



FAIRFAX COUNTY PARK AUTHORITY



M E M O R A N D U M

TO: Chairman and Members
Park Authority Board

FROM: Kirk W. Kincannon, Executive Director

DATE: February 16, 2017

Agenda

Administration and Board Management Committee

Wednesday, February 22, 2017 – 5:45 p.m.

or immediately following the Budget Committee

Boardroom – Herrity Building

Chairman: Frank Vajda

Vice Chair: Faisal Khan

Members: Maggie Godbold, Cynthia Jacobs Carter, Ken Quincy

1. Policy Review – Objective 100; Policies 101-105 – Information*

*Enclosures



If accommodations and/or alternative formats are needed, please call (703) 324-8563. TTY (703) 803-3354

Committee Agenda Item
February 22, 2017

INFORMATION

Park Authority Policy Review (Work Session)

The Fairfax County Park Authority Policy Manual is reviewed and updated as necessary every five years to ensure that the policies reflect the changing county need. Policies may be revised, added, or deleted upon action of the Park Authority Board. By practice, the Park Authority adopts new policies and updates existing policies as the need arises over time.

The Commission for the Accreditation of Park and Recreation Agencies (CAPRA) process that the agency is currently undergoing for reaccreditation requires that the Policy Manual for the agency be kept-up-to-date and reviewed systematically, at least every five years. As part of the reaccreditation effort, monthly review sessions are scheduled with the Administration, Management and Budget committee from February 2017 through May 2017. Policies 101, 102, 103, 104, and 105 are scheduled for review during the February 2017 work session.

ENCLOSED DOCUMENTS:

Attachment 1: Policies 101, 102, 103, 104, 105

STAFF:

Kirk Kincannon, Director
Sara Baldwin, Deputy Director
Aimee Vosper, Deputy Director
David Bowden, Director, Planning and Development Division
Todd Brown, Director, Park Operations Division
Barbara Nugent, Director, Park Services Division
Cindy Walsh, Director, Resource Management Division
Judy Pedersen, Public Information Office

	<h2>FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL</h2>
---	--

Policy 101	Title: Land Acquisition	
Date Approved: Click here to enter a date.	Last reviewed: 6/26/2013	
Planning and Development Objective: Plan and develop a balanced park system that includes a variety of land, park facilities, and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.		

Purpose: The Park Authority shall acquire land for the stewardship of natural and cultural resources and for the development of park and recreational facilities to meet the mission and vision of the Park Authority. The Park Authority Board approves the acquisition of all parkland.

Policy Statement: Parkland acquisition opportunities take many forms, including dedication, donation, fee simple purchase, lease agreements, partnerships, easements, and the use of eminent domain powers. When acquiring land, the Fairfax County Park Authority shall take into account:

1. The uniqueness and value of natural and cultural resources to be protected. Recreational facilities shall not be built on resource-based land. Therefore, when calculating the required parkland to meet recreational needs, resource-based parkland will not be counted toward the total parkland acreage available for recreational uses.
2. The amount of land necessary to meet county residents' needs for recreational opportunities shall be consistent with adopted service level standards for Urban, Local and District/Countywide Parkland. Parkland service level standards shall be reviewed and evaluated in conjunction with periodic needs assessments to work towards ensuring equitable access to parkland and facilities for all county residents that promotes an active healthy lifestyle.
3. Identified needs within a service area may be met in various ways including agreements with private landowners, public schools, commercial entities, or other organizations that are subject to park classification criteria, park standards, and site conceptual development plans.
4. Acreage of privately-owned common open space, developed with park facilities typical local-serving standards, may be applied to meet the park standard required in the residential development.
5. Sustainable and long-term maintenance and operational costs of the property borne by the Park Authority related to any potential acquisition.



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

Supporting Documentation:

1. Fairfax County Comprehensive Plan
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/>
2. Needs Assessment Adopted Service Level Standards
<http://www.fairfaxcounty.gov/parks/parkscount/downloads/needs-assessment-plan-050616.pdf>



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

Policy 102	Title: Park Planning Program
Date Approved: Click here to enter a date.	Last reviewed: 6/26/2013
Planning and Development Objective: Plan and develop a balanced park system that includes a variety of land, park facilities, and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.	

Purpose: Planning provides direction and guidance towards achieving the Park Authority’s vision, mission, goals, and objectives. Planning and effective implementation of plans assist in the orderly growth and stewardship of the park system. Through stakeholder and public participation, including coordination with all government agencies, park resources are protected and the impacts from development, public improvements, population growth, and demographics are used to help define service levels. Planning provides a collaborative forum for public and stakeholder engagement that is informed by data analysis and provides opportunities for the various stakeholders to participate in the development of the park system.

Policy Statement: The Park Authority shall maintain an ongoing park planning program guided by a Park Authority Board-approved Agency Master Plan that establishes Guiding Principles, Goals, and Objectives for the development of park system elements including land, facilities, resources, and programs. The Agency Master Plan may incorporate the following plan components and any additional components it may deem necessary:

1. **Park Needs Assessment** – an essential planning study conducted to determine the county’s park and recreation needs, establish service level standards, and align long-term capital investment plans.
2. **Agency Master Plan** – a long-range plan to align stewardship and community park needs with the park system physical aspects: land, natural and cultural resources, and facilities.
3. **Strategic Plan** – addresses agency strategic initiatives with defined measurements.
4. **Fiscal Plans** – identifies the funding requirements and sources and guides fiscal decision making, including the five-year Capital Improvement Program, Financial Management Plan, and the annual operating budget cycles.



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

5. **Park Master Plans** – guides the land use and development of individual parks or sites managed under cooperative agreements.
6. **Natural and Cultural Resource Management Plans** – guides resource stewardship activities and priorities.
7. **Energy Management Plan** – guides the Energy Management Program that coordinates agencywide efforts to make all its facilities as energy efficient as possible.
8. **Annual Work Plans** – guides funded priority project assignments to be achieved on an annual basis.
9. **Operation Plans** - implement the park planning program which guide service delivery priorities at individual sites and within organizational units.

The Park Classification System is a typology that guides park system planning and development. The typology groups parks according to typical characteristics and outlines their primary purpose, location, access, and extent of development within each park classification. Park classifications are adopted by the Park Authority Board and incorporated into the Policy Plan element of the County Comprehensive Plan. Park classifications provide guidance to the Planning Commission for determining whether a park is in substantial conformance with the County Comprehensive Plan; pursuant to Code of Virginia section 15.2-2232 (known as the 2232 review process).

The following guidance is provided regarding Park Classifications:

1. Establish and adopt the Park Classification System by outlining the primary purpose, location and access, character, and extent of development to balance the provision of quality recreation opportunities with the protection and preservation of natural and cultural resources.
2. Establish the park classification at the time of park acquisition, with the opportunity to reclassify a park as part of the master planning process.
3. Use the classification system to balance the geographic distribution of parks and equitable delivery of park services.

Adopted park classifications include:



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

1. Local Parks, including Urban Parks (in urban areas, park provision should be further guided by the Urban Parks Framework)
2. District Parks
3. Countywide Parks
4. Resource-based Parks

Planning Guidance

The Park Authority is a primary contributor to the integrated park system in Fairfax County and the region that includes coordination with multiple providers and collaboration with other public agencies. The integrated park system has grown and evolved as the county and region have grown and changed.

The County Comprehensive Plan cites potential growth impacts on parks and specifies that: "...a comprehensive approach to planning and acquisition for an integrated system of parks, recreation, and open space, which utilizes the resources of the public and private sectors to maximum advantage. It is critical that public and private park providers throughout the Northern Virginia region assess current and long-range park and leisure needs and coordinate the effective delivery of park and recreation services while protecting significant natural and cultural resources. It is in the best public interest to ensure the efficient use and equitable distribution of resources and services throughout the community to meet the dual goals for protection of significant natural and cultural resources, and provision of sustainable parklands and facilities that serve the increasing demands for a full range of park experiences."

To achieve the Park Authority mission and maintain a lead role in sustaining the county's integrated park system, the following planning guidance is provided:

1. Ensure the provision of parkland and the efficient use of facilities throughout the county is based on user needs and park and facility service level standards, and is consistent with population distribution and growth patterns.
2. Develop a regional and integrated open space and greenway system and provide mutually supportive recreation opportunities in cooperation with other public park agencies.
3. Enhance the integrated park system through facilitating connections of parkland, public access areas, stream valleys, and protected resource areas to achieve many public benefits including completing the countywide trails system;



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

conserving open space and cultural landscapes; protecting wildlife habitats, riparian corridors, water quality, and aesthetic values; controlling flooding and erosion; and providing continuity of non-motorized access between park lands, residential communities, employment and commercial centers, and transit destinations.

4. Coordinate and cooperate with other county, municipal, regional, state, and federal agencies in planning, development, protection, and management of all park resources to support the integrated park system.
5. Participate in the county, state, and federal development review processes to ensure the mitigation of adverse impacts to parks and recreation facilities and service levels caused by growth and land development through the provision of proffers, conditions, contributions, commitments, and land dedications.
6. Provide opportunities for citizens to participate in the planning, development, and operation of parklands, facilities, and programs.
7. Recognize and promote the social, ecological, historic, cultural, economic, and health benefits of parks through the planning process.
8. Encourage the integration of urban parks and recreation facilities into urban, mixed use, and transit oriented development areas of the county using guidance in the Urban Parks Framework.
9. Mitigate adverse impacts from park activities on surrounding neighborhoods through careful park planning, community outreach, site design, management, and operations.
10. Mitigate adverse impacts on parkland through appropriate marking of boundaries, encroachment education, and enforcement.
11. Protect the public's parkland investment and ensure the safe, efficient, quality, and sustainable operation and maintenance of parklands, facilities, and infrastructure.
12. Consider the location of major public facilities, including transportation and utility corridors and telecommunication facilities, on or through parklands when the proposal meets the following conditions: (a) it is consistent with the relevant policies of the managing park agency; (b) the managing park agency determines that the proposed facility is compatible with the existing and future use of parkland; (c) the managing park agency concurs that there is no feasible or



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

available alternative to the use of parklands; and (d) the proposal will have minimal impacts on parkland, facilities, resources, and user experience.

References:

1. County Comprehensive Plan Policy Plan element, Park and Recreation section, includes Fairfax County Park Classification System (Appendix A) and Urban Parks Framework (Appendix B)
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/>
2. Fairfax County Park Authority Needs Assessment
<http://www.fairfaxcounty.gov/parks/parkscount/downloads/needs-assessment-plan-050616.pdf>
3. Fairfax County Park Authority Great Parks Great Communities Plan
<http://www.fairfaxcounty.gov/parks/plandev/greatparks/>
4. Fairfax County Park Authority Five Year Strategic Plan FY2014-FY2018
<http://www.fairfaxcounty.gov/parks/strategicplan/>
5. Financial Management Plan
<..\..\Fiscal Sustainability\FMP FY17-FY19-FINAL 10.5.16.pdf>
6. Fairfax County Capital Improvement Plan
<http://www.fairfaxcounty.gov/dmb/fy2017/adopted/cip.htm>
7. Public Facility Determination Process (2232 Review Process)
<http://www.fairfaxcounty.gov/dpz/2232/>

Supporting Documentation:

1. Fairfax County Park Authority Cultural Resource Management Plan
<http://www.fairfaxcounty.gov/parks/GMP/CRMPFinal.pdf>
2. Fairfax County Park Authority Energy Management Plan
<Links\Energy Management Plan.doc>
3. Fairfax County Park Authority Natural Resources Management Plan
<http://www.fairfaxcounty.gov/parks/resource-management/nrmp.htm>



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

Policy 103	Title: Park Development
Date Approved: Click here to enter a date.	Last reviewed: 6/26/2013
Planning and Development Objective: Plan and develop a balanced park system that includes a variety of land, park facilities, and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.	

Purpose: This policy guides decision-making related to the development of the park system. Park Development shall be consistent with the Park Authority mission, vision, and values and will work to achieve cultural, environmental, and fiscal sustainability, consistent with the Park Authority's commitment to environmental, economic, and social stewardship as defined in the Park Authority's Agency Master Plan.

Policy Statement: The Park Authority shall develop parkland to protect and enhance the natural and cultural environment and to create and sustain quality park and recreation facilities and services to support the Park Authority's vision and mission. Park development shall be consistent with the values and strategic priorities and financial resources of the Authority. The Park Authority Board shall approve an agencywide Capital Improvement Program and subsequent Park Master Plans consistent with all adopted policies. Park development shall take into account:

1. The criteria set forth in the Park Classification System. Development shall be of sufficient acreage and quality to ensure that requirements for resource protection and/or facility development can be met.
2. Responsible stewardship of all natural, archaeological, and built resources within the parkland to be developed.
3. Service level standards as identified by current needs assessments to work towards equitable distribution of park facilities throughout the county.
4. Sustainable fiscal practices over the estimated life cycle of all facilities that ensures sustainable operations.
5. Visitor safety and enjoyment.
6. Sustainability and perpetuation of significant natural and cultural resources.



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

7. Adequate funding authorizations and appropriations shall be secured prior to development, expansion, and/or upgrade of park facilities.
8. Consideration may be given to interim levels of development and operations in partnership with community groups, where such agreements would facilitate the timely provision of recreation opportunities or enhance the stewardship of natural and cultural resources not otherwise available.
9. Development of all Park Authority facilities shall comply with Fairfax County, state, and federal regulations and laws as applicable.
10. Park development shall conform in general as provided for in the Agency Master Plan and park specific Master Plans or other Fairfax County development plans as applicable.

Supporting Documents:

1. Fairfax County Public Facilities Manual
<http://www.fairfaxcounty.gov/dpwes/publications/pfm/>



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

Policy 104	Title: Naming of Parks and Facilities	
Date Approved: Click here to enter a date.	Last reviewed: 6/26/2013	
Planning and Development Objective: Plan and develop a balanced park system that includes a variety of land, park facilities, and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.		

Purpose: This policy provides guidance and direction in naming and/or renaming Fairfax County Park Authority parks, facilities or resource management areas.

Policy Statement: Generally, parks are named in accordance with geographical, historical, or ecological features indigenous to the park site or to the immediate vicinity of the site. Preliminary park names are designated at the time of acquisition by staff unless the name is specifically designated in the deed or as a specific condition of a contract or donation. Park names are finalized through the park Master Plan process which includes community input. The Park Authority Board approves the naming of all parks and facilities.

Initial naming of parks, facilities or resource management areas:

Parks, facilities or resource management areas shall not be named after someone still holding an elected or appointed office or for persons working for the county. They may be named for an individual, family, or combination of family names, living or deceased under the following conditions and will be reviewed on a case by case basis:

1. The entity has made a significant gift of land to the Authority; or
2. Is memorialized for a significant contribution to the Fairfax County park system; or
3. Has made a significant contribution to the protection of natural, cultural, or horticultural resources of the Fairfax County park system; or
4. Has substantially contributed to the advancement of commensurate types of recreational opportunities within the Fairfax County park system; or
5. Has made a significant contribution to the betterment of a specific park; or



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

6. Has made significant contributions to Fairfax County toward the betterment of the county and the park system.

Renaming of parks, facilities or resource management areas:

In order to respect the historical tradition, community values, and lessen confusion, renaming of parks and facilities is strongly discouraged. Existing park and facilities names shall not be subject to change unless, after a thorough investigation and review, the proposed name is found to be more appropriate than the existing name and does not diminish the original name or discount the value of the prior contributors. Any action to change the name of an existing park or facility shall follow the same conditions as above.

Temporary naming rights for parks, buildings, or facilities may be conferred as a part of a sponsorship or partnership agreement. Conditions under which temporary naming rights may be assigned are governed by the Sponsorship Policy.

The Park Authority Board has the authority to rescind the naming of a park or facility without prejudice.

References:

Supporting Documentation:



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

Policy 105	Title: Telecommunications Sites
Date Approved: Click here to enter a date.	Last reviewed: 6/26/2013
Planning and Development Objective: Plan and develop a balanced park system that includes a variety of land, park facilities, and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.	

Purpose: The Park Authority considers its responsibilities to the residents of Fairfax County to be in the nature of public trust, requiring commitment to the preservation and protection of natural, cultural, horticultural and recreational resources located on park lands. The Park Authority shall seek to balance the general public's need for telecommunications services with the Authority's mandate and public trust for the protection of parkland.

Policy Statement: The Park Authority Board shall consider the placement of telecommunications facilities, related equipment, and easements on park property contingent upon:

1. Absence of deed restrictions or funding restrictions that would prohibit such use.
2. The proposed telecommunication facility complies with the provisions of the Fairfax County Comprehensive Plan Policy Plan for Parks and Recreation.
3. Consideration has been given to placing telecommunications facilities that minimize impacts to park land and evaluation of alternatives to locating new monopoles or towers on park land that include co-location on an existing approved monopole; co-location on an existing public utility structure; re-design of facilities such as light pole replacements on athletic fields; or re-design of other existing features.
4. In accordance with Policies 201 Natural Resources and 203 Cultural Resources, the proposed location does not adversely affect significant natural or cultural resources.
5. The proposed location is compatible with and does not displace existing or planned park facilities;
6. The proposed location and construction on the site does not significantly detract from the character of the park or its view shed;



FAIRFAX COUNTY PARK AUTHORITY POLICY MANUAL

7. The proposed facility location does not adversely affect park operations or maintenance;
8. Clear demonstration is given that impacts to adjacent uses and property owners are minimal;
9. The placement of the telecommunications site enhances public communications services and the public good.

Requests for new telecommunications sites shall meet all applicable criteria and are subject to approval by the Park Authority Board. Requests for telecommunications facilities that propose co-location on existing approved monopoles, existing electric transmission lines, athletic field light pole replacements, other existing features or for replacements that meet all applicable location criteria may be approved by the Director of the Park Authority after consultation with the Board member in whose district the facility will be located. Compensation shall be provided to the Park Authority for the placement of the proposed facilities, related equipment, easements, and other necessary land rights.

Supporting Documents:

1. Section 106, National Historic Preservation Act of 1966, as amended through 2006 <http://www.achp.gov/docs/nhpa%202008-final.pdf>
2. Fairfax County Zoning Ordinance
<http://www.fairfaxcounty.gov/dpz/zoningordinance/>
3. Fairfax County Comprehensive Plan, Policy Plan
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/>
4. Fairfax County Comprehensive Plan, Policy Plan, Public Facilities, Mobile and Land- Based Telecommunication Services
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/policyplan/pubfacilities.pdf>

FCPA Policy 100s Review

Administration & Board Management Committee

February 22, 2017



Policy Review Process

- ▶ Park Board reviewed policies through an online survey (complete)
- ▶ Policy assigned to lead staff reviewer (complete)
- ▶ The lead staff reviewer coordinates meetings with appropriate staff to review and recommend changes to the policy (on-going)
- ▶ The revised Policy is reviewed by FCPA Leadership Team (on-going)
- ▶ Policy is reviewed by the Administration and Board Management Committee
- ▶ Policy Manual is reviewed by the County Attorney
- ▶ Policy Manual is approved by the Park Authority Board



Agenda

- ▶ Review changes to Objective 100
- ▶ Review Policies:
 - ▶ 101 - Land Acquisition
 - ▶ 102 - Park Planning
 - ▶ 103 - Park Development
 - ▶ 104 - Naming of Parks and Facilities
 - ▶ 105 - Telecommunications

Objective 100

Old:

Plan and develop a balanced park system that includes a variety of land, park facilities and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.

New:

Planning and Development

Plan and develop a balanced park system that includes a variety of land, park facilities, and amenities to meet the diverse leisure and recreation needs of current and future Fairfax County residents, workforce, and visitors.

101 Policy Changes - Land Acquisition

- ▶ Clarified the statement: “Acreage of resource-based parks shall not be applied in meeting requirements for recreational facilities”
To read: “Recreational facilities shall not be built on resource-based land. Therefore, when calculating the required parkland to meet recreational needs, resource-based parkland will not be counted toward the total parkland acreage available for recreational uses.”
- ▶ Added statement about providing equitable access to parkland and facilities for all county residents.
- ▶ Modified statement about other service providers to include private landowners, commercial entities, and other organizations in addition to the public schools.
- ▶ Clarified that park facilities provided by others should meet park standards.
- ▶ Clarified that facilities in private residential common open-space areas should be typical local-serving park facilities to offset service level needs.
- ▶ Clarified sustainable operational and maintenance costs to be captured post acquisition.

102 Policy Changes - Park Planning

- ▶ Added reference to Agency Master Plan and its relationship to other current plans that contribute to it.
- ▶ Made clarifying edits to the section on the Park Classification System.
- ▶ Added reference to web page for the County's Capital Improvement Plan (CIP), which is updated annually.
- ▶ Added reference to population growth, and community outreach.
- ▶ Added bullet: Mitigate adverse impacts on parkland through appropriate marking of boundaries, encroachment education, and enforcement.

103 Policy Changes - Park Development

- ▶ Under Policy Statement added park development shall take into account service level standards per needs assessment to ensure equitable distribution of park facilities throughout the county.
- ▶ Included enhancement of stewardship of natural and cultural resources through partnerships for interim development.
- ▶ Added statement: The Park Authority Board shall approve an agencywide Capital Improvement Program and subsequent Park Master Plans consistent with all adopted policies.
- ▶ Clarified bullet: Sustainability and perpetuation of significant natural and cultural resources.

104 Policy Changes - Naming of Parks and Facilities

- ▶ Modified statement to better explain the approval process and added the word “park” when describing the type of Master Plan.
- ▶ Added wording to note that temporary naming rights for parks, buildings, or facilities may be conferred as a part of a sponsorship or partnership agreement and are governed by Policy 307.
- ▶ Added in language to address combination of family names.
- ▶ Clarified community input process.

105 Policy Changes-Telecommunications Sites

- ▶ Clarified that telecommunications facilities, including related equipment and easements, are subject to deed restrictions.
- ▶ Telecommunications features are considered utility and not master planned.
- ▶ View shed is covered by Policy 203; however, “view shed” was added to paragraph 6.
- ▶ An amendment to Zoning Ordinance, Chapter 12, Article 20 was approved in June 2016. All new monopoles or towers require 2232 review and Special Exception approval. New sites on park land will require Park Authority Board approval.
- ▶ Modifications to existing monopoles, towers, or other facilities that can be approved as part of the 6409 review process can be approved by the Park Authority Director after consultation with the Park Authority Board District Member.

Next Meetings

- ▶ Committee of the Whole - March 8, 2017
 - ▶ New - Alcohol Policy
- ▶ Administration and Board Management Policy Review - March 22, 2017
 - ▶ 201 - Natural Resources
 - ▶ 202 - Wildlife Conflict Resolution
 - ▶ 203 - Cultural Resources
 - ▶ 204 - Countywide Archaeology
 - ▶ 205 - Historic Preservation