

**Item 9.**  
**City Hall/Town Hall**  
**Status of Actions**

**January 4, 2016**

**Del Mar City Council**

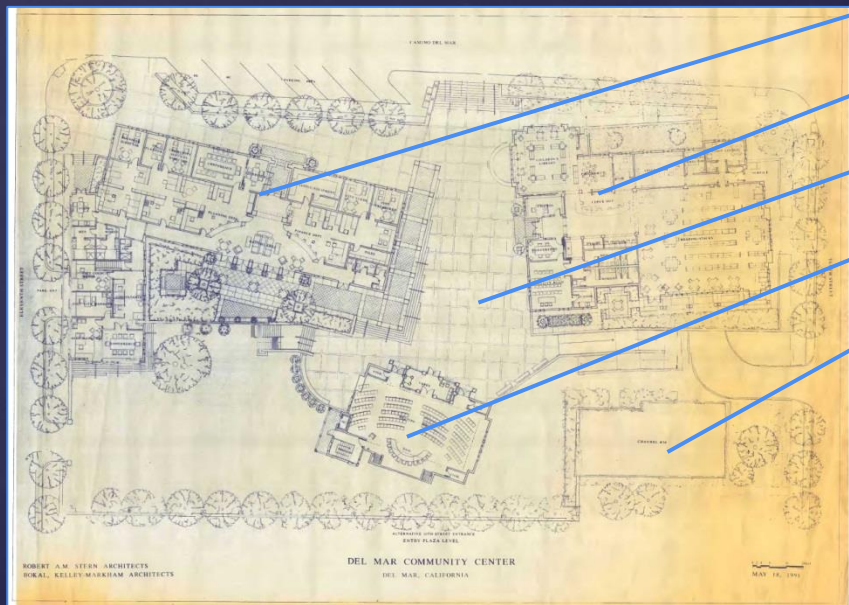
# City Hall History: 1959 - present

- 1959: Established in Hotel Del Mar
- 1960: 1224 Maiden Lane
- 1960's: 15<sup>th</sup> & Stratford, Old Jail
- 1973: Remodeled Old St. James Academy (circa 1920s and 1956) for interim offices
- 1984: Built TV Studio/Council Chambers



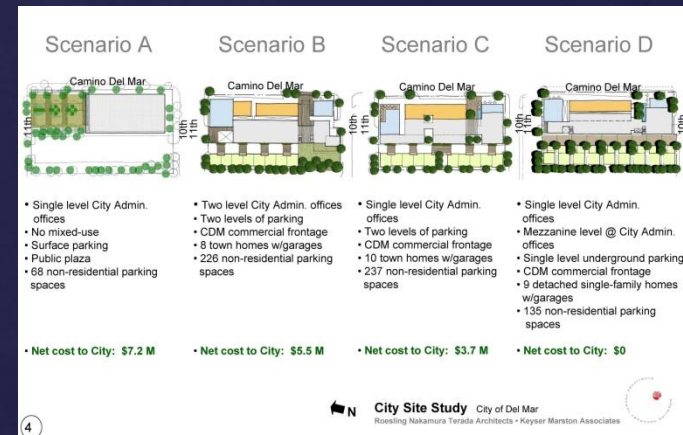
# City Hall History: 1986 - 2007

- 1986: Ad Hoc Civic Center Committee Established
- 1990-91: Master Plan & Architectural Design
- 1992: \$4.5M Bond issuance fails



- 10,000 SF City Offices
- Library
- 108 Parking under deck
- 3,690 SF Town Hall
- Existing TV Studio

- 2007: Scenarios for Mixed Use



# Project Initiation – June 17, 2013

## 1. Facility Planning Phase:

June 17, 2013 – June 16, 2014

- City Council directed staff to prepare Facility Planning Study
  - Established Goals & Criteria for Success
  - Evaluated Facility Needs
  - Evaluated Alternative Sites



# Facility Planning, cont.

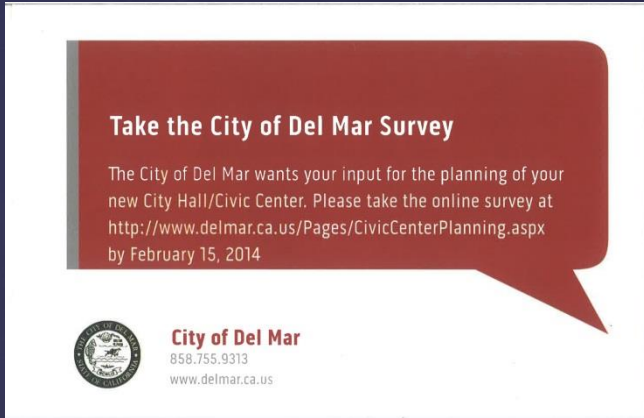
## Workshop #1: What, Where, How?

December 2, 2013

- High priority to move forward
- Replace Administrative Offices and a Town Hall for community forums and meetings
- Plaza for community use
- Explore options for implementation and financing



# Facility Planning, cont.



## Community Survey (January 2014)

- +400 respondents
- Confirmed workshop preferences:

- 75% highest priority for new City Hall offices
- 71% next highest priority for new Town Hall
- Desire to have:
  - Additional public parking
  - Community meeting rooms
  - Plazas and open spaces
- 74% wanted the facility at 1050 Camino del Mar

# Facility Planning, cont.

- Highest and Best Use Analysis of 1050 Camino del Mar
  - Studied for commercial, residential, mixed use
  - Residential (single-family) had highest financial return
- Financing Options
  - Finance capacity - \$19M by Finance Committee
- Public Private Partnership Assessment
  - Developer built, leased to City weighed
- Facility Space Program
  - Two independent analyses
  - Set parameters on space needs based upon existing uses and community desires

# Facility Planning, cont.

Workshop #2: June 9, 2014

- Confirmed Municipal Building Program
- Desire for Additional Public Parking to serve community
- Desire for range of additional uses: civic, cultural and/or commercial



# Facility Planning

City Council direction (June 16, 2014)

Adopted Resolution 2014-58:

- Proceed with next steps:
- Locate facility at 1050 Camino del Mar
- Municipal Program:
  - 9,250 SF City Hall with flexible space, conference rooms and public restrooms
  - 3,200 SF Town Hall with flexible space for community and Del Mar TV
  - A minimum of 51 parking spaces to meet Code
- Initiate the Master Planning Phase that explore various programmatic and use options through site planning.

# 2. Master Planning Phase:

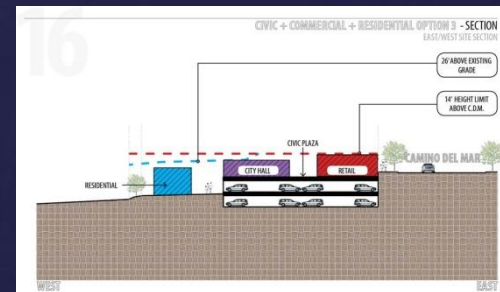
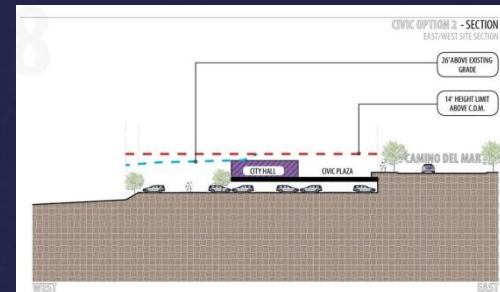
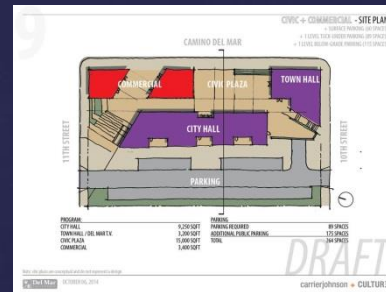
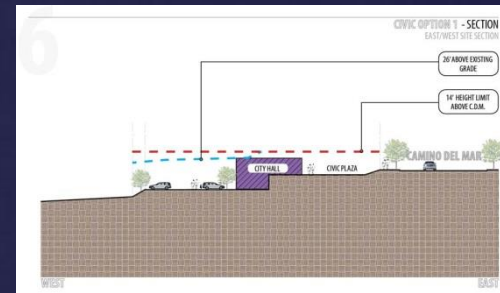
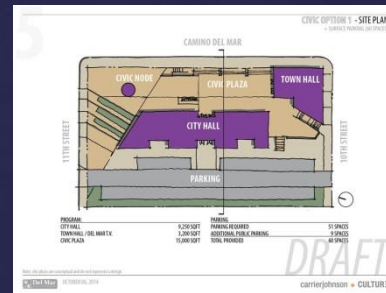
## June 16, 2014 – March 2, 2015

- City Council directed staff to:
- Explore Alternatives and a range of scenarios

- Minimal civic uses

- Moderate development with additional parking and plazas

- Maximum mixed-use development



# Master Planning, cont.

## Workshop #3: October 27, 2014

- Reviewed range of development scenarios
- Participants added a reduced parking option
- No desire to sell public land



# Workshop #3 Talley

	Scenario	Tally	Percent
1.	Mixed-Use (Leeger/Watkins)	26	40%
2.	Civic + Commercial + 4 Residential	0	0%
3.	Civic + Commercial	2	3%
4.	Civic Uses Only (160 parking stalls)	21	33%
5.	Civic Uses Only with Less Parking	15	24%
	<b>Total:</b>	<b>64</b>	<b>100%</b>

### Leeger/Watkins Mixed Use

Provides a City Hall with administrative offices, a Town Hall with public meeting rooms, a City Council Chambers and multi-purpose space. A 25,000 SF Plaza, large enough for the Del Mar Farmer's Market and multiple community, interactive social and cultural events. 160 parking spaces, single level, easy access garage - plus a neighborhood cafe, resident serving shops and fine dining restaurant, which will serve and activate the Plaza as our southern anchor - our own Village Square for ALL residents to enjoy.

Program:	Size	Features:
City Hall	9,250 SF	• No use of any of the City site.
Town Hall / DMTV	3,200 SF	• Plaza - 25,000 SF is only option to accommodate the Farmer's Market.
Civic Plaza	25,000 SF	• A neighborhood cafe, resident serving shops such as a bakery and fine dining restaurant to activate the Plaza and achieve a much needed southern anchor for our Village.
Commercial	9,250 SF	• A 150 space, more connected, less expensive, one level parking garage.
<b>Total Parking</b>	<b>160 spaces</b>	• A 150 space, more connected, less expensive, one level parking garage with ULI mixed use scenario.
Required	140 spaces	• City to lease commercial site and thus eliminate all risk to the City.
Surplus	20 spaces	• City to own all commercial space at the end of lease, free of debt.
<b>Financial:</b>		• City to receive property tax, sales tax and lease revenue each year.
Total Development Cost:	\$14,254,000	• Most of all, a <b>connected</b> Interactive Community Civic Center with spaces for gathering, amenities for all 4,500+ residents and their guests to enjoy and take pride in.
Potential Revenue: ANNUAL	137,544	• Residential cottages that integrate with the neighborhood.
Cost Savings from Commercial	4,745,000	• <b>The most amenities</b> for all residents to enjoy at the <b>least cost</b> .
Net Cost to City:	\$9,509,000	

### Civic + Commercial

Provides a City Hall with administrative offices, a Town Hall with public meeting rooms, City Council Chambers, DMTV, and multi-purpose space, a Civic Plaza for community activities, 3,400 SF of leasable commercial space, and 160 public parking spaces, where 60 spaces are located in a surface-level parking lot and 100 spaces are located in a back-under parking garage.

Program:	Size	Features:
City Hall	9,250 sf	• Provides 71 additional public parking spaces.
Town Hall	3,200 sf	• Provides off-set revenue from commercial leases that could reduce development cost.
Civic Plaza	15,000 sf	• Activates the site with commercial activity and contributes to downtown commercial district.
Commercial	3,400 sf	• Requires zoning change to allow commercial uses.
<b>Total Parking</b>	<b>160 spaces</b>	• Requires DRB permits and CEQA analysis.
Required Parking	89 spaces	• Longer period of entitlements because of zoning change (18-24 mos. estimate)
Surplus Parking	71 spaces	
<b>Financial:</b>		
Public Development Cost:	\$13.5M	
(Less) Potential Revenue:	\$2.1 M	
Commercial Space Value* (\$2.1M)		
Net Cost to City:	\$11.4M	

### Civic + Commercial + 4 Homes

Provides a City Hall with administrative offices, a Town Hall with public meeting rooms, City Council Chambers, DMTV, and multi-purpose space, a Civic Plaza for community activities, 3,400 SF of leasable commercial space, four single-family residences with private garages, and 204 public parking spaces located in a two-level parking garage.

Program:	Size	Features:
City Hall	9,250 sf	• Provides the most public parking with 115 additional public parking spaces.
Town Hall	3,200 sf	• Provides off-set revenue from commercial leases and residential land sales but with higher development cost.
Civic Plaza	15,000 sf	• Activates site with commercial activity and new housing opportunities
Commercial	3,400 sf	• Residential density, lot size, and configuration is consistent with adjacent RZ Zone.
Residential	4 homes (2,100 sf/ea)	• Requires DRB permits and CEQA analysis.
<b>Total Parking</b>	<b>204 spaces</b>	• Requires zoning changes to allow commercial and residential uses.
Required Parking	89 spaces	• Longer period of entitlements because of zoning change (18-24 mos. estimate)
Surplus Parking	115 spaces	
<b>Financial:</b>		
Public Development Cost:	\$17.1M	
(Less) Potential Revenue:	\$ 6.4M	
Commercial Space Value* (\$2.1M)		
Residential Land Value** (\$4.3M)		
Net Cost to City:	\$10.7M	

### Civic

Provides a City Hall with administrative offices, a Town Hall with public meeting rooms, City Council Chambers, DMTV, and multi-purpose space, a Civic Plaza for community activities, and 160 public parking spaces, where 60 spaces are located in a surface-level parking lot and 100 spaces are located in a back-under parking structure.

Program:	Size	Features:
City Hall	9,250 sf	• Provides more than 100 additional public parking spaces.
Town Hall	3,200 sf	• Lowest development intensity option.
Civic Plaza	15,000 sf	• No additional uses to activate site.
<b>Total Parking</b>	<b>160 spaces</b>	• Provides flexibility with options for phasing of additional uses, if desired.
Required Parking	51 spaces	• Conforms to current Public Facilities Zone; no zone change needed.
Surplus Parking	109 spaces	• Requires DRB permits and CEQA analysis.
<b>Financial:</b>		
Public Development Cost:	\$12.4M	• No potential revenue to offset net cost to City.
Potential Revenue:	\$0	• Shortest timeframe for groundbreaking (estimated 9-12 mos. for entitlements).
Net Cost to City:	\$12.4M	

### OTHER

CIVIC w/ Less ~~160~~ PARKING

40%

0%

3%

33%

24%

# Master Planning, cont.

## Voice Your Choice Poll: February, 2015



- 980 respondents (32% of registered voters)
- 70% chose civic facilities with additional parking and a range of expansion (11,000 – 20,000 SF)

### A. Civic Facilities Only

#### Description:

This option includes a City Hall, Town Hall, and an outdoor civic plaza, with a surface parking lot (approximately 60 parking stalls).

#### Features:

- Replaces current site facilities with similar sized facilities.
- This option would meet the City's current and projected needs to house City facilities.
- There would not be space or parking available for expansion or future public, cultural, or private uses without substantial redevelopment.
- Any additional development or building expansions would require additional parking beyond the 60 parking stalls.
- There would be approximately nine (9) parking stalls that may be used for the City's In-Lieu Parking program or general public parking.
- This project is within the City of Del Mar's financial capabilities, without new taxes.

#### Cost:

- Estimated Cost: \$7 million to \$9 million
- This option is projected to generate up to \$250,000 in one-time revenue which is reflected in the estimated cost.

#### Program:

City Hall:	9,250 SF
Town Hall:	3,200 SF
Plaza:	15,000 SF
Parking stalls:	60
Expansion Potential:	0 SF

(Note: all areas, costs and quantities are approximate and subject to change during design phase)

### B.

### Civic Facilities with Additional Parking & 11,000 SF Expansion Area

#### Description:

This option includes a City Hall, Town Hall, and an outdoor civic plaza, with approximately 160 parking stalls (60 stalls in a surface parking lot and 100 stalls in a parking structure).

#### Features:

- The parking structure would be under the buildings and plaza and cover part of the site.
- This option would meet the City's current and projected needs to house City facilities.
- This option creates the potential for some expansion.
- It would provide approximately 11,000 square feet (SF) of future expansion area that would be available for additional public, civic, or cultural uses.
- The facilities and uses in the expansion area would be decided at a future time.
- If, in the future, the expansion space was considered for commercial uses, it would require a Specific Plan and public vote as required by Measure B.
- Approximately 100 parking stalls would be available for additional parking for community events, general public parking or the City's In-Lieu Parking Program.
- Has the potential to produce revenue from In-Lieu Parking or additional development.
- This project is within the City of Del Mar's financial capabilities, without new taxes.

#### Cost:

- Estimated Cost: \$9 million - \$14 million
- This option is projected to generate up to \$3 million in one-time revenue which is reflected in the estimated cost.

#### Program:

City Hall:	9,250 SF
Town Hall:	3,200 SF
Plaza:	15,000 SF
Parking stalls:	160
Expansion Potential:	11,000 SF

(Note: all areas, costs and quantities are approximate and subject to change during design phase)

### C.

### Civic Facilities with Additional Parking & 20,000 SF Expansion Area

#### Description:

This option includes a City Hall, Town Hall, and an outdoor civic plaza, with approximately 160 parking stalls in a subterranean parking structure.

#### Features:

- The parking structure would be under the buildings and plaza and cover the entire site.
- This option would meet the City's current and projected needs to house City facilities.
- This option maximizes the potential for expansion.
- It would provide approximately 20,000 square feet (SF) of future expansion area that would be available for additional public, civic, or cultural uses.
- The facilities and uses in the expansion area would be decided at a future time.
- If, in the future, the expansion space was considered for commercial uses, it would require a Specific Plan and public vote as required by Measure B.
- Approximately 100 parking stalls would be available for additional parking for community events, general public parking or City's In-Lieu Parking Program.
- Has the maximum potential to produce revenue from In-Lieu Parking or additional development.
- This project is within the City of Del Mar's financial capabilities, without new taxes.

#### Cost:

- Estimated Costs: \$12 million - \$18 million
- This option is projected to generate up to \$4 million in one-time revenue which is reflected in the estimated cost.

#### Program:

City Hall:	9,250 SF
Town Hall:	3,200 SF
Plaza:	15,000 SF
Parking stalls:	160
Expansion Potential:	20,000 SF

(Note: all areas, costs and quantities are approximate and subject to change during design phase)

# **3. Design & Entitlement Phase:**

## **March 2, 2015 – January 4, 2016**

City Council adopted Resolution 2015-11:

Initiate the Design Phase, consisting of developing schematic design and design development for the development program.

- 9,250 square foot ( $\pm 10\%$ ) City Hall that includes adequate and flexible space
- Town Hall (approximately 3,200 square foot  $\pm 10\%$ ) flexibility to go up to 150 seats
- Approximately 160 parking stalls.
- Approximately a 15,000 square-foot public plaza to be used for various events.
- Area (between 11,000 and 20,000 square feet) for future expansion.

Initiate the Environmental Review process, consisting of review of the proposed project according to the California Environmental Quality Act.

# Design & Entitlement, cont.

Council Appointed Community Members for Design Team Selection Committee:

- 14 architectural teams responded to RFP
- Committee selected **Miller Hull Partnership** based on their proven ability in civic facilities, ability to work with the community, and compatible architectural style

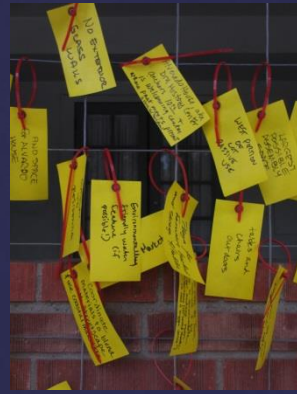


# Meet & Greet

Open House #1- May 4, 2015

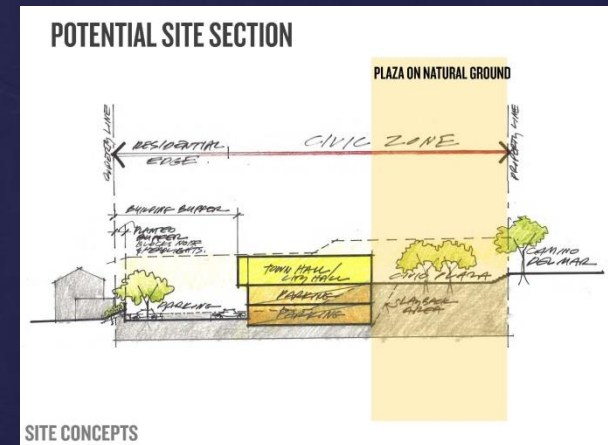
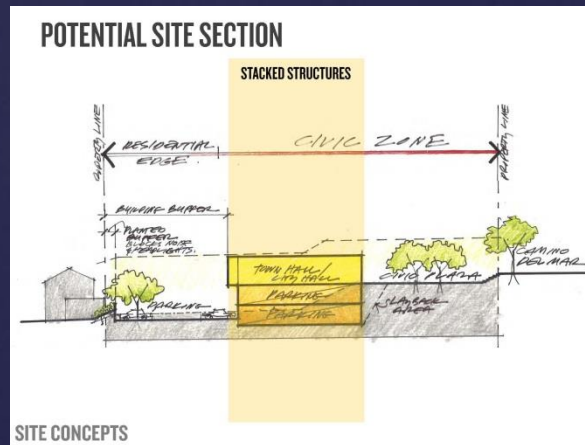
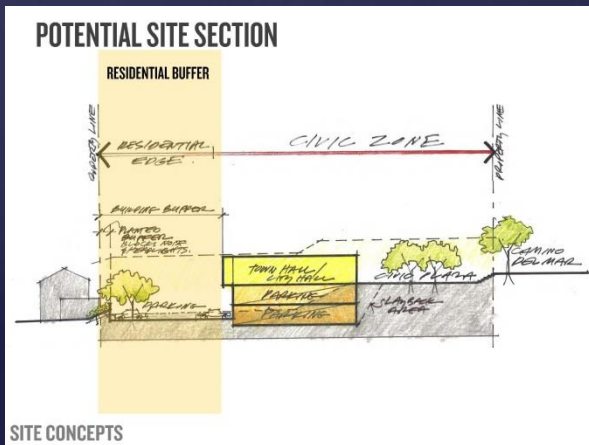
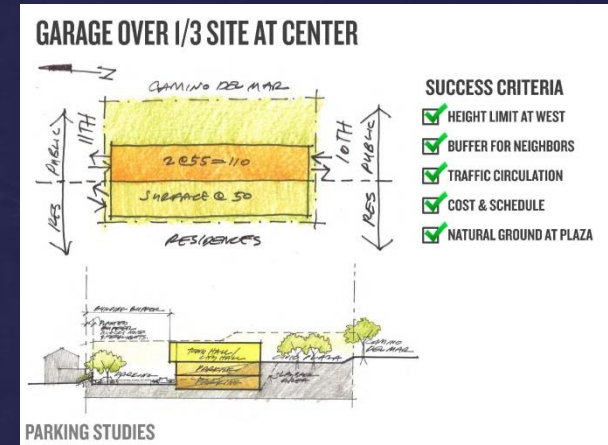
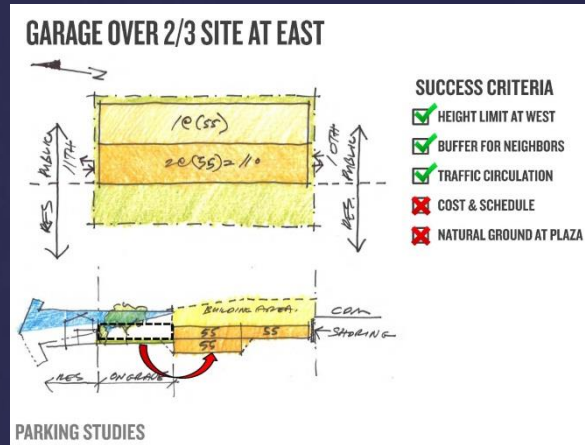
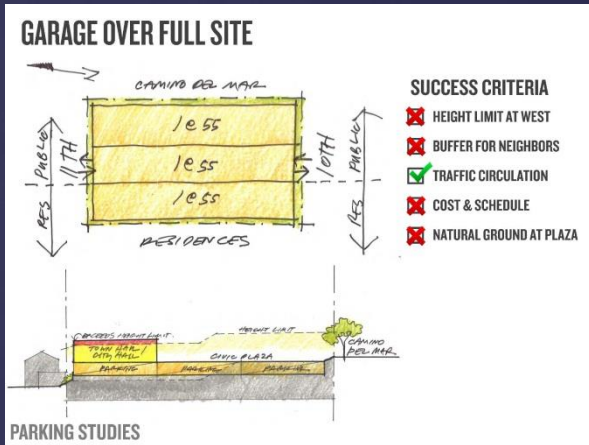
>90 community members attended

+150 comments on features, activities and “cautions”



# Concept Plan Options

## Garage and site planning solution to buffer neighbors

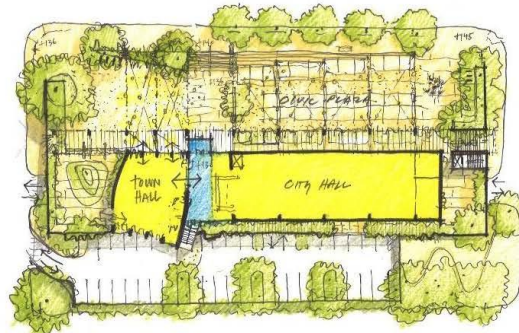


# Concept Plan Options

Open House #2 – June 1, 2015

## 3 BIG IDEAS

### CONCEPT A



### CONCEPT B



### CONCEPT C



SITE CONCEPTS

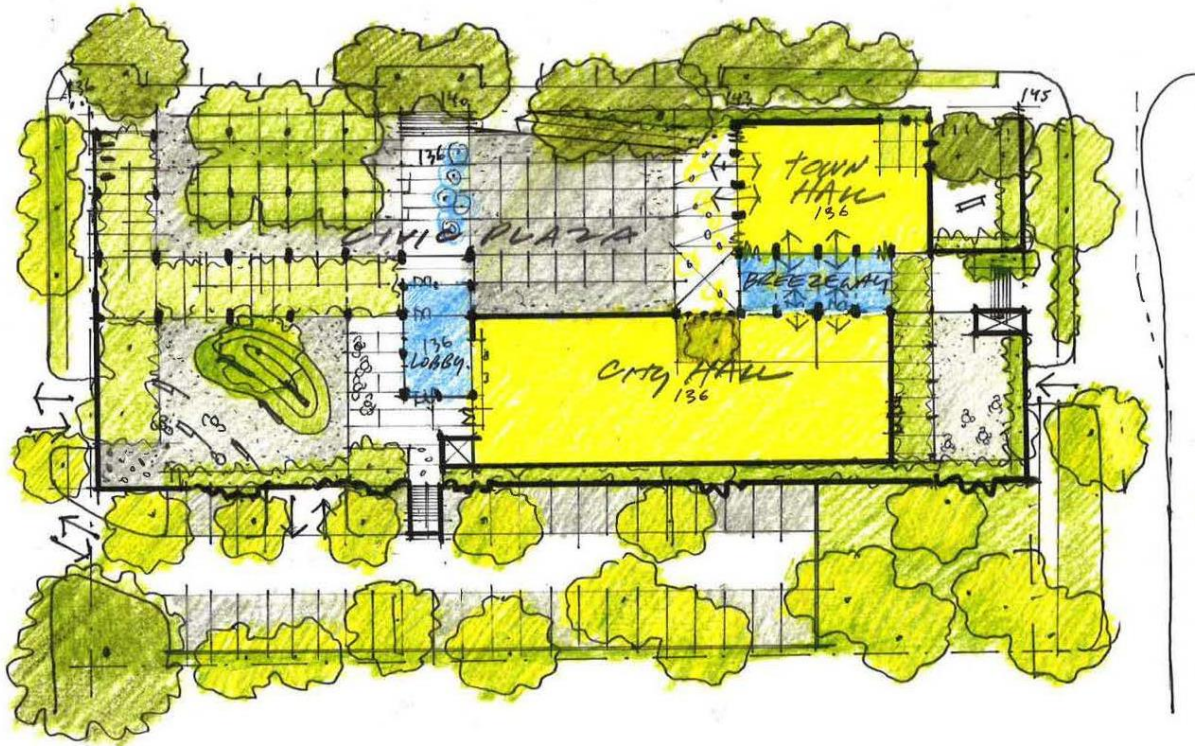
Council Direction to pursue site plan that provided:

- Plaza at CDM with public views
- Buffer neighbors from activity
- Civic identity on CDM
- Human scaled spaces

# Council Direction: Concept Plan

June 15, 2015

## CONCEPT E - SITE PLAN

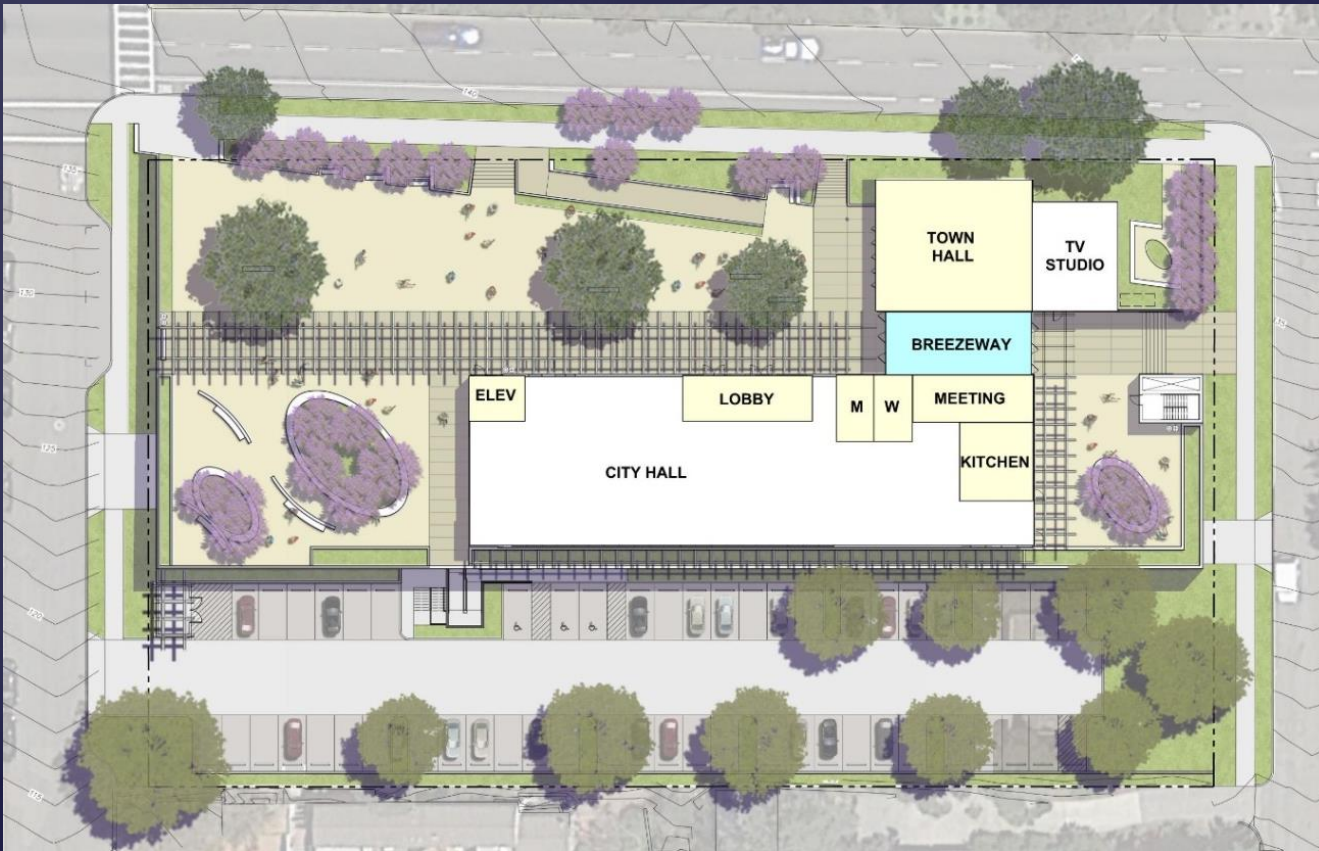


REFINED SITE CONCEPTS

- Town Hall for 250 and EOC
- City Hall with kitchen
- Civic Plaza
- Town Hall Overlook & Terrace
- Parking for 160 cars
- Ingress from 10<sup>th</sup> St.
- Egress/Ingress from 11<sup>th</sup> St.
- 3 Expansion Areas for 11,000 SF of future use to be determined

# Schematic Design Direction

City Council Direction – July 20, 2015



- Expand Town Hall to 250 persons
- Include catering kitchen
- Maintain expansion areas for future departmental office space, other community uses, or future development
- Use Town Hall for Emergency Operations

# DRB Initial Review

DRB #1 – August 26, 2015

Concerns of community character, modern style, massing, blockage of public views, circulation, privacy, and light, noise and glare on neighbors.



# Environmental Impact Report

- Parallel process with design to inform design and incorporate potential mitigations
- Task Order with RECON Environmental Inc. approved on April 6, 2015
- Notice of Preparation: May 21, 2015
- Scoping Meeting: June 1, 2015
- Draft EIR released for 45-day public review: September 11, 2015
- Public Meeting on September 28, 2015
- 15 Comment letters received
- Final EIR with response to comments: Dec. 16, 2015

# Design & Entitlements, cont.

Workshop #4: September 28, 2015

- Over 40 people in attendance
- Discussed key points on:
  - Community character and architectural response
  - Civic Plaza and landscape
  - Draft EIR



# Workshop Direction – Oct 5, 2015

- Compatibility with community character
- Style: contemporary interpretation of traditional
- Roof shape: concern that pitched roof will block more views; flat roof is not in character
- Town Hall as “jewel,” City Hall as background
- Plaza desired more as a hard surface for flexibility
- Farmer’s Market may be better in lower parking lot but concern of visibility
- Tree location very sensitive to views and shade



- EIR Concerns of impacts from Noise, Traffic and egress, View blockage, Temporary relocation, Future use of Expansion Area A

# Design Response

City Council Direction –  
November 2, 2015  
Move forward with  
entitlements



# DRB Second Review

DRB #2 – November 18, 2015

- Endorsement of current design improvements
- Concerns for circulation, privacy, and light, noise and glare on neighbors.



# Citizens' Participation Program

CPP – November 19, 2015

Primary CPP Concerns:

- Privacy
  - Noise/Light/ Glare
  - Circulation
1. Design of Expansion Area B / Town Hall Terrace
  2. Design and Use of Expansion Area C and Lower Lot
  3. Quantity of Parking Stalls
  4. Traffic Circulation / Ingress and Egress from Parking Areas



# Design Response

City Council Direction – December 7, 2015

- Replace 2,700 SF Town Hall Terrace with small (300 SF) area and walkway
- Expansion Area C – landscape only (remove parking)
- Privacy wall/landscape
- Range parking from 140 to 160 stalls
- Evaluate options for 11<sup>th</sup> Street egress



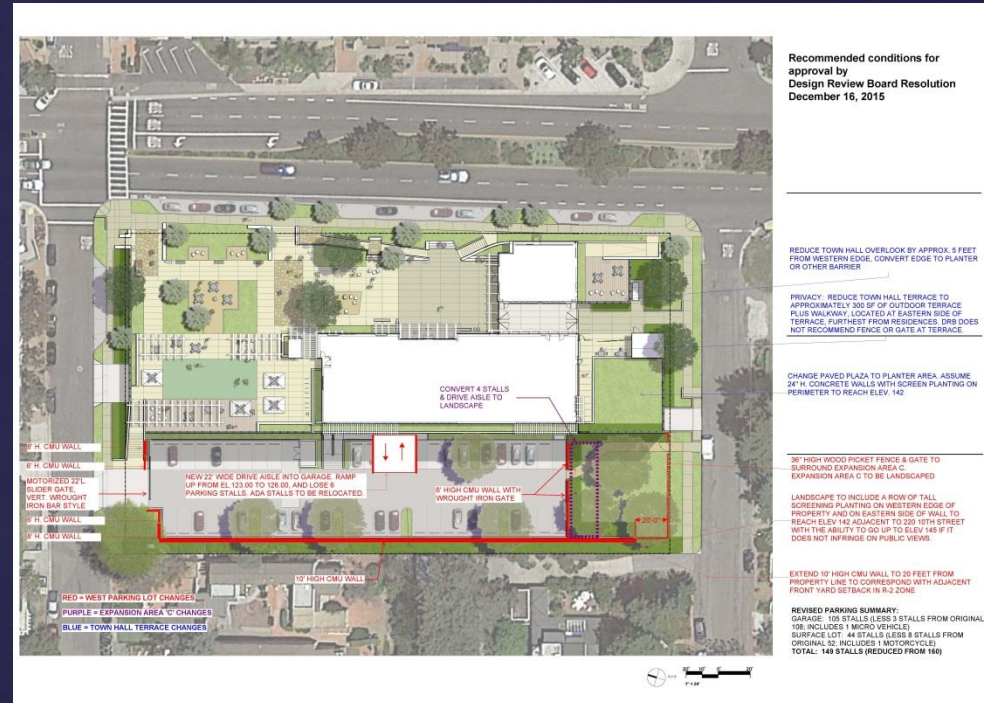
# Final EIR

- Final EIR with response to comments: Dec. 16, 2015
- Potentially significant impacts associated with:
  - Aesthetics (public views),
  - Cultural resources, and
  - Noise
- Mitigation measures identified to avoid or reduce to less than significant
- Certification as part of Item 10

# DRB Hearing

DRB #3 – December 16, 2015

- Recommendation to approve subject to conditions
- Privacy: 10' wall, westerly landscape, reduce Town Hall Terrace, realign western edge of Overlook.
- Traffic: parking gate at 11<sup>th</sup>, connect garage to surface lot, reduce parking
- Lighting/Noise: Extend 10' wall south, control light color (kelvins), replace bollard style



# Process

Year 1

- Facility Planning
- June 2013 – June 2014



42 City Council, 3 DRB,  
1 CPP Meetings

Year 2

- Master Planning
- June 2014 – March 2015



4 Workshops, 2 Open  
Houses

Year 3

- Design & Entitlements
- March 2015 – January 2016



Survey, Poll, Engage  
Del Mar, Website,  
Forum, Wall Tags

- Design and Construction Docs
- January 2016 – Summer 2016

Year  
4+

- Construction and Occupancy
- Summer 2016–Winter 2017-18

# Actions Under Consideration

## Item 10 - EIR

- Certification of the Project Environmental Impact Report; Adoption of the Statement of Findings of Fact and Mitigation Monitoring Program

## Item 11 – Entitlement Permits

- Adoption of Design Review Permit, Coastal Development Permit, Land Conservation Permit, and Tree Removal Permit

## Item 12 - Unimproved Alley Vacation

- Resolution of Intention to Vacate Alley Easement