

Attachment A
ANNOTATED BIBLIOGRAPHY
SANTA MONICA CIVIC AUDITORIUM
2000-2011

Introduction

This annotated bibliography is designed to give an overview of the selected documents that have been prepared about the Santa Monica Civic Auditorium (Civic) spanning 2000 to 2011 regarding the Civic.

The eight studies include:

- 1) AMS Planning & Research. *Facilities Coordination Study*. June 2000
- 2) Landmark Designation. November 12 2001.
- 3) ULI Los Angeles. *Alternative Futures for the Santa Monica Civic Auditorium: Issues and Observations*, 2004.
- 4) City of Santa Monica. *Santa Monica Civic Center Specific Plan Evaluation. Report*, 2004.
- 5) City of Santa Monica. *Santa Monica Civic Center Specific Plan*. Adopted June 28, 2005
- 6) City of Santa Monica. *Santa Monica Creative Capital Plan*. 2007
- 7) City of Santa Monica. *City of Santa Monica/Santa Monica Malibu Unified School District Joint Use Assessment Report*. June 18, 2008.
- 8) Strategic Advisory Group. *The Analysis of Private Capital Opportunities for Civic Auditorium Renovation*. May, 2011

Major issues discussed in the studies are:

- 1) Reuse options for the Civic Auditorium including maintaining the status quo or utilizing the Civic as a regional performing arts center, conference center, major concert venue, or community events center.
- 2) Assessment of capital improvements and costs
- 3) Operations and the need for a potential operating subsidy
- 4) The need to define a cultural vision for the Auditorium to guide future development

Additionally, the Landmark status documents identify a number of unique and architecturally significant features that cannot be altered without required actions by the Landmark Commission.

Documents

1. AMS Planning & Research. *Facilities Coordination Study*. June 2000. 37 pages, pp.26-28.

This study catalogues all facilities in Santa Monica. The Civic Auditorium listing information such as ownership, year built, location, rental policy, user statistics, operations, audience and capacity as a performing arts/visual arts facility.

2. Landmark Designation. November 12, 2001.

The Landmarks Commission filed an application nominating the Civic Auditorium for Landmark designation on August 13 2001. On October 8, 2001, the Landmarks Commission received a preliminary report from staff, with analysis indicating that the property meets the criteria for designation as a City Landmark. On November 12 2001, the Landmarks Commission designated the structure a City Landmark. As determined by the Landmarks Commission, the designation of the Civic Auditorium includes the exterior of the building, the remaining original pygmy pal trees as a secondary feature and a number of interior elements located in public areas of the resource.

The Civic Auditorium met all six criteria for Landmark designation, which are:

- 1) It exemplifies, symbolizes, or manifests elements of the cultural, social, economic, political, or architectural history of the City
- 2) It has aesthetic or artistic interest or value, or other noteworthy interest or value
- 3) It is identified with historic personages or with important events in local, state or national history
- 4) It embodies distinguishing architectural characteristics valuable to a study of a period, style, method of construction, or the use of indigenous materials or craftsmanship, or is a unique or rare example of an architectural design, detail, or historical type to such a study
- 5) It is a significant or a representative example of the work or product of a notable builder, designer, or architect
- 6) It has a unique location, a singular physical characteristic, or is an established and familiar visual feature of a neighborhood, community or the City.

On November 26, 2001, Councilmember Herb Katz filed an appeal of Landmarks Commission decision designating the Civic Auditorium as a City Landmark. On April 9 2002, the City Council voted 6-1 to uphold the Landmarks Commission's determination and deny the appeal. The City Council's decision was based upon the finding contained in the attached Statement of Official Action.

3. ULI Los Angeles. *Alternative Futures for the Santa Monica Civic Auditorium: Issues and Observations*, 2004. 13 pages.

Provides a brief overview of the history of the Civic Center and evaluates the economic impact regarding integration of the Civic Center Specific Plan with the Santa Monica Civic Auditorium. Concludes that the City has no guiding vision for the Civic or a process to identify community support for any plan and expresses concern that the facility cannot focus on community, cultural or educational events without requiring subsidies. Recognizes that lack of capital improvements and renovations have made the facility less attractive and competitive in the Southern Californian market. Suggests formation of "Blue Ribbon Committee" as a method to identify appropriate community vision and address the impacts of alternative use options with regard to the adverse impact of the Specific Plan. This report contains a brief discussion of economic viability of the following alternatives: community events, conference/convention center, conference/day events center, concert venue, performing arts center and adaptive reuse. Lists costs and benefits of each alternative discussed in relation to building design, the market and community goals. Suggests testing the concert venue and adaptive reuse alternatives through a Request for Proposal (RFP) process and dismisses the other options as unfeasible. This report does not discuss financing capital or come to a firm conclusion about the options.

4. City of Santa Monica. *Santa Monica Civic Center Specific Plan Evaluation Report.* 2004.
82 Pages. pp. 2-26

After 13 years of community outreach and planning associated with the Civic Center Specific Plan, Santa Monica City Council developed an urban design plan for the Civic Center area. This report evaluates key issues affecting the implementation of the Civic Center Specific Plan such as the balance between housing and open space, future use of the Civic Auditorium, restoration of existing City Hall, location of a child development center, meeting of parking needs in the area, levels of housing affordability and implementation of planned improvements. This evaluation includes analyses of housing affordability, circulation and parking. Determines that the Civic Auditorium is a significant community resource and should be preserved. Questions the role the Civic Auditorium should play within the Civic Center, and how it will relate to other viable cultural uses in the area and the community. Identifies the need for repair after many years of deferred maintenance; the structure does not meet current seismic or plumbing codes; and its systems (mechanical, HVAC, electrical, fire) are badly in need of replacement. The report develops and evaluates five scenarios for the Civic, including status quo and repurposing to create a regional performing arts center, conference center, major concert venue, or community events center.

The evaluations focus on the cost of each option as well as compatibility with both the future and existing neighborhoods. Estimates operating costs of the Civic Auditorium could range from zero to \$2.5 million per year, depending upon the reuse alternative that is selected. Four key funding sources for improvements associated with the implementation of the Civic Center Specific Plan are identified: General Obligation Bonds; The General Fund Capital Improvement Program (CIP); Redevelopment Agency Tax Increment Funds; Housing Set Aside Funds.

5. City of Santa Monica. *Santa Monica Civic Center Specific Plan.* Adopted June 28, 2005.
91 pages. pp. 49-58

This document builds upon, and supersedes, the 1993 Civic Center Specific Plan, as amended in 2000. It is a comprehensive urban design plan for the Civic Center area of Santa Monica establishing the planning policies, land use and development regulations related to redevelopment and open space improvements. The plan is divided into 6 chapters. The Specific Plan provides the policies and standards to maintain the Civic Auditorium as a prominent landmark within the Civic Center, and to program it with activities that will sustain its meaningful role within the community. The plan determines that priority shall be given to cultural, educational, and community-oriented activities while preserving opportunities for events that can contribute to the ongoing operation and upkeep of the facility. The Specific Plan provides ten policies and standards regarding the Civic Auditorium as summarized. Policy (1) specifies that more detailed analyses shall be undertaken to establish a specific activity program and financial plan for the ongoing operation and upkeep of the Civic Auditorium. Policies (2), (3), (4), (5), (6) are specifications for expansion of the East Wing of the building. Policies (7), (8), (9) and (10) prescribe subterranean parking alongside the facility and specify that renovated design will screen loading and servicing areas.

6. City of Santa Monica. *Santa Monica Creative Capital Plan*. February 2007. 121 pages. pp. 11-12, 36-69

Creative Capital emphasizes the importance of retention, development and reuse of cultural facilities that reflect the community's unique identity. The document outlines a collective vision for the future of the arts and culture in Santa Monica and develops strategies for fulfilling this vision. In regard to the Civic Auditorium, the plan concludes that any version of cultural uses for the Civic Auditorium will require a substantial capital outlay and, potentially, an operating subsidy. These capital costs are estimated to total between \$11.6 and \$40 million. It also highlights the Landmark status of the building as a potential issue, but concludes that there is latitude for significant reuse and alteration of the non-protected elements of the facility. Asserts that there is more than one use and configuration of the Civic Auditorium that would suit community needs however there is an overarching financial question of whether operation of the facility will be subsidized or could be structured as a revenue generator. The dilemma is whether to retain the auditorium in something close to its current configuration, or to adaptively reuse it for other purposes. Use as a conference center is partially considered, but the document acknowledges a number of barriers including the lack of a hotel sufficiently large to book conferences on a scale necessary for conference bookings. The report concludes that use as a conference center is not consistent with the community's cultural vision for the Civic Auditorium and was not therefore pursued. There are two fundamental options that the document analyses include Performing and Visual Arts Center and Concert Venue. *Creative Capital* suggests that city commits to a cultural use of the Civic Auditorium in line with the Civic Center Specific Plan but that there is a need for choosing specific elements of this vision and the practicalities of implementing it.

7. City of Santa Monica. *City of Santa Monica/Santa Monica Malibu Unified School District Joint Use Assessment Report*. June 18, 2008. 5 pages.

The 2008 Joint Use Assessment Report, prepared by Koning Eizenberg Architecture, studies joint use opportunities on the Civic Center and Santa Monica High campuses with particular emphasis on the viability of enhanced cultural and recreational uses within the civic core.

Key findings include:

- Santa Monica High School (Samohi) houses three main cultural facilities including Barnum Hall, the Greek Amphitheater and the Roberts Art Gallery. The Greek, built in 1921, has a seating capacity of 2,500. Barnum Hall, built in 1938 and renovated at the beginning of this decade, seats 1,250.
- The Samohi facilities master plan calls for upgrades to the historic Greek Amphitheater to reinstate its visibility and enhance the venue.
- There is great deal of community support for the shared use of cultural venues and the links it could build between Samohi, the Civic Center and broader community. Preferred community uses on the Civic campus include art studios/classes, outdoor programming, a museum and theater(s) (99-350 seats).
- The idea of a "cultural consortium" akin to UCLA Live is identified where a singular entity coordinates performances at the Greek, Barnum Hall and Civic.

8. Strategic Advisory Group. *The Analysis of Private Capital Opportunities for Civic Auditorium Renovation*. May, 2011. 23 pages.

This report analyzes whether private capital could be attracted to fund improvements to the Civic should Redevelopment Agency (RDA) funds not be available. The firm identifies three primary options which have the potential to generate between \$1M and \$80M in financing including allocating operational cash flow streams to repay debt, changing to the proposed exclusive presenter deal structure to affect private investment, and a small group of other financing options including philanthropy, land development and self-assessed hotel taxes/fees. The report indicates impacts on the City operating subsidy as an increase or decrease from the then-current projected baseline subsidy (\$1.6M in year one to \$1.1M in year ten). Specific financing concepts include investment by a concessionaire, parking revenue, naming rights, City's share of contribution margin, City-managed models (2 options), long-term lease models (2 options), philanthropy, land development and self-assessed hotel taxes/fees.

Key takeaways from the analysis include:

- Given the market and anticipated mix of events at the Civic, significant operational losses are anticipated over the initial 10-year period, which are common among similar facilities.
- A portion of the needed capital funds would likely come from the private sector, borrowed at a higher rate than public debt and most likely sourced by the selected promoter/presenter. As a result, the promoter/presenter would need an allocation of additional revenue streams in order to repay the debt which, in turn, would increase the City's annual subsidy.
- The most promising options for capital include philanthropy and/or development of the adjacent parking lot, either of which could fund the entire renovation. However, both will take time and require different trade-offs on the part of the City.
- A campaign to raise money through private philanthropy could take years with no guarantee of success. It would require committed community leadership, dedicated staff and a significant investment in a first-rate fundraising team, likely 10% to 15% of the amount raised.