



Legislation Text

File #: 21-0043, **Version:** 1

TO:

Honorable Mayor and Members of the City Council

THROUGH:

Bruce Moe, City Manager

FROM:

Carrie Tai, AICP, Acting Public Works Director

Prem Kumar, City Engineer

Gilbert Gamboa, Senior Civil Engineer

SUBJECT:

Consideration of a Resolution Approving the Preferred Design Alternative for the Pier Railing Replacement Project (Project); the Funding Plan for the Project Including an Additional Appropriation of \$250,000; and Directing Staff to proceed with Final Design and Construction Bidding (Acting Public Works Director Tai).

ADOPT RESOLUTION NO. 21-0020

RECOMMENDATION:

Staff recommends that City Council Adopt Resolution No. 21-0020 approving the preferred design alternative for the Pier Railing Replacement Project (Project); approving the Funding Plan for the Project which includes an additional appropriation of \$250,000; and directing staff to proceed with final design and advertise the Project for construction bidding.

FISCAL IMPLICATIONS:

On March 19, 2019, the City Council appropriated \$200,000 for the design and permitting effort for the Project. On June 25, 2020, the City Council adopted the Fiscal Year (FY) 2020-2021 through FY 2024-2025 Five Year Capital Improvement Plan (CIP). In this plan, an additional \$1,400,000 was allocated in FY 2021-2022 for the construction of the project in the State Pier and Parking Lot Fund (Pier Fund). Since the Pier Fund had an insufficient fund balance to accommodate the \$1.4 million project, a temporary loan of \$300,000 from the Parking Fund was also included to expedite the project.

Now that the preliminary design effort has been completed and the construction phase of the project is anticipated to actually cost \$1,650,000, an additional appropriation and loan transfer of \$250,000 will need to be programmed in the upcoming FY 2021-2022 CIP Budget. If approved, a total of \$550,000 in Parking Funds will be loaned to the Pier Fund and appropriated. The Pier Fund will repay the Parking Fund with interest (at the City's prevailing portfolio yield) from future parking meter revenues.

The Budget and Expenditures summary table is attached.

BACKGROUND:

The Manhattan Beach Pier was completed in 1920 and is a historical icon of the City. In fact, in 1995 the Pier was designated as California Registered Historical Landmark Number 1018. The innovative design of the Pier features a Roundhouse building at the end of the Pier, steel-reinforced concrete deck and pilings, decorative globe light standards and painted metal railings along the perimeter of the deck.

In 1956, the State of California (owner of the Pier) and County of Los Angeles assumed responsibility for the maintenance of the Pier, and in 1988, the City entered into an operating agreement with the State in which the City assumed maintenance responsibilities for the Pier. Revenues generated through Pier parking operations fund the maintenance and operations of the Pier complex. In 1986, the County replaced the handrail system along the perimeter of the Pier with its current configuration and appearance. A few years later, in 1991-1992, the City completed a major Pier restoration project, including replacement of its deck, rehabilitation of the structural pilings and replacement of the Roundhouse building. However, the Pier's handrails were not replaced during this major renovation.

Over the last three decades, the marine environment has taken a significant toll on the Pier railings, which are constantly exposed to moisture, corrosion and other ocean related stressors. Although the City has periodically performed maintenance and rehabilitation to the steel railings to maintain aesthetics and structural integrity, they have reached the end of their useful life. The railings are in poor condition and now beyond simple repair. The Pier is an integral part of the Manhattan Beach identity, and is heavily used for events, and by residents and visitors alike. The railings primary function as a safety feature for the users of the pier. However, due to the significant corrosion and age it no longer meets current code or functions adequately for its intended use. Staff recommends that total replacement of the Pier railings be undertaken as soon as possible.

The City awarded a design contract to Moffatt & Nichol on March 19, 2019, for design services to replace the existing Pier railing system on the perimeter of the entire Pier deck, inclusive of the stairways adjacent to the Pier, sections along the bike path and the existing entrance security gates (Attachment). The comfort station railing will only be considered to provide consistency with the new design. The lifeguard railing was previously replaced and is not part of this project. The preliminary design and the final preferred design alternative will consider and provide new pier railing system alternatives while preserving the historic look of the Pier, consider environmental and maintenance factors, and comply with current building codes including the Americans with Disabilities Act (ADA). Please note that our goal is to maintain the current look of the Pier railings to maximum extent possible.

Since that time, Moffatt & Nichol has analyzed the advanced deterioration and inconsistency in several locations along the existing railings, evaluated existing site constraints and maintenance considerations, and assessed historic and regulatory considerations. In addition, Moffatt & Nichol has completed the preliminary design review process by the State of California Department of Parks and Recreation (State Parks). This entitlement review by the key stakeholder/owner included an accessibility assessment review, life and safety impact considerations, and a historical perspective evaluation.

On October 29, 2020, the preliminary conceptual design concepts were presented to the public at a community information meeting. Outreach for this project included notifications through the City's

website, social media and through consecutive advertisements included in the local newspaper. Three alternative layouts were developed including:

1. Enhanced Replacement - match style of existing railing with minor modifications to meet current building codes and accommodate maintenance considerations.
2. Replacement In-Kind - closely match style of existing railing with minimal modifications to meet current building codes.
3. Modernized Replacement - provide more modern railing system with smaller horizontal rails and completely removable wood top cap.

The enhanced replacement was determined by the City and validated by State Parks as the preferred conceptual design alternative for the replacement of the railing system. Enhanced replacement is also the most cost effective.

DISCUSSION:

Preferred Railing Alternative

The preferred railing alternative involves maintaining the overall character of the existing railing including the round-shaped horizontal railings, posts and color. The preferred alternative will include a removable, segmented installation method which will accommodate future maintenance concerns and solve awkward transitions and incompatible railing types. Meeting current building code standards for spacing between rails and posts necessitates the addition of a fifth horizontal rail and an extra post at the ends of removable segments. The height of the existing railing will for the most part remain the same and only adjusted slightly to meet current building code provisions. In all of the alternatives, the preferred material for replacement includes anodized, colored aluminum tubing to reduce corrosion. All aspects will be further detailed during the final design. The enhanced replacement system represents the least costly alternative to construct.

Approvals and Permits for Pier Railing Replacement

Initial permitting coordination outreach has been accomplished and concurrently with the preparation of final design and construction documents, the project team is following formal application procedures and coordinating with outside agencies to ensure all federal, state and local requirements pertaining to the improvements are satisfied. These necessary governmental and regulatory approvals include:

- State of California, Department of Parks and Recreation
- California Coastal Commission
- US Army Corps of Engineers
- Los Angeles Regional Water Quality Control Board
- Los Angeles County Department of Beaches and Harbor
- Los Angeles County Department of Public Works
- City Planning and Building Divisions Plan Check

Construction Considerations

Construction bidding will include a base bid and additive alternate strategy to provide cost control flexibility at the time of award of contract. The scope of work included in the base bid will include all the railings along the Pier and stairs, only, while additive alternate bids will include the railing

adjacent to the bike path, lower Pier parking lots, and surrounding the existing Comfort Station restroom facility in order to maintain a consistent appearance with the final design.

The project team is anticipating the following main kinds of impacts requiring coordination and/or mitigation during construction:

- Public Access and Traffic Control
- Construction Phasing
- Construction Staging
- Coordination with Special Events

Provisions for construction coordination and mitigation measures will be implemented in the final construction bid documents accordingly so that the normal access and activities at the pier and parking lots can continue while the project is being constructed in short railing segments. Construction activities can be curtailed during certain special events to minimize any disruptions.

Project Timeline

It is anticipated that the bidding phase for both the Pier and aquarium improvements will be completed between November-December, 2021 and the construction phases will be underway between March-August, 2022. Collectively, the improvements listed above both enhance the pier complex for user groups while ensuring that the look and feel of the historic railings is preserved.

Staff recommends that City Council approve the preferred design alternative presented herein so that staff and Moffatt & Nichol can finalize plans and specifications, obtain approval from the key regulatory agencies and subsequently begin the construction contract procurement phase. It is important to note that due to the deteriorated condition of the Pier's railing and safety concerns, the final design and approval from the California Coastal Commission cannot move forward without the City Council's approval of the preferred alternative. In addition, staff recommends that City Council approve the funding plan for the Project.

PUBLIC OUTREACH:

A community information meeting was held on October 29, 2020, as well as a preliminary design kickoff meeting with the State Parks and Recreation Department on July 10, 2019. The project was also discussed at previous Capital Improvement Program budget meetings.

Once the project progresses to the construction phase, public outreach will include construction update notices, special event coordination, electronic message boards, media coordination, traffic alerts and updates on the City website.

ENVIRONMENTAL REVIEW:

The City will review the proposed project for compliance with the California Environmental Quality Act (CEQA). The City anticipates that the appropriate CEQA environmental document for the project will be a Categorical Exemption pursuant to Section 15302 Class 2 of the State CEQA Guidelines for replacement or reconstruction of existing facilities within the same footprint, with the same proposed usage, and with the same capacity. A Notice of Exemption will be filed with the Los Angeles County Clerk's Office for the Project.

LEGAL REVIEW:

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

ATTACHMENTS:

1. Resolution No. 21-0020
2. Budget and Expenditures Summary
3. Location Map
4. PowerPoint Presentation