

# City of Carlsbad, California

## Site Analysis and Site Criteria for a New City Hall







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# Acknowledgments

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### **The Participation Company**

Community Outreach

- Doug Sarno, President



A photograph of a park entrance. In the foreground, a concrete sign with a curved top edge reads "AVENUE PARK" in large, bold, sans-serif capital letters, and "Carlsbad" in a smaller, italicized font below it. The sign is set against a backdrop of lush green trees and a paved walkway that leads into the park. The entire image has a greenish-yellow tint. A blue banner with a white wavy border is overlaid at the bottom of the image.

AVENUE PARK  
*Carlsbad*

# Section One: **Executive Summary**



# 1. Executive Summary

## Background

The planning and design approach is inspired by the desire to create a vibrant new Civic Center that reflects the vision of the Carlsbad community, one that meets the need for a new City Hall. The design process included the City's community engagement process, several interactive design workshops with the City's core advisory team and other key stakeholders, in depth interviews with City departments and City Council presentations.

The first part of the design process included the analysis of the City's current and future space needs for a new City Hall. Information was gathered through department interviews, interviews of frequent users,<sup>1</sup> and community outreach surveys (see Section 3.1 Community Outreach). That effort is documented in the Scoping and Space Planning Analysis for a New City Hall (Report 1) completed in March 2019.

A Site Analysis for each of the City's four sites was conducted. Site Opportunities diagrams and narratives were generated to understand the unique physical characteristics and context of each of the sites. As part of the site evaluation process, general Site Evaluation Criteria that are applicable to each site were developed.

## Analysis

The Site Analysis identifies the opportunities and constraints of each of the four properties (Pine Street, Existing City Hall, Farmer's and Faraday) for their potential to create a vibrant Civic Center that includes a new City Hall. The analysis utilized air photo images, maps and site visits. A site analysis diagram was generated for each site documenting existing physical elements influencing the site.

The Site Evaluation Criteria were derived from the results of the Community Outreach process, the City's core team review and City management and staff meetings. The criteria reflect the priorities established in those meetings and are organized into six overarching categories:

1. Location
2. Transportation and Utilities
3. Site Character
4. Size and Configuration
5. Constructability
6. Funding Sources/Opportunity Costs

## Results

The Site Analysis process resulted in narratives for each of the four sites that describe their physical assets and challenges. This analysis is a key component of the design process.

The site criteria are one of the methods the City and the consulting team used to evaluate each site. There are key site criteria that are met by all sites, for example "Reflect the Essence of Carlsbad." Other criteria may be met by one or some of the sites, but not others. The Site Criteria Matrix in this report emerged from this process.

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<sup>1</sup> Frequent users included a list of City of Carlsbad customers who were part of a 2016/2017 "customer survey" conducted by the Planning Department. This included frequent use of the services provided at the Faraday Center.









Section Two:  
**Site Opportunities  
(Existing Conditions)**



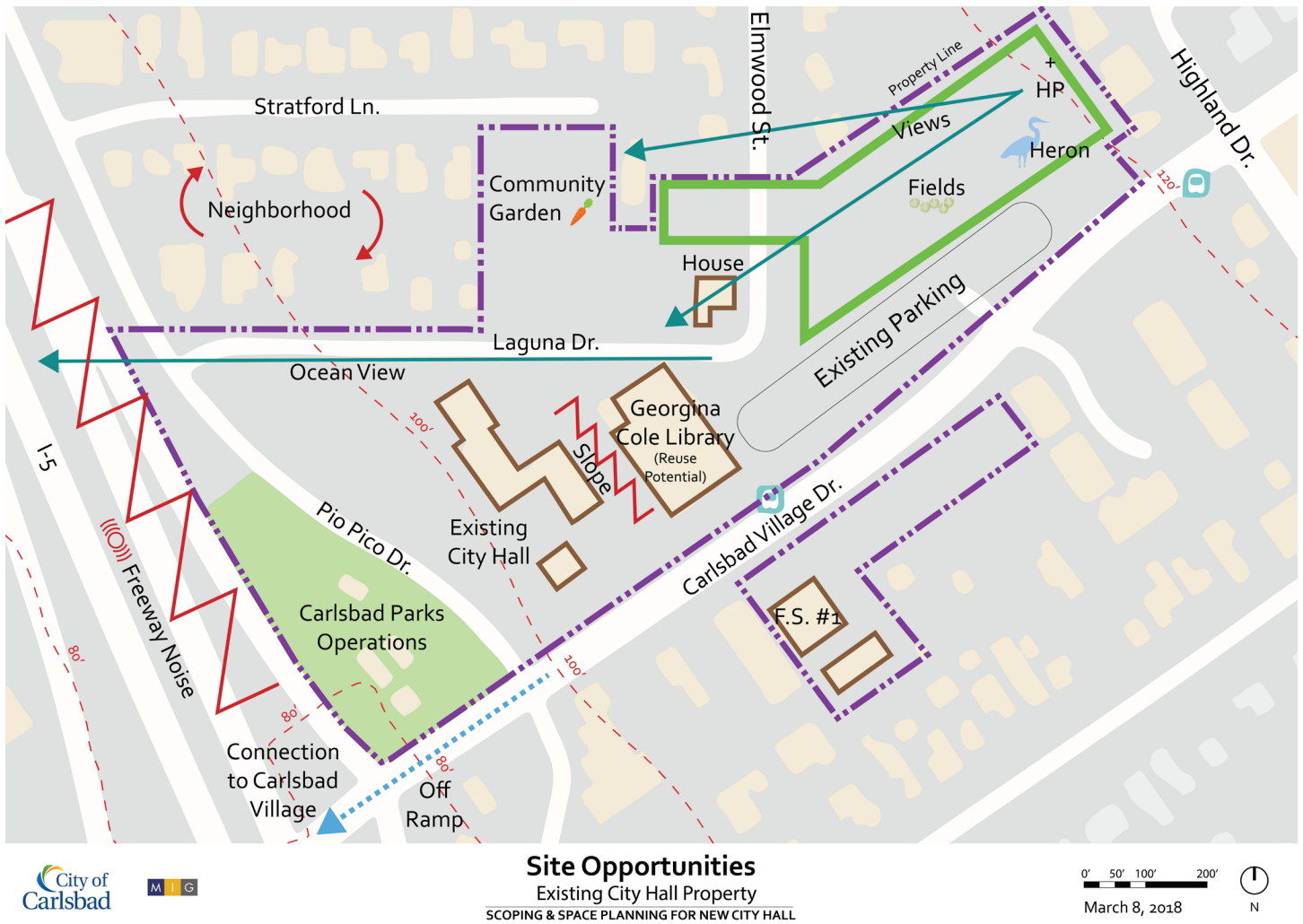
## 2. Site Opportunities (Existing Conditions)

### 2.1 Introduction

Each of the four City owned sites were analyzed to understand the physical characteristics, the context of the site, the location and other influences (for example, existing uses on the site). The consultant team visited each site with a City guide, documenting impressions and observations with notes and photographs, and gathering information from users when possible. The team used these notes and observations along with existing site maps and topographic information and created the following Site Opportunity Diagrams. Each diagram has a written narrative describing the Attributes and Advantages of each site. The consultant team determined that each site was able to fit the new City Hall and Civic Center program. These findings were presented to the City's Core design team initially in March 2018, and again in October 2018.



## 2.2 Existing City Hall Property



### Attributes

- Coastal proximate
- Slope and terrace provides interest, variety and views (40-foot elevation difference over 800 ft. = 5%)
- Multiple access points on adjacent city streets
- Ocean views
- Connection to the Village
- Community garden
- Street ROWs potentially available for redevelopment
- I-5 Freeway noise impact
- Potential for traffic and noise from Civic Center to impact residential neighborhood

### Advantages

- Connection to the Village
- Accommodate library
- Transit
- Ocean views
- Known to the public
- Multiple street access points
- Community garden
- Ease of phasing construction
- Interesting and varied site topography
- Owned by City
- No restrictive covenants
- Proximity to challenged populations

## 2.3 Pine Avenue Community Park/Senior Center Property



### Site Opportunities

Pine Avenue Community Park  
SCOPING & SPACE PLANNING FOR NEW CITY HALL

0' 50' 100' 200'

March 8, 2018



N

### Attributes

- Coastal proximate
- Vibrant active site and neighborhood
- Flat
- Traditional city street grid, multiple access points
- Connection to Village
- Connection to multi-family and single-family neighborhoods
- Church directly north of Senior Center on Pine Avenue, potential to activate street
- Potential for traffic and noise from Civic Center to impact residential neighborhood

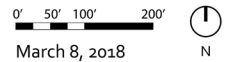
### Advantages

- Connection to the Village
- Accommodate library
- Transit, walk/bike access
- Fun mix of architectural style
- Efficient development
- Multiple uses
- Flat, few accessibility issues
- Proximity to freeway access
- Continuous operations for City departments during construction
- Park staff there
- Owned by City
- No restrictive covenants

## 2.4 Farmer's Property



**Site Opportunities**  
Farmer's Property  
SCOPING & SPACE PLANNING FOR NEW CITY HALL



March 8, 2018

### Attributes

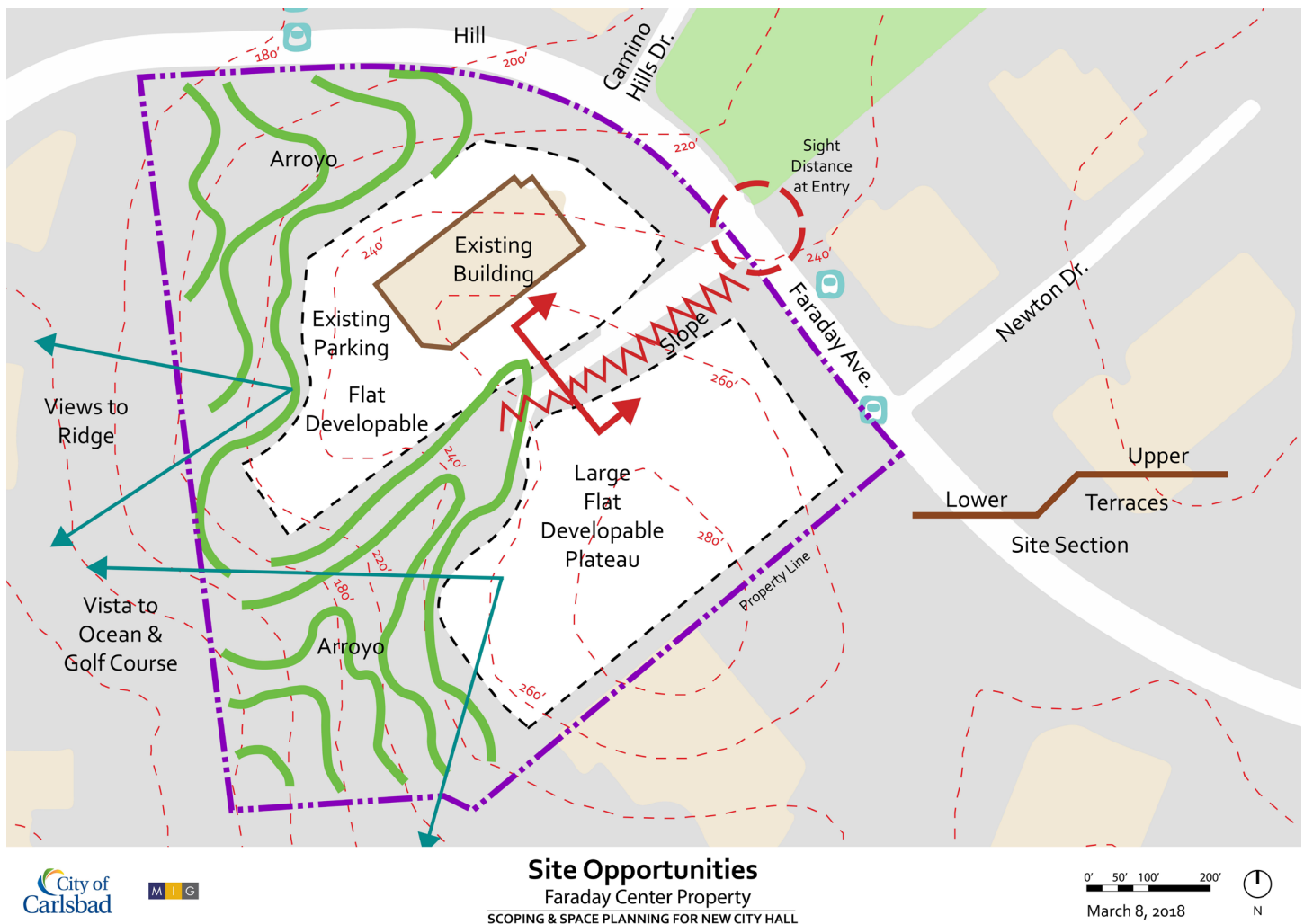
- Suburban office park, big box building surrounded by parking
- Work day / week population only, no housing and limited retail and services
- 100% corner exposure at intersection of Faraday Avenue and El Camino Real
- 3 parcels
- Commercial overlay
- Covenant restrictions on land use and character
- Primarily auto dependent access

### Advantages

- Access and visibility from the street
- Large site with options
- Commercial overlay
- Green campus potential to set example
- Expansion and sales options
- Proximity to other key departments (maintenance and security)
- Geographic center of Carlsbad
- Some transit (could improve)
- Owned by the City



## 2.5 Faraday Center Property



### Attributes

- Suburban office park, big box building surrounded by parking
- Work day / week population only, no housing and limited retail and services
- Terraces amidst arroyos and native landscape
- Covenant restrictions on land use and character
- Primarily auto dependent access
- Existing entry without traffic light has site and stacking distance issue

### Advantages

- Significant office space
- Geographic center of Carlsbad
- Connection to open space
- Topo allows views / trails
- Ease of parking
- Continuous operations (move once)
- Proximity to other key departments (maintenance and security)
- Some transit (could improve)
- Partially owned by the City









# Section Three: **Site Evaluation Criteria**





## 3. Site Evaluation Criteria

### 3.1 Community Outreach

The community engagement component of this process incorporated a robust community outreach effort. *The Participation Company* assisted the City in outreach and communication to key stakeholders in formulating a plan for public input on the Civic Center project. This work includes assisting in the design of workshops and online engagement with the community for this project (community outreach).

The first week of June 2018, the City released its direct mailer which provided:

- information on the future City Hall and Civic Center
- a link to the City's online survey which went live July 1, 2018 and
- invited the public to attend the two community meetings the City hosted.

The two community outreach meetings were held on:

- Workshop No. 1: Thursday, June 21, 2018 (6:00 pm - 8:00 pm) at the Faraday Center
- Workshop No. 2: Saturday, June 23, 2018 (10:00 am -12:00 pm) at the Senior Center

The community workshops included a general introduction to the City Hall selection process, provision of project background (including a short video about the project and the need for a new City Hall), a discussion about community values and a placemaking and City Hall criteria discussion.

Online electronic surveys were developed for City of Carlsbad resident's input on current and desired future public use spaces at/for City Hall services, including: Building, Planning, Administrative Services, and City Council Chambers. Input was solicited from frequent users of these services and associated public use spaces.

Over 400 people participated in either the workshops or online survey providing a wide range of input.

### 3.2 Site Evaluation Criteria Process

The consultant team combined the data collected from the community outreach results with the Site Opportunities Studies for each of the four sites to develop the Site Evaluation Criteria. Through a series of consultant team workshops, meetings with the City's core team, and a meeting with the larger city management and staff team, the Site Evaluation Criteria were vetted and refined. The Site Evaluation Criteria Matrix on the following page is a result of this process and represent the recommended Site Evaluation Criteria. The Criteria are one measure of the Site evaluation process. Some of the sites will meet more of the criteria than others, and this matrix provides a general overview to inform the Site evaluation process.

The Site Evaluation Criteria were organized into a matrix, under general headings, as a tool for the staff to "rank" each site according to the agreed upon criteria. Team members were asked to numerically rank the criteria for each site (1 = highest rank, 4= lowest rank; all numbers (1-4) used for each of the criteria listed). Each participant added the numerical rankings for each of the sites. The site with the least points satisfied the most criteria, the site with the most points did not. As we move forward with the next phase of the project the team plans to use a similar evaluation methodology with the Public to reach our best professional recommendation for the site selection of the New City Hall.

### 3.3 Site Evaluation Criteria Matrix

Site Evaluation Criteria	
City of Carlsbad Scoping and Planning Analysis for a New City Hall	
<b>LOCATION</b>	
1.	In close proximity to other City facilities
2.	Site is walkable to surrounding neighborhoods
3.	Site is walkable to retail/commercial/food establishments
4.	Minimal impact to employees & operations & service delivery
5.	Opportunity for placemaking, community gathering, civic engagement
6.	Compatibility with adjacent neighborhood
<b>TRANSPORTATION AND UTILITIES</b>	
7.	Access to public transit
8.	Proximity to freeway access
<b>SITE CHARACTER</b>	
9.	Would allow for adjacency to existing parks and/or open spaces
10.	Allows for adequate surface parking
<b>SIZE AND CONFIGURATION</b>	
11.	Minimal land use constraints
<b>CONSTRUCTABILITY</b>	
12.	Ease of construction (access to site, length of construction)
13.	Site allows construction with minimum or no impact to existing City facilities/employees
14.	Site appears to have adequate utilities (water, sewer, electrical, gas, communications)
<b>FUNDING SOURCES/OPPORTUNITY COSTS</b>	
15.	Would allow for maximum revenue generation - potential of leasable space to provide flexibility
16.	Alternate City uses of property available if not used as City Hall
17.	Highest and best use of property is a City Hall/Civic Center
<b>OTHER CRITERIA CONSIDERED - MET BY ALL 4 SITES</b>	
18.	Reflect the essence of Carlsbad (located in historic "heart" of City, located in geographic center of City)
19.	Appears to have adequate vehicle access capacity without affecting adjacent streets
20.	Has adequate developable area for civic center
21.	Sufficient land for indoors and outdoors program requirements





