



# FAIRFAX COUNTY PARK AUTHORITY



## B O A R D A G E N D A

**September 28, 2022**

**7:00 PM PUBLIC COMMENT**

### **PRESENTATION ITEM**

(CW) P-1 Update from Equity Consultant

### **ADMINISTRATIVE ITEMS**

(CW) ADMIN-1 Adoption of Minutes – September 14, 2022 Park Authority Board Meeting

### **ACTION ITEMS**

(MV) A-1 Scope Approval – Playground Replacement and Related Work at Manchester Lakes Park

### **INFORMATION ITEM**

- (CW) I-1 Review of Agenda for Joint Meeting with Park Authority Board and Board of Supervisors
- (CW) I-2 Planning and Development Division Quarterly Project Status Report
- (CW) I-3 Update on Park Operations Projects from April to June 2022

**CHAIRMAN'S MATTERS**

**DIRECTOR'S MATTERS**

**BOARD MATTERS**

**ADJOURNMENT**



If ADA accommodations are needed, please call (703) 324-8563. TTY (703) 803-3354

Board Agenda Item  
September 28, 2022

## **PRESENTATION – 1**

### Update from Equity Consultant

The Fairfax County Park Authority has contracted with HR&A to review the Park Authority's programs and services from an equity perspective. HR&A will be providing a preview of their presentation for the joint meeting with the Park Authority Board and the Board of Supervisors, scheduled for Friday, September 30, at 3:30pm. The presentation will include an overview of their firm, their qualifications, scope of the work they will be conducting on behalf of the Park Authority, and initial benchmarking.

### ENCLOSED DOCUMENT:

Attachment 1: Presentation from HR&A

### STAFF:

Jai Cole, Executive Director  
Sara Baldwin, Deputy Director/COO  
Aimee Vosper, Deputy Director/CBD

HR&A +



# Recreation | Funding for Equity

**Fairfax County Board of Supervisors Meeting**

September 30, 2022



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# Introduction

## HR&A ADVISORS

We are real estate, policy, and economic development consultants who understand both Fairfax County and the transformative benefits of parks and recreation.



## OUR SCOPE

HR&A is supporting FCPA in its efforts to make programs, services, facilities, and operational areas affordable and accessible to all Fairfax County residents, regardless of race or income.



“A parks and recreation system that is equitable and inclusive by providing quality facilities, programs, and services to all communities; balancing the distribution of parks, programs and facilities; and providing **accessible and affordable facilities and programs.**”

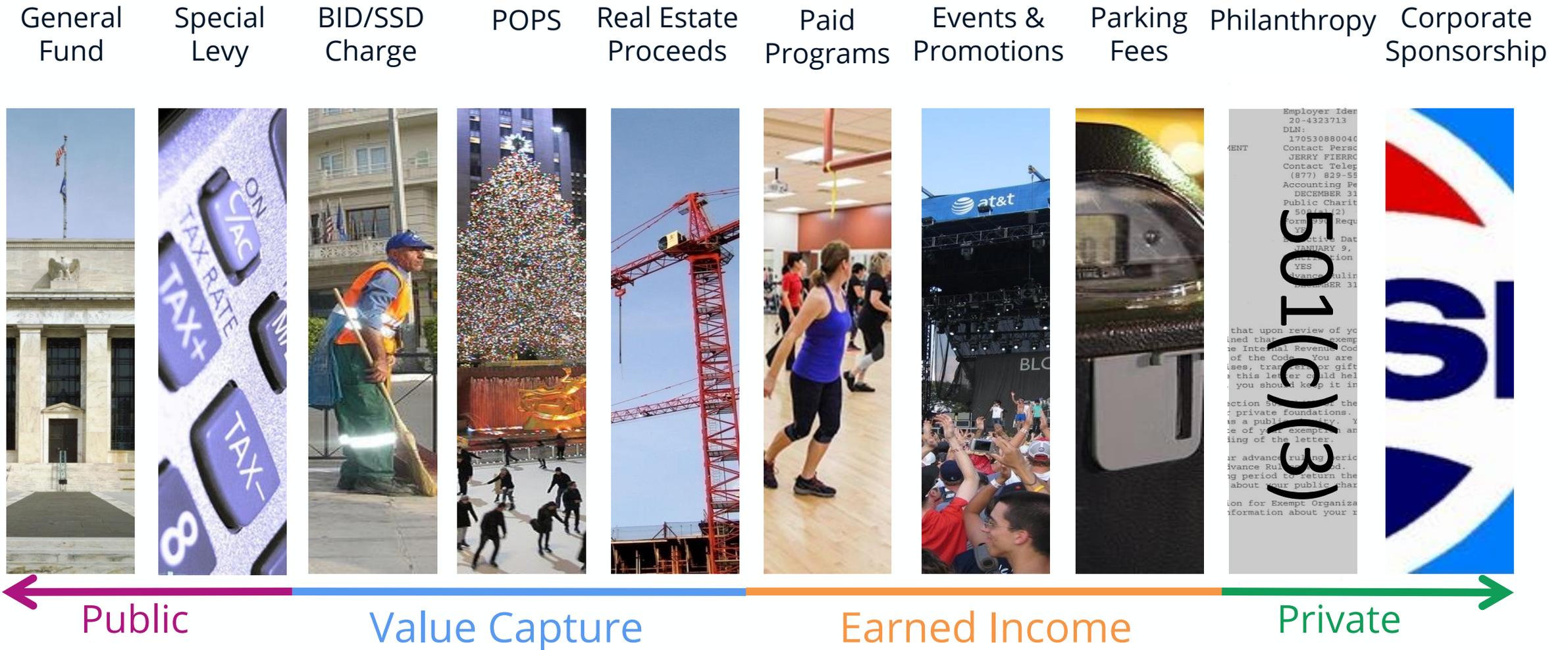


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# Background

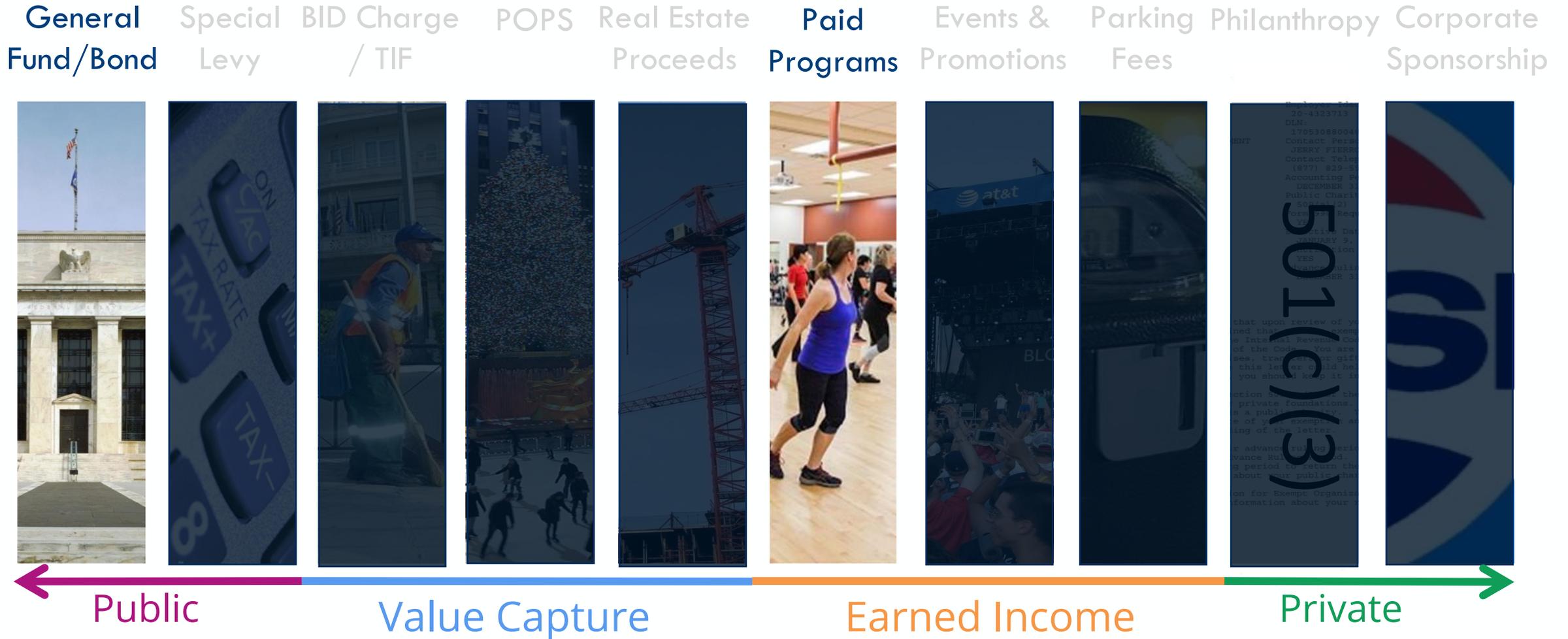
## FUNDING SOURCES

Nationwide, parks and recreation operating revenue comes from a variety of sources.



## FUNDING SOURCES

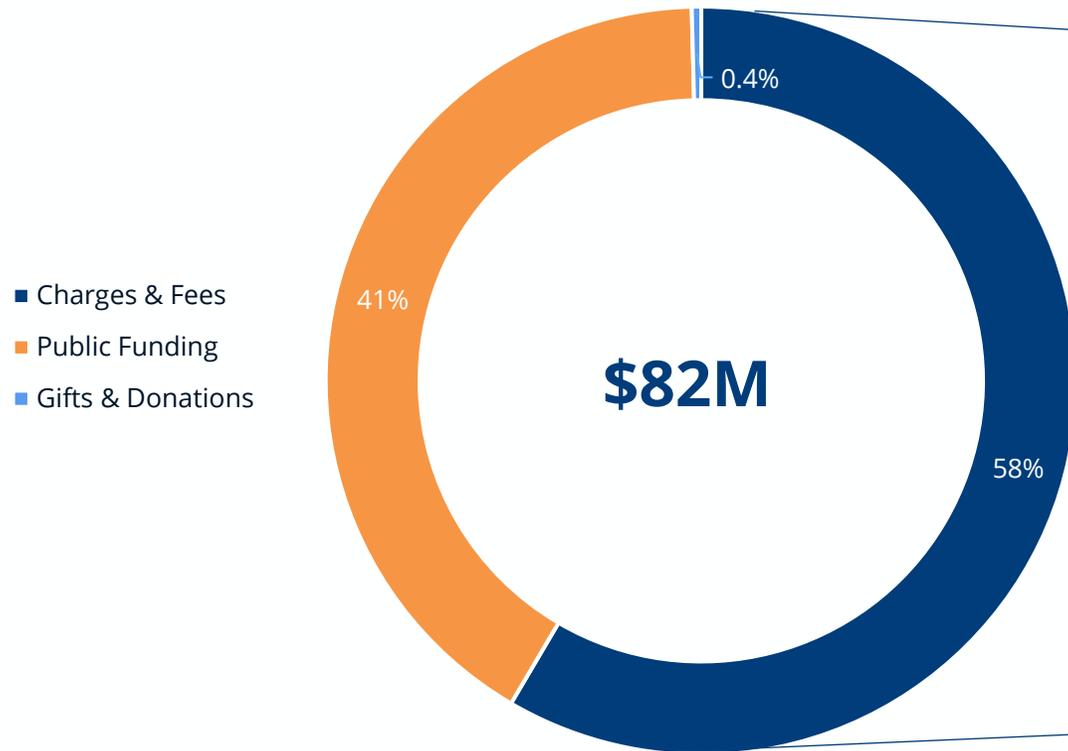
Currently, FCPA overwhelmingly relies on General Fund dollars for its open space operating costs and on earned income through fees and charges for its recreation operating costs.



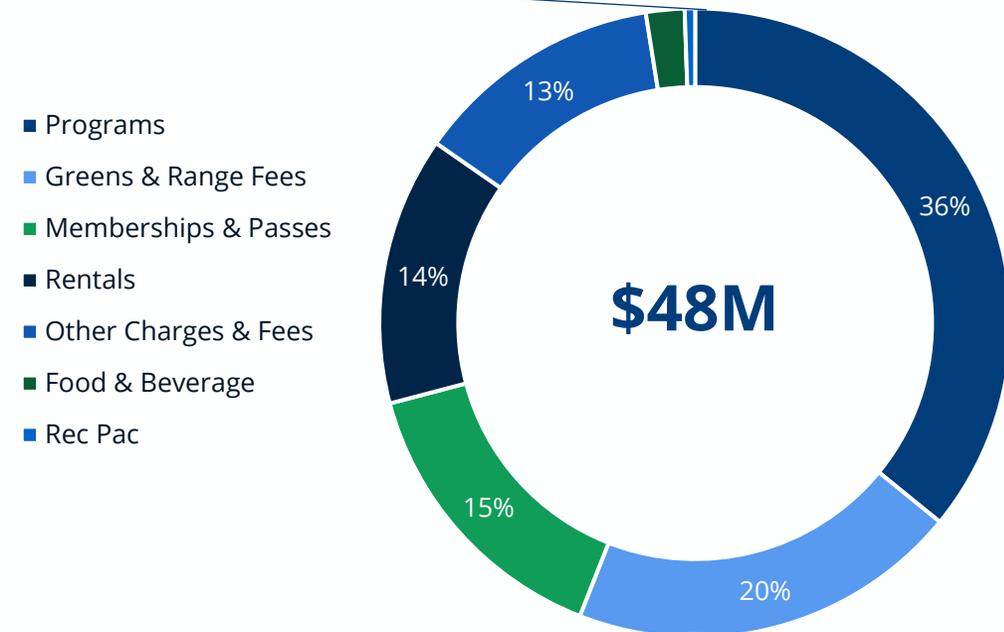
## FUNDING SOURCES

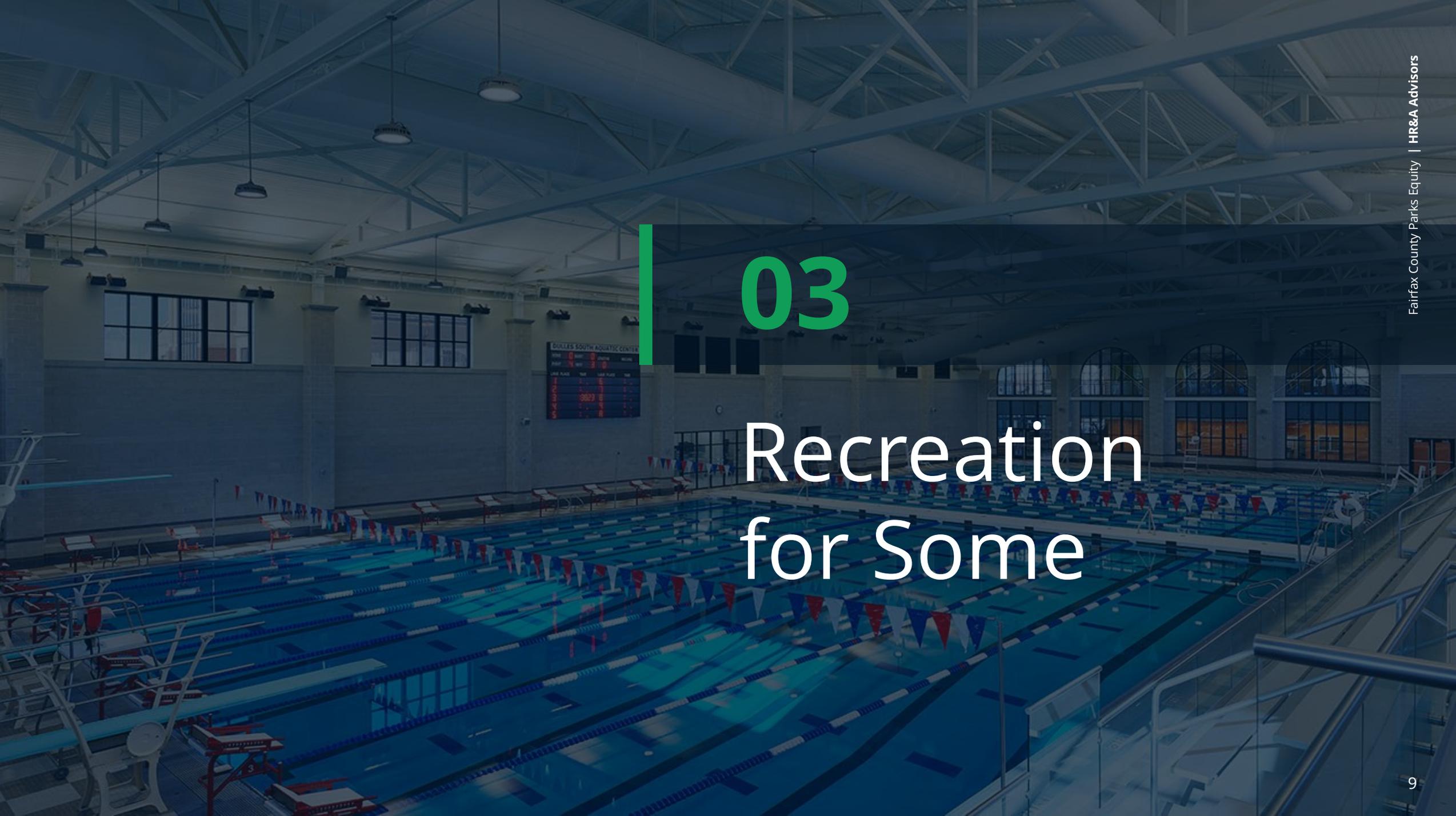
Earned income represents 58% of FCPA's operating budget.

### Operating Budget Sources, FY22



### Charges & Fees by Source, FY22





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# Recreation for Some

## A SUCCESSFUL SYSTEM

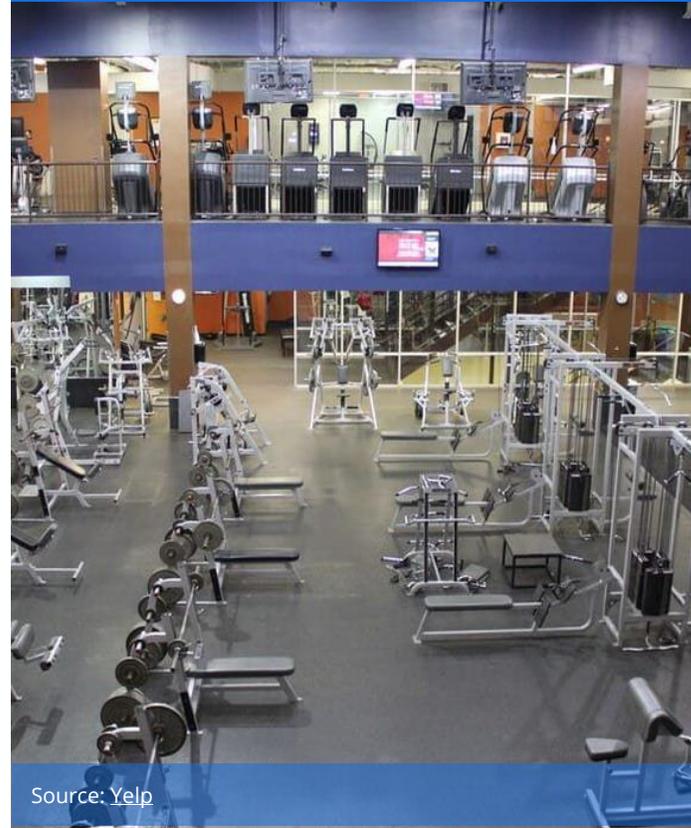
Some of Fairfax County's vibrant and high-quality public recreation facilities rival its private competitors.

### Oak Marr Rec Center



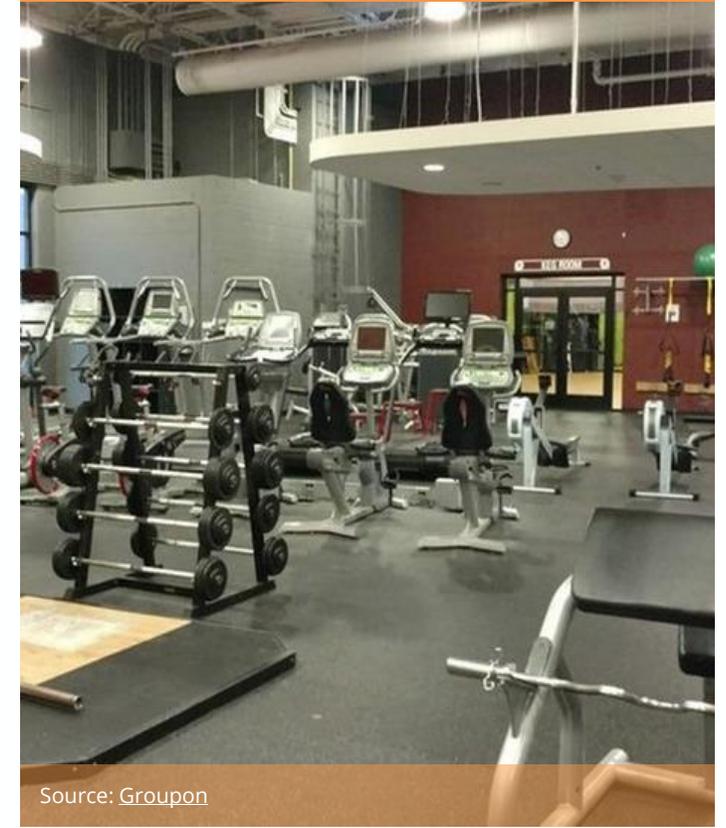
Source: [HG Architects](#)

### Gold's Gym, Herndon



Source: [Yelp](#)

### nZone, Chantilly

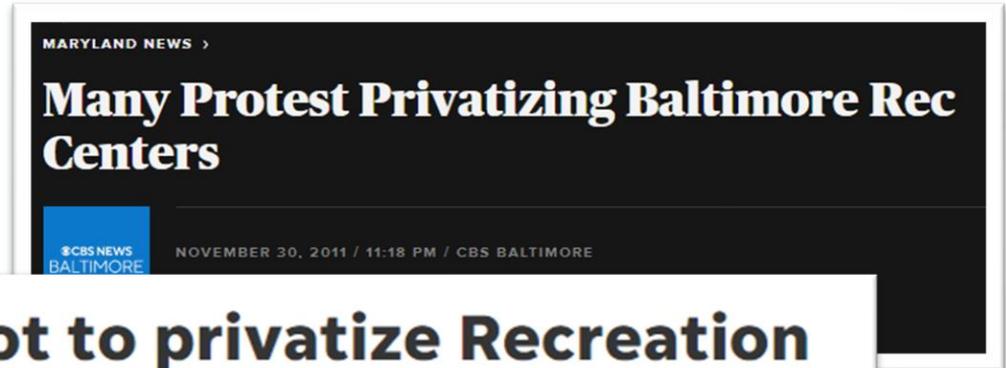


Source: [Groupon](#)

## FUNDING CHALLENGES

Fairfax's operating model, fully supported by charges and fees, has allowed the County to continue to provide a significant and robust public amenity to some residents.

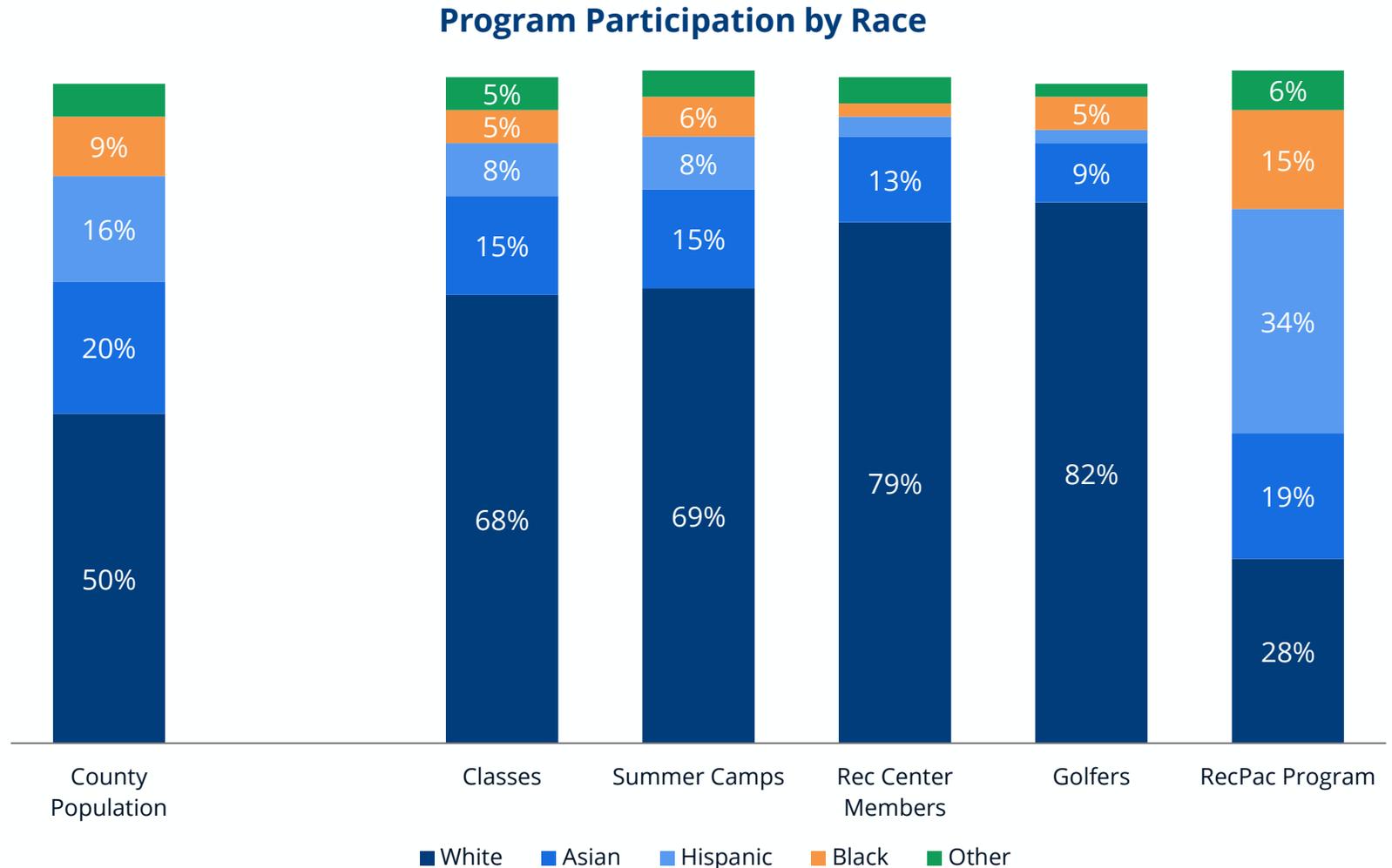
- Faced with limited tax revenue, many municipalities have moved expensive recreation out of the General Fund, or limited programs and facilities.
- Some municipalities divested from recreation, others spun off recreation centers to be managed by private groups or non-profits.



## EQUITY IMPLICATIONS

While Fairfax County's revenue model for the Park Authority has succeeded in delivering high quality recreation to some residents, the system does not serve everyone.

- FCPA's programmatic offerings skew considerably whiter than the county population, with the exception of RecPac, which has much lower fees and is not operated out of the Revenue Fund.

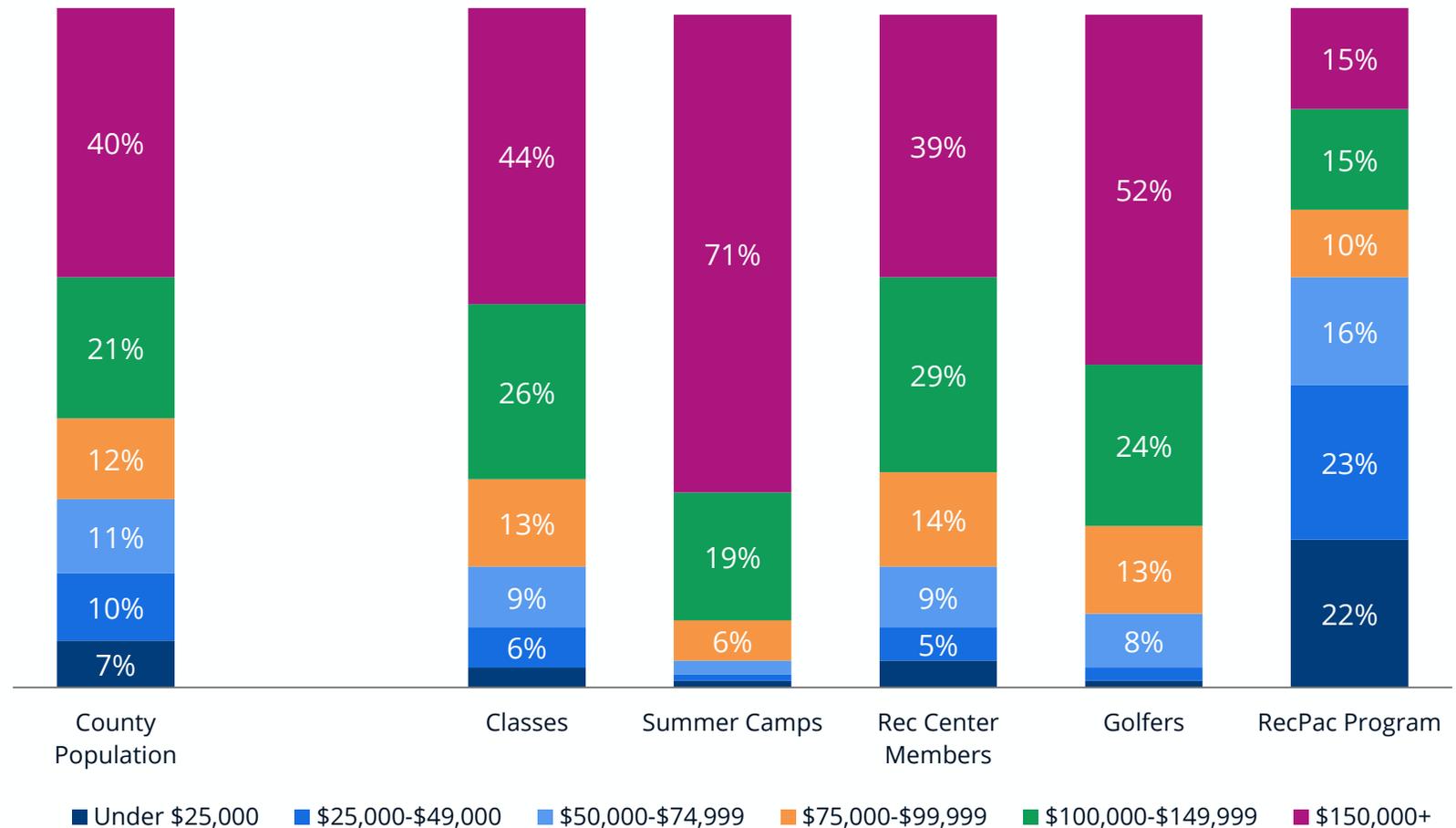


## EQUITY IMPLICATIONS

While Fairfax County's revenue model solution has succeeded in delivering high quality recreation to some residents, the system does not serve everyone.

- Program participation is similarly uneven across the income distribution.
- Summer camps in particular are predominantly catering to the richest Fairfax County residents, while the less expensive RecPac program is serving families of all incomes.

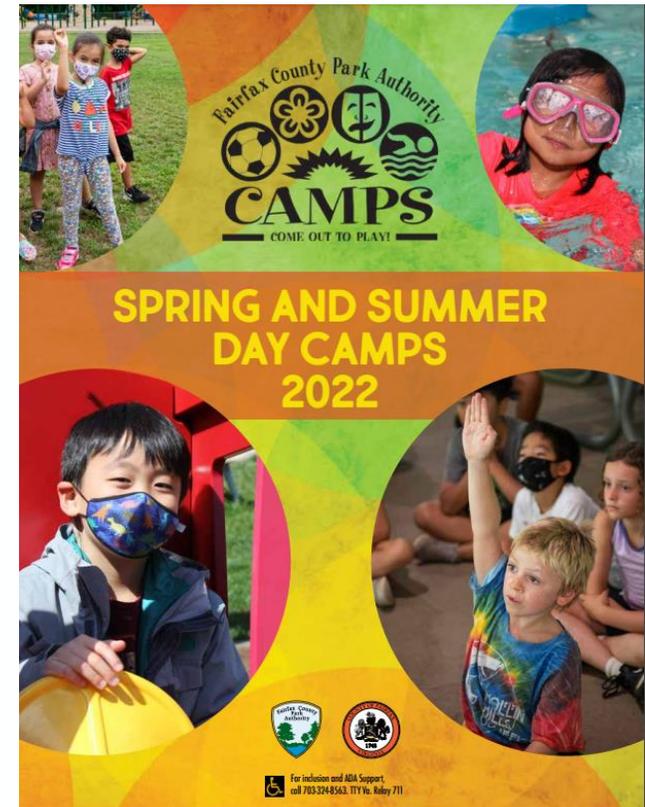
Program Participation by Household Income



## AFFORDABILITY

The high cost of Rec Center programming and summer camps means that they are unaffordable for lower-income residents.

- A third of Fairfax households earn less than \$75,000 a year.
- For these families, the \$220 (minimum) cost of sending a child to one week of full-day FCPA summer camp ranges from **15% to 100%** of their weekly income.
- The Department of Health and Human Services (HHS) considers childcare affordable to a low-income, working family at **no more than 7%** of household income.



## AFFORDABILITY

For higher-income families with multiple kids, the cost of summer camp participation remains considerable – on par with weekly housing costs.

	Average weekly expenses for a single parent of two earning \$114K in Fairfax County	
	Expense	Share of Budget
<b>Food</b>	\$143	9%
<b>Medical</b>	\$157	10%
<b>Housing</b>	\$441	27%
<b>Transportation</b>	\$244	15%
<b>Civic</b>	\$95	6%
<b>Other</b>	\$118	7%
<b>FCPA Camp – 2 Kids</b> Full Days, 1 Week	<b>\$440</b>	<b>27%</b>

Source: MIT Living Wage Calculator



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# Benchmarks

## COMPARABLES

HR&A benchmarked FCPA against two comparable systems, four additional local peers, and Minneapolis, which is nationally recognized for its efforts to improve parks equity.

	Fairfax County, VA	Montgomery County, MD	Prince William County, VA	Loudoun County, VA	Arlington County, VA	Alexandria, VA	Mecklenburg County, NC	Minneapolis, MN
<b>Operating Budget</b> FY22	\$82M	\$181M	\$43M	\$60M	\$50M	\$28M	\$61M	\$125M
<b>Population</b> 2020	1.15M	1.05M	467K	405K	236K	158K	1.09M	425K
<b>Median Income</b> 2020 Dollars	\$128K	\$112K	\$108K	\$147K	\$123K	\$102K	\$69K	\$66K
<b>Funding Structure</b> Operating Budget	General and Revenue Funds	General, Enterprise, and Revenue Funds	General Fund and Program Revenues	Local Tax Funding and Program Revenues	Fees and Grants	General, Internal Service, and Special Revenue Funds; Grants	County Funding and Program Revenues	Parks District property tax levy; Internal Service, Enterprise, and Special Revenue Funds

## PER CAPITA SPENDING

Fairfax County spends less per capita on parks and recreation than most of its peers.

Parks and Recreation Expenditures per Capita, FY22

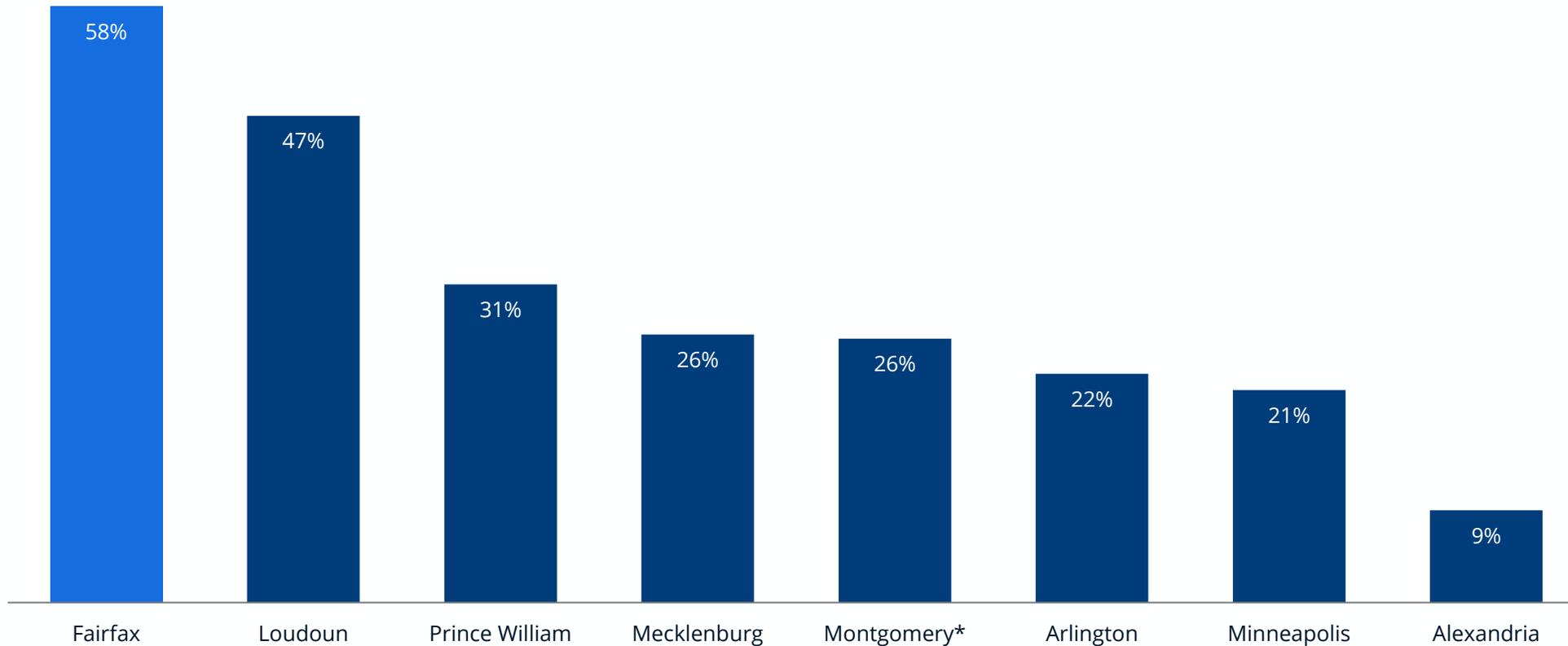


\*Montgomery County includes the Montgomery Recreation Department, Parks Department, and Revenue Authority Golf Course System.

## COST RECOVERY

Fairfax County leads in the share of total expenditures covered by charges and fees.

Earned Revenue Share of Total Expenditures, FY22

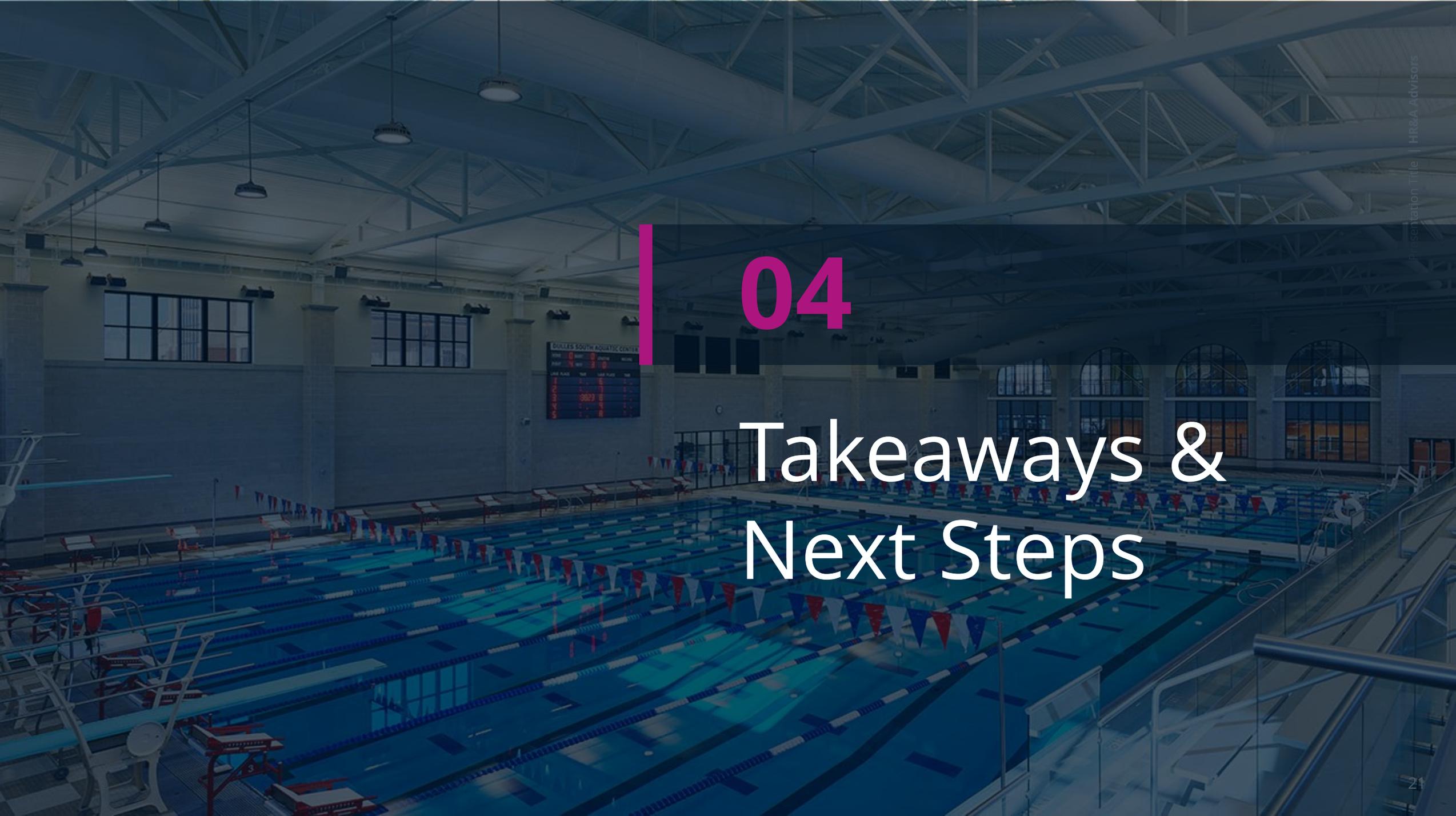


\*Montgomery County includes the Montgomery Recreation Department, Parks Department, and Revenue Authority Golf Course System.

## BENCHMARKS

Fairfax charges more for recreation programming than other systems.

	Fairfax County, VA	Montgomery County, MD	Mecklenburg County, NC	Minneapolis, MN
<b>Annual Rec Pass</b> Fitness and Aquatics Access	\$670	\$500	\$540	\$540 for Aquatics
<b>Annual Rec Pass</b> Seniors/Youth Discount	\$620	\$430	\$260	NA
<b>Swim Class</b> Beginner, 30 Minutes	\$110	\$65	\$70	FREE
<b>Summer Camp</b> Full Days, 1 Week	\$220 - \$600	\$200 - \$300	\$75 +	\$10
<b>Golf Course Rate</b> 18-Hole Walk, Weekday	\$30 - \$80	\$30 - \$65	\$25 - \$35	\$20 - \$35
<b>Adult Fitness Class</b> Cardio, Per Class Fee	\$12	\$10	NA	FREE

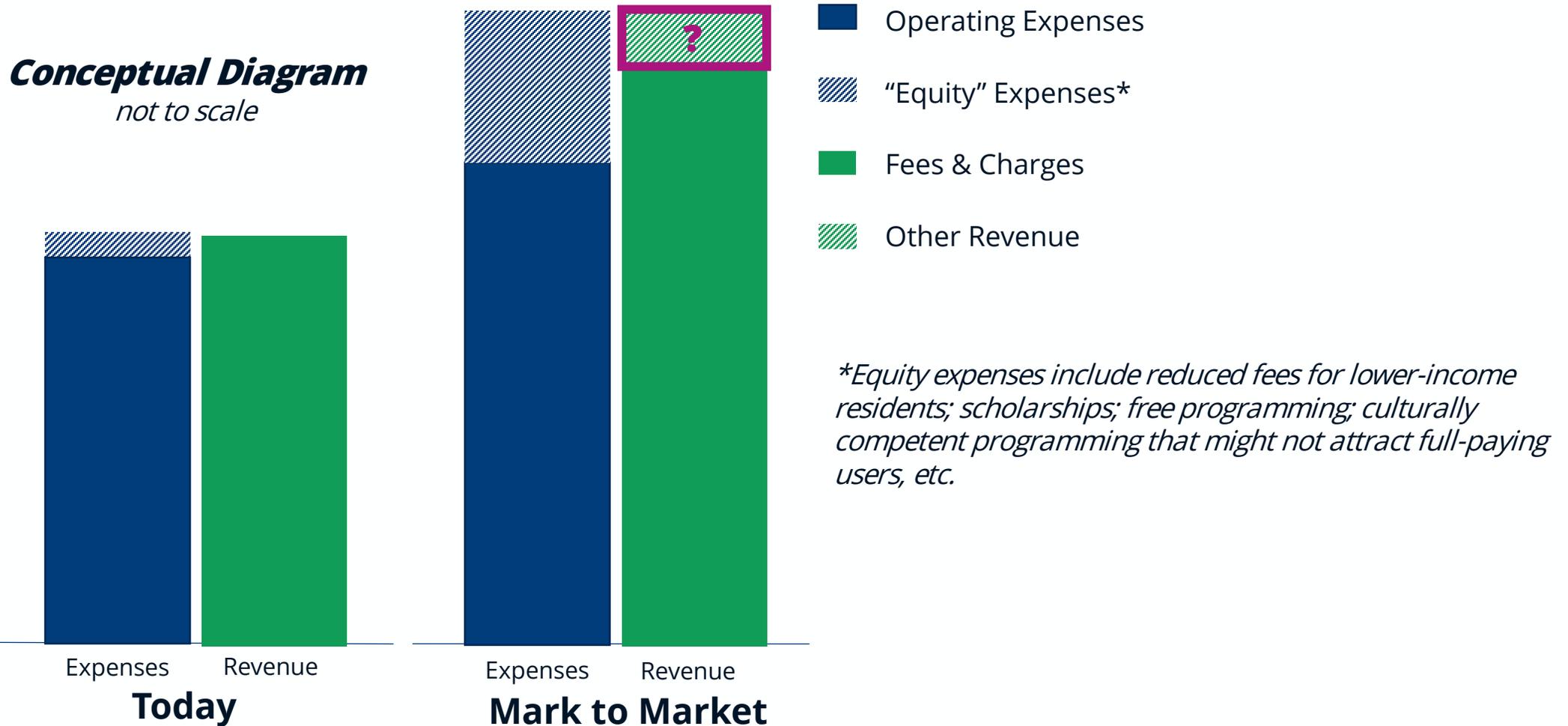


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# Takeaways & Next Steps

## PRICING & FEE SCALES

We assume FCPA is charging below market fees, and could use the increment from increased fees on a sliding scale to pay for “equity expenses,” BUT...



## AN INSUFFICIENT SOLUTION

...Absent other changes, raising fees for wealthy residents and introducing a sliding scale schedule alone will be insufficient to address the system's equity problems.

Even if the market would bear higher fees for those who can pay in order to subsidize reduced cost or free programming for less-resourced residents, the County would face the following issues:

- A public recreation system charging rates competitive with the private sector may be unpopular and/or infeasible.
- A complicated fee scale will be challenging and resource-intensive to administer.
- The increment that comes from increasing fees for those who can pay is unlikely to be sufficient to fully support broader equity efforts.
- While full cost recovery expectations remain in place, investment decisions will continue to be constrained by the need to retain fully-paying users.

## LOOKING AHEAD

Meeting the equity goals outlined by One Fairfax in our parks and recreation centers requires additional revenue.

While a stronger scholarship program and/or sliding scale fees may be important parts of the solution, those strategies alone will not solve the problem.

**Meeting our equity goals will require more money**, which may come from:



- Allocating a greater amount of General Fund dollars



- Implementing a special tax district or dedicated tax revenue streams



- Remove the County direction that the Revenue Operating Fund must be operated at 100% cost recovery.



## LOOKING AHEAD

Meeting the equity goals outlined by One Fairfax in our parks and recreation centers requires additional revenue.

As we work to develop a strategy, we recommend that we **do not further increase fees** until we understand how doing so affect equity and we have explored other sources of funding.



Water Mine Family Swimmin' Hole, Fairfax Park Foundation

Board Agenda Item  
September 28, 2022

**ADMINISTRATIVE – 1**

Adoption of Minutes – September 14, 2022 Park Authority Board Meeting

ISSUE:

Adoption of the minutes of the September 14, 2022 Park Authority Board meeting.

RECOMMENDATION:

The Park Authority Executive Director recommends adoption of the minutes of the September 14, 2022 Park Authority Board meeting.

TIMING:

Board action is requested on September 28, 2022.

FISCAL IMPACT:

None

ENCLOSED DOCUMENTS:

Attachment 1: Minutes of the September 14, 2022 Park Authority Board Meeting

STAFF:

Jai Cole, Executive Director  
Sara Baldwin, Deputy Director/COO  
Aimee L. Vosper, Deputy Director/CBD  
Allison Rankin, Management Analyst

**Fairfax County Park Authority  
Board Meeting  
September 14, 2022**

At the beginning of the Administration and Board Management Committee Meeting at 5:16 pm, the following was read by Chairman Bouie to allow for the meeting to proceed in a virtual format.

In order to conduct this meeting wholly electronically and to effectuate both the emergency procedures authorized by FOIA and the Emergency Ordinance, there were actions that needed to be taken prior to conducting business.

**Audibility of Members' Voices**

Chairman Bouie conducted a roll call vote to ensure that each member's voice could be heard and to state the location from which they were participating in the meeting.

**Board Member Participating:**

Linwood Gorham  
Timothy Hackman, Treasurer  
Ron Kendall  
Faisal Khan  
Ken Quincy  
Mike Thompson, Secretary  
Jim Zook  
William G. Bouie, Chairman

**Location:**

Residence in Mount Vernon District  
Residence in Dranesville District  
Residence in Mason District  
Residence in Providence District  
Residence in Providence District  
Office in Alexandria  
Residence in Springfield District  
Residence in Hunter Mill District

Mr. Bouie stated that Dr. Aidoo and Ms. Godbold are absent and excused.

Mr. Bouie made a motion that each member's voice may be adequately heard by each other member of this board; seconded by Mr. Hackman. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

**Need for an Electronic Meeting**

Mr. Bouie made a motion that the State of Emergency caused by the COVID-19 pandemic makes it unsafe for this board to physically assemble and unsafe for the public to physically attend any such meeting, and that as such, FOIA's usual procedures, which require the physical assembly of this Board and the physical presence of the public, cannot be implemented safely or practically. He further moved that this board may conduct this meeting electronically via Zoom, and that the public may access this meeting by simultaneous live video streamlining or by calling into the telephone number that has been properly noticed; seconded by Mr. Hackman. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

[This meeting was held electronically and was live streamed via Zoom and was accessible via audio by dialing 602-333-0032 and entering the code provided in the meeting announcement.]

Mr. Kiel Stone joined the meeting at 5:24pm from his office in the Braddock District. Chair Bouie verified that the other members of the board could adequately hear Mr. Stone’s voice.

Dr. Cynthia Jacobs Carter joined the meeting at 6:23pm from her residence in the Franconia District. Chair Bouie verified that the other members of the board could adequately hear Dr. Carter’s voice.

Chairman Bouie called the Park Authority Board meeting to order at 7:14 p.m.

**PUBLIC COMMENT**

Speaker:	Paul Bilowus	Topic: Shelters and sanitation
	Lucas Polakowski	Contractors working with youth

**ADMINISTRATIVE ITEM**

ADMIN-1 Board Resolution to Honor Rick Owens Golf Course Superintendent III at Laurel Hill Golf Club for Service to the Park Authority and the Residents of Fairfax County

Chairman Bouie made a motion to approve the resolution honoring Rick Owens upon his retirement from the Fairfax County Park Authority; seconded by Mr. Quincy. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

ADMIN-2 Board Resolution to Honor Mary Youngs for Service to the Park Authority and the Residents of Fairfax County Since 2004

Chairman Bouie made a motion to approve the resolution honoring Mary Youngs upon her retirement from the Fairfax County Park Authority; seconded by Mr. Quincy. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent

ADMIN-3 Adoption of Minutes – July 27, 2022, Park Authority Board Meeting

Mr. Hackman made a motion to adopt the minutes of the July 27, 2022, Park Authority Board meeting; seconded by Mr. Quincy. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

**ACTION ITEMS**

A-1 Allocation of Funds for Continuation of Mastenbrook Volunteer Matching Fund Grant Program

Mr. Quincy made a motion to approve accessing funds up to \$800,000 from the 2020 Bond for the continuation of the Mastenbrook Volunteer Matching Fund Grant Program as discussed and approved during the Budget Committee Meeting on September 14, 2022; seconded by Mr. Hackman. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

A-2 Lewinsville Park – Mastenbrook Volunteer Matching Fund Grant Program Request – McLean Youth Soccer Association

Mr. Hackman made a motion to approve the Mastenbrook Volunteer Matching Fund Grant Program request from the McLean Youth Soccer Association; seconded by Mr. Gorham. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

### **INFORMATION ITEM**

I-1 FY 2022 Fourth Quarter Budget Review, Fund 10001, General Fund

No action was taken.

I-2 FY 2002 Fourth Quarter Budget Review, Fund 80000, Park Services Revenue and Operating Fund

No action was taken.

### **CHAIRMAN'S MATTERS**

- Mr. Bouie welcomed everyone back after the August recess.
- Mr. Bouie gave kudos to the staff for working hard all summer, including staffing the outdoor swimming facilities.
- Mr. Bouie stated that parks are full with fall activities on the weekends.
- Mr. Bouie gave kudos to the staff at Laurel Hill. The Vietnamese National Golf Association Championship will be held in October at Laurel Hill with about 240 golfers from across the country. We are honored to be hosting this event.

### **DIRECTOR'S MATTERS**

- Ms. Cole stated that National Farmers Market Week was held in August 7-13 and there were celebrations at all of our markets across the county. Supervisors Stork, Palchik, Lusk, and Walkinshaw were all recognized at the markets in their respective districts.
- Ms. Cole shared that the Foundation received a substantial gift to the Stewardship Educational Center from a relative of a park lover. The gift will fund and maintain the Animal Attraction and Observation Area.

- Ms. Cole stated that the 4-H Fair was held on August 6<sup>th</sup> and was a successful and fun day for all in attendance. Ms. Cole thanked the board members who attended and shared a video of the day.
- Ms. Cole shared that the Park Operations staff are beginning to install new signage across the park system to better demonstrate the FCPA logo and the names of the parks to all visitors.
- Ms. Cole thanked the senior staff for their efforts to support the Watermine team at the end of the season as they faced significant staff shortages. Ms. Cole recognized Cindy Walsh, Brian Laws, Marc Barton, Levi Lainhart, Ginger Colon and other Rec Center and HR staff as well.
- Ms. Cole shared a list of upcoming events to include:
  - Saturday, September 17, 12-4pm – Sully Community Center Opening
  - Saturday, September 17, 12-4pm – Oak Hill Open House
  - Saturday, September 24, 9:15am-12pm – National Public Lands Day Celebration
  - Friday, September 30, 3pm – Joint BOS/FCPA Meeting
- Ms. Cole shared that she has completed her parks tour of all the parks in the system. The last park to visit will be Lake Fairfax Park for the National Public Lands Day Celebration.

### **BOARD MATTERS**

- Mr. Quincy recognized the staff for a very successful and expanded summer concert series.
- Dr. Carter thanked the staff for their work, with special kudos to Judy and the team regarding the upcoming Elly Doyle program. Dr. Carter also recognized Bobbi Longworth for her efforts with fundraising. Dr. Carter attended the Lake Accotink Park Anniversary event and was impressed with the beauty of the park.
- Mr. Kendall thanked Ms. Cole for the recent tour of the Watermine. Mr. Kendall has been monitoring the progress at Hogge Park. Mr. Kendall mentioned that Green Spring Gardens is having their fall plant sale.
- Mr. Zook thanked staff.
- Mr. Thompson stated that the concert series is always a challenge so he recognized the staff efforts to support that program. Mr. Thompson also recognized the staff work to prepare the fields and parks for the fall athletic programs.

Mr. Bouie asked that everyone continue to be safe in regards to COVID.

### **CLOSED SESSION**

At 7:50pm, Mr. Thompson made a motion that the Park Authority Board recess and convene in closed session for discussion and consideration of matters enumerated in Virginia Code §2.2-3711 and listed in the agenda for this meeting as follows:

- a. Discussion or consideration of the acquisition of publicly held real property for a public purpose, or of the disposition of publicly held real property, where discussion in an open

meeting would adversely affect the bargaining position or negotiating strategy of the public body, pursuant to Virginia Code §2.2-3711(A)(3).

- Discussion of property in the Springfield District

Seconded by Mr. Hackman. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

The Park Authority Board returned to open session at 8:00 pm.

### **CERTIFICATION OF CLOSED SESSION**

Mr. Thompson made a motion that the Park Authority Board certifies that, to the best of each member's knowledge only public business matters lawfully exempted from open meeting requirements under Virginia Code §2.2-3711 and only such public business matters as were identified in the motion by which the closed meeting was convened were heard, discussed or considered in the meeting by the Board; seconded by Mr. Hackman. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

### **ACTIONS FROM CLOSED SESSION**

#### **C-1 Add Property Located in the Springfield District to the Workplan**

Mr. Thompson made a motion to add property located in the Springfield District to the workplan as discussed in closed session; seconded by Mr. Hackman. The motion carried by all members present; Dr. Aidoo and Ms. Godbold were absent.

### **ADJOURNMENT**

There being no further business and without objection, Mr. Bouie adjourned the meeting at 8:00 pm.

### **Participating Staff:**

Jai Cole, Executive Director  
Sara Baldwin, Deputy Director/COO  
Aimee Vosper, Deputy Director/CBD  
Judy Pedersen, Public Information Officer  
Michael Peter, Director, Business Administration Division  
Cindy Walsh, Director, Park Services Division  
Laura Grape, Director, Resource Management Division

Brendon Hanafin, Director, Planning & Development Division  
Ryan Carmen, Acting Director, Golf Enterprises Division  
Kevin Williams, Acting Director, Park Operations Division  
Allison Rankin, Management Analyst

Minutes Approved at Meeting on September 28, 2022

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Allison Rankin, Management Analyst

Board Agenda Item  
September 28, 2022

**ACTION – 1**

Scope Approval – Playground Replacement and Related Work at Manchester Lakes Park

RECOMMENDATION:

The Park Authority Executive Director recommends approval of the project scope for design and installation of replacement playground equipment and related work at Manchester Lakes Park as presented to and reviewed by the Planning and Development Committee on September 14, 2022.

Board Agenda Item  
September 28, 2022

## **INFORMATION – 1**

### Review of Agenda for Joint Meeting with Park Authority Board and Board of Supervisors

The Fairfax County Park Authority will be meeting with the Board of Supervisors on Friday, September 30<sup>th</sup> at 3:00pm at the Government Center, Conference Room 11. The agenda for the meeting is attached. The meeting will include a video of Ms. Cole's park visits with the Board of Supervisors, an update on the Park Authority's CIP, a presentation from the Park Authority's equity consultant, HR&A, and an update from Ms. Cole on equity in the Park Authority.

### ENCLOSED DOCUMENTS:

Attachment 1: Agenda for Joint Meeting with Park Authority Board and Board of Supervisors

### STAFF:

Jai Cole, Executive Director  
Sara Baldwin, Deputy Director/COO  
Aimee Vosper, Deputy Director/CBD



# County of Fairfax, Virginia

To protect and enrich the quality of life for the people, neighborhoods and diverse communities of Fairfax County

## **FAIRFAX COUNTY BOARD OF SUPERVISORS**

### **Joint Meeting between the Board of Supervisors and the Park Authority Board**

**Friday, September 30, 2022**

**3:00 pm**

**Conference Room 11**

### **AGENDA**

1. Opening Remarks (15 minutes)
2. Presentation (10 minutes)
  - a. Jai Cole's Walk with the Board of Supervisors Video
  - b. Jai Cole, Executive Director, Park Authority
  - c. Update
  - d. Presentation material - video
3. Presentation (10 minutes)
  - a. CIP Update from the Park Authority and the Department of Management and Budget
  - b. Jai Cole, Executive Director, Park Authority and Christina Jackson, Deputy County Executive
  - c. Update
  - d. Presentation material – PowerPoint
4. Presentation (20 minutes)
  - a. Equity Consultant Presentation
  - b. Stan Wall, Managing Partner, HR&A Advisors
  - c. Update
  - d. Presentation material – PowerPoint
5. Presentation (5 minutes)
  - a. Equity in Fairfax County Park Authority
  - b. Jai Cole, Executive Director
  - c. Update
  - d. Presentation material – PowerPoint

6. Discussion

7. Adjournment

Board Agenda Item  
September 28, 2022

**INFORMATION – 2**

Planning and Development Division Quarterly Project Status Report

As presented to and reviewed by the Planning and Development Committee on September 14, 2022.

**INFORMATION – 3**

Update on Park Operations Projects from April to June 2022

As presented to and reviewed by the Park Operations Committee on September 14, 2022.