Draft for Parks and Recreation Commission review on May 8, 2013

Draft for Board of Library Trustees review on May 13, 2013

Council Date: May 21, 2013

SUBJECT: Discussion and Possible Action Regarding Identification of a Preferred Site for Construction of a City Branch Library

BACKGROUND

On July 31, 2012, City Council held a joint study session with the Board of Library Trustees. One of the subjects discussed was the City's inability to meet the library needs of those living in the north end of Sunnyvale, and in particular the Lakewood neighborhood planning area. This residential area is located farther away from the City's main library than any other, and is the only neighborhood not served by a library within a two-mile radius (See Attachment A). At the same time, this neighborhood has one of the City's highest concentrations of those most in need of library services (the very young and very old). Yet due to its distance from the City's main library, and the fact that the very young and very old are challenged to travel any distance on their own, this neighborhood also reflects the lowest percentage of library card holders. In other words, some of those with the greatest need for library services are the least able to take advantage of current service levels. At the close of the July 31 study session, Council directed staff to further explore solutions to this service challenge via the concept of a branch library to be constructed on the Lakewood Park/School site in partnership with the Sunnyvale School District (See Attachment B). This concept was further reviewed at a joint study session between the City Council and the Sunnyvale School District Board of Education on September 25, 2012 (Attachment C). Subsequent exploration of this option by City staff and School District staff has led both parties to conclude that Lakewood Park represents a superior location for a branch library than does Lakewood School.

EXISTING POLICY

Council Policy 6.2.1 ***Library – Goals and Policies***, Goal 6.2B: Provide library services to help community residents find and use the materials and information they need.

General Plan, Citywide Vision Goals

> **VIII.** ***Outstanding Recreation, Arts and Culture***: To provide outstanding recreation programs, library services, and visual and performing arts to meet the interests and needs of the diverse population.

VII. *Quality Education*: To support and work cooperatively with the educational institutions which serve Sunnyvale so as to provide the opportunity for a quality education for all youth, and life-long learning for all residents.

DISCUSSION

Lakewood School and Lakewood Park are conveniently located in the heart of the Lakewood residential area. In fact, these two open spaces lie immediately adjacent to one another and were purposely renovated in accordance with an existing City-School agreement such that it is now difficult for the casual observer to identify any dividing property line (See Attachment D). Rather, one property appears to blend into the other, and the entire open space—known as Lakewood Park/School—is maintained to City park standards by the City of Sunnyvale.

A branch library at either Lakewood School or Lakewood Park would be within 1 mile of most—and easily within 2 miles of all—Lakewood planning area homes. Access to a branch library in either location would be further enhanced by the John W. Christian greenbelt, a landscaped right-of-way that includes a paved pathway providing pedestrians and bicyclists a safe route of travel to Lakewood School and Lakewood Park from facilities as far away as Fairwood School to the east and Orchard Gardens Park to the west (See Attachment E).

Staff has been working for several months in accordance with Council's direction to partner with the Sunnyvale School District. Much of that effort has been spent drafting a proposed property use agreement for the Council and School Board's consideration. Such an agreement would outline the specific terms and conditions under which the City would be allowed to construct the branch library on District property, including the number of years the library would be guaranteed to exist; the District's rights relative to approval of design; amount and type of access to the library guaranteed the District, etc. The City has a history of positive partnerships with the Sunnyvale School District, and negotiations for the branch library have proceeded to date in that same spirit.

In the meantime, however, staff has continued to explore alternative sites should the Council and/or School Board ultimately reject the Lakewood School option. In fact, staff's initial focus on Lakewood School as a preferred site was predicated on the assumption that a branch library could not be constructed at Lakewood Park without requiring the removal of other basic park amenities (e.g., tennis/basketball courts, picnic facilities, playgrounds). However, subsequent exploration has determined that a 7,000 to 10,000 square foot facility with up to 38 parking spaces could be constructed on Lakewood Park's frontage along Lakechime Drive (See Attachment E). While this would necessitate the removal of established landscaping and pathways, including several mature trees, it would not require the removal of any active park area.

FISCAL IMPACT

There is no fiscal impact associated with this report, which deals only with the City Council's preferred siting of a branch library for the north end of the City. Fiscal impacts and funding mechanisms associated with the design, construction and operation of a branch library would be addressed and acted on by Council at future public hearings.

PUBLIC CONTACT

Public Contact was made through posting of the Board of Library Trustees and Parks and Recreation Commission agendas on the City's official-notice bulletin board, on the City's Web site, and the availability of the agenda and report in the Office of the City Clerk.

Copies of this draft report were also distributed to the Sunnyvale School District, and all the City's Neighborhood Associations. Special presentations were made to the Quarterly meeting of Neighborhood Association officers, and to the Lakewood Village Neighborhood Association.

ALTERNATIVES

1. Pursue designs for a branch library at Lakewood Park. Staff to return to Council for approval of a design consultant contract.
2. Continue pursuit of a possible property use agreement with the Sunnyvale Elementary School District for construction of a branch library at Lakewood Elementary School.
3. Other alternatives as directed by Council.

RECOMMENDATION

Staff recommends Alternative 1.

Both Lakewood School and Lakewood Park represent excellent locations for a branch library in that the Lakewood area has the lowest percentage of residents with Sunnyvale Library cards of any neighborhood in Sunnyvale. What's more, there is a significant concentration of seniors and youth in this area--the age groups tending to make the most use of library services, but also the most restricted in terms of mobility.

City and District staff now agree, however, that Lakewood Park is a superior site for the branch library because it offers the following advantages as compared to Lakewood School:

1. Significantly reduces the complexity and challenges associated with the design, construction and future operation of the branch library. City/School District partnerships are great, but they are also a lot of work for both parties involved. If there is no compelling benefit that accrues to the City or the District due solely to the partnership, then the significant effort required to build and maintain the partnership is better

directed to other, more beneficial efforts. It should be noted that there was never any District benefit associated with a proposed school siting of the library as opposed to a Lakewood Park siting—the District entertained the idea simply as a "good neighbor" gesture to the City, and with the understanding that if the City could not build on District property, it likely could not build anywhere without having to purchase land.

2. Ensures the City's complete and independent decision-making authority relative to the future library, and specifically to the number of years it can exist.
3. Both City staff and District staff acknowledge the very real possibility of the need for future classroom expansion at Lakewood Elementary School. If that need were to materialize, the District would understandably prioritize its core mission and the need for more classroom space over that of the City's need for a branch library. This scenario is further dramatized by the fact that the preferred branch library location on school property is also one of the most feasible and attractive sites for any future classroom expansion (See Attachment D). Locating the branch library on park property precludes this potential conflict.

The bottom line is that there remains no compelling reason to site the branch library on District property (the former motivation was to avoid loss of active park amenities). There are, however, several compelling reasons for preferring what is now considered a feasible park location.

Reviewed by:

Robert A. Walker, Assistant City Manager

Approved by:

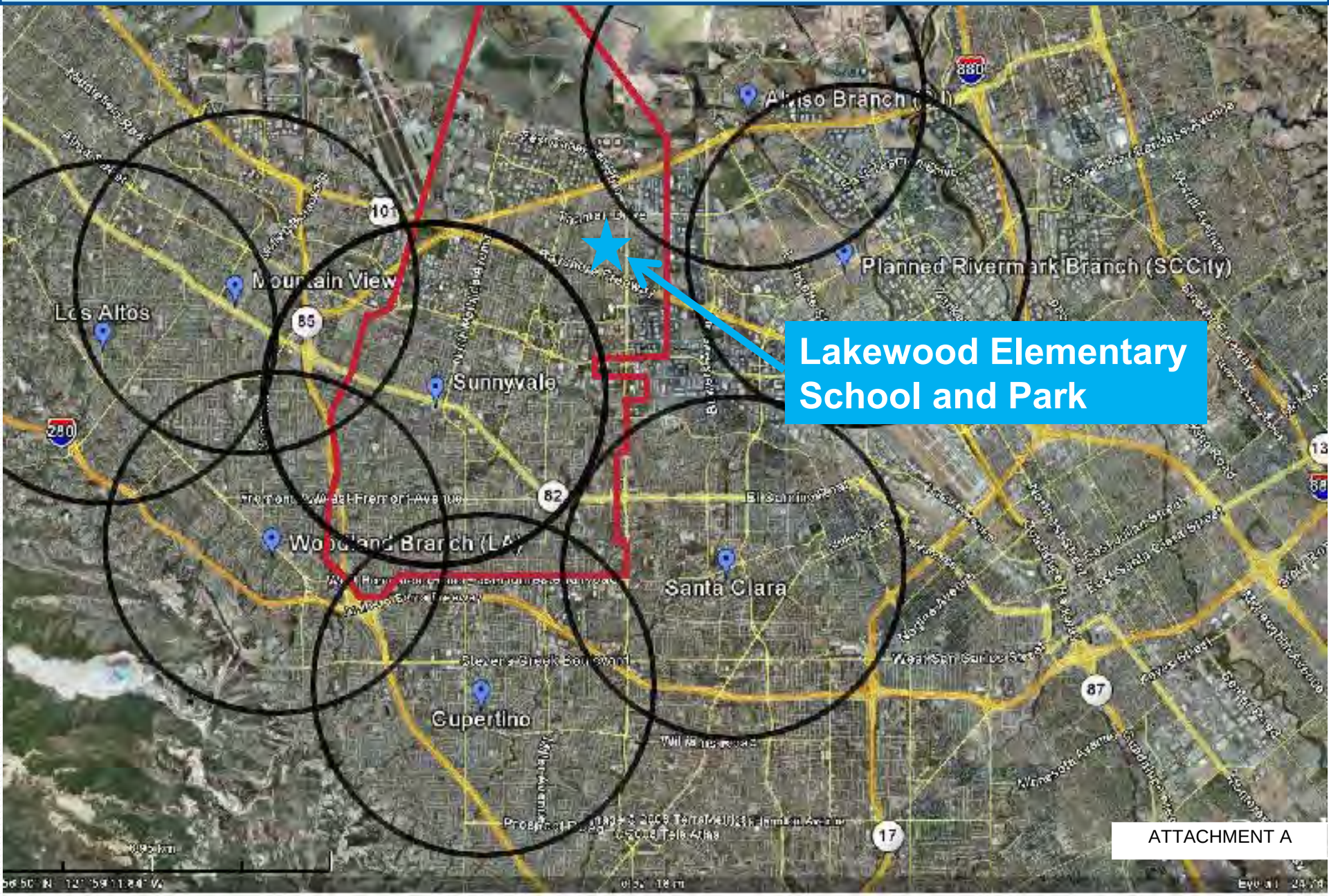
Gary M. Luebbers
City Manager

Attachments

A. Library services within 2 miles
B. Minutes of July 31, 2012 Council study session with Board of Library Trustees
C. Minutes of September 25, 2012 Council Study Session with Sunnyvale School District Board of Education
D. Lakewood School and Lakewood Park site map

Attachment A

Library services within 2 miles



ATTACHMENT A

Attachment B

CITY OF SUNNYVALE
SUMMARY MINUTES
CITY COUNCIL JOINT STUDY SESSION WITH BOARD OF LIBRARY TRUSTEES
FUTURE LIBRARY AND CIVIC CENTER FACILITY OPTIONS
Tuesday, July 31, 2012

The City Council met with the Library Board of Trustees in study session at the main library in Sunnyvale, California.

City Councilmembers Present:
Mayor Anthony (Tony) Spitaleri
Vice Mayor David Whittum
Councilmember Christopher Moylan
Councilmember Jim Griffith
Councilmember Pat Meyering
Councilmember Tara Martin-Milius
Councilmember Jim Davis

City Councilmembers Absent:
None.

Library Board of Trustee Members Present:
Trustee Jill Shanmugasundaram
Trustee Narendra Pathak
Trustee Tom Flaherty
Trustee Ray Su
(One seat currently vacant)

Library Board of Trustee Members Absent:

City Staff Present:
City Manager, Gary Luebbers
Interim City Attorney, Michael Martello
Assistant City Manager, Robert Walker
Director of Libraries and Community Services, Lisa Rosenblum
Director of Public Works, Kent Steffens
Director of Community Development, Hanson Hom
Director of Finance, Grace Leung
Assistant Director, Public Works, Mark Rogge
Purchasing Officer, Pete Gonda
Administrative Librarian, Steve Sloan

Visitors/Guests Present:
Members of the public.

Call to Order:
Vice Mayor Whittum called the meeting to order at 5:30 p.m.

Study Session Summary:
The staff presentation was made by Assistant City Manager, Robert Walker; Director of Libraries and Community Services, Lisa Rosenblum; and Director of Public Works, Kent Steffens.

Staff presented a review of options relative to:

1) The concept of a branch library to serve those living north of Highway 101;

2) Renovating, relocating, or rebuilding the City's main library (including options to locate the library on the existing Civic Center Campus or the Community Center Complex); and
3) Renovating, relocating, or rebuilding the remainder of the buildings comprising the existing Civic Center Campus (Public Safety, Sunnyvale Office Center, City Hall, City Hall Annex, and South Annex).

Staff also reviewed direction provided in June of 2011 by the City Council to staff regarding the existing Civic Center Campus buildings (including the library). That direction was to explore the following options (in priority order):
1. relocate City Hall downtown;
2. rebuild the existing civic center campus via a public/private partnership;
3. rebuild the existing civic center campus via debt financing.

Council asked questions of staff and solicited public input. Several comments and questions were addressed.

Councilmember Moylan moved to explore a branch library at the Lakewood Park/School site in partnership with the Sunnyvale School District, with capital costs to be covered by the proceeds from the sale of the Raynor Activity Center. Seconded by Councilmember Davis. Motion passed 5-2, Councilmembers Meyering and Whittum dissenting.

Councilmember Moylan moved to explore redevelopment of the existing Civic Center Campus buildings at the existing Civic Center site via a public/private partnership model, with the main library relocated to the Community Center. Seconded by Councilmember Davis. Motion passed 5-2, Councilmembers Meyering and Whittum dissenting.

Adjournment:
The meeting was adjourned at 6:55 p.m.

Respectfully submitted,
Robert A. Walker, Assistant City Manager

Attachment C

Joint Study Session Summary
Sunnyvale City Council and Sunnyvale School District Board of Education
September 25, 2012

The Sunnyvale City Council and Sunnyvale School District Board of Education met in study session at Columbia Neighborhood Center in the Morse Conference Room, 785 Morse Avenue, Sunnyvale, California on Tuesday, September 25, 2012 at 7 p.m., with Mayor Spitaleri and Board President Newkirk presiding.

City Councilmembers Present:
Mayor Anthony (Tony) Spitaleri
Vice Mayor David Whittum
Councilmember Christopher Moylan
Councilmember Jim Griffith
Councilmember Patrick Meyering
Councilmember Tara Martin-Milius
Councilmember Jim Davis

School Board Members Present:
President Nancy Newkirk
Vice President Anita Herrmann
Board Member Sandy Agbayani
Board Member Jeffrey Arnett
Board Member Reid Myers

Absent:
None

City Staff Present:
City Manager Gary Luebbers
City Attorney Michael Martello
Assistant City Manager Robert Walker
Director of Community Development Hanson Hom
Director of Public Safety Frank Grgurina
Planning Officer Trudi Ryan
Public Safety Officer Holly Lawrence
Public Safety Lieutenant Tracy Hern
Youth and Family Resources Manager Angela Chan

School District Staff Present:
Superintendent of Schools Dr. Benjamin Picard
Chief Operations Officer Rob Williams
Assistant Superintendent Human Resources Michael Gallagher
Assistant Superintendent Curriculum Claire Castagna
Director of Special Education Tasha Dean

Visitor/Guests Present: Jeremy Loader, Palo Alto Medical Foundation

Call to Order: Mayor Spitaleri and Board President Newkirk called the meeting to order in the Morse Conference Room.

Public Comments: Several members of the public commented and asked questions regarding the agenda items listed below. Most comments related to items 4 and 5.

Study Session Summary

1. Columbia Neighborhood Center Update – Angela Chan, Youth and Family Resources Manager, made the presentation and answered questions.

2. Collaborative Addressing Childhood Obesity in Sunnyvale – Jeremy Loader, Palo Alto Medical Foundation, made the presentation and answered questions.

3. Discussion of the Proposed Branch Library at Lakewood School – Robert Walker, Assistant City Manager, made the presentation and answered questions.

4. Bullying Prevention – Holly Lawrence, Public Safety Officer, made the presentation. Lieutenant Tracy Hern assisted in answering questions

5. City Development: Commercial and Residential, Enrollment Demographics, Impacts on Schools – Hanson Hom, Director of Community Development; School District Representative made the staff presentation. Trudi Ryan, Planning Officer with the City, and Rob Williams, Chief Operations Officer for the District, assisted in answering questions.

Council and School Board Comments: Numerous comments were made by Councilmembers and School Board Members in response to public questions and comments regarding the agenda items listed above. Council and Board members committed to meeting again in six months.

Adjournment: Mayor Spitaleri and Board President Newkirk adjourned the meeting at 9:40 p.m.

Respectfully submitted,
Robert Walker, Assistant City Manager

Attachment D

Lakewood School and Lakewood Park site map

ATTACHMENT D