



## REQUEST FOR BOARD ACTION

**MEETING DATE:** MARCH 11, 2014

**TITLE:** UPDATE OF (1) GREAT PARK MASTER PLAN MODIFICATION AND PARK DESIGN PROCESS RELATED TO HERITAGE FIELDS EL TORO, LLC'S DEVELOPMENT OF 688 ACRES OF THE ORANGE COUNTY GREAT PARK; AND (2) POTENTIAL CITY ELECTION TO RESERVE UP TO \$10,500,000 FOR IMPROVEMENTS WITHIN OR SERVING SAID 688-ACRE PARCEL

  
\_\_\_\_\_  
Chief Executive Officer  
Orange County Great Park

  
\_\_\_\_\_  
City Manager

### RECOMMENDED BOARD ACTION

1. Within the Sports Park sub-area, approve a reduction of the number of sand volleyball courts from 11 to five and approve use of the re-claimed land for additional children's play and passive picnicking areas. (Attachment 1, Item 1)
2. Within the Sports Park sub-area, approve a reduction of the total number of sports courts from 12 to four, and approve the use of the re-claimed land for additional children's play areas, passive picnicking areas and an improved parking layout to accommodate increased family amenities. (Attachment 1, Item 2)
3. Approve the actions proposed in Attachment 1 as staff recommendations for Program Changes to the Design Package. (Attachment 1, Items 3 through 9)

### EXECUTIVE SUMMARY

On November 26, 2013, the City of Irvine and Heritage Fields El Toro, LLC (Heritage Fields) entered into the Second Agreement with City of Irvine as Adjacent Landowner (ALA II), which provides a means for financing and construction of an approximately 688 acres portion of the Orange County Great Park (OCGP), known as the "Great Park Improvement Area." The ALA II includes a "Design Package" that sets forth the concept plans and programming for those 688 acres.

Significant changes to core program elements in the Great Park Improvement Area Concept Plans and Programming (Design Package) generally require the consent of both the City and Heritage Fields. As an exception to that general rule, however, the parties agreed that the City could unilaterally require program changes with respect to the following elements of the Design Package: (a) sand volleyball, parking and sports courts within the Sports Park

sub-area; and (b) the dog park and mini-amphitheater within the Bosque sub-area. To exercise this right, the City must initiate, at the direction of the City Council, any of the foregoing potential changes by March 15, 2014. On February 21, 2014, at the City's request, FivePoint Communities (on behalf of Heritage Fields) extended the March 15, 2014 deadline to March 18, 2014. It is recommended that a joint meeting between the OCGP Corporation Board and the Irvine City Council be convened on March 18, 2014 to ensure City Council direction by the contractual deadline.

On January 21, 2014, the OCGP Corporation Board conducted a study session on the provisions of the ALA II related to "Unilateral Program Changes" to the Design Package. During the study session, information relating to these Program Changes was presented and discussed. City approval of a modification to the Great Park Master Plan and a Park Design, in accordance with the Design Package, are necessary to advance the next level of design of the Park improvements.

At a Special OCGP Corporation Board meeting on February 18, 2014, staff presented an update on opportunities related to Unilateral and Other Program Changes. A reduction in the number of sand volleyball courts and sports courts was recommended. The following additional issues were also discussed: the potential relocation of the Farm + Food Lab; a status of the parking plan under development; the potential design and location of the dog park and an animal care facility; the design and location of the mini-amphitheater; the early conceptual design of the Trabuco Entry; the location of the Golf Course Club House; and the status of the project phasing schedule, solar facilities, design standards for restrooms, and plans for shade in the new development. FivePoint Communities representatives were available to answer questions from the Board.

This item has been placed on the March 11 OCGP Corporation Board meeting agenda to allow the Board to further consider and approve recommended modifications – Unilateral and Other Program Changes – to the Design Package.

As a separate but related matter, the ALA II requires that, by March 18, 2014, the City Council determine whether to allocate up to \$10,500,000 of the \$15,500,000 "Additional Allowance Fund" to fund improvements within or serving the 688 acres. As an example, such an allocation could be dedicated toward the acquisition of right-of-way necessary to complete improvements along Marine Way. Accordingly, this item has been agendaized to seek input on whether a portion of the Additional Allowance Fund should be set aside for specified improvements within or serving the 688 acres.

#### **COMMISSION/BOARD/COMMITTEE RECOMMENDATION**

Not applicable.

## **ANALYSIS**

The ALA II provides for the financing and construction of 688 acres of the OCGP. The design for that area is set forth in the Design Package, which is an exhibit to the ALA II.

The City and Heritage Fields agreed in the ALA II to certain processes through which the Design Package and, therefore, the construction of the 688 acres, may be modified. Changes that substantially conform to the pre-existing Design Package (also known as "Design Refinements") may be initiated by the City or Heritage Fields unilaterally. Implementation of these types of revisions will require no modification to the approved Park Design (or the Great Park Master Plan) because, by definition, these types of modifications will substantially conform to the existing approved documents.

Modifications that reduce or add program elements (e.g., ball fields, sports courts) – referred to in the ALA II as "Program Changes" – generally require the mutual consent of the City and Heritage Fields. These types of changes may be pursued by either the City or Heritage Fields at any time during the park development process. As a practical matter, however, identifying Program Changes earlier in the process will minimize the cost and scheduling consequences of such modifications.

The ALA II gives the City the specific and unilateral right to require amendments, whether Design Refinements or Program Changes, to (a) sand volleyball, parking and sports courts within the Sports Park sub-area; and (b) the dog park and mini-amphitheater within the Bosque sub-area ("Unilateral Program Changes"). These potential modifications are unique from a process standpoint because (a) the City may unilaterally require these changes; and (b) the City must initiate such changes, if any, on or prior to March 18, 2014.

Two of these Unilateral Program Changes are presented in today's agenda for the Board's approval and recommendation to the City Council for direction as required in the ALA II. In addition, other Program Changes are being recommended by staff, as indicated in Attachment 1. Each of these Program Changes, Unilateral and Other Recommended Program Changes, are being presented for OCGP Corporation Board approval after extensive design collaboration with FivePoint Communities.

By identifying and initiating Program Changes at an early stage, those changes can be efficiently and cost-effectively integrated into the Great Park Master Plan amendment and Park Design approval process that is already under way.

### Additional Allowance Fund Allocation Opportunity

Separate from its right to pursue Unilateral Program Changes, the City also has the right under the ALA II to allocate up to \$10,500,000 of the \$15,500,000 Additional Allowance Fund toward "improvements within or serving" the 688 acres (Additional Improvements). That provision was added to the agreement to allow the City to allocate additional funds to meet near-term infrastructure (or other) needs. As an example, the City could allocate all or

some portion of the \$10,500,000 toward the costs of (1) acquiring Marine Way right-of-way as necessary to further the construction of that roadway; or (2) installing other infrastructure that would serve the 688-acre area to be improved through the ALA II.

To set aside some portion of the \$10,500,000 for Additional Improvements, the following three conditions must be satisfied: (1) the Additional Improvement(s) must be "within or serving the 688 acres; (2) there must be sufficient funds in the \$15,500,000 Additional Allowance Fund to cover the costs of the Additional Improvement(s), plus the costs of all Program Changes requested by March 18, 2014; and (3) the request for an allocation must be made at the direction of the City Council by March 18, 2014.

Current and future Program Changes, Unilateral Program Changes, current and future Design Refinements, and allocations for Additional Improvements all draw on the same funding source (*i.e.*, the Additional Allowance Fund). Therefore, the Board's recommendations and the City's Council's directions with regard to Additional Improvements will necessarily impact the City's funding flexibility for future Program Changes and Design Modifications.

## **ALTERNATIVES CONSIDERED**

The Board could choose not to recommend the Unilateral and Other Program Changes proposed by staff in Attachment 1. This is not recommended because such an action would have the effect of "approving" these program elements as originally contemplated in the FivePoint Communities Design Package, which program elements are substantially different from and do not enjoy the design and program enhancements represented by the mutually proposed design modifications identified by staff recommendations in Attachment 1.

## **FINANCIAL IMPACT**

Not applicable.

## **REPORT PREPARED BY**

Mike Ellzey, CEO  
Orange County Great Park Corporation

## **ATTACHMENT:**

1. Recommendations to Approve Unilateral and Other Program Changes

# Recommendations to Approve Unilateral and Other Program Changes

## 1. SAND VOLLEYBALL COURTS

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council reduce the total number of sand volleyball courts from 11 to five and approve use of the re-claimed land for additional children's play and passive picnicking areas.

The Design Package currently depicts a total of 11 sand volleyball courts (including one championship court with grandstand seating) aggregated in two separate areas of the Sports Park. There is a complex of six courts, plus the one championship court, planned for an area north of the Palm Court (bordering HFET land where the OPS/Maintenance Yard is currently located). The Design Package also depicts a 4,200 square foot Volleyball Support Building shared between volleyball and sports courts activities for this area. Further south, there is another grouping of four volleyball courts located within a crescent-shaped area below the current Kids Rock play area adjacent the Great Lawn.

Staff recommends that the OCGP Corporation Board recommend that the City Council revise the Sand Volleyball Courts as follows:

- In the area north of the Palm Court, bordering Heritage Fields property, eliminate the 4,200 square foot Volleyball Support Building as well as two of the seven courts shown in the ALA II.
- Re-position the remaining five courts further east to allow for the development of a large Children's Playground in the reclaimed area. The intent of the new playground is to blend naturally with the future neighborhood park (provisionally called Sports Village Green) proposed on HFET's adjacent property.
- In the area south of Kids Rock, eliminate the four volleyball courts in the crescent-shaped area to allow for the development of passive picnic grounds adjacent to the large Great Lawn area.

## 2. SPORTS COURTS

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council reduce the total number of sports courts from 12 to four, and approve the use of the re-claimed land for additional children's play areas, passive picnicking areas and improved parking layout to accommodate increased family amenities within the Sports Park sub-area.

The Design Package currently depicts a total of 12 basketball courts – eight full-size courts plus four half-size courts – aggregated in two separate areas of the Sport Park. There is a complex of eight courts planned for an area north of the Palm

Court (where the current Farm + Food Lab is located), and another four half-courts planned for an area south of Kids Rock (where the potential future Splash Park has been envisioned). The Design Package contemplates a relocation of the Farm + Food Lab to the Bosque near the Trabuco Entry.

Staff recommends that the OCGP Corporation Board recommend that the City Council revise the Sports Courts as follows:

- In the area north of the Palm Court (where the Farm + Food Lab is currently located), eliminate all eight of the basketball courts shown and instead reconfigure parking into this area to preserve more land for (1) the Children's Playground to the north; and (2) the entrance to the Championship Soccer Field Building. The modification does not change the total number of parking stalls.
- In the area south of Kids Rock, relocate the four half-courts further south to a crescent-shaped area adjacent the softball facility. The intent is to preserve more picnic and play area around Kids Rock (currently lawn), and allow for the future development of a Splash Park. This modification could include an adjustment to the Limits of Work between Orange County Great Park/Heritage Fields El Toro improvement areas to reserve this approximately 1.7-acre area.

### **3. FARM + FOOD LAB**

**RECOMMENDATION:** That the OCGP Corporation Board recommend to the City Council the relocation of the Great Park Farm + Food Lab from its existing location to a new approximate 3.7-acre location near the Trabuco Entry.

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council reserve funds, in an amount to be determined, to design and construct the Great Park Farm + Food Lab at its permanent location near the Trabuco Entry.

### **4. DOG PARK**

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council approve the design and location of the dog park in the Bosque sub-area, as indicated in the modified Design Package.

The Design Package depicts an approximately two-acre dog park within the Bosque area as an open grassy landscape connected to multi-use trails, and nearby restroom facility.

The Design Team's recommendation is to keep this element in the program, but provide further site development to optimize visibility, potential pet enclosure, and further define accessible routes to this amenity from the parking lot.

## 5. MINI-AMPHITHEATER

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council approve the design and location of the mini-amphitheater in the Bosque sub-area, as indicated in the modified Design Package.

The Design Package depicts this small outdoor gathering and event space located within the Bosque area. The mini-amphitheater contains 60 seats, and is served by a small 90-stall parking area accessible from 'LY' Street.

The Design Team's recommendation is to keep this element in the program, but provide further site development to optimize access, visibility, and consider accessible routes from the parking lot. Also worthy of further study is consideration of relocating this element closer to the relocated Farm + Food Lab or farmer's market area for shared outdoor gathering, eating, and events.

## 6. TRABUCO ENTRY

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council approve a conceptual plan that would contemplate the potential appropriation of funds from the Additional Allowance or other identified source, for the purpose of funding an iconic water feature at the terminus of Trabuco and the entrance to the Great Park; a military memorial as integral to the experience of the Trabuco Entry; and other public projects of significance designed to complement FivePoint Communities' "baseline" design in the Design Package.

The OCGP Corporation Board has expressed an interest, and staff and FivePoint Communities have discussed potential design options for the Trabuco Entry. While this is not a contemplated change to the program, the Board has shown an interest in its design. Generally, during discussions with the Board and in collaboration with staff, FivePoint representatives have proposed a baseline design utilizing the budget for this Trabuco Entry element, which design will contemplate potential additional features not in the approved Design Package, which may include a water feature, an archway, a Veteran's memorial plaza and other public amenities for this grand space.

## 7. GOLF COURSE CLUB HOUSE

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council consider an alternate location(s) for the Golf Course Club House, as depicted in the Design Package.

The Golf Course Club House is expected to be a facility of significance to the operations and programming of the Great Park. Its location in relation to the golf course layout is under review.

Alternatives are being developed and evaluated, and will be presented to the Board in the future for its consideration. Operational characteristics, design integration and cost are factors being considered by the Design Team.

## **8. DESIGN STANDARDS FOR PUBLIC RESTROOMS**

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council approve a design and construction budget (to be derived from the ALA II's Additional Allowance Fund), to cover any difference between the quality of restrooms that Heritage Fields is required to build under the ALA II, and the quality that is reflected in the public restrooms constructed in the Great Park's Western Sector Park Development Plan, including the Palm Court Arts Complex and the South Lawn Project.

## **9. SOLAR PARKING FACILITIES**

**RECOMMENDATION:** That the OCGP Corporation Board recommend that the City Council approve a design and construction budget (to be derived from the ALA II's Additional Allowance Fund) to construct utilities infrastructure to certain parking facilities in the Design Package deemed feasible for the construction and operation of solar facilities. Such funds would be allocated from available funds in the Additional Allowance.

## **10. PARKING**

The ALA II includes a total of five new (or expanded, as in the case of the Balloon Parking area), main parking areas within the Sports Park for a total of 2,000 cars. There is also a small parking area for 90 cars next to the Bosque serving the mini-amphitheater. The Park Design document shows the number of cars in each of the lots, but also stipulates a minimum of 1,500 cars to be accommodated.

The number of cars, general location of lots and access roads remain unchanged. Minor configuration changes to the shape of the lot are proposed in the area north of the Palm Court (where the Farm + Food Lab is currently located) to accommodate the changes to sand volleyball, sports courts, and the addition of the Children's Playground.

The City's traffic consultant, LSA, is preparing a parking study to support the circulation, elements and facilities of the Design Package. A plan for recommended Program Changes will be presented at the March 18, 2014 Joint Great Park Board of Directors/City Council Meeting.