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## REQUEST FOR BOARD ACTION

BOARD MEETING DATE:           OCTOBER 26, 2006

TITLE:           GREAT PARK PRELIMINARY MASTER PLAN

  
Chief Executive Officer

### **RECOMMENDED ACTION**

1. Approve the Great Park Preliminary Master Plan in concept and direct staff to submit the plan to the City of Irvine for regulatory review.
2. Direct staff to continue its public outreach and stakeholder involvement to refine the Preliminary Master Plan and its detailed technical appendices.

### **EXECUTIVE SUMMARY**

On May 23, 2006, the City Council approved a refined Scope of Work and budget for Tasks Two through Five of the work program to complete the Master Plan of the Orange County Great Park. Task Two of the work program provides for the completion of a Preliminary Master Plan. The Great Park Design Studio team submitted the Preliminary Master Plan on October 12, 2006, for the Board's review and consideration.

The Design Studio describes the Plan as a park design that comprises multiple features and services supported by extensive backbone infrastructure. The Plan encompasses:

- A new total Park and Parklands gross acreage of approximately 1165 acres with two major and two secondary entrances.
- Primary and active uses covering some 895 acres with the 100 acre Agua Chinon added for passive uses and the 170 acre Wildlife Corridor reserved for habitat only.
- Key activity areas comprised of:
  - Air museum and Timeline – 35 acres
  - Sports Park – 175 acres
  - Cultural Terrace with Lake and Amphitheatre – 130 acres
  - Botanical Garden and Conservatory – 50 acres

- Great Lawn and Military Museum – 165 acres
  - Trabuco Entry and Bosque – 75 acres
  - Upper Canyon – 150 acres
  - Parking and Maintenance – 115 acres
- Approximately 80 acres of agricultural heritage use is included in the active use areas.
- Over 4,000 parking spaces located at Park destinations and approximately 1,000 overflow spaces would be available within City facilities at the Irvine Station.
- A bi-directional shuttle system and a full ADA compliant trail pathway network enabling immediate access to every key feature and area in the Park.

Task Three of the work program is the submittal of the Preliminary Master Plan for review and approval by the relevant public agencies. The plan will be analyzed by various City Departments (Community Services, Community Development, Public Works, and Public Safety) as well as the Orange County Fire Authority. Applying their expertise to the Preliminary Master Plan will lead to adjustments and refinements that address design concerns and resolve development issues. Concurrent with the regulatory review process, the Great Park Design Studio will continue to provide additional refinement to the plan and develop park phasing strategies and phasing alternates (Task Four). Task Five includes the Comprehensive Master Plan as well as the Phase One Schematic Design for the Great Park.

Staff recommends that the Board approve the Great Park Preliminary Master Plan in concept and direct staff to submit the plan to the City of Irvine for regulatory review. Staff further recommends that the Board direct staff to continue its public outreach and stakeholder involvement to refine the Preliminary Master Plan and its detailed technical appendices.

## **STATEMENT OF THE ISSUES**

### **Issue 1: Master Designer Agreement**

On March 9, 2006, the Orange County Great Park Board approved the Agreement for Master Designer Services with the Great Park Design Studio, including a five task Scope of Work and a budget for Task One, the Critical Issues Assessment. On April 27, 2006, the Board recommended and on May 23, 2006, the City Council approved a refined Scope of Work and budget for Tasks Two through Five for the Master Plan of the Orange County Great Park. The Great Park Design Studio team expanded the originally proposed scope of work to include some schematic design and design development elements early in the planning process in order to provide refined cost estimates and to increase the level of confidence in the Comprehensive Master Plan.

Task Two of the work program is the Preliminary Master Plan. This task is described as the design process to refine the competition plan to a Preliminary Master Plan through the preparation of design studies to address specific issues outlined in the Critical Issues Assessment followed by the selection of preferred alternatives. Attachment 1 provides a detailed description of Task Two work program and deliverables.

Task Three of the work program is the submittal of the plan for review and approval by the relevant public agencies. Following agency approval, the Design Studio team will adjust the Preliminary Master Plan, incorporate changes, and produce a Comprehensive Master Plan for Board approval. Concurrent with the regulatory review process, the Great Park Design Studio will continue to provide additional refinement to the plan and develop park phasing strategies and phasing alternates. The result of this process will be an overall phasing plan and program focusing on the identification of Phase One construction features and areas for Board approval (Task Four). Task Five includes the Comprehensive Master Plan as well as the Phase One Schematic Design for the Great Park.

#### Issue 2: Preliminary Master Plan

The Great Park Design Studio team has submitted its Preliminary Master Plan for the Board's review and consideration. The Design Studio team gave an in depth presentation on the components of the plan at the Board's October 12, 2006 meeting.

The Preliminary Master Plan is divided into two components: the Executive Summary, which accompanies this report, and the Master Plan Appendices, which provide expanded background research and information on design considerations and program features (see Transmittal letter, dated October 19, 2006 at Attachment 2). A detailed index of the Master Plan Appendices, including the draft Sustainable Design component, is available for the Board's review upon request.

The Design Studio describes the Preliminary Master Plan as a preliminary work product (Attachment 3). It is a summary of Design Studio work conducted from April to mid-October 2006 and follows the Critical Issues Assessment prepared by the Design Studio in February-March 2006.

Following is the Plan narrative provided by the Design Studio:

- **A New Kind of Park:**

In the heart of Orange County a new kind of park is being created, one where visitors experience a new kind of relationship between the built environment and the natural world. As parks have long been, the Great Park is an oasis, a place of pleasure, activity, and reflection. But it is much more. It is a place that connects our history and our current needs, knitting together the communities of Southern California while restoring the region's natural heritage. It is a place where new ideas for social and environmental sustainability are investigated and

tested. The citizen's of Orange County are key participants in imagining these new ideas to create a healthier and more sustainable future.

- **Three Park Experiences in One:**

The Great Park is actually three park experiences in one. The Canyon is a beautiful oasis - a place to wander and daydream, for families to picnic and for children to explore. It includes a variety of special plantings, from a Meditation Garden to one of the world's most striking palm collections. The Habitat Park is an ecological backbone that provides species diversity, native communities and wildlife. The Fields and Memorial Park commemorates the history of the site as both a productive agricultural landscape and more recently, a military base. This area includes a military memorial, preserved historic features, an open corridor, timeline and the major athletic facilities of the sport park.

- **A Sustainable Oasis:**

Promoting health is a major goal of the park. The health of the individual becomes a means of understanding the importance of social and ecological health in the region. The Great Park is a showplace of sustainability, demonstrating new ideas, structures, systems and technologies toward a goal of creating a healthy balance between meeting human needs and promoting environmental health. To accomplish this the park will set sustainability indicators in five categories; energy, water, materials, nature and people.

- **The Park as Living Laboratory:**

Unlike any other park, the Great Park is a place of experimentation and change as aspects of social and environmental sustainability are investigated, tested, and built. The Park as Living Laboratory will be a research and outreach center for collaboration between artists, scientists and visitors to participate in finding solutions to problems of our time and to help interpret and make evident connections between people and place.

- **Ecological Backbone:**

Ecologically complex restored habitats are found in three major areas of the park – the Wildlife corridor, Agua Chion and the Canyon. Additionally the Bosque will provide a rich and diverse arboretum of trees and shrubs. The Wildlife Corridor is a native habitat restoration and wildlife travel corridor that will be off limits to park visitors. The Agua Chion is a restored stream environment with native habitats and access to visitors with nature trails. The Canyon is predominately native plantings with an overlay of cultural species including palms and pines. The Canyon will have trails, small use areas, streams and water features distributed along its length and a 24-acre lake will be the focal feature of the lower canyon Cultural Terrace and Botanic Garden. The Bosque is a mix of native and horticultural species designed for continuous seasonal display. Vegetation in the park will emphasize native species as a botanical backbone with an overlay "California Friendly" species that are xeric, non-invasive, low-maintenance, and

well suited to the climate and conditions of Southern California. Additionally culturally significant plantings will include, orchards, and agricultural plantings, and lawns. The park vegetation areas will consist of 61% native plantings and overall 75% will be "California Friendly"

- **Hydrology:**

The Great Park will develop a sustainable hydrology of natural streams and engineered water features on the site. The Agua Chinon will be restored as a functioning stream with seasonal floodplain and aquifer recharge. Natural water from the Borrego Channel will be diverted through the site along the Wildlife Corridor then returned to the Borrego as the Corridor moves across the site. The Canyon stream and lakes will be supplied with recycled water from the Irvine Ranch Water District and the lake will serve as a reservoir for the parks irrigation. Reclaimed water from the groundwater reclamation plant may also be used to supplement stream flow in the Bosque. A series of bio-swales will be constructed to handle and clean on-site runoff and several natural treatment wetlands will provide biological cleaning of runoff water.

- **Park Once and Spend The Day:**

The park circulation is designed to promote sustainable means of transportation. There will be five major park entries, Trabuco Square and Gate, the Palm Canyon Entry, the Agua Chinon Sycamore entry, the Bosque Entry and the Orchard Entry. Strong connections are developed between adjacent neighborhoods and the park. The Lifelong Learning neighborhood's Main Street extends into the Sports Park to provide an urban space for organizing the sports complex. Local streets orient toward a series of small Pocket Parks in the Bosque. The Promenade of the Senses will provide a formal connection between the Cultural Terrace and the Transit Oriented Development and the Irvine Station. Approximately 5000 parking spaces are distributed around the site with a major concentration serving the Cultural Terrace and the Sports Park. A Park Shuttle is envisioned to traverse the entire site running in two directions with stops at all major features and facilities. Orange bicycles will be provided and small electric vehicles will be provided for the mobility impaired. The park will contain over 50-miles of park trails, including a 5-mile jogging path at the Canyon and a 2-mile jogging path at the Bosque. There will be trails for bicycles, hikers, equestrians, and just plain walking.

- **Major Park Facilities include:**

- The Canyon
- The Cultural Terrace
- The Botanic Garden
- The Aviation Museum
- The El Toro Memorial
- The Fields and Great Lawn

- The Time Line
- The Promenade, Bowling Green and Linear Open Space Corridor
- The Sports Park
- Trabuco Square, Fountain and Monumental Gateway
- The Bosque Pocket Parks
- The Park as Living Laboratory
- Aqua Chinon and Wildlife Corridor
- Orchards and Production Fields
- Park Maintenance Facilities and Service and Security Corridors.

In addition to the narrative above, the Design Studio also highlighted the public participation process that has been an integral part of the design process and will continue to play an important role in shaping the design and program of the park.

Approving the Preliminary Master Plan in concept will allow the Board to move the project forward to the regulatory review process. At the same time, the Preliminary Master Plan and its detailed Master Plan appendices will be analyzed by the Corporation's staff and Program Manager. Further review will also be conducted by stakeholders and community members. This process will allow for the continued refinement of the elements and programs contained in the master plan in advance of the Board making a decision to adopt a Comprehensive Master Plan for the Great Park.

### Issue 3: Master Plan Review Process

The City of Irvine prides itself on requiring the same rigorous review process for its own projects that it requires for the development community. Prior to the sale of the former base, the City established a zoning ordinance requirement that development in all zoning districts in Planning Areas 30 and 51 (MCAS El Toro) must be reviewed and approved by the Planning Commission. The vehicle for receiving that review is the submittal of a master plan application. Task Three of the Master Designer Agreement is focused on completing this submittal.

The City has identified eight issues that must be addressed in the master plan:

1. Existing and planned development on adjoining and proximate parcels
2. Thematic architecture and landscaping
3. Location of proposed buildings
4. Arrangement of uses proposed on site
5. Access to the project site
6. On-site pedestrian and vehicular patterns, and transit routes
7. Distribution and amount of parking
8. Identification and mitigation of project impacts

These issues are of continuing interest for both the Design Studio team and the Board. The Preliminary Master Plan's approach to these issues will be analyzed by various City

Departments (Community Services, Community Development, Public Works, and Public Safety) as well as the Orange County Fire Authority. Applying their expertise to the Preliminary Master Plan will lead to adjustments and refinements that address design concerns and resolve development issues. It is anticipated that the master plan review process will result in conditions of approval to be implemented during the construction of the Great Park.

In approving a master plan, the Planning Commission must find that the project benefits the community, is consistent with the City's General Plan and zoning, and is in the best interests of the public health, safety, and welfare of the community.

Once the master plan is approved by the City, the Corporation will be able to move forward with design development and construction drawings leading to the phased development of the Great Park. These work programs are beyond the scope of the current Great Park Design Studio contract. The City's regulatory process will be reengaged only to review major modifications to the master plan. Major modifications are defined as causing significant or potentially significant environmental impacts, significant or potentially significant on-site or off-site traffic impacts, or impacts to or the introduction of sensitive uses not previously considered within the site. Reconfiguration of the site resulting in a significant reduction in landscaping or a significant change in parking will also require subsequent City review. All other modifications to the Master Plan are considered minor and may be approved by the Director of Redevelopment.

### **FISCAL IMPACT**

The City of Irvine has established a policy that the Great Park will not impact the City's General Fund. Therefore, the Corporation's budget includes funds to reimburse the City for the Master Plan review process.

Report prepared by: Glen Worthington, Manager of Planning, Orange County  
Great Park Corporation

Reviewed by: W. D. Kreutzen, Chief Executive Officer, Orange County  
Great Park Corporation

#### Attachments:

1. Task Two Work Program and Deliverables
2. Transmittal letter, dated October 19, 2006
3. Preliminary Master Plan Executive Summary

**TASK TWO: Preliminary Master Plan**

- 2A.** Based on information from Task One and other information and program direction identified by the Great Park Board, the Master Design team will develop design alternatives and studies to address desired ideas, refinements and elements of the park program and design, including preliminary cost estimates and constructability reviews. Design studies will address but not be limited to the following:
- a) Overall site organization. Landscape architect will study options and alternatives for site organization. Overall site studies and diagrams will be developed at scales ranging from 1"=100 to 1"=500. Plan blow ups will be studied at larger scale of 1"=20 to 1"=100 to study select areas in more detail. These studies will focus on developing an integration of features, circulation, infrastructure, architecture, landscape, habitats in coordinated plans.
  - b) Development of major park features and program areas. Landscape architect will explore prototypes of similar program types including scale comparisons and program elements and typical layouts to determine appropriate scale and design for the park. Diagrammatic studies of integrated features for entire park will be developed at scales of 1"=100 to 1"=500 and plan blow up of selected areas will be developed at scales of 1"=20 to 1"=100 and typical sections will be developed at scales of 1/8"=1' to 1"=20.
  - c) Definition of programs and future user experiences. Landscape architect will narrative outlines and descriptions of park programs by area including description of function, target users, types of use, management implications and level of facility development. Prototypes information will be researched from other parks and related facilities and recommendations will be developed for application at the Great Park.
  - d) Development of park circulation and parking. Landscape architect will work with engineering consultants and city staff to develop and integrate circulation systems and parking for the park. Landscape architect will develop prototype and specific designs for streetscapes and parking areas.
  - e) Development of iconic and thematic concepts. Landscape architect, in conjunction with the collaborative design team will develop design concepts studies for iconic elements and overall thematic features integrated into the park. Landscape architect will develop design studies for distinctive park entry areas, memorial areas, terraces/plazas or other distinctive hardscape areas and other special landscape features of a distinctive nature, such as arbors, screens, allees, gardens etc.

- f) Development of park edge conditions addressing private/public issues and separation/integration edge features. Landscape architect in conjunction with Lennar and the Heritage Fields design consultants will develop design studies for integration of park edges. Typical issues will include coordination of adjacent program and uses, integration of adjacent landscape features. Development of drainage landscape at property lines, development of edges, fencing as required, other barriers, visual markers, and typical signage. Development of entry ways features and trail head areas are park perimeter. Diagrammatic studies of integrated edge treatment for entire park will be developed at scales of 1"=100 to 1"=500 and plan blow up of selected areas will be developed at scales of 1"=20 to 1"=100 and typical sections will be developed at scales of 1/8"=1' to 1"=20.
- g) Development of Sustainable design elements. Landscape architect will develop landscape design studies for sustainable elements and integrate ideas and concepts from other consultants on the design team and city and OCGP staff.
- h) Identification of resource protection areas and development of ecological areas design/management parameters. Landscape architect will develop landscape design studies and assist the restoration ecologist in development of typical planting strategies and designs.
- i) Identification of other special features and preservation areas and development of design/management parameters for these areas. Landscape architect will develop inventory of special features to be preserved or reused on the site and develop concepts and design studies for their incorporation into the overall park design.
- j) Development of architectural design features and thematic design and guidelines. Landscape Architect will assist the architect in developing related landscape features and siting for proposed architectural features.
- k) Development of plant massing/communities, and development of preliminary plant palettes. Working with the restoration ecologist, and local plant specialists, the landscape architect will develop overall plant massing and planting strategies for the park. Plant communities will be identified along with typical plant species and prototype plant massing studies, spacing or landscape layout criteria. Diagrammatic studies of integrated planting for entire park will be developed at scales of 1"=100 to 1"=500 and plan blow up of selected areas will be developed at scales of 1"=20 to 1"=100 and typical sections will be developed at scales of 1/8"=1' to 1"=20.
- l) Development of streetscape typical designs. Landscape architect will develop prototypical and specific treatments for distinctive streetscapes. Typical studies will be developed in section and plan blow up at scales of

1/8"=1' to 1"=20.

- m) Development of park path systems, guidelines for bike, hiking, ADA requirements, and related issues. Landscape architect will develop plans for service drives. Landscape architect will develop plans and prototype design for trails for walkways, hiking, jogging, bicycling, and equestrian uses as determined appropriate for the park. Typical sections, materials, gradients and associated landscaping will be developed for the areas along trails and trail nodes. Landscape architect will develop plans and guidelines for accessibility and ADA. Diagrammatic studies of integrated circulation for entire park will be developed at scales of 1"=100 to 1"=500 and plan blow up of selected areas will be developed at scales of 1"=20 to 1"=100 and typical sections will be developed at scales of 1/8"=1' to 1"=20.
- n) Develop Security and Maintenance concepts. Landscape architect will work with city and OCGP officials and staff to develop security and maintenance concepts and develop related design studies for proposed security and maintenance features.
- o) Develop mass grading concepts, typical slopes configurations and cut and fill evaluation. Working with the civil engineer the landscape architect will develop an overall grading plan focusing of balance cut and fill, landform shape and design. Landscape architect will develop grading studies at scales of 1"-100 to 1" to 500 for the entire park and will develop detailed blow ups and sections at larger scales of 1"-20 to 1"=100. Landscape architect may produce study models in clay or contoured cardboard to study and illustrate landforms for the park of selected areas of the park. Typical sections will integrate drainage concepts, planting concepts, trails and view corridors.
- p) Costing and phasing. While these are subject of later master plan tasks, the landscape architect will work with cost estimators in the process of developing design concepts to develop realm of magnitude cost estimates for the OCGP staff to help determining potential cost impacts of various alternative design studies. Landscape architect will also show sensitivity to issues of potential phasing in developing design studies.

**2B** As part of the design studies the master design team will continue to review project background reports and new information for incorporation into the design studies. The Master Design Team will continue to synthesize this information and identify issues and information having impact on the development and refinement of the competition design and development of park program and design features. The landscape architect will coordinate and develop design studies for incorporating and integrating this information into the park design including following:

- a) Local habitat, wildlife and ecological conditions
- b) Stream daylighting and flood control issues
- c) Hydrology, water supply and demand, and water management issues.
- d) Geotechnical, soils and related issues
- e) Existing and proposed utilities
- f) Consideration of community input
- g) Sports Park Needs Assessment program requirements
- h) Transportation, access, bike trails and related issues.
- i) Site demolition, removals and runway recycling program and temporary uses.
- j) Surrounding development program/design and private public boundaries.

**2C.** Design studies in this task will be organized into the following phases:

- a) Preliminary studies. The team will develop design studies exploring and addressing identified issues and park and program design options, including up to three for each major feature or area. Major features or areas will include but not be limited to the canyon, sports area, entry areas, Fields, great lawn, parking, and military memorial.
- b) Evaluation and feedback. The team will present design studies to the OCGP staff and Board, relevant agencies and affected stakeholders for evaluation and feedback.
- c) Revised or preferred studies. The design team will prepare revised and refined design studies addressing evaluations and feedback, leading to identification and development of preferred alternatives and design options.
- d) Evaluation and feedback. The team will present design studies to the OCGP staff and Board and affected stakeholders for evaluation and feedback.
- e) Preliminary Master Plan. The design team will develop an overall master plan for the park based on preferred alternatives and design options.

- 2D** Preliminary Master Plan deliverables shall include: Landscape architect will integrate and coordinate design studies and work products of other members of the design team into an overall master plan:
- a) An overall master plan graphic of the entire park at full build out showing overall design elements and proposed park features at a minimum scale of 1"=500'.
  - b) Plan blow ups of principal areas at a minimum scale of 1"=100'.
  - c) Character sections of major features and illustration of the relationships of various parts of the plan to each other.
  - d) Perspectives including an oblique aerial.
  - e) Illustrations of programs and/or group activity detail of particular park spaces and program areas.
  - f) Illustrations of streetscapes and edge conditions.
  - g) Illustrations of thematic, art and iconic elements.
  - h) Illustrations and narrative descriptions of park ecological and sustainability systems and features.
  - i) Illustrations and narrative descriptions of park architectural and landscape architectural design elements.
  - j) The Design Team will develop a master plan level cost estimate for the pre-final park master plan including assessment of selected lifecycle impacts of identified features.
  - k) A set of boards 36"x48" or similar incorporating park design images, labels and short narratives.
  - l) A PowerPoint presentation incorporating park design images and short narratives.
  - m) The Design Team will develop a master plan level cost estimate for the revised park master plan.
  - n) Design Guidelines and Standards



October 19, 2006

Mr. Glen Worthington  
Orange County Great Park Corporation  
P.O. Box 19575  
Irvine, CA 92623-9575

**RE: Great Park Preliminary Master Plan  
OCGP Corporation submittal**

**Team Lead**  
WORKSHOP WEST  
Ken Smith Landscape Architect

**Administration**  
Gafcon, Inc.

**Design Team**  
Green Shield Ecology  
Mary Miss Studio  
Mia Lehrer+Associates  
TEN Arquitectos

**Support Team**  
Buro Happold  
Fuscon Engineering

Dear Glen:

Enclosed is the submittal for the Preliminary Master Plan review by the Great Park Board of Directors on October 26, 2006. This submittal includes:

- Preliminary Master Plan Summary
- Master Plan Appendices (separate future delivery)

As requested by the Board, the Design Studio has compiled preliminary designs evolved from the Critical Issues submittal incorporating staff and public input. This submittal represents work completed to date and provides the basis for further reviews and questions from the Board and staff. The Design Studio will respond to further input with special design studies and ultimately refine this Preliminary Plan into a Final Master Plan for Board action. We therefore, respectfully invite Board input at this time.

The enclosed plan package reveals a Park design that comprises multiple features and services supported by extensive backbone infrastructure. The Plan encompasses:

- A new total Park and Parklands gross acreage of approximately 1165Ac with two (2) major and two (2) secondary entrances
- Primary and active uses covering some 895Ac with the 100Ac Agua Chinon added for passive uses and the 170Ac Wildlife Corridor reserved for habitat only

## ATTACHMENT 2



➤ Key activity areas comprised of:

- Air museum and Timeline – 35Ac
- Sports Park – 175Ac
- Cultural Terrace with Lake and Amphitheatre – 130Ac
- Botanical Garden and Conservatory – 50Ac
- Great Lawn and Military Museum – 165Ac
- Trabuco Entry and Bosque – 75Ac
- Upper Canyon – 150Ac
- Parking and Maintenance – 115Ac

- Approximately 80Ac of agricultural heritage use is included in the active use areas
- Over 4,000 parking spaces located at Park destinations and approximately 1,000 overflow spaces within City facilities at Transit Station
- A bi-directional shuttle system and a full ADA compliant trail pathway network enabling immediate access to every key feature and area in the Park
- Over 100 restrooms and service facilities in close proximity to all areas
- Other special features and uses delineated in the attached narrative and plan set

The Design Studio remains committed to developing a comprehensive plan that combines all assumptions and ensures expectations are achievable.

We are prepared to meet with staff and others to “introduce” this Plan and initiate a dialog to clarify and support it. Thank you for your consideration of this request to review and approve our Preliminary Master Plan.

Sincerely,  
GREAT PARK DESIGN STUDIO

Thom Maxwell-Miller  
Senior Manager

**Team Lead**  
WORKSHOP WEST  
Ken Smith Landscape Architect

**Administration**  
Galcon, Inc.

**Design Team**  
Green Shield Ecology  
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