

5.

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

COUNCIL REPORT

Date:	May 12, 2022
From:	Corinne Ambor, Parks Stewardship Manager Andrew Banks, Senior Manager of Parks
Subject:	Pickleball Update for Hugo Ray Park
File:	2150-01

RECOMMENDATION

THAT

1. staff be directed to proceed with community engagement for Option A and Option C as outlined in this report for the location of four dedicated pickleball courts in Hugo Ray Park; and
2. staff report to Council on the outcome of the community engagement with recommendations on next steps for installation of dedicated pickleball courts in Hugo Ray Park.

1.0 Purpose

The purpose of this report is to update Council on the results of the preliminary engineering studies and costing for the installation of dedicated pickleball courts in Hugo Ray Park. This report also seeks direction from Council for staff to begin community engagement for the recommended options as outlined in this report, as well as staff reporting on the results of this engagement with recommended next steps.

2.0 Legislation/Bylaw/Policy

The District of West Vancouver's (District) Sport and Active Recreation Policy 02-70-366 (2016) provides the 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.

The District's Access and Inclusion Policy 02-70-321 (2009) provides principles on implementing, maintaining, and enhancing accessibility for all by demonstrating a leadership role in meeting the needs of all community members for whom accessibility is a concern. This is reflected through the provision of one larger pickleball court to allow for accessible play at the proposed dedicated pickleball courts at Hugo Ray Park.

3.0 Council Strategic Objective(s)/Official Community Plan

Council Strategic Plan 2021 – 2022

Council's Strategic Objective 6.0 is applicable to this report: Enhance the social well-being of our community.

Official Community Plan

Enhancing an active community is supported in the Official Community Plan through the following policies:

- 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

The undertaking of preliminary studies for the installation of dedicated pickleball courts in Hugo Ray Park has totalled \$40,810. This expenditure was funded through the District's 2021 Capital Phase 2 budget of \$57,185 allocated for relocating pickleball courts.

The District's 2022 budget approved \$192,815 for the removal of dedicated pickleball courts at 29th Street and for construction of new dedicated pickleball courts once a suitable site is determined.

Preliminary studies for installation of four dedicated pickleball courts at Hugo Ray Park have a projected Class D cost estimate of up to \$516,000. Class D estimates indicate the cost could be higher or lower by 25% of the estimated cost. The estimate takes into consideration current market pricing for the installation of sport courts in Metro Vancouver and the conditions at Hugo Ray Park. The cost estimates for all options include the provision of one larger pickleball court at an estimated cost of \$50,000 to allow for accessible play.

In discussions with the Financial Services Division, the 2022 capital approved funding of \$192,815 could be augmented with funding from the Community Amenity Contributions (CAC) fund of up to \$750,000 for building dedicated pickleball courts at Hugo Ray Park. The allocation of CAC funds would require Council approval.

Maintenance for the proposed four new dedicated pickleball courts at Hugo Ray Park will be incorporated into existing budgets.

5.0 Background

5.1 Previous Decisions

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

THAT staff report back in January with a plan to move the 29th Street pickleball courts on an interim basis.

Council, at its January 24, 2022 regular meeting, passed the following resolution:

THAT staff be directed to report back to Council on the feasibility of installing permanent pickleball courts at Hugo Ray Park during the summer of 2022, especially with respect to quantifiable noise, traffic, and other related impacts.

THAT the 29th Street dedicated pickleball courts be closed on April 30, 2022 and converted back to tennis.

Council, at its February 7, 2022 regular meeting, passed the following resolution:

THAT

- 1. staff be directed to create up to 4 temporary pickleball courts on the northern sports court at Normanby Park as soon as possible; and*
- 2. the temporary Normanby Park pickleball courts be converted back to a tennis court once permanent pickleball courts are built.*

5.2 History

Three dedicated pickleball courts were installed at one of the 29th Street tennis courts in 2018. In the spring of 2021, in response to concerns from the 29th Street residents with respect to the noise of the sport, the District restricted the hours of play for pickleball from 9 a.m. to 6 p.m., seven days a week. In addition, staff commenced work on a plan to move the dedicated pickleball courts at 29th Street to a new location.

At the January 24, 2022 Council meeting, staff were directed to report on the feasibility of installing permanent pickleball courts at Hugo Ray Park.

6.0 Analysis

6.1 Discussion

Hugo Ray Park was identified as a potential location for dedicated pickleball courts. Parts of the park:

- are not in close proximity to adjacent residences;
- have available parking and access to park washrooms; and
- have available space for future expansion of pickleball courts.

Engineering, environmental, and costing studies were recently undertaken for the installation of dedicated pickleball courts in Hugo Ray Park. These studies considered previous studies of the site and applied current construction standards to determine options for locating four dedicated pickleball courts. The engineering studies included a preliminary acoustic study to determine the impacts of the sound of pickleball from dedicated courts on nearby residences. A transportation assessment study was also undertaken to better understand the traffic and parking implications of installing four dedicated pickleball courts at Hugo Ray Park.

This report outlines the preliminary results of these studies and identifies five options for the District to consider in the placement of dedicated pickleball courts in Hugo Ray Park.

Key Criteria for Determining Optimal Locations in Hugo Ray Park

To aid in determining the optimal option for dedicated pickleball courts within the park, staff have developed the following key criteria:

- **Minimize the impact of dedicated pickleball courts on existing park amenities and users**

Hugo Ray Park has two sports fields used for cricket, youth soccer, and ultimate frisbee. There are a total of 93 parking stalls in the park; washrooms and change rooms in the field house; and the Pavilion clubhouse which is used by West Vancouver Cricket Club. The building of dedicated pickleball courts will increase the park's usage. It is desirable to have this increased usage carefully incorporated to minimize the impact on current park users and on the access to the Pavilion clubhouse.

- **Minimize the impact of the noise of the sport on nearby residences**

Playing pickleball creates a distinctive sound when the whiffle ball is hit by the player's paddle. Sound levels also increase when many players are at dedicated courts. Dedicated pickleball courts attract large groups, creating additional noise from the player's social interactions. To minimize the impact of the noise of the sport, it is now advisable to locate dedicated pickleball courts well away from residences.

- **Construction considerations and costs**

Portions of Hugo Ray Park were used as a municipal landfill decades ago and there is also considerable imported fill of unknown quality over the entire site. In addition, historical records indicate that waste was burnt on the site. These factors may indicate possible ground instability and contamination. Areas with poor ground conditions may require extensive and costly excavation and may be prone to early failure of the courts due to excessive settlement. This is a consideration in court placement.

- **Ability to expand and add more dedicated pickleball courts in future phases**

Due to the increasing popularity of pickleball, it is advisable to plan for the ability to expand and add more dedicated courts. Additional future pickleball courts would ideally be placed in the surrounding area of existing pickleball courts to allow for better playability of games and socialization of players.

The preliminary engineering assessment for Hugo Ray Park indicates that all five proposed options in Figure 1 are suitable for building pickleball courts. Preliminary costing takes into account that excavated material would stay on site to mitigate environmental costs associated with the movement of potentially contaminated materials off site. Additional testing for possible environmental contaminants would be required for the finalized location of dedicated pickleball courts in the park.

The following discussion of Options A through E uses the key criteria outlined above to evaluate and provide a recommendation for each option.

Options for Dedicated Pickleball Courts in Hugo Ray Park

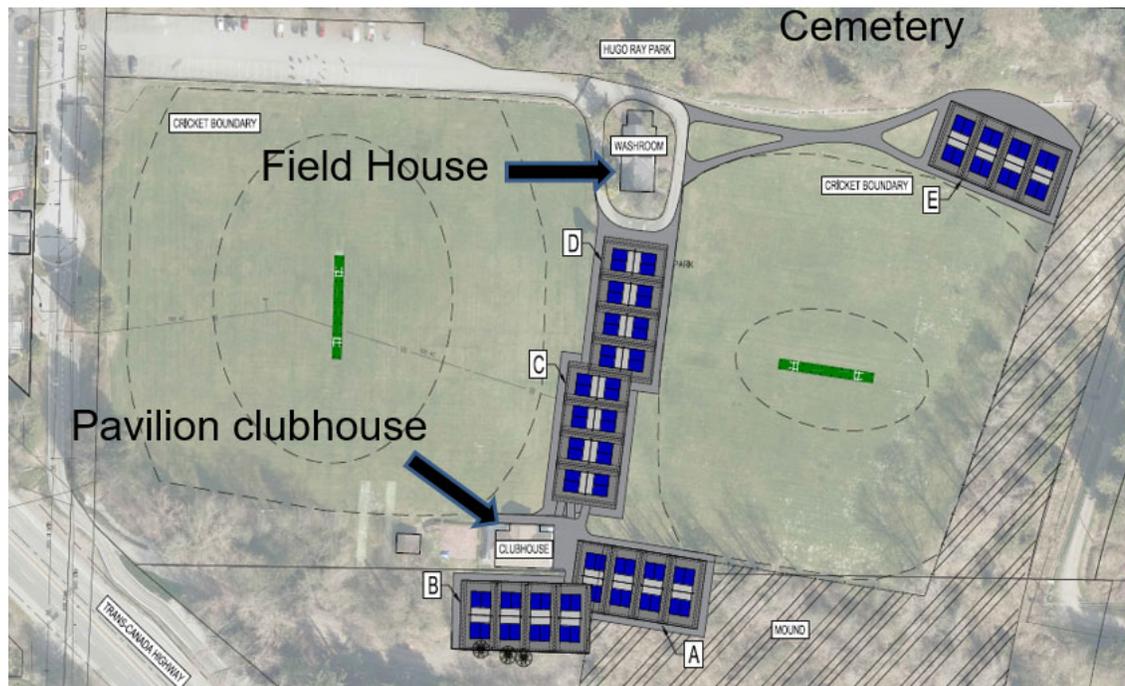


Figure 1. Map outlining five possible locations for dedicated pickleball courts in Hugo Ray Park

Option A: East of the Pavilion Clubhouse

Impact to users:

Option A would have a low impact on the current usage and users of the park. There will be some impact from removal of trees from this location. This option utilizes an underused area of the park to the east of the Pavilion clubhouse.

Noise:

This option is not expected to have a significant impact with the noise of the sport on residences west and south of the park.

Future Expansion:

This location allows for the future expansion of pickleball courts in the surrounding area to the east or south of the Pavilion clubhouse.

Class D Cost Estimate:

The preliminary Class D estimate for this option is \$516,000 which includes the removal of trees and extra earthworks required for moving mounds of fill at this location.

Recommendation:

Staff recommend proceeding with Option A for community engagement, primarily as it is located in an underutilized area of the park; has low impact on the current park usage; is not expected to have significant impact with the noise of the sport on residences; and would not be visually prominent in its placement in the context of Hugo Ray Park. Although this option would be more costly than other options and require removal of trees, the positive attributes with this option align well with the criteria and it is recommended to proceed to community engagement.



Figure 2. Option A

Option B: South of the Pavilion Clubhouse

Impact to users:

Option B would have a low impact on the current usage and users of the park. There will be some impact from removal of trees from this location. It utilizes an underused area of the park south of the Pavilion clubhouse.

Noise:

This option is not expected to have a significant impact with the noise of the sport on residences west of the park. There is an indication that there may be a slight impact on residences south of the highway, closest to the park.

Future Expansion:

This location allows for the future expansion of pickleball courts in the surrounding area to the east of the Pavilion clubhouse.

Class D Cost Estimate:

The preliminary Class D estimate for this option is \$490,000 which includes the provision of a retaining wall to the south to account for the change in site elevation, the undergrounding of hydro lines supplying power to the Pavilion clubhouse, and for the removal of trees both to the east and south of this location.

Recommendation:

Staff do not recommend proceeding with Option B for community engagement due to negative attributes of the potential impact on residences south of the highway with the noise of the sport, the additional construction works required for a retaining wall, the undergrounding of hydro lines, and the removal of trees in two locations.



Figure 3. Option B

Option C: North of the Pavilion Clubhouse

Impact to users:

Option C would impact the current usage of the park as it affects circulation between the Pavilion clubhouse and the parking lot, and circulation between the cricket pitches. This location would be visually prominent to residences and current users of the park.

Noise:

This option is not expected to have a significant impact with the noise of the sport on residences west and south of the park.

Future Expansion:

This location allows for the future expansion of pickleball courts in the surrounding area to the east or south of the Pavilion clubhouse.

Class D Cost Estimate:

The preliminary Class D estimate for this option is \$465,000 which includes the relocation of irrigation utilities and a fire hydrant but retains current emergency access to the Pavilion clubhouse.

Recommendation:

Staff recommend proceeding with Option C for community engagement, primarily as it is not expected to have significant impact with the noise of the sport on residences west of the park; it allows for future expansion to the south and east of the Pavilion clubhouse; and there is no tree removal. Although this option would be visually prominent to the residences and will impact users by affecting circulation between the Pavilion clubhouse and the parking lot and between the two cricket pitches, the positive attributes with this option align well with the criteria and it is recommended to proceed to community engagement.



Figure 4. Option C

Option D: Parking Lot South of the Field House

Impact to users:

Option D would significantly impact the current usage and users of the park. It would also require the removal of 18 parking stalls. It would also significantly affect emergency access to the Pavilion clubhouse. This option would be visually prominent to residences and current users of the park.

Noise:

This option is not expected to have a significant impact with the noise of the sport on residences west and south of the park.

Future Expansion:

This location allows for the future expansion of pickleball courts in the surrounding area to the south of the parking lot.

Class D Cost Estimate:

The preliminary Class D estimate for the installation of four pickleball courts at this location is \$463,000 which does not include the additional cost for relocating the emergency access to the Pavilion clubhouse. Determining the cost for the relocation of the emergency access requires further investigation and could be substantial.

Recommendation:

Staff do not recommend proceeding with Option D for community engagement due to significant negative impacts on parking and emergency access to the Pavilion clubhouse.



Figure 5. Option D

Option E: Northeast Corner of the Park

Impact to users:

Option E would have a low impact on the current usage and users of the park. This option is also not overly visible to the residences west of the park.

Noise:

This option is not expected to have a significant impact with the noise of the sport on residences west and south of the park. However, this location will be discernable to some visitors of Capilano View Cemetery with the sound of pickleball due to the proximity to the cemetery boundary, immediately to the north.

Future Expansion:

This location does not allow for future expansion of pickleball courts as expansion in the surrounding area would displace field sport groups in the usage of the eastern sports field.

Class D Cost Estimate:

The preliminary Class D estimate for this option is \$445,000.

Recommendation:

Staff do not recommend proceeding with Option E for community engagement, primarily due to the discernable impact on some visitors of the cemetery with the sound of pickleball and the inability to expand with additional dedicated pickleball courts in the surrounding area in the future without compromising the sports field.



Figure 6. Option E

Transportation Assessment Study for Hugo Ray Park

The transportation assessment shows that this park can accommodate the proposed four dedicated pickleball courts from a traffic and parking perspective. The predicted peak parking demand at Hugo Ray Park when all four courts are in use with doubles play is up to 20 vehicles, with a peak hour traffic flow of 15 vehicles. The transportation assessment concludes that four dedicated pickleball courts at Hugo Ray Park will have negligible traffic impact on nearby streets and that the added parking activity can be readily accommodated by the existing parking lots.

Summary

Hugo Ray Park offers opportunities to the District for the installation of four dedicated pickleball courts. The park has locations which are not in close proximity to adjacent residences; available space for future expansion of pickleball courts; available parking; and access to park washrooms. In addition, a transportation assessment study shows that Hugo Ray Park can accommodate the installation of dedicated pickleball courts from a traffic and parking perspective.

In determining the optimal option for dedicated pickleball courts within the park, the following key criteria were developed by staff:

- minimize the impact of dedicated pickleball courts on existing park amenities and users
- minimize the impact of the noise of the sport on nearby residences
- construction considerations and costs
- ability to expand and add more dedicated pickleball courts in future

After applying the key criteria to the five options, Option A and Option C have the most positive attributes. Both options offer low anticipated impacts from sound on nearby residences and the opportunity for future expansion. Option A offers low impact to park users as it is in an underutilized area of the park and is not visible to nearby residences. However, Option A requires tree removal and is more expensive to build. Option C impacts park users as it will affect circulation between the Pavilion clubhouse and the parking lot and between the cricket pitches. Additionally, it will be visible to nearby residences. However, Option C requires no tree removal and is less expensive to build. The Class D cost estimate for Option A is \$516,000 and for Option C is \$465,000. It is recommended that community engagement proceed to allow for community feedback on both options to assist in determining the optimal location for dedicated pickleball courts in Hugo Ray Park.

Next Steps

If the recommendations in this report are approved, community engagement will proceed for Option A and Option C as outlined in this report for the location of four dedicated pickleball courts in Hugo Ray Park. Following the completion of this community engagement, staff will report back to Council on the results of this engagement with recommended next steps including funding requirements.

6.2 Sustainability

West Vancouver is an active and healthy community with a natural environment that makes active outdoor pursuits readily available to the community. The provision of sport courts that supports pickleball provides recreational opportunities that are important for social well-being.

6.3 Public Engagement and Outreach

The District's Community Relations & Communications Department has developed a communications and engagement plan for Option A and Option C. The Community Engagement Committee will review this plan for input prior to its implementation.

7.0 Options

7.1 Recommended Option

THAT

1. staff be directed to proceed with community engagement for Option A and Option C as outlined in this report for the location of four dedicated pickleball courts in Hugo Ray Park; and
2. staff report to Council on the outcome of the community engagement with recommendations on next steps for installation of dedicated pickleball courts in Hugo Ray Park.

7.2 Considered Options

Council may:

- request further information; and/or
- not approve the recommendations.

8.0 Conclusion

This report outlines the preliminary results of the engineering feasibility and costing studies that identify five options for the placement of dedicated pickleball courts in Hugo Ray Park. In addition, a transportation assessment study was undertaken and shows that Hugo Ray Park can accommodate the installation of four dedicated pickleball courts.

Date: May 12, 2022
From: Corinne Ambor, Parks Stewardship Manager
Andrew Banks, Senior Manager of Parks
Subject: Pickleball Update for Hugo Ray Park

After review of the five options using the key criteria developed to determine the optimal location for dedicated pickleball courts in Hugo Ray Park, it is recommended to proceed with Option A and Option C for community engagement. Both options have strong albeit different attributes for the locating of dedicated pickleball courts in Hugo Ray Park. Undertaking community engagement for these options will assist in determining the optimal location for dedicated pickleball courts in Hugo Ray Park.

Authors: 

Corinne Ambor, Parks Stewardship Manager



Andrew Banks, Senior Manager of Parks

Concurrence: 

Chrystal Boy, Deputy Director, Financial Services

This page intentionally left blank

This page intentionally left blank