

**AGENDA DESCRIPTION:**

Consideration and possible action to review and approve the Ladera Linda Park Master Plan.

**RECOMMENDED COUNCIL ACTION:**

- (1) Review and approve the Ladera Linda Park Master Plan and direct Staff to proceed with developing an RFP for detailed construction drawings for the project.

**FISCAL IMPACT:** None.

<b>Amount Budgeted:</b>	N/A
<b>Additional Appropriation:</b>	N/A
<b>Account Number(s):</b>	N/A

**ORIGINATED BY:** Matt Waters, Senior Administrative Analyst   
**REVIEWED BY:** Cory Linder, Director of Recreation & Parks   
**APPROVED BY:** Doug Willmore, City Manager 

**ATTACHED SUPPORTING DOCUMENTS:**

- A. April 26, 2017, Public Workshop Minutes (page A-1)
- B. April 26, 2017, Workshop PowerPoint presentation (page B-1)
- C. Ladera Linda Master Plan Summary of Community Comments (page C-1)
- D. Correspondence received during Public Workshop comment period (April 26 – May 10, 2017) (page D-1)
- E. Ladera Linda Correspondence received after comment period (page E-1)
- F. October 18, 2016 City Council Ladera Linda Update Staff report (page F-1)
- G. Estimate of Probable Construction Costs (page G-1)

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**BACKGROUND AND DISCUSSION:**

Ladera Linda Park has served the residents of Rancho Palos Verdes well since its opening in 1983, following a long tenure as an elementary school. Generations of residents and visitors enjoyed the site both as a school and as a park and community center. However, the pre-fabricated buildings and infrastructure of this community jewel are currently in poor condition. A 2013 Infrastructure Report Card prepared by SA Associates, an engineering firm hired to assess the current condition of existing public structures in the City, noted that the Ladera Linda Community Center received an

overall infrastructure score of “F” (FAIL). The report notes that Ladera Linda buildings are prefabricated, assembled-on-site interlocking metallic panel construction structures built in the 1960s. The report notes that “maintenance is no longer effective”, the buildings are “seismically questionable”, “not ADA compliant”, with “no ventilation and no operating heating/cooling system”, “no sprinkler system”, and notes the buildings are not energy efficient based on thermal infrared testing. The report also references concerns about lead-based paint and the presence of asbestos in floor and ceiling tiles and other building materials. The report includes the following recommendation for four of the five buildings:

*Recommendation: (1) Given the potential costs associated with renovation, the cost of maintenance, and the fact that the building is an energy hog, a new facility might be a better investment. (2) The remediation of the building is unreasonable for the overall Return on Investment. (3) For the time being, at a minimum, seismic retrofitting should be considered.*

For the fifth building, which consists of a classroom, two restrooms, and a janitors’ closet, the report recommends a seismic retrofitting along with renovation of the existing restrooms “at a minimum.” Based on that analysis, Staff recommended that the buildings be demolished and rebuilt in the Parks Master Plan Update that the City Council approved in 2015.

On September 1, 2015, the City Council directed Staff to issue a Request for Proposals (RFP) for the Ladera Linda Park Master Plan. Demolition of the existing buildings and the building of a new community center at Ladera Linda were part of the scope of the Parks Master Plan Update that was approved by City Council on October 6, 2015. On October 19, 2015, Staff issued RFPs to design firms for the creation of a Ladera Linda Parks Master Plan. Richard Fisher Associates (RFA), a firm that has completed well over a hundred park master plan and development projects, was selected by the City Council on June 6, 2016.

Following formal approval of the project, RFA began work on the Master Plan in early September 2016. Since that time, RFA has met with Staff, conducted preliminary site and document research, held several site visits, met with a variety of interested parties and other users of the facility, and co-hosted a community workshop at Ladera Linda on September 22, 2016, which was attended by over 80 people. A number of concerns about the process and the Master Plan project were raised, both at that workshop and in subsequent emails.

Due to these concerns, Staff presented a status update to the City Council on October 18, 2016 (Attachment F). After hearing a number of resident comments on issues ranging from the size of the new building, storage, traffic, safety concerns and a support for a “less is more” philosophy in park planning, the City Council unanimously voted to receive and file the update report. Based on feedback from residents and City Council, RFA and Staff proceeded with creating two alternative designs for Ladera Linda Park.

These two designs were presented to the public at a public workshop held on April 26, 2017, at the Ladera Linda Community Center (Attachments A & B). At that workshop, Staff and RFA presented a detailed comparison of the two designs and solicited public comments, questions, and concerns. Approximately 60 people attended the workshop.

Both designs embraced community and City Council feedback in the following ways:

- Reduced building square footage/footprint
- Maintain existing elements
- Low-key, neighborhood feel
- No gymnasium, pool, or dog park
- New community center, trails, nature room
- Constraints on usage
- Modest/restrained design scope
- Traffic/parking Impact
- Emphasis on crime and security

**Concept A**



## Concept B



Both Concept A and B contain the same components. No recreation components were added that do not currently exist at Ladera Linda Community Center. Both plans also included grading to make the current separated three-tiered layout to the park flow more seamlessly.

The main differences between the two plans were the location of the Community Center building, the configuration of the parking lot, and the park entrance location. Plan A maintained the existing entrance drive way, featured a more central building location, and divided the parking lot into two main sections, one section located on the paddle tennis level and the other between the building and playground/turf area. Plan B shifted the park entrance driveway to Pirate Drive, located the building in the Northeast corner of the park on the paddle tennis level, and had one central parking lot.

### The Recommended Concept: Concept A-1

Extensive public feedback and City Council direction informed the creation of the recommended concept below (Concept A-1). Many of the ideas and comments from the April 26<sup>th</sup> workshop and subsequent emails were incorporated into the final recommended design (Attachments C, D & E). The general feedback received from

residents was that Staff and RFA had been responsive to the local community's desires when putting together the recommended design.



Attachment C combines the responses received both at the April 26<sup>th</sup> workshop and in the subsequent two-week comment period. Concept A was the clearly-preferred option, with 22 favorable responses compared to five in favor of Concept B. Additionally, the Ladera Linda Homeowners Association met on April 27<sup>th</sup> and voted to support Concept A. The only other issues that registered over ten responses were: a) moving one or both basketball courts from the proposed paddle tennis level to the lower level of the park next to the playground equipment; and b) expanding parking to include spaces along Forrestal Drive.

The re-positioning of the basketball courts addressed potential noise impacts on residents to the west of the park while also accommodating families who want to use the courts and the playgrounds at the same time. Based on this feedback, Concept A was modified to accommodate the relocation of the basketball courts. This is not only a standard park design configuration, but it also helped minimize the impact on the adjacent turf area. The shift of the basketball courts necessitated a re-positioning of the butterfly garden and the addition of some additional landscaping to the west of the paddle tennis courts.

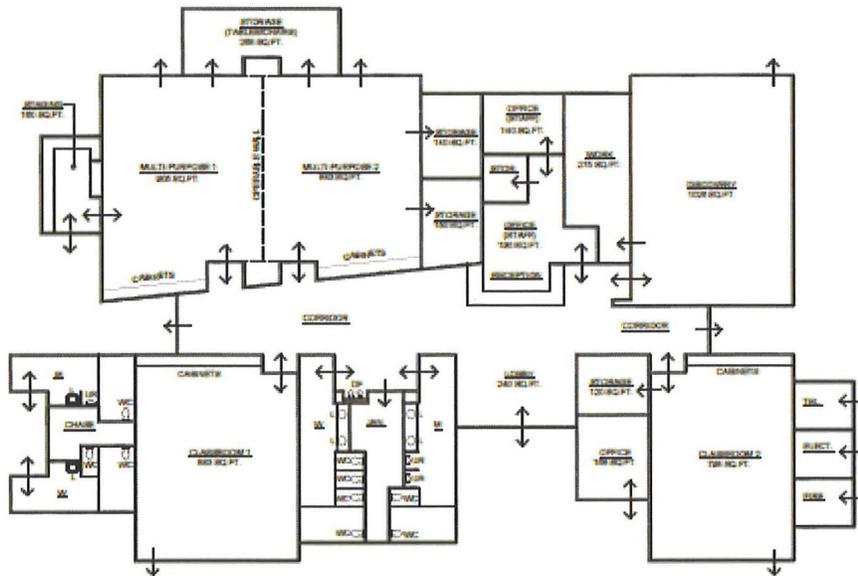
Forrestal Drive parking was not included in either Concept A or B, but due to the strong community response, a basic layout was included in the recommended design. While viewpoints were mixed, most speakers and respondents were in favor of having parking on Forrestal Drive to accommodate people accessing the Forrestal Reserve. Concerns were expressed that if parking is not allowed, Forrestal Reserve users will either take up parking spaces intended for park visitors, or simply park in neighborhoods adjacent to the park. The recommended design (A-1) includes 28 parking spaces located at the end of Forrestal Drive. A turn-around area for equestrian trailers is included. A gate is proposed at the end of Forrestal Drive to stop vehicular access into the Forrestal Reserve. Staff would be able to secure both the existing Forrestal Drive gate and the proposed gate at dusk to minimize possibility of un-permitted nighttime access.

Dozens of other comments and suggestions were made including community center views (pro and con), security cameras, shaded areas, lighting, and privacy concerns. Many of these concerns will be accommodated and addressed during the construction design phase of the project, if approved.

Below is a list of the recommended design's main components. The existing park has all of the same components; no additional recreation elements have been added.

- Community Center (same size and design in both layouts, approximately 9,100 Square Feet)
- Outdoor basketball courts (1 full court/1 half court)
- Children playground areas (Ages 2-5 and 5-12)
- Parking
- Outdoor Butterfly garden
- Turf areas
- Extensive Landscaping
- Walking trails
- Paddle Tennis Courts (existing)
- Separate storage building
- Drinking fountains, benches, picnic tables and other park amenities
- Trees for shade
- Perimeter fencing
- Two parking areas (65 total parking spaces)
- Walkways
- Park sign

## Community Center Building: Recommended Design



As mentioned previously, the proposed community center was the same size (9,137 square feet) and same layout in both Concept A and Concept B. Based on community feedback, the building was significantly reduced in size from the current combined 13,500 square footage of the 5 buildings at Ladera Linda Park. The proposed building includes the following components:

- A 1,748-square-foot multi-purpose room which can be divided in half.
- Two classrooms, one 883 square feet and the other 798 square feet
- A 1,026-square-foot Discovery/Nature Room
- A drop-in office for Sheriff and Open Space personnel, and City Council
- Staff office
- Storage
- Restrooms
- Kitchen/staging area adjacent to multi-purpose room
- Lobby area and corridor space

The classrooms, multi-purpose room, and Discovery Room are approximately the same size as similar components at the current Ladera Linda Park layout. The building size is 700 square feet smaller than the Hesse Park Community Building, which is approximately 9,880 square feet.

The April 26<sup>th</sup> workshop included a lively discussion about views, with some residents wanting to maximize the building's views while others expressed concerns that impressive views might attract too much rental activity. The current building design takes a conservative approach to views, emphasizing the activities that will take place in the building, e.g. classes, HOA meetings, summer programs, etc. The exterior areas of

the park will feature greatly improved views, especially with the building moved to the east against the natural slope.

The overlay diagram below shows the size of the proposed building (in gray) compared to the size of the current size of the Ladera Linda set of buildings (in blue). Please note that this diagram does not show the new building's proposed location. The proposed new building is shown over the location of the site's current buildings.



### Cost Estimate/Financial Information

The Ladera Linda Park and Community Center project was included in the 2015 Capital Improvement Plan (CIP) as an estimated \$7.2 million project. This estimate was created before the Ladera Linda Master Plan process commenced.

RFA's scope of work included generating a preliminary construction cost estimate (Attachment G). The estimate details 59 line items, including mobilization, demolition, building a community center, landscaping, grading, parking, fencing, playground and basketball courts construction, park amenities, lighting and signage. The construction project total is estimated at \$7,657,800. This does not include any contingency, nor does it include the cost of the construction drawings and community input stage (\$350,000), because that is already budgeted. The architect/engineers used to develop

the construction ready documents would be chosen through an RFP. The largest single item is the construction of the community center which is estimated at \$4,222,500. These figures are preliminary estimates and there are many variables which impact them. A more specific budget would be developed after construction drawings are completed and released for bid.

After speaking with several construction estimators and construction engineers, Staff believes that value engineering efforts can significantly lower the estimated cost during the construction document and bidding phase. In addition, there are a wide range of financing possibilities and opportunities to possibly minimize the City's financial impact.

- Staff believes that a number of grant funding opportunities from a variety of sources, including State and County grant programs, might be obtained. These could be grants from anything from playground equipment, to drought tolerant landscaping and pervious paving. We would recommend turning over every stone to research and apply for any grants that might apply to any aspect of this project.
- Staff recommends that the City Council should consider developing this project with a Public/Private Partnership model (P3). P3s are projects that are financed and developed by private development companies. The private company owns and maintains the building for a specific period of time during which time the building is leased back to the public agency for a lease period of 25-30 years. At the end of the lease period, ownership of the project is turned over to the public agency, and the City would own the asset outright for the rest of its useable life, typically another 20-30 years. A P3 is a viable option for a project even of this small size. Advantages of a P3 can mean a quicker construction and development schedule; a lower project cost (possibly by as much as 20%); and much lower upfront costs to the public agency. A lease payment for a project of this size could be as low as \$200,000/year for a 30 year lease term.
- Unencumbered Quimby funds of \$800,000 are also available and are restricted for use to Parks and Recreation facilities. Staff recommends that \$750,000 of those funds be applied to the construction costs of this project.

Phasing is sometimes considered in park projects. Staff has looked at phasing as an option but it doesn't appear to benefit this project and thus, Staff does not recommend phasing. The two natural phases of this project are (1) the Community Center building and (2) the exterior landscaping and park components. To build a building and have it surrounded by an undeveloped or non-landscaped park doesn't seem to give the community what it wants. Alternatively, to demolish the current dilapidated buildings and complete the exterior landscaping and park while leaving the Community Center to a later date also doesn't seem to give the community what it desires. Moreover, under this last scenario, constructing the Community Center after the exterior park improvements ends up turning much of the site into a construction zone and exterior improvements would need to be repaired or redone after the construction of the Community Center is complete. Doing the necessary grading and site prep to reshape the whole park into a unified, organic whole would be problematic in a phased construction approach. So, phasing doesn't appear to be a viable option for this project. In addition, as construction

costs continue to rise (The Turner Building Cost Index increased by 4.96% from the 2<sup>nd</sup> quarter of 2016 to the 2<sup>nd</sup> quarter of 2017), phasing this project would also likely translate to the City paying for increased construction costs down the road. Subsequent to City Council approval of the Master Plan or at the City Council's direction, Staff can bring back a more detailed budget for Ladera Linda, along with alternative and recommended financing approaches.

An additional \$61,000 for Forrestal Road parking improvements is listed as a separate item in Attachment G. This potential element is located outside of the park boundaries, but it is included for City Council consideration because of the potential impact on the adjacent park property. This project could be constructed using existing funds in the Public Works Department budget.

### **ADDITIONAL MASTER PLAN RELATED ISSUES:**

#### City Council's "Less is More" Philosophy

The recommended design is intended to follow the City Council's emphasis on a "less is more" approach to park planning, which was established during the Parks Master Plan Update process which was approved in October 2015. The interior and exterior components closely mirror current uses on site. Large-scale recreation elements such as a pool, gym, dog park and skate park are not included. No elements that were opposed by the community during the Parks Master Plan process are included.

Below are the Parks Master Plan recommendations for Ladera Linda Park that helped guide this process.

### **2015 PARK MASTER PLAN UPDATE RECOMMENDATIONS**

#### **Development of New Community Center**

- Develop facilitated Master Plan and public outreach process for development of new Ladera Linda Park Community Center.
- Incorporate expanded Nature Center/Preserve Annex and Sheriff/Ranger drop-in office into Master Plan Process
- Upon completion of Master Plan Process, proceed with demolition of existing buildings and construction of new Community Center

#### **Additional Enhancements: Recommendations below should be done in conjunction with Community Center development**

- Pave access road between lower and middle parking lots
- Improve landscaping on existing multi-use playing field
- Upgrade surfacing of current asphalt play area.; Keep two basketball courts
- Transition to drought-tolerant landscaping where feasible
- Install interior paddle tennis fencing separating the two courts
- Replace current railroad tie stairs with concrete stairs

### Staffing Levels

Ladera Linda Park is currently staffed by one part-time Staff member per shift who is overseen by a full-time Recreation Supervisor. The new building would likely increase staffing to two part-time Staff per shift with one full-time Supervisor. This is comparable to staffing levels at Hesse Park and the Point Vicente Interpretive Center (PVIC). A mix of Sheriff's personnel and 4 Open Space Management Staff would only use their office for periodic drop-in use, since the vast majority of their time will be spent performing public safety monitoring in the Nature Preserve. Open Space Staff and the Sheriff's Preserve deputies are already using existing office space for a drop-in office. The drop-in office could also be used by City Council members to meet with constituents. Several docents might stop by occasionally to lead a tour of the Discovery/Nature Center room or work on artifacts, just as they do now.

### Alternative Storage Locations

Because of its large foot print and numerous rooms, Ladera Linda Park has been used as an informal storage and workplace area for many years by groups such as Las Candalistas and the Los Serenos Docents. The proposed new building does not include storage space for non-profits or community organizations. It is anticipated that appropriate storage for the Docents' artifacts and supplies will be established at PVIC. This location is much better suited for this purpose, since the Docent's activities are largely centered at PVIC. Las Candalistas has been notified and has graciously accepted that storage will not be available for their organization once the demolition/construction process begins.

### Level of Activity

Many residents expressed a desire to keep the types of use and the levels of activities similar to current levels. Ladera Linda Park has been a community park since 1983 and will continue to be so. Below are some steps being taken to ensure that the Master Plan process is in line with Council's direction to be respectful of park impacts on adjacent neighbors while maintaining a low-key, community feel.

First, as mentioned before, the Master Plan will have no significant added elements: no pool, gym, skate park, or dog park. Second, there will be a significantly smaller community center footprint than currently exists, which will allow for more green space and safe areas for children to play outside. A nature center and Sheriff's and Open Space Management drop-in office are already on site and are being considered for the new site. There will still be classes, HOA meetings, summer camps and paddle tennis at Ladera Linda Park.

Third, park policies will be established during this process that will effectively manage the type and number of events that are allowed, as well as hours and noise levels. These policies will be created with extensive feedback from local residents who are both most knowledgeable of and most affected by park usage. Staff will coordinate usage

with AYSO and the Palos Verdes Peninsula Unified School District to mitigate parking and traffic impact during their busiest times.

### Next Steps

Pending City Council approval of the Ladera Linda Park Master Plan, Staff would develop an RFP process for City Council review to identify and select a consultant to create construction-ready documents for this important community project. RFA estimates that the total project process, including the creation and approval of construction documents, pre-constructions, demolition and construction would take at least 18-24 months.

### **ALTERNATIVES:**

In addition to the Staff recommendation, the following alternative actions are available for the City Council's consideration:

1. Choose not to approve the Ladera Linda Park Master Plan.
2. Provide direction to Staff regarding particular aspects of the Plan.