

Planning & Transportation Commission Staff Report (ID # 10053)

Report Type: Study Session **Meeting Date:** 2/13/2019

Summary Title: Cubberley Master Plan

Title: The Planning and Transportation Commission Will Hold a Study

Session and Provide Feedback on the Progress and Conceptual

Site Layout and Circulation for the Cubberley Master Plan.

From: Jonathan Lait

Recommendation

Staff recommends the Planning and Transportation Commission (PTC) provide feedback on the progress of the Cubberley Master Plan, including draft conceptual site layout and circulation.

Background

The Cubberley Community Center is located on a 35-acre site in south Palo Alto that was previously home to Cubberley High School until 1979. Of the 35 acres, the Palo Alto Unified School District (PAUSD) owns 27 acres and the City of Palo Alto owns 8 acres. The City leases PAUSD's 27 acres and operates the community center on the combined 35-acre site. The lease has since been amended multiple times and the current amendment will expire in December 2019. The lease amendment includes a condition that the City and PAUSD will jointly develop a master plan for the entire site by December 31, 2019. A Cubberley Citizens Advisory Committee (CCAC) representing a cross-section of Cubberley tenants, city-wide neighborhoods, schools and city-wide representatives, and other relevant organizations, was formed in 2012 to cooperatively explore all practical joint uses of the Cubberley campus for both educational and community service needs. The result of the CCAC process was the recommendation that the site be designed for shared City/School District use and for the City and the School District to work cooperatively toward a phased development to support both school and community needs. The final report of the CCAC can be found at http://www.cityofpaloalto.org/civicax/filebank/documents/33455.

On March 9, 2016, the Palo Alto City Manager and PAUSD Superintendent signed a Cubberley Futures Compact to demonstrate the commitment between the City and the School District to collaboratively plan for the future of the 35-acre Cubberley site. City and PAUSD staff began

City of Palo Alto Planning & Community Environment 250 Hamilton Avenue Palo Alto, CA 94301 (650) 329-2442 working together on a scope of work and request for proposals for professional services to assist with the master planning effort and community engagement.

A professional services agreement with Concordia, LLC was approved by City Council on June 18, 2018 to assist with engaging the community to develop a vision and master plan and for the 35-acre site. The City and PAUSD are sharing equally in the cost of the master planning effort. On December 17, 2018 City Council approved the addition of the adjacent PAUSD properties Greendell School and 525 San Antonio Road to the project area and scope of the master plan, increasing the project area by 7.7 acres. Support to include these two properties into the study area for the master plan was expressed by community members who attended the first two community meetings, as well as members of the Parks and Recreation Commission. Members of the City-School Liaison Committee also showed support for inclusion of these two properties at their November 15, 2018 meeting. The addition of Greendell School and 525 San Antonio Road into the master plan area provides a wider distribution of programs and services for educational and community use. The project area is shown in Attachment A.

The June 18th and December 17th City Council Staff Reports can be found at:

https://cityofpaloalto.org/civicax/filebank/documents/65435

https://www.cityofpaloalto.org/civicax/filebank/blobdload.aspx?t=63453.06&BlobID=68173

Discussion

The Cubberley community co-design process began with two community meetings at the Cubberley Pavilion on September 27, 2018 and November 1, 2018. At these meetings and with assistance from a team of community "fellows", participants engaged in activities that would help define additional or expanded programs to complement the existing uses at Cubberley and allow for a future school at the site.

Participants also engaged in activities designed to understand the community's preferences and tolerances toward building height, parking and amount of green space using existing zoning limitations as a guide. Participants expressed a tolerance for 2-3 story buildings and preferred underground parking to maximize the site for green space.

Results of the first two meetings including program recommendations, preferred building height and site layout, and future shared uses is presented in the Cubberley Co-design Program Document (Attachment B). The full document is available on the project website at: https://www.pausd.org/sites/default/files/Cubberley%20Program%20Document_final.pdf

The third community meeting on January 24th used a draft massing (building shape, form and size) and program organization model to begin conversations around site circulation, program layout, and aesthetics. The model was developed from the community input received during the first two meetings. The model is a working concept for discussion to plan and organize the array of recommended educational and community uses that exist and were

recommended. The model also provides an opportunity to analyze site circulation and potential phasing.

The first two activities asked a series of questions related to site layout, program organization and adjacencies, and site circulation and parking. The final activity was to understand the architectural and landscape style preferences of meeting participants. The activity sheets used for this meeting are included as Attachment C. Results of the third community meeting will be included in the staff presentation to the Planning and Transportation Commission.

All project information and deliverables are available on the project website at www.pausd.org/cubberleycodesign.

Resource Impact

There are no resource impacts at this time. The costs for the Cubberley Master Plan are funded through the Cubberley Community Center Master Plan Project (CB-16001).

Next Steps

A City Council Study Session to provide feedback on the Cubberley Master Plan effort will occur on Monday February 11th followed by a PAUSD Board of Education study session on February 12th. The Parks and Recreation Commission provided input on the co-design progress at their January 22, 2019 meeting. Feedback and input received from the community, City Council, Board of Education, PTC, and Parks and Recreation Commission will help inform the next phase of plan development. The project team has been discussing the conceptual plan with staff from several City departments, including Public Works, Transportation and Planning. Additionally, Concordia has hired a transportation subconsultant (Fehr & Peers) and will hire a sustainability subconsultant to provide technical expertise and design guidance.

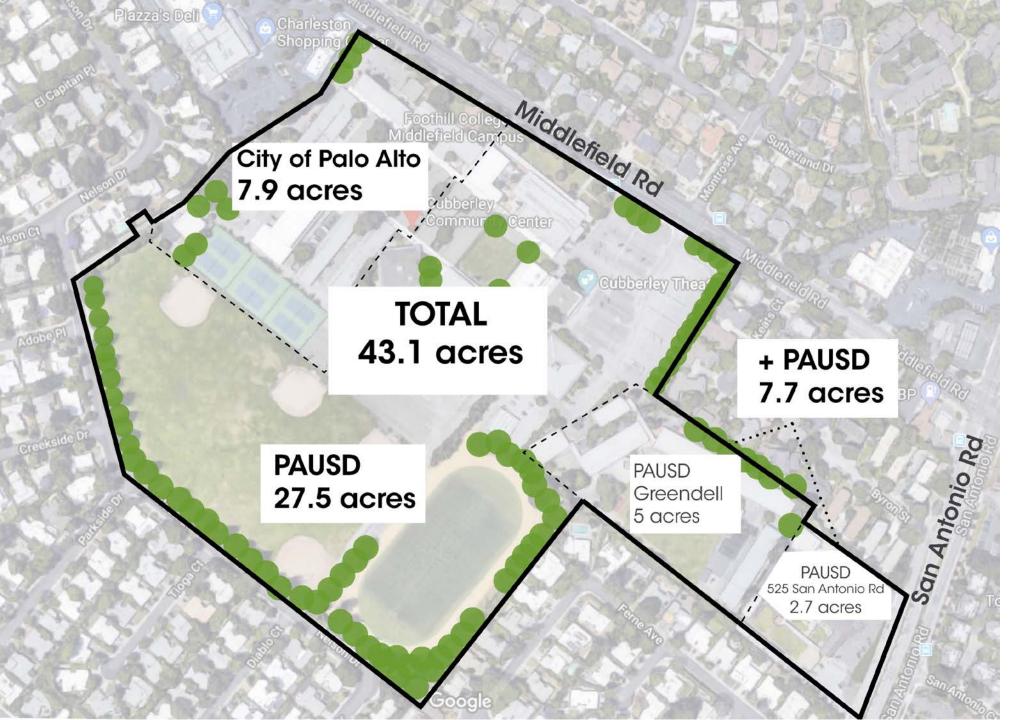
All the information gathered will be used to develop a draft master plan, which will include several conceptual design alternatives, cost estimates, and phasing scenarios. The fourth and final community co-design meeting to present the draft master plan will be May 9, 2019. A joint City Council/PAUSD Board of Education study session will be scheduled in spring/summer 2019 to review the draft master plan.

Environmental Review

Preparation of a master plan is considered a project under the California Environmental Quality Act (CEQA). A CEQA document will be completed for the master plan by an environmental planning consultant as part of the master plan process. CEQA review will be completed before City Council takes action on a final master plan.

Attachments:

- Attachment A: Plan Area (PDF)
- Attachment B: 190117 Cubberley Program Document condensed2 (PDF)
- Attachment C: Activities (PDF)



Attachment A: Cubberley Community Center Master Plan Area



PROGRAM DOCUMENT 01.08.19



Prepared by Concordia for the City of Palo Alto and the Palo Alto Unified School District.









INTRODUCTION

The Cubberley Community Center is a highly utilized and beloved community asset in south Palo Alto that serves a diverse range of people and functions. Cubberley has served Palo Alto first as a school and now as a community center. In the future, it can continue to provide community center services in new and improved facilities while also preserving the School District's flexibility to create a school on site in the future. The City of Palo Alto has an interest in maintaining the vital services and programs that Cubberley currently provides to the community and increasing programming for greater community benefit. For the Palo Alto Unified School District (PAUSD), this is the only large site that can accommodate a full high school or large middle school if increases in enrollment create a demand for a new school in the coming decades. Therefore, any plan must preserve the flexibility to house a new school on the site at a future time.

Now is the time to plan for this future. The buildings on the site are reaching the end of their functional life and the current site layout cannot accommodate both community center and school needs in the long-term. A large proportion of the site is covered by underutilized paved areas situated between sprawling single-story buildings. By rethinking the site layout and program adjacencies, it is possible that additional uses could be added to benefit community users and future students on site. The master planning process has engaged the City, the School District, and Cubberley neighbors and user groups to generate a proposed program mix that will support the community's needs in the future.

Co-design Process

The program evaluation work of the Cubberley Co-design Process engaged 289 participants in two interactive community meetings. The process built on the good work done by the Cubberley Community Advisory Committee and benefited from their thorough report describing the need for a joint redevelopment plan to accommodate the needs of community center users and a future school. In addition to this document, Concordia referenced the many additional city plans, school enrollment projections, and the existing site conditions to gain a comprehensive understanding of this project's needs and constraints.

The co-design process began with two community meetings held at Cubberley, where participants proposed and ranked program ideas and engaged in design activities to inform the physical parameters and goals of the design.



Goals

The final programming recommendations in this document reflect input gathered from stakeholders and user groups, as well as and the needs of PAUSD and the City. Program adjacencies and joint uses are recommended to reduce duplication of resources. Multiuse indoor and outdoor spaces are recommended to accommodate many different users at different times of the day and year. Increasing green space and opportunities to enjoy the outdoors on site is a major priority of the community. The recommended programs include the replacement, and in some cases expansions of existing Cubberley and PAUSD programs, plus some additional programs that can be utilized by the community and students at a future school. Initially, the plan only included the 35-acre Cubberley site, but in response to participant requests to incorporate the adjacent Greendell and 525 San Antonio Road, the master plan now includes those sites as well, totaling 43.1 acres.

Document Summary

Chapter 1, "Methodology and Goals," describes the engagement process and outcomes through which programming decisions were determined. Chapter 2, "Design Considerations," includes other parameters such as site constraints, zoning, and nearby assets that may will influence program and future design decisions. Chapter 3, "Program Recommendations," describes the recommended program components, including estimated size, quantities, adjacencies, general phasing, and shared uses. This chapter presents the general program goals that the design phase will hone in much more detail. Chapter 4, "Program Modules," includes many more details about each program module including key information for planning, design and cost-estimation.

Next Steps

This document is the programmatic road-map that directs the design phase. There will be two community meetings in the design phase. At the next meeting, on January 24th, 2019, the community will evaluate a draft design and engage their preferences for design direction and aesthetics.

The final meeting, on May 9th, 2019, will gather feedback on the draft plan. Continued engagement will ensure that programming work completed by the community is honored and ultimately incorporated into the architectural design for the Cubberley site.



Methodology and Goals

To arrive at the recommended blend of programming, Concordia worked in conjunction with project managers from the City of Palo Alto and the Palo Alto Unified School District to engage the community in a co-design process to program and begin designing the future for Cubberley. This process synthesized the needs and perspectives of the City, the School District, and the community at large. Prior to engaging the community through two co-design meetings, Concordia conducted research, recruited community fellows and spoke with program providers and the school principals on the Cubberley and Greendell sites.

Fellows

The planning team recruited volunteer "Community Fellows" in this process. These individuals volunteered their time to help provide outreach and meeting facilitation. There were 19 fellows, 11 adults and 8 students split evenly between Palo Alto and Gunn High Schools. Concordia led multiple facilitator training sessions with the fellows to prepare them for the role. Fellows helped get the word out about the meetings, and at the meetings they served as table hosts to facilitate table conversations and ensure all could participate equally in the activities.

Outreach and Research

As part of the background research and needs assessment for the project, Concordia met with existing Cubberley tenants and conducted a survey about the existing programs to better understand current space usage and program needs. When Greendell and 525 San Antonio Road were added to the scope of work, similar outreach was conducted with the principals of Greendell and the PAUSD Adult School, which is headquartered on the Greendell campus. This outreach provided a baseline understanding of existing programs and needs from the perspective of program-providers. Concordia also studied other nearby facilities and program offerings which were included on an asset map referenced by participants at the first meeting.



School District Needs

PAUSD needs are described in the original Request for Proposals: "For PAUSD, the overriding consideration regarding Cubberley is the need to provide for potential future school enrollment growth. Potential PAUSD employee housing, administrative facility needs and other extended educational needs are also a consideration. Current PAUSD enrollment projections do not support the need for an additional school within the next 5-10 years. However, both the proposed Stanford GUP and the City of Palo Comp Plan carry with them the risk of enrollment growth and the requirement for additional school facilities..."

With a time horizon of more than 50 years – the minimum life cycle of future buildings on site – the master plan must create the ability for a school of indeterminate size to be built at some point in the future through a phased approach to design and construction. Because of this uncertainty about future school size, we are planning under the assumption that a large school, roughly equivalent to the size of Palo Alto High or Gunn High may be needed at some point in the future. The plan should be flexible so that a smaller school can be built in the short-medium-term, and that facility can be expanded into a larger school in the future if need be. Therefore, space needs to be preserved for or able to be converted to school use in the future.

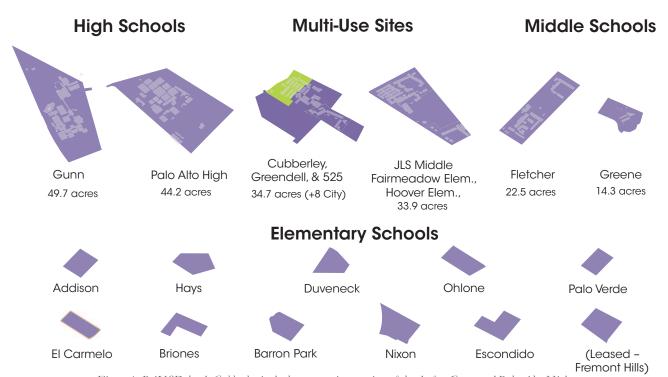


Figure 1. PAUSD land: Cubberley is the largest contiguous piece of land after Gunn and Palo Alto High.

Additionally, there are two existing PAUSD schools on site that are in need of new facilities: Greendell School and the Palo Alto Adult School (see Figure 2). The Greendell School is home to the Palo Alto Unified School District's Pre-Kindergarten programs. Young Fives, Transitional Kindergarten, PAUSD Special Education Preschool Program, Springboard to Kindergarten, and PreSchool Family are all part of Greendell. Their programs meet the needs of young children and their families through developmentally appropriate curriculum, family engagement and family education in a caring, inclusive school community.

The Adult School is currently split across several facilities, including Greendell, Palo Alto High School, Cubberley, and others. They are seeking a consolidated site from which to run their programs, most of which use shared classrooms during afterschool hours.



Figure 2. Site map showing ownership, the PG&E gas easement and protected trees

City Needs

From the City's perspective, there are short-term needs that should be addressed soon. Because the buildings in use are at the end of their functional life, a replacement for the Cubberley Community Center is a pressing need. The City has a broad vision for a community center that:

- 1. Provides a multi-cultural and multi-generational learning environment;
- 2. Supports the visual and performing arts; and
- 3. Offers wellness opportunities (fitness, athletics, therapeutic programs) to support the social, emotional and physical health of people of all ages and abilities.

Community Needs and the Co-Design Process

The co-design process focused on uncovering community needs and goals for the site. It began around two community meetings at the Cubberley Pavilion on September 27th and November 1st, 2018. At the first meeting, participants were asked to consider what programs would complement the existing function of Cubberley as well as a future school on the site. They nominated nearly 600 ideas in total and 219 unique ideas, many of which were expansions or improvements to existing programs on site.

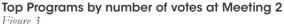


After organizing the results into popular groups of ideas, Concordia brought the ideas participants proposed back to Meeting 2 for them to rank and describe in more detail. At this meeting the eight highest ranked ideas were:

- Adult education
- Theatre/performing arts space
- Green space
- Makerspace/workshop
- Senior/multi-generational programs,
- A health and wellness center
- Cafe
- Flexible rental space

Several of those programs already exist on Cubberley—participants stressed the importance of preserving and improving them. The full results summaries from both meetings can be found in the appendix to this document.

In addition to quantitative results, participants described their visions for Cubberley through many comments and prompt responses. Overwhelmingly, participants want the new facility to provide more multi-functional green space and an outdoor environment conducive to community events, daily exercise, and simply enjoying being outside. In the second meeting participants elaborated most on a makerspace/workshop





that would be a hub for hands-on learning and creativity for all ages. Many, including the existing program providers, want to see the dance and health programs reorganized into a Health and Wellness Center that share a reception area, administration space, and some flexible-use spaces.

Concurrent to the program-related activities at the first two meetings, participants also engaged in design-related activities to communicate their preferences and tolerances for building size and massing. This was in part to ensure that additional community or future school programs would not infringe on the competing desire for more open space. Participants expressed a general tolerance for buildings 2-3 stories tall on the site and the desire to use underground parking, and secondarily, structured parking where necessary to maximize the green space on site. Although structured and underground parking are more costly to build than surface parking, participants identified that the value of the land is so great that it may be worth the investment for long-term community enjoyment of the site.

The final program mix recommended in this document reflects the input gathered at the meetings combined with the needs of PAUSD and the City. Wherever feasible, we recommend programs share spaces so that the site can serve as many users as possible, while retaining a relatively small footprint. Many programs requested at the meetings are continuations or expansions of the existing Cubberley programs. Many other ideas can be accommodated in flexible/multi-use spaces or existing program spaces such as the gyms or rentable classrooms. Because of these overlaps and combined uses, over 90% of the activities (weighted by frequency of nomination) participants said they wanted at the first meeting can be accommodated in the program recommendation that follows. Likewise, nearly all the programs they prioritized and elaborated on in Meeting 2 are also included.

The programs that are truly new additions to Cubberley include a cafe, pickleball courts, a wood workshop, media center, art classrooms, gallery, a skate spot, a biking and walking track, a culinary kitchen, and a playground. Many other existing programs will be reorganized, improved, and/or expanded to accommodate the existing needs in addition to future school needs.

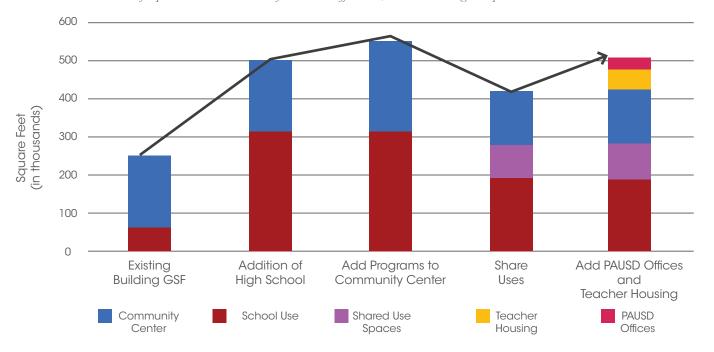
Participants were strongly supportive of sharing uses to save space where possible. The plan recommends that the theatre, two of the three gyms, the arts classrooms, culinary kitchen, gallery, makerspace/workshop, and large flexible event space be shared facilities between the community center and a future school. Participants also identified ways that the community center programs can supplement future school activities. Together, this represents roughly 100,000 square feet of indoor space shared by the community center and a future school. By reducing program duplication and the overall footprint, the

Program Clusters Senior by frequency Vote at Meeting 2 Adult Ed & Makerspace Figure 4. site also benefits from a lighter parking load, more green space, and/or the

Conceptual progression of Program and Space Size

inclusion of more programs that participants requested.

Figure 5. This graph shows the progression of assumptions developed for the long-term plan. Sharing uses such as gyms, and a theatre reduce the overall footprint and make additions of PAUSD Offices and/or teacher housing more practical.



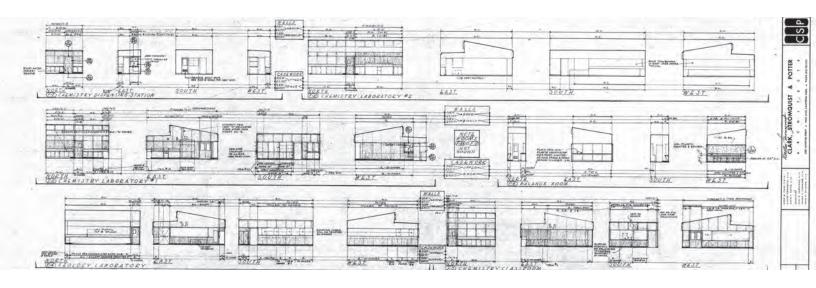


DESIGN CONSIDERATIONS

Site Conditions

Cubberley, Greendell, and 525 San Antonio Road form a combined 43.1-acre publicly owned site, one of the largest such sites in Palo Alto. The Cubberley site is 35.4 acres at 4000 Middlefield Road, consisting of a 7.9-acre property owned by the City of Palo Alto, and a 27.5-acre area owned by the Palo Alto Unified School District (PAUSD) and leased to the City. The PAUSD portion of the site is part of a larger parcel that also includes the 5.0-acre Greendell site. 525 San Antonio Road is an additional 2.7 acres owned by PAUSD, currently leased to two private schools.

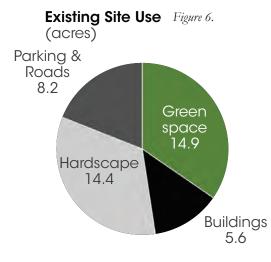
The buildings on the Cubberley site were constructed in the late 1950s, with some additional buildings added in the 1960s, to serve as Cubberley High School. The school was closed in 1979 due to declined enrollment and fell into disuse for a decade. In 1989, the City entered into a lease agreement and covenant not to develop with the School District. At this time, a building conditions report was commissioned to inform the necessary repairs for the site. This report included detailed drawings of building plans and descriptions of materials used in the buildings. Following those necessary repairs, the site became home to the Cubberley Community Center, following a site master plan developed in 1991. This plan organized the programming framework still present on site.

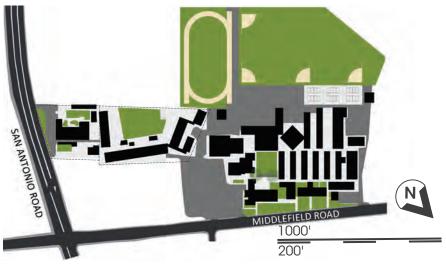




The buildings on the site are reaching the end of their functional lifespan, now close to 60 years old. According to the current lease agreement between the City and PAUSD, the City deposits \$1.86M into a property infrastructure fund specifically for repairing, renovating, and improving the Cubberley site. The buildings do not have central air conditioning and are not constructed to meet the energy requirements of today's CA Title 24 regulations. The site is also laid out inefficiently, especially given the value of land in Palo Alto. Most buildings on site are single rows of classrooms that open to the outside in underutilized paved gaps between the buildings. All but one of the buildings are single-story. In total, this 43.1-acre site provides around 250,000 square feet of interior space, a Floor Area Ratio (FAR) of .13. A much larger proportion of the site is occupied by surface parking and other underutilized paved areas.

When asked if any buildings should be preserved, almost all table groups at the first community meeting said no. Given all of these factors, we do not recommend attempting to renovate the existing buildings on site. A reconfigured site with new multi-story buildings will provide far more options for indoor and outdoor program use and will create the possibility of increased interior area to accommodate the long-term vision of a new school and community center.





Site	Site Area	Floor	Area	FAR	Site	Covero	ige
	(acres)	(sq ft)	(acres)	3.0	(sqff)	` /	
Cubberley	35.4	188,000	4.1	.12	180,000	4.1	11%
Greendell	5	40,700	.93	.19	40,700	.93	18.6%
525 San Antonio Roac	2.7	24,500	.56	.21	24,500	.56	20.7%
Total	43.1	253,200	5.8	.13	245,200	5.6	13.0%

Existing Uses

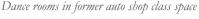
At Cubberley, rentable rooms account for approximately 35% of the building area. This includes two gyms, the auditorium, pavilion, theatre, meeting rooms, classrooms, dance studios and other small rentable spaces. These rooms are rented out on a regular basis by many groups on campus and off, including the PAUSD Adult School.

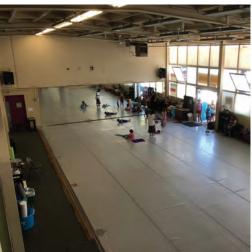
The rest of the facility is leased to other groups selected through an application process. We've categorized these programs as Health and Wellness (22% of the interior program), Education (21%), Visual and Performing Arts (9%), and Other Community Center Services (12%). Health and Wellness programs include programs for senior health and fitness, dance, martial arts, and soccer club rooms. Educational programs include a Chinese language, culture, and history program, after school programs, preschools, childcare, and summer enrichment programs. Visual and Performing Arts programs include artist studios for the Cubberley Artist Studio Program (CASP) and music practice and classrooms. The other non-profit and government organizations on site include the Cubberley administrative office and office and storage spaces for several other organizations.

Greendell includes the five Greendell programs and the Adult School discussed on page 6. 525 San Antonio Road is currently leased to Athena Academy and Genius Kids.

Gym B





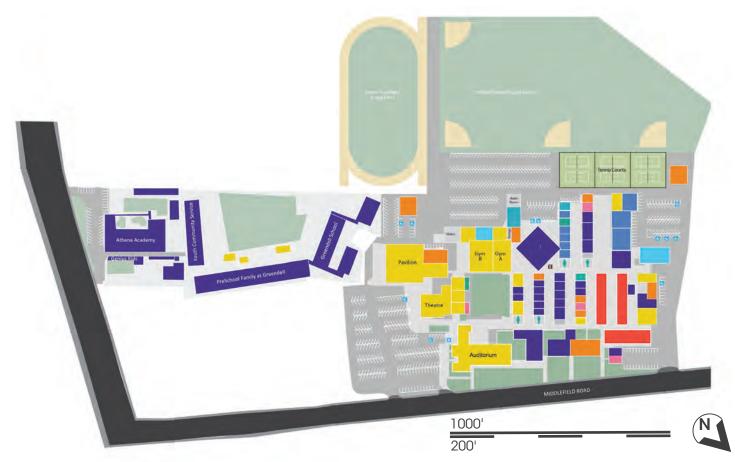






Friends of the Palo Alto Library

Preschool programs



Existing Program Distribution *Figure 7.*

Cubberley

Rentable Rooms

Pavilion Classrooms Lecture Activity

Meeting Room Dance Studios

Gym A & B

Gym Activity Room

Theatre Auditorium Music Room

Health & Wellness

Avenidas
REACH
Cardiac Therapy/Heart for Life
Art of Living
Ranger Taekwondo
Silicon Valley Karate
Dance Connection
Dance Magic
Dance Visions

Zohar Palo Alto Soccer Club Stanford Soccer Club

Education

Children's Preschool Center
Good Neighbor Montessori
Genius Kids
Living Wisdom School
BrainVyne
Imagination School
Ivy Goal Education
Make X
Acme Education Center
Chinese for Christ
Hua Kuang Chinese Reading Room
Children's Museum and Zoo

Visual & Performing Arts

Artist's Studios California Pops Orchestra Palo Alto Chamber Orchestra Melody's Music

Community Center Services

City of Palo Alto - OES Cubberley Center Office Palo Alto Historical Association Palo Alto Humane Society Minority Project California Law Revision Friends of the Palo Alto Library

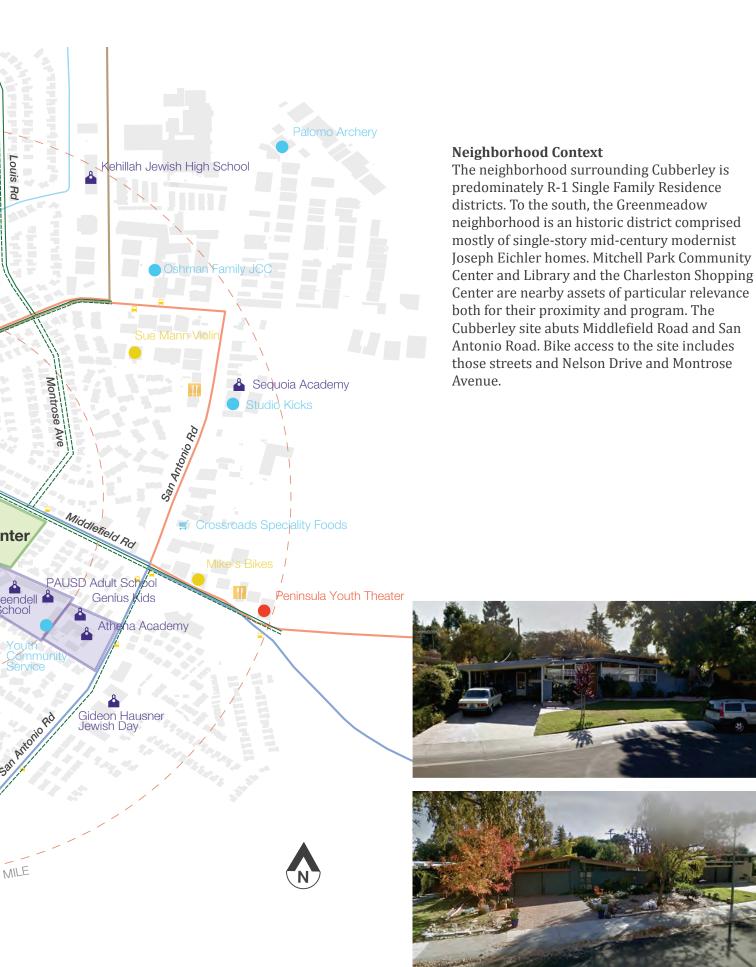
Greendell

Young Fives
Transitional Kindergarten
Special Education Preschool Program
Springboard to Kindergarten
PreSchool Family
PAUSD Adult Education

525 San Antonio Road

Genius Kids Athena Academy





Historic homes in Greenmeadow



Piazza's Fine Foods at Charleston Shopping Center







Mitchell Park

Charleston Shopping Center

Another exception to the residential zoning surrounding Cubberley is the Charleston Shopping Center to the north corner of the site along Middlefield Road. This shopping center is zoned as a Commercial District (CN) with a Ground Floor Commercial (GF) and Pedestrian Shopping (P) overlay. Current tenants of this shopping center include Piazza's Fine Foods, Mountain Mike's Pizza, Pet Food Express, Rojoz Gourmet Wraps, Peet's Coffee, Charleston Cleaners, a State Farm office, Subway, Green Elephant Gourmet, Rick's Ice Cream, and three salons: Annabelle Salon and Spa, Great Clips, and Blades Hair Salon and Barber. There are also many commercial uses near the site to the southeast along Middlefield Road. Just 200 feet away from the Cubberley site is a lot shared by a two-story office building, a plant nursery and a gas station. Another gas station is across the street at the corner of Middlefield and San Antonio Road, and the character of the area to the northeast of this intersection. extending into Mountain View, is entirely commercial.

Mitchell Park

To the northwest, there is an 80-acre mega-block anchored by Mitchell Park that includes two churches and seven schools, a fire station, a little league baseball diamond, and Stevenson House, a low-income senior housing program. Three of the schools are PAUSD schools: Fairmeadow Elementary, Hoover Elementary and JLS Middle. The others are private or religiously affiliated: Challenger Pre-K-8, Milestones Pre-K, Achieve Kids (a special education nonprofit), and Covenant Children's Center (childcare and Pre-K), which is Part of Covenant Presbyterian Church. Additionally, the Palo Alto Chinese School holds classes on the JLS campus at night. All of these educational resources benefit from Mitchell Park, which includes a multipurpose great lawn, three playgrounds (including the very popular all-inclusive Magical Bridge Playground), seven tennis courts, two pickleball courts, four handball courts, horseshoe pits, and a fenced dog run. The Mitchell Park Community Center and Library, redeveloped in 2014, includes, a teen center, Ada's Café, rentable educational and multipurpose spaces.



Greenmeadow Community Pool and JLS Pool

A new pool facility was a highly requested program element at the meetings. Although there are pools nearby Cubberley, the Greenmeadow pool and the JLS pool, neither of them are open to the public. Existing swim facilities are in high demand. The City envisions providing a swimming facility in south Palo Alto comparable to the popular Rinconada pool in north Palo Alto. This facility provides a template for a lap pool and a separate recreational pool.



Rinconada Park pools

Other nearby assets

Some other nearby assets are of note for their programmatic relationship to Cubberley. The Oshman Family Jewish Community Center is a large facility near Cubberley that includes health and fitness programs, youth programs, arts and cultural programming, co-working spaces, and senior housing. Peninsula Youth Theatre, just over the border in Mountain View, is a youth theatre production company that puts on shows at the Mountain View Center for the Performing Arts. The City of Palo Alto's Ramos Park is also within a ½ mile radius of the site.



Mountain View Center for the Performing Arts

Site Access

Cubberley is primarily accessed from Middlefield Road, at an intersection with traffic lights, opposite Montrose Avenue. This entrance brings visitors to the main parking lot and connects with the parking between the community center and the fields. Another vehicular access point, also on Middlefield, is adjacent to the Charleston Shopping Center. This access road connects to parking on the north-west side of the site and continues to Nelson Drive. However, the Nelson Drive exit is gated and is not usually publicly accessible.

Pedestrians and cyclists have more options for site entry. The site can be accessed from Nelson Drive on either side of the fields. Bike access to Cubberley is also improving due to the capital improvement of Montrose Avenue and Louis Road into bike boulevards. This addition to the bike network terminates at the main Cubberley entrance. There is also a pedestrian connection to the Charleston Shopping Center through a gate in the chain link fence between the sites. The Safe Routes to School Partnership provided a helpful map that shows the best routes to Cubberley for pedestrians and cyclists.

Given the existing intersection at Montrose and Middlefield that provides regulated car and bike access, there is good reason to maintain this intersection as the primary point of entry and egress in the new master plan, unless a contingency arises to do otherwise.

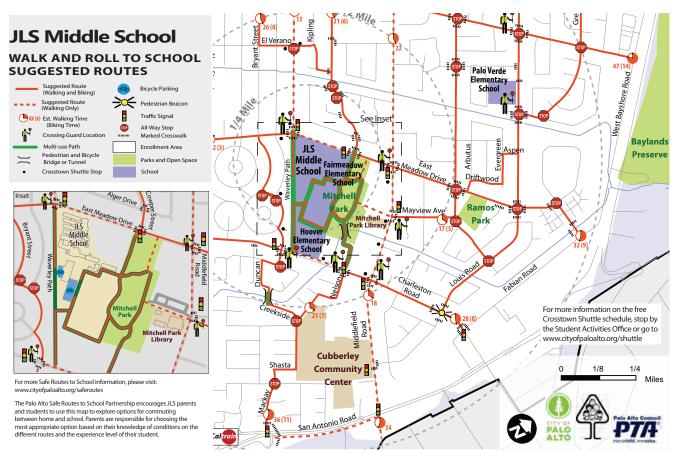


Figure 9. Recommended biking and walking routes provided by the Safe Routes to School Partnership.

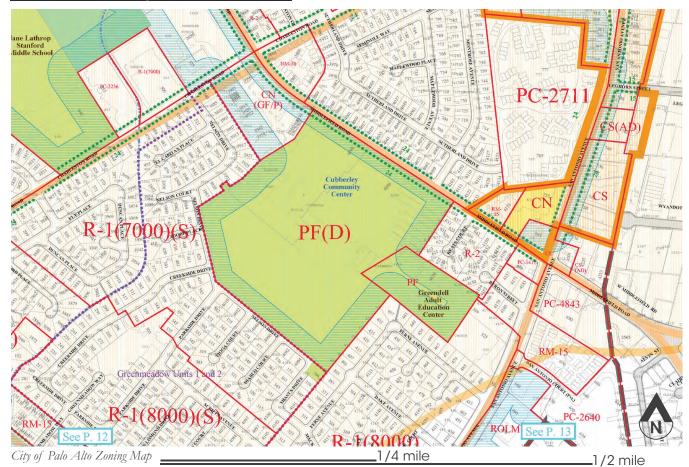
Zoning

Cubberley and Greendell are zoned Public Facilities (PF(D),) They fall within an overlay of the Site and Design Review Combining District. The allowable uses for 525 San Antonio Road differ from those at Greendell and Cubberley. 525 San Antonio Road is zoned R-1, intended for single-family dwelling units, however, community center, educational facilities, and day-care centers are conditional uses. Given its residential zoning, this site would be the best location to include teacher housing in the future. The site is surrounded by four different zones: PF, R-1, RM-15, and ROLM. If teacher housing is included, we recommend seeking a variance or zoning change to provide housing at a similar density to the two-story multi-family dwelling units in the RM-15 district immediately adjacent to the site on Byron Street. The zoning limits for building coverage and floor area ratio (FAR) for the site are shown in the tables below.

Development Standards	PF Zone	Cubberley		Greendell		R-1	525 San Antonio Road	
		Square Feet	Acres	Square Feet	Acres		Square Feet	Acres
Site Area		1,542,024	35.4	217,800	5.0		117,612	2.70
Max Allowable Site Coverage	30.00%	462,607	10.6	65,340	1.5	30.00%	35,284	0.81
FAR /allowable building area	1	1,542,024	35.4	217,800	5.0	0.3	35,284	0.81

Development Standards	Cubberley + Gr	eendell + 525
	Square Feet	Acres
Site Area	1,877,436	43.1
Max Allowable Site Coverage	563,231	12.9
FAR /allowable building area	1,795,108	41.2

Figure 10.



Maximum Height

There are maximum height limitations for the site, intended to ensure that buildings on the site are in scale with the neighborhood context. They restrict tall buildings near the street, but allow for increasing height farther from the street edge. When applied three dimensionally, these height regulations form a "zoning envelope," which is the volume on the site within which buildings can exist, illustrated in the diagram below. At 150' from the street edge, the maximum building height is 50'. Due to the size of the Cubberley site, the vast majority of the area on the site falls under this 50' limit. The Greendell site mostly falls under a 35' height limit. 525 San Antonio Road is limited to 33'.

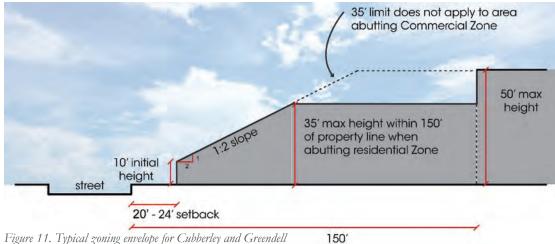


Figure 11. Typical zoning envelope for Cubberley and Greendell

Environmental Considerations

Environmental considerations including wind, sun path and orientation, rainfall, and weather patterns will all influence design decisions. The site is not in a flood zone, and according to NOAA, it will not be inundated by sea level rise until 10 feet of rise takes place, which is not currently anticipated to happen in the next 100 years.

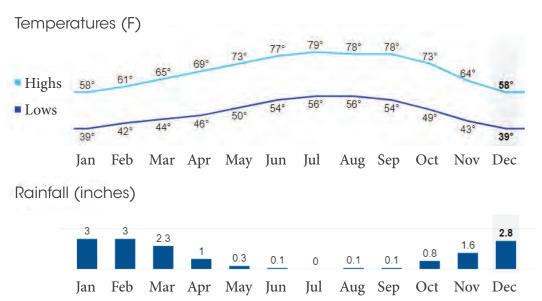


Figure 12. Weather Averages. Source NOAA via Google.

Sun and Wind Diagram



City Scale Context

At the city scale, Cubberley serves as a vital component of Palo Alto's community centers and parks, providing services to complement those available at other locations. It is also a major educational asset, as the third largest contiguous school property after Paly and Gunn.

Another city-scale context to consider is the context of Citywide plans for the future of the city as a whole. Concordia has reviewed several city and school district plans and documents, including:

- Cubberley Community Advisory Committee (CCAC) Report
- The City of Palo Alto 2030 Comprehensive Plan
- Walk and Roll Recommendations for Greendell/Cubberley
- 2018-2020 Sustainability Implementation Plan
- Palo Alto Bicycle and Pedestrian Transportation Plan
- Public Art Master Plan
- Enrollment Management Advisory Committee Final Presentation
- PAUSD Enrollment Projections

All of these plans and reports provide useful information and perspectives that bear on Cubberley. Some of these include direct and specific recommendations for Cubberley; the CCAC Report's recommendations undergird the overall intent of the Cubberley Co-Design Master Plan. Other plans here provide more general goals that the Cubberley plan can help address. Concordia intends to align the master plan for Cubberley as much as possible with the recommendations and goals set forth in these plans.

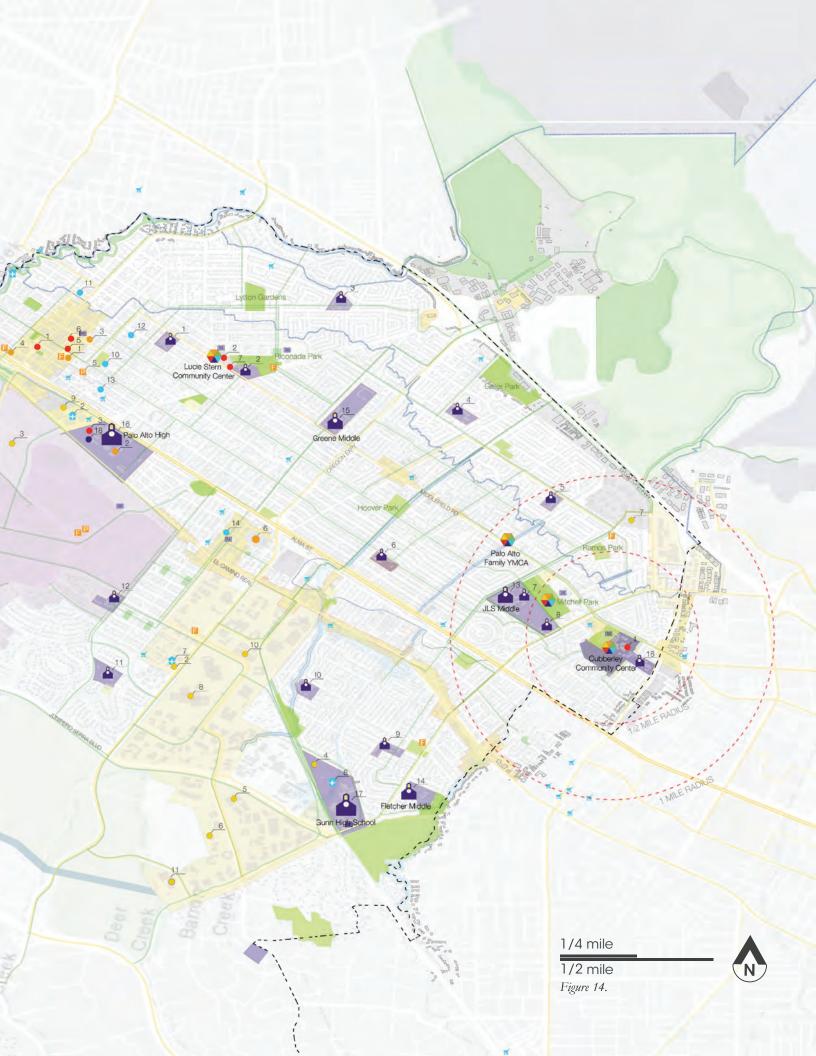
EDUCATIONAL Addison Elementary..... Walter Hays Elementary..... Duveneck Elementary...... Ohlone Flementary Palo Verde Elementary..... El Carmelo Elementary..... Fairmeadow Elementary..... 8 Herbert Hoover Elementary..... Juana Briones Flementary..... 9 Lucille Nixon Elementary..... Escondido Elementary..... 12 JLS Middle... Fletcher Middle..... 14 8 Greene Middle..... 15 Ā Palo Alto High..... 16 Ā 17 Gunn High..... Greendell/Palo Alto Adult School.... 18 Educational Zones Palo Alto City Hall... PAUSD Office..... US Justice Department..... Chamber of Commerce.....

Fire Stations

Stanford Hospital/Clinic.... Palo Alto Health Center..... General Neurological Clinic..... Stanford Children's Health..... Lucile Packard Children's Hospital..... Stanford Hospital/ER..... Lucile Packard Children's Hospital..... Palo Alto VA.... Stanford Aging Adults Service...... Palo Alto Sub-Acute Rehabilitaiton Center.. Webster House...... Channing House Jewish Family and Children's Services...... Family and Children's Services of Silicon Valley 13 Grocery Stores CULTURAL Arts, Theater, Museums The Stanford Theater.... Palo Alto Arts Center..... Palo Alto Players..... Havmarket Theater..... Cubberley Theater... Palo Alto History Museum..... Museum of American Heritage...... Palo Alto Junior Museum & Zoo.....

 Stanford Health Care. Lucile Packard Children's Hospital Veteran's Affairs Healthcare. VMware, Inc...) SAP Space Systems/ Loral.. Palo Alto Medical Foundation Economic Zones Public Parks Lytton Gardens. Rinconada Community Garden.. Guinda St. Pollinator Garden.... Arizona Gardens (Stanford). Bike Paths Bus Routes 100-Year Flood Plain

Stanford



Trees

There are many trees on site that should be preserved if possible. Some of these trees are "protected trees," requiring special City approval to remove. Protected trees include 1) any Coast Live Oak or Valley Oak which is eleven and one-half inches in diameter or more when measured four and one-half feet above natural grade; (2) Any Redwood tree that is eighteen inches in diameter or more; and (3) A heritage tree designated by the city council. Most of the protected trees on site are redwoods that surround the perimeter of the site (see image 5 and 6 below), which will be simple to preserve. The protected trees on the interior of the site range from roughly 30' tall to 100' tall. To the extent possible, all of these trees should be preserved, with greatest deference to the largest and healthiest among them.

Photos of protected trees on site. See map on following page for corresponding tree locations



Utilities

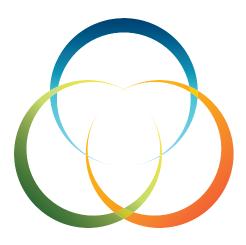
There are several utility lines that run from Middlefield Road to the buildings on the site. These include water, sewage, and electricity. None of these lines pose constraints to redevelopment, as they can be moved or rerouted relatively easily.

There are two PG&E natural gas lines that run beneath Middlefield Road. These are lines 132 and 109 and they are both 24" and have a maximum pressure of 400psi. Line 132 runs along the southern edge of the road, near the site, while 109 is roughly 65' north of Line 132. Because there are two active pipelines within 1500 feet of the site, the site does not meet the "Stage 1" screening requirements of the California Department of Education guidelines. A "Stage 2" risk analysis will be necessary prior to construction to evaluate the potential risk that these lines pose to people on the site.

In addition to these two gas lines, there is a 10' PG&E easement that runs through the center of the site, parallel to Middlefield road. This line has been inactive since the 1960s when, according to PG&E's records, it was transferred to the City. The City has no such records. The City's records show it as belonging to PG&E. PG&E does reserve the 10' easement for a future pipeline use here, although they have no current plans to add such a line. This 10' easement does add a site constraint. No buildings should be planned within that easement, as PG&E reserves the right to dig there to add and access a pipeline in the future.

Figure 15. Map of protected trees, PG&E easement, and PG&E lines. See images on previous page for photos corresponding to the numbered perspectives below.



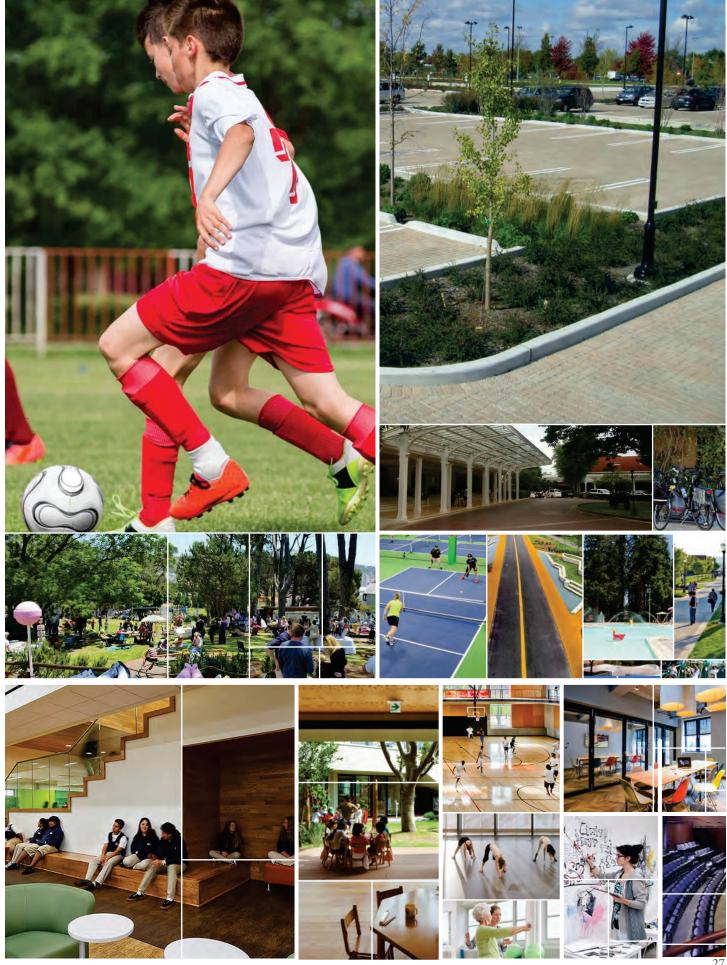


PROGRAM RECOMMENDATIONS

This chapter describes the program elements we recommend be included in the Cubberley master plan, based on the community input and research conducted during the programming phase of the Cubberley master planning process. In the engagement process, participants described their vision for the site to be a beautiful destination, with improved facilities, more green space, and some new uses to complement the programs that make Cubberley the vibrant community hub that it is today.

The recommendations herein draw heavily from community proposals at the two meetings, responding both to their indoor and outdoor program recommendations and input on what can be shared between the community center and a future school on site. While this program document does not include specific site design recommendations – that will be developed fully in the design phase and final master plan – these program recommendations have been developed in tandem with site studies to ensure that the balance of program sizes, parking needs, desire for outdoor green space, and participant tolerances for building heights are all balanced and respected in this programming proposal.

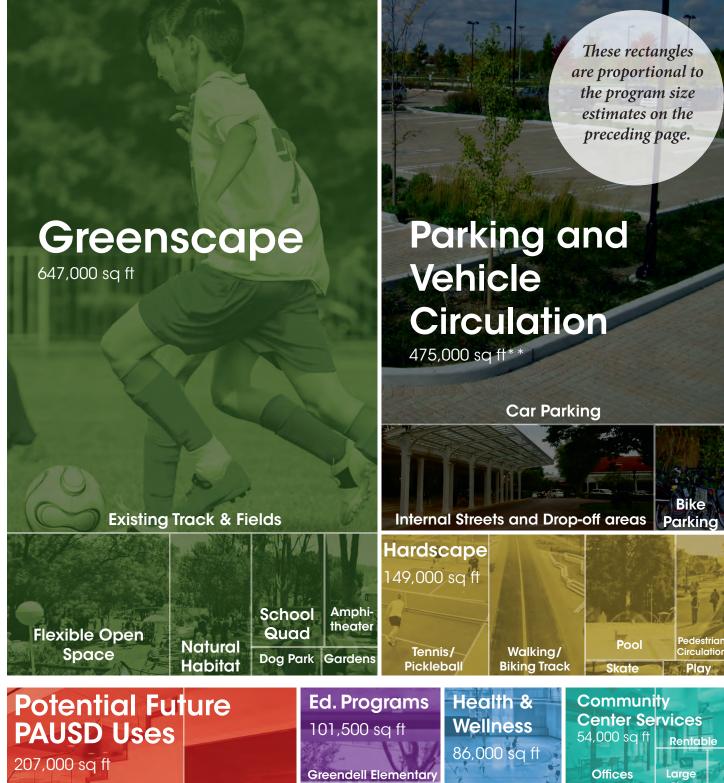
During the design phase, these program elements will be further developed and organized to honor the community vision for the site and set the course for how the site will serve the Palo Alto community for the rest of the century.



PROPOSED FUTURE PROGRAM LIST

Indoor Programs	Estimated Size* (sq ft)	Outdoor Programs	Estimated Size* (sq ft)
Health & Wellness Center Health, Wellness, and Senior P Dance and Martial Arts Studio Outdoor Sports Club Rooms Gyms	26,400 3,300 40,000	Greenscape Existing Track and Fields School Quad Flexible Open Space Natural Habitat Plantings Amphitheater	647,000 510,000 20,000 ~60,000 ~30,000 ~16,000
Community Center Service Cubberley Admin. and Tenan Rentable/Flexible Spaces Large Flexible Event Space		Dog Park Community Gardens Hardscape	~6,000 ~5,000 149,000
Commercial Kitchen Performing Arts Theatre Lobby/Café Music, Rehearsal, and Accessory Theatre Spaces	1,000 24,000 13,000 3,000 8,000	Tennis and Pickleball Playground and Outdoor Exe Walking/Biking Track Skate Park Pool Pedestrian Circulation Bus Stop Waiting Area	48,000
Visual Arts Visual Arts Classrooms and M Art Gallery Visual Arts Studios Makerspace/Woodshop	37,000 edia Lab 10,000 3,000 16,000 8,000	Parking & Vehicle Circ. Car Parking Bike Parking Vehicular Circulation & Drop	475,000 375,000** 20,000 -off Areas ~80,000
Educational Programs Cubberley Childcare and Preschools Primary/Secondary and Enrice PAUSD Adult Education Croondall Elementary	101,500 15,500 shment 14,000 36,000 36,000	Outdoor estimate	~1,271,000
Potential Future PAUSD Uses Future Middle or High School School District Offices Teacher Housing		* All sizes are estimates. Sizes subject to change a	0 0 1
Indoor estimate	<509,500	~ indicates a greater degree of flexibility in the pro ** Parking needs will be determined in the design a traffic and parking study. 375,000 sq ft is roug parking stalls at a ratio of 1 stall per 325 sq ft, i	phase and informed by hly equivalent to 1,150

lanes in a parking lot.





SHARED USES

ID MODULE CLUSTER

WEEKLY USE TIME TABLE

A A1 A2 A3 A4	Health & Wellness Center Health, Wellness, and Senior Programs Dance and Martial Arts Studios Outdoor Sports Club Rooms Gyms	Weekdays During After School School	Weekends
B B1 B2 B3 B4	Community Center Services Cubberley Admin. and Tenant Spaces Rentable/Flexible Spaces Large Flexible Event Space Commercial Kitchen		
C C1 C2 C3	Performing Arts Theatre Lobby/Café Music, Rehearsal, and Accessory Theatre Spaces		
D D1 D2 D3 D4	Visual Arts Visual Arts Classrooms and Media Lab Art Gallery Visual Arts Studios Makerspace/Woodshop		
E E1 E2 E3 E4	 Educational Programs Cubberley Childcare and Preschools Primary/Secondary and Enrichment PAUSD Adult Education Greendell Elementary 		
F F1 F2 F3	Potential Future PAUSD Uses Future Middle or High School School District Offices Teacher Housing		
		Share	munity Use ed/Alternating Use D Dedicated/Primary Use

PROGRAM SIZE BY USER GROUP

	Estimated Size (sq ft)
PAUSD Dedicated/Primary Use E4 Greendell Elementary F1 Future Middle or High School F2 School District Offices F3 Teacher Housing	243,000 36,000 <125,000 52,000 30,000
Shared/Alternating Use A4 Gyms B3 Large Flexible Event Space B4 Commercial Kitchen C1 Theatre C2 Lobby/ Café C3 Music, Rehearsal, and Accessory Spaces D1 Visual Arts Classrooms & Media Lab D2 Art Gallery D4 Makerspace/Woodshop E2 Primary/Secondary and Enrichment E3 PAUSD Adult Education	145,000 40,000 9,000 1,000 13,000 3,000 8,000 10,000 3,000 8,000 14,000 36,000
Community Center Use A1 Health, Wellness, and Senior Programs A2 Dance and Martial Arts A3 Outdoor Sports Club Rooms B2 Rentable/Flexible Spaces B1 Cubberley Admin & tenant spaces D3 Visual Arts Studios E1 Childcare and Preschool Programs	121,500 16,300 26,400 3,300 12,000 32,000 16,000 15,500
PAUSD + Shared Use Community Center + Shared Use	<388,000 269,500
TOTAL	<509,500

PHASING, BUILDING COVERAGE, AND ADJACENCIES

Module Cluster Building Area and Footprint

PHASE	MODULE CLUSTER	Est. GSF	# levels	Est. Building Site Coverage (SQ ff)	Elevation Diagram
1	Health & Wellness Center	86,000	1-3	40,333	
	Community Center Services	54,000	1-3	24,000	
	Performing Arts	24,000	1	24,000	
	Visual Arts	37,000	3	12,333	
	Educational Programs	101,500	1-2	58,000	
2	Potential Future PAUSD Uses	<207,000	2-3	< 82,667	
		< 509,500		< 241,325	

Site Use

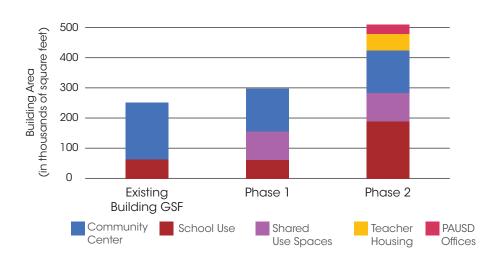
By using a range of building heights between 1 and 3 stories, the total indoor space of buildings on the site can double while maintaining the current 13% footprint coverage. Although parking demand will increase, by using underground and/or structured parking, the parking footprint can also be reduced, which will increase green space on site.

	Site Area (acres)	Indoo (sq ft)	r Area (acres)	FAR	Building Site Coverage (sq ft) (acres) (% site)
EXISTING					
Cubberley	35.4	188,000	4.1	.12	180,000 4.1 11%
Greendell	5	40,700	.93	.19	40,700 .93 18.6%
525 San Antonio Road	2.7	24,500	.56	.21	24,500 .56 20.7%
Total	43.1	253,200	5.6	.13	245,200 5.6 13.0%
PROPOSED					
Cubberley	35.4	368,500	8.46	.24	177,167 4.06 11%
Greendell	5	85,000	1.95	.39	42,500 0.98 19%
525 San Antonio Road	2.7	52,000	1.19	.44	26,000 0.60 22%
Total	43.1	505,500	11.6	.27	245,667 5.64 13%

Phasing

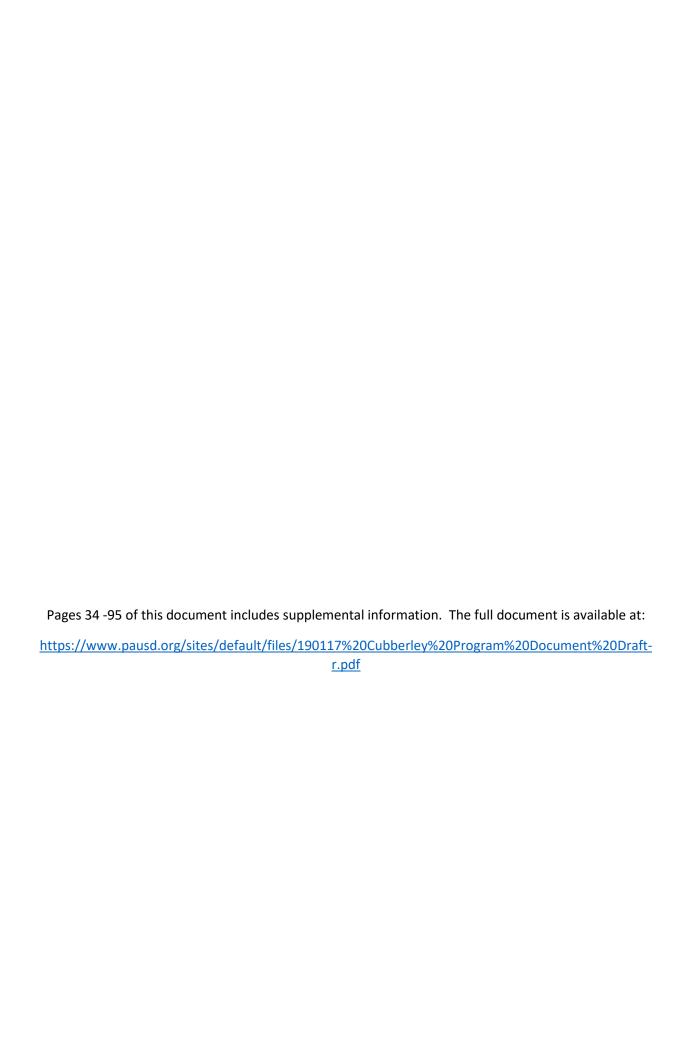
The phasing plan will be developed in detail in the master plan. Phase 1 and 2 will likely have several sub-phases to minimize disruption to ongoing programs during construction.

Based on adjacencies, site ownership, and construction timelines, we recommend organizing programs exclusive to the



Site Organization

community center use on the City's property. Shared uses will generally be organized in between the City and School use according to sensible adjacencies and site constraints. The area planned for a future middle or high school and school district offices can function as surface parking or green space prior to construction, to be replaced by structured parking once the school is built. The area planned for future teacher housing can continue to be leased educational space until housing is constructed. Health & Makerspace Wellness Center Gyms Adult Ed Performing **Affordable** Arts Center Teacher /isual Art Housing Visual Arts Classrooms & Other Gallery Community **Event** Space Not to scale .**E**nrichmer Offices 33



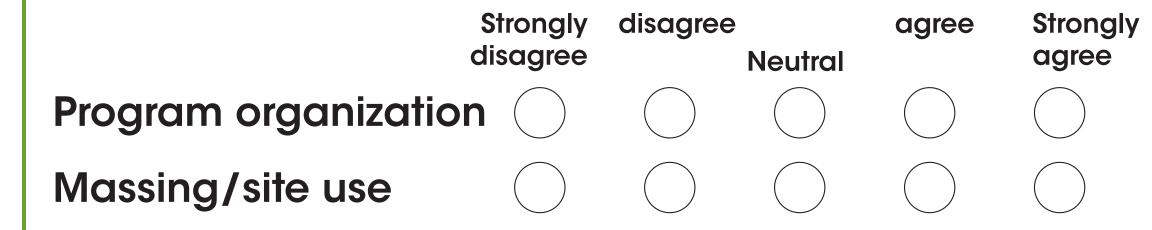
Program Organization and Massing - DRAFT





We would like to get your feedback on this draft massing and program organization.

Do you agree/disagree that this massing model fulfills community goals for the site?



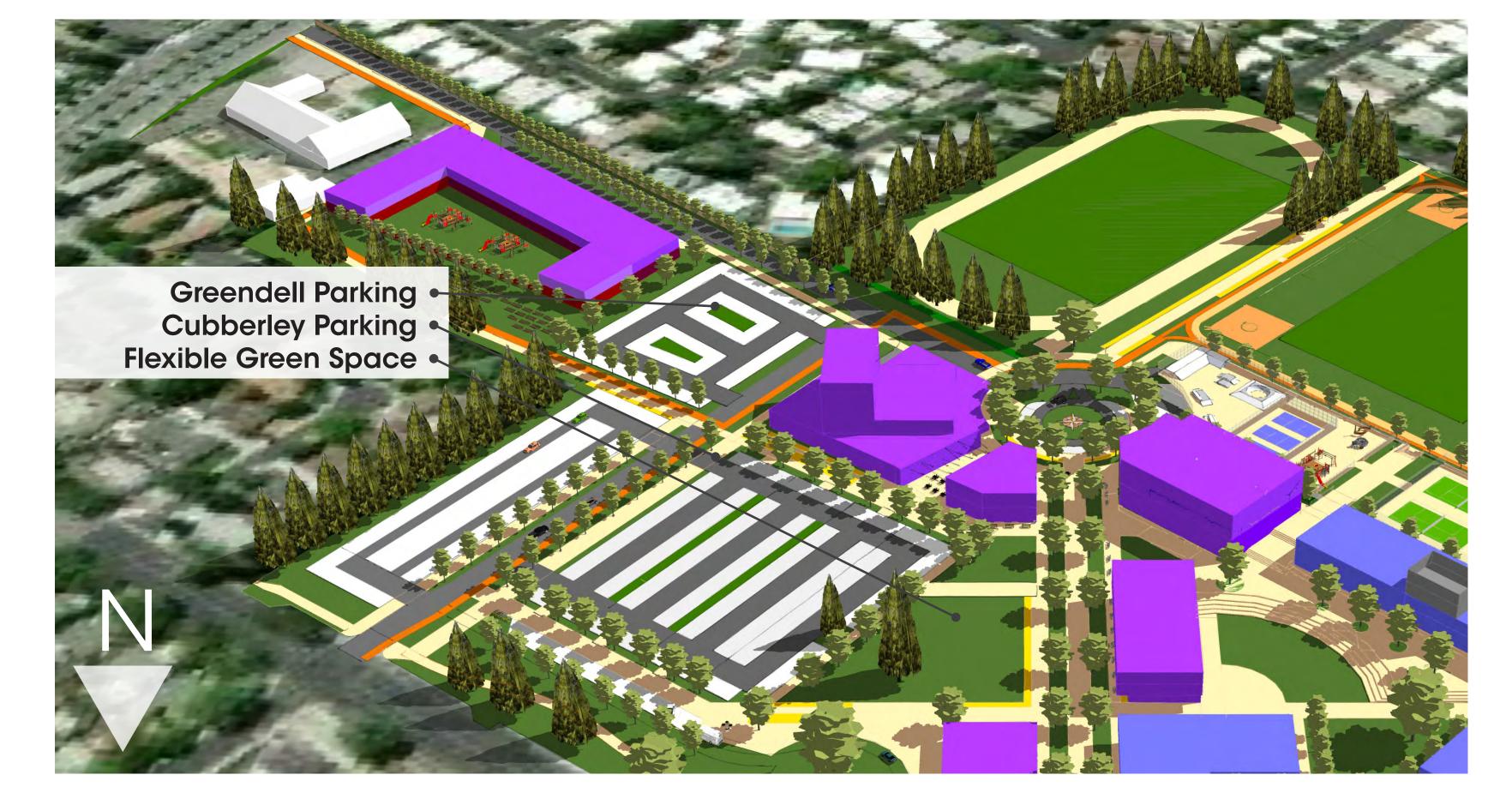
What is working well about this site organization and program adjacencies?

What is not working well or needs more attention?

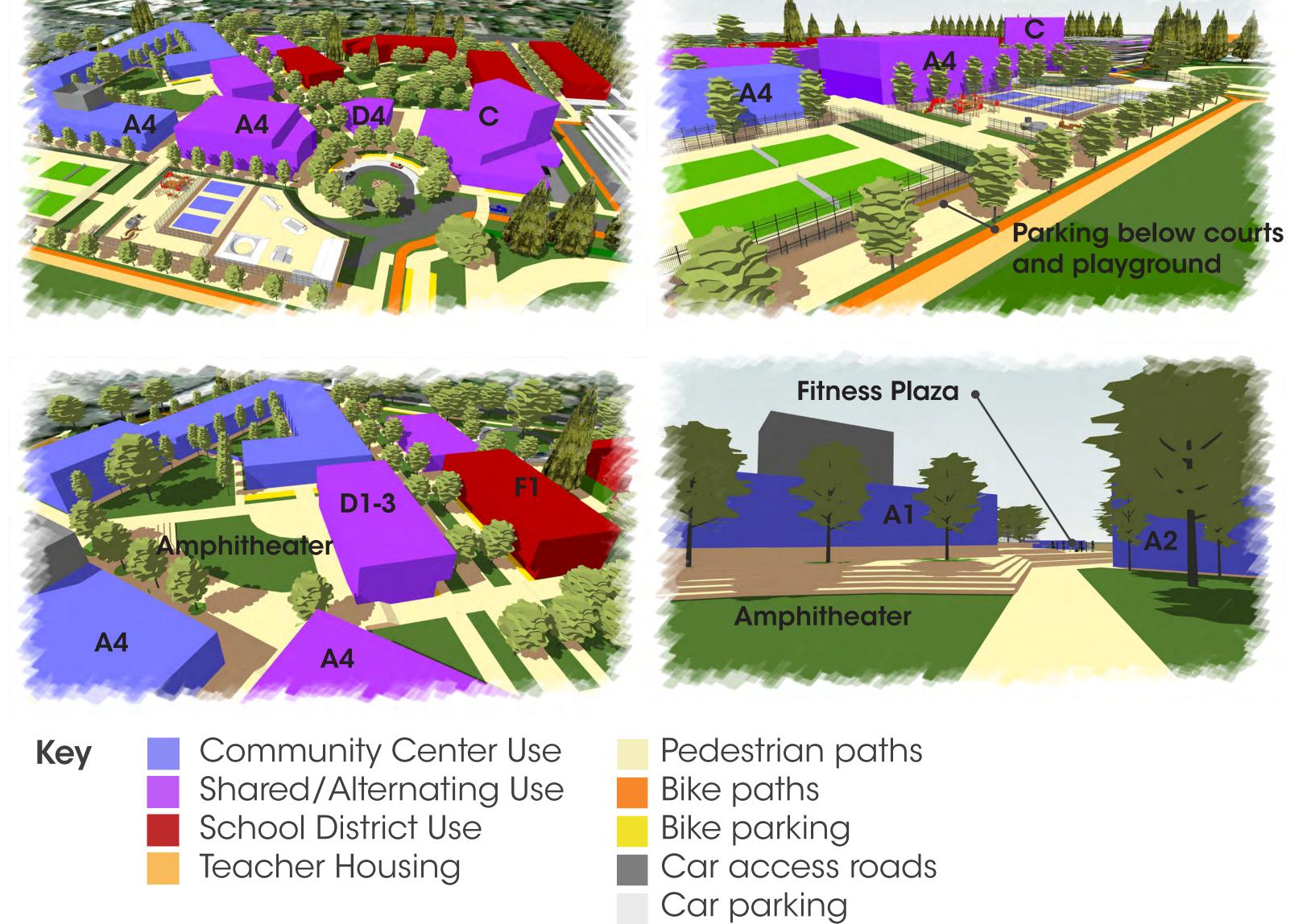
What activities or events would you like to see accommodated in the outdoor spaces?

Add other thoughts or comments you have about this massing and site organization.

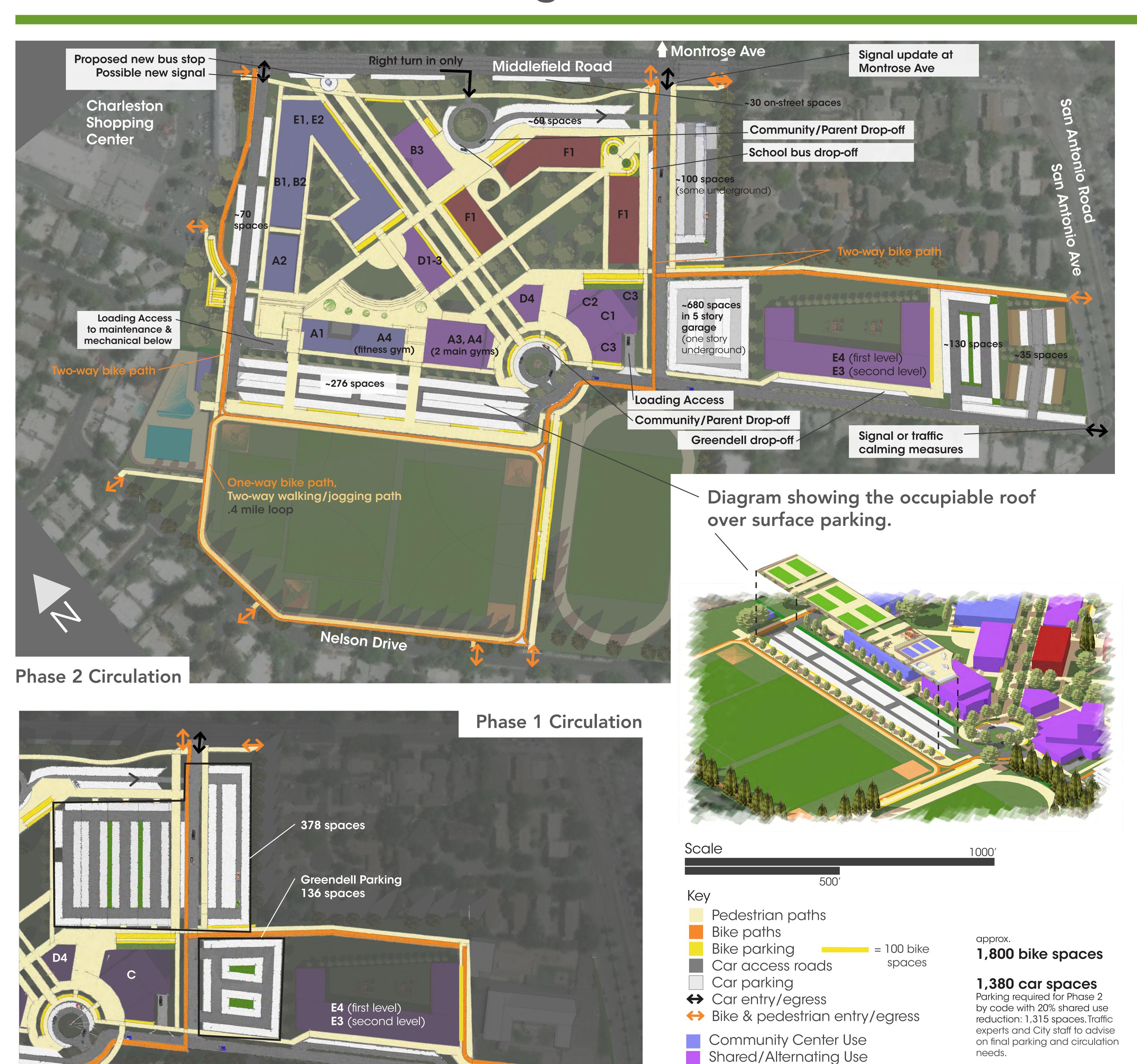
Complete Site (Phase 2)



Site prior to future school



Site Circulation and Parking - DRAFT



School District Use



We would like to get your feedback on this draft circulation plan. Let us know if you agree with the following statements and tell us why with Post-its.

Does this plan seem safe and easy to navigate for:

	Strongly	disagre	е	agree	Strongly	
	disagree		Neutral		agree	
Pedestrians						
Bicyclists						
Cars						

Does parking access look convenient for:

Strongly disagree	aisagre	e Neutral	agree	Strongly agree
	O 7	disagree	disagree Neutral	al'ara ara

What issues or concerns do you have about site access and circulation?

Add other comments or notes on the diagram or below.

Look and Feel: Architectural Style Preferences

Together your table will work together to create overall design guidelines.

- 1. Discuss what architectural style you'd like to see at Cubberley.
- 2. Grade the elements of the precedents on a 1-5 scale.
- 3. Rank the four styles shown.
- 4. Add comments and/or suggest other precedents for how the buildings should look and feel. Let us know about precedents we should look at.

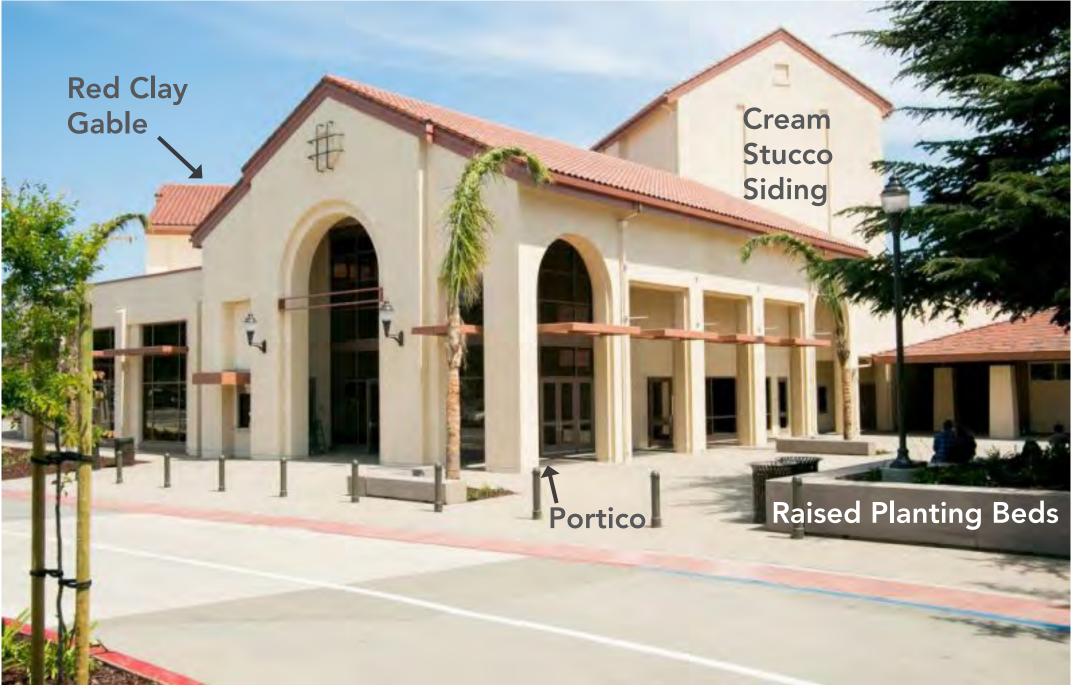
Mid-Century Modern



Arts & Crafts



Mission Style





1 2 3 4 5

1 2 3 4 5

1 2 3 4 5





		TARREST AND THE PARTY OF THE PA
	Brick Accents	
CRoof shape	(1) (2)	(3) (4) (5)
<u>Materials</u>		3 4 5
Windows and openings	1 2	3 4 5

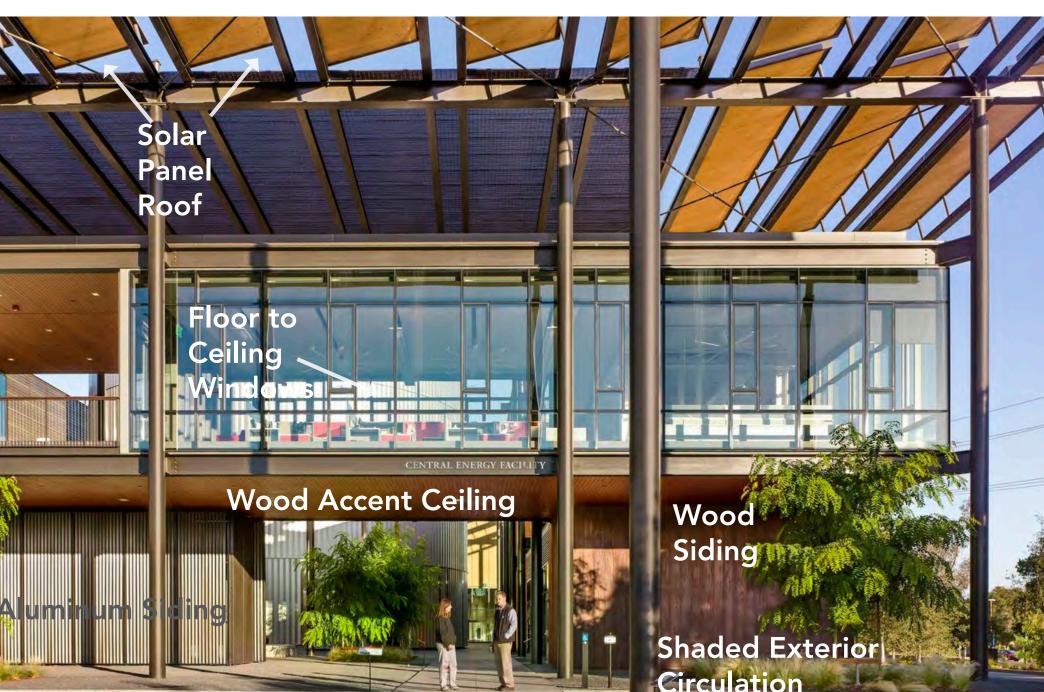
1 2 3 4 5





CRoof shape	1 2 3 4	5
Materials	1 2 3 4	5
Windows and openings	1 2 3 4	5
Fit in the neighborhood	(1) (2) (3) (4)	5





	V	
Roof shape	1 2 3	4) (5)
Materials	1 2 3	4 5
Windows and openings	1 2 3	4) (5)
Fit in the neighborhood	1 2 3	4) (5)



COMMENTS/ ADDITIONAL PRECEDENTS

COMMENTS/ ADDITIONAL PRECEDENTS



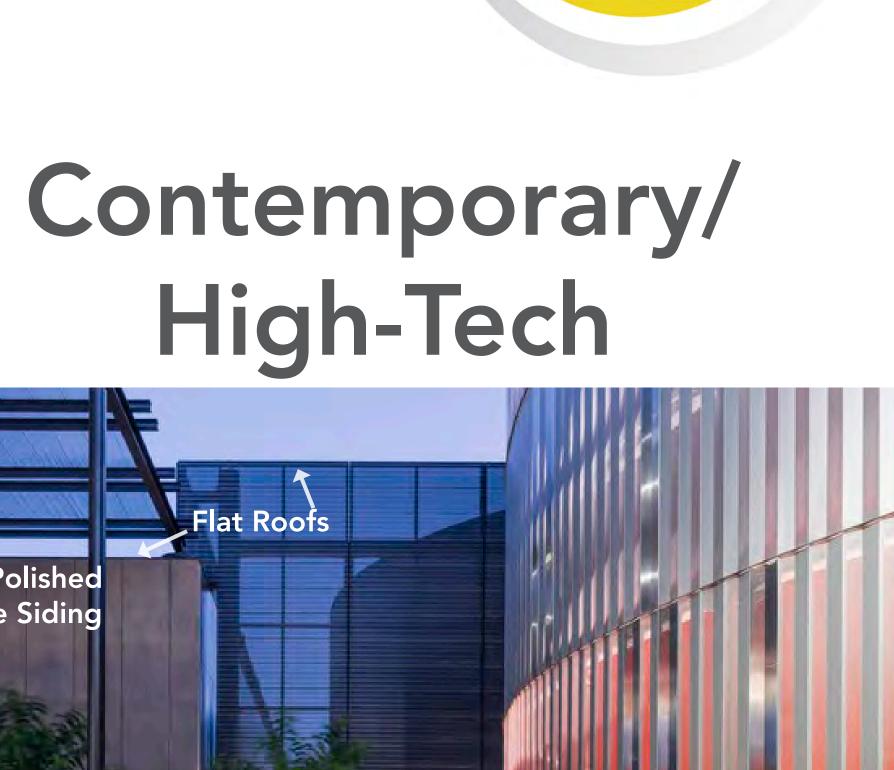
Roof shape

Windows and openings

Fit in the neighborhood

COMMENTS/ ADDITIONAL PRECEDENTS

Fit in the neighborhood



Look and Feel: Landscape Style Preferences

Together your table will work together to create overall design guidelines.

- 1. Discuss and choose where your group's preferences lie on each of the three style spectrums below.

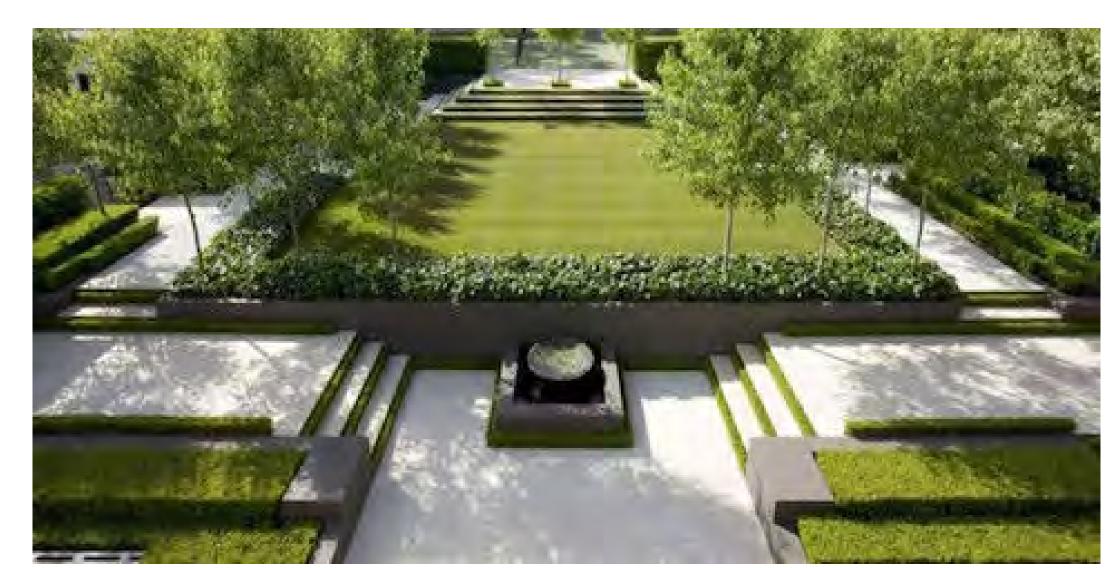
 2. Add suggestions for how the landscape should look and feel. Let us know if there are precedents we should look at!



Shapes and Forms







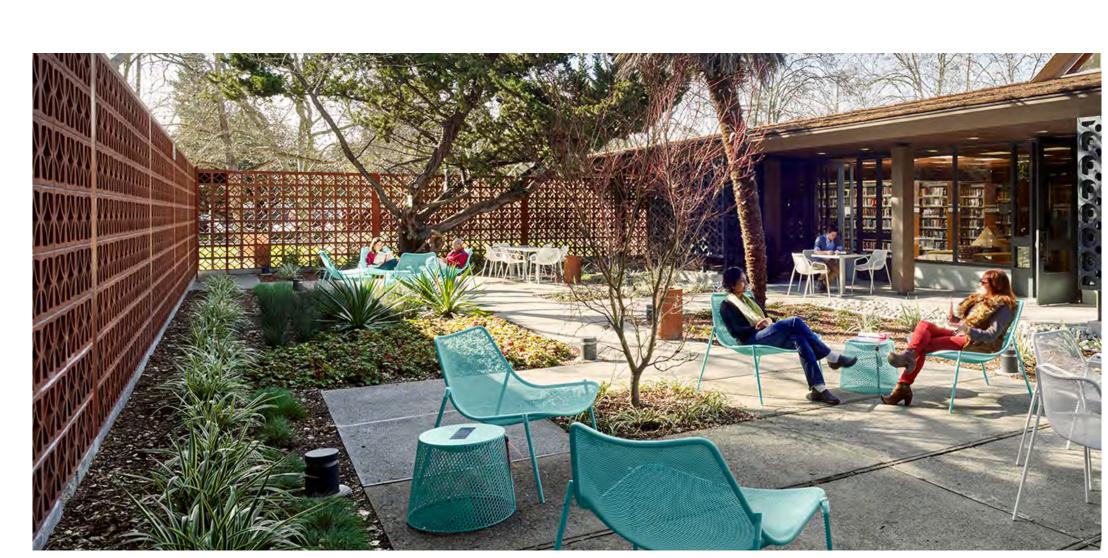


Orthogonal

Landscape / Hardscape





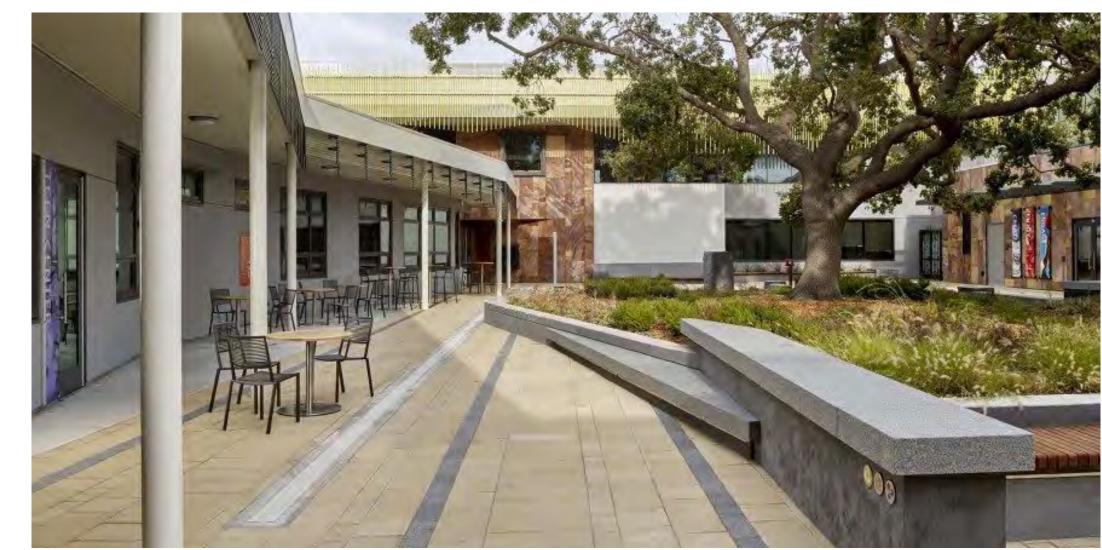




Hardscape

Paving Color Palette









Warm