

TO:

Honorable Mayor and Members of the City Council

THROUGH:

Bruce Moe, City Manager

FROM:

Mark Leyman, Parks and Recreation Director
Melissa McCollum, Senior Recreation Manager
Jesus Sandoval, Senior Recreation Supervisor
Gilbert Gamboa, Principal Civil Engineer

SUBJECT:

Consideration of Begg Pool Modernization Study Findings and Conceptual Design Options (Parks and Recreation Director Leyman).

(Estimated Time: 1 Hr.)

DISCUSS AND PROVIDE DIRECTION

RECOMMENDATION:

Staff recommends that the City Council discuss and provide direction regarding Begg Pool Modernization Study findings and conceptual design options.

FISCAL IMPLICATIONS:

There are no fiscal implications associated with the recommended action at this time. Once the City Council directs staff on this matter, future funding analyses and/or appropriations may be required. Staff plans to return to a future City Council meeting to discuss potential funding sources.

BACKGROUND:

The City operates the Begg Pool Facility as part of a long-standing Joint Use Agreement with the Manhattan Beach Unified School District (MBUSD), the owner of the parcel. Originally built in the 1950s, Begg Pool is twenty-five yards long, six lanes wide, and approximately four-feet deep. The pool hosts a variety of recreation programs and classes, including swim lessons, lap swimming, swim team, water aerobics, summer camp programs, water safety classes, recreational water play, and required Manhattan Beach Middle School physical education swim classes.

The Begg Pool Facility has reached the end of its useful life and requires significant pool, mechanical, electrical, plumbing, locker room, accessibility, safety, and additional upgrades due to age and level of deterioration. Minimal repairs have been completed over the last 20 years at the facility, and focused primarily on maintaining the outdated locker rooms at a cost of approximately \$500,000. There are multiple operational and code issues at the facility that require a significant capital investment to rectify. In

addition to the code issues, the facility is limited in what programs it can offer due to the size and depth of the pool.

On August 1, 2023, the City Council awarded a contract to HMC Group for Professional Architectural and Aquatic Preliminary Design Services for the Begg Pool Facility (Modernization Study) and directed investigation of the following two options:

- Option 1 – Renovate the existing 25-yard shallow pool and support buildings at the current Begg site
- Option 2 – Design a new Aquatics Center to include one 25-yard shallow pool, one 35-meter competition pool, and support buildings at the current Begg site

Key components of the Begg Pool Modernization Study included site analysis, community engagement, needs assessment, conceptual design, and development of a conceptual Basis of Design Report (BODR) evaluating options, recommendations, and estimates of probable cost for the facility design, construction, operation, and site improvements.

DISCUSSION:

Site Analysis

HMC Architects mobilized a design team to begin site analysis of the existing facilities at the Begg site in August 2023. This included an architectural assessment of the site and buildings along with engineering reviews of the mechanical, electrical, and plumbing systems. The aquatics facilities were studied along with a civil engineering assessment of the site and parking.

Notable findings include:

- The existing access road does not allow for 2-way traffic and is not compliant with fire access
- No accessible pedestrian path of travel to and from the public right of way
- The existing building needs a seismic retrofit, fire, life, safety, and ADA upgrades, and significant mechanical, electrical, and plumbing improvements to meet current codes
- The facility is served by furnishings, fixtures, and equipment that is outdated and, in many cases, no longer functioning
- Pool equipment needs to be upgraded and the pool deck is not ADA-compliant
- No records showing support buildings are approved by the Division of State Architect (DSA)
- Parking is not compliant with current traffic and ADA standards

As noted in the report, “Because the facility falls under DSA jurisdiction, there is a high likelihood that when a portion of the building or site is renovated the entire facility will need to be renovated to current code. This would lead to extensive work where the Pool and Facility will need to be shut down while the facility is renovated.”

Community Engagement and Needs Assessment

Community engagement and needs assessment activities included an online survey active from October 2023 to January 2024, community meetings, and stakeholder interviews. More than 1,400 survey respondents shared input about programs desired, supporting facilities and the type of pool(s) necessary to accommodate these needs.

The first community meeting on November 13, 2023 was structured as a workshop with more than 80 participants visiting numerous stations to provide input on topics similar to the online survey. This format allowed for a dialogue among the community members, the City, MBUSD and the design team to further understand community needs and experiences with the Begg Facility. Input gathered at this in-person event closely reflected input that was received through the online survey.

Key community input included:

- More water is needed to serve community needs, larger pool/pools
- Upgraded restroom facilities and locker rooms
- Increased pool availability
- Increased recreational programming
- Increased seating and shade to support aquatics activities
- Solve safety concerns with traffic, site access and parking

A second community meeting was held on February 27, 2024 to share conceptual design options based on input from the online survey, first community meeting, and stakeholder interviews with City and MBUSD representatives. The community meeting was attended by approximately 50 people in person with an additional 50 connecting to the meeting through Zoom. Input gathered from the community during the meeting mirrored what had been gathered before with a couple of additional areas to investigate such as adding more shade and utilizing solar panels for energy generation for the building.

Conceptual Designs

In response to community input, the architectural approach for the building design uses familiar angular forms and materials in deliberate ways to create a setting that feels comfortable and familiar yet creates a distinct and dynamic sense of place. The design is focused on providing a high level of supervision and safety in several ways, including:

- Clear and controllable single point of entry
- Centralized location of the lifeguard office that provides visibility of the entire pool deck as well as entries to locker rooms
- Separation of vehicular parking lot and pedestrian access
- Widening of the entry driveway
- Emphasis on daylight and well-lit interior spaces
- ADA compliance and improved emergency vehicle access

For Option 1, the approach takes the existing building and pool and keeps them in place. The building will go through a complete mechanical, electrical, and plumbing

systems replacement and seismic retrofit. The exterior of the building will be renovated and transformed to give it a more modern aesthetic. The interior of the existing building will be completely reconfigured to better accommodate City and District needs and meet updated codes. The pool deck and drainage gutter system will be replaced. This option will also include a new mechanical/storage building to properly house the pool equipment as it is not feasible to rehabilitate the existing mechanical building. The site design will allow for some enhanced seating and shading areas around the existing pool with a major canopy structure to be constructed adjacent to the existing building, marking the entry into the aquatics complex.

In Option 2, two all-new pools, a new aquatics building, and a new pool mechanical building will be constructed, including site and pool deck amenities, along with new parking, new access drive, and pedestrian ramp similar to the Option 1 program.

Without the constraints of utilizing the existing facility building and pool, Option 2 provides opportunities for enhanced pool and deck space, site amenities, and building programs that better align with the expressed goals and needs of the community heard through the study process as well as best practices of modern community aquatics facilities. Several of these advantages are noted below.

The smaller pool closely mirrors the size and depth of the existing pool with enhancements for wider lanes and step areas that facilitate the teaching of swim lessons. A second 25-yard by 35-meter pool allows for expanded aquatics programming, including the addition of water polo and other deep water uses. Having multiple bodies of water also allows for variable water temperatures and more clearly defined programs to be run simultaneously.

Additional highlights include:

- Increased pool deck utilization area
- The layout of the deck allows for opportunities to run multiple controlled uses
- Multiple bleacher seating areas to provide flexibility in viewing areas (water polo viewing on the west versus competitive swimming from the south)
- Engagement of the western hillside to provide terraced covered seating areas
- Increased program spaces, including flexible Lifeguard Training Room, Triage Room, support spaces, and storage.
- Central check-in provides for secure entry and central viewing of the pool deck

If the project scope is expanded to include Peck Avenue parking enhancements in cooperation with MBUSD, total available parking stalls to support both options are noted below. The lower parking lot currently has 69 stalls available. However, it should be noted that the four stalls marked as ADA-compliant are not currently meeting the standards set by ADA. Additionally, the existing parking stalls are not adequately striped, and the road width is not sufficient to allow for appropriate fire truck access and turning radius.

Option 1 – Parking with 90-degree stalls

- Lower – 54 (with 3 accessible, 2 van accessible, and 13 EV-capable spaces)
- Upper – 58 (with 3 ADA stalls and 13 EV-capable spaces)
- Total = 112 stalls

Option 2 – Parking with 90-degree stalls

- Lower – 48 (with 2 accessible, 1 van accessible, and 8 EV-capable spaces)
- Upper – 58 (with 3 ADA stalls and 13 EV-capable spaces)
- Total = 106 stalls

Estimates of Probable Cost

In April 2024, cost estimates were generated for both options. In addition, several optional project enhancements were identified based on community requests, including Peck Avenue corridor parking upgrades above the project site, expanded use of solar, and phased construction. Estimated annual operating costs for both options also were identified.

Overall Project Cost Summary	Option 1 (One Pool)	Option 2 (Two Pools)
• Pool(s)	\$3.0 m	\$9.9 m
• Building	\$10.5 m	\$13.2 m
• Site	\$6.4 m	\$6.6 m
Construction	\$19.9 m	\$29.7 m
Soft	\$8.0 m	\$10.6 m
Total Project Cost	\$27.9 m	\$40.3 m

Optional Add-ons

Peck Avenue Corridor Improvements	\$2.5 m
Expanded Solar	\$1.4 m
Phased Construction (Option 2)	\$5 m

Annual Operating Costs

Current	\$650,000
Projected – Option 1	\$800,000
Projected – Option 2	\$1.8 m

It is important to note that the cost estimates are inclusive of all typical project costs in addition to construction expenses in order to establish a realistic budget based on early conceptual ideas of what may be included in a project. This includes costs for all project contingencies, City costs, and design and engineering fees along with market escalation to the midpoint of construction, as assumed in the estimated timeline below.

The estimates are an opinion of probable costs based on the measurement and pricing of quantities obtainable through the available information and reasonable assumptions. The construction market is currently escalating with increasing and unstable material prices resulting from the impacts of inflation and supply chain disruptions as well as shortages in available skilled labor. The study’s cost estimator reported that market escalation reflects a 50% increase compared to construction prices ten years ago.

Estimated Project Timeline

The table below outlines the anticipated durations for the next phases of the project. If the next phase commences in January 2025, projected occupancy is February 2028 for Option 1 and April 2028 for Option 2 (20 months for pre-construction activities and 16-18 months for construction). If phased construction is selected for Option 2, an additional six months is needed.

Schematic Design	2 months
Design Development	3 months
Construction Documents	3 months
Plan Review and Approval	8 months
Bid/Project Award	4 months
Construction Administration	16 months for Option 1 18 months for Option 2 24 months for Option 2 – Phased Construction

Potential Funding Options

Staff plans to return to a future City Council meeting to discuss potential funding sources for modernization of the Begg Pool facility. Funding options to be considered in consultation with the Finance Subcommittee include issuance of bonds, public/private partnerships, increasing fees paid by users of the City's aquatics and recreation facilities, and revenue ballot enhancement measures. The FY 2025 proposed budget has an \$800,000 placeholder in the Capital Improvement Program (CIP) for each of the next two years for the Begg Pool facility.

CONCLUSION:

Staff recommends that the City Council discuss and provide direction regarding Begg Pool Modernization Study findings and conceptual design options.

PUBLIC OUTREACH:

True North Research conducted a statistically valid survey about Manhattan Beach residents' experiences, opinions, and priorities related to aquatics, Begg Pool, and a potential new Aquatics Center in 2022 (Attachment).

Community meetings to explore options for modernizing the Begg Pool facility were held November 13, 2023 and February 27, 2024. Additional input was gathered by consultants and staff in many individual and small group discussions with stakeholders and via a second survey in 2023 with over 1,400 responses.

The Parks and Recreation Commission discussed the Begg Pool Modernization Study monthly from August 2023 to March 2024.

The Manhattan Beach Unified School District Board of Trustees will discuss the Begg Pool Modernization Study findings and conceptual design at their meeting on May 15,

2024.

ENVIRONMENTAL REVIEW:

The City has reviewed the proposed action for compliance with the California Environmental Quality Act (CEQA) and has determined that the activity is not a “Project” as defined under Section 15378 of the State CEQA Guidelines; therefore, pursuant to Section 15060 (c)(3) of the State CEQA Guidelines the activity is not subject to CEQA. Thus, no environmental review is necessary at this time.

At this time, the City is uncertain as to what the appropriate environmental determination might be for the Begg Pool location. The City anticipates that the appropriate CEQA environmental document for the project will be an initial study mitigated negative declaration for construction.

LEGAL REVIEW:

The City Attorney has reviewed this report and determined that no additional legal analysis is necessary.

ATTACHMENTS:

1. Begg Pool Modernization Study (HMC Group, 2024)
2. Conceptual Cost Plan (Marcene Taylor Inc., 2024)
3. Aquatics Center Survey Summary Report (True North Research, 2022)
4. PowerPoint Presentation