

RESOLUTION NO. 9699 (2005 Series)

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SAN LUIS OBISPO
APPROVING THE AMENDED LAGUNA LAKE MASTER PLAN

WHEREAS, Laguna Lake is a unique habitat and an important part of the park system of the City of Luis Obispo, and

WHEREAS, the Laguna Lake Park Master Plan, adopted in 1993 and amended in 1998, is the planning document that guides all development in the park, and

WHEREAS, the Parks and Recreation Commission, after an extensive public hearing process, has recommended to the City Council that the plan be amended, and

WHEREAS, those amendments are of a minor nature, and do not change the overall intent of the plan,

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of San Luis Obispo does adopt the revised Laguna Lake Park Master Plan, included as Exhibit A 2006.


Upon motion of Council Member Brown, seconded by Vice Mayor Ewan, and on the following roll call vote:

AYES: Council Members Brown and Mulholland, Vice Mayor Ewan and Mayor Romero
NOES: None
RECUSED: Council Member Settle


The foregoing resolution was adopted this 21st day of June 2005.


Mayor David F. Romero

ATTEST:


Audrey Hooper
City Clerk

APPROVED AS TO FORM:

A handwritten signature in black ink, appearing to read "Jonathan P. Lowell", is written over a horizontal line.

Jonathan P. Lowell
City Attorney

LAGUNA LAKE PARK MASTER PLAN

PROGRAM ELEMENTS AND DEVELOPMENT GUIDELINES

*Laguna
Lake
Nature Park*

PREPARED BY:

sedes

site and environmental design

Crawford Multari & Starr

planning • architecture • public policy

Leisure Visions

recreation and tourism planning

June 1993

**LAGUNA LAKE PARK MASTER PLAN
PROGRAM ELEMENTS AND
DEVELOPMENT GUIDELINE**

TABLE OF CONTENTS

City Council Resolution No. 8183 ii
The Planning Process 2
Nature Preserve Concept2
Park Program Elements5
New Park Land Acquisition11
Cost Estimate and Phasing.....13
Funding Strategy.....16

Exhibits

- Exhibit A. Active Park and Nature Preserve Limits
- Exhibit B. Park Land Acquisition

Appendices

- Appendix A – Master Plan Exhibits 1-5
- Appendix B – Initial Analysis and Planning Principals
- Appendix C – Programming and Conceptual Alternatives

The Planning Process

The first steps in the Laguna Lake Park Master Plan process included public workshops, opinion surveys and constraint analysis, all leading toward the development of planning principles. These planning principles, which are contained in a separate document, guided the preparation of three different park plans. These alternative designs depicted various intensities of development and combinations of park elements.

After public hearings before the Parks and Recreation Commission, Architectural Review Commission, Planning Commission and City Council, one of the alternative park designs was selected for development into a final park master plan.

The final master plan consists of the following components:

- Park Master Plan at 1:200 scale.
- Active Park Plan at 1:100 scale.
- Detail Plans and cross sectional illustrations of major park elements.
- the narrative portion in this document including a description of program elements, land acquisition, cost estimate and phasing plan.

Nature Preserve Concept

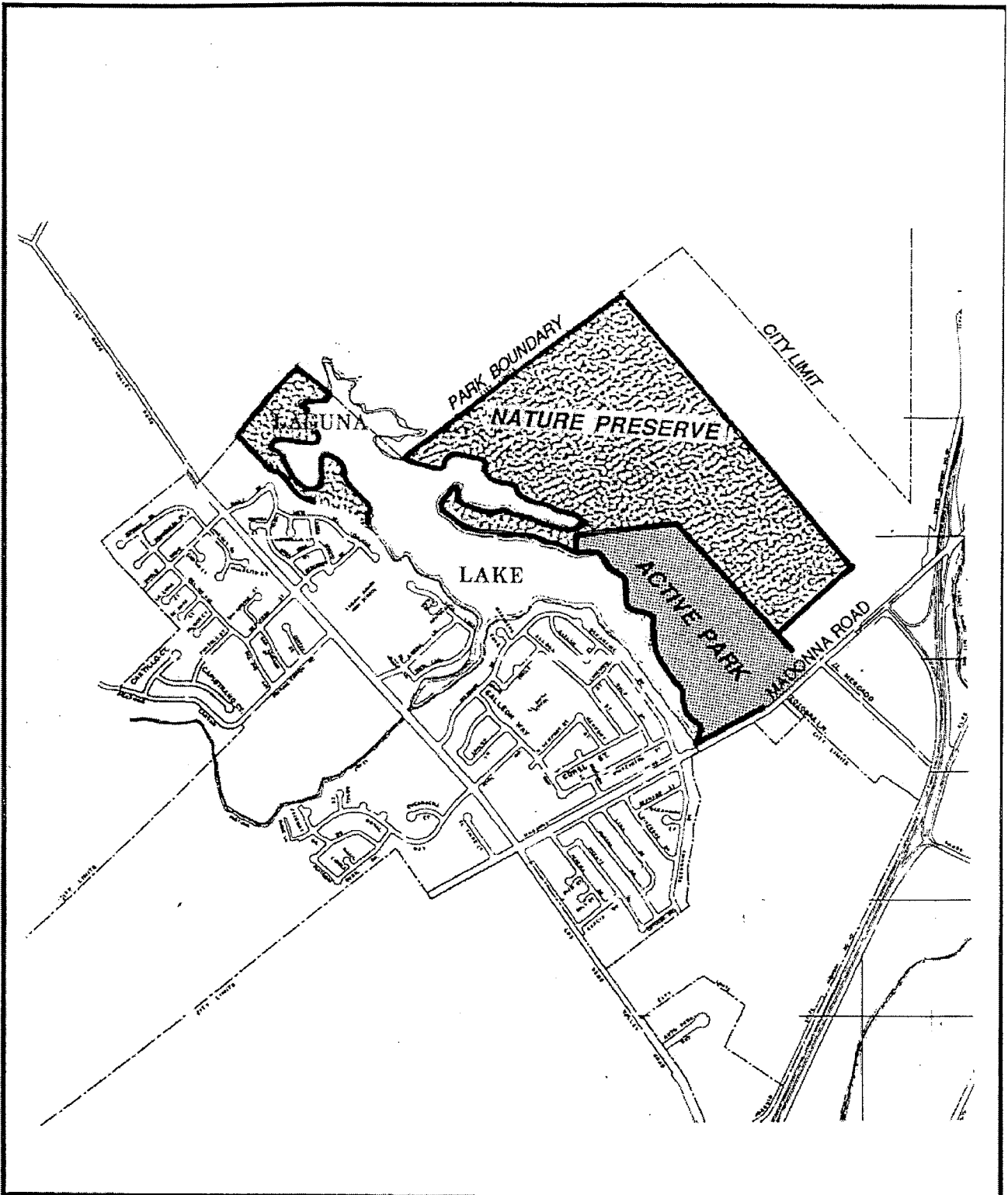
The planning process developed a consensus of opinion that because Laguna Lake Park is a unique scenic and biological resource, recreation uses should be limited to mostly passive activities and low intensity water sports such as canoeing and sailboarding. In addition, a major portion of the park should become a nature preserve. Exhibit A depicts in a generalized way the active park limits and the area encompassing the nature preserve.

The final Master Plan includes several design features that will serve to strongly establish the nature preserve. These include:

- the creation of additional wetlands.
- the re-vegetation of degraded shoreline.
- the creation of a wetland buffer.
- the establishment of vegetated wildlife corridors.
- the protection of wetlands by controlled visitor access.
- the creation of distinct “portals” for access into the nature preserve.
- the creation of an outdoor interpretive display and trail loop for educating the park users as to the values of the nature preserve.
- a new name for the Park: “Laguna Lake Nature Park”.

Each of these elements is described in greater detail under “Park Program Elements”.

To further enhance the nature preserve certain key lands outside the park boundary have been identified for acquisition, as described under “New Park Land Acquisition”.



| | | |
|--|---|--|
| <p style="text-align: center;">  NORTH </p> | <p><i>LAGUNA LAKE PARK MASTER PLAN</i></p> <p>ACTIVE PARK AND NATURE PRESERVE BOUNDARIES</p> <p>sedes Crawford Multari & Starr Leisure Visions</p> | <p>Exhibit</p> <p style="font-size: 2em;">A</p> |
|--|---|--|

Park Program Elements

The following description of program elements is divided into five categories:

- 1) Overall park experience and motif
- 2) Passive recreation opportunities
- 3) Water related recreation opportunities
- 4) Nature Preserve
- 5) Maintenance and safety

These categories have accompanying goal statements that express what it is that is intended to be achieved, and are referenced to the applicable Planning Principles. Each of the program elements then become the physical means to achieving the goals identified.

1. Overall Park Experience and Motif

Goal: Provide a safe, attractive park in which the built elements emphasize the overarching character of the park as a natural place. (*Planning Principles 40,41,42,43,44,45,46,47,49*)

Park Entry:

- construct a massive entry feature utilizing earth berms, native stone walls, tree and shrub plantings, with a heavy, rustic timber trellage over the road, or as an alternative approach;
- construct a softer, low key entry using earth berms, masses of naturalistic boulders, and tree and shrub planting.
- new signage and gates for night closure should be included.
- convert all planting fronting Madonna Road to native ground covers, retaining small turf or meadow areas only at the gate.

Park Roads and Parking:

- all roadways should be two way with a 20-foot wide asphaltic concrete paved surface with two-foot gravel shoulders
- all roadways shall be bounded by horizontal log barriers on both sides to contain vehicles.
- parking areas should be AC paving in high use areas such as near playgrounds and the shoreline, and 'redrock' surfaced in lower use areas to avoid an overly paved appearance.
- concrete curbs are not envisioned, however AC berms should be employed as necessary to convey stormwater.
- remove and realign two existing roadway sections to deemphasize the existing power transmission towers.
- develop a bus stop in the center of the park to encourage less vehicle use in the park.

Restrooms:

- a new standard restroom building should be designed that incorporates naturalistic materials such as stone, split faced concrete masonry and heavy timbers.
- design should provide for security and adequate surveillance.
- a changing area and exterior shower for sailboarders should be included.

Handicap Accessibility:

- all restrooms, paths, and picnic areas shall be handicap accessible.

Signage:

- provide direction and locational signage for both vehicular and pedestrian traffic.
- signage should be wood, designed to be in keeping with the natural motif of the park.

Turf:

- irrigated turf areas shall be limited to designated areas that serve as passive recreation zones, such as family picnic and games areas group barbecue areas, and shoreline activity areas. The use of reclaimed and/or lake water should be considered for irrigation.

Drainage:

- storm water runoff patterns should be retained as close as practical to existing.
- areas of periodic flooding should not be viewed as undesirable as long as it does not adversely affect built elements.
- new storm water conveyances should employ natural elements such as rock.
- naturally occurring vegetation related to seasonally boggy areas should be encouraged.

2. Passive Recreation Opportunities

Goal: Provide a variety of passive recreation opportunities for different age groups and interests that are compatible with the natural and scenic qualities of the park. (*Planning Principles 24 through 30,33,34,39*)

Stabilized Turf Shoreline:

- create a shoreline that is safe and accessible for fishermen, people feeding ducks, canoe and sailboard beaching, and children playing.
- install a geotextile mat on a recontoured shoreline.
- install turf and automatic irrigation
- shoreline improvements should be along shore segments that are currently devegetated, however any minor loss in existing shoreline vegetation to create the turf edge would be compensated by creation of new habitat and wetlands elsewhere in the park.

Berms and Windbreaks:

- create berms in several key locations, using dredge spoils, that will be planted with California native windbreak trees.
- berms shall be four to six feet high with gentle slopes not exceeding 5:1, and contoured to appear natural.
- windbreak trees shall not include eucalyptus species, but rather a mix of native conifers and oaks.
- windbreak trees shall have supplemental irrigation to encourage rapid growth.

Paths:

- the existing paved shoreline road shall be narrowed to 10 feet in paved width for use as a bike, jogging and walking path.
- all other park paths shall be decomposed granite or gravel surface, 8 feet in width.
- exercise stations shall be supplied at intervals on designated path loops.
- provide a total of 30 parking spaces for walkers and joggers.

Family Picnic Areas:

- provide family picnic areas in several locations both sheltered and at the shoreline.
- equipment shall include picnic tables on concrete or decomposed granite pads and barbecue pits.
- provide parking at a ratio of one space per 2.5 users accommodated, and not further than about 300 feet from the furthest edge of the picnic area.
- provide a few sitting areas along Madonna Road for people on lunch breaks.

Group Picnic/Barbecue Areas:

- in addition to the existing group area, provide a new group area accommodating about 75 persons, with a barbecue pit.
- develop a shelter or pavilion to cover part of the picnic tables provided.
- provide parking at the ratio of one space per 2.5 users.
- provide turf play areas associated with group areas.
- the group area should be designed to also function as a day camp area for summertime recreation programs.

Off Leash Dog Area:

- provide an area to all for dogs to use the park off leash.
- location is the grassy area adjacent to the north park restroom.
- use patterns and park development will determine the need to fence the area.

Disc Golf Course:

- provide the opportunity to participate in disc golf.
- a standard course of 18 holes will be located in the park within the active portion.
- the course shall be designed in such a manner as to blend into the natural

environment of the park.

Games:

- game areas including volleyball and horseshoes facilities shall be developed associated with the group and family picnic areas.

Commemorative Grove:

- continue to develop and expand the grove to the north and east.

3. Water Related Recreation Opportunities

Goal: Maintain and improve the desirability and utility of the lake for low impact water activities including low power fishing craft, canoes, sailboats and sail boards. *(Planning Principles 1,3,10,28)*

Launch and Docks:

- maintain and improve access to the existing boat launch ramp and docks.
- provide an open turf area near parking for sailboard rigging.
- provide several parking spaces for vehicles with boat trailers.
- develop a trail from the sailboard rigging area to the western point along the peninsula currently used for sailboard launching.
- provide a stabilized turf shore for sailboard landing and novice launching.

Shoreline Users:

- create a sheltered cove and turf shore by shoreline excavation, berming and windbreak planting for the use of water sport participants and their families.
- provide a fishing dock at the southerly end of the lake.
- provide a total of 30 to 40 parking spaces for water and shoreline users.

4. Nature Preserve

Goal: Maintain and enhance the natural vegetative and wildlife characteristics of the wetland and hillside areas of the Park providing for meaningful, but sustainable, human enjoyment of these areas.

(Planning Principles: 2,4,6,8,9,11,12,13,16 through 23)

Revegetated Shoreline:

- revegetate degraded areas of the southern shoreline along the active portion of the park with dense, native, wetland plants such as willows and blackberry.
- the revegetation and improvement of degraded areas will compensate for any loss of wildlife value from the creation of stabilized turf shore along portions of the south shoreline for recreational use.

New Wetlands:

- excavate approximately two acres of land at the end of the “peninsula inlet” to an elevation such that standing water is extended about 100 feet east and seasonal inundation is extended about 600 feet east, creating new wetlands (marsh).
- excavate a 20 foot wide channel across the base of the peninsula making it an island accessible only by footbridge.

Wetland Buffer:

- remove grazing and existing cattle fences from the Park.
- designate a wetland buffer between the existing marsh edge and the 125 elevation contour (highest inundation level) of about 100 to 200 feet in width.
- plant willows, cottonwoods, sycamore and oak trees in the buffer.

Trails:

- provide a nature/jogging trail along the edge of the wetland buffer, separated by a low wood rail fence screened with wire mesh to keep dogs out of the wetland.
- trails on slopes less than 15% are suitable for jogging and should be surfaced with smooth decomposed granite or gravel.
- trails for jogging shall be eight feet wide.
- hillside trails shall be a maximum of three feet wide, and unsurfaced. Construction must include stone or timber dikes to sheet concentrated water off the trail to avoid erosion.

Fence and Portals:

- Demark the boundary between the active park and nature preserve with a three foot high wood rail fence, or alternatively, a low log barrier.
- provide three access points into the nature preserve through “gateways” or portals signed to designate nature preserve entry.

Wildlife Corridors:

- using dredge spoils, create landform modifications and recontouring to emphasize drainage swales in the land between the hills and marsh.
- plant oaks and native shrubs in the swales to provide wildlife corridors from the hills to the marsh.

Interpretive Signage:

- provide interpretive signage or displays at key points in the nature preserve. The displays should contain information about the geology, peaks, watershed, flora, fauna, and history of the Lake environs.

Boardwalks:

- access by foot to open water within the nature preserve shall be provided by

- paths and wood boardwalks over the marsh in two locations.
- the boardwalk shall be elevated to allow wildlife movement under the walk, and include wood and wire rails to contain people and dogs.
- access to the peninsula shall be regulated by building a drawbridge or other suitable method of closing the footbridge/boardwalk across the narrow channel.

Seep Protection:

- natural seeps in the hillside shall be mapped and monitored for the presence of rare or endangered plants.
- areas with rare or endangered plants shall be isolated by low protective fencing and identification signage or interpretive display(s).

Nature Interpretive Center:

- using the new park motif of earth berms, stone walls and tree massings, create an outdoor interpretive display and plaza.
- interpretive panels should be aluminum with micro-imaged, durable graphics covered with plexiglass mounted on stone walls.
- community groups should be encouraged to sponsor local artists to create artwork for the interpretive panels.
- provide a surfaced plaza with seating and some open turf areas for children to play.
- provide 25 parking spaces for users of the Nature Interpretive Center and Nature Preserve at this location.

5. Maintenance and Safety

Goal: Provide for the safe and efficient operation of the Park.

(Planning Principles: 41 through 50)

Maintenance Area:

- provide for a small maintenance yard and shed for equipment. The yard should be fenced, screened, and architecturally compatible with the park motif.

Safety:

- provide two public telephones in the park for use in the event of emergencies.
- emergency numbers should be posted near the boat docks.
- the park should be closed at night.
- restrooms should be designed for the security of the user.

Service Access:

- the shoreline path should be gated to allow only service vehicle access.

New Park Land Acquisition and Easements:

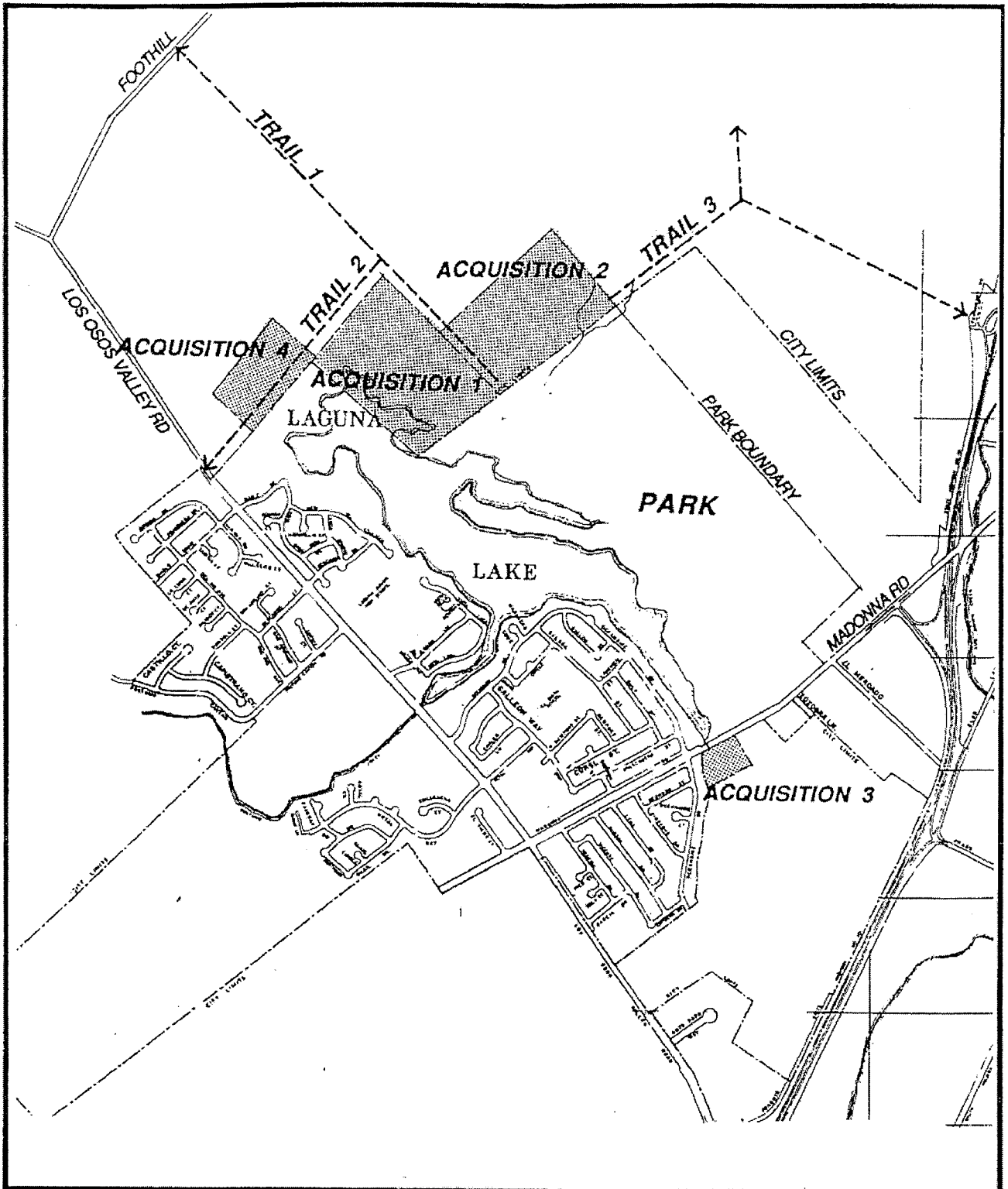
Exhibit B illustrates the lands that should be acquired and added to the park to ensure adequate protection of the park wetland resource and provide additional viewpoints and trails. The acquisitions and trails are all priorities and should be pursued by the City as opportunities arise.

Land Acquisition:

- Acquisition One: acquire additional wetlands outside the park.
- Acquisition Two: acquire the rocky knolls north of the park to protect wildlife value and provide important viewpoints.
- Acquisition Three: acquire the eucalyptus grove south of the park, which has habitat value for important birds.
- Acquisition Four: acquire land to the northwest of the Lake.

Trail Easements:

- Trail One: acquire a trail easement connecting the Park to Foothill Boulevard.
- Trail Two: acquire a trail easement connecting the Park with Los Osos Valley Road.
- Trail Three: acquire a trail easement to Cerro San Luis and Marsh Street.



| | | |
|--|--|--|
| <p style="text-align: center;">↑ NORTH</p> | <p>LAGUNA LAKE PARK MASTER PLAN</p> <p>NEW PARK LAND ACQUISITIONS & TRAIL EASEMENTS</p> <p style="font-size: small;">sedes Crawford Multari & Starr Leisure Visions</p> | <p>Exhibit</p> <p style="font-size: large;">B</p> |
|--|--|--|

LAGUNA LAKE PARK MASTER PLAN
CONSTRUCTION COST ESTIMATE – DRAFT

| | | | |
|--------------------------|--|----|------------------|
| <input type="checkbox"/> | GRADING & PAVING | | |
| | EARTHWORK, EXCAVATION AND BERMS ¹ | \$ | 40,000 |
| | PAVEMENT DEMOLITION | \$ | 12,000 |
| | NEW AC PAVING . ROADS | \$ | 105,000 |
| | PARKING | \$ | 23,400 |
| | PATH- A.C.8' | \$ | 7,600 |
| | D.G. 8' | \$ | 44,160 |
| | TRAIL 3' | \$ | <u>2,500</u> |
| | | \$ | 234,660 |
| <input type="checkbox"/> | PLANTING & IRRIGATION | | |
| | TURF (IRRIGATED) | \$ | 121,300 |
| | SHORELINE STABILIZATION | \$ | 29,000 |
| | SHORELINE REVEGETATION | \$ | 15,300 |
| | WINDBREAK TREES AND WILDLIFE BUFFER | \$ | <u>31,000</u> |
| | | \$ | 196,600 |
| <input type="checkbox"/> | INFRASTRUCTURE | | |
| | ELECTRICAL SUPPLY | \$ | 10,000 |
| | DOMESTIC WATER SUPPLY | \$ | 4,5000 |
| | SEWER EXTENSION | \$ | 7,000 |
| | MISC. DRAINAGE WORK | \$ | 5,000 |
| | MAINTENANCE YARD | \$ | 15,000 |
| | TELEPHONE | \$ | <u>10,000</u> |
| | | \$ | 51,500 |
| <input type="checkbox"/> | ACTIVE PARK IMPROVEMENTS | | |
| | ENTRY WALLS (ALT. 1) | \$ | 3,675 \$ (8,820) |
| | ENTRY ROCK WORK (ALT. 2) | \$ | 3,000 |
| | ENTRY SIGN | \$ | \$ (15,000) |
| | ENTRY STRUCTURE (ALT. 1) | \$ | 45,000 |
| | PICNIC TABLES (45) | \$ | 10,000 |
| | GROUP AREA TABLES (10) | \$ | 7,500 |
| | FAMILY BBO'S (15) | \$ | 3,000 |
| | GROUP BBQ'S (1) | \$ | 30,000 |
| | PAVILION | \$ | 26,000 |
| | VOLLEYBALL (4) | \$ | 6,000 |
| | HORSESHOES (2) | \$ | 13,000 |
| | FISHING DOCK (1) | \$ | 2,400 |
| | DRINKING FOUNTAINS (4) | \$ | 2,400 |
| | TRASH RECEPTACLES (12) | \$ | 30,000 |
| | PLAY AREA | \$ | 100,000 |
| | ADVENTURE PLAY STREAM | \$ | 40,000 |
| | POND | \$ | <u>2,000</u> |
| | MISC. SIGNAGE | \$ | 323,975 |

¹ Dredge spoil placement and contouring not included since quantities unknown.

**LAGUNA LAKE PARK MASTER PLAN
CONSTRUCTION COST ESTIMATE**

| | | | | |
|--------------------------|---------------------------|----|------------------|----------------------|
| <input type="checkbox"/> | RESTROOM | \$ | 80,000 | |
| <input type="checkbox"/> | INTERPRETIVE AREA | | | |
| | STONE WALL | \$ | 17,000 | |
| | INTERPRETIVE DISPLAYS (6) | \$ | 6,000 | |
| | PATIO SURFACE | \$ | <u>5,600</u> | |
| | | \$ | 29,200 | |
| <input type="checkbox"/> | NATURE PRESERVE | | | \$ (1,800) |
| | PORTALS (ALT. 1) | \$ | 900 | |
| | PORTALS (ALT. 2) | | | \$ (66,000) |
| | RAIL FENCE (ALT. 1) | \$ | 27,000 | |
| | RAIL FENCE (ALT. 2) | \$ | 45,000 | |
| | MARSH EDGE FENCE | \$ | 22,000 | |
| | BOAR DWALKS | \$ | <u>1,200</u> | |
| | INTERPRETIVE SIGNS (6) | | | \$ (136,000) |
| | | \$ | 96,100 | |
| <input type="checkbox"/> | DESIGN FEES | \$ | 60,000 | |
| <input type="checkbox"/> | TOTAL | \$ | 1,072,035 | - \$1,132,080 |

PHASING PLAN

Implementation of the Master Plan is envisioned to be phased over approximately ten years. Initial City Council funding has been provided upon the adoption of the Master Plan for design of the first phase of improvements.

The phasing schedule below was developed to initiate the nature preserve and earthwork/windbreak construction early in the process. The second phase fills in infrastructure (roads, stabilization, restrooms/utility extensions) and paths. The final two phases include construction of the remaining active and passive recreation improvements.

The phasing plan is tied to the City's two-year budget cycle. It is anticipated that each phase would be considered during budget review.

Fiscal limitations may preclude major capital improvement allocations for the Park in the near future. With this in mind, it should be emphasized that many of the elements of the plan can be implemented out-of-phase as funds or donations become available.

PHASE ONE Approximate Cost: \$195,000 Time Frame: 1995 budget cycle

- terminate grazing lease and remove fence
- excavate new wetland and pond
- construct and plant berms
- provide irrigation to new plantings
- construct interpretive area
- construct wetland buffer fence
- plant wildlife buffer
- map and fence seeps

PHASE TWO Approximate Cost: \$395,000 Time Frame: 1997 budget cycle

- construct new park entry and road extensions and realignments
- construct path along marsh
- develop shoreline stabilization and revegetation
- develop shoreline bike/walking path
- construct restroom near boat launch

PHASE THREE Approximate Cost: \$290,000 Time Frame: 1999 budget cycle

- develop turf and family picnic areas near existing play area and near interpretive area
- construct games areas
- construct fishing dock
- construct all remaining jogging walking paths
- develop maintenance yard
- construct boardwalk

PHASE FOUR Approximate Cost: \$235,000 Time Frame: 2001 budget cycle

- develop group area and related turf and games area
- construct play area, adventure play and pond

LAGUNA LAKE PARK MASTER PLAN
PARK FINANCING

BACKGROUND

The draft Laguna Lake Park Master Plan provides for largely passive, outdoor-oriented, low-intensity recreation use compatible with the area's natural environment. The draft Master Plan provides for no specific active recreation use areas, except on parts of the lake itself where aquatic activities such as sailboarding are allowed. As master planned, the improvements to the park are expected to cost approximately \$1 million to install. This report reviews the financing options for building the recommended improvements.

FINANCING GENERALLY

In addition to financing the improvements planned for Laguna Lake Park, the City will also have to pay for the increased maintenance costs associated with the park improvements and the corresponding increase in activities that will occur there. The general climate for financing local government improvements, including parks and recreation facilities, is difficult at this time. The poor condition of California's economy, with only a slow recovery expected, suggests general funds will be constrained.

The kind of park envisioned in the draft Master Plan provides no significant opportunities to raise revenues for capital improvements and/or ongoing maintenance costs through user fees or charges. Thus, the park will require a significant capital outlay and will incur potentially high ongoing maintenance costs for such tasks as habitat restoration/protection, dredging, etc., but does not have a significant revenue production capability.

The following briefly discusses funding alternatives for construction and maintenance of Laguna Lake Park.

GENERAL FUND

The City could simply pay for capital improvements at Laguna Lake Park directly from current General Fund revenues or set aside enough monies each year in a reserve capital account until there are sufficient funds to construct all or a portion of the improvements at the park. This method of financing has the obvious disadvantage of potentially impacting other General Fund-supported functions.

**LAGUNA LAKE PARK MASTER PLAN
DEVELOPMENT EXACTIONS**

The City can require developers to contribute to the cost of capital improvements as a condition of approval for project development. For such a fee to be legal, it must pass the “rational nexus test”. This requires the exaction to be reasonably related to the costs of serving the development. The City currently uses the Quimby Act (Section 6647 of the Subdivision Map Act) to assess new subdivisions, through dedication and improvement of land or payment of in-lieu fees, for the proportional impact of future residents on recreation and park facilities. This method effectively finances facilities, which reduce the impacts of residential subdivisions on the City’s park system.

It may be difficult to justify using development fees unless the subdivision is proximate to the park and can truly help address the recreation needs of the new residents. This kind of justification may be further strained given the nature of the facility: primarily passive recreation and habitat preservation. While the latter is a worthy goal, it may not tie directly to the real recreation needs of new residents. Furthermore, few new subdivisions are being approved in the City due to a combination of factors: the recession, lack of water, limited availability of land, etc.

Use of developer fees for maintenance activities are constrained by law to very specific amounts and purposes.

ASSESSMENT DISTRICT AND SPECIAL TAX DISTRICTS

Assessment districts or special tax districts may be used to finance capital improvements that benefit specific properties. In both cases, properties that benefit from a specific capital improvement are placed in a district where the city levies a special assessment against those properties to fund the project. The assessment, collected along with property taxes, can only be used for the specific purpose for which it is collected.

Two options may be considered by the City for construction and maintenance of improvements to Laguna Lake Park: 1) a Mello-Roos Community Facility District (technically a special tax district), and 2) a Lighting and Landscape Maintenance District. Both districts allow the City to fund capital improvements and ongoing maintenance through assessments of both residential and commercial properties. A city-wide assessment district with a small base assessment increasing with proximity to Laguna Lake Park, could be theoretically justified for this City-wide park. However, neither is viewed as a practical option. It is doubtful that the community will accept what is effectively seen as a property tax increase. A Mello-Roos special tax also requires a two-thirds vote of the affected property-owners to be implemented -- highly unlikely.

LAGUNA LAKE PARK MASTER PLAN
DEBT FINANCING

Local governments issue bonds to borrow money for land acquisition and facilities. This method of financing, which would require general obligation (GO) bonds in this case, would allow the City to spread the \$1 million dollar cost of improvements at Laguna Lake Park out over time and reduce construction costs by completing the park in a relatively short time rather than over many years. However, the City is required to seek two-thirds majority approval of voters to issue GO bonds for Laguna Lake Park.

The State Legislature is currently considering a constitutional amendment, which would allow local governments to issue GO bonds specifically for parks and recreation facilities with approval by a simple majority. This change would significantly increase the chances of GO bond approval.

Revenue bonds, which are backed by revenues from a project, facility or park, are not deemed feasible for Laguna Lake Park due to its passive nature and lack of revenue generating capabilities.

An alternative to bonds is the use of certificates of participation (COP's). The advantage of COP's is that no vote is required. The disadvantage is that interest rates for COP's are higher than for GO bonds. In any case, the debt would have to be paid for out of the General Fund because of the limited revenue--generating potential of this use.

In sum, revenue bonds are not possible in this case; general obligation bonds require a two-thirds vote and are impractical; COP's could be a plausible mechanism, but would have to be paid for out of the General Fund.

PUBLIC-PRIVATE JOINT VENTURE

Public-private joint ventures are partnerships between government agencies and private business to provide facilities or services to the public. Privatization of public functions, such as campground operations/reservations, ground leases for revenue producing recreation facilities, etc., could be part of this approach.

No real opportunities for public-private joint ventures exist at Laguna Lake Park as it is currently master planned, due to the passive nature of the park.

LAGUNA LAKE PARK MASTER PLAN
GRANTS AND DONATIONS

Grants are, from time to time, available for park development from the state and federal government on a competitive basis; however, the tenuous budget conditions at these government levels have left little grant funding available for park development currently. In addition, grants are generally awarded for only very small portions of a park as large as Laguna Lake and the amount of grant funds awarded is correspondingly small. For example, grant monies available from the federally funded Land and Water Conservation Fund for last fiscal year totaled just over \$400,000 for all of Southern California.

The solicitation of donations from individuals, corporations and other businesses for park development is deemed difficult without a core group of dedicated volunteers, a consultant or professional staff. The draft Master Plan for Laguna Lake Park may encourage formation of a nature association to lead nature hikes, give field lectures and conduct fund-raising efforts on behalf of the City, similar to the organization used to restore the Jack House and Gardens.

Use of a fund raising consultant may help; Such an approach was used recently by the City of Paso Robles in constructing Centennial Park.

CONCLUSION

The estimated cost of Laguna Lake Park is about \$1.0 million.

Some monies may be raised through developer fees authorized through the Quimby Act.

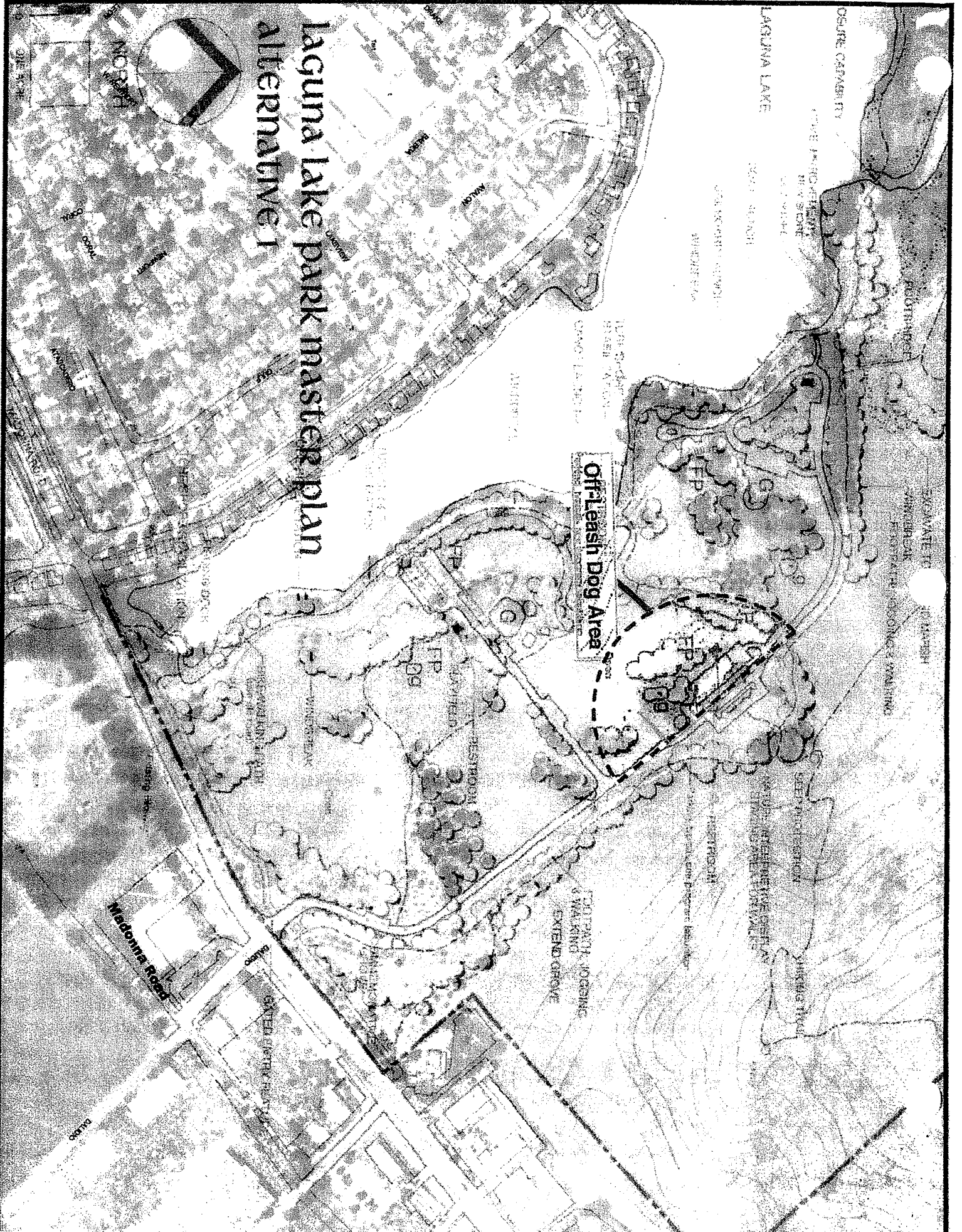
Grants are available (although for relatively small amounts and subject to stiff competition today) and should be investigated and applied for if appropriate.

Significant opportunities exist for volunteer fund raising in the community, particularly from people interested in protecting and restoring habitat.

Use of an assessment district or special tax district is deemed impractical in this case. User fees are not a significant options due to the passive nature of the park. Similarly, the lack of active recreation limits opportunities for income from leases, franchises or public-private ventures.

It appears that the bulk of the money will need to come from the General Fund, either through a “pay-as-you-go” program or some debt financing mechanism.

The City is currently retaining a firm to investigate ways of funding a more expansive open space program. Because Laguna Lake Park as currently master planned is primarily an open space and habitat reserve, perhaps the open space funds could be used to help install of the improvements and maintain that facility.



Laguna Lake Park Master Plan Alternative 1

Off-Leash Dog Area

Madonna Road

LAGUNA LAKE
DUNE STRAND
LAGUNA CAPACITY

TOT PARK - JOGGING
& WALKING
EXTEND GROVE

SIGHT OBSERVATION
SHIRLEY HILL

NORTH

0 10 20 30 40 50 FEET