Powhatan County
Parks and Recreation
Needs Assessment
2020

Table of Contents

CHAPTER ONE – EXECUTIVE SUMMARY 1

1.1 PROJECT PURPOSE AND GOAL 1
1.2 PROJECT PROCESS 1
1.3 POWHATAN COUNTY MASTER PLAN ORGANIZATION 1
1.4 SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS 1

CHAPTER TWO – ECONOMIC IMPACT OF PARKS AND RECREATION 4

2.1 KEY FINDINGS FROM THE NATIONAL STUDY 5
2.2 WHAT THE RESULTS MEAN 5
2.3 ADDITIONAL ECONOMIC BENEFITS 5
2.4 SUMMARY 6

CHAPTER THREE - COMMUNITY PROFILE 7

3.1 DEMOGRAPHIC ANALYSIS 7
3.2 METHODOLOGY 7
3.3 POWHATAN COUNTY POPULACE 9
3.4 POWHATAN COUNTY DEMOGRAPHIC IMPLICATIONS 13

CHAPTER FOUR - RECREATION TRENDS ANALYSIS 14

4.1 NATIONAL TRENDS IN RECREATION 14
4.2 NATIONAL TRENDS IN GENERAL SPORTS 15
4.3 NATIONAL TRENDS IN GENERAL FITNESS 17
4.4 NATIONAL TRENDS IN OUTDOOR RECREATION 19
4.5 NATIONAL TRENDS IN AQUATIC ACTIVITY 20
4.6 NATIONAL TRENDS IN WATER SPORTS / ACTIVITIES 21
4.7 NATIONAL AND REGIONAL PROGRAMMING TRENDS 23
4.8 LOCAL SPORT AND MARKET POTENTIAL 26
4.9 SUMMARY 28

CHAPTER FIVE - COMMUNITY NEEDS ASSESSMENT 29

5.1 QUALITATIVE INPUT SUMMARY 29
5.2 WEB-BASED SURVEY FINDINGS 30
5.3 STASTICALLY VALID SURVEY 31
5.4 NEEDS ASSESSMENT PRIORITY RANKINGS 45

CHAPTER SIX - FACILITY ASSESSMENTS AND SERVICE LEVELS ANALYSIS 47

6.1 PARK CLASSIFICATION AND PARK DESIGN PRINCIPLES 47
6.2 TECHNICAL NEEDS ANALYSIS KEY FINDINGS 56
6.3 LEVEL OF SERVICE STANDARDS - CURRENT 72

CHAPTER SEVEN - CAPITAL IMPROVEMENTS 74

7.1 SUSTAINABLE RECOMMENDATIONS – MAINTAINING WHAT WE HAVE 75
7.2 EXPANDED SERVICES RECOMMENDATIONS – IMPROVING WHAT WE HAVE 75
7.3 VISIONARY RECOMMENDATIONS – DEVELOPING NEW OPPORTUNITIES 76

7.4 CIP SUMMARY BY TIER - 2020 DOLLARS 78
7.5 10 YEAR CIP BY YEAR – 5% ESCALATOR 78
CHAPTER EIGHT - FUNDING OPTIONS 79
8.1 PRIMARY FUNDING OPTIONS 79
8.2 OTHER FUNDING OPTIONS 80
CHAPTER NINE - STRATEGIC IMPLEMENTATION 83
CHAPTER TEN - CONCLUSION 86
APPENDIX A - PARK OPERATIONS ASSESSMENT 87
APPENDIX B – ADMINISTRATION/RECREATION ORGANIZATIONAL ASSESSMENT 111

CHAPTER ONE – EXECUTIVE SUMMARY

1.1 PROJECT PURPOSE AND GOAL

The purpose of Powhatan County's Needs Assessment Phase One is to identify the needs of the community that create the foundation for the development of a roadmap for future development of recreational facilities and opportunities for the County over the next 10 years. This plan is based on recognized park planning principles and standards, and reflects input from residents and stakeholders in Powhatan, County staff, the Parks and Recreation Advisory Commission and the Board of Supervisors.

The Powhatan County Parks and Recreation Needs Assessment Phase One focuses on identifying the County's current and future recreation needs to aid County staff and decision-makers in providing and expanding and equitable distribution of recreational facilities and opportunities to Powhatan County residents and stakeholders. Primary outcomes of this phase of the Needs Assessment include:

- Documenting priorities and needs of the current and projected population growth based on data-driven input

1.2 PROJECT PROCESS

The foundation of the Needs Assessment Phase One was to incorporate a variety of data and mine local knowledge using a comprehensive stakeholder participation process and community surveys. The stakeholder input process incorporated a variety of methods that included interviews, focus group meetings, and public forums/presentations. The data generated from these critical community interactions helped to define the true unmet recreation needs of the community, as well as address key operational issues, provide recommendations for business-related changes, and strategize on how to best position the County and the Parks and Recreation Department to move forward for optimum results.

1.2.1 ELEMENTS OF THE PLAN

The planning process for the *Needs Assessment Phase One* was completed with County staff and included:

- The collection of available information
- Data analysis to community input

The data collected from the staff and community was utilized to identify key factors, issues, and concerns regarding the parks and recreation system and how the County's Parks and Recreation Department manages operations.

1.3 POWHATAN COUNTY MASTER PLAN ORGANIZATION

This *Needs Assessment Phase One* presents the overall analysis of community input. This study begins with an Executive Summary that provides an overview, and the following sections respond to the primary outcomes and determination of needs.

1.4 SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS

Following the assessment of the County's parks and recreation needs, a variety of key findings were identified to support the foundation of the *Needs Assessment Phase One.* These key findings will help to guide decision-making for the next five to ten years.

1.4.1 MARKET ANALYSIS KEY FINDINGS

- Population: The population is slightly increasing and is projected to experience an 18% population growth over the next 15 years. With a population that is growing, even if ever so slightly, park and recreation services must continue to grow and change to keep up with the population. Additionally, development will continue over the next 15 years and the parks and recreation system will need to strategically invest, develop, and maintain parks and facilities in relation to current and future housing development areas.
- Age Segmentation: Powhatan County has an unbalanced age segmentation with the largest group being 55+ with the second largest group being 35-54. Over the next 15 years, the service area is projected to continue to age as the 55+ segment will be 42.6% in 2033. The County's aging trend is significant because programs and facilities focused on an active adult (55+ population) will assume an even greater importance as the population changes in the years to come. Age segments have different likings towards activities. For example, older adults (70+) may enjoy passive recreation activities while adults (35-69) are more likely to enjoy more active recreation activities.
- Race and Ethnicity: A slightly diversified population will likely focus the County on providing traditional and non-traditional programming and service offerings while always seeking to identify emerging activities and sports.
- Households and Income: With a median and per capita household income above the Richmond Metropolitan Area and national averages, it would be important for the County to prioritize providing offerings that are first class with exceptional customer service while seeking opportunities to create revenue generation.

1.4.2 COMMUNITY INPUT KEY FINDINGS

Input from the community confirmed that Powhatan County's parks are loved by many, but there are gaps in service and amenities and additional County investment is needed to maintain and develop new parks for the growing community. Participants see the system as one that is inconsistently maintained. Unmet needs exist as the demand for services is currently outweighing the available facilities and/or existing amenities. The following summarizes the themes of community input:

ECONOMIC DEVELOPMENT THROUGH PARK DEVELOPMENT

Opportunity exists for park development to enhance and/or advance economic development. There is also an opportunity for economic development to enhance and support park development.

- Parks and recreation can play a significant role in business attraction, residential development, and the overall quality of life attributes desired by the community.
- Investment in parks reflects the community's value set and the County's overall attitude of being an active player in the betterment of the community.
- The development of parks can serve as an economic catalyst.

INVESTING IN THE EXISTING PARKS SYSTEM

- Continue to focus on reinvesting in, and maintaining existing parks.
- Opportunities exist to, in part, help meet the athletic field needs of the community.

TRAILS AND CONNECTIVITY

- Desire for a connected, accessible recreational trail system.

ADVOCACY AND AWARENESS

- Increased Communication/Marketing is needed to develop more advocacy for, and the awareness of, the parks and recreation system.

FUNDING THE PARKS AND RECREATION SYSTEM

- Creative and multiple funding strategies are required to meet the needs of the community.
- Focus on opportunities to expand partnerships to meet the recreation and athletic field needs of the community.
- Securing grant funding through multiple State-funded grant programs will be critical for funding park developments over the next 10 years.

1.4.3 PROGRAM AND FACILITY PRIORITY RANKINGS

The purpose of the Program and Facility Priority Rankings is to provide a prioritized list of facility/amenity needs and recreation program needs for the community served by the County. The analysis completed evaluated both quantitative and qualitative data.

The results of the priority rankings are tabulated into three categories: High Priority (top third), Medium Priority (middle third), and Low Priority (bottom third) and are summarized below:

OVERALL Program/Service	Priority
Fitness and Wellness Programs	High
Community Special Events	
Target Shooting	
Programs and Services for Adults 55+	
After School/Out of School Programs and Camps	
Open Swim	
Reservation/Rental of Picnic Shelters	
Outdoor Environmental Programs	
Youth Learn to Swim Programs	
Youth Baseball/Softball Programs	Medium
Water Fitness Programs/Lap Swimming	
Youth Enrichment Programs	
Archery	
Youth Soccer Programs	
Programs for People with Special Needs	
Open Gymnasium	
Reservation/Rental of Indoor Meeting Space	
Youth Basketball/Volleyball Programs	
Performing Arts Programs	
Adult Basketball/Volleyball Programs	
Tennis Lessons and Leagues	Low
Golf Lessons	
Recreation /Competitive Swim Teams	
Reservation/Rental of Athletic Fields	
Youth Lacrosse Programs	
Youth Football Programs	
Pickleball Lessons/Clinics	
Sand Volleyball Programs	

OVERALL Facility/Amenity	Priority
Walking and Biking Trails	High
Small Neighborhood Parks	
Open Space Conservation Areas/Trails	
Boating and Fishing Areas	
Shooting Ranges	
Swimming Pools/Water Parks/Splash Pads	
Community Center	
Playground	
Adventure Area	Medium
Community Gardens	
Covered Picnic Areas	
Gymnasium	
Large Communtiy Parks	
Performing Arts Venue	
Outdoor Basketball/Volleyball Courts	
Off-Leash Dog Park	
Equestrian Trails	
Environmental Education Center	
Lacrosse Fields	
Skateboarding Parks	
Meeting Rooms/Training Spaces	
Tennis Courts	
Internet Café	Low
Football Fields	
Baseball Fields	
Disc Golf Course	
Pickleball Courts	
Soccer Fields	

CHAPTER TWO – ECONOMIC IMPACT OF PARKS AND RECREATION

The following summarizes the research findings from 2015 when the National Recreation and Parks Association (NRPA) joined forces with the Center for Regional Analysis at George Mason University to estimate the impact of spending by local park and recreation agencies on the U.S. economy. The research adds to the growing body of evidence that the benefits of parks extend well beyond their role as a public amenity and an enhancement to quality of life in their communities.

The analyses covered three areas: a national-level study, state-level assessments, and economic impacts of selected case study parks. Key characteristics of the research include the following:

- The study is focused exclusively on the direct, indirect (business transactions of park agency vendors) and induced (employees spending their earnings) effects local and regional park agencies' spending have on economic activity. The research does not measure the effects of visitor spending or the benefits local and regional park agencies generate for the environment, health and wellness, and property values.
- Data for this analysis comes from the U.S. Census Bureau survey of local government employment and spending data from 1,169 local and regional park agencies accessed from NRPA's PRORAGIS database and/or park system budget data posted online. Data for the case study park analyses were supplied by the relevant park agencies.
- The analyses provide estimates of economic activity (output or the value of transactions), value added (equivalent to gross domestic product), labor income (salaries, wages and benefits) and employment (headcount jobs).

2.1 KEY FINDINGS FROM THE NATIONAL STUDY

The U.S. Census Bureau reports that local park and recreation agencies had nearly 371,000 people on their payrolls in 2015. That translates into nearly $31 billion of operations spending by these agencies. That $31 billion ripples through the U.S. economy as park and recreation employees spend their paychecks, and park and recreation agency vendors hire workers and purchase products and services to serve their clients.

As a result, $31 billion of local park and recreation agency operations spending expanded to nearly $91 billion in total economic activity during 2015. That activity boosted real gross domestic product (GDP) by $48.7 billion and supported more than 732,000 jobs that accounted for nearly $34 billion in salaries, wages and benefits across the nation.

Further, local park and recreation agencies also invested an estimated $23.2 billion on capital programs in 2015. The capital spending led to an additional $63.6 billion in economic activity, a contribution of $32.3 billion to GDP, $21.3 billion in labor-related income and nearly 378,000 jobs.

Combining the impact of operations and capital spending finds the nation's local park and recreation agencies generated $154.4 billion in economic activity in 2015, nearly $81.1 billion in value added and more than 1.1 million jobs that boosted labor income by $55.1 billion. Operations and capital spending by local and regional public park agencies generated over $154 billion in economic activity and supported almost 1.1 million jobs in 2015.

2.2 WHAT THE RESULTS MEAN

These estimates of the economic impact generated from park and recreation agency spending come from an input-output model that estimates direct, indirect and induced effects of those expenditures.

- Direct Effects are the spending by local park and recreation agencies, whether for operations or capital programs, and include spending for equipment, utilities, goods, services and personnel.
- Indirect Effects capture the spending associated with local park and recreation agencies' vendors. An example is an agency contracting with a local company to spray for mosquitoes. The pest control company will need to hire employees, purchase pesticides and contract with a bookkeeping service. The bookkeeping service rents office space, hires workers, and purchases office supplies, etc.
- Induced Effects reflect the impact of consumer spending (from wages) by park and recreation agency employees and employees working for an agency's vendors.

The model estimates the total effects on output, labor income, value added and employment. Output is essentially a measure of the value of transactions. Labor income includes salaries, wages and benefits. Value added is the measure most equivalent to GDP and includes property income, dividends, corporate profits and other measures. Employment is the number of headcount jobs. The databases used to build the economic input-output model account for fulltime versus part-time employment in the relevant sectors of the economy.

2.3 ADDITIONAL ECONOMIC BENEFITS

Powhatan County's Parks and Recreation Department generates additional economic benefits. While the figures presented in this report are significant, they represent only one aspect of the economic benefits of public parks, and consequently are conservative estimates of the full economic benefits of local parks and recreation.

Beyond the impact of local park and recreation agency spending, other critical economic contributions from public parks include:

- **Economic Development**: Parks and recreation improves the quality of life in communities and benefits the local economic development of a region. A recent survey notes that three-quarters of corporate executives' rate quality-of-life features as important factors when choosing a location for a headquarters, factory or other company facility.
- **Visitor Spending**: Many local park and recreation agency amenities spur tourism to their respective locales, generating significant economic activity, including (but not limited to) increased sales at local restaurants/bars and hotels. The August 2017 NRPA Park Pulse poll found that park and recreation amenities—such as beaches, parks, trails and secluded and relaxing places—are important to people when choosing a vacation destination.
- **Health and Wellness:** Parks and recreation promotes improved physical and mental health. This not only helps people feel better, but can also help lower medical and insurance costs for those people taking advantage of those facilities and activities. Three in five respondents to the November 2017 NRPA Park Pulse poll indicate they would take up walking or jogging in local parks, trails or around their neighborhoods if advised by their doctors to be more physically active.
- **Conservation and Resiliency:** Park and recreation agencies' protection of land, water, trees, open spaces and wildlife improves air and water quality in communities. Through effective land management methods and green infrastructure investments, parks and recreation services make communities more resilient to natural disasters, reducing disaster recovery and insurance costs, Eighty-seven percent of respondents to the 2017 NRPA Americans' Engagement with Parks Survey agree that their local government and local park and recreation agency should make the needed investments to ensure their communities are more resilient to natural disasters.
- **Property Values**: Economic research has demonstrated consistently that homes and properties located near parklands have higher values than those farther away. Higher home values not only benefit the owners of these properties but also add to the tax base of local governments. Eighty-five percent of respondents to the 2017 NRPA Americans' Engagement with Parks Survey seek high-quality park and recreation amenities when they are choosing a place to live.

2.4 SUMMARY

Park and recreation agencies advance our nation's communities in many different ways. Not only are parks leading the way in terms of conservation, health and wellness and social equity, they are also engines of significant economic activity.

The powerful impact parks and recreation has on economic activity, when combined with the ability to deliver healthier and happier communities, highlights the fact that these offerings are not merely a "nice-to-have," luxury government service. Rather, parks and recreation facilities, programs and services are a critical aspect of what makes a County, town or county a vibrant and prosperous community.

CHAPTER THREE - COMMUNITY PROFILE

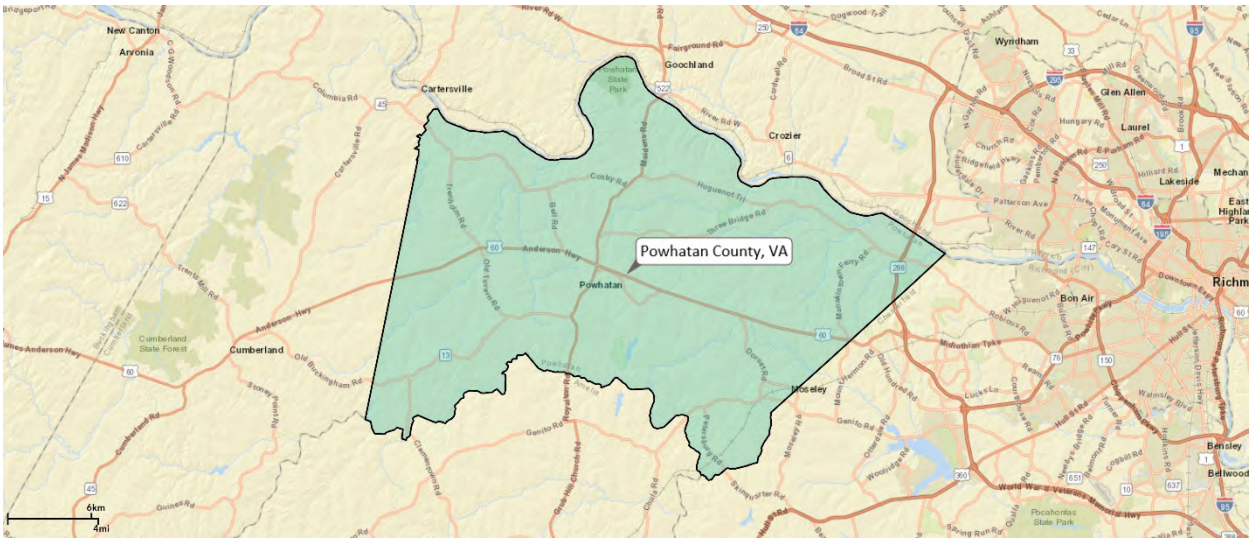
3.1 DEMOGRAPHIC ANALYSIS

The Demographic Analysis provides an understanding of the population of Powhatan County, Virginia. This analysis is reflective of the total population, and its key characteristics such as age segments, income levels, race, and ethnicity.

It is important to note that future projections are all based on historical patterns and unforeseen circumstances during or after the time of the projections could have a significant bearing on the validity of the final projections.

3.2 METHODOLOGY

Demographic data used for the analysis was obtained from U.S. Census Bureau and from ESRI, the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. All data was acquired in February 2019 and reflects actual numbers as reported in the 2010 Censuses, and estimates for 2018 and 2023 as obtained by ESRI. Straight line linear regression was utilized for projected 2028 and 2033 demographics. The Powhatan County boundaries utilized for the demographic analysis are shown below.



3.2.1 RACE AND ETHNICOUNTY DEFINITIONS

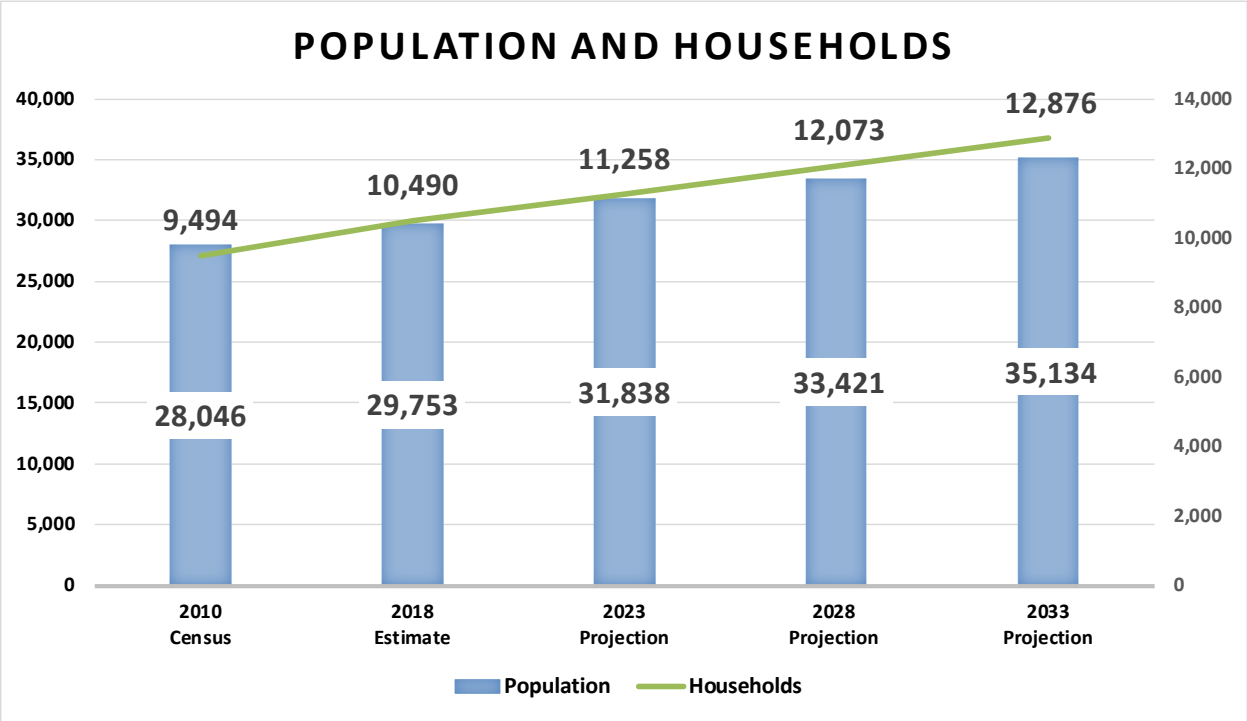
The minimum categories for data on race and ethnicity for Federal statistics, program administrative reporting, and civil rights compliance reporting are defined as below. The Census 2010 data on race are not directly comparable with data from the 2000 Census and earlier censuses; caution must be used when interpreting changes in the racial composition of the US population over time. The latest (Census 2010) definitions and nomenclature are used within this analysis.

- American Indian – This includes a person having origins in any of the original peoples of North and South America (including Central America), and who maintains tribal affiliation or community attachment
- Asian – This includes a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam
- Black – This includes a person having origins in any of the black racial groups of Africa
- Native Hawaiian or Other Pacific Islander – This includes a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands
- White – This includes a person having origins in any of the original peoples of Europe, the Middle East, or North Africa
- Hispanic or Latino – This is an ethnic distinction, a subset of a race as defined by the Federal Government; this includes a person of Mexican, Puerto Rican, Cuban, South or Central American, or other Spanish culture or origin, regardless of race

3.3 POWHATAN COUNTY POPULACE

3.3.1 POPULATION

The County's population has experienced a growing trend in recent years and is currently estimated at 29,753 individuals. Projecting ahead, the total population is expected to continue to grow slightly over the next 15 years. Based on predictions through 2033, the service area is expected to have 35,134 residents living within 12,876 households.

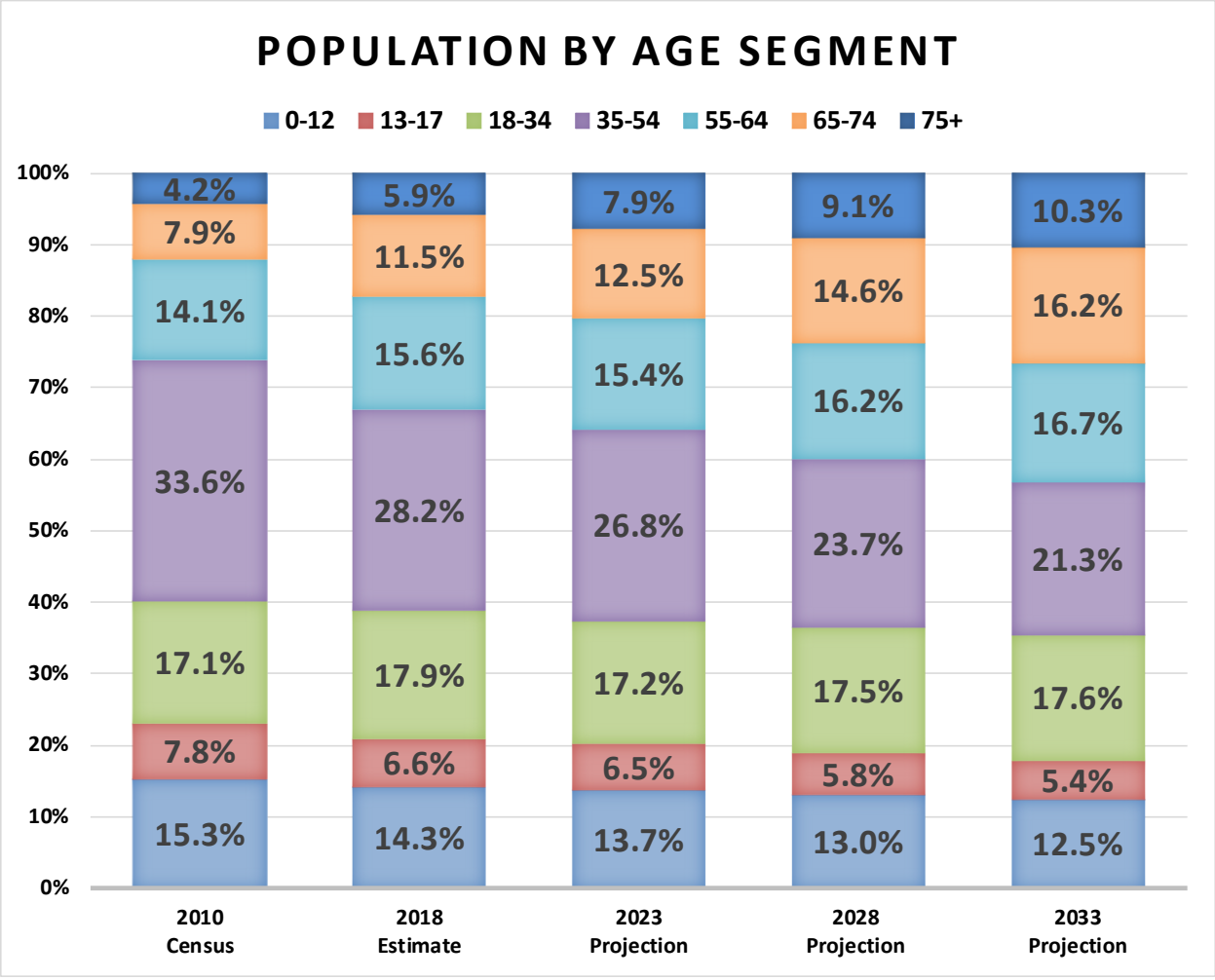


3.3.2 AGE SEGMENT

Evaluating the population by age segments, the service area exhibits a slightly unbalanced distribution among the major age segments. Currently, the largest age segment is the 55+, making up 33% of the population.

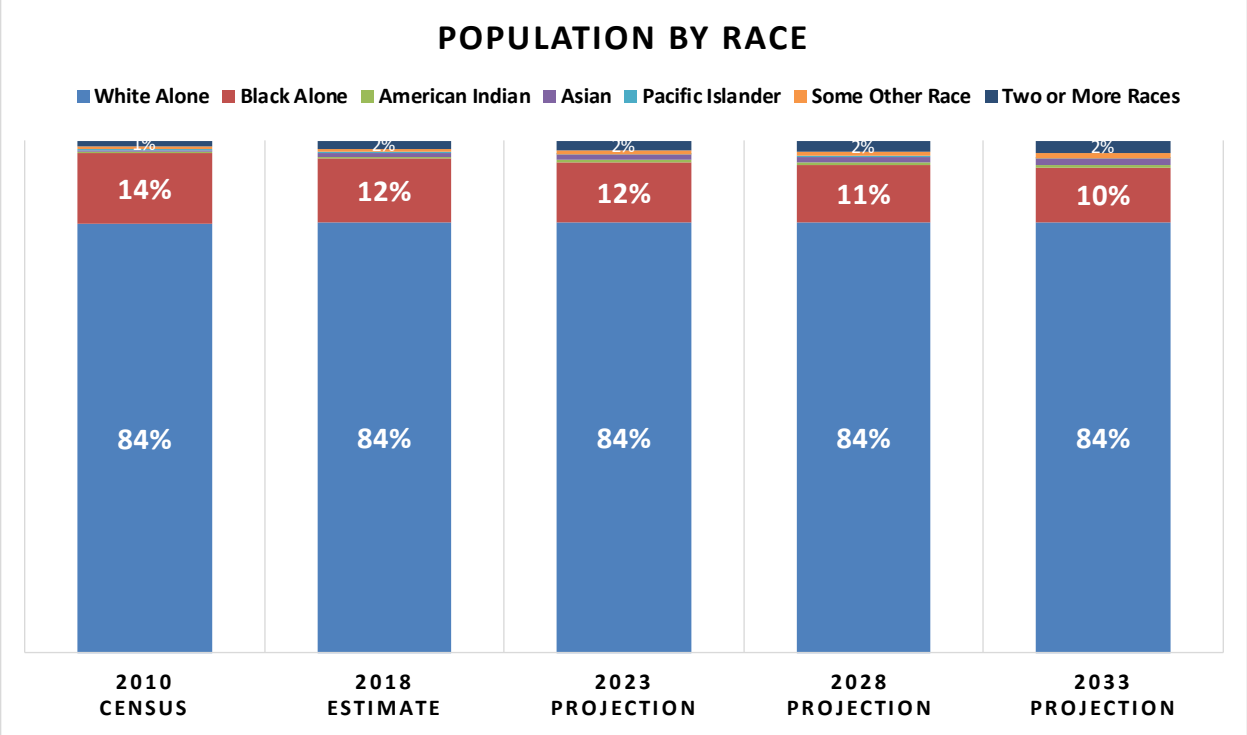
The overall age composition of the population within the County is projected to undergo an aging trend. While most of the younger age segments are expected to experience decreases in population percentage; those who are 55 and older are projected to continue increasing over the next 15 years, making up 43.2% of the population by 2033. This is assumed to be a consequence of a vast amount of the Baby Boomer generation shifting into the senior age segment.

Given the differences in how the active adults (55 and older) participate in recreation programs, the trend is moving toward having at least two to three different program age segments for older adults. When developing the park and recreation system, the County should evaluate recreation experiences that would cater to active adults who are 55-64, 65–74, and 75+ age segments.

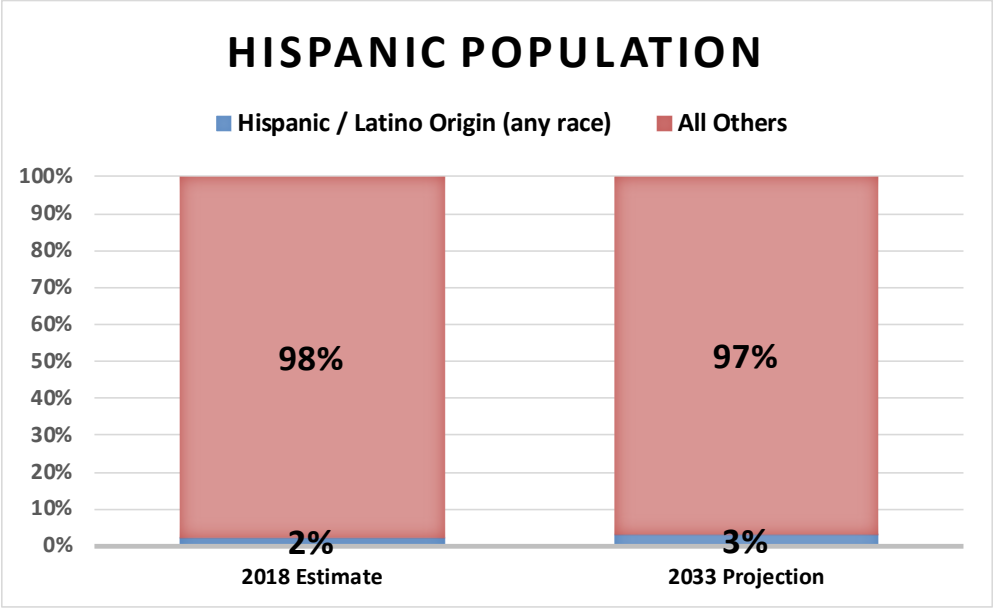


3.3.3 RACE AND ETHNICTY

In analyzing race, the service area's current populations are predominately White Alone. The 2018 estimates show that 84% of the service area's population falls into the White Alone category, while the Black Alone category (12%) represents the largest minority. The predictions for 2033 expect that the service area's population by race will stay relatively unchanged.

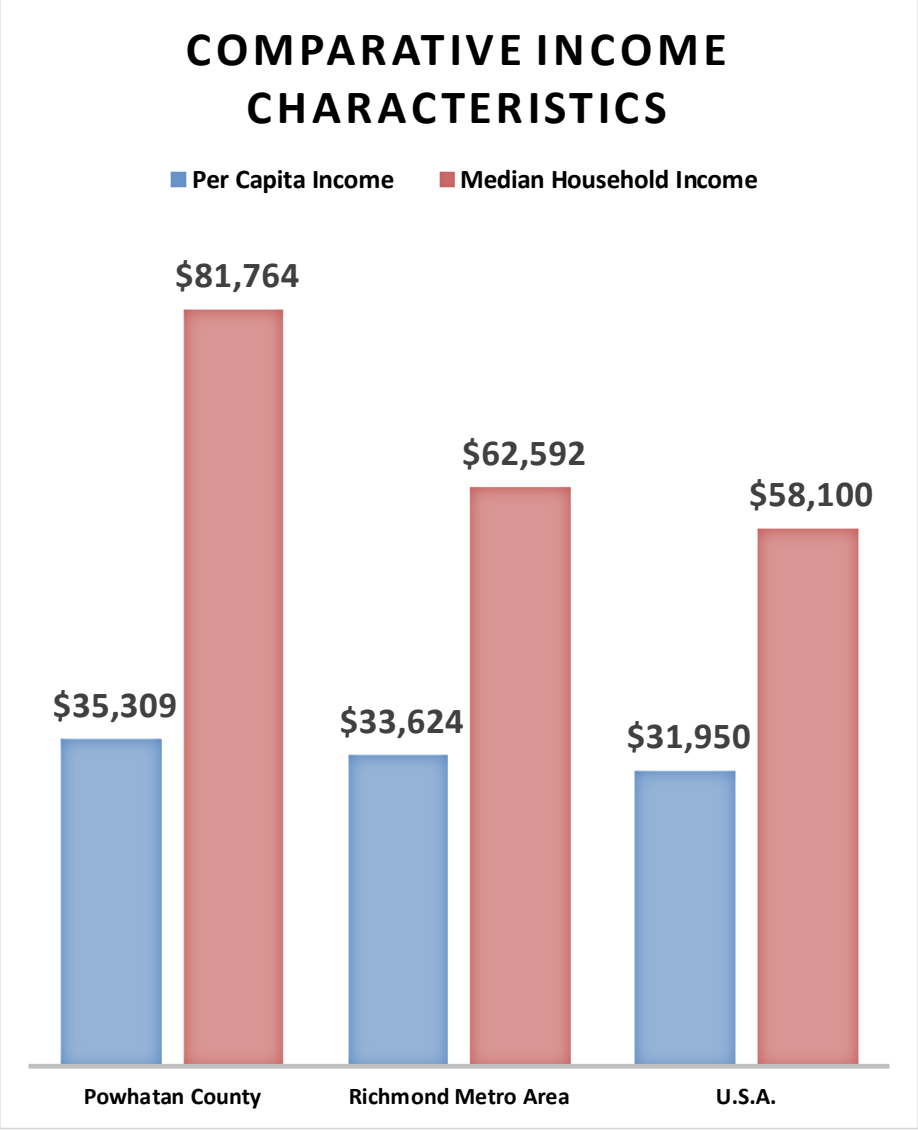


Based on the 2018 estimate, those of Hispanic/Latino origin represent 2% of the County's total population. The Hispanic/Latino population is expected to experience a slight increase to 3% by 2032.



3.3.4 HOUSEHOLDS AND INCOME

As seen in chart below, the County's per capita and median household income levels are higher than the Richmond, Virginia Metropolitan Area and national averages.



3.4 POWHATAN COUNTY DEMOGRAPHIC IMPLICATIONS

The following implications are derived from the analyses provided above. Each implication is organized by the outlined demographic information sections.

3.4.1 POPULATION

The population is slightly increasing and is projected to experience an 18% population growth over the next 15 years. With a population that is growing, even if ever so slightly, park and recreation services must continue to grow and change to keep up with the population. Additionally, development will continue over the next 15 years and the parks and recreation system will need to strategically invest, develop, and maintain parks and facilities in relation to current and future housing development areas.

3.4.2 AGE SEGMENTATION

Powhatan County has an unbalanced age segmentation with the largest group being 55+ with the second largest group being 35-54. Over the next 15 years, the service area is projected to continue to age as the 55+ segment will be 42.6% in 2033. The County's aging trend is significant because programs and facilities focused on an active adult (55+ population) will assume an even greater importance as the population changes in the years to come. Age segments have different likings towards activities. For example, older adults (70+) may enjoy passive recreation activities while adults (35-69) are more likely to enjoy more active recreation activities.

3.4.3 RACE AND ETHNICOUNTY

A slightly diversified population will likely focus the County on providing traditional and non-traditional programming and service offerings while always seeking to identify emerging activities and sports.

3.4.4 HOUSEHOLDS AND INCOME

With a median and per capita household income above the Richmond Metropolitan Area and national averages, it would be important for the County to prioritize providing offerings that are first class with exceptional customer service while seeking opportunities to create revenue generation.

CHAPTER FOUR - RECREATION TRENDS ANALYSIS

The Trends Analysis provides an understanding of national, regional, and local recreational trends. This analysis examines participation trends, activity levels, and programming trends. It is important to note that all trends are based on current and/or historical patterns and participation rates.

4.1 NATIONAL TRENDS IN RECREATION

4.1.1 METHODOLOGY

The Sports & Fitness Industry Association's (SFIA) *Sports, Fitness & Recreational Activities Topline Participation Report 2018* was utilized in evaluating the following trends:

- National Trends in Sport and Fitness Participation
- Core vs. Casual Participation
- Activity by Generation

The study is based on findings from surveys carried out in 2017 and the beginning of 2018 by the Physical Activity Council, resulting in a total of 30,999 online interviews – both individual and household surveys. A sample size of 30,999 completed interviews is considered by SFIA to result in a high degree of statistical accuracy. A sport with a participation rate of five percent has a confidence interval of plus or minus 0.27 percentage points at a 95 percent confidence interval. Using a weighting technique, survey results are applied to the total U.S. population figure of 298,325,103 people (ages six and older). The purpose of the report is to establish levels of activity and identify key participatory trends in recreation across the U.S.

CORE VS. CASUAL PARTICIPATION

In addition to overall participation rates, SFIA further categorizes active participants as either core or casual participants based on frequency. Core participants have higher participatory frequency than casual participants. The thresholds that define casual versus core participation may vary based on the nature of each individual activity. For instance, core participants engage in most fitness and recreational activities more than 50 times per year, while for sports, the threshold for core participation is typically 13 times per year.

In a given activity, core participants are more committed and tend to be less likely to switch to other activities or become inactive (engage in no physical activity) than causal participants. This may also explain why activities with more core participants tend to experience less pattern shifts in participation rates than those with larger groups of casual participants.

INACTIVITY RATES / ACTIVITY LEVEL TRENDS

SFIA also categorizes participation rates by intensity, dividing activity levels into five categories based on the caloric implication (i.e., high calorie burning, low/med calorie burning, or inactive) and the frequency of participation (i.e., 1-50 times, 50-150 times, or above) for a given activity. Participation rates are expressed as 'super active' or 'active to a healthy level' (high calorie burning, 151+ times), 'active' (high calorie burning, 50-150 times), 'casual' (high calorie burning, 1-50 times), 'low/med calorie burning', and 'inactive'. These participation rates are then assessed based on the total population trend over the last five years, as well as breaking down these rates by generation.

4.2 NATIONAL TRENDS IN GENERAL SPORTS

The sports most heavily participated in the United States were Golf (23.8 million in 2016) and Basketball (23.4 million), which have participation figures well in excess of the other activities within the general sports category. The popularity of Golf and Basketball can be attributed to the ability to compete with relatively small number of participants. Even though Golf has experienced a recent decrease in participation, it still continues to benefit from its wide age segment appeal and is considered a life-long sport. Basketball's success can be attributed to the limited amount of equipment needed to participate and the limited space requirements necessary, which make basketball the only traditional sport that can be played at the majority of American dwellings as a drive-way pickup game.

Since 2012, Rugby and other niche sports, like Boxing, Lacrosse, and Roller Hockey have seen strong growth. Rugby has emerged as the overall fastest growing sport, as it has seen participation levels rise by 82.8% over the last five years. Based on the five-year trend, Boxing for Competition (42.6%), Lacrosse (35.1%), and Roller Hockey (34.2%) have also experienced significant growth. In the most recent year, the fastest growing sports were Boxing for Competition (13.1%) and Pickleball (11.3%).

During the last five years, the sports that are most rapidly declining include Ultimate Frisbee (-39.1%), Touch Football (-22.8%), Tackle Football (-16.0%), and Racquetball (-13.4%). For the most recent year, Ultimate Frisbee (-14.9%), Badminton (-12.6%), Gymnastics (-10.7%), and Volleyball-Sand/Beach (-9.9%) underwent the largest declines.

In general, the most recent year shares a similar pattern with the five-year trends; suggesting that the increasing participation rates in certain activities have yet to peak in sports like Rugby, Lacrosse, Field Hockey, and Competitive Boxing. However, some sports that increased rapidly over the past five years have experienced recent decreases in participation, including Squash, Ice Hockey, Roller Hockey and Volleyball-Sand/Beach. The reversal of the five-year trends in these sports may be due to a relatively low user base (ranging from 1-5 million) and could suggest that participation in these activities may have peaked.

CORE VS. CASUAL TRENDS IN GENERAL SPORTS

The most popular sports, such as Basketball and Baseball, have a larger core participant base (engaged 13+ times annually) than casual participant base (engaged at least 1 time annually). Less mainstream, less organized sports such as Ultimate Frisbee, Roller Hockey, Squash, and Boxing for Competition have larger casual participation. Although these sports increased in participation over the last five years, the newcomers were mostly casual participants that may be more inclined to switch to other sports or fitness activities, resulting in the declining one-year trends.

National Participatory Trends - General Sports					
Activity	Participation Levels			% Change	
	2012	2016	2017	5-Year Trend	1-Year Trend
Golf * (2011, 2015, and 2016 data)	25,682	24,120	23,815	-7.3%	-1.3%
Basketball	23,708	22,343	23,401	-1.3%	4.7%
Tennis	17,020	18,079	17,683	3.9%	-2.2%
Baseball	12,976	14,760	15,642	20.5%	6.0%
Soccer (Outdoor)	12,944	11,932	11,924	-7.9%	-0.1%
Softball (Slow Pitch)	7,411	7,690	7,283	-1.7%	-5.3%
Football, Flag	5,865	6,173	6,551	11.7%	6.1%
Badminton	7,278	7,354	6,430	-11.7%	-12.6%
Volleyball (Court)	6,384	6,216	6,317	-1.0%	1.6%
Football, Touch	7,295	5,686	5,629	-22.8%	-1.0%
Soccer (Indoor)	4,617	5,117	5,399	16.9%	5.5%
Football, Tackle	6,220	5,481	5,224	-16.0%	-4.7%
Volleyball (Sand/Beach)	4,505	5,489	4,947	9.8%	-9.9%
Gymnastics	5,115	5,381	4,805	-6.1%	-10.7%
Track and Field	4,257	4,116	4,161	-2.3%	1.1%
Cheerleading	3,244	4,029	3,816	17.6%	-5.3%
Racquetball	4,070	3,579	3,526	-13.4%	-1.5%
Pickleball	N/A	2,815	3,132	N/A	11.3%
Ultimate Frisbee	5,131	3,673	3,126	-39.1%	-14.9%
Ice Hockey	2,363	2,697	2,544	7.7%	-5.7%
Softball (Fast Pitch)	2,624	2,467	2,309	-12.0%	-6.4%
Lacrosse	1,607	2,090	2,171	35.1%	3.9%
Wrestling	1,922	1,922	1,896	-1.4%	-1.4%
Roller Hockey	1,367	1,929	1,834	34.2%	-4.9%
Rugby	887	1,550	1,621	82.8%	4.6%
Field Hockey	1,237	1,512	1,596	29.0%	5.6%
Squash	1,290	1,549	1,492	15.7%	-3.7%
Boxing for Competition	959	1,210	1,368	42.6%	13.1%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

*2017 information not available for **Golf.** Information to be released by National Golf Foundation. Participation figures above reflect 2011, 2015, and 2016 data.

4.3 NATIONAL TRENDS IN GENERAL FITNESS

Overall, national participatory trends in fitness have experienced strong growth in recent years. Many of these activities have become popular due to an increased interest among Americans to improve their health and enhance quality of life by engaging in an active lifestyle. These activities also have very few barriers to entry, which provides a variety of options that are relatively inexpensive to participate in and can be performed by most individuals.

The most popular fitness activity, by far, is Fitness Walking, which had about 110.8 million participants in 2017, increasing 2.7% from the previous year. Other leading fitness activities based on total number of participants include Treadmill (52.9 million), Free Weights (52.2 million), Running/Jogging (50.7 million), Weight/Resistance Machines (36.2 million), and Stationary Cycling (36.0 million).

Over the last five years, the activities growing most rapidly are Non-Traditional / Off-Road Triathlons (74.7%), Trail Running (57.6%), and Aerobics (32.7%). Over the same time frame, the activities that have undergone the most decline include: Boot Camps Style Cross Training (-11.3%), Stretching (-7.5%), and Weight/Resistance Machines (-6.9%).

In the last year, activities with the largest gains in participation were Triathlon Non-Traditional/Off Road (10.1%), Running/Jogging (7.1%), and Trail Running (6.6%). From 2016-2017, the activities that had the most decline in participation were Traditional/Road Triathlon (-8.9%), Cardio Kickboxing (-3.0%), and Calisthenics/Bodyweight Exercise (-2.6%).

CORE VS. CASUAL TRENDS IN GENERAL FITNESS

It should be noted that many of the activities that are rapidly growing have a relatively low user base, which allows for more drastic shifts in terms of percentage, especially for five-year trends. Increasing casual participants may also explain the rapid growth in some activities. For instance, core/casual participation trends showed that over the last five years, casual participants increased drastically in Non-Traditional/ Off Road (119.6%) and Tai Chi (26.9%), while the core participant base of both activities experienced significantly less growth.

National Participatory Trends - General Fitness					
Activity	Participation Levels			% Change	
	2012	2016	2017	5-Year Trend	1-Year Trend
Fitness Walking	114,029	107,895	110,805	-2.8%	2.7%
Treadmill	50,839	51,872	52,966	4.2%	2.1%
Free Weights (Dumbbells/Hand Weights)	N/A	51,513	52,217	N/A	1.4%
Running/Jogging	51,450	47,384	50,770	-1.3%	7.1%
Weight/Resistant Machines	38,999	35,768	36,291	-6.9%	1.5%
Stationary Cycling (Recumbent/Upright)	35,987	36,118	36,035	0.1%	-0.2%
Stretching	35,873	33,771	33,195	-7.5%	-1.7%
Elliptical Motion Trainer*	28,560	32,218	32,283	13.0%	0.2%
Free Weights (Barbells)	26,688	26,473	27,444	2.8%	3.7%
Yoga	23,253	26,268	27,354	17.6%	4.1%
Calisthenics/Bodyweight Exercise	N/A	25,110	24,454	N/A	-2.6%
Choreographed Exercise	N/A	21,839	22,616	N/A	3.6%
Aerobics (High Impact)	16,178	21,390	21,476	32.7%	0.4%
Stair Climbing Machine	12,979	15,079	14,948	15.2%	-0.9%
Cross-Training Style Workout	N/A	12,914	13,622	N/A	5.5%
Stationary Cycling (Group)	8,477	8,937	9,409	11.0%	5.3%
Trail Running	5,806	8,582	9,149	57.6%	6.6%
Pilates Training	8,519	8,893	9,047	6.2%	1.7%
Cardio Kickboxing	6,725	6,899	6,693	-0.5%	-3.0%
Boot Camp Style Cross-Training	7,496	6,583	6,651	-11.3%	1.0%
Martial Arts	5,075	5,745	5,838	15.0%	1.6%
Boxing for Fitness	4,831	5,175	5,157	6.7%	-0.3%
Tai Chi	3,203	3,706	3,787	18.2%	2.2%
Barre	N/A	3,329	3,436	N/A	3.2%
Triathlon (Traditional/Road)	1,789	2,374	2,162	20.8%	-8.9%
Triathlon (Non-Traditional/Off Road)	1,075	1,705	1,878	74.7%	10.1%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

*Cardio Cross Trainer is merged to Elliptical Motion Trainer

4.4 NATIONAL TRENDS IN OUTDOOR RECREATION

Results from the SFIA report demonstrate a contrast of growth and decline in participation regarding outdoor/adventure recreation activities. Much like the general fitness activities, these activities encourage an active lifestyle, can be performed individually or within a group, and are not as limited by time constraints.

In 2017, the most popular activities, in terms of total participants, from the outdoor / adventure recreation category include: Day Hiking (44.9 million), Road Bicycling (38.8 million), Freshwater Fishing (38.3 million), and Camping within ¼ mile of Vehicle/Home (26.2 million).

From 2012-2017, BMX Bicycling (83.4%), Adventure Racing (56.3%), Backpacking Overnight (38.3%), and Day Hiking (30.1%) have undergone the largest increases in participation. Similarly, in the last year, activities growing most rapidly include: BMX Bicycling (10.0%), Backpacking Overnight (8.1%), and Day Hiking (6.6%).

The five-year trend shows activities declining most rapidly were In-Line Roller Skating (-20.7%), Camping within ¼ mile of Home/Vehicle (-16.5%), and Birdwatching (-9.2%). More recently, activities experiencing the largest declines were Adventure Racing (-15.7%), Traditional Climbing (-9.4%), and In-Line Roller Skating (-2.1%).

CORE VS. CASUAL TRENDS IN OUTDOOR RECREATION

Regarding the national trend of outdoor activities participation is on the rise, all activities, except for In-Line Roller Skating and Freshwater Fishing, underwent increases in casual participation over the last five years. Any decline in participation over the last five years was mainly ascribed to decreases in core participants for activities such as In-Line Roller Skating (-32.6%), Skateboarding (-10.7%), Road Bicycling (-10.4%), Camping Recreational Vehicle (-10.0%), and Archery (-3.2%).

National Participatory Trends - Outdoor / Adventure Recreation					
Activity	Participation Levels			% Change	
	2012	2016	2017	5-Year Trend	1-Year Trend
Hiking (Day)	34,519	42,128	44,900	30.1%	6.6%
Bicycling (Road)	39,790	38,365	38,866	-2.3%	1.3%
Fishing (Freshwater)	39,002	38,121	38,346	-1.7%	0.6%
Camping (< 1/4 Mile of Vehicle/Home)	31,454	26,467	26,262	-16.5%	-0.8%
Camping (Recreational Vehicle)	15,903	15,855	16,159	1.6%	1.9%
Fishing (Saltwater)	12,000	12,266	13,062	8.9%	6.5%
Birdwatching (>1/4 mile of Vehicle/Home)	13,535	11,589	12,296	-9.2%	6.1%
Backpacking Overnight	7,933	10,151	10,975	38.3%	8.1%
Bicycling (Mountain)	7,265	8,615	8,609	18.5%	-0.1%
Archery	7,173	7,903	7,769	8.3%	-1.7%
Fishing (Fly)	5,848	6,456	6,791	16.1%	5.2%
Skateboarding	6,227	6,442	6,382	2.5%	-0.9%
Roller Skating, In-Line	6,647	5,381	5,268	-20.7%	-2.1%
Bicycling (BMX)	1,861	3,104	3,413	83.4%	10.0%
Adventure Racing	1,618	2,999	2,529	56.3%	-15.7%
Climbing (Traditional/Ice/Mountaineering)	2,189	2,790	2,527	15.4%	-9.4%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

4.5 NATIONAL TRENDS IN AQUATIC ACTIVITY

Swimming is unquestionably a lifetime sport, which is most likely why it has experienced such strong participation growth among the American population. In 2017, Fitness Swimming is the absolute leader in overall participation (27.1 million) for aquatic activities, due in large part to its broad, multigenerational appeal. In the most recent year, Fitness Swimming reported the strongest growth (2.0%) among aquatic activities, while Aquatic Exercise and Competitive Swimming experienced decreases in participation.

Aquatic Exercise has had a strong participation base of 10.4 million, however it also has recently experienced a slight decrease in participants (-1.1%). Based on previous trends, this activity could rebound in terms of participation due largely to ongoing research that demonstrates the activity's great therapeutic benefit coupled with increased life expectancies and a booming senior population. Aquatic Exercise has paved the way as a less stressful form of physical activity, while allowing similar benefits as land-based exercises, such as aerobic fitness, resistance training, flexibility, and balance. Doctors are still recommending Aquatic Exercise for injury rehabilitation, mature patients, and patients with bone or joint problems. Compared to a standard workout, Aquatic Exercise can significantly reduce stress placed on weight-bearing joints, bones, and muscles, while also reducing swelling.

National Participatory Trends - Aquatics					
Activity	Participation Levels			% Change	
	2012	2016	2017	5-Year Trend	1-Year Trend
Swimming (Fitness)	23,216	26,601	27,135	16.9%	2.0%
Aquatic Exercise	9,177	10,575	10,459	14.0%	-1.1%
Swimming (Competition)	2,502	3,369	3,007	20.2%	-10.7%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

CORE VS. CASUAL TRENDS IN AQUATIC ACTIVITY

While all activities have undergone increases in participation over the last five years, most recently, casual participation (1-49 times) is increasing much more rapidly than core participation (50+ times). For the five-year timeframe, casual participants of Competition Swimming increased by 56.2%, Aquatic Exercise by 24.8%, and Fitness Swimming by 21.0%. However, core participants of Competition Swimming decreased by -6.5% and Aquatic Exercise declined by -4.6% (from 2012 to 2017).

4.6 NATIONAL TRENDS IN WATER SPORTS / ACTIVITIES

The most popular water sports / activities based on total participants in 2017 were Recreational Kayaking (10.5 million), Canoeing (9.2 million), and Snorkeling (8.3 million). It should be noted that water activity participation tends to vary based on regional, seasonal, and environmental factors. A region with more water access and a warmer climate is more likely to have a higher participation rate in water activities than a region that has long winter seasons or limited water access. Therefore, when assessing trends in water sports and activities, it is important to understand that fluctuations may be the result of environmental barriers which can greatly influence water activity participation.

Over the last five years, Stand-Up Paddling (138.9%) was by far the fastest growing water activity, followed by White Water Kayaking (33.1%), Recreational Kayaking (28.7%), and Sea/Tour Kayaking (20.8%). Although the five-year trends show water sport activities are getting more popular, the most recent year shows a different trend. From 2016-2017 Stand-Up Paddling Recreational Kayaking reflect much slower increases in participation (3.3% and 5.2%), while White Water Kayaking (-2.0%), Sea/Tour Kayaking (-5.4%) both show decreases in participation numbers.

From 2012-2017, activities declining most rapidly were Jet Skiing (-22.6%), Water Skiing (-19.4%), and Wakeboarding (-10.8%). In the most recent year, activities experiencing the greatest declines in participation included: Boardsailing/Windsurfing (-9.4%), Canoeing (-8.2%), and Scuba Diving (-7.6%).

National Participatory Trends - Water Sports / Activities					
Activity	Participation Levels			% Change	
	2012	2016	2017	5-Year Trend	1-Year Trend
Kayaking (Recreational)	8,187	10,017	10,533	28.7%	5.2%
Canoeing	9,813	10,046	9,220	-6.0%	-8.2%
Snorkeling	8,664	8,717	8,384	-3.2%	-3.8%
Jet Skiing	6,996	5,783	5,418	-22.6%	-6.3%
Sailing	3,841	4,095	3,974	3.5%	-3.0%
Water Skiing	4,434	3,700	3,572	-19.4%	-3.5%
Rafting	3,756	3,428	3,479	-7.4%	1.5%
Stand-Up Paddling	1,392	3,220	3,325	138.9%	3.3%
Wakeboarding	3,368	2,912	3,005	-10.8%	3.2%
Kayaking (Sea/Touring)	2,446	3,124	2,955	20.8%	-5.4%
Scuba Diving	2,781	3,111	2,874	3.3%	-7.6%
Surfing	2,545	2,793	2,680	5.3%	-4.0%
Kayaking (White Water)	1,878	2,552	2,500	33.1%	-2.0%
Boardsailing/Windsurfing	1,372	1,737	1,573	14.7%	-9.4%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

CORE VS. CASUAL TRENDS IN WATER SPORTS / ACTIVITIES

As mentioned previously, regional, seasonal, and environmental limiting factors may influence the participation rate of water sport and activities. These factors may also explain why all water-based activities have more casual participants than core participants, since frequencies of activities may be constrained by uncontrollable factors.

ACTIVITY BY GENERATION

Analyzing participation by age for recreational activities reveals that fitness and outdoor sports were the most common activities across all generations. Breaking down activity level by generation shows a converse correlation between age and healthy activity rates.

Generation Z (born 2000+) were the most active, with only 17.6% identifying as inactive. Approximately 65% of individuals within this generation where active in 2017; with 26.3% being active to a healthy level, 18.5% being active & high calorie, and 20.1% being casual active & low/med calorie.

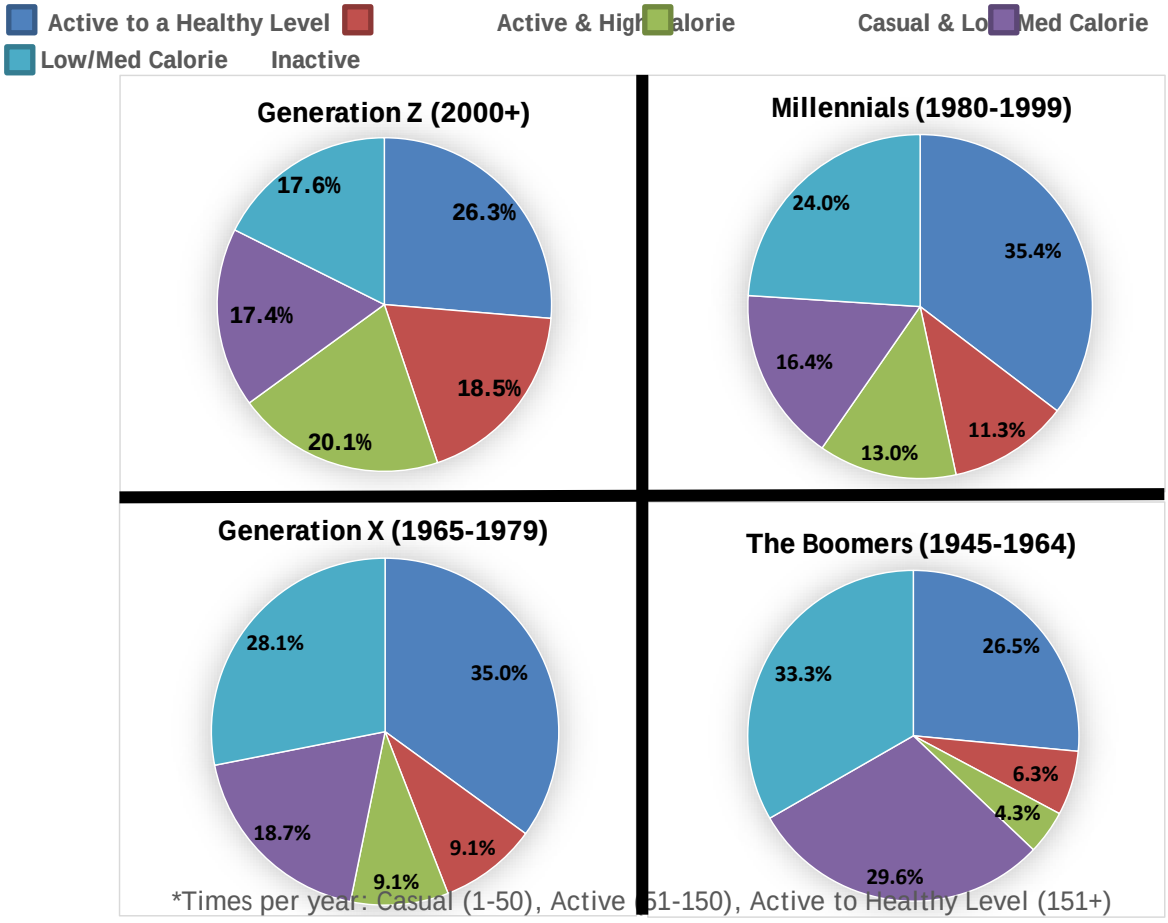
Almost half (46.7%) of **millennials (born 1980-1999)** were active to a healthy level (35.4%) or active & high calorie (11.3%), while 24.0% claimed they were inactive. Even though this inactive rate is much higher than Generation Z's (17.6%), it is still below the national inactive rate (28%).

Generation X (born 1965-1979) has the second highest active to a healthy level rate (35.0%) among all generations, only being 0.4% less than Millennials. At the same time, they also have the second highest inactive rate, with 28.1% not active at all.

The Boomers (born 1945-1964) were the least active generation, with an inactive rate of 33.3%. This age group tends to participate in less intensive activities. Approximately 34% claimed to engage in casual & low/med calorie (4.3%) or low/med calorie (29.6%) burning activities.

2017 PARTICIPATION RATES BY GENERATION

US population, Ages 6+

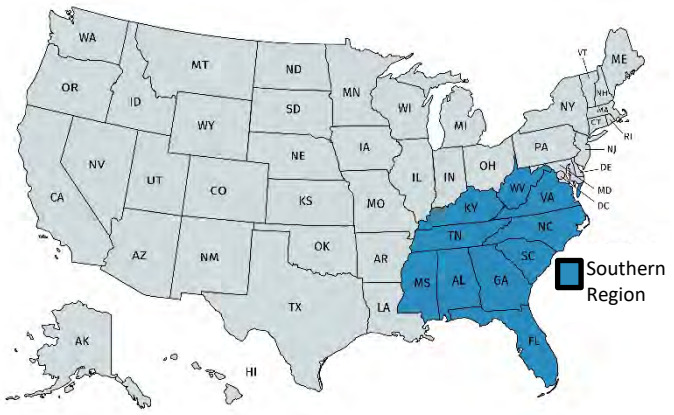


*Times per year: Casual (1-50), Active (51-150), Active to Healthy Level (151+)

4.7 NATIONAL AND REGIONAL PROGRAMMING TRENDS

PROGRAMS OFFERED BY PARK AND RECREATION AGENCIES (SOUTHERN REGION)

NRPA's *Agency Performance Review 2018* summarize key findings from NRPA Park Metrics, which is a benchmark tool that compares the management and planning of operating resources and capital facilities of park and recreation agencies. The report contains data from 1,069 park and recreation agencies across the U.S. as reported between 2015 and 2017.



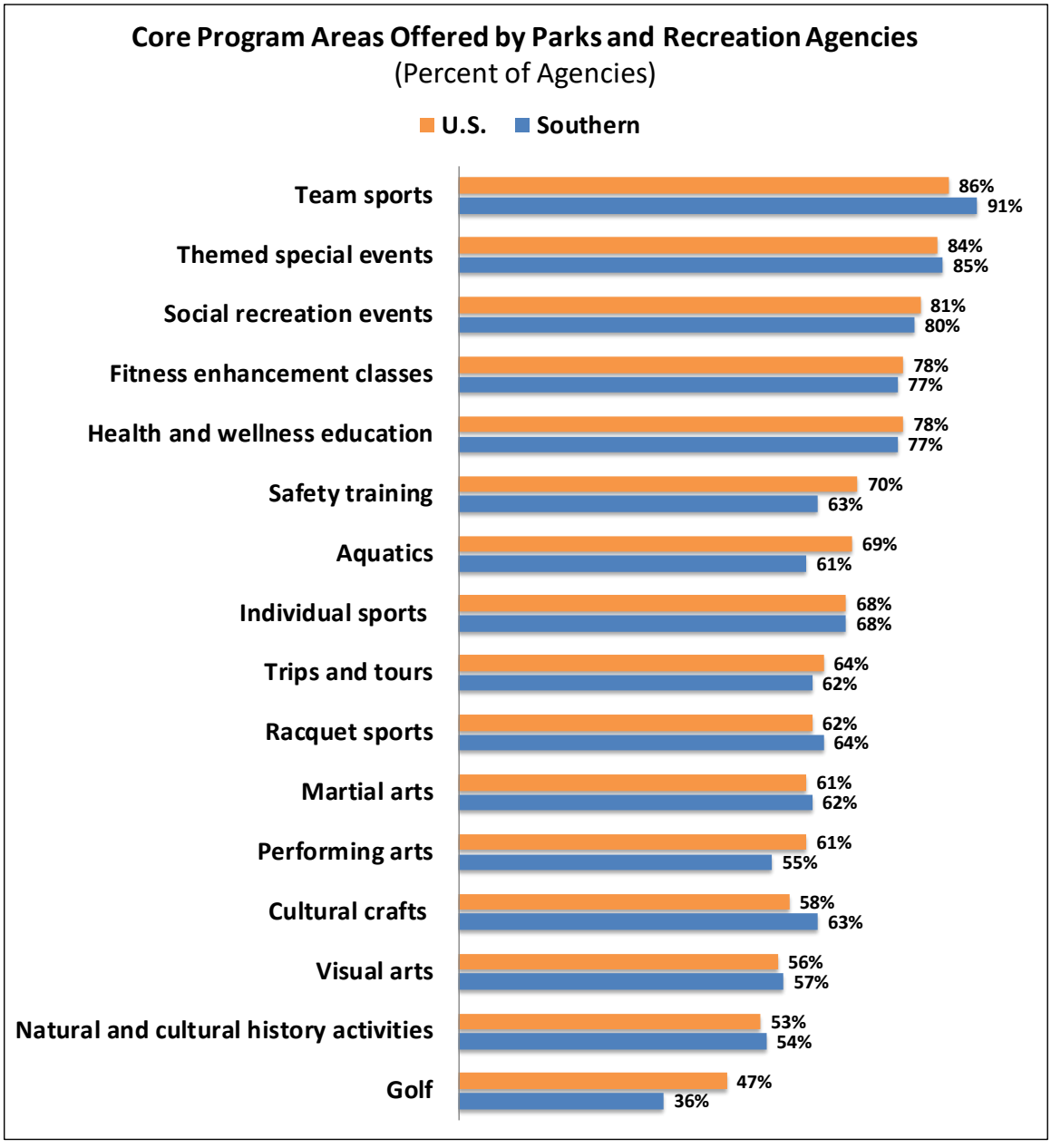
The report shows that the typical agencies (i.e., those at the median values) offer 161 programs annually, with roughly 60% of those programs being fee-based activities/events.

According to the information reported to the NRPA, the top five programming activities most frequently offered by park and recreation agencies, both in the U.S. and regionally, are described in the table below.

When comparing Southern agencies to the U.S. average, team sports, themed special events, social recreation events, fitness enhancement classes, and health and wellness education were all identified as top five most commonly provided program areas offered regionally and nationally.

Top 5 Most Offered Core Program Areas (Offered by Parks and Recreation Agencies)	
U.S. (% of agencies offering)	**Southern Region (% of agencies offering)**
• Team sports (86%)	• Team sports (91%)
• Themed special events (84%)	• Themed special events (85%)
• Social recreation events (81%)	• Social recreation events (80%)
• Fitness enhancement classes (78%)	• Fitness enhancement classes (77%)
• Health and wellness education (78%)	• Health and wellness education 77%

In general, programs offered by park and recreation agencies in the Southern Region resemble agencies nationwide. However, based on a discrepancy threshold of 5% or more, Southern agencies are offering programs such as team sports and cultural crafts, at a higher rate than the national average. Contradictory, the agencies in the South are trailing the national average in regards to safety training, aquatics, performing arts, and golf.



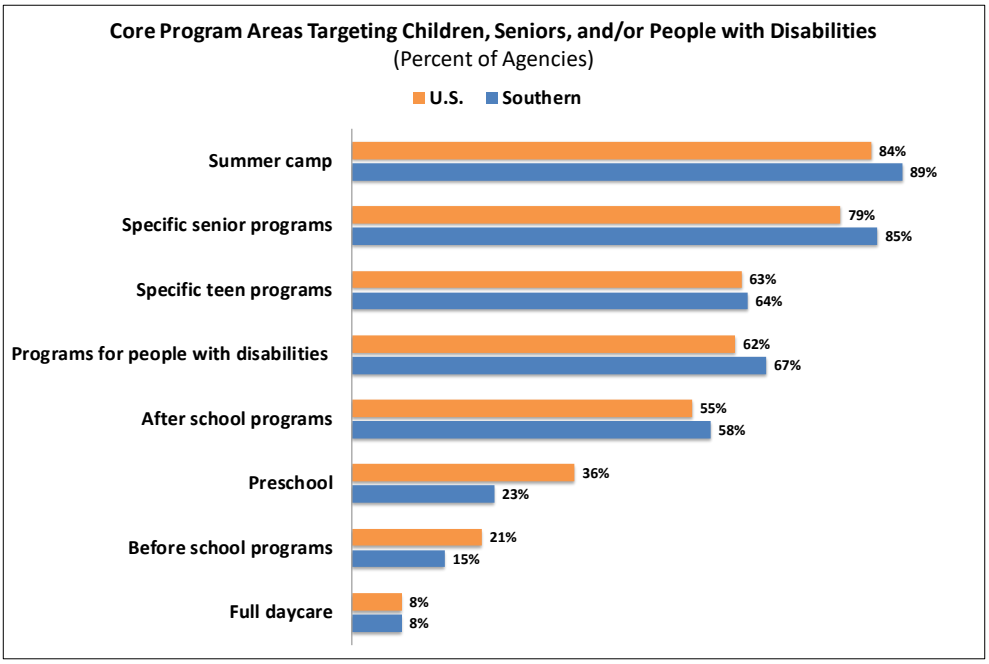
TARGETED PROGRAMS FOR CHILDREN, SENIORS, AND PEOPLE WITH DISABILITIES

For better understanding of targeted programs by age segment, the NRPA also tracks program offerings that cater specifically to children, seniors, and people with disabilities, on a national and regional basis. This allows for further analysis of these commonly targeted populations. According to the 2018 NRPA Agency Performance Review, approximately 79% of agencies offer dedicated senior programming, while 62% of park and recreation agencies provide adaptive programming for individuals with disabilities.

Based on information reported to the NRPA, the top three activities that target children, seniors, and/or people with disabilities most frequently offered by park and recreation agencies are described in the table below.

Top 3 Most Offered Core Program Areas (Targeting Children, Seniors, and/or People with Disabilities)	
U.S. (% of agencies offering)	**Southern Region (% of agencies offering)**
• Summer camp (84%)	• Summer camp (89%)
• Senior programs (79%)	• Senior programs (85%)
• Teen programs (63%)	• Programs for people with disabilities (67%)

Agencies in the Southern Region tend to offer targeted programs at a slightly higher rate than the national average. Southern agencies are offering summer camps, specific senior programs, and programs for people with disabilities at a significantly higher rate, while preschool and before school programs are the only targeted program in which Southern agencies are below the national rate.



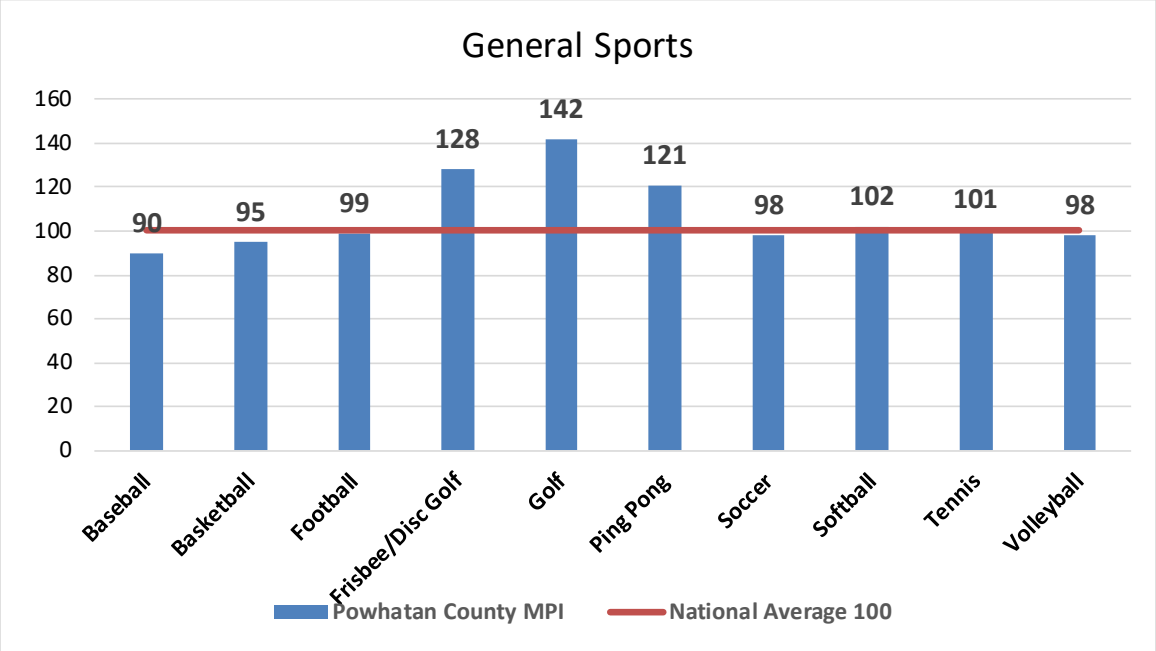
4.8 LOCAL SPORT AND MARKET POTENTIAL

The following charts show sport and leisure market potential data from ESRI. A Market Potential Data (MPI) measures the probable demand for a product or service within the County. The MPI shows the likelihood that an adult resident of the target area will participate in certain activities when compared to the US National average. The national average is 100, therefore numbers below 100 would represent a lower than average participation rate, and numbers above 100 would represent higher than average participation rate. The service area is compared to the national average in three (3) categories – general sports, fitness and outdoor activity.

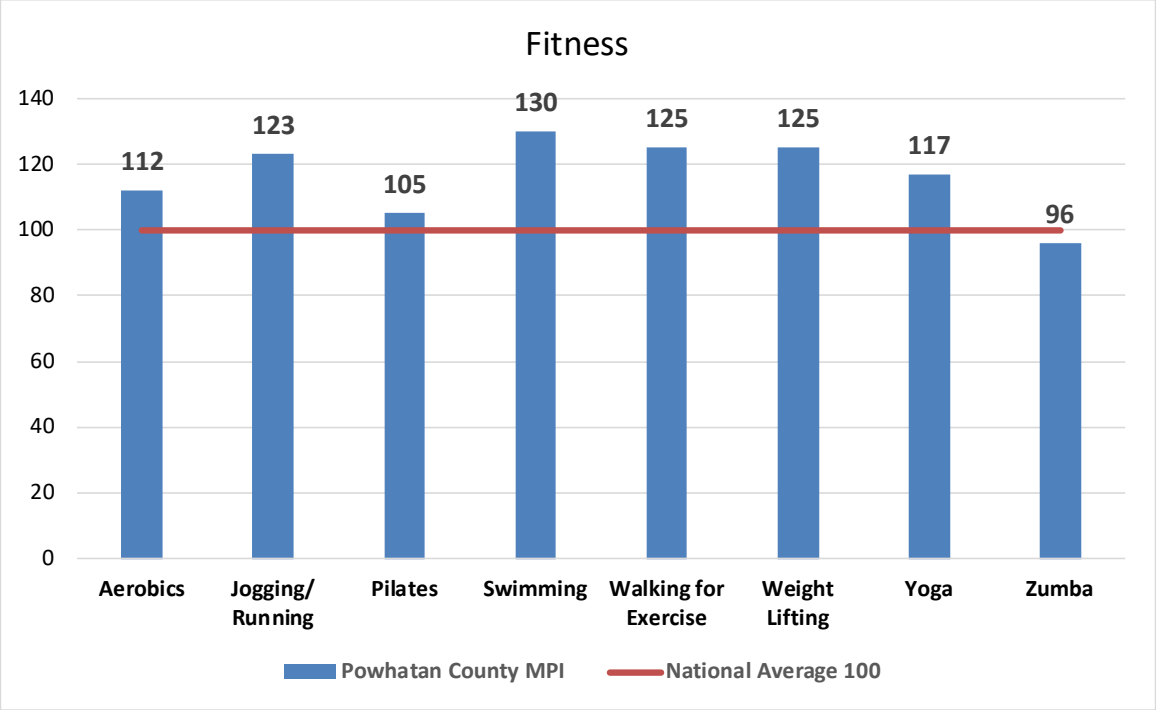
Overall, Powhatan County demonstrates average to above average market potential index (MPI) numbers; this is particularly noticeable when assessing the outdoor activity market potential table. All activities from the outdoor activity market potential table have MPI scores of 100+. Looking at the other two categories (general sports and fitness), even though they each have a few activities with MPI scores below the national averages, a majority of the activities' MPI scores are 100+. These overall MPI scores show that Powhatan County has strong participation rates when it comes to recreational activities. This becomes significant for when the County considers renovating or building new facilities/parks or starting up new programs; giving them a strong tool to estimate resident attendance.

High index numbers (100+) are significant because they demonstrate that there is a greater potential that residents of the service area will actively participate in offerings provided by the County.

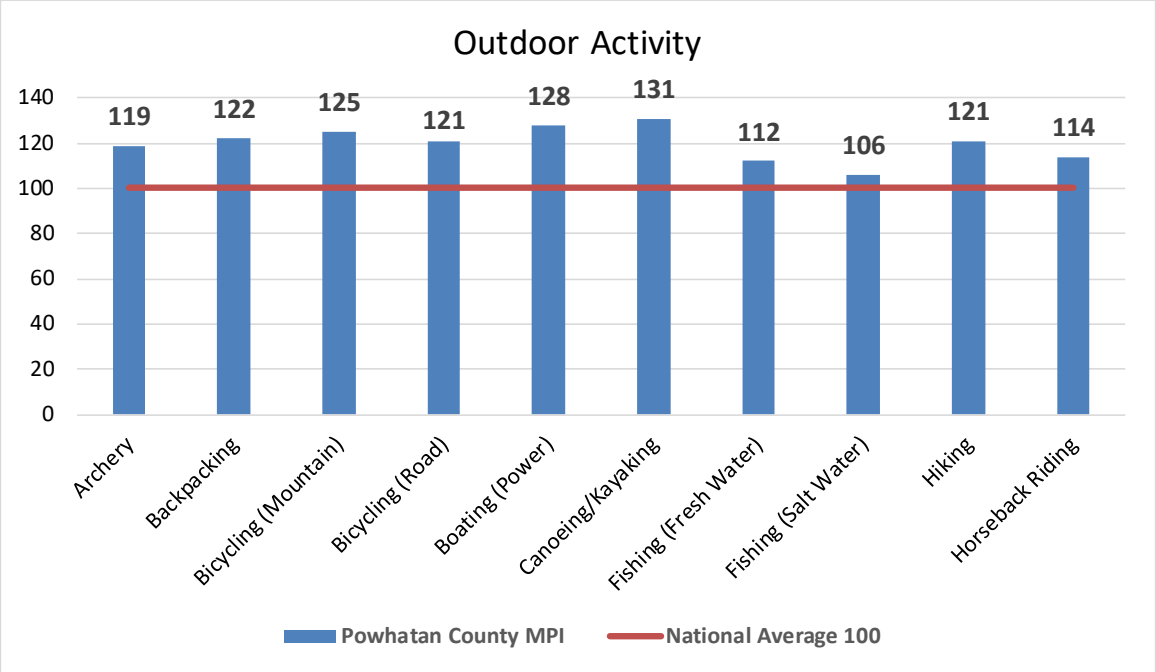
4.8.1 GENERAL SPORTS MPI



4.8.2 GENERAL FITNESS MPI



4.8.3 OUTDOOR ACTIVITY



4.9 SUMMARY

It is critically important for Powhatan County Parks and Recreation to understand the local and national participation trends in recreation activities. In doing so, the County can gain general insight into the lifecycle stage of recreation programs and activities (emerging, stable and declining) and thereby anticipate potential changes in need and demand for the programs and activities that it provides to the residents of Powhatan County. Here are some major takeaways for local and national recreation trends:

Overall,

- Golf remained the most popular sport both nationally and locally.
- Nationally, rugby has emerged as the overall fastest growing sport over the past five years and though it has yet to make its presence felt in Powhatan County.
- Ultimate Frisbee, tackle football and touch football are losing participants both locally and nationally.
- All listed aquatic activities have experienced strong participation growth, both locally and nationally. Swimming on a team saw significant increases in casual participation.
- Fitness walking remained the most popular fitness activity nationally and will likely grow in popularity in Powhatan County.
- Outdoor recreational activities are on the rise nationally. Hiking is extremely popular both nationally and locally.
- Based on national measurements, income level has a negative impact on inactivity rate. Lower income households tend to have higher inactivity rate. Age is also a significant factor to inactivity level. Generation Z (age 6-17) had the lowest inactivity rate while the boomers (age 55+) had the highest inactivity rate.
- Besides income and age factors, non-participants are more likely to join sports or fitness activities if a friend accompanies them.
- Ownership of health and fitness tracking devices has increased in recent years.

CHAPTER FIVE - COMMUNITY NEEDS ASSESSMENT

The efforts in creating this Needs Assessment Phase One were based in an evaluation of existing resources and capacity as well as community input. Thus, a key consideration to creating a vision for parks and recreation in Powhatan County is to understand current community values, needs, and desires. The assessment of these values is accomplished by triangulating information generated from focus groups with staff, public input received via the project website, a statistically valid survey, and reinforced through intercept and electronic surveys. The surveys were written to reflect issues and wishes that emerged from the qualitative data gathered through discussions with staff. Triangulation occurs when findings of the qualitative work is supported by the quantitative work. The following sections discuss this process and resulting findings.

5.1 QUALITATIVE INPUT SUMMARY

In the spring of 2019, the consultant team conducted a series of focus group meetings in partnership with County staff that included representatives from various stakeholder groups, including the school district, the Chamber of Commerce, athletic organizations and the development community. The results of these focus group discussions, as well as the input received via the project website, were condensed to a series of key themes that emerged.

Discussion with staff, community leaders and citizens revealed the following key themes related to parks and recreation in Powhatan County.

ECONOMIC DEVELOPMENT THROUGH PARK DEVELOPMENT

Opportunity exists for park development to enhance and/or advance economic development. There is also an opportunity for economic development to enhance and support park development.

- The Parks and Recreation Department can play a significant role in business attraction, residential development, and the overall quality of life attributes desired by the community.
- Investment in parks reflects the community's value set and the County's overall attitude of being an active player in the betterment of the community.
- The development of parks can serve as an economic catalyst.

INVESTING IN THE EXISTING PARKS SYSTEM

- Continue to focus on reinvesting in, and maintaining existing parks.
- Opportunities exist to, in part, help meet the athletic field needs of the community.

TRAILS AND CONNECTIVITY

- Desire for a connected, accessible recreational trail system.

ADVOCACY AND AWARENESS

- Increased Communication/Marketing is needed to develop more advocacy for, and the awareness of, the parks and recreation system.

FUNDING THE PARKS AND RECREATION SYSTEM

- Creative and multiple funding strategies are required to meet the needs of the community.
- Community is generally supportive of investing in parks and recreation.

- Focus on opportunities to expand partnerships to meet the recreation and athletic field needs of the community.
- Securing grant funding through multiple State-funded grant programs will be critical for funding park developments over the next 10 years.

5.2 WEB-BASED SURVEY FINDINGS

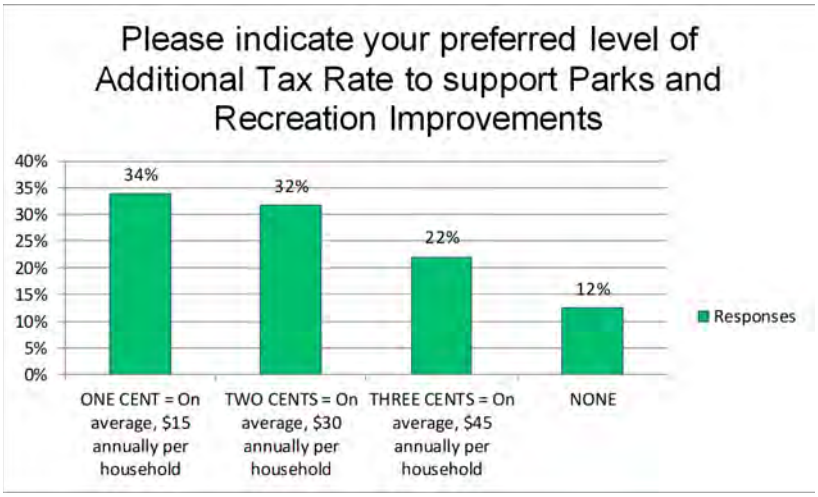
As part of the community input process, the consultant team, in conjunction with the Parks and Recreation Department, conducted an on-line, Survey Monkey survey in May of 2019 for a better understanding of the preferences and satisfaction levels of County residents in relation to parks, facilities and recreation activities. Results of the 540 completed surveys are as follows:

5.2.1 PROGRAM/SERVICE AND FACILITY IMPORTANCE

PROGRAMS AND SERVICES	
After School/Out of Scool Programs and Camps	High
Youth Baseball/Softball Programs	
Community Special Events	
Fitness and Wellness Programs	
Youth Learn to Swim Programs	
Target Shooting	
Programs for People with Special Needs	
Youth Enrichment Programs	
Programs and Services for Adults 55+	Medium
Youth Soccer Programs	
Outdoor Environmental Programs	
Reservaton/Rental of Picnic Shelters	
Youth Basketball/Volleyball Programs	
Open Swim	
Performing Arts Programs	
Youth Football Programs	
Reservation of Athletic Fields	
Archery	
Open Gymnasium for Drop-In/Pick-Up Basketball/Volleyball	
Water Fitness Programs/Lap Swimming	Low
Youth Lacrosse Programs	
Adult Basketball/Volleyball Programs	
Reservation/Rental of Indoor Meeting Space	
Tennis Lessons and Leagues	
Recreation/Competitive Swim Teams	
Pickleball Lessons/Clinics/Leagues	
Golf Lessons	
Sand Volleyball Programs	

FACILITIES AND AMENITIES	
Soccer Fields	High
Outdoor Basketball/Volleyball Courts	
Lacrosee Fields	
Gymnasium	
Equestrian Trails	Medium
Community Center	
Walking and Biking Trails	
Football Fields	
Community Gardens	
Open Space Conservation Areas/Trails	
Performing Arts Venue	Low
Shooting Ranges (archery, target shooting)	
Small neighborhood parks	
Boating and Fishing Areas	
Large Community Parks	
Covered Picnic Areas	
Disc Golf Course	
Adventure Area (Ropes Course, Zipline, etc.)	
Skateboarding Parks	
Tennis Courts	
Swimming Pools/Water Parks/Splash Pads	
Baseball Fields	
Environmental Education Center	
Off-Leash Dog Parks	
Pickleball Courts	
Softball Fields	
Internet Cafe	
Meeting Rooms/Training Spaces	

5.2.2 FUNDING THE PARKS AND RECREATION SYSTEM



5.3 STASTICALLY VALID SURVEY

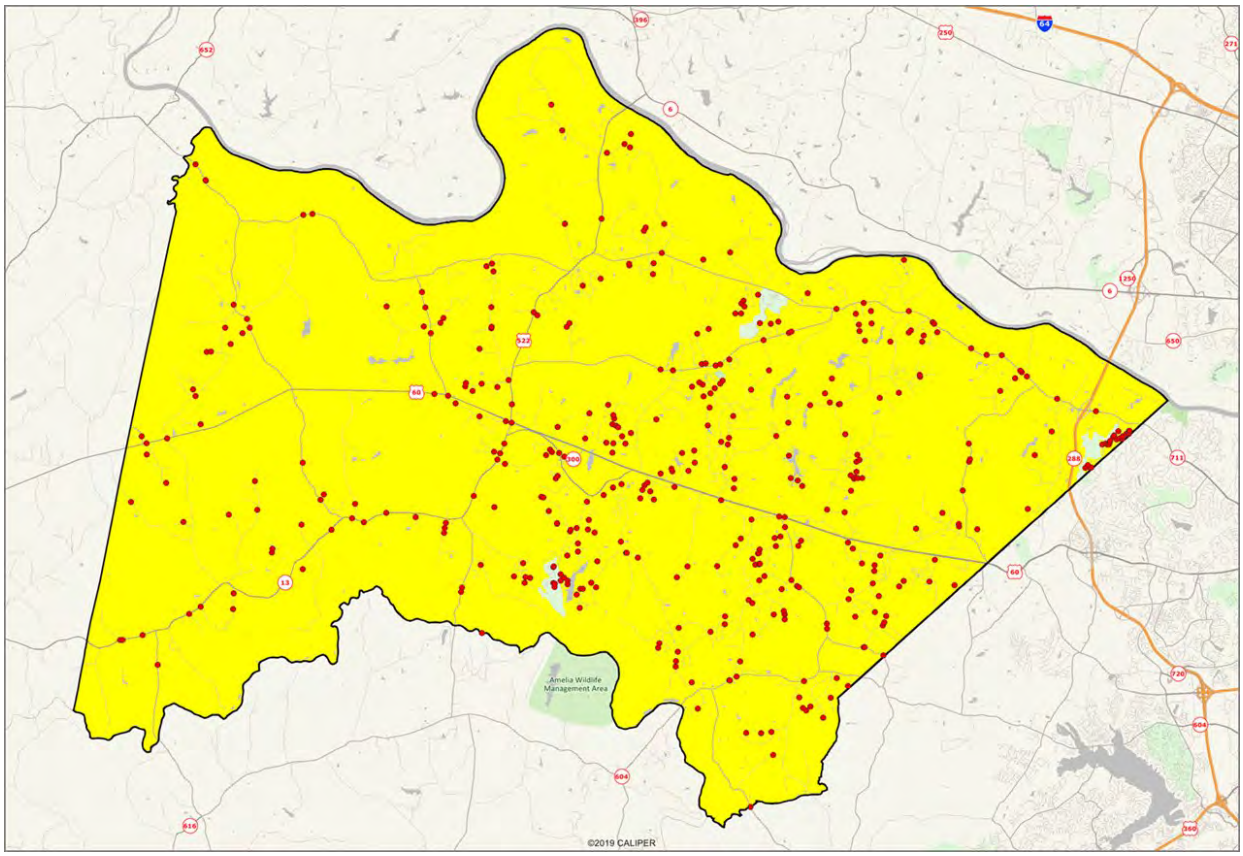
5.3.1 OVERVIEW

ETC Institute administered a needs assessment survey for Powhatan County during the April of 2019. The survey was administered as part of the County's Parks and Recreation Needs Assessment for their residents. The survey results will aid the County in taking a resident-driven approach to making decisions that will enrich and positively affect the lives of residents.

5.3.2 METHODOLOGY

ETC Institute mailed a survey packet to a random sample of households in Powhatan County. Each survey packet contained a cover letter, a copy of the survey, and a postage-paid return envelope. Residents who received the survey were given the option of returning the survey by mail or completing it on-line.

The goal was to obtain completed surveys from at least 350 resident households. The goal was exceeded with a total of 421 resident households completing the survey. The overall results for the sample of households have a precision of at least +/-4.8% at the 95% level of confidence. The following scatterplot graph indicates where completed surveys were received from residents in Powhatan County.



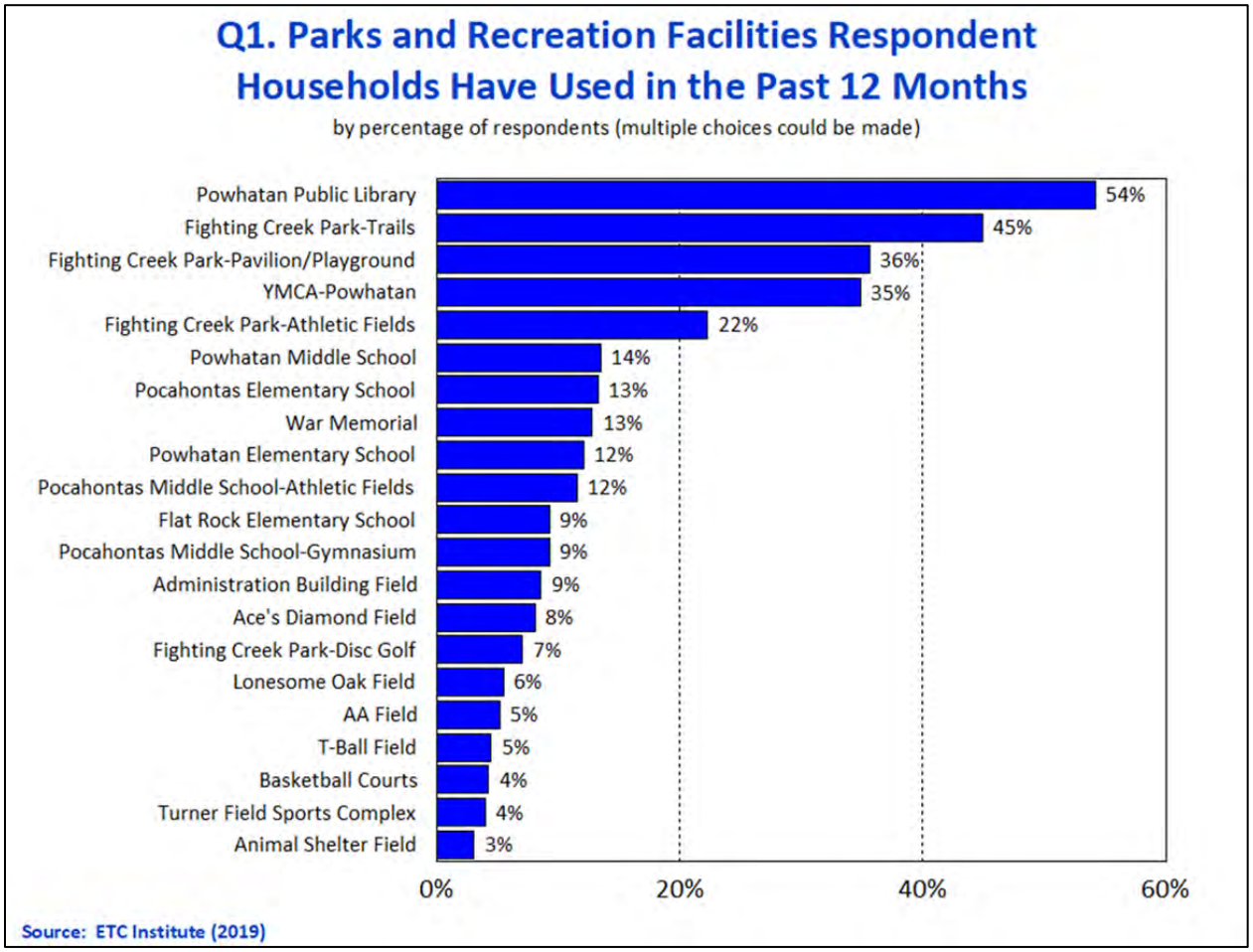
The major findings of the survey are summarized below and on the following pages. Complete survey results are provided as a separate document.

5.3.3 PARK AND FACILITY UTILIZATION AND CONDITION RATINGS

- **Utilization:**
  - Fifty-four (54%) of households used Powhatan Public Library over the past 12 months.
  - Forty-five percent (45%) of households used Fighting Creek Park Trails over the last 12 months.
  - Thirty-six percent (36%) of households used the Fighting Creek Park Pavilion/Playground over the last 12 months.
  - Thirty-five percent (35%) of households used the YMCA-Powhatan over the last 12 months.
  - Twenty-two percent (22%) of households used the Fighting Creek Park Athletic Fields over the last 12 months.

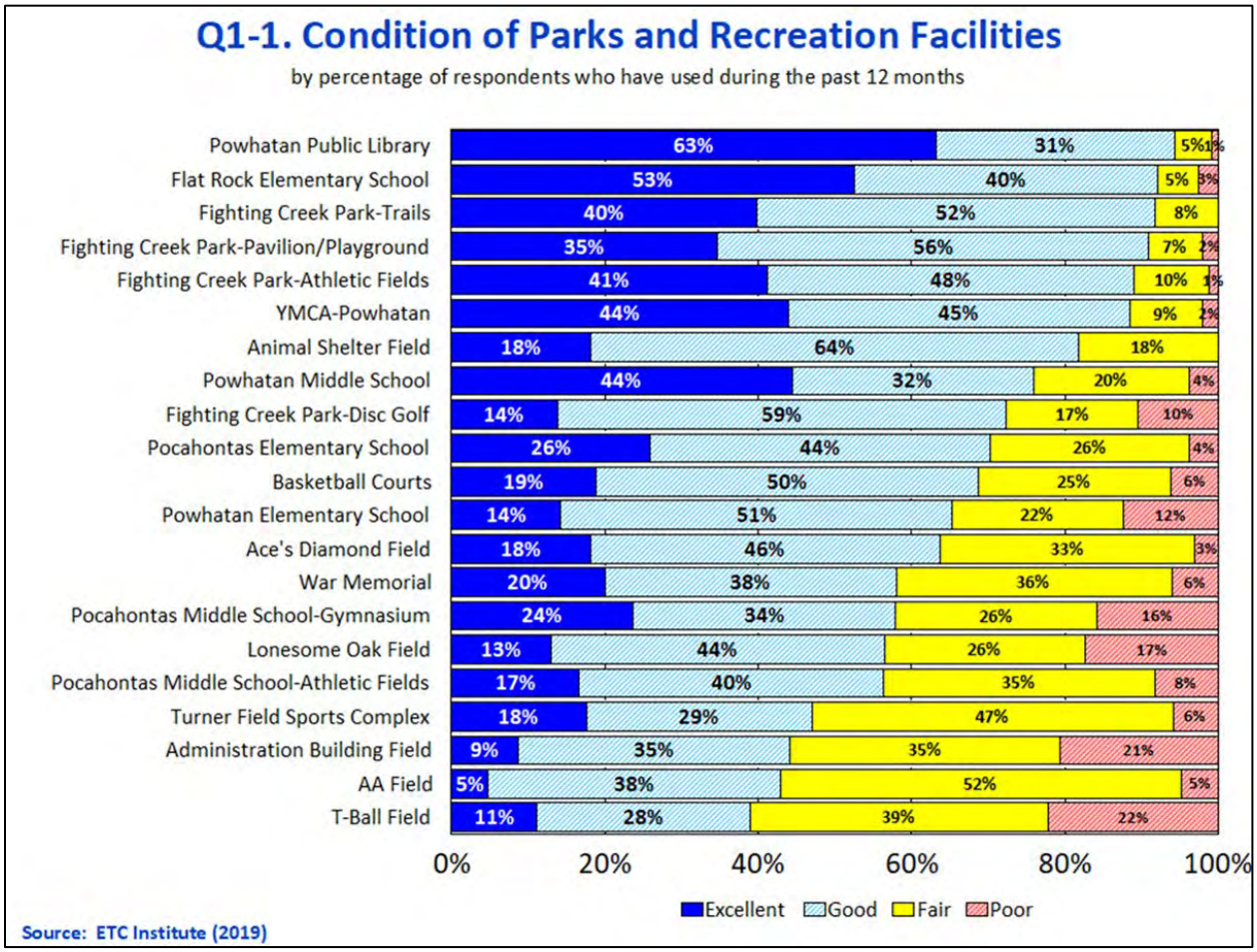
The national benchmark for park utilization is 81%.

The national benchmark for trail utilization is 81%.



- **Condition Ratings of Parks:**
  - Sixty-three percent (63%) of households rated the condition of the Powhatan Public Library as excellent.
  - Fifty-three percent (53%) of households rated the condition of Flat Rock Elementary School (athletic fields) as excellent.
  - The condition of all amenities at Fighting Creek Park were rated as excellent by at least thirty-five percent of households.
  - The condition of all other parks, athletic fields, and facilities in the system were rated as excellent by no more than 26% of households.

The national benchmark for excellent is 31%.

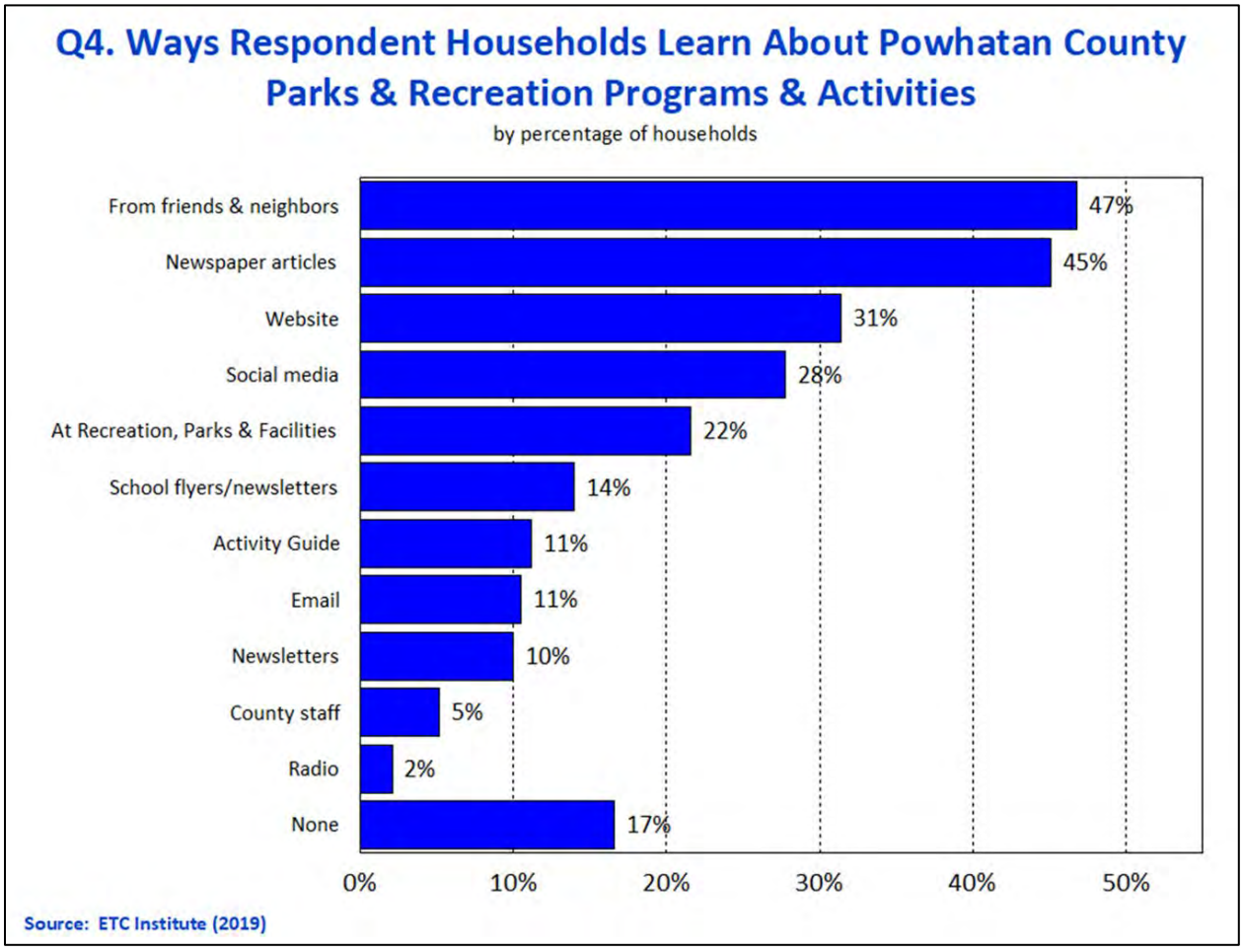


5.3.4 WAYS HOUSEHOLDS LEARN ABOUT PARKS AND RECREATION

- **From Friends and Neighbors Was the Most Utilized Source of Information When Learning About Program and Activity Offerings.**
  - Forty-seven percent (47%) of households indicated they utilize friends and neighbors as an information source.
  - Other most used sources include:
    - Newspaper articles (45%),
    - Website (31%).
    - Social Media (28%).
    - At Recreation, Parks & Facilities (22%).

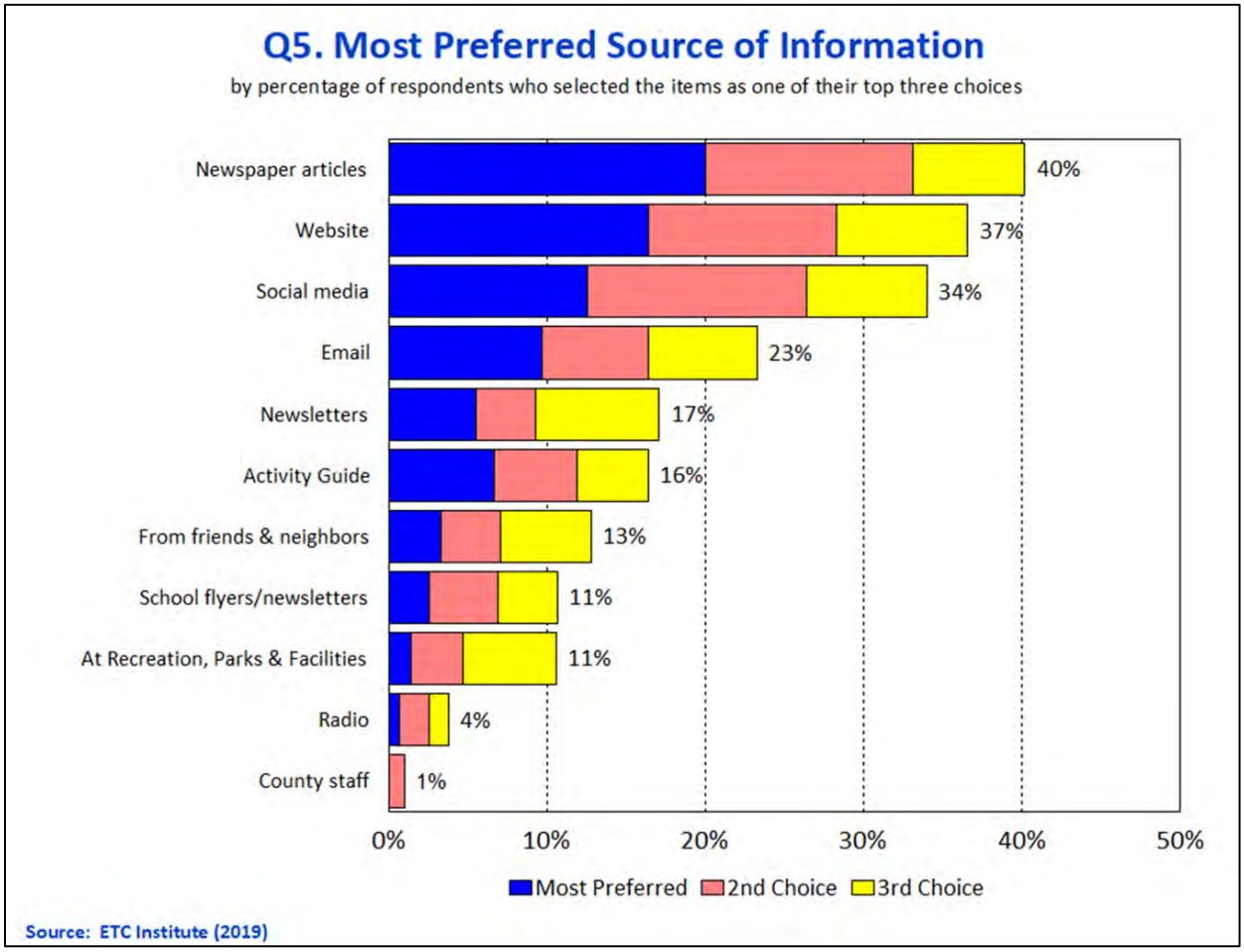
The national benchmark for from friends and neighbors is 43%.

The national benchmark for newspaper is 37%.



5.3.5 WAYS HOUSEHOLDS **WOULD PREFER TO LEARN** ABOUT PARKS AND RECREATION

- **Newspaper Articles is the Most Preferred Source of Information When Learning About Parks and Recreation Offerings.**
  - Forty percent (40%) of households indicated they would prefer to receive newspaper articles as an information source.
  - Other most preferred sources include:
    - Website (37%).
    - Social Media (34%).
    - Email (23%).

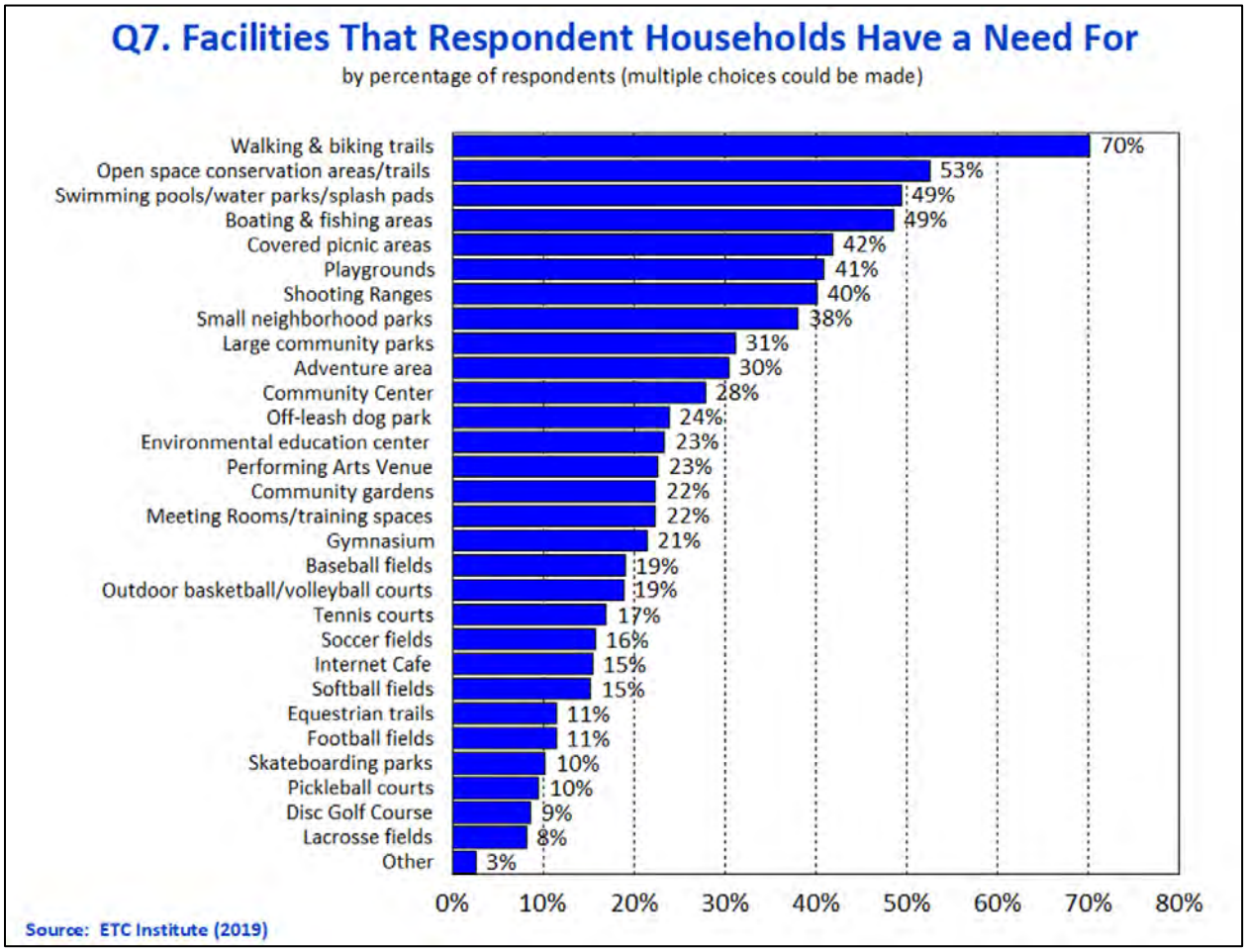


5.3.6 FACILITY NEEDS, UNMET NEEDS AND IMPORTANCE

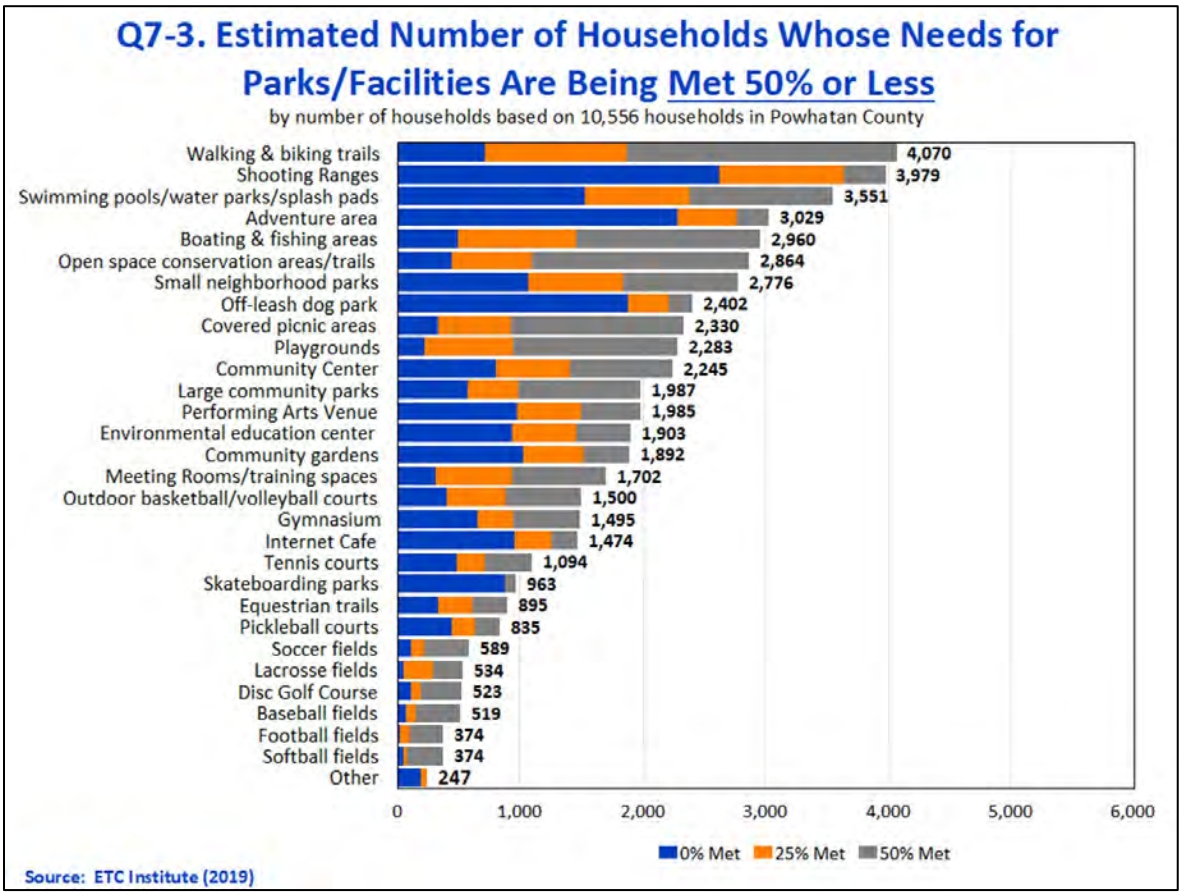
Respondents were asked to indicate from a list of facilities/amenities whether or not they had a need. If the respondent indicated a need for the facility, they were then asked to rate how well their needs were being met.

- **Facility Needs:**
  - Seventy percent (70%) indicated a need for trails.
  - Other most needed facilities include:
    - Open space conservation areas/trails (53%).
    - Swimming pools/water parks/splash pads (49%).
    - Boating and fishing areas (49%).
    - Covered picnic areas (42%).

National benchmark for trails is 70%

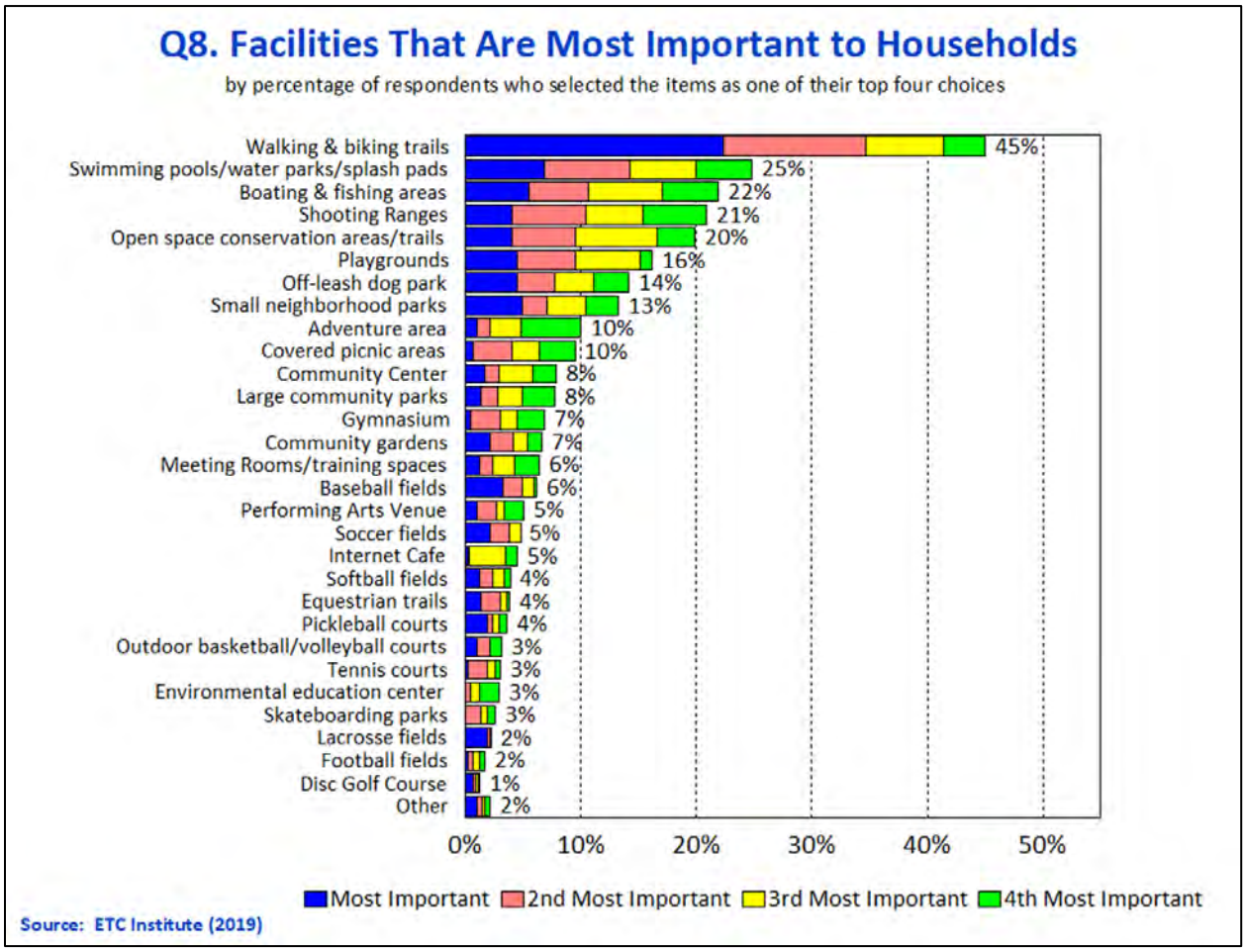


- **How Well Household Needs Are Being Met for Facilities:**
    - Based on the number of households who indicated their needs were only being met 50% or less, 4,070 households indicated an unmet need for walking and biking trails.
    - Other unmet needs include:
        - Shooting ranges (3,979 households).
        - Swimming pools/water parks/splash pads (3,551 households).
        - Adventure area (3,029 households).
        - Boating and fishing areas (2,960 households).



- **Facility Importance:**
  - Based on the sum of respondents' top four choices, 45% indicated walking and biking trails were the most important to their household.
  - Other most important facilities include:
    - Swimming pools/water parks/splash pads (25%).
    - Boating and fishing areas (22%)
    - Shooting ranges (21%)
    - Open space conservation areas/trails (20%)

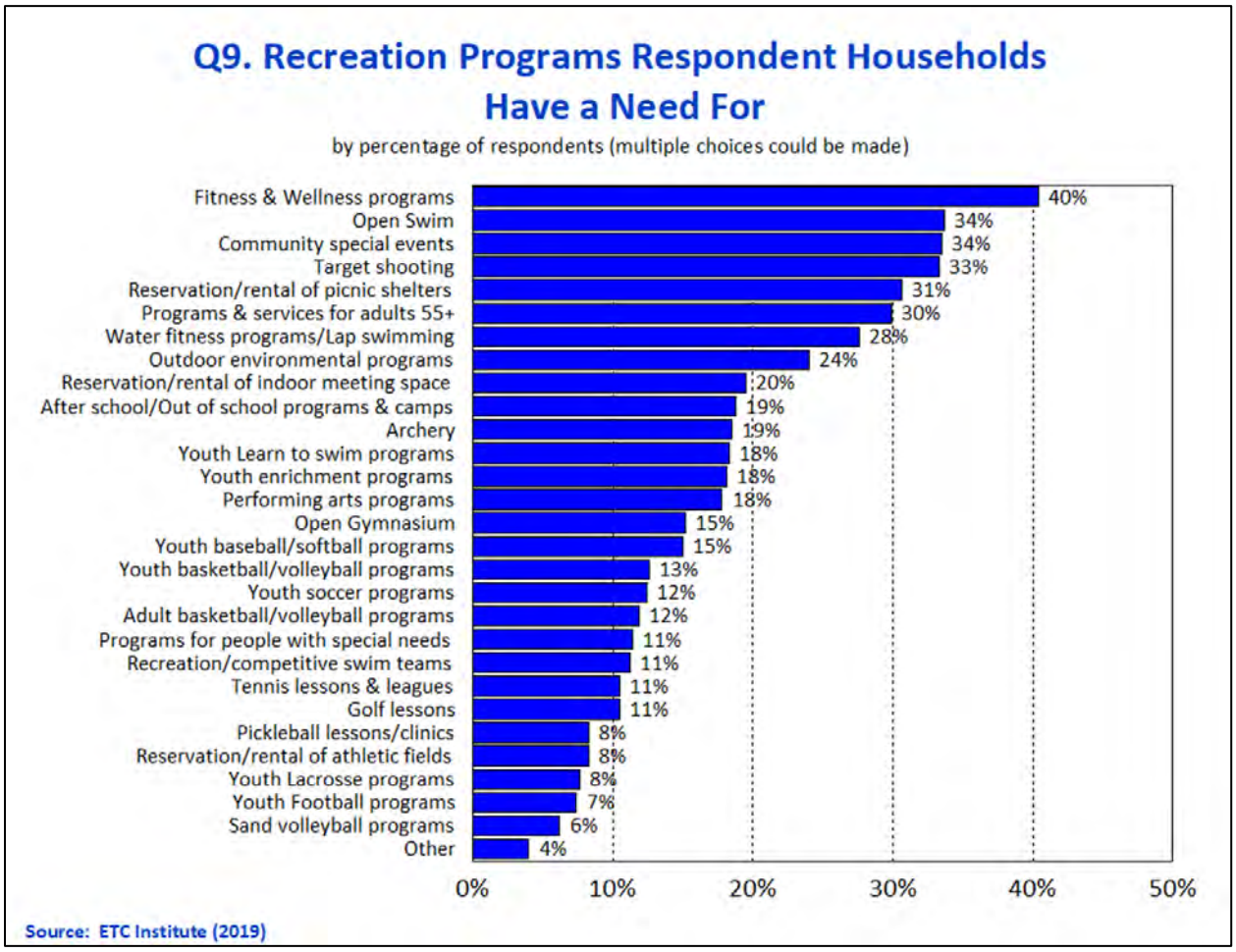
National benchmark for trails is 42%.



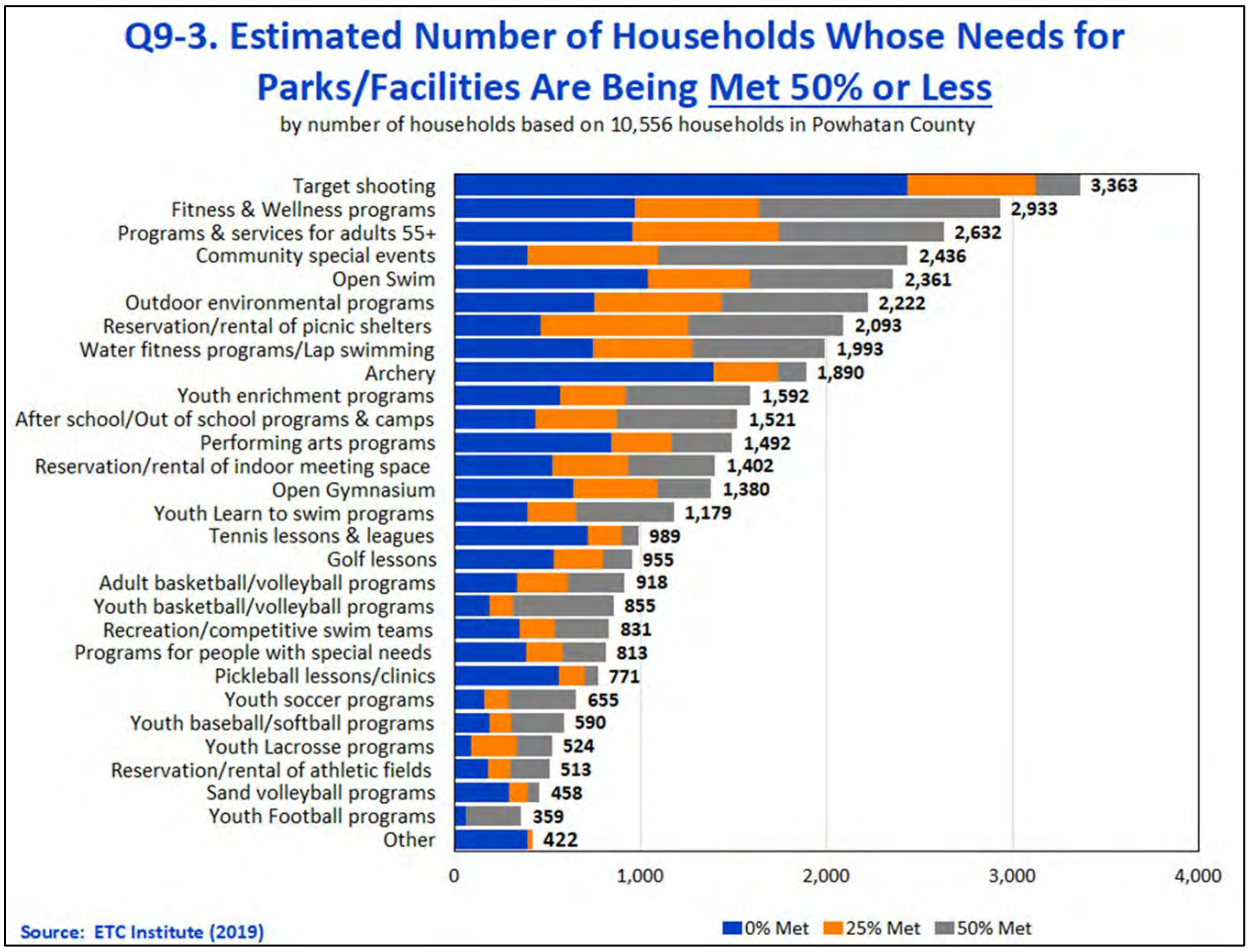
5.3.7 PROGRAM NEEDS, UNMET NEEDS AND IMPORTANCE

- **Program Needs:**
  - Forty percent (40%) of households indicated a need for fitness and wellness programs.
  - Other most needed programs include:
    - Open swim (34% of households).
    - Community special events (34% of households).
    - Target shooting (33% of households).
    - Reservation/rental of picnic shelters (31% of households)
    - Programs and services for adults 55+ (30% of households).

National benchmark for adult fitness and wellness programs is 46%.

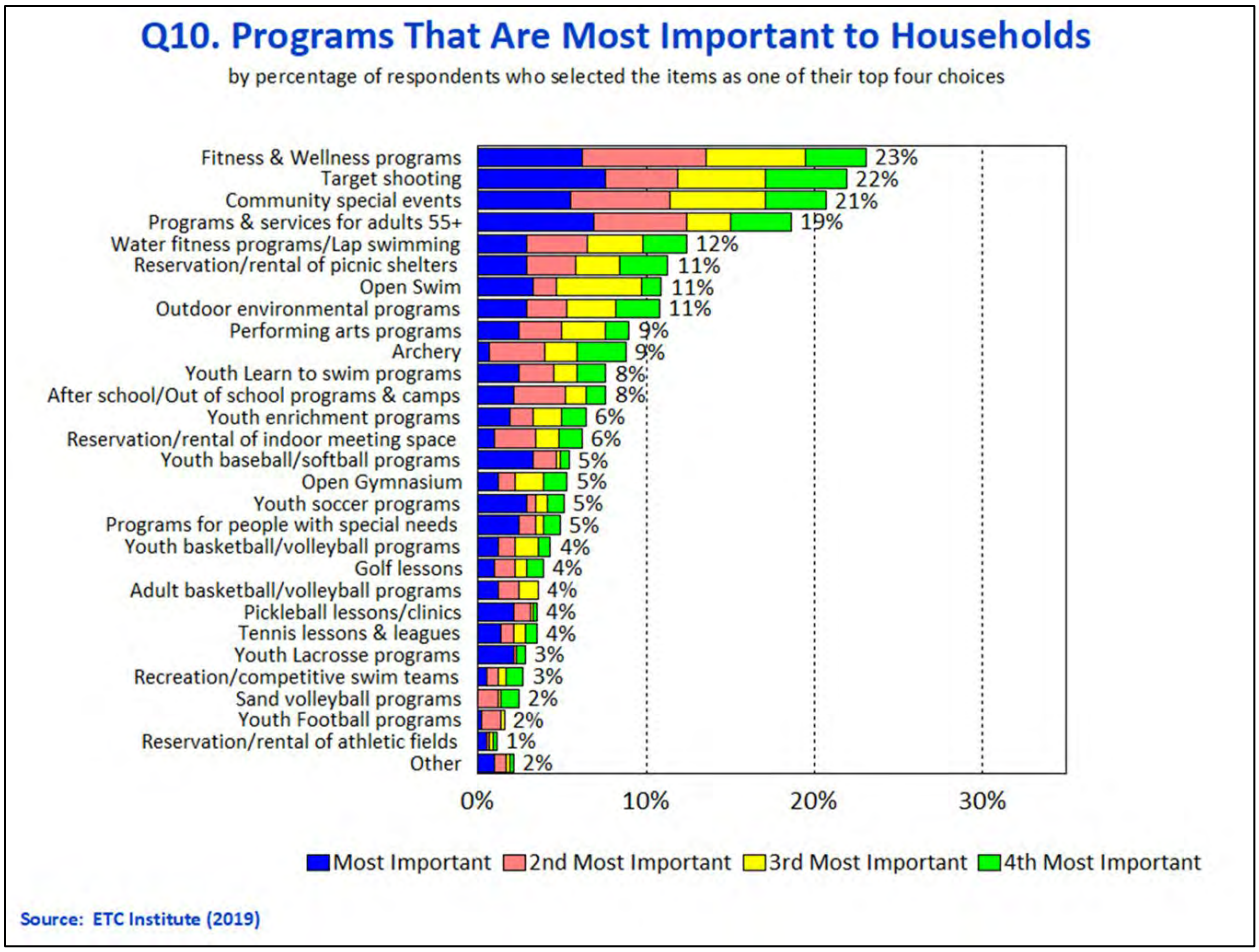


- **How Well Needs Are Being Met for Programs:**
    - Based on the number of households who indicated their needs were only being met 50% or less, 3,363 households responded that Target Shooting programs had the greatest level of unmet need.
    - Other unmet needs include:
        - Fitness & wellness programs (2,933 households).
        - Programs and services for adults 55+ (2,632 households)
        - Community Special Events (2,436 households).
        - Open Swim (2,361 households).
        - Outdoor environmental programs (2,222 households).



- **Program Importance:**
  - Based on the percentage of households who indicated the program as one of their top four choices, 23% indicated Fitness and Wellness programs were the most important to their household.
  - Other most important programs include:
    - Target shooting (22%).
    - Community special events (21%).
    - Programs and services for adults 55+ (19%)
    - Water fitness programs/lap swimming (12%).

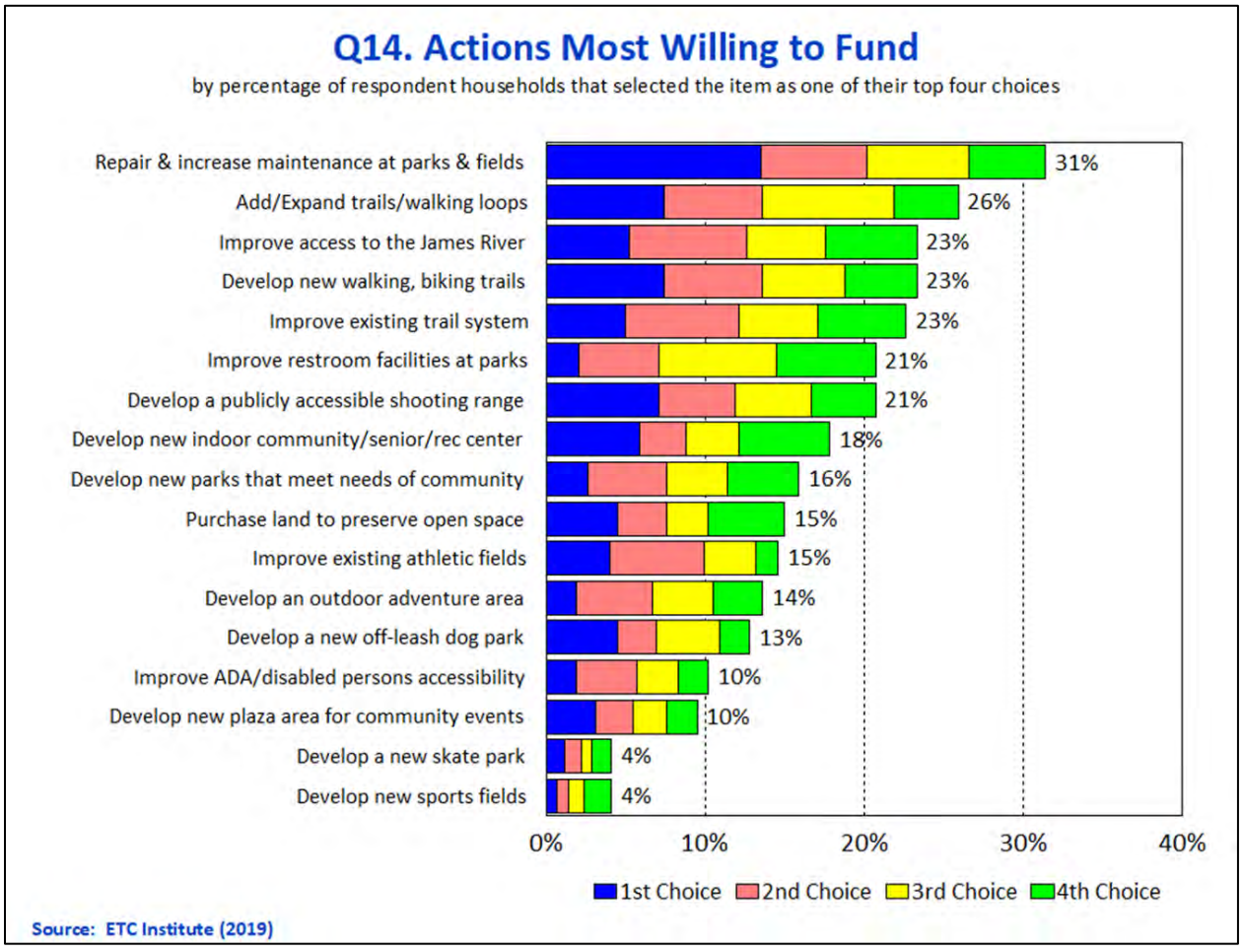
National benchmark for adult fitness and wellness programs is 30%.



5.3.8 POTENTIAL IMPROVEMENTS MOST WILLING TO FUND

Respondents were asked to indicate their level of funding support for the improvements to the Powhatan County parks, trails, and recreation system.

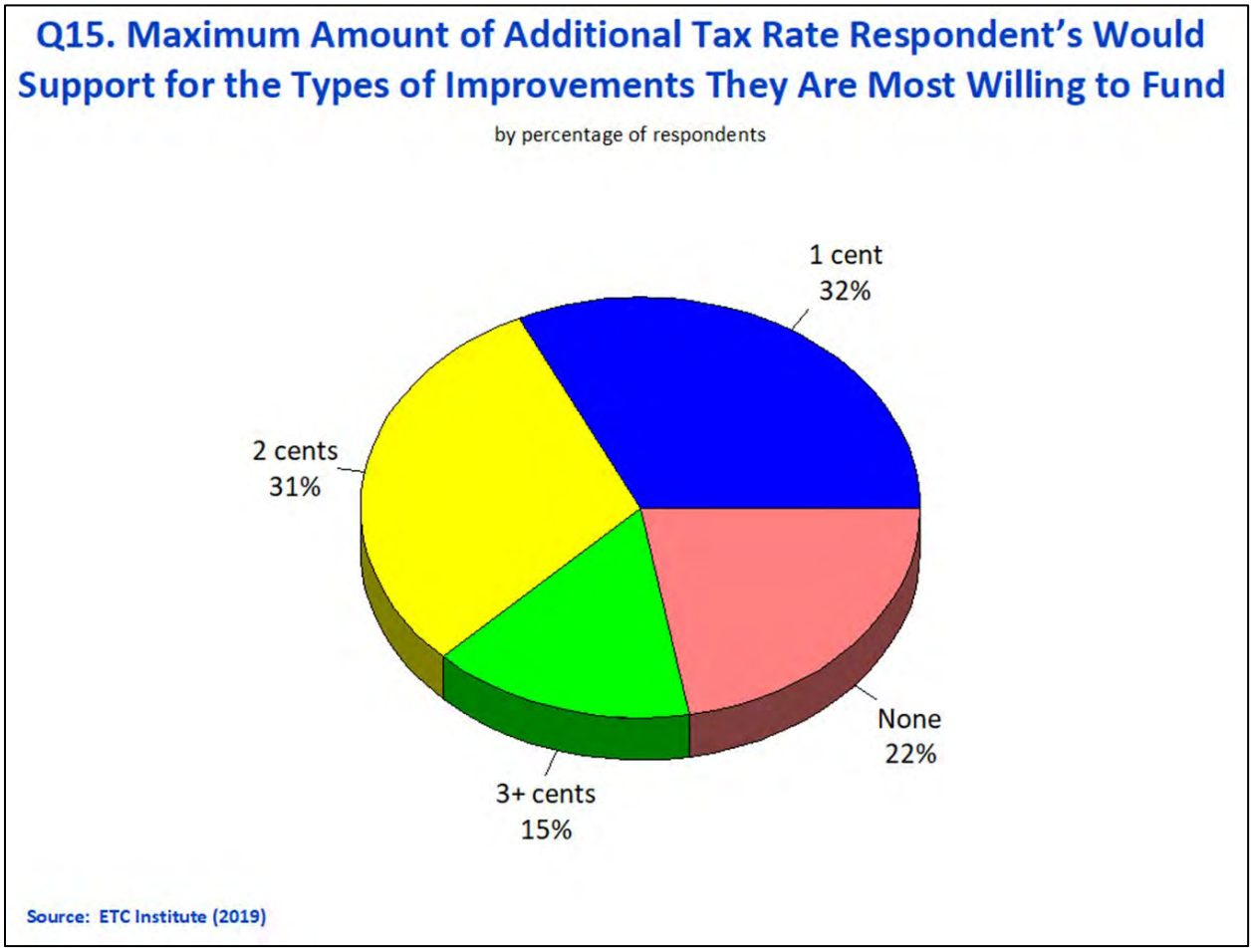
- Based on the percentage of households who indicated support for improvements, 31% were most supportive of repairing and increasing maintenance at parks and athletic fields.
- Other most supported actions include:
  - Add/expand trails/walking loops (26%).
  - Improve access to the James River (23%).
  - Develop new walking and biking trails (23%).
  - Improve existing trail system (23%).
  - Improve restroom facilities at parks (21%).
  - Develop a publicly accessible shooting range (21%).



5.3.9 MAXIMUM AMOUNT OF ADDITIONAL TAX SUPPORT

The maximum of additional tax rate that households would support for the types of improvements they are most willing to fund is as follows:

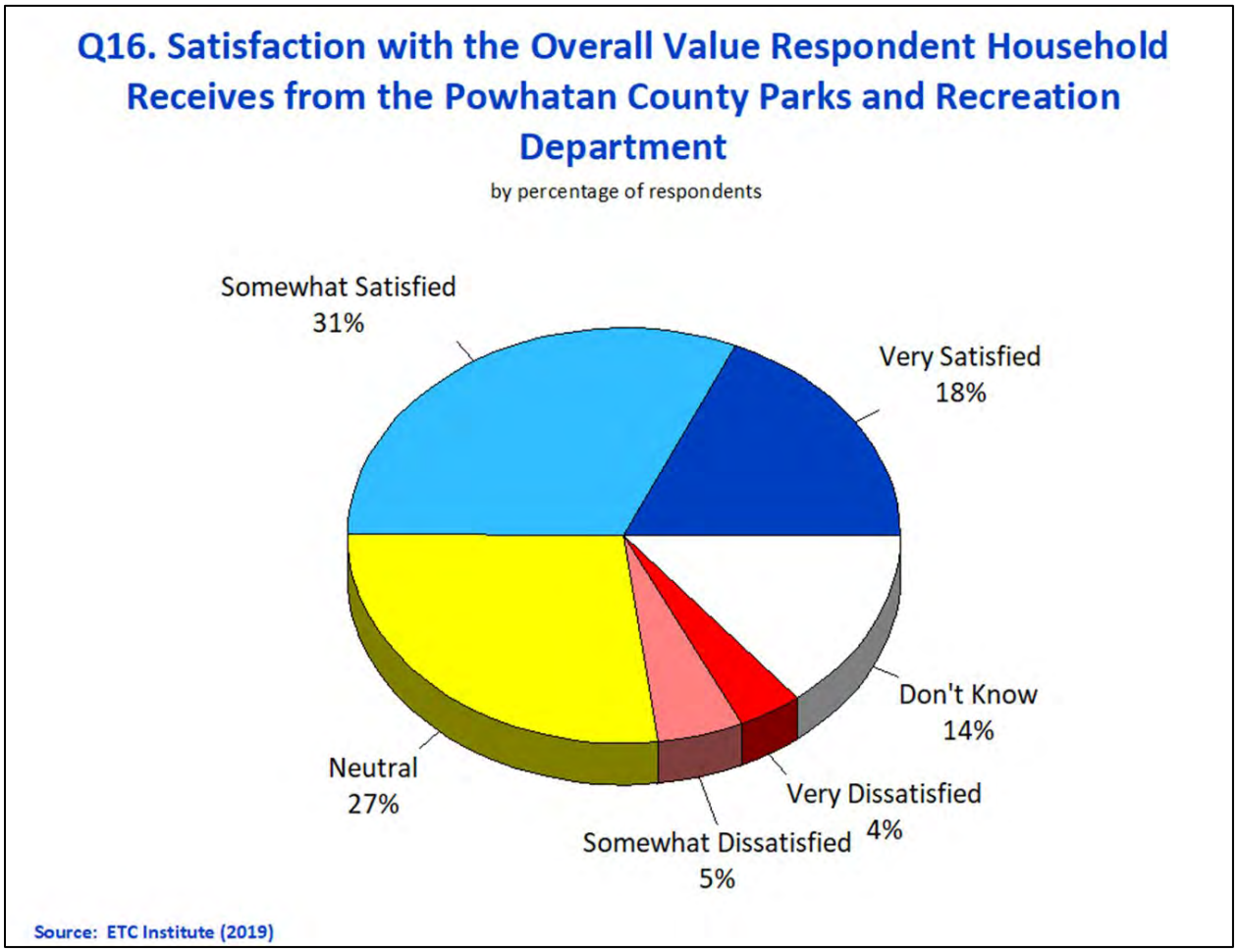
- 32% = 1 cent
- 31% = 2 cents
- 22% = None
- 15% = 3+ cents



5.3.10 SATISFACTION WITH THE OVERALL VALUE RECEIVED

- Eighteen percent (18%) of households were "very satisfied" with the overall value their household receives from the Park and Recreation Department.
- Other levels of satisfaction include:
    - Somewhat Satisfied (31%).
    - Neutral (27%).
    - Somewhat Dissatisfied (5%).
    - Very dissatisfied (4%).

National benchmark for very satisfied is 27%.



5.4 NEEDS ASSESSMENT PRIORITY RANKINGS

The purpose of the Program and Facility Priority Rankings is to provide a prioritized list of facility/amenity needs and recreation program needs for the community served by Powhatan County Parks and Recreation. This model evaluates both quantitative and qualitative data.

- Quantitative data includes the statistically valid survey and the on-line, Survey Monkey survey, which asked residents to list unmet needs and rank their importance.
- Qualitative data includes resident feedback obtained in community input, stakeholder interviews, staff input, local demographics, recreation trends, and planning team observations.
- A weighted scoring system was used to determine the priorities for recreation programs/services and facilities/amenities.

These weighted scores provide an overall score and priority ranking for the system as a whole. The results of the priority ranking are tabulated into three categories: High Priority (top third), Medium Priority (middle third), and Low Priority (bottom third).

5.4.1 PROGRAM AND SERVICE RANKINGS

Program/Service	Priority
Fitness and Wellness Programs	High
Community Special Events	
Target Shooting	
Programs and Services for Adults 55+	
After School/Out of School Programs and Camps	
Open Swim	
Reservation/Rental of Picnic Shelters	
Outdoor Environmental Programs	
Youth Learn to Swim Programs	
Youth Baseball/Softball Programs	Medium
Water Fitness Programs/Lap Swimming	
Youth Enrichment Programs	
Archery	
Youth Soccer Programs	
Programs for People with Special Needs	
Open Gymnasium	
Reservation/Rental of Indoor Meeting Space	
Youth Basketball/Volleyball Programs	
Performing Arts Programs	
Adult Basketball/Volleyball Programs	
Tennis Lessons and Leagues	Low
Golf Lessons	
Recreation /Competitive Swim Teams	
Reservation/Rental of Athletic Fields	
Youth Lacrosse Programs	
Youth Football Programs	
Pickleball Lessons/Clinics	
Sand Volleyball Programs	

5.4.2 FACILITY AND AMENITY RANKINGS

Facility/Amenity	Priority
Walking and Biking Trails	High
Small Neighborhood Parks	
Open Space Conservation Areas/Trails	
Boating and Fishing Areas	
Shooting Ranges	
Swimming Pools/Water Parks/Splash Pads	
Community Center	
Playground	
Adventure Area	Medium
Community Gardens	
Covered Picnic Areas	
Gymnasium	
Large Communtiy Parks	
Performing Arts Venue	
Outdoor Basketball/Volleyball Courts	
Off-Leash Dog Park	
Equestrian Trails	
Environmental Education Center	
Lacrosse Fields	
Skateboarding Parks	
Meeting Rooms/Training Spaces	
Tennis Courts	
Internet Café	Low
Football Fields	
Baseball Fields	
Disc Golf Course	
Pickleball Courts	
Soccer Fields	

CHAPTER SIX - FACILITY ASSESSMENTS AND SERVICE LEVELS ANALYSIS

6.1 PARK CLASSIFICATION AND PARK DESIGN PRINCIPLES

In developing design principles for parks, it is important that each park be programmed, planned, and designed to meet the needs of its service area and classification within the overall parks and recreation system. The term programming, when used in the context of planning and developing parkland, refers to a list of uses and facilities and does not always include staff-managed recreation programs. The program for a site can include such elements as ball fields, spray parks, shelters, restrooms, game courts, trails, natural resource stewardship, open meadows, nature preserves, or interpretive areas. These types of amenities are categorized as lead or support amenities. The needs of the population of the park it is intended to serve should be considered and accommodated at each type of park.

Park Design Principles in this document should apply to existing and future Needs Assessments.

Every park, regardless of type, needs to have an established set of outcomes. Park planners design to those outcomes, including operational and maintenance costs associated with the design outcomes.

Each park classification category serves a specific purpose, and the features and facilities in the park must be designed for the number of age segments the park is intended to serve, the desired length of stay deemed appropriate, and the uses it has been assigned. Recreation needs and services require different design standards based on the age segments that make up the community that will be using the park. A varying number of age segments will be accommodated with the park program depending on the classification of the park.

6.1.1 TERMINOLOGY USED IN THE PARK DESIGN PRINCIPLES

- **Land Usage**: The percentage of space identified for either passive use or active use in a park. A Parks and Recreation Needs Assessment should follow land usage recommendations.
- **Programming**: Can include active or passive programming. Active means it is organized and planned with pre-registration by the user. Examples of active programming include sports leagues, day camps, and aquatics. Passive programming is self-directed by the user at their own pace. Examples of passive programming include playground usage, picnicking, disc golf, reading, or walking the dog on a leash.
- **Park/Facility Classifications:** Includes Pocket Park, Neighborhood Park, Community Park, Regional Park, Sports Complex Facility, Recreation/Special Use Park and Greenbelts and Conservation.
- **Revenue Facilities:** These include facilities that charge to play on them in the form of an access fee, player fee, team fee, or permit fee. These could include pools, golf courses, tennis courts, recreation centers, sport field complexes, concession facilities, hospitality centers, reservable shelters, outdoor or indoor theatre space, and special event spaces.
- **Signature Facility/Amenity:** This is an enhanced facility or amenity which is viewed by community as deserving of special recognition due to its design, location, function, natural resources, etc.

Design Principles for each park classification are as follows:

6.1.2 POCKET PARKS

According to the NRPA, a pocket park is a small outdoor space, usually 0.10 acres up to three acres, most often located in an urban area surrounded by commercial buildings or houses. Pocket parks are small, urban open spaces that serve a variety of functions, such as: small event space, play areas for children, spaces for relaxing and socializing, taking lunch breaks, etc. Successful pocket parks have four key qualities: they are accessible; allow people to engage in activities; are comfortable spaces that are inviting; and are sociable places. In general, pocket parks offer minimal amenities on site and are not designed to support programmed activities. The service area for pocket parks is usually less than a quarter-mile and they are intended for users within close walking distance of the park.

6.1.3 NEIGHBORHOOD PARK

A neighborhood park should be three to 10 acres; however, some Neighborhood Parks are determined by use and facilities offered and not by size alone. The service radius for a neighborhood park is one mile. Neighborhood Parks should have safe pedestrian access for surrounding residents; parking may or may not be included, but, if included, should account for less than ten cars and provides for ADA access. Neighborhood Parks serve the recreational and social focus of the adjoining neighborhoods and contribute to a distinct neighborhood identity.

- Service radius: 1.0-mile radius.
- Site Selection: On a local or collector street. If near an arterial street, provide natural or artificial barrier. Where possible, next to a school. Encourage location to link subdivisions and be linked by trails to other parks.
- Length of stay: One-hour experience or less.
- Amenities: One signature amenity (e.g. playground, spray ground park, sport court, gazebo); no restrooms unless necessary for signature amenity; may include one non-programmed sports field; playgrounds for ages 2-5 and 5-12; no reservable shelters; loop trails; one type of sport court; benches, small picnic shelters next to play areas.
- Landscape Design: Appropriate design to enhance the park theme/use/experience.
- Revenue facilities: None.
- Land usage: 85 percent active/15 percent passive.
- Programming: Typically, none, but a signature amenity may be included which is programmed.
- Maintenance Standards: Provide the highest-level maintenance with available funding. Seek a goal of Level 2 maintenance standards. Some amenities may require Level 1 maintenance.
- Signage: Directional signage and facility/amenity regulations to enhance user experience.
- Parking: Design should include widened on-street parking area adjacent to park. Goal is to maximize usable park space. As necessary, provide 5-10 spaces within park including handicap spaces. Traffic calming devices encouraged next to park.
- Lighting: Security only.
- Size of park: Typically, Three to 10 acres.

6.1.4 COMMUNITY PARK

Community Parks are intended to be accessible to multiple neighborhoods and should focus on meeting community-based recreational needs, as well as preserving unique landscapes and open spaces. Community Parks are generally larger in scale than neighborhood parks, but smaller than regional parks and are designed typically for residents who live within a three-mile radius. When possible, the park may be developed adjacent to a school. Community Parks provide recreational opportunities for the entire family and often contain facilities for specific recreational purposes: athletic fields, tennis courts, extreme sports amenity, loop trails, picnic areas, reservable picnic shelters, sports courts, restrooms with drinking fountains, large turfed and landscaped areas and a playground or spray ground. Passive outdoor recreation activities such as meditation, quiet reflection, and wildlife watching also take place at Community Parks.

Community Parks generally range from 10 to 75 acres depending on the community. Community Parks serve a larger area – radius of one to three miles and contain more recreation amenities than a Neighborhood Park.

- Service radius: One to three-mile radius.
- Site Selection: On two collector streets minimum and preferably one arterial street. If near an arterial street, provide natural or artificial barrier. Minimal number of residences abutting site. Preference is streets on four sides, or three sides with school or municipal use on fourth side. Encourage trail linkage to other parks.
- Length of stay: Two to three hours experience.
- Amenities: Four signature amenities at a minimum: (e.g., trails, sports fields, large shelters/ pavilions, community playground for ages 2-5 and 5-12 with some shaded elements, recreation center, pool or family aquatic center, sports courts, water feature); public restrooms with drinking fountains, ample parking, and security lighting. Amenities are ADA compliant. Sport Fields and Sport Complexes are typical at this park.
- Revenue facilities: One or more (e.g. pool, sports complex, pavilion).
- Land usage: 65 percent active and 35 percent passive.
- Maintenance Standards: Provide the highest-level maintenance with available funding. Seek a goal of Level 2 maintenance standards. Some amenities may require Level 1 maintenance.
- Parking: Sufficient to support the amenities; occupies no more than 10 percent of the park. Design should include widened on-street parking area adjacent to park. Goal is to maximize usable park space. Traffic calming devices encouraged within and next to the park.
- Lighting: Amenity lighting includes sport field light standards.
- Signage: Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility.
- Landscape Design: Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at park entrances and throughout park.
- Other: Strong appeal to surrounding neighborhoods; loop trail connectivity; linked to Regional Park, trail or recreation facility.
- Size of park: Typically, 10 to 75 acres.

6.1.5 REGIONAL PARK

A regional park serves a large area of several communities, residents within a County or across multiple counties. Depending on activities within a regional park, users may travel as many as 60 miles for a visit. Regional parks include recreational opportunities such as soccer, softball, golf, boating, camping, conservation-wildlife viewing and fishing. Although regional parks usually have a combination of passive areas and active facilities, they are likely to be predominantly natural resource-based parks.

A common size for a regional park is 75 to 1,000 acres but some parks can be 2,000 to 5,000 acres in size. A regional park focuses on activities and natural features not included in most types of parks and often based on a specific scenic or recreational opportunity. Facilities could include those found in a Community Park and have specialized amenities such as an art center, amphitheater, boating facility, golf course, or natural area with interpretive trails. Regional parks can and should promote tourism and economic development. Regional parks can enhance the economic vitality and identity of the entire region.

- Service radius: Three mile or greater radius.
- Site Selection: Prefer location which can preserve natural resources on-site such as wetlands, streams, and other geographic features or sites with significant cultural or historic features. Significantly large parcel of land. Access from public roads capable of handling anticipated traffic.
- Length of stay: All or multiple day experience.
- Amenities: 10 to 12 amenities to create a signature facility (e.g. golf course, tennis complex, sports complex, lake, regional playground, 3+ reservable picnic shelters, camping, outdoor recreation/extreme sports, recreation center, pool, gardens, trails, zoo, specialty facilities); restrooms with drinking fountains, concessions, restaurant, ample parking, special event site. Sport Complexes are typical at this park.
- Revenue facilities: Typically, park designed to produce revenue to offset operational costs.
- Land usage: Up to 50 percent active/50 percent passive.
- Maintenance Standards: Provide the highest-level maintenance with available funding. Seek a goal of Level 2 maintenance standards. Some amenities may require Level 1 maintenance.
- Parking: Sufficient for all amenities. Traffic calming devices encouraged within and next to park.
- Lighting: Amenity lighting includes sport field light standards.
- Signage: Directional signage and facility/amenity regulations to enhance user experience, may include kiosks in easily identified areas of the facility.
- Landscape Design: Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at park entrances and throughout park.
- Other: Linked to major trails systems, public transportation available, concessions, and food and retail sales available, dedicated site managers on duty. Telephone/Cable TV conduit.
- Size of park: Typically, 75 to 1,000 acres.

6.1.6 SPORTS COMPLEX

Sports complexes at Community Parks, Regional Parks, and stand-alone Sports Complexes are developed to provide 4 to 16+ fields or courts in one setting. A sports complex may also support extreme sports facilities, such as BMX and skateboarding. Sports Complexes can be single focused or multi-focused and can include indoor or outdoor facilities to serve the needs of both youth and adults. Outdoor fields should be lighted to maximize value and productivity of the complex. Agencies developing sports complexes focus on meeting the needs of residents while also attracting sport tournaments for economic purposes to the community.

Sport field design includes appropriate field distances for each sport's governing body and support amenities designed to produce revenue to offset operational costs.

Signature sports complexes include enhanced amenities such as artificial turf, multi-purpose field benches and bleachers, scoreboards, amplified sound, scorer's booths, etc. Enhanced amenities would be identified through discussion between County and Schools and or sports associations and dependent upon adequate funding.

- Service radius: Determined by community demand.
- Site Selection: Stand-alone sports complexes are strategically located on or near arterial streets. Refer to community or regional Park sections if sport complex located within a park. Preference is streets on four sides, or three sides with school or municipal use on fourth side.
- Length of stay: Two to three hours experience for single activities. Can be all day for tournaments or special events.
- Amenities: Four to sixteen or more fields or sports courts in one setting; restrooms, ample parking, turf types appropriate for the facility and anticipated usage, and field lighting.
- Revenue facilities: Four or more (e.g. fields, concession stand, picnic pavilion)
- Land usage: 95 percent active and 5 percent passive.
- Programming: Focus on active programming of all amenities.
- Maintenance Standards: Provide the highest-level maintenance with available funding. Plan for Level 1 and sometimes 2 level of maintenance standards at signature facility.
- Parking: Sufficient to support the amenities. Traffic calming devices encouraged within and next to park.
- Lighting: Amenity lighting includes sport field light standards.
- Signage: Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility.
- Landscape Design: Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at entrances and throughout complex.
- Size of park: Preferably 20 or more acres for stand-alone complexes.

6.1.7 RECREATION/SPECIAL USE AREAS

Recreation/Special Use areas are those spaces that don't fall within a typical park classification. A major difference between a Special Use facility and other parks is that they usually serve a single purpose whereas other park classifications are designed to offer multiple recreation opportunities. It is possible for a Special Use facility to be located inside another park. Special Use facilities generally fall into five categories:

- **Cemeteries -** burial-ground that is generally viewed as a large public park or ground laid out expressly for the interment of the dead, and not being the 'yard' of any church. Cemeteries are normally distinct from churchyards, which are typically consecrated according to one denomination and are attached directly to a single place of worship. Cemeteries can be viewed as historic sites.
- **Historic/Cultural/Social Sites** – unique local resources offering historical, educational, and cultural opportunities. Examples include historic downtown areas, commercial zones, plaza parks, performing arts parks, arboretums, display gardens, performing arts facilities, indoor theaters, churches, and amphitheaters. Frequently these are located in Community or Regional Parks
- **Golf Courses** – Nine and 18-hole complexes with ancillary facilities such as club houses, driving ranges, program space and learning centers. These facilities are highly maintained and support a wide age level of males and females. Programs are targeted for daily use play, tournaments, leagues, clinics and special events. Operational costs come from daily play, season pass holders, concession stands, driving range fees, earned income opportunities and sale of pro shop items
- **Indoor Recreation Facilities** – specialized or single purpose facilities. Examples include community centers, senior centers and community theaters. Frequently these are located in Community or Regional Parks
- **Outdoor Recreation facilities** – Examples include aquatic parks, disc golf, skateboard, BMX, and dog parks, which may be located in a park
    - Size of park: Depends upon facilities and activities included. Their diverse character makes it impossible to apply acreage standards.
    - Service radius: Depends upon facilities and activities included. Typically serves special user groups while a few serve the entire population.
    - Site Selection: Given the variety of potential uses, no specific standards are defined for site selection. As with all park types, the site itself should be located where it is appropriate for its use.
    - Length of stay: varies by facility.
    - Amenities: varies by facility.
    - Revenue facilities: Due to nature of certain facilities, revenue may be required for construction and/or annual maintenance. This should be determined at a policy level before the facility is planned and constructed.
    - Land usage: varies by facility.
    - Programming: varies by facility.

- Maintenance Standards: Provide the highest-level maintenance with available funding. Seek a goal of Level 2 maintenance standards. Some amenities (i.e., rose gardens) will require Level 1 maintenance.
- Parking: On-street or off-street parking is provided as appropriate. Goal is to maximize usable park space. As necessary, provide a minimum of five to 10 spaces within park including handicap spaces. Traffic calming devices encouraged next to park.
- Lighting: Security or amenity only.
- Signage: Directional signage and facility/amenity regulations to enhance user experience.
- Landscape Design: Appropriate design to enhance the park theme/use/experience.

6.1.8 GREENBELTS AND CONSERVATION/TRAIL PARKS

Greenbelts/Conservation Parks are recognized for their ability to connect people and place and often include either paved or natural trails. Trails can also be loop trails in parks. Linking neighborhoods, parks, recreation facilities, attractions, and natural areas with a multi-use trail fulfills two guiding principles simultaneously: protecting natural areas along river and open space areas and providing people with a way to access and enjoy them. Multi-use trails also offer a safe, alternative form of transportation; provide substantial health benefits, habitat enhancements for plants and wildlife, and unique opportunities for outdoor education and cultural interpretation.

- Site Selection: Located consistent with an existing Bike, Trail Needs Assessment, if applicable.
- Amenities: Parking and restrooms at major trailheads. May include small parks and restrooms along the trail.
- Maintenance standards: Demand based maintenance with available funding. Biological management practices observed.
- Lighting: Security lighting at trailheads is preferred.
- Signage: Mileage markers at ¼ mile intervals. Interpretive kiosks at all trailheads and where deemed necessary.
- Landscape Design: Coordinated planting scheme in urban areas. Limited or no planting in open space areas.
- Other: Connectivity to parks or other County attractions and facilities is desirable.
- Size: Typically, at least 30 ft. width of unencumbered land for a Greenbelt. May include a trail to support walk, bike, run, equestrian type activities. Typically, an urban trail is 8-10 feet wide to support pedestrian and bicycle uses. Trails incorporate signage to designate where a user is located and where the trails connect in the County.

CURRENT PARK/FACILITY INVENTORY ASSESSMENT

An assessment and general onsite inspection of each park managed by the Department was completed utilizing the following asset condition rating system. An inventory and overall assessment for the entire system has been provided as separate stand-alone documents.

Excellent

- Looks new and is in excellent mechanical and aesthetic condition.

Very Good

- Has minor mechanical and equipment defects but is in excellent mechanical and aesthetic condition.

Good

- Has some repairable mechanical and equipment defects and is free of major problems.

Fair

- Has some mechanical and equipment defects that require major repair and/or replacement.

Poor

- Has major defects and requires significant lifecycle replacement.

The table on the following page summarizes the assessment of the County's parks system.

Powhatan County Inventory

Park Name	Ownership	Park Classification	Park Acreage	Field Name:	Location	Field Classification	Assessment
Village Complex	County	Sports Complex	7.00	AA Field	2340 Skaggs Rd./Tilman Road (Behind Village)	Youth, Diamond	Good
				T-Ball Field		Youth, Diamond	Fair
				Ace's Diamond		Youth/Adult Diamond	Good
				Lonesome Oak Field		Youth/Adult Diamond	Good
Admin Complex	County	Sports Complex	18.00	Admin. Field	3834 Old Buckingham Rd.	Multi-Purpose Field	Good
				Pitt Field		Youth, Diamond	Excellent
				Turner Field		Youth, Diamond	Good
				Jenny's Field		Youth, Diamond	Excellent
				Lisa's Field		Youth, Diamond	Good
Fighting Creek Park	County	Regional Park	215.00	FCP Black	Fighting Creek Park	Youth/Adult Diamond	Excellent
				FCP Blue		Youth/Adult Diamond	Excellent
				FCP Green		Youth/Adult Diamond	Excellent
				FCP Orange		Youth/Adult Diamond	Excellent
				FCP Soccer 1		Multi-Purpose Field	Excellent
				FCP Soccer 2		Multi-Purpose Field	Excellent
				FCP Soccer 3		Multi-Purpose Field	Excellent
Animal Shelter	County	Special Use Park	1.00	Animal Shelter Field	3900 Old Plantation Rd.	Multi-Purpose Field	Fair

School District Inventory

Park Name	Ownership	Park Classification	Park Acreage	Field Name:	Location:	Field Classification	Assessment
Pocahontas Elementary School	School District	School/Neighborhood Park	25.00	Pocahontas Elem. Fie	4294 Anderson Hwy	Multi-Purpose Field	Good
Pochantas Middle School	School District	Sports Complex	13.00	Pocahontas Baseball	4290 Anderson Hwy	Teen/Adult Diamond	Good
				Pocahontas Softball		Youth, Diamond	Fair
				Pocahontas Soccer		Multi-Purpose Field	Good
Powhatan Middle School	School District	Community Park	52.00	PMS Baseball	4135 Old Buckingham Rd.	Teen/Adult Diamond	Excellent
				PMS Softball		Youth, Diamond	Good
				PMS Practice		Multi-Purpose Field	Good
				PMS Stadium		Multi-Purpose Field	Excellent
Powhatan Elementary School	School District	School/Neighborhood Park	3.00	Powhatan Elem. Field	4111 Old Buckingham Rd.	Youth, Diamond	Good
Flat Rock Elementary School	School District	School/Neighborhood Park	16.00	Flat Rock Elem. Field	2210 Batterson Rd.	Youth, Diamond	Fair

6.2 TECHNICAL NEEDS ANALYSIS KEY FINDINGS

6.2.1 SERVICE AREA EQUITY MAPPING

The Powhatan County Parks and Recreation has "evolved over time" and distribution of sites and facilities throughout the community is reflected in the current site locations.

To further illustrate the distribution of current park types and park assets of the parks and recreation system across the entire community, an equity-mapping analysis was conducted. The maps included show the service areas of the *current* inventory of park types and park assets based on the *recommended* level-of-service standard. The recommended standard established per 1,000 residents per acre of park type or number of residents per type of park asset are also indicated in the map title.

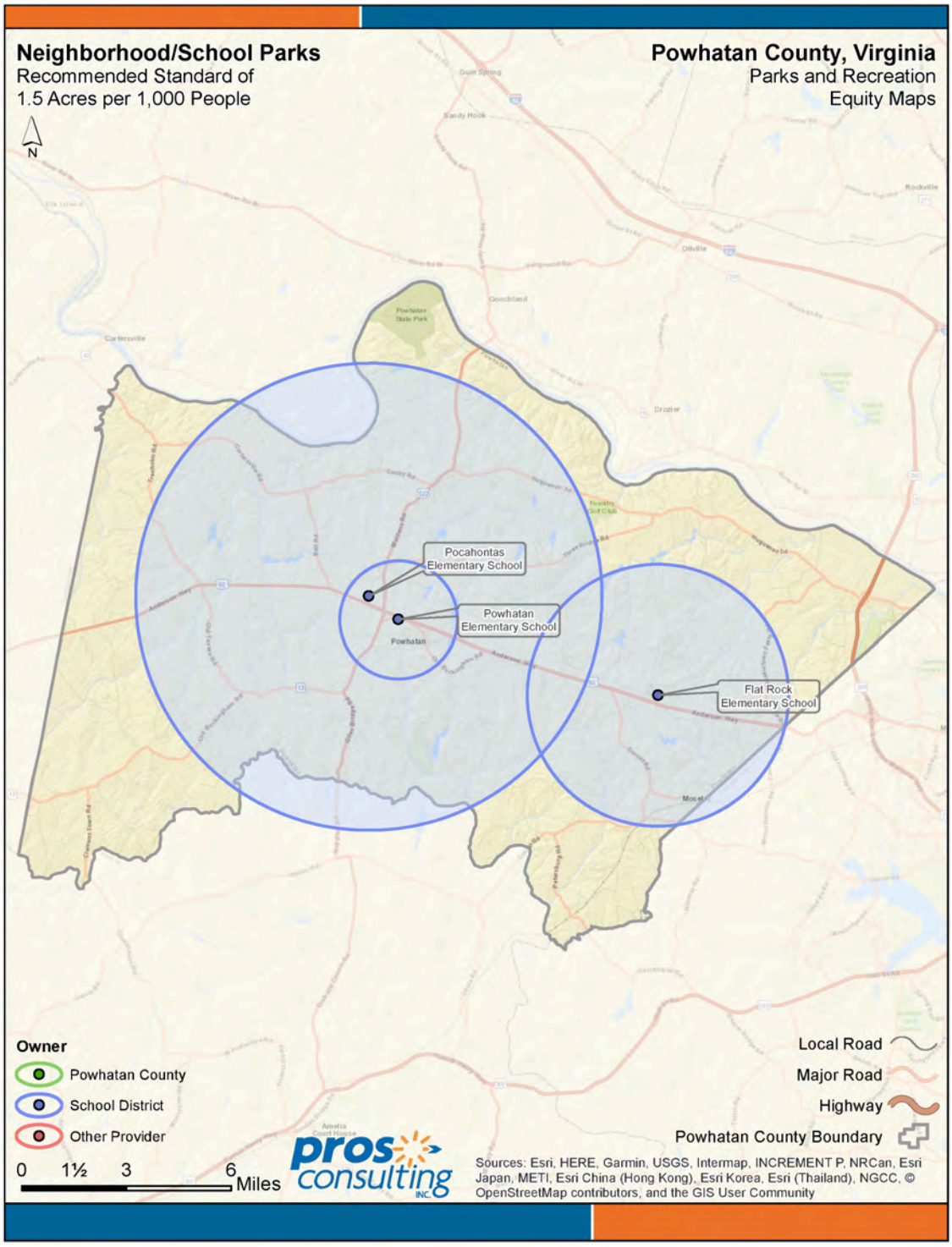
The service area is calculated by the quantity of inventory of each site extended in a uniform radius until the population served by the recommended standard is reached. Shaded areas indicate the extent of the service area based on recommended inventories; unshaded areas indicate locations that would remain outside of the standard service area for each park type or park asset. Unshaded areas are not always the most appropriate location for future parks or park assets. They only represent areas that might be more thoroughly reviewed for potential additional facilities.

Although there are occasions when the service area may extend beyond Powhatan County borders, only Powhatan County's population was utilized for calculating service area standards in this analysis.

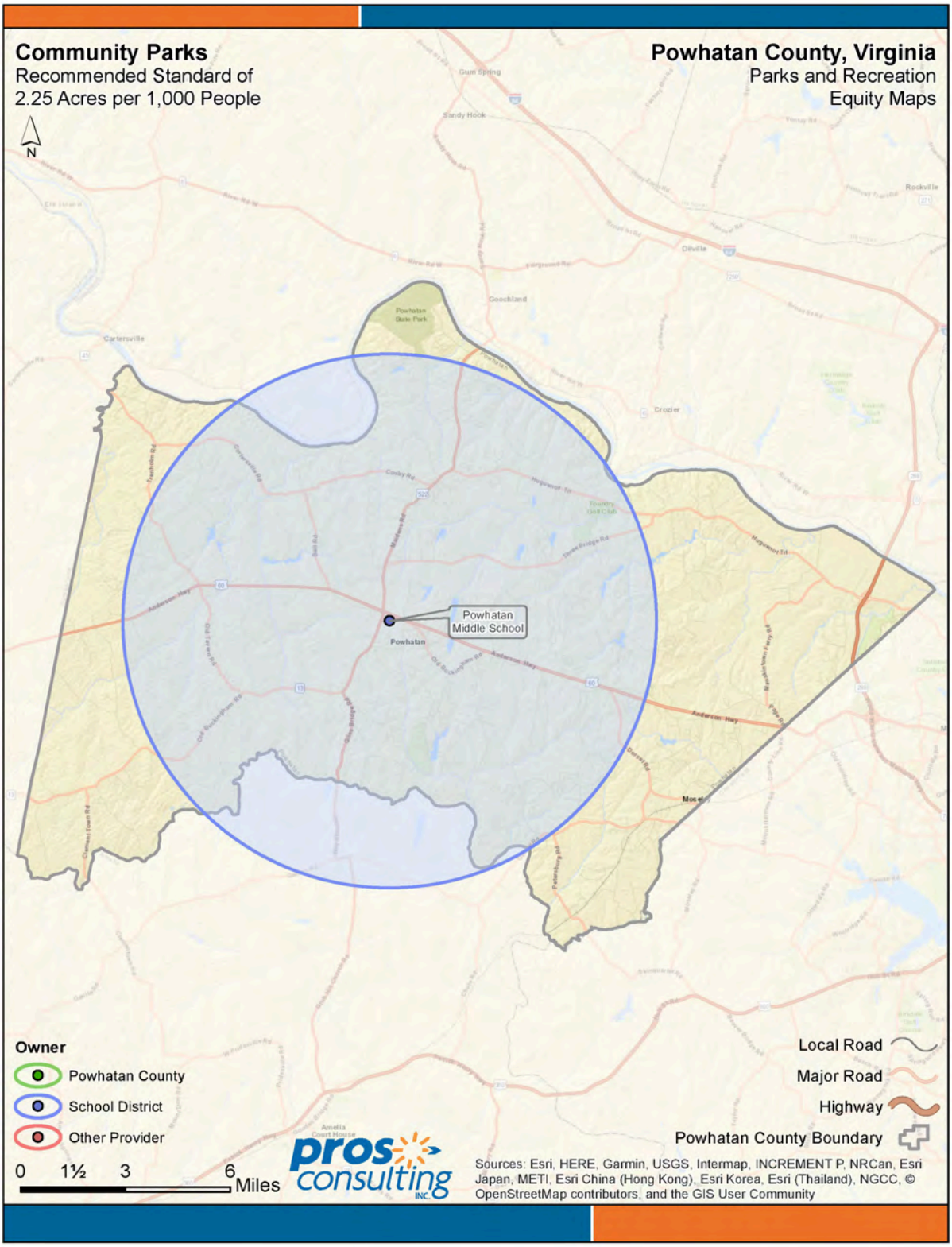
Community-wide maps of park types, or classifications, identified in this Needs Assessment, as well as the major park assets, are provided in the pages that follow. The maps on the following pages identify:

1. Neighborhood Parks
2. Community Parks
3. Regional Parks
4. Sports Complex Parks
5. Youth Ball Diamond Fields
6. Youth/Adult Ball Diamond Fields
7. Teen/Adult Ball Diamond Fields
8. Multi-Purpose/Rectangle Fields
9. Playgrounds
10. Tennis Courts
11. Outdoor Basketball Courts
12. Reservable Picnic Shelters
13. Disc Golf Courses
14. Gymnasiums
15. Golf Courses

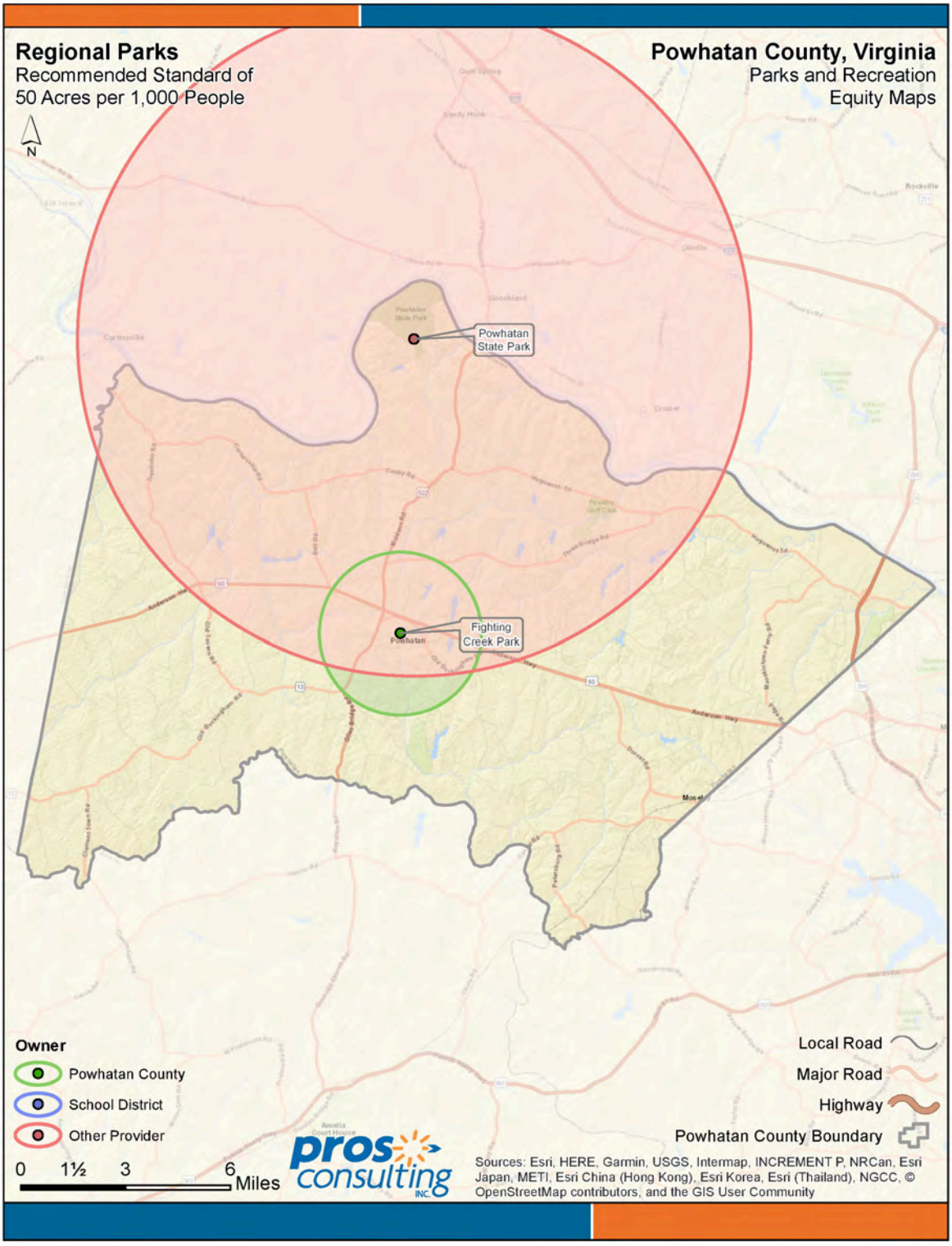
NEIGHBORHOOD/SCHOOL PARKS



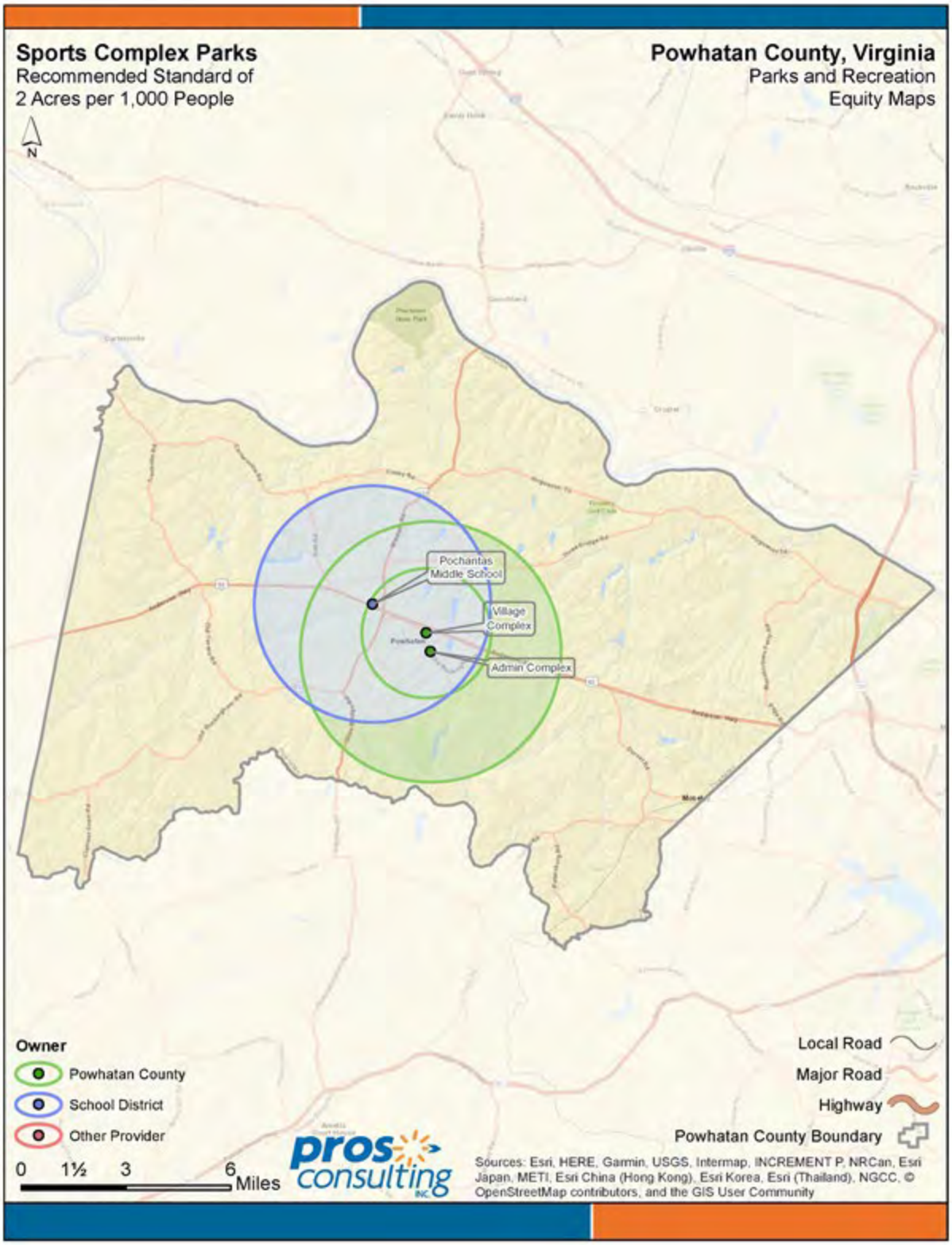
COMMUNITY PARKS



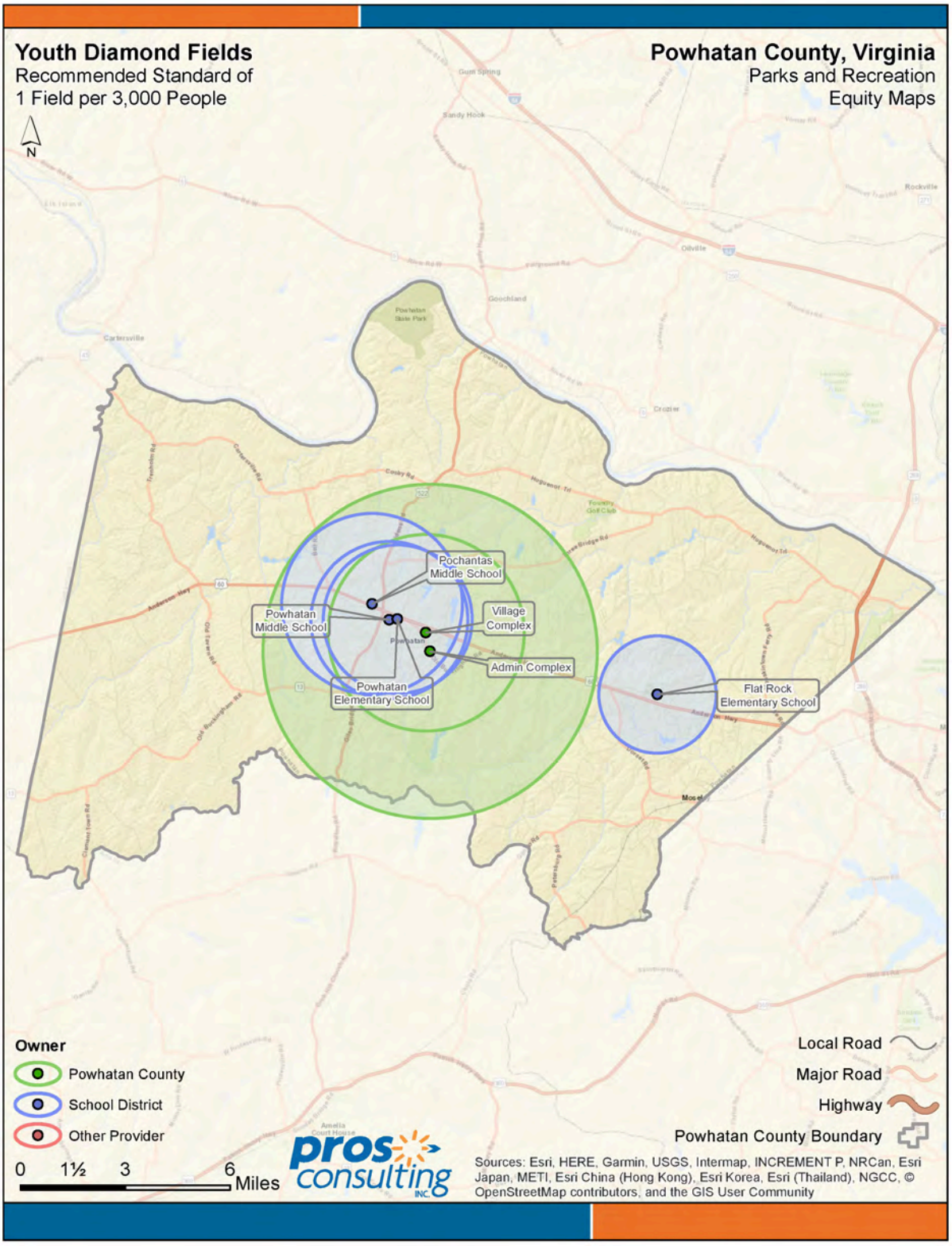
REGIONAL PARKS



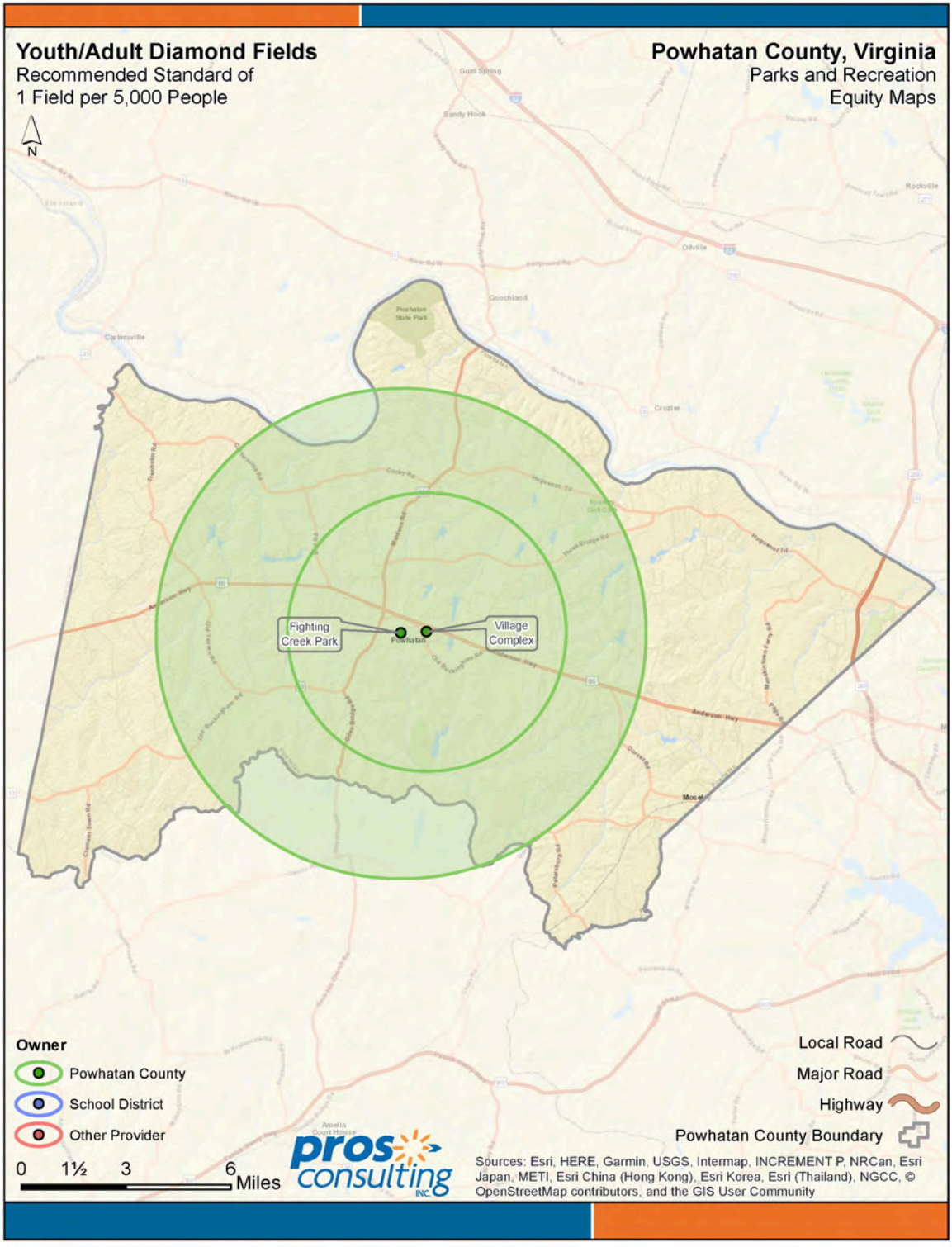
SPORTS COMPLEX PARKS



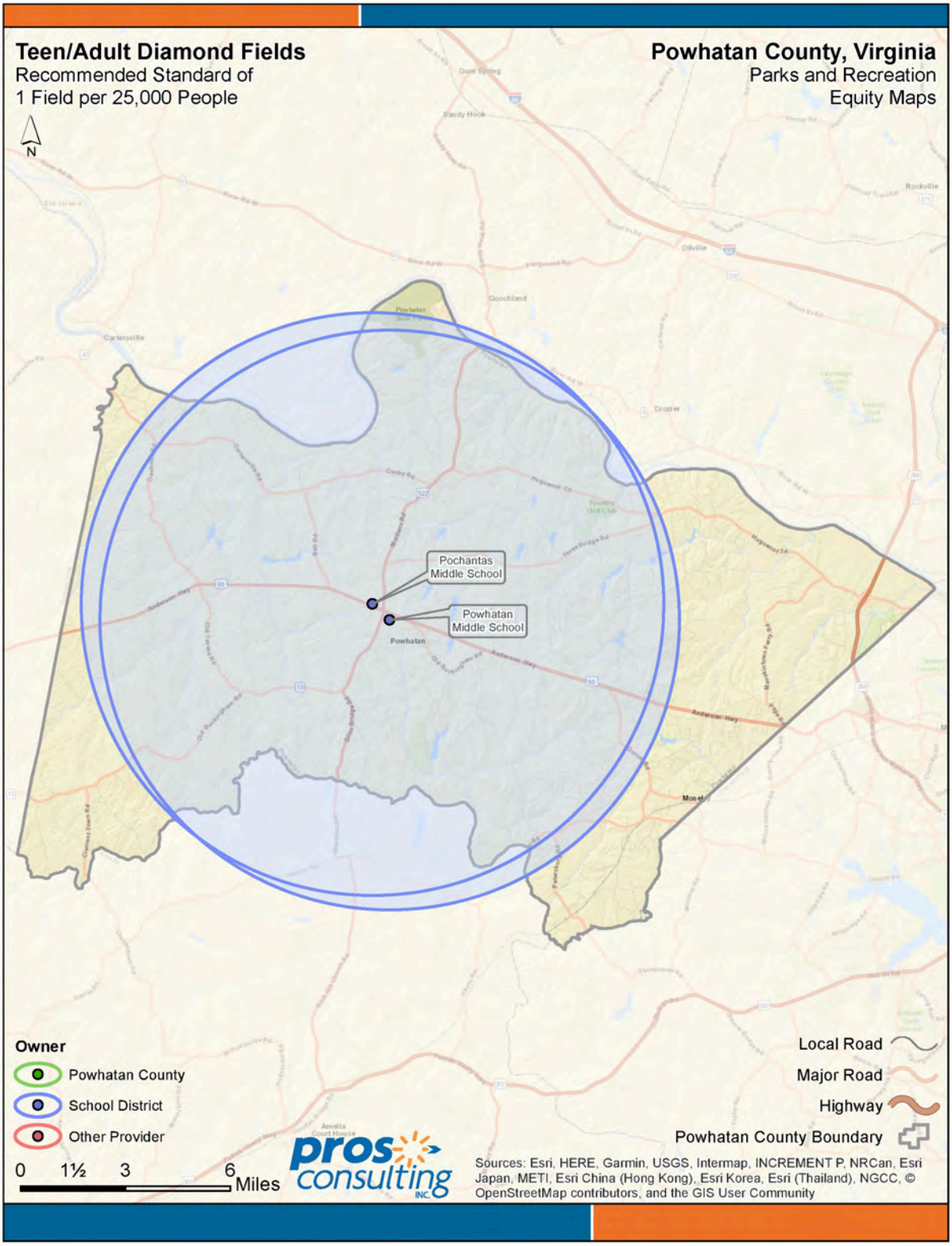
YOUTH BALL DIAMOND FIELDS



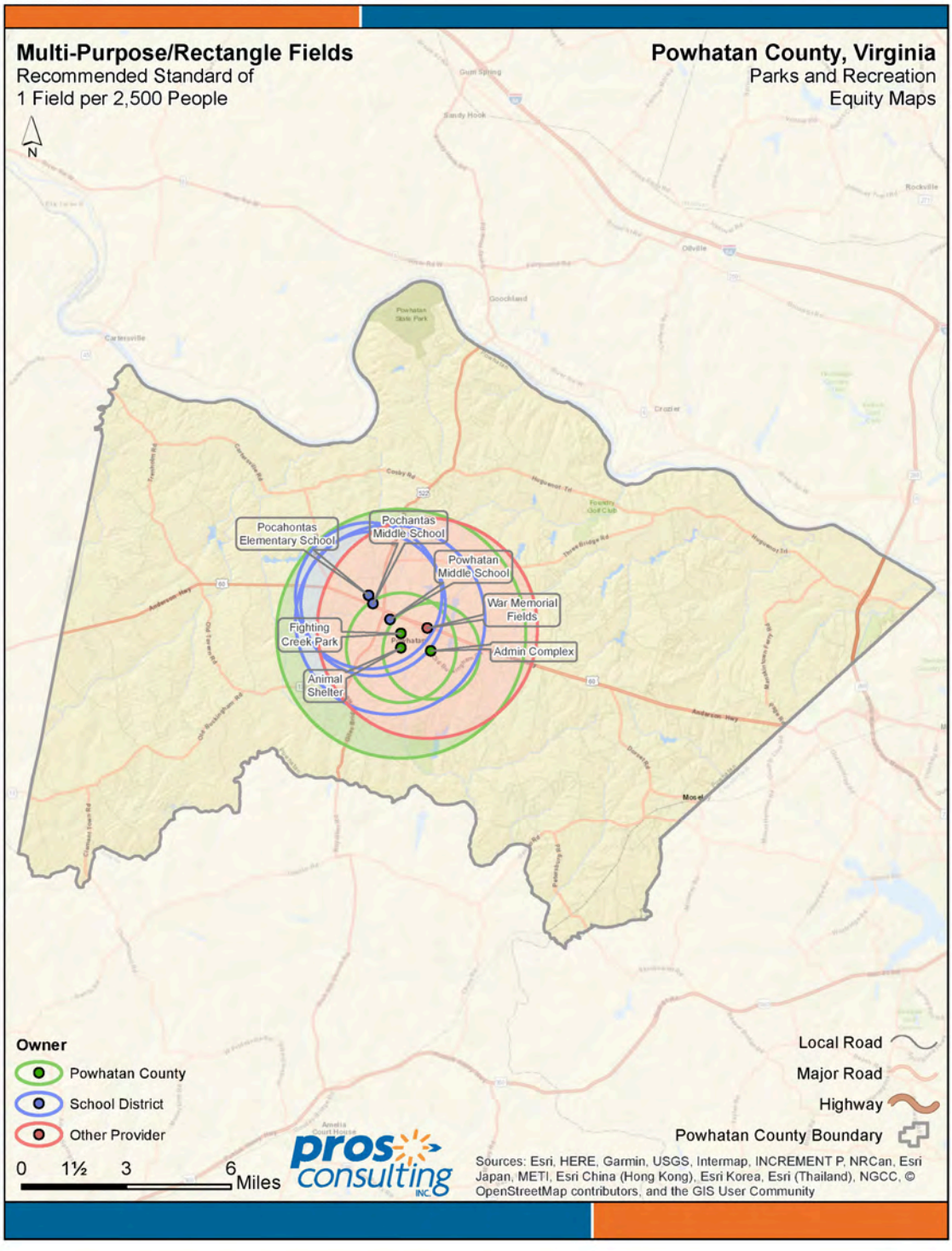
YOUTH/ADULT BALL DIAMOND FIELDS



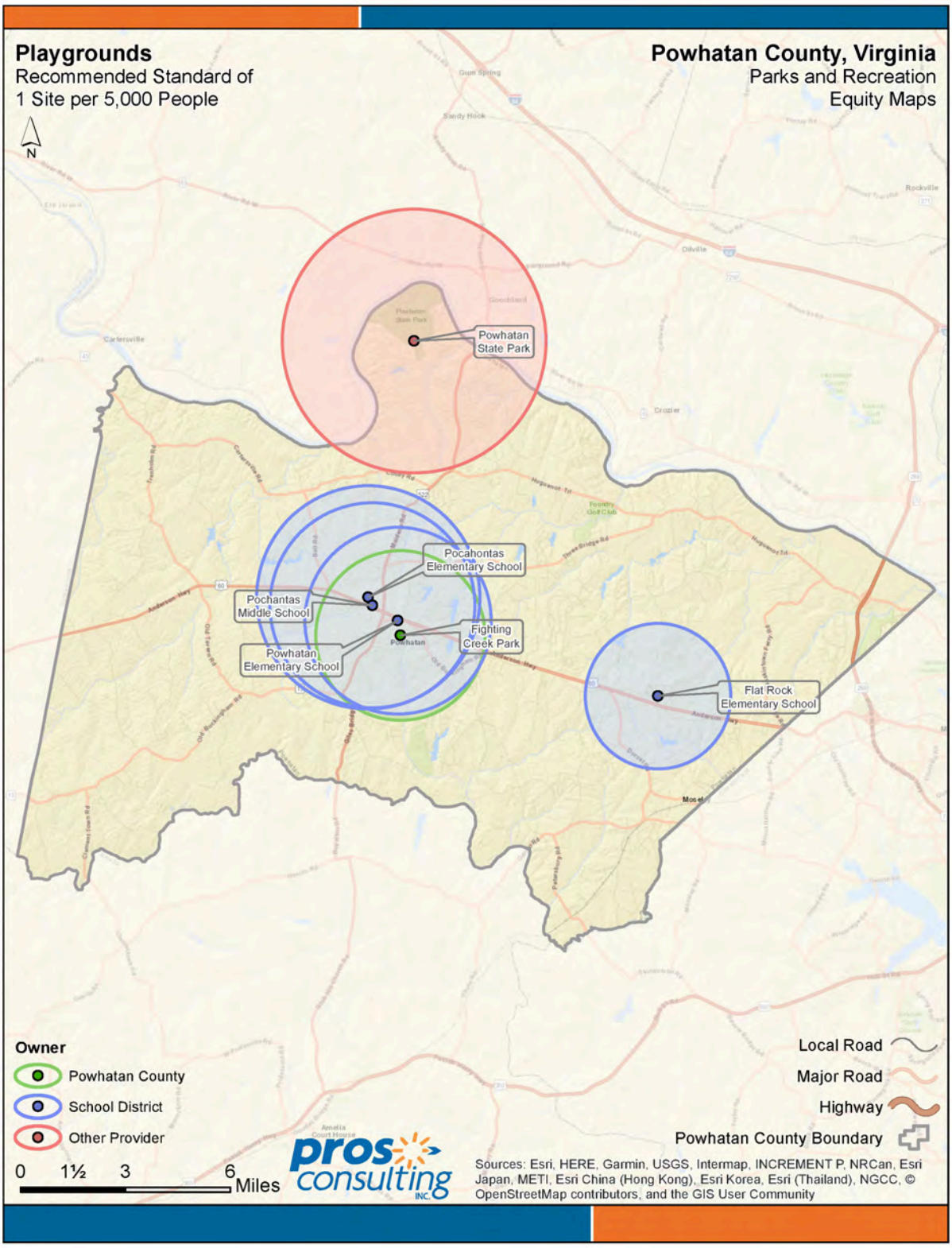
TEEN/ADULT BALL DIAMOND FIELDS



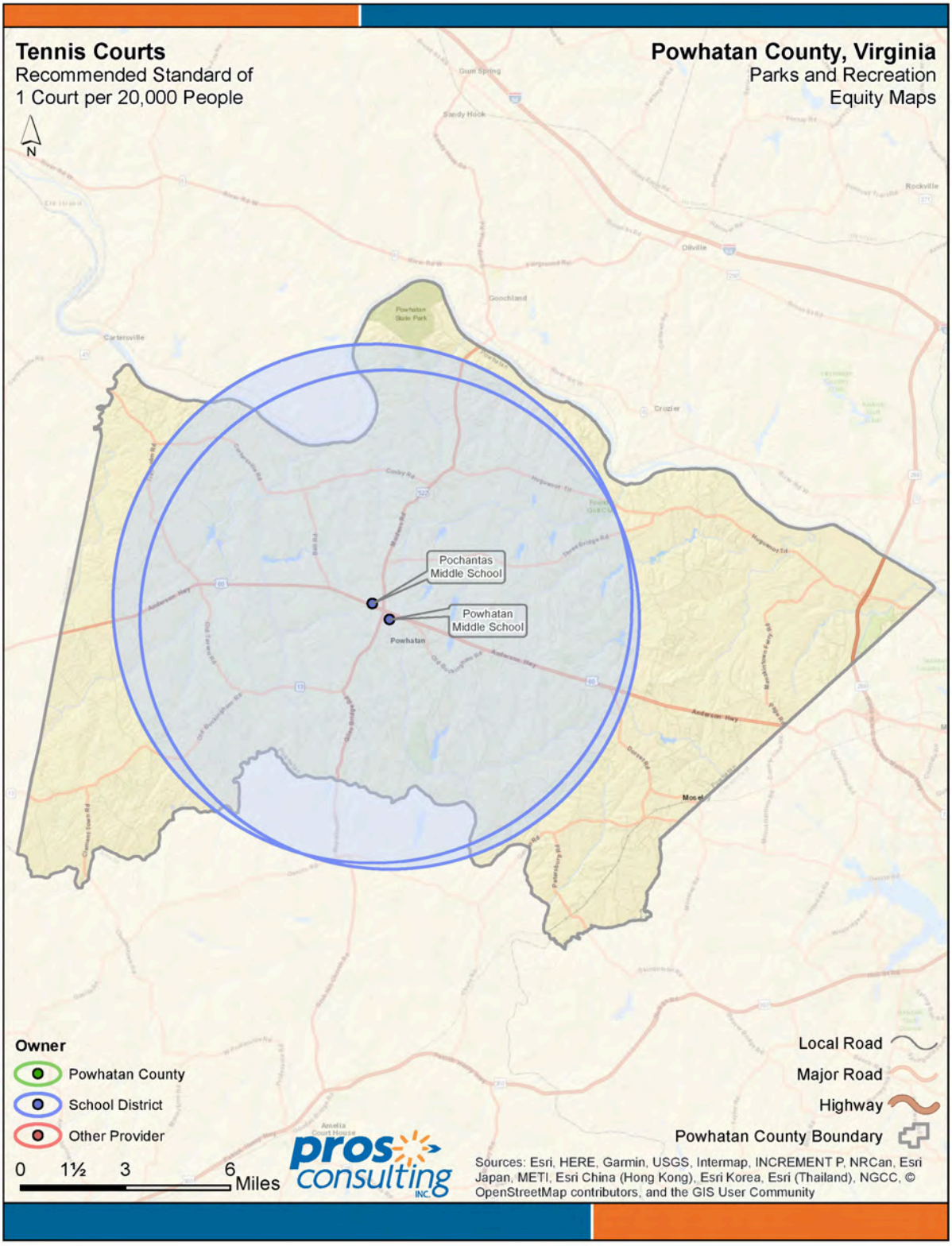
MULTI-PURPOSE/RECTANGULE FIELDS



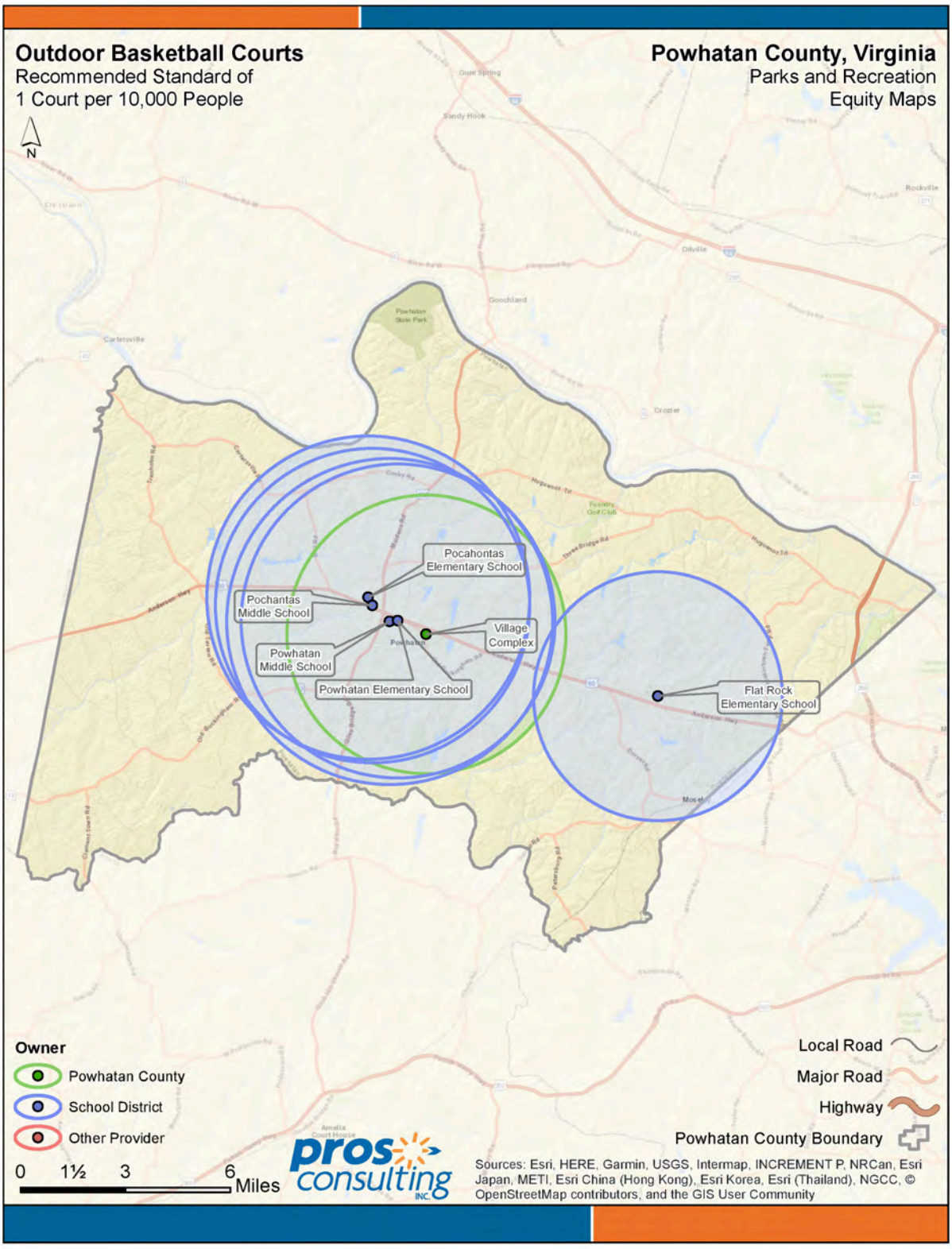
PLAYGROUNDS



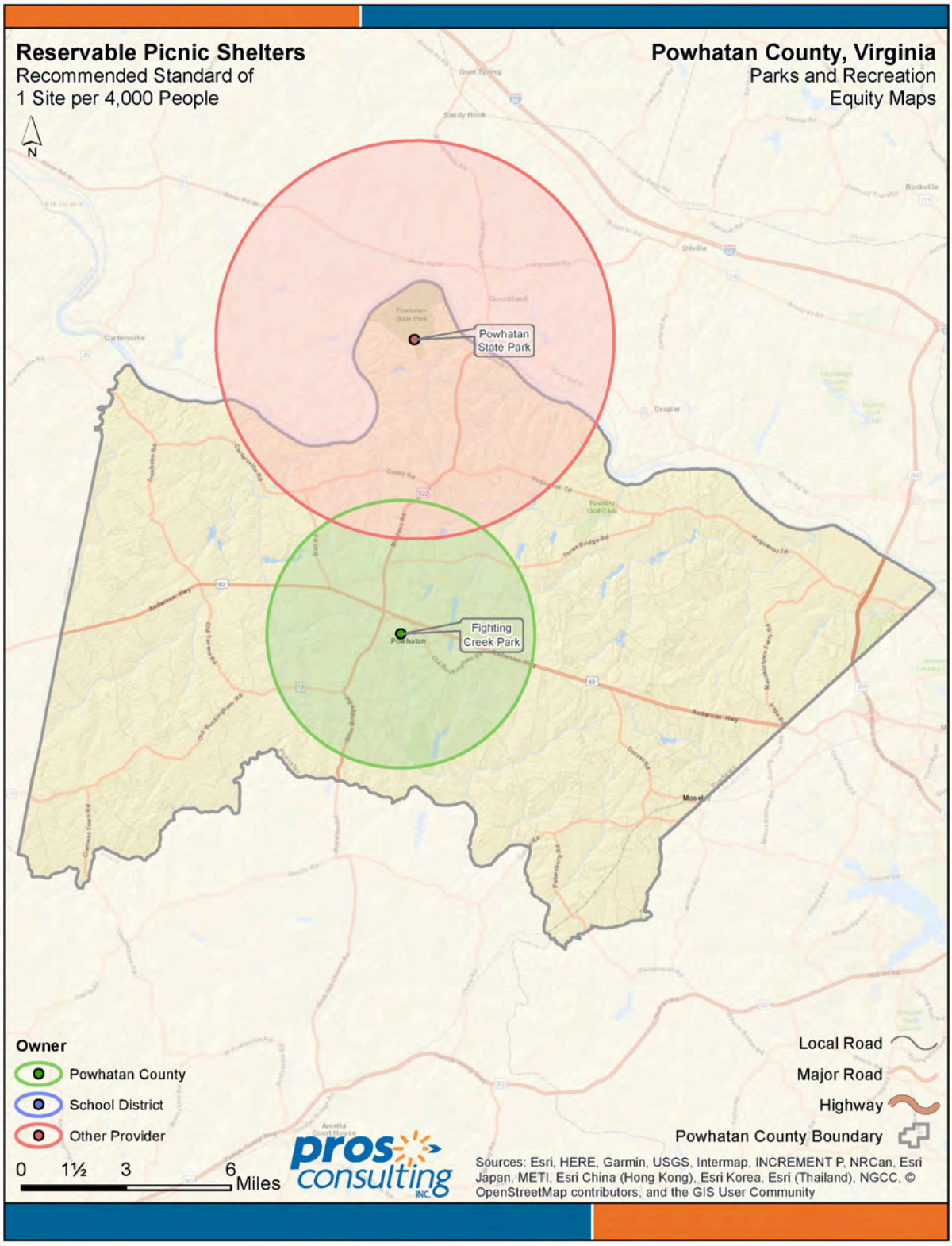
TENNIS COURTS



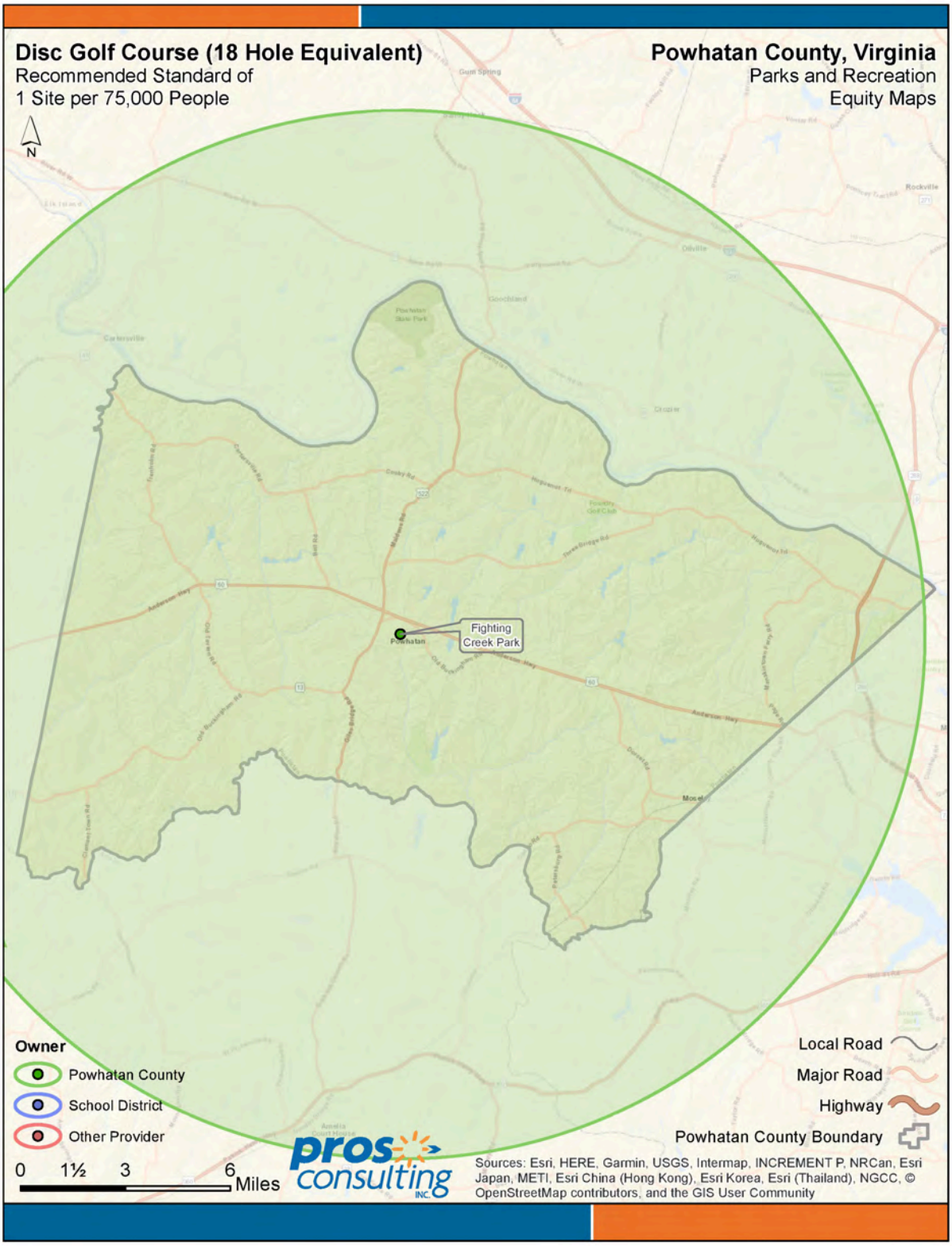
OUTDOOR BASKETBALL COURTS



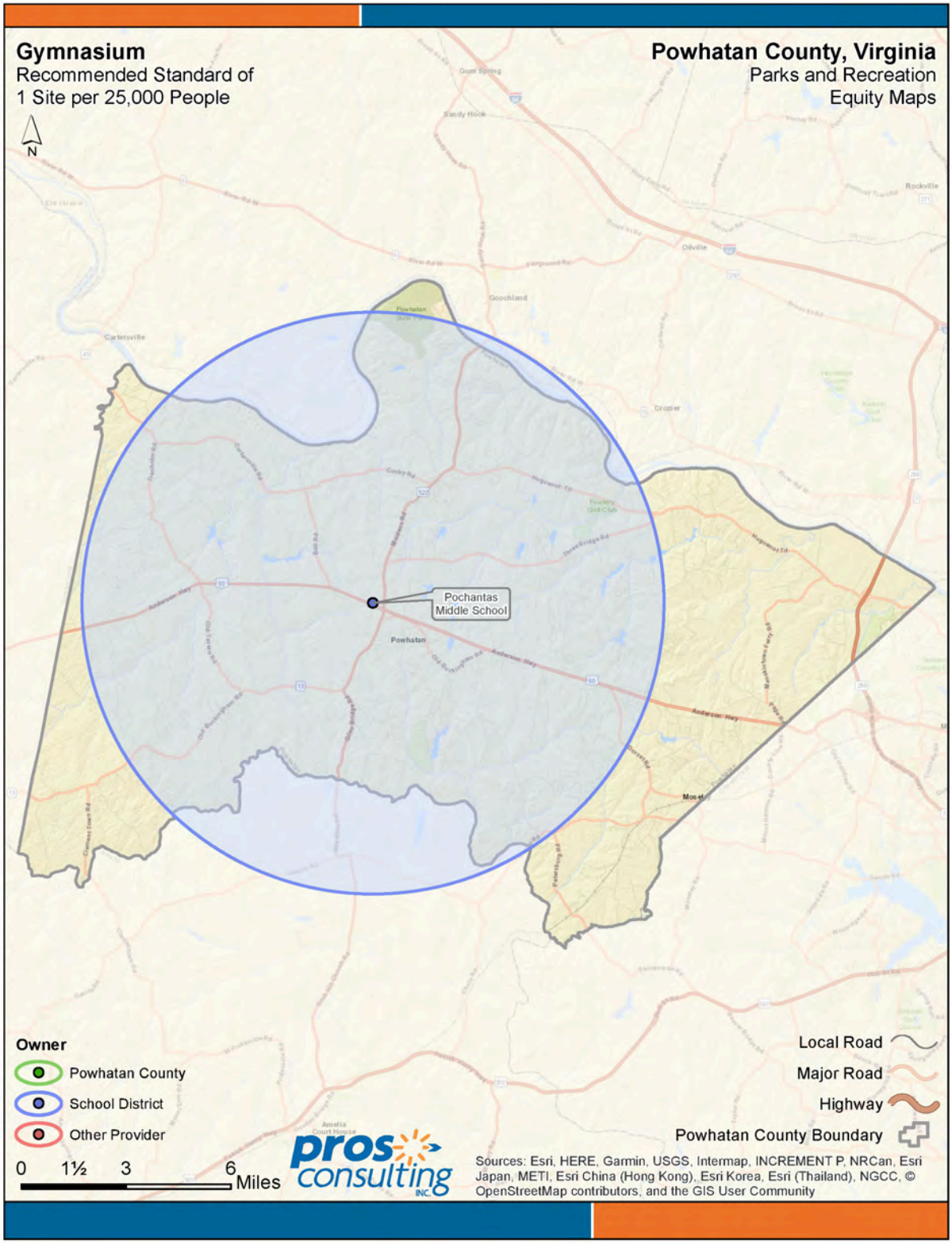
RESERVABLE PICNIC SHELTERS



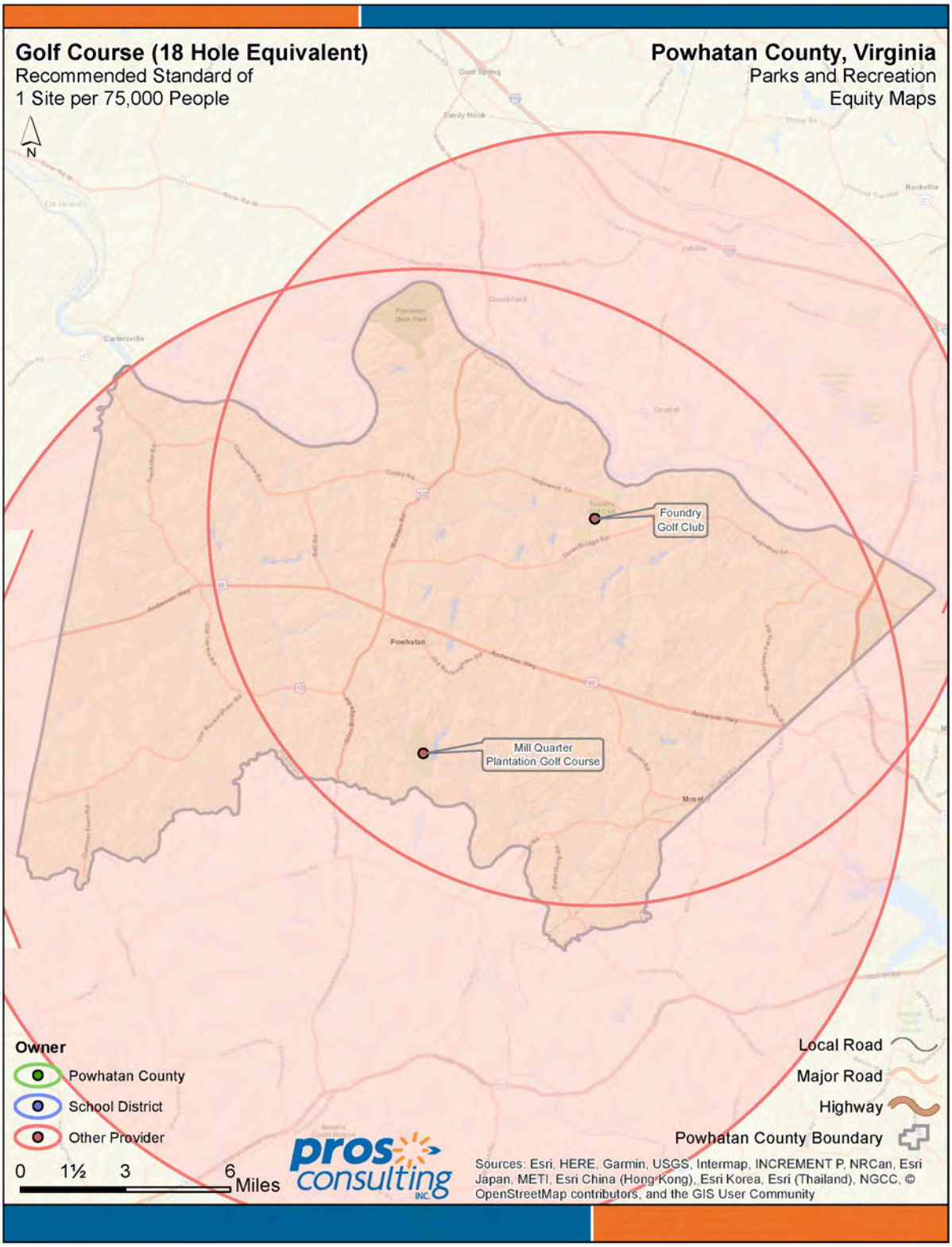
DISC GOLF COURSES



GYMNASIUMS


Gymnasium
Recommended Standard of
1 Site per 25,000 People
Powhatan County, Virginia
Parks and Recreation
Equity Maps
N
Pochantas
Middle School
Powhatan
Owner
Powhatan County
School District
Other Provider
0 1½ 3 6 Miles
Local Road
Major Road
Highway
Powhatan County Boundary
Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community

GOLF COURSES



6.3 LEVEL OF SERVICE STANDARDS - CURRENT

Level of Service (LOS) standards are guidelines that define service areas based on population that support investment decisions related to parks, facilities and amenities. LOS standards can and will change over time; as the population increases, the need to acquire additional land and develop parks also increases as will the costs to do so.

PROS evaluated LOS standards using a combination of resources. These resources included:

- National Recreation and Park Association (NRPA) guidelines.
- Recreation activity participation rates reported by the Sports & Fitness Industry Association's (SFIA) 2018 Study of Sports.
- Fitness, and Leisure Participation as it applies to activities that occur in the United States and Powhatan County area.
- Community and stakeholder input; and general observations. This information allowed standards to be customized to the Powhatan County Parks and Recreation Department.

The LOS standards should be coupled with conventional wisdom and judgment related to the particular situation and needs of the community. These standards should be used to inform decisions when planning to develop new parks, facilities, and amenities. By applying these standards to the population of Powhatan County, gaps and surpluses in park and facility/amenity types are revealed.

Based on a thorough review of the parks and recreation system and public input, it is recommended that the County pursue further development of specific parks and recreation amenities that meet the needs listed in the *High Priority Program and Facility Rankings* and address the gaps per park type to increase the current level of service standard for the projected population in 2035.

- Powhatan County currently provides a **total LOS of ONLY 3.23 acres of neighborhood and community parks per 1,000 residents based on the County's population.**
- **The consulting team is recommending to slightly increase the LOS standard for community and neighborhood parks to 3.25 acres/1,000 population as a goal**. To keep up with the projected population growth, the County will need to develop and add a total of 18 acres community parks to the system by the year 2035 in order to achieve the recommended standard.
- The top two park needs the County is deficient in the future are Community parks and Regional parks.
- The County will need to add amenities to the park system to meet 2035 standards for most outdoor park amenities, including an archery range, a dog park, a skatepark, athletic fields, pickleball courts and reservable picnic shelters.

The table on the following page details the current and recommended LOS for the Powhatan County's Parks and Recreation System. PLEASE NOTE: Trails were not calculated in this population-based service level analysis because they are based on connected networks rather than population.

	2019 Park Inventory				Level of Service Standards						2035 Standards		
Park Type	Powhatan County Inventory	School District Inventory	Other Provider Inventory	Total Inventory	Current Service Level			Recommended Developed Park Service Levels; Revised for Local Service Area			Meet Standard/ Need Exists	Additional Developed Parks/Facilities/ Amenities Needed	
Pocket Park	-	-	-	-	-	acres per	1,000	0.00	acres per	1,000	Meets Standard	-	Acre(s)
Neighborhood/School Parks	-	44.00		44.00	1.48	acres per	1,000	1.25	acres per	1,000	Meets Standard	-	Acre(s)
Community Parks	-	52.00		52.00	1.75	acres per	1,000	2.00	acres per	1,000	Need Exists	18	Acre(s)
Sports Complex Parks	25.00	13.00		38.00	1.28	acres per	1,000	1.00	acres per	1,000	Meets Standard	-	Acre(s)
Regional Parks	215.00	-	1,565.00	1,780.00	59.83	acres per	1,000	53.00	acres per	1,000	Need Exists	82	Acre(s)
Open Space/Conservation Parks		-	4,462.00	4,462.00	149.97	acres per	1,000	125.00	acres per	1,000	Meets Standard	-	Acre(s)
Total Developed Park Acreage	240.00	109.00	6,027.00	6,376.00	214.30	acres per	1,000	182.25	acres per	1,000	Need Exists	100	Acre(s)
OUTDOOR AMENITIES													
Multi-Purpose/Rectangle Fields	5.00	4.00	3.00	12.00	1.00	field per	2,479	1.00	field per	2,400	Need Exists	3	Field(s)
Youth Diamond Fields	6.00	4.00		10.00	1.00	field per	2,975	1.00	field per	4,000	Meets Standard	-	Field(s)
Youth/Adult Diamond Fields	6.00			6.00	1.00	field per	4,959	1.00	field per	4,500	Need Exists	2	Field(s)
Teen/Adult Diamond Fields	-	2.00		2.00	1.00	field per	14,877	1.00	field per	25,000	Meets Standard	-	Field(s)
Outdoor Basketball Courts	1.00	5.00		6.00	1.00	court per	4,959	1.00	court per	10,000	Meets Standard	-	Court(s)
Tennis Courts	-	2.00		2.00	1.00	court per	14,877	1.00	court per	20,000	Meets Standard	-	Court(s)
Pickleball Courts	-	-		-	1.00	court per	#DIV/0!	1.00	court per	15,000	Need Exists	2	Court(s)
Reservable Picnic Shelters	2.00		3.00	5.00	1.00	site per	5,951	1.00	site per	4,000	Need Exists	4	Site(s)
Playgrounds	1.00	4.00	1.00	6.00	1.00	site per	4,959	1.00	site per	5,000	Need Exists	1	Site(s)
Disc Golf Course (18 Hole Equivalent)	1.00	-		1.00	1.00	site per	29,753	1.00	site per	75,000	Meets Standard	-	Site(s)
Golf Course (18 Hole Equivalent)		-	2.00	2.00	1.00	site per	14,877	1.00	site per	75,000	Meets Standard	-	Site(s)
Off Leash Dog Park	-	-	-	-	1.00	site per	#DIV/0!	1.00	site per	25,000	Need Exists	1	Site(s)
Gymnasium	-	1.00	-	1.00	1.00	site per	29,753	1.00	site per	20,000	Need Exists	1	Site(s)
Splash Pads	-	-	-	-	1.00	site per	#DIV/0!	1.00	site per	25,000	Need Exists	1	Site(s)
Archery Range	1.00	-	-	1.00	1.00	site per	29,753	1.00	site per	20,000	Need Exists	1	Site(s)
Skateboard Areas	-	-	-	-	1.00	site per	#DIV/0!	1.00	site per	50,000	Need Exists	1	Site(s)
Swimming Pool	-	-	1.00	1.00	1.00	site per	29,753	1.00	site per	50,000	Meets Standard	-	Site(s)
Indoor Recreation													
Recreation Facility (Square footage)		-	17,000.00	17,000.00	0.57	S.F. per	1	0.75	S.F. per	1	Need Exists	9,351	Sq. Ft.

CHAPTER SEVEN - CAPITAL IMPROVEMENTS

This section of the plan reflects the capital improvement recommendations that are necessary to fulfill the facility needs of the community. In order to plan and prioritize capital investments, the consulting team recommends that the Parks and Recreation Department applies specific guiding principles that prioritizes the maintenance of current assets over the development of new facilities. The Departmental CIP framework is also utilized to determine and plan CIP projects and make budget decisions that are sustainable over time. These criteria (e.g., ADA and safety compliance, commitment, efficiency, revenue) and priorities are also focused on maintaining the integrity of the current infrastructure and facilities before expanding and/or enhancing programs and facilities.

The community, through this planning process, has indicated strong support for this concept of prioritization. Even with the indications of an economic turnaround, funding is not sufficient to take care of all existing assets and build new facilities without the allocation of new resources and/or revenues.

The result is the recommendation to develop a three-tier plan that acknowledges a stark fiscal reality, leading to the continuous rebalancing of priorities and their associated expenditures. Each tier reflects different assumptions about available resources.

- **The Sustainable Alternative** has plans for prioritized spending within existing budget targets. The intention of this alternative is to refocus and make the most of existing resources with the primary goal being for the Department to maintain services. The actions associated with this alternative address deferred maintenance at existing facilities and is funded through existing tax dollars.
- The **Expanded Services Alternative** describes the extra services or capital improvement that should be undertaken when additional funding is available. This includes strategically enhancing existing programs, beginning new alternative programs, adding new positions, or making other strategic changes that would require additional operational or capital funding. In coordination with the County Manager's Office and County Council, the Parks and Recreation Department would evaluate and analyze potential sources of additional revenue, including but not limited to capital bond funding, partnerships, program income, grants, and existing or new taxes.
- The **Visionary Alternative** represents the complete set of services and facilities desired by the community. It is fiscally unconstrained but can help provide policy guidance by illustrating the ultimate goals of the community, and by providing a long-range look to address future needs and deficiencies. Funding for visionary projects would be derived from partnerships, private investments and new tax dollars.

The following pages detail the recommended capital improvement projects – developed in conjunction with staff - for the three-tier spending plan.

7.1 SUSTAINABLE RECOMMENDATIONS – MAINTAINING WHAT WE HAVE

This section outlines the projects that focus on the repair and lifecycle replacement of existing parks, facilities, and amenities.

SUSTAINABLE PROJECTS (Repair Existing)		
Asset	**Brief Description**	**Estimated Total Project Cost**
All Parks and School Parks as Applicable	ADA Improvements	$500,000
All Parks and School Parks as Applicable	Furniture Fixture Equipment Improvements	$500,000
All Parks and School Parks as Applicable	Athletic Field Lighting Improvements	$1,000,000
All Parks and School Parks as Applicable	Irrigation Improvements	$100,000
Fighting Creek Park	Trail Renovation	$50,000
	TOTAL SUSTAINABLE PROJECTS	**$2,150,000**

7.2 EXPANDED SERVICES RECOMMENDATIONS – IMPROVING WHAT WE HAVE

Options described in this section provide the extra services or capital improvement that could be undertaken when additional funding is available to meet need(s) with a focus on enhancements to existing facilities. The following provides a summary of the sustainable options recommended by the consulting team.

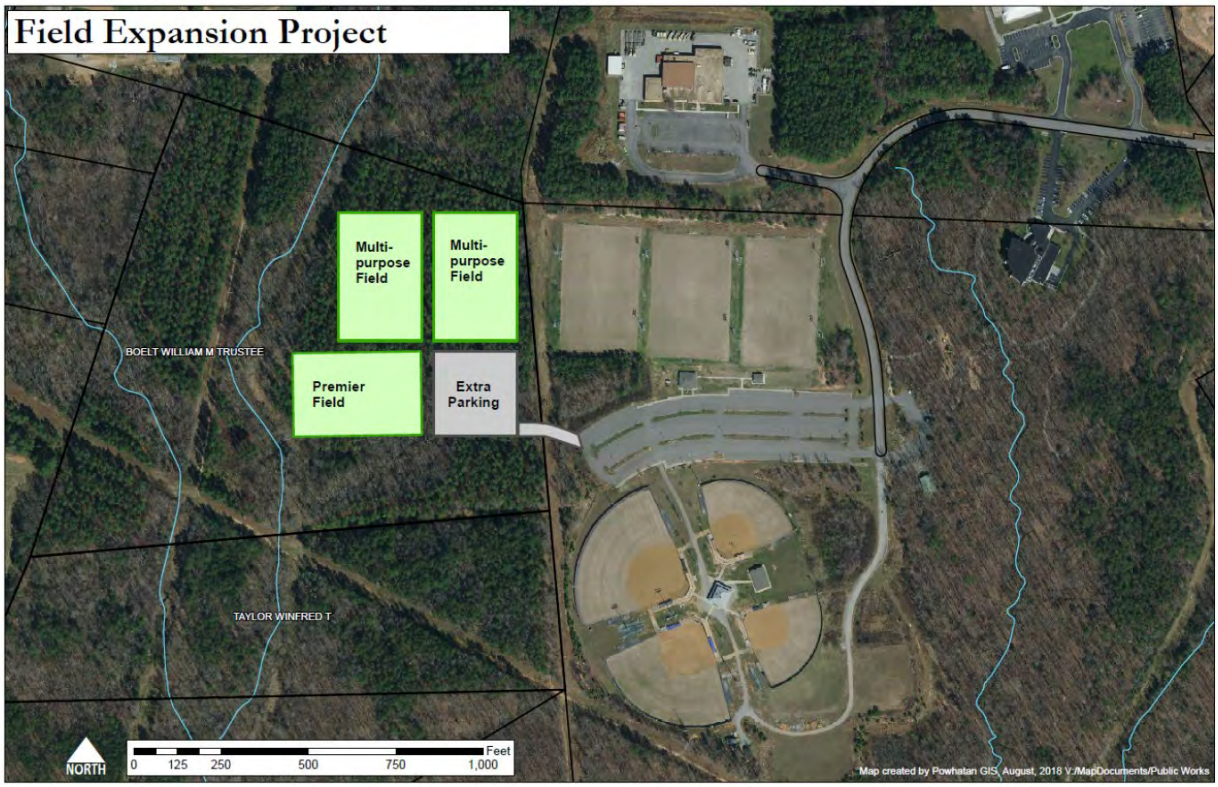
EXPANDED SERVICES PROJECTS (Upgrade)		
Asset	**Brief Description**	**Estimated Total Project Cost FY 20 Dollars**
Fighting Creek Park	Shade over spectator area;	$50,000
Fighting Creek Park	Additional set of batting cages	$25,000
Fighting Creek Park	Archery range expansion	$125,000
Fighting Creek Park	Restrooms by playground	$300,000
Admin Complex	Restroom and concession Improvements	$300,000
Village Complex	Restroom Improvements/Expansion	$250,000
Animal Shelter	Addition of Dog Park and Restroom	$500,000
SUBTOTAL EXISTING PARKS		**$1,550,000**

7.3 VISIONARY RECOMMENDATIONS – DEVELOPING NEW OPPORTUNITIES

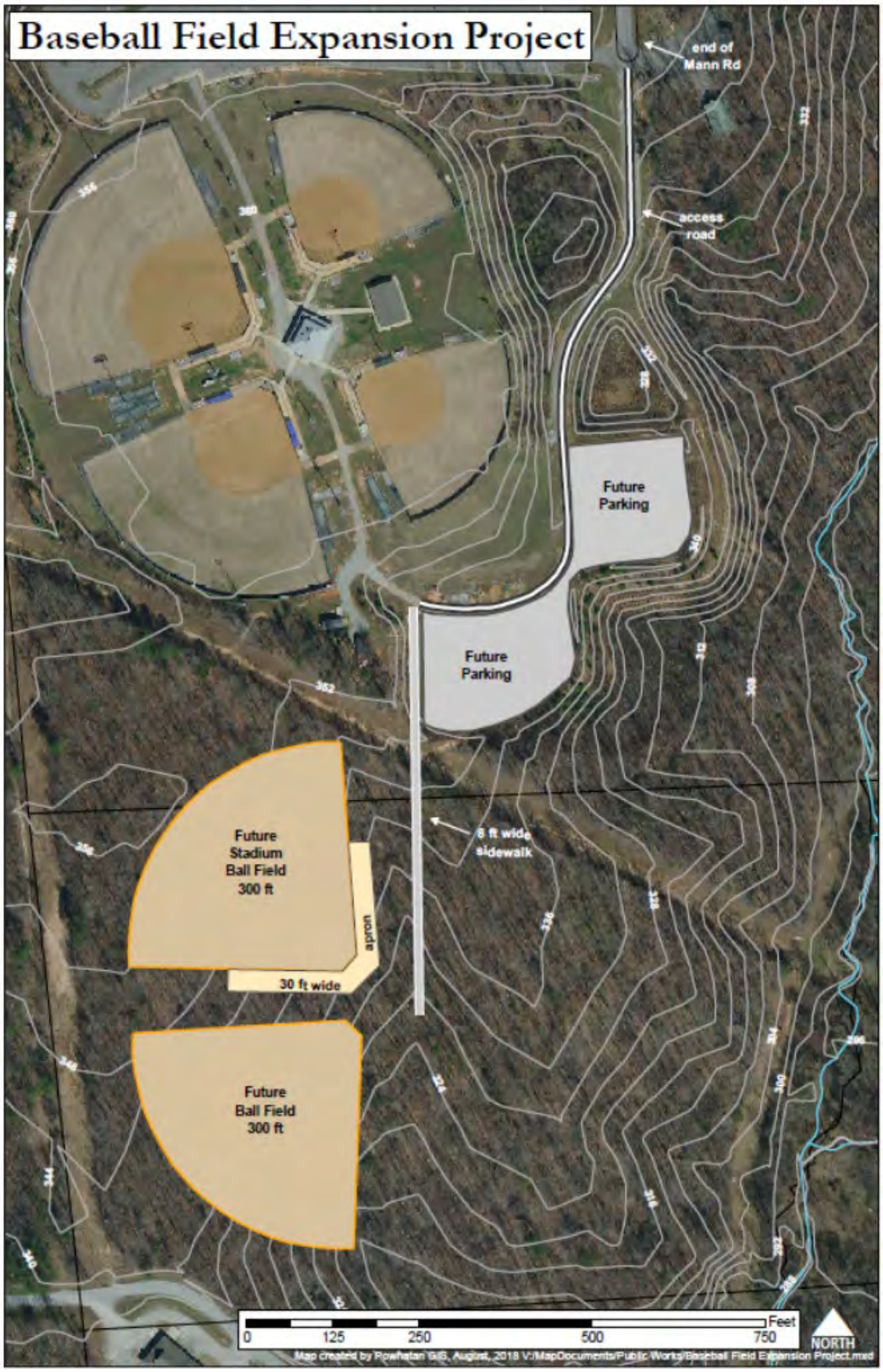
Recommendations described in this section represent the complete set of services and facilities desired by the community. It is fiscally unconstrained but can help provide policy guidance by illustrating the ultimate goals of the community, and by providing a long-range look to address future needs and deficiencies. The following new development and redevelopment projects have been identified as relevant to the interests and needs of the community and are relevant to the County's focus because they feature a high probability of success.

VISIONARY PROJECTS (New/Major Upgrade)		
Asset	**Brief Description**	**Estimated Total Project Cost in FY 20 Dollars**
Fighting Creek Park	Multi-Purpose Field Expansion	$3,257,638
Fighting Creek Park	Baseball Field Expansion	$2,562,604
Trails	Trail Master Plan	$100,000
Pochantas Middle School	Site Specific Master Plan (Community Park)	$75,000
	TOTAL VISIONARY PROJECTS	**$5,995,242**

7.3.1 FIGHTING CREEK MULTI-PURPOSE FIELD EXPANSION CONCEPT PLAN



7.3.2 FIGHTING CREEK BALL DIAMOND FIELD EXPANSION CONCEPT PLAN



7.4 CIP SUMMARY BY TIER - 2020 DOLLARS

SUMMARY BY TIER	
Tier	**Estimated Total Project Cost FY 20 Dollars**
Sustainable Projects	$2,150,000
Expanded Service Projects	$1,550,000
Visionary Projects	$5,995,242
TOTAL	**$9,695,242**

7.5 10 YEAR CIP BY YEAR – 5% ESCALATOR

SUMMARY BY YEAR	
Fiscal Year	**Estimated Total Project Cost**
2020-21	$340,000
2021-22	$1,039,500
2022-23	$371,913
2023-24	$2,133,127
2024-25	$5,039,783
2025-26	$887,945
2026-27	$154,111
2027-28	$626,160
2028-29	$169,907
2029-30	$690,341
TOTAL	**$11,452,787**

CHAPTER EIGHT - FUNDING OPTIONS

In order to continue to build and maintain the parks and recreation system, funding should be pursued for operations and capital improvement projects, such as those presented in this plan.

New, sustainable funding sources are essential to implementing a capital improvement plan. There is substantial potential for increasing revenues for the parks and recreation system while still providing affordable recreation opportunities. The following are high level funding options that should be vetted as the Department updates its Needs Assessment and develops a one to ten-year capital improvement program in 2021.

8.1 PRIMARY FUNDING OPTIONS

8.1.1 GRANTS

The grant market continues to grow annually. Grant writers and researchers are essential if the Department is to pursue grants. Matching dollars are required for most federal grants and many state grants.

8.1.2 COMMUNITY PARKS FOUNDATION

The development of a Powhatan County Parks Foundation would be a joint-development funding source with Powhatan County. The foundation would operate as a non-profit organization, working on behalf of the public agency to raise needed dollars to support its vision and operational needs.

The dollars that would be raised by the foundation are tax-exempt. Foundations promote specific causes, activities, or issues that Powhatan County's Parks and Recreation Department needs to address. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, sales of park-related memorabilia, etc.

Private donations may be received in the form of cash, securities, land, facilities, recreation equipment, art, or in-kind services.

8.1.3 CAPITAL IMPROVEMENT FEES

Many park and recreation systems add a capital-improvement fee onto an existing user fee when they develop or enhance major recreation facilities. This is usually applied to golf courses, aquatic facilities, recreation centers, ice rinks, amphitheaters, and special-use facilities like sports complexes. The dollars gained either offset the cost of the capital improvement or the revenue bond that was used to develop or enhance the special-use facility. Once the capital improvement is paid off, the fee typically expires and is discontinued.

8.1.4 PARK DEVELOPMENT FEES

Many municipalities seek developer contributions for parklands and for the development of trails that run through the property being developed. The developer perceives the enhanced value such improvements mean for her or his development. Park or trail dedication as a requirement of subdivision development is a reliable means for maintaining equity of access to parks and trails.

8.1.5 PARK, OPEN SPACE, AND TRAIL BOND ISSUES

Agencies typically seek park bonds to meet park related needs. The key is to use debt financing through bonds to address needs that are both unmet and clearly a community priority. It is best

to propose a capital-bond project that serves a variety of users and needs. Even in the worst economic downturn, bond issues have been passing because communities are the direct recipient of the money, and its benefits families on a personal basis.

8.1.6 PARTNERSHIPS

Partnerships are joint-development funding sources or operational funding sources formed between separate agencies, such as two government entities, a non-profit and a public agency, or a private business and a public agency. Partners jointly develop revenue-producing park and recreation facilities and share risk, operational costs, responsibilities, and asset management based on the strengths of each partner.

8.2 OTHER FUNDING OPTIONS

8.2.1 FRIENDS ASSOCIATION

Friends associations are typically formed to raise money for a single purpose, such as a specific park facility or program that will better the community.

8.2.2 CORPORATE AND PERSONAL LEAD GIVING

Corporate and personal giving involves the Department seeking corporate funds or personal gifts via a foundation partner or through personal contacts that are used to catalyze wider giving in support of a specific project or operation. The lead donations set the precedent for additional giving over a period of one year up to five years.

8.2.3 DONATIONS

Private donations are a popular form of fundraising by public agencies, particularly for facilities and services that are highly visible and valued by the public. Donations can be channeled through a foundation or friends group aligned with the parks and recreation system's priorities. Donations can be made through one or more of the following methods:

- Donations of cash to a specific park or trail segment by community members and businesses
- Donations of services by large corporations to reduce the cost of park or trail implementation, including equipment and labor to construct and install elements of a specific park or trail
- Reductions in the cost of materials purchased from local businesses that support parks and trails implementation, and can supply essential products for facilities

8.2.4 USER FEES

User fees are fees paid by a user of recreational facilities or programs to offset the costs of services in operating a park or a recreation facility, or in delivering programs. A perception of "value" needs to be instilled in the community for the benefits the agency is providing to the user for exclusive use. Future fees could be charged by the agency based on cost-recovery goals for the parks and core recreation services, based on the level of exclusivity the user receives compared to the general taxpayer.

8.2.5 RECREATION SERVICE FEES

This is a dedicated user fee for the purpose of constructing and maintaining recreation facilities. The fee can apply to all activities that require a reservation. Examples of such activities include adult basketball, volleyball, tennis, and softball leagues, youth baseball, soccer, football and softball leagues, and special-interest classes. The fee allows participants an opportunity to contribute toward the upkeep of the facilities being used.

8.2.6 PARK REVOLVING FUND

This is a dedicated fund replenished on an ongoing basis from various funding sources such as grants, sponsorships, advertising, program-user fees, and rental fees within one or more parks. The agency could establish a revolving fund to supported maintenance at multiple parks.

8.2.7 ADVERTISING SALES

Advertising can occur with trash cans, playgrounds, dog parks, trails, flower pots, and as part of special events to pay for operational costs.

8.2.8 MAINTENANCE ENDOWMENT FUND

This is a fund dedicated exclusively for a park's maintenance and is funded by a percentage of user fees from programs, events, and rentals. The fee is paid by users and is added to a dedicated fund for facility and equipment replacement, such as fitness equipment, water slides, lights, artificial turf, and park-maintenance equipment.

8.2.9 IRREVOCABLE REMAINDER TRUSTS

These trusts are established for individuals who typically have more than $1 million in wealth. They agree to leave a portion of their wealth to a park-and-recreation system in a trust fund that grows over time. The system is able to use a portion of the interest to support specific facilities or programs that are designated by the trustee.

8.2.10 DEDICATED SALES TAX

One potential funding source for the parks and recreation system is an additional percentage sales tax that is committed to maintaining park sites, infrastructure, recreational fields, and trails. The advantage of a sales tax is that it collects revenues from both residents and non-residents who do business in Powhatan County.

8.2.11 DEDICATED MILLAGE

This source provides the opportunity for the park-and-recreation system to demonstrate how well it is meeting the community's needs through a voter-approved millage. In the last five years in the United States, 93% of all park-related bond and millage issues have passed. Communities demonstrate the value of parks when given the opportunity to vote on an increase.

8.2.12 LEASE BACKS

This is another source of capital funding wherein banks or private placement-fund companies develop a park or recreation attraction or complex by purchasing the land, developing a recreational attraction, and then leasing it back to the agency to pay off the land or capital costs

over a 30- to 40-year period. Agencies may find this source attractive because typically they can increase operational budgets more easily than finding capital dollars to pay off the lease over a set period of time.

8.2.13 FRANCHISE FEE FOR UTILITY RIGHT-OF-WAYS

Many agencies have sold the development rights below the ground to utility companies for fiber optic lines, water, sewer, electricity lines, and cable conduits on a linear foot basis.

8.2.14 CATERING PERMITS AND SERVICES

This allows caterers to work in the park-and-recreation system on a permit basis with a set fee or a percentage of food sales returning to the Department. Many Departments have their own catering-service contracts and receive a percentage (10-15%) from the sale of food and drinks. This may be most suitable for large or special events occurring on publicly-owned properties. Another form of fee income is the temporary business license.

8.2.15 PRIVATE CONCESSIONAIRES OPERATING WITHIN A LAND LEASE

Contracts with private businesses to provide and operate desirable recreational activities provide compensation to the agency through a land lease. Contractors may include coffee shops, grill and food concessions, small restaurants, ice cream shops, bicycle shops, farmers markets, and small businesses. Land leases are usually based on 15% of the value of the land plus a percentage of gross revenues from the contractor on an annual basis.

8.2.16 TAX-INCREMENT FINANCING DISTRICT

Commonly used for financing redevelopment projects, a Tax Increment Financing (TIF) District involves the issuance of tax-exempt bonds to pay front-end infrastructure and eligible development costs in partnership with private developers and local businesses that benefit from the improvement. As development occurs, the "tax increment" resulting from redevelopment projects is used to retire the debt that was issued to fund the eligible redevelopment costs. The public portion of the redevelopment project funds itself using the additional taxes generated by the project. TIFs can be used to fund park improvements and development as an essential infrastructure cost. This approach works well in downtown redevelopment, regional park improvements, and in trail development.

CHAPTER NINE - STRATEGIC IMPLEMENTATION

The consultant synthesized its findings to develop a framework of strategic recommendations for the Powhatan County Parks and Recreation Department. PROS Consulting recommends strategies that align with eight major categories of best practices:

1. Growing the Park System
2. Trails
3. Park Land Development
4. Facilities
5. Programming
6. Operations and Staffing
7. Funding the Park System

The implementation matrix should be evaluated and refined as political and economic circumstances shift and be used to validate the vision and mission of Powhatan County. A complete implementation plan matrix, including tactics, accountability, timelines and performance measures, will be provided as a separate document.

	Community Vision for Growing the Park System
	Increase the proportion of park acres per population through a variety of park type amenities, and open space options.
Strategy	Collaborate with local partners, in public and private sectors, to develop innovative parks and spaces to achieve community needs and are aligned with regional green infrastructure plans.
Strategy	Develop and implement a land acquisition policy to ensure the growth of the system is commensurate with that of Powhatan County utilizing the level of service standards that were developed as part of the Needs Assessment.
Strategy	Develop a network of parks, trails and open spaces that protect the natural areas in Powhatan County, connect to population centers that will support the needs of all residents through well designed parks and recreation amenities.
Strategy	Adopt Design Principles for each type of park (neighborhood, community, regional, sports complex) to guide landscape architects and design architects and for the operational staff to follow when the amenity or park is developed.
Strategy	Prioritize the development of future planned parks as a means to meet the level of service needs identified in the Needs Assessment Study.

	Community Vision for Greenways and Trails
	Establish connectivity between parks and greenways that is accessible by pedestrians, bikes and parks and open space in Powhatan County.
Strategy	Work with other County departments to identify and connect sidewalk and bike lanes to trails to improve access to desirable destinations.
Strategy	Continue to develop the County's greenway system.
Strategy	Enhance, protect, and maintain stream and river corridor vegetation, water quality, and wildlife habitats by acquiring greenways and blueways and, in some instances, improving designated greenways by adding trails.
Strategy	Prioritize existing County-owned land and future land acquisition decisions to focus investments in a greenway system that achieves a contiguous network.
Strategy	Encourage developers to contribute to the greenway system by dedicating land, donating easements or funds, and/or constructing portions of trails.

	Community Vision for Park Land Development
	Provide a park system offering the community a variety of parks and services that integrate environmental design, safety, emerging trends and local culture and history.
Strategy	Develop park policies mindful of environmental stewardship to aid in the protection of park resources and ensure that they will be protected for future generations.
Strategy	Make all parks and services welcome and accessible to all level of users, i.e., adults, children, seniors, and all-abilities through clean restrooms when feasible, seating or benches, running water fountains or water stations, and park features usable for all abilities in parks (ADA).
Strategy	Incorporate technology into the design of parks and programming to produce a safe, usable, state of the art park system (systems such as cameras, irrigation, Wi-Fi, pedestrian counters).

	Community Vision for Operations and Staffing
	Re-establish parks and recreation as a Department within the County organizational structure.
Strategy	Increase staffing capacity by re-instating the Director of Parks and Recreation position as well as an additional Recreation Coordinator position.
Strategy	Ensure job descriptions are reviewed and updated, and a complete salary assessment is done every two years to meet pay levels that keep salaries competitive.

	Community Vision for Programming
	Increase community participation in programs.
Strategy	Refine core program services based on prioritization of community needs.
Strategy	Prioritize community needs for utilization of athletic fields over tournaments.
Strategy	Develop a yearly program plan specifically for the core program areas.
Strategy	Create equitable partnerships across the system with sports and not-for-profit groups.
Strategy	Engage volunteers in the delivery of programs and services to build advocacy and support for the park and recreation system.

	Community Vision for Facilities
	Continue to plan, develop and operate a variety of indoor facilities that support multiple activities.
Strategy	Consider partnerships to maximize the utilization of the Pocahontas Middle School site to meet the community's indoor recreation programming needs.
Strategy	Establish partnerships with the Powhatan YMCA to expand indoor programming for the community.

	Community Vision for Financing the Parks System
	Pursue adequate funding to support existing parks, new parks, and other park types.
Strategy	Ensure a fiscally sustainable parks system by leveraging financially driven decisions.
Strategy	Ensure the development related fees are sufficient to maintain the current level of service for parkland within the community.
Strategy	Seek additional funding opportunities to support capital and operational needs in commensurate with the community's desires.

CHAPTER TEN - CONCLUSION

The Powhatan County Parks and Recreation Needs Assessment was developed to provide the organization a roadmap for the future using knowledge gained from community and public input, park and program inventory review, comparison to national standards and trends and an assessment of the current economic and political climate. The planning process incorporated a comprehensive series of discovery and analysis strategies to understand the workings of the organization and included a strong community engagement process. Several key recommendations resulted from this effort. These include park acreage, park amenities, programming, operations, and capital projects.

Overall, the park system is highly valued by the community and elected officials. It serves multiple purposes including recreational, environmental, economic development and higher quality of life. Adequate funding for upkeep of existing parks is a high concern for residents as well as developing new parks. Improved communication between the community and the parks department is another opportunity for enhancement for programming and project activities. In short, investment in the County's park system should be a priority.

Operationally, the department is meeting expectations. Setting up processes that will allow for improved maintenance decision-making and utilization of contractual services. Staffing and funding levels are below what is needed to maintain high-quality experiences for the community.

Powhatan County is a growing community and based on population projections will continue to grow. While growth can be positive it can also stress the existing park system if strategies and policies are in place to meet the new growth. As of today, the County lacks sufficient park land to meet the needs of residents particularly in community and regional park types. As a result, other amenities provided through these park types are in a shortage such as soccer fields, youth baseball, etc. While most will require long-term solutions some areas of improvement in the short-term can be accomplish with enhanced partnerships such as the foundations, governmental partners, school districts, and development community.

To ensure that the County has a plan for capital projects a three-tier plan was developed: The Sustainable Alternative, the Expanded Services Alternative and the Visionary Alternative. Each providing a way to categorize and prioritize projects which ultimately furnished a comprehensive CIP totaling $11.4 Million to be accomplished over the next 10 years.

The Parks and Recreation Needs Assessment includes a system-wide approach for accomplishing short and long-term goals, initiatives, tactics and measurements to ensure that as the County grows in population that the Department does so as well – effectively, efficiently and sustainably – while providing world-class services, programs, parks, and facilities to the community for many years to come.

APPENDIX A - PARK OPERATIONS ASSESSMENT

Parks and amenities that are clean and functioning efficiently are a critical element to delivering high quality programs and services. The Powhatan County Parks and Recreation Department maintains 240 acres of park acreage as shown in the table to the right (not including Right of Way and Median landscape acreage).

Park Type	Powhatan County Inventory
Pocket Park	-
Neighborhood/School Parks	-
Community Parks	-
Sports Complex Parks	25.00
Regional Parks	215.00
Open Space/Conservation Parks	
Total Developed Park Acreage	240.00

PARK MAINTENANCE

KEY FINDINGS

- **Lines of Service:** The core lines of service (functions) performed by the Parks Division are numerous and shown in the table below.

Parks and Grounds Maintenance Lines of Service
Athletic Field - Game Preparation
Athletic Field Maintenance (Diamond and Multi-Purpose Fields)
Citizen Inquiries
Equipment Maintenance
Furniture, Fixtures, Systems (benches, lighting, trash cans, etc.)
Integrated Pest Management
Irrigation Systems
Maintenance Yard Management
Natural Resource/Open Space
Park Building Maintenance
Playground Maintenance
Public Facility Grounds Maintenance
Restroom Custodial Services
Snow and Ice Removal
Sport Courts (Basketball, Tennis, Sand Volleyball Courts)
Storm Clean-up
Trails
Turf Management
Volunteer Management

- **Staffing:** The Parks and Grounds Division is comprised of 6 FTEs. Best practice ratio of staff per park acres maintained at a best practice Level 2 maintenance standard is 1:35 acres. With the responsibility of actively managing 240 acres, the division DOES NOT have the staffing capacity to manage the parks system consistently. Staffing levels are currently deficient by 1 FTEs.
- **Maintenance Standards and Development of Work Plans** – Through the review of data and workshops with staff, the PROS Consulting team determined that the Parks and Grounds Division does routine parks and grounds maintenance plans with task, frequency and season of year in which work is performed in place, however, a formalized maintenance management plan does not exist.
- **Work Order Management System -** The Parks and Grounds Division does not utilize a Work Order Management System that identifies maintenance and asset replacement schedules.
- **Resources:** Staff has the necessary equipment and/or resources to perform tasks at a high level, however, inadequate staffing creates inefficiencies and inconsistent application of maintenance standards when managing turf, trees and landscaping.
- **Annual Park Operation and Maintenance Funding:** Based on analysis conducted by PROS Consulting, unit costs are not in alignment with best practice cost per acre.
    - Parks Annual Operating Budget = $319,695
    - Park Operating Budget per Capita = $11
        - National Average Park Operating Budget per Capita= $46.94
    - Total Acres of Powhatan County Parks = 240
    - Park Acres per 1,000 residents = 8
        - National Average park acres per 1,000 residents = 10.1
    - Park Operating Budget per Acre = $1,332

PARKS MAINTENANCE KEY RECOMMENDATIONS

- **Implement a Work Order Management System**: A work order system should be used to track lifecycle maintenance requirements that are tied to weekly and monthly work orders. This will help the staff to stay ahead of preventative maintenance and limit breakdowns. Further, utilizing the system will provide staff the necessary "actual cost" data for work being performed.
- **Parks Division Staffing:** PROS Consulting recommends the addition of 1 maintenance worker FTE.

- **Annual Park Operation and Maintenance Funding:** It is recommended that the parks division be allocated an additional $63,215 for parks maintenance functions within the next year based on the following line item budget table:

Powhatan County Grounds/Parks Annual Operating Budget		
PERSONNEL	**FY 2020**	**FY 2021 Recommended**
Salaries and Wages - Regular	$ 134,742	$ 170,000
Overtime	3,000	6,000
COMP: Part-time help	49,248	50,000
COMP: Part-time help - Overtime	1,000	1,500
FICA	14,075	12,728
Retirement	15,239	19,227
Retirement - Hybrid		
Retirement - Hybrid Disability	324	324
Medical Insurance	29,052	36,654
Group Life Insurance	1,765	2,227
Workers' Compensation		
Total Personnel	**$ 248,445**	**$ 298,660**
NON-PERSONNEL		
Grounds Maintenance	$ 15,000	$ 20,000
ROW/BMP Management	4,000	4,000
Equipment Repairs and Maintenance	10,000	12,000
Snow Removal	12,000	12,000
Electricity		
Conferences & Training	2,500	2,500
Tools and Equipment	10,000	15,000
Uniforms	4,500	5,500
Safety PPE	1,250	1,250
Gas/Grease/Oil	7,500	7,500
Auto Parts & Repairs	4,500	4,500
Total Non-Personnel	**$ 71,250**	**$ 84,250**
Total Parks and Grounds	**$ 319,695**	**$ 382,910**

- **Create Work Plans Based on Maintenance Standards:** Maintenance standards are based on a Level (1), (2) and (3) modes (tasks and frequencies of each task) and follow best practices as established by the National Recreation and Park Association. The division can customize the standards based on the park and recreation values of the Powhatan County community and need to be adopted and implemented by staff and followed regardless of whether work is performed by County staff or third-party contractors. Best practice maintenance standards for the division to strive to achieve once fully funded are found on the following pages:

STRUCTURES

CONCESSION BUILDING

Task	Frequency
Concession Building - Level 1 Maintenance	
Goal: Provide a clean, inviting area to eat.	
Clean, sweep, vacuum	7x/week
Remove and/or replace Garbage Bags and Trash cans	7x/week
Clean and stock restrooms	7x/week
Clean windows	1x/week
Check Lighting	7x/week
Check Heating / Cooling	7x/week
Clean and wipe tables	7x/week
Check and clean storage areas	1x/week
Wash areas outside concession stands	7x/week
Update and paint signage	1x/year
Clean Patio	7x/week
Major Mechanical System Inspection (Preventative Maintenance)	1x/month
Seasonal Mechanical System Startup/Closing	2x/year
Schedule Lighting, Mechanical Systems	1x/week
Replace outdoor carpeting	1x/2 years
Clean carpeting	2x/year or as needed
Inspect furniture	1x/week

GAZEBO

Task	Frequency
Gazebo - Level 2 Maintenance	
Goal: To present a recreational amenity capable of hosting small weddings and group gatherings	
Clean and sweep	As needed
Remove and/or replace Garbage Bags and Trash cans	As needed
Set-up Site	As needed
Trim and Landscape	As needed
Paint/Stain Gazebo	1x/2 years
Wash	As needed
Inspect Electrical Systems	1x/year
Remove Graffiti	1x/week or as needed
Clean port-a-jons	7x/week
Pump port-a-jons	1x/week or as needed

IRRIGATION PUMP HOUSE

Task	Frequency
Irrigation Pump House	
Goal: Create a maintenance area that is neat, clean, and efficient.	
Critical Pump Inspection	1x/5 years (to be verified)
Annual Preventative Maintenance/Inspection	1x/year
Monthly Preventative Maintenance/Inspection	1x/month
Open/Close	2x/year
Inspect flow rate/timing	3x/week

MAINTENANCE BUILDING

Task	Frequency
Maintenance Building - Level 2 maintenance	
Goal: Create a maintenance area that is neat, clean, and efficient.	
Clean and sweep	1x/week
Store equipment	7x/week
Replace tools in original location	7x/week
Clean and stock restrooms	7x/week
Store supplies	As needed
Winterize stored equipment	As needed
Check Lighting	7x/week
Check Heating / Cooling	7x/week
Junk removal and disposal	1x/week
Clean and wash driveways	1x/week
Clean and maintain parking lots	1x/week
Major Mechanical/Chemical System Inspection (Preventative Maintenance)	1x/month
Seasonal Mechanical System Startup	2x/year
Inspect Lifts/Elevators	1x/year
Inspect Fuel Tanks	1x/week
State Inspection of Fuel Tanks	1x/year
Inspect Used Oil Tanks	1x/monthly
Remove Used Oil and Recycle Filters	As needed
Inspect/clean wash pads	7x/week or as needed
Inspect/clean mix/load pads	7x/week or as needed
Inspect chemical storage areas	7x/week
Review/update emergency response plans (OSHA, MDEQ)	1x/year

SHELTER

Task	Frequency
Shelter - Level 2 maintenance	
Goal: To provide a quality picnic or outing experience.	
Clean and sweep	1x/week
Remove and/or replace Garbage Bags and Trash cans	5x/week
Set-up Site	As needed
Trim and Landscape	1x/2 weeks
Paint Pavilion	1x/2 years
Power wash	As needed
Clean grills	As needed
Check/Spray for hornets, wasps	As needed
Inspect Electrical System	1x/year
Clean port-a-jons	7x/week
Pump port-a-jons	1x/week or as needed
Inspect Picnic Tables	1x/week or as needed
Inspect/Remove Debris from Roof	7x/week or as needed
Remove Graffiti	1x/week or as needed
Setup Tables for Event	As needed
Inspect windows and building sides	1x/week or as needed

RESTROOMS

Task	Frequency
Restrooms - Level 2	
Goal: Provide a clean, hygienic facility for people to use	
Clean and restock	5x/day
Mow	1x/week
Odor removal	5x/week
Trim	1x/week
Repair vandalism	As needed
Wash aprons	1x/week
Remove and/or replace Garbage Bags and Trash cans	7x/week
Paint trash barrels	1x/year
Monthly Mechanical Inspection	1x/month
Schedule Lighting, Mechanical Systems	1x/week

STORAGE BUILDINGS

Task	Frequency
Storage Building- Level 3 Maintenance	
Goal: Provide a safe, clean and accessible storage facility to maximize the County's equipment and supply value	
Inventory and removed unused materials	1x/year
Clean	1x/monthly or as needed
Check electricity	1x/year
Paint	1x/5 years
Spray for bugs	As needed
Major Mechanical/Chemical System Inspection (Preventative Maintenance)	1x/month

PARK GROUNDS

DISC GOLF

Task	Frequency
Disc Golf Course	
Goal: To provide a safe area for riders and spectators that is well maintained and provides an enjoyable experience for participants and users	
Baskets are inspected for damage and replaced	1x/Week
Grass for fairways are mowed	1x/Weekly
Tee boxes inspected and repaired	As needed
Signage inspected and repaired	2x/Daily
Garbage picked up	1x/Daily
Restrooms cleaned	1x/Daily
Informational signs inspected and updated	1x/week

GENERAL TURF INCLUDING DOG PARKS

Task	Frequency
General Park - Warm Weather Grass - Level 2	
Goal: Provide a quality park look that is green, safe and enticing to use	
Mow/Trim (1 1/2") March 1 through March 31	1x/14 days
Mow/Trim (2") April 1 through October 31	1x/7 days
Mow/Trim (2")November 1 through November 30	1x/14 days
Mow/Trim (2") December 1 through February 28	1x/month
Overseed	As needed
Fertilize	As needed
Apply weed control	As needed
Prune trees	As needed
Trim Shrubs	As needed
Pick up trash prior to mowing	Every Mow
Control pests	As needed
Manage leaves	2x/year and as needed
Line Trim	1x/week
Edge	1x/year

HERBICIDE APPLICATION

Task	Frequency
Herbicide Application	
Goal: Provide a quality park look that is weed-free	
Pre-Emergent Weed Control in Non-Lawn Areas	2x/year Spring and Fall
Post-Emergent Weed Control	As needed

MULCH

Task	Frequency
Mulch - Level 2	
Goal: To provide a preventative weed supply to reduce staff cost	
Apply Mulch	2x/year or as needed
Weed Control	2x/year or as needed

NATURAL AREA MAINTENANCE

Task	Frequency
Natural Community Area	
Goal: Complete inventory and restoration maintenance tasks requisite for the ecological health and function of park natural communities.	
Treatment Monitoring	project-specific
Sample Water	project-specific
Cut/ Herbicide	As needed
Spray Herbicide	As needed
Plant/ Seed	As needed
Collect Seed	As needed
Create Burn Break	As needed
Flag/ Mark Features	As needed
Brush/ Vegetation Removal	As needed
Tree Removal	As needed
Install/ Repair Nestbox	As needed
Install Signage	As needed
Perimeter Walk	As needed
Perimeter Clearing	As needed
Remove Trash	As needed
Close Trail	As needed
Mow Trail	As needed
Mow/ Brushog	As needed
Suspend Mowing	As needed

ORNAMENTAL ENTRYWAY

Task	Frequency
Ornamental - Entryway / Signage Planting: Level 1	
Goal: To provide a positive image of a park and / or a hospitality facility that promotes the Gilbert Parks and Recreation brand	
Plant landscape flowers (annuals)	2x/year
Perennial Plants/Shrub Maintenance	3x/year
Flowerbed preparation	1-2x/year
Mulch	1x/year and as needed
Aeration, Fertilizer, Weed Control	1x/2 weeks or as needed
Create floral display	3x/year
Clean weeds from beds	1x/week or as needed
Prune and deadhead flowers	1x/week
Repaint signs	1x/year
Water	As needed
Trim Trees	1x/year
Inspect and adjust irrigation heads	1x/week
Replace/supplement Bulbs	1x/2 years
Inspect, adjust accent lighting (and timers)	1x/month and as needed

PLAYING FIELDS

Task	Frequency
Playing Fields - Baseball / Softball / Soccer / Multi-use - Level 2	
Goal: To provide a high-quality and safe field that encourages greater use among the community for practice, games and tournaments	
Mowed	1x/week
Overseed	2x/year
Fertilizer	2x/year
Aerate	2x/year
Drag / Line fields for games	7x/week
Pick up trash and clean during events	7x/day
Inspect bleachers /scoreboards / security lighting	1x/week
Water (1 inch / week)	As needed
Paint Backstops	1x/2 years

SHRUB MAINTENANCE

Task	Frequency
Shrub Maintenance	
Goal: Ensure proper growth and preserve health of shrubs	
Removal of Frost Damaged Plants	Between March 1 -March 31
General Trimming	3x/year

TRAILS

Task	Frequency
Trail	
Goal: Hard Surface - To provide a quality surface for walking, running or bicycling for all ages and types of visitors **Soft surface: To provide a reasonable level of trail quality for walking, running or biking that does not have to meet ADA standards**	
Trim/Prune	2x/year or as needed
Mow	2-4x/month
Surface Repair	1x/month and as needed
Inspection	1x/week and following major
Major Inspection	1x/year
Seasonal Maintenance and event preparation	3x/year
Spray weed control	As needed
Inspect/change way-finding signage	3x/year
Clean/Blow Paved Trails	1x/week or as needed

TREE MAINTENANCE

Task	Frequency
Tree Maintenance	
Goal: Ensure proper growth and preserve health of trees	
Clearance Pruning	As needed
Prune small trees	Every two years
Prune large trees	Every seven years
Plant trees	Annually
Order trees	As needed
Monitor Tree Health	Continuously
Mulch trees	Annually
Collect Inventory data	As needed
Tree removal	As needed
Stump removal	As needed
Cite Hazard Trees for removal	As needed
Water trees	1x/week
Weed control	3x/year

PARK AMENITIES

BENCH

Task	Frequency
Bench	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect	3x/year
Paint, refinish	1x/year or as needed

BIKE RACK

Task	Frequency
Bike Rack	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect	3x/year
Paint, refinish	1x/year or as needed

DOG WASTE DISPENSER

Task	Frequency
Dog Waste Bag Dispenser	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect, restock	5x/week
Replace	As needed

DRINKING FOUNTAIN

Task	Frequency
Drinking Fountain	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect, clean	7x/week
Repair	As needed

FENCING

Task	Frequency
Fence - Level 2 Maintenance	
Goal: Support the asset for security, image, boundaries, and play areas.	
Inspect	1x/year and following storms
Repair	As needed
Replace	As needed
Repaint (potentially through electrostatic technique)	As needed
Vegetation Control	1x/year and as needed

GATE

Task	Frequency
Gate - Level 2 Maintenance	
Goal: Support the asset for security, image, boundaries, and play areas.	
Inspect	1x/month and following storms
Repair	As needed
Replace	As needed
Repaint (potentially through electrostatic technique)	As needed
Vegetation Control	1x/year and as needed

GRILL

Task	Frequency
Grill	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect, remove coals	7x/week
Paint	1x/year

HARDSCAPE - BRIDGE

Task	Frequency
Hardscape - Bridge	
Goal: To provide a safe high quality amenity for people to walk, bike or run	
Clean	As needed
Inspect	1x/week
Repair	As needed
Apply ice solvents (no salt)	As needed
Structural Inspection	1x/5 years

HARDSCAPE – PARKING LOT

Task	Frequency
Hardscape -Parking Lot	
Goal: To provide a quality, pothole free facility to park on	
Clean	1x/week
Stripe Paved, Paint Bumper Blocks	1x/2 years
Inspect	7x/week
Repair	As needed
Grade/Chloride gravel parking	2 or 3x/year
Inspect Signs	7x/week
Major Inspection	1x/year
Mill and Cap Asphalt	1x/15-20 years or as needed
Fill cracks	1x/year and as needed
Seal	1x/2 years
Safety Inspection (lighting, vegetation, etc)	1x /year
Inspect, Repair, Flush Storm Sewer Systems	1x/year
Sweep Parking lot	1x/year
Plow/salt	As needed

HARDSCAPE - ROAD

Task	Frequency
Hardscape -Road	
Goal: Provide a quality surface for people to access for driving, bicycling, walking or running	
Clean and sweep	1x/year or as needed
Marked	1x/two years
Mowed on both sides	1x/week
Check signs	1x/week
Repair	As needed
Overlays	1x/10 years
Seal potholes / cracks	1x/year
Inspect and repair gravel edge	1x/year and as needed

HARDSCAPE - SIDEWALK

Task	Frequency
Hardscape - Sidewalk	
Goal: Provide a quality surface for people to access for bicycling, rollerblading, walking or running	
Clean and sweep	1x/year or as needed
Repair/Replace	As needed
Inspect and repair gravel edge	1x/year and as needed
Remove Snow	As needed
Edge	2x/year and as needed
Major Inspection	1x/year
Weed Control	As needed

HARDSCAPE – WOOD DECK

Task	Frequency
Hardscape - Wood Deck	
Goal: Provide a safe amenity for people to enjoy a program for activity or observation	
Sweep/clean	1x/week
Power wash	1x/2 years
Reset Nails/Screws	1x/2 years
Stain	1x/2 years
Remove Snow/Ice	As needed
Major Inspection	1x/year
Repair	As needed

IRRIGATION SYSTEM

Task	Frequency
Irrigation System	
Goal: To provide a sustainable, well-maintained and water- efficient system for irrigating grounds to ensure high quality surfaces and playing experience	
Open/Close Irrigation	2x/year
Inspect, adjust, water volume	1x/week

NETS

Task	Frequency
Nets	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect, restock	1x/week
Repair	As needed

PICNIC TABLE

Task	Frequency
Picnic Table	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Inspect	1x/year
Stack/Distribute	2x/year
Repair	As needed
Wash (shelter tables)	7x/week

PLAYGROUNDS

Task	Frequency
Playgrounds and equipment - (All types) - Level 1 Maintenance	
Goal: To adhere to and exceed National Playground Safety Standards	
Inspect and document;	1x/month
Major Annual Inspection	1x/year
Repair	Immediately
Clean and pickup trash	7x/week
Remove vandalism	As needed
Inspect water fountains, where applicable	7x/week
Mow areas around the playground	1x/week
Inspect playground parking lot, picnic tables and visitor benches	1x/week
Rake sand, woodchips, gravel, fiber mulch	1x/week
Seal rubberized, poured in place	1x/year
Remove/Replace Fiber Mulch	1x/3-5 years
Replace	1x/15 years
Inspect for Pests/Bees/etc	1x/2 weeks

PLAYING COURTS – BASKETBALL/PICKLEBALL/TENNIS

Task	Frequency
Playing Courts - Basketball/Pickleball/ Tennis	
Goal: To provide a safe and quality surface for practice or competitive type events	
Clean and sweep	5x/week
Inspect stripes	1x/year
Inspect fences	1x/month
Inspect nets and pole, where applicable	1x/week
Repair	As needed
Inspect lighting	1/x week
Major Inspection	1x/year

PLAYING COURTS – HORSESHOE PIT

Task	Frequency
Playing Courts - Horseshoe Pit	
Goal: To provide a safe and quality surface for practice or competitive type events	
Evaluate stakes for vertical position	1x/month
Mow	1x/week
Replace backboards	1x/5 years or as needed
Update player thrower lanes	1x/year
Major Inspection	1x/year
Edge and supplement sand	1x/year and as needed
Paint Backboards	1x/year

SIGNAGE

Task	Frequency
Sign	
Goal: Inform users in a clear concise manner	
Inspected System-wide	1x/year
Inspected by park	1x/week
Repair/Level	As needed
Remove vandalism	As needed
Transition Summer/Winter sign	2x/year
Inspect Entrance Sign	1x/year
Paint Entrance Sign	1x/5 years
Paint Other Signs	1x/year or as needed
Remove/Replace Seasonal Signs	2x/year

TRASH CAN

Task	Frequency
Trash Cans	
Goal: Ensure they are in good condition, are updated, safe and offer an enjoyable experience to the users	
Empty	7x/week
Clean	1x/week

PARK MAINTENANCE OTHER RECOMMENDATIONS

- **Cost Avoidance:** Maintenance operations are typically spent in divisions that do not have direct revenue sources that can offset expenditures. There are opportunities, however, to reduce expenditures through the following strategies.
    - **Adopt-a-Trail Programs:** These are typically small-grant programs that fund new construction, repair or renovation, maps, trail brochures, and facilities (bike racks, picnic areas, birding equipment, etc.), as well as providing maintenance support. These programs are similar to the popular "adopt-a-mile" highway programs most states utilize. Adopt-a-trail programs can also take the form of cash contributions in the range of $12,000 to $16,000 per mile to cover operational costs.
    - **Adopt-a-Park Programs:** These are small-grant programs that fund new construction and provide maintenance support. Adopt-A-Park programs can also take the form of cash contributions in the range of $1,000 to $5,000 per acre to cover operational costs.
    - **Operational Partnerships:** Partnerships are operational funding sources formed from two separate agencies, such as two government entities, a non-profit and a public agency, or a private business and a public agency. Two partners jointly share risk, operational costs, responsibilities, and asset management based on the strengths of each partner.

APPENDIX B – ADMINISTRATION/RECREATION ORGANIZATIONAL ASSESSMENT

A significant barrier to the implementation of the recommendations in the Needs Assessment can be the lack of staffing capacity. Currently, parks and recreation in Powhatan County is lacking administrative support to implement the recommendations in this study as there is currently only 1 full-time position and approximately 4,000 part-time labor hours to support administrative and recreation functions.

It is the strong recommendation of the consulting team to hire a Parks and Recreation Director to lead the Department into the next decade.

To support the new Director, the consulting team recommends the following operating budget for the Recreation/Administrative functions of the Department.

Powhatan County Recreation/Administration Annual Operating Budget		
PERSONNEL	**FY 2020**	**FY 2021 Recommended**
Salaries and Wages - Regular	$ 54,329	$ 135,000
Overtime	25,812	30,000
COMP: Part-time help		-
COMP: Part-time help - Overtime	5,079	12,623
FICA	6,232	9,872
Retirement	11,268	27,999
Retirement - Hybrid		
Retirement - Hybrid Disability	712	1,424
Medical Insurance	29,052	72,190
Total Personnel	**$ 132,484**	**$ 289,108**
NON-PERSONNEL		
Advertising	$ 500	$ 1,000
Postage	100	250
Telephone System	500	1,000
Cell Phones	840	2,000
Mileage	50	250
Travel-Convention & Education	800	2,000
Concession Permits	200	500
Special Events	5,000	7,500
Programs	1,000	2,500
Office Supplies	1,000	1,000
Uniforms	400	800
Dues/Association Memberships	1,160	2,000
Other Operating Supplies	380	500
Total Non-Personnel	**$ 11,930**	**$ 21,300**
Total Administration/Recreation	**$ 144,414**	**$ 310,408**