

CITY OF OAKLAND
AGENDA REPORT

OFFICE OF THE CITY CLERK

2006 JUN 15 PM 7:18

TO: Office of the City Administrator
ATTN: Deborah Edgerly, City Administrator
FROM: Oakland Public Library
DATE: June 27, 2006

**RE: Resolution To Accept The Recommendations For Improved Library Facilities
As Contained In The Oakland Public Library's 2006 Master Facilities Plan**

SUMMARY

Staff requests that City Council approve refinements and the recommendations contained in the Oakland Public Library's 2006 Draft Master Facilities Plan (Attachments B and C). The recommendations are summarized in this staff report.

The Master Facilities Plan, presented in earlier draft to Council in September 2004, sets forth a comprehensive plan for facilities and service improvements to all of Oakland's public libraries. Since that presentation, the Library has secured substantial funding to construct a new branch library at 81st and Ruidsdale, funding from several sources to begin a partial renovation of the Martin Luther King, Jr., branch library, both recommendations in the plan, and has investigated the feasibility of the adaptive reuse of the Kaiser Arena as a new Main Library. In addition, the 2006 Draft Master Facilities Plan includes a summary of the potential addition of two new Council-recommended branch libraries, one at Oak Knoll and the other in the Hoover/Foster area.

In order to bring higher quality library service to the residents of Oakland, it is necessary for the Library to obtain Council support for the recommendations presented in the 2006 Draft Master Facilities Plan.

By accepting the recommendations of the 2006 Master Plan, Council is endorsing a plan to provide the Library facilities and services that have been identified by the community as critical. If Council does not accept the plan's recommendations, the Library will maintain a status quo that is being eroded as facilities decline and service requests multiply with the complexity of Oakland's diverse population and the addition of technology to a long list of critical 21st Century information needs.

FISCAL IMPACT

There are no fiscal impacts to this report and resolution to accept the recommendations of the 2006 Draft Master Facilities Plan until such time that the City Council implements these recommendations. Staff will return to City Council in July 2006 with a proposal regarding the implementation of the full Master Plan, including financial analysis, capital costs, operational costs, funding strategies, and project phasing.

Item: _____
Life Enrichment Committee
June 27, 2006

BACKGROUND (*Attachment A - Master Facilities Plan PowerPoint Presentation*)

In 2002, the Oakland Public Library embarked on a Master Facilities Plan in response to the community's expressed need for improved services, with the intent to plan for facilities to meet these needs. A Draft Master Facilities Plan report (Draft Report) was issued and presented to City Council in September 2004 which articulates a vision for the branch libraries that is based on a *highly participatory needs assessment process*. *The overall service recommendations and improvements respond to a system that requires revitalization to adequately serve the information, education, and cultural needs of the people of Oakland.*

During the fall of 2004, after issuing the Draft Report, staff presented the branch recommendations at over 60 community meetings and received enthusiastic and positive feedback that is incorporated into the 2006 Draft Master Facilities Plan. As a result of these conversations with the community, several Oakland neighborhoods have begun discussions with staff about expanded or new facilities within their areas (Piedmont Avenue, Laurel district, 23rd Avenue-San Antonio).

As part of the 2004 Draft Report, and in later staff reports to Council (February and June 2005, March 2006), the Library indicated that it would return with recommendations for a new Main Library and implementation strategies for achieving the goals of the Master Plan. This staff report to City Council provides recommendations regarding library facilities and responds to City Council's request during Budget Hearings in June 2005 and again in March 2006 to return and report on the feasibility of the Henry J. Kaiser Convention Center (Kaiser Center) adapted for reuse as a new Main Library.

If Council accepts the recommendations in this report, Library staff will return to Council in July with proposed funding strategies for the implementation of this plan.

KEY ISSUES AND IMPACTS

The master planning process has been ongoing for almost four years, beginning in 2002. This work is an outcome of the Library's earlier Strategic Plan and repeated public comments regarding the unmet and growing needs of the community.

In developing the 2004 draft Master Facilities Plan, a community group, the Community Action Committee, was established to guide the work of the project that provided essential feedback and recommendations during the development of the 2004 draft plan, and now, the 2006 Master Plan. The Committee, which is made up of community representatives, Friends of Oakland Public Library, Library Advisory Commissioners, City Council representatives, Historic Preservation staff, and Public Works and Library staff, has been meeting to provide input into the branch library recommendations and those made in the Kaiser Feasibility Study. The Library engaged the residents of Oakland through additional Open Houses the first two weekends in June 2006. This additional round of community involvement confirmed that Library staff has, through

previous community meetings, heard public comments accurately and have reflected those needs and comments in the 2006 Draft Master Facilities Plan recommendations.

Community input has been an essential part of this study. Through a variety of different methods to involve the community, including community meetings, focus groups, user and non-user surveys, and open houses, the Oakland Public Library attempted to reach as many people in the community as possible. Over 4,000 residents have expressed their thoughts about the role of the Oakland Public Library and the improvements they desired. The recurring messages are summarized as follows:

1. The libraries play a vital role in terms of education, enrichment and technology.
2. Most of the libraries are too small to accommodate the numbers of people using them and the collections, seating and technology needed.
3. The libraries provide an essential link to technology for many Oakland residents (25% of the population has no other access to computers).
4. Patrons see life-skills, including literacy and job training, and enrichment programs, as important services for the Library to provide.
5. The Library serves as a much-needed resource for families, providing programs and study space for children and teens that they lack at home.
6. The Library is an important civic and cultural institution providing connections to venues for local activities, presentations and life-enriching programs for the community.

PROGRAM DESCRIPTION

Master Plan – Branches

Oakland's existing libraries play a significant role in the day-to-day lives of its residents. However, of the 15 branch libraries that the Oakland Public Library operates, only three were designed and constructed after computers began to be a key resource in providing library services. Issues related to the installation and use of computers in older buildings include: insufficient electrical service capacity; limited pathways for necessary telecommunication upgrades; conflicting lighting requirements for collections and reading areas versus computer task lighting; and inadequate space to accommodate proper computer workstations.

Many of Oakland's public libraries need major overhaul. Many of the libraries are stretched beyond their capacity and have little room to grow to accommodate the many needs of patrons. There are also under-served areas of the city without good access to any facility, such as the Laurel District, the Hoover/Foster area, and the San Antonio neighborhood. The vision for the Oakland Public Library system is to improve all the libraries in the system, to supplement the system with new branches in the underserved areas, and to expand the Main Library in the historic Kaiser Arena.

In order to address the needs, the Master Facilities Plan recommends a tiered approach to facilities and services:

First Tier: Neighborhood Libraries

All of the neighborhood facilities will provide core services of materials, seating, and technology access; they will be further tailored to meet the specific needs of the local residents. The ability to house more extensive space-intensive services at nearby Community Libraries will allow the Neighborhood Libraries to focus on the particular needs of the localities they serve while still providing residents with the more extensive services at nearby locations.

- Improve all existing Neighborhood Libraries to better serve patrons;
- Tailor the branch libraries to meet local needs;
- Build one new branch in the Laurel and/or Oak Knoll areas;
- Research the need for a new branch in the Hoover/Foster neighborhood;
- Expand or build a new Piedmont Avenue Neighborhood library;
- Expand three Neighborhood Libraries: Lakeview, Asian, Brookfield;
- Upgrade six Neighborhood Libraries: Temescal, Montclair, Golden Gate, Melrose, Martin Luther King, Jr., Elmhurst; and
- Continue to involve neighborhood residents with planning the specific services, collections and other localized needs proposed for their branches.

Second Tier: Community Libraries

The Community Libraries will be geographically distributed throughout the city and, where possible, will be upgrades of existing facilities, with resources that are accessible from neighborhoods throughout the city. These facilities will include a full-array of library services, such as computer/technology labs, program/meeting rooms, group study rooms, more extensive collections, and separate spaces for adults, teens, and children. The Community Libraries will be accomplished through expansions or upgrades of the existing West Oakland, Dimond, Eastmont, and Rockridge Libraries and the addition of two new libraries (in the under-served San Antonio and 81st Ave. areas). The Main Library will also act as a Community Library for its area. The Master Plan recommends:

- Increased library services in six geographically distributed Community Libraries that will provide the full-array of technology labs, adequate breadth of collection, meeting and study spaces, and adult, children and teen spaces;
- Locate Community Libraries throughout the city to ensure they are conveniently accessible from all neighborhoods;
- Expand Dimond Community Library;
- Expand West Oakland Community Library;
- New Eastmont/South-East Community Library;
- New 81st Avenue Community Library;
- New San Antonio Community Library; and
- Upgrade of the Rockridge Community Library.

The **Neighborhood** and **Community Library** recommendations and cost estimates are summarized below:

TYPE	LIBRARY	RECOMMENDATION	ESTIMATED COST
Neighborhood	Asian	Expansion within its current setting is preferred, perhaps in collaboration with the Asian Arts Cultural Center. Increased space for collections, computers, seating, meeting room, teen area	see Master Facilities Plan
Neighborhood	Brookfield	Expansion on the current site, or within the Senior Center to allow additional space for children and teens, seating, computers, group study rooms	see Master Facilities Plan
Neighborhood	Chavez	This facility recently completed. Potential improvements include reducing service desk size to expand public space.	see Master Facilities Plan
Neighborhood	Elmhurst	Renovation to add public restrooms, upgrade building systems, improve site security. Several options for library focus include: children's, tool-lending, literacy, job resources	see Master Facilities Plan
Neighborhood	Golden Gate	Improvements include expansion of teen area, addition of self-serve options	see Master Facilities Plan
Neighborhood	Lakeview	Expansion and renovation is planned to upgrade and resolve structural and building issues including heating, ventilation, public restrooms, provide additional space for collections, computers, quiet reading area, dedicated meeting room	see Master Facilities Plan
Neighborhood	Laurel	A new Laurel Branch is proposed to address community growth from Leona Quarry and other developments (placeholder for potential Oak Knoll)	see Master Facilities Plan
Neighborhood	Martin Luther King, Jr.	Improvements include smaller expansion to allow re-defined children's area, new teen area, more computers, focus on school support	see Master Facilities Plan
Neighborhood	Melrose	Improvements include potential rearrangement to increase space for children, ESL materials, teen area and computers. Potential acquisition of nearby property for parking	see Master Facilities Plan
Neighborhood	Montclair	Improvements include potential rearrangement to increase space for high demand materials, display, computers, larger teen area, development of outdoor reading space/courtyard	see Master Facilities Plan

TYPE	LIBRARY	RECOMMENDATION	ESTIMATED COST
Neighborhood	Piedmont	A new, expanded facility is recommended to allow for expanded collection for all ages, additional seating, defined children's and teen areas, community room, group study rooms, computers. Potential acquisition of nearby site, if necessary	see Master Facilities Plan
Neighborhood	Temescal	Improvements include redefining space for additional computers, self serve options and potential acquisition of nearby property for parking	see Master Facilities Plan
Neighborhood	Hoover	The Library is currently researching the need for a possible new library in the Hoover District of West Oakland	see Master Facilities Plan
Neighborhood	Oak Knoll	The Library is currently researching a possible new library in the Laurel and/or Oak Knoll District of East Oakland	see Master Facilities Plan
Community	81st Avenue	A new joint OUSD/OPL library is being designed for opening in 2008. Received state funding of \$6.5 M and \$3.5 M from redevelopment funds. First of the Community Libraries, as envisioned in the Master Plan, to be built.	see Master Facilities Plan
Community	Dimond	Expansion of existing facility by 5-8,000 square feet to allow more seating, computers/lab, quiet seating areas, improved collection displays, study space	see Master Facilities Plan
Community	Eastmont/ South-East	Expansion or relocation of existing facility to 18-20,000 square feet to allow more seating, dedicated areas for children and teens, quiet areas for adults, more computers, more collection space, group study rooms	see Master Facilities Plan
Community	Rockridge	Renovations include heating and ventilation improvement, expansion of teen space, self-serve options	see Master Facilities Plan
Community	San Antonio	A new San Antonio Library is proposed to serve the Glenview, Eastlake and San Antonio areas and will include collections in English, Spanish, Asian, computer lab, children, teen and adult areas, community meeting room and group study rooms	see Master Facilities Plan
Community	West Oakland	Expansion of existing by 8-10,000 square feet or relocation to allow additional space for seating, dedicated space for children, teens and quiet areas for adults, additional computers, collections, self-serve options.	see Master Facilities Plan

Master Plan – Main

The 2004 draft Master Facilities Plan identified a need for a revitalized and expanded Main Library service for the residents of Oakland. The current 82,500 square foot Main Library was designed for a different era, in the 1930's. Because of the war, construction was delayed until the late 1940's. By the time it opened in 1951, its design was outdated and outmoded. The majority of the books are warehoused in the original, multi-level, low ceiling core, which is off-limits to the public.

The basic problems with the facility include:

- Inadequate capacity for collections, technology and seating;
- Lack of small meeting rooms for small group meetings or group study;
- Lack of space that could be set apart for quiet reading;
- Lack of much-needed storytelling space for the large number of school classes that attend them;
- Inefficient use of space, inflexible interior concrete walls that deter space reallocation;
- The inappropriate location of spaces (West Auditorium, Children's Room, now in the basement with no room for expansion);
- Sight lines that hamper surveillance throughout the building; requiring spreading staff throughout the building in an ineffective manner;
- A building design that makes it difficult to install technology;
- Inappropriate lighting levels in many areas;
- Sterile and uninviting interior spaces;
- Inefficient staff work areas; causing unproductive work patterns which cost staff time and money;
- Furniture and equipment, which, in many cases, dates from the Library's opening, and are worn or inadequate;
- Inadequate climate control for Historic Archives of the Local History Room, as well as inadequate space for these archives;
- Inconsistent temperature control throughout the building; and
- Deteriorating building systems including plumbing, mechanical and electrical systems.

A preliminary needs assessment and building program identified a need for a Main Library of 120,000 to 160,000 square feet. As part of its due diligence, the Library, with its architectural planning consultant, Group 4 Architecture, Research + Planning, Inc. has examined several options regarding a revitalized Main Library. A number of development options were investigated as part of the Master Plan process in late 2004 through 2005. These options included renovation and expansion in the current building, demolition of the current Main and new construction, and relocation options. Of these initial options, one stands out as most feasible for the following reasons:

- Adaptive reuse of the Kaiser Arena into a new state-of-the-art Main Library would be an excellent fulfillment of the City’s need to revitalize and expand Main Library service;
- Conversion of the Kaiser Arena into a Main Library also would serve to meet the needs of the City of Oakland to find a viable function for this space and preserve this landmark;
- Preliminary indications are that the adaptive reuse of the Kaiser Arena is both technically and economically feasible; and
- Compared to the alternative of expanding the present Main, the adaptive reuse of the Arena as a new Main Library is significantly less expensive, will function better, and can be built with less disruption of service.

TYPE	LIBRARY	RECOMMENDATION	ESTIMATED COST
Neighborhood, Community and Main Library	Oakland Main Library	Convert the Henry J. Kaiser Center Arena into a new Main Library to enable the Main to become a cultural and community center for the entire city along with the new cultural corridor envisioned with Laney College, the Oakland Museum and the redesigned Lake Merritt. The new Main would serve twice the number of people, preserve a beloved historic landmark, provide a theater, gallery and meeting rooms for cultural events, create space for homework centers, literacy, study rooms, AV services, teen center, children's room and programming space, computer lab, parking lot, direct connections to improved transit options (BART, AC Transit, car, pedestrian pathways).	see Master Facilities Plan – Feasibility Study

The 2006 Draft Master Facilities Plan recommends a number of options for Council to consider regarding the adaptive reuse of the current Main Library (e.g., reuse by the city, sale or lease to the county or private development). These options are included as part of the 2006 Draft Master Facilities Plan, Feasibility Study of the Adaptive Reuse of the Kaiser Arena as a New Main Library. (Attachment C)

SUSTAINABLE OPPORTUNITIES

Economic: It has been shown by other municipalities that libraries serve as neighborhood anchors, often becoming a catalyst for economic development and enhancing the quality of life. In Oakland, the Master Facilities Plan has identified that residents of Oakland often use more than one library. The Main Library is a destination, drawing visitors from throughout the City and beyond. Creation of a Cultural District that includes the Kaiser/Main Library supports the revitalization efforts of the Lower Lake Merritt/Channel area and its surroundings.

Environmental: The Master Facilities Plan envisions the reuse and renovation of several branch libraries. Proposed renovations would abate existing hazardous materials and would comply with current City policies for sustainable design and waste reduction. As well, the Main Library's reuse of the Kaiser Center would fulfill sustainable goals by preserving and reusing a historic resource. Also, the Kaiser Center is well-located near a BART/AC transit hub and a pedestrian corridor along the Lake, providing transportation alternatives. Proposed facility improvements will comply with City requirements to obtain LEEDTM Silver rated certification which is an independent measure of broad sustainable criteria.

Social Equity: The Library is a great equalizer, with resources for all, and welcomes all members of the community. Its patrons reflect the rich diversity of Oakland with programs and materials tailored for a wide variety of languages, cultures, lifestyles, and family types.

DISABILITY AND SENIOR CITIZEN ACCESS

The Library is a pillar of support for educational and recreational needs and provides resources and services to all members of the community. Over the years, physical upgrades have been made to the majority of library facilities to provide disabled access, and in many locations, technology enhancements for the vision and hearing challenged have also been made. The renovations and new libraries recommended in the 2006 Draft Master Facilities Plan will further improve access for seniors and the disabled.

All Library facilities are ADA compliant.

RECOMMENDATION(S) AND RATIONALE

It is recommended that City Council approve this resolution to accept the recommendations for improved library facilities as contained in the Oakland Public Library's 2006 Draft Master Facilities Plan.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council accept the resolution.

Respectfully submitted,



Carmen L. Martínez
Library Director

Prepared by:
Gerard G. Garzón
Deputy Director

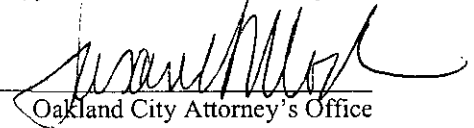
APPROVED AND FORWARDED TO THE
LIFE ENRICHMENT COMMITTEE


OFFICE OF THE CITY ADMINISTRATOR

Attachment A – Master Facilities Plan PowerPoint Presentation
Attachment B - Oakland Public Library's 2006 Draft Master Facilities Plan
Attachment C - Oakland Public Library's 2006 Draft Master Facilities Plan: Feasibility Study of
the Adaptive Reuse of the Kaiser Arena as a New Main Library

2006 JUN -1 PM 1:59

Approved as to Form and Legality


Oakland City Attorney's Office

OAKLAND CITY COUNCIL
RESOLUTION No. _____ C.M.S.

INTRODUCED BY COUNCILMEMBER _____

**RESOLUTION TO ACCEPT THE RECOMMENDATIONS FOR
IMPROVED LIBRARY FACILITIES AS CONTAINED IN THE OAKLAND PUBLIC
LIBRARY'S 2006 MASTER FACILITIES PLAN**

WHEREAS, the Oakland Public Library embarked on the development of a Master Facilities Plan in 2002 in response to the community's need for improved services; and

WHEREAS, the Oakland community has clearly indicated that its libraries play a significant role in their day-to-day lives; and

WHEREAS, the development of the 2006 Master Plan has been a highly participatory process with over 4,000 public participants involved in surveys, community meetings, focus groups, and open houses; and

WHEREAS, the Master Plan articulates a vision that is based on this highly participatory needs assessment process and includes overall service recommendations and improvements for a revitalized system; and

WHEREAS, the Oakland Public Libraries are, in many instances, stretched beyond their capacities and have little room to grow and accommodate the many needs of patrons; and

WHEREAS, the Master Plan also identifies specific improvements to facilities, including capital costs and implementation strategies, such as funding options; and

WHEREAS, the Master Plan identifies under-served areas of the city without good access to any facility, and identifies the need for new facilities to provide equity in services; and

WHEREAS, this report introduces cost estimates for implementing the vision of the Master Plan, but does not advance possible plans for raising the needed amount of money; and

WHEREAS, the vision for the Oakland Public Library system is to improve all the libraries in the system, to supplement the system with new branches in the underserved areas, and to revitalize and expand the Main Library; now, therefore be it

RESOLVED: That the City Council is deeply committed to providing excellent library service to its residents through its network of Neighborhood, Community and Main libraries; and be it

FURTHER RESOLVED: That the Oakland City Council accepts the recommendations of the Oakland Public Library's 2006 Master Plan that address facilities, collections, services and programs for the diverse and unique population of Oakland.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 2006

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, BRUNNER, CHANG, KERNIGHAN, NADEL, QUAN, REID, AND
PRESIDENT DE LA FUENTE

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LATONDA SIMMONS
City Clerk and Clerk of the Council
of the City of Oakland, California