people and ideas as well as a high degree of collaboration. By comparison, the labyrinthine interior of the Administration Building is not well-suited for modern collaborative work. Since Technical Services moved out, DPL’s systemwide functions are even more fragmented. DPL’s Library Management Team is also remote from branch services, making it harder to casually observe and monitor how customers access and use library services.
Community members, stakeholders, and DPL staff have a clear vision of the needs, opportunities, and capacity for the Deschutes Public Library to provide high-impact services.

**STRATEGIC LIBRARY VISION**

Participants in the Strategic Vision Workshop held in Bend on June 12, 2018, envisioned a strong role for DPL in creating a vibrant, sustainable future for Deschutes County:

- **People.** Deschutes Public Library is a center in the community for a wide range of programs and activities for people of all ages. The library is a place for crucial community conversations, bringing people together to explore and share diverse viewpoints. It also builds community as a place for entertainment and social gatherings. Librarians are essential to helping the community achieve its lifelong learning and enrichment goals.

- **Platform.** The library provides a platform for lifelong learning. It is a crucial bridge across educational and digital gaps in the community. It fosters creativity and provides hands-on learning experiences. The community values its “membership” in the library and is rewarded for engaging in services and programs.

- **Partnerships.** DPL leverages strong partnerships to provide the community with high-value, responsive, and integrated services. The community has access to library resources and programs both inside and outside of DPL’s buildings.

- **Place.** The library provides a welcoming, comfortable, and inspiring place for the community. A range of attractive, flexible, and multi-use spaces support a broad range of activities, from small social gatherings to large learning and entertainment programs. It provides new experiences on every visit and is never the same place twice.
COMMUNITY PRIORITIES

More than 35 informal “intercept” events were facilitated countywide by DPL staff during July and early August, engaging more than 1,600 community members in conversations about their vision for DPL. There was significant support for each of the proposed concepts, which are described in this section. This section also includes some of the rich variety of other ideas proposed by this dynamic community.

CHILDREN’S DISCOVERY

Children’s discovery emerged as the community’s highest priority for DPL, selected by two-thirds of intercept event participants countywide, and by 75% of participants at events in Bend. Establishing a foundation for early literacy and learning is already a core service for DPL, which – on an average day – offers six children’s programs and checks out more than 2,000 children’s books countywide.

The role of discovery in children’s learning and development has been the subject of extensive research and theory for more than a century. Maria Montessori viewed early childhood (birth through six years) as a phase in which children learn through sensory experiences and hands-on activities.¹ Jerome Bruner theorized that “discovery learning” for children includes interaction, exploration, manipulation, and experimentation.²
As free community resources that are open to all ages, libraries are uniquely positioned to support children’s discovery, even from infancy. To support active learning and discovery, children’s library environments are designed to provide a rich collection of high-interest materials, technology, and a variety of objects for manipulation and play. They also provide generous open space for free movement, individual investigation, and small group experimentation. Indoor-outdoor connections increase opportunities for active learning and discovery in different environmental conditions.

Within available space, DPL has begun modifying the children’s areas of many of its branches to support increased early childhood discovery and active learning activities. One example is the La Pine Library, where the collection has been reorganized for better discovery, and space has been opened up for a variety of toys and manipulatives.
CREATIVE AND MAKER PROGRAMS

Over the past decade, libraries across the nation have increasingly recognized the wide range of benefits that creative and maker programs can have for their communities. Elizabeth J. Hartnett’s 2016 study described several of the advantages and impacts of such programs:

- For children and teens, the opportunity for active learning in collaboration with others has been linked to improved learning outcomes.
- Maker spaces serve as incubators for new product innovations and small businesses ventures.
- Creative and maker programs provide opportunities to build skills and learn how to use special tools and technologies, preparing workers for jobs in emerging industries.
- Collaborative making can enhance people’s social and intellectual lives, with both interpersonal and societal benefits.

Nationwide, such programs are as diverse and unique as the libraries offering them and the communities they serve. Some examples include those listed below:

- BLDG 61 is an award-winning maker space operated by the Boulder Public Library, which offers educational classes and drop-in access to a variety of tools, from sewing machines to woodworking equipment to sophisticated technology.
- The 4th Floor at the Chattanooga Public Library is a 12,000 square foot creative and experimental space for programs, events, equipment, collaboration, and social engagement.
- The Black & Veatch MakerSpace is a flagship program of the Johnson County Library in Overland Park, Kansas, offering space and equipment for audiovisual recording and editing, electronics, 3D printing, textiles, and more. The program’s title sponsor is an international engineering and construction firm that sees its investment in the program as an investment in a skilled workforce and a stronger community.6

The unique features of the above programs have different implications for the design of each creative space. However, all of the above benefit from dedicated space with appropriate finishes, utilities, technology, equipment, acoustics, lighting, mechanical systems, storage, and security.

Outreach conducted for DPL’s FCP process revealed that creative and maker programs are a high priority in Deschutes County, particularly for community members engaged at events in Bend. However, this process did not explore specific interests, opportunities, or operating models for DPL in offering creative/maker programs.
PROGRAMS + EVENTS

According to a 2011 article in Public Libraries Online, libraries have an important role in providing access to arts and culture – including concerts, author readings, and art displays.⁷ A 2013 Pew Research Center study found that the majority of Americans – and particularly communities of color – agree that it is “very important” for public libraries to offer free cultural events, classes, and programs.⁸

A recent Marketplace feature identified millennials as a group particularly interested in programs and events at the library, “…from concerts with local artists to movie screenings to girl empowerment forums to speed dating…”⁹ But it’s not just millennials, as shown by strong multigenerational attendance at DPL and other libraries nationwide. For example, hundreds of community members of all ages are drawn monthly to Spokane Public Library’s award-winning “Lilac City Live,” a monthly night of live music, poetry, sketch comedy, and more.¹⁰

Deschutes County residents engaged through this FCP process agreed that library programs and cultural events should continue to be a priority for DPL. However, none of its branch meeting rooms can accommodate large programs. DPL uses a reservation and wait list system for popular programs, and people may be turned away for lack of space. For its highest-interest events, such as major author readings – which can draw more than a thousand people – DPL must find alternate venues.
READ + WORK

Access to a rich and diverse collection of reading materials has been a core library value for generations of Deschutes County residents. DPL statistics show that the average Deschutes County resident checks out eight items per year, including digital as well as print materials. In community forums held for this FCP process in DPL branches, people also spoke passionately about the continuing need and value for space in the library to sit, read, and work. Participants in outreach events throughout the county also confirmed the continuing vision of the library as a place to read and work. This is consistent with the findings of a national library survey in which nearly 60% of respondents said “…that libraries should ‘definitely’ create more comfortable spaces for reading, working, and relaxing….”

Best practice in modern library design includes providing a range of options for reading and work to suit diverse needs and preferences – including different acoustic and ambient environments as well as choices in casual and work seating. Focus group participants in a 2013 Pew study envisioned “…a comfortable place [to] focus and get work done, but also feel like a part of their community; where ‘even if you’re by yourself, you don’t feel like you’re by yourself’.”

DPL currently provides some variety in seating in many of its branches; one example is the Sunriver Library, which features a cozy fireplace reading area with couch seating. However, DPL’s ability to further diversify seating – particularly at the Downtown Bend Library – is hindered by the amount of collection shelving.
4. LIBRARY VISION

MEET + COLLABORATE

Access to low-cost/no-cost space for meetings and group work is limited in Deschutes County, and increasingly in demand as the population grows. DPL has just two small group study rooms and one medium-sized conference room for public use – all of which are located at the Downtown Bend Library. These three rooms have the highest utilization rate of any of DPL’s meeting rooms, and on average are occupied up to 75% of the time.

Community input gathered for this FCP process showed countywide support for providing more meeting and collaboration space in DPL branches – and not just in Bend. The communities DPL serves are not alone in seeing collaboration space as a core library service. In a recent national survey, respondents agreed – particularly respondents of color – that providing free public meeting space is “very important.”

SOCIAL GATHERING

Last but not least, Deschutes County residents value the library as a place for social gathering. A growing body of research suggests not only that social isolation is on the rise – particularly among younger millennials – but that it has significant implications for the health of individuals and communities. Theories about what’s causing the isolation vary, but many agree that increased social connectedness can have benefits for physical, socioeconomic, and even societal health. Strategies to help communities build stronger relationships include programs and activities that bring together people of different ages, cultures, and socioeconomic class.

In a recent article, Christina L. Lyons paraphrases Eric Klinenberg in identifying opportunities for libraries to “…encourage people to socialize and make friends – expanding their social networks and breaking down barriers that lead to social isolation and political partisanship.” Lyons also references a Pew Research Center study suggesting that library users tend to be more sociable and engaged in community events.

Libraries designed to support social gathering provide attractive and comfortable spaces where people feel they can talk without disturbing others around them. Some libraries create a space with a café-like atmosphere, including a pleasant acoustic environment, casual seating, and even access to refreshments. DPL has explored the opportunity to create a café-type space in the Downtown Bend Library, but to date has not implemented the concept.
In addition to their priorities for the six main concepts, community members provided a rich diversity of other ideas capturing their vision for the library. Several themes arose out of these suggestions, including:

- More access — longer open hours of operation, including Sunday;
- Collections — continued strong interest in books and AV materials, as well as tool lending, foreign language materials, video games, more museum passes, and zines;
- Refreshments — being able to enjoy snacks and beverages in the library (potentially including beer as well as coffee);
- More variety of spaces — access to outdoor spaces and play areas, space for nonprofits, and more space for art display, exercise, and music.
WORKS CITED: LIBRARY VISION


Space planning target

At 0.6 to 0.75 SF/capita, DPL will be able to:

- Expand District capacity for:
  - collection growth + enhanced browsability
  - high-interest programs + events
  - service innovation + partnerships

- Enhance space in each branch for people:
  - learning + discovery for children + teens
  - reading, work, and collaboration
  - social gathering + community connections

- Develop well-equipped, well-staffed, high-impact services in strategic locations

SPACE PLANNING TARGETS

Although the ratio of space to population size is a common library facilities planning metric, the ratio proposed for DPL’s FCP is a customized recommendation. A target space-to-population ratio of 0.6 to 0.75 square feet per capita – up to two-thirds more library space than DPL has today – would significantly expand the Library’s ability to deliver service.

At a systemwide level, this higher target would enable DPL to:

- transition the physical collection into more browsable, user-friendly shelving that can also accommodate additional collection growth;
- expand and enhance discovery programs, materials, and technology for children and teens;
- provide a more diverse selection of seating to suit a variety of needs, including quiet concentration, group collaboration, and social connection;
- provide more program and meeting spaces in a greater range of sizes, including a space that can accommodate large, high-interest events; and
- innovate and develop new programs and services over time to respond to evolving community needs and partnership opportunities.

Using Deschutes County’s projected 2040 population, a ratio of 0.6 to 0.75 SF/capita would yield a suggested systemwide total of about 170,000 to 210,000 SF of space for public service – at least double the space that DPL operates now.
CAPITAL PLANNING PRINCIPLES

While there are many possible strategies for expanding DPL’s space, not every strategy is equally feasible, cost-effective, or consistent with the vision for service. A set of principles was established to guide the development of the recommendations in this FCP. As it seeks to improve and expand its facilities, DPL should:

BUILD A SUSTAINABLE SYSTEM

▪ Maximize operational ROI. DPL should continue to operate no more than six full-service library locations in order to preserve its ability to operate each library for maximum hours. All public service facilities should be designed to support a 21st century library service model with highly efficient and effective staffing.

▪ Enhance effectiveness of systemwide services. DPL should develop right-sized space to enable all central service functions to be consolidated under a single roof. Space for central services should be appropriately-designed to support modern, collaborative work styles.

▪ Leverage partnerships for enhanced service and space. Delivering library services in partner locations will help DPL to expand its reach and enhance community access – as will hosting partner organizations and service providers in DPL’s library spaces.
GROW STRATEGICALLY

- **Avoid low-ROI projects.** Expanding DPL’s smallest branches will likely be a relatively expensive way to build capacity. As each project is designed, DPL may determine that expansion of an individual branch may be worth considering in order to achieve specific community goals. However, DPL as it seeks to build significant capacity at a system level, it should consider alternate strategies with better ROI than small branch expansions.

- **Locate new facilities strategically.** DPL has a good record of building libraries in high profile locations in civic and commercial districts, which tend to have better potential for walkability and public transit service than sites in more residential areas. As it looks for new or alternate sites for larger libraries, it should continue to prioritize locations that are appropriate for community-wide destination services. DPL should also consider strategically-appropriate sites for relocating its systemwide services from the Administration Building.

- **Leverage partnerships for land acquisition and development.** The upward trend in real estate market conditions and development pressures in Deschutes County will likely present challenges for both site acquisition and construction. DPL should explore the potential for win-win opportunities to share the costs of land acquisition and/or capital construction with appropriate partners.

SUPPORT SUPERB SERVICE

- **Modernize space for core services.** In recent years, DPL has already been making changes that improve its ability to provide core services more efficiently and effectively. Many of DPL’s branches offer additional opportunities to rebalance and enhance space for public service, collections, and staff. DPL should work with the community to evaluate such opportunities and incorporate modern best practices for 21st century service, collections, and operations in its facilities.

- **Expand space for people.** DPL should also build capacity and diversify space for people in its libraries. A variety of environments is needed to support the range of activities that bring DPL’s customers to the library daily – whether it be individual work/study, group collaboration, attending library programs, engaging in community events, or simply socializing with friends and neighbors. Appropriate furnishings, enclosures, acoustic separation, lighting, views, and technology are just some of the considerations in developing people-friendly libraries.

- **Build capacity for high-impact services.** Last but not least, DPL should also develop space for strategically-located, high-impact services (such as large programs and events). Combining destination services and spaces in a single location can further enhance DPL’s ability to draw customers from throughout the county.
**Recommended system plan**

**Sustainable system – six libraries**
- Central Library
- Downtown Bend
- La Pine
- Redmond
- Sisters
- Sunriver

**RECOMMENDED SYSTEM PLAN**

DPL currently operates six libraries, each providing core library services at least five days per week. Because each additional library incrementally increases the operating budget by a significant amount, DPL should not increase the number of libraries it operates as it seeks to build system capacity. DPL should avoid building more small libraries as a capacity-building strategy, and instead prioritize opportunities to achieve significant expansion within a total of six library locations.

As DPL builds capacity for new services, it should consider whether each service is sufficiently scalable, cost-effective, and high-impact to provide at all locations. Many libraries find that certain high-impact services are challenging to provide at every location – whether because of the expense of specialized equipment and trained staff, or because the demand for such services varies from location to location. Bringing multiple high-impact services together in a single library can further increase its ability to draw customers from throughout Deschutes County.
SUMMARY OF RECOMMENDED CAPITAL PROJECTS

This section summarizes the recommendations for capital projects at a high level. More detail about each current and proposed DPL facility appears in Chapter 7 of this report.

MODERNIZATION

DPL’s three smallest communities – La Pine, Sisters, and Sunriver – are all served by good quality, attractive library facilities. Renovation is recommended for these facilities to reflect and support modern library service and operating models. Expansion of these is not recommended as a capacity-building strategy, but may be considered as appropriate to accommodate specific community priorities identified through strong engagement in the design process.

- **La Pine** – Renovation of the La Pine Library could include rebalancing public and staff space allocations; creating acoustically-separated collaboration spaces; and updating furnishings for increased collection browsability and more diverse seating.

- **Sisters** – Opportunities at the Sisters Library are similar to those at La Pine Library, including the potential for enclosed collaboration rooms, expanded public service space, and updated shelving and furnishings.

- **Sunriver** – Renovation of the Sunriver Library would provide an opportunity to revisit the allocation and organization of public space in this library. DPL may also wish to consider opportunities to relocate library services to a higher-profile/more central location for the Sunriver community.
CAPACITY-BUILDING

The deficit of library space relative to population size is most significant in Deschutes County’s two biggest cities. Capital projects in Bend and Redmond should focus on expanding capacity for programs, collection growth, and high-impact services.

Redmond

- A library of at least 40,000 to 45,000 SF is recommended for this growing community, in order to support expanded space for people and programming as well as a healthy collection. The current Redmond Library site is an excellent location, and may accommodate replacement of the existing building with a larger modern library that can be operated efficiently and sustainably. If replacement on the current site proves unfeasible, DPL should look for an alternate location.

Bend

At least 115,000 SF of library space is needed in Bend in order to accommodate current and future population needs. Continuing to operate just two libraries in Bend will be the most cost-effective long-term strategy for DPL in providing service to the community.

- **Central Library** – The East Bend Library currently operates in commercial storefront space that may not be available once the lease expires in 2021. The eventual need to move out of the current leased space offers an opportunity to relocate those services, staff, and resources into a new central library. DPL should acquire a site in Bend that can accommodate a new District-wide flagship facility of at least 95,000 to 115,000 SF. Folding DPL central services into this location would make it a high-functioning, true main library for the DPL system.

- **Downtown Bend Library** – As other DPL libraries expand and can absorb more of the collection, the Downtown Bend Library can be renovated to increase space for people and programs. Renovation also offers the potential for recapturing space that is currently used for branch and systemwide staff functions once they move to the Central Library. Expansion of the Downtown Bend Library is not recommended as a cost-effective strategy for building capacity.
This section includes information, considerations, and potential next steps for DPL as it works to develop funding and implementation strategies for the recommended projects.

**CAPITAL PROJECT BUDGETING**

This FCP is intended to provide a long-range vision and framework for developing improved and expanded library facilities in Deschutes County. However, this FCP was developed during a period of significant volatility and escalation in the construction market in Oregon. For that reason, capital budget information associated with the FCP-recommended projects is included in a separate technical memorandum that can be more easily updated over time. DPL is encouraged to revisit and update capital budgets regularly to reflect changing construction market conditions as well as evolving project opportunities.

**Timeline and sequencing – example**

- **Central Library**: design → build → staff + stuff
- **Downtown Bend**: design → build
- **Redmond**: design → build
- **Sisters**: design → build
- **La Pine**: design → build
- **Sunriver**: design → build

**Example criteria**
- Mitigating escalation effects
- Building capacity early
- Managing number of capital projects
- Managing growth in operating costs

**Remember to escalate project budgets once phasing is determined**
PROJECT SEQUENCING CONSIDERATIONS

As funding strategies have not yet been confirmed, specific sequencing or timelines for design and construction were not developed as part of this FCP. Considerations in developing the sequence and timing of these projects include:

- **Building capacity.** Taking the Redmond Library or Downtown Bend Library offline during construction will likely require temporary storage for the collection, unless the Central Library is already up and running. Building the proposed Central Library as an early project can provide capacity for materials, services, and staff while subsequent projects are taken offline temporarily during construction.

- **Mitigating escalation.** Prioritizing Redmond, Downtown Bend, and the Central Library for earlier implementation could help mitigate the relative impacts of construction market escalation on the cost of these larger projects.

- **Maintaining geographic access.** DPL should sequence projects to avoid simultaneous closure of multiple libraries in the same area of the county. For example, La Pine and Sunriver should not be closed at the same time.

- **Maintenance needs.** It may be logical to schedule library interior renovations with needed life cycle maintenance improvements that may interrupt library service, such as roof replacement, interior finish replacement, mechanical system upgrades, etc.

- **DPL management capacity.** DPL should consider its ability to manage multiple design and construction projects at the same time.

Other considerations include community support, timing and availability of funding, and taking advantage of opportunities as they arise.
SITE SELECTION CONSIDERATIONS AND CRITERIA

Acquiring appropriate sites can be one of the most challenging steps in developing new libraries. At a minimum, DPL will need to find a site in Bend to accommodate a Central Library. It may also need to find an alternative site in Redmond if expansion of the Redmond Library to 40,000+ square feet is not feasible at its existing location. DPL should begin its search for new sites for these projects as soon as possible.

Considerations and evaluation criteria for potential new sites include those listed below.

LOCATION AND ACCESS
- The site is well-located within the community it is intended to serve.
- The site is prominent and highly visible.
- The site is located along major transportation routes (current or planned), including public transit and bicycle as well as vehicles.

CAPACITY AND CHARACTERISTICS
- The site is large enough to accommodate the proposed library size and associated parking (surface or structure, as appropriate).
- Site proportions can accommodate a building floor plate that supports modern library service and efficient operations. Generally speaking, libraries smaller than about 40,000 square feet should be single story, if possible, given site development opportunities and constraints. Multi-story libraries should strive for as few floors as possible.
- Site topography supports universal access for people of all abilities.

COMPATIBILITY
- The site is zoned (or can be re-zoned) for development as a library.
- Adjacent uses are compatible and complementary with a library.
- A library is compatible with the community’s development plans and expectations for the site.

ACQUISITION AND DEVELOPMENT
- Cost of acquisition
- Costs to improve/expand utilities and infrastructure (e.g., water, power, sewer, access)
- Costs to remediate poor soil, hazardous materials, or other unique conditions
- Potential for high-value partnership for acquisition, development, and/or ongoing operations

It should be noted that sites need not necessarily be undeveloped. There are many examples of communities that have acquired existing facilities for successful conversion into modern, high-performance libraries. DPL should consider such opportunities for creative transformation of an existing facility as well.
BUILD COMMUNITY SUPPORT

DPL is proactive about budgeting for regular capital maintenance needs at its facilities. Through its current revenue sources, DPL may be able to fund renovation of one or more of its smaller branches in order to implement the FCP-recommended improvements. The community should be engaged in the planning and design process for these projects, helping to build the vision, values, and priorities for each. Early mobilization on such projects can also offer opportunities to demonstrate and test some of the concepts for updated spaces and services that were envisioned in this FCP process.

However, DPL’s current revenue sources will not be enough to implement the full capital improvement program scope recommended in this FCP – particularly the proposed new Central Library and expanded Redmond Library. A new community-supported funding strategy will likely be needed to supplement current DPL revenue sources and fundraising efforts. DPL should continue to engage the community in a dialogue about the needs, opportunities, and value of improved library facilities and services in Deschutes County.
This section provides more information about current Deschutes Public Library facilities and proposed improvement strategies. This FCP process did not include new technical analysis of the existing buildings; most of the technical information included in this section is from previously-commissioned analysis and studies.

It should also be noted that it was beyond the scope of this planning process to develop specific design solutions at individual DPL facilities. Opportunities for improvement described in this section are meant to illustrate potential, but are not specific or complete recommendations. As each project moves into more focused planning and design, DPL should engage the community in the process in order to ensure that the spaces and facilities reflect community priorities and values.
DOWNTOWN BEND LIBRARY

601 NW Wall Street, Bend, Oregon

Built in 1999, the Downtown Bend Library is DPL’s largest branch. The two-story, approximately 34,000 square foot facility has a high-profile and highly walkable urban location. Parking is across NW Kansas Avenue, in a small lot shared with DPL Administration.

The Downtown Bend Library is open every day, for a total of 56 hours weekly. It is the busiest library in the DPL system; on an average day, it is visited by nearly 1,000 people, and circulates nearly 1,900 items. The Brooks Room is DPL’s busiest meeting room, and on average is used for at least five hours per day. On the second floor, the Downtown Bend Library also has a medium-sized conference room and two tutoring/group study rooms – all of which are occupied at least 50% of the time.

EXISTING CONDITIONS

The Downtown Bend Library is an attractive, well-proportioned, and light-filled building. As DPL’s largest branch, it carries the lion’s share of the responsibility for housing DPL’s collection. For this reason, the interior of the library feels more “collection-dense” and dominated by shelving than some of DPL’s other libraries. It also offers less diversity of choice in seating, and fewer opportunities for casual collaboration and social gathering.
A relatively high proportion of the Downtown Bend Library is allocated for staff uses. In addition to space for back-of-house branch library functions, the Downtown Bend Library also houses DPL’s Technical Services and courier functions, which moved out of the Administration Building several years ago due to lack of space. Together, these staff areas represent more than 30% of the overall building – a much higher proportion than any of DPL’s other branches.

Overall, the building and grounds have been well maintained and are in good condition. According to DPL records, major maintenance needs coming up in the next five years include full furniture replacement, HVAC system and lighting upgrades, and solar power generation equipment.

RECOMMENDATIONS AND OPPORTUNITIES

While expansion of the Downtown Bend Library may be technically feasible, it is not considered to be a cost-effective strategy for building system capacity. In addition to the general lack of expansion capacity on the existing site, there is concern about increased demand for parking (which is already considered insufficient).

Instead, the FCP recommends renovation of the Downtown Bend Library to increase space for people and programs within the current envelope. As other libraries in the DPL system expand and absorb more of the collection, space at the Downtown Bend Library can be recaptured for new uses. Similarly, there is also the potential to recapture back-of-house space for public uses.
Opportunities to explore in a community-based design process for the Downtown Bend Library include:

- Recapturing staff space for public uses – including potential new high-impact programs and spaces as well as core services.
- Increasing choice and capacity for individual and group seating and work.
- Revitalizing the children’s library for improved early learning and discovery.
- Update staff service desks on both levels.
- Create a more flexible connection between the Brooks Room and other public areas of the library.
- Address core, shell, and site maintenance needs.
EAST BEND LIBRARY

62080 Dean Swift Road, Bend, Oregon

The East Bend Library opened in 2011. The approximately 8,000 square foot branch occupies leased space in a commercial retail building along Northeast Highway 20. It is open five days per week, for a total of 46 hours. On an average day, more than 360 people visit the East Bend Library and check out more than 660 items. The meeting room has the second-highest average utilization rate of any DPL branch, and is used for at least four hours per day, on average.

RECOMMENDATIONS

The current lease for the East Bend Library space is set to expire in 2021. It is not currently known whether the space will continue to be available or affordable after that time. It is recommended that DPL relocate the services, staff, and resources of the East Bend Library to a purpose-built Central Library in Bend (described later in this section).
LA PINE LIBRARY

16425 1st Street, La Pine, Oregon

The La Pine Library originally opened in 2000. The 8,100 square foot branch occupies a high-profile site in the developing downtown corridor, adjacent to a city park and close to middle and high schools.

It is open five days per week, for a total of 39 hours. On an average day, more than 170 people visit the La Pine Library and check out more than 200 items. The meeting room is used for at least an hour per day, on average.

EXISTING CONDITIONS

The interior of the La Pine Library is bright, clean, and tidy. The meeting room is designed for independent operations, but is hard to supervise from other public areas of the library and therefore remains unoccupied for most of the day. DPL has recently updated shelving and furniture in the children’s library to promote early learning and discovery.

The public service desk is large and outdated. The staff room appears generously sized relative to the amount of work currently performed there.

The library building is in good condition overall. According to DPL records, major maintenance needs coming up in the next five years include roof repairs, exterior painting, replacement of old furniture, and HVAC system upgrades.
Improvement opportunities

**RECOMMENDATIONS AND OPPORTUNITIES**

Renovation of the La Pine Library is recommended; expansion is not recommended as a capacity-building strategy (but may be considered within a community-based design process as a way to achieve other goals). Other opportunities to explore in a design process for the La Pine Library include:

- Revisit the balance of space for staff and the public
- Create one or more small enclosed group study/collaboration spaces
- Update furnishings to create a more browsable collection and a greater diversity of seating choices
- Update the staff service desk
- Create a more flexible connection between meeting room and children’s library
- Address core, shell, and site maintenance needs
REDMOND LIBRARY

827 SW Deschutes Avenue, Redmond, Oregon

The Redmond Library occupies a high-profile site in downtown Redmond’s civic and commercial district. The core of the building is the original Jessie Hill Elementary School, which dates to 1929. In 1996, it was expanded to approximately 21,200 square feet and adapted for use as a library.

The Redmond Library is open every day except Sunday for nearly 50 hours per week. It is the second-busiest DPL branch, averaging more than 560 visitors and nearly 900 items checked out per day. The meeting room is used for at least three hours per day, on average.

EXISTING CONDITIONS

The interior of the Redmond Library is clean and bright. The path from the front door into the main library space feels relatively long, but leads to a pleasant central space with seating and popular materials as well as children’s early learning and discovery area. This space – which was originally the south courtyard of the Jessie Hill school building – is at a lower floor level than most of the rest of the library, requiring interior ramps and stairs in transition.

As the second-largest DPL branch, the Redmond Library is obligated to house a disproportionate amount of DPL’s collection – most of which is in relatively tall, densely-packed shelves in the original school building wings. The meeting room is small relative to the level of community interest in programs and events. Staff work and support areas are somewhat inefficiently configured and are not all located together.
Landscaping in the north courtyard was recently upgraded to low-water plants. It is a pleasant and attractive area, but visibility from within the library is low due to non-public uses and/or high window sills in adjacent spaces.

For a building that is nearly 90 years old, it is in reasonably good condition. That said, DPL is budgeting more than $1 million for maintenance needs over just the next five years, including replacement siding, HVAC components, front door system, interior finishes, and furniture, as well as lighting control updates and new solar panels.

**RECOMMENDATIONS AND OPPORTUNITIES**

In order to meet the needs of its growing population, the Redmond community needs at least twice as much library space as is provided in its current library. To maximize service and operational efficiency, DPL should develop an expanded single library of at least 40,000 square feet for Redmond. A library of this size would support growth in core library services and a healthy collection as well as the addition of new, high-impact programs and spaces.

The current Redmond Library site is excellent and offers many advantages; however, it appears unlikely that the existing building can support expansion to 40,000 square feet (or at least not without significant compromises in wayfinding, service, and operations). Replacing the current building with a larger, modern library (likely two stories) that can be operated efficiently would be an excellent solution. If replacement on the existing site proves unfeasible, it is recommended that DPL look for an alternate site.

Maintaining multiple smaller libraries in Redmond (e.g., adding a second branch) would likely be less cost effective to build and operate than a single larger library, and is not recommended.
SISTERS LIBRARY

110 N. Cedar Street, Sisters, Oregon

The Sisters Library was built in 2005. The 8,300 square foot branch is located in vibrant downtown Sisters, close to many civic and commercial amenities. It is open five days per week for 39 hours. On an average day, more than 170 people visit the Sisters Library and check out more than 250 items. Foot traffic is particularly strong in summer and fall during major events (such as the Sisters Rodeo).

EXISTING CONDITIONS

The Sisters Library floor plan roughly mirrors the La Pine Library. Its interior is attractive and comfortable. DPL has recently updated shelving and furniture in the children’s area to promote early learning and discovery. The meeting room is used for about two hours a day on average but otherwise is underutilized, as it is difficult to casually supervise from other public areas of the library.

The public service desk is large and outdated. The staff room is generously sized, and may offer opportunities for realignment with current work flow.

The library building has been well maintained and is in good condition overall. DPL anticipates that major maintenance needs in the next five years will include exterior painting, new carpet, and HVAC system work.
RECOMMENDATIONS AND OPPORTUNITIES

Renovation of the Sisters Library is recommended; expansion is not considered feasible (nor is it needed). Opportunities to explore through a community-based design process include:

- Revisit the balance of space for staff and the public
- Update the staff service desk
- Create one or more small enclosed group study/collaboration spaces
- Update furnishings to create a more browsable collection and more diverse and integrated seating choices
- Create a more flexible connection between meeting room and children’s library
- Address core, shell, and site maintenance needs.
Sunriver Library

56855 Venture Ln., Sunriver, Oregon

The Sunriver Library opened in 1998 in a commercial area located outside of the village center. At 6,800 square feet, it is DPL's smallest branch. It also has the lowest gate count and circulation of any DPL branch, although it is open a similar hours and days per week as La Pine and Sisters branches. Its meeting room is used for just one hour per day, on average.

Existing Conditions

The Sunriver Library is an attractive, light-filled building. The floor plan is shaped like an L, with the meeting room at the end of the short arm, most public and staff areas in the long arm, and the main entry in between. It is very difficult for staff to casually supervise the lobby and meeting room from the main library space, which may contribute to the meeting room’s low utilization rate.

DPL has recently updated shelving and furniture in the main library space to promote better collection browsability and more choice in places to sit and work.

The staff workroom is the smallest of any DPL branch; it does not appear to offer any significant opportunities for recapturing space for public use.
The library building is in good condition overall. DPL is budgeting more than $1 million for major maintenance needs in the next five years, including exterior siding replacement, parking lot reconfiguration (in conjunction with public road improvements), new interior finishes, and HVAC equipment replacement.

RECOMMENDATIONS AND OPPORTUNITIES

DPL may consider opportunities to relocate library services to a more prominent/central location within the Sunriver community.

If it maintains the current facility, renovation of the Sunriver Library is recommended; expansion is not recommended as a capacity-building strategy (but may be considered as a way to achieve other service or community goals). Opportunities to explore through a community-based design process for renovation of the Sunriver Library include:

- Create one or more small enclosed group study/collaboration spaces.
- Increase utilization and flexibility of the existing meeting room.
- Address core, shell, and site maintenance needs.
ADMINSITRATION BUILDING

507 NW Wall Street, Bend, Oregon

DPL’s Administration Building was originally built in 1939 as the first purpose-built library branch in Deschutes County. Since then, it has been modified and expanded multiple times to its current size of about 9,200 square feet. DPL administrative and systemwide operations functions occupy the building’s first and second floors. The basement – which still bears colorful murals and other evidence of its previous life as the children’s library – is now used by the Friends of the Library for donations sorting and storage as well as periodic sales.

The Administration Building’s street façade still maintains some of the features and character of the original structure. However, the current interior of the building would be nearly unrecognizable to previous generations of library patrons. Once-open spaces have been divided over time into a labyrinth of offices, work rooms, and storage areas. The original vaulted ceilings have been masked by dropped ceiling and lighting systems.

EXISTING CONDITIONS

Like DPL’s branch facilities, the Administration Building is clean and well maintained. However, due to its age and history, it suffers more often from spontaneous problems (such as leaking roofs) and requires more frequent and aggressive
maintenance overall. Recent technical assessment of the building and site revealed a range of deferred and anticipated maintenance needs, for which DPL is budgeting nearly $1 million over the next decade.

But even if it were restored to like-new condition, the Administration Building would still suffer from poor configuration and an overall lack of space. A significant portion of DPL’s central services moved out of the Administration Building due to lack of space; not only did this displace public functions and spaces in the Downtown Bend Library, but it also disrupted casual, ongoing collaboration among members of the Library’s Management Team.

RECOMMENDATIONS AND OPPORTUNITIES

DPL should transition its systemwide services out of the current Administration Building and the Downtown Bend Library. These functions should be reunited in space that better reflects and supports DPL’s modern, collaborative approach to developing and managing service. Ideally, they should be co-located with the proposed Central Library so that leadership can more easily observe how the community uses library services.

Approximately 15,000 square feet is a good starting point for planning space for DPL’s current systemwide services. However, more space may be needed to accommodate organizational growth and change over time in response to expanding services and community needs. More focused study of current and anticipated space needs for systemwide services is recommended.
NEW CENTRAL LIBRARY

The FCP recommends that at least 115,000 square feet of library space for public service be provided in Bend in order to accommodate current and future population needs. The FCP also recommends that DPL continue to operate only two full-service libraries in Bend as the most cost-effective long-term service strategy. One of those two locations will continue to be the Downtown Bend Library, which will be renovated and modernized to increase service and impact at its current size.

The eventual need to move staff and services out of the current leased East Bend Library space provides the opportunity to reallocate and leverage these resources for even greater impact.

DPL also should relocate its systemwide services out of the current Administration Building and Downtown Bend Library. Pending more focused analysis of space needs for central services, this FCP recommends that at least 15,000 square feet of space be provided for such functions. Co-locating systemwide services with a significant public service library would result in a high functioning, true main library for the DPL system.
RECOMMENDATIONS AND OPPORTUNITIES

Toward this end, DPL should acquire a site that can accommodate a new Central Library of at least 95,000 square feet. A facility of this size will offer the potential for:

- Significant expansion of District-wide capacity for collections and other core services;
- Providing new, high-impact services, such as space that can accommodate significant library and community events and programs;
- Accommodating DPL systemwide services in space that better supports collaboration and innovation.

More detail about the community’s vision for core and new services and spaces is included in Chapter 4 of this report. Considerations and criteria for site acquisition are included in Chapter 6.