

DATE ISSUED: April 13, 2005 REPORT NO. 05-088

ATTENTION: Honorable Mayor and Council Members  
Agenda of April 19, 2005

SUBJECT: Renewal of Lease and Joint Use Agreements for Joint Use  
Facilities

REFERENCE: 1) Council Policy 700-35, City Development of School Sites for  
Park Purposes;  
2) 1948 Recreation Agreement with the San Diego Unified School  
District; and  
3) Memorandum of Understanding between the City of San Diego  
and San Diego Unified School District for Development and  
Maintenance of Joint Use Facilities (MOU)

#### SUMMARY

Issue - Should the City renew 25-year lease and joint use agreements with the District for development and maintenance of joint use facilities at Bird Rock Elementary School, Clay Elementary School, Field Elementary School, Fletcher Elementary School, and Hardy Elementary School?

#### Manager's Recommendations -

- 1) Renew expired, or expiring lease and joint use agreements by entering into new 25-year lease and joint use agreements with the District to continue the joint use facilities at Bird Rock Elementary School, Clay Elementary School, Field Elementary School, Fletcher Elementary School, and Hardy Elementary School.

Other Recommendations - Park Planning and Development Division staff solicited public input from the appropriate Recreation Councils for each site and

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received a recommendation for approval to renew the joint use agreements, as follows:

Bird Rock Elementary School - (La Jolla Park and Recreation, Inc., January 28, 2004)  
Clay Elementary School - (Colina del Sol Recreation Council, January 21, 2004)  
Field Elementary School - (North Clairemont Recreation Council, April 17, 2002)  
Fletcher Elementary School - (Serra Mesa Recreation Council, January 14, 2004)  
Hardy Elementary School - (Colina del Sol Recreation Council, May 15, 2002)

Upon execution of the lease and joint use agreements for the above-referenced sites by the City of San Diego, they will be forwarded to the San Diego Unified School District to be scheduled for consideration by the City Schools' Board of Education at their earliest convenience.

Fiscal Impact - Maintenance Requirements: The maintenance of these joint use facilities have been the responsibility of the Park and Recreation Department's Operating Division for the past 25 years. When parity is met pursuant to the formula outlined in the MOU, the maintenance costs will be shared equally between the City and the District. Parity calculations are outlined in Exhibit B attached to each proposed agreement. Based on the parity calculations, the City will continue to be responsible for maintenance at all six sites within the foreseeable future.

Four of the five sites will continue to require standard maintenance, as described in the DISCUSSION section of this report, which has been provided during the past term of the agreements. Annual standard maintenance for these five sites is estimated to be as follows, which is currently included in the Park and Recreation Department's Fiscal Year 2005 Operating Budget:

	Fiscal Year 2005 (\$8,000/year)	Fiscal year 2006 (\$8,500/year)
Bird Rock Elementary School	\$ 14,320	\$ 19,375
Clay Elementary School	29,440	31,280
Field Elementary School (\$5,500/yr)	18,425	18,425
Fletcher Elementary School	39,760	42,245
Hardy Elementary School	<u>16,800</u>	<u>17,850</u>
Total	\$118,745	\$129,175

Bird Rock Elementary is the only site proposed for renewal which is under the minimum acreage recommended in the MOU to receive standard maintenance. However, it is large enough to be successfully maintained with an enhanced level of maintenance, as allowed for in the MOU. A higher level of maintenance for the joint use facilities at this site will require an annual increase to the Park and

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Recreation Department's Operating Budget of approximately \$5,055, (\$19,375 enhanced maintenance minus \$14,320 current maintenance budgeted in Fiscal Year 2005 = \$5,055 required increase.) The additional \$5,055 in required annual maintenance cost will be requested as a new facility "add" in the Fiscal Year 2006 Park and Recreation Department Operating Budget.

Capital Improvement Requirements: Each of the five sites requires a one-time, capital expenditure to upgrade, renovate or replace facilities in order to endure another 25 years of joint use. Capital improvement costs recommended for each site are as follows:

Bird Rock Elementary School	\$ 50,000
Clay Elementary School	\$ 75,000
Field Elementary School	\$ 40,000
Fletcher Elementary School	\$ 80,000
Hardy Elementary School	<u>\$250,000</u>
Total	\$495,000

BACKGROUND

The City's Progress Guide and General Plan recommends 10 usable acres of neighborhood park (or five usable acres of parkland if located adjacent to an elementary school) for every 3,500 to 5,000 residents. In areas of the city where parkland is deficient per the City's General Plan standards, joint use facilities have provided a venue for City recreation programs typically provided at neighborhood parks. A joint use facility is defined as land or facilities that are owned by the City or another agency and shared between agencies to meet the recreational and physical education needs of both agencies.

The City and the District have been cooperating in the use of numerous recreational facilities in accordance with the City-District Recreation Agreement of September 1948, and the Memorandum of Understanding between the City and District for the Development and Maintenance of Joint Use Facilities adopted by the San Diego City Council on October 7, 2002 (Resolution No. 297149), and by the District's Board of Education on October 8, 2002.

Currently, the City has approximately 100 joint use agreements with various school districts city-wide. To date, 23 existing joint use agreements between the City and District have expired as of January 15, 2005. One additional site will expire by the end of calendar year 2005. The Park and Recreation Department intends to propose new agreements to replace the existing, expired joint use agreements consistent with the MOU, which documents financial equity between the two agencies. The sites with expired/expiring joint use agreements which will be proposed for renewal by the end of calendar year 2005 include the following:

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1. Adams Elementary School
2. Alcott Elementary School
3. Bird Rock Elementary School
4. Cabrillo Elementary School
5. Cadman Elementary School
6. Clay Elementary School
7. Dailard Elementary School
8. Ericson Elementary School
9. Field Elementary School
10. Fletcher Elementary School
11. Forward Elementary School
12. Hardy Elementary School
13. Juarez Elementary School
14. King Elementary School
15. Mason Elementary School
16. Memorial Community Park
17. Pacific Beach Middle School
18. Penn Elementary School
19. School of Creative and Performing Arts  
(Penn Athletic Field)
20. Serra High School
21. Tierrasanta Elementary School
22. Valencia Park Elementary School
23. Walker Elementary School
24. Wangenheim Middle School

### DISCUSSION

The MOU defines the criteria for determining the feasibility and acceptability of potential joint use sites. The criteria includes regional and site-specific factors, such as: 1) park land deficiency per General Plan standards, 2) available resources or capital and maintenance costs, 3) size of available area for joint use playfield, and 4) number of student population. All of these factors have implications for maintenance. For example, a two acre minimum size is recommended in order to provide the quality of turf facilities expected by the community and the District for safe recreational and physical education uses. Sites less than two acres in size, or with a high student population, present maintenance challenges for the City which can result in unsafe and unsightly facilities and require a higher level of maintenance, as identified in the MOU. Therefore, to address this issue, the City and District have agreed to apply the following thresholds and types of joint use surfaces for future joint use playfields:

- For joint use sites less than 1½ acres, artificial turf is recommended.
- For joint use sites between 1½ and 2 acres, natural turf is acceptable with an enhanced level of maintenance, however artificial turf is acceptable.
- For joint use sites 2 acres and larger, natural turf is recommended with standard maintenance.

The difference between standard and enhanced maintenance involves the number of times the turf is fertilized, aerated and top-dressed on an annual basis. Standard maintenance for turf playfields is estimated to be \$8,500 per acre per year, while enhanced maintenance is estimated to be \$12,500 per acre per year. On sites where enhanced maintenance is applied, parity is reached sooner. When parity is met, pursuant to the formula outlined in the MOU, the maintenance costs will be shared equally between the City and District.

The following discussion pertaining to each proposed joint use site which is the subject of this report, identifies the size and type of joint use facilities, as well as the associated fiscal impact, in terms of annual maintenance and one-time capital costs. A site evaluation was conducted for each joint use facility to identify any necessary upgrades which would enable the facility to endure another 25 years of use. A compilation of the estimated costs for all sites is offered in the Fiscal Impact section of this report.

Bird Rock Elementary School:

Bird Rock Elementary School is located at 5371 La Jolla Hermosa Drive, San Diego, California, 92037, in the La Jolla Community. A 25-year lease and joint use agreement with the DISTRICT for this school site expired on April 23, 2004. The terms of the previous and new agreements provide for the design, construction, operation and maintenance of approximately 1.79 acres of a joint use area, comprised of 1.04 acres of turfed multi-purpose sports fields, 0.4 acre of infield and decomposed granite, 0.35 acre hard courts, one City backstop and two District backstops.

Fiscal Impact for Bird Rock Elementary School: Joint use sites with less than two acres of turf require an enhanced level of maintenance, consistent with the MOU. Therefore, the annual maintenance cost for this joint use site is estimated to be \$19,375. The standard level of maintenance, as this joint use site currently receives, is estimated to be \$14,320, for which funding is budgeted in FY 2005. The additional \$5,055 in required annual maintenance cost will be requested as a new facility "add" in the Fiscal Year 2006 Park and Recreation Department Operating Budget.

Additionally, irrigation system renovation is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$50,000. The Park Planning and Development Division staff will work to identify appropriate funding for these capital improvements.

Clay Elementary School:

Clay Elementary School is located at 6506 Solita Avenue, San Diego, California, 92115 in the Eastern sub-area of the Mid-City Community. A 25-year lease and joint use agreement with the District for this school site expired on February 2, 2004. The terms of the previous and new agreements provide for the design, construction, operation and maintenance of approximately 3.68 acres of a joint use area, comprised of 3.41 acres of turfed multi-purpose sports fields, 0.27 acre of infield, one CITY backstop and one DISTRICT backstop.

Fiscal Impact for Clay Elementary School: Annual maintenance at this joint use site is estimated to be \$31,280.00. Irrigation system renovation is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance

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with the terms of the joint use agreement. The estimated cost for this renovation is \$75,000. The Park Planning and Development Division staff will work to identify appropriate funding for these capital improvements.

### Field Elementary School:

Field Elementary School is located at 4375 Bannock Avenue, San Diego, California, 92117 in the Clairemont Mesa Community. A 25-year lease and joint use agreement with the DISTRICT for this school site expired on August 18, 2004. The terms of the previous agreement provided for the design, construction, operation and maintenance of approximately 3.35 acres of a joint use area. The joint use area is comprised of 3.0 acres of decomposed granite fields, 0.35 acre of infield, one CITY backstops, one DISTRICT backstop, and ballfield lighting. A footbridge over a drainage ditch provides pedestrian access from the adjacent North Clairemont Community Park.

Fiscal Impact for Field Elementary School: Annual maintenance at this joint use site is estimated to be \$18,425.00, for which funding is budgeted in FY 2005. Minor grading, infield replacement and improved disabled access connecting to North Clairemont Community Park is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$40,000. Park Planning and Development Division will work to identify appropriate funding for these capital improvements.

### Fletcher Elementary School:

Fletcher Elementary School is located at 7666 Bobolink Way, San Diego, California, 92122 in the Linda Vista Community. A 25-year lease and joint use agreement with the District for the lighted field expired on December 20, 2003. The terms of the previous agreements provided for the design, construction, operation and maintenance of approximately 4.97 acres of joint use area, comprised of 0.85 acres of parking, 2.61 acres of irrigated and turfed fields, three District backstops, one CITY backstop, 0.49 acres of skinned infields and decomposed granite track, three picnic tables, one 0.17 acre play area, and 0.85 acres of hard courts maintained by the City.

Fiscal Impact for Fletcher Elementary School: Annual maintenance at this joint use site is estimated to be \$42,245.00. Minor irrigation system and infield renovation are needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$80,000. The Park Planning and Development Division staff will work to identify appropriate funding for these capital improvements.

Hardy Elementary School:

Hardy Elementary School is located at 5420 Montezuma Road, San Diego, California, 92115 in the Eastern area of the Mid-City Community. A 25 year lease and joint use agreement with the District for this school site expired on December 20, 2004, and it has been operating under the month-to-month agreement since that time. The terms of the previous agreement provided for the design, construction, operation and maintenance of approximately 2.10 acres of a joint use area. The joint use area is comprised of 1.79 acres of turfed multi-purpose sports fields with 0.31 acres of infield, one CITY backstop and one DISTRICT backstop.

Fiscal Impact for Hardy Elementary School: Annual maintenance at this joint use site is estimated to be \$17,850.00. Major irrigation system and turf renovation and infield infill is needed at this site in order for the improvements to endure the entire length of this new 25-year lease and joint use agreement. Without this renovation, the joint use facilities would not be in compliance with the terms of the joint use agreement. The estimated cost for this renovation is \$250,000. The Park Planning and Development Division staff will work to identify appropriate funding for these capital improvements.

CONCLUSION

The joint use and optimization of community assets benefits both the City and the San Diego Unified School District. The proposed joint use agreements are equitable for both agencies in accordance with the MOU. All funding approved to perform capital improvements at joint use site(s) will be factored into the parity calculations, which are to be reviewed and mutually revised, by each agency bi-annually to determine the length of time before maintenance is equally shared.

The consequence of not approving the lease and joint use agreements will mean the loss of much-needed recreation assets and loss of the capital investment for improvements made at each site over the years. The City has made an investment of over \$7.3million in these five sites over the term of the expired agreements, for which a total of \$3,581,000 has been spent on maintenance costs, \$375,000 in land contribution and \$3,356,000 has been spent on capital costs.

ALTERNATIVES

1. Approve the new lease and joint use agreements with modifications.
2. Do not approve the new lease and joint use agreements.

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Respectfully submitted,

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Ellen Oppenheim  
Park and Recreation Director

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Approved: Bruce Herring  
Deputy City Manager

EO/DS

Attachments: [Memorandum of Understanding Between City of San Diego and San Diego Unified School District for Development and Maintenance of Joint Use Facilities \(referenced Master Agreement dated October 8, 2002, filed with City Clerk on May 14, 2003, is available for review at the City Clerk's Office\)](#)

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