



# Administrative Report

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N.1., File # 24-0207

Meeting Date: 3/5/2024

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**To:** MAYOR AND CITY COUNCIL

**From:** CAMERON HARDING, COMMUNITY SERVICES DIRECTOR

## **TITLE**

DISCUSSION AND POSSIBLE ACTION ON IMPROVEMENTS AT AVIATION PARK AND THE POTENTIAL FOR ADDITIONAL RECREATION AMENITIES

## **EXECUTIVE SUMMARY**

The City Council's Strategic Plan includes an objective to provide a report on short and long-term improvements at Aviation Park. Staff provided an initial update on this item at the May 3, 2022 City Council meeting. The improvements included the re-painting of Aviation Gymnasium, concrete and sidewalk repair, replacement of playground surfacing, along with determining the feasibility of constructing a swimming pool adjacent to Aviation Gymnasium, and/or installing pickleball courts at two potential locations.

Since that time, a number of these improvements have been completed, including the repainting of the Aviation Gymnasium, repair of the concrete exterior sidewalks, replacement of the surfacing in the playground area, and the installation of new artificial turf on Aviation Field.

As part of past Aviation Park Improvement discussions, the City Council requested a Budget Response Report on the feasibility of constructing and operating a 50-meter pool in the empty lot behind Aviation Gymnasium. The cost to construct the aquatics facility was estimated to be \$13,300,000. The annual cost to operate the facility was projected to be \$1,360,000.

Additionally, under consideration has been the installation of pickleball courts at Aviation Park. Research into the installation of pickleball courts was assisted by an outside consultant, which completed a Pickleball Feasibility Study last year that initially identified two possible locations for courts at the park: the open field area adjacent to the gymnasium; and the parking lot immediately north of the field. More recently, a feasibility study was conducted for the area west of the field, running parallel to Aviation Boulevard. The results of that study are included in the report. It should be noted that no funding for the project has been identified, and that none of the sites identified in the studies have been formally designated by the City Council for pickleball use.

The Recreation and Parks Commission has discussed the item and provided recommendations for Council consideration related to the development of both shared and dedicated pickleball facilities throughout the City.

## **BACKGROUND**

The Aviation Gymnasium has served the South Community since 1957 and includes basketball courts, volleyball courts, and areas for dance teams to rehearse. The gym's exterior had not been painted for 25 years, and Council approved \$150,000 for the abatement, exterior preparation, and painting. As a result of the age and composition of some of the materials used during the construction of the building, Ellis Environmental, a third-party Environmental Hygienist, was brought in to test the building's conditions, oversee any necessary abatement, and ensure all Environmental Protection Agency, CAL/OSHA and Air Quality Management District regulations were met during execution of the project.

Following the completion of the abatement, a painting contractor was procured to improve general conditions, refurbish and recoat metal piping, repair stucco and masonry, and refinish the gluelam support beams. The work was completed in 2023 for a total cost of \$93,660. Staff is now focusing attention on completing exterior lighting improvements at the gym.

### **CONCRETE PATIOS AND SIDEWALKS**

The general condition of exterior sidewalks surrounding the gymnasium facility, which served Aviation High School, was satisfactory, but some areas needed replacement due to cracking and root displacement. The Public Works Department used annual maintenance and operations funding to complete the repair work in April 2022 at a cost of \$35,000.

### **PLAYGROUND EQUIPMENT**

Deteriorated playground surfacing was replaced in full in 2022 and funded as part of the FY 2021-22 Capital Improvement Budget.

### **AVIATION FIELD**

In the Fall of 2021, the City Council authorized the negotiation of a new license and concessionaire agreement with South Bay Sports (SBS), which included installation of a replacement field turf funded at their expense. Installation of the field began in November, 2022 and was completed in January, 2023. The new surface replaced the prior synthetic turf, which had exceeded its ten-year lifespan.

### **AQUATIC CENTER**

As part of the FY 2021-22 budget discussions, the City Council requested a Budget Response Report on the feasibility of constructing and operating a 50-meter pool behind Aviation Gymnasium in a space that measures approximately 170ft. by 185ft.

Staff reached out to various vendors experienced in the construction and operation of aquatic facilities to solicit information and estimates. The preliminary analysis indicated that the installation of a 50-meter pool behind the gymnasium facility is possible. It is important to note that the final size of a pool is ultimately contingent on the ability to build an accompanying pool deck that meets current Americans with Disabilities Act (ADA) requirements. If those requirements cannot be met, the pool would have to have its size reduced or be reconfigured to meet all applicable guidelines.

Another important factor that may have implications on the full cost of the project is whether the old pool, used by students when the site served as Aviation High School, was removed or simply abandoned and filled in with soil or other cover materials. A critical step in determining the feasibility

of the project would be to conduct soil testing and an inspection of the lot to verify whether the old pool remains intact. The cost of necessary testing, inspection, and possible removal of the old pool is not reflected in the estimated costs below.

#### Construction Cost Estimates

<b>Site Improvements</b>	\$3,000,000
<b>Swimming Pool</b>	\$2,500,000
<b>Support Building</b>	\$4,000,000
<b>30% Soft Costs</b> (A&E fees, plan check, tests, inspection)	\$2,850,000
<b>10% Contingency</b>	\$950,000
<b>TOTAL PROJECT BUDGET</b>	<b>\$13,300,000</b>

#### Estimated Annual Operating Costs for a Year-Round Operation

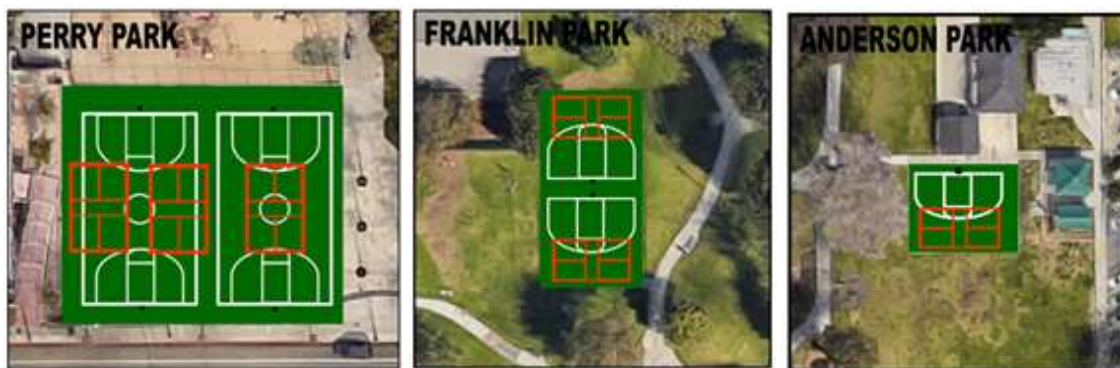
<b>Swimming Pool Utilities</b>	\$350,000
<b>Building Utilities</b>	\$50,000
<b>O &amp; M</b>	\$960,000
<b>EST. ANNUAL OPERATING COST</b>	<b>\$1,360,000</b>

### **PICKLEBALL COURTS**

The City completed an initial Pickleball Feasibility Study in November 2021 that included potential sites throughout the City that could support pickleball courts. This study was presented to the Recreation and Parks Commission (Commission) at its January 12, 2022 meeting. The City Council considered the Commission's recommendations and ultimately directed staff to install pickleball courts at the following locations:

- 3 courts at Perry Park with shared striping on the existing basketball courts
- 2 courts at Franklin Park with shared striping on the existing basketball court
- 1 courts at Anderson Park with shared striping on the existing half-court basketball court

The repainting and striping took place in July and August of 2023. An aerial rendering of each location is shown below.



All three locations became dual-use courts for pickleball and basketball play. Pickleball nets were not included as part of the City's installation. Use of these courts for pickleball play require players to bring their own, portable nets that must be removed when they are done using the court. Overall, the courts have been met with excitement from the pickleball community, with most courts seeing brisk usage.

Each site has distinct characteristics and alternate uses, resulting in the need for different use policies for shared pickleball and basketball play at each location. Perry Park is the preferred site for pickleball play in the City and has required a dedicated policy that includes specific times delineated for pickleball and basketball play. Included as an attachment is the temporary policy sign that is posted at Perry Park. A QR code will be created and printed on permanent signage that will allow visitors to easily access information on permitted court activities. This would allow for the times to be altered easily, should adjustment of the allowable activity windows be required.

Franklin Park required a similar consideration for policies and signage as a result of existing contracted classes and activities as well as neighborhood usage of the park. Included as an attachment is the temporary policy sign that is posted at Franklin Park. Current signage includes a breakdown of dedicated basketball and pickleball play times, but is split between two different schedules considering seasonal uses of the park based on heavy usage by the adjacent neighborhood during summer months when children are not in school and there is need for additional time for basketball play in the mornings.

The Anderson Park pickleball court is not heavily used for pickleball play and, at this time, staff has not posted a schedule for dedicated basketball and pickleball play. There have been no reportable issues or concerns, so these courts remain available for use on a first-come, first-served basis.

Overall, the installation of the six courts throughout the City has gone well. Although the pickleball community would desire a permanent option with City-provided nets or space for a storage unit adjacent to the courts for easier setup and tear down, the majority of the courts remain used on a regular basis without issue.

One of the recommendations made by the Recreation and Parks Commission in January 2022 was use of the Aviation Park open (dirt) field for construction of a pickleball facility that could support tournament and round-robin play. A copy of the proposed, preliminary site improvements prepared as part of the Pickleball Feasibility Study is included as an attachment to this report with an aerial of

the location shown below.



Cost estimates for this location range based on final concrete requirements and equipment types but are as high as \$1,333,087 for the installation of six pickleball courts. The City Council reviewed the feasibility study and the Commission's recommendation at the May 3, 2022 meeting, when the shared striping installation was approved.

In addition to the open space area behind the gym, the feasibility study also identified an alternate location at Aviation Park that would utilize an open parking lot located just north of the field. A copy of the proposed site improvements for this location is included as an attachment and an aerial of the potential layout is shown below.





Staff contacted Northrup Grumman and determined that the property is privately owned and currently leased to Northrup Grumman. Staff contacted the owner's representative to determine if there was an interest in having the City utilize this space for pickleball courts. Unfortunately, the property owner communicated that it was not interested in selling or redeveloping the space.

More recently, an additional possible pickleball site was identified and considered by Hirsch & Associates just west of the turf field, running parallel to Aviation Blvd. Included as an attachment is a feasibility study for this area, noting the north south orientation of the pickleball courts, required ADA site improvements, and estimated costs. Included below is an aerial of the potential layout.



Ultimately, there is enough space to support up to 9 pickleball courts in this area, but several options exist, including the installation of a single court. Installation of 9 courts would require substantial site improvements including removal or relocation of several trees. Direct pickleball court pad cost estimates range from \$66,625 for one pickleball court to \$600,000 for 9 pickleball courts. However, it should be noted that these cost estimates do not include necessary site work (i.e. grading, pathway installation to and from the courts, fence and tree relocation, irrigation adjustments, etc.) which depending on the specific location of the court, or courts, could be significant. The southern-most court location identified in the drawing above would require the least expenditure, as it is immediately adjacent to existing ADA compliant pathways, would require minimal site prep/grading, would not require the relocation or removal of trees, and would not significantly disrupt the current park fence line.

In addition to Aviation Park, staff also recently coordinated a feasibility study for installation of a pickleball court on the existing half-court basketball court at Dale Page Park. The study analyzed whether there is enough space for both play courts while allowing enough safety clearance for pedestrians using the walkway just west of the pickleball court area. Included below is a proposed aerial of the layout of the pickleball and basketball court.



The feasibility study concluded that there is enough space to safely install pickleball court lines and repaint the half-court basketball court on the existing concrete pad. This configuration can be supported using the existing space, utilizing the current path of travel, and does not require significant expense. The Public Works Department is scheduled to perform concrete repairs in the area in the next few weeks to remove potential trip hazards on and around the court. Additionally, the District 5 Councilmember has expressed interest in using his local discretionary funds to cover the cost of striping the court for pickleball use.

At their February 28, 2024 meeting, the Commission held an agendized discussion covering updates and information from the pickleball feasibility studies conducted at Aviation Park and Dale Page Park. Overall, the Commission showed support for the development of dedicated pickleball courts within the City and made a commitment to analyze and review existing and future court options throughout the City through a newly-formed Pickleball Subcommittee.

Following an extensive discussion, the Commission made a series of motions, including the following:

- Recommend the City Council restripe two tennis courts at Alta Vista Park for shared use between tennis and pickleball play, and the eventual development of dedicated court use hours for each sport. This motion received five votes in favor and one in opposition; one commissioner was absent.
- Recommend the City study the possible installation of a fence between the basketball courts and the skateboard elements at Perry Park, located on the eastern border of the basketball courts. This motion was approved unanimously with one commissioner absent.
- Recommend the allocation of Aviation Park for future, dedicated pickleball courts with the Open Field Area identified as the first priority followed by the area west of the field as an alternate location. This motion received four in favor and two in opposition; one commissioner was absent.

Staff recommends the City Council provide direction on any desired improvements at Aviation Park and/or any future pickleball court installation throughout the City.

**COORDINATION**

Community Services staff worked with the Public Works Department to prepare this report with information from the Recreation and Parks Commission.

**FISCAL IMPACT**

As part of the Budget, the City Council approved \$150,000 towards the abatement, exterior prep, painting and other exterior improvements of the Aviation gymnasium. The abatement, exterior prep, and painting was completed for a total cost of \$93,660. Additionally, \$35,000 was used to complete the concrete sidewalk improvements, which utilized funding from the Public Works Department's annual citywide sidewalk maintenance account. The swimming pool and pickleball projects are currently unfunded. Any direction provided by the Council regarding new recreation amenities would be used to inform Fiscal Year 2024-25 Capital Improvement Budget recommendations.

**APPROVED BY:**

*Mike Witzansky, City Manager*

**ATTACHMENTS**

- Budget Response Report #41 - Aviation Gymnasium 50-meter Pool
- Pickleball Feasibility Study - Aviation Park Open Space, November 22, 2021
- Pickleball Feasibility Study - Aviation Park North Parking Lot
- Pickleball Feasibility Study - Aviation Park West of Field, December 18, 2023