



## CITY OF GLENDALE, CALIFORNIA REPORT TO THE CITY COUNCIL

### AGENDA ITEM

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Report: Preservation and Reuse of the Former Rockhaven Sanitarium - Proposed Conceptual Design and Contract Amendment with SWA for Additional Design Services

1. Motion authorizing contract amendment with SWA (Contract No. 8001911) by \$468,875 for a new not-to-exceed amount of \$1,519,640 to provide additional Design Services for the Rockhaven Project.
2. Motion approving proposed conceptual plan for the preservation and reuse of the former Rockhaven Sanitarium located at 2713 Honolulu Avenue and directing staff and SWA to proceed with design development, construction drawings and preparation of a bid package.
3. Motion providing alternate direction.

### COUNCIL ACTION

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**Item Type:** Action Item

**Approved for** August 20, 2024 **calendar**

### EXECUTIVE SUMMARY

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SWA was retained in October 2022 for design and planning services and subsequently completed preliminary design investigations and a refined scope of work focused on the Pines Cottage renovation for a museum, Rockhaven grounds improvements, and off-site parking. In February 2023 the City Council approved a change order for full design services ranging from conceptual design to construction/bidding documents.

The conceptual design plan has been prepared to address the following four goals:

- Define the most inviting and logical path from existing entryway gates through Rockhaven and the museum.
- Provide access to the majority of the Rockhaven site and historic gardens.
- Minimize the amount of re-configuring of site elements to accommodate accessibility upgrades.
- Plan for future accessible entries into the Rockhaven buildings.

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The conceptual plan improvements are divided into three tiers. By identifying an ADA accessible path of travel, public access is addressed in Tier 1. The conceptual design identifies typical interior and exterior repair conditions for the Pines Cottage. The SWA scope of work does not include the area west of the Pines Cottage (including the Nurses' Cottage and the Shop and Garden Building). Given its proximity to the Pines Cottage, community concerns regarding the buildings' status and parking impacts, a change order is recommended to add this area to the Rockhaven project.

The City Council, at the February 27, 2024, meeting, expressed concern about Rockhaven's condition and requested a cost estimate to "mothball" the buildings and a conditions-based prioritization. A full mothballing assessment entails extensive assessments and services requiring considerable time and budget. Staff is recommending the remaining balance of \$290,000 from the roof replacement project be used towards maintenance under the direction of Historic Preservation staff and with input from the preservation subconsultant.

## **RECOMMENDATION**

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That the City Council approve the contract amendment with SWA to provide design services for additional portions of the Rockhaven site, approve the proposed concept plan and direct staff and SWA to proceed with design development, construction documents and preparation of the bid package.

## **BACKGROUND**

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The Rockhaven Sanitarium is a 3.4-acre site with 15 buildings located at 2713 Honolulu Avenue. The former women's sanitarium was acquired by the City in April 2008 and listed on the National Register of Historic Places in 2016. There have been three attempts since 2014 to renovate the site. The last effort ended in January 2020 when Avalon Investments terminated their boutique hotel proposal due to financial infeasibility.

In June 2021, State Senator Anthony Portantino announced an \$8.0M State grant to "renovate and preserve the historic Rockhaven property for the public to enjoy and appreciate as a museum." The Senator's office later indicated flexibility with the grant and a museum could occupy a portion of the site. The State grant bolstered the City's preservation efforts by providing public funding to finance the site's renovation. In October 2021, the City Council directed studying the feasibility of reusing Rockhaven as a park with commercial uses and a museum. In addition, Council requested investigating the feasibility of relocating the Montrose Library branch and on-site affordable housing.

In May 2022 the analysis was presented to the City Council. The library relocation ranged from \$11.86M to \$13.50M. The Pines Cottage was identified for the museum location, and vacant areas on Rockhaven’s western and southern edges were identified for potential affordable housing. Supportive housing within the existing buildings was also identified as an option. The City Council directed staff to move forward with additional studies necessary to stabilize the buildings, improve the grounds, open the museum, address parking, conduct outreach, and conduct feasibility analysis of a library and/or affordable housing on the site.

## **Roof Replacement**

In November 2021, the Council authorized bids to replace the roofs. Staff determined future structural improvements would likely undermine the new roofs, and in August 2022 presented three options to safeguard the buildings from rain intrusion. The City Council directed the Pines Cottage roof be replaced and an enhanced tarping system be used for all other buildings. Materials testing of the Pines Cottage roof determined extensive use of asbestos rendering the tiles unsalvageable. The scope of work was revised into three projects (roof demolition and abatement; new Pines Cottage roof; tarp system). Contracts were awarded in mid-January 2023 and the tarp installation, asbestos abatement and roof replacement were completed in late May 2023.

## **Status of State Grant**

The State grant was contingent on meeting certain prerequisites prior to the fund disbursement. The grant required a Project Information Package (“PIP”) containing a project summary, a resolution accepting the grant, cost estimates, schedule, and CEQA review. The grant is reimbursement based and required an executed agreement.

In May 2022 the City Council approved the project scope enabling completion of CEQA review and other items for submission. On August 23, 2022, the City Council authorized the grant agreement’s execution and appropriated \$8.0M to Rockhaven. On August 24, 2023, the City filed a Notice of Exemption finding the project to be categorically exempt from environment review (CEQA Guidelines §§ 15301 & 15331). The PIP was submitted in early September 2022 and the grant agreement executed on March 22, 2023. Per the agreement the project must be completed by March 1, 2026.

## **ANALYSIS**

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In October 2022 the City entered into a professional services agreement (PSA) with SWA Group covering a full range of design services. SWA completed a preliminary site investigation including a site analysis and inventory, and a potential long-term programming strategy. Given limited funding beyond the State grant, staff worked with

SWA to develop a narrower scope of work that could be completed within the grant allocation.

In July 2023 SWA provided a revised scope of work focused on three primary objectives: (1) Pines Cottage renovation for a museum; (2) renovation of the historic portion of the Rockhaven grounds (focused on landscape, accessibility, and pathway improvements); and (3) feasibility of off-site parking improvements. With the enhanced tarping completed, the strategy was to maintain the existing buildings in place and focus on the three objectives that permit Rockhaven to be re-opened to the public until a long-term operational plan and funding strategy could be developed.

On February 27, 2024, the City Council approved a change order for SWA to fund design services for the following improvements:

- 1) Restore historic gardens and courtyards.
- 2) Develop outdoor picnic and seating areas for public use.
- 3) Improve ADA accessible pedestrian circulation. Provide new walkways, ramps and stairs necessary for site access.
- 4) Re-stripe parking along Honolulu Avenue.
- 5) Provide parking along Pleasure Way and Hermosa Avenue.
- 6) Assess and improve site drainage.
- 7) Remove and replace existing landscaping with Water-wise planting throughout the project area.
- 8) Replace irrigation system to improve water efficiency.
- 9) Improve perimeter fencing and site access.
- 10) Provide site lighting for egress paths.
- 11) Rehabilitate Pine Cottage Building (Bldg. C - 3,500 SF) for a museum.
- 12) Provide accessible parking and vehicular access to the museum (if applicable).

## **Conceptual Design**

The conceptual plan was designed to address the four following goals (Exhibit 1):

- Define the most inviting and logical path from existing entryway gates through Rockhaven and to the museum.
- Provide access to the majority of the Rockhaven site and historic gardens.
- Minimize the amount of re-configuring of site elements to accommodate accessibility upgrades.
- Plan for future accessible entries into the Rockhaven buildings.

The conceptual plan improvements are divided into three tiers. Tier 1 addresses baseline conditions to permit public access. This tier establishes a primary accessible path from each entryway gate, rehabilitates the hardscape along the accessible path,

addresses priority drainage issues, and rehabilitates planting, irrigation and historic landscape features. Tier 2 adds additional areas along Hermosa Avenue and west of the Honolulu main gate for new planting and irrigation, and for protection of existing hardscape that would permit limited public access. Tier 3 completes the accessible improvements by rehabilitating remaining pedestrian hardscape to provide access to the buildings for future occupation. Perimeter fencing is improved at the three pedestrian entryways and a new gate would replace the existing one on Pleasure Way.

Due to cost and scheduling concerns, the restriping of Honolulu Avenue and parking improvements on Pleasure Way and Hermosa Avenue were eliminated. Considering the museum would be the only use in the interim, parking improvements could be later addressed when programming of Rockhaven is determined. In addition, given budget constraints, the concept does not include outdoor picnic or new seating areas.

The conceptual design addresses site drainage issues. Currently the lack of adequate drainage leads to ponding of water next to certain buildings. The plan would upgrade the onsite drainage to contemporary standards and redirect water flow away from buildings eliminating a source of water intrusion that has impacted the site's buildings.

The conceptual design package identifies typical interior and exterior repair conditions for the Pines Cottage. The proposed improvements for both the Pines Cottage and site comply with the Secretary of Interior Standards for Rehabilitation. Exterior Pines Cottage repairs include:

- 1) Repair façade stucco - clean soiled & stained stucco; patch areas of localized spalling, peeling paint; repatch areas w/ mismatched edges or texture; fill hairline cracks (repaint to match). Repaint all exterior stucco and woodwork.
- 2) Repair & restore all exterior doors & windows, including hardware, and add screens where appropriate. In-kind replacement of any doors and windows too deteriorated for repair.
- 3) Remove contemporary light fixtures & associated surface-mounted conduit; patch & repaint as needed.
- 4) Remove surface mounted conduit, piping, & wiring at exterior façade (where possible); when retained, paint & patch stucco as needed.

The interior Pines Cottage improvements renovate key features while introducing alterations that support the building's programming for a museum. Partition walls are eliminated in the south wing to create larger exhibition areas. One bathroom is eliminated while two are preserved; a new accessible bathroom is established in the south wing while a second staff bathroom is proposed. The plan identifies an accessible entry point and path of travel and potential uses and programming for the interior spaces.

## **Public Accessibility**

The critical challenge to Rockhaven reuse is the grade change and age of improvements that predates American with Disabilities Act (“ADA”) accessibility requirements. In short, an ADA compliant path of travel does not exist which prevents opening the site to the public.

ADA does not contain a “grandfather clause” exempting historic resources. In the limited circumstance when meeting ADA standards would threaten or destroy the historic significance of a property (or significant materials/features) limited flexibility is provided. In this circumstance, the property must adhere to minimum accessibility requirements, the most notable is provision of at least one accessible route from a site access point to an accessible entrance. In general, however, historic properties are required to remove barriers to access where achievable and to comply with ADA requirements to the greatest extent feasible.

Preservation Brief 32 “Making Historic Property Accessible” addresses the issue of providing accessibility at historic properties and notes “with the passage of the Americans with Disabilities Act in 1990, access to properties open to the public is now a civil right” and states “In general, when historic properties are altered, they should be made as accessible as possible”.

The ultimate objective is to rehabilitate and reoccupy Rockhaven which means public access must be provided. While the site remains inactive and the buildings “landlocked” and inaccessible, the City will face continued maintenance costs and the condition of Rockhaven will continue to be unresolved. ADA and preservation guidelines are clear that to preserve Rockhaven an accessible path of travel connecting the site must be established. For this reason, identifying an ADA compliant accessible path of travel and the necessary improvements and features to establish it is a principal goal of the conceptual design.

## **Change Order**

The SWA scope of work did not include the area west of the Pines Cottage including the Nurses Cottage and Shop and Garden Building. Given these buildings proximity to the Pines Cottage, community concern regarding their status, and concerns regarding potential parking impacts on Hermosa Avenue, staff is recommending this area be added to the scope of work (Exhibit 2). Addressing this area would result in the renovation and preservation of two additional buildings. Further, their activation with uses complementing the museum would further enhance public activation of Rockhaven.

The change order covers surveys, a feasibility study, and design implementation including an assessment of each building, conceptual design, public meetings, construction documents and bid support (Exhibit 3).

Feasibility/Assessment/Concept Design (with public outreach)	\$173,775
Construction Documents/Bidding	
Site Improvements	\$147,500
Nurses Cottage & Shop/Garden Building	\$147,600
<b>Total</b>	<b>\$468,875</b>

Staff recommends approving the full scope of services. The added scope would renovate two additional buildings, complete accessibility and landscape improvements, create a small onsite parking lot, and integrate the area into the larger Rockhaven site. If funding is a concern, staff would recommend completing the feasibility study, assessments and conceptual design. This would identify the challenges to improving the site and renovating the buildings and provide a logical interim step from which the conceptual design could be later implemented.

Sufficient grant funds are available to fund the contract amendment and provide a remaining balance of \$6,480,360. SWA has provided a cost estimate for the three project tiers:

<b>TIER 1</b>	
Pine Cottage Renovation	\$2,593,000
Site Work	\$3,932,000
<i>Subtotal</i>	<i>\$6,525,000</i>
<b>TIER 2</b>	
Sitework	\$849,000
<b>TIER 3</b>	
Sitework	<u>\$495,000</u>
<b>TOTAL</b>	<b>\$7,869,000</b>

## Site Maintenance

An assessment completed in 2021 determined most building deterioration could be traced to faulty roofs, gutters, and exterior drainage deficiencies, and fixing these items would essentially halt further deterioration. The FY 2022-23 budget contained a \$700,000 appropriation for the Rockhaven roof replacement funded by Measure S. The roof replacement and tarping were completed in early 2023 for approximately \$410,000 leaving a remaining balance of \$290,000.

The City Council, at the February 27, 2024, meeting, expressed concern about the condition of Rockhaven’s buildings and directed staff to provide a cost estimate to “mothball” the buildings, a prioritization based on conditions, and available funding sources.

A full mothballing assessment coupled with a conditions-based prioritization requires extensive new assessments and consultant services. Acquiring these services, completing the investigations, and implementing this scope of work would require considerable time and budget. Staff believes the primary cause of deterioration has been addressed by the roof replacement and tarps, and removal of gutter and drain blockages. The remaining water hazard (ponding) would be corrected by the planned site drainage improvements.

Staff recommends the \$290,966 remaining balance be used towards maintenance under the direction of Historic Preservation staff and using specifications prepared by ARG, with the intent of identifying the most cost-effective improvements that enhance the protection of the buildings. After completing the bidding process, staff could determine if remaining grant funds could be directed to building maintenance. In addition, if a more thorough mothballing plan is requested, other City funds could be identified and allocated in future budgets until the buildings are renovated and occupied.

## **STAKEHOLDERS/OUTREACH**

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A community meeting was held on July 10th at the Montrose Library led by Historic Preservation staff in conjunction with the consultant team. An overview of the project was provided, and a substantial portion of the meeting was dedicated to soliciting community feedback on the project, museum programming, and future Rockhaven uses. A summary report of the community meeting is provided in Exhibit 4.

The conceptual plan was presented to the Historic Preservation Commission (HPC) on July 18th for HPC and community comment. Specific HPC questions and concerns are provided in Appendix B of Exhibit 4, as well as further public comment provided at the HPC meeting.

## **FISCAL IMPACT**

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The contract amendment with SWA will cost \$468,875. The funding is available in the FY 2024-25 budget as outlined below. No new appropriation is being requested at this time.

Existing Appropriation		
Amount	Account String	Funding Source
\$7,429,235	43110-4090-CDD-0020-P0000 PL: CDD00921AG	CIP Reimbursement Fund
\$290,966	51200-4010-CSP-0020 PL: CSP00685AN	Capital Improvement Fund

The total cost for all three Tiers for the project is estimated to be \$7,869,000. While the grant funds, in addition to the remaining balance of the initial roof replacement, would be available to complete the Pines Cottage renovation and Tier 1 site improvements, the, Tier 2 and Tier 3 site improvements would exceed the currently allocated amount. Due to the unpredictability of construction estimates and bid pricing, staff recommends moving forward with construction documents and bid documents for all three tiers. Once the bidding is complete and updated cost estimates are available, staff will return to City Council to request the appropriation of additional funding or eliminate the Tier 2 and/or Tier 3 of the project.

## ENVIRONMENTAL REVIEW

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CEQA does not apply to projects where the lead agency determines "with certainty that there is no possibility that the activity in question may have a significant effect on the environment." CEQA Guidelines (14 Cal. Code Regs. § 15061(b)(3)). Here, the action involves Council review and input of a conceptual plan and consideration and a change order for design and planning services. There is no possibility that the action regarding the change order and provide direction on Rockhaven's reuse may have a significant effect on the environment. Also, approvals of the concept plan and contract amendments do not commit the City to a definite course of action and are therefore not project approvals requiring CEQA compliance (14 Cal. Code Regs. § 15352(a)).

## CAMPAIGN DISCLOSURE

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The Campaign Disclosure Statements are attached as Exhibit 5.

## ALTERNATIVES

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The following alternatives are presented for Council consideration:

**Alternative 1:** Council may deny the contract amendment and/or provide alternate direction on the proposed conceptual design. This alternative would not expand the scope of work to include the Nurse Cottage and Shop and Garden buildings services delaying their assessment and potential renovation.

**Alternative 2:** The City Council may consider any other alternative not proposed by staff.

## **ADMINISTRATIVE ACTION**

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**Approved by:**

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## **EXHIBITS / ATTACHMENTS**

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Exhibit 1 – Rockhaven Sanitarium Concept Package

Exhibit 2 – SWA Proposed Additional Scope of Services

Exhibit 3 – Scope of Work Diagram (Nurses Cottage/Shop & Garden Building)

Exhibit 4 – Public Meeting Summary Report

Exhibit 5 – Campaign Disclosure