



City of Capitola City Hall Facility Needs Assessment

DRAFT REPORT | 18 APRIL 2024





G R O U P 4

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INTRODUCTION



EXECUTIVE SUMMARY

Located just five miles south of Santa Cruz, the City of Capitola sits on the Northern coast of the Monterey Bay. The Capitola community has held a presence here for over a century, evolving to welcome shipping and fishing industries, building up an economy and a community, to become the popular beach town that is today.

Today, the City of Capitola has nearly 10,000 residents and is served by small City Hall and Police Station buildings located in Capitola Village. Because Capitola is a tight-knit community with strong roots in Santa Cruz County, it's important that the city's facilities be maintained and can serve the needs of city employees. The investments that Capitola makes in their City Hall facilities will work to propel the city into a new era of service.

The City of Capitola began a Facility Needs Assessment project for City Hall and the Police Station in 2023 with Group 4 Architecture in order to account for the city's future growth and continually evolving needs. The objectives of this project included an implementation plan for the near future (1-3 years), and long term (5-10+ years). Throughout this process, the city staff of Capitola have been involved every step of the way to ensure that these findings reflect the current state of the building and accurately depict staff needs.

The thorough documentation of existing conditions helped to form a plan tailored to specific Capitola needs. The project process included site visits and tours of the City Hall and Capitola Police spaces as well as department head interviews with city staff. Over several months, both the Project Management Team (PMT) and Group 4 met to go over the findings and draft space needs to create a snap shot of Capitola City Hall today.

Located at 420 and 422 Capitola Ave, Capitola, CA 95010 with around 12,500 square feet, the two-story City Hall was built in 1976 and houses the following city departments: City Administration, Public Works, Community Development, Finance, and Police.



PROJECT GOALS + PURPOSE

The goals for this planning process align with the City of Capitola’s original vision for the project and created a detailed and focused framework for the planning approach.

- Existing conditions report: City Staff completed an existing conditions report of the City Hall site
- Evaluation of the existing City Hall functionality in alignment with accepted architectural standards for workspaces and community meeting needs
- Develop projections for future staffing and facility needs over a 20-year period
- Compile and summarize findings in a comprehensive City Hall Facilities Needs Assessment report

City Hall’s staff conference room on the building’s second floor

STEP 1: EXISTING CONDITIONS REPORT

The first step in the Facility Needs Assessment for the Capitola City Hall was completed by the City of Capitola; an Existing Conditions Report that details the site information of City Hall, Capitola Museum, Police Station, accessory structures, and lower and upper parking lots. Additionally, the report includes the history, number of current staff, square footage of each workspace and office, and details about each structure’s integrity. This report was used by Group 4 to inform the subsequent analysis of City Hall’s existing conditions.

The Existing Conditions Report created by the City of Capitola content can be found in the “Existing Conditions” chapter on page 9.

STEP 2: EXISTING CONDITIONS ANALYSIS

The Existing Conditions Analysis focused on the functionality of the buildings and workstations on the City Hall site and whether they are adequate for the purpose they serve and whether they adhere to architectural standards for workspaces. Additionally, Group 4 performed a qualitative analysis of the current City Hall’s site advantages and disadvantages.

STEP 3: 20-YEAR PROJECTIONS

The 20-Year Projections focused on future staffing and facility needs for the City of Capitola’s office space and workstations. The staffing and space needs projections look out to the next 20 years and are based on several sources provided by the City of Capitola.

To consolidate all findings and analyses from the three project steps, this summary of findings report was written.

PROJECT PARTICIPATION

PROJECT MANAGEMENT TEAM (PMT), CITY OF CAPITOLA

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Public Works staff area

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EXISTING CONDITIONS



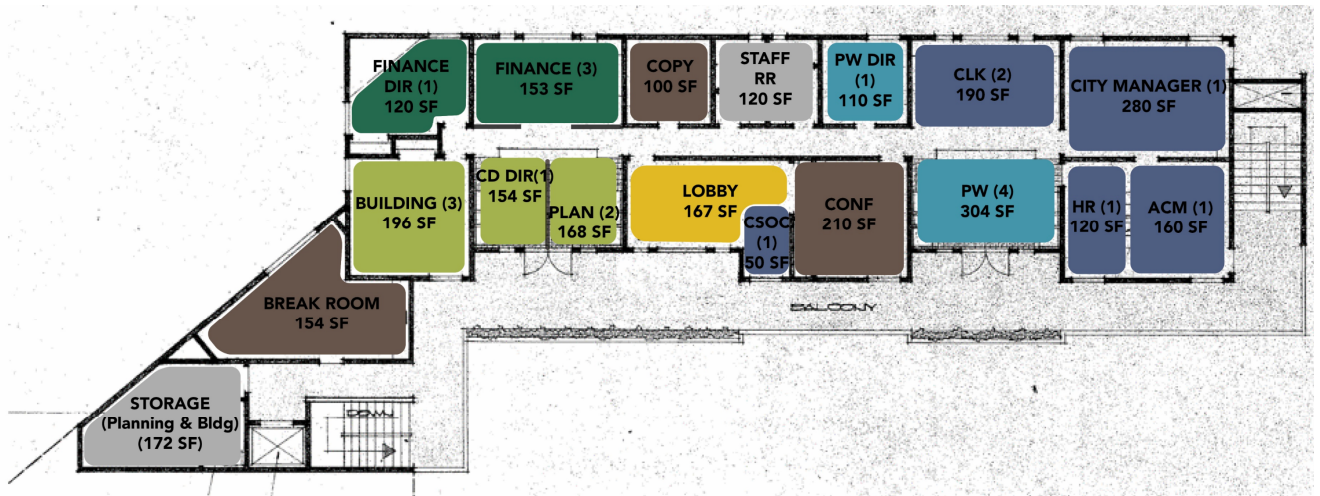
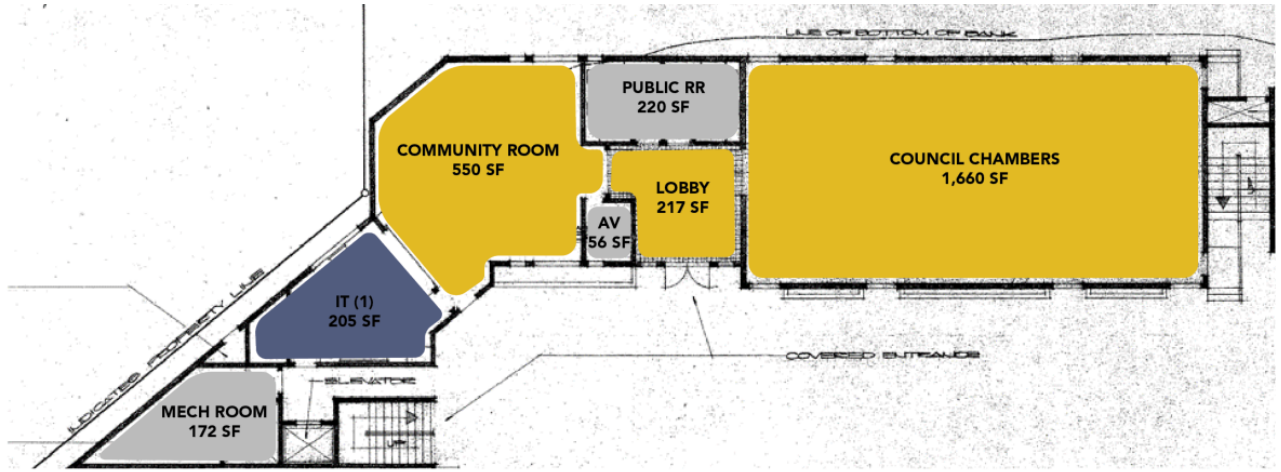
EXISTING CONDITIONS REPORT

THE SITE

The City Hall Existing Conditions Report offers a comprehensive overview of the City-owned property situated at 420 and 422 Capitola Avenue. This property is bordered by Capitola Avenue to the east, residential areas to the north, Monterey Avenue to the west, and the rail corridor to the south. Spanning seven acres, the site encompasses two parcels: the Capitola City Hall site covering 0.93 acres, and the adjacent Pacific Cove parking lots spanning 6 acres. Presently, the City Hall site accommodates the City’s administrative offices, the police department, council chambers, a community room, the Capitola History Museum, as well as a historic cottage and changing room/outhouse.

The current configuration of City Hall and the Police Department was constructed in 1976. Prior to 1976, the site housed a smaller City Hall and a maintenance building. The 1976 expansion resulted in the current 10,500 square feet, two-story structure, shared between City Hall (420 Capitola Avenue) and the Police Department (422 Capitola Avenue). While there is a shared wall between City Hall and the Police, there is no shared access. The City Hall and Police Department structure was constructed using concrete masonry units (CMU) on the ground level and wood frame construction on the second story. The museum, cottage, and changing room/outhouse are separate wood frame structures.





CITY HALL

First Story: City Hall's first story comprises Council Chambers, two public bathrooms with two stalls each, a public lobby, an information technology (IT) room, and a community room. One employee's office is located within the IT room.

Second Story: The second story houses individual and shared administrative offices for 20 employees, a main lobby, a staff conference room, two gender-neutral bathrooms, a storage room for records and supplies, a copy room, and a lounge/break room.



CITY HALL AREA CALCULATIONS BY DEPARTMENTS AND FUNCTION

The following tables break down the area within City Hall by department and functions.

City Manager Department	# of Employees	Area of Space
City Manager Office	1	280 sf
Assistant to City Manager	1	160 sf
Human Resources	1	120 sf
City Clerk Office	2	190 sf
Front Lobby	1	217 sf
IT	1	205 sf
AV	0	56 sf
Total	7	1,228 sf

Public Works Department	# of Employees	Area of Space
Public Works Director	1	110 sf
Public Works Shared Office	4	304 sf
Total	5	414 sf

Community Development Department	# of Employees	Area of Space
Community Dev. Director	1	154 sf
Planning Office	2	168 sf
Building Office	3	196 sf
Total	6	418 sf

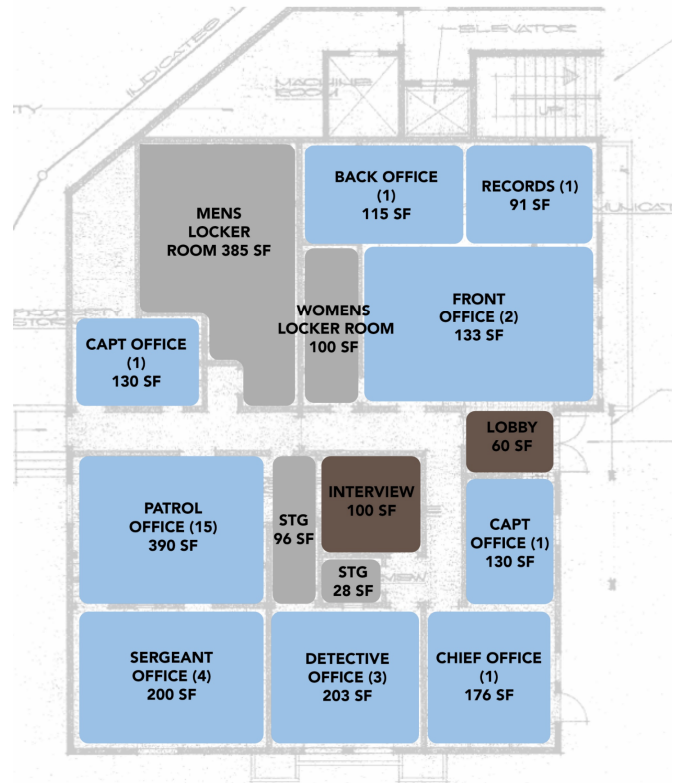
Finance Department	# of Employees	Area of Space
Finance Director	1	120 sf
Finance Shared Office	3	153 sf
Total	4	253 sf

Shared Staff Space	Area of Space
Staff Conference Room	210 sf
2 nd story Staff Restrooms	120 sf
Copy Room	100 sf
Staff Break Room	154 sf
Storage/Records Room	172 sf
Mechanical Room	172 sf
Total	928 sf

Community Space	Area of Space
Community Room	550 sf
Council Chambers	1,660 sf
Public Restrooms	220 sf
1 st story Lobby	217 sf
Total	2,647 sf



Police Department	# of Emp	Area of Space
Chief Office	1	176 sf
Captains Office 1	1	130 sf
Captain Office 2	1	130 sf
Lobby	0	60 sf
Front Office	2	133 sf
Back Office	1	115 sf
Break Room	0	49 sf
Men's Locker Room	0	380 sf
Women's Locker Room	0	236 sf
Patrol Office	4	390 sf
Traffic & Parking	3	200 sf
Detective Office	2	203 sf
Interview Room	0	100 sf
Storage	0	124 sf
Total	15	2,426 sf



POLICE DEPARTMENT

The Police Department is situated at 422 Capitola Avenue, directly attached to the City Hall structure via a shared wall. This section of the structure consists of a single-story layout. It encompasses a front lobby, office space, an interview room, two locker rooms, and storage facilities. Within the patrol office, four desks are arranged around the periphery, with a larger table positioned in the center for use as a staff meeting space. The Police Department currently does not have a break room and staff use the patrol office in place of one.





CAPITOLA MUSEUM AND HISTORIC COTTAGE

The Capitola History Museum is a separate 900-square-foot building and includes a historic cottage and changing room/outhouse. The museum, cottage, and changing room/outhouse are located along the frontage of Capitola Avenue and occupy approximately one-quarter of the City Hall property. The museum and cottage are wood-framed buildings with an accessory beach/changing cabin of the same construction.

STORAGE BUILDING

This building is a manufactured mobile home that was moved to its current location after the demolition of the Lower Pac Cove mobile home park around 2012.

PARKING

There are 28 parking spaces located in front of the City Hall site along Capitola Avenue. These parking spaces are used mainly for ADA parking, the Capitola History Museum, and Police patrol vehicles.

The Upper and Low Village Parking Lots are just over 6 acres in area and include 454 parking spaces, a police storage trailer, a generator, and parking fee kiosks. The lots can be accessed from three entrances, two on Bay Avenue and one on Capitola Avenue. A ramp is located from the upper parking lot to the City Hall building that contains an elevator to the first floor.



VISUAL ASSESSMENT OF INTEGRITY OF BUILDING STRUCTURES

The following is a visual assessment conducted in 2023 by the Capitola Building Official of various areas within each building.

Upper Storage Room

- The upper storage room is significantly filled with boxes obstructing access to the mop sink and electric panel, as well as roof access.

Staff Break Room

- The upper floor breakroom appears to be in acceptable condition, although the cabinets are showing signs of aging and may warrant replacement. A new refrigerator was installed in 2023. Heating is provided by an aging and inefficient electric resistance heater, the status of which remains unknown regarding maintenance or replacement, but it seems to have surpassed its serviceable life.

Council Chambers:

- The furniture in the council chambers is outdated and worn, contributing to a generally dark and unwelcoming atmosphere.
- It is unclear whether the wood interior finish meets fire-resistant requirements for public buildings, and the outdated wood finishes exacerbate the dim environment.
- Lighting fixtures do not comply with current Electrical and Energy Code requirements for efficiency, potentially leading to increased operational costs. Replacement of incandescent and fluorescent fixtures with more efficient LED lighting is recommended. Some of the lights have been replaced over the past decade.
- The public restrooms do not meet accessibility requirements, necessitating significant construction to achieve compliance.
- The furnace serving the Community Room, Council Chambers, IT office, and restrooms is outdated and likely fails to meet Energy Code requirements for efficiency. The IT office lacks proper heating, relying on an electric space heater due to the inefficient furnace. Air balancing is necessary for the system to ensure proper heating, cooling, and airflow volumes.
- The carpet is approximately five years old.

Community Room:

- The Community Room features Wi-Fi and modern technology capabilities.
- The carpet and furniture is approximately five years old.

IT Office

- HVAC does not service the IT office. Refer to the section on the furnace for details.

The Lower-Level Electrical room

- The room contains computer equipment, racks, and several electric panels.
- An outdated air conditioning unit mounted above the door is non-functional. Currently, a portable AC room floor unit is utilized during hot weather, necessitating leaving the door open for cooling purposes. This arrangement may pose security risks and is inefficient, leading to excessive energy consumption.



Upstairs Offices

- The carpet is outdated and exhibits water damage. New carpet has been installed in the staff meeting room and copy room.
- Ceilings show signs of water damage from a leaking roof.
- Recent termite damage has been identified near the staff restrooms.

Roof

- Despite patching in 2023, the roof requires replacement, having last been replaced in 1996. The aging concrete tiles on the mansard walls are no longer manufactured and are deteriorating, necessitating consideration for replacement with alternative materials. The galvanized sheet metal cap on the mansard wall is failing in multiple areas, allowing water infiltration. Due to these leaks, the base layer of plywood may be compromised, necessitating further investigation.
- Roof tiles from the mansard roof hang down into the undersized gutters, facilitating leaf accumulation and blockage. The drainage system, utilizing scuppers, has caused dry rot in the wood trim surrounding the gutters.
- Trees on the south and east ends drop leaves, contributing to gutter blockage.
- Vents in the roof overhangs or soffits, intended to prevent dry rot, have been painted over in many areas, reducing required ventilation and potentially leading to dry rot. Replacement of these vents is recommended, and painting should be avoided in venting areas.

Drainage

- Short or disconnected downspouts can lead to water pooling on the roof and around the building, potentially causing damage and undermining walkways and the building's foundation.

Lighting

- Lighting does not meet current energy efficiency standards.

HVAC

- The heating system, installed in 1994, is inefficient and requires frequent repairs and part replacements due to aging. The rooftop units' ducting displays signs of degradation and rust, potentially leading to leaks. The system lacks proper balancing, necessitating modifications to accommodate the current building layout.

Fire

- Fire sprinklers and an automatic fire alarm system are not installed in the building. Smoke alarms are present but not in every room. A bluetooth notification system, activated by staff, is used to alert occupants in case of fire. Additional lighted EXIT signs need to be installed.
- A fire extinguisher is located behind the reception area in the hallway.
- In 2023, staff is collaborating with Central Fire to update emergency maps and identify safe meeting places during fire emergencies.



Water Heater

- The water heater in City Hall was replaced with an on-demand water heater in recent years. Compliance with flood zone requirements should be verified for systems located on the ground floor, given the building’s location in a floodplain.

Electric

- The condition of the electrical system cannot be fully assessed through visual inspection. However, the panels are well marked and appear to be in reasonable condition despite their age. No issues with electric breakers have been reported to date.
- A new generator, installed in 2023 and located in the upper parking lot, is tied into the main panel in the electrical room.

Plumbing

- The sewer lateral was replaced in 2023.
- The staff restrooms on the upper floor were recently updated but require further modifications to comply with current accessibility requirements.

Exterior Walkway and Stairs

- The exterior walkway deck requires replacement of the waterproof finish. The guardrail spacing does not meet current code requirements, with intermediate pickets spaced 8” apart instead of the mandated less than 4”. Guards should be 42” in height, a standard not met by the current guardrail, posing potential liability issues for the City. Consideration should be given to upgrading for safety concerns. The stairway guardrails exhibit the same issues regarding height requirements. Additionally, the surface treatment on the second-floor exterior walkway is aging and heavily stained.

Windows

- Single-pane windows are installed throughout the building. Replacing them with dual-pane windows would result in energy savings by reducing heat loss or gain.

Building Exterior

- Stucco extends below the grade line. Not compliant with California Building Code. Weep Screed for Stucco should be minimum 2 inches above concrete or 6 inches above grade.
- The exterior stucco has several cracks as a result of moisture intrusion and seismic activity.
- Evidence of termite damage in restrooms area. May exist building wide.

Parking Areas

- The parking lot in front of City Hall is in poor condition with crazed and spalled asphalt. Water collects in low spots throughout the parking lot.
- Lower Capitola Village parking lot was built as a temporary parking facility in 2013. Lifespan is limited.
- Accessible parking needs to be updated. The parking lot in front of building needs to be repaved and re-marked with accessible spaces being marked according to current standards. The access aisle for the accessible space nearest to the museum ramp is not



compliant with the code for accessibility. The top landing of the accessible ramp does not meet current accessibility requirements.

Elevator

- Substandard size
- The elevator is near or at its useful lifespan. Breaks down often.
- The location of the elevator on the lower floor is difficult to find do to the location at the end of a hallway.

Police Department

- The Police Department Building shares roofing issues with the main City Hall Building. Records indicate that the roof was last replaced in 1982, suggesting it has exceeded its useful life.
- The HVAC system, installed in 2008, exhibits inefficiencies in heating and cooling due to unbalanced zones. Evaluation for proper air flow requirements is recommended. All rooms currently feature both supply and return air outlets in the ceiling.
- Previous flooding incidents have occurred in the building, located within a flood zone. Recent termite damage has been identified, and spot treatments have been administered. Vermin infiltration remains a concern.
- At the time of inspecting the structure, active repairs in the women's locker and restroom were underway due to a chronic sewer backup. A new sewer line was installed following the original observations. Other existing drain lines appear to be cast iron and are degrading. Lockers have been placed on a permanent platform to mitigate water intrusion during backups. The attic access in the women's restroom does not meet code requirements.
- A 150 Amp electric panel in the PD, while serviceable, is aged. Breakers appear to be appropriately sized.
- An attic access panel in the patrol room is undersized and does not meet code requirements for ease of access. Attic areas were not observed during the walkthrough.
- The men's locker and restroom features a water heater closet with a solid core door and full weather stripping as per current codes. Combustion air ventilation is provided, meeting installation requirements.
- Additional exit signs are recommended to align with the current office layout.
- The previously unreliable generator was decommissioned in 2023.

Police Storage Building/Parking Office

- This manufactured mobile home was relocated to its current position in 2012 following the demolition of a mobile home park. It is supported by a State-approved standard foundation consisting of jack stands attached to steel beams with clips. Concrete pier footings support specific areas.
- The floor in the room containing an explosive-proof safe has been reinforced with 1 ½" plywood. The underfloor access panel is secured to prevent unauthorized access.



- The building appears inadequately designed to support the weight of stored files, leading to floor reinforcement in certain areas. The full extent of reinforcement remains unknown due to a lack of comprehensive assessment.
- Lighting does not meet current Electrical and Energy Code requirements for efficiency, potentially increasing operating costs. Upgrading to LED lighting is recommended.
- An accessible restroom in the building meets clearance requirements, though part of it is utilized for storage, reducing required clearances.
- The water closet does not comply with code requirements for the location of the flush mechanism.
- The larger storage trailer features exterior T1-11 Plywood finish, which is not fire-resistant. According to current codes, a fire-resistant surface such as drywall would be required for storage areas.
- While smoke detectors are present, a fire sprinkler system is absent. Installation of a fire sprinkler system is advisable to protect stored files, as per current codes.
- An outdoor storage area for recovered bicycles is enclosed by chain link and slat fencing, in reasonable condition.

Museum & Cottage

- The museum, cottage, and changing room/outhouse are of historic significance and were relocated to the City Hall site.
- The Public Works Maintenance Division plans to tent the museum due to the discovery of termites.
- The museum lacks both a fire sprinkler system and an alarm system.
- Moss growth on the museum's roof is attributed to limited sun exposure, posing a threat to the shingles' integrity. Removal of the moss could further damage the shingles. There is no available information regarding past roofing work.
- Documentation regarding the placement of the cottage is unavailable in building records.
- The roofs of the museum, cottage, and changing room/outhouse are shaded by a redwood tree, leading to debris accumulation. Regular removal of debris is necessary to maintain the roofs, as debris buildup can lead to dry rot and attract vermin or insects around the buildings' bases.

Structural Considerations

- The buildings were originally build for different purposes and prior to current building code, so while an inspection of the existing foundation/structural building elements was beyond scope of this study it is likely that there are structural components that do not meet the level of structural strength that is needed to withstand a high water level flood or certain seismic events.
- The existing roof structure was not originally designed to support the HVAC equipment that has been placed on it. The weight of the equipment creates a deflection in the roof deck that holds water and prevents it from draining properly



- The current roof design does not allow for easy removal of debris from the surrounding trees, the debris collects and plugs the drains, and water will collect until the roof either structurally fails or starts to leak into the offices below.
- The building was built to its current configuration at different times. There are different building materials and styles that have been used that may create issues on how the building withstands a high seismic event. The Police Department area was built with CMU walls as is the first floor below City Hall. The second floor is wood framed and does not possess the strength that CMU walls have. Seismic review should be completed.

Floodplain

One critical concern facing the City is the location of its first responders, including the City's Police Department, within the floodway. In the event of a flood emergency, Capitola may be unable to respond at full capacity if City Hall and the Police Department are affected by flooding.

Any redevelopment within the floodplain must adhere to federal floodplain regulations and Chapter 15.20 of the Capitola Municipal Code. Essentially, new development must be designed to avoid altering the floodplain. A no-rise study would be mandatory for any future development plans. Residential usage is prohibited within the floodplain. Certification from a registered civil engineer or architect is required to ensure that any non-residential structure meets the floodproofing criteria outlined in CMC Section 15.20.160(C) (2). Additions to existing structures would be permitted in accordance with floodplain management standards.

The following information is from the 2005 City of Capitola Parking Garage and Housing Feasibility Study by RBF Consulting.

ENVIRONMENTAL SETTING

Vegetation and Hydrology

Because the site is largely covered with asphalt, there are no environmental features within the current surface parking lot. Surrounding the parking lot is relatively dense vegetation consisting of tall trees and an understory native and non-native vegetation. Trees include Eucalyptus, Coastal Live Oaks and Alders that surround virtually the entire property, providing a visual buffer between adjacent uses.

The northern edge of the lower parking lot is across the street from the Noble Gulch riparian corridor. Noble Gulch extends east to west through the lower parking lot. It is located underground in a 72-inch corrugated metal pipe. Storm water collected east of Monterey Avenue travels through this pipe, eventually discharging into Soquel Creek. Given the presence of Noble Gulch, most of the lower parking lot is located within a designated floodplain. The upper parking lot is not located within the floodplain.

Topography

Most of the lower parking lot is generally flat, with a gentle slope from east to west. The elevation of the main portion of the parking lot generally ranges from between 40 and 43 ½ feet above sea level (ASL). At the east entrance off Monterey Avenue, the roadway declines into property from elevation ~64.3 ASL to elevation ~50.0 ASL (nearly 15 feet)

before flattening out. Topography is also steeper along the western driveway to Capitola Road where the elevation drops by nearly 20 feet.

The slope between the upper parking lot and lower level (mobile home park) ranges from 50 to 60+ percent with an average change in elevation of about 20 feet. There is evidence of past instability, however, this instability is surficial involving the loose surface mantle and tree root area. To protect this instability, vegetation and retaining walls have been used. Several small retaining structures are present, particularly along the northern slope of the narrow roadway that provides access to Monterey Avenue

Soils

Three shallow exploratory boreholes were dug to a depth of 10 feet prior to construction of the parking lot (Haro, Kasunich & Associates, May 1984). The subsurface soil generally consists of dark brown silt to fine silty sand to approximately minus three feet. These materials are underlain by silty sand and/or clayey sand to the depths bored. No other soils reports are known to exist for the parking lot site. However, two nearby soil investigations are described below which provide a context for possible soil conditions on site.

James Reynolds analyzed subsurface soil conditions on the adjacent City Hall site in 1975 prior to redevelopment of the City Hall facilities. Underlying native soil stratum consists of medium dense clayey sands, which vary in thickness from six to eight feet. Below nine feet, a loose to medium dense stratum of blue-gray sand with clay binder material was encountered. At a depth of ~20 feet, a greenish-gray very dense clayey gravel with sand was encountered. The soil investigation determined that with the exception of an upper 12 to 18 inches of loose fill soils, the subsurface soils possessed adequate parameters to support the two-story city hall structures, assuming an adequate foundation, such as conventional spread footing structurally integrated with a thickened structural concrete slab-on-grade, was incorporated. The report also indicated that given the presence of loose subsoil materials located between depths of nine to 21 feet, there is a potential for liquefaction during period of strong seismic activity. Due to the depth and relatively thin interbedding of the loose soils, it was suggested that any resulting liquefaction would cause only vertical displacement or settlement and not rotational or shear failure.

A geotechnical investigation for a new single-family residence at 408 Pilgrim Drive (north of the lower parking lot) was prepared by Redwood Geotechnical Engineering in July 2002. Borings encountered about six to 12 inches of unconsolidated surficial topsoil; up to five feet of firm native clayey soil underlain by well-consolidated silty clay and silty sand. Ground water was encountered at depths of about 11 ½ and 18 feet below surface (corresponding to approximate topographic elevation EL = +1.0) and localized seepage was observed between 7 ½ and 8 ½ feet. According to the report, seasonal seepage is common in the site vicinity and may have a significant impact on site work and foundation excavation during or following winter storms.

The Santa Cruz County geologic hazard maps indicate that the site is located within a potential liquefaction hazard zone. For future planning and design of structures for this site, obtaining a site-specific geotechnical report is recommended. Foundation type will be dependent on soil conditions as well as structure type. Conventional spread footings may be appropriate for one or two level parking structures. Structures taller than two stories will likely require pile foundations. Piles would either be drilled or driven depending upon geotechnical engineer's recommendations.



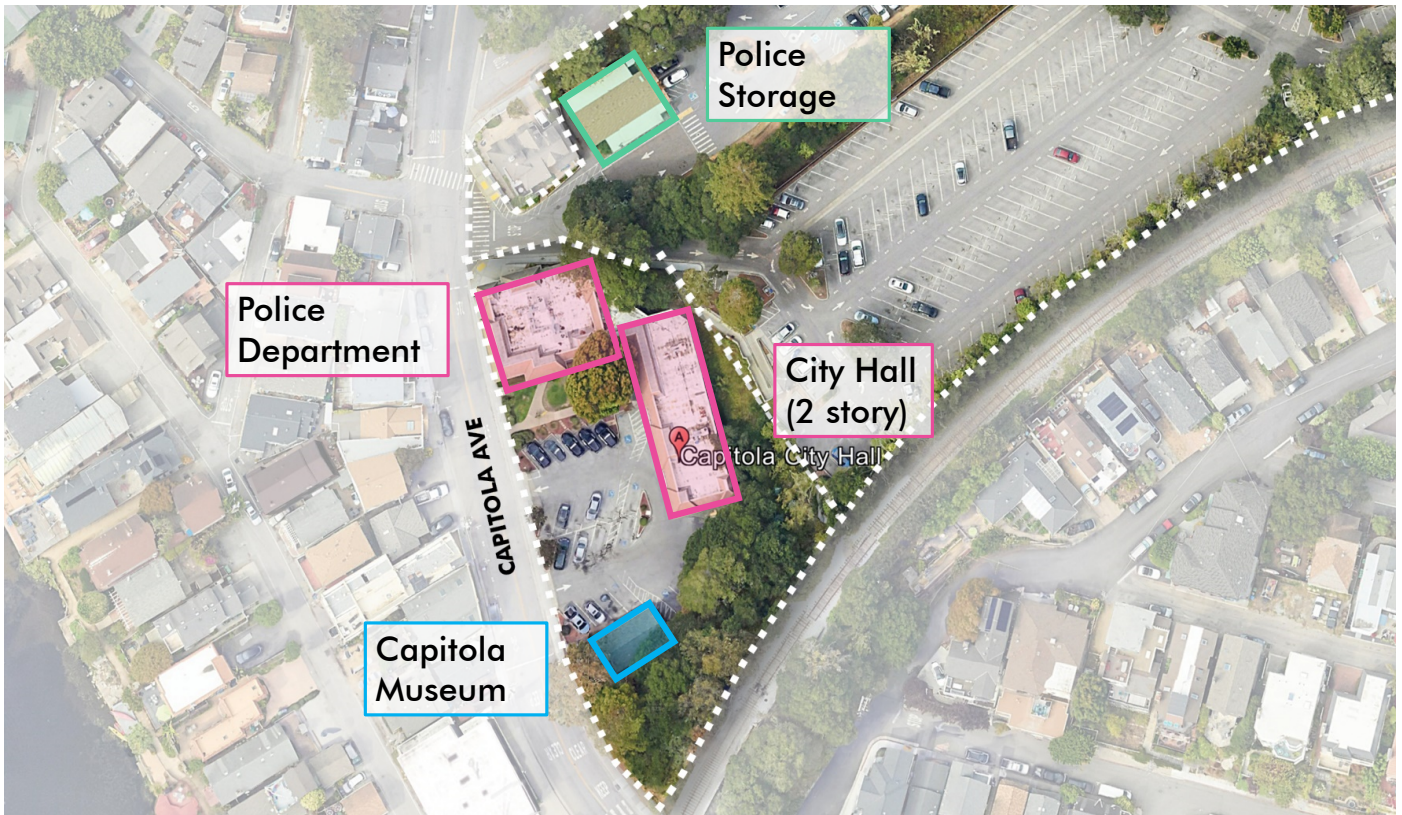
City Hall site map including the piece of land that extends back to include public parking for downtown Capitola. This site also encompasses police storage and the Capitola Museum.

WORK PLAN AND PARTICIPATION PLAN

Capitola’s City Hall building currently includes workstations and offices for five departments: City Administration, Public Works, Community Development, Finance, and Police. The current layout and size of the City Hall does not adequately house current employees, and cannot accommodate staff growth.

As part of the assessment process, Group 4 toured the City Hall building to confirm the City-provided floorplans and facility documents. Group 4 additionally examined the current utilization of each space and created bubble diagrams that were verified and confirmed by the Project Management Team to ensure that any completed analysis was based off of accurate department locations and needs.

In order for Group 4 to gather more detailed information, an online survey was distributed to the City’s department heads and staff. Department head interviews were then conducted to confirm survey responses and to give City employees an opportunity to elaborate on their personal workspace needs as well as overall department workspace needs.



ANALYSIS OF EXISTING OPERATIONS

The City Hall building has two stories and around 12,500 square feet. Presently, City Hall includes workstations for its 20 full-time employees and 1 part-time staff on the second floor as well as one staff office, a Community Room, Council Chambers, a lobby, a public restroom, and a mechanical room on its first floor.

The second floor of the City Hall building has a second public lobby that serves the Public Works, Finance, and Community Development departments. Additionally, there is a small conference room, copy room, storage room, and break room.

The first and second floors are accessible to each other by an exterior staircase and the break room and general storage rooms can be accessed by an exterior circulation path.



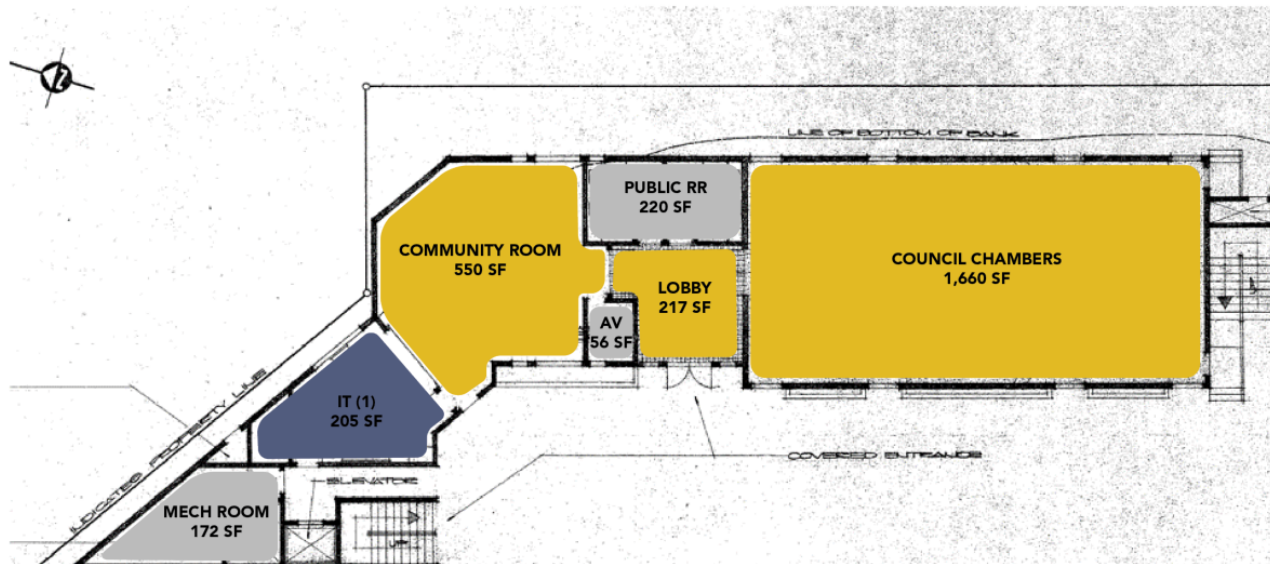
City Hall breakroom.

SPACE ANALYSIS & UTILIZATION

CITY HALL 1ST FLOOR

EXISTING CONDITIONS

CITY MANAGER
PUBLIC WORKS
COMMUNITY DEVELOPMENT
FINANCE
SHARED SPACES (MEETING, AMENITIES)
COMMUNITY SPACE
CITY HALL BLDG SUPPORT SPACES



PUBLIC SERVICE DESK/ LOBBY SPACE

The public service desk is on the second floor of City Hall and serves the Finance, Community Development, and Public Works departments. The service point is in the City Hall office lobby where the Customer Service Office Coordinator has a workspace. The service desk is small. The space can only accommodate one customer at a time and lacks technology such as a public computer for visitors to use. It is important that the service desk is nearby to the offices of the departments that it serves.

SHARED SPACES (MEETING, AMENITIES):

Conference Room: The staff conference room is located next to the public lobby and across from the Public Works Director’s private office. It is on the smaller side with 210 square feet but includes updated furniture and a large monitor for meeting use.

BREAK ROOM:

City Hall staff’s break room is on the second floor, but separated from the rest of the offices. To access the break room, staff leave through the public lobby to go outside and down the exterior circulation path. The break room is located next to the exterior stairs that connect the first and second floors.

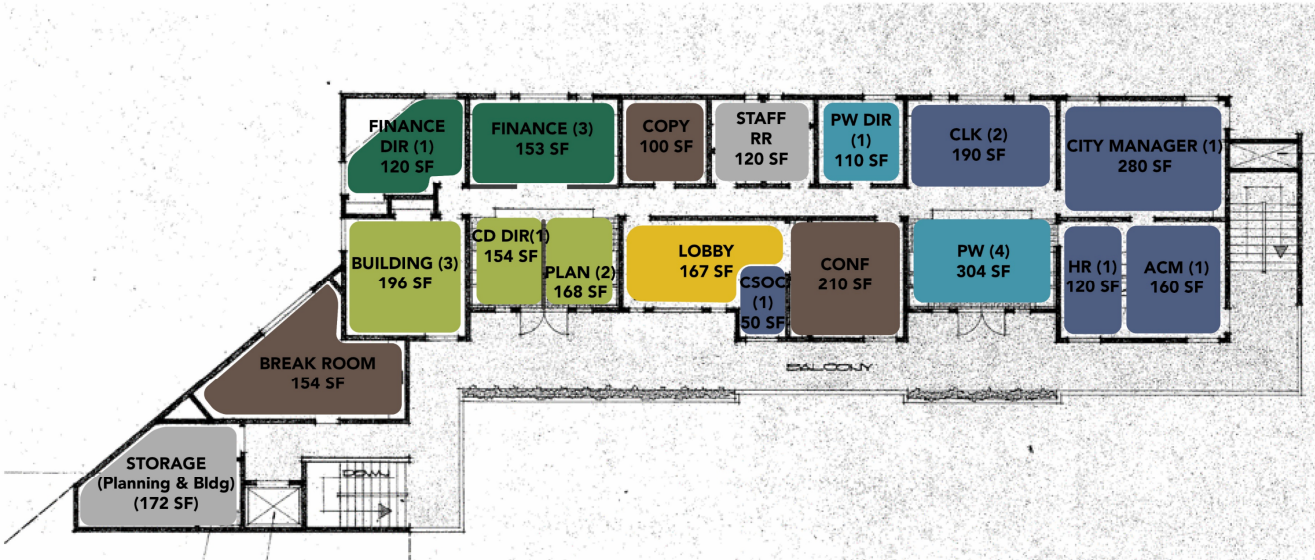
The room itself is small with only 155 square feet. The layout is awkward, and the room has a non-standard shape. It currently fits a small table, couch, and kitchenette. The breakroom has some maintenance needs, one of the most prominent being that a piece of glass from a slatted window is missing, which lets air flow freely into the space, creating a sometimes cold and unpleasant environment.

CAPITOLA CITY HALL FACILITY NEEDS ASSESSMENT – DRAFT

SPACE ANALYSIS & UTILIZATION

CITY HALL 2ND FLOOR

CITY MANAGER
PUBLIC WORKS
COMMUNITY DEVELOPMENT
FINANCE
SHARED SPACES (MEETING, AMENITIES)
COMMUNITY SPACE
CITY HALL BLDG SUPPORT SPACES



CITY ADMINISTRATION DEPARTMENT:

The City Administration Department has seven employees that include the City Manager, Assistant to the City Manager, Human Resources, IT, Customer Service Office Coordinator, City Clerk, and Deputy City Clerk. All the workspaces except for IT are on the second floor; IT workspace for one employee is located on the first floor adjacent to the Community Room.

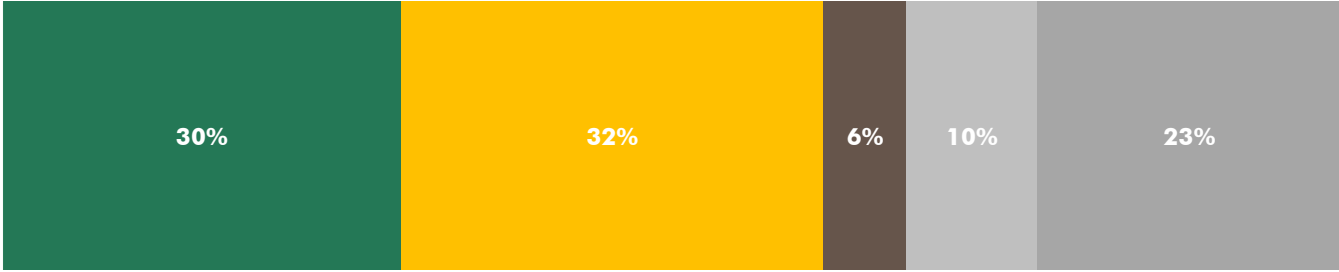
The City Manager has a large corner office that has a conference table and monitor as well as a large storage closet that is shared. This office is located next to the Assistant to the City Manager (ACM) and HR. In order to access the ACM office, staff must walk through the HR office, resulting in limited privacy and awkward circulation. The City Clerk and Deputy City Clerk have cubicles outside of the City Manager's office.

PUBLIC WORKS DEPARTMENT:

Public Works administrative staff consists of one Public Works Director and four Public Works staff members, one of whom is part time. The director has an individual office and the staff cubicle workspaces. This department is situated in adjacency to the City Administration workstations and across from the conference room. Public Works does not currently have a space to gather for a semi-private conversation or the abatement of noise from the rest of the staff.

It is important that Public Works workspaces remain close to the public service counters due to heavy daily interaction with the public.

CITY HALL UTILIZATION



■ Office Space	30%
■ Community Space	32%
■ Meeting & Staff Amenities	6%
■ Storage & Building Support	10%
■ Circulation	23%

The above chart shows the utilization of space in the City Hall building; the percentage of Office Space, Community Space, shared staff amenities, storage, and circulation.

COMMUNITY DEVELOPMENT DEPARTMENT:

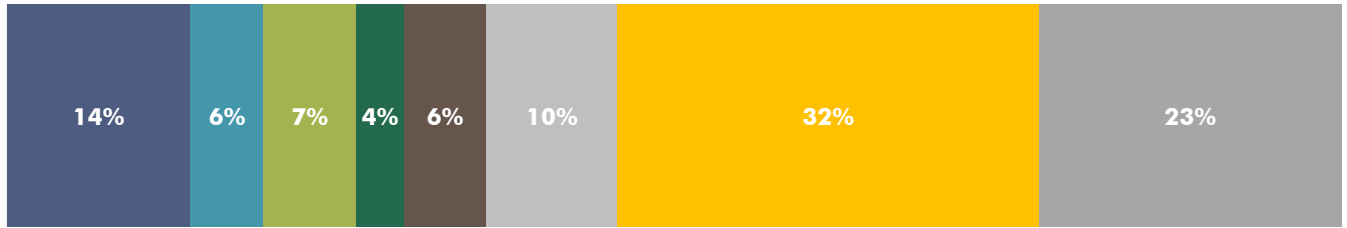
At the opposite end of the second floor workspaces, the Community Development Department has three offices. The Community Development Director has individual space, two Planning staff share an office, and three Building staff share another. These offices are located on either side of the Director’s office.

Currently the Planners’ office has one shared workspace to layout physical plans. The Building office, which is typically occupied by three employees, is also challenged with area to review full sized plans. Shared workspace located in the planning and building offices is beneficial for collaboration between team members. Additionally, the department offices lack storage space that meets the needs of the staff.

FINANCE

The Finance Department has two offices. One office is used solely by the Finance Director and is in the back corner of the building. The three Finance staff have workstations in the office next door. The space is too small for the three staff, but most importantly was not designed to be a closed-off space and therefore does not have a door, making sound mitigation and confidential payroll-related conversations difficult.

CITY HALL UTILIZATION



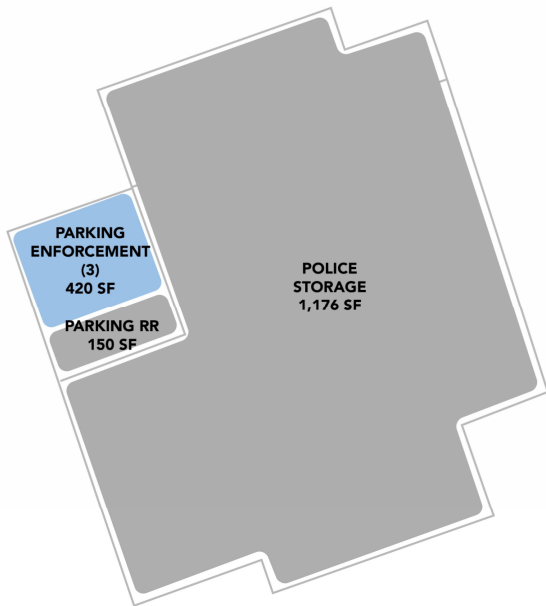
■ City Administration		14%
■ Public Works		6%
■ Community Development		7%
■ Finance		4%
■ Meeting & Staff Amenities		6%
■ Storage & Building Support		10%
■ Community Space		32%
■ Circulation		23%

Similar to the chart on the previous page, this chart shows the utilization of space in City Hall, but breaks the “office space” down even further, showing the percentage of space that is currently dedicated to each department.

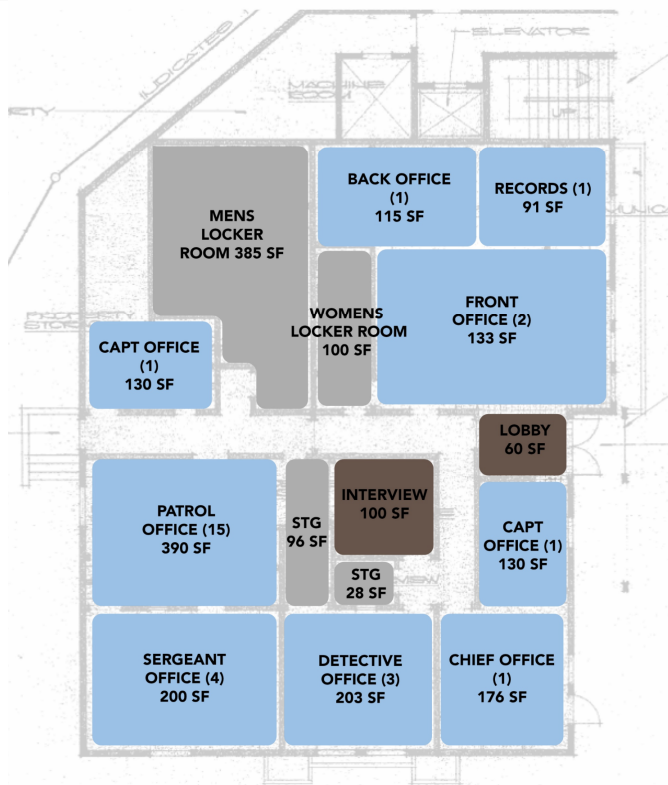
SPACE ANALYSIS & UTILIZATION

POLICE

POLICE OFFICES
SHARED SPACE
BUILDING SUPPORT



POLICE STORAGE



POLICE OFFICES AT CITY HALL

POLICE BUILDING:

The Police Department building is connected to City Hall and has one floor of office space, administration and public service desk areas, locker rooms, and interview spaces.

There are currently 32 Police Department staff that work out of the building, but due to the nature of Police work, many of the officers do not occupy an office or workspace in the building during the day and are out in the field. When they do come back to the station for breaks, they congregate in the Patrol Office. The Patrol Office is small and inadequate for the number of patrol officers that use it. The building is overcrowded and outdated. The building does not have secure parking for the squad cars, therefore they are accessible to the public.

The Police Department employees have outgrown the current facility both with number of staff and amount of storage. Police storage is located in a separate building that is separated by a public parking lot from the Station. The storage building is a small, portable unit that is mostly dedicated to police storage, but holds workstations for the Parking Enforcement staff members.

What works well for the Department is the proximity to City Hall and a staging area outside for press conferences and other announcements to the public.

ANALYSIS FINDINGS: CURRENT CITY HALL BUILDING ISSUES

The analysis of the City Hall's existing conditions resulted in a list of major building improvements and issues that should be addressed. See this list below:

- Lack of space and modern accommodations for all staff
- Staff breakroom is uncomfortable and small
- Public service counter and lobby size is too small and not welcoming
- Located within the flood plain
- Roof leaks for entire building
- Inadequate air circulation & HVAC for entire building

ANALYSIS FINDINGS: CURRENT POLICE DEPARTMENT BUILDING ISSUES

The analysis of the Capitola's Police Station existing conditions resulted in a list of major building improvements and issues that should be addressed. See this list below:

- Inadequate locker rooms with lack of privacy; not meeting requirements
- No staff break room
- Public service counter and lobby size is too small and not welcoming
- Lacking dedicated meeting rooms that are separate from staff workspace
- Emergency responders' facility located within floor plain

ANALYSIS FINDINGS: CITY HALL AND POLICE STAFF EFFICIENCY

The City Hall and Police Station analysis additionally helped to determine which aspects of the building should be improved to better staff efficiency. The list is detailed below:


- Physical layout of departments and staff could be improved
- Lack of department collaboration spaces and conference space
- Separated police storage
- Police cars parked in public lot
- Office for museum curator could be moved to City Hall

STAFF SURVEY SUMMARY

Staff surveys were distributed to City Hall and Police staff to provide their opinions about their current workspaces. The survey asked questions about adjacencies to other departments, the type and condition of their work and shared spaces, and information about their work days in order to determine needs of the staff.




75% are on a video conference call for 1-2 hours each



70% Interact with the public at the service counter




68% have a shared office workspace



49% interact with the public frequently daily

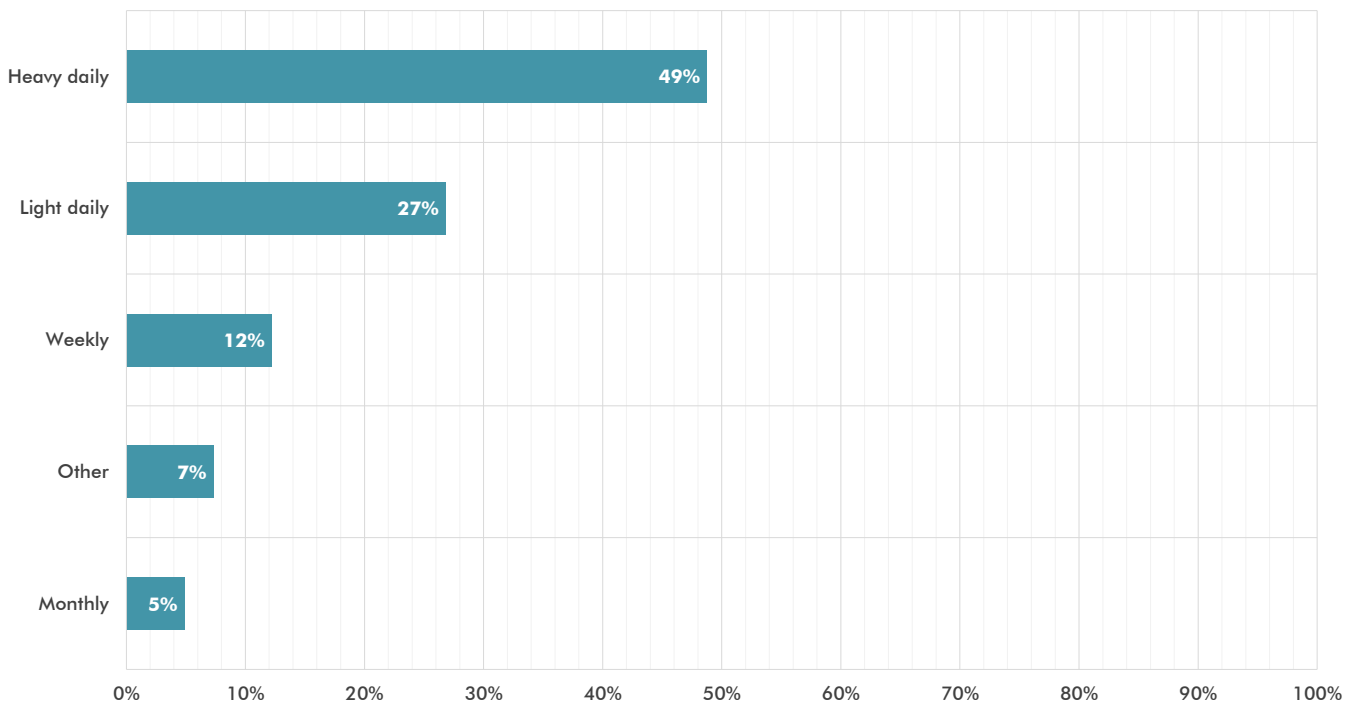


50% are at their workstations for 6-8 hours a day

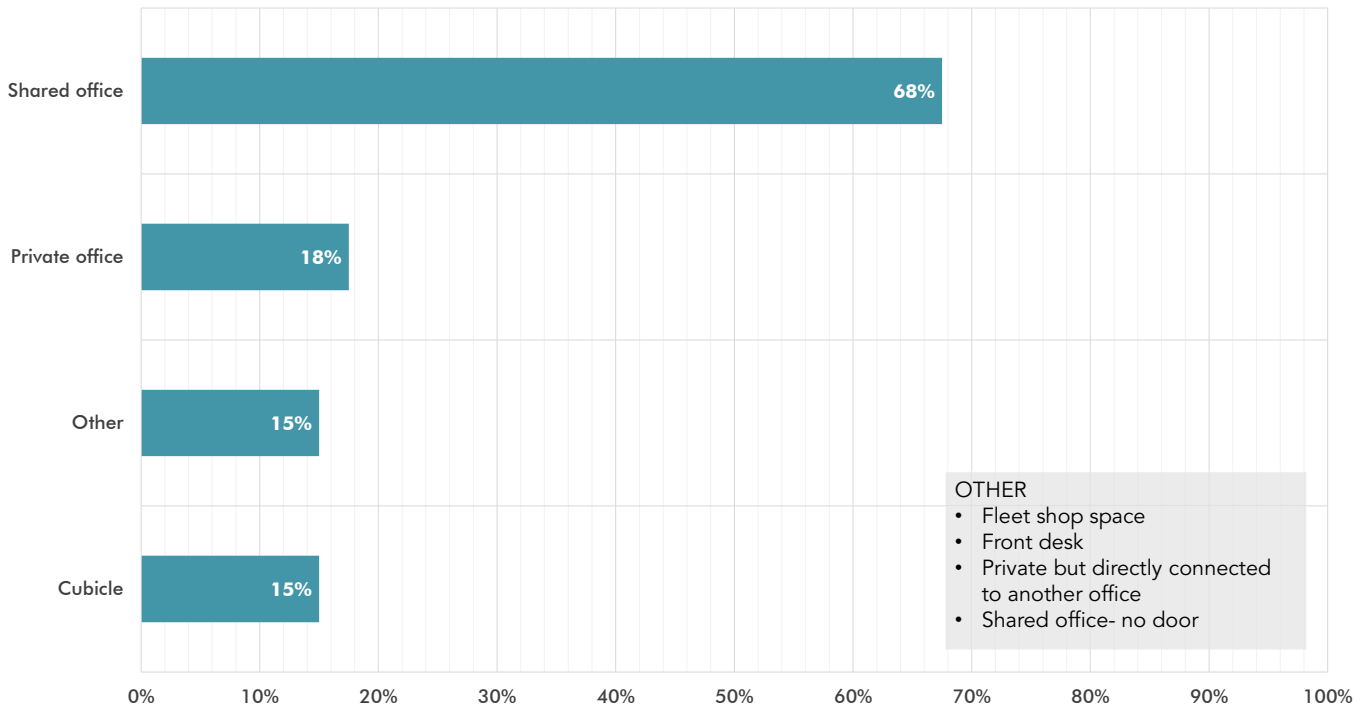


68% describe their workspace as outdated

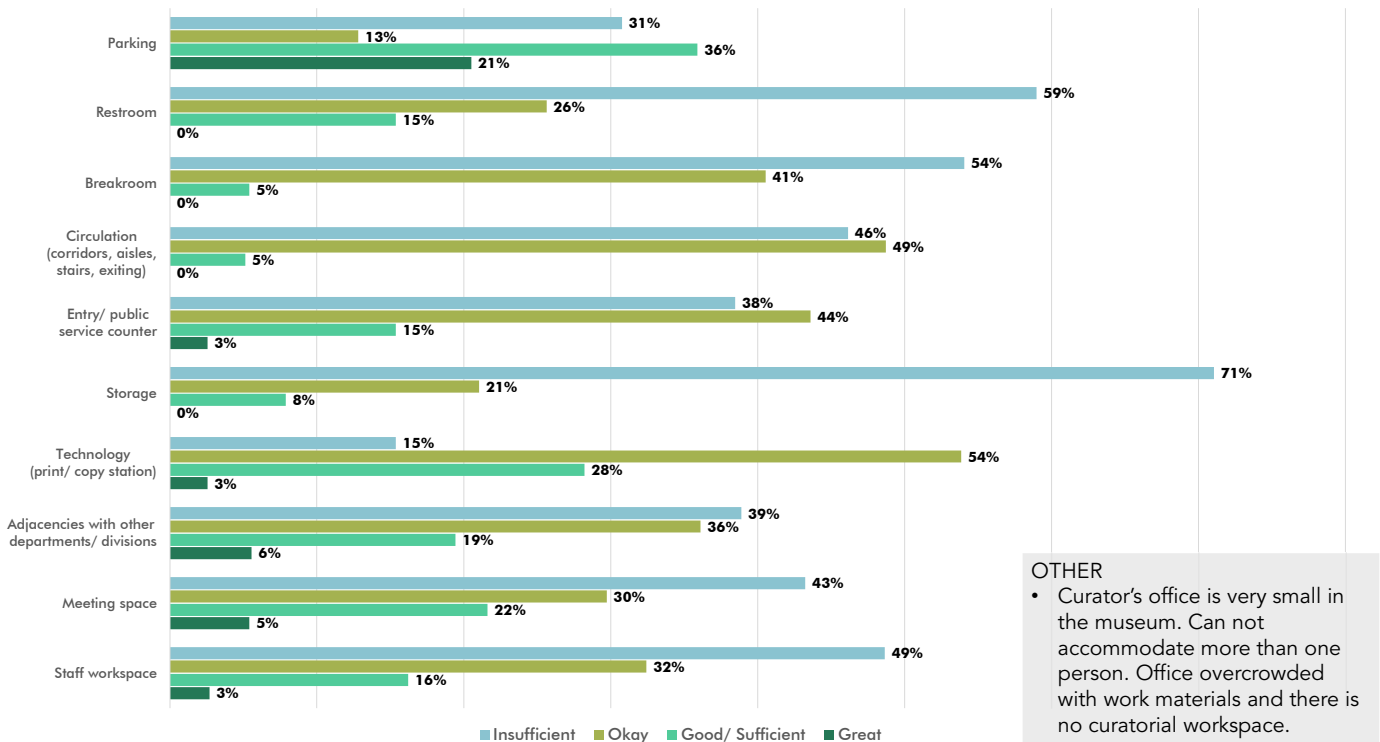
How frequent is your in-office interaction with the public?



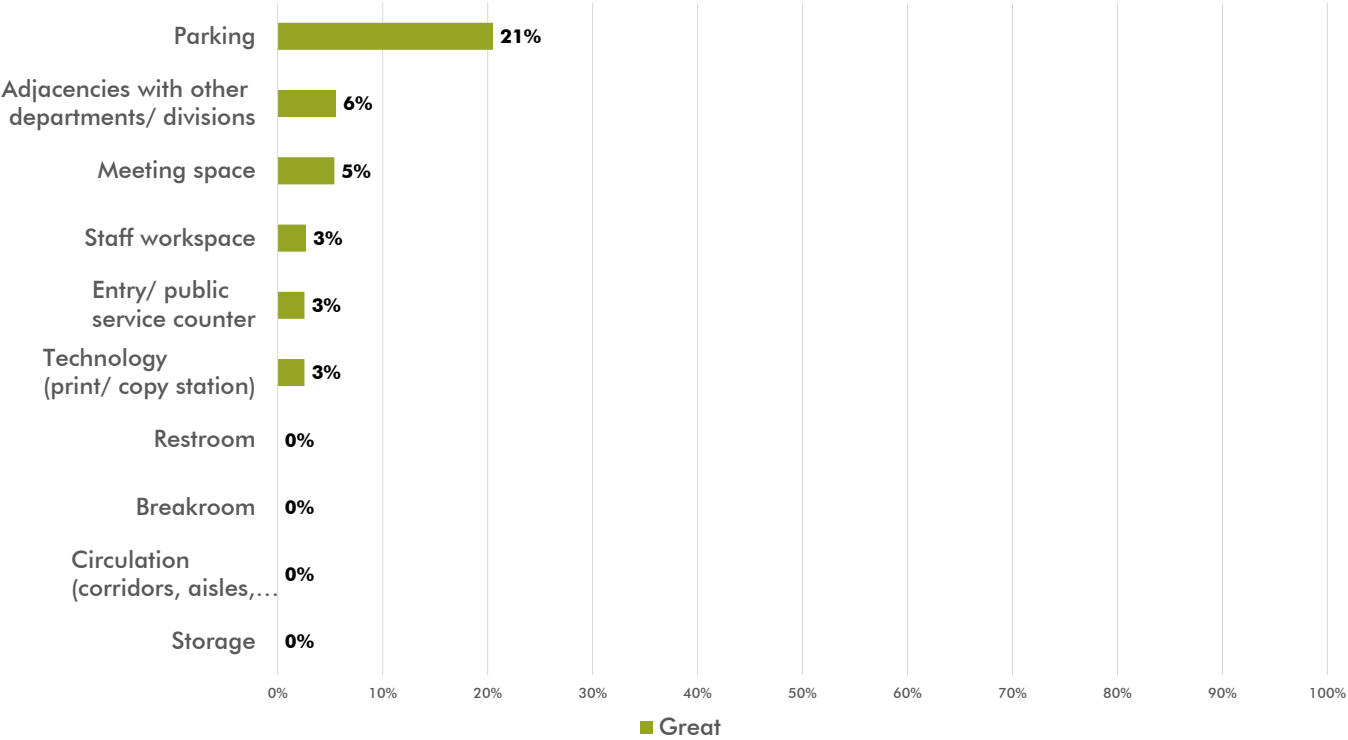
Please describe your workspace:



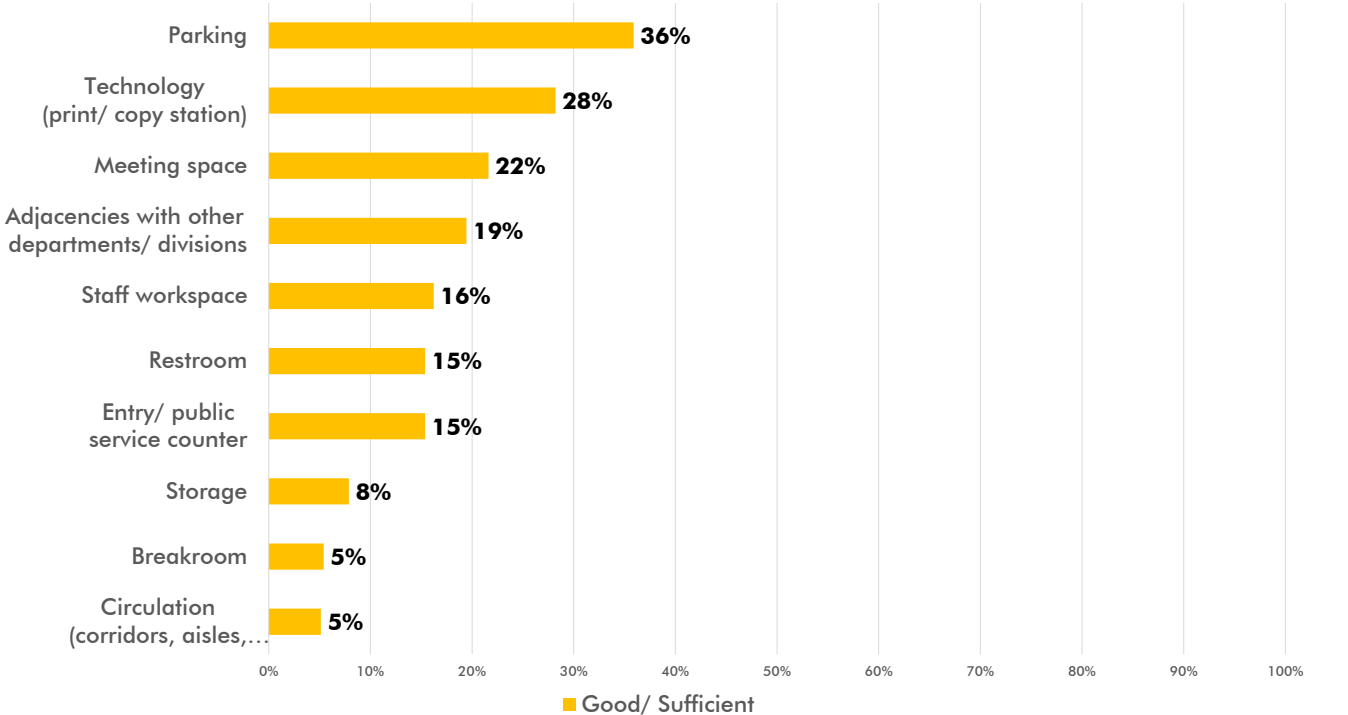
Please indicate the condition of each area within City Hall as applicable:



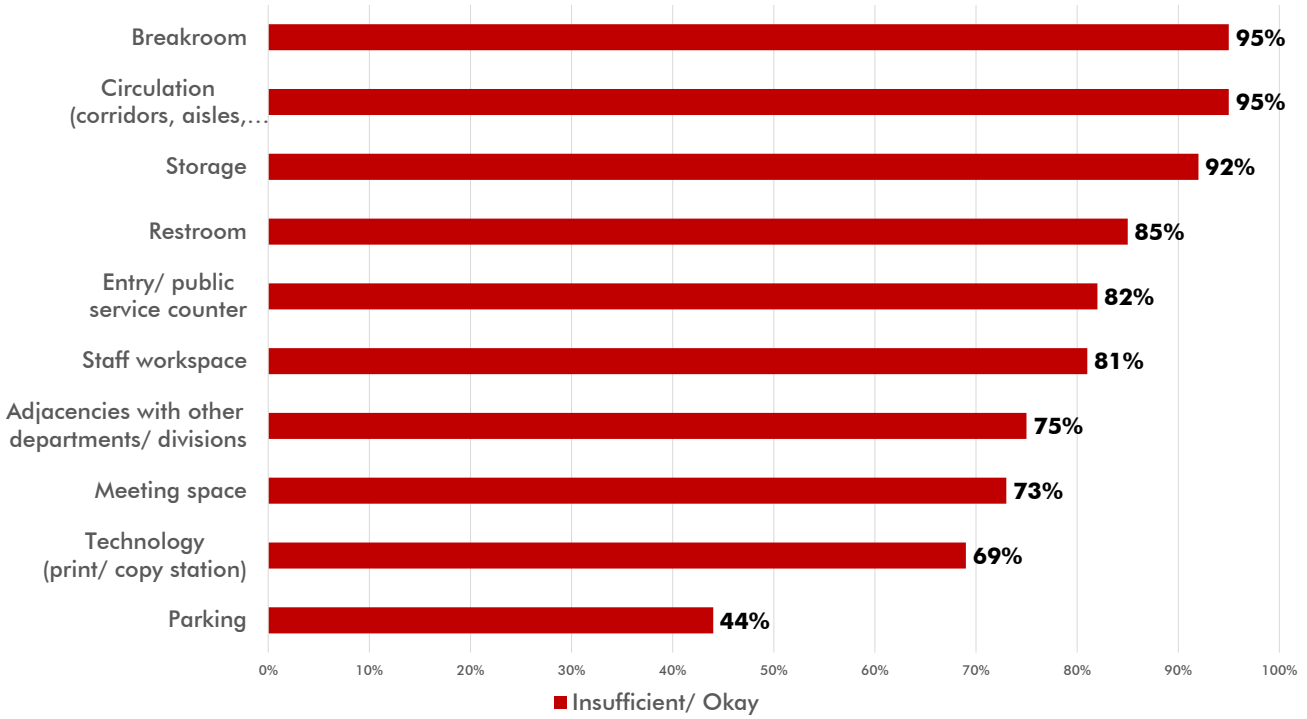
Please indicate the condition of each area within City Hall as applicable: **Great**



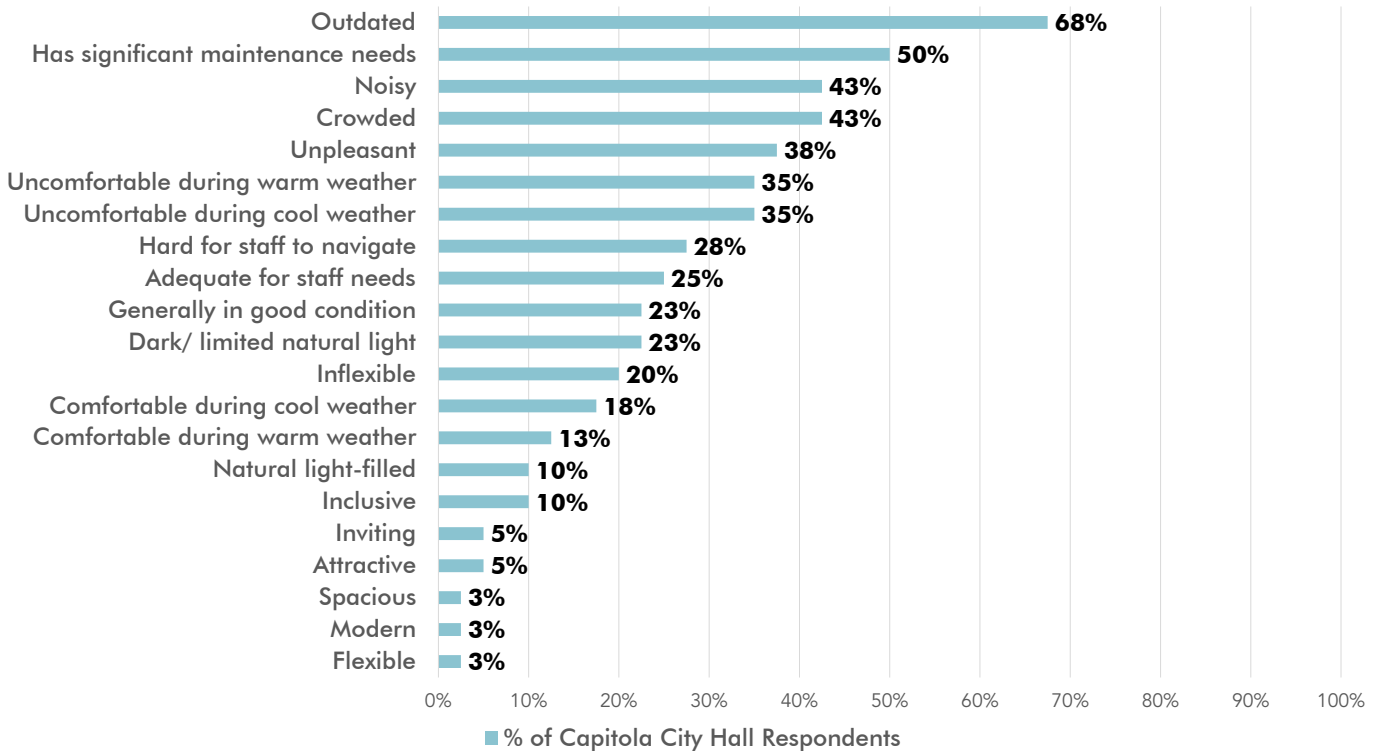
Please indicate the condition of each area within City Hall as applicable: **Good/ Sufficient**



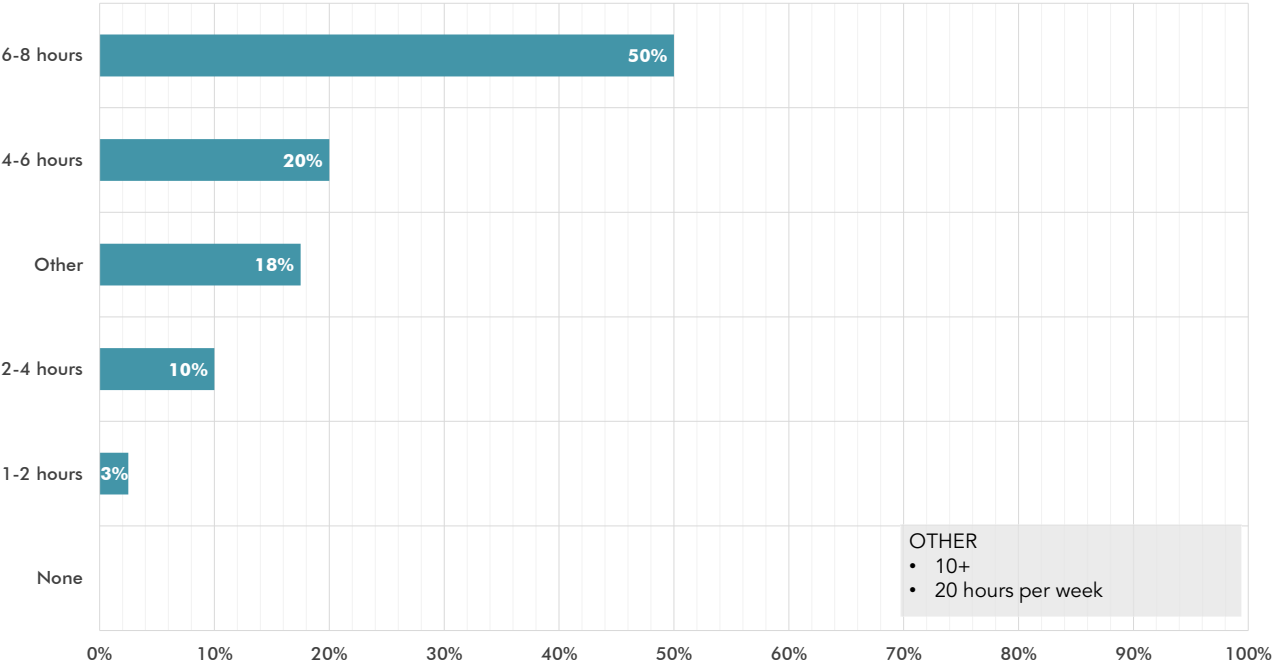
Please indicate the condition of each area within City Hall as applicable: **Insufficient/ Okay**



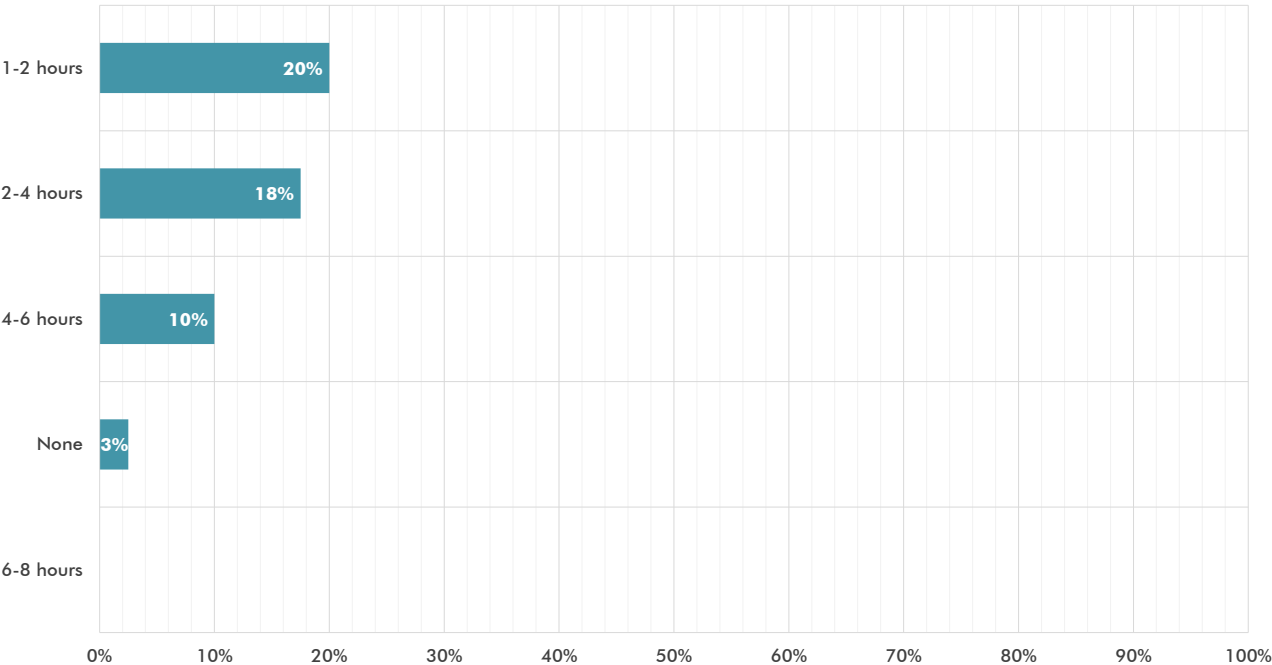
How would you describe your current workspace?



On average, how many hours do you work at your workstation per day?



On average, how many hours do you spend per day on the phone or on video conference meetings at your workstation?





PROJECTIONS + NEEDS

Transferable
2024

CAPITOLA CITY HALL

BUILDING PROGRAM

Space	CURRENT STAFF				CURRENT SPACE	
	City Hall		Other Locations		SF	SF/person
	FTE	Part Time Seasonal	FTE	Part Time Seasonal		
1. CITY ADMINISTRATION						
2.01 City Manager	1				280	280
2.02 Assistant to the City Manager	1				160	160
2.03 Human Resources	1				120	120
2.04 City Clerk Staff	2				190	95
2.05 Customer Service Office Coordinator	1				80	80
2.06 Information Technology (IT)		0.5			205	102.5
2.07 Museum Curator				0.5	100	100
2.08 Intern						
City Administration Total:	6	0.5	0	0.5	1,135	175
2. PUBLIC WORKS						
2.01 Public Works Director	1				110	110
2.02 Public Works Staff	3	0.5			304	87
Public Works Total:	4	0.5	0	0	414	92
3. COMMUNITY DEVELOPMENT						
3.01 Community Development Director	1				154	154
3.02 Planning Staff	2				168	84
3.03 Building Staff	3				196	65
Community Development Total:	6	0	0	0	518	86
4. FINANCE						
4.01 Finance Director	1				120	120
4.02 Finance Staff	3				153	51
Finance Total:	4	0	0	0	273	61
CITY HALL SUBTOTAL	20	1	0	0.5	2340	111

Current Space Use
111
SF/Staff

Industry Standard
150
SF/Staff

CITY HALL STAFF + SPACE NEEDS

After reviewing existing layouts, staff and department head surveys, and interview responses, Group 4 along with the PMT, developed a space needs program. These spreadsheets show City Hall’s current and future full-time employees (FTEs), amount of square footage for each employee. These numbers were presented to the City of Capitola and adjusted as necessary throughout the duration of this project step.

METHODOLOGY AND PLANNING STANDARDS

The “Current Space Use” number is determined by using usable square feet and dividing that by the amount of staff occupying a space (square feet per capita). This number is used as a metric to determine whether enough square feet are being provided to each staff member for an adequate workspace. The standard for workplace planning is 150 square feet per staff member. As seen in the green circle above, Capitola’s City Hall currently has 111 sf/ staff. This means that the current workspaces are too small for the amount of staff in the building.

CAPITOLA CITY HALL							
BUILDING PROGRAM							
Space	CURRENT STAFF			CURRENT SPACE			
	City Hall	Other Locations		SF	SF/person		
5. MEETING & STAFF AMENITIES							
6.01	Staff Conference Room					210	
6.02	Copy Room					100	
6.03	Break Room					154	
Meeting and Staff Amenities Total:						464	
6. CITY HALL STORAGE & BUILDING SUPPORT SPACES							
6.01	2nd Story Restrooms					120	
6.02	Storage/ Bldg & Planning Records Room					172	
6.03	Mechanical Room					172	
6.04	Public Restrooms					220	
6.05	Parking Enforcement Restroom					150	
6.06	AV					56	
6.07	Circulation					1706	
Storage and Building Support Spaces Total:						2,596	
7. COMMUNITY SPACE							
7.01	Upstairs Lobby					167	
7.02	Community Room					550	
7.03	Council Chambers					1660	
Community Space Total:						2,377	
CITY HALL TOTAL		20	1	0	0.5	7777	111

CAPITOLA CITY HALL							
BUILDING PROGRAM							
Space	CURRENT STAFF			CURRENT SPACE			
	City Hall	Other Locations		SF	SF/person		
1. POLICE							
1.01	Police Chief	1				176	176
1.02	Police Captain	2				260	130
1.03	Police Staff (Front and Back Offices)	3				297	99
1.04	Patrol Staff (plus 2 community service officers)	15				390	26
1.05	Records Supervisor	1				91	91
1.06	Sergeant	4				200	50
1.07	Detective Staff	3				203	68
1.08	Parking Enforcement Staff	3				420	140
Police Total:		32	0	0	0	2037	64
2. POLICE STORAGE & BUILDING SUPPORT SPACES							
2.01	Police Interview Room					100	
2.02	Police Men's Locker Room					380	
2.03	Police Women's Locker Room					236	
2.04	Parking Restroom					150	
2.05	Police Lobby					60	
2.06	Police Storage					124	
2.07	Police Storage- trailer					1176	
2.08	Circulation					290	
Storage and Building Support Spaces Total:						2,516	
POLICE SUBTOTAL		32	0	0	0	4553	64



CITY HALL CURRENT VS NEW SPACE UTILIZATION*

Current Space Utilization

I/OWNED	WE/SHARED	NON-OCCUPIABLE	
42%	9%	14%	35%
Office Space	Meeting Room & Amenities	Storage & Bldg. Support	Lobby & Circulation

Future Space Utilization

I/OWNED	WE/SHARED	NON-OCCUPIABLE	
50%	15%	10%	25%
Office Space	Meeting Room & Amenities	Storage & Bldg. Support	Lobby & Circulation

* Excluding Community Room and Council Chambers

Current Vs. New Space Utilization

In the above diagram, both the "current" and "future" space utilizations for the City Hall building are shown. Currently, 42% of square footage is dedicated to office space, 9% to meeting rooms and staff amenities, 14% to storage and building support, and 35% to the lobby and circulation. These percentages show that the existing layout is slightly inefficient.

Typically, a lobby and building circulation will ideally only occupy 25% of space based on office space planning standards. Shown in the future space utilization, circulation will reflect this, and also increase the percentages of office space as well as meeting room and amenities. Storage and building support will decrease slightly to give square footage to occupiable spaces.

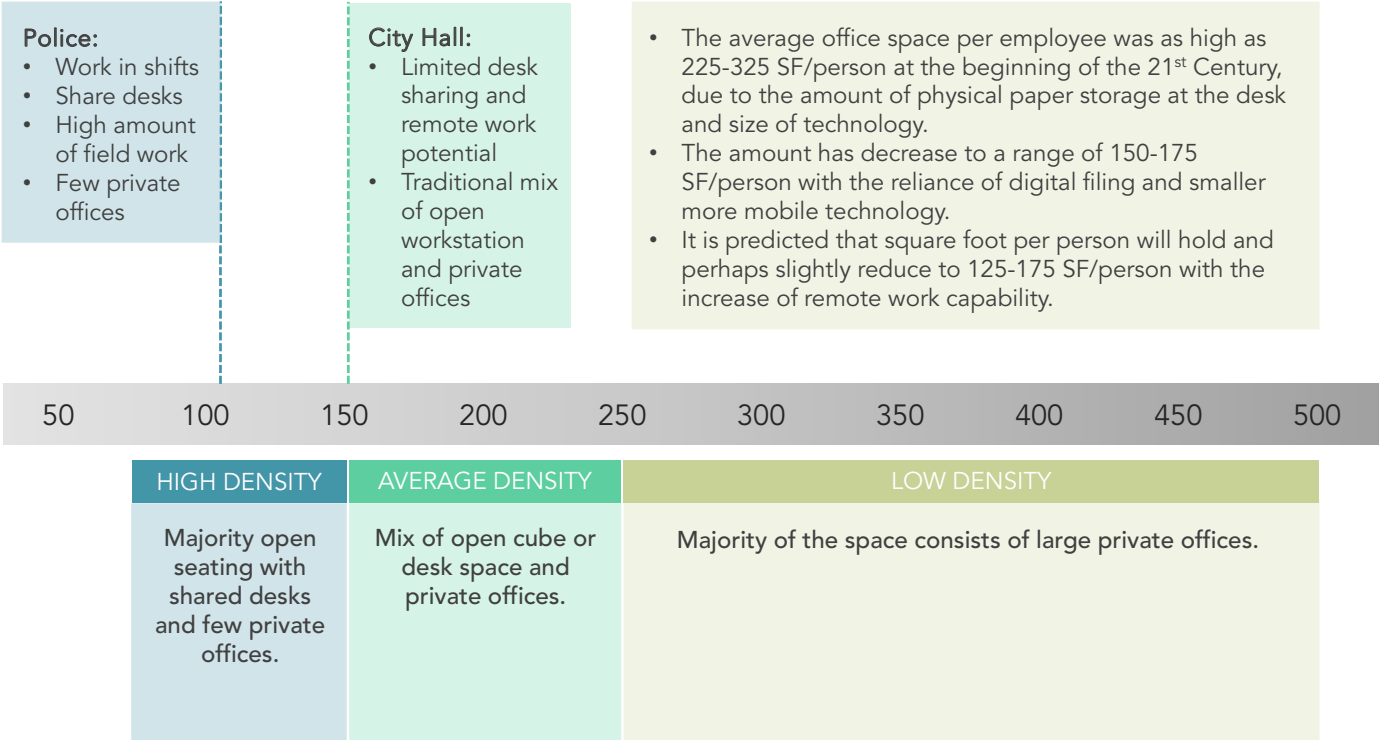
Industry Planning Standards

Industry planning standards help to identify ideal staff density in an office layout. There are several variables that dictate staff density such as remote work, desk sharing, and number of private offices needed. Because the Capitola Police work in shifts, share desks, and have work that brings them out in the field, less square footage is needed per staff member. The City Hall offices require a lower average density due to the fact that most employees are in the office every day and several staff require individual offices. Please see page 39 for further information.

Best Practices for Workplaces

Shown on page 39 are some best practices for modern workplaces. Collaborative workspace, lockers, group conference space, break hubs, efficient public service lobbies, and workplace mobility are just a few that can be implemented in the City Hall and Police Station to improve work environments.

INDUSTRY PLANNING STANDARDS



BEST PRACTICES FOR WORKPLACES



COLLABORATIVE WORKPLACE



LOCKER ROOM



GROUP CONFERENCE



COMMUNITY SPACE



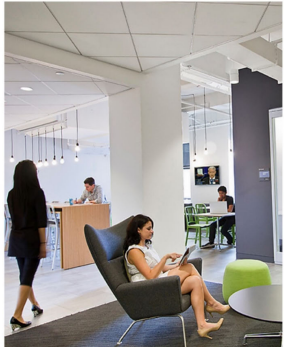
THE HUB (BREAK ROOM)



LOBBY



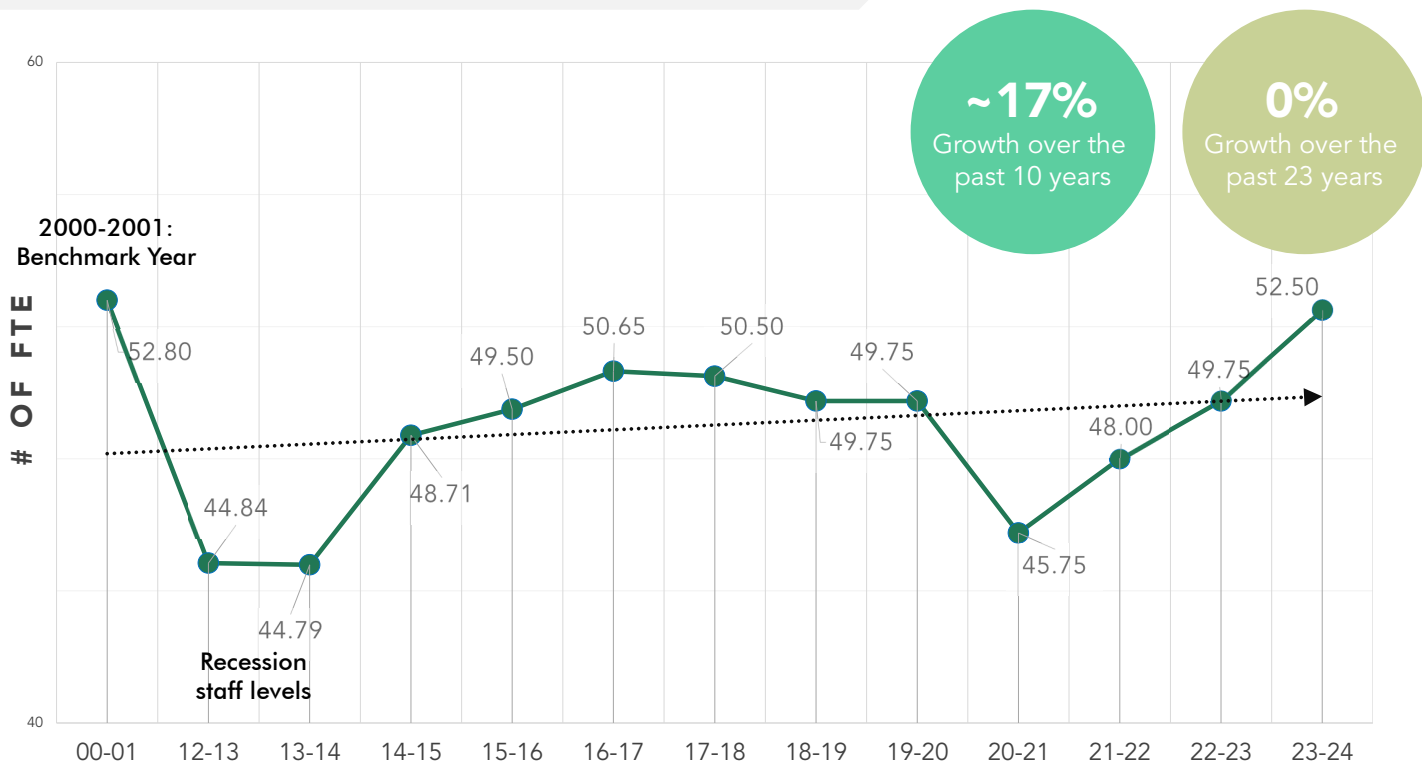
SMALL FOOTPRINT



WORKPLACE MOBILITY

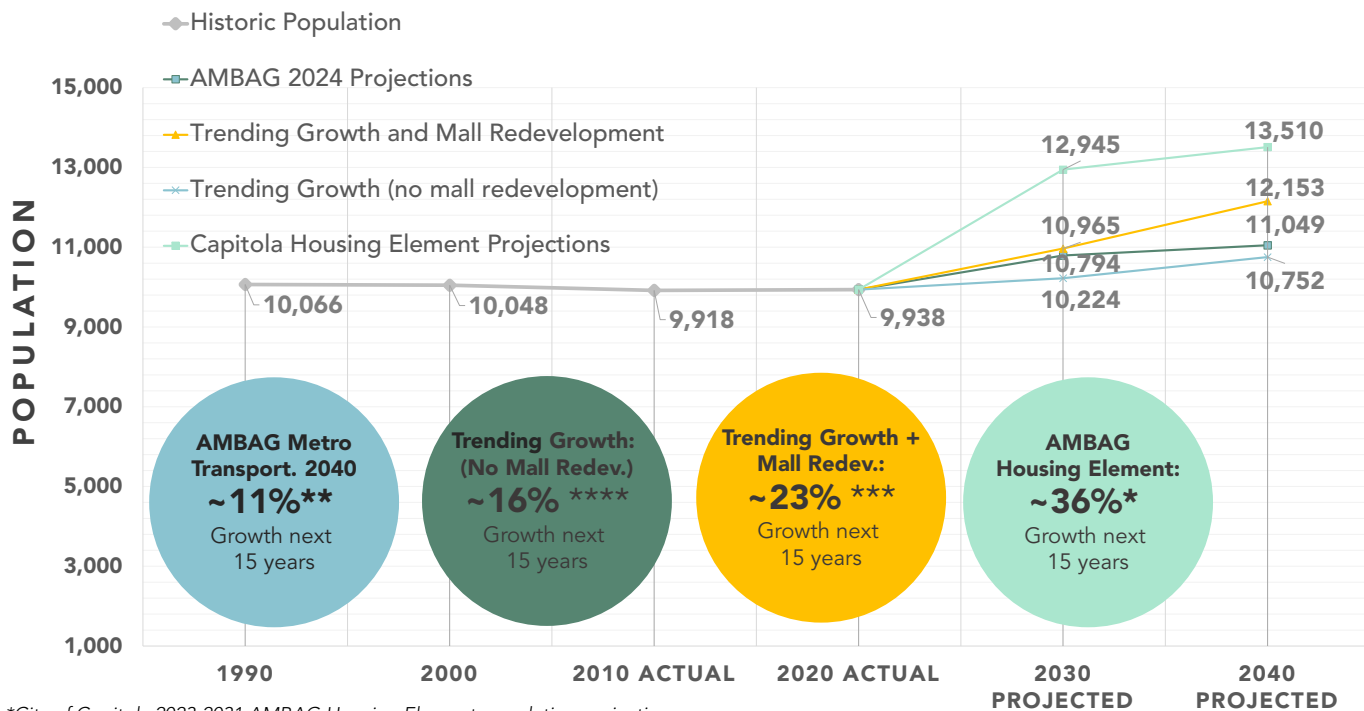
METRICS

CITY HALL FTE STAFF



METRICS

CAPITOLA POPULATION

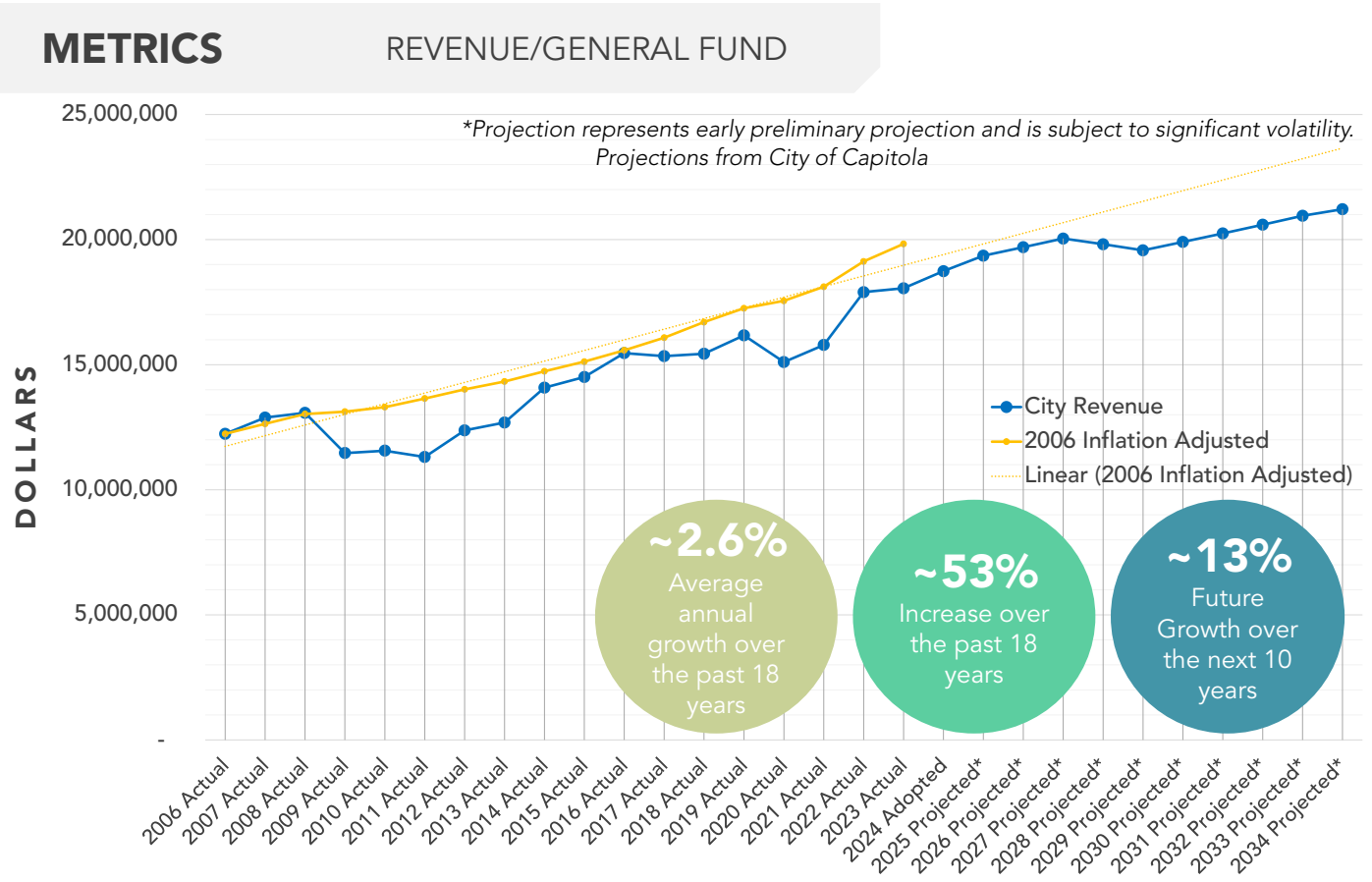


*City of Capitola 2023-2031 AMBAG Housing Element population projections

**AMBAG Metropolitan Transportation Plan population projections.

***City calculations based on trending growth plus mall redevelopment:
 2030: 467 new units X 2.2 people per unit = +1,027 people
 2040: 540 new units X 2.2 people per unit = +1,188 people

**** City calculation based on trending growth with no mall redevelopment:
 2030: 130 new units X 2.2 people per unit = +286 people
 2040: 240 new units X 2.2 people per unit = +528 people



PROJECTION METRICS

As part of the project projections for the City Hall, three metrics for Capitola were projected out 10-15 years; full-time (equivalent) City employees, Capitola’s population, and the City’s general fund/ revenue. These three metrics help the City’s administrative team determine future staffing and City needs. These projections were determined through close work between the PMT and Group 4 during project meetings.

DRAFT SPACE NEEDS

The following three charts show the draft space needs for the City Hall and Police individually on page 38, and then together above. These needs were determined using office space planning standards to determine target growth. With 10%, 15%, and 20% growth, the needed square footage is shown and then divided by office space, community space, and shared staff amenity space.

Additionally, the first row in the space needs charts show the existing usable square feet per staff, and the second rows show the calculation for the "right size", the correct amount of office space if City Hall and Police maintained the number of staff they have now.

DRAFT SPACE NEEDS – CITY HALL

Growth	Community Space & Council Chambers	Office Needs	Mtg Rm, Amenities, Support, Lobby & Circulation	TOTAL CITY HALL SPACE NEEDS
Existing	2,400 SF	2,340 SF (at 111 SF/Staff)	3,060 SF	7,800 SF
Right Sized	2,500 SF*	3,150 SF (at 150 SF/Staff)	3,150 SF*	8,800 SF
10% Growth	2,600 SF	3,450 SF	3,450 SF	9,500 SF
15% Growth	2,700 SF	3,600 SF	3,600 SF	9,900 SF
20% Growth	2,800 SF	3,750 SF	3,750 SF	10,300 SF

TARGET

* Improve efficiency with a more flexible layout to accommodate a higher occupancy in lobby, meeting rooms and amenities

DRAFT SPACE NEEDS - POLICE

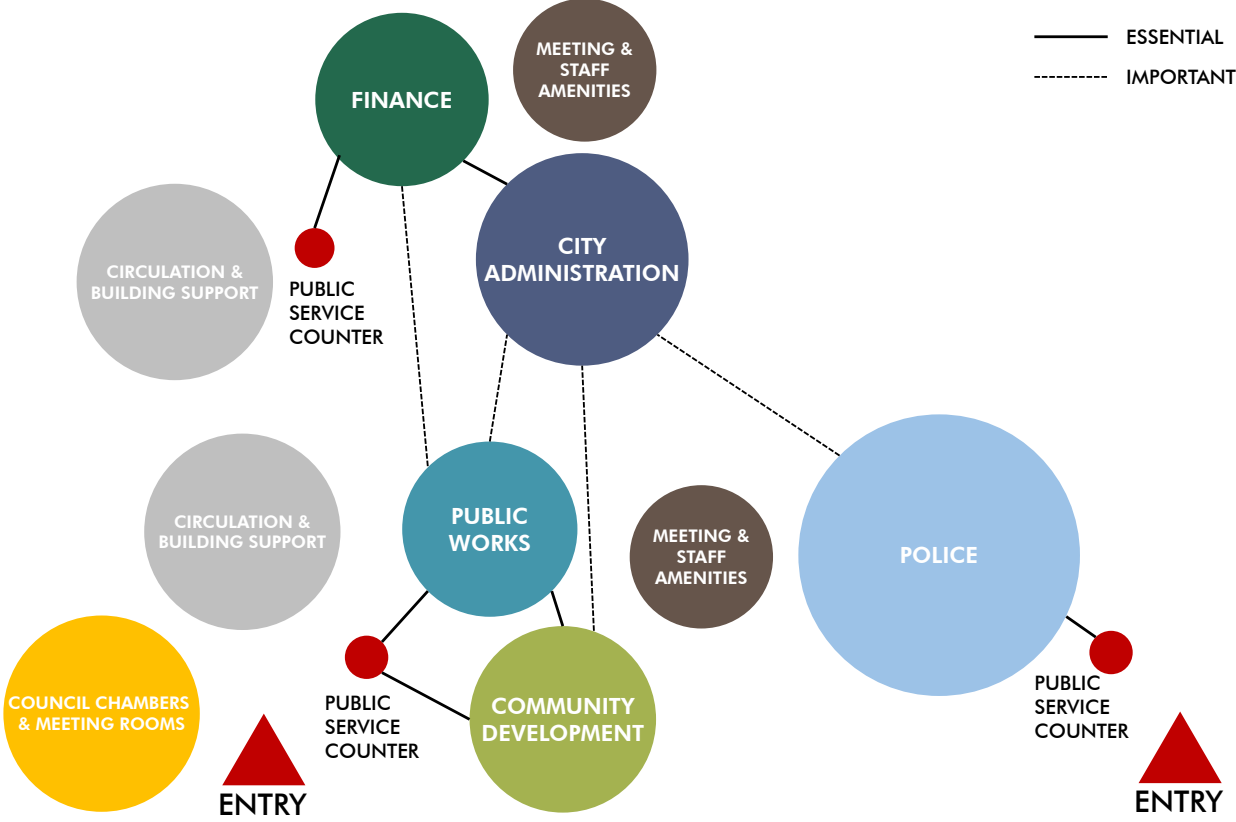
Growth	Community Space	Office Needs	Mtg Rm, Amenities, Support, Lobby & Circulation	TOTAL POLICE SPACE NEEDS
Existing	0 SF	2,040 SF (at 64 SF/Staff)	2,520 SF	4,560 SF
Right Sized	0 SF	3,200 SF (at 100 SF/ Staff)	3,200 SF*	6,400 SF
TARGET 10% Growth	0 SF	3,500 SF	3,500 SF	7,000 SF
15% Growth	0 SF	3,650 SF	3,650 SF	7,300 SF
20% Growth	0 SF	3,800 SF	3,800 SF	7,600 SF

* Additional space for lobby, meeting rooms, break room and locker rooms.

DRAFT SPACE NEEDS - TOTAL

Growth	Community Space & Council Chambers	Office Needs	Mtg Rm, Amenities, Support, Lobby & Circulation	TOTAL CITY HALL + POLICE SPACE NEEDS
Existing	2,400 SF	4,380 SF	5,580 SF	12,360 SF
Right Size	2,500 SF	6,350 SF	6,350 SF	15,200 SF
TARGET 10% Growth	2,600 SF	6,950 SF	6,950 SF	16,500 SF
15% Growth	2,700 SF	7,250 SF	7,250 SF	17,200 SF
20% Growth	2,800 SF	7,550 SF	7,550 SF	17,900 SF

DEPARTMENT ADJACENCIES



DEPARTMENT ADJACENCIES

Departments function best when they are within close proximity to other departments that they work closely with to complete their work. Above, the ideal department adjacencies are shown.

Ideally, City Hall and Police would have several public service counters. Some departments have essential adjacencies, and some are labeled as important, meaning that they should be closeby, but it's not imperative that they are placed next to eachother. Each area needs to have circulation and building support space as well as meeting and staff amenities in addition to staff workspaces.



SUMMARY + NEXT STEPS



KEY POINTS

Looking to the future growth and evolution for the City of Capitola, its civic infrastructure continues to be a high priority as the City Hall and Police Department prepare for the next 20 years of community service and governance. This facility space needs assessment serves an important function and addresses the City’s various space needs and current conditions.

Alongside the Project Management Team comprised of Capitola city department heads, Group 4 took a deep dive into examining City Hall and Police Station existing conditions, population and staff projections, industry space standards, and staff survey findings. These findings paint a picture of the issues that face these existing buildings and create understanding that informs future decision-making and planning.

This report’s findings show several areas in need of improvement: the inadequacies of current City Hall and Police Department staff workspaces as well as the poor condition of these buildings and environmental concerns. Because City Hall has functionality and resilience issues currently, it’s important to look to the future and plan for growth and modern office needs.

The key findings from this assessment are detailed on the following page.

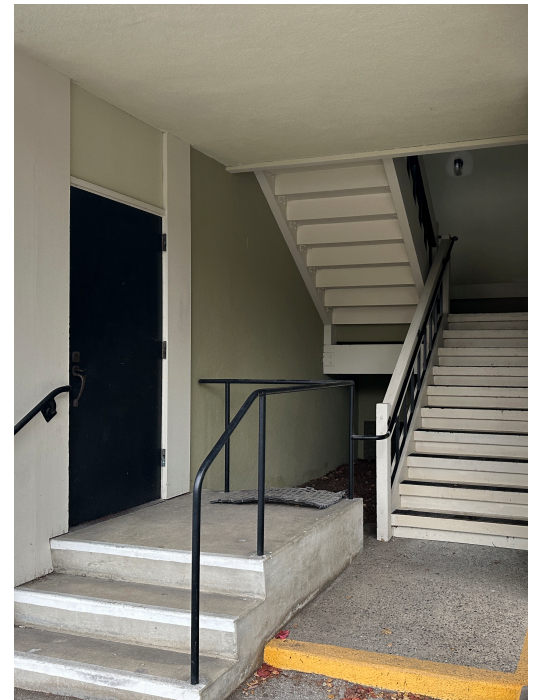
BUILDING CONDITIONS

- City Hall and Police Stations are built in a flood plain.
- Staff survey results show inadequacy with the City Hall staff workspaces; examples include lack of space, poor building conditions, and inadequate space to assist the public with daily requests.
- Based on the existing conditions report, the building is nearing its end of life and plans should be made for either an extensive full building renovation or new construction.



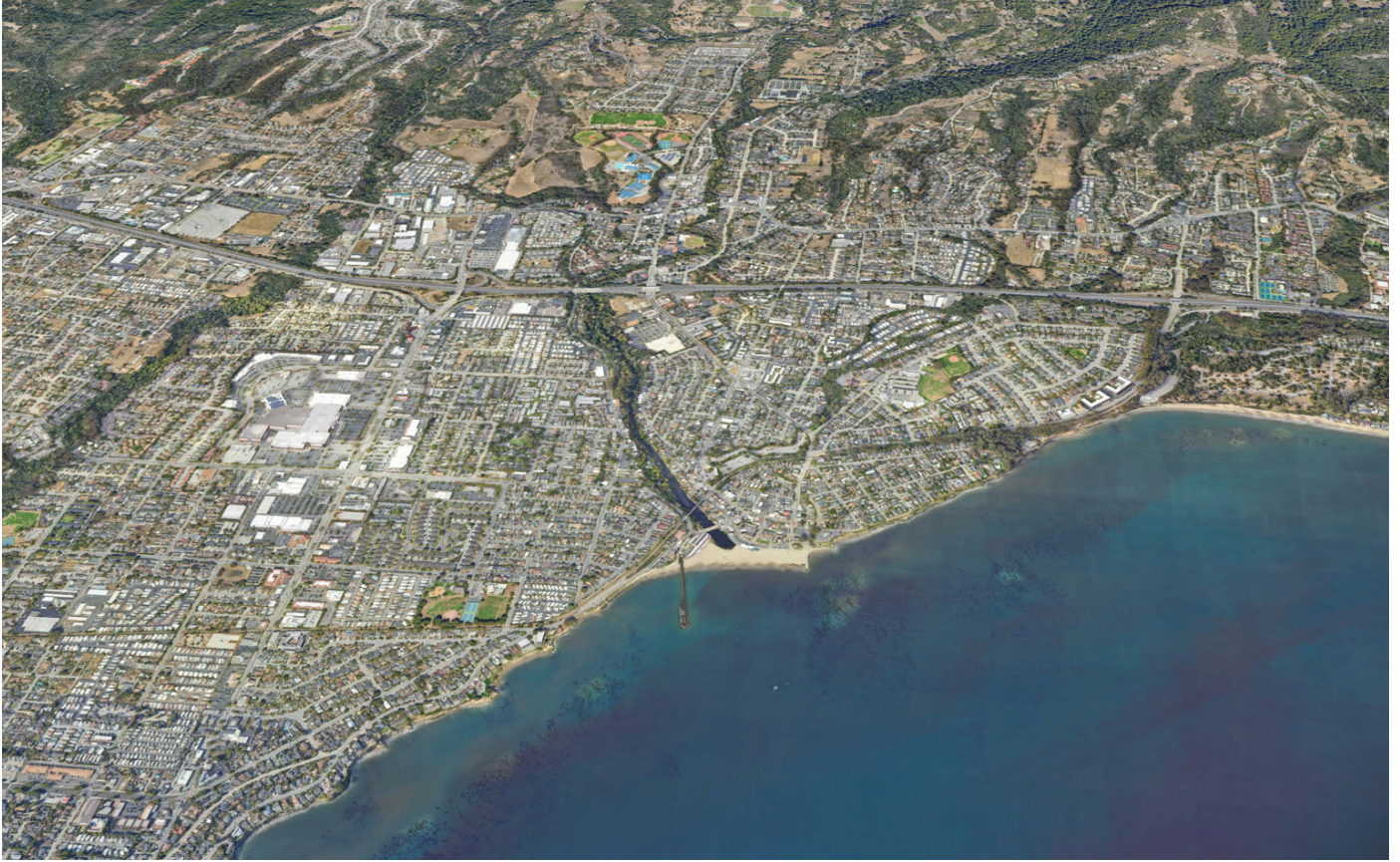
SPACE STANDARDS

- To enhance the customer service experience for the community at City Hall and the Police Station, it is recommended that the lobby areas are improved.
- Existing conditions do not meet accepted industry standards relative to current staff levels:
 - City Hall - 1,000 square feet below industry standards
 - Police Department - 1,840 square feet below industry standards
- Current facilities do not provide the right balance of meeting rooms and amenities for City and Police staff.



PROJECTIONS

- City Hall FTE history shows that current staffing numbers have reached re-recession levels and the City Hall space is currently at capacity.
- Capitola’s population projections range from 11% to 36% growth in the next 20 years based on four development models.
- Best practice would be to plan for future growth to accommodate changes in staff, services, and operations.
- Combined City Hall and Police Station would range from 16,500 to 17,900 square feet.



NEXT STEPS

Upon adoption of this report, the City of Capitola should...

- **Identify future goals and vision** for the Capitola City Hall and Police Station through community engagement.
- **Create scenarios** to meet space planning needs; future growth projections; and vision and goals through either a:
 - Major renovation and addition of the existing City Hall and Police Station
 - New City Hall and Police Station, either on the existing or another City-owned site
- Establish **conceptual budget** for scenarios.
- **Engage community** to gather feedback on proposed scenarios.
- **Identify preferred scenario** for a proposed City Hall and Police Station.