

REQUEST FOR BOARD ACTION



BOARD MEETING DATE: June 19, 2008

TITLE: **PRIORITY PROGRAM FEASIBILITY STUDIES: FINDINGS FROM FIRST LEVEL ANALYSES; NEXT PHASE OF ANALYSES; AND IDENTIFICATION OF FUNDING PARTNERS**


Interim, Chief Executive Officer

RECOMMENDED ACTION

1. Receive and file the first level analysis for the following Park Programs: Agriculture and Food; Amphitheatre; Arts and Culture Exhibition Space; Aviation Museum; Botanic Garden; Center for Community Organizations; Demonstration Garden; Equestrian Center; fire Museum; Library; Multi-Cultural Center; National Archives; Orangewood Academy; Sports Park; Visitors Center; and Water Science Park.
2. Direct staff to execute change orders to the Design Studio Contract to undertake the next phase of feasibility analysis for the following Park Programs:
 - a) Agriculture and Food
 - b) Art and Culture Exhibition Space
 - c) Aviation Museum
 - d) Fire Museum
 - e) Visitor Center
3. Direct staff to execute a change order to the Design Studio Contract to undertake a new feasibility analysis for the Cultural Terrace District.
4. Direct staff to undertake the next phase of feasibility analysis subject to identification of potential funding partners for the following Park Programs in or adjacent to the Cultural Terrace District:
 - a) Amphitheatre
 - b) Botanical Garden
 - c) Library
 - d) Multi-Cultural Center
 - e) National Archives

5. Direct staff to undertake the next phase of feasibility analysis, subject to negotiating a Memorandum of Understanding (MOU) with the identified funding partner, for the following Park Programs:
 - a) Center for Community Organizations – Orange County Children and Family Commission
 - b) Demonstration Garden – Great Park Conservancy

6. Sports Park
Direct staff to execute a change order to the Design Studio Contract to undertake the next phase feasibility analysis for the Sports Park which focuses on:
 - a) Early delivery of public sports fields (18-24 months); and
 - b) Identification of public/private funding partners for other Sports Park features

7. Water Science Park
Direct staff to undertake the next phase of feasibility analysis for the Water Science Park, subject to identifying funding partners and negotiating a Memorandum of Understanding (MOU) with each funding partner(s).

8. Equestrian Center
Defer further study of the Equestrian Center Program to a future time.

9. Orangewood Academy
Suspend study of the Orangewood Academy Program as requested by the Orangewood Foundation.

10. Budget Adjustment
Recommend that the City Council approve a budget adjustment in the amount of \$665,000 to complete the next phase feasibility studies for the Agriculture and Food, Art and Culture Exhibition Space, Fire Museum and Visitor Center; and authorize the Chief Executive Officer to negotiate the scopes of work and execute change orders to the Schematic Design Contract not-to-exceed \$665,000.

EXECUTIVE SUMMARY

On December 13, 2007, the Design Studio presented the Board with an index of park programs recommended for incorporation into Schematic Design as well as a list of programs that required more study. The work effort leading up to the presentation included evaluation of over 60 program uses and features to determine how well they related to Board approved Guiding Principles for Park Program Selection and value indicators associated with design, health, culture, community service, recreation, education, and environment.

After reviewing the programs recommended for Schematic Design, the Board directed the Design Studio to perform the first level of feasibility studies for fourteen Park Programs. In February 2008, two programs were added to the list which now consists of the following: Agriculture and Food, Aviation Museum, Amphitheatre, Art & Culture Exhibition Spaces, Botanic Garden, Center for Community Organizations, Demonstration Garden, Equestrian Center, Fire Museum, Library, Multicultural Center, National Archives, Orangewood Academy, Sports Park, Visitors Center, and Water Science Park.

At the February 14, 2008 Board meeting, the Design Studio presented their preliminary findings for the sixteen Park Programs with regard to public benefit, sponsorship, revenue/resources, location, and development sequence. The Board authorized the Design Studio to initiate a first level of feasibility analysis for each of the sixteen Park Programs focusing on definitions of program concepts, results of meetings/interviews with supporting interest groups, building and land use needs, options for public/private partnerships, and funding options at a not-to-exceed cost of \$500,000.

The first level of analysis for the sixteen Park Programs has been completed (Attachment A). Direction from the Board is needed to continue moving the programs through the Schematic Design process.

The Design Studio is proposing to do an additional feasibility study focusing on the Cultural Terrace District as a whole and the relationships of the Park Programs within it (Attachment R).

At this time, the Board is being asked 1) to direct staff and the Design Studio to undertake a next phase of feasibility analysis, or 2) negotiate an agreement with an identified program sponsor to fund feasibility work, or 3) identify program sponsors and negotiate an agreement to fund feasibility work, or 4) take no further action at this time. The Design Studio has proposed Scopes of Work and budgets for the next phase of analyses (Attachments B – Q).

STATEMENT OF THE ISSUES

At their meeting of December 13, 2007, the Board directed the Design Studio to conduct feasibility studies for a select group of Park Programs to determine whether they would be advanced through the Great Park Schematic Design process. Attachment A contains the first level of feasibility studies for sixteen Park Programs. Each study report includes definitions of program concepts, results of meetings/interviews with supporting interest groups, building and land use needs, options for public/private partnerships, and funding options. At this juncture, the Board is asked to accept the feasibility analyses for the sixteen Park Programs and to determine which Programs should continue to advance through the Schematic Design process and which should be deferred.

Findings from First Level of Feasibility Analyses

To a large degree, the first level of feasibility studies reveal that all sixteen Park Programs are congruent with the Guiding Principles for Park Program Selection approved by the Board in September 2007; they were all able to demonstrate public benefit. Evaluation of the programs by the more objective criteria contained in the Board approved Program Selection Framework (September 27, 2007) such as building and land use needs, and the potential for public/private partnerships yields more varied results. (See Attachment A.)

Some of the Park Programs, like the Sports Park, are included in the approved Master Plan. Others can easily be added to the plan. Still others may require amending the Plan. Each of the first phase of feasibility reports includes a discussion of the potential size and scope of the program as well as a possible location(s). A review of the first phase of feasibility studies reveals that the vision for the Great Park has created a greater demand for program space than what is designated in the existing Master Plan. There are more uses contemplated for the Sports Park area than the 165 acres can be accommodated in the 165 acres, and there is more demand for building square footage than what is contemplated in the Master Plan. For these reasons and others, the scope of the next level of studies being proposed vary from program to program as do the costs to perform the feasibility analyses.

Agriculture and Food

The Agriculture and Food Program offers many avenues for park patrons to experience and taste a piece of Orange County history. The program would bring together local Orange County farmers and food banks to participate in a wholesale community production farm that would also provide produce to local disadvantaged communities through food banks.

The Agriculture and Food Program is generally consistent with the Recreation zoning district. The Master Plan includes a 55 acre Great Lawn and Fields area at build-out. A 100 acre community farm is proposed, as is a 10 – 20 acre tree farm. An interim use location for the farm is suggested for an area south of the Wildlife Corridor.

It is anticipated that the Great Park Corporation would, at least initially, be the sponsor for the Program. The Great Park Food and Nutrition Coalition, comprised of 30 members whose interests include agriculture and food production and distribution operations at the Great Park, could serve as an advisory group.

The proposed next phase feasibility analysis for the Agriculture and Food Program is shown in Attachment B.

Amphitheatre

The winning competition design for the Great Park featured an amphitheatre located on the Cultural Terrace. Although this use is generally consistent with large metropolitan parks, this feature is not in the existing zoning designation. In addition, the environmental impacts of an amphitheatre were not considered in the Great Park General Plan Amendment.

The next phase of study for the Amphitheatre (Attachment C) would provide an analysis of the suitability of the various types of amphitheatres and recommendations for further consideration by the Board.

Art and Culture Exhibition Space

The Art and Culture Exhibition Space is conceived as a place where various artistic disciplines and expressions could be exhibited. The implementation of this proposed program is expected to result in a contemporary "Art Agenda" that supports public space devoted to art and cultural approaches. This Space would assist public and non-profit organizations to bring art and culture to new and existing audiences and vitality to the expression of a diverse spectrum of the arts.

It is anticipated that the Great Park Corporation would initially be the sponsor for the Program. Conceptually, this Space would include 50,000 to 100,000 square feet of common museum space as well as support facilities. The Art and Cultural Exhibition Space is generally consistent with the 1.5 Recreation Zoning District. However, the programming parameters may result in additional parking, security, and/or access demands that will require further analysis.

The proposed next phase feasibility analysis for the Art and Culture Exhibition Space Program is shown in Attachment D.

Aviation Museum

The Aviation Museum is envisioned as a complex of facilities and exhibits that emphasize and pay tribute to the military history of the Great Park land, the people who had a role in shaping history, and the infrastructure inherited from the El Toro Marine Airfield. The Museum would include an outdoor installation of military aircraft and equipment.

The Aviation Museum is shown in the approved Master Plan as a 23.5 acre site just to the north of the Great Park Balloon. Proponents are suggesting a 20,000 square foot restoration facility for occupancy in late 2009 with a 90-100,000 square foot hangar to be constructed in the future. Planning for the full potential of this facility could result in land and square footage needs in excess of the space allocated in the Master Plan.

Initial funding for the museum is expected to come from the Great Park Corporation. The creation of a non-profit organization to fund-raise and perhaps operate the museum should be contemplated.

The proposed next phase feasibility analysis for the Aviation Museum Program is shown in Attachment E.

Botanic Garden

The Botanic Garden is intended as the place where the relationship between people and plants, food and health, society and setting – between Orange County's cosmopolitan human community and the surrounding natural landscape – will be most intensively explored. The Botanic Garden will actively engage visitors, and encourage them to see the landscape in a new way and to imagine their role in creating a healthy, sustainable lifestyle for themselves and their communities based on the natural habitat models around them.

The approved Master Plan locates a 59 acre Botanic Garden east of the Lake, but assigns a limited amount of square footage (13,900 square feet) for operations. Additional analysis is necessary to determine the extent of facilities that will be required to bring success to the project.

The Great Park Conservancy has announced its commitment to raise funds for the Botanic Garden. The proposed next phase feasibility analysis for the Botanic Garden is shown in Attachment F.

Center for Community Organizations

The Center for Community Organizations is envisioned as a multi-tenant center for public agencies and non-profits, consisting of a building or campus where shared space for organization offices, gathering spaces and incubation work increase interaction and mission achievement.

The proposed size for the Center for Community Organizations is 75,000 to 100,000 square feet with 25% of the square footage being devoted to shared meeting space. Possible locations include the Sports Park, Cultural Terrace, and an area near the Trabuco entry. Further study will determine whether planning and zoning preparation work needs to be undertaken.

The Master Plan contemplates over 260,000 square feet of civic/museum uses and some of that square footage could be reprogrammed for this use. However, the Center for Community Organizations has impacts that are more in line with office uses that are not consistent with the 1.5 Recreation Zoning District.

The Orange County Children and Families Commission has taken a leadership role in garnering interest and support for the Center. There appears to be potential for public/private support from grants and other sources to construct the facility, and sustainable funding for operations.

The proposed next phase feasibility analysis for the Center for Community Organizations Program is shown in Attachment G.

Demonstration Garden

The Demonstration Garden is a precursor to the Botanical Garden. The Demonstration Garden will debut as a unique regional space where nature is experienced in a new and different way. The Garden is intended to be a source of inspiration to the Preview Park visitors.

The Demonstration Garden is envisioned to be located near or adjacent to the Bosque, sized between two and three acres, with a construction period of 18-24 months. Garden buildings are estimated at 2,000 square feet.

The Great Park Conservancy has offered to raise \$500,000 for the creation of the Demonstration Garden. The proposed next phase feasibility analysis for the Demonstration Garden Program is shown in Attachment H.

Equestrian Center

An equestrian center at the Great Park is envisioned as a facility that could serve both equestrians and non-equestrian park visitors with a variety of sports, recreational, health, educational and entertainment programs.

An equestrian center with a competition arena, jumper arenas, stabling, parking for horse trailers and a business office, would require approximately 100 acres of land. Several entities have expressed an interest to build and operate an equestrian center at the Great Park.

An Equestrian Center is a conditionally permitted use in the 1.5 Recreation Zoning District. This type of facility has potential environmental impacts to water quality as well as issues related to odors that require site-specific analysis. These issues may make a facility incompatible with the current vision of the Great Park.

A next phase feasibility analysis for the Equestrian Center is shown in Attachment I.

Fire Museum

The California Fire Museum will memorialize the achievements and sacrifices of "fire fighters" in Orange County and throughout California over nearly 150 years. The facility is envisioned as a full service museum to include vintage fire fighting vehicles/trucks/equipment, an archive and library, an education center to teach history and current fire prevention/safety methods.

The Master Plan contemplates over 260,000 square feet of civic/museum uses. Some of that square footage could be programmed for the Fire Museum or another location could be identified.

Staff is recommending that the Design Studio undertake a next phase of feasibility analysis for the Fire Museum Program, to include identification of potential funding partners, based on the scope of work and budgets shown in Attachment J.

Library

As an anchor institution on the Cultural Terrace, this facility is envisioned to provide research and library resources for the Great Park and the surrounding region.

A 39,000 square foot Library facility is shown on the approved Master Plan. The Board could consider reallocating square footage from the civic/museum uses to expand the Library. Expansion of the Library would be at the expense of other potential museum uses in the Great Park.

The proposed next phase of feasibility analysis for the Library Program, including identification of potential funding partners, is shown in Attachment K.

Multi-Cultural Center

The Multicultural Center at the Orange County Great Park is envisioned to be a place of multi-cultural expression, learning and dialogue for the entire region. The Center will aspire to build understanding, promote celebration of the diversity of today's American culture and to offer the public expanded opportunities for civic dialogue and resolution of emerging issues.

The projected size of the Center is 50,000 to 75,000 square feet. This building would most likely be located on the Cultural Terrace and would be complementary to other cultural venues. Two potential administrative options are: 1) the Great Park builds and leases the space to eligible organizations, or 2) the Great Park assists in the formation of a formal 501(c)(3) non-profit organization to build and/or administer the center.

The proposed next phase of feasibility analysis for the Multi-Cultural Center Program, including identification of potential funding partners, is shown in Attachment L.

National Archives

The National Archives envisions the construction and lease of a 60,000 square foot facility that would house and display National Archives regional collection treasures, as well as other records and artifacts "on loan" from the Archives' Washington, D.C. headquarters, other regional archives, and the twelve Presidential Libraries they manage. It also hopes to collaborate and partner with the Orange County Clerk-Recorder's Orange County Archives to showcase displays and exhibits of county significance at the facility.

The Master Plan contemplates over 260,000 square feet of civic/museum uses, including the National Archives.

The proposed next phase of feasibility analysis for the National Archives Program, including identification of potential funding partners, is shown in Attachment M.

Orangewood Academy

The Orangewood Academy at the Great Park is a specific proposal presented by the Orangewood Foundation for a facility to provide comprehensive educational, residential, and emotional health services for approximately 100-130 foster youth of Orange County, ages 14-18, and approximately 150-180 other high school youth.

Locating a residential school facility at the Great Park would require amending the Master Plan since this use is not consistent with the 1.5 Recreation zoning District.

The Orangewood Academy has notified the Corporation that it will be withdrawing its proposal to locate the Academy at the Great Park. In light of the Orangewood Academy's withdrawal of its proposal, staff recommends that we do not proceed with the next phase feasibility analysis (Attachment N).

Sports Park

The Great Park Master Plan identifies the Sports Park as one of its core districts and "Framework Elements". Active sports will enhance the region's overall health and well-being, and will help to build strong bodies and sharp minds. The City of Irvine is renowned for its extensive network of green spaces and park facilities. As a regional facility, the Sports Park at the Great Park will add to this array of spaces with a comprehensive grouping of recreational facilities and activities available to the entire region, providing an active nucleus of play, competition, and learning.

The Master Plan used the Griffin Structures report as a guide in developing the framework for the Sports Park. However, square footage limitations inherent in the existing zoning limited recreational building elements in the Master Plan to a 26,000 square foot Field House and 13,060 square feet of concessions/retail uses. Recent outreach to stakeholders has resulted in a desire to reexamine the layout of the fields and parking areas, as well as a reconsideration of elements to be included in the Sports Park.

It is recommended that the Great Park Corporation construct some or all of the public sports fields and develop, under a public/private funding structure, the field house and other substantial structures. A proposed next phase of feasibility analysis is shown in Attachment O.

Visitor Center

The Visitor Center is a facility to orient and educate visitors on the Park's programs and features, the recreational opportunities, sustainability and ecology programs and the cultural and social dimensions of the Great Park.

Originally Hangar 244 was considered as an appropriate location for the Great Park Visitor Center. However, as the Aviation Museum program has become

more fully formed, Hangar 244 may become a logical extension of aviation-related facilities and a new location would need to be identified for the Visitor Center. A Visitor Center is consistent with the zoning but will require an allocation of square footage currently not shown in the Master Plan.

A proposed next phase of feasibility analysis for the Visitors Center Program is shown in Attachment P.

Water Science Park

A Water Science Park at the Great Park is envisioned as a facility that respects the physical scale, the architectural and visual balance of the Park, incorporates the latest principles of sustainability in its design and operations, and offers a substantial educational component.

Commercial recreation facilities are permitted in the 1.5 Recreation Zoning District, subject to the approval of traffic studies. The Master Plan does not currently include this type of facility nor provide adequate square footage for its development.

One proposal for a Water Science Park indicates that a total of 20 acres could provide sufficient space to create an entertainment feature and water preserve. Possible locations for a Water Science Park include the acreage south of Marine Way along the western edge of the Park. The area along the Park's western edge had been identified for a Park maintenance facility, which would have to be located elsewhere to accommodate a Water Science Park at this location.

A proposed next phase of feasibility analysis for the Water Science Park is shown in Attachment Q. Advancing the feasibility work should be subject to identifying private sector funding partners and negotiating a Memorandum of Understanding (MOU) with each of the funding partner(s).

Cultural Terrace Feasibility Study

Staff and the Design Studio recommend that a feasibility study for the Cultural Terrace and related programs be undertaken to develop a comprehensive planning, design and programming approach and strategy for the development of the various land uses, buildings, and facilities in the Cultural Terrace and the adjacent areas, including the Botanic Garden and other related plan elements. As one of the core districts identified in the Great Park Master Plan, the Cultural Terrace is envisioned as the place where a variety of institutional, artistic, educational and cultural activities are housed, taking advantage of the synergies offered by their proximity to each other to create an environment conducive to their respective missions and programs.

This study will be an important step in identifying design solutions that could translate the vision for the Cultural Terrace into a concept plan. Its findings will inform the individual priority programs feasibility studies for projects in the Cultural Terrace providing the opportunity to move from the general to the more

specific level of analysis for those projects. The study will explore planning and design solutions that take into account the physical opportunities and constraints, infrastructure needs and anticipated phasing for implementation, environmental issues, parking and shared parking solutions, scale relationships, programming preferences and operational characteristics, interface and adjacencies. A proposed scope of work for this feasibility study is shown in Attachment R.

The Great Park Master Plan has generally identified three civic/museum buildings and a library in the Cultural Terrace. A number of specific programs have already been identified to potentially be located in, or adjacent to, the Cultural Terrace general area: the multi-cultural center, the amphitheatre, the library, National Archives and the Botanic Garden. It is anticipated that with time, other similar uses would also be identified for this location. The Cultural Terrace Study will provide a concept plan with the identified programs and designate "placeholders" sites for future projects.

Next Level of Feasibility Studies

With respect to the budgets for the next level of feasibility studies, the availability or potential of a program partner or sponsor presents opportunities for identifying other sources of funds for feasibility work.

As presented in Attachments B – Q, the proposed scopes of work for the next level of feasibility studies calls for information regarding program definition, site suitability and land use compatibility, building and facilities requirements, program facility operational characteristics and requirements, entitlement process, preliminary business plan, and project management, communications and coordination.

The Design Studio is proposing to assemble a multi-disciplinary team of specialists for each priority program feasibility study. The team will include members of the Design Studio as well as experts in the areas of the arts, museum design and operations, theater design and operations, financial analysis, public and private funding specialists, facilities programming and legal services.

FISCAL IMPACT

Staff recommends the next level of feasibility analysis for the following projects be funded using a portion of the remaining available funds in the Contingency Fund: Sports Park, Cultural Terrace and Aviation Museum. Staff recommends an aggregate not-to-exceed budget for the feasibility studies for these three projects of \$1,152,000. These proposed feasibility studies are related to projects or districts that are included in the Master Plan and, therefore, the Scope of Work of the Schematic Design Contract.

A number of the feasibility studies relate to projects that represent an extension of the scope of work of the Schematic Design contract. These projects are the Visitor Center, Agriculture and Food, Art and Culture, and the Fire Museum. Staff recommends a budget adjustment in the amount of \$665,000 to complete the feasibility studies for these four projects.

A number of programs are recommended for advancement to the next level of feasibility study, subject to the negotiation of a Memorandum of Understanding with project partners which provides for funding of these feasibility studies. These programs are the Center for Community Organizations, the Demonstration Garden, and the Water Science Park; and the following programs which are in, or adjacent to, the Cultural Terrace District: Amphitheatre, Botanic Garden, Library, Multi-Cultural Center and National Archives. Therefore, the approval of these projects for this next level of feasibility analysis will have no fiscal impact.

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Attachments:

- A. Findings from First Level of Feasibility Analyses
- B. Agriculture and Food
- C. Amphitheatre
- D. Art and Culture Exhibition Space
- E. Aviation Museum
- F. Botanic Garden
- G. Center for Community Organizations
- H. Demonstration Garden
- I. Equestrian Center
- J. Fire Museum
- K. Library
- L. Multi-Cultural Center
- M. National Archives
- N. Orangewood Academy
- O. Sports Park
- P. Visitor Center
- Q. Water Science Park
- R. Cultural Terrace
- S. Budget Adjustment Request Form