

**Council Date: January 27, 2009****SUBJECT: Revision of Cumberland and Ellis Schools Sports Fields Master Plans to Accommodate New Classrooms and Related Facilities****REPORT IN BRIEF**

On June 25, 1991, the City of Sunnyvale entered into an Open Space Agreement with the Sunnyvale School District (SSD) pertaining to the use and maintenance for public recreational purposes of several school properties including the Cumberland and Ellis Elementary Schools sports fields. These sports fields have been designated on their related Master Plans attached to the Agreement. On October 20, 2008, the District notified the City that increasing enrollments at both of these schools resulted in needing to remove outdated portable classrooms (circa 1980) and construct permanent classrooms with related facilities including restrooms and storage. The work at Cumberland is scheduled to begin on February 16, 2009, and Ellis shortly following. The work is scheduled to be completed by August 24. The Cumberland School project would reduce the amount of turf by 17,457 sq. ft.; however, 8,263 sq. ft. of new asphalt play area will be available for activities. The Ellis School project will reduce the amount of turf by 38,919 sq. ft. with 36,355 sq. ft. of new asphalt play area becoming available. Please see Attachment A: Cumberland School Site Current Master Plan and Proposed Master Plan; Attachment B: Ellis School Site Current Master Plan and Proposed Master Plan; and Attachment C: Notification Letters from Sunnyvale School District dated October 20, 2008.

The Open Space Agreement for maintenance and use states that it is the City's responsibility to revise the Master Plan (a simple 8.5" x 11" site plan, not a complex document) whenever substantial improvements or changes are requested that will affect the open space property. The revised Master Plan must be approved by both governing bodies – the Sunnyvale City Council and Sunnyvale School District Board of Education.

The Sunnyvale School District Board of Education reviewed and approved this matter during their regularly scheduled public meeting on October 16, 2008.

Staff recommends that Council approve the Proposed Master Plans for Cumberland and Ellis Schools sports fields to include the new classrooms and related facilities as shown in Attachments A and B.

The Parks and Recreation Commission reviewed a draft of this report at its meeting on January 14, 2009, and voted 4-1 to recommend that Council approve the Proposed Master Plans for Cumberland and Ellis Schools sports fields to include the new classrooms and related facilities as shown in Attachments A and B.

BACKGROUND

The June 25, 1991, Open Space Agreement between the City and the Sunnyvale School District superseded over twenty years of similar agreements in which the City maintains the school open space property; and, in exchange, the District allows the City to provide public recreational use of the sports fields during non-school hours including reservations for exclusive use of the fields. This recreational use of public school properties is enabled by Education Code Section 10910 which provides, in part, that the District may grant use of their properties to other public agencies (including the City) for community recreation whenever such use will not interfere with the use of such facilities for the public school system. The Cumberland and Ellis Schools' sports fields are included in the Agreement and are regularly reserved by local Little Leagues and youth soccer leagues for games and practices throughout the year. In addition, neighbors and the public use these fields for exercise and informal games throughout the year.

The current Agreement notes that whenever a substantial improvement or change in land use that is not included in the existing Master Plan is requested, the Master Plan for that site must be revised by the City and approved by both governing boards (School Board and City Council) before it is placed into effect. The installation and maintenance of any improvements agreed to by both parties shall be paid for by the party proposing it, or by both parties if jointly proposed.

In October 2008, the District brought to the City's attention that enrollments had dramatically increased at both Cumberland and Ellis Elementary Schools and that to better serve students, they needed to complete facility modernization and expansion projects at the schools. In each case, the proposed changes would impact the size of the sports fields.

The City received notice about the planned development on October 20, 2008; however, the exact amount of turf that would be lost in the projects was not formalized until November 17, 2008. Specifically, the impact of the proposed projects on the open space maintained by the City is as follows. At Cumberland, the current master plan calls for the City to maintain 228,690 square feet (5.25 acres) of landscaped turf, while the proposed master plan results in a total of 211,233 square feet (4.85 acres) which is 92% of the current plan. At Ellis, while the current plan has the City maintaining 196,020

square feet of turf (4.5 acres), the proposed plan results in 157,101 square feet (3.6 acres) of turf, which is 80% of the current plan. The plans for both sites call for no reduction in the total number of reservable/permitted ball fields. The work at Cumberland is scheduled to begin in early February and may require seven months to complete. The Ellis project would begin shortly after the Cumberland construction starts and would follow a similar timeline. The Proposed Master Plans reflect the proposed new boundaries for maintenance by both the City and District. In each case, the improvements are for school facilities that will be maintained by the District.

The Sunnyvale School District Board of Education has reviewed and approved this project on October 16, 2008.

EXISTING POLICY

From the Open Space and Recreation Sub-Element:

2.2A. Open Space

The City strives to provide and maintain adequate and balanced open space and recreation facilities for the benefit of maintaining a healthy community based on community needs and the ability of the City to finance, construct, maintain, and operate these facilities now and in the future. It is the City's policy, therefore, to:

- 2.2.A.8. Support the acquisition or joint use through agreements with partners of suitable sites to enhance Sunnyvale's open spaces and recreation facilities based on community need and through such strategies as development of easements and right-of-ways for open space use, conversion of sites to open space from developed use of land, and land banking.

2.2.C. Regional Approach

The City embraces a regional approach to providing and preserving open space and providing open space and recreational services, facilities and amenities for the broader community. It is the City's policy, therefore, to:

- 2.2.C.3. Encourage School Districts to make available school sites in and around Sunnyvale for community open space and recreation programs.

2.2.D. Prioritization

The City strives to ensure equal opportunities for participation and to provide for a range of structured and unstructured uses, and a variety of general and special interest uses in parks and facilities. The City also provides a wide range of program choices, open space, amenities and facility offerings to meet the recreational needs of a diverse and changing population, including identified

subgroups and special populations. Policies related to acquiring and/or developing open space facilities and amenities are also included here. Competing interests and finite resources, however, require the City to set some priorities. All other things being equal, it is the City's policy, therefore, to:

- 2.2.D.4. Give priority to services, facilities and amenities in which the community demonstrates interest.
- 2.2.D.5. Give priority to services, facilities and amenities that benefit a greater number of residents.
- 2.2.D.7. Give priority to services, facilities and amenities that can be used by multiple users or serve multiple purposes.
- 2.2.D.12. Give priority to acquiring/developing open space and recreational amenities and programs where the needs are greatest and/or which will meet the greatest needs.

Additional Policy:

Maintenance and Use Agreement between the City of Sunnyvale and the Sunnyvale School District dated June 25, 1991.

DISCUSSION

The Sunnyvale School District has experienced significant enrollment increases at Cumberland and Ellis Elementary Schools resulting in the need to serve increasing numbers of students in these neighborhoods. In past years, the District installed temporary, portable classrooms at several school sites, including Cumberland and Ellis Elementary Schools. In addition to concerns about increasing enrollments, the portable classrooms have aged and are now in need of replacement. The District has funding available to replace the classrooms with permanent buildings that will be a great improvement for the students of Sunnyvale. The permanent classrooms require more space and additional support facilities such as restrooms and storage rooms that are also included in the projects.

These improvements will maintain the same number of sports fields available for recreational or permitted use; however, a slight reduction in the size of the soccer field at Ellis School may result in younger age groups predominately being scheduled at the site. The decrease of total turf area available for recreational drop-in activities would be impacted during permitted use by organized groups. Some of these concerns may be alleviated by the new asphalt play areas; though, these areas are not maintained by the City or included within the current open space agreement. Future access to the playgrounds is not guaranteed.

FISCAL IMPACT

There is minimal or no fiscal impact to the City's Capital or Operations Budget whether Council approves or does not approve the revised Master Plan for the Cumberland or Ellis Schools Sports Fields. Since staff uses a 16-foot wide mower, the reduction of turf at these sites would decrease mowing time less than 10 to 15 minutes per week, while other costs (general grounds, pathway care, debris removal, tree care, irrigation repair, etc.) would remain significantly as they are at present. Therefore, no reduction to operating costs is anticipated with the small reduction in turf at these sites if the Proposed Master Plans are approved.

If approved, the classroom and facility construction and on-going maintenance or repair/replacement of these new structures and restoration of impacted turf areas would be provided by the District.

PUBLIC CONTACT

Public contact was made by posting the Council agenda on the City's official-notice bulletin board outside City Hall and Department of Public Safety; and by making the agenda and report available at the Sunnyvale Public Library, the Office of the City Clerk, Senior Center, Community Center, and on the City's Web site.

The Parks and Recreation Commission conducted a public hearing on this item at their meeting on January 14, 2009.

Public meetings for the Cumberland School project were conducted by Parks Division staffs at the Las Palmas Park multi-purpose building on Tuesday, November 18, 2008, from 12 p.m. to 1 p.m., 8 p.m. to 9 p.m., and Saturday, November 22, 2008, from 10 a.m. to 11 a.m. Public meetings for the Ellis school project were conducted at the Braly Park multi-purpose building on Tuesday, November 18, 2008, from 12 p.m. to 1 p.m., 8 p.m. to 9 p.m., and Saturday, November 22, 2008, from 10 a.m. to 11 a.m. Notification of these meetings was provided through posting of informational fliers at both school sites, mail delivery to neighbors that live within 500 feet of the park and several neighborhood associations that have traditionally used the site or live within the area. Those that attended any of the meetings and provided contact information received additional notification of scheduled Parks and Recreation Commission and City Council meetings on this subject.

Neighbors that attended the public meetings expressed general concerns regarding traffic congestion near the schools and more specifically concerns about loss of green space/turf in the City and continued access during

construction. (See Attachment D: Summary of Neighbor Input for Cumberland and Ellis School Projects).

The Sunnyvale School District obtained citizen input on these projects via review by the District's Bond Oversight Committee and both schools' Site Councils, Facilities Committees and Parent Teacher Organizations. The District has stated that all citizen/neighborhood input was supportive and that there was no opposition to the changes. The Superintendent of the Sunnyvale School District received a copy of this report.

ALTERNATIVES

1. Approve the Proposed Master Plan for Cumberland Elementary School open space to include the new classrooms per Attachment A.
2. Approve the Proposed Master Plan for Ellis Elementary School open space to include the new classrooms and facilities per Attachment B.
3. Do not approve the Proposed Master Plan for Cumberland Elementary School open space to include the new classrooms per Attachment A.
4. Do not approve the Proposed Master Plan for Ellis Elementary School open space to include the new classrooms and facilities per Attachment B.
5. Provide direction to staff as Council deems appropriate.

RECOMMENDATION

Staff recommends Alternative No. 1: Approve the Proposed Master Plan for Cumberland Elementary School sports field to include the new classrooms per Attachment A; and, Alternative No. 2: Approve the Proposed Master Plan for Ellis Elementary School sports field to include the new classrooms and facilities per Attachment B.

The proposed projects will have minimal impact to the public recreational use of the sports fields and, according to the Deputy Superintendent of the Sunnyvale School District, these two elementary schools are in need of more and improved classroom facilities. New classrooms, support facilities and play areas will go far toward meeting the needs of school children in Sunnyvale for many years to come.

The Parks and Recreation Commission reviewed a draft of this report at its meeting on January 14, 2009, and voted 4-1 to recommend that City Council approve Alternative No. 1: Approve the Proposed Master Plan for Cumberland Elementary School sports field to include the new classrooms per Attachment A; and, Alternative No. 2: Approve the Proposed Master Plan for Ellis Elementary School sports field to include the new classrooms and facilities per Attachment B.

Commissioner Kinder cast the dissenting vote and explained that he is opposed to any decrease in open space in the City. (Please see Attachment E: Draft Minutes of Parks and Recreation Commission Meeting of January 14, 2009.)

Reviewed by:

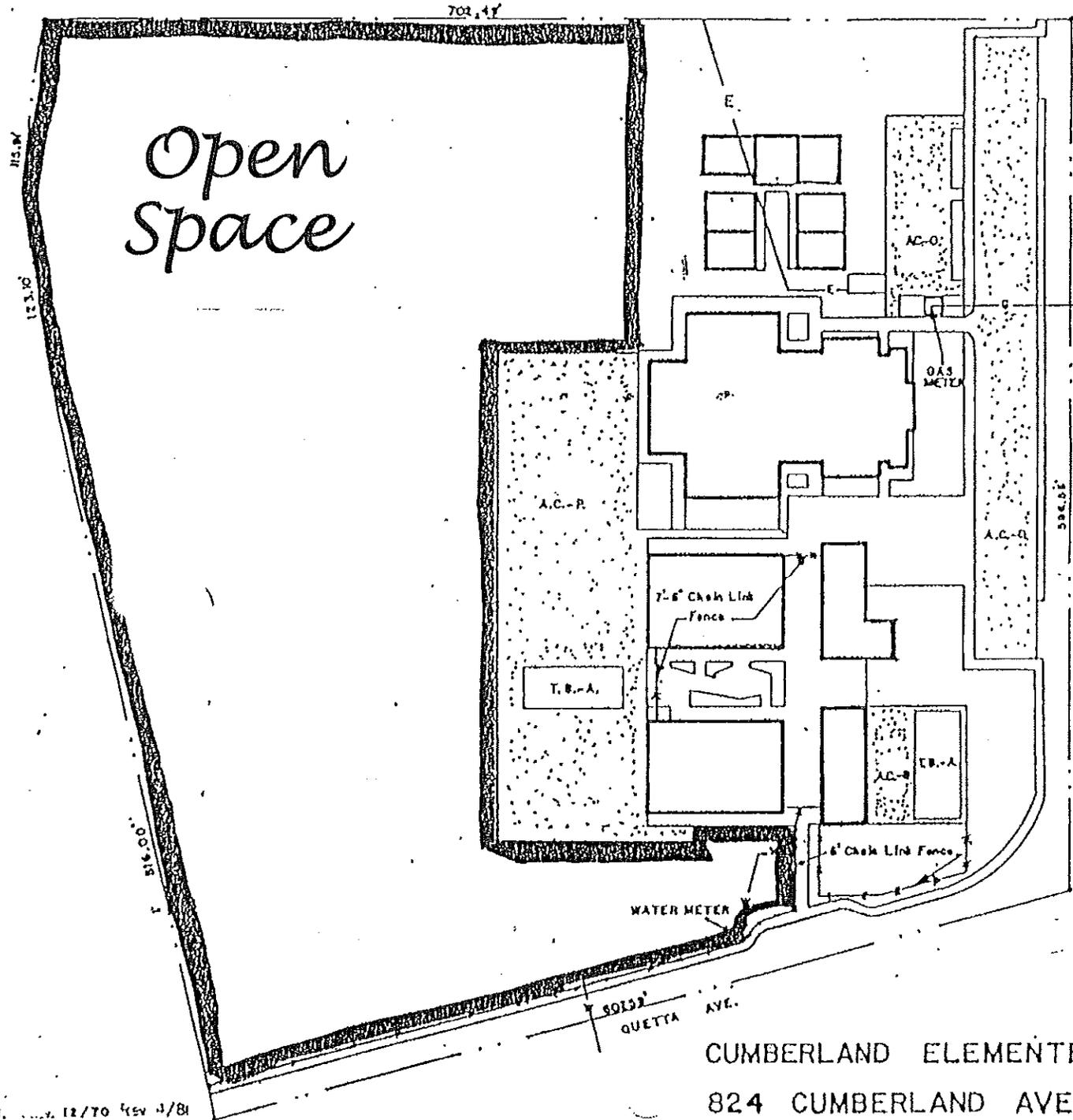
David A. Lewis, Director, Parks and Recreation Department
Prepared by: Scott Morton, Parks Supervisor, and
Michael Abney, Parks Division Analyst

Approved by:

Gary M. Luebbers
City Manager

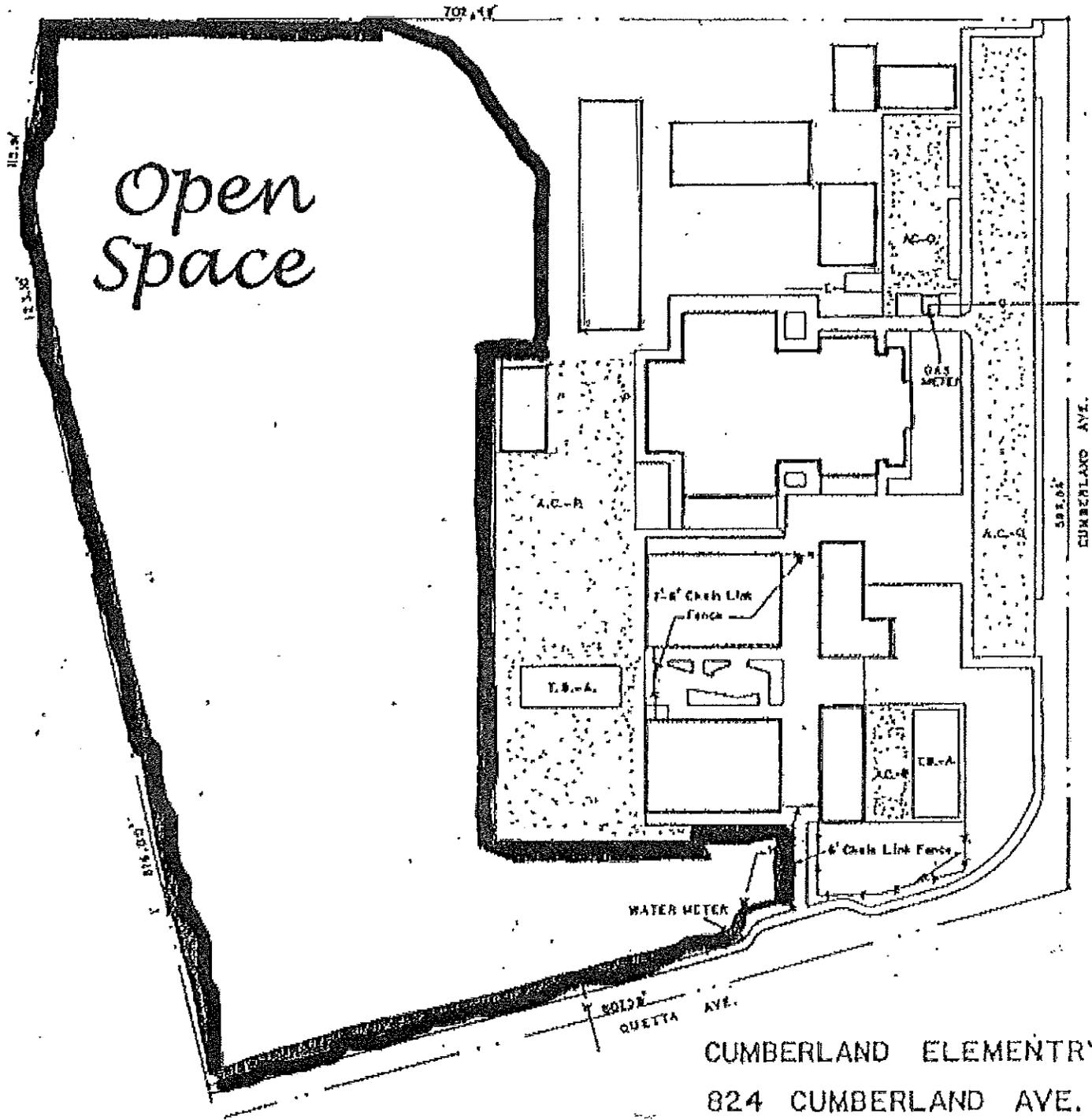
Attachments

- A. Cumberland School Site Current Master Plan and Proposed Master Plan
- B. Ellis School Site Current Master Plan and Proposed Master Plan
- C. Notification Letters from Sunnyvale School District dated October 20, 2008
- D. Summary of Neighbor Input for Cumberland and Ellis School Projects
- E. Draft Minutes of Parks and Recreation Commission Meeting of January 14, 2009



**Current
Cumberland
School
Master Plan**

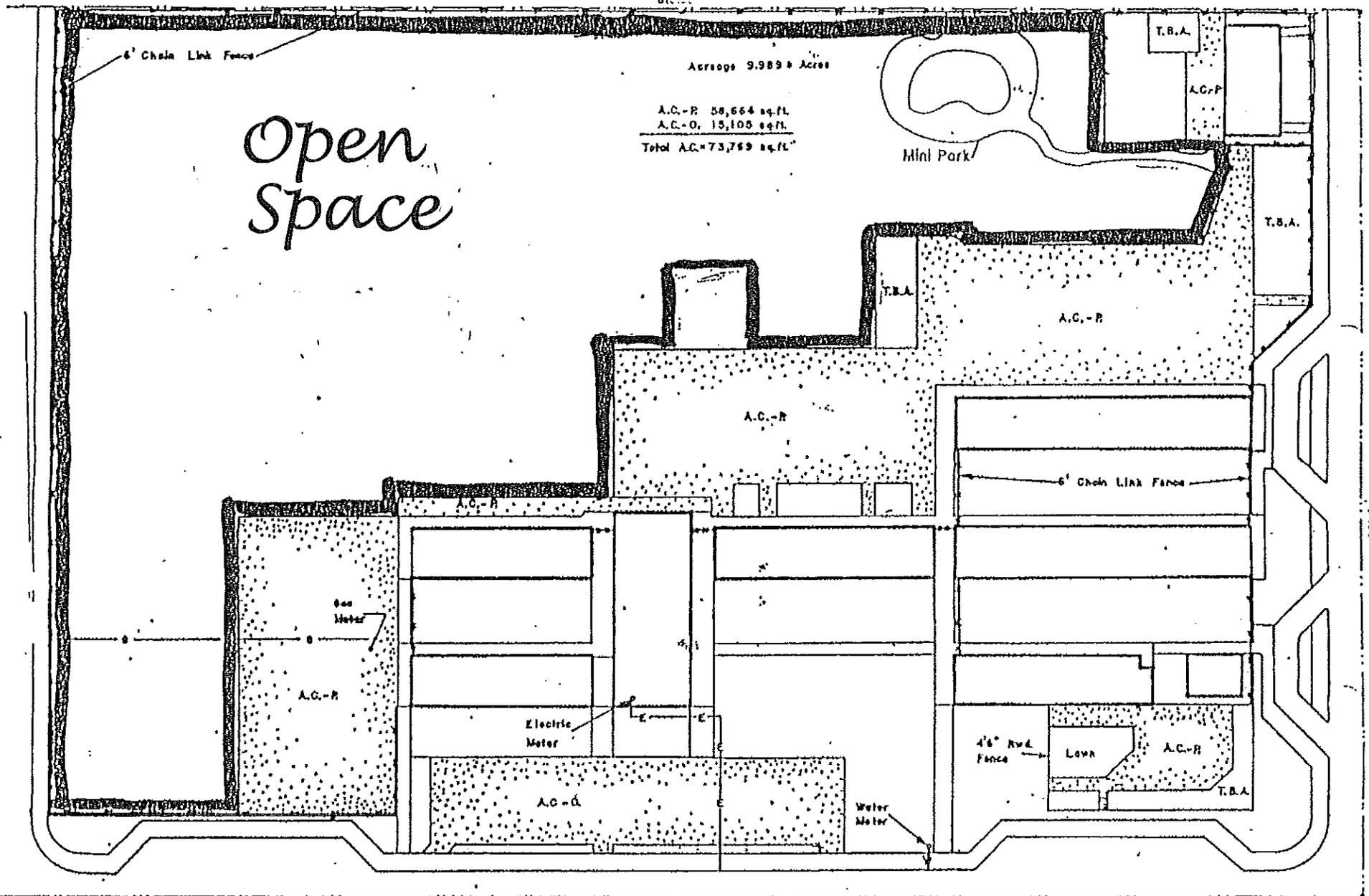
CUMBERLAND ELEMENTARY SCHOOL
824 CUMBERLAND AVE.



**Proposed
Cumberland
Master Plan**

CUMBERLAND ELEMENTARY SCHOOL
824 CUMBERLAND AVE.

Current Ellis School Master Plan



Acres 9.989 Acres

A.C.-R 58,664 sq.ft.
 A.C.-O. 15,105 sq.ft.
 Total A.C.=73,769 sq.ft.

Open Space

Mini Park

A.C.-R

A.C.-R

A.C.-R

A.C.-R

Electric Meter

A.C.-O

Water Meter

4' RWD Fence

Lawn

A.C.-R

T.B.A.

818.80'

OLIVE

AVENUE

SCALE 1" = 4'

ELLIS ELEMENTARY SCHOOL
 550 EAST OLIVE AVENUE

Proposed Ellis School Master Plan

816.65'

Acres 9.989 Acres

A.C.-R 58,664 sq.ft.
 A.C.-O. 15,106 sq.ft.
 Total A.C.=73,770 sq.ft.

Open Space

6' Chain Link Fence

Mini Park

T.B.A.

A.C.-P

T.B.A.

A.C.-R

A.C.-R

6' Chain Link Fence

531.5'

Electric Meter

A.C.-O.

Water Meter

4'6" Rwd. Fence

Lawn

A.C.-R

T.B.A.

816.65'

OLIVE

AVENUE

ELLIS ELEMENTARY SCHOOL
 550 EAST OLIVE AVENUE

SCALE 1"=4'

DATE: 11/11/01



Sunnyvale School District

819 West Iowa Avenue, Sunnyvale, California 94088-3217

(408) 522-8200 • FAX: (408) 522-833

Joseph W. Rudnicki, Ed.D., Superintendent

October 20, 2008

City of Sunnyvale
Department of Parks and Recreation
221 Commercial Street
P.O. Box 3707
Sunnyvale, CA 94088

Attention: Curtis Black, Superintendent of Parks

Reference: Revision of Exhibit "D" for the Lease Agreement dated June 25, 1991

HAND DELIVERED

Dear Mr. Black:

This letter will serve to notify you that the Sunnyvale School District Board of Education approved a construction project at its October 16, 2008 Board meeting for the Cumberland Elementary School site located at 824 Cumberland Avenue in Sunnyvale and as such we will need to revise Exhibit "D" of our Open Space Agreement dated June 25, 1991 for the said school to reflect the proposed changes to the joint use area. This project is necessary due to the increasing enrollment we are experiencing at Cumberland Elementary School and will be the permanent replacement of the three interim classrooms that is currently located on the site.

I have attached to this letter a copy of the site plans for Cumberland Elementary School showing the before construction footprint and the after construction footprint to the joint use area.

I want to thank you for your support of Sunnyvale School District.

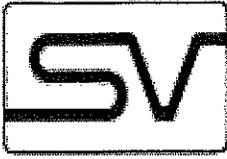
Sincerely,

Rob Williams
Director of Facility Modernization and Construction

cc: Dr. Benjamin Picard, Deputy Superintendent

Board of Education

Jeffrey Arnett • Wendy Bockholt • Phyllis Fowler • Anita Herrmann • Nancy Newkirk



Sunnyvale School District

819 West Iowa Avenue, Sunnyvale, California 94088-3217

(408) 522-8200 • FAX: (408) 522-833

Joseph W. Rudnicki, Ed.D., Superintendent

October 20, 2008

City of Sunnyvale
Department of Parks and Recreation
221 Commercial Street
P.O. Box 3707
Sunnyvale, CA 94088

Attention: Curtis Black, Superintendent of Parks

Reference: Revision of Exhibit "F" for the Lease Agreement dated June 25, 1991

HAND DELIVERED

Dear Mr. Black:

This letter will serve to notify you that the Sunnyvale School District Board of Education approved a construction project at its October 16, 2008 Board meeting for the Ellis Elementary School site located at 550 East Olive Avenue in Sunnyvale and as such we will need to revise Exhibit "F" of our Open Space Agreement dated June 25, 1991 for the said school to reflect the proposed changes to the joint use area. This project is necessary due to the increasing enrollment we are experiencing at Ellis Elementary School and will be the permanent replacement of the aging portable classrooms that is currently located on the site.

I have attached to this letter a copy of the site plans for Ellis Elementary School showing the before construction footprint and the after construction footprint to the joint use area.

I want to thank you for your support of Sunnyvale School District.

Sincerely,

Rob Williams
Director of Facility Modernization and Construction

cc: Dr. Benjamin Picard, Deputy Superintendent

Board of Education

Jeffrey Arnett • Wendy Bockholt • Phyllis Fowler • Anita Herrmann • Nancy Newkirk

ATTACHMENT D

Summary of Neighbor Input for Cumberland and Ellis School Projects

Following is a summary of resident input provided during six meetings held during November 2008 for the proposed projects at Cumberland and Ellis Schools. These meetings were announced via a mailing that was sent to all residents within a five hundred foot radius of the schools, contact with local neighborhood associations, and flyers at school and park sites. This is not a verbatim accounting of all statements provided at all meetings; rather, this summary provides a listing of comments that were shared by several persons and comments shared at both meetings indicating some consensus on the topics. Resident input is as follows:

Cumberland School

- How will the project affect access to open space and fields during construction?
- This is a loss of green space/turf that affects both aesthetics and quality of life.
- Construction usually brings large trucks and traffic to a neighborhood.
- They should not start construction early in the morning.
- This project affects fire access to the school.
- Will these buildings be permanent or portable?
- Since this project is due to rising enrollments, the City should redo the traffic plan.

Ellis School

- The size and number of soccer fields should not change.
- It is feasible to have a two-story building instead of losing turf?
- The project will affect sight lines which raises security questions.
- The construction project will exacerbate traffic and parking problems in the area.
- The reduction of turf/green space negatively affects the community psyche.
- Noise will be increased by lack of buffer zone between buildings and fence.



**DRAFT MINUTES
PARKS AND RECREATION COMMISSION
REGULAR MEETING
JANUARY 14, 2009**

The Sunnyvale Parks and Recreation Commission met in regular session at 7 p.m. on January 14, 2009, with Chair Colvin presiding. The meeting was held in the Council Chambers, 456 W. Olive Avenue, Sunnyvale, CA 94086.

CALL TO ORDER / SALUTE TO THE FLAG

Chair Colvin called the meeting to order at 7 p.m. and led the salute to the flag.

ROLL CALL

Commissioners Present:	Chair Jim Colvin Vice Chair Richard Oliver Commissioner Howard Chuck Commissioner Robert Harms Commissioner Bob Kinder
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Commissioners Absent:	None
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Staff Present:	Cathy Merrill, Assistant to the Director, DPR Curtis Black, Superintendent of Parks Scott Morton, Parks Supervisor Mike Abney, Administrative Analyst
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Guests Present:	Rob Williams, Director of Facility Modernization and Construction, Sunnyvale School District
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PUBLIC ANNOUNCEMENTS - None

CONSENT CALENDAR

1.A. Approval of Draft Minutes from Regular Meeting of the Parks and Recreation Commission on December 10, 2008

MOTION: Approve Consent Item 1.A.

VOTE: Motion passed unanimously 4-0. (Commissioner Chuck abstained due to his absence on December 10, 2008.)

STAFF RESPONSES TO PRIOR PUBLIC COMMENTS – None

PUBLIC COMMENT - None

PUBLIC HEARINGS/GENERAL BUSINESS

2. Revision of Cumberland and Ellis Schools Sports Fields Master Plans to Accommodate New Classrooms and Related Facilities (Council Action 1/27/09)

Scott Morton, Parks Supervisor, and Mike Abney, Administrative Analyst, Parks Division, presented the staff report, overview of the staff recommendations, and noted there is no fiscal impact to the City. Rob Williams, Director of Facility Modernization and Construction, Sunnyvale School District, was available to answer questions regarding the District's capital project and related plans.

Chair Colvin opened the meeting for questions and discussion.

Commissioner Kinder inquired about the location of the expanded play area at Cumberland. Director Williams, SSD, reviewed Attachment A with the Commissioners and noted the location of the new school buildings and new play area.

Chair Colvin asked about the location of new asphalt versus newly reduced grass areas and location of installation of new play area.

Chair Colvin inquired about the location of the Cumberland soccer field. He said there were two fields, now there is one. Supervisor Morton explained how the leagues use and configure fields for practice and play, and the configurations may be different than official field size. The City's inventory has always showed that Cumberland had one soccer field.

Commissioner Kinder expressed concerns regarding open space being reduced and replaced with asphalt.

Parks Supervisor Morton noted that City maintained land versus school maintained land is shifting but the field size is not reduced. He also clarified that the play area, which will be open to the public, will have play equipment on the asphalt.

Vice Chair Oliver requested clarification that the turf area will be reduced, the play area on asphalt will be increased, and fire access will be provided as required.

Chair Colvin requested that Commissioners move on to questions and discussion about Ellis School.

Chair Colvin inquired about the green space being reduced. Director Williams, SSD, distributed clearer, color renderings that included more detail and explained the existing and proposed site plan. Supervisor Morton noted that less than an acre of green space (20% of green space on site) will be lost.

Chair Colvin asked about the building expansion and the possibility of designing two-story buildings in order to save open space. Director Williams, SSD, responded that, typically, there is much resistance from the neighborhood, and at times the City, when considering two-story school buildings, and the SSD is striving to be a good neighbor in the community.

Commissioner Harms asked about the increase in school enrollment. Director Williams, SSD, explained that the increase in lower school levels is spilling over into the higher grades. The enrollment has increased from 6,000 to 6,200 students over the last 2-3 years.

Director Williams, SSD, noted that an Ellis School student drop-off area will be incorporated in future phases. He said that Vargas School has a student drop-off area now, details of which have been worked out with the City's Traffic Division.

Commissioner Kinder reconfirmed that the asphalt areas are increasing. He noted that asphalt areas are not guaranteed to remain available to the public per agreement, and he cited the fenced off areas at Lakewood School. Director Williams, SSD, said the SSD does not plan to fence off these areas. He said Lakewood School is a separate, special issue due to the high rate of vandalism and the solution, to fence it off, was worked out with the City's Public Safety Department.

Commissioner Kinder requested that the Lakewood School issue and gang problem be addressed by Public Safety Department at the next Commission meeting.

In response to Commissioner Kinder, Director Williams, SSD, explained why the SSD could not take back the Challenger School site to accommodate additional students.

Chair Colvin reconfirmed that the SSD does not intend to fence off the play areas after school hours. Director Williams, SSD, restated that the SSD wants to be a good neighbor and has no intention of fencing off this space.

There were no more questions or discussion.

Chair Colvin opened the public hearing. There were no appearances and the public hearing was closed.

MOTION: Commissioner Harms moved and Vice Chair Oliver seconded to recommend that Council accept staff's recommendations:

- Alternative No. 1: Approve the Proposed Master Plan for Cumberland Elementary School sports field to include the new classrooms per Attachment A.
- Alternative No. 2: Approve the Proposed Master Plan for Ellis Elementary School sports field to include the new classrooms and facilities per Attachment B.

VOTE: Motion passed 4-1. (Commissioner Kinder dissented.)

Commissioner Kinder said he appreciates kids' need to go to school. He also appreciates an increase in playground space and noted the SSD has no choice but to make these changes. However, he is opposed to any decrease in open space in the City.

Commissioner Harms added that he supports the motion.

Chair Colvin asked if the Commissioners can be invited to future neighborhood public meetings to hear comments and feel the pulse of the neighborhood regarding these types of issues. Assistant to the Director Merrill said she would follow up on the request to verify current notification procedures and the resources available to include Commissioners in future notifications.

NON-AGENDA ITEMS AND COMMENTS

COMMISSION

Commissioner Kinder said the Summer National Senior Games will be held August 1-14, 2009, in Palo Alto and noted two events will be held in Sunnyvale. He said they are looking for volunteers and encouraged Commissioners to check their web site, www.nsga.com.

STAFF

Assistant to the Director Merrill noted the City Council Study Issues Workshop will be held Friday, January 23. After the study issues are ranked by Council, staff will have information on the due dates for the Commission's calendar to be adopted next month.

INFORMATION ONLY ITEMS

- Staff Liaison Report
- Miscellaneous Items of Interest

ADJOURNMENT

Chair Colvin adjourned the meeting at 7:50 p.m.

Respectfully submitted,

Cathy E. Merrill, Assistant to the Director
Parks and Recreation Department

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