



# City of Columbia

701 East Broadway, Columbia, Missouri 65201

Department Source: Parks and Recreation

To: City Council

From: City Manager & Staff

Council Meeting Date: November 6, 2017

Re: Public Hearing: Proposed Clary-Shy Community Park Improvements Project and Adoption of the Clary-Shy Community Park Master Plan

## Executive Summary

This is the public hearing for the Clary-Shy Community Park Improvements Project and the adoption of the master plan for Clary-Shy Community Park. Over the past year, the Friends of the Farm collaborative partnership has been working on the design of the Clary-Shy Agriculture Park and fundraising for the construction of phase I improvements. The proposed improvements at the park include construction of the first phase of the farmers market structure, a 40-car parking lot, infrastructure improvements including utilities and stormwater controls, an urban garden, outdoor classroom and a maintenance center for the agriculture park. The total project budget for phase I improvements is \$1,469,565 and includes \$400,000 in Park Sales Tax funds, \$495,000 in sponsorship funds and \$574,565 from the City's designated loan fund. The funds from the designated loan fund will be repaid with donations from the Friends of the Farm fundraising partnership. Staff is requesting to appropriate the \$495,000 in sponsorship funding and the \$574,565 from the City's designated loan fund to the project for completion of phase I improvements. Staff anticipates returning to Council at a later date to appropriate additional funds for the project. Portions of the project will be bid through the City's Purchasing Department, and construction of the proposed improvements will be completed using a combination of contract and force account labor. Contract labor will be used for the construction of phase I of the farmers market structure, utilities installation, stormwater improvements and construction of the 40-car parking lot. All other aspects of the project will be completed using park staff, Columbia Center for Urban Agriculture staff and community volunteers. The project is identified in the City's FY-18 Capital Improvement Program budget, and staff anticipates beginning construction of phase I improvements in the spring of 2018 with an anticipated completion date of fall 2019.

## Discussion

Clary-Shy Community Park, located at 1701 W. Ash Street, is a 20-acre park acquired from Ron and Vicki Shy in 1994 by a combination purchase/donation. The Activity and Recreation Center (ARC) has been located at the park since 2001, and the park property has also been home to the Columbia Farmers Market since 1980. The park property also includes an open play field and parking.

Park staff is proposing to construct the first phase of the farmers market structure, a 40-car parking lot, infrastructure improvements, an urban garden, outdoor classroom and a maintenance center for the agriculture park.



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In the spring of 2016, the Columbia Parks and Recreation Department began to collaborate with Sustainable Farms and Communities (SF&C), Columbia Farmers Market (CFM), and the Columbia Center for Urban Agriculture (CCUA) to create a conceptual design of an agriculture park at Clary-Shy Community Park. The agriculture park would be situated on the 10 acres of undeveloped park land at Clary-Shy Community Park and would include a permanent farmers market structure, urban garden, parking, an outdoor classroom and other amenities associated with an agriculture park. Over a period of five months, the groups created a master plan for the park property with an emphasis on the development of an agriculture park. After the groups agreed upon a final plan, park staff held three public input meetings to discuss the proposed improvements at the park. The meetings were held at Clary-Shy Community Park on August 6, 2016, August 10, 2016 and August 13, 2016. Park staff met with many park users, farmers market vendors and market shoppers to discuss the plans and gain feedback regarding the proposed improvements. An online survey was also conducted from August 8, 2016 to August 22, 2016. The public input meetings and online survey garnered 18 pages of comments regarding the proposed plans. The comment forms can be found at [http://www.como.gov/ParksandRec/Parks/Clary\\_Sh/documents/Clary-ShyCommentForm-All.pdf](http://www.como.gov/ParksandRec/Parks/Clary_Sh/documents/Clary-ShyCommentForm-All.pdf).

Upon completion of the public input process, Park staff introduced the project to the Parks & Recreation Commission at their August 18, 2016 meeting. Staff provided the Commission with an outline of the proposed amenities and project timeline. Commission members provided feedback regarding the proposed plans after the presentation by park staff. Staff will return to the Commission on Thursday, October 19 to present the final plans for the agriculture park at Clary-Shy Community Park and provide the Commission with updates on the timeline and financing for the project. After considering all citizen and Commission comments, staff believes that the proposed improvements at Clary-Shy Community Park represents a consensus of park users, community partners, and staff.

After the completion of the conceptual planning and public input phases of the project, park staff began discussing the fundraising goals for the project with our community partners. On September 19, 2016, Council approved a Memorandum of Understanding between the City and Sustainable Farms and Communities (SF&C), Columbia Farmers Market (CFM), and the Columbia Center for Urban Agriculture (CCUA) for the purpose of raising funds for the construction of proposed improvements to Clary-Shy Community Park. Over the past year, the Friends of the Farm (FOF) partnership has met with citizens and organizations throughout our community to promote the project and solicit funds for the development of the agriculture park. The community has shown a strong level of financial support for the project. Park staff is ready to move forward with Council approval of the master plan and phase I improvements at the park.

The Master Plan for the agriculture park at Clary-Shy Community Park will include:

1. A large, linear pavilion on the northwest side of the park will be constructed in the area currently used by the Columbia Farmers Market along with additional areas of the park to the west of the existing market. The pavilion will be designed to accommodate



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the vendors and customers of the Columbia Farmers Market, as well as serve as a rental facility for the community when it is not used by the Columbia Farmers Market or Columbia Center for Urban Agriculture. The pavilion will be designed to provide covered space for 98 vendors at the farmers market along with parking for each vendor and a 30-foot-wide shopping aisle for market customers. The pavilion will include an ADA-compliant restroom facility, bike parking, storage space for the Columbia Farmers Market and necessary utilities for market vendors. The pavilion will provide market vendors and patrons with the covered space needed for a year-round market at the park. In a future phase of construction, park staff will install vinyl curtains throughout the center of the pavilion to create a heated indoor space for winter market use. Contract labor will be used to construct the pavilion.

The pavilion at the park will be named the “MU Health Care Pavilion” with logo signage on the north and south entrances to the pavilion. At the June 16, 2017 City Council meeting, Council agreed to enter into an agreement with the Curators of the University of Missouri, on behalf of MU Health Care, for the naming rights/sponsorship of the pavilion at the park. MU Health Care agreed to provide financial support totaling \$495,000 for the opportunity to sponsor the pavilion for 10 years.

In phase I construction of the pavilion, contract labor will be used to construct the center section of the pavilion, all concrete infrastructure for the pavilion and necessary utilities. This will result in space for 40 covered stalls with vendor parking, the restroom facility and the concrete space for 58 additional stalls with vendor parking. When funding allows, contract labor will be used to construct the east and west sections of the pavilion structure resulting in a total of 98 covered stalls with vendor parking at the pavilion.

When the MU Health Care Pavilion is not in use by members of the Friends of the Farm partnership, park staff will coordinate the rental of the pavilion to community members and organizations in need of a large outdoor space for events and meetings. This will allow for increased use of the pavilion and traffic to the agriculture park.

2. As part of the project, the Columbia Center for Urban Agriculture will begin to develop the different areas of the urban garden at the agriculture park. Staff from CCUA will construct a 3 to 4 acre vegetable and fruit production garden at the park along with an orchard and multiple areas of fruit-bearing landscapes throughout areas designated for the agriculture park. To support the activities of CCUA, park staff will construct an outdoor education classroom and maintenance center in the agriculture park during the phase I construction. The outdoor education classroom will sit adjacent to the urban farm and MU Health Care Pavilion and provide the necessary space for CCUA to host children and adults from throughout Boone County at the farm to provide them with educational opportunities related to healthy foods. Along with the outdoor classroom, park staff will construct a maintenance center in phase I of the park improvements to provide CCUA with the necessary storage facilities to manage the urban farm. The maintenance center will include a pre-fabricated metal



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building to be used for storage of equipment and materials along with concrete bins to store soil, compost and mulch that will be used in the gardens and landscaping beds. In a future phase, staff will construct a greenhouse at the maintenance center to assist with year-round fruit and vegetable production at the park. CCUA will be responsible for all costs associated with the annual production and maintenance of the urban garden, orchard and edible landscaping. CCUA staff estimates that annual harvest of fruits and vegetables at the park will be over 50,000 pounds of food and will all be donated to the Columbia Food Bank. The majority of the urban farm will be open to the public and citizens will be able to access the different areas through a series of concrete paths. Staff will work with CCUA to develop interpretive signage throughout the areas of the urban farm to provide educational information to citizens visiting the park.

3. Park staff is proposing to use contract labor to construct two additional parking cells at Clary-Shy Community Park as part of the master plan. The need for additional parking was identified during the public input process and from staff feedback during the planning phases. During farmers market Saturdays throughout the year, the parking lot at Clary-Shy Community Park is full throughout the day due to heavy traffic from market patrons, ARC members and swimming lesson participants at the ARC. ARC patrons have expressed their dissatisfaction with the lack of parking available on farmers market Saturdays. Staff is proposing to construct a 40-car parking lot in phase I construction, which includes 36 regular parking spaces and 4 ADA parking spaces. The master plan includes an additional 52-car parking cell adjacent to the 40-car parking cell, and staff would evaluate the need for this parking lot in a future phase of construction. Park staff and members of the FOF partnership have also spoken to Columbia Public Schools (CPS) about the continued use of CPS parking lots on Saturday mornings during farmers market hours. CPS Administration agreed to continue to allow use of the parking areas and park staff will make improved concrete walkway connections to these parking lots as part of the phase I construction.
4. The master plan for Clary-Shy Community Park also includes two additional indoor facilities that will be constructed as part of future phases of the agriculture park development. The master plan includes a building that will be utilized as the offices for the Columbia Center for Urban Agriculture and the Columbia Farmers Market. The office space would include offices, storage, restrooms and a conference room for staff from each organization. The building would be constructed in a future phase when funds are available.

Adjacent to the office building, the master plan for the agriculture park includes a multi-purpose building to be used as programmable indoor space by CCUA, CFM and the Parks and Recreation Department. The building would be similar in size and functionality to Riechmann Pavilion at Stephens Lake Park. The facility would include a large open seating area, restrooms and a commercial kitchen. The kitchen would be unique to Columbia as it would provide a rentable space to the public for cooking classes, production cooking and food prep for farmers market vendors. Staff from the



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FOF partnership acquired a grant for the design of the commercial kitchen and have been working with a local design and marketing firm to create a plan for the commercial kitchen. The multi-purpose facility will also be reservable by the public when not being used by the members of the Friends of the Farm partnership. Staff anticipates the indoor space to be used for weddings, family reunions, social events and business meetings.

5. The master plan for the agriculture park also includes multiple amenities to improve the visitor experience to the urban farm and the Columbia Farmers Market. The plan includes a large farm-themed playground, stage at the west end of the pavilion for musical performances, pedestrian plaza and a system of concrete trails throughout the agriculture park. The trail system will provide different walking loops throughout Clary-Shy Community Park to improve ADA access for park patrons, allow for access to the different gardens and orchards and create fitness loops throughout the park. The pedestrian plaza is funded in phase I and will create the main entry into the MU Health Care Pavilion and provide multiple seating areas for farmers market patrons and park visitors. Park staff will design and construct the pedestrian plaza. The other amenities would be installed during a future phase of construction, as funding allows.
6. Along with the construction of the different park amenities, park staff will use a combination of contract and force account labor to complete stormwater and utilities installation at the park. Park staff will install the dry detention stormwater controls for the entire park property in the northwest corner of the park. Staff will use contract labor for the grading of the area and force account labor will complete planting and signage installation at the stormwater site. Staff anticipates including interpretive signage and a small outdoor classroom in the area of the stormwater retention cell to utilize the feature and space as another area for public education. Park staff will also install all parking lot lighting, water access for the production garden, and utilities for the maintenance center.
7. During the public input process, staff discovered that the practice sports fields located at the park receive a high amount of use each year and determined that one of the full-size fields would need to stay at the park to accommodate the number of teams practicing at the park. The open play field is located in the southwest corner of the park and will be maintained by Columbia Parks and Recreation.

The total project budget for phase I improvements at the park is \$1,469,565 and includes \$400,000 in Park Sales Tax funds, \$495,000 in sponsorship funds from MU Health Care and \$574,565 from the City's designated loan fund. The funds from the designated loan fund will be repaid by donations from the Friends of the Farm fundraising partnership. The Friends of the Farm partnership has received pledges for the project from organizations and individuals throughout the community, with many of them making multiple year pledges. The use of the City's designated loan fund will allow for phase I construction to begin in 2018 with the total loan funding paid off within 3 years utilizing the donations pledged from the community. Staff is requesting to appropriate the \$495,000 in sponsorship funding and the \$574,565 from the



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City's designated loan fund to the project for completion of phase I improvements. The fundraising campaign will continue throughout phase I construction and staff anticipates returning to Council at a later date to appropriate additional donated funds for the next phases of the project. Additionally, the Friends of the Farm partnership has paid all expenses for the design, architecture, engineering, marketing and fundraising related to the agriculture park. These costs include all necessary construction documents for the project, and the partnership will gift the documents to the City for the project. The estimated total value of the construction documents is \$446,840. The FOF partnership currently has approximately \$170,000 in cash on hand that is reserved for any future design fees and fundraising campaign operating expenses.

The Columbia Parks and Recreation Department has also received confirmation that the Department was awarded a \$400,000 Outdoor Recreation Legacy Partnership grant from the U.S. Department of the Interior and the National Park Service. Staff will return to Council at a later date to ask for Council approval for the City Manager to sign the grant agreement and appropriate the funds at that time. The funding will cover all or a portion of the costs associated with the playground, walking trails, stage, urban farm, parking and outdoor classroom.

Staff will also return to Council at a later date for the approval of lease agreements with the Columbia Farmers Market and Columbia Center for Urban Agriculture. The lease agreements will outline the short-term and long-term use of the agriculture park as it relates to the operations of the two organizations.

The development of the Clary-Shy Agriculture Park is funded by the 2015 Park Sales Tax, sponsorship funds, and donations from the Friends of the Farm partnership. It is included in the City's FY18 and FY19 Capital Improvement Program budgets with \$200,000 in funding each year. Portions of the project will be bid through the City's Purchasing Department, and construction of the proposed improvements will be completed using a combination of contract and force account labor. Contract labor will be used for the construction of phase I of the farmers market structure, utilities installation, stormwater improvements and construction of the 40-car parking lot. All other aspects of the project will be completed using park staff, Columbia Center for Urban Agriculture staff and community volunteers. Staff anticipates beginning construction of phase I improvements in the spring of 2018 with an anticipated completion date of fall 2019. The construction of the MU Health Care pavilion along with the concrete infrastructure may impact the 2018 season for the Columbia Farmers Market and staff will provide a report, as needed, to the Council once decisions have been made regarding the construction timeline.

## Fiscal Impact

Short-Term Impact: The total project budget for phase I improvements at the park is \$1,469,565 and includes \$400,000 in Park Sales Tax funds (\$200,000 in FY18 and \$200,000 in FY19), \$495,000 in sponsorship funds from MU Health Care and \$574,565 from the City's



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designated loan fund. The funds from the designated loan fund will be repaid over three years by donations from the Friends of the Farm fundraising partnership.

Long-Term Impact: Park staff anticipates an increase in utility expenses associated with the development of the agriculture park due to electric, sewer and water usage at the MU Health Care Pavilion. It is anticipated that the increase in expenses will be offset by the fees paid by the Columbia Farmers Market for use of the pavilion and rentals of the facility by community groups and citizens. The Department will also no longer have expenses associated with a portable toilet at the park. Park staff currently maintains the park property and completes all mowing and landscaping necessary at the park. Staff does not anticipate an increase in expenses associated with these activities due to the reduction in total area mowed and maintained by park staff. All expenses associated with the Columbia Center for Urban Agriculture, including the fruit and vegetable production garden, orchard and maintenance center will be the responsibility of CCUA.

## Vision & Strategic Plan Impact

### Strategic Plan Impacts:

Primary Impact: Infrastructure, Secondary Impact: Economy, Tertiary Impact: Social Equity

### Comprehensive Plan Impacts:

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

## Legislative History

Date	Action
8/21/2017	R115-17: Authorizing a grant award agreement with The Missouri Foundation for Health and Columbia Center for Urban Agriculture for a community food assessment and for construction and programming costs associated with the Clary-Shy Agriculture Park. <a href="https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3130858&amp;GUID=F0B0A055-CE60-4843-BE6C-BB9A8C8C782E&amp;Options=&amp;Search=">https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3130858&amp;GUID=F0B0A055-CE60-4843-BE6C-BB9A8C8C782E&amp;Options=&amp;Search=</a>
6/19/2017	Ord #023222: Authorizing an agreement with The Curators of the University of Missouri, on behalf of University of Missouri Health Care, for the naming rights/sponsorship of the large pavilion located at Clary-Shy Park. <a href="https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3062223&amp;GUID=BBB12F08-183F-41D8-AE88-8BE42D8CA888&amp;Options=&amp;Search=">https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=3062223&amp;GUID=BBB12F08-183F-41D8-AE88-8BE42D8CA888&amp;Options=&amp;Search=</a>



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9/19/2016	R139-16: Authorizing a memorandum of understanding with Friends of the Farm, on behalf of Sustainable Farms & Communities Inc., Columbia Center for Urban Agriculture and Columbia Farmers Market, Inc., for fund-raising activities associated with the construction of a farmers market community center and a community agriculture garden at the Clary-Shy Park located on Ash Street. <a href="https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=2838026&amp;GUID=CE50F5D5-D245-4990-B7F3-7347632FF94B&amp;Options=&amp;Search=">https://gocolumbiamo.legistar.com/LegislationDetail.aspx?ID=2838026&amp;GUID=CE50F5D5-D245-4990-B7F3-7347632FF94B&amp;Options=&amp;Search=</a>
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## Suggested Council Action

After the public hearing, approve the legislation adopting the master plan for Clary-Shy Community Park, authorizing the Clary-Shy Community Park Improvements project, and appropriating funds for the project.