



# City of Del Mar Staff Report



TO: Honorable Mayor and City Council Members

FROM: Kathleen A. Garcia, Planning and Community Development Director  
Via Scott W. Huth, City Manager

DATE: September 3, 2013

SUBJECT: City Facilities Planning Process –Public Property Site Analyses

## REQUESTED ACTION/RECOMMENDATION:

Staff requests that City Council reviews the analysis of potential properties suitable for future City facilities and provide the direction for future actions including:

- 1) City Hall Administrative Offices:
  - a) Pursue the redevelopment of 1050 Camino del Mar for new City administrative offices; and/or,
  - b) Continue to investigate existing office building sites to meet City Hall needs.
- 2) Council Chambers/TV Studio: remain in current location
- 3) Public Works: remain in current location
- 4) Fire Station: remain in current leased location until such time as facility could be redeveloped with Public Works.
- 5) Community Services: remain in new Beach Safety Center

## EXECUTIVE SUMMARY:

As part of the City Facilities Planning process, staff is providing a review of three publicly-owned sites for future City facilities. These three sites: 1050 Camino del Mar, the Public Works Yard, and the Shores Property are analyzed for their opportunities and constraints to civic facilities development. These sites are then assessed in an initial evaluation based upon the criteria identified by City Council at the July 1, 2013 City Council meeting. Based upon the analysis, 1050 Camino del Mar is rated the highest or most feasible site for City administrative offices (City Hall).

The assessment also addresses appropriate sites for the other city facilities. It is recommended that the Council Chambers/TV Studio remain in its current location at 1050 Camino del Mar until such time as there is a Shores Master Plan, which could combine a Town Hall/Council Chambers/Theater at that site. Because of both size and activity constraints, staff recommends that Public Works remain in its current location until such time as property becomes available for housing the large laydown yard

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## City Council Action:

required for that industrial use. Likewise, it is recommended that the Fire Station remain in its current location until such time it can be developed with Public Works.

**DISCUSSION/ANALYSIS:**

The following discussion summarizes the preliminary space needs of the City departments, discusses three City-owned sites in terms of their opportunities and constraints as they relate to civic facilities, and assesses these three sites against the assessment criteria established by City Council in order to prioritize the most feasible sites.

**Program**

As shown in Table A, the preliminary space needs were identified for planning purposes only for the five functional department areas and were discussed during the July 15, 2013 City Council meeting.

**TABLE A. PRELIMINARY SPACE NEEDS PROGRAM *(for planning purposes only)***

<b>Departments</b>	<b>Current Space (SF = Square Feet)</b>	<b>Projected Space Needs</b>	<b>Potential Co-Location</b>
City Hall	9,256 SF + shared conference rooms	11,000-12,000 SF	With any other department given site constraints
Public Works	3,015 SF	4,000 SF + yard	With Fire; with City Hall
Community Services	2,840 SF	3,000 SF	No additional capacity at Beach Safety Center
Fire	6,156 SF	7,000-8,000 SF	With City Hall if site constraints addressed; with Public Works
Town Hall /Council Chambers/ TV Studio	2,636 SF	3,500-4,500 SF	With any department or within the community

Based upon this program, the total Del Mar city facilities would require approximately 31,500 square feet (SF) of building area in addition to laydown/storage yards for Public Works and Fire and site area for parking. The assessment assumes approximately 40,000 – 60,000 SF of laydown/storage yards for Public Works. Depending on the site and uses, parking could be constructed as either surface or “tuck-under” (under building) parking, or in a parking structure either above or below grade. The parking program is not yet determined, as it may also provide for additional public parking beyond those required by City facilities.

Assuming that, this Facilities Planning and site assessment study addresses a cumulative total of 28,500 SF of new facilities, of which 11,000-12,000 SF would be for a new City Hall.

**Potential Sites:**

Currently, the City of Del Mar owns three properties of adequate size to potentially house all or portions of the city administrative facilities. These include the existing City Hall site at 1050 Camino del Mar, the Public Works site at 2240 Jimmy Durante Boulevard and the Shores Property at 225 9<sup>th</sup> Street.

Table B identifies the city-owned sites and a summary of each site’s capacity.

TABLE B. CITY-OWNED SITES

Site	Address	Zoning	Lot Size (square feet)	Site Capacity	Notes
<b>City Hall Site</b>	1050 Camino del Mar	PF-Public Facilities	68,000 SF	Could physically accommodate all administrative facilities, Town Hall, parking, fire. Could not also accommodate full Public Works yard.	Requires redevelopment, urban site.
<b>Public Works Site</b>	2240 Jimmy Durante Blvd.	Floodway	89,000 SF (net) outside of floodway (Multiple parcels, partially in river)	Could physically accommodate administrative facilities, Town Hall, parking, fire, and Public Works yard.	Parcels in floodway and floodplain with environmental constraints.
<b>Shores</b>	225 9 <sup>th</sup> Street	PF-Public Facilities	152,000 SF (net) excluding Winston School	Could physically accommodate all administrative facilities, Town Hall, parking, fire, and Public Works yard.	Council Reso 2007-35 states Shore’s goal as open space & recreation and not for city hall/fire station.

As summarized in Attachment A, each of these sites has constraints as well as opportunities and can be assessed in terms of pros and cons of each location. Where the Public Works yard has adequate area to accommodate all the civic facilities in one location, the site lies within either the floodway (no building) or the flood plain (limits to building) which impacts the development potential. Likewise, the Shores property has adequate physical area to accommodate the facilities; however, it has both deed restrictions and Council resolutions that limit its feasibility for city hall offices or a fire station.

**Assessment:**

At its July 1, 2013 meeting, City Council identified assessment criteria for site review. The first criterion is community values, which considers components such as

ease of access and convenience, public gathering space, reinforcing community character, and longevity of the structure. The second criterion is operational, which considers cost-benefit values in the short and long-terms, operational and energy efficiencies, and connections between City departments. Subsequent to the July 1, 2013 meeting, staff has identified additional regulatory requirements as part of the assessment criteria. The third criterion is regulatory, which considers streamlining regulatory requirements, costs and entitlements, development feasibility, and limiting exposure to natural hazards. Attachment B preliminarily addresses each of these criteria.

Using a simple scale of 3 (highest value/lowest impact) to 0 (lowest value/highest impact), the three sites were ranked for City administrative facilities. The existing City Hall site at 1050 Camino del Mar scored the highest, with the Public Works yard scoring the lowest.

City Hall Administrative Offices: The assessment ranks the existing City Hall site as the highest potential for redevelopment to accommodate the 11,000 SF City Administrative offices. The site has the capacity to accommodate additional uses as determined by City Council. If City Council so directs, staff will pursue the redevelopment of 1050 Camino del Mar for new City administrative offices.

Council Chambers/TV Studio: The Council Chambers/TV Studios can remain in its current location at 1050 Camino del Mar in either its existing facility or in a new facility as part of the redevelopment of 1050 Camino del Mar. Likewise, if the future Shores Master Planning process identifies a Town Hall/Theater type facility as part of the Shores, this could also serve as the Council Chambers.

Public Works Department: Public Works operations, due to their industrial nature and large laydown yard requirements, are constrained in urban locations adjacent to commercial and residential uses. Although the current facility is located in the floodplain, the majority of the uses are garage and yard facilities. It is recommended that the Public Works Department remains in its current location until such time that property can be made available that would meet the facility needs.

Fire Station: The Fire Station is also constrained in its location adjacent to residential uses. The Fire Station could remain in its current leased location until such time as the facility could be redeveloped with Public Works.

Community Services Department: The recently (2012) opened Beach Safety Center (2,840 SF) accommodates the current and projected needs of the Community Services Department and it is assumed that the department will remain in the new Beach Safety Center.

**Request:**

Staff is requesting that City Council review the assessments of the various sites and provide direction for further study, if needed. Staff is recommending that the City Council direct staff to pursue the redevelopment of 1050 Camino del Mar for new City administrative offices as the preferred city-owned site.

FISCAL IMPACT:

The facility planning survey is within the staff work program for Fiscal Year 2013-2014. Future capital improvement projects would require funding in future budgets.

ENVIRONMENTAL IMPACT:

In accordance with California Environmental Quality Act (CEQA) standards, facility planning is not defined as a project and is therefore, exempt from the provisions of CEQA. A future development project would be subject to CEQA review.

PRIOR CITY COUNCIL REVIEW:

On May 13 and 14, 2013, City Council discussed the need for City Facility planning during the Budget workshops. On June 17, 2013, City Council discussed the process for facility planning and directed staff to consider the needs of all City departments in the Facility Planning exercise in order to assess the options for governmental offices and support facilities. On July 1, 2013, City Council discussed the goals and criteria for success for evaluation of alternative sites. During the July 15, 2013 meeting, City Council determined the preliminary space needs for planning future facilities and prioritized planning for City Hall governmental offices.

ATTACHMENTS:

Attachment A – Public Sites: Opportunities and Constraints  
Attachment B – Preliminary Site Assessment

# ATTACHMENT A

## City Facility Sites – Opportunities & Constraints

The City of Del Mar owns three properties of adequate size to house the city administrative facilities and their projected space needs:

### CITY-OWNED SITES

Site	Address	Zoning	Lot Size (square feet)
City Hall Site	1050 Camino del Mar	PF-Public Facilities	68,000 SF
Public Works Site	2240 Jimmy Durante Blvd.	Floodway	89,000 SF (net) outside of floodway (Multiple parcels, partially in river)
Shores	225 9 <sup>th</sup> Street	PF-Public Facilities	152,000 SF (net) excluding Winston School

### City Hall Site - 1050 Camino del Mar



**Location:** 1050 Camino del Mar

**Lot Size:** 68,000 SF (1.56 acres)

**Zoning:** PF – Public Facilities (allows civic administrative offices, parking, fire and police stations, public works, public meeting rooms, libraries, postal offices, public parks and playgrounds). There is no FAR specified in the PF Zone. All development in the PF Zone is subject to design review by the Design Review board. There are no setbacks, except that there is a minimum ten foot wide setback on those portions adjacent to residentially zoned property (western boundary). Height is restricted to 26 feet high. For those structures that front along the west side of Camino del Mar, the height shall not exceed 14 feet above the curb level.

**Community Plan:** The current City Hall property is located in the Village Center District as designated in the Community Plan and is within the Public Facilities (PF) Zone. Section 30.31.010 of the Del Mar Municipal Code states that the PF Zone is “designed for publicly owned land set aside, or in use, to support public schools and governmental offices and facilities.” Examples of governmental offices and facilities allowed in the PF Zone include administrative offices, fire stations, public works buildings, public meeting rooms or chambers, and public parking facilities. Continued use of the site as a City hall satisfies Policy C(9)(g) in the City’s Local Coastal Program (LCP) Land Use Plan which describes the Village Center District as having a “Community Center complete with Council Chambers and a City Hall.”

**Conditions:** Site is already developed with surface parking, an existing city hall, television studio/City Council chamber, and two trailers that serve as city offices/meeting spaces. Site is currently terraced on two pads, with the upper street level elevation approximately 10 to 15 feet above the lower pad.

**Utilities:** Full utilities are available to the site.

**Access:** Site is accessible on three sides by Camino del Mar (east), 10<sup>th</sup> Street (south) and 11<sup>th</sup> Street (north).

**Surrounding Uses:** Site is surrounded by the Central Commercial (CC) Zone on the east, north and south and by the High Density Residential (R2) Zone on the west. The Central Commercial properties to the north and east are developed with existing commercial structures; the property to the south across 10<sup>th</sup> Street is vacant, and a hotel occupies the other property across 10<sup>th</sup> Street. The parcels in the R2 zone are developed with existing single family homes.

**Constraints:**

- The existing site is fully developed and any new development would require phasing or relocation of existing city hall functions.

- Development could have impact on adjoining residential in terms of privacy, preservation of views, noise, lighting and traffic.
- The 68,000 SF site would not be adequate for a full 40,000 – 60,000 SF of laydown/storage yards for Public Works if also developed for administrative facilities.
- Typical allowed height in the PF Zone is 26 feet; however, since this parcel is located west of Camino del Mar, height would be limited to 14 feet above the Camino del Mar street curb level.
- Operation of a fire station at the site would likely result in additional noise and traffic-related impacts to the surrounding residential area during emergencies.

**Opportunities:**

- The 68,000 SF site could support 30,000 SF or more of development and be of compatible density to the surrounding commercial development. This would adequately support the full administrative needs of the City.
- The site is developed with full utilities and already disturbed.
- The site is sloped to the west, allowing ease of under-structure parking, further optimizing site development.
- The community is familiar with this site for civic uses.
- Maintaining the governmental offices in the Village center would provide a central location with easy access.
- Site offers potential for ample public open space.
- Redevelopment of the site could activate commercial activity on the north end of Camino del Mar.
- The site has the potential to offer additional uses beyond City Hall.

## Public Works Site – 2240 Jimmy Durante Boulevard



**Location:** 2240 Jimmy Durante Boulevard

**Lot Size:** 4 city owned parcels totaling 377,360 SF (8.66 acres), portions within the San Dieguito River. An additional city-owned parcel is to the east and is partially in the river with the remainder developed with trails and native vegetation. The net area of these parcels outside of the floodway is 89,777 SF (2.06 acres).

**Zoning:** FW – Floodway (allows field and seed crops, aquaculture and mariculture operations and open recreational uses with a Floodplain Development Permit, Conditional Use Permit and Coastal Development Permit. Specifically disallows permanent structures; mobile homes; parking that does not serve one of the allowed uses; and the placement of fill. No variances are allowed.)

**Community Plan:** The Environmental Management Section of the Community Plan under “Open Space” cites areas in the San Dieguito Lagoon and Floodway, of which the public works site is included, as being declared a natural resource of regional significance in need of both preservation from development and restoration as a natural wetland. Policy I(2) further states that “land use policies established within the San Dieguito River Floodway and Lagoon Habitat should be consistent with the long-range goal of returning the entire area to the natural lagoon

condition.” Policy P(1) prohibits structures in the floodway, while Policy P(2) requires the location of proposed development in the San Dieguito River Floodplain to eliminate the need for protective construction such as flood control devices. The Community Development Section of the Community Plan under “Specific Recommendations for the Valley District” states that “the future of this area should conform to the criteria established in the Environmental Management Section of this Plan...”

**Conditions:** Site is already developed with surface parking, existing Public Works offices and garages/shop, and yard/laydown areas. Western portion is used for waste transfer. There is approximately 2 acres in the flood plain, and the remaining 6.66 acres are in the floodway.

**Utilities:** Full utilities are available to the site.

**Access:** Site is accessible only by a narrow access drive 300 feet from Jimmy Durante Boulevard. Access drive is owned by North County Transit District (NCTD) with an access easement.

**Surrounding Uses:** Site is surrounded by the North Commercial (NC) Zone to the south and east, the railroad tracks to the west (RR Zone) and the San Dieguito River and the Fairgrounds to the north. Immediately to the east, there is a small river-oriented passive park with trails. The North Commercial properties are developed with a variety of commercial/industrial facilities. The parcel immediately to the south is owned by NCTD and is referred to as the Wye property. Remnants of train tracks can be found on this property.

**Constraints:**

- The existing site is zoned Floodway and would require a zone change.
- Development would be subject to the constraints of the floodplain.
- Habitable structures would be required to be elevated above the floodplain, placing administrative offices, meeting rooms, etc. on the second floor. No basement construction could be used for habitable space.
- Concern for liquefaction, sea level rise, potential for tsunami inundation.
- Lies within the original jurisdiction limitations of the California Coastal Commission (CCC) and the CCC would be the issuing authority for any Coastal Development Permit.
- Additional required permits would include a floodplain development permit, design review permit, in addition to a rezone classification of the site from Floodway (FW) to Public Facilities (PF).
- Any structures constructed in the floodplain trigger FEMA regulations including a floodplain analysis with hydraulic models of the existing versus proposed condition of the site. Depending on the outcome,

approval from FEMA may be required in the event the analysis revises FEMA's flood map.

- Structures constructed in the floodplain will require an adequate foundation system to mitigate potential liquefaction hazards and any portion of the structure, including utilities and sanitation, in the floodplain below the base flood elevation will require flood-proofing elements incorporated into the structural and operational design.
- Since the site is within the City's Lagoon Overlay Zone, a minimum 50 to 100 foot buffer is required from the delineated extent of the wetland boundary, further reducing the site capacity. The setbacks would limit buildings to the southern boundary of the site.
- Given the site's location within the San Dieguito Floodway and Floodplain, the site has several constraints associated with hazards and development feasibility. Please reference Appendix A titled "Construction within Floodway/Floodplain," prepared by the City Engineer which highlights the key issues related to redevelopment of this site.
- In addition to the hazard and development feasibility constraints, redevelopment of the site is subject to rigid land use provisions of the Environmental Management Section of the Community Plan and the Lagoon Overlay Zone of the Del Mar Municipal Code and Local Coastal Program.
- Jurisdictions involved with approvals of a project at this location would include the Federal Emergency Management Agency, Army Corps of Engineers, California Department of Fish and Game, and the California Coastal Commission.
- Use of the site for civic facilities would require a relocation of the existing waste transfer use.
- Would be questionable as a site for an Emergency Operations Center due to its potential for inundation.

**Opportunities:**

- The 89,777 SF net site area could support up to 30,000 SF of city administrative office development, including a fire station, as well as 40,000-60,000 SF of laydown area and parking.
- The site is developed with full utilities and portions are already disturbed.
- The site is level.
- The adjacent uses are not residential uses and noise and light from Public Works or Fire would have lesser impacts.
- Open spaces could focus on the San Dieguito River and could be in the setback areas.

## The Shores Property – 225 9<sup>th</sup> Street



**Location:** 225 9<sup>th</sup> Street

**Lot Size:** 2 city owned parcels totaling 377,360 SF (5.3 acres), of which 34% or 1.8 acres is leased to the Winston School. The net area of these parcels outside of the lease area is approximately 152,000 SF (3.5 acres).

**Zoning:** PF – Public Facilities (allows civic administrative offices, parking, fire and police stations, public works, public meeting rooms, libraries, postal offices, public parks and playgrounds). There is no FAR specified in the PF Zone. All development in the PF Zone is subject to design review by the Design Review board. There are no setbacks, except that there is a minimum ten foot wide setback on those portions adjacent to residentially zoned property (southern boundary at western edge). Height is restricted to 26 feet high. For those structures that front along the west side of Camino del Mar, the height shall not exceed 14 feet above the curb level.

**Community Plan:** The Shores property is located in the South Beach District as designated in the Community Plan and is within the Public Facilities (PF) Zone. Section 30.31.010 of the Del Mar Municipal Code states that the PF Zone is “designed for publicly owned land set aside, or in use, to support public schools and governmental offices and facilities.” Examples of governmental offices and facilities allowed in the PF Zone include administrative offices, fire stations, public works buildings, public meeting

rooms or chambers, and public parking facilities. In addition to public and private schools, of which the site is currently developed, public parks and playgrounds are also permitted uses in this zone.

**Conditions:** Site is already developed with surface parking, an existing school, offices and recreational fields.

**Utilities:** Full utilities are available to the site.

**Access:** Site is accessible from 9<sup>th</sup> Street and Stratford Court.

**Surrounding Uses:** Site is bordered on the southeast by Del Mar Inn and by residential properties on the southwest. Across Stratford and 9<sup>th</sup> Street are residential properties, with commercial properties along 9<sup>th</sup> at Camino del Mar. There is one property at the corner of 9<sup>th</sup> Street and Camino del Mar that is a real estate office in the Professional Commercial (PC) Zone. East of Camino del Mar is also professional commercial properties.

**Constraints:**

- The City Council adopted Resolution 2007-35 which established the property's long term goal for open space and recreation. It specifically stated the intent was not pursuing other non-consistent uses (such as a fire station/city hall). Any change to this would require a new action by City Council.
- Given the Council Resolution, use of the site may be limited to a Town Hall component only and would require administrative offices, fire, and public works facilities at an off-site location.
- Typical allowed height in the PF Zone is 26 feet; however, since this parcel is located west of Camino del Mar, height would be limited to 14 feet above the street curb level.
- Community sentiment has been voiced to use the space for recreation.
- The Winston School lease is in effect until 2063.

**Opportunities:**

- The 152,000 SF net site area could support up to 30,000 SF of city administrative office development, including a fire station, as well as 40,000-60,000 SF of laydown area and parking. This would adequately support the full administrative needs of the City.
- The existing site is zoned Public Facilities.
- Educational uses at the Winston School could be compatible with civic uses.
- When not in use for City meetings, Town Hall could be used for community functions including a performing arts venue.
- Remaining in the Village center would promote continued public participation in City planning and administrative efforts.

## Appendix A

### **CONSTRUCTION WITHIN FLOODWAY/FLOODPLAIN**

There are two major obstacles affecting the proposed construction of City facilities within the 100-year floodway or floodplain, as delineated on the FEMA Flood Map.

#### City of Del Mar

Permanent structures are prohibited from being constructed in the 100-year floodway per the City of Del Mar Local Coastal Program. Refer to City Ordinance *Chapter 30.29 Floodway Zone*.

#### FEMA

Development within the 100-year floodplain or floodway also triggers FEMA regulations. A floodplain analysis with hydraulic models of the existing versus proposed condition must be performed in order to quantify the effect of the project on the base flood elevations (BFE) upstream and downstream of the site.

If the Floodplain Analysis shows any increase in BFE caused by the project, the City will have to receive FEMA approval to revise the Flood Map. Prior to construction, the City will submit a Conditional Letter of Map Revision (CLOMR). FEMA has 60 days to review the CLOMR and notify the City as to the adequacy of the submittal. Our experience is that comments are made on the CLOMR and additional information is requested. This time period lasts approximately six months. Once deemed adequate, FEMA has 90 days to provide the final determination response to the CLOMR. The CLOMR submittal fee paid to FEMA is \$4,400.

Once construction is complete, the City will submit the Letter of Map Revision (LOMR) to FEMA. This is the process by which FEMA adopts the annotated floodway/floodplain and issues a new Flood Map for the area. The review period is the same as the CLOMR, as described above. The LOMR submittal fee paid to FEMA is \$5,000. In addition, elevation certificates for the new structures must be provided to FEMA.

The total design fees for the floodplain analysis, CLOMR, LOMR, and elevation certificates are approximately \$50,000. This does not include the development of proposed site plan or construction plans; or conducting topographic survey of the existing condition.



# ATTACHMENT B – Preliminary Site Evaluation

Ranking: 0 = low benefit/high impact...3 = high benefit/low impact

City Facilities Evaluation Criteria	1050 CDM	Public Works	Shores
<b>I. Community Values</b>			
Accommodate ease of access and convenience to the community	3	1	3
Promote additional community activity and interest	3	1	3
Provide public gathering space, indoor or outdoor	3	3	3
Include the potential for revenue generating uses	3	1	1
Confirm that development costs are commensurate with the value of the community	Not yet determined	Not yet determined	Not yet determined
Reinforce the surrounding community character	3	1	2
Avoid adverse environmental impacts	2	0	2
Limits community impacts during construction	1	3	1
Longevity of the structure and site improvements	3	3	3
<b>II. Operational</b>			
Estimate cost-benefit value - short term (5 year)	Not yet determined	Not yet determined	Not yet determined
Estimate cost-benefit value – long term (30+ years)	Not yet determined	Not yet determined	Not yet determined
Promote operational efficiencies for city employees	2	3	1
Provide connections between departments	2	3	1
Support increased energy efficiencies	3	3	3
<b>III. Regulatory</b>			
Streamline regulatory requirements, reviews, entitlements, and associated costs	3	1	2
Meets zoning or deed restrictions	3	0	1
Feasibility of development considering applicable standards (e.g., buffers, setbacks, FAR, etc.)	3	1	2
Exposure to natural hazards	3	0	3
<b>TOTAL</b>	<b>40</b>	<b>24</b>	<b>31</b>