



Council Agenda Report

Item 5f

Department: Parks and Recreation
Cost Center: 7008
For Agenda of: 11/15/2022
Placement: Consent
Estimated Time: N/A

FROM: Greg Avakian, Parks & Recreation Director
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SUBJECT: INTEGRATE OVERSIGHT OF THE JACK HOUSE ADVISORY COMMITTEE TO THE PARKS AND RECREATION COMMISSION WITH CONTINUED CITY STAFF SUPPORT OF DOCENTS, BUILDING AND GROUNDS MAINTENANCE AND ADVISORY BODIES

RECOMMENDATION

1. As recommended by the Jack House Advisory Committee and as approved by the Parks and Recreation Commission, adopt a Draft Resolution entitled, "A Resolution of the City Council of the City of San Luis Obispo, California, to amend the Advisory Body Handbook for revision of the Parks and Recreation Commission Bylaws and removal of the Jack House Committee Bylaws" which will transfer oversight of, and all responsibilities within the subject matter of the Jack House Advisory Committee's, to the Parks and Recreation Commission. Issues surrounding Jack House historic architecture and gardens shall be handled through consultation with the Architecture Review Committee and Cultural Heritage Committee, as needed. Require one Commissioner to serve as a direct liaison to the Jack House by means of the Jack House Docent committee.
2. As recommended by staff to effectuate the Jack House Advisory Committee and Parks and Recreation Commission Recommendations to Council:
 - a. Consolidate the Jack House Advisory Committee and the Parks and Recreation Commission into one advisory body known as the Parks and Recreation Commission.
 - b. Upon a vacancy on the Parks and Recreation Commission, consider appointing a former Jack House Advisory Committee member first to the Commission.
 - c. Consistent with the Charter, amend the Bylaws of the Parks and Recreation Commission to reflect these additional responsibilities.

POLICY CONTEXT

Council Policies and Procedures Handbook 6.5: *It is important that advisory bodies wishing to communicate recommendations to the City Council do so through adopted or approved Council agenda procedures. Staff members shall assist the advising body Chair to insure appropriate legal review or City and state legislation is in compliance.*

Advisory Body Handbook Section 6 - Advisory Body Bylaws: *Permanent advisory bodies are established by the City Council by either ordinance or resolution. Membership is defined in the enabling legislation and all members are appointed by the Council. Members are selected:*

- *On the basis of interest, experience and knowledge in the field pertinent to the committee.*
- *To represent a particular segment of the community (student, elderly, disabled).*
- *From a broad representation of community interest and expertise.*

Most advisory bodies meet regularly at established times. Technical or special-purpose bodies may meet regularly or only when projects or proposals require their attention.

Section 1204 of the City Charter requires that each advisory body established by ordinance shall present in writing to the Council for approval its bylaws for procedure: purpose, specific function, meetings, officers, budget, etc.

DISCUSSION

Background

History of City's Ownership of the Jack House and Jack House Committee

The Historic Jack House and Gardens (collectively referred to as "The Jack House") were deeded to the City of San Luis Obispo on March 10, 1975. For nearly five decades, the City has managed, maintained, and operated the Jack House consistent with the general terms of the Grant Deed (Attachment A). As is typical with historic homes and gardens, The Jack House had a group of dedicated volunteers who have helped with many aspects of the community's enjoyment of the Jack House. Additionally, when The Jack House was deeded to the City, as part of the applicable deed, the Jack House Advisory Committee (JHC) was created to provide programmatic and maintenance recommendations to Council.

Volunteers to the JHC as well as docents (often members of the Committee) have spent thousands of hours over the years educating visitors through countless tours and events at The Jack House. When the JHC was formed per the Grant Deed, the Architectural Review Committee (ARC) was in its infancy (November 1973) and the Cultural Heritage Committee (CHC) was not yet in existence (November, 1981).

History of Programming at the Jack House and the Jack House Committee

Programming at the Jack House has been provided by Jack House Docents as well as Parks and Recreation Department Staff over the years, both in partnership and as sole projects. Programming from the Docents focuses on programming inside of the Jack House (Victorian Tea, Victorian Christmas, "trunk shows", community tours) while Parks and Recreation Department programs events in the Gardens (Movies in the Gardens, Concerts, and even a past Wedding Fair) in addition to reserving the Bridal Suite and

Gardens for weddings and events.

The JHC has transitioned from a robust and active Advisory Body to one which has not had a full roster since 2019. Over the years, there have been challenges in keeping a full Advisory Body as outlined in the Grant Deed, most recently resulting in a lack of quorum for any business within the JHC purview to occur. Per the request of the JHC, in 2017, staff researched how other municipalities manage historic homes and properties as part of the Parks and Recreation General Element Master Plan process (now the adopted Parks and Recreation Blueprint for the Future), which resulted in recommendations in continuing the current practices.

Current Status of the Jack House Committee

In the summer of 2021, the remaining members of the JHC spoke with staff regarding the future of the Committee, as the “need” to continue as a committee felt less significant due to City staff managing Capital Improvement Projects (with input from the CHC and ARC as appropriate), coordination of volunteer workdays, facility rentals, and programming of community events. Overall, they felt the City’s care for, and activation of the House is significant and in alignment with the original intent of the Grant Deed.

Over the past 12 months, with additional resignations of JHC Members, this conversation continued and resulted in a recommendation memo from the members of the JHC to the Parks and Recreation Commission (PRC) on October 10, 2022., outlining three options (Attachment B) for restructure which Staff presented along with Staff Agenda Correspondence (Attachment C) to the PRC at the October 12, 2022, meeting. The timing of this request coincides with the addition of a City staff position, a Volunteer Coordinator, who will be tasked with the responsibility to support the Docent program. In addition, as staff evaluate practices as the programs continue to right themselves after the pandemic shutdowns, the conversation of whether the JHC continues to be necessary and feasible to meet the original intent of the Grant Deed and how it aligns with the Blueprint for the Future has remained relevant.

Proposed Advisory Body Change and Jack House Grand Deed Analysis

The proposed transfer of the oversight of the Jack House to PRC from the JHC provided the opportunity for the City Attorney’s Office to review the Grant Deed and applicable legal authority and concur that there are no legal barriers in the recommendations to transfer oversight of the Jack House from the JHC to PRC.

The City’s dedication and support to the property over the years continues to meet the intention of the original Grant Deed by maintaining a platform for an advisory body to provide programmatic and maintenance recommendations to Council regarding the House and Gardens. As outlined in the Grant Deed, care of the historic home and property is of utmost importance, and City staff maintain both on a regular basis. In addition, staff and volunteer docent groups collectively provide programming and community building opportunities at the House and this is not expected to change should the advisory body role of the JHC be assumed by the PRC. As for guidance on historical and architectural relevance, both the staff and PRC will be able to defer to CHC and ARC for guidance.

Grant Deed: Initial Requirements and Relevance Today

Jack House Advisory Committee Requirement of the Grand Deed

When the City was deeded the Jack House, it was done so with several stipulations requiring the City's agreement. Of those included the appointment of a seven-member advisory body. From the Grant Deed: *"Said committee shall recommend basic rules and regulations for the use of the residence and grounds which may include, but are not limited to, permitted uses, conditions of use, hours and fees, if any. The committee shall serve without pay and consist of city residents including:*

- (a) One member from the San Luis Obispo County Historical Society;*
- (b) One member from the faculty of the School of Architecture and Environmental Design, California Polytechnic State University, preferably an architectural historian;*
- (c) One member from the Ornamental Horticulture faculty of the California Polytechnic State University;*
- (d) One member from the Parks and Recreation Commission;*
- (e) Two members selected at large;*
- (f) For a period of twenty (20) years from the date hereof, the seventh member of the committee shall be an heir of Robert Edgar Jack and Nellie Hollister Jack; the city residency requirement may be waived for this member. Thereafter, this member may be selected at large.*
- (g) Committee appointments, tenure and rules of conduct shall be the same as for other advisory bodies to the City Council, e.g., the Planning Commission."*

Jack House Docents Historically

The Jack House Docent group has historically served as tour guides and educators, hosting tours to the community and specialized tours to classes, wedding parties and other community groups. The JHC does not have direct oversight of the Docent group; however, the Docent Coordinator traditionally provides updates to the Committee and oftentimes Committee members also serve as Docents. This arrangement has served the City well for decades. Unfortunately, over time, the volunteer base and interest has waned, due to a variety of factors such as changing volunteer dynamics, loss of interest in a program or lack of community awareness to the volunteer opportunity.

Current Role of City Departments

The Public Works Department provides overall maintenance and daily upkeep of the Jack House and Gardens. The Parks and Recreation Department engages the community through programming at the Jack House and Gardens along with support of the Docent program. Staff coordinate events at the Jack House Gardens (including the Spring Concert Series and Movies in the Garden, Yoga Classes) and manage and staff all community facility rentals of the gardens for events such as birthdays and wedding celebrations.

JHC Participation Trends and Challenges

The Committee roster over the past two decades is unique in the fact that most of the member composition has remained the same. The City Clerk's office has record of only 11 different individuals who have filled six of the seven positions (not including the PRC representative position). Many of these 11 individuals served for over 10 years, some even since the early 2000's and earlier. In recent years, the Committee has been challenged in fulfilling positions when the terms expire, resulting in inconsistent vacancies, and at times the inability to meet a quorum.

Of the seven necessary Committee members, there are currently only three (3) active members. The vacancy of four (4) seats is problematic as the Committee does not have a quorum (a majority of the committee), which is necessary for any business discussion or action to take place by the Committee. In addition to the current vacancies, the three Committee members who remain have been dedicated volunteers to the Jack House for a decade. Finally, some of the specific Committee eligibility requirements imposed by the Grant Deed are obsolete at this time.

Specifically, there are few architectural historians among Cal Poly's College of Architecture & Environmental Design faculty, and Ornamental Horticultural Science is not currently a major--only a concentration at the university. The time commitment required for this volunteer committee makes it difficult to attract the limited number of faculty members that meet these strict qualifications. Additionally, the roles and responsibilities of the CHC and the ARC have evolved to support many of the historic and related architectural concerns that were established at the origin of the City being deeded the Jack House property in 1975.

The JHC inquired to Staff on the roles and responsibilities of the CHC and ARC as they believed the JHC was duplicating the responsibilities. The creation and the current roles of the CHC and ARC were significant factors in the JHC members' recommendation to transfer oversight to the PRC and utilize the skill sets of the CHC and ARC when appropriate.

Committee, Family, and Community Input

Jack House Committee Member Recommendations

On September 15, 2022, the remaining committee members met informally with City staff as there was no quorum for a formal meeting, to share concerns regarding lack of volunteers and the future of the Committee and to provide recommendations to realign oversight of the Jack House. The individual Committee members that were consulted communicated that what was necessary in 1975 is no longer relevant or feasible, as recruitment efforts have shown, and in fact recommend alternative solutions to ensuring the intent of the Grant Deed continues to be met while utilizing other staff and Advisory Body resources that are in place.

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On September 15, 2022, the individual Committee members outlined hopes and dreams for the future of the Jack House. The individual Committee members each agreed to request a new structure of support for the Jack House, with alternatives outlined in the Memo submitted to Parks and Recreation Commission on October 10, 2022.

	Committee Recommendations for Future Support of the Jack House	Staff or Committee Assignments
1	Continue to maintain Jack House and Gardens for public enjoyment	Ongoing by Public Works Staff
2	Promotions for events and tours of the house	Ongoing City staff Communications and Marketing team
3	Convert Wash House into a museum	Potential project for Docent volunteers or local volunteer group
4	Open Carriage House for events and education	Based on structural integrity, could be a project for Docent volunteers. May require a CIP to ensure ADA compliance and structural integrity
5	Repair and refurnish front fence	Current volunteer Rotary SLO Project with Parks and Recreation staff oversight
6	Roof replacement	Upcoming CIP project assigned to Public Works
7	Provide a storage unit on site	Public Works potential project
8	Continue to host weddings and special events	Ongoing by City Parks and Recreation staff
9	Utilize gardens for community building opportunities	Ongoing by City Parks and Recreation staff
10	Provide historical guidance regarding renovations to the inside and exterior of the House	Cultural Heritage Committee
11	Regular oversight of the House	Parks and Recreation Commissioners with one Commissioner assigned to serve as the Jack House liaison and report out each meeting
12	Support of the Docent Program	Assign to the new Volunteer Coordinator who will report to Parks and Recreation Department.

Parks and Recreation Commission Input

On October 12, 2022, staff presented a request from the members of the JHC received on October 10, 2022. After review of this document and following agenda correspondence from staff, the PRC deliberated as to the best way to support the changing needs of the Jack House property. After a comprehensive discussion and with Commissioners expressing concern to ensure the House receives enhanced support from the PRC (as compared to the current structure with a PRC member serving as a distant liaison), the PRC made the formal recommendation with a unanimous (6 aye:0 nay:1 vacancy) vote to Council to: Adopt Option 3 as Recommended by the members of the JHC with an amendment.

Option 3 as Recommended by JHC members: Dissolve the JHC and move all responsibility to the PRC. Issues surrounding historic architecture and gardens could be handled through consultation with the ARC and CHC, as needed. Perhaps one position on the PRC could be reserved for a JH docent member to help advocate for the concerns outlined in Alternative #1, above.

Recommendation from PRC: Transfer oversight of the Jack House Advisory Committee and move all responsibilities to the Parks and Recreation Commission. Issues surrounding historic architecture and gardens could be handled through consultation with the Architecture Review Committee and Cultural Heritage Committee, as needed. Require one Commissioner to serve as a direct liaison to the Jack House by means of the Jack House Docent committee.

Rather than recommending reserving a PRC position to a Jack House Docent, the PRC opted to recommend the assignment of a PRC member to serve directly as a liaison to the Jack House Docent Committee. (Attachment D). While the PRC did not define what the role of the liaison would be, they requested staff to define in more detail the liaison role while keeping in mind the original intention of the Grant Deed and the requests of the JHC.

Jack Family Input

When the Committee members proposed the recommended changes, City staff reached out to Jack Family heir, Katchy Andrews, who was in favor of reassigning oversight of the Jack House and felt confident that in doing so the intent of the Grant Deed would continue to be honored by City staff and advisory bodies and could foresee no challenges. On October 26, 2022, Ms. Andrews provided written support of transitioning oversight of the Jack House from JHC to PRC (Attachment E). In addition, as she mentions in her email, Ms. Andrews oversees the Community Foundation, which is separate from City funds or oversight, but is funding used for specialized projects within the House. This will not change with the proposed transfer of oversight from JHC to PRC.

Community Input

During the community input sessions for defining City goals for the *Parks and Recreation Blueprint for the Future: 2021-2024*, consensus was to continue utilizing the House as currently used. There was mention of turning the house over to a non-profit to manage, while continuing to program at the gardens and exploring additional opportunities to rent out the facility space.

Manage the Jack House in a way that preserves the historic resource, makes the site more visible and welcoming, and more fully realizes its revenue-producing potential. This may mean extending open hours, signage, safe crosswalks and evaluating facility rental offerings and fees. Explore private management opportunities for the house.

Proposed Structure for Jack House and Gardens

Policy Guidance to Council and Enhanced Support by Staff and Volunteers

Recommendations from both JHC Members and PRC include the provision of a liaison from PRC to the Jack House. City staff will continue to maintain the regular and structural integrity of the property, maintain the gardens as a community park space, manage event rentals of the gardens (including weddings), and provide community events in the gardens. Because expectations have been established, in part due to the Committee, these work projects continue to be accomplished by City staff without necessary guidance from the Committee.

1. Dedicated PRC Liaison

Included in this recommendation is the specific amendment that an individual liaison should be assigned as a direct and active liaison on the topic of the Jack House and Gardens. Specifically, PRC Bylaw Article 10.1. Amendment (outlined below) includes the recommended Amendment that *“A member of the Parks and Recreation Commission shall serve as a liaison to the Jack House, attending all docent meetings and providing a report out of docent updates at each PRC meeting.”* This would achieve the following:

- a. Formally include a Jack House update to be agendized at all PRC meetings.
- b. Staff to provide a review of CIP projects to the PRC on an annual basis.
- c. Ensure general maintenance meets City standards.
- d. Receive program and event updates from City Staff.
- e. Utilize additional City Advisory Body's for clarification of historical context: CHC, ARC.

2. Continued Staff Support: Maintenance and Activation of the Jack House and Gardens

Whether or not oversight of the Jack House is transferred to the PRC, City staff will continue to provide infrastructure support, as well as engaging the community in enjoyment of the historical house and gardens. City staff continue to maintain the regular and structural integrity of the property, maintain the gardens as a community park space, manage event rentals of the gardens (including weddings), and provide community events in the gardens.

- a. Public Works Department:
 1. Regular maintenance of the House and Gardens
 2. Management of upcoming restoration and CIP projects
- b. Parks and Recreation Department:
 1. Coordination of volunteer workdays for restoration and beautification (with oversight of the appropriate City Department)
 2. Docent Program Support, the “heart” of the House will receive direct support in recruiting and placing of volunteers through the City's Volunteer Coordinator.
 3. Building Community through programming in the Gardens with expansion of programs at the Gardens, including contract classes (yoga, art classes, etc.) as well as Community Events (Spring Concert series).

4. Collaboration of House and Garden programming: In addition to programming independently, staff will be able to coordinate and expand upon programs currently being hosted by the Docents (Winter Lights at the Jack House for example).
5. Facility Rentals: Using the Jack House Gardens for special events and weddings for outside users will continue to be a responsibility of Parks and Recreation Department

3. *Role of Other City Advisory Bodies*

As is current practice, staff and docents will be able to glean recommendations from the Cultural Heritage Committee or Architectural Review Committee if maintenance projects arise that fall under those advisory bodies' purview. In addition, staff and docents will continue to use the History Center as a resource for historical context.

Recommended Additions to PRC Bylaws

In order to ensure that the intention of the Jack House Grant Deed is maintained, clearly stating expectations of the PRC to include the Jack House in monthly conversations and liaison responsibilities should be outlined in the PRC Bylaws. Three amendments are recommended (Attachment F):

Article 1. Purpose (addition to Bylaws):

JACK HOUSE: The PRC is charged with the responsibility to advise the City Council on matters concerning facility use, fees and charges, capital improvements, and any other item affecting the House and Grounds.

Article 3. Meetings (addition to Bylaws)

A standing item for Jack House reporting shall be included on every agenda.

Article 10. Committees (Amendment to Bylaws)

Replace item 1 with: A member of the Parks and Recreation Commission shall serve as a liaison to the Jack House attending all docent meetings and providing a report out of docent updates at each meeting.

Previous Council or Advisory Body Action**Public Engagement**

Public comment on the item can be provided to the City Council through written correspondence prior to the meeting and through public testimony at the meeting.

The Jack House Committee members submitted a recommendation memo to the Parks and Recreation Commission on October 10, 2022. The Parks and Recreation Commission received a Staff Agenda Correspondence for Agenda Business Item #2 at the October 12, 2022, PRC meeting. The PRC deliberated the role of the Jack House Committee for future oversight of the Jack House property and concurred on a recommendation to Council for the November 15, 2022, Council meeting. No public comment was received during the monthly PRC meeting.

CONCURRENCE

The City Attorney's Office has reviewed the relevant property and legal documents associated with Jack House and has concluded that there are no legal barriers to the recommendations stated herein.

ENVIRONMENTAL REVIEW

The California Environmental Quality Act does not apply to the recommended action in this report, because the action does not constitute a "Project" under CEQA Guidelines Sec. 15378.

FISCAL IMPACT

Budgeted: Yes
Funding Identified: Yes

Budget Year: 2022-23

Fiscal Analysis:

Funding Sources	Total Budget Available	Current Funding Request	Remaining Balance	Annual Ongoing Cost
General Fund	\$10,500	\$0	\$10,500	\$10,500
State				
Federal				
Fees				
Other:				
Total	\$10,500	\$0	\$10,500	\$10,500

The Parks and Recreation Department budget includes promotional and advertising funds to support docent led and community events held at the Jack House and Gardens.

ALTERNATIVES

- 1. Council could reduce the size of the Jack House Committee membership and alter the requirements for membership.** This is not recommended as both the current members of the JHC, the PRC and the Jack Family heir are in support of the proposal to have the PRC assume the responsibilities of the house as supported by staff and volunteers. It is hard to recruit volunteers, and this will allow for greater community awareness of the House and Gardens and be a more practical solution.
- 2. Council could change the scope of the JHC to serve on a quarterly basis or on an "on-call" basis to provide guidance when situations arise requiring historical context.** This is not recommended as both the current members of the JHC, the PRC, and the Jack Family heir are in support of the proposal to have the PRC assume the responsibilities of the house as supported by staff and volunteers. It is anticipated that

recruitment challenges would still occur resulting in the lack of quorums for the Committee. The role of the Cultural Heritage Committee and/or the Architectural Review Committee would be included for such matters.

3. ***Council could direct staff to continue recruiting for Jack House Advisory Committee members and continue to serve as a liaison to the committee.*** This alternative is not recommended due to the historic decline in advisory body volunteers and ongoing need for support to the Jack House.

ATTACHMENTS

A - Jack House Original Grant Deed

B - Memo from Jack House Committee members to Parks and Recreation Commission October 10, 2022

C - Staff Agenda Correspondence to Parks and Recreation Commission October 12, 2022

D - Draft Minutes of the October 12, 2022, PRC meeting with recommendation to Council

E - Written support from Jack House Family heir

F - PRC Bylaws with Proposed Bylaw Amendments

G - JHC Bylaws