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<u>COUNCIL AGENDA</u>	
Date: <u>January 24, 2022</u>	Item: <u>9.</u>



DISTRICT OF WEST VANCOUVER
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

COUNCIL REPORT

9.

Date:	January 4, 2022
From:	Corinne Ambor, Parks Stewardship Manager Andrew Banks, Senior Manager of Parks
Subject:	Options for Moving 29th Street Pickleball Courts to an Alternative Location in the Short Term
File:	2150-01

RECOMMENDATION

THAT

1. staff be directed to install temporary dedicated pickleball court lines on the western sports court at McKechnie Park as soon as weather conditions allow; and
2. the 29th Street dedicated pickleball courts be closed and converted back to tennis once the temporary dedicated pickleball courts at McKechnie Park are available for play.

1.0 Purpose

The purpose of this report is to provide Council with options for temporary dedicated pickleball courts in the community and for the closure of the 29th Street dedicated pickleball courts once the new temporary courts are open for play.

2.0 Legislation/Bylaw/Policy

Policy

The District of West Vancouver's (District) Sport and Active Recreation Policy No. 02-70-366 (2016) is applicable to this report as it provides the policy and principles to support the provision of activities that benefit residents' physical and mental wellness, as well as facilities that support participation in active recreation for all ages.

3.0 Council Strategic Objective(s)/Official Community Plan

Council Strategic Plan 2021 – 2022

The following strategic goal is applicable to this report: Enhance the social well-being of our community.

Official Community Plan (OCP)

The following sections of the OCP are applicable to this report:

- 2.9.1 Maintain and optimize the use of existing recreation facilities to help facilitate participation in sport, leisure, and active recreation for all ages and abilities.
- 2.9.5 Provide accessible recreational programs and services to encourage physical and mental wellness for all ages, abilities, and income.

4.0 Financial Implications

If the recommendations in this report are approved, staff estimate that the cost to install temporary pickleball court lines at McKechnie Park for line painting / surface preparation will be \$15,000 and the purchase of portable pickleball net systems will be \$12,000. The funding of these costs can come from the approved 2021 Parks capital budget for sports court replacement.

The District is engaging with an acoustical consultant to provide guidance to determine if sound mitigation measures are required for McKechnie Park for temporary dedicated pickleball courts. It is estimated that if sound mitigation measures are required, the cost would be \$30,000 and is proposed to be funded through the 2022 phase 1 capital budget request for sports court replacement.

In addition, two portable toilets would be placed at the park near the sports courts at an estimated cost of \$335 per month for servicing which would be funded from the Parks Department's operating budget.

The cost to convert the pickleball courts at 29th Street back to tennis is \$18,000. These costs are proposed to be funded through the 2022 phase 1 capital budget request for sports court replacement.

5.0 Background

5.1 Previous Decisions

Council, at its December 13, 2021 regular meeting, passed the following resolution:

THAT staff be directed to report back to Council in January 2022 with options for moving the 29th Street pickleball courts to an alternative location in the short term.

5.2 Background

Three dedicated pickleball courts were installed at the 29th Street tennis courts in 2018. In the spring of 2021, in response to the concerns of the 29th Street residents, the District restricted the hours of play for pickleball to 9 am to 6 pm, seven days a week. In addition, staff began working on a plan to move the 29th Street dedicated pickleball courts to a new temporary location.

A Council report dated November 16, 2021 and titled “Update on Pickleball Sport in West Vancouver” was presented at the December 13, 2021 regular Council meeting (attached to this report as **Appendix A**) and provides further background information.

6.0 Analysis

6.1 Discussion

Since the December 13, 2021 Council meeting, staff have reviewed options for moving the 29th Street pickleball courts to an alternative location for the short term. To aid with the rapid determination of alternative locations, staff developed the following criteria:

- minimization of impact of installation of temporary dedicated pickleball courts on residences
- ability to accommodate temporary dedicated pickleball courts to replace the dedicated courts at 29th Street
- parking availability
- ease of installation with regards to site preparation requirements and construction costs

Using this criteria, three locations emerged as potential options for temporary dedicated pickleball courts. These locations are McKechnie Park, Normanby Park, and Ambleside Park’s tennis courts at 13th Street and Marine Drive. There are positive and negative implications with each of these locations for temporary dedicated pickleball courts, which are outlined below.

McKechnie Park

There are two sports courts located at McKechnie Park located on top of a water reservoir. These courts are lined for playing tennis.



Map 1: Location of McKechnie Park and tennis courts

There is space for installation of four dedicated pickleball courts on one of these tennis courts.

The closest residences are greater than 100 metres from the perimeter of the western sports court. There are few guidelines for the location of pickleball courts in residential areas. However, current research by pickleball groups has indicated that 100 metres is considered a minimum distance for dedicated pickleball courts to be located away from homes in residential areas.

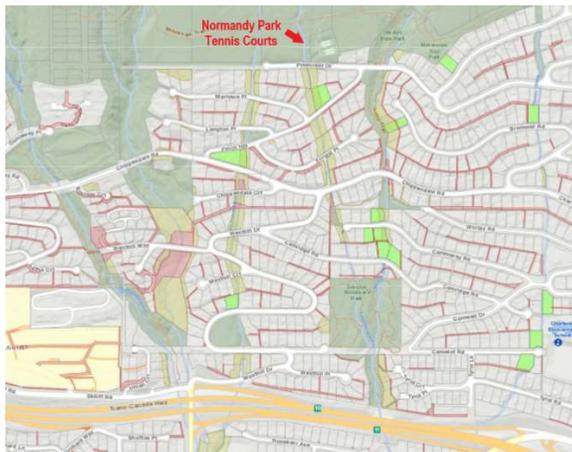
It is anticipated that Mathers Avenue to the north of McKechnie Park will be used by pickleball players for parking. In a preliminary review by staff from the Engineering & Transportation Division, it was determined that there are no on-street parking restrictions on this section of Mathers Avenue and the road is wide enough to support parking on one side. However, it is anticipated that the additional parking requirements for pickleball players will decrease available parking for local residents on Mathers Avenue. Further, there are currently no available sidewalks on Mathers Avenue and additional pedestrian traffic generated by the pickleball players will be accessing the roadway in order to get to the courts.

The surface of these courts are in moderate to good condition and should require minimal preparation to convert the western court to temporary dedicated pickleball courts. The concrete surface of the courts may not be considered an ideal surface for pickleball by players but does allow for play.

In addition, portable toilets will need to be installed as McKechnie Park does not have washrooms.

Normanby Park

Normanby Park is a small park that has two separate sports courts (upper and lower) lined for tennis play and also has a playground. This park is on Pinecrest Drive, west of Finch Hill Road.



Map 2: Location of Normanby Park

Date: January 4, 2022
From: Corinne Ambor, Parks Stewardship Manager
Andrew Banks, Senior Manager of Parks
Subject: Options for Moving 29th Street Pickleball Courts to an Alternative Location in the Short Term



Figure 1: Layout of Normanby Park

It is possible to install temporary dedicated pickleball courts on the upper sports court at Normanby Park as there is adequate space for four pickleball courts.

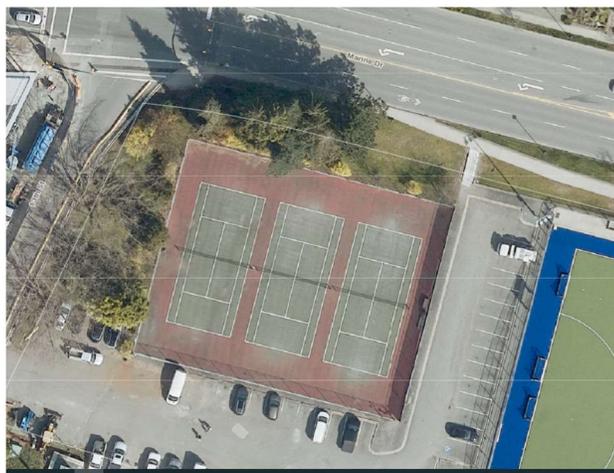
The location of this court has few adjacent residences, thereby limiting the number of residences impacted by the installation of temporary pickleball courts. However, the closest residence is approximately 40 metres away from the proposed temporary dedicated pickleball court.

Pinecrest Drive is a local cul-de-sac road with low traffic volume and has the ability to accommodate additional parking required by the pickleball players along the north side of the street.

The upper court at Normanby Park requires minimal preparation for conversion to temporary dedicated pickleball as the condition of the court is good. However, installation of portable toilets will be required as Normanby Park does not have washrooms.

Ambleside Park Tennis Courts at 13th and Marine Drive

Ambleside Park has three tennis courts located at 13th Street and Marine Drive.



Map 3: Location and layout of Ambleside Park courts at 13th Street and Marine Drive

The installation of temporary dedicated pickleball courts at this location would place them approximately 40 metres from the residences located on Marine Drive and approximately 60 metres from the 13th Street residences. In addition, these tennis courts are well used by tennis players and the District offers tennis lessons at the site during the spring and summer meaning that converting one or two of these courts would have a negative impact on tennis.

Staff have reviewed the courts at this location and noted that they are located close to each other as they share the run-out areas between the courts. This means there is not enough space to accommodate four pickleball courts on one tennis court. Therefore, there is only enough space to accommodate two pickleball courts on any one of the Ambleside Park tennis courts. To accommodate the installation of four pickleball courts would require that two tennis courts be converted.

There is available parking except in prime park usage times and available public washrooms nearby.

The courts are in fair to moderate condition and may require additional preparation to convert to temporary dedicated pickleball courts.

Recommendation

Determining the move of the 29th Street pickleball courts to an alternative temporary location in the short term is difficult due to lack of available suitable locations in the District. The primary concern with pickleball is that it is known to make a distinctive sound from the sport itself as well as sound from the gathering and interaction of players. To minimize residents' concerns over the noise of the sport, it is now advisable to locate dedicated pickleball courts well away from residences.

Each option for the location of temporary dedicated pickleball courts outlined in this report have positive and negative implications and no location is ideal. However, on consideration of all of the implications outlined for each option in this report, it is recommended that the 29th Street dedicated pickleball courts be moved to the western sport court at McKechnie Park as a temporary location.

This court at McKechnie Park provides the most distance from nearby residences. The condition of the court in this location is in moderate to good condition and can allow for pickleball court line installation early this year, with appropriate dry and warm weather. Although the surface of the court may not be considered by players as an ideal surface for pickleball, the surface does allow for play. In addition, the District is engaging with an acoustical consultant to provide guidance on sound mitigation measures for McKechnie Park, if required.

Next Steps

If the recommendations in this report are approved, staff will work with the Communications Department to inform all stakeholders of the decision to move the 29th Street dedicated pickleball courts to a temporary location in McKechnie Park and will engage with contractors to arrange for the installation of temporary lines at McKechnie Park as soon as sufficiently dry and warm weather allows. Suitable weather conditions may be available by April or sooner.

When the temporary dedicated pickleball courts at McKechnie Park are available for play, the 29th Street courts will be closed and converted back to tennis.

In addition, staff will continue with the engineering feasibility and costing study at Hugo Ray Park for permanent dedicated pickleball courts. Once the costing study at Hugo Ray Park is completed, there will be additional consultation with residents and park stakeholders. As well, staff will continue to explore the Gleneagles area for an opportunity for dedicated pickleball courts.

Until the completion of the temporary dedicated pickleball court lines at McKechnie Park, it is recommended that the 29th Street dedicated pickleball courts remain open for play with the current restricted hours.

6.2 Sustainability

West Vancouver is an active, healthy community with a natural environment that makes active outdoor pursuits readily available to the community. Provision of courts throughout the community that support tennis and pickleball provide recreational opportunities that are important for social well-being.

6.3 Public Engagement and Outreach

As the District's work on pickleball proceeds, updates will be available to the community through a sports courts webpage on the District's website.

7.0 Options

7.1 Recommended Option

THAT

1. staff be directed to install temporary dedicated pickleball court lines on the western sport court at McKechnie Park as soon as weather conditions allow; and
2. the 29th Street dedicated pickleball courts be closed and converted back to tennis once the temporary dedicated pickleball courts at McKechnie Park are available for play.

7.2 Considered Options

Council may:

- direct staff to proceed with the recommendations in this report;
- request further information; and/or
- not approve the recommendations.

8.0 Conclusion

On review of the criteria developed by staff to find an alternative temporary location for pickleball away from the 29th Street court, it is recommended that McKechnie Park be the location for temporary dedicated pickleball courts. The courts at McKechnie Park provide the most distance from nearby residences. They are in moderate to good shape and will allow for pickleball court line installation early in 2022 as soon as weather permits.



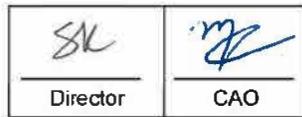
Authors:

Corinne Ambor, Parks Stewardship Manager



Andrew Banks, Senior Manager of Parks

Appendix A: Council report dated November 16, 2021 titled “Update on Pickleball Sport in West Vancouver”, presented at the December 13, 2021 regular meeting of Council



<i>COUNCIL AGENDA</i>	
Date: <u>December 13, 2021</u>	Item: <u>13.2</u>



DISTRICT OF WEST VANCOUVER
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

COUNCIL REPORT

Date:	November 16, 2021
From:	Corinne Ambor, Parks Stewardship Manager Andrew Banks, Senior Manager of Parks
Subject:	Update on Pickleball Sport in West Vancouver
File:	2150-01

RECOMMENDATION

THAT the report dated November 16, 2021 titled “Update on Pickleball Sport in West Vancouver” be received for information.

1.0 Purpose

The purpose of this report is to update Council on the sport of pickleball in West Vancouver and on the measures that the District of West Vancouver (District) will be undertaking to address the growing popularity of the sport.

2.0 Legislation/Bylaw/Policy

Policy

The District’s Sport and Active Recreation Policy No. 02-70-366 (2016) is applicable to this report as it provides the policy and principles to support the provision of activities that benefit residents’ physical and mental wellness, as well as facilities that support participation in active recreation for all ages.

3.0 Council Strategic Objective(s)/Official Community Plan

Council Strategic Plan 2021 – 2022

The following strategic goal is applicable to this report: Enhance the social well-being of our community.

Official Community Plan (OCP)

The following sections of the OCP are applicable to this report:

- 2.9.1 Maintain and optimize the use of existing recreation facilities to help facilitate participation in sport, leisure, and active recreation for all ages and abilities.
- 2.9.5 Provide accessible recreational programs and services to encourage physical and mental wellness for all ages, abilities, and income.

4.0 Financial Implications

Through the annual capital budget process, the District has been renovating tennis courts in locations that are highly used and that provide multiple-use opportunities for the community. As part of Phase 2 of the District's 2021 Capital Plan, \$57,185 was allocated to create interim dedicated pickleball courts in Ambleside Park. This would have allowed the dedicated pickleball courts at 29th Street to be decommissioned and for the new interim courts at Ambleside to be used until a more permanent location for dedicated pickleball courts could be determined. However, the District was unable to proceed in summer 2021 due to a shortage of qualified contractors. Since then, new information has come to light that indicates Ambleside Park is not an optimal location for dedicated pickleball courts. This funding of \$57,185 will be used to support the process to find a suitable long-term location for dedicated pickleball courts in the District.

In addition, there is a submission of \$192,815 in the District's 2022 budget process for the construction of new dedicated pickleball courts to replace the dedicated pickleball courts at 29th Street. This submission will provide funding to construct four dedicated pickleball courts once a suitable site in West Vancouver is determined.

5.0 Background

The sport of pickleball was invented in 1965. Pickleball is a paddle sport that combines elements of tennis, badminton, and ping-pong using a paddle and a plastic ball with holes known as a whiffle ball. It is a game that is appropriate for players of all ages and skill levels and is especially popular with older adults. Pickleball is also a very social sport that allows for many players to participate at the same time. The sport has been described as one of the fastest growing sports in North America and the COVID-19 pandemic appears to have accelerated its growth in popularity.

Three to four pickleball courts can be placed into the space of one tennis court. Doubles play (four players) is the most popular form of pickleball and allows groups of players to gather, making pickleball a highly social activity.

In West Vancouver, there are three dedicated pickleball courts that were installed at the 29th Street tennis courts in 2018. There are also permanent pickleball court lines painted on the tennis courts at Benbow Park, Whytecliff Park, Cypress Park, and Chairlift Park that allow for shared use of these courts with tennis. Indoors, pickleball is played with allocated times at the West Vancouver Community Centre and the Gleneagles Community Centre.

5.1 History

In West Vancouver parks, pickleball has been played for many years at 29th Street tennis courts. Prior to 2018, there were two tennis courts at

29th Street. Both courts had pickleball court lines and tennis court lines to allow for shared use of the courts for both tennis and pickleball.

In 2018, to address ongoing conflict between pickleball players and tennis players, three dedicated pickleball courts were painted on the south tennis court at 29th Street and the north court was lined for tennis play only. Since 2018, there have been periodic complaints from adjacent residents at 29th Street over the noise of the sport, parking issues, and the number of pickleball players. Complaints from residents escalated in 2020 which could be attributed to the increased popularity of pickleball leading to increased use of the 29th Street courts for pickleball play.

In the spring of 2021, in response to the concerns of the 29th Street residents, the District restricted the hours of play for pickleball to 9 am to 6 pm, seven days a week to allow residents to have respite in the early mornings and evenings. In addition, staff began working on a plan to move the 29th Street dedicated pickleball courts to a new location in Ambleside Park.

During the summer and fall of 2021, the District received correspondence from pickleball players and met with representatives of the North Shore Pickleball Club and a new group called West Van Players. Through the correspondence and meetings, pickleball players requested that the District not proceed with installing pickleball courts at Ambleside Park. The pickleball players expressed that the proposed installation of four courts in Ambleside Park would not be sufficient to meet the sport's demand. In addition, the pickleball players expressed their concern that the park is already too busy and that parking and access would be inadequate. When meeting with District staff, pickleball players indicated that they are willing to help fund dedicated pickleball facilities in West Vancouver.

6.0 Analysis

6.1 Discussion

Locating Dedicated Pickleball Courts

The following criteria is being used by staff to assess potential locations for dedicated pickleball courts in the District:

- minimal impact on nearby residences from the noise of the sport

Playing pickleball creates a distinctive sound when the whiffle ball is hit by the player's paddle. The amount of sound is increased when there are many pickleball players playing at dedicated pickleball courts. Dedicated pickleball courts also attract large groups of players for games which can create additional noise from the social interactions of the players. To minimize residents' concerns over the noise of the sport, it is now advisable to locate dedicated pickleball courts well away from residences.

- parking availability, access and egress

As dedicated pickleball courts allow for more players, there needs to be sufficient parking available and consideration is needed for adequate access and egress to the courts.

- availability of amenities such as public washrooms

As dedicated pickleball courts can attract large groups of players, it is beneficial to have public washrooms available.

- capital costs to construct

The estimated cost to construct four dedicated pickleball courts (equates to the size of one tennis court) is approximately \$250,000. This cost is based on recent works undertaken by the District with the renovation of tennis courts. Costing is based on a suitable site that has minimal geotechnical, environmental, or construction access issues.

District staff have reviewed all the possible sites in the District for dedicated pickleball courts, including sites with and without existing tennis courts. Most sites are not suitable, primarily due to their proximity to residences.

Ambleside Park and Pickleball

Ambleside Park has some areas that are not in close proximity to residential areas. There is available parking except in prime usage times, multiple ways to access the park, public washrooms, available space south of the railway line for four dedicated courts, and favourable site conditions for possible construction in 2022. For these reasons, staff had been pursuing this park to replace the dedicated courts at 29th Street.

The growing popularity of pickleball is a consideration and Ambleside Park has limitations in available space and parking capacity for more than four dedicated pickleball courts. In addition, as noted earlier, pickleball players are not in favour of Ambleside Park as a location for dedicated pickleball courts. Consequently, at this stage, the District will cease to pursue the plan to install dedicated pickleball courts at Ambleside Park.

Hugo Ray Park and Pickleball

Some areas in Hugo Ray Park have been identified as possible locations for dedicated pickleball courts due to distance from residences; availability of space for dedicated courts; and availability of parking and public washrooms. For these reasons, the District is pursuing this park as a possible location for four dedicated pickleball courts at this stage and staff will be undertaking an engineering feasibility and costing study of Hugo Ray Park for installation of dedicated pickleball courts.

Hugo Ray Park is the site of a former municipal landfill and it is known that there is considerable imported fill of unknown quality over the entire site. In addition, historical records indicate that waste was burnt on the site. These factors indicate possible ground instability and contamination

associated with the use of this site in previous decades. The engineering feasibility and costing study will consider previous studies of the site and use current environmental and construction standards to determine if additional mitigation works are required to make the site suitable for successful construction of pickleball courts. In addition, community consultation and discussion with park stakeholders will be required.

The District, if it proceeds with the building of dedicated pickleball courts at Hugo Ray Park, will explore opportunities with the pickleball player community for funding to help offset possible additional mitigation costs for the site conditions and/or funding for the construction of additional dedicated pickleball courts in the future.

Shared Court Lines

The District's current practice when a park location with more than one tennis court is resurfaced is to paint pickleball lines on one of the tennis courts to allow shared use between tennis players and pickleball players. Painting shared lines for both pickleball and tennis allows for ad hoc play for pickleball players throughout the community. Generally, as these courts with dual lines are shared and have only one pickleball court, they don't attract pickleball group play, especially when there are dedicated courts available elsewhere for group play. On some occasions, there has been conflict between pickleball players and tennis players over shared courts.

This practice of having painted lines for both pickleball and tennis to allow for shared use is undertaken by other municipalities throughout the province.

To date, the District has installed permanent shared lines for both pickleball and tennis at Benbow Park, Cypress Park, Whytecliff Park, and Chairlift Park. Glenmore Park has temporary pickleball lines while awaiting completion in 2022 and Parc Verdun tennis courts are currently under construction with anticipated completion of permanent marking in 2022.

Due to the concern that pickleball sport is growing in popularity and this popularity may create future issues with noise for adjacent residences and potential conflict with tennis players, the District will pause this practice of installing shared court lines. This aligns with recent information from Pickleball BC and Tennis BC which discourages shared courts and encourages dedicated pickleball courts. As such, when Glenmore Park and Parc Verdun tennis courts are completed in 2022, they will not have pickleball court lines installed.

29th Street Courts

As noted earlier in this report, the District will not be pursuing the plan to install dedicated pickleball courts at Ambleside Park at this stage. Instead, the District will be undertaking a feasibility and costing assessment for dedicated pickleball courts at Hugo Ray Park. While this work is underway and until replacement dedicated pickleball courts are available for play,

the 29th Street dedicated pickleball courts will remain open with the current restriction limiting pickleball play from 9 am to 6 pm daily remaining in place.

Other Locations within the District for Dedicated Pickleball Courts

Staff will continue to explore other possible locations for dedicated pickleball courts within the District using the criteria outlined in this report. Staff have identified a potential location for dedicated pickleball courts at the Gleneagles Community Centre site but no consultation or discussions have taken place with stakeholders. Staff plan to initiate these discussions in 2022 prior to any further action proceeding on this potential site.

6.2 Sustainability

West Vancouver is an active, healthy community with a natural environment that makes active outdoor pursuits readily available to the community. Provision of courts throughout the community that support tennis and pickleball provide recreation opportunities that are important for social well-being.

6.3 Public Engagement and Outreach

As the District's work on pickleball proceeds, updates will be available to the community through a sports courts webpage on the District's website.

The District will undertake community consultation in the Hugo Ray Park area after it completes its engineering feasibility and costing assessment for dedicated pickleball courts at this park.

In addition, the District will initiate consultation with Gleneagles Community Centre stakeholders on the potential site for pickleball courts at the Gleneagles Community Centre site.

6.4 Other Communication, Consultation, and Research

Most municipalities are challenged with addressing the rapid growth and popularity of pickleball sport in their communities. Municipalities are addressing these issues with different approaches that are suitable for their respective communities. Staff will continue to monitor these approaches to see if any are applicable to the District.

7.0 Options

7.1 Recommended Option

That the report dated November 16, 2021 titled "Update on Pickleball Sport in West Vancouver" be received for information.

7.2 Considered Options

Council may request further information or provide alternative direction.

8.0 Conclusion

Pickleball is a growing sport that provides excellent community benefits in that it enables a diverse range of the community to engage in a healthy, active, and social activity. However, the growing popularity of the sport and the accompanying issues of noise of the sport, number of players, and lack of suitable sites for dedicated courts presents challenges for the District.

This information report provides an update on the current status of the sport and provides an outline of steps that the District will be taking to accommodate this growing sport within the community.

Authors:



Corinne Ambor, Parks Stewardship Manager



Andrew Banks, Senior Manager of Parks

Concurrence:



Isabel Gordon, Director, Financial Services

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