

City of Newport Beach

# Mariners' Mile Charrette Report

Congress for the New Urbanism  
California Chapter

October 17 - 21, 2014



CNU  
California





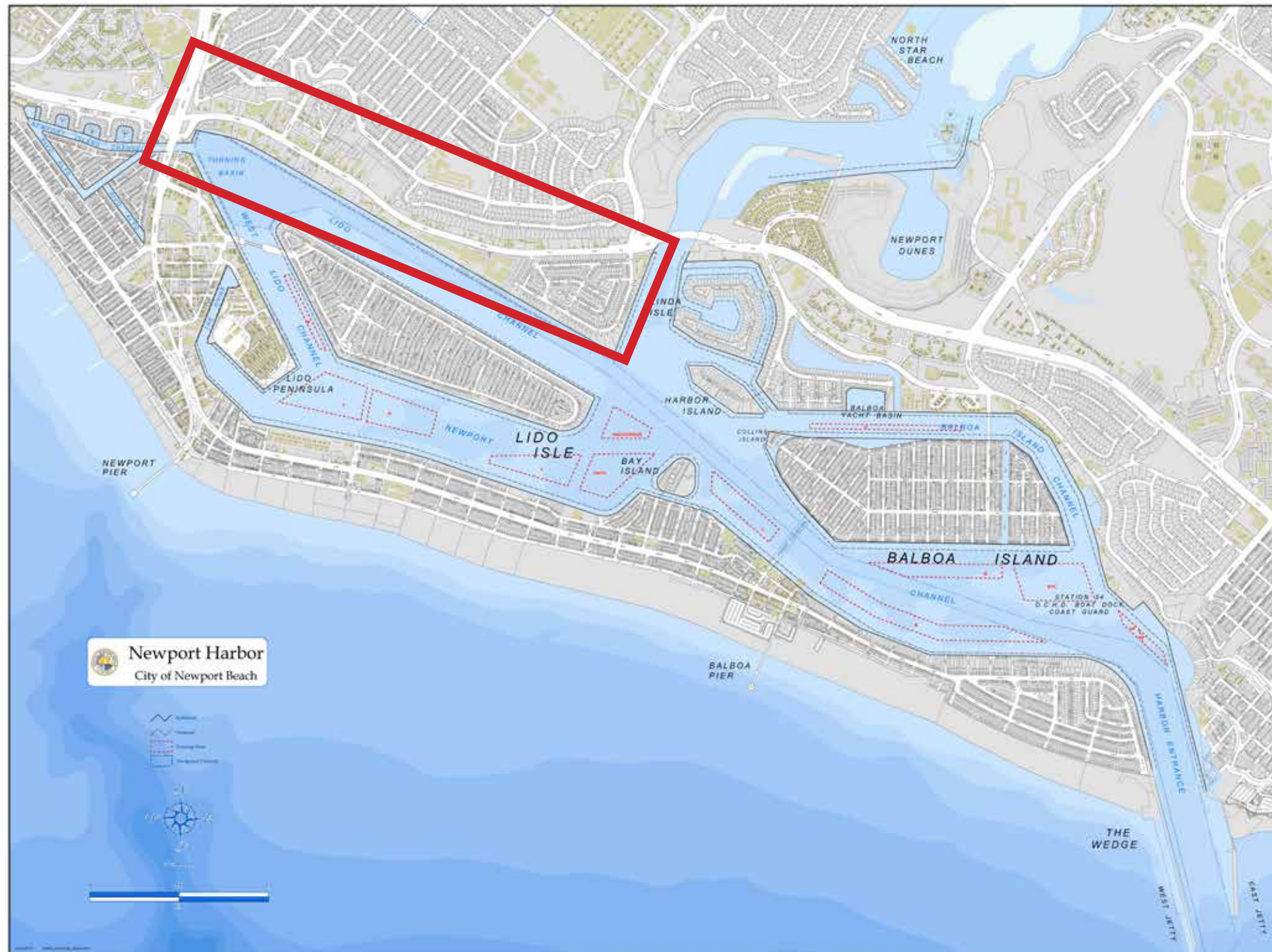








# THE PROJECT



## CNU-CA ANNUAL BY-DESIGN CHARRETTE

The CNU-CA hosts an annual CNU-By-Design charrette program that provides educational and membership outreach opportunities statewide. The Charrette is designed to advise a city that requests our assistance in visualizing the opportunities that CNU's principles and processes provide a sponsor city. Our board's selection of the annual charrette project is based upon the request's relevance to CNU initiatives and expertise and the potential to have a significant positive impact. The Project fits the following Congress for the New Urbanism national initiatives:

1. Highways to Boulevards (<http://www.cnu.org/highways>)
2. Sprawl Retrofit (<http://www.cnu.org/sprawlretrofit>)

All analyses are high-level, based on rule of thumb ranges of past research, and we recommend that a full traffic study by a qualified firm should be commissioned to work out the details before the physical changes are implemented.

Our team was tasked with the following deliverables:

1. A schematic-level Master Plan and illustrative graphics;
2. A Highways-to-Boulevards retrofit with a "complete streets" approach to connectivity and place-making;
3. Street plans and sections for key corridors and intersections;
4. Schematic plans and elevations for key infill sites;
5. Resource conservation/access strategies and measures
6. Implementation strategies with catalytic potential.

## MARINERS' MILE STUDY AREA

The study area was the 1.3-mile-long Mariners' Mile section of Pacific Coast Highway ("Coast Highway") in the City of Newport Beach. The Charrette's focus was to reframe the dialog, manage expectations, and educate the citizens, local stakeholders, and the City on the issues and possible solutions related to improving the planning area.

The scope is organized by a three-step process beginning with a 3-month Pre-Charrette data/information gathering phase, the comprehensive 5-day Charrette event phase, and the approximately 2-month Post-Charrette final report delivery phase. Engagement consisted of pre-charrette and charrette stakeholder Education and Dialog events. This report concludes the process by providing the City and the public with CNU-CA's final recommendations.



# WHAT WE WERE ASKED TO DO

In collaboration with the city's Community Development Department, our team was asked to share our professional new urbanist views on how to improve Mariners' Mile. We were asked to balance the functional and safety needs of pedestrians and bicyclist with improved traffic flow. Connecting to the waterfront was of equal importance.

Importantly, we understood that traffic flow improvements ideally should decrease travel times through the area (or at least delay or prevent further increases). We understood that enhancing the pedestrian experience included improvements along Coast Highway that might cause increased travel times through the area as well. So, we focused on how to solve all four issues within a 3-dimensional, interconnected manner. Waterfront access was key to pedestrian experience and to north/south crossing of the Coast Highway safely. Admittedly, this was not an easy task, which is why we were asked to take a look at this important place from our perspective.

1. Improve the **vehicular flow** on Coast Highway
2. Enhance the **pedestrian experience**
3. Improve **bicycle safety**
4. Create a new public **waterfront access** and open space

# WHAT WE HEARD

Our team met with the following stakeholders prior to and during the public charrette to gather background information, memories and expectations for the area:

- Community Development Staff
- Public Works
- Traffic Engineer
- Caltrans
- Planning Commission
- Balboa Bay Resort
- Harbor Commission
- Current and Former City Council Members and Mayors
- Property owners and community leaders

This list reflects what we clearly heard most often with Coast Highway and the harbor being paramount to any discussion. We then understood that we could not separate these issues; solving for one often negatively impacted the other. Our challenge was to create solutions to benefit both.

- Improve **access** to the **water**.
- **Traffic** is the number one **problem**.
- **Widen Coast Highway** to 6 lanes.
- **Don't widen the highway**.
- Not enough **parking**.
- Neither **safe** nor enjoyable for **pedestrians** and **bicyclists**.
- Need better **crossings** for pedestrians along Coast Hwy.
- Make the area more **attractive** and inviting.
- Create a **beach Village**.



# OUR PROCESS

Our empirical and analytical observations are:

## PRIOR TO CHARRETTE

Vehicular and walking tours of the study area in conjunction with multiple meetings with key stakeholders in the City and in the study area by local CNU-CA representatives Matt Shannon and Mario Suarez, along with Nori Jabba. The information collected was shared with the team and placed into a pre-charrette report for volunteers' reference. Importantly, the themes of traffic issues, safety and waterfront access were heard along with memories of a working harbor harbor front contrasting with the current auto dealerships and restaurants. Hopes were high for the identification of a workable, "win-win" solution, but there was some skepticism that this could be accomplished due to the myriad challenges.

## DURING CHARRETTE

What we saw was learned in the following ways: Stakeholder input from individual meetings and pin-up reviews; Review of conditions, constraints, issues and opportunities; Initial ideas and potential solutions; Community input from multiple public event and open charrette opportunities; Development of plan and approach alternatives; Finalization of ideas, alternatives and potential solutions; and City staff participation throughout.

## POST CHARRETTE

Our team studied the streets, building and land use patterns and urban form in more detail, held meetings to refine ideas and recommendations and prepared the Charrette report.

# WHAT WE SAW

Mariners' Mile has a distinctly different pattern than Corona del Mar. The Coast Highway in Corona del Mar sits within the heart of a compact, walkable grid network of streets and blocks. Coast Highway diagonally bisects the neighborhood pattern creating an intermittent intersection pattern that interrupts direct cross streets.

Mariners' Mile, in contrast, runs along the harbor edge and the edge of the upper neighborhoods located along the bluff. To the south, Coast Highway is separated from the waterfront by a single row of approximately 150-foot deep private lots. The north side private lots are approximately 200 feet deep to the bottom of the bluff. At the intersection of Riverside and Coast Highway, there is one block that transitions to another half-block of commercial buildings that creates a wider, flatter area with commercial land uses transitioning to residential uses as they move up the hill. The bluff area above Mariners' Mile has three public parks, as the views are beautiful overlooking the harbor towards the ocean.

The southeast side of Mariners' Mile is home to a large private hotel and semi-gated subdivision on a flat area, several blocks deep, between the harbor and Coast Highway. Dover and the estuary mark the end of Mariners' Mile to the east, and Newport Boulevard and its grade separated on/off ramps mark the western end.

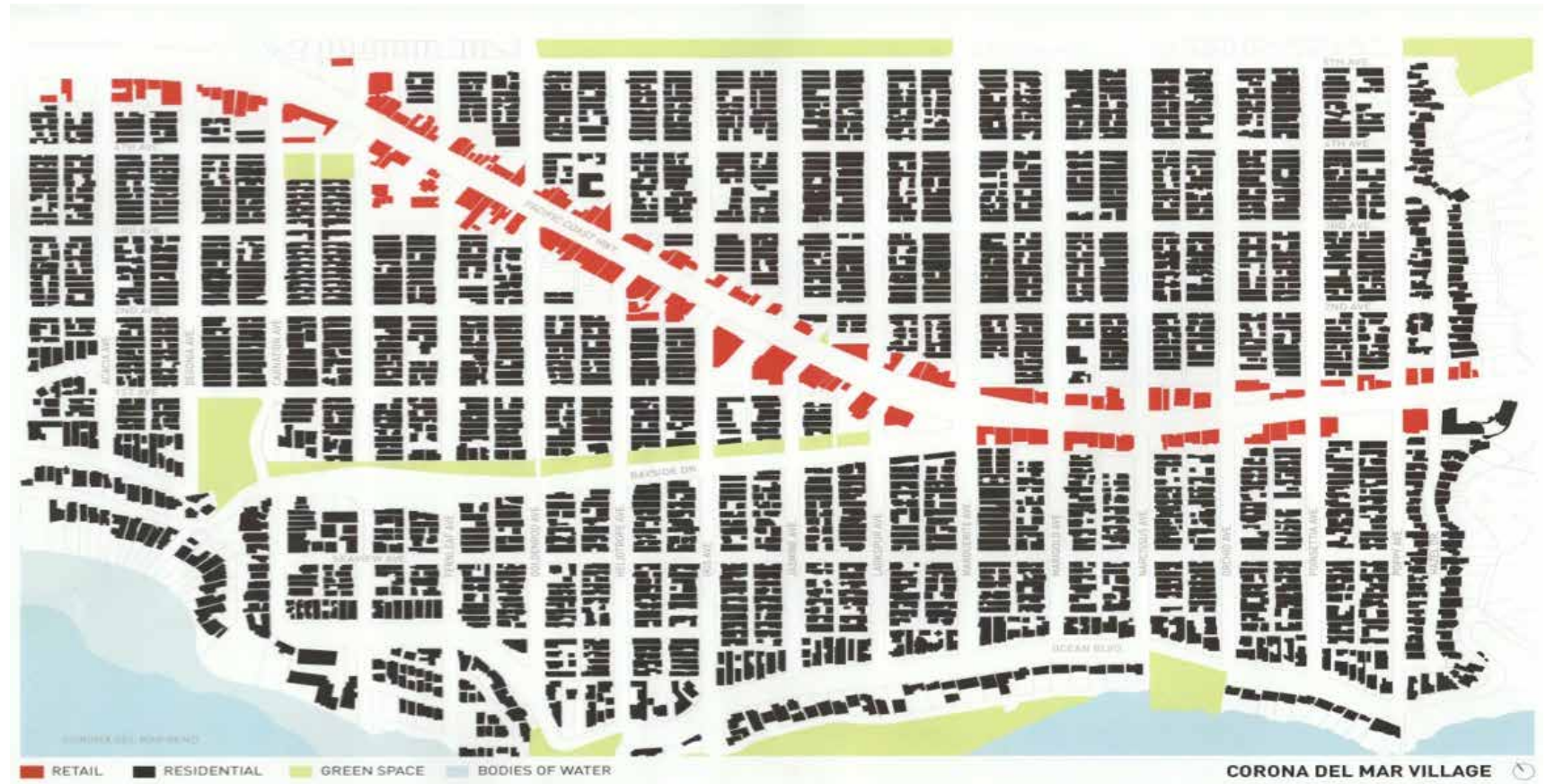


Figure Ground Corona del Mar



Figure Ground Mariners' Mile



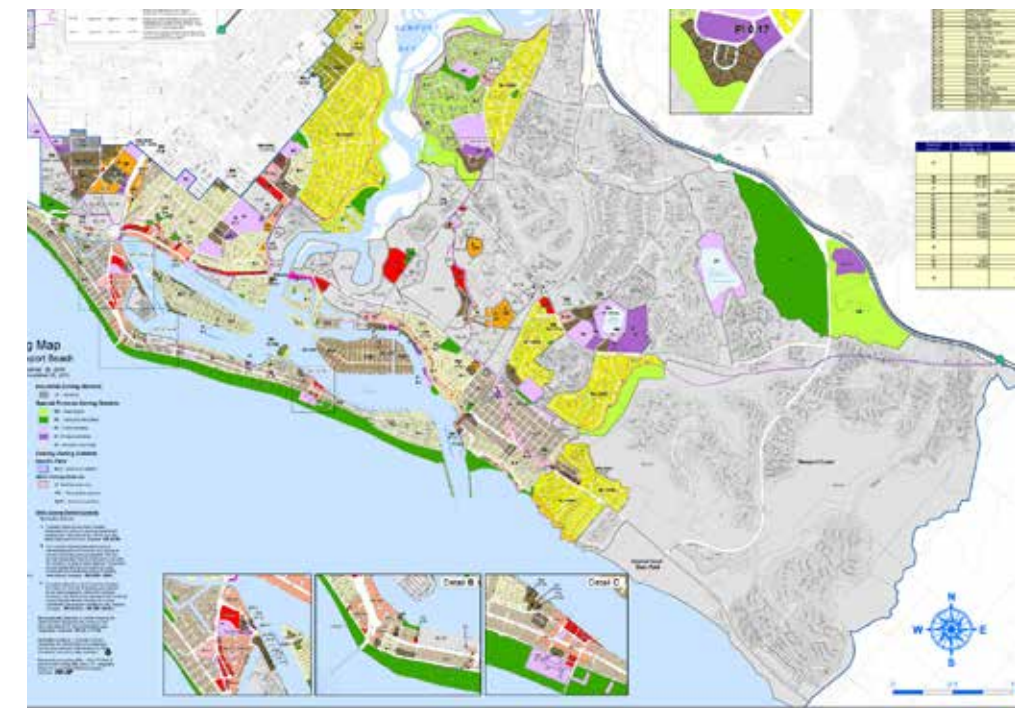
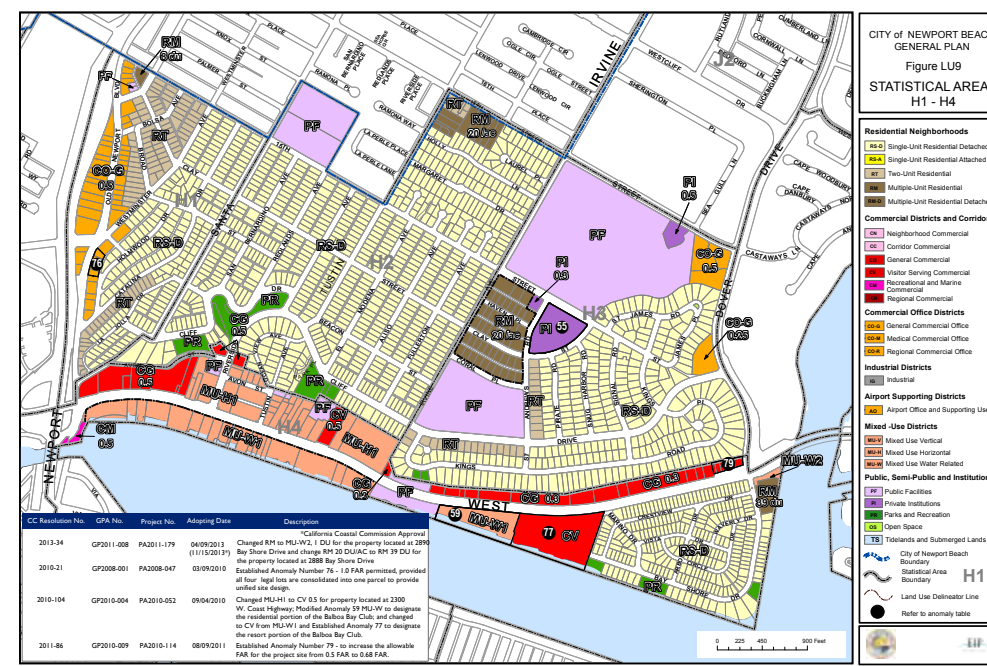
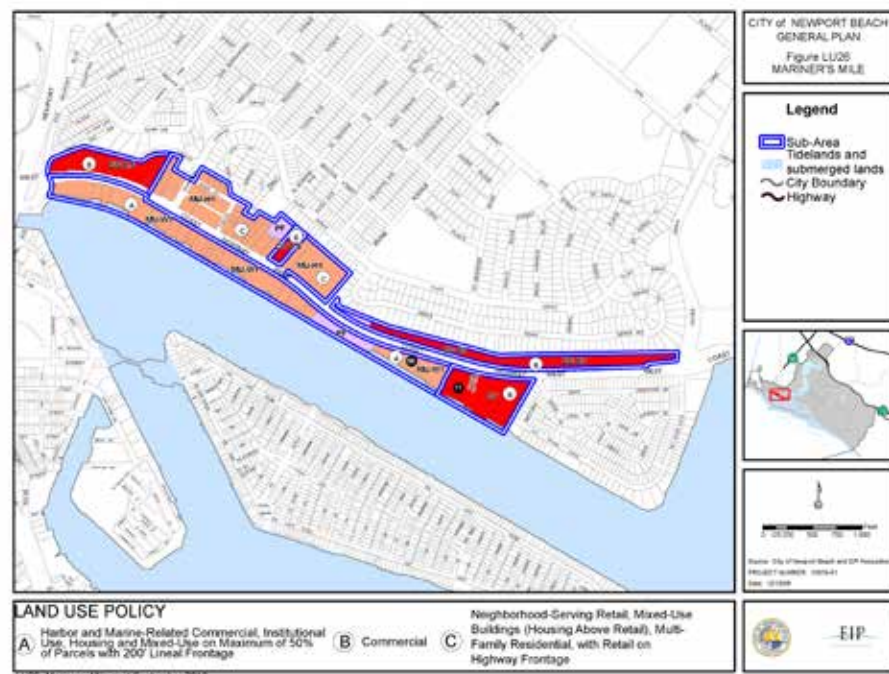
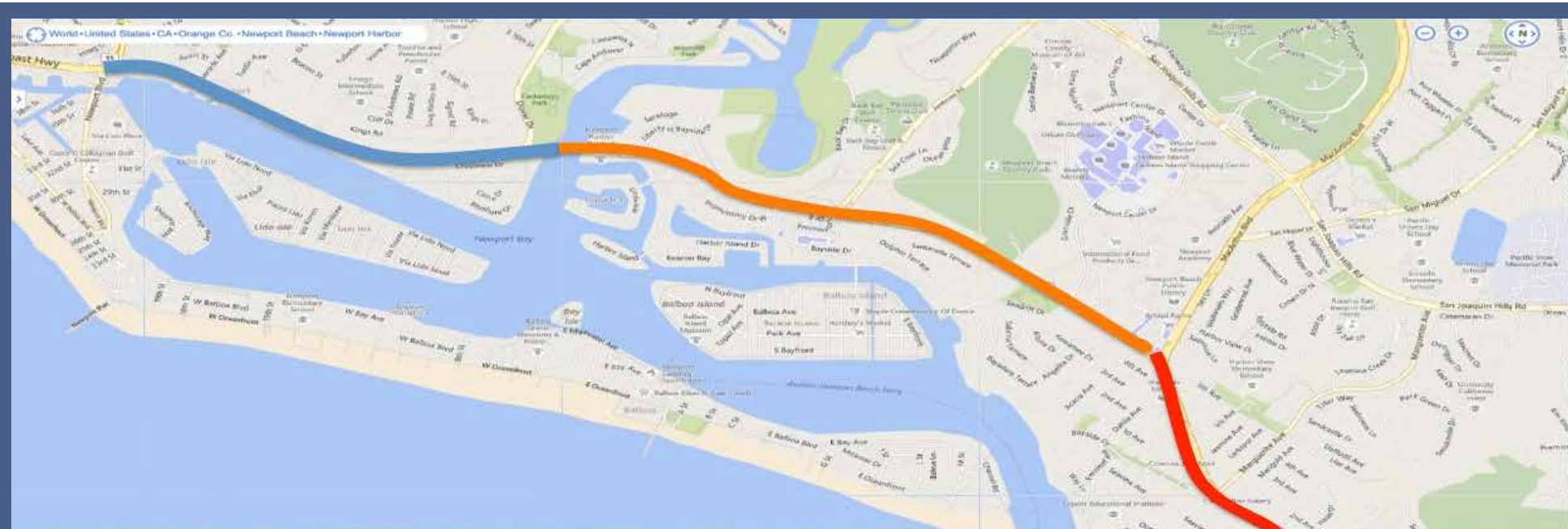
# WHAT WE SAW (CONTINUED)

The regional pattern makes it clear that the Mariners' Mile Coast Highway segment, 1.3 miles long, is different than the Newport Center 'Highway' Coast Highway segment, 2.0 miles, which is again different from the Corona del Mar 'Main Street' Coast Highway segment, 1 mile long.

Importantly, Mariners' Mile is the only segment of Coast Highway that has direct access to the ocean.

Long-distance road riding bicyclists, short-distance beach cruiser bicyclists, pedestrians going between shops, work, and restaurants all competed with high-speed traffic along the Mariner's Mile. Finding a balance for the health, welfare, and safety of these users is an obvious need, as the Coast Highway is dominated by auto-centric engineering. This is a direct reflection of the segment's history of maritime and auto sales uses and regional connector. However, today's economy is shifting towards mixed-use commercial and residential living along the harbor, making traffic mitigation a most important element to balance.

The General Plan, Zoning, and Regional plans reflect this shift and the importance of this segment in the region. The General Plan has identified Mariners' Mile as a special study area with additional planning and refinements over time.





# WHAT WE LEARNED

## MARINERS' MILE TRANSITION ZONES



Mariners' Mile, identified as special study area in the City's General Plan, is more than a high-speed thoroughfare. Rather than seeing the entire 1.3 mile length as one type of thoroughfare facility, our team used a 'Context-Sensitive' design approach. We observed that the area has three horizontal transition zones based upon these two elements:

**1. Thoroughfare Design Speed** - The higher-speed areas flow into Mariners' Mile from the east over a bridge and from the west under a grade-separated overpass (Newport Boulevard). The lowest speed area is a quarter-mile segment in the Village Core to facilitate pedestrian and bicyclist safety connecting the neighborhoods to the waterfront.

**2. How Buildings Front onto the Thoroughfare** - The buildings may be more urban, mixed-use, and walkable in the Village Core area, and thereby set closer to the street for access and window shopping. While the buildings on the edges are set back further from the thoroughfare, away from the noise and higher speed traffic.

**The horizontal zones have the following characteristics:**

**HIGHWAY ZONE WEST** - Coast Highway is mostly separated by gated subdivisions behind sound walls leading into the Newport Boulevard grade separated zone at the west end of the project area.

**TRANSITION ZONE WEST** - Newport Boulevard's on and off-ramps in conjunction with a Coast Highway lane reduction from 3 to 2 lanes lowers speeds at the west end of Mariner's Mile. Approximately 1,000 linear feet in distance.

**VILLAGE CORE ZONE** - Currently, two stop lights at Riverside and Tustin Avenues within one (1) block of each other. Riverside Avenue links the upper Cliff Drive Park and neighborhood to the north. Tustin Avenue links to the public parking spaces off Avon Street, the business district, and upper neighborhoods. High pedestrian volumes at times in conjunction with on-street parking and the close spacing of signals at Riverside and Tustin can impact traffic flow at times. This segment is approximately 1,320 linear feet centered on Tustin Avenue.

**TRANSITION ZONE EAST** - The longest segment, over a half-mile from the hillside pinch point closest to the waterfront to Dover Drive to the east. The north side is filled with new drive-thru restaurants and one-off buildings hemmed in to the hillside. The south side has the Balboa Bay Club, condos and hotel. A gated subdivision sits isolated south of Coast Highway. Multiple driveways and on-street parking on the inland side can impact traffic flow at times. Traffic speeds toward the Bridge over Newport Bay or slows down towards Tustin.

**HIGHWAY ZONE EAST** - The wide bridge speeds traffic on a seven (7) lane arterial segment towards Newport Center or west towards Dover Drive.



# WHAT WE LEARNED

(CONTINUED)

Again, Mariners' Mile, identified as a special study area in the City's General Plan, is more than a high-speed section of Highway. Rather than seeing the entire 1.3 mile length as one commercially zoned area on a major thoroughfare, our team used a 'Context-Sensitive' design approach to creating a safe, walkable, drivable, bike-able, linger-able, sit-able, shop-able and live-able Village. We observed that the area has three vertical transition zones based upon these seven (7) elements from south to north:

- 1. The Bay** - Accessible only by boats. The Duffy Boat was invented, made and sold here, defining a distinctive Newport Beach transportation vernacular. Beautiful and clean, everyone wants to be near, in and around the water.
- 2. The Waterfront** - Where land, sea, and air meet, a very dynamic place that defines Newport Beach and its appeal to the world. Intermittent and sporadic connectivity, this is where everyone wants to stroll, hang out, and connect with the water and life on land.
- 3. Double Fronted Private Lots South** - A unique lot type to Newport Beach, these lots must front onto Coast Highway and capture the attention

of those driving by at high-speed as well as those boating by at a slower pace. They must draw customers from land towards the bay with views and access. Parking is at a premium as these long narrow lots compete with space for commerce, pleasure, water frontage and coast highway frontage. Approximately 150 feet deep on average.

- 4. Coast Highway** - On the prior page we identified how this facility behaves as the segments transition from high-speed highway to a safe walkable, bike-able, shop-able and livable thoroughfare in a village setting, then transitioning back to a high-speed thoroughfare.
- 5. Double Fronted Private Lots North** - Another unique building type opportunity for these two sided long, linear lots between Coast Highway and access along the base of the bluff area. Approximately 200 feet deep on average.
- 6. The Bluff** - Another unique place, the bluff and its parks surround the 'village' area of Mariners' Mile. The large homes overlooking the area are the edge of a well-established and beloved neighborhood.

**7. The Neighborhood** - The upper neighborhoods have high-quality schools and high quality of life with direct access to this village area. Many residents drive, walk, and bike down to the village-area shops, post office, and restaurants. Many travel through the area for daily trips and weekend recreational areas.





# 3 BIG IDEAS

## MAJOR THEMES

**1. Improve the quality-of-life in Mariners' Mile** to the level of expectation found throughout Newport Beach. This enhancement is intended to foster civic pride and a special lifestyle experience for the citizens of Newport Beach first. A unique stretch of Coast Highway along the bay where Newport Beach can work, play, and live.

**2. Create a village on the inland side from Riverside to the Ardell site;** There are multiple opportunity sites – Ardell, McCune, Fluter, and City parking lot. The village center is not intended to be a linear 'Main Street' area, such as Corona del Mar's section of Coast Highway, but a place with a core and defined edges.

**3. Expand direct visual and physical public access to the waterfront** to enhance the Mariners' Mile identity; Improve connections both through Mariners' Mile and to Mariners' Mile from Lido Village and residential areas;

The intent of these three (3) big ideas is to improve traffic flow and walkability without widening Coast Highway. Because this is neither Corona del Mar nor the 2-mile Newport Center stretch between Mariners' Mile and Corona del Mar – it is a third condition.

## RECOMMENDATION

Newport Beach can improve traffic flow along Mariners' Mile and create a walkable, urban village without expanding the highway or removing on-street parking.

Improve the Highway - By reconfiguring Coast Highway by adding well-designed, customized traffic calming features with 2 lanes of travel in each direction, we reduce traffic and parking conflicts, improve traffic flow and capacity, and improve the pedestrian and bicycle experience.

Create a Village – By adjusting parking, land uses, and urban form, we can create a pedestrian-scaled urban village with its own maritime identity that includes maritime businesses, retail, restaurants, housing, offices, and sufficient parking. The village concept celebrates the maritime heritage of Mariners' Mile and the waterfront location with gateway features, identifying signage, 4 new points of public access to the water and a boardwalk along the water's edge connecting to Lido Village.



*A'maree's building anchoring a new 5-star boutique waterfront hotel*

1. Be for **Newport Beach**  
Civic Pride, Kid Safety, Quality of Life

2. Create Mariners' **Village Core**  
Pedestrian-oriented and bicycle friendly, mixed-use

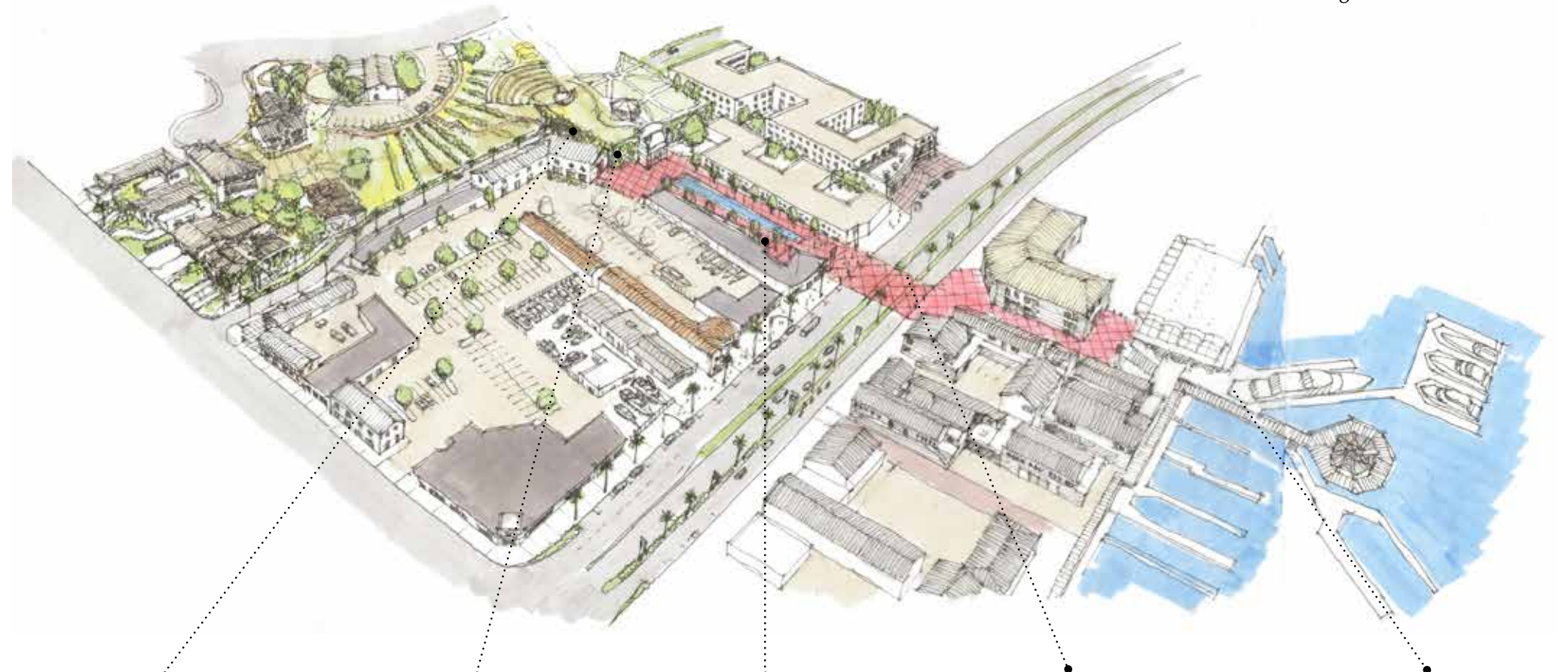
3. Be **Maritime**  
Celebrate heritage, water access, signage, art



# THE BENEFITS

To transform Mariners' Mile into a more attractive section of Newport Beach we recommend enabling and building a new mixed use village core, which is intended to bring a sense of place for locals to this important historic area. A mixed-use, walkable village core adds the following benefits:

- 1. Create Opportunities for Housing** has the following benefits: Builds in retail customers that compliment the upper neighborhood visitors and shoppers; fills a need for a high-quality small lot and small unit home for professionals, single-parents, empty-nesters, and young couples wanting to establish a family in the area.
- 2. Improve Parking through a Park Once Program** has the following benefits: Builds new parking for customers, visitors, shoppers, employees, and locals whose long, linear lots need parking ratio relief. The public parking area east of Tustin Avenue at the bottom of the bluff sits opportunistically below the upper bluff public park and theater. A substantial parking structure located at the site would be a catalytic opportunity with a well-managed and funded Parking Management Plan. While a local quasi-business-improvement district has proved difficult to maintain, we believe a new public parking structure will catalyze new redevelopment investment, attract more visitors, bring a new source of revenue to fund improvements, and stimulate the economy.
- 3. Improve Access To, Through and Within Mariners' Mile through an Access Management Plan** has the following benefits: Connects the parking areas for visitors, and allows local visitors to cross Coast Highway safely; Allows for industry needs of ingress/egress of boats into bay; and allows the upper neighborhood residents easier access to the waterfront.
- 4. Provide a Harbor-Front Boardwalk** has the following benefits: Continue to complete the harbor front walkway that makes its circuitous way from lot to lot and building to building along the bay. Manage rules that allow for bay front dining and open bar areas to protect property values in Lido; Use the parking program to encourage the completion of the public boardwalk with parking reduction incentives.



Fills a need for high-quality, smaller housing units with walkable urban amenities in a strategic location.



Adds substantial additional parking – nearly 900 new spaces among several new parking structures (locations identified on subsequent pages.)

Provides economic benefit to the city through sales tax and TOT from new retailers and hotels.



Enhances Mariners' Mile's identity through gateway features, public art, public spaces and signage.



Improves traffic flow and travel time along Coast Highway without widening it.

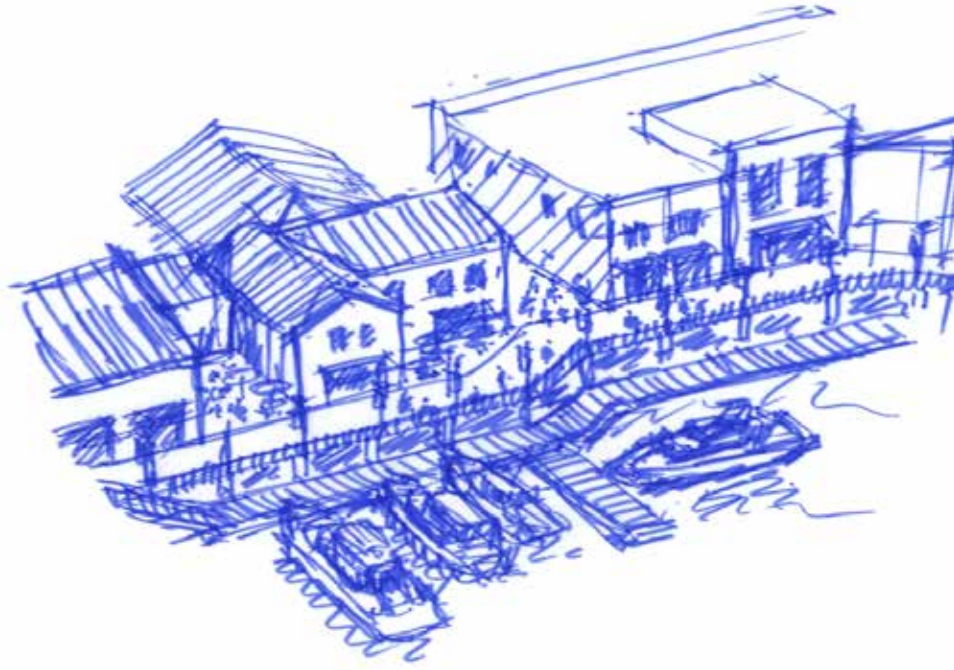
Improves pedestrian and bicycle access to Mariners' Mile for the residential neighborhood to the north as well as for through visitors on Coast Highway.



Dramatically improved waterfront visibility and access via walkable view corridors and a world-class maritime boardwalk that connects Lido Village and the rest of the peninsula to Mariners' Mile.



Harbor Front Boardwalk



Paseos and walkways from Coast Highway to Waterfront Boardwalk



# MARINERS' VILLAGE

## COMMUNITY CHARACTER

- Connects the waterfront to the neighborhood
- 200 foot blocks create a village feel – Riverside Ave., Tustin Ave., Avon St. Extension.
- Mix of uses including maritime businesses, retail, restaurants, housing, office.
- Vista points at water access points.
- Celebrates maritime heritage through signage, design, local architecture.

## IDENTITY

- Allow mix of uses that includes maritime businesses.
- Celebrate maritime history, landmarks and historic businesses.
- Celebrate maritime recreation – gondolas, Duffy boats, charters and motorized and non-motorized water sports.
- Restaurants
- Identity opportunity sites (using design features, signage, public art, lighting) East and West Gateways, water access points, intersections, along the boardwalk, and throughout the village.

Access Management and Traffic Calming on Coast Highway - Harbor Village Character





# CREATING HARBOR ACCESS

## CONNECTIVITY

- Establish 4 distinct access points for public access located at intersections with pavilions for easy identification with public piers and guest dock(s)
- Implement consistent design features and way finding signage to create Mariners' Mile identity
- Will require discussions with property owners regarding re-configuration of buildings, re-design to create a more accessible, water-oriented experience

## BOARDWALK

- Create a contiguous (to the extent feasible) waterside boardwalk 12 feet wide for pedestrians and bicyclists (cruisers).
- Retain maritime businesses along waterfront.
- Create public piers and guest docks.
- Phase I would be from Riverside to the bridge to Lido Village
- No separate bridge across Newport Bay needed.

Before



After



Riverside Avenue

Before



After



Tustin Avenue



# Why a Parking Strategy for Mariners' Mile



## 3-Minute Walksheds



# PARKING

- Up to 4 proposed parking structure locations within the Village Core.
- Add approximately 700 new parking spaces.
- Clear and pedestrian-friendly connections to parking throughout Village Core and Coast Highway.
- Short walks from parking to Coast Highway and Waterfront.
- The City Lot structure includes a green roof/usable roof that expands public open space and connects to the park above. The cascading design connects Newport Heights neighborhood to Village and Coast Highway.

## Parking Demand Ratios

Use	SF	%	ITE Rate	Unshared Supply	Peak Shared Rate	Shared Supply
Institutional	30,000	4%	3.2	96	1.68	51
Office	120,000	14%	2.47	296	1.3	156
Hotel	305,000	36%	0.64	195	0.34	104
Retail	380,000	46%	2.55	969	1.34	510
<b>Total</b>	<b>835,000</b>			<b>1,556</b>		<b>821</b>

*Assumptions: All Parcels within walking distance of "sharable" parking supply  
Analysis case assumes full or near-full participation in program*

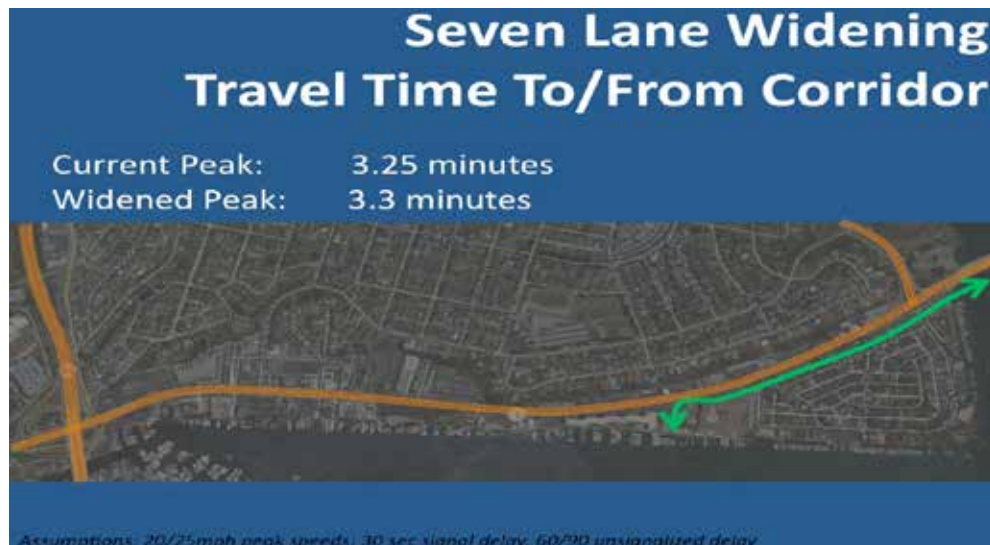
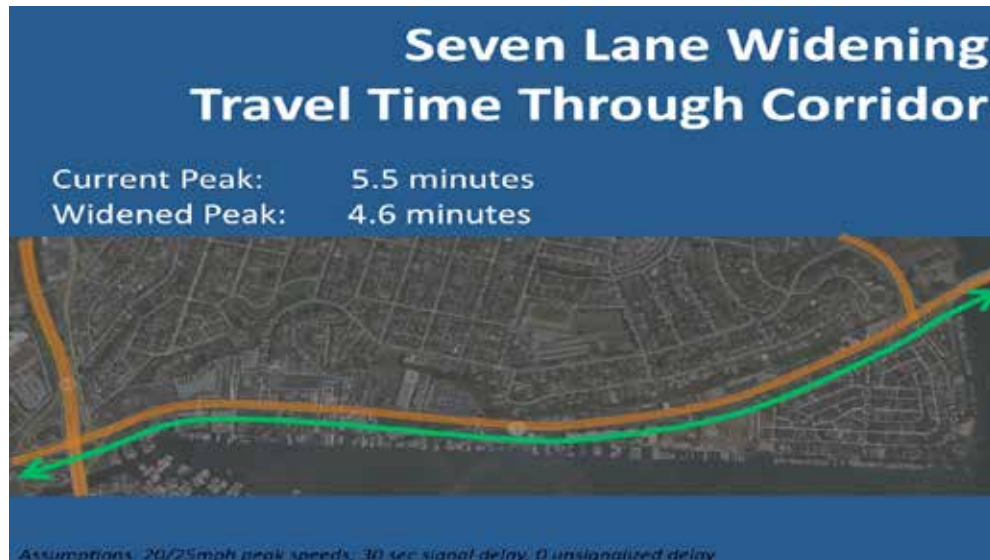
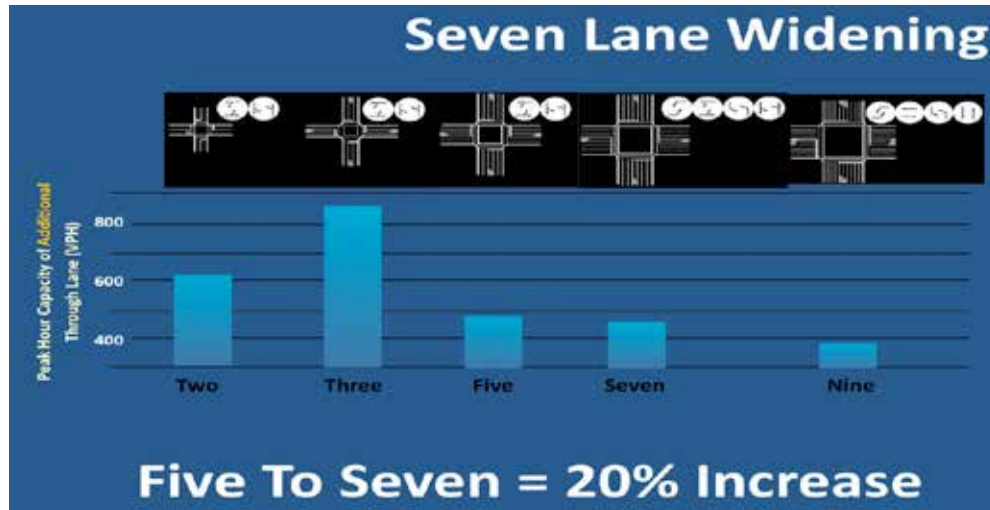
## SHARED PARKING

The Residential, Office, and Restaurant peak-hour parking demands do not occur at the same time. Office parking is in high demand during work hours, whereas the peak Residential hours are after work. Restaurants' highest demand is during mid-day (lunch) and evening (dinner), thus overlapping with both Office and Residential peak times. When mixing uses, rather than requiring enough total spaces for each use at its peak (and assuming that all of the peaks occur simultaneously), it is a best practice to understand and build the maximum number of spaces that are needed throughout the day according to the blend of uses, including taking into account that one use at its peak can use the vacated parking of another use when it is at low demand. This technique lowers the total number of spaces that must be provided and is much more efficient from a cost and space standpoint.

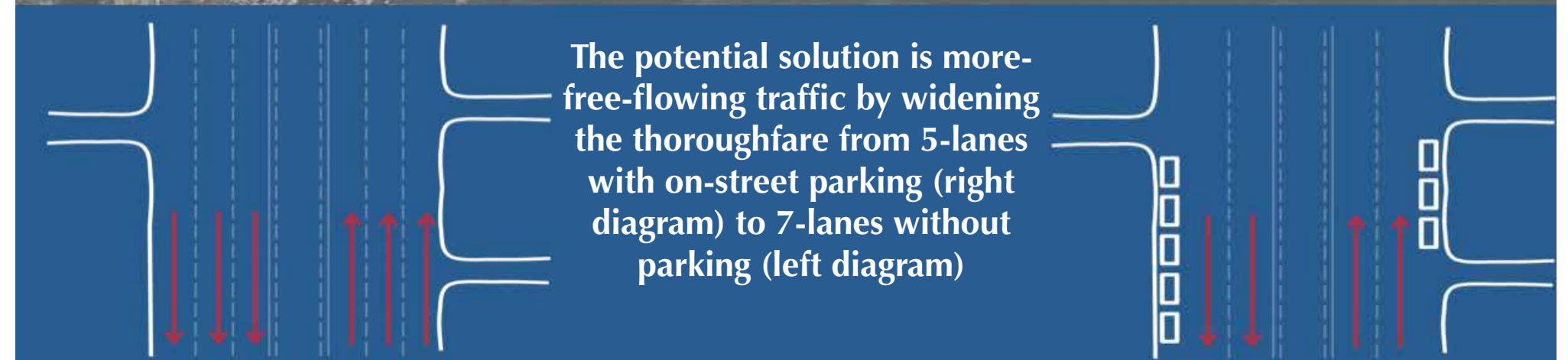


# TRAFFIC FLOW

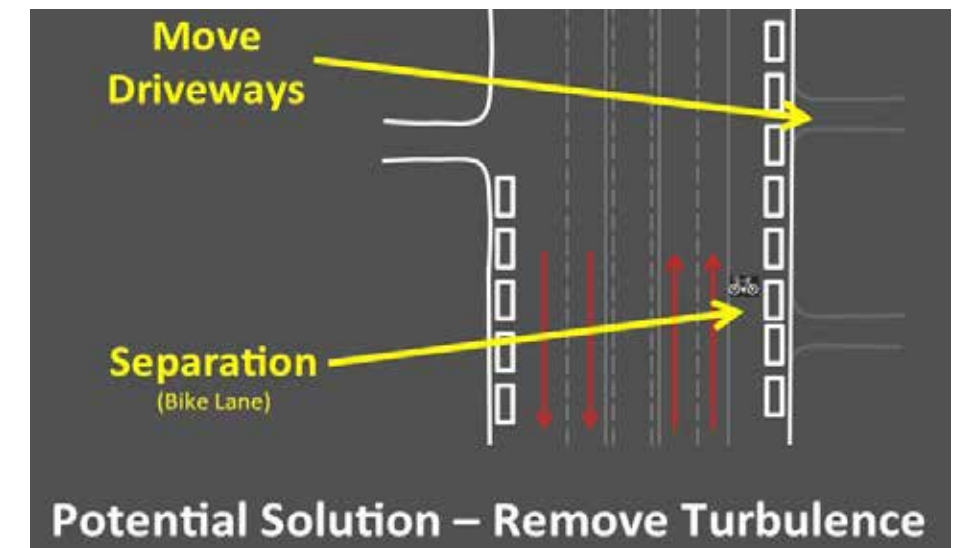
- Alternative One - Additional lanes/no parking
- Seven (7) Lanes to increase speed and capacity
- Not CNU-CA Recommendation



## ALTERNATIVE 1 - SEVEN LANE WIDENING



Red highlights the Mariner's Mile sections of Coast Highway with the worst traffic congestion.



Multiple driveway curb cuts for the lots fronting Coast Highway's north side create conflicts (turbulence) on this arterial. In our three (3)-block Village Boulevard segment, a new two-lane Avon Street extension helps accommodate traffic within Mariners' Mile. One of our Access Management tools is to allow access to the inland lots from the new Avon Street extension in the rear (in addition to street parking in the front). The reduction in the number of driveway curb cuts along Coast Highway reduces turbulence, allows for more parallel parking along the highway, creates a better pedestrian/bicyclist environment, and allows for increased revenue-generating building frontage on Coast Highway.



## ALTERNATIVE 2 - ACCESS MANAGEMENT

### Well Managed Arterial Access Can:

- Improve Capacity By 20-40%
- Reduce Crashes By 30-60%



Source: FHWA

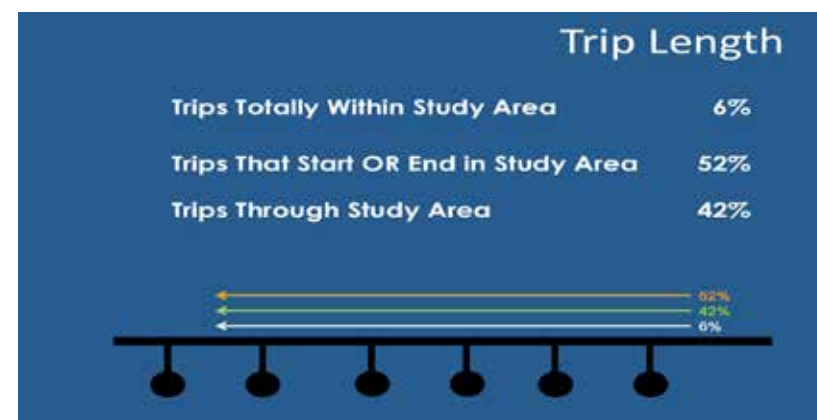
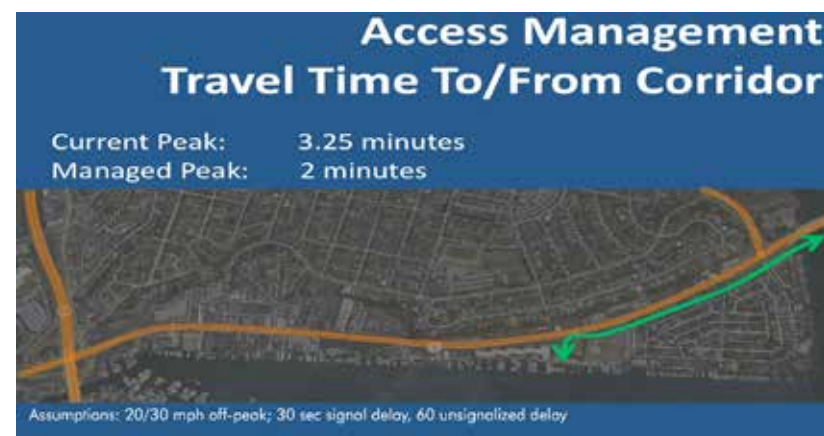
## TRAFFIC FLOW

- Alternative Two - Access Managed Traffic Flow
- Five (5) Lane Boulevard Travel Lanes + two (2) new lanes off Coast Hwy
- CNU-CA Recommendation

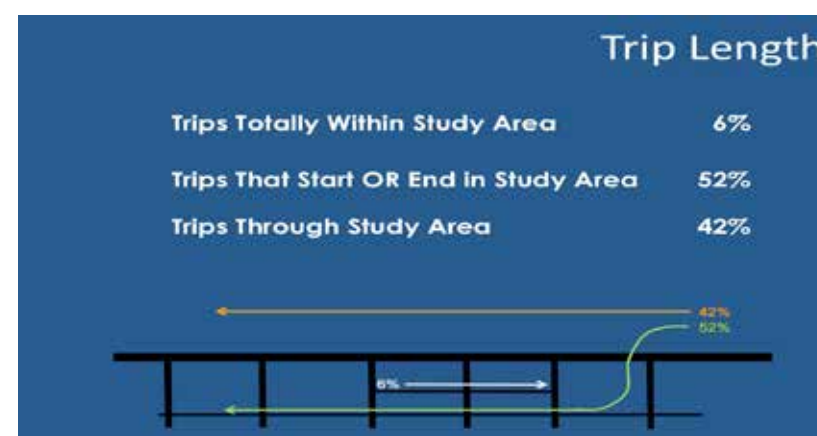
### ACCESS MANAGEMENT

We've chosen to use multiple Access Management (AM) tools to achieve our stated goals. These AM practices, principles, and strategies guide our decision to coordinate and support land use planning recommendations with new traffic facility recommendations. Our coordinated AM elements support the goals and objectives of a range of place-based transportation management systems such as friction management, parking management, congestion management, and safety management. These elements include: the two (2) new lanes added to the study area via Avon Street extension (in place of widening Coast Highway); the three (3) left-turn-lane-managing medians; one (1) new left-turn lane intersection to access the new parking garage on Avon Street extension; one (1) new pedestrian crossing to better link neighborhoods to the harbor front. Furthermore, Avon Street extension allows for more on-street parking on itself and on Coast Highway, for a better pedestrian/bicycle experience, for less turbulence, and for more building frontage (on itself and on Coast Highway).

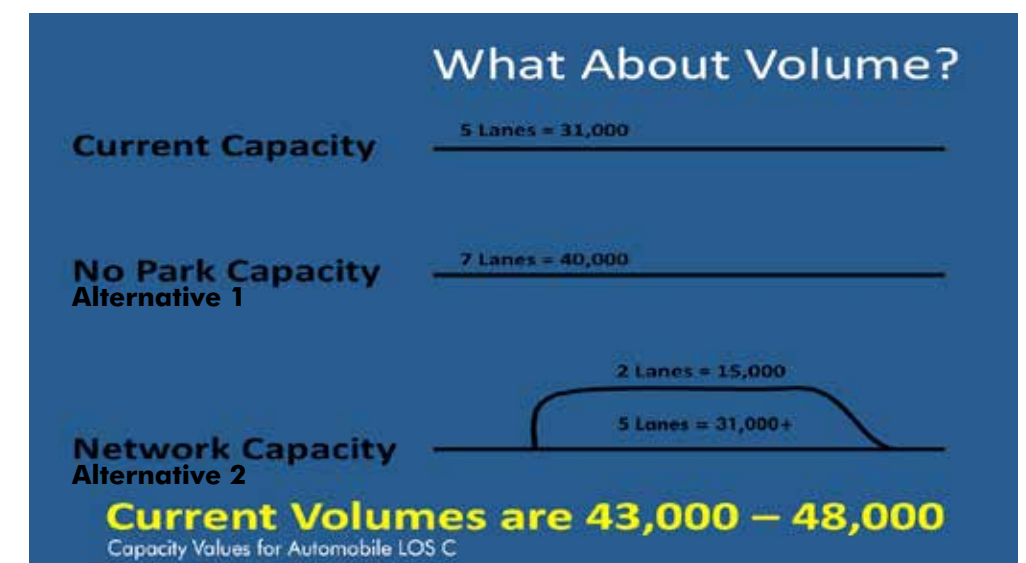
Our AM recommendations include corridor design and operation to facilitate public safety. Our recommendations also promote sustainable land use patterns and preserve the investment in private commercial developments that depends on reliable transportation performance. And our recommendations improve the performance and safety of all modes of travel including vehicles, bicycles, and pedestrians, which is a more-comprehensive and -balanced approach than merely increasing the speed of vehicles through this section of Coast Highway. The nature of the land use patterns in Mariners' Mile indicates that a different approach than Alternative 1 is appropriate here.



Trip Length - Existing/Alternative 1



Trip Length - Alternative 2 (Avon Street Extension)





# ALTERNATIVE 1

Our team readily admits that the first alternative is not our recommended approach. A seven (7) lane, high-speed highway that focuses on traffic flow over others safety, economic development, and ultimately waterfront access solves only one of our four stated goals. Therefore, it is a one-size-fits-all approach to a more complex site (See What We Saw section above). While the parking garage is viable and still a benefit, our collective knowledge believes widening the highway will continue to make the developable lots along the harbor front more difficult to access, as well as the bay and waterfront walkway.

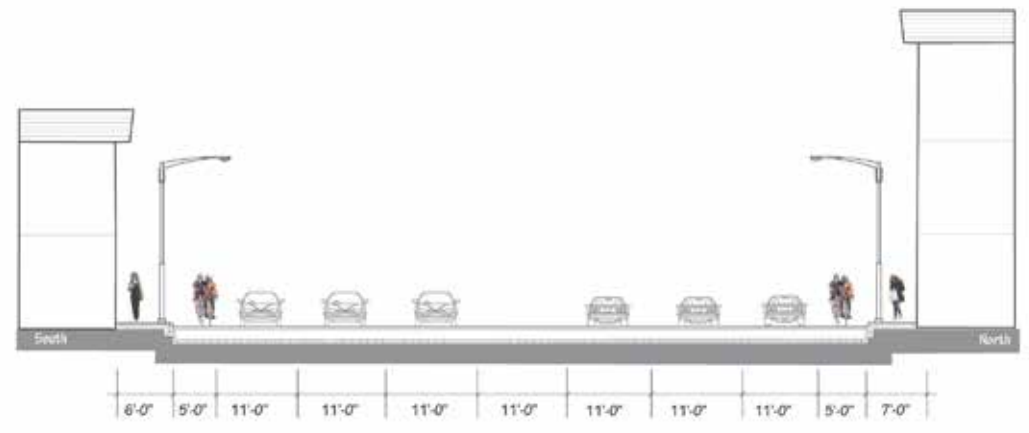
## BACKGROUND

As Federal and State Departments of Transportation confront shrinking budgets and cities look for ways to increase their revenues, replacing freeways with surface streets has gained recognition as both a practical alternative to rebuilding expensive expressways and as a means to restore and revitalize communities. Cities as diverse as Portland, San Francisco, and Milwaukee have successfully replaced urban highways with boulevards and surface streets, saving billions of dollars in infrastructure costs, increasing real estate values on adjacent land and restoring urban neighborhoods decimated by highway construction.

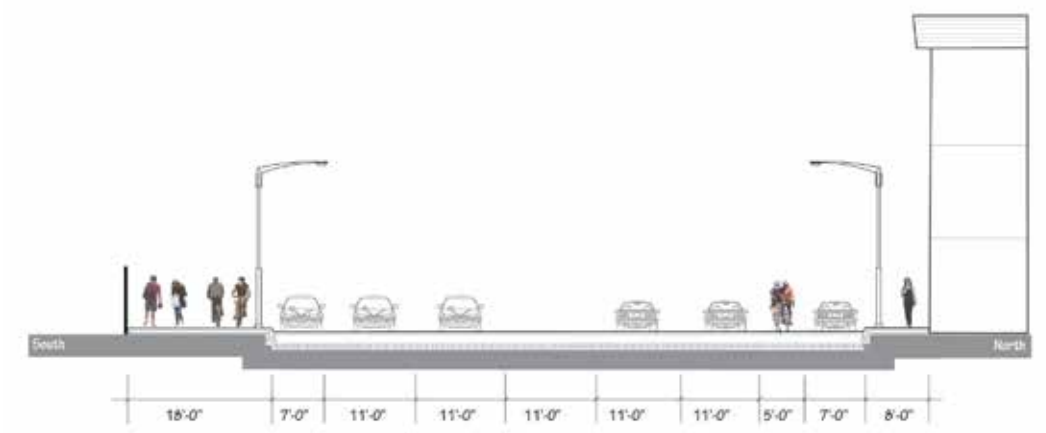
For example, in 1999, Milwaukee's Park East Freeway carried an estimated 54,000 vehicles on an average weekday. It limited access to downtown and interrupted the street grid—funneling north-south street traffic to three main intersections. The freeway was replaced with McKinley Boulevard, and the previous urban grid was restored. New redevelopment interest is proving the value of converting this area into a walkable urban space. Between 2001 and 2006, the average assessed land values per acre in the footprint of the Park East Freeway grew by over 180%, and average assessed land values in the Park East Tax Increment District grew by 45%. This growth is much higher than the citywide increase of 25% experienced during the same time period.



**A:** Core of Mariners' Mile Street Section Alt. 1



**B:** Eastside of Mariner's Mile Street Section Alt. 1





# ALTERNATIVE 2

## PREFERRED ALTERNATIVE

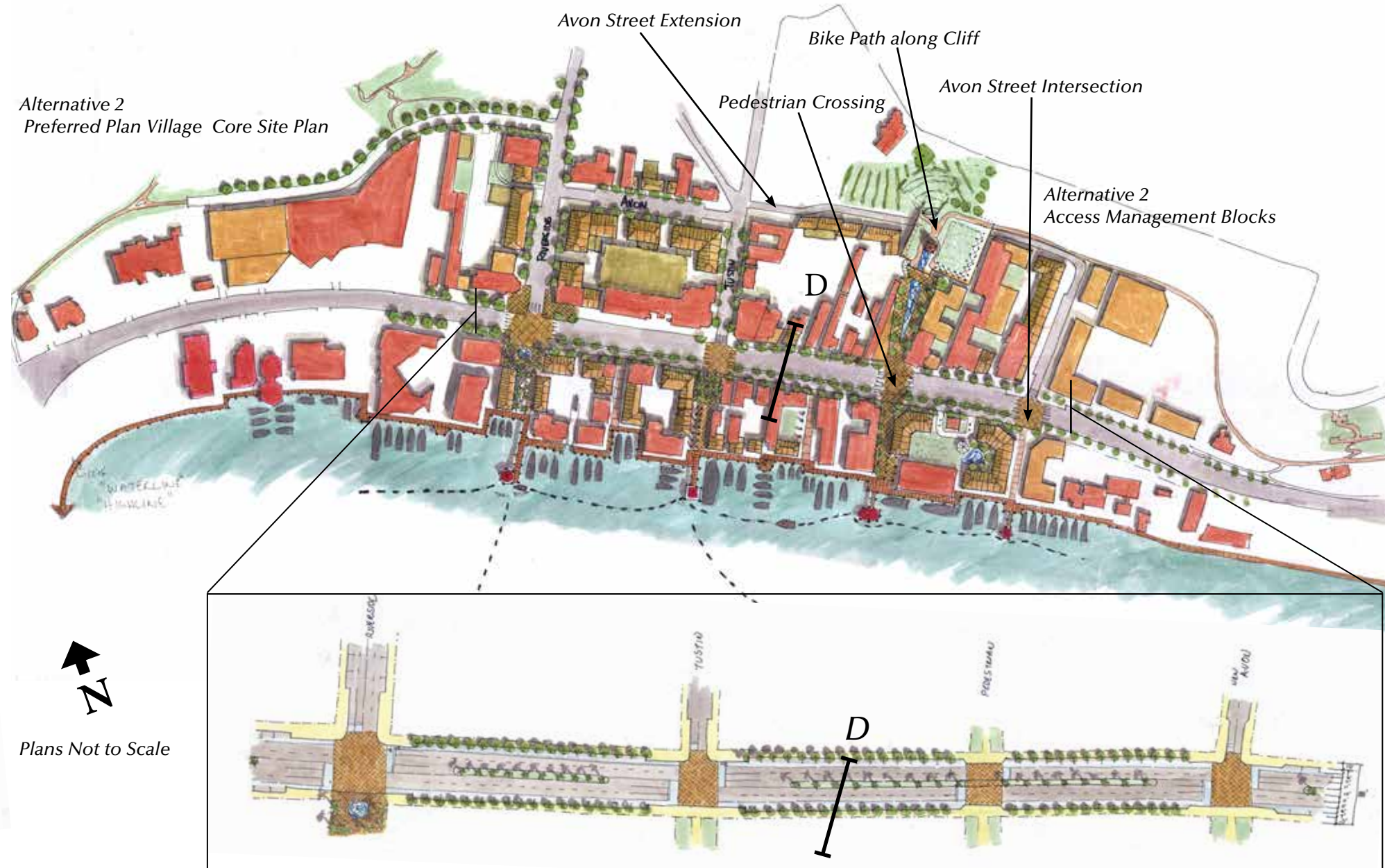
This is our recommended approach to balancing the competing interests in providing the region improved traffic flow with pedestrian and bicyclist safety while creating a unique walking environment with access to the water.

Plan for the Mariners' Village to be centered along a short, walkable segment of Coast Highway will allow for safer pedestrian and bicycle access to the water and shops by local residents and visitors. The Village is a catalyst for generating a unique community character, stimulating economic development, and the investment necessary to change locals' expectations for Mariners' Mile.

The Coast Highway controlled access segment is intended to be less of a 'Main Street' than Corona del Mar while allowing for industrial equipment and boats to access the bay and thoroughfare. Three blocks, including adding a new crossing to access the new east/west link to Avon Street at the base of the bluff will have transportation demand management systems to balance the traffic flow at peak times. The public parking garage anchors the center of the Village and provides a new direct link to the harbor front. The parking garage sits on the existing public parking lot as well as the upper neighborhood's public theater park land. This public parking structure frees up required parking on the highly-constrained two-fronted lots along Coast Highway.

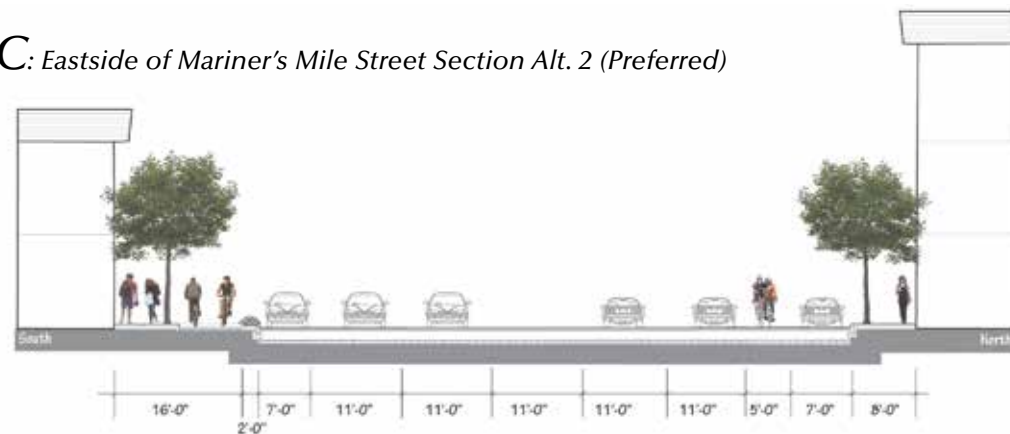
With the new catalytic parking garage north of Coast Highway and the traffic calming and access management tools on just three (3) blocks, and a shared parking program, the harbor front is now more accessible and able to link its proposed boardwalk along the waterfront to provide a unique 'working' harbor setting. Linking directly to Riverside Avenue, Tustin Avenue, and the new crossing area, public piers are now possible to provide additional access to the bay and other parts of the city via water taxis.

Alternative 2  
Preferred Plan Village Core Site Plan

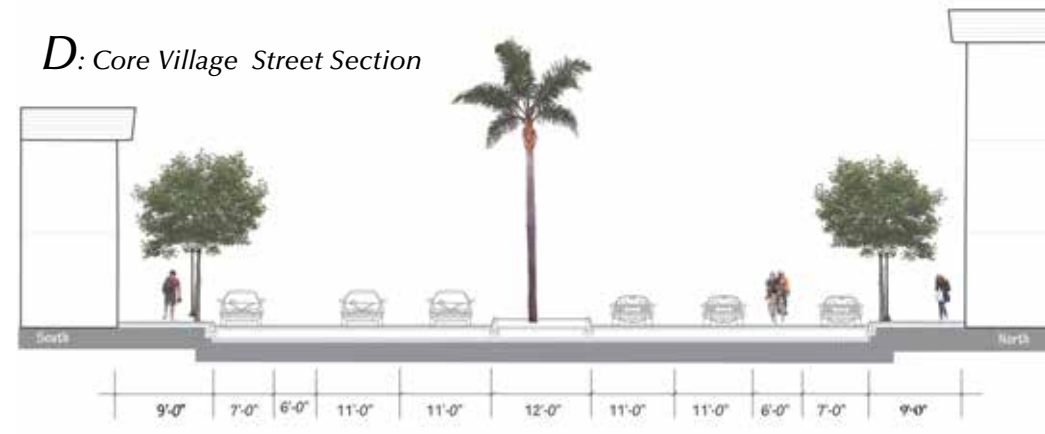


Core Village Street Plan Detail with Access Management Design and Pedestrian Crossing

C: Eastside of Mariner's Mile Street Section Alt. 2 (Preferred)



D: Core Village Street Section



Key			
	Existing Buildings		Proposed Boardwalk
	Proposed Structures		Add Pedestrian Crossing Surface
	Proposed Park and Green Space		Proposed Pavilion/Gazebo and Piers
	Add Landscaping		Proposed Water Features



# ALTERNATIVE 2

## URBAN DESIGN TOOLS

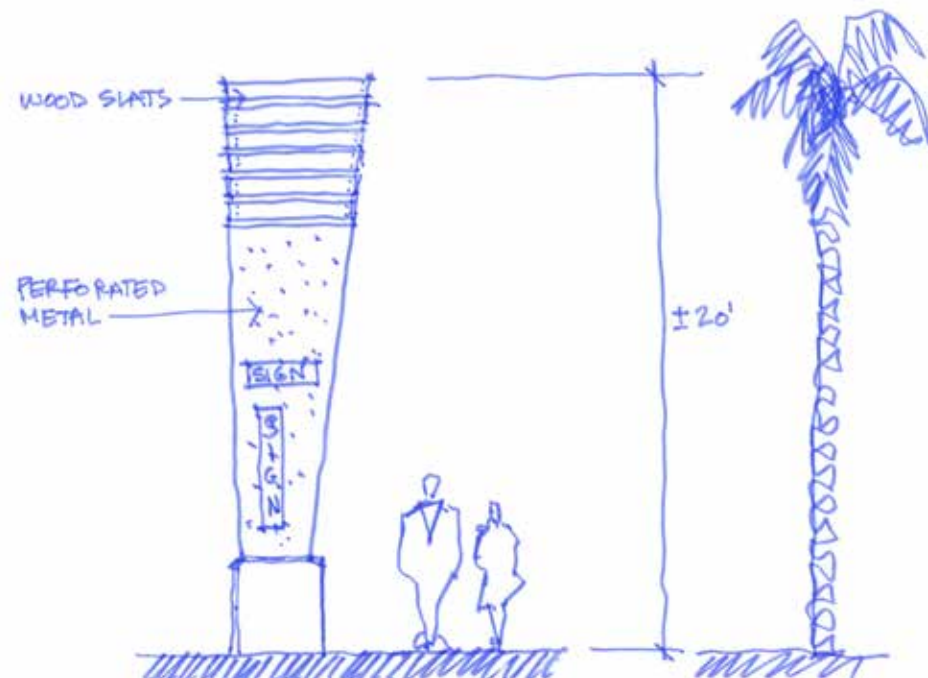
Urban Design Tools to Re-Connect the Harbor Front to Mariners' Mile:

Distinctive way-finding signage and branding to assist locals and its visitors in finding both parking areas and waterfront connections across coast highway

An eclectic architectural style on buildings that define the public realm in a pedestrian-oriented way is recommended to facilitate the following: distinctive community character; the unique two-fronted building type; and less expensive construction costs due to the use of marine-industrial-inspired materials for specialized buildings on valuable land. These illustrations depict buildings between the bay and Coast Highway.



MARITIME ICON ELEMENT  
PROPOSED FOR MEDIAN  
& KEY POINTS OF INTEREST





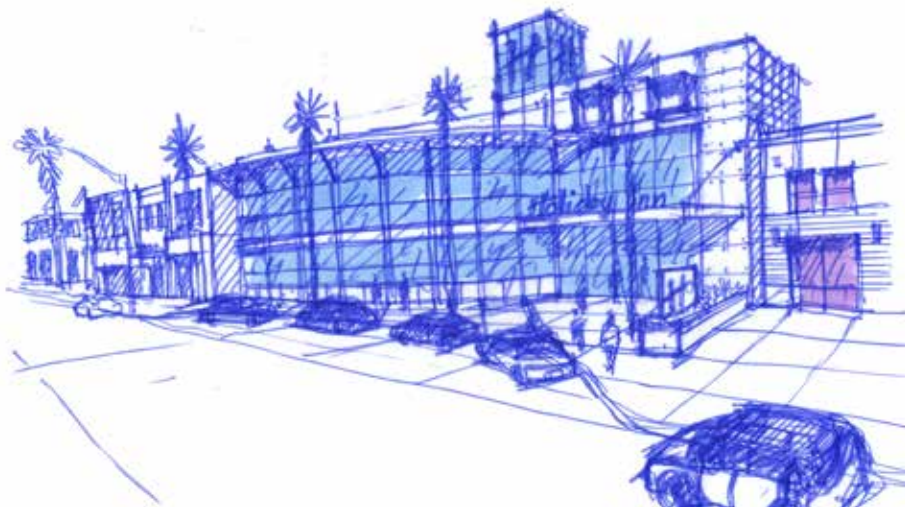
# ALTERNATIVE 2

## URBAN DESIGN TOOLS

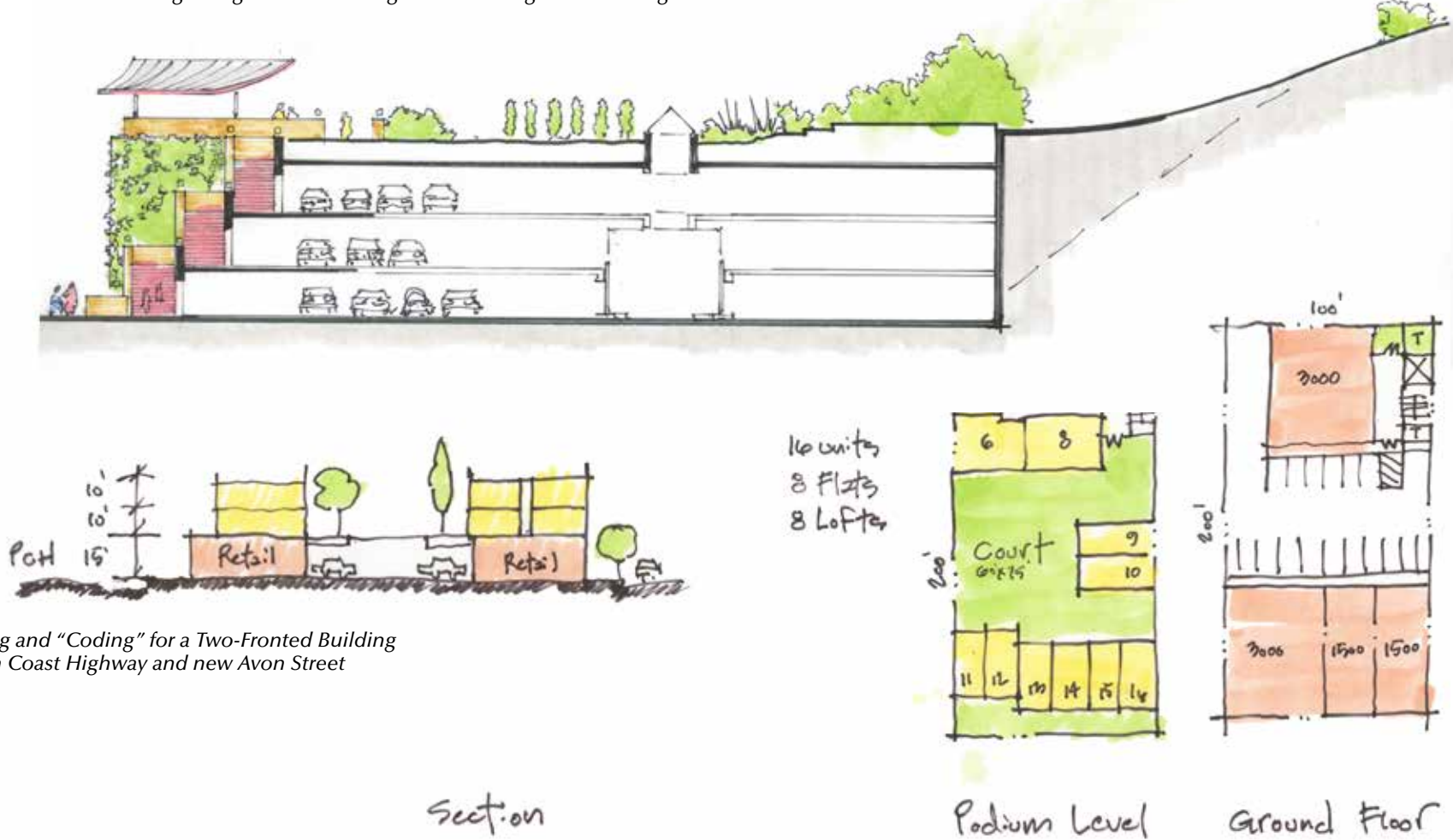
Urban Design Tools to connect Coast Highway to the Bluff and Upper Neighborhoods. Coding for Two-Fronted Buildings:

Guide to Retrofitting the Existing Holiday Inn Express on Coast Highway

These Illustrations Depict the Two-Fronting Buildings between Coast Highway and the Bluff with the new Avon Street Extension



Section of the Public Parking Garage on the Existing Public Parking Lot Extending into the Bluff and the Public Park Above



Designing and "Coding" for a Two-Fronted Building between Coast Highway and new Avon Street





# IMPLEMENTATION STRATEGY

Implementing many key elements of this charrette report will require enabling actions by the City of Newport Beach. In sharp contrast to other areas of the City that were master-planned by the Irvine Company, Mariners' Mile appears to have developed organically over many decades. This has given the harbor-oriented district a certain charm and authenticity in places, but the general appearance from Coast Highway is of a visually discordant jumble of buildings that hides an attractive and interesting waterfront from view. The inland side of Coast Highway is not much better. The district also suffers from many features that discourage pedestrian functionality and enjoyment, as well as prevent bicycle safety. In many ways, Mariners' Mile provides a utility function for various commercial services and firms that need access to either the waterfront or the highway, but it is not an elegant, beautiful place to visit with good accessibility to its most prominent feature.

To correct these deficiencies will require the City to step-up and take decisive action, starting with the commissioning of this timely urban planning charrette. Strategic interventions by the City will allow Mariners' Mile to achieve its tremendous potential as an interesting, aesthetically attractive, multifaceted amenity for locals and visitors. Elevating Mariners' Mile to this higher level will improve quality of life and raise real estate values within the district and in adjacent neighborhoods.

## INVESTMENT INHIBITORS

There are a number of powerful inhibitors to major new investment within Mariners' Mile. Our report proposes strategic interventions to some of these factors:

- Highly Fractured Ownership Structure
- Challenging Site (very shallow in places)
- Lack of Sufficient Parking for Intensification
- Severe (35 Feet/2-3 Stories) Height Limitation
- Lack of a Predictable Investment Environment (no quality-ensuring Master Plan, Design Guidelines, and multi-stage Design Review Process to protect new investments)
- Challenging Entitlement Environment
  - Coastal Commission Approval Required
  - Public Vote Required for Many Scenarios
  - Nearby Property Owners Have Been Known to Oppose Development

Physical improvements to Mariners' Mile can be separated into two categories, infrastructure improvements and new buildings. Proposed infrastructure improvements and the predictability-fostering master plan, design guidelines, and multi-stage design review process are ways the City can catalyze private investment (new buildings).

## INFRASTRUCTURE IMPROVEMENTS

- Coast Highway (restriping and median construction)
- Avon Street Extension, Intersection (construction)
- Pedestrian Crossing (construction)
- Maritime Icon Signage for Branding/Wayfinding" (construction)
- Bike Path on Cliff (construction)
- Parking Structures (4 – construction)
  - West (Sterling BMW property (optional))
  - Central (McCune property)
  - Newport Theatre Arts Center incl. Park extension (City property)
  - East (Ardell property)
- Waterfront Boardwalk (construction)
- Piers with Public Docks and Distinctive Individual Pavilions (4 – construction)
  - Riverside Avenue
  - Tustin Avenue
  - Pedestrian Crossing
  - Avon Street Extension
- Waterfront Plaza View Corridors (4 – construction)
  - Riverside Ave. (Billy's redevelopment, plaza construction)
  - Tustin Ave. (Pizza Nova relocation, plaza construction)
  - Pedestrian Crossing (Jack Shrimp relocation, plaza construction)
  - Avon St. Extension (plaza construction)

## NEW BUILDINGS

- Hotels – 3 Hotels/484 New Keys (excludes Holiday Inn's existing 83) (est. \$668,000/yr. TOT)
  - 5-star on Waterfront – Integrating A'maree's. (Ensure iconic A'maree's is adaptively reused and NOT demolished.)
  - 4-star Inland – McCune or Ardell site
  - 3-star – Holiday Inn Express Redevelopment
- Retail-90,000 s.f./Office-30,000 s.f. (est. \$1.15 million in sales tax; 345 jobs)
  - Avon Street as OC's Rodeo Drive?
- Residential – 200 units
  - Studios and 1-/2-bedrooms
  - Townhouses

Looking Southeast from Upper Public Park





# IMPLEMENTATION STRATEGY

(CONTINUED)

Collectively, the proposed new construction is relatively modest in scope relative to the importance, value, and prominence of Mariners' Mile. As such, these new buildings should be considered minimum investments in a famous but tired-looking and under-improved waterfront district that is ripe for significant upgrading and intensification. A'maree's is a unique signature building and local treasure with fantastic adaptive reuse potential, and it deserves designation as a historic landmark to ensure its preservation.

The four proposed piers incorporating public-access docks are an important new feature of the waterfront, and the piers should contain vista-terminating pavilions or gazebos at the end of each one. These pavilions should feature strong verticality and be architecturally distinctive, with each one different from the next (similar in concept to the beach pavilions at Seaside). A juried competition would be an exciting way to attract top architectural talent and to elevate the visibility of the new Mariners' Mile.

The possibility of evolving Avon Street into a high-end retail street comparable in some ways to Rodeo Drive (in Beverly Hills) or to Worth Avenue (in Palm Beach, Florida) is particularly intriguing. By some measures, Orange County is a more-affluent county than either Los Angeles or Palm Beach Counties, with Newport Beach being at the epicenter of this county's wealth. Top-tier fashion retailers generally prefer to be located on an authentic urban street rather than in a confining, enclosed mall (witness the current transformation of the Miami Design District). Spearheading such a project will require a highly focused strategy that capitalizes on some excellent fundamentals that exist in the Mariners' Mile area.

Looking Southwest from Upper Public Park



## SEQUENCE / PHASING

To facilitate the new private investment (new buildings) that will transform Mariners' Mile, the City of Newport Beach will need to create and adopt several enabling items. A Master Plan and associated Design Guidelines that integrate a Form-Based Code will provide a road map for the district's evolution and will ensure that the new and revised elements address pedestrian functionality/enjoyment and bicycle safety in a much better balance with car mobility than in the past. Certain critical form-based elements (e.g., a requirement that most village buildings have zero setback from the sidewalk, etc.) should be made mandatory, or at a minimum, strongly encouraged via robust incentives. This will ensure that all new development in Mariners' Village is urban in form, thereby eventually expanding the already urban north side of Avon Street (between Riverside and Tustin) into an immersive, Village-wide waterfront urban experience that is relatively unique in Orange County and that supports the greatest amount of pedestrian activity.

To attract the highest-quality new investment, the City should adopt a special Design Review Process for Mariners' Mile. Such a process should feature a rigorous multi-stage format to ensure predictability and transparency, to protect prior investments, and to prevent developer bait-and-switch or under-delivering, etc. The highest-quality mixed-use developers in the country prefer cities that have such standards and process because they know that their significant investment will be protected. Newport Beach is a unique, special place and should insist on the best.

Some of the proposed improvements will be expensive, and the optimal infrastructure financing mechanism(s) must be identified and set-up. The recently approved Enhanced Infrastructure Financing Districts are very intriguing and worth exploring. To ensure that the many proposed sub-projects are properly coordinated and implemented to the highest standards, the City needs to address project management and coordination, both within the municipal staff and via outside consultants/contractors.

- City Creation and Adoption
  - Master Plan
  - Design Guidelines/Regulations
    - \* Purpose: Ensure Urbanism/Walkability and Improved Aesthetics with All New Construction/Major Redevelopment
    - \* Form-Based Code with Mandatory Elements and/or Strong Incentives:
    - \* Design Review Process for New and Redevelopment Projects
- Infrastructure Financing Mechanism(s); Some to Consider:
  - Enhanced Infrastructure Financing District – New Tool
  - Community Facilities District
  - Vehicle Parking District
  - Business Improvement District
  - Direct Municipal Investment
- Project Management/Coordination
  - Municipal Employee vs. Consultant: to manage implementation steps
- Infrastructure Improvements Construction
  - Coast Highway – Restripe and construct median
  - Avon Street – Extend (includes new intersection at Coast Highway)
  - Pedestrian Crossing
  - Maritime Icon Signage
  - Bike Path on Cliff
  - Newport Theatre Arts Center Parking Structure and Rooftop Park
  - Waterfront Boardwalk
  - Piers with Public Docks, Unique Pavilions, and View Corridors (4)
    - \* Riverside Avenue
      - Billy's Redevelopment
      - Waterfront Plaza
    - \* Tustin Avenue
      - Pizza Nova Relocation
      - Waterfront Plaza
    - \* Pedestrian Crossing
      - Jack Shrimp Relocation
      - Waterfront Plaza
    - \* Avon Street Extension
      - Waterfront Plaza



Proposed Section from the harbor across Coast Highway



# TRAFFIC FLOW DATA

Additional traffic information to illustrate our calculations and assumptions to make our transportation recommendations.

### Speed Calculations

**Current Speed**  
 Thru: 20 mph x 1.5 mi. = 4.5 min  
 2 signals @ 30 sec = 1 min  
 To: 20 mph x 0.75 mi. = 2.25 min  
 1 unsignal @ 60 sec = 1 min

**No Park Speed**  
 Thru: 25 mph x 1.5 mi. = 3.6 min  
 2 signals @ 30 sec = 1 min  
 To: 25 mph x 0.75 mi. = 1.8 min  
 1 unsignal @ 90 sec = 1.5 min

**Network Speed**  
 Thru: 30 mph x 1.5 mi. = 3 min  
 3 signals @ 30 sec = 1.5 min  
 To: 30 mph x 0.75 mi. = 1.5 min  
 1 signal @ 30 sec = 0.5 min

### Capacity Calculations

**Current Capacity**  
 $5 \text{ Lanes} = (500/\ln \times 5 \text{ ln}) / 0.08$

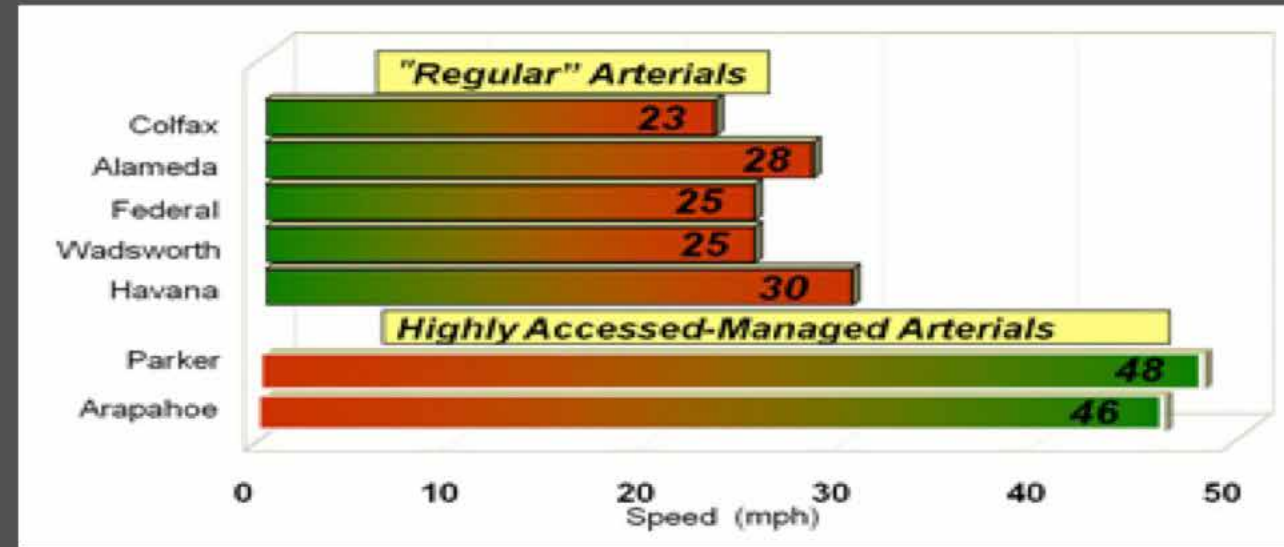
**No Park Capacity**  
 $7 \text{ Lanes} = (450/\ln \times 7 \text{ ln}) / 0.08$

**Network Capacity**  
 $2 \text{ Lanes} = (600/\ln \times 2 \text{ ln}) / 0.08$   
 $5 \text{ Lanes} = (500/\ln \times 5 \text{ ln}) / 0.08$

### Trip Length Calculations

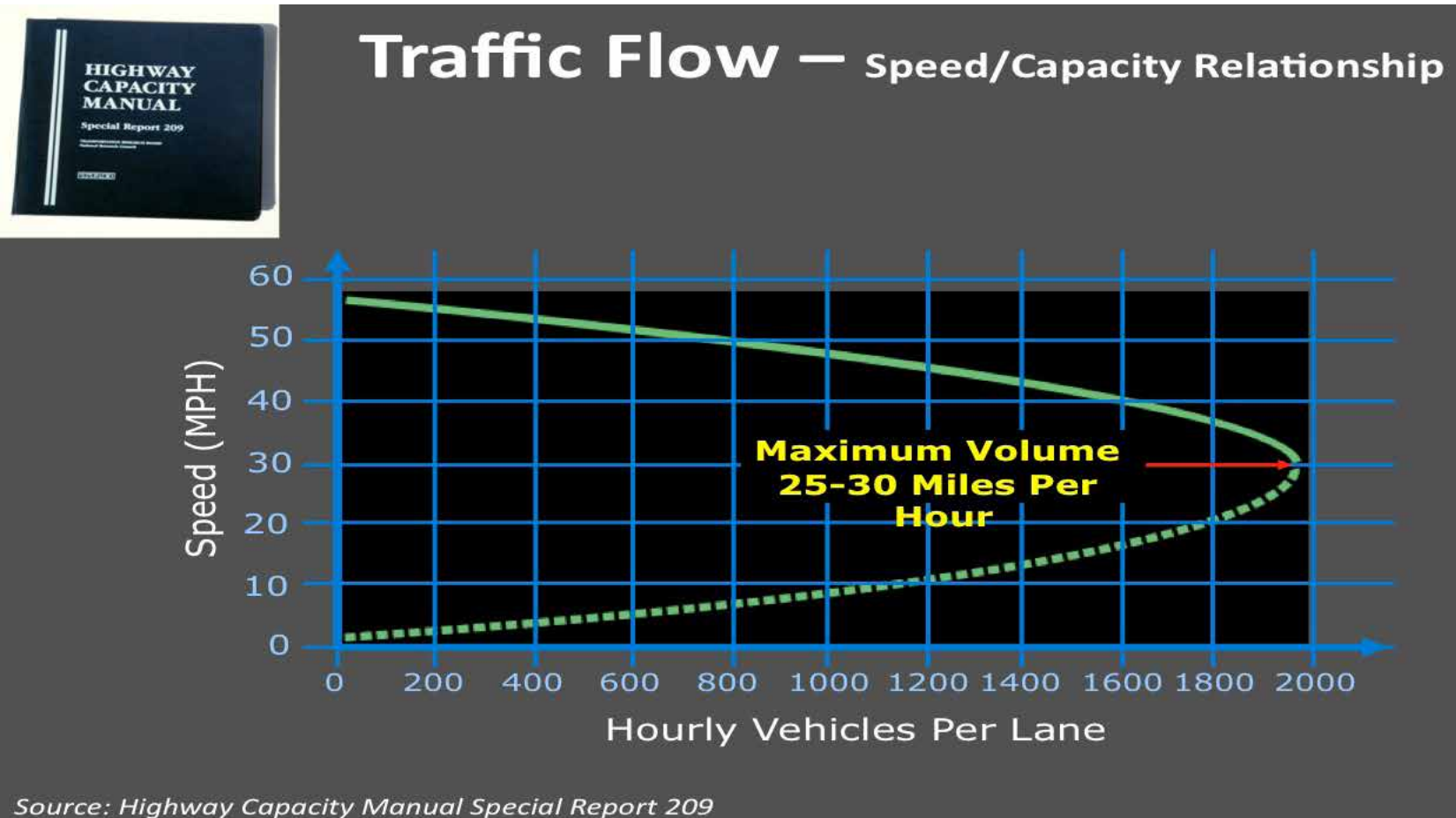
Daily Corridor Traffic = 45,000 (100%)  
 Daily Trip Gen of Corridor Uses (ITE) = 26,000 (52%)  
 Internal Capture (Rough ITE Method) = 1,500 (6%)

Trips Totally Within Study Area	6%
Trips That Start OR End in Study Area	52%
Trips Through Study Area	42%



Research suggests the flow improvements possible via access management are even more substantial than assumed. FHWA suggests "Well-managed arterials can operate at speeds well above poorly managed roadways — up to 15 to 20 miles per hour faster."

Source : [http://ops.fhwa.dot.gov/access\\_mgmt/presentations/am\\_principles\\_intro/](http://ops.fhwa.dot.gov/access_mgmt/presentations/am_principles_intro/)  
[http://ops.fhwa.dot.gov/publications/amprimer/access\\_mgmt\\_primer.htm](http://ops.fhwa.dot.gov/publications/amprimer/access_mgmt_primer.htm)



Source: Highway Capacity Manual Special Report 209



# Scenario Summary

Above existing conditions

# ECONOMIC DEVELOPMENT DATA

Additional information from our Economic Development team to support our assumptions and recommendations.

	Alternative 1	Alternative 2 (Recommended)
Commercial Sq. Ft	34,500 sq. ft	120,000 sq. ft
Residential Units	0	200 units
Hotel Rooms	227 rooms	484 rooms
Parking Spaces (new)	290 spaces	701 spaces
Sales Tax (estimate)	\$287,000 /annually	\$1,150,000 /annually
Transient Occupancy Tax (estimate)	\$343,000 /annually	\$668,000 /annually

## Commercial

- Additional 120,000 sq. ft ground floor commercial (90,000 s.f. retail, 30,000 s.f. office)
- Potential for additional \$1.15 million in sales tax
- Potential for additional \$668,000 in Transient Occupancy Tax

## Additional Considerations

- Business License Tax
  - Max \$811/yr retail
  - Max \$1,621/yr office
  - Max \$154/yr residential
- Large format vs. Small format retail
  - Additional business per sq. ft
  - Affordable lease rates

	Alternative 1 Annual estimate	Alternative 2 Annual estimate	Difference Annual estimate
Sales Tax, annual	\$287,000	\$1,150,000	\$863,000
TOT, annual	\$343,000	\$668,000	\$325,000

	Alternative 1		Alternative 2		Difference	
	new Sq. ft	MF units	new Sq. ft	MF units	new Sq. ft	MF units
Residential	0	0	200,000	200	120,000	120
Commercial	34,500	115	120,000	345	85,500	230
Hotel/Motel		227		484		257
Parking	new sq. ft	spaces	new sq. ft	spaces <sup>1</sup>	new sq. ft	spaces <sup>1</sup>
		290		701		411

## Parking

- Parking requirements, combined with maximum height, limit maximum achievable commercial or residential development at key sites
- Reduced residential parking requirements allow for mixed-use residential
- Shared parking and parking structures meet parking demand and encourage infill and redevelopment

## Parking

- Maintain/provide on-street parking
- Existing Parking Demand = 821 spaces
- Additional Parking Supply (under recommended) = 701\*
- Parking structures satisfy parking requirements for new growth.
- Reduced parking requirements for single room occupancy to allow for mixed use residential

\* Based on 4 parking garages and 64 on-street metered parking spots to accommodate growth. Does not include existing off-street parking.



# TEAM WORK

Thank you to the citizens, city staff, stakeholders, and CNU volunteers who spent their time and energy to inform the Mariners' Mile charrette report.





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**Mariners' Mile Charrette Report**  
October 17 - 21, 2014

CNU  
California