



FAIRFAX COUNTY PARK AUTHORITY



M E M O R A N D U M

TO: Chairman and Members
Park Authority Board

VIA: Jai Cole, Executive Director

FROM: Aimee Vosper, Deputy Director/CBD

DATE: March 3, 2022

Updated package – March 9th – presentations added as noted below.

Agenda

**Planning and Development Committee
(Committee of the Whole)
Wednesday, March 9, 2022 – 6:00 pm
Virtual
Chairman: Ken Quincy
Vice Chair: Mike Thompson**

1. Scope Approval – Laurel Hill Golf Course Irrigation System Improvements (with presentation) – Action*
2. Impact of Change in Park Authority Bond Cycle From Four to Six Years (with presentation) – Discussion
3. Mount Vernon Rec Center Funding Strategy (with presentation) - Discussion

*Enclosures



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

Committee Agenda Item
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ACTION - 1

Scope Approval – Laurel Hill Golf Course Irrigation System Improvements (Mt. Vernon District)

ISSUE:

Approval of the project scope to install improvements to the irrigation system at Laurel Hill Golf Course.

RECOMMENDATION:

The Park Authority Executive Director recommends approval of the project scope to install improvements to the irrigation system at the Laurel Hill Golf Course.

TIMING:

Board action is requested on March 9, 2022, to maintain the project schedule.

BACKGROUND:

The 2020 Park Bond Program includes an irrigation improvement project for the Laurel Hill Golf Course.

A project team was assembled with representatives from Golf Enterprises and Planning and Development Division to establish the project scope in accordance with the approved FY 2022 Planning and Development Division Work Plan. The project team has confirmed that the central control system is not working, sprinkler head replacement has become unmanageable, and additional irrigation coverage is needed.

The project scope recommended by the project team includes designing and installing irrigation system improvements to include moving to a two-wire control system, replacement of sprinkler heads and swing joints, adding quick couplers, and expanding irrigation coverage in parts of the golf course.

The project cost estimate to design and replace the golf course irrigation system is \$1,009,479 as detailed in Attachment 2. Construction is scheduled to start in April 2022 before the heat of summer requires more water use. The contractor will have access to the entire golf course. However, only one golf hole will be closed off to golfers at any one-time during construction. Staff anticipates providing adequate notice of this highly

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anticipated improvement and is planning to implement a small fee reduction during construction to minimize impacts to revenue performance and customer service.

The proposed timeline for completing the project is as follows:

<u>Phase</u>	<u>Start</u>	<u>Complete</u>
Scope	November 2021	March 2022
Design	March 2022	April 2022
Construction	April 2022	July 2022

Staff estimates the improvements to the irrigation system will result in no additional annual revenue. Staff estimates a decrease in annual maintenance costs, with a lifecycle cost of \$1,010,000 for replacement of the irrigation system components at Laurel Hill Golf Course in year 20.

FISCAL IMPACT:

Based on the scope cost estimate, funding in the amount of \$1,009,470 is necessary to fund this project. Funding in the amount of \$53,113 has been encumbered to date to advance the project scope leaving \$956,366 in Fund 30400 Park Bond Construction, 2020 Park Bond, PR-000147-020 Laurel Hill Irrigation Replacement to complete the project.

ENCLOSED DOCUMENTS:

Attachment 1: Master Plan – Laurel Hill Golf Course
Attachment 2: Scope Cost Estimate

STAFF:

Jai Cole, Executive Director
Sara Baldwin, Deputy Director/COO
Aimee L. Vosper, Deputy Director/CBD
Jesse Coffman, Director, Golf Enterprises Division
Cindy Walsh, Director, Park Services Division
Laura Grape, Director, Resource Management Division
Paul Shirey, Project Management Branch Manager, Planning and Development Division
Melissa Emory, Manager, Special Projects Branch
Kelly Davis, Project Manager, Special Projects Branch
Jessica Tadlock, Senior Fiscal Administrator

ATTACHMENT 1

GOLF COURSE MASTER PLAN

LAUREL HILL GOLF CLUB
FAIRFAX COUNTY, VIRGINIA

FAIRFAX COUNTY PARK AUTHORITY

SCORECARD FOR THE COURSE

NO.	PAR	BLACK	GOLD	BLUE	WHITE	RED
1	4	445	426	419	413	391
2	4	365	351	344	335	289
3	4	462	439	423	403	274
4	3	180	170	168	130	109
5	5	624	608	486	474	404
6	4	500	476	447	418	366
7	4	321	305	289	278	258
8	3	340	223	209	154	145
9	5	638	632	602	491	372
BUT	36	3973	3442	3267	3156	2548
10	4	350	345	334	311	279
11	3	196	149	141	134	119
12	4	413	401	374	338	237
13	4	418	405	386	355	332
14	3	218	212	187	176	98
15	5	612	587	575	547	493
16	3	303	185	174	168	125
17	4	493	466	437	383	342
18	5	662	638	610	483	441
IN	35	3437	3288	3119	2885	2466
TOTAL	71	7010	6730	6386	6021	5014



SCOPE COST ESTIMATE**Laurel Hill Golf Course Irrigation System Replacement**Scope and Design

• Professional Services	<u>\$ 60,000</u>
Subtotal	\$ 60,000

Construction

• Materials – controller, wire, sprinkler heads	\$430,000
• Installation	<u>\$400,000</u>
Subtotal	\$830,000

Contingency (6%) \$ 50,000

Administration (8%) \$ 69,470

Total Project Estimate **\$1,009,470**

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DISCUSSION

Impact of Change in Park Authority Bond Cycle from four to six years

The FY2023 Budget presentation from the County Executive included recommendations to address the stresses on the County's Bond Program from the Joint County/School Board Capital Improvement Committee. One of the recommendations included a change to the Park Authority's Bond program from a four year to six-year cycle.

Park Authority staff will present the anticipated impacts of the change and how it impacts the Park Authority's plans to address equitable access to parks, Rec Center sustainability, preservation of open space, restoration of natural and cultural resources, and reinvestment in the aging park system.

ENCLOSED DOCUMENTS:

None

STAFF:

Jai Cole, Executive Director

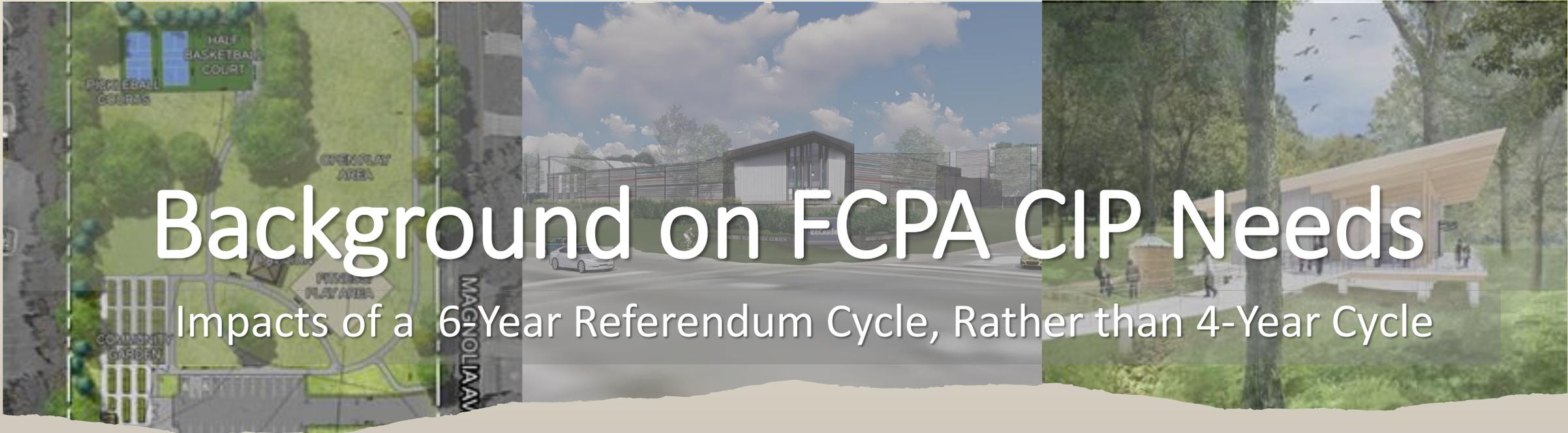
Aimee L. Vosper, Deputy Director/CBD

Sara Baldwin, Deputy Director/COO

Michael Peter, Director, Business Administration

Paul Shirey, Manager, Project Management Branch

Jessica Tadlock, Manager, Financial Management Branch



Capital Improvement Program Updates

Increase in Annual Bond Sale from \$120M to \$170M	Becomes 6-Year Referendum Cycle, Rather than 4-Year Cycle
Cash Flow \$20M - \$25M for FCPA Annually	2024 Bond → 2026 2028 Bond → 2032

*Still Assumes \$100 Million Park Bond Now Every Six Years



Background:

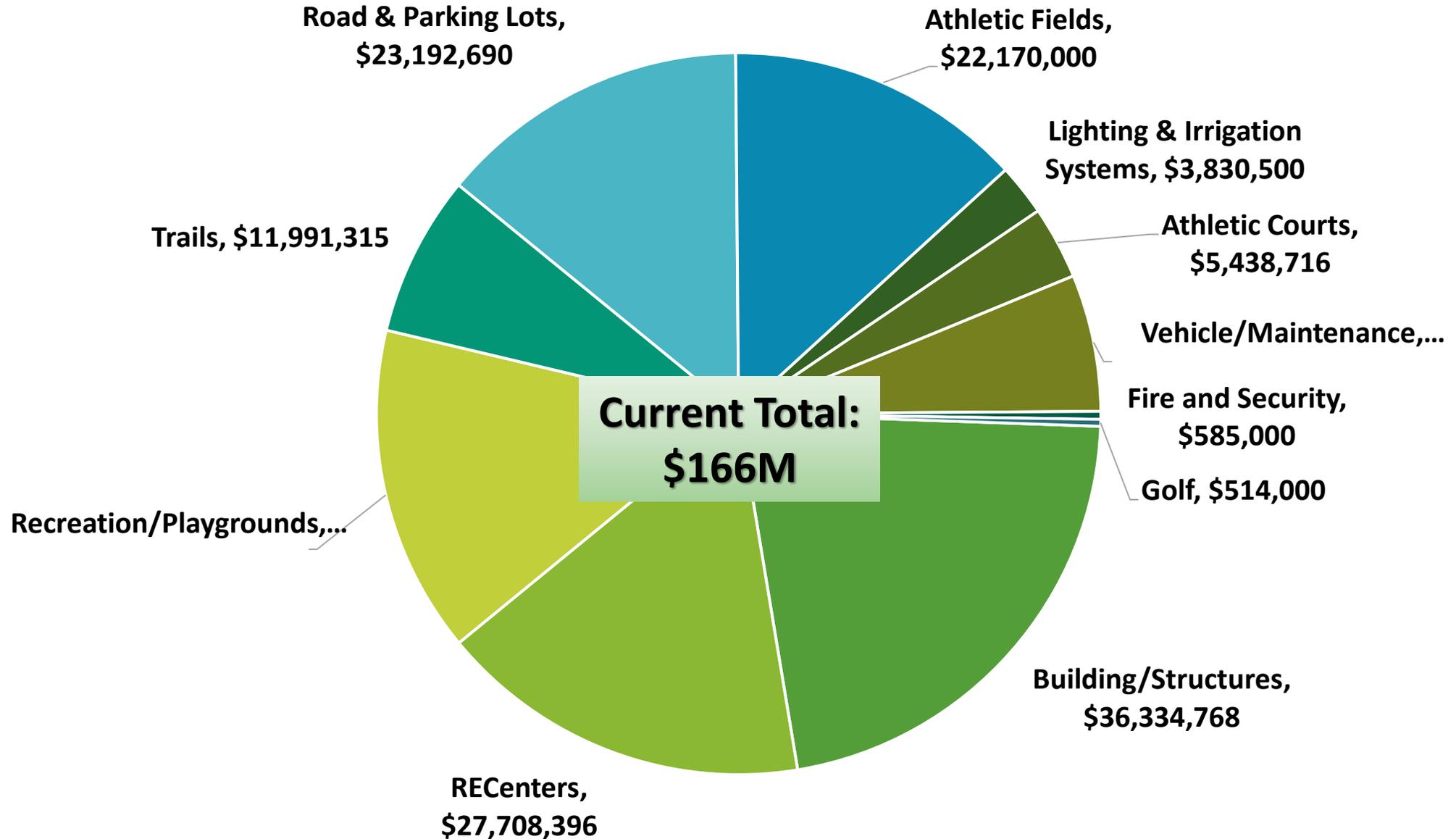
Capital Improvement Framework Summary (2017)

Time Frame	Critical	Sustainable	Visionary	TOTAL
1-5 Years	\$155,926,000	\$107,945,000	\$37,198,000	\$301,069,000
6-10 Years	\$0	\$172,350,000	\$465,742,000	\$638,092,000
GRAND TOTAL	\$155,926,000	\$280,295,000	\$502,940,000	\$939,161,000





Assets Past End of Life or In Need of Repair



Potential Capital Impact by District

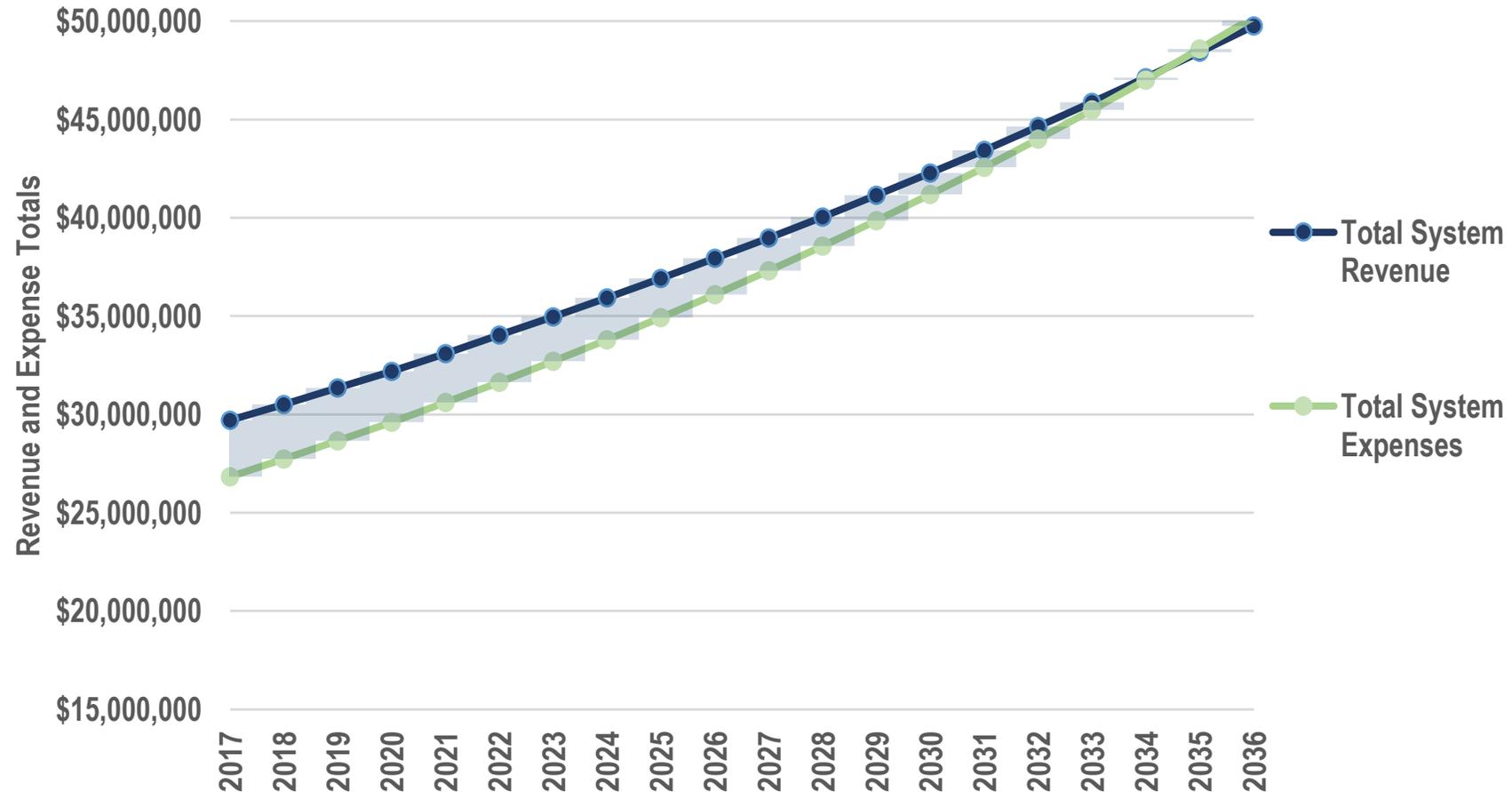
Supervisory District	Not Included in 2020 Bond	Visionary Investment
Countywide	\$27,229,019	Sports Tourism Reston Rec Center All Abilities Center Development of Sully Woodlands Fairfax History Museum New Field House New Spray Ground Destination playground (west) Meet 10% Land Goal New Skate Parks Etc.
Braddock	\$28,513,306	
Dranesville	\$78,642,826	
Hunter Mill	\$32,664,626	
Lee	\$34,957,159	
Mason	\$31,355,733	
Mount Vernon	\$87,677,438	
Providence	\$45,573,237	
Springfield	\$48,150,090	
Sully	\$155,641,450	
TOTALS	\$570,404,885	\$502,940,000



FY 2017 Financial Analysis

- Revenues and expenses will converge at a rate of \$150,000 and breakeven by 2035 without further capital investment
- Capital investments are **critical** for reversing the Rec Center system trend

RECenter System-Wide Extrapolation of Existing Conditions



Rec Center Sustainability Needs

Rec Center	Sustainability Recommendations	Funding Need (2022 \$)	Original Bond Year	Revised Bond Year
Mt Vernon		\$60,000,000	2020	
Audrey Moore	Rebuild, expand fitness, check-in, multi-purpose and childcare. Expand multi-purpose gym and renovate pool	\$50,000,000	2024	2026
GW	Reposition facility	\$3,500,000		
Lee	Add fitness, childcare, reconfigure program spaces, and convert racquetball courts to multipurpose rooms	\$14,000,000	2028	2032
Providence	Add fitness room childcare, and small gym. Reconfigure program space, new entry, and upgrade finishes.	\$20,000,000		
Cub Run	Add childcare, improve locker room access, and expand party room.	\$8,000,000		
South Run	Add gym, childcare; expand pool; add multipurpose space. Fitness, and upgrade field house	\$42,000,000	2032	2038
Oak Marr	Add multipurpose gym, expand childcare; add leisure pool, and renovate locker room	\$30,000,000		
Spring Hill	Improve access to all areas, renovate locker rooms; add childcare, and add family cabanas and leisure pool	\$15,000,000	2036	2044
Reston (NEW)		\$50,000,000	2040	2050
TOTALS		\$292,500,000		



Land Acquisition, Open Space Preservation & Access

- \$3.4 Million available until FY 2028
- Benefits of land acquisition
 - Climate change
 - Equity
 - Better air quality
 - Boost mental health
 - Opportunities for improving physical health and wellness
- PARKS, RECREATION, OPEN SPACE & ACCESS (PROSA) - Equity work will be delayed
- Natural Resources
 - All natural resources restorations are bond-funded.
 - To maintain these restorations, additional general fund allocation is needed.

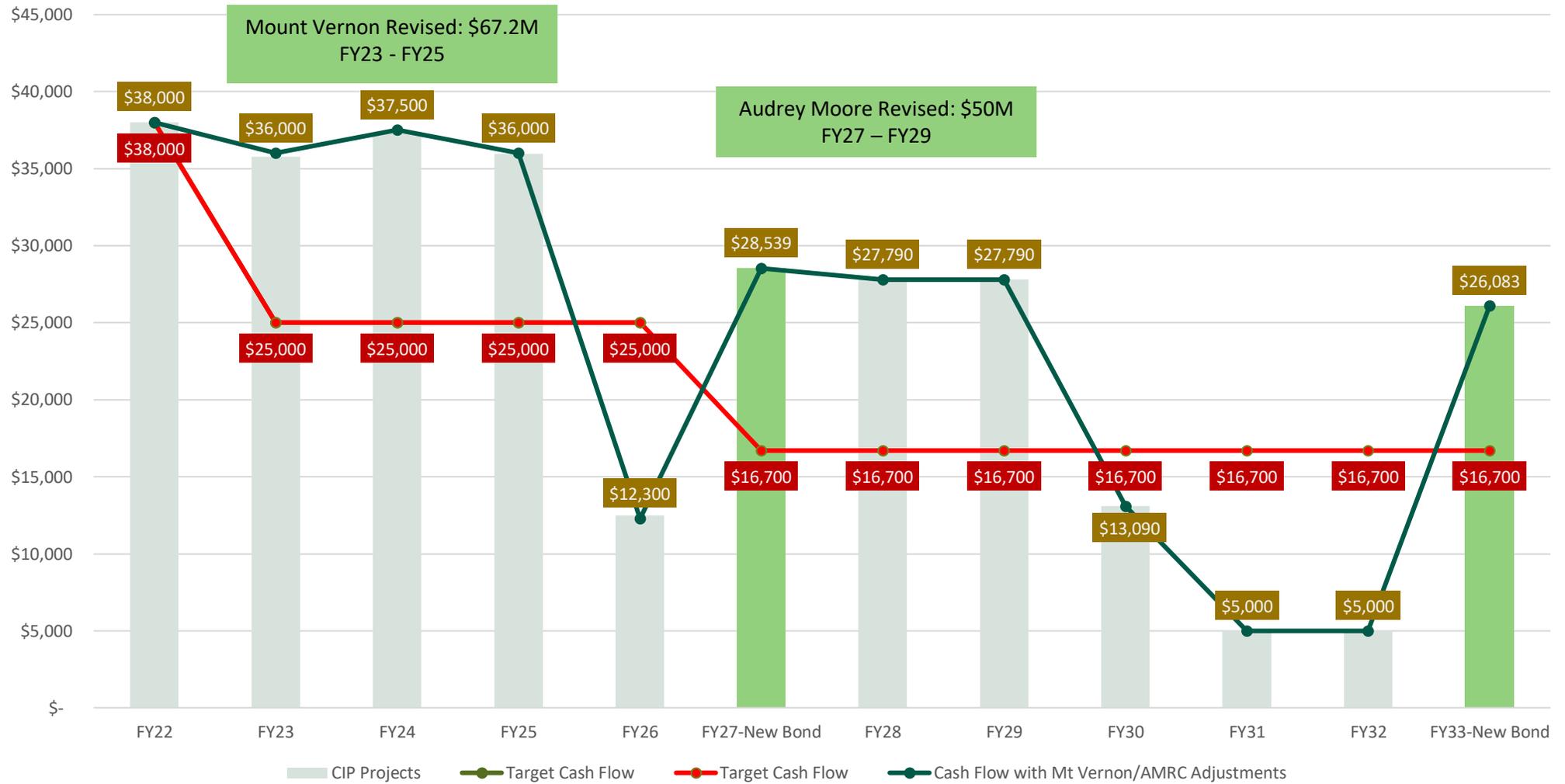


Cash Flow Assumptions

- Mt. Vernon Rec Center moved forward in CY 2023
 - Multiple bonds will fund Mount Vernon Rec Center
- Audrey Moore next Rec Center to be addressed - \$50 million conservative early estimate (7% Inflation)
- Next Bond 2026 and then six-year cycle
- Original planning based on four (4) years of cash rather than six (6)
- \$100 million will continue to be bond amount



Park Bond Cash Flow Analysis (\$,000)



Key Points

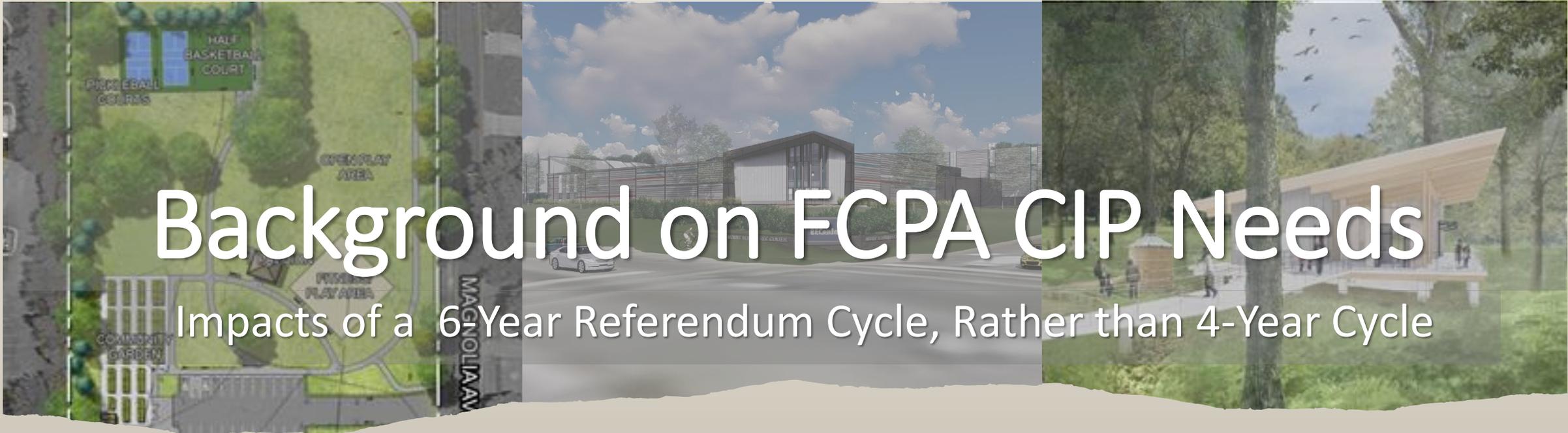
- Recent changes to the Park Bond cycle – no bond until 2026
- Four-year bond of \$100M now a six-year bond of \$100M
- Need a bond cycle that allows us to address deferred maintenance and invest in ALL our facilities
- Providing an equitable park system is critical
- 2020 Bond Projects may be affected by price increases, resulting in moving to 2026 – domino impact of holding projects
- Planning and Development staff salaries are bond funded



Key Points

- FCPA needs a Bond cycle that is not dominated by Recreation facilities
 - Equity
 - Deferred maintenance
 - Investments in ALL our facilities
 - Adequately addresses restorations of Natural & Cultural Resources
- **FCPA needs:**
 - **an off-cycle bond to address Rec Centers**
 - **an increased bond to \$150 million or more**





Background on FCPA CIP Needs

Impacts of a 6 Year Referendum Cycle, Rather than 4-Year Cycle



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DISCUSSION

Mount Vernon Rec Center Funding Strategy

The Mount Vernon Rec Center (MVRC) Renovation Project was advertised for bids in Summer 2021. Due to pandemic-caused supply chain problems and impacts to the construction industry, the low bid for the entire project was \$50.2 million. Based on an analysis of the project including reduced construction phasing, the current estimated project funding shortfall necessary to readvertise this project for bids is between \$22.5 - \$26 million. This value includes ongoing inflation estimates as well as overall project cost increases due to the higher anticipated construction cost.

Staff will present several funding options for the construction of this project. Anticipated cost saving measures, bid contingency, and options that can be included in the funding model will also be presented. Since increased MVRC funding and shifts in the park bond referendum cycle would alter the bond cashflow as projected in the approved FCPA FY 2022 – FY 2026 Capital Improvement Program (CIP), staff will cover impacts to the proposed bond-funded RECenter renovations. Additional topics in the presentation will include the critical maintenance needs at the MVRC.

A corresponding Action Item is scheduled for an out-of-turn Park Authority Board Planning and Development Committee meeting on March 23, 2022, with same-day approval. Upon approval of the Mount Vernon RECenter Funding Strategy, the actual funding reallocation(s) would occur after an acceptable construction bid has been received in the late Summer 2022, depending on which option is selected.

ENCLOSED DOCUMENTS:

None

STAFF:

Jai Cole, Executive Director
Aimee L. Vosper, Deputy Director/CBD
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MOUNT VERNON REC CENTER FUNDING STRATEGY

PARK AUTHORITY BOARD

MARCH 9, 2022

BACKGROUND – BID PROCESS

Background

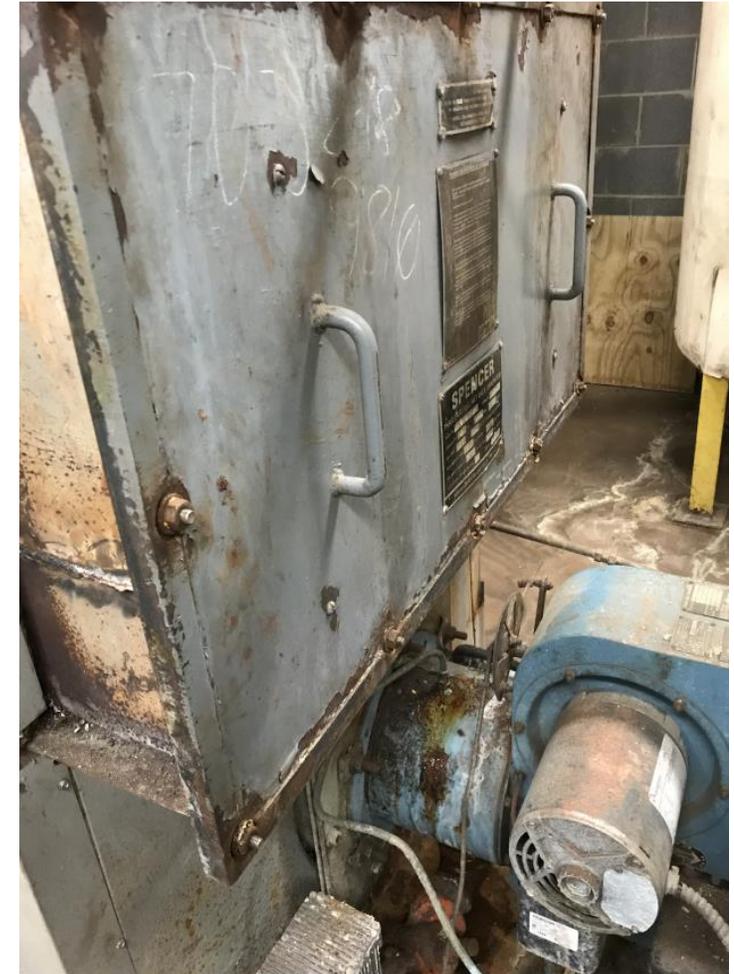
- **\$40.7M:** Previous total project estimate and allocation
 - 2008, 2012, 2016, 2020, bond cycles plus bond premium
- **\$4.7 M:** Spent to date
- **\$36 M:** Available for construction contract, Construction Administration, Project Management, contingency

Update

- **\$63.2 to \$67.2 M:** Revised total project cost estimate (based on August 2021 bids)
 - **\$22.5M - \$26.5 M:** Total Project Shortfall Estimate
 - Increased construction, increased contingency, updated drawings, permitting, project management, etc.

High Bid Factors

- Covid-driven supply chain problems for materials
- Market uncertainty, risks
- Complex phasing to keep the Rec Center open



ACTIONS SINCE BID PROCESS

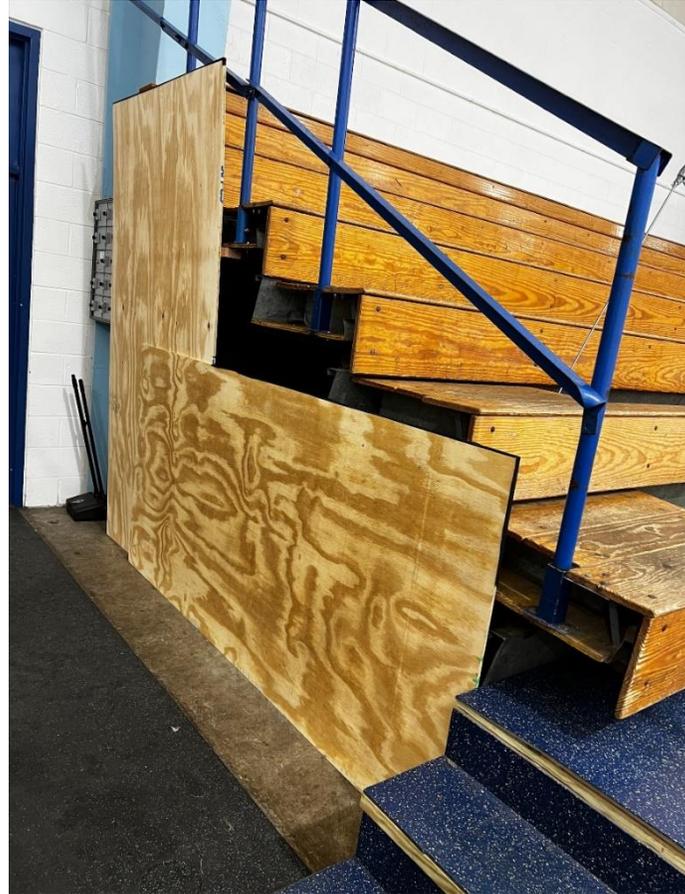
- Review of the bid documents
- Analysis of reducing the construction phasing
 - Closing the Rec Center and keeping the ice rink open
 - Closing the entire facility
 - Evaluation of revenue impacts
- Evaluation of other possible cost reduction options
- Evaluation of possible funding options
- Consulted with other County agencies and development groups to determine if they were seeing the same cost increases



\$4.9 MILLION IN UNFUNDED CRITICAL MAINTENANCE NEEDS

- Failed Chiller – \$250,000
 - Requires “work-around” system to fit with renovation changes
 - \$200k rental per year
- Failed Rink Dehumidifaciton – \$280,000
 - Requires design changes to replace
 - \$200k rental per year
- Pool Pak Units (Dehumidification) - \$2 million
- Failing Roof - \$1.5 million
- 1979 Switch Gear (electric) - \$850,000
 - Failure would require building closure
 - Parts are no longer manufactured
- Bleachers - \$60,000





OPTIONS CONSIDERED

	<u>Option A</u> Two Year Closure	<u>Option B</u> Eliminate 2 nd Rink	<u>Option C</u> Phased Closure – Rink open	<u>Option D</u> Multi phased closure	<u>Option E</u> Stop Project
Type of Closure	Total	Total	Ice Rink Open	Rolling	None
Length of Closure	24 Months	22 Months	36 Months	41 Months	None
Keep Second Rink?	Yes	No	Yes	Yes	No
Capital \$ Impact	\$2.5M Savings	\$1.1M Savings	\$1.5M Savings	\$2.5M Additional	\$40.7 M Savings
Operating \$ Impact	\$1.3M Loss	\$1.5 M Loss	\$2.1M Loss	\$3.5 M Loss	\$1-\$7M Annual Loss
Challenges	Lost Revenue	Lost Revenue	Lost Revenue	Lost Revenue	Total Failure Could Occur
	Relocate Programs/Camps/Rentals	Start Delayed by 1.5 Years	Additional Rental Costs	Additional Rental Costs	Additional Rental Costs
	24-month closure	Complete Redesign	Major Systems Could Fail	Constant User Interruption	Insufficient Operational Funds to address capital needs

*STAFF RECOMMENDATION: OPTION A - FULL SHUTDOWN

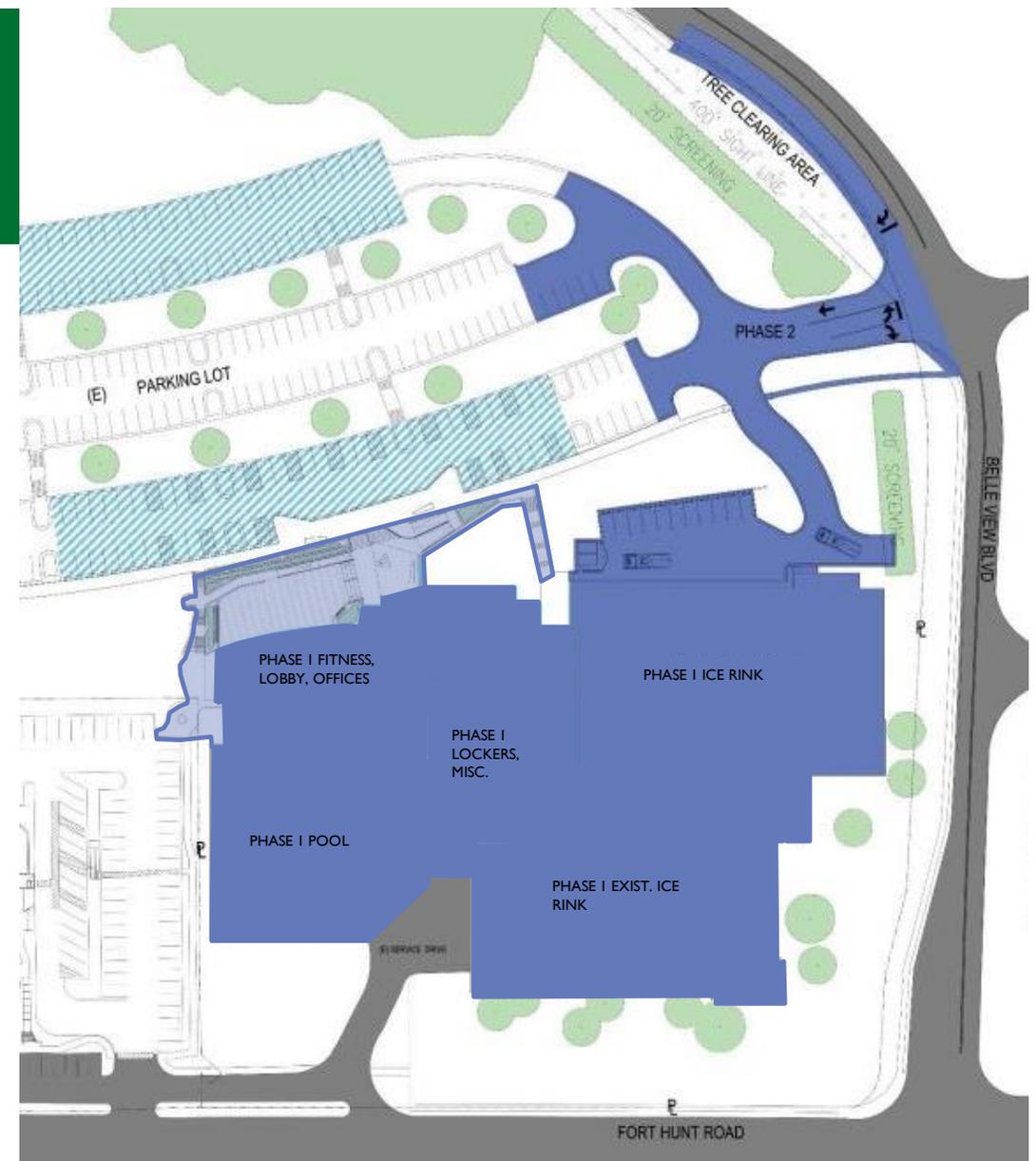
Shut down entire facility and renovate at one time

Pro's

- Better user experience – no 41-month phasing and construction impacts
- Reduces the risk of emergency shutdown
- Only 24-month construction schedule to reopen
- Potential cost savings without phasing
- No unbudgeted expenses of over \$1 million in temporary equipment rentals (chiller and dehumidification)

Con's

- Net loss of \$1.3 million, operating budget
- Impact to customers



MT VERNON PROPOSED SHUTDOWN OPERATIONS

- Re-deploy merit staff to fill existing gaps at other sites
- Re-deploy seasonal staff at other locations where need exists
- Encourage passholders and class participants to utilize other rec centers or put passes on hold
- Extend hours at GW rec center
- Move swim teams to other locations where possible
- Work with other local ice rinks to help place teams
- Offer camps at alternative locations

*STAFF RECOMMENDATION: OPTION A - FUNDING STRATEGY

\$22.5 M needed in additional funding plus \$4 million bid contingency

- Recommended Project Reallocations (after bid opening)
 - **Audrey Moore Rec Center - \$16 M**
 - Design development would continue, already dependent on 2026 Bond for construction funding so there's no schedule impact
 - **Collections Facility - \$4 M**
 - Design development would continue, already dependent on future bond funding for construction so there's no schedule impact
 - **Laurel Hill Central Green Phase II Athletic Fields - \$2.5 M**
 - Design development would continue, already dependent on future bond funding for construction so there's no schedule impact. The restroom is funded for construction.
- Bid contingency (as needed):
 - **Lee District Rec Center - \$4 M**
 - High-priority improvements at the facility would still be implemented

NEXT STEPS AND QUESTIONS

- PAB Action on March 23
- Communicate shutdown to customers
- Update drawings for full closure
- Bid in early Fall 2022
- Start construction and close facility in early 2023

DISCUSSION



PLANNING & DEVELOPMENT