



## REQUEST FOR BOARD ACTION

BOARD MEETING DATE: September 27, 2006

TITLE: GREAT PARK PHASING PLAN

  
Chief Executive Officer

### RECOMMENDED ACTION

1. Approve the Overall Phasing Plan and the Phase One Plan for the Great Park.
2. Direct staff to continue its public outreach and stakeholder involvement to refine the Phase One Plan as part of the Schematic Design.

### EXECUTIVE SUMMARY

At the January 25, 2007, Great Park Corporation Board meeting, the Design Studio gave a PowerPoint presentation on their proposed Scope of Services for a Phase II contract for the development of the Great Park. The Board recommended that the City Council direct staff to initiate negotiations with the Great Park Design Studio for the Phase II contract amendment. On July 24, 2007, the City Council approved a contract in the amount of \$27,300,000 for Schematic Design and related services, with a \$2,600,000 contingency at the discretion of the Great Park Chief Executive Officer.

As part of the January presentation to the Board, the Design Studio also proposed a Phasing Plan for the development of the Orange County Great Park. The Board discussed numerous ideas with regard to the phasing that was presented at the meeting. No action was taken on the proposed Phasing Plan.

In subsequent decisions, the Board has approved the development of two specific features within the Great Park: the Great Park Balloon project and the Wildlife Corridor/Aqua Chinon enhancement program.

1. Following Lennar's gift of a tethered balloon to the City of Irvine, the Great Park Board moved forward with a program to design, develop, operate and maintain the Great Park Balloon project.
2. At the June 14, 2007, Great Park Corporation Board meeting, the Board directed the Chief Executive Officer to include within the new Great Park Design Studio contract the final design of the Wildlife Corridor enhanced features from Irvine Boulevard to the Borrego flood control channel and the final design of the Agua

Chinon enhanced features from Irvine Boulevard to the future Marine Way, including construction documents. The Board also authorized the construction of the Wildlife Corridor enhanced features from Irvine Boulevard to the Borrego flood control channel and directed that staff return with a program and cost estimate for the design and construction of the Agua Chinon enhanced features.

Staff recommends that the Board approve the Great Park Design Studio's proposed Overall Phasing Plan and the Phase One Plan for the Great Park. Staff further recommends that the Board direct staff to continue its public outreach and stakeholder involvement to refine the Phase One Plan as part of the Schematic Design.

### **STATEMENT OF THE ISSUES**

#### **Issue 1: Task Four - Great Park Phasing Plan and Task Five – Phase One Park Schematic Design and Design Guidelines**

Task Three of the Agreement for Master Design Services included the submittal of the Master Plan for review and approval by the City of Irvine. The Master Plan received a unanimous recommendation of approval from the Community Services Commission on June 20 and was approved by the Planning Commission on August 2, 2007. Following Planning Commission approval, the Design Studio has adjusted the Preliminary Master Plan (presented to the Board on October 26, 2006), incorporated changes from the City approval process, and produced a Comprehensive Master Plan for Board approval.

Concurrent with the regulatory review process, the Great Park Design Studio has continued to provide additional refinement to the Plan and completed Task Four of the Agreement for Master Design Services, the Great Park Phasing Plan. The task calls for Master Plan refinement rather than the addition of new ideas or concepts. Areas of refinement cover engineering, design alternatives and detailed cost estimates. Task Four is intended to result in an overall phasing plan and program as well as the identification of Phase One construction features and areas for Board approval. Task Five of the Agreement for Master Design Services requires the Design Studio to develop the Phase One construction features as a cohesive first phase development and program package.

The Scope of Work for Task Four requires the Great Park Design Studio to develop park phasing strategies and phasing alternates leading to an overall phasing plan and program. The deliverables for Task Four include diagrams and identification of the Overall Phasing Plan for the Great Park. Task Five is focused on Phase One developments with accompanying cost estimates.

At the January 25, 2007, Great Park Corporation Board meeting, the Design Studio proposed a Phasing Plan for the development of the Orange County Great Park. The Board discussed numerous ideas with regard to the phasing as presented at the

meeting. No action was taken on the proposed plan. An excerpt of the minutes of that meeting is included as Attachment 1.

### Issue 2: Phasing Conceptual Models

Staff has considered three conceptual models for phasing the development of the Great Park. In all three models, it is assumed that development activities will be programmed based on available funds and consistent with the Navy remediation activities and FAA restrictions.

1. Broad development at an acceptable level of completion

Construction activity would occur over a broad area of the park. The development effort would be to establish the framework of the park to a certain level of completeness and then return to finish specific components based on the direction of the Board. Park visitors would be able to see the development of the park, but usable features would become available to the public within the context of the overall construction phasing program. The "Broad and Measured" approach spends funds to develop park features on an area-wide basis.

2. Focused high quality development with acreage in reserve

Construction activity would be focused on specific features that would become completed elements of the park. Park features would be completed as determined by the Board and then woven together as the overall development moved forward. Park visitors would be able to enjoy specific park features as finished elements in a phased program, but the remainder of the park would remain undeveloped. The "Small and Spectacular" approach spends funds to create discrete finished elements and defers overall development of the park.

3. Broad development with focused areas of high quality finish

This model is a hybrid of the previous two concepts and involves construction activity over a broad area of the park at a reduced level of completeness with focused development of fewer high quality features as directed by the Board. The overall framework of the park would begin to emerge while certain specific park features would be completed as finished elements. Park visitors would be able to see the park emerge while enjoying discrete features at a heightened level of completeness. The "Broad and Smart" approach spends funds to move the overall framework of the park forward while providing distinct park features for immediate use.

The "Broad and Measured" approach is the quickest way to remove the remnants of the former MCAS El Toro and showcase the development of the overall Great Park. The "Small and Spectacular" approach is the quickest way to get specific features into the

park. The "Broad and Smart" approach is a compromise between the two that allows for a reduced overall development that is not as all-encompassing as the "Broad and Measured" approach while providing some finished elements consistent with the "Small and Spectacular" model.

Staff supports the "Broad and Smart" approach as it will accelerate overall park development while giving the Board flexibility to focus resources on discrete park features in a cost-effective and deliberate manner. This approach allows the Board to move forward with area-wide programs (demolition, grading, interim uses, etc) while affording the opportunity to enhance existing features or to direct funds towards specific improvements.

### Issue 3: Great Park Overall Phasing Plan and the Phase One Plan

At the January 25, 2007, Great Park Corporation Board meeting, the Design Studio proposed a Phasing Plan for the development of the Orange County Great Park which is further discussed below. The Board discussed numerous ideas with regard to the phasing as presented at the meeting, including:

- the need to collaborate with Heritage Fields
- the various amenities proposed within Phase One and their associated costs
- the availability of funds as a controlling factor
- the need to address traffic and parking concerns
- the revenue-generating opportunities that may exist within the Sports Park

In the intervening months since the presentation, the Design Studio has moved forward with design integration meetings with Heritage Fields, continued to work with various stakeholder groups, and revised its preliminary cost estimates for the districts within the Great Park.

The Overall Phasing Plan concept is based on the Planning Commission-approved Master Plan. The entire park site (1,143 acres) is included in the proposed Overall Phasing Plan at the mass grading (\$43.7M) and backbone utilities (\$32.7M) level. Attachment 2 summarizes the current "pre-schematic level" estimated costs for the development of the entire Great Park. In order to prepare and preserve the site for the development anticipated by the approved Master Plan, the Overall Phasing Plan recommends that all areas will be cleared of undesired improvements and terraformed through mass grading. Individual areas are thus made available to be improved at different levels to be determined and prioritized by the Board through subsequent actions on specific proposals. This approach to overall phasing is representative of the "Broad and Smart" phasing concept outlined above.

The Design Studio further proposes a Phase One Plan that is based on an assumed development budget of \$402.9M, including the mass grading and backbone utilities. By using the maximum available budget concept rather than a more traditional area-by-

area phasing concept, the Design Studio has attempted to give the Board greater flexibility in the future to refine the development program as financial resources become available. The Phase One construction features were developed as a cohesive first phase development and program package. Various levels of improvement occur within all of the park districts. No development is anticipated in Phase One for the portion of the Wildlife Corridor south of the Borrego Channel.

The Design Studio has prepared a coordinated and integrated schematic design plan for Phase One construction. The plan is designed as a stand alone park development phase that anticipates future phases and developments. The Design Studio has defined the construction scope for the Phase One area, including design layouts, limits of work, typical or critical dimensions, identifications of typical and specific materials and material systems, preliminary planting concepts and specific planting plans where critical, prototypical details and sections of critical features, and written and graphic design guidelines for production documents.

Attachment 3 displays the recommended levels of improvement for each area and element within the context of the Phase One Plan for the Great Park. These areas range from future reserve (little or no improvement beyond site preparation), stabilized graded areas allowing controlled public access, partial built-out areas permitting limited public access, to fully built-out areas allowing typical public park access and facilities. These "pre-schematic level" cost estimates will be refined during the Schematic Design phase of the Great Park Design Studio contract. The remainder of the park areas and elements would be developed in future phases based on Board decisions and funding availability.

Approving the Overall Phasing Plan and the Phase One Plan for the Great Park will allow the Master Designer to move the Schematic Design forward to a greater level of specificity. This approval does not include budget authorization for mass grading or backbone utilities. Those decisions will be deferred to subsequent Board decisions on initiating the Overall Phasing Plan and prioritizing the uses and features to be included within Phase One. The Design Studio intends to return to the Board with an Enhanced Phasing Plan following the 30% Schematic Design review, currently anticipated in November 2007. At that time, the Board will be asked to provide specific direction on the sequencing of improvements within the Great Park.

#### Issue 4: Board actions regarding current Great Park development

The Board has already approved two specific features for development within the Great Park: the Great Park Balloon project and the Wildlife Corridor/Aqua Chinon enhancement program.

1. Following Lennar's gift of a tethered balloon to the City of Irvine, the Great Park Board moved forward with a program to design, develop, operate and maintain the Great Park Balloon project. On January 9, 2007, the Irvine City Council

authorized a budget in the amount of \$3,695,269 for the Orange County Great Park Balloon project. The base scope included installation of the helium balloon, balloon-support infrastructures, a parking area, tent rental for a temporary visitor center, sidewalks, vinyl display boards, and landscaping and irrigation.

On May 8, 2007, the Irvine City Council increased the project funding by \$838,269 to reestablish the project contingency, include the bid option items considered by the Design Studio to be critical to the artistic vision, purchase the visitor center tent as an option to renting and to record the reduction in available funds from Lennar. On June 24, 2007, the City Council approved \$369,872 for additional balloon-related design work.

2. At the June 14, 2007, Great Park Corporation Board meeting, the Board directed the Chief Executive Officer to include within the new Great Park Design Studio contract the final design of the Wildlife Corridor enhanced features from Irvine Boulevard to the Borrego flood control channel and the final design of the Agua Chinon enhanced features from Irvine Boulevard to the future Marine Way, including construction documents.

Due to Heritage Fields' anticipated grading schedule for the golf course, the Board considered the opportunity to move forward the design and construction of enhanced features within a portion of the Wildlife Corridor and the Agua Chinon while still determining the appropriate phasing program for the overall development of the Great Park. The Board authorized the construction of the Wildlife Corridor enhanced features from Irvine Boulevard to the Borrego flood control channel, with a not to exceed budget of \$13,460,854.

Furthermore, the Board directed that staff return in September with a program and cost estimate for the design and construction of the Agua Chinon enhanced features. The Design Studio and Heritage Fields have been collaborating on the design of this feature but some issues remain to be resolved. Staff will return with this item upon resolution of the remaining issues.

Consistent with the "Broad and Smart" phasing concept outlined above, these two Board decisions are examples of subsequent actions that are consistent with the Overall Phasing Plan and the Phase One Plan. Through these actions, the Board remains in control of the timing and development of the uses and features within the Great Park.

### **FISCAL IMPACT**

The costs of Task Four (\$1,316,166) and Task Five (\$1,159,928) are included in the existing contract with the Great Park Design Studio. Approval of the Overall Phasing Plan and the Phase One Plan does not authorize the expenditure of additional funds for any programs or activities contained therein.

Report prepared by: Glen Worthington, Manager of Planning, Orange County  
Great Park Corporation  
Thom Maxwell-Miller, Director, Great Park Design Studio

Attachments:

1. Excerpt from January 25, 2007 Great Park Corporation Board meeting minutes
2. Overall Phasing Plan with cost estimate summary
3. Phase One Plan with cost estimate summary

**6. APPROVAL OF MINUTES**

**RECOMMENDED ACTION:** Approved the minutes of an adjourned regular meeting of the Orange County Great Park Corporation Board of Directors held on December 14, 2006.

**7. NOVEMBER 2006 ORANGE COUNTY GREAT PARK BUDGET UPDATE**

**RECOMMENDED ACTION:** Received and filed the November Budget Update Report.

**BUSINESS (cont.)**

**8. GREAT PARK MASTER PLAN PHASE II SCOPE OF SERVICES - GREAT PARK DESIGN STUDIO**

Marty Bryant, Chief Executive Officer, introduced Ken Smith, Landscape Architect, accompanied by members of the Great Park Design Studio, Yehudi Gaffen, Ben Martin, and Pat Fuscoe, who gave a PowerPoint presentation on the Master Plan Phase II Scope of Services and proposed Phase I of the Orange County Great Park development (Exhibit 2 on file in the Clerk of the Board's Office).

Board discussion included support of Ken Smith and the Great Park Design Studio; the need for quarterly updates; the focus on the canyon; working in conjunction with the Lennar Corporation; the Sports Park; the design/build concept; proposed amenities should include costs; clarification of roles at the Great Park Design Studio; funding availability; organizational schematic; traffic and parking concerns; development of tax increment; the need for a business plan; and revenue generating opportunities relative to privatizing the Sports Park.

Robert Santos, President, Heritage Fields Land Division, spoke on the progress of the Great Park Design Studio.

Vice Chair Pinto expressed support of the motion and left the meeting at 4:13 p.m.

**RECOMMENDED ACTION:** It was moved by Chair Agran, seconded by Director Pulido, amended by Director Shea and carried by those members present, to:

Adopt staff recommendation to recommend the City Council direct staff to initiate negotiations with the Great Park Design Studio for Phase II of the Great Park Master Plan and return to the City

Council with a staff recommended contract amendment for review and consideration, with the understanding that the recommendation to City Council will include participation and consultation from the Corporation's General Counsel; appropriate checks and balances and built in accountability; and participation of Corporation staff and Bovis Lend-Lease. Additionally, the Business Plan should be available when the City Council is reviewing the upcoming proposed contract amendment.

**PUBLIC COMMENTS**

Don Coucher, representing the California Fire Museum, spoke on collected fireboxes and in support of the recently distributed Benchmark Reports.

**CEO REPORT**

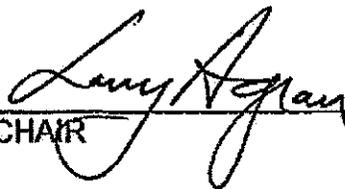
Marty Bryant, Chief Executive Officer, reviewed the upcoming Board meeting calendar.

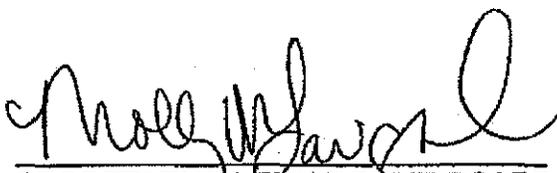
**DIRECTOR COMMENTS**

Director Pulido invited the Great Park Design Studio and the Great Park Corporation staff to join efforts with the Orange County Transportation Authority on "Design/Build" strategies.

**ADJOURNMENT**

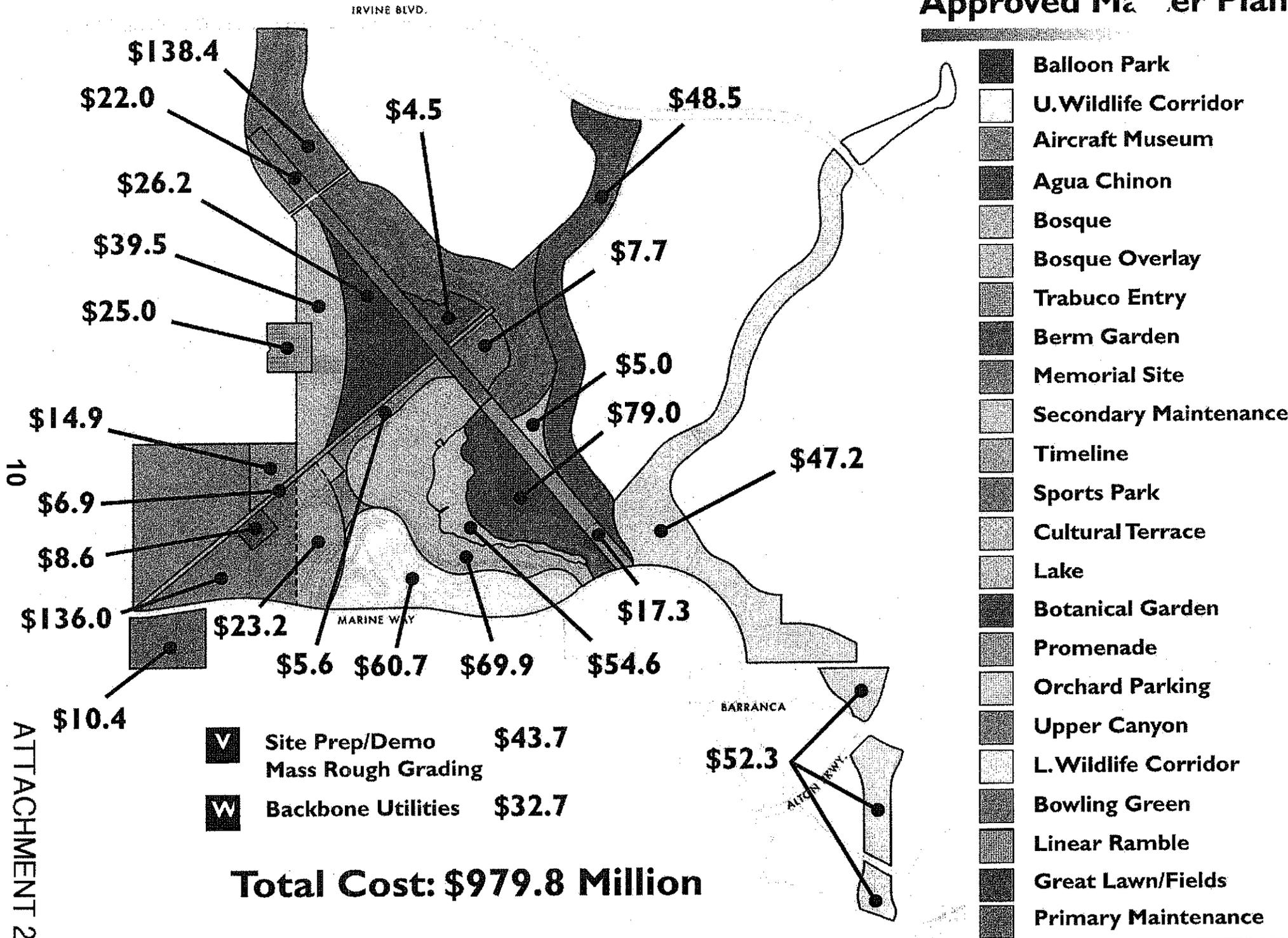
By consensus, the Board adjourned at 4:39 p.m. to an ORANGE COUNTY COMMITTEE OF THE WHOLE meeting, February 8, 2007, 1:00 p.m., City of Irvine, City Council Chamber, One Civic Center Plaza, Irvine, California.

  
CHAIR

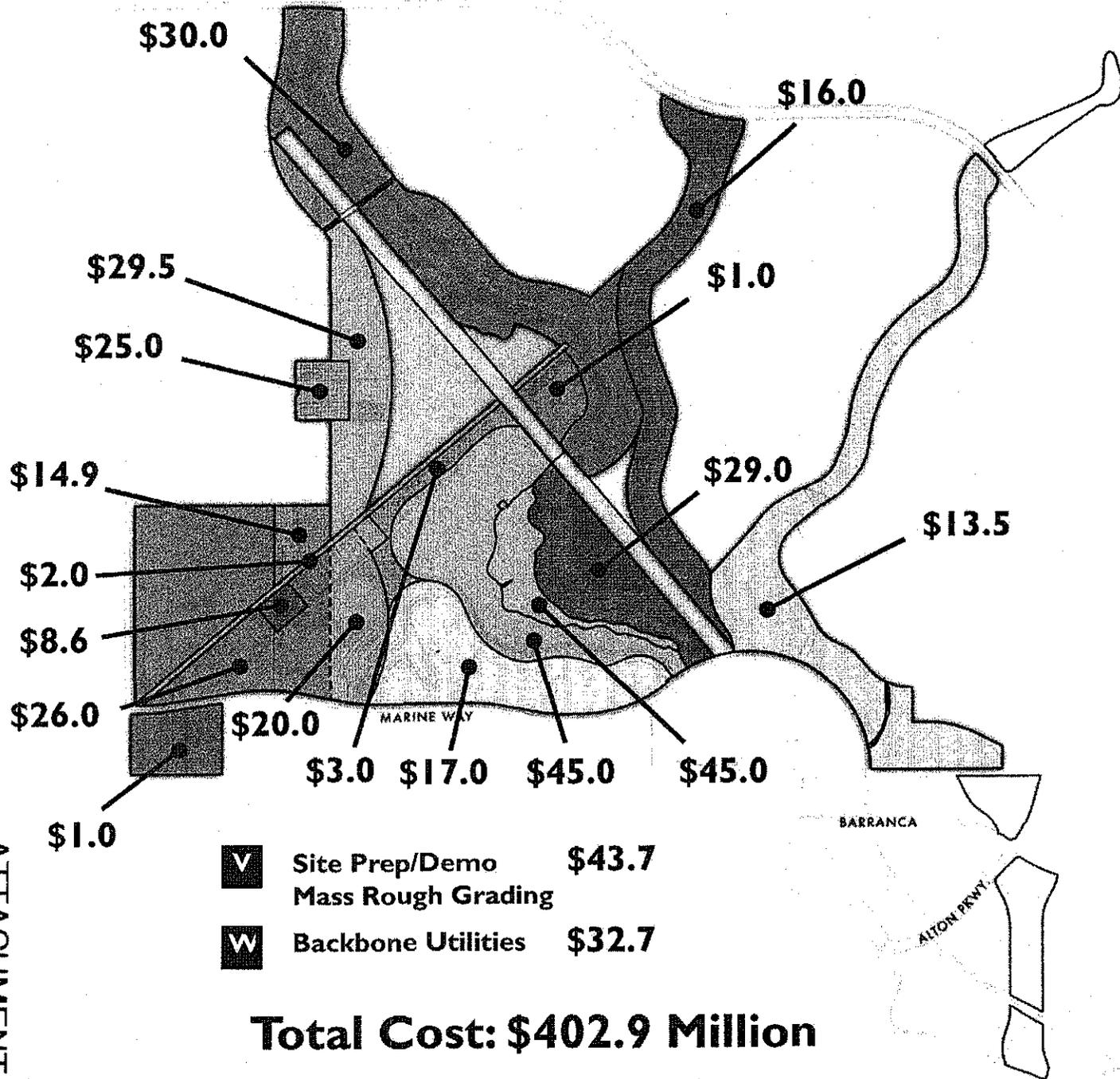
  
SECRETARY/CLERK OF THE BOARD

March 1, 2007  
DATE APPROVED

# Approved Master Plan



IRVINE BLVD.



### Phase I

-  Balloon Park
-  U. Wildlife Corridor
-  Aircraft Museum
-  Agua Chinon
-  Bosque
-  Bosque Overlay
-  Trabuco Entry
-  Memorial Site
-  Timeline
-  Sports Park
-  Cultural Terrace
-  Lake
-  Botanical Garden
-  Orchard Parking
-  Linear Ramble
-  Upper Canyon
-  Primary Maintenance

	Site Prep/Demo	\$43.7
	Mass Rough Grading	
	Backbone Utilities	\$32.7

**Total Cost: \$402.9 Million**