



Agenda Report

October 21, 2013

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: REVIEW AND APPROVAL OF PUBLIC ART MASTER PLAN

RECOMMENDATION:

It is recommended that the City Council:

1. Find that the recommended action is exempt from the California Environmental Quality Act ("CEQA") pursuant to State CEQA Guidelines Sections 15301, 15303, 15304, and 15311 (Classes 1, 3, 4 and 11); and
2. Approve the Public Art Master Plan.

ARTS AND CULTURE COMMISSION RECOMMENDATION:

On April 10, 2013, the Arts and Culture Commission recommended that the City Council approve the Public Art Master Plan.

EXECUTIVE SUMMARY:

The Public Art Master Plan builds on the City's strong visual arts heritage, acknowledges the value of existing public art projects, and focuses on how artists can continue to enhance the public realm. The Plan incorporates the thoughts and suggestions of hundreds of citizens, acknowledges how the City of Pasadena operates, and grows from best practices in the public art field. Intended to provide broad goals and objectives with practical strategies for implementation, the Plan articulates a unified vision for the development of new public art in Pasadena. The Plan provides an outline of priority projects and related changes to policy and procedures that will require the identification of additional resources to realize these goals.

Cultural Nexus, the City's 2005 Cultural Master Plan, established many of the principles that have guided the development of the Public Art Master Plan, including Cultural Identity, Participation, Economic Growth and Dynamic Support. Specifically, Cultural Nexus Policy #9 called for "a new vision for public art" which is the impetus for the development of the Plan.

The Public Art Master Plan includes a Vision Statement; ten Policy Recommendations; Implementation Strategies; and an Implementation Grid with prioritized project lists including budgets, possible funding sources and partnerships.

The Plan contains recommendations and Implementation Strategies that may require further review and subsequent actions at both the staff and Council level. The recommended Implementation Strategies will be further reviewed by staff and Council as appropriate. Certain policy and procedural changes can be implemented at a staff level, others relating to funding and budgets will be addressed by Council through subsequent program guidelines.

BACKGROUND:

Cultural Nexus was developed with input from a broad section of the Pasadena community and recommended the creation of a fresh and innovative public art direction. Cultural Nexus participants requested the placement of public art in neighborhoods and additional public art partnerships with schools and non-profit organizations. To accomplish this, a Public Art Task Force was convened to assess and guide the direction of this new vision.

The Task Force recommended that the City avoid duplication of efforts to purchase existing large scale artworks, already being undertaken by Pasadena's collecting institutions, and instead commission new artwork for the permanent collection. The group emphasized the importance of the City's role in expanding access to public art throughout the community by managing temporary art projects and siting artwork in public spaces including parks and libraries.

As a direct result of these recommendations, Cultural Affairs developed several new initiatives. The Public Art Walking Tour Brochure was created to publicize the diversity of public art within the Central District. Also, the Neighborhood Enhancement Mural Program was initiated to provide matching grants to artists to enhance neighborhood aesthetics and place artwork in areas unrelated to private development. In 2010, creation of the Rotating Public Art Exhibition Program was approved by City Council. The program places artworks on a temporary basis on median islands and other City-owned property, reaching every Council district.

Concurrently, the City's Arts and Culture Commission and the Public Art Subcommittee worked with staff to establish the framework for the development of the Public Art Master Plan. On February 10, 2009, the Commission approved the Concept for Public Art Master Plan Development. The City Council's Legislative Policy Committee subsequently reviewed the Methodology and Development Plan for the Plan in October 2009 and March 2010. A public outreach process was next developed to elicit community input towards a new vision for public art through a series of community meetings, stakeholder interviews and the assembly of an Advisory Group.

The City contracted a nationally recognized Public Art Planning Consultant through a Request for Qualifications in 2010 to help develop a Public Art Master Plan and establish new policies, priorities, locations, and financial mechanisms to move

Pasadena's Public Art Program forward. The consulting team has actively participated in the community outreach process and drafted ten Public Art Master Plan Policy Recommendations based on extensive research and analysis.

Development of Public Art Master Plan Vision Statement

Pasadena's current public art collection captures the character of the community through diverse and thought-provoking artworks commissioned over the life of the Public Art Program. These artworks reflect public art's role as a catalyst for public engagement and dialogue. The collection, primarily located in the Downtown, contributes to a dynamic urban experience. The Public Art Master Plan Vision Statement, therefore, both acknowledges existing public art accomplishments and reflects opportunities for the future.

An introductory element of the Plan, the Vision Statement reflects the essence of the community input phase and provides an overarching direction to the Public Art Master Plan. The Vision Statement envisions how the City can employ public art to contribute to Pasadena's growth and articulates the importance of art and culture in the City by:

- Defining the role that public art plays in civic life
- Referencing relationships with existing citywide plans and
- Indicating the Public Art Master Plan's intended use by internal and external participants

Pasadena's public art is an integral part of the city, reinforcing its visual character, reflecting the strength of its cultural and educational institutions, responding to its urban design initiatives and promoting dialogue across ethnic and generational lines. Public art reflects the direction of Pasadena's General Plan, reinforces its design and development principles, reinforces neighborhood character and contributes to a beautiful, sustainable and livable Pasadena.

Pasadena's Cultural Affairs Division and Arts and Culture Commission will use the Public Art Master Plan to guide and stimulate public art through its own efforts and by encouraging and facilitating partnerships with private developers, City Departments, arts organizations and cultural institutions.

Alignment with Planning Efforts

The Public Art Master Plan Recommendations reinforce and are compatible with the updated Land Use and Mobility Elements of the General Plan. Public art contributions are referenced several times in the General Plan Outreach Report, including the support of public art as temporary mitigation for empty storefronts and on City-owned lots and to enhance the feel of public places. The Public Art Master Plan supports each of four General Plan Policy Topic Areas: 1) Sustainability and Open Space, 2) Urban Design,

Historic Preservation and Arts & Culture, 3) Mobility and 4) Education and Economic Vitality.

The policies of both Plans policies contain common themes:

- Pedestrian orientated experiences
- Place-making
- Enhanced livability, walkability and economic vitality
- Mobility and connectivity to neighborhoods
- Expanded tourism
- Pasadena's vibrancy and attractiveness for residents & businesses

Public Art Master Plan Phases of Development

The Public Art Master Plan process incorporated several key phases of development. Phase One, which spanned July to October 2011, focused on the research about the existing Public Art Programs elicited input through community stakeholder interviews, public outreach, and intensive policy reviews. The consulting team conducted:

- More than 60 individual interviews with City staff, Commissioners, representatives from local arts and cultural organizations, civic leaders, developers and artists;
- Four public community meetings in East Pasadena, Northwest Pasadena and Central Pasadena;
- Four Public Art Master Plan Advisory Group meetings and four focus group meetings, including youth and performing arts organizations;
- Numerous ongoing meetings with Cultural Affairs Manager, Planning staff and other City department representatives;
- Reviews of planning documents including Cultural Nexus Master Plan, Plan, Northwest Community Plan, Playhouse District Association Plan, Bennett Plan, Pasadena Walk About, General Plan Outreach Report;
- Examinations of Public Art Guidelines and procedures, reports to the Legislative Policy Committee on Public Art Master Plan; reports to the Arts and Culture Commission, Legislative Policy Committee, and City Council;
- Analysis of key financial and enabling documents to assess their impact on current program;
- Site visits to artworks; and
- Review of all financial resources within Capital Improvement Program (CIP) funding, Cultural Trust Fund and private developer contributions.

In order to ensure broad community representation, a Public Art Master Plan Advisory Group was assembled. Advisory Group members represent the arts and culture, design, business, historic preservation, planning, private development, and education sectors and also include key City staff. Representatives were recommended by City Council members and provided input and feedback about the Draft Plan and Policy Recommendations.

Phase Two involved a series of community meetings from November 2010 through January 2011 which focused on different geographic areas of the City and specific topics. Following the initial series of community meetings, Phase Three included preliminary draft recommendations reflective of the stakeholder interviews and community input. A second series of community meetings, focus groups, and a Public Comment Period occurred in 2012 as Phase Four to elicit response to the preliminary recommendations. Finally, Phase Five delivered refined, final recommendations for the proposed Plan elements that are inclusive of the entire planning process.

Public Art Master Plan Policy Recommendations

The Plan Policy Recommendations cover a broad range of public art opportunities and recognize specific geographic locations, suggest appropriate public art media for specific site types, and emphasize ongoing community inclusion and education. The Recommendations include:

1. Use public art to reinforce Pasadena's identity, weaving together culture, people, neighborhoods and ideas to create a memorable urban landscape that respects the past and builds for the future.
2. Embrace public art as a citywide urban beautification effort, using the access and strength of the City's Cultural Affairs Division to build its collection of art in public places, and to facilitate public art and public art partnerships with City Departments, private developers, and arts and cultural organizations.
3. Celebrate Pasadena's unique gateways to Downtown and neighborhoods-- its freeway entrances, overpasses and off ramps -- by enhancing them with the work of artists.
4. Employ public art to promote a more walkable city.
5. Commission public art that reinforces parks and neighborhoods.
6. Create a Public Art Overlay Zone that integrates with the "Bennett Plan" for the Civic Center area, primarily along Holly Street and Garfield Avenue, and builds upon existing public art within that area.
7. Refine the Public Art in Private Development Program to more actively contribute to Pasadena's cultural and economic health.
8. Support ongoing temporary artwork Installations and performance-based arts events in areas with strong pedestrian and vehicular traffic.
9. Expand the role of education in the Pasadena's public art program.
10. Allocate more funding for public art commissions and maintenance.

Public Comment Period

Numerous outreach efforts were conducted throughout 2012 to allow Pasadenans a final opportunity to reflect on the proposed Public Art Master Plan Policy Recommendations, rank them in order of priority, and suggest an 11th Policy Recommendation, if any. Extensive outreach efforts culminated in an online Survey, offered in English and Spanish, which ended in late October 2012.

The majority of Survey respondents indicated “Strong” and “Very Strong” levels of support for all 10 Policy Recommendations, and over 80% of respondents indicated “Strong” and “Very Strong” confirmation that the Plan reflects Pasadena's public art needs overall. Respondents did not suggest a possible 11th Recommendation, indicating that the 10 proposed Recommendations thoroughly address the community's new vision for public art.

The Public Art Master Plan Policy Recommendations that received the strongest support (top 5) based on a scale of 1-4 with 4 being highest are as follows:

Public Art Master Plan Recommendation # and Description	Average Rating (Scale 1-4)	Percentage of Responses with Score of 4
#4: Employ art to promote a more walkable city	3.45	64.8%
#2: Embrace public art as a citywide urban beautification effort with Cultural Affairs as the facilitator	3.42	63.6%
#8: Support ongoing temporary artwork installations & performance-based events in areas of strong pedestrian and vehicular traffic	3.39	62.6%
#10: Allocate more funding for public art commissions and maintenance	3.30	57.1%
#3: Celebrate Pasadena's gateways to Downtown and neighborhoods	3.24	55.1%

Sample comments among responders included: (1) requests to expand the Rotating Public Art Exhibition Program to include more artists and provide art throughout additional public buildings; (2) appreciation to the City of Pasadena for integrating arts into the community and expanding arts awareness; (3) recognition that being a Pasadena resident is distinguished as a “top-tier living experience”; and (4) support for

public art as a means to enhance place-making by creation and enhancement of gathering spaces and a walkable environment.

Respondents represented all six age categories (ranging from under 21 to over 65) included in the Survey, with the highest number of respondents ages 45-54. The greatest numbers of respondents reside or work in Council District 6, but responses were received from representatives of all seven Council Districts and 38 Zip Codes. Over 61% of respondents live in Pasadena, whereas over 53% work in Pasadena. Respondents' professions covered a wide range, including librarians, engineers, artists, students, hospital workers, architect/urban designers, teachers, retirees, etc.

In conclusion, the Public Art Master Plan Policy Recommendations are consistent with General Plan goals, and the Survey responses overwhelmingly validate the fact that the Recommendations accurately reflect the community's desired new direction for public art.

FUNDING AND IMPLEMENTATION:

The Plan's recommended expansion of funding structures for the Capital Public Art Program would eliminate the current restrictions of applicable sources of funds that are based solely on internal restrictions but would not impact those funding sources that are inherently restricted from funding public art. A review of capital projects over the past three years shows that an additional \$395,000 from Public Works projects would have been allocated to the Capital Public Art Program had the current funding restrictions not been in place. With the adoption of this Plan, these additional monies may be absorbed within the capital project budget contingency amounts or additional funding sources would need to be secured.

There are no recommendations that would change the types of projects to which the Capital Public Art Program is applied. Not all of the Implementation Strategies will be implemented; those that are specific to staffing, organizational changes and certain aspects of policy and process will be implemented by staff. Those Implementation Strategies that require budget approvals or changes to program guidelines will be reviewed and approved by the City Council.

While the Public Art Master Plan is a policy document, actual implementation of the recommendations is prescribed within the Public Art Program Guidelines. Revised Public Art Program Guidelines will be presented to Council for approval subsequent to the adoption of the Public Art Master Plan and will reflect the refined emphasis on public art place making for both the Private Development and Capital Public Art Programs. Staff will provide recommended funding strategies for Plan implementation at that time. Implementation of the Public Art Master Plan is intended to be a multi-year effort.

Implementation Strategies

Some new strategies and procedural changes are needed to implement each of the ten Policy Recommendations as is feasible. Key strategies include clarifications and revisions of funding methods procedures, roles and responsibilities such as:

- Designation of the Cultural Affairs Division as the lead City agency for facilitating public art, working in partnership with other City departments, private developers and arts organizations to build a citywide public art collection;
- Expanded funding sources and revised procedures for the Capital Public Art and the Private Development Public Art Programs;
- Clarification of the role of Arts and Culture Commission as the stewards of the Public Art Master Plan and;
- Incorporation of enhanced accessibility and education into all Public Art Programs.

The attached Implementation Grid outlines priority projects for development , including the creation of a Civic Center Public Art Committee and subsequent public art projects, new public art for Water and Power Department sites and implementation of Phase II of the Rotating Public Art Exhibition Program, among others.

New Opportunities

With approval of the Public Art Master Plan, a framework will be established to facilitate the development of new and expanded partnerships. The City will be enabled to seek and leverage additional funding and collaborations through competitive funding sources, including grant monies from federal, state and local agencies.

Plan Timeline

The Public Art Master Plan Timeline was adjusted to coincide with the development of the General Plan Land Use Update. Subsequent to the Public Art Master Plan approvals, staff will recommend updates to the corresponding Public Art Guidelines in order to implement the proposed new vision as is feasible. The attached Implementation Grid contains priority projects, including those for the Civic Center area.

2013 Approval Process

- Public Art Subcommittee Review and Recommendation (April 3, 2013)
- Arts & Culture Commission Review and Recommendation (April 10, 2013)
- City Council Review and Approval

COUNCIL POLICY CONSIDERATION:

The Public Art Master Plan furthers the Council Strategic Planning Goal of supporting and promoting quality of life and the local economy. Consistent with the City's Vision

and Mission, the Plan supports the Land Use and Mobility as well as the Cultural and Recreational Elements of the General Plan which promote Pasadena as a cultural center for the region. The Public Art Master Plan is also in alignment with several of the General Plan Update Topic Policies, including pedestrian orientation, connectivity to and among neighborhoods and an emphasis on the City's vibrancy and attractiveness for residents and businesses. The Plan is similarly responsive to the Cultural Nexus Master Plan, specifically Policy #9, which calls for a new vision for public art.

ENVIRONMENTAL ANALYSIS:

The proposed approval of the Public Art Master Plan is exempt from CEQA. The Master Plan identifies a series of Policy Recommendations and Implementation Strategies, which include, in part, recommendations/strategies for public artwork and related physical improvements. All physical improvements included in the Master Plan can be categorized as minor alterations of existing facilities, new small structures, minor alterations to land, and/or accessory structures. Such improvements would each be categorically exempt from CEQA pursuant to State CEQA Guidelines Sections 15301 (Class 1 - Existing Facilities), 15303 (Class 3 - New Construction or Conversion of Small Structures), 15304 (Class 4 – Minor Alterations to Land), and/or 15311 (Class 11 – Accessory Structures). Furthermore, implementing any future physical improvements identified in the Public Art Master Plan would require further discretionary undertaking(s) of the City of Pasadena, which would be subject to project-level environmental review, as necessary.

CONCLUSION:

Staff finds that the Public Art Master Plan supports the policies of Cultural Nexus, is in alignment with the Land Use and Mobility Elements of the General Plan, and reflects the feedback received throughout the community process. The Plan builds on the City's strong visual arts heritage, acknowledges the value of existing public art projects, and focuses on how artists can continue to enhance the public realm. Intended to provide broad goals and objectives with practical strategies for implementation, the Public Art Master Plan articulates a unified vision that will drive revisions to existing public art program guidelines, the development of priority projects, and the identification of expanded resources for realizing these goals.

FISCAL IMPACT:

There is no fiscal impact as a result of this action and will not have any indirect or support cost requirements. The anticipated impact to other operational programs or capital projects as a result of this action will be determined through the project development process and will be presented to Council with revised Public Art Program Guidelines for consideration. An expansion of eligible funding sources for the Capital Public Art Fund may require additional funding from the General Fund to offset these monies.

Respectfully submitted,



VINCENT P. BERTONI, AICP
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Attachments: (6)

- Attachment A - Public Art Master Plan
- Attachment B - Appendix One: City of Pasadena Civic Art Collection Analysis
- Attachment C - Appendix Two: Public Art Master Plan Interview Notes
- Attachment D - Appendix Three: Public Art Master Plan Interviewees
- Attachment E - Appendix Four: Public Art Master Plan Implementation Grid
- Attachment F - Appendix Five: Public Art Master Plan Meetings