

ORANGE COUNTY BOARD OF COMMISSIONERS

AGENDA

BOCC Budget Work Session
April 9, 2015
Meeting – 7:00 p.m.
Southern Human Services Center
2501 Homestead Road
Chapel Hill, NC

- | | | |
|----------------|----|--|
| (7:00 – 7:30) | 1. | To Continue Review and Discussion of the Manager’s Recommended FY 2015-20 Capital Investment Plan (CIP) – <i>School Capital Projects</i> |
| (7:30 – 8:30) | 2. | Space Study Work Group Report Presentation – <i>with Discussion of Associated County Capital Projects</i> |
| (8:30 – 9:15) | 3. | Community Centers – Mission Statement and Level of Service – <i>with Discussion of Associated County Capital Projects</i> |
| (9:15 – 10:00) | 4. | To Continue Review and Discussion of the Manager’s Recommended FY 2015-20 Capital Investment Plan (CIP) – <i>Park Capital Projects</i> |

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**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: April 9, 2015

**Action Agenda
Item No. 1 & 4**

SUBJECT: To Continue Review and Discussion of the Manager's Recommended
FY 2015-20 Capital Investment Plan (CIP)

DEPARTMENT: Financial Services

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

Attachment A. Year 1 (FY 2015-16)
Recommended Projects

**Previously Provided Under Separate
Cover - Also Available Online:**

*Manager Recommended FY2015-20
County Capital Investment Plan*

<http://orangecountync.gov/finance/budget.asp>

INFORMATION CONTACT:

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Manager, (919) 245-2300
Paul Laughton, Financial Services,
(919) 245-2152

PURPOSE: To continue review and discussion of the Manager's Recommended FY 2015-20 Capital Investment Plan.

BACKGROUND: For over 20 years, the County has produced a Capital Investment Plan (CIP) that establishes a budget planning guide related to capital needs for the County as well as Schools. The current CIP consists of a 5-year plan that is evaluated annually to include year-to-year changes in priorities, needs, and available resources. Approval of the CIP commits the County to the first year funding only of the capital projects; all other years are used as a planning tool and serves as a financial plan. Attachment A includes the Year 1 (FY 2015-16) Recommended Projects.

Capital Investment Plan – Overview

The FY 2015-20 CIP includes County Projects, School Projects, Proprietary Projects, and Special Revenue Projects. The Proprietary Projects include Water and Sewer, Solid Waste Enterprise Fund, and Sportsplex projects. The Special Revenue Projects include Economic Development and School related projects funded from the Article 46 (1/4 cent) Sales Tax proceeds. The Article 46 Sales Tax was approved by the voters in the November 2011 election, and became effective April 1, 2012.

The CIP has been prepared anticipating continued slow economic growth of between 1-2% annually over the next five years. Many of the projects in the CIP will rely on debt financing to fund the projects.

Tonight's work session discussion will be focused on School Capital projects, County Capital projects associated with the Space Study discussion (Agenda item #2), County Capital projects associated with the Community Centers discussion (Agenda item #3), and Park Capital projects.

The May 14, 2015 work session will be focused on County Capital projects not discussed at tonight's work session, Article 46 Sales Tax projects, Proprietary projects, Debt Service and Debt Capacity, and Year 1 (FY 2015-16) projects.

School Capital projects – Highlights

Chapel Hill-Carrboro City Schools – includes \$750,000 in Preliminary Planning funds in Year 1 (FY 2015-16) to allow the school system to be “shovel ready” for a project or projects after a successful Bond Referendum; funds would be reimbursed from the approved Bond Referendum funds.

Based on the Schools Adequate Public Facilities Ordinance (SAPFO) most recent November 15, 2014 projections, the following new schools/additions would be needed in Years 6-10: *Middle School #5* to open in FY 2023-24 (Note: the addition of 104 new seats in FY 2014-15 from the construction of the Science wing at Culbreth Middle School delayed the need for additional capacity at the middle school level by three years); *Elementary #12* to open in FY 2023-24. Pay-As-You-Go (PAYG) funds are estimated at a 1.5% annual growth rate and the Lottery Proceeds are held constant throughout the 5-year CIP period.

Orange County Schools – includes \$478,000 in Preliminary Planning funds in Year 1 (FY 2015-16) to allow the school system to be “shovel ready” for a project or projects after a successful Bond Referendum; funds would be reimbursed from the approved Bond Referendum funds.

Based on the SAPFO's recent November 15, 2014 projections, the following new schools/additions would be needed in Years 6-10: *Cedar Ridge High School Classroom Addition* to open in FY 2022-23. Pay-As-You-Go (PAYG) funds are estimated at a 1.5% annual growth rate and the Lottery Proceeds are held constant throughout the 5-year CIP period.

Note: Funds to address both school systems' Facilities Assessment Report needs are not included in the Recommended CIP. The Reports reflected needs totaling approximately \$330 million for both school systems. The size and timeframe of a future Bond Referendum and/or Alternative Financing that could possibly address facility needs has not yet been decided by the Board of Commissioners.

County Capital projects (associated with the Space Study discussion) – Highlights

Southern Orange Campus (Future Planning) (CIP page 21) – Design services of \$400,000 were included in FY 2014-15, with site development infrastructure work of \$3,600,000 in Year 1 (FY 2015-16) for campus buildings not associated with the existing Southern Human Services Center (SHSC). Expansion of the existing SHSC is included in a separate CIP project.

Southern Human Services Center Expansion (CIP page 22) – a full site master plan Special Use Permit (“SUP”) was approved in June 2014, providing the Board adopted guidance regarding expansion and remodeling to accommodate future Human Services and other identified County needs. The facility will be programmed to follow logical and timely development of the master plan and Space Study work group recommendations. This includes \$75,000 in Year 1 (FY 2015-16) for schematic design services to assist in visioning the expanded space and its potential uses, and \$6,475,000 in Year 2 (FY 2016-17) for the expansion, which includes a Dental Clinic.

Southern Branch Library (CIP page 23) – funding of \$600,000 was approved in FY 2013-14 for possible land purchase; Design and engineering work of \$472,500 is included in Year 1 (FY 2015-16), and construction costs of \$5,625,000 and \$750,000 in equipment and furnishings are included in Year 2 (FY 2016-17). Note: construction costs for this project have been reduced from the current CIP by approximately \$1,400,000, based on a 15,000 square foot facility and 50 dedicated parking spaces.

Main Branch Library Remodel (CIP page 25) – the need for an upfit and re-design of the Main Branch Library was identified both in the County Space Needs Study and the 2012 Community Needs Assessment portion of the Library’s strategic plan. To accommodate current and future users, the library must make better use of the existing space by focusing on maximizing its flexibility and adaptability. This includes a total of \$1,200,000 in Years 6-10 for design, construction, and equipment/furnishings.

Proposed Jail (CIP page 30) – total project costs of approximately \$21,600,000, with site related planning costs of \$500,000 in Year 1 (FY 2015-16), architectural/engineering costs of \$500,000 in Year 2 (FY 2016-17), with the construction of a new 144 bed jail in Year 3 (FY 2017-18). Note: construction costs for this project have been reduced from the current CIP by approximately \$4,100,000 due to building an initial 144 bed capacity, down from the 216 bed capacity in the current CIP, with expansion potential of up to a 250 bed capacity.

Environment and Agriculture Center (CIP page 32) – includes \$300,000 in Design Services in Year 1 (FY 2015-16), and construction costs of approximately \$3,100,000 in Year 2 (FY 2016-17) for a new center at the current Revere Road site. The current Center on the property will be deconstructed to allow for a new parking area. Note: this project has moved up one year from the current CIP.

Life Safety – ADA (CIP page 35) – provides \$25,000 in current year (FY 2014-15) for the installation of automated access doors at West Campus and the Seymour Senior Center; \$35,000 in Year 1 (FY 2015-16) for fire alarm system improvements/replacement/install at the Historic Courthouse and Efland Community Center; \$60,000 in Year 2 (FY 2016-17) for elevator improvements at the Historic Courthouse; \$55,000 for fire alarm system design and installation at 3 locations in Year 4 (FY 2018-19); and additional fire alarm system design and installation at 4 locations (\$120,000 in Years 6-10).

Emergency Services Substations (CIP page 42) - funding for this project will enable the construction of 4 new co-built EMS stations and 2 stand-alone substations in geographical areas across the County that will help reduce response times. Year 2 (FY 2016-17) includes \$1.2 million for 2 co-builds, both with the Town of Hillsborough. Year 3 (FY 2017-18) includes a

\$600,000 co-build with the Town of Chapel Hill. Year 4 (FY 2018-19) includes \$2.1 million for one co-build with the Town of Chapel Hill, and one stand-alone substation. An additional stand-alone substation is planned in Years 6-10. Note: the initial two substations in FY 2016-17 have been pushed back one year from the current CIP.

9-1-1 Back-up Center (CIP page 44) – includes \$369,499 in Year 1 (FY 2015-16) to provide a 9-1-1 Back-up Communications Center at the West Campus Office Building in Hillsborough. The NC 9-1-1 Board requires that all Public Safety Answering Points (PSAPs) have a back-up plan, no later than July 1, 2015, in the event of an outage or abandonment of the primary 9-1-1 Center. This project will be funded with 9-1-1 funds.

County Capital projects (associated with Community Centers discussion) – Highlights

Cedar Grove Community Center (CIP page 20) - includes \$2,822,226 in current year (FY 2014-15) for construction and adaptive reuse of the former Northern Human Services Center.

Cedar Grove Community Center Library Kiosk (CIP page 24) – includes \$180,000 in Year 1 (FY 2015-16) to provide patrons an automated material kiosk at the Cedar Grove Community Center providing 24 hour electronic access for checking in and out materials.

Historic Rogers Road Neighborhood Community Center (CIP page 37) – during FY 2012-13, the Board of Commissioners approved the establishment of capital project for the construction of a Historic Rogers Road Neighborhood Community Center with funds of \$650,000. For Year 1 (FY 2015-16), \$260,000 is budgeted, which includes the County's 43% share of a Phase II Study, and construction costs of \$3,025,000 in Year 2 (FY 2016-17) for the County's 43% share of OWASA's Sewer Concept plan to provide sewer to 86 parcels identified by the Historic Rogers Road Neighborhood Task Force.

Efland-Cheeks Community Center Upfit (CIP page 38) – includes approximately \$425,000 in Year 5 (FY 2019-20) for an upfit/interior renovation to the current facility, including new equipment and furnishings, as well as area landscaping.

County Capital Park projects – Highlights

Blackwood Farm Park (CIP page 45) – includes \$150,000 in Year 2 (FY 2016-17) for final design and construction drawings, with Park construction funds of \$1,900,000 in Year 3 (FY 2017-18), and approximately \$1,100,000 in Year 4 (FY 2018-19) for a permanent parks operations base. Note: the parks operations base has moved up one year from the current CIP.

Soccer.com Soccer Center (Phase II) (CIP page 50) – this represents an investment in the current facility (formally named Eurosport Soccer Center), with \$425,000 included in Year 1 (FY 2015-16) for possible land acquisition for future expansion; Design costs of \$250,000 in Year 4 (FY 2018-19); and approximately \$4.6 million in Year 5 for the construction of new artificial turf fields, tennis courts, parking, restrooms/equipment building, equipment, and stormwater controls. Note: Possible land acquisition has moved up one year from the current CIP.

Millhouse Road Park (CIP page 52) – this project reflects a possible Town of Chapel Hill/County partnership concept for this project. Includes \$100,000 in Year 2 (FY 2016-17) for design,

engineering, and preconstruction costs; and \$6,400,000 in Year 3 (FY 2017-18) for Park construction, including a soccer field complex, walking trails, and other amenities. This joint facility is reflected in both the Town and County's Parks and Recreation Master Plans.

FINANCIAL IMPACT: There is no immediate financial impact associated with discussion of the FY 2015-20 Capital Investment Plan. It is a long-range financial planning tool with a financial impact in FY 2015-16, if the first year of the CIP is approved by the Board of County Commissioners with the adoption of the Annual Budget.

RECOMMENDATION(S): The Manager recommends the Board continue their review and discussion of the Manager's Recommended FY 2015-20 Capital Investment Plan and provide direction to staff in preparation of the May 14, 2015 Budget work session.

**Orange County CIP - Year 1 (FY 2015-16) Recommended Projects
Fiscal Years 2015-16**

	Fiscal Year 2015-16
Appropriations	
County Capital Projects:	
<i>Southern Orange Campus (Future Planning)</i>	3,600,000
<i>Southern Human Services Center (Expansion)</i>	150,000
<i>Southern Branch Library</i>	472,500
<i>Cedar Grove Community Center Library Kiosk</i>	180,000
<i>Roofing Projects</i>	172,000
<i>Information Technology</i>	500,000
<i>Register of Deeds Automation</i>	80,000
<i>Proposed Jail</i>	500,000
<i>Environment and Agriculture Center</i>	300,000
<i>Parking Lot Improvements</i>	120,000
<i>Life Safety - ADA</i>	35,000
<i>Historic Rogers Road Community Center/Infrastructure</i>	260,000
<i>Generator Projects</i>	130,000
<i>9-1-1 Back-up Center</i>	369,499
<i>Conservation Easements</i>	250,000
<i>Upper Eno Nature Preserve-Public Access Area</i>	125,000
<i>Soccer.com Soccer Center Phase II</i>	425,000
<i>New Hope Preserve/Hollow Rock Public Access</i>	25,000
<i>River Park Phase II</i>	300,000
<i>Little River Park Phase II</i>	100,000
<i>Facility Renovations and Repairs</i>	300,000
Total County Projects	\$ 8,393,999
Special Revenue Fund (Article 46 Sales Tax)	
Economic Development:	
<i>Debt Service on Infrastructure</i>	857,287
* <i>Buckhorn EDD Phase 2</i>	
* <i>Buckhorn-Mebane EDD Phase 3 & 4</i>	
* <i>Efland Sewer Flow to Mebane</i>	
<i>Infrastructure (Utility Service Agreement w/ Mebane)</i>	50,000
<i>Collaborative Outreach</i>	20,000
<i>Small Business Loan Pool</i>	200,000
<i>Collateral Materials</i>	20,000
<i>Innovation Centers</i>	100,000
* <i>Launch Chapel Hill" Incubator</i>	
<i>Agricultural Economic Development</i>	60,000
<i>Business Investment Grants</i>	100,000
<i>Total Economic Development - Article 46 Sales Tax</i>	\$ 1,407,287
Chapel Hill Carrboro City Schools:	
<i>Technology - Student Access Computing Devices</i>	432,741
<i>Improvements at Older Schools</i>	432,741
<i>Total Chapel Hill-Carrboro City Schools</i>	\$ 865,482
Orange County Schools:	
<i>Technology - 1:1 Initiative (District-wide) and Technology Upgrades</i>	541,807
<i>Total Orange County Schools</i>	\$ 541,807
Total Article 46 Sales Tax	\$ 2,814,576

Proprietary Capital Projects

Water & Sewer Utilities:

Efland Sewer Flow to Mebane	240,000
Economic Development Infrastructure	50,000
Economic Development Utility Extension Projects	250,000
Hillsborough EDD	1,000,000
Eno EDD	1,050,000
Total Water & Sewer	\$ 2,590,000

Solid Waste:

Sanitation - Replacement of Front End Loader	296,035
Recycling Operations - Purchase additional Rural carts; new Rural curbside truck; construction of new roll-cart distribution and maintenance facility; replacement of Front End Loader and Recycling truck	1,177,884
Total Solid Waste	\$ 1,473,919

Sportsplex:

New Facilities Projects:

Major Expansion - Phase 2/3 (Indoor Turf Field and Court)	2,800,000
Parking Lot Repair/Repave	150,000
Pool Pump/Boiler	100,000
Ice Rink Repairs	75,000
Signage Upgrade	25,000
Total Sportsplex	\$ 3,150,000

Schools Capital Projects

Chapel Hill Carrboro City Schools:

Long Range Capital:

Pay-As-You-Go Funds	2,275,138
Lottery Proceeds	835,626
Preliminary Planning Funds	750,000
Total	\$ 3,860,764

Orange County Schools:

Long Range Capital:

Pay-As-You-Go Funds	1,449,711
Lottery Proceeds	520,736
Preliminary Planning Funds	478,000
Total	\$ 2,448,447

Total School Projects \$ 6,309,211

Total Appropriations \$ 24,731,705

Revenues/Funding Source

Transfer from General Fund - County	1,000,000
Transfer from General Fund - W & S Utilities	
Transfer from General Fund - Schools	3,724,849
Solid Waste Fund Balance	904,329
Sportsplex Fund Balance	350,000
Lottery Proceeds	1,356,362
Register of Deeds Fees	80,000
9-1-1 Funds	369,499
Grants & Contributions	175,000
Article 46 Sales Tax Proceeds	2,814,576
Article 46 Sales Tax Proceeds - Water & Sewer	590,000
Financing:	
Debt Financing - County Capital	6,769,500
Debt Financing - W & S Utilities	2,000,000
Debt Financing - Solid Waste	569,590
Debt Financing - Sportsplex	2,800,000
Debt Financing - Schools Capital	1,228,000

Total Revenues \$ 24,731,705

**ORANGE COUNTY
BOARD OF COMMISSIONERS**

ACTION AGENDA ITEM ABSTRACT

Meeting Date: April 9, 2015

**Action Agenda
Item No. 2**

SUBJECT: Space Study Work Group Report Presentation

DEPARTMENT: Asset Management Services

PUBLIC HEARING: (Y/N)

No

ATTACHMENT:

Attachment A. Space Study Work Group
Report

Also Provided Under Separate Cover

Online:

[http://www.orangecountync.gov/AssetMgmt/
t/includes/Reports.asp](http://www.orangecountync.gov/AssetMgmt/includes/Reports.asp)

INFORMATION CONTACT:

Jeff Thompson, 919-245-2658

Alan Dorman, 919-245-2627

Brennan Bouma, 919-245-2626

PURPOSE: For the Board of County Commissioners to receive a report from the Space Study Work Group and discuss the findings and recommendations regarding facilities and space utilization.

BACKGROUND:

After the development of the Link Government Services Center (1992) and the Southern Human Services Center (1998), Orange County developed a comprehensive space study to address departmental space requirements in 2001, with major updates in 2005, 2006, and 2010. Links to the summaries of these various studies, as well as this current study, are located at:

<http://www.orangecountync.gov/AssetMgmt/includes/Reports.asp>

The members of the Orange County Space Study Work Group contributed a significant amount of time and energy to this study, its robust discussion, findings and recommendations. The group will continue meeting as the Work Group plan progresses. The group members are as follows:

Earl McKee, BOCC Chair

Renee Price, BOCC

Sheriff Charles Blackwood

Judge Joe Buckner

Judy Butler, Health

Nancy Coston, Social Services

Alan Dorman, Asset Management Services

Jim Groves, Emergency Services

David Hunt, Commissioners Office

Paul Laughton, Finance

Lucinda Munger, Library

Jim Northrup, Information Technologies

Peter Sandbeck, Env, Ag, Parks & Recreation

Dave Stancil, Env, Ag, Parks & Recreation

James Stanford, Clerk of Courts

Jeff Thompson, Asset Management Services

Janice Tyler, Aging

Roger Waldon, Clarion Associates

Greg Wilder, Manager's Office

Numerous updates to the original 2001 report have been provided to the Board including:

- September 4, 2001 - Hillsborough Judicial Facilities Expansion Planning Process
- November 7, 2001 - Justice Facilities Site Expanded Master Plan
- January 28, 2002 - County Supported Facility Needs
- April 30, 2002 - Justice Facilities Development: Expanded Master Plan Presentation
- May 6, 2002 - Justice Facilities Development
- December 10, 2002 - Justice Facilities Expansion and Other County Space Needs
- October 21, 2004 - SportsPlex/Facilities Study Re-orientation
- March 31, 2005 - 2005 County Space Needs Report
- October 17, 2005 - 2004 Facilities Study Group Key Issues Report
- November 9, 2006 - Orange County Space Needs Update
- January 16, 2008 - Space Study Update: Human Services Operational Space and Link Center
- February 9, 2010 - Space Issues - Update, Revere Road Reallocation, Divestiture, Hillsborough Commons Next Steps
- May 21, 2013 - Space Study Update
- June 18, 2013 – Board Adopted Framework for Iterative, Continuous Space Study
- November 12, 2013 - Space Study Update
- March 11, 2014 - Space Study Follow-Up to November 12, 2013 BOCC Work Session

In keeping with the intention and need for the space study to be “iterative and continuous”, and coordinated with the annual capital investment planning process, and recognizing that site approval of the Southern campus property will provide an additional need for space and facility planning for the next ten to twenty year period, AMS staff proposed the establishment of a new Space Study Work Group to include key County staff members and two Board members. The Board approved the formation of this group in June, 2014.

The charge for the Work Group is to:

- 1) Work with County staff to provide recommendations to the Board on the utilization of space within existing County facilities as well as the need for new or renovated space to include, but not be limited to, approved master planned County campus sites, and;
- 2) Consider record retention regulations and recommend longer retention periods for select records, if desired, and;
- 3) Develop a records retention policy to be managed by Asset Management Services as part of an annual records destruction event, and;
- 4) Develop a comprehensive policy for storage of non-record items, and;
- 5) Assess and recommend structural or procedural mechanisms in support of these goals.

The Work Group began its work in earnest in August of 2014. The group initially confirmed its mission with the framework and charge of the Board, performed initial assessments of the County facilities, and has reached consensus on findings and recommendations for space utilization, policy formation and management, and continued study in support of efficient space management and to continuously inform the Board during the ongoing Capital Investment Planning process.

FINANCIAL IMPACT: Suggested policy and operations recommendations involve no direct cost and will be facilitated with staff attention. Suggested short term, low cost space alignments are contemplated within the proposed facility improvement and building repair sections of the AMS operating budget currently being evaluated as part of the Manager's Recommended Operating Budget for FY2015-16. More strategic recommendations will be suggested within the ongoing Capital Investment Planning process.

RECOMMENDATION(S): The County Manager recommends the Board receive the report from the Space Study Work Group and discuss the findings and recommendations regarding facilities and space utilization.

**ORANGE COUNTY
BOARD OF COMMISSIONERS**

WORKSESSION AGENDA ITEM ABSTRACT

Meeting Date: April 9, 2015

**Action Agenda
Item No. 3**

SUBJECT: Community Centers – Mission Statement and Level of Service

DEPARTMENT: DEAPR

PUBLIC HEARING: (Y/N)

No

ATTACHMENT(S):

- Attachment A. Overview of Community Centers
- Attachment B. Guiding Principles and Purposes
- Attachment C. Possible Level of Service Options

INFORMATION CONTACT:

David Stancil, 919-245-2522
Chris Sousa, 919-245-2660

PURPOSE: To consider information and provide direction to staff on goals/objectives and potential levels of service for existing and new community centers.

BACKGROUND: Orange County built and began operating its first community center, the 2600-square foot Efland-Cheeks Community Center (located at Efland-Cheeks Park), in 1992. Until late last year, this was the only community center owned and operated by the County. The level of activity at the Efland-Cheeks Center has decreased over the last decade, as grants funding different community activities ended and programs were consolidated into new centers in Hillsborough for financial or economies of scale reasons. Over the past year or so, residents and representatives of community organizations in the Efland-Cheeks area met with staff from the Department of Environment, Agriculture, Parks and Recreation and other County departments about increasing access and program offerings at the community center. In response, some limited hours of operation (two days per week) have been restored, a few recreation programs added, and after-school homework help is now provided at the center on weekday afternoons. Otherwise, the Center is available for rental - pending future decisions about hours of operation and programs.

In late 2014, the County opened a second community center on leased property in the Rogers Road community north of Chapel Hill. The Rogers Road Community Center is 4,000 square feet in size, with an office, kitchen and meeting room(s). The Center is managed under a contractual Operations Agreement with the Rogers Eubanks Neighborhood Association (RENA). Under this agreement, RENA agrees to operate the center six days a week from 10:00 am to 7:00 pm. The County is responsible for building maintenance and repair, grounds maintenance, utilities and insurance under the agreement.

Finally, over the past three years residents of the Cedar Grove community have worked with staff and a professional design firm to develop a plan for the old Cedar Grove School (African-

American school) on NC 86 north of Hillsborough. Once used as the “Northern Human Services Center,” the Cedar Grove facility no longer housed County functions by 2012 and a long-term plan for the 55-year old structure was needed. The completion of a series of community meetings led to a plan to keep and renovate/reconstruct the central portion of the structure, while retaining and “mothballing” the two wings of the building. Subsequent design work with a group of community residents and the project designer and staff resulted in a plan for the Cedar Grove Community Center. This Center, which is now under construction, includes 10,000 square feet with a gymnasium/auditorium, large meeting room, internet café, multimedia room and other planned amenities. The Center is planned to be open in March 2016.

As noted in the Issues for Further Study section of the new Parks and Recreation Master Plan 2030, the pending completion of the Cedar Grove Community Center, along with community concerns and desires for more hours of operation at Efland Cheeks Community Center, offers a timely opportunity for consideration of a desired purpose and goal for County community centers, as well as an appropriate level of service going forward. While the Rogers Road Community Center has a unique set of circumstances that led to its creation, and to the license use arrangement with a community non-profit (with a history of offering services of the type found at a community center), the Efland-Cheeks Community Center is distinctly different in manner of creation and historical usage patterns. Decisions on upgrades to the Efland-Cheeks Center will need to be made in future Capital Investment Plans (CIP), as needed improvements at this center are evaluated and/or funded.

Likewise, the new Cedar Grove Community Center is unique and different in its own right and is in need of a long-term plan. In some ways, this new Center will “raise the bar” in terms of center facilities and amenities. The Cedar Grove Center is over twice the size of the other two centers, and contains features (such as a gymnasium) that do not exist at the other centers. In some respects, the Cedar Grove Center is more like Central Recreation Center in Hillsborough than its sister community centers.

All of the above factors – along with the important question of community involvement and participation in operation and programming - make discussion and consideration of a comprehensive approach for community centers a timely and desirable outcome. This guidance for the future will enable the different communities served by the centers to have a basic level of expectation of what the centers may offer, with additional opportunities at each location based on community need and available facilities. As noted above, developing this type of plan was identified as an important “Issue for Further Study” in the Parks and Recreation Master Plan 2030 (adopted November 2014).

To begin this comprehensive assessment, it may be useful to start with a discussion of two primary topics:

1. What goals and objectives should a community center have in terms of its mission and purpose? Stated differently, what should a community center be? What are the basic tenets or purposes for community centers? What types of services should be expected?
2. What is a reasonable and appropriate level(s) of service for community centers in Orange County?

To help with this discussion, staff has developed three documents. Attachment A is an overview of the three community centers, with floor plans, photos and other information.

Attachment B provides a possible mission statement for community centers, with objectives or principles. These were developed using ideas and principles gathered from other community centers and jurisdictions as a basis for community centers (including principles identified by the Rogers Eubanks Neighborhood Association for the Rogers Road Center.)

Attachment C includes the Parks and Recreation Council's thoughts on community centers, from their March 4 discussion, and describes staff's thoughts on three possible "levels of service" for community centers, including methods of community involvement in center operation and programming and a table showing how each meets the basic mission statement objectives in Attachment B.

Staff proposes to take Board feedback and direction from this discussion and prepare a draft Community Center Mission Statement and Level of Service Plan, which could help guide future decisions about center resource allocation, community involvement, expenses and revenues, and operation and maintenance.

FINANCIAL IMPACT: There is no financial impact associated with this work session discussion. Direction and feedback provided by the board would be used by staff to develop a plan for community center level of service, which would have implications for future operating and capital budgets in the coming years. Decisions about the initial four months of service for the Cedar Grove Community Center (March-June 2016) and the full year at Efland-Cheeks Community Center level of operation will be addressed in the upcoming FY 2015-16 budget.

RECOMMENDATION(S): The Manager recommends that the Board receive the information from staff and discuss the questions about the nature of community centers, mission statement, and possible levels of service, providing feedback and direction to staff. The Manager and staff will then work to develop a Community Center Mission Statement and Level of Service Plan for a subsequent Board meeting.

Efland Cheeks Community Center - 117 Richmond Rd., Efland**Size:**

Total Facility: 2,600 sq. ft.
 Multi-Purpose Room: 1,200 sq. ft.
 Game Room: 160 sq. ft.
 Kitchen: 100 sq. ft.
 Offices: 180 sq. ft.
 Computer Lab: 130 sq. ft.

The Efland Cheeks Community Center was constructed and opened in 1992, before much of the park around it was completed. The Center housed a senior nutrition and activity site, community based grant offices as well as recreation programs and events for many years. Once the new Central Orange Senior Center was completed in Hillsborough, senior nutrition and programming was all centralized at that location.

In 2013, renovations and reorganization occurred, which are providing the opportunity for revitalization of the center. Beginning in the fall of 2013, drop in use was scheduled at no cost for Orange County residents throughout the week. Computers are set up with internet access, games and activities are available for children, adults and seniors.

Future Rogers Rd. Community Center—Purefoy Dr., Chapel Hill

In 2012 a multi-jurisdictional task force was formed and asked to investigate a contractual agreement with Habitat for Humanity to construct a Rogers Road Neighborhood Community Center that would serve the residents of the Rogers Road Neighborhood. The center would be owned by Habitat and leased to Rogers Eubanks Neighborhood Association (RENA) for \$1 per year. The property selected for the center is located on Purefoy Dr. and owned by Orange County. Chapel Hill and Carrboro are also involved as partners in the project.

In 2013 a contractual agreement was reached which provided for operation and use of the new center by RENA. Plans and construction drawings are currently under development for the center. The planned center includes classrooms, multi-purpose rooms, a library/computer room, a food bank, and full kitchen as well as office and storage space. Construction is expected to begin in 2014.

(4,000 sf)



Cedar Grove Community Center (currently under development)- 5800 NC 86N, Cedar Grove
(Former Cedar Grove School)



Proposed Floor Plan



Size:

Existing School: 32,000 sq. ft.*

Proposed Community Center: approx. 10,000 sq. ft. * It Includes:

Multi-Purpose Room/ Small Gym: 3,364 sq. ft.

Meeting Rooms: 4,724 sq. ft.

Kitchen: 371 sq. ft.

Offices: 392 sq. ft.

*Approx. 22,000 sq. ft. of existing facility is planned to be minimally renovated to preserve the facility for future use/renovation.

In 2013 the Northern Human Services Center -Community Center Work Group, consisting of citizens who volunteered, were charged by the County Commissioners to work with staff and consulting architects to provide recommendations on renovation and reuse of the former center that would best serve the residents of Orange County. The Board asked that the recommendations include, but not be limited to:

- Recognition of the rich cultural and historical significance of the former Cedar Grove School;
- The content of past public input for the facility, and public comment during the Work Group's duration;
- The previous Board of County Commissioner decisions regarding the deconstruction of the classroom wings and the adaptive re-use renovation to yield an estimated 10,000 square foot community center facility on the site within a Capital Investment Plan project budget of \$2,250,000;
- Physical and operational limitations to the site and the property, to include but not be limited to sanitary sewer constraints that govern the intensity of use for the facility in a manner consistent with a community center use.

Planning is underway and construction is expected to begin in 2014 with the center opening in 2015.

ORANGE COUNTY COMMUNITY CENTERS

Mission Statement

To foster inclusive community participation by providing an environmentally-sound facility for community-gathering and celebration, recreation, arts, education and learning, and human services, in order to enhance personal growth, public health and community building.

The True “Foundation” of a Community Center

- **Recreation and Healthy Lifestyles:** Provide opportunities for personal and group recreation and team-building through athletics and exercise, promoting healthy lifestyles at personal and community level.
- **Partnership:** Work with local nonprofits, organizations and schools to provide opportunities for community building, community service and education.
- **Human Service:** To enhance the quality of life for County residents by providing programs, a safe haven, and emergency shelter; and by promoting a safe and sanitary community environment for all ages and cultures.
- **Cultural Service:** Promote community enrichment through intercultural events, music, theater, dance, literary, media and visual arts.
- **Foster Community:** Through hosting holiday meals, community meetings, family gatherings, individual recognition and memorials.
- **Environmental Responsibility:** Strive to lead by example by implementing programs and practices that reduce, reuse, recycle and renew.
- **Sustainability:** Use our mission statement and goals to achieve our financial needs and future aims. Provide care, restoration and improvement of the facilities. Increase volunteer engagement and support staff development, and energize community participation.

Objectives

- Promote community involvement and actively seek input in the planning, operation and participation of the Cedar Grove and Efland Cheeks Community Centers.
- Effectively coordinate leisure services with other County Departments, organizations, schools, and community partners to improve the overall service to the citizens in proximity to the community centers.

- Develop a Community Center CCVP (Community Center Volunteer Program) and an informal Community Center Board of Advisors that will increase public awareness of community centers, programs and events, and County services; and assist County departments in strengthening services delivery by using community volunteers to complement staff.
- Offer comprehensive, quality recreational and educational programming aimed at satisfying the needs of varying age levels, physical abilities, and special interests. Provide meaningful programs and diverse, open access to all individuals.
- Provide children and seniors with a safe place to socialize and learn, open to all individuals.
- Provide efficient and effective leadership and coordination for delivery of quality services for the community.
- Provide an after-school haven and tutoring opportunities for children, and a place to base community events.
- Make technology available to the community for youth and adults, with hosting educational classes.
- Offer programs from Habitat for Humanity and other organizations and departments on home ownership, budgeting and financial literacy.
- Engage and encourage the residents in communities around the Centers to become part of the community through focus groups, outreach programs, volunteerism and social interaction. Collaborate between County, residents and other programs to help educate residents and keep them informed of issues that affect them.

Level of Service Options – Orange County Community Centers

Parks and Recreation Council Discussion – 3/4/15

Purpose of Community Centers:

- Provide a location and structure for offering recreation/athletics and human services programs for a community/defined area;
- Provide a location for community events and activities to occur;
- Offer meeting rooms and other facilities (catering kitchen, etc.) for reservation by community residents for family events and activities;
- Offer a 'safe haven' for community children after school for homework, etc.
- Balance of open access and programmed activity.

Thoughts on Level of Service Standard (Cedar Grove Community Center; Efland Cheeks Community Center):

- Need to understand community's needs. For some it may just be a facility that is open for access and informal activity. Others may wish for structured events, programs. How to find balance.
- Community meeting to rank different types of (and mix of) activities (including just open access).
- Define service levels based on what community appears to represent as need. Adjust over time if actual results differ.
- Ideally, a community center should be open from 8:00 am – 8:00 pm, five to six days a week. Start with a seasonal staff presence during open hours to facilitate community use (lock/unlock rooms, provide equipment, explain usage rules, monitor activity).
- Supplement with volunteers from community, allow volunteers to help "cover" some of the center's hours?
- Open the center based on what appears to be community demand. Purchase counters to accurately measure the number of users. See how actual results measure up to projected community demand, adjust hours and level of equipment and amenities accordingly over time.

Possible Level of Service Options

The chart below provides three options for operating County Community Centers (Full Access, Partial Access, and Permitted Use Only), and describes some of the measureable variables under each option. ¹			
Options	A	B	C
	Full Access	Partial Access	Permitted Use Only
Hours of Operation	Open 5-7 days per week. Approximately 8-12 hours per day	Open 2-4 days per week. Approximately 4-8 hours per day	Open during reserved scheduled usage only (approximately 10-15 hours per week).
Community Access	High (100+ Service Contacts weekly)	Medium (50-100 Service Contacts weekly)	Limited (based on paid usage)
Program Opportunities (Internal & External)	5-7 Programs weekly	1-3 Programs weekly	None
Supervision	FTE staff (1 or more), with a less Seasonal Part-time presence	Minimal FTE Staff, with a high seasonal part-time presence	Seasonal part-time staff only when facility is open for scheduled usage
Annual Estimated Operating Cost (both centers combined): Including staffing, program implementation, maintenance, utilities, and support	\$125,000-150,000	\$75,000 – 95,000	\$10,000-15,000

¹ There are many possible variations on the assumptions made herein to define the three levels of service. Other levels of service may exist along the spectrum from Option A to Option C. Operating costs are based on staff estimates and information gathered from other jurisdictions that operate community centers.

Comparison to Objectives and Responsibilities

Below is a list of objectives/responsibilities for operating a community center. Using the options discussed above, this chart measures those objectives based on the scale of: Excellent, Good, Fair, and Poor for the level of expected attainability within each objective/responsibility.			
Objectives	Full Access	Partial Access	Permit Use Only
Provides community with County support of services and equipment	Good	Fair	Fair/Poor
Managing Risk and liability	Good	Good	Fair
Provides Revenues to offset costs	Fair	Good	Excellent
Offering affordable programs and services	Excellent	Fair	Poor
Ensuring Diversity of participation	Excellent	Good	Poor
Improving Quality of Life for residents in community	Excellent	Good	Fair
Community collaboration and partnership opportunities	Excellent	Excellent	Poor
Offer comprehensive, quality recreation and education programming aimed at satisfying needs of varying age levels, physical abilities, and special interests.	Excellent	Fair	Poor
Engage and encourage residents in the community to become part of the community through focus groups, outreach programs, volunteerism and social interaction.	Excellent	Fair	Poor
Effectively coordinate leisure services with other County departments, organizations, schools, and other community partners to improve the overall service to the citizens in proximity to the Centers.	Good	Good	Poor
Implement awareness programs, deliver counseling and educational lectures, and provide various courses for those benefiting from the various services of the community centers	Good	Good	Poor