



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: July 26, 2022

TO: Mayor and Councilmembers

FROM: Community Vitality Initiatives Division, Community Development Department

SUBJECT: State Street Master Plan Update And Consultant Selection [Contract]

RECOMMENDATION: That Council:

- A. Receive an update on the work of the State Street Advisory Committee and the State Street Master Plan consultant selection process; and
- B. Award a contract for consulting services to MIG, Inc., in an amount not to exceed \$709,156 for the State Street Master Plan, Bid No. 4064, and authorize the Community Development Director to execute the contract, to be approved as to form by the City Attorney, in the amount of \$709,156, and approve extra expenditures up to \$70,915 to cover any cost increases that may result from contract change orders for extra work and differences between estimated bid quantities and actual quantities measured for payment.

EXECUTIVE SUMMARY:

The State Street Master Plan is a long-term visioning document for the next 30 to 50 years for the revitalization of downtown from Anacapa to Chapala Streets and State Street from Sola Street to the Highway 101 underpass. It will look holistically at various challenges and opportunities for downtown Santa Barbara and present an urban design framework and implementation plan that, once completed, can be translated into future capital improvement projects in the corridor. Downtown Santa Barbara can be reimaged to focus on people, in turn creating a thriving public space. This Master Plan builds on the momentum of the eight-block State Street closure driven by the COVID-19 pandemic and will identify opportunities and constraints to transform the right-of-way into a vital urban place for all to enjoy. This Plan will put community engagement at the forefront in order to shape a vibrant Santa Barbara downtown for generations to come.

This report contains an explanation of Staff's progress to date on the State Street Master Plan and a recommendation to award a contract, not to exceed \$709,156, and an additional

\$70,915 allocation to be held as contingency, to MIG, Inc., for consulting services related to the State Street Master Plan.

The contract for consulting services includes a community engagement plan; technical studies on transportation, stormwater management, and utilities; an urban design framework; and an implementation plan with cost estimates, phasing, ongoing maintenance, and operations.

Staff will provide quarterly written status reports and bi-annual, in-person updates to Council on the progress of the State Street Master Plan (SSMP) and associated work efforts.

DISCUSSION:

Update on State Street Advisory Committee

Background and Need

The idea of a pedestrian-oriented downtown is not new in Santa Barbara. The City's original 1964 General Plan stated "It is here [State Street] that first consideration should be given to the creation of a pedestrian-oriented shopping street." Similarly, in response to the La Cumbre Plaza development, beginning in 1969, the City transformed six blocks of State Street into a landscaped drive-through plaza, then known as the State Street Pedestrian Plaza. In the 1970s and 1980s, the Redevelopment Agency expanded the State Street Plaza, including landscaping and increased sidewalk widths. The Redevelopment Agency also subsidized and built commercial projects in downtown Santa Barbara between the 1970s and 2000s. For decades, the City of Santa Barbara has recognized the importance of a walkable downtown, and a reassessment of streets and downtown public spaces is essential. Although vacant storefronts and other issues existed downtown prior to COVID-19, the pandemic compelled the City to test the temporary closure of State Street to vehicles and allow businesses to operate outdoors. Largely successful, the temporary closure continues to prove that encouraging economic development, activating public space, and rethinking street design is not only desirable, but critical for downtown Santa Barbara to stay relevant.

State Street Advisory Committee

On July 20, 2021, City Council appointed seventeen members to the State Street Advisory Committee, which is composed of three Council members, one Planning Commissioner, one Historic Landmarks Commissioner, ten community members or business owners, and two alternates. Critical to the State Street Master Plan process, the Advisory Committee is tasked with providing input and recommendations on key design elements, potential areas of concern, the engagement plan and, ultimately, make a recommendation about the Master Plan to City Council. The State Street Advisory Committee will continue to hold regularly scheduled public meetings in addition to participating in community engagement efforts and potential future working sessions with other hearing bodies on important topics related to the State Street Master Plan.

The Advisory Committee began meeting monthly in August 2021 and covered a variety of topics, such as the consultant selection process, public safety access needs, the future of commercial spaces and tourism, and existing cleaning and maintenance efforts for the State Street Plaza.

Since the last Council update on November 16, 2021, the State Street Advisory Committee (SSAC) engaged in presentations from partnering organizations and staff on matters ranging from circulation and revitalization, to tourism and design.

- On January 10, 2022, the SSAC listened to a presentation on the public safety access needs and traffic circulation considerations related to the closure of the 400 block of State Street.
- On February 28, 2022, the SSAC attended a panel discussion about the future of retail and commercial spaces as well as the challenges and opportunities ahead for downtown revitalization. Panelists included Amy Cooper, Bob Tuler, Peter Lewis, and Peter Rupert.
- On March 21, 2022, the SSAC heard a presentation and participated in a discussion on the future of tourism and the tourist economy in downtown Santa Barbara, led by Kathy Janega-Dykes from Visit Santa Barbara.
- On April 18, 2022, the SSAC heard a presentation and participated in a discussion on the American Institute of Architects, Santa Barbara (AIASB) Design Charrette 2020, led by AIASB members Cass Ensberg, Detty Peikert, and Paul Rupp.

The State Street Advisory Committee shifted to in-person meetings in April 2022, following the easing of COVID pandemic restrictions by Santa Barbara County Public Health. The meetings were subsequently paused in May so that staff could focus on hiring a consultant, refining the scope of work, and further developing the Master Plan process. The Advisory Committee will reconvene in August to kick off the consultant's involvement with the plan; discuss the roles of the Advisory Committee, staff, and the consultant; identify project goals, timeline, and key decision points; and participate in planning community engagement opportunities for the public.

Circulation Element

On March 9, 2021, Council directed staff to initiate amendments to the General Plan Circulation Element as a result of the master planning process and street closure. Community Development and Public Works staff are currently working on an amendment to the Circulation Element that facilitates the development of a promenade in the project area, and anticipates bringing the Circulation Element Amendment before Council by the end of 2022.

Master Planning Request for Proposals and Consultant Selection Update

Consultant Selection Process

The consultant was selected through a competitive Request for Proposals process that included interdepartmental collaboration, State Street Advisory Committee review of the scope of work, and City Council direction on the Master Plan elements.

Staff released the Request for Proposals on January 6, 2022, and received eight proposals from highly qualified planning and urban design firms, including: Gensler, MIG, Rios, Sargent Town Planning, Stantec, Stoss, Studio One Eleven, and SWA.

The selection process included the following steps:

1. Six Staff representing the Community Development, Public Works, Parks & Recreation, and Waterfront departments ranked the responses to the Request for Proposals and selected the top five firms.
2. A subcommittee of four State Street Advisory Committee members ranked the top five firms' responses to an additional round of questions about the scope of work and conceptual design examples. The firms' identifiable information was removed from these responses to prevent subcommittee members from having a potential interest in a particular firm or response. Staff then reviewed the responses and rankings, and invited three firms to interview in person.
3. The Community Development Director, Public Works Director, Parks & Recreation Director, State Street Master Planner, and an at-large member of the public conducted interviews. After consulting the interview panel, the Community Development Director and State Street Master Planner conducted a follow-up interview with the top two firms and selected the finalist.

Proposed Contract for Consulting Services

Staff is recommending that Council approve a contract for consulting services for the State Street Master Plan with MIG, Inc. Following a robust review and competitive interview process, staff believes that this team provided the most in-depth understanding of the issues that the State Street Master Plan aims to address; a proven track record of successful planning and engagement projects; a team with wide-ranging technical expertise, including local knowledge; clear understanding of the importance of public engagement; and a passion for the community and project. MIG, Inc., was recommended by the final interview panel, the Community Development Director, and the State Street Master Planner.

The following summarizes the contract, including areas of the scope of work where the consultant will provide technical expertise, design capabilities, project management, and public outreach assistance.

Public Engagement and Outreach:

- Staff and the consultant will conduct a kickoff meeting to discuss team and project communications; roles between the consultant, staff, State Street Advisory Committee, and decision-makers; the project boundary and context; project branding and communications strategy; and the engagement plan. The City will provide the consultant with relevant data.
- The consultant will conduct a downtown tour, meetings, and interviews with various staff and stakeholders.
- The consultant will create a Community Engagement Plan that targets various audiences and identifies the goals and strategies to be used for the Master Plan.
- The State Street Advisory Committee and staff will participate in a branding strategy and strengths/weaknesses analysis.
- Staff and the consultant will host community engagement activities for in-person and online engagement, including five or more in-person touchpoints (each consisting of a public meeting, workshop, and community event), with the majority of engagement occurring on State Street. Digital civic engagement will consist of virtual community survey tools, online mapping, virtual 3D walkthrough of project area, a website, and social media.

Research and Analysis of Existing Conditions:

- The consultant and staff will document existing streetscape conditions and conduct technical studies on the following topics: multimodal circulation, stormwater management and infrastructure, and utilities. The circulation study will include an inventory of the circulation network, evaluation of collision and screen line data, analysis of parking data, future parking demand estimates, and existing vehicular access. The stormwater and utility studies will include existing conditions and implications for design concepts.

Urban Design Framework:

- Recommendations for closures will be informed by the circulation study, traffic counts, business serving logistics, and community desires. The consultant will analyze pedestrian circulation (access, safety, and interest) to encourage walkability downtown. Design considerations will account for collision analysis, public input on conflicts/solutions, wayfinding and streetscape enhancements, crossing treatments, modifying street layouts, leveraging the existing network of character-defining paseos, and other features such as shade.
- The consultant will analyze a bicycle network that can accommodate commuting as well as slower movement within the study area.
- Various transit services will be studied and analyzed in the design process.
- Design schematics to analyze the temporal approach¹ and design to analyze a layering approach² that recognizes accessibility for all.

¹ Ground materials, lighting, shade, and drainage, etc.

² Analyzing temporal elements for other uses such as seating, a playground, etc.

- Suggestions will consist of strategies to address vacancies and underutilized spaces and to retain existing businesses, define downtown's opportunities and constraints, including its role in the regional economy, and ensure consistency with the Santa Barbara Economic Development Plan.
- Design strategies to align with the El Pueblo Viejo Design Guidelines and highlight historic resources.
- Design strategies that incorporate green infrastructure facilities, sustainability (reducing greenhouse gas emissions and maintaining a low carbon footprint), and public art.

Implementation Plan:

- Critical to the success of the Master Plan, the implementation plan will include benchmarks, timeframes, responsibilities, and funding sources to implement the plan.
- The consultant will prepare a high-level cost estimate for construction and ongoing operations as well as the cost of not making upgrades.
- The plan will outline potential funding sources and match projects with potential funding mechanisms.
- The consultant will also analyze on-going maintenance needs for downtown amenities and provide insight into strategies for effective long-term operational needs with a design that encourages regular events.

CEQA Compliance:

- CEQA will be managed by City staff; however, the technical studies prepared for the Master Plan will help supplement the CEQA document. Additional studies necessary for CEQA may be requested by staff at a later date, once the project has been clearly defined.

Deliverables:

- The consultant will provide technical studies for circulation, stormwater, and utilities and a summary report of existing conditions. The administrative draft will include the first definition of the street "closure," including draft recommendations on the location and extent of the closure, and the first draft of the implementation plan. The consultant will also prepare a public draft and the final draft Master Plan. The public draft will have the final draft of the implementation plan incorporated, including recommendations on placemaking initiatives. The final draft will incorporate changes and comments and be presented to City Council.

Looking Ahead

The Next 12 Months

Members of the public will participate in shaping the State Street Master Plan's goals and urban design framework through workshops, public meetings, events, and charrettes. Opportunities for engagement will exist in a number of venues including public meeting

spaces, locations on State Street, at community events, in neighborhood meetings, and online. Staff will also seek input and guidance on the Urban Design Framework Plan from the State Street Advisory Committee, Historic Landmarks Commission, Planning Commission, and City Council within the next 12 months. The draft urban design framework plan, inclusive of design concepts, cost estimates, existing conditions analysis, and technical studies, will be complete within one year from contract initiation.

Additionally, the current flexible State Street configuration will provide the opportunity to incorporate lessons learned from the State Street Interim Operations Ad Hoc Committee, including testing concepts and furnishings that might work well longer term before a capital improvement project associated with the Master Plan is underway. For example, experimental lighting designs could be placed temporarily on State Street to test various options, and public street furniture and play spaces could gauge interest, ideal locations, and maintenance. New programming and activation could help inform various opportunities for uses of the public space. Community Development and Public Works staff will continue to collaborate during the interim operations and Master Planning work efforts.

The contract identifies completing the State Street Master Plan within 16 to 18 months of the project kickoff, with an anticipated completion date of December 2023 – March 2024. A copy of the contract is available for public review; please contact Tess Harris at StateStreetMasterPlan@SantaBarbaraCA.gov to request a copy.

BUDGET/FINANCIAL INFORMATION:

The State Street Master Plan is a multi-year work effort aimed at revitalizing and rethinking downtown Santa Barbara. As a result, the contract for consultant services covers the entire project area, from Anacapa to Chapala Streets and State Street from Sola Street to the Highway 101 underpass. In order to cover technical studies, public outreach, design work, and implementation, the requested contract amount is \$709,156. Staff recommends that the City allocate an additional \$70,915, subject to approval by the Community Development Director, to be held as a contingency for future planning efforts, such as additional outreach efforts, CEQA review to implement the Master Plan or unforeseen costs associated with the Master Plan.

The contract for consulting services is funded from Measure C and the American Rescue Plan Act (ARPA). The State Street Master Plan consultant contract will be funded through a Measure C allocation for the State Street Promenade Redesign of \$480,071 in fiscal year 2023. Funds to the City from the American Rescue Plan Act include \$300,000 allocated for the State Street Master Plan from the second tranche of ARPA funds, and this allocation will also be used to fund the State Street Master Plan consultant contract. These allocations from Measure C and ARPA will cover \$780,071 for the contract and associated contingency. There will be no impact to the General Fund as a result of awarding this contract.

SUSTAINABILITY IMPACT:

Although awarding the contract does not provide a direct sustainability impact, the State Street Master Plan will address sustainability downtown through sustainable design approaches. Design efforts may lead to a reduction of greenhouse gas emissions, an improved downtown microclimate, stormwater management and improved water quality, and/or decreasing airborne pollutants.

ATTACHMENT: State Street Advisory Committee Agendas, January 2022–April 2022

PREPARED BY: Tess Harris, State Street Master Planner

SUBMITTED BY: Elias Isaacson, Community Development Director

APPROVED BY: City Administrator's Office