CITY COUNCIL
UNFINISHED BUSINESS

FEBRUARY 3, 2025

SUBJECT: **REVIEW OF AD-HOC SUBCOMMITTEE RECOMMENDATIONS AND CONFIRMATION OF PLUMMER PARK MASTER PLAN APPROACH**

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STATEMENT ON THE SUBJECT:

The City Council will consider implementing the recommendations of the City Council Plummer Park Ad-Hoc Subcommittee regarding the Plummer Park Master Plan.

RECOMMENDATIONS:

1) Implement the Plummer Park Ad-Hoc Subcommittee recommendation to start fresh and vacate/revoke the previously adopted 1994 Plummer Park Master Plan and the 2004 Master Plan Revisit; 2) Direct staff to commence with a new two-phase Plummer Park Master Planning process; with Phase I to include community engagement, an updated needs assessment, and an analysis of current and potential park programming and amenities; and Phase II to include community engagement, design visioning, final park programming, and new conceptual plans for community and City Council review; and 3) Direct staff to proceed with the selection of a consultant team for Phase I of the project and return to Council for award.

BACKGROUND / ANALYSIS:

This report is organized as follows:

I. Brief History and Overview

II. Ad-Hoc Subcommittee Recommendations

III. Framework for a New Master Plan Process for Plummer Park

   a. Plummer Park Master Plan Phase I: Assessment, Outreach, and Programming

   b. Plummer Park Master Plan Phase II: Visioning and Conceptual Plan Development

IV. Next Steps Following the Adoption of a New Plummer Park Master Plan

In addition, a more detailed history of previous issues and discussions by the City Council has been provided as *Attachment C: Summary of Council Actions Regarding the Previous Plummer Park Master Plan*. Included in this document are:

   a. Master Plan (1994)

   b. Community Center Project and original Needs Assessment (1999-2002)

   c. Revisit of the Master Plan (2004)

   d. Design, Steering Committee Engagement, EIR (2007-2012)

   e. GH/LH Historic Designation and New Discussions (2013-2019)

   f. Off-Leash Dog Play Area and Community Gardens (2021-Present)

I. Brief History and Overview

Over the previous three decades, the City of West Hollywood has engaged in several efforts to set a vision and guiding course for future improvements at Plummer Park intended to align with community goals and City objectives. These efforts included the original 1994 Master Plan (by Purkiss- Rose RSI), a Master Plan update and “Revisit” in 2004 (by Johnson Favaro), and the 2008 – 2014 Phase I Plummer Park Master Plan Implementation Project (by Brooks + Scarpa). Only isolated portions of these plans have been implemented, such as the 2001 construction of the updated parking lot and the

Community Services Building.

The 1994 Master Plan's stated purpose was to inform improvements to the park "…with an eye on the next 30 years", a time horizon that has now passed. Over the last three decades, the community's needs and values have changed along with viewpoints surrounding key aspects of the park such as the historic buildings, new park programming, and existing green space, urban heat, climate responsiveness, nature-based resilience, and the importance of maintaining strong ecosystem health.

One key component of the previous Master Plans was the demolition of the Great Hall/Long Hall (GH/LH) complex and significant remodel and addition to Fiesta Hall. Since that time, the park's halls have now been recognized nationally, at the state level, and locally as protected cultural resources, further emphasizing the value of a new plan that considers these resources intact and considers their future presence in the park.

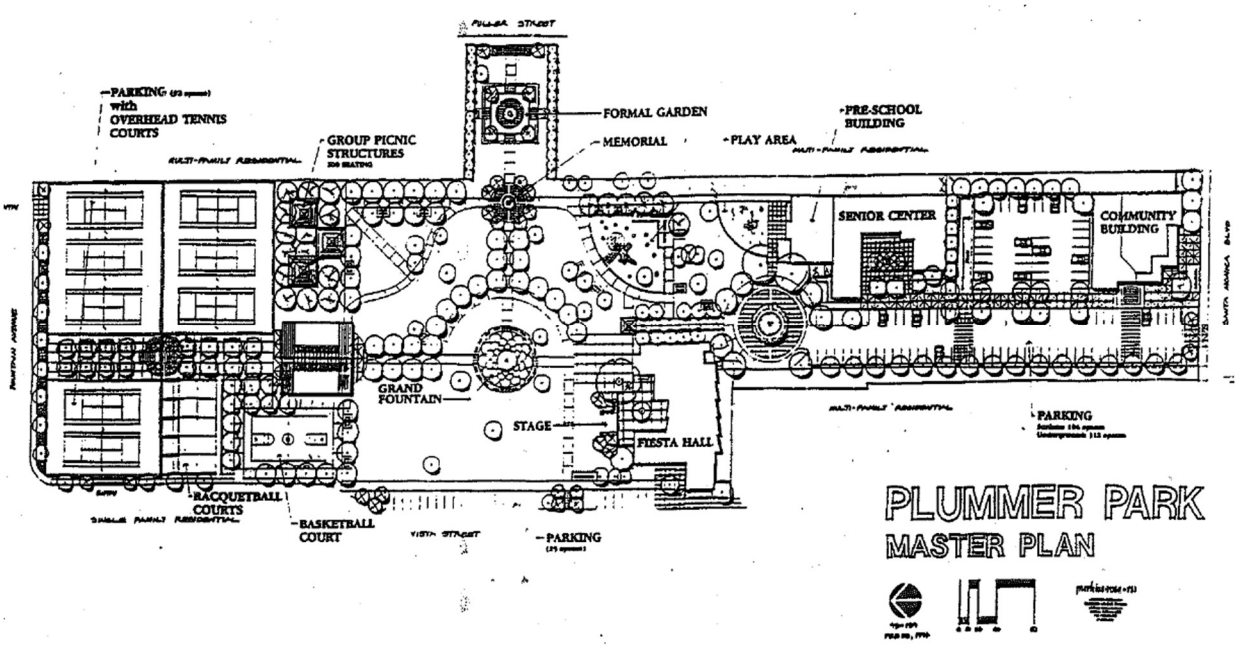


Figure 1- Site Plan Extract from the 1994 Master Plan

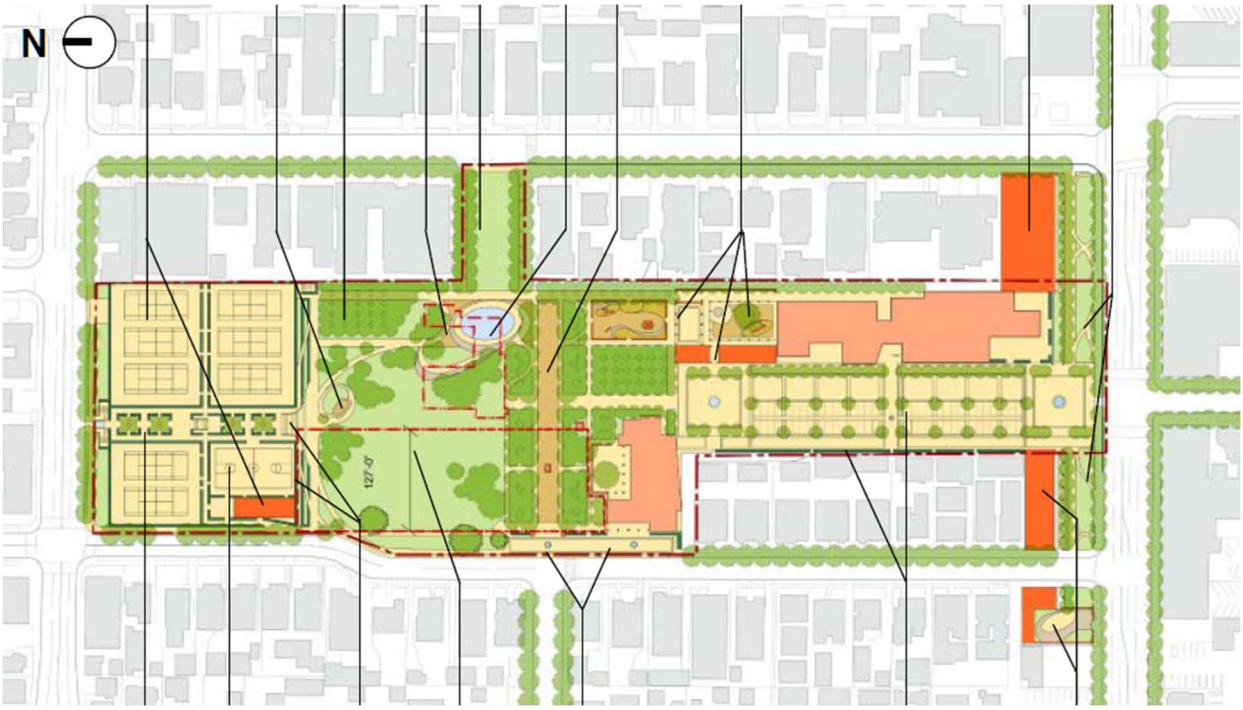


Figure 2- Site Plan Extract from the 2004 Master Plan Revisit

In December 2014, after considerable community input and feedback on many aspects of the proposed plan including the removal and modification GH/LH and Fiesta Hall, the City Council tabled an item that would have moved forward with the Implementation of Phase 1 of the Master Plan. At that time, the Phase 1 implementation was expected to cost approximately $41 million. Partial funding was obtained from former Redevelopment Agency bond proceeds, which were revoked between 2011 and 2012 during a State budget crisis. The State later agreed to return a portion of that funding to the City to fund future improvements at Plummer Park, the balance of which is approximately $10 million.

Beginning in 2017, the City began discussions about initiating a new community- driven effort to create a comprehensive vision for the future of the park, concurrent with upgrades to existing facilities such as improvements to the historic Great Hall/ Long Hall, the pro shop, and the children's playground. A cost evaluation was prepared for a portion of the improvements studied in the previous Master Plan and was shared with the Council on October 7, 2019. At that meeting, funds were allocated towards future outreach processes, and staff were directed to form a Plummer Park Design Steering Committee to guide future efforts.

On January 19, 2021, the City Council directed staff to establish a pilot off-leash dog play area and return to Council with a proposed site plan and budget.

On November 15, 2022, the City hosted a Community Open House event at Plummer Park's Fiesta Hall. Staff provided background information to attendees about the park's history and current uses and engaged in conversation with various community members about the future of the park. Participants engaged in a series of interactive features such as park mood boards and questionnaires that will supplement future engagement efforts.

On August 22, 2023, and February 1, 2024, the Plummer Park Ad-Hoc Subcommittee, consisting of Councilmembers John Erickson and Lauren Meister, convened at Plummer Park. In both meetings, staff provided updates on current and upcoming improvements planned at the park. The focus of the first discussion was on interim community gardens. Staff presented options and the Subcommittee expressed support for gardens along Fuller and Fountain, which were then brought to the City Council and implemented.

At the February 1, 2024, meeting, staff presented options for the park programming and master planning processes along with design options for signage kiosks to elevate awareness about the upcoming visioning process. The Subcommittee was supportive of installing signage kiosks to inform the community of upcoming events related to this outreach, programming, and planning process in three locations: at the N. Vista Street entrance, at the tennis/pickleball courts near the north parking lot entrance, and near the Community Center entrance. The Subcommittee recommendations regarding the Plummer Park Master Plan are outlined below.

II. Ad-Hoc Subcommittee Recommendations

On February 1, 2024, Staff presented a series of options for the process of creating a new Master Plan and the Ad-Hoc Subcommittee recommended the following:

1) Vacate/revoke the previously adopted 1994 Master Plan and the 2004 Master Plan Revisit and embark on a Plummer Park Master Plan process as detailed in this report. The Ad-Hoc Subcommittee recommended that this process be a "fresh start", uninhibited by previous plans, and reflecting the current uses in the park and future needs as identified through a community process. This approach would be

best accomplished by vacating/revoking the previously adopted Master Plans from 1994 and 2004 and replacing them with a new community-driven Master Plan.

2) Proceed with a two-phase Plummer Park Master Planning process. The intent of the proposed phased approach is to provide the Council and community increased opportunities for input in shaping the process for the Master Plan and the ability to change direction if needed at the conclusion of Phase I, prior to commencing with Phase II. Phase I will include community engagement, a needs assessment, and an analysis of current and potential park programming and amenities. Phase II will include visioning and new conceptual plans.

3) Proceed with the selection of a consultant team for Phase I of the project. Staff shall conduct a formal Request for Proposals (RFP) to select a qualified team and return to Council for approval of a professional services contract.

4) As part of future phases, proceed with the formation of a City Manager's Ad-Hoc Design Steering Committee, appointed by the City Manager and comprising of approximately 13 members including representatives from advisory boards and commissions.

   The Ad-Hoc Subcommittee discussed forming this group during Phase II of the master planning process, however staff recommends that the Council consider directing that this group be formed at the conclusion of the Phase I and II processes to inform the subsequent Implementation Plan. Phase II will include a robust community outreach process and direct engagement with all relevant advisory boards and commissions.

   The Council may also provide further direction regarding the Phase II approach and Subcommittee engagement plan at the conclusion of Phase I, upon seeing the results of the work.

III. Framework for a New Master Plan Process for Plummer Park

The Plummer Park Master Plan process is intended to be highly participatory, with the goal of developing a new community-generated Master Plan with broad stakeholder support. The team will utilize both physical and digital strategies to hear from a wide range

of community voices, forming an iterative process with numerous opportunities for input and feedback. The two proposed phases are outlined below with their estimated schedules and deliverables, which are subject to change based on Council direction and community input during the process.

Plummer Park Master Plan Phase I: Assessment, Outreach, and Programming

The primary objective of this new process will be to examine the cultural core, identify needs, and articulate a new vision for potential future programmatic elements within Plummer Park. An essential part of this effort will be a community engagement process that is innovative, inclusive, and meaningful, guiding the development of a flexible program framework and a new Master Plan.

This Master Plan Phase I will not include the development of a plan for implementation, designs for elements within the park, or specific recommendations for implementation. Instead, this process and associated report is intended to serve as an open-ended assessment of possibilities and record of the community input that shaped it. It will document the "what and why" of Plummer Park and lay the groundwork for Phase II of the Master Plan, which will address the "where and how".

The Master Plan Phase I process will include:

- Analysis of environmental, historical, programmatic, and cultural aspects of the park.
- Analysis of existing plans, initiatives, and other related background materials.
- A community-based park needs assessment that includes an analysis of current programming and amenities at Plummer Park and all nearby parks. This will expand upon the findings of the 2016 LA County Park Needs Assessment and will include an assessment of user demographics, an inventory of park amenities and assets, benchmarking relative to other similar parks, and the identification of gaps, needs, and priority items. These findings will be analyzed at a high level for feasibility relative to the limited availability of space at Plummer Park, budget, and the potential phasing of implementation.
- Community and stakeholder engagement activities may include but are not limited to:

- In-person community meetings, pop-ups at park events, workshops, and focus groups within the park and at other City locations.
- In-person open house/ town hall style public meetings.
- Park walking tours with stakeholders.
- Web-based outreach may include the City's Engage WeHo platform and social media platforms.
- A park stories audio/ video recording booth to compile user interviews and share stories about the park and its users.
- Geographic Information System (GIS) based interactive story mapping to gather and share additional stories, historical information, and ideas.
- Commission, Advisory Board, and Ad-Hoc Subcommittee engagement.

- Preparation of a draft Outreach Summary and Programming Report.
- Review of the draft report by the community, stakeholder groups, advisory boards, and commissions.
- City Council review and approval of the Plummer Park Master Plan Phase I Outreach Summary and Programming Report, and direction to proceed with Phase II.

Staff anticipates finalizing the scope of work after this meeting and returning to Council soon with a recommendation to award a contract for professional services for Phase I. The preferred consultant will have an established track record of successful community outreach and master planning efforts.

Information about upcoming public meetings related to this process will be posted on the new signage kiosks that will be installed throughout the park, and on the City's Engage WeHo website, City calendar, and City social media channels. In addition, engagement materials will be available in multiple languages, and translators will be available at in-person events.

Estimated schedule: Early 2025 through late 2025.

Deliverable: Plummer Park Master Plan Phase I Outreach Summary and Programming

Report. This report will provide a record of the community and stakeholder engagement process, capture the "what and why" of the park's current and potential programming, and provide a vision for the development of a comprehensive master planning document.

Plummer Park Master Plan Phase II: Visioning and Conceptual Plan Development

Upon the completion of the Master Plan Phase I report, staff and the consultant team will return to Council to present its findings and recommendations. Based on Council input and direction to proceed, staff may either retain the same consultant to perform the Phase II work or may issue an RFP to select a new consultant.

Like Phase I, the Master Plan Phase II is not intended to develop one specific design but is instead intended to provide a flexible planning framework with multiple scenarios for implementation based on the evolving needs of the community. The range of scenarios within the plan will be highly dependent upon the level of consensus within the community regarding any proposed improvements. The goal at the conclusion of the master planning process is to arrive at a cohesive and broadly supported vision for the future of the park, outlining a set of agreed upon goals, objectives, a general park program, and the general locations of and relationships between existing and future uses to guide implementation. The plan will include considerations of the phasing of various implementation strategies, project prioritization, City sustainability goals, ongoing community input, and funding availability. This flexibility will enable the Master Plan to function as a living document, responsive to both immediate needs and long-term goals while navigating constraints and changes over time.

The Master Planning Phase II process may include, but is not limited to:

- Feasibility studies and test fit analysis of various programming opportunities identified in the Phase I Report.
- Park visioning and concept development based on the feasibility of various existing and proposed programmatic elements and park amenities.
- Development and analysis of multiple implementation scenarios for the variety of improvements identified by the community.
- Community and stakeholder engagement, including in-person community meetings,

web-based outreach, surveys, and commission, advisory board, and Ad-Hoc Subcommittee engagement.

- Preparation of a draft Plummer Park Master Plan, which will include the Phase I Report, and the materials developed during the Phase II: Visioning and Conceptual Plan Development process.
- Depending on the content and proposed framework within the draft Master Plan, the project may be subject to environmental review, either through amending the previous park EIR or through the preparation of a new EIR.
- Review of draft Master Plan by the community, stakeholder groups, advisory boards, and commissions.
- Council adoption of the Plummer Park Master Plan.

Estimated Schedule: Early 2026 through mid-2027, with completion date dependent upon review processes and any potential environmental review. The Phase II schedule and scope of work may vary depending upon the results of the Phase I process and any further Council input.

Deliverable: Plummer Park Master Plan report, including all appendices and associated technical reports.

IV. Next Steps Following the Adoption of a New Plummer Park Master Plan

Next steps and any timeline for implementation will be highly dependent upon the content and scope of potential improvements outlined in the adopted Master Plan, as well as the level of consensus among the community regarding implementation. A general approach is outlined below:

- Implementation Plan.
    - Staff will engage with the Plummer Park Ad-Hoc Design Steering Committee and will work with a team of design and construction management professionals to develop an approach towards phasing and implementation, which will be codified into an Implementation Plan Report. This will include preliminary concept design work for the proposed park improvements.

- RFP's will be issued for design of elements within the Implementation Plan.
- A phasing plan will be developed to mitigate impacts on the park's ongoing programming, with input from both the community and experts in park construction management.
- Preliminary cost estimates will be prepared and presented to the Ad-Hoc Design Steering Committee for consideration.
- The Implementation Plan and recommendations of the Ad-Hoc Design Steering Committee will be brought to Council for consideration.

- Phased design and construction.
  - The design portions of each phase of the Implementation Plan will also include community, advisory board, commission, and Ad-Hoc Design Steering Committee engagement.
  - Construction will be phased to mitigate impacts to park programming.
- Monitoring and evaluation.
  - Performance metrics will be established as part of the Implementation Plan, which will be used to evaluate the effectiveness of implemented features and programs.
  - As part of the phased approach, opportunities for community feedback will be available to guide and adapt the plan as community needs and City goals evolve.
  - Plan updates and revisions may be conducted to address changing community needs or funding availability.

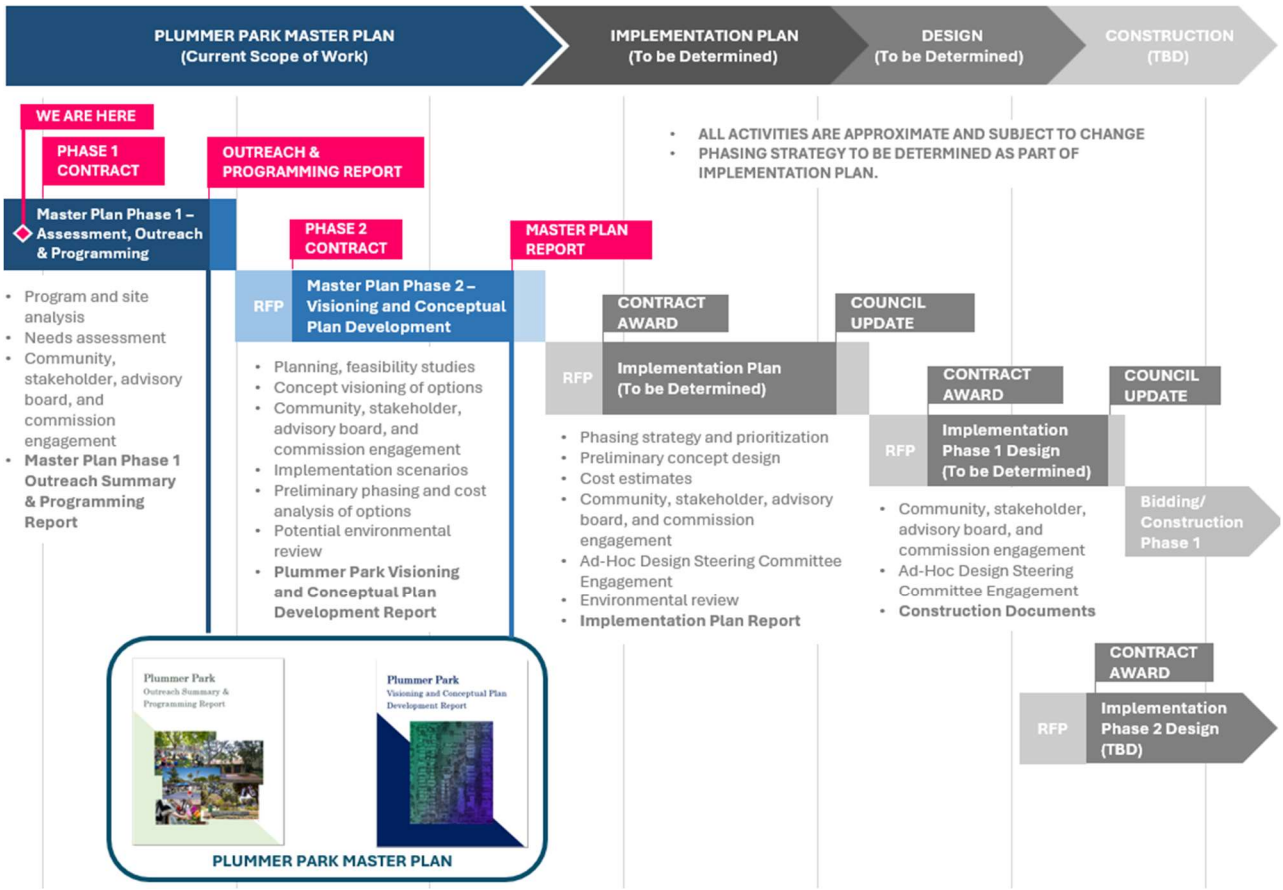


Figure 3- Draft Project Flow Chart (Including Overview of Future Phases)

This new Plummer Park Master Planning process is intended to be an inclusive, community-driven effort to imagine the future of a beloved neighborhood park. The multi-phase approach outlined here aims to create a broadly supported Master Plan and vision that can be flexible in its methods for implementation, balancing the immediate needs of the community with its long-term goals, and ensuring a vibrant, sustainable, and welcoming future for the park.

CONFORMANCE WITH VISION 2020 AND THE GOALS OF THE WEST HOLLYWOOD GENERAL PLAN:

This item is consistent with the Primary Strategic Goal(s) (PSG) and/or Ongoing Strategic Program(s) (OSP) of:

- PSG-1: Maintain the City's Unique Urban Balance with Emphasis on Residential Neighborhood Livability.
- PSG-5: Move forward on City Parks and Library and Expand and Enhance the City's

Green and Public Spaces.

- OSP-9: Upgrade Existing Buildings & Infrastructure.
- OSP-10: East Side Revitalization.
- OSP-13: Enhance and Expand Disability Access throughout the City.

In addition, this item is compliant with the following goal(s) of the West Hollywood General Plan:

- G-1: Ensure that the community is active and engaged in the decision-making process.
- LU-7: Seek to expand urban green spaces and sustainable landscapes.
- PR-1: Improve, enhance and expand parks throughout the City.
- PR-3: Provide high quality, functional, safe and well-maintained parks, open space and recreational facilities.
- IRC-11: Provide high quality, safe, well-maintained and sustainable facilities for City operations.

EVALUATION PROCESSES:

The process for the Plummer Park Master Plan will involve ongoing review by the Plummer Park Ad-Hoc Subcommittee, the community, and all relevant advisory boards and commissions. Depending on the scope of improvements proposed, environmental review may be necessary, either through an amendment to the existing EIR or by conducting a new EIR. Staff will return to the City Council for review, input, and approval of each phase of work.

CLIMATE ACTION AND ENVIRONMENTAL SUSTAINABILITY:

Any potential improvements to Plummer Park identified during Master Plan process will require an assessment to determine whether any additional environmental analysis is required.

COMMUNITY ENGAGEMENT:

The Plummer Park Master Plan will include a robust and inclusive community engagement process. Information regarding upcoming community engagement events will be posted to the City's Engage WeHo page and on the park's new signage kiosks,

along with any associated QR codes. This information will be available in multiple languages.

OFFICE OF PRIMARY RESPONSIBILITY:

CITY MANAGER'S DEPARTMENT / URBAN DESIGN & ARCHITECTURE STUDIO DIVISION

DEPARTMENT OF PUBLIC WORKS / FACILITIES & FIELD SERVICES DIVISION

FISCAL IMPACT:

None at this time.

Staff anticipates that the professional services fees for outreach, a needs assessment, and programming analysis as part of Phase I of the Master Plan will range between $300,000 and $350,000. This amount is budgeted for fiscal year 2025 in account 301-4-40-40-702322. Staff will return to Council for approval of the Phase I consultant agreement for services.

Staff anticipate that the consultant fees for Phase II will fall within a similar range to that of Phase I and will return to Council for approval of an agreement for those services following the completion of Phase I.

The Plummer Park Project currently has approximately $10 million available from former Redevelopment Agency bond proceeds that may be used towards implementation of components of the Master Plan. Additional funding will be requested in future years for the implementation of portions of the Implementation Plan as those plans are developed.

ATTACHMENTS:

A. 1994 Plummer Park Renovation Master Plan Design Development Report
B. 2004 Plummer Park Master Plan Revisit
C. Summary of Council Actions regarding the Previously Adopted Plummer Park Master Plan