



Information Item

Date: January 15, 2016

To: Mayor and City Council
From: Karen Ginsberg, Community and Cultural Services Director
Subject: Civic Working Group Final Report and Recommendations

Introduction

The Civic Working Group (CWG), a nine member body appointed by Council, worked for almost two years to facilitate community dialogue around the future of the Santa Monica Civic Auditorium (Civic). The CWG completed its task in September 2015 and approved a report for Council, which is attached. The group's recommendations are summarized in two sections of the CWG's report, the 'Guiding Principles' and the 'Priorities for Council Consideration'. The report, recommendations, and possible next steps will be considered by Council at the meeting on February 9, 2016. Given the community's level of interest in the future of the Civic and the surrounding site, sharing the report at this time, along with an indication of staff's recommendation, provides additional time for this information to be reviewed in depth by Council and the community.

Background

The CWG held regular public meetings for over 18 months and structured the community visioning process around three public workshops. They placed a very high priority on community engagement and transparency. All of the materials developed for the CWG, or that the members of the CWG referenced during their work, including notes and video from each workshop, are available on the Civic Auditorium's website (www.santamonicacivic.org), as part of an extensive document [library](#).

Discussion

The attached report, prepared by HR&A, presents the Civic Working Group's process, findings and recommendations in detail (Attachment A). It lays out the information and the rationale that

the CWG used to arrive at its recommendations and also documents other community points of view expressed throughout the planning process.

The CWG approved the report at its final meeting on September 28, 2015, after making minor revisions. The CWG structured its recommendations to Council in two parts, consisting of a series of 'Guiding Principles' which specify parameters for the future of the Civic and the surrounding site, and a set of 'Priorities for Council Consideration,' which begin to address implementation and next steps.

Guiding Principles

The CWG developed six broad Guiding Principles that form its central recommendations to Council.

- Preserve and rehabilitate the landmarked Civic Auditorium.
- Create a vibrant cultural and community hub around the Civic Auditorium.
- Consider private land uses that support and enhance the cultural campus
- Create a flow between the Civic Auditorium site and the surrounding community
- Include open space on the site.
- Generate innovative and financially sustainable proposals for the Civic and its site

The Guiding Principles incorporate the CWG's far-reaching public outreach into both goals and limits for the future Civic and the site, and are intended to serve as a clear, but flexible framework for implementing a new mixed-use arts and cultural district anchored by a re-purposed Civic Auditorium, and reconnect the site with its surroundings for the first time since its development.

Priorities for Council Consideration

Implementation of the vision for a renovated Civic Auditorium as the hub of a mixed-use cultural district will take a sustained commitment over a number of years. In order to assist Council in formulating next steps in the process, the CWG developed a series of 'Priorities for Council Consideration' which lay out the beginnings of a possible implementation plan.

Staff recommendations

After careful consideration of the options developed by the CWG, adopted City priorities, and available resources, staff believes that the best approach at this time would be to begin implementation of the CWG's recommendations through an initial step that focuses on the Civic

Auditorium only, such as issuing a Request for Interest or a Request for Qualifications, and to make no decision about the rest of the site at this time.

This approach would allow the City to begin implementation of the vision articulated by the CWG relatively quickly with a modest investment of staff and other resources. It would defer decisions about the broader site including the addition of a sports field to a time when other planning processes have been completed and additional information is available, for example the campus development plan for improvements to the Santa Monica High School campus which is underway, the Downtown Community Specific Plan, and expansion of the field space at the Santa Monica Airport. Further, the response to a Request for Interest or a Request for Qualifications related only to the Civic Auditorium would allow the City to quantify the level of interest in investing in and operating the Civic Auditorium on the part of entertainment companies, philanthropists, and other potential partners. The restoration of the Civic Auditorium and resolution of the use or uses of the rest of the site will be a lengthy multi-year process. If Council were to direct staff to issue an RFQ for the Civic Auditorium only the process to develop and issue an RFQ, and for responses to be received and evaluated, could take nine months to a year, at which point staff would return to Council for direction on next steps.

The CWG process and recommendations, along with the staff recommendation and potential alternatives for moving forward, will be included in greater detail in the final staff report for the February 9 Council meeting.

Prepared By: Jessica Cusick, Cultural Affairs Manager



TOWARD A

SANTA
MONICA
CIVIC

MIXED USE ARTS & CULTURAL DISTRICT

Civic Working Group, Nov 2015

ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

The Santa Monica Civic Auditorium was completed nearly 60 years ago as a new cultural hub for the City. The legacy of the Civic is rich; it is an architecturally significant building that heralded a generation of performing arts in which Santa Monica played an important role. Today, the aging Civic and its sea of surface parking are vestiges of another era and no longer fit with significant changes in the cultural marketplace or contemporary ideas about good place-making.

Several previous attempts to plan a better future for the Civic and its site have not resulted in hoped-for improvements. The combination of the Civic's waning competitiveness, many years of deferred maintenance, and increasing costs to operate the property, resulted in a difficult decision by the City Council in 2013 to close the building for public use.

Despite the Civic's current shortcomings, Santa Monica has been a draw for creative individuals throughout its history, and Santa Monica is now a recognized arts and cultural leader in the region. Its residents exhibit high levels of personal participation in cultural activities and an expansive understanding of the role of arts and culture in civic life. An unusually high percentage of the City's residents make their living in the arts, as creative individuals or employees in the City's wide range of arts institutions, organizations, and entertainment and creative businesses. In this context, the Civic and its site could play a more central role in supporting this "creative capital."

In addition, significant new amenities continue to be added within and around the larger Civic Center area, including Tongva Park and Ken Genser Square. A new connection to the regional light rail system will soon open nearby. Meanwhile, the City's downtown and Ocean Park community - which border, but are disconnected from, the Civic Center - are flourishing.

The decision to close the Civic provides a significant opportunity to determine how to preserve and repurpose the building and its site as a mixed-use cultural district for future generations. The opportunity is threefold: first, to **rehabilitate** the Civic and return it to productivity as an important historic and cultural asset; second, to **redefine** the Civic site as a place at the cultural heart of Santa Monica; and finally, to **reconnect** the site with its surroundings.

The Civic Working Group ("CWG") was charged by City Council to develop recommendations for an implementable set of strategies to achieve the vision of a mixed-use cultural district with the Civic as its anchor. The CWG presents its recommendations, recognizing that this opportunity cannot be missed. It therefore describes a framework for achieving the public's expressed interest in an exciting, but financially sustainable plan that will allow the Civic to regain its place of honor in the City and region.

The CWG developed six categories of Guiding Principles that form its central recommendations to City Council. The Guiding Principles incorporate the CWG's far-reaching public outreach into both the goals and limits for the future Civic site. The Guiding Principles will therefore serve as a clear, but flexible framework for implementing a new mixed-use arts and cultural district anchored by a re-purposed Civic Auditorium.

The work undertaken by the CWG, as presented in this report, together with the CWG's recommended Guiding Principles, represent an important first step toward implementing a re-purposed Civic Auditorium and mixed-use cultural district on the Civic site. The Next Steps section of this report describes the CWG's understanding of tasks that the City will need to undertake immediately following City Council consideration of this report.

In taking those next steps in this process, the CWG further recommends that the City Council consider certain important priorities for implementation, which are listed on page 6.

The CWG hopes that the City Council and public find that these Guiding Principles and Priorities for Council Consideration are responsive to the City Council's direction to craft a viable approach for transformative change at the Civic and the Civic site.

THE GUIDING PRINCIPLES

1

Preserve and rehabilitate the landmarked Civic Auditorium.

- ▶ Rehabilitate the landmark Santa Monica Civic Auditorium.
- ▶ Satisfy the community's desire for an iconic, multi-generational, innovative, state-of-the-art, professional performing arts venue that is the anchor of a cultural campus.
- ▶ Consider taking advantage of the Civic Auditorium's flexibility to enable it to serve both performing arts and special events, including community events.

2

Create a vibrant cultural and community hub around the Civic Auditorium.

- ▶ Strive to create a signature Civic Auditorium arts and cultural campus that will serve as the city's cultural center with a preference for the performing arts.
- ▶ Include synergistic arts and cultural features and uses that add to an exciting experience for patrons, such as a flexible performance event space.
- ▶ Integrate complementary uses that create activity during both daytime and evening such as cafes, restaurants, and open space.

3

Consider private land uses that support and enhance the cultural campus.

- ▶ Ensure that any private land uses are synergistic with the spirit and activities planned for the site, and add to its vibrancy.
- ▶ Ensure that any private land uses create a smooth, interactive connection to the surrounding neighborhood and the landmarked Civic Auditorium through compatibility of use and scale.
- ▶ Collaborate with the City to commemorate the lost Belmar Triangle neighborhood that predated the Santa Monica Civic Auditorium on the site.

4

Create a flow between the Civic Auditorium site and the surrounding community.

- ▶ Visually and physically connect the Civic Auditorium, the site, adjacent amenities, streets, neighbors and institutions.
- ▶ Prioritize uses that enhance linkages and connectivity between the Civic campus, Santa Monica High School, Main Street, Pico Boulevard, Tongva Park, the Pier and the beach.
- ▶ Consider establishing a cultural network with the Santa Monica High School performing arts venues including Barnum Hall and the Memorial Greek Amphitheater, and other shared use possibilities with the high school.
- ▶ Integrate the site with the City's mobility plans for pedestrians, vehicles, bikes, and transit.

5

Include open space on the site.

- ▶ Include open space that encourages cultural, recreational, and athletic uses consistent with a vibrant cultural campus.
- ▶ Investigate plans that would allow for a full size multi-use playing field on the site.

6

Generate innovative and financially sustainable proposals for the Civic and its site.

- ▶ Consider creating a consortium of public and private management entities.
- ▶ Ensure financial strategies for capital, including revenue and general obligation bonds, are viable, meaning that they fund estimated costs for Civic Auditorium rehabilitation and any other planned capital improvements on the site.
- ▶ Ensure financial strategies for the Civic Auditorium and site operations and programming are viable and do not rely upon open-ended subsidies from the City's general fund.
- ▶ Evaluate private philanthropic funding and non-traditional sources of funding for renovation and operation of the Civic Auditorium.

PRIORITIES FOR COUNCIL CONSIDERATION

1.

▶ **DEVELOP** a milestone schedule for all of the steps needed to implement rehabilitation and operation of the Civic, and development and operation of new arts, cultural and open space uses, and new private uses, on the Civic site, consistent with the Guiding Principles.

4.

▶ **EVALUATE** options for an appropriate long-term management structure for the Civic site that reflects best management practices for high-performing, self-sustaining mixed-use arts and cultural districts and maximizes value for the City while achieving public objectives.

7.

▶ **IDENTIFY AND EVALUATE** a range of other potential public financing methods to support construction of improvements to the Civic and new arts, cultural and open space uses, including for example, general obligation bonds, revenue bonds, special assessments, dedication of a share of citywide Transient Occupancy Tax (TOT) and use of state and federal tax credit programs.

2.

▶ **FORMULATE AND IMPLEMENT** a transparent Request for Proposals (RFP) process for seeking competitive proposals from highly-qualified companies to rehabilitate and operate the Civic, and to develop new arts, cultural and open space uses, and new private uses, on the Civic site, consistent with the Guiding Principles.

5.

▶ **CONSIDER** assigning, delegating or sharing City control of the Civic Auditorium and the Civic site as a whole, to or with the selected management entity to operate, maintain and program the facilities on the Civic site.

8.

▶ **EVALUATE** private philanthropic funding opportunities and non-traditional sources to fund renovation of the Civic Auditorium, and annual operation of new arts, cultural and open space uses at the Civic site, while minimizing dependence on the City's General Fund for annual operations.

3.

▶ **IN FORMULATING** the RFP process, **EVALUATE** alternative approaches that might reduce developer/operator risk and uncertainty and maximize value to the City, including for example, City processing of land use entitlements prior to requesting competitive proposals.

6.

▶ **CONSIDER** dedicating all revenue from ground leases, City tax revenue, and any other value capture strategies, generated from new uses on the Civic site, in order to support predevelopment and development costs for the Civic Auditorium, new arts, cultural and open space uses, parking and public amenities.

9.

▶ **INVESTIGATE** plans that would allow for a full size multi-use field on the site, but if that investigation indicates that such a field is not consistent with a mixed use arts and cultural district, or if the Council otherwise decides not to include such a field on this site, then address community desire for a field on this site by building fields elsewhere.

INTRODUCTION

Purpose of the Report

This report presents the results of an 18-month process led by the Civic Working Group (“CWG”) to provide recommendations for the future reuse of the Santa Monica Civic Auditorium and its surrounding 10-acre site as a mixed-use arts and cultural district. The CWG was appointed by the Santa Monica City Council and supported by staff from the City’s Community and Cultural Services Department, other City Departments, and a team of consultants.

The Santa Monica Civic Auditorium (Civic) is a locally-designated historic landmark building that requires a broad and expensive retrofit. The CWG and supporting team undertook extensive analysis and community outreach to explore different options for saving the Civic. The CWG also assessed potential complementary uses that, together with the Civic, would transform this underused, but extremely important, location within the City’s Civic Center.

As specified by the City Council’s directive to the CWG, it researched and evaluated potential uses, related funding sources, and operating models for the Civic, and led a community process to gather public input. The findings and research were to result in recommendations to City Council.

Finally, the CWG developed a set of Guiding Principles that the City Council can use in implementing an exciting new cultural and community hub for Santa Monica. These Guiding Principles reflect the CWG’s careful consideration of the reuse of the treasured Civic Auditorium, surrounded by a variety of complementary open space,

cultural, and private land uses, along with a number of different financing strategies to implement reuse and revitalization of the Civic site.

Organization of this Report

The report is organized in two volumes. Volume I presents the work, findings, and recommendations of the CWG, including a set of Guiding Principles, which are the central recommendations of the CWG to City Council. Volume II includes documents and information considered by the CWG during the process of formulating its recommendations, including meeting agendas, supporting information presented to the CWG, data and research developed for and resulting from the three public workshops, and public comment from the entire process.

Following this Introduction, the report includes information about the Civic Auditorium, the sequence of events that led to the formation of the CWG, and how the CWG conducted its work, which included three well-attended public workshops (Civic Site Planning Process). The report then reviews the opportunities and challenges presented by the current configuration of the Civic site and its location within the City (Civic Site Considerations). The Key Findings and Recommendations section presents the supporting information and evidence for each of the Guiding Principles. The Next Steps section describes the critical path for implementing the CWG’s recommendations, structured as a series of priorities for Council Consideration.

The Civic Working Group

CIVIC WORKING GROUP MEMBERS: The nine-member Civic Working Group appointed by the City Council includes community members with experience in real estate, the arts, land use planning, and event venue management. The CWG members are:

► **NINA FRESCO, Chair**

(Representative of the Landmarks Commission)

Ms. Fresco is a longtime board member of the Santa Monica Conservancy and served on the land use committee of the Ocean Park Association. She is a former chair of the Save the Civic community group and served on the Santa Monica Landmarks Commission from 2001 to 2013. In June 2015, the City Council appointed Ms. Fresco to the Planning Commission. Long active in civic and local planning issues, she has lived in Santa Monica for 18 years.

► **IAO KATAGIRI, Vice Chair**

(Representative of the Arts Commission)

Ms. Katagiri is Director of Community Relations of RAND Corporation. She also serves as vice chair of the City's Arts Commission and on the executive committee of the Child Care & Early Education Task Force. Her volunteer activities include numerous leadership positions for local non-profit organizations, including as a past chair of the board of the Santa Monica Chamber of Commerce.

► **LINDA BOZUNG**

Ms. Bozung recently retired from a distinguished 30-year legal career with a specialty in land use, development and environmental analysis law. Her professional experience includes the preparation of Specific Plans, EIRs and public-private development agreements. Her volunteer work spans local, state and national topics of civic and environmental relevance. She has lived in Santa Monica for 26 years.

► **PHIL BROCK (Representative of the Recreation and Parks Commission)**

Mr. Brock is President of Studio Talent Group and serves as member and, currently, Chair of the City's Recreation and Parks Commission. He is also a past President of the California Association of Parks & Recreation Commissioners & Board Members. His professional

experience is in entertainment, talent management, and urban retail. Mr. Brock is a lifelong resident of Santa Monica and has been actively involved in many community and civic activities.

► **FRED DENI**

Mr. Deni has owned and managed Back on Broadway and Back on the Beach restaurants, and a special event and catering service in Santa Monica since 1979. Additionally, he has worked in theater and theatrical production since he was a young child. He has lived in Santa Monica for 40 years.

► **FRANK GRUBER**

(Representative of the Planning Commission)

Mr. Gruber is a lawyer and former City Planning Commissioner. As an Ocean Park Community Organization (OPCO) member, he participated in the drafting of the Civic Center Specific Plan. Mr. Gruber previously served on the City's Housing Commission and as a board member of the OPCO. Mr. Gruber has lived in Santa Monica for over 30 years.

► **PHILLIP OROSCO**

Mr. Orosco is the Managing Partner of Pacshore Partners, a real estate investment firm located in Santa Monica. His work in the real estate investment industry spans 20 years. His professional experience includes real estate acquisitions and operations, debt structuring, and finance. He lived in Santa Monica for five years, and currently resides in Pacific Palisades and works in Santa Monica.

► **JODI SUMMERS**

Ms. Summers is the founder of the SoCal Investment Real Estate Group, a top producing team with Sotheby's International Realty in the Los Angeles area. Her specialty is investment properties and coastal real estate. Ms. Summers currently serves as Communications Chair and as a member of the Zoning

Subcommittee for the Ocean Park Association, and is an active member of the Save the Civic community group. Ms. Summers has lived in Santa Monica for 17 years.

► **CAREY UPTON**

Mr. Upton is the Director of the Facility Use Department for the Santa Monica-Malibu Unified School District ("SMMUSD"), with primary responsibility for the operations of Barnum Hall. Mr. Upton's background includes 34 years of experience working in theater, performing arts, and entertainment. Prior to SMMUSD, Mr. Upton managed historic theaters in downtown Los Angeles and managed regional theaters. He has worked in Santa Monica for eight years and lives in Los Angeles.

CITY STAFF & CONSULTANT TEAM

The CWG was supported throughout its work by the City's Community and Cultural Services Department, under the direction of Karen Ginsberg, and particularly the Department's Cultural Affairs Division, headed by Jessica Cusick and assisted by Lisa Varon, and professional staff from several other City Departments.

HR&A Advisors, Inc. ("HR&A"), an economic development, real estate advisory, and public policy consulting firm with significant national experience planning and implementing arts and cultural districts, served as the City's lead consultant. HR&A was assisted in preparing analysis for the CWG and all three of its public workshops by its team of specialty subconsultants including John Kaliski Architects (land use planning and graphic support), MetroQuest (software developer of interactive decision tools), Sam Schwartz Engineering (transportation and parking), and The Cultural Planning Group (arts and cultural program and facility planners and operators). MIG, Inc. assisted in conducting and training facilitators for the three workshops.

THE CIVIC SITE: HISTORY & PLANNING FOR THE FUTURE

History of the Civic Auditorium Site

The Santa Monica Civic Auditorium was conceived as a public gathering place for cultural, educational, and community events in the 1950s, in response to community demand for a public cultural space that would accommodate a wide range of uses. The City acquired the Civic Center land parcels through voluntary negotiation and, in some cases, by eminent domain, for the specific purpose of constructing the Civic Auditorium and off-street parking facilities. The site was formerly the location of a residential neighborhood largely occupied by African American households and businesses, known as the Belmar Triangle.

Designed by architect Welton Becket – noted designer of other iconic Los Angeles buildings such as the Capitol Records building, Dorothy Chandler Pavilion, and the Cineramadome – the modern building defined the southern sector of Santa Monica’s Civic Center, adjacent to the City Courthouse. Following its completion in 1958, the building became known as a facility ahead of its time. Innovative technology maximized flexible use of the space, including a tilting hydraulic floor that allowed the building to be quickly converted from a 3,000-seat raked performance venue to 27,000 square feet of flat exhibit space.

The Civic Auditorium, in its heyday, hosted major performing arts events, sporting events, film festivals, musicals, and high-end award shows like the Academy Awards from 1961-1968, as well as community events and conventions. Becket deliberately designed the Auditorium as a flexible space capable of accommodating large concerts as well as community events. A significant performing arts venue for many years, the building has played a major role in putting Santa Monica on the cultural map as the backdrop to events of all shapes and sizes and top acts and legends, including Bob Dylan, the Clash, David Bowie, Elton John, and Prince.

Over time, new, larger performing arts venues opened in the Los Angeles metro area – including enclosure of the Gibson Amphitheater in Hollywood in 1982 (recently demolished), Staples Center in 1999, the Dolby Theater in 2001, Walt Disney Concert Hall in 2003, and other existing facilities that also benefitted from private reinvestment. With these developments, and due to a lack of capital investment and deferred maintenance, the Civic gradually lost its market share in the concert business in particular. Use of the Civic began to drift toward a concentration in consumer exhibit shows and community events which, even counting

The Civic Auditorium in 1962



History of the Civic Auditorium Site

parking revenues, did not produce income sufficient to offset City operating costs without a steady, and unsustainable, increase in City subsidy.

THE BARTON MYERS STUDY (1986)

A study commissioned by the City in 1986, undertaken by a consulting team headed by the Barton Myers Associates architectural firm, produced a set of four scenarios for reuse of the Civic and the surrounding site. While two scenarios included reinvestment in the Civic as either a popular music venue or a musical theater venue, the other two, responding to market concerns and the cost of renovation, envisioned demolition of the Civic and replacement with either a pair of small theaters and a museum/gallery building, or a conference center, convention hotel, office building, and an art museum/gallery building. Public response to the idea of demolishing the Civic gave rise to the first “Save the Civic” movement.

CIVIC CENTER SPECIFIC PLAN (1993, 2000, 2005)

In the 1990s, the City began to reconsider the role of the broader Civic Center area, and the role of the arts in City life. In 1993, the City of Santa Monica adopted the Civic Center Specific Plan (CCSP) as a blueprint for redeveloping the Civic Center area of the City¹. At that time, approximately half of the land within the Civic Center area was publicly owned, and the other half was owned by the RAND Corporation, which was preparing plans for significant new development on its property. The CCSP established the land use and development regulations for the RAND property as well as for the publicly owned land.

In 2000, the RAND Corporation sold 11.3 acres of its property to the Community Redevelopment Agency of the City of Santa Monica (“Redevelopment Agency”) and focused its development efforts exclusively on constructing a new headquarters facility on the remainder of its site. Later that year, the City approved a development agreement and amended the Specific Plan to permit the development of a new RAND headquarters on a 3.7-acre site opposite the Civic Auditorium.

The Civic was formally designated by the City as an historic landmark in 2002 as a response to the CCSP to ensure its iconic presence remained an anchor in the City’s cultural life.

A comprehensive update to the CCSP was initiated in 2001 and adopted by the City Council in 2005. The 2005 comprehensive update includes an Auditorium Special Use District, which would consist primarily of a 5.6-acre open space area, including a playfield, along with an expanded and renovated Civic and a new Early Childhood Education Center located adjacent to Civic Center Drive, to be developed and operated by Santa Monica College.

Subject to more detailed future analysis, the CCSP calls for the Civic to be used for cultural, educational, and community-oriented activities while preserving opportunities for events that can contribute to the ongoing operation and upkeep of

the facility. It further calls for replacement and expansion of the East Wing of the Auditorium for use by community-oriented activities, including public reception areas, performance spaces or galleries for the display of art, meeting rooms, and support space for the Auditorium’s Main Hall.

Diagrams from Civic Center Specific Plan of the Civic Auditorium Campus



¹A Specific Plan is a procedure established under State law for systematically implementing a General Plan by linking a General Plan’s broad development goals and objectives with specific development standards, design guidelines and implementation strategies. See Section 65450 (et seq.) of the California Code.

History of the Civic Auditorium Site

Parking would be provided in a subterranean facility beneath the new construction and along the southern and western sides of the Civic. The 5.6-acre Civic Park would include flexible open space areas that accommodate special events and programmed activities associated with the Civic Auditorium as well as a playfield suitable for organized and informal field sports.

The playfield, located in a north/south configuration along the Fourth Street frontage, would be of a size and dimension suitable for competitive youth soccer, with a setback along the Pico Boulevard frontage in order to create a generous entry from the south. The plan also includes a small, well-landscaped surface parking lot of up to 50 spaces, located near the corner of Civic Center Drive and Fourth Street, to serve the playfield as well as the adjacent early childhood center. According to the CCSP, because this area is not immediately adjoined by residential uses and is located across Fourth Street from Santa Monica High School, the field should include night lighting and safety fencing.

The CCSP was subsequently amended several times to reflect changes to the Village residential development (2008); parking garage changes at Santa Monica Place (2008); an interim, overflow-parking use of 2.5 acres near the Pier prior to construction of Tongva Park (2010); removal of the Main Street traffic circle and modifications related to the site plan, floor area and massing of the Early Childhood Education Center (ECEC) (2011), as discussed in Civic Site Considerations section of this report (2015).

Many facilities were improved or constructed in the plan area, including the 3.7-acre new RAND headquarters, a new municipal parking structure, Tongva Park and Ken Genser Square, and the mixed-use Village residential project.

Because of the loss of Redevelopment funds, the remaining portion of the CCSP, consisting of the Civic and its site, would need a new implementation plan. This could result in further amendments to the current CCSP, which would be reviewed by the City's Planning Commission and approved by City Council.

CREATIVE CAPITAL PLAN (2007)

In 2007, the City commissioned *Creative Capital: A Plan for the Development of Santa Monica's Arts and Culture* ("Creative Capital"), which presents a vision for integrating the arts into the values, policies, and activities of daily city life, and strategies for fulfilling this vision. Among its recommendations, Creative Capital calls on the City to commit to a cultural use of the Civic Auditorium in line with the community's vision for this facility and specifically to:

- ▶ **Approach** development of the Civic Auditorium as a key component within a larger cultural campus encompassing the Civic Center, Santa Monica High School, the Pier and adjacent areas;
- ▶ **Create** a plan for the development of the Civic Auditorium that assesses the options identified in this planning process, and presents specific recommendations for implementation; and
- ▶ **Revisit** the recommendations regarding the Civic in the Civic

Center Specific Plan to better accommodate the cultural uses envisioned by the community.

Creative Capital found that the public's vision for the Civic expressed in surveys and a community workshop, while generally consistent with the CCSP, implies the need for fundamental choices among elements of the vision. Among those choices are whether to retain the auditorium in its current configuration, or to adaptively reuse it for other purposes, such as in smaller performance spaces, a museum, or educational programs. The vision also suggests different approaches to operations and management of the facility. Creative Capital noted that the complexity of community needs and vision suggested at least two fundamental options for the Civic, each with possible variations:

- ▶ **A Performing and Visual Arts Center** that balances the needs of the audience with the needs of the arts and cultural community, including reconfigured space to accommodate smaller performance venues, exhibition spaces, a museum, educational spaces (classrooms and studios), screening rooms, a recording studio, and/or other uses; and
- ▶ **A Concert Venue** leased to a concert promoter to operate the venue, upgraded according to the needs of the operator. The operator would be responsible for providing programs and accommodating a negotiated amount of venue time for community use of the auditorium.

Creative Capital also noted the potential to develop a cultural campus around the Civic, potentially extending beyond the Civic site to encompass Santa Monica High School and its cultural facilities, recognizing that it would require certain urban design challenges to be resolved. Creative Capital also addressed the CCSP's proposal for ball fields immediately east of the Civic, and noted that it might be possible to co-locate a festival venue where ball fields are planned.

CIVIC CENTER JOINT-USE PROGRAM

Also in 2007, while working on preliminary concepts for a Santa Monica High School facilities plan, staff from the City and SMMUSD along with parent advocates explored potential linkages between the high school campus and the Civic site that could be realized through collaboration between the City and the School District, particularly regarding their respective performing arts venues. The Civic Center Joint-Use Program (CCJUP) was published in June 2008, and a commitment was made by the City to provide financial resources through its Redevelopment Agency to help implement certain improvements on the high school campus of mutual benefit. However, that project also died with the dissolution of redevelopment in 2011.

THE NEDERLANDER AGREEMENT (2009)

In 2009, following a competitive selection process, the City entered into negotiations to establish a public-private partnership agreement with the Nederlander Organization, a nationally

History of the Civic Auditorium Site

Recent neighboring developments



established operator of theatres and performance venues. Under the proposed deal, Nederlander would operate a renovated Civic Auditorium under a profit-sharing arrangement with the City. The City planned to close the facility in summer 2013 in order to commence the Redevelopment Agency-funded package of renovations that were a condition of the transaction.

With the dissolution of California's system of redevelopment in 2011 and subsequent loss of renovation funds to support the Nederlander agreement, the deal collapsed, and the City was in need of a new plan to revitalize the Civic. In August 2012, the City Council authorized the suspension of the renovation project.

City staff determined that the City could no longer afford to continue to operate the Civic "as is," including an annual subsidy of approximately \$2 million. An outdated business model, along with the aging building and infrastructure and seismic concerns led the City Council to close the Civic to public use and direct staff to develop an interim use plan.

INTERIM USE AND NEW RESEARCH

Staff developed a plan to ensure regular use of portions of the facility and ongoing monitoring of key building systems, while keeping the area surrounding the Civic in active use. Under this plan, the City made the East Wing available for limited public events, as well as City activities, such as community workshops, staff training activities, and personnel exams. Due to seismic safety concerns, use of the Main Hall was restricted to non-public assembly uses, such as filming. The parking lot could be rented for a limited number of events.

Revenues from these limited activities were intended to offset the necessary ongoing operating costs; however, it was estimated that

revenues would not completely offset costs or one-time costs of the closure.

The City Council, in October 2012, also directed City staff to conduct research on potential capital funding sources that could enable the necessary renovation of the Civic, as well as operating models to allow the Civic to function as a cultural resource benefitting the community of Santa Monica. An interdepartmental group of staff from the Departments of Community and Cultural Services, Housing and Economic Development, Planning and Community Development, and Public Works, conducted interviews with community stakeholders, including a new Save the Civic group that had formed when the Civic Auditorium was shuttered, and experts in the fields of entertainment,

financing, adaptive reuse, and real estate. The group also worked with the Urban Land Institute-Los Angeles to convene a Technical Assistance Panel, described below, and held a public meeting to gather community input.

ULI TECHNICAL ASSISTANCE PANEL

As part of the research process, in May 2013, the City of Santa Monica's Community and Cultural Services Department hosted an Urban Land Institute-Los Angeles Technical Assistance Panel ("TAP") to provide a roadmap for moving forward.² The TAP was made up of six leading experts in real estate and cultural event management and chaired by John H. Alschuler, Chairman of HR&A Advisors. The panel recommended saving the Civic Auditorium given its cultural history, landmark status, and the high level of civic pride associated with the structure.

The TAP found that the cost of rehabilitating and operating the Civic Auditorium would mean that a community-oriented arts use would not on its own be economically viable. The TAP encouraged the City to consider the entire ten-acre site surrounding the auditorium, with an understanding that different land uses could complement and subsidize one another in a single, comprehensive site plan.

The TAP urged the City to identify an independent operating model for the Civic Auditorium, as no professional performing arts venue of this size is managed directly by a city office. In order to attract top-rate talent, the TAP also recommended improvements to the acoustics, technology, and the seats, and to provide additional floor space.

The TAP charged the City with "setting the dream" and refining a vision for the Civic, as well as determining an operating model that would enable the vision.

²This ULI-LA TAP was actually the second one of its kind. A previous TAP was conducted in 2004, to assess the implications of revising the CCSP on potential uses of the Civic and the Civic site.

The TAP recommended that the Civic anchor a larger creative district, defined by civic and commercial cultural, arts, and entertainment uses featuring open space. It recommended that the City create a public authority to run the Civic Center program and implement its vision. The TAP Program Report is available on the City's Civic Auditorium website.

The City's research and outreach concluded in June 2013 with findings related to the market demand for flexible event space, operating structure of a mixed-use arts complex, potential funding sources, and planning considerations and opportunities at the site. Many of the documents, City staff reports and information items, and community meeting presentations associated with the events described above are available in the Project Library of the City's Civic Auditorium website.³

ULI Technical Assistance Panel's final report, July 2013



Civic Working Group Charge

In June 2013, following completion of the ULI Technical Assistance Panel and City staff outreach and research, the City Council reviewed and commented on recommendations regarding an interim use of the Civic, long-term management options, strategies to generate revenue for the renovation, and the development of a cultural campus with the Civic Auditorium as the hub. City staff was directed to return with a recommended structure and criteria for a temporary Civic Working Group (CWG) that would provide input on the development of recommendations for the renovation, programming, and long-term operation of the Civic which most likely would result in the need for further modifications to the CCSP. Council also approved an interim operations budget and the one-time allocation of funds for market feasibility and economic analysis of the preferred uses.

In August 2013, the City Council approved the establishment of a nine-member CWG composed as follows: four members would be individuals who currently serve, or have served, on the City's Arts, Landmarks, Planning, and Recreation and Parks Commissions; the other five members would be people with broad knowledge of Santa Monica and who possess professional expertise in one or more of a variety of relevant disciplines, and would be selected from a pool of applicants after wide public outreach to solicit nominations. After considering 28 nominations for the five undesignated seats, the City Council made its appointments to the CWG on October 22, 2013, and the CWG held its first organizational meeting on December 16, 2013.

CIVIC WORKING GROUP OBJECTIVES

As directed by the City Council, the CWG's objectives are to:

- ▶ Draft a vision for the future cultural and community use of the Civic as the hub of a cultural campus;
- ▶ Explore an appropriate mix of compatible adjacent uses, from open space to additional facilities, as identified in the Urban Land Institute report;
- ▶ Evaluate potential financing options and programming and operating models for the Civic;
- ▶ Convene a community process to gather input and to build consensus regarding the future of the Civic; and
- ▶ Provide Council with recommendations regarding the vision, feasible renovation options, and the preferred long-term operating model for the Civic.

³The background documents referenced in this report are available on the City's Civic Auditorium website, at www.santamonicacivic.org.

The “Givens”

In order to begin with a common information base, the CWG developed a set of “givens,” a combination of facts and assumptions that the Group determined would be factored into the overall strategy for reuse of the site. These “givens” relate to both the Civic Auditorium and the overall Civic site.

AUDITORIUM “GIVENS”

▷ **SIZE.**

The Civic Auditorium comprises 74,300 gross square feet on 4 acres of land.

▷ **CAPACITY.**

The Civic Auditorium has capacity for 3,000 to 3,500 event attendees.

▷ **LANDMARK STATUS.**

The Civic Auditorium is a landmark facility. More detail about the landmark status of the Auditorium can be found in the section entitled Civic Site Considerations.

▷ **SAFETY REQUIREMENTS.**

The Auditorium requires major seismic, ADA, exiting, and other code improvements to make it safe and functional.

▷ **AMENITIES.** *The facility includes a full professional kitchen, lobby, dressing rooms, and box off*

SITE “GIVENS”

▷ **SITE.**

The overall Civic site comprises approximately 10.3 acres, of which the Civic Auditorium comprises approximately 4 acres. The Early Childhood Education Center (ECEC) will comprise approximately 1.4 acres. This leaves approximately 4.9 acres of space to plan.

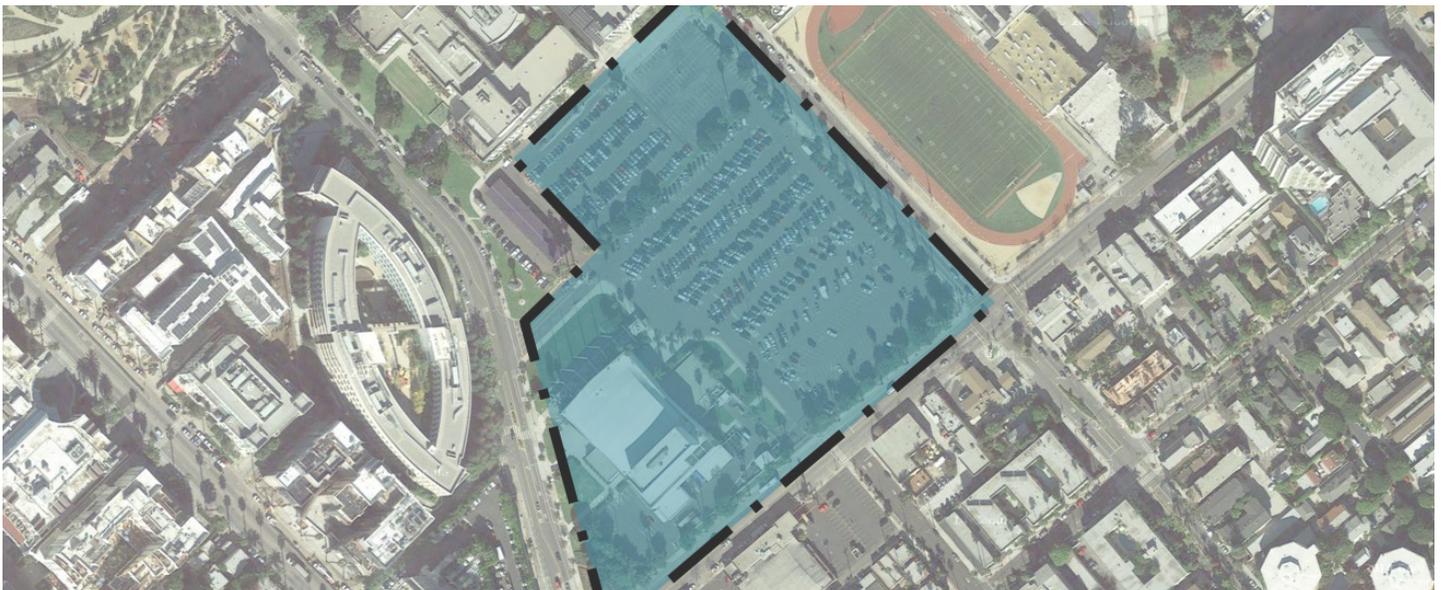
▷ **PARKING.**

The parking lot can park approximately 1,000 vehicles. There are current commitments that allow City employees, the County Courthouse, local businesses and Samohi to use spaces in the parking lot. Of these, some agreements are due to expire in the next few years, which may result in fewer parking commitments on the Civic site.

▷ **UNDERGROUND CONDITIONS.**

Major underground utilities, such as water, sewer and storm drains, bisect the site.

Civic Site in Context



Public Engagement

MONTHLY CWG MEETINGS

Starting in December 2013, the nine-member CWG met monthly. From the outset, the CWG structured its process around three public workshops. At each meeting, City staff and the consulting team presented in-depth information and research on a variety of topics related to the rehabilitation, programming, and long-term operation of the Civic Auditorium as the anchor for a mixed-use arts and cultural district. The information was organized and synthesized for presentation at the three workshops. Based on feedback from public meetings and workshops, the CWG determined that it would not develop a fixed “plan” for the Civic site, but rather a set of guidelines, later called Guiding Principles. The Guiding Principles define the range of outcomes that could satisfy the desires and tolerances of the public depending on the amount and source of funding and guide City Council and staff in evaluating proposals.

All CWG meetings were open to the public and included opportunities for the public to provide comment. The agenda and minutes of each meeting, and all written comments and correspondence received from the public are included in Volume II.

THREE PUBLIC WORKSHOPS

The CWG held three public workshops to present research and gather community feedback on alternative uses of the Civic Auditorium and surrounding site. At these public workshops, the CWG received feedback on potential arts, cultural, and complementary private uses, options for financing the construction and annual operation of the Civic and the site in general, and the draft Guiding Principles. The workshops were held in the East Wing of the Civic in September 2014, January/February 2015 and June 2015.

Three public workshops

WORKSHOP 1: The opportunity
SEPTEMBER 27, 2014



WORKSHOP 2: Site Program & funding options
JANUARY 31, 2015 | FEBRUARY 1, 2015



WORKSHOP 3: Bringing it all together
JUNE 13, 2015

WORKSHOP #1

The purpose of Workshop #1 was to ensure that, understanding the “Givens,” every publically supported idea was expressed and added to the list for consideration. Workshop #1 provided about 100 participants with an opportunity to walk around the entire Civic site and become familiar with its scale, condition, views, adjacencies to surrounding buildings and neighborhoods, and the exterior condition and features of the landmarked Civic.

The participants re-assembled in the East Wing to hear a presentation about the “Givens” and alternative uses of the Civic, which had been discussed at CWG meetings and earlier public discussions about the Civic over many years. Ten small-group discussions about these possibilities followed, including discussion about potential uses for the site, such as cultural and conference center uses and open space ranging from athletic fields to outdoor performance space. A video of Workshop #1 and copies of the walking tour guide and other materials used during the workshop are available on the Community Workshop #1 page of the City’s Civic Auditorium website. A summary of public comments from the workshop is included in Volume II.

WORKSHOP #2

The goal of Workshop #2 was to see what compromises, if any, people were willing to make to get their favorite uses included in the Civic site, while maintaining financial discipline for a viable plan. More than 100 participants attended Workshop #2, held on Saturday, January 31 and Sunday, February 1, 2015. The workshop was structured around a sophisticated electronic trade-off “tool” that enabled participants to evaluate, in real time using iPads, three different scenarios for the use of the Civic and other uses on the site.

Participants then had the opportunity to balance different cultural, recreational, and commercial land use preferences for the site with the available land area, underground parking requirements, and the construction costs and operating costs associated with these choices. Finally, participants selected from among alternative methods for financing those costs.

The first day of Workshop #2 focused on helping the participants to understand how to use the trade-off tool, and some of the assumptions used to structure the trade-offs, with less emphasis on achieving a balance of costs associated with their preferences, and revenue sources available to pay those costs.

On the second day of the workshop, the results of the first day’s simulations were summarized, and participants were then tasked with balancing preferred uses and their costs with available land area, parking supply and revenue sources.

Workshop #2 participants using the Trade-Off Tool

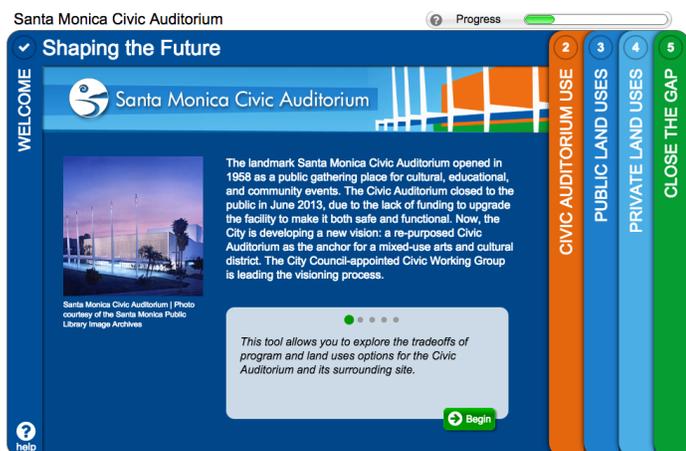


THE TRADE-OFF TOOL

The trade-off tool was developed jointly by HR&A and MetroQuest. HR&A and its team of subconsultants conducted research and analysis for each of several Civic reuse scenarios. The HR&A team reviewed cultural uses and potential private real estate development categories, the amount of land and parking required, as well as the construction and ongoing operating costs that would result for each Civic reuse scenario and potential cultural use.

The consulting team also researched and analyzed a series of potential revenue sources that might be available to finance construction and annual operations, including ground lease and City tax revenues derived from private on-site real estate development, two different types of government bonds, private philanthropy, and a specified amount of annual subsidy from the City’s General Fund.

Trade-Off Tool



While not an exhaustive list of all potential financial resources, the selected options were consistent with the CWG’s approach to generating guidelines for reuse of the Civic.

For two weeks after Workshop #2, the trade-off tool was hosted on the City’s website and made available to the public to provide feedback. In all, nearly 1,700 people, most of whom reside or work in the City, provided input on their preferred scenarios and trade-offs. These results, while not a scientific, random sample of opinion, provided the CWG with very important feedback about expressed preferences for alternative uses of the Civic, arts and cultural uses and open space that might surround it, complementary private land uses that may figure in a financing solution, and preferences among other possible sources of construction and annual operations funding.

A video of each day of Workshop #2 and the raw data results from all users of the trade-off tool, are available on the Community Workshop #2 page of the City’s Civic Auditorium website. A summary of the trade-off tool results and all written comments received both during Workshop #2, as well as while the trade-off tool was available on-line, are included in Volume II.

WORKSHOP #3

The objective of Workshop #3 was to bring all the concepts, feedback, and content together for a public discussion of the CWG’s draft Guiding Principles. Attendees participated in facilitated small-group discussions about each of the Guiding Principles, provided comments on the CWG’s draft Priorities for City Council Consideration, and then reported back to the entire group about their discussions. A summary of these comments is included in Volume II. A video of Workshop #3 is available on the Community Workshop #3 page of the City’s Civic Auditorium website.

Workshop #3

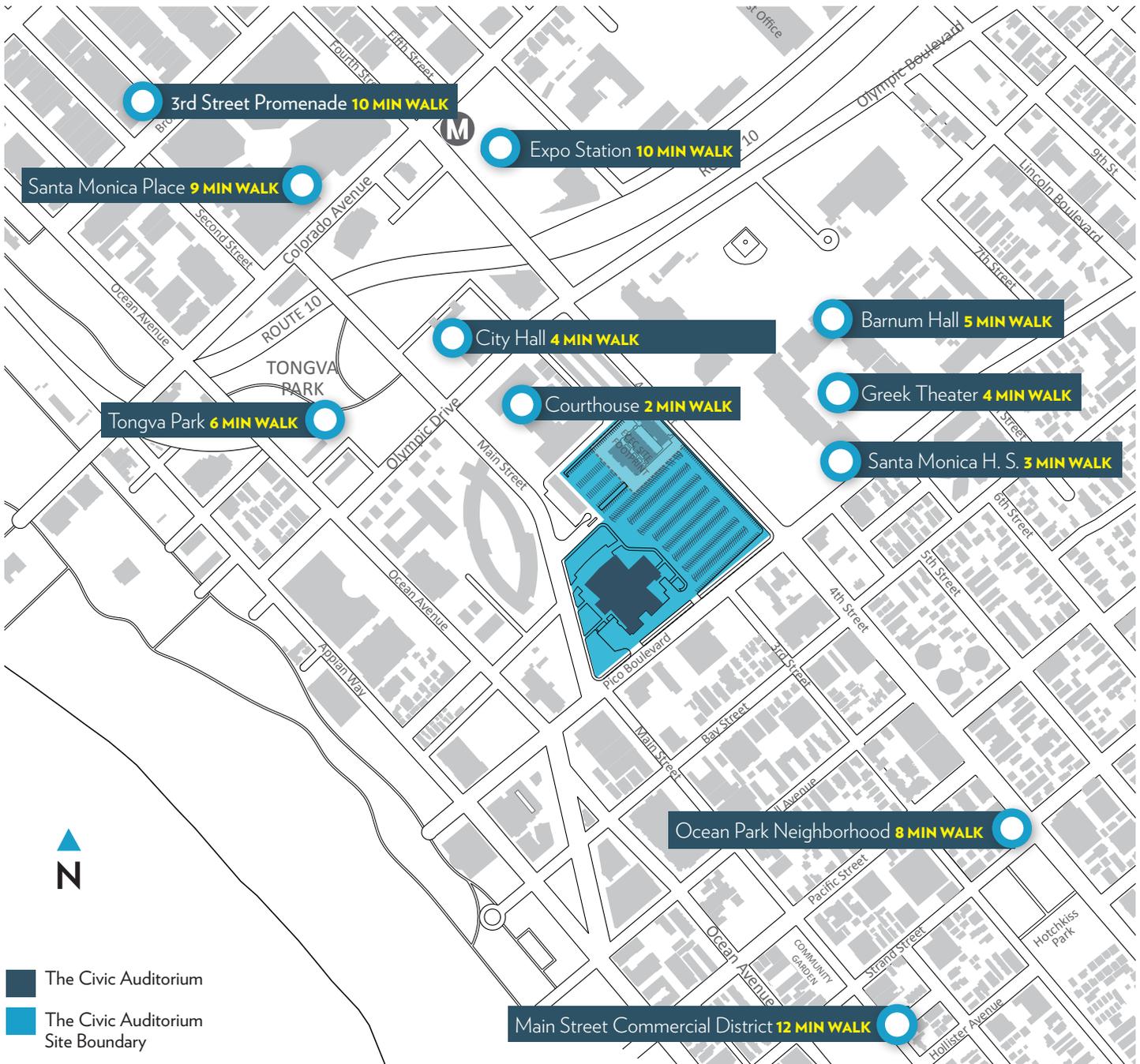


TRANSPARENCY AND PARTICIPATION

Throughout the entire process, the CWG, City staff, and the consulting team made a comprehensive effort to provide all materials, research, and unedited workshop inputs and results on a dedicated Civic Auditorium website, located at: www.santamonicacivic.org. This ensured that those who could not attend meetings or workshops could still follow and comment on the work. Those interested in more in-depth analysis had access to raw data and a host of past studies and relevant information about the Civic and its site, which the CWG had also used.

CIVIC SITE CONSIDERATIONS

Redevelopment of the Civic site offers enormous potential for reconnecting the City's urban fabric and linking the Civic site more directly with key districts and neighborhoods, and major City amenities in the heart of Santa Monica.



CONNECTING THE CIVIC SITE WITH THE SURROUNDING URBAN CONTEXT

The Santa Monica Civic Auditorium site is located at the convergence of a number of City activity centers: Downtown, the beach, Santa Monica Pier, Palisades Park, Santa Monica High School, Tongva Park, Ocean Park, and the Main Street commercial area, all of which are located within minutes of the site. However, despite this central location, the Civic site, together with the Interstate 10 Freeway, has long separated Downtown Santa Monica from the Main Street commercial corridor and the Ocean Park neighborhood. Redevelopment of the Civic site offers enormous potential for reconnecting the city's urban fabric and linking the Civic site more directly with key districts and neighborhoods, and major City amenities in the heart of Santa Monica.

LOCATION AND ADJACENCIES

The site is bounded by Main Street, Pico Boulevard, Fourth Street and the Santa Monica Superior Courthouse. The site is a three-minute walk from Santa Monica High School directly across Fourth Street, four minutes from City Hall, six minutes from Tongva Park, nine minutes from the Pier, and nine minutes from Santa Monica Place. It is ten minutes from the future Expo line terminus and is served by Big Blue Bus lines 1, 2, 3, 4, 5, 7, 8, 9 and 10. The Ocean Park Neighborhood is across Pico Boulevard to the south.

PARKING CONSIDERATIONS

Because much of the site is occupied by surface parking, parking will need to be addressed in connection with any reuse scenario. Each proposed use has an associated parking requirement – most notably, that of the Civic Auditorium performing arts center itself – and new development or uses on the current surface lots will require construction of replacement parking.

The site currently has 1,711 parking spaces, with 1,000 surface parking spaces and 711 in the Civic Center Parking Structure. Once construction of the Early Childhood Education Center (ECEC) begins, 280 spaces will be removed, although the ECEC will include 15 new spaces for its own use (see next section).

While 2,120 City employees have access to the parking lots, only about 375 use the Civic lots each day. An additional 120 monthly permits are sold to the public. Santa Monica High School uses 170 spaces and is entitled to use the site for 25 special events per year, primarily in evenings and during weekends. Additionally, 325 spaces are committed for the Courthouse, under an agreement that expires in February 2017, with five one-year options to extend at the City's sole discretion. One hundred spaces are currently committed to Macerich for its valet service; the Macerich agreement will expire in December 2015, with two one-year options to extend. A portion of the lot is rented 25-30 times per year for filming.

As the available parking on the Civic site operates through de facto shared parking arrangements, the City can consider shared parking for complementary uses.

Further details on parking constraints can be found in Volume II to this report.

LANDMARK STATUS

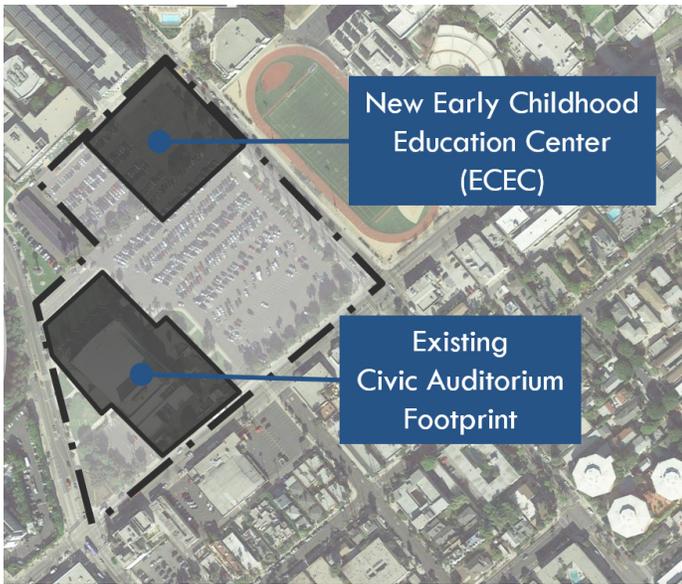
The Civic Auditorium is a locally-landmarked historic facility. A Certificate of Appropriateness from the Landmarks Commission will be required to modify the building⁴. The landmark designation applies to the following building and site features:

- ▶ Exterior of the Auditorium
- ▶ Pigmy Palms (secondary feature)
- ▶ Configuration of the lobby spaces and Auditorium entry doors
- ▶ Wood paneling along the south wall of the first-floor lobby
- ▶ Two original lobby staircases
- ▶ Volume and configuration of Auditorium Main Hall space
- ▶ Adjustable Main Hall floor and hydraulic lift mechanism
- ▶ Metal acoustical panels and wall sconces in Main Hall
- ▶ Soundproofing sliding doors

The building requires major improvements for seismic safety, Americans with Disabilities Act compliance, exiting and other building code compliance in order to make it safe, accessible and functional for public use.

⁴Pursuant to Section 9.56 of the Municipal Code, the Certificate of Appropriateness requires a majority vote by the Landmarks Commission.

Location of Early Childhood Education Center



EARLY CHILDHOOD EDUCATION CENTER

The Early Childhood Education Center (“ECEC”) is a joint project of the City of Santa Monica and Santa Monica College (“SMC”) first introduced in the 1993 Civic Center Specific Plan. The ECEC will be located on the northwest corner of the Site, along the Fourth Street edge.

Under a 2012 Memorandum of Understanding (“MOU”) between the City and Santa Monica College, the ECEC would serve up to 100 infant, toddler, and pre-school children, in a 16,000-square-foot facility, to be developed in accordance with the

Civic Center Specific Plan and in close coordination with the City. At the time, the proposed building was planned to be lower than the 25-foot maximum height stipulated by the Specific Plan.

In recent years, the ECEC design team discovered that a major underground storm drain created site constraints that required a change in utility layouts that expanded the footprint of the ECEC. Later, SMC increased the size of the center to accommodate 110 students.

As a result, the design now encompasses nearly 20,000 square feet in three buildings on a 1.4-acre portion of the site with revised massing. The revised massing of the building required the City’s Planning Commission to consider amendments to the CCSP and an addendum to the Final Environmental Impact Report (“FEIR”). In May 2015, the Planning Commission unanimously recommended that Council certify the proposed addendum to the CCSP FEIR and amend the CCSP as proposed. In June 2015, the City Council certified the addendum to the FEIR, adopted an amendment to the CCSP policies pertaining to the ECEC, and authorized the City Manager to negotiate and execute amendments to the existing MOU and a ground lease with SMC.

The ECEC will include a two-story structure for administration, teaching, and observation, and two infant/toddler and preschool buildings. The center will provide full-time care for infants and pre-school age children in a laboratory school setting, with support facilities for parents and professional development for care providers.

The ECEC is expected to open in late fall 2018, following approvals from the California Coastal Commission and building permits from the California Division of the State Architect (Department of General Services).

FINDINGS & RECOMMENDATIONS

In the course of its work, the Civic Working Group developed a set of Guiding Principles for the City Council to consider to evaluate plans for the transformation of the existing Civic site into a new mixed-use arts and cultural district. The Guiding Principles and the background and considerations for each are presented one at a time in the following section.

GUIDING PRINCIPLE 1

Preserve and rehabilitate the landmarked Civic Auditorium.

HISTORY OF THE CIVIC

As noted in this report, the Civic, an architecturally significant building, was designated a local landmark in 2002, but its rehabilitation has been stalled due to a lack of funding for major repairs. In 2013, the Civic was closed for public use.

Rehabilitate the landmark Santa Monica Civic Auditorium.

The Santa Monica Civic Auditorium was designated as a city landmark in 2002. Rehabilitation plans will have to receive a Certificate of Appropriateness from the Landmarks Commission to ensure that its character defining features are preserved. These constraints still allow a great deal of flexibility in adapting the outdated venue to modern standards.

THREE CIVIC OPTIONS

The CWG first studied a wide range of possible reuse options for the Civic, including examples of performing arts and cultural venues from around the U.S. and elsewhere, in addition to non-cultural adaptive reuse options (e.g. conversion to commercial space) which were compiled by the consulting team. They incorporated all former studies and plans into the discussion, including the recent City rehabilitation plan. Presentations were made by the Santa Monica Convention and Visitors Bureau - now named Santa Monica Travel and Tourism (SMTT) - regarding viability as a convention location and a technical presentation explaining how multi-use options could be accommodated by state of art sound systems. Surveys were conducted about which uses were in demand in the city, which were needed, which would require subsidies, and which were self-sustaining. These options were discussed at length during monthly CWG meetings and presented for public comment during Workshop #1.

The overwhelming public response during Workshop #1 reflected a desire to maintain the Civic for performing arts and cultural uses. After reflecting on these discussions and receiving clear feedback from the public, the CWG rejected commercial adaptive reuse options for the Civic Auditorium. This feedback also showed very strong support for entertainment and performing arts uses. Accordingly, the CWG settled on three relatively distinct performing arts and cultural use models for further testing during Workshop #2:

- ▶ **CIVIC 1:** Entertainment/Arts Complex
- ▶ **CIVIC 2:** Center for the Performing Arts
- ▶ **CIVIC 3:** Arts and Cultural Campus

These three models are described in detail on the following pages.

Preserve & rehabilitate the landmarked Civic Auditorium.

Civic 1: Entertainment/Arts Complex

An **Entertainment/Arts Complex (Civic 1)** would be managed by a sophisticated private operator, drawing regional audiences, while providing community programming. The Entertainment/Arts Complex program would include:

- ▶ **High-end commercial entertainment**
- ▶ **Capacity for approximately 2,600-attendees**

The HR&A team prepared general construction cost estimates that were based on estimates prepared for the previous Nederlander Organization deal; the cost estimates also benefited from review by the City Architect.

For the purposes of the Workshop #2 trade-off tool, the HR&A team estimated that the Entertainment/Arts Complex option would require a \$93 million capital investment (assuming that the private operator would fund some furniture, fixtures, and equipment, or FF&E). This option would also support the use of a revenue bond, with proceeds of \$14 million, to help pay the City's capital costs through a tax on ticket revenue⁴. Further, this option would result in no annual operating costs, because it would be operated and managed by a private for-profit entity.



Civic 2: Center for the Performing Arts

A **Center for the Performing Arts (Civic 2)** would cater to a regional and local audience, with a focus on showcasing Santa Monica's creative community, along with some commercial events. The Center for the Performing Arts would include:

- ▶ **Wide range of high-quality events**
- ▶ **Capacity for approximately 2,600 attendees in fixed seats**

The HR&A team estimated that a Center for the Performing Arts would require a \$98 million capital investment (with FF&E costs) and management by a non-profit entity, resulting in a net annual operating deficit of \$2.2 million.



⁴Estimates and categories of potential revenue sources described in this Chapter, though carefully developed by the consulting team, were for use in the trade-off tool employed during Workshop exclusive list of such options, and the estimates may require further refinement during the course of subsequent implementation.

Preserve & rehabilitate the landmarked Civic Auditorium.

Civic 3: Arts & Cultural Campus

An **Arts and Cultural Campus (Civic 3)** would be a community arts and cultural hub, with programming for local adults, families, and kids. The Arts and Cultural Campus program would include:

- ▶ **Local, innovative cultural offerings in the visual and performing arts**
- ▶ **Flexible layout with multiple spaces**
- ▶ **Capacity for approximately 1,000 attendees**

This Civic option is more complex in its ownership structure and operation, with multiple types of cultural uses; it is also likely to require a larger annual operating budget. The HR&A team estimated that an Arts and Cultural Campus would require a \$104 million capital investment, due to higher construction and FF&E costs than for the other two Civic options. In addition, it would be managed directly by the City or other public entity, and result in a \$3.4 million annual operating deficit.



Summary of Cost Estimates for the Three Civic Options

Capital Costs and Operating Deficits for the Three Civic Options

Civic Option	Capital Costs	Annual Operating Deficit*
Entertainment/Arts Complex (Civic 1)	\$93 M	\$0
Center for the Performing Arts (Civic 2)	\$98 M	(\$2.2M)
Arts and Cultural Campus (Civic 3)	\$104 M	(\$3.4M)

* Private, for-profit operation of Civic 1 was assumed not to have an annual operating deficit. Non-profit operation of Civic 2 and Civic 3 was projected to generate insufficient revenues to match annual operating costs.

Preserve & rehabilitate the landmarked Civic Auditorium.**PREFERENCES EXPRESSED USING TRADE-OFF TOOL**

In Workshop #2 and during the two weeks following the workshop, members of the public weighed in on these three Civic options using the online trade-off tool discussed above. Of total responses, 747 persons expressed a preference for the Entertainment/Arts Complex (Civic 1) option, while the Center for the Performing Arts (Civic 2) and Arts and Cultural Campus (Civic 3) garnered 340 and 628, respectively. While the goal of the workshop was to achieve the most desired priorities that could be supported by available capital and operating revenue assumptions, many participants chose not to balance the capital and/or operating budgets in their trade-off tool scenarios, instead pressing for their preferred uses regardless of cost.

Satisfy the community's desire for an iconic, multi-generational, innovative, state-of-the-art, professional performing arts venue that is the anchor of a cultural campus.

From the earliest planning documents about the Civic Center site to the current public process, participants have overwhelmingly supported the historic use of the Civic Auditorium as a performing arts venue.

Among the 125 persons who used all available acreage for cultural uses, open space, and private development; provided sufficient parking; and balanced financial resources with the costs of construction and annual operations (when applicable), the vast majority (91 persons) of respondents selected the Entertainment/Arts Complex (Civic 1). Among these groups, Arts and Cultural Campus (Civic 3) was selected by the fewest users (11 persons).

Given the Civic's historic character and role, and the lower estimated capital and operating costs to the City, the CWG recommends pursuing the Civic 1 option. This would allow the landmarked

Consider taking advantage of the Civic Auditorium's flexibility to enable it to serve both performing arts and special events, including community events.

When the Civic Auditorium was built in 1958, the hydraulic floor that provided the flexibility to host both flat-floor and raked-floor events was one of its many celebrated features. A future plan that envisions multiple uses in the Civic Auditorium could enrich the cultural campus as a whole.

Civic to be sensitively rehabilitated and reopened as a professionally managed performing arts venue that retains its form and use while enabling it to function at today's state-of-the-art efficiency. The Entertainment/Arts Complex would satisfy the community's desire for an iconic, innovative, state-of-the-art anchor of a cultural campus. The CWG also recommends taking advantage of the Civic Auditorium's flexibility to serve both performing arts and special events, including some community events.

OTHER COMMUNITY VIEWPOINTS

As described above, while 747 of the 1,698 total users of the trade-off tool selected the Entertainment/Arts Complex (Civic 1), others selected Civic 2 (340) or Civic 3 (628). However, surprisingly, many workshop participants who selected Civic 1 did not also select the ticket tax revenue option that was available for this professionally managed performing arts complex scenario. This may have been a misunderstanding about how to use the revenue options. Some commenters, concerned about the very high cost to renovate the Civic for any of these options, suggested preserving only the most significant exterior building elements and building less costly new space around it, such as the steel tensile Benedict Music Tent as the Aspen Music Festival and School, opened in 2000. In Workshop #3, some participants suggested that site-wide programming should serve primarily local community preferences.

GUIDING PRINCIPLE 2

Create a vibrant cultural and community hub around the Civic Auditorium.**CULTURAL USES IN A NEW ARTS DISTRICT**

The Civic Auditorium site could accommodate additional cultural or arts uses that would contribute to a vibrant cultural campus around the repurposed Civic anchor. This type of active programming would be expected of any proposal. The CWG also considered a broad range of additional uses, with the assistance of examples assembled by the HR&A team and City staff. After extensive discussion during its monthly meetings, and after considering comments during Workshop #1, a long list of options was included in a comprehensive matrix of complementary arts and cultural possibilities. The CWG also researched different types of Arts Districts and considered the possibility of an expanded Arts District surrounding the Civic site.

The CWG was directed by Council to view the Civic site as the future home of a cultural district anchored by the repurposed Civic Auditorium. Related performing arts uses and events will contribute to the Civic campus' vibrancy. Therefore, the CWG recommends that the Civic site include other arts and cultural features and uses that complement the Civic Auditorium, adding to an exciting experience for patrons, such as a flexible/performance event space. Finally, the CWG recommends integrating uses that create activity during daytime and evening, such as cafes, restaurants, and open space, which will be addressed in the following section.

The CWG selected the seven additional cultural uses listed below for further testing during Workshop #2 based on the strong public support they appeared to have, and in an effort to retain a diverse set of options. As with the Civic options, the HR&A

Strive to create a signature Civic Auditorium arts and cultural campus that will serve as the city's cultural center for the performing arts.

Additional cultural uses surrounding the Civic, as well as dining and retail opportunities on the site will end the auditorium's long period of isolation and result in a lively place for Santa Monicans to have cultural experiences.

Include synergistic arts and cultural features and uses that add to an exciting experience for patrons, such as a flexible performance event space.

The community has shown interest in additional smaller venues on the site that would be available for use by local performers, and that would expand the type of offerings within the campus to attract a broader demographic.

team prepared site area requirements, parking,⁵ and general construction and annual operating cost estimates for each of the following cultural uses:

- ▶ **flexible performance/event space**
- ▶ **for-profit cabaret-style music venue**
- ▶ **"hub" rehearsal facility**
- ▶ **fine arts museum with a themed collection**
- ▶ **experiential museum**
- ▶ **artist incubator space**
- ▶ **creative and educational maker spaces**

OPERATING COSTS FOR CULTURAL LAND USES

Each of the cultural uses described above, if included in the Civic site, could help create a vibrant arts and cultural district. However, with the exception of the for-profit cabaret-style music venue, each would incur an operating deficit that would require an annual subsidy. These deficits range from approximately \$400,000 annually (hub rehearsal facility) to \$2.2 million annually (experiential museum).

Of 1,698 total responses in the trade-off tool, the uses that garnered the most support were the flexible event space (323), small music venue (238), and educational and maker facility (221). Less popular were the artists' incubator space (68), fine art museum (102), and experiential museum (102).

Among the 125 persons who successfully used all available acreage for cultural uses, open space, and private development,

⁵All parking estimates assumed City zoning code requirements, but were factored for "shared use," to reflect the fact that site visitors would probably utilize multiple uses at the site during each visit. Assumed parking requirements are included in the capital costs.

Create a vibrant cultural and community hub around the Civic Auditorium.

Flexible performance/event space



For-profit cabaret-style music venue



► The Civic campus could support an additional **flexible performance/event space**, interacting with an adjacent plaza. At approximately 15,000 square feet, this flexible space could support almost any use, including dance, theater, music, lectures, meetings, galas, and other events, with up to 850 guests. Such a use would require a \$16.5 million capital cost. It would operate at an annual deficit of \$440,000.

► A **for-profit cabaret-style music venue**, potentially with an adjacent restaurant and bar, would extend activity through the evening. At 6,000 square feet, such a space could accommodate 250 fixed seats. Construction would require \$6.2 million in capital cost. This use would not incur any operating deficit.

Hub rehearsal facility



Fine arts museum



Experiential museum



► A **“hub” rehearsal facility** could support the rehearsal needs of local artists, actors, and musicians and provide space for local non-profits. The hub would comprise 16,000 square feet over two floors and include rehearsal, studio, and administrative space, and cost \$6.8 million in capital costs to construct, with an annual operating deficit of \$400,000.

► A **fine arts museum with a themed collection** would contribute to the Civic’s cultural draw. Modern, classical, or local art could be housed in a new fine arts museum on the Civic site. The museum would comprise 30,000 square feet over two floors and a 500-person capacity for event uses. It would cost \$29 million in capital and operate at an annual deficit of \$1.5 million.

► An **experiential museum** would link art, science & technology, with a potential focus on local culture, or another mission. Situated in 30,000 square feet over two floors, an experiential museum would have a 500-person capacity for events. Construction would incur a capital cost of \$28.7 million, and the use would require a \$2.2 million operating deficit.

Artist incubator space



Creative & educational maker space



► Santa Monica could support artists with an **artist incubator space** for as many as fourteen artists, including a moderately sized gallery. Eight rotating artists’ studios, six smaller studios, a gallery, and common space would make up a 23,000-square-foot space for artists. Events could hold up to 250 people. The incubator space would require \$9 million in capital costs, and incur at \$450,000 annual operating deficit.

► The Civic Auditorium site could include flexible **creative and educational maker spaces** for both digital and traditional media. These spaces could include classrooms, adult and kids’ maker space, or a digital media studio in 16,000 square feet of space on two floors. These maker spaces would require \$5.1 million in capital costs, and incur a \$400,000 annual operating deficit.

Create a vibrant cultural and community hub around the Civic Auditorium.

and balanced financial resources, the most popular uses held steady support, with educational and maker facility (30), flexible event space (28), small music venue (26), and the inclusion of the rehearsal hub (25).

Integrate complementary uses that create activity during both daytime and evening such as cafes, restaurants and open space.

Availability of food and public open space will enhance the experience of visitors, encourage them to stay at the cultural center longer, and provide a high level of convenience, thus activating the area around the Civic Auditorium for periods well before and after events.

OTHER COMMUNITY VIEWPOINTS

There was significant support among Workshop #1 attendees for open space for gathering, outdoor performances, and festivals. Sports fields had strong support among attendees. There was also substantial interest in food-oriented retail and some interest in museums but not as widespread. A handful of attendees were interested in housing, particularly for artists and low-income residents.

Some Workshop #2 attendees and public comments expressed an interest in including other uses in the Civic site, including educational uses for children and families; outdoor fitness; and an athletic field.

During Workshop #3, attendees reiterated many of the viewpoints from the two earlier workshops with an emphasis on the need to leave the corner at Pico and 4th Street open and the importance of high-quality design.

Summary of Cost Estimates for Cultural Uses

Capital and Operating Costs for Cultural Hub Land Uses

Cultural Hub Use	Capital Costs*	Annual Operating Deficit**
Flexible event space	\$16.5 M	(\$440 K)
Small music venue	\$6.2 M	\$0 M
Rehearsal space	\$6.8 M	(\$400 K)
Fine arts museum	\$29 M	(\$1.5 M)
Experiential museum	\$28.7 M	(\$2.2 M)
Artists space	\$9 M	(\$450 K)
Educational space	\$5.1 M	(\$400 K)

* Includes cost of parking.
 ** Except for privately operated small music venue, other non-profit uses were assumed to have annual operating cost that would exceed revenues and therefore require fundraising.

GUIDING PRINCIPLE 3

Consider private land uses that support and enhance the cultural campus.

Private development could help cover the cost of retrofitting the Civic Auditorium through a revenue bond based on ground lease revenue and City tax revenues generated from each use and dedicated specifically for the Civic. In addition, private uses may benefit the identity of the cultural campus by activating the site in both daytime and evenings, drawing new audiences to the campus. If included, the selection and scale of specific private uses should therefore depend on both the degree to which they enhance the cultural campus and their revenue generation potential.

A revenue bond could be issued by the City and secured by the revenues from private uses on the Civic site, including from projected property, utility, vehicle, sales, and bed taxes and from ground lease revenue. As estimated by the consulting team, the ground lease revenue was based on an industry-standard percentage (7%) of estimated residual land value (i.e., the value of developed private uses minus the cost of construction), and tax revenues were estimated using current City tax formulas

Ensure that any private land uses are synergistic with the spirit and activities planned for the site, and add to its vibrancy.

Private land uses proposed for the site should relate in some way to the cultural atmosphere there and attract people who will take advantage of it or add to the depth or range of the cultural activities offered.

applicable to each private use. The HR&A team developed estimates of bond proceeds from these revenue sources for each candidate private land use after consultation with the City's Finance Director.

A number of different private land uses could fit on the site alongside the Civic and other cultural uses. The CWG reviewed the space requirements, capital funding potential, efficiency of investment (i.e., capital contribution provided per square foot of use), and general community perceptions in deciding which land uses to test in Workshop #2.

For purposes of the trade-off tool, the revenue bond estimates from each use were automatically included when a trade-off tool user selected an individual land use. In some cases, the trade-off tool

Ensure that any private land uses create a smooth, interactive connection to the surrounding neighborhood through compatibility of use and scale.

The site was originally designed to face inward without physical or visual connections to adjacent blocks. This shortcoming should be addressed and improved by any proposal through compatibility of scale and uses on the edges and via open pathways that will incorporate the mega-block back into the fabric of the city.

allowed users to pick more than one type of land use (e.g., certain of the retail and dining options).

Private land uses are opportunities to provide amenities that strengthen the cultural campus and the overall vision for the Civic while creating a revenue stream to support the rehabilitation of the Auditorium. The CWG recommends that if private land uses are proposed, they should contribute to the spirit of the Civic site and reinforce its vibrancy through programs synergistic with a cultural center. Allowed private uses should be of compatible scale and types of uses to support smooth connections with the surrounding community. Private land uses must also respect the use and form of the Civic Auditorium.

Collaborate with the city to commemorate the lost Belmar neighborhood that predated the Santa Monica Civic Auditorium on the site.

The construction of the Civic Auditorium entailed the destruction of a vibrant, mostly African-American beach community that was on the site. To recognize those whose lives were disrupted, the history of the site shall be addressed creatively by proposals.

Consider private land uses that support and enhance the cultural campus.

PRIVATE LAND USES



► Retail

Micro-storefronts, storefronts and destination retail could support a small amount of bonding capacity or funds from ground lease and net tax revenues to rehabilitate the Civic.



► Restaurants

Storefront restaurants, cafes, and destination restaurants would round out a cultural campus on the Civic site, but would not provide significant funds from ground lease or net tax revenues to the Civic.



► Housing

Rental housing (a 40-, 60- or 175-unit building) could provide affordable units and significant funding from ground lease and net tax revenues to rehabilitate the Civic.



► Office

Office buildings (small office, cluster of small offices or a larger office building) could provide significant funding from ground lease and net tax revenues to rehabilitate the Civic.



► Hotel

Hotels (either a boutique hotel or a national chain hotel) would provide the greatest amount of funding from ground lease and net tax revenues to rehabilitate the Civic.

Of the total responses in the trade-off tool, restaurants (destination, small café/restaurant) and storefronts (including micro-storefronts) were the most popular private land uses.

Among the 125 persons who used all available acreage for cultural uses, open space, and private development, and balanced capital and operating budgets, the most popular private land uses were small café or restaurant uses (104 persons) storefront restaurants (88), retail options (73), and a boutique hotel (73). Housing, office, and hotel uses in general garnered the least support.

Consider private land uses that support and enhance the cultural campus.**BELMAR TRIANGLE**

The eleven-acre civic auditorium site was assembled in the 1950s by the use of eminent domain, resulting in the uprooting of an African-American neighborhood. Public attitudes and laws on the books have evolved since then to avoid this type of acquisition in the future. There is a consensus among the CWG and the community that those so displaced should be recognized. The CWG recommends that the City work to ensure long-term cultural literacy and understanding of the Civic site's history by commemorating the lost Belmar Triangle neighborhood that predated the Santa Monica Civic Auditorium on the site.

OTHER COMMUNITY VIEWPOINTS

Many Workshop #1 attendees were worried about parking and traffic issues worsening with added development. Some were concerned that City property should only have public uses, even

if the private uses were synergistic and revenue generating. There was general consensus that development should be small scale and hotels were vehemently opposed.

Whether to include any private development on the site, or which types, were among the most debated and commented on topics resulting from Workshop #2. Some preferred no private development at all, despite the potential revenue these uses could generate to pay for the Civic and preferred cultural uses. Some members of the public voiced strong opposition to the options for a larger office building, apartment buildings, and a national chain hotel. Others questioned the amount of expensive subterranean parking assumed, particularly at a time when the City is promoting transportation alternatives to the car.

Workshop #3 attendees were clear about the importance of high quality design and that all site uses should be synergistic with a cultural campus.

Revenue potential from private land use types

Potential Capital Contributions from Revenue Bond Proceeds Derived from Selected Private Land Uses

Private Land Use		Capital Contribution
Retail:	Micro-Storefront	\$240 K
	Storefront	\$1.3 M
	Destination Retail	\$3.9 M
Restaurant:	Storefront Restaurant	\$165 K
	Café	\$305 K
	Destination Restaurant	\$350 K
Rental Housing:	40-Unit Building	\$4.4 M
	65-Unit Building	\$5.5 M
	175-Unit Building	\$8.9 M
Office Buildings:	Small Office	\$1.5 M
	Office Cluster	\$4.7 M
	Larger Office	\$9.4 M
Hotels:	Boutique Hotel	\$30.6 M
	Midrange National Flag Hotel	\$47.7 M

GUIDING PRINCIPLE 4

Create a flow between the Civic Auditorium site and the surrounding community.**CONNECTIVITY**

The 1950s approach to city planning of creating superblocks that break away from the street grid and turn away from neighborhoods is epitomized at the Civic. The largely vacant Civic Center area has long separated Downtown Santa Monica from Ocean Park. The blank street frontages have discouraged the spread of vibrant activity from Ocean Park, Santa Monica High School, Tongva Park, and beyond.

Visually and physically connect the Civic Auditorium, the site, adjacent amenities, streets, neighbors and institutions.

The community life on Main Street, the additional venues on the SAMOHI campus, the recreational possibilities of Tongva Park and the proximity of the light rail terminus station, Pier, beach and Promenade should all relate to each other through the establishment of clear pathways and signage.

The new mixed-use housing at the Civic Center Village, and transit opportunities of the new Expo Line Station pose significant potential for weaving the Civic site back into the fabric of the city. Re-imagining the Civic must reconnect the neighborhood and support its vibrancy.

The Civic should integrate the site with the City's mobility plans for pedestrians, vehicles, bikes, and transit, creating a human-scale experience on and around the campus – for example, by encourag-

Prioritize uses that enhance linkages and connectivity between the Civic campus, Santa Monica High School, Main Street, Pico Boulevard, Tongva Park, the Pier and the beach.

Uses on the Civic site should not only be synergistic with the main cultural programming of the Auditorium, but must also be compatible with adjacent areas to create a seamless flow integrating the site into the surrounding neighborhood.

Consider establishing a cultural network with the Santa Monica High School performing arts venues including Barnum Hall and the Greek Theater, and other shared use possibilities with the high school.

Take advantage of the additional venues in very close proximity to the Civic for joint programming, multi-venue events and festivals or other opportunities that would support and extend the reach of the Civic cultural center.

ing small-scale retail and restaurant opportunities on Pico Boulevard and Main Street, similar to the existing Main Street retail corridor.

POSSIBLE SYNERGY WITH SAMOHI

As recommended in the City's Creative Capital report, and the CCJUP report described above, the Barnum Hall and Greek Theatre performance venues at Santa Monica High School (Samohi), located directly across Fourth Street from the Civic site, have the potential to be important cultural partners to the future revitalized Civic campus. Possibilities include festival programming taking place at both facilities and shared parking. The CWG explored and encourages connections – both physical and programmatic – between the Samohi cultural facilities and the Civic site.

Integrate the site with the City's mobility plans for pedestrians, vehicles, bike, and transit.

Plans for reconnecting the broader Civic Center back into the flow of the city, such as was done with Olympic Drive, are underway. Multi-modal connectivity will be critical at the Auditorium site for it to be fully integrated.

Create a flow between the Civic Auditorium site and the surrounding community.**A RESTORED URBAN FABRIC**

The Civic is an opportunity to mend a long-standing hole in our urban fabric. Urban design for the site and environs should connect the Civic Auditorium, the site, Santa Monica High School, Main Street, Pico Boulevard, Tongva Park, the Pier, and the beach. Uses can enhance linkages and connectivity, while maintaining appropriate scale, by responding to nearby activity. Physical connectivity should be especially pedestrian-friendly and take advantage of rich transit opportunities nearby. A cultural network of Samohi's performing arts venues, including Barnum Hall and the Memorial Greek Amphitheater, and other shared use possibilities with Samohi's cultural assets and facilities, could enhance the range and quality of cultural experiences offered at the Civic. One way in which this could be done is through a potential expansion of the Master

Facilities Use Agreement between the School District and the City of Santa Monica; the City should explore this and other structures to establish shared use.

OTHER COMMUNITY VIEWPOINTS

Some members of the public advocated for a bridge connection over Fourth Street to Samohi. Others urged a high degree of integration between planning for the Civic site and planning for the future of the Samohi campus and that mutually-beneficial parking synergies could be created between Samohi and the Civic. Workshop #3 brought out more discussion on connectivity than the first two workshops. Participants noted that pathways should be visually obvious through an open design or plan for easy co-existence of pedestrians and bicycles.

GUIDING PRINCIPLE 5

Include open space on the site.

Every iteration of recommendations for the Civic site, from the Barton Myers Associates study, the CCSP in all its revisions, the Creative Capital Plan and the CCJUP, to the ULI-LA TAP, emphasizes the important role for open space as a key feature of a redesigned Civic site. Open space provides opportunities for passive and active recreation, active year-round programming and performances that would complement and support cultural uses located on the site, and presents opportunities to generate earned income to help pay for operating costs. In 2015, nothing has changed. Any acceptable proposal must include open space.

The CWG reviewed and discussed a range of open space uses for the Civic site, described below, and sought formal community feedback about these options through the use of the trade-off tool in Workshop #2.

- ▶ **A half-acre park**, or very small open space, could accommodate pathways, seating, and a children's play area and could be programmed in a number of ways.
- ▶ **A one-acre park**, or small open space, could accommodate all of the features of a half-acre park, plus more space for outdoor cultural programs and small events.
- ▶ **A two-acre park**, or medium-sized open space, offers the potential for a demonstration garden and/or interactive public art installations, in addition to the features of a small park.
- ▶ **A four-and-a-half-acre park**, or a large open space, could accommodate all the features of a two-acre park, plus an entry feature and/or an outdoor performance area. It could provide space for a variety of programming and events and, in particular, large outdoor events.
- ▶ **A two-acre playfield** could provide playing space for community members and space on the sidelines for spectators, for soccer, lacrosse, or other field sports.

Include open space that encourages cultural, recreational, and athletic uses consistent with a vibrant cultural campus.

Virtually every participant in the CWG workshops expressed a desire for some kind of open space on the Civic Auditorium site. Preferences range from passive space for picnics and relaxation, to active plazas connecting cultural uses, to flexible space for festivals and outdoor performances, to athletic fields.

OPEN SPACE IN THE CIVIC CENTER SPECIFIC PLAN

The 2005 CCSP recommended a 5.6-acre park on the Civic site, with the goal of better connecting the Civic site to the surrounding neighborhood. The 2005 CCSP included a playfield, suitable in size for competitive youth soccer and available for both organized and informal field sports, oriented north-south along Fourth Street, with dedicated parking and night lighting and fencing along Fourth Street. In addition to providing space for sports, the field was identified as a way to link the Civic Center campus and Samohi together with joint uses, programs, and visual and pedestrian connectivity.

In the years since the CCSP was last comprehensively amended in 2005, a number of new playfield resources have been added to the City's inventory or upgraded to accommodate more intensive annual use. These include construction of new fields at Airport Park (2007), conversion of the Santa Monica College football field to synthetic turf (2008), conversion of the soccer fields at John Adams Middle School to synthetic turf (2008), and conversion of the Samohi field to synthetic turf (2011).

As part of ongoing discussions about the future of Santa Monica Airport after the recent expiration of the 1984 Santa Monica Airport Agreement with the Federal Aviation Administration, the City Council recently decided to convert about 12 acres of aircraft tie-down area to public recreation space, with a priority for playfields. City Council appropriated \$400,000 in the Fiscal Year 2015-16 City budget to study this possibility. In addition, the City and Santa Monica-Malibu Unified School District continue to evaluate improvements that could be made at school sites in Santa Monica to provide more high-quality playfields, including the field at Lincoln Middle School.

SOCCKER FIELD ANALYSIS

A spatial analysis of a potential soccer field on the Civic site per the CCSP was prepared by the HR&A consulting team. It determined that a field could range in size from approximately 6,000 square feet (to accommodate a regulation field for 6-year-olds) to 83,000 square feet or approximately two acres (the FIFA standard which is also appropriate for high school competition), including room for circulation and spectators.

The spatial analysis also identified the optimal location for a soccer field, orienting the field along a northwest-southeast axis. The preferred location for a grade-school-size field would be

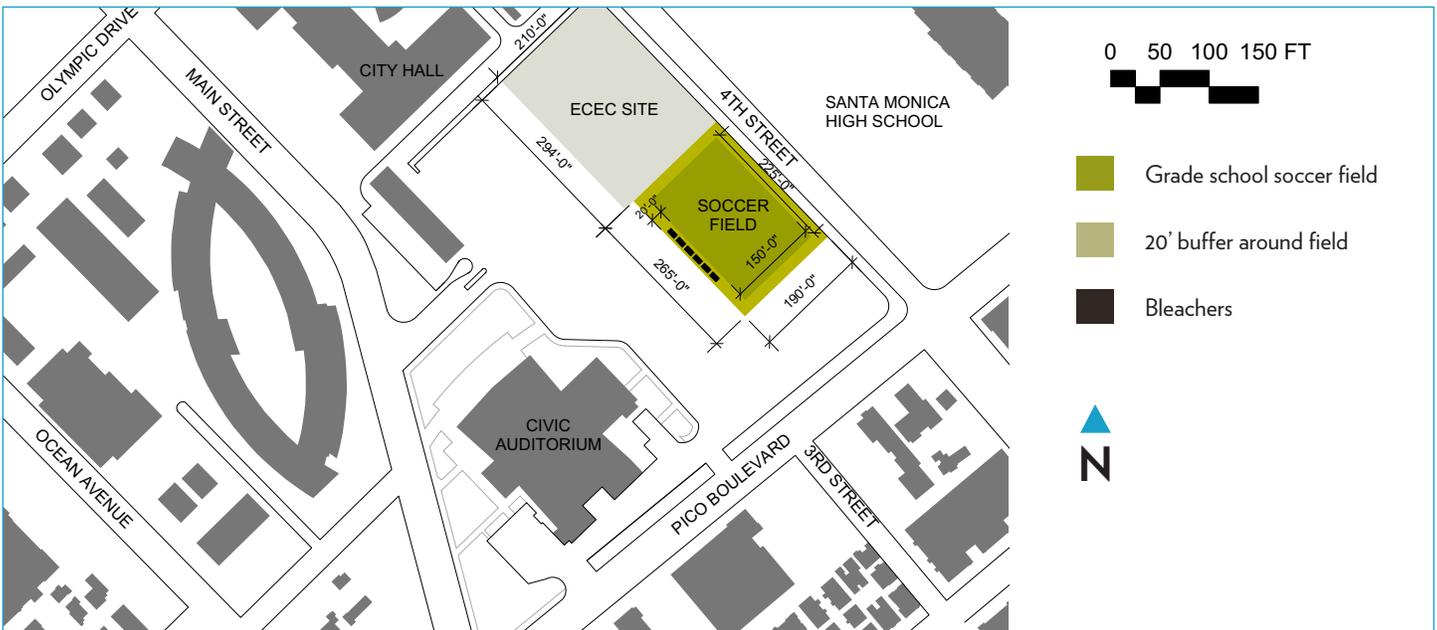
Include open space on the site.

next to the ECEC, which would create a recreation zone on the northeastern side of the site and leave the majority of the site open for other uses.

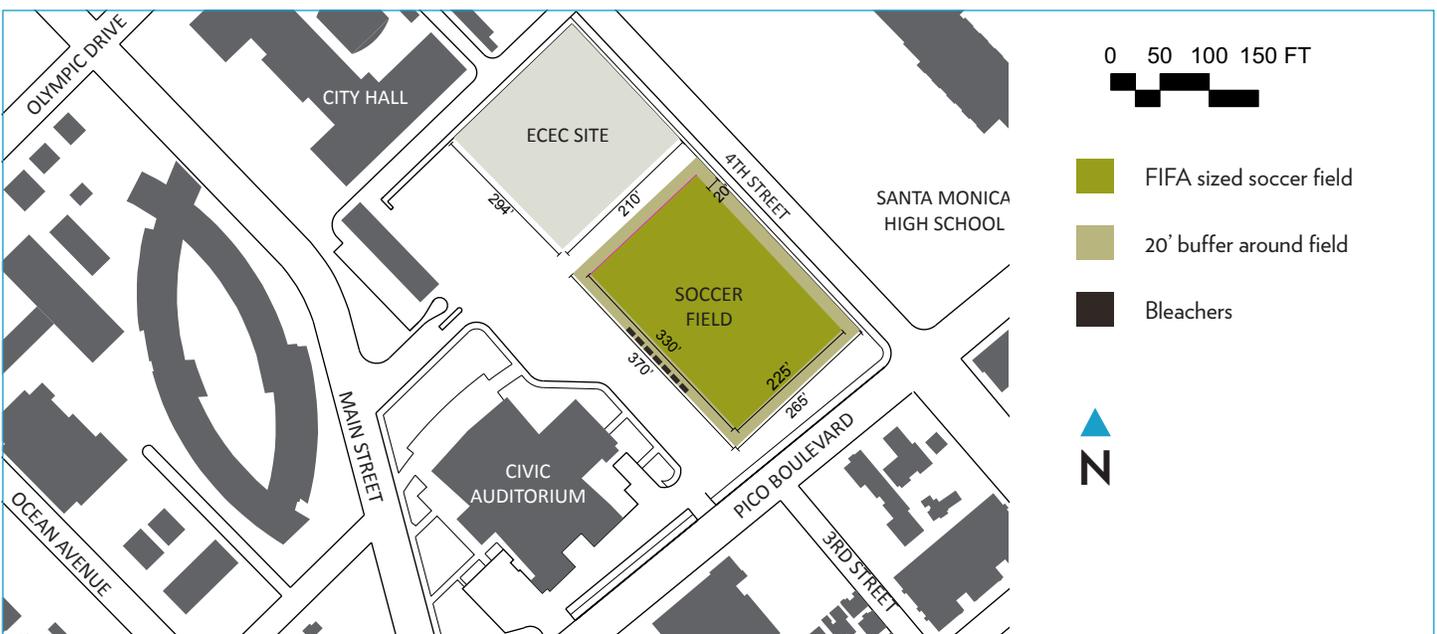
Larger fields suitable for older children and adults – including a middle school and high school or FIFA/NHS regulation-sized field – would suggest a preferred location on the southwestern side of the site, which provides easy access for Samohi students, while keeping the prominent Pico Blvd and 4th street corner open for other uses. A middle-school-sized field would comprise approximately 37,000

square feet including spectator space. A field suitable for high school play (i.e., under California Interscholastic Federation rules or FIFA/NHS regulations) would comprise approximately two acres, including space for circulation and spectators, leaving much less space available for other Civic site uses. In addition, an active playfield like the one depicted in the CCSP would need to be surrounded with fencing 15 to 18 feet tall. This would create a physical separation between the field and the rest of the Civic, which would not be compatible with a mixed-use cultural campus.

Soccer field spatial analysis showing placement and dimensions of a grade-school-sized field



Soccer field spatial analysis showing placement and dimensions of a FIFA-sized soccer field



Include open space on the site.

COMMUNITY OPEN SPACE PREFERENCES

In Workshop #2, trade-off tool users expressed whether, and how much, open space was preferred at the Civic site. Thirty percent of respondents preferred that no open space be included. Forty percent preferred small-scale open space of a half-acre, one acre, or two acres. Nine percent chose a large open space of four and a half acres. Forty-nine percent of respondents chose a playfield. (Some respondents chose multiple open spaces, so the percentages do not add to one hundred percent.)

While acknowledging the expressed need for additional playfield space in the City, a majority of the CWG does not favor including an athletic field on the Civic site as presented in the 2005 CCSP. To establish a vibrant, mixed-use cultural district, any open space on the Civic Auditorium campus would have to have a significant amount

Investigate plans that would allow for a full size multi-use field on the site.

The 2005 Civic Center Specific Plan included a playfield. This choice for open space use continues to have strong support from sports-minded community members.

of year-round programming that provides a venue for local talent, contributes to the cultural district’s energy, and draws visitors from around the community and Los Angeles.

The CWG recommends that the Civic site include open space that encourages cultural, recreational, and athletic uses consistent with a vibrant cultural campus. However, the CWG, understanding the urgency of the need just as City Council did in 2005, also recommends investigating plans that would allow for a full-size, multi-use playing field on the site, given the strong community preferences expressed during the planning process.

Open space, while it can add to the character of the cultural campus, also requires funding to operate properly. Active programming, such as from food and beverage concessions or events, may generate income equal to roughly 15% of operating costs, which would offset the operating cost of the open space.

OTHER COMMUNITY VIEWPOINTS

A large number of community members submitted letters that expressed a strong preference for the provision of an athletic field at the Civic site, in particular for youth soccer, in the public workshops and in written correspondence. However, many in that population also expressed interest in open space for more passive uses as well as programmable spaces for festivals and similar gatherings. Another proposal involved an ice hockey rink that might also include a sports field on its roof.

Potential open space operating deficits

Potential Capital Costs and Operating Deficits by Size of Open Space Use

Open Space	Capital Costs*	Annual Operating Deficit**
0.5 Acre Park \$2.2 M (\$150 K)	\$2.2 M	(\$150K)
1 Acre Park \$4.4 M (\$260 K)	\$4.4 M	(\$260K)
2 Acre Park \$7.8 M (\$590 K)	\$7.8 M	(\$590 K)
4.5 Acre Park \$14.7 M (\$1.3 M)	\$14.7 M	(\$1.3 M)
2-Acre Playfield \$2.4 M (\$450 K)	\$2.4M	(\$450M)

* Costs to build and equip each open space element
 ** Costs for annual maintenance, operation, and where applicable, programming.

GUIDING PRINCIPLE 6

Generate innovative, financially sustainable proposals for the Civic and its site.**POTENTIAL SOURCES OF CAPITAL FUNDING**

Rehabilitation of the Civic and the provision of additional cultural amenities will require both capital to build out the improvements, and operating funding to maintain the Civic campus over the long-term.

For purposes of the CWG's conceptual work, the HR&A team and City staff identified and estimated the yield from several likely capital funding sources. These include a General Obligation bond (GO bond), a capital fundraising campaign, and a ticket tax revenue bond. As discussed above, a revenue bond issued by the City could also be supported by ground lease revenue and site-specific City tax revenues derived from private development.

Additional sources of capital are certainly possible. These include credits through State and federal historic preservation programs (if the Civic is listed on the National Register of historic buildings), the federal New Markets Tax Credit program (if the site is determined to be eligible), and air rights transfers, dedications of tax revenues or developer "community benefit" contributions from projects located elsewhere in the City, one or more forms of assessment districts, or the State's new Enhanced Infrastructure Financing District legislation.

However, estimating the potential capital from these sources requires a more definitive development concept for the site than is within the purview of the CWG. For purposes of the trade-off tool used in Workshop #2, the revenue sources, and their potential revenue yield, were the following.

A GO bond issued by the City could provide as much as \$50 million in capital funding for the Civic. The bond would be repaid from property tax payments from across the City, adding approximately \$12 per \$100,000 property value to every property owner on City tax rolls. Under State law, a GO bond requires a two-thirds majority of voters, which is very difficult to achieve, particularly with any organized political opposition. Recent polling by the City to gauge the level of voter support for a GO bond to fund a new fire station, which historically has been a popular public expenditure, was deemed insufficiently strong, and another public financing approach was employed instead.

Revenue bonds, issued by the City from tax applied to ticket sales for the Entertainment/Arts Complex (Civic 1) option, could provide as much as \$14 million to cover capital costs, based on HR&A's estimate after consultation with the City's Finance Department. The estimate was based on roughly 5 percent per ticket. This structure has been used to fund the construction of Staples Center

Consider creating a consortium of public and private management entities.

An open minded and creative approach to management structures is encouraged by the CWG to maximize the quality of programs and efficiency of operations.

in Downtown Los Angeles, among other event venues. Revenue through this source may take several years to materialize while ticketed events gradually populate the calendar. Therefore, the City may purchase "credit enhancement," if necessary, to increase the attractiveness of the revenue bonds to potential investors.

Ensure financial strategies for capital, including revenue and general obligation bond funding, are viable, meaning that they fund estimated costs for Civic Auditorium rehabilitation and any other planned capital improvements on the site.

The rehabilitation of the Santa Monica Civic Auditorium and its reestablishment as an important performance venue must be viable as part of any proposal for the site.

Capital fundraising campaigns are another common source of capital funding for civic projects. Estimates developed by HR&A for the trade-off tool were based on comparable campaigns in the Los Angeles area (e.g. the Broad Stage at the Santa Monica College Performing Arts Center) and elsewhere around the U.S. This evidence suggests that a philanthropic campaign could garner between \$20 million and \$23 million, depending on the selected Civic option and level of resources dedicated to a major fundraising campaign. This estimate assumes that fundraising could generate between 10 and 20 percent of the total capital cost. City governments, which are barred from certain fundraising activities, do not usually house such expertise. Such a capital fundraising campaign would involve time-intensive targeting of philanthropic organizations and private

Generate innovative, financially sustainable proposals for the Civic and its site.**Ensure financial strategies for the Civic Auditorium, site operations and programming are viable and do not rely upon open-ended subsidies from the City's general fund.**

The operations of the Santa Monica Civic Auditorium and any site programming should be structured efficiently enough to be substantially, if not completely self-sustaining experiences.

Evaluate private philanthropic funding and non-traditional sources of funding for renovation and operation of the Civic Auditorium.

Funding for the Santa Monica Civic Auditorium rehabilitation and operations has been challenging the city for many years now. Creative financing methods or funding from multiple sources or partnerships should be explored.

donors – activities that may require the establishment of a new not-for-profit entity with an independent board, as well as considerable time spent by City staff and volunteers. The not-for-profit would solicit private contributions and market naming rights and other sponsored assets on the Civic site.

POTENTIAL SOURCES OF OPERATING FUNDING

For the Center for the Performing Arts (Civic 2) and Arts and Cultural Campus (Civic 3) options, annual operating costs for the Civic and associated public uses could be paid for by a combination of an annual subsidy from the City's General Fund or through continuing private philanthropy.

Based on discussions with the City Manager's office, the trade-off tool assumed that contributions from the City's General Fund could provide as much as \$1 million per year in ongoing operating funding across the Civic site. This could come from the General Fund as a whole, or from a citywide dedication of a particular revenue stream, such as a Transient Occupancy Tax (TOT) on hotel rooms.

Private Philanthropy may also support the cost of operations, for either of the non-profit Civic options 2 or 3, and for the non-revenue-producing cultural uses and open space areas. Depending on the specific uses preferred, and based on precedents for a range of comparable cultural and open space facilities, HR&A estimated that a vigorous philanthropic campaign could raise about 45 percent of each candidate cultural use's annual operating budget. For the Center for the Performing Arts (Civic 2) and Arts and Cultural Campus (Civic 3) options, this could mean \$4.5 million to \$6.5 million annually across the Civic site. As with capital fundraising, ongoing philanthropic support relies on resources committed to soliciting private donations, such as through membership campaigns or fundraising events.

COMMUNITY PREFERENCES FOR FUNDING THE CIVIC

Using the online trade-off tool, only 543 out of 1,698 respondents overall chose to use the GO bond. However, among the 210 persons who succeeded in balancing the capital budget, 179 selected the GO

bond, and among the 125 persons who both balanced the capital and operating budgets and optimized the use of land, 108 respondents selected the GO bond, to close the financing gap for capital fundraising. Overall, the capital fundraising campaign was a more popular choice for capital funding, and respondents slightly favored the annual General Fund contributions over operating philanthropy.

A viable Civic project, including the rehabilitation of the Civic Auditorium and the surrounding public uses and amenities, requires consideration of the long-term financial sustainability in the early stages of planning. The CWG, with assistance from the City and consultants, has reviewed some of the most likely funding options and recognizes the potential for private uses to provide capital support for the project.

The CWG recommends that capital funding strategies be viable, meaning that they should fund estimated costs for Civic Auditorium rehabilitation and any other planned capital improvements on the site. Operating funding strategies should not rely upon open-ended subsidies from the City's General Fund.

Successful funding strategies may require evaluating both private philanthropic funding and non-traditional sources of funding for the renovation and operation of the Civic Auditorium. The CWG recommends that the City engage appropriate expertise to assess the feasibility of capital and operations and maintenance funding sources. Finally, the CWG recommends considering a consortium of public and private management entities that would collectively fund and govern the site, as also noted in the Next Steps chapter of this report.

OTHER COMMUNITY VIEWPOINTS

Some participants objected to being asked to balance sources of capital and operating costs with the selection of their Civic, cultural and open space preferences. Still others objected to the trade-off tool assumption that the balance, however, it might be struck, needed to be achieved only with the resources identified. Still other participants felt that the proposed improvements did not need to be financially self-sustaining. A variety of other possible funding ideas came from the public during workshops and comment periods, including the use of the State of California's cap-and-trade revenue.

NEXT STEPS

As presented in the previous sections of this report, the CWG built on previous planning efforts, and conducted extensive research, analysis and public engagement over the past 18 months, to renew momentum for, and generate public excitement about, a strategy to rehabilitate and reuse the historic Civic Auditorium to serve as the anchor for a new mixed-use arts and cultural district.

The CWG's Guiding Principles are designed to assist the City Council in making subsequent, and undoubtedly difficult, decisions about moving this initiative forward. Together, these Guiding Principles are a focused, but flexible framework for achieving transformative change, while still accommodating specific options that the marketplace may suggest.

The CWG understands that it may take many more years before a Civic operator is selected and a reimagined Civic site is reconnected to the Downtown and other adjacent areas. Completing such a challenging undertaking successfully will require a detailed implementation plan that is realistic, efficient and measurable. It will require careful consideration of staffing and budgetary resources to manage the project; a process for initiating and managing construction; a well-conceived business plan and funding strategy; and an overall plan

for operating the finished improvements at the Civic site.

Although developing the details of such an implementation plan was not within the scope of the City Council's charge, the CWG offers an additional set of recommendations to assist the Council in providing direction to City staff for crafting that plan. These Priorities for Council Consideration are listed on the following page.

The CWG thanks the City Council for the opportunity to address these critically important issues at the Civic site. The members hope that the publication of this report, and particularly its Guiding Principles and Priorities for Council Consideration, will enable the City to finally meet the challenge of preserving the Civic Auditorium and transforming the Civic site into the vibrant heart of the City's arts and cultural life.

THE GUIDING PRINCIPLES

1

Preserve and rehabilitate the landmarked Civic Auditorium.

- ▶ Rehabilitate the landmark Santa Monica Civic Auditorium.
- ▶ Satisfy the community's desire for an iconic, multi-generational, innovative, state-of-the-art, professional performing arts venue that is the anchor of a cultural campus.
- ▶ Consider taking advantage of the Civic Auditorium's flexibility to enable it to serve both performing arts and special events, including community events.

2

Create a vibrant cultural and community hub around the Civic Auditorium.

- ▶ Strive to create a signature Civic Auditorium arts and cultural campus that will serve as the city's cultural center with a preference for the performing arts.
- ▶ Include synergistic arts and cultural features and uses that add to an exciting experience for patrons, such as a flexible performance event space.
- ▶ Integrate complementary uses that create activity during both daytime and evening such as cafes, restaurants, and open space.

3

Consider private land uses that support and enhance the cultural campus.

- ▶ Ensure that any private land uses are synergistic with the spirit and activities planned for the site, and add to its vibrancy.
- ▶ Ensure that any private land uses create a smooth, interactive connection to the surrounding neighborhood and the landmarked Civic Auditorium through compatibility of use and scale.
- ▶ Collaborate with the City to commemorate the lost Belmar Triangle neighborhood that predated the Santa Monica Civic Auditorium on the site.

4

Create a flow between the Civic Auditorium site and the surrounding community.

- ▶ Visually and physically connect the Civic Auditorium, the site, adjacent amenities, streets, neighbors and institutions.
- ▶ Prioritize uses that enhance linkages and connectivity between the Civic campus, Santa Monica High School, Main Street, Pico Boulevard, Tongva Park, the Pier and the beach.
- ▶ Consider establishing a cultural network with the Santa Monica High School performing arts venues including Barnum Hall and the Memorial Greek Amphitheater, and other shared use possibilities with the high school.
- ▶ Integrate the site with the City's mobility plans for pedestrians, vehicles, bikes, and transit.

5

Include open space on the site.

- ▶ Include open space that encourages cultural, recreational, and athletic uses consistent with a vibrant cultural campus.
- ▶ Investigate plans that would allow for a full size multi-use playing field on the site.

6

Generate innovative and financially sustainable proposals for the Civic and its site.

- ▶ Consider creating a consortium of public and private management entities.
- ▶ Ensure financial strategies for capital, including revenue and general obligation bonds, are viable, meaning that they fund estimated costs for Civic Auditorium rehabilitation and any other planned capital improvements on the site.
- ▶ Ensure financial strategies for the Civic Auditorium and site operations and programming are viable and do not rely upon open-ended subsidies from the City's general fund.
- ▶ Evaluate private philanthropic funding and non-traditional sources of funding for renovation and operation of the Civic Auditorium.

PRIORITIES FOR COUNCIL CONSIDERATION

1.

▶ **DEVELOP** a milestone schedule for all of the steps needed to implement rehabilitation and operation of the Civic, and development and operation of new arts, cultural and open space uses, and new private uses, on the Civic site, consistent with the Guiding Principles.

2.

▶ **FORMULATE AND IMPLEMENT** a transparent Request for Proposals (RFP) process for seeking competitive proposals from highly-qualified companies to rehabilitate and operate the Civic, and to develop new arts, cultural and open space uses, and new private uses, on the Civic site, consistent with the Guiding Principles.

3.

▶ **IN FORMULATING** the RFP process, **EVALUATE** alternative approaches that might reduce developer/operator risk and uncertainty and maximize value to the City, including for example, City processing of land use entitlements prior to requesting competitive proposals.

4.

▶ **EVALUATE** options for an appropriate long-term management structure for the Civic site that reflects best management practices for high-performing, self-sustaining mixed-use arts and cultural districts and maximizes value for the City while achieving public objectives.

5.

▶ **CONSIDER** assigning, delegating or sharing City control of the Civic Auditorium and the Civic site as a whole, to or with the selected management entity to operate, maintain and program the facilities on the Civic site.

6.

▶ **CONSIDER** dedicating all revenue from ground leases, City tax revenue, and any other value capture strategies, generated from new uses on the Civic site, in order to support predevelopment and development costs for the Civic Auditorium, new arts, cultural and open space uses, parking and public amenities.

7.

▶ **IDENTIFY AND EVALUATE** a range of other potential public financing methods to support construction of improvements to the Civic and new arts, cultural and open space uses, including for example, general obligation bonds, revenue bonds, special assessments, dedication of a share of citywide Transient Occupancy Tax (TOT) and use of state and federal tax credit programs.

8.

▶ **EVALUATE** private philanthropic funding opportunities and non-traditional sources to fund renovation of the Civic Auditorium, and annual operating operation of new arts, cultural and open space uses at the Civic site, while minimizing dependence on the City's General Fund for annual operations.

9.

▶ **INVESTIGATE** plans that would allow for a full size multi-use field on the site, but if that investigation indicates that such a field is not consistent with a mixed use arts and cultural district, or if the Council otherwise decides not to include such a field on this site, then address community desire for a field on this site by building fields elsewhere.

IMAGE CREDITS

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