



Agenda Report

Fullerton City Council

MEETING DATE: APRIL 6, 2021

TO: CITY COUNCIL / SUCCESSOR AGENCY

SUBMITTED BY: KENNETH A. DOMER, CITY MANAGER

PREPARED BY: ALICE LOYA, PARKS AND RECREATION DEPUTY DIRECTOR

SUBJECT: PARKS AND RECREATION MASTER PLAN CONTRACT AWARD

SUMMARY

Request for approval to award a professional services agreement to RJM Design Group to conduct a Parks and Recreation Master Plan. Staff solicited Request for Proposals (RFP) from qualified firms to create a comprehensive master plan to assess the City's Parks and Recreation facilities, programs, parks and services.

RECOMMENDATION

1. Approve and authorize City Manager, or designee, to execute \$236,295 Professional Services Agreement with RJM Design Group to provide Parks and Recreation Master Plan, in a form approved by the City Attorney.
2. At City Council discretion, approve optional arts component for \$51,750.
3. Authorize City Manager to approve and execute Professional Services Agreement amendments within approved budget, in a form approved by the City Attorney.
4. Approve \$236,295 transfer and appropriation from Park Dwelling Fund and \$51,750 from General Fund (Parks and Recreation Department) to CIP Project Fund to establish the Parks and Recreation Master Plan project.

FISCAL IMPACT

The estimated cost to complete the comprehensive master plan, including the arts component, is \$288,045 (\$236,295 master plan + \$51,750 optional arts component). Funding will come from available Park Dwelling Funds, the Parks and Recreation Budget (if City Council awards the optional arts component) and Staff will seek additional grant opportunities to offset both funding sources.

DISCUSSION

The City of Fullerton is over 115 years old and nearly built-out. The City has 53 parks and over 28 miles of trails with most of the parks over 50 years old. The City of today is a far cry from Fullerton in 1945 with a population of 10,500 and only two parks. The City experienced explosive population growth after World War II, including a quadrupling of the City's population between 1950 and 1960, and another increase of 30,000 people in the 1960's. By 1977, the City's population had grown to approximately 100,000 residents. The lack of orderly and planned growth in the preceding 30 years put extreme pressure on the City and its park planning. As a result, City Council approved creation of a Comprehensive Parks Master Plan in June 1977. The City completed the Plan in 1978 after extensive community input (sections attached). A statement from that plan, which sought to restore a comprehensive planning process to park development and recreational opportunities, is as valid today as it was then:

“There also have been questions about the kinds of specialized facilities and programs needed by a diverse community; and, of course, controversy about the very real and continuing problems of paying for park facilities and programs at a time of high taxes and limited pocketbooks.”

The older our parks and City become, the more important it is to have an updated comprehensive plan to prioritize improvements, identify deficiencies, identify park amenity poor areas, re-evaluate the needs of an increasingly diverse community and assist in evaluating and prioritizing available funding sources. The City designed many of the older parks to meet the needs of the community at the time of construction. The demographics of Fullerton have changed drastically since 1978. A new comprehensive plan will generate detailed demographic data regarding such variables as age, ethnicity, household size and income as well as special populations which may require specialized or disproportionate services and programming, such as seniors, teens, preschoolers, second-language learners, individuals with disabilities and veterans for analysis in order to identify unique populations for use in the park demand analysis.

Over the last 43 years, the City has experienced changing demographics as well as a change of park and recreational field use and users. The community's priorities and needs in 1977-78 may differ in 2021 and beyond. Without a current master plan, making decisions on what communities need in parks and amenities becomes haphazard with decisions often made by smaller groups or City staff regarding improvements or field types. A large component of the master plan process, as it was in 1977-78, asks the community what is important. The master plan process includes neighborhood surveys, larger community surveys as well as surveys with stakeholder groups such as youth leagues, schools, Parks and Recreation Commission and City Council. Recognizing Fullerton's demographics, the proposed process will conduct community engagement and communications in English, Spanish and Korean.

The master plan will create an inventory and updated community needs assessment and bring it all together in an action plan and updated financial strategy plan to define a clear path for providing parks, recreation and community services to the Fullerton community for the next 20 years and beyond.

For these reasons, the City issued a request for proposals soliciting the services from qualified firms to create a master plan to assess the City's Parks and Recreation facilities, programs and services on September 21, 2020. Respondents submitted proposals by November 6, 2020 for staff review and scoring.

The RFP asked respondents to respond to the following tasks in their proposals:

- Provide a capital improvement plan for developing, redeveloping and expanding park land, trails and open space
- Provide an operations and maintenance plan to define appropriate maintenance levels, replacement schedules and staffing levels.
- Provide recommended General Plan updates and model ordinances to guide City Staff, Parks and Recreation Commission and City Council for planning, development, re-development, expansion and enhancement of the City's open space, parks, trails and recreation resources.
- Compile a comprehensive inventory and assessment of existing recreational programs, services and facilities provided throughout the community by private and public organizations in addition to those provided by the City.
- Conduct a demographic analysis and market profile and obtain information collected from various avenues for community input to provide direction and insight to future needs.
- Provide an analysis of recreational facilities, programs and services with a focus on comparing the existing resources, revenues generated, community's needs/wants, policies and standards.
- Conduct an analysis of the Department's Operating and CIP Budgets and develop an updated plan with recommendations applicable to addressing the financial needs and priorities of the community.
- Review and discuss existing funding mechanisms and cost recovery practices for recreation programs and services and recommend appropriate levels of cost recovery through fees. Recommendations should balance cost recovery with issues of affordability.

Seven firms submitted proposals. A team of City staff from Parks and Recreation, Community and Economic Development, Public Works, the City Manager's Office and a former Community Services Director through a consulting firm (Athenian Partners) reviewed the submittals and scored them on a scale of 1 to 5, based on the following criteria: timeliness, completeness, overall quality, team structure and experience, past successes, meeting minimum experience, meeting minimum insurance requirements, overall project comprehension, project flexibility, accountability and price. The following table details the scores and fee for each of the firms that submitted proposals.

Rater	RJM Design Group	KTUA	MIG, Inc.	Green Play	ICG	Kritzinger & Rao	C2 Collaborative
Athenian Partners	4.67	4.23	4.41	3.85	4.19	3.46	3.40
City Mgr's Office	4.7	4.12	4.53	3.01	2.5	4.55	3.95
Comm. Develop.	4.35	4.7	4.4	3.96	4.38	3.02	3.13
Parks & Rec 1	5	4.92	4.77	4.27	3.81	3.81	3.24
Parks & Rec 2	4.85	4.61	4.5	3.66	3.19	2.93	2.72
Parks & Rec 3	4.34	4.7	4.63	3.88	4.14	3.17	3.13
Public Works	4.19	4.64	3.89	4.49	4.17	3.61	3.06
Average Rating	4.59	4.56	4.45	3.87	3.77	3.51	3.23
Master Plan Fee	\$236,295	\$229,980	\$194,000	\$199,999	\$347,200	\$355,733	\$765,460

The City invited the top three scoring firms to an interview to present their proposal. The top three firms were RJM Design Group, KTUA and MIG. Each firm had approximately one hour for their presentation and answer a set of questions from the review committee. From these interviews, the review committee selected RJM Design Group as the top firm. The following table notes the interview scores for the top three firms:

Parks & Recreation Master Plan
Interview Rating Summary - RFP 4357

Rater	RJM Design Group	KTUA	MIG, Inc.
City Manager's Office	1	3	2
Community Development	1	2	3
Parks & Rec 1	1	2	3
Parks & Rec 2	1	2	3
Public Works	2	3	1

A local Orange County based-firm, RJM Design Group has completed over one dozen park master plans for various agencies as well as many other design and report tasks. RJM has previously assisted the City with the Fullerton Community Center and Laguna Lakes Park Habitat and Trail Improvements and is currently working on the West Coyote Hills Initial Trails.

Parks and Recreation Commission Consideration

The Parks and Recreation Commission reviewed the Parks and Recreation Master Plan proposal on February 8, 2021. The Commission requested that staff bring back the Master Plan proposal with more information on the need and scoring criteria. The Parks and Recreation Commission reviewed the proposal again at the commission meeting on

March 8, 2021. At the March 8th meeting, the Parks and Recreation Commission voted to not recommend awarding a master plan agreement to RJM to the City Council. Based on minutes from the meeting (attached), reasons for not recommending the master plan included: the cost of a master plan, lack of Commission participation in review of proposals, expression that staff could do a master plan internally and some public comments regarding the lack of need for a master plan at this time.

As the decision making body representing the residents, staff brings this item forward for City Council consideration with a recommendation to award the contract to RJM Design Group. Staff strongly believes that a Parks and Recreation Master Plan is extremely valuable to the City and residents given the last true park planning document was created in 1977-78. In 1997, the City completed an assessment and inventory of the parks and park amenities to help with park Capital Improvement Plan projects. That document served more as an inventory and cost factor sheet for replacement amenities (partial document attached). With changing demographics, increased competition for youth and adult recreational opportunities and inability to create new 'traditional' parks for our residents, a new comprehensive park master plan will help guide the City in our park and recreational needs for the next twenty years, if not longer. Given the City's current financial difficulties, the use of Park Dwelling Funds is an eligible and effective means to proactively engage our community to determine their desires and needs for park and recreational amenities so that future Park Dwelling Funds can be prioritized and effectively utilized to bring enhanced recreational opportunities.

Attachments:

- Attachment 1 – RJM Master Plan Proposal
- Attachment 2 – March 8, 2021 Parks and Recreation Commission Draft Minutes
- Attachment 3 – 1978 Comprehensive Park and Recreation Analysis (partial)
- Attachment 4 – 1997 Parks Facility Inventory Assessment (partial)