



REGULAR MEETING
Larkspur Parks and Recreation Commission
Thursday, March 15, 2018, 6:30 p.m.
Larkspur City Council Chambers
400 Magnolia Avenue, Larkspur, CA

Lisbet Sunshine, Chair
Mike Koeppel, Vice Chair

Sandy Blauvelt
Rich Cimino

Jeanne Friedel

The Recreation Director certifies that this agenda has been posted in accordance with the requirements of the Government Code.

- 1. ROLL CALL**
- 2. PUBLIC COMMENT:** The Parks and Recreation Commission will hear public comments only on matters over which they have jurisdiction. There will be no Commission discussion. The Chair will allot no more than five minutes to any individual. Unless the Chair determines otherwise, the total amount of time allocated to this agenda item will be 15 minutes
- 3. APPROVAL OF THE CONSENT CALENDAR:** The purpose of the Consent Calendar is to group items that may be approved routinely. Anyone may request removal of an item for discussion.
 - 3.1 Approval of Minutes of February 15, 2018
- 4. BUSINESS ITEMS:**
 - 4.1 DISCUSSION REGARDING PROPOSED DRAFT LARKSPUR 2050 DOCUMENT. PRESENTATION BY LARKSPUR CITY MANAGER DAN SCHWARZ
- 5. ACTING DIRECTOR'S ORAL REPORT**
- 6. COMMISSIONER'S REPORTS**
- 7. ADJOURN MEETING**

NOTICE IS HEREBY GIVEN: If you challenge any item on this agenda in court, you may be limited to raising only those issues you or someone else raised at the public hearing herein described, or in written correspondence delivered to the Recreation Director at, or prior to, the public hearing. [G.C. § 65009 (b) (2)]

In the interest of time, the Parks and Recreation Commission has established time limits. Public Hearings: applicants and /or appellants shall make their presentations within 10 minutes, and will be allowed a 3-minute summation period. Public participation shall be limited to 3 minutes per speaker per topic. These time limits may be waived by a majority vote of the Commission. [G.C. § 54954.3].

Any writings or documents provided to a majority of the City Council regarding an item on this agenda will be made available for public inspection at the Customer Service Counter at City Hall located at 400 Magnolia Avenue, Larkspur, CA and at the main counter of the Library located at the same address during normal business hours. (SB 343, amending G.C. Section 54957.5)

ACCESS TO MEETINGS: Meeting facilities are accessible to persons with disabilities. If you require special assistance, please contact any staff member five business days prior to the meeting. An interpreter for the deaf will be made available upon request to the staff five business days or more prior to the meeting.

COMMUNITY SERVICES INFRASTRUCTURE AND SPACE NEEDS

Larkspur provides community services through two departments, the Larkspur Library and the Recreation Department. Both departments operate in spaces that do not allow them to meet the public's demand, particularly for programming and meeting rooms. Community services are a vital part of the quality-of-life enjoyed by Larkspur residents and it is the desire of the City Council to enhance these services as much as possible without imposing new tax burdens on residents.

CURRENT INFRASTRUCTURE

Larkspur Library

The Larkspur Library currently occupies approximately 4,500 square feet on the first floor of City Hall. The current space is often complimented for its coziness, warmth, and charm, but falls well short of the City's current space needs assessment for offering core library services, as well as the types of programming desired by patrons. The City's most recent space needs assessment (Appendix ##) puts the Library's core service need at nearly three times the current space and contemplates a library and community center having space needs greater than four times the current space.

Limited to its current location, the Larkspur Library emphasizes circulation of its collection and Internet access, and offers programming as best it can. Within the Library itself, attendance at classes and lectures must be limited due to space constraints. Programs often must be scheduled when the Library is not officially open so that the activity does not interfere with general operations and patron comfort. Whenever possible, the Library uses the City Council Chambers on the second floor to allow higher attendance. Demand for seating at the Library is higher than the facility accommodates. In recent years, the Library staff has reduced the size of the collection to create more floor space for seating.

The current facility presents additional challenges. The City recently invested in City Hall to address deterioration caused by dry rot and general decay, as well as to improve the building's resistance to water intrusion from rain. These improvements have noticeably enhanced the building. However, City Hall has not been seismically retro-fitted and the interior of the building lacks true climate control – two improvements that should be made to a facility frequented by the volumes of people that visit the Library. The historical building has been modified to improve access, but still presents challenges to patrons who have mobility challenges. The electrical system is outdated, which limits the amount of equipment staff can use at any one time.

The primary purpose of the 2050 Plan is to identify long-term infrastructure needs and potential solutions. Since the 2050 Plan was first adopted in 2001, emphasis has been placed on finding a new home for the Larkspur Library. As a result, investment in the current facility has been limited. Under the most ideal circumstances, a new Larkspur Library will not materialize for two to five years from today. While the City should not invest heavily in the current facility, there are modest improvements that can be made to enhance service delivery while the Library operates

there. For example, this fiscal year, the City is considering approximately \$10,000 worth of improvements to the Children's Room to increase the amount of space for seating and programs. In the last few years, the City has made small improvements to the Library's office space and circulation desk to improve service delivery in the current facility.

It is recommended that while the Library remains in its current location, the Library Board and Library Director establish and maintain a list of facility improvements that the City Council should consider if funds are available

Recreation

The Recreation Department currently occupies space provided by the Larkspur-Corte Madera School District. The space is located on the Hall Middle School Campus, giving staff easy access to the Hall Gym and the Hall All-Weather Field, which the City jointly operates with the District. The facility consists of a public counter, two offices (150 square feet and 96 square feet), a 147 square-foot storage area, and a flexible meeting space of 750 square feet (that can be partitioned into two equal-size rooms). Other than the City Council Chambers and the Community Room owned by the Central Marin Police Authority, Recreation's meeting space is the only such space the City has to make available to the public.

Recreation has enjoyed its location on the Hall campus for many years, but it must be noted that the property is owned by the School District and the District can evict the City if it needs the space. In fact, when the City conducted its last space needs assessment for Community Services, Recreation had a fourth room – a 160 square-foot meeting room – that the District subsequently assumed for its purposes.

Recreation currently limits its program offerings to the space it has available. Space need assessments over the past few years suggest that the community would like more multi-purpose space that is larger than the meeting room at Recreation and smaller than the Hall Gym. Respondents to various community surveys and attendees at outreach meetings often use the community centers in Corte Madera and Mill Valley as examples of the types of spaces they would like offered in Larkspur.

While the City maintains a very positive relationship with the Larkspur-Corte Madera School District and has no reason to believe Recreation will be evicted from its current location, the City should prepare for the possibility. Staff should work on and present plans for alternative locations in the event the School District finds it necessary to ask Recreation to relocate someday.

FUTURE INFRASTRURE OPTIONS AND OPPORTUNITIES

Rose Garden Community Facility Parcel

The City owns two parcels on the south side of Doherty Drive on both sides of Rose Lane. The larger parcel (2.43 acres located on the east side of Rose Lane) was officially labeled the "Community Facilities Parcel" by the City Council with the adoption of a master plan for the property in July 2013. The smaller parcel (0.22 acres) was included in the master plan for a use or uses related to and supporting the development of the main parcel. The master plan designates the Community Facilities Parcel for the development of a library and community center, a use which addresses needs identified in the City's original 2050 Plan. Accordingly, the *Rose Garden Community Facilities Parcel Master Plan* (CFP Master Plan) is incorporated by reference and should be considered part of the updated 2050 Plan.

INSERT MAP DEPICTING LOCATION

The CFP Master Plan includes a preliminary assessment of the City's programming needs in a library and community center and recommends a facility with a footprint of 20,000 square feet. The CFP Master Plan examines building footprints ranging from 12,000 to 24,000, noting that at the smaller end of the scale, the City will likely only be able to address core library functions, while a larger building will offer more multi-purpose rooms and gathering spaces.

As part of a subsequent planning process to design a library and community center, the City retained a specialist in library planning to work with the Library Director and Recreation Director on a more detailed evaluation of programming needs. The resulting space and programming needs assessment confirmed the preliminary evaluation of the CFP Master Plan. In March 2015, the City Council adopted Resolution 13/15, which accepts a space program for a library and community center of 20,300 square feet as the City's official space needs for a library and community center. (Appendix ##) It should be noted, however, that the CFP Master Plan emphasizes the need for a flexible building that can adapt to the ever-changing space and programming needs of the community with respect to a library and community center.

<p>It is recommended that, until a facility is designed and built, the Library Director and Recreation Director engage in an annual review of the City's space and programming needs and report on whether the adopted space needs should be amended. Their report and recommendation should be presented to the Library Board and the Parks and Recreation Commission for review and comment, with any changes then presented to the City Council for adoption.</p>
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City Hall

The CFP Master Plan includes a section about the use of City Hall upon the Library's relocation. It recommends that a flexible meeting space be created on the first floor that can act as the City Council Chambers and a public space. The second floor of City Hall would be entirely devoted to administrative offices.

While the scenario contemplated by the Master Plan may be the preferred use of City Hall with the relocation of the Library, the City Council and the community may wish to revisit the idea. In the past few years, the City Council has held many of its meetings in the CMPA Community Room. The space has proven more than adequate for this purpose, so it may not be necessary to retain

a City Council Chamber in City Hall. It may be that one or both of the Community Services departments should continue to have a presence in City Hall. It can certainly be argued that City Hall is an important part of the daily activity in Downtown Larkspur and that this activity is currently enhanced by the presence of the Library.

It is recommended for the City to conduct a new vision process for City Hall that considers the effects of the development of the Community Facility Parcel.

FINANCIAL AND FUTURE CONSIDERATIONS

The most significant barrier to proceeding with community services infrastructure is funding. The original 2050 Plan states that library and recreation facilities should be funded with “outside” money – such as State bond funds and private giving – and not with local taxes. In recent years, the Governor’s Office has signaled that a statewide library bond is not its priority, and while there will be a parks bond on the ballot in 2018, the funds available (should it pass) to any one municipality from this bond are not anticipated to be substantial enough to construct new buildings or substantially modify existing facilities.

The CFP Master Plan estimates the cost of a new facility being somewhere between \$15-20 million. The subsequent schematic design process suggests the project will cost anywhere from \$20-30 million, depending on choices about the size and scope of the facility. It is unknown if a fundraising campaign can produce the money to realize the CFP Master Plan vision. As is shown in the Master Plan on page 67, many communities pool private donations with public sources of money to fund library projects. Larkspur may need to do the same.

The City formed a foundation with 501(c)(3) status to provide a vehicle for the community to use for a fundraising campaign. The *Larkspur Library and Community Center Foundation* was created for the sole purpose of collecting donations for this project. This organization may be a useful tool to bring together members of the community interested in fundraising.

It is recommended that the City Council discuss how the board of the Larkspur Library and Community Center Foundation should be structured and then establish a process to appoint board members to this 501(c)(3).

In concert with raising funds for a facility, the community may wish to revisit decisions that affect the overall cost of the project.

- New construction versus prefabrication: To date, all discussion about the community facility parcel has focused on new construction of the project. Prefabrication is a common practice to lower construction costs, and while design options are sometimes limited by prefabrication, the industry has advanced considerably in recent years.
- Phased development: Developing the Community Facility Parcel in phases was not recommended in the CFP Master Plan because overall project costs would be much

higher. However, breaking the project into discernable phases might establish funding goals that are more manageable for a private giving campaign. The Belvedere-Tiburon Library is an example of a facility developed in phases, with the first phase open to the public in 1997 and a second phase about to begin construction. The overall cost was definitely higher with this approach, but the community has been able to enjoy the first phase for twenty years, as a result.

- Explore partnerships: The City has had very limited and informal discussions with the County of Marin and the Larkspur-Corte Madera School District about partnerships that could fund a community facility. Generally, it has been felt that the space needs of each agency exceed the capacity of the property. Further discussion is warranted. In addition, the City may want to consider whether some form of mixed development on the property is possible; some combination of public facility and workforce or senior living housing might give the project access to unique funding sources.



CITY ADMINISTRATION
MEMORANDUM

March 8, 2018

TO: Library Board
Parks & Recreation Commission

FROM: Dan Schwarz, City Manager

SUBJECT: Final Review of Community Services Section of Updated 2050 Plan

At its February 28, 2018 meeting, the City Council's 2050 Plan Steering Committee (Haroff & Morrison) met and reviewed a draft of the Community Services Section of the updated 2050 Plan. The Committee provided staff with feedback about the draft that has been incorporated into the attached draft. The Committee requests your feedback on this section of the Plan.

It remains the Committee's goal to complete the revision of the entire 2050 Plan before the end of this fiscal year.