



Department Source: Parks and Recreation

To: City Council

From: City Manager & Staff

Council Meeting Date: January 2, 2018

Re: Report - Sports Fieldhouse Project History and Status

Executive Summary

This report discusses the history of the sports fieldhouse project; what steps have been taken so far; and outlines possible outcomes, including a potential three-way partnership with the City of Columbia, Boone County, and a non-profit organization called Mid-Missouri Sports Park. Parks and Recreation staff recommends putting the sport fieldhouse development at Philips Park on hold until partnership options are explored and evaluated. Once the partnership options have been worked through, staff will return to Council with agreements to proceed with a partnership option or a recommendation to proceed with the project at Philips.

Discussion

Columbia Sports Fieldhouse Origins & Site Selection Process

The Parks & Recreation Department's capital improvement plan (CIP) included an unfunded sports fieldhouse for many years. During this time, there were several semi-public and private attempts to develop a facility, so the department kept deferring the fieldhouse project until the attempts by other agencies played out. Recent attempts included a proposed fieldhouse at the Central Missouri Events Center and again at Clary-Shy Park. A multi-purpose indoor sports complex was included in the master plan for the southeast regional park, which was approved by City Council May 3, 2010. The master plan showed the multi-purpose indoor sports complex on the north end of Philips Park, and remained unfunded along with several other major amenities planned for the park.

The fieldhouse project resurfaced as a highlight in the 2014 "Columbia Sports Community Assessment" report. At the April 7, 2014 meeting, Council approved an agreement with Victus Advisors to assess Columbia's sports market potential. The Columbia Convention and Visitors Bureau, in cooperation with the Parks & Recreation Department, commissioned this study to analyze Columbia's unique market characteristics and existing facilities; compare Columbia's sports market to similar cities; solicit feedback from sports event and tournament organizers; and recommend which sports facilities would generate economic benefits for the community by attracting competitive regional events. The final report recommended three primary development options:

1. City-County Competitive Sports Complex
2. Multi-Sport Indoor Fieldhouse
3. Aquatic Center for Swimming/Diving.

The report stated that "In conjunction with Boone County, redevelop the current Central Missouri Events Center (CMEC) to become a joint Columbia-Boone County Competitive Sports Complex" and that the sports "fieldhouse could be considered as an additional part



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of the proposed City-County Competitive Sports Complex, or built on other available land with the City of Columbia.”

In August, 2014 Boone County voters defeated a 1/8-cent sales tax that would have provided funding for recreational and sports amenities in the County, with the bulk of the money being used for the Central Missouri Events Center. This unfortunately meant the eventual closing of the event center and the end of any potential partnership negotiations between the City and County. Eventually, the Boone County Fair relocated to Sturgeon starting in 2016.

The demand for a sports fieldhouse for Columbia’s recreational and competitive basketball and volleyball teams continued; and with the support of the Columbia Youth Basketball Association, P&R included \$2.7 million of the 2015 Park Sales Tax funds as a proposed project to be funded by the 2015 Park Sales Tax. Starting with council work sessions on May 4, 2015 and June 15, 2015 and ending with a Council Resolution on August 17, 2015 that approved the list of projects for the 2015 Park Sales Tax ballot, a sports fieldhouse was included in the list of the proposed ballot projects. During the time frame from September 2015 through the end of October 2015, park staff made numerous presentations regarding the 2015 Park Sales Tax ballot. For shorter presentations, the list of projects were reviewed which showed no location for the sports fieldhouse; but for longer presentations, the three properties (CMEC, Clary-Shy & Philips) were discussed with the conclusion that the Philips Park was staff's recommended site.

On November 3, 2015, 71% of voters supported the renewal of the Park Sales Tax. Following the election, on December 7, 2015 council approved the implementation plan which established an annual schedule for the completion of all proposed projects associated with the ballot issue. Funding for the sports fieldhouse was included over two years starting in FY-2017 with \$1,130,000 of Park Sales Tax funds and \$1,000,000 from the Convention and Visitors Bureau's Tourism Development Funds and another \$1,570,000 scheduled in FY-2018.

Since preliminary discussions had begun regarding making the portion of Clary-Shy Park that could have hosted the sports fieldhouse into an agricultural park and finding that the Central Missouri Events Center had been closed, staff proceeded with a recommendation to Council to construct the fieldhouse at Philips Park. On December 5, 2016, Council approved a not-to-exceed agreement in the amount of \$428,000 with SFS Architecture for the sports fieldhouse planning and design at Philips Park.

Convention and Visitors Bureau Tourism Development Funds

In 2014, when determining the budget for the sports fieldhouse ballot issue project, staff estimated \$75/sq ft for a 40,000 sq ft building. Staff knew that there would be opportunities for donations from the Columbia Youth Basketball Association (CYBA) and sponsorships, so an estimated \$2.7 million of Park Sales Tax funds with up to \$300,000 coming from donations or sponsorships was proposed. Following the Nov 3 election, staff unfortunately found that initial cost estimates ranged between \$3.5 to \$4.5 million for the facility or approximately \$100/sq ft. P&R Director Mike Griggs presented to the Columbia Convention and Visitors



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Bureau Advisory Board on Monday, November 30, 2015 to explain what could be built with existing funds and discuss options on what could be built with additional funding. The Advisory Board voted to appropriate \$1,000,000 of Tourism Development toward the fieldhouse at Philips Park. These funds became available as part of the CIP process starting with the City's 2017 fiscal year. If further discussions continue regarding relocating the fieldhouse to CMEC, staff will return to the CVB Advisory Board seeking permission to reallocate the funds to this project. It is anticipated that there could be additional requests for funding for the CMEC development if the project is relocated.

Percent for Arts Program

On June 5, 2017, a report was submitted to Council recognizing the sports fieldhouse at Philips Park as being eligible for the City's Percent for Arts program. The project budget of \$3,750,000 requires funding in the amount of \$37,000. On July 17, 2017, Council approved legislation determining the sports fieldhouse project qualifies for the program. The Commission on Cultural Affairs has approved the Standing Committee on Public Art's recommendation of David Spear as the chosen artist for the Columbia Sports Fieldhouse Percent for Art project. Mr. Spear was selected from four local finalists who were interviewed in October.

Once the sports facility location has been determined, the Office of Cultural Affairs is ready to move forward with Council approval to authorize the City Manager to execute a contract with the artist. Once the contract is signed, Mr. Spear will start work on a design proposal to create site-specific public art for the project. Mr. Spear intends to approach the design process by considering the purpose of the space, building location and architecture, and the community's overall mission for its creation. Combined, these factors will become the foundation for his site-specific public artwork. His design will go through the same approval process as this artist selection has, which begins with the Standing Committee to the Commission and then to the City Council.

PUD Process at Philips including design of Philips Farm Road

Prior to being purchased by the City, A. Perry Philips Park was parceled into different zoning areas ranging from planned office, commercial, and various PUD's. With the new code, it is currently zoned as Planned Development (PD) with all park development plans being reviewed by Planning and Development, Planning and Zoning Commission, and ultimately, approved City Council. The initial sports fieldhouse parcel site was reviewed and approved by Council at the August 7, 2017 meeting.

During the PD process, it was determined that the future extension of Philips Farm Road needs to be designed and shown on the Philips Park plat. Since there are other 2015 Park Sales Tax ballot projects (tennis court complex, park shelters, playgrounds, trails, etc.) planned for the park, the decision was made to proceed with the design even though initial discussions had occurred regarding the potential project with Boone County. Since Allstate Engineering is a sub-contractor with SFS Architecture and had done all of the civil work for the sports fieldhouse, the SFS Architecture contract was increased by a not-to-exceed amount of \$20,000. This was approved at the December 4, 2017 council meeting. This street



design and eventual construction project is required regardless of the location of the sports fieldhouse.

Decision options regarding partnership with Boone County and Mid-Missouri Sports Park

In late August 2017, park staff was approached about the possibility of joining the County and non-profit organization called Mid-Missouri Sports Park (MMSP) in order to develop a premiere sports fieldhouse and future sports park at the CMEC. After an initial discussion was held to determine the scope of the project, city management was briefed. Staff discussed several options for the city to pursue, with each having their own advantages and disadvantages.

1. Proceed with plans to construct sports fieldhouse at Philips Park regardless of what happens at the CMEC.
 - a. This eliminates any delay and keeps the project moving forward. All work to date would not have been wasted and it supports staff's recommendation to proceed with the fieldhouse at Philips. It has been argued that the adjacent Discovery Ridge development was planned with the idea that Philips would contain the fieldhouse and additional sports fields.
 - b. The disadvantage of this option was that Columbia could not support two major sports indoor facilities; and if the one at CMEC is constructed and perceived as the preferred site for all major tournaments, leagues and events, the city's ability to generate revenue and recover operating costs of the Philips fieldhouse could be in jeopardy.
2. Hold plans to construct the sports fieldhouse at Philips Park and do not partner with the County and MMSP. This option allows the County and the MMSP time to develop their proposal and determine if the fundraising success allows them to proceed with their development.
 - a. This allows the City to keep its \$3.7 million and the County and MMSP provide a premier sports indoor facility. The City funds could be used for another project at Philips Park. The master plan shows a potential indoor tennis center, aquatic park, or other park amenities that could be built, pending public input.
 - b. The disadvantage could be that the City of Columbia may not have access to the indoor sports facility and the ability to host local to major tournaments (Show-Me State Games), or events such as wrestling or cheerleading competitions - all of which would be dependent on approval from a third party.
3. Investigate the option to construct the sports fieldhouse at Philips Park and partner with MMSP.
 - a. This allows the City to proceed with construction plans at Philips Park. Instead of four basketball courts, tax payers get the benefit of eight courts for the same amount of taxpayer investment.
 - b. This option may not be realistic as a key factor of the Boone County site is the County's willingness to lease adjacent property for commercial development. Since Philips was purchased by the dedicated Park Sales Tax, the City does not have any land that could be legally leased for commercial purposes. Philips Park already has major commercial development adjacent to the park with more phases planned.



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- c. It is likely that if this option was pursued, the County could easily ask MMSP to return to their property without partnering with the City of Columbia. This would likely revert back to option #2.
4. Investigate the option to partner with Boone County and MMSP to build the indoor sports fieldhouse at the Central Missouri Events Center.
 - a. Tax payers get eight courts instead of four for the same amount of taxpayer investment. An agreement could be reached that stipulates fund raising goals, similar to the Clary-Shy goals for the farmers market and agriculture park.
 - b. Disadvantage is that project is delayed due to fundraising timetables and should efforts fail or the agreement is terminated for any other reason, the sports fieldhouse project at Philips may be delayed up to a year. This could result in increased costs due to inflation.
 - c. Moving the sports fieldhouse to CMEC will result in criticism by those that want it to remain at Philips Park. There's been significant public input and Council actions regarding constructing it at Philips Park, with very little public input regarding building it at CMEC.

There are numerous other pros/cons of this project that relate to the larger picture of the City and County government in general. A joint public/private project would alleviate the public perception that the City and County never work together; solve the dilemma of what to do with the CMEC; opens the doorway for the Boone County Fair to return to Columbia; and provides additional recreation amenities for the north side of Columbia.

On the other hand, the CMEC property has been the subject of public controversy; new growth has predominantly been towards the south side of the city and county; and some are in favor of the County selling the CMEC property to the highest bidder rather than pursuing development.

Impact on sports fieldhouse timeline

Before the idea of the partnership was presented to the City, park staff was prepared to introduce the project at the December 4, 2017 council meeting with the public hearing and council approval being held on December 18, 2017. Following Council approval and permits being issued, staff would bid the project in January with the goal of contractor selection completed and all contracts and insurance returned and approved by the end of April. If the bids come in within budget, construction would begin in May. This is based on a construction schedule of 140 days with 20 days lost to weather or unforeseen delays. This provides ample time for the building to open in December 2018 or early January 2019 providing full use for the 2019 youth and adult basketball/volleyball season. The Columbia Convention and Visitors Bureau sports sales manager has begun to solicit basketball and volleyball tournaments for 2019. The project is currently on hold pending final council decision.



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Decision timeline for the project to continue at Philips Park this construction season

A delay of 30-45 days may not impact the ideal use of the building depending on the contractor and construction weather. The below timeline would have to be reached in order to allow the use of the building for the Jan-April, 2019 basketball and volleyball season.

- March 5 & 19 Council Intro and Public Hearing
- April 2-May 2 Bid project
- May 7-June 15 Contractor selection and contracts/insurance submitted/signed
- June 18 -Dec 31 Construction 130 days

This is a tight timeline but could be reached or adjusted to concentrate on areas required for an occupancy permit. This is based on successful bids that come within budget for the project.

Any further delays greatly reduces the number of days available to host sports tournaments or events during the January-March basketball and volleyball season.

Parks and Recreation staff believes that proceeding with building a smaller sports fieldhouse would not be financially viable if a larger, premiere indoor sports facility was also built in Columbia. Staff believes that the best course of action is to delay the fieldhouse project at Philips Park in order to investigate the potential partnership options. After the partnership options are worked out and evaluated, staff will return to Council with agreements to proceed with a partnership option or a recommendation to proceed with the project at Philips.

Fiscal Impact

Short-Term Impact: N/A - report for information only.
Long-Term Impact: N/A - report for information only.

Strategic & Comprehensive Plan Impacts

Strategic Plan Impacts:

Primary Impact: Infrastructure, Secondary Impact: Economy, Tertiary Impact: Not Applicable

Comprehensive Plan Impacts:

Primary Impact: Infrastructure, Secondary Impact: Economic Development, Tertiary Impact: Livable & Sustainable Communities

Legislative History

Date	Action
05/03/10	Ordinance approving the Southeast Regional Park Master Plan http://gocolumbiamo.granicus.com/MetaViewer.php?view_id=2&clip_id=218&meta_id=14421



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04/07/14	Council legislation to approve agreement with Victus Advisors, LLC for a sports feasibility study. https://www.como.gov/Council/Commissions/downloadfile.php?id=13063
11/03/14	Sports feasibility study final results presented at pre-council meeting. http://www.como.gov/Council/Commissions/agenda.php?meetingid=2167&bcid=56
08/17/15	Council resolution specifying how Nov 2015 ballot issue funds will be used. https://www.como.gov/Council/Commissions/downloadfile.php?id=18568
12/07/15	Council legislation approving proposed 2015 Park Sales Tax implementation plan. https://www.como.gov/Council/Commissions/downloadfile.php?id=19911
12/05/16	Council legislation approving agreement with SFS Architecture, LLC for sports fieldhouse design services at A. Perry Philips Park. https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=2898114&GUID=F7583315-FAAC-441F-9AAD-DB095EFA53A5&Options=&Search=
07/17/17	Determining that the Columbia Sports Fieldhouse at A. Perry Philips Park qualifies for funding under the Percent for Art program and authorizing the Commission on Cultural Affairs to begin developing the public art component. https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3102728&GUID=AF54B37-8F81-4798-A338-BC39124F6498&Options=&Search=
08/07/17	Approving major amendment to PUD of Philips Park and approving planned development of Columbia Sports Fieldhouse. https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3102719&GUID=2A9593C8-B3F6-4256-A554-E4113E5F9A5D&Options=&Search=
12/04/17	Approving amendment No. 1 to the SFS Architecture for A. Perry Philips Park improvements. https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3269468&GUID=98BA09AE-9D25-458D-855B-E97E26A9B754&Options=&Search=

Suggested Council Action

If the Council concurs with staff's recommendation to continue investigating the possibility of a public-private partnership with Boone County and MMSP, no action is required. If Council wishes the Parks and Recreation Department to pursue another option, please instruct staff how to proceed.