



# City of Palo Alto

(ID # 8194)

## Policy and Services Committee Staff Report

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**Report Type: Action Items**

**Meeting Date: 6/13/2017**

**Summary Title: Recommend RFP for Cubberley Community Center Master Plan**

**Title: Request for Proposals for a Consulting Firm to Assist the City of Palo Alto and Palo Alto Unified School District With Master Planning of the Cubberley Community Center**

**From: City Manager**

**Lead Department: Community Services**

### **Recommendation**

Staff recommends that the Policy and Services Committee recommend Council direct the Community Services Department to release a Request for Proposals for a Consulting Firm to assist the City of Palo Alto and Palo Alto Unified School District with master planning of the Cubberley Community Center.

### **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 has leased PAUSD's 27 acres since January 1, 1990 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 and shall meet and confer to determine the scope and funding for the preparation of the plan.

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. Several sub-committees were formed focusing on school needs, community needs, facilities, and finance. Additionally, a Policy Advisory Committee consisting of City Council members and School District Board members was created. 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, City Manager Jim Keene and PAUSD Superintendent Max McGee 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. Since then, City staff have had conversations with design thinking teams at Stanford's d.school and IDEO to better understand the role that design thinking techniques could have in planning for the future of Cubberley. City and PAUSD staff have been working closely together to develop a scope of work that will be used to request proposals from consulting firms who are experienced in master planning, design thinking and stakeholder engagement. The scope of work has gone through multiple iterations as the school district further analyzed their enrollment projections and potential future needs for Cubberley.

## **Discussion**

Both the City and PAUSD have an interest in developing a plan for the 35-acre site to meet the future educational, recreational, and community needs of PAUSD, Palo Alto and the community and have committed to collaborating on the future use of the entire Cubberley site. The City has a broad vision for a community center that provides a multi-cultural learning environment and supports social, emotional and physical health for all ages and abilities. The City is ready to define the function and form of a new center on its eight acres and the City has established a Cubberley Community Center Master Plan Capital Improvement Plan in the City of Palo Alto Fiscal Year 2017 Capital Budget (Project Number CB-16001).

PAUSD is concurrently evaluating the best possible future use of their 27 acres. The overriding consideration to PAUSD regarding Cubberley is projected school enrollment, administrative facility needs and other extended educational needs. The current data for PAUSD enrollment projections do not support development of Cubberley in the near-term or mid-term for an additional school, with their time horizon being 10 or more years before the possible need could emerge. PAUSD has expressed their commitment to collaborating on the Cubberley master planning process.

Even though the time horizon for rebuilding parts or all of Cubberley may be different for the City and PAUSD the two agencies are committed to developing a comprehensive master plan that supports the interests of the community. City and PAUSD staff have drafted a scope of work for the master planning process which is described below.

## Scope of Work

With the assistance of a consulting firm experienced in creative and effective public engagement design thinking processes, the City and PAUSD will lead a collaborative

group of staff from both organizations, as well as community stakeholders in a master planning process that will include an evaluation of the community's assets and opportunities related to education, recreation and wellness. The master planning process will build on the previous work of the CCAC to develop an effective and comprehensive master plan for the Cubberley Community Center site. The goal is to create an inclusive yet flexible process that can accommodate changing needs for the immediate and long term future of the site. The outcome will be a process that is inclusive, adaptable, and synergizes multiple uses while meeting our timeline and shared vision.

The tasks included in the scope of work are grouped into two separate phases. The first phase is focused on developing a plan for efficient yet productive community engagement, and developing conceptual designs for Cubberley. At the completion of Phase One, we can expect to have three to six conceptual design scenarios that will be reviewed by Council, PAUSD Board of Education and the community. These scenarios will be developed with the stakeholder group, and will consider community input and results of the asset and opportunity evaluation. Phase One includes the following tasks:

- TASK 1: DEVELOP WORKPLAN
- TASK 2: REVIEW FINAL REPORT OF THE CUBBERLEY COMMUNITY ADVISORY COMMITTEE
- TASK 3: DEVELOP A STAKEHOLDER AND COMMUNITY ENGAGEMENT PLAN
- TASK 4: COMMUNITY ASSET EVALUATION
- TASK 5: VISIONING WORKSHOP
- TASK 6: DESIGN THINKING WORKSHOPS
- TASK 7: DEVELOPMENT OF CONCEPTUAL DESIGNS

Phase two will consolidate what was learned in phase one into a Master Plan document, including a preferred conceptual design alternative based on feedback received from Council and the Board of Education. Phase two will only be initiated after the consultant has successfully completed phase one. At the end of the second phase, we can expect to have a Final Master Plan with preferred conceptual design, and a completed environmental review that complies with the California Environmental Quality Act. Tasks included in phase two are:

- TASK 8: DRAFT CUBBERLEY MASTER PLAN REPORT AND SCHEMATICS
- TASK 9: COMMUNITY MASTER PLAN REVIEW MEETING
- TASK 10: CITY AND PAUSD COMMISSIONS, BOARDS AND COUNCIL STUDY SESSIONS
- TASK 11: CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) REVIEW
- TASK 12: FINAL CUBBERLEY MASTER PLAN

## **Timeline**

The scope of work will be presented for review and input at the following meetings:

June 13, 2017 – City Policy and Services Committee  
June 20, 2017 – PAUSD Board of Education  
August 2017 – City Council  
August 2017 - PAUSD Board of Education

It is expected that a Request for Proposals will be released in late August or September 2017 with the goal of having a contract in place by December 2017.

### **Resource Impact**

Cubberley Community Center Master Plan is included in the FY18 proposed Capital Budget (Project Number CB-16001) providing \$414,877 from the Cubberley Property Infrastructure Fund. A cost sharing agreement with PAUSD will need to be finalized prior to executing a professional service agreement for the master planning work.

### **Policy Implications**

This project is related to Comprehensive Plan Goal C-4, which states, "Attractive, well-maintained facilities that serve Palo Alto residents." Policy C-24 states, "Reinvest in aging facilities to improve their usefulness and appearance. Avoid deferred maintenance of City infrastructure" and specifically references development of a Cubberley Master Plan in Program C-19.

The Draft Parks, Trails, Natural Open Space Recreation Master Plan identifies Cubberley as a "unique opportunity site", and includes redevelopment of the Cubberley Community Center as a high priority and high urgency project. Additionally, the Draft Parks, Trails, Natural Open Space Recreation Master Plan includes the following Policy and Program, under Goal 2: Enhance the capacity, quality and variety of uses of the existing system of parks, recreation and open space facilities and services.

Policy 2.A: Sustain the community's investment in parks and recreation facilities.

Program 2.A.1 Collaborate with Palo Alto Unified School District to develop and implement a vision and master plan for the future of the Cubberley Community Center.

### **Attachments:**

- Att A: PA\_Cubberley Scope 5-30-17

**Master Plan and Visioning - Cubberley Community Center****The City of Palo Alto and Palo Alto Unified School****Goal**

To collaboratively develop a community vision and master design plan for the Cubberley Community Center that is innovative, flexible and adaptable.

**Purpose**

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 owns 27 acres and the City of Palo Alto owns 8 acres. The City leases PAUSD's 27 acres and operates the community center facility including athletic fields and tennis courts on the combined 35 acre site. The current lease between the City and PAUSD will expire in December 2019. In March 2016, Palo Alto's City Manager and PAUSD's Superintendent signed the Cubberley Futures Compact demonstrating their "commitment to jointly and cooperatively work toward a vision for the future that has the maximum impact for the common good" of the Palo Alto community and future generations.

Both the City and PAUSD have an interest in developing a plan for the 35 acre site to meet the future educational, recreational, and community needs of PAUSD, Palo Alto and the community and have committed to collaborating on the future use of the entire Cubberley site. The City has a broad vision for a community center that provides multi-cultural learning environment that supports social, emotional and physical health for all ages and abilities. The City is ready to define the function and form of a new center on its eight acres and the City has established a Cubberley Community Center Master Plan Capital Improvement Plan in the City of Palo Alto Fiscal Year 2017 Capital Budget (Project Number CB-16001).

PAUSD is concurrently evaluating the best possible future use of their 27 acres. The overriding consideration to PAUSD regarding Cubberley is projected school enrollment, administrative facility needs and other extended educational needs. The current data for PAUSD enrollment projections do not support development of Cubberley in the near-term or mid-term for an additional school, with their time horizon being 10 or more years before the possible need could emerge. While there are two discreet property-owners (City and PAUSD) within the 35 acres, the master planning process must recognize the benefit of planning the 35 acres collaboratively so opportunities for maximizing and sharing public space are included and the most benefit to the community is provided.

With the assistance of a consulting firm experienced in creative and effective public engagement design thinking processes, the City and PAUSD will lead a collaborative group of staff from both organizations, as well as community stakeholders in a needs assessment and master planning process. The goal is to create an inclusive yet flexible process that can accommodate changing needs for the immediate and long term future of the site. The outcome will be a process that is inclusive, adaptable, and synergizes multiple uses while meeting our timeline and shared vision.

The City and the PAUSD are seeking a design team that will partner with the community and build on the previous work of the CCAC to develop an effective and comprehensive master plan for the Cubberley Community Center site.

**Background**

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. Four sub-committees were formed to focus on: 1) school needs; 2) community needs; 3) facilities; and 4) finance. Additionally, a Policy Advisory Committee consisting of City Council members and School District Board members was created. The result of the CAC 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 Master Plan and visioning process will consider the prior work of the Cubberley Citizens Advisory Committee (CCAC) including the Final Report of the CCAC that was completed in 2013. ([http://www.cityofpaloalto.org/gov/agendas/cubberley\\_community\\_advisory\\_committee.asp](http://www.cityofpaloalto.org/gov/agendas/cubberley_community_advisory_committee.asp))

**Scope of Work****Phase One****TASK 1: DEVELOP WORKPLAN**

Consultant will work with City and PAUSD staff to finalize a detailed schedule of work for Tasks 2 through 5, including which tasks can be conducted in parallel, critical path tasks, key decision points and frequency of regular project team meetings/conference calls. All existing information that will be provided by the City and PAUSD will be identified in this task.

**Meetings to Include:**

- Meeting with City and PAUSD staff to review draft scope and schedule

**Deliverables:**

- Draft scope and schedule
- Final scope and schedule
- Request for information letter

**TASK 2: REVIEW FINAL REPORT OF THE CUBBERLEY COMMUNITY ADVISORY COMMITTEE**

Consultant will review the 2013 Final Report of the Cubberley Community Advisory Committee and all supporting and background material, meeting notes, including subcommittee meeting notes.

**Meetings to Include:**

- None

**Deliverables:**

- None

**TASK 3: DEVELOP A STAKEHOLDER AND COMMUNITY ENGAGEMENT PLAN**

Consultant will develop a stakeholder and community engagement plan that will guide community outreach during the Master Plan process, including specific charge of the group, timing of stakeholder participation, and number and format of stakeholder workshops and community meetings. The stakeholder group will be created through a public application process with final selection of the group by the City Manager and PAUSD Superintendent.

**Meetings to Include:**

- Stakeholder Advisory Group workshops (number of workshops identified in tasks 5 and 6)
- Community meetings (number tbd)

**Deliverables:**

- Stakeholder and Community Engagement Plan
- Stakeholder workshop agendas and outcome summaries

**TASK 4: COMMUNITY ASSET EVALUATION**

Consultant will conduct an evaluation of the community's recreational, educational and cultural assets to identify opportunities for Cubberley that address community preferences and fill existing gaps in services and programs, while maximizing public resources. The evaluation will use existing information to be provided by PAUSD and City (for example; existing uses of Cubberley Community Center, results of the City of Palo Alto's Parks, Trails, Open Space and Recreation Master Plan outreach efforts and Comprehensive Plan Update, PAUSD enrollment data and future projections, the report of the PAUSD Enrollment Management Advisory Committee, PAUSD youth and extracurricular programs), as well as other relevant data identified by Consultant (for example; projected local, regional and national trends in education and recreation). Consultant will identify where gaps exist and develop a plan to fill those gaps and obtain additional data, if needed. Consultant will prepare a draft report and a final report that consolidates the findings and recommendations of this task.

**Meetings to Include:**

- Stakeholder Advisory Group workshops (number tbd)
- Community meetings (number tbd)
- Presentation of final asset evaluation report to project team
- Presentation to City/School Liaison Committee

**Deliverables:**

- Draft memorandum summarizing findings of asset evaluation including inventory list of existing data reviewed, gaps identified in data, and plan for collecting additional information
- Draft memorandum summarizing findings of additional data collection efforts
- Final asset evaluation report and recommendations approved by City and PAUSD

**TASK 5: VISIONING WORKSHOP**

Consultant will design and lead a workshop with the Stakeholder Advisory Group to develop the vision, goals and guiding principles that will inform the direction and desired outcomes of the master planning effort. Consultant will develop a decision-making process that will be used throughout the master planning effort and will present this process at the workshop for discussion and agreement.

**Meetings to Include:**

- Workshop with City and PAUSD staff and Stakeholder Advisory Group (number tbd)

**Deliverables:**

- Workshop agenda

- Memorandum outlining decision-making process
- Workshop notes to include, at a minimum, the vision statement and goals

**TASK 6: DESIGN THINKING WORKSHOPS**

Consultant will apply a design thinking approach to facilitate a series of workshops with City/PAUSD staff and the Stakeholder Advisory Group. Using creativity and innovative tools, the workshops will generate facility and program concepts that will ultimately guide development of the Master Plan.

**Meetings to Include:**

- Workshops with City and PAUSD staff and Stakeholder Advisory Group (number tbd)

**Deliverables:**

- Workshop agendas
- Workshop summaries
- Three or more facility and program concepts for the 35 acre site
- Presentation to School Board and City Council on facility and program concepts

**TASK 7: DEVELOPMENT OF CONCEPTUAL DESIGNS**

Based on the results of Tasks 2 – 6, Consultant will prepare a minimum of three and a maximum of six conceptual designs for a future Cubberley facility layout and type of programming the facility layout would support. The concepts will reflect the outcome of the asset evaluation, visioning workshop and design thinking workshops. Each conceptual design will identify the location of different program elements such as education, recreation, and wellness. Multi-purpose, flexible spaces as well as potential shared spaces will also be called out. The scenarios will be presented to the community, commissions, City Council and PAUSD for review.

**Meetings to Include:**

- Project Team Meeting
- Stakeholder Advisory Group meeting
- Community Meetings
- Parks and Recreation Commission
- City/School Liaison Committee
- City Council
- PAUSD Board of Education

**Deliverables:**

- Three to six conceptual designs in electronic, print and display formats
- Presentation to School Board and City Council on facility and program concepts
- Meeting notes

**PHASE 2**

(Note: Scope and compensation for Phase 2 tasks will be negotiated following the successful completion of Phase 1.)

**TASK 8: DRAFT CUBBERLEY MASTER PLAN REPORT AND SCHEMATICS**

Building off the conceptual designs and subsequent feedback received (Task 7), Consultant will prepare a draft Master Plan for the 35 acre Cubberley. The draft Master Plan will include different scenarios for maintaining, modifying, and reconstructing the site and facilities, including site schematics and cost estimates to serve short, medium and long term needs of the community. Potential funding scenarios will be included.

**Meetings to Include:**

- Stakeholder Advisory Group meeting
- Project Team Meeting
- Parks and Recreation Commission
- City/School Liaison Committee

**Deliverables:**

- Staff project review meeting
- Stakeholder Advisory Group meeting agenda, presentation and summary
- City and PAUSD Staff Project Review Team meeting agenda, presentation and summary
- Presentation to Parks and Recreation Committee
- Presentation to City/School Liaison Committee
- Administrative Draft Master Plan Report Outline
- Administrative Draft Master Plan Report
- Public Draft Master Plan Report

**TASK 9: COMMUNITY MASTER PLAN REVIEW MEETING**

Consultant will design a community-wide review meeting to solicit feedback on the Draft Master Plan Report and schematics.

**Meetings to Include:**

- Community Master Plan review meeting (multiple meetings may be considered)

**Deliverables**

- Community Meeting agenda, presentation and summary

**TASK 10: CITY AND PAUSD COMMISSIONS, BOARDS AND COUNCIL STUDY SESSIONS**

Consultant will develop a presentation and walk-through of the Draft Master Plan Report and schematics for the City's Parks and Recreation Commission, Architectural Review Board, Planning and Transportation Commission and Historical Review Board for input and feed-back. Consultant will incorporate feedback received and prepare a presentation for a City Council study session. A PAUSD Board of Education will be scheduled if needed.

**Meetings to Include:**

- Parks and Recreation Commission Study Session

- Planning and Transportation Commission Study Session
- Architectural Review Board Study Session
- Historical Review Board Study Session
- City/School Liaison Meeting
- City Council Study Session (if needed)
- PAUSD Board of Education Study Session (if needed)

**Deliverables**

- Meeting staff reports, presentations and summaries

**TASK11: CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) REVIEW**

Consultant will complete the appropriate programmatic CEQA review in parallel with Task 10 below. Consultant will prepare for and lead all public hearings associated with the CEQA process.

**Meetings to Include:**

- Project Team Meeting
- Public Hearing(s)
- Parks and Recreation Commission
- Architectural Review Board
- City Council Meeting

**Deliverables:**

- CEQA Initial Study Checklist
- Administrative Draft CEQA document
- Public Draft CEQA document
- Response to public comments
- Final CEQA document

**TASK 12: FINAL CUBBERLEY MASTER PLAN**

Based on the combined input of City Boards, Commissions, City Council and the community, Consultant and the Staff Project Team will identify the necessary revisions and update the Draft Master Plan Report to reflect the input received. The site schematics will be revised in parallel as part of this effort. This revised document will be finalized as the Revised Draft Cubberley Master Plan. This version of the document will be presented to the City's Commissions for their review and recommendations and to City Council for adoption, along with the CEQA document prepared in Task 9.

**Meetings to Include:**

- Project Team Meeting
- Parks and Recreation Commission Study Session
- Parks and Recreation Commission Meeting – Recommend Approval of the Master Plan
- City Council Meeting
- Additional City Commission meetings as needed
- PAUSD Board of Education Meeting

**Deliverables:**

- Administrative draft Cubberley Master Plan
- Project Team meeting agenda, presentation and summary
- Parks and Recreation Commission meeting agendas, presentations and summaries

- City Council meeting presentations
- Board of Education meeting presentations
- Final Adopted Cubberley Master Plan

DRAFT