



Planning Commission Staff Report

September 28, 2016
Item 8.e.

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| PURPOSE: | Preliminary Review and comment on the Draft Civic Center/Library Master Plan Document |
| APPLICANT: | City of Pleasanton |
| LOCATION: | 7001 Pleasanton Avenue |
| GENERAL PLAN: | Parks and Recreation |
| SPECIFIC PLAN: | Bernal Property Phase II Specific Plan |
| ZONING: | Planned Unit Development |
| ATTACHMENT: | Draft Civic Center/Library Master Plan |

SUMMARY

The City Council approved the formulation of the Civic Center/Library Task Force in February of 2015. The Task Force was formed to explore options and make recommendations to the City Council regarding a potential new Civic Center/Library Master Plan. This report is intended to update the Planning Commission on the work performed by the Task Force, review the Preliminary Draft Civic Center/Library Master plan, educate the commission as to the formal plan and policy changes that will be required to move forward with the project, and review the future steps towards implementing the plan if supported by the City Council. The Task Force met monthly for approximately one year, and with the help of consultants and staff, has created a Draft Civic Center/Library Master Plan Document which relocates the Civic Center and library to the Bernal Property, allowing the redevelopment of the current Civic Center site consistent with the upcoming Downtown Specific Plan update. Other issues addressed by the Task Force include the Civic Center's relationship to Bernal Community Park, parking and circulation, program efficiencies, pedestrian connections and safety, and the addition of a community center. Approval of the Master Plan would require several amendments to existing policy documents and adopted plans that are within the purview of the Planning Commission, including the General Plan and the Bernal Property Specific Plan. The Master Plan contains sections on the history of civic center and library planning in the City and the planning for the Bernal Property, the objectives of the Master Plan, an analysis of the selected site, a description of the Master Plan program components, a description of the design process, a description of the proposed Master Plan design, and a preliminary implementation plan. After review of the Master plan by various City commissions, City Council will review the content of the plan, and address financing of the plan and subsequent approval process including the timing of bringing the plan to the voters.

RECOMMENDATION

Receive information regarding the Draft Civic Center/Library Master Plan and provide comments and recommendations to the City Council for their consideration.

BACKGROUND

The mission of the Task Force was to explore options and make recommendations to the City Council regarding a potential new Civic Center/Library Master Plan. The Task Force was comprised of 11 members including Mayor Jerry Thorne and Councilmember Karla Brown, representatives from the Planning Commission, Parks and Recreation Commission, Library Commission, Youth Commission, the Economic Vitality Committee, Pleasanton Downtown Association and three at-large community representatives. Commissioner Nagler represented the Planning Commission on the Task Force. The Task Force met approximately monthly from July 2015 through July 2016. The City hired Architect Mark Schatz, Field Paoli Architects, and Economic Planning Systems to assist the Task Force and staff in some of the more technical aspects of a Master Plan analysis and preparation.

DISCUSSION

The following describes the activities of the Task Force, the alternatives considered, the primary issues discussed, the relevant adopted plans and policies that would be affected by the plan, and describes future steps in the process.

Activities of the Task Force

The task force participated in the following discussions and activities since their inception:

1. Participated in a roundtable discussion of a vision for a potential new Civic Center/Library Master Plan.
2. Toured existing Civic Center and Library.
3. Reviewed past Civic Center/Library Master planning efforts.
4. Reviewed relevant City Plans and policies affecting the Civic Center/Library Master planning process (i.e., the General Plan, Downtown Specific Plan, Parks and Recreation Master Plan, Pleasanton Youth Master Plan, Cultural Plan Update, and because the Bernal Property is being considered as an alternate site, the Bernal Property Specific Plans, and the Bernal Community Park Master Plan).
5. Watched virtual tours of several civic center and public libraries throughout the Bay Area and the State.
6. Completed field trips by individual Task Force members to nearby civic centers and libraries.
7. Attended a presentation by a "Library Futurist" on what to consider in planning a library that would retain its usefulness for 50 years.
8. Reviewed physical Space Needs Assessment for each City of Pleasanton Department and function.

9. Reviewed several iterations of conceptual site plans on the current Civic Center site and the Bernal Park property prepared by Field Paoli and Mark Schatz based on input from the Task Force and City staff.
10. Reviewed a Market Analysis for potential future alternate uses of the current Civic Center site should the City decide to pursue relocation of the Civic Center to the Bernal property.
11. Reviewed a series of refinements to the Bernal Property Alternative.
12. Selected the Bernal Property site as the preferred location and selection of the preferred site plan.
13. Heard a presentation on potential project funding sources.
14. Discussed information gathered through community outreach efforts (i.e., two public open houses and meetings with the Pleasanton Downtown Association, the Chamber of Commerce, and the Economic Vitality Committee).
15. Reviewed and revised the Preliminary Draft Civic Center/Library Master Plan document
16. Unanimously voted to recommend the Preliminary Draft Civic Center/Library Master Plan be forwarded to the City Council.

Alternatives Considered

The Task Force concentrated its efforts on two specific sites, the existing Civic Center and Library site, and an alternative site on the northeast corner of the Bernal Property between the new synthetic sports fields currently under construction and the eastern property line along the railroad tracks. Locations away from downtown such as the Hacienda business park were eliminated from consideration early in the discussions as the Task Force felt the Civic Center should remain in or near downtown, the heart of the community.

Each of the alternatives included the following program of facilities:

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| Library: | 70,000 | SF on two levels |
| City Hall: | 40,000 | SF on two levels |
| Community Center: | 20,000 | SF |
| Police Station: | 35,000 | SF |
| Amphitheater: | 10,000 | SF |
| Total: | 115,000 | SF |

Primary Issues

Primary issues raised and addressed during Civic Center /Library Master Plan Task Force deliberations included the following:

1. *Selection of Bernal Property over the current Civic Center Site.* The Task Force preferred the relocation of the Civic Center and library to the Bernal property rather than rebuilding on the exiting site for several reasons. One primary reason was the

additional space that was available to accommodate the facilities including a substantially larger library, a larger police department building, and a new community center. The Task Force also recognized the value of freeing up the existing Civic Center site to allow for downtown revitalization and improvements to the southern entrance to Main Street. The Task Force also appreciated the opportunity to provide usable outdoor spaces surrounding the facilities for public and private events. The proposed Master Plan includes a large plaza and meadow, an amphitheater, and second floor outdoor deck space to achieve these objectives. The location along Bernal Avenue also gives the facilities high visibility which was considered important to the Task Force members as they serve as the governmental and cultural center of the community.

2. *Relationship to the Bernal Community Park Site.* The Task Force wanted to ensure that the Civic Center integrated well with the remainder of the Bernal Community Park. The site plan in the Master Plan document orients the civic center buildings to look out onto the remainder of the park and provides a large outdoor meadow to bring park-like landscape into the Civic Center complex.
3. *Parking and Circulation.* A major concern of the Task force was to provide adequate parking to serve the Civic Center as well as 250 additional spaces to serve the adjacent ball fields in Bernal Community Park. The circulation has been designed to allow access from two locations on Bernal Avenue and flows through the site to allow connections between the various parking areas. Special care has been given to providing parking proximate to all of the proposed facilities with drop off areas near the library and community center entrances. The police department has its own dedicated secure parking lot with additional open parking area for the community.
4. *Program Efficiencies.* The program for the project has been designed to allow for modest growth in City employment but also to make efficient use of space though sharing of facilities between departments, e.g., conference rooms will be shared by various departments, meeting spaces in the community center and library would be available for City meetings, and the library and community center would share a lobby and heating and cooling systems.
5. *Pedestrian Connections and Safety.* The Task Force discussed safety of pedestrians extensively, particularly related to visitors crossing the extension of Pleasanton Avenue from the parking deck, Pleasanton Middle School students walking to the library, and visitors from downtown crossing Bernal Avenue. The Master Plan provides guidance for future design solutions including the possibility of providing a walkway over the railroad tracks from the middle school to the Civic Center site.
6. *The addition of a Community Center.* Early on in the process, the Task Force determined they would be recommending the inclusion of a community center, consistent with several adopted Plans and policies. The facility would be able to accommodate large events such as weddings and would address some of the inadequacies of the Senior Center for such events. It would also include a number of classroom and meeting spaces that would be available to Youth and the broader community, an arrangement that Youth Commission representatives found preferable to an independent youth center.

Required Approvals

Approval of the Master Plan as currently envisioned would require several amendments to existing policy documents and adopted plans that are within the purview of the Planning Commission. The relevant sections of those plans are provided below with portion of existing text that directly addresses key issues highlighted in bold.

Pleasanton General Plan 2005-2025 (Adopted in 2009)

The following Public Facilities and Community Programs goals, policies, and programs, relate to the Civic Center/Library discussion.

Goal 1: Provide sufficient public facilities and community programs to efficiently serve existing and future development while preserving and enhancing the quality of life for existing and future residents.

Capital Improvements and Financing

Goal 3: Promote responsible financing and construction to preserve and enhance Pleasanton's public facilities.

Policy 4: Promote new community facility construction to better serve residents, businesses and visitors.

Program 4.1: In the long term, explore the feasibility of constructing a "landmark" civic center to house City administrative offices, providing efficient services for the community, preferably in the Downtown area.

Program 4.2: Promote the construction of new community facilities including the Firehouse Arts Center, downtown restrooms, and on the Bernal property a cultural arts center, environmental education center, an amphitheater, and a youth/community center.

Library Facilities and Programs

Goal 5: Enhance the quality of Pleasanton library services.

Policy 9: Provide sufficient sites and improvements for a full range of library facilities to serve existing and future development.

Program 9.3: Explore the expansion of Pleasanton Library services and associated facility needs.

Program 9.4: As part of the Civic Center Master Plan, consider various locations for an expanded library, including relocating the Library to create a Downtown gateway on Main Street.

Parks and Recreation

Goal 6: Achieve a complete park and recreation system featuring a wide variety of opportunities to serve the public need.

Policy 10: Provide sufficient parkland and recreational activities to accommodate existing and future needs of residents, workers, and visitors.

Program 10.4: Provide a wide variety of active and passive recreational facilities to accommodate the needs of all ages in a diverse and inclusive community. Conduct periodic public surveys to ascertain the park and recreational needs of the community.

Program 10.15: Explore the construction of additional indoor recreation facilities.

Community Facilities and Cultural Arts

Goal 7: Promote the enhancement of the arts within the City.

Policy 14: Maintain, improve, and expand existing facilities and develop new facilities to accommodate existing and future art and cultural programs.

Program 14.2: Encourage development of a cultural/performing arts center on the Bernal Property that can accommodate large and small theater spaces, rehearsal space, an outdoor amphitheater, a community art gallery and classrooms.

Human Services

Goal 9: Promote a healthy community and a strong community support system.

Policy 24: Facilitate the provision of safe, accessible youth activities, facilities, and services.

Program 24.3: Facilitate the planning, development, and programming of a Youth/Teen Center preferably on the Bernal Property, serving Pleasanton youth.

Program 24.4: Involve youth in evaluating the need for, and planning of, recreational facilities.

Bernal Property Specific Plan (Adopted in 2000)

The Bernal Property Specific Plan was prepared primarily to plan for portions of the Bernal property that would be available for private development. It laid out the overall land use plan, circulation system, infrastructure components, and conservation plans for the property. While not providing detailed guidance on public uses, it did identify the area that would be reserved for public uses including a 30-50 acre community park. It anticipated a phased approach for planning the public portion of the property with an extensive public participation process. It does not specifically address what other public uses could be located on the Bernal property.

Bernal Property Phase II Specific Plan (Adopted 2006)

The Bernal Property Phase II Specific Plan provides planning direction for the 318-acre public land portion of the greater 516-acre Bernal Property located within the City of Pleasanton. The primary purpose of this Phase II Plan is to supplement the Phase I Specific Plan in implementing the Pleasanton General Plan and in guiding the orderly development and provision of services for this site. This Specific Plan was prepared with the assistance of an 18-member Bernal Property Park Task Force.

The Phase II Plan establishes a vision and planning guidance for the long-range development of an open space/park like setting within which a variety of public and quasi-public uses are to be integrated. Specific Plan objectives, policies and guidelines are provided for land use, design, transportation, public facilities, and conservation and environmental mitigation. In addition, a planning process is outlined for preparing future development project plans, which includes extensive community input and the preparation of Planned Unit Development plans.

The Phase II Specific Plan includes the following Land Use and Grand Park Design objectives:

- *Comprehensive Land Use Planning:* To develop a series of high quality public facilities over time to better serve the community.
- *Site Planning:* To establish a coordinated pattern of public facilities within an open space/park-like setting.
- *Parks:* To provide park facilities that meet the neighborhood and community park needs of residents of the Phase I Planning Area and assist in meeting city-wide park facility needs.
- *Open Space:* To preserve as open space the key visual resources and natural habitat areas of the site.
- *Off-Site Land Use Coordination:* To coordinate Planning Area development and activities with related off-site land uses.
- *Voter Initiative:* To ensure that all planning within the Phase II Specific Plan Area is conducted in accordance with initiatives approved by the voters or adopted by the City Council.
- *Open Space Gathering Places and Programming:* To create public gathering places and maximize programming opportunities.
- To integrate the design of public facilities into the Grand Park open space setting.

Types of Public and Quasi-Public Uses Permitted:

- Agricultural club
- Agriculture
- Child care
- Community vegetable garden
- **Cultural arts facilities**
- **Art classrooms**
- Art gallery
- Rehearsal space
- **Theater (800-seat indoor facility for the performing arts)**
- Educational facilities
- Environmental education center
- Fire station (now existing)
- Native American history reflective area
- Open space
- Park and recreation uses (including lighted sports fields and **amphitheater**)
- Park-and-ride commuter parking lot
- Public utilities and improvements (water, wastewater disposal, flood control, storm water drainage, power, and communications systems)

- Trails
- **Youth/community center**

It was assumed that not all of these uses will ultimately be developed since the resulting developed acreage would probably overburden the desired overall open space/park-like character of the site.

Bernal Community Park Master Plan (adopted 2006)

The Bernal Community Park Master Plan was created to provide a more detailed plan for the creation of the Community Park called for in the Bernal Property Specific Plan and the Bernal Property Phase II Specific Plan. Specifically, the Master Plan provided a more detailed site plan for the development of sports fields for baseball, soccer, lacrosse and football, as well as supporting facilities such as parking, pedestrian access paths, picnic areas, public plazas, playgrounds, and restrooms. It also included a conceptual plan for a large passive open space area that included oak woodland, grassland, and riparian habitats that would separate the active sports fields from the nearby residential development previously approved on the property. It did not provide detailed plans for an approximately 10 acre portion of the site near the north east corner of the site, the area of interest for the Civic Center/Library Facilities. It did anticipate an extension of Pleasanton Avenue into the Bernal Property which would provide access to this site.

Draft Master Plan

The Draft Master Plan has been provided for your review. It contains sections on the history of civic center and library planning in the City and the planning for the Bernal Property, the objectives of the Master Plan, an analysis of the selected site, a description of the Master Plan program components, a description of the design process, a description of the proposed Master Plan design, and a very preliminary implementation plan including recommendations on phasing. Staff will present the highlights of the plan at the Planning Commission meeting.

Future Steps

While no formal action is required by the Commission at this time, staff would like to get feedback on whether the Commissioners support the relocation of the Civic Center to the Bernal property, and individual commissioner comments of the main components of the plan. City staff has scheduled discussions with City commissions (Library, Park and Recreation, Youth, Civic Arts) in addition to this discussion with the Planning Commission. Staff will also schedule discussions with the City Council to review the recommendations of the Task Force, the comments from the various commissions, input from the public, and alternative strategies for financing and voter approval of changes to the Bernal Property Specific Plan. Formal hearings on the necessary amendments to adopted plans will be scheduled at the appropriate time.

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