

2006 JUN 29 PM 7:04

TO: Office of the City Administrator  
ATTN: Deborah Edgerly, City Administrator  
FROM: Oakland Public Library  
DATE: July 13, 2006

**RE: Presentation Of Implementation Options For The Oakland Public Library's 2006 Draft Master Facilities plan and Request For Council Direction**

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## SUMMARY

On June 27, 2006, the Oakland Public Library presented to the Life Enrichment Committee the Library's 2006 Draft Master Facilities Plan<sup>1</sup> for approval. The Committee took the following actions:

1. Due to the scope and cost of the Draft Master Facilities Plan, the Committee asked staff to return on July 11, 2006 with a report delineating options for implementing the Plan and its funding in a phased manner.
2. In order to be able to consider a second proposal for the reuse of the Kaiser Center, to be presented to the Community and Economic Development Committee the same afternoon, the Committee took action to bifurcate the vote on the Master Plan approval, to consider the Branch recommendations separately from the recommendation for the adaptive reuse of the Kaiser Arena as a new Main Library.
3. The Committee voted unanimously to accept the Branch recommendations as outlined in the 2006 Draft Master Facilities Plan and split the vote (2 in favor; 2 abstentions) to accept the recommendations for a new Main Library at the Kaiser Center.

At the Committee's request, staff is proposing the following implementation options for the Branch and Main Library for City Council to consider in adopting the 2006 Master Facilities Plan and its recommendations:

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<sup>1</sup> Two documents are referred to as the 2006 Draft Master Facilities Plan: *Oakland Public Library Master Facilities Plan 2006 Draft Report* and *Oakland Public Library Master Facilities Plan Feasibility Study of the Adaptive Reuse of the Kaiser Arena as a New Main Library Draft Report*, June 2006

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**Oakland Public Library  
 2006 Draft Master Facilities Plan  
 Options for Implementation**

<b>Option</b>	<b>Bondable Cost</b>	<b>Libraries</b>	<b>Development Strategies</b>	<b>Deviation from Master Plan</b>
<b>1</b>	\$240,000,000  \$64.22/ \$100K AV*	<b>Full Scope of Master Plan:</b> 21 Branches Main Library at Kaiser	Per the Master Plan, improves all libraries, supplements the system with new branches and implements the Neighborhood and Community Library vision: <b>Expansion:</b> Asian, Brookfield, Dimond, Eastmont, MLK, Lakeview, Piedmont Ave, Rockridge, West Oakland Public Library <b>Service Upgrades:</b> AAMLO, Chavez, Elmhurst, Golden Gate, Melrose, Montclair, Temescal <b>New Libraries:</b> Hoover, Laurel, Oak Knoll (funded by developer), 81 <sup>st</sup> Avenue, San Antonio <b>New Main:</b> Per the Master Plan, a new 160,000 square feet Main Library within the Kaiser	<b>Full Scope of Master Plan</b>
<b>2</b>	\$200,000,000  \$53.52/ \$100K AV*	19 Selected Branches Main Library at Kaiser	<b>Expansion:</b> Asian, Brookfield, Dimond, Eastmont, MLK, Lakeview, Piedmont Ave, Rockridge, West Oakland Public Library <i>per the Master Plan</i> <b>Service Upgrades:</b> AAMLO, Chavez, Elmhurst, Golden Gate, Melrose, Montclair, Temescal <i>per the Master Plan</i> <b>New Libraries:</b> Laurel, Oak Knoll (funded by developer), 81 <sup>st</sup> Avenue <i>per the Master Plan</i> <b>New Main:</b> Reduced expansion of Main at Kaiser: 110,000 sq. ft./40,000 sq. ft. for future expansion and finish (Option is to leave 1-2 floors unfinished).	<b>All Expansions</b> as outlined in the Master Plan  <b>All Service Upgrades</b> as outlined in the Master Plan  No new libraries in Hoover, San Antonio  Main Library reduced from 160,000 sq ft to 150,000 sq ft and finished at 110,000 sq ft (40,000 sq ft for future finish)

\* Estimated based on conservative market assumptions. Actual cost per \$100,000 of assessed valuation will be dependent on prevailing market conditions at the time of bond issuance

**Oakland Public Library  
 2006 Draft Master Facilities Plan  
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<b>Option</b>	<b>Bondable Cost</b>	<b>Libraries</b>	<b>Development Strategies</b>	<b>Deviation from Master Plan</b>
<b>3</b>	\$157,000,000  \$42.01/ \$100K AV*	12 Selected Branches Main Library at Kaiser	<b>Expansion:</b> Asian, Dimond, Lakeview, Piedmont Ave, West Oakland <i>per the Master Plan</i> <b>Service Upgrades:</b> Brookfield, Eastmont, Elmhurst, Rockridge – mechanical, electrical, HVAC <b>New Libraries:</b> Laurel, Oak Knoll (funded by developer), 81 <sup>st</sup> Avenue <i>per the Master Plan</i> <b>New Main:</b> Reduced expansion of Main at Kaiser: 110,000 sq. ft./40,000 sq. ft. for future expansion and finish (Option is to leave 1-2 floors unfinished).	No expansion of Brookfield, Eastmont, Rockridge, MLK  No Service Upgrades to AAMLO, Chavez, Golden Gate, Melrose, Montclair, Temescal  No new libraries in Hoover, San Antonio  Main Library reduced from 160,000 sq ft to 150,000 sq ft and finished at 110,000 sq ft (40,000 sq ft for future finish)
<b>4</b>	\$123,000,000  \$32.91/ \$100K AV*	System-Wide Branch Libraries	Per the Master Plan, improves all libraries, supplements the system with new branches and implements the Neighborhood and Community Library vision  No New Main Library	None
<b>5</b>	\$117,000,000  \$31.31/ \$100K AV*	Main Library at Kaiser Arena	Per the Master Plan, a new 160,000 square feet Main Library within the Kaiser  No Upgraded/New Branches	None

\* Estimated based on conservative market assumptions. Actual cost per \$100,000 of assessed valuation will be dependent on prevailing market conditions at the time of bond issuance

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## **FISCAL IMPACT**

Depending on the option selected by City Council, staff will produce a report, resolution and ordinance that provide City Council the necessary documentation to implement any of the above options as a bond measure for voter approval at the November 7, 2006 election.

## **BACKGROUND**

In June 2006, a revised Oakland Public Library Master Facilities Plan was presented to the community recommending improvements (expansion, renovation, or new facility) for every library, including a new Main in order to raise all neighborhoods up to the level of the Library's 21<sup>st</sup> Century service goals. The 2006 Draft Master Plan also developed an implementation plan with construction costs identified for the branch library improvements.

All of Oakland's libraries are candidates for renovation, enhancement or expansion. In some areas lacking services, new libraries are needed and recommended as part of the Master Plan and this bond measure. A preliminary needs assessment and building program identified a need for a new Main Library of 120,000 to 160,000 square feet.

Implementation Options: On June 27, 2006, staff presented the Draft Master Facilities Plan to the Life Enrichment Committee and, at the Committee's direction, is returning with a listing of options for Council consideration.

The differing bondable amounts of \$117,000,000 to \$240,000,000 presented in the above chart provide implementation options for phased completion, from building out only the Main Library or only Branches to implementing the full scope of the Master Plan.

Due to years of deferred maintenance, lack of planning for modern technology and the general inefficient use of floor space, collections, services and space for staff and patrons, Oakland's public library buildings need, in some cases, major overhaul, as the Library plans for the next 50 years. 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 and to supplement, when possible, the system with new branches in the underserved areas. While staff would prefer to accomplish all recommended improvements in the same time frame, a logical phased approach, taking into account the availability of the Kaiser Center, and the critical nature of some of the recommended branch library improvements, is possible.

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## KEY ISSUES AND IMPACTS

All of the library projects accomplish one or more of the fundamental objectives as outlined in the 2006 Draft Master Facilities Plan, depending on the level of bond funding:

- Improve existing facilities to better serve customers more effectively and efficiently;
- Supplement the system with new branches to meet unfulfilled needs;
- Install adequate electrical, plumbing and ventilation systems;
- Install public restrooms in all facilities lacking them;
- Develop larger community-sized libraries to be geographically distributed throughout the city; and
- Build a new Main Library, depending on the level of bond funding.

Committee members agreed that the scope of the Master Facilities Plan was too broad and too costly to present to the voters as one bondable project.

Thus, Committee members will provide direction as to which of the proposed options they prefer the Library to pursue for funding and implementing the Master Facilities Plan. Depending on the option selected by City Council, staff will prepare a resolution and ordinance that will implement the option through a general obligation bond measure and raise funds for a variety of upgrades, repairs, expansions and building of new facilities, including a new Main, again, depending on the option selected.

## SUSTAINABLE OPPORTUNITIES

**Economic:** Libraries are destination points, drawing visitors from throughout the City and beyond. In many communities, it has been documented that branch libraries act as economic development anchors.

**Environmental:** As proposed in the Master Plan, the primary objective is to reuse and enhance many of the city's libraries.

**Social Equity:** The Library is a great equalizer, with resources for all, and welcomes all members of the community. It reflects the rich diversity of Oakland with programs and materials 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. Libraries are disability accessible and include, in many of its locations, technology enhancements for the vision and hearing challenged.

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## RECOMMENDATION AND RATIONALE

Staff requests that Council provide direction from the following options for moving forward to adopt and implement in full or phased, the 2006 Master Facilities Plan and its recommendations:

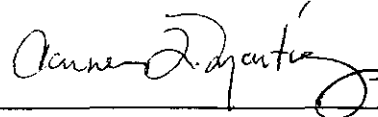
1. **Full Scope of the Master Plan:** This option provides for all of the improvements outlined in the 2006 Master Plan: improve all libraries in the system, supplement the system with new branches (Laurel, Oak Knoll, 81<sup>st</sup> Avenue, Hoover, San Antonio) in the underserved areas, and revitalize and expand the Main Library in the Kaiser Arena at 160,000 square feet.  
**Bondable Costs:** \$240,000,000 (one time bond measure for Full Scope of Master Plan)
  
2. **19 Branches/Main Library at Kaiser Arena:** This option provides for:
  - a. Expansion of the Asian, Brookfield, Dimond, Eastmont, Martin Luther King, Jr., Lakeview, Rockridge, Piedmont, and West Oakland libraries per the Master Plan;
  - b. Service upgrades to AAMLO, Chavez, Elmhurst, Golden Gate, Melrose, Montclair, and Temescal libraries to address mechanical, electrical, restrooms, parking, etc.;
  - c. New libraries in the Laurel, Oak Knoll and 81<sup>st</sup> Avenue areas; and
  - d. A new Main Library at Kaiser at a reduced expansion of 110,000 square feet with 40,000 square feet for future finish.**Bondable Costs:** \$200,000,000 (one time bond measure for less than Full Scope of Master Plan)
  
3. **12 Branches/Main Library at Kaiser Arena:** This option provides for:
  - e. Expansion of the Asian, Dimond, Lakeview, Piedmont Avenue, and West Oakland libraries per the Master Plan;
  - f. Service upgrades to Brookfield, Eastmont, Elmhurst, and Rockridge libraries to address mechanical, electrical, HVAC etc.;
  - g. New libraries in the Laurel, Oak Knoll and 81<sup>st</sup> Avenue areas; and
  - h. A new Main Library at Kaiser at a reduced expansion of 110,000 square feet with 40,000 square feet for future finish.**Bondable Costs:** \$157,000,000 (one time bond measure for less than Full Scope of Master Plan)
  
4. **System-Wide Branch Libraries:** This option, as outlined in the Master Plan, improves all of the branch libraries in the system, supplements the system with new branches in underserved areas, and implements the Neighborhood and Community Library vision.  
**Bondable Costs:** \$123,000,000 (phase 2 of two separate bond measures)

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5. **Main Library at Kaiser Arena:** This option, as outlined in the Master Plan Feasibility Study, recommends the expansion and relocation of the Main Library to the Henry J. Kaiser Arena. This option includes construction of a brand new, 160,000 square feet Main Library within the Kaiser Center Arena while preserving the historic west theater, meeting rooms and exterior.  
**Bondable Costs:** \$117,000,000 (phase 1 of two separate bond measures)

Under any of the above options, staff, if directed by City Council, will provide a report, resolution and ordinance to implement the option selected by Council through a bond measure for voter approval at the November 7, 2006 election.

Respectfully submitted,



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**Carmen L. Martínez**  
**Library Director**

Prepared by:  
Gerard G. Garzón  
Deputy Director

APPROVED AND FORWARDED TO THE  
RULES AND LEGISLATION COMMITTEE



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OFFICE OF THE CITY ADMINISTRATOR