South Pasadena Community Center Feasibility Study Summary and Recommendation

City Council Study Session March 2016

Community Center Ad-Hoc Committee

Arturo Salinas	**Parks and Recreation Commission Vice Chair**
Jose Zavala	**Parks and Recreation Commission Member**
Cindi Knight	**Senior Citizen Commission Member**
Robert Vanderwall	**Senior Citizen Commission Member**
Will Hoadley-Brill	**Youth Commission Member**
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Michael Cacciotti	**City Council Liaison**
Robert Joe	**City Council Liaison**
Sheila Pautsch	**Staff Liaison, Community Services Director**

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The Community Center Ad-Hoc Committee, City Staff, and the City's consultants ICG, have completed a two year process to study the feasibility and best option for developing a new community center facility in South Pasadena. The following is a summary of the process and staff and consultant recommended concept alternative to take to the next level of design, which includes specific floor plans, building architecture, site elevations, cost analysis, environmental review, and funding alternatives.

What has been the Process so far?

The process started with studying the existing conditions of the facilities and programs available for the community in South Pasadena (*Existing Conditions and Program Analysis Report August 2014*). This was followed by a series of outreach activities that included a community survey, focus group meetings, stakeholder interviews, and a public workshop which resulted in developing the recreational space needs for a new community center. An extensive search and analysis of possible sites within the City that could possibly meet the defined space needs was then conducted. A number of properties were looked at and analyzed based on selection criteria developed by ICG and the Ad-Hoc Committee (*Analysis of site Options, December 2014*).

The Ad-Hoc Committee then reviewed the top three possible options and concept site plans that were developed. The three site plan options were then presented to the Parks and Recreation Commission and City Council for consideration.

The concept design utilizing a portion of Orange Grove Park and the City Yard site requires the restoration and adaptive use of the existing recreation building at Orange Grove Park or the demolition of the existing building. Because the existing building is a designated local landmark, City Council referred the concept site alternatives to the Cultural Heritage Commission for their review and comment.

The Cultural Heritage Commission was unanimous in its recommendation that the existing building be restored and adaptive use of it be made in the plans for a new community center if the City Council decided to proceed with the Orange Grove Park/City Yard option (*Letter to City Council from Cultural Heritage Commission*).

City staff was also concerned with the financial aspect of the new community center being a self-sustaining operation that would not have a negative impact on the City's General Fund to operate and maintain. With this feedback from staff, City Council and Commissions, ICG reevaluated the Orange Grove Park/City Yard site and prepared a revised concept site plan that addresses these concerns.

At the October 2015 Council Closed Session, City Council gave staff and ICG direction not to proceed with studying the concept alternative which would require acquisition of the El Centro St. office building to develop a community center, as it was deemed by City Council to be too expensive and logistically difficult to acquire. Consequently, staff and ICG revised the Orange Grove Park/City Yard site concept plan to include the restoration and adaptive use of the existing Recreation Building and returned to the Ad-Hoc Committee for review and recommendation.

While the Ad-Hoc Committee was comfortable with the revised space plans and parking, they did not approve the plan for recommendation to City Council because they feel that the existing recreation building is not worthy of restoration and adaptive use and would rather see the plan include demolition

of the existing building so that additional new community center space for a gym and fitness area could be included. Basically, the Ad-Hoc Committee does not agree with the Cultural Heritage Commission that the existing Recreation Building has historical significance that warrants restoration and adaptive use, and would prefer that it be considered for removal from the local landmark register and the space it occupies be repurposed for additional community center space.

ICG believes the existing building (that is designated Historical Landmark #15), can be restored so that it is cohesive with the planned new community center, brought up to historical code standards, and will provide adaptive use for teen programs and counseling services. Staff and ICG feel preservation of the existing building at Orange Grove Park will also serve as a very important incentive for public fundraising and donation programs, grants, and private nonprofit foundation investment in the project.

Consequently, Staff and ICG are recommending that Council give staff and ICG direction to proceed with the next level of design on the concept plan which provides for the restoration and adaptive use of the existing Recreation Building.

What is the Next Phase of the Design Study?

Once City Council reviews the recommended concept design and the Ad-Hoc Committee and Cultural Heritage Commission comments and determines it wishes to proceed with the next level of design and study, the next scope of work includes:

- ✓ Turning the concept space plan into actual floor plans for the site (including the restoration and adaptive use of the existing recreation building at Orange Grove Park)
- ✓ Finalizing the cost estimates and developing funding strategies (grants, fundraising, and financing options)
- ✓ Preparing site architectural elevation drawings for the Mission St., El Centro St., and Orange Grove Avenue views and a 3-Dimensional view of the entire community center site to give a perspective of how the complex will look within the surrounding neighborhood
- ✓ Doing soils test analysis, utility analysis, and civil engineering analysis to determine site preparation cost for development of the proposed facilities
- ✓ Preparation of required CEQA documents (traffic circulation, parking, water, storm drain, noise studies, etc.)
- ✓ Review by the Ad-Hoc Committee, Park & Recreation Commission, Cultural Heritage Commission, Planning Commission, and user groups (seniors, youth, and community groups)
- ✓ Market analysis of the proposed lease space (types of potential uses, revenue pro-forma, and operating options)

What is the Recommended Community Center Concept?

Orange Grove Park & City Yard Site (See Exhibit A): Features two above ground parking structures with a total of 153 spaces that have separate access off of El Centro street to minimize egress and regress congestion; pedestrian access would be from El Centro Street, through the parking structures and from Mission Street through the restoration and adaptive use of the existing recreation building (former municipal plunge office Local Landmark # 45); a new 17,032 square foot community center and cultural wing, a new 8,780 square foot senior center, and 4,096 square foot youth & teen center. Each wing is connected by open area plazas and the design contains tennis courts, a full size basketball court, and children's play area/equipment. In addition to a new community center, the design also features the ability to develop an 8,000 + square foot commercial building for lease to generate revenue to make the new community center financially self-sustaining.

To avoid building an underground parking structure and having to do major grading, the plan contains two above ground parking structures, each with separate entries off of El Centro St. This also resolves the problem of single access to parking structure and potential traffic backup.

Parking Demand Analysis

- The east and west entry parking structures off El Centro Street provide a total of 153 spaces for the community center. The lower level parking off Mission for the commercial lease space provides 40 spaces to service that building. Parking meets a parking standard of one space per 200 square feet of building space.
- Senior Center peak use hours are from 10 am to 3 pm, youth program peak hours are after school, and adult program peak hours are in the evening, so shared parking for the community center should accommodate each program wing.
- Current parking for ball fields, youth/teen recreation center, and tennis courts is perimeter parking on the street which will remain.
- Typical community center classes and activities operate on 50 minute blocks causing parking spaces to turnover hourly.
- Large group rentals and special events typically take place on Friday and Saturday nights, and on Sunday afternoons when community center classes and activities are minimal.
- The two proposed parking levels off of El Centro Street should meet the parking demand created by the community center programming.

What environmental studies will be required?

Mission St. view of existing building that will be restored and City Yard site that will be used

ICG believes that a mitigated negative declaration will be required for the proposed project and that studies for each of the checked items in the CEQA checklist below will be required.

CEQA Analysis (CEQA Checklist) – Orange Grove Park/City Yard Concept

X	**Aesthetics**		**Agriculture and Forestry**		**Air Quality**
	Biological Resources	**X**	**Cultural Resources**	**X**	**Geology/Soils**
	Greenhouse Gas Emissions		**Hazards and Hazardous Materials**	**X**	**Hydrology/Water Quality**
	Land Use/Planning		**Mineral Resources**	**X**	**Noise**
	Population/Housing		**Public Services**	**X**	**Recreation**
X	**Transportation & Traffic**	**X**	**Utilities/Service Systems**		**Mandatory Findings of Significance**

How much funding will be needed?

Estimation of probable costs in 2020 dollars (Based on 2015 estimated costs with 3% CPI):

Adaptive Restoration of Existing Building 3500 Sq. Ft. $550 Sq. Ft.	Demolition, Grading, Site Preparation City Yard & Orange Grove Park	New Community Center 36,400 Sq. Ft. $450 Sq. Ft.	Parking (153 spaces) $16,350 per space	Design, Engineering, Contingency, CEQA, and Overhead	Total Estimated Opinion of Probable Cost
$1,925,000	$1,400,000	$13,500,000*	$2,501,550	$1,200,000	$20,526,550

*Does not include the cost of developing the 8,000 square feet commercial lease space, which will have to be funded separately from the community center funding.

Where will the funding come from?

The City will need to put together a funding strategy for $20.5 Million to build the proposed community center project. In the next phase of design study various funding strategies will be analyzed to determine the best approach for paying for the community center. The following is an example of a typical funding strategy that could be considered:

- Estimated Cost: $20.5 Million
- Funding Strategy:
  - Community Fundraising $2 Million
  - Private & Public Grants $1 Million
  - General Fund Reserve $2 Million
  - Financing $15.5 Million (Lease Purchase or Revenue Bonds)
    - 30 Year Lease/Bond $65K Per Month paid by:
      - Lease Revenue $24K Per Month (8,000 sq. ft. @ $3 Square foot)
      - Park Fund/Recreation Fee Income $41K Per Month

Park Fund/Recreation Fee income currently averages about $650,000 per year (see Exhibit B, Summary of Community Services Annual Revenue). With the additional square footage and rental rooms contained in the new community center design this amount should increase an estimated $200,000 per year. The increase in revenue should pay for the debt service and operation of the new community center without impacting the amount of Community Services revenue currently being put into the City's General Fund.

Community fundraising strategies, possible public and private grants, and financing options will be studied in the next phase of design if City Council approves proceeding with the Orange Grove Park/City Yard concept site plan option.

Will the new community center affect operating personnel and maintenance?

Recreation Personnel

- The new community center will replace existing facilities and staff offices at the Oxley St. Senior Center and Mission St. Recreation Center and consolidate them into the new community center complex. Consequently, existing staff levels will be able to operate the recreation programming planned for the new center.
- The increased operating hours and number of programs will necessitate additional part time staff; however, these costs will be off-set by increased revenue from class fees and facility rental income.

Custodial and Building Maintenance Personnel

- The new community center will replace existing facilities at the Oxley St. Senior Center and Mission St. Recreation Center; consequently, existing maintenance staff levels will be shifted to maintain the new center.
- The increased operating hours and number of programs will necessitate additional maintenance staff; however, the new community center is not perceived to have a negative impact on the General Fund Operating Budget as the need for increased custodial and building maintenance staff will be off-set by increased revenue from facility operations.

Why is staff and ICG recommending the Orange Grove Park/City Yard Site?

- ▶ Does not require acquisition of any property.
- ▶ Provides the community center space requirements as recommended in the demand and needs analysis
- ▶ Restores and makes adaptive use of existing building at 815 Mission St. and preserves the current ball field and turf areas.
- ▶ Provides for an 8,000 + square foot lease space for compatible uses to generate revenue to pay for financing capital development of the new community center.
- ▶ Consolidates staff and increases recreation programming without negative impact on General Fund Operating Budget.
- ▶ Provides a needed and attractive use to replace the existing City Yard site.

What other direction could City Council give staff?

1. City Council could give staff and ICG direction to proceed with declassifying the existing building (Historic Landmark #15) through the public hearing process and, if successful, demo the existing building and redesign the proposed community center per the comments from the Ad-Hoc Committee.

2. City Council could terminate the feasibility study at this point and not proceed with planning for a new community center in South Pasadena at this time.

What is the staff and ICG recommendation again?

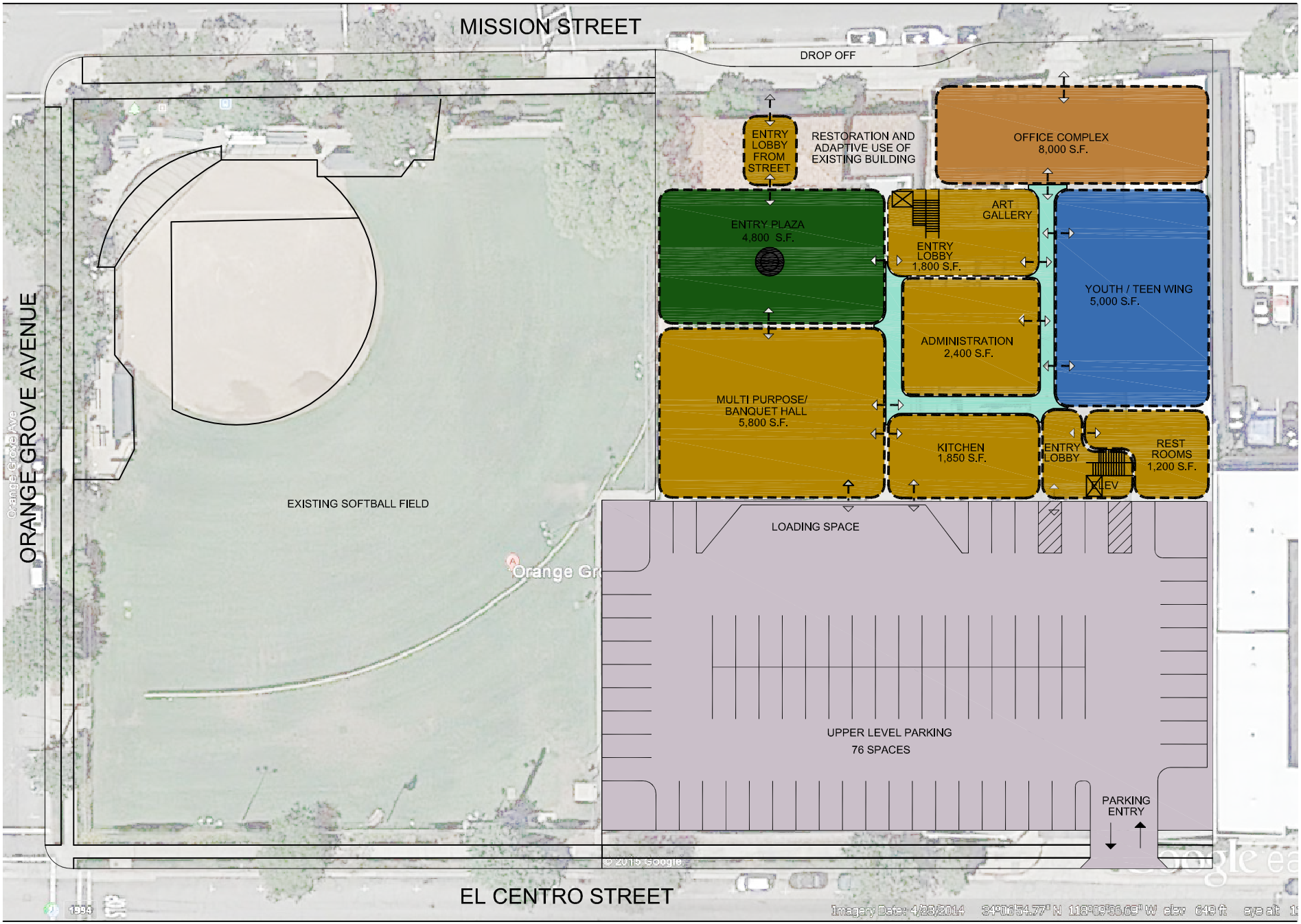
Staff and ICG are recommending that Council give staff and ICG direction to proceed to the next level of design on the concept plan which provides for the restoration and adaptive use of the existing Recreation Building (Historical Landmark #15) and utilizes a portion of Orange Grove Park and the City Yard site to build a new community center for South Pasadena per the concept site plans contained in Exhibit A; and, direct staff to return to City Council with the scope and fee for the next level of design study.

Exhibit A

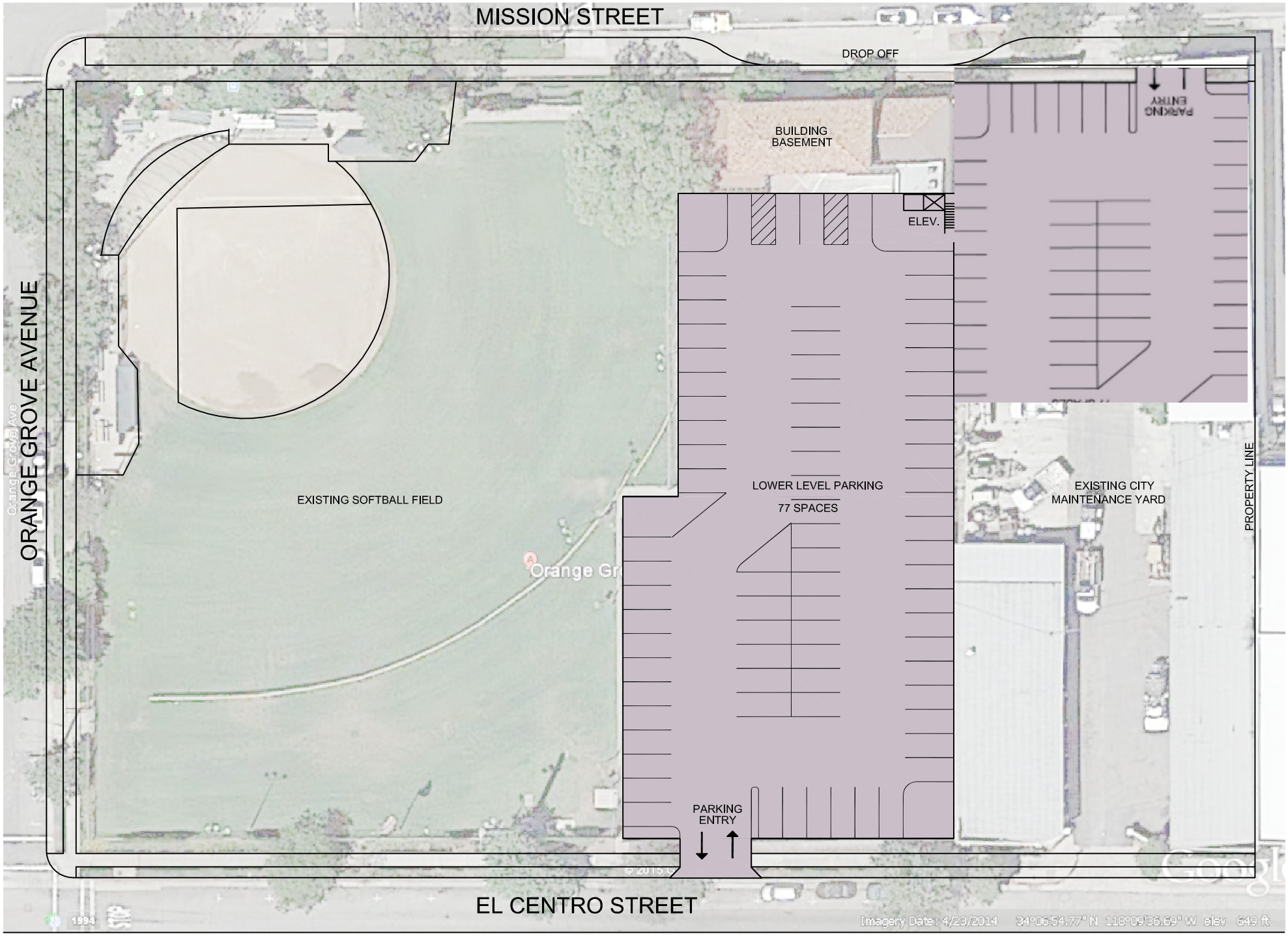
Conceptual Site Plans

Orange Grove Park/City Yard Alternative

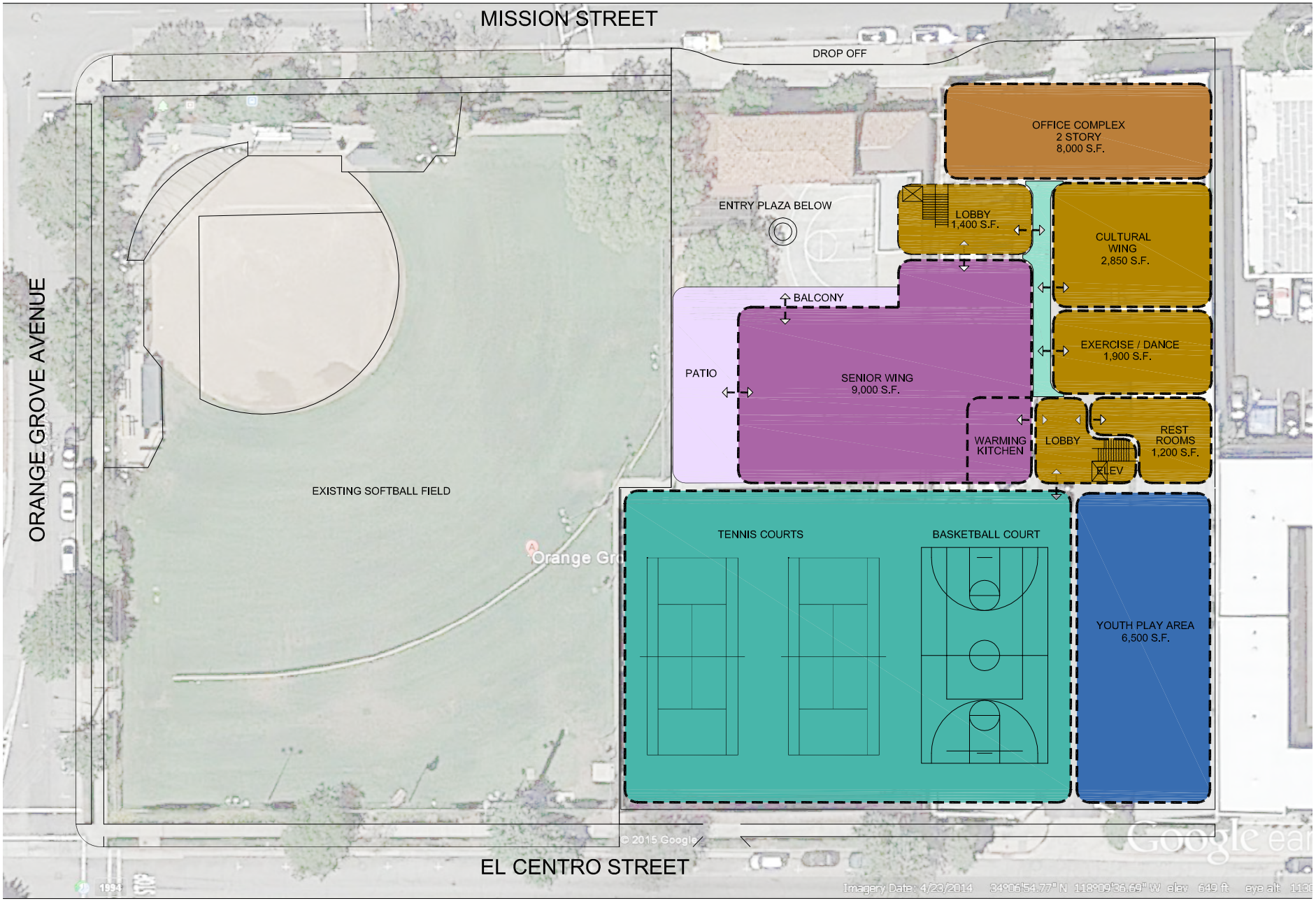
South Pasadena Community Center



FIRST FLOOR LEVEL



LOWER PARKING LEVEL



SECOND FLOOR LEVEL

Exhibit B

Community Services Revenue

Commuity Services Revenue

	2009	2010	2011	2012	2013	2014	2015	2016	Projected 15-16	
Senior Center										
Sr Center Classes	$4,703	$7,105	$16,038	$12,541	$16,169	$13,936	$14,118	$3,461	$14,000	
Sr Center Membership	$8,381	$8,898	$12,578	$10,798	$9,603	$9,790	$9,972	$1,854	$11,000	
Sr Center Bus Trips	$700	$902	$238	$512	$0	$2,900	$3,733	$2,327	$7,660	
Sr Center Programs	$815	$384	$72	$1	$3	$1,372	$1,860	$0	$1,500	
Coffee	$1,165	$1,181	$1,224	$1,489	$1,647	$1,873	$1,424	$325	$2,000	
	$15,763	$18,470	$30,150	$25,340	$27,422	$29,871	$31,107	$7,967	$36,160	
Rentals										
War Memorial	$58,735	$58,397	$49,098	$59,457	$65,124	$72,209	$86,427	$23,259	$65,000	
Eddie House	$4,883	$6,277	$4,904	$6,328	$6,771	$6,375	$3,633	$1,048	$3,500	
Senior Center	$3,168	$3,412	$3,703	$3,149	$3,652	$3,150	$2,647	$360	$3,000	
Orange Grove	$180	$400	$920	$1,572	$1,460	$2,200	$1,400	$666	$1,500	
Youth House	$1,412	$3,302	$2,793	$2,428	$3,242	$2,907	$2,645	$1,358	$3,250	
Parks/Fields	$42,263	$37,763	$43,693	$37,579	$39,743	$42,181	$38,372	$8,487	$32,000	
	$110,640	$109,551	$105,110	$110,513	$119,992	$129,022	$135,124	$35,178	$108,250	
Recreation										
Camp Med	$177,951	$206,557	$212,448	$260,671	$287,115	$316,523	$298,528	$76,545	$260,000	
Classes	$117,741	$134,800	$157,167	$167,422	$190,571	$199,465	$204,293	$53,735	$155,000	
Special Events	$6,783	$6,626	$7,243	$7,674	$10,694	$4,890	$5,150	$0	$5,500	
Concerts in the Park	$16,971	$10,400	$10,305	$7,125	$15,599	$10,749	$12,949	$136	$12,000	
Adult Sports	$15,700	$16,260	$17,514	$8,866	$4,200	$1,243	$854	$0	$0	
	$335,145	$374,642	$404,677	$451,758	$508,179	$532,870	$521,774	$130,416	$432,500	
Department Totals	$461,549	$502,664	$539,937	$587,611	$655,593	$691,763	$688,005	$173,561	$576,910	
Park Impact Fee	$83,051	$20,472	$66,690	$23,733	$63,995	$49,557	$307,785	$31,176	$30,000	
Leased Properties										
Batting Cages	$5,100	$13,907	$13,027	$10,998	$7,502	$11,899	$16,056	$3,076	$10,000	
Racquet Ball Club	$7,020	$7,020	$7,020	$56,260	$35,790	$39,000	$39,000	$13,000	$39,120	
Stables	$46,310	$46,185	$52,515	$50,526	$51,374	$52,037	$52,442	$13,212	$53,000	
Golf Course	$145,403	$138,496	$121,084	$279,414	$241,966	$306,072	$223,164	$76,853	$183,442	need sept $ for golf
	$203,833	$205,609	$193,646	$397,197	$336,632	$409,008	$330,662	$106,141	$285,562	
Overall Revenue	$665,382	$708,273	$733,583	$984,808	$992,225	$1,100,771	$1,018,667	$279,702	$862,472	

RESOLUTION NO. 6623

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SOUTH PASADENA DESGINATING 815 MISSION STREET (MUNICIPAL PLUNGE BUILDING) AS AN OFFICIAL SOUTH PASADENA HISTORIC LANDMARK (LANDMARK NO.45)

WHEREAS, Section 2.73A-14 of the South Pasadena Municipal Code Ordinance #2004 (commonly known as the "Cultural Heritage Ordinance") authorized the Cultural Heritage Commission ("the Commission") to recommend to the City Council the designation of appropriate properties as landmarks; and

WHEREAS, a duly prepared nomination form has been prepared by the Commission to register the property located at 815 Mission Street also known as the South Pasadena Municipal Plunge Building; and

WHEREAS, the research and documentation submitted by subcommittee members Odom Stamps and Glen Duncan amply demonstrates the qualifications of the property for landmark designation; and

WHEREAS, the intent of the Commission's landmark recommendation is to give the City, as property owners, maximum adaptive reuse flexibility in any future interior alterations; and

WHEREAS, landmark designation will streamline the approval process for proposed changes in that alterations to designated landmarks require approval only by the Cultural Heritage Commission and not also by the Design Review Board; and

WHEREAS, the Commission has complied with the applicable provisions of Subsection (A) (3) ["Designation Procedure"] of the above Ordinance Section in that it visited the site, mailed notices, held a duly noticed public hearing, and received public comment: and

WHEREAS, the Commission made findings of fact pursuant to Subsection (A) (2) ["Designation Procedure"] of the above Ordinance Section, as follows:

(a) *Its character, interest or value as a part of the heritage of the community.*

Beginning with the Post-Depression years and continuing through the 1980s, the Municipal Plunge was an important social and recreation center for three generations of young people of South Pasadena. Thousands of current and former residents can recall the positive influence of recreation and competitive activities at the Plunge. Although the pool was demolished in the 1980s, the Plunge building was and is significant in its own right. It was for many years a significant part of the city's character, conceived as a fashionable public

recreation facility of which the city could be proud. It stands today as a symbol of that heritage... a proud heritage of developmental programs for young people...and a heritage of community involvement.

(b) *Its exemplification of a particular architectural style of an era of history of the city.*

Spanish Colonial/Mission/Mediterranean Revival architecture flourished in South Pasadena during the 1920s and 1930s, becoming the style of choice for most public structures of that era. This style is exemplified in several previously designated South Pasadena landmarks: the War Memorial Building, the "Eulalia Perez"Adobe, the Pettee Building and Grace Brethren Church.

(c) *Its exemplification of the best remaining architectural type in a neighborhood.*

The Plunge Building, situated along the historic Mission Street corridor, is easily the
best example of the Spanish Colonial Revival public building in the neighborhood. It is a distinctive and highly visible neighborhood feature.

WHEREAS, based on the evidence presented in the application materials, the designation being categorically exempt, sub-committee research, on-site inspection and public testimony, the Cultural Heritage Commission voted to recommend designation of this property on June 15, 2000 and forwarded the recommendation to the City Council; and

WHEREAS, the City Council held a public hearing on the proposed designation on July 19, 2000 and received public testimony.

NOW THEREFORE, be it resolved the South Pasadena City Council designates the Municipal Plunge Building at 815 Mission Street as South Pasadena Historic Landmark No. 45, based on the above-mentioned findings.

PASSED, APPROVED and **ADOPTED** this 19th day of July, 2000

Dorothy M. Cohen
DOROTHY M. COHEN, MAYOR

RESOLUTION NO. 6623
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ATTEST:

for JEANNINE A. GREGORY, CITY CLERK

I hereby certify that the foregoing resolution was adopted by the City Council of the City of South Pasadena at a regular scheduled meeting held on the 19th of July, 2000.

AYES: Knapp, Rose, Zee and Mayor Cohen
NOES: None
ABSENT: Saeta

for JEANNINE A. GREGORY, CITY CLERK