

September 12, 2006

## Pasadena Unified School District

7-11 Advisory Committee

Project Schedule

Date	Activity	Objective
September 20	Public Hearing, Meeting #15	<ul style="list-style-type: none"><li>▪ Public comment on Draft Report</li></ul>
September 21	7-11 Committee Meeting # 16	<ul style="list-style-type: none"><li>▪ Review public input</li><li>▪ Make changes, if any, to recommendations</li></ul>
September 22 - 27	Revise Draft Report	<ul style="list-style-type: none"><li>▪ MIG make final edits and revisions to Draft Report</li></ul>
September 29	7-11 Committee Meeting # 17	<ul style="list-style-type: none"><li>▪ Review revised Report</li><li>▪ Adopt Final Report</li><li>▪ Review next phase of 7-11 process</li></ul>

10/03/06  
Item K

Draft

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Pasadena Unified School District  
7-11 Committee

## Proposed Uses for Surplus Properties

Recommendations Report

*Prepared for:*

Pasadena Unified School District  
Office of the Superintendent of Business

*Prepared by:*



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## ACKNOWLEDGEMENTS

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## 1.

# INTRODUCTION

In March of 2006, the Pasadena Unified School District (PUSD) Board of Education appointed a community advisory 7-11 Committee to determine surplus property, buildings or schools that would not be needed as classrooms. Potential future uses of those buildings were discussed based on relevant data, including enrollment projections. During a six-month process the 7-11 Committee convened to review and discuss data presented by technical experts and members of the Altadena, Pasadena and Sierra Madre community. Recommendations are based on guiding principles and are compatible with the needs and desires of the community. This report documents the strategies and priorities developed by the 7-11 Committee to advise the Board on the uses for surplus District property, buildings or schools that would not be needed as classrooms.

## **BACKGROUND AND PROCESS**

Schools have strong ties to their surrounding neighborhoods, making them a vital part of the community. For this reason, when determining the future of these important community resources, it is essential to create opportunities for community involvement. This ensures that any proposed future uses are compatible with the surrounding neighborhood and reflect the needs of the community, while also serving the needs of the School District.

### **Committee Composition**

The 7-11 Committee is a State mandated district advisory committee consisting of not less than seven and not more than eleven volunteer community members representing parents of students; landowners and renters; members of the business

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and school community, including teachers and administrators; and technical experts in land use planning, building codes and legal contracts. The community made a concerted effort to ensure that members of the 7-11 Committee reflected the diversity of the District including age, ethnicity and socioeconomic background.

## **Committee Charge**

According to the California State Education Code 17387-17391, the 7-11 Committee is charged with:

- Review of projected school enrollment and other data as provided by the District to determine the amount of surplus space and real property;
- Establishing a priority list of use of surplus space and real property that will be acceptable to the community;
- Circulation of a priority list of surplus space and real property and provide for hearings of community input to the 7-11 Committee on acceptable uses of space and real property, including the sale or lease of surplus of real property for child care development purposes pursuant to Section 17458 of the Education Code; and
- Make final determination of limits of tolerance of use of space and real property.

## **Phase One**

After preliminary review of enrollment and facilities data the 7-11 Committee examined its charge and timeline for completion and determined that its charge would be most successfully accomplished in two phases. The First Phase would include the determination of surplus space and recommended uses for seven sites, which include: Allendale Elementary, Audubon Elementary, District Education Center (351 S. Hudson Ave.), District Service Center (740 W. Woodbury Rd.), Edison Elementary, Linda Vista Elementary and Noyes Elementary.<sup>1</sup>

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<sup>1</sup> Blair "C" Campus was initially among the properties considered in Phase One of the Committee's deliberations. However, the Committee deferred consideration of the Blair "C" Campus to Phase

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## Phase Two

In the Second Phase the 7-11 Committee will address the Board's second charge to include in its final report recommendations on the optimum number of school facilities through 2009, based upon California Basic Educational Data Systems (CBEDS) enrollment and other available data considering the following scenarios:

- Enrollment of 21,000 students
- Enrollment of 20,000 students
- Enrollment of 19,000 students

This report is a summary of activities and recommendations developed during Phase One of the 7-11 Committee process. It is presented to the District Board of Education in satisfaction of the requirements of California Education Code Sections 17387 through 17391. This report does not address the second phase described above.

### Resource Information

To inform the decision making process, the 7-11 Committee reviewed and analyzed current and projected enrollment data and other relevant information including facilities background, demographic trends, zoning and community planning efforts. The following is a summary of data and reports reviewed by the 7-11 Committee.

- PUSD Strategic Plan
- Davis Demographics Current Enrollment, including District Attendance Data
- Davis Demographics Projected Enrollment
- District Budget Reductions Strategies
- District 2005-2006 Interim Report
- Historical Analysis of Enrollment CBEDS
- District Enrollment Data by school and grade
- School Consolidation Criteria

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Two. No recommendations regarding the Blair "C" Campus are made in this report. The foregoing properties do not include a substantial number of classrooms scheduled for use in the 2006-07 school year.

<sup>2</sup> This is based on an assumed annual increase rate of 2.8% after 2012 and assuming full utilization of remaining K-8 campus. The demographer did not provide projections beyond 2012.



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- Reconfiguration of Attendance Boundaries
- Real Property Market Studies/Analysis
- Surplus Property Disposition Process and Legal Issues
- PUSD Properties Summary
- City of Pasadena Green Space Element Overview
- Cultural Nexus
- City of Pasadena Housing Vision, Goals, Priorities and Initiatives
- School Size and Configuration Analysis

## **Community Participation**

In addition to surveys, reports and other analyses, the 7-11 Committee collected input from the communities of Altadena, Pasadena and Sierra Madre. The 7-11 Committee hosted two community workshops to inform the community about the 7-11 Committee process and to solicit input on community needs and ideas for the most compatible uses for surplus District properties. Community members provided input throughout the process during the public comment portion of the fourteen 7-11 Committee meetings. In addition, comments sent electronically were given to the 7-11 Committee as a weekly digest. The 7-11 Committee reviewed the community input and feedback to develop the recommendations outlined in this report. A summary of the two community workshops is located in the Appendices of this report.

## **2.**

# **FINDINGS AND CONSIDERATIONS**

As the 7-11 Committee reviewed the data presented by technical experts and District staff, Committee members were informed of specific legal requirements and/or restraints with respect to District property transfers. During discussions with technical experts and the community, the 7-11 Committee identified key issues, concerns, and community priorities that not only informed the process but also were determined to be critical in the development of sound recommendations to the Board. The following represents the 7-11 Committee's key findings and considerations.

### **CHARTER SCHOOLS**

According to Proposition 39, a school district is required to provide reasonably equivalent facilities for charter school students residing in the district, although it does not require the use of surplus property specifically for charter schools. The 7-11 Committee concluded that designation of specific District sites for use by charter schools is not within the purview of the 7-11 Committee's charge and that this determination should come from the Board. The 7-11 Committee recognizes the role of charter schools in the community and has identified in this report sites where charter schools are compatible uses. The Board should consider reserving space as needed to fulfill its facilities obligations to charter schools.

### **OTHER GOVERNMENTAL ENTITIES**

The State Education Code and Governmental Code provide that certain other governmental entities have acquisition rights

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(For example, a right of first refusal) with respect to certain properties that a school district proposes to sell or lease. For example, certain special education programs or the County Office of Education may have rights of first refusal with respect to vacant classroom space. Also, certain governmental entities may have rights of first refusal with respect to outdoor recreational space and open space. To the extent any of the District's properties are subject to the rights of others, the District will need to comply with the relevant code provisions prior to undertaking transfers of District property. For purposes of our report, the 7-11 Committee assumes the rights of other governmental entities on the properties under consideration are either inapplicable or are not exercised.

## **PORTABLE CLASSROOMS**

Facilities data presented to the 7-11 Committee included the number of portable classrooms located at District sites. This informed the discussion on the determination of excess capacity. The 7-11 Committee learned of the District's initiative to eliminate portable classrooms and focus on the modernized permanent facilities. For the basis of its decision-making, the 7-11 Committee focused on capacity based on permanent facilities and permanent portable classrooms at K-8 sites. The following are conclusions based on enrollment projections and portable classroom data presented to the 7-11 Committee.

According to the data presented, K-8 enrollment in 2012 is projected to be at 79% capacity not including portable classrooms. K-8 enrollment is projected to decline to (13,273) by 2012 while current capacity (excluding the recently closed campuses) is estimated to be 16,866 students (without portable classrooms) and 19,441 (with owned portable classrooms).

Enrollment for 9-12 grades is projected to decline to 5,368 by 2012 while current capacity is estimated to be 5,926 students (without portable classrooms) and 7,672 (with owned portable classrooms). Based on these figures enrollment in 2012 is projected to be about 90% of capacity without including portable classrooms and about 70% of capacity counting owned portable classrooms.

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The projections reviewed by the 7-11 Committee do not extend beyond 2012 except for a K-12 projection that goes to 2016. K-12 enrollment in 2016 is projected to be about 18,300, which is approximately 80% of capacity without portable classrooms and about 68% of capacity with owned portable classrooms.

### **TRANSFER METHOD**

The Education Code sets forth various methods by which a District property may be used for non-District purposes. They include: (1) outright sale, (2) lease in full to a tenant or tenants other than the District, (3) joint use by the District with another entity or entities (other than private schools), (4) joint occupancy (e.g. construction of a new facility by a developer which is then used by both the District and a private tenant (presumably with advantageous financial arrangements for the District)), and (5) exchange of District property for property of another person or entity. Each method has advantages and limitations that the District should discuss with legal counsel and experts prior to undertaking any of them.

Under this code, the proceeds of a sale of property by the District must be used for capital expenditures, while the rental income from a lease would be available for any legal purpose. The 7-11 Committee concluded that it would be substantially more advantageous to the District if income from property transfers is available to the District's General Fund. The 7-11 Committee's recommendations favor lease arrangements over sales, thus creating an opportunity for the District to achieve its full education funding level potential.

### **REAL ESTATE MARKET**

An outside consultant to the District presented the 7-11 Committee with a preliminary assessment of potential income to the District that could be generated by transfer of the Phase One properties. The estimates indicate substantial amounts can be generated through leasing of the Phase One sites.

### **TAX-EXEMPT FINANCINGS**

The 7-11 Committee recognizes the restrictions applicable to the use of District properties that have been improved through

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tax-exempt financings, including Measure Y Bonds. Although a preliminary assessment by the District's bond counsel does not indicate a significant problem with the uses proposed by this report, the District should consult with its bond counsel prior to any transfer (by sale or lease) of its financed properties to a private entity.

Also, the District should consult with bond counsel prior to making bond financed properties available to sectarian organizations.

## **ZONING AND LOCAL REGULATORY LAND USE RESTRICTIONS**

Any non-District use of any property discussed in this report will require coordination with the applicable zoning authority with jurisdiction over the property.

## **DECLINING ENROLLMENT**

The declining enrollment being experienced by the Pasadena Unified School District is an issue being faced by many urbanized communities in the nation. The enrollment data presented to the 7-11 Committee suggest enrollment in the District is declining at a steady rate. According to the CBEDS information, District-wide enrollment declined from 23,559 students in 2000 to 20,778 in April of 2006, and demographic information supports a continued decline.

Even after excluding the Allendale, Audubon, Edison and Linda Vista campuses and excluding all portable classrooms, enrollment in 2012 for K-8 is projected to be only 79% of capacity for those grade levels. According to the projections, significant extra capacity in K-8 can be expected through 2012 and beyond.

Even assuming a growth rate after 2012 of 2.8% (which is the highest annual K-8 increase since 1993) the District would probably not require the use of any of those four campuses until 2020.<sup>2</sup>

## **HOUSING**

In assessing the issue of declining enrollment, one factor that technical experts, as well as the community, raised was

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affordable housing for students, their families and for the workforce of the District. According to the market information presented, the cost of housing has increased at a high rate. This has contributed to families moving out of urbanized areas in the region and into more affordable communities such as the Inland Empire and out of state. Combined with a decrease in birth rate, this has resulted in urban communities with fewer families with children.

Affordable housing for District teachers and staff was a point also raised by the community and by teachers working in the District. It has become a greater challenge for the District to retain its teachers because of soaring housing costs. The 7-11 Committee identified the need to recommend strategies that support opportunities for housing that is affordable to teachers and other District employees. Such strategies could benefit the District and the community by attracting and retaining qualified teachers.

## **EQUITABLE PROGRAMS AND SERVICES**

Another challenge faced by the District is the contradiction between school choice and neighborhood schools. The perception from community members and the 7-11 Committee is that this contributes to the issue of equity in the delivery of programs and disparity between facilities. With the understanding that this is related to factors that are not within the charge of the 7-11 Committee, the Committee members acknowledge these concerns and encourage strategies and opportunities that result in bridging the equity gap.

## **IMPLEMENTATION**

The recommendations of the 7-11 Committee set forth in this report will require the District to engage consultants or hire staff in order to develop and service the tenants and other users of the properties. The District should anticipate and address those needs prior to undertaking the transfer of its properties.

# 3.

## GUIDING PRINCIPLES

Based on initial findings and discussions between the 7-11 Committee members and the community, the 7-11 Committee formulated a set of Guiding Principles that reflect the values and priorities most important to the PUSD community. The recommendations and findings in this report support these principles:

- a. Facilities are part of a whole system; when making decisions consider the implications for other areas
- b. Consider future uses that are healthy, compatible and support the strengths of the surrounding neighborhoods
- c. Maintain access to public open space
- d. Give priority to uses that support educational equity in both programs and facilities
- e. Support opportunities that encourage affordable housing
- f. Generate revenue that goes back to public education programs
- g. Maximize existing community resources with an emphasis on partnerships
- h. Be creative and innovative
- i. Consider issues of diversity in decision making

## 4. PHASE ONE SITES

The focus of the 7-11 Phase One process included the review of data for four elementary schools slated for closure in fall 2006 and the District's Service and Education Centers. The 7-11 Committee has determined that the foregoing properties are surplus. The following outlines key characteristics for each of the sites including lot size and facility information such as building square footage. Enrollment and capacity data are presented on the chart to show excess capacity at each site. The information on classrooms includes permanent classrooms and permanent portables only.

### USE RECOMMENDATIONS

This section also includes scenarios that represent a range of options and strategies for the Board to consider in determining specific uses for each of the eight sites. The 7-11 Committee has also indicated the factors supporting its recommendations and certain key considerations for the District to assess. Included in these considerations are uses for charter schools and private schools. While the 7-11 Committee is making recommendations to lease to charter schools where appropriate and compatible with the surrounding uses, the School Board should decide the lease of specific sites to specific charter schools. Any leases to private schools should include a clause that certifies and limits enrollment of District students.

### SALE vs. LEASE

As stated in the Findings and Considerations, the 7-11 Committee concluded that property leases would be substantially more advantageous than selling District properties. It is, therefore, the 7-11 Committee's recommendation that the School District not sell any



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properties and lease properties based on the uses recommended below.

With respect to the lease of the school campuses in the scenarios below, the 7-11 Committee recommends that the lease terms be of varying lengths to allow the campuses to become available for District use again on a staggered schedule.

## HOUSING USES

The 7-11 Committee's recommended scenarios below include certain housing scenarios. The District will need to assess both the monetary and non-monetary impacts to the District (such as effects on teacher retention) of the proposed housing scenarios with an aim to maximize benefits to the District.

### Allendale Elementary Constructed 1949

Allendale is located in a mostly residential area with access to transit and major highways. The campus has been modernized and neighborhood assets include opportunities for recreation at nearby Allendale Park, which includes a baseball field. During the 7-11 Committee process, the Board of Education determined that this site would be used as interim housing for two years during the Blair Middle School modernization.

<b>Allendale Capacity</b>		
2.57 acres; 62,727 square feet; 2 story		
	Classrooms	Students
	Permanent 13	325
	Portables 9	225
Total Capacity	<b>22</b>	<b>550</b>
<b>Enrollment: April 5, 2006 – 298 students</b>		

#### Recommendations

This site should be used as interim housing for Blair Middle School for the two-year period indicated by the School Board. The 7-11 Committee concluded that this site is best suited for shared and multiple uses. After this period the 7-11 Committee recommends the following two scenarios.

#### Scenario #1

Lease to entities to provide one or a combination of the following uses: Pre-k, childcare, charter school, and/or private schools. This site should also include common areas for tenant and community use.

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## Scenario #2

This scenario can include market rate and/or housing for PUSD employees and employees of other resource organizations such as Caltech and PCC. If the latter becomes an option, the District should seek partnerships for financial investment by these partner community resource organizations.

## **Audubon Elementary Constructed 1951**

In the last few years the Audubon Campus has been used as interim housing for schools undergoing modernization. This campus has not been modernized and is in poor repair. The site borders the Pasadena City limits with Altadena (LA County) to the north and south. The surrounding area is residential with both single-family and multi-family housing. Jackson Elementary is to the east with Franklin Elementary within a mile to the north. The area has great access with proximity to major arterials such as Lincoln and Woodbury and close to major transit.

<b>Audubon Capacity</b>		
2.57 acres; 62,727 square feet; 2 story		
	<b>Classrooms</b>	<b>Students</b>
	Permanent 15	375
	Portables 2	50
<b>Total Capacity</b>	<b>17</b>	<b>550</b>
<b>Enrollment: April 5, 2006 - 340 students</b>		

## **Recommendations**

In the short term this site should be leased as a program-based community center providing services similar to Jackie Robinson Center. In the long-term this site should be leased for between 40 – 99 years.

## Scenario #1

Develop housing with shared use for community education uses such as faith-based organizations and others.

## Scenario #2

Develop site for housing (only) – This scenario can include a combination of market rate, District employees, affordable and/or senior housing.

## Scenario #3

Lease for educational use only.

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## **District Education Center** **North Building Constructed 1926** **South Building Constructed 1956**

Currently, the District Education Center is used primarily for administration with some facilities for educational uses, such as Rose City High School, Oak Knoll and KLRN. According to the Real Property Marketing Analysis, this site is the most valuable property in the PUSD portfolio. The site is centrally located near major transportation and cultural nodes. Surrounding uses include high density office, multi-family residential and retail. The historical significance of the main building at the north end of the property would need to be considered in any recommendations for future uses.

<b>Education Center Capacity</b>		
2.57 acres; 62,727 square feet; 2 story		
	<b>Classrooms</b>	<b>Students</b>
	Permanent 5	150
	Portables 12	360
<b>Total Capacity</b>	<b>17</b>	<b>510</b>
<b>Enrollment: April 5, 2006 - 300 students</b>		

### **Recommendations**

According to data presented to the 7-11 Committee, this site presents the highest revenue potential. Any uses proposed by the Board should include partnerships with City of Pasadena departments to maximize both financial and human resources and preserve the historical structure on the site. Before any decision is made regarding specific uses on this site the District should first conduct a study such as a feasibility study, master plan, and/or charrette process, to determine uses that maximize revenue. The 7-11 Committee recommends any combination of the following uses that are supported by the study, all of which are compatible with the surrounding neighborhood:

- District administration
- Educational uses such as KLRN and Oak Knoll
- Housing – Any housing should include on site affordable housing to the required by law and in excess thereof if beneficial to the District.
- Retail/commercial/office – Can be part of a larger mixed-use project and should serve the development
- Performance space and public open space – Consider partnering with McKinley for joint use opportunities and possibly provide on their site.

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## District Service Center Constructed 1969

The District Service Center presently functions as the District's warehouse and training center. A large, paved lot provides parking for the District's transportation contractors. In exchange for parking their buses, the contractors provide service at a discounted rate to the District. This site is surrounded by office and industrial uses with excellent access to public transportation and the 210 freeway.

<b>District Service Center Capacity</b>		
2.57 acres; 62,727 square feet; 2 story		
	Classrooms	Students
	Permanent 8	200
	Portables 2	50
Total Capacity	<b>10</b>	<b>250</b>
<b>Enrollment: April 5, 2006 - --- students</b>		

### Recommendations

This site presents an opportunity for joint use with District Service Center uses and other compatible uses. Input from the District on current and future should first be assessed. The 7-11 Committee recommends that the District conduct a study to determine needs for current uses and uses outlined below.

#### Scenario #1

- Joint occupancy with retail and housing on north side and mixed use and District administration on south side
- Maximize revenue by placing retail on front side along Woodbury with District facilities behind.
- Include commercial office in areas most compatible

## Edison Elementary Constructed 1926

Edison Elementary is a modernized campus in a residential neighborhood. It is located between the site of Loma Alta Elementary and Franklin Elementary. The narrow residential streets could limit the types of potential uses for this site.

### Recommendations

The 7-11 Committee recommends the following scenario.

<b>Edison Capacity,</b>		
4.5 acres; 25,800 square feet; 1 story		
	Classrooms	Students
	Permanent 17	425
	Portables 5	125
Total Capacity	<b>22</b>	<b>550</b>
<b>Enrollment: April 5, 2006 - 215 students</b>		

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## Scenario #1

- Shared use site for the following uses: Pre-k, child care, charter school and/or private school and include common areas for tenant and community use.
- Include uses for community organizations, such as faith-based organizations and others, for use of classrooms, auditoriums and office space.
- Create joint use with PUSD educational use and other tenant/s

## Linda Vista Elementary

**Constructed 1927**

Single-family residential uses surround the Linda Vista Campus. Some improvements have been made to the facility but additional improvements would need to be made to modernize the campus. Linda Vista Avenue faces the east side of the campus with Bryant to the north. Single-family homes surround the southwest perimeter.

<b>Linda Vista Capacity</b>		
8 acres; 93,600 square feet, 2 story		
	<b>Classrooms</b>	<b>Students</b>
	Permanent ---	---
	Portables ---	---
<b>Total Capacity</b>	---	---
<b>Enrollment: April 5, 2006 - --- students</b>		

## Recommendations

The 7-11 Committee recommends the following use scenarios.

### Scenario #1

A combination of uses that include Pre-k, child care, charter school and/or private school, including common areas for tenant and community use. In addition, include community serving commercial and preserve the existing open space.

### Scenario #2

This scenario includes all of the uses stated above. In addition, the 7-11 Committee recommends that the City of Pasadena play an active role in the development of any uses other than education.

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## **Noyes Elementary Constructed 1953**

The Noyes campus has been modernized but the terraced configuration creates steep grade issues. This could present an opportunity for multiple tenants. The site is adjacent to single-family residential with the main access via Allen Avenue and Altadena Drive.

### **Recommendations**

Lease to highest bidder, for a minimum of 5 years, for compatible uses. Stagger leases into segments from 5 year, 10 year, etc.

### **Scenario #1**

This site provides an opportunity for multiple uses for: Pre-k, child care, charter school, and/or private schools. In addition, include common areas for tenant and community use.

<b>Noyes Capacity</b>		
7.3 acres; 23,601 square feet, 1 story		
	<b>Classrooms</b>	<b>Students</b>
	Permanent 15	375
	Portables 4	100
<b>Total Capacity</b>	<b>19</b>	<b>475</b>
<b>Enrollment: April 5, 2006 - 281 students</b>		