



City of Del Mar Staff Report



TO: Honorable Mayor and City Council Members

FROM: Kristen M. Crane, Assistant City Manager
Via Scott W. Huth, City Manager

DATE: May 1, 2017

SUBJECT: Shores Park Master Plan – Introduction of Three Initial Shared-Use Master Plan “Bubble Diagram” Concept Designs and Report on Next Steps for Seeking Community Input

REQUESTED ACTION/RECOMMENDATION:

Staff recommends that the City Council: 1) Receive this report on the status of the Shores Park Master Plan; 2) Receive Schmidt Design Group’s presentation on the three initial concept designs (“bubble diagrams”) for the shared-use master plan concept; 3) Affirm if all three concepts represent what has been heard from the community in order to proceed with further development of the three concepts to vet with the community, beginning at a community workshop in June 2016; and 4) Review next steps for the Master Plan effort.

EXECUTIVE SUMMARY:

The Shores Park Master Plan effort has been underway since late spring 2014. Through extensive community outreach in 2015, the project consultant developed the proposed list of amenities for the park, as well as “guiding principles” for how the community would like to see the park developed (Attachment A).

In January 2017, the City Council gave direction to staff to explore the concept of a shared-use Park Master Plan with the Winston School, which meant exploring potentially different placement/configuration for the school than limited to the current area they lease and exploring placement for other potential shared use amenities, like parking and the activity building.

Working with the school’s architect, OBR Architecture, the City’s landscape architect for the park master plan project, Schmidt Design Group, has identified three concept designs for how the park could be developed that reflect the shared-use approach and incorporate the guiding principles and all of the amenities most preferred by the

City Council Action:

community. The three concept designs are attached and will be presented and described in detail during the City Council meeting on May 1, 2017 (Attachment B).

DISCUSSION/ANALYSIS:

Following the January 2017 City Council direction to explore more of a shared-use approach to redeveloping the park in relationship to the school, as a starting point, the architect team identified opportunities and constraints to consider in looking at the overall site and how the preferred amenities might be placed to serve the needs of the community, the neighbors, the City and the School, as well as additional School operational needs. This was used as context for the creative design process as the team developed three new concept diagrams (“bubble diagrams”) for the park that show the preferred park amenities and the School, possibly on the same footprints, possibly on different shaped or sized footprints, or in different areas of the site altogether. They are described as “bubble diagrams” because they are preliminary sketches showing approximate size and placement, rather than precise locations or size.

As discussed in detail at the January 19, 2017 City Council meeting, a shared-use approach could be beneficial from multiple perspectives, such as maximizing public benefit, minimizing neighborhood impact, effectiveness of design, best use of space, and cost-efficiency. The current arrangement between the School and the City in terms of how the school and community use the park area and parking is essentially “shared-use.” Looking at the redevelopment of the park, possible opportunities for shared-use facilities could include parking, outdoor park elements, and the proposed activity building. The benefit to further exploring the concept of shared-use could:

- Potentially avail more space (or a more efficiently arranged space) for placement of the desired recreational amenities for the park;
- Place features and facilities in a way that maximizes efficiency and effectiveness of the design, which could potentially be a benefit to the neighbors, the City, the School, and the community; and
- Provide an opportunity to share facilities, which is more cost-effective for both parties, for construction and ongoing operations.

Collaboration between schools and communities/cities on shared-use of parks, fields, and amenities such as recreation centers/auditoriums is very common in many communities and has proven to be very efficient in terms of cost and maximizing community benefit.

All three concepts being presented to the City Council on May 1 incorporate all of the tier 1 and tier 2 amenities, and many of the tier 3 amenities that the community identified as their top preferences through Phase 1 and Phase 2 of the 2015 Shores Park Master

Plan community outreach effort, as well as the guiding principles. (See Attachment A for a complete list of the Guiding Principles and the tier 1, 2, and 3 amenities.)

These three concepts were shared with Dena Harris, Head of School for Winston School, and with the Shores Advisory Committee at their meeting on April 11, 2017.

At the May 1, 2017 City Council meeting, Schmidt Design Group will walk through all three concept designs in detail, explaining how they arrived at them. The purpose of this presentation on May 1, is to seek affirmation from the City Council as to whether all three of the concepts represent what has been heard from the community and are consistent with the "Guiding Principles" and proposed amenities lists identified through Phase 1 of the Master Plan effort. This step is necessary before proceeding to further develop all three concepts with more detail (including preliminary rough order of magnitude construction cost estimates for the cost of construction), as well as three-dimensional (3D) drawings in preparation for a community workshop planned for Sunday, June 24, 2017. Meanwhile, staff will also begin to work in parallel with the consultant to begin evaluating on-going operational and maintenance costs associated with all three park designs, which is also part of the project scope of work. (Based on the three current configurations, the initial expectation is that there is not significant difference in those costs between the three scenarios.)

It is important to note that the purpose of the May 1, 2017 presentation/discussion is not for the City Council to choose one concept or to focus on how to modify them; rather this is a checkpoint with the City Council before further preliminary design and development of construction costs estimates.

The next steps are part of Phase 3 of the master planning effort. The objective of Phase 3 is to narrow down to one recommended Master Plan design based on community input. Also in the coming months, the process of determining the required level of environmental review will begin, as well as initiating that review process, which needs to be completed prior to the City Council formally adopting a final Master Plan design.

(All documentation related to Phase 1 and Phase 2 of the Master Plan effort is available on the City's web site at www.delmar.ca.us/shorespark).

Next Steps

Based on affirmation from the City Council to proceed, the next step will be for Schmidt Design to seek rough order of magnitude construction costs for all three concepts. While that work is happening, staff will work with the architect team to prepare for and advertise a community workshop, scheduled for Sunday, June 24, 2017 in the afternoon, to be held in the Winston School auditorium. At the community workshop,

these three concept designs will be reviewed and input will be sought from the community on their preferences and potential modifications.

Understandably, there will be many questions and concerns related to logistical details, such as how the operations of shared-use facilities will work and how exactly the costs will be shared between the City and the School. While those are critical issues to determine in order to proceed as part of determining how a partnership could work to move forward, at this stage, the focus is still on evaluating with the community what the shared-use options could look like and what the community preference might be. Meanwhile, as part of understanding the ongoing operational costs and the rough order of magnitude construction costs, staff will have a dialogue with the School about these details and different scenarios/options for consideration in preparation for a detailed discussion with the City Council and the community as part of making a decision to confirm moving forward with a shared-use development concept.

Role of Shores Advisory Committee (SAC)

The SAC continues to play an important role in overseeing the Master Plan process. The three bubble diagrams were presented by Schmidt Design Group to the City Council-appointed Shores Advisory Committee (SAC) at their meeting on April 11, 2017. Consistent with the SAC's designated purpose to oversee the Master Plan process, the SAC's role was to affirm if the bubble diagrams reflect what has been heard from the community to date on how they would like park developed. The consensus was to proceed.

The SAC also provided input to help with preparations for the community workshop in June, including the proposed format, topics for discussion, and date/time.

Next Steps

In addition to the points described above related to next steps, the Master Plan effort is now moving into Phase Three, which will culminate in development of a preferred Master Plan concept for future development of the park. Prior to City Council adoption of a Master Plan for the Park, environmental review will need to be completed. The level and type of review will depend upon the scope of the project, though it is anticipated to take approximately six months. Once a preferred Master Plan concept is more clear based on community input (and after reaching agreement with the School on how the cost-sharing would work if there is consensus to proceed with the shared-use approach), the environmental review process will be initiated. Once a Master Plan is adopted, between identifying project funding, developing construction drawings, and actual construction, even if efforts continue at an ongoing steady pace, completion of the park would minimally take an additional two to three years.

The anticipated next steps and draft timeline for this next phase are as follows:

Step	Timeline
Develop preliminary cost estimates (rough order of magnitude) and 3D images for all three concept diagrams in preparation for community workshop	Through June
Hold community workshop and other public input opportunities (e.g. Parks & Recreation Advisory Committee)	June 24
Review feedback from community workshop and other public input with SAC and City Council	July/August

This proposed timeline above is a draft. It does not factor bringing the preliminary cost estimates back to the City Council prior to a community workshop, which is partially based on aiming to keep the process moving forward more expediently and recognizing that the City Council intentionally did not establish a project budget for implementation of the Master Plan.

After the phase described above is complete, it is envisioned that there would then be a determination as to how to proceed and what the next steps would be. For example, if at the conclusion of this next phase, it looks like there is interest in moving forward with further pursuit of a shared master plan concept, then the next steps of review for that shared master plan concept would occur (such as greater detail on cost-sharing). Ultimately, the goal is to arrive at one preferred concept design, which would be reviewed publicly in multiple forums (Parks & Recreation Advisory Committee, Design Review Board, and Planning Commission) and recommended to the City Council for adoption.

Beyond that, exactly how the design process would proceed and how the costs for that next phase would be assigned and shared between the City and the School will still need to be determined. Staff will continue to explore options for City Council to consider related to this topic.

If after this phase, there is no interest in further pursuing a shared-use approach, then the City would reconvene with the three previously established bubble diagrams and proceed. Rough order of magnitude costs for construction would be determined, and the public input process on those three bubble diagrams would proceed. Similarly, the School would focus its master planning efforts on their leasehold area only. Winston School's lease calls for their development of a long-term Master Plan by December 31,

2019, with construction commencing by December 31, 2025 and concluding (with respect to 50 percent of the redevelopment) by December 31, 2027.

FISCAL IMPACT:

Funding for development of the Shores Park Master Plan is appropriated in the Operating and Capital Budget. No funds are budgeted for next steps of environmental review, design, or construction. When the project is ready to advance to the next phase, staff will bring a budget request to the City Council at that time.

ENVIRONMENTAL IMPACT:

Prior to City Council adoption of a Master Plan for the Park, environmental review will need to be completed. The level and type of review will depend upon the scope of the project. Staff recommends that an “Initial Study” be completed to assess the necessary level of environmental review. The initial study can be completed by one of the City’s on-call environmental consultants. It is not part of the scope of work for Schmidt Design Group, nor has the cost been budgeted. In the coming months, once a project is defined, staff will develop a scope of work for the initial study and seek Council authorization of funds to establish a budget for this component of the project.

PRIOR CITY COUNCIL REVIEW:

City Council Meeting Date	Action
November 18, 2013	Directed staff to initiate the process of preparing the Shores Park Master Plan
January 21, 2014	Reviewed draft request for proposals and scope of work for the Shores Park Master Plan
October 6, 2014	Awarded contract for the Master Plan to Schmidt Design Group
January 5, 2015	Reviewed Shores Park Master Plan project schedule
March 2, 2015	Approved the community survey conducted by True North Research (sub-consultant to Schmidt Design Group)
July 6, 2015	Report on Phase One of the Master Plan Process
January 19, 2016	Report on Phase Two and Presentation of Three Concept Bubble Diagrams
January 17, 2017	Approval to Explore Potential a Shared-Use Park Master Plan with the Winston School

ATTACHMENTS:

- Attachment A – Shores Park Master Plan - Guiding Principles and Proposed Amenities
- Attachment B – Three Concept Designs/”Bubble Diagrams”

6 SUMMARY OF FINDINGS

The City of Del Mar purchased the 5.3 acre Del Mar Shores property in 2008 with the intention of preserving open space and enhancing recreational uses in the City, as well as the continued operation of the Winston School. Currently, the Shores Park property offers a small Community Building which is leased and operated by Del Mar Foundation (and also houses the Del Mar Community Connections), and an open grassy field that is used for informal recreation and as an intermittent dog park.

In 2014, the City of Del Mar embarked upon a master planning process for Shores Park to create a long-range vision to guide the park's future development. Based on a multi-faceted assessment of current and future needs, the master plan will identify the types of amenities and facilities that will be included in the park, the types of programs and activities it will support, as well as a plan for implementation.


A critical component of the master plan process is building a meaningful and lasting relationship with the community through ongoing community engagement. The community has been particularly engaged throughout the process which included a city-wide survey, interest group interviews, informal pop-up events, and a community workshop. The findings are summarized below into guiding principles and a preliminary list of possible amenities that will inform the next steps of the master plan process.



Community Workshop #1, "Plan Your Park" Event
Image by City of Del Mar

6.1 Guiding Principles

The depth and breadth of feedback received during the “DISCOVER” phase of the Shores Park master plan process has been utilized to develop the following Guiding Principles. Future design alternatives will be evaluated in part by how well they accomplish these goals.

- Provide a beautiful and peaceful neighborhood park environment that serves the residents of Del Mar.
 - Create an inclusive space that offers recreational opportunities for all ages.
 - Thoughtfully integrate the needs and desires of residents visiting the park with or without pets.
 - Capture the dramatic views to the Pacific Ocean.
 - Provide a gardenesque park setting that is environmentally and economically sustainable.
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- Integrate the activities, program, circulation, and recreational needs of the Winston School.
 - Create a park that reflects the rich history, unique culture, and community character of Del Mar.

Community Workshop #1, “Plan Your Park” Event
Image by City of Del Mar

6.2 Potential Amenities

One goal of the “Discover” phase was to start to identify the types of amenities that Del Mar residents view as priorities for inclusion in Shores Park in the future. Potential amenities were collected at all stages of the community outreach process and will continue to be collected and refined throughout the master plan process. Not all amenities will be accommodated within the Shores Park site based on site constraints and community preferences; therefore, the potential amenities are grouped into three tiers

based on community feedback, prioritized from Tier 1 (highest priority) to Tier 3. Within each tier, the amenities are presented in alphabetical order.

i. Tier I Potential Amenities

Based on recurring themes from all community outreach efforts, the community expressed a strong collective interest in the amenities identified below. Based on overwhelming consistent interest, these core elements should be incorporated in future design alternatives (not in priority order):

- Attractive gardens and landscaping (low water use/sustainable)
- Benches for sitting, enjoying views, reading, meditating, etc.
- Fully accessible for visitors with disabilities
- Furnishings such as trash and recycling receptacles, drinking fountains, bike racks, etc.
- Off-leash grassy areas for off-leash dog activities (not obvious or rigid fences)
- Open turf for flexible play (required by lease with Winston School)
- Indoor meeting/recreational community space
- Accommodate children's activities
- Parking to meet code requirements
- Picnic area(s)
- Restroom
- Shade
- Walking paths

ii. Tier II Potential Amenities

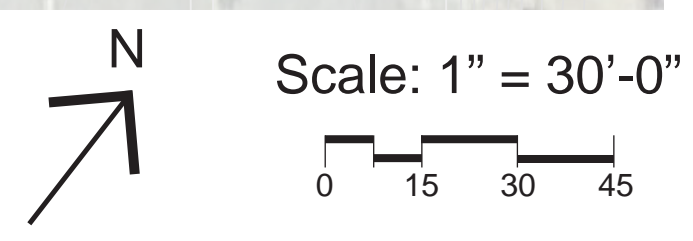
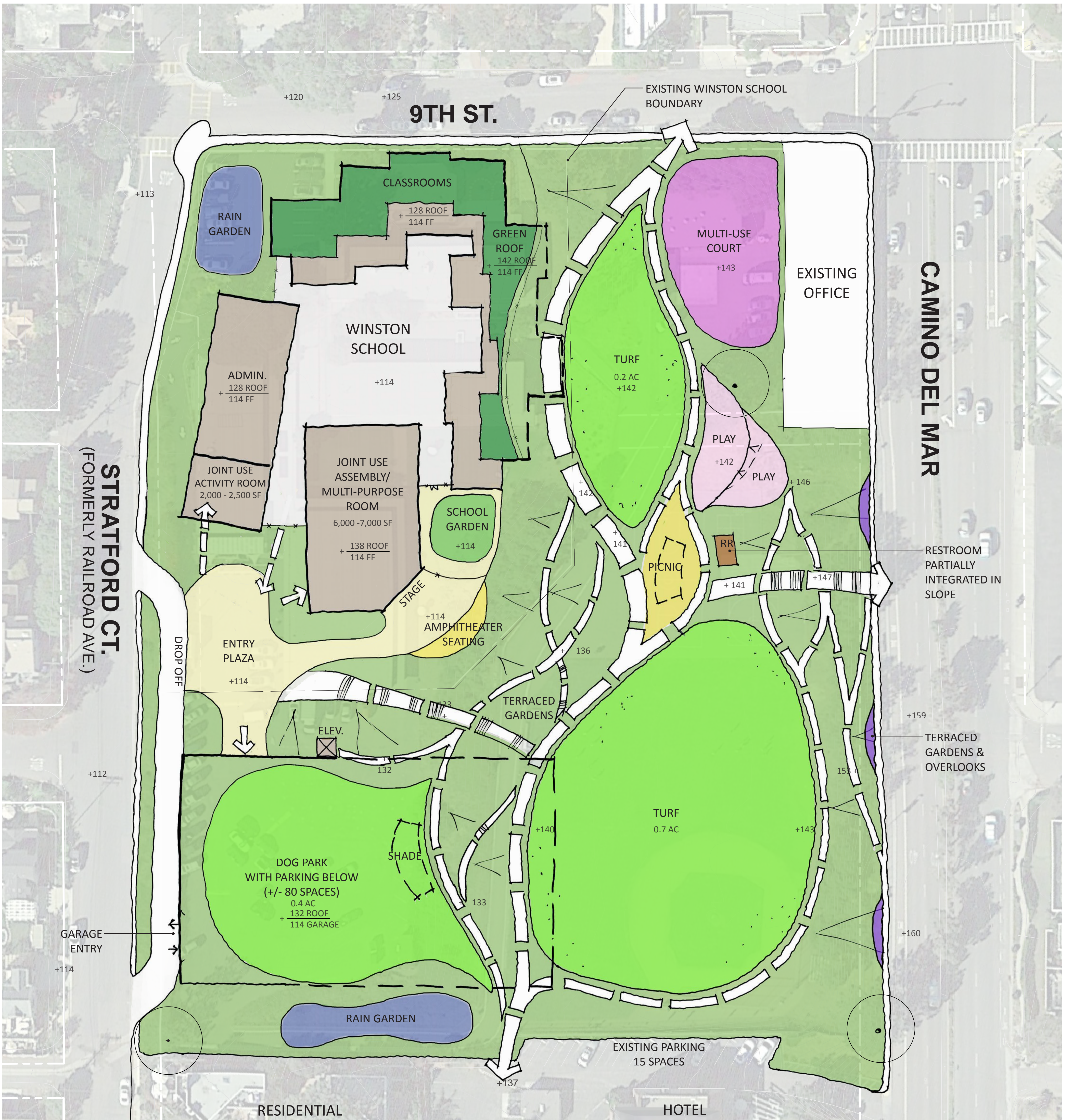
In addition to the core list of Tier 1 amenities, there was also significant interest in other possible amenities that should be further evaluated for inclusion based upon community interest and space availability:

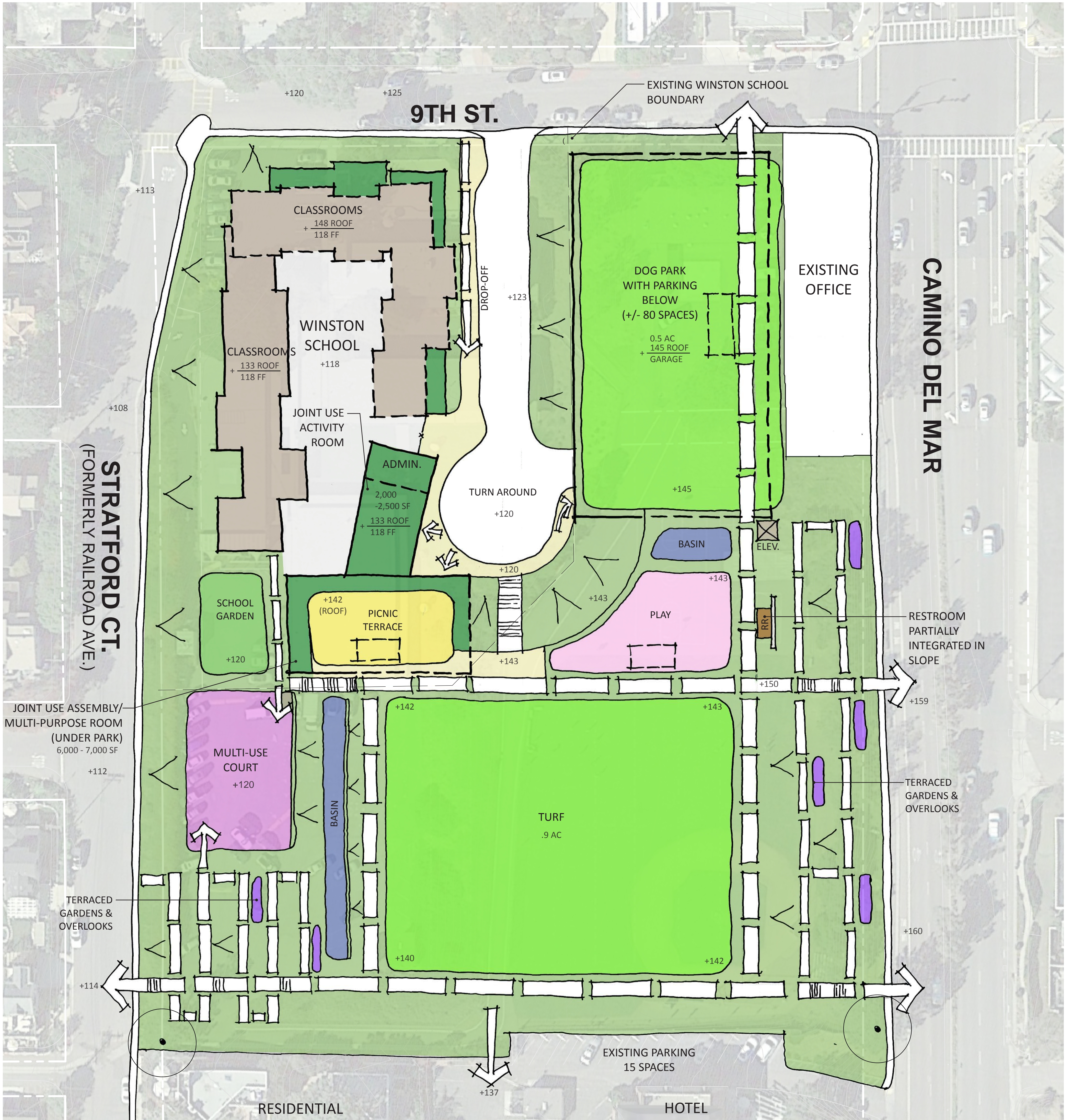
- Basketball half court
- Children's playground
- General purpose room that can be used for community programming and activities (such as exercise classes, cooking classes, meetings, arts and culture, etc.)
- Multi-purpose court (basketball/pickle ball/tennis etc.)
- Outdoor fitness course

iii. Tier III Potential Amenities

In addition to the Tier 1 and Tier 2 amenities, there was also interest in other possible amenities that should be further evaluated for inclusion based upon community interest and space availability. This list of Tier 3 amenities is not comprehensive as it will continue to be refined throughout the process as new ideas are added by the community:

- Amphitheater
- Auditorium (joint-use with Winston School)
- Community garden
- Interpretive education (such as plant identification tags, educational signage, etc.)
- Youth sports field (youth baseball/softball). This would primarily include a practice area that is not heavily programmed.
- Bocce ball





Scale: 1" = 30'-0"

0 15 30 45

