FAIRFAX COUNTY PARK AUTHORITY

M E M O R A N D U M

TO: Chairman and Members

Park Authority Board

VIA: Kirk W. Kincannon, Executive Director

FROM: David Bowden, Director

Planning and Development Division

DATE: December 1, 2016

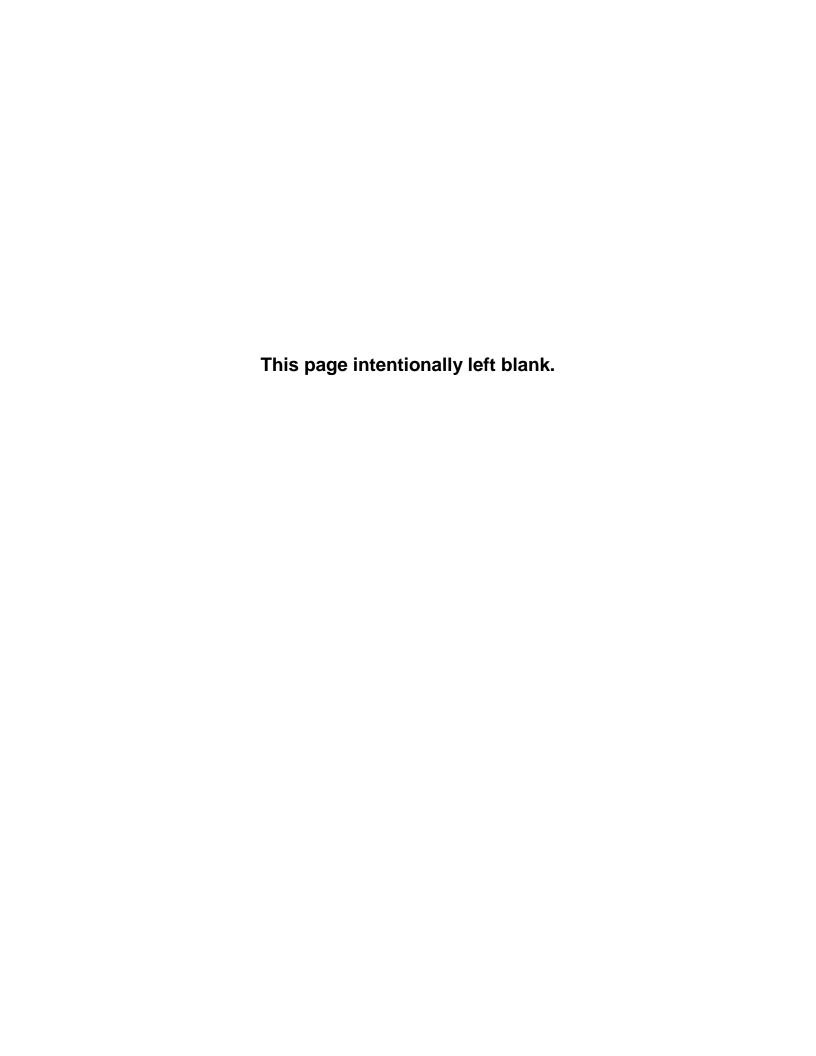
Agenda

Committee of the Whole Wednesday, December 7, 2016 – 5:30 p.m. Boardroom – Herrity Building Chairman: William G. Bouie Vice Chair: Ken Quincy

1. Systemwide RECenter Sustainability Plan Update and Strategic Asset Value Analysis Review – Information* (with presentation)

*Enclosures





INFORMATION (with presentation)

Systemwide RECenter Sustainability Plan Update and Strategic Asset Value Analysis Review

The Park Authority's RECenter system is now entering a new era due to the aging of existing facilities that require lifecycle redevelopment along with potential expansion to continue to meet the needs of our residents and remain fiscally sustainable as an enterprise funded activity. Staff informed the Park Authority Board in June 2016 that the consultant team of Hughes Group Architects (HGA) and their sub-consultant, Brailsford and Dunlavey (B&D) had been hired to study the RECenter system and work with staff to develop a RECenter system-wide sustainability plan. The study is being conducted using a two phase approach which allowed for a preliminary assessment phase and a detailed assessment phase.

The preliminary assessment phase which is coming to a conclusion included:

- An assessment each facility's existing physical condition, current programming and facility efficiency
- A preliminary market analysis for each of the RECenters including a community interest survey
- Engagement of the community through focus groups and intercept interviews
- An operational analysis including research of patron profiles and review of facilities' operating policies
- A Strategic value discussion to be conducted jointly with individual members of the Board of Supervisors and respective Park Authority Board Members
- A Staff Visioning session

Throughout the summer and fall of 2016 HGA and B&D have been completing the tasks outlined above. B&D along with the Park Authority Executive Director and the Planning & Development Division Director conducted the Strategic Asset Value Analysis (SAV) discussions with individual Board of Supervisor members along with their respective Park Authority Board member between August and November 2016. The SAV discussion is being used to gain input from the Board of Supervisors and Park Authority Board members to assist the project team in identifying priorities for future development and operation of the RECenter system (Attachment 1).

With the completion of the individual SAV discussions representatives from B&D will be on hand to conduct a final SAV analysis review with the Park Authority Board and along with staff will update the Park Authority Board on the status of the plan.

Committee Agenda Item December 7, 2016

ENCLOSED DOCUMENTS:

Attachment 1: Strategic Asset Value Analysis Visioning Memo

STAFF:

Kirk W. Kincannon, Executive Director
Aimee L. Vosper, Deputy Director/CBD
David Bowden, Director, Planning & Development Division
Cindy Walsh, Director, Resource Management Division
Todd Brown, Director, Park Operations Division
Barbara Nugent, Director, Park Services Division
Judy Pederson, Public Information Officer
John Lehman, Project Management Branch Manager, Planning & Development Division
Isabel Villarroel, Project Manager, Planning & Development Division
Janet Burns, Fiscal Administrator

FAIRFAX COUNTY PARK AUTHORITY (FCPA) SYSTEM-WIDE SUSTAINABILITY PLAN FOR RECREATION CENTERS STRATEGIC ASSET VALUE ANALYSIS / VISIONING MEMO



The Fairfax County Park Authority ("FCPA") has retained Brailsford & Dunlavey, Inc. ("B&D"), CENTERS, LLC and Hughes Group Architects to develop a System-wide Sustainability Plan for Recreation Centers, (the "Plan"). It is important that the product of this effort not be a "report" or a "feasibility study," but a true plan for sustained improved performance. Plans, to be effective, must be based on the pursuit of a clearly identified target, which means that engaged stakeholder must share a common vision for success.

For a vision statement to serve as an effective part of the planning process, it must rise above the mere articulation of concepts that resonate with the citizens and their leadership. The vision must be structured as a framework that reflects an internally consistent system of values expressed as criteria. The criteria must be grounded in the permanent ideals of Fairfax County and must not become obsolete by the implementation of the first round of improvements and, as such, must not be programmatically prescriptive.

Your meeting with representatives of the project team is for the purpose of establishing the Plan's criteria using a process our consultants call Strategic Asset Value Analysis ("SAV"). The goal is to understand the extent to which the FCPA's recreation centers should bear the burden of helping the county to achieve its strategic plan objectives. Specifically, the Strategic Plan to Facilitate the Economic Success of Fairfax County sets forth six goals, at least five of which can be supported by, or have some relationship to FCPA's recreation center's operations:

- 1. Further diversify our economy
- 2. Create places where people want to be
- 3. Improve the speed, consistency, and predictability of the development review process
- 4. Invest in natural and physical infrastructure
- 5. Achieve economic success through education and social equity
- 6. Increase agility of county government

The SAV process will assist the Project Team with identifying the priorities for developing and operating recreation centers with these overarching goals by going through a gap analysis process followed by a synthesis into a strategic framework that will set performance metrics that will be placed within four broad categories:

- 1. Priority order of space need
- 2. Architectural and construction quality
- 3. Target markets
- 4. Operating paradigm and financial performance



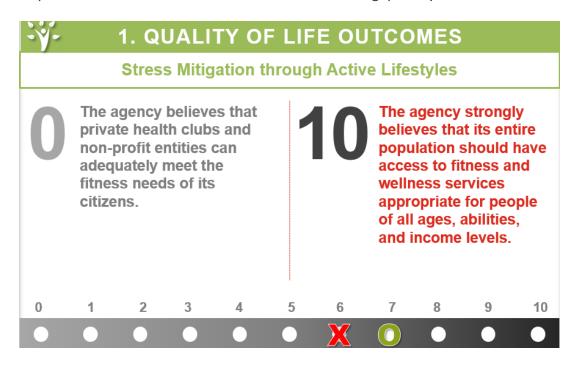






Process for conducting the SAV interview

For each strategic goal in the SAV process, the group will identify a value between 1 and 10 to represent how the System-wide Sustainability Plan for recreation centers is currently supporting each goal; these selections are marked with an "X." The Board of Supervisors and Park Authority Board will identify a value between 1 and 10 for each strategic objective representing the aspirant intensity that the FCPA should pursue as part of this Plan; these selections are marked with an "O." Wherever a gap exists between the "X" and the "O" signals an opportunity, during the planning process of the Plan, to identify the programmatic and physical solutions that may be available to close those gaps. The attached gap analysis is an excerpt from the SAV worksheet and provides an example of how the placement of the "X" and the "O" leads to B&D's gap analysis.

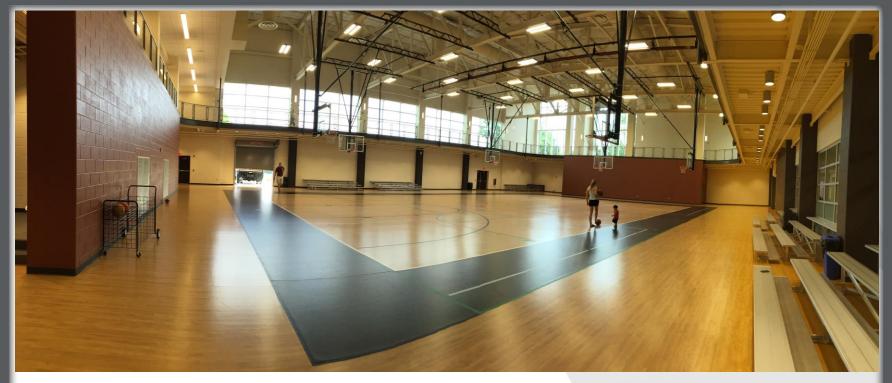


The representatives of the project team will review the gap analysis tool during the visioning meeting. The gap analysis results will be synthesized and translated into the SAV Story that articulates the attributes that the Plan must strive to accommodate. The SAV Story is intended to describe the FCPA's targeted future reality and identify the particular role that the FCPA's System-wide Sustainability Plan must fulfill in order for the FCPA to achieve those objectives.









FAIRFAX COUNTY PARK AUTHORITY

SYSTEM-WIDE SUSTAINABILITY PLAN FOR RECREATION CENTERS

Visioning Session | December 7, 2016







AGENDA

SYSTEM-WIDE RE-POSITIONING OF RECREATION CENTERS

Introduction

The SAV Concept

The SAV Process

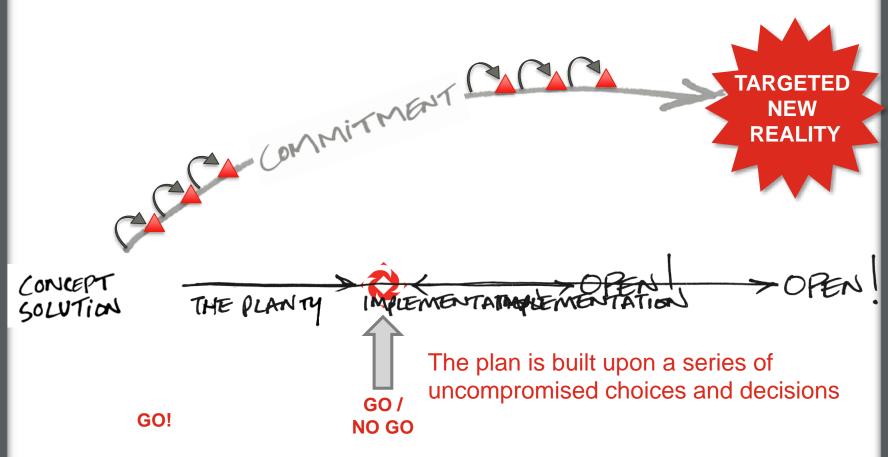
The SAV Session

Next Steps





STAY FOCUSSED ON THE BIG PICTURE



PLANNING OBJECTIVES

- Position each recreation center to maximize operational effectiveness and financial sustainability
 - Ensure assets and programs are right
 - Assets and programs are procured advantageously
 - Operationally maximize benefits to the constituency





SCHEDULE

SYSTEM-WIDE RE-POSITIONING OF RECREATION CENTERS

MONTH JAN **OCT** NOV DEC **FEB** MAY JUN JUL AUG **SEP** PHASE I PHASE II **Detailed Operations and Facilities Program Analysis** Assessment **Preliminary Market and Competitive Additional Market Analysis Analysis Operational** Visioning Assessment Community **Engagement** Recommendations **Documentation & Decision Support**

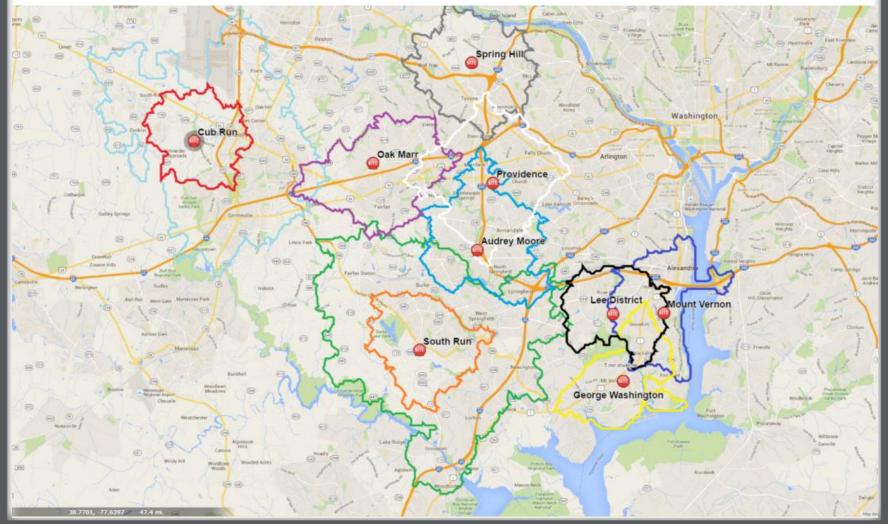


SCHEDULE

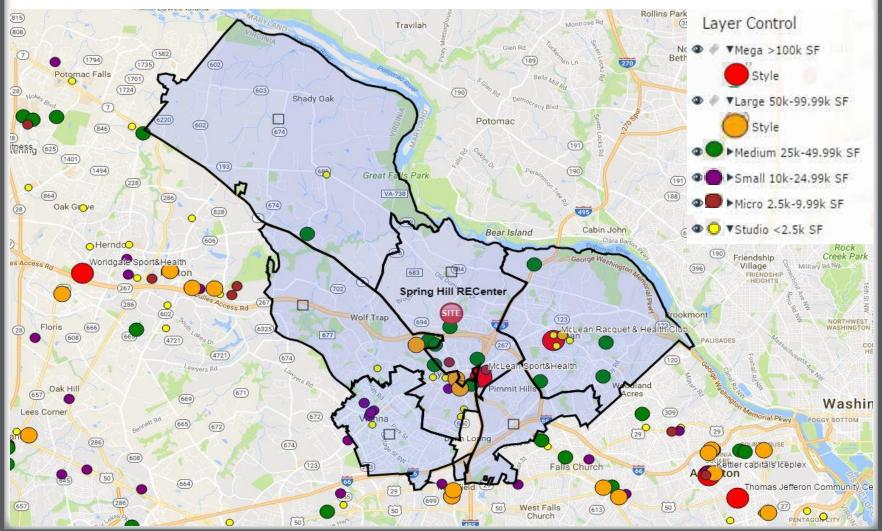
COMMUNITY ENGAGEMENT PROCESS

MONTH **AUG** OCT DEC SEP NOV **Visioning – SAV Work Sessions Community Interest Survey Community Meeting #1 Focus Groups Community Meeting #2 DATE TBD**

DRIVE TIME MAP



COMPETITIVE MARKET MAP- SPRING HILL





- Criteria for better performance
 - Location
 - Curb Appeal
 - Program
 - Market Saturation

Fair Share of Demand Analysis

Market Capacity for Passes	24,000
Spring Hill	4,494
Market Penetration	18.7%
Competitive Square Footage	473,000
Spring Hill	44,062
FCPA Share of Square Footage	9.3%
Outperforming By	9.4%







OUTCOME OBJECTIVES

The SAV Process does not...



Modify the FCPA's mission or introduce new values

The SAV Process seeks to...



Facilitate diverse stakeholder involvement in the planning process



Create criteria that allow for innovative solutions and streamlined decision making



Ground the objectives in FCPA's permanent ideals to ensure consistency and mission alignment



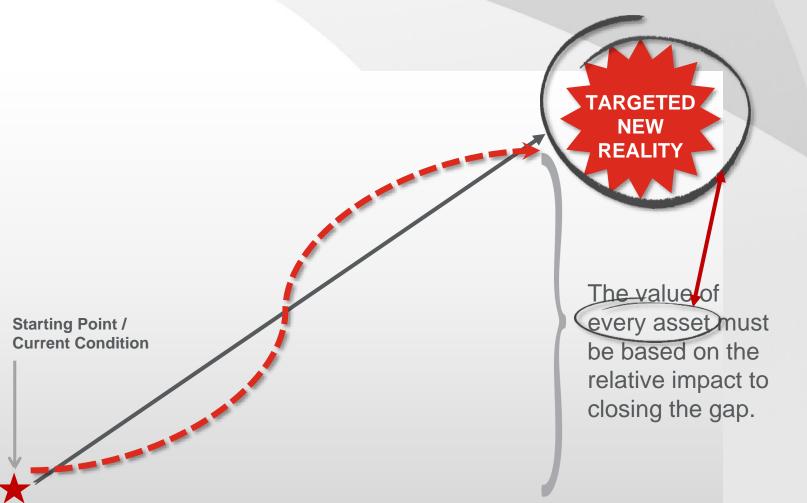
CRITERIA IS REQUIRED FOR SELECTING PERFORMANCE METRICS



Criteria Required



IT'S ABOUT CREATING AN IDEAL FAIRFAX COUNTY



OUTCOME CATEGORIES

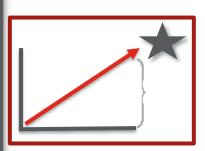
Outcome categories related to purpose & mission are evaluated for their importance and current attainment levels



Enhance Citizen
Quality of Life



Community Building





Recruitment & Retention



Financial Performance

Outcome Categories



CREATING A NARRATIVE

MIND THE GAPS

The gap analysis results are synthesized into four "Chapters" that articulate the attributes that the Plan must achieve:

Priority Order of Space Needs / Project Concept

Architectural & Construction Quality

Target Markets

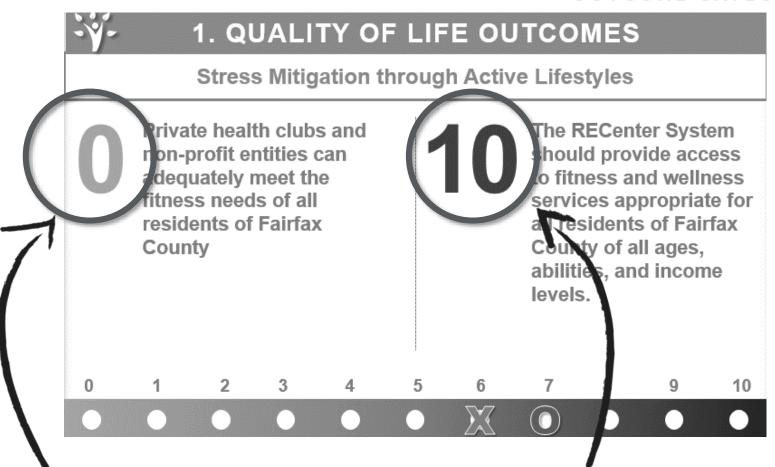
Operating
Paradigm /
Financial
Performance

Strategic Asset Value Story





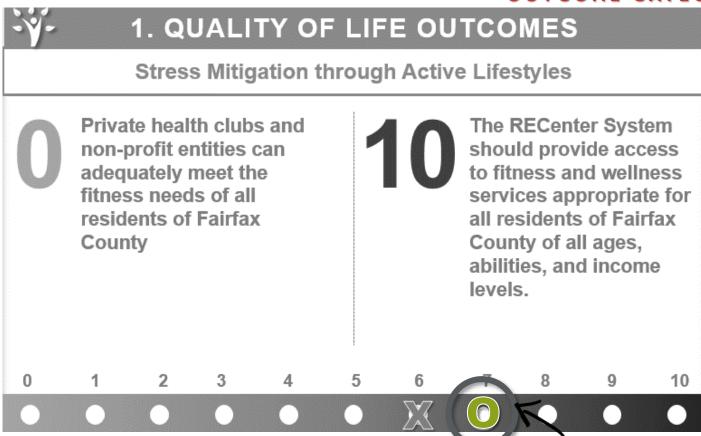
OUTCOME CATEGORIES



Value Benchmarks – The 0 and 10 numbers are represented with scenarios to assist as benchmarks for the entity to reference.



OUTCOME CATEGORIES



Targeted Aspiration – An "O" is placed for each outcome under the number that represents the entity's ideal scenario for that given outcome driver.

OUTCOME CATEGORIES



1. QUALITY OF LIFE OUTCOMES

Stress Mitigation through Active Lifestyles

Private health clubs and non-profit entities can adequately meet the fitness needs of all residents of Fairfax County

The RECenter System should provide access to fitness and wellness services appropriate for all residents of Fairfax County of all ages, abilities, and income levels.

0 1 2 3 4 5 7 8 9 10

Existing Condition – An "X" is placed for each outcome under the number that represents the extent to which the current facilities aid in the achievement of that outcome.

OUTCOME CATEGORIES



1. QUALITY OF LIFE OUTCOMES

Stress Mitigation through Active Lifestyles

Private health clubs and non-profit entities can adequately meet the fitness needs of all residents of Fairfax County

The RECenter System should provide access to fitness and wellness services appropriate for all residents of Fairfax County of all ages, abilities, and income levels.

0 1 2 3 4 5 6 7 8 9 10

A gap indicates the extent to which change is required to achieve mission alignment.



GROUND RULES

- Maintain a governing board's global perspective
- Consider objectives independently and only as project-related outcomes
- 3. Treat the exercise as creating plan drivers and imposing filters not predicting preferences or behaviors
- Do not be encumbered by current practices or conditions
- Do not be encumbered by perceived affordability





RATIONALE FOR VALUE BENCHMARKS & SAV OUTCOMES

- The value benchmarks for the SAV outcomes were developed based on
 - FCPA's mission
 - Conversations with FCPA's leadership & previous planning efforts
 - Facilities and Operational Assessment of the RECenters
 - Market and Competitive Context Analysis
 - Understanding of Fairfax County's District Boundaries
 - Drive Time Radii and Target Market



STRATEGIC PLAN TO FACILITATE ECONOMIC SUCCESS

- Fairfax County's Board of Supervisors' priorities
 - Maintaining Safe and Caring Communities
 - Building Livable Spaces
 - Connecting People and Places
 - Maintaining Healthy Economies
 - Practicing Environmental Stewardship
 - Creating a Culture of Engagement
 - Exercising Corporate Stewardship





SAV Analysis

FEEDBACK FROM BOS / FCPA BOARD

Outcome Categories	Sub-Categories	Existing Condition	FCPA Staff Target Aspiration	Average Target Aspiration	Gap
Financial Performance	Generation of Direct and Indirect Tax Revenues / Economic Impact	2	2	5	3
Community Building	Equitable Access	4	10	7	3
Quality of Life	Household Management Assistance	2	8	4	2
Community Building	Common Social Experience / Community Engagement	5	7	6	1
Financial Performance	Operating Expense Management	4	9	5	1
Community Building	Participant Diversity and Balance	6	4	7	1
Quality of Life	Stress Mitigation through Active Lifestyles	6	6	7	1
Recruitment & Retention	Retention of Families (Households)	6	5	7	1
Recruitment & Retention	Recruitment of Families (Households)	6	10	7	1
Financial Performance	Financing / Risk Tolerance	5	10	5	0
Recruitment & Retention	Recruitment of a Skilled Workforce (Employers)	6	10	6	0
Financial Performance	Revenue Generation	5	5	5	0
Quality of Life	Responsiveness to Depth of Community Interest	7	9	7	0
Quality of Life	Responsiveness to Breadth of Community Interest	7	8	7	0
Quality of Life	Character Development for Youth	6	6	6	0

Strategic outcomes with the highest gaps between the "O" and "X" will be the focus of thematic decisions / recommendations developed as part of the System-wide Sustainability Plan for RECenters







Financial Performance



Community Building



Enhance Citizen Quality of Life



SAV ANALYSIS

FEEDBACK FROM BOS / FCPA BOARD

Generate direct and indirect tax revenues / economic impact for Fairfax County by leveraging the RECenters

Create equitable access for all county residents by maintaining programs and memberships affordable.

Create opportunities for all county residents to share a common social experience / community engagement

Household management assistance for children, youth, seniors and people with special needs is key

Develop new RECenters in underserved communities to increase market share / divest underperforming assets



THE SAV SESSION



1. ENHANCE CITIZEN QUALITY OF LIFE

Responsiveness to Depth of Community Interest
Responsiveness to Breadth of Community Interest
Stress Mitigation through Active Lifestyles
Household Management Assistance
Character Development for Youth

The FCPA advances the educational, recreational, social and economic benefits to citizens, with the purpose of improving the quality of life for residents of, and visitors to Fairfax County.





THE SAV SESSION



1. QUALITY OF LIFE OUTCOMES

Responsiveness to Depth of Community Interest

Fairfax County should be heavily reliant on private sector and other public agencies to respond to the evolving activity demands of all residents of Fairfax County

The RECenter System should meet a high percentage of demand for those activities that are most popular among all residents of Fairfax County





THE SAV SESSION



1. QUALITY OF LIFE OUTCOMES

Responsiveness to Breadth of Community Interest

Private sector and other public agencies should respond to the evolving activity demands of all residents of Fairfax County

The RECenter System should support an extensive menu of facilities, programs, and services that reflects the full spectrum of activity interests of its diverse population.

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1. QUALITY OF LIFE OUTCOMES

Stress Mitigation through Active Lifestyles

Private health clubs and non-profit entities can adequately meet the fitness needs of all residents of Fairfax County

The RECenter System should provide access to fitness and wellness services appropriate for all residents of Fairfax County of all ages, abilities, and income levels.







1. QUALITY OF LIFE OUTCOMES

Household Management Assistance

The RECenter System is not in the business of providing family care services and programs.

The RECenter System should provide all households with an equal opportunity to maintain a balanced, stable home life and as such is committed to assisting with providing programs for children, youth, seniors, or those with special needs.





























1. QUALITY OF LIFE OUTCOMES

Character Development for Youth

Competitive sports should be viewed as being equivalent to other sports and recreational activities within the RECenter System.

Highly competitive sports are uniquely effective in the character development of young people and should be aggressively supported through leagues and developmental programs at the RECenters.

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2. RECRUITMENT AND RETENTION

Recruitment of a Skilled Workforce (Employers)

Recruitment of Families (Households)

Retention of Families (Households)

The FCPA advances the educational, recreational, social and economic benefits to citizens, with the purpose of improving the quality of life for residents of, and visitors to Fairfax County.







2. RECRUITMENT AND RETENTION

Recruitment of a Skilled Workforce (Employers)

The RECenter System does not have any role or responsibility in assisting the County with economic development initiatives or activities.

The RECenter System represents a significant component of the Fairfax County "brand" and that the quality of its recreational facilities should be actively used by employers to recruit a skilled workforce to Fairfax County.





2. RECRUITMENT AND RETENTION

Recruitment of Families (Households)

Whether or not their programs or facilities attract families to Fairfax County is not a decision-making factor in the RECenter System's allocation of resources.

The RECenter System represents a significant component of the Fairfax County "brand" and that the quality of its recreational facilities should be actively used by the County to recruit families to Fairfax County.







2. RECRUITMENT AND RETENTION

Retention (Households)

Whether or not their programs or facilities retain families in Fairfax County is not a decision-making factor in the RECenter System's allocation of resources.

The RECenter System's targeted service levels should be sufficient to guarantee a high level quality of life for all residents of Fairfax County in comparison with other counties nation wide.

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3. COMMUNITY BUILDING

Common Social Experience / Community Engagement

Equitable Access

Participant Diversity and Balance

The FCPA advances the educational, recreational, social and economic benefits to citizens, with the purpose of improving the quality of life for residents of, and visitors to Fairfax County.







3. COMMUNITY BUILDING

Common Social Experience / Community Engagement

Bringing all residents of Fairfax County together from different backgrounds and from different neighborhoods is not highly valued.

Creating opportunities for all residents of Fairfax County to come together in celebration contributes significantly to the overall public health and welfare.





3. COMMUNITY BUILDING

Equitable Access

Price setting is an important strategy for revenue generation and the extent to which segments of Fairfax County's residents are precluded from participation is a nonissue as long as revenues are maximized.

No resident of Fairfax
County should be
turned away from a Park
Authority service
because they cannot
pay.







3. COMMUNITY BUILDING

Participant Diversity and Balance

As long as the RECenter System's facilities and programs are well utilized, there is little concern as to whether the patron base is demographically representative of the entire county.

Facilities should be located and operated in such a way as to be directly responsive to the needs and interests of all residents of Fairfax County.





4. FINANCIAL PERFORMANCE

Revenue Generation

Operating Expense Management

Financing / Risk Tolerance

Generation of Direct and Indirect Tax Revenues / Economic Impact

The FCPA advances the educational, recreational, social and economic benefits to citizens, with the purpose of improving the quality of life for residents of, and visitors to Fairfax County.



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4. FINANCIAL PERFORMANCE

Revenue Generation

A high value is placed on providing service to patrons through membership programs with patrons not being "nickeled and dimed" by extra charges. Rentals and outside vendors programs are not pursued by the RECenter System.

Generating revenue through a broad menu of value added services and programs is a high priority for the RECenter System.

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4. FINANCIAL PERFORMANCE

Operating Expense Management

Operating expenses should be kept as low as possible even if that results in limited services and restricted hours of use of the RECenter System.

The highest quality of service and professional standards should be pursued even if high fees and charges must be passed on to the residents of Fairfax County and other patrons.





4. FINANCIAL PERFORMANCE

Financing / Risk Tolerance

Any financing of the RECenter System would be very conservatively underwritten by the County.

Any financing would be aggressively underwritten with the general obligation Park Authority Revenue Fund being pledged.

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4. FINANCIAL PERFORMANCE

Generation of Direct and Indirect Tax Revenues / Economic Impact

All programs and services will be targeted exclusively to residents of Fairfax County.

Significant efforts will be made to bring in visitors through tournaments and other special events to promote traffic for hotels, retail centers, and restaurants in Fairfax County.





SURVEY ANALYSIS

- Survey issued to 100,000+ patrons and 12,000 County residents that are not patrons
- 5,742 survey responses were received (5%) to provide a statistical accurate analysis
- Survey consisted of 60 questions to gauge interest in recreation programs and amenities
- 62% of respondents considered themselves "fully aware" of RECenter offerings
- ♦ Those in the 55 to 64, 65+ age brackets were most aware of RECenter offerings
- ◆ 70% of respondents have a household income of over \$100,000
- 63% of respondents have a graduate degree
- 82% of respondents were Caucasian

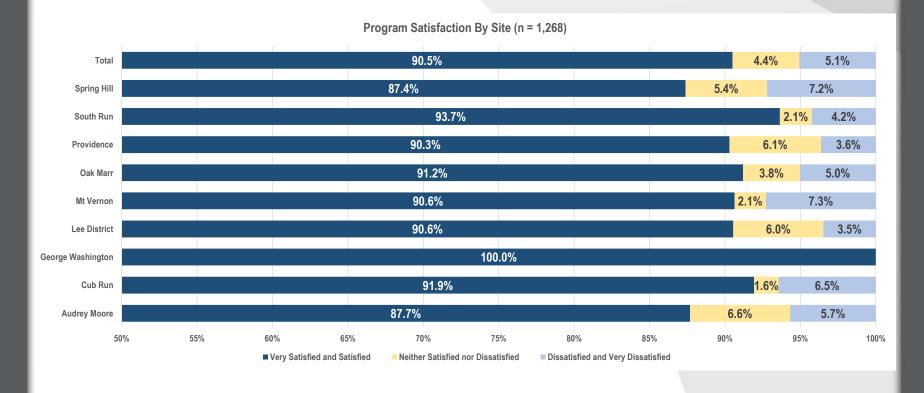
Q28. What are the primary reasons you are not satisfied with your RECenter pass? (SELECT UP TO THREE)				
	Count Res	pondent %	Response %	
	15	21.13%	7.94%	The atmosphere is poor.
	1	1.41%	0.53%	The other patrons are not like me.
	23	32.39%	12.17%	The facility is not clean.
	1	1.41%	0.53%	The facility is not in a convenient location.
	14	19.72%	7.41%	The facility is overcrowded.
	14	19.72%	7.41%	The facility hours are not ideal.
	13	18.31%	6.88%	The staff is not helpful.
	13	18.31%	6.88%	The quality of staff is poor.
	21	29.58%	11.11%	There are limited group exercise programs available.
	14	19.72%	7.41%	There is a shortage of fitness equipment.
	15	21.13%	7.94%	Maintenance issues with the fitness equipment are not addressed in a timely manner.
	26	36.62%	13.76%	The pass has poor value in relation to those offered at competitive facilities.
	8	11.27%	4.23%	The quality of the programs included is poor.
	11	15.49%	5.82%	The pass is unaffordable.





SURVEY ANALYSIS EXAMPLE

- 90% of program registrants indicated they were either satisfied or very satisfied with their existing or most recent program
- Satisfaction levels range from 94% at South Run to 87% at Spring Hill









FOCUS GROUPS

- Conducted 8 focus groups with pass-holders, program enrollees and aquatic renters at the RECenters as part of secondary research
- A focus group was conducted at Mt. Vernon as part of a previous study
- Objective of the focus group was to get qualitative feedback on the following aspects of RECenters
 - Physical asset
 - Market demand / opportunities for recreation programs
 - Operational patterns







Physical Agget

Market/ Opportunitie

FOCUS GROUPS EXAMPLE

SUMMARY

CUB RUN

Five foot depth lanes are highly utilized and demand exceeds capacity.

OAK MARR

Fitness facility layout doesonot allow for easy addition of more equipment.

ARR SPRING HILL

Demand for use of the aquatics facility often exceeds capacity.

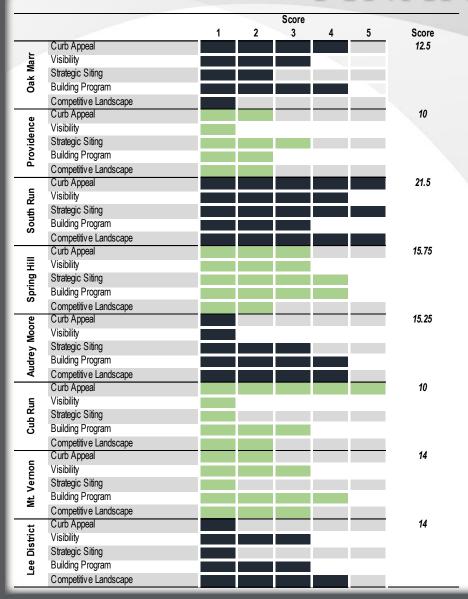
 Demand is present for additional weekend aquatics programs.

- Patrons are pleased with the quality of RECenter staff and volunteers at the check-in desk.
- Respondents indicated

 there is additional demand
 for stretch, dance, and
 Zumba programs.
 - Parktakes is limited in its
 effectiveness of
 communicating class
 cancellations.
- Residents expressed demand is present for additional warm water pool to host adaptive, children's programs.
- Children's programming times are irregular and enrollment often exceed capacity.



FINANCIAL ANALYSIS



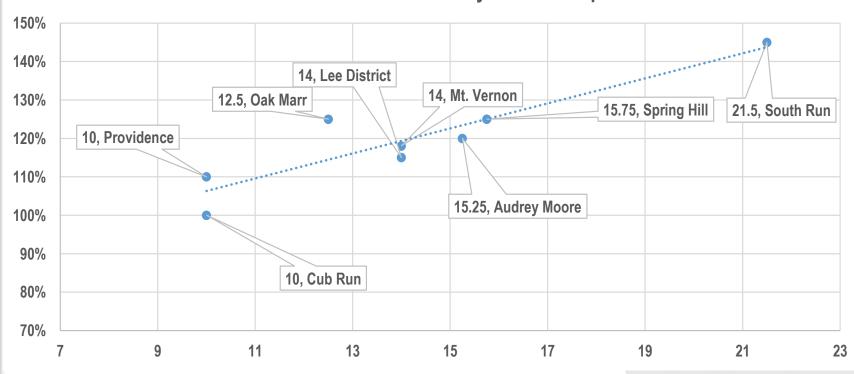
PREDICTORS OF PERFORMANCE

- Weights adjusted on basis of survey and focus group findings:
 - Curb appeal (5%)
 - Visibility (20%)
 - Strategic Siting (20%)
 - Building Program (25%)
 - Competitive Landscape (30%)

FINANICIAL ANALYSIS

TRENDLINE

Score and Cost Recovery Relationship







DECISION FRAMEWORK

THEMATIC DECISION - SOUTH RUN

System-Wide Operational Recommendations & Strategies

Incremental memberships

Other changes

Site-Specific

Recommendations

Financial
Outcomes

 Identify capital needs

Project Concepts

3. Develop site models

4. Develop system model

Thematic Decision

Protect

Expand

Reposition

Divest

Create

Operational Improvements

Capital Improvements

Reconfigure Building Program

RECenter Site

South Run



NEXT STEPS

Tasks

- Develop thematic decisions and recommendations based on SAV, focus groups, market & survey analysis
- Develop project concepts / test-fits
- Schedule workshop to review recommendations and project concepts
- Project update for the Park Authority Board
- ✓ Community outreach / Project update
- ✓ Submit draft report for FCPA's review
- Project update for the Park Authority Board

Timeline

- December January
- December January
- Mid January
- Early February
- Mid February
- March
- March



FAIRFAX COUNTY PARK AUTHORITY

SYSTEM-WIDE SUSTAINABILITY PLAN FOR RECREATION CENTERS

Visioning Session | December 7, 2016





