

MAY 2012

# VISIONING WORKBOOK

*Pacific Cove/City Hall Special Study*



# CONTENTS

INTRODUCTION.....	1
OPPORTUNITIES AND CONSTRAINTS.....	4
POSSIBILITIES FOR SITE .....	11
SUB-AREA 1: CAPITOLA ROAD FRONTAGE.....	14
SUB-AREA 2: PARKING LOT .....	16
SUB-AREA 3: PACIFIC COVE.....	17
SUB-AREA 4: MONTEREY AVENUE FRONTAGE .....	20
REDEVELOPMENT PHASING.....	21

## Figures

Figure 1	Site Boundaries .....	2
Figure 2	Existing Land Uses .....	7
Figure 3	Natural Environment.....	8
Figure 4	Hazards .....	9
Figure 5	Circulation .....	10
Figure 6	Site Possibilities .....	13

# INTRODUCTION

The City of Capitola is conducting a special study of the Pacific Cove/City Hall site as part of the comprehensive General Plan Update. The purpose of this study is to establish a community-based vision for the future use, conservation, and redevelopment of this site. Main issues to consider as part of this study include:

- ◆ Future use of the Pacific Cove mobile home park.
- ◆ Expanded parking to serve Capitola Village.
- ◆ Possible relocation of City Hall and Capitola Police facilities away from flood prone areas.

The Pacific Cove/City Hall site is 7 acres in size, located on the northern edge of Capitola Village. As shown in Figure 1, the site is bounded by Capitola Avenue to the west, the Santa Cruz Branch rail tracks to the south, Monterey Avenue to the east, and residential homes to the north. Located on the site are the City Hall and Police facilities, Capitola Historical Museum, public parking lots, and the Pacific Cove Mobile Home Park. The City of Capitola owns the entire site. Noble Gulch flows under the site in a six-foot pipe.

The City has been considering for many years the possible closure of the mobile home park and the construction of a parking structure to replace the current parking lot. In March of 2011 a pipe under the mobile home park burst, resulting in severe flooding and damage to the mobile home park, City Hall, Police Station, and the Village. This flooding contributed to the City's decision in January 2012 to permanently close the mobile home park. The City is currently assisting park residents to find alternative housing; the park is expected to be fully closed by July 2012.

The Pacific Cove/City Hall study now provides Capitola with the opportunity to think holistically about the City Hall and Police facilities, Village parking, and the former mobile home park property within the larger context of the General Plan Update. This study builds on a number of previous reports about the sites, including:

- ◆ *Final Traffic Impact, Circulation and Congestion Relief Study for the Pacific Cove Village Parking Structure*, RBF Consulting, 2011
- ◆ *Report on Parking Expansion Alternatives*, Capitola Traffic and Parking Commission, 2010
- ◆ *Capitola Village Parking Structure Planning Project*, Watry Design, Inc. and Field Paoli Architects, 2010

FIGURE 1 SITE BOUNDARIES



- ◆ *Capitola City Hall Site Reuse Study*, Applied Development Economics, 2010
- ◆ *Parking Analysis for the Capitola Village Area*, RBF Consulting, 2008
- ◆ *Parking Expansion Study*, RBF Consulting, 2006
- ◆ *Parking Garage and Housing Feasibility Study*, RBF Consulting, 2005

Copies of these reports are available at City Hall or on [www.plancapitola.com](http://www.plancapitola.com).

Capitola residents are invited to attend a workshop for the Pacific Cove/City Hall special study on May 12, 2012 from 9:30 to 12:30 AM at the Capitola Community Center, 4400 Jade Street. Workshop participants will learn about key issues for the study and will share their vision for the future of the site. Please review the contents of this workbook prior to the workshop to be fully prepared to participate in discussions about the site with other Capitola residents.

Following the May 12<sup>th</sup> workshop, the General Plan Advisory Committee (GPAC) will meet on June 20<sup>th</sup> to discuss a draft concept plan for the Pacific Cove/City Hall site. This concept plan, and accompanying policies, will be incorporated into the City's updated General Plan. The draft updated General Plan is expected to be completed for public review and comment in early 2013.

# OPPORTUNITIES AND CONSTRAINTS

Developing a vision for the Pacific Cove/City Hall site requires careful consideration of the existing conditions that create opportunities and constraints for future uses on the site. Figures 2 through 5 graphically illustrate some of these conditions. Below are some more specific ideas about the opportunities that the site presents for Capitola, as well as the constraints that may limit the possibilities for redevelopment and future uses on the site.

## Opportunities

- ◆ Provide additional parking to serve the Village
- ◆ Increase visibility and awareness of parking facility
- ◆ Relocate Police Station and City Hall out of the flood and tsunami hazard zone
- ◆ Promote sustainability goals (e.g., green building, renewable energy, low-impact development)
- ◆ Restore natural systems (e.g., daylight creek)
- ◆ Expand park and recreational opportunities
- ◆ Create new and improved civic center and public meeting place
- ◆ Connect to the planned rail trail along the adjacent Santa Cruz Branch rail line
- ◆ Improve pedestrian connections across site from Bay Avenue to Capitola Avenue
- ◆ Improve pedestrian and bicycle and facilities on Monterey and Capitola Avenue
- ◆ Improve pedestrian access at the entry to parking lot from Capitola Avenue
- ◆ Generate City revenue (e.g., sell or lease property, sales tax revenue, hotel tax, parking fees)
- ◆ Increase vitality of lower Capitola Avenue
- ◆ Meet community housing needs (e.g., senior and affordable housing)
- ◆ Strengthen the gateway to central Village along Capitola Avenue
- ◆ Enhance the gateway to the Village at the Bay/Monterey intersection

## Constraints

- ◆ Areas with steep slopes on the site
- ◆ Mature Live Oaks, other trees, and vegetation on the site
- ◆ Narrow width of site
- ◆ Flood zones
- ◆ Tsunami inundation zone
- ◆ Vehicle entrances and circulation needs (e.g., need for vehicles to access site from both Capitola Avenue and Monterey Street)
- ◆ Proximity of residential homes (impacts from light, noise, and activity)
- ◆ Congestion at Bay/Monterey intersection (school traffic)

## First Responder Relocation Criteria

One option for the site is to relocate the Police Department out of the flood hazard zone to a higher elevation on the site. Potential alternative locations for the Police Department need to meet certain requirements for first responders such as police and fire. As part of an ongoing process to prepare a Local Hazard Mitigation Plan, City staff and consultants have identified the following first responder facility siting criteria to help guide discussions of potential relocation of the Police Department:

1. **Visibility.** Will the facility serve as an identifiable public structure within the community? Is the site appropriate for a community focal point?
2. **Accessibility.** Is the site easily accessed by the public? Does the site provide adequate access to the City's service areas for emergency response (i.e. ease of accessing acceptable routes to traverse the city)?
3. **Ingress/Egress.** Is there adequate ingress and egress from adjacent roadways?
4. **Space.** Does the site possess enough space to support the future needs of the Police Department? Does the site possess enough space to support the future needs for other appropriate law enforcement agencies?
5. **Hazards.** Would the site have low risk for damage to the facility in the event of an earthquake, flood, fire, or wind storm, causing an interruption in service?

6. **Site Acquisition.** Is the site currently vacant or underdeveloped? Does the City own the land?
7. **Site Improvements.** Are there site remediation costs? Any cost for demolition of existing structures?
8. **Compatibility with Adjacent Uses.** Is the site surrounded by compatible uses? Is the area impact positive?
9. **Partnership Opportunity.** Are there opportunities to develop partnerships with other services (e.g., city hall, library, fire)?

FIGURE 2 EXISTING LAND USES



FIGURE 3 NATURAL ENVIRONMENT



FIGURE 4 HAZARDS

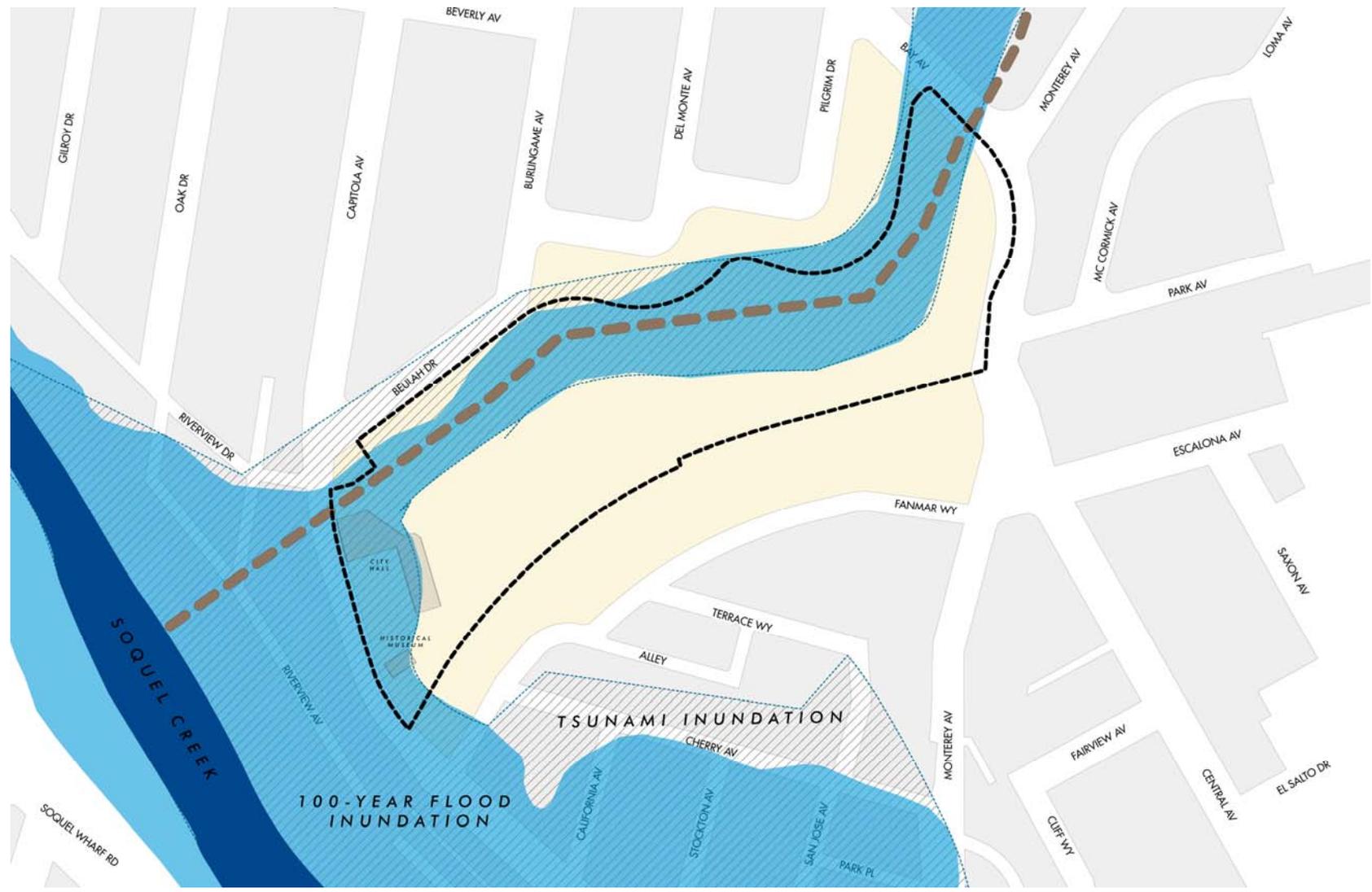
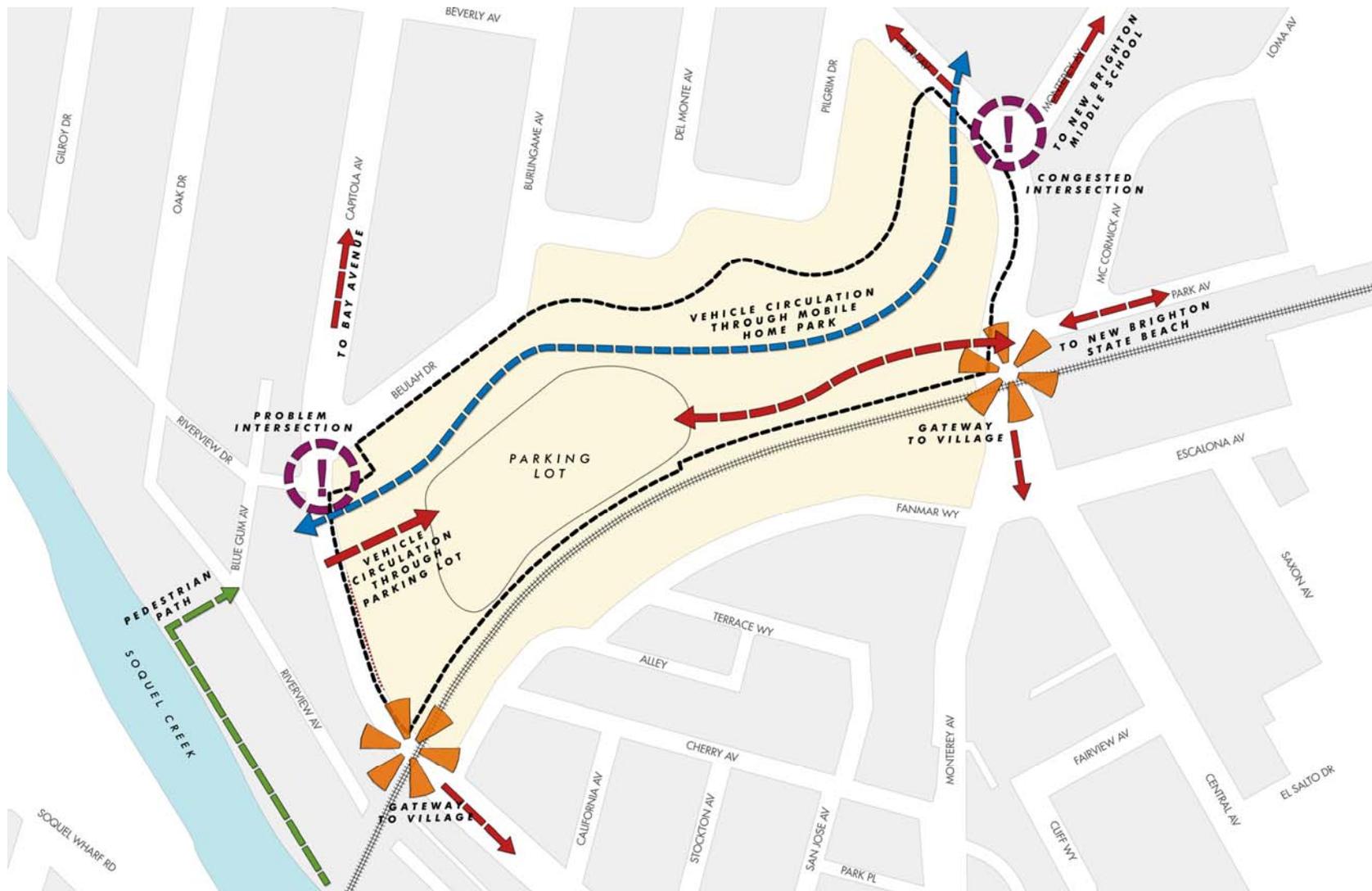


FIGURE 5 CIRCULATION



# POSSIBILITIES FOR SITE

At prior meetings and workshops, Capitola residents have expressed a variety of ideas for future uses on the Pacific Cove/City Hall site. Some of these ideas included the following:

- ◆ Existing surface parking lot kept as is today
- ◆ New parking structure
- ◆ More surface parking added, either temporary or permanent
- ◆ New recreational activities
- ◆ Natural habitat restoration
- ◆ New retail, service, or hotel uses
- ◆ New affordable or senior housing
- ◆ City Hall and Police Station kept as is today
- ◆ City Hall and Police Station renovated in its current location
- ◆ City Hall and Police Station relocated to higher elevation

At the May 12<sup>th</sup> workshop, participants will be asked to consider these ideas when developing their vision for the site. To help guide the discussion, the Pacific Cove/City Hall site is divided into the following four sub-areas, as shown in Figure 6:

- ◆ Sub-Area 1: Capitola Road Frontage
- ◆ Sub Area 2: Parking Lot
- ◆ Sub-Area 3: Pacific Cove Mobile Home Park
- ◆ Sub Area 4: Monterey/Bay Avenue Frontage

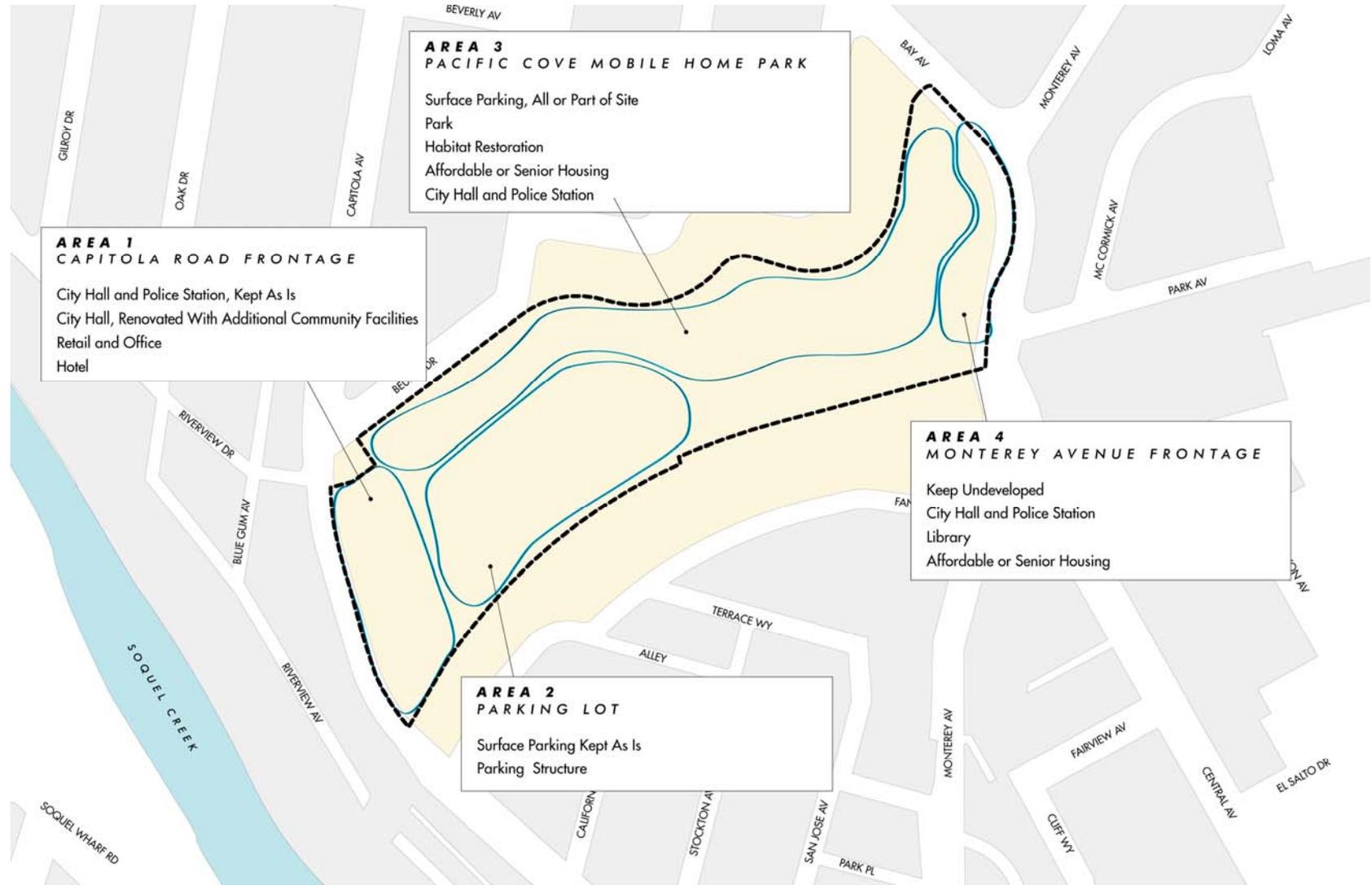
Figure 6 also shows possibilities for these four sub-areas which City staff and consultants would like residents to consider at the May 12<sup>th</sup> workshop. At the workshop, participants will be encouraged to suggest additional ideas which may not be shown in these materials.

To assist residents as they develop their vision for the site, the tables on the following pages present an evaluation of possibilities for each sub-area, based on the following criteria:

- ◆ **Sustainability.** Does the option help to protect natural resources and support a more sustainable way-of-life for residents and visitors?
- ◆ **Economics.** Does the option generate revenues for the City, reduce City expenses, or contribute to a vibrant local economy?
- ◆ **Health and Safety.** Does the option reduce exposure to natural hazards and support effective public safety/first responder and municipal operations?
- ◆ **Community Design.** Is the option compatible with adjacent uses, particularly residential neighborhoods? Does the option enhance the aesthetic qualities of the site and provide opportunities for enhanced civic cohesion?
- ◆ **Circulation and Connectivity.** Does the option enhance circulation for vehicles, bicycles, and pedestrians? Does the option help to alleviate parking and congestion problems in the Village?

The evaluation on the following pages is intended to be a starting point for Capitola residents to consider the advantages and disadvantages of different possibilities for the Pacific Cove/City Hall site. Prior to the workshop, you may think of other ideas for the site – there is a place in the following pages for you to record these ideas and think about their advantages and disadvantages. You are encouraged to express your own opinions on which ideas are best for the site and for the Capitola community at the May 12<sup>th</sup> workshop.

**FIGURE 6 SITE POSSIBILITIES**



## SUB-AREA 1: CAPITOLA ROAD FRONTAGE

Possibilities to consider for this sub-area include maintaining the existing City Hall and Police Station as it is today, renovating the City Hall and Police Station in its current location, or redeveloping the site with retail, service, or a hotel. If you have additional ideas for this sub-area, please record them below and share them at the workshop.

Possibility	Key Advantages	Key Disadvantages
<b>City Hall and Police Station, Kept As Is</b>	<ul style="list-style-type: none"> <li>◆ No City Hall or Police Station relocation or redevelopment cost</li> <li>◆ Environmental benefits from continued use of existing buildings (e.g., no disposal of construction debris)</li> </ul>	<ul style="list-style-type: none"> <li>◆ Police and City Hall remain in flood hazard area</li> <li>◆ No improvement to appearance/activity along Capitola Avenue</li> <li>◆ No increase to economic vitality of Capitola Avenue or Village</li> <li>◆ No fiscal benefit to the City from sale/lease of property and sales/TOT tax revenue</li> </ul>
<b>City Hall, Renovated with Additional Community Facilities</b>	<ul style="list-style-type: none"> <li>◆ Improved appearance/activity along Capitola Avenue</li> <li>◆ Environmental benefits from renovating existing buildings (e.g., reduced disposal of construction debris); opportunities to incorporate green building features into renovated building</li> <li>◆ Police and City Hall potentially elevated out of flood hazard area</li> </ul>	<ul style="list-style-type: none"> <li>◆ Flood hazards impact access to facility</li> <li>◆ No fiscal benefit to the City from sale/lease of property and sales/TOT tax revenue</li> <li>◆ Cost to City of renovating City Hall and possibly relocating existing parking</li> <li>◆ Limited potential to increase economic vitality along Capitola Avenue</li> </ul>
<b>Retail, Office, or Hotel</b>	<ul style="list-style-type: none"> <li>◆ Increased economic vitality and improved appearance/activity along Capitola Avenue</li> <li>◆ Fiscal benefit to City from sale/lease of property and sales/TOT tax revenue</li> <li>◆ Police and City Hall relocated away from flood hazard area</li> <li>◆ Potential financial contribution from new development to new parking structure</li> </ul>	<ul style="list-style-type: none"> <li>◆ Cost to the City of relocating City Hall and Police</li> <li>◆ Environmental impacts from building a new City Hall (e.g., disposal of construction debris)</li> <li>◆ Potential additional parking demand and vehicle trips into Village from new development</li> </ul>

*Table continues on next page.*

Possibility	Key Advantages	Key Disadvantages
Other		



*Existing land uses in this sub-area include City Hall and the Historical Museum.*

## SUB-AREA 2: PARKING LOT

This sub-area could remain as a surface parking lot or be developed with a new parking structure to serve the Village. Due to high costs, it is likely that a parking structure would need to be built as part of a future phase of the overall Pacific Cove/City Hall site redevelopment. You may have additional ideas for this sub-area to share at the workshop.

Possibility	Key Advantages	Key Disadvantages
Surface Parking Kept As Is	<ul style="list-style-type: none"> <li>◆ No redevelopment cost to City</li> <li>◆ No visual/aesthetic impacts from new multi-level parking structure</li> </ul>	<ul style="list-style-type: none"> <li>◆ No additional parking within this sub-area to serve the Village</li> </ul>
Parking Structure	<ul style="list-style-type: none"> <li>◆ Additional parking to serve the Village (554 spaces with a three-level structure)</li> <li>◆ Reduced congestion and increased vitality in the Village from additional parking</li> </ul>	<ul style="list-style-type: none"> <li>◆ Cost of constructing a parking structure (\$13 million for 554 spaces)</li> <li>◆ Environmental impacts from building a parking structure (e.g., greenhouse gas emissions from construction materials)</li> <li>◆ Visual/aesthetic impacts from new multi-level parking structure</li> </ul>
Other		



*Occupancy of the Pacific Cove parking lot varies considerably depending on the weather.*



## SUB-AREA 3: PACIFIC COVE

This sub-area could be used for temporary or permanent surface parking, a new recreational park, natural habitat restoration, affordable or senior housing, or a new Police Station/City Hall. It is possible that this sub-area could contain two or more of these uses. You may have additional ideas for this sub-area to share at the workshop.

Possibility	Key Advantages	Key Disadvantages
<b>Surface Parking, All or Part of Site</b>	<ul style="list-style-type: none"> <li>◆ Additional parking to serve the village (up to 265 spaces possible)</li> <li>◆ Facilities near-term Village investments</li> </ul>	<ul style="list-style-type: none"> <li>◆ Environmental impacts of surface parking (e.g., reduced water quality)</li> <li>◆ Limited fiscal benefit to the City from sale/lease of property</li> <li>◆ Precludes other uses that meet community needs if parking occupies entire sub-area</li> </ul>
<b>Recreational Park</b>	<ul style="list-style-type: none"> <li>◆ Increased resident access to parks and recreational facilities</li> <li>◆ Environmental benefits of parkland (some additional natural habitat, increased impervious surface)</li> <li>◆ Improved appearance/activity along Capitola Avenue if park located on lower portion of sub-area</li> </ul>	<ul style="list-style-type: none"> <li>◆ Cost to City to develop and maintain new park</li> <li>◆ No additional parking to facilitate near-term Village investments</li> </ul>
<b>Habitat Restoration</b>	<ul style="list-style-type: none"> <li>◆ Environment benefits of habitat restoration (e.g., daylighting creek and restoring riparian habitat)</li> </ul>	<ul style="list-style-type: none"> <li>◆ Cost to City for habitat restoration</li> <li>◆ Engineering challenges with daylighting creek</li> </ul>
<b>Affordable or Senior Housing</b>	<ul style="list-style-type: none"> <li>◆ Meets community need for affordable housing</li> <li>◆ Increased Village vitality from housing located close to Village businesses</li> </ul>	<ul style="list-style-type: none"> <li>◆ City would likely need to donate land for affordable housing to be economically viable</li> <li>◆ Additional parking demand and vehicle trips into Village</li> <li>◆ Potential impacts on nearby residents (visual, traffic, noise)</li> </ul>
<b>City Hall/ Police Station</b>	<ul style="list-style-type: none"> <li>◆ Creates opportunities for economic benefit from development on rest of site</li> </ul>	<ul style="list-style-type: none"> <li>◆ Costs of construction</li> <li>◆ Poor visibility and accessibility for public</li> <li>◆ Potential impacts on nearby residents (visual, traffic, noise)</li> <li>◆ Need to design to address flood hazards</li> </ul>

*Table continues on next page.*

Possibility	Key Advantages	Key Disadvantages
Other		



*Coaches occupying the Pacific Cove mobile home park are expected to be vacated by July of 2012.*



## SUB-AREA 4: MONTEREY/BAY AVENUE FRONTAGE

Possibilities to consider for this sub-area include maintaining the existing City Hall and Police Station as it is today, renovating the City Hall and Police Station in its current location, or redeveloping the site with retail, service, or a hotel. You may have additional ideas for this sub-area to share at the workshop.

Possibility	Key Advantages	Key Disadvantages
Keep Undeveloped	<ul style="list-style-type: none"> <li>◆ Existing trees and vegetation maintained</li> <li>◆ Buildings kept away from steep slopes</li> <li>◆ Existing undeveloped appearance maintained for neighbors</li> </ul>	<ul style="list-style-type: none"> <li>◆ Reduces opportunities for economic benefits from development on rest of site</li> <li>◆ Reduces options to move City Hall and Police Station out of flood hazard areas</li> </ul>
City Hall/ Police Station	<ul style="list-style-type: none"> <li>◆ City Hall moved out of flood hazard area</li> <li>◆ Opportunity to construct a landmark green City Hall</li> <li>◆ Creates opportunities for economic benefit from development on rest of site</li> <li>◆ new gateway feature into Village from Monterey Avenue</li> </ul>	<ul style="list-style-type: none"> <li>◆ Costs of construction</li> <li>◆ Potential impacts on nearby residents (visual, traffic, noise)</li> </ul>
Library	<ul style="list-style-type: none"> <li>◆ Library located near center of community</li> <li>◆ City revenue from sale of a portion of existing library property</li> </ul>	<ul style="list-style-type: none"> <li>◆ Costs of construction</li> <li>◆ Potential impacts on nearby residents (visual, traffic, noise)</li> </ul>
Affordable or Senior Housing	<ul style="list-style-type: none"> <li>◆ Meets community need for affordable housing</li> <li>◆ Increased Village vitality from housing located close to Village businesses</li> </ul>	<ul style="list-style-type: none"> <li>◆ City would likely need to donate land for affordable housing to be economically viable</li> <li>◆ Additional parking demand and vehicle trips into Village</li> <li>◆ Potential impacts on nearby residents (visual, traffic, noise)</li> </ul>
Other		



*This sub-area is near to Nobel Park and is well connected to New Brighton Middle School, New Brighton State Park, and to Bay Avenue.*



## REDEVELOPMENT PHASING

The redevelopment of and improvements to the Pacific Cove/City Hall site will most likely occur in phases over time. For example, less expensive changes to the site could occur in the near-term with available funds; more expensive or complex redevelopment might need to wait for a later phase. It is also possible that portions of the site could be occupied by temporary uses, such as surface parking, that will later be replaced by permanent new development.

It is helpful to envision changes to the Pacific Cove/City Hall site occurring as part of three phases, as follows:

- ◆ Phase 1: One to Two years
- ◆ Phase 2: Two to Five Years
- ◆ Phase 3: Five to Fifteen Years

At the May 12<sup>th</sup> workshop, you will be asked to describe your vision for how changes to the Pacific Cove /City Hall site should be phased over time.





1625 Shattuck Avenue, Suite 300 | Berkeley, California 94709 | 510.848.3815 (f) 510.848.4315