



AMERICAN LEGION TASK FORCE
REPORT TO TOWN COUNCIL // NOVEMBER 2017



EXECUTIVE SUMMARY 4

ABOUT THE PROPERTY 6

GUIDING PRINCIPLES ADOPTED BY COUNCIL 8

COUNCIL RESOLUTION AUTHORIZING PURCHASE 9

American Legion Task Force First Session

CHARRETTE SUMMARY MAP 11

DEVELOPMENT PRINCIPLES 12

TASK FORCE RECOMMENDATIONS TO COUNCIL 14

American Legion Task Force Second Session

SURVEY OUTREACH AND RESULTS 16

STAFF PERSPECTIVES FOR AMERICAN LEGION PROPERTY 20

TASK FORCE PRIORITIZED USES, ORDER OF MAGNITUDE COSTS
AND ESTIMATED ACREAGE – RECREATIONAL USES 24

NON-RECREATIONAL USES 26

EVALUATION CRITERIA 27

POTENTIAL LAND ALLOCATION 28

RECOMMENDATION FOR MASTER PLANNING 29

Appendix Sets

- A – American Legion Task Force Members
- B – American Legion Task Force Charter
- C – Uses Identified in 2017 Charrette
- D – Task Force Meeting Minutes
- E – Summary of Recommended Public Participation Process
- F – Town Manager Presentation to Task Force, Including Parks and Recreation Priorities
- G – Chapel Hill/Orange County Visitors Bureau Presentation to Task Force
- H – Detailed Estimate of Acreage Required for Each Use and Order of Magnitude Costs



CONTENTS

This report was produced for the Town of Chapel Hill
by Coulter Jewell Thames, PA.



The American Legion Task Force reconvened for a second session that included four meetings between September and November. Town Council authorized the Task Force to reconvene for this session following the initial report reflecting the Task Force’s work in April and May of 2017.

For its second session the Task Force was charged with further advising the Town Council on the future of the +/-36-acre American Legion property, located on Legion Road. Building on its work from the prior session, the Task Force established a survey to determine public opinions about use of the American Legion property, reviewed order of magnitude costs and acreage of identified uses, provided its own list of prioritized uses, and made other recommendations including criteria for evaluation of future uses.

PUBLIC SURVEY RESULTS

The Task Force drafted a simple survey for wide distribution to the Chapel Hill community to better understand the public’s vision for a potential future park at the American Legion property. The survey focused on public and recreation uses. Over 970 individuals responded to the survey. Survey results follow in the report.

Popular choices submitted in the Other (fill in the blank) category include:

- Affordable Housing (note that the survey has a focus on public and recreational uses)
- Pickleball complex (also reflected as a choice under Athletic Activities)
- Cyclocross

TASK FORCE PRIORITIZED USES

Each Task Force member scored the public and recreational uses under consideration, based on estimated acreage required for each use, order of magnitude costs, public survey results and their own perspectives. This resulted in the ranking shown to the right.

Task Force Rank	Use
Athletic Activities	
1	Indoor gymnasium-based sports (basketball, volleyball, pickleball, etc.)
2	Net & court-based sports (tennis, pickleball, etc.)
3	Outdoor hard-surface sports (basketball, roller hockey, etc.)
4	Swimming pool activities (swimming, water aerobics, etc.)
5	Baseball field sports (baseball, softball, rounders, etc.)
Casual or Other Activities	
1	Water play (children’s water activities, splash-pad, fountains)
2	Taking walks (enjoying trails, parkland)
3	Outdoor gatherings (picnic spaces)
4	Using play fields (for Frisbee, kites, playing catch, etc.)
5	Children’s play (playground, natural spaces)
6	Pet friendly activities (dog park, etc.)
7	Art (classes, makerspace)
8	Dancing (studio classes)
Other Uses	
1	Large open air pavilion for neighborhood events, family reunion events, farmer’s market, etc.
2	Community center
3	Educational uses (service-learning, afterschool care, Pre-K, vocational education)
4	Indoor event rental space (parties, meetings, weddings, etc.)
5	Community garden

EXECUTIVE SUMMARY

EVALUATION CRITERIA

The Task Force recommends that the following evaluation criteria be used to evaluate any proposal for future uses on the site. These would be applicable to all uses, whether proposed by public agencies, institutions seeking partnerships with the town and/or private developers. Uses that accomplish the following would be given greater weight.

- 1. Creates a community gathering space for everyone by:**
 - Appealing to many different interests and to people of all ages.
 - Accommodating and inviting visitors of all abilities.
 - Serving a variety of income levels with free and low-cost activities included.
- 2. Supports healthy lifestyles.**
- 3. Mitigates impacts on neighbors by:**
 - Enhancing the value of surrounding neighborhoods.
 - Preserving character of the surrounding neighborhoods
 - Providing appropriate buffers and other strategies to allow privacy of adjacent lots and reduce noise and light spillover.
- 4. Provides a comprehensive parking strategy by:**
 - Minimizing surface parking while providing sufficient parking to prevent spillover into the adjacent neighborhood. Strategies could include sharing parking in existing lots/facilities during times that these facilities are underused.
- 5. Considers Legion Road frontage and access through:**
 - A main public motor vehicle entry point for the entire property on Legion Road.
 - Site entry that is aligned with Europa Drive, if possible.
 - A clearly and highly visible entrance for community use.
 - Compatibility of the design with the public entrance to the property.
- 6. Provides clear public benefit to the overall Chapel Hill Community by:**
 - Making pedestrian connections within to the site and to the surrounding neighborhood.
 - Exemplifying good design principles, including:
 - o Exceeding the minimum thresholds of the Town's design and zoning standards.
 - o State of the art sustainable design demonstrating ambitious plans for water conservation and energy efficiency, minimizing waste, and avoiding the use of harmful materials.
 - o Contributing to Chapel Hill's identity.

POTENTIAL LAND ALLOCATION

Task force members generally felt that it was premature to determine the total amount of land needed for future recreation uses, and conversely the amount of land remaining that could be sold for private development. A master plan for the American Legion property would go much farther in informing the appropriate allocation of land. There was also general agreement that the Town should not be hasty in selling land and that Council should take time to make an informed decision.

RECOMMENDATION FOR MASTER PLANNING

The task force recommends that, as a next step, the Town enter a master planning process for the American Legion property, and that Council consider re-engaging the task force to advise on the master planning phase.

The American Legion property, situated between 15-501 and Ephesus Church Road, is a 36.2-acre parcel that has been home to American Legion Post 6 since 1961. The Post building is 8,400 square feet; other site features include a large pond close to Legion Road, a small dance studio, and a stream running north to south. The stream cuts through the eastern side of the property and is surrounded by woods. Foot paths in the woods connect to surrounding neighborhoods on the site's eastern and southwestern edges and to Ephesus Park and Ephesus Church Elementary School to the south. A retirement community is northeast of the site, and an office building is northwest. The site is just south of the Blue Hill District, which includes some of Chapel Hill's older, suburban-style shopping centers. The property's current zoning is Residential-2.

Development of the American Legion property is constrained by the Resource Conservation District (RCD), which totals 8.6 acres and includes the stream and stream buffer, and by areas with steep slopes greater than 15%, which total 1.3 acres. That leaves 28.2 developable acres, including the 3.1-acre pond, which could be partially or completely removed. A majority of the developable area—19.5 acres, including the pond—is located north west of the RCD, while a smaller portion, 4.6 acres is located southeast of the RCD at the end of Fountain Ridge Road.

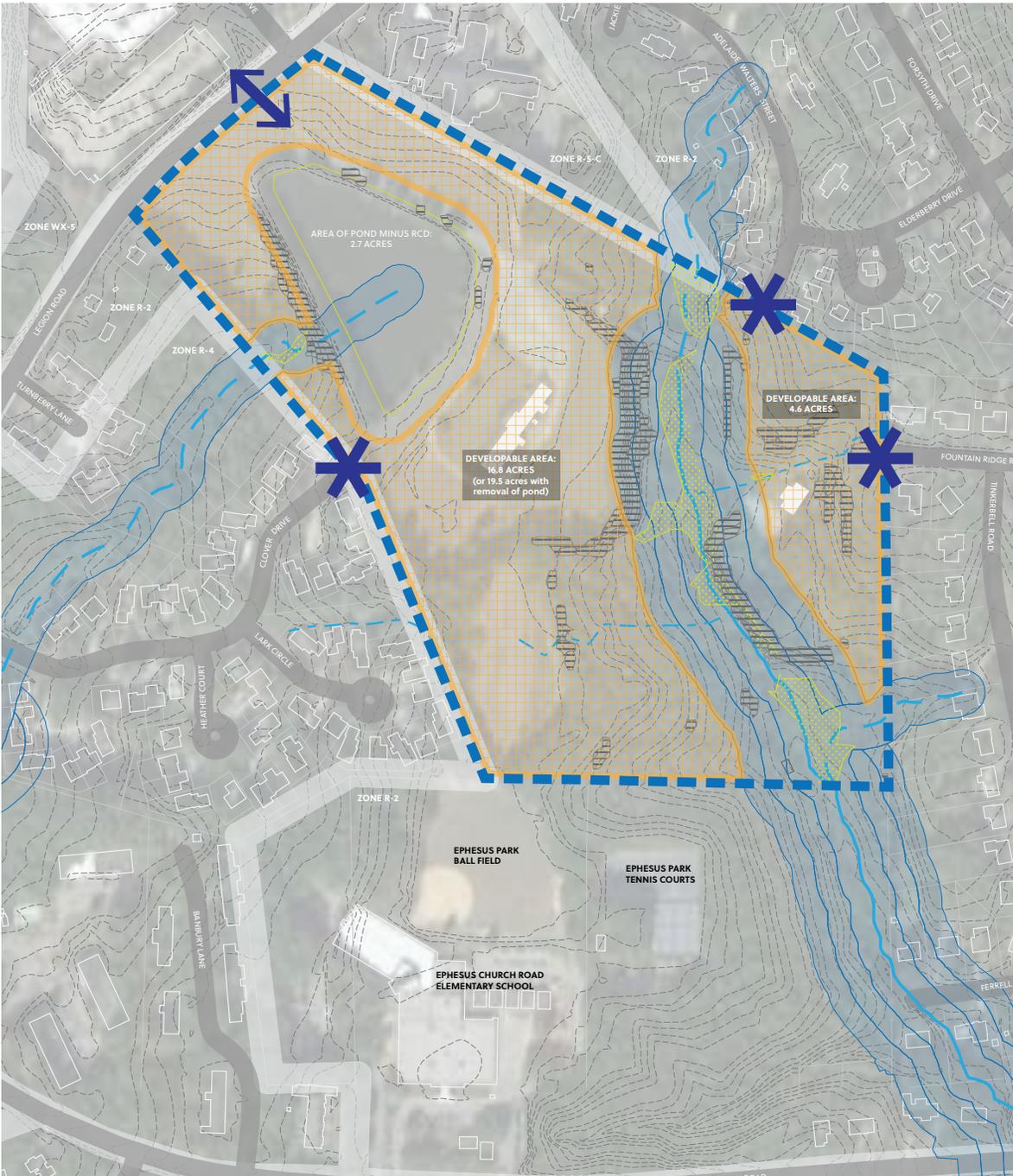
In 2005, American Legion Post 6 entered into an agreement with the Town of Chapel Hill to offer the town a right of first refusal on the property, should the Legion decide to sell it. Council considered an option to purchase the property in June 2015 for \$9 million and declined because of cost.

In anticipation of development proposals for the property, Council held a work session in March 2016 to gauge community interest in the site. Council adopted in June 2016 a set of guiding principles for any future site development.

Those guiding principles, and the December 2016 Council resolution authorizing the purchase of the American Legion property, are included on the following pages.

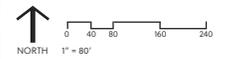
ABOUT THE PROPERTY

AMERICAN LEGION PROPERTY SITE ANALYSIS MAP



LEGEND

- AMERICAN LEGION PROPERTY
- PARCEL LINES
- EXISTING STREETS
- SITE POND AND WETLANDS
- ZONING BOUNDARIES
- CONTOUR LINES
- 50' / 100' / 150' RCD BUFFERS
- FULL RCD BUFFER
- STEEP SLOPES (> 15%)
- SITE ENTRIES AT NEIGHBORHOOD STUB STREETS
- CURRENT SITE ENTRY FROM LEGION ROAD
- DEVELOPABLE AREAS



The following will guide future development of the American Legion property:

Describe how proposed plan and timing of development would integrate with Town's vision for future development in northeast Chapel Hill.

Conduct analysis of traffic impacts on Legion Road.

Describe how proposed multi-family project would contribute to mix of housing options in town.

Provide mix of uses in proposed development, including office space.

Detail how project would help maintain quality of life, including how the project would provide green space, trails, and/or indoor recreation space.

Explore potential partnerships with other public or private entities to provide needed community amenities.

GUIDING PRINCIPLES FOR THE PROPERTY
ADOPTED BY TOWN COUNCIL JUNE 2016

A RESOLUTION AUTHORIZING THE TOWN MANAGER TO EXECUTE AN OFFER TO PURCHASE AND CONTRACT AND LEASE FOR THE AMERICAN LEGION PROPERTY (2016-12-05/R-8)

WHEREAS, the Town Council and citizens of Chapel Hill have for some time indicated an interest in the possible acquisition by the Town of the 35 acre American Legion Property on Legion Road; and

WHEREAS, the Town Council has discussed the possibility of acquiring this parcel of land a number of times in public session and in closed session; and

WHEREAS, the 35 acre American Legion Property has the potential to be used for a number of possible purposes which would be beneficial to the Town and its citizens; and

WHEREAS, the Town closed the 2016 Fiscal Year with \$3.6 million over its targeted fund balance; and

WHEREAS, in November the residents of Chapel Hill approved a \$40.3 million bond referendum; and

WHEREAS, the American Legion renewed a previous opportunity to the Town to make an offer to purchase the property; and

WHEREAS, the Council authorized the Town Manager to enter into negotiations for the possible acquisition of the Legion Property; and

WHEREAS, as a result of those negotiations the Town has been given the opportunity to contract to purchase the property for \$7.9 million, subject to formal acceptance by the general membership of Chapel Hill Post 6, American Legion, Inc.; and

WHEREAS, the Council finds that the acquisition of the Legion property for this price is supported by a formal appraisal, informal estimates of value, and recent prices for land purchases in the Chapel Hill area; and

WHEREAS, the Council finds that the acquisition of the Legion property will provide the opportunity for the Town to consider opportunities for potential different uses for parts of the property which will provide benefit to the Town and its residents; and

WHEREAS, pending the development of a plan for the future uses of the property the Council finds that the lease of the buildings and surrounding open space back to the American Legion for 3 years for \$1.00 per years is reasonable.

NOW, THEREFORE, BE IT RESOLVED by the Council of the Town of Chapel Hill that the Council authorizes the Town Manager to execute an offer to purchase and contract to purchase the 35 acre American Legion property and lease of the buildings substantially in the form and under the terms presented to the Council on December 5, 2016 and to complete all necessary steps to finalize the transactions described therein and as presented to the Council.

BE IT FURTHER RESOLVED that the Council affirms its intent that the American Legion property be used for a mix of purposes, both public and private, consistent with the guiding principles approved by the Council in June, 2016 and that Council expects the Town will recoup a portion of the purchase price by making some portions of the American Legion property available for private development.

BE IT FURTHER RESOLVED that the Council directs the Town Manager to initiate the steps, as outlined in the report to the Council, as soon as practicable to begin a planning process to consider potential future uses of the American Legion property.

This the 5th day of December, 2016.

RESOLUTION AUTHORIZING PURCHASE
APPROVED BY TOWN COUNCIL DECEMBER 2016

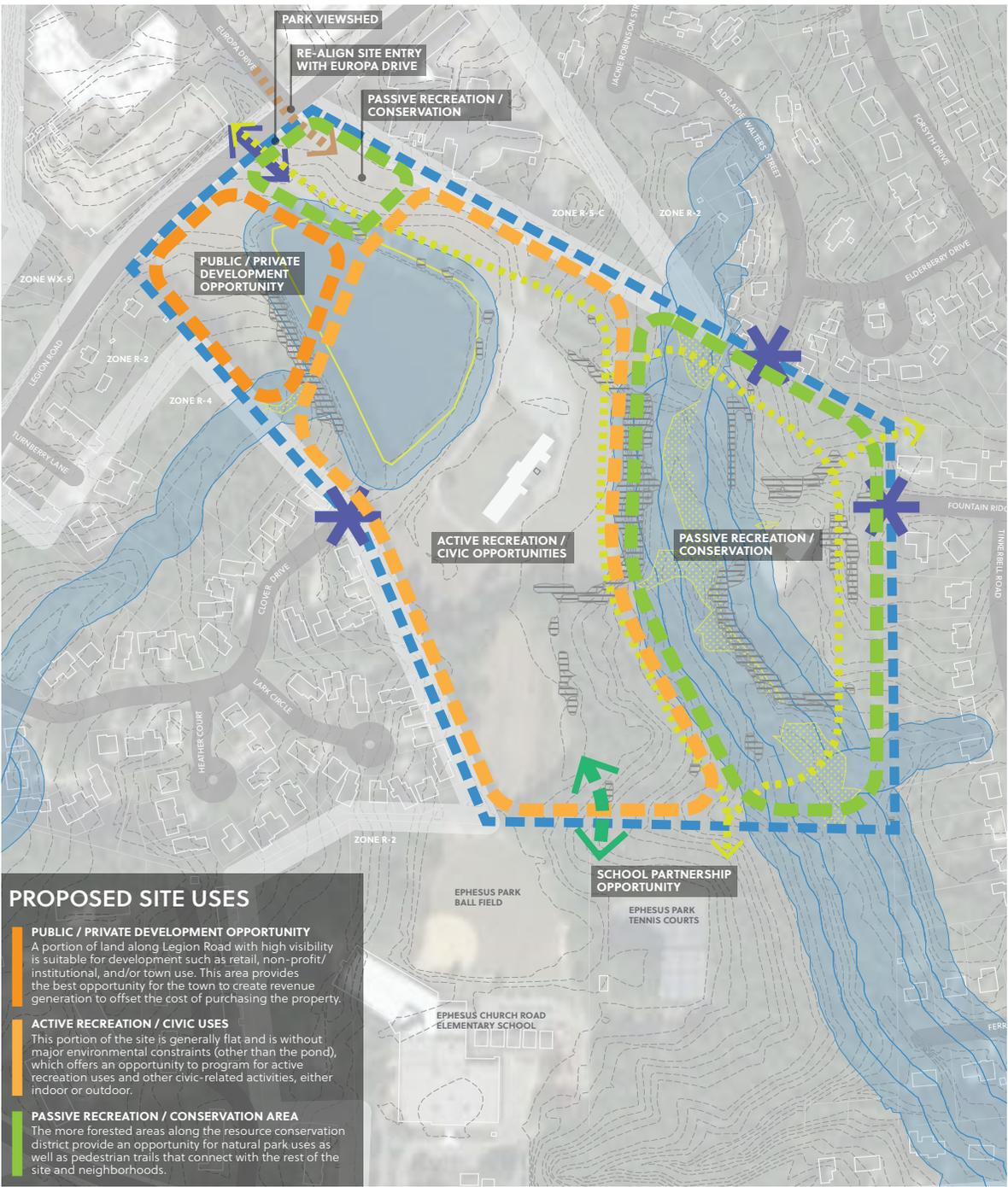
Town Council initially convened the American Legion Task Force to participate in the public engagement process and work with the project consultant to develop future land use recommendations for the American Legion property, along with next steps in the planning process, that uphold the Council's Guiding Principles for development of the property. The Task Force process began with a charrette in the beginning of April 2017. The Town's consultant Coulter Jewell Thames facilitated the charrette, which was attended by over 120 people for at least part of the eight-hour event. The public identified nearly 40 possible uses for the property as well as providing input about the future layout of the American Legion property. See appendices for the uses identified in the charrette.

After the charrette, the Task Force held four meetings in April, May and June of 2017 to consider the public input. Based on the work of their first session, the Task Force adopted a set of Development Principles which represent recommendations for all future development of the property. The Task Force made some additional recommendations on what should be future considerations for the property. Finally, after identifying an opportunity to further explore the criteria for evaluating public/private partnerships, the Task Force requested approval to reconvene in the fall for a second session.

AMERICAN LEGION TASK FORCE FIRST SESSION

APRIL, MAY AND JUNE 2017

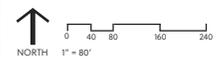
AMERICAN LEGION PROPERTY CHARRETTE SUMMARY MAP



PROPOSED SITE USES

- PUBLIC / PRIVATE DEVELOPMENT OPPORTUNITY**
 A portion of land along Legion Road with high visibility is suitable for development such as retail, non-profit/institutional, and/or town use. This area provides the best opportunity for the town to create revenue generation to offset the cost of purchasing the property.
- ACTIVE RECREATION / CIVIC USES**
 This portion of the site is generally flat and is without major environmental constraints (other than the pond), which offers an opportunity to program for active recreation uses and other civic-related activities, either indoor or outdoor.
- PASSIVE RECREATION / CONSERVATION AREA**
 The more forested areas along the resource conservation district provide an opportunity for natural park uses as well as pedestrian trails that connect with the rest of the site and neighborhoods.

- LEGEND**
- AMERICAN LEGION PROPERTY
 - PARCEL LINES
 - EXISTING STREETS
 - SITE POND AND WETLANDS
 - ZONING BOUNDARIES
 - CONTOUR LINES
 - 50' / 100' / 150' RCD BUFFERS
 - FULL RCD BUFFER
 - STEEP SLOPES (> 15%)
 - ✱ SITE ENTRIES AT NEIGHBORHOOD SUB STREETS
 - ↗ CURRENT SITE ENTRY FROM LEGION ROAD



CHARRETTE SUMMARY MAP

COMMUNITY BUILDING PRINCIPLES

1. A Community Gathering Space for Everyone

The American Legion site supports a variety of activities, appealing to many different interests and to people of all ages. The site is accommodating and inviting for visitors of all abilities. The site serves a variety of income levels with free and low-cost activities included. Anybody in Chapel Hill feels welcome and engaged here.

2. A Network of Walkable Paths

Trails, sidewalks, and greenways throughout the site provide access to all facilities, promote physical activity, allow for enjoyment of nature, connect to the surrounding neighborhoods and to the elementary school, and integrate with Chapel Hill's greenway system.

3. Support for Healthy Lifestyles

All uses of the American Legion site support healthy lifestyles through athletic and physical activity and/or interaction with nature. This applies not only to portions of the site devoted to recreation, but also to any commercial or institutional uses. The healthy lifestyle focus can be used as a branding element that generates tourism and economic development for the town.

4. Existing Water Features

Additional investigation related to the existing pond, including scenario cost, wetland status, and water source, is needed before further decisions about the pond are made. Contingent on those findings, the pond may be removed or reduced in size in order to enhance safety and provide more flexibility for site planning.

RELATIONSHIPS TO ADJOINING PROPERTIES

5. Mitigation of Impacts on Neighbors

Amenities on the site enhance the value of surrounding neighborhoods and preserve their character. Appropriate buffers allow privacy of adjacent lots and reduce noise and light spillover. The design limits motor vehicle entry and exit points from neighborhood streets to maintenance and emergency access.

6. Partnership with Ephesus Elementary School

The Town and the School District work together to identify complementary programs that could be carried out in partnership along with opportunities to share facilities. The network of paths allows students and families access to and through the site, supporting neighborhood walk-to-school programs.

DEVELOPMENT PRINCIPLES

ADOPTED BY THE TASK FORCE JUNE 14, 2017

DESIGN AND USE PRINCIPLES

7. Legion Road Frontage and Access

Legion Road remains the main public motor vehicle entry point for the entire property. If feasible, the site entry is aligned with Europa Drive. The community space is clearly and highly visible from the entrance, with significant frontage reserved for prominent gateway features.

8. Comprehensive Parking Strategy

Parking near the main facilities accommodates early demand and can be expanded for future demand. Enough parking is provided to prevent spillover onto neighborhood streets. Opportunities are pursued for shared parking with the Europa Center, Ephesus Elementary School, and others, with a goal of minimizing new surface parking. Public transit, along with bicycle and pedestrian connections, provide alternatives to accessing the site by car.

9. Green Building Standards for All Construction

All facilities on the American Legion site (indoor and outdoor) pursue ambitious standards for using water and energy efficiently, minimizing waste, and avoiding the use of harmful materials. The site design minimizes environmental impact and preserves the tree canopy.

SHARING THE SITE – PARTNERSHIP EVALUATION

10. Clear Guidelines for Public/Private Partnerships

Before any private organizations are chosen as partners, Town Council should define key criteria for evaluating partnerships, related to design, construction, and programming. All partnerships, must benefit the overall Chapel Hill community. Recommended criteria for public/private partnerships include:

- Partner programs should have free or low-cost options.
- Any private development along Legion Rd should be compatible in design with the public entrance to the property.

ACTIONS FOR TASK FORCE

- Request to Council that the Task Force reconvene in the fall to continue work on the evaluation of potential partnerships. The scope would include:
 - Develop a list of key criteria to fulfill the Development Principles for Public/Private Partnerships, with support from Town staff.
 - Recommend to Council an evaluation process for potential partners.
 - Participate in the evaluation process by reviewing proposals.
- The Task Force anticipates six additional meetings (including at least one public session) and will complete its work by April 2018.

ACTIONS FOR TOWN COUNCIL AND TOWN STAFF

- The Task Force recommends that Council begin earmarking money in the Town Budget, beginning FY19 (budget year beginning July 1, 2018), for additional investigation and engineering related to the pond.
- The Task Force recommends that if any land is sold, it should yield the highest return possible for a use that fits in with the community gathering space.
- The Task Force recommends that the Town partner with agencies such as the Chapel Hill/ Orange County Visitors Bureau to generate revenue through tourism opportunities that make use of future facilities on the site.

The American Legion Task Force work and summaries of the charrette process were presented to Council in a report prepared by Coulter Jewell Thames in June 2017. See appendices for the report.

TASK FORCE RECOMMENDATIONS TO COUNCIL SPRING 2017

At its June 2017 meeting, the Town Council accepted the Task Force's report including the recommendations contained therein, except that they did not include the review of proposals in the Task Force's revised scope of work. The Town Council authorized the Task Force to reconvene over the fall of 2017 with the specific goal of assisting Council in establishing an evaluation process for potential uses, with the expectation that a report would be presented to Council at the end of November.

The Task Force held four meetings between September and November. As an opportunity for additional community input, the Task Force considered holding a public workshop and then determined that an online survey would be a more effective tool for gathering input. The Task Force developed a survey with the specific focus of gauging what public and recreational uses are desired on the property. See appendices for meeting minutes.

AMERICAN LEGION TASK FORCE SECOND SESSION

SEPTEMBER, OCTOBER AND NOVEMBER 2017

The survey ran from October 18th to November 13th. The survey was posted on the Town's website and promoted through the Town's eNews and social media. Peachjar was used to deliver a digital flyer to all elementary and middle school families in the Chapel Hill Carrboro School System. The schools included:

- Carrboro Elementary School
- Culbreth Middle School
- Ephesus Elementary School
- Estes Hills Elementary School
- Frank Porter Graham Bilingüe School
- Glenwood Elementary School
- McDougale Elementary School
- McDougale Middle School
- Morris Grove Elementary School
- Northside Elementary School
- Phillips Middle School
- Rashkis Elementary School
- Scroggs Elementary School
- Seawell Elementary School
- Smith Middle School

Additionally, Task Force members posted the survey to their social media accounts. There was an excellent response rate of 972 respondents.

The Task Force contemplated a more robust outreach program, but given budget and time constraints decided on the simplified version above. See appendices for Summary of Recommended Public Participation Process, as a consideration for future outreach efforts.

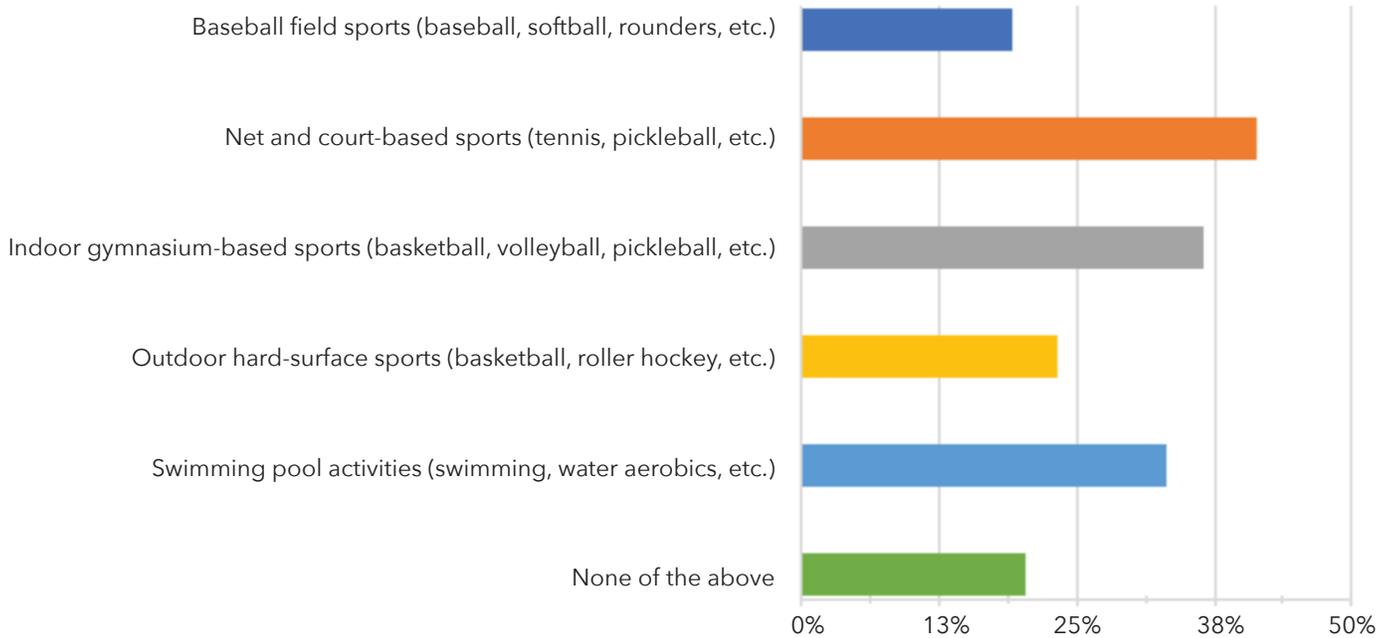
SURVEY OUTREACH

OCTOBER 18 to NOVEMBER 13, 2017

SURVEY RESULTS

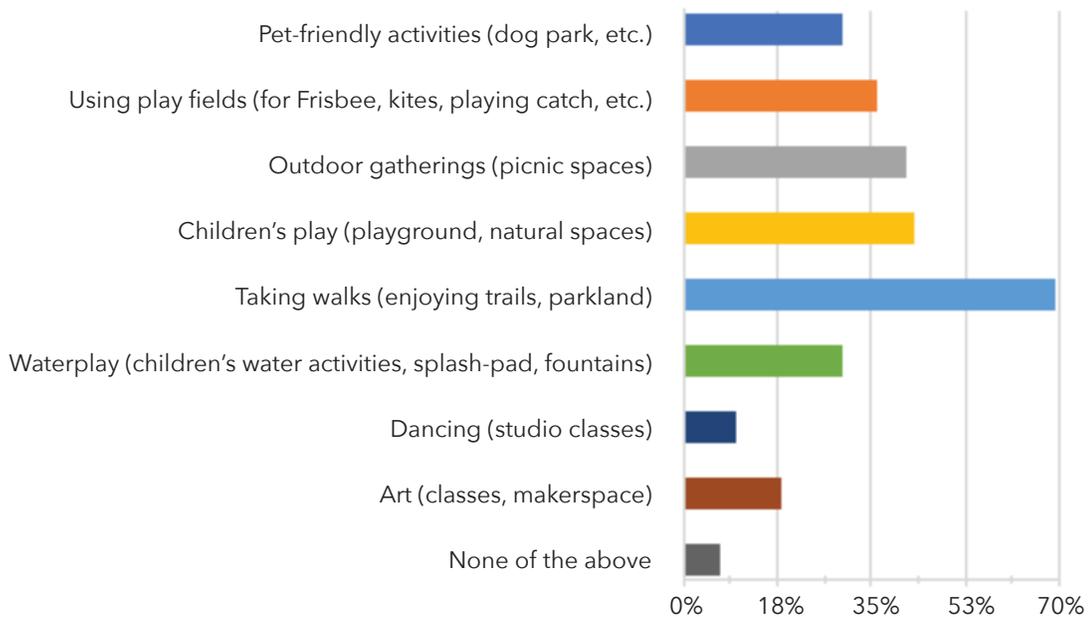
Q1: What athletic activities would members of your household most like to see at this site? (Choose up to three)

ATHLETIC ACTIVITIES



Q2: What casual or other activities would members of your household most like to see at this site? (Choose up to four)

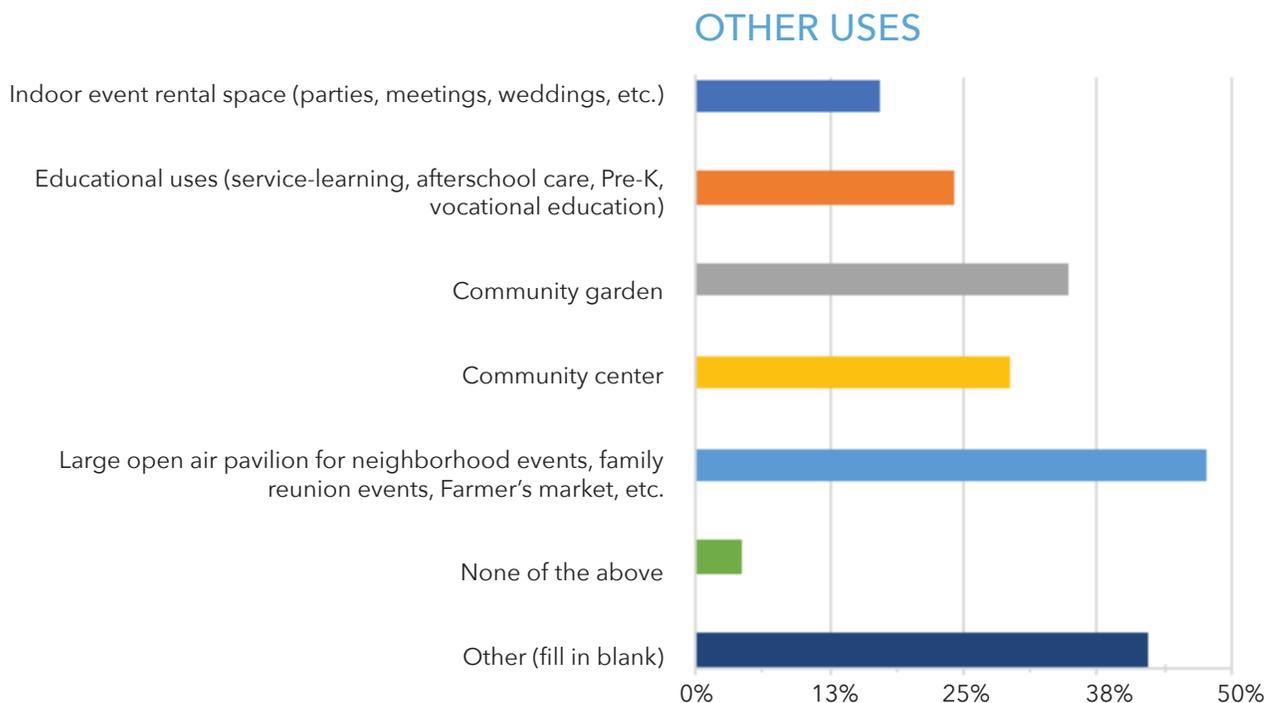
CASUAL/OTHER ACTIVITIES



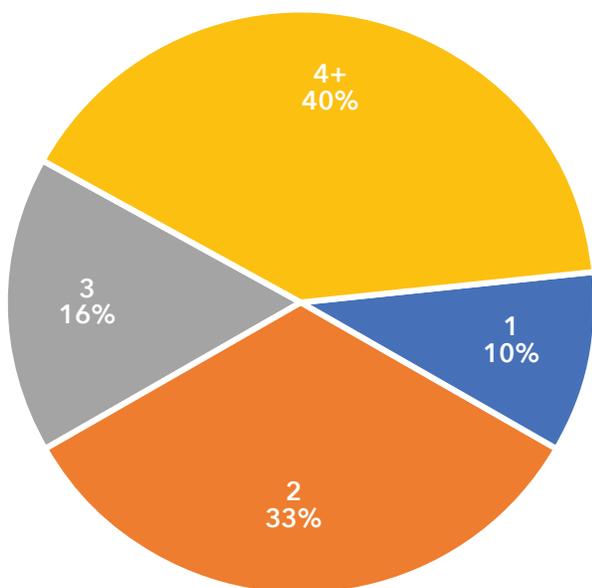
Q3: What other uses should be considered? (Choose up to three)

Popular choices submitted in the Other (fill in the blank) category include:

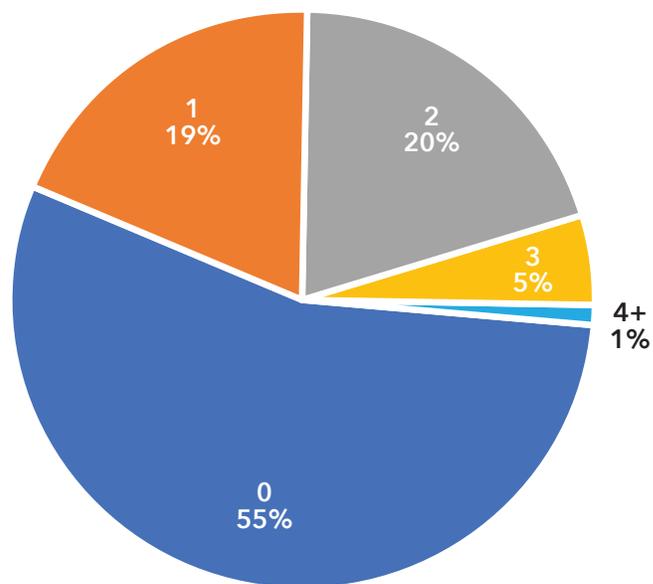
- Affordable Housing (note that the survey has a focus on public and recreational uses)
- Pickleball complex (also reflected as a choice under Athletic Activities)
- Cyclocross



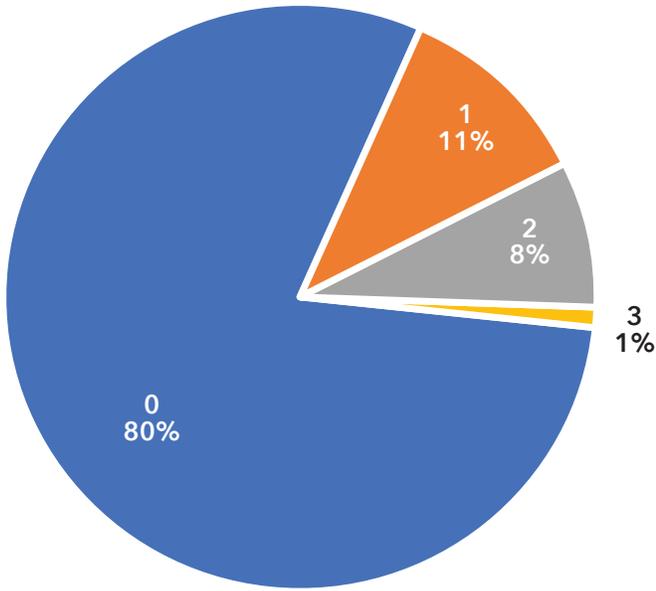
Q4: How many people live in your home?



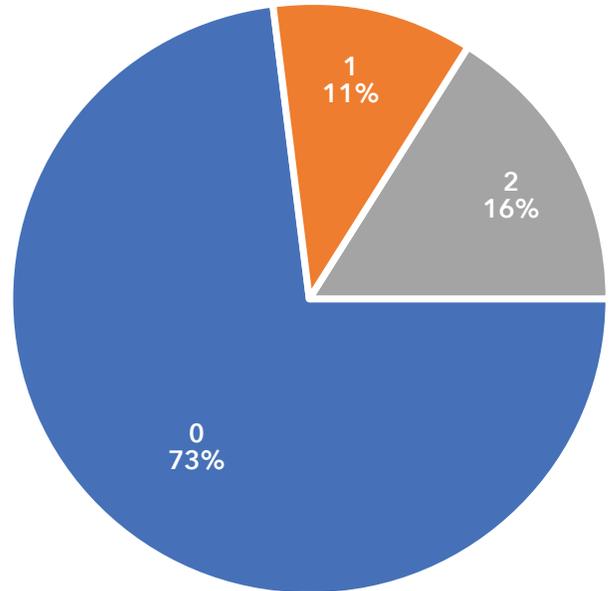
Q5: How many children under 12 live in your home?



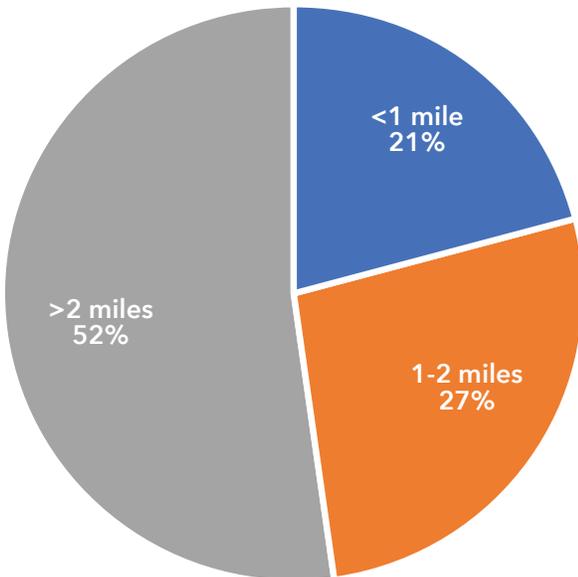
Q6: How many teenagers live in your home (13-18 years old)?



Q5: How many senior citizens (65 or older) live in your home?



Q8: How close, approximately, do you live to the Legion property?



In order to provide guidance to the American Legion Task Force as it prioritized uses, Town of Chapel Hill staff along with the Chapel Hill/Orange County Visitors Bureau provided brief presentations to the Task Force as summarized in the following pages. Please see appendices for full reports.

STAFF PERSPECTIVES ON AMERICAN LEGION PROPERTY

PARKS & RECREATION CONSIDERATIONS

OVERVIEW

- Significant programming needs - lack of space for summer camps, athletic and nonathletic programming.
- Demand for large multipurpose indoor facilities, such as two full sized basketball courts and meeting space.

COMMUNITY PARK OPPORTUNITY

- This site is the best opportunity for a community park in northeast Chapel Hill. Residential growth nearby underscores the need.
- The standard size for a community park is a minimum of 20 acres.
- Ephesus Park could be counted towards this acreage, but larger park facilities need to be closer to the Legion Post building.

GUIDANCE ON USES

- Uses that contribute to a community park, identified in the 2013 Parks Master Plan, and are appropriate for the site:
 - PASSIVE USES
 - Trails
 - Open play / Lawn area
 - Dog park (the #1 need identified in community surveys)
 - Programmed outdoor recreation (other than athletic fields)
 - Outdoor gathering and picnic shelters
 - Playground (built by community)
 - ACTIVE USES
 - Indoor programmed space (including gymnasium and classroom/ meeting space)
 - Outdoor pool
 - Outdoor courts including pickleball, basketball, and tennis (small number of new courts)
- Lower priority, and/or not appropriate for the site:
 - Athletic fields (other locations are more appropriate and sufficient to meet demand)
 - Skate park (existing one could be expanded if need arises)
 - Parks & Recreation administrative office (planned for Estes Dr. site)
 - Indoor pool (not identified as a need in Master Plan; Town has 2 existing)
 - Outdoor performance venue (not appropriate for the site)
- A farmer's market should be part of multifunctional space.
- A splash pad is more efficient if done in conjunction with an outdoor pool.

POTENTIAL LAND USE ALLOCATIONS

	Description of land uses	Financial Scenario	Timing for Park Improvements	Trade-offs
Scenario 1: Maximize Future Park Land				
<ul style="list-style-type: none"> ■ Ephesus Park ■ American Legion Park ■ Land Sale 	<p>46 acres dedicated as parkland</p> <p>0 acres sold for private development</p>	<p>\$0 revenue generated</p> <p>\$4.3M of owner financing payments made using General Obligation (GO) bond capacity</p> <p>\$2.7M remaining GO bond capacity used to fund scaled-down Parks & Recreation offices (at Estes Dr site)</p> <p>\$0 GO bond capacity for programming/arts space</p>	<p>Funding of new programming/ arts space delayed by 5+ years (subject to future bond issuance)</p> <p>Timeline for funding American Legion park facilities unknown</p>	<p>Town pays higher grounds maintenance cost</p> <p>Town pays for dam maintenance/removal (\$400K or more)</p>
Scenario 2: Recover Purchase Price, Fund Park Improvements				
<ul style="list-style-type: none"> ■ Ephesus Park ■ American Legion Park ■ Land Sale 	<p>31 acres dedicated as parkland</p> <p>15 acres sold for private development (most of land west of existing Legion building, including all of existing pond)</p>	<p>~\$7.5M revenue generated (contingent on market dynamics)</p> <p>\$4.3M of owner financing payments made using land sale revenue</p> <p>GO bonds put toward original intended uses</p>	<p>Land sale revenue leaves additional funds that could be allocated towards the property</p> <p>Funding of American Legion park facilities in the short-term, including passive facilities and some active facilities</p>	<p>Town pays lower grounds maintenance cost; dam maintenance/removal paid by new owner</p> <p>Potential for tax revenue stream (if purchaser is not tax-exempt)</p>
Scenario 3: Recover Purchase Price				
<ul style="list-style-type: none"> ■ Ephesus Park ■ American Legion Park ■ Land Sale 	<p>36 acres dedicated as parkland</p> <p>10 acres sold for private development (land along Legion Rd except a portion reserved for park frontage; most or all of existing pond)</p>	<p>~\$5M revenue generated (contingent on market dynamics)</p> <p>\$4.3M of owner financing payments made using land sale revenue</p> <p>GO bonds put toward original intended uses</p>	<p>Land sale revenue may leave a small amount of additional funds that could be allocated towards the property</p> <p>Funding of some American Legion passive recreation facilities in the short-term</p> <p>Timeline for funding American Legion active uses unknown</p>	<p>Town pays lower grounds maintenance cost</p> <p>Potential for tax revenue stream (if purchaser is not tax-exempt)</p>
Scenario 4: Partially Recover Purchase Price				
<ul style="list-style-type: none"> ■ Ephesus Park ■ American Legion Park ■ Land Sale 	<p>41 acres dedicated as parkland</p> <p>5 acres sold for private development (some of the land along Legion Rd; a portion of the existing pond)</p>	<p>~\$2.5M revenue generated (contingent on market dynamics)</p> <p>~\$2.5M of owner financing payments made using land sale revenue</p> <p>~1.8M of owner financing payments made using General Obligation (GO) bond capacity</p> <p>~5.2M GO bond capacity for original intended uses (25% reduction of funds available for Parks & Recreation offices, programming/arts space)</p>	<p>Funding of some new programming/ arts space delayed by 5+ years (subject to future bond issuance)</p> <p>Timeline for funding American Legion park facilities unknown</p>	<p>Town pays lower grounds maintenance cost; may need to pay for dam maintenance/removal depending on terms of land sale</p> <p>Potential for tax revenue stream (if purchaser is not tax-exempt)</p>

CHAPEL HILL/ORANGE COUNTY VISITORS BUREAU CONSIDERATIONS

OVERVIEW

- The Visitors Bureau has contracted with Convention Sports and Leisure, a national consulting firm specializing in conference centers and sporting fields to study the economic and tourism potential of sporting fields.
- Sporting fields for both locals and visitors of all ages could be a revenue source for the town of Chapel Hill.
- Sports tourism is the fastest growing tourism market segment in the United States and represents economic potential for Chapel Hill and Orange County.
- Based on early results of the study, the Bureau is recommending an indoor amateur sports facility that would need approximately 3.5 acres for the building, plus surface parking.

PICKLEBALL OPPORTUNITY

- The Visitors Bureau also recommends pickleball courts. These can be accommodated on indoor hardcourts (basketball/volleyball) or on outdoor tennis courts.
- Pickleball courts are lined at 44' x 20.' Recommended court area is 60' x 30'.
 - A standard tennis court can contain 4 pickleball courts (2 pickleball courts for more competitive games and/or tight tennis court configuration).
 - A full size basketball court (indoor or outdoor) can contain 3 pickleball courts.

ECONOMIC POTENTIAL

- Recreational courts that are available for use by visiting teams have a strong economic development tie-in.
- The U.S. youth-sports economy—which includes everything from travel to private coaching to apps that organize leagues and livestream games—is now a \$15.3 billion market, according to WinterGreen Research, a private firm that tracks the industry.

According to figures that WinterGreen provided exclusively to TIME, the nation's youth- sports industry has grown by 55% since 2010. See article here: <http://time.com/magazine/us/4913681/september-4th-2017-vol-190-no-9-u-s/>

Focusing on public and recreational uses only, the Task Force developed the below ranking, with each Task Force member scoring the uses identified in the survey. Top uses included: Indoor gymnasium-based sports (basketball, volleyball, pickleball, etc.), water play (children’s water activities, splash-pad, fountains), and large open air pavilion for neighborhood events, family reunion events, farmer’s market, etc.

In order to better inform the ranking, Coulter Jewell Thames provided an estimate of the land area (acreage) required for each use and a rough order of magnitude cost. Task Force members were also provided with Parks and Recreation’s priority uses and the ranking from the survey to the public. That information is shown in the table on the following page. A detailed estimate of acreage required for each use and an order of magnitude costs can be found in the appendix.

TASK FORCE RANKING

Task Force Rank	Use
Athletic Activities	
1	Indoor gymnasium-based sports (basketball, volleyball, pickleball, etc.)
2	Net & court-based sports (tennis, pickleball, etc.)
3	Outdoor hard-surface sports (basketball, roller hockey, etc.)
4	Swimming pool activities (swimming, water aerobics, etc.)
5	Baseball field sports (baseball, softball, rounders, etc.)
Casual or Other Activities	
1	Water play (children’s water activities, splash-pad, fountains)
2	Taking walks (enjoying trails, parkland)
3	Outdoor gatherings (picnic spaces)
4	Using play fields (for Frisbee, kites, playing catch, etc.)
5	Children’s play (playground, natural spaces)
6	Pet friendly activities (dog park, etc.)
7	Art (classes, makerspace)
8	Dancing (studio classes)
Other Uses	
1	Large open air pavilion for neighborhood events, family reunion events, farmer’s market, etc.
2	Community center
3	Educational uses (service-learning, afterschool care, Pre-K, vocational education)
4	Indoor event rental space (parties, meetings, weddings, etc.)
5	Community garden

TASK FORCE PRIORITIZED USES, ORDER OF MAGNITUDE COSTS AND ESTIMATED ACREAGE – RECREATIONAL USES

Use	Task Force Score	Task Force Rank	Public Survey Rank (Survey Recipients Ranked Each Category Separately.)	Acreage Estimate based on National Standard and Includes Parking	Order of Magnitude Cost Conceptual Cost based on 2017 Information	Parks & Rec Priority Use
Athletic Activities (1 = highest, 6 = lowest, 10 = exclude)						
Indoor gymnasium-based sports (basketball, volleyball, pickleball, etc.) *	2.3	1	2	1.1	\$6,150,000 - \$7,400,000	Yes
Net & court-based sports (tennis, pickleball, etc.) *	3.2	2	1	1.0	\$535,000 - \$1,008,000	Yes
Outdoor hard-surface sports (basketball, roller hockey, etc.)	3.8	3	4	0.3	\$650,000 - \$780,000	No
Swimming pool activities (swimming, water aerobics, etc.)	5.6	4	3	Outdoor : 0.5 Indoor: 1.1	\$1,100,000 - \$1,350,000 \$4,500,000 - \$5,400,000	Yes Outdoor only
Baseball field sports (baseball, softball, rounders, etc.)**	7.3	5	6	0.9	\$500,000 - \$600,000	Yes
None	8.4	6	5	NA		
Casual or Other Activities (1 = highest, 8 = lowest, 10 = exclude)						
Water play (children's water activities, splash-pad, fountains)	3.0	1	5	0.6	\$470,000 - \$564,000	No
Taking walks (enjoying trails, parkland)	3.2	2	1	NA	\$95,000 - \$115,000	Yes
Outdoor gatherings (picnic spaces)	3.8	3	3	0.1	\$215,000 - \$260,000	Yes
Using play fields (for Frisbee, kites, playing catch, etc.)	3.8	4	4	1.2	\$285,000 - \$340,000	Yes
Children's play (playground, natural spaces)	5.0	5	2	0.5	\$500,000 - \$600,000	Yes
Pet friendly activities (dog park, etc.)	5.7	6	6	0.8	\$180,000 - \$215,000	Yes
None	6.6	7	9	NA		No
Art (classes, makerspace)	8.9	8	7	1.1	\$6,150,000 - \$7,400,000	Yes
Dancing (studio classes)***	9.2	9	8	1.1	TBD	No
Casual or Other Activities (1 = highest, 8 = lowest, 10 = exclude)						
Large open air pavilion for neighborhood events, family reunion events, farmer's market, etc.	1.4	1	1	0.4	\$725,000 - \$870,000	No
Community center	3.7	2	4	1.1	\$6,150,000 - \$7,400,000	No
Educational uses (service-learning, afterschool care, Pre-K, vocational education)	4.8	3	5	1.1	\$6,150,000 - \$7,400,000	No
Indoor event rental space (parties, meetings, weddings, etc.)	5.1	4	6	1.1	\$6,150,000 - \$7,400,000	No
Community garden	5.2	5	3	0.3	\$120,000 - \$145,000	No
None	7.2	6	7	NA		No
Other (Fill In the Blank)	8.9	7	2			No

* The Chapel Hill/Orange County Visitors Bureau has identified sports courts (specifically pickleball) that can be used for tournaments as a future economic development opportunity for the town of Chapel Hill.

** There is an opportunity to partner with Ephesus Elementary School to improve baseball fields.

*** The existing dance studio satisfies demand in the area.

The task force decided to focus on evaluating possible public and recreational uses that would contribute to a park experience at American Legion. This does not preclude other uses for the property, but those would be subject to future consideration as opportunities for partnerships and/or private development are evaluated. The Task Force recommends that such uses be subject to the evaluation criteria listed in the next section.

Possible non-recreational uses identified at the April 2017 charrette include:

- Cafes/ eateries
- Children’s museum
- Cultural institution
- Commercial and retail uses
- Housing, including affordable housing, senior housing and mixed income housing
- Private gym

NON-RECREATIONAL USES

The Task Force recommends that the following evaluation criteria, which are based on the Development Principles developed by the Task Force in Spring 2017, be used to evaluate any proposal for future uses on the site. These would be applicable to all uses, whether proposed by public agencies, institutions seeking partnerships with the town and/or private developers. Uses that accomplish the following would be given greater weight.

- 1. Creates a community gathering space for everyone by:**
 - Appealing to many different interests and to people of all ages.
 - Accommodating and inviting visitors of all abilities.
 - Serving a variety of income levels with free and low-cost activities included.
- 2. Supports healthy lifestyles.**
- 3. Mitigates impacts on neighbors by:**
 - Enhancing the value of surrounding neighborhoods.
 - Preserving character of the surrounding neighborhoods
 - Providing appropriate buffers and other strategies to allow privacy of adjacent lots and reduce noise and light spillover.
- 4. Provides a comprehensive parking strategy by:**
 - Minimizing surface parking while providing sufficient parking to prevent spillover into the adjacent neighborhood. Strategies could include sharing parking in existing lots/facilities during times that these facilities are underused.
- 5. Considers Legion Road frontage and access through:**
 - A main public motor vehicle entry point for the entire property on Legion Road.
 - Site entry that is aligned with Europa Drive, if possible.
 - A clearly and highly visible entrance for community use.
 - Compatibility of the design with the public entrance to the property.
- 6. Provides clear public benefit to the overall Chapel Hill Community by:**
 - Making pedestrian connections within to the site and to the surrounding neighborhood.
 - Exemplifying good design principles, including:
 - o Exceeding the minimum thresholds of the Town's design and zoning standards.
 - o State of the art sustainable design demonstrating ambitious plans for water conservation and energy efficiency, minimizing waste, and avoiding the use of harmful materials.
 - o Contributing to Chapel Hill's identity.

EVALUATION CRITERIA

Staff perspectives included several scenarios for dividing the American Legion property between future parkland and private development. Acreage estimates provided by the consultant informed the amount of land that may be needed for each public and recreational use. However, Task force members generally felt that it was premature to determine the total amount of land needed for those uses, and conversely the amount of land remaining that could be sold for private development. A master plan or conceptual plan for a future park at American Legion would go much farther in informing the appropriate allocation of land. There was also general agreement that the Town should not be hasty in selling land and that Council should take time to make an informed decision.

POTENTIAL LAND ALLOCATION

The task force recommends that, as a next step, the Town enter a master planning process for the American Legion property, and that Council consider re-engaging the task force to advise on the master planning phase, which could include inventory and analysis, community outreach, collaboration with Parks and Recreation on identifying community need, community charrrrette resulting in conceptual site layout, uses and land allocation, shared parking analysis, mass grading studies, code review, preliminary cost estimates, determining the entitlement process and timeline.

RECOMMENDATION FOR MASTER PLANNING