



AGENCY:	City Council
MEETING DATE:	March 27, 2017
DEPARTMENT:	Community Dev.
REPORT BY:	Scott Perkins
PRESENTED BY:	Marie Jones

## AGENDA ITEM SUMMARY REPORT

### TITLE:

**RECEIVE RECOMMENDATION FROM PUBLIC WORKS & FACILITIES COMMITTEE AND PROVIDE DIRECTION TO STAFF REGARDING USE OF CDBG SUPPLEMENTAL ACTIVITY FUNDS FOR BAINBRIDGE PARK IMPROVEMENTS**

### ISSUE:

On January 26, 2015, City Council authorized the use of Community Development Block Grant (CDBG) Supplemental Activity funds for the enhancement of Bainbridge Park. City Council directed staff to work with the community to develop a plan for park improvements focusing on the west side of the park to enhance the "family friendly" environment at Bainbridge Park. City Council adopted the *Bainbridge Park Master Plan (Attachment 1)* on November 29, 2016.

The City's CDBG Program Income revenues have been collected as scheduled, and \$75,000 is available for the first phase of park improvements. Additionally, a property in Fort Bragg that previously received a CDBG loan for rehabilitation is in escrow to be sold. If the house is sold as expected, the City would receive the original loan amount plus two percent interest per year, totaling approximately \$33,290. These funds should be available in the next few weeks, and may only be spent on identified and approved Supplemental Activities in either our 2014 or 2016 open grants. Specifically, the \$33,290 in additional funds can only be used for one or more of the following activities:

1. Bainbridge Park improvements consistent with the Master Plan. This funding must be spent by October 31, 2017.
2. Rehab project at the Glass Beach Apartments (900 John Cimolino Way), consisting of water conservation (irrigation), energy conservation and/or health and safety improvements. This money must be spent by October 25, 2018.
3. Slip lining sewer main line on Sanderson Way from Penitenti to Oak, and on Oak from Sanderson to Dana. This funding must be spent by October 25, 2018.

Staff is seeking direction on: 1) which Supplemental Activity should receive the approximately \$33,290 in new funding; and 2) how best to spend the funding (either \$75,000 or \$108,290) on the high priority park improvements identified in the *Bainbridge Park Master Plan*.

### SUMMARY:

At the community workshops and public meetings that informed the *Bainbridge Park Master Plan*, the top citizen concerns regarding the park were safety and security. Suggestions to increase park safety and security included: installing a perimeter fence; providing clear and concise signage stating the rules of the park; increasing active use of the park to discourage loitering; and updating the park's video surveillance capabilities. Updates to the park's video surveillance system took place in mid-2016.

The *Bainbridge Park Master Plan* calls for improvements based on City Council's direction and the community's desires. The top priority improvements identified in the *Bainbridge Park Master Plan*

include perimeter fencing and entrance signage. A multiuse pavilion to increase active use of the park is included in the next group of priorities. See the full list of improvement priorities below:

Phases	Improvements
<b>Fencing Phase</b> <i>Top Priority</i>	<ul style="list-style-type: none"> <li>▪ Perimeter Fencing</li> <li>▪ Entrance Signage</li> <li>▪ Landscaping</li> </ul>
<b>Pavilion Phase</b> <i>High Priority</i>	<ul style="list-style-type: none"> <li>▪ Pavilion</li> <li>▪ Corner Art</li> </ul>
<b>Activity Phase</b> <i>Mid Priority</i>	<ul style="list-style-type: none"> <li>▪ Petanque Courts</li> <li>▪ Storywalk</li> </ul>
<b>Maintenance Phase</b> <i>Low Priority</i>	<ul style="list-style-type: none"> <li>▪ Expand Basketball Court</li> <li>▪ Tree Replacement</li> <li>▪ Resurface Playground</li> </ul>

The following site plan shows the future improvements the *Bainbridge Park Master Plan* identifies:



**ANALYSIS:**

On February 8, 2017, the Public Works and Facilities Committee met to discuss Bainbridge Park improvements and the new potential funding. Staff presented fencing and pavilion options at various price points.

The Committee recommended:

1. Dedication of the new loan repayment funds of \$33,290 to Bainbridge Park improvements.
2. Moving forward with a full perimeter fence that matches the existing fence at the Wiggly Giggly Playground;

3. Constructing a pavilion that matches the existing architecture of the Veteran's Hall as soon as practical; and
4. Obtain an engineer's estimate for both the fence and pavilion, and return to the full Council for further direction.

It should be noted that there are timing considerations with regard to expenditure of the initial \$75k – these funds must be expended by October 2017. It will not be possible to design and construct a pavilion (to match the Veterans Hall) in this timeframe.

## **Fencing**

Although fencing was the highest priority improvement for the park, it was also the most controversial potential improvement at the community meeting. While security is a principal park concern and the fence is meant to address security, many community members felt that a perimeter fence would make the park less inviting and accessible. At the community workshop, park fencing received 21 votes in favor and 17 votes opposed, illustrating the divided opinion in the community on this potential improvement.

The *Master Plan* calls for a perimeter fence along the northern and western boundaries of the park. The Fort Bragg Police Department recommends a tall perimeter fence to limit options for ingress or egress to make the park a less desirable location for transients and to increase the sense of security within the park. The *Master Plan* calls for the fence to “generally match” the existing fencing around the Wiggly Giggly Playground.

When presented with various fence options, the Committee recommended a full perimeter fence that matches the Wiggly Giggly Playground fence. Of the options presented, which included split rail fences and partial perimeter designs, the Committee's recommendation is most consistent with the *Bainbridge Park Master Plan*.

The City completed an engineer's estimate for a full perimeter park fence to match the existing fence surrounding the playground (**Attachment 2**). The cost of fence materials for an aluminum smooth-top commercial fence with decorative rings is \$17,345.25. The City could use Parlin Forks crews for fence installation, which would add approximately \$2,250 to the cost. Adding concrete costs for posts and a contingency, the fencing could be accomplished for approximately \$25,000. If this project is bid competitively and therefore subject to prevailing wages, the costs would be significantly higher.

A number of trees are present along the west boundary of Bainbridge Park. These trees are diseased and near the end of their lifespan. Most attendees at the community workshop voted strongly in favor of including landscaping improvements in the *Master Plan*, specifically recommending the addition of native trees. The *Master Plan* recommends removing the aging trees in conjunction with a landscaping plan to replace them with appropriate species that are drought tolerant and allow visibility beneath the canopy, but this is considered a low priority in the *Master Plan*. The fence could be constructed with the trees in place; however, future removal of the trees would be more difficult and costly in order to protect the fence while they are removed.

Removal and replacement of the trees would cost an additional \$2,250 in Parlin Forks labor for tree removal and \$8,000 for the installation of eight new specimen trees.

Staff seeks direction from Council on fence options and whether or not the existing trees should be removed prior to installation of the fence and replaced with new park appropriate trees.

## **Pavilion**

The next priority improvement identified in the *Bainbridge Park Master Plan* is the pavilion to provide a dry location for activities during inclement weather, a venue for markets, fairs, parties and events, and a small stage for music or shows. The pavilion was the most popular recommended

improvement at the community workshop. At the Council's direction, the *Master Plan* recommends that the pavilion match the architectural style of the existing restrooms and Veterans Memorial Hall.

The Public Works and Facilities Committee reviewed a range of options for a pavilion. Less expensive options included old growth redwood joinery kits that Parlin Forks crews could assemble. A redwood joinery pavilion would match many structures in Fort Bragg and could complement the Veterans Hall. A Spanish style pavilion style (with Spanish tile) would closely match the Veterans Hall. The costs would be higher and the construction timeline longer due to the need for engineering and design and the competitive bidding. The table below summarizes the range of pavilion options and estimates costs to construct each option. Local architect Robert Schlosser completed an engineer's estimate for the stucco and tile pavilion (see **Attachment 2**). The cost of the redwood joinery pavilion is based on kit costs and talking with Parlin Forks about the time required to build the pavilion, which they have done in the past.

Redwood Joinery Pavilion	 <p>Redwood Joinery (18' x 18')</p>	 <p>Redwood Joinery (36' x 18')</p>
	<p>Kit: \$18,000 Pad \$4,000 Labor: \$2,250 <b>Total: \$24,250</b></p>	<p>Kit: \$30,000 Pad: \$6,500 Labor: \$4,000 <b>Total: \$40,500</b></p>
Spanish Style Pavilion	 <p>Spanish Style (36' x 18')</p>	 <p>Spanish Style (48' x 24')</p>
	<p>Design &amp; Engineering      \$35,000 Construction                \$115,000 Construction Management   \$20,000 Total                            \$170,000</p> <p>Construction costs extrapolated from engineer's estimate</p>	<p>Design &amp; Engineering      \$35,000 Construction                \$192,000 Construction Management   \$20,000 Total                            \$247,000</p> <p>Construction costs based on engineer's estimate</p>

The Public Works & Facilities Committee recommended that the pavilion match the existing structures in the park, even though it would be more costly to construct. The *Bainbridge Park Master Plan* calls for a 48-foot by 24-foot pavilion. The Committee recommended considering a slightly smaller option to reduce costs. Even at the reduced size, the Spanish style pavilion would be too costly to construct with the available funding at this time (**Attachment 2**).

In addition to financial constraints, the CDBG funding for this year must be spent prior to the end of October. A Spanish style pavilion would require the City to seek bids for the design and engineering, and once the bid packet is completed, for the construction of the project. Lead times for these tasks (including a bid and contract process that can easily take six weeks or more) and the limited quantity of local companies experienced with prevailing wage standards would make it very unlikely that the Spanish style pavilion would be completed by the October deadline.

Due to the financial and timing limitations, staff recommends either:

1. Proceed with the redwood joinery pavilion this year; or
2. Proceed with the stucco and Spanish tile pavilion in a subsequent year once the City has accumulated additional CDBG program income for the project.

Whichever course of action is selected, Council will also need to provide direction to staff about how to expend the remaining funds.

### **Other Improvements**

Should the Council direct staff to forego pavilion construction this year, a good deal of CDBG funding will remain for other park improvements.

As noted in the table below, there are a variety of options for selecting improvement priorities for this year. It should be noted that the Department of Public Works has a very high number of capital projects this summer and very limited ability to take on and manage additional projects, especially ones which have a number of smaller moving pieces that will require a lot of staff time.

- The Community Development Department would manage the installation of the perimeter fence, the redwood kit pavilion (if selected), tree removal and replacement, entrance sign, landscaping, art installation and the story book walk, if City Council selects any of these potential improvements for the park. These activities can be undertaken by CDD as they would not require specifications and bidding, if the City uses Parlin Forks to install all components and purchases: 1) pre-fab fencing panels; 2) the redwood pavilion kit (if selected); and local craftsman/artist designed and crafted entrance sign, art and story book displays.
- The Public Works Department would need to prepare specifications and bid the basketball, tennis and petanque court improvements. It would be a push to complete these activities by the funding deadline.

The chart below provides budgeting options for park improvements by their order of priority in the *Master Plan*. The first two columns indicate what is possible with just the base grant, while the columns on the right define possibilities with the base grant and the repaid home loan funding:

## Bainbridge Park Improvements - Budget Options

Park Improvement	Base Grant		Base Grant Plus Home Loan Repayment	
Total Project Funding	\$ 75,000	\$ 75,000	\$ 108,290	\$ 108,290
Fencing Project - Managed by CDD with Parlin Forks Labor	\$ 25,000	\$ 25,000	\$ 25,000	\$ 25,000
<b>Net funding Remaining</b>	<b>\$ 50,000</b>	<b>\$ 50,000</b>	<b>\$ 83,290</b>	<b>\$ 83,290</b>
Redwood Kit Pavillion - Managed by CDD with Parlin Forks Labor	\$ 40,500		\$ 40,500	
<b>Net funding Remaining</b>	<b>\$ 9,500</b>	<b>\$ 50,000</b>	<b>\$ 42,790</b>	<b>\$ 83,290</b>
<b>Other activities</b>				
<i>Managed by CDD with Parlin Forks Labor</i>				
Tree Removal and Replacement	\$ 10,500	\$ 10,500	\$ 10,500	\$ 10,500
Entrance Sign		\$ 5,000	\$ 5,000	\$ 5,000
Landscaping		\$ 10,000	\$ 10,000	\$ 10,000
Art		\$ 5,000	\$ 5,000	\$ 5,000
Story Book Walk		\$ 10,000	\$ 10,000	\$ 10,000
<i>Sub-Total</i>	\$ 10,500	\$ 40,500	\$ 40,500	\$ 40,500
<b>Net funding Remaining</b>	<b>\$ (1,000)</b>	<b>\$ 9,500</b>	<b>\$ 2,290</b>	<b>\$ 42,790</b>
<i>Projects Managed by PW using Bid Process and Prevailing Wage</i>				
Tennis Courts		\$ 8,000		\$ 8,000
Petanque Courts				\$ 15,000
Expand Basketball Court				\$ 30,000
<i>Sub-Total</i>		\$ 8,000		\$ 53,000
<b>Net Funding Remaining</b>	<b>\$ (1,000)</b>	<b>\$ 1,500</b>	<b>\$ 2,290</b>	<b>\$ (10,210)</b>

Please find below a brief description of each improvement from the *Master Plan*.

### Entry signage, landscaping and public art at the intersection of Laurel Street and Harrison Street

Public art at the intersection of Laurel Street and Harrison Street will backdrop the future pavilion and should be selected with that in mind. Landscaping around the art feature will be selected as appropriate depending on the art. Signage will be provided at each entry point to the park with park rules to help ease enforcement.

### Storywalk

A storywalk involves a set of interpretive art pieces that give children an opportunity to move and read outside, promoting literacy and wellness by combining reading with physical activity. For example, a picture book is put, page by page, onto signs and installed along a walking path. Physical activities relating to the pages can be included at various locations, and could include corresponding art pieces (such as a tunnel to crawl through or statue to climb on). Coordination

and cooperation with the adjacent Fort Bragg Library is key to promote, manage and create the storywalk. Additionally, a storywalk allows the Fort Bragg Library to engage with a larger community than just those that enter the facility. In discussions with the Fort Bragg Library last year, they were enthusiastic about the development of a storywalk, and suggested that they could assist in maintaining and promoting the storywalk with the assistance of the Rotary Club. The pages on the interpretive art pieces could be rotated, keeping the storywalk fresh and new. Storywalks can either be fairly permanent in nature (as shown in the left photo below), or temporary and available for only a limited period of time (as shown in the right photo below).



### Petanque Courts

Workshop attendees and City Council were strongly in favor of adding playing courts for petanque, a form of lawn bowling played on a hard dirt or gravel surface. There is approximately 12,500 square feet of petanque surface presently located at the C.V. Starr Center. Of those courts, approximately 10,000 square feet are scheduled for removal to accommodate the eventual construction of the proposed gymnasium at the C.V. Starr Center property.

The Noyo Yoyos, Fort Bragg's local petanque organization, holds the annual Wollenberg Petanque Tournament, simultaneously utilizing 14 separate petanque courts (including those courts slated for removal for potential gymnasium construction). Petanque would increase daytime use of the park and may discourage transient use. The park layouts generated at the community workshop depict petanque areas ranging from one court (16 feet by 50 feet) to three courts (60 feet by 50 feet). City Council recommended the *Master Plan* include space for three or four petanque courts. The *Master Plan* locates approximately 3,200 square feet of petanque surface west of the basketball courts. This would provide space for four separate petanque courts.

### Expand/Improve Basketball Court

Four of the five workshop groups and City Council requested an expansion of the basketball court to a regulation size. Enlarging the court requires avoiding the existing backflow device located a few feet west of the existing pavement edge. In order to stay clear of the water meter, the court would need to be shifted south approximately ten feet.

The proposed park layout shifts the court further to the south, potentially leading to more incidents of basketballs clearing the southern park fence. In order to resolve an existing issue and offset any new impacts of moving the basketball court, the *Master Plan* recommends extending the tall tennis court fence west along the southern edge of the basketball court to keep bouncing balls from entering the properties of neighboring residences. The fence addition should occur at the same time as the basketball court expansion.

## Resurface Playground

Resurfacing the playground with a synthetic material would greatly diminish the maintenance costs at Wiggly Giggly Playground; however, a project of this magnitude would require at least the entire first phase funding. The *Bainbridge Park Master Plan* declares this project a low priority.

## Tennis Courts

The *Bainbridge Park Master Plan* recommends no physical improvements to the tennis courts beyond continued maintenance as necessary. The courts are presently due for resurfacing and striping.

### **RECOMMENDED ACTION:**

Provide direction regarding the following:

1. Should the repaid home loan funding (approximately \$33,290) be dedicated to Bainbridge Park in addition to the already dedicated CDBG Supplemental Activity funds (approximately \$75,000), or should these funds be used for some other supplemental activity (e.g slip line sewer mains).
2. Does the Council concur with the Public Works & Facilities Committee recommendation to install a full perimeter fence that matches the existing playground fencing?
3. Does the Council concur with the Public Works & Facilities Committee recommendation to design and construct a pavilion that matches the existing park architecture?
4. Should the existing trees be removed prior to fence installation, and should the landscaping plan include replacing the trees in phase one?
5. Of the remaining *Bainbridge Park Master Plan* improvements, which are the highest priority and should be addressed in this phase?

### **ALTERNATIVE ACTION(S):**

Provide direction to staff in another manner.

### **FISCAL IMPACT:**

Only identified Supplemental Activities may make use of this CDBG funding. During development of the *Bainbridge Park Master Plan*, staff anticipated having approximately \$75,000 for improvements this year. Use of the additional \$33,290 made available by the sale of a home that had received a rehabilitation loan would not exceed the amount previously authorized; however, the funding could instead be directed toward one of the other identified Supplemental Activities.

### **IMPLEMENTATION/TIMEFRAMES:**

Follow up actions will be consistent with Council's direction, and improvements to the park will be completed prior to the end of October.

### **ATTACHMENTS:**

1. *Bainbridge Park Master Plan*
2. Engineer's Estimate

### **NOTIFICATION:**

1. Notify Me List – Bainbridge Park

**City Clerk's Office Use Only**

Agency Action     Approved     Denied     Approved as Amended

Resolution No.: \_\_\_\_\_ Ordinance No.: \_\_\_\_\_

Moved by: \_\_\_\_\_ Seconded by: \_\_\_\_\_

Vote: \_\_\_\_\_

Deferred/Continued to meeting of: \_\_\_\_\_

Referred to: \_\_\_\_\_