

**Council Meeting: November 26, 2013****SUBJECT: Discussion and Possible Action Regarding Conceptual Design for the Expansion of Orchard Gardens Park****BACKGROUND**

This report provides an overview of the conceptual design for 15,000 square feet of additional new park space adjacent to Orchard Gardens Park at 238 Garner Drive. The City purchased three residential properties adjacent to the Park with the intent to eventually demolish the homes and expand the Park to provide additional open space and to create a “gateway” for the John W. Christian Greenbelt. Staff recommends that Council approve the conceptual design for Project 829570 Orchard Gardens Park Expansion (Attachment A).

Harris Design, a landscape architecture firm was awarded a design contract for the project on June 11, 2013 in the amount of \$156,960 (RTC 13-138). Design work was done in accordance with the Neighborhood Park Design and Development Guidelines for mini parks adopted by Council as part of the Parks of the Future Study in 2009 (Attachment B: Excerpt from guidelines). City Council approval of a conceptual design will initiate the development of the detailed design and construction documents that will be used as part of the invitation to bid process for construction of the Park. As a conceptual design, it is likely that some features may vary slightly in terms of size and configuration during preparation of the final design.

The draft of this report was reviewed by the Park and Recreation Commission on September 11, 2013. The Commission recommended that City Council approve Alternative 1: Approve the conceptual design as noted on Attachment A.

**EXISTING POLICY****From the General Plan:****Goal LT-8**

Adequate and Balanced Open Space: 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.

**Policy LT-8.10**

Facilitate and encourage pedestrian traffic in public recreational open spaces and utilize the Santa Clara Valley Transportation Authority's pedestrian technical design guidelines whenever appropriate and feasible.

Policy LT-8.12

Utilize design and development guidelines for all park types within the city's open space system.

**ENVIRONMENTAL REVIEW**

If the conceptual design is approved, the scope of the project and any potential environmental impacts will need to be determined. It is anticipated that an Initial Study leading to a Mitigated Negative Declaration (IS/MND) will be required for compliance with California Environmental Quality Act (CEQA) for this project. Prior to finalizing the environmental document, there will be a 30-day public review period and public hearing on the Draft IS/MND. Comments received from the public will be responded to in the Final IS/MND which will be scheduled for Council consideration prior to construction award.

**DISCUSSION**

The architect and City staff hosted two public meetings at the park community building to gather input on desired design features and to select a preferred plan (Attachment C - Summary of Meeting Notes). At least forty-one people attended the meetings and provided input, asked questions about the project and shared concerns regarding neighborhood issues. Neighbors that attended the public meetings expressed general concerns regarding parking, noise, and safety. They also identified possible features such as landscaping, quiet areas, lighting and fitness equipment that they would like to see included in the new park space.

Three conceptual park designs were shown at the second meeting that included a wide variety of possible amenities and the public selected those that appealed most to them. There was a strong consensus for an open, well-lit, quiet/passive area with fitness equipment and landscaping that emphasized attractiveness, usability and safety.

The conceptual design presented in Attachment A is substantially the same as the conceptual plan supported by a majority of attendees at the public meetings. The key difference is the proposal for off-street parking. The conceptual plan preferred by a majority of residents at the meeting was the only plan that did not include off-street parking. Although the no parking alternative had more support, a number of community members felt strongly about including off-street parking and some attendees wanted off-street parking, but not within the project boundaries as proposed (which is not feasible).

Reasons cited in favor of off-street parking included better Americans with Disability Act (ADA) accessibility, and providing more parking spaces. In

addition, safety would be enhanced since parking in the new spaces would be prohibited after 9:00 p.m. so no vehicles will be there overnight to obstruct public safety's view of the park from the street. Community members opposed to the off-street parking designs felt that the space necessary for parking would be better used for park features, and that the spaces would be used by people in the neighborhood rather than park users.

### **FISCAL IMPACT**

There is no fiscal impact for approval of the conceptual design. Council previously approved a budget of \$868,950 for the design and construction of this project from the Park Dedication Fund. A design contract for \$156,960 was awarded to Harris Design on June 11, 2013. A future Report to Council will present a construction budget and funding for Council consideration. Maintenance costs are estimated to be \$8,800 annually and will be added during the FY 2014/15 operating budget review.

### **PUBLIC CONTACT**

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

The Parks and Recreation Commission conducted a public hearing on this item at their meeting of September 11, 2013.

The first of two public meetings for the project was conducted by Parks Division staff and Harris Design, the architectural consultant, at the Orchard Gardens Park Community Building on Wednesday, July 10, 2013. A second public meeting was held at Orchard Gardens Park on Thursday, August 15, 2013. Notification of these meetings was provided through posting of informational fliers at Orchard Gardens Park, mail delivery to neighbors that live within 1,000 feet of the development, and the local neighborhood association. 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.

### **ALTERNATIVES**

1. Approve the conceptual design as noted on Attachment A.
2. Approve the conceptual design as shown on Attachment A but without off-street parking.
3. Provide other direction to staff as Council deems appropriate.

## **RECOMMENDATION**

Staff recommends Alternative No. 1: Council approve the conceptual design as noted on Attachment A.

The conceptual design proposed was supported by 77% of those responding to a survey distributed at the public meeting. It has an attractive and functional design that follows the City's park design guidelines. The only significant difference between the conceptual plan favored by the public and the conceptual design presented for approval is the addition of six off-street parking spaces. Orchard Gardens Park amenities include a recreation building, sport courts and playgrounds which make it function as a neighborhood park. The City's design guidelines call for off-street parking to be an option for mini-parks and are a minimum required feature for neighborhood parks. Off-street parking will add more regular and handicapped parking to provide more convenient access to park users and improve safety by ensuring sight lines into the park after-hours.

The Parks and Recreation Commission reviewed a draft of this report at its regularly scheduled meeting on September 11, 2013, and voted unanimously (4-0) to recommend that City Council approve Alternative 1: Approve the conceptual design as noted on Attachment A. Commissioners expressed support for the conceptual design for several reasons including community support, quality of design, and the addition of parking at the entrance to the Greenway.

Reviewed by:

Kent Steffens, Director of Public Works

Prepared by: Nathan Scribner, Senior Engineer and Scott Morton, Parks & Golf Superintendent

Approved by:

Gary M. Luebbers  
City Manager

## **ATTACHMENTS**

- A. Preferred Conceptual Design
- B. Table E-1 Mini Park and Neighborhood Park Design Guidelines from the Parks of the Future Study
- C. Summary of Public Meeting Notes
- D. Draft Parks and Recreation Commission Meeting Minutes of September 11, 2013

ORCHARD GARDENS PARK SITE MAP



Google earth

feet  
meters





# ORCHARD GARDENS PARK EXPANSION

CONCEPT PLAN  
City of Sunnyvale 09/11/13



TABLE E-1: MINI PARK & NEIGHBORHOOD PARK DESIGN GUIDELINES							
CLASSIFICATION	DEFINITION	BENEFITS	SIZE AND ACCESS	EXAMPLES	MINIMUM RESOURCES	MAY INCLUDE ADDITIONAL RESOURCES	DOES NOT INCLUDE CONFLICTING RESOURCES
Mini Parks	Mini parks are small parks that provide residents with nearby opportunities for recreation activities. Up to 3 acres in size, these parks are designed to serve residents within a ¼-mile walking radius or in the immediately adjacent neighborhoods. Mini parks provide basic neighborhood recreation amenities, like playgrounds, benches, and landscaping.	<ul style="list-style-type: none"> <li>• Provides access to basic recreation opportunities for nearby residents of all ages</li> <li>• Contributes to neighborhood identity</li> <li>• Provides green space within neighborhoods</li> <li>• Contributes to health and wellness</li> <li>• Provides opportunities for outdoor recreation in built-out areas</li> </ul>	<ul style="list-style-type: none"> <li>• 0-3 acre minimum</li> <li>• Street frontage on at least two sides of the park</li> </ul>	<ul style="list-style-type: none"> <li>• AMD Site</li> <li>• Cannery Park</li> <li>• Fairwood Park</li> <li>• Greenwood Manor Park</li> <li>• Orchard Gardens Park</li> <li>• Victory Village Park</li> </ul>	<ul style="list-style-type: none"> <li>• Tot Lot (Ages 2-5)</li> <li>• 1-5 Non-reservable picnic tables</li> <li>• Trees</li> <li>• Open Turf Area</li> </ul>	<ul style="list-style-type: none"> <li>• Children’s play area (Ages 6-12),</li> <li>• Sports courts (1/2 court basketball or single tennis court)</li> <li>• Restrooms</li> <li>• Shelter, or gazebo</li> <li>• Interactive water feature (small-scale)</li> <li>• Off-street parking</li> <li>• Shade structures for appropriate facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Community garden</li> <li>• Sports fields (baseball, football, soccer, softball, multi-purpose)</li> <li>• Destination facilities or resources with communitywide draw</li> <li>• Full-service recreation centers</li> <li>• Swimming pools (indoor or outdoor)</li> </ul>
Neighborhood Parks	Neighborhood parks provide access to basic recreation opportunities for nearby residents. These parks are generally 3-8 acres size and serve residents within a ½-mile radius. Neighborhood parks provide informal, non-organized recreation opportunities, enhance neighborhood identity, and preserve neighborhood open space. Neighborhood parks often include amenities such as playgrounds, sport courts, turf areas, picnic tables, and benches.	<ul style="list-style-type: none"> <li>• Provides access to basic recreation opportunities for nearby residents of all ages</li> <li>• Contributes to neighborhood identity</li> <li>• Provides green space within neighborhoods</li> <li>• Provides a space for family and small group gatherings</li> <li>• Contributes to health and wellness</li> </ul>	<ul style="list-style-type: none"> <li>• 3-8 acres</li> <li>• Street frontage on at least two sides of the park</li> </ul>	<ul style="list-style-type: none"> <li>• Braly Park</li> <li>• Encinal Park</li> <li>• Murphy Park</li> <li>• Panama Park</li> <li>• San Antonio Park</li> </ul>	<ul style="list-style-type: none"> <li>• Tot Lot (Ages 2-5)</li> <li>• Children’s play area (Ages 6-12)</li> <li>• Non-reservable picnic tables</li> <li>• Reservable picnic area</li> <li>• Perimeter path or sidewalks</li> <li>• Trees</li> <li>• At least two active recreation resources (see “May Include” list)</li> <li>• Open Turf Area</li> <li>• Off-street parking</li> <li>• Maintenance Area/Shed/Storage</li> <li>• Sports Field</li> </ul>	<ul style="list-style-type: none"> <li>• Additional Sports fields (baseball, football, soccer, softball, multi-purpose, cricket pitch)</li> <li>• Sports courts (basketball court, tennis court, volleyball court)</li> <li>• Other small-scale active recreation resources (skate spot, horseshoe pits, bocce court, shuffleboard lane, lawn bowling, mini skate park)</li> <li>• Interactive or ornamental water feature (small-scale)</li> <li>• Shelter, or gazebo</li> <li>• Par course</li> <li>• Neighborhood activity building (multi-purpose)</li> <li>• Fire pit</li> <li>• Community Garden</li> <li>• Restroom</li> <li>• Shade structures for appropriate facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Destination facilities or resources with communitywide draw</li> <li>• Memorials (except for memorial trees or benches)</li> <li>• Sports complexes</li> <li>• Full-service recreation centers</li> <li>• Swimming pools (indoor or outdoor)</li> </ul>

## Meeting Summary

**HARRIS DESIGN**



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CA Landscape Architect 2428

Project: Orchard Gardens Park Expansion  
Date of Meeting: 8/15/13  
Date Prepared: 8/16/13  
Meeting Purpose: Public Meeting #2 – Conceptual Plan Review  
Staff Attendees: Nate Scribner (City of Sunnyvale), Scot Morton (City of Sunnyvale), Bill Harris (Harris Design), Yu-Wen Huang (Harris Design), Paul Lefebvre (Harris Design)  
Enclosed: Survey sheets, Sign-in sheets

A 2nd public meeting was held on August 15, 2013 at the Orchard Gardens Park community building to review three concepts that were created in response to feedback received at the initial public meeting. Nineteen people attended the event. After an introduction by the City Staff, Bill Harris presented an overview of the project as well as feedback results from the initial public workshop that demonstrated the desirability of various park amenities by attendees. Yu-Wen Huang of Harris Design presented the three proposed concepts to the group and following this presentation, attendees were asked to provide feedback and ask any questions that they may have with regards to the 3 concept options. Following this discussion, attendees were asked to complete a handout that allowed them to indicate which concept option they preferred, which amenities they would like to see included or excluded from their preferred concept, and add general comments. General project implementation questions on the project, including timing, were addressed by Nate Scribner from the City of Sunnyvale.

**The following comments were made during the open discussion:**

1. Do not use plants at boundary fence that allow for private spaces where people can sleep.
2. If possible, add handicap parking to on-street parking option
3. Consider adding parking at other end of park instead (Morse Avenue)
4. How will lights wash – lights will be pedestrian LED lights that where light is very focused to specific use. Idea of lighting was supported by attendee.
5. Like circular stone patio idea
6. Attendee likes Option A with addition of patio area
7. One attendee wanted no BBQs – too noisy. Other participant voiced that he wanted BBQs.
8. Likes Option A with higher fence at west boundary of park. Explained that City Standard is 6 foot high chain link fence.
9. Attendee does not want to lose park space to parking, and prefers Option A. It was explained that on street allows possibility of longer term parking whereas with off street parking, vehicles cannot park overnight.
10. During sports events, surrounding turf becomes mud bath
11. Need more shade.
12. Likes pergola, shade structure
13. Existing trees at boundary of park hang over to neighboring property – use careful placement of any new trees.
14. Have noticed some root damage on concrete – use pavers instead.
15. Leaf drop is an issue for park neighbor (Lu) – use shorter trees. Others want shade, which could conflict with the need for shorter trees.
16. Add perimeter path with BBQs around the turf area at the back of the community building. It was explained that this is outside the scope of this project.

- 17. Attendee likes concepts A & C because they are more curvilinear.  
Same attendee did not want sensory garden. Others expressed they would like the sensory gardens.
- 18. More quiet adult area
- 19. Add a horseshoe pit area
- 20. Would prefer money that would be spent on entry monuments to be spent on additional park maintenance.

**Results from the survey handouts:**

During the meeting, attendees were asked to rank their preferred concept plans. Here are the results:

	1 <sup>st</sup> Choice	2 <sup>nd</sup> Choice	3 <sup>rd</sup> Choice
Concept A	14	3	0
Concept B	3	3	6
Concept C	1	5	5

**Preferred Option:**

- 77% of respondents preferred Concept A
- 16 % of respondents preferred Concept B
- 5% of respondents preferred Concept C

**First or Second Choice:**

- 58% of respondents selected Option A as their first or second choice
- 20% of respondents selected Option B as their first or second choice
- 20% of respondents selected Option C as their first or second choice

The clear preferred concept was Option A

Orchard Gardens Park Expansion

Community Meeting #2

8/15/2013

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**Of those who liked Concept A, here is a list of items from the other concepts that they would like included.**

Quiet Area (from concept C) (4)

Likes that there is no off street parking (4)

Handicap parking only

Sensory garden (3)

Raised flower beds

Need picnic tables (2)

Picnic tables OK but not in a group

Add stone terrace in lieu of one of the trees with circular bench

Make the curved pathway more like Concept B linear pathway

All trees planted to be evergreen

Shade

Shade structure

Like fitness equipment but could be closer together

Bicycle racks

Like no-mow fescue grass

**Of those who liked Concept A, a list of items they do not want included.**

No BBQs (4)

No or fewer picnic tables (5)

No game tables (2)

No tall trees (1)

Taller fence (1)

Add off street parking and sign that says no overnight parking

More area for plants and trees

More natural park area

No circular benches

Fewer benches and more split up

No gateway structure-invites graffiti

- end -



## DRAFT MINUTES

### SUNNYVALE PARKS AND RECREATION COMMISSION September 11, 2013

The Parks and Recreation Commission met in regular session in Council Chambers, 456 West Olive Avenue with Chair Alexander presiding.

The meeting was called to order at 7:00 p.m.

#### **ROLL CALL**

##### **Commission Members Present:**

Chair Henry Alexander III  
Vice Chair Craig Pasqua  
Commissioner Ralph Kenton  
Commissioner Robert Harms

##### **Commission Members Absent:**

Commissioner Robert Pochowski (excused)

**Council Liaison:** Councilmember Jim Griffith (Present)

##### **Staff Present:**

Anna Lewis, Administrative Aide  
Scott Morton, Superintendent of Parks and Golf  
Jim Stark, Parks Manager  
Daniel Wax, Superintendent of Community Services

**MOTION: Commissioner Kenton moved and Vice Chair Pasqua seconded to excuse Commissioner Powchoski's absence as a personal leave for FY 13/14. Motion carried unanimously (4-0).**

#### **PUBLIC ANNOUNCEMENTS** –

Friends of the Sunnyvale Public Library are holding a book sale September 14 and 15, 2013 from 10 a.m. – 4 p.m.

#### **CONSENT CALENDAR**

1.A. Approval of Draft Minutes of July 10, 2013.

**MOTION: Commissioner Kenton motioned and Vice Chair Pasqua seconded to approve the draft minutes of July 10, 2013. Motion carries (3-0) Commissioner Harms abstained as he was not present at the meeting.**

## **PUBLIC COMMENTS**

None

## **PUBLIC HEARINGS/GENERAL BUSINESS**

### **2. Discussion and Possible Action Regarding Conceptual Design for the Expansion of Orchard Gardens Park.**

Superintendent of Golf and Parks, Scott Morton, presented the staff report. He answered Commissioner's questions. The area of expansion will equal less than three (3) acres and Orchard Garden Park will remain a mini-park, therefore no reservations will be available for fields and picnic areas. City owned homes are currently on the expansion area with rental agreements until January 2014.

Bill Harris of Harris Designs provided an overview of the conceptual design for addition to the park. He compared the proposed design with a front yard of a home, allowing for access and visibility into the park and park building. He provided details regarding the proposed trees, turf and features. He answered Commissioner's questions regarding lighting, safety, exercise equipment, and water use.

Commissioner Pasqua attended the Public Meeting on August 15, 2013 and shared that the residents appeared pleased with the proposed plans. He expressed the importance for parking and inquired if six spaces would be enough, specifically because this park is also an entrance to the John W. Christian Greenway. Superintendent Morton explained as a mini-park there is no code requirement for the number of parking spaces, there will be no overnight parking allowed.

Chair Alexander opened the public hearing at 7:35 p.m.

Sue Muller, a resident of the neighborhood expressed support for the plan and the importance of visibility into the park. She stated she has been involved in this plan for a number of years.

Chair Alexander closed the public hearing at 7:37 p.m.

**MOTION: Vice Chair Pasqua motioned and Commissioner Harms seconded to approve Alternative 1: Approve the conceptual design as noted on Attachment A. Motion carried unanimously (4-0).**

### 3. Discussion of Study Issues

Superintendent Wax provided the definition of a study issue and a general overview of the study issue process. Superintendent Morton provided examples of past study issues.

The public hearing was opened at 7:58. There were no speakers and the public hearing was closed.

Commissioners reviewed a number of ideas which could be presented as study issues. Commissioners discussed how to group and present ideas and then voted on each suggestion.

Chair Alexander proposed a study to review the possible increase of natural habitat protection and restoration in the park system. He would be interested in acquisition and converting existing city land to establish more space for natural habitat and restoration. Commissioner Kenton co-sponsored the idea.

**Vote: 3-1 commissioner Pasqua dissenting.**

Chair Alexander proposed to create a Nature in the City Program, to increase “wildness” in the parks and expand human access and intimacy with nature. – He retracted his idea at the time of the vote.

Chair Alexander proposed a study to promote environmental sustainability of existing park practices. He would like to see efficient irrigation and water audits, encourage the reduction of chemicals and pesticides used in parks, and proposed the study include alternatives to pesticides. He is interested in efficient electricity consumption in the parks and ideas like gardening and compost drop off at the parks. Commissioner Kenton co-sponsored a study to review sustainability in the parks.

**Vote: 4-0 unanimously agreed upon.**

Commissioner Harms proposed a study to review park permit policy and an increase in permit fees, including what can be permitted. He also would like increased reservation signage in the parks. Commissioner Alexander co-sponsored the idea.

**Vote 4-0 unanimously agreed upon.**

Commissioner Pasqua proposed to study the feasibility of the City sponsoring various city events in conjunction with Super Bowl L in 2016 at Sunnyvale Parks. Commissioner Alexander co-sponsored the idea.

**Vote 4-0 unanimously agreed upon.**

Commissioner Pasqua proposed a study into the feasibility of an annual Musical Concert in the Park as either a single event or a series. He expressed that this type of event can become “enamored” in the culture of the city and attract musical artists. Commissioner Alexander co-sponsored the idea.

**Vote 4-0 unanimously agreed upon.**

## **NON-AGENDA ITEMS AND COMMENTS**

Commissioners Oral Comments - none

Staff Oral Comments

- Superintendent Wax provided information about the Active Aging Week at the Senior Center scheduled September 23-27, 2013.
- Superintendent Morton reminded commissioners of the Public Input meeting on Thursday, September 12, 6:30 p.m. at the Community Center, regarding recreational use at the Sunnyvale landfill. Additionally an online survey will be available to provide feedback.
- Three Dog Park Study public meetings were held in August with over 60 people attending. Summary report will be distributed to Commissioners in advance of the Joint Study Session with Council.
- Superintendent Morton reminded Commissioners of the Joint Study Session with Council regarding the Dog Park Study on October 1<sup>st</sup> at 5:30 p.m. at Las Palmas Park.

## **INFORMATION ONLY ITEMS**

- Friends of Stevens Creek Trail 2012 Annual Report  
[http://www.stevenscreektrail.org/PR/Annual\\_Report\\_2012\\_2.pdf](http://www.stevenscreektrail.org/PR/Annual_Report_2012_2.pdf)
- Evenings of Cultural Arts  
<http://sunnyvale.ca.gov/Departments/CommunityServices/Arts/EveningsofCulturalArts/DStamey.aspx#season>
- Sierra Club Loma Prieta Chapter 80<sup>th</sup> Anniversary Celebration  
<http://lomaprieta.sierraclub.org/80>

## **ADJOURNMENT**

The meeting adjourned at 8:45 p.m.

Respectfully submitted,

Daniel Wax  
Superintendent of Community Services