

Denotes Cost Centers that are included in both the General Fund and Fund 80000, Park Revenue and Operating Fund.

Denotes Cost Centers that are only in Fund 80000, Park Revenue and Operating Fund.

## **Mission**

To enrich the quality of life for all members of the community through an enduring park system that provides a healthy environment, preserves natural and cultural heritage, offers inspiring recreational experiences, and promotes healthy life styles.

## **Focus**

The Fairfax County Park Authority (the Authority), created by legislative action in 1950, serves the most

populous jurisdiction in both the Virginia and Washington D.C. metropolitan area with over 1 million people. Under the direction of a Board of Supervisors' appointed 12-member Park Authority Board, the Authority works collaboratively with constituents, partners, stakeholders, government leaders, and appointees to implement Board policies, champion the preservation and protection of natural and cultural resources, and facilitate the development of park and recreation programs and facilities. The Authority oversees the operation and management of a county park system with 23,512 acres, 427 parks, nine RECenters centers, eight golf courses, an ice skating rink, 210 playgrounds, 668 public garden plots, five nature centers, three equestrian facilities, 420 Fairfax County Public Schools athletic fields, 42 synthetic turf athletic fields,



268 Park Authority-owned athletic fields, 10 historic sites, two waterparks, a horticultural center, and more than 326 miles of trails. The Authority has balanced the dual roles of providing recreational, fitness and wellness opportunities to citizens and serving as stewards and interpreters of Fairfax County's natural and cultural resources.

The Authority, a three-time National Gold Medal Award winner and a nationally accredited agency, is one of the largest, most diverse park systems in the nation. The agency offers leisure and recreational opportunities through an array of programmed and un-programmed resources which enrich the quality of life for all County residents. This enrichment is accomplished through the protection and preservation of open space and natural areas, nature centers, RECenters, historic sites, golf courses, athletic fields, public gardens, horticulture sites, trails, and neighborhood, community, district and countywide parks, as well as stewardship education, park programs, classes, camps, and tours. Delivering high-quality inclusive service in parks is an important focus for the Park Authority as demand and usage continue to grow.

Fund 80000, Park Revenue and Operating Fund, is supported by user fees and charges from admissions, pass sales, retail sales, equipment and facility rentals, classes and events generated at the Authority's

#### FY 2020 Fairfax County Advertised Budget Plan (Vol. 2) - 585

revenue-supported facilities, and is supplemented by donations and grants. Revenue-generating facilities and programs include RECenters, golf courses, nature centers, historic sites and various other major parks. Fees offer a mechanism to support programs and services that the General Fund does not provide and are generally applied in areas serving an individual's benefit. As per the Financial Management Principles, revenue received is applied towards fully recovering the annual operating and maintenance costs of programs and services at these facilities. The Authority also strives to achieve an overall positive net cost recovery in order to contribute to capital renewal, maintenance, and repairs for revenue generating facilities to meet County residents' service expectations.

Some park operations are funded from both the General Fund and the Park Revenue and Operating Fund. For example, the General Fund supports some camps, trips and tours, lakefront park operations, and resource management sites. The General Fund pays for the leadership, policy, and communication activities of the Director's office, the requirements of the public information office, and administrative costs for purchasing, accounting, budgeting, and payroll, and risk management procedural compliance.



#### Park Board

The Authority operates under the policy oversight of a Board of Supervisors' appointed 12-member Park Authority Board, in accordance with а Memorandum of Understanding with the County's Board of Supervisors. The Authority manages acquisition, preservation, development, maintenance, and operation of its assets and activities through five funds: the Parks General Fund Operating Budget, Park Revenue and Operating Fund, County Construction and Contributions Fund, Park Authority Bond Construction Fund and Park Improvement Fund. The Park

Authority Board has fiduciary responsibility for the Park Revenue and Operating Fund and the Park Improvement Fund, while the County has fiduciary responsibility for the three other funds. The Authority pursues partnerships and alternate funding sources to sustain the delivery of quality services and facilities.

Maintaining economic vitality and sustainability are longstanding components of the Board of Supervisors' vision for Fairfax County. In order to address the increasing challenges, the Authority created a Financial Sustainability Plan (FSP) in December 2011. This plan focuses on core services and identifies opportunities for improving the overall cost recovery of the organization. It contains clearly defined recommendations that, when collectively implemented, will assist the Authority with becoming more self-sustainable. The new driving range at Burke Lake Park Golf Course which includes a two story lighted facility with a covered all weather teeing area and additional open teeing stations is the most recent project competed per the FSP. Additionally, the Park Board approved the FY 2017 – FY 2019 Financial Management Plan provides the overall Park Revenue and Operating Fund business strategy, outlines financial projections for two years, and elaborates on the challenges facing the agency that are uncontrollable such as weather, employee compensation, employee benefits, aging equipment, indirect

costs, and most recently, Fairfax County Public Schools programmatic changes that will impact the services and revenue potential of this fund.

#### **Current Trends**

A comprehensive Park and Recreation Needs Assessment is conducted every 5 to 10 years to address a growing population and evolving recreation needs of County residents. The most recent Needs Assessment was completed in FY 2016. A valuable aspect of this Needs Assessment process is that the resulting community facility needs form the basis for a 10-year phased Capital Improvement Framework (CIF). The CIF provides the overall long-range framework with recommended allocation of capital resources by facility type to meet the projected citizen's park and recreation needs. The plan is a guide for decision-makers for use in creating future bond programs and allocating other capital funding sources. Priority criteria were developed and used in scheduling projects within the CIF timeframe and tied directly to the demonstrated citizen needs. The total projected need for the ten-year period reflected in the CIF is \$941,042,100. This total amount is broken out into three strategic areas of improvement: Critical (repairing the existing parks system), Sustainable (upgrading the existing parks system) and Visionary (new, significant upgrades). The Needs Assessment will be a significant part of the justification for future park bond referenda.

The needs assessment is complemented by "Great Parks, Great Communities," a comprehensive longrange park plan adopted in 2011 that examines needs within 14 planning districts. This plan uses data from the Needs Assessment and serves as a decision making guide for future park land use, service delivery and resource protection to better address changing needs and growth forecasts through 2020. The Great Parks, Great Communities Plan was updated in 2017 to reflect the data, findings and recommendations of the Needs Assessment completed in FY 2016. The plan, emphasizing 6 key goals related to stewardship, park maintenance, equitable provision of recreational opportunities, healthy lifestyles, organizational agility, and fiscal sustainability was approved by the Park Authority Board in December.

The Park Revenue and Operating Fund continues to face financial challenges. This is primarily due to the slow economic recovery that has reduced participation in key revenue-generating activities and created stagnation for participation in other activities and growth in expenses from rising salaries and benefits costs. Market pressure and the economic conditions that the community is facing are exerting downward pressure on the pricing of services, which limits the ability to generate additional revenue through fee increases. Additionally, the fund was further challenged by the weather impacts on revenue generation from the cancellation of outdoor activities. In the latter half of FY 2018 and the first half of FY 2019, it rained 31 of 52 weekends resulting in lower revenues from golf play and all outdoor park activities. On the cost side of the equation, projected program offerings and staff to support them have placed additional cost recovery pressure on the fund. In FY 2020, the Revenue and Operating Fund will again transfer an \$820,000 indirect cost payment to the General Fund. The Indirect Cost payment is designed to partially offset central support services provided by the County's General Fund. In addition, the Park Revenue and Operating Fund experiences many uncontrollable factors that may impact its business (weather, local economy, etc.), and the Park Authority is concerned about potential impacts to users if the Authority should experience some difficult times.

To further safeguard and align with County practices, a Park Revenue and Operating Fund Stabilization Reserve and a Capital Sinking Fund were established with certain criteria for use. Annual Net Revenue is designed to be transferred to these reserves to contribute to ongoing needs; however, there are increasing demands that decrease the realization of any available net revenue. Recent analysis identified an unfunded annual need for lifecycle/capital renewal maintenance at revenue supported facilities. This critical funding element of sustainability cannot be realized through charging of fees. Funding for lifecycle/capital renewal maintenance of the revenue facilities will need to be a combined and collaborative effort between the Authority and Fairfax County to ensure park and recreation services will be available into the future.

Resident demand for services continues to grow due to an increasing population, changing needs, and diversity of the community. Visiting parks and park programs has been a popular community recreational outlet during the economic downturn. The Authority must quickly respond to changing expectations in order to maintain customer loyalty and stability in the revenue base. Recent or near-term initiatives include enabling customer-oriented services such as online pass sales/renewals, e-mail classes and camp surveys, electronic distribution of camp registration packets, updated concert series web pages that include new search capability for citizens to find programs, and development of an enhanced Parktakes online web portal.

#### **Strategic Plan**

On June 25, 2018, the Park Authority Board approved the new FY 2019 – FY 2023 Strategic Plan. The Strategic Plan is a tool that is designed to help the agency focus on the mission critical, most pressing concerns and opportunities over the next five years. In light of increasing demands and limited and shrinking resources, it is more important than ever that priorities be strategically determined and focused. Key focus areas include:

- Inspire a passion for parks
- Meet changing recreation needs
- Advance park system excellence
- Strengthen and foster partnerships
- Be equitable and inclusive
- Be great stewards
- Promote healthy lifestyles

Incorporating input from park leadership, staff, stakeholders, and the public, the strategic plan is structured around four important perspectives: Customer, Financial, Business Process and Learning and Growth.

# **Budget and Staff Resources**

	FY 2018	FY 2019	FY 2019	FY 2020
Category	Actual	Adopted	Revised	Advertised
FUNDING				
Expenditures:				
Personnel Services	\$30,319,083	\$32,052,174	\$32,052,174	\$31,763,640
Operating Expenses	15,478,425	15,834,046	15,841,093	16,097,562
Capital Equipment	131,171	380,000	69,805	200,000
Bond Expenses	802,275	792,959	792,959	798,206
Subtotal	\$46,730,954	\$49,059,179	\$48,756,031	\$48,859,408
Less:				
Recovered Costs	(\$898,274)	(\$1,053,315)	(\$1,053,315)	(\$1,000,000)
Total Expenditures	\$45,832,680	\$48,005,864	\$47,702,716	\$47,859,408
AUTHORIZED POSITIONS/FULL-TIME EQUIVALENT (FTE)				
Regular	245 / 245	245 / 245	245 / 245	245 / 245

## FY 2020 Funding Adjustments

The following funding adjustments from the <u>FY 2019 Adopted Budget Plan</u> are necessary to support the FY 2020 program.

#### Employee Compensation

An increase of \$569,278 in Personnel Services includes \$299,487 for a 1.0 percent market rate adjustment (MRA) for all employees and \$269,791 for performance-based and longevity increases for non-uniformed merit employees, both effective July 2019.

#### • Other Post-Employment Benefits

An increase of \$67,760 in Personnel Services reflects required adjustments associated with providing Other Post-Employment Benefits (OPEB) to retirees, including the Retiree Health Benefits Subsidy. For more information on Other Post-Employment Benefits, please refer to Fund 73030, OPEB Trust, in Volume 2 of the <u>FY 2020 Advertised Budget Plan</u>.

#### • Operational Requirements

A net decrease of \$608,741 includes an adjustment associated with projected program support.

#### ◆ Capital Equipment

Funding in the amount of \$200,000 is included for Capital Equipment to replace equipment that has outlived its useful life. This replacement exercise equipment is necessary for the successful business operations of the self-supporting RECenters in order to meet customer expectations for top quality equipment, variety of equipment, and to minimize waiting time. Participation in fitness activities in the RECenters continues to grow, representing approximately 40 percent of the total use. To meet this demand, fitness equipment (primarily cardio equipment) needs to continually be replaced at the end of its useful life.

#### \$569,278

\$67,760

# (\$608,741)

#### \$200,000

### FY 2020 Fairfax County Advertised Budget Plan (Vol. 2) - 589

#### ♦ Bond Expenses

An increase of \$5,247 in Bond Expenses is consistent with principal and interest requirements for FY 2020.

## Changes to FY 2019 Adopted Budget Plan

The following funding adjustments reflect all approved changes in the FY 2019 Revised Budget Plan since passage of the <u>FY 2019 Adopted Budget Plan</u>. Included are all adjustments made as part of the FY 2018 Carryover Review, and all other approved changes through December 31, 2018.

#### ♦ Carryover Adjustments

As part of the *FY 2018 Carryover Review*, the Board of Supervisors approved a decrease in expenditures based on actual experience during FY 2018. This decrease supports an FY 2019 transfer of \$360,000 to Fund 80300, Park Improvement Fund for long-term life-cycle maintenance of revenue facilities and unplanned emergency facility repairs.

## **Cost Centers**

The five cost centers of the Park Revenue and Operating Fund are Administration, Golf Enterprises, REC Activities, RECenters and Resource Management. The cost centers work together to fulfill the mission of the Fund and carry out the key initiatives for the fiscal year.

#### **Administration**

The Administration Division implements Park Authority Board policies and provides high quality administrative business support to all levels of the Park Authority in order to assist the other Divisions in achieving Park Authority mission related objectives.

Cat	egory	FY 2018 Actual	FY 2019 Adopted	FY 2019 Revised	FY 2020 Advertised
EXP	ENDITURES				
Tota	I Expenditures	\$2,148,062	\$2,045,737	\$1,942,995	\$2,108,941
AUT	HORIZED POSITIONS/FULL-TIME EQUIVALENT (FTE)				
R	egular	16 / 16	16 / 16	17 / 17	17 / 17
1	Human Resources Generalist II	4 En	gineers III		
1	Network/Telecom Analyst II	3 Co	onstruction/Maintenanc	e Project Managers	II
1	Network/Telecom Analyst I	1 Ma	aterial Management Sp	ecialist III	
1	Internet/Intranet Architect I	1 Se	nior Right-of-Way Age	nt	
2	Engineers IV	1 Ma	anagement Analyst IV		
	Geographic Information Spatial Analyst II		<b>o</b> ,		

(\$303,148)

\$5,247

#### **Golf Enterprises**

The Golf Enterprises Division operates and maintains eight golf courses in Fairfax County. This division's primary functions and responsibilities include facility operations, maintenance, programming, agency wide support and customer service.

Cat	egory		FY 2018 Actual	FY 2019 Adopted	FY 2019 Revised	FY 2020 Advertised
EXP	ENDITURES					
Tota	al Expenditures		\$9,915,066	\$10,533,4	\$10,553,409	\$10,212,419
AU1	HORIZED POSITIONS/FULL-TIME EQ	UIVALENT (FI	Έ)			
R	egular		80 / 80	80 /	80 80 / 80	80 / 80
3	Park/Rec Specialists IV	1	Maintenance Crew Chief	3	Motor Equip. Operators	
4	Park/Rec Specialists III	5	Facility Attendants II	3	Vehicle and Equipment	Technicians II
2	Park/Rec Specialists II	1	Park Management Specialist II	3	Golf Course Superintend	lents III
7	Park/Rec Specialists I	10	Senior Maintenance Workers	1	Golf Course Superintend	lent II
	Park/Rec Assistants	22	Maintenance Workers	4	Golf Course Superintend	lents I
9		4	Park Management Specialist I		·	

#### **REC Activities**

The REC Activities Division seeks to enrich the community by promoting active, fun, and healthy lifestyles for all.

Cate	gory		FY 2018 Actual	FY 2019 Adopted	FY 2019 Revised	FY 2020 Advertised
EXP	ENDITURES					
Tota	I Expenditures		\$5,158,521	\$5,337,203	\$5,362,278	\$5,164,311
AUT	HORIZED POSITIONS/FULL-TIME E	QUIVALENT (FI	Έ)			
R	egular		26 / 26	26 / 26	26 / 26	26 / 26
1	Producer/Director	2	Park Management Specialists I	1	Communications Spe	cialist II
1 1	Producer/Director Park/Rec Assistant	2	Park Management Specialists I Custodian II	1 3	Communications Spe Communications Spe	
1 1 3		2 1 1		1 3 1		
1 1 3 1	Park/Rec Assistant	2 1 1 3	Custodian II	1 3 1 1	Communications Spe	cialists I
1 1 3 1 2	Park/Rec Assistant Park/Rec Specialists III	1 1	Custodian II Management Analyst III	1 3 1 1 2	Communications Spectrum Contract Analyst II	cialists I ant V

26 Positions / 26.0 FTE

#### **REC Centers**

The Rec Centers Division operates and manages nine RECenters in Fairfax County that provide a wide variety of recreational, aquatic and fitness programs and classes to both citizens and visitors.

Cate	gory		FY 2018 Actual	FY 2019 Adopted	FY 2019 Revised	FY 2020 Advertised
EXPE	NDITURES					
Total	Expenditures		\$26,462,703	\$27,604,194	\$27,448,362	\$28,043,878
AUTH	IORIZED POSITIONS/FULL-TIME EQUIV	ALENT (FT	E)			
Re	gular		107 / 107	107 / 107	106 / 106	106 / 106
2	Park Management Specialists II	8	Park/Rec Specialists I	7	Prevent. Maintena	
	Park Management Specialists I	23	Park/Rec Assistants	1	Electronic Equipr	
2						ient rech. n
2 q		1	Facility Attendant I	6	Custodians II	
2 9 2	Park/Rec Specialists IV	1	Facility Attendant I Administrative Assistants III	6 4	Custodians I	
2 9 2 30		1 8 1	Facility Attendant I Administrative Assistants III Naturalist/Historian Senior Inte	4	Custodians II Custodians I Painter II	

#### **Resource Management**

The Resource Management Division interprets and preserves Fairfax County's natural and cultural resources for the enjoyment, health and inspiration of current and future generations.

Cate	gory		FY 2018 Actual	FY 2019 Adopted	FY 2019 Revised	FY 2020 Advertised
EXPE	NDITURES					
Total	Expenditures		\$2,148,328	\$2,485,243	\$2,395,672	\$2,329,859
AUTH	IORIZED POSITIONS/FULL-TIME EQ	UIVALENT (FTE	5)			
Re	gular		16 / 16	16 / 16	16 / 16	16 / 16
1	Historian II	2	Park/Rec Specialists I	1	Administrative Assis	tant III
2	Historians I	2	Naturalists I	2	Facility Attendants II	
1	Park/Rec Specialist IV	4	Park/Rec Assistants			
1	Park/Rec Specialist II					

## **Key Performance Measures**

		Prior Year Actua	als	Current	Future	
Indicator	FY 2016 Actual	FY 2017 Actual	FY 2018 Estimate/Actual	Estimate FY 2019	Estimate FY 2020	
Administration						
Percent of annual work plan objectives achieved	71%	73%	75%/82%	75%	75%	
Golf Enterprises						
Percent change in rounds played	3.7%	(3.6%)	6.1%/(9.2%)	(1.8%)	0%	
Cost recovery percentage	105.74%	100.10%	115.38%/98.06%	105.96%	102.75%	
<b>Resource Management</b>						
Percent change in number of visitor contacts	2.2%	(3.0%)	3.5%/(0.1%)	3.5%	3.5%	

A complete list of performance measures can be viewed at

https://www.fairfaxcounty.gov/budget/fy-2020-advertised-performance-measures-pm

## **Performance Measurement Results**

The Park Authority Administrative workload has continued to increase as a result of the opening of a number of new facilities over the last several years as well as increased audit requirements. The Administrative Division accomplished 82 percent of its work plan objectives in FY 2018 and will work to achieve an objective target of at least 75 percent in both FY 2019 and FY 2020. In FY 2018, golf rounds decreased 9.2 percent, an additional 5.6 percent from FY 2017, with all courses experiencing some decline. The majority of the decline was due to the loss of 18 holes at Twin Lakes for two months as a bunker renovation project was completed. The actual cost recovery in golf for FY 2018 was negative, though improvement is expected as no major projects that could impact revenue are scheduled for FY 2020. Lastly, in the Resource Management Division, the number of visitor contacts in FY 2018 increased slightly from the number recorded in FY 2017. Although not reflected by attendance numbers, paid programming revenue shows continual growth, indicating an increase in attendance. Due to the transition to a new point of sale system at the end of the fiscal year, the Division did not capture an accurate accounting of all visitation numbers. The Resource Management Division will strive to maintain the goal of increasing visitor contacts by at least 3.5 percent in FY 2019 and FY 2020 and expect recordkeeping to improve with the establishment of new procedures.

## **FUND STATEMENT**

## Fund 80000, Park Revenue and Operating Fund

	FY 2018 Actual	FY 2019 Adopted Budget Plan	FY 2019 Revised Budget Plan	FY 2020 Advertised Budget Plan
Beginning Balance	\$3,800,193	\$4,041,389	\$3,839,819	\$3,794,622
Revenue:				
Park Fees	\$46,615,600	\$48,762,210	\$48,762,210	\$49,158,679
Interest	55,550	35,991	35,991	49,238
Sale of Vehicles and Salvage Equipment	52,767	27,238	27,238	32,459
Donations and Miscellaneous Revenue	1,178,758	900,434	900,434	898,729
Total Revenue	\$47,902,675	\$49,725,873	\$49,725,873	\$50,139,105
Total Available	\$51,702,868	\$53,767,262	\$53,565,692	\$53,933,727
Expenditures:				
Personnel Services	\$30,319,083	\$32,052,174	\$32,052,174	\$31,763,640
Operating Expenses	15,478,425	15,834,046	15,841,093	16,097,562
Recovered Costs	(898,274)	(1,053,315)	(1,053,315)	(1,000,000)
Capital Equipment	131,171	380,000	69,805	200,000
Subtotal Expenditures	\$45,030,405	\$47,212,905	\$46,909,757	\$47,061,202
Debt Service:				
Fiscal Agent Fee	\$3,000	\$3,000	\$3,000	\$3,000
Bond Payments <sup>1</sup>	799,275	789,959	789,959	795,206
Total Expenditures	\$45,832,680	\$48,005,864	\$47,702,716	\$47,859,408
Transfers Out:				
General Fund (10001) <sup>2</sup>	\$820,000	\$820,000	\$820,000	\$820,000
County Debt Service (20000) <sup>3</sup>	860,369	888,354	888,354	919,485
Park Improvement Fund (80300) <sup>4</sup>	350,000	0	360,000	0
Total Transfers Out	\$2,030,369	\$1,708,354	\$2,068,354	\$1,739,485
Total Disbursements	\$47,863,049	\$49,714,218	\$49,771,070	\$49,598,893
Ending Balance <sup>5</sup>	\$3,839,819	\$4,053,044	\$3,794,622	\$4,334,834
Revenue and Operating Fund Stabilization Reserve <sup>6</sup>	\$2,333,912	\$2,359,965	\$2,359,965	\$2,362,208
Donation/Deferred Revenue <sup>7</sup>	1,350,000	1,350,000	1,350,000	1,350,000
Set Aside Reserve <sup>8</sup>	155,907	343,079	84,657	622,626
Unreserved Ending Balance	\$0	\$0	\$0	\$0

<sup>1</sup> Debt service represents principle and interest on Park Revenue Bonds which supported the construction of the Twin Lakes and Oak Marr Golf Courses.

<sup>2</sup> Funding in the amount of \$820,000 is transferred to the General Fund to partially offset central support services supported by the General Fund, which benefit Fund 80000. These indirect costs include support services such as Human Resources, Purchasing, Budget and other administrative services.

<sup>3</sup> Debt service payments which support the development of the Laurel Hill Golf Club are made from Fund 20000, County Debt Service.

<sup>4</sup> Periodically, funding is transferred from Fund 80000, Park Revenue and Operating Fund, to Fund 80300, Park Improvement Fund, to support unplanned and emergency repairs, the purchase of critical equipment and planned, long-term, life-cycle maintenance of revenue facilities.

<sup>5</sup> The Park Revenue and Operating Fund maintains fund balances at adequate levels relative to projected operation and maintenance expenses. These costs change annually; therefore, funding is carried forward each fiscal year, and ending balances fluctuate, reflecting the carryover of these funds.

<sup>6</sup> The Revenue and Operating Fund Stabilization Reserve includes set aside cash flow and emergency reserves for operations as a contingency for unanticipated operating expenses or a disruption in the revenue stream.

<sup>7</sup> The Donation/Deferred Revenue Reserve includes donations that the Park Authority is obligated to return to donors in the event the donation cannot be used for its intended purpose. It also includes a set aside to cover any unexpected delay in revenue from sold but unused Park passes.

<sup>8</sup> The Set Aside Reserve is used to fund renovations and repairs at various park facilities as approved by the Park Authority Board.