



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: December 9, 2013

SUBJECT: City Hall/Civic Center Planning Workshop (December 2, 2013) Discussion

REQUESTED ACTION/RECOMMENDATION:

Staff recommends that the City Council receive the summary of the City Hall/Civic Center Planning Workshop held on December 2, 2013 and provide direction to staff on the recommended next steps.

DISCUSSION/ANALYSIS:

On December 2, 2013, the City Council conducted a community workshop to discuss four key questions that City Council is considering as it plans for new civic facilities:

- 1) What uses should be part of a city hall/civic center?
- 2) Where should a city hall/civic center be located?
- 3) How should it be financed?
- 4) How should it be implemented?

A summary of the presentation and questions to the community is in Attachment A.

At six tables, the approximately forty attendees discussed and prioritized the four topic areas in an attempt to find consensus. Each table then presented their feedback to the larger group; the summaries of which are included in Attachment B. While opinions were varied for each topic, there was clear direction by those in attendance to move forward with a city hall/civic center project. Staff observed the following preferences:

1. Makeup of the civic center, what uses should be part of a civic space?
All six tables identified city administrative functions (office space) as the highest priority. Five of the six tables identified a Town Hall/Community forum/Council Chambers as a strong priority, tied with or second to the administrative offices. In addition, tables identified the desire to have public parking, open spaces/plazas, and conference or meeting spaces, although not the highest priority.

City Council Action:

2. Where is the best location for a Civic Center?

All six tables identified 1050 Camino del Mar as their first (or tied for first) choice as a location for city hall/civic center. Five of the tables identified a private office building in downtown in the vicinity of 9th Street and Camino del Mar as their second (or tied for first) choice. Three of the tables ranked the Shores property as their last choice due to the restrictions for recreation and three of the tables ranked the Public Works Yard as their last choice due to the environmental and regulatory constraints. An office building in the North Commercial district ranked in the middle, neither desired nor eliminated.

3. What is the best option to finance a Civic Center?

There were fewer consensuses amongst the tables on how best to finance a civic center. All tables ranked the "Pay Go" (or cash financing) method as the least desirable method of finance. Four of the six tables felt that a public private partnership had high potential but there were concerns about the disposition of public land. Five of the six tables ranked bond financing as either first or second choices depending on the ability of the city to make the payments. Three of the six tables thought that selling an asset to raise all or part of the funds was a strong priority.

4. What is the best method to implement the Civic Center?

The only consensus that was voiced on implementation was the desire to be expedient and move forward. Many teams felt that the location and the particulars for financing should be determined prior to any method of implementation. Once those decisions are made, then the City should identify the most expedient implementation strategy to pursue, whether that requires the use of an offsite space under a short-term lease or installation of temporary facilities on City property.

Based upon these workshop results, staff is recommending the following steps for implementation and is requesting Council's affirmation and direction.

Next Steps:

1. *Community Survey:* A community survey can be used to expand the outreach beyond those that attended the workshop and reaffirm the priorities derived from the workshop. A sample survey is shown in Attachment C. The sample survey uses the top responses from the results of the workshop, and asks participants to agree or disagree with the consensus to date. Staff is requesting that Council provide input into these potential survey questions.

This survey is proposed to be distributed to all members of the community (residents, property owners and business owners) as indicative of the various users of city administrative services, rather than limited to only registered voters. Staff

proposes an online survey, as it is the least expensive to administer and the fastest to turn around for responses. A notice would be mailed to recipients with directions and the survey could be linked through the City's website. For those without Internet access, a hard-copy could be provided upon request. An online survey and postcard noticing would cost approximately \$3,000-\$5,000. The survey will be distributed within 30 days and the outcomes would be presented to City Council in February.

2. *Financing Tasks:* Based upon workshop preferences, three financing methods were considered acceptable, either independently or in conjunction with each other:
 - a) bond financing;
 - b) the assessment of non-essential city assets for potential sale; and
 - c) Public-private partnership options.

Based upon these priorities, staff will initiate the following financing tasks:

- a) *Bond Financing:* The Finance Committee is currently validating the amount that the city can bond. Based upon the Committee and Council's direction, staff will then develop a recommended program, including the selection of the amount and structure of the debt instrument. Staff will return to City Council with information for discussions, reviews and decisions in February.
 - b) *City Assets:* Staff is recommending that the Finance Committee look at an assessment of all non-essential city assets for sales potential. This would entail a review of assets that could potentially be sold, followed by an appraisal of the highest priority assets for their highest and best use to assess value. Staff will return to with the assessment and Finance Committee's recommendation in March/April.
 - c) *Public-Private Partnership:* A Public-Private Partnership, commonly called P3, is the third method of potential financing all or part of any project. Staff, along with consultant resources, will do an assessment of the previously recommended partnership scenarios, new ideas brought forward from Council and provide a framework for additional partnership opportunities and their relative value to the city for review and discussion in March/April.
3. *Planning and Programming Tasks:* During the survey and financing tasks, additional planning and programming tasks will be undertaken to further refine the decisions and staff will return to City Council for discussion and direction on the following items:
 - a) An independent evaluation of the program (approximately \$3,000) will be undertaken by a consultant who specializes in civic center work in order to refine the space needs.
 - b) Determination of a planning program for the high priority uses identified at the community workshop, including public parking, plaza, and community meeting rooms.

- c) Further discussion on the use and a location for a Town Hall will be conducted to better refine the program.
- d) Construction cost estimates will be refined using industry standards and recent comparable civic construction costs.
- e) Due diligence will be initiated for the potential private office buildings located in the 9th Street/Camino del Mar area, including an assessment of short and long term maintenance needs, building conditions, potential tenant improvements and terms.

FISCAL IMPACT:

The facility planning survey and programming is within the adopted Capital Improvement Program budget (CIP#FA01) for Fiscal Year 2013-2014 which includes \$60,000 for Public Facilities master planning related services. 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. 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. On September 3, 2013 the City Council directed staff to pursue the redevelopment of 1050 Camino del Mar or a privately held office building for new City administrative offices and to conduct a community workshop. On December 2, 2013, City Council held that workshop.

ATTACHMENTS:

- Attachment A – December 2, 2013 Council Workshop Presentation
- Attachment B – Workshop Table Reports
- Attachment C – Sample Survey

City Facilities Planning Workshop

{ December 2, 2013
DeI Mar City Council

Workshop Objectives

1. Gather Community Input
2. Key Decisions Before City Council
 - Makeup of Civic Space (what)
 - Location of City Facilities (where)
 - Financial Alternatives (how to pay)
 - Implementation (when, in what order)
3. From perspective of **what does Del Mar want?**
4. Start the community dialogue.

AGENDA

- Welcome / Workshop Goals
- Facility Planning Steps Accomplished
Summary of Site Capacities
- Makeup of Civic Space
Table Top Discussion
- Locations
Table Top Discussion
- How To Pay?
Table Top Discussion
- Implementation
Table Top Discussion
- Tables Report Back
- Council Discussion, Direction

Assignment

Discuss topic.

Seek input from everyone at table.

Come to consensus ...

General agreement with what majority of people can live with as best alternative or ranking.

Post of flipchart paper.

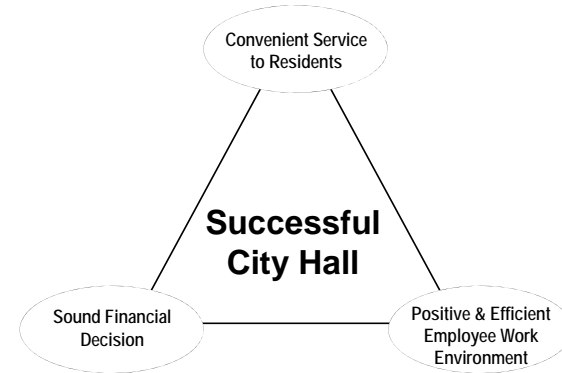
Spokesperson report out to workshop.

Roles

Participant..... ask questions, voice your input / thoughts, think of what is best for Del Mar.

Staff At Each Table to answer questions, encourage discussion.

Councilmembers to listen, and roam from table to table.



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Facilities Planning Process

Establish Process & Assessment Criteria

June 17 & July 1



Dec. 2, 2013



Next Steps

Dec. 9, 2013

Preliminary Program Assessment

by Department

July 15, 2013

Preferred Locations

1050 CDM & Private Office Bldgs.

Sept. 3, 2013

Existing Facility Review

1. City Hall Admin
2. Public Works
3. Community Services
4. Fire
5. Council Chambers

July 15, 2013

Site Assessments

1. 1050 CDM City Hall
2. Public Works Yard
3. Shores
4. Private Office Buildings

Prioritize Needs

1st: City Hall Admin Office Replacement

July 15, 2013

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Current City Hall Challenges



- Long-term deferred major maintenance
- Needs replacement of roof, sewer line, windows, energy efficiencies, etc.

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Current City Hall Challenges



- Needs tenant improvements – carpet, workspace, storage
- Deficient in conference rooms, restrooms, offices



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City Facility Needs

- Council prioritized replacing City Hall as top priority
- Review of previous studies space allocations.
- Assessment of current conditions/operations
- Comparison to other administrative offices

Departments	FY 2012-2013 City Employees Full Time/Part Time	Current Facility Size	Preliminary Space Needs
City Hall: City Manager, Clerk/IT, Finance, Planning, Safety	20 FT/5 PT	9,256+ SF	10,500-11,000 SF*
Town Hall/Council Chambers/TV Studios		2,636 SF	3,500 – 4,500 SF
TOTAL		11,892 SF	14,000 SF-15,500 SF

* assumes no on-site Building Department, City Engineer, Police, City Attorney

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Community Uses

In addition to city administrative offices, should other uses be provided?

- Public Parking
- Community Meeting Rooms
- Plaza and/or Open Space
- Farmers Market space
- Community Center
- Other?



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Topic #1

What Makes up Civic Space?

1. **What does Del Mar want** to see at a new civic center?
2. Discuss in your group.
3. List the most important uses, in priority order on the flipchart

Group Discussion 12

Topic #2 Location Assessment

{ Where should City Hall
Offices be?

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City Hall Site

1050 CDM

- 68,000 SF Site (1.5 acres)
- Zoned Public Facilities (PF)
 - No FAR
 - 26 foot height limit, 14 foot along Camino del Mar
 - 10 foot setback at residential
- Subject to Design Review
- Could develop >30,000 SF.
- Could be both public and private uses

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**Opportunities &
Constraints**

1050 CDM

- Could adequately support City Hall, Council Chambers, parking, plaza.
- Site has potential for other uses (residential, commercial, visitor-serving)
- Would keep City Hall in Village Center.
- Redevelopment could activate Village.
- Potential impact to adjoining residential – views, noise, lighting, traffic.
- Other uses (Fire Station or Public Works Yard) could be incongruous with adjacent residential

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Public Works Yard

**2240 Jimmy
Durante Blvd.**

- Multiple parcels in City ownership, including area to the west abutting NCTD right-of-way and portions in the river.
- Net ±89,777 SF (2 ac.) outside Floodway
- Zoned Floodway (FW), Lagoon Overlay
 - No permanent structures
- Access is through NCTD easement

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Opportunities

2240 Jimmy Durante Blvd.

- Site large enough to support all civic office functions, including fire station, Public Works Yard, and parking.
- Level site with existing utilities.
- Adjacent uses are commercial; noise and light impacts would be lessened.
- Open spaces could focus on river.

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Constraints

2240 Jimmy Durante Blvd.

- Zoning (FW) does not allow buildings.
- Within “Original Jurisdiction” of Coastal Commission – permit authority
- Any development subject to constraints of floodplain.
- Potential impact from sea level rise, tsunami and/or liquefaction.
- Premium construction costs.
- Traffic impacts during fair and races.

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Shores

225 9th St.

- 5.3 acre site (1.8 acres leased to Winston School) – 152,000 SF net site area.
- Existing civic/school buildings & recreation.
- Zoned Public Facilities
 - No FAR
 - 26 foot height limit, 14 foot along Camino del Mar
 - 10 foot setback at residential
- Could accommodate >30,000 SF of development.


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Opportunities & Constraints

225 9th St.

- Site large enough to support all civic uses.
- Could promote shared uses with Winston School.
- Town Hall could be performance/community venue.
- Maintains City Hall in Village Center.
- Council Resolution 2007-35: establishes long term goal for open space and recreation; intent to not pursue non-consistent uses (fire station/city hall)
- Winston School lease in effect until 2063
- May only be appropriate for Town Hall/Council meeting room

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Office Properties

Private Properties

- North Commercial Office Buildings
- Camino Del Mar/9th Street Office Buildings
- Office buildings already constructed, "move-in" ready
- Property could be leased or purchased
- Varied ability to accommodate program

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Opportunities & Constraints

Private Properties

- North Commercial Office Buildings
 - Large, available spaces with parking
 - +40-year old buildings outside downtown
- Camino del Mar/9th St. Office Buildings
 - Spaces would accommodate city administrative offices only
 - Maintains City Hall in Downtown
 - +30-year old buildings

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Topic #2 Where?

1. Discuss in your group
2. What is the best location for Del Mar?
3. List your preferred locations in priority order on a flipchart
4. Why was your first choice selected?

Group Discussion 23

Estimated Costs

1. Building New City Administrative Offices (*assume 11,000 SF*)
 - ±\$8 Million construction cost (±\$725/SF)
 - ±\$520,000 annual bond payment
2. Buying an Existing Office Building
 - ±\$450 - \$650/SF (±\$5-\$7M for 11,000 SF)
 - ±\$340,000 - \$475,000 annual bond payment
3. Leasing an Existing Office Building
 - ±\$2.50 - \$3.25/SF per month
 - ±\$330,000 - \$430,000/year + escalation

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Lease Option

- Why lease?
 - Short term: need time for decision process, construction or need existing facility/land
 - Long term: perceived economic benefit
- After 5 – 10 years: projected lease payment is greater than projected bond/finance fixed payment.

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4 Options for Financing

(Build or Buy)

1. “Pay as You Go” using cash reserves:
 - 10-11 years to create reserves of ±\$8M
 - 2025 = construction cost escalation
2. Sell or develop an asset to raise cash
 - Precedence: Balboa Lot to fund Shores
 - Current site at 1050 CDM estimated at ±\$7 - \$8M (assumes \$100-\$120/SF)

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Options for Financing, cont.

(Build or Buy)

3. Finance/Bond
 - Similar to a loan
4. Enter into a public private partnership
 - Developer invests upfront capital for long term return on investment
 - No borrowing by City; similar to selling or leasing all or part.

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Topic #3

How to Pay?

1. Discuss in your group the finance options
2. Which option is best for Del Mar?
3. List the options your group prefers, in priority order, on the flip chart

Group Discussion 28

Ways to Implement

1. Move into existing space = quickest to implement (6 – 12 months).
2. Build Facility/Move in (one-step)
 - Community input, architectural design, approvals (12 - 18 months)
 - Construction (18 - 24 months)
3. Two-step: Move to interim location, decide direction, build/buy/lease, move to permanent location.

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Topic #4

How to Implement?

Discuss in your group:

1. Which method of implementation is best for Del Mar.
2. List best alternative on flipchart.
3. Report out to workshop.

Group Discussion 30

Reports from Table Top Discussions

Table #1

Topic #1: What Makes Up a Civic Space? What does Del Mar want to see at a new Civic Center? List the most important uses in priority order.

- 1) Centralized civic functions
- 2) Open Space/Plaza and Parking
- 3) Cultural conference center; meeting rooms for different size groups; residential component to offset costs
- 4) Green building

Topic #2: Where is the best location for Del Mar's Civic Center? List the preferred locations in priority order and state why the first choice was selected.

- 1) Tied:
 - a) 1050 CDM (current site)
 - b) Move in ready private property
- 2) Shores School
- 3) Public Works Yard

Topic #3: How to Pay? Which is the best option to finance a Civic Center? List the options in priority order.

- 1) Tied:
 - a) Sell other Properties (other than 1050 CDM)
 - b) Public-Private Partnership
- 2) Financial bond
- 3) Pay As You Go

Topic #4: How to Implement? Which method of implementation is best for Del Mar?

- 1) Move into existing space
- 2) Two – step: move to interim location while building, then move to permanent location.
- 3) One-step: Build Facility, move in.

Reports from Table Top Discussions

Table #2

Topic #1: What Makes Up a Civic Space? What does Del Mar want to see at a new Civic Center? List the most important uses in priority order.

1. City functions/office space: The table felt the most important use in a Civic Center would be to house City functions/office space. They felt the office space should be designed with open floor plans to allow the space to be inviting for residents.
2. Multi-use space/Council Chamber: The Council Chamber should be flexible so that the space can be used for multiple purposes.
3. Community gathering space, social areas: The table felt the Civic Center should include open space areas for social gatherings.
4. Parking: The table felt adequate parking facilities was important.
5. Space for non-profits, like DMF DMCC, DMHS, Alvarado House: The Civic Center should include office space for non-profits.
6. Emergency Operations Center (EOC): The Civic Center should include a properly equipped Emergency Operations Center.

Topic #2: Where is the best location for Del Mar's Civic Center? List the preferred locations in priority order and state why the first choice was selected.

The table did not come to a consensus on the location. Therefore, they divided the preferences into two categories:

1. Village area: If the Civic Center were to be located in the Village area, then the preferred location would be 1050 Camino del Mar. The table was concerned about the Shores property, noting that it would be "taboo," to house a Civic Center on the property given the long-term vision for open space. The third option would be existing office space in the Village.
2. Outside of the Village area: If the Civic Center were to be located outside the Village area, then the preferred option would be the North Commercial area, specifically the South Fair building. If this building was unavailable, then the last option would be the Public Works Yard.

Topic #3: How to Pay? Which is the best option to finance a Civic Center? List the options in priority order.

The table agreed that it is better for the City to own rather than lease a property for the Civic Center. The table felt the City shouldn't be a landlord, so they felt the idea of the City developing the project would not be the best option. The table liked the idea of a public-private partnership, but they didn't have examples of the City doing this type of

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December 2, 2013

Reports from Table Top Discussions

project. The table was not against a bond, but they didn't want the bond payments to spread the City's budget too thin.

Topic #4: How to Implement? Which method of implementation is best for Del Mar?

The table agreed that if the current City Hall site is chosen for the Civic Center, then a two-step process would be better. The table thought the Shores property could be used as a temporary site while the Civic Center was being constructed.

If the current City Hall site is not selected, then the table agreed that the existing City Hall should be retained until a new facility is completed.

Reports from Table Top Discussions

Table # 3

Topic #1: What Makes Up a Civic Space? What does Del Mar want to see at a new Civic Center? List the most important uses in priority order.

1. 21st Century Administrative Offices
2. Multi-purpose "Town Hall"

The highest priority was to provide 21st Century administrative offices for City staff. The second highest priority was to provide a multi-purpose "Town Hall" to hold community meetings along with other City and community functions. The table did not have time to consider other uses such as parking, farmers market, public plaza, etc...

Topic #2: Where is the best location for Del Mar's Civic Center? List the preferred locations in priority order and state why the first choice was selected.

1. 1050 Camino del Mar
 2. "Central Commercial" (9th Street and CDM)
 3. Public Works Yard
 4. North Commercial (Claus' Barn; industrial lot on the northeast corner of Jimmy Durante Blvd and San Dieguito Rd.)
- *Shores Property taken off the list entirely

By consensus, the group agreed that a central location in the commercial area was the preferred location. The priority of locations discussed was 1050 Camino del Mar as the top priority, followed by the existing private office spaces at 9th Street, followed by the Public Works yard, and lastly the North Commercial area (specifically the old Claus' Barn). By consensus, the group took the Shores property completely off the list of possible locations. Most table members noted the importance of keeping administrative offices and a multi-purpose Town Hall together at 1050 Camino del Mar since the City owns the centrally located property.

Topic #3: How to Pay? Which is the best option to finance a Civic Center? List the options in priority order.

1. Sell existing assets
2. Public/Private/Public Partnership
3. Bond
4. Pay As You Go

Highest priority for financing was to sell existing assets. Members of the group also noted a potential public/private/public partnership, which would include two or more public entities working along with a private and sharing some of the multi-purpose Town Hall space. The group also noted that \$725 per square-foot calculation seemed high.

Reports from Table Top Discussions

Topic #4: How to Implement? Which method of implementation is best for Del Mar?

1. One-step
2. Move to existing
3. Two-step

The highest priority for methods of implementation was a one-step method, in which the administrative offices were kept at the 1050 site while new facilities were constructed on a different portion of the lot. The group also considered moving to an existing office space if building a new facility at 1050 was not possible.

Reports from Table Top Discussions

Table #4: Jim, Alice, Larry, Martha, Claire, Kathy, Greg

Topic #1: What Makes Up a Civic Space? What does Del Mar want to see at a new Civic Center? List the most important uses in priority order.

City should pursue a phased approach:

Phase I (Essential items):

1. City administration offices
2. Council chambers that functions as a multi-purpose space (min. 200 occupancy); Council chambers should be located on the same parcel with the administration offices
3. Public parking (need to create more than adequate parking)

Phase II ("Dream" items):

1. Community rooms
2. Open space

Topic #2: Where is the best location for Del Mar's Civic Center? List the preferred locations in priority order and state why the first choice was selected.

1. 1050 CDM
2. Downtown-private (other options, such as private property purchase)
3. Shores
4. North Commercial
5. Public Works Yard

Factors for ranking:

- a. Must be a central location
- b. Must own versus leasing
- c. Must not sell essential City-owned property (non-essential possible)
- d. Public Works Yard has too many challenges; should avoid all together
- e. Respect City's direction for Shores property (no City administration offices)

Topic #3: How to Pay? Which is the best option to finance a Civic Center? List the options in priority order.

1. Finance/bond
2. Public/private partnership
3. Sell assets (only small, non-essential assets)
4. Pay/Go

Reports from Table Top Discussions

Factors for ranking:

- a. Should take advantage of low interest rates (bonds)
- b. Should pursue an expedited means of financing (bonds)
- c. For public/private component, only open to a ground lease as a source of revenue where City maintains underlying ownership
- d. Must not sell major, essential assets

Topic #4: How to Implement? Which method of implementation is best for Del Mar?

The group dismissed the three options and provided a fourth option:

1. City must decide first how to move forward. The decision includes selecting a site (1050 CDM), purpose (phased approach), own vs. lease, and financing (bonds with possible public-private ground lease).
2. Once a decision is made, the implementation strategy would be figured out.

Reports from Table Top Discussions

Table #5


Topic #1: What Makes Up a Civic Space? What does Del Mar want to see at a new Civic Center? List the most important uses in priority order.

A civic space should include a space for administrative offices and a community forum. Del Mar Civic Center should include:

- 1) City Hall should make a statement of the values of the community – the place where we do business should be a statement of our values and should reflect who and what we are, reflecting the consensus of the community.
- 2) a place for the community to participate in government because we are a participative community
- 3) a decent workspace for staff
- 4) a flexible space that can not only be used for City administrative needs also for community purposes

There is one single priority - City administrative offices with community participation area.

Topic #2: Where is the best location for Del Mar's Civic Center? List the preferred locations in priority order and state why the first choice was selected.

- 
- 1 – Downtown (private)
 - 2 - 1050 CDM – judged about equal with downtown because of mixed-use development potential
 - 3 - North Commercial – could be used to incorporate the Public Works property and remove it from the floodplain
 - 4 – Public Works – no because of global warming and increased flood potential
 - 5 – Shores

Topic #3: How to Pay? Which is the best option to finance a Civic Center? List the options in priority order.

1. Financing “Triad” was identified, all of which occur together:
 - A) long-term financing to take advantage of attractive interest rates
 - B) cash out some assets – but watch timing so that the buyers of the residential component of the City Hall site do not protest the subsequent development
 - C) lease property while developing but do not move to short-term property until we have a viable project
2. PAYGO was not supported, and therefore was the lowest priority.

Reports from Table Top Discussions

Table 5 - Continued

Topic #4: How to Implement? Which method of implementation is best for Del Mar?

Two-step process with exceptions.

High priority to put staff into an adequate space, but to prevent the process from getting bogged down, we do not encourage moving somewhere and then making all the decisions after that.

- 1) Advance the mixed-use plan and financing plan before committing to finding a place to move staff to.
- 2) Then lease temporary leased space for staff and facilities while building the new facilities - want to ensure that the whole project is approved and agreed to by the community, and clearly spelled out before we start leasing additional space for staff.

If a commercial property is a viable space to develop a city hall, then let's explore this further.

Reports from Table Top Discussions

Table #6

Topic #1: What Makes Up a Civic Space? What does Del Mar want to see at a new Civic Center? List the most important uses in priority order.

1. City admin office (with high-tech capabilities) with Council Chambers
2. Public Parking
3. Meeting Space(s) for community/non-profit groups
4. Multi-Use Public Plaza
5. Flexible Building design to allow for different uses of building space

Topic #2: Where is the best location for Del Mar's Civic Center? List the preferred locations in priority order and state why the first choice was selected.

1. City Hall Site (1050 CDM)
2. 9th Street – private building for City offices and Shores Property – multi-use public space

*Worst option: Public Works

Topic #3: How to Pay? Which is the best option to finance a Civic Center? List the options in priority order.

1. Public/private:
 - a. City retains ownership
 - b. Commercial-community serving and/or housing

*Worst options: long-term use and pay as you go

Topic #4: How to Implement? Which method of implementation is best for Del Mar?

1. Quickest path
2. Move only if you need to during construction

Considerations:

- Don't do an interim move to temporary facilities before deciding on the long-term plan
- Deciding where we are building will determine implementation

City Hall/Civic Center Planning Survey

Survey Introduction

On December 2, 2013, the City Council held a City Facilities Planning Workshop. The purpose of this survey is to receive additional feedback about the future of a City Hall/Civic Center facility, based on the outcome of the workshop. A copy of the Workshop presentation and supporting materials that gives further background to these questions is available on the City's website.

Please allocate 15-30 minutes to complete the survey. We look forward to your input!

Please note that all background information is available [on the City's website](#).

Contact Information

* 1. Contact Information

Name:

Address:

Address 2:

City/Town:

State:

ZIP:

Email Address:

Phone Number:

Introduction

The Del Mar City Council is looking to gather input on key decisions that they need to make regarding future civic facilities. The City Council is interested in your opinion regarding:

- a. What makes up a civic space? What uses do you want to see there?
- b. Where do you want the civic center located?
- c. How should the City pay for a new civic center?
- d. How best to deliver the project?

Section I: What Makes up a Civic Center?

During the workshop, the City solicited feedback on what uses should be in a civic space. While there is a need for city administrative offices, participants were asked about whether other uses should be provided, such as public parking, community meeting rooms, plaza and/or open space, Farmers Market space, and/or community center.

City Hall/Civic Center Planning Survey

2. At the workshop, the participants agreed that the top main functions in a City Hall/Civic Center should be City administrative facilities, multi-use space, public meeting areas, and parking. Do you agree these uses should be a top priority?

- Yes
- No
- No preference

Section I: What Makes up a Civic Center?

3. If you answered no to the previous question, please rank these priority functions in order of your preference (with 1 being your highest priority).

<input type="text"/>	City administrative functions
<input type="text"/>	Multi-use space
<input type="text"/>	Public meeting areas
<input type="text"/>	Parking

Section I: What Makes up a Civic Center?

4. Are there any other uses that the City Council should consider as a top priority for a City Hall/Civic Center?

5. Are there other "wish list" uses that you think the City should consider?

Section II: Location Assessment

At the workshop, the tables discussed the various potential locations for a City Hall/Civic Center. Staff presented five options for potential locations, three on public property and two on private property. Each had opportunities and constraints that needed to be weighed.

City Hall/Civic Center Planning Survey

Existing City Hall site (1050 Camino del Mar): The existing City Hall site is 68,000 square feet (1.5 acres) and zoned for Public Facilities. Since the property is zoned for Public Facilities, there is no floor area ratio requirement. However, there is a 26 foot height limit and a 14-foot height limit along Camino del Mar, and a 10 foot setback along residential properties. Improvements to the site would be subject to Design Review approval. The site could be developed to accommodate a facility up to 30,000 square feet that could consist of both public and private uses.

Opportunities for City Hall site: The existing City Hall site could adequately support a new City Hall facility, Council Chamber, parking, other administrative offices, as well as open space/plaza. And redevelopment of the City Hall site could activate commercial activity given its proximity to the village core, especially if public parking were included.

Constraints for City Hall site: There are potential impacts to adjoining residential properties, such as views, noise, lighting, and traffic. Also, the 14-foot height limit will limit development. Finally, additional uses such as inclusion of a Fire Station or Public Works Yard could be incongruous with adjacent residential properties.

Public Works Yard (2240 Jimmy Durante Blvd.): The Public Works Yard consists of multiple parcels that are all owned by the City of Del Mar, including the area to the west that abuts the North County Transit District (NCTD) right-of-way and portions along the river. The net size of the property is 89,777 square feet that is outside the floodway. The property is zoned Floodway (FW), Lagoon Overlay, which restricts the ability to install permanent structures. And access to the site is through an NCTD easement.

Opportunities for Public Works site: The site is large enough to support all civic office functions, including a Fire Station, Public Works Yard, and parking. The site is level with existing utilities. And adjacent uses are commercial which would lessen noise and light impacts. Additionally open spaces could focus on the river.

Constraints for Public Works site: The current zoning (Floodway) does not allow permanent buildings, therefore any development would be subject to constraints of the floodplain (elevating habitable structures above floodplain and accommodating FEMA restrictions). There are also potential impacts from sea level rise, tsunami and/or liquefaction. And the property is within the "Original Jurisdiction" of the California Coastal Commission, which means the Coastal Commission has permit authority over improvements. The site would also likely require premium construction costs.

Shores (225 9th Street): This site is 5.3 acres (1.8 acres of the site is leased to the Winston School) with 152,000 square feet of net site area. The site has existing civic/school buildings and recreation facilities. Since the property is zoned for Public Facilities, there is no floor area ratio requirement. Similar to the existing City Hall site, there is a 26-foot height limit and a 14-foot height limit along Camino del Mar, and a 10 foot setback along residential properties. Improvements to the site would be subject to Design Review approval. The site could be developed to accommodate a facility up to 30,000 square feet.

Opportunities for Shores site: This site is large enough to support all civic office functions, including a Fire Station, Public Works Yard, and parking. The site is already zoned for Public Facilities. With the shared uses of Winston School, the Town Hall could be a performance/community venue. And this site maintains City Hall in the Village Center.

Constraints for Shores site: In 2007, the City Council adopted Resolution 2007-35 that established a long term goal for open space and recreation. The intent is to not pursue other non-consistent uses (such as a Fire Station/City Hall). The Winston School Lease is in effect until 2063 which limits the use of the full site. And, there is a 14-foot height limit along Camino del Mar which may only be appropriate for a Town Hall/Council meeting room.

Private properties - North Commercial Office Buildings: The benefit of utilizing private properties is that the office buildings are already constructed and move-in ready. The property could be leased or purchased, however there may be varied ability to accommodate the program.

Opportunities and constraints: Private office buildings may have large, available spaces, and parking. Many of the office buildings in the North Commercial area are 40+ year old and are outside of downtown.

Private properties - Camino del Mar/9th Street Office Buildings: The benefit of utilizing private properties is that the office buildings are already constructed and move-in ready. The property could be leased or purchased, however there may be varied ability to accommodate the program.

Opportunities and constraints: The office buildings along Camino del Mar/9th Street would accommodate only city administrative offices, parking, maintains City Hall in downtown, and facilities are 30+ year old buildings.

The majority of participants agreed that the Civic Center should remain in the village core or downtown Del Mar (area around 9th and Camino del Mar). The options for locations in the village core would be development of the existing City Hall site (1050 Camino del Mar) or an existing commercial property in the area around 9th and Camino del Mar.

City Hall/Civic Center Planning Survey

6. Do you agree that it is important to retain the Civic Center in the village core?

- Yes
- No
- No preference

Section II: Location Assessment

7. If you answered no to the previous question, then please rank your preferences for a location for a City Hall/Civic Center (with 1 being your most preferred option).

<input type="text"/>	Existing City Hall site
<input type="text"/>	Public Works Yard
<input type="text"/>	Shores
<input type="text"/>	Private properties: North Commercial Office Buildings
<input type="text"/>	Private properties: Camino del Mar/9th Street Office Buildings

Section II: Location Assessment

8. If City Hall is built at the current site (1050 Camino del Mar), where would you prefer the Town Hall be located?

- 1050 Camino del Mar (with City Hall administrative offices)
- Shores property
- No preference
- Other (please specify)

9. Do you have any additional comments or other preferred sites for the location of a City Hall/Civic Center facility?

Section III: Financial Aspects

The workshop participants agreed upon a number of potential financing options. The City identified a number of potential financing options for construction, purchase, or leasing of a Civic Center/City Hall.

City Hall/Civic Center Planning Survey

There were several potential options for financing:

1. **“Pay as You Go” using cash reserves:** This would require the City to save money for the full cost of the project. Assuming the City constructs a new City Hall, it would take 10-11 years to create reserves of \$8 million for the project. This would mean construction of the facility would begin in 2025. The delay in constructing the facility would impact the total project cost because construction costs would continue to rise.
2. **Sell an asset to raise cash:** This would allow the City to have additional revenue generating opportunities by leasing or selling an existing under-utilized asset. This was previously authorized by the City through the Balboa Lot to fund the Shores. The current City Hall site at 1050 Camino del Mar has an estimated value of \$7-8 million (assumes \$100-\$120 per square foot).
3. **Finance/Bond:** This is similar to a loan. It is estimated that financing \$8 million would be \$440,000 per year over 30 years.
4. **Enter into public private partnership:** This scenario would require a developer to invest upfront capital for a long term return on the investment. This would not require any borrowing by the City. It is similar to selling or leasing all or part of the property.

The most preferred option was to utilize proceeds from a loan or bond to pay for the development of the Civic Center or enter into a public private partnership for development of the site. The least preferred option was to use the “pay as we go,” financing method due to the lengthy timeline.

10. Do you agree the most preferred options should be to utilize proceeds from a loan or bond to pay for the development of the Civic Center, enter into a public private partnership for development of the site, and/or sell non-essential assets?

- Yes
- No
- No preference

11. Do you have any other comments about financing a City Hall/Civic Center facility?

Section IV: Implementation

The last section asked the workshop participants how the City should implement the proposed options for a Civic Center/City Hall. The estimated timeframes for each option were described as follows:

1. **Move into existing space:** This is the quickest option to implement. Less than a year after the decision is made, the City administrative offices could be relocated.
2. **Build facility then move-in (one-step):** The timing of this option could occur approximately three years after a decision is made. This would require community input, approvals, architectural design, and construction.
3. **Two-step:** This option would require City administrative offices to move to an interim location, determine the scope of a new facility, build/buy/lease, then move to the permanent location.

There was consensus among the participants that the City should be deliberate about the implementation. The City should complete all planning of the facility before moving staff to a temporary facility, and only move to a temporary facility if necessary and cost effective.

City Hall/Civic Center Planning Survey

12. Do you agree that the City should complete all planning of the facility before moving staff to a temporary facility, and only move to a temporary facility if necessary and cost effective?

- Yes
- No
- No preference

13. Do you have any additional comments about the implementation of a new City Hall/Civic Center?

Suggestions/Comments

14. Any other comments or suggestions about a City Hall/Civic Center?

Thank you for your input!

Thank you for your input for the City Hall facilities planning. This information will be used for the City Council discussion at upcoming City Council meetings.

Please visit the City's website for future discussions and information about the planning for a new civic center/city hall.