ISSAQUAH AQUATIC CENTER

FEASIBILITY REPORT

prepared for the

City of Issaquah

by

Opsis Architecture

in association with

Ballard*King Associates
Water Technology
Architectural Cost Consultants

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TABLE OF CONTENTS

Executive Summary ................................................. 7
Background .......................................................... 9
Public Outreach .................................................... 11
Aquatic Center Study Goals ...................................... 12
Boehm Pool Assessment .......................................... 13
Needs Assessment .................................................. 15
Demographic and Market Analysis ............................. 20
Space Component Summary ...................................... 27
Facility Options .................................................... 29
Site Selection ....................................................... 34
Conceptual Plan Alternatives .................................... 38
Preferred Conceptual Plan ....................................... 40
Construction Costs ................................................ 45
Business Plan Summary .......................................... 46
Funding Options .................................................... 49
Acknowledgements ............................................... 43
Supplemental Information ....................................... 44
EXECUTIVE SUMMARY

Over the past twenty-five years, the City of Issaquah has experienced a rapid transformation, significant population growth, and an equivalent increase in the number of organizations and community needs. Built in 1972 under the King County Forward Thrust program, the Julius Boehm Pool has remained essentially unchanged since its construction. The pool was built with a 25-year life expectancy at a time when the city population was approximately 3,000 and the Center was able to meet the aquatic needs of the area. Since then the city has grown significantly, along with the School District population of 94,628 that it also serves, resulting in the demand for pool use that exceeds the capacity. While there is a seemingly significant number of aquatic facilities in the greater Issaquah area, the reality is that there are few public facilities or even non-profit centers of any magnitude in the greater Issaquah area. Many of these existing facilities are older buildings that will need to be replaced in the coming 5-10 year period and are no longer able to meet the demand and industry standards for such amenities.

In the fall of 2007, the Issaquah City Council approved funding for the 2008 Aquatic Feasibility Study. In April 2008, the consultant team of Opsis Architecture, Ballard*King Associates, and Water Technology, Inc. was hired. The planning team worked closely with the Issaquah community through meetings with stakeholder groups and the project steering committee, as well as open-house community input meetings. The scope of work included an evaluation of the existing pool facility and possible sites for a new facility, market/demographic analysis, a public survey that was then presented to the Issaquah Park Board, and a final presentation to the Issaquah City Council. Six facility space component alternatives, concept design options A-E exploring new and renovated/expansion options, project cost estimates and annual subsidy costs for each option, and
EXECUTIVE SUMMARY

public survey results were presented to staff, the community, and stakeholder groups. At the first open house where options A-E were presented, the community stated support for Option E. Alternative E includes the remodel of the Julius Boehm Pool, plus the development of a new aquatic center with 8 lane stretch 25-yard lap pool, recreational pool, and community rooms at the Central Park - Pad 4 site. Incorporating public input from this initial meeting, the planning team developed a new option that was presented at the next open house, Option B+. Community support overwhelmingly shifted from Option E to Option B+.

Concept Option B+ offers a major remodel of the Boehm Pool that includes: a new 8 lane stretch 25-yard lap pool, converting the existing lap pool into a warm water recreation pool, and new locker rooms and family changing rooms. This modernization of the Boehm Pool is expected to increase its life expectancy for another 30-years. The Park Board reviewed the concept alternatives and recommended concept options B+ and C to the Administration. Alternative C proposes the development of a new pool on the Central Park pad #4 with future expansion capability for community rooms and dry-land recreation spaces.

The results of the six-month study were presented to the Issaquah City Council on November 25, 2009. The City Council deliberated on their evaluation of the two preferred facilities alternatives B+ and C. On May 4, 2009 the City Council approved Agenda Bill #5957 Issaquah Aquatic Facility Feasibility Study, authorizing the Administration to move Facilities Alternatives B+ and C to the Capital Improvements Plan for 2010-2015. The motion was amended with a 7-0 Council vote directing the Administration to pursue the feasibility of regional funding, including partnership with public and/or private partners, as a condition of any further action on Aquatic Facilities Alternatives B+ and C.
BACKGROUND

In 1994, King County transferred ownership of the Julius Boehm Pool to the City of Issaquah. Currently operated by the Parks and Recreation Department, the pool is open Monday-Saturday and provides: year-round swim lessons for preschool, youth and adults; an array of aquatic exercise classes; safety and certification courses, open and lap swim sessions, kayaking classes and several other programs, as well as being available for private parties. Although the Boehm Pool offers consistent hours of use, there is overcrowding during public swim and the pool is unable to offer public swim hours between 3:00-8:00pm Mondays through Thursdays.

On average since 2003, 435 participants per year are on a waiting list and unable to register for learn to swim classes. The current Julius Boehm Pool program was recognized by the American Red Cross King/Kitsap counties in 2007 as having the largest number of learn to swim participants by a single facility in King/Kitsap Counties. These numbers do not include private rentals, number of times a membership pass is used, school groups and school PE programs. Swim lessons and other programs have hit capacity and are not able to satisfy the demand for aquatic activities. The existing Boehm Pool also currently services three swim teams (Skyline, Liberty and Issaquah High Schools and the Issaquah Swim Team) with at least one additional high school interested in using the facility.

A Citizens Advisory Committee (CAC), made up of nine volunteer community members, was formed in the fall 2004 to explore the need to expand two of the City of Issaquah’s recreational facilities, the Community Center and the Julius Boehm Pool. Based on input
BACKGROUND

from community groups, staff, and public survey results, the CAC unanimously agreed that constructing Phase II of the Community Center and Pool is not only necessary, it should be a critical component of the City’s near-term planning and budget. The CAC 2005 Report summarized that as a result of Boehm Pool’s age, the mechanical systems are outdated, inefficient and costly to operate. Additionally, modern public swimming pool design criteria and technology have changed considerably over the last 30-years, emphasizing more energy efficient mechanical systems and improved access and amenities for families, seniors and the disabled. The existing facility does not serve these populations well and it is expensive to operate and maintain.
PUBLIC OUTREACH

The City of Issaquah conducted an Aquatic Center Feasibility Survey during July and August 2008 to help determine the feasibility of renovating and/or constructing a new aquatic center. The phone survey was designed to obtain statistically valid results from households throughout the City of Issaquah. The results of the survey conducted by Leisure Vision are referenced in the Needs Assessment and included in the Supplemental Materials section of this report.

The planning team held a series of focus group meetings with competitive swimming, seniors, the City Staff Project Committee, Parks & Recreation staff, and the project Steering Committee. Public input meetings were held at the Tibbetts Creek Manor and Blakely Hall to solicit community comments and input. The public meetings, held during September and October 2008, were advertised through postcards and posters, press releases, e-blasts, channel 21, and the Kiwanis & rotary clubs. At the two public meetings Opsis and Ballard*King presented a project update with a summary of the market analysis and public opinion survey, the Boehm Pool assessment study by Water Technology, review of the potential space components and facility options, and a review of the concept design alternatives with projected capital cost and annual subsidy for each option. The meeting was organized into two sections to allow public input on the proposed space components and conceptual design alternatives. Public input comments and preferences for concept design options are included in the Supplemental Information section of this report.
The following project study goals were established by the Parks & Recreation Department and the project Steering Committee to serve as a guideline for the scope and content of this study and to ensure a community based planning process was realized.

- Incorporate an inclusive community planning process that includes a public survey and public input meetings
- Meet current and future aquatic program needs for the City of Issaquah and the surrounding Issaquah Parks and Recreation District service area
- Provide multi-use aquatic programming that is family oriented and also serves the needs of competitive swimming
- Envision a facility that is financially feasible and can generate revenue to offset operating costs
- Develop a compelling vision that reflects the qualities and attributes of Issaquah
- Evaluate the viability of retaining / expanding the Julius Boehm Pool or operating two pools (new aquatic center and Boehm pool)
- Evaluate suitability of potential sites to accommodate a new aquatic facility with potential future expansion
- Develop concept options and preferred concept design for the selected site(s)
- Integrate green design practices into the building and site design (pursue LEED silver certification)
- Develop capital / operational cost analysis for the concept options and the preferred concept
BOEHM POOL ASSESSMENT

Water Technology, Inc. (WTI) prepared a facility assessment report for the Julius Boehm Pool to investigate the current operating condition and propose future steps to assist in the operations, revitalization, and market appeal of aquatics in Issaquah. The Boehm Pool is approximately thirty-six years old and consists of a conventional 40-yard pool with a shallow area and a 25-yard six lane lap/competition pool. The pool is in relatively good shape for its age. It is well maintained and operated with attention to user safety and customer care. The Boehm Pool structure, consisting of concrete masonry walls and wood glu-lam beams with wood roof decking, is in good condition. The observed challenges are related to original installation issues, mechanical deterioration prior to acquisition by the City of Issaquah, and other typical factors of pools of similar age.

Specific facility concerns are the lack of available parking, non-insulated walls and windows resulting in building condensation during cold weather, boiler system issues, inconsistent pool water temperature, inadequate air distribution in the natatorium with no chloramine distribution, inadequate shower system and temperature control, accessibility constraints to locker rooms and the second floor, inadequate staff offices and pre-program space and locker rooms, lack of family bathrooms, deterioration of the mar-site pool liner, depths markers are missing, inadequate deck space, and an obsolete immobile bulkhead. Additionally, the facility has achieved the milestone where the community must decide how best to maintain the facility’s market appeal to meet the needs and desires of the Issaquah population.
BOEHM POOL ASSESSMENT

The WTI Report outlines a number of strategies for improvements, if the Boehm Pool is to be retained, with different priority levels for potential phased implementation. These include:

Priority-1 improvements include: Updating HVAC controls and air distribution corrections in natatorium, reconstructing and replacing existing drain grates to be compliant with federal law and ASME/ANSI A 112.198-2007, installing depth markers at required intervals, correcting plumbing hot water issue, renovating pool heating system with appropriately sized and piped heat exchangers, and addressing ADA access to the second floor and to provide accessible restrooms.

Priority-2 improvements include: expanding the existing entry to restrooms, removing existing guard chairs and replacing them with portable chairs, refinishing the pool and removing the fiberglass lining, replacing bulkhead, providing access to outdoor patio, insulating exterior walls and replacing windows with thermal insulated glass units, and adding parking.

Priority-3 improvements include: providing family restrooms, providing new or reconfiguring the existing bathrooms, expanding the deck area, adding a recreation pool, relocating the lap pool to accommodate 8-lane lap swim for swim teams, providing whirlpool or spa, and possibly adding an outdoor seasonal water play feature.

The complete WTI Facility Assessment Report is included in the Supplemental Information section of this report.
NEEDS ASSESSMENT

When the Boehm Pool was constructed in 1972 as part of the King County’s Forward Thrust Program, the Issaquah community had a much smaller population base and the Center was able to meet the aquatic needs of the area. However, during the last 5-10 years, the demand for pool use has exceeded the capacity. Although the Boehm Pool offers consistent hours of use, there is overcrowding during public swim and the pool is unable to offer public swim hours between 3:00-8:00pm Mondays through Thursdays.

The current Julius Boehm Pool program was recognized by the American Red Cross King/Kitsap counties in 2007 as having the largest # of learn to swim participants by a single facility in King/Kitsap Counties. These numbers do not include private rentals, number of times a membership pass is used, school groups and school PE programs. Swim lessons and other programs have also hit capacity and are not able to satisfy the demand for aquatic activities. On an average since 2003, 435 participants per year are on a waiting list and unable to register for learn to swim classes.

The existing Boehm Pool presently services three swim teams (Skyline, Liberty and Issaquah High Schools and the Issaquah Swim Team) with at least one additional high school interested in time at this facility. The School District’s swim teams do not have enough time/lanes for practice. The Issaquah Swim Team is not able to hold meets at the center due to space constraints and lack of parking. The lack of pool time has forced the Issaquah Swim Team to place a cap on the number of swimmers it can accommodate. The conventional nature of the pool also results in a facility has very little appeal to the recreational swimmer.
NEEDS ASSESSMENT

The 2005 CAC study identified the following improvements to the Boehm Pool: family changing rooms, updated and enlarged locker room areas, zero-depth leisure / recreational pool with water slides, spray features, lazy river and possible wave pool. In addition, increase the number of lap lanes, increase swim lessons to meet the demand and provide a hot tub / therapy pool.

The new generation of family-oriented aquatic center combines both cool water lap swim and warm water multi-generational recreation water activities. These new aquatic centers have diminished the market appeal of Boehm Pool, which lacks many of the current amenities popular in newer aquatic facilities, such as interactive water play features, adventure water slides, zero-depth beach entry, lazy river, and other family amenities. In spite of this, the Boehm Pool is heavily utilized, principally through programmed activities such as swim teams and swimming lessons. A new facility or an addition to the Boehm Pool could restore the missing recreational user base.

Citizen Survey Results

The City of Issaquah conducted an Aquatic Center feasibility Survey during July and August 2008 to help determine the feasibility of renovating and / or constructing a new aquatic center. The phone survey was designed to obtain statistically valid results from households throughout the City of Issaquah. The results of the random sample of 302 households have a 95% level of confidence with a precision of at least +/-5.6%.
NEEDS ASSESSMENT

The summary of survey results include:

- 51% of the respondent households use swimming facilities and/or programs with 70% participating in recreational swimming.
- Of the 51% of households that use swimming facilities and/or programs, 45% use the Issaquah Pool (Figure 1).

The pool features that respondents feel are most needed in Issaquah are:

- An area for swim lessons (46%), recreation oriented pool (39%), lanes for lap swimming (35%), warm water area for exercise (30%), and area for water fitness (26%).

The reasons that respondents would be most likely to use a pool are (Figure 2):

- Recreational swimming (63%), fitness and exercise (55%), instructional classes (28%), and therapeutic purposes (16%).
- Forty-eight percent (48%) of the respondents prefer a pool with a combination of indoor and outdoor amenities.
- In addition (38%) prefer an indoor pool and 3% an outdoor pool.
- Only 11% of the respondents indicated that no pool should be built in Issaquah.
NEEDS ASSESSMENT

Respondents were asked how high of a priority the City of Issaquah should place on renovating and/or building a new pool. The following summarizes key findings (Figure 3):

- Sixty-six percent (66%) of respondents feel the City should place either a medium (38%) or high priority (28%) on renovating and/or building a new pool.
- In addition, 15% of respondents fell it should be a low priority, and 7% felt it should not be a priority.

Respondents were asked to indicate the maximum property tax increase they would support to help fund a new aquatic center that meets the needs of their household. The following summarizes key findings:

- Forty-three percent (43%) of respondents would support a property tax increase of $50 or more per year to help fund a new aquatic center that meets the needs of their household.

The complete summary of the survey results by Leisure Vision are referenced in the market analysis and included in the Supplemental Information section of this report.

Conclusions

There is a demonstrated need for a new aquatic center or renovation and expansion of the Boehm Pool to serve the recreational, instructional, and competitive swimming needs of the growing Issaquah community. Previous studies such as the 2005 CAC Study conducted by the City of Issaquah and the public input received indicate the interest of residents for more access to multi-generational aquatic programs and facility. This analysis reaffirms previous findings and
NEEDS ASSESSMENT

studies. The demographic summary and market review that follows examined the current population, demographic trends, and the current inventory of aquatic facilities available to the public. This information was used to further assess community needs. The recommended space components resulting from the needs assessment is presented in the Space Components Summary section of this report.

The complete summary of the survey results by Leisure Vision are referenced in the market analysis and included in the Supplemental Materials section of this report.
In an attempt to determine the feasibility of renovating the Julius Boehm pool or building a new aquatic center for the City of Issaquah, Washington, the team conducted a market analysis that looks at the demographic realities of the area (Issaquah School District) and reviews the existing facilities in the service area. The following is a summary of the basic demographic characteristics of the Issaquah area and a comparison with basic sports participation standards as produced by the National Sporting Goods Association.

**Service Area:**

The focus of a renovated/expanded or new aquatic center will be to serve the residents of the City of Issaquah. However, it is normal for most recreation facilities to have a service area that is different than just the jurisdictional boundaries. The selected service area for the existing Julius Boehm Pool is the Issaquah School District boundary; this is the geographic area it is currently serving. Use by individuals outside of the service area will be limited to special aquatic events (swim meets, water polo, diving competitions, etc.) or visitors to the area.

Most public focused aquatic centers draw the vast majority of their users from a 15-20 minutes driving distance in a semi urban environment. Based on the facility’s proximity to major thoroughfares, along with amenities included in the facility, that driving distance may increase or decrease. Other factors impacting the use as it relates to driving distance are the presence of alternative service providers in the Issaquah area. Alternative service providers can have an impact upon membership, daily admissions and the associated penetration rates for programs.
DEMOGRAPHIC & MARKET ANALYSIS

Since the Boehm Pool was transferred to the City of Issaquah in 1994, the City of Issaquah population has grown from 11,212 in 2000 to 26,890 in 2009 with a growth projection of 28,617 by 2013. The increase from 1995-2008 represents an 58% increase in the number of Issaquah residents over the past 9 years. There has also been a tremendous increase in population within the area that the Issaquah Parks and Recreation serves. The Issaquah Parks & Recreation Department recognizes the Issaquah School District as its Recreation Service Area. The Issaquah School District comprises 110 square miles and is home to 94,628 people who reside in Issaquah, Sammamish, Bellevue, Renton, Newcastle, Preston and unincorporated King County.

The demographic service area summary below compares important differences between the Issaquah School District (Recreation Service Area) boundaries and the City of Issaquah boundaries (Figure 4). Population and demographic comparison between the City and Service areas include: family size, median age, ethnic population, household income, median income, and growth rates.

School District Service Area Demographic Summary:

- The 2008 population of 94,628 is expected to show moderate growth over the next 5-10 years with projected growth to 102,869 by 2013.

- The population density is generally medium
DEMOPGRAPHIC & MARKET ANALYSIS

- The median age is slightly higher than the national average and is expected to increase at the same rate of the national average.

- Household size is higher than the national average indicating a slightly larger number of households with children.

- Median household income is significantly greater than the national level. It is important to compare the median household income with the Housing rank from the Places Rated Almanac.

- The predominate race in the area is White with the second highest percentage being Asian.

City of Issaquah Service Area Demographic Summary:

- The current population of 26,890 is expected to show strong growth over the next 5-10 years with projected growth to 28,617 by 2013.

- The population density is generally medium.

- The median age is slightly higher than the national average, but lower than that of the School District Service Area, and is expected to increase at the same rate of the national average.

- Household size is lower than the national average, indicating a slightly lower number of households with children. However, when compared with the School District Service Area the City is actually projected to experience an increase in average household size, which would indicate an increase in households with children.
DEMOGRAPHIC & MARKET ANALYSIS

- Median household income is greater than the national level, but less than the School District Service Area. It is important to compare the median household income with the Housing rank form the Places Rated Almanac.

- The predominate race in the area is White with the second highest percentage being Asian, this is identical to the School District Service Area.

Aquatic Market Trends

- According to the Sports participation summary (2007 national Sporting Goods Association Survey) lists swimming as number 3 in the nation behind exercise walking and exercising with equipment.

- On the Washington State level swimming is ranked number 2 behind exercise walking.

- Recreation spending is higher in Washington than in some other areas nationally.

- Participation trends: a leisure pool can generate up to 30% more revenue than a comparable conventional pool and the public seems willing to pay more for this type of pool than a conventional aquatic facility.

- Approximately 20.3% of the Pacific Region of the country participates in aquatic activities. The largest groups are the younger age groups with over 44% of all kids, ages 7-11, participating in swimming.

Indoor Pools

Public
- Bellevue Aquatic Center (Bellevue)
- Renton Pool (King County)
- Julius Boehm Pool (Issaquah)
- Si View (North Bend)

Non-Profits
- Bellevue Family YMCA
- Samena Swim & Recreation Club
- Mary Wayle Pool (Mercer Island)
- Hartman Pool (Redmond)
- Sammamish YMCA
- Jewish Comm. Ctr (Mercer Island)

School Districts
- Juanita High School
- Hazen High School

Outdoor Pools

Public
- Henry Moses (Renton)

Non-Profits
- Samena Club

Summer Swim Clubs
- Edgebrook Swim Club
- Klahanie Lakeside Pool
DEMOGRAPHIC & MARKET ANALYSIS

Issaquah Area Aquatic Facilities Market Summary

- The City of Issaquah has the Julius Boehm Pool to meet the vast variety of aquatic needs in the community. However this pool can no longer accommodate the needs of the competitive swim market, the demand for programs and services and has no appeal to recreation swimmers. The City does not have an outdoor pool.

- Most school districts do not have their own pools for their programs and are highly reliant on other public, non-profit, and private facilities to serve their needs. Often this results in outdoor facilities or inadequate indoor pools having to be utilized for this purpose.

- Many of the existing indoor pools are reaching the end of their lifespan. This is particularly true for the Forward Thrust pools (including the Julius Boehm pool). A number of the private summer swim clubs have similar situations.

- Due to their age, most of the pools are no longer state-of-the-art and are not configured properly to adequately serve the competitive needs of the area.

- Most public and non-profit indoor aquatic centers (with the exception of Samena, YMCA and the JCC) are stand alone aquatic facilities with very few other dry-side amenities. This is highly unusual.

- There are a surprisingly small number of public outdoor pools even though the Henry Moses pool in Renton has proved to be immensely popular and financially viable.
DEMOGRAPHIC & MARKET ANALYSIS

- The recreational swim needs of the area are not being well served by existing facilities which are generally more conventional in nature with deeper and colder water.

- Private summer swim clubs have taken advantage of an unmet demand for competitive aquatic facilities and extended their seasons or modified their facilities to serve this market.

Demographic and Market Conclusions
The Julius Boehm Pool currently serves a relatively large population base (nearly 95,000) that is defined as the Issaquah School District. In fact with the aquatic demands of the area and the limitations of the facility, the pool is unable to adequately serve some of the most basic needs of the area. Over the next few years the population is expected to increase steadily while the median age will remain slightly older than the national numbers, but the median household income level will be much higher. This will further increase the demand for more pool space.

While there is a seemingly significant number of aquatic facilities in the greater Issaquah area, the reality is that there are few public facilities or even non-profit centers of any magnitude in the greater Issaquah area. Many of these existing facilities are older buildings that will need to be replaced in the coming 5-10 year period and are no longer able to meet the demand and industry standards for such amenities. There are also a number of private summer swim clubs that have been modified to help meet the demand for competitive swim time. Many aquatic teams in the area can no longer grow in
DEMOGRAPHIC & MARKET ANALYSIS

size with the lack of adequate pool time and space and most organizations have to utilize a variety of pools to meet their needs.

Determining the focus for the type of aquatic facility to pursue will be critical. A new Issaquah Aquatic Center will need to serve a variety of aquatic needs from competitive swimming to aquatic programs and recreational swimming to ensure a strong financial base for the facility.

Overall, there are a significant number of market opportunities for a new aquatic center in Issaquah or a significant transformation and expansion of the Boehm Pool that should be studied further to determine the financial viability of such a project. The complete demographic summary and market review by Ballard*King is included in the Supplemental Information section of this report.
SPACE COMPONENT SUMMARY

The project Steering Committee and Parks & Recreation staff developed a desired list of space components based on public input from the citizen survey and several public open-house meetings. Emphasis was given to providing program areas for children, older adults, families, and multi-generational activity programming with consideration for the needs of competitive swimming that serves local high schools and swim teams. The recommended space components for the Issaquah Aquatic Center include the following:

**Aquatic Spaces**
- 8-lane Lap / Stretch 25-Yard Pool
- Spectator Seating
- Recreation Pool
- Whirlpool / Spa

**Building Support Spaces**
- Entry Hall – Lobby
- Locker Rooms
- Family Changing Rooms
- Special Events Room / Birthday Parties
- Administrative Offices
SPACE COMPONENT SUMMARY

Add-on Spaces
In addition to the space components outlined in the core building program, the following dry-land spaces were identified as desirable to be considered as budget and site constraints allow.

- Gymnasium
- Group Exercise
- Fitness / Weights
- Community Room
- Multi-purpose Classroom
- Child watch / Activity Room

A complete list of the recommended space components and associated square footages are outlined in the project cost estimates for the concept options included in the Supplemental Information section of this report.
FACILITY OPTIONS

Facility Options Summary

The facility options explored are based on three possible scenarios: retain and expand the Boehm Pool, replace with new aquatic center, or retain the Boehm Pool and develop a new Aquatic Center.

**Option A (18,840gsf)**
Retain Boehm with Minor Improvements

**Boehm Renovation**
- Improve facility entry
- New front desk / expand staff area
- New windows / exterior insulation
- New expanded locker rooms (conventional and family)
- Elevator access to upper level
- Replace bulkhead / re-plaster pool
- Improve pool mechanical system
- Total parking - 18 stalls (existing)

**Option B (24,200gsf)**
Retain Boehm with Major Improvements / Aquatic Enhancements

**Boehm Renovation**
- Improve facility entry
- New front desk / expand staff area
- New windows / exterior insulation
- New expanded locker rooms (conventional and family)
- Elevator access to upper level
- Replace bulkhead / re-plaster pool
- Improve pool mechanical system

**Boehm Aquatic Additions**
- Expand pool deck (allow more space for swimmers)
- Outdoor sprayground (1,500 to 2,000sf)
- Indoor recreation pool (water surface 2,000sf)
- Total parking - 48 stalls
FACILITY OPTIONS

Option B+ (34,770 gsf)
Retain Boehm with Major Improvements / Aquatic Enhancements

Boehm Renovation
- Improve facility entry
- New front desk / expand staff area
- New windows / exterior insulation
- New expanded locker rooms (conventional and family)
- Elevator access to upper level
- Replace bulkhead / re-plaster pool
- Improve pool mechanical system

Boehm Aquatic Additions
- Expand pool deck (allow more space for swimmers)
- 8 lane stretch 25-yard lap pool (adequate deck for swim meets)
- Raised spectator seating for 300
- Whirlpool / Spa 250sf
- Indoor recreation pool (water surface 3800sf) with slides, zero depth entry, current channel, and interactive play features
- Birthday party / special events room
- Total parking -110 stalls
Option C (43,000gsf)
New Aquatic Center at Plateau (Boehm Pool closes)

New Aquatic Center
- 8 lane stretch 25-yard lap pool (adequate deck for swim meets)
- Raised spectator seating for 300
- Whirlpool / Spa 250sf
- Indoor recreation pool (water surface 4000sf) with slides, zero depth entry, current channel, and interactive play features
- Outdoor sprayground (3,000-4000sf)
- Locker rooms (conventional and family)
- Birthday party / special events rooms
- Entry, front desk, offices, guardroom, and first aid room
- Total parking - 146 stalls

Future Expansion: Recreation / Community Spaces
- Weight / cardiovascular area
- Group exercise room
- Multi-use gymnasium
- Community room area (divisible into 3 rooms)
- Catering kitchen attached to community room
- Total parking - 245 stalls
FACILITY OPTIONS

Option D (72,000gsf)
New Aquatic / Recreation Community Center at Plateau
(Boehm Pool closes)

New Aquatic / Recreation Community Center
- 8 lane stretch 25-yard lap pool (adequate deck for swim meets)
- Raised spectator seating for 300
- Whirlpool / Spa 250sf
- Indoor recreation pool (water surface 4000sf) with slides, zero depth entry, current channel, and interactive play features
- Outdoor sprayground (3,000-4000sf)
- Locker rooms (conventional and family)
- Birthday party / special events rooms
- Entry, front desk, offices, guardroom, and first aid room
- Weight / cardiovascular area
- Group exercise room
- Multi-use gymnasium
- Community room area (divisible into 3 rooms)
- Catering kitchen attached to community room
- Total parking - 371 stalls
FACILITY OPTIONS

Option E (62,500gsf)
New Aquatic Center at Plateau (Option C) and Retain Boehm with Minor Improvements (Option A)

New Aquatic Center
- 8 lane stretch 25-yard lap pool (adequate deck for swim meets)
- Raised spectator seating for 300
- Whirlpool / Spa 250sf
- Indoor recreation pool (water surface 4000sf) with slides, zero depth entry, current channel, and interactive play features
- Outdoor sprayground (3,000-4000sf)
- Locker rooms (conventional and family)
- Birthday party / special events rooms
- Entry, front desk, offices, guardroom, and first aid room
- Accommodates future expansion: recreation / community spaces
- Total parking - 146 stalls

Retain Boehm with Minor Improvements
- Improve facility entry
- New front desk / expand staff area
- New windows / exterior insulation
- New expanded locker rooms (conventional and family)
- Elevator to access upper level
- Replace bulkhead / re-plaster pool
- Improve pool mechanical system
- Total parking - 18 stalls (existing)
SITE SELECTION

Potential Building Sites

The planning team visited a number of potential sites for a new aquatic center based on 4 acres or more of land available for redevelopment. The sites were located within the I-90 corridor or within the Plateau region, the Issaquah Highlands Central Park Pad 4 site, and the Julius Boehm Pool. Figure 5 illustrates 2 types of parcels considered for building sites that were visited and investigated.

Green: Parcels 4 acres or more; located within a half mile of I-90; and meet one or more indicators used for development / redevelopment potential whether by King County for Buildable Lands or by developers: higher land value than improvement value, buildings / developments 20-years old or more, or simply vacant land. It is important to note that we are not suggesting that any of these sites are available or feasible for the aquatic center. Many sites can meet an indicator, but still may be very useful and/or profitable to the owners with their current development. Most of these sites have commercial zoning and would likely be very expensive. Others have environmental constraints that would need to be carefully considered.

Yellow: Parcels may be over four acres and generally level, but are located more than a half mile from I-90. Others may be close to I-90, but would require substantial property assembly in order to create a four to eight acre site. All the disclaimers on the green parcels apply to these as well.

Figure 5: Sites considered during site selection
SITE SELECTION

Selected Site Alternatives

The existing Boehm Pool and Plateau site were selected as the preferred sites to investigate because they are centrally located, adequately sized, available, and do not require site acquisition cost. The Plateau site, located at Issaquah Highlands Central Park - Pad 4, was determined to be the only viable new building site that is an appropriate size and located on City owned property. The 4-acre site is located next to a powerline corridor that can be utilized for parking. The Major Development Review Team (MDRT) verified that Pad 4 is buildable, however, geo-tech reports would need to be done because of the construction fill used on the site.
### SITE SELECTION

**Boehm Pool Site**

The Boehm Pool is centrally located in Issaquah on top of a knoll within a park setting that offers panoramic views to the north. It is located adjacent to the Issaquah Middle School, the Issaquah Community Center, and Rainier Greenway. The site has expansion capacity to the north, south, and west of the Julius Boehm building. Revitalizing the Boehm Pool would support the Central Issaquah Plan and the vision of a "community campus" with proximity to the Community Center and the Rainier Greenway. The site is constrained by a parking capacity of eighteen stalls and vehicular access from Front Street with pedestrian access from Front and SE Bush Streets. Although shared parking exists with the adjoining Middle School, it is not available many hours of the day. Providing adequate parking to serve the existing and expansion needs of the Boehm Pool is a critical consideration for considering expanding the capacity and amenities of the Boehm Pool.
SITE SELECTION

Plateau Site

The Plateau site is located directly north of Central Issaquah in an area with a rapidly growing population in the Issaquah Highlands. Situated in Central Park with access from NE Park Ave., the Highland’s site offers convenient access from I-90 and proximity to downtown Issaquah within a 10-15 minute drive time. The boundary of Pad 4 is defined by the Elementary School to the north, the remnant forest to the south, and the powerline corridor and Central Park Ave to the east. The flat 4-acre parcel provides additional capacity with proximity to a powerline corridor that can be utilized for surface overflow parking. The overall capacity of the site can accommodate both aquatic programs and dry-land amenities such as recreation and community spaces and their associated parking requirement. In addition, site offers panoramic views of the Issaquah Valley to the west, which is highly desirable for community room rentals and enhances the revenue generating potential of the facility.
Concept Design Alternatives

Concept design alternatives were developed for the renovation and expansion of Boehm Pool and a new Aquatic Center located at the Issaquah Highlands Central Park - Pad 4 site. Six concept designs (A-E) were explored based on information from the statistically valid survey, market analysis, and input from the focus group meetings, project Steering Committee meetings, and public open-house meetings. The design options were developed to the same level of detail for comparison. The information for each option included: site plans, floor plans, preliminary capital cost estimates, and projections for annual subsidy.

Options A, B and B+ explore a range of renovation and expansion possibilities for the Boehm Pool.

Options C and D explore the potential of a new aquatic center with the potential expansion of dry-land recreation and community program spaces located on the Plateau at Issaquah Highlands Central Park Pad 4.

Option E considers the possibility of retaining the Boehm Pool with minor renovation (Option A) and also constructing a new aquatic center with future dry-land recreation / community program space (Option C).
CONCEPT PLAN

Preferred Concept Plans
Option E - Boehm Pool Renovation/Expansion and new Aquatic Center on the Plateau

The majority of public comments at the first Public Meeting expressed a preference for Option E, which remolds the existing Boehm Pool and constructs a new aquatic center. The projected capital cost for Option E is $32.7 million with an annual subsidy of $551,000 - $651,000. This option represents a huge financial burden for the City of Issaquah, especially the annual subsidy which is projected to be $325,000 - $426,000 more than the City currently subsidizes. This is due in part to the fact that a new state-of-the-art aquatic center would compete directly with a renovated Boehm Pool for use and revenues. This results in a significant reduction in revenue and an increase of the annual subsidy. At the second Public Meeting, held at Blakely Hall, concept Option B+ was presented and received much stronger support than Option E.

Participants at the two Public Meetings were involved in an interactive exercise where they used dots to indicate preferences for the various conceptual design options. Green dots were used for their desired preference and yellow dots to indicate their alternate preference. At the first Public Input Meeting there was overwhelming support for Option E with a total of 35 green and yellow dots. Option C received 8 dots, Option D - 7 dots, and Options A and B received 3 dots each. At the second Public Input Meeting Option B+ was presented along with the previous 5 options. Option B+ received overwhelming support with 37 green and yellow dots. Option E received 24 dots, Option C - 18 dots, Option D - 12 dots, Option B -1 dot and Option A - 0 dots. Options B+ and C were
PREFERRED CONCEPT PLAN

carried forward based on preferences from the Public Input Meetings and the recommendation of the City Staff Project Committee and the Steering Committee. A record of the public input and dot preferences is included in the Supplemental Information section in this report.

Option B+ - Boehm Pool Renovation and Expansion
This concept design for the Boehm Pool renovation / expansion proposes a new 8 lane stretch 25-yard competition lap pool addition to the west, a reconfigured spectator seating balcony, new locker rooms, new family changing rooms, and expanded entrance lobby contained in an addition to the south. The existing 6 lane stretch lap pool will be reconfigured into a warm water recreation pool with an enlarged deck and whirlpool / spa accommodated within a proposed addition on the north side of the natatorium. A staged construction approach would allow the Boehm Pool to remain open during construction.

The parking lot immediately adjacent to the Boehm Pool will be expanded to 32 stalls with a reconfigured parking lot to the south and east. Additional proposed parking areas include a new 48 stall parking lot accessed from First Avenue and expansion the parking lot east of the Community Center into the existing skate park for a net gain of 30 parking stalls. The skate park would be relocated in this scenario. A total parking resource of 110 stalls is proposed for the Boehm Pool renovation / expansion, which aligns with the City of Issaquah parking code.
PREFERRED CONCEPT PLAN

Key features of Option B+ include

- Provides for aquatic needs with 8 lane stretch 25-yard lap competition pool and recreation pool
- Supports public sentiment to retain Boehm Pool
- Rejuvenates facility for the next 30-years
- Meets parking requirement
- Off-site expansion of recreation / community activity spaces will be accommodated as additions to the existing Community Center
- Supports the Central Issaquah Plan
- Capital cost at $20.3 million
- Annual subsidy at $166,000 - $176,000
Option C - New Aquatic Center at the Plateau Site

The proposed new Aquatic Center on the Plateau is positioned at the west end of the parcel to capture the panoramic views to the west. The entry, located at the northeast corner of the facility faces back to the Central Park access road. The plan includes an 8 lane stretch 25-yard competition lap pool and warm water recreation pool facing west with panoramic views of the Issaquah Valley. An outdoor sprayground and sun terrace is positioned between the lobby and the recreation pool with views to the northwest. The plan includes two birthday party rooms, lockers and family changing rooms and administrative and aquatic offices and building support. Spectator seating is located on the second level overlooking the competition pool and the leisure pool. The second level has capacity to accommodate a fitness/weight training area.

The site layout accommodates the parking requirement of 146 stalls with provisions for an additional 245 parking stalls to support the potential expansion of recreation/community spaces. 391 stalls can be accommodated with site capacity for additional parking if required. The site’s parking capacity supports the possibility of hosting swim meets at the new Aquatic Center. If this is desired, vehicular access and traffic impact would need to be carefully considered for large aquatic events. The preliminary site plan locates a service access road between the remnant forest and the Aquatic Center. Terraced parking, conforming to the topography, is located on the eastern half of the site adjacent to the forest.
PREFERRED CONCEPT PLAN

A parcel of land east of the aquatic center is preserved for a future expansion that could accommodate a community room, aerobic and dance studios, fitness / weights, and multi-use classrooms spaces.

Key features of Option C include:

- Provides for aquatic needs with 8 lane stretch 25-yard lap competitive pool, recreation pool and seasonal sprayground
- On-site expansion of recreation / community activity spaces can be accommodated to create a comprehensive multi-generational facility
- Offers potential as regional aquatic center attractor
- New state-of-the-art facility
- Serves the surrounding communities within the Issaquah Parks & Recreation District.
- Meets parking requirement (potential traffic congestion)
- Capital cost at $31.7 million
- Annual subsidy at $150,000 - $200,000

The two preferred concept Options B+ (renovation / expansion of Boehm) and C (new Aquatic Center on the Plateau) were presented by Opsis and Ballard*King to the Issaquah City Council on November 25, 2008. On February 3, 2009 the Issaquah Park Board recommended pursuing both options B+ and C. The Board expressed these two options target the growing communities of Issaquah, both on the Issaquah Valley floor and the Plateau region.
PREFERRED CONCEPT PLAN

The City Council deliberated on the evaluation of the two preferred options B+ and C. On May 4, 2009 the City Council approved Agenda Bill #5957 Issaquah Aquatic Facility Feasibility Study, authorizing the Administration to move Facilities Alternatives B+ and C to the Capital Improvements Plan for 2010-2015. The motion was amended on a 7-0 Council vote directing the Administration to pursue the feasibility of regional funding, including partnership with public and/or private partners, as a condition of any further action on Aquatic Facilities Alternatives B+ and C. Detailed operational and annual subsidy projections for Option B+ were developed by Ballard*King and included in the Supplemental Information section of this report.
CONSTRUCTION COSTS

Opinion of Project Cost

Preliminary project cost estimates are summarized for each of the six conceptual design alternatives. The estimate includes: site development, building construction cost, soft costs, owner contingency, and sales tax. The order-of-magnitude estimate is in October 2008 dollars that is escalated to a possible start-of-construction dates of April 2011. The order-of-magnitude project cost estimate was developed by Architectural Cost Consultants using cost-per-square-foot allowance for space program elements combined with quantity take-offs from the site specific facility conceptual designs. The unit cost assigned to specific program elements is based on a good quality level that includes durable materials, green design strategies, and specialized finishes appropriate to the high-use and harsh atmosphere issues associated with an indoor aquatic center and community recreation facility. The site costs are based on the comprehensive site development plan that includes: allowances for the required parking, fire-lane and service access, utilities, paving and landscape.

The project soft costs are in addition to the direct construction costs and include: fixtures, furnishings, and equipment (FFE), design and engineering fees, project contingencies, construction management, and testing, permitting fees and sales tax. The project cost estimates developed by Architectural Cost Consultants are included in the Supplemental Information section of the report.
BUSINESS PLAN SUMMARY

With the development of a series of program options for a renovated Julius Boehm pool or a new aquatic center, the operational realities of each of these options was then analyzed.

The following are general estimates of the possible operational impact of the five different program alternatives that have been noted above (a detailed Business Plan is contained in the Supplemental Materials). These are basic estimates only based on preliminary program descriptions. At this point these estimates should only be utilized for degree of magnitude comparisons between the options. It should also be noted that the current operating budget for Julius Boehm pool does not include utilities, some maintenance staff, maintenance supplies or capital expenditures. For comparative purposes the estimates for new facilities also do not include these items.

Option A
Despite the capital cost of improvements to the Julius Boehm Pool, there will be very little impact on the operation of the pool itself. Changes to the existing budget:

<table>
<thead>
<tr>
<th>Expense Increase</th>
<th>$10,000-$25,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revenue Increase</td>
<td>$10,000-$25,000</td>
</tr>
<tr>
<td>Difference</td>
<td>Even</td>
</tr>
<tr>
<td>Adjusted Difference</td>
<td>-$226,000 (07 actual budget)</td>
</tr>
</tbody>
</table>

Option B
This option includes the basic improvements noted in Option A plus expands the deck area in the pool, adds an outdoor spray ground, and a small indoor leisure pool. This option will have a much bigger impact on the operating budget for the center. Changes to the existing budget:

- Fee increase of 10% to 15%
  - Expense Increase $100,000-$120,000
BUSINESS PLAN SUMMARY

Revenue Increase $120,000-$150,000
Difference $20,000-$30,000
Adjusted Difference -$206,000-$196,000 (from the existing budget)

Option B+
This option takes the existing Boehm pool tank and converts it to a leisure pool and adds a new stretch 8 lane pool to the west of the existing pool. This option will also have a much bigger impact on the operating budget for the center. Changes to the existing budget:
  • Fee increase of 15% to 20%
Expense Increase $300,000-$350,000
Revenue Increase $350,000-$410,000
Difference +$50,000-$60,000
Adjusted Difference -$176,000-$166,000
(from the existing budget)

Option C
This option constructs a new Aquatic Center at the Plateau that would include an 8 lane stretch 25-yard lap pool, an outdoor spray-ground, and an indoor leisure pool. Julius Boehm Pool would close in this option.
New budget:
  • Fees that are 15% to 20% higher than the fees at Julius Boehm Pool
Expenses $950,000-$1,100,000
Revenues $800,000-$900,000
Difference -$150,000-$200,000
**BUSINESS PLAN SUMMARY**

**Option D**  
This option constructs a new Aquatic Center at the Plateau that would include an 8 lane stretch 25-yard pool, an outdoor spray ground, and an indoor leisure pool. This option also includes a fitness center, gym and community rooms. Julius Boehm Pool would close in this option.  
New budget:  
- Fees that are 25% to 35% higher than the fees at Julius Boehm Pool  
  Expenses: $1,050,000-$1,150,000  
  Revenues: $1,000,000-$1,050,000  
  Difference: -$50,000-$100,000

**Option E**  
This option constructs a new Aquatic Center at the Plateau that would include an 8 lane stretch 25-yard pool, an outdoor spray ground, and an indoor leisure pool. Julius Boehm Pool would have minimal remodel improvements and will remain open.  
New budget:  
- Fees that are 15% to 20% higher than the fees at Julius Boehm Pool  
  Expenses: $950,000-$1,100,000  
  Revenues: $700,000-$800,000  
  Difference: $250,000-$300,000  
Changes to the existing Boehm budget:  
- Expense Increase: $10,000-$25,000  
- Revenue Increase: -$75,000-$150,000  
- Difference: -$65,000-$125,000  
- Adjusted Difference: -$291,000-$351,000  
- Overall Difference: -$541,000-$651,000
FUNDING OPTIONS

A number of different funding methodologies can be utilized to fund and operate the proposed Aquatic Center including private/public partnerships, corporate sponsors, the sale of naming rights, and other funding mechanisms. Financial and programming partnerships with public and private providers should be considered with groups or individuals that share the values and goals of community recreation, health and wellness. Potential funding options include:

- Public Bond (2010)
  - Partnering
  - School District
  - Swim Team
  - Other Communities
- Parks & Recreation Service Area / Special Facilities District
- Federal Appropriations
- Grants
- Naming Rights
- In-Kind Donations

Next Steps

- Phase-2 Master Plan
  - Concept design development / preliminary schematic design
  - Traffic impact study
  - Confirmation of parking requirement / strategy
  - Verify project capital costs
- Build on momentum created by the feasibility study
- Form project advocacy group (Friends of the Aquatic Center Committee)
- Meet with potential partners
ACKNOWLEDGMENTS

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Vicki Stier
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Mitch Tallman
Tony Thompson
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BALLARD*KING & ASSOCIATES – Recreation Programming,
Financial Analysis and Business Plan
Ken Ballard, Principal

WATER TECHNOLOGY, INC – Aquatic Design Specialists
Matt Freeby, Principal

ARCHITECTURAL COST CONSULTANTS Cost Estimating
Jim Jerde, Principal
SUPPLEMENTAL INFORMATION

Separate document – contact Issaquah Parks and Recreation Department
- Summary Citizen Survey Results
- Business Plan
- Boehm Pool Assessment Study
- Boehm Pool Leisure Pool Layout
- Issaquah Park Board Letter
- Detailed Program and Parking Requirement Calculation for Concept Options
- Project Cost Estimates for Concept Options
- Public Input Comments (Options A-E w/ public preference dots)
- Public Meeting Notes