



# Administrative Report

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**To:** MAYOR AND CITY COUNCIL

**From:** STEPHEN PROUD, WATERFRONT AND ECONOMIC DEVELOPMENT  
DIRECTOR

## **TITLE**

DISCUSSION AND POSSIBLE ACTION REGARDING THE PREPARATION OF A PUBLIC AMENITIES MASTER PLAN FOR KING HARBOR

## **EXECUTIVE SUMMARY**

Over the past several years, the City of Redondo Beach has been engaged in efforts to revitalize the Redondo Beach Waterfront. To realize the promise of a Waterfront that meets the needs and interest of local residents and attracts visitors, it is imperative the City provide a series of high-quality public amenities that can serve a diverse range of recreational interests. In addition, it is important that these amenities be thoughtfully planned and delivered in a manner that sets the framework within which future additional public and private investment can occur within the Waterfront.

The public amenities that exist in the waterfront today were developed in a piecemeal fashion over many years and they lack the functionality necessary to provide a first-rate resident and visitor experience. In addition, given the advanced age of the facilities, many have or are reaching the end of their useful life and require significant expense to repair and/or replace. Although the City has taken actions in the past to plan for the replacement and/or improvement of these facilities, those actions have largely focused on individual facilities rather than the Waterfront as a whole. In addition, Measure C approved by the voters in 2017 sets forth parameters for the development of various public amenities which also need to be incorporated into City project planning efforts.

As part of the City's Strategic Plan process, the Harbor Commission has repeatedly requested that the City Council initiate the process to prepare a public amenities master plan for the Waterfront. At minimum, it is staff's feeling that the plan should address such matters as:

- the location and design of the public boat launch facility and required support parking;
- the location and programmatic elements of a replacement Sportfishing Pier, if any;
- a plan for the future use, design, and lay-out of Seaside Lagoon;
- a plan for the installation of an enhanced waterfront promenade that connects Mole C to the Horseshoe Pier and specifically identifies ways to improve the pedestrian experience along the International Boardwalk and reduce flooding that occurs along the boardwalk during high tides;
- a design and costing of replacement Basin 3 docks;
- the location and design of a dinghy dock to serve the harbor mooring field, and

- upgrades to the City's existing personal watercraft hand launching facility, including the consideration of a zero-depth launch option, and the potential for the installation of an additional hand launch facility at a separate location or inclusion as part of a separate recreational amenity.

Additionally, the master plan could be expanded to address things like:

- the recreational amenities to be included as part of the Moonstone Park Project;
- a design and costing of pedestrian and bicycle circulation improvements between Harbor Drive and Torrance Circle;
- a more detailed costing and prioritization of protective measures to help mitigate the impacts of sea level rise;

On August 18, 2020, the City Council requested that staff bring forward a discussion item regarding the process for moving forward with the preparation of the plan. This Administrative Report briefly summarizes the efforts to date on the individual planning of various public amenities in the Waterfront and outlines a path forward to prepare a more comprehensive public amenities master plan.

## **BACKGROUND**

The City Council has made the revitalization of the waterfront a key strategic priority for many years. The City Council adopted an Asset Management Plan for the Waterfront in 2007, and the Harbor Enterprise Business Plan in 2010. Those documents have served as the general blueprint for Waterfront revitalization. Key to the revitalization effort is the need to upgrade or replace many of the public amenities within the Waterfront. These public amenities serve as the framework within which other revitalization activities can occur, including the attraction of private investment in the waterfront to improve the various commercial offerings available to residents and visitors.

Over the past several years, the City has initiated the planning process for several amenities, including the public boat launch facility and the sportfishing pier. In addition, in 2017 the voters of Redondo Beach passed Measure C which includes several parameters for the improvement/replacement of various public amenities including the Seaside Lagoon and public boat launch facility. These past actions have primarily focused on each individual facility and there has not been an effort to plan for the Waterfront as a whole and understand how the various public amenities may be organized and implemented to maximize the recreational and visitor experience.

Understanding that the various public amenities are interrelated and recognizing that these amenities set the framework for other public and commercial activities within the Waterfront, the Harbor Commission has repeatedly requested that the City Council initiate the preparation of a waterfront public amenities master plan. In their March 9, 2020 Strategic Plan letter to the City Council, the Harbor Commission identified a 3-5-year goal related to the creation of a harbor master plan that would address many of the public amenities that have been under consideration and discussion for several years.

To initiate the planning process, staff recommends the City Council consider creating a master plan that first focuses on the public waterfront amenities between Portofino Way to the north and Quality Seafood to the south. This plan would set forth an overall site plan for the area that addresses what amenities should be rebuilt or renovated, where the amenities should be located and what recreational and operational elements should be included in their design. Initially staff recommends that the following items be included in the first phase of master plan work:

- the location and design of the public boat launch facility and required support parking;
- the location and programmatic elements of a replacement Sportfishing Pier, if any;

- a plan for the future use, design, and lay-out of Seaside Lagoon;
- a plan for the installation of an enhanced waterfront promenade that connects Mole C to the Horseshoe Pier and specifically identifies ways to improve the pedestrian experience along the International Boardwalk and reduce flooding that occurs along the boardwalk during high tides;
- a design and costing of replacement Basin 3 docks;
- the location and design of a dinghy dock to serve the harbor mooring field, and
- upgrades to the City's existing personal watercraft hand launching facility, including the consideration of a zero-depth launch option, and the potential for the installation of an additional hand launch facility at a separate location or inclusion as part of a separate recreational amenity.

Although outside of the suggested planning area, the Public Amenities Master Plan could also be expanded to re-engage the public on the design for Moonstone Park and Mole B. This effort could address the design of the park itself; accommodations for the Outrigger Clubs that operate from the Mole; opportunities for dry-stack/mast-up boat storage; and use of the Mole for special events. Additionally, the plan could address pedestrian and bicycle circulation issues between Harbor Drive and Torrance Circle, and/or further cost and prioritize protective measures that could be implemented to help mitigate Sea Level Rise.

As noted earlier, the City has already begun the initial planning for several of these amenities and that work effort can provide a basis for the planning effort going forward. These include:

#### **Boat Launch Facility**

Development of a boat launch facility within the Waterfront has been considered since the initial planning and development of the Harbor in the 1950's and 1960's. Since that time, there have been numerous studies, assessments and discussions regarding the facility and the City's Local Coastal Plan requires the creation of a boat launch ramp in conjunction with new development in the Waterfront. Currently, launching of trailered boats is limited to the Mole D boat hoist which provides minimal capacity.

The City has held numerous public workshops, meetings, and discussions with the Harbor Commission related to the development of a public boat launch in the Waterfront. In addition, Measure C approved by the voters in March of 2017 set forth a series of design parameters and parking requirements for any future installation of a public boat launch facility. These efforts have narrowed the location options and the initial design ideas can serve as a launching point for further discussions.

#### **Sportfishing Pier**

The Sportfishing Pier was built in 1969 and is a conventional timber framed structure that is approximately 245 feet long and 30 feet wide. Soon after the pier's construction, a single-story light timber framed building was constructed over the western half of the pier and utilities were extended onto the pier to service the building improvements.

The Sportfishing Pier has undergone numerous inspection and maintenance repairs since its original construction. Typical repairs have included wrapping piles with polyethylene and replacing braces. The most recent inspection of the pier resulted in the operational closure of the facility due to concerns over the pier's capacity to handle structural loads. The City engaged Moffit and Nichol to begin the process of redesigning the pier with the ultimate goal of replacing the facility. Community workshops and a meeting of the Harbor Commission was held to discuss design options and programmatic elements that could be incorporated into a new pier. The input from those meetings can be incorporated into a new public amenity planning process.

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**Seaside Lagoon**

Seaside Lagoon is a unique 3.75-acre salt water swimming and special events venue that was constructed in 1963. At the time it was built, it was designed with a mechanical system that took advantage of a heated water supply made available by the nearby power plant. The facility was constructed years before adoption of the Clean Water Act and the establishment of basic water chlorination practices for public swimming facilities. The Lagoon is currently subject to the swimming water quality standards established by the Los Angeles County Health Department and the water discharge regulations set by the Los Angeles Regional Water Quality Control Board.

Given the age and design of the system, it has become increasingly difficult for the City to maintain compliance with the established regulations. In 2009, the City evaluated three options to rebuild the Seaside Lagoon infrastructure and replace the recreational water amenity with a similar zero depth entry feature maintained by a closed circulation and filtration system that would no longer discharge water into the ocean. More recently, Measure C included several parameters for any redesign of the Lagoon which would need to be considered as part of a public amenities master plan. Additionally, the community has requested increased multi-purpose and special event use of the facility which should be incorporated in the planning effort. More than any other public amenity, the prominent location of the Lagoon within the Waterfront, along with the scope and scale of the facility, drives the need for a wholistic approach to the planning of the various public amenities.

**Basin 3 Docks and Seawalls**

The floating dock system within Basin 3 consists of 5 docks totaling approximately 20,000 sq. ft. An evaluation of the docks indicated several maintenance conditions that need to be addressed, including broken fascia, worn guide pile rollers, listing fingers due to water logged floats, broken and worn decking, and pipes and conduits that are in poor condition. Some of these ongoing maintenance issues have been addressed during the past few years, but the entire dock system needs to be replaced as it has reached the end of its useful life.

In addition, the City conducted a structural evaluation of the Basin Three seawalls which identified several structural deficiencies that need to be addressed to preserve the integrity of the system. That same analysis also identified improvements that could be made to the seawalls to help address the flooding that occurs on the International Boardwalk during high tide events. These improvements could also serve as the first phase of work necessary to address the effects of ongoing sea level rise (as discussed below).

**Sea Level Rise**

Several notable studies have attempted to predict the rates of future sea level rise. The variability in the studies highlights the uncertainty in accurately forecasting how climate change will affect sea level rise. However, the City's Waterfront Coastal Development Plan calls for certain mitigation measures and there are several low-lying structures in the Harbor, such as the International Boardwalk, that already experience routine flooding and require additional sea level rise protection.

For waterfront planning purposes, mid-range estimates have been calculated from data prepared by the California Ocean Protection Council for the 25<sup>th</sup>, 50<sup>th</sup> and 75<sup>th</sup> years from the base year of 2015. These estimates indicate that several areas of the waterfront are expected to be impacted as a result of further sea level rise. Most notable are the impacts from wave run-up at the boardwalk immediately landward of the Municipal Pier, the pedestrian walkway along Mole D, and the perimeter of Seaside Lagoon. In addition, increased tidal inundation will be exacerbated within Basin 3.

Future protective measures for these areas may include new splash walls that redirect up-rushed water back to the ocean, perimeter break walls to reduce potential inundation in these areas, and repairs to the Basin 3

bulkhead including repairs to the Bulkhead Cap.

### **Bicycle and Pedestrian Circulation**

With the completion of the Harbor Gateway project, bicycle and pedestrian circulation within the Waterfront is significantly improved. However, the southern terminus of the project requires cyclists and pedestrians to navigate a complex and confusing path through various elements of the Waterfront before some order is restored to the network south of the Torrance Circle. The bicycle/pedestrian conflicts along this stretch are a challenge and require further modifications to various paths of travel.

In addition, within the waterfront, there are several circulation elements where gangways and walkways are substandard and where railings and guard rails may need to be replaced to enhance the safety of visitors. The various structural elements (e.g., garages, piers, boardwalks) and varying elevations, also presents challenges with meeting the ever-evolving goal of compliance with the Americans with Disabilities Act (ADA). A thorough evaluation and plan for circulation will need to be prepared and incorporated into a public facilities master plan to address the broad range of issues.

### **Next Steps**

Creating a useful and foundational master plan that provides an accurate costing and sizing of the considered amenities and includes a feasible site plan for the future installation of a diverse set of facilities in the Waterfront requires specialized experience in various professional disciplines, with a primary focus on coastal engineering. Over the past few years, the City has utilized the engineering services of Noble Consultants and Moffatt and Nichol for the early design work on the public boat launch facility and the replacement of the sportfishing pier. Staff has conducted outreach to discuss the proposed master plan and determine an order of magnitude cost for preparing such a document. Without a defined scope of work, initial estimates for the master plan range from \$200k to \$250k.

In order to initiate a master planning process, the City must first determine the plan's scope of work. It is staff's recommendation that the City Council request input from the Harbor Commission on the scope of the plan as part of their February 8, 2021 meeting agenda. Following commission input, staff would prepare a draft Request for Proposals (RFP) that would be returned to the City Council for review and consideration of release. Following Council approval, staff would distribute the RFP to qualified marine engineering firms and obtain formal proposals from the firms that would include the firms' cost, relevant experience and planning approach. Staff would then evaluate the proposals and make a recommendation to City Council for contract approval and project funding. It is anticipated that any master planning effort would include a review of the work to date, various site-specific engineering and building and planning requirement analyses, and a significant public outreach effort. It is difficult to estimate the time to complete the plan as it would be largely dependent on the number of community meetings - but it seems reasonable to assume such an effort could be completed in 12-18 months.

### **COORDINATION**

The Waterfront and Economic Development Department Coordinated the preparation of this report with the City Manager's Office and the Public Works Department.

### **FISCAL IMPACT**

As noted above, the initial estimates for the preparation of a public amenities master plan range from \$200k to \$250k. This effort was not included in the Waterfront and Economic Development Department work plan for FY 2020-2021 and therefore no specific funding was allocated or approved for such an effort. However, the City's Capital Improvement Plan for the waterfront includes two projects - the replacement of the public sportfishing pier and improvements to the Basin 3 seawall to address sea level rise - both of which include

funding for predesign work that could be used to fund the public amenities master plan. The remaining balance in these project accounts totals approximately \$290k that could be redirected to the master planning effort.

**APPROVED BY:**

*Joe Hoefgen, City Manager*