

Agenda Report

DATE: APRIL 6, 1998
TO: CITY COUNCIL
FROM: KATHRYN NACK, CHAIR
MAYOR AND COUNCIL'S CITY CENTER TASK FORCE
SUBJECT: CITY CENTER TASK FORCE REPORT ON CIVIC CENTER/MID-TOWN
DISTRICT PROGRAMMING EFFORT

RECOMMENDATION:

It is recommended that the City Council take the following actions:

1. Accept the City Center Task Force Report on the Civic Center/Mid-Town District Programming Effort (the "Report");
2. Review and comment upon the Report and provide direction regarding the recommendations as further described in this Agenda Report; and
3. Designate a nine-member Implementation Task Force as further described in this Agenda Report from the existing City Center Task Force to act as a "bridge" between the City Center Task Force and a to-be-developed City Council-designated entity to carry out the Implementation Program on a more permanent basis.

BACKGROUND:

A. The Process

On July 21, 1997, the City Council approved the initiation of the Civic Center/Mid-Town Area Programming Effort ("Programming Effort") and appointed twenty (20) members and five (5) alternates to the Mayor and City Council's City Center/Mid-Town Task Force (the "Task Force") representing property owners, community leaders and key advisory bodies responsible for implementing the Programming Effort (please see Attachment No. 1). The Task Force's specific charge was to develop a recommended Program for the Civic Center/Mid-Town Area and to advise the City Council regarding actions required to implement the Program. This Program was directed by the City Council to include the identification of new development and uses desired for the area, both public and private; public improvements; any zone changes necessary to carry out the Program; and the opening/closing of public rights-of-way. A major concern is the opportunity to redevelop the Plaza Pasadena.

With assistance and advice of Task Force members, the City engaged the firms of Moule and Polyzoides for design services, Keyser Marston Associates for real estate economic services and Moore, Iacofano and Goltsman for facilitation and community consensus building services. The purpose of these consultant services was to provide the needed expertise to ensure a quality process and product.

The Mayor and Council's City Center Task Force process has included community participation as an integral component of the effort. The process that the Task Force has followed to date has involved fourteen (14) meetings of the Task Force and four (4) major community meetings at key milestones during the eight month process. The Task Force itself is broadly representative of the City's residents and stakeholders. Further, in an effort to obtain as much community participation in the programming effort as possible, the four citywide community meetings included extensive outreach to neighborhood and community organizations, direct mailing to property owners and businesses, posting of meeting invitations throughout the Civic Center and at community centers such as Jackie Robinson Center and Villa Parke Center, and notices on KPAS.

The process followed by the Task Force was guided by the following two major Mission Statements as set forth by the City Council:

- The Vision and the resulting Civic Center/Mid-Town Programming Effort shall establish a pro-active framework which will shape proposed private projects and serve as the basis for investments in public spaces and supporting facilities.
- The Programming Effort shall be a process to define uses and designs for real estate projects and the definition of major public spaces that will create major gathering places and "anchors" a mall. While concepts and ideas can be gathered from other cities, the outcomes shall be uniquely Pasadena.

The Objectives of the Program which guided the effort include: (1) Developing shared desires and goals; (2) understanding the physical area as a whole, including public spaces, streets and sidewalks as well as private and public/private development opportunities; (3) identifying the specific types of businesses and institutions to be recruited to the area and the strategies to attract them; (4) assessing opportunities and constraints; (5) arriving at responsive alternatives and solutions to the goals, opportunities and constraints identified; (6) determining a preferred alternative; and (7) developing "champions" in the public and private sectors for the implementation program as adopted for the Civic Center/Mid-Town District.

Since the last report to the Council on January 26, the Task Force has held six (6) meetings to complete the Task Force process. The Task Force has come to closure on the Vision statement; the Guiding Principles; the Overall and District-Wide Specific Objectives; the Urban Design Program, including District-Wide Purposes and Principles, Open Space, Landscape and Buildings, Traffic and Parking, and the Implementation Program. The "Buildings" section of the Urban Design Program includes specific recommendations for all of the major blocks in the Civic Center/Mid-Town District. At the Task Force's meeting of March 17, 1998, TrizecHahn Centers, the owners of the Plaza Pasadena, provided a full presentation on the status of redevelopment plans for the Plaza. Also, at the Task Force meeting of March 31, Maguire Partners presented concepts for the Broadway Block. As a result of the work of the Task Force, the consultant team and staff, the Task Force and its Chair Kathryn Nack is presenting to the City Council the "Civic Center/Mid-Town District Programming Effort Report".

B. The Product: City Center Task Force Report

The Report attached as Attachment No. 2 to this Agenda Report addresses four major areas:

1. Goals and objectives, challenges and opportunities for the Civic Center/Mid-Town Programming Area;
2. Guiding principles for the area as a whole and key development opportunity sites;
3. Urban design framework; and
4. Implementation and funding and revenue sources.

The Urban Design Program is the most comprehensive set of recommendations regarding the future design and use of the Civic Center/Mid-Town District since the adoption of the Civic Center Specific Plan (1990). It addresses "Buildings," "Open Space," "Landscaping" and "Traffic and Parking" as major components, all of which support the evolution of this area toward the fulfillment of the goals envisioned in the original Bennett Plan for the Civic Center. The Urban Design Program further includes specific recommendations as to preferred land uses on the key development sites, as well as for design guidelines and development standards. Recommendations and concepts for further specialized study are recommended in the areas of landscaping, streetscapes and traffic and parking.

For each of the key development opportunity sites in the District, certain changes to existing City-adopted plans will be required if the recommendations contained in the Urban Design Program are accepted. These include minor adjustments to the Civic Center Specific Plan in the areas of building height, setbacks, view corridors, and certain design guidelines. With respect to the Plaza Pasadena, a change in the boundary of the Civic Center Specific Plan area (which would require a concurrent amendment to the General Plan) is recommended to address development standards and design for this block. This change in boundary would include the Plaza Pasadena within the Civic Center Specific Plan.

In terms of implementing the recommended Programming Effort, the Implementation Program includes the capital costs associated with public improvements; revenue sources and amounts for public improvements (include capital funding; operation and maintenance); preliminary financing plans (capital improvements and ongoing operations, maintenance and programming); establishment of a "City Center Implementation Task Force"; recommended changes to existing City plans; and related implementation actions (including improvements to the entitlement process, staff dedicated to implementation; streetscapes plan and implementation; parking management and traffic study and design; Garfield Promenade design, non-profit public benefit corporation, and donor program).

The Implementation Program requires a strong commitment and rededication of the City of Pasadena and its City Council to the heart of the City — the Civic Center/Mid-Town area. **The capital funding for the proposed publicly financed improvements is proposed to come from a number of one-time and on-going revenue sources, all of which are predicated upon and would be generated by private development occurring within the Civic Center/Mid-Town District.** The fees generated from these developments are proposed to be pledged to near-term planning as follows:

	<u>Cost Ranges</u>
● Streetscapes Design Development and Construction Documents	\$200,000 - \$300,000
● Garfield Avenue Promenade Design Development and Construction Documents	100,000 - 150,000
● Parking and Traffic Design Studies	100,000 - 150,000
● Environmental Analyses	100,000 - 150,000
TOTAL:	\$500,000 - \$750,000

It is recognized that the City's General Fund does not have sufficient resources to fund the proposed public improvement program. The result is that significant implementation of the plan is predicated upon redevelopment of the Plaza Pasadena, the development of the Broadway Block and the CenFed site. **It is important that advanced funding of certain of these components of the public improvement program occurs, specifically the consultant services described above. These costs would be reimbursable as development proceeds and is entitled. It is estimated that Construction Tax on the redevelopment of Plaza Pasadena would be approximately \$660,000.**

C. The Recommendations

The Task Force recommends that the City Council take the following actions:

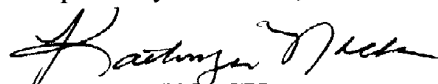
1. Approve the establishment of a City Center Implementation Task Force which would guide and oversee the Implementation Program and serve as a "bridge" to a more permanent organization to carry out the program. The Implementation Task Force is recommended to be comprised of nine (9) members from the existing City Center Task Force as follows: six (6) from the advisory bodies and the Pasadena Center Operating Company ("PCOC") and three (3) from the major property owners and civic institutions in the District. It is recommended that the Chair be designated by the Mayor from these nine (9) members.
2. Approve an advance of \$750,000 to fund the costs of consultant services on a multiple disciplinary team approach for streetscapes design and development and construction documents; Garfield Avenue Promenade design development and construction documents; parking and traffic design studies, and environmental analyses. It is recommended that this advance be reimbursed from applicable fees and taxes on private developments in the District as they are entitled. Direct staff to include these recommended advances in the City of Pasadena and the Pasadena Community Development Commission's recommended FY '99 Budget.

3. Fill existing vacant staff positions in the Housing and Development Department in order to dedicate a senior level Project Manager to serve as the lead staff person to ensure the implementation of the Programming Effort for the District.
4. Direct the City Manager to establish a multi-disciplinary staff team to work with property owners, developers and the Implementation Task Force to facilitate and improve the entitlement process for projects which meet the Vision and Objectives of the Programming Effort.
5. Direct staff to proceed to evaluate recommended changes to existing City-adopted plans as private developments move forward and to process any necessary changes to those plans in order to implement the recommendations as called for in the Programming Effort with respect to height, setbacks, view corridors, certain design guidelines and a change in boundary to the Civic Center Specific Plan to include the Plaza Pasadena.
6. Direct the newly-created Implementation Task Force to explore a permanent organization such as a 501(c)6 non-profit benefit corporation for funding and managing the operation and maintenance of the District.
7. Direct the newly-created Implementation Task Force to explore donor programs and foundation grants for funding District capital improvement and on-going operations and maintenance costs.

FISCAL IMPACT:

The impact on the City's General Fund and on the Pasadena Community Development Commission's budget is addressed in the Final Task Force Report. In summary, the near-term costs include: (1) an additional staff position designated to carry out the Implementation Program; (2) near-term funding from taxes/fees generated by private development for key design, traffic and parking, and environmental studies and analyses. The estimated amount for outside consultant services is \$750,000 which is recommended for inclusion in the recommended FY '99 Budget with funding in advance of the receipt of development fees and taxes as major private projects move forward in the District. Anticipated revenues from development fees and development-related income sources would fund public improvements estimated to cost approximately \$15.6 million; this includes approximately \$2.6 million to be funded by standard conditions of approval for off-site public improvements and public art fees associated with private development.

Respectfully submitted,



KATHRYN NACK

Chair, City Center Task Force

ATTACHMENTS