

NOTICE OF SPECIAL MEETING

Pursuant to Section 54956 of the Government Code of the State of California, a Special meeting of the **Tracy City Council** is hereby called for:

Date/Time: **Tuesday, March 3, 2015, 5:30 p.m.**
(or as soon thereafter as possible)

Location: **Council Chambers, City Hall**
333 Civic Center Plaza, Tracy

Government Code Section 54954.3 states that every public meeting shall provide an opportunity for the public to address the Tracy City Council on any item, before or during consideration of the item, however no action shall be taken on any item not on the agenda.

1. Call to Order
2. Roll Call
3. Items from the Audience - *In accordance with Procedures for Preparation, Posting and Distribution of Agendas and the Conduct of Public Meetings, adopted by Resolution 2015-012 any item not on the agenda brought up by the public at a meeting, shall be automatically referred to staff. If staff is not able to resolve the matter satisfactorily, the member of the public may request a Council Member to sponsor the item for discussion at a future meeting.*
4. CONDUCT WORKSHOP TO OBTAIN HISTORY AND UPDATE ON LEGACY FIELDS AND DISCUSS OPTIONS FOR CONSTRUCTION OF SPORTS FIELDS
5. Adjournment



Mayor

February 26, 2015

The City of Tracy complies with the Americans with Disabilities Act and makes all reasonable accommodations for the disabled to participate in public meetings. Persons requiring assistance or auxiliary aids in order to participate should call City Hall (209-831-6105), at least 24 hours prior to the meeting.

Any materials distributed to the majority of the Tracy City Council regarding any item on this agenda will be made available for public inspection in the City Clerk's office located at 333 Civic Center Plaza, Tracy, during normal business hours.

AGENDA ITEM 4

REQUEST

**CONDUCT WORKSHOP TO OBTAIN HISTORY AND UPDATE ON LEGACY FIELDS
AND DISCUSS OPTIONS FOR CONSTRUCTION OF SPORTS FIELDS**

EXECUTIVE SUMMARY

As directed by Council on January 20, 2015, a City Council workshop is scheduled to discuss and consider options for Legacy Fields. The purpose of this workshop is to discuss the field needs in Tracy and examine both public and private project options for the construction of the first phase of Legacy Fields. Funding and maintenance responsibilities depend on which option Council pursues.

DISCUSSION

BACKGROUND:

The addition of amenities for the Tracy community has been a longstanding priority of the City over the last several years. The need for sports fields, swimming pools, gymnasiums, senior centers, animal shelters and other facilities to serve all residents is high yet the City's ability to fund the construction and operations continues to be a challenge. Regarding sports fields specifically, the City has had several community conversations over the years to explore the development of fields in various sites. These discussions included exploring potential partnership opportunities to begin meeting the unmet demands and needs.

In 2002, Youth Sports Association of Tracy (YSAT), comprised of various youth sports league representatives, collaborated with the City to resurrect the discussion of building a youth sports facility within three years. In 2005, the City Council invested \$3 million in infrastructure at the City-owned property referred to as the "old antenna farm" on Schulte Road to begin the construction of sports fields. However, in 2006, however, due to concerns expressed by the community, the Council determined not to move forward with field development at that site.

In 2006, in cooperation with YSAT, the City contracted with Beals Alliance to conduct a field needs study. The analysis focused mainly on field sports, including baseball, softball, soccer, and football. The study projected future field needs for both short and long term growth. (Currently, there are 33 leagues serving approximately 4,300 players)

Subsequent to that study in 2008, the City again collaborated with various youth sports leagues to explore ways to facilitate the construction of sports fields to meet the identified needs. It was during those discussions, the participating sports leagues determined that by entering into a fair market rate lease arrangement with the City, they could expedite the development of the fields; hence, the City began discussing the private partnership between the City of Tracy and the various sports leagues.

As a result of those community conversations, the City began discussing potential leases with four leagues to minimize cost, leverage resources, and jointly build and maintain sports fields. Recognizing that the City did not have the funds to build the estimated \$25 million dollar project, this arrangement between the City and the leagues allowed the sports leagues to build the fields, retaining exclusive use of the fields, and a commitment to maintain the fields on a year-round basis.

On August 7, 2012 and September 4, 2012, the City Council approved a 15 year lease agreement with Tracy Little League (TLL), Tracy Babe Ruth (TBR), Tracy Youth Soccer League (TYSL), and Tracy Futbol Club (TFC). TFC ultimately ended its lease agreement.

On December 17, 2013, the City Council accepted the completion of the infrastructure improvements outside the leased sites, allowing the leagues to access the sites to begin construction. Only approximately eighteen months into the lease agreement, one of the leagues will complete construction of two baseball fields this year. The current lease agreement allows the leagues five years (until December 2018) to construct their respective fields to a minimal standard "suitable" for league play and fifteen years to complete construction to the designed standard.

LEAGUE READINESS TO BEGIN FIELD CONSTRUCTION:

Over the past year, staff has conducted a number of meetings with TLL, TBR, and TYSL to discuss their progress on the development of fields and identify any barriers to such development. So far, as it would for any development, staff has provided information on licensing, permitting, and construction requirements.

Tracy Little League: As previously mentioned, TLL is working closely with Odyssey Landscaping and in the process of constructing two baseball fields. TLL plans to have the two fields playable by April 1, 2015, with its current available funding and with assistance from parent volunteers and local businesses. They are challenged with managing their project and balancing the day-to-day league operations. Moving forward, TLL has informed the City that they want to continue exclusive use of the fields. They are also interested in a repayment concept if the City fronted the costs for further field development.

Tracy Babe Ruth: TBR is also working with Odyssey Landscaping and is preparing a phased development plan for submittal to the City. At this time, TBR is in the process of obtaining 501 (c) (3) status, at the same time continuing to identify potential donors. They are in need of financial assistance and assistance with constructing the drainage and irrigation. TBR has the ability to construct the above ground amenities if the City constructs the drainage and irrigation. They are open to sharing the fields with the rest of the community if the City builds the fields.

Tracy Youth Soccer League: Currently, TYSL is not ready to submit a phased development plan or to build fields due to limited funding. TYSL is working with parents and local businesses to seek assistance for field construction. They are in need of financial assistance and assistance with constructing the drainage and irrigation

systems. TYSL has the ability to construct the above ground amenities if the City constructs the drainage and irrigation system. They are open to sharing the fields with the rest of the community if the City builds the fields. Finally, they have expressed interest in paying for the City to maintain the fields.

REVIEW OF RECENT COUNCIL ACTION:

At the August 19, 2014 Council meeting, staff provided Council with a status update on Legacy Fields. Council reviewed three options which included:

1. hiring a marketing and fundraising consultant,
2. constructing on-site drainage and irrigation in the amount of \$5 million dollars, and
3. constructing all fields in Phase 1 in the amount of \$25 million dollars.

Council directed staff to secure a marketing and fundraising consultant to assist local non-profits, including the leagues with their fundraising and grant writing efforts. When discussing this option with the leagues, the leagues expressed a preference that the City designates the funds towards building Legacy Fields.

Status: To date, the fundraising consultant has not been secured.

At the January 20, 2015 Council meeting, the Council requested that a workshop be held to discuss the Legacy Fields and explore additional options to construct the fields.

OPTIONS FOR A PUBLICLY OR PRIVATELY CONSTRUCTED CAPITAL PROJECT:

Two typical approaches exist for a capital project, such as the construction of sports fields. One approach involves a publicly built capital project (Public Option) or a privately built capital project (Private Option). Several considerations arise when pursuing either a public or private option such as location, funding, Public Contract Code requirements, prevailing wage requirements, maintenance, exclusive vs. private use, and cost per field. For example, if the City chose to build the project (Public Option), it would trigger prevailing wage, the fields would be open to the general public, and would be maintained by the City. As examples for funding, options could include a tax measure, development agreement money, grants, use of reserves or fund balance, or General Obligation bond. If the City chose to pursue a private project (e.g. current agreements with the leagues), the leagues would fundraise, use private donations and/or volunteer labor, grants, have exclusive use of the fields, not be subject to prevailing wage, etc.

The table below illustrates the different components of a private vs public sports complex:

Item Description	Public Built	Private Built
Location	Legacy – Phases I, II, III; Tracy Ballpark; Alternative locations	Existing leased site(s) at Legacy Fields
Funding	Public foundation; DA; CFD; GO Bond; Special tax; General Fund CIP; Grants	Private foundation; private donations; Grants
Use: Exclusive-vs-Public	Open to Public (per field allocation policies and procedures) or Exclusive	Exclusive to existing leagues (other than number of designated number days/year for public events specified in MOU)
Prevailing Wage required	Yes	No
Cost per field to construct	\$\$\$	\$\$
Standards for construction	Per City standards and specifications	Per City standards and specifications
Maintenance – standards and costs	City Maintenance Standards; costs likely higher (prevailing wage)	City Maintenance Standards; costs likely lower
Risk Exposure	City	Leagues
Cost of Utilities/Water	City paid	User group paid (except for water as per MOU)

Below are examples of potential options if the City chose to pursue a publicly or privately funded option.

PUBLIC OPTIONS:

PUBLIC PROJECT OPTION 1: CITY CONSTRUCTS 14 SPORTS FIELDS:

Number of Fields: This option includes construction of six baseball fields and eight soccer fields at Legacy Fields but does not include sports field and pedestrian lighting, permanent buildings (restrooms and concession stands), outfield fencing, batting cages and scoreboards.

Use of Fields: Fields would be open to the public and field use would be determined according to current rental policy.

One-Time Construction Cost: The construction cost is estimated to be \$10M.

Ongoing Annual Maintenance Cost: The ongoing maintenance cost is estimated to be \$350,000 per year.

Estimated Completion Date: Depending on the timing of the funding allocation, the estimated completion date could be as early as April, 2017 or two years from the appropriation of funds.

Impact to Current Lease Agreement: This option could not be pursued without an agreement by the leagues to opt out of the leases, potentially foregoing exclusive use of the fields.

PUBLIC PROJECT OPTION 2: CITY CONSTRUCTS FOUR SOCCER FIELDS AND AMENITIES:

Number of Fields: The City constructs four soccer fields that include all amenities (lights and buildings) in the area vacated by Tracy Futbol Club at Legacy Fields.

Use of Fields: Fields would be open to the public and field use would be determined according to current rental policy.

One-Time Construction Cost: The estimated construction cost is \$4.4M

Ongoing Annual Maintenance Cost: The City would maintain the fields at a cost of \$100,000 per year.

Estimated Completion Date: Depending on the timing of the funding allocation, the estimated completion date could be as early as December, 2016 or two years from the appropriation of funds.

Impact to Current Lease Agreement: There would be no impact to current lease agreements with this option. The three leagues currently in lease agreements with the City could continue fundraising and building their respective fields within the 15 year lease agreement.

PUBLIC PROJECT: FUNDING OPTIONS:

Should Council pursue a publicly funded capital project, below are funding options to consider.

Development Agreement (Public Benefit Money):

The City of Tracy is scheduled to receive \$5M from a development agreement with Cordes Ranch over the next 4 years. The City will receive \$1.25M annually over the next four years starting in 2016.

Sales or Special Tax Measure:

The City could consider placing a measure on the ballot to fund the construction of Legacy Fields and other facility needs, such as the Senior Center, Animal Shelter expansion, gymnasium, or other unfunded general fund priority projects or other public facilities identified in the Public Facilities Master Plan.

Use of City Reserves or Fund Balance:

The Council could use fund balance or reserves to fund this project.

For additional information, Attachment 1 contains the list of current unfunded general fund capital improvement projects on the Council's priority list for the last several years. This list provides Council with further information relative to unfunded capital community amenity needs.

PRIVATE OPTIONS:

Council could decide to continue with the current private option and maintain the current terms of the lease agreements. The current private partnership model has worked with Tracy Little League.

STRATEGIC PLAN

This agenda item supports the Quality of Life Strategic Plan and specifically implements the following goal and objective:

Goal 2b: Address city amenities and facility usage with an emphasis on accessibility and streamlined services.

Objective 2b: Explore public-private facility initiatives geared towards a multi-use facility.

This agenda item also supports the Economic Development Strategic Plan and specifically implements the following goal and objective:

Goal 2: Attract retail and entertainment uses that offer residents quality dining, shopping and entertainment experiences.

Objective 2: Increase the entertainment and recreational opportunities and events that draw people into Tracy.

FISCAL IMPACT

The fiscal impact to the General Fund may vary, depending on options considered by Council.

RECOMMENDATION

Conduct workshop to obtain history and update on legacy fields and discuss options for construction of sports fields.

Prepared by: Brian MacDonald, Management Analyst II

Reviewed by: Don Scholl, Superintendent: Parks, Sports Fields & Trees
David Ferguson, Director of Public Works
Maria A. Hurtado, Assistant City Manager

Approved by: Troy Brown, City Manager

ATTACHMENTS

Attachment: 1 – Unfunded General Fund CIP Projects

Attachment 1

ACTIVE GENERAL FUND CIPs IN FY15-16 REQUESTING ADDITIONAL FUNDS

	DESCRIPTION	Total Project Costs	Allocated 301 GF in FY 14-15	Additional 301 GF Requested in FY15-16
	Active Projects FY14-15			
1	Quarter Modifications, FS 91	\$ 79,300.00	\$ 41,547.00	\$ 30,000.00
2	New Radio Tower - FS96	\$ 124,500.00	\$ 74,500.00	\$ 50,000.00
3	Repaint & Retrofit CC Water Tower	\$ 200,000.00	\$ 72,812.00	\$ 125,000.00
4	Site Improvements-PS Tower Site	\$ 250,000.00	\$ 150,000.00	\$ 100,000.00
5	Bleachers Removal at Tracy Ball Park	\$ 100,000.00	\$ 25,000.00	\$ 75,000.00
6	New Financial System	\$ 1,082,500.00	\$ 519,351.00	\$ 112,500.00
	Total - Active	\$ 1,836,300.00	\$ 883,210.00	\$ 492,500.00

PRIORITIZED PROPOSED GENERAL FUND CIPs IN FY15-16

Ranking	DESCRIPTION	Total Project Costs	Allocated 301 GF in FY 14-15	Additional 301 GF Requested in FY15-16
	New Projects for FY15-16			
1	Mt Diablo/Mt Oso Sidewalks	\$ 1,166,000.00	\$ -	\$ 200,000.00
	UNFUNDED 301 GENERAL FUND PROJECTS			
2	Security Upgrades - Lammersville School	\$ 100,000.00	\$ -	\$ 100,000.00
3	Roof Replacement - Tracy Library	\$ 232,000.00	\$ -	\$ 232,000.00
4	Fuel Island Upgrade - BSC	\$ 97,000.00	\$ -	\$ 97,000.00
5	Recarpeting/Repainting Police Facility	\$ 168,000.00	\$ -	\$ 168,000.00
6	Fountain Repairs at 2 Locations	\$ 60,000.00	\$ -	\$ 60,000.00
7	Retrofit Water Towers	\$ 400,400.00	\$ -	\$ 400,400.00
8	Sanitary Improvements-Airport	\$ 291,400.00	\$ -	\$ 291,400.00
9	Asset Management Plan	\$ 300,000.00	\$ -	\$ 300,000.00
10	Park Renovation - Dr Powers Park	\$ 1,334,000.00	\$ -	\$ 1,334,000.00
NR	ADA Compliance, City Bldgs over 4 yrs	\$ 346,000.00	\$ -	\$ 36,000.00
NR	Police Technical Facility	\$ 1,214,000.00	\$ -	\$ 1,214,000.00
NR	Police Facility Remodeling	\$ 1,516,800.00	\$ -	\$ 1,516,800.00
NR	Expansion of Pub Wks Facility-Phase 2	\$ 7,845,000.00	\$ -	\$ 3,417,260.00
NR	Police Firearms Training Facility - Future	\$ 2,205,800.00	\$ -	\$ 2,205,800.00
NR	New Animal Shelter, Phase II	\$ 3,145,000.00	\$ -	\$ 3,145,000.00
NR	11th Street Beautification/ CHR to MacAr	\$ 3,591,000.00	\$ -	\$ 2,400,000.00
NR	Airport Land Acquisition	\$ 21,849,000.00	\$ -	\$ 471,000.00
NR	FBO Facility-Main Airport Area	\$ 5,604,000.00	\$ -	\$ 5,569,000.00
NR	FBO Facility-South Hangar Area	\$ 3,108,000.00	\$ -	\$ 3,108,000.00
NR	Upgrade Tracy Blvd, south of Linne	\$ 2,943,000.00	\$ -	\$ 2,943,000.00
NR	Repairs - FBO Building	\$ 1,337,000.00	\$ -	\$ 1,337,000.00
NR	Airport Site Study	\$ 250,000.00	\$ -	\$ 25,000.00
NR	ROW Acquisition - NJ Airport	\$ 5,603,990.00	\$ -	\$ 1,334,750.00

UNFUNDED 301 GENERAL FUND PROJECTS

NR	Observation Platform - Tracy Aripport	\$ 31,250.00	\$ -	\$ 31,250.00
NR	Library Facilities Expansion	\$ 3,408,800.00	\$ -	\$ 1,260,200.00
NR	Dog Park Site- South Tracy	\$ 310,000.00	\$ -	\$ 163,000.00
NR	Renovations - Tracy Ball Park, Phase II	\$ 3,465,852.00	\$ -	\$ 3,435,000.00
NR	Park Development - El Pescardo, Ph II	\$ 1,117,200.00	\$ -	\$ 320,000.00
NR	Bikeway Impvts - Future Phases over 4 yrs	\$ 590,000.00	\$ -	\$ 190,000.00
NR	Park Revitalization - Future Phases 4 Yrs	\$ 340,000.00	\$ -	\$ 340,000.00
NR	New Gymnasium/Multi-Purpose Facility	\$ 10,788,500.00	\$ -	\$ 3,600,000.00
NR	Bycycle Motorcross Track	\$ 381,300.00	\$ -	\$ 381,300.00
NR	Skate Park - 2nd Location	\$ 293,700.00	\$ -	\$ 293,700.00
NR	Bikeway Rehab - various locations	\$ 177,500.00	\$ -	\$ 32,500.00
NR	Legacy Sportsfields - Phase II	\$ 16,000,000.00	\$ -	\$ 16,000,000.00
NR	Park Renovation - Lincoln Park, Phase II	\$ 379,000.00	\$ -	\$ 379,000.00
NR	Renovations - Tracy Ball Park - Phase II	\$ 4,856,000.00	\$ -	\$ 4,856,000.00
NR	Bikeways to Legacy Sportsfield	\$ 580,000.00	\$ -	\$ 580,000.00
NR	Utilities Extension Legacy Sportsfield	\$ 330,000.00	\$ -	\$ 330,000.00
NR	Other Miscellaneous Projects (7)	\$ 145,400.00	\$ -	\$ 145,400.00
NR	Fish Pond - Legacy Fields	\$ 130,000.00	\$ -	\$ 30,000.00
NR	Bike/Skate Park @ Gretchen Tally Pk	\$ 875,000.00	\$ -	\$ 875,000.00
NR	Park Renovation - El Pescadero Park	\$ 390,000.00	\$ -	\$ 390,000.00
	* NR = Not Ranked		Total	\$ 65,337,760.00