
TOWN OF CHAPEL HILL

PARKS AND RECREATION MASTER PLAN

Adopted May 29, 2002

**Prepared For:
The Town of Chapel Hill, North Carolina**



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CRITICAL FINDINGS AND HIGHLIGHTS OF THE MASTER PLAN

The following is a brief summary of the most critical findings and recommendations in this Report. A complete summary follows.

1. A major focus of Town efforts in the next 10 years should be the repair and renovation of facilities and parks. The Town should focus on those facilities most in need of repair including the Hargraves Center, Community Center, Lincoln Center, Hargraves and Cedar Falls playgrounds, and most Tennis facilities.

2. By the year 2011, it is recommended that Chapel Hill make provisions for the following new park facilities:

- Complete the Homestead Aquatics Center
- Complete the first phase of Southern Community Park
- Complete Meadowmont Park
- Improve existing neighborhood park sites at Hargraves, Umstead, Community Center, North Forest Hills, Oakwood, Jones and Burlington.
- Purchase two new neighborhood park sites.
- Designate the 34 acre Springcrest property as a neighborhood park site.
- Develop three new neighborhood parks.
- Use existing undeveloped sites and public property to develop mini-park sites.
- Develop a minimum of 6-7 miles of greenway trails.
- Continue acquisition of open space property.

3. Expand upon cooperative efforts, especially with:

- Chapel Hill/Carrboro City Schools
- Orange County including the Intergovernmental Park Work Group
- Town of Carrboro
- Private enterprises
- Public organizations

4. The Town cannot meet the facility goals of this Report unless it purchases additional parkland, develops open space portions of existing parks, or enters into ambitious partnerships with other recreation providers.

5. The Town's agreement with the Chapel Hill/Carrboro City Schools for use of most joint use facilities expires in 2007. It is critical that a fair and inclusive agreement is developed that includes all facilities and possibly incorporates concepts such as elimination of fees that both entities charge each other. It is possible that the Town may lose the use of the Lincoln Arts Center in 2007.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

The Master Plan is intended to be an “action oriented” document for the development of parks and recreation facilities through the year 2011. The main purpose of the Master Plan is to provide the Town with an accurate, usable tool to guide its actions and decisions concerning:

- New park and facility development
- Existing facility renovations, expansions and upgrades
- Cooperative efforts in providing recreation needs
- Possible land acquisitions

The plan is organized into five major components with appendices:

1. Introduction: Includes a description of the master plan process, history of parks master planning in the Town, and a narrative describing compliance with the Town’s newly adopted (2001) *Planning for Chapel Hill’s Future, The Comprehensive Plan*, (Comprehensive Plan).
2. Analysis of Existing Park and Recreation Facilities: Provides analysis of parks, buildings and special facilities.
3. Community Needs Assessment: Assesses recreation programs and park facilities including development of local standards and consideration of national trends.
4. Proposals and Recommendations: Provides recommendations related to park types, land needs, existing facility improvements and individual facility needs.
5. Action Plan Implementation: Suggests methods and means of addressing capital costs, operating costs, staffing needs, and funding.
6. Appendices: A number of appendices give detailed information on a variety of subjects including demographics, physical factors that affect the community, review of trends anticipated to affect parks and recreation operations, partnership issues and opportunities, and a record of focus group comments.

Review of Background Demographic and Land Use Information

Population : (see Appendix A for detailed information)

In general Chapel Hill should experience continued population growth throughout the planning period. Based on the 2000 Census data the annual population growth rate was 2.3% from 1990 to 2000. According to the Census the population for the year 2000 is 48,715, (see Table 1-1 of Appendix A). Projections for the years 2005 and 2010 are 52,480 and 56,536 people respectively.

Land Use: (see Appendix B for detailed information)

Currently 90% of the Chapel Hill Urban Service Area is developed. There are approximately 16,800 acres within the Urban Service Area, of which 1,600 acres are either undeveloped or underutilized at one dwelling per 3 or more acres.

Close to 50% of the Town’s land use is low to moderate density residential (see Table 1-11 of Appendix B). Almost 20% of the Town’s lands are developed for institutional uses, including property owned by the University of North Carolina. Privately owned commercial, office, mixed-use, and industrial areas comprise less than 9% of the Town’s overall lands. Parks and open space occupy close to 8% of the Town’s land.

The areas with the highest percentage of undeveloped land are located in the northwest and southern portions of the Town's planning jurisdiction. Those areas that have the fewest acres of undeveloped or underdeveloped land are in the central and eastern portions of the Town.

Because the Town is fast approaching build-out capacity, it is essential that the Town act quickly to secure any land needed for future parks.

Existing Facility Inventory

Recreation facilities are presented based on their ownership and facility type. Refer to Table 2-1 "Chapel Hill Park and Recreation Facility Inventory" (for information on the number of individual amenities such as fields, courts, etc.)

The public sites listed include Town sites, school facilities, and other facilities. For the most part, all of the listed sites are open to public use with the exception of the university sites. The Town of Chapel Hill has over 400 acres of open space and parkland.

Many of the park sites have undeveloped areas that provide needed open space for Town residents. However, in order to address the facility needs identified in this report the Town would have to either acquire additional parkland or develop the open space portions of some parks.

Community Needs Assessment

Community Input

Community needs for new recreation and park facilities were determined by using various techniques: advisory committee review, focus group interviews, public forum input, review of acceptable park planning standards and a review of state and national trend assessments.

Focus group interviews were held from September 24-26, 2000 with seven separate groups. Public information meetings/forums were held on September 27, 2000 and January 18, 2001. The January meeting was held to solicit more public comment on recreational needs and to present the preliminary recommendations of the plan.

Written comments from Town citizens or groups were received and incorporated into the public involvement process.

Community input information presented from the process has been included in Appendix C. The information was organized into four categories—facility statements, program statements, policy statements, or funding statements. It is important to note that the statements are not listed in order of priority.

The participants identified many needs and concerns; however the following is a summary of the major themes found in the community input needs assessment:

- Build more facilities especially pools, athletic fields, indoor multi-purpose space, gymnasiums and facilities targeted for seniors.

- Improve existing sites and facilities.

- Continue the greenways program.

- Improve the variety of programming and outreach efforts (kids at risk, special populations, and transportation).

- Improve promotion and awareness of programs.

- Make access to registration more user friendly (more than one location, web access etc.)

Maintenance issues should be addressed.

Partnerships will be more important in the future (schools, county, public, private, UNC etc.)

State and National Assessments

Surveys designed to determine the demand for outdoor recreation have been conducted by the State of North Carolina and on a national level by the National Park Service, the President's Commission on Americans Outdoor, and the National Sporting Goods Association. These surveys were also reviewed and incorporated in the process of determining recreation needs and standards for Chapel Hill (see Appendix D for detailed information concerning Nation Trends).

Park Classifications and Land Requirements

Standards developed by organizations including the National Recreation and Park Association (NRPA), the North Carolina Department of Environment Health and Natural Resources (NCDEHNR), and master plans for towns or cities of similar size were reviewed for the plan.

Chapel Hill's recommended standards for park classifications and land area requirements are itemized in Table 3-1 "Chapel Hill Park Classifications & Area Requirements" (see page 3-10). Park classifications conform to one of three general categories: places for active recreation, resource-oriented areas, and specialized facilities. Space requirements, typical facilities and programs, and unique environmental features further define the park types. The classifications used are Regional Park, District Park, Community Park, Neighborhood Park, Greenway/Linear Park, Mini-Park, and Unique/Specialized Area.

Evaluation of Parkland Needs and Land Requirements

The minimum park land requirement (in acres) for the total population of Chapel Hill is provided in Table 3-2 "Total Parks Sites and Acreage Requirements" (see page 3-11). The acreage requirement is based upon the population ratio method (acres of parkland per 1,000 population) established for each park classification.

The types of parks which will be needed by the end of the planning period (FY 10/11) based upon the acreage standards provided in Table 3-1 and total acreage shown in Table 3-2 include, District Parks, Community Parks, Neighborhood Parks and Mini-parks.

The recommended total acreage for these parks as expressed by the standards are as follows and does not take into account existing park acreage for each designation.

District Parks: 283 acres or approximately 1 park for the total population of Chapel Hill.

Community Parks: 170-283 acres for the Town population or approximately 4-6 community parks.

Neighborhood Parks: 113 acres for the Town population or approximately 10-11 neighborhood parks

Mini-Parks: 14 acres or approximately 13-14 sites.

Additional acreage needed by the end of the planning period (2001-2011) is summarized by park type as follows:

Land Needs for 2011

Regional Park Land — Existing acreage is adequate (over 13,000 acres available)

District Park Land — Need 283 acres, (standards identify 283 acres and none exist)

Community Park Land — Existing acreage is adequate (standards identify 283 acres, 272 acres exist w/future sites)

Neighborhood Park Land — Need 29-acres, (standards identify 113 acres, 84-acres exist including 2 schools)

Mini Park/Tot Lots Land — Need 10 acres, (standards identify ±14-acres, 3-4-acres exist)

Facility Standards - Evaluation of Facility Needs

Minimum standards for recreational facilities (i.e. ball fields, courts, outdoor areas, etc.) have been developed for Chapel Hill in accordance with industry guidelines established by the NRPA, and NCDEHNR. Table 3-3, “Standards for Public Facilities” (see page 3-12), identifies minimum recreation facility standards for use by Chapel Hill to compare with other public entities in North Carolina and the United States.

The number of public facilities needed in Chapel Hill through the planning period (2001-2011) are identified in Table 3-4, “Public Facilities Needs Analysis” (see page 3-13). Using standards the following major individual facility needs were identified through 2011:

- | | |
|---|---------------------------------|
| (1) Adult baseball fields(legion/high school) | (15) Picnic shelters/facilities |
| (3) Youth baseball/adult softball fields | (18) Play areas |
| (7) Multipurpose athletic/soccer fields | (5) Trails (walking/jogging) |
| (7) Volleyball courts | (1) Recreation centers w/gym |
| | (2) Swimming pools |

Master Plan Proposals and Recommendations

The challenges for the future are to maintain the current inventory of parks and facilities in safe, useable, and enjoyable condition, while at the same time providing new facilities for a growing and changing population. The recommendations provided in Chapter Four are based on a number of sources including the public input process, standards, professional evaluation of current inventory, and a comparison with national and state standards.

The following are key factors that influenced the recommendations found in this report:

Anticipated population growth will likely place additional burdens on the existing facilities within the Town.

It is expected that citizen's interest and demand for “quality leisure services” and additional facilities will increase.

Citizens expect local government to be a major provider of recreational services at a price that would accommodate as many people as possible.

The Town Comprehensive Plan identified both public interests in providing improved recreation sites and the difficulty the Town faces in finding available land for these sites.

The Comprehensive Plan also recommends that a variety of strategies be considered to provide increased recreational opportunities including:

- Evaluate Town owned property for park development, particularly for establishing neighborhood parks in areas of need.
- Evaluate redevelopment sites for acquisition and development.
- Enhance existing sites to improve utilization.

-
- Ensure that new development provides recreation facilities for its future users.
 - Pursue cost sharing and joint-use agreements with other agencies (Schools, County, etc.)

In order to present a realistic plan for meeting the recreational needs of the future, master plan scenarios were developed “in-house” as part of the overall planning process. Each scenario was evaluated as to how well each addressed the recreational needs of the Town. The preliminary recommendations were presented and reviewed with staff and advisory team members, prior to presenting them at a public information forum on January 18, 2001. The purpose of each meeting was to refine the proposals for inclusion in the final report for public presentation and adoption by Town Council.

The recommendations have been divided into the following categories:

Recreation Providers: Describes how the Town interacts with other providers.

Parks and Facilities: Identifies proposed new parks or facilities and improvements to existing sites.

Priorities: Lists projects for implementation as part of the action plan.

Recommendations - Recreation Providers

Chapel Hill:

The Town should continue to provide park and recreation facilities for use by Town residents. Specifically, the Town should:

- Continue to provide neighborhood parks, community parks, and special facilities.
- Support and maintain existing facilities
- Expand and improve facilities where appropriate.
- Continue to implement the greenways plan by preserving open space/greenway corridors, building trails, and working with neighboring jurisdictions to create links with Durham, Carrboro and the County.
- The Master Plan also recommends that the Town develop a plan that incorporates bike paths, bike routes, sidewalks and greenway trails to provide a coordinated system of connecting neighborhoods to parks and public spaces.
- Develop better partnerships with a wide variety of agencies, governmental entities and businesses for the provision of facilities and programs.
- Work on an updated formal joint-use agreement with the Schools for use of existing and future school sites. The Department should be involved with designs for new school sites to create school-recreation opportunities that are specifically for “Joint Use”.

Orange County: (see Appendix E and Chapter 4 for more detailed information)

The County has a Master Plan that was adopted in 1988. However, recent County planning initiatives have gone beyond the recommendation of the 1988 Report and have affirmed the premise that Orange County should develop and maintain park and recreation facilities for all County residents. Town support should focus on encouraging the County to build at least one district park in Chapel Hill Township. The County has purchased land for a district park near Eubanks Road and has bond approved for phase 1 development.

Chapel Hill should continue to seek appropriate levels of financial assistance from the County for new construction of facilities, particularly those that would naturally serve populations outside of the Town limits.

The Town should work with the Orange County Environment and Resource Conservation and Recreation and Parks Departments to search for collaborating opportunities on future projects such as larger parks, greenway connections, sports field complexes, pools, and other special facilities. See Appendix E for more detailed information concerning the role of Orange County within this plan.

- The Town should work with the Orange County Board of County Commissioners and the Intergovernmental Parks Work Group to address countywide issues.
- The Town should support the County's recent planning efforts to expand its vision beyond its 1988 Master Plan and provide recreation on a countywide basis. The Town should support the County's efforts to a district park near Eubanks Road to serve the Chapel Hill area.
- Chapel Hill should continue to seek appropriate levels of financial assistance from the County for operational support and new construction of facilities, particularly those that would naturally serve populations outside of the Town limits.
- The Town should work with Orange County's Environment and Resource Conservation Department and Recreation and Parks Department to search for collaborating opportunities on future projects such as larger parks, greenway connections, sports field complexes, pools, and other special facilities.

Other Towns/Municipalities: (see Appendix E and Chapter 4 for detailed information)

- Chapel Hill should work directly with Carrboro, Hillsborough, and Durham whenever possible to plan and fund regional and interlocal parks and facilities.
- Carrboro, like Chapel Hill, will likely concentrate on providing community parks, neighborhood parks, and special facilities. Lack of resources, such as land, funding or facilities, will likely encourage Carrboro to look for teaming opportunities with other providers. Chapel Hill and Carrboro should also team more actively in providing program and services.
- Durham provides a wide range of parks and recreation facilities and programs and offers substantial potential as a partner for greenway/trail connections. Opportunities for partnerships should be investigated if they promise to deliver an equitable service to Town residents for expenditures made.
- Recreation needs of all county citizens would be best met if other towns in Orange County offered additional recreational programs and facilities for their own communities. This would require the towns to begin supporting recreation by providing local funding creating partnerships or seeking funds through grant programs. Grant programs can assist communities and associations in funding projects based on need and local commitment (examples include NC- Parks and Recreation Trust Fund, and Land and Water Conservation Fund).

Federal & State: (see Appendix E and Chapter 4 for more detailed information)

- The federal and state government will likely continue to be a major provider of regional parks.
- The federal and state government will likely concentrate on protection, preservation, conservation and management of public lands that are deemed appropriate and necessary for all the United States and North Carolina.

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- The U.S. Forest Service and U.S. Department of Interior manage sites in North Carolina that are used for recreational activities and these sites will likely be maintained past 2011.
 - The state and federal government will likely continue to assist the community with funding through grant programs such as NC-PARTF, ISTEA(TEA21), CDBG, Clean Water Act, and NCDOT (bikes and trails) etc. (see chapter 4 for descriptions of these programs)

Schools: (see Appendix E and Chapter 4 for more detailed information)

The current use agreement that guides much of the Town's use of facilities on School property expires in 2007. The Schools and the Town should work to attain a system wide joint-use agreement. This Report recommends that attempts should be made to arrive at an agreement that would:

- Deal with all facilities on a uniform system-wide basis.
- Reduce or eliminate fees that both entities charge each other for rental of facilities.
- Provide a fair and effective method of sharing maintenance and repair responsibilities.

The Schools and the Department should also work together to:

- Identify additional programs that can take place on school or park properties.
- Determine how to mutually approach property acquisition.
- Jointly construct sports fields, gymnasiums, and aquatic facilities.

Private Sector:

The private sector will likely continue providing commercial "for profit" recreation.

To help implement the Master Plan, the Town will need to develop new ways or means to partner with private sector providers.

Developers are responsible for dedicating open space and parkland through the development process but the ordinance could be improved by:

- Making payments-in-lieu more affordable to encourage payments when appropriate and to help find fair recreation solutions for infill and redevelopment projects.
- Increasing open space requirements when floodplain or steep slope areas are counted toward open space requirements.
- Encouraging clustered development and transfer of development rights to promote more effective open space dedications.

Recommendations - Parks and Facilities

General:

As previously stated, Chapel Hill should focus on developing and operating community parks, neighborhood parks and special facilities (special facilities such as recreation centers, pools, gymnasiums, and bikeways/greenways). In addition the Town should support and encourage efforts by other agencies, the County and neighboring municipalities to develop larger parks.

Chapter 3 "Community Needs Assessment", identified the existing and future parks needed in the Town through the planning period. The following is a brief summary of the most critical improvements and additions recommended in this Report. By the year 2011, it is recommended that Chapel Hill make provisions for the following improvements and new park facilities:

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- Renovate the facilities at Hargraves Community Center and Chapel Hill Community Center.
 - Improve and expand facilities at all community park sites. (Cedar Falls, Homestead, Meadowmont and Southern)
 - Develop Meadowmont Park as proposed by its master plan.
 - Develop at least one phase of Southern Community Park.
 - Improve existing neighborhood park sites at Hargraves, Umstead, Community Center, North Forest Hills, Oakwood, Jones and Burlington.
 - Find a source of funds for purchase of neighborhood park sites.
 - Develop three new neighborhood parks.
 - Use existing undeveloped sites and public property to develop mini-park sites.
 - Develop large recreation centers at Homestead Park and the future Southern Community Park (the Homestead site should include an aquatic facility).
 - Coordinate with the school system on improvements to Lincoln Gym/Center.
 - Develop a minimum of 6-7 miles of greenway trails.
 - Maintain Little Creek and Merritt Pasture properties as open space.
 - Continue improvements to tennis facilities.

Regional & District Parks:

The Town should support and encourage efforts by other agencies, in particular the Orange County and neighboring municipalities to develop these larger parks. Partnerships in the development of regional and district parks should be explored as opportunities arise. There is current need for a District Park to serve the population of Chapel Hill. The County has acquired and has funds for Phase I of Chapel Hill Township District Park at Eubanks and Old 86.

Community Parks:

The Town currently has 272 acres of land within four existing community park sites (Homestead, Cedar Falls, Meadowmont, and Southern Community). This is very close to the recommended standard of 283 acres by the year 2011. In addition, the service area of Carrboro's Anderson Community Park (55 acres) overlaps into Chapel Hill and provides some service to Chapel Hill residents. (see Maser Plan Proposals Map – Community Parks)

It is important to note that the recommended standards are minimum standards and that the community could benefit from acquisition of additional sites. The plan does not recommend a new community park. However, a site may be necessary if the Town is unable to accommodate the recommended number of proposed individual facilities at existing park sites (this is especially true for sports fields or courts).

The additional park may also be necessary because many Town parks have unusually large open space preservation areas compared to most urban parks. It may be possible to meet individual facility needs by partnering with Orange County or another provider.

Finding a site within the Urban Service District would be such a difficult and costly proposition that the Town should consider acquiring property outside its jurisdictional limits. This may require the Town to obtain land for park development within the County and possibly the rural buffer.

Existing community park sites will require improvements and renovations to accommodate and enhance future use. The recommendations for existing sites are provided in Chapter 4.

Neighborhood Parks:

This Master Plan proposes the acquisition and development of three new neighborhood parks for the planning period (2001-2011). The standards identified a shortage of approximately 29 acres of neighborhood park property.

Site-specific master plans should be prepared for each new park site and local neighborhood residents should be made part of the development process. Where feasible, the parks should be linked to other recreation sites by pedestrian routes and when possible greenways/trails.

Three (3) neighborhood park sites are proposed at the following general locations:

- N1 – North – general area north of Eubanks Road near I-40
- N2 – North (northeast) – general area of Erwin Road and I-40
- N3 – South – General area of Mt. Carmel Road and Parker Road.

(see Maser Plan Proposals Map - Neighborhood Parks)

Location N2 proposes using part of an existing Town property, the 34-acre Dry Creek open space tract at the intersection of Erwin Road and I-40.

Existing neighborhood park sites will require improvements and renovations to accommodate and enhance future use. The recommendations for existing sites are provided in Chapter 4.

Mini-Parks:

Standards from the needs assessment identify a need for approximately 9-10 acres of mini-park land (±10 sites) by the year 2011. This Master Plan has not identified individual sites for these parks, but recommends using existing natural areas and open space within developed areas to provide 9-10 mini-parks.

Another method of acquiring sites is to use abandoned lots or condemned sites, as they become available. Mini-parks should be approximately one acre in size to provide a setting that is needed or requested by a neighborhood or select interest group. A menu of recreation facilities that may be found in a mini-park includes play equipment, a court game, picnic facilities, and sitting areas. As a general rule, the park should be designed to meet the needs of a specific user group or activity. The most apparent need in Chapel Hill appears to be additional play equipment areas and picnic facilities (tables, benches etc.)

Special Use Parks and Facilities:

Recreation Centers and Gymnasiums: It is recommended that larger recreation centers be developed to accommodate more programs and activities and allow the Department to schedule a variety of concurrent activities at an individual site. Additionally, the existing sites should be renovated to improve their appearance and usefulness. This plan recommends the Town develop two new centers, at least one of which should be a large multi-purpose recreation center.

The existing facilities are open a maximum number of hours and days for optimal use. However, due to lack of space they are very limited in their ability to accommodate concurrent programs or activities. Therefore, it is recommended that the existing facilities at Hargraves and Community Center should be renovated to improve their usefulness and appearance.

All new building improvements should incorporate design elements that provide an appealing environment for the user. Spaces should be open and well lighted to provide a positive image for the Department and the community.

- **Community Center (Estes Drive):** The center should be renovated to provide for improved use. Many of the improvements are necessary to maintain existing operations.

In addition, minor expansion to common use areas such as meeting rooms, changing areas, storage areas, and lobby space would improve the facilities ability to accommodate more programs (see Chapter Four, Recommended Improvements and Renovations to Existing Facilities).

- **Hargraves Center/Northside Gym:** These existing facilities should be renovated to provide for improved use. Many of the improvements to the Hargraves Center building are necessary to maintain existing operations. In addition, minor expansion of common use areas such as meeting rooms, changing areas, storage areas, and lobby space would improve the ability of each facility to accommodate more programs (see Chapter Four, Recommended Improvements and Renovations to Existing Facilities).
- **Homestead Park Recreation Center/Aquatics Facility:** The Town should develop a multipurpose facility at Homestead Park that includes gymnasium space, meeting/instruction rooms, childcare facilities, changing areas, reception space, a multi-tank aquatics facility, and offices. The aquatic facility should be able to accommodate recreational swimmers, instructional programs, therapeutic programs and competitive swimming.
- **Lincoln Center (gymnasium and arts center):** The Town's lease with the school system for this facility expires in 2007. The Town should renegotiate this lease to continue using the gymnasium and arts center. If the lease cannot be renewed the Town must find other locations for providing an arts facility and gymnasium.
- **Southern Community Park Recreation Center:** Build a multipurpose facility at Southern Community Park that includes gymnasium space, staff offices, meeting rooms, instruction rooms, art facilities, childcare facilities, changing facilities and reception space. The center could also accommodate an adjacent outdoor leisure pool.

Greenways/Bikeways: The Town of Chapel Hill has an approved Greenways Master Plan that provides direction for future improvements and operational polices. The plan identifies greenway corridors throughout the Town to create a network of trails that would total approximately 28-miles in length. Existing recreational trails (paved and unpaved) account for approximately six-miles of greenway.

This Master Plan recommends that:

- The Town continue to aggressively pursue the recommendations of the 1998, *Chapel Hill Greenways Comprehensive Master Plan*.
- A minimum of 6-7 miles of new trail should be developed.
- During the planning period an emphasis should be placed on development of paths and trails already identified in the *Chapel Hill Greenways Comprehensive Master Plan* that would connect with future greenway trails proposed by other providers in the area such as UNC, Carrboro, Orange County or Durham.
- Continue to seek funding from NCDOT administered sources such as TEA-21, NC-Trail Fund, Bikeway Funds, and Enhancement Project Funds, as well as Clean Water Management Trust Fund and FEMA land acquisition projects.
- UNC should be approached as a partner for developing trails and a cooperative agreement (letter of understanding) should be developed to facilitate the process.
- The current Greenways Master Plan should be amended to delete the recommended eastern access to the Merritt Pasture open space.

Open Space Network: The Town should use its approved Greenways Master Plan as the core of an open space acquisition effort. However, the greenways plan should be expanded for open space purposes in a number of ways:

- A land acquisition-funding source other than Town Open Space bonds should be found. Legal limitations eliminate use of Open Space bonds for purchasing some of the most desirable, largest and least expensive tracts of open space just outside of the Town limits.
- Open space should be acquired wherever possible beyond the limits of stream corridors. The Town's goal should be to connect a series of large open space tracts by relatively narrow greenway corridors. These corridors can also be used to connect to other pedestrian destination points.
- The Town should concentrate on preserving open space along streams that still have significant undeveloped tracts, especially Morgan, Wilson, Old Field, and Little Creeks.
- Efforts should be made to preserve a significant portion of the Greene Tract for open space purposes.
- The Town should work with the University to explore the possibility of preserving large portions of the Horace Williams property for open space purposes.
- Connecting currently separated open space tracts should be a priority.
- The Town should pursue acquisition of open space outside the Town limits, particularly north of I-40 and south of Southern Village. A funding source would need to be identified. These areas would provide a better buffer between communities and allow greater opportunities for preservation.
- Open space works best when it is large enough to provide wildlife habitat, wildlife corridors, and trails. The Town should work with neighboring jurisdictions to assure that major open space areas are connected.

Recommended Improvements and Renovations to Existing Facilities

Chapel Hill's existing park sites and facilities will require improvements and renovations to accommodate and enhance future use. Recommendations are provided in Chapter 4 for all existing parks and facilities. (See page 4-11). Due to age some facilities will require extensive renovation.

Individual Facility Proposals and Recommendations

By the year 2011 Chapel Hill should contain new and improved community parks, neighborhood parks, and various special facilities. These park sites would allow for expansion of needed individual recreation facilities. All new facilities would need to comply with federal, state, and local building codes. This includes the requirements of the American with Disabilities Act, which requires access for people with disabilities to all public services.

In Chapter 3 "Recreation Standards and Community Needs Assessment", specific facility needs were identified. Table 3-4 (See page 3-13) identifies the number of individual facilities needed for the 2011 Town population.

Chapter 4 of the report provides detailed information on recommendations for individual facilities. The following list identifies the type and number of facilities that should be considered when developing plans for future park sites:

Recommended New Individual Facilities

- (6-8) Multi-purpose athletic fields
- (4) Youth baseball/adult Softball
- (1) Dog park
- (15) Picnic shelters/facilities
- (18) Play areas (fix existing first)
- (1-2) Recreation centers w/gym
- (n/a) Restroom facilities (each park as needed, see specifics in Chapter 4)
- (1) Roller hockey court
- (2) Swimming pools
- (0) Tennis courts (build only as needed to serve individual neighborhoods)

Priorities for Development

The park and facility proposals have been prioritized into three separate time frames for implementation. The prioritization was influenced by the evaluation of existing facilities; the community needs assessment and the financial ability of Chapel Hill to implement the overall capital improvement plan. A high priority was established for land acquisition due to the diminished availability of undeveloped land in Chapel Hill. The proposed priorities are illustrated in Chapter Five of this report (see Table 5-1 Capital Improvements Program, page 5-6) and the following general outline:

Years 2002-2006

Land Acquisition

- Acquire land for North Neighborhood Park (site N1 - Eubanks Road area)
- Designate land for North/Northeast Neighborhood Park (N2 - Erwin Road area,)
- Acquire land for South Neighborhood Park (N3 - Mt. Carmel Road/Parker Road area)
- Acquire land for mini-parks (2-sites minimum, locations not identified)
- Acquire land for 2-2.5 miles of greenway trails

Existing Park/Facility Renovations and Improvements

- Renovate/improve existing community parks (Homestead and Cedar Falls)
- Implement renovations/improvements to existing neighborhood parks (Hargraves, Community Center, Umstead, Jones, Burlington, North Forest Hills, Oakwood, Ephesus and schools site)
- Renovate/improve existing recreation centers (Hargraves and Community Center)
- Renovate/improve A.D. Clark Pool at Hargraves
- Implement miscellaneous Small Park Improvements Program

New Park/Facility Development

- Plan and develop Meadowmont Park (improvements outside the developer's responsibility)
- Plan and develop Phase 1 of Southern Community Park

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- Plan Phase 1 of North/Northeast Neighborhood Park (N2 - Erwin Road area,)
 - Plan and develop Pritchard Park
 - Plan and develop Culbreth Mini Park
 - Plan and develop 2 mini park sites (locations not identified)
 - Plan and develop Phase 1 of Homestead Recreation Center/Aquatic Facility
 - Plan and develop approximately 2 miles of paved greenway trails

Years 2006-2011

Land Acquisition

- Acquire land for mini-parks (2-sites minimum, locations not identified)
- Acquire land for 2-2.5 miles of greenway trails

Existing Park/Facility Renovations and Improvements

- Implement Phase 2 improvements to Cedar Falls Community Park
- Implement Phase 2 improvements to existing neighborhood parks (Hargraves, Community Center, Umstead, Jones, Burlington, North Forest Hills, Oakwood, Ephesus and school sites)
- Implement Phase 2 improvements to Community Center Park Recreation Center
- Implement improvements to Lincoln Center/Gym (contingent upon a new lease agreement)
- Implement Phase 2 improvements to A.D. Clark Pool at Hargraves
- Implement Phase 2 of miscellaneous Small Park Improvements Program

New Park/Facility Development

- Plan and develop Phase 1 of North Neighborhood Park (site N1 - Eubanks Road area)
- Plan and develop Phase 1 of South Neighborhood Park (N3 - Mt. Carmel Road/Parker Road area)
- Plan and develop 2 mini-park sites (locations not identified)
- Plan and develop Phase 1 of Southern Community Park Recreation Center (start in 2010)
- Plan and develop Phase 2 of Homestead Recreation Center/Aquatic Facility
- Plan and develop approximately 2-2.5 miles of paved greenway trails

Beyond 2011

Land Acquisition

- Acquire land for mini-parks (3-sites minimum, locations not identified)
- Acquire land for 2-2.5 miles of greenway trails

Existing Park/Facility Renovations and Improvements

- Implement Phase 3 improvements to existing neighborhood parks (Community Center)
- Implement Phase 3 improvements to Community Center Park Recreation Center
- Implement Phase 2 improvements to Lincoln Center (contingent upon a new lease agreement)
- Implement Phase 3 of miscellaneous Small Park Improvements Program

New Park/Facility Development

- Plan and develop Phase 2 of North Neighborhood Park (site N1 - Eubanks Road area)
- Plan and develop Phase 2 of South Neighborhood Park (N3 - Mt. Carmel Road/Parker Road area)
- Plan and develop 3 mini-park sites (locations not identified)
- Plan and develop Phase 2 of Southern Community Park Recreation Center
- Plan and develop approximately 2-2.5 miles of paved greenway trails

Action Plan Implementation

Implementing the Master Plan recommendations will help the Town meet future needs for parks and recreation services, as well as preserving open space. For the plan to succeed the Town must continue establishing annual budgets for the Park and Recreation Department based on projected capital improvement costs, staffing needs, and operating costs presented in the plan. The action plan has taken into account funds identified for projects from the Town's 16-Year Capital Improvements Program (CIP) and other sources such as open space bonds, County Bond Contributions and Town appropriations. Capital improvements for the plan have been grouped into three time categories, "2002-2006", "2006-2011", and "Beyond 2011" This is designed to give the Town a realistic approach to implementing the proposals and recommendations of this Master Plan.

Master Plan Capital Improvement Program

The proposed capital improvement program for the acquisition, renovation, and development of parks and facilities was prepared with input from the planning committee team and Town staff. All proposed costs are shown in 2001-dollar values. The capital improvement costs include funds for land acquisition, site development and renovation or significant maintenance improvements. The costs also include estimated planning and design fees.

Table 5-1 "Master Plan Capital Improvements Program" (located at the end of Chapter 5) shows the costs associated with all capital projects and reflects the priorities for development outlined in Chapter 4. Please note that some costs have been extended beyond the year 2011 to account for financing and development that could last for 10-12 years beyond the planning period. Renovations and improvements to existing facilities are itemized in Table 5-1.1.

Summary of Capital Improvement Cost:

	Project Type	Amount
See Table 5-1 (Chapter 5)	Existing Parks/Facilities (Renovations Improvements)	\$7,2050,500
	Land Acquisition	\$1,950,000
	New Park Development	\$4,610,000
	New Special Facilities Development	\$14,300,000
	Total Capital Improvements (includes projects beyond 2011)	\$28,065,500
	<i>Capital Improvements Beyond 2011 (per Table 5-1)</i>	<i>(\$6,240,000)</i>
	Subtotal Cost of Capital Improvements through 2011	\$21,825,500
	<i>Projects with identified funding through 2011</i>	<i>(\$14,038,000)</i>
	Total New Capital Projects (no project funding identified)	\$7,787,500

* All costs are in current (2001) dollars

Table 5-1 also denotes projects that have identified funding in the Town's 2001-2016 CIP and/or projects that have funds earmarked from Town appropriations, bonds (County and Town), or partnership agreements. The projects account for \$14,038,000.00 and include the following:

2001-2016 CIP Projects:	Amount
Hargraves Center / A.D Clark Pool Repairs	\$1,225,000
Community Center Repairs	\$993,000
Tennis Court Repair (system-wide)	\$320,000
Total	\$2,538,000

Previously Funded Projects and/or Projects Using Bond Funds :	Amount
Greenway/Open space land acquisition (approximate remaining funds from Town open-space bonds)	\$1,000,000
Greenway Development (2001 County bond fund contribution and Town CIP)	\$2,000,000
Homestead Aquatics Facility (2001 County bond fund contribution and Town bond funds)	\$5,600,000
Southern Community Park (County bond fund contributions)	\$2,900,000
Total	\$11,500,000

Capital Improvements Funding Strategy

Based on the information from Table 5-1 and the summary on the previous page there are \$7,787,500 of projects that require funding within the planning period to meet the park and recreation needs identified in this Master Plan. The Department should use a combination of funding sources from various means to accomplish the recommendations of the Master Plan. Potential sources for capital funding are identified in Chapter 5 and Appendix H of this plan and a funding strategy is outlined for consideration by the Town.

Capital Funding Strategy for Consideration:

Funding Source :	Amount
General Obligation Bond Campaign	\$6,000,000
Payments in lieu of recreation area dedication	\$400,000
Grants/Federal & State Assistance	\$1,400,000
Total	\$7,800,000

General Obligation Bonds:

- The Town should create a park and recreation bond campaign specifically for use in acquiring land, renovating existing facilities and developing new facilities proposed by this plan. The first campaign could be for half the amount shown and should be started as soon as possible. However, it may be less expensive to have one campaign handle the full amount.
- General obligation bonds are still the most common source utilized to fund park projects in North Carolina.

Payment in Lieu of Dedication:

- The Development Ordinance could be improved by making payments-in-lieu more affordable to encourage payments when appropriate and to help find fair recreation solutions for infill and redevelopment projects. This could increase the amount of funds raised through the planning period.
- Based on past performance the master plan assumes \$400,000 can be collected over the planning period for use in capital improvement projects.

Grants/Federal & State Assistance and Contributions:

- Approximately \$1.6-million should be raised through a combination of partnerships, grants, gifts, or other revenue sources. Based on previous grants awarded to the Town this goal can be achieved with as few as six grants of slightly over \$250,000 each. It should be noted that any growth in proceeds from partnerships, grants, and gifts, would lower the amount needed from other sources accordingly.
- There are a substantial number of opportunities in the area to support this funding as described in the Appendix H under the heading of Key Funding/Revenue Sources. In particular North Carolina PARTF grants, federal grants such as LWCF and UPARR, private sector foundations, and non-profit groups should be aggressively approached by the Town/Department.

Other Methods for Acquisition and Development

Other methods available to Chapel Hill for acquiring and developing parks can be found in Appendix H.

Staff Needs

The Park and Recreation Department's structure and number of personnel are comparable with that of similar size communities in the state.

The addition of the proposed park facilities and associated programming would require additional staff to accomplish their mission and purpose.

The current program load justifies the immediate need of a parks building maintenance coordinator.

Seven (7) key staff additions are identified for the planning period in the "Proposed Organizational Chart" (see Chapter 5- Exhibit 5-1, page 5-6). Five of the staff additions fit into position classifications that exist in the current structure of the Department, however two new positions have been identified.

In addition four part-time staff positions are identified for upgrading to full-time positions.

Additional staff fitting existing classifications or upgraded to full-time:

- (1) Recreation Supervisor to oversee the management, coordination and promotion of programs and activities at the Homestead recreation/aquatics facility.
- (1) Assistant Center Supervisor for Homestead recreation/aquatics facility.
- (3) Recreation Assistants/Life guards to work at the new and expanded facilities at Homestead.
- (4) Positions to be made full-time that are currently part—time: Recreation Specialist for Special Olympics, Recreation Specialist for Teens/Special Events, Recreation Specialist for pottery/Special Events and Recreation Assistant at Hargraves

Proposed/New staff positions include:

- (1) Parks Building Maintenance Coordinator
- (1) Assistant Building/Grounds Maintenance Coordinator

Proposed Operating Budget

Estimated Operations (see Table 5-2, page 5-7)

The proposed operating budget for the Department has been projected for the planning period as shown on Table 5-2 in 2001 dollars without any allowance for inflation. Table 5-2 “Proposed Operating Budget” reflects the implementation of the Proposed Capital Improvements (including those for Special Facilities) outlined in Table 5-1 through the year 2011.

The grand total cost for operations (no capital) through the year 2011 is estimated to be \$26,696,110 and includes additional staff as new facilities are brought on line. The figure also includes lump sum operating expenses for proposed new parks and special facilities along with the improvements to existing sites

Table 5-2 also denotes approximate per capita general fund contributions needed to implement the proposed recommendations.

Potential Sources of Operating Funds (see Appendix H for details of each funding source)

- General Fund Contributions/Property Tax Revenues
- User fees and revenues
- Limited Option or Special Use Tax
- Service Contracts and Partnerships

Operating Budget - Funding Strategy for Consideration:

Funding Source :	Amount
General Fund Contributions (based on 2001 per capita expenditures of \$39.67)	\$21,275,000
1¢ of Additional Property Tax over 5-year period	\$2,100,000
User Fees and Revenues	\$4,000,000
Total	\$27,375,000
Total Operational Need per Table 5-2	\$26,696,110

General Fund Contributions (Property Taxes): Assuming allocations from the General Fund continue at the current FY01/02 level of \$39.67 per person or \$1.99 million annually, the total funds generated through the planning period would amount to approximately \$21,275,000 (based on 2010 population of 56,536). This is short of the funding necessary to meet the operating costs identified for the plan and would require additional funds from sources such as user fees and/or an increase in property taxes. The master plan proposes that per capita allocations continue at no less than \$39.67 and that additional funding for operations be provided from user fees revenues and a 1¢ increase in property tax that is dedicated or earmarked for park and recreation services.

Dedicate 1¢ of Additional Property Tax for Park and Recreation Services: General tax revenues traditionally provide the principle sources of funds for general operations and maintenance of a municipal recreation and parks system. Assessed valuation of real and personal property provides the framework for this major portion of the tax base for the Town. Chapel Hill should consider a 1¢-tax increase for accomplishing the objectives of this plan.

Each penny (1¢) of tax on the current property valuation (FY00/01) generates approximately \$411,000 annually. If 1¢ of the property tax were designated for park and recreation use over a five-year period, the increase would conservatively generate \$2.1-million assuming only minimum increases in property valuation of 2% annually.

User Fees and Revenues:

If revenues remain at the current annual level of approximately \$385,000 it would produce \$3.6 to \$3-8-million over the planning period. Assuming the level of return increases 1%--2% annually through the planning period (2001-2011) the projected amount would total approximately \$4.0-4.2-million. These funds can be used to cover operating costs associated with the plan.

This goal is achievable by bringing new facilities such as the Homestead Center on-line, improving existing centers, and making modest changes to the current fee structure for activities and programs.

CHAPTER 1

INTRODUCTION

The Town of Chapel Hill *Parks and Recreation Master Plan* (Master Plan) is intended to be an “action oriented” document for the development of parks and recreation facilities through the year 2011. The main purpose of the Master Plan is to provide the Town with an accurate, usable tool to guide its actions and decisions related to:

- New park and facility development
- Existing facility renovations, expansions and upgrades
- Cooperative efforts in providing for recreational needs of the entire community
- Possible land acquisitions

The plan is organized into five major components with appendices:

1. Introduction: Includes a description of the master plan process, history of parks master planning in the Town, and a narrative describing compliance with the Town’s newly adopted (2001) Planning for Chapel Hill’s Future, The Comprehensive Plan (Comprehensive Plan).
2. Analysis of Existing Park and Recreation Facilities: Provides analysis of parks, buildings and special facilities.
3. Community Needs Assessment: Assesses recreation programs and park facilities including development of local standards and consideration of national trends.
4. Proposals and Recommendations: Provides recommendations related to park types, land needs, existing facility improvements and individual facility needs.
5. Action Plan Implementation: Suggests methods and means of addressing capital costs, operating costs, staffing needs, and funding.
6. Appendices: A number of appendices give detailed information on a variety of subjects including demographics, physical factors that affect the community, review of trends anticipated to affect parks and recreation operations, partnership issues and opportunities, and a record of focus group comments.

History

This Master Plan is the Town’s first formal Parks and Recreation master plan. In the past, the Town’s main overall planning documents for parks and recreation facilities were the *Community Facility Report* portions of the Town’s Comprehensive Plan. The last of these Reports was adopted in 1989. In 1998, the Council adopted the *Chapel Hill Greenways Comprehensive Master Plan*, which specifically addresses linear parks, open spaces, and trails. In addition, various individual conceptual plans have been adopted for specific park and trail sites. The Master Plan will also be subject to any conditions of joint use agreements and memoranda of understanding that the Town has with Orange County, Carrboro, Orange County Schools/Chapel Hill-Carrboro City Schools and OWASA or other municipalities in Orange County.

Process

The Chapel Hill Parks and Recreation Department began the process of preparing the *Parks and Recreation Master Plan* in December of 1999 by submitting a Request for Qualifications (RFQ) for planning services. This action came from an objective in Chapel Hill's Comprehensive Plan, section 11A-7 to "Develop and implement a plan to meet future community needs for park and recreation facilities." The Town then hired a professional park-planning firm to assist in preparing the document and to make proposals and recommendations for meeting the future recreation needs through the planning period (ending FY 2010-11).

The Parks and Recreation Commission appointed a committee with the following membership: Parks & Recreation Commission (2), Greenways Commission (1), Planning Board (1), and citizens at large (3).

The Committee first met in June 2000. Seven (7) focus groups and a public forum were held in September. A second public forum was held on January 18, 2001. The committee approved the draft Plan on December 19, 2001, for consideration by the Town Council.

The Council adopted the plan on May 29, 2002.

Relationship to the Town's Comprehensive Plan

The Council adopted the current Comprehensive Plan on May 8, 2000. Major themes of the Comprehensive Plan that relate to the recommendations of the *Parks and Recreation Master Plan* include:

Urban Services Boundary and Rural Buffer: The Comprehensive Plan recommends that the current policies remain in effect. This results in a concrete target for buildout of the community and related parks and recreation needs.

Regional Planning: Regional planning is stressed in both the Comprehensive Plan and the *Parks and Recreation Master Plan*. Both documents emphasize the need for cooperative regional planning. The *Parks and Recreation Master Plan* recognizes the Town's commitment to joint planning as outlined in their Memoranda of Agreement for Providing Site and Facility Planning (originated by the Schools and Land Use councils). This agreement provides an impetus for co-location of public facilities.

Preserve Existing Neighborhoods: Park planning recommendations in the *Parks and Recreation Master Plan* reflect the need to preserve neighborhood integrity by improving existing sites and developing new parks.

Conserve the Natural Setting of Chapel Hill: The *Parks and Recreation Master Plan* reflects this goal by recommending the preservation of open spaces and development of greenways and parks that are designed in a sensitive manner.

Complete the Bikeway/Greenway/Sidewalk System. The *Parks and Recreation Master Plan* recommends the completion of the greenway system and sets a goal for trail development in the next 10 years. In addition, bike paths/routes and pedestrian connections should be provided to parks and recreation facilities as a safe means of access. The Master Plan also recommends that the Town develop a plan that incorporates bike paths, bike routes, sidewalks and greenway trails to provide a coordinated system of connecting neighborhoods to parks and public spaces.

Develop Strategies to Address Fiscal Strategies: The *Parks and Recreation Master Plan* recommends fiscal strategies and actions to accomplish capital goals.

In addition the *Parks and Recreation Master Plan* addresses other issues raised in the Comprehensive Plan. Examples include:

- New park development is recommended in the areas identified “Areas Most Susceptible to Change”, page 11 of the Comprehensive Plan.
- The Comprehensive Plan anticipated that the *Parks and Recreation Master Plan* would recommend additional areas to be designated for open space purposes. Open space issues are addressed in this plan in Chapter 4 on pages 4-10 and 4-11.
- The *Parks and Recreation Master Plan* addresses issues raised by the Comprehensive Plan related to development of a “Community Facilities Planning and Development strategy” by recommending a joint approach to implementing the plan.

CHAPTER 2

ANALYSIS OF EXISTING PARK & RECREATION POLICIES AND FACILITIES

This chapter provides an inventory of existing parks, recreation facilities, and open space sites in the Chapel Hill area. Most of the facilities and properties described are Town owned and are primarily provided for recreation purposes. Additional sites or facilities that are included in this report exist primarily for some other purpose but can also be used for recreation (for example facilities owned by the Chapel Hill/Carrboro City Schools). Inventory information such as the size of the site and the number of individual facilities (fields, courts etc.) is presented in Table 2-1 “System-Wide Facility Inventory” at the end of this chapter. This information was provided to the consultant for comparison with standards and for use in gathering more specific information from individual site visits performed in August 2000. The findings from the site visits are summarized for each location in this chapter and specific recommendations related to existing facilities are found in Chapter 4, pages 4-11 through 4-15.

Facility Related Policies

The following information describes five key current and/or recommended policies or mandates affecting the use of Town facilities. There are many more, but the five are important because they show the Town’s commitment to making sites available to the public through cooperative planning practices, limiting impact to neighboring properties, and improving sites for disabled accessibility.

Americans with Disabilities Act

The Americans with Disabilities Act (ADA) requires municipalities to make reasonable accommodations for any person who is limited by a physical or mental disability. To meet legal requirements, recreation facilities must meet minimum physical standards related to access and use.

In 1992, the Town performed an ADA self-analysis and found that most facilities met minimum requirements. The Town made several changes and improvements since the study. Several areas of concern remain, including access to and within the Hargraves Center building, several play areas, and some toilet facilities.

The Parks and Recreation Department staff reviewed the self-evaluation materials in 2001 and based on this review believes it is in compliance with the ADA. The Department is prepared to provide reasonable accommodations to individuals with special needs when requests are made for assistance. The Town is committed to upgrading any facilities that are found to be non-compliant with the ADA and will assure that all new construction complies fully with ADA standards.

Availability of Town Facilities

All Town facilities should be open and available for use by Town and Orange County citizens on an equal basis. An Open Facilities Policy has been adopted by all the Towns and County. Because the Town does not charge or monitor use at most parks, there is a de facto open access policy that extends to anyone regardless of place of residence. Some facilities monitor residency of patrons

and charge appropriate non-resident fees. In addition, non-resident fees are charged for all programs offered by the Department.

Private groups can rent many Town facilities. Examples of facilities available for rent include picnic shelters, meeting rooms, fields, gymnasiums, and pools. The Council approves rental policies each year as part of the annual budget process.

Light Control

This Master Plan recommends that the Town attempt to minimize light spillover onto adjacent properties by using the proper size and type of light poles, attachments, equipment, and fixtures for each situation. When needed, certified engineers should be used who have the expertise to balance safety considerations with the goal of preventing excessive light from spilling onto adjacent properties.

Pedestrian/Bike Access and Standards

The Town Comprehensive Plan outlines strategies for developing improved pedestrian and bike access within the Urban Services District. Development plans are encouraged to provide a variety of safe pedestrian and bike routes to promote connectivity within the community. Methods of improving connectivity include the use of “Smart Growth” policies that emphasize the use of sidewalks along connected streets and restrict the use of dead-end or cul-de-sac streets. Additional connectivity can be obtained by developing greenway trails and separated pedestrian paths that connect parks and recreation facilities and other public spaces. This Master Plan endorses these concepts and recommends that the Town develop a coordinated plan that provides a system of connecting neighborhoods to parks and public spaces and other pedestrian destination points such as downtown, the library or commercial centers.

In addition, this plan recommends that all facility development be accomplished in compliance with Town adopted bicycle standards. Design of multi-purpose pedestrian/bicycle trails should be accomplished using American Association of State Highway and Transportation Officials (AASHTO) and/or North Carolina Department of Transportation (NCDOT) bicycle standards. Natural surface trails should adhere to Americans with Disability Act (ADA) standards and guidelines to the greatest extent possible.

Percent for Art Program

All parks and trail capital projects are subject to the provisions of the Percent for Arts Ordinance and policy resolution.

Facility Inventory – Town Facilities

Chapel Hill Parks and Recreation Department facilities were reviewed during August 2000. The purpose was to review the number of facilities provided and determine how effectively the facilities are serving the public. The findings are summarized in the text that follows.

The following parks and facilities are public properties that are owned, leased, or used by the Town for park and recreation activities or purposes. The locations include park facilities, greenways, and open space lands made available to the public and maintained by the Town. They are grouped into category headings of Community Parks, Neighborhood Parks, Mini-Parks, Special Use Sites, Trails, and Joint Town/School Sites. Definitions for the park types are provided in Chapter 3.

Analysis of Bus, Pedestrian, and Bicycle Access

As part of the inventory phase of the Master Plan development process we examined the degree of non-automobile access for each Town-owned facility. Recommendations for improvements are found in Chapter 4.

Burlington Park

- Bus Access: Excellent. Stop located near the park entrance.
- Sidewalk Access: Excellent access along Ephesus Road.
- Greenway and Trail Access: None. Potential exists for trail along Burlington Road Right of Way.

Cedar Falls Park

- Bus Access: Excellent. Stop located at the park entrance.
- Sidewalk Access: Good access from the east. Sidewalk missing on the south side of Weaver Dairy Road to the west.
- Greenway and Trail Access: Excellent trail access from the south and to individual lots that border the park. Dry Creek Greenway on the north side of Weaver Dairy Road is still under construction.

Community Center Park

- Bus Access: Excellent. Stop located at the park entrance and at Plant Road.
- Sidewalk Access: Excellent access along Franklin Street and portion of Estes Drive. Sidewalk sections are missing on the west side of Estes Drive and along Plant Road. These missing sidewalk sections appear to be a hazardous situation.
- Greenway and Trail Access: Excellent trail access via the Bolin Creek Trail to the west and to UNC Campus to the southwest. Proposed Bolin Creek Greenway extension to the south is missing.

Ephesus Park

- Bus Access: Excellent. Stop located near the park entrance.
- Sidewalk Access: Excellent.
- Greenway and Trail Access: Informal trail access exists to Legion Road.

Hargraves Park

- Bus Access: Excellent. Bus stop is located adjacent to the park.
- Sidewalk Access: There are sidewalks on all neighboring streets.
- Greenway and Trail Access: The Tanyard Branch Trail is located about .2 miles from the park and leads to Umstead Road.

Homestead Park

- Bus Access: Bus stop is located adjacent to park on Airport Road.
- Sidewalk Access: There are sidewalks on all neighboring streets except for the north side of Homestead Road west of the park entrance.
- Greenway and Trail Access: The Upper Booker Creek Greenway is proposed to link the park to neighborhoods north to Weaver Dairy Road and west to the proposed Rail Trail. There are planned trail links west to two approved developments.

Jones Park

- Bus Access: Bus stop is located within .25 mile.

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- Sidewalk Access: There are no sidewalks in this neighborhood. However, traffic flows probably do not warrant sidewalk construction for park access.
 - Greenway and Trail Access: Informal trail access exists to Purefoy Road to the east.

Lincoln Center

- Bus Access: Excellent. Bus stop is located adjacent to the complex.
- Sidewalk Access: Sidewalks directly serve the facility on Merritt Mill Road.
- Greenway and Trail Access: An access leads to the Pine Knolls Community Center.

North Forest Hills Park

- Bus Access: Bus stop is located within .15 mile.
- Sidewalk Access: There are no sidewalks in this neighborhood. However, traffic flows probably do not warrant sidewalk construction for park access.
- Greenway and Trail Access: Informal trail access to OWASA open space and adjacent residents.

Phillips Park

- Bus Access: Excellent. Bus stop is located adjacent to park.
- Sidewalk Access: Sidewalk is missing on the north side of Estes Drive adjacent to the park.
- Greenway and Trail Access: None.
- Oakwood Park
- Bus Access: Good. Stop located about .15 miles from park on parallel street.
- Sidewalk Access: There are no sidewalks in this neighborhood. However, traffic flows probably do not warrant sidewalk construction for park access.
- Greenway and Trail Access: No opportunities exist for direct connections. Bicycle/pedestrian trail along Fordham Boulevard is a short distance from the park.

Umstead Park

- Bus Access: Excellent. Bus stop is located adjacent to park.
- Sidewalk Access: There are sidewalks on Umstead Drive.
- Greenway and Trail Access: The Tanyard Branch Greenway links the park to the Northside neighborhood. However, the trail is in poor condition in several locations. The Bolin Creek Greenway is proposed to extend east of the park to merge with the existing Bolin Creek Greenway and to continue west to the Carrboro line and the proposed Rail Trail.

Community Parks

There are four (4) community park sites located in Chapel Hill. Homestead Park and Cedar Falls Park are developed. The other two locations, Meadowmont Park and Southern Community Park, are Town-owned properties planned for future park development.

Cedar Falls Park

Hours of Operation (Park): Dawn to 11:00 p.m.

Location: western end of Weaver Dairy Road, south of East Chapel Hill High School

Approximate Size: 64 acres

Facilities:

- Parking (paved and gravel for ±160 cars), contains a recycling center
- (2) Softball/baseball fields (300-ft. to center field, lighted)
- (2) Youth softball/baseball fields (±200-ft. to center field, lighted)
- 3-seasons restroom/concession building (at ball field location)
- Picnic facilities (7 tables, no grills)
- Lighted tennis courts (6)
- Unpaved nature trail (1.5-mile loop)

Cedar Falls Park Evaluation: Visual quality is fair in the northern part of the site and excellent in the southern undeveloped portion. Parking is adequate. The 4 ballfields have lights and irrigation. The play area is located near the walking trail and picnic facilities in a natural setting that provides ample shade. An extensive trail system connects all park facilities and nearby neighborhoods. Overall, the park is in fair to good condition but it needs improvements to expand and enhance use. Problems with the site include:

- The view into the park from Weaver Diary Road could be improved with landscape plantings.
- The recycling center is not adequately screened.
- The parking area could be more efficient if it were paved and lined. However, the gravel parking surface does provide a more “natural feel” that complements the wooded/passive area of the park.
- The field and tennis lights are outdated.
- The spectator viewing areas at the fields are very limited.
- The wood play equipment is small, lacks sufficient active play stations, is not wheelchair accessible, and likely does not meet current safety standards.
- Paved and unpaved trails within the park are in need of repair.
- Park and trail signage is inadequate.
- The tennis courts are in such poor condition that without resurfacing they may have to be closed for use in the near future.

Homestead Park

Hours of Operation (Park): Dawn to 11:00 p.m.

Location: 100 Northern Park Drive, west of Airport Road and north of Homestead Road

Approximate Size: 40 acres (there is an additional 25 acres of entrance drive right-of-way)

Facilities:

- Paved parking (236 cars)
- (2) Athletic fields suitable for soccer, flag football, rugby, etc. (lighted and irrigated)
- (2) Softball/baseball fields (300 ft. to center field, lighted and irrigated)
- Skateboard park
- All seasons restroom/concession building (at skate park)
- Batting cages (6 stations)
- Large play structure with swings and a stand-alone slide
- Picnic shelter/ 3-seasons restroom structure
- Picnic facilities (12 tables, 8 grills)

- Paved walking trails
- Dog Park (20,000 SF)

Homestead Park Evaluation: The visual quality of the site is good to excellent. The parking area appears adequate; however it is far from some of the use areas. The site furnishings are in good condition and are well coordinated. The overall condition of the park is very good. The level of use is moderate to high depending on the season, but is expected to be very high once all the facilities are completed. The skateboard and batting cage facilities are managed and maintained through a private concession agreement with the Town. The site has room for greenway connections and a recreation center/aquatics facility. Turf at many common areas is failing and the athletic/soccer fields have also experienced turf problems.

Meadowmont Park

Special Note: At the time this Master Plan was adopted Meadowmont Park was under construction. All information below will be relevant upon completion of the project.

Hours of Operation (Park): Dawn to dusk

Location: North side of Meadowmont Lane adjacent to future school site

Approximate Size: 70 acres

Facilities:

- Shared parking with school (120 spaces)
- Community access gymnasium
- (2) Athletic fields suitable for soccer, flag football, rugby, etc. (lighted and irrigated)
- Termination point of Meadowmont Greenway Trail
- Natural surface trails throughout the park
- All seasons restroom as part of the gymnasium
- Picnic shelter
- Shared outdoor basketball court

Meadowmont Park Evaluation: Upon completion the site should be good to excellent. The parking area appears adequate; however it is far from the athletic fields.

Southern Community Park

Hours of Operation (Park): NA

Location: West side of highway 15-501, south of Southern Village.

Approximate Size: 73 acres

A conceptual plan was being developed at the time this report was being prepared.

Neighborhood Parks

The following neighborhood parks were reviewed as part of the inventory process:

- | | |
|-----------------------|-------------------------|
| Burlington Park | North Forest Hills Park |
| Community Center Park | Oakwood Park |
| Hargraves Park | Pritchard Park |
| Jones Park | Umstead Park |

Burlington Park

Hours of Operation (Park): Dawn to dusk

Location: Off of Ephesus Church Road just east of Ephesus School

Approximate Size: 5 acres

Facilities:

- Off street parking (gravel, ±15 spaces)
- Youth play field (150'x 90' open field with soccer goals)
- Play area (single play structure and separate swings)
- Picnic facilities (2 tables, 1 grill)
- Benches

Burlington Play Area Evaluation: The park is an example of a good use of a parcel of previously underutilized public land. The visual quality of the site is very informal, which allows users to feel comfortable at the site. The parking appears adequate because most patrons live in the surrounding neighborhood and walk to the site. There are no restrooms. The site furnishings are minimal but are appropriate for the park. Vandalism does not appear to be a problem and the overall condition of the park and its components is very good for the moderate level of use that it receives.

Community Center Park

Hours of Operation (Park): Dawn to 11:00 p.m.

Hours of Operation (Center): 5:30 a.m. – 10:00 p.m., Monday through Friday; 8:30 a.m. – 8:00 p.m., Saturday; 11:30 a.m. – 10:00 p.m., Sunday. The Center is open most holidays, but is closed for an annual 2-3 week maintenance shutdown each August/September.

Location: 120 South Estes Drive, south of Franklin Street and north of Fordham Boulevard

Approximate Size: 10 acres

Facilities:

- Parking in two locations (for approximately 90 cars)
- Asphalt basketball court (4 goals)
- Bocce courts (2)
- Rose Garden with small gazebo/shelter
- Interactive display garden
- Large play area/structure
- Volleyball area (sand base)
- Greenway connection/trailhead for Bolin Creek and Battle Branch trails
- Picnic facilities (5 tables, 1 grill)

Community Center/ Interior/ Facilities:

- See Special Facilities heading for information on the Center and Administrative Offices

Community Center Park Evaluation: Community Center Park has two entrances and parking areas. The main parking area (±60 cars) located near Estes Drive is used primarily for access to the Center, Rose Garden, play area and greenway trails. The second parking area is located off

Plant Road (± 28 cars to serve the park and administrative offices). Parking is inadequate during peak use periods. The play area is heavily used. The gardens provide space for special events and educational programs. The Bolin Creek Trail extends approximately 1.5-miles upstream to Airport Road. The Battle Branch Trail extends another 1.5-miles to the UNC campus. The visual quality of the park is good. Although there is some room for expansion, much of the site is located in the Resource Conservation District (RCD), which restricts development options. The park is in overall good condition. However, the following conditions were noted:

- The interactive gardens are marginally maintained and out of character with the adjacent Rose Garden.
- The trail/maintenance road system is not well integrated and fails to provide efficient interior connections for pedestrians and bicyclists.
- The retaining wall near the play structure is leaning and could fail at some time in the future.
- The poured-in-place fall surface is poorly anchored.

Hargraves Park

Hours of Operation (Park): Dawn to 11:00 p.m.

Hours of Operation (Center): 1:00 p.m. – 9:00 p.m., Monday - Friday

Hours of Operation (Northside Gym): 10:00 a.m. – 9:00 p.m., Monday – Saturday; 1:00 – 9:00 p.m., Sunday

(Both indoor facilities are usually open 50 weeks per year)

Location: 206 North Roberson Street, north of Rosemary Street

Approximate Size: 10 acres

Exterior Facilities:

- Off street parking (± 100 cars at 4 non-contiguous locations)
- Lighted tennis courts (3)
- Picnic areas (1 shelter, 10 tables)
- Softball/baseball field (275 ft. to center field, lighted)
- Basketball court
- Play area

Center and Pool Facilities:

- See Special Facilities heading for information on Hargraves Center, Northside Gym, and A.D. Clark Pool

Hargraves Park Evaluation: The park is a heavily used facility with a mix of facilities. It appears that the site is at capacity or over programmed. Perhaps because the site has been developed in stages since the 1940s without a coherent site plan, the layout of the park is not ideal. Major implications of this scattershot development has been construction of several non-contiguous parking lots, a difficult pedestrian system, construction of the play area in a natural drainage way, and the inability to construct the new gymnasium as an addition to the older Center building.

The park buildings (gym, center, and pool) are centrally located within the site, which unfortunately makes access difficult to some areas of the park. There are four (4) parking

areas/lots, however the lots located at the rear of the center and near the baseball field are not often used due to their isolation, distance from major activity centers, and inadequate lighting. The park furnishings are in overall good condition. However, the designs for most of these elements should be updated to improve their function and use. Specific recommendations are found in Chapter 4. The play area is well used but should be further evaluated for safety issues. It appears that the fall surface may require renovation or upgrading as soon as possible.

Jones Park

Hours of Operation (Park): Dawn to dusk

Location: Off of Holland Drive in close proximity to the intersection of Columbia St. and the 54 Bypass (Fordham Blvd. South).

Approximate Size: 10 acres

Facilities:

- Paved Parking
- Play structure
- Benches and picnic table

Jones Park Evaluation: The park is very natural and provides excellent visual quality. The facilities are in very good condition. The site lacks adequate benches and the play structure lacks challenging features. Park signs are inadequate and there are no restroom facilities.

North Forest Hills Park

Hours of Operation (Park): Dawn to dusk

Location: Collums Drive in the general area between Airport Road and Piney Mountain Road

Approximate Size: 10 acres

Facilities:

- Off street parking (6 cars)
- 3-seasons restroom/shelter building
- Picnic facilities (5 tables, 5 grills)
- Play area/apparatus
- Paved access trail
- Nature trail (approximately ½ - mile)
- Basketball half court
- Benches

North Forest Hills Park Evaluation: The park's visual quality is good and the site furnishings appear adequate for current use. The park receives moderate use. It has experienced some vandalism problems. The walking trail connects to an informal open space owned by OWASA. Overall, the park is in good condition.

Oakwood Park

Hours of Operation: Dawn to dusk

Location: Intersection of Oakwood Drive and Berkley Road.

Approximate Size: 2 acres

Facilities:

- Play area (2 structures, fenced)
- Picnic facilities (2 tables)
- Open play field (small youth field suitable for pee-wee baseball/kickball)
- Tennis court (not lighted)
- On-street parking

Oakwood Park Evaluation: Oakwood Park is an interesting neighborhood facility that is located on three corners of a four-way intersection. The park primarily serves pedestrian traffic from the local neighborhood but on-street parking is available. The visual quality of the site is good and matches the residential character of the neighborhood. The site furnishings are adequate at the play area although additional seating could be provided. There are no restroom facilities. The tennis court lights have been out of service for awhile and should be removed. The undeveloped corner of the park has space to install new facilities. Most likely, any development would need to be “passive” so that it does not conflict with the adjacent residential properties.

Pritchard Park (Library site)

Hours of Operation

Park: Dawn to dusk

Chapel Hill Public Library:

Monday-Thursday	10:00 a.m. – 9:00 p.m.
Friday	10:00 a.m. – 6:00 p.m.
Saturday	9:00 a.m. – 6:00 p.m.
Sunday	1:00 p.m. – 8:00 p.m.

Location: 100 Library Drive, off of South Estes Drive, north of Franklin Street

Approximate Size: 5 acres open space (total site=34 acres includes library, parking, and drive)

Facilities:

- Walking/biking trail (connects library with sidewalks and streets)
- Art Exhibition area
- Benches/sitting areas
- All seasons restrooms (inside the Library, these are convenient and available for park users)

Pritchard Park Evaluation: The park surrounds the Chapel Hill Public Library, which is located along Library Drive, near the intersection of Franklin Street and Estes Drive. A trail connects the library with surrounding neighborhoods. The Council has approved a conceptual plan for the site that includes expanded trails, a play area, a gazebo, an art garden, and a community meeting space. A Special Use Permit for the park is anticipated to start in FY 2002-03.

Umstead Park

Hours of Operation: Dawn to dusk

Location: Umstead Drive, east of Estes Drive Extension

Approximate Size: 16 acres

Facilities:

- Parking (±30 cars)
- Tennis court (not lighted)
- Play area (large ADA accessible structure with stand-alone play features and swings)
- Picnic shelter, small (1)
- Picnic shelter medium size with 3-seasons restroom structure (1)
- Youth softball/baseball field (±200- ft. to center field)
- Pedestrian bridges (2 creek crossings)
- Trailhead for Tanyard Branch Trail

Umstead Park Evaluation: Overall the park is well maintained and the visual quality is very good to excellent. The park is heavily used and the future expansion of the Bolin Creek greenway will likely attract more users. Parking appears to be adequate; however there are occasions when the lot is full. The play area/structure is the Town's most wheelchair accessible play structure, although it does not offer challenging activities for fully mobile older children.

Although the park functions reasonably well it would be difficult to improve or expand any of the amenities because of the current site design, the location of Umstead Drive (the road bisects the park), and the extensive RCD adjacent to Bolin Creek. Most of the park facilities are built within the Bolin Creek Resource Conservation District. Indeed the play area is located partially within the stream's floodway. This situation has resulted in repeated flood damage over the years.

Mini-Park Sites

The Town has four mini-park sites that have limited park amenities for adjacent neighborhoods.

Fire Station #2 Park

Hours of Operation (Park): Dawn to dusk

Location: Intersection of Franklin Street and Elliott Road

Approximate Size: 500 SF

Facilities:

- Decorative fountain
- Bench

Fire Station #2 Park Evaluation: This park consists of a shaded and landscaped seating area on the Fire Station #2 property at the northwest corner of Franklin Street and Elliott Street. The visual quality is very good. The site is negatively impacted by noise from nearby Franklin Street. There are no public restroom facilities.

James C. Wallace Plaza

Hours of Operation (Park): Dawn to 11:00 p.m.

Location: Top of the James Wallace Parking Deck on Rosemary Street

Approximate Size: 1 acre

Facilities:

- Performance area
- Benches
- Restrooms

James C. Wallace Plaza Evaluation:

The site is in good condition. The overall visual quality of the site is good. The performance area provides a downtown venue for music and other performance arts.

Town Hall Property

Hours of Operation (Park): Dawn to dusk

Location: North Columbia Street and Airport Drive

Approximate Size: 1 acre

Facilities:

- Benches
- Tables
- Walks/path connections to street sidewalks

Town Hall Property Evaluation: The site is in very good condition. The overall visual quality of the site is good. However, shade from large trees on the site contributes to difficulties with grass establishment.

Westwood Park

Hours of Operation (Park): Dawn to dusk

Location: Off Dogwood Drive

Approximate Size: 1 acre

Facilities:

- Play structure
- Benches and picnic table

Westwood Park Evaluation: The wooded neighborhood site is within a short walking distance of local residents. On street parking serves the relatively few residents who drive to the site. The play equipment is in good condition and the overall visual quality of the site is excellent. There are no restroom facilities.

Deficiencies include:

- Poor signage
- Lack of seating/benches.

Special Use Facilities

Chapel Hill Community Center

Hours of Operation (Park): Dawn to 11:00 p.m.

Hours of Operation (Center): 5:30 a.m. – 10:00 p.m., Monday through Friday; 8:30 a.m. – 8:00 p.m., Saturday; 11:30 a.m. – 10:00 p.m., Sunday. The Center is open most holidays, but is closed for an annual 2-3 week maintenance shutdown each August/September.

Location: 120 South Estes Drive, south of Franklin Street and north of Fordham Boulevard

Approximate Size: 20,000 SF

Interior/Community Center Facilities:

- Gymnasium (wood floor for basketball)
- Climbing Wall (adequate for competitions, instruction, and open climbing)
- Center office (with storage room)
- Locker/changing rooms
- Meeting/activity room (875 SF)
- 183,000 gallon, 25-meter X 25-yard pool (with outdoor patio space)
- Small staff kitchen
- All seasons restrooms (these are convenient and available for park users)

Exterior Park Facilities:

- See Neighborhood Parks heading for Community Center Park for information on exterior/park facilities

Community Center Evaluation: The 20,000 SF center building receives extensive use. Using the center for concurrent multiple programs is very difficult due to the lack of space and the design of the building. Examples of design problems are listed below.

The gymnasium is used for basketball, the climbing wall, summer camp, and other activities. The indoor pool is used for recreational, competitive, and instructional swimming programs. The meeting/activity room is used for day camp programs, community meetings, as a game room, and houses the buildings' vending machines. The center also offers locker rooms and a very small kitchen to facilitate staff and day camp lunches.

This building is over twenty years old and has numerous problems created by the original design and the natural effects of aging. Problems noted include:

- The HV/AC system is inadequate.
- Ventilation in locker rooms is poor.
- Lacks air conditioning (or adequate ventilation) in the gym. Current conditions limit summer use.
- Inadequate office space for full-time and seasonal staff.
- Inadequate storage areas.
- Insufficient views from the office to the lockers for proper visual control/security

- Wood gymnasium floor is buckling.
- Portions of the building that appear to require renovation or replacement include the pool area roof, operable glass doors and windows, concrete block support walls, overhead lighting, and pool decking.
- Front entry area is insufficient for large crowds and vending machines. Single door system hampers efforts to maintain climate control.
- Gym cannot be segregated for multiple programs.
- Room sizes and acoustic problems in the gymnasium limit the Department's ability to program large group meetings, dances, or music-related programs.
- Kitchen is not connected to the activity room
- Vending machines are located in the meeting room which cause disruption of scheduled activities in the room

Hargraves Center/ Northside Gym / AD Clark Pool

Hours of Operation (Park): Dawn to 11:00 p.m.

Hours of Operation (Center): 1:00 p.m. – 9:00 p.m., Monday - Friday

Hours of Operation (Northside Gym): 10:00 a.m. – 9:00 p.m., Monday – Saturday; 1:00 – 9:00 p.m., Sunday

(Both indoor facilities are usually open 50 weeks per year; the pool is open May–September)

Location: 206 North Roberson Street, north of Rosemary Street

Approximate Size: Hargraves Center – 11,000 SF

Northside Gym – 9,800 SF

AD Clark Pool – 166,000 gallon pool and 2,000 SF bath house

Exterior Facilities:

- See Neighborhood Parks heading for Hargraves Park for information on exterior/park facilities and evaluation.

Interior & Pool Facilities:

- Community Center building (11,000 SF building that includes a 2,000 SF auditorium area, 210 SF computer room, 312 SF kitchen, and 740 SF meeting room.)
- Northside Gymnasium (9,800 SF including a 6,100 SF gym and 830 SF meeting room)
- AD Clark Pool (82 FT x 40 FT / 166,000 gallon outdoor lap pool and 20 FT diameter baby pool)
- All seasons restrooms (convenient and available for park users)

Special Note: The Center, pool, and bathhouse were undergoing a major capital repair program at the time this report was adopted. Completion of the renovation was scheduled for January 2003.
Hargraves Center, Pool and Gymnasium Evaluation:

Hargraves Center: The 11,000 SF center building is heavily used. The upper portion of the center building houses office space, game room/lounge space, education/computer room and a large open room with a stage area that is used for various programs. Acoustics are poor and hamper most programs. The lower portion of the building is leased for use as a daycare. The space used for this activity appears to be very crowded and storage space is at a premium. Disabled access to the building is poor, especially to the upper floor, restrooms, and stage.

Overall the facility is well maintained, however it would need to be expanded and improved if program growth is to be accommodated.

Northside Gymnasium: The gym is in very good condition and is heavily used; but it lacks the ability to accommodate multiple programs at any one time. The gym lacks storage space for equipment and supplies and could use additional meeting rooms. The gym has potential for expansion but increasing the size of its footprint would affect exterior facilities such as the pool, ballfield and basketball court.

AD Clark Pool: The bathhouse is in very poor condition. The building has inadequate lighting, rotting wood, poor ventilation, poor circulation patterns, and a lack of family changing facilities. Repairs to the bathhouse and pool have been identified in the Town's capital improvement program.

Lincoln Center

Hours of Operation: varies by program need

Location: Merritt Mill Road next to the Chapel Hill-Carrboro City Schools Administration office

Approximate Size: Gym – 10,700

Art shop – 5,200 SF.

Facilities:

- Arts Center (pottery studio)
- Gymnasium building (includes a stage)
- All season restrooms

Lincoln Center Evaluation: This former school site houses the Chapel Hill/Carrboro City Schools Administration Offices. The arts building and gym are used for Parks and Recreation Department programs. They are in good condition and are adequate for their current use. The future use of these facilities by the Parks and Recreation Department is in question because the lease expires in 2007.

Meadowmont Gymnasium

Special Note: The gymnasium was under construction at the time this Master Plan was adopted.

Hours of Operation (Park): Dawn to 11:00 p.m. (upon completion)

Hours of Operation (Gymnasium): To be determined

Location: Meadowmont Lane

Approximate Size: 7,000 SF

Interior/Gymnasium Facilities:

- Gymnasium (wood floor for basketball)
- Center office (with storage room)
- Locker/changing rooms
- All seasons restrooms (these are convenient and available for park users)

Exterior Park Facilities:

- See Community Parks heading for Meadowmont Park for information on exterior/park facilities

Gymnasium Evaluation: The 7,000 SF gymnasium was under construction at the time this report was adopted. It is expected to be used for basketball and other activities. The gym will also offer community restrooms and a small storage space.

Parks & Recreation Department Administrative Offices

Hours of Operation: 8:30 a.m. – 5:00 p.m., Monday through Friday, excluding holidays

Location: 200 Plant Road, adjacent to Community Center Park.

Facilities

- Staff offices
- Conference room
- Small lobby/reception area
- Large storage area (former repair area with roll-up doors)
- Fenced storage yard and storage shed (for use by Public Works Department)
- Parking for staff and visitors (also overflow for Community Center Park)

Park Administrative Offices Evaluation: The approximately 4,000 SF metal “Butler Building” was a former Transportation Department vehicle maintenance facility/garage that was subdivided into offices in 1978. Offices are adequately sized for the staff and they provide sufficient privacy to accomplish individual work tasks. The former garage works well as a storage area for recreation equipment. The parking lot and access to the building appear adequate for the facility. Overall the facility is in fair to good condition but there are building deficiencies such as:

- Insufficient number of offices to meet current needs.
- Insufficient meeting/conference room space.
- Interior layout is not efficient.
- Inadequate reception/lobby space for visitors.
- Inadequate heating/ventilation system.
- The exterior of the building is unattractive, out-of-place in a park setting, and fails to promote a positive image for the Department.
- The surrounding landscape plantings, while not totally inadequate, fail to soften the poor aesthetics of the building.
- The fenced storage area has insufficient landscaping to block views from adjacent residences and Community Center Park.

Joint Town/School Recreation Sites

There are four (4) school sites with recreation elements that are jointly operated by the Schools and Chapel Hill. Various agreements describe how the facilities are to be shared and who provides maintenance. Each of the agreements has an expiration date.

Culbreth School

Hours of Operation (Park): after school to 11:00 p.m.

Location: Culbreth Road

Agreement Expiration Date: 2007

Facilities: Softball/Baseball field (350 ft. to center field, lighted)

Culbreth School Evaluation: The ballfield lights are relatively old and on wood poles. The field is not irrigated.

Ephesus Park (Ephesus Elementary School)

Hours of Operation (Park): Dawn to 11:00 p.m.

Location: On Ephesus Church Road adjacent to Ephesus Elementary School

Approximate Size: 16 acres (Park and school site combined. Park site alone is 10 acres)

Park Facilities:

- Paved parking (12 cars)
- Lighted tennis courts (6)
- 3 seasons restroom building

Shared school facilities:

- Softball/Baseball field (280 ft. to center field, lighted and irrigated)

Ephesus Park Evaluation: The visual quality of the site is good due to the mature trees and vegetation that surround the courts. Increased landscape maintenance such as tree trimming/pruning and weed control would further improve the visual quality. The seasonal restroom facilities are in very poor condition and do not meet ADA accessibility standards. The tennis courts were resurfaced in July 2000 and are in excellent condition. The ballfield lights are relatively old and mounted on wood poles.

Phillips Park (Phillips Middle School)

Hours of Operation: Dawn to 11:00 p.m.

Location: South Estes Drive, part of the Phillips Middle School property

Approximate Size: 1 acre

Location: Phillips Park is a small site of approximately 1-acre located off Estes Drive adjacent to Phillips Middle School.

Agreement Expiration Date: This agreement has expired; however the Town and the Schools are operating the facility under the terms of the expired agreement.

Facilities:

- Off Street Parking (8 cars)
- Tennis Courts (4-lighted)
- Seating/Bleacher pads

Phillips Park Evaluation: Overall the condition of the site is fair to good. The facility receives moderate use. Parking is adequate. There are no restroom facilities. Accessibility to the courts appears adequate. Trees heavily shade the site, which is good for spectators and aesthetics, but a problem for maintaining the tennis court surface. Tree roots have caused the court pavement to uplift and debris from the trees (leaves and branches) has contributed to poor drainage and a discolored tennis court surface. The lighting and fencing are relatively old and are nearing

replacement. Tree shade has also made turf establishment difficult and bare ground and eroded areas are prevalent around the courts. Problems identified at the site include:

- Lack of site furnishings such as benches and picnic table.
- Damaged tennis court surface
- Eroded areas.

Scroggs School

Hours of Operation: Dawn to 11:00 p.m.

Location: Southern Village

Agreement Expiration Date: 2029

Facilities:

- Athletic/soccer field (lighted/irrigated)
- Play Structure (available when not in use by the school)
- Greenway trail (a portion of the Fan Branch Trail crosses the school property)

Scroggs School Evaluation: Overall the condition of the site is good to excellent. The site receives heavy use. Parking facilities are adequate. There are no restroom facilities. Accessibility to the field appears adequate. Although the field is new, the turf is showing signs of overuse.

Open Space

Chapel Hill has used a variety of tools to acquire a relatively large inventory of open spaces (including greenways). In 1996, the voters approved a \$3 million open space bond for additional land purchases. In 2000, the Town Council approved a plan to acquire open space properties throughout Town. Although the Town's open space holdings are extensive they are not large enough to adequately link parks, protect watersheds, preserve important biological habitats, preserve wildlife corridors, provide passive parks, and link all greenways identified in the *Chapel Hill Greenways Comprehensive Master Plan*.

Trails and Greenways

Detailed information is listed in the Town's adopted *Chapel Hill Greenways Comprehensive Master Plan* concerning the existing trail system. The following brief descriptions are provided for general identification purposes.

Battle Branch

- Dedicated in 1989
- Located partially on UNC campus next to Forest Theater
- One of longest protected natural areas in Chapel Hill
- Isolated upland forest of approximately 60-acres, recognized in the 1988 *Inventory of Natural Areas and Wildlife Habitats of Orange County North Carolina*.
- Combination of University-owned and Town-owned land (Emily Braswell Perry Park & Greendale Park)
- The 1.5-mile long unpaved greenway with some boardwalk sections and paved sidewalk is a combination of University controlled footpaths and Town maintained trails

-
- Connects Community Center Park, Bolin Creek Trail and UNC Campus

Bolin Creek Greenway

- Ten-foot wide paved woodland and meadow trail approximately 1.5-mile long
- Designed for multi-use, pedestrian and bicycle traffic
- Connects Airport Road with Community Center Park

Cedar Falls Trails

- Completed in 1979
- 1.2-mile unpaved woodland trail within Cedar Falls Park with some steep slopes
- Connects with the park's internal trail network such as the Jo Peeler Nature Trail
- Trail spurs connect the main loop with Lake Forest and Cedar Falls neighborhood, providing access to East Chapel Hill High School

Dry Creek Trail

- Unpaved trail
- Eagle Scouts completed the section from Perry Creek to Silver Creek and half of the section from East Chapel Hill High School to Silver Creek

Fan Branch

- Phase I completed 1996
- Paved woodland trail approximately 1-mile long along Wilson Creek and Fan Branch; both tributaries of Morgan Creek
- Additional phase to connect with future Southern Community Park

Lower Booker Creek Greenway

- Completed in 2002
- Ten-foot wide paved trail approximately 1-mile long with a bridge crossing Booker Creek
- Connects Booker Creek Road and Franklin Street

Tanyard Branch

- Dedicated in 1986
- .4-mile unpaved woodland trail within the Bolin Creek corridor
- Connects Northside neighborhood with Umstead Park

School Facilities

The Chapel Hill/Carrboro City School system services the towns of Chapel Hill and Carrboro and some surrounding areas. Both towns rely on school sites for some recreation programs. The following school sites are included in Table 2-1, Park and Recreation Facility Inventory. The towns and private recreation groups use some of the sites. Sites used by the Town are indicated by an asterisk (*). The schools have priority use of all facilities, especially during school hours and during after school programs. For this reason, the Department's use of school sites is limited. Local community athletic groups may have attained use of school sites for practices and games on an informal basis.

Chapel Hill High
East Chapel High
Seawell Elementary
Phillips Middle *
Ephesus Elementary *
Scroggs Elementary *

Frank Porter Graham Elementary
Culbreth Middle *
Estes Hills Elementary
Smith Middle *
Glenwood Elementary
Meadowmont Elementary (future) *

Significant Private Recreation Facilities

The following private sites have been included as part of the inventory of recreation facilities because of their significant impact on public use. There are many other private facilities such as apartment pools, swim clubs, and private play areas that also provide service to the public but on a very limited basis.

Rainbow Soccer Site:

Facilities:

- Five (5) fields adjacent to Cleland Road with portable toilets, and insufficient parking.

YMCA:

The YMCA located at the intersection of Estes Drive and Airport Road is the largest private recreation provider open to the general public and includes the following facilities:

- Indoor pool (6 lanes x 25 yards)
- Gymnasium (6,000 SF)
- Aerobics/exercise room (3,000 SF)
- Weight and cardio room (1,300 SF)
- Steam room
- Sauna
- Outdoor play area (3,500 SF)
- Sports field area (21,600 SF)
- Camp Clearwater (24 acres off Mt. Carmel Road)

UNC – Recreation Facilities

University of North Carolina (UNC) recreation facilities are noted below because they provide recreation opportunities to anyone affiliated with UNC including faculty, staff, and students. (Note: the sites are not included in Table 2-1, Park and Recreation Facility Inventory because most of the sites are not generally open to the public). Facilities that are generally available to the public include Finley Golf Course, NC Botanical Garden, portions of the Adventures Outdoor Education Center, and the frisbee golf at Carmichael Field.

- Finley Golf Course – 18-hole course with practice areas, driving range and putting greens.
- Woollen Gym – (8) basketball courts, golf practice area, weight training facility, physical education classrooms, (2) racquetball courts, lockers, and Campus Recreation Office.

-
- Bowman Gray Pool – (extension of Woollen Gym) 50-meter pool with (50-meter, 25-meter and 25-yard swim lanes).
 - Women’s Gym – (behind Bowman Gray) dance studios A and B, and HEELS for Health, the university's faculty/staff wellness program.
 - Kessing or Navy Outdoor Pool – L-shaped pool for recreational lap swimming (spring break through fall break, weather permitting).
 - Fetzer Gym – (2) large gyms (for basketball, volleyball, badminton and team handball), gymnastics gym, indoor climbing wall, fencing/multi-purpose room, wrestling room, (6) squash courts, (15) racquetball courts (4 can be converted to wallyball), and locker rooms.
 - Student Recreation Center –20,000 sq. ft. weight training/fitness facility, (2) large aerobics/dance studios, administrative offices, and the Wellness Resource Center.
 - Carmichael Field – large multi-purpose field for intramural soccer, softball, flag football, and ultimate frisbee (2- lighted fields).
 - Carolina Adventures Outdoor Education Center – (outdoor education component of the Campus Recreation Program) 18-hole frisbee golf course, high and low element challenge ropes course, mountain bike trails, sand volleyball courts, tennis courts, horseshoe courts, bouldering wall, resource center, and equipment rental building
 - Ehringhaus Field – large lighted multi-purpose field for sport club use.
 - Cobb/Joyner Tennis and Basketball Complex – (11) tennis courts, and (6) basketball goals.
 - Hinton-James Tennis Courts – (8) tennis courts.
 - Roller hockey surface - located at the Craige overflow parking lot.
 - North Carolina Botanical Gardens – Extensive trails and interpretive center located off of Fordham Boulevard.

CHAPTER 3

COMMUNITY NEEDS ASSESSMENT

A thorough needs assessment is a critical step that should be completed prior to the establishment of goals and objectives for future recreation plans. The assessment can also be used to support decisions related to the allocation of resources for development of programs and facilities and provide information needed to develop strategies for implementing allocation decisions.

Community needs for recreation programs and park facilities were determined by using various assessment techniques including:

- Community Input
 - project advisory committee review
 - focus group interviews
 - public forums
- State and National Assessments
- Standards
 - park classifications and land requirements
 - facility standards

Community Input

One of the most important elements in the preparation of a comprehensive master plan is the solicitation of public comment on the perceived recreation and park needs of the community. The input gathered from the community involvement process can then be cross-checked with established recreation standards and survey approaches.

It is imperative that a master plan be community-driven if it is to truly identify the unique recreation needs of the citizens it is intended to serve. Community input can identify both needs and priorities that would be missed by surveys or standards. An effort was made to involve as many citizens as possible in the planning process. Knowing that Chapel Hill is composed of citizens who represent a wide range of recreational needs, the public involvement process was formatted in an effort to reach many of the special interest groups in the community. Seven separate meetings were scheduled with focus groups to discuss recreation and park issues from September 24-26, 2000. Each group focused on discussing its own special needs and interests but members also contributed comments as individuals concerning issues or needs they felt were important to the entire community. The special interest groups included:

- Youth/Teens
- Minority Issues
- Arts-Dance-Community Events
- Community Leaders
- Athletics & Aquatics
- Seniors Adults-Special Populations
- Parks-Open Space-Greenways-
Outdoor Sport & Environmental
Education

Each group was asked to identify pressing or important issues pertaining to recreational services, programs, and facilities provided in the area.

Focus groups were followed by a community-wide public workshop, which was held on September 27, 2000. All the input statements from the special interest group meetings were displayed at the workshop, and participants were given the opportunity to read the statements concerning the various needs of the community. Participation at the information workshops and the public forum was generally low; however the quality of input was very high.

In addition to the public workshop input, written statements from Town citizens or groups were received and incorporated into the public involvement process and another public meeting was held on January 18, 2001 to review the needs assessment and preliminary recommendations of the master plan.

Information generated from the process has been included in Appendix C. The information has been organized into facility, program, policy, or funding statement categories (they are also further identified by focus group meeting). It is important to note that the statements are not listed in priority order.

The participants identified many needs and concerns; however the following is a summary of the major themes found in the community input needs assessment:

- Build more facilities especially pools, athletic fields, indoor multi-purpose space, gymnasiums and facilities targeted for seniors
- Improve existing sites and facilities
- Continue the greenway program
- Improve the variety of programming and outreach efforts (kids at risk, special populations, and transportation)
- Improve promotion and awareness of programs
- Make access to registration more user-friendly (more than one location, web access etc.)
- Maintenance issues should be addressed
- Partnerships will be more important in the future (schools, county, public, private, UNC etc.)

State and National Assessments

Surveys designed to determine the demand for outdoor recreation have been conducted on the national level by the President's Commission on Americans Outdoor (1985), National Sporting Goods Association (1997), and the United States Forest Service (1984-1995). Additionally, the State of North Carolina conducted a statewide survey in 1989.

The importance of reviewing the surveys is to identify trends in participation for specific recreational activities or facilities. A brief review of the above mentioned surveys indicates there are a few common activities that people found popular and should be taken into consideration when developing new parks or programs. Overall, the trends for outdoor recreation participation observed in the four surveys indicate continued growth in the demand of outdoor recreation opportunities, facilities, and services. Appendix D, National Trends, provides more detailed information concerning each of the surveys.

Common activities from the surveys: The following 10 activities were found within the top 15-activities of the four surveys:

-
- Walking (for pleasure or exercise)
 - Swimming (pool or non-pool)
 - Biking
 - Attending sporting events
 - Playing sports
 - Picnicking
 - Visiting natural sites (for scenery, sightseeing, etc)
 - Hiking
 - Fishing
 - Boating

Activities that appear to be gaining in popularity: The trend is based on the activities participation rates are growing faster than the population growth rate (see Appendix D)

- Bird watching
- Hiking/backpacking
- Downhill skiing
- Attend outdoor concert and plays
- Off-road driving
- Walking
- Motor boating
- Swimming (non-pool)
- Attend sports event
- Golf
- Camping (primitive & developed sites)

Standards

Local and national standards can be useful in determining minimum requirements. However, it is recommended that Chapel Hill establish its own standards to reflect the expressed needs of the Town's citizens and the Town's economic, administrative, operational, and maintenance capabilities.

Traditionally, the recommended quantity and distribution of recreation land and facilities within a community, or for a specific user group, can be determined by standards established by the recreation and park industry.

The National Recreation and Park Association (NRPA), in their publication *Recreation, Park and Open Space Standards and Guidelines*, edited by R. A. Lancaster (1995) define recreation and park standards in this manner:

"Community recreation and park standards are the means by which an agency can express recreation and park goals and objectives in quantitative terms, which in turn, can be translated into spatial requirements for land and water resources. Through the budget, municipal ordinances, cooperative or joint public-private efforts, these standards are

translated into a system for acquisition, development and management of recreation and park resources."¹

The publication further describes the role standards have in establishing a baseline or minimum for the amount of land required for various types of park and recreation facilities. In addition, standards correlate recreational needs into spatial requirements and provide justification for recreational expectations and needs.

Park Classifications and Land Requirements

The Master Plan preparation process included reviewing recreation standards developed by organizations including the National Recreation and Park Association (NRPA), the North Carolina Department of Environment Health and Natural Resources (NCDEHNR), and master plans for cities of similar size. In addition, specific characteristics such as local natural resources, economic conditions, land use availability, cultural preferences and community needs contributed to the formation of Chapel Hill recreation standards.

The recommended standards for park classifications and land area requirements are described below and itemized in Table 3-1. The park classifications conform to one of three general categories: places for active recreation, resource-oriented areas, and specialized facilities. Space requirements, typical facilities and programs, and unique environmental features further define the park types.

Regional Parks

A regional park serves several communities or a multi-county region within a one-hour driving distance. Approximately 10 acres per 1,000 population is served and the park is generally 1,000 acres or more. A regional park provides diverse and unique natural resources for outdoor recreation such as nature viewing and study, wildlife habitat conservation, hiking, camping, canoeing, and fishing. Usually 80% of the land is reserved for conservation and natural resource management with less than 20% of the site developed for active recreation. Active recreation areas could consist of play areas, open fields for informal use, golf, boating, hiking, lodging, and a conference center. It is common for these types of parks to become specialized in their offerings to the public. Many regional parks can be considered a “destination park.” Typical regional parks in the area are Eno River State Park, William. B. Umstead State Park, Raven Rock State Park, Falls Lake, and Jordan Lake. All are located within one hour of Chapel

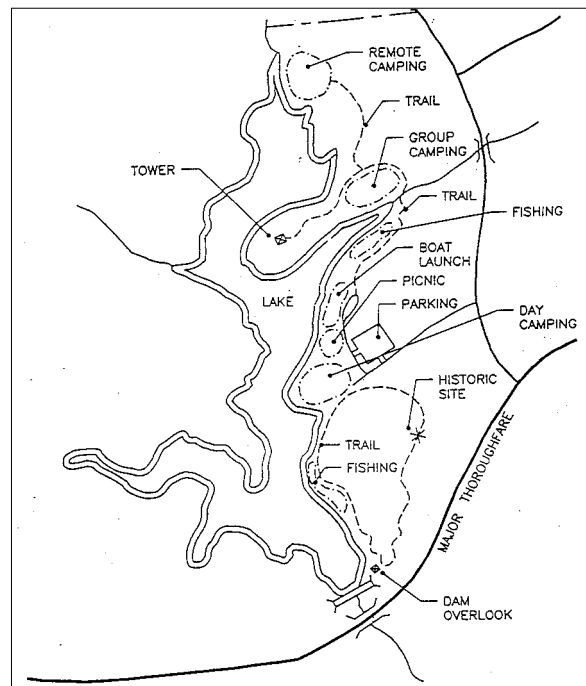


Exhibit 3-1—Regional Park

¹ Source: NRPA Recreation, Park and Open Space Standards and Guidelines, 1983 edition.

Hill Exhibit 3-1 illustrates a typical regional park.

District Park

A district park typically provides more diverse recreational opportunities than the regional park, on somewhat smaller parcels on land. As with regional parks, district parks emphasize passive recreational opportunities, but they usually also include active recreational facilities. A district park usually serves a 5-8 mile service area, contains a minimum of 10 acres per 1,000 population, and generally contains 200-999 acres of land. West Point Park in Durham is an example of a district park/facility in the area.

District parks normally include an indoor recreation building or an interpretive center that reflects the character of the park. Active recreational facilities located in a district park can include active play areas, ballfields, hard surface courts, golfing, swimming, boating, multi-purpose play fields, picnic facilities, and various types of trails.

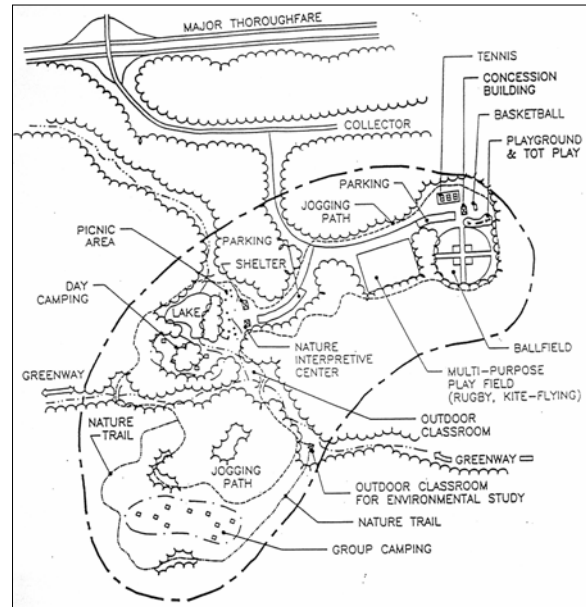


Exhibit 3-2—District Park

Many district parks are specialized in their offerings to the public and draw participants from throughout the community. Exhibit 3-2 illustrates a typical district park.

Community Park

A community park is usually accessible to several neighborhoods, depending on local needs and the population distribution at the time it was developed. When possible, the park may be developed adjacent to a school. Community parks can provide recreational opportunities for the entire family and typically contain areas suited for intense recreational purposes such as recreation center buildings, athletic fields, swimming pools, tennis courts, and walking/jogging trails. These parks may also possess areas of natural interest for outdoor activities such as viewing, sitting and picnicking.

Community parks have an average service area of 2-3 miles and require a minimum of 3-5 acres per 1,000 population served. Community parks should be at least 25-40 acres in size and can generally be up to 199 acres in size. Exhibit 3-3 illustrates a typical community park. Municipal governments typically provide community parks. However, county governments sometimes provide parks of this nature. Homestead and Cedar Falls Parks are examples of

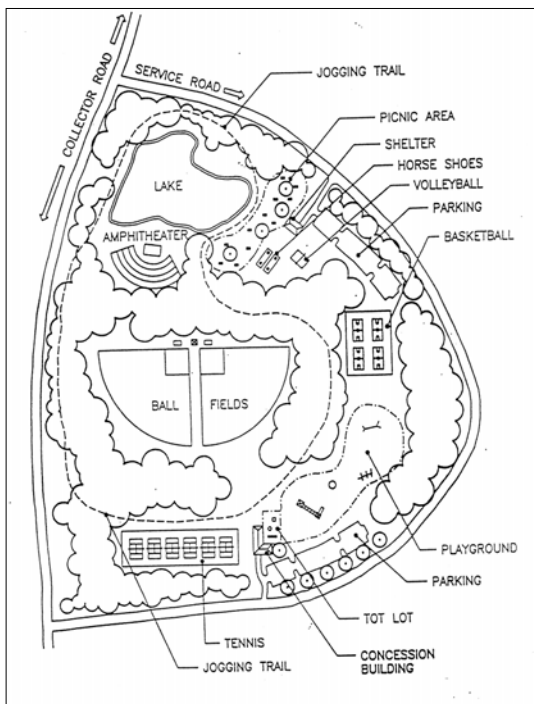


Exhibit 3-3—Community Park

community parks in Chapel Hill

Neighborhood Park

Neighborhood parks are usually designed to serve a population of up to 5,000, but in many instances even more people are served. These parks require 1-2.5 acres per 1,000 population served. Neighborhood parks should be 5-24 acres in size, although many times they are smaller. The neighborhood park typically provides recreational facilities such as courts, craft facilities, playground apparatus, picnic tables/shelters, and space for quiet/passive activities.

The service radius for a neighborhood park is one-half to one mile. Parks should be easily accessible from a neighborhood through safe walking and biking access. Parking may or may not be required. Where feasible the activity areas are balanced between quiet/passive activities and active play. This type of park may be developed as a school/park or community center facility. Exhibit 3-4 illustrates a typical neighborhood park. Municipal governments normally provide neighborhood parks. Hargraves and North Forest Hills Parks are examples of a neighborhood parks in Chapel Hill.

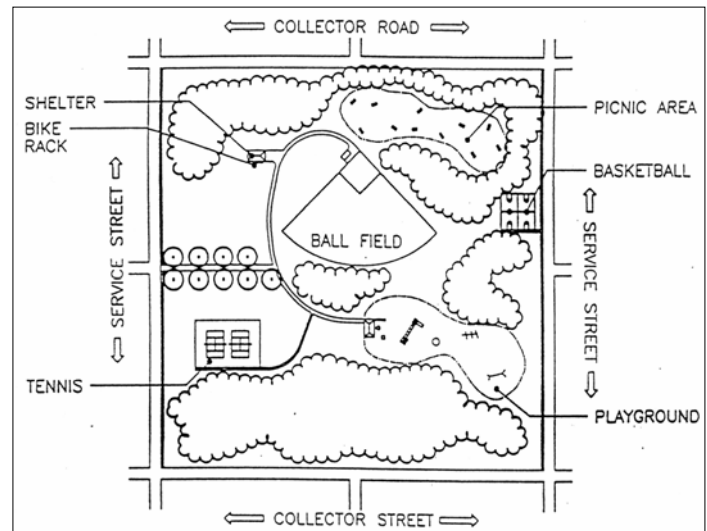


Exhibit 3-4—Neighborhood Park

Mini-Park

A mini-park is characterized by relatively small size (approximately an acre or less). Its specialized facilities are usually planned to serve a specific segment of the population (i.e., tot lots or senior citizens). This park is typically located close to higher density neighborhoods such as apartment complexes, townhouse developments and housing for the elderly. The service area for a mini-park is normally less than 1/4 mile. Exhibit 3-5 illustrates a typical mini-park. Municipal governments usually provide Mini-parks. An example of a mini park is Westwood Park.

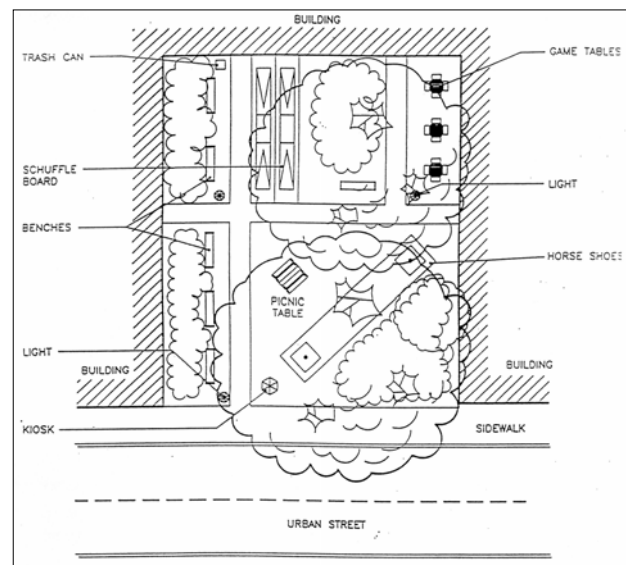


Exhibit 3-5—Mini Park

Greenway/Linear Park

A linear park is an area developed for one or more varying modes of recreational travel such as hiking and biking. Often times the linear park will be developed to connect recreational facilities, as well as schools and residential neighborhoods.

The acreage and service area of a linear park is variable and subject to existing natural and man-made features, the existence of public right-of-way, and the public demand for this type of park. In some cases, a linear park is developed within a larger land area designated for protection and management of the natural environment, with the recreation use a secondary objective. Exhibit 3-6 illustrates a typical linear park. All levels of government can provide these parks. An example is the Bolin Creek Greenway.

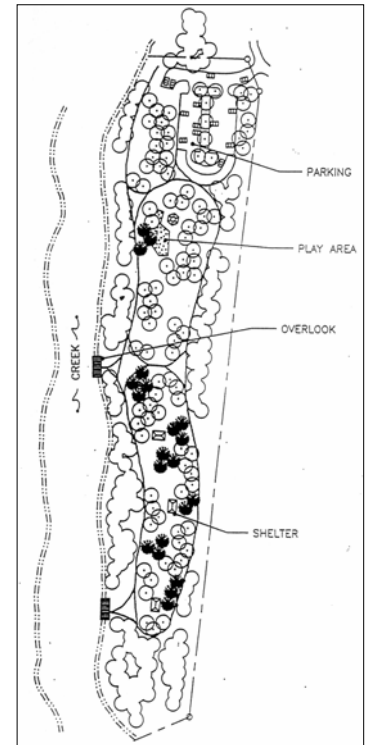


Exhibit 3- 6—Greenway/Linear Park

Unique or Special Areas

Unique or special areas exist to enhance or utilize a special man-made or natural feature. They can include beaches, parkways, historical sites, sites of archeological significance, arboretums, conservation easements, flood plains, etc. Minimum standards relating to acreage or population have not been established by the park and recreation industry for this category. A size that is sufficient to protect and interpret the resource, while providing optimum use is considered desirable. Special use parks can be provided by all levels of government. Examples include the University’s Botanical Garden and Coker Arboretum.

Classification of Existing Chapel Hill Parks		
District Parks (none within Orange, closest is Durham’s West Point Park)		
Community Parks: (5- sites)		
Homestead Park	Cedar Falls Park	Carrboro-Anderson Park
Planned Meadowmont Park	Planned Southern Comm. Park.	
Neighborhood Parks: (10 sites)		
Burlington Park	Community Center Park	Hargraves Park
Jones Park	North Forest Hills Park	Oakwood Park
Pritchard Park	Umstead Park	Culbreth Middle School*
Phillips Middle/Estes Elem.*		
Mini-parks		
Various downtown sitting areas	Town Hall property	Westwood Park
Fire Station#2	James C. Wallace Plaza	

Special Use Sites:		
C-H Community Center	Ephesus Tennis	Greenway/Trails (7 mi.- 6 sites),
Hargraves Center/AD Clark Pool	Lincoln Center (gym & arts)	Merritt Pasture
Phillips Tennis		
* School sites with facilities and acreage that provide neighborhood park service		

Evaluation of Park Land Needs

The minimum parkland requirement (in acres) for the total population of Chapel Hill is provided in Table 3-2 “Total Park Site and Acreage Requirements” (located at the end of this Chapter). The acreage requirements are based upon the population ratio method (acres of parkland per 1,000 population) established for each park classification in Table 3-1. Total population figures and projections used for the evaluation are from *the Town of Chapel Hill 2000 Data Book* (some information updated in 2001). A review of demographic and land use information pertinent to recreation planning is provided in Appendix- A and Appendix-B of this report.

The types of parks that will be needed by 2011, based upon the acreage standards provided in Table 3-1, include District Parks, Community Parks, Neighborhood Parks and Mini-parks. The recommended total acreage for these parks is shown in Table 3-2 (located at the end of this Chapter) and can be described in general as follows.

2011 Total Park Acreage Identified by Standards:

District Parks: 283 acres or approximately 1 park for the total population of Chapel Hill.

Community Parks: 170-283 acres for the Town population or approximately 4-6 community parks.

Neighborhood Parks: 113 acres for the Town population or approximately 10-11 neighborhood parks

Mini-Parks: 14 acres or approximately 13-14 sites.

Table 3-2 further identifies 2011 land needs for individual park types when taking into consideration existing park sites. These land needs are described as follows:

Land/Acreage Needs for 2011 (when accounting for existing park acreage)

Regional Park Land — Existing acreage is adequate (over 13,000 acres available).

District Park Land — Need 283 acres, (standards identify 283 acres and none exist).

Community Park Land — Existing acreage is adequate (standards identify 283 acres, 272 acres exist w/future sites). * However, individual facility needs may require more sites due to the proportion of undeveloped land at some parks.

Neighborhood Park Land — Need 29-acres, (standards identify 113 acres, 84-acres exist including 2 schools)

Mini Park/Tot Lots Land — Need 10 acres, (standards identify ±14-acres, 3-4-acres exist).

Open Space

While it is feasible and appropriate to adopt population-based standards for parkland and facilities, it is not as easy to calculate open space standards. Perhaps the most appropriate standard is a determination by the community that certain open space areas are necessary to protect significant natural areas. The majority of open space in southern Orange County is owned by Orange County, Town of Chapel Hill, U.S. Army Corp of Engineers, UNC and Duke University. Private land conservation agencies such as the Triangle Land Conservancy hold some tracts. The majority of potential open space areas is privately held and could eventually be developed.

Public open space is defined as any land acquired for the purpose of keeping it in a permanent undeveloped state. The functions of such land include protection of:

- Drainage areas for water supplies (watersheds)
- Areas which are particularly well suited for growing crops (farmland preservation)
- Attractive waterways
- Spaces between communities to prevent urban sprawl (greenbelts/rural buffer)
- Wildlife habitats
- Wetlands
- Natural areas
- Entranceways
- Scenic vistas
- Flood plain areas

Facility Standards

Minimum standards for recreational facilities (i.e. ball fields, courts, outdoor areas, etc.) have been developed for Chapel Hill in accordance with industry guidelines established by the NRPA, and NCDEHNR. Identified in Table 3-3, “Standards for Public Facilities”, are the minimum recreation facility standards that may be used to compare Chapel Hill with other public entities in North Carolina and the United States.

Evaluation of Facility Needs

The number of public facilities needed in Chapel Hill through 2001-2011 is identified in Table 3-4, “Public Facilities Needs Analysis”. UNC recreation sites have not been taken into account. Using standards, the following individual facility needs were identified for 2011 and should be considered when planning future parks or improvements to existing sites:

- Softball/baseball fields
- Multi-purpose athletic field (lacrosse, soccer, football etc)
- Volleyball courts
- Picnic shelters/facilities
- Playground areas
- Trails (walking, jogging etc.)
- Swimming pools/facilities
- Recreation centers (with meeting facility space)

Table 3-1 Chapel Hill Park Classification and Land Area Requirements (With comparison to state and national standards)				
Park Type Standard	Acres/1000 Population	Minimum Acres	Population Served	Service Area
Regional Park				
National	10	1000	Sev. Communities	1 hr. drive
State	20	1000	Sev. Communities	1 hr. drive
<i>Chapel Hill</i>	<i>10</i>	<i>1000</i>	<i>100,000</i>	<i>±50-60 mi. rad.</i>
District Park				
National	5-10	200	Sev. Communities	1/2 hr. drive
State	10	200	Sev. Communities	15-20 mi. radius
<i>Chapel Hill</i>	<i>10</i>	<i>200</i>	<i>15,000 -20,000</i>	<i>8-10 mi. radius</i>
Community Park				
National	5-8	25+	Several Neighs.	1-2 mile radius
State	8	25+	20,000	1-3 mile radius
<i>Chapel Hill</i>	<i>3-5</i>	<i>25-30+</i>	<i>5,000 – 15,000</i>	<i>2-3 mile radius</i>
Neighborhood Park				
National	1-2	15+	5,000	¼-½ mile
State	2	6-8	4,000	¼-½ mile
<i>Chapel Hill</i>	<i>1-2</i>	<i>5-15</i>	<i>4,000-5,000</i>	<i>½ mile</i>
Mini Park				
National	.25	1	Adjacent Neigh.	¼ mile
State	-	-	500-2,500	-
<i>Chapel Hill</i>	<i>.25</i>	<i>.25-1</i>	<i>Adjacent Neigh.</i>	<i>¼-½ mile</i>
Special -Use or Linear Park				
National	Varies	Varies	Varies	Varies
State	30	Varies	Varies	Varies
<i>Chapel Hill</i>	<i>Varies</i>	<i>Varies</i>	<i>Varies</i>	<i>Varies</i>

**Table 3-2
Chapel Hill
Total Park Sites and Acreage Requirements**

PARK TYPE		YEAR & POPULATION				
<i>Population</i>	2000	2005	2011	Existing	2011 Need	
Regional Parks**¹						
+1000 acre park	487	525	565	+13,000	0 acres	
(10 Ac/1000)	<i>N/A sites</i>	<i>N/A sites</i>	<i>N/A sites</i>	<i>6 sites¹</i>	<i>0 sites</i>	
District Parks**²						
200-999 acre park	244	262	283	N/A	283 acres	
(5 Ac/1000)	<i>1-2 sites</i>	<i>1-3 sites</i>	<i>1-3 sites</i>	<i>0 sites²</i>	<i>1 site</i>	
Community Parks³						
25-199 acre park (+40)	244	262	283	272.0	11 acres	
(3-5 Ac/1000)	<i>3 sites</i>	<i>4 sites</i>	<i>4-5 sites</i>	<i>4 sites³</i>	<i>0 sites</i>	
Neighborhood Parks⁴						
2-24 acre park (10)	97	105	113	84.0	29 acres	
(2 Ac/1000)	<i>7-8 sites</i>	<i>8 sites</i>	<i>9 sites</i>	<i>10 sites⁴</i>	<i>2-3 sites</i>	
Mini Parks⁵						
1-4 acre park (1)	12.2	13.1	14.1	3-4 ac.	10.1 acres	
(.25 Ac/1000)	<i>12 sites</i>	<i>13 sites</i>	<i>14 sites</i>	<i>5 sites⁵</i>	<i>9-10 sites</i>	
Greenway or Special Use Parks⁶						
(no std.)	N/A	N/A	N/A	150+	N/A	
	<i>Varies</i>	<i>Varies</i>	<i>Varies</i>	<i>12 sites⁶</i>		

1. Regional Parks include: Eno River State Park (±2,064 ac), Raven Rock State Park (± 2,847 ac), Wm. B. Umstead State Park (± 5,334 ac), Jordan Lake St. Rec. Area (±1,925 ac, & 13,900 ac.-lake), Falls Lake St. Rec. Area (access areas = ±1,026 ac, lake = ±11,600 ac. total protected land = ±26,000 ac.), and Mitchell Millpond St. Rec. Area (±67 ac). These sites provide regional park service for the area and their service radii encompass Chapel Hill.

2. District Parks/Facilities Include = N/A in Orange County (Durham Sites such as West Point could be included, 388 ac.)

3. Community Parks include: Homestead Park (±65 ac), Cedar Falls Park (64 ac.), Future Southern Comm. Park, (±73 ac.), Future Meadowmont Park (70 ac.) (Note: Carrboro's Anderson Comm. Pk. (55 ac) service area overlaps Chapel Hill)

4. Neighborhood Parks listed include: Hargraves Park (10 ac.), Umstead (16 ac.), North Forest Hills (10 ac.), Oakwood (2 ac.), Jones (10 ac.), Burlington (5 ac.), Community Ctr. Park (10 ac.), Pritchard (5 ac.), School site = Culbreth Middle (10,ac), Phillips Middle/Estes Elem. (6 ac),

<p align="center">Table 3-3 Chapel Hill Standards for Public Recreation Facilities</p>			
Facility	National Standard/ 1000 pop.	State Standard/ 1000 pop.	Chapel Hill Standard/ 1000 pop.
<p>Play Fields</p> <ul style="list-style-type: none"> Adult Baseball Youth Baseball/Adult Softball Athletic/Soccer (lacrosse, football, soccer) 	<ul style="list-style-type: none"> 1/20,000 N/A 1/5,000 	<ul style="list-style-type: none"> 1/15,000 N/A 1/5,000 	<ul style="list-style-type: none"> 1/20,000 1/4,000 1/3,000
<p>Courts</p> <ul style="list-style-type: none"> Basketball Tennis Volleyball Racquetball Shuffleboard Horseshoe 	<ul style="list-style-type: none"> 1/5,000 1/2,000 1/5,000 1/10,000 1/2,000 1/2,000 	<ul style="list-style-type: none"> 1/5,000 1/2,000 1/5,000 N/A N/A N/A 	<ul style="list-style-type: none"> 1/5,000 1/2,000 1/5,000 1/10,000 1/5,000 1/2,000
<p>Outdoor Areas</p> <ul style="list-style-type: none"> Picnic Tables Picnic Shelters Playground Activities Trails <ul style="list-style-type: none"> - Hiking/Nature/Interpretive - Fitness/Jogging Tracks Amphitheater 	<ul style="list-style-type: none"> 1/125 1/2000 N/A - 1/region 1/region 1/20,000 1/20,000 	<ul style="list-style-type: none"> N/A N/A 1/1,000 - .4 mile/1,000 .2 mile/1,000 1/20,000 N/A 	<ul style="list-style-type: none"> 1/500 1/2,500 1/2,000 combined trails (.3mile/1,000 or 1mi./3,300) 1/20,000 1/20,000
<p>Specialized</p> <ul style="list-style-type: none"> Recreation Center w/gym Recreation Center w/o gym Swimming Pool (min. 25yd) Competition Pool Gymnasiums Auditoriums Golf Course Bicycling 	<ul style="list-style-type: none"> 1/25,000 1/10,000 1/20,000 1/50,000 1/20,000 1/20,000 1/25,000 1 mile/2,000 	<ul style="list-style-type: none"> N/A N/A 1/20,000 N/A N/A N/A 1/25,000 1 mile/1,000 	<ul style="list-style-type: none"> 1/25,000 1/10,000 1/10,000 1/50,000 1/20,000 1/20,000 1/25,000 1 mile/2,000

**Table 3-4
Chapel Hill
Public Recreation Facilities Needs Analysis**

FACILITY TYPE	YEAR AND POPULATION					
	<i>Population</i>	2000 <i>48,715</i>	2005 <i>52,480</i>	2011 <i>56,536</i>	Existing	2011 Need
Fields						
Adult Baseball		2	3	3	2 ¹	1
Baseball/Softball		12	13	14	11 ¹	3
Athletic/Soccer		16	17	19	12 ²	7
Courts						
Basketball		10	10	11	23 (10/13)	0
Tennis		24	26	28	33 ¹	0
Volleyball		10	10	11	2	9
Racquetball		5	5	6	-	6
Shuffleboard		10	10	11	-	11
Horseshoe		24	26	28	-	28
Outdoor Areas						
Picnic Shelters		19	21	23	8	15
Playground Areas		32	35	38	20 ¹	18
Trails (miles)						
-Hiking/Nature/Fitness/Jogging		15	16	17	7	10
Tracks		2	3	3	3 ¹	0
Archery/Shooting Area		1	1	1	-	1
Amphitheater/Outdoor Stage		2	3	3	1	2
Specialized						
Rec./Community Center w/gym		2	2	2	2	0
Rec. Neighborhood Center w/o gym		5	5	6	-	6
Swimming Pool (25m/25yd)		5	5	6	2/1	2
Swimming Pool (50m)		1	1	1	-	-
Golf Course		2	2	2	2 ³	0
Bicycling route		24	26	28	25 ⁴	3

¹ Includes school facilities (outdoor/indoor)

² Includes schools sites and Rainbow soccer fields

³ Privately owned open to the public

⁴ Bicycle routes include signed routes along roadways

These standards are for the entire community some additional acilities may be necessary to serve neighborhoods or geographical areas of the town.

CHAPTER 4

MASTER PLAN PROPOSALS AND RECOMMENDATIONS

Introduction

The challenges for the future are to maintain the current inventory of parks and facilities in safe, useable, and enjoyable condition, while at the same time providing new facilities for a growing and changing population. The recommendations provided in this chapter are based on a number of sources including the public input process, standards, professional evaluation of current inventory, and a comparison with national and state standards.

The following are key factors that influenced the recommendations found in this report:

Anticipated population growth will place additional burdens on the existing facilities within the Town.

It is expected that citizen's interest and demand for “quality leisure services” and additional facilities will increase.

Citizens expect local government to be a major provider of recreational services at a price that would accommodate as many people as possible.

The Comprehensive Plan identified both public interest in providing improved recreation sites and the difficulty the Town faces in finding available land for these sites.

“Widespread community interest in recreational activities makes the provision of parks a priority for the Town. However, because Chapel Hill is largely built out, the Town faces constraints in attempting to provide additional park and recreation facilities to serve its residents.”

The Comprehensive Plan also recommends that a variety of strategies be considered to provide increased recreational opportunities including:

- Evaluate Town owned property for park development, particularly for establishing neighborhood parks in areas of need.
- Evaluate redevelopment sites for acquisition and development.
- Enhance existing sites to improve utilization.
- Ensure that new development provides recreation facilities for its future users.
- Pursue cost sharing and joint-use agreements with other agencies (Schools, County, etc.)

In order to present a realistic plan for meeting the recreational needs of the future, master plan scenarios were developed as part of the overall planning process. Each scenario was evaluated as to how well each addressed the recreational needs of the Town. Preliminary recommendations were presented and reviewed with staff and advisory team members, prior to a public information forum on January 18, 2001. The purpose of each meeting was to refine the proposals for inclusion in the final report for public presentation and adoption by Town Council. This section of the Master Plan presents the final proposals and recommendations that are the result of this process.

The recommendations have been divided into the following categories:

- Recreation Providers
- Parks and Facilities
- Priorities

Recommendations – Recreation Providers

No one group can be held solely responsible for providing all of the programs and facilities in the community. Meeting the recreational needs of the community requires joint efforts between various recreation providers. The following recommendations outline basic guidelines for the Town to follow in providing service to its residents and in working with other recreation providers identified in the area. See Appendix E for more detailed information concerning the roles of individual providers as identified within the context of this plan

Chapel Hill

The Town should continue to provide park and recreation facilities for use by Town residents. Specifically, the Town should:

- Continue to provide parks and special facilities.
- Support and maintain existing facilities
- Expand and improve facilities where appropriate.
- Continue to implement the greenways plan by preserving open space/greenway corridors, building trails, and working with neighboring jurisdictions to create links with Durham, Carrboro and the County.
- The Master Plan also recommends that the Town develop a plan that incorporates bike paths, bike routes, sidewalks and greenway trails to provide a coordinated system of connecting neighborhoods to parks and public spaces.
- Develop better partnerships with a wide variety of agencies and governmental entities for the provision of facilities and programs.
- Work on an updated formal joint-use agreement with the Schools for use of existing and future school sites. The Department should be involved with designs for new school sites to create school-recreation opportunities that are specifically for “Joint Use”.

Orange County

The County has a Master Plan that was adopted in 1988. However, recent County planning initiatives have gone beyond the recommendation of the 1988 Report and have affirmed the premise that Orange County should develop and maintain park and recreation facilities for all County residents. Town support should focus on encouraging the County to build at least one district park in Chapel Hill Township. The County has purchased land for a district park near Eubanks Road and has bond approved for phase 1 development.

Chapel Hill should continue to seek appropriate levels of financial assistance from the County for new construction of facilities, particularly those that would naturally serve populations outside of the Town limits.

The County has provided for significant levels of funding for Town projects from bonds approved by the voters in 1997 and 2001. Some bond funds have been used, some bonds

have been sold but not used, and some have not yet been sold. The following are the total funds raised for Chapel Hill projects from both bond referendums:

- Greenways (\$1,000,000)
- Homestead Park (\$1,000,000)
- Homestead Aquatics Center (\$3,500,000)
- Southern Community Park (\$3,000,000)

The Town should work with the Orange County Environment and Resource Conservation and Recreation and Parks Departments to search for collaborating opportunities on future projects such as larger parks, greenway connections, sports field complexes, pools, and other special facilities. See Appendix E for more detailed information concerning the role of Orange County within this plan.

Other Towns/Municipalities

The Town should work directly with Carrboro, Orange County, and Durham whenever possible to plan and fund regional and interlocal parks and facilities.

Carrboro, like Chapel Hill, will likely concentrate on providing community parks, neighborhood parks, and special facilities. Lack of resources such as land, funding or facilities will likely encourage Carrboro to look for teaming opportunities with Chapel Hill, the Schools, and Orange County. This is especially true when developing capital-intensive items such as recreation centers and pools. Chapel Hill and Carrboro should also team more actively in providing programs and services.

Durham provides a wide range of parks and recreation facilities and programs and offers substantial potential as a partner for greenway/trail connections. Opportunities for partnerships should be investigated if they promise to deliver an equitable service to Town residents for expenditures made.

Recreation needs of all county citizens might be best met if other towns in Orange County offered additional recreational programs and facilities for their own communities. This would require the towns to begin supporting recreation by providing local funding or creating partnerships. Other communities in the area could enhance efforts to provide recreation departments and/or services of their own by seeking funds made available through grant programs. Most grant programs are geared to assist communities and associations in funding park and recreation projects based on need and local commitment (NC- PARTF, LWCF etc.) Additionally, the towns could search for teaming opportunities with other governmental agencies and the private sector to share programming and development cost.

Federal and State Government

The Federal and State Government will likely continue to be the major providers of regional parks for the area and will likely continue to support local communities with financial assistance for parks and recreation through grant programs. The Town should take advantage of any appropriate U.S. Government or State technical and/or financial assistance programs for park and recreation. These could include assistance for acquiring land for parks; developing new parks or facilities; renovating existing parks or facilities and managing or developing programs. See Chapter Five and Appendix E for more detailed information available on federal and state funding programs and the roles of the Federal and State Government within this plan.

School System

The current use agreement that guides much of the Town's use of facilities on School property expires in 2007. The Schools and the Town should work to attain a system wide joint-use agreement. This Report recommends that attempts should be made to arrive at an agreement that would:

- Deal with all facilities on a uniform system wide basis.
- Reduce or eliminate fees that both entities charge each other for rental of facilities.
- Provide a fair and effective method of sharing maintenance and repair responsibilities.

The Schools and the Department should also work together to:

- Identify additional programs that can take place on school or park properties.
- Determine how to mutually approach property acquisition.
- Jointly construct sports fields, gymnasiums, and aquatics facilities when possible.

Quasi-Public Sector

Through the years quasi-public organizations in Chapel Hill and Orange County have provided or supported vital recreational activities in the community. Quasi-public organizations such as Rainbow Soccer, social organizations, the YMCA, and churches have a unique role of complementing programs and facilities offered in the area. It will be important for the quasi-public sector to maintain a strong supporting role in providing recreation facilities and programs through the planning period.

- Coordination of new facilities and programs should occur between the quasi-public sector, the Town, and the County to avoid duplication of facilities.

Private Sector

Commercial Recreation Providers

Generally, the private sector has provided recreational facilities and programs that the public or quasi-public organizations have chosen not to provide or have been unable to afford. Examples of commercial or private outdoor recreation providers include golf courses, swimming pools, tennis clubs, and amusement facilities. Additionally, there are private commercial providers of bowling facilities and fitness/work-out gymnasiums. The commercial providers are in the recreation business to make a profit and thus their pricing and operation policies will likely reflect this mission. These private facilities help to complement recreation offered by the Town and other public sector providers.

Developers/Development Ordinance

Developers assist Chapel Hill by the dedication or reservation of future park sites as part of the land development process. The Development Ordinance has open space and recreation requirements that affect development of land and require dedication of land for recreation. The requirements allow for payment in lieu of land dedication, and substitution of off-site property for land dedication. These options allow the Town and developers some flexibility for meeting their mutual recreational goals.

The Development Ordinance could be improved in a number of ways:

- Make payments-in-lieu more affordable to encourage payments when appropriate and to help find fair recreation solutions for infill and redevelopment projects.
- Increase open space requirements if floodplain or steep slope areas are counted toward open space requirements.
- Encourage clustering and transfer of development rights to promote more effective open space dedications.

Partnership Opportunities

This Master Plan recommends the creation of more partnerships between other government agencies and non-profit entities (see Appendix F). A working partnership model for partnering with local schools has been included in Appendix G and should be referenced when considering a revised agreement.

All types of partnerships can be formed with public, quasi-public, or private entities. The Town of Chapel Hill Parks and Recreation Department currently utilizes several such arrangements and has potential for additional opportunities in the following areas:

Town / Schools Partnerships: The Department should seek a greater alliance with the schools for developing facilities and sharing of resources.

Town /Neighborhood Partnerships: These should be explored to manage and develop community or neighborhood parks through the creation of park ambassador programs and adopt-a-park programs. Civic organizations, local housing authority and local churches could act as the facilitators/brokers for assembling partnerships.

Town /Non-Profit Program Development: This partnership type would stress development of specific niche program areas. Local recreation foundations, YMCA, and other agencies could be partners with which to create strategic alignments.

Town /Private Sector Partnerships: The Town should consider using private funds to develop special use facilities on Town property with the public agency leasing it to the developer on a long-term basis. During the period of the lease, the developer would return a portion of the revenue to the public agency and at the end of the lease the facility would revert to the public agency's ownership. Examples are aquatic parks, concession facilities, gift shops, preschools, daycare facilities, and qualified day camps.

Town /Private Sector Concession Arrangements: When opportunities arise, the Town should consider building and owning some revenue producing facilities that could be operated by a private concessionaire. The concessionaire could keep a percentage of all receipts and pay all expenses for operation of the facility. This arrangement is currently being used at the Homestead Batting Cage and Skate Park facilities.

Town /Private Sector Service Contracts: These should be considered in each budget cycle for managing parks and recreation services. These partnership services can include management of recreation facilities, mowing, landscaping, tree maintenance, construction management, marketing, information technologies, cleaning services, trash removal, and facility management. The Town has used this type of partnership and will most likely use it actively in the future.

Town /Hospital Partnerships: The Department could seek partnerships with the local hospitals and clinics for the development of health-related facilities such as fitness areas in recreation centers, game field facilities, and therapy pools.

Town /Trail Partnerships: developing relations with neighborhood associations, schools, non-profit businesses, and other entities could enhance trail construction and maintenance.

Town /UNC Partnership: The Department currently has some partnerships in place with the University for events, training, facility use, trails access, and programs. The Department should seek more partnerships with the university in providing service to special populations and could benefit from a formal agreement on greenway and trail operations and development. The Town should investigate partnerships that other North Carolina communities have in place with state universities and colleges as models for providing public access to facilities and programs.

Parks & Facilities

As previously stated, Chapel Hill should focus on developing and operating community parks, neighborhood parks and special facilities (special facilities such as recreation centers pools, gymnasiums, and bikeways/greenways). Chapter 3 “Community Needs Assessment” identified the existing and future parks needed in the Town through the planning period.

By the year 2011, it is recommended that Chapel Hill make provisions for the following critical improvements and new park facilities:

- Renovate the Hargraves Center, AD Clarke pool and bathhouse, and Chapel Hill Community Center.
- Improve and expand facilities at all community park sites.
- Develop Meadowmont Park.
- Develop at least one phase of Southern Community Park.
- Improve existing neighborhood park sites.
- Find a source of funds for purchase of neighborhood park sites.
- Develop three new neighborhood parks.
- Use existing undeveloped sites and public property to develop mini-park sites.
- Develop large recreation centers at Homestead Park and the future Southern Community Park (the Homestead site should include an aquatic facility).
- Coordinate with the school system on improvements to Lincoln Gym/Center.
- Develop a minimum of 6-7 miles of greenway trails.
- Maintain Little Creek and Merritt Pasture properties as open space.
- Continue improvements to tennis facilities.
- Develop a second dog park

Regional and District Parks

The Town should support and encourage efforts by other agencies, the County and neighboring municipalities to develop larger parks. Partnerships in the development of larger parks should be explored as opportunities arise.

Community Parks

The Town currently has 272 acres of land within the four (4) existing community park sites (Homestead, Cedar Falls, Meadowmont, and Southern Community), which is very close to the recommended standard of 283 acres by the year 2011. In addition, the service area of

Carrboro's Anderson Community Park (55 acres) overlaps into Chapel Hill and provides some service to Chapel Hill residents.

However, it is important to note that the standards identify minimum service requirements and that the Town may need to examine adding another community park site to accommodate individual facility needs such as courts and sports fields. In order to address the individual facility needs the Town would have to either acquire additional parkland or develop the open space portions of some existing parks.

Finding a site within the Urban Service District would be such a difficult and costly proposition the Town should consider acquiring property outside its jurisdictional limits. This may require the Town to likely obtain property for park development within the County and possibly the rural buffer.

Community parks should house a majority of the active facilities such as sports fields and courts. Any new community parks should be a minimum of 40 acres to provide for multi-purpose use that enables diverse programs. Community parks may also contain special-use facilities such as sports complexes, recreation centers, pools, community centers, or other large-scale single facilities.

Neighborhood Parks

This Master Plan proposes the acquisition and development of three new neighborhood parks for the planning period (2001-2011). During the needs assessment process, a review of acceptable land standards identified a shortage of approximately 29 acres of neighborhood parkland by the year 2011. Using only land standards, this creates a need for two new park sites. A third site was added to the recommendation to account for service area deficiencies (1/2-mile radius) of the existing parks and public comment brought forward during the planning process.

One existing Town property, the 34-acre Dry Creek open space tract at the intersection of Erwin Road and I-40 would be a suitable site for a neighborhood park.

New neighborhood park sites should be determined by future growth patterns and local community need. A site-specific master plan should be prepared for each new park site and local neighborhood residents should be made part of the development process. Where feasible, parks should be linked to other recreation sites by pedestrian routes and greenways/trails.

Three (3) neighborhood park sites are proposed at the following general locations:

- N1 – North – general area north of Eubanks Road near I-40
- N2 – North (northeast) – general area of Erwin Road and I-40
- N3 – South – General area of Mt. Carmel Road and Parker Road.

Neighborhood parks typically house smaller or less active facilities such as open play and sports fields, multipurpose courts, play equipment areas and picnic facilities. New neighborhood parks should be approximately 5-15 acres in size, with 10 acres generally considered optimal to provide a balance between active and passive uses. Active recreation facilities are typically used on an informal and unstructured basis. A menu of recreation facilities within a neighborhood park includes play equipment, court games; informal play fields (typically used as practice facilities for youth sports), internal trails/walks, picnic facilities, and sitting areas.

Existing neighborhood park sites will require improvements and renovations to accommodate and enhance future use. The most apparent need at the existing parks is to expand and improve play fields, restrooms, picnic facilities and play equipment areas. Regardless of the suggested improvement, site plans should be prepared for any major park change or renovation and the public should be involved with the development process.

Mini-Parks

Mini parks vary in character from urban to natural. Standards from the needs assessment identify the need for approximately 9-10 acres of mini-park land (± 10 sites) by the year 2011. A variety of lands or facilities typically contain mini-parks. The Master Plan has not identified individual sites for these parks, but recommends using existing natural areas and open space within developed areas. Another method of acquiring sites is to use abandoned lots or condemned sites, as they become available. Mini-parks should be approximately one to four acres in size. A menu of recreation facilities that may be found in a mini-park includes play equipment, a court game, picnic facilities, and sitting areas. As a general rule, the park should be designed to meet the needs of a specific user group or activity. The most apparent need in Chapel Hill appears to be additional play equipment areas and picnic facilities (tables, benches etc.)

Special Use Parks and Facilities

Recreation Centers and Gymnasiums

Recreation centers are multi-purpose facilities serving a variety of needs such as sports programs, cultural and art programs, senior activities, day camps, and special events. Chapel Hill currently has recreation buildings at Hargraves Park and Community Center Park. The Town also leases a gymnasium and arts facility at Lincoln Center from the school system. The existing facilities are very limited in their ability to accommodate simultaneous programs or activities. They also limit the number of programs the Town can offer. Therefore, it is recommended that larger recreation centers be developed to accommodate more programs and activities and allow the Department to schedule simultaneous activities at an individual site. Additionally, the existing facilities should be renovated to improve their appearance and usefulness.

All new building improvements should incorporate design elements that provide an appealing environment for the user. Spaces should be open and well lighted to provide a positive image for the Department and the community.

This report recommends that the Town develop two new community centers, at least one of which should be a large multi-purpose recreation center.

Community Center (Estes Drive): The center should be renovated to provide for improved use. Many of the improvements are necessary to maintain existing operations. In addition, minor expansion to common use areas such as meeting rooms, changing areas, storage areas, and lobby space would improve the facilities ability to accommodate more programs (see Chapter Four, Recommended Improvements and Renovations to Existing Facilities).

Hargraves Center/AD Clarke Pool: These existing facilities should be renovated to provide for improved use. Many of the improvements to the Hargraves Center building are necessary to maintain existing operations. In addition, minor expansion to common use areas such as meeting rooms, changing areas, storage areas, and lobby space would

improve the ability of each facility to accommodate more programs (see Recommended Improvements and Renovations to Existing Facilities within this chapter).

Homestead Park Recreation Center/Aquatics Facility: Develop a 40,000 – 50,000 SF multipurpose facility at Homestead Park that includes gymnasium space, meeting/instruction rooms, childcare facilities, changing areas, reception space, a multi-tank aquatics facility, and possibly department offices. The aquatic facility should be able to accommodate recreational/leisure swimmers, instructional programs, therapeutic programs and competitive swimming. The center should be developed in phases with the first phase providing for the aquatic needs.

Lincoln Center (gymnasium and arts center): The Town's lease with the school system for this facility expires in 2007. The Town should renegotiate this lease to continue using the gymnasium and arts center. If the lease cannot be renewed the Town must find other locations for providing an arts facility and gymnasium.

Southern Community Park Recreation Center: Build a 25,000-30,000 SF multipurpose facility at Southern Community Park that includes gymnasium space, staff offices, meeting rooms, instruction rooms, art facilities, childcare facilities, changing facilities and reception space. The center could also accommodate an adjacent outdoor leisure pool.

Greenways/Bikeway

The Town of Chapel Hill has an approved Greenways Master Plan that provides direction for future improvements and operational policies. The plan identifies greenway corridors throughout the Town to create a network of trails that would total approximately 28-miles in length. Existing recreational trails (paved and unpaved) account for approximately six-miles of greenway.

This Master Plan recommends that:

- The Town continue to aggressively pursue the recommendations of the 1998, *Chapel Hill Greenways Comprehensive Master Plan*.
- A minimum of 6-7 miles of new trail should be developed by 2011.
- During the planning period an emphasis should be placed on development of paths and trails already identified in the *Chapel Hill Greenways Comprehensive Master Plan* that would connect with future greenway trails proposed by other providers in the area such as UNC, Carrboro, Orange County or Durham.
- The Town should continue to seek funding from NCDOT administered sources such as TEA-21, NC-Trail Fund, Bikeway Funds, and Enhancement Project Funds, as well as Clean Water Fund Grant projects, and FEMA land acquisition projects.
- UNC should be approached as a partner for developing trails and a cooperative agreement (letter of understanding) should be developed to facilitate the process.
- The current Greenways Master Plan should be amended to delete the recommended eastern access to the Merritt Pasture open space.

Improvements to Bus, Pedestrian, and Bicycle Access

This Master Plan recommends specific improvements to the access deficiencies noted in Chapter 2.

Bus Improvements:

- Construct bus shelters near parks wherever possible.
- Provide future bus access to Meadowmont Park.
- Provide future bus access to the Homestead Aquatics Center

Highest Priority Sidewalk Improvements:

- Community Center Park: Plant Road from Franklin Street to the park
- Community Center Park: Missing sections on Estes Drive
- Cedar Falls: Missing section on south side of Weaver Dairy Road.

Other Recommended Sidewalk Improvements:

- Continue sidewalk on north side of Homestead Road west to the approved Homestead development.
- Complete missing segment on the north side of Estes Drive adjacent to Phillips Park.

Trail Improvements:

- Explore possibility of building a trail to the north of Burlington Park within the Burlington Road Right of Way.
- Complete the Dry Creek Greenway.
- Complete the proposed Bolin Creek Greenway extension to the south of Community Center Park.
- Formalize the current informal trail access between Ephesus Park and Legion Road.
- Complete the Upper Booker Creek Greenway to link Homestead Park to neighborhoods north to Weaver Dairy Road and west to the proposed Rail Trail. Complete the Rail Trail from Homestead Road to Eubanks Road.
- Formalize the currently informal trail access from Jones Park to Purefoy Road.
- Renovate the Tanyard Branch Trail north of Umstead Park.
- Complete the Bolin Creek Greenway both to east of the park to merge with the existing Bolin Creek Greenway and to the west to the Carrboro line and the proposed Rail Trail.

Open Space Network

The Town should use its approved Greenways Master Plan as the core of an open space acquisition effort. However, the greenways plan should be expanded in a number of ways:

- An ongoing source of funding needs to be identified or created for land acquisition other than the use of Open Space Bonds as was done in 1996. Legal limitations imposed on the 1996 Open Space Bonds prohibited the Town from using bond funds to purchase property outside the Town limits, except in limited

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- areas. Unfortunately many of the most desirable, largest, and least expensive tracts of open space are located just outside of the Town limits.
- Open space should be acquired wherever possible beyond limits of the stream corridors. The Town's eventual open space holdings should eventually consist of a series of larger open space tracts connected by relatively narrow greenway corridors.
 - The Town should concentrate on preserving open space along those streams that still have significant undeveloped tracts, especially Morgan, Wilson, Old Field, and Little Creeks.
 - Efforts should be made to preserve a significant portion of the Greene Tract for open space purposes.
 - The Town should work with the University to explore the possibility of preserving large portions of the Horace Williams property for open space purposes.
 - Connecting currently separated open space tracts should be a priority.
 - The Town should pursue acquisition of open space outside the Town limits, particularly north of I-40 and south of Southern Village. These areas would provide a better buffer between communities and allow greater opportunities for preservation of viewscapes, entranceways, animal habitat, and trails. A funding source would need to be identified that could be used outside of the Town limits.
 - Open space should be acquired on slopes and ridges in addition to stream corridors.
 - Open space works best when it is large enough to provide wildlife habitat, wildlife corridors, and hiking trails. The Town should work with adjacent jurisdictions to assure that major open space areas connect to neighboring open space areas. It should be possible to provide major uninterrupted open space corridors from the Town into Carrboro, Orange County and Durham County.

A good model to follow is the Dry Creek open space network. These properties are all connected in an integrated system. In addition the Dry Creek open space system includes larger tracts with dry land and is large enough to provide significant benefits for wildlife and human recreation/pedestrian transportation.

Recommended Improvements and Renovations to Existing Facilities

Existing Community Parks

Cedar Falls Park

- Renovate the tennis court surface.
- Replace the existing play equipment with a modern ADA accessible structure.
- Install two picnic shelters with all season restrooms. One should be for general picnicking near the play area and one near the ballfield facilities.
- Renovate trails/paths and make some routes accessible to disabled users.
- Renovate ballfield and tennis court lights.
- Expand seating for the ballfields.

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- Improve park and trail signage.
 - Improve parking area circulation and disabled access.
 - Pave the parking area.
 - Screen the recycling center.
 - Improve the view into the park from Weaver Dairy Road with landscape plantings.
 - Improve/replace park identification signs.

Homestead Park

- Add a new recreation center/aquatics facility; (see special facility recommendations).
- Convert picnic shelter restroom to an all-season facility.
- Make greenway/trail connections (future Rail and Upper Booker Creek Trails).
- Make turf improvements on fields and throughout common areas.
- Make the park a stop on the bus route when a recreation center is constructed.

Meadowmont Community Park

- Develop the park.

Southern Community Park

- Complete the conceptual plan process.
- Implement a phase one project as soon as possible.
- Properly integrate the existing Scroggs School facilities (including the athletic field and greenway trail) into the future Southern Community Park design.

Existing Neighborhood Parks

Burlington Park

- Improve pedestrian connections.
- Improve parking area for disabled access.
- Improve/replace park identification signs.

Community Center Park (see special facilities for the center recommendations)

- Develop an integrated trail/maintenance road system that ties in the Bolin Creek Trail, Battle Branch Trail, access drives, and facility access paths.
- Rebuild the retaining wall near the play structure with block. Wall could be built with seating incorporated into the design.
- Anchor the edges of the poured-in-place fall surface at the play area.
- Renovate or remove the Learning Garden. The space is not used as it was previously and it has become overgrown and difficult to maintain. If renovated it should be visually compatible with the adjacent Rose Garden. If it is removed, it should be used for expanding open space or another compatible activity.
- Improve/replace park identification signs.

Ephesus Park

- Increase landscape maintenance such as tree trimming/pruning and weed control to improve the visual quality.
- Upgrade the restroom facilities for year round use and to achieve ADA standards.

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- Replace the tennis court lights.
 - Add spectator seating at the ballfield.
 - Improve the ballfield turf.
 - Repair the concrete paving/walks.
 - Improve/replace park identification signs.

Hargraves Park (see special facilities for center and gymnasium recommendations)

- Install a poured-in-place fall surface under the play structure. Evaluate the play structure for safety issues.
- Improve storm water drainage around the tennis courts and play area. Drain inlets located near the play area and pool should be improved/replaced. They have large grate openings that could be a potential safety hazard.
- Upgrade the park furnishings to improve their function and use.
- Improve pedestrian access to the park (sidewalks are needed in the area).
- Renovate the baseball field lights.
- Improve circulation and disabled access between use areas within the park.
- Provide a better screen for the trash collection area.
- Improve/replace park identification signs.

Jones Park

- Provide a picnic shelter and picnic facilities.
- Install “light-recreation” areas such as horseshoe pits and shuffleboard.
- Update signs.
- Add site furnishings.
- Enhance the play structure to provide more activities and challenges.
- Renovate the trail.
- Improve/replace park identification signs.

North Forest Hills

- Expand the play equipment.
- Add poured-in-place resilient surfacing under main play structures.
- Repave the walking path.
- Add site furnishing and improved signage.
- Improve/replace park identification signs.

Oakwood Park

- Purchase property on the 4th corner to secure open space.
- Upgrade landscaping to replace dead trees.
- Correct drainage problems.
- Construct small picnic/all season restroom facility on the undeveloped corner.
- Add additional seating.
- Add poured-in-place resilient surfacing under main play structures.
- Improve/replace park identification signs.

Pritchard Park

- Prepare a Special Use Permit application based on the approved concept/master plan.
- Develop a first phase based on available budget.

Umstead Park

- Totally redesign the park with the main focus being to move structures away from the stream. Any redesign should consider, as an option, the possibility of realigning Umstead Drive farther from the creek to accommodate future greenway connections, provide for future facility expansion, and improve safety.
- Regardless of any decision to redesign the park the play equipment area should be relocated.
- Add more site furnishings such as tables, benches, and shelters.
- Improve park signage with a standard approach and design.
- The two pedestrian bridges should be replaced with a single span that meets current floodway regulations.
- Improve/replace park identification signs.

Existing Special Facilities

Hargraves Center

- Proceed with the recommendations of the August 2000 Facility Condition Assessment Report, which identified a number of building deficiencies.
- Address ADA deficiencies.
- Improve lobby space and add meeting/multipurpose rooms.
- Address acoustic problems.

AD Clark Pool

- Proceed with the recommendations of the August 2000 Facility Condition Assessment Report, which identified a number of building deficiencies. The report made recommendations related to both the pool and the bathhouse.
- Add play features such as slides and fountains.

Community Center

- Proceed with the recommendations of the August 2000 Facility Condition Assessment Report, which identified a number of building deficiencies.
- Provide air conditioning to the gymnasium. If air conditioning is not possible due to budget constraints the gym should be improved by expanding the amount of air exchange and ventilation.
- Expand and partition the gymnasium.
- Expand lobby space to allow vending machines to be moved from the meeting room and to allow additional room for patrons using the building.
- Add meeting/multi-purpose rooms.
- Increase size of locker/changing facilities.
- Add storage.

Lincoln Center

- Resolve lease arrangement that expires in 2007 or find another site for the arts facility and gymnasium.

Plant Road Administrative Offices

- Move the staff from the Plant Road Offices to a different location. Any move should be to a building that is better equipped to serve the functions of the Department. The existing building could then be renovated and improved for some other use.
- If such a move cannot be accomplished in a reasonable amount of time the existing structure should be modified. Specific recommendations are: Create additional offices from the storage area to meet current needs.
- Replace or renovate the heating/ventilation system.
- Improve the exterior of the building to make it visually suitable for a park setting.
- Improve the landscape plantings around the building and the fenced storage area.

Existing Mini- Parks

James C. Wallace Plaza

- Add a permanent canopy for events, music, art shows, drama, and other community events.

Site Furnishings & Lighting

Site furnishings include a variety of outdoor equipment provided to increase the level of human comfort and involvement in exterior landscape spaces. Furniture items typically identified at parks include benches, trash receptacles, tables, bicycle racks, bollards, access control gates, play equipment, picnic facilities and signage, and lighting.

The following principals apply to all types of site furniture:

- Site furniture should be highly visible to encourage its use, but integrated into the physical setting. It should be located to use visual element such as landscaping, building walls, or vistas when possible.
- Site furniture must be sturdily built and either securely anchored to the paved surface or be of sufficient weight to ensure its safe use and deter vandalism or theft.
- Site furniture must be located to take advantage of shade, windbreaks, wind direction, and drainage to ensure comfort of users.
- Site furniture placement must consider nighttime use and safety (particularly lighting), adjacent activity level, and visibility.
- Site furniture design and placement must comply with accessibility standards.

Site furniture should be placed at all facilities to promote and improve park patronage. The number of individual facilities used must be determined when implementing any improvement program. Using standard designs for various elements is encouraged to simplify the maintenance and replacement of furnishings.

Furnishings for which the Park and Recreation Department should implement standard designs include but should not be limited to:

- Park identification signage

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- Directional signage and kiosks
 - Benches
 - Trash receptacles
 - Picnic tables and support facilities (water fountains, grills etc.)
 - Bollards (stationary and removable)
 - Athletic support equipment (basketball goals, tennis nets, soccer goals volleyball nets)
 - Bike racks
 - Lighting (sports, roads, parking, pedestrian, security, building exterior specialty)

Lighting

Outdoor lighting for park facilities includes lights for sports fields and courts, increased visibility for safe vehicular and pedestrian movement, night use of parks, and highlighting site features such as plazas, fountains, sculptures and buildings. The following principles apply to the design of pedestrian, vehicular, building, and specialty lighting:

All outdoor lighting projects for park facilities should be designed to minimize the adverse affects it may have on adjacent property owners or another activity area within the park. A goal for the Department should be to reduce or eliminate unnecessary light pollution or spillover to acceptable and safe levels.

Sports lighting should be designed to accommodate the level of play programmed for the facility. Determining the lighting level or number of foot-candles should be based on variables such as the type of sport/activity, age of players, field size and layout, standards set by industry and professional organizations, and space limitations unique to the site.

All lights should use energy-efficient light sources, photocells, and timers to conserve energy and prolong lamp life. Light fixtures should be spaced evenly to achieve desired levels of lighting based upon the manufacturer's photometric diagrams and electrical designers input.

Security lighting must be considered with all future park improvements and reviewed in existing parks and facilities. Locations suitable for security lighting include parking areas, building entrances, pedestrian circulation routes, service areas and park entrances.

Where needed, the number of fixtures should be increased to provide better illumination at potentially hazardous locations such as steps, intersections, and remote parking areas.

Planting may be necessary to block light spillover. However plant materials should be located and maintained by pruning to avoid blocking light where it is intended.

Lighting and planting designs should be coordinated to optimize illumination and minimize conflicts with surrounding uses.

Maintenance staff should periodically perform a night survey of lighting to determine where additional lighting may be needed and to locate non-functioning lights.

When appropriate, outdoor specialty lighting should be used to accent plant material, building facades, building entrance, signs, sculptures, and other special hardscape features. In many instances specialty lighting can also improve security and safety at a site.

Facility Proposals and Recommendations

In Chapter 3 “Community Needs Assessment”, specific facility needs were identified through the community public involvement process and by using recreation standards. Facility needs described in Table 3-4 were based on recreation standards and identified the number of facilities the Town should have in place by the year 2011. This section further defines individual facility improvements that should be considered when developing new parks or renovating existing sites.

As previously identified in this Chapter it is important to note that the standards identify minimum service requirements and that the Town may need to consider adding another community park site to balance the needs for individual facility needs such as courts and sports fields and open space.

Finding an additional park site within the Urban Service District would be such a difficult and costly proposition that the Town would likely have to acquire property outside its jurisdictional limits if it desires to add a community park to the Town’s park inventory. This may require the Town to obtain property for park development within the rural buffer. If another park site is not developed, individual facility needs could possibly be met through partnerships with Orange County or another provider. Orange County could help significantly through the use of 2001 bond funds set aside for developing park facilities in the County.

Multi-Purpose Athletic Fields (soccer, football, rugby, lacrosse)

Core Recommendation: Build 6-8 new fields

Please note that if the Town builds all of the recommended ballfields and athletic/soccer fields, a fifth Community Park site (or large neighborhood park) may be needed unless significant portions of land at Cedar Falls Park, Meadowmont Park, or Southern Community Park are converted from open space to athletic fields.

Youth soccer programs in Chapel Hill have a very high rate of participation with few corresponding fields available in the community. Participants in the public input portion of the planning process strongly stressed the need for additional fields. The few existing facilities are located at parks, school sites, and quasi-public sites. These fields are currently over used, are difficult to program, and are difficult to access for practice. From all indications, the popularity of soccer in the community will likely continue to increase and this interest will have an immediate impact on the Department. The standards suggest an additional need of seven (7) athletic/soccer fields by 2011 and the core recommendation to build six to eight multi-purpose athletic fields is made based on meeting this standard.

It is recommended that a minimum of four fields be placed together at a new community park and/or a planned athletic field complex. Individual fields can be placed at other parks and schools as needed but it would benefit the community to have at least four fields located at a single site. The fields should be as large as possible (for example fields with 360’ x 235’ touchlines) to accommodate other field sports such as football, rugby and lacrosse and to permit portions to be closed for resting the turf.

Baseball/Softball Fields

Core Recommendation: Build 4 new fields.

Please note that if the Town builds all of the recommended ballfields and athletic/soccer fields, a fifth Community Park site (or large neighborhood park) may be needed unless significant portions of land at Cedar Falls Park, Meadowmont Park, or Southern Community Park are converted from open space to athletic fields.

Youth baseball and softball and adult softball are popular athletic programs in Chapel Hill. Standards indicate a need for four fields by 2011. Existing youth baseball fields presently accommodate all who wish to participate in the program, however facilities are scattered throughout the Town making it difficult to program events or tournaments. In addition the Town should consider closing the Umstead Park ballfield because of safety concerns related to the location of Umstead Drive. There was strong interest voiced during the community-input process for additional playing fields of all types, primarily for practice. It is recommended that the identified deficiencies in athletic fields be addressed prior to adding new baseball/softball fields. Any new fields could be placed at a proposed community park, as part of a sports/athletic field complex to accommodate youth and adult programs. A set of four fields that have 300 - 350' foul lines would allow for possible tournaments

Dog Parks

Core Recommendations: Build a large 1-5 acre dog park at Southern Community Park.

These parks allow off-leash dog exercise, socialization, and training opportunities in a fenced, contained area. The Town already has a small (20,000 SF) dog park within Homestead Park. A larger site should be provided as soon as possible. The Southern Community Park appears to offer a good site for construction of a 1-5 acre dog park.

Picnic Shelters/Facilities

Core Recommendations: Build 15 new shelters including 2 shelters suitable for large groups.

The standards indicate a need for 15 new shelters during the planning period. National and state user surveys indicate that picnicking is one of the top desired outdoor recreation activities. There are usually never enough picnic shelters and tables within a park system.

The Town lacks large picnic shelters suitable for large group meetings, parties, and family reunions. The Town should build 2 shelters suitable for large groups (100-150 people).

It is recommended that each new and existing park have a picnic shelter dedicated for each use-area within the park. Picnic tables should be clustered in and around each shelter for both individual and group use.

Playground Activities

Core Recommendations: Renovate older play areas as soon as funds are available. Build new play areas to serve all ages.

The need for play areas should be dictated by both Town-wide standards and by the needs of individual neighborhoods. Standards indicate that the Town has a deficiency in the number of playgrounds. By the year 2011, the community should strive to have a separate playground structure for various age groups at every park site that is large enough to accommodate equipment. Installing equipment that provides for various age groups makes family outings easier. Larger parks should have several playground units, designed for different age groups. Play areas should also be provided at picnic facility locations.

Standards indicate a need for 18 new playgrounds by the year 2011. However, this number may not be accurate because many locations in the community were not inventoried. Areas not inventoried include play areas owned by UNC, churches, civic groups, housing complexes/apartments, and shopping areas. This report recommends that the Department add at least 10 new sites by the end of the planning period.

The recommendation to add 10 play areas may seem excessive; however a play area is not necessarily a large structure like those found at Community Center, Homestead, and Umstead Parks. A play area can be as single small playground structure designed for a specific age group and could be similar to small units one might see at a daycare center. It may also be a grouping of individual play apparatus such as swings, slides, climbers and spring horses.

The most pressing current issue concerns the need for renovation and replacement of existing equipment that becomes outdated and cannot conform to changing safety standards or guidelines. All equipment should be evaluated on a regular basis and either repaired, renovated, or replaced depending on need.

Recreation Centers

Core Recommendation: Build two large centers. Consider building one at 50,000-60,000 SF and the other at 30,000 SF. Each should have a mix of traditional and revenue producing uses.

The Town should consider building at least one large recreation center that would offer a wider variety of programs than are available at current center locations. (See Appendix D, Trends, page D-12) The center could offer traditional spaces such as competition pools, gymnasiums, and meeting space for large and small groups. In addition a large center could allow for market driven facilities such as a leisure pool, dance space, fitness/workout rooms, meeting space with catering capabilities, theaters, auditoriums, bowling lanes, and a modern climbing wall. These facilities cost more up front but often approach profitability.

Recreation centers should be built at Homestead Park and the Southern Community Park. The Homestead Park center should have an indoor aquatics center. The Southern Community Park center could have an outdoor splash pool and/or leisure pool. Both centers

should have gymnasiums, meeting/activity rooms, and kitchens. One of these centers could house the administrative staff offices.

Restroom/Toilet Facilities

Core Recommendations: Provide at least one all-season restroom in each neighborhood park and two in each community park. Partially implement this goal by upgrading some of the existing restrooms as appropriate. Build new toilets near use areas such as play areas, picnic areas, and athletic complexes.

The Town is located in a climatic region of the country that allows year-round use of its park facilities. Indeed, many periods of time during the winter months can attract larger crowds of park users than are found during the hottest parts of the summers. Most of the Town's park restrooms are closed from November through April, a period of up to 6 months. They are closed because of the danger of freezing pipes and broken water lines. Restrooms must be properly designed to allow all-season use.

This report recommends providing at least one all-season restroom in each neighborhood park and at least 2 in each community park. An economical way to achieve this goal would be to upgrade some of the existing facilities.

Roller Hockey Courts

Core Recommendations: Build at least one new roller hockey court.

Roller hockey is a new sport that is growing in popularity. There are no roller hockey courts in Orange County. The Town should consider building a court at a community park or neighborhood park site.

Signage

Core Recommendations: Replace all park signs, including entrance signs, with a standard design.

A new signage plan has been developed but few of the new signs have been installed. The new signage plan should be used with all new park construction. As funds become available older parks should be refitted with the new standardized signs.

Swimming Pools

Core Recommendations: Build one new indoor pool, repair existing pools, and explore the possibility of adding a leisure and/or splash pool.

The standards indicate a need for two pools (25-meter) by the end of the planning period.

The existing AD Clark outdoor pool at Hargraves Center and the indoor pool at Community Center need immediate repair as identified in the individual park recommendations. The AD Clark pool should be enhanced with some play features attractive to youth.

A new indoor facility is needed to accommodate all types of users (instructional, leisure, therapeutic, and competitive). The Town has performed a feasibility study for a new aquatic facility at Homestead Park. In all likelihood, the best way for this facility to be realized would be through a "multi-partner" relationship" that includes Chapel Hill, Carrboro, Orange County, Schools, and local aquatic clubs/groups.

The strongest pool related trend in the country at this time is construction of leisure pools. Leisure pools can be used by anyone, but are especially appealing to seniors, teens, and families with small children. These facilities typically generate a much higher rate of use

than traditional lap pools and have a better chance of being revenue neutral or of generating excess revenue. Leisure pools can be either indoor or outdoor facilities. The Town should explore the possibility of building one leisure pool.

Tennis Courts

Core Recommendations: Town-wide needs are already met. Build new courts only if needed to serve specific neighborhoods. Repair courts as soon as possible.

There are 33 existing tennis courts offered throughout the Town and most of these courts are equipped with lights. The standards indicate no need for additional courts through the planning period. The number of existing courts would provide adequate service if they were all in “playable condition.” Some of the existing courts appear to be used at rates far below capacity. Several of the Town’s courts are badly in need of repair.

The Department should evaluate the use of these courts before repairing them and look at possibly reusing the space they occupy for other recreational activities. If courts are used for other purposes the development of new courts at a different location may be warranted. The addition of new courts should be evaluated from the perspective of neighborhood, not Town-wide, need when developing plans for community park sites.

Priorities for Development

The park and facility proposals have been prioritized into separate periods for implementation. The prioritization was influenced by the evaluation of existing facilities; the community needs assessment and the financial ability of Chapel Hill to implement the overall capital improvement plan. The proposed priorities are illustrated in Chapter Five of this report (see Table 5-1 Capital Improvement Program) and the following general outline:

Years 2002-2006

Land Acquisition

- Acquire land for North Neighborhood Park (site N1 - Eubanks Road area)
- Designate land for North/Northeast Neighborhood Park (N2 - Erwin Road area,)
- Acquire land for South Neighborhood Park (N3 - Mt. Carmel Road/Parker Road area)
- Acquire land for mini-parks (2-sites minimum, locations not identified)
- Acquire land for 2-2.5 miles of greenway trails

Existing Park/Facility Renovations and Improvements

- Renovate/improve existing community parks (Homestead and Cedar Falls)
- Implement renovations/improvements to existing neighborhood parks (Hargraves, Community Center, Umstead, Jones, Burlington, North Forest Hills, Oakwood, Ephesus and schools site)
- Renovate/improve existing recreation centers (Hargraves and Community Center)
- Renovate/improve A.D. Clark Pool at Hargraves
- Implement miscellaneous Small Park Improvements Program

New Park/Facility Development

- Plan and develop Meadowmont Park (improvements outside the developers responsibility)
- Plan and develop Phase 1 of Southern Community Park
- Plan Phase 1 of North/Northeast Neighborhood Park (N2 - Erwin Road area,)
- Plan and develop Pritchard Park
- Plan and develop Culbreth Mini Park
- Plan and develop 2 mini park sites (locations not identified)
- Plan and develop Phase 1 of Homestead Recreation Center/Aquatic Facility
- Plan and develop approximately 2 miles of paved greenway trails

Years 2006-2011

Land Acquisition

- Acquire land for mini-parks (2-sites minimum, locations not identified)
- Acquire land for 2-2.5 miles of greenway trails

Existing Park/Facility Renovations and Improvements

- Implement Phase 2 improvements to Cedar Falls Community Park
- Implement Phase 2 improvements to existing neighborhood parks (Hargraves, Community Center, Umstead, Jones, Burlington, North Forest Hills, Oakwood, Ephesus and school sites)
- Implement Phase 2 improvements to Community Center Park Recreation Center
- Implement improvements to Lincoln Center/Gym (contingent upon a new lease agreement)
- Implement Phase 2 improvements to A.D. Clark Pool at Hargraves
- Implement Phase 2 of miscellaneous Small Park Improvements Program

New Park/Facility Development

- Plan and develop Phase 1 of North Neighborhood Park (site N1 - Eubanks Road area)
- Plan and develop Phase 1 of South Neighborhood Park (N3 - Mt. Carmel Road/Parker Road area)
- Plan and develop 2 mini-park sites (locations not identified)
- Plan and develop Phase 1 of Southern Community Park Recreation Center (start in 2010)
- Plan and develop Phase 2 of Homestead Recreation Center/Aquatic Facility
- Plan and develop approximately 2-2.5 miles of paved greenway trails

Beyond 2011

Land Acquisition

- Acquire land for mini-parks (3-sites minimum, locations not identified)
- Acquire land for 2-2.5 miles of greenway trails

Existing Park/Facility Renovations and Improvements

- Implement Phase 3 improvements to existing neighborhood parks (Community Center)
- Implement Phase 3 improvements to Community Center Park Recreation Center
- Implement Phase 2 improvements to Lincoln Center (contingent upon a new lease agreement)
- Implement Phase 3 of miscellaneous Small Park Improvements Program

New Park/Facility Development

- Plan and develop Phase 2 of North Neighborhood Park (site N1 - Eubanks Road area)
- Plan and develop Phase 2 of South Neighborhood Park (N3 - Mt. Carmel Road/Parker Road area)
- Plan and develop 3 mini-park sites (locations not identified)
- Plan and develop Phase 2 of Southern Community Park Recreation Center
- Plan and develop approximately 2-2.5 miles of paved greenway trails

CHAPTER 5

ACTION PLAN IMPLEMENTATION

Introduction

The Chapel Hill Parks and Recreation Master Plan is based upon a review of the community, an analysis of the existing park system, the identification of user needs, the development of recreation standards, and an adherence to stated proposals and recommendations. The plan is intended to be “action-oriented”—designed to provide a framework from which the Town and the Parks & Recreation Department can enhance its parks and recreation system.

A critical step toward implementing the Master Plan is the identification of adequate funding, at a time when balancing municipal budgets throughout the state has become harder. *The North Carolina Statewide Comprehensive Outdoor Recreation Plan* identified inadequate funding for park facilities and recreation programs as a key issue needing to be addressed if government is to maintain basic services. Low statewide funding levels do not reflect the high value citizens’ place on parks and recreation.

Implementing the Master Plan recommendations would help the Town meet the future needs for parks and recreation services, as well as preserve open space. For the plan to succeed the Town must continue to establish annual budgets for the Park and Recreation Department based on projected capital improvement costs, staffing needs, and operating costs presented in the plan. The action plan has taken into account funds identified for projects from the Town’s 16-Year Capital Improvements Program (CIP) and other sources such as open space bonds, County Bond contributions and Town appropriations. Capital improvements for the plan have been grouped into three time categories, “2002-2006”, “2006-2011”, and “Beyond 2011” (See table 5-1 at the end of this chapter). This is designed to give the Town a realistic approach to implementing the proposals and recommendations of this Master Plan.

Master Plan Capital Improvement Program

The proposed capital improvement program for the acquisition, renovation, and development of parks and facilities was prepared with input from the planning committee team and Town staff. All proposed costs are shown in 2001-dollar values. The capital improvement costs include funds for land acquisition, site development and renovation or significant maintenance improvements. The costs also include estimated planning and design fees. The Capital Improvement Program can be summarized into the following components:

Summary of Capital Improvement Cost: (see table 5-1 at end of chapter for details)

See Table 5-1 (Chapter 5)	Project Type	Amount
	Existing Parks/Facilities (Renovations Improvements)	\$7,205,500
	Land Acquisition	\$1,950,000
	New Park Development	\$4,610,000
	New Special Facilities Development	\$14,300,000
	Total Capital Improvements (includes projects beyond 2011)	\$28,065,500
	<i>Capital Improvements Beyond 2011 (per Table 5-1)</i>	<i>(\$6,240,000)</i>
	Subtotal Cost of Capital Improvements through 2011	\$21,825,500
	<i>Projects with identified funding through 2011</i>	<i>(\$14,038,000)</i>
	Total New Capital Projects (no project funding identified)	\$7,787,500

* All costs are in current (2001) dollars

Table 5-1 “Master Plan Capital Improvements Program” shows the costs associated with the program and the timing reflects the priorities for the proposals and recommendations outlined in Chapter 4. Please note that some costs have been extended beyond the year 2011 to account for financing and development that could last for 10-12 years beyond the planning period. Renovations and improvements to existing facilities are itemized in Table 5-1.1.

Table 5-1 also denotes projects that have identified funding in the Town’s 2001-2016 CIP and/or projects that have funds earmarked from Town appropriations, bonds (County and Town), or partnership agreements. The projects account for \$14,038,000 and include the following:

2001-2016 CIP Projects:	Amount
Hargraves Center / A.D Clark Pool Repairs	\$1,225,000
Community Center Repairs	\$993,000
Tennis Court Repairs (system-wide)	\$320,000
Total	\$2,538,000

Previously Funded Projects and/or Projects Using Bond Funds :	Amount
Greenway/Open space land acquisition (approximate remaining funds from Town open-space bonds)	\$1,000,000
Greenway Development (2001 County bond fund contribution and Town CIP)	\$2,000,000
Homestead Aquatics Facility (2001 County bond fund contribution and Town bond funds)	\$5,600,000
Southern Community Park (County bond fund contributions)	\$2,900,000
Total	\$11,500,000

Capital Improvements Funding Strategy

Based on the information from Table 5-1 and the summary on the previous page there are \$7,787,500 of projects that require funding within the planning period to meet the park and recreation needs identified in this Master Plan. The Department should use a combination of funding sources from various means to accomplish the recommendations of the Master Plan. There are numerous combinations of funding strategies that can be explored and implemented by the Town. Upon careful analysis of past budget documents, current practices, available resources, national trends, and standards, a funding strategy is presented for consideration. The Master Plan proposes a pragmatic funding strategy that identifies “funding resource pools” (sources of possible funding) and the estimated amount of funds needed from each source.

Potential Sources for Capital Funding: (See Appendix H for details)

- General Obligation Bonds
- Revenue Bonds
- Limited Option or Special Use Tax
- Park Foundation
- General Foundations
- Federal and State Assistance
- Payments In Lieu of Dedication
- Grants/Contributions and Partnerships

Capital Funding Strategy for Consideration:

Funding Source :	Amount
General Obligation Bond Campaign	\$6,000,000
Payments in lieu of recreation area dedication	\$400,000
Grants/Federal & State Assistance	\$1,400,000
Total	\$7,800,000

General Obligation Bonds:

- The Town should create a park and recreation bond campaign specifically for use in acquiring land, renovating existing facilities and developing new facilities proposed by this plan. The first campaign could be for half the amount shown and should be started as soon as possible. However, it may be less expensive to have one campaign for the full amount.
- Bonding can enable local government to utilize local funds to match federal grant-in-aid monies or state funds.
- General obligation bonds are still the most common source utilized to fund park projects in North Carolina.

Payment in Lieu of Dedication:

- The Town’s Development Ordinance has open space and recreation requirements that affect land development and require dedication of land for recreation. The requirements allow for payment in lieu of land dedication, and substitution of off-

site land for dedication. These options allow the Town and developers some flexibility for meeting mutual recreational goals.

- The Development Ordinance could be improved by making payments-in-lieu more affordable to encourage payments when appropriate and to help find fair recreation solutions for infill and redevelopment projects. This could increase the amount of funds raised through the planning period.
- Based on past performance the Master Plan assumes \$400,000 can be collected over the planning period for use in capital improvement projects.

Grants/Federal & State Assistance and Contributions:

- Approximately \$1.6-million should be raised by a combination of partnerships, grants, gifts, or other revenue sources. Based on previous grants awarded to the Town this goal can be achieved with as few as six grants of slightly over \$250,000 each. It should be noted that any growth in proceeds from partnerships, grants, and gifts, would lower the amount needed from other sources accordingly.
- There are a substantial number of opportunities in the area to support this funding as described in the Appendix H under the heading of Key Funding/Revenue Sources. In particular North Carolina PARTF grants, federal grants such as LWCF and UPARR, private sector foundations, and non-profit groups should be aggressively approached by the Town/Department.

Other Methods for Acquisition and Development

Other methods available to Chapel Hill for acquiring and developing parks as recommended in the Master Plan include the following. See Appendix I for details concerning each method.

- Fee Simple Purchase
- Fee Simple with Lease Back/Resale
- Long Term Options
- First Right of Purchase
- Land Trust
- Local Gifts
- Life Estate
- Zoning/Subdivision Regulations

Staff Needs

The Park and Recreation Department's structure and number of personnel are comparable with that of similar size communities in the state.

The addition of the proposed park facilities and associated programming would require additional staff to accomplish their mission and purpose.

The current program load justifies the immediate need of a maintenance/operations coordinator.

Seven (7) key staff additions are identified for the planning period in the "Proposed Organizational Chart" (see Chapter 5- Exhibit 5-1). Five of the staff additions fit into position classifications that exist in the current structure of the Department, however two new positions have been identified.

In addition, four part-time staff positions have been identified for upgrading to full-time positions.

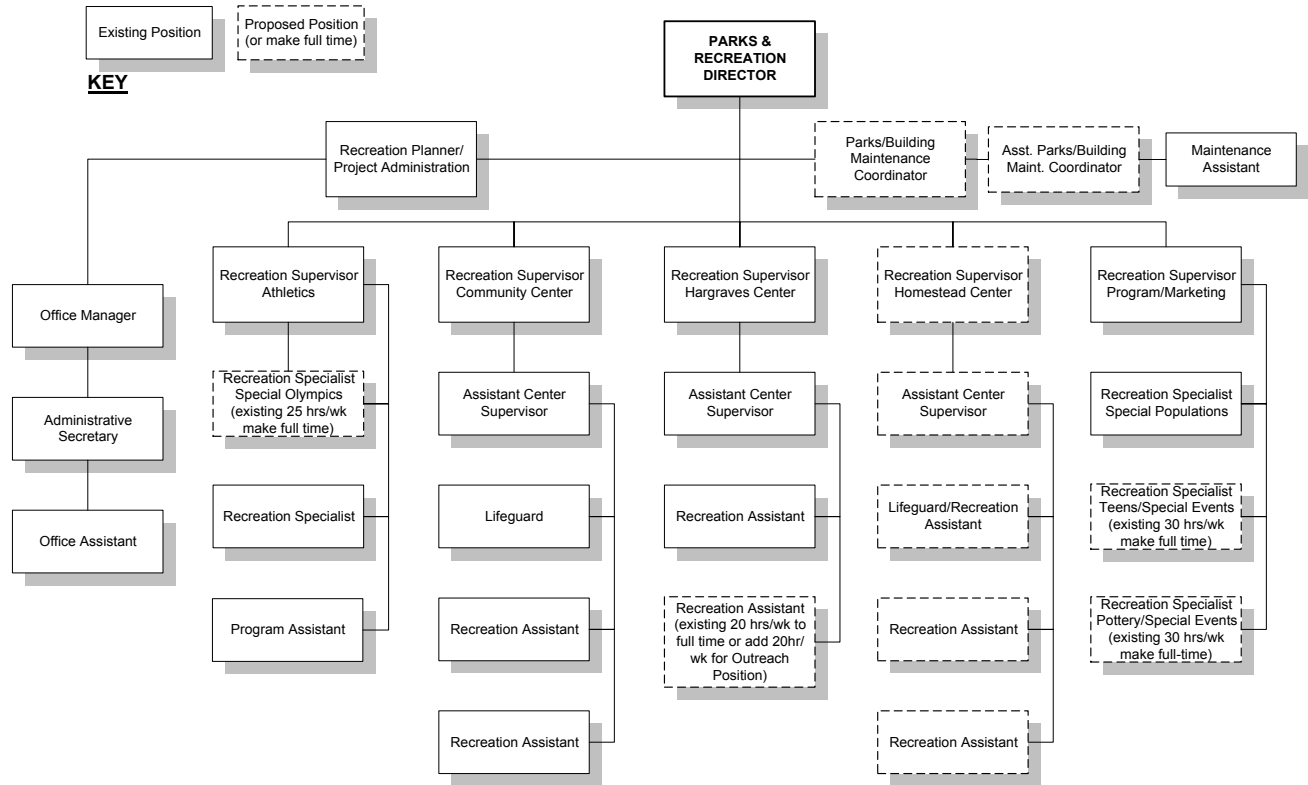
Additional staff fitting existing classifications or upgraded to full-time:

- (1) Recreation Supervisor: to oversee the management, coordination and promotion of programs and activities at the Homestead recreation/aquatics facility.
- (1) Assistant Center Supervisor: for Homestead recreation/aquatics facility.
- (3) Recreation Assistants/Lifeguards: to work at the new and expanded facilities at Homestead.
- (4) Positions to be made full-time that are currently part-time: Recreation Specialist for Special Olympics, Recreation Specialist for Teens/Special Events, Recreation Specialist for pottery/Special Events and Recreation Assistant at Hargraves

Proposed/New staff positions include:

- (1) Parks Building Maintenance Coordinator – Would report directly to the director and is charged with overseeing the maintenance of all existing and future park facilities. The position would require coordination with other recreation supervisors to maintain facilities used for their activities. The position would also coordinate and direct the day-to-day activities of public works maintenance personal.
- (1) Assistant Building/Grounds Maintenance Coordinator – Would report directly to the Building Maintenance Coordinator and perform day to day activities of maintaining existing and future park buildings and coordinate work performed by public works maintenance technicians.

Exhibit 5-1: Proposed Chapel Hill Parks and Recreation Dept. Organization Chart.



Proposed Operating Budget

The proposed operating budget includes cost for staff, operations, and general maintenance requirements similar to those that are currently being performed by the Department. Operation budgets from the past two fiscal years (FY) of the Department were studied in making the forecast for the planning period.

Estimated Operations (see Table 5-2)

The proposed operating budget for the Department has been projected for the planning period as shown on Table 5-2 in 2001 dollars without any allowance for inflation. Table 5-2 “Proposed Operating Budget” reflects the implementation of the Proposed Capital Improvements (including those for Special Facilities) outlined in Table 5-1 through the year 2011.

The grand total cost for operations (no capital) through the year 2011 is estimated to be \$26,696,110 and includes additional staff as new facilities are brought on line. The figure also includes lump sum operating expenses for proposed new parks and special facilities along with the improvements to existing sites

Table 5-2 also denotes approximate per capita general fund contributions needed to implement the proposed recommendations.

Potential Sources of Operating Funds (see Appendix H for details of each funding source)

- General Fund Contributions/Property Tax Revenues
- Revenue Bonds
- User fees and revenues
- Limited Option or Special Use Tax
- Service Contracts and Partnerships

Exhibit 5-2, Operating Budget - Funding Strategy for Consideration:

Funding Source :	Amount
General Fund Contributions (based on 2001 per capita expenditures of \$39.67)	\$21,275,000
1¢ of Additional Property Tax over 5-year period	\$2,200,000
User Fees and Revenues	\$4,000,000
Total	\$27,475,000
Total Operational Need per Table 5-2	\$26,696,110

General Fund Contributions (Property Taxes):

- Assuming allocations from the General Fund continue at the current FY01/02 level of \$39.67 per person or \$1.99 million annually, the total funds generated through the planning period would amount to approximately \$21,275,000 (based on 2010 population of 56,536). This is short of the funding necessary to meet the operating costs identified for the plan and would require additional funds from sources such as user fees and/or an increase in property taxes.
- The master plan proposes that per capita allocations continue at no less than \$39.67 and that additional funding for operations be provided from user fees revenues and a 1¢ increase in property tax that is dedicated or earmarked for park and recreation services.

Dedicate 1¢ of Additional Property Tax for Park and Recreation Services:

- General tax revenues traditionally provide the principle sources of funds for general operations and maintenance of a municipal recreation and parks system. Assessed valuation of real and personal property provides the framework for this major portion of the tax base for the Town. Chapel Hill should consider a 1¢-tax increase for accomplishing the objectives of this plan.
- Each penny (1¢) of tax on the current property valuation (FY00/01) generates approximately \$411,000 annually. If 1¢ of the property tax were designated for park and recreation use over a five-year period, the increase would conservatively generate \$2.1-million assuming only minimum increases in property valuation of 2% annually.

User Fees and Revenues:

- If revenues remain at the current annual level of approximately \$385,000 it would produce \$3.6 to \$3.8-million over the planning period. Assuming the level of return increases 1%-2% annually through the planning period (2001-2011) the projected amount would total approximately \$4.0-4.2-million. These funds can be used to cover operating costs associated with the plan.
- This goal is achievable by bringing new facilities such as the Homestead Center on-line, improving existing centers, and making modest changes to the current fee structure for activities and programs.

APPENDIX A

REVIEW OF BACKGROUND DEMOGRAPHIC INFORMATION

Population and Demographic Information Population and other demographic data for this plan came from the Town of Chapel Hill 2001 Data Book, unless otherwise stated.

Population Projections

The Town of Chapel Hill's population was estimated to be 48,715 according to the 2000 Census as presented in Table 1-1. In five years (2005) it is projected to increase to 52,480 people and the population is projected to reach 56,536 people by 2010. From the 1990 to 2000 Census the annual rate of growth was approximately 2.3 percent.

Population totals for the Town includes the University of North Carolina student population. University students that have a Chapel Hill address, including on-campus residents, account for approximately one-third of the Town's population. Over the next 10 years the University is projected to add about 3,377 students, growing from 25,872 as of 2000 to 29,249 in 2010, according to the UNC Development Plan of July 2001. The change translates to roughly a 1.2-percent annual growth, which is substantially smaller than the Town's overall growth rate. Future decisions related to growth of the central campus and the Horace Williams Tract could alter these growth patterns.

The population growth rate for the Town of Chapel Hill is similar to that of Orange County, but is higher than that of the State. When compared with the Metropolitan Statistical Area of Raleigh-Durham-Chapel Hill, Chapel Hill's annual growth rate is considerably less than the MSA. During the 90's the MSA's annual average growth was 3.3 percent compared to Chapel Hill's 2.3 percent.

Table 1-1

Historical & Projected Populations

Location	1980	1990	1980-1990 % Change	2000	1990-2000 % Change	2010 Projection	2000-2010 % Change
Chapel Hill ¹	32,421	38,719	19.43%	48,715	25.82%	56,536	16.05%
Orange County ²	77,055	93,851	21.80%	118,227	25.97%	140,419	18.77%
MSA ²	664,788	858,485	29.14%	1,187,941	38.38%	1,382,219	16.35%
North Carolina ³	5,880,095	6,632,448	12.79%	8,049,313	21.36%	8,688,421	7.94%

Source: ¹ Town of Chapel Hill 2001 Data Book, ² Triangle J Council of Governments, ³ NC Office of State Planning

Age Distribution and Median Age

Table 1-2 and Chart 1-1 illustrates that people aged 20 to 24 years and 15-19 years are the largest age groups in Chapel Hill. This points to the large percentage of college students in the total population of the Town. However, the percentage of the total population these age groups comprises has decreased slightly over the past 30 years.

The 65 and older age group has more than tripled since 1970 and the percentage of people in this age group has increased. These factors are all indicators that the population in Chapel Hill is aging as a whole. This is consistent with State and National trends where the elderly population is predicted to grow over the next decade.

Table 1-2

Chapel Hill Age Distribution 1970-2000

Age	1970 Count	1970 Percent	1980 Count	1980 Percent	1990 Count	1990 Percent	2000 Count	2000 Percent
0-4	1,645	6.4%	1,086	3.3%	1,598	4.1%	1,754	3.60%
5-9	1,564	6.1%	1,321	4.1%	1,578	4.1%	2,067	4.24%
10-14	1,377	5.4%	1,541	4.8%	1,403	3.6%	2,236	4.59%
15-19	4,423	17.3%	6,060	18.7%	5,747	14.8%	7,876	16.17%
20-24	7,123	27.9%	8,513	26.3%	9,160	23.7%	11,469	23.54%
25-29	2,483	9.7%	3,469	10.7%	4,152	10.7%	NA ¹	NA ¹
30-34	1,366	5.4%	2,169	6.7%	2,587	6.7%	6,934	14.23%
35-39	992	3.9%	1,614	5.0%	2,351	6.1%	NA ¹	NA ¹
40-44	871	3.4%	1,102	3.4%	2,129	5.5%	4,992	10.25%
45-49	862	3.4%	970	3.0%	1,624	4.2%	NA ¹	NA ¹
50-54	668	2.6%	869	2.7%	1,129	2.9%	4,802	9.86%
55-59	541	2.1%	869	2.7%	1,022	2.6%	1,570	3.22%
60-64	482	1.9%	755	2.3%	909	2.3%	1,094	2.25%
65+	1,131	4.4%	2,083	6.4%	3,330	8.6%	3,921	8.05%
Total	25,528	100.0%	32,421	100.0%	38,719	100.0%	48,715	100.00%
Median Age	23	NA	22.9	NA	25.3	NA	24.0	NA

Source: Town of Chapel Hill 2001 Data Book 1 This category combined with next age group for 2000 data only

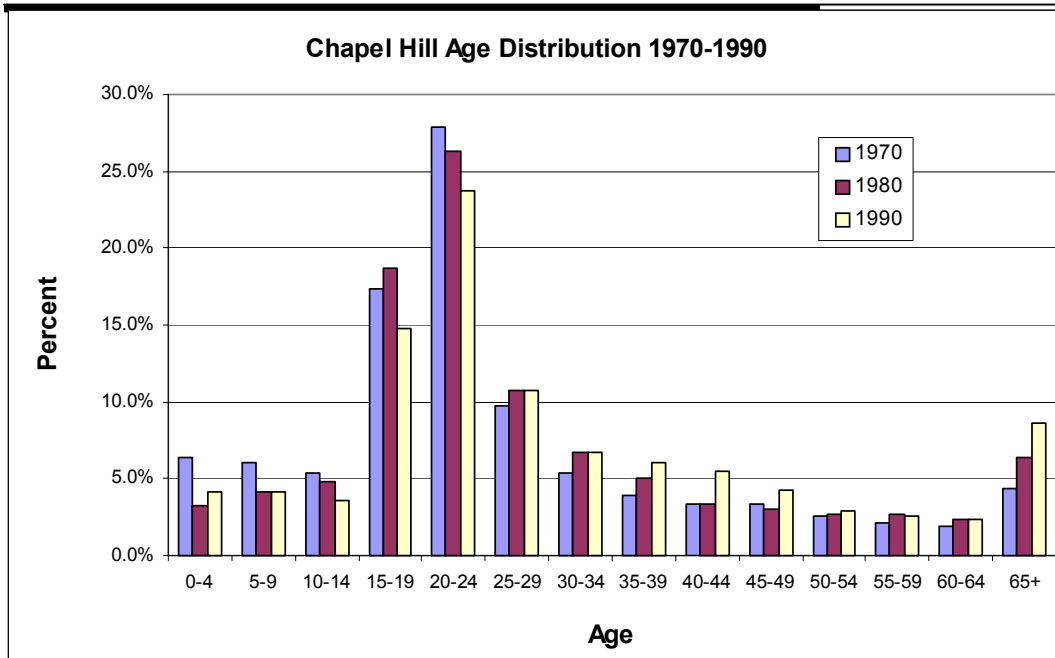


Chart 1-1

Source: Town of Chapel Hill 2000 Data Book

Chapel Hill’s median age is considerably younger than Orange County and the State as shown in Table 1-3. Again the large University student population has a significant influence on these numbers.

The median age for Chapel Hill has increased over the last 20 years from 22.9 in 1980 to 24.0 in 2000, another indicator of an aging community.

Table 1-3

Median Age			
Year	Chapel Hill ¹	Orange County ²	North Carolina ³
1980	22.9	25.7	29.6
1990	24.9	28.8	33.1
2000	24.0	31.9	35.3
2010	NA	34.5	38.3

Source: ¹ Town of Chapel Hill 2001 Data Book, ² Triangle J COG, ³ NC Office of State Planning

Race

Table 1-4 shows that the racial make up is mainly White and Black, consisting of 77.9 and 11.4 percent respectively of the overall population in 2000. The remaining 10.7 percent of the population is a mix of different races including persons with Hispanic origins and Asian/Pacific Islanders. Coincidentally, persons with Hispanic origins and Asian/Pacific Islanders are the fastest growing in the Town.

Table 1-4**Chapel Hill Population Composition by Race and Origin 1980-2000**

Race or Origin	1980	1990	2000	% Change 1990-2000	2000 Chapel Hill % 1990-2000
White	27,690	31,875	37,973	19.1%	77.9%
Black	3,947	4,853	5,565	14.7%	11.4%
Am. Indian, Eskimo, or Aleut	77	123	203	65.0%	0.4%
Asian and Pacific Islander	531	1,684	3,509	108.4%	7.2%
Other	176	184	1,465	696.2%	1.2%
2 or More Races	NA	NA	902	NA	1.9%
Hispanic (any race)	330	607	1,564	157.7%	3.2%

Source: Town of Chapel Hill 2001 Data Book, 2000 Census

Sex/Gender

The ratio of males to females has reversed over the past 30 years as Table 1-5 shows. From 1970 to 2000 the percentage of females in the overall population has increased from 46.1% to 54.6%. This overall increase in the percentage of females probably reflects both national trends (earlier male mortality) and an increase in female admissions by the University.

Table 1-5**Chapel Hill Gender Composition 1970-2000**

Gender	1970	% of Total	1980	% of Total	1990	% of Total	2000	% of Total
Female	12,078	46.1	17,397	53.7	21,024	54.3	26,754	54.9%
Male	14,121	53.9	15,024	46.3	17,695	45.7	21,961	45.1%
Total	26,199	100.0	32,421	100.0	38,719	100.0	48,715	100%

Source: Town of Chapel Hill 2000 Data Book

Households

As shown in Table 1-6, from 1970 to 2000 the number of persons per household in the Town of Chapel Hill has only slightly increased after dropping between 1970 and 1990. This is similar to trends in the County, Metropolitan Statistical Area, State, and United States. Household sizes continue to shrink as people marry at older ages. In addition, there are more single parent households. The most obvious result of this trend is that children living with single parents have increased and children in married households have declined. Chapel Hill's 1990 and 2000 statistics of 2.19 and 2.33 persons per household have remained lower than the County, MSA, and the State. The large number of University students within the Town influences this lower number.

Table 1-6

Family and Household Size from Selected Areas

Year	Median Number of Persons per Household							
	HH	Family	HH	Family	HH	Family	HH	Family
	Chapel Hill		Orange County		MSA		North Carolina	
1970	2.76	NA	3.00	NA	3.10	NA	3.21	NA
1980	2.44	3.02	2.50	3.08	2.63	3.16	2.78	3.23
1990	2.19	2.82	2.34	2.93	2.44	3.00	2.54	3.02
2000	2.22	2.88	2.36	2.95	2.48	3.03	2.49	2.98

Source: Town of Chapel Hill 2001 Data Book, 2000 Census

HH = Persons per household

Income

The median family income for Chapel Hill increased by 614% from 1970-1999. Table 1-7 shows that Chapel Hill’s median family income is 157% of the median income of the entire United States. This can be compared to Orange County, which is at 128 %, the Metropolitan Statistical Area at 124%, and the State of North Carolina at 96% of the national median income. Families living below the poverty line have decreased from 8% in 1980 to 6% in 1990.

Table 1-7

Median Family Income 1970-1999									
Area	1970	% US Median Income	1980	% US Median Income	1990	% US Median Income	1999	% US Median Income	2000 Estimate
Chapel Hill	\$10,536	110%	\$24,007	114%	\$50,217	143%	\$75,225	157%	\$79,373
Orange Co.	\$8,700	91%	\$19,305	92%	\$40,685	116%	\$60,946	128%	\$64,323
MSA	NA	NA	\$20,929	100%	\$39,723	113%	\$59,500	124%	\$62,800
NC	\$7,774	81%	\$16,792	80%	\$31,548	90%	\$46,000	96%	\$48,000
USA	\$9,586	100%	\$21,023	100%	\$35,224	100%	\$47,800	100%	\$50,200

*The 2000 Chapel Hill and Orange County figures are unofficial HUD estimates

Source: Town of Chapel Hill 2000 Data Book, US Department of Housing and Urban Development

Table 1-8**Chapel Hill Family and Household Income 1980-1990**

Income Range	1980		1990		% Change
	Households	Families	Households	Families	Family Income 1980-1990
\$0 - 9,999	3,170	963	2,209	438	-55%
\$10,000 - 14,999	1,635	685	1,205	266	-61%
\$15,000 - 19,999	1,246	637	1,191	308	-52%
\$20,000 - 24,999	837	543	1,268	373	-31%
\$25,000 - 29,999	661	453	937	459	1%
\$30,000 - 34,999	523	394	1,072	416	6%
\$35,000 - 39,999	396	337	664	430	28%
\$40,000 - 49,999	671	592	1,016	733	24%
\$50,000 - 74,999	698	648	1,946	1,447	123%
\$75,000 - 99,999	228	199	974	816	310%
\$100,000 - 124,999	NA	NA	597	557	NA
\$125,000 - 149,999	NA	NA	356	342	NA
\$150,000 +	NA	NA	339	294	NA
TOTAL	10,065	5,451	13,774	6,879	26%
Median Income	\$15,744	\$24,007	\$30,489	\$50,217	109%
Mean Income	\$21,803	\$29,023	\$43,781	\$62,578	116%

Source: Town of Chapel Hill 2000 Data Book

Economy

The overall economy for Chapel Hill has been doing well as shown by the unemployment rate in Table 1-9. Unemployment rates have been dropping steadily and are at a low for 1999 of 1.2%. Unemployment rates in 1999 for the region as a whole were similar with Orange County at 1.0% and the Metropolitan Statistical Area (MSA) at 1.5%. In comparison, the state and national unemployment are considerably higher for 1999 with 3.2% and 4.2% respectively.

Table 1-9**Average Annual Unemployment Rates 1975-2000**

Year	Chapel Hill	Orange County	MSA
1975	4.0%	4.4%	5.3%
1980	NA	4.2%	4.6%
1985	2.4%	2.4%	3.0%
1990	2.9%	2.5%	2.8%
1995	2.3%	1.9%	2.6%
1996	2.1%	1.8%	2.3%
1997	1.7%	1.4%	1.9%
1998	1.7%	1.3%	1.7%
1999	1.2%	1.0%	1.5%
2000	Not available	1.3	1.8
% Change 1975-99	-70.0%	-78.4%	-71.6%

Source: Town of Chapel Hill 2000 Data Book

Chapel Hill's employment is strong with large reliable employers. The largest employer is the University of North Carolina with 10,100 employees. Next is the UNC Hospital employing 4,420 workers. UNC estimates that 4,218 faculty and staff (out of 10,086 total) live in Chapel Hill. Both of these employers will likely grow and prosper for years to come. UNC and UNC Hospitals are both projected to grow. UNC is adding 5.9 million square feet to the main campus (now at 13.7 million SF) between 2001 and 2010. The Development Plan states that the number of employees at UNC and UNC Hospitals is projected to grow by 5,034 to 19,337 over the coming 10 years, although many of these employees will likely live outside Chapel Hill.

As shown in Table 1-10 and demonstrated in Chart 1-2, government makes up the largest employment sector providing almost 50% of jobs. Services employ the second largest sector of workers with 23% of jobs; retail and manufacturing jobs follow, employing approximately 13% and 5% respectively. Chapel Hill's small reliance on manufacturing employment probably improves the stability of its economy.

Table 1-10
Chapel Hill Employment by Sector 1990

Sector	Employed	Percent
Agriculture	211	0.8%
Construction	498	2.0%
Finance/Insurance/Real Estate	852	3.4%
Government	12,415	49.6%
Manufacturing	1,168	4.7%
Services	5,758	23.0%
Wholesale Trade	280	1.1%
Retail Trade	3,311	13.2%
Transportation/Communications/Utilities	534	2.1%
Total	25,027	100.0%

Source: Town of Chapel Hill 2000 Data Book

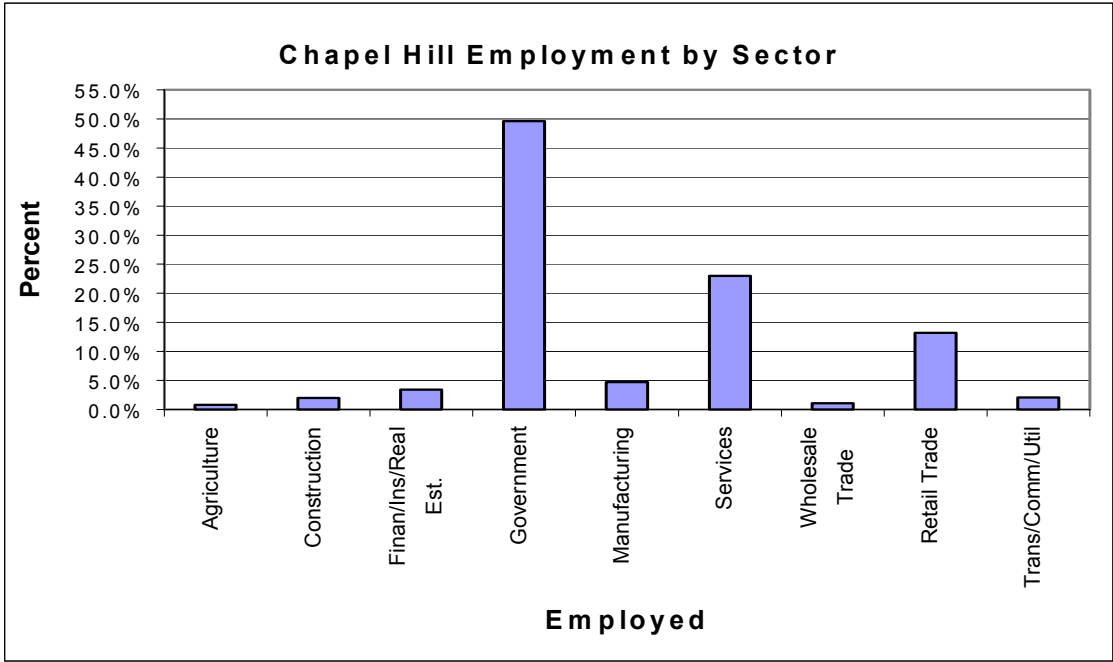


Chart 1-2

Source: Town of Chapel Hill 2000 Data Book

APPENDIX B

REVIEW OF BACKGROUND LAND USE INFORMATION

The Town of Chapel Hill is located in the north central portion of North Carolina in southeast Orange County. The cities of Durham, Cary and Raleigh and the Research Triangle Park lie to the east. The Town of Carrboro is located adjacent to Chapel Hill's western border. These communities, along with Chapel Hill, form the Triangle region, which is internationally known for its research, education, and industry.

The University of North Carolina is located in Chapel Hill and has the distinction of being the first State university in the nation. In 1789 the University was established and Chapel Hill was incorporated in 1819. The Town's name comes from the New Hope Chapel that stood on the hill at an intersection of two major roads.

Growth Trends and Land Use

In 1986 the Town of Chapel Hill established an Urban Service Area, within which, land is to be developed at an urban scale according to Town guidelines. Urban services should be extended to these areas, but should not be extended past them. Also, all of the Urban Service Area should eventually be annexed into the Town as development continues.

In 1987 Chapel Hill, Carrboro, and Orange County signed the Joint Area Planning Agreement which implemented the Urban Service Areas. Carrboro and Chapel Hill administer the areas within their jurisdictions and the County administers areas within the Rural Buffer.

Currently 90% of the Urban Service Area is developed. There are approximately 16,800 acres within the Urban Service Area, of which 1,600 acres are either undeveloped or underutilized at one dwelling per 3 or more acres. Close to 50% of the Town's land use is low to moderate density residential as shown in Table 1-11. Almost 20% of the Town's lands are developed for institutional uses, including property owned by the University of North Carolina. Privately owned commercial, office, mixed-use, and industrial areas comprise less than 9% of the Town's overall lands. Parks and open space occupy close to 8% of the Town's land.

The areas with the highest percentage of undeveloped land are located in the northwest and southern portions of the Town's planning jurisdiction. Those areas that have the fewest acres of undeveloped or underdeveloped land are in the central and eastern portions of the Town.

The fact that the Town of Chapel Hill is fast approaching build out capacity has implications for the Town's goals of providing parks and open space. It is essential that the Town act soon to secure any land needed for future parks.

Table 1-11**Existing Land Use in Chapel Hill ***

Land Use	Acres	% of Total Area
Low Density Residential	7,057.9	42.0%
Institutional	3,267.1	19.4%
Undeveloped Land	1,602.3	9.5%
Parks/Open Space	1,304.5	7.8%
High Density Residential	901.3	5.4%
Mixed Use	838.4	5.0%
Medium Density Residential	505.5	3.0%
Right of Way	444.0	2.6%
Commercial	313.2	1.9%
Agrarian	293.8	1.7%
Office	233.0	1.4%
Industrial	44.4	0.3%
Total	16,805.0	100.0%
Chapel Hill Jurisdictional Areas		
Urban Services Area	16,805.0	100.0%
Chapel Hill City Limits	12,705.0	75.6%
Urban Services Area Outside City Limits (Includes 1,483 Acre Transition Area)	4,100.0	24.4%
Extraterritorial Jurisdiction Outside urban Services Area	790.0	NA

Source: Town of Chapel Hill 2000 Data Book

* Existing land use as of 2/99

APPENDIX C

RECORD OF FOCUS GROUP MEETING COMMENTS

Minority Issues (Mon. Sept. 25, 2000, 6:30 p.m. – Hargraves Center)

- Need better outreach programs to prevent potential high risk behavior/activities by youth
- Need to program more social events and activities at Hargraves (dances, BBQs,)
- Participants are willing to do fundraisers for program support (kids are willing to work to help pay for programs)
- Desire more diverse programming beyond athletics (provide even more education, computer and college prep. instruction)
- Easy access to facilities and programs is important to youth and people without cars. Need better transportation programs including the bus-line and after school transport. (schools have designated stop at Hargraves for before and after school programs)
- Improve the pool at Hargraves and expand recreation opportunities (construct an indoor pool, provide water park type activities such a spray jets and slides, add new support facilities too etc.)
- Increase teen activities and events at Hargraves (more trips, sports, bowling, new late night activities)
- Improve registration procedures (more sites, more user friendly) and provide better marketing of programs (not just the brochure)
- Overall maintenance of facilities at Hargraves and other sites needs to be improved
- Lack of facilities limits programming time

Arts/Dance/Community Events (Mon. Sept. 25, 2000, 8:00 p.m. - Hargraves Center)

(No attendees)

Seniors/Special Populations (Tues. Sept. 26, 2000, 10:00 a.m. - Community Center)

- Lack of facilities limit participation (need more of-fields, courts, rooms, etc.)
- Special populations programming is limited to Special Olympics (need to add real programs)
- Need better outreach and publicity of programs (direct mail, web page)
- Policies concerning access to programs by special populations need the support of referral services/agencies. (There is currently no place to refer people who currently cannot be accommodated).

New aquatics and recreation center facilities must be multi-purpose and be able to accommodate many activities at one time

Need to partner better with private sector and other agencies, possibly UNC to improve programs for special populations

Need a policy change to commit to real special populations programming

Seniors have concern with safety at parks (need 911 telephones, lighting etc.)

Seniors need more space at their center (the lease expire in ± 2 -years)

Seniors support the need for a new recreation center with an aquatics facility (facility must be multi-dimensional)

Town should have horseshoe pits, shuffle board and badminton at parks for Senior Games practice (However, shuffle board is planned at Hargraves),

Senior sports programs should include more active sports – soccer, tennis (have senior teams), etc.

All parks need more picnic facilities, play areas, drinking fountains

Registration needs to be more user friendly with technology

Need better publicity of program offerings– Seniors don't know what is available

User fees should support programs. Bonds may be necessary to fund facilities

Parks and Recreation Department needs to offset the reduced time spent on physical education at schools so that kids understand the value and benefits of exercise and good health

Athletic & Aquatics (Tues. Sept. 26, 2000, 6:30 p.m. - Community Center)

Pools need to accommodate diverse uses (competition, youth, seniors, therapy instruction etc.)

Easy access to pools and athletic complexes is important

Conceptual plan on aquatic facility will recommend future action to take on the pool

High use at the Community Center cause conflicts (noise, limitation of overall space, lack of locker/changing space etc.)

Currently no facility for youth swimming (indoors). The pool is too deep for young children.

Need more athletic fields, especially youth soccer and baseball

A sports complex could bring in tournaments with positive economic impact (create revenues)

Lack of control over maintenance of facilities is frustrating

Existing centers and outdoor facilities restrict programming (currently limit size due to lack of sites)

Lacrosse, hockey and field hockey are sports on the rise and need to be monitored

Partnerships will be more important in the future (schools, county, public, private, etc.)

Programming needs better promotion (more than just the brochure)

There is very limited space/land available for future fields

Tennis facilities need to be upgraded and expanded

Maintenance of facilities must be more proactive (coordination with Public Works makes this difficult)
Existing community centers are too small for multi-use activities
Existing fees and charges seem appropriate
Registration should be easier/“more user friendly” with technology (website, Town’s computer network etc.)
Need year-round aquatic facility for higher use
Can new aquatic facility at Homestead be easily accessible for entire Town?

Parks/Open Space/Greenways/Outdoor Sport & Environmental Education (Tues. Sept. 26, 2000, 8:00 p.m. - Community Center)

Funds allocated for open space acquisition may become difficult to spend. (not enough sellers and staffing to keep projects running)
Need to look at potential greenway partners for future connections w/Orange County, Durham, and UNC. Also need partners/supporters such as the Audubon Society (state chapter etc.) to assist with programs and facilities
Greenway connections will most likely occur to the east with Durham at two locations (north - south)
Need to always have a greenway project being planned or developed (so that momentum is not lost)
Greenways don’t need “a lot of land”, but do need on-going funding for planning/development
Consider an environmental education center connected to greenway trails. Possible partner could be Audubon Society state office or other environmental group
The Master Plan can support greenways by providing some funding prioritization
Existing foundation needs to be more active in securing funds
Need to consider how dog parks fit into the Master Plan
With new UNC leadership, there is an opportunity to form a “Fresh Relationship” regarding open space/greenway issues

Community Leaders (Wed. Sept. 26, 2000, 5:00 p.m. - Town Hall)

Important that strong leadership continues at Hargraves Center (current level of commitment and involvement by the director with the community makes the center work well)
May need to look at joint ventures for park property with the county in the rural buffer
Important to address maintenance and operating costs in the plan so that they are in front of the Manager.
May need to adjust approach to non-resident fees. (Town residents versus others)
Bus service and transportation to park sites needs to be improved with expansion of facilities. An example is the development of facilities at Homestead Park
Inadequacies of the existing swimming facilities must be addressed in the plan. (sites are in poor condition and need replaced)
Need pools for competition, recreation, instruction and therapeutic purposes

The soccer fields operated by Rainbow Soccer Association help relieve the pressure of needed fields but the Town needs to provide more fields

If a sports complex is developed for revenue purposes it will most likely need to be for soccer

There needs to be a designated single point of contact at the Town to handle land acquisition for open space and greenways (this may require a permanent position)

Need to get a different point of view on recreation needs from people who see recreation not just as parks and play fields. (A source may be the publisher of the Community Sports News)

Worried that the Town is not “keeping up” with trends and funding to maintain and implement parks and recreation.

The tax base of the Town does not include large industry and/or manufacturing and this limits the availability of funds.

If bonds or not-for-profit funds are used for projects, it is important to make sure the funding is clear and adequate. (library fund is an example)

The impact of a new aquatic facility will affect the SportsPlex facility. It appears under utilized and that may be something to consider as a partnership relationship. The down side is that public perception by Chapel Hill residents is that this facility is too far away

Funding of facilities will most likely need to include bonds

“Big Ticket” items will require partners (public, private, etc)

APPENDIX D

NATIONAL TRENDS

State and National Assessments

Surveys designed to determine the demand for outdoor recreation have been conducted on the national level by the President's Commission on Americans Outdoor (1985), National Sporting Goods Association (1997), and the United States Forest Service (1984-1995). Additionally, the State of North Carolina conducted a statewide survey in 1989.

The Report of the President's Commission on Americans Outdoors

This Report indicated the following significant facts:

Top ten outdoor recreation activities nationwide:

1. Picnicking
2. Driving for pleasure
3. Swimming
4. Sightseeing
5. Walking for pleasure
6. Playing sports
7. Fishing
8. Attending sport events
9. Boating
10. Bicycling

Activities rapidly growing in popularity:

1. Canoeing
2. Bicycling
3. Attending outdoor sports
4. Camping, all types
5. Sailing
6. Hiking/backpacking
7. Walking for pleasure
8. Water-skiing

The local level (Cities and Counties) of the nation is providing 39% of the public recreation opportunities.

Annual Survey of the National Sporting Goods Association (NSGA)

The survey lists the following top 25 activities per million participants. The following information reviews the findings for the past 10 years.

Sport	1997	1995	1993	1991	1989	1987
1. Exercise Walking	76.3	70.3	64.4	69.6	66.6	58.1
2. Swimming	59.5	61.5	61.4	66.2	70.5	66.1
3. Exercising W/Equipment	47.9	44.3	34.9	39.2	31.5	34.8
4. Camping	46.6	42.8	42.7	47.1	46.5	44.2
5. Bicycle Riding	45.1	56.3	47.9	54.0	56.9	53.2
6. Bowling	44.8	41.9	41.3	40.4	40.8	40.1
7. Fishing	44.7	44.2	51.2	47.0	46.5	45.8
8. Billiards/Pool	37.0	31.1	29.4	29.6	29.6	29.3
9. Basketball	30.7	30.1	29.6	29.2	26.2	25.1
10. Hiking	28.4	25.0	19.5	22.7	23.5	17.4
11. Boating (Motor/Power)	27.2	26.8	20.7	22.4	29.0	30.9
12. Roller Skating/Inline	26.6	23.9	12.4	7.3	N/A	N/A
13. Aerobic Exercising	26.3	23.1	24.9	25.9	25.1	23.1
14. Golf	26.2	24.0	22.6	24.7	23.2	20.3

15. Running/Jogging	21.7	20.6	20.3	22.5	24.8	24.8
16. Dart Throwing	21.4	19.8	19.2	17.0	17.4	13.1
17. Volleyball	17.8	18.0	20.5	22.6	25.1	23.6
18. Hunting w/ Firearms	17.0	17.4	18.5	17.1	17.7	N/A
19. Softball	16.3	17.6	17.9	19.6	22.1	21.6
20. Mountain Bike (On Road)	16.0	10.5	10.5	N/A	N/A	N/A
21. Baseball	14.1	15.7	16.7	16.5	15.4	15.2
22. Soccer	13.7	12.0	10.3	10.0	11.2	9.8
23. Target Shooting	13.5	13.9	12.8	11.5	N/A	N/A
24. Backpacking	12.0	10.2	9.2	10.4	11.4	8.9
25. Football (Touch)	11.9	12.1	N/A	N/A	N/A	N/A

NSGA Sports Participation Study (in millions)

United States Forest Service National Recreation Surveys (NRS)

In 1994 and 1995, the National Survey on Recreation and the Environment (NSRE) interviewed approximately 17,000 Americans over age 15 in random-digit-dialing telephone samplings. The primary purpose was to learn about the outdoor recreation activities of people over age 15 in the United States. They were asked about their participation in 81 specific recreation activities

- The following table looks at changes in national participation levels for outdoor recreation activities that were measured in previous surveys (NRS). Thirty-one activities, for which participation estimates were made in both 1982-83 and 1994-95, are compared in the table. The table shows the estimated number of participants for each survey period, as well as the percentage change in participation over the 12-year period. The percent change is indicative of the relative growth or decline in participation for a particular activity.
- For 25 of the 31 activities included in both studies, there are millions more participants in the 1995 totals than there were in 1983. In addition to millions of new participants for traditional activities, there are participants for adventure activities that were rarely pursued 15 years ago such as orienteering and rock climbing. Since 1982-83, many activities dramatically increased in popularity.
- Between the 1982-83 NRS and the 1994-95 NSRE, the population of people 16 years and over grew by 13.4 percent from an estimated 176,653,000 in 1982 to 200,335,000 in 1995. Therefore, any activities with a percentage change greater than 13.4 percent reflects a growth in interest in these activities, as well as a growth in the number of participants. (They are highlighted in bold print)
- Overall, the trend for outdoor recreation participation indicates continued growth in the demand of outdoor recreation opportunities, facilities, and services. Naturally, with an increase in total population, increases in participation for most activities would be expected. A percent change in participation above the rate of population growth indicates that a higher percentage of the public is participating in an activity.

Activity	1982-83 (in millions)	1994-95 (in millions)	Percent Change
Bicycling	56.5	57.4	+1.6
Horseback Riding	15.9	14.3	-10.1
Golf	23.0	29.7	+29.1
Tennis	30.0	21.2	-29.3
Outdoor Team Sports	42.4	53.0	+25.0
Boating	49.5	58.1	+17.4
Sailing	10.6	9.6	-9.4
Motor boating	33.6	47.0	+39.9
Water Skiing	15.9	17.9	+12.6
Swimming/pool	76.0	88.5	+16.4
Swimming/non-pool	56.5	78.1	+38.2
Fishing	60.1	57.8	-3.8
Hunting	21.2	18.6	-12.3
Hiking	24.7	47.8	+93.5
Walking	93.6	133.7	+42.8
Running/ Jogging	45.9	52.5	+14.4
Bird Watching	21.2	54.1	+155.2
Picnicking	84.8	98.3	+15.9
Sightseeing	81.3	113.4	+39.5
Off-Road Driving	19.4	27.9	+43.8
Ice Skating	10.6	10.5	-0.9
Downhill Skiing	10.6	16.8	+58.5
Cross-country Skiing	5.3	6.5	+22.6
Snowmobiling	5.3	7.1	+34.0
Sledding	17.7	20.5	+15.8
Camping (overall)	42.4	52.8	+24.5
- Developed Area	30.0	41.5	+38.3
- Primitive Area	17.7	28.0	+58.2
Backpacking	8.8	15.2	+72.7
Attend Sports Event	70.7	95.2	+34.7
Attend Outdoor Concert Play	44.2	68.4	+54.7

North Carolina Outdoor Recreation Survey

This survey, which was conducted in 1989, provided an indication on the most popular outdoor recreation activities in the State. According to the survey, the most popular outdoor recreation activities in North Carolina are:

- | | |
|---------------------------|-------------------------|
| Walking for pleasure | Swimming |
| Driving for pleasure | Visiting natural areas |
| Viewing scenery | Picnicking |
| Beach activities | Attending sports events |
| Visiting historical sites | Visiting zoos |

Additional Trend Studies

One of the many challenges facing park and recreation agencies is that of change. Recognizing how political, social, economic, and technological change will influence the future is difficult, however identifying instruments of change and how they will affect the way a community provides recreation services is an early step in the process of planning. This type of analysis is important in order to bring about desirable outcomes. The publication *Public Park and Recreation Trends: A Status Report* by Ruth V. Russell, 1999, of Indiana University identifies some of the trends and issues confronting public recreation providers. The following information is provided from this publication:

National surveys and work groups as well as various case studies have identified trends and issues that may have the greatest impact on public recreation organizations. Examples include:

The First Annual Leisure Watch National Issues Survey (1989)

This survey produced a National Issues Agenda for the 1990s. Recreation and park administrators, planners and educators in 13 states (in the U.S.A.) and provinces (in Canada) were asked to identify issues that they expected would have the greatest impact on their organization's and/or clientele's near future. An "issue" was defined as "a difficulty or problem that has a significant influence on the way an organization functions or on its ability to achieve a desired future" (p. 1). In order of frequency of choice, those issues identified were:

7. Economy/consumerism (7) e.g., the need to better define economic impact of recreation opportunity
8. Business management (6) e.g., increasing costs and decreasing resources
9. Technology and science (6) e.g., genetic engineering/life prolonging technology
10. Family/social relationships (5) e.g., growth of nontraditional families
11. Politics/government/legislation (5) e.g., need for federal and state funding support
12. Fitness/sports (4) e.g., motivating the non-participant (youth, disabled, aged)
13. Medicine/health/wellness (4) e.g., growth of employee wellness services
14. Education, learning, and training (4) e.g., prevalent illiteracy
15. Environment/ecology (4) e.g., management of increased demand for open space/resources
16. Workplace/employment (4) e.g., decline of the power of labor unions
17. Demographics (3) e.g., an aging population
18. Travel/tourism (3) e.g., keeping pace with new demands such as ecotourism

Whyte Study

Whyte (1992) completed a comprehensive study that focused on trends and issues in local government recreation and parks administration. The Delphi technique was used to elicit opinions from a jury of 36 experts from the American Academy for Park and Recreation Administration (mostly practitioners) and the Academy for Leisure Sciences (mostly educators). Over 650 trends and issues suggested by jurors in the first round were then

condensed into 106 unique trends and 89 unique issues. These items were rated as to their impact over two consensus-building rounds, which narrowed them down to 11 key trends and 13 key issues having the highest ratings. Table One lists the top ranked trends according to rated impact and Table Two lists the top ranked issues according to rated impact for local government recreation and park service systems.

Table One-Top Ranked Trends

Extreme Impact

19. Deteriorating park and recreation infrastructure
20. Increasing crime (violence, drug use, vandalism, gangs) in communities and parks
21. Declining park and recreation budgets relative to costs
22. Increasing competition for shrinking federal, state, and local tax resources
23. Massive public sector debt

Great Impact

24. Neglect of children
25. Greater cultural diversity (growing and more influential minority populations)
26. Greater difficulty in providing equal opportunity for leisure to all people
27. Declining quality of life and livability of urban areas (insufficient open space, deteriorating city)
28. Greater division between "haves" and "have-nots"
29. Increased public demand for participation, accountability and productivity in government

Table Two-Top Ranked Issues

Extreme Impact

30. How to ensure adequate finance for capital development (land/open space, facilities)
31. What spending priorities should be set in the face of budget cuts or when services are stretched too thin
32. How to make parks safe places (from crime, vandalism, gangs, substance abuse) while maintaining visitor enjoyment
33. How public parks and recreation can strengthen its political position and shape the future through affecting state and national policy
34. How to compete successfully for funding against other community services (education, health, police)

Great Impact

35. Should park and recreation services be managed more like a business
36. How to build on the wellness movement to promote alternative programs to drug abuse, anti-social behavior, etc.
37. How to make services more accessible to low income groups, single parents, and homeless people
38. How to increase local tax support

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39. How to build public trust and satisfy demands for accountability
 40. How to ensure investment in infrastructure maintenance and improvement (community pride)
 41. How to foster coalition building and cooperation between other service providers and related disciplines (community networks, resource sharing, service consolidation)
 42. How to develop public recognition that parks and recreation contributes to the health and well being of society and counteracts the effects of disabilities

Case Study (Indianapolis, Indiana)

As one phase in a strategic planning process the Indianapolis Department of Parks and Recreation invited employees, city officials, business and industry officials, and other citizens to participate in a futuring exercise. Four teams of people met to discuss and identify trends, which might affect both the function and form of the Department in the future. These teams began by making some assumptions about the future, and then generated a set of questions raised by each assumption. As follow-up to this intuitive work, staff from the Leisure Research Institute at Indiana University searched current professional and research literature in order to validate the teams' assumptions and to answer some of the key questions raised. These trends, and their literature validation, became a starting point for additional citizen meetings for planning desired future responses by the Department. An abridged listing of the trends includes:

1. Trends focused on the community.

- a. Neighborhoods - What is the public recreation agency's role in creating neighborhood identity? In contemporary models of community satisfaction, neighborhood attributes are integral. For example, "Community involvement in recreation facility design is the new trend" (Ketterer, 1991). Neighborhood identity can be developed through a park; neighborhood identity can be lost through a park. Unless local residents are incorporated into all phases of park planning, development, and management, they will end up requiring protection from their park rather than receiving enjoyment from it. A great deal of professional literature featuring case studies on developing neighborhood identity and good will through parks is available.
- b. From the center to the suburbs. – The city has more parks in the center of the city than the suburbs, reflecting an historical philosophy of parks as a social service. Is this still a viable priority? It appears that the future of park development is focused on park revitalization. While land acquisition for future new parks is taking place as the opportunity for inexpensive and convenient land tracks become available, the crisis of inner city parks is of top priority. Parks as a social service is an increasing ethic between public park and recreation professionals in the nation's largest cities.

2. Trends focused on people.

- a. Quality of urban life. - Considerations for inclusion in policies are: (a) task force development to determine responsibilities of therapeutic recreation and community recreation specialists for comprehensive services, (b) linkages with other institutions to maintain participation and service continuity, (c) community integration participation is preferred to mass segregated programming, (d) collaborative efforts to address illiteracy, addiction, low self-esteem, independent living skills, etc., and (e) assistance to local referral networks in identification and referral to appropriate services (Kunstler, 1991).
- b. Special needs populations. - What are the trends for the physically challenged? What are the trends for older adult constituents? Without a doubt, recreation and park professionals nationwide feel the impact of the Americans with Disabilities Act will significantly increase in the future. In terms of older adult constituents, a shift is occurring toward the development of service initiatives for urban and frail elderly (Lahey, 1991).
- c. Youth. - Do crises in the schools affect parks and recreation? What should be the contemporary stance for serving a changing teen constituent? Youth have become of prime focus to public recreation and park agencies. Unlike two decades ago when those over the age of 65 years represented the poorest sector of the population, today children have that distinction. Children are the most "at risk" age group in society (Godbey, 1989). Children appear to be less physically fit than were their predecessors, they are frequently abused, and millions are "latch-key" children. If public recreation and park agencies are to remain a human service, then youth must emerge as the prime constituency group. Some very innovative case studies are available on highly successful youth programs nationwide.
- d. Leisure time. - How much leisure time will people actually have in the future? A 1991 Harris survey showed that the amount of leisure time enjoyed by the average American shrank by 37% between 1973 and 1989. At the same time, the average workweek (including travel time to work) grew from under 41 hours to nearly 47 hours. Other polls have shown that people prefer to work longer hours for higher income rather than have more leisure and less pay.
- e. Demographics. - What is the impact of the baby boomers? What are important new constituent groups? The most powerful and influential (not necessarily needful) future constituency groups are middle-aged adults, healthy older adults, and women. The trends relative to ethnic and minority groups, children, and frail elderly are discussed under other categories. In the United States our median age is increasing, in 1990 it was approximately 33, and will be approximately 36 by the year 2000. The number of people between 35 and 44 will jump by 16%, and those between the ages of 45 and 54 will increase by 46%, compared with an overall expected population growth of 7.1% (Coates, Jarratt, & Mahaffie,

1991). Secondly, not only are older people becoming a larger segment of the population, but also they are enjoying better health and longer life, and wielding greater economic and political power. By 2020, when baby boomers reach 65, old people will be 20% of the U.S. population. Finally, women are moving gradually up in the social and economic hierarchy of the nation and in the next two decades will force open the door of the executive suite. (Coates, Jarratt, & Mahaffie, 1991).

- f. Cultural diversity. - Should cultural services provide melting pot impetus or ethnic identity enhancement? Hispanics will be the largest fast-growing minority population in the United States in the near future. Hispanic populations grew from 14.6 million in 1980 to 21.9 million in 1990, about 50% in 10 years, five times that of non-Hispanics (Coates, Jarratt, & Mahaffie, 1991). Despite similarity of language, Hispanics are not a homogeneous group.

It is predicted that most black African Americans will improve their status. About 70% are currently advancing in nearly every aspect of American life. For example they have advanced in large numbers from unskilled and blue-collar work to highly skilled white-collar work. There is movement toward closer income parity with whites due to educational advances and greater political and economic power. (Coates, Jarratt, & Mahaffie, 1991).

Asian Americans are currently outperforming all others in the classroom and the workplace. For example, Japanese Americans have a 96% high school completion rate, compared with a white rate of 87% (Coates, Jarratt, & Mahaffie, 1991).

There is a growth of a national society. U.S. citizens travel more, we hear and see the same messages in the mass media, intermarriages are more frequent, and schools teach essentially the same thing across the country -- all this has a leveling influence.

- g. Health and illness. - Programs and activities that directly affect the health of the residents of the city, and the minimum support required to maintain those services, is the first mission of a public park and recreation agency according to a recent conference of California park and recreation managers (Harison, 1993). No longer are we simply the providers of community vitality and enrichment benefits; our focus now must be the essential and fundamental life and health services.

3. Trends focused on natural resources and facilities.

- a. Linking parks. - Is there a current trend for linking parks together with green corridors and trails? Much of the new park land acquisition that is desired today appears to be of this type: developing linear green spaces designed to link people using foot and bicycle transportation to parks, to shopping, to other neighborhoods. Within this trend is another, the recycling of no longer used or underutilized built environments as linear parks: for example, railroad beds, abandoned roads, utility pole rights of way, the underneath of highway overpasses, etc. Extensive literature and case studies are available in this; the topic also served as the theme of a

recent Congress of the National Recreation and Park Association. Examples also exist in U.S. cities of converting no longer used modes of transportation (such as street cars) into recreational transportation and attractions

- b. Land stewardship. - Has the "sacred trust" of the land become more important? Should public recreation and park agencies seek to acquire more land? In a report from the President's Commission: Americans Outdoors (1987), the protection of natural resources and open space was the first priority for the future. Public recreation is positioned to lead in land stewardship because collectively they are often one of the largest land managers in a community. Because public recreation professionals tend to be activity services oriented and because they have not formulated an environmental ethic to guide decision making, anti-land stewardship dilemmas result.
- c. Safety. - What is the appropriate level of safety in the parks? Whose responsibility is it? Many urban parks nationwide are losing their positive image as special places. This occurs because the number of homeless people, drug dealers and gang members who frequent public parks is increasing (Soderberg, 1993). This remains a vital problem for the future of public recreation.

The 90's have become the age of the expert witness as society and the legal system demand new and higher standards of safety in park and recreation programs and facilities (Gold, 1990). Of increasing need for public agencies will be safety consultants and risk management plans. A primary ingredient for park safety is public support. This means for many cities the development of security prevention strategies (Greenbaum, 1991). For example, the consideration of a night "total darkness policy", the design of parking lots that discourage through-traffic cruising, publicized incentive programs to combat vandalism, and recreation program delivery partnerships with law enforcement agencies should be considered.

- d. Specialized facilities. Are constituents willing to support the development of specialized recreation facilities? The advent of increased specialization in recreation interests will mean that the amount of knowledge about specific forms of leisure behavior will have to increase for those in the planning process. More important, it will mean that planning of such recreation environments will have to be done with the continual and direct participation of those who are specialists in the leisure behavior in question. Design of specialized facilities, in effect, will have to be done much more specifically for those who will use that particular environment. This follows not only from trends in specialized recreation behavior but also from consumer expectations for customized, specialized products. What is public recreation's role in this trend? If public recreation is involved, what creative financing can be counted on and how can these

specialized facilities be designed for flexibility of use as special interests change.

4. Trends focused on management.

- a. Market driven. - Should public recreation and park delivery systems be market driven in management philosophy? Whether they "should" or not appears a moot question as trends for the future are studied. The trend is an increased market segmentation in service delivery. For example, according to Kelly (1987), the poor and the frail are not viable markets for many recreation programs or provisions. Meanwhile the high-end segments are usually well supplied; they have learned to use their affluence to purchase access to the best environments and the most attractive opportunities. Thus, the markets with the highest "sales" potential are found among the new "discretionaires". This is a new class of people; they are the first generation in their families with college degrees and special skills that are at a premium in the labor markets. They have developed wider interests and new talents in their educational histories. However, those in the earlier phases of their careers cannot afford the same recreation costs as the wealthy. They will spend time and money on leisure, but will remain price conscious.
- b. Privatization. - Where do we stand on the trend of government right sizing and down sizing? Essentially, discussions of privatization in government service delivery are currently prevalent and enthusiastic across the country. However, those public recreation and park agencies that are successfully using privatization are those that have completely re-envisioned and re-invented government.

Examples of privatization in terms of property acquisition and development include Racine, Wisconsin, Sandusky, Ohio, and Eufaula, Oklahoma, which have been able to revitalize unused or underutilized harbor and marine areas at minimal public cost. In each case, outstanding new recreational boating facilities have been developed through the use of private operators who expanded and rebuilt city-owned marinas, including beach, fishing, and refreshment units under a continuing rental arrangement with long-range contract with the municipality (Kraus & Curtis, 1990).

Other common examples of privatization have been in subcontract park maintenance, security services, and golf course starter operations. Garbage collection, building maintenance, and tree trimming have also been carried out by private concerns, sometimes resulting in substantial savings. In spite of these and other excellent case studies of successful privatization, the importance of accurately defining the work to be done with a contract that clearly specifies the quantity, quality, and price of the work cannot be ignored.

- c. Alternative funding sources. - What are funding sources other than taxes for public recreation? Park and recreation agencies, as producers, are

aggressively seeking strategies to concurrently generate revenue and expand service levels to broader segments of society. One recent trend is selling services at discount prices. Those agencies using this approach feel they can maximize facility use and generate varying levels of revenue from multiple sources. Discounting provides an incentive to target markets already familiar with shopping sales (Cato & Crofts, 1992). Another trend is price fencing. Price fencing allows customers to logically and rationally segment themselves into rate categories based on their needs, behaviors, and willingness to pay, and allows park and recreation agencies to develop better rationale for user fee rates. A third trend is price bundling -- marketing two or more services into a single "package" at a special price.

5. Trends focused on services.

- a. Customer communication. - What is the contemporary role of public agencies in customer service communication? Citizens are increasingly participating in public processes to plan programs and formulate policies. Public parks and recreation must remain customer oriented. The high cost of losing a customer means: (a) the average wronged customer will tell 8 - 16 others, (b) 92% of unhappy customers never purchase the service/goods again, and (c) it costs five times as much to recruit a new customer than to retain an old customer (Biondo, 1990).
Recreation and park agencies must be able to trust citizens, try new programs, improve the quality of current programs, develop strategies to quickly remedy the complaints of unhappy customers, stand behind what they say, and establish "no questions asked" customer policies in order to remain viable.
- b. Individualization. - Is the choice movement, and thus the customization of services, still viable? Is diversity of service choice appropriate in public recreation? The desired philosophy of the profession for the future supports diversity and customization of services. After all, true recreation involves the value of freedom of choice, and it is ethically imperative that of all the types of agencies delivering recreation and park services, public agencies must be the vanguards of freedom of choice. However, just how this can be operationally realized in the future in the face of shrinking budgets and increasing service demands will require creative thinking. Perhaps old ways of offering variety, such as the cafeteria approach to program services, will simply no longer be feasible, and new ways will need to be invented.

How trends have affected facilities and management:

Alternative Locations for Recreation Facilities: An underlying rationale for providing parks and open space is often different from that for organized recreation. Parks and open space should be oriented toward informal use, connectivity, universal access and the

preservation and enhancement of natural resources (i.e., urban forests, wetlands, and waterfront). Recreation facilities, on the other hand, are driven by recreation demand and should be dispersed geographically and in partnership with schools, non-profits and the private sector. Clearly, each jurisdiction should provide an overarching park, open space and recreation system, but recreation facilities could be more aggressively sited at alternative locations. However, there will always be the need to judiciously place recreation facilities within selected urban parks. Viewing recreation programming and facilities in a system context and realizing that these needs can be met in a number of different venues, and in partnership with other providers.

Recreation Centers: These buildings are no longer glorified gymnasiums with minor space allocated for meetings or classes. Today recreation centers are usually very large and diverse (often over 50,000 SF). They offer a variety of spaces for “market driven” programs and leisure activities such as pools/aquatic facilities, (for competitive, recreational, and instructional swimming), various types of gymnasiums, fitness/workout rooms with specific equipment or space, meeting facilities, theatres, auditoriums, bowling lanes, etc.

Revenue Generation/Specialized Facilities: Many facilities such as sports complexes for soccer, baseball/softball, skate parks for inline skating, extreme/free style biking, and roller-hockey, have become prevalent in the past few years because of revenue generation potential.

Revenue generation falls into two major categories: fees and concessions, and a lot is happening on both fronts. (Excerpts from Urban Parks Online, “Ask the Expert” with Peter Harnik, Trust For Public Land, 1999)

- After parking, the largest revenue source for New York is golf, as it is for most park agencies in the country. New York City's 13 golf courses, all of which are run by concessionaires, net about \$3 million for the city.
- Other profitable ventures for many cities include tennis (particularly indoors), boat marinas, weddings and other special events at gardens, historical sites, and restaurants. Most of these joint ventures are concession run operations. Enterprises that are generally less lucrative include swimming pools, ice skating rinks, ball fields, playgrounds, and bike trails.
- The newest twist in recreation revenue enhancement is the "voluntary fee" (or "mandatory contribution"). A concept, which was originated by museums and adopted by park and recreation departments for use at recreation centers and large multi-facility parks. One concept is to request a donation (suggested to be in the \$20 to \$25 range) for the use of recreation centers. The annual donation results in a membership card and entitles members to use all the facilities in the center (except, in some centers, the weight room and nautilus). In those centers that have a state-of-the-art weight room/nautilus, an additional fee (not donation) of \$50 per year is charged for those privileges, resulting in a maximum annual expense of about \$70-75. New York City uses the fee/contribution money to upgrade the center and restore other recreation centers. Persons who claim they cannot afford to pay a donation of any amount are asked to fill out a form and are then granted a free membership card.

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- Indianapolis is the site of one of the most unusual concession arrangements in the country. The city's Parks and Recreation Department has signed contracts with seven churches to maintain 24 neighborhood parks. The churches, generally hire disadvantaged and hard-to-employ individuals from within and around the neighborhood, are responsible for mowing and trash pickup, and they sponsor annual cleanup days in which neighbors and parishioners come and plant flowers, paint benches, etc. In some cases, the churches have a direct monetary contract; in others, they receive park services of equivalent value, such as free use of parks, summer camps or pools.

APPENDIX E

ROLES OF RECREATION PROVIDERS

Meeting all the recreational needs of Chapel Hill and Orange County will require a joint effort between government agencies and the private sector. No one group can provide all the programs and facilities for the entire area. The following describes the roles that each recreational provider could take during the planning period.

Federal

The federal government is primarily charged with the protection, preservation, conservation and management of public lands that are deemed appropriate and necessary for all the United States. The U.S. Forest Service, Corp of Engineers (COE) and U.S. Department of Agriculture manage lands in North Carolina for these purposes and for recreation. The U.S. Government provides recreation facilities within close proximity to Chapel Hill. The largest site within a one-hour drive is Uwharrie National Forest. This expansive federal land holding offers facilities for activities such as camping, fishing, hunting, biking, hiking, boating, off-road vehicles, and environmental/conservation education. Additionally, the COE maintains recreation facilities sites at the Jordan Lake, Falls Lake and Kerr Lake reservoirs. The federal government will likely continue to provide facilities of this nature and be a major provider of regional facilities.

The U.S. Government also provides financial assistance for park and recreation through funding programs such as the Land and Water Conservation Fund (LWCF) and the Urban Parks Recreation Recovery Fund (UPARR). Furthermore, federal funds are made available to communities through programs such as Transportation Equity Act for the 21st Century (TEA21 formerly ISTEA), Community Development Block Grants, and the Clean Water Management Trust Fund that are administered by state agencies.

State of North Carolina

Chapel Hill is fortunate to be within close distance of several North Carolina State Parks and Recreation Areas. These sites include Falls Lake Recreation Area, Jordan Lake Recreation Area, Kerr Lake State Park, Eno River State Park, William B. Umstead State Park, and Raven Rock State Park. The NC Zoological Garden in Asheboro is within a one-hour drive.

The State of North Carolina will likely continue to offer a variety of recreational facilities and programs on a regional basis that should include opportunities for camping, fishing, biking, and special facilities such as zoos and preservation of historic sites. North Carolina has plans and funding in place to enhance and expand many facilities within their system, which should improve service throughout the planning period.

The State is also expected to provide financial assistance through grant programs for acquisition of land for parks, development of new parks, and renovation of existing parks. The major program offered by the State for these purposes is the North Carolina Park and Recreation Trust Fund grant program (PARTF). Additional sources of funding are available through NCDOT Bikeways Program, TEA21 grants (formerly ISTEA), Community

Development Block Grants, and the Clean Water Management Trust Fund. More detailed descriptions are provided for each of these in Section Five of this report.

Orange County

Recommendations in the *Chapel Hill Parks and Recreation Master Plan* are based on the premise that Orange County will develop and maintain future park and recreation facilities for use by all County residents. The County will need to plan parks for an estimated 2010 population of 140,419. Typically, county governments provide these facilities at district parks and at specialized facilities. District parks are approximately 200-400 acres in size and serve multiple townships or communities. (Note: Orange County defines District Parks as parks with 75-200 acres). Orange County has purchased one District Park site and the voters have provided funding by approving the County's 2001 Parks bond. In addition, Lake Orange and OWASA's Cane Creek and University Lakes offer some facilities commonly found at district parks.

The County has recently committed financial assistance to local communities for recreation facilities. Examples include the Triangle SportsPlex and the County Land Legacy Program. Chapel Hill has received financial assistance from the County for new construction at Hargraves Park, Homestead Park and the proposed Southern Community Park. Furthermore, a report entitled "Potential Joint Funding for Parks" identified the County's roles in capital funding, acquiring land, and facility development.

Review of recreation standards for park acreage in Chapter Three of this report identified 283-acres of district parkland be made available to the population of Chapel Hill by the end of the planning period. This amounts to having one (1) District Park within 7-10 miles of the Town. The district park property purchased by the County off of Eubanks Road should meet this need once it is developed.

The Orange County Environment and Resource Conservation and Recreation and Parks Departments should continue to search for collaborating opportunities with the Town on future projects such as larger parks, greenway connections, sports field complexes, pools, and other special facilities.

The County's Lands Legacy program could possibly be used to secure parkland, open space, and greenways that could be used by Chapel Hill residents.

The County has initiated an Intergovernmental Parks Work Group that has been charged to deal with parks and recreation issues that cross jurisdictional lines.

Chapel Hill

The *Chapel Hill Parks and Recreation Master Plan* is based on the assumption that the Town should be responsible for development and maintenance of future park and recreation facilities for use by Town residents. Facility and parkland needs were identified for the Town based on public input and an anticipated 2010 population of 56,536 (Section Three of the report). In order to meet these increased needs, Chapel Hill must improve existing facilities and provide more park sites and special facilities. (Special facilities include recreation centers/gymnasium space, pools, sports field complexes, and greenways.)

The Town's primary efforts should be concentrated on providing neighborhood parks, community parks, and special facilities as well as supporting and maintaining

existing facilities. Where appropriate the Parks and Recreation Department should expand and improve sites in order to leverage additional amenities from existing land holdings.

The Town should continue to be aggressive in its efforts to implement the adopted greenways plan including acquisition of open space and trail development. These efforts should be focused on both internal Town greenway corridors and on identified links with Durham, Carrboro and the County.

Efforts should be improved to develop effective partnerships with a wide variety of potential partners for the provision of facilities and programs.

Work should be started on an updated formal joint-use agreement with Schools for use of existing and future school sites. The Department should be involved with designs for new school sites to create school-recreation opportunities that are specifically for “Joint Use”.

Other Towns/Municipalities

Chapel Hill and Carrboro are the major providers of recreation in the southern portion of the county. Many area residents, including many outside the Town limits, rely on Chapel Hill’s parks and special facilities for recreation services.

Other communities such as Hillsborough, Mebane, and Efland provide park facilities or services on a limited basis without formal parks and recreation departments. As development continues to expand in Orange County, these towns should evaluate how they will offer recreation services and expand their facilities. Their decisions will hopefully ease some of the burden on Chapel Hill sites. Findings in this report are based on the following assumptions and recommendations:

- Carrboro, like Chapel Hill, will continue to provide recreation facilities and programs including community parks, neighborhood parks, and special facilities.

- Lack of facilities will motivate Carrboro to look for teaming opportunities with Chapel Hill, the Schools, and Orange County. This is especially true when developing capital-intensive items such as recreation centers and pools. Chapel Hill and Carrboro should also team more actively in providing program and services.

- Durham provides a wide range of parks and recreation facilities and programs and offers substantial potential as a partner for greenway/trail connections.

- Recreation needs of all county citizens would be best met if other towns in Orange County started to offer additional recreational programs and facilities for their own communities. This would require the towns to begin supporting recreation by providing local funding or creating partnerships.

- Other communities in the area could enhance efforts to provide recreation departments and/or services of their own by seeking funds made available through grant programs. Most grant programs are geared to assist communities and associations in funding park and recreation projects based on need and local commitment. Additionally, the towns could search for teaming opportunities with other governmental agencies and the private sector to share programming and development cost.

School System

The Chapel Hill/Carrboro City Schools have contributed to meeting the recreation needs of citizens in a number of ways. The following are specific ways in which the Schools have cooperated with the Town to provide recreation facilities:

The Schools and the Town signed an agreement that allowed the Town to build athletic facilities on school property. This agreement gave the Town an extra gymnasium and several fields that can be used when the schools do not require their use.

A separate agreement allowed the Town to build the tennis courts at Phillips School. The Town and the Schools signed an agreement that allowed construction of the Scroggs athletic field.

The Town and the Schools arrived at a mutually beneficial solution to allow the most efficient buildout of the Meadowmont Elementary School and Meadowmont Park.

In addition to the various separate agreements that dictate how specific facilities are to be shared by the Town, the Schools make their facilities available on a fee basis. The Town, as well as other groups and agencies, can rent school facilities. Unfortunately, the many needs of the individual schools limit the usefulness of this approach. Most rentals of schools for recreational programs are by the Town of Carrboro (which has few facilities of its own) and private athletic groups.

The current use agreement that guides much of the Town's use of facilities on School property expires in 2007. The Schools and the Town should work to attain a system wide joint-use agreement. This Report recommends that attempts should be made to arrive at an agreement that would:

- Deal with all facilities on a uniform system wide basis.
- Reduce or eliminate fees that both entities charge each other for rental of facilities.
- Provide a fair and effective method of sharing maintenance and repair responsibilities.

The Schools and the Department should also work together to:

- Identify additional programs that can take place on school or park properties.
- Determine how to mutually approach property acquisition.
- Jointly construct sports fields, gymnasiums, and aquatics facilities whenever possible.

Key issues to consider in developing an agreement are outlined under Partnership Opportunities within this section of the report and in Appendix G.

Quasi-Public Sector

The development of some programs and facilities in the area is due in part to support from the quasi-public sector. Organizations such as Rainbow Soccer, social clubs, the YMCA, and churches have a unique role of complementing public programs and facilities. It will be important for the quasi-public sector to maintain a strong supporting role in providing

recreation facilities and programs through the planning period. Coordination should occur between the quasi-public sector, the Town, and the County to avoid duplication of facilities.

Private Sector

Commercial Recreation Providers

Generally, the private sector has provided recreational facilities and programs that the public or quasi-public organizations have chosen not to provide or have been unable to afford. Examples of commercial or private outdoor recreation providers include golf courses, swimming pools, tennis clubs, and amusement facilities. Additionally, there are private commercial providers of bowling facilities and fitness/work-out gymnasiums. The commercial providers are in the recreation business to make a profit and thus their pricing and operation policies will reflect this mission. These private facilities still help to complement recreation offered by Town and other public sector providers.

Corporate Community

Chapel Hill, as part of the Triangle area, has an abundance of large employers within close proximity. Orange County major employers include companies such as Blue Cross/Blue Shield of NC, General Electric Co., Inc., Duke Power Company, Harris Teeter Inc., Food Lion, Sports Endeavors, Inc., Orange-Person-Chatham Mental Health, and PHE Inc. Additionally, there are large employers located in the Research Triangle Park such as IBM, Nortel Networks, Glaxo Smith-Kline, Ericsson, Cisco Systems, Research Triangle Institute, US EPA National Institute of Environmental Health Sciences, Sumitomo Electric Lightwave Corp., Aventis Crop Science, Underwriters Laboratories, and Reichhold.

Some corporations with large numbers of employees have their own recreation and fitness facilities. This can help reduce some of the demands placed on the public sector. Unfortunately, most of the large corporations that have a history of being an integral part of the community have not participated in the development of facilities and programs in Chapel Hill. In the future, Chapel Hill should target private industries to seek assistance with development of new recreation facilities. Additionally, corporations without a large presence in the area, companies such as General Motors, J.R. Reynolds, Chiquita Banana, and AMF, offer financial assistance through corporate donations and grants. There are many partnerships being formed between public and private entities to support public leisure services. Contributions given to support these services could be important to lower dependency on Town finances.

Developers

Developers assist Chapel Hill by the dedicating or reserving future park sites as part of the land development process. The Development Ordinance has open space and recreation requirements that affect development of land and require dedication of land for recreation. The requirements allow for payment in lieu of land dedication, and substitution of off-site for dedication. This allows the Town the discretion of finding appropriate land for meeting their recreational goals.

In as much as dedication requirements typically focus on providing open space and recreation areas for development. The Ordinance could be improved to help with infill and redevelopment projects.

APPENDIX F

PARTNERSHIPS

Partnership Opportunities

Contemporary society provides recreation and park opportunities through a diverse collection of organizations that exist at the neighborhood, state, and national level. Leisure service organizations meet the needs of the community by operating within a broad range of missions, motivations, structures, resources, and techniques. With such a large number of organizations (public, private, and non-profit) playing vital roles in the community, coordination and cooperation between providers is crucial. This does not mean that competition is counterproductive to the process of cooperation. Controlled competition among public, non-profit, and private sectors is beneficial because there are only so many resources to draw upon in any one community. Operating in tandem, competition and coordination allows the community to be able to participate in the greatest number of leisure experiences in a variety of settings under different philosophies.

Historically, these three leisure providers (public, private, and non-profit) were distinct and easily recognized. The public sector relied almost exclusively on taxes to accomplish their mission for a well-defined segment of the population. The non-profits operated on funds from local and national fund-raisers and fees, while the private sector sold goods and services to those able and willing to purchase them. However, over the past five to ten years there has been a blending of these three sectors; the public sector is increasingly turning to earned-income opportunities for delivering services; non-profit organizations are taking on roles previously delegated to the public sector; and the private sector is taking on missions that were formerly the exclusive domain of the public and non-profit sectors.

The relaxation of the boundaries in these three sectors has been partly responsible for the rise of partnerships for providing leisure services. The word partnership is an umbrella term that includes agreements, cooperative ventures, joint agreements, collaboration, coalitions and combining of work forces. It is the sharing of resources between two or more parties to achieve collaborative goals. This practice is becoming more pervasive throughout the United States in order to save cost and eliminate duplication and waste.

In Chapel Hill and the Orange County community, there are some partnerships in place to provide recreation facilities, special events, and programs. This Master Plan recommends the creation of more partnerships between other government agencies and non-profit entities. The Master Plan will require the support of the entire community. Increased use of partnerships will extend the delivery of services to more people in the area, create more options for all partners, and develop opportunities to extend funding beyond their current levels.

A working partnership model for partnering with local schools has been included in Appendix G and should be referenced when considering agreements.

Partnership Issues

A partnership agreement is essential to demonstrate the commitment of each party and identify the resources each party will contribute to the partnership. Whether the contribution is associated acquisition, development, operations, or maintenance, a goal of the partnership should be to strive for an equitable cost sharing between partners over the life of the project. Negotiations for these contributions should focus on demonstrating the advantages and disadvantages of each partner's participation.

In a partnership agreement between two parties, both parties should identify issues and solutions. The following list identifies some of the essential priority issues to incorporate into an agreement:

Liability issues that both parties face.

Addressing how both parties will try to address cost sharing during a specific time frame.

Land use and management needs must be addressed so neither party's environmental concerns or property rights are compromised.

Joint capital cost development and how both parties must be involved during the design process are issues to discuss in order to meet individual equipment needs, storage needs and operations needs.

It is important that each party share their mission statement for their organization so there is a greater appreciation of what each party desires to achieve. The key is to get both parties to think on behalf of the overall community first, and their respective needs second.

- In the partnership agreement, each party should make a decision as to how they will resolve conflicts with each other. In all situations, each party must create ongoing communication procedures that exceed their normal communication process such as a quarterly review to evaluate how the partnership is working.
- The partnership agreement is a "living document" and over time will likely change to fit the needs of the community. Facility usage and contribution philosophy may remain consistent in the agreement, but the conditions of the agreement may change.
- Contributions by each partner should be tracked and shared with all parties while trying to achieve the cost-sharing goal within an agreeable time frame.
- A jointly developed facility or park should have a plan for ongoing maintenance and facility upgrades.
- Use within facilities, pricing of activities, scheduling events, equipment needs, operational issues, tracking of partner contributions, and review policies should be evaluated periodically by the partners to make necessary changes.

Immediate Partnership Considerations

All types of partnerships can be formed with public, quasi-public, or private entities. The Town of Chapel Hill and the Parks and Recreation Department currently utilize several such arrangements and has potential for additional opportunities in the following areas:

-
- Town /school partnerships for joint development of gymnasiums, game fields, pools, and recreational facilities. The Department should seek an alliance with the schools to help provide these types of projects.
 - Town /neighborhood partnerships in managing and developing community or neighborhood parks through the creation of a park ambassador program and adopt-a-park program that encourages park amenity investment by neighborhood associations. Use local civic organizations (Jaycees, Optimist, Kiwanis, Civitans, Rotary, etc.) to identify neighborhoods or neighborhood associations with possible projects. The Planning Department, local housing authority, United Way and local churches can act as the facilitators/brokers for putting these partnerships together.
 - Town /church partnerships in maintaining parks next to church properties and joint program development.
 - Town /non-for-profit program development. This partnership moves away from duplication and into segments of specific program areas with each agency developing a niche in the total program area. Contact local recreation foundations, Boys/Girls clubs etc. to create strategic alignments for services.
 - Town /private sector partnership. A private developer can use private funds to develop a special use facility on Town property with the public agency leasing it to the developer on a long-term basis. During the period of the lease, the developer returns a portion of the revenue to the public agency and at the end of the lease the facility revert to the public agency's ownership. Examples are golf courses, golf academies, restaurants, ice rinks, aquatic parks, marinas, concession facilities, gift shops, conference centers, campgrounds, preschool, daycare facilities, and qualified day camps. The Town has used this type of partnership on one occasion (Homestead Batting Cage) and should seek future opportunities.
 - Town /private sector service contracts for managing parks and recreation services. These partnership services can include management of museums, recreation facilities, mowing, landscaping, tree maintenance, construction management, marketing, information technologies, restroom cleaning, trash removal, and facility management. The Town has used this type of partnership and will most likely use it more actively in the future.
 - Town /hospital partnership in development of health-related facilities such as fitness areas in recreation centers, game field facilities, and therapy pools. The Department should seek partnerships with the local hospitals and clinics.
 - Town /trail partnerships for developing trails for walking, inline skating, bicycling, and running. Partnerships are created with each entity that assists Chapel Hill in developing a mile of trail. The partners can include a neighborhood association, a school, another non-profit business, fraternity, sorority, etc.
 - Town/County/other Town(s) partnerships that work for the benefit of all partners in providing parks and recreation services. In order for this partnership to work, it is imperative that all partners share the same vision. The vision needs to be developed based on the values each other hold for the community and how the vision for the development of a facility or a program benefits both partners. The vision is created from history, values, and common themes each agency is striving

to achieve. This vision is developed in the form of a recital that is stated in the very first paragraph of a partnership agreement. This enables all future managers of the partnership to understand why the partnership was created and the spirit in which it was created. A partnership for joint funding of recreation facilities is being formed in the area between Orange County, Chapel Hill, Carrboro, and Hillsborough.

APPENDIX G

SCHOOL PARTNERSHIP MODEL

The following working partnership model has been provided for Chapel Hill Parks and Recreation Department (CHPRD) to use as a reference. The example model is the Department /School District (s).

CHPRD (Department) and School District(s) Partnership Model

The Department and the school district(s) decide that they would like to take their partnership program to a new level for the development of joint use facilities to include athletic fields, and other recreational facilities. The plan of action for the partnership agreement would include the following:

1. Jointly share with each other long term land acquisition and facility development plans. This would allow each party to describe their vision for their agency and how it overlays into what each other is doing. This should also include program development plans.
2. From this vision discussion, each party would identify where they see a potential partnership opportunity.
3. If both parties agree that there is the potential for a partnership, then discussion needs to move into more detail matters.
4. Is there a common vision for this to work between both agencies?
5. What are each other's values in relationship to the partnership that needs to be identified and incorporated into the partnership project and agreements?
6. Is there a history between these two agencies that could affect the ability of this vision project to move forward? What needs to be done by each partner to overcome any history? What needs to be done between the two partners to build trust and confidence in the project?
7. Is it possible for each party to meet a 50/50 cost sharing position related to developing the facility, and or program that benefits Chapel Hill as a whole?
8. What are the ultimate performance measurements that each party will need from the other to commit to the project?
9. Can a working written recital be developed that creates a vision strategy for each party that agrees to the purpose and commitment that each is making to the program or facility?

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10. Each party assigns staff to finalize and develop the organizational structure for the partnership. This will include the partner reciprocals agreement; communication reporting process; funding commitments; staffing and personnel commitments; timelines for development; implementation of the program or project; and process for conflict resolution.
 11. The assigned staff trains each other on each agencies overall goals, visions, mission statements, and expectations they are hoping to achieve with the partnership.
 12. Performance measurements are established for each party that outlines accountability for their commitments without managing them.
 13. The school district(s) and Department shares and approves the overall working agreement with each respective board, for adoption and approval.
 14. Each party provides working discussion and project meeting dates to discuss expectations, programs and performance measurements.
 15. Each party reports progress jointly to each other's management board on the results of the partnership efforts.
 16. If a facility development project is established, a project manager for each agency needs to be designated.
 17. If a program commitment partnership is established, each partner designates appropriate program coordinators to fulfill the visions of each agency.

APPENDIX – H

KEY FUNDING/REVENUE SOURCES

The Chapel Hill Parks and Recreation Department has good public support for parks as shown with the approval of bonds for greenway and open space acquisition in 1986, 1989, and 1996. However, funding sources have not been available to keep up with all identified needs. The proposed additional facilities and expanded operations will only increase the need for funding dollars. Chapel Hill will need to use a combination of revenue sources to meet the future needs of local residents. The following potential funding sources are provided to help the Town evaluate options.

Revenue Plan

Upon adoption of the Master Plan the Department should establish a complete revenue plan that takes into account input from Town and area leaders. A revenue plan incorporates all available funding resources in a community, prioritizes them, and puts each option into a funding strategy. In a revenue plan, the following funding alternatives are evaluated for its appropriate use in funding capital improvements and programs.

General Tax Revenues

General tax revenues traditionally provide the principle sources of funds for general operations and maintenance of a municipal recreation and parks system. Recreation as a public service is scheduled along with roadways, health, public safety, schools, etc. in regular budgets established by the municipality. Assessed valuation of real and personal property provides the framework for this major portion of the tax base for the Town. Each penny (1¢) of tax on the current property valuation (FY00/01) generates approximately \$411,000 annually. An additional 1¢ of the property tax designated for park and recreation use for five (5) years would conservatively generate \$2.1-million assuming only minor increases in property valuation of 2% annually. Revenues from general fund tax sources typically cover park and recreation services in most communities. Chapel Hill may want to consider a tax increase for accomplishing the objectives of this plan.

Recreation facilities such as game fields, courts and boat/lake areas are typically covered by a combination of general tax revenues and user fees. All park and recreation systems have different values in place for how they fund various portions of a recreation experience. Tax subsidies vary by activity and the Town should determine the level of commitment expected under these values or principles.

The Department will also need to update its current revenue and pricing policy as part of an overall revenue plan based on the values and guiding funding principals of the Town.

General Obligation Bonds

General tax revenue for parks and recreation are usually devoted to current operation and maintenance of existing facilities. In view of the recommended capital improvements suggested in this plan, borrowing of funds to acquire new lands and develop facilities will be necessary. The State of North Carolina gives local governments the authority to accomplish this borrowing of funds for parks and recreation through the issuance of bonds

not to exceed the total cost of improvements (including land acquisition). For the purpose of paying the debt on these bonds, the local government is empowered to levy a special tax. Total bonding capacities for local government is limited for parks and recreation to a maximum percentage of assessed property valuation.

The real value of a community's bonding authority and capacity is not necessarily the funds made available for a capital improvement program alone (in terms of local monies). Bonding enables local government to utilize local funds to match federal grant-in-aid monies or state funds. General obligation bonds are still the greatest source utilized to fund park projects in North Carolina. The Town should review the possibility of creating a series of bond referendums to achieve the capital improvements identified in the plan.

Revenue Bonds

Revenue bonds have become a popular funding method for financing high-use specialty facilities like golf courses, aquatic centers, ice rinks, tennis centers, and complexes for softball and soccer. The user and other revenue sources from the project pay revenue bonds. This revenue source could be of use to the Town for developing specialized facilities. However, based on current pricing practices the Town most likely would not seek out this option. If the Town decided to move in this direction the type of projects to use this style of financing could be a sports complex, large recreation center, aquatic facility, or conference/meeting center.

Limited Option or Special Use Tax

Limited option or special use taxes can be established in various ways. A municipality or county can establish the tax by determining the source such as property valuation, real estate transfer taxes, or sales tax. A local governing body can approve a tax that is identified or earmarked from property valuation without legislative action; however other sources may require state approval. The proposal will require legislative approval if it is structured on sales tax or transfers as earmarked for a project need. The idea behind a special option or limited option tax is that the tax is identified or limited for a *special purpose* or *project(s)* and the duration can also be limited to accomplish the proposed project.

Park Foundation

The organization "Friends of Chapel Hill Parks, Recreation, and Greenways" currently serves the Department. However, the organization must be expanded if it is to assist Chapel Hill in acquiring land, developing facilities, sponsoring programs, and buying equipment. Park foundations typically create five funding strategies for accessing money to build up their coffers. These include a foundation membership, individual gifts, grants from other recognized and national foundations, long term endowments, and a land trust for future acquisitions.

General Foundations

Another source of revenue is the direct contribution of money from General Foundations within the state or nation. A listing of appropriate foundations can be found in the text entitled Grant Seeking in North Carolina, made available through the North Carolina Center of Public Policy Research, P.O. Box 430, Raleigh, North Carolina 27602.

Foundation funds should be sought for both development and construction of facilities as well as providing programs. They should include general-purpose foundations that have relatively few restrictions, special program foundations for specific activities, and corporate foundations found with few limitations and typically from local sources. The Trust for Public Land and NC Rails-Trail have been instrumental in providing financial and technical assistance for open space conservation and development of greenways in North Carolina. They and other land trusts such as the Conservation Trust for North Carolina and the Triangle Land Conservancy would be good sources to investigate. Other sources of local assistance may be available by contacting large regional or local corporations to review any possible funding opportunities they might offer. Companies such as First Union, Bank America Blue Cross/Blue Shield of NC, General Electric Co., Inc., Duke Power Company, Crescent Land, Harris Teeter Inc., Food Lion, IBM, Nortel Networks, Glaxo Smith-Kline, Ericsson, Cisco Systems, may have available funding through existing grant programs, or they may be interested in creating a program or partnership for specific projects. The Department should actively pursue grants from foundation and trust sources on a regional and national level such as W.K. Kellogg Foundation, Duke Endowment, Doris Duke Charitable Foundation, or the Z. Smith Reynolds Foundation. Information on trusts and foundations can be found through the Foundation Center, 79 Fifth Avenue, New York, NY 10003-3076 (www.fdncenter.org), the Council on Foundations (www.cof.org), Grantscape Online (www.grantscape.com), Points of Light Foundation (www.pointoflight.org), and the Non-Profit Gateway to Federal Government agencies (www.nonprofit.gov). Center

Federal and State Assistance

Federal funding sources necessary to help finance the Master Plan have historically been available from the U.S. Park Service's Land and Water Conservation Fund (LWCF). Potential funding through the U.S. Department of Housing and Urban Development's Community Development Block Grant (CDBG) Program is also available given certain conditions. Other potential sources for recreational funding are available through the National Foundation of Arts and Humanities and the National Endowment for the Arts (NEA) and Better America Bonds.

The North Carolina General Assembly passed a bill in 1995 creating a consistent source of funds for parks and recreation in the state. The Parks and Recreation Trust Fund (PARTF) will provide money for capital improvements, repairs, renovations, and land acquisition in state and local parks. Revenues from the State's portion of the real estate deed transfer tax support the Fund and are estimated to be \$15-\$18 million annually. Of the funds allocated, 65% will go to the state parks system, 30% will provide matching grants to local governments, and the remaining 5% will go to the Coastal and Estuarine Water Beach Access Program. The maximum matching grant is limited to \$250,000 for a single project and the anticipated awards to local governments will exceed \$6 million for fiscal year (FY) 00/01. The PARTF system allows Chapel Hill to apply for a 50/50 cost sharing grant to develop or acquire parkland and facilities. It is in the best interest of the Town to apply for funds through this program on a regular basis.

Additionally, the State can fund projects such as bikeways and pedestrian walks through the federally funded TEA-21 [formerly known as the Intermodal Surface Transportation Efficiency Act (ISTEA)]. The North Carolina Department of Transportation (NCDOT) administers the funds and the local government agency can use these funds for developing

portions of any proposed greenway system. Local communities can also apply for assistance with pedestrian, bikeway and greenway projects by applying for “NCDOT Enhancement Funds” and the NC-National Trails Program (NTP). The State also makes funds available for development of facilities and programs through the Community Development Block Grant system (CDBG) administered by the Division of Community Assistance. Eligible communities can use these federal funds for development of projects such as recreation facilities, land acquisition, and neighborhood centers. Non-profit neighborhood groups can receive assistance from this program and the Department can assist these groups by identifying possible projects.

Another source of state administered funding is through the Clean Water Management Trust Fund (CWMTF). These funds are set aside for the acquisition of riparian properties, financing of innovative waste water management initiatives, storm water mitigation and stream bank restoration projects, support for greenways, and some planning programs. The acquired or purchased property can be used for recreation while protecting valuable water resources from the affects of urban encroachment. The General Assembly initially set aside \$88 million for the CWMTF in 1996 to allocate grants to restore and/or protect water quality in the State’s rivers, lakes, and estuaries. This program has been expanded and the state plans to have annual funding of \$20 to \$30-million. After five application cycles, CWMTF Trustees have approved 175 projects for a total cost of approximately \$162 million.

Sources for other federal grants can be located at Grants-Net (www.hhs.gov/grantsnet), an internet application tool created by the Department of Health and Human Services (DHHS) Office of Grants Management (OGM), the Department of Housing and Urban Development (www.hud.gov/grants/index.cfm) and the Office of Justice Programs at the Department of Justice (www.ojjdp.ncjrs.org/grants/grants.html)

Orange County Assistance

Orange County has provided some contributions for operating costs that allow the Town to treat all Orange County citizens as Town residents for the purpose of charging fees. The County has also provided significant levels of assistance on a case-by-case basis for several capital projects. Orange County bonds approved in 1997 and 2001 have provided or are expected to provide the following:

- Greenways (\$1,000,000)
- Homestead Park (\$1,000,000)
- Homestead Park Aquatics Center (\$3,500,000)
- Southern Community Park (\$3,000,000)

Revenues, Fees & User Charges

A crucial strategy to accomplish the goals of this plan is to price services based on the value and benefits received by the participants beyond those of all taxpayers. Increasing participants in using the facilities and programs will increase revenue opportunities. A good time to price services to their value and benefits is after new facilities are constructed or when facilities have been renovated to enhance a participant’s recreational experience. A revised user charge revenue strategy does not require a quantum leap to “market value pricing”. A slightly enhanced program of increasing fees based on renovated or new

facilities will create more capacity opportunities and revenues for the growing population of the Town.

Currently, revenues and user charges account for 20-22% of the operating budget. If revenues were to remain at the current level of approximately \$385,000 annually it would only produce \$3.6 to \$3.8-million over the planning period. This level of return will need to increase throughout the planning period and represents the largest challenge for the Department if new facilities are not built.

The following table illustrates potential revenues that new Special Use Facilities, as recommended in the Master Plan, can generate. The revenues are based on the current pricing structures in place and national trends for communities of similar or larger size. Other communities have demonstrated that special facilities of this nature can be 100% self-supporting, or in other words, generate revenue to cover 100% of their operating cost. However, the proposed strategy for this plan does not recommend 100% cost recovery. The revenue and expense figures (based on 2001 dollars) are very achievable within the Department's current pricing philosophy.

Summary of Revenues for Special-Use Facilities

Special-Use Facility	Annual Expenses	Annual Revenues	Cost Recovery
Rec. Center (large 40-50,000 SF, w/pool)	\$500,000-1,000,000	\$250,000-600,000	50%-60%
Rec Center (large 40-50,000 SF, no pool)	\$400,000-800,000	\$160,000-400,000	40%-50%
Rec Center (small 20,000 SF)	\$50,000-100,000	\$10,000-50,000	20%-50%
Pool Complex	\$40,000-100,000	\$20,000-50,000	50%
Total	\$1,190,000–2,000,000	\$530,000–\$1,100,000	44-55%

Earned Income Opportunities

The Chapel Hill Parks and Recreation Department has in the past few years developed earned income opportunities to supplement the operating budget of the Department. The Department has been averaging approximately 15-20% of operating cost the past few years. In developing earned income opportunities, the Department should consider the following methods.

Sponsorships from private businesses operating in the area. Sponsorship opportunities within the Department will need to be coordinated to not confuse sponsors by sending two or three request to the same business. Sponsorships typically come in the form of product sponsors, event sponsors, program sponsors, cause-related sponsors, and in-kind sponsors. (remember, “If you don’t ask, you don’t get”)

Based on the needs of the Department, grants from local foundations, state and federal agencies, or individuals are typically created by staff. Most grants take time to prepare and require coordination effort with other agencies or departments from within the community to create a quality submittal. Grants also require extensive tracking of expenditures and outcomes for attaining future funding.

Partnerships are the new area of earned income that many communities are seeking to share cost in providing services to the community. Many times the partners are two or more government agencies. This earned income requires both agencies to have common vision, values, and goals for the partnership to be successful.

Typically, partnerships follow some of these general trends:

- Church partnership in providing neighborhood parks or recreation services.
- Youth sports associations where volunteers help the Department in providing the service to the community for the sports that they represent.
- Trail sponsors that adopt sections of trails for maintenance and cleanup.
- Adopt-a-park partners that help maintain parklands. These sponsors are typically in the form of neighborhood associations and businesses that are next to parks.
- School partnerships whereby both partners invest in the development of facilities and programs based on shared use of facilities and staff.
- Special Event partners that assist with the development of community-wide events.
- Program partners who assist each other in providing services to the community. Potential partners include the Orange County Park and Recreation, regional medical providers, YMCA, UNC, Orange County Department of Aging. And the City of Durham

Park foundation development is another earned income opportunity that park systems have embraced to achieve added dollars to their budgets. Park foundations seek individuals who would like to invest in the system by providing donations of land, cash, or in-kind related services. These donations can add value to recreation in Chapel Hill.

Advertising and licensing in programs, facilities, and events the Department provides. This earned income allows Chapel Hill to leverage highly exposed advertising space where businesses will pay a premium for the right to advertise.

Volunteer development programs are a highly valued earned income opportunity the Department can create through effective recruitment. Volunteers can create advocacy and bring down the cost of programs and services. Volunteers will be more important as the Department grows and offers more activities and facilities like a community park, pool and gym/recreation center.

Privatizing the development of facilities or services is as earned income opportunity that is used by communities when they are unable to control the cost of labor and are unable to find the needed capital to develop a recreational facility or a concession operation. This gives the local government a management tool to create an asset or improve a service without tapping into their own resources. Facilities that are typically privatized include golf courses, marinas, camping/RV facilities, boat rentals, bike rentals, equipment rentals, and other forms of concessions.

Marketing strategies are an important component in developing earned income opportunities. Chapel Hill Parks and Recreation needs to consider assessing program participants \$1 for development of a marketing budget that will provide promotional services, research, and reserve funds for the Department. These promotional activities improve awareness of the activities provided by the

Department and assist in bringing more revenue to the system by filling programs and facilities. This will be more important to the Department with the development of special facilities like those proposed at Homestead Park, southern Community Park and Hargraves Park/Center.

APPENDIX – I

METHODS FOR LAND ACQUISITION

Fee Simple Purchase

Outright purchase is perhaps the most widely used method of obtaining parkland. However, this method is the most difficult to reconcile with limited public resources. Fee simple purchase has the advantage of being relatively simple to administer and to explain to the general public in terms of justifying a particular public expenditure.

Fee Simple with Lease-Back or Resale

This technique of land acquisition enables the Department to purchase land to either lease or sell to a prospective user with deed restrictions that would protect the land from abuse or development. This method is used by governments who impose development restrictions severe enough that the owner considers himself to have lost the major portion of the property's value and it is more economical for him to sell with a lease-back option.

Long -Term Option

A long-term option is frequently used when a particular piece of land is seen as having potential future value though it is not desired or affordable to the Department at the time. Under the terms of a long-term option, the Department agrees with the landowner on a selling price for the property and a time period over which the Department has the right to exercise its option. The first benefit of this protective method is that the land use of the property is stabilized because its future is in doubt and an expenditure of money for the property would be lost in the previously agreed upon selling price. Secondly, the Department/Town does not have to expend large sums of money until the land is purchased. Thirdly, the purchase price of the land is settled upon. The disadvantage of this method lies in that a price must be paid for every right given by the property owner. In this case, the cost of land use stabilization and a price commitment comes in the form of the cost of securing the option.

First Right of Purchase

This approach to acquiring parkland eliminates the need for fixing the selling price of a parcel of land while alerting the Department of any impending purchases that could disrupt any parkland acquisition goals. The Department would be notified that a purchase is pending and would have the right to purchase the property before it is sold to the party requesting the purchase.

Land Trust

The role and responsibility of a Land Trust is to acquire parkland and open space while maintaining a well balanced system of park resources representing outstanding ecological, scenic, recreational, and historical features. A Land Trust is a 501 (c)(3) not-for-profit corporation made up of key knowledgeable leaders in the area who represent a cross section of recreation, historic, conservation, preservation, land development, and environment. Their goals and responsibilities are to work with landowners to acquire parkland for current and future generations. The individuals appointed to the Land Trust must have a good knowledge of land acquisition methods and tools to entice land owners to sell, donate, provide easements, life estates, irrevocable trusts, or a combination of all. This includes seeking out a good land acquisition attorney who is

trained in these areas to provide the most efficient and effective processes to achieve the balance of types of land to meet the goals of the Comprehensive Master Plan.

Local Gifts

A significant and yet often untapped source of providing funds for acquisition and development of local park projects is through a well-organized local gifts program. The pursuit of land, money, construction funds, or donated labor can have a meaningful impact on the development of a well-rounded system.

The most frequently used type of gift involves the giving of land (through a full gift of agreed upon below market value sale) to be used for a park. The timing of such a donation can correspond with a PARTF grant application, thereby providing all or a significant portion of the local matching requirement associated with this fund. A familiar use of gifts involves donated labor or materials, which become part of an improvement project and help to reduce project costs. The value of the services or materials can also be used to match non-local grant funds. When not tied into a grant, such donations (land, labor, or materials) still can play an important role in reducing the demand for local capital expenditures. (Always remember “If you don’t ask, you won’t get”)

Some cities have developed a gift catalog as a tool for emphasizing an organized gifts program. The catalog should explain the role and importance of the gifts program with a clear statement of needs, and typical costs associated with various gifts. It should also identify, describe, and define the various gifts (land, labor, play equipment, materials, trees, etc.) that are needed to meet local program needs and the tax advantages that may occur to the donor. The gifts catalog must be made readily available to the public and its must be formatted so that it can be distributed effectively and inexpensively.

To aid this type of gift program, a strategy for contacting potential donors (individuals, businesses, foundations, service clubs, etc.) should be developed. An important part of this strategy should include contacting the local Bar Association, trust departments of lending institutions, and the Probate Court. Communicating with these groups regularly will make them aware of the potential for individuals to include a gift to the Parks and Recreation Department as part of their tax and estate planning.

Life Estate

A life estate is a deferred gift. Under this plan, a donor retains use of his land during his lifetime and relinquishes title to such land upon his death. In return for this gift, the owner is usually relieved of the property tax burden on the donated land.

Easement

The most common type of less-than-fee interest in land is an easement. Since property ownership may be envisioned as a bundle of rights, it is possible for the Department to purchase any one or several of these rights. An easement seeks either to compensate the landholder for the right to use his land in some manner or to compensate him for the loss of one of his privileges to use the land. One advantage of this less-than-fee interest in the land is the private citizen continues to use the land while the land remains on the tax records continuing as a source of revenue for the Town. Perhaps the greatest benefit lies in the fact that the community purchases only those rights that it specifically needs to execute its parkland objectives. By purchasing only rights that are necessary to the system and on the land itself, the Department is making more selective and efficient use of its limited financial resources.

Zoning/Subdivision Regulations/Mandatory Dedication

Developers assist Chapel Hill in the dedication or reservation of future park sites as part of the land development process. The Development Ordinance has open space and recreation requirements that affect development of land and require dedication of land for recreation. The requirements allow for payment in lieu of land dedication, and substitution of off-site for dedication. These options allow the Town and developers some flexibility for meeting their mutual recreational goals.

The Development Ordinance could be improved in a number of ways:

- Make payments-in-lieu more affordable to encourage payments when appropriate and to help find fair recreation solutions for infill and redevelopment projects.
- Increase open space requirements if floodplain or steep slope areas are counted toward open space requirements.
- Encourage clustering and transfer of development rights to promote more and more effective open space dedications.