



*CITY COUNCIL, PLANNING COMMISSION,  
AND PARKS AND RECREATION  
COMMISSION JOINT MEETING AGENDA  
REPORT*

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MEETING DATE: MARCH 28, 2017

ITEM NUMBER: 1

**SUBJECT: MASTER PLAN PA-16-71 FOR THE LIONS PARK PROJECTS, 570 WEST 18TH STREET, 1845 AND 1855 PARK AVENUE**

**DATE: MARCH 16, 2017**

**FROM: PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT**

**PRESENTATION BY: MEL LEE, SENIOR PLANNER**

**FOR FURTHER INFORMATION CONTACT: MEL LEE, AICP (714) 754-5611  
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**DESCRIPTION**

The Lions Park Projects are phased to facilitate the construction of a new library and café and to relocate the City's Neighborhood Community Center (NCC). Groundbreaking for the projects is scheduled for July 28, 2017 with construction anticipated to commence on July 31, 2017. The Lions Park Projects require the following actions:

**Planning Commission Adoption of an Initial Study/Mitigated Negative Declaration (IS/MND):**

The IS/MND document analyzes the environmental impacts of the proposed project. Significant environmental impacts are mitigated to below a level of significance with the inclusion of conditions of approval and mitigation measures incorporated into the resolution for approval.

**Planning Commission Approval of Master Plan PA-16-71:**

As part of the master plan, three individual projects are proposed to be completed in two successive construction phases (Phase 1 and Phase 2). The three projects include:

1. Improvements to Lions Park and new signage, including building signs and directional/wayfinding signs (Phase 1);
2. Demolition of the existing Neighborhood Community Center (NCC) and construction of a new library building and café (Phase 1); and
3. Renovation of the existing Donald Dungan Library building to be repurposed as the new Neighborhood Community Center (NCC) (Phase 2).

**City Council Approval for Public Services Department to Initiate the Construction Bidding Process:**

1. Adopt plans, specifications, and working details for the Lions Park Projects, City Project No. 17-03; and
2. Authorize staff to advertise the Lions Park Projects for construction.

**APPLICANT/AUTHORIZED AGENT**

The applicant/authorized agent is the City of Costa Mesa.

**ENVIRONMENTAL DETERMINATION**

An Initial Study/Mitigated Negative Declaration (IS/MND) has been prepared for the project in accordance with the California Environmental Quality Act (CEQA) as set forth in Title 14 of the California Code of Regulations Section 15000 et. seq. and the California Public Resources Code Section 21000 et. seq.

**RECOMMENDATIONS**

**Parks and Recreation Commission:**

1. Approve the Lions Park Projects Master Plan as proposed.

**Planning Commission:**

1. Adopt the Initial Study/Mitigated Negative Declaration; and
2. Adopt a resolution to approve Planning Application PA-16-71 for the Lions Park Projects Master Plan, subject to conditions of approval and mitigation measures.

**City Council:**

1. Adopt plans, specifications, and working details for the Lions Park Projects Master Plan, City Project No. 17-03; and
2. Authorize staff to advertise the Lions Park Projects for construction.

**PLANNING APPLICATION SUMMARY**

Location: 570 W. 18<sup>th</sup> Street, 1845, and 1855 Park Avenue      Application: PA-16-71

Request: Lions Park Projects Master Plan: Demolish NCC and Replace w/New Library (Phase 1)  
Remodel Existing Library into New NCC (Phase 2)

**SUBJECT PROPERTY:**

Zone: I&R  
General Plan: Public/Institutional

Lot Dimensions: 600 FT x 959 FT

Lot Area: 12.8 AC (563,293 SF)  
Entire Park

Existing Development: Lions Park with NCC (to be demolished) and Library (to be remodeled).

**SURROUNDING PROPERTY:**

North: R3 (Residential Units)  
South: Acr. W. 18<sup>th</sup> St.: R2-HD and R1 (Residential Units)

East: Acr. Park Ave.: PDC (Shopping Center) and R3 (Residential Units)

West: Acr. Anaheim Ave.: R2-HD and R3 (Residential Units)

**DEVELOPMENT STANDARD COMPARISON**

**Development Standard**

**Required/Allowed**

**Proposed/Provided**

<b>Lot Size:</b>		
Lot Width	60 FT	600 FT
Lot Area (Entire Park)	6,000 SF	12.8 AC (563,293 SF)
Floor Area Ratio (FAR)	.25 (140,823 SF)	.09 (53,442 SF)
<b>Coverage (Development Lot)</b>		
Buildings (New and Existing)	NA	53,442 SF
Landscaping	NA	444,633 SF
Paving	NA	65,218 SF
TOTAL SITE:		563,293 SF
Building Height (Proposed Library)	4 Stories	2 Stories 44.5 FT
<b>Setbacks (Proposed Library)</b>		
Front (Park Ave.)	20 FT	40 FT
Side Left (W.18 <sup>th</sup> St.)/Right	20 FT/5 FT	270 FT/423 FT
Rear (Anaheim Ave.)	20 FT	420 FT
<b>Parking (Entire Park, Including On-Street Parking):</b>		
Standard	NA	276
Compact	NA	NA
Handicap	7	11
TOTAL:	NA	287 Spaces
NA = Not Applicable or No Requirement		
CEQA Status	Initial Study/Mitigated Negative Declaration (IS/MND)	
Final Action	City Council/Planning Commission/Parks and Recreation Commission	

## **BACKGROUND**

### ***Project Site/Environs***

The project site is located at Lions Park, located at 570 West 18<sup>th</sup> Street, 1845 and 1855 Park Avenue. Lions Park is bound by Plummer Street and the Park Center Place Apartments to the north, Park Avenue to the east, West 18<sup>th</sup> Street to the south, and Anaheim Avenue to the west. Lions Park measures approximately 12.8 acres. The park includes Davis Field, Costa Mesa Historical Society, Downtown Recreation Center, Downtown Aquatic Center, Neighborhood Community Center (NCC), Costa Mesa Donald Dungan Library, and Fire Station 3. The project site does not encompass all of Lions Park; only the portion which includes the Donald Dungan Library, the NCC building, a portion of parkland just south of the existing NCC, and the area between the Costa Mesa Historical Society Building and Anaheim Avenue.



**Areas of Proposed Lions Park Projects (Outlined in Red)**

**Source: ECORP IS/MND 2/13/2017**

### **Surrounding Land Uses, Zoning and General Plan Designations**

	<b>Zoning Designation</b>	<b>Land Use Designation</b>	<b>Existing Land Use</b>
Project Site	I&R – Institutional and Recreational	Public/Institutional	Parkland and Recreational Uses
North	R3 - Multiple Family Residential	High Density Residential (20 du/ac)	Multi-family residential
East	PDC – Planned Development Commercial, R3 - Multiple Family Residential	Commercial Center, High Density Residential (20 du/ac)	Commercial/Retail, Multi-family residential
South	R1 - Single Family Residential, R2-HD - Multiple Family Residential	Low Density Residential (8 du/ac), Medium Density Residential (12 du/ac)	Single-family residential

	<b>Zoning Designation</b>	<b>Land Use Designation</b>	<b>Existing Land Use</b>
	(High Density)		
West	R2-HD - Multiple Family Residential (High Density), R3 - Multiple Family Residential	High Density Residential (20 du/ac)	Multi-family and single family residential
<i>Notes: du/ac = dwelling unit per acre</i>			



**Existing NCC (Left) and Library (Right)**



**Historical Society Building Along Anaheim Avenue**

The improvements to Lions Park include the demolition of the existing Neighborhood Community Center (NCC), construction of a new library, construction of a new café (snack and beverage kiosk), renovation of the existing library to be repurposed as the new NCC, landscape and irrigation improvements, new parking spaces, and off-site street improvements to Park Avenue and Anaheim Avenue, and new building signs and directional/wayfinding signs.

The Lions Park Projects are proposed to be constructed in two phases and are described below:



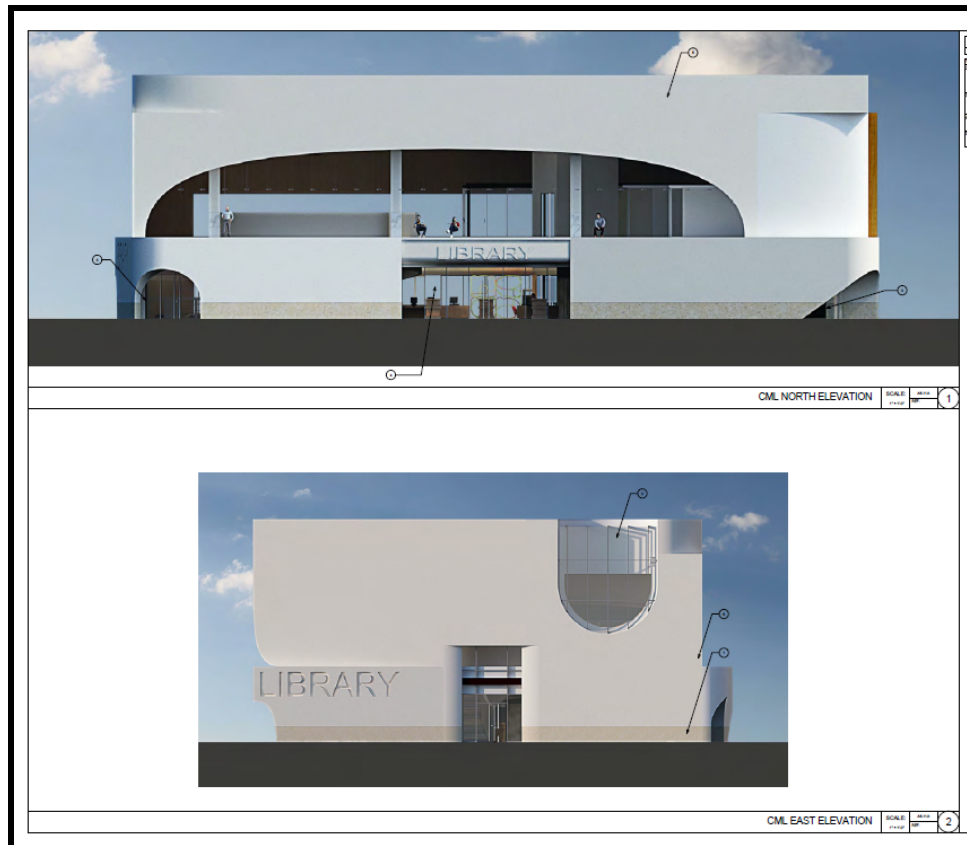
## Phase 1

The existing NCC would be demolished to make room for the new two-story 22,860 square foot library, which, because of the smaller footprint of the new two-story building, would increase the park's open space by approximately one acre. The expanded open space will provide a venue for various activities including art shows, concerts, farmer's markets, and recreational programs.

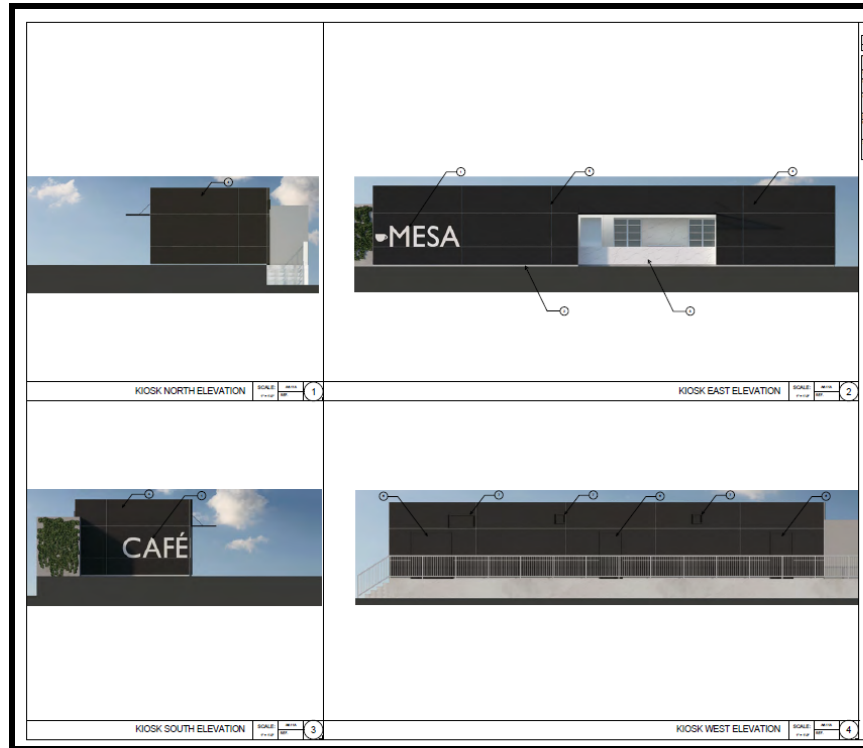
The café would measure approximately 890 square feet and would serve all facilities in the park. The new surface parking lot would be located in front of the Costa Mesa Historical Society Building and provide approximately 20 new parking spaces. This new parking lot would be accessed from Anaheim Avenue.

Off-site street improvements include improvements to Park and Anaheim Avenues. Improvements are detailed below:

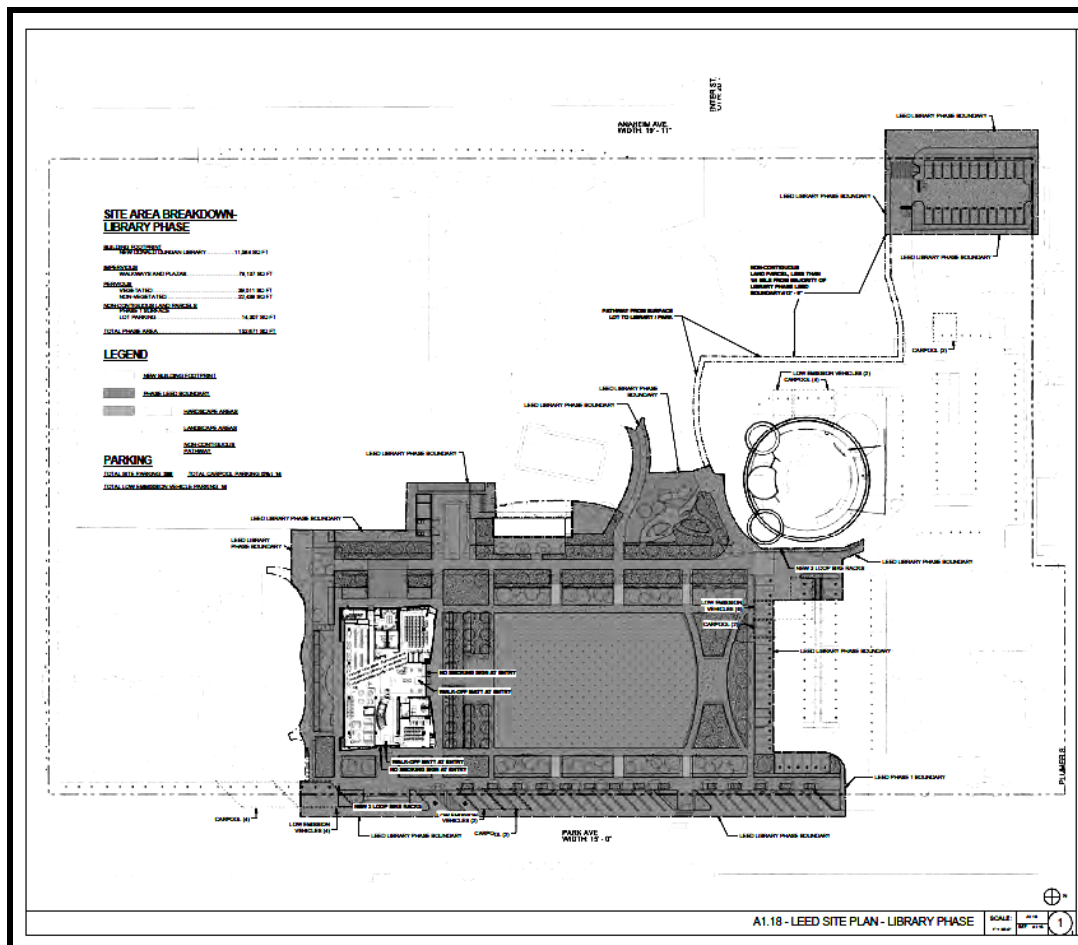
- **Park Avenue** improvements include new sidewalks, entrance driveway, curb and gutter, parkway landscaping, street trees, street furnishings, and approximately 29 new parking spaces. These improvements would affect approximately 580 linear feet of street frontage, and 17,430 square feet in area.
- **Anaheim Avenue** improvements include new sidewalk, entrance driveway, curb and gutter, parkway landscaping, and street trees. These improvements would affect approximately 145 lineal feet of street frontage and 2,350 square feet in area.



**New Library Elevations**



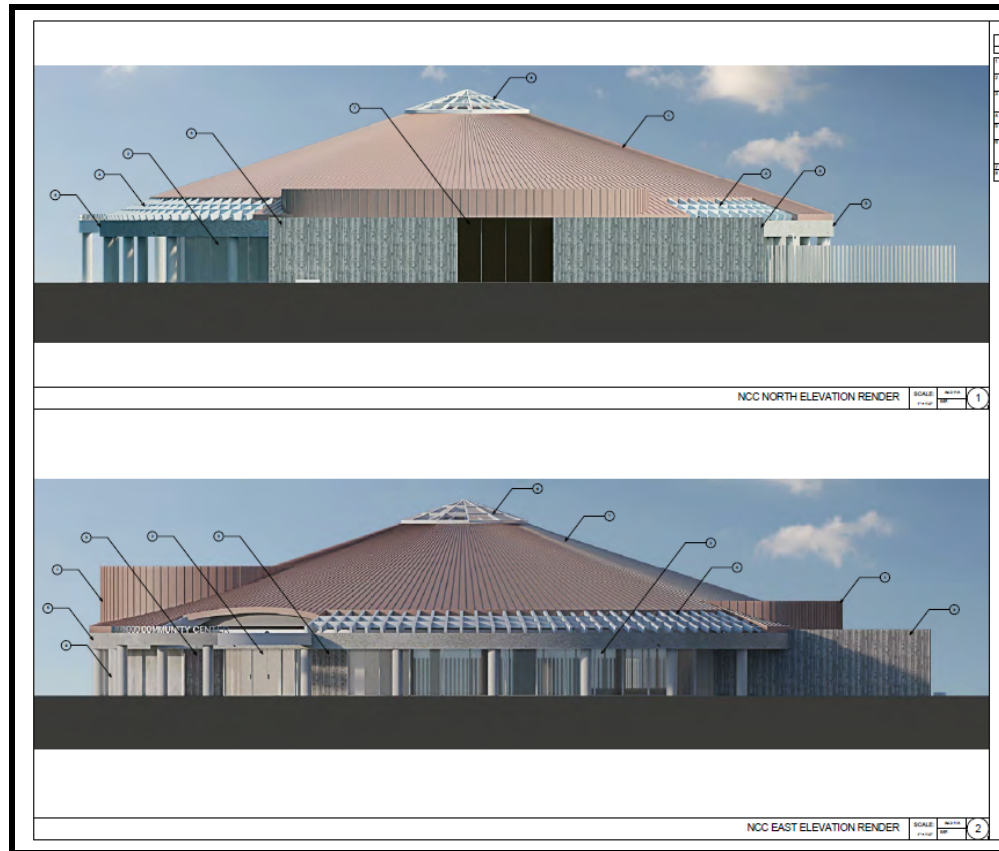
New Café Elevations



Phase 1 Site Plan

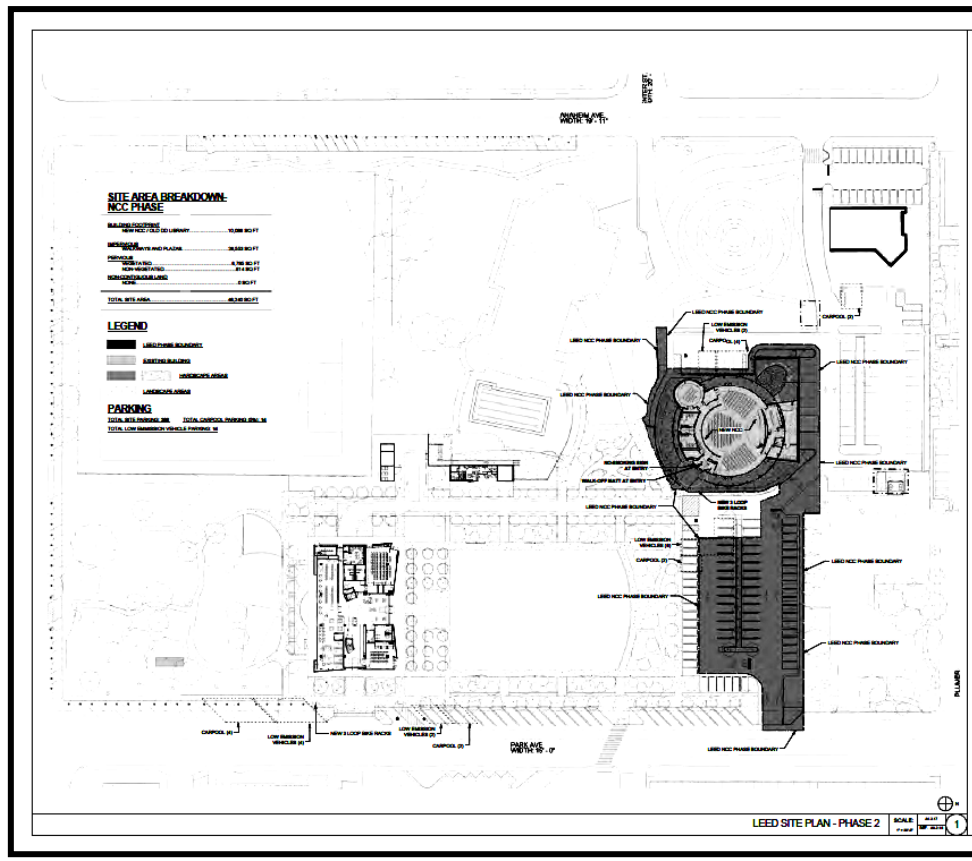
## Phase 2

Phase 2 of the proposed project includes the renovation of the existing 8,740 square foot Donald Dungan Library to be repurposed as the new NCC, site landscaping immediately surrounding the building, and a new slurry coat finish and restriping of the Park Avenue surface parking lot located at the front of the building.



**New NCC Elevations**





## ANALYSIS

On November 9, 2015, the City Council selected the architectural firm Johnson Favaro to design the Lions Park Projects. Johnson Favaro has completed similar projects such as the West Hollywood Library, Beverly Hills Library, and Manhattan Beach Library. Over the past 15 months, the consultant and City staff held several meetings with various stakeholders, including Orange County library staff and Friends of Library, to solicit input and provide updates on the project's design.

The first floor of the library would include a multipurpose room, market place, circulation workroom, meeting room, Friends of the Library workroom, staff workroom, restrooms, children's library, and early childhood area. The second floor would include a staff workroom, staff lounge, staff restrooms, two study rooms, public restrooms, adult collections, and a teen room. The new library will have a smaller building footprint than the existing NCC, thereby increasing park open space by one acre. The expanded open space will provide a venue for various activities including art shows, concerts, farmer's markets, and recreational programs.

The exterior of the new library would be composed of smooth finish plaster, tile, and glass. New exterior signage includes building wall signage for both the library and café, as well as directional and wayfinding signage, within the park.

The new library would be designed to achieve a U.S. Green Building Council (USGBC) Leadership in Energy & Environmental Design (LEED) rating of Gold.

The renovation of the existing Donald Dungan Library to be repurposed as new NCC as part of Phase 2 construction includes minor floor area expansion totaling approximately 600 square feet to include a new catering kitchen, new exterior glazing and entrance doors, new mechanical equipment, electrical panels, new lighting, and audio visual/information technology equipment and infrastructure. The renovation also includes a new walled loading/delivery area to serve the facility. New exterior signage includes building wall signage, as well as directional and wayfinding signage, within the park. The renovated building would be designed to achieve a USGBC LEED rating of Silver.

A full set of project plans are available for review at the City Clerk's Office, Development Services Department, and Public Services Department. The project will be advertised for construction to prequalified contractors possessing experience with projects of similar scope and magnitude.

The City Council, at their meeting on August 2, 2016, selected STV, Inc., to provide constructability review and construction management services. STV has assisted the City with the contractor prequalification process and in conducting final constructability review of the plans and specifications. STV will staff the Lions Park Projects with an on-site Construction Project Manager as well as inspectors.

### ***Project Timing***

Phase 1 construction is anticipated to begin in July 2017 and end December 2018. Phase 2 construction is anticipated to begin February 2019 and end February 2020.

### **GENERAL PLAN AND ZONING CODE CONFORMANCE**

The proposed project would be in conformance with the following planning documents:

- City of Costa Mesa General Plan
- City of Costa Mesa Zoning Code

### ***Conformance with the City of Costa Mesa General Plan***

The Costa Mesa General Plan establishes the long-range planning and policy direction that guides change and preserves the qualities that define the community. The 2015-2035 General Plan sets forth the vision for Costa Mesa for the next two decades. This vision recognizes that Costa Mesa's focus remains on protecting and enhancing Costa Mesa's diverse residential neighborhoods, accommodating an array of businesses that both serve local needs and attract regional and international spending, and continuing to provide cultural, educational, social, and recreational amenities that contribute to the quality of life in the community. Over the long term, General Plan implementation will ensure that development decisions and improvements to public and private infrastructure are consistent with the goals, objectives, and policies contained in this Plan. Specifically, the project complies with the following General Plan Policies and Objectives:

**Objective OSR-1A:** Maintain and preserve existing parks, and strive to provide additional parks, public spaces, and recreation facilities that meet the community's evolving needs.

- **Consistency:** The proposed project would continue the existing park use, as well provide additional facilities to meet the continuing needs of the community. The

new library will have a smaller building footprint than the existing NCC, thereby increasing park open space by one acre.

**Policy OSR-1.1:** Maintain a system of Neighborhood and Community Parks that provide a variety of active and passive recreational opportunities throughout the City.

- **Consistency:** The proposed project will continue to provide active and passive amenities serving the community.

**Policy OSR-1.2:** Provide parks and recreation facilities appropriate for the individual neighborhoods in which they are located and reflective of the needs and interests of the population they serve.

- **Consistency:** The proposed project will continue to allow the park to provide facilities appropriate for the community.

### ***Conformance with the Zoning Code***

The proposed project will comply with the development standards for the I&R – Institutional and Recreational zone, including setbacks, building heights, and Floor Area Ratio (FAR). Although the Zoning Code does not specify a parking requirement for park facilities, the same number of parking spaces available for the existing site (287 spaces) will be maintained.

### ***Justifications for Approval***

Pursuant to Title 13, Section 13-29(g), Findings, of the Costa Mesa Municipal Code, the decision making bodies shall find that the evidence presented in the administrative record substantially meets specified findings. Staff recommends approval of the proposed project, based on an assessment of facts and findings below which are also described in more detail in the draft approval resolution.

- *The master plan meets the broader goals of the General Plan and the Zoning Code by exhibiting excellence in design, site planning, integration of uses and structures, and protection of the integrity of neighboring development.* The proposed project is located in an area zoned I&R – Institutional and Recreational. The proposed project would be located at Lions Park in a fully developed area of the City, would continue an existing use, and would not physically divide an established community. The proposed project would not significantly change the visual character of the park, and would be consistent and compatible with the existing public facilities within the park and not degrade the existing visual character of the area.
- *The proposed uses comply with the development standards for the I&R – Institutional and Recreational zone.* The project meets or exceeds the minimum development standards required by Code with regard to parking, building height, and Floor Area Ratio (FAR). The recommended conditions of approval will ensure the use is compatible with surrounding properties and uses.

## **ENVIRONMENTAL DETERMINATION**

An Initial Study/Mitigated Negative Declaration (IS/MND) has been prepared for the project by ECORP Consulting, Inc., in accordance with the California Environmental Quality Act (CEQA). In accordance with CEQA Guidelines Section 15073, the IS/MND was originally made available for a 20-day public review and comment period from February 13, 2017 to March 4, 2017. The IS/MND found that the environmental effects from the project would be less than significant with the incorporation of standard conditions of approval and mitigation measures (see Exhibit C of the resolution). A copy of the IS/MND is provided under separate cover.

## **PUBLIC NOTICE**

Pursuant to Title 13, Section 13-29(d), of the Costa Mesa Municipal Code, three types of public notification have been completed no less than 10 days prior to the date of the public hearing:

1. Mailed notice. A public notice was mailed to all property owners within a 500-foot radius of the project site. The required notice radius is measured from the external boundaries of the property.
2. On-site posting. A public notice was posted on each street frontage of the project site.
3. Newspaper publication. A public notice was published once in the Daily Pilot newspaper.
4. IS/MND. The notice and public review for the IS/MND was performed as described in the previous section of this report.

## **LEGAL REVIEW**

The draft resolution has been reviewed and approved as to form by the City Attorney's Office.

## **FISCAL REVIEW**

On June 21, 2016, the City Council approved in concept an updated financing plan for the Lions Park Projects (\$36,000,000) which also included Fire Station 1 (an additional \$10,000,000). This financing plan contemplates the accumulation of City funds during FY 16-17 through FY 19-20 supplemented by an estimated \$18,506,603 from a 25-year Certificates of Participation (COP) or other type of debt financing. A copy of this financing plan is included as Attachment 5.

On January 17, 2017, the City Council approved an agreement with Fieldman-Rolapp & Associates to help develop the debt financing strategy and implement the plan. The financing strategy is under way and includes the goals of keeping the City's annual debt service payments at or below the current levels, meeting the cash flow needs of the construction contract payment schedule, possible early payoff of the 2003 COP (related to the Civic Center and Victoria Street right-of-way property) and possibly refinancing the 2007 COP (related to the past expansion of the police facility) for additional general fund savings. Staff will return to Council as soon financing options are ready for consideration and selection.

## **ALTERNATIVES**

1. Approve the project with modifications. The City Council, Planning Commission, and Parks and Recreation Commission may suggest specific changes that are necessary to alleviate any concerns. If any of the additional requested changes are substantial, the item should be continued to a future meeting to allow a redesign or additional analysis. Staff will return with a revised resolution incorporating new findings and/or conditions.

## **CONCLUSION**

The Lions Park Projects would transform the existing Lions Park NCC/Library area to provide a more vibrant community-oriented venue and facilities with enhanced and flexible open space. The proposed state-of-the-art library would be designed to achieve high LEED Gold standards and the repurposed NCC would be designed to LEED Silver standards. The expanded open space will provide a venue for various activities including art shows, concerts, farmer's markets, and recreational programs.

The Lions Park Projects satisfy the required findings for the proposed Master Plan and is deemed to be a compatible use; therefore, it is consistent with the intent of the General Plan and Zoning Code. Staff recommends approval of the project, adoption of the plans, specifications, and working details for the Lions Park Projects to authorize staff to solicit bids for the construction of the project, and finalize the funding plan for the project. Groundbreaking for the projects is scheduled for July 28, 2017 with construction anticipated to commence on July 31, 2017

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Public Services Director

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STEPHEN DUNIVENT  
Interim Finance Director

Attachments: 

1. [Location Map and Zoning Map](#)
2. [Site Photos](#)
3. [Project Description](#)
4. [Draft Resolution](#)
5. [Financing Plan](#)
6. [Conceptual Plans](#)
7. [IS/MND \(Under Separate Cover\)](#)