



# City of Del Mar Staff Report



TO: Honorable City Council Members

FROM: Councilmember Terry Sinnott  
Councilmember Al Corti  
Prepared by Kathleen A. Garcia, Planning and Community Development  
Director

DATE: March 17, 2014

SUBJECT: Consideration of Whether to Direct Staff to Fully Document Council's  
Decision To Set Aside Alternative Sites for a new City Hall and/or the  
Rehabilitation of the Existing City Hall

## REQUESTED ACTION/RECOMMENDATION:

Direct the City Manager to return with a Decision Matrix and discussion, comparing and evaluating the publicly-held and privately-owned sites considered for a new City Hall as well as completing the cost estimating for the rehabilitation of the existing City Hall structure.

## DISCUSSION/ANALYSIS:

On July 1, 2013, City Council adopted a scorecard to assess the publicly-held sites to be considered for a City Hall as part of the evaluation of potential locations. On September 3, 2013, City Council reviewed the public properties' site analyses (Attachment A) and their preliminary ranking according to the scorecard (Attachment B). However, during the December 2, 2013 City Hall community workshop and subsequent citywide survey, a number of respondents expressed interest in other potential City Hall sites, including the Shores and the Public Works Yard in public ownership as well as other private properties that have existing office buildings or could potentially be redeveloped. In addition, the rehabilitation/expansion of the existing City Hall structure has not been assessed. Both Council member Sinnott and Corti believe that it would be prudent to spend the effort to vet these options out with costs estimates so that we document that these options were fully reviewed and that the 1050 CDM site is now the preferred alternative. The intent of completing this additional documentation is to provide reassurances to the community that we have evaluated the alternative sites, using our scoring criteria, and that although each alternative has merits, the 1050 CDM site provides the most positive benefits for Del Mar.

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## City Council Action:

If Council so directs, staff would return at a subsequent City Council meeting for a more in-depth discussion of both the public and private properties that could accommodate a City Hall; their evaluation against the criteria established by prior Council action with the scorecard; the cost and requirements to construct new or rehabilitate an existing structure to accommodate the proposed City Hall and Town Hall program. Staff would be performing a comparison of construction costs, permitting and approval processes of all sites as well as the efficiency criteria associated with these sites. Staff does not intend to address the public opinion or policy decisions towards the site selection. The program will be limited to the City Hall and Town Hall functions and not include a fire station, Public Works facility, additional parking or plaza area in order to have an analogous comparison. Privately held sites would be addressed generically, as there are no commercial properties of adequate size that are currently for sale.

FISCAL IMPACT:

Additional assessment will be required by an architect/cost estimator to address the rehabilitation/expansion of the existing structure at 1050 Camino del Mar to meet current codes and needs as well as construction costs on the alternative sites. This is anticipated to cost approximately \$8,500. If Council so authorizes, this action could be funded through CIP#FA01 with the remaining budget.

ENVIRONMENTAL IMPACT:

This action does not constitute a "project" within the meaning of CEQA in that it has no potential to cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment, and therefore does not require environmental review.

PRIOR CITY COUNCIL REVIEW:

On July 1, 2013 and September 3, 2013, the City Council addressed the assessment criteria and alternative sites for a City Hall. On February 18, 2014, the City Council directed staff to plan for a replacement City Hall at 1050 Camino del Mar.

ATTACHMENTS:

- Attachment A – Public Properties Site Analysis (City Council September 3, 2013)
- Attachment B – Public Properties Assessment Matrix (City Council September 3, 2013)

# 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>