

City of Laguna Beach  
AGENDA BILL

No. A  
Meeting Date: 3/26/2013

**SUBJECT: VILLAGE ENTRANCE PROJECT**

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**SUMMARY OF THE MATTER:**

On November 1, 2011, the City Council agreed to have Councilmembers Iseman and Pearson work with staff regarding the Village Entrance Project (VEP) and to hold a future public workshop. On February 28, 2012, the City Council established priority projects for 2012 and included the goal of identifying a financially viable project that improves the aesthetics of the entrance to the community while replacing any displaced parking in the downtown area. And finally on January 26, 2013, the City Council established priority projects for 2013, and the top priority was determining the direction for the Village Entrance Project.

During the last year, the Council subcommittee has been meeting with staff to discuss the Village Entrance Project. During the meeting tonight there will be presentations by both Councilmembers Iseman and Pearson on their views of the Village Entrance Project.

**Next Steps**

Generally, the next steps in advancing the VEP involve the following:

- Determination of Preferred Project
- Design
- Entitlements (Conditional Use Permit, Coastal Development Permit, Planning Commission Design Review, CalTrans and Orange County Flood Control)
- Financing Determination
- Construction

Direction on what is the preferred project at this point in the process is required to proceed. This involves direction in a number of areas, including determinations regarding the park, parking structure, and revenues and financing considerations.

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**RECOMMENDATION:** It is recommended that the City Council:

I) Receive and consider the provided information, Councilmembers Iseman and Pearsons' presentations, and the public input; and

II) Provide direction on the Village Entrance Project.

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Appropriations Requested: \$ \_\_\_\_\_

Submitted by: 

Fund: \_\_\_\_\_

Coordinated with: \_\_\_\_\_

Attachments: \_\_\_\_\_

(See list on the 2<sup>nd</sup> page of the Agenda Bill)

Approved: 

City Manager

**Village Entrance Project**

**March 26, 2013**

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Attachments

The history of the Village Entrance process Agenda Bills and City Council meeting minutes since 1995 have been placed in the City Clerk’s office for review as separate documents. The EIR and the cost studies have also been placed in the City Council office for review.

In addition, staff has attached the following summaries of information known to date regarding the Village Entrance Project.

- Goal/Vision Statement ..... Page 1
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- ACT V Points of Compromise..... Page 6
- EIR Design Alternatives ..... Page 7
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Major Caveat

Staff and the Council subcommittee have been discussing all aspects of the VEP at a conceptual level. As project determinations/refinements take place there could be major “movements” in almost all aspects of the VEP information, especially in cost and time estimates. For instance, staff does not have preliminary construction drawings of the project prepared at this point in time, so it is very difficult for professional cost estimators to provide accurate cost estimates. For example, if a project were estimated to cost \$42.5 million with the current level of conceptual drawings, the cost estimator has indicated that the true cost could be \$38 million to \$55 million. Similar ranges would apply to other cost estimates at this stage of the process.

# **Village Entrance Project**

## **Goal/Vision Statement**

### **Project Goal**

The goal for the Village Entrance site, as determined after the January 2005 Council workshop, was to improve the aesthetics of the community's entrance with an urban linear park between the downtown and the Art-a-Fair site and to construct a 580 parking space structure.

On February 28, 2012, the City Council established a priority to identify a viable project that improves the aesthetics of the entrance to the community while replacing any displaced parking spaces in the downtown area.

### **Village Entrance Vision Statement** **(Village Entrance Task Force – 1995)**

Laguna Beach's Village Entrance is a beautiful, pedestrian oriented area that links the art festival activity areas to the downtown village and Main Beach. At the entrance to the City's downtown there is a welcoming 'statement' to the village central business area and the activities of the art festivals. The surface parking and flood control channel have been replaced or covered with a public area that has a pedestrian walkway that meanders through an undulating park-like landscape of indigenous trees and flowers and includes interesting art 'placement' sculptures and creative water features. There are both formal and informal seating accommodations along the pathway. At night, this public area and pathway are enhanced by a subdued and visually pleasing light-scape program. The area invites one to take a relaxing stroll to and from the art festivals, plays, concerts, community events and the downtown's stores and restaurants, thus enhancing and extending pedestrian activity in the downtown area. Along the way, a visitor information/heritage center and kiosks provide information about these activities and other community special events held on or near the Village Entrance site. The surface parking and Municipal Yard have been replaced with a consolidated parking structure that has been visually integrated into the back hillside slope next to City Hall. The parking structure is well landscaped and designed so that it does not have an obtrusive feel to the pedestrian components of the Village Entrance area or the downtown. The Village Entrance is yet another jewel for Laguna Beach residents and visitors to be proud of and enjoy!

## **Village Entrance Project**

### **Recent History**

The City Council and the community have been considering the Village Entrance Project (VEP) for over 30 years. The process history of the VEP since 1995 is as follows:

<u>Date</u>	<u>Step</u>
1995, March 21	Council initiated the <b>Village Entrance Task Force (VETF)</b> at the request of the Planning Commission. The VETF had 21 members that met on a regular basis from May through October of 1995.
1995, October 3	The <b>VETF Report</b> was presented to City Council. This report included: 1) the City Manager's evaluation of parking structure alternatives; 2) VETF subcommittee reports concerning the corporation yard, design/aesthetics, finance, flood control/stream restoration and land use/needs; 3) a vision statement; and 4) preliminary recommendations.
1996, January 9	Council adopted modified VETF recommendations, which included a Design Competition to be held after direction was determined regarding the Corporation Yard.
1996, July 16	Council approved in concept the purchase of the ACT V parking lot from the Irvine Company and approved geological testing for both the ACT V and Village Entrance sites.
1996, August 20	<b>Council approved the purchase of the ACT V site</b> and directed the City Manager to solicit proposals for the design of a new corporation yard at the site.
1997, March 18	Council approved applying for an Orange County Development Permit for the new corporation yard at the ACT V site.
1997, August 19	Council formed a citizen's oversight committee for the new corporation yard.
1997, November 4	Council approved the site plan for the corporation yard and provided direction on many related issues, including requesting an automatic appeal for the Design Review decision regarding the corporation yard design.
1999, January 12	Council held a workshop on the new corporation yard.
1999, February 2	Council discussed the corporation yard and the status of the Village Entrance Project and continued the issue for no longer than the second meeting in February, 2000.
1999, October 26	Council discussed the new corporation yard and continued the issue to September, 2000.
2000, January 18	Council conceptually approved a Planning Commission concept of creating a Civic Arts District in the area of the Village Entrance site and the art's festivals in the Downtown Specific Plan area and to revise the Design Competition to hire three firms to create a design for a total cost of \$75,000.

2000, March 28	<b>Council approved</b> an ordinance amending the Downtown Specific Plan, which included a <b>Civic Arts District</b> .
2000, April 4	Council initiated the development of a Design Competition Program.
2000, April 11	Council modified the design of the new corporation yard to reduce costs and direct the solicitation of construction bids.
2000, July 11	Council approved the design competition framework packet and final details and asked for a final review on or before September 1, 2000.
2000, August 15	Council discussed the compact disc invitation package for the design competition and directed staff to retain a consultant to look at ways to reduce the space needed for the existing corporation yard.
2000, September 19	Council voted to winterize or “shutter” the ACT V parking lot. (At this time, the construction of a new corporation yard at the ACT V site did not have a majority of Council support.)
2000, October 3	Council directed staff to get the design competition back on track and to accelerate the process as much as possible.
2000, October 24	Council voted to retain RNL Design to analyze the existing corporation yard and recommend ways to reduce the space utilized for municipal maintenance functions.
2001, January 9	City Council gave final direction for a Village Entrance Project Design Competition.
2001, February 15	<b>Council formally adopted the Village Entrance Project Design Competition process</b> and approved the invitation CD for distribution.
2001, April 24	Council selected the design firms of Blair Ballard Architects, Carter & Burgess and Thirtieth Street Architects to prepare a design for the Village Entrance site.
2001, June 19	Council decided to add a fourth firm of Studio One Eleven to prepare a design.
2001, October 9	<b>The four designs were presented to City Council and the public.</b>
2002, July 17	<b>Council</b> had summary presentations made from the four design firms and, after public comment and Council discussion, <b>selected Studio One Eleven as the winner of the Design Competition.</b>
2002, December 17	Council reviewed a work program from Studio One Eleven and then directed staff to prepare a list of threshold items to be considered in the Village Entrance and approved a parking/traffic/circulation study.
2003, January 28	Council directed the City Manager to: 1) contact Orange County to determine the timing and process for pursuing the approvals for the ACT V Project through the County; 2) contact the OCTA to discuss the possibility of State Transit Funds; 3) re-engage Peyo Michaels for the Corporation Yard Project at the ACT V site; 4) provide Council with options for allocating the funding necessary to complete the ACT V Project; and 5) approve Studio One Eleven to revise its work plan to reflect the elimination of the maintenance yard from the Village Entrance Master Plan.

2003, March 18	<b>Council awarded contracts to Studio One Eleven to complete a master plan refinement of the Village Entrance Project, and contacts for geotechnical, engineering and aerial survey work.</b>
2004, September 21	Council, after a long history of community dialog and a variety of Councils' decisions, determined it was time to forge a compromise regarding the reconfiguration and location of the corporation yard and where various functions would be located. The Council appointed Councilmembers Pearson and Iseman as a sub-committee to work on this purpose.
2005, January 15	After various sub-committee discussion meetings held after September 21, 2004, the sub-committee came to agree on <b>philosophical points of compromise regarding the development of the ACT V and Village Entrance sites. The City Council considered, amended and adopted the points of compromise at a major community workshop held on Saturday, January 15, 2005 with a meeting facilitator.</b> (The philosophical points of compromise are attached at the end of this section for reference.) <b>The agreed upon goal of the Village Entrance Project was to improve the aesthetics of the community's entrance with an urban linear park between the downtown and the Art-a-Fair site and to construct a 580 parking space structure.</b>
2005, April 5	<b>Council approved a new Corporation Yard design and a revised Village Entrance Project with a 580 parking space structure.</b>
2005 June 7	Council approved a contract with Studio One Eleven to revise the design for a 580 parking structure and to initiate a request for proposals to complete an EIR and Water Quality Management Plan for the Village Entrance Project.
2005, October 22	Studio One Eleven presented a revised Village entrance design and City Council approved a revised design concept for a park and a 580 parking space structure.
2005, November 1	<b>Council selected Christopher Joseph &amp; Associates to prepare and process the Village Entrance Project EIR.</b>
2006, March 8	Planning Commission holds a Village Entrance Project EIR Scoping Meeting.
2007, February 13	Council directed staff to prepare a status report on the Village Entrance Project.
2007, March 6	Council received a Village Entrance Project status report and asked that the City Manager investigate the cost of moving the sewer pump station to another location.
2007, May 1	Council considered the information from the City Manager regarding the cost of moving the sewer pump station. <b>Ann Christoph presented a design alternative for a 580 parking space structure situated around the sewer pump station. Council directed staff to solicit a proposal from Studio One Eleven to analyze the alternatives presented and other options that would not move or cover the sewer pump station and would maintain a 580 parking space structure.</b>

2007, August 7	<p><b>Studio One Eleven presented a revised design that included five levels and surface parking to achieve 580 parking spaces.</b> This design provided more open space areas, better screening and was reconfigured around sewer lift station. Council advanced the Village Entrance Project by: 1) <b>approving the revised design (of 580 spaces) to be included in the EIR as one of the studied alternatives;</b> 2) preparing a <b>Parking Needs Assessment</b> and incorporating it into the EIR; 3) refining and incorporating Studio One Eleven’s new alternative design for study in the EIR; 4) developing and incorporating a preliminary <b>construction staging plan</b> in the EIR; and 5) <b>augmenting the traffic study</b> in the EIR to consider a) pedestrian traffic requirements on Forest Avenue, b) peak evening hour impacts, especially on the weekends during the summer, c) traffic use and queuing analysis of known events, such as the pageant or a play, and d) proposed implementation impacts.</p>
2008, January 8	ACT V Municipal Yard and public parking lot ribbon cutting ceremony.
2011, June 8	The <b>Planning Commission certified the EIR for the Village Entrance Project.</b>
2011, November 1	<b>Council Subcommittee (Councilmembers Iseman and Pearson) formed</b> to work on the advancement of the Village Entrance Project.

# **Village Entrance Project**

## **ACT V Points of Compromise**

**Adopted January 15, 2005**

1. Reduced footprint of the corporation yard portion of the ACT V site.
2. Promote multiple peripheral parking lot locations: North/South.
3. The ACT V site will contain some buildings to house the corporation yard operations.
4. The number of parking spaces in the Village Entrance parking garage could be less than 650.
5. The view of the buildings at ACT V will be shielded by landscape or distance.
6. It will be easy to see that the ACT V lot is a parking and shuttle stop.
7. Anything with wheels (vehicles) could be at ACT V.
8. It is an option to move vehicles from ACT V to another location during the summer.
9. Some storage and/or office can be located at locations other than the ACT V site, as long as they are accessible, operationally and aesthetically pleasing and architecturally cohesive. For example: i) in a structure next to the Village Entrance parking garage; ii) some of the Village Entrance landscape space or the parking garage entry area in the current design; and iii) the façade of the Village Entrance parking garage.
10. Improve the looks of the remaining corporate yard during the interim before the garage is built. Example: removing the chain link fence along Forest Avenue.
11. If the footprint of the corporate yard portion of ACT V is reduced in the back, the length of the fuel modification zone would be reduced and will be less of an issue subject to applicable legal and fire safety requirements.
12. It would be “ok” to have the fuel station at ACT V, if we can also get 250 parking spaces. Possibilities to explore include widening the sides in the front parking area and valet parking.
13. Approach the Art College for overflow parking.
14. Consider a pedestrian bridge.
15. Have flexibility to explore the architect’s and staff’s ideas.



## **Village Entrance Project**

### **Design Alternatives**

### **Considered in the EIR**

The Village Entrance Project EIR was certified by the Planning Commission on June 8, 2011. There were **five project alternatives** reviewed in the EIR (not including the “no project” alternative). These five alternatives are summarized below.

<b>EIR Alternative</b>	<b>Height</b>	<b>No. of Parking Spaces</b>	<b>Structural Footprint Area</b>
<b>(1) Maximum Size 5-Levels</b>	36 feet	<u>692</u> (295 net increase*) 667 – structure 25 – surface	70,500 sq. ft.
<b>(2) Revised Design 5-Levels (wraps around the sewer pump station).</b> This design was the conceptual design alternative selected by the City Council on August 7, 2007 to be included in the EIR.	36 feet	<u>605</u> (208 net increase*) 556 – structure 49 – surface	55,600 sq. ft.
<b>(3) 4-Levels</b>	26 feet	<u>618</u> (221 net increase*) 593 – structure 25 – surface	70,500 sq. ft.
<b>(4) 3-Levels</b>	16 feet	<u>454</u> (57 net increase*) 429 – structure 25 – surface	70,500 sq. ft.
<b>(5) Mixed Use 5-Levels (23 Apartments and Transit Center)</b>	36 feet	<u>513</u> (116 net increase*) 509 – structure 4 – surface	59,360 sq. ft.

\*There are presently a total of 397 existing parking spaces (254 public and 143 City) contained in the VEP site.

# **Village Entrance Project EIR Expiration Question**

## **Village Entrance Project EIR Expiration Question**

Generally, if the final Village Entrance Project is located on the same site and does not exceed the maximum contemplated and studied scope of the project in terms of the number of parking spaces and levels, the certified EIR would satisfy the requirements of the California Environmental Quality Act (CEQA).

There is no mandated expiration date for a certified EIR, however subsequent environmental analysis may be required, especially when a substantial time period has elapsed. Per Section 15162 of the California Environmental Quality Act, when an EIR has been certified for a proposed project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence, one or more of the following:

1. Substantial changes are proposed in the project which will require major revisions of the previous EIR due to the involvement of *new significant environmental effects or a substantial increase in the severity of previously identified significant effects*;
2. Substantial changes have occurred with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR due to the involvement of *new significant environmental effects or a substantial increase in the severity of previously identified significant effects*; or
3. New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete, shows any of the following:
  - (a) The project will have *one or more significant effects not discussed in the previous EIR*;
  - (b) *Significant effects previously examined will be substantially more severe than shown in the previous EIR*;
  - (c) *Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project*; or
  - (d) *Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment*.

## **Village Entrance Project**

### **Major EIR Required Mitigation Measures**

When an EIR is prepared for a project there are always a large number of mitigation measures that must be complied with in order to mitigate project impacts. The following is a list of mitigation measures that will impact cost or the surrounding areas of the Village Entrance site near City Hall. For a complete list and details of all of required mitigation measures, please refer to the EIR documents.

Archaeological Resources	On-site Native American monitor during grading.
Paleontological Resources	Qualified paleontologist on site during grading.
Geology	Comprehensive geotechnical investigation with recommendations followed. The major design concerns including foundation design (possibly deep caissons required) and slope retaining issues. Preliminary reports indicate project feasibility.
Groundwater (13.5 to 23 feet below ground surface)	Design structures to resist hydrostatic pressures or provide drainage system, if the final design includes structures below grade and/or excavations below the groundwater table.
Hazardous Materials (sewer digester, fuel and vehicle maintenance areas)	Appropriate handling/processing protocols, including the preparation of a Phase 1 Environmental Site Assessment with recommendations followed.
Traffic/Circulation	Widen the southbound approach to add a second left-turn lane at Broadway/Forest Avenue intersection.
Traffic/Circulation	Lengthen the southbound left-turn pocket on Laguna Canyon Road at the project main entrance (currently 125 feet in length) to approximately 300 feet to accommodate peak left-turn demand at the entrance.
Traffic/Circulation	Revise main project entrance/exit signal timing to dissipate queues under peak arrival and departure conditions with coordination of the traffic signal at Broadway/Forest Avenue.

Traffic/Circulation	Install/implement parking structure entry procedures so that the duration of the entry transaction is less than 15 seconds per vehicle under normal circumstances and less than 10 seconds during peak arrival periods.
Traffic/Circulation	Develop and implement special event procedures.
Traffic/Circulation	Require clear site lines for pedestrians in the landscape design.
Traffic/Circulation	Monitor, and if necessary, implement identified pedestrian crosswalk enhancements and safety measures.

# **Village Entrance Project**

## **Corporation Yard Operations**

The following is an inventory of the Corporation Yard operations that remain at the Village Entrance site. These operational needs cannot be eliminated and need to be fully considered in a Village Entrance Project. The EIR and previous Council direction assumed that most of these operations would be designed into the proposed parking structure along with a corresponding reduction in areas available for parking. In addition, while the project is under construction these operational uses need to be staged, possibly off-site, in some manner. There are other possibilities on how to manage this Village Entrance Project constraint, which will be discussed during Councilmembers Iseman and Pearsons' presentations.

1. Animal Control
  - 800 square feet
  - 2 vehicles
  - 3 employees
2. Community Development Department
  - 400 square feet
  - 7 vehicles
  - 4 employees
3. Department Head Vehicles
  - 9 vehicles
4. Fire Department Operations
  - 200 square feet
  - 4 vehicles
  - 1 employee
5. Information Technology
  - 700 square feet
  - 2 employees
6. Lifeguard
  - 1,316 square feet
  - 6 vehicles
  - 6 employees
7. Parking Meter and Signage
  - 1,875 square feet
  - 6 vehicles
  - 5 employees
8. Police Department Operations and Evidence Storage
  - 3,140 square feet
  - 2 vehicles
  - 1 employee
9. Public Works Department
  - 400 square feet
  - 2 vehicles
  - 3 employees

These operational uses total: 8,831 square feet 38 vehicles and 22 employees
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VEP Corporation Yard Operations

## Village Entrance Project Next Steps/Timelines

### Estimated Village Entrance Project Timelines For a Project That Moves Remaining City Functions to ACT V Site

<u>Task</u>	<u>Estimated Amount of Time</u>	
	Beginning of project timeline	
	Fast Track (months)	Likely (months)
Consensus on project components		
1. <u>Preparation of preliminary construction drawings</u> for both Act V and VE sites, <u>update cost estimates and confirm financing and CEQA review</u> (EIR adequacy review for VE site and Initial study for ACT V site).	4	6
2. <u>Planning Commission Review</u> of required entitlements for both the ACT V and VE sites (CDP, PCDR, CUP, Floodplain Development), including a 28-day staking of the projects.	2	4
3. <u>City Council Initiated Appeal</u> (due to public interest)	2	3
4. <u>Coastal Commission CDP approval, CalTran's permits, and Orange County Flood Control Clearance or Permit.</u> (Construction drawings can be started when final project approval seems likely by the Coastal Commission.)	8	13
<b><u>ENTITLEMENT PHASE</u></b> Subtotal	<b>16</b>	<b>26</b>
5. <u>Preparation of final construction drawings</u> of the entire two related projects at ACT V and the VE sites; and the <u>construction of new flood channel bridge and ACT V construction.</u>	12	14
<b><u>ACT V SITE CONSTRUCTION PHASE</u></b> Subtotal	<b>12</b>	<b>14</b>
6. <u>Demolition</u> of miscellaneous buildings and fuel facility in the City employee lot; then <u>preliminary grading and construction of the shoring wall and related utility work.</u>	10	12
7. Actual <u>parking structure construction.</u>	10	12
8. <u>Park construction</u> and all remaining work, signage, etc.	10	12
<b><u>VE SITE CONSTRUCTION PHASE</u></b> Subtotal	<b>30</b>	<b>36</b>
<b>TOTAL</b>	<b>58 (4.8 years)</b>	<b>76 (6.3 years)</b>

# **Village Entrance Project**

## **Conceptual Staging Plan**

In 2008, during the preparation of the EIR, Studio One Eleven prepared a conceptual Staging Plan for the then contemplated Village Entrance Project. That project did not include any off-site construction at ACT V. The framework description of the staging plan for that project is as follows. (This conceptual staging plan assumes that all entitlements have been secured.)

### **Staging Phase 1 (One year)**

- Construction of main access bridge at the north side of property (built prior to all other construction). Constraints – minimum disruption of existing parking lots and no work during the Festival season (July and August).
- Final plans and specifications completed, project bid and contract awarded.
- **Lumberyard and Forest/LCR public parking lots are open.** Some employees may have to park in the Forest/LCR parking lot.

### **Staging Phase 2 (One year)**

- Demolition, preliminary grading, construct shoring wall and other utility site work. Constraints -- minimum disruption of existing open parking lot and no work during the Festival season (July and August).
- Only the **Forest/LCR public parking lot is open.** Employees must park in the Forest/LCR parking Lot.

### **Staging Phase 3 (One year)**

- Construction of parking structure. Constraints -- minimum disruption of existing open parking lot and only non-disruptive work during the Festival season (July and August).
- Only the **Forest/LCR public parking lot is open.** Employees must park in the Forest/LCR parking Lot.

### **Staging Phase 4 (One year)**

- Construction of park and all other site and off-site circulation improvements. Constraints -- minimum disruption and only non-disruptive work during the Festival season (July and August)
- **New parking structure is open.** Employees park in the new parking structure.

#### *Caveat*

This staging plan will have to be updated/refined based on the final components of the Village Entrance Project and construction documents.

VEP Conceptual Staging Plan

# **Village Entrance Project Related Parking Studies**

## **Downtown Parking Needs Assessment (Non-Summer)**

**Walker Parking Consultants**

**February 25, 2008**

During the preparation of the EIR for the Village Entrance Project and upon the recommendation of the Planning Commission, the City Council commissioned that a parking needs assessment be prepared for the City's downtown area during the off-peak, non-summer season to determine how a Village Entrance parking structure on the site will impact parking supply and utilization in the downtown during that time period.

The report identified several areas of downtown that are extremely busy and typically do not have significant on-street parking. However, the report indicated that nearby parking is frequently available during the non-summer season. The study recommended that the City reverse the historical practice of pricing off-site parking lot rates lower than the on-street parking meter rates. The report indicated that implementing this pricing strategy would increase on-street parking space utilization, while at the same time ensure greater utilization of City lots or parking structures, and thus change the perception of parking space availability in the downtown.

## **Downtown Specific Plan Area & Laguna Canyon Road Parking Management Plan**

**RBF Consulting**

**April, 2013**

RBF Consulting has conducted public workshops and interviewed about 50 community stakeholders. The draft plan should be released to the public in the 1<sup>st</sup> week of April. The report will ultimately provide a "toolbox" of parking management tools that, if implemented, will result in an increase in available parking utilization. The Planning Commission is scheduled to hold its first public meeting on the draft Parking Management Plan on April 10, 2013.



## **Village Entrance Project**

### **Estimated Costs**

#### **Cost Modeling Report #1 – Waller Consulting (March 25, 2008)**

During the preparation of the EIR, the City contracted with Waller Consulting to prepare a cost estimate for the then contemplated Village Entrance Project.

<u>Project Components</u>	<u>Cost Estimate</u>
Parking structure only (556 spaces)	\$25.63 million
Adjacent office building (13,184 sq. ft.)	\$4.14 million
Historic digester renovation	\$1.03 million
Park area	\$2.84 million
Site improvements	\$4.10 million
Off-site road improvements	\$0.17 million
Laguna Canyon Road pedestrian bridge	<u>\$0.96 million</u>
Total	\$38.87 million

#### **Cost Modeling Report #2 – Waller Consulting (March 11, 2013)**

The City contracted with Waller Consulting to prepare an updated cost estimate for a revised Village Entrance Project. The following cost estimates include a 10% construction contingency factor.

<u>Project Components</u>	<u>Cost Estimate</u>
Parking structure only (506 spaces)	\$27.15 million
Parking on Grade (134 spaces, total 614 spaces)	\$1.34 million
Signal/Highway Improvements	\$0.91 million
Driveway to Structure	\$0.53 million
Vehicular Bridge Over Channel	\$0.46 million
Pedestrian Bridge Over Channel	\$0.08 million
Park area	\$4.77 million
Historic Tower Renovation	\$1.28 million
Lift Station	\$0.19 million
Site improvements	\$3.27 million
ACT V Costs	\$2.00 million
City Hall Renovation Costs	<u>\$0.50 million</u>
Total	\$42.48 million
Estimated Cost Range for design contingencies	\$38 to \$55 million

VEP Estimated Costs

## **Village Entrance Project Possible Funding Sources**

There are many possible funding sources for the Village Entrance Project. Some sources are one-time sources and some sources can be used as annual revenue to leverage borrowing over a twenty-year period. Each additional \$1 million in borrowing requires \$75,000 in annual revenue.

### **One Time Sources**

- **Parking Fund** (available fund balance, including repayment of side fund loan) \$7,800,000
  - **Temporary Postponement of Capital Projects** \$5,000,000
- Total \$12,800,000**

### **Annual Revenue**

- **Increased Parking Fund Revenue from New Parking spaces** \$300,000
  - **\$1 Parking Meter Rate Increase** (Zones A, B, D, F and G) \$1,400,000
  - **25% increase in parking lot rate** \$350,000
- Total \$2,050,000**  
**(generates \$27,300,00 in bond funding)**

The above funding sources could fund a Village Entrance Project of \$40,100,000 in costs (\$27,300,000 plus \$12,800,000).

### **Other Possible Sources**

- Grants (source to be determined) \$ unknown
- Mitigation funds from inland development \$ unknown
- Business Improvement District (BID) \$ unknown
- 1% increase in TOT \$750,000 annually
- ½ % increase in Sales Tax \$2,500,000 annually
- \$1 charge for a summer Trolley Day Pass \$100,000 annually
- 50% increase in Shopper's Permit Fees \$250,000 annually

VEP Possible Funding Sources

## Village Entrance Project Parking Lot Revenues

	<b>Forest/Laguna Canyon Parking Lot</b>	<b>225/243 Ocean Avenue Parking Lots</b>
	2012 Revenues	2012 Revenues
January	\$540	\$9,805
February	\$603	\$9,033
March	\$2,827	\$9,732
April	\$876	\$12,891
May	\$1,132	\$9,946
June	\$2,567	\$12,886
July	\$95,965	\$15,528
August	\$112,617	\$14,234
September	\$2,265	\$11,327
October	\$1,157	\$10,507
November	\$737	\$7,204
December	\$665	\$8,502
Wedding/Special Events	\$29,280	\$0
Total Annual Revenue	\$251,231	\$131,645
Total Parking Spaces	168	40
<b>Annual Revenue per Space</b>	<b>\$1,495</b>	<b>\$3,291</b>

VEP Parking Lot Revenues

## **Village Entrance Project Coastal Cities Parking Rates**

Data as of November, 2011

<b>Coastal Cities Parking Rates</b>		
<b>City</b>	<b>On-Street Parking Rates</b>	<b>Off-Street Lot Rates</b>
<b>Aliso Beach - OC Parks</b>	\$1.00	\$1.00 per hour
<b>Capistrano Beach - OC Parks</b>	\$1.00	\$1.00 per hour
<b>Cardiff State Beach</b>	N/A	\$10.00 day rate
<b>Carlsbad (State Beaches)</b>	N/A	\$10.00 day rate
<b>Coronado</b>	Free - \$1.00	
<b>Crystal Cove State Park</b>	N/A	\$15.00 day rate
<b>Dana Point</b>	Free	Free
<b>Del Mar</b>	\$1.50 - \$ 3.00	
<b>Doheny State Beach</b>	N/A	\$15.00 day rate
<b>Encinitas</b>	Free	Free
<b>Hermosa Beach</b>	\$1.25	\$1.25
<b>Huntington Beach</b>	\$1.50	
<b>Imperial Beach</b>	Free	N/A
<b>Laguna Beach</b>	\$1.00 - \$ 2.00	
<b>Long Beach</b>	\$1.00	
<b>Los Angeles</b>	District 11 - \$1.00/ District 15 - Free & \$.50	District 11 - Free & varied rates/ District 15 - Free
<b>Malibu</b>	Free**	
<b>Manhattan Beach</b>	\$1.50	Beach Lots \$1.50 Business 1.25
<b>National City</b>	Free	Free
<b>Newport Beach</b>	\$1.00 - \$1.50	\$1.50 per hour
<b>Oceanside</b>	2 hours free - \$1.00	
<b>Oxnard</b>	Free	
<b>Palos Verdes Estates</b>	Free	
<b>Rancho Palos Verdes</b>	Free	
<b>Redondo Beach</b>	\$1.00	
<b>Salt Creek Beach - OC Parks</b>	\$1.00	\$1.00 per hour
<b>San Clemente</b>	\$1.50	
<b>San Clemente State Beach</b>	N/A	15 day rate
<b>San Diego</b>	.25 - \$2.50	
<b>Santa Monica</b>	0.75*	\$6.00 - 12.00 per day
<b>Seal Beach</b>	Free	
<b>Solana Beach</b>	Free	Free
<b>Ventura</b>	\$1.00	

VEP Coastal Cities Parking Rates

## Village Entrance Project Revenue Bond Information

### *2015 Lease Revenue Bonds <sup>(1)(2)</sup>*

Issue	Par Size	Net Proceeds	Average Annual Debt Service	Total Debt Service	True Interest Cost
Scenario 1 (No capitalized interest) <sup>(3)</sup>	\$24.4 M	\$25.0 M	\$1.9 M	\$38.8 M	4.57%
Scenario 1 (No capitalized interest) - 25 yr term <sup>(4)</sup>	\$26.9 M	\$27.0 M	\$1.9 M	\$47.7 M	4.90%
Scenario 1 (No capitalized interest) - 30 yr term <sup>(4)</sup>	\$29.3 M	\$29.0 M	\$1.9 M	\$58.4 M	5.24%
Scenario 1A (No capitalized interest) <sup>(3)</sup>	\$29.3 M	\$30.0 M	\$2.3 M	\$46.6 M	4.57%
Scenario 2 (2 years capitalized interest) <sup>(3)</sup>	\$26.7 M	\$25.0 M	\$2.3 M	\$43.4 M	4.56%
Scenario 2A (2 years capitalized interest) <sup>(3)</sup>	\$32.0 M	\$30.0 M	\$2.7 M	\$52.0 M	4.56%
Scenario 3 (No capitalized interest) - 25 yr term <sup>(4)</sup>	\$44.8 M	\$45.0 M	\$3.2 M	\$79.3 M	4.90%
Scenario 3 (No capitalized interest) - 30 yr term <sup>(4)</sup>	\$45.4 M	\$45.0 M	\$3.0 M	\$90.4 M	5.24%

<sup>(1)</sup> Based on Tax-Exempt 'AA+' rated public offering for the City of Manhattan Beach dated 2/1/13 plus 150 basis points. Assumes a 20 year term, unless otherwise specified.

<sup>(2)</sup> Assumes premium structure, no Debt Service Reserve Fund and fixed costs of issuance of \$150,000 plus Underwriter's Discount of \$8,000/\$1,000 of Bonds. Dated and Delivery date is 12/15/2015.

<sup>(3)</sup> It is estimated that for every \$1.0 M increase in Net Proceeds, the Average Annual Debt Service will increase by \$90,000 when capitalizing interest and \$75,000 without capitalizing interest.

<sup>(4)</sup> It is estimated that for every \$1.0 M increase in Net Proceeds, the Average Annual Debt Service will increase by \$70,000.

# **Village Entrance Project**

## **Investigated Project Alternatives**

Note: The following information is the result of rough, conceptual staff reviews. Any interest in these alternatives would require further analysis and/or studies.

### **ACT V Parking Structure**

- 280 spaces on two levels would replace 148 spaces on gravel area
- 132 net new parking spaces
- Cost estimate - \$14 million

### **Cap the Flood Channel without Landscaping**

- Cap the existing channel for parking without modifying the Forest/Laguna Canyon parking lot to comply with landscaping requirements
- 40 new spaces
- Cost estimate - \$3 million

### **Cap the Flood Channel with Required Landscaping**

- Cap the existing channel for parking and reconfigure the Forest/Laguna Canyon parking lot layout to comply with landscaping requirements
- Loss of 22 parking spaces.
- Cost estimate - \$3 million

### **Festival of Arts Tennis Court Parking Lot**

- 80 spaces on two levels with one level completely below grade level, which would replace two tennis courts and 8 parking spaces
- 72 net new spaces
- Cost estimate - \$4 million
- Circulation/traffic impacts

### **Laguna College of Art and Design Parking Lot**

- Utilize 120 spaces per agreement for summer parking
- 120 temporary summer parking spaces at no cost

### **Lumberyard Parking Structure**

- 195 spaces on two levels would replace 86 existing spaces
- 109 net new spaces
- Cost estimate - \$10 million

### **Ocean Avenue Parking Structure**

- 88 spaces on two levels would replace 26 spaces
- 62 net new spaces
- Cost estimate - \$10 million, not including property acquisition

VEP Investigated Project Alternatives

**Park Style Pedestrian Pathway**

- Replace 80 spaces of the Forest/Laguna Canyon parking lot with a landscaped pathway
- Loss of 80 parking spaces
- Cost Estimate - \$1 million

**Pepper Tree Parking Structure**

- 69 spaces on two levels replaces 35 spaces
- 34 net new spaces
- Cost estimate - \$3.5 million

**Playhouse Parking Structure (Behind Playhouse)**

- 310 parking structure on four levels replace 62 spaces
- 248 net new spaces
- Cost estimate - \$15 million
- Circulation/traffic impacts

**725 Laguna Canyon Road Property Parking Lot**

- 67 new spaces
- Cost estimate - \$0.67 million, not including property acquisition cost

## Village Entrance Project Other Information

Lumberyard Parking Lot	86 parking spaces
Employee Parking Lot (east of flood control channel)	109 employee spaces + 34 City vehicle spaces = 143 total spaces
Forest/Laguna Canyon Lot (west of flood control channel)	168 parking spaces
VE site total existing parking	397 parking spaces (254 public spaces)
Parking space dimensions	8'-4" x 18'
Compact parking space dimensions	8' x 15' (up to 50% can be compact size spaces)
Required aisle width	24'
Cost range to move SOCWA sewer pump station (February 2013 estimate)	\$7.9 to \$17 million, with likely probable cost of \$11.3 million
Estimated revenue per new parking space at the VE site	\$1,500/year
Estimated revenue per new parking space in the downtown area	\$3,300/year
Amount of revenue needed to service \$1 million in borrowing	\$75,000/year for 20 years at 4.57% uncapitalized interest
Waller VE Project Cost Estimate (March 2008)	\$39 million
Waller VE Project Cost Estimate <u>with</u> ACT V Costs (March 2013)	\$42.48 million Range \$38 to \$55 million
VEP study appropriations balance as of 1/29/2013	\$245,700

VEP Important Information