

**Management Study of the  
Recreation, Parks, and Cultural Activities  
Department**

**CITY OF ALEXANDRIA, VIRGINIA**

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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

## 1. INTRODUCTION AND EXECUTIVE SUMMARY

The City of Alexandria retained the Matrix Consulting Group to conduct a management study of the Recreation, Parks and Cultural Activities Department. The objectives in conducting this study were as follows:

- To analyze service levels, workload, output, and staffing for all divisions, program areas and administration (park maintenance / programs, City Marina, recreation centers, and cultural activities);
- To evaluate all programs and services offered in terms of necessity, efficiency, staffing, funding, hours of service versus demand for service, and responsiveness to resident needs for all for all divisions, program areas and administration;
- To examine allocated personnel (including the use of overtime and seasonal employees), the department system used for tracking the allocation of positions and controls on filling these positions, equipment, and other resources to assess proper workload distribution;
- To examine equipment needs and evaluate the replacement / depreciation schedules;
- To examine the provisions of computers for public use, educational, recreational, or other purposes in recreation facilities and systems used for software and hardware maintenance and financing (replacement / depreciation schedules).
- To examine park and recreation center capital improvement program needs and planning process;
- To examine the department's fee policies with respect to the cost of the programs provided and the comparisons to fees for other similar programs in the metropolitan Washington area;
- To examine the department's maintenance services (parks, buildings, trees, horticulture);
- To examine service standards and performance measurements of each program area;
- To examine special event staffing / costs policies and fundraising policies (including corporate sponsorships);

- To identify and compare other local governments and regional and local park authorities as benchmarks to compare service delivery systems, policies, and programs to each area of the department;
- To provide an analysis of the department's optimal organizational structure, including spans of control, lines of authority, and fiscal accountability;
- To develop projections of immediate and long term savings in capital or operating costs resulting from implementing performance audit and efficiency recommendations or returns on investment (ROI); and
- To develop recommendations and a plan (including timelines and identification of responsible parties) to be incorporated into the annual budgeting cycle.

## 1. **BENEFITS OF PARKS, RECREATION, AND THE URBAN FOREST**

The delivery of parks and recreation services provide a variety of benefits to the community. For example:

- **An analysis completed in 2005 for the Illinois Association of Park Districts found positive impacts on real estate values depending on the proximity of homes to parks.** Neighborhood parks can provide up to a 20% increase in housing values for those homes facing the park. Benefits from a neighborhood park can extend to approximately 600 feet, with houses nearer to the park receiving the majority of the benefit. Community parks may provide benefits up to 33% of the residential real estate value. Homes within 1,000 feet of a large community park may receive a 9% increase in home value. Positive externalities of a community park may extend up to 2,000 feet. Homes in close proximity to greenbelts generate a premium of 11% in value over the average price.<sup>1</sup>
- **A benefit-cost analysis of a city's urban forest found that the annual benefits that residents obtained from public park and street trees exceeded the annual costs of maintaining these public trees by a factor of nearly two.** These benefits included energy savings, atmospheric carbon dioxide reductions, air quality benefits, stormwater runoff reductions, and other benefits.<sup>2</sup>
- **American Chief Executive Officers have identified quality of life for employees as the third most important factor in locating a business.** Only access to domestic markets and availability of skilled labor are more important. Parks and open space are increasingly recognized as vital to the quality of life that fuels economic health.<sup>3</sup>

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<sup>1</sup> Economic Research Associates, Real Estate Impact Review of Parks and Recreation, March 2005

<sup>2</sup> E. Gregory McPherson, James R. Simpson, Paula J. Peper, and Qingfu Xiao, Benefit – Cost Analysis of Modesto's Municipal Urban Forest, 1999

<sup>3</sup> The Economic Benefits of Parks and Open Space, Trust for Public Land, 1999.

## **2. POSITIVE ASPECTS OF THE MANAGEMENT AND OPERATIONS OF THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT.**

By its very nature, a study like this tends to focus on improvement opportunities. Before addressing those opportunities, it is important to note that the study identified a number of significant positive features. The project team also believes that it is important to identify areas in which the Recreation, Parks, and Cultural Activities Department meets or better benchmarks. Examples are provided in the paragraphs below.

- Department of Recreation, Parks and Cultural Activities became one of the fifty-five agencies in the Country to have received national accreditation from the Commission for Accreditation of Park and Recreation Agencies (CAPRA).
- The Department developed a strategic master plan for Open Space, Parks and Recreation in 2003. The strategic master plan included process, including a focus group and public forum, citizen survey, and demographic, benchmark, facility and parks, program, volunteer operations, marketing, and capital improvement process analyses.
- Five of the City's recreation centers are co-located with elementary school sites (William Ramsay, Durant, Cora Kelly, Patrick Henry, Charles Barrett).
- The City administers after school programs at 5 elementary school sites (Jefferson Houston, Maury, George Mason, John Adams, MacArthur), and two middle school sites (George Washington and Frank C Hammond).
- Sports programs utilize school facilities for practices.
- The Campagna kids program provides before and after school care at City elementary and middle school sites.
- The Department has developed partnerships for the delivery of services with other City departments and with non-profit organizations. For example, the Youth Sports program partners with local sports organizations to deliver soccer, coach-pitch little league, and lacrosse programs.
- William Ramsay, Charles Barrett, Nannie J Lee, Jerome Ford, and Patrick Henry centers have "hands-on" managers and supervisors that provide direct program delivery.
- Citywide special events are co-sponsored with organizations such as the Red Cross, Tenants' and Workers Support Committee, African American Heritage

- and Cultural Festival Committee, American Indian Inter-Tribal Cultural Organization, etc.
- Each recreation center uses *RecTrac* for registration of local residents' that participate in activities at the centers. Adult sports utilizes *RecTrac* for team manager / league registration. The Chinquapin recreation center uses *RecTrac* to track revenue and expenses associated with activities.
  - A tree inventory has been conducted for the City's major thoroughfares. This inventory is tied to GIS.
  - A Tree Preservation Ordinance has been adopted.
  - The Park Operations and Capital Projects Division does not utilize pesticides with the exception of pesticides for the gypsy moth.
  - The Park Operations and Capital Projects Division utilizes aerial towers and brush chippers effectively to enhance the productivity of their staff. Based upon a sample, the productivity of the crew appears reasonable given the role of the crew.
  - The Park Operations and Capital Projects Division has a formal ongoing inspection program for playground equipment.
  - Park maintenance staff are provided with the opportunity for review and input in the design of parks.

There are a number of positive aspects to the management and operations of the Recreation, Parks, and Cultural Activities Department.

### **3. FIVE-POINT AGENDA FOR CHANGE.**

The assessment of the Recreation, Parks, and Cultural Activities Department for the City identified over 200 recommendations for improvement that the Matrix Consulting Group believes should provide the basis for change in the coming years.

These recommendations fall into five major improvement areas including the following:

- Organizational structure;
- Management systems;
- Asset maintenance management;

- Enhancement of the service delivery for arts and cultural services; and
- Enhancement of the service delivery for recreation services.

Each of these major points in the improvement agenda is briefly summarized below.

**(1) Streamline the Organizational Structure of the Department**

The Matrix Consulting Group evaluated the plan or organization of the Recreation, Parks, and Cultural Activities Department from a number of vantage points including resource utilization, communication and coordination, agility and flexibility, human capital, and clarity of accountability.

There is an opportunity to enhance the structure of the department. The major changes in the plan of organization are presented below.

- Eliminate the position of Deputy Director, Arts, Marketing and Special Services.
- The Division Chief, Administrative Services, should be reclassified as a Deputy Director, Business Services and assigned additional responsibilities for management of marketing, public information, and volunteer coordination.
- The position of Division Chief, Capital Projects should be eliminated.
- The Division Chief, Park Planning should be allocated responsibility for supervision of the Recreation Supervisor III and Architect that are presently supervised by the Division Chief, Capital Projects. The responsibility for supervision of the Dockmaster should be assigned to one of the two Superintendent, Parks and Facilities positions.
- The City Arborist should report directly to the Deputy Director, Parks, Natural Resources.
- The Horticultural Supervisor should report to the City Arborist.
- The Division Chief, Cultural Arts should report to the Director of Recreation, Parks, and Cultural Activities. Once the program is more full developed after several years, the Division Chief, Cultural Arts should report to the Deputy Director, Recreation Services. The Division Chief, Cultural Arts should be responsible for the supervision of the Durant Center, the staff liaison for the Commission for the Arts, and Special Events.



- A new Division Chief, Recreation position should be established. This would be one of two middle-management positions responsible for the supervision of recreation staff assigned to the nine (9) community centers, Therapeutic Recreation, Senior Programs, and Special Events.

The purpose of the streamlining of the plan of organization is to reduce the administrative overhead and place each division at a level in accordance with its importance with achieving departmental goals.

## **(2) Enhance the Management Systems Deployed In the Department**

The driving force behind any high performing organization is clear direction and the management systems that communicate and translate policy into action. The Recreation, Parks, and Cultural Activities Department faces a number of challenges to using its resources more efficiently and effectively, and more importantly, to redirect resources to enhance the delivery of recreation services, and invest in maintenance and preservation of the City's parks, horticulture, and urban forest. The department is limited in its ability to address these challenges as a result of management systems and direction. The management of the Department needs to enhance the management systems within the department through such tools as portrayed below.

- The Division Chief, Administrative Services and the information technology staff within Administrative Services should develop a deployment plan for *RecTrac* for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then work with these managers and supervisors to continue to deploy *RecTrac*.
- The Parks Operations and Capital Projects Division should develop and install a formal maintenance management system for the maintenance and repair of the parks, horticultural services and the urban forest. This system should be based upon the computerized maintenance management system being acquired by the Transportation and Environmental Services Department.
- The Superintendents and Assistant Superintendent should conduct park condition assessments every six months with actions to correct deficiencies identified in work orders.

- The Administrative Services Division should develop a five-year financial plan for the Department.
- The Administrative Services Division should develop a strategic plan for the Department.
- The Department should continue to enhance the goals, objectives, performance measurement, and performance reporting systems within the Department.
- The Department should enhance its marketing plan.

The Recreation, Parks, and Cultural Activities Department should employ these management systems to further the efforts of the Department to be a place where performance is centered on metrics that serve to drive its operations.

### **(3) Enhance the Maintenance Management of Park and Urban Forestry Assets**

Alexandria taxpayers have a significant investment in parks. Preserving these assets prolongs their useful life and reduces the long-term maintenance and rehabilitation costs.

The Recreation, Parks, and Cultural Activities Department should pursue a coordinated and comprehensive effort to ensure the efficient and effective maintenance of those assets assigned to the Department. Examples of these efforts are presented below.

- The Tree Maintenance Section should revise the specifications for tree trimming services to specifically document the types of services required, and issue the Invitation for Bids for services to be provided in fiscal year 2008-09. The Tree Maintenance Section should utilize the tree trimming contractor(s) selected as a result of the Invitation to Bid to provide block-by-block trimming in a pre-designed district or grid on a five to seven year cycle. To enable the tree trimming contractor to focus on block-by-block tree trimming, two Tree Trimmers positions should be authorized for the Tree Maintenance Section to establish a second service request crew.

- The Tree Maintenance Section should develop a five-year budget proposal for the pruning, elevating or raising for clearance, and removal of park trees in the active areas of the City's parks.
- The City should adjust the horticultural levels of service reducing the number of facilities receiving a Level 1 service, and increasing the number of facilities receiving a Level 2 or a Level 3 service. Assign responsibility for the maintenance of flowerbeds that receive a Level 3 service to the park maintenance workers responsible for the routine maintenance of those facilities.
- The City should terminate the contract for horticultural maintenance. The City should insource these services. The City should provide an additional 14,595 seasonal labor hours for the Horticultural Section. Over a nine-month growing season, this would enable the Section to expand its seasonal workforce by approximately nine (9) staff.
- The full-time and seasonal level of staffing for park maintenance should be increased by 21 full-time equivalent positions.
- The service level agreement between the Recreation, Parks, And Cultural Activities Department and the General Services Department should be enhanced.
- The Park Planning Section should develop a five-year plan for the repair and rehabilitation of parks.
- The Department should work with the Alexandria Sanitation Authority for the reuse of treated wastewater for the irrigation of City parks and landscaped areas. The Authority provides tertiary treatment of wastewater. The Authority discharges the reclaimed water into Hunting Creek, which is a Potomac River and Chesapeake Bay tributary.
- The responsibility for management of custodial services should be centralized in the Administrative Services Division. Six custodial positions should be eliminated.

The cost effective maintenance of the City's park and urban forestry assets reduces long-term costs by maximizing the operating capacities of these assets, and avoiding premature deterioration that would otherwise lead to higher repair costs later.

**(4) Enhance the Delivery of Arts and Cultural Services.**

The City of Alexandria was one of 156 communities that participated in the *Arts & Economic Prosperity III*<sup>4</sup>. This study documented the economic impact of the non-profit arts and culture industry in 116 cities and counties, 35 multi-county regions, and five states - representing all 50 states and the District of Columbia. The study found that non-profit arts and culture are a significant industry in the City of Alexandria - one that generates \$80.01 million in local economic activity. This spending - \$13.64 million by non-profit arts and culture organizations and an additional \$66.37 million in event-related spending by their audiences - supports 1,803 full-time equivalent jobs, generates \$30.19 million in household income to local residents, and delivers \$5.71 million in local and state government revenue.

The Recreation, Parks, and Cultural Activities Department should enhance the delivery of arts and cultural services. The recommendations to enhance these services are summarized in the paragraphs below.

- The Department should work with the Arts Commission, and the community in the development of a vision for arts and culture in Alexandria to serve as the basis for planning of outcomes for a ten-year horizon.
- The Department should develop a public arts master plan.
- The City should establish a 1%-for-art program covering the City's annual capital improvement budget for the public art program.
- The City should provide incentives to encourage private development projects to dedicate a percentage of their construction costs for art to enable the City to leverage its public program.
- The City should establish a Public Art Trust Fund for any contributions made by the capital improvement program and contributions made by developers. The funds in the Public Art Fund should be restricted to any permanent project on

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<sup>4</sup> Arts and Economic Prosperity III, Americans for the Arts, 2007

City property, as long as the project has been identified in the Public Art Master Plan.

- The Department may require a full-time project coordinator position should the City experience workload equivalent to nine to fifteen public art projects per year.
- The Arts Division should create an inventory of available cultural spaces in Alexandria. These cultural spaces should be identified on the Department's website using an interactive website to promote access to the information and enable "matchmaking."
- The Department should work with the Alexandria City Public Schools and the private sector to encourage more low cost access to space for art and culture rehearsals, studios, exhibits and performances. These spaces should be identified on the Department's website.
- The Division Chief for the Arts Division should outline general planning directions for the development of enhanced arts, performing arts, crafts, and new arts contract classes and instruction at the Durant Center.
- The Division Chief for the Arts Division should work together with the Deputy Director for the Recreation Services Division in the enhancement of the mix of arts, performing arts, crafts, and new arts contract classes and instruction delivered by the staff of the recreation centers.
- The Division Chief for the Arts Division should obtain the input of the Arts Commission, Division staff, and class participants regarding the breadth and depth of arts, performing arts, crafts, and new arts contract classes and instruction and develop a needs assessment.
- The Division Chief for the Arts Division should develop a marketing plan for the arts and cultural services delivered by the Division and by the recreation centers.

There are a number of principals that should guide the Department in the enhancement of arts and cultural services. These include (i) arts education is essential for learning; (ii) public-private cooperation is essential to ensuring the efficient and effective delivery of these services; (iii) a healthy cultural environment enhances the economic vitality of the City; (iv) citizen involvement is an essential component of the cultural planning and decision-making process.

## **(5) Enhance the Delivery of Recreation Services**

There are a number of positive benefits of recreation services. One of the benefits is making physical activity fun, safe, and accessible. A number of studies have documented a causal relationship between recreation and physical activity.

- Teens that used recreation centers were 75% more likely to engage in the highest category of moderate to vigorous physical activity, according to a long-term study of over 17,000 teenagers. This national study provided the first evidence that community recreation facilities are important for adolescent activity.<sup>5</sup>
- The annual Roper Starch Report found that 90% of Americans consider outdoor recreation as the best way to be physically active. Even more felt that if people increased their outdoor recreation activities, the effects on their health would be beneficial.<sup>6</sup>
- A large-scale Cleveland Metro parks study of older park visitors found that two-thirds of them were highly or moderately active while in the parks. Three additional studies also document strong relationships between physical activity and outdoor recreation.<sup>7</sup>

However, there are other benefits as well. For example, Young people involved in sports report higher levels of voting, volunteering, and engagement in their community.<sup>8</sup>

These studies show the positive impacts that parks and recreation can have on the physical, mental and social health of individuals and their communities.

The Recreation Services Division has sufficient resources to be a leader in the delivery of recreation services among all cities and counties in Virginia. Becoming that leader requires that the Division enhance the management of recreation service delivery. The steps necessary to enhance that delivery are presented in the paragraphs below.

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<sup>5</sup> Gordon-Larson, 2000.

<sup>6</sup> ARC, 2000

<sup>7</sup> Ho et al, 2004, April

<sup>8</sup> The Center for Information and Research on Civic Learning and Engagement at the University of Maryland

- The Recreation, Parks and Cultural Activities Department should complete the Recreation Programming Plan. The Comprehensive Recreation Programming Plan should be expanded to fully address recreation facilities needs and requirements raised in the *Strategic Master Plan* developed by Leon Younger and Pros.
- The City should revise the existing MOU between the Department and Alexandria City Public Schools to enable the Department to utilize the indoor and outdoor facilities of the Alexandria City Public Schools. The City should include considerations regarding the use of the Chinquapin-Rixse pool by the T.C. Williams High School in the revised MOU.
- The Division should enhance the delivery of recreation services for all age brackets. There are significant opportunities to enhance the breadth and depth of recreation services at all of the recreation centers, with the exception of Chinquapin. The existing, authorized level of staffing provides the Division with the capacity to significantly enhance the delivery of these services.
- Some recreation centers have limitations that impede their ability to deliver a full-range of recreation services. For example, the Patrick Henry and Charles Barrett recreation centers are closed while the adjoining school utilizes the gym during the day. These recreation centers have common entrances with the school rather than separate entrances. Separate entrances should be developed to enable the use of these recreation centers while school is in session.
- The Recreation Services Division should coordinate service delivery with adult schools and non-profits to avoid duplication of programming. This should include the development of effective policies for public / public partnerships, public-not-for-profit partnerships, and public-private partnerships in the City.
- The City Council should adopt a service level policy regarding the balance in location of pool and recreation center facilities in the eastern versus western portions of Alexandria.
- The Recreation Services Division should evaluate the contract classes with low levels of utilization and determine whether to eliminate these classes. The Division should evaluate those classes with high levels of utilization and develop methodologies to expand the extent of these classes available.
- The City should eliminate the duplication of childcare services and implement the one provider per site model. The City should outsource the delivery of before and after school childcare programs to non-profit agencies. The City should not deliver childcare programs in the Cora Kelly, Mt. Vernon, and William Ramsay recreation centers; these services should be delivered in adjoining Public School facilities. The City should Implement a sliding fee scale for childcare services that enables participation by all income levels.

- The Division Chief, Administrative Services should perform a cost of services study for recreation services, and develop a recreation user fee cost recovery policy for consideration and adoption of the City Council. The Recreation Services Division should increase its cost recovery for recreation services and programs.
- The Recreation Supervisor 2 positions at the Charles Houston, William Ramsay, and Mt. Vernon recreation centers should be utilized full-time in the direct delivery of recreation centers.

The purpose of these recommendations is to enable the Recreation Services Division to be a leader in the delivery of recreation services in the State. The Division has sufficient resources to be a leader.

#### **4. EXECUTIVE SUMMARY**

The Matrix Consulting Group has prepared this summary of the recommendations contained in the attached report. This summary is presented in the table below.

It should be noted that if, as recommended within the report, the Arts, Marketing, and Special Services Division is eliminated, that the Office of the Director would assume responsibility for implementation of those recommendations pertaining to arts and culture and the Recreation Services Division would assume responsibility for implementation of those recommendations pertaining to Senior Services, Special Events, and Therapeutic Services.



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**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
1. Eliminate the position of Deputy Director, Arts, Marketing and Special Services.	High	\$-	\$155,400
2. The Division Chief, Administrative Services, should be reclassified as a Deputy Director, Business Services and assigned additional responsibilities for management of marketing, public information, and volunteer coordination.	High	\$13,800	\$-
3. The position of Division Chief, Capital Projects should be eliminated through attrition.	High	\$-	\$134,600
4. The Division Chief, Park Planning should be allocated responsibility for supervision of the Recreation Supervisor III and Architect that are presently supervised by the Division Chief, Capital Projects. The responsibility for supervision of the Dockmaster should be assigned to one of the two Superintendent, Parks and Facilities positions.	High	\$-	\$-
5. The Assistant Superintendent, Parks and Facilities should be reclassified, through attrition, to a Park Manager with responsibility for day-to-day supervision of the service request crew.	Low	\$-	\$-
6. The City Arborist should report directly to the Deputy Director, Parks, Natural Resources.	High	\$-	\$-
7. The Horticultural Supervisor would report to the City Arborist.	High	\$-	\$-
8. The Division Chief, Cultural Arts should report to the Director of Recreation, Parks, and Cultural Activities. This position should be reclassified as the Director of Arts and Culture, and manage the Office of Arts and Culture. This position would be responsible for the supervision of the Durant Center, the staff liaison for the Commission for the Arts, and Special Events.	High	\$-	\$-
9. A new Division Chief, Recreation position should be established. This would be one of two middle-management positions responsible for the supervision of recreation staff assigned to the nine (9) community centers, Therapeutic Recreation, Special Events, and Senior Programs.	High	\$141,300	\$-
10. Reclassify the Fiscal Officer II as Fiscal Officer III.	Medium	\$30,600	\$-
11. Reclassify the Administrative Services Officer II as Division Chief, Administrative Services.	Medium	\$23,600	
12. Reclassify the Coordinator, Information Technology Services as Computer System Analyst IV.	Medium	\$12,200	
13. The City should evaluate the pay grade the Director of Recreation, Parks, and Cultural Activities to determine if the pay grade should be increased from pay grade 30 to pay grade 31.	Medium	\$-	\$-
14. The Recreation, Parks and Cultural Activities Department should complete the Recreation Programming Plan.	High	\$-	\$-
15. The Division Chief, Administrative Services should assist in the development of the Recreation Programming Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
16. Expand the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan.	High	\$-	\$-
17. The Department should prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.	Medium	\$-	\$-
18. The Division Chief, Park Planning should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.	Medium	\$-	\$-
19. The Division Chief, Park Planning should be assigned responsibility to prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.	High	\$-	\$-
20. The Deputy Director, Recreation Services should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to reflect participant benefits, establish timelines, foster managerial and supervisory accountability for implementation, and avoid duplication of effort	Medium	\$-	\$-
21. The City should revise the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.	High	\$-	\$-
22. The Deputy Director for Recreation Services should be assigned responsibility for revising the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.	High	\$-	\$-
23. The Recreation Services Division should adopt a policy for pre-school aged programming at all of the recreation centers. The policy should establish a minimum number of class offerings and mix of class types for the pre-school age group (0-5 years).	Medium	\$-	\$-
24. The Recreation Services Division should provide pre-school recreation programs at the Cora Kelly, Charles Barrett, Charles Houston, William Ramsay and Patrick Henry recreation centers.	High	\$0;	\$-
25. The Recreation Services Division should expand the recreation programs provided to pre-school children to include more arts / crafts and wellness / fitness programs, Saturday recreation programming should be provided to provide inter-generational opportunities for children of working parents, more free playgroup opportunities provided by the Department of Human Services to recreation centers, and special events.	High	\$0;	\$-
26. The Recreation Services Division should review all pre-school programs offered at the Durant Center to determine whether programs should be continued, eliminated, or replaced with other programs	Low	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
27. The Recreation Services Division should revise the Department's policy that limits children under the age of 5 from utilizing the recreation centers to allow for use when accompanied by an adult.	High	\$-	\$-
28. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming.	High	\$-	\$-
29. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the elementary age group (6-12 years).	High	\$-	\$-
30. The Recreation Services Division should open the Charles Barrett Center on weekends during the summer months	Medium	\$0;	\$-
31. The Recreation Services Division should expand the recreation programming for the 6 – 12 year age group at the Cora Kelly, Charles Barrett, Charles Houston, Mt. Vernon, Nannie J. Lee, the Lee Center, William Ramsay and Patrick Henry recreation centers.	High	\$0;	\$-
32. The Recreation Services Division should expand the recreation programs provided the 6 – 12 year age group to include more crafts, cultural arts, wellness / fitness classes, formal educational / tutoring, and special events, etc.	High	\$0;	\$-
33. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming in the 6 – 12 year age group.	High	\$-	\$-
34. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for teen age group (13 – 17 years) beyond providing “drop-in” hours, and for the number and locations of recreation enters that offer weekend “drop-in” hours for teens only.	Medium	\$-	\$-
35. The Recreation Services Division should provide recreation programs tailored for the teen age group (13 – 17 years), not programs that overlap with youth or adult age groups. This should include the addition of varied sports, outdoor adventure recreation, arts, fitness, science and aquatics, clubs, camps or classes specifically designed for teens.	High	\$-	\$-
36. The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) at the Charles Barrett, Charles Houston, Chinquapin, Cora Kelly, Durant, Lee Center, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.	High	\$0;	\$-
37. The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) to include arts / crafts, cultural arts, wellness / fitness classes, formal educational / tutoring classes, and special events, etc.	Medium	\$0;	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
38. The Recreation Services Division should develop a teen center / coffee house type programs at its recreation centers to be open after school, weekend days and evenings providing dance, music, games, social environment and opportunities for added counseling and tutoring services for the teen age group (13 – 17 years).	Medium	\$0;	\$-
39. The Recreation Services Division should provide regular off-site travel and excursion programs for the teen age group (13 – 17 years).	Medium	\$-	\$-
40. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming for the teen age group (13 – 17 years).	Medium	\$-	\$-
41. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the adult age group.	Medium	\$-	\$-
42. The Recreation Services Division should expand the recreation programming for the adult age group (18 – 59 years) at the Charles Barrett, Charles Houston, Cora Kelly, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.	Medium	\$0;	\$-
43. The Recreation Services Division should expand the provision of arts / crafts, cultural arts, dance, music, wellness / fitness classes, formal educational / skill development, and special events tailored for the adult age group (18 – 59 years).	Medium	\$0;	\$-
44. The Recreation Services Division should coordinate service delivery with adult school and non-profits to avoid duplication of programming for the adult age group (18 – 59 years).	High	\$-	\$-
45 The City Council should adopt a service level policy regarding the balance in location of pool facilities in the eastern versus western portions of Alexandria.	Low	\$0;	\$-
46. The Recreation Services Division should develop recommendations for rehabilitation, replacement, and additional swimming pools within the five-year capital improvement program. These recommendations should include a swimming pool on the west side of the City.	Low	\$0;	\$-
47. The Recreation Services Division should include considerations regarding the use of the Chinquapin-Rixse pool by the T.C. Williams High School in the revised MOU with Public Schools.	High	\$-	\$-
48. The Recreation Services Division should expand the in-house and community outreach programs delivered by the Jerome Ford Nature Center, especially in cases where utilization is well over 100%.	Medium	\$0;	\$-
49. The Recreation Services Division should evaluate the contract classes with low levels of utilization and determine whether to eliminate these classes. The Division should evaluate those classes with high levels of utilization and develop methodologies to expand the extent of these classes available.	High	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
50. The Recreation Services Division should eliminate or reposition saturated and declining programs in the lifecycle by renaming them, changing their themes and formats, offering different times and catering to a narrower audience, or creating additional levels of skills and activities in the program to keep residents interested.	High	\$-	\$-
51. The Recreation, Parks and Cultural Arts Department should adopt a leadership role in the development of a regional approach to park and recreation management.	Medium	\$-	\$-
52. The Recreation Services Division should develop a comprehensive inventory of programs, services and physical resources, and use the information to identify Division's community niche.	Medium	\$-	\$-
53. The Recreation Services Division should establish effective policies for public / public partnerships, public-not-for-profit partnerships, and public-private partnerships in the City.	Medium	\$-	\$-
54. The Recreation Services Division should use the information from the community inventory to reduce program duplication, and expand programs and services according to constituent age groups and interests.	Medium	\$-	\$-
55. The Recreation Services Division should manage partnerships and program implementation for consistency across all recreation programs and recreation centers.	Medium	\$-	\$-
56. The City should eliminate the duplication of services and implement the one provider per site model for the Mt. Vernon, and William Ramsay centers.	Medium	\$-	\$-
57. The City should outsource the delivery of after-school childcare programs to non-profit agencies.	High	\$-	\$-
58. The City should not deliver childcare programs in the Cora Kelly, Mt. Vernon, and William Ramsay recreation centers; these services should be delivered in adjoining Public School facilities.	High	\$-	\$-
59. The Division Chief, Administrative Services should perform a cost of services study for recreation services and adopt a cost recovery policy for each type of service provided.	High	\$-	\$-
60. The Division Chief, Administrative Services should develop a recreation user fee cost recovery policy for consideration and adoption of the City Council.	High	\$-	\$-
61. The Recreation Services Division should increase its cost recovery for recreation services and programs based upon the cost recovery policy adopted by the City Council.	High	\$-	\$880,000
62. The Division Chief, Park Planning should work with the Deputy Director, Recreation Services, the two managers for each of the recreation centers, and the Alexandria City Public Schools to develop alternative entrances for Patrick Henry and Charles Barrett recreation centers.	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
63. The Deputy Director, Recreation Services, the Division Chief, Recreation Services, and the managers for the recreation centers should evaluate the operating hours for each recreation center to assess whether changes in these hours are appropriate or should be modified to provide an enhanced level of service to residents.	High	\$-	\$-
64. Eliminate four Custodian positions.	High	\$-	\$220,000
65. The Recreation Services Division should deploy Custodians as roving crews in instances where the recreation centers are smaller than 19,000 square feet.	High	\$1,200	\$-
66. A Custodian Supervisor should develop custodial cleanliness standards for recreation centers.	High	\$-	\$-
67. A Custodian Supervisor should develop custodial task lists, checklists and inspection forms.	Medium	\$-	\$-
68. A Custodian Supervisor should be assigned responsibility for the supervision of all custodians in the Recreation Services Division and assuring recreation centers meet proper levels of cleanliness.	High	\$-	\$-
69. The Recreation Services Division should develop and adopt recreation program criteria to support a quality and efficient recreation experience for the residents of the City.	Low	\$-	\$-
70. Upon development and adoption of the criteria, build recreation programs around the criteria to create a lifetime user and control a significant amount of the recreation market in Alexandria.	Low	\$-	\$-
71. The Division Chief, Administrative Services and the information technology staff within Administrative Services should develop a deployment plan for RecTrac for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then work with these managers and supervisors to fully deploy RecTrac.	High	\$-	\$-
72. The Division Chief, Administrative Services should work with the Division Chief, Recreation Services, the Deputy Director, Recreation Services and the Director of Recreation, Parks and Cultural Activities to develop templates for monthly reports based upon data captured within RecTrac.	High	\$-	\$-
73. The Division Chief, Administrative Services should utilize the staff assigned to the Administrative Division to audit attendance data and other key workload data captured within RecTrac.	Medium	\$-	\$-
74. The Deputy Director, Recreation Services, assisted by the Division Chief, Administrative Services, should work with the management and supervisory team of the Recreation Services Division in the analysis of the allocation of full-time and part-time staff and seasonal part-time funding, and develop proposals to more effectively align staff resources at each recreation center with the demand for services at each recreation center.	High	\$-	\$-
75. The Recreation Supervisor 2 positions at the Charles Houston, William Ramsay, and Mt. Vernon recreation centers should be utilized full-time in the direct delivery of recreation	High	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

Recommendation	Priority	Annual Cost Increase	Annual Cost Savings
centers.			
76. The Recreation Supervisor 4 positions at the recreation centers should be utilized in the direct delivery of recreation services and programs for not less than one-half of their available work hours.	High	\$-	\$-
77. Outsource the maintenance of swimming pools.	High	\$10,000	
78. Establish a new classification series of Recreation Coordinator.	High	\$-	\$-
79. Allocate all full-time recreation staff to this series that do not supervise recreation centers or a citywide program such as sports, teen programs, or aquatics.	High	\$-	\$-
80. The responsibility of the Recreation Supervisors functioning as “directors” of recreation centers should include an assessment of the recreation needs of the neighborhoods that these centers serve, and how best to meet these needs including the delivery of programs outside of the recreation centers at elementary schools, middle schools, high schools, playgrounds, etc.	High	\$-	\$-
81. The Recreation Supervisor 4 position and the Recreation Supervisor 1 position assigned responsibility for the Out of School Programs, and 6 summer playground programs should be reallocated to recreation centers that lack sufficient full-time resources. This could include the Jerome “Buddie” Ford Nature Center, the Charles Houston, Charles Barrett, Nannie J. Lee, or Cora Kelly recreation centers.	High	\$-	\$-
82. The Deputy Director of the Recreation Services Division should be assigned responsibility for the evaluation of public or private facilities that are available in the southwest portion of the City and the development of a proposal for the delivery of recreation services to fill this gap in service delivery.	High	\$-	\$-
83. The Deputy Director for Recreation Services, the Division Chief, Recreation Services, and the Recreation Supervisor 4 that will be assigned to the Charles Houston recreation center should evaluate the level and extent of recreation services proposed for this center as proposed by the project team, determine how to phase in the development of these recreation services, and evaluate the extent of recreation leaders required.	High	\$-	\$-
84. The City’s marina should be established as a special revenue fund.	Medium	\$-	\$-
85. The costs of dredging should be funded by the general fund, and reflected as a general fund transfer to the Marina special revenue fund.	Medium	\$-	\$-
86. The Division Chief, Administration should develop a proposal for the consideration of the City Council to establish a special revenue fund to account for the revenues and expenses of the City’s Marina.	Medium	\$-	\$-
87. The City should increase the annual slip fees for pleasure boats by 9%.	High	\$-	\$8,900

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
88. The City should initiate a new fee for transient pleasure boats – an electrical connection fee – of \$5 per powercord per day.	High	\$-	\$7,900
89. The Park Operations and Capital Projects Division should develop a proposed capital project budget for the replacement of the electrical system for the marina slips.	High	\$-	\$-
90. The Recreation, Parks and Cultural Activities Department should apply for and obtain a Virginia Clean Marina designation for the marina	Low	\$-	\$-
91. The Recreation, Parks, and Cultural Activities Department should evaluate the costs and benefits of increasing the number of pleasure boat slips at the marina.	High	\$-	\$-
92. The Recreation, Parks, and Cultural Activities Department should prepare a master plan for the Marina.	High	\$-	\$-
93. The two Assistant Dockmasters should each be converted from 0.75 full-time equivalent to 1.0 full-time equivalent.	High	\$35,900	\$-
94. The Recreation, Parks, and Cultural Activities Department should evaluate the potential costs and advantages of private management of the marina through a long-term lease or operating agreement.	Medium	\$-	\$-
95. The Recreation, Parks and Cultural Activities Department should conduct a sample of the urban forest inventory. This would require that an inventory of approximately 3% to 6% of the City's street tree and park trees be conducted.	Low	\$-	\$-
96. The Recreation, Parks and Cultural Activities Department should acquire the "i-Tree sample Inventory Generator" public domain software using its own information technology staff.	Medium	\$-	\$-
97. The Recreation, Parks and Cultural Activities Department should require its tree maintenance contractor to update the inventory information as these contractors trim the City's street trees.	Medium	\$-	\$-
98. The Recreation, Parks, and Cultural Activities Department should expand its tree planting program beyond replacement of street trees that have been removed.	High	\$-	\$-
99. The funding for seasonal employees for the Tree Maintenance Section should be reallocated to enhancing the street tree planting program.	High	\$-	\$15,768
100. An additional \$15,768 should be allocated to the enhancement of the tree planting program.	High	\$15,768	\$-
101. The Tree Maintenance Section should include as an element in the development of the tree planting plan the gradual replacement of the Red Maple and Bradford Pear to levels below 10%.	Low	\$-	\$-
102. The Tree Maintenance Section should conduct an annual inspection of street and park trees that are not located in "natural areas" to identify hazards using volunteers.	Medium	\$-	\$-
103. The Tree Maintenance Section should revise the specifications for tree trimming services to specifically document the types of services required, and issue the Invitation for Bids for services to be provided in fiscal year 2008-09	High	\$-	\$-



**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
104. The Tree Maintenance Section should utilize the tree trimming contractor to provide block-by-block trimming in a pre-designed district or grid.	High	\$-	\$-
105. Authorize two Tree Trimmers positions for the Tree Maintenance Section and use existing equipment.	High	\$143,500	\$-
106. The City should increase its service level for trimming mature street trees to a five to seven year cycle.	High	\$-	\$-
107. The Tree Maintenance Section should develop and install a formal work planning and scheduling system.	High	\$-	\$-
108. Review current job descriptions to ensure that each position includes appropriate qualifications according to the highest reasonable industry standards to satisfactorily perform all required duties and responsibilities. Include the requirement for all Supervisors to acquire and maintain a current ISA Certified Arborist credential. Include the requirement for all Senior Tree Maintenance Workers and Senior Tree Trimmers to acquire and maintain current WC ISA Certified Tree Worker or ISA Certified Arborist credentials. Include the requirement for all Tree Trimmer II's to acquire and maintain a current WC ISA Certified Tree Worker credential. Develop or modify other qualifications as appropriate.	Low	\$-	\$-
109. The Tree Maintenance Section should develop a formal in-service training program to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, tree planting, and care and maintenance practices.	Low	\$-	\$-
110. The Department should develop a website for the Tree Maintenance Section on the Department's website.	Low	\$-	\$-
111. The Department should develop and implement a strong public relations and public information program focused on regularly informing and educating city residents about the benefits and value of the urban forest.	Low	\$-	\$-
112. The Tree Maintenance Section should develop a formal, written policies and procedures manual.	Low	\$-	\$-
113. The Tree Maintenance Section should conduct a risk assessment of trees in active use areas of the City's parks.	High	\$-	\$-
114. The Tree Maintenance Section should develop a five-year budget proposal for the pruning, elevating or raising for clearance, or removal of park trees in the active areas of the City's parks.	Low	\$-	\$-
115. Eliminate the vacant Assistant Tree Superintendent position.	High	\$-	\$55,000
116. Convert the five-year Assistant Arborist position to full-time.	High	\$-	\$-
117. Adjust the horticultural levels of service reducing the number of facilities receiving a Level 1 service, and increasing the number of facilities receiving a Level 2 or a Level 3 service.	High	\$-	\$152,500

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
118. Assign responsibility for the maintenance of flowerbeds that receive a Level 3 service to the park maintenance workers responsible for the routine maintenance of those facilities after training has been provided by horticultural staff.	High	\$-	\$-
119. The City should terminate the contract for horticultural maintenance. The City should insource these services. The City should provide an additional 14,595 seasonal labor hours for the Horticultural Section. Over a nine-month growing season, this would enable the Section to expand its seasonal workforce by approximately nine (9) staff.	High	\$197,000	\$375,000
120. Increase the number of Laborer III positions by ten (10) positions and assign to existing crews with existing equipment.	High	\$527,000	\$-
121. The seasonal level of staffing for park maintenance should be increased by 22,500 seasonal hours annually.	High	\$225,000	\$50,000
122. Eliminate a Superintendent Park and Facilities position through attrition.	High	\$-	\$105,500
123. Eliminate two Laborer Supervisor positions through attrition.	High	\$-	\$157,400
124. Reclassify two Labor Supervisor positions to Park Manager.	High	\$26,000	\$-
125. A formal policy should be adopted regarding the types of facilities that will be maintained with in-house staff and the types of park and landscape facilities that will be maintained by contract.	Low	\$-	\$-
126. The existing processes and tools utilized by the Division to manage their contracts needs to be enhanced.	Low	\$-	\$-
127. The Division should develop a more comprehensive inventory of parks and facilities.	High	\$-	\$-
128. The City should adopt formal condition and maintenance standards appropriate for each of its parks.	Medium	\$-	\$-
129. The Parks and Capital Projects Division should develop quality standards for the maintenance of the City's park system.	Medium	\$-	\$-
130. The Parks and Capital Projects Division should develop an annual work program for park maintenance.	Medium	\$-	\$-
131. The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop an inventory of the different work tasks performed by staff of the Division in the maintenance of parks.	Medium	\$-	\$-
132. The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop performance standards for the maintenance management system.	Medium	\$-	\$-
133. The Park Managers and Labor Supervisors should develop a weekly or bi-weekly schedule.	Medium	\$-	\$-
134. The Deputy Director, Parks and Capital Projects develop a monthly performance report comparing planned maintenance management performance versus actual performance and costs.	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
135. The Superintendents and Assistant Superintendent should conduct park condition assessments should be conducted every six months with actions to correct deficiencies identified in work orders.	Medium	\$-	\$-
136. Handheld devices could be utilized to report the work accomplished within the automated maintenance management system	High	\$30,000	\$-
137. Install the computerized maintenance management system for the Division for use in park maintenance and urban forestry that is being acquired by T & ES.	High	\$15,000	\$-
138. The service level agreement between the Recreation, Parks, And Cultural Activities Department and the General Services Department should be enhanced.	Medium	\$-	\$-
139. A design authorization form should be completed by the Landscape Planner or Landscape Architect assigned as project manager before the commencement of design for each capital improvement project.	Low	\$-	\$-
140. The Park Planning Section should develop cost of construction guidelines to document resource requirements for the design and construction management of Departmental capital projects.	Low	\$-	\$-
141. The Park Planning Section should develop a monthly capital project status report to report the status of capital improvement projects.	Low	\$-	\$-
142. The Park Planning Section should utilize the existing Kronos Timekeeping and Performance Accounting systems software to track the costs associated with the design and construction management of capital projects. Access to the information contained within the system should be provided on the City's Intranet.	Low	\$-	\$-
143. A final report should be prepared for capital projects upon completion of construction and acceptance of the improvements.	Low	\$-	\$-
144. The Park Planning Section should develop a 24-month bar chart schedule for the design and construction of all capital projects, and update that chart monthly.	Low	\$-	\$-
145. The Park Planning Section should develop a project management manual and train the staff of the Section in its use and application.	Low	\$-	\$-
146. The Park Planning Section should prepare an annual work program.	Low	\$-	\$-
147. The Department should modify the memorandum of understanding with the Alexandria City Public Schools regarding maintenance of school grounds to clarify responsibility for park planning and construction management for school grounds.	High	\$-	\$-
148. The proposed landscape maintenance specifications should be modified to clarify the level and amount of service to be provided by contractors.	High	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
149. The Recreation, Parks, and Cultural Activities Department should work with the Alexandria Sanitation Authority to develop and implement plans for the use of treated effluent for irrigation of parks and landscaped areas.	High	\$-	\$-
150. The Park Planning Division should develop a five-year plan for rehabilitation of the City's parks.	High	\$-	\$-
151. The Division Chief, Park Planning should monitor the development review workload of the Park Planning Section on an ongoing basis, and, when this workload exceeds 50% of available work hours on a consistent, ongoing basis, develop a proposal for the consideration of the Deputy Director, Parks, Natural Resources, and Capital Projects to supplement the staff of the Section.	Low	\$-	\$-
152. The Park Planning Section should charge a plan check fee of \$275 for each development plan and \$50 for each recheck.	High	\$-	\$37,000
153. The Personnel Department should develop a Landscape Architect series (e.g., Landscape Architect I, II, III, etc.), and allocate the positions within the Park Planning Section to this series based upon the actual work performed.	Low	\$-	\$-
154. The responsibility for supervision of the Senior Programs and the operations of the Lee Center should be reallocated to the Recreation Services Division.	High	\$-	\$-
155. The responsibility for grant coordination should be reallocated to the Fiscal Officer II.	High	\$-	\$-
156. The responsibility for coordinating Departmental efforts with the National Recreation and Park Association and the Commission for Accreditation of Park and Recreation Agencies should be assigned to the Administrative Services Division.	High	\$-	\$-
157. The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.	High	\$-	\$-
158. Enhance the marketing strategic plan developed by the Department.	High	\$-	\$-
159. The Special Projects Coordinator for marketing should develop templates for the development of marketing plans for specific recreation programs.	High	\$-	\$-
160. The Special Projects Coordinator for marketing should develop marketing plans for the specific recreation programs delivered by the Recreation Services Division	High	\$-	\$-
161. The Arts, Marketing, and Special Services Division should work with the Recreation Services Division to adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the senior adult age group.	Medium	\$-	\$-
162. The Arts, Marketing, and Special Services Division should expand the recreation programming for the senior adult age group (60 years of age and above) at all of the recreation centers.	Medium	\$-	\$-
163. The Arts, Marketing, and Special Services Division should expand the extent of arts and crafts, and education / skill building classes provided at all of the recreation centers	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
for senior adults.			
164. The Arts, Marketing, and Special Services Division should provide weekend recreation programming for senior adults.	Medium	\$-	\$-
165. The Arts, Marketing, and Special Services Division and the Recreation Services Division should develop and deliver inter-generational recreation programs at the recreation centers.	Medium	\$-	\$-
166. The Arts, Marketing, and Special Services Division should develop special events for senior adults.	Low	\$0;	\$-
167. The Arts, Marketing, and Special Services Division and the Recreation Services Division should work together to designate "senior coordinators" at each recreation center.	Low	\$-	\$-
168. The Arts, Marketing, and Special Services Division should work with the Office of Aging and Adult Services, Human Services Department to expand the extent of blood pressure testing, hearing testing, legal counseling, case management services, hot meals, and retirement / leisure counseling programs and services available at all recreation centers, and not just the Charles Houston recreation center.	Low	\$-	\$-
169. The Arts, Marketing, and Special Services Division should develop and adopt a written agreement with the Office of Aging regarding the delivery of senior services in the City. The agreement should seek to integrate the services delivered by the Office of Aging within all of the recreation centers operated by the Division.	High	\$-	\$-
170. The responsibility for coordination of service delivery at the recreation centers, including the delivery of senior services, should be the responsibility of the Deputy Director and Division Chief in the Recreation Services Division, not the Recreation Supervisor 3.	High	\$-	\$-
171. The Recreation Supervisor 3 assigned to the Nannie J. Lee center should be responsible for managing the delivery of recreation services for the Nannie J. Lee center and the Lee center. This would include the supervision of contract class programs occurring at the Lee center.	High	\$-	\$-
172. The Division Chief for Administration should be assigned responsibility for the supervision of the rental and maintenance of Lee Center facilities and reception activities at Lee Center front desk.	High	\$-	\$-
173. The Recreation Supervisor 3 position assigned to the Lee center should be eliminated through attrition.	High	\$-	\$68,300
174. The responsibility for supervision of Therapeutic Services should be reassigned from the Arts Division to the Recreation Services Division.	High	\$-	\$-
175. The roles and responsibilities of the Recreation Supervisor 3 and the Recreation Supervisor assigned to the Arts Division should be expanded to fully utilize the talents and skills of the two positions in the delivery of art and cultural	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

Recommendation	Priority	Annual Cost Increase	Annual Cost Savings
services.			
176. The Division Chief for the Arts Division should work with the Recreation, Parks, and Cultural Activities Director, Arts Commission, and the community in the development of a vision for arts and culture in Alexandria to serve as the basis for planning of outcomes for a ten-year horizon.	Medium	\$-	\$-
177. The City should expand the goals and objectives for arts and culture in the City's master plan.	Medium	\$-	\$-
178. The Recreation, Parks, and Cultural Activities Department should develop a public arts master plan.	High	\$-	\$-
179. The Recreation, Parks, and Cultural Activities Department should retain a consultant to assist the department in the preparation of a public art master plan.	High	\$40,000	\$-
180. The Department shall require a full-time project coordinator position should the City experience workload equivalent to nine to fifteen public art projects per year.	Low	\$70,000	\$-
181. The City should establish a 1%-for-art program covering the City's annual capital improvement budget for the public art program.	High	\$-	\$-
182. The City should provide incentives to encourage private development projects to dedicate a percentage of their construction costs for art to enable the City to leverage its public program.	High	\$-	\$-
183. The City should establish a Public Art Trust Fund for any contributions made by the capital improvement program and contributions made by developers.	High	\$-	\$-
184. The funds in the Public Art Fund should be restricted to any permanent project on City property, as long as the project has been identified in the Public Art Master Plan.	Medium	\$-	\$-
185. The Arts Division should create an inventory of available cultural spaces in Alexandria. These cultural spaces should be identified on the Department's website using an interactive website to promote access to the information and enable "matchmaking."	Medium	\$-	\$-
186. The Arts Division should work with the Alexandria city public schools and the private sector to encourage more low cost access to space for rehearsal, studio, exhibit and performance. These spaces should be identified on the Department's website.	High	\$-	\$-
187. The Division Chief for the Arts Division should work together with the Deputy Director for the Recreation Services Division in the enhancement of the mix of arts, performing arts, crafts, and new arts contract classes and instruction delivered by the staff of the recreation centers.	Medium	\$-	\$-
188. The Division Chief should evaluate the current mix of arts, performing arts, crafts, and new arts contract classes and instruction, and develop an enhanced program for delivery of these services at the Durant center.	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
189. The Division Chief for the Arts Division should outline general planning directions for the development of enhanced arts, performing arts, crafts, and new arts contract classes and instruction at the Durant Center.	Medium	\$-	\$-
190. The Division Chief for the Arts Division should obtain the input of the Arts Commission, Division staff, and class participants regarding the breadth and depth of arts, performing arts, crafts, and new arts contract classes and instruction and develop a needs assessment.	Medium	\$-	\$-
191. The Division Chief for the Arts Division should design the mix of enhanced arts, performing arts, crafts, and new arts contract classes and instruction to be delivered at the Durant center.	Medium	\$-	\$-
192. The Division Chief for the Arts Division should manage the implementation and operation of the enhanced mix of arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.	Medium	\$-	\$-
193. The Division Chief for the Arts Division should evaluate the enhanced mix arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center and make adjustments as necessary.	Low	\$-	\$-
194. The Division Chief for the Arts Division should develop a marketing plan for the arts and cultural services delivered by the Division and by the recreation centers.	High	\$-	\$-
195. Increase the number of classes provided by Therapeutic Services designed to enhance the independent living skills of the participants.	Low	\$0;	\$-
196. The Department should develop a special events policy for the consideration of the City Council.	High	\$-	\$-
197. Eliminate a 0.75 full-time equivalent Custodian positions.	High	\$-	\$41,250
198. Organizations that receive grants from the Arts Commission should be required to rent Departmental facilities like any other organization.	Medium	\$-	\$-
199. The Recreation, Parks, and Cultural Activities Department should develop a clearly written, five-year strategic plan.	High	\$-	\$-
200. The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's strategic plan.	High	\$-	\$-
201. The Recreation, Parks, and Cultural Activities Department should develop five-year financial plan that covers multiple years and evaluates the Department's current and projected financial condition.	Medium	\$-	\$-
202. The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's five-year financial plan.	Medium	\$-	\$-
203. The Department should continue to develop goals, objectives, and performance measures.	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**

**Management Audit of the Recreation, Parks and Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
204. The Administrative Services Division should be assigned responsibility for providing training and technical assistance to the Department's division managers and first-line supervisors in the development of goals, objectives, and performance measures.	Medium	\$-	\$-
205. The Administrative Services Division should be assigned responsibility for providing the necessary training and technical assistance required for collecting performance data.	Medium	\$-	\$-
206. A Management Analyst II position should be authorized for the Business Division to assist in implementing the opportunities for improvement identified in the Recreation, Parks, and Cultural Activities Department.	High	\$96,000	\$-
207. The existing level of Human Resources staffing in the Administrative Services Division should not be changed; it is sufficient given existing levels of staffing in the Department.	High	\$-	\$-
208. The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.	High	\$-	\$-
209. Authorize a Customer Support Engineer III position.	High	\$104,400	\$-
210. Increase the 0.5 Customer Support Engineer III position to a full-time Customer Support Engineer III position.	High	\$52,200	\$-
211. Insource the maintenance of the website for the Arts Commission.	High	\$-	\$11,000
212. The Administrative Services Division should develop a sponsorship policy for consideration and approval of the City Council. This policy should include the sponsorship / partnership process, the solicitation and selection process, the agreement process, the follow-up and recognition process, and the accounting, recordkeeping, and reporting procedures.	High	\$-	\$-
213. The Special Projects Coordinator for Marketing should be assigned responsibility for solicitation and selection of sponsors in accordance with the policies adopted by the City Council.	High	\$-	\$-
214. The Recreation, Parks, and Cultural Activities Department should establish a 501(c)(3) charitable organization.	High	\$-	\$-
<b>TOTAL</b>		<b>\$1,810,468</b>	<b>\$2,475,518</b>



## **2. ANALYSIS OF THE PLAN OF ORGANIZATION**

This chapter presents an analysis of the present plan of organization of the Recreation, Parks, and Cultural Activities Department. The analysis includes the following:

- The existing plan of organization for the Recreation, Parks, and Cultural Activities Department
- The organizational structure of other “park and recreation” departments that participated in the comparative survey including Norfolk, Virginia Beach, Arlington, Fairfax County, and Chesapeake;
- Best management practices for organizational structure as promulgated by the Commission for Accreditation of Park and Recreation Agencies (CAPRA) and based upon the experience of the project team; and
- A recommended plan of organization for the Recreation, Parks, and Cultural Activities Department.

The intent of the analysis is to develop recommendations for an effective organizational structure for the Department designed to strengthen management and financial accountability and enhance customer service.

### **1. THE EXISTING PLAN OF ORGANIZATION FOR THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT INCLUDES FOUR DIVISIONS.**

The existing administrative plan of organization for the Recreation, Parks and Cultural Activities Department includes a department director and four divisions. A description of the plan of organization is presented below.

- The department director manages four division heads. These include a Division Chief, Administrative Services, a Deputy Director for Parks, Natural Resources, and Capital Development, a Deputy Director for Arts, Marketing, and Special Services, and a Deputy Director for Recreation Services.
- The Division Chief, Administrative Services manages four sections with responsibility for finance, secretarial and clerical support, budget administration, human resources, payroll, information technology, and training for the

Department. Four supervisors report to the Division Chief, Administrative Services including an Administrative Officer II, a Supervising Secretary III, a Fiscal Officer II, and a Coordinator-Information Technology Services.

- The Deputy Director for Parks, Natural Resources, and Capital Development is responsible for managing the maintenance of parks, park facilities and light equipment, park planning, the operation of the marina, and capital projects. Five supervisors report to the Deputy Director including a Division Chief, Parks Planning, a Division Chief, Recreation (Marina), two Superintendents, Park and Facilities, an Assistant Superintendent, Parks and Facilities.
- The Deputy Director for Arts, Marketing, and Special Services is responsible for managing the Lee and Durant Recreation Centers, special events, senior programs, therapeutic recreation programs, support of public art and the Commission of the Arts, and marketing / public information. Two supervisors report to the Deputy Director: a Division Chief, Administrative Services and a Special Projects Coordinator.
- The Deputy Director for Recreation Services is responsible for the operation of recreation centers, playgrounds, camps, athletic programs, senior programs, outdoor pools, and the Alexandria Cooperative Extension Program. The Deputy Director manages four supervisors including a Division Chief, Recreation Services, a Naturalist II, a Supervisor – Recreation IV, and a Supervisor – Recreation V.

The overall plan of administrative organization for the Recreation, Parks and Cultural Activities Department is depicted in the exhibit on the following page.

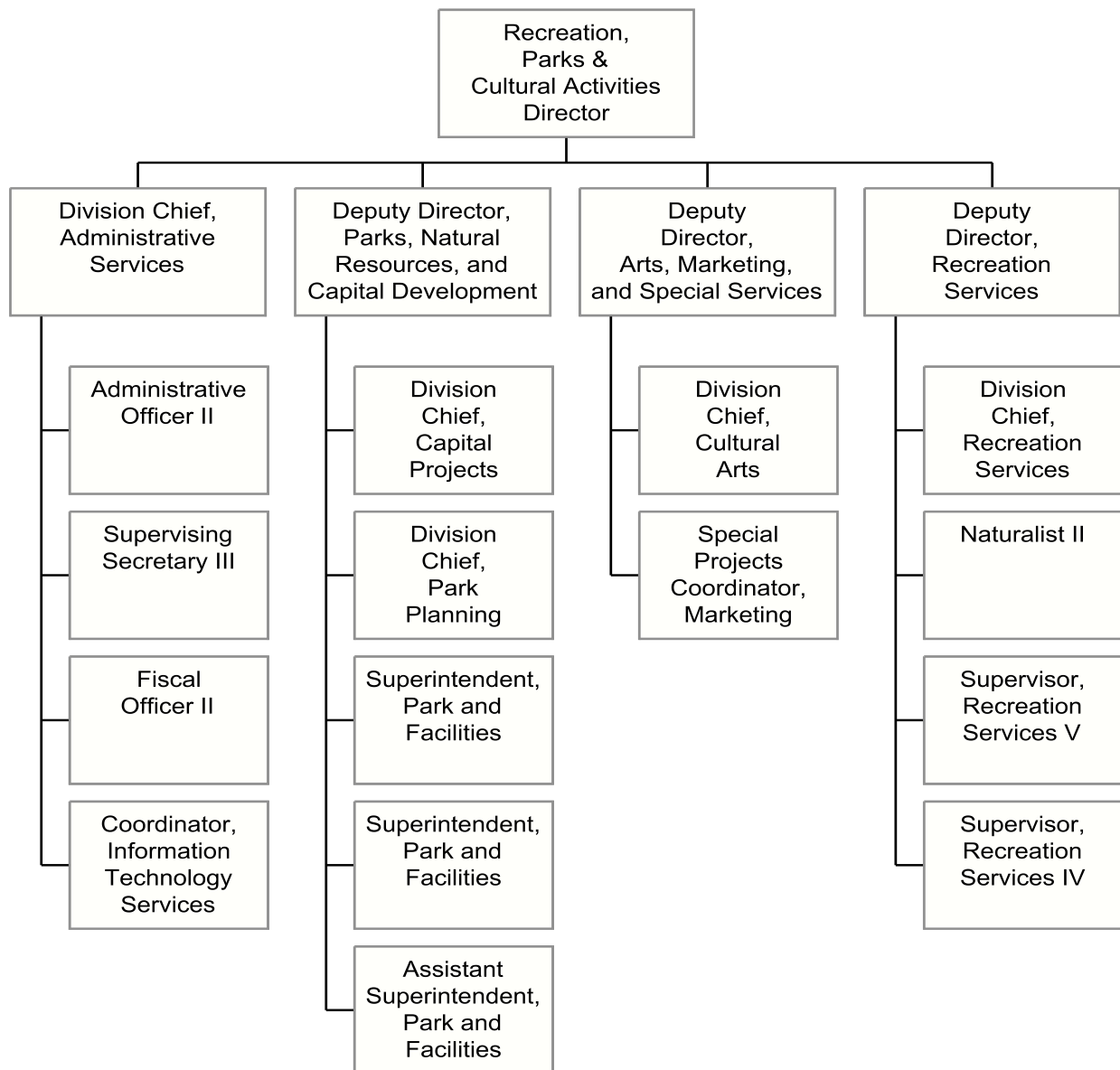
**2. OTHER CITIES UTILIZE A VARIETY OF DIFFERENT APPROACHES IN THE PLAN OF ORGANIZATION FOR THEIR PARKS AND RECREATION DEPARTMENTS.**

The project team solicited the approach utilized for organizing parks and recreation services in the cities included in the comparative survey. This included the following cities:

- Virginia Beach;
- Chesapeake;
- Norfolk;
- Fairfax County; and

Exhibit

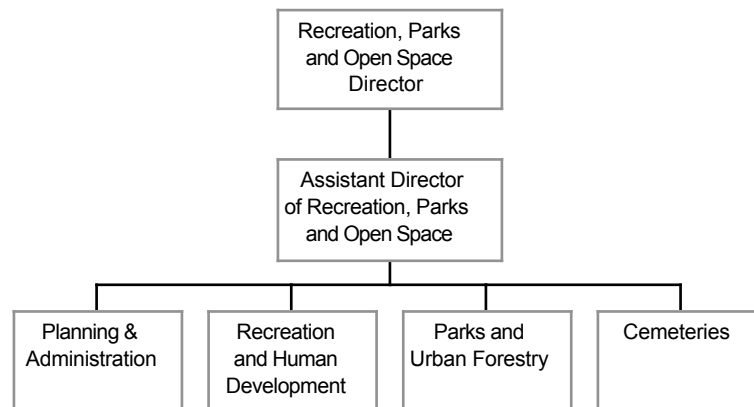
Existing Plan of  
 Administrative Organization for the  
 Recreation, Parks and Cultural  
 Activities Department



- Arlington.

Important points to note regarding the plans of organization for the parks and recreation departments in each of these local governments are presented below.

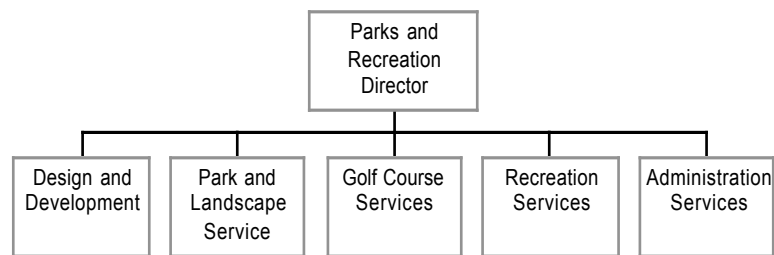
- **Norfolk.** The Recreation, Parks and Open Space Department is authorized an FY 2008 operating budget of \$14,645,700, and a total of 231 authorized positions. The Department is organized into four bureaus including Planning and Administration, Recreation and Human Development, Parks and Urban Forestry, and Cemeteries as noted in the chart below.



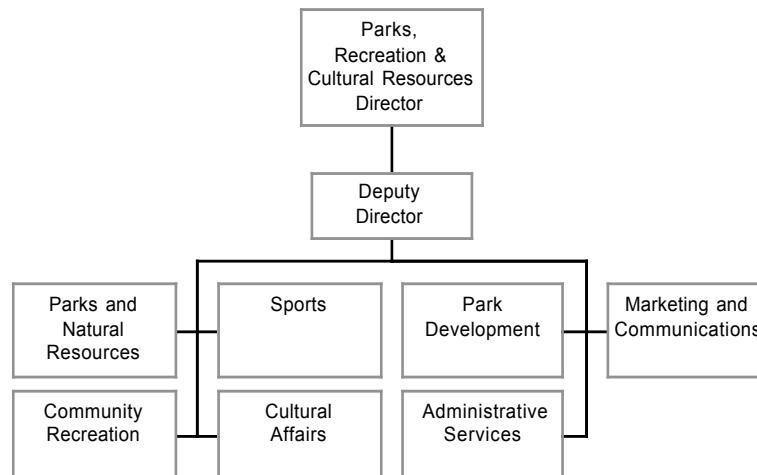
The Planning and Administration Bureau is responsible for administrative business services; public affairs; open space planning and development; capital project management and special events. The Recreation and Human Development Bureau is responsible for Recreation and Leisure activities; athletics and recreational sports; aquatics & recreational water activities; senior, therapeutics & special needs, arts, music and dance. The Bureau of Parks and Urban Forestry is responsible for urban forestry; park maintenance; services and programs include the routine maintenance and beautification of over 2,500 acres of parks, public buildings, public grounds, and open space. The Bureau of Cemeteries is responsible for The Bureau of Cemeteries provides cemetery services and preservation of family histories while maintaining and enhancing the natural beauty of the eight City-owned and operated cemeteries.

- **Virginia Beach.** The Parks and Recreation Department is authorized an FY 2008 operating budget of \$50,791,768 and a total of 871.47 full-time equivalent positions including the golf courses and school landscaping. The Department is organized into five divisions: Administrative Services, Design and Development, Golf Course Services, Parks and Landscape Services, and Recreation Services. Each division is managed by an Administrator The Administrative Services Division is responsible for budgeting, human resources, marketing, sponsorships and partnerships, and information systems management for all divisions. The Design and Development Division manages the capital improvement program,

the City's Open Space Program, and implements the Virginia Beach Outdoors Plan. The Parks and Landscape Services Division maintains the City's 3,146 acres of developed park infrastructure and also manages 2,482 acres of undeveloped park land. This division also manages City-wide Athletics, the Sportsplex, the U.S. Field Hockey Facility, the Lynnhaven Marina and Boat Ramp and Beach Facility. In addition, the Division also provides landscape services for roadways, public buildings, parks and school sites. The Golf Course Operations and Services Division manages the four municipal golf courses. The Recreation Services Division provides recreation services Included in this division are six recreation centers, the Youth Opportunities Office, Before/After School Programs, Promoting Leisure Activities for Youth Team, aquatics, therapeutic recreation and inclusion services for people with disabilities. The plan of organization for the Department is presented below.



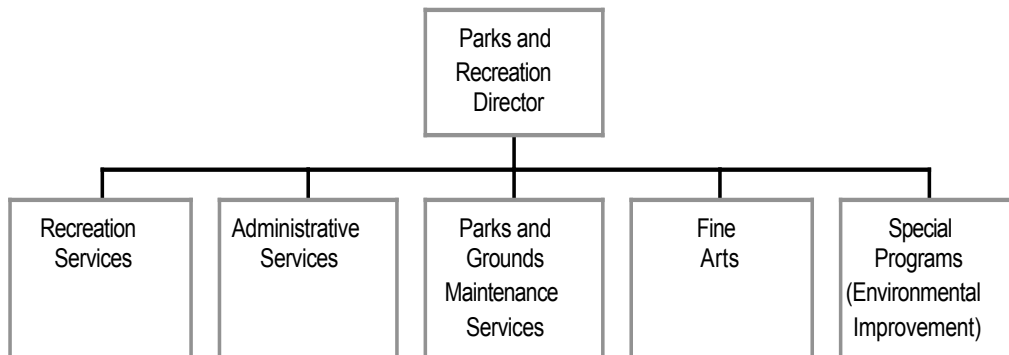
- Arlington.** The Parks, Recreation, and Cultural Resources Department is authorized an FY 2008 operating budget of \$33,384,714 and a total of 411.25 full-time equivalent authorized positions. The Department is organized into seven (7) divisions: Parks and Natural Resources, Community Recreation, Sports, Cultural Affairs, Park Development, Administrative Services, and Marketing and Communications. The plan of organization is presented below.



The Parks and Natural Resources Division is responsible for park maintenance, facilities maintenance and construction, conservation and interpretation, and forestry and landscaping. The Community Recreation Division is responsible for

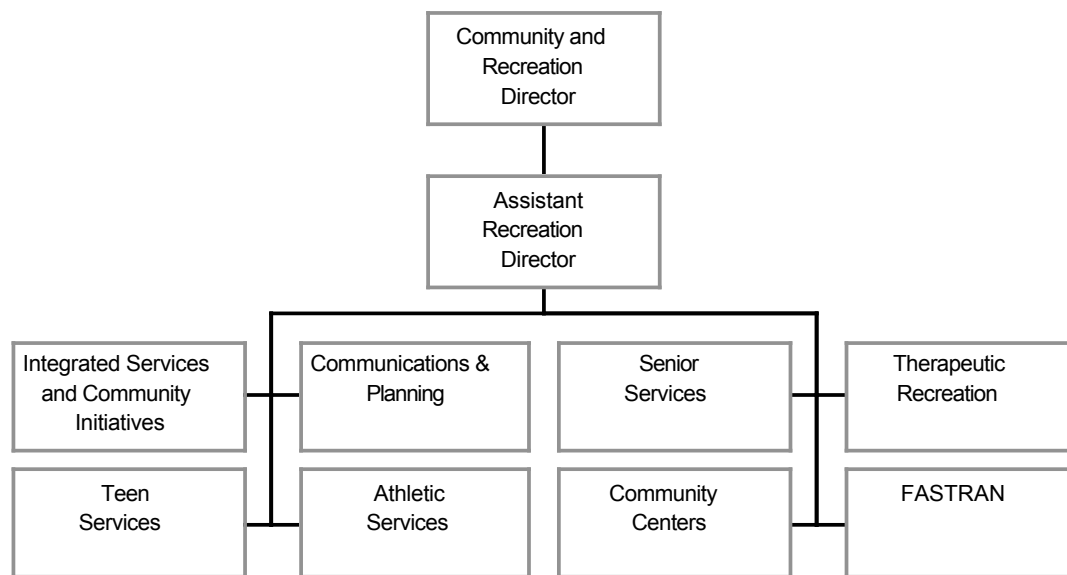
recreation and community services. The Sports Division is responsible for sports programs, the facility scheduling, and for athletic field maintenance. The Cultural Affairs Division is responsible for community and public art, cultural development, facilities, and cultural arts marketing. The Park Development Division is responsible for planning, design, and construction management. The Administration Division is responsible for human resources, budget / finance, registration, marketing, information systems, and the cooperative extension.

- Chesapeake.** The Parks and Recreation Department is authorized a FY 2008 budget of \$8,707,777 and a total of 143.2 full-time equivalent staff (91 full-time and 51.2 part-time). The Department is authorized into three divisions: Recreation, Administrative Services, and Parks and Grounds Maintenance. The Administrative Services Division manages the departmental accounting systems, human resources, provides support to Department Boards and Commissions, provides information systems, secretarial support, receptionist, storekeeping, and communication services for the Department. The Recreation Division is responsible for the delivery of leisure services, delivery of services at eight (8) community centers, the delivery of athletic programs, and the delivery of senior services and therapeutic services at a Senior / Therapeutic Center and at a separate Senior Center. The Parks and Grounds Maintenance Division is responsible for care and maintenance of parks, playgrounds and athletic facilities, including 1,263 acres of parks and grounds, park planning, and management of the Northwest River Park, a 763 acre park with campsites, year-round boating, fishing, hiking, facilities for horseback riding, etc. In addition, an Arts Coordinator and a Special Programs Coordinator report to the Director. The plan of organization for the department is presented below.



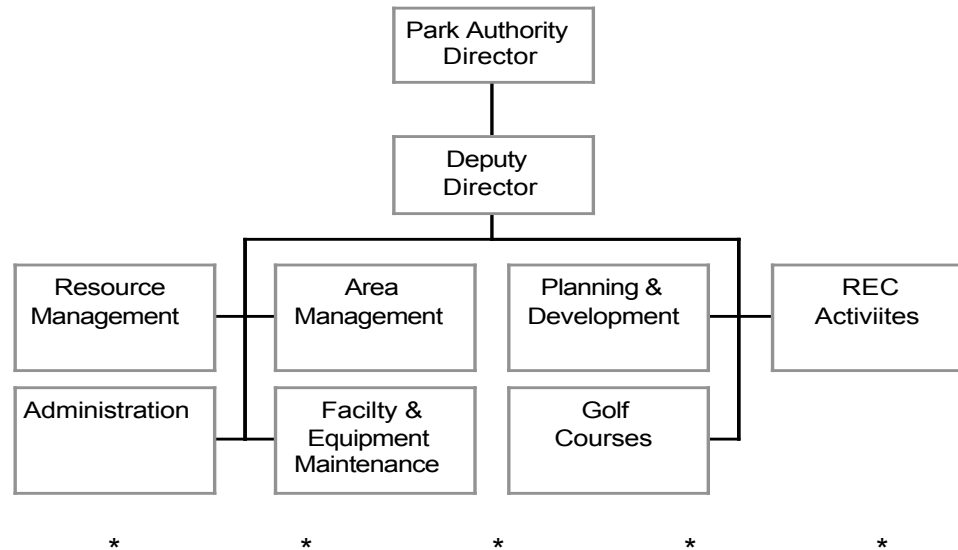
- Fairfax County.** Fairfax County delivers its park and recreation services through two different organizations: the Fairfax County Park Authority and the Community and Recreation Services Department. The Community and Recreation Services is authorized a FY 2008 budget of \$33,294,847 and a total of 118.25 full-time equivalent positions. The Fairfax County Park Authority is authorized a FT 2008 budget of \$28,779,378, and a total of 381.5 full-time equivalent positions. This does not include the 233.75 full-time equivalent positions authorized in the Park Revenue Fund. The Community and Recreation Services Department consists of seven divisions including Integrated Services / Community Initiatives, Senior

Services, Athletic Services, FASTRAN, Communications and Planning, Therapeutic Recreation, Teen Services, and Community Centers. Integrated Services / Community Initiatives is responsible for developing community leaders, facilitating community involvement, and providing integrated services that utilize partnerships with a variety of community, public, and private organizations. Communications and Planning is responsible for providing the Department with support in planning and resource development, technology, marketing and information dissemination. Senior Services provides a variety of recreational activities, skill enhancement, wellness, and nutrition programs for residents aged 55 years and older. Therapeutic Recreation provides individuals with physical, mental and developmental disabilities with a continuum of therapeutic recreation services. Teen Services provides centers for teens to provide social, community and recreational services. Athletic Services allocates athletic fields and gymnasiums, coordinates volunteer maintenance and operation of community fields and gymnasiums, and provides a variety of organized sports and athletic programs. Community Centers provides children, youth, and families leisure service opportunities at nine community centers. FASTRAN provide transit support to participating County human services programs, provides transportation assistance to persons who are mobility-impaired, and provides technical assistance to County human services agencies requiring transportation services. The plan of organization for the Community and Recreation Services Department is presented in the chart below.



The Fairfax County Park Authority consists of six divisions including Administration, Area Management, Facilities and Equipment Maintenance, Planning and Development, REC Activities, and Resource Management. The Administration Division is responsible for providing administrative and business support to all divisions of the Authority. This includes accounting, budget administration and preparation, information systems, management analysis, information systems, and purchasing. Area Management is responsible for

maintaining park structures and equipment including trails, athletic fields, and park trees. Facilities and Equipment is responsible for the maintenance of equipment and buildings. Planning and Development is responsible for planning, acquiring, protecting, and developing County parks. REC Activities is responsible for providing leisure services through outdoor recreational activities and recreation classes, camps, tours, etc. Resource Management is responsible for providing a program of natural, cultural, and horticultural preservation and interpretation. The plan of organization for the Fairfax County Park Authority is presented in the chart below.



There a number of findings and conclusions that can be reached regarding the plans of organization utilized by these five local governments for delivery of park and recreation services. These findings and conclusions are presented below.

- The span of control for the department director was kept narrow through the use of deputy or assistant director position (Fairfax County, Arlington, Norfolk) or through the use of a small number of top managers (Virginia Beach and Chesapeake).
- In each local government, with the exception of Fairfax County, recreation services were grouped under one top manager. In these four local governments, recreation service delivery included senior services and therapeutic services within the same division.
- In three of the five local governments, park design and development was a division that reported to the department director, assistant director, or deputy director. This included Virginia Beach, Arlington, and Fairfax County. In the other two local governments, park planning and development was included in other



divisions: Planning and Administration in Norfolk and in Parks and Ground Maintenance Services in Chesapeake.

- In three of the five local governments, marketing and communications was included in the Administration Division. This includes Norfolk, Virginia Beach, and Chesapeake.
- With the exception of Arlington, cultural arts were not organized as a separate division. Chesapeake does have an Arts Coordinator, but this is a single position.
- Not one of these five local governments had consolidated arts, marketing, therapeutic recreation, and senior services into a division.

These findings and conclusions provide a basis for evaluating the plan of organization utilized by the Recreation, Parks and Cultural Activities Department.

**3. A NUMBER OF CRITERIA SHOULD BE CONSIDERED IN EVALUATING ALTERNATIVES TO THE PRESENT PLAN OF ORGANIZATION FOR THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT.**

In evaluating the existing plan of organization for the Recreation, Parks and Cultural Services Department, six criteria were utilized. These criteria are presented below.

- **Organization and Structure** or whether under one scenario there were clearer lines of accountability, spans of control were more flat or allocated better under one alternative and if like processes were grouped together more efficiently and effectively (functional cohesion);
- **Communication and Coordination** - The criteria for this dimension includes the number of handoffs / exchanges required, physical / virtual proximity importance, shared knowledge/ understanding within divisions and departments and channel clarity (are there clear and consistent lines of communication);
- **Resource Utilization** - The criteria for this dimension includes total headcount comparison, administrative overhead, workload management distribution, process efficiency/ standardization and resource sharing capacity;
- **Service Quality and Responsiveness** - The criteria for this dimension includes cycle times, stakeholder input/ user friendliness, performance management, quality control / number of checks and balances and consistency of policy / procedure application;

- **Agility and Flexibility** - The criteria for this dimension includes the scalability to manage peaks and valleys and adaptability to offer cross-functional capabilities; and
- **Human Capital** - The criteria for this dimension includes enhanced career development opportunities, training occurrences and recruiting and retaining capabilities.

The evaluative dimensions were categorized into six classifications with each having its own subset of evaluation criteria. These criteria were applied to evaluate the existing plan of organization.

**4. THE PLAN OF ORGANIZATION FOR THE RECREATION, PARKS AND CULTURAL ACTIVITIES SHOULD BE STREAMLINED AND ACCOUNTABILITY CLARIFIED.**

The purpose of this section was to evaluate the present plan of organization and propose an alternative. In order to focus the project team on the outcomes that could be achieved with a structural redesign, the project team developed two structural alternatives: an “As-Is” state and a recommended alternative. The team modified these alternatives, where appropriate, to address the numerous combinations and permutations that resulted from the organizational assessment.

This process ultimately led the project team to conclusions regarding the comparative strengths and weaknesses of each structural alternative. The following section presents the two alternatives and their comparative advantages and disadvantages. It is important to note that the analysis focused on functions and processes versus productivity of individual staff.

**(1) “As-Is” State – the Current Plan of Organization of the Recreation, Parks and Cultural Activities Department.**

This section includes organizational and operational findings and observations for the current “As-Is” state, Scenario A. The findings and observations in this section

are categorized within the six evaluative dimensions in order to show the linkage to the matrix. The exhibit on the following pages outlines arguments for and against the “As-Is” state.

The disadvantages with the current plan of organization are summarized below.

- No single division is responsible for the delivery of leisure services (including therapeutic services and senior services). These services are fragmented between two divisions: the Recreation Services Division and the Arts, Marketing and Special Services Division. This impedes accountability for the delivery of these services.
- The responsibility for park planning is fragmented between a Park Planning Section and a Capital Projects Section in the Parks, Natural Resources, and Capital Development Division. This presents a problem with blurred cross-section accountability for park planning and project management. This impedes accountability for the delivery of these services.
- The responsibility for marketing and communications – a department wide need – has been placed under the supervision of the Deputy Director for Arts, Marketing and Special Services. This hinders the sharing of a scarce resource among all of the divisions.
- The span of control of the Deputy Director for Arts, Marketing and Special Services is narrow: only two positions report to this Deputy Director. This is an inefficient use of resources.
- The Division Chief for Park Planning is also responsible for supervising horticultural maintenance and urban forestry. This limits the ability of the Division Chief to focus her attention and efforts on park planning and capital development.

**Exhibit (1)**

**Evaluation of the Present  
 Plan of Organization**

Evaluative Dimension	Advantages	Disadvantages
<p>Organization and Structure</p>	<ul style="list-style-type: none"> <li>• The span of control for the departmental director is reasonable with only four managers reporting to the departmental director.</li> <li>• The Department has not promulgated a “one-over-one” organizational structure. It has not established an assistant departmental director position.</li> <li>• The department has consolidated business services under one manager – the Division Chief, Administrative Services.</li> <li>• “Unity of command” principal is emphasized for asset management, with a single accountable leader – the Deputy Director for Parks, Natural Resources, and Capital Development.</li> <li>• Combining park maintenance and park planning functions into a single division facilitates cooperation, reduces “finger pointing” and creates shared ownership of results.</li> </ul>	<ul style="list-style-type: none"> <li>• No single division is responsible for the delivery of leisure services (including therapeutic services and senior services).</li> <li>• The responsibility for park maintenance is fragmented among two Park Superintendents and an Assistant Park Superintendent. The spans of control for these middle managers is narrow.</li> <li>• The Division Chief for Park Planning is also responsible for supervising horticultural maintenance and urban forestry.</li> <li>• The responsibility for park planning is fragmented between a Park Planning Section and a Capital Projects Section. Presents a problem with blurred cross-section accountability for park planning and project management.</li> <li>• The Deputy Director for Arts, Marketing and Special Services is responsible for supervising the Lee Center, and programs senior services in community centers managed by the Recreation Services Division.</li> <li>• The responsibility for marketing and communications – a department wide need – has been placed under the supervision of the Deputy Director for Arts, Marketing and Special Services.</li> <li>• The span of control of the Deputy Director for Arts, Marketing and Special Services is narrow: only two positions report to this Deputy Director.</li> <li>• The Special projects Coordinator, responsible for marketing and public information, also supervises Senior Services and the Lee Center.</li> </ul>

**Exhibit (2)**

<b>Evaluative Dimension</b>	<b>Advantages</b>	<b>Disadvantages</b>
Communication and Coordination	<ul style="list-style-type: none"> <li>• The responsibility for maintenance of the assets entrusted to the department have been placed under the responsibility of one Deputy Director</li> <li>• Time lags and lapses are reduced under a structure in which park planning and park maintenance are consolidated under one Deputy Director.</li> <li>• The structure in which park planning and park maintenance are consolidated under one Deputy Director promotes a dynamic tension between the theoretical (park planning) and practical (park maintenance), promoting healthy discussion and debate.</li> </ul>	<ul style="list-style-type: none"> <li>• The respective roles of the divisions of Recreation Services and of Arts, Marketing and Special Services are not clearly defined. For example, Arts, Marketing and Special Services programs senior services in community centers managed by the Recreation Services Division. As another example, music, dance, and visual arts are programmed by Arts, Marketing and Special Services at the Lee Center, while Recreation Services programs similar services at community centers.</li> <li>• Difficulty in managing marketing and public information to serve all divisions effectively due to the location in Arts, Marketing and Special Services. Results in potential for “message mixing” through the communications channel.</li> <li>• The number of leisure service customer handoffs are increased given the fragmentation of leisure services between Recreation Services and of Arts, Marketing and Special Services.</li> </ul>
Resource Utilization	<ul style="list-style-type: none"> <li>• Specialized equipment for park, horticultural, and urban forestry maintenance can be shared since these functions have been placed under the management of one Deputy Director.</li> <li>• Enhanced ability to manage the routine deployment of for park, horticultural, and urban forestry maintenance resources based on seasonal, weather related or political cycle effects.</li> <li>• Ability to re-allocate resources to meet shifting workload demands among park, horticultural, and urban forestry maintenance.</li> <li>• Standardization of common administrative practices, processes and procedures is facilitated with an Administrative Division.</li> </ul>	<ul style="list-style-type: none"> <li>• The ability to cross utilize park planning staff resources is lessened with the fragmentation of this staff between the Park Planning Section and a Capital Projects Section.</li> <li>• Potential for staff dedicated to marketing and public information to be diverted to serve only the needs of Arts, Marketing and Special Services.</li> </ul>

**Exhibit (3)**

<b>Evaluative Dimension</b>	<b>Advantages</b>	<b>Disadvantages</b>
<p>Service Quality and Responsiveness</p>	<ul style="list-style-type: none"> <li>• Single organizational point of contact for park, horticultural, and urban forestry maintenance issues and inquiries.</li> <li>• Single organizational point of contact for business and administrative issues and inquiries in the Administrative Division.</li> <li>• Park maintenance programs are better integrated with park planning as a result of the consolidation of park planning and park maintenance under one Deputy Director</li> </ul>	<ul style="list-style-type: none"> <li>• There isn't a single point of contact for leisure services.</li> <li>• There isn't a single point of contact for park planning services.</li> <li>• Certain issues regarding leisure services and park planning services may take longer to resolve, as an appropriate starting place will not be as clear to external customers.</li> <li>• Increased likelihood of conflicting and / or incompatible responses to service issues are enhanced with the fragmentation of park planning services and leisure services.</li> <li>• The fragmentation of park planning services and leisure services reduces accountability for service delivery.</li> <li>• Consistent application of park planning standards, judgment, etc. is hindered with fragmentation of park planning between two sections.</li> </ul>
<p>Agility and Flexibility</p>	<ul style="list-style-type: none"> <li>• Rapid cross-unit resource shifting and workload balancing is easier with a single organizational point of contact for park, horticultural, and urban forestry maintenance.</li> <li>• Scalability (the ability to grow and/or shrink in response to workload / customer demands) is improved with the consolidation of business services under one Division Chief and the consolidation of park, horticultural, and urban forestry maintenance under one Deputy Director.</li> <li>• Improved, more comprehensive park planning quality assurance with a constructability review of park designs by park maintenance staff. Results from the consolidation of park planning and park maintenance under one Deputy Director.</li> </ul>	<ul style="list-style-type: none"> <li>• Decision-making tends to be slower in larger, more layered and hierarchical organizations that have fragmented services such as park planning and leisure services.</li> <li>• Over time, fragmented organizations tend to develop an "inertia" that makes the introduction of change more difficult.</li> <li>• The fragmentation of park planning hinders the ability to coordinate and streamline the procurement of design consultants and construction project bidding.</li> </ul>

**Exhibit (4)**

<b>Evaluative Dimension</b>	<b>Advantages</b>	<b>Disadvantages</b>
Human Capital	<ul style="list-style-type: none"><li>• Increased multi-disciplinary training opportunities exist within the unified park, horticultural, and urban forestry maintenance structure.</li></ul>	<ul style="list-style-type: none"><li>• Limits ability to create and sustain a consistent leisure service culture and operational philosophy, congruent with those of the executive leadership and policy makers.</li></ul>

- The responsibility for park maintenance is fragmented among two Park Superintendents and an Assistant Park Superintendent. The span of control of the two Superintendents, Park and Facilities is narrow – ranging from three to four supervisors. The Assistant Superintendent, Parks and Facilities is functioning more as a supervisor than a middle manager.
- The Special Projects Coordinator, Marketing is responsible for marketing and public information for the Department, also supervises Senior Services and the Lee Center.

There are a number of limitations with the current plan of organization.

**(2) Proposed Plan of Organization for the Recreation, Parks, and Cultural Activities Department.**

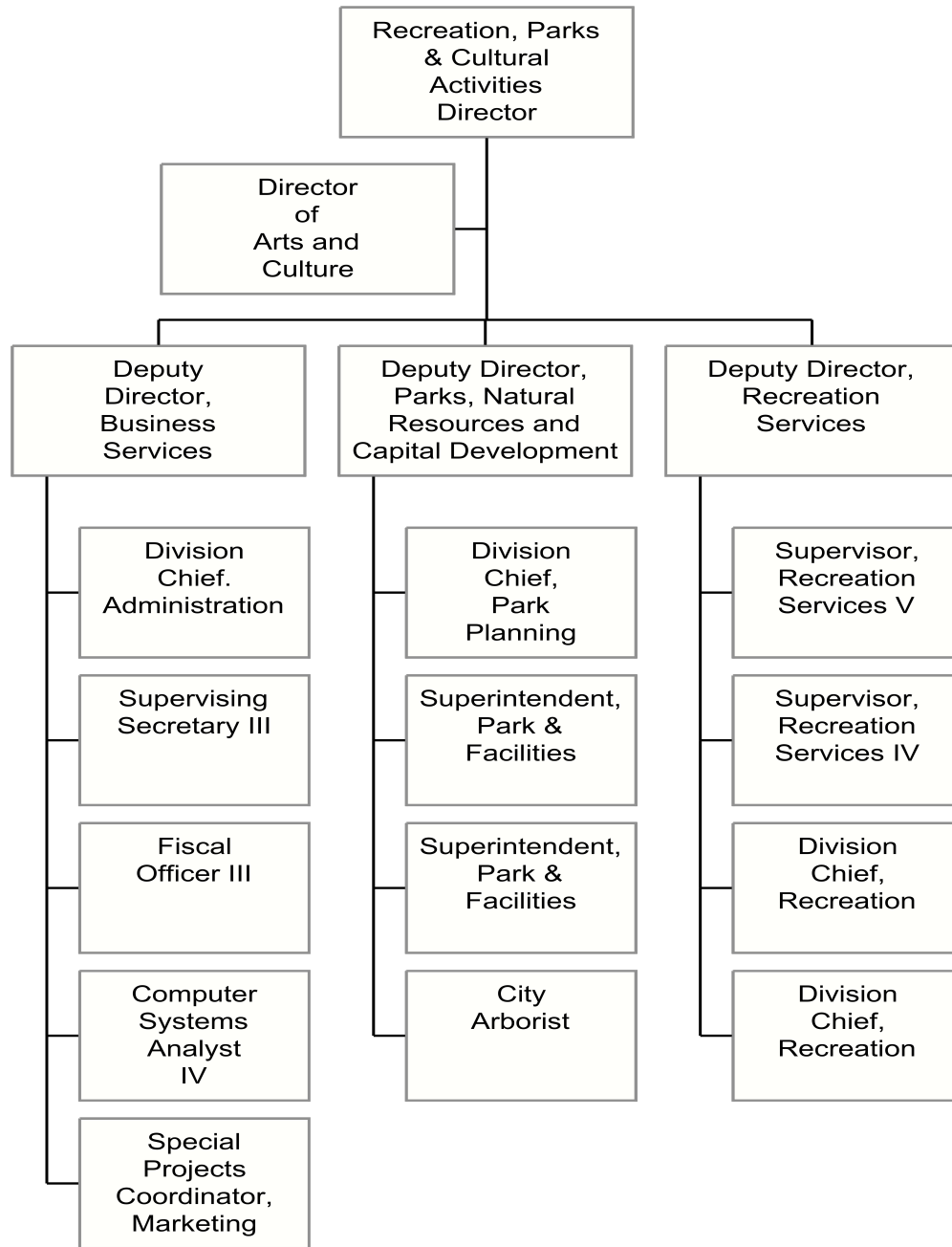
The proposed plan of organization, presented in the exhibit following this page, is intended to address the limitations with the current plan of organization for the Department. Important points to note regarding the proposed plan of organization are presented below.

- The proposed plan of organization would eliminate the position of Deputy Director, Arts, Marketing and Special Services. This position is vacant.
- The Division Chief, Administrative Services, would be reclassified as a Deputy Director, Business Services. This position would be responsible for the management of volunteer resource management, marketing and public information, information technology, human resources, procurement, accounting, and budget administration and preparation. The Deputy Director, Business Services, would supervise five staff.
- Three positions within Administrative Services should be reclassified. These reclassifications are designed to strengthen the administrative management of the department, and spread the burden for administrative management beyond the Division Chief, Administrative Services. The three positions that should be reclassified are presented below.
  - The Fiscal Officer II should be reclassified as Fiscal Officer III. This position should be responsible for preparation of the department's operating and capital improvement budgets, prepare financial analysis, develop and implement financial policies and procedures, prepare cost analysis including analysis of cost recovery, etc.



Exhibit

Proposed Plan of Organization for the  
 Recreation, Parks and  
 Cultural Activities Department



- The Administrative Services Officer II should be reclassified as Division Chief, Administrative Services. This position should be responsible managing the purchasing, personnel, and training, payroll, and telecommunications for the department.
- The Coordinator, Information Technology Services should be reclassified as Computer System Analyst IV. This position should be responsible for managing the deployment of the department's information technology including planning, coordination, and implementation of these systems, analyzing the department's technology needs, coordinating information technology training, developing technology policies and procedures for the department, etc.
- The position of Division Chief, Capital Projects would be eliminated, through attrition. The Division Chief, Park Planning would be allocated responsibility for supervision of the Recreation Supervisor III and Architect that are presently supervised by the Division Chief, Capital Projects. The responsibility for supervision of the Dockmaster should be assigned to one of the two Superintendent, Parks and Facilities positions.
- The Assistant Superintendent, Parks and Facilities should be reclassified, through attrition, to a Park Manager with responsibility for day-to-day supervision of the service request crew.
- The City Arborist would report directly to the Deputy Director, Parks, Natural Resources.
- The Horticultural Supervisor would report to the City Arborist.
- The Division Chief, Cultural Arts would report to the Director of Recreation, Parks, and Cultural Activities. This position should be reclassified as the Director of Arts and Culture, and manage the Office of Arts and Culture.
- A new Division Chief, Recreation position would be established. This would be one of two middle-management positions responsible for the supervision of recreation staff assigned to the nine (9) community centers, Therapeutic Recreation, Special Events, and Senior Programs. The span of control for these two middle-management positions would each amount to approximately six supervisory positions. As will be identified in the next chapter regarding the Recreation Services Division, these two middle managers will be tested in enhancing the management of the delivery of recreation services.

The fiscal impact of this proposed plan of organization is presented in the table below.

Annual Cost Increase		Annual Cost Decrease	
Reclassify the Division Chief, Administrative Services to Deputy Director, Business Services	\$13,800.00	Eliminate the Deputy Director, Arts, Marketing, and Special Services	\$(155,400.00)
Authorize a new position of Division Chief, Recreation	\$141,300.00	Eliminate the position of Division Chief, Capital Programs	\$(134,600.00)
		Reclassify the Assistant Superintendent, Parks and Facilities to Park Manager	\$-
Reclassify the Fiscal Officer II as Fiscal Officer III	\$30,600		
Reclassify the Administrative Services Officer II as Division Chief, Administrative Services	\$23,600		
Reclassify the Coordinator, Information Technology Services as Computer System Analyst IV	\$12,200		
<b>TOTAL</b>	<b>\$221,500</b>		<b>\$(290,000.00)</b>

The findings and observations in this section are categorized within the six evaluative dimensions in order to show the linkage to the matrix. The exhibit on the following pages outlines arguments for and against the proposed plan of organization.

**Recommendation #1: Eliminate the position of Deputy Director, Arts, Marketing and Special Services.**

**Recommendation #2: The Division Chief, Administrative Services, should be reclassified as a Deputy Director, Business Services and assigned additional responsibilities for management of marketing, public information, and volunteer coordination.**

**Recommendation #3: The position of Division Chief, Capital Projects should be eliminated through attrition.**

**Recommendation #4: The Division Chief, Park Planning should be allocated responsibility for supervision of the Recreation Supervisor III and Architect that are presently supervised by the Division Chief, Capital Projects. The responsibility for supervision of the Dockmaster should be assigned to one of the two Superintendent, Parks and Facilities positions.**

**Recommendation #5: The Assistant Superintendent, Parks and Facilities should be reclassified, through attrition, to a Park Manager with responsibility for day-to-day supervision of the service request crew.**

**Recommendation #6:** The City Arborist should report directly to the Deputy Director, Parks, Natural Resources.

**Recommendation #7:** The Horticultural Supervisor should report to the City Arborist.

**Recommendation #8:** The Division Chief, Cultural Arts should report to the Director of Recreation, Parks, and Cultural Activities. This position should be reclassified as the Director of Arts and Culture, and manage the Office of Arts and Culture.

**Recommendation #9:** A new Division Chief, Recreation position should be established. This would be one of two middle-management positions responsible for the supervision of recreation staff assigned to the nine (9) community centers, Therapeutic Recreation, Special Events, and Senior Programs.

**Recommendation #10:** Reclassify the Fiscal Officer II as Fiscal Officer III.

**Recommendation #11:** Reclassify the Administrative Services Officer II as Division Chief, Administrative Services.

**Recommendation #12:** Reclassify the Coordinator, Information Technology Services as Computer System Analyst IV.

**5. THE CITY SHOULD EVALUATE THE PAY GRADE ASSIGNED TO THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DIRECTOR.**

The value of any specific classification is determined by a number of factors.

These factors typically include the following:

- **Know-How.** This factor is the total of every kind of skill and knowledge, however acquired, needed to conduct activities that are required for acceptable performance in the position.
- **Problem Solving.** This factor considers the original thinking needed for analyzing situations and creating, evaluating and adopting conclusions. This factor considers the amount and significance of original, "self-starting" thinking.
- **Accountability.** Accountability is the answerability for an action and its consequences. It measures the freedom to act or degree of control that the job has to take independent action. Accountability also measures the impact of actions and the size or magnitude of the areas affected by the position.

At present, there are twenty-four positions in pay grades 29 through 31. These

positions, and their pay grades, are presented in the table below.

<b>Pay Grade</b>	<b>Position</b>
29	Clinical Psych.
	Dep. Commonwealth Atty.
	Director of Communications
	Suprv. Medical
30	Director, Finance
	Director, General Services
	Director, Library
	Director, Management & Budget
	Director, Office of Citizen Assistance
	Director, Office of Code Enforcement
	Director, Office of Historic Alexandria
	Director, Office of Housing
	Director, Personnel Services
	Director, Real Estate Assessment
	Director, Recreation, Parks, and Cultural Activities
	Sr. Clinical Psychiatrist
31	Director of Human Services
	Director, ITS
	Director, MH / MR
	Director, Planning & Zoning
	Director, TES
	Fire Chief
	Police Chief
	Sheriff

At present, the Director of Recreation, Parks and Cultural Activities is assigned to pay grade 30. This is the same pay grade as the Director of the Office of Housing, Director of the Office of Citizen Assistance, and the Director of the Office of Historic Alexandria. The position of Director of Recreation, Parks, and Cultural Activities has a greater level of accountability and problem solving than those positions.

Some of the positions assigned to pay grade 31 would not appear to require comparable know how, accountability, and problem solving as the Director of Recreation, Parks, and Cultural Activities. These would include the Director of Human Services, Director of MH / MR, and the Director of Planning and Zoning.

In addition, there is only a 16% compensation difference between the Director of Recreation, Parks, and Cultural Activities and the next level of management in the

Department – the Deputy Director.

**Recommendation #13: The City should evaluate the pay grade the Director of Recreation, Parks, and Cultural Activities to determine if the pay grade should be increased from pay grade 30 to pay grade 31.**

### **3. ANALYSIS OF THE RECREATION SERVICES DIVISION**

This chapter presents the project team's analysis of the Recreation Services Division. The chapter includes the following:

- A description of the organization and staffing of the Division; and
- An assessment of the opportunities for improvement within the Division and recommendations to address these opportunities.

The following sections present a summary of the project teams findings and recommendations regarding the Recreation Services Division.

#### **1. THE RECREATION SERVICES DIVISION IS AUTHORIZED 86.1 FULL-TIME EQUIVALENT STAFF.**

The Recreation Services Division has responsibility for the City's recreation programs and facilities. Key elements of the Recreation Services Division are presented below:

- **Centers and Playgrounds.** Staff operate eight recreation centers, five after school centers, summer playgrounds and organize leagues and other sports activities for young people throughout the City. Most activities are free and include trips, dances, special interest programs, sports, crafts, ping-pong, air hockey, billiards and table games. The summer playground program operates at various locations throughout the City, during which time the federally funded summer lunch program is administered at eligible recreation centers, summer playgrounds and other non-profit youth serving programs.
- **Youth Sports.** Staff organize leagues and other sports activities. Youth activities include football, basketball, baseball (including T-ball and coach pitch), volleyball, swim team, cheerleading, softball and tennis. To enhance program offerings, staff recruits, selects and trains volunteer coaches for all Youth Sports programs. The training and certification program that is administered to all volunteer coaches is a nationally accredited program designed to improve the volunteers' ability to instruct youth team members.

- Adult Sports. Staff coordinates a variety of women’s, men’s and coed sport leagues and specialty tournaments. Sports leagues include soccer, softball, volleyball, and basketball.
- Chinquapin Recreation Center. This recreation center provides the only indoor pool, racquetball courts, a fitness room, and meeting rooms. Revenue producing programs include a variety of classes for all ages such as exercise, dance, sports, swim teams and diving clubs, sports and health clinics, and various special events, including the annual All Night High School Graduation Party. Citywide summer camps are also offered through Chinquapin. The center is open seven days a week, and is available to residents for after hour rentals. Chinquapin staff also supervises the two large outdoor pools in the City and four smaller outdoor neighborhood pools.
- Jerome “Buddie” Ford Nature Center. This facility is connected to a school on the opposite side of the William Ramsay Recreation Center.

The Division is authorized a total of 87.3 full-time equivalent staff. This includes 46 full-time staff, and 40.1 part-time staff (expressed in terms of full-time equivalent staff). In addition, the Division is authorized \$1.3 million in seasonal part-time funding.

The table below presents the allocation of this staff by facility or program.

<b>Facility / Program</b>	<b>Full Time</b>	<b>Part Time</b>	<b>Seasonal Part Time Funding</b>
Administration	3.0	1.6	\$42,368
Teen Program	1.0	-	\$16,123
Chinquapin Recreation Center	7.0	6.9	\$329,241
Municipal Pools	-	0.5	\$260,563
Charles Barret Recreation Center	3.0	2.6	\$27,874
Charles Houston Recreation Center	5.0	3.0	\$125,726
Cora Kelly Recreation Center	6.0	4.6	\$55,365
Mount Vernon Recreation Center	4.0	3.1	\$66,899
Nannie J Lee Recreation Center	3.0	2.9	\$27,368
Patrick Henry Recreation Center	3.0	1.7	\$47,878
William Ramsay Recreation Center	4.0	5.2	\$109,568
Youth Sports	2.0	0.5	\$39,024
Adult Sports	2.0	0.9	\$37,822
Playgrounds	-	-	\$108,820
Jerome "Buddie" Ford Nature Center	2.0	2.1	\$3,619
After School	1.0	4.8	\$17,394
<b>TOTAL</b>	<b>46.0</b>	<b>40.1</b>	<b>\$1,315,652</b>



In reviewing the allocation of staffing, it is important to note that 75% to 80% of the full-time, part-time, and seasonal part-time funding is allocated to the eight recreation centers (including the municipal pools program).

**2. THE STRATEGIC MASTER PLAN FOR THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT CONTAINED A NUMBER OF KEY ISSUES AND FINDINGS REGARDING RECREATION SERVICES.**

In 2001, the City of Alexandria contracted with Leon Younger and PROS to complete a strategic master plan for the Recreation, Parks, and Cultural Activities Department. The strategic plan contained a number of important issues and findings regarding the delivery of recreation services. These issues and findings are presented below by type of recreation program.

- **Adult Sports.** Fees were designed to cover program costs. Lack of field space and facilities restrict offerings. The unit had established consistent registration policies and procedures. There was a procedure for charging non-residents a higher fee. Programs were offered year-round. Activities included coed and men's softball; coed soccer; coed volleyball; men's, women's, and master's basketball; and specialty tournaments.
- **Youth Sports.** This program consisted of traditional sports, which were offered on a variety of levels for youth ages 5 to 17. Programs were offered year-round. Activities included baseball, softball, basketball, football, and tennis. Program offerings appeared to be limited by field and facility availability. The program was heavily subsidized with some programs recovering only a fraction of their costs. For example, the department provides jerseys and/or uniforms with some costing as much as \$55 per participant. Some localities had chosen to pass this cost on to the participants or to develop sponsorships to defray costs.
- **After School, Playground, and Summer Camp.** The department was found to be serving a significant proportion of the youth population ages 5 to 17. The program provided a structured environment for children after school and in the summer months. Several programs were state licensed. The goal was to move forward with programs that require participants to be signed in and out. There were opportunities for growth in this area. This program had the potential to be a star revenue producer that could be key in subsidizing non-revenue producing programs. The ability to add unique activities such as adventure programs and non-traditional sports targeted at teens would enable the department to capture a larger share of the market. The marketing of this program could position the

department for increased revenue, relieving in-kind opportunities from sponsorships and partnerships. The program benefited from partnerships with other City agencies such as the Public Schools. The weaknesses noted were a lack of facility space and transportation.

- **Aquatics.** The department operates seven aquatic facilities. This recreation service had a long tradition. The bulk of facilities were located in the eastern portion of the city. Activities included skill development courses, fitness activities, and non-structured open swim times. A comprehensive fee schedule had been developed for the aquatic facilities. Operating costs for the four seasonal mini-pools appeared to be high. There appeared to be more demand for services than there was facility space. A variety of courses and programs were offered. Program offerings were limited by facility size and availability. There were several safety issues noted with the mechanical areas of the aquatic facilities. National trends for aquatic staffing indicated a shortage of qualified personnel. The department had developed a training program in order to attain a pool of qualified staff.
- **Contract Classes.** The department offered a variety of courses designed to develop skills and lifelong learning. Course offering included such activities as exercise and fitness, dance, and sports. Registration processes were clearly outlined in "In Your Neighborhood." Facility space and configurations were limiting factors in expanding course offerings. There was inconsistency between contract classes that are fee-based and similar free programs offered at recreation centers. For example, the MYO SIM Kendo/Karate Club, which charged no fee, may compete with the fee-based martial arts courses offered by the department. At the end of courses, participants evaluated the program, providing a mechanism for staff to improve programs and offerings.
- **Cultural Arts / Performing Arts.** The program encompassed dance, music, theater, visual arts, and literature. Programs were large events of 7,000 to 130,000 participants. Programs were popular and had a long tradition in the city. The programs provided a positive economic impact to the City. These programs supported the mission of the Council appointed Commission for the Arts. Programs were heavily subsidized. The department had established guidelines for vendors. There were opportunities for sponsorships and other revenue enhancing activities.
- **Facility Rentals.** Facility rentals included two separate indoor facilities (Lee Center and Durant Center) with multiple rooms. Park amenities such as picnic shelters and the amphitheater were also available for rent. Chinquapin park rentals were handled separate from other park rentals. The department had established standards and procedures for rentals. Combined rentals from the Lee and Durant Centers and park rentals were approximately \$120,000 annually. Rentals at Durant and Lee Centers were at maximum capacity. Fees were below market price. There appeared to be excess demand for rentals.

- **Family Programs.** Family programs provided an opportunity for parents and children to interact while participating in a recreational program. Programs were offered in a variety of settings. There was a lack of consistency in the offerings in this area. While there was mention of a class or a sport for every member of the family in the “In Your Neighborhood” publication, there were no specific family programs. The overall offerings supported the concept of family programs.
- **Senior Programs.** The program provided socialization and interaction with other seniors. The program also offered special programming targeted at seniors for healthy living and lifelong learning. The department operated three senior centers. Participation in this core program was increasing. Programs were free or had minimal fees, making these programs a high cost per experience. Senior centers and program offerings were geographically concentrated on the east side of Alexandria.
- **Special Events.** The department facilitated and implemented numerous smaller festivals, races, parades, and holiday events with a variety of themes. These events were totally subsidized with no revenue returned to the department. The department had applications and policies and procedures in place for event requests. Special events provided an untapped opportunity for revenue development and for promoting the department.
- **Therapeutic Recreation.** The department had been offering therapeutics programs since 1968. The program offered a variety of activities specially designed for the developmentally disabled and physically disabled. Programs were offered for children and adults. The department offered inclusion opportunities for this population as well. Facility descriptions in “In Your Neighborhood” include handicap accessibility information. The program showed a 20% increase in participation over last year but was limited by staffing resources, space, and transportation. The therapeutic program was almost 100% subsidized. Generally, few fees are charged for services. Transportation is a costly and time-consuming aspect of the therapeutic recreation program. There was the opportunity for the department to partner with other agencies in Alexandria. Comprehensive training for department staff in meeting the needs for persons with disabilities was not in place, but it was a component of the department’s diversity training.
- **Wellness and Fitness.** The department offered a variety of programs promoting healthy lifestyles. These activities included instruction, drop-in fitness programs, and self-guided experiences. Fitness programs were popular in the city. Demand outstripped capacity. The department lacked a strategy to replace worn out or broken equipment. Capital items need to be inventoried and assigned a schedule for replacement. Fees for using fitness facilities were inconsistent. There was no orientation program in place for new users. The department did not track usage.

\* \* \* \* \*

The strategic plan developed a number of overall conclusions regarding recreation services delivered by the Department. These conclusions are presented below.

- **Fees for programs are low or non-existent.** A cost recovery system needs to be established that provides for a reasonable Return On Investment (ROI) balanced against the need to provide core services at minimal or no cost. This system should be based on the following assumptions:
  - Fees should recover direct costs which include promotion (printing, mailing, fliers, etc.), instructor pay and benefits, consumable supplies, and where applicable, facility rental fees.
  - A process should be developed for waiving fees for economically disadvantaged citizens who wish to participate in programs.
- **The Department needs a better method of tracking participation in its programs.** To better understand market share in all programs, the Department should be able to distinguish between gross participation and unique users.
- **Consistency between programs needs to be developed.** The Department is inconsistent in how it applies policies and procedures to its programs. For example, customers are charged a fee to use the weight room at Chinquapin but not at other sites.
- **The Department lacks a strategy to replace worn out or broken equipment.** Capital items need to be inventoried and assigned a schedule for replacement. A cost recovery plan could include establishing a funding mechanism for equipment replacement.
- **The Department should provide training to key staff members** on benefits-based marketing, program evaluation, basic accounting, and program tracking.

The analysis regarding how effectively these conclusions in the strategic plan have been addressed is presented in the following sections of this chapter.

**3. THE RECREATION SERVICES DIVISION SHOULD EXPAND AND COMPLETE THE COMPREHENSIVE RECREATION PROGRAMMING PLAN.**

The Recreation Services Division is currently developing a Comprehensive Recreation Programming Plan.<sup>9</sup> The purpose of the Comprehensive Recreation Programming Plan is to provide greater detail to the strategic direction the Department will be undertaking in its recreation programming efforts, to improve its ability to manage its resources more effectively and efficiently, and document the benefits of the many facilities, programs and services the Department provides to the residents of Alexandria.

The exhibit on the following page presents the objectives within the Comprehensive Recreation Programming Plan. For each of the objectives noted in the exhibit, annual action steps were noted. The Department developed a plan for evaluation. The plan for evaluation focused on developing a standard process for monitoring the success of programs and services offered by the Department, utilizing the RecTrac program.

**(1) The Comprehensive Plan Should Include Essential Information and Components Recommended by the National Recreation and Parks Association.**

The National Recreation and Parks Association has developed criteria for the development of recreation programming plans. In evaluating the draft Recreation Programming Plan developed by the Recreation Services Division, a number of opportunities for improvement are apparent in the areas of data collection and analysis, and the expansion of the structure and content of the plan to identify resource impacts and partnership opportunities associated with goals and objectives for program delivery.

These opportunities include the following:

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<sup>9</sup> Department of Recreation, Parks, and Cultural Activities, Comprehensive Recreation Programming Plan, March 2007

**Exhibit 1 (1)**

**Objectives of the Comprehensive Recreation Programming Plan**

Program Area / Recreation Center	Objectives
Recreation Services Division	<ul style="list-style-type: none"> <li>• Develop business plans for all core programs/services which incorporate consistent standards for how programs are delivered and define the method that will be used for evaluating user satisfaction of programs / services provided.</li> <li>• Work with the Department of General Services and ADRPCA staff to develop a Comprehensive Facilities Maintenance Plan.</li> <li>• Plan for the implementation of the Model Citywide Before/After School Program at the 7 full-time Community Recreation Centers in FY 08.</li> <li>• Achieve full utilization of the REC TRAC programs to track revenue, attendance, class registration and scheduling of facilities and programs.</li> </ul>
Community Recreation Centers	<ul style="list-style-type: none"> <li>• Develop business plans for the Community Recreation Centers which incorporates consistent standards for how programs are planned, implemented and evaluated.</li> <li>• Develop and implement a Comprehensive Facilities Maintenance Plan by FY 08.</li> <li>• Plan for the implementation of the Model Citywide Before/After School Program at the 7 full-time Community Recreation Centers in FY 08.</li> <li>• Achieve full utilization of the REC TRAC programs to track revenue, attendance, class registration and scheduling of facilities and programs.</li> </ul>
Chinquapin Park Recreation Center	<ul style="list-style-type: none"> <li>• Implement the process for patrons to pay by credit card for all services and fees.</li> <li>• Develop ideas and program plans for the renovation and expansion of the Center.</li> <li>• Develop a facility maintenance plan with general Services, Parks Division staff, and Chinquapin Center staff.</li> </ul>
Jerome "Buddie" Ford Nature Center	<ul style="list-style-type: none"> <li>• Enhance the public's awareness of Nature Center programs and services.</li> <li>• Increase staffing levels to two regular full-time Naturalists and obtain funding for a full-time seasonal position.</li> <li>• Enhance nature-based volunteer programs and opportunities.</li> </ul>
Playgrounds and Summer Camps	<ul style="list-style-type: none"> <li>• Develop a systematic evaluation tool and process</li> <li>• Coordinate a marketing strategy to promote the summer programs per the Departments marketing Plan.</li> <li>• Develop program standards for summer programs consistent with licensing standards.</li> </ul>
Contract Classes	<ul style="list-style-type: none"> <li>• Process class registration payments by accepting major credit cards.</li> <li>• Process and accept class registration via the internet.</li> </ul>

**Exhibit 1 (2)**

<b>Program Area / Recreation Center</b>	<b>Objectives</b>
Aquatics	<ul style="list-style-type: none"> <li>• Work with Recreation Services and Charles Houston Recreation Center staff in providing recommendations for the renovation of the outdoor pool located at that site.</li> <li>• Schedule learn to swim classes at outdoor pools and plan a special event at each pool during the summer season.</li> </ul>
Teen Program	<ul style="list-style-type: none"> <li>• Develop a systematic evaluation tool and process.</li> <li>• Coordinate a marketing strategy to promote teen programs per the Department's Marketing Plan.</li> <li>• Research and develop a program model that is specific both to middle school and high school age teens to meet their developmental needs.</li> </ul>
Youth and Adult Sports	<ul style="list-style-type: none"> <li>• To provide maximum leisure Sports Activities for all citizens of Alexandria and its diverse population.</li> <li>• To provide a wholesome environment for competitive and non-competitive Sports Activities.</li> <li>• To build more cooperative and collaborative partnerships with agencies and organizations in the City of Alexandria.</li> <li>• To encourage increased physical fitness through participation in City Sports Activities.</li> <li>• To increase female participation in City Sports Programs.</li> <li>• To encourage interactive citizen involvement of all ages through City Sports Programs.</li> </ul>
After School Program	<ul style="list-style-type: none"> <li>• Develop a systematic evaluation tool and process.</li> <li>• Coordinate a marketing strategy to promote the After School Program per the Department's marketing Plan.</li> </ul>

- An environmental scan is not included in the Comprehensive Planning process;
- A community Inventory is not included in the Comprehensive Planning process;
- A community niche analysis is not included as part of the Comprehensive Planning process;
- An Interpretation of social indicators is not included;
- There isn't a clear statement regarding the key contributions made by recreation programs to departmental strategic priorities;
- Basic premises, such as funding sources, staff utilization, financial accountability, etc., are not outlined in Comprehensive Plan;
- Statistical Information and standards, such as Inventory of physical assets, human resources, program opportunities, cost analysis, attendance information with demographic breakdown, user satisfaction surveys, and standards of desirable practices for programs are not included in the Plan;
- The resources needed for implementation of the recommendations contained in the Comprehensive Plan are not identified for program initiatives; and
- Existing and potential inter-agency partnerships (e.g., non-profits) for the delivery of recreation services are not incorporated into the Plan.

The project team's evaluation of the Recreation Programming Plan is presented in the exhibit following this page.

The Department should complete the development of the Recreation Programming Plan. The Division Chief, Administrative Services should work with the Deputy Director, Recreation Services and the middle management and supervisory team in completing the Plan, for formal adoption by the City Council.

**Recommendation #14: The Recreation, Parks and Cultural Activities Department should complete the Recreation Programming Plan.**

**Recommendation #15: The Division Chief, Administrative Services should assist in the development of the Recreation Programming Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.**



Exhibit 2 (1)

Evaluation of the Draft Comprehensive Recreation  
 Plan in Comparison To NRPA Criteria

Information / Component	Criteria	Strengths	Opportunities for Improvement
Environmental Scan	Includes the following: <ul style="list-style-type: none"> <li>• Demographic Data</li> <li>• Social Problems</li> <li>• Physical Resources Status and Changes</li> <li>• Economic Data</li> <li>• Technology</li> <li>• Environmental Quality</li> <li>• Political Atmosphere</li> </ul>	The Strategic Plan developed by Leon Younger includes extensive demographic data.	Environmental Scan is not included in the Comprehensive Planning process
Community Inventory	Inventory containing names and profiles of organizations offering recreation opportunities		Community Inventory not included in the Comprehensive Planning process
Community Niche	Builds upon community inventory. Analysis of constituent groups served, nature of programs and services, and location and use of areas and facilities to avoid duplication and scheduling conflicts		Community Niche analysis not included as part of the Comprehensive Planning process
Constituency / Needs Assessment	Builds upon environmental scan data as follows: <ul style="list-style-type: none"> <li>• Interpretation of demographic data to identify target populations and services for fee based programs</li> <li>• Interpretation of social indicators data to identify human services needs for the community</li> </ul> Uses participant forums, citizen advisory boards, program/service evaluations, institutional sources, surveys, etc. to identify the preferences for programs by the community's constituents	Leon Younger performed a Needs Assessment as part of the Strategic Planning process.  Additional methods utilized by the Department are mentioned in the Comprehensive Plan	Interpretation of social indicators not included
Goals and Objectives	Builds upon vision and goals identified in Strategic Plan at the program and operations level	Included in the Comprehensive Plan for each program area and operation area	

**Exhibit 2 (2)**

Information / Component	Criteria	Strengths	Opportunities for Improvement
Critical Issues	Identifies the essential contributions programs make to the Department's top priorities as identified in the Strategic Plan		No clear statement exists regarding the key contributions made by recreation programs to departmental strategic priorities.
Basic Premises	Establishes a basic operational paradigm for inclusion in planning efforts such as funding sources, staff utilization, financial accountability, etc.		Basic premises not outlined in Comprehensive Plan
Operational Database	Also known as an "internal environmental scan". Includes the following: <ul style="list-style-type: none"> <li>• Inventory of physical assets, human resources, program opportunities</li> <li>• Statistical information such as cost analysis, attendance information with demographic breakdown, user satisfaction surveys</li> <li>• Standards of desirable practices for programs set forth by industry or profession</li> </ul>	Inventory of physical assets and facilities included as Appendix to the Comprehensive Plan  Some statistical analysis preformed by Leon Younger within the Strategic Plan	Statistical Information and Standards not included
Program Segmentation	Elements or aspects of programs by age/person, field, facility, service, geography, etc.	Programs are segmented by major program areas identified in the strategic plan	
Program Master Plans	Provides goals and objectives to each planning area and operation	Included in the Comprehensive Plan for operational units	
Resources Needed for Implementation	Plans for human, physical and financial resource impacts of the objectives identified for each operational area		Resources Needed for Implementation not identified for program initiatives
Interagency Partnerships	Builds upon Community Inventory to ensure maximum coverage of program offerings with minimum duplication of effort and organizational competition		Existing and potential interagency partnerships are not incorporated

**Exhibit 2 (3)**

<b>Information / Component</b>	<b>Criteria</b>	<b>Strengths</b>	<b>Opportunities for Improvement</b>
Prioritizing and Timelines	Sets priorities according to public sentiments, needs assessments, etc.  Establishes priorities for meeting priorities.	Priorities and timelines are included.	
Annual Review	Qualitative and quantitative assessment of each program segment. Provides constituent data, operational information, goals and objectives assessment.	N/A Comprehensive Plan is in Draft phase.	
Programs/Services Evaluation	Establishes the framework for evaluating the performance of programs and services.	Objective to establish an Evaluations Program is included	

**(2) Recreation Facility Priorities Identified in the Strategic Master Plan Should be Included in the Comprehensive Recreation Programming Plan.**

The Comprehensive Recreation Programming Plan does not address the recreation facilities needs and priorities identified in the Department's strategic master plan prepared by Leon Younger and PROS in 2001.

Program objectives within the Comprehensive Recreation Programming Plan address two of the seven priorities identified within the executive summary of the strategic master plan including expanding Chinguapin to become a multi-generational center, and development of business plans for each recreation center.

However, a number of other recreation facility needs, identified in the Department's strategic master plan prepared by Leon Younger and PROS in 2001, were not included in the Comprehensive Recreation Programming Plan. These recreation facility needs are summarized below.

- Renovate the Patrick Henry and Charles Houston recreation centers;
- Explore acquiring property and constructing a new recreation center on the City's west side;
- Establish design standards for indoor and outdoor recreation facilities; and
- Increase the indoor and outdoor recreation space through partnerships with schools and other public and private agencies.

Other recreation facility needs, not addressed in the Recreation Programming Plan, that were identified in the Department's strategic master plan, are presented in the exhibit on the following pages.

**Exhibit 3 (1)**

**Recreation Facility Issues Identified  
 In the Strategic Master Plan**

Facility	Ideas for Consideration	Addressed in Comp Plan Objectives
Charles Barrett Recreation Center	<ul style="list-style-type: none"> <li>• Refinish multipurpose room, renovate kitchen area and include tall wall cabinets and full-height cabinets for maximum storage</li> <li>• Reconfigure use of oddly-shaped staff room for more efficient storage and staff functions</li> <li>• Install tall shelving at small storage closet (original office) adjacent to multipurpose room</li> <li>• Relocate stored materials at weight room elsewhere (possibly locating bulk storage off-site), remove cage and expand weight room area</li> <li>• Confirm code requirement for mechanical closet and correct any misuse</li> <li>• Grade earth at entrance area for drainage away from building, install drain tile and possibly drains at low areas</li> <li>• Install new landscaping, walkway and graphics at building entrance</li> <li>• Expand the footprint of the building to enhance the programming capabilities</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
Chinquapin Park Recreation Center	<ul style="list-style-type: none"> <li>• Revisit schematic designs previously completed in 1989 and study addition/renovation options</li> <li>• Find adaptive reuse opportunities for two of the existing racquetball courts, including building second floor for added square footage</li> <li>• Maintain this pool at an acceptable temperature for a specific user group and build indoor Olympic-sized pool elsewhere, possibly on site</li> <li>• Secure one set of entrance doors and relocate reception desk near other doors and elevator, or revise entrance sequence for secure plan in addition/renovation</li> <li>• If the snack bar is replaced with vending machines, locate them on opposite side of stairs and use space for offices</li> <li>• Install power-assisted hardware at exterior doors</li> <li>• Add parking adjacent to existing parking area</li> <li>• Install an exterior lighted sign</li> <li>• Place more emphasis on expanding and updating revenue facilities including fitness room and classrooms</li> </ul>	<ul style="list-style-type: none"> <li>• Objective 2 of Chinquapin Section</li> <li>• Objective 1 of Aquatics Section</li> </ul>

**Exhibit 3 (2)**

Facility	Ideas for Consideration	Addressed in Comp Plan Objectives
Jerome "Buddie" Ford Nature Center	<ul style="list-style-type: none"> <li>• Renovation was in progress during the time of the study.</li> </ul>	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
Patrick Henry Recreation Center	<ul style="list-style-type: none"> <li>• Relocate weight room equipment</li> <li>• Design addition to facility and reconfigure existing layout, possibly adding a regulation-sized gym and reconfiguring existing gymnasium</li> <li>• Incorporate a new graphics package and color scheme at the facility</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
Charles Houston Recreation Center	<ul style="list-style-type: none"> <li>• Plan to renovate interior completely with new finishes, lighting, plumbing fixtures, casework, and kitchen equipment</li> <li>• Schematic design/code studies may reveal opportunity to convert gymnasium toilet rooms to storage or game room space</li> <li>• Investigate setback requirements north of building for potential addition</li> <li>• Investigate possibilities of vertical expansion</li> <li>• Enclose or remove pool</li> <li>• Relocate boxing room for use as weight room, convert weight room to gym storage</li> <li>• Replace gym floor</li> <li>• Incorporate a graphics package with a consistent color scheme at the facility</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
Lee Center	<ul style="list-style-type: none"> <li>• Review work under contracts that includes signage, new carpeting, and security system</li> <li>• Balance and repair HVAC system as required</li> <li>• Paint interior</li> <li>• Make minor repairs to finishes</li> <li>• Install guards at water fountain</li> <li>• Extend second floor over existing double-height entrance space</li> <li>• Improve reception by adding desk at each entrance or using signage</li> <li>• Change dysfunctional conference room #14 to an office space</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
William Ramsay Recreation Center	<ul style="list-style-type: none"> <li>• Review master plan of site, including design for parking and Jerome "Buddie" Ford Nature Center (see above)</li> <li>• Investigate possibility of adding another panel inside center</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
John Adams After School Center	<ul style="list-style-type: none"> <li>• This facility was not reviewed.</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>

**Exhibit 3 (3)**

Facility	Ideas for Consideration	Addressed in Comp Plan Objectives
Cora Kelly Recreation Center	<ul style="list-style-type: none"> <li>• Redesign parking lot, capturing area in front of building</li> <li>• Relocate reception desk to entrance, increase game room area by removing current desk</li> <li>• Consider reconfiguring entryway corridor to increase program space</li> <li>• Determine source of leak at front desk and repair</li> <li>• Repaint gymnasium floor</li> <li>• Replace existing bleachers with new electronically-operated bleachers</li> <li>• Replace existing casework at all locations</li> <li>• Renovate commercial kitchen</li> <li>• Relocate racquetball court door to enter from gym</li> <li>• Replace weight room equipment, considering pieces with multiple functions to occupy less space</li> <li>• Replace VCT at hallway area</li> <li>• Refinish or replace wood doors</li> <li>• Replace operable partition at community room</li> <li>• Install exterior storage unit in alleyway between center and school</li> <li>• Consider implementing a consistent graphics package and color scheme at the building</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
Nannie J. Lee Memorial Recreation Center	<ul style="list-style-type: none"> <li>• Install shelving for reception area/office to reclaim needed desk space</li> <li>• Remove cage and replace casework at multipurpose room</li> <li>• Replace ceiling tiles and lighting</li> <li>• Install exhaust fan at weight room</li> <li>• Install ADA compliant lavatories at toilet rooms</li> <li>• Renovate gymnasium</li> <li>• Create a consistent signage program throughout the facility</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
Mount Vernon Recreation Center	<ul style="list-style-type: none"> <li>• Confirm that the school is planning to replace the roof</li> <li>• Determine source of leak above ceiling at two locations and replace ceiling tiles</li> <li>• Replace missing ceiling tile at computer room</li> <li>• Replace missing sound baffles</li> <li>• Repair game room floor</li> <li>• Investigate splitting HVAC system</li> <li>• Identify solution to lack of adequate parking</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>
Francis Hammond After School Center	<ul style="list-style-type: none"> <li>• Renovate gymnasium and cafeteria if not part of the current construction project</li> </ul>	<ul style="list-style-type: none"> <li>• Not addressed</li> </ul>

**Exhibit 3 (4)**

<b>Facility</b>	<b>Ideas for Consideration</b>	<b>Addressed in Comp Plan Objectives</b>
Minnie Howard After School Center	<ul style="list-style-type: none"> <li>This facility was not reviewed.</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
MacArthur After School Center	<ul style="list-style-type: none"> <li>Replace carpet tiles</li> <li>Paint walls</li> </ul>	<ul style="list-style-type: none"> <li>Not addressed</li> </ul>
George Mason After School Center	<ul style="list-style-type: none"> <li>This facility was not reviewed.</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
Maury After School Center	<ul style="list-style-type: none"> <li>This facility was not reviewed.</li> </ul>	<ul style="list-style-type: none"> <li>N/A</li> </ul>
George Washington After School Program	<ul style="list-style-type: none"> <li>Renovate gymnasium and cafeteria if not part of the current construction project</li> </ul>	<ul style="list-style-type: none"> <li>Not addressed</li> </ul>



As indicated in the preceding exhibit, only the facilities issues identified for Chinquapin have been addressed in the Comprehensive Recreation Programming Plan. Since the achievement of many of the strategic priorities set forth for recreation programs are dependent on acquisition and construction of new facilities or renovation or expansion of existing facilities, the Comprehensive Recreation Programming Plan, should be expanded to include these facility needs and requirements, and the Department should include these facility needs and requirements in the Department's five-year capital improvement program budget request.

**Recommendation #16: Expand the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan.**

**Recommendation #17: The Department should prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.**

**Recommendation #18: The Division Chief, Park Planning should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.**

**Recommendation #19: The Division Chief, Park Planning should be assigned responsibility to prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.**

**(3) The Objectives In the Recreation Programming Plan Should Be Consistent with the Strategic Master Plan and Include Specific Implementation Plans.**

In a review of program's objectives and action steps in the Recreation Programming Plan, the project team noticed that objectives are reflect priorities identified within the executive summary of the strategic master plan. In addition, many

program plans address the weaknesses identified in the Department's strategic master plan prepared by Leon Younger and PROS in 2001.

However, objectives and plans for implementation of the objectives within the Recreation Programming Plan can be improved. These opportunities for improvement are noted below.

- Objectives at the program level are not stated as outcomes.
- Objectives for the Jerome Ford Nature are a statement of operational resources required for the coming year, rather than a reflection of critical issues and improvements.
- Youth and Adult Sports objectives and action steps are broad "goal" statements that are reflective of the program's intent, rather than statements that focus on outcomes for participants that are specific and measurable.
- Playgrounds and Summer Camps, Teen Programs, and After School Programs all have objectives to "develop a systematic evaluation tool and process" without identifying the content and purpose of the systematic evaluation tool and process. In addition, an entire section of the Comprehensive Recreation Programming Plan is devoted to a new evaluation program containing its own action steps and timelines that achieve the same purpose.
- Timelines established in the Comprehensive Recreation Programming Plan do not clearly coincide with timelines established in the strategic master plan's "Visioning Matrix."
- Assignments of manager or supervisory responsibility for implementation of the objectives contained in the Recreation Programming Plan are not made for each action step.
- The Comprehensive Recreation Programming Plan does not identify the fiscal or staffing impacts of their implementation.

Program objectives in the Comprehensive Recreation Programming Plan are stated more as general values of the organization, not as specific, measurable, result-oriented actions. This is particularly applicable in the area of youth and adult sports. Accountability for implementation of the objectives in the Comprehensive Recreation

Programming Plan is not established. The Comprehensive Recreation Programming Plan following should be revised as follows:

- Expand each objective at the program level to demonstrate a connection to a specific strategic goal or priority established by the Strategic Plan;
- Review and revise objective statements to reflect specific and measurable outcomes, and which focus on the benefits received by program participants;
- Assign each action step a specific staff member and timeline. Timelines should reflect a quarterly continuum for the first one to two years, and then annual thereafter;
- Require annual updates of action plans in order to record progress on each key initiative, and adjust plans to changing conditions;
- Incorporate the assignment of responsibilities and adherence to deadlines into annual employee performance reviews;
- Review the plan for duplication of implementation efforts;
- The amount of centralized versus decentralized planning for program evaluation should be clearer; and
- Show estimated staffing and financial resource commitments associated with program objectives and action plans.

A statement of each objective's relationship to strategic master plan initiatives, along with well-defined action plans, staff assignments and accountability measures will bring the Comprehensive Recreation Programming Plan into a better alignment with its purpose; to implement the strategic master plan, to integrate recreation program needs and facility needs, and to provide a blueprint for managers and supervisors within the Recreation Services Division.

**Recommendation #20: The Deputy Director for Recreation Services should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to reflect participant benefits, establish timelines, foster managerial and supervisory accountability for implementation, and avoid duplication of effort.**

**4. THE RECREATION, PARKS AND CULTURAL ACTIVITIES DEPARTMENT SHOULD DEVELOP A MEMORANDUM OF UNDERSTANDING WITH THE CITY PUBLIC SCHOOLS REGARDING USE OF SCHOOL FACILITIES.**

The Recreation, Parks, and Cultural Activities Department and the City Public Schools enjoy shared use of many facilities for delivery of educational and recreational programs. Five recreation centers are co-located with elementary school sites: William Ramsay, Durant, Cora Kelly, Patrick Henry, and, Charles Barrett.

Both the Department’s recreation programs and the School programs utilize the gymnasium facilities at these locations, with the use by the school occurring mostly between the hours of 9:00 am and 2:00 p.m. on weekdays. In addition, the Recreation Services Division administers after school programs at five elementary school sites and two middle school sites: Jefferson Houston Elementary, Maury Elementary, George Mason Elementary, John Adams Elementary, MacArthur Elementary, George Washington Middle, and, Frank C Hammond. At John Adams Elementary School, the City also administers evening “drop-in” recreational hours for adults.

City sports programs also utilize many school facilities for practices and games as noted in the table below.

School Name	Facilities Utilized
T.C. Williams High School	<ul style="list-style-type: none"> <li>• Auxiliary Gym</li> <li>• Main Gym</li> <li>• Track</li> </ul>
George Washington Middle School	<ul style="list-style-type: none"> <li>• Auxiliary Gym</li> <li>• Main Gym</li> <li>• Ball Fields</li> </ul>
Francis Hammond Middle School	<ul style="list-style-type: none"> <li>• Auxiliary Gym</li> <li>• Main Gym</li> </ul>
Minnie Howard Elementary School	<ul style="list-style-type: none"> <li>• Main Gym</li> </ul>
Lyles Crouch Elementary School	<ul style="list-style-type: none"> <li>• Ball Field</li> </ul>

School Name	Facilities Utilized
Douglas MacArthur Elementary School	• Gymnasium
George Mason Elementary School	• Gymnasium • Ball Fields
Maury Elementary School	• Gymnasium • Ball Field
James K Poly Elementary School	• Ball Field
Samuel Tucker Elementary School	• Gymnasium

The Recreation, Parks, and Cultural Activities Department and the Alexandria City Public Schools have implemented and recently revised a “Memorandum of Understanding” (MOU) for the maintenance of school grounds. The recently updated agreement reassigns maintenance duties for the maintenance of the grounds and outdoor athletic facilities at seventeen school grounds from the Alexandria City Public Schools to Recreation, Parks, and Cultural Activities Department. Services to be provided include mowing, leaf collection, snow removal, spring maintenance, horticulture, additional grounds maintenance as needed, and management of grounds related capital improvement projects. The agreement also includes estimates of service levels by location and estimates of costs as related to the parameters of the agreement. The transfer of maintenance responsibilities to Recreation, Parks, and Cultural Activities Department provides an approximate \$75,000 cost savings per year to the City.

There are a number of limitations presented by the structure and content of the current agreement. Most significantly, the MOU ignores the cooperative and shared mission of the Recreation, Parks, and Cultural Activities Department and the Alexandria City Public Schools in providing educational and recreational programs at common facilities.

However, the key limitations of the MOU are presented below.

- A primary focus on grounds and facility maintenance by Recreation, Parks, and Cultural Activities Department, and not at all on the terms of co-utilization of school and recreation center facilities such as recreation center gymnasiums, school gymnasiums and fields, classrooms, etc. for delivery of programs and services;
- The contract has an “indefinite” term rather than a stated renewal date;
- The discussion of funding obligations for both sides is vague, requiring only that both parties budget for “necessary costs” associated with the MOU. A specific method for identifying and agreeing upon costs is not established;
- A process is not in place to review the exchange or benefits received by both parties in terms of cost, hours of use, maintenance and improvements, staff, etc.
- Liability and insurances required for joint use of facilities are not included; and
- There is no discussion of a methodology to be used in scheduling of facilities, or in prioritization of facility use.

The current MOU is an agreement by the Recreation, Parks and Cultural Activities Department to maintain various school and recreational facilities, including provision of snow removal services.

Beyond maintenance services, the true common goal of the Recreation, Parks and Cultural Activities Department and Alexandria City Public Schools is to maintain program continuity and to allow for the continuous development of a partnership in the maintenance, use, and improvement of facilities. The Recreation, Parks and Cultural Activities Department and Alexandria City Public Schools should develop and adopt an MOU to provide for the use of Public School facilities by the Department that should include, at a minimum, the following topics:

- **Interagency Coordination and Renewal:** Clearly defines the role of the oversight committee as comprised of representatives from the City Manager’s Office, the Recreation, Parks and Cultural Activities Department, and the School District. The committee’s role is to oversee the implementation of the MOU and

prepare an annual report that discusses the joint use and maintenance of facilities, along with any proposed changes to the agreement. The committee also initiates special meetings as needed to resolve scheduling and other types of conflicts, and takes the lead reviewing the exchange of benefits received by all parties, and in negotiating the terms of the contract when up for renewal.

- **Liability and Insurances:** Details insurances to be provided by both sides in the joint use of facilities.
- **Funding of the Agreement:** Neither party should be required to subsidize the other's use or maintenance of the facilities. The parties should maintain records of the costs, hours of use, fees and charges (if applicable), and capital investments associated with joint programming. Both a methodology for cost accounting and methodology for review of benefits exchanged should be agreed upon by both parties.
- **Procedures for Managing and Scheduling of Facilities:** Identifies which department or individual from each party will permit facility uses (such as for gymnasiums, fields, etc.) An annual process for developing central schedules for use and maintenance of facilities should be established, as well as procedures for maintaining accurate records of use.
- **List of Facilities Included in the Agreement:** Includes all known joint use facilities, and details the respective responsibilities of each party in the maintenance of each location.
- **Central Contact:** Establishes the Division Chief of Recreation Services as the central Recreation, Parks and Cultural Activities Department contact for all questions and comments regarding the agreement. This individual can answer general inquiries and refer issues, as needed, to the oversight committee, scheduling coordinators, maintenance manager, etc.

The comparative survey conducted by the project team found that it was a common practice for park and recreation departments in Virginia to develop agreements with public schools for the use of public school facilities. The table below presents the summary of the results.

City	Cooperative Agreement For The Use of What Type of School Facilities			
	Athletic Fields/Grounds?	School Classrooms?	Pools?	Gymnasiums?
Alexandria	Yes	No	No	No
Arlington	Yes	Yes	Yes	Yes
Chesapeake	Yes	No	N/A	N/A
Fairfax County	Yes	Yes	No	Yes
Norfolk	No	No	No	No
Virginia Beach	Yes	Yes	No	Yes

Important points to note concerning the data contained in the table above are presented below.

- Norfolk is the only responding local government that does not have a formal written cooperative agreement with their school district for the use of their facilities.
- Arlington, Fairfax County and Virginia Beach have formal written cooperative agreements for the use of the athletic fields / grounds, school classrooms and gymnasiums.
- Arlington is the only local government that has a formal written cooperative agreement for swimming pools.
- The City of Chesapeake only has a formal written cooperative agreement with its school district for the use of athletic fields / grounds.

In comparison, the Recreation, Parks and Cultural Activities Department of Alexandria has a formal written cooperative agreement with the school district for use of athletic fields and grounds, but not school classrooms, pools, and gymnasiums.

The MOU with Public Schools should be revised and expanded. The MOU should describe all aspects of the Recreation, Parks and Cultural Activities Department and Alexandria City Public Schools relationship, and have a periodic review procedure in place. The demand for additional facility space for school and recreational programs will only continue to grow. Therefore, an expanded and clarified agreement will be



needed to foster a successful partnership in the joint use and maintenance of school and recreational facilities into the future.

The City of Seattle, in developing and adopting a joint use agreement with the City's school district, identified a number of purposes of the agreement as noted below.

- Effectively and efficiently manage use of School District and Parks and recreation facilities and grounds for the benefit of Seattle's youth and citizens;
- Encourage joint use of their respective facilities and grounds and give priority usage, after the owning agency's programming and / or on-going community obligations are met, to the requests submitted by the other agency;
- Provide facilities and grounds usable for District and Parks programs;
- Establish procedures to encourage cooperative working relationships between District and Parks personnel at all levels and to quickly resolve issues;
- Encourage joint and cooperative ventures, including facility maintenance and development;
- Equitably distribute the time and cost of the use of facilities and grounds; and
- Regularly report the outcomes of joint use to District and City personnel, elected officials and Seattle citizens.

The agreement developed by the School District and the parks and Recreation Department in Seattle could serve as an effective model for the Recreation, Parks, and Cultural Activities Department.

**Recommendation #21: The City should revise the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.**

**Recommendation #22: The Deputy Director for Recreation Services should be assigned responsibility for revising the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.**

**5. THE BREADTH AND DEPTH OF RECREATION PROGRAMS AND SERVICES SHOULD BE EXPANDED.**

There are a number of important factors that must be considered in the delivery of community-wide recreation services. These factors include an understanding of the:

- Continuum of recreation service delivery;
- Program components required to produce effective recreation programs and services; and
- Specific issues affecting programs and services in Alexandria.

The evaluation of recreation programs and services was based on these three important components. These factors help to define the spectrum of programs and services possible in the City and define the basic issues that must be addressed to ensure the implementation of effective recreation programs and services.

The table below presents contract class and activity offerings from one years' recreation program guides by type and by five age categories. For purposes of this analysis, the programs were summarized by topic area to demonstrate the range of programs offered.

Age Group	Arts / Crafts		Wellness / Fitness		Cultural / Dance / Music		Educational / Skills		Total	
	#	%	#	%	#	%	#	%	#	%
Pre-School (0-5 Years)	0	0%	1	5%	10	50%	9	45%	20	100%
Youth (5-12 Years)	3	12%	4	15%	19	73%	0	0%	26	100%
Teens (13-17 Years)	3	13%	6	25%	12	50%	3	13%	24	100%
Adults (18-59 Years)	3	6%	35	69%	10	20%	3	6%	51	100%
Seniors (60+ Years)	4	21%	12	63%	0	0%	3	16%	19	100%
All Ages	0	0%	1	33%	0	0%	2	67%	3	100%
<b>TOTAL</b>	<b>13</b>	<b>9%</b>	<b>59</b>	<b>41%</b>	<b>51</b>	<b>36%</b>	<b>20</b>	<b>14%</b>	<b>143</b>	<b>100%</b>

Important points to note regarding the table are presented below.

- The Jerome “Buddie” Ford Nature Center, after school, summer camp, and youth and adult sports programs were excluded from this table and analyzed in a later section of this chapter.
- The types of classes provided were heavily focused on wellness and fitness, and culture, dance and music. These types of classes comprised almost 80% of all contract classes. Educational / skill development and arts / crafts classes comprised a small proportion of the number of classes provided.
- The types of classes offered for pre-school aged participants (0-5 years) were primarily culture, dance, and music, and educational and skills development related, consisting largely of parent-child exploration themes. Nothing was offered for arts / crafts and only one class for wellness / fitness.
- The majority of class programs for youth (5-12 years) were culture, dance and music related. Little was offered for arts / crafts or wellness / fitness. Nothing was offered for educational / skill development.
- Class offerings for teens (13-17 years) were culture, dance and music or wellness / fitness. Little was offered for arts / crafts, or educational / skill development. Many of the classes for this age group overlap with the Youth and Adult age groups, with few classes designed specifically for teens.
- Adults (18-59 years) enjoyed the highest number and variety of recreation program offerings. The majority of offerings (69%) were wellness and fitness related.
- Senior recreation programs were primarily (63%) wellness and fitness related. Seniors also enjoy the highest number of arts and crafts class offerings. However, the total number of programs offered for this age group is lower than in other age-specific categories.
- Very few class offerings existed for the “All Ages” group.

The following table presents another summary of the same recreation program guide data, sorted by recreation center and by age group.

**CITY OF ALEXANDRIA, VIRGINIA**  
**Management Audit of the Recreation, Parks and Cultural Activities Department**

Recreation Center	Preschool (0 – 5)		Youth (5 – 12)		Teens (13 – 17)		Adult (18 – 59)		Seniors (60+)		All Ages		Total	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Charles Barrett	0	0%	1	2%	1	6%	4	6%	0	0%	0	0%	6	3%
Charles Houston	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Chinquapin	6	23%	12	29%	1	6%	31	47%	2	10%	1	50%	53	30%
Cora Kelly	0	0%	6	14%	1	6%	3	5%	2	10%	0	0%	12	7%
Durant	12	46%	14	33%	10	56%	9	14%	0	0%	0	0%	45	26%
Lee Center	1	4%	5	12%	3	17%	9	14%	1	5%	0	0%	19	11%
Mount Vernon	5	19%	1	2%	0	0%	3	5%	6	29%	0	0%	15	9%
Nannie J Lee	2	8%	0	0%	1	6%	4	6%	9	43%	0	0%	16	9%
Patrick Henry	0	0%	1	2%	0	0%	0	0%	0	0%	0	0%	1	1%
William Ramsay	0	0%	2	5%	1	6%	3	5%	1	5%	1	50%	8	5%
<b>TOTAL</b>	<b>26</b>	<b>100%</b>	<b>42</b>	<b>100%</b>	<b>18</b>	<b>100%</b>	<b>66</b>	<b>100%</b>	<b>21</b>	<b>100%</b>	<b>2</b>	<b>100%</b>	<b>175</b>	<b>100%</b>

Important points to note regarding the table are presented below.

- The Jerome “Buddie” Ford Nature Center, after school, summer camp, and youth and adult sports programs were excluded from this table and analyzed in a later section of this chapter.
- For all age groups, Chinquapin and Durant offered the highest number of classes. These recreation centers did not provide after school programs.
- For all age groups, for recreation centers which do provide after school programs, Mount Vernon, Nannie J. Lee, and Cora Kelley offered the greatest number of classes, William Ramsey and Charles Barrett offered a minimal number of classes, and Charles Houston and Patrick Henry provided little to no class offerings.
- Durant offered the most classes for the preschool age group (46%), followed by Chinquapin (23%) and Mount Vernon (19%). Six of the ten recreation centers provided little to no class offerings for pre-school children (0-5 years).
- Of all of the recreation centers with after school programs, Cora Kelly provided the most non-after school class programming for youth (5-12 years). Other centers provided little to no classes for youth.
- Teens had many opportunities to attend classes at Durant. Existing class offerings for teens, however, overlapped age groups with youth and adults. Patrick Henry, Charles Houston, and Mount Vernon provided no class programming for teens (13-17).

- Adult classes were mostly offered at Chinquapin.
- Mount Vernon and Nannie J. Lee provided the most senior programs.
- Classes for all age groups at the recreation centers were few to none.
- Charles Houston provided no class offerings. Patrick Henry provided only one class offering, while Charles Barrett provided 6 and William Ramsey provided 8.

In conducting additional analysis of the depth and success of recreational contract class programming, the project team utilized class participation data from the RecTrac system utilized by the Recreation Services Division.

\* \* \* \* \*

Based upon the preceding analysis, the project team developed a number of recommendations for recreation programming by participant age group. These are presented in the sections that follow.

**(1) Pre-School (Infant to 5 years):**

Current program offerings include skills development, arts, social, and play programs including parent participation opportunities. The program and participation analyses indicate a clear demand for programming in this age group. However, there are several inconsistencies in the location and types of current class offerings for the pre-school age group, as noted below.

- Programming for this age group is inconsistent across the various recreation centers. Cora Kelly, Charles Barrett, Charles Houston, William Ramsay and Patrick Henry do not offer classes for the pre-school age group.
- The majority of classes for this age group are offered at the Chinquapin and Durant recreation centers, which are located primarily on the east-side of the City.
- The Durant Center programs for this age group have a history of low to no enrollment.

- Examples of inconsistency for the types of programming include the following:
  - William Ramsay is the only recreation center offering a storytelling program; and
  - Nannie J. Lee and Mount Vernon are the only recreation centers that coordinate their service delivery with the City's Department of Human Services to provide free playgroup opportunities.
- The Divisions' policy is that children must be over 5 years of age to enter and use recreation center facilities.
- Weekend programming at recreation centers is "drop-in" for families (all ages) rather than specific classes or programs for this age group. There is not an opportunity for working parents to participate in class programs with their children.

The Division has not developed a policy that requires a minimum level of programming for this age group. Thus, programs are concentrated in three recreation centers, types and content of program offerings are fragmented and inconsistent across recreation centers, and a significant number of recreation centers are not planning for this age group at all.

Opportunities for improvement related to types of offerings for this age group are presented below.

- The Division should add more arts / crafts and wellness / fitness programs for the pre-school age group. This could include more outdoor recreation, fitness/ sports and storytelling/literary programming,
- Formal information and referral services for pre-school, childcare and other family-related resources should be provided at each recreation center.
- Saturday recreation programming should be provided to provide inter-generational opportunities for children of working parents.
- Add free playgroup opportunities provided by the Department of Human Services to recreation centers where this service is not available.

- Develop special events specifically for this age group such as Halloween carnival, winter wonderland, etc.

**Recommendation #23:** The Recreation Services Division should adopt a policy for pre-school aged programming at all of the recreation centers. The policy should establish a minimum number of class offerings and mix of class types for the pre-school age group (0-5 years).

**Recommendation #24:** The Recreation Services Division should provide pre-school recreation programs at the Cora Kelly, Charles Barrett, Charles Houston, William Ramsay and Patrick Henry recreation centers.

**Recommendation #25:** The Recreation Services Division should expand the recreation programs provided to pre-school children to include more arts / crafts and wellness / fitness programs, Saturday recreation programming should be provided to provide inter-generational opportunities for children of working parents, more free playgroup opportunities provided by the Department of Human Services to recreation centers, and special events.

**Recommendation #26:** The Recreation Services Division should review all pre-school programs offered at the Durant Center to determine whether programs should be continued, eliminated, or replaced with other programs.

**Recommendation #27:** The Recreation Services Division should revise the Department's policy that limits children under the age of 5 from utilizing the recreation centers to allow for use when accompanied by an adult.

**Recommendation #28:** The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming.

**(2) Elementary (6 to 12 years)**

The majority of recreation programming for this age group occurs within the City's after-school programs. Each recreation center hosts an after-school program or a licensed childcare program with structured activities. In addition, the Recreation Services Division's Community and After School Programs Office administers after school programs at five elementary school sites. Besides the after school programs, youth sports leagues, nature education, aquatics and class programming includes a variety of recreational opportunities for this age group. Summer programming for youth

includes both free day camps at most recreation centers, and special fee-based day camps, sports camps, and art camps administered by the Chinquapin recreation center.

While after-school programs are provided consistently among the recreation centers to this age group, there are inequities in the breadth and depth of class programming. An explanation of these inequities is presented below.

- The majority of classes offered for this age group are culture, dance, arts and music focused. Many of these classes have low to minimal enrollment and are offered primarily at the Durant and Chinquapin recreation centers.
- At many recreation centers, there were little to no specific class offerings for the 6 to 12 year age group beside after school or licensed childcare programs. Besides the Cora Kelly recreation center, the recreation centers provided no more than two class offerings for this age group. The Nannie J. Lee recreation center provided no class offerings for this age group.
- The Charles Barrett Center, unlike other recreation centers, was closed on weekends during the summer months. Other centers offered little in the way of programming for this age group
- The breadth and depth of class offerings was inconsistent across the different recreation centers. More specifically:
  - Arts / Crafts. The Durant recreation center was the only arts “specialized” recreation center, and other centers do not offer arts classes such as arts, jewelry, circus or clown classes, ceramics, dough art classes, etc;
  - Culture / Dance. The Durant recreation center was the only center offering music classes, and other recreation centers offer dance only, not culture or music;
  - All of the recreation centers could expand the extent of wellness / fitness classes provided to this age group such as outdoor recreation, various sports, etc.;
  - Educational. None of the recreation centers offered educational classes for this age group such as formal homework / tutoring classes, science and mathematics classes, literary classes, etc.; and
  - Special events tailored to this age group could be offered such as Halloween carnival, winter wonderland, etc.



Existing recreation center facilities are also underutilized. For example, both the Cora Kelly and the Mount Vernon recreation centers contained ceramics studios, photography labs, and computer labs, but classes were not provided in these programs at these centers. The Cora Kelly, Nannie J. Lee, and Mount Vernon recreation centers also had dance studios, but provided a minimal level of classes for this age group in dance.

**Recommendation #29: The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the elementary age group (6-12 years).**

**Recommendation #30: The Recreation Services Division should open the Charles Barrett Center on weekends during the summer months.**

**Recommendation #31: The Recreation Services Division should expand the recreation programming for the 6 – 12 year age group at the Cora Kelly, Charles Barrett, Charles Houston, Mt. Vernon, Nannie J. Lee, the Lee Center, William Ramsay and Patrick Henry recreation centers.**

**Recommendation #32: The Recreation Services Division should expand the recreation programs provided the 6 – 12 year age group to include more crafts, cultural arts, wellness / fitness classes, formal educational / tutoring, and special events, etc.**

**Recommendation #33: The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming.**

### **(3) Teens (13 to 17 Years)**

Programming for this age group is performed by a combination of staff in the Recreation Services Division's Community and After School Programs Office and at the recreation centers. The majority of programming for this age group is provided within the informal after school "drop-in" hours for teens at recreation centers, two elementary school sites, and by special events planned by the Division administrative staff such as periodic "Saturday Night Hype" dances.

However, there are several issues regarding the level of programming provided at the recreation centers for this age group. These issues are presented below.

- The breadth and depth of recreation programming for teens was consistent across the recreation centers: there was little in the way of programs for this age group. Most recreation centers have little to no class offerings outside of weekday “drop-in” programs.
- Besides the Durant recreation centers, the recreation centers provided no more than three class offerings for this age group. The Charles Houston, Mt. Vernon and Patrick Henry recreation centers offered no recreation programs designed specifically for the teen age group.
- The types of class opportunities offered for this age group are limited. The majority of existing offerings were music lessons offered in one location – Durant.
- Existing class offerings were not designed specifically for the “teen” age group, but rather overlapped with either the youth or adult age groups.
- The Department had not developed a policy that requires a minimum level of class programming for this age group at each recreation center.
- Only two recreation centers offered specific “drop-in” hours for teens on the weekends. Class offerings and activities on weekends for this age group are limited.
- There are not any off-site travel and excursion programs for the teen age group

Existing recreation center facilities are also underutilized. For example, both the Cora Kelly and the Mount Vernon recreation centers contain ceramics studios, photography labs, and computer labs, but classes are not provided in these programs at these centers. The Cora Kelly, Nannie J. Lee, and Mount Vernon recreation centers also have dance studios, but provided a minimal level of classes for this age group in dance. 56% of the class offerings for this age group were located at the Durant Center, and were primarily music lessons with light to minimum utilization levels.

**Recommendation #34: The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for teen age group (13 – 17 years) beyond providing “drop-in”**

hours, and for the number and locations of recreation centers that offer weekend “drop-in” hours for teens only.

**Recommendation #35:** The Recreation Services Division should provide recreation programs tailored for the teen age group (13 – 17 years), not programs that overlap with youth or adult age groups. This should include the addition of varied sports, outdoor adventure recreation, arts, fitness, science and aquatics, clubs, camps or classes specifically designed for teens.

**Recommendation #36:** The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) at the Charles Barrett, Charles Houston, Chinguapin, Cora Kelly, Durant, Lee Center, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.

**Recommendation #37:** The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) to include arts / crafts, cultural arts, wellness / fitness classes, formal educational / tutoring classes, and special events, etc.

**Recommendation #38:** The Recreation Services Division should develop a teen center / coffee house type programs at its recreation centers to be open after school, weekend days and evenings providing dance, music, games, social environment and opportunities for added counseling and tutoring services for the teen age group (13 – 17 years).

**Recommendation #39:** The Recreation Services Division should provide regular off-site travel and excursion programs for the teen age group (13 – 17 years).

**Recommendation #40:** The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming.

#### **(4) Adults (18 to 59 years)**

Unlike youth and teen programs, most recreational opportunities for the adult age group (18 – 59 years) were contract classes and intramural sports programs. All recreation centers, except for Chinguapin, Durant and the Lee Center, offered weekday “drop-in” hours for adults only. Weekday “drop-in” hours were also available at the John Adams elementary school site, staffed by the Recreation Services Division’s Community and After School Programs Office.

Based upon the analysis of recreation program guide data for one year, the

project team noted several issues with the distribution of adult class offerings amongst recreation centers, and the breadth of programming offered for this age group. These issues are presented below.

- Approximately 69% of adult class programs were wellness and fitness oriented. There were few program offerings for arts and crafts, culture /dance / music, and education / skill building.
  - 75% of adult class programs are offered at recreation center locations that do not provide after school childcare or programs, with 47% at Chinguapin, 14% at Durant, and 14% at Lee, respectively.
  - The concentration of class offerings at those facilities without extensive youth and teen programs largely corresponds to availability of facility space.
  - Of the remaining 25% of class offerings provided at recreation centers with weekday after school and teen programs, most recreation centers offered not less than three class opportunities for this age group. However, the Charles Houston and Patrick Henry recreation centers did not offer any adult classes. The William Ramsay, Cora Kelly, and Mt. Vernon recreation centers offered 3 class offerings, while the Charles Barrett and Nannie J. Lee recreation center offered 4 classes.
  - The Division has not developed and adopted a policy that requires a minimum level of class programming for this age group at each recreation center.
  - Programming for this age group does not consider the difference between young and mature adult interests. All programming is coordinated for a broad age range of 18 – 59 years.
  - There are no to few structured weekend opportunities exist for working adults.
  - There are not any off-site travel and excursion programs for the adult age group
- Existing recreation center facilities are also underutilized. For example, both the Cora Kelly and the Mount Vernon recreation centers contain ceramics studios, photography labs, and computer labs, but classes are not provided in these programs at these centers. The Cora Kelly, Nannie J. Lee, and Mount Vernon recreation centers also have dance studios, but provided a minimal level of classes for this age group in

dance.

The Department's program matrix appendix for the Comprehensive Recreation Programming Plan indicated two adult fitness offerings at the Patrick Henry recreation center, but no offerings for this age group at the Charles Houston recreation center. However, the project team's review of past program guides indicates that programming for this age group at the Patrick Henry and Charles Houston recreation centers had not been a priority.

**Recommendation #41: The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the adult age group.**

**Recommendation #42: The Recreation Services Division should expand the recreation programming for the adult age group (18 – 59 years) at the Charles Barrett, Charles Houston, Cora Kelly, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.**

**Recommendation #43: The Recreation Services Division should expand the provision of arts / crafts, cultural arts, dance, music, wellness / fitness classes, formal educational / skill development, and special events tailored for the adult age group (18 – 59 years).**

**Recommendation #44: The Recreation Services Division should coordinate service delivery with adult school and non-profits to avoid duplication of programming.**

**6. THE RECREATION SERVICES DIVISION SHOULD EXPAND THE EXTENT AND QUALITY OF SWIMMING POOLS OPERATED BY THE DIVISION.**

The table below presents a distribution of aquatics programs by age group, gathered from the project team's sampling of one years program guides.

<b>Preschool 0 - 5</b>	<b>Youth 6 - 12</b>	<b>Teens 13 - 17</b>	<b>Adults 18 - 60</b>	<b>Seniors 60 +</b>	<b>Total</b>
5	8	5	7	2	27

There are a number of positive aspects to the opportunities are available for every age group. A variety of class offerings include skill development, open swim,

swim team, and fitness classes. According to class participation data, the highest demand for class offerings is in aquatics programs, especially for Preschool and Youth ages. Despite demand for these programs, however, frequency of program offerings represents roughly 10% of all non-after school programs (including sports and nature programs).

In the strategic master plan developed by Leon Younger and PROS, the strategic master plan noted that the City's seven pool facilities, which include Chinquapin's nearly Olympic-sized indoor pool, two large seasonal pools and four mini seasonal pools, were not only in need of renovation and repair, but also insufficient for meeting the community's demand for services. The Department has taken several steps to improve the location and frequency of aquatics program offerings in the City, including the following:

- In the summer 2007, the Department implemented program offerings for learn-to-swim programs in certain community mini-pools;
- In accordance with recommendations for the Recreation Services Division, the City began planning for renovation and expansion of the Chinquapin recreational center into a multi-generational, multi-use facility, which includes an additional pool; and
- Reconstruction of the Charles Houston Center, scheduled to begin in September of 2007, will include an improved mini-pool facility designed to serve the needs of swimmers of multiple skill levels.

These facility and scheduling improvements allow for slight expansion of the aquatics program. However, the Department still faces a number of issues with its aquatics program, including the following;

- The Chinquapin recreation center will continue to be the only location offering year-round swim lessons and an organized swim team program;

- Facilities for aquatics programs will continue to be located primarily on the east side of the City; and
- TC Williams High School utilizes the pool at Chinquapin for 2 to 3 hours per day during the school year for physical education classes, and up to 5 hours per day during their swim team season. The school's swim team utilizes 6 out of 8 pool lanes during the peak community demand periods of 3:30 to 5:30 pm. No facility use agreement exists for joint use of the pool facilities.

The expansion of the pool facilities at the Chinquapin recreation center will mitigate conflicting demands somewhat, however, the MOU that should be developed regarding joint use of City and Public School facilities should also discuss the TC Williams High School's use, scheduling, etc. of Chinquapin-Rixse swimming pool facilities.

The City does not have a sufficient number of public swimming pools. Using North Quaker Lane as a geographic dividing line between the east and west sides of the City, six out of seven City pool facilities are located in the eastern portion of the City. The strategic master plan developed by Leon Younger and PROS also noted this issue and other relevant points regarding the aquatics program. These points are presented below.

- According to the citizen survey conducted as part of the strategic master plan, aquatics programs were ranked as the third most important recreation service to residents.
- According to the comparative survey conducted as part of the strategic master plan, Alexandria ranked second to last in comparison to other cities with one swimming pool per 42,671 people. This factor considers that the four small neighborhood pools are not open to all age groups, only to youth.
- According to the demographic analysis conducted as part of the strategic master plan, all planning areas in Alexandria were projected to increase in population, with the strongest increase occurring in planning area III, which is the west side of the City.

There is not a swimming pool available to all age groups on the west side of the city. The John Ewald swimming pool is the only pool located on the west side, and is only open to resident's ages 13 and younger.

**Recommendation #45:** The City Council should adopt a service level policy regarding the balance in location of pool facilities in the eastern versus western portions of Alexandria.

**Recommendation #46:** The Recreation Services Division should develop recommendations for rehabilitation, replacement, and additional swimming pools within the five-year capital improvement program. These recommendations should include a swimming pool on the west side of the City.

**Recommendation #47:** The Recreation Services Division should include considerations regarding the use of the Chinquapin-Rixse pool by the T.C. Williams High School in the revised MOU with Public Schools.

**7. THE RECREATION SERVICES DIVISION SHOULD EXPAND THE EXTENT OF NATURE EDUCATION PROGRAMS.**

Jerome Ford is a specialized recreation center that serves the entire City with a mixture of nature education programs, activities, classes and public outreach programs. The table below presents a distribution of the recreation centers in-house activity and class programs, most of which are offered on the weekends.

Preschool 0 – 5	Youth 6 - 12	Teens 13 – 17	Adults 18 – 60	Seniors 60 +	All Ages / Family	Total
7	23	8	8	1	12	59

This data was gathered from the project team's sampling of program guides.

A number of positives can be noted about the nature education class offerings at Jerome Ford:

- More multi-generational program opportunities are offered here than at any other Recreation Center in Alexandria.
- With the exception of seniors, most age groups an equal distribution in the number of class offerings available.

The project team also analyzed available class participation data from the



RecTrac system utilized by the Nature Center. Important points to note about the utilization of the nature education classes and activity programs are presented below.

- Most programs offered (74%) by Jerome Ford experience heavy to moderate participation.
- Many programs within the heavy utilization category are achieving much higher than 100% participation levels. This is largely due to last minute attendance by parents or siblings of youth that are registered.
- Programs with heavy and moderate enrollment are primarily attended by Youth (6-12), followed by preschool (0 – 5), and all age (family) groups.

In addition to registration based activities and programs at the Nature Center, staff also perform a number of community outreach programs, such as provide information at Citywide special events, conduct special events at the Center, visit local schools and recreation centers, coordinate volunteers, etc. A compilation of RecTrac participation level data for a sampling of these types of programs over the last year is shown below:

<b>Program Name</b>	<b>Participation %</b>
Community Group Programs	163%
Library Outreach	138%
Earth Day Reception	104%
School Programs	101%
Alex Earth Day	100%
Earth Force	100%
Fall Festival	100%
John Smith Programs	100%
Science Fair	100%
Teen Races	100%
Volunteer Program	93%
Outreach (Playgrounds, etc.)	91%
Reading Is Fundamental	89%
Rec. Center Outreach	85%
Scout Program	83%
Turtle Race	75%
Nature Center Tour	67%
Special Needs Program	67%
Teen Program	40%
Guest Speaker	33%

As with in-house activities and programs, the majority of the Nature Center's outreach and special programs have higher than 80% utilization.

Given the high community demand and participation in Nature Center programs, the Department should expand both in-house and outreach programs. Multiple sessions should be offered simultaneously where the participation and demand is well over 100 percent. Current staffing levels, as well as the impact of expansion of activity and outreach programs on staffing needs, are addressed in the staffing section of this chapter.

**Recommendation #48: The Recreation Services Division should expand the in-house and community outreach programs delivered by the Jerome Ford Nature Center, especially in cases where utilization is well over 100%.**

**8. THE RECREATION SERVICES DIVISION SHOULD EVALUATE THE UTILIZATION OF CONTRACT CLASSES, ELIMINATE THOSE CLASSES WITH LOW LEVELS OF UTILIZATION, AND INCREASE THE NUMBER OF CLASSES THAT HAVE HIGH LEVELS OF UTILIZATION.**

The exhibit following this page presents the levels of utilization of contract classes for 2006-07. Important points to note about the information regarding average class participation levels presented in the preceding exhibit are noted below.

- Of the 120 classes and programs in 2006-07 included in the analysis, 68% fell within the light to minimum enrollment category (or 0% to 50% enrollment as a percentage of capacity). 32% of the 120 classes fell within the heavy to moderate enrollment category (or 50% to 100% enrollment as a percentage of capacity).
- All of the recreation programs in the heavy utilization category, except for two, are aquatics programs.
- Programs with moderate utilization are concentrated at the Chinquapin recreation center and serve primarily the pre-school and adult age groups.
- Programs within the light and minimum utilization categories are primarily adult wellness and fitness offerings from Chinquapin recreation center, or adult arts programs offered at the Durant Center.

Exhibit 4 (1)

Utilization of Recreation Contract Classes

Utilization	Class Name	Summer 2006	Fall 2006	Winter 2007	Spring 2007	Ave. Part. (%)
<b>Heavy Utilization (80% + enrollment)</b>	Hammerhead	95%	100%	111%	94%	<b>100%</b>
	Frogs	109%	95%	93%	95%	<b>98%</b>
	Seahorses	95%	95%	100%	100%	<b>98%</b>
	Chinquatots	100%	95%	100%	88%	<b>96%</b>
	Yoga with Rita	100%	94%	93%	84%	<b>93%</b>
	Chinquababies	85%	100%	96%	83%	<b>91%</b>
	AM Yoga with Gloria		84%	88%	96%	<b>89%</b>
	Adult Beg Swimming	86%	88%	93%		<b>89%</b>
	Salamanders	83%	89%	95%	86%	<b>88%</b>
	Crocodiles	100%	100%	67%	84%	<b>88%</b>
	Penguins	79%	78%	94%	100%	<b>88%</b>
	Adult Adv Beg Swim	100%	75%	79%	86%	<b>85%</b>
	Dolphins	78%	106%	85%	67%	<b>84%</b>
	Seals	61%	89%	84%	89%	<b>81%</b>
<b>Moderate Utilization (50 – 80% enrollment)</b>	Art Start Tots	100%	86%	40%	88%	<b>79%</b>
	Get Deep with Candice	72%	90%	68%	82%	<b>78%</b>
	Otters	56%	50%	100%	106%	<b>78%</b>
	Zumba Latin Aerobics	57%	68%	75%	92%	<b>73%</b>
	Tennis Adult Beginner	70%	96%	38%	82%	<b>71%</b>
	Youth Stroke	58%	69%	86%	71%	<b>71%</b>
	Body Pump			54%	88%	<b>71%</b>
	Beg. Golf	71%				<b>71%</b>
	Tai Chi Beginners	50%	91%	86%	55%	<b>71%</b>
	Kindermusik		58%	81%		<b>70%</b>
	MiKiDo Ruff & Tumble	60%	28%	100%	85%	<b>68%</b>
	Ballet II		67%			<b>67%</b>
	Pilates with Beth		93%	46%	60%	<b>66%</b>
	Adult Stroke	25%	81%	100%	57%	<b>66%</b>
	Pilates Power Stretch	43%	56%	57%	102%	<b>65%</b>
	Beginning Belly Dance	80%	71%	60%	43%	<b>64%</b>
	Music Together	76%	65%	51%		<b>64%</b>
	Afro Jazz Dance			67%	60%	<b>64%</b>
	Bhangra Indian Folk Dance		32%	75%	80%	<b>62%</b>
	Racquetball Beg		38%	63%	69%	<b>57%</b>
Kinder Ballet		85%		27%	<b>56%</b>	
Chinqua-venture Club	17%	34%	50%	120%	<b>55%</b>	
Fencing-Beginners	48%	64%	64%	44%	<b>55%</b>	
Family Dog - Level I	50%	0%	75%	88%	<b>53%</b>	

**Exhibit 4 (2)**

Utilization	Class Name	Summer 2006	Fall 2006	Winter 2007	Spring 2007	Ave. Part. (%)
<b>Light Utilization (25 – 50% enrollment)</b>	Music Tots	58%	47%	44%	47%	<b>49%</b>
	Cardio N Tone	23%	24%	70%	76%	<b>48%</b>
	Deep Water Workout	40%	45%	53%	54%	<b>48%</b>
	Beginning Guitar I	50%	46%	93%	0%	<b>47%</b>
	Beginning Hatha Yoga	42%	27%	60%	58%	<b>47%</b>
	Tennis Adv. Beginner	60%	21%	38%	67%	<b>47%</b>
	Ballroom Dancing I	47%	76%	58%	0%	<b>45%</b>
	Kicks for Soccer Tots		71%		21%	<b>44%</b>
	Aqua Aerobics	35%	46%	50%	42%	<b>43%</b>
	Whatever Works	45%	43%	44%	40%	<b>43%</b>
	Cont. Hatha Yoga				42%	<b>42%</b>
	Aqua Fit	40%				<b>40%</b>
	Early Bird Yoga			40%	40%	<b>40%</b>
	Intro to Bag Pipes				40%	<b>40%</b>
	Yoga with Beth			80%	0%	<b>40%</b>
	Jitterbug Dance	0%	19%	100%		<b>40%</b>
	MiKiDo For Kids	40%	28%	55%	35%	<b>40%</b>
	Salsa Dance				39%	<b>39%</b>
	Latin Dancing	39%	67%	47%	0%	<b>38%</b>
	Tennis Intermediate	48%	67%	25%	13%	<b>38%</b>
	Bike Mech. Work				38%	<b>38%</b>
	Power Pilates Plus	28%	44%	46%	32%	<b>38%</b>
	Trimdown	0%	49%	36%	59%	<b>36%</b>
	MiKiDo Kickboxing	35%				<b>35%</b>
	Classis Tales N' Tunes			31%	37%	<b>34%</b>
	Ballet I		67%		0%	<b>34%</b>
	Group Voice	0%		100%	0%	<b>33%</b>
	Ballet		0%	30%	67%	<b>32%</b>
	Art of Mosaic		46%	30%	20%	<b>32%</b>
	Postpartum Pilates				32%	<b>32%</b>
	Bicycle Maintenance		13%	33%	47%	<b>31%</b>
	Social Dance				31%	<b>31%</b>
	Hip Hop 10 up	40%	25%	30%	28%	<b>31%</b>
Muscles in 30 Min	0%		47%	44%	<b>30%</b>	
Art Start Preschool				30%	<b>30%</b>	
Little Dancers		0%	61%	29%	<b>30%</b>	
Adult Bar & Stretch	27%	28%			<b>27%</b>	
Slowly But Shirley	25%	22%	29%	27%	<b>26%</b>	

**Exhibit 4 (3)**

Utilization	Class Name	Summer 2006	Fall 2006	Winter 2007	Spring 2007	Ave. Part. (%)
<b>Minimum Utilization (&lt;25% enrollment)</b>	Step Challenge	0%	53%	21%	0%	<b>19%</b>
	Personal Self Defense		20%	20%	8%	<b>16%</b>
	Old School Jamz	10%	20%	20%	8%	<b>15%</b>
	Tae Kwon Do	23%	12%	13%	10%	<b>14%</b>
	Catriona's Castle		0%		28%	<b>14%</b>
	Beginning Piano I	0%	18%	36%	0%	<b>14%</b>
	Kicks for Kids Soccer		39%		0%	<b>13%</b>
	Twirl & Tumble		0%	25%		<b>13%</b>
	Int. Belly Dance	17%	0%	31%	0%	<b>12%</b>
	Tutus & Tap		0%	33%	0%	<b>11%</b>
	Ballroom Dancing II		0%	31%	0%	<b>10%</b>
	Ballet Stretch		0%	15%	15%	<b>10%</b>
	Racquetball Int.	0%	0%	31%	6%	<b>9%</b>
	Fencing-Adv Beginner	0%	4%	20%	12%	<b>9%</b>
	Modern Jazz Age 5-9	25%	8%	0%	0%	<b>8%</b>
	Sailing	8%	10%		3%	<b>7%</b>
	Tap – Ages 5-9	3%	15%	0%	0%	<b>4%</b>
	Tai Chi Advance	0%	5%	0%	5%	<b>3%</b>
	Round Robin	0%	6%		0%	<b>2%</b>
	Acting Level I	0%	0%	0%	0%	<b>0%</b>
	Be Alive Yoga	0%				<b>0%</b>
	Beginning Guitar II	0%	0%	0%	0%	<b>0%</b>
	Beginning Painting I	0%			0%	<b>0%</b>
	Beginning Piano II	0%	0%	0%	0%	<b>0%</b>
	Beginning Violin I	0%	0%	0%	0%	<b>0%</b>
	Beginning Violin II	0%	0%	0%	0%	<b>0%</b>
	Creative Kids	0%	0%	0%	0%	<b>0%</b>
	Drawing with Charcoal			0%	0%	<b>0%</b>
	Energizing Intervals	0%	0%			<b>0%</b>
	Family Puppy		0%		0%	<b>0%</b>
	From Page to Stage			0%	0%	<b>0%</b>
	Hand Building w/ Clay				0%	<b>0%</b>
	How to Perform Magic			0%		<b>0%</b>
	Intro to Improvisation			0%	0%	<b>0%</b>
	PM Sweat	0%				<b>0%</b>
	Prenatal Pregnancy				0%	<b>0%</b>
Sculpture for Kids			0%	0%	<b>0%</b>	
Senior Bar & Stretch		0%			<b>0%</b>	
Watercolor				0%	<b>0%</b>	
Watercolor for Kids				0%	<b>0%</b>	
West African Dance			0%	0%	<b>0%</b>	
Yoga Flex Training	0%				<b>0%</b>	
Youth Art		0%		0%	<b>0%</b>	

- Approximately one-half of all programs with minimum enrollment are offered by the Durant Center for ages that serve teens (13 – 17 years) and adults (18 – 59 years).

There is great variety in the utilization levels among programs offered by the Recreation Services Division. The Division should evaluate those classes that have low levels of utilization and determine whether to eliminate these classes. As can be seen by the exhibit, some of these classes with low levels of utilization were offered in the summer, fall, winter, and spring. On the other hand, there are a number of classes with consistently high levels of utilization.

The Division should evaluate opportunities to expand the number of these classes.

**Recommendation #49: The Recreation Services Division should evaluate the contract classes with low levels of utilization and determine whether to eliminate these classes. The Division should evaluate those classes with high levels of utilization and develop methodologies to expand the extent of these classes available.**

**Recommendation #50: The Recreation Services Division should eliminate or reposition saturated and declining programs in the lifecycle by renaming them, changing their themes and formats, offering different times and catering to a narrower audience, or creating additional levels of skills and activities in the program to keep residents interested.**

**9. THE RECREATION SERVICES DIVISION SHOULD WORK WITH OTHER AGENCIES TO REDUCE THE EXTENT OF DUPLICATION IN SERVICE DELIVERY.**

A continuum of leisure services describes the range of delivery systems that can be incorporated by a recreation service agency to provide services. The continuum suggests that the Recreation Services Division can deliver programs and services using a variety of approaches ranging from direct services to advocacy. This continuum is illustrated in the table below.

<b>Direct Services:</b>	<b>Facilitated Services:</b>	<b>Enabled Services:</b>	<b>Advocacy Services:</b>
Programs and services developed and implemented by the Department as the lead agency. Most of the Department's program offerings fall in this sector of the continuum.	Programs and services facilitated by, but not necessarily provided by the Department as a direct program or service. The Department facilitates the program or service provided by another agency or a collaboration of agencies. The Senior meal program and legal services are examples of facilitated programs and services.	Programs and services offered by other agencies with the Department providing a vehicle for their implementation. Examples of enabled programs and services include arts exhibits in the parks, sponsorship of the Lawn Bowling Club and providing facilities for the Bridge Club.	Programs and services advocated by the Department/Commission in behalf of a specific group or agency to another governmental or regulatory agency. An example of advocacy would be Department or Commission efforts to obtain added senior services from the county.

The Recreation Services Division's current programs and services fall primarily in the direct services sector of the continuum. That is, programs are designed, marketed and implemented using Division staff and resources. A variety of programs and services offered by the Division also fall into the facilitated and enabled services of the continuum. It is important to note that the facilitated, information/referral and advocacy sectors of the continuum offer opportunities for the Division to provide services to the community without its own staff providing the service, but requires that the Division expand its role beyond that of direct service provider. The continuum of leisure programs and services offers the conceptual foundation from which expanded services to the community can be developed.

The exhibit on the following page provides examples of the Recreation Services Division's programs within the continuum illustrated above.

**Exhibit 5**

**Continuum of Services Delivered  
 By the Recreation Services Division**

Direct Services:	Facilitated Services:	Enabled Services:	Advocacy Services:
<ul style="list-style-type: none"> <li>• After School Programs and Licensed Childcare at Recreation Centers and Elementary School Sites</li> <li>• Summer Camps</li> <li>• Aquatics programs</li> <li>• Youth Sports</li> <li>• Adult Sports</li> <li>• Therapeutic Recreation</li> <li>• Teen Centers and Programs</li> <li>• Drop in hours at Recreation Centers</li> <li>• Nature Education and Community Outreach</li> <li>• Senior programs at Cora Kelly and Mount Vernon Centers</li> </ul>	<ul style="list-style-type: none"> <li>• Coach-pitch Little League</li> <li>• Youth Soccer and Lacrosse</li> <li>• Contract Classes</li> <li>• Art exhibits, special events provided by the Durant Center.</li> <li>• Get Real About Violence and Tobacco programs.</li> <li>• Before and after school childcare services are provided at several Recreation Center and Elementary School sites by City funded Campagna Kids program. Campagna is an external agency.</li> </ul>	<ul style="list-style-type: none"> <li>• Senior Center operated by Alexandria Agency on Aging at Charles Houston</li> <li>• Mothers Play Groups facilitated by the Department of Mental Health at Nannie J Lee</li> <li>• Network Preschool services offered at Charles Houston and Cora Kelly</li> <li>• ESL Classes taught at Cora Kelly by Dept. of Social Services</li> <li>• Meeting space for Narcotics Anonymous provided at Cora Kelly, Charles Houston.</li> <li>• Weight Watchers for City employees and and Del Ray Seniors Club meetings at Mount Vernon</li> <li>• Job Link Agency and Girl Scouts Recruitment Events at William Ramsay</li> </ul>	<ul style="list-style-type: none"> <li>• Alexandria Office on Women (OOW) provides boys and girls groups led by OOW approximately one time per week at a number of city Recreation Centers</li> <li>• Urban League runs health and nutrition programs, and mentoring groups in several Recreation Center after school programs.</li> <li>• 4-H provides nutrition and education programs within the City's After School programs and Summer Camps at various Recreation Centers.</li> </ul>



The majority of programs and services offered by the Recreation Services Division are in the direct service sector of the continuum. While the Division does collaborate with other governmental agencies and non-profits for program and service delivery, opportunities are available for expansion of programming efforts in leisure continuum components such as advocacy and information/referral service areas. The Division also must ensure that services it offers such as senior programs and after school childcare do not compete with services offered by other agencies or non-profits in the community. The following are recommendations for enhancing the delivery of leisure services and avoiding duplication.

**(1) Conduct a Community Inventory of Programs, Services, and Physical Resources.**

The Division has not conducted a comprehensive inventory of programs, services and physical resources available to the community for obtaining leisure services. An essential component of recreation program planning and enhancement is to first understand recreational services offered in the community, beyond the Department's own programs and facilities (non-profits, for profits, other City departments).

Without a community inventory analysis synergistic program delivery is compromised and the potential for duplication of services greatly increases.

A partial inventory of primarily City government agencies, organizations and services was developed in 2005 as a strategic planning tool for the City's participation in the OJJDP Gang Reduction Program. This on-line inventory includes existing programs provided by the government, community and justice system to at-risk youth and their families. The information included in this inventory is a starting point for gathering information on youth services, and can be utilized in a community inventory for

the Division.

An effective community inventory for recreation programs includes profiles of all organizations offering recreation and leisure service opportunities in the City. The table below provides examples of the types of organizations that should be included.

<b>Type of Organization</b>	<b>Example</b>
Public Agencies	<ul style="list-style-type: none"> <li>• Local government park and recreation agencies</li> <li>• Forest preserve districts</li> <li>• County, regional or state agencies offering services in the area</li> <li>• Schools (private and public)</li> </ul>
Nonprofit Associations	<ul style="list-style-type: none"> <li>• Boys and Girls Clubs</li> <li>• Scouting Programs</li> <li>• YMCAs and YWCAs</li> <li>• Religious Groups</li> <li>• Senior Service Associations</li> <li>• Health and Medical Providers</li> </ul>
Private for-profit Enterprises	<ul style="list-style-type: none"> <li>• Fitness Centers</li> <li>• Skating, bowling, golf, sport centers</li> </ul>

Profiles for each organization should contain program name and type, agency or organization name, contact information, mission and background, programs offered, age groups served, funding sources, and budget.

Once a comprehensive inventory is developed, the Division can use the information for a number of planning purposes. The two most important advantages of the community inventory are as a tool to identify duplication of services and gaps in services, and to help the Division establish its community niche as a leisure services provider. Thus, information from the inventory should be analyzed from the perspective of constituent groups served, major program areas, and location of services and facilities.

The Division should continually compile, assess and update information

contained in the community inventory on an annual basis. Conclusions drawn from the community inventory analysis should be included as a vital component in the Recreation Services Division's Comprehensive Recreation Programming Plan.

**Recommendation #51: The Recreation, Parks and Cultural Arts Department should adopt a leadership role in the development of a regional approach to park and recreation management.**

**Recommendation #52: The Recreation Services Division should develop a comprehensive inventory of programs, services and physical resources, and use the information to identify Division's community niche.**

**Recommendation #53: The Recreation Services Division should establish effective policies for public / public partnerships, public-not-for-profit partnerships, and public-private partnerships in the City.**

**(2) The Recreation Services Division Should Avoid Duplicating Services Delivered By Other Agencies, Nonprofits, or Private Enterprises, and Establish Partnerships for Program Delivery.**

Currently, the Recreation Services Division has formed several partnerships with external organizations for program and service delivery. The exhibit on the following page displays a sampling of partnerships utilized by the Recreation Services Division for delivery of youth sports programs, after school recreation programs, summer playgrounds and camps, and special events.

The project team also reviewed the Division's core program matrix contained within the Comprehensive Recreation Programming Plan, and interviewed managers at recreation centers regarding the utilization of external agencies for program delivery. The exhibit following this page presents a sampling of external organizations that provide programs in recreation centers.

**Exhibit 6 (1)**

**Partnerships Utilized by the Recreation Services Division**

Organization	Type	Services Provided
Alexandria Office on Women	Local Government	Boys & Girls Groups led by OOW staff - Chat Room, Boys Academy, Girls Step-Out, Project Manhood. Discuss responsibility, pregnancy prevention, self-esteem, relationships, etc. Meet regularly one time per week at a number of City Recreation Centers.  Healthy Lifestyles Teen Summit – special yearly event offering workshops and speakers.
Alexandria Redevelopment and Housing Authority	Local Government	Recreation Services Division provides a Summer Playground Program in courtyard on ARHA property for youth living there.
Court Services Unit	Local Government	Mentoring projects offered to youth involved in or at risk to be involved in the juvenile justice system.  Provide program space at our Recreation Centers.  Day Reporting Program for juvenile offenders uses the Recreation Department’s Summer Food Service Program for meals.
Alexandria Health Department	Local Government	Pro Teen / Pro Youth Groups offered at Recreation Centers for teen pregnancy prevention.
Office of Historic Alexandria	Local Government	Juneteenth Celebration, black history month programs, museum tours and educational programs
Alexandria Department of Human Services	Local Government	Joblink, Mother’s Play Group, Family Fun Nights, Senior Adult services at Charles Houston
Community Services Board	Local Government	GRAV, GRAT, KAT Camp, peer counselors
Alexandria Extension Office/4-H	Local Government / Non-Profit	Nutrition, sewing & fashion, gardening, leadership, state legislative day

**Exhibit 6 (2)**

<b>Organization</b>	<b>Type</b>	<b>Services Provided</b>
Alexandria Fire Department	Local Government	Bike Rodeos at Recreation Centers, yearly visits to various Recreation Centers, programs in a Rescue Squad and Fire vehicles to provide education on responsibilities in the community.  Fire safety education programs and informational pieces at special events. Fire Academy – three hour program at the Fire Training Academy offered to summer recreation programs for one week providing a first hand look at a fire station and equipment. Fire Safety Video during lunch. Fire relay games including spraying a fire hose.
Alexandria Chapter of the Red Cross	Non-Profit	Red Cross clubs, measles/malaria initiative
Potomac West Business Association	Non-Profit	Arts on the avenue, Halloween parade, tree lighting, national night out,
Choreographers Collaboration	Non-Profit	Dance workshops & programs
Tomorrow's Black Men	Non-Profit	Community service projects, mentoring
Northern Virginia Urban League	Non-Profit	Nuiites Program
USDA	Federal Grant	SFSP, snack program
Alene Zion Church	Non-Profit	Boys mentoring
Alexandria Lacrosse Club	Non-Profit	Lacrosse Sports Program
Alexandria Soccer Association	Non-Profit	Soccer League Program
Alexandria Rugby Club	Non-Profit	Rugby League Program
Alexandria Boxing Club	Non-Profit	Boxing Program
Alexandria Little League	Non-Profit	Little League Baseball Program

Partnerships are sought and established by different staff in the Recreation Services Division. This includes management, the After School Programs Office, and also by managers of recreation centers. However, the degree to which partnerships are utilized amongst recreation centers varies. For example:

- At Mount Vernon, many partnerships and program sponsorships exist which do not appear in other Centers or at the Division administrative level.
- Alexandria's Department of Health operates aerobics and dance classes at Patrick Henry, but not at any other Center.
- At Charles Barrett, the Culture Shock organization operates a Hip Hop Dance clinic for Youth.
- Lee and Durant Centers have few partnership relationships for program delivery.

Program duplication also exists between some City agencies. The Strategic Planning Tool for the Office of Juvenile Justice and Delinquency Prevention Gang Program contains mostly governmental and justice system related information; however, it does offer the beginning of a Community Inventory Analysis database, and can serve to preliminarily identify overlapping services available to youth and teens. The project team compiled most of the organizations, programs, services and funding sources in the exhibit following this page.

Examples of areas where duplicate services are provided between the Recreation Services Division and other local government agencies are provided below.

- Department of Human Services, Office of Youth Services, provides similar services to the Recreation Services Division of the Department of Recreation. For example, the Office of Youth Services coordinates programs and services provided by public and private youth serving agencies, facilitates community involvement and communication on youth related policy and funding issues, and administers the Alexandria Youth Council. The Department of Recreation provides the same services for youth.

**Exhibit 7 (1)**

**Examples Of External Organizations  
 That Provide Programs In Recreation Centers**

Recreation Center	Organization Providing Programs / Services	Examples of Services
Charles Houston	<ul style="list-style-type: none"> <li>• AKA Sorority</li> <li>• QUES Fraternity</li> <li>• Alleyne Church</li> <li>• 4-H</li> <li>• Project Manhood</li> </ul>	<ul style="list-style-type: none"> <li>• Boys and Girls mentoring programs</li> <li>• Literacy program</li> <li>• Cooking class</li> </ul>
Nannie J Lee	<ul style="list-style-type: none"> <li>• Urban League</li> <li>• Get Real About Tobacco</li> <li>• Alexandria Community Services Board</li> </ul>	<ul style="list-style-type: none"> <li>• Health and nutrition education</li> <li>• PIE (Parent Infant Education) program</li> <li>• Boys mentoring</li> </ul>
Lee Center	<ul style="list-style-type: none"> <li>• None</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>
Cora Kelly	<ul style="list-style-type: none"> <li>• Department of Social Services</li> <li>• Alexandria Community Services Board</li> <li>• 4-H</li> </ul>	<ul style="list-style-type: none"> <li>• ESL classes</li> <li>• PIE (Parent Infant Education) program</li> <li>• Cooking classes</li> </ul>
Mt Vernon	<ul style="list-style-type: none"> <li>• Comcast</li> <li>• Duncan Library</li> <li>• Alexandria Department of Human Services</li> <li>• Sea Port Foundation</li> <li>• 4-H Extension</li> <li>• Winkler Foundation</li> <li>• WMB</li> <li>• Potomac West Business</li> <li>• Jerome Ford Nature Center</li> <li>• RSIS Information System</li> <li>• NEA Read A Cross America</li> <li>• Mt. Vernon Community School PTA</li> <li>• Alexandria Commission For the Arts</li> <li>• Alexandria Fire Department</li> <li>• Northern Virginia Urban League</li> <li>• Alexandria Community Services Board</li> <li>• AMC Movie</li> <li>• Alexandria Black History Museum</li> <li>• Del Ray Citizens Association</li> </ul>	<ul style="list-style-type: none"> <li>• Special Events and Cultural Activities</li> <li>• Nature education programs</li> <li>• Health and nutrition education</li> <li>• Senior Programs</li> </ul>
Charles Barrett	<ul style="list-style-type: none"> <li>• Culture Shock</li> <li>• Advisory Council</li> <li>• Alexandria Department of Health</li> </ul>	<ul style="list-style-type: none"> <li>• Dance clinic</li> <li>• Special events</li> <li>• Walking Club</li> </ul>

**Exhibit 7 (2)**

<b>Recreation Center</b>	<b>Organization Providing Programs / Services</b>	<b>Examples of Services</b>
William Ramsay	<ul style="list-style-type: none"> <li>• Urban League</li> <li>• Alexandria Department of Health</li> <li>• Alexandria City Public Schools</li> <li>• Court Services Unit</li> <li>• Advisory Council</li> <li>• Auntie Oyle</li> </ul>	<ul style="list-style-type: none"> <li>• Health education</li> <li>• Storytelling</li> <li>• Mentoring and personal development</li> <li>• ESL Classes</li> <li>• Special Events</li> <li>• Volunteer Opportunities</li> </ul>
Patrick Henry	<ul style="list-style-type: none"> <li>• Urban League</li> <li>• Alexandria Department of Health</li> <li>• Community Service board</li> <li>• Keith Burns Foundation</li> <li>• Alexandria Fire Department</li> <li>• Civic Association</li> </ul>	<ul style="list-style-type: none"> <li>• Aerobics and dance classes</li> <li>• Special events</li> <li>• Boys mentoring</li> </ul>
Chinquapin	<ul style="list-style-type: none"> <li>• TC Williams HS</li> <li>• Potomac Valley Swim Association</li> <li>• Alexandria Soccer Association</li> </ul>	<ul style="list-style-type: none"> <li>• Dance Club and fitness class</li> <li>• Project Discovery</li> <li>• Masters Swim Program</li> <li>• Soccer Summer Camp</li> </ul>
Durant	<ul style="list-style-type: none"> <li>• None</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>
Jerome Ford Nature Center	<ul style="list-style-type: none"> <li>• Northern Virginal Bird Club</li> <li>• Science Adventures, Inc.</li> <li>• Friends of Dora Kelly Nature Park</li> <li>• Eagle Scouts</li> </ul>	<ul style="list-style-type: none"> <li>• Nature Walk</li> <li>• Park Clean-up</li> <li>• Trail Maintenance</li> <li>• Summer Camp programs</li> </ul>



- Alexandria Youth Council, established by the Youth Policy Commission (Department of Human Services), brings high school services for networking, leadership development, workshops and conferences, and youth program planning. Recreation Services administers a Teen Advisory Board program with similar purpose and activity.
- The Community Services Board, and Department of Mental Health both provide free playgroup, and parent-infant educational opportunities for the 0 – 5 year old age group. The Recreation Services Division’s contract class programs provide “Kindermusic” and other playgroup opportunities for a program fee.

Although many of the organizations such as the Department of Human Services, Fire Department, and Boys and Girls Club of Alexandria periodically offer programs in Recreation Centers, there are number of other areas where duplication of programs and services exist between Alexandria’s local government agencies, community non-profits and private enterprises. Without a comprehensive community inventory, the Division cannot effectively analyze and eliminate such duplications.

The Recreation Services Division should take the following steps to increase consistency of partnerships across Recreation Center program delivery and reduce duplication of services:

- Identify all Recreation Services Division programs, local government agencies, nonprofits and private enterprises that provide services in each of the major program areas identified by the Comprehensive Plan.
- Identify all Recreation Services Division programs, local government agencies, nonprofits and private enterprises that provide services for each major constituent age group.
- Identify duplication of services across all types of organizations included in the community inventory.
- Decide which organization is best qualified to deliver programs that are in duplicate.
- Develop formal partnership agreements with selected organizations and implement programs consistently across Recreation Department programs and

services.

The community inventory analysis and resulting partnership and implementation plans should be developed by the Deputy Director of the Recreation Services Division, assisted by the Division Chief, Administrative Services, and implemented at each recreation center. In addition, new partnerships identified at each recreation center should be formalized and administered by management of the Recreation Services Division in order to benefit more than one recreation center whenever possible.

**Recommendation #54: The Recreation Services Division should use the information from the community inventory to reduce program duplication, and expand programs and services according to constituent age groups and interests.**

**Recommendation #55: The Recreation Services Division should manage partnerships and program implementation for consistency across all recreation programs and recreation centers.**

**10. THE CITY SHOULD ELIMINATE DUPLICATION IN THE DELIVERY OF CHILD CARE SERVICES.**

Two organizations within the City currently provide a system of licensed childcare services for elementary school children.

The Campagna Center, a local nonprofit, provides state licensed at each of the City's eleven elementary school sites except for Cora Kelly.

The Recreation Services Division also administers licensed childcare at three recreation centers: Cora Kelly, Mount Vernon, and William Ramsey. The Division also delivers traditional, unlicensed recreation programs and services for elementary school aged children at all of its other recreation centers.

There are differences in the types of service provided for "licensed childcare" and these traditional recreation programs for elementary school aged children. The following comparisons highlight the differences between "licensed childcare" and these traditional

recreation programs.

<b>Recreation Programs</b>	<b>Child Care Programs</b>
Staff to children ratio is not regulated. Generally there are one to two recreation leaders per site, depending on the average number of participants.	Staff to children ratio is regulated by the State licensing requirements
Staff are Recreation Leaders, which could be a college student, community member, etc. without special certification or training.	State child day care and NAA standards requires specific training and coursework, but staff are not required to be child development specialists. Many of the Campagna Kids staff fit the "recreation" staff description. They are however able to secure the necessary training/coursework through in-service and other opportunities provided by Campagna.
Children are free to leave with parental consent.	Children are registered and must be remain in the program for the entire scheduled time, or be removed by sign out of designated adult
No guarantee for daily assistance with homework	While there is a scheduled homework time in the Campagna Kids program ... student participation is voluntary
Funding from a USDA After School Snack grant allows the provision of a daily snack at all centers	Provides snacks
No-fee service	Fee based service

In Alexandria, the traditional unlicensed recreation programs provided by the Department of Recreation Parks and Cultural Activities for elementary school aged children are primarily “drop-in” programs for elementary school children where a recreation leader leads pre-planned daily activities. Typical recreation activities include arts and crafts, playground games, non-competitive sports, homework assistance, etc. The children in the traditional recreation programs are typically not signed in or out by a parent or guardian, and can leave at will.

The exhibit on the following page presents the distribution of Campagna and the Recreation Services Division childcare services by elementary school or recreation center location.

**Exhibit 8**

**Distribution Of Campagna And The  
Recreation Services Division After School Services**

<b>Elementary School Site / Recreation Center</b>	<b>Alexandria Dept. of Recreation After School Program</b>	<b>Alexandria Dept. of Recreation Licensed Childcare</b>	<b>Campagna Licensed Childcare</b>
John Adams Elementary	X		X
Charles Barrett Elementary / Charles Barrett Recreation Center	X		X
Patrick Henry Elementary / Patrick Henry Recreation Center	X		X
Charles Houston Recreation Center	X		X
Cora Kelly Elementary / Cora Kelly Recreation Center	X	X	
Lyles-Crouch Elementary			X
Douglas MacArthur Elementary	X		X
George Mason Elementary	X		X
Maury Elementary School	X		X
Mount Vernon Elementary / Mount Vernon Recreation Center		X	X
James Polk Elementary			X
William Ramsay Elementary / William Ramsay Recreation Center		X	X
Samuel Tucker Elementary			X
Lee / Nannie J Lee Recreation Centers	X		

In the William Ramsay and Mount Vernon recreation centers, both the Recreation Services Division and Campagna deliver licensed childcare services. At the Cora Kelly recreation center, the Recreation Services Division provides both licensed childcare and traditional recreation programs for elementary school children. Several issues are inherent in the current provision of childcare service by the Recreation Services Division.

- Licensed childcare programs at Mt Vernon and William Ramsay directly compete with Campagna’s programs offered at the same sites.
- Campagna is a fee-based program (sliding scale), while the Division’s licensed programs are non-fee.
- The level of childcare service provided to the communities elementary school children by the Recreation Services Division is inconsistent. Some communities receive non-fee licensed childcare, while others receive non-fee unlicensed traditional recreation programs.
- Staffing and operational resources at Mount Vernon, William Ramsay and Cora Kelley recreation centers are concentrated on providing licensed childcare services, which take priority over other types of recreation program delivery during the hours that these licensed childcare services (2:00 p.m. to 6:00 p.m.). This limits the ability of these centers to provide services to other age groups during these hours such as teens.
- State licensing requirements do not allow for non-childcare programs to be offered in the same location at the same time. Other age and interest groups cannot use the recreation centers between the hours of 2:00 p.m. and 6:00 p.m., Monday through Friday.

The project team conducted a staffing analysis for recreation center offering licensed childcare services in order to determine the approximate percentage of budgeted resources consumed by these programs.

<b>Center</b>	<b>Average Daily Attendance</b>	<b>% Staff Devoted to Licensed Childcare</b>	<b>Fiscal Year 2006-07 Budget</b>	<b>Resources Devoted to Licensed Childcare</b>
William Ramsay	90	62%	\$616,000	\$384,000
Mount Vernon	102	62%	\$530,000	\$329,000
Cora Kelly	186	30%	\$774,000	\$231,000
<b>TOTAL</b>			<b>\$1,920,000</b>	<b>\$944,000</b>

The Recreation Services Division currently spends \$944,000 per year in the provision of licensed childcare. The table above reflects the number of staff at these recreation centers and operational costs only for licensed childcare.

The recommendations of the Matrix Consulting Group for the provision of licensed school care for elementary school children are presented below.

- **Eliminate the duplication of services and implement the one provider per site model.** The current duplication of licensed childcare services occurring at the Mount Vernon, and William Ramsay school sites should be eliminated. Campagna, or other non-profit provider selected through an RFP process, should provide the licensed child care services at these sites. This recommendation is based upon the findings enumerated below.
  - These Recreation Centers were not originally designed to meet the community's licensed childcare needs
  - The Department has repositioned and retrained existing staff to address requests for licensed childcare services. This has resulted in the delivery of much of the services by the Division of services to a single age group rather than age groups as a whole.
  - In order to provide licensed childcare services at all co-located Recreation Centers, the City will need to hire and train additional staff
- **The Recreation Services Division should convert the staff allocated to licensed childcare services at the Mount Vernon, and William Ramsay to the delivery of traditional recreational programs for elementary school children.** In addition to a one provider per site model, the project team recommends that the City discontinue the provision of child care services for the following reasons:
  - Recreation Services and Recreation Centers were not originally designed to meet the community's childcare needs
  - The Department has repositioned and retrained staff to address requests for affordable childcare services. If the City were to provide licensed child care services at all Recreation Centers that are co-located with an elementary school, Department staff and financial resources will be even more concentrated on providing services to a single age group rather than the Alexandria community as a whole. 62% of the staff resources at William Ramsey and Mount Vernon are dedicated to the delivery of licensed childcare services.

- **The licensed childcare programs should be moved out of the three recreation center facilities.** The recreation centers cannot be utilized for any other purpose but childcare when these services are being provided at these three recreation centers - during the hours of 2 pm to 6 pm every day. An external provider should offer the childcare programs in the Alexandria Public School facilities.

The City is investing significant amounts of funding in the delivery of childcare services. The project team recommends that the City rationalize the delivery of these services.

**Recommendation #56: The City should eliminate the duplication of licensed childcare services for elementary school age children and implement the one provider per site model at the William Ramsay, Mount Vernon, and Cora Kelley recreation centers.**

**Recommendation #57: The Recreation Services Division staff that are dedicated to the delivery of licensed childcare services for elementary school age children at the William Ramsay, Mount Vernon, and Cora Kelley recreation centers should be reallocated to the delivery of traditional, but unlicensed, recreation programs for elementary school age children.**

**Recommendation #58: The City should not deliver childcare programs in the Cora Kelly, Mt. Vernon, and William Ramsay recreation centers; these services should be delivered in adjoining Public School facilities.**

#### **11. THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD ESTABLISH A FORMAL COST RECOVERY POLICY FOR RECREATION PROGRAMS AND SERVICES**

The project team collected information relative to recreation programming expenses and its revenues. For fiscal year 2005 / 2006, budgeted expenditures for the Recreation, Parks and Cultural Activities Department were \$18.7 million. The following table identifies the portion of budgeted expenditures for Recreation Centers and programs, revenue collected, and the percentage of cost recovery achieved for each Center/program:

**CITY OF ALEXANDRIA, VIRGINIA**  
**Management Audit of the Recreation, Parks and Cultural Activities Department**

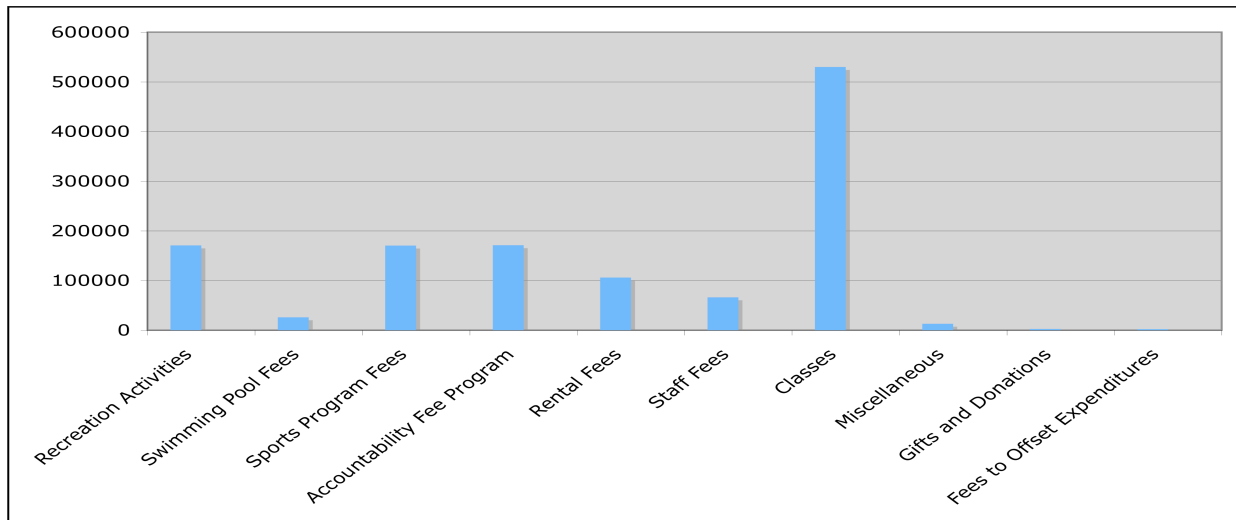
<b>Recreation Center / Recreation Services Program</b>	<b>Budget (\$)</b>	<b>Revenue (\$)</b>	<b>Cost Recovery %</b>
Recreation Administration (50%)	\$1,254,051	-	0.00%
Other Recreation and Cultural	\$257,152	-	0.00%
Buddy Ford Nature Center	\$330,374	\$4,598	1.39%
Division Chief Youth Activities	\$205,288	-	0.00%
Charles Barrett	\$329,005	\$1,046	0.32%
Charles Houston	\$760,255	\$3,467	0.46%
Cora Kelly	\$774,207	\$11,053	1.43%
Mount Vernon	\$530,465	\$8,580	1.62%
Nannie J Lee	\$367,315	\$5,621	1.53%
Patrick Henry	\$347,427	\$1,634	0.47%
William Ramsay	\$616,065	\$10,098	1.64%
After School Youth Centers	\$230,532	\$1,686	0.73%
Playgrounds and Field Trips	\$110,430	-	0.00%
Chinquapin	\$1,617,836	\$1,016,853	62.85%
Youth Sports and Activities	\$348,778	\$42,096	12.07%
Municipal Pool	\$367,186	\$26,133	7.12%
Adult Sports	\$218,226	\$171,534	78.60%
Program Operations Administration	\$359,300	\$20,014	5.57%
Special Events	\$289,631	\$46,913	16.20%
Therapeutic Recreation	\$444,240	\$525	0.12%
John Adams	\$50,256	\$-	0.00%
Contributions to Special Events	\$76,300	\$-	0.00%
Lee Center	\$384,098	\$52,699	13.72%
Durant Center	\$297,922	\$41,851	14.05%
Senior Programs	\$135,633	\$9,476	6.99%
<b>TOTAL</b>	<b>\$10,701,972</b>	<b>\$1,475,877</b>	<b>13.79%</b>

In general, recreation programs in the Department currently have minimal to no fees associated, with the exception of the following:

- Youth Sports leagues charge a standard \$15 registration fee;
- Contract Classes, aquatics programs and summer camps organized via Chinquapin are structured to meet at least 100% of operating costs. These classes occasionally generate revenue beyond the 100% threshold;
- Adult Sports leagues charge fees intended to recover 100% of operating costs associated with program delivery;
- Jerome Ford Nature Center charges a fee for its summer camp programs between \$65 and \$95, depending on the age group.



The Department also reports revenues by activity type. The following graph shows the distribution of revenue by type for fiscal year 2005 / 2006:



A review of the data above, in addition to other information, reveals the following points:

- Recreation Centers, programs, and services are, on average, recovering approximately 14% of their cost;
- Contract classes are the largest source of revenue for the Division;
- Adult sports and Chinquapin contract classes are structured for 100% cost recovery, but are achieving roughly 79% and 63%, respectively; and
- The Department does not consider the cost of Departmental and Citywide overhead associated with their programs in their current cost recovery structure.

The Department has not developed a formal written cost recovery policy for recreation programs and services, nor can it currently document the costs of providing services at the activity level using RecTrac. According to the comparative survey conducted by the project team, Arlington, Chesapeake, Virginia Beach, and Norfolk indicated a range of cost recovery between 13% and 59%, with a median of 22%. Not only is Alexandria at the lower end of the range for similar jurisdictions, but also this

range itself is lower than the project team has observed in a number of parks and recreation departments. Cost recovery for recreation services generally proximate 25% to 30% in jurisdictions with carefully planned and implemented cost recovery strategies. However, if the Department merely increased its cost recovery from a little less than 14% to 22%, it would generate an additional \$880,000 in revenue annually. As this indicates, this is a significant opportunity.

While recreation services cannot approach full cost recovery, many individual programs do have the potential to be full-cost recovery or revenue-generating recreation services and thus could be used to subsidize less cost-effective programs or other programs for the aged, disadvantaged, or mentally / physically challenged.

The primary purposes of a cost recovery strategy is (1) to know the total cost of providing each service and (2) to recover an amount of money which is acceptable to the community either in a comparative or historical context or with respect to 'what the market will bear. The typical definition of total costs in local government is one that includes both the direct and indirect costs for "full cost recovery." Direct costs most often include both divisional and departmental charges incurred in providing the service. Indirect costs include all costs incurred as citywide overhead in providing the services.

The pricing of recreation services at targeted cost recovery levels has a number of characteristics and benefits, as noted below.

<b>CHARACTERISTICS OF FORMAL COST Recovery Strategy</b>	<b>ADVANTAGES OF FORMAL COST Recovery Strategy</b>
<ul style="list-style-type: none"> <li>• All direct, indirect and allocated overhead costs are identified as a cost of providing a service to the public.</li> <li>• A cost recovery philosophy is developed which commits the City to specific cost recovery levels based on the market for each service, community goals of service, accessibility, etc.</li> <li>• Subsequent decisions regarding fee waivers or subsidies can be made to ensure that fees for specific populations do not adversely impact accessibility for these services.</li> <li>• Adjustments are made in subsequent years based on inflation in costs, changes in the market and changes in cost recovery goals.</li> <li>• City Council policy establishes a formal level of cost recovery for services.</li> </ul>	<ul style="list-style-type: none"> <li>• The City knows the real cost of providing a service, even though decisions can be made regarding recovering only a portion of these costs.</li> <li>• Fees based on costs can be charged to all users, including resident and non-resident who do not pay general property taxes.</li> <li>• Appropriately priced user fee charges where a service is not being provided to the general public, and is for the specific benefit of the person or groups charged.</li> <li>• User charges as a means of rationing the provision of certain services and of gauging the demand for service.</li> <li>• Development of a formal subsidization policy or formal scholarships (fee waiver) based on patron need.</li> </ul>

Now is a prudent time to revisit the Department’s approaches to recreational fees. The Department should take the following steps to develop a cost recovery strategy and development of a fee structure for its recreational programs:

- **Revisit its philosophy of fees and charges** that incorporates Recreation and Parks Commission, City Council and community input into fee levels. This could include the following sub-steps:
  - Recreation staff should conduct research and surveys on why and how other cities selected actual cost recovery targets for each program area. This research should be reported to the Recreation and Parks Commission and the City Council in public meetings.
  - Based on input received, Department staff should develop proposed cost recovery levels for each program area.

This philosophy would be formally adopted by the City Council.

- **Develop the cost of service for each program area** that takes into account the total costs, including all direct and allocated indirect costs.
  - The direct personnel cost of service can be determined through review of instructor and staff costs.
  - Direct operating costs can be estimated through proportional allocation of maintenance and operating costs.

- Indirect costs, both departmental and municipal, can be determined through the results of an indirect cost allocation plan.
- **Calculate the fees for programs** based on historical participation, minus historical subsidies and fee waivers. The recoverable cost is determined by multiplying the total direct and indirect cost by the cost recovery target percentage. Participation levels are then divided into the recoverable costs.
- **Check proposed fees against current fees.** The objective of a fee recovery strategy is to recover appropriate costs, but this could be considered a long-term strategy. If there are significant differences between current fees and targeted fees, raise current fees incrementally until they meet the targeted level or participation starts to decline, waivers increase or adverse public opinion follows.
- **Prior to implementing the new fee structure, develop a public education program** to address the need to adjust fees and to obtain input. The new fee structure should be compared to existing fees as well as to neighboring community fees for comparable services or levels of service.
- **Annually adjust fees based on inflation experienced in departmental services.** On a five-year basis, conduct a new cost of service study to ensure that real underlying costs have not changed significantly.

The Department currently has several processes in place that will support the implementation of a formally adopted cost recovery strategy and analysis, including:

- The City is moving to program based budgeting during the fiscal year 2008-09 as part of the Citywide Managing for Results initiative, which will identify and track costs at the program level.
- The Department conducts an annual survey of surrounding jurisdictions such as Fairfax, Prince William, and Arlington Counties.

In addition, Chinqapin established a financial assistance program for fee classes. This policy should also be evaluated for other recreation programs with appropriate funding allocated during the budgeting process.

The Department should not attempt to increase its cost recovery for recreation services immediately. Rather, the Department should phase in the increased cost recovery over a period of three to five years. The estimated annual impact of increasing

the revenue recovery for recreation programs and services in the Division to the median of the four cities included in the comparative survey is presented in the table below.

Recommendation	Annual Increase in Revenue
The Recreation Services Division should increase its cost recovery for recreation services and programs.	\$880,000

**Recommendation #59: The Division Chief, Administrative Services should perform a cost of services study for recreation services and adopt a cost recovery policy for each type of service provided.**

**Recommendation #60: The Division Chief, Administrative Services should develop a recreation user fee cost recovery policy for consideration and adoption of the City Council.**

**Recommendation #61: The Recreation Services Division should increase its cost recovery for recreation services and programs.**

**12. THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD MODIFY SELECTED RECREATION CENTERS TO PROVIDE SEPARATE ENTRANCES FOR ITS FACILITIES.**

Some recreation centers are closed while the school utilizes the gym during the day. This is the case with the Patrick Henry and Charles Barrett recreation centers that have common entrances with the school rather than separate entrances. This limits the ability of the recreation centers to deliver services to residents. This is clearly evident in the number of hours that these two centers are open to the public each week. The Patrick Henry recreation center is open 41.5 hours each week, while the Charles Barrett recreation center is open 44 hours each week. These two centers provide the fewest operating hours on a weekly basis of any of the recreation centers. This is a direct result of the limitations resulting from a common entrance with the school.

The Division Chief, Park Planning should work with the Deputy Director, Recreation Services, the two managers for each of the recreation centers, and the Public Schools to develop alternative entrances for each recreation center that would

allow the center to continue to provide services even while the schools utilize the gymnasium.

**Recommendation #62: The Division Chief, Park Planning should work with the Deputy Director, Recreation Services, the two managers for each of the recreation centers, and Alexandria City Public Schools to develop alternative entrances for Patrick Henry and Charles Barrett recreation centers.**

**13. THE RECREATION SERVICES DIVISION SHOULD EVALUATE THE OPERATING HOURS FOR EACH RECREATION CENTER.**

The exhibit following this page presents the operating hours (or the hours that these recreation centers are open to the public on a weekly basis) for the recreation centers and the Jerome “Buddie” Ford Nature Center. Important points to note regarding these operating hours are presented below.

- The number of operating hours each recreation center and the Jerome “Buddie” Ford Nature Center are open to the public each week varies considerably from a low of 41.5 hours at the Patrick Henry recreation center to a high of 100 hours at the Chinquapin recreation center.
- Two recreation centers are closed in Sunday (Patrick Henry and Charles Barrett), while the Jerome “Buddie” Ford Nature Center is closed on Sunday and Monday.
- The hour that a recreation center opens on Monday through Friday varies from 9:00 am to 2:00 pm.
- Six recreation centers close on Monday through Thursday at 9:00 pm, but the Chinquapin recreation center is open until 10 pm and the Charles Houston recreation center is open until 11 pm.
- The hour that a recreation center closes on Friday varies from 8 pm until 11 pm. Four centers close at 9 pm, while three are open until 11 pm. Chinquapin closes at 8 pm.
- The hour that a recreation center opens on Saturday varies from 8 am at Chinquapin to 9 am at 7 recreation centers.
- The hour that a recreation center closes on Saturday varies from 6 pm at six recreation centers to 11 pm at Cora Kelley.

**Exhibit 10**

**Operating Hours For  
 Recreation Centers**

Recreation Center	Monday		Tuesday		Wednesday		Thursday		Friday		Saturday		Sunday		TOTAL HOURS
	Open	Close	Open	Close	Open	Close	Open	Close	Open	Close	Open	Close	Open	Close	
Charles Barrett	2:00 PM	9:00 PM	2:00 PM	9:00 PM	2:00 PM	9:00 PM	2:00 PM	9:00 PM	2:00 PM	9:00 PM	9:00 AM	6:00 PM	Closed	Closed	44:00
Charles Houston	9:00 AM	11:00 PM	9:00 AM	11:00 PM	9:00 AM	11:00 PM	9:00 AM	11:00 PM	9:00 AM	11:00 PM	9:00 AM	6:00 PM	1:00 PM	5:00 PM	83:00
Chinquapin	6:00 AM	10:00 PM	6:00 AM	10:00 PM	6:00 AM	10:00 PM	6:00 AM	10:00 PM	6:00 AM	8:00 PM	8:00 AM	7:00 PM	8:00 AM	7:00 PM	100:00
Cora Kelley	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	11:00 PM	9:00 AM	11:00 PM	1:00 PM	5:00 PM	80:00
Mt. Vernon	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	6:00 PM	1:00 PM	5:00 PM	73:00
Nannie J. Lee	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	6:00 PM	10:00 AM	2:00 PM	73:00
Nature Center	Closed	Closed	8:30 AM	5:30 PM	8:30 AM	5:30 PM	8:30 AM	5:30 PM	8:30 AM	5:30 PM	8:30 AM	5:30 PM	Closed	Closed	45:00
Patrick Henry	2:30 PM	9:00 PM	2:30 PM	9:00 PM	2:30 PM	9:00 PM	2:30 PM	9:00 PM	2:30 PM	9:00 PM	9:00 AM	6:00 PM	Closed	Closed	41:30
William Ramsay	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	9:00 PM	9:00 AM	11:00 PM	9:00 AM	6:00 PM	1:00 PM	5:00 PM	75:00

- On Sunday, the hour that a recreation center opens varies from 8 am at Chinguapin 1 pm at four recreation centers. As mentioned previously, the Charles Barrett and Patrick Henry recreation centers are closed on Sunday.
- The hour that recreation centers close on Sunday varies from 2 pm at Nannie J. Lee to 7 pm at Chinguapin.

As this data indicates, there is variation in the operating hours for recreation centers.

While the project team recognizes that operating hours must respond to the community that these centers serve, in some instances it appears that these operating hours would not be well suited to providing service to the public.

The Deputy Director, Recreation Services, the Division Chief, Recreation Services, and the managers for the recreation centers should evaluate these operating hours to assess whether changes in these hours are appropriate or should be modified to provide an enhanced level of service to residents. Given the planned enhancements to RecTrac, it may be possible to utilize data from this information system to assess attendance at each recreation center by operating hour and to adjust the hour that each recreation center opens or closes accordingly.

**Recommendation #63: The Deputy Director, Recreation Services, the Division Chief, Recreation Services, and the managers for the recreation centers should evaluate the operating hours for each recreation center to assess whether changes in these hours are appropriate or should be modified to provide an enhanced level of service to residents.**

#### **14. THE MANAGEMENT OF CUSTODIAL SERVICES SHOULD BE IMPROVED.**

The exhibit following this page presents the authorized number of authorized custodians and their allocation by recreation center. Important points to note concerning this allocation are presented below.

- There are a total of 13.6 full-time equivalent custodians authorized and assigned to recreation centers.



**Exhibit 11**

**Allocation of Custodial Staff at  
Recreation Centers**

<b>Center</b>	<b>Class Title</b>	<b># of Positions</b>	<b>Roles and Responsibilities</b>
John Adams	Custodian P/T	.0.50	<ul style="list-style-type: none"> <li>Provides janitorial and custodial services for the After School and Adult “drop-in” space at John Adams</li> </ul>
Jerome Ford Nature Center	Custodian P/T	0.50	<ul style="list-style-type: none"> <li>The Custodian maintains the Nature Center facility and trails.</li> </ul>
Chinquapin	Custodial Supervisor	1.0	<ul style="list-style-type: none"> <li>Responsible for the provision of custodial services in the Recreation Center.</li> <li>Cleans facilities, maintains paper good supplies, assists with special events set-ups, etc.</li> </ul>
	Custodian	1.0	
	Custodian P/T	1.05	
Mt. Vernon	Custodian	1.0	<ul style="list-style-type: none"> <li>Cleans and maintains the Mount Vernon facility.</li> <li>Sets up and puts away needed equipment for various programs, facility rentals, and classes as needed.</li> </ul>
Cora Kelly	Custodial Supervisor	1.0	<ul style="list-style-type: none"> <li>Responsible for the provision of custodial services in the Recreation Center.</li> <li>Cleans facilities, maintains paper good supplies, assists with special events set-ups, etc.</li> </ul>
	Custodian	1.0	
	Custodian P/T	1.0	
Charles Houston	Custodian Supervisor	1.0	<ul style="list-style-type: none"> <li>Responsible for the provision of custodial services in the Recreation Center.</li> <li>Cleans facilities, maintains paper good supplies, assists with special events set-ups, etc.</li> </ul>
	Custodian	1.0	
	Custodian P/T		
William Ramsay	Custodian	1.0	<ul style="list-style-type: none"> <li>Responsible for the provision of custodial services in the Recreation Center.</li> <li>Cleans facilities, maintains paper good supplies, assists with special events set-ups, etc.</li> </ul>
	Custodian P/T	0.5	
Patrick Henry	Custodian	1.0	<ul style="list-style-type: none"> <li>Provides general custodial and janitorial services to the recreation center.</li> <li>Works from 9:00 AM to 6:00 PM.</li> </ul>
Nannie J Lee	Custodian	1.0	<ul style="list-style-type: none"> <li>Provides general custodial and janitorial services to the recreation center.</li> </ul>
Charles Barrett	Custodian	1.0	<ul style="list-style-type: none"> <li>Provides general custodial and janitorial services to the recreation center.</li> </ul>

- These staff are assigned to nine (9) recreation centers and an elementary school. These facilities include the Charles Barrett, Charles Houston, Cora Kelly, Mt. Vernon, Nannie J. Lee, Patrick Henry, William Ramsay, Chinguapin, Jerome Ford Nature Center, and the John Adams elementary school.
- The square footage maintained at each of these facilities varies as indicated in the table below.

Center	Square Footage	Custodial Staffing
Charles Barrett	9,800	1.0
Charles Houston	34,935	2.0
Chinguapin	33,000	3.1
Cora Kelley	26,302	3.0
Mt. Vernon	25,840	1.0
Nannie J. Lee	13,860	1.0
Patrick Henry	8,850	1.0
William Ramsay	18,000	1.5
Jerome Ford Nature Center		0.5
John Adams Elementary School		0.5

- There is a significant disparity in the square footage maintained per custodian position among the recreation centers. The square footage ranges from a low of an average of 8,767 square feet maintained by each of three custodians at the Cora Kelly recreation center to a high of 25,840 square feet maintained by one custodian at Mt. Vernon recreation center. The overall average amounts to 12,600 square feet maintained per custodian.
- The overall average amounts to 12,600 square feet maintained per custodian is one-third less than the benchmark utilized by the project team. The project team uses a benchmark of 19,000 square feet maintained per custodian. The project team has utilized this benchmark for facilities that receive intensive use such as schools and community centers.
- The custodial staff are supervised by the managers of the recreation centers at which these custodial staff are assigned.

Overall, a total of 15.7% of the full and permanent part-time staff within the Recreation Services Division are Custodians.

**(1) Four Custodian Positions Should be Eliminated.**

Determining the number of custodial staff positions is often a difficult task for administrators. It requires a plausible justification for defining the labor force necessary to adequately care for governmental facilities. Although a variety of methods are used,

administrators may often end up “short-staffed” as a result of increased custodial responsibilities at existing facilities and the caring for new facilities that are being added. The fact that local governments will continue to expand in the foreseeable future does not necessarily suggest that administrators will automatically receive commensurate budget increases for new staff.

In many instances, current staff levels are compared with facility size or cleanable area, and used as the basis for determining the number of required custodial employees.

The following formula serves as a guide used by the project team in determining appropriate custodial staff levels at local government facilities. It is intended as a starting point in making this determination and should consider modifiers to account for the differences in facilities.

<b>Custodial Staffing Formula</b>
Total gross square floor area of a single facility
Divided by
19,000 square feet
Equals
The number of full-time equivalent custodial positions required

This custodial staffing formula is based on the assumption of achieving Level 2 - Ordinary Tidiness, a cleanliness/appearance standard as defined by the Association of Higher Education Facilities Officers. The general conditions for meeting this standard are as follows:

- All floors and base moldings shine and are bright and clean. No buildup of dirt/grime is evident in corners or along walls; however, up to a two-day accumulation of dust, dirt, stains, and streaks is acceptable.
- All vertical and horizontal surfaces are clean. Some visible marks, fingerprints, and smudges are acceptable. All light fixtures are clean and in working order.
- Toilet rooms, showers, fixtures, and tile gleam and spaces are odor-free.

Regular supplies are adequate.

- Trash bins and other rubbish containers do not hold more than a day's waste and are odor-free.

Based upon these guidelines, the project team recommends the elimination of four custodial positions in the Recreation Services Division. The annual cost impact of the elimination of these four (4) custodial positions is presented in the table below.

Recommendation	Annual Cost Reduction
Eliminate four (4) Custodian positions	\$(220,000)

**Recommendation #64: Eliminate four Custodian positions.**

**Recommendation #65: The Recreation Services Division should deploy Custodians as roving crews in instances where the recreation centers are smaller than 19,000 square feet.**

**(2) Improve the Management of Custodial Maintenance.**

The management controls utilized for management of custodial services impact the adequacy of a clean and orderly environment in recreation centers and other facilities operated by the Recreation Services Division. Establishing proper controls will ensure that programs are properly guided, tasks are consistently discharged, that a skilled custodial workforce is suitably trained, and that City resources are properly utilized.

The project team identified a number of opportunities to improve the management controls for custodial services delivered by the Division. These opportunities are presented below.

- **Develop and adopt cleanliness standards for buildings.** Cleanliness standards define the level or degree to which custodial services have been properly or adequately accomplished. These standards can be applied in a variety of settings. When programs neglect to adopt formal standards, an inordinate range of cleanliness can exist from facility to facility. Some sites may

be spotless, while others may be dusty, grimy, and odorous. Our review of the custodial services programs in the different recreation centers found a significant variation in cleanliness. A common cleanliness standard needs to be determined and subsequently disseminated to custodial staff so that these staff become fully aware of the level of cleanliness they must achieve and the way in which their work must be evaluated. The proper dissemination of these standards helps to ensure that recreation centers are in the best possible condition. These standards define what is expected of custodial staff, regardless of staff turnover, type of facility, or amount of area to be cleaned and maintained. Standards enable managers and supervisors to measure program and staff performance, to compare that performance to an expectation, and to remedy deficiencies identified. With these criteria, individual custodians can be trained and evaluated, and the program can be evaluated to determine whether it is meeting its objectives.

- **Develop task lists and checklists for the performance of custodial services and evaluate actual performance against these checklists.** Custodians have a variety of tasks and managers in the Division are responsible for ensuring their custodial staff knows these tasks. To effectively manage the level of service delivered by custodians, managers of the Division should enhance the extent of management tools utilized for the management of this service. These tools are presented below.
  - Develop a task list for custodians. A task lists a significant management tool because it efficiently reminds custodians of the frequency and nature of the tasks to be performed. In addition, it explicitly, but briefly, explains how these tasks should be properly completed. Some of these duties such as emptying wastebaskets can be attended to once a day while others such as mopping may need to be done only twice-a-week.
  - Develop a custodial checklist. Division managers also need a record that those tasks have been completed. A checklist is a management tool that provides that record. It is different from a task list in several ways. First, unlike the task list, it would require the custodian to indicate the date and time that tasks have been completed. Second, the checklist enables the custodian to note any items or areas needing special attention or repair. Third, it serves as an inspection form on which custodial supervisors or inspectors review and record how well specific areas have been cleaned. This management tool helps Division managers fulfill their responsibilities to monitor performance and measure it against specified standards.
  - Develop an inspection form. This tool differs from the task list and the checklist in that managers use the inspection form to document the quality of work that has been performed. An important management function is the measurement of performance and the comparison of that performance to an established standard. Inspection forms enable managers to address

this responsibility. These forms may list each area or item to be cleaned and provide a space in which the manager can rate the condition of the area / item. Inspections need to occur at regular intervals to help ensure satisfactory completion of all tasks. These inspections should occur not less than once a week. The results of the inspections should be integrated into the performance evaluation of the custodians.

The use of proper management tools enables managers to guide the delivery of custodial services. The adoption of relevant program standards; the use of task lists, checklists and inspection forms are tools or steps to help enable managers guide their programs more effectively.

**Recommendation #66: A Custodian Supervisor should develop custodial cleanliness standards for recreation centers.**

**Recommendation #67: A Custodian Supervisor should develop custodial task lists, checklists and inspection forms.**

**Recommendation #68: A Custodian Supervisor should be assigned responsibility for the supervision of all custodians in the Recreation Services Division and assuring recreation centers meet proper levels of cleanliness.**

**15. ADOPT A WRITTEN POLICY REGARDING CRITERIA FOR THE ESTABLISHMENT OF RECREATION PROGRAMS.**

At present, the Recreation Services Division lacks a clear written policy that provides criteria for establishing recreation programs. The Division, therefore, lacks a good sense of direction for establishing what the core recreation services should be for the Recreation Services Division. This results in managers and supervisors having difficulty in determining the types of programs that should be offered.

Overall, the recreation programs being offered at the recreation centers are driven more by the manager of the recreation center than upon program criteria and policies developed by the management of the Recreation Services Division.

The Recreation Services Division should develop and adopt criteria to support a

quality and efficient recreation experience for the residents of the City. These criteria should support the delivery of core recreation programs, and focus on the establishment of what constitutes a quality experience, operational, and cost recovery goals, marketing and communication standards for users to track the desired outcomes of the program and that hold staff accountable to meeting these standards. The existing core recreation services that meet these criteria for the Division include aquatic programs and services (swim lessons, public swim, and swim team), youth and teen services, senior services, cultural recreation, community wellness and fitness, adult sports, and therapeutic recreation.

Upon development of the policy and its adoption by the Division and the Department, staff of the Division should be trained on the criteria and then evaluate, from their perspective, which recreation programs meet the criteria and which do not.

**Recommendation #69: The Recreation Services Division should develop and adopt recreation program criteria to support a quality and efficient recreation experience for the residents of the City.**

**Recommendation #70: Upon development and adoption of the criteria, build recreation programs around the criteria to create a lifetime user and control a significant amount of the recreation market in Alexandria.**

**16. CONTINUE TO DEPLOY AND UTILIZE THE RECTRAC INFORMATION SYSTEM**

RecTrac is a fully integrated recreation software system that supports the delivery of recreation services. This software program is available at each recreation center. The software program provides twelve integrated software modules including activity registration, facility reservation, pass management, point of sale inventory and tickets, point of sale theatre / venue ticketing, league scheduling, equipment / site rentals, personal trainer scheduling, court reservations, trip reservations, locker rentals,

golf course management, and incident processing and reporting.

The Recreation Services Division does not need all of these modules. It does not manage golf courses, for example, and would not require that module. However, the Division is not fully utilizing the capabilities of RecTrac to manage service delivery. The opportunities to improve the use and deployment of RecTrac are presented below.

- Consolidated reports are not yet made available to the Department Director.
- Reports as they are currently constituted do not provide useful information for management.
- Reports are not used to track progress specifically related to strategic goals and objectives in the comprehensive / strategic plan.
- Reports do not include information on participation at the after school and other program levels by center.
- RecTrac is not used uniformly to register for activity registration. Chinquapin and Durant Centers use the system to register customers for classes, Mount Vernon and Ramsay use RecTrac to track usage of their Centers by type of activity / use. The rest of the Centers do not use RecTrac in this capacity.
- Youth Sports uses a separate system, Paradox, for activity registration for recoding names of leagues, teams, players, etc. Information is entered twice: once into RecTrac and again into Paradox. Youth Sports uses a manual scheduling systems for facilities, practices, games, statistics, team rosters, attendance, etc
- The current version of RecTrac is not currently set up to tie scanning of participant passes to type of activity utilized.
- RecTrac is not used to track revenue and expenses associated with Youth Sports activities.
- RecTrac is not uniformly used to track activity participation and attendance.
- Recreation centers with after school programs do not use RecTrac to track participation in various structured activities.
- RecTrac is not uniformly used to schedule facilities or reservations.
- Cora Kelly, Patrick Henry, Charles Barrett do not use RecTrac for facility



reservation to manage facility use to track reservations, check availability of facilities, to track fees including deposits etc.

The Division Chief, Administrative Services and the information technology staff within Administrative Services should develop a deployment plan for RecTrac for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then work with these managers and supervisors to fully deploy RecTrac. The Division Chief, Administrative Services should work with the Division Chief, Recreation Services, the Deputy Director, Recreation Services and the Director of Recreation, Parks and Cultural Activities to develop templates for monthly reports based upon data captured within RecTrac. The Division Chief, Administrative Services should utilize the staff assigned to the Administrative Division to audit attendance data and other key workload data captured within RecTrac. In conducting these activities, the Division Chief, Administrative Services should be able to answer affirmatively the following questions regarding the use and deployment of RecTrac within the Recreation Services Division:

- Is RecTrac in use at all recreation centers and for all recreation programs including teens, adult and youth sports?
- Is RecTrac used as a management tool by management and supervisors of the Recreation Services Division?
- Are management level passwords known only to management?
- Is access to adjustments, i.e., adjusting inventories, cash sales, etc. restricted to management?
- Are month ending inventories compared to physical inventories and variations exceeding 2% or \$450.00 investigated and reported to the Deputy Director and Director?
- Are inventories loaded and updated timely?

- Are cashiers prevented from reading daily sales?
- Is all rental equipment loaded and controlled through RecTrac?
- Are demographics loaded?
- Are the following daily financial reports being run from RecTrac?
  - Daily activity reports (DAR)?
  - General ledger distribution report?
  - Cash journal?
  - Rental contracts?
- Are the following management reports being run from RecTrac?
  - Class rosters?
  - Instructor roster?
  - Other sales history report?
  - Transaction code report?
  - By hour sales report?
  - Calendars?
- Is facilities management performed using the facility registration module?
- Are activities being scheduled using RecTrac?
- Is the DAR being transmitted electronically to the Administration Division Fiscal Officer?
- Are tournaments and leagues managed through RecTrac?

**Recommendation #71: The Division Chief, Administrative Services and the information technology staff within Administrative Services should develop a deployment plan for RecTrac for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then work with these managers and supervisors to fully deploy RecTrac.**

**Recommendation #72: The Division Chief, Administrative Services should work with the Division Chief, Recreation Services, the Deputy Director, Recreation Services and the Director of Recreation, Parks and Cultural Activities to develop templates for monthly reports based upon data captured within RecTrac.**

**Recommendation #73: The Division Chief, Administrative Services should utilize the staff assigned to the Administrative Division to audit attendance data and other key workload data captured within RecTrac.**

**17. THE RECREATION SERVICES DIVISION SHOULD EVALUATE THE ALLOCATION OF STAFF AMONG THE RECREATION CENTERS AND ALIGN THE AMOUNT OF STAFF AT EACH CENTER WITH THE DEMAND FOR RECREATION SERVICES AT EACH CENTER.**

The Division is authorized a total of 87.1 full-time equivalent staff. This includes 46 full-time staff, and 40.1 part-time staff (expressed in terms of full-time equivalent staff). In addition, the Division is authorized \$1.3 million in seasonal part-time funding.

The table below presents the allocation of this staff by facility or program.

Facility / Program	Full Time	Part Time	Total Full & Part-Time	Custodial	Seasonal Part Time Funding
Administration	3.0	1.6	4.6	0.0	\$42,368
Adult Sports	2.0	0.9	2.9	0.0	\$37,822
After School	1.0	4.8	5.8	0.5	\$17,394
Charles Barrett Recreation Center	3.0	2.6	5.6	1.0	\$27,874
Charles Houston Recreation Center	5.0	3.0	8.0	2.0	\$125,726
Chinquapin Recreation Center	7.0	6.9	13.9	3.05	\$329,241
Cora Kelly Recreation Center	6.0	4.6	10.6	3.0	\$55,365
Jerome "Buddie" Ford Nature Center	2.0	2.1	4.1	0.5	\$3,619
Mount Vernon Recreation Center	4.0	3.1	7.1	1.0	\$66,899
Municipal Pools	-	0.5	0.5	0.0	\$260,563
Nannie J Lee Recreation Center	3.0	2.9	5.9	1.0	\$27,368
Patrick Henry Recreation Center	3.0	1.7	4.7	1.0	\$47,878
Playgrounds	0.0	0.0	0.0	0.0	\$108,820
Teen Program	1.0	-	1.0	0.0	\$16,123
William Ramsay Recreation Center	4.0	5.2	9.2	1.5	\$109,568
Youth Sports	2.0	0.5	2.5	0.0	\$39,024

As the table indicates, there is considerable variation in the allocation of staff amongst the various recreation centers. The findings and conclusions regarding this variation are presented in the paragraphs below.

- Excluding custodial staff, the median number of full and part-time recreation staff assigned to the nine recreation centers (including the Jerome “Buddie” Ford Nature Center) was six staff.

- Excluding custodial staff, the number of full and part-time recreation staff assigned to the nine recreation centers varied from a low of 3.6 at the Jerome “Buddie” Ford Nature Center to a high of 10.85 staff at the Chinquapin recreation center.
- The square footage of the recreation center does not consistently have a direct bearing on the allocation of full and part-time staff at each center (excluding custodial staff). Chinquapin, for example, has proportionately fewer staff than the Charles Houston, Mount Vernon, and Cora Kelly recreation centers. (This reflects the square footage for the new Charles Houston recreation center).
- The square footage of the recreation center does not consistently have a direct bearing on the allocation of seasonal staff funding levels as indicated in the table below. Charles Barrett, Cora Kelly, and the Nannie J. Lee recreation centers have proportionately almost one-half the seasonal part-time funding as Patrick Henry and the William Ramsey recreation centers.

The project team is not recommending the allocation of staff based upon the size of a recreation center. The allocation of full-time, part-time, and seasonal part-time funding at each recreation center should be based upon such factors as the demand and diversity of recreation services. However, even considering these factors, the allocation of staff does not appear aligned. Examples of this discrepancy are provided below.

- For the time period from July 2006 through March 2007, data generated by RecTrac indicated that attendance at the Nannie J. Lee recreation center was 43,806 versus 28,341 for the Patrick Henry recreation center or 55% more. However, the allocation of full-time staff at each center are identical; both are allocated two full-time recreation staff, and the Patrick Henry recreation center is allocated 75% higher level of seasonal part-time funding than the Nannie J. Lee recreation center.
- While the Cora Kelly, Mt. Vernon, and William Ramsey recreation centers each deliver childcare services, the level of seasonal part-time funding varies significantly at each center ranging from \$55,365 at the Cora Kelly recreation center to \$109,568 at the William Ramsay recreation center. Yet the attendance from July 2006 through March 2007 at the Cora Kelly recreation center exceeded that of the William Ramsay by 28%. The attendance at Mt. Vernon exceeded that of the William Ramsay recreation center by 19%.

Overall, there does not appear to be an effective alignment between the demand for

recreation services at a recreation center and the amount of full-time or part-time staff or the seasonal part-time funding.

**Recommendation #74: The Deputy Director, Recreation Services, assisted by the Division Chief, Administrative Services, should work with the management and supervisory team of the Recreation Services Division in the analysis of the allocation of full-time and part-time staff and seasonal part-time funding, and develop proposals to more effectively align staff resources at each recreation center with the demand for services at each recreation center.**

**18. SOME RECREATION SUPERVISORS SHOULD BE UTILIZED MORE EFFECTIVELY IN THE DELIVERY OF RECREATION SERVICES.**

Not all of the full-time Recreation Supervisors are utilized effectively in the delivery of recreation services. In some cases, this is appropriate. The Recreation Supervisor V at the Chinquapin recreation center should be expected to be a full-time administrator given the demand for services and the breadth of services delivered at that recreation center.

In other instances, however, recreation supervisors should be utilized for direct delivery of services, and are functioning instead as administrators. For example:

- The Recreation Supervisor 2 position at the Charles Houston recreation center assisted the Center Director in the development and implementation of programs, and supervised daily operations of program and custodial staff. This is unnecessary administrative overhead. This position should be utilized for direct delivery of recreation services at the Charles Houston recreation center.
- The Recreation Supervisor 2 position at the William Ramsay recreation center functions as the “Assistant Center Director”, serving as the primary point of contact for the Licensed After School program, and assists the Recreation Supervisor 4 with staff oversight and center program operations. This is unnecessary administrative overhead. This position should be utilized for direct delivery of recreation services at the William Ramsay recreation center.
- The Recreation Supervisor 2 position at the Mt. Vernon recreation center functions as the “Assistant Center Director”, serving as the primary point of contact for the Licensed After School program, and assists the Recreation Supervisor 4 with staff oversight and center program operations. This is

unnecessary administrative overhead. This position should be utilized for direct delivery of recreation services at the Mt. Vernon recreation center.

It should be noted that other recreation centers do not utilize recreation supervisors as “assistant directors.” This includes the Charles Barrett, Nannie J. Lee, Patrick Henry, and Cora Kelly recreation centers.

In addition, the Recreation Supervisor 4 positions at each of the recreation centers are functioning as full-time administrators, and are not involved in the direct delivery of recreation services. In the case of the Chinguapin recreation center, this is not unexpected. However, at other recreation centers, these Recreation Supervisor 4 positions should be utilized in the direct delivery of recreation services and programs for not less than one-half of their available work hours.

**Recommendation #75: The Recreation Supervisor 2 positions at the Charles Houston, William Ramsay, and Mt. Vernon recreation centers should be utilized full-time in the direct delivery of recreation centers.**

**Recommendation #76: The Recreation Supervisor 4 positions at the recreation centers should be utilized in the direct delivery of recreation services and programs for not less than one-half of their available work hours.**

## **19. OUTSOURCE THE MAINTENANCE OF SWIMMING POOLS**

At present, the Division uses lifeguards to maintain and repair the seven swimming pools. The level of experience of the lifeguards in the maintenance of these pools is insufficient given the investment by the City in these assets, particularly Chinguapin. The knowledge required for maintenance of pumps, filters, mechanical and electrical systems requires specialized knowledge.

The City should outsource the specialized maintenance of pools, with the exception of routine maintenance such as testing pool water using a chemical kit to verify the readings on the automatic chemical testing units, adjusting pool water

chemical balance as needed by adding chemicals to water, performing clean up duties for pool facilities such as vacuuming pools and facilities, chemical treatments of pools, etc. These routine duties should continue to be performed by the lifeguards. The more complicated duties should be outsourced.

The project team utilizes a benchmark of 4 hours of maintenance per pool per week. This would indicate that during the on-season, a total of 28 hours of maintenance would be required for the seven pools. Since 6 of the 7 pools are open for two months, this would require approximately \$4,800 to outsource the maintenance of the pools to a pool maintenance contractor. The outsourcing of the maintenance of the pool at Chinquapin would cost approximately \$5,200 annually. The costs of outsourcing are summarized in the table below.

<b>Recommendation</b>	<b>Annual Cost Increase</b>
Outsource the maintenance of pools	\$10,000

**Recommendation #77: Outsource the maintenance of swimming pools.**

**20. THE ALLOCATION OF STAFF WITHIN THE RECREATION SUPERVISOR SERIES AND THE RECREATION LEADER SERIES SHOULD BE MODIFIED.**

At present, the Recreation Services Division has two different recreation classification series: Recreation Leader and Recreation Supervisor. The Recreation Leader series is used for part-time or seasonal staff.

As noted previously, some of the Recreation Supervisors are utilized as managers and not for program delivery.

- The Recreation Supervisor 2 position at the Charles Houston recreation center assisted the Center Director in the development and implementation of programs, and supervised daily operations of program and custodial staff. This is unnecessary administrative overhead. This position should be utilized for direct delivery of recreation services at the Charles Houston recreation center.

- The Recreation Supervisor 2 position at the William Ramsay recreation center functions as the “Assistant Center Director”, serving as the primary point of contact for the Licensed After School program, and assists the Recreation Supervisor 4 with staff oversight and center program operations. This is unnecessary administrative overhead. This position should be utilized for direct delivery of recreation services at the William Ramsay recreation center.
- The Recreation Supervisor 2 position at the Mt. Vernon recreation center functions as the “Assistant Center Director”, serving as the primary point of contact for the Licensed After School program, and assists the Recreation Supervisor 4 with staff oversight and center program operations. This is unnecessary administrative overhead. This position should be utilized for direct delivery of recreation services at the Mt. Vernon recreation center.

Another series should be created: Recreation Coordinator. This series should be utilized for those full-time recreation staff that does not supervise a recreation center or a citywide program such as sports, teen programs, or aquatics. The role of a recreation coordinator should be to plan, organize and lead a variety of recreational activities for all age groups including leading recreational activities such as (but not limited to) athletic leagues, workshops, after school programs, enrichment classes, special events, field trips, and sports instruction. This classification series should be utilized for those full-time staff engaged in delivery of recreation services including the supervision of recreation leaders.

**Recommendation #78: Establish a new classification series of Recreation Coordinator.**

**Recommendation #79: Allocate all full-time recreation staff to this series that do not supervise recreation centers or a citywide program such as sports, teen programs, or aquatics.**

**21. THE RESPONSIBILITY FOR SUPERVISION OF THE AFTER SCHOOL AND SUMMER PLAYGROUND PROGRAMS SHOULD BE ASSIGNED TO THE CLOSEST RECREATION CENTER.**

The responsibility of the Recreation Supervisors functioning as “directors” of recreation centers should not end at the property line for the recreation center. It should



include the responsibility for supervision of recreation programs in the neighborhoods that utilize the recreation center. This would include the responsibility for supervision of the five After School programs at elementary school sites, two middle school site after school programs, six summer playground programs, and two grant programs (snacks of the summer playground program).

In all cases, these programs are delivered close to recreation centers. For example:

- The John Adams elementary school, site of out of school program, is located less than one mile from the William Ramsey recreation center.
- The George Mason elementary school, site of out of school program, is located less than one mile from the Mt. Vernon recreation center.
- The MacArthur elementary school, site of out of school program, is located a little more than one mile from the Chinguapin recreation center.
- The Jefferson-Houston elementary school, site of out of school program, is located a little more than one mile from the Charles Houston recreation center.

The responsibility of the Recreation Supervisors functioning as “directors” of recreation centers should include an assessment of the recreation needs of the neighborhoods that these centers serve, and how best to meet these needs including the delivery of programs outside of the recreation centers at elementary schools, middle schools, high schools, playgrounds, etc.

The Recreation Supervisor 4 position and the Recreation Supervisor 1 position assigned responsibility for the Out-of-School Programs, and 6 summer playground programs should be reallocated to recreation centers that lack sufficient full-time resources. This could include the Jerome “Buddie” Ford Nature Center, the Charles Houston, Charles Barrett, Nannie J. Lee or Cora Kelly recreation centers.

**Recommendation #80:** The responsibility of the Recreation Supervisors functioning as “directors” of recreation centers should include an assessment of the recreation needs of the neighborhoods that these centers serve, and how best to meet these needs including the delivery of programs outside of the recreation centers at elementary schools, middle schools, high schools, playgrounds, etc.

**Recommendation #81:** The Recreation Supervisor 4 position and the Recreation Supervisor 1 position assigned responsibility for the Out of School Programs, and 6 summer playground programs should be reallocated to recreation centers that lack sufficient full-time resources. This could include the Jerome “Buddie” Ford Nature Center, the Charles Houston, Charles Barrett, Nannie J. Lee, or Cora Kelly recreation centers.

**22. THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD DEVELOP PLANS TO PROVIDE RECREATION SERVICES IN THE SOUTHWEST PORTION OF THE CITY.**

The Department does not provide recreation services in the southwest portion of the City. The department lacks facilities to deliver these services in the southwest portion of the City.

The Deputy Director of the Recreation Services Division should be assigned responsibility for the evaluation of public or private facilities that are available in the southwest portion of the City and the development of a proposal for the consideration of the City Manager’s Office for the delivery of recreation services to fill this gap in service delivery.

This should include the evaluation of the construction of a new multi-generation recreation center. The possible construction cost for this new center should be expected to approximate \$15 million to \$16 million.

**Recommendation #82:** The Deputy Director of the Recreation Services Division should be assigned responsibility for the evaluation of public or private facilities that are available in the southwest portion of the City and the development of a proposal for the delivery of recreation services to fill this gap in service delivery including the construction of a multi-generational recreation center.

**23. THE RECREATION SERVICES DIVISION SHOULD PREPARE A COMPREHENSIVE PLAN FOR THE DELIVERY OF RECREATION SERVICES FOR THE CHARLES HOUSTON RECREATION CENTER.**

The new Charles Houston recreation center will provide a new gymnasium, dance room, fitness room, boxing room, children's game room, computer lab, outdoor swimming pool, senior center, pre-school program, seniors room, boxing room, and a community meeting room. The new center is scheduled to open in late winter of 2009. This project represents an investment of \$35 million by the City, and the construction of a 35,000 square foot recreation center.

The expenditure of this amount of capital funds for this new center suggests the need to revitalize the extent of recreation service delivery that has existed in this recreation center. Before the center was closed for demolition, the center offered no programmed recreation services besides boxing.

The exhibit at the end of this chapter presents a proposed recreation program for this center. The proposed recreation programs, by age group, would include the following:

- The amount of recreation programs proposed for children aged from 0 to 5 years would amount to 767 hours annually;
- The amount of recreation programs proposed for children aged from 6 to 12 years would amount to 2,026 hours annually;
- The amount of recreation programs proposed for teens aged from 13 to 18 years would amount to 2,907 hours annually; and
- The amount of recreation programs proposed for adults aged would amount to 1,869 hours annually.

This amounts to 7,569 hours of recreation programming. Not all of these recreation programs would be delivered at the center. Some of these programs would be delivered at the surrounding parks or the adjacent middle school.

The Deputy Director for Recreation Services, the Division Chief, Recreation Services, and the Recreation Supervisor 4 that will be assigned to this center should evaluate the level and extent of recreation services proposed for this center as proposed by this program, determine how to phase in the development of this program, and evaluate the extent of recreation leaders proposed in this program. The project team does not recommend additional full-time staff resources; there is sufficient full-time staff at the Charles Houston recreation center.

**Recommendation #83: The Deputy Director for Recreation Services, the Division Chief, Recreation Services, and the Recreation Supervisor 4 that will be assigned to the Charles Houston recreation center should evaluate the level and extent of recreation services proposed for this center as proposed by the project team, determine how to phase in the development of these recreation services, and evaluate the extent of recreation leaders required.**

Recreation Program Proposed for the  
 Charles Houston Recreation Center

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
<b>Age Group: 0 - 5 Years</b>					
Intergenerational (parents)	Support group for parents with children under 1 year of age	Support group for new parents	1 X 44	1	1.50
	Mom & Toddler Workout	Efficient, child-friendly exercise class for moms and their toddler, ages 1 to 3	2 x 8	2	1.00
	Mother's Play Group (Birth - 5 Years)	Parents and children interact with others	Ongoing	1	2.00
Enrichment	Storytelling program (4 - 5 Years)	Storytelling	2 x 10	1	0.75
	Tot Building Blocks (3 - 5 Years)- Level 1	Focus on preparing children for kindergarten, helping them learn to read and write. One-on-one attention is given to each child to help them progress at a steady rate	2 x 8	2	1.00
	Tot Building Blocks (3 - 5 Years)- Level 2	Focus on preparing children for kindergarten, helping them learn to read and write. It builds on Level 1, and is well suited for kindergarten students in need of additional practice with reading and handwriting	2 x 8	2	1.00
Wellness / Fitness	Mi Ki Do Rough and Tumble	Exercise Program that includes martial arts.	2 x 10	1	1.00
	Kicks for Soccer Tots (2-5 Years)	Emphasis on social, physical and technical skills	2 X 8	1	0.75
	Gymnastics (1.5 to 2.5 years)	Gymnastics instruction	30 x 4	1	0.50
	Gymnastics (2.5 to 5 years)	Gymnastics instruction	30 x 4	1	0.50
	Tiny Tot Tennis & Fitness Fun (4 - 5 Years)	Learn tennis fundamentals	2 x 1	5	4.00
	Tiny Tots (3-5 years)	Gymnastics instruction and activities for preschoolers	2 x 10	1	1.00
Aquatics	Water Exploration (6 – 18 months)	Parents practice techniques to help their child become adjusted to water.	1 x 8	1	0.50

Exhibit 12 (2)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Water Orientation (19 – 36 months)	Parents practice techniques to help their child become adjusted to water.	1 x 8	1	0.50
	Seahorses Water Orientation (3 – 5 years)	Parents practice techniques to help their child become adjusted to water.	1 x 8	1	0.50
	Frogs Water Exploration (3 – 5 years)	Parents practice techniques to help their child become adjusted to water.	1 x 8	1	0.50
	Salamanders Advanced Water Exploration (3 – 5 years)	Emphasis on breath control, buoyancy, changing direction, and water safety.	1 x 8	1	0.50
	Hammerheads Primary Skills (4-5)	Emphasis on breath control, buoyancy, changing direction, and water safety.	1 x 8	1	0.50
Arts and Crafts Classes	Art Start for Tots and Kids (18 months - 3 Years)	Parent and Child explore drawing, painting, collage, etc.	4 x 9	1	0.75
	Art Start Pre-Schoolers (3.5 - 5 Years)	Parent and Child explore drawing, painting, collage, etc.	2 x 10	1	0.75
Culture and Dance	Kinder Ballet Session I (3-5 Years)	Beginning Ballet	4 x 6	1	0.75
	Kinder Ballet Session II (3-5Years)	Continuation of Kinder Ballet I	4 x 6	1	0.75
	Creative Kids (3-5 Years)	Literature-based drama program. Explore and re-enact selected children's books.	5 x 9	1	0.75
	Cartriona's Castle Hands On Children's Theatre (3-5 Years)	Theatre related skills and games	5 x 5	1	1.00
	Classic Tales 'n Tunes (18 months - 4 Years)	Child and parent - interactive story reading, music making, puppetry, creative movement, etc.	5 x 9	1	0.75
	Music Together (2-5 Years)	Child and parent participate in songs, movement and instrument play.	5 x 8	1	0.75
	Little Hands Kindermusic Imagine That (3-5 Years)	Pretend play integrated with music, storytelling, movement, and instruments.	2 x 12	1	0.75
	Little Hands Kindermusic Our Time (1.5 - 3 years)	Child and parent enjoy singing, dancing, and simple instruments.	1 x 15	1	0.75
	Little Dancers (3 - 5 years)	Focus on rhythm, coordination, balance and creative movement.	1 x 10	1	0.75

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Music Tots (1-3 Years)	Child and parent enjoy educational music and movement	2 x 6	1	0.75
Special Events	Halloween Carnival	Fall special event	1 x 1	1	1.00
	Winter Wonderland	Winter special event	1 x 1	1	1.00
	Wee Wheels on Parade	Spring special event	1 x 1	1	1.00
	Affaire in the Gardens	Summer special event	1 x 1	1	1.00
<b>Age Group: 6 - 12 Years</b>					
Enrichment	Afterschool Care and Homework (Ages 5 - 12)	Low student / tutor ratio providing personalized instruction, and well-structured curriculum.	1 x 36	4	3.00
	Creative Writing (Ages 8 - 12)	Class reinforces core-writing skills such as effective use of words, grammar, punctuation, spelling and structure.	1 x 4	1	1.00
	Super Reading (9 - 12)	Increases reading speed and comprehension	1 x 8	1	1.00
	Mad Science - Crazy Chemworks	Introduction to science	1 x 4	1	1.00
	Counselor In Training Program	Learn to work with younger children	1 X 44	1	1.50
	Introduction to Computers	Learn the basics of Microsoft® programs - Windows™, Word™, Excel™, Access™ and PowerPoint™.	4 x 10	1	1.00
Wellness / Fitness	Zumba Kids Aerobics (8 - 12 Years)	Dance inspired cardio aerobics. Beginner and Intermediate Levels.	1 x 10	1	1.00
	Mi Ki Do Kickboxing Kids (6 - 12 Years)	Beginning Mi Ki Do Martial Arts	4 x 10	1	1.00
	Tae Kwon Do (6 - 12 Years)	Any level through 4th degree Black Belt	4 x 10	1	1.00
	Bicycling 101(6 - 12 Years)	Performance, equipment, safety, maintenance basics	1 x 10	1	3.00
	Kicks for Soccer Kids (6 - 12 Years)	Emphasis on social, physical and technical skills	1 x 8	1	1.00
	Gymnastics	Gymnastics instruction	1 x 8	2	1.00
	Zumba Kids Aerobics	Dance inspired cardio aerobics. Beginner and Intermediate Levels.	1 x 8	1	1.00
	Volleyball, Level 1	Introduction to volleyball	1 x 4	1	1.00

Exhibit 12 (4)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Volleyball, Level 2	Fine tune basic volleyball techniques	1 x 4	1	1.00
	Table Tennis	Table tennis fundamentals instruction	1 x 10	1	1.00
	Dodge Ball	Participants will have an opportunity to learn basic skills, rules, terminology and strategies of dodge ball through practice and game play.	1 x 10	1	1.00
	Ice Skating	Fundamentals of ice-skating.	1 x 4	1	1.00
	Flag Football	Flag football fundamentals instruction	1 x 10	1	1.00
	Basketball 101 (6-9 Years)	Basketball fundamentals instruction	1 x 10	1	1.00
	Basketball 101 (10-12 Years)	Basketball fundamentals instruction	1 x 10	1	1.00
	After School Hoops	After school basketball	1 x 10	1	1.00
	Summer Basketball League	The program features fundamentals of the game. All teams are coed.	1 x 10	1	2.00
	Boys Baseball	Baseball instruction and physical conditioning	1 x 10	1	2.00
	Girl's Softball (9-11 Years)	Softball instruction and physical conditioning	1 x 10	1	2.00
	Boxing	Boxing instruction and physical conditioning	1 X 44	1	1.50
	Beginning Tennis	Tennis instruction for beginners	4 x 4	2	1.00
	Advanced Beginning Tennis	Tennis instruction for second level beginners	4 x 4	2	1.00
	Intermediate Tennis	Tennis instruction for intermediate level players	4 x 4	2	1.00
Aquatics	Hammerheads Primary Skills	Emphasis on breathing to the side, front and back crawl, treading water, and water safety skills.	1 x 8	5	1.00
	Crocodiles Primary Skills	Emphasis on successful water adjustment, safety skills, and floating with support.	1 x 8	5	1.00
	Otters	Emphasis on breath control, buoyancy, changing direction, and water safety.	1 x 8	5	1.00
	Seals Stroke Development	Develop competency in front and back crawl, elementary backstroke, breaststroke, butterfly, diving, and water safety skills.	1 x 8	5	1.00
	Inner Tube Water Polo Camp (6 - 12 Years)	Inner tube Water polo instruction	1 x 8	2	1.00
	Camp-outs at the pool (8 - 12)	Swimming, BBQ, games/crafts, camp out at the pool overnight	1 x 1	1	15.00



Exhibit 12 (5)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Family Fun Days	Special Event	3 x 8	1	3.00
	Pool Party Packages	Birthday Party program at the pools	1 x 8	4	2.00
	Hot Tuesday Nights	Special Event	1 x 8	1	1.50
	Dolphins Stroke Refinement	Continue the refinement of strokes, surface dives and turns in preparation for swim team or fitness swimming.	1 x 8	5	1.00
Arts and Crafts classes	Into to Art of Mosaics	Introduction to mosaic art, including history, basic techniques and equipment.	3 x 8	1	2.00
	Mind Blowing Magic (10 - 12 Years)	Intro to basic magic techniques.	1 x 8	1	1.50
Culture and Dance	Ceramics for Kids (10 - 12 Years)	Introduction to ceramics	1 x 8	1	1.50
	Ballet I (6 - 12 Years)	Basic ballet.	2 x 9	1	1.00
	Ballet II Session II (6 - 12 Years)	Continuation of Ballet II	2 x 6	1	1.00
	Tap (6 - 12 Years)	Basic tap dance	2 x 10	1	0.50
	Hip Hop Dance (6 - 12 Years)	Basic hip-hop technique.	2 x 10	1	0.50
	Modern Dance (6 - 12 Years)	Basic modern dance	1 x 10	1	0.50
	Modern/Jazz Combo (6 - 12 Years)	Introduction to Modern and Jazz dance styles.	1 x 10	1	0.50
	From Page to Stage (8 - 12 Years)	Basics of acting	1 x 10	1	1.00
	Middle School Dances (11 - 12 Years)	Dance and hang out with other 11 and 12 year olds	2.00	1	2.50
	Saturday Evenings Out (7-12 years)	Participate in games, crafts, movies, treats, and other activities	1 x 9	1	2.00
Camp	Summer Quest	Day camp with a focus on activities/field trips outside of Alexandria	1 x 9	5	2.00
	Basketball Camp	Basketball Camp with activities based around basketball games and activities	1 x 9	5	3.00
	Soccer Camp	Soccer Camp with activities based around basketball games and activities	1 x 9	5	3.00
	Arts & Crafts Camp	Day Camp with activities based around an arts & crafts theme.	1 x 9	5	2.00

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
Special Events	Halloween Carnival	Fall special event	1 x 1	1	1.00
	Winter Wonderland	Winter special event	1 x 1	1	1.00
	Wee Wheels on Parade	Spring special event	1 x 1	1	1.00
	Affaire in the Gardens	Summer special event	1 x 1	1	1.00
<b>Age Group: 13 - 18 Years</b>					
Enrichment	Homework Club	Students will receive help on homework, missing assignments, and projects	4 x 10	5	1.00
	SAT. Preparation (13 years and up)	Tips, practice, and feedback regarding the SAT. Exam	1 x 10	1	1.00
	Introduction to Computers	Focus is on individual instruction and tutoring for beginners through advanced. Instruction of computer fundamentals, word processing and the internet.	4 x 10	1	1.00
	Web Site Design	Use powerful digital tools and basic HTML to create web sites.	1 x 10	1	1.00
	Reading	A reading incentive program for independent readers.	4 x 10	1	1.00
	Power Up Program	After school program located at two middle schools.	1 x 44	1	2.00
	Leaders in Training Program	Program that develops leadership skills in teens through closely supervised job skills training and volunteerism.	1 x 9	5	5.00
	Teen Leadership Council	The purpose of these councils are to encourage leadership, build social skills, give back to the community and help guide young lives in a positive direction.	1 x 44	1	1.00
	Teen Center	Daily teen center. Activities include videos, music, craft projects, clubs, sports, etc.	4 x 10	5	2.00
Wellness / Fitness	Weight training	Focus is on improving physical fitness and muscular development through proper weight training and use of free weights.	4 x 10	3	1.00
	Pilates / Power Stretch	Pilates with an emphasis on balance, strength, and flexibility.	4 x 10	2	1.00

Exhibit 12 (7)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Mi Ki Do Kick Boxing	Basic Mi Ki Do Kickboxing	4 x 10	2	2.00
	Tai Chi Beginner	Beginning Tai Chi	4 x 10	2	2.00
	Tae Kwon Do	Any level through 4th degree Black Belt	4 x 10	2	2.00
	Volleyball, Level 1	Introduction to volleyball	1 x 4	1	1.00
	Volleyball, Level 2	Fine tune basic volleyball techniques	1 x 4	1	1.00
	Beginning Tennis	Tennis instruction for beginners	4 x 4	2	1.00
	Advanced Beginning Tennis	Tennis instruction for second level beginners	4 x 4	2	1.00
	Intermediate Tennis	Tennis instruction for intermediate level players	4 x 4	2	1.00
	Boxing	Boxing instruction and physical conditioning	1 X 44	1	1.50
	Gymnastics	Gymnastics instruction	1 x 8	2	1.00
	Flag Football	Flag football fundamentals instruction	1 x 10	1	1.00
	Basketball 101	Basketball fundamentals instruction	1 x 10	1	1.00
	After School Hoops	After school basketball	1 x 10	1	1.00
	Ice Skating	Fundamentals of ice-skating.	1 x 4	1	1.00
	Beginning Golf	Concentrated sessions of instruction that will encompass beginning and intermediate levels of instruction	1 x 10	1	2.00
	Power Up Program	After school program located at two middle schools. Sept 19 - June 16.	1 x 44	1	1.00
	Beginning Rock-climbing	Learning to rock climb outdoors	1 x 1	2	8.00
	Learn to sail	Learning to sail	1 x 2	1	1.00
	Open Gym	Basketball, volleyball, indoor soccer	1 x 44	1	1.00
	Soccer	Fundamentals of soccer	1 x 8	1	1.00
Aquatics	Beginner Level 1&2	Emphasis on water adjustment, breathe control, buoyancy, changing direction and water safety.	1 x 8	5	1.00
	Advanced Beginner Level 3&4	Emphasis on front and back crawl, elementary backstroke, sidestroke, treading water, and diving.	1 x 8	5	1.00
	Stroke Clinic	Stroke refinement with an emphasis on efficiency, power, and endurance.	1 x 8	5	1.00

Exhibit 12 (8)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Seals Stroke Development	Develop competency in front and back crawl, elementary backstroke, breaststroke, butterfly, diving, and water safety skills.	1 x 8	5	1.00
	Family Fun Days	Special Event	3 x 8	1	3.00
	Pool Party Packages	Birthday Party program at the pools	1 x 8	4	2.00
	Hot Tuesday Nights	Special Event	1 x 8	1	1.50
Arts and Crafts classes	Teen Arts Leadership Group	Build community, gain leadership and facilitation skills, explore various arts forms, plan and promote community events and facilitate arts workshops for other youth.	1 x 10	1	1.00
	Into to Art of Mosaics	Introduction to mosaic art, including history, basic techniques and equipment.	3 x 8	1	2.00
	Learning to paint and draw	Learn the fundamentals of drawing and painting	1 x 10	1	1.00
	Basic 35 mm Photography	Learning to use digital cameras	1 x 10	1	1.00
	Jewelry	Learn the basics of making jewelry	1 x 10	1	1.00
	Beginning Ceramics	This class is for beginners and those with experience.	1 x 10	1	1.00
Culture and Dance	Hip Hop 101	Students will learn basic hip hop moves, cartwheels, round offs, basic break dancing, sharpness in moves, and presenting their performance	2 x 10	1	1.00
	Salsa/Meringue - Beginners	Learn basic Salsa and Meringue patterns and combinations.	2 x 10	1	1.00
	Salsa/Meringue - Intermediate	Intermediate Salsa and Meringue patterns and combinations.	2 x 10	1	1.00
	Modern/Jazz Combo	Introduction to Modern and Jazz dance styles.	1 x 10	1	1.00
	From Page to Stage	Basics of acting	1 x 10	1	1.00
	Culture Club	Teens will enjoy a variety of activities including visiting museums, hiking, guest speakers presenting information on different cultures.	1 x 10	1	1.00
	High School Dances	Dance and hang out with other 13 through 18 year olds	2.00	1	2.50

Exhibit 12 (9)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Youth In Motion - Annual Dance Competition	Annual dance competition with a variety of dance forms of Stomp, Crump, Ballet, Tap, Hip Hop, Cheer or Step?	1 x 1	1	3.00
	Saturday Evenings Out	Participate in games, crafts, movies, treats, and other activities	1 x 9	1	2.00
Camp	Tennis Sports Camp	Emphasis of this half-day camp covers the basics of tennis	1 x 9	5	2.00
	Theater in the Park	Two-week theater camps focusing on theater games and skills	1 x 2	5	2.00
	Youth Sports Camps	Week-long sessions focusing on skill development and fun in baseball, volleyball, soccer, basketball, street hockey, flag football, or multi-sport	1 x 9	5	2.00
Special Events	Mid-week movies	Drop in to see the film of the week	1 x 8	1	2.00
	Teen Extreme Adventure	Teen excursions out-of-the-city.	6 x 1	1	1.00
<b>Age Group: 19 + Years</b>					
Enrichment	Money Matters Series	Assist individuals in setting financial and investment goals	1 x 4	1	1.00
	Investing 101	Learn everything you need to know about investing, including the basics, retirement planning, company plan distributions, stock strategies, mutual fund basics, college planning strategies and tax-free investing.	1 x 4	1	1.00
	EBay - Basics of Selling	Address the basics of selling on EBay	1 x 4	1	1.00
	Introduction to Computers	Focus is on individual instruction and tutoring for beginners through advanced. Instruction of computer fundamentals, word processing and the internet.	4 x 10	1	1.00
	Adult, Child CPR/First Aid & AED	Learn how to recognize and care for children (ages 1 to 8 years) suffering from breathing and cardiac emergencies.	1 x 1	1	3
	Living a Debt Free Life	Learn how to pay off all debt (mortgage too) in about 5-7 years, using current income.	1 x 1	1	3

Exhibit 12 (10)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	ABC's of Parenting	This class helps parents of school-age children gain an understanding of their children's development and behavior. Parents learn how to communicate effectively, encourage better behavior, use positive discipline techniques and teach responsibility.	1 x 4	1	2.00
	Parent / Teen Solutions	Parenting Solutions is designed to maximize family strengths and reduce behavioral problems in children.	1 x 4	1	2.00
	Bridge & Pinochle	Learn the basics of the game and play socially.	4 x 10	1	1.50
	Good Food, Fast Cooking	Learn hands-on how to prepare food with easy ingredients.	1 x 4	1	3
	Secrets to Weight Loss	Learn about weight loss, metabolism, why most diets don't work, etc.	1 x 1	1	3
	Interior Decorating Fundamentals	Learn to make over a room using what you own without spending any money.	1 x 1	1	3
	Food for health and soul	Learn to decrease the risk of chronic disease. This hands-on interactive class will teach you skills to modify family recipes for better health by decreasing sugar, fat, salt and sodium, and increasing fiber-rich foods during preparation. And etiquette.	1 x 1	1	3
	Prepare to stage your home to sell	This workshop covers decluttering, cleaning, repairing and staging your home for \$500 or less.	1 x 1	1	3
	AARP Driver's Safety Program	This is an opportunity to refresh your driving skills	1 x 1	1	3
	Garden Walk	Join a master gardener for an in-depth tour of gardens. Learn about the native and adaptable plants.	1 x 1	1	3
Wellness / Fitness	Aerobics	Low and High Impact / Rumba / Muscle Tone / Step Low Impact Fitness is offered for the mature adult looking for an all around general fitness program	4 x 10	2	1.00

Exhibit 12 (11)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	Jazzercise	Low Impact Aerobic class. Easy to follow dance routines to improve your cardio vascular system	4 x 10	2	1.00
	Stretch Workout	Using ballet, stretch, and conditioning techniques to strengthen, tone muscles, improve posture and enhance your flexibility	4 x 10	1	1.00
	Cardio N' Tone	Cardiovascular conditioning with muscle toning and strengthening exercises.	4 x 10	1	1.00
	Couples Shiatsu Massage	Learn a full body, energy balancing, oriental, massage without disrobing or oils.	1 x 10	1	1.00
	Yoga for Health	Exercise, strengthen and tone your muscles as you gently stretch and relax in body posture.	1 x 10	1	1.00
	Muscle Conditioning	Strengthen your muscles with resistive equipment such as dynabands, dumbbells, core boards and tubing.	4 x 10	1	1.00
	Adult Barre & Stretch	Emphasis on posture, breathing, flexibility, toning and conditioning using the barre.	4 x 10	1	1.00
	Prenatal Fitness	This class is designed by a certified pre-natal fitness instructor to help you continue your fitness regimen throughout your pregnancy.	1 x 10	1	1.00
	Postnatal Fitness	Certified post-natal fitness instructor guides you through a safe, functional and efficient full-body workout.	1 x 10	1	1.00
	Pilates / Power Stretch	Pilates with an emphasis on balance, strength, and flexibility.	4 x 10	2	1.00
	Feldenkrais: All Levels	Learn to relax, increase flexibility and improve the way you move by using a gentle and ingenious system of movement	1 x 10	1	1.00
	Living Pain Free	Learn how to restore function to your body and escape pain without drugs, surgery or other intervention.	1 x 1	1	1.00

Exhibit 12 (12)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/ Year (Weeks)	Times/ Week	Hours/ Session
	De-Stress Your Life	Learn the effects that stress has on the body and steps to take in order to “de-stress.” This technique, it can be applied to any area of your life	1 x 1	1	1
	Tai Chi Chuan	Introduction to Tai Chi Chuan.	1 x 10	1	1.00
	Nourishing Yourself from Inside Out	Learn how to prevent and reverse chronic diseases. Learn about the stressors on the body that lead to chronic disease that are preventable and reversible.	1 x 1	1	1.00
	Managing High Blood Pressure	Tips on managing your blood pressure.	1 x 1	1	2.00
	Volleyball, Level 1	Introduction to volleyball	1 x 4	1	1.00
	Volleyball, Level 2	Fine tune basic volleyball techniques	1 x 4	1	1.00
	Beginning Tennis	Tennis instruction for beginners	4 x 4	2	1.00
	Advanced Beginning Tennis	Tennis instruction for second level beginners	4 x 4	2	1.00
	Intermediate Tennis	Tennis instruction for intermediate level players	4 x 4	2	1.00
	Adult Gymnastics	The open workout allows individuals to perform gymnastics based on their ability using various equipment.	4 x 10	1	1.00
	Arthritis Foundation Exercise program	Class is done primarily sitting in chairs and is designed for people who are beginning and for people who have arthritis.	4 x 10	1	1.00
	Senior Barre & Stretch	Designed for seniors. Light exercise and stretching.	4 x 10	1	1.00
	Pickleball	Pickleball is an indoor game, a cross between tennis and paddleball.	4 x 10	1	1.00
	Sound Steps Walking Program	Join a Sound Steps walking group for adults age 50+. Meet other walkers and enjoy incentives, health seminars, walking maps, and special events.	1 x 44	1	1.00
	Introduction to Golf	Golf clinics and classes	1 x 8	2	1.00
	Sunday Evening Couple's Play	Golf clinics and classes	1 x 8	1	1.00
	Tai Chi Beginner	Beginning Tai Chi	4 x 10	2	2.00



Exhibit 12 (13)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/Year (Weeks)	Times/Week	Hours/Session
	Basic Dinghy Sailing	Learn to safely sail small boats	1 x 8	2	1.00
	Self-Defense for Women	The Self-Defense course is designed to empower women to feel confident by teaching them specific skills and techniques to defend themselves in potentially dangerous situations.	1 x 8	2	1.00
	Karate: Adults	Class for all belt levels and abilities. Through hard work and concentration, participants progress through various belt levels discover opportunities	4 x 10	2	2.00
	Tae Kwon Do	Any level through 4th degree Black Belt	4 x 10	2	2.00
Aquatics	Adult Beginner Level 1&2	Emphasis on water adjustment, breath control, buoyancy, changing direction and water safety.	1 x 8	2	1.00
	Adult Advanced Beginner Level 3&4	Emphasis on front and back crawl, elementary backstroke, sidestroke, treading water, and diving.	1 x 8	2	1.00
	Adult Stroke Clinic	Stroke refinement with an emphasis on efficiency, power, and endurance.	1 x 8	2	1.00
	Whatever Works	Exercise in shoulder-deep water. Class designed for seniors.	1 x 8	2	1.00
	Water Aerobics	Condition your heart and lungs and increase muscle flexibility and tone in this low-impact workout.	1 x 8	2	1.00
Arts and Crafts classes	Watercolor	Learn a variety of techniques while painting landscapes, florals, seascapes, and still life.	1 x 4	1	1.00
	Figure Drawing	Learn a variety of techniques while painting figures.	1 x 4	1	1.00
	Digital Camera and Photoshop	Learn all about the secrets of digital cameras through hands-on learning.	1 x 4	1	1.00
	Beginning Ceramics	This class is for beginners and those with experience.	1 x 10	1	1.00
	Jewelry	Learn the basics of making jewelry	1 x 10	1	1.00
	Glass	In this workshop you will learn how to cut glass, use patterns and practice lead and foiling techniques.	1 x 1	1	2.00

Exhibit 12 (14)

Type of Program	Extent of Program	Program Content	Frequency of Program		
			Times/Year (Weeks)	Times/Week	Hours/Session
	Into to Art of Mosaics	Introduction to mosaic art, including history, basic techniques and equipment.	1 x 8	1	2.00
Culture and Dance	Ballroom Dance: Beginning Smooth	Learn the basics of American-style smooth ballroom concentrating on fox trot, waltz, swing and tango.	1 x 10	1	1.00
	Community Theatre	Theatre for adults	4 x 10	1	2.00
	Hip Hop Adult	This class is for adults that would like to explore the latest dance craze.	1 x 10	1	1.00
	Jazz Dance	Jazz dance introduces participants to new rhythms, steps and movements in an exciting atmosphere of fun and hard work	1 x 10	1	1.00
	Swing Dance	Begins with the basics and takes you through the most popular variations.	1 x 10	1	1.00
Special Events	The Great American Backyard Campout	The Great American Backyard Campout is a national, one-night event sponsored by the National Wildlife Federation encouraging families, youth and individuals to campout overnight in their parks and discover the fun of being in the great outdoors	1 x 1	1	8.00
	Annual Family Parade	Attend the annual family parade and stay afterward to enjoy special children's activities	1 x 1	1	3.00
	Get Away Trips	Series of economical get away trips	1 x 4	1	2.00
	Film Series	Third Thursday of each month.	1 x 12	1	2.00
	Senior Health and Wellness Fair	Learn about the variety of Health and Wellness services offered in your community	1 x 1	1	3.00

## 4. ANALYSIS OF PARK OPERATIONS AND CAPITAL PROJECTS DIVISION

This chapter presents an analysis of the Park Operations and Capital Projects Division. The analysis includes the following:

- Capital project management;
- Park planning;
- Urban forestry;
- Park maintenance;
- Staffing requirements.

The chapter opens with a description of the parks, Natural Resources, and Capital Development Division.

### 1. THE PARK OPERATIONS AND CAPITAL PROJECTS DIVISION IS AUTHORIZED 60.8 FULL-TIME EQUIVALENT POSITIONS

The Park Operations and Capital Projects Division has a multi-faceted responsibility for the park system in the City. This responsibility is presented below.

- **Park maintenance staff maintains the City's park system.** This includes the daily maintenance of parks, multi-use trails, athletic fields, playgrounds, dog exercise areas, street medians, open space, basketball and tennis courts. This division is the logistical backbone of the organization and provides support for all operational divisions in the department. Operations include a seven-day a week maintenance program, providing care and maintenance of 60 athletic areas and fields, 127 parks, 17 dog parks, 45 playgrounds, and 20 miles of official off-street multi-use trails. The division also provides logistical support for more than 90 special and cultural events and festivals, as well as several hundred park and pavilion rentals per year. All athletic field permitting, scheduling and coordination with the public, city sponsored, and co-sponsored groups are performed by this Division. This division also provides staff for graffiti removal on public property and supervises the inmate work crews for daily and weekend work in the parks that help to keep the parks clean. In addition, this section is responsible for emergency response in inclement weather and emergency situations as required by the activation of the City Emergency Operations Center.

- **Park facilities maintenance staff is responsible for maintaining field and park irrigation systems, approximately 400 trail lights, and 23 athletic field lighting systems, including 13 ball fields and 10 tennis / basketball court lighting systems.** This section is responsible for the upkeep and repairs to park wooden and metal entrance signage and park regulatory signs, coordination of repairs to park restrooms, water fountains, interior and exterior painting, equipment repairs, special assigned maintenance projects and repairs, special assigned maintenance projects and repairs not handled by General Services. In addition, this section is responsible for emergency response in inclement weather and emergency situations as required by the activation of the City Emergency Operations Center.
- **Park equipment maintenance staff is responsible for the daily and routine preventative maintenance of over 200 pieces of park grounds and maintenance equipment.** This includes large turf mowers, aeration equipment, seeders and spreaders, back blades, tractors, string trimmers, snow blowers, snowplows, chainsaws, wood chippers, tree stump grinders and a portable aerial lift. This section is also responsible for coordinating preventative maintenance and repairs for all larger vehicles, such as trucks and cars, with the General Service Department, Fleet Services Division. In addition, this section is responsible for emergency response in inclement weather and emergency situations as required, by the activation of the City Emergency Operations Center
- **Park planning staff is responsible for the coordination and implementation of all of the Department park planning and park renovation programs, new park construction and open space projects.** Park Planning staff review all development plans submitted to the city in the context of open space, parkland, tree cover, landscaping and streetscape guidelines and requirements.  
  
**The horticultural is responsible for the planting and maintenance of over 130 planting sites throughout the City.** These sites include City Hall, waterfront parks, recreation centers, historic sites, other City facilities and all plantings in medians and entry portals throughout the City.
- **The urban forestry staff manages and oversees maintenance of all City trees,** including the care and maintenance of more than 17,000 street trees and 50,000 park trees. This section oversees contracted and staff tree care, administers the annual tree planting program, schedules City tree pruning within the right of way and in City parks and open spaces. In addition, the Urban Forestry section and the Horticultural section are responsible for emergency response in inclement weather and emergency situations as required, by the activation of the City Emergency Operations Center.
- **The capital projects staff is responsible for the development of the Department's Capital Projects Plan, Capital Budget, and the**

**implementation of the Department’s Capital Building Projects in partnership with the General Services Department.** These include the larger capital projects, such as Durant, Buddy Ford Nature Center and the Charles Houston Center, as well as the Capital Facilities Maintenance Program that identifies and schedules ongoing repairs and work to the Department’s buildings.

- **The Marina staff is responsible for the safe and successful operation of the City’s marina facilities on the Potomac River.** This is a 64-slip facility

The Park Operations and Capital Projects Division is authorized 60.8 full-time equivalent positions. The Division is also authorized a seasonal employee budget of \$372,898. A breakdown of the seasonal employee budget for the Division is presented in the table below.

<b>Cost Center</b>	<b>Seasonal Employee Budget</b>	<b>% of Total</b>
Special Services / Marina	\$39,406	10.6%
Planning / Horticulture	\$65,377	17.5%
West Side Parks	\$74,667	20.0%
East Side Parks	\$74,667	20.0%
Tree Maintenance	\$46,732	12.5%
Parks Administration	\$30,323	8.1%
Brenman Park	\$41,726	11.2%
<b>TOTAL</b>	<b>\$372,898</b>	<b>100.0%</b>

As the table indicates, 10.6% of the season employee budget is allocated to the Marina, 12.5% to tree maintenance, 17.5% to horticulture, and 8.1% to parks administration. Only 40% of the seasonal employee budget - \$149,334 – is allocated to the west side and to the east side parks. The seasonal employee budget for the west side and the east side parks would enable the Division to hire approximately 11,500 hours of seasonal employees assuming an average hourly rate of \$13.

**2. THE RECREATION, PARKS AND CULTURAL ACTIVITIES DEPARTMENT SHOULD ENHANCE THE FINANCIAL OPERATION OF THE MARINA.**

The City owns and operates a 64-slip marina. The revenue generated by the marina in the past several years is presented in the table below.

**CITY OF ALEXANDRIA, VIRGINIA**  
**Management Audit of the Recreation, Parks and Cultural Activities Department**

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	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>
Pleasure Boat Leases	\$75,000	\$86,457	\$99,000
Commercial Boat Leases	\$95,000	\$97,536	\$93,375
Transient Boats	\$39,680	\$66,869	\$66,189
<b>TOTAL</b>	<b>\$209,680</b>	<b>\$250,862</b>	<b>\$261,654</b>

Important points to note concerning the revenue generated by the marina are presented below.

- **Commercial boat leases.** The City has leases with two commercial companies for a total of six slips for tour and charter boats. The total charge for docking space for the six vessels was \$95,000 in fiscal year 2006. Leases for all six boats, which are multi-year in nature, include a 2.5% annual increase in fees.
- **Pleasure boat leases.** Currently, the City’s marina is charging annual lease slip holders that live in Alexandria \$7.25 per boat foot, per month, paid on an annual basis. Annual lease slip holders that do not live in Alexandria pay \$8.25 per boat foot, per month, paid on an annual basis. Currently, the average length of a pleasure boat with an annual lease is 28 feet.
- **Transient boats.** This revenue is derived from overnight transient rentals of slips by pleasure boats, and commercial vessels. The City charges \$1.50 per foot per night for transient pleasure boats in the “in-season” and \$1 per foot per night in the “off season.”

The annual operating expenses for the Marina amount to \$257,637.

The marina employs one full-time position – the Dockmaster / Park Manager, two part-time positions – Assistant Dockmasters – that work thirty (30) hours a week, and seasonal employees that work as follows:

<b>Season</b>	<b>Hours / Day</b>	<b>Days / Week</b>	<b># of Staff</b>	<b># of Weeks</b>	<b>Total Hours</b>	<b>Cost</b>
April	8.0	4.0	2.0	4.0	256	\$3,840
May-August	8.0	5.0	4.4	18.0	3,168	\$47,520
September - October	8.0	3.0	1.0	9.0	216	\$3,240
November-March	7.0	3.0	1.0	5.0	105	\$1,575
<b>TOTAL</b>				<b>36.0</b>	<b>3,745</b>	<b>\$56,175</b>

This staff provides 83 hours of coverage of the Marina each week in the on-season, and 49 hours in the off-season.

The roles and responsibilities of the staff assigned to the Marina are presented in the table below.

<b>Classification Title</b>	<b>Number of Auth. Positions</b>	<b>Duties of the Position</b>
Dockmaster / Park Manager	1.0	<ul style="list-style-type: none"> <li>• Manages the City’s 64-slip marina.</li> <li>• Supervises two Assistant Dockmasters and seasonal staff.</li> <li>• Responsible for the operation, management and security of the Marina including enforcement of pertinent rules and regulations.</li> <li>• Hires, trains and schedules work assignments of the Assistant Dockmasters and seasonal staff.</li> <li>• Assigns slips for all boats, and collects and accounts for all fees paid by boat owners.</li> <li>• Coordinates docking schedules of boats and insures compliance with lease provisions.</li> <li>• Prepares and administers contracts for commercial boating services, pleasure boats and non-profit groups use of floating house / office.</li> <li>• Assists in the planning and coordinating all water-based activities during harbor events and festivals.</li> </ul>
Assistant Dockmaster	1.5	<ul style="list-style-type: none"> <li>• Responsible for the operation and security of the Marina in the absence of the Dockmaster;</li> <li>• Collects fees and accounts for all fees collected;</li> <li>• Enforces the rules and regulations of the Marina;</li> <li>• Prepares a variety of reports regarding the operations of the Marina.</li> </ul>

There are a number of opportunities to improve the operations of the marina. These opportunities are presented below.

**(1) The Marina Should Be Established As A Special Revenue Fund.**

Special revenue funds are used to account for the proceeds from specific revenue sources that are legally restricted to expenditures for specific purposes such as the operation, maintenance, and capital improvements associated with a marina. Special revenue funds are used when there is a need to separate the accounting and budgeting for the expenditure of resources for a specific purpose and revenues generated by that purpose.

The City’s marina should be established as a special revenue fund. Revenues

and expenditures should balance. This should exclude the costs of dredging. The City dredges the marina every five to seven years. The cost for the current dredging effort being completed in 2007 – 08 approximates \$2.15 million. It is impractical to recover this cost from the tenants of 61-slips. The costs of dredging should be funded by the general fund, and reflected as a general fund transfer to the Marina special revenue fund.

**Recommendation #84: The City’s marina should be established as a special revenue fund.**

**Recommendation #85: The costs of dredging should be funded by the general fund, and reflected as a general fund transfer to the Marina special revenue fund.**

**Recommendation #86: The Division Chief, Administration should develop a proposal for the consideration of the City Council to establish a special revenue fund to account for the revenues and expenses of the City’s Marina.**

**(2) The Marina Pleasure Boat Fees Should Be Increased By 11% and Transient Fees Should Include A Fee For Electricity.**

At present, the City charges residents \$7.25 per foot per month for an annual lease for a slip for a pleasure boat. On average, pleasure boats that are 28 feet in length utilize the slips.

Transient fees for pleasure boats amount to \$1.50 per foot per night for the “in-season” and \$1 per foot per night for the “off-season.”

The fees charged by the City for pleasure boats appear to be lower than the median charged by other marinas that operate on the Potomac River. This includes such marinas as Belle Haven, Columbia Island, Bayside Marina, Gangplank, and James Creek. Overall, the pleasure boat fees charged by the City appear to be 9% lower at the median than these other marinas.

Other marinas also appear to be charging for the cost of electricity through



powercord charges. The Gangplank marina charges electricity based upon actual costs with a meter installed for each slip. James Creek marina charges \$20 per month per vessel for vessels 22 to 30 feet in length. However, other marinas, such as Columbia Island and Belle Haven, do not charge for electricity, however.

For transient slip usage, other marinas such as Gangplank, Stepps Harborview, the Capital yacht club, and James Creek appear to be charging for electrical connection. For the City's marina to be able to charge the electrical connection fee, the marina will need to replace the electrical system. The new transformer itself would cost an estimated \$100,000. The Park Operations and Capital Projects Division should develop a proposed capital project budget for the replacement of the electrical system for the marina slips.

The City should increase the annual slip fees for pleasure boats by 9% and charge an electrical connection for transient pleasure boats of \$5 per day. The revenue impact of the new fee and the increase in fees is presented in the table below.

<b>Recommendation</b>	<b>Annual Increase in Revenue</b>
Increase the annual slip fees for pleasure boats by 9%	\$8,900
Charge an electrical connection fee for transient pleasure boats of \$5 per powercord per day.	\$7,900
<b>Total Annual Increase In Revenue</b>	<b>\$16,800</b>

**Recommendation #87: The City should increase the annual slip fees for pleasure boats by 9%.**

**Recommendation #88: The City should initiate a new fee for transient pleasure boats – an electrical connection fee – of \$5 per powercord per day.**

**Recommendation #89: The Park Operations and Capital Projects Division should develop a proposed capital project budget for the replacement of the electrical system for the marina slips.**

**(3) The Recreation, Parks and Cultural Activities Department Should Obtain A Clean Marina Designation From the Virginia Clean Marina Program.**

Obtaining a Clean Marina designation from the Virginia Clean Marina Program demonstrates a commitment to environmental stewardship. A total of forty-three marinas have obtained a Clean Marina designation. This includes such marinas as Belle Haven, Washington Sailing, Belmont Bay, Crown Pointe, etc.

Being a Clean Marina would enable the Department to advertise the marina as a Clean Marina by use of the Virginia Clean Marina logo and flag. Clean Marinas receive favorable comments from regulators and generally have an easier time when it comes to getting permits and such.

The checklist for the clean marina award includes such aspects as the following:

- Marina management (e.g., employee training records maintenance);
- Emergencies (e.g., accessible, current, written emergency response plans);
- Sewage and gray water (e.g., well maintained and accessible pumpout system);
- Waste containment and disposal (e.g., provision of trash cans, bins, dumpsters that are covered, well-marked, and convenient);
- Stormwater (e.g., have a stormwater management pollution prevention program);
- Habitat and species (e.g., practice habitat and species restoration); and
- Boater education (e.g., give clean boating tip sheets to boaters).

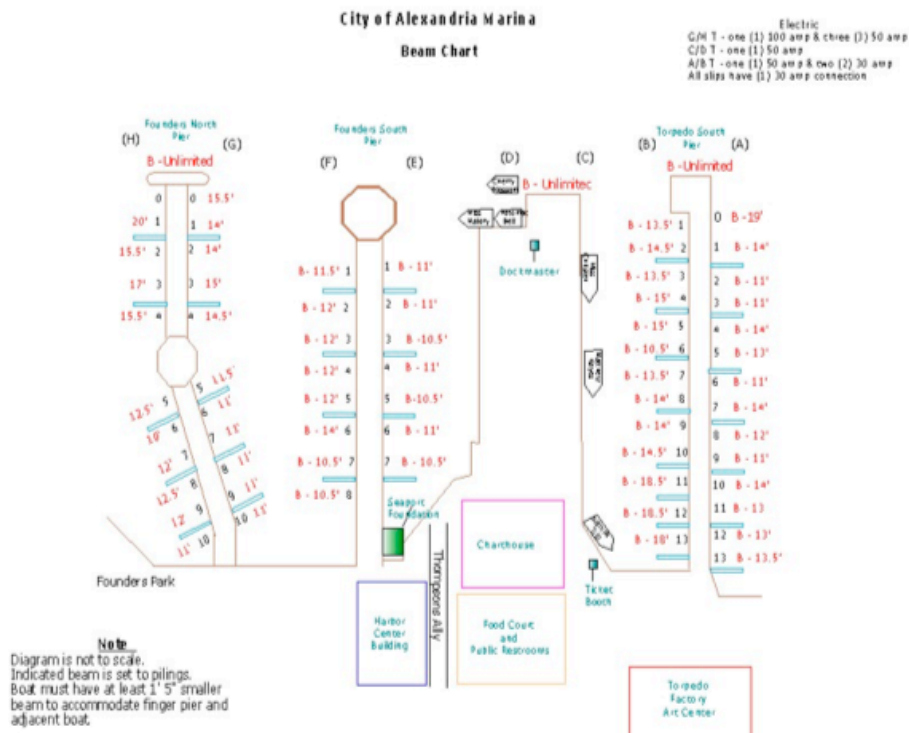
The initial certification is good for three years. At the end of the 3rd year, the Department would receive a letter from Virginia Clean Marina Program asking the Department to complete and submit a new checklist. The Virginia Clean Marina Program would review the checklist and also send copies to the Marine Technical Advisory Committee for their review. If no outstanding issues or problems exist, the

Department would be recertified for another three years. The Virginia Clean Marina Program sponsors 4 to 5 technical workshops each year for marina operators and staff regarding how to obtain the designation and provides technical assistance.

**Recommendation #90: The Recreation, Parks and Cultural Activities Department should apply for and obtain a Virginia Clean Marina designation for the marina.**

**(4) The Recreation, Parks and Cultural Activities Department Should Evaluate the Costs and Benefits of Expanding the Number of Slips for Pleasure Boats.**

A diagram of the City's marina is presented in the diagram below. As the diagram indicates, the marina has three piers: Founders North, Founders South, and Torpedo South.



The marina has a total of 64-slips. With this number of slips, it will be difficult for the marina to be successful, financially, with this number of slips. The annual revenue and

annual operating expenses do not differ to any significant degree. The project team does not believe that the City can cut expenses to any significant extent unless it was willing to fundamentally reduce the operating hours. That option would have a significant negative impact on the competitiveness of the marina with other marinas.

The project team recommends that the Department evaluate the costs and benefits of expanding the number of slips. It is likely that operating costs would not increase substantively with an increase in the number of slips: the same level of staffing could provide the coverage necessary. An increase of 30-slips or 10-slips at each pier, for example, could potentially increase revenue by approximately \$85,000 annually, and provide the opportunity to develop reserves for the marina special revenue fund for capital improvements for the marina.

**Recommendation #91: The Recreation, Parks, and Cultural Activities Department should evaluate the costs and benefits of increasing the number of pleasure boat slips at the marina.**

**(5) The Recreation, Parks, and Cultural Activities Department Should Develop A Master Plan for the Marina.**

A marina master plan provides guidance regarding the capital improvements required and the services offered by the marina in the future. Proposed capital improvements or changes in service may require the construction of new improvements, the removal of existing facilities, or a change in daily operations. In general terms, in-water projects should be intended to help the marina maintain a competitive advantage in attracting moorage tenants and guests. Upland improvements will support in-water activities and make the marina more attractive and pedestrian friendly. The marina master plan should respond to the marina's primary purpose and function as a boating facility while simultaneously promoting the marina as a premier destination for those

arriving by automobile, bicycle, or on foot.

The primary goal in this planning process should be to focus on the marina's core business activities and develop a plan to keep the facilities and services in high demand with recreational boaters. In keeping with a vision for the marina as a place for the general public, a second goal should be to develop long-range plans for improving facilities used by non-boating visitors. Four tasks were identified to accomplish these goals.

- Develop a strategic investment plan for the marina.
- Determine when and how each of the marina's major assets will be managed, replaced, upgraded, or demolished.
- Develop a plan for the marina uplands that provides adequate parking, creates safe and inviting pedestrian areas, and identifies facilities and amenities that serve the general public.
- Identify the highest and best use for marina uplands so that the facility will be well positioned as community conditions evolve and new opportunities emerge.

The master plan should consider such issues as trends in recreational boating, boat size, boater use characteristics, demographics of boat owners, trends in marina facilities, demand forecasts, upland facilities, master plan capital projects and their associated cost, financing alternatives, etc.

**Recommendation #92: The Recreation, Parks, and Cultural Activities Department should prepare a master plan for the Marina.**

**(6) The Two 30-Hour A Week Assistant Dockmasters Should Be Converted To Full-Time 40-Hour A Week Assistant Dockmasters.**

The operating hours of the City's marina are presented in the table below.

<b>On Season</b>							
<b>Day</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>	<b>Sunday</b>
<b>Operating Hours</b>	10 am - 9 pm	10 am - 9 pm	10 am - 9 pm	10 am - 9 pm	10 am - 10 pm	8 am - 10 pm	8 am - 9 pm
<b>No. of Hours / Day</b>	11	11	11	11	12	14	13
<b>Off Season</b>							
<b>Day</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>	<b>Sunday</b>
<b>Operating Hours</b>	10 am - 5 pm	10 am - 5 pm	10 am - 5 pm	10 am - 5 pm	10 am - 5 pm	10 am - 5 pm	10 am - 5 pm
<b>No. of Hours /Day</b>	7	7	7	7	7	7	7

Important points to note regarding the operating hours are presented below.

- The off-season, from November 1 through March 31, requires only 7 hours of coverage each day or 49 hours per week. The two Assistant Dockmasters, even though each works only 30 hours per week, are more than sufficient to provide coverage during this five-month period.
- In the on-season, from April 1 through October 31, a total of 83 hours of coverage are required each week. The two Assistant Dockmasters are not sufficient to provide coverage during this seven-month period.

To meet the existing operating hours for the Marina, the two Assistant Dockmasters should each be converted from 0.75 full-time equivalent to 1.0 full-time equivalent. These staff should be capable of meeting 85% of the operating hours during the on-season. Combined with the seasonal hours, this would be sufficient to meet the requirements if the existing operating hours of the Marina in the on-season.

The cost impact of increasing these two Assistant Dockmasters from 0.75 full-time equivalent to 1.0 full-time equivalent is presented in the table below.

<b>Recommendation</b>	<b>Annual Cost Increase</b>
Increase the two Assistant Dockmasters from 0.75 full-time equivalent to 1.0 full-time equivalent.	\$35,900

**Recommendation #93: The two Assistant Dockmasters should each be converted from 0.75 full-time equivalent to 1.0 full-time equivalent.**

**(7) The Recreation, Parks, and Cultural Activities Department Should Evaluate the Potential Costs and Advantages of Private Management of the Marina Through a Long-Term Lease or Operating Agreement.**

The Recreation, Parks, and Cultural Activities Department should evaluate whether private marina operators may provide better management at no greater cost with the following specific items to be investigated:

- Analysis of the cost advantages of private operation of the Marina through a long-term lease or operating agreement compared to the operation of the Marina by the City.
- Analysis of the current management structure for the Marina versus private management to determine which would provide better management and customer service.
- General financial and operational review comparing public and privately operated public marinas in the metropolitan area in general as it relates to determining whether private marina operators may provide better management at no greater cost.
- The ability of a private operation to meet the capital project needs of the Marina in a timelier manner.
- The ability of a private operation to increase Marina occupancy and the desirability of the Marina for boaters.

The evaluation should address three principal types of alternative private contracting relationships, including a long-term lease and interpreting the term “operating agreement” to possibly include two other types of agreements. Therefore, the three types of contracts that should be considered are:

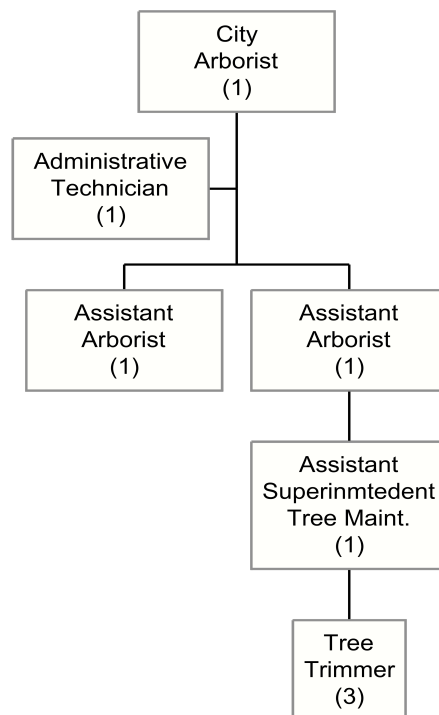
- Management Contract;
- Concession Contract; and
- Long-Term Lease.

**Recommendation #94: The Recreation, Parks, and Cultural Activities Department should evaluate the potential costs and advantages of private management of the marina through a long-term lease or operating agreement.**

**3. THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD ENHANCE ITS URBAN FORESTRY PRACTICES.**

Urban Forestry is responsible for the management and maintenance of all City trees including the care and maintenance of more than 17,000 street trees and 50,000 park trees. This includes the use of contractors and in-house staff for tree care, administration of the tree planting program, scheduling of City tree pruning within the right-of-way and in City parks and open spaces, and emergency response in inclement weather and emergency situations as required.

A total of seven full-time positions are authorized for urban forestry as depicted in the chart below. In addition, a total of \$46,732 is authorized for seasonal employees. The seasonal employee budget would enable this unit to hire approximately 3,600 hours of seasonal employees on an annual basis assuming an average hourly rate of \$13.



In addition, the urban forestry program relies extensively on the use of contractors for tree removals, pruning, and planting. The fiscal year 2006-07 budget for contractual tree



maintenance is presented in the table below.

<b>Work Activity</b>	<b>Number of Units</b>	<b>Cost Per Unit</b>	<b>Amount</b>
Tree Removal	325	\$385	\$125,000
Tree Pruning	2142	\$175	\$375,000
Miscellaneous	NA	NA	\$14,850
Tree Planting	340	\$250	\$85,000
<b>TOTAL</b>			<b>\$599,850</b>

As the table indicates, the urban forestry program contracts for almost \$600,000 annually in tree maintenance.

The total budget for tree maintenance in Alexandria is presented in the table below. This excludes the \$10,000 allocated to holiday lighting.

Operations (staff, equipment supplies)	\$547,840	47.5%
Tree Maintenance and removal services	\$509,850	44.2%
Gypsy Moth Program	\$10,000	0.9%
Tree planting (capital improvements budget)	\$85,000	7.4%
<b>TOTAL</b>	<b>\$1,152,690</b>	<b>100.0%</b>

With a 2007 population of 136,974, this level of annual expenditures indicates that the City is spending \$8.41 per capita for tree maintenance on an annual basis.

There are a number of positive characteristics regarding the City's urban forest.

These positive characteristics are presented below.

- **Alexandria has been designated a Tree City USA for 24 years in a row.** Alexandria is one of fifty local governments in Virginia certified as a Tree City USA. Only four other local governments in Virginia have been designated as a Tree City USA for a longer period of time than Alexandria.
- **The City's tree canopy cover exceeds that of many other cities (see table below).** The City's tree canopy coverage amounts to 35% in terms of the total acreage in the City. As the table indicates, the City of Alexandria has the second highest canopy coverage compared to these twelve other cities. The median coverage of all of these cities, excluding Alexandria, amounts to 21.7%. The median is 62% of the coverage of Alexandria.

<b>City</b>	<b>Canopy Coverage</b>
Calgary, ON	7.2%
San Francisco CA	11.9%
Philadelphia, PA	15.7%
Toronto, ON	20.5%
New York, NY	21.0%

City	Canopy Coverage
Baltimore, MD	21.0%
Boston, MA	22.3%
Syracuse, NY	23.1%
Seattle WA	25.1%
Minneapolis, MN	26.5%
Washington, DC	28.6%
<b>Alexandria VA</b>	<b>35.0%</b>
Atlanta, GA	36.8%

- **The City's tree maintenance expenditures per capita are comparable to the average in other cities.** For example, the 69 local governments in Missouri that were certified as Tree City USA communities spent an average of \$8.02 per capita in 2005. The per capita expenditure on tree care in Missouri was \$8.07 in 2003 and \$7.86 in 2004. Michigan reported in 2006 that the 106 Tree City USA communities spent an average of \$7.71 per capita on tree care. Illinois reported in 2006 that its 186 Tree City USA communities spent an average of \$11.59 per capita. Ohio reported that the 249 local governments designated as Tree City USA communities spent an average of \$6.89 per capita on tree care in 2006.

The best management practices analysis of the urban forestry program noted a number of strengths including the following:

- A tree inventory for major thoroughfares has been developed, and is tied to GIS;
- A Tree Ordinance has been adopted;
- A Tree Care Manual has been developed;
- There are an estimated 5,000 "vacant" spots in which street trees could be planted;
- The Division does not utilize pesticides with the exception of pesticides for the gypsy moth;
- The Division utilizes aerial towers and brush chippers effectively to enhance the productivity of their staff; and
- Based upon a sample, the productivity of the crew appears reasonable given the role of the crew.
- A street and park tree plan and reforestation master plan has been developed.

However, there are also a number of opportunities for improvement. These opportunities are presented below.

- The park trees and street trees have not been completely inventoried.
- An off-the-shelf computerized tree maintenance management system is not utilized.
- The urban forestry program does not have its own page on the Department's web site.
- The Tree Care Manual has not been published to the Department's web site.
- The Division has not developed and implemented an inspection program to detect and control disease and insects in street and park trees.
- The condition assessment of parks by the project team found hanging limbs on lawn areas that, in some cases, touched the grass and a lot of dead wood in many of these trees. In other instances, the project team found street trees with substantial amounts of dead wood and limbs that posed safety risks for pedestrians.
- A comprehensive tree maintenance annual plan has not been established based upon clearly identified, technically based arboriculture practices that consider costs/benefits for each activity.
- A comprehensive training program has not been developed for urban forestry staff to keep step with state-of-the-art advances and continuously improve staff knowledge and skills in safety, tree planting, and care and maintenance practices.
- A street and park forest planting plan has not been developed, with numerical objectives for the number of trees to be planted annually, costs of tree replacements, selection protocols ensuring use of the proper species for conditions and locations, and a plan to achieve an optimum tree density.
- The Division uses a three-person crew in many instances for the trimming of trees.
- Park trees are not trimmed on a routine ongoing cycle.
- Street trees are not trimmed on a block-by-block basis.
- The contractor is budgeted to complete a full trim of 2,142 street trees in 2007. This would place the City on an estimated 8-year cycle. However, park trees are not trimmed on a systematic basis at all. Park trees are trimmed on a complaint basis.

There are clearly a number of opportunities to improve the urban forestry program.

**(1) The Recreation, Parks, and Cultural Activities Department Should Conduct An Inventory of the City’s Street and Park Trees.**

The basis for an effective urban forestry management is an accurate, up-to-date, accessible tree inventory. This type of inventory will permit more efficient, effective budgeting, work planning, work direction, and hazard tree reduction. An accurate, accessible, up-to-date inventory:

- Provides a current measurement of the types, age and condition of trees;
- Identifies maintenance needs, including costs, timing and specific work requirements;
- Provides effective identification of hazard trees permitting more timely removal, increasing public safety;
- Identifies and quantifies urban forest stocking to most effectively guide planting programs;
- Permits the establishment of planting and maintenance priorities based on reliable field data;
- Enables more efficient scheduling and direction of work crews; and
- Provides a tool to educate the public on the value of the urban forest and the importance of proper planning and species selection.

An accurate, accessible, up-to-date inventory “provides the basis for the development of a comprehensive community forestry management plan

The project team, however, does not recommend that a tree-by-tree inventory be conducted initially.

A sample of the urban forest inventory should be conducted. This would require that an inventory of approximately 3% to 6% of the City’s street tree and park trees be conducted. This would require an inventory of 510 to 1,020 street trees and 1,500 to 3,000 park trees. The Department has already inventoried street trees on “major

thoroughfares” (i.e., Fort Williams Parkway, Saint Stephens Road, Duke Street, Garland Street, Moss Place, Templeton Place, etc.). The number of trees on “major thoroughfares” amounts to 7,011 or an estimated 41% of all street trees in the City.

Street and park tree sampling provides a cost-effective means to capture a snapshot of the urban forest, how it functions, its value, and management needs. The City Arborist should manage the development of a sample inventory by stratified random sampling of street and park trees and by the use of the “i-Tree sample Inventory Generator” software. This software is public domain software, developed by a consortium of public and private sector organizations such as the USDA Forest Service. This software includes applications to automate the inventory process for street trees using linear plots / segments and spatial plots for parks. This software interfaces with ESRI GIS software such as ArcMap. This software includes data collection capacity through the use of PDA’s (an i-tree PDA utility).

As a general rule, 200 plots (1/10 acre) in a stratified random sample in a city will yield a standard error of about 10% for an estimate for the entire city (e.g., number of trees in the city). A crew of two staff can typically measure 200 plots within one summer for a city with about 20% tree coverage. Given the estimated 35% coverage in Alexandria, this may require two summers or the allocation of four staff during one summer to accomplish.

Over time, the Department should require its tree maintenance contractor to update the inventory information as these contractors trim the City’s street trees. This recognizes that maintaining an inventory of urban street trees will consistently be a dynamic process. While there will be trees that are part of an inventory due to validation

through an inventory conducted by the Department, there will also be trees that have been added to the inventory without notice such as unmonitored neighborhood planting or individual planting.

**Recommendation #95: The Recreation, Parks and Cultural Activities Department should conduct a sample of the urban forest inventory. This would require that an inventory of approximately 3% to 6% of the City's street tree and park trees be conducted.**

**Recommendation #96: The Recreation, Parks and Cultural Activities Department should acquire the "i-Tree sample Inventory Generator" public domain software.**

**Recommendation #97: The Recreation, Parks and Cultural Activities Department should require its tree maintenance contractor to update the inventory information as these contractors trim the City's street trees.**

**(2) The Recreation, Parks, and Cultural Activities Department Should Initiate A Tree Planting Program.**

There are approximately 220 street miles in Alexandria. Using the average for eastern U.S. cities of 100 trees per street mile, Alexandria has a potential street tree population of 22,000. This indicates that there are an additional 5,000 street trees that should be planted.

The Department outsources tree removals and tree planting. Based on recent work output data, the Department appears to be doing little more than replacing the trees that are removed.

The Department lacks a formal long-range planting plan that includes established numbers and locations of plantings designed to enhance canopy coverage or urban forest stocking. There is not a strong policy that supports a progressive tree-planting program designed to maintain and enhance the urban forest. A master planting plan, is not in place that establishes a level of stocking or canopy coverage or effectively addresses species and age diversity issues critical to the health and composition of the

urban forest.

The tree planting plan should be designed to establish and maintain an appropriate tree canopy cover. Canopy coverage guidelines should be based on the standards recommended by American Forests:

- 15 percent for commercial areas;
- 25 percent for urban residential;
- 60 percent for suburban; and
- 40 percent on average.

To be most effective, this plan should:

- Segment the City into logical, geographic-based neighborhoods that share similar natural and urban development characteristics.
- Measure the current canopy coverage within each of those unique neighborhoods.
- Rank neighborhoods based on need according to those with the lowest canopy coverage as compared to the optimum recommended guideline.
- Based on the financial resources available to procure, install and care for planting stock on an annual basis, identify the number of trees that can be planted each year.

At present, the Department is planting approximately 340 trees annually at a cost of approximately \$85,000 annually. However, the Department is planting little more each year than it is removing (removing 325 trees annually, and planting 340 trees annually). At that pace, it would require over 300 years to plant the additional 5,000 trees. The cost of planting the 5,000 trees is not insignificant: at current contract prices it would amount to \$1,250,000 as a one-time cost. The Tree Maintenance Division should develop a 20-year plan to address the 5,000 trees that require planting. The funding required for the implementation of this 20-year planting should be based both upon the

upon the reallocation of the funds for seasonal employees (\$46,732) to the contract for the increase in funding for street tree planting, and an increase in contractual funding in the amount of \$15,768. The cost impact is presented in the table below.

Recommendation	Annual Cost Increase
Increase contractual funding for street tree planting.	\$15,768

**Recommendation #98: The Recreation, Parks, and Cultural Activities Department should expand its tree planting program beyond replacement of street trees that have been removed.**

**Recommendation #99: The funding for seasonal employees for the Tree Maintenance Section should be reallocated to enhancing the street tree planting program.**

**Recommendation #100: An additional \$15,768 should be allocated to the enhancement of the tree planting program.**

**(3) The Tree Maintenance Section Should Develop a Tree Planting Plan To Gradually Replace Those Street Trees That Exceed 5% of the Total Inventory.**

While the City lacks a comprehensive tree inventory of the street trees and park trees, the Section has inventoried street trees on “major thoroughfares” (i.e., Fort Williams Parkway, Saint Stephens Road, Duke Street, Garland Street, Moss Place, Templeton Place, etc.). The number of trees on “major thoroughfares” amounts to 7,011 or an estimated 41% of all street trees in the City. There are two species of trees that exceed 5% of the total trees in the inventory (see the table below).

# of Trees	Species of Tree	% of Total
992	Red Maple	13.79%
961	Bradford Pear	13.36%

When planting new trees or replacing trees that have been removed, no species should be selected and planted such that it causes the total population of that species to exceed five (5) percent. We have learned (perhaps not very well) about the risks of over



planting of a single species; first with Dutch elm disease and now with emerald ash borer in the Michigan and Illinois area. No genera should be selected and planted such that it causes the total population of that genus to exceed ten (10) percent. The exception to this guide is the planting a single tree of a new genera or species in an area with a low tree population.

Baltimore has reported a number of problems with the Bradford Pear species. Including limbs and whole trees falling, causing enormous property damage and injuring people. Pears are very fast growers, nice flowering in the spring, but when they reach 13 to 15 years old, they will fall apart, sooner rather than later. The Bradford Pear's wood is so brittle from growing so fast, that a snow or ice storm will collapse the tree. The other main problem is the whorl, or where the large branches emanate from is a central point that it weakens as the trees grow large, occasionally up to 35 to 50 feet.

The City appears to have two species that exceed 10%. In the development of the tree planting plan, the Tree Maintenance Section should include an element to the plan that would gradually replace the Red Maple and Bradford Pear to levels below 10%.

**Recommendation #101: The Tree Maintenance Section should include as an element in the development of the tree planting plan the gradual replacement of the Red Maple and Bradford Pear to levels below 10%.**

**(4) Conduct An Annual Hazard Inspection of Street and Park Trees Not Located in "Natural Areas."**

City trees located along streets and in parks require, at a minimum, an annual inspection to evaluate their condition regarding public safety. Inspections can often identify reparable problems that, left unchecked, could lead to tree decline or failure or injury to the public.

Most tree hazards can be prevented by regular checkups and proper treatments by tree professionals. To determine the scope of work, a field survey should answer thirteen questions. These questions were taken from *Alex Shigo's*

*Tree Hazards: Your Trees Can Kill:*

- **Target:** If the tree falls will it hit cars, houses, power lines or people? If so, the need for immediate action becomes much greater.
- **Architecture:** Has the tree grown beyond its normal form into a dangerous form?
- **History:** Has the tree lost large branches recently?
- **Edge Tree:** Were neighboring trees cut away recently leaving tall trees at the edge?
- **Dead Branches:** Are there dead tops or branches? Is the tree dead?
- **Cracks:** Are there deep, open cracks in the trunk and branches?
- **Crotch Cracks:** Are there deep, open cracks below joining stems?
- **Living Branches:** Do living branches bend abruptly upward or downward where tips of large branches were cut off
- **Topping:** Are large branches growing rapidly from topping cuts on big trees?
- **Storm Injury:** Are there broken branches, split trunks, or injured roots? Are branches close to power lines?
- **Root Rot:** Are there fungus fruit bodies (mushrooms) on roots? Were roots injured by construction?
- **Rots and Cankers:** Are there hollows or cankers (dead spots), some with fungus fruit bodies? is the tree leaning?
- **Construction Injury:** Have roots, trunk, or branches been injured? Is there a new lawn or garden over injured roots?

Not every street or park tree should be inspected. Trees in wooded areas located away from structures or trails, undeveloped green belts or corridors, wetlands, or low use trails could be designated as “natural areas” that will be excluded from the program and will not receive risk inspections. Some tree risk management plans have made it a policy to inspect only trees that are greater than 6” in diameter since most documented tree failures occur in trees greater than 6” in diameter.

The project team, in conducting inspection of a sample of the City’s parks, found park and street trees that were hazardous to the public. These conditions need to be identified by the Tree Maintenance Section and corrected to avoid potential liability problems.

**Recommendation #102: The Tree Maintenance Section should conduct an annual inspection of street and park trees that are not located in “natural areas” to identify hazards.**

**(5) The City Should Modify Its Tree Trimming Invitation for Bid Specifications**

The City has an estimated 17,000 street trees. In the last year, a total of 2,142 street trees were trimmed by contract. This is an eight (8) year cycle for the trimming of trees. A total of \$375,000 is expended annually for tree trimming services or 62% of the contract funding. The average cost is \$175 per tree.

In the experience of the project team, the unit cost per tree for trimming that Tree Maintenance Services is paying its two contractors – on average – is higher than the experience of other local governments. Fauquier County, for example, recently awarded a contract for tree trimming, pruning, and related work for calendar year 2008, with a four-year renewal that enabled the contract to be renewed through the end of 2012. The unit pricing for this work is presented in the table below.

**Size of Tree**

**Unit Price / Tree**

1" – 6" dbh	\$45
7" - 12" dbh	\$65
13" – 18" dbh	\$85
19" – 24" dbh	\$60
25" – 30" dbh	\$175
31" – 36" dbh	\$250

This bid was for class 2 pruning – the standard proposed by the National Arborist Association. This standard consisted of Standard pruning is recommended where aesthetic considerations are secondary to structural integrity and tree health concerns. This pruning consists of removal of dead, dying, diseased, decaying, interfering, objectionable, obstructing, and weak branches as well as selective thinning to lessen wind resistance.

The experience of the project team is that most of the street trees that are trimmed, even in a city with a well - developed urban forest such as Alexandria, will be less than 24" dbh.

The project team believes that the City could reduce its total costs by as much as one-third or utilize the same level of funding to expand the number of street trees that are trimmed on an annual basis. This will require that the Tree Maintenance Section modify the tree trimming specifications and issue an Invitation for Bids for fiscal year 2008-09. The specifications should be modified as noted below.

- The specifications should be stated in terms of Class II medium pruning by diameter at breast height with different sizes ranging from 1" to 6", 7" to 12", 13" to 18", 19" to 24", 25" to 30", and 31" to 36". The existing specifications mix the pricing by the species, the diameter at breast height in some instances by species, and the height of the tree for other species.
- The invitation for bid should state contain different levels of tree trimming and requests with different types of pricing including full trim that will be performed on a block-by-block basis in a specified grid, clearance trimming, and service request trimming that would be in response to citizen requests.
- The block-by-block trimming specifications should state that the contractor shall

perform a systematic trimming in a pre-designed district (to be determined by the City and the contractor) per a grid or trim route occurring on a set cycle to include all trees with the grid. The specifications should further state that all pruning shall be completed in accordance with the standards set forth by the Western Chapter of the International Society of Arboriculture, ANSI A300 Standards, and the City.

- The service request trimming specifications should state that the contractor may need to provide service for some trees prior to their scheduled grid trim to rectify an immediate problem. The specifications should state that the City's representative will submit specific pruning requests to the contractor daily, and that all work must be completed within two (2) weeks or as otherwise determined by City.
- The clearance trimming specifications should state that the contractor must maintain trees to a standard height of fourteen (14) feet clearance from the top of the curb when practical, or a height otherwise established in writing by the City, for the purpose of creating adequate room for transportation, utility vehicles and pedestrian traffic. In those cases, trees shall not overhang a sidewalk or walks at less than eight (8) feet in height, twelve (12) feet for bike paths, or a roadway at less than fourteen (14) feet in height. The specifications should state that the contractor shall typically perform the Clearance Trim during the Grid Tree Trimming or as necessary as a Service Request Tree Trim.
- The City should consider allowing the contractor to park his vehicles on City property when providing these services. In addition, the City should consider proposing that it would recycle the chipped debris for use in City parks eliminating the need for the contractor to haul the material to the landfill.

The Tree Maintenance Section should revise the specifications for tree trimming services to identify the different levels of tree trimming required with different unit process for each including full trim that will be performed on a block-by-block basis in a specified grid, clearance trimming, and service request trimming, and issue the Invitation for Bids for services to be provided in fiscal year 2008-09. The Section should then utilize the contractor selected as a result of the Invitation for Bids to provide systematic tree-trimming services on a block-by-block basis in a pre-designed district.

The project team believes that with additional clarity of these specifications and the use of the contractor for block-by-block trimming, the Department should be able to

increase the level of service for tree trimming services and reduce the cycle from eight (8) years closer to a level approximating five (5) years.

**Recommendation #103: The Tree Maintenance Section should revise the specifications for tree trimming services to specifically document the types of services required, and issue the Invitation for Bids for services to be provided in fiscal year 2008-09.**

**Recommendation #104: The Tree Maintenance Section should utilize the tree trimming contractor to provide block-by-block trimming in a pre-designed district or grid.**

**(6) The Staffing Levels for Tree Trimming Should Be Increased By Two Tree Trimmer Positions To Enable the Tree Maintenance Section To Respond To Service Requests.**

The contractor is largely being utilized for responding to service requests, and is not being consistently utilized for block-by-block trimming of trees. The project team evaluated the work performed by contractors in July 2007 in the maintenance of the City's street trees. Important points to note regarding that analysis are presented below.

- Three contractors were utilized to perform work during that month. One contractor was used only for tree planting. The other two contractors were used for removals, pruning, grinding of stumps, and elevating trees for pedestrian and vehicular traffic.
- One of the two contractors used for trimming of trees pruned a total of 76 trees during July 2007. During that month, the contractor did not consistently perform block-by-block trimming, although 42% of the street trees that were trimmed by that contractor were on Howard Street – trimming Japanese Zelkova trees. The remainder of the street trees that were trimmed appears to be in response to service requests from the public. This contractor was also utilized extensively for removals – a total of 37 removals during July 2007.
- The other contractor used for trimming of street trees pruned a total of 138 street trees during July 2007. During that month, the contractor did not consistently perform block-by-block trimming, although 45% of the street trees trimmed by the contractor were on Taney Avenue trimming of Bradford Pears, Kwanzan and Yoshino Cherry, Chinese Elm, Pin Oak, and Red Maple trees.
- Overall, the two contractors are not being consistently utilized for block-by-block tree trimming. Approximately 55% to 58% of the trimming work performed by the

contractors appears to be responses to service requests.

The Department needs to change the role of these two contractors to consistently performing block-by-block trimming, and dedicate the staff of the Tree Maintenance Section to responding to service requests,

The Tree Maintenance Section is authorized three Tree Trimmers. To evaluate how these staff is utilized, the project team evaluated work orders for the Section's existing tree trimming crew. r. Important points to note regarding the data are presented below.

- The evaluation represents 41 workdays from March, April, and May 2007.
- Two crews were deployed for only 3 workdays out of the 41 workdays or 7% of the total workdays.
- A 3-person crew was utilized for fifteen (15) crew days or 37% of the total, while a 2-person crew was utilized for twenty-two (22) crew days or 54% of the total. On one crew day, one of the two available staff was in training s that the remaining member of the crew was maintaining tools and equipment.
- The staff allocated a total of 344.5 crew hours to tree maintenance over these 41 crew days. The major work activities performed during these crew days included the following:
  - Removing low limbs for 91.5 crew days or 27% of the total;
  - Removing trees for 69.5 crew days or 20% of the total;
  - Removing fallen limbs or a fallen tree for 55 crew days or 16% if the total; and
  - Chip brush for 33 crew days or 10% of the total.

These four work activities amount 72% of the actual crew days during this period of time.

The Tree Maintenance Section is only able to consistently deploy one crew on a daily basis. That is the inevitable result of being authorized three Tree Trimmers. A two-

person crew is the minimum crew size for tree work that involves working in an aerial tower. The problem that the Section faces in terms of its level of staffing is that when all three staff are available, only one crew can be operated. Three staff is more than typically required for responding to service requests, but too few for the operation of two crews.

To address this issue, two additional Tree Trimmer positions should be authorized to enable the consistent operation of two tree trimming crews. Each crew would be authorized two Tree Trimmers, an aerial tower truck with chipper body, and a brush chipper. The fifth Tree Trimmer position would act as a “floater” filling in for sick and vacation leave, and, when all staff are available, trimming young trees, watering young trees, etc. During the sample of workdays analyzed by the project team, all of the three Tree Trimmers were at work for only 37% of the workdays. It is unlikely that this pattern would change with five Tree Trimmers.

The Section is already allocated two aerial tower trucks with chipper body, and brush chippers.

The cost impact of the addition of two Tree Trimmer positions is presented in the table below. This includes salaries at top step and fringe benefits.

<b>Recommendation</b>	<b>Annual Cost Impact</b>
Authorize two Tree Trimmer positions for the Tree Maintenance Section.	\$143,500

**Recommendation #105: Authorize two Tree Trimmers positions for the Tree Maintenance Section.**

**(7) Increase the Level of Service For Block-By-Block Street Tree Trimming To Provide a Five To Seven Year Cycle For Mature Trees.**

As noted previously, the City has an estimated 17,000 street trees. In the last year, a total of 2,142 street trees were trimmed by contract. This is an eight (8) year



cycle for the trimming of trees. This cycle is longer than recommended.

The pruning cycle is the frequency that a tree is pruned under planned and scheduled care. The longer the pruning cycle (time between pruning), the greater the reduction in tree health, structure and ultimately tree value and benefits. Extending the pruning cycle saves money by reducing annual pruning costs, but also lowers tree value. By comparing the loss in tree value to savings in pruning cost over time the optimum pruning cycle can be determined. When pruning cycles go beyond 6 years the loss in tree value exceeds savings.

Reviews of records and calculations of work performed as compared to the total tree population show that the Tree Maintenance Section performs maintenance on trees on an average of eight (8) years. This somewhat extended cycle results in many trees developing structural defects and weaknesses, undesirably dense crowns, and unaddressed aesthetic and health challenges due to neglect. When trees are finally maintained, work required to correct advanced poor conditions requires an excessive amount of time and cost and may result in larger physical and aesthetic impacts to the tree.

Tree growth characteristics and responses to pruning in the urban environment often result in the growth of new limbs and branches that can result in poor structure (e.g. crossing/rubbing limbs, poor limb connections at the stem, etc.), which can be detrimental to the health and safety of the tree and public if not regularly addressed.

Regular, appropriately scheduled pruning has been demonstrated to better identify and minimize obstructions and the resultant safety hazards and public complaints. Dieback of limbs and branches in response to normal tree growth

processes (e.g. shading, age decline) and environmental and human interactions (e.g. insect/disease, construction, soil compaction) in the urban environment can result in hazards to people and property from falling limbs and branches. A regularly scheduled pruning cycle must be implemented to reasonably identify, remove, and minimize the risk of limb and branch failure, so as to reduce the possibility of injury, and property damage. Currently, the Tree Maintenance Section does not conduct significant, long-range, cost-effective planning for routine block-by-block mature tree pruning. Mature tree pruning is primarily conducted according to a reactive, by-request system. The limited amount of proactive pruning that is conducted on mature trees is done by contract with a very minor level of proactive pruning conducted by Tree Maintenance Section staff, as workload and resources permit.

Street tree pruning conducted on an appropriate schedule, based on growth rates, will maximize cost containment and reduce worker and public risks of injury and property damage from tree and limb failures. Research and experience has demonstrated that deferral of pruning, beyond the optimum growth based cycle, significantly increases safety hazards, and maintenance time and costs. The larger number and volume of limbs and foliage present require more time to remove. Increased density of limbs, branches and foliage create access obstacles requiring more time and effort to clear as well as adversely affecting safety by obscuring hazards from inspectors and workers. The increased volume of debris removed requires more time and effort to collect and properly dispose.

In a *Journal of Arboriculture* article, D. Mark Browning and Harry V. Wiant published results of an analysis of deferral of utility pruning and found that: "For every

routine maintenance dollar deferred, substantially more than one dollar must be spent in subsequent years to re-establish the preferred cycle.” This holds true in municipal arboriculture as well. The best management practices for Alexandria’s urban forest indicate that a 5 to 7 year cycle is most appropriate for proper monitoring and maintenance of most mature trees. It compares with the practices of other municipalities that are considered to be on an appropriate mature tree maintenance cycle.

Pruning all trees within a designated area, as opposed to pruning individual trees on a request or as-needed basis, has been demonstrated to significantly reduce costs. Non-productive travel time is significantly higher when using an individual tree approach, which is currently practiced by the Section. Crew productivity during an individual tree pruning approach (hot spot maintenance) can be less than half of what is it during scheduled pruning within a designated area.

West Coast Arborists, Inc., a tree maintenance firm that provides contract-pruning services to over 130 municipalities in California, has found that the most efficient pruning practice is to prune every tree in a specified geographic area on a regular cycle based on tree growth. Each tree is pruned according to its specific needs and growth rate. This system is efficient because it minimizes significant non-productive travel time between trees. It also provides for good public relations because all trees are pruned at once eliminating the concern by residents that the street tree in front of their house was missed, as well as the noise and inconvenience of multiple visits to the same small geographical area. Proper mature tree pruning in Alexandria faces its largest challenge because trees are far too infrequently pruned based on the somewhat longer pruning cycle.

**Recommendation #106: The City should trim mature street trees in Alexandria on a five to seven year cycle.**

**(8) Install A Formal Work Planning and Scheduling System**

The Tree Maintenance Section should install a formal work planning and scheduling system in the Tree Maintenance Section. The need for the system was amply demonstrated by an analysis of work orders by the project team. The results that indicate a need for a formal work planning and scheduling system are presented below.

- On April 6<sup>th</sup>, the crew traveled to three different work sites and found that the jobs had been completed already;
- On April 9<sup>th</sup>, the crew traveled to two different work sites and found that the jobs had been completed already;
- On April 24<sup>th</sup>, the crew traveled to two different work sites and found that the jobs had been completed already;
- On April 25<sup>th</sup>, the crew traveled to three different work sites and found that the jobs had been completed already; and
- On April 26<sup>th</sup>, the crew indicated that the work order was unclear, and that the work may have been completed already.

Clearly, the existing work planning and scheduling system is resulting in some wasted effort by the in-house tree crew.

Planning and scheduling for Tree Maintenance must be a disciplined approach for utilizing its staff resources. This is accomplished through:

- Prioritizing work;
- Developing the physical steps to complete the job;
- Procuring necessary tools and materials;

- Scheduling the work to be done;
- Completing the work; and
- Identifying any additional work to be completed on the asset.

Tree Maintenance should take a number of steps to install a formal planning and scheduling system. These steps are presented below.

- **The Arborists should inspect all of the work before the development of a work order.** The Arborists should first respond to the address of the service request to determine the type of work required and to develop the work order. The work order should be assigned to the Tree Trimmers using the FIFO (First in - First out) system within established priorities and crew assignments.
- **The Tree Maintenance Section should develop a priority system for the assignment of work orders.** The priorities should be emergency, urgent, and routine. Emergency work orders should be safety items that demand immediate response to protect and save property and lives, and should be completed the same day. Urgent work orders should be responses that require a response as soon as possible (few hours) to protect property or to prevent disruption; these work orders should be completed in one week of receipt of the request. Routine work orders are other work that can be handled on a routine planned and scheduled basis. These should be completed within one month of receipt of the request.
- **Create and utilize work orders for all of the work performed by Tree Maintenance staff.** The work order should serve as the basis for identification of requests for services, or work. A work order does basic things for Tree Maintenance. First, it alerts the staff of a requirement for services. Second, the work order describes the work or services to be performed. Third, the work order authorizes expenditures for the described work (clearance trimming, stump removal, etc.). Finally, an effective work order system will enable tracking of performance in the accomplishment of such work. Tree Maintenance is able to know when the work was required, when it was completed, who performed the work, and the cost of performing that work. Thus the work order system is the backbone of a planning and scheduling system. The work order should include date, name of the requestor, location of the work, nature of the work, priority of the work, etc.
- **A three to six month schedule should be prepared.** A three to six month schedule is a process of balancing workload, both current and anticipated workload demand. This is especially important for Tree Maintenance given the large backlog of block-by-block tree trimming. By defining the current workload and anticipating future workloads, the City Arborist will be able to make an

informed decision on the amount of work that can be accomplished given the staff resources available. The Tree Maintenance staff resources must be balanced with the workload so that there are enough people and materials to accomplish the work, but not more people and materials than needed or more workload than can be realistically accomplished. This can be accomplished by documenting the available work hours and then documenting work hours required for tree maintenance,.

- **Develop a weekly schedule.** The Arborists should develop a written weekly schedule. The weekly schedule for Tree Maintenance is the plan for assigning staff resources to specific jobs in the coming week. The weekly schedule is normally developed on a Wednesday or Thursday of the preceding week. The assignment of staff resources is based on several factors:
  - Available work hours. This can be affected by planned leave, holidays, attrition, and other factors.
  - Available materials and equipment. To accurately schedule, materials planners must communicate realistic delivery dates for necessary materials.
  - Rate of success in the current week's schedule.
  - Priorities. The overall plan of the master schedule becomes a guide in developing priorities for the weekly schedule.

A weekly schedule does not necessarily define the work of individual staff, but rather the number of hours by a crew to be spent each day on specific work orders.

- **The work should be tracked and reported.** Tracking work progress and reporting on work progress is another important part of the planning and scheduling system. Reporting on work is the process of communicating with management and customers the current progress and the current plans for a concrete repair work, Tree maintenance repair work, signs and markings repair work. Weekly schedule compliance is an effective method of tracking progress. For instance, how close was the actual weekly execution of the work in relationship to the plan developed in the weekly schedule? How effectively is the backlog of concrete repair work and Tree maintenance repair work dissipating?

The planning and scheduling system allows the City Arborist to manage what, when, how, how much, and how well Tree Maintenance performs its work. The system can be complex and computerized, with full scheduling and tracking controls, or more informal,

with a minimum of control. Tree Maintenance must find the right balance of control to enable it to meet its goals and objectives in supporting the Department's mission.

**Recommendation #107: The Tree Maintenance Section should develop and install a formal work planning and scheduling system.**

**(9) Modify the Class Descriptions of the Tree Trimmer and Arborist To Require Professional Certification**

An increasingly large number of urban forest management programs are requiring technical qualifications for key staff positions to ensure that individuals have demonstrated an appropriate level of knowledge, skill and experience to satisfactorily perform required work. For example, some programs require that crew leaders of pruning crews hold current ISA Tree Worker Certifications and that supervisors hold ISA Arborist Certifications. Major contractor companies, (e.g. West Coast Arborists, Davey Tree Surgery, Asplundh Tree Expert Company) recognize the value and importance of a high level of demonstrable knowledge and skills and have required that their workers acquire ISA certification or complete very stringent and comprehensive in-house certification programs to qualify for leadership positions. Tree Services staff only includes 2 ISA Certified Arborists. Pesticide applicators possess State required applicators licenses. With the exception of one of the Supervisors who is a graduate of a 2-year community college ornamental horticulture program, the remainder of the

**Recommendation #108: Review current job descriptions to ensure that each position includes appropriate qualifications according to the highest reasonable industry standards to satisfactorily perform all required duties and responsibilities. Include the requirement for all Supervisors to acquire and maintain a current ISA Certified Arborist credential. Include the requirement for all Senior Tree Maintenance Workers and Senior Tree Trimmers to acquire and maintain current WC ISA Certified Tree Worker or ISA Certified Arborist credentials. Include the requirement for all Tree Trimmer II's to acquire and maintain a current WC ISA Certified Tree Worker credential. Develop or modify other qualifications as appropriate.**

**(10) Develop A Comprehensive Training Program**

Develop a comprehensive, professional in-service training program designed and conducted to keep step with state-of-the-art advances and to continuously improve workers' knowledge and skills in safety, tree planting, care and maintenance practices. Training programs must ensure that workers develop and maintain a fundamental and applicable understanding and ability to perform safe and effective work.

The training program must include the following minimum components:

- Use of instructors who are technically qualified and experienced within the specific training domain.
- Scheduling on a timely and regular basis consistent with all applicable laws, regulations, and industry practices. An example of timely training is that correct planting practices should be conducted just prior to the planting season. Safety training should be conducted on a regular basis throughout the year.
- Locations for training should be selected based on the needs and best environment for the training. Locations should be selected that establish an atmosphere and environment that best facilitates the presentation, reception and practice of the information and/or skills.
- The opportunity to observe, experience, learn and safely use state-of-the-art tools, equipment, skills and practices in various real-world conditions prior to application in the field.
- The use of descriptions, demonstrations, reference materials and hands-on practice under the guidance of qualified instructors. Hands-on training has been consistently demonstrated to permit workers to better understand and apply the technical knowledge, skills and mechanics required to satisfactorily perform work according to accepted practices.
- Minimum levels of performance must be established for all training programs. Measurements must be taken to ensure that trainees have achieved the minimum level of knowledge and/or performance prior to their conduct of the subject work.

**Recommendation #109: The Tree Maintenance Section should develop a formal in-service training program to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, tree planting, and**



**care and maintenance practices.**

**(11) Enhance Public Information and Relations Regarding the Urban Forestry Program.**

The Department should develop and implement a strong public relations and public information program focused on regularly informing and educating city residents about the benefits and value of the urban forest. This should include the following:

- The cost to adequately maintain the urban forest;
- The adverse results of withholding proper care; and
- The Tree Maintenance Section public information available regarding the City's urban forest, public events and other timely urban forest information.

This should include the development of a website for the Tree Maintenance Section to include current tree and urban forestry information, schedules and details for events, and information on programs and services. Provision of an attractive website with current and technically accurate information should establish the Section as one of the prime resources within the City for urban forestry and arboricultural references and resources.

The Tree Maintenance Section should provide regular articles and features in the local news media and popular publications, and provides regular arboriculture and urban forestry educational programs and presentations for public service and interest groups.

The Tree Maintenance Section Actively should work with neighborhood associations to circulate informational / educational brochures and programs for the general public and interested organizations and associations.

**Recommendation #110: The Department should develop a website for the Tree Maintenance Section on the Department's website.**

**Recommendation #111: The Department should develop and implement a strong public relations and public information program focused on regularly informing and educating city residents about the benefits and value of the urban forest.**

**(12) The Tree Maintenance Section Should Develop A Policy and Procedure Manual.**

The Tree Maintenance Section should develop formal written policies, procedures and specifications documents. At a minimum, the policies, procedures and specifications document should address the following:

- Mission and vision of Tree Services;
- General urban forest management goals and objectives;
- Program policies;
- Standards of performance;
- Points of contact for questions and formal interpretations of language;
- Worker duties and responsibilities, including personnel qualifications;
- Minimum requirements for type and number of equipment and materials for each type of work;
- Descriptions of standard crew types for each work type;
- Normal and overtime definitions and schedules;
- General safety requirements;
- Crew location notification;
- Recordkeeping and reporting;
- Work auditing, monitoring and enforcement;
- Unsatisfactory work and mitigation;
- Communication;
- Traffic control;

- Damage reporting and mitigation;
- Pruning goals and practices;
- Worksite cleanup;
- Worksite access;
- Tree removal and replacement;
- Planting;
- Irrigation;
- Tree health monitoring;
- Hazard tree identification and mitigation;
- Integrated Pest Management;
- Debris disposal; and
- Definitions.

**Recommendation #112: The Tree Maintenance Section should develop a formal, written policies and procedures manual.**

**(13) Develop A Tree Pruning Plan for the City's Parks.**

While the City has an estimated 17,000 street trees, it also has an estimated and over 50,000 trees in parks and on other public properties. The draft *Urban Forestry Management Plan*, however, indicated that park trees have not been inventoried. The draft *Urban Forestry Management Plan* also indicated that tree maintenance is almost exclusively confined to street trees, neglecting the needs of park trees and those at other City public facilities.

To trim these trees on a five to seven year schedule would require that 7,000 to 10,000 trees be trimmed each year in addition top street trees. The cost would

approximate \$1,225,000 to \$1,750,000.

However, this level of service is inappropriate and unnecessary in much of Angel Park, for example, which contains a natural area with a creek that runs down the middle of the park, or in much of Brookvalley park, for example, which is largely a scenic natural area that straddles Holmes Run creek.

Rather than attempt to trim the trees in natural habitats, the Tree Maintenance Section should conduct an inventory of trees in parks to document those that present a possible risk to the public given the location of the tree. This would focus on active se areas of the City's parks such as pathways, besides buildings or parking lots, playfields, etc. This is a risk assessment designed to protect the safety of those who use the parks while also preserving the tree's health and structural condition.

This evaluation procedure should occur as noted below.

- Document the location, by park, and by using a GPS unit to note the specific location.
- Measure the trunk diameter in inches at a point 54" above grade.
- Visually evaluate the health and structural condition of each tree.
- Rate the health and structural condition using a scale of 0 – 5:
  - A healthy, vigorous tree, reasonably free of signs and symptoms of disease, with good structure and form typical of the species;
  - Tree with slight decline in vigor, small amount of twig dieback, minor structural defects that could be corrected;
  - Tree with moderate vigor, moderate twig and small branch dieback, thinning of crown, poor leaf color, moderate structural defects that might be mitigated with regular care;
  - Tree in decline, epicormic growth, extensive dieback of medium to large branches, significant structural defects that cannot be abated;

- Tree in severe decline, dieback of scaffold branches and/or trunk; most of foliage from epicormics; extensive structural defects that cannot be abated; and
- Tree is dead.
- Comment on significant aspects of the health & structure.
- Where decay was suspected in the lower trunk and buttress roots, sound with a hammer, and record findings.
- Identify the part of the tree most likely to fail and hit a target within the next two years.
- Identify the target(s) that would be impacted by that failure (e.g. street, parking).
- Rate the potential hazard. The components of the hazard rating are most likely failure, failure potential, size of part, target rating, and hazard rating.
- Determine the need for additional testing such as decay detection root collar inspection and/or aerial inspection of the crown.

Based on this risk assessment, the Tree Maintenance Section should develop a five-year budget proposal for the pruning, elevating or raising for clearance, or removal of park trees in the active areas of the City's parks.

**Recommendation #113: The Tree Maintenance Section should conduct a risk assessment of trees in active use areas of the City's parks.**

**Recommendation #114: The Tree Maintenance Section should develop a five-year budget proposal for the pruning, elevating or raising for clearance, or removal of park trees in the active areas of the City's parks.**

**(14) The Vacant Assistant Tree Superintendent Position Should Be Eliminated While The Five-Year Assistant Arborist Position Is Converted To Full-Time.**

The present organizational structure of the Tree Maintenance Section involves a City Arborist who supervises two Assistant Arborists who, in turn, supervise the Assistant Superintendent for Tree Maintenance who, in turn, supervises the in-house tree maintenance crew of three Tree Trimmers.

This is an unnecessarily complex plan of organization that should be simplified. The vacant Assistant Superintendent for Tree Maintenance position should be eliminated. The Assistant Arborist position, authorized for five years, should be converted to full-time. With the proposed addition of a second in-house tree trimming crew, each of the Assistant Arborists would supervise an in-house tree trimming crew and the tree trimming contractor when on-site. The cost impact of this recommendation is presented below.

Recommendation	Annual Cost Savings
Eliminate the vacant Assistant Tree Superintendent position	\$55,000

**Recommendation #115: Eliminate the vacant Assistant Tree Superintendent position.**

**Recommendation #116: Convert the five-year Assistant Arborist position to full-time.**

**4. THE LEVEL OF SERVICE FOR HORTICULTURAL MAINTENANCE OF CITY FACILITIES, MEDIANS / STREETSAPES, RECREATION CENTERS, PORTALS, AND PARKS SHOULD BE ADJUSTED.**

The Horticultural Section of the Department, located within Park Planning, is responsible for the planting and maintenance of over 130 planting sites throughout the City. These sites include:

- Market Square, the Lyceum and Lloyd House, the Black History Museum, the Courthouse, Ramsey Visitor Center and the Torpedo Factory;
- 11 Recreational Centers;
- 8 Waterfront Parks;
- 14 Portals or Gateways to the City;
- 6 Irrigation Systems;
- 623 Tree wells in the Business District; and

- 53 Natural Areas and Parks.

Annuals are planted at 97 areas throughout the City, of which 36 must be hand watered.

Perennials are planted and cared for at 103 areas.

The roles and responsibilities of the staff assigned to this section are presented in the table below.

Staffing By Classification		Roles and Responsibilities
Horticultural Supervisor	1.0	<ul style="list-style-type: none"> <li>• Supervises the work performed by the Horticultural Specialists and the Horticultural Assistant in propagating and maintaining of annuals, perennials, shrubs, and other ornamental plants at the Fort Ward nursery and throughout the City.</li> <li>• Supervises the landscape maintenance and design and turf management for the Department, such as plant design, purchasing of plants and materials, selecting work projects for contractors, overseeing the work of contractor's installation, researching and testing new plants, products, etc, and performing budgetary tasks, etc.</li> <li>• Serves as resource contact for the staff of the Department and other departments for turf management, wetland restoration, native plants, integrated pest management, etc.</li> </ul>
Horticultural Specialist	2.0	<ul style="list-style-type: none"> <li>• Prepares and maintains plant beds, shrubs, tree wells, and landscapes of selected public buildings, parks and street medians.</li> <li>• Performs a number of tasks including edging, pruning, cultivating, weeding, planting, watering and applying chemicals and fertilizers to flower and shrub beds and tree wells.</li> <li>• Assists in the maintenance of a small nursery and greenhouses;</li> </ul>

In addition, the Section is authorized seasonal labor and contractual services for the maintenance of these 130 planting sites. These resources are presented in more detail below.

- The Section is authorized \$65,377 in seasonal labor. The seasonal employee budget would enable this unit to hire approximately 5,448 hours of seasonal employees on an annual basis assuming an average hourly rate of \$12.
- The Section purchases 14,595 hours from a contractor to assist in the maintenance of these 130 sites.

The conclusions and recommendations of the project team regarding the Horticultural Section are presented below.

**(1) The Operating and Maintenance Costs and Levels of Staffing For Horticultural Services Are High Relative to the Typical Costs of Park Maintenance.**

A summarized breakdown of the Horticultural annual staff hours and the contractual annual hours for these sites is presented in the table below.

<b>Site</b>	<b>In-House</b>	<b>%</b>	<b>Contractor</b>	<b>%</b>	<b>Total</b>	<b>%</b>
City sites	4,454	32.2%	1,586	10.9%	6,040	21.2%
Recreation Centers	1,857	13.4%	3,186	21.8%	5,043	17.7%
Portals	1,260	9.1%	69	0.5%	1,329	4.7%
Median / Landscape	3,087	22.3%	3,941	27.0%	7,028	24.7%
Non-Waterfront Parks	1,804	13.0%	2,247	15.4%	4,051	14.2%
Waterfront Parks	1,376	9.9%	3,566	24.4%	4,942	17.4%
<b>Total</b>	<b>13,838</b>	<b>100.0%</b>	<b>14,595</b>	<b>100.0%</b>	<b>28,433</b>	<b>100.0%</b>

Important points to note regarding the data contained in the table are presented below.

- The Horticultural Section is purchasing contractual hours that exceed, somewhat, the staff hours provided annually by that of the Section’s staff.
- A total of 6,040 hours are allocated annually to maintenance of City sites such as City Hall / Market Square, Lyceum, etc.
- A total of 5,043 hours are allocated annually to recreation centers.
- A total of 1,329 hours are allocated annually to portals.
- A total of 7,028 hours are allocated annually to medians / streetscapes such as the Washington Street medians / streetscapes, Duke Street the Masonic Temple etc.
- A total of 4,051 hours are allocated annually to non-waterfront parks such as the King Street Gardens Park, Fort Ward Park, Landover Park Alexandria National cemetery, etc.
- A total of 4,942 hours are allocated annually to waterfront parks. A total of 39% is allocated to Founders Park, while 21% is allocated to Waterfront Park.

Including in-house staff, the contractor, and materials costs, the Department is expending approximately \$746,222 annually on these horticultural services excluding the Fort Ward nursery and natural resource management aspects of the Section.

These resources are allocated to the maintenance of 7.32 acres as presented in



the table below. This excludes the Fort Ward nursery and natural resource management aspects of the Horticultural Section.

Facility	Square Footage	Acreage	Total Hours	Acres/ Staff	Total Cost	Cost / Acre
City Facilities	24,265	0.56	6,040	0.171	\$145,784	\$261,708
Recreation Centers	12,438	0.29	5,043	0.106	\$128,542	\$450,176
Portals	3,125	0.07	1,329	0.098	\$10,850	\$151,240
Medians / Landscapes	175,335	4.03	7,028	1.055	\$220,351	\$54,744
Waterfront Parks	14,113	0.32	4,942	0.119	\$134,347	\$414,664
Non-Waterfront Parks	89,693	2.06	4,051	0.936	\$106,348	\$51,649
<b>TOTAL</b>	<b>318,969</b>	<b>7.32</b>	<b>28,433</b>	<b>0.474</b>	<b>\$746,222</b>	<b>\$101,908</b>

Important points to noted concerning the data contained in the table are presented below.

- On average, the operating and maintenance expenditures per acre amount to \$101,908. However, this ranges from a low of \$51,649 per acre for non-waterfront parks to \$450,176 per acre for recreation centers.
- The *Center for City Park Excellence* publishes parks data concerning the 140 largest cities and counties in the United States. This includes data concerning the amount of developed acres and the park operating expenditures. This data was most recently published in July 2007 for fiscal year 2005. The project team utilized the data to develop a comparison of operating costs per acre. This data is presented in the table below for cities and counties in the eastern United States in the table below.

City	Developed Park Acreage	Park Operating Expenditures	Park Operating Expenditures / Acre
Atlanta	3,106	\$34,879,136	\$11,230
Baltimore	3,079	\$25,062,967	\$8,140
Charlotte/Mecklenburg	5,403	\$27,707,918	\$5,128
Cleveland	1,477	\$35,919,117	\$24,319
Columbus	6,438	\$28,380,738	\$4,408
Detroit	5,890	\$38,000,000	\$6,452
District of Columbia	743	\$105,157,486	\$141,531
Indianapolis	4,895	\$30,174,558	\$6,164
Raleigh	2,699	\$34,248,137	\$12,689
St. Louis	2,901	\$18,176,395	\$6,266
Toledo	974	\$10,729,903	\$11,016
Virginia Beach	2,627	\$44,277,310	\$16,855

City	Developed Park Acreage	Park Operating Expenditures	Park Operating Expenditures / Acre
Median			\$9,578

As the table indicates, the median expenditure per developed park acre amounts to \$9,578, with a range from a low of \$4,408 per acre for Columbus to a high of \$141,531 per acre for the District of Columbia.

- In evaluating staffing for park maintenance, the project team uses staffing guidelines that relate the number of developed acres per maintenance worker for various service levels ranging from “A” to “C”. The table that follows provides the standard definition for each of these service levels.

Service Level	Service Level Definition and Required Maintenance Staffing
“A”	State-of-the-art maintenance applied to a high quality, diverse landscape. Turf is lush, dark green, free from weeds and cut to a precise level. Plants and trees are pruned, trimmed and shaped to ornamental beauty. Requires one park maintenance worker per 4 to 6 developed park acres.
“B”	A high level of maintenance associated with well-developed park areas with reasonably high visitation. Major difference with Service Level “A” is turf is not cut to precise level and plants and trees are not pruned and trimmed at the same frequency. Requires one park maintenance worker per 6 to 10 developed park acres.
“C”	A moderate level of maintenance associated with locations of moderate to low levels of development and visitation. Requires one park maintenance worker per 10 to 15 developed park acres.

Other professional associations have used much the same approach. For example, The Association of Higher Education Facilities Officers noted in Facilities Manager in September/October 2000.

“For many campus facilities management departments, staffing levels are an issue in whether the environment is managed with a short-term versus long-term mentality. Workers can provide different levels of maintenance quality depending on how much acreage is in each worker's area of responsibility. For a world-class result, such as a formal garden, one person can maintain about half an acre. It takes one person to maintain up to five acres of an ornamental, well-manicured landscape with a few flaws. That person can maintain up to ten acres of a well-maintained, park-like environment with, again, some flaws. When the space reaches 15 acres, one worker can only provide moderate maintenance for a

park-like look that has significant flaws. At 20 acres, one person no longer can provide a quality result; maintenance will be flawed and the landscape will decline in quality (these calculations are for areas other than buildings, athletic fields, large parking lots or woodlands, with 'park-like' involving trees and turf with limited ornamental horticulture)."

The Association of Higher Education Facilities Officers is an international association dedicated to maintaining, protecting, and promoting the quality of educational facilities. It serves and assists facilities officers and physical plant administrators in colleges, universities, and other educational institutions throughout the United States, Canada, Mexico, and other countries worldwide. We promote excellence in the administration, care, operations, planning, and construction of educational facilities.

The level of staffing within Horticultural Services indicates is better than these guidelines for an "A" level of service.

The project team expects that the costs of horticultural maintenance would be higher than that of park maintenance. These costs are ten times that of park maintenance and the level of staffing is eight times higher than the bottom end of the range for an "A" level of service. The challenge becomes relevant, however, in considering the amount of funds expended on horticultural maintenance annually, which amounts to \$746,222 excluding Fort Ward nursery and natural resource management.

**(2) Expand the Number of Sites That Receive Maintenance Level 2 and a Maintenance Level 3.**

There are three levels of service provided by the Horticultural Section in the maintenance of these 130 sites. These three levels of service are presented below.

- Level 1 – Provides 4 seasons of color including spring, summer, fall, and winter (annuals). Daily inspection of each site including trash cleanup, graffiti, removal, plant grooming and care. The costs including labor and materials approximate \$24 per square foot per year.
- Level 2 – Provides 2 or 3 seasons of color including spring, summer, and fall (annuals). Inspections of each site are performed twice weekly, every 3 to 4 days, for trash cleaning, weeding, and plant care. The costs including labor and materials approximate \$15 per square foot per year.

- Level 3 – Provides no annuals; perennials are provided only. Inspections are conducted of the sites every 11 to 21 days or twice per month. Inspections include trash cleanup, weeding, plant care, and mulching. The costs including labor and materials approximate \$3 to \$9 per square foot per year.

The table below identifies the sites and the level of service provided for these sites.

Type of facility	Level of Service			Total
	1	2	3	
City Facilities	6	1	1	8
Recreation Centers	5	1	4	10
Portals	6	8	0	14
Medians and Streetscapes	5	7	14	26
Waterfront Parks	1	2	5	8
Non-Waterfront Parks	2	3	12	17
<b>Total</b>	<b>25</b>	<b>22</b>	<b>36</b>	<b>83</b>
<b>% of Total</b>	<b>30.1%</b>	<b>26.5%</b>	<b>43.4%</b>	

Important points to note regarding the data contained within the table are presented below.

- A total of 30.1% of the facilities receive a Level 1 service level. These consist of City facilities, recreation centers, portals, and medians and landscapes. The waterfront park that receives a Level 1 service is Founders Park. The two non-waterfront parks that receive a Level 1 service include King Streets Garden Park and Montgomery Park / Canal Stone.
- A total of 26.5% of the facilities receive a Level 2 service. These largely consist of the portals, medians and streetscapes. The City facility that receives a Level 2 service is the Torpedo Factory. The recreation center that receives a Level 2 service is the Chinquapin recreation center. The waterfront parks that receive a Level 2 service include Oronoco park and Waterfront park. The non-waterfront parks that receive a Level 2 service include Armory Tot Lot Royal Street, Landover Path, and Washington Way.
- A total of 43.4% of the facilities receive a Level 3 service. These primarily consist of medians and streetscapes, and non-waterfront parks. The City facility that receives a Level 3 service is Vocational Services-Colvin. The recreation centers that receive Level 3 service include Durant, Nicholas Colasanto, Patrick Henry, and William Ramsey recreation centers. The waterfront parks that receive a Level 3 service include King Street, Pt. Lumley, Rivergate, Roberdeau, and Windmill Hill parks.

Based upon a review of the sites, the project team recommends that the maintenance level for a number of these sites be adjusted. These recommended adjustments focus on increasing the number of facilities receiving a Level 3 and level 2 service, and decreasing the number of facilities that receive a Level 1 service. These adjustments are not insignificant in controlling and reducing costs. For Founders Parks, for example, which receives a Level 1 Service, the costs of horticultural maintenance amount to \$50,000 annually in labor and materials, excluding mowing, irrigation repair, and other routine care by other staff in the Division. Of this \$50,000, \$34,000 is spent on the flowerbeds for four seasonal color changes.

The recommended adjustments are presented below.

- **All of the recreation centers should receive a Level 3 service.** While 4 centers receive a Level 3 service, 5 receive a Level 1 and 1 receives a Level 2. These 6 centers should receive a Level 3 service.
- **One waterfront park that receives a Level 1 service should be adjusted to a Level 2 service.** Founders Park should be adjusted from a Level 1 service to a Level 2 service.
- **Two non-waterfront parks that receives a Level 1 service should be adjusted to a Level 2.** Montgomery park and King Street Gardens park are in close proximity to a series of waterfront parks that are provided a Level 2 service. In addition, the Section should work with the King Street garden Foundation to solicit volunteers and contributions to provide horticultural maintenance of that park.
- **One waterfront and three non-waterfront parks that receive a Level 2 service should be adjusted to a level 3 service.** This would include Oronoco Bay park, Armory tot lot, Landover park, and Washington Way park. There should be sufficient color provided at Founders park and Waterfront park; both of these parks are a Level 2 service or are proposed for a Level 2 service. The three other parks - Armory tot lot, Landover park, and Washington Way park – are not substantively different than other parks in the City park system, and should receive the same level of service.
- **Three median / streetscapes that receive a Level 2 service and two that**

receive a **Level 1 service should be adjusted to a Level 3 service**. This would include Commonwealth / Rosemount, Yoakum Parkway, and Van Dorn medians (currently Level 2 service) and Kennedy Street / Mt. Vernon and the Masonic Temple (currently Level 1 service). This reflects the level of traffic on these streets versus Washington Street or Duke Street.

- **The Washington Street medians / streetscapes should be adjusted to a Level 2 service**. This is the same level of service provided to Duke Street.
- **A number of City facilities should be adjusted from a Level 1 service to a Level 2 service**. This should include Lloyd House, the Courthouse, City Hall / Market Square, and the Lyceum.

The impact of these proposed adjustments is presented in the table below.

Type of Facility	Level Of Service			Total
	1	2	3	
City Facilities	2	5	1	8
Recreation Centers	0	0	10	10
Portals	6	8	0	14
Medians and Streetscapes	2	5	19	26
Waterfront Parks	0	3	5	8
Non-Waterfront Parks	0	5	12	17
<b>Total</b>	<b>10</b>	<b>26</b>	<b>47</b>	<b>83</b>
<b>% of Total</b>	<b>12.0%</b>	<b>31.3%</b>	<b>56.6%</b>	<b>100%</b>

Important points to note regarding the data contained in the table are presented below.

- The number of facilities that receive a Level 1 service would decrease from 25 facilities to 10 facilities. The percentage of facilities that receive a Level 1 service would decrease from 30.1% of these facilities to 12%.
- The number of facilities that receive a Level 2 service would increase from 22 to 26. The percentage of facilities that receive a Level 2 service would increase from 26.5% of these facilities to 31.3%.
- The number of facilities that receive a Level 3 service would increase from 36 facilities to 47 facilities. The percentage of facilities that receive a Level 3 service would increase from 43.4% to 56.6 percent.

Overall, more of these facilities should rely on perennials for color than annuals. This will present a challenge to the Division, but the Division has the skills and knowledge to effectively respond to this challenge.

In addition, those facilities that are provided a Level 3 service should be maintained by the park maintenance staff responsible for the routine maintenance staff assigned responsibility for these facilities, and not the Horticultural Section. The estimated cost savings resulting from these adjustments in service levels would approximate \$130,000 to \$175,000 annually. The project team estimates that these savings would approximate 20% in materials costs and 80% in contractual costs. The cost savings are portrayed in the table below.

<b>Recommendation</b>	<b>Annual Cost Savings</b>
Adjust the horticultural levels of service reducing the number of facilities receiving a Level 1 service, and increasing the number of facilities receiving a Level 2 or a Level 3 service.	\$130,000 to \$175,000

**Recommendation #117: Adjust the horticultural levels of service reducing the number of facilities receiving a Level 1 service, and increasing the number of facilities receiving a Level 2 or a Level 3 service.**

**Recommendation #118: Assign responsibility for the maintenance of flowerbeds that receive a Level 3 service to the park maintenance workers responsible for the routine maintenance of those facilities.**

**(3) Terminate the Contract For Horticultural Services and Replace the Contract labor With Seasonal Labor.**

At present, the Horticultural Section contracts for horticultural services. The annual cost of the contract amounts to \$375,000. The Section procures approximately 14,595 labor hours. The exhibit following this page portrays the distribution of in-house and contractor hours by facility. Important points to note regarding the data contained in the exhibit are presented below.

- At most of the City facilities, a mix of in-house staff and contractual labor is utilized. In fact, almost three-quarters of the hours allocated to the maintenance of the City facilities are Horticultural Section staff.
- At most of the recreation centers, a mix of in-house staff and contractual labor is utilized. In this instance, 37% of the hours allocated to the maintenance of the recreation centers are Horticultural Section staff.
- At most of the City portals, most of the labor is City staff. In fact, 95% of the hours allocated to the maintenance of the City portals are Horticultural Section staff.
- At most of the medians and streetscapes, a mix of in-house staff and contractual labor is utilized. In this instance, 44% of the hours allocated to the maintenance of the medians and streetscapes are Horticultural Section staff.
- At most of the waterfront parks, a mix of in-house staff and contractual labor is utilized. In this instance, 28% of the hours allocated to the maintenance of the waterfront parks are Horticultural Section staff.
- At most of the non-waterfront parks / open space, a mix of in-house staff and contractual labor is utilized. In this instance, 45% of the hours allocated to the maintenance of the non-waterfront parks / open space are Horticultural Section staff.

As these points indicate, the Horticultural Section and the contractor work at the same facilities. In some cases, the Horticultural Section works a higher proportion of the work hours, and in other instances, the contractor works a higher proportion of the labor hours.



Exhibit 13 (1)

Allocation of Horticultural Staff and  
 Contractual Labor Hours

Site	Staff hours	Contractor hours	Total Hours
<b>City Facilities</b>			
Black History	99	-	99
City Hall/Market Square	2,246	822	3,068
Courthouse	440	83	523
Lloyd House	59	478	537
Lyceum	800	203	1,003
Ramsey Visitor Center	500	-	500
Torpedo Factory/Kiriakow	300	-	300
Vocational Services- Colvin	10	-	10
<b>City Facilities subtotal</b>	<b>4,454</b>	<b>1,586</b>	<b>6,040</b>
Chinquapin Recreation Center	55	696	751
Cora Kelly Recreation Center	100	308	408
Charles Barrett Recreation Center	400	337	737
Charles Houston Recreation Center	138	261	399
Durant Recreation Center	10	140	150
Lee/Nannie J Lee Centers	600	665	1,265
Mt. Vernon Recreation Center	65	315	380
Nicholas Colasanto Recreation Center	128	266	394
Patrick Henry Recreation Center	56	41	97
William Ramsey Recreation Center	305	157	462
<b>Recreation Centers subtotal</b>	<b>1,857</b>	<b>3,186</b>	<b>5,043</b>
<b>Portals</b>			
Duke St at Landmark	120	0	120
Edsal Road	80	0	80
Elbert Triangle	80	0	80
Jefferson Davis Highway	80	0	80
King & Beauregard Streets	120	0	120
Patrick Street	120	59	179
Quaker Lane	120	0	120
Clermont at Eisenhower	80	0	80
Seminary & George Mason	100	0	100
South Glebe Road	80	0	80
Telegraph Road	80	0	80
Van Dorn Street	80	0	80
Washington Street North	120	10	130
Washington Street South	0	0	-
<b>Portals subtotal</b>	<b>1,260</b>	<b>69</b>	<b>1,329</b>

**Exhibit 13 (2)**

Site	Staff hours	Contractor hours	Total Hours
<b>Medians &amp; Streetscapes</b>			
Tree Wells 623 trees	0	620	620
King Street 200 wells	0	200	200
Washington 200 wells	0	200	200
Mt. Vernon 200 wells	0	200	200
Duke St 23 wells	0	20	20
Braddock Rd medians	80	194	274
Braddock & Commonwealth	0	0	-
Braddock Rd Russell Cannon	70	0	70
Commonwealth & Rosemont	26	198	224
Duke St medians	80	359	439
Duke & Commerce Streets	10	128	138
Duke & Daingerfield Road	300	0	300
Duke & Diagonal Road	200	100	300
Duke & Telegraph meadow	300	30	330
Henry Street- Lee Center sign	160	0	160
Howard Street medians	10	107	117
Kennedy Street at Mt Vernon	300	168	468
King & Janneys Lane	30	104	134
King Street metro	500	0	500
King & Scroggins Road	10	42	52
916 King Street	5	112	117
Masonic Temple	600	77	677
Van Dorn medians	48	131	179
Waffle House Mt Vernon Ave	160	10	170
Washington Street medians	78	801	879
Yoakum Parkway Memorial	20	0	20
Quaker/Braddock/King	100	140	240
<b>Med./Streetscapes subtotal</b>	<b>3,087</b>	<b>3,941</b>	<b>7,028</b>
<b>Waterfront Parks</b>			
Founders Park	1000	1257	2,257
King Street Park	40	50	90
Oronoco Park	54	443	497
Pt. Lumley Park	27	333	360
Rivergate Park	78	397	475
Roberdeau Park	27	100	127
Waterfront Park	110	665	775
Windmill Hill Park	40	321	361
<b>Waterfront Parks subtotal</b>	<b>1,376</b>	<b>3,566</b>	<b>4,942</b>

**Exhibit 13 (3)**

Site	Staff hours	Contractor hours	Total Hours
<b>Non-Waterfront Parks/ Open Spaces</b>			
African American Heritage Park	20	0	20
All Veterans Park	10	140	150
Armory Tot Lot Royal Street	48	100	148
Beverly Park	28	0	28
Braddock Field	31	0	31
Fort Ward Park	15	250	265
Freedmans Cemetary	10	281	291
Gentry Park	20	144	164
King Street Gardens Park	600	472	1,072
Landover Path	45	270	315
LeBosquet Park	50	247	297
Lynnhaven Gateway Park	10	48	58
Montgomery Park/ Canal Stone	600	49	649
Monticello Park	70	0	70
Simpson Stadium Park	100	24	124
Skate Park	30	50	80
Washington Way	117	172	289
<b>Non-waterfront Parks subtotals</b>	<b>1,804</b>	<b>2,247</b>	<b>4,051</b>
<b>Grand Totals all sites</b>	<b>13,838</b>	<b>14,595</b>	<b>28,433</b>

However, the cost to the City of the contractor amounts to almost \$26 per hour. The Section uses the contractor for simpler, more labor intensive work, and uses its staff for the semi-skilled and skilled tasks.

The Horticultural Section procures seasonal labor at a cost of \$13 per hour. The Section procures approximately 5,030 seasonal labor hours annually.

The Department should terminate the contract for horticultural maintenance. It should insource these services. This would enable the Section to procure an additional 14,595 seasonal labor hours. Over an eight-month growing season, this would enable the Section to expand its seasonal workforce by approximately ten (10) staff. These staff should be split into three to four crews. The Division has indicated that it can provide the three pickup trucks required for these three crews. One member for each of these three crews should be designated as a lead worker and compensated as a lead worker. The cost impact of this recommendation is presented in the table below.

<b>Recommendation:</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
The Department should insource the contract for horticultural maintenance, adding 14,595 seasonal labor hours.	\$197,000	\$375,000

**Recommendation #119: The City should terminate the contract for horticultural maintenance. The City should insource these services. The City should provide an additional 14,595 seasonal labor hours for the Horticultural Section. Over a nine-month growing season, this would enable the Section to expand its seasonal workforce by approximately nine (9) staff.**

**5. NOT ALL OF THE CITY'S PARKS INSPECTED BY THE PROJECT TEAM WERE BEING MAINTAINED IN GOOD CONDITION.**

As part of the study conducted by the Matrix Consulting Group, an assessment of the adequacy of maintenance of parks was conducted. A sample of the City's parks was inspected and their condition evaluated. The condition was evaluated using a rating

form for park conditions based on current performance rating practices and literature. A sample of ten developed City parks was selected, of varying sizes and amenities and distributed evenly throughout the City.

- Windmill Hill Park
- Waterfront Park
- Founders Park
- Helen Miller / Bernard Hunter City Park
- Simpson Stadium Park
- Four Mile Run Park
- Colosanto Park
- Fort Ward Park
- Taney Avenue Park
- Minnie Howard School and Field Park
- Ewald Park

Each park was assessed on a variety of areas, including cleanliness, signage, field maintenance, playground, picnic areas, walkways, etc. For each area assessed the park was placed into one of three categories, which are as follows:

<b>Ratings</b>	<b>Significance</b>
No problem	Generally good condition, exhibiting little to no problems.
Limited problem	A couple to several repairs needed.
Widespread problem	Significant and major repairs needed.

The sections, which follow, provide a review of the condition assessment.

**(1) Numerous Elements Of Parks Were Evaluated.**

Project team members conducted site visits to eleven parks in the City of Alexandria. Each park was evaluated with regards to several key components. Listed below are the evaluation factors for the parks.

Project team members rated each evaluation factor either: 1: no problem; 2: limited problem' or 3: widespread problem.

<b>Park Condition Assessment Categories</b>	
Park Appearance & Entrances	Walkways
Signs-Availability	Cleanliness
Signs-Condition	Paving
Parking Lot-Condition	Restrooms
Parking Lot-Striping	Cleanliness
Parking Lot-Litter	Condition
Picnic Areas	Playgrounds
Tables-Maintenance	Condition
Trash Receptacles-Availability	Safety
Trash Receptacles-Cleanliness	Surface Under Equipment
Grills-Maintenance	Groundcover/Flower Beds
Grills-Cleanliness	Weeding
Litter Control	Edging
Baseball/Softball	Plant Condition
Backstop-Condition	Abs. Of Bare Spots
Fence/Gate Condition	Tennis Courts
Infield Surface Condition	Surface
Infield-Edging	Cleanliness
Bleachers-Condition	Nets-Condition
Outfield Mowing	Fences/Gates-Condition
Outfield-Abs. Of Bare Spots	Basketball Courts
Outfield-Weed Control	Net Condition
Soccer Field	Surface Condition
Nets-Condition	Goals Condition
Field-Abs. Of Bare Spots	Striping
Field-Weed Control	
Soccer Field (Continued)	Turf Management
Field-Mowing	Mowing
Trees/Shrubs	Weed Control
Pruning	Abs. Of Bare Spots
Tree Pits-Edging	Edging
Tree Pits-Weed Control	Irrigation

The sections, which follow provide a summary of the parks condition assessments conducted by the Matrix Consulting Group.

**(2) General Entrances, Walkways, And Facilities Were Evaluated.**

The project team evaluated general appearance, walkways, restrooms, picnic areas and playgrounds. The table, which follows, presents a summary of the results.

Category	No Problem	Limited Problem	Widespread Problem	Total Of Parks Rated	% Of Parks Rated With A Problem
Park Appearance & Entrances	5	4	2	11	55%
Walkways	5	4	1	10	50%
Restrooms	2	1	0	3	33%
Picnic Areas	5	2	0	7	29%
Playgrounds	6	0	1	7	14%

The points, which follow, provide a discussion of the results of the parks condition assessment.

- As shown in the table, over half of the parks inspected had limited problems with their general appearance. This included issues such as low visibility for signs, debris in parking lots, etc. Only one park, Colosanto Park has significant issue with its overall appearance (e.g., overgrown baseball diamond, walkway with litter and debris, shrubs impeding walkway, etc.) Additionally, Ewald Park had litter and debris in its parking lot and grounds, as well as weeds in bushes, and tree beds, brown spots on grassy areas, graffiti, broken sign, etc.
- Similarly, approximately half of the parks inspected had some problems with walkways, including cracked or raised portions, weeds, litter, etc. For example, while overall Founders Park was in excellent condition, there was some litter on walkways, etc.
- For those parks which had restrooms that were open at the time of the assessment, only one was rated with limited problems. The restroom located at the Simpson Stadium Park one stall was unclean, not all of the lights were functioning, etc.
- Overall, picnic areas were in good conditions – little to no litter and graffiti, picnic tables and benches were well-maintained, adequate trash receptacles, etc.
- In general, the playgrounds were in excellent condition. This included well-maintained equipment with no missing parts and / or pieces, adequate ground

cover, secured fencing, etc. In fact, only one park, Ewald Park’s playground had significant issues. This include liter, including empty alcohol containers, tripping hazards (e.g., overgrown tree roots), etc.

Overall, the majority of parks were in fair to good condition with only a few with notable areas of concerns (e.g., Colosanto and Ewald Parks).

**(3) Parks’ Ground Conditions Were Assessed, Including Turf, Groundcover And Trees/ Shrubs.**

The project team evaluated the sample parks’ grounds conditions. The project team inspected the turf, groundcover, flowerbeds, trees and shrubbery. The table, which follows, presents a summary of the results.

Category	No Problem	Limited Problem	Widespread Problem	Total of Parks Rated	% of Parks Rated with a Problem
Turf Management	2	7	2	11	82%
Groundcover/Flower Beds	2	9	0	11	82%
Trees/Shrubs	4	6	0	10	60%

The points, which follow, provide a discussion of the results of the parks condition assessment.

- The project team evaluated the overall condition of turf management at the Parks. As shown in the table, while 82% of parks had some problems, only 18% of parks had widespread problems. This included significant brown / bare spots in fields, overgrowth of weeds, etc. Both Taney Avenue and Colosanto Parks were rated as having ‘widespread problems’ with respect to turf management. Windmill and Founders Parks were rated as having ‘no problems.’ Some parks had limited problems, such as Helen Miller / Bernard Hunter, which included uneven grounds and some bare spots.
- With respect to ground cover and / or flowerbeds, none of the parks sampled by the project team received a rating of ‘widespread problem.’ With that said, nine of the eleven parks received an evaluation of ‘limited problems.’ This included weeds in the flowerbeds, lack of edging, need for pruning, etc. Colosanto Park has problems with respect to leaves in flower bed / ground cover areas, as well as mulch spilling onto walkways, overgrown areas around tree beds, etc.
- With respect to the tree / shrubs, most parks were assessed as having ‘limited problems.’ Four Mile Run Park, for example, had some tree beds that were well



maintained (e.g., limited to no weeds, mulch, clearly defined, etc.), while others had weeds. Additionally, Four Mile Run Park has broken tree limbs on the ground and walkway trails, etc. Similarly, Taney Park had broken tree limbs on the grounds and dead tree(s).

In general, City parks had limited problems with respect to ground cover, flowerbeds, trees and shrubbery. Issues included broken limbs, dead trees, and debris in ground cover.

**(4) The Condition Of Athletic Fields And Courts Were Assessed.**

The project team assessed the condition of baseball fields, basketball courts and tennis courts, as part of the overall parks condition assessment.

<b>Category</b>	<b>No Problem</b>	<b>Limited Problem</b>	<b>Widespread Problem</b>	<b>Total of Parks Rated</b>	<b>% of Parks Rated with a Problem</b>
Baseball/Softball	0	1	1	2	100%
Soccer Field	0	5	1	6	100%
Tennis Courts	1	2	0	3	67%
Basketball Courts	0	4	2	6	100%

The points, below, present a discussion of the results of the parks inspections.

- The project team inspected baseball and softball fields, as well as soccer fields. The Simpson Stadium Park has several baseball diamonds. For the most part, the baseball fields were in good condition. However, there were limited problems, such as the areas surrounding the baseball fields (e.g., litter, piles of sand, some debris, weeds, etc.) Four Mile Run Park also had problems with respect to baseball and softball fields, including rusted fencing and no spectator seating (unlike other parks). The baseball field in Colosanto Park had widespread problems – the diamond was overgrown with weeds and uneven ground. Mini Howard Park’s baseball field had rusted benches and fencing.
- Additionally, the project team assessed the condition of tennis courts. Simpson Stadium Park’s tennis courts had some litter and worn nets, however, the surface of the courts was even and lines were painted and visible. Four Mile Run had missing nets on tennis courts. Mini Howard’s tennis courts had several cracks in the surface.
- Basketball courts were evaluated by the project team. Four Mile Run’s basketball courts had limited problems, including tarnished backboards. Mini Howard Park’s basketball courts had broken nets, cracks and weeds growing on the court. At the Helen Miller Park, the fencing surrounding the basketball court

was broken, however, the court was painted, nets were in good condition and the surface was even. On the other hand, the Ewald Park's basketball court had graffiti, cracked / uneven surfaces, fading paint, a significant amount of litter (including alcohol containers), and full trashcans.

The table, which follows, presents a summary of the overall ratings for the condition assessment of the sampled parks. The table shows a summary of each category. Overall, 63% of the ratings resulted in the identification of limited or widespread problems.

<b>Overall Rating for Sampled Parks</b>	
No Problem	32
Limited Problem	46
Widespread Problem	9
Total of Parks Rated	87
Number of Parks Rated with a Problem	63%

**6. ADDITIONAL SEASONAL EMPLOYEE FUNDING SHOULD BE AUTHORIZED FOR PARK MAINTENANCE TO ENABLE DELIVERY OF A "B" LEVEL OF SERVICE, BUT THE PLAN OF ORGANIZATION FOR PARK MAINTENANCE SHOULD BE STREAMLINED.**

The project team's inspection of the City's [parks indicated that the condition of the parks needs to be improved, in some instances substantially. This challenge results from two factors. One factor is insufficient levels of staffing for park maintenance and the other is the need for greater levels of investment in park rehabilitation. The level of staffing for park maintenance, in terms of laborers, equipment operators, and maintenance workers, clearly needs to be increased. At the same time, however, the plan of organization for park maintenance needs to be streamlined to reduce the number of supervisors and managers.

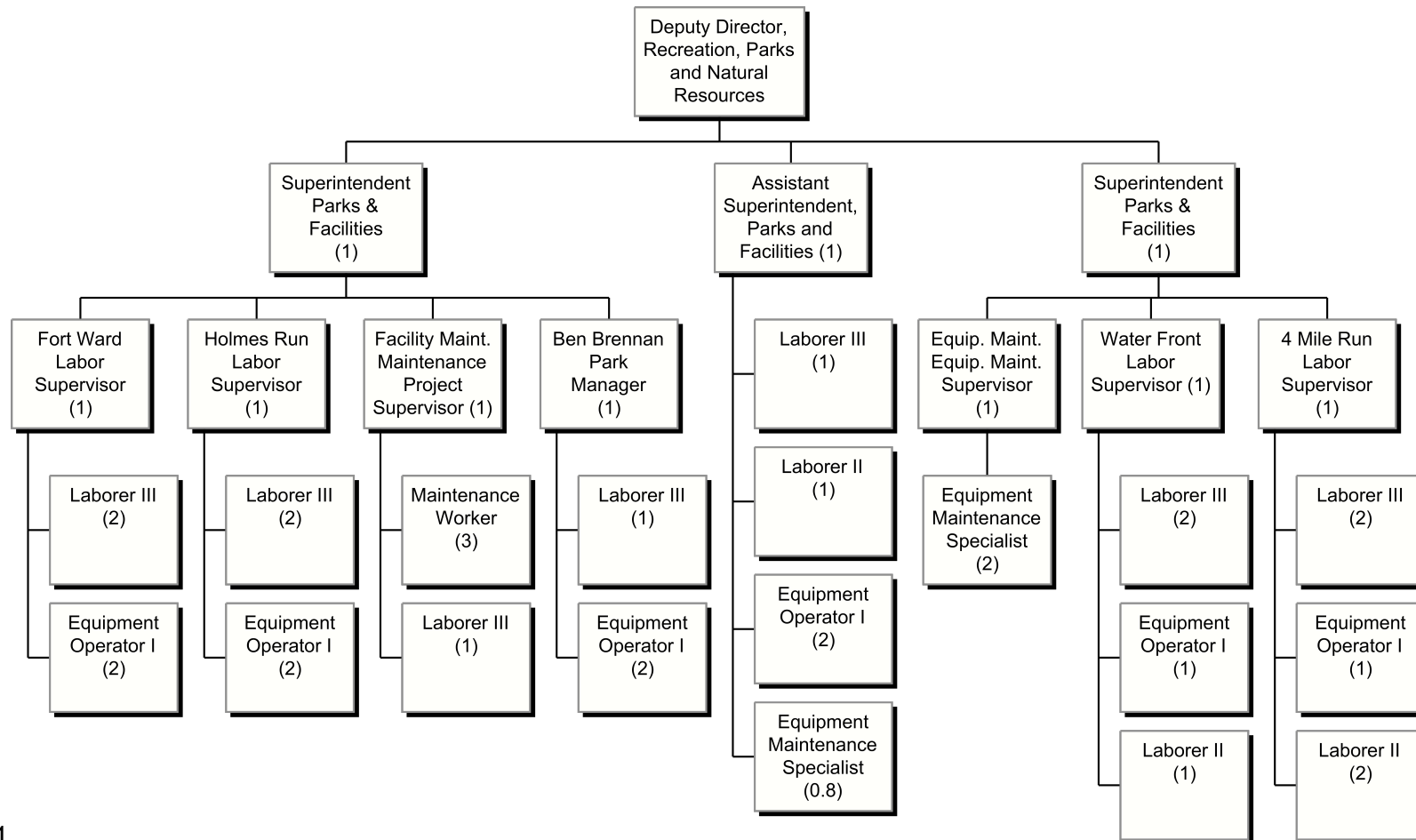
**(1) Increase the Number of Full-Time and Seasonal Park Maintenance Positions.**

There are a number of functions within park maintenance including park maintenance, park facilities maintenance, and park equipment maintenance. The role of each of those functions is presented below.

- **Park Maintenance staff maintain the City's park system.** This includes the daily maintenance of parks, multi-use trails, athletic fields, playgrounds, dog exercise areas, street medians, open space, basketball and tennis courts. This division is the logistical backbone of the organization and provides support for all operational divisions in the department. The division also provides logistical support for more than 90 special and cultural events and festivals, as well as several hundred park and pavilion rentals per year. All athletic field permitting, scheduling and coordination with the public, city sponsored, and co-sponsored groups are performed by this Division. This division also provides staff for graffiti removal on public property and supervises the inmate work crews for daily and weekend work in the parks that help to keep the parks clean.
- **Park Facilities Maintenance staff is responsible for maintaining field and park irrigation systems, approximately 400 trail lights, and 23 athletic field lighting systems, including 13 ball fields and 10 tennis / basketball court lighting systems.** This section is responsible for the upkeep and repairs to park wooden and metal entrance signage and park regulatory signs, coordination of repairs to park restrooms, water fountains, interior and exterior painting, equipment repairs, special assigned maintenance projects and repairs, special assigned maintenance projects and repairs not handled by General Services. In addition, this section is responsible for emergency response in inclement weather and emergency situations as required by the activation of the City Emergency Operations Center.
- **Park Equipment Maintenance staff is responsible for the daily and routine preventative maintenance of over 200 pieces of park grounds and maintenance equipment.** This includes large turf mowers, aeration equipment, seeders and spreaders, back blades, tractors, string trimmers, snow blowers, snowplows, chainsaws, wood chippers, tree stump grinders and a portable aerial lift. This section is also responsible for coordinating preventative maintenance and repairs for all larger vehicles, such as trucks and cars, with the General Service Department, Fleet Services Division. In addition, this section is responsible for emergency response in inclement weather and emergency situations as required, by the activation of the City Emergency Operations Center.

The plan of organization for these staff is presented on the following page.

Existing Plan of Organization for  
 Park Maintenance



1

**CITY OF ALEXANDRIA, VIRGINIA**  
**Management Audit of the Recreation, Parks and Cultural Activities Department**

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Overall, the Division allocates thirty-five (35) staff to the maintenance of parks excluding the Assistant Superintendent, the two Superintendent of Parks and Facilities positions, the three staff allocated to small equipment maintenance, and the Labor Supervisor / Park Manager positions. These positions are presented in the table below.

<b>District / Specialty Crew</b>	<b>Labor Supervisor / Park Manager</b>	<b>Laborer I / II / III</b>	<b>Equipment Operator I</b>	<b>Maintenance Worker</b>	<b>Total</b>
Fort Ward	1	2	2	0	<b>5</b>
Holmes Run	1	2	2	0	<b>5</b>
Ben Brennan	1	1	2	0	<b>4</b>
Facility Maintenance	1	1	0	3	<b>5</b>
Waterfront	1	3	1	0	<b>5</b>
4 Mile Run	1	4	1	0	<b>6</b>
Service Request	0	2	2	0	<b>4</b>
Schools	1	7	0	0	<b>8</b>
<b>TOTAL</b>	<b>7</b>	<b>22</b>	<b>10</b>	<b>3</b>	<b>42</b>

The Section is authorized \$191,060 in seasonal labor. The seasonal employee budget would enable this unit to hire approximately 14,700 hours of seasonal employees on an annual basis assuming an average hourly rate of \$13.

<b>Cost Center</b>	<b>Seasonal Employee Budget</b>	<b>% of Total</b>
West Side Parks	\$74,667	39.08%
East Side Parks	\$74,667	39.08%
Brennan Park	\$41,726	21.84%
<b>TOTAL</b>	<b>\$191,060</b>	<b>100.00%</b>

With an eight (8) month growing season during which these seasonal employees are utilized (March 1<sup>st</sup> through October 31<sup>st</sup>), this would result in twelve (12) full-time seasonal equivalent staff.

This staff is responsible for the maintenance of 543.57 acres of developed parks. With the current level of staffing, the Division is capable of delivering a C level of service.

In evaluating staffing for park maintenance, the project team used staffing guidelines that relate the number of developed acres per maintenance worker for various service levels ranging from “A” to “C”. The table that follows provides the standard definition for each of these service levels.

Service Level	Service Level Definition and Required Maintenance Staffing
“A”	State-of-the-art maintenance applied to a high quality, diverse landscape. Turf is lush, dark green, free from weeds and cut to a precise level. Plants and trees are pruned, trimmed and shaped to ornamental beauty.  Requires one park maintenance worker per 4 to 6 developed park acres.
“B”	A high level of maintenance associated with well-developed park areas with reasonably high visitation. Major difference with Service Level “A” is turf is not cut to precise level and plants and trees are not pruned and trimmed at the same frequency.  Requires one park maintenance worker per 6 to 10 developed park acres.
“C”	A moderate level of maintenance associated with locations of moderate to low levels of development and visitation.  Requires one park maintenance worker per 10 to 15 developed park acres.

Other professional associations have used much the same approach. For example, The *Association of Higher Education Facilities Officers* noted in Facilities Manager in September/October 2000.

“For many campus facilities management departments, staffing levels are an issue in whether the environment is managed with a short-term versus long-term mentality. Workers can provide different levels of maintenance quality depending on how much acreage is in each worker’s area of responsibility. For a world-class result, such as a formal garden, one person can maintain about half an acre. It takes one person to maintain up to five acres of an ornamental, well-manicured landscape with a few flaws. That person can maintain up to ten acres of a well-maintained, park-like environment with, again, some flaws. When the space reaches 15 acres, one worker can only provide moderate maintenance for a park-like look that has significant flaws. At 20 acres, one person no longer can provide a quality result; maintenance will be flawed and the landscape will decline in quality (these calculations are for areas other than buildings, athletic fields, large parking lots or woodlands, with ‘park-like’ involving trees and turf with limited ornamental horticulture).”

The Association of Higher Education Facilities Officers is an international association dedicated to maintaining, protecting, and promoting the quality of educational facilities. It serves and assists facilities officers and physical plant administrators in colleges, universities, and other educational institutions throughout the United States, Canada, Mexico, and other countries worldwide. We promote excellence in the administration, care, operations, planning, and construction of educational facilities.

The level of staffing allocated for park maintenance in Alexandria is not adequate to deliver a “B” level of service.

However, in evaluating staffing requirements, it is important to consider the seasonality of the work performed in park maintenance. In park systems that have seasonal win a ratio that approximates 2 full-time employees for each seasonal employee (expressed in full-time equivalent employees). At present, the Division is authorized 35 full-time staff (excluding supervisors) and 12 seasonal staff. This is ratio of three (3) full-time employees to each one seasonal employee. The ratio is imbalanced with too many full-time employees and too few seasonal employees. Any immediate addition of staffing should address this imbalance. The objective should be to attain a two to one balance between full-time staff and seasonal full-time equivalent staff.

The level of authorized staffing should be increased by twenty-one (21) positions to a total of sixty-eight (68) positions: a mix of seasonal and full-time staff. This would result in eight (8) acres of parks per full-time equivalent position. This compares to the existing complement of forty-seven (47) full-time and seasonal full-time equivalent positions excluding supervisory and management positions and the equipment maintenance positions.

The mix of seasonal and full-time staff should approximate ten (10) full-time

Laborer III positions and an addition of 13,400 seasonal hours. This would result in a total of 45 full-time employees and 23 seasonal employees (expressed in full-time equivalent employees). This would represent a ratio of two full-time employees for every 1 seasonal employee. These additional staff would be assigned to work with existing full-time staff during the eight-month growing season.

This cost is presented in the table below. However, the Division has indicated that if these additional seasonal hours are provided, the amount of funding allocated for the landscape maintenance contract could be reduced by \$50,000 annually.

<b>Recommendation</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Decrease</b>
Increase the number of Laborer III positions by ten (10) positions	\$527,000	\$0
The seasonal level of staffing should be increased by 22,500 seasonal hours annually	\$225,000	\$50,000

**Recommendation #120: Increase the number of Laborer III positions by ten (10) positions.**

**Recommendation #121: The seasonal level of staffing for park maintenance should be increased by 22,500 seasonal labor hours.**

**(2) The Plan of Organization for Park Maintenance Should be Streamlined.**

The Park Operations and Capital Projects Division is gradually upgrading the quality of supervision within the Division. The Labor Supervisor positions are being replaced with Park Manager positions. The differences between the two classifications are highlighted below.

- **Labor Supervisor.** This position, as defined by its classification specification, provides supervision to a group of laborers and / or equipment operators engaged in general maintenance and repair work. An employee in this classification assigns, inspects, and evaluates the work of semi-skilled or unskilled workers. Employees in this class may supervise Equipment Operators I or II or Laborers I or II when acting as lead worker or substituting for Labor Supervisor or Park Manager, and assume responsibility for the crew's safety and



completion of assigned tasks. The minimum requirements are considerable experience as a Laborer III or Equipment Operator and completion of grade school courses.

- **Park Manager.** This position, as defined by its classification specification, manages and oversees operations at parks including coordinating the administration, personnel management, operation, and maintenance of parks. The employee plans, coordinates, and directs daily operations including payroll, incident, and accident reports, interviewing, hiring, evaluating, and scheduling of a small staff. This work involves supervising staff in maintenance and facility operations in parks, overseeing work completed by contractors, and completing administrative tasks related to maintenance of parks. The employee works under the general supervision of Superintendent of Parks and Facilities. The minimum requirements are some experience in park and facility management, operations, and grounds maintenance and completion of college level courses in recreation and parks.

As the preceding plan of organization for park maintenance exists, the Division is gradually moving towards a plan of organization that involves assigning one Park Manager to each district (i.e., Fort Ward, Holmes Run, Ben Brenman, Water Front, 4 Mile Run). Currently, these managers would supervise three to five equipment operators, laborers, or maintenance workers and one to two seasonal employees: a span of control of one manager to four to six employees. If the City authorized the recommended staff for park maintenance, this would increase the span of control to one manager to seven to nine employees. However, as the classification specification noted for Laborer III, employees in this class may supervise Equipment Operators I or II or Laborers I or II when acting as lead worker or substituting for Labor Supervisor or Park Manager, and assume responsibility for the crew's safety and completion of assigned tasks.

The need for a manager and a leadworker for each district is unnecessary. The Laborer III should be capable of functioning as a leadworker for a crew of seven to nine employees. Each Park Manager should be assigned responsibility for supervising two

districts (or specialty crews) and two Laborer III's – one for each district. In addition, two Superintendent Park and Facilities positions would be unnecessary given the resulting span of control of Park Managers. One Superintendent Park and Facilities would have a span of control of six including four Park Managers, a Dockmaster, and an Equipment Maintenance Supervisor. The Deputy Director would have a span of control of three – a Superintendent Park and Facilities, City Arborist, and a Division Chief, Park Planning. The proposed plan of organization is portrayed on the following page.

The proposed plan of organization would result in the elimination, through attrition of one (1) Superintendent Park and Facilities position, and three (3) Labor Supervisor positions. At the same time, two labor Supervisor positions should be reclassified as Park manager positions.

The cost impact of this proposed plan of organization is presented in the table below.

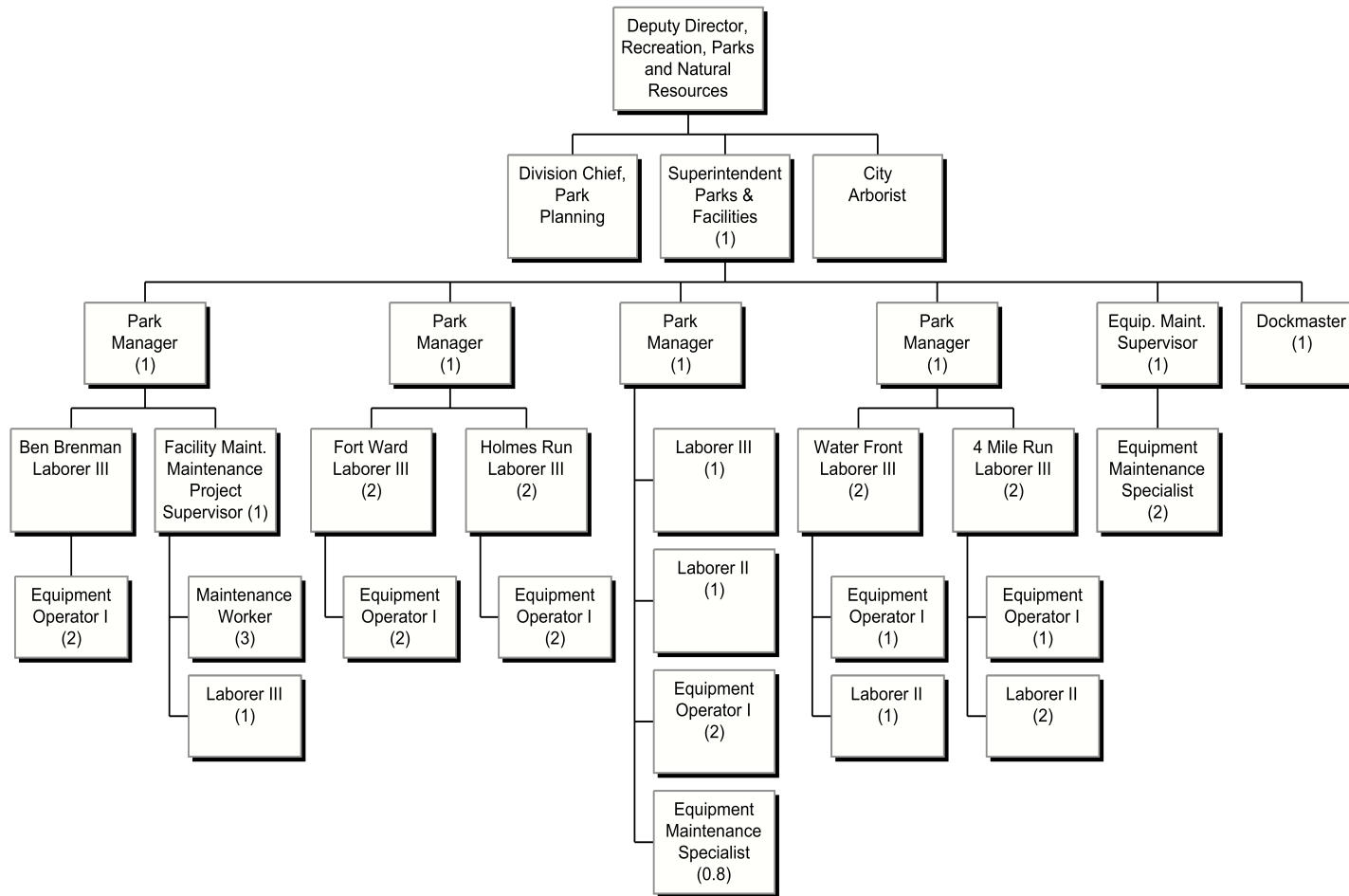
<b>Recommendation</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
Eliminate a Superintendent Park and Facilities position through attrition	\$0	\$105,500
Eliminate two Laborer Supervisor positions through attrition	\$0	\$157,400
Reclassify two Labor Supervisor positions to Park Manager	\$26,000	\$0

**Recommendation #122: Eliminate a Superintendent Park and Facilities position through attrition.**

**Recommendation #123: Eliminate two Laborer Supervisor positions through attrition.**

**Recommendation #124: Reclassify two Labor Supervisor positions to Park Manager.**

Proposed Plan of Organization  
 For Park Maintenance



**7. THE DIVISION SHOULD ADOPT A POLICY REGARDING CONTRACT MAINTENANCE OF PARKS AND LANDSCAPED AREA.**

There are a number of trade offs between contract and in-house maintenance.

The advantages of contractual park maintenance include the following:

- With in-house staff, labor is a fixed cost which cannot be reduced unless the number of staff are reduced. Contractual costs, on the other hand, can be varied by adjusting service levels.
- Contractual maintenance costs substantially less. In a review of ten agencies that contracted for park and landscape maintenance, the reduction in cost ranged from 15% to 39% in comparison to in-house costs. This excludes the cost of utilities and the repair of vandalism and the repair of the irrigation systems.

There are disadvantages to contracting, however, include the following:

- If the performance of a task is not in a contract, it will cost extra to perform. Realistically, it is not possible to anticipate every task that needs to be performed (e.g., emergencies).
- Contracts still need to be supervised to assure compliance with the contract.
- Low bids by unqualified contractors can potentially present a problem. It is important to develop good specifications that will screen the unqualified contractors through the use of requirements for liability insurance, the performance of similar contracts for other agencies, etc.
- Lack of sensitivity to the public is another potential problem. The specifications should require standards of conduct in interacting with the public as well as uniforms.

However, with effective contract management and the retention of an in-house maintenance capacity to monitor the contract, the project team recommends that the Division develop a formal, written policy for consideration of the Recreation, Parks, and Cultural Activities Director and the City Manager regarding the type of park and landscape facilities that could be maintained by contract versus by in-house staff. It is recommended that the policy focus in-house staff on maintaining the larger, high priority

park facilities and utilize private contracts for maintaining fragmented smaller, and lower priority facilities.

To reduce inefficiencies inherent in the maintenance of smaller facilities, it is recommended that the Division pursue the policy presented in the paragraphs below.

- Focus in-house staff resources on the larger, high visibility, high public use parks. The use of in-house staff for this type of facility provides better control over service levels, more timely response to special recreation events, and the like. This should generally exclude those parks under five acres.
- The Deputy Director should work with his management and supervisory team to identify those parks and landscaped areas that should continue to be maintained by in-house staff considering the guidelines identified in the previous section.
- The Division should develop a strategy for transitioning the other parks and landscaped areas to contract maintenance based upon the following criteria: (1) prioritize the parks that should continue to be maintained with in-house staff; (2) develop a time-phased plan for transitioning the remaining parks and landscaped areas to contract maintenance as in-house park maintenance positions become vacant through turnover; (3) include the following facilities as candidates for contract maintenance in the order presented in the table below.

<b>Facility Type</b>	<b>Order of Transition to Contract</b>
Greenbelts and Open Space	1
Medians, Corridors, Streetscapes, etc.	2
Neighborhood parks – less than 5 acres in size	3

This proposed policy could have a number of short-term ramifications for the Division. As additional parks and open space will be brought on-line in the next several years or as attrition occurs, the Division could use these opportunities to balance the use of in-house staff with contractual staff.

**Recommendation #125: A formal policy should be adopted regarding the types of facilities that will be maintained with in-house staff and the types of park and landscape facilities that will be maintained by contract.**

**8. THE PROCEDURES FOR MONITORING OF CONTRACT MAINTENANCE SHOULD BE ENHANCED.**

Monitoring and oversight of contract maintenance that not only evaluates compliance with the terms of the contract, but also evaluates a contractor's performance in delivering services is needed when a government's role in the delivery of services is accomplished through contracting. Such monitoring consists of performance monitoring. Performance monitoring aims to ensure that contractor-provided services are meeting contract specifications for quantity and quality.

The existing processes and tools utilized by the Division to manage their contracts needs to be enhanced, particularly if the extent of contract maintenance is expanded.

The Division should formalize a process for inspection and monitoring of the contractor's performance. Some of the important elements of the procedure are presented in the paragraphs below.

- The Assistant Superintendent for Parks and Facilities should perform weekly inspections of the sites to verify the Contractor's performance. If necessary, based on the Senior Park Supervisor's determination, the Contractor may be required to attend these inspections.
- The Assistant Superintendent for Parks and Facilities should schedule a mandatory monthly meeting with the Contractor to review prior weekly inspection reports and to verify completion of work before authorizing payment to the Contractor.
- The Assistant Superintendent for Parks and Facilities should perform periodic, as-needed inspections for the purposes of verifying that the Contractor is implementing a corrective maintenance program where necessary.
- The Assistant Superintendent for Parks and Facilities should document all weekly, monthly and as-needed inspection cycles on an Inspection Form. The form should indicate maintenance task, frequency and the extent to which the task has been completed satisfactorily.

With the recommended expansion of the use of contract maintenance, the processes utilized for monitoring of the performance of contractors needs to be expanded.

**Recommendation #126: The existing processes and tools utilized by the Division to manage their contracts needs to be enhanced.**

**9. THE DIVISION SHOULD DEVELOP AND ENHANCE ITS MAINTENANCE MANAGEMENT SYSTEM.**

To maintain parks effectively, the City must treat the parks, landscaped areas, and open space as an asset. These assets range from structures to park improvements, which should be managed through consistent maintenance and a rational approach to reinvestment. The elements required for effective maintenance of the asset portfolio include: (1) planning the work to be performed through such activities as defining the levels of service to be provided at the different park, landscape, and open space facilities; (2) scheduling of the resources necessary for maintenance through such activities as annual and weekly schedules; and (3) monitoring and reporting performance through such activities as landscape and open space condition assessments. The foundation for this effort is an automated maintenance management system.

The Division has some of the elements needed for development and installation of a maintenance management system.

There are, however, a number of shortcomings associated with the current approach. These include the following.

- A comprehensive inventory of the City's parks has not been completed, including square footage of turf, square footage of other landscaped areas, linear footage of edging, etc.
- Service levels have not been formally defined in terms of the level of landscape, and park maintenance to be provided based on the type of facility, on the intensity of use, and on local standards.
- An annual work program has not been formally developed defining what specific services are to be provided at what time of the year (i.e., fertilizing, trimming of shrubs, aerating of turf, etc.).
- Quality standards have not been developed for each work task.
- A weekly work schedule has not been developed identifying the amount of time to be spent by task for each crew, the location of the work, etc. The absence of this schedule makes it impossible for the Superintendents to define performance expectations for staff and to hold staff accountable.
- A formal park, landscape, and open space condition assessment is not conducted periodically to identify deficiencies and needed improvements.

While the Division has informal work program plans, these plans have not been converted into a formal work program that clearly establishes performance expectations for accomplishing identified tasks. The Division also lacks access to an effective automated maintenance management system. In short, while some of the elements of a maintenance management system are in place, a significant amount of work has yet to be done. The sections that follow outline a system that can be implemented by Parks and Open Space.

**(1) The Division Should Develop a More Comprehensive Inventory of Parks and Facilities.**

A maintenance inventory should provide information on each asset that is relevant to its maintenance. For a park, landscape, and open space system, basic information on both the park and facilities within the park, landscapes, and open space



should be included. For example:

- Park information should include both the size (developed and undeveloped acres) and location of the parks, utility locations, the square or linear footage of features in the park (such as square footage of turf, square footage of other landscaped areas), linear footage of edging, etc. The park inventory data should be supported by as-built drawings, land plans and geographic data for each park site.
- Facility information would include the location, square footage, replacement value, and age of each structure or facility, as well as data on structural, electrical, plumbing, and mechanical systems. Again, facility information would be supported by architectural drawings and specifications.
- Open space information should include the size the facility, the linear feet of trails, the type and square footage of vegetation (i.e., native grassland, domesticated grasses, etc.), etc. The open space inventory data would be supported by as-built drawings where available, land plans, and geographic data for each open space site.
- The inventory should be consistent and dovetail with the required GASB 34 requirements.

This basic information is necessary to assess conditions routinely as a precursor to planning, funding, and executing a meaningful asset management strategy. The Division does not have a comprehensive inventory of park, landscape, and open space assets that meets these criteria. The Division should collect information regarding parks and the facilities in these parks, landscape, and open space to a level of detail necessary to determine the maintenance requirements at each park.

**Recommendation #127: The Division should develop a more comprehensive inventory of parks and facilities.**

**(2) Adopt Service Level Standards for the Maintenance of the City's Park System.**

Levels of park maintenance will vary depending on the type of facility, intensity of use, and on local standards. For example, parks that are widely used for a variety of

leisure activities generally will require a higher level of maintenance than passive neighborhood parks. This means that different levels of service will prevail throughout the City's park system. Service levels are not fixed levels of maintenance for all facilities, but rather variable levels to be applied to individual facilities.

An example for tennis courts and how this level of service could vary is presented below. The levels of service for tennis courts that vary are the frequency of the sweeping of the courts, the frequency for repainting the lines, and the frequency for replacing the nets. These levels of service vary depending upon the type of usage of these tennis courts – courts used for tournaments, courts at community parks, and courts at neighborhood parks.

<b>Maintenance Item</b>	<b>Maintenance Standards</b>		
	Tournament – high quality courts for use by better players for tournaments and normally serve the entire City	Recreation – courts provided in good condition suitable for average players normally serve a region	Neighborhood – courts suitable for beginning players and serve a neighborhood
<b>Number of courts</b>	3 or more provided in a grouping	3 or more provided in a grouping	1 or 2, preferable 2 in a grouping
<b>Nets</b>	Nylon or fabric replaced each year	Nylon or fabric, replaced as needed	Nylon
<b>Surface</b>	Colored asphalt, swept weekly, no cracks larger than ½”	Asphalt or concrete, preferably colored, surface swept monthly, no cracks larger than 1”	Asphalt or concrete, surface swept once per season, no cracks larger than 1 and ½ “
<b>Lines</b>	Repainted annually	Repainted every 2 years	Repainted every 3 years
<b>Benches</b>	Player benches provided	Player benches provided	None
<b>Lighting</b>	Provided, intensity minimum outdoor 30 foot candle	Provided when possible, intensity outdoor 10 to 20 foot candle	None
<b>Spectator seating</b>	Provided for special events	None	None
<b>Wind screening</b>	Provided	None	None
<b>Bounce wall</b>	None	At least one court size provided	None

**Recommendation #128: The City should adopt formal condition and maintenance standards appropriate for each of its parks.**

**(3) Develop Quality Standards for the Maintenance of the City's Park System.**

Quality standards are designed to express the results expected in the maintenance of the City's park, landscape, and open space system. The standards are stated as "end products" (e.g., turf to be mowed to a height of two inches). This standard is intended to generate a consistent level of service and quality in all of the facilities, focusing on why, when, and how well a task is to be accomplished.

**Recommendation #129: Develop quality standards for the maintenance of the City's park system.**

**(4) Develop an Annual Work Program.**

Alternative service levels should serve as the basis for the development of an annual work program by the Deputy Director, Superintendents, and Assistant Superintendent. The annual work program is designed to serve as the broad framework for a detailed maintenance plan. It designates the approximate months in which maintenance operations will be performed and serves as a reference in planning the seasonal work program insuring the scheduling and accomplishment of work. The development of an annual work program takes into consideration two major questions:

- What amount of work is needed to provide the desired levels of service to the public? This would include defining the types of work necessary to accomplish the goals and objectives of the Division. For example, for open space maintenance this would include such work activities as weed abatement, mowing, herbicide spraying, etc.
- What required levels of staff, equipment, and materials will be needed to provide that level of service and at what cost? This will begin with defining the frequency with which work activities are performed annually (e.g., weed abatement of open space is performed twice annually); the crew size required to perform the work activities (e.g., weed abatement of open space requires a two-person crew); the equipment and materials required to perform the task; the number of crew days and staff days required to perform each work activity during the fiscal year; and the total cost for each work activity.

In essence, the annual work program applies activity-based costing to maintenance of parks and open space.

An annual work program needs to be developed within an automated maintenance management system that will not only guide the Division in prioritizing and performing specific tasks, but will provide the Deputy Director, Superintendents, and Assistant Superintendent with a document to hold staff accountable for results.

The annual work program should be developed as part of the preparation of the operating budget and serves as a planning document that establishes objectives for the coming fiscal year in terms of the specific work activities to be performed, the service levels to be provided and the allocation of staff in the provision of these services. It should provide a clear indication of the relationship between funding and service levels. It also should serve as a valuable tool to model trade-offs between different funding levels and the level of service that can be provided.

The process for development of this annual work will fundamentally change the focus of managers supervisors in the Division from their current roles of field supervision to that of managers of resources in order to ensure conformance with the annual work plans.

**Recommendation #130: The Parks and Capital Projects Division should develop an annual work program for park maintenance.**

**(5) A Complete Inventory of Work Activities Performed by the Division Needs to Be Defined.**

The Deputy Director should work with the Superintendents and Assistant Superintendent to develop an inventory of the different work tasks performed by staff of

the Division in the maintenance of parks. The Deputy Director need only assure that all of the primary work activities (e.g., mowing, litter control, pruning shrubs, etc.) that consume the majority of staff work hours are defined. The work activities need to be carefully defined to assure that the same terminology is used for the work performed by staff. Each of these work activities could define the unit of measure. Examples of work activities and units of measure are provided below.

<b>Work Activity</b>	<b>Unit of Measure</b>
Trim shrubs	1,000 square feet of shrub area
Clean restroom – one men’s and one women’s	Restroom
Pickup litter	Acre
Sweep sidewalks and courts, power	1,000 square feet
Check sprinkler stations	Station

**Recommendation #131: The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop an inventory of the different work tasks performed by staff of the Division in the maintenance of parks.**

**(6) Performance Standards Need to Be Developed.**

Performance standards are formally established criteria for determining the need for work, required quality of work, the resources necessary to achieve quality and expected rate of productivity, etc. Maintenance standards are developed for each maintenance activity.

Each performance standard should include, at a minimum, six components:

- A brief description of the specific work involved;
- The frequency with which the work should be performed (or the level of service);
- The crew size required for the job;

- The equipment, material, and tools needed;
- The performance expectations for each job or average daily productivity; and
- The recommended procedures for completing the job.

**Recommendation #132: The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop performance standards for the maintenance management system.**

**(7) Route-Based Schedules and Work Orders Should Be Developed Using the Automated Maintenance Management System.**

The first line supervisors could prepare a bi-weekly schedule; this is the most critical component of the automated maintenance management system. It implements the annual work program. These bi-weekly schedules establish a timetable for what is to be accomplished by specific staff on a specific day at a specific location.

The bi-weekly schedule should rely on a mix of route sheets and work orders. The bi-weekly schedule developed by the automated maintenance management system could similarly rely on route sheets and work orders. Route sheets, or route-based work orders, could be utilized for the routine work that is performed each week in multiple locations in the maintenance of parks using a single work order issued by the automated maintenance management system.

The automated maintenance management system should utilize work orders for that work that is not routinely performed each week such as aerifying turf, fertilizing turf, trimming trees in parks, etc.

**Recommendation #133: The Park Managers and Labor Supervisors should develop a weekly or bi-weekly schedule.**

**(8) A Monthly Performance Report Should Be Generated Comparing Planned Versus Actual Performance and Costs.**

The monthly report should be generated by the automated maintenance management system. It should be designed to enable:

- A comparison of planned versus actual staff hours per work activity for the previous month and year-to-date for each work activity;
- A comparison of actual versus planned work output per month and year-to-date for each work activity;

**Recommendation #134: The Deputy Director, Parks and Capital Projects should develop a monthly performance report should be generated comparing planned versus actual performance and costs.**

**(9) Park Condition Assessments Should Be Conducted Every Six Months with Actions To Correct Deficiencies Identified In Work Orders.**

A facility condition inspection function is necessary for planning cost-effective preventive and corrective maintenance. Scheduled visual inspection of all components of parks and landscaped areas provides data that can be used for assigning priorities and estimating costs for maintenance, and evaluating the performance of the staff of the Division. Such a program ensures that unmet maintenance needs are documented and provides data for setting priorities and evaluating the performance of maintenance activities.

Work orders should be issued to correct problems identified during the assessment of parks. This should be done on a formal basis through the issuance of the work orders and by producing a monthly report identifying maintenance and quality problems as well as the resolution and status. The monthly report should include the problem, the location of the problem, the date the work order was issued to correct the problem, the resolution or current status of the problem, and any necessary follow-up.

The maintenance management system is perhaps the most critical component of asset management. Essentially, it establishes a timetable and a schedule for what is to be accomplished by specific crews on a specific day at a specific location and reporting actual results versus this timetable and schedule.

**Recommendation #135: The Superintendents and Assistant Superintendent should conduct park condition assessments should be conducted every six months with actions to correct deficiencies identified in work orders.**

**(10) Handheld Devices Could Be Utilized To Report the Work Accomplished Within the Automated Maintenance Management System.**

Tracking the work accomplished is another important part of an effective maintenance management system. This is unfortunately, a time intensive task given the number of staff involved. Handheld devices can, however, diminish the time and resources required.

With handheld devices, the maintenance staff of the Department can become mobile, and paperless. This will ensure the ability to manage work orders and other data electronically and synchronize on demand or automatically on a periodic basis via a wireless network. If the handheld device has scanning capability, the bar coding function could increase accuracy and productivity even further by scanning bar codes on building equipment or to scan labor, material and equipment codes to eliminate manual data entry. Other features and functionality of these handheld devices include the following:

- Download/upload assigned work orders with priority;
- Track the time worked on an assignment using an automatic start and stop feature;



- Transfer completed work order information (comments, labor, material, other charges) to the automated maintenance management system database directly from the handheld device;
- Update lookup data on the handheld device;
- Create new inventory records for areas and equipment on the handheld device, and transfer this data directly to the automated maintenance management system database;
- Create new work orders from the handheld device while performing facility inspections;
- Conduct inventories and update the parts records from the handheld device directly to the automated maintenance management system database;
- Issue parts and upload all data from the handheld device at the end of the day;
- Increase efficiency and accuracy utilizing bar coding technology that quickly scans bar codes representing parks, golf courses, or physical assets;
- Display preventive maintenance task sheets on the handheld device; and
- Use a detailed preventive maintenance checklist and record the results directly on the handheld device.

When considering hardware options that can increase system efficiency, wireless technology is an area to consider.

The estimated costs for acquiring these handheld devices for the staff of the Division is presented in the table below.

Recommendation	One-Time Capital Outlay	Ongoing Annual Cost
Acquire handheld devices to report the work accomplished within the maintenance management system	\$10,000	\$0

**Recommendation #136: Handheld devices could be utilized to report the work accomplished within the automated maintenance management system**

**10. THE DIVISION SHOULD ACQUIRE A COMPUTERIZED MAINTENANCE MANAGEMENT SYSTEM.**

The City is proceeding with the acquisition of an automated maintenance management system. The system will initially be used by the Transportation and Environmental Services Department.

The components of a successful system include:

- **Asset inventory.** An asset inventory needs to exist in some basic format in every organization that effectively manages the maintenance of these assets. Keeping asset inventory information - construction dates and current replacement value, features, square footage of turf, square footage of groundcover, square footage of shrub beds, location, - up-to-date, accessible and understandable is the challenge of inventory management.
- **Work Management.** Work management includes all the activities involved in maintaining assets at a predefined condition level. The Department has not maintained records to track the maintenance and repair of parks, buildings, golf courses, or the park forest or to justify the activities associated with maintenance, rehabilitation or reconstruction. While a work management system can't replace the judgments of individuals responsible for these tasks, the system can recommend maintenance actions. Effective work management predicts and tracks the costs of labor, equipment and materials needed for maintenance and budget planning, and monitors the performance of actions taken.
- **Service Request Management.** As a starting point for many of the work orders, service requests provide access to information such as citizen requests, work order generation, and caller history. The ability to track requests provides the Department with the ability to keep better track of their data and in turn improve service.
- **GIS Integration** Linking a database and geographic information systems (GIS) provides more options to analyze asset information.
  - A GIS can display asset symbols on a map with links to their corresponding database records. The GIS provides the ability to analyze data based on geographic information, allowing patterns to emerge on a map that may not be as obvious in rows and columns of data.
  - Asset information can be shared in a visual format that is often better understood by others including city councils and the public.
  - Finding asset location is faster and easier with the help of a map.

The automated maintenance management system should be implemented in the Division to enable management of the Division to identify the services provided (e.g., check automatic irrigation system), the levels of service (e.g., automatic irrigation systems shall be checked once a week), the outputs of each of these services (e.g., the irrigation stations checked), and the costs of those service, both total and per unit of output.

The estimated costs of acquiring twenty (25) licenses for the automated maintenance management system for the Division are presented in the table below.

<b>Recommendation</b>	<b>Ongoing Annual Cost</b>
Acquire a computerized maintenance management system for the Division for use in park maintenance and urban forestry	\$15,000

**Recommendation #137: Install the computerized maintenance management system for the Division for use in park maintenance and urban forestry that is being acquired by T & ES.**

**11. THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT AND THE GENERAL SERVICES DEPARTMENT SHOULD ENHANCE THE SERVICE LEVEL AGREEMENT FOR MAINTENANCE AND REPAIR OF BUILDING ASSETS.**

A key component to service delivery for internal services such as facility management is service level agreements that stipulate the level of service expected and commits the internal service provider to delivering that standard. Service level agreements are essential to both the department receiving the service and the internal service provider because they spell out the type and the level of service required and any performance related incentives or penalties. A clear understanding of what is expected helps ensure that both the department receiving the service and the internal

service provider are satisfied. Developing and implementing service level agreements are complex but necessary processes.

The General Services Department and the Recreation, Parks, and Cultural Activities Department have already developed such an agreement. However, there are a number of opportunities to improve the agreement and clarify accountability. The recommendations of the project team to enhance the agreement are presented below.

- **The service level agreement should specify response times by the General Services Department to service requests by the Recreation, Parks, and Cultural Activities Department.** For example, an event that creates a major safety hazard, interrupts building operations, or reduces or disrupts Department activities would require an emergency service response. Depending upon the severity of the situation, emergencies are responded to no more than 60 minutes after notification. Examples are:
  - Ruptured water lines;
  - Failure of any utility (gas, electricity, water);
  - Clogged sewers;
  - Failure of environmental control;
  - Serious fire, health or safety hazards;
  - Elevator failure when occupied; and
  - Elevator failure that strands disabled individuals on upper floor
  
- **Performance expectations of the General Services Department should be included in the service level agreement.** For example:
  - Guarantee that General Services Department's telephone calls and/or written work request will be acknowledged in order to set in motion required work;
  - Guarantee that all work requests will be promptly acted upon and specific start / completion dates given, and adhered to;
  - Plan and prioritize jobs in consultation with the Recreation, Parks and Cultural Activities Department;
  - Carry out and complete planned work at the agreed time without interruption;
  - Where necessary, provide site supervision of contractors to ensure progress and quality of workmanship is to an acceptable standard;
  - Record all work requests accurately; and
  - Provide a printed completed job list, at the Department's request, and monthly reports regarding completed and backlogged work order

requests.

- **Performance expectations of the Recreation, Parks, and Cultural Activities Department should be specified in the service level agreement.** For example:
  - The Recreation, Parks, and Cultural Activities Department is responsible for providing the General Services Department sufficient storage / work space within each building serviced;
  - This area must be accessible for service to be rendered;
  - Recreation, Parks, and Cultural Activities Department will utilize the on-line work order system for routine services request;
  - Emergency service requests must be called into the General Services Department during normal working hours or to the on call employee after hours.
  
- **The agreement should require that the General Services Department conduct condition assessments of the buildings annually.** The purpose of these assessments should be to identify needed repairs and that work orders be issued to address the high priority repairs.
  
- **The building systems that the General Services Department is responsible for maintenance and repair should be more clearly identified in the service level agreement.** For example, this could include such building systems as the following:
  - Blinds and Shades
  - Windows and Screens
  - Stair Treads
  - Ceramic Tiles
  - Chalkboards, Whiteboards and Bulletin Boards
  - Ceiling Tiles
  - Plaster Walls and Ceilings
  - Sheet Rock Surface Sub-flooring Floor Tiles and Base Molding
  - Painted wall and ceilings in offices and common areas
  - Roofs
  - Signage
  - Interior/Exterior Door and Door Hardware
  - Emergency and Exit Light Fixtures
  - Electrical Outlets and Switches
  - Electrical Breakers
  - Equipment Associated with Heating Hot Water and Steam Heating
  - Equipment Associated with Domestic Hot Water Distribution
  - Plumbing Fixtures
  - Lavatory Sinks

- Faucets, Flush Valves Drain Lines
- Exhaust Fans
- Fume Hoods
- Air Handlers and Associated Equipment
- Windows
- Floor tile and baseboards

The General Services Department should be responsible for building systems and equipment, while the Recreation, Parks, and Cultural Activities Department should be responsible for departmental equipment such as furniture, office modules, floor and desk lamps, etc.

- **The types and levels of service provided by the General Services Department should be specified in the service level agreement.** This could include, for example, annual preventive maintenance of hot air furnaces, annual predictive maintenance of motors over 10 horsepower, semi-annual inspection of built-up type roofs, annual inspections of backflow prevention devices, annual preventive maintenance of air handling units, etc.
- **The service level agreement should designate the coordinator of the agreement for both departments.** The coordinator would serve as the main point of contact with responsibility for problem resolution, agreement amendments and quality control.
- **The service level agreement should specify how disputes would be handled.** The agreement should identify the procedures for resolving disagreements such as involving a manager from another department to arbitrate disagreements.

**Recommendation #138: The service level agreement between the Recreation, Parks, And Cultural Activities Department and the General Services Department should be enhanced.**

## **12. THE DIVISION SHOULD ENHANCE ITS CAPITAL PROJECT MANAGEMENT PRACTICES FOR PARK PLANNING.**

The strategic master plan completed by *Leon Younger and PROS* evaluated a cross section of parks to gain an understanding of the parks system condition and the necessary improvements required to meet current demands of the community. The site assessment for capital improvement needs evaluated turf, site amenities, lighting, parking and safety problems.

The assessment developed the following conclusions:

- The parks in Alexandria are generally well maintained, although they contain many amenities that are near the end of their useful life.
- Most parks are currently being maintained to a level three, on a rating system of one being the most intense maintenance and five being the least intense.
- There is an inconsistent image regarding parks and facilities. The lack of a consistent graphics program and color scheme makes the facilities appear less than optimal.
- Many facilities are in need of renovation, and infrastructure rehabilitation.
- Most facilities do not have adequate parking.
- The athletic facilities are somewhat scattered throughout the park system, and a consolidation through adaptive re-use of facilities could prove to enhance site productivity.
- There appears to be over use of the athletic facilities, possibly a result of extensive team sport practices.
- In order to elevate the condition of the park system from a level three to a level two, *Leon Younger and PROS* estimated that related costs will be in the neighborhoods of \$10,000 per acre in capital improvement investments. The Department of Recreation, Parks and Cultural Activities currently maintains 964 acres of parkland. This estimate equates to an infusion of approximately \$9,640,000.

The City, via the six-year capital improvement program, is making a significant commitment to begin addressing the capital improvement requirements of the park system. The FY 2008 -13 six-year capital improvement program for the recreation and parks facilities is presented in the table below. This table reflects the gross and not the net expenditures; it excludes revenue.

	<b>Total</b>
Renovated or Expanded Recreation Facilities	\$42,300,000
Recreation Facilities Improvements	\$5,442,779
Open Space Acquisition and Development	\$13,688,827
Park Improvements	\$15,858,484
<b>Total</b>	<b>\$77,290,090</b>

As the table indicates, over the next six years the City plans on spending \$77.3 million in the development of new or replacement facilities or the upgrading of existing facilities.

This will require the enhancement of the capital project management practices in use by the Division. The practices that are recommended to be enhanced are presented below.

**(1) A Design Authorization Form Should Be Completed Before Commencement of Design.**

The Park Planning Section already utilizes consulting landscape architects to plan and scope capital projects before the commencement of the design. The project team recommends that staff of the Section should develop an initial scoping document before retaining a consulting landscape architect is retained. This would involve the development of a design authorization form.

The design authorization form should include the components enumerated below.

- The project title including the phase of the project, if relevant.
- A general project description, including a narrative summary description of the project, specific physical improvements included, the location of the project, and the relationship to master plans.
- The capital project number (as noted in the six-year capital improvement program).
- The financing and the cost, including the source of funds, and the appropriation status.
- A budget covering the project management or design staffing, construction management staffing, appropriate consultants, property acquisition, etc., by major expenditure component.



- The responsibility for completing the various components of the capital project, including the following:
  - Design by in-house staff or by consulting landscape architect;
  - Construction management by in-house staff or by consulting landscape architect;
  - Environmental assessment required;
  - Right-of-way acquisition required and, if so, the number of parcels and their locations and assessor parcel numbers;
  - Utilities that need to be relocated, problems with relocation and timing issues; and
  - Other key responsibilities that need to be assigned and/or accomplished.
- The extent of coordination necessary, listing the inter-agency coordination by division, department, or outside agency with whom coordination will be required in the design and construction of the capital project, the nature of the coordination, and the key contacts;
- The preliminary schedule for completing the design and construction of the capital project, including the schedule for design, bid package preparation, advertise/award, right-of-way acquisition, environmental impact reports, and construction; and including the dates of important events such as approval of the award of construction contract by the City Council;
- A document control procedure and record-keeping system including contract documents;
- A change order procedure that includes a documented, systematic approach to the handling of construction change orders;
- Organizational structures, management skills, and staffing levels required throughout the design and construction phase, including the estimated staffing required in terms of person hours required for design and construction inspection utilizing the cost of construction guidelines;
- Quality control and quality assurance functions, procedures, and responsibilities for design and construction;
- Materials testing policies and procedures;

- Design and construction reporting requirements, including cost and schedule control procedures;
- Design considerations or issues related to the capital project such as complexities of the design; and
- Community relations and public information requirements, including public hearings or meetings and how the public will be informed and involved in the preliminary design and informed about the progress of the design and construction.

A design authorization form should be completed before commencement of design. It should be reviewed with the Deputy Director. The consulting landscape architects should continue to be utilized to plan and scope these projects so that the construction costs and the scope of the design can be refined before issuance of a Request for proposal for the design of a project.

**Recommendation #139: A design authorization form should be completed by the Landscape Planner or Landscape Architect assigned as project manager before the commencement of design for each capital improvement project.**

**(2) Cost of Construction Guidelines Should Be Utilized to Document Staffing Requirements for the Design and Construction Management of Capital Improvement Projects.**

The project team, in consultation with consulting engineers, developed these guidelines. The percentage of construction cost has been widely used for determining the compensation of consulting engineers on assignments where the principal responsibility is the design of various works, and the preparation of drawings, specifications, and other contract documents as necessary. The following points should be noted concerning this cost of construction guideline.

- Two different levels of complexity are noted: average and above average. An above average level of complexity should be based upon the need to deal with other agencies (e.g., State), the design complexities of the project, or problems with planning and construction determining the compensation of consulting

engineers on assignments where the principal responsibility is the design of various works, and the preparation of drawings, specifications, and other contract documents as necessary.

- These guidelines are customized to fit the different types of construction jobs such as recreation centers, recreation facility improvements, park improvements etc.
- These guidelines were developed to fit the different types of work activities in each capital project. These include planning and scoping, design development, design administration, construction survey, construction inspection, construction management, and project closure.
- The guidelines are expressed as a percentage of construction (e.g., the cost of staffing as a percentage of construction). To determine the number of staff hours required, divide the cost of the work activity based upon the cost of construction guidelines by the current hourly cost of staff assigned to Park Planning.
- The guidelines identify resource requirements for each work activity associated with a project. These include design development, design administration, etc.
- If a consulting landscape architect is accomplishing the design, the project manager in Park Planning would utilize the guideline for design administration, and not design development.
- The Division Chief within the Division should utilize these guidelines to determine the staffing requirements for each project in terms of person hours required for design and construction management utilizing the cost of construction guidelines.

**Recommendation #140: The Park Planning Section should develop cost of construction guidelines to document resource requirements for the design and construction management of Departmental capital projects.**

**(3) Develop A Monthly Capital Project Status Report.**

A monthly report should be developed to report the status of the design and construction of Departmental capital improvement projects. The following information should be included in this status report.

- The capital project number (based upon the number assigned in the six-year capital improvement program);
- The capital project name;

- The project manager assigned to the project (or the consulting engineer);
- A comparison of actual project costs to date versus planned, including:
  - Design budget;
  - Design expenditures to date, separately identifying staff expenditures from consulting expenditures;
  - Construction management expenditures to date, separately identifying contract administration, construction inspection, and consulting engineering expenses;
  - Construction cost as budgeted; and
  - Current construction cost as estimated by the project manager responsible for construction management.

These project costs should be based upon a fully loaded hourly rate that includes indirect costs.

- A comparison of actual project schedule to-date versus planned, including:
  - The date the design was scheduled to begin and actually begun;
  - The date the design was scheduled to finish and actually finished;
  - The date the City Council was scheduled to award a contract for the construction versus the actual (or new estimated date);
  - The date the construction was scheduled to begin and actually begun; and
  - The date the construction was scheduled to finish and actually finished.
  - The current status of the capital project, containing explanations such as 30% design complete.

This should be a simple report. The report should be published monthly, online on the Internet. After e-mail distribution of this status report, it should be the basis of a monthly meeting by the Park Planning Section and the Deputy Director.

**Recommendation #141: The Park Planning Section should develop a monthly capital project status report to report the status of capital improvement projects.**

**(4) Utilize the Financial and Payroll Systems to Track the Costs Associated with Design and Construction Management of Capital Projects.**

The City's financial and payroll systems are capable of payroll time reporting which changes by project or task. This would enable the Park Planning Section to track the salary and benefit costs by project or task worked by an employee in the Section on any given day. It would require some modification at the timekeeper level, but the existing Kronos Timekeeping and Performance Accounting systems software can (and does already in certain circumstances) handle such a requirement. This would avoid having to buy a separate software system as well as maintain the project and task data in the City's financial system (which are also online for City staff review and analysis).

The information that should be maintained within the City's financial system should include:

- Project account number;
- Funds control, including the budget for the project, source of funds, etc.;
- Purchase orders approved and pending, including account numbers;
- Contracts, amendments, and change orders, including the dates and the amounts;
- Key dates within the project, such as award of contract;
- Invoice payments, including the dates of the payments;
- Project close-out.

Access to the information contained within this system should be provided on the City's Intranet.

**Recommendation #142:** The Park Planning Section should utilize the existing Kronos Timekeeping and Performance Accounting systems software to track the costs associated with the design and construction management of capital projects. Access to the information contained within the system should be provided on the City's Intranet.

**(5) A Final Report Should Be Prepared Upon Completion of a Capital Project.**

Without a formal analysis and distribution for review, the mistakes and weaknesses of one project will almost certainly be repeated on others. The final report should focus on analyzing the good and bad aspects of the completed project, transmitting that information to the staff of the Park Planning Section, and providing a convenient summary of the project.

At the completion of the project, the project manager assigned to the project should complete a final report, including:

- Project name, project number, and a description of the project. Construction costs – planned versus actual with an identification of all of the change orders and the reasons for those change orders;
- The staff hours allocated to the project – planned versus actual;
- The schedule for completion of the project – planned versus actual, including whether drawings, specifications, schedules, and cost estimates were prepared consistently according to schedule;
- The design costs for the project – planned and actual, including cost per sheet;
- Construction management costs – planned versus actual;
- Whether as-built plans have been completed;
- Comments and discussion regarding the project as necessary, including unusual conditions encountered during the project such as contractor deficiency, quantity difference, scope change, etc.

This report should be circulated to the Park Planning Section and the Deputy Director. After distribution of this status report, it should be the basis of a meeting to discuss “lessons learned.”

**Recommendation #143: A final report should be prepared for capital projects upon completion of construction and acceptance of the improvements.**

**(6) Maintain a Summarized Twenty-Four Month Bar Chart Schedule for All of the Capital Projects.**

This schedule should portray start and finish dates for each capital project by simple activity descriptions for design, bid package preparation, advertise/award, right-of-way acquisition, environmental assessment, and construction. This schedule should be prepared for all capital projects that will be assigned to the Park Planning Section during the next twenty-four months.

This bar chart should be updated on a monthly basis using Microsoft Project.

**Recommendation #144: The Park Planning Section should develop a 24-month bar chart schedule for the design and construction of all capital projects, and update that chart monthly.**

**(7) A Project Management Manual Should Be Developed, and Staff Should Be Trained in Its Application.**

At the present time, a project management manual is not in place within the Park Planning Section. A project management manual is designed to provide guidance and policies to those individuals assigned to oversee capital projects and assist them in the performance of their duties. A project management manual should address the following duties of the project manager:

- Planning the work;
- Estimating resources;

- Organizing the work;
- Acquiring resources (personnel and materials);
- Assigning tasks;
- Directing activities;
- Controlling project execution;
- Reporting progress; and
- Project close-out.

Each of these sections should include a detailed expectation of the staff of the Park Planning Section for this task and any applicable policies and procedures. The value of a project management manual is not only to provide a resource for project managers to review established policies and procedures; but it assists in ensuring consistency by the staff of the Section. Additionally, it is a useful educational tool for new employees.

**Recommendation #145: The Park Planning Section should develop a project management manual and train the staff of the Section in its use and application.**

**(8) The Park Planning Section Should Develop An Annual Work Program.**

The Section should develop an annual work program. The program should be include such information as the following:

- A description of the project;
- The priority of the project;
- A summary of previous work performed on the project;
- The tasks to be performed for the project in the next fiscal year;
- The milestone dates for each project;



- The name of the project manager;
- The allocation of staff hours per Planner per month to the various projects;
- The month-by-month allocation of staff hours by Park Planner;
- The proposed budget for the project in the next fiscal year including the source of funding, appropriation status, and proposed expenditures by major component;
- A summary month-by-month Gantt chart for the year that provides an overall summary of the tasks to be performed for each project.

This expanded annual work program will likely require one to two pages per project.

The level of detail included in the annual work program needs to consider its audience. The level of detail should not be overwhelming, however.

**Recommendation #146: The Park Planning Section should develop an annual work program.**

**13. THE MOU WITH ALEXANDRIA CITY PUBLIC SCHOOLS REGARDING MAINTENANCE OF SCHOOL GROUNDS SHOULD BE MODIFIED.**

The City has recently entered into a memorandum of understanding with Alexandria City Public Schools regarding the maintenance of school grounds. This responsibility has been transferred from the Alexandria City Public Schools to the Recreation, Parks, and Cultural Activities Department.

The memorandum of understanding should be modified, however. There remains confusion regarding the responsibility for the management of the park planning, design, and construction management of school grounds capital projects. That responsibility should be clearly placed with the Park Planning Section of the Recreation, Parks, and Cultural Activities Department.

**Recommendation #147: The Department should modify the memorandum of understanding with the Alexandria City Public Schools regarding the maintenance of school grounds to clarify responsibility for the management of**

the park planning, design, and construction management of school grounds capital projects.

**14. THE SPECIFICATIONS FOR LANDSCAPE MAINTENANCE SHOULD BE MODIFIED.**

At present, these specifications provide for “on call” maintenance services. These specifications should be modified to identify the level of service to be provided (e.g., frequency of mowing grass in medians). By specifying the frequency, the Department should be able to obtain a higher interest in the Invitation for Bids and better unit prices.

**Recommendation #148: The proposed specifications for landscape maintenance services should be modified to identify the level of service to be provided for each maintenance activity at each facility.**

**15. THE RECREATION, PARKS, AND CAPITAL PROJECTS DIVISION SHOULD WORK WITH THE ALEXANDRIA SANITATION AUTHORITY TO USE TREATED WASTEWATER FOR THE IRRIGATION OF PARKS AND LANDSCAPE.**

The Alexandria Sanitation Authority has won numerous awards. In fact, the Authority has been recognized by the *National Association of Clean Water Agencies' Peak Performance Awards*. The Authority provides a tertiary treatment of wastewater- a process that consists of several steps that “polish” the water from the secondary settling tanks to produce a high quality effluent. This process includes passing the wastewater through specially designed settling tanks that contain closely spaced, inclined stainless steel plates. Secondly, the wastewater passes through gravity sand filters; the end result is significant additional removal of suspended solids, turbidity, and phosphorus. The wastewater is then disinfected using UV lamps, which inactivate the various pathogens found in the water. After disinfection, the water goes through post-aeration channels where it can be aerated if necessary to increase the level of dissolved oxygen prior to discharge. The plant discharges the reclaimed water into Hunting Creek, which is a Potomac River and Chesapeake Bay tributary.

The Department should work with the Authority to use the tertiary treated effluent for the irrigation of parks and landscape to reduce the need for potable water for irrigation, and provide a reliable source of irrigation water in times of drought.

A number of states permit and have in service systems using reclaimed water for irrigation of ball fields and parks.

In the case of use of reclaimed wastewater for irrigation, there have been no confirmed cases of infectious disease in the United States where there has been

compliance with appropriate regulatory controls for the use of treated effluent for irrigation.

The City will want to use strict and specific criteria in the use of treated effluent for irrigation of parks and landscaped areas. These could include such criteria as the following:

- Separation distances from potable water sources and pipes;
- Prevention of ability to tie in to reclaimed wastewater pipes for potable uses;
- Backflow prevention;
- Safeguards against converting potable water pipes to non-potable use;
- Isolating eating and drinking areas from irrigated wastewater reuse areas;
- Standards related to the application of reclaimed wastewater and the timeframe before public use may be made of areas to which used water has been applied.

Virginia has adopted regulations related to the use of reclaimed water for irrigational purposes. These regulations have been adopted by the Virginia Department of Environmental Quality and the State Water Control Board Collection and Treatment Regulations, specifically, 9 VAC 25-790-880. The DEQ has a permitting process for water treatment facilities that include spray irrigation, aerosol irrigation or drip irrigation that exceed a particular threshold.

**Recommendation #149: The Department should work with the Alexandria Sanitation Authority in the development of applications for the use of treated wastewater effluent for irrigation of parks and landscaped areas.**

**16. THE PARK PLANNING DIVISION SHOULD DEVELOP A FIVE-YEAR PLAN FOR REHABILITATION OF THE CITY'S PARKS.**

The Trust for Public Land recently published *The Excellent City Park System: What Makes It Great and What It Takes to Get There*. The Trust for Public Land noted that “*it is critical that every agency know the extent of its natural and historical resources – land, flora, buildings, artwork, waterways, paths, roads, and much more – and have a plan to manage and sustain them. Ideally, the agency should be able to place a financial value on its holdings and should have a plan to pay for replacing every structure in the system.*”

In fact, the Government Finance Officers Association (GFOA) considers infrastructure replacement planning and funding to be a “best practice”. GFOA’s Best Practices In Public Budgeting Practice 5.2 states that “*Policies and plans for acquisition, maintenance, replacement, and retirement of capital assets help ensure that needed capital assets or improvements receive appropriate consideration in the budget process and that older capital assets are considered for retirement or replacement. These policies and plans are necessary to plan for large expenditures and to minimize deferred maintenance.*”

While the parks system in the City is largely “built out”, that does not suggest or imply that the City should cease investing in their park system. In fact, the Park Planning Division should be charged with inventorying the City’s park, landscape, and open space system, identifying the necessary improvements to maintain their quality, including capital costs, a priority plan for these improvements, and a five-year plan for these improvements for consideration of the City Council.

**Recommendation #150: The Park Planning Division should develop a five-year plan for rehabilitation of the City’s parks.**

**17. THE PARK PLANNING SECTION SHOULD MONITOR THE AMOUNT OF STAFF HOURS REQUIRED FOR DEVELOPMENT REVIEW, AND PROPOSE A FEE FOR THESE SERVICES.**

One of the roles of the Park Planning Section is to reviews development plans for parks, streetscape, open space and private property for compliance with approved standards, City codes, and Americans with Disabilities Act (ADA) requirements. This is a significant workload for the Section, consuming approximately 3.6 full-time equivalent staff years or 45% of their available work hours (see the table below).

<b>Class Title</b>	<b>Name of Incumbent</b>	<b>Annual Work Hours Allocated to Development Review</b>	<b>% of Available Annual Work Hours</b>
Division Chief, Park Planning	Vosper	832	45.2%
Urban Planner III	Kagawa	1,248	67.8%
Landscape Architect	Lo	520	28.3%
Urban Planner II	Carton	1,560	84.8%
Urban Planner II	Stephenson	1,352	73.5%
Urban Planner II	Durham	1,081	58.8%
Architect	Siegel	-	0.0%
Recreation Supervisor III	Seidler	-	0.0%
<b>TOTAL</b>		<b>6,593</b>	<b>44.8%</b>

Overall, the amount of annual work hours allocated to development review ranges from 85% for an Urban Planner II to 0% for the Architect and for the Recreation Supervisor III. The annual salary and fringe benefit cost of these services approximates \$270,000.

It is anticipated that the development review workload will increase over the next several years. Since this workload already consumes a significant proportion of their workload, the Division Chief, Park Planning should monitor this workload on an ongoing basis, and, when this workload exceeds 50% of available work hours on a consistent, ongoing basis, develop a proposal for the consideration of the Deputy Director, Parks, Natural Resources, and Capital Projects to supplement this staff.

In addition, the Park Planning Section does not charge a fee for the development services that it provides. It is not uncommon in Virginia to charge a landscape plan check fee. Other local governments that charge this fee include Henrico, Hanover, and Arlington. The project team recommends that a separate fee of \$275 be charged by the City to fund, in part, the costs of the services provided by Park Planning, and a separate \$50 recheck fee should be charged. These new fees should generate approximately \$37,000 annually based upon past development workload. This revenue is portrayed in the table below.

Recommendation	Annual Increase In Revenue
The Park Planning Section should charge a plan check fee of \$275 for each development plan and \$50 for each recheck.	\$37,000

**Recommendation #151: The Division Chief, Park Planning should monitor the development review workload of the Park Planning Section on an ongoing basis, and, when this workload exceeds 50% of available work hours on a consistent, ongoing basis, develop a proposal for the consideration of the Deputy Director, Parks, Natural Resources, and Capital Projects to supplement the staff of the Section.**

**Recommendation #152: The Park Planning Section should charge a plan check fee of \$275 for each development plan and \$50 for each recheck.**

**18. THE CLASSIFICATION STRUCTURE OF THE PARK PLANNING SECTION SHOULD BE MODIFIED.**

At present, the classification structure of the positions assigned to the Park Planning Section is inconsistent. Some positions are classified as Urban Planners and others as a Recreation Supervisor III. These classifications are inappropriate given the work performed by these staff as noted below.

- The classification of Urban Planner II notes that the position “performs advanced professional planning work involving research, analysis, development, presentation or interpretation of concepts and data pertaining to city and urban planning and plan implementation. An Urban Planner II may serve as staff to the

Boards of Architectural Review providing professional expertise in advising the Boards in the fields of historic preservation, architectural history, and urban planning. Incumbents in this class, as project leaders, may plan, coordinate, and review work of other planners.” The description and the duties performed by the position do not accurately reflect the actual duties performed by the position.

- Nothing in the actual duties performed by the Recreation Supervisor III are reflected in the classification description of Recreation Supervisor III.

The Personnel Department should develop a Landscape Architect series (e.g., Landscape Architect I, II, III, etc.), and allocate the positions within the Park Planning Section to this series.

**Recommendation #153: The Personnel Department should develop a Landscape Architect series (e.g., Landscape Architect I, II, III, etc.), and allocate the positions within the Park Planning Section to this series based upon the actual work performed.**



## **5. ANALYSIS OF ARTS, MARKETING, AND SPECIAL SERVICES DIVISION**

This chapter presents an analysis of the Arts, Marketing, and Special Services Division. The analysis of the Division includes the following issues:

- Enhancement of marketing of the services provided by the Department;
- Enhancement of the arts program and services delivered by the Division and revenue available for the arts program;
- Enhancement of senior services and therapeutic services delivered by the Division;
- Enhancement of the management of special events.

### **1. THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD ENHANCE THE MARKETING OF ITS SERVICES.**

Leon Younger and PROS completed a strategic master plan for the Recreation, Parks, and Cultural Activities Department in 2002. The strategic master plan included an assessment of effectiveness of marketing by the Department. The assessment presented a number of conclusions, presented in the following paragraphs.

- The marketing needs improvement. The department does not have a marketing person designated to marketing the organization. The department relies on the public information officer from the city administration to assist in increasing awareness or promotions for park related programs and services. The department needs to centralize the marketing function and operations to increase effectiveness and consistency.
- The current approach is to have programming staff produce and market the programs. This is a more reactionary approach versus proactive approach.
- The staff of the Department stated that they were in the process of creating a marketing plan, but with further investigation, the plan is really a set of guidelines for production of materials and distribution. It will help staff in standardizing some of the promotional efforts.

- The key issues and findings regarding marketing in the strategic master plan are presented below.
  - Each division and center does its own promotions of programs and services.
  - Marketing efforts are not coordinated due to staff not being assigned specifically to manage the marketing efforts.
  - Cross promotions have not been explored in-house or with outside agencies.
  - Marketing strategies are not fully developed or implemented. In several cases, the staff is reactionary in their approach to marketing due to limitations of time and resources.
  - The staff could be better equipped with the appropriate technology (software and hardware) to produce their own in-house publications that go beyond the basic flyer. The process to get access to more advanced technology to produce higher quality collateral pieces can be, in some cases, time consuming due to the many steps involved. The process could use some refinement.
  - Time and resources are limited to track the effectiveness of any promotions.
  - The distribution plans focus on schools and need to be expanded to target other audiences and age segments.
  - The staff has to work through a “public information officer” at city hall that selects programs or events they deem worthwhile to instigate more promotion.
  - The budget is limited for marketing that covers only copying and mailing costs.
  - Staff has yet to develop the in-house costs of creating flyers.
  - Staff has not been exposed to opportunities for training in marketing strategies or methods to produce more effective promotions.
  - Many methods are used in promotions.
  - The website is not used to its fullest potential.
  - Archives are handled separately and could use a more sophisticated program for handling the archives of the department (photos, scrapbook, videos, artwork).
  - Very little in market research is done.
  - Staff understands the purpose of having a good image, but find it difficult to develop image improvements, such as a unique logo, due to limited time and resources.
  - Sponsorships are not pursued. Policies surrounding sponsorship development were not clear for programs other than youth and adult leagues.
  - The staff is stretched to their limits in trying to manage multiple operations outside of their expertise and experience in regards to marketing. Marketing and registration are considered another task on top of many

others. Many of the tasks are approached proactively, and much of what is accomplished is reactionary. There is little time for developing and implementing long-term marketing strategies.

**(2) The Roles and Responsibilities of the Division Chief Assigned To Marketing Should Be Streamlined.**

The Department, since the completion of the strategic master plan, has dedicated a position – a Division Chief – to marketing. This position has a number of competing responsibilities including the following:

- Delivery of a comprehensive marketing and public information functions of the Department;
- Supervise the Senior Program and Lee Center operations;
- Develops marketing plans for the department, approves content and format of all press releases;
- Respond to City Council requests for information;
- Coordinates Departmental efforts with the National Recreation and Park Association and the Commission for Accreditation of Park and Recreation Agencies;
- Functions as the Department's grant coordinator; and
- Manage the volunteer program.

These are clearly too many assignments for the incumbent to effectively fulfill responsibility for the delivery of a comprehensive marketing and public information functions of the Department. These other responsibilities should be reallocated within the Department. The proposed reallocation of the responsibility is presented below.

- **The responsibility for supervision of the Senior Programs and the operations of the Lee Center should be reallocated to the Recreation Services Division.** The Recreation Supervisor 3 responsible for the supervision of the Senior Programs and the operations of the Lee Center should report to one of the Division Chiefs in the Recreation Services Division.

- **The responsibility for functioning as the Department’s grants coordinator should be reallocated to the Fiscal Officer II.** The Fiscal Officer II functions as the “Financial Officer” for the Department, monitoring expenditures and revenues for the Department, assisting with the preparation and presentation of the operating budget for the Department, reviewing all personnel action forms, contracts, and leases for proper execution, and supervising two Account Clerk III positions. The workloads represented by the amount of grants that are administered by the Department are within the capacity of the Fiscal Officer II.
- **The responsibility for coordinating Departmental efforts with the National Recreation and Park Association and the Commission for Accreditation of Park and Recreation Agencies should be assigned to the Administrative Services Division.** The coordination with the professional associations is more appropriately assigned to the Administrative Services Division.
- **The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.** The Administrative Officer II supervises four staff including the Employee Development Program Coordinator, Administrative Officer I, Secretary II, and the Personnel Clerk II, and functions as the “Personnel Officer” for the department. The responsibility for managing the volunteer program is logically placed with the Departments’ personnel program. As will be noted in the following chapter, there is sufficient staff assigned to the personnel program to accommodate this assignment.

Recommendation: The roles and responsibilities of the Division Chief assigned responsibility for marketing should be streamlined so that the incumbent can focus exclusively on marketing of the services delivered by the Recreation, Parks, and Cultural Activities Department.

**Recommendation #154: The responsibility for supervision of the Senior Programs and the operations of the Lee Center should be reallocated to the Recreation Services Division.**

**Recommendation #155: The responsibility for grant coordination should be reallocated to the Fiscal Officer II.**

**Recommendation #156: The responsibility for coordinating Departmental efforts with the National Recreation and Park Association and the Commission for Accreditation of Park and Recreation Agencies should be assigned to the Administrative Services Division.**

**Recommendation #157: The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.**

**(3) The Recreation, Parks, and Cultural Activities Department Should Expand Its Marketing Strategic Plan.**

The Department has prepared a marketing plan. This plan is six (6) pages long. It includes sections regarding the marketing plan overview, department overview, department vision, mission, and goals, public awareness, marketing plan objectives, and conclusions. The objectives of the marketing plan include increase public awareness (identify critical target markets and community outreach and education), establish customer service standards (marketing initiatives and customer service), and develop alternative funding sources, and establish evaluation mechanisms.

The marketing plan should be expanded and improved. The proposed expansion and improvements are presented below.

- **Develop a situational analysis.** This should identify key issues, key opportunities, and important trends. For example, a situation analysis regarding the marketing of parks facilities and recreation centers could be as follows:
  - Because today's competitive environment requires government to operate more efficiently, there is a growing need in Alexandria to market City parks facilities and recreation centers for increased business. Not only does this approach help raise revenue for the daily operation of parks facilities and recreation centers and save public funding, it also helps introduce the core value of parks facilities and recreation centers to new audiences; which can develop a constituency that supports and advocates parks facilities and recreation centers.
  - The Recreation, Parks, and Cultural Activities Department has been challenged to increase its revenue in order to meet the demands of decreased appropriations from the general fund. In order to balance the 2008-2009 fiscal year budget revenue projections were increased. The main focus of the marketing of parks facilities and recreation centers is to increase revenue throughout the system. The marketing efforts will focus on several aspects and segments of the overall operation of parks facilities and recreation centers, and will be carried out through various mediums including the website, e-newsletter, advertising opportunities, an annual of parks facilities and recreation centers insert in the local newspaper, and public relations.

This analysis should also include important trends that will impact the marketing of the Department's services such as the erosion of free time, increased concern for the environment, fitness boom, visitation to parks close to home has been increasing, American society is getting older, etc.

The analysis should also include an analysis of the external recreation organizations that the Department competes against including the programs, facilities, and features, the target market that the organizations provide these services to, the location and accessibility of the facilities, and the price.

As another step in the situation analysis, the marketing plan should include an analysis of the recreation programs and park facilities of the Department including unique features and attributes, current conditions, and pricing.

The output of this assessment should be the strengths and weaknesses of the existing marketing program delivered by the Department and the opportunities and threats that the Department faces in the delivery of its services.

- **Conduct an internal assessment of the marketing conducted by the Recreation, Parks, and Cultural Activities Department.** This involves developing an inventory of the existing marketing activities by the Department, the marketing expertise and capabilities of staff within the Department, the amount of staff and budget allocated to marketing, the current marketing strategy, etc.
- **Define the customers (or markets) that the Department is attempting to reach or appeal to for its various types of programs.** This involves identifying the characteristics of your customer. Who are they and what do they need? Marketing strategies designed for the average customer can result in programs, facilities, prices or communication that are not appealing or compelling. Different marketing strategies must be developed for different programs and different sets of customers. The Department, in the development of its marketing plan, should segment its marketing to the different segments of customers that recognizes differences in:
  - Leisure needs and interests;
  - Geographic location;
  - Socio-demographics, age, and lifestyle; and
  - Program and facility capacity.
- **Identify the specific markets (e.g., age groups) that the Department will target for its specific programs.** The objective of this part of the marketing strategic plan should be to identify those recreation programs and park facilities that meet the specific needs, wants and interests of specific targeted populations

within Alexandria. Not all residents want the same thing. Marketing of recreation programs and park facilities should recognize this and establish different marketing objectives for each target market. This should include:

- Guidelines for different recreation program mixes for different markets (e.g., age groups);
  - Information for allocating the Department’s marketing budget among the different markets;
  - The basis for evaluating the effectiveness of the mix of marketing for the different markets; and
  - The framework for integrating the different mix of marketing for the different markets into an overall marketing strategy.
- **Develop a market strategy for each of the different markets.** This Department would have previously completed a situational analysis of its market, an assessment of existing marketing by the Department, the customers or markets that the Department is trying to reach, and the types of programs and facilities that appeal to those markets. The next step is to develop a marketing program to connect those customers with the programs and facilities that are of interest to those customers. Advertising and promotions should be specifically targeted for those customers so that the right message gets to the right customer.
  - **Develop tactics for implementation of the marketing strategy.** These should be tactics for implementing the strategies. Thus should include the identification of responsibility for implementation of these tactics. An example for a strategy for advertising of the parks facilities and recreation centers could be as follows:
    - Advertising. Use cost effective, traditional media to reach and influence travelers and residents with the highest propensity to use and attend City park facilities and recreation centers. Use cost effective, traditional media to reach and influence visitors and residents to visit a City park facility or recreation center.
      - **Tactic 01: Annual directory listings.** Develop and implement a schedule of park facilities and recreation centers listing in recreation-oriented directories and yellow pages.  
Lead: John Davenport
      - **Tactic 02: Media schedule.** Develop and implement a regional consumer-oriented plan using community-based media to promote the City’s regional parks, recreation centers and the activities delivered by the centers.

Lead: John Davenport

- **Tactic 03: Park ads a Visitors Guide.** Develop and place City park facility and recreation center ads in the 2008 Visitors Guide.  
Lead: John Davenport
- **Tactic 04: Regional brochure distribution.** Use regional brochure distribution companies in the Washington D.C. regional area market to distribute park facility and recreation center brochures featuring incentives and discounts.  
Lead: John Davenport
- **Tactic 05: Hot Deals.** Feature midweek and off season City park and recreation center packages on a “Hot Deals” web page of the City’s web site. Link to central reservation service, as appropriate.  
Lead: John Davenport
- **Tactic 06: Alexandria Historic Site On-going Marketing.** Continue marketing campaign for Alexandria historic parks to include newspaper, out of home, magazine and on-line advertising.  
Lead: John Davenport
- **Tactic 07: Alexandria Park and Recreation Center Media Schedule.** Develop and implement a local consumer-oriented plan using community-based media (radio, newspapers, etc) to promote park facilities and recreation centers.  
Lead: John Davenport
- **Tactic 08: City Park and Recreation Center Marketing Requests** Work with individual parks and recreation centers to promote and advertise individual events, resources, facilities or activities in local, community-based traditional media throughout the year.  
Lead: John Davenport
- **Tactic 09: City Park Birthday Parties** Promote birthday parties at primary City parks.  
Lead: John Davenport

Each of these tactics should include a timeline or schedule for implementation.

- **Create a marketing team.** The responsibility for the development and implementation of the marketing plan should not rest with one employee. It should rest with managers and supervisors from all of the divisions within the recreation, Parks and Cultural Activities Department.



**Recommendation #158: Enhance the marketing strategic plan developed by the Department.**

**(4) Develop Marketing Strategies For Specific Recreation Programs.**

The marketing strategic plan should be designed to provide a vision and direction for marketing for the Department as a whole. However, the Department also needs to develop marketing plans for specific recreation programs delivered by the Department.

The Division Chief allocated to marketing within the Department should develop these marketing plans, in concert with the recreation supervisors in the Recreation Services Division. A possible template is presented below.

- Program mission statement;
- Program description;
- Program history;
- program schedule (when the program is delivered such as the spring season);
- Program attendance data;
- Program goals;
- Program objectives;
- Program costs;
- Program sponsors / donations; and
- Program marketing plan.

As an example, a marketing plan for an after-school playground program could be as follows:

- Create and distribute a complete and attractive flier, 6 weeks prior to the program, to all elementary schools that includes: program date, time, location, rules and regulations, conditions of participation, contact information and event description.

- Submit a press release 8 weeks before the event to be included in the local papers. The news release should be designed to attract families and more specifically the mothers/fathers.
- Submit the flier to be posted on the Department's website.
- Hang event banners 2 weeks prior to the program in appropriate areas in the City.
- Package the programs with classes taking place during Playground Program hours (i.e. swimming lessons, science camp, morning camp etc.)
- Send Recreation Services Division playground leaders to the elementary schools to interact with the children and encourage them to participate in the playground programs.
- Have the Recreation Services Division playground leaders help at school events, this will introduce the kids to the leaders and promote the playground program.
- Have Recreation Services Division playground leaders visit other cities. This way we can learn some new fresh ideas from other cities.

The recreation supervisors in the Recreation Services Division should be expected to develop these marketing plans for the specific programs delivered by the Division. This should be accomplished using marketing teams.

**Recommendation #159: The Special Projects Coordinator for marketing should develop templates for the development of marketing plans for specific recreation programs.**

**Recommendation #160: The Special Projects Coordinator for marketing should develop marketing plans for the specific recreation programs delivered by the Recreation Services Division.**

**2. THE DELIVERY OF SENIOR PROGRAMS BY THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD BE ENHANCED IN COOPERATION WITH THE OFFICE OF AGING.**

The Arts, Marketing and Special Services Division allocates a Recreation Supervisor 3 position that supervises staff associated with rental and maintenance of

Lee Center facilities, contract class programs occurring at the Lee Center, reception activities at Lee Center front desk, and functions as the Citywide Senior Programs coordinator, focusing on new program development, monthly senior trips, cooperative programs with Special Events, and support and coordination of Citywide senior programming at the individual Recreation Centers. This includes such activities as coordinates Strength and Conditioning at the William Ramsay recreation center, and a Walking Club. Individual recreation centers deliver senior services with the Mt Vernon, Nannie J Lee and Cora Kelly recreation centers providing the most extensive programs.

The Office of Aging and Adult Services, Human Services Department, provides services for senior adults in Alexandria. The Office of Aging and Adult Services, Human Services Department was authorized 29 positions in FY 2008. The service provided include, but are not limited to, contracts for the operation of two full-service senior centers including the St. Martins De Porres senior center and the Charles Houston recreation. However, only the Charles Houston recreation center functions as a full service Senior Center providing door-to-door transportation, and hot meals for lunch, legal referral services, recreation opportunities, etc.

There are a number of non-profit organizations in Alexandria that provide services to seniors. These include such organizations as the following:

- Northern Virginia Senior Olympics;
- Campagna – provides community volunteer programs for seniors, facilities for classes, workshops, etc.;
- YMCA – discount memberships and classes for senior fitness;
- Elder Crafters of Alexandria – craft classes for seniors; and

- Senior Services of Alexandria – nonprofit referral services, meals on wheels, etc.

An evaluation of the coordination and delivery of senior services indicates that there are a number of challenges. These challenges are presented below.

**(1) The Recreation Centers Provide Little In the Way of Senior Services.**

The Charles Houston recreation center is the only full-service senior recreation center (e.g., transportation and meals services, legal referral services, recreation opportunities, etc). The Cora Kelly and Mt Vernon recreation centers each has a permanent part-time senior services coordinator. Nannie J. Lee does not have a permanent part-time senior services coordinator, but provides much recreation programming for the senior age group. The centers offer a limited amount of recreation services for seniors as noted below.

- William Ramsay – strength and conditioning on Monday, Wednesday, and Friday;
- Cora Kelly – Yoga, lunchtime stretching, and fitness training on Mondays;
- Nannie J. Lee – Exercise, nutrition, tai chi, bridge club, sign language, dun lo arts with one class offering every day of the workweek;
- Mount Vernon – Arts, bridge, jewelry, computer instruction, square dance, tai chi bridge and pinochle with at least one class offering every day of the workweek;
- Chinquapin Center – Aquatics exercise programs with one class offering every day of the workweek including aqua exercise, whatever works, and slowly but surely;
- Fort Ward Park – offers senior nature walk and exercise club on Wednesdays.

Based upon the analysis of recreation program guide data for one year, the project team noted several issues with the distribution of senior class offerings amongst recreation centers, and the breadth of programming offered for this age group. These

issues are presented below.

- Approximately 63% of senior class programs were wellness and fitness oriented. There were few program offerings for arts and crafts, and education / skill building. There were no class offerings for culture / dance / music.
- The breadth and depth of program offerings is inconsistent across centers. The Nannie J. Lee and Mt. Vernon recreation centers offered a wider variety of classes than other centers. The Cora Kelly, Durant, William Ramsey, and Chinquapin recreation centers provided no more than two class offerings for this age group. The Charles Barrett, Charles Houston, and Patrick Henry recreation centers offered no recreation programs designed specifically for senior adults.
- The Division has not developed and adopted a policy that requires a minimum level of class programming for this age group at each recreation center.
- No weekend recreation programming is provided for senior adults at any of the recreation centers.
- There isn't a community theatre for senior adults.
- Blood pressure testing, hearing testing, legal counseling, case management services, hot meals, and retirement / leisure counseling programs and services is only provided at the Charles Houston recreation center.
- Inter-generational recreation programming is not provided at any recreation centers.
- Special events targeted for seniors are not provided.
- While the Citywide Getaway provides excursions for seniors, it does not provide multi-day trips.

Clearly, the extent of recreation programming for senior adults is limited in terms of its depth and breadth at the recreation centers.

**Recommendation #161: The Arts, Marketing, and Special Services Division should work with the Recreation Services Division to adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the senior adult age group.**

**Recommendation #162: The Arts, Marketing, and Special Services Division should expand the recreation programming for the senior adult age group (60 years of age and above) at all of the recreation centers.**

**Recommendation #163:** The Arts, Marketing, and Special Services Division should expand the extent of arts and crafts, and education / skill building classes provided at all of the recreation centers for senior adults.

**Recommendation #164:** The Arts, Marketing, and Special Services Division should provide weekend recreation programming for senior adults.

**Recommendation #165:** The Arts, Marketing, and Special Services Division and the Recreation Services Division should develop and deliver inter-generational recreation programs at the recreation centers.

**Recommendation #166:** The Arts, Marketing, and Special Services Division should develop special events for senior adults.

**Recommendation #167:** The Arts, Marketing, and Special Services Division and the Recreation Services Division should work together to designate “senior coordinators” at each recreation center.

**Recommendation #168:** The Arts, Marketing, and Special Services Division should work with the Office of Aging and Adult Services, Human Services Department to expand the extent of blood pressure testing, hearing testing, legal counseling, case management services, hot meals, and retirement / leisure counseling programs and services available at all recreation centers, and not just the Charles Houston recreation center.

**Recommendation #169:** The Arts, Marketing, and Special Services Division should develop and adopt a written agreement with the Office of Aging regarding the delivery of senior services in the City. The agreement should seek to integrate the services delivered by the Office of Aging within all of the recreation centers operated by the Division.

**(2) The Recreation Supervisor 3 Position At the Lee Center Should Be Eliminated Through Attrition.**

There is little coordination of senior services among the recreation centers. The question is where the responsibility for coordination of these services should be assigned: to a Recreation Supervisor 3 assigned to the Lee Center or the Deputy Director and Division Chief in the Recreation Services Division.

The Recreation Supervisor 3 is also the manager for the Lee Center (facility

rentals, etc). The responsibilities of the position are presented below.

- Supervising facility rentals at the Lee Center.
- Supervising custodial staff for set up/tear down and building maintenance.
- Manage ongoing and preventative maintenance for the Lee Center building.
- Supervising the front desk reception for the Lee Center.
- Performing duties as the senior services coordinator for the whole city including:
  - Coordinate and support senior services programming for recreation centers;
  - Meeting with center supervisors to help coordinate their programs;
  - Help with development of press releases and flyers;
  - Help with referrals to other programs or agencies;
  - Plan one excursion/trip for seniors per month;
  - Sit on the Board for the Senior Olympics;
  - Recreation, Parks and Cultural Activities Department liaison to Commission on Aging; and
  - Coordinating contract class scheduling, facility rentals, front desk reception, and facility maintenance for the Lee Center.

The responsibility for coordination of service delivery at the recreation centers, including the delivery of senior services, should be the responsibility of the Deputy Director and Division Chief in the Recreation Services Division, not the Recreation Supervisor 3.

In addition, there is another Recreation Supervisor 3 at the center – the Nannie J. Lee Center. This is located in the same building as the Recreation Supervisor 3 responsible for managing the Lee Center. There are two Recreation Supervisor 3's in

the building, each responsible for managing a different part of the building. This is an ineffective use of the two positions. The Recreation Supervisor 3 assigned to the Nannie J. Lee center should be responsible for managing the delivery of recreation services for the Nannie J. Lee center and the Lee center. This would include the supervision of contract class programs occurring at the Lee Center.

The Division Chief for Administration should be assigned responsibility for the supervision of the rental and maintenance of Lee center facilities and reception activities at Lee center front desk.

The Recreation Supervisor 3 position assigned to the Lee center should be eliminated through attrition. The fiscal impact of this recommendation is presented in the table below.

<b>Recommendation</b>	<b>Annual Cost Savings</b>
The Recreation Supervisor 3 position assigned to the Lee center should be eliminated through attrition.	\$68,300

**Recommendation #170: The responsibility for coordination of service delivery at the recreation centers, including the delivery of senior services, should be the responsibility of the Deputy Director and Division Chief in the Recreation Services Division, not the Recreation Supervisor 3.**

**Recommendation #171: The Recreation Supervisor 3 assigned to the Nannie J. Lee center should be responsible for managing the delivery of recreation services for the Nannie J. Lee center and the Lee center. This would include the supervision of contract class programs occurring at the Lee center.**

**Recommendation #172: The Recreation Supervisor 3 assigned to the Nannie J. Lee center should be assigned responsibility for the supervision of the rental and maintenance of Lee Center facilities and reception activities at Lee Center front desk.**

**Recommendation #173: The Recreation Supervisor 3 position assigned to the Lee center should be eliminated through attrition.**

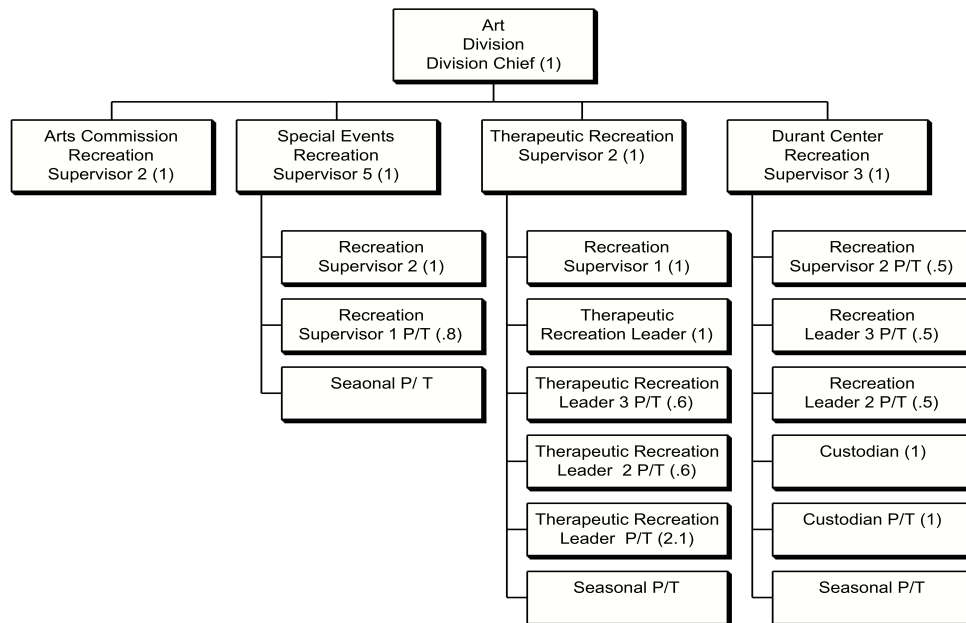


**3. THE DELIVERY OF ARTS SERVICES IN THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD BE STRENGTHENED.**

A number of staff are allocated by the Arts, Marketing, and Special Services Division to the arts program. These staff resources, and their roles and responsibilities, are portrayed below. As the table indicates, this includes three (3) full-time staff – a Division Chief, a Recreation Supervisor 3, and a Recreation Supervisor 2. There are, in addition, 1.5 full-time equivalent part-time Recreation Supervisor and Recreation Leader positions.

Staffing By Classification		Roles and Responsibilities
Division Chief	1.0	<ul style="list-style-type: none"> <li>Responsible for the management of the Arts Commission, Special Events, Durant Center, and Therapeutic Recreation programs.</li> </ul>
Rec. Sup. 3 Rec. Sup. 2 Rec. Leader 3 P/T Rec. Leader 2 P/T Seasonal P/T	1.0 0.5 0.5  0.5	<ul style="list-style-type: none"> <li>Responsible for managing the day-to-day operations of the Durant Center.</li> <li>Center activities focus on arts and culture and include various music, dance, art programs, etc.</li> <li>Coordinates with the Arts Commission with respect to the public art program.</li> <li>Coordinates and contracts with class instructors for all programs.</li> <li>Center is staffed from 9:00 AM to 10:00 PM Mondays through Fridays and weekends for special events and programs.</li> <li>Director flexes hours between 7:00 AM and 6:00 PM, depending on program schedule.</li> <li>Rec. Leader 2 works 10:00 AM to 2:00 PM.</li> <li>Rec. Leader 3's work part-time and as needed, typically covering weekend and evening programs.</li> </ul>
Recreation Supervisor 2	1.0	<ul style="list-style-type: none"> <li>Reports to the Division Chief position.</li> <li>Serves as the staff support to the City's Arts Commission, which meets monthly, as well as its subcommittees.</li> <li>Responsible for coordinating the grant program, whereby the City issues approximately 36 grants totaling \$215,000 for local arts programs and / or artists.</li> <li>Responsible for coordinating the Public Art Program, including recruiting artists, designing and rotating exhibits, securing and scheduling space, etc. This also includes supporting the Public Arts Committee.</li> <li>Coordinates public arts for special events and / or programs, such as Old Town Festival of the Arts.</li> <li>Coordinates various programs, such as Arts Community Quarterly, Annual Alexandrian Arts Awards, Alexandria Poet Laureate, etc.</li> <li>Coordinates the activities of volunteers, as needed.</li> <li>Updates the content on the Arts Commission's website.</li> </ul>

The plan of organization for the Arts Division is presented below.



Art provides an economic benefit to the City. The report *Arts and Economic Prosperity: the Economic Impact of Nonprofit Arts and Culture Organizations and their Audiences* stated that “nonprofit arts and culture are a significant industry in the City of Alexandria - one that generates \$80.01 million in local economic activity. This spending - \$13.64 million by nonprofit arts and culture organizations and an additional \$66.37 million in event-related spending by their audiences - supports 1,803 full-time equivalent jobs, generates \$30.19 million in household income to local residents, and delivers \$5.71 million in local and state government revenue.”

Enhancing the support of the arts by the Recreation, Parks, and Cultural Activities Department requires a number of actions. These actions include modifying the plan of organization of the Arts Division and the role of some of its staff, adopting policies to support the growth of public art, support and expand the arts in Alexandria, and increase marketing and promotion of the arts. These recommendations are

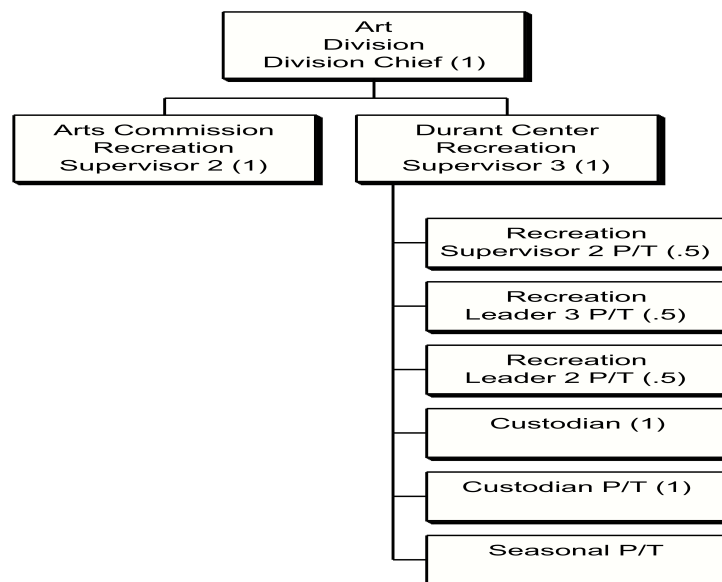
presented in greater detail in the paragraphs that follow.

**(1) Modify the Plan of organization for the Arts Division.**

Under the existing plan of organization, the Division Chief for the Arts Division is responsible for the supervision of a number of activities that are unrelated to arts. This includes Therapeutic Recreation and Special Events.

The second chapter in this report recommended that the responsibility for the supervision of these two functions should be reassigned to the Recreation Services Division.

The Division Chief for the Arts Division should be responsible for supervision of the Recreation Supervisor 2 assigned to the support of the Arts Commission, and the Recreation Supervisor 3 assigned to the Durant Center. The proposed plan of organization is presented below.



**Recommendation #174: The responsibility for supervision of Therapeutic Services and Special Events should be reassigned from the Arts Division to the Recreation Services Division.**

**(2) The Roles and Responsibilities of the Two Full-Time Recreation Supervisors Should Be Expanded.**

The Arts Division is authorized three (3) full-time staff: the Division Chief, Recreation Supervisor 3 and Recreation Supervisor 2. With this level of staffing, it is essential that these three staff be utilized as “generalists” in support of the arts program so that the talents and skills of these two positions can be fully utilized.

This is not the case at the moment for the two Recreation Supervisors. The roles of these two positions are specialized albeit much more so for the Recreation Supervisor 3 than the Recreation Supervisor 2. The Recreation Supervisor 2 is responsible for managing the day-to-day operations of the Durant Center activities. The Recreation Supervisor 2 is responsible for serving as staff support to the City’s Arts Commission, which meets monthly, as well as its subcommittees, coordinating the grant program, coordinating the public art program, coordinating public arts for special events and / or programs, etc.

The talents and skills of these two positions need to be more effectively utilized. The roles of these two positions should be broadened to include such responsibilities as the following:

- Coordinating the delivery of arts and culture programs at all of the recreation centers, not just the Durant center, in concert with the Recreation Services Division;
- Training of Recreation Services Division staff in the recreation centers in the delivery of arts and culture programs;
- Planning, organizing, and supervising of art and culture exhibits and programs at the recreation centers, the City Hall, Alexandria City Public Schools, and other City buildings including coordination with artists;

- Supervising exhibit installations;
- Delivering art and cultural education classes;
- Composing and writing descriptions of art and culture exhibitions for brochures and for fund raising purposes including the provision of information regarding the artists and the exhibits; and
- Coordinate the selection of artists, and negotiate and administer agreements.

The Recreation Supervisor 3 position should be utilized in the delivery of art and cultural education services on a much broader scale than the Durant center. The talents and skills of the Recreation Supervisor 2 are underutilized.

**Recommendation #175: The roles and responsibilities of the Recreation Supervisor 3 and the Recreation Supervisor assigned to the Arts Division should be expanded to fully utilize the talents and skills of the two positions in the delivery of art and cultural services.**

**(3) The Division Chief For the Arts Division Should Work with the Recreation, Parks, and Cultural Activities Director, Arts Commission, and the Community In the Development of a Vision For Arts in Alexandria.**

There are numerous opportunities to grow the arts and cultural services program in Alexandria. This growth needs to be structured with a vision that articulates the future of arts and culture in Alexandria. The vision statement should be short, and based upon a facilitated workshop that includes a variety of participants from the City's organization, the Arts Commission, and the community.

A vision for arts and culture developed by another city is presented below.

- That outcomes of the arts and cultural services program reflect and reinforce our authentic and distinctive identity. The arts, culture and creativity are valued as vital contributors to the City's character, quality of life and economy.
- That our cultural and artistic offerings reflect, engage with and appeal to the ethnic, gender and age diversity of the City and to all socioeconomic levels.
- That every child in the City has access to in-depth, comprehensive cultural

learning through programs integrated with schools and available in the community.

- That residents and visitors participate fully in arts and cultural activities because the opportunities are valued, visible and accessible.
- That the City has a network of successful, sustainable multi-disciplinary cultural centers, museums, concert halls, and cultural institutions that reflect its diversity, heritage and contemporary creative expression to meet future needs.
- That our built environment reflects the inspirational and creative spirit of who we are as, through good design, public art and accessible public spaces.
- That the City supports individual creators and the creation of new works. The City is a haven for creators with adequate, affordable space, housing and health care, as well as opportunities for professional development and networking.
- That cultural vitality is a priority for the City, as reflected in supportive policies, incentives, ongoing funding and capital investments.
- That the City's arts and cultural sector is financially stable and sustainable, based upon a diverse and balanced range of earned and contributed income sources.

The intent of the vision should be to create a series of outcomes for art and cultural planning in Alexandria for a ten-year horizon.

**Recommendation #176: The Division Chief for the Arts Division should work with the Recreation, Parks, and Cultural Activities Director, Arts Commission, and the community in the development of a vision for arts and culture in Alexandria to serve as the basis for planning of outcomes for a ten-year horizon.**

**(4) The City Should Expand the Goals and Objectives for Arts and Culture in the City's Master Plan.**

The City adopted a master plan for Alexandria in 1992. The plan is made up of 15 small area plans that cover neighborhoods throughout the City, and chapters on topics of citywide interest such as Historic Preservation, Urban Design, and Open Space. The master plan has one goal for cultural arts: to provide a well-balanced cultural arts program for the City residents and visitors.

The goals should be expanded and supported by objectives. Possible goals and objectives for arts and cultural services in Alexandria are presented below.

- **Goal:** Expand cultural activities to provide a wide variety of quality cultural activities in its recreation programs.

- **Objectives:**

- Expand the arts-in-the-parks programs.
- Establish cooperative arrangements for the use of cultural resources with the Alexandria City Public Schools.
- Develop and foster cultural programs in all recreation centers that enable residents to participate in activities that consider the diversity of their heritage and customs.
- Develop cooperative educational cultural programs enlisting the aid of with the Alexandria City Public Schools.
- Designate a manager in the Recreation, Parks, and Cultural Activities Department who would have the prime responsibility for implementing activities related to cultural and arts programming.
- Utilize local as well as imported talent for cultural programs.

- **Goal:** Recognize the performing and fine arts as essential to human needs and that enhance the City's physical beauty and quality of life.

- **Objectives:**

- The City shall encourage private persons and organizations and other public entities to provide and support cultural activities, directly and cooperatively with the City, which are of interest and benefit to the public.
- Create incentives that encourage art in new developments.
- Create incentives for businesses to donate or lease land, equipment, staff or facilities to cultural organizations.
- Create temporary display and / or permanent installation of art in public spaces.
- Create a cooperative relationship between artists, the private sector, arts institutions and other organizations in order to make existing private and public facilities available for use in connection with the arts, notwithstanding any other intended use.
- Create better communication between art institutions and organizations with City decision-making bodies and agencies.
- Expand the City's role as a supporter of the arts.
- Coordinate the activities of those who render services related to the arts with the arts, needs and desires of the community-at-large.

- Provide public recognition of those who create and support the arts in Alexandria, including institutions, organizations, businesses and individuals.
- Provide for arts and other cultural resources in new commercial development within the City, insofar as such provision would be consistent with the City's zoning and subdivision ordinances.
- Secure funds available for the arts from State and Federal sources.

The master plan document is a roadmap for Alexandria's future. This roadmap should clarify the goals and objectives for arts and culture.

**Recommendation #177: The City should expand the goals and objectives for arts and culture in the City's master plan.**

**(5) The Recreation, Parks, and Cultural Activities Department Should Develop A Public Arts Master Plan.**

A Public Arts Master Plan should be designed to implement the City's *Policy for the Purchase, Commission, and Donation of Works of Art*. The Public Arts Master Plan should provide an overall focus for the City's Public Art as defined in the paragraphs below.

- **Provide a vision for the public arts.** This vision should be designed to guide the public arts program. For example, part of the vision for public art in Scottsdale, Arizona is to commission signature projects of greater impact in lieu of multiple smaller projects, and celebrates Scottsdale's location in the Sonora desert.
- **Establishing the evaluation policies for the selection and location of artwork purchased by the City, donated by other entities, or acquired through other means.** All public art on public property would be subject to the criteria included in the plan. This includes permanent fine art pieces, temporary popular artwork, murals, monuments, memorials, and embellishments to infrastructure elements such as sidewalks, medians, and roads. By defining parameters, goals and priorities, the City would impart a more cohesive visual and physical appearance.
- **Define optimum locations for public art.** Public art can play a unique role in creating locations that residents and visitors to Alexandria gather. Public art master plan should create a framework for public art the optimum locations for this public art. These locations should consider the visual characteristics,



development and landscape patterns, and gathering places that would benefit most from public art. These should be guided by criteria such as the project should be located in a place of high visibility, broad public access, and multiple uses and activities.

- **Public Art Priorities.** Public art can be funded in a number of different ways including City-initiated arts projects, site plan initiated art projects, neighborhood initiated art projects, and community planning processes. The public art master plan should set the agenda for these initiatives so that, regardless of the type of project, it advances the overall vision of public art in Alexandria. The priorities should be guided by criteria for determining when public art can best advance the City’s goals, and the funding resources for the public art and the priorities for the allocation of these funds.
- **Action Plan.** The action plan would identify those public projects that contribute most strongly to the quality of the visual character of Alexandria, and would include strategies, priorities, and processes for involving artists in the design.

The development of a public arts master plan is necessary to assure that public art is effectively integrated with the architectural, landscape, and infrastructure design of capital projects, public buildings, and private development and to focus public art of those locations with the greatest visual impact. The estimated one-time cost impact for the development of the public art master plan is provided in the table below.

There are potential staffing impacts associated with this program. Typically, a public arts staff can handle nine projects per year according to the Americans For The Arts / Public Art Network Survey, although the project team has worked with communities in which staff handled an average of fifteen projects per staff per year.

Recommendation	One-Time Cost Increase
Develop a public art master plan, retaining a public art consultant with experience in public art master planning, and knowledge and experience in community-based planning.	\$40,000

**Recommendation #178: The Recreation, Parks, and Cultural Activities Department should develop a public arts master plan.**

**Recommendation #179: The Recreation, Parks, and Cultural Activities Department should retain a consultant to assist the department in the preparation of a public art master plan.**

**Recommendation #180: The Department shall require a full-time project coordinator position should the City experience workload equivalent to nine to fifteen public art projects per year.**

**(6) The City Should Increase Funding of Public Art Using A Number of Funding Mechanisms.**

The success of a public art program hinges on adequate, reliable funding. Ideally, Alexandria's public art program should be supported through a blend of public and private funding methods and mechanisms. The objective is to create a portfolio of funding sources, which together can sustain and perpetuate an expanding public art collection.

The funding mechanisms that should be considered by the City are presented below.

- **Establish a 1%-for-art program covering the City's annual capital improvement budget for the public art program.** The program should operate under the following criteria:
  - City staff should develop an annual budget for the Public Arts Program by identifying an amount equivalent to one percent of the construction cost for each new project in the capital improvement program, subject to exclusions and limits noted below.
  - No more than \$100,000 per eligible project should be allocated through the 1% calculation
  - Projects eligible for inclusion in the Program include new construction or major renovation of public buildings (including schools), decorative or commemorative structures, parks and recreation facilities, and parking facilities.
  - The Program should not be intended to apply to street and sidewalk construction or sewer utility installations

It should be noted, however, that a number of cities in the nation are now allocating a somewhat higher percentage of their capital budgets for public art – up to 2%. As the City’s program continues to grow and flourish, it is recommended the City increase the percentage to provide additional funding for maintaining the public art collection, and purchasing and installing new artworks.

- **The City should provide incentives to encourage private development projects to dedicate a percentage of their construction costs for art to enable the City to leverage its public program.** The private sector should also participate in enhancing and enriching the cityscape and making intriguing cultural and aesthetic experiences available to citizens and visitors. This should involve the granting of incentives to qualifying developers who contribute 1% (or more) of their building permit valuation to a public art component. Developers should have the choice of contributing the full amount to the City – or allocating part to the City, while using the balance to commission or purchase and install art that will be publicly accessible during business hours. The program should operate under the following criteria:
  - The developer contacts the Division Chief for the Arts Division with project specifics and presents to the Arts Commission a plan to contribute to the City or include public art in the project.
  - If the developer chooses to include art, he / she presents a proposal to the Commission, including art budget, method for selecting artists (selection committee, public art consultant, or paid assistance by public art staff). The Commission must approve this plan prior to artist selection.
  - The developer presents the selected artist and design for approval by the Commission.
  - Upon approval by the Art Commission, the project will be submitted to the Planning Commission and City Council for review and final approval of the artwork and any development incentives.
  - The artwork and/or contribution of funds to the City must be completed and installed prior to the issuance of certificate of occupancy, unless special arrangements have been made with the Commission and City.
  - Ownership of the artwork will be retained by the private entity. Maintenance of the artwork will remain the responsibility of the owner

The City should recommend incentives to the Planning Commission as an element of the development. Developer incentives that should be considered should include increases in maximum allowable building height or density, offsets in parking and landscape requirements, or other incentives.

To enable a reliable source of funding, the City should develop a blend of revenue for public art. The contributions made by the capital improvement program, in instances in project will contribute funds and not art to the project, and contributions made by developers, should be deposited in a Public Art Fund. The funds in the Public Art Fund should be restricted to any permanent project on City property, as long as the project has been identified in the Public Art Master Plan.

**Recommendation #181: The City should establish a 1%-for-art program covering the City's annual capital improvement budget for the public art program.**

**Recommendation #182: The City should provide incentives to encourage private development projects to dedicate a percentage of their construction costs for art to enable the City to leverage its public program.**

**Recommendation #183: The City should establish a Public Art Trust Fund for any contributions made by the capital improvement program and contributions made by developers.**

**Recommendation #184: The funds in the Public Art Fund should be restricted to any permanent project on City property, as long as the project has been identified in the Public Art Master Plan.**

**(7) Create An Inventory of Available Cultural Spaces In Alexandria.**

The Division Chief for the Arts Division should create an inventory of available cultural spaces in Alexandria. These cultural spaces should be identified on the Department's web site. The website should be an interactive website to promote access to the information and enable "matchmaking." The website should include private and public properties within Alexandria. The Division Chief should create mechanisms to keep the inventory up-to-date.

The intent of this inventory should be to expand awareness of the cultural facilities in the community and the possible public use of these facilities, and to increase

the use of these existing facilities for cultural activities.

**Recommendation #185: The Arts Division should create an inventory of available cultural spaces in Alexandria. These cultural spaces should be identified on the Department’s website using an interactive website to promote access to the information and enable “matchmaking.”**

**(8) Work With the Alexandria City Public Schools and the Private Sector To Identify and Encourage More Low Cost Access To Space For Rehearsal, Studio, Exhibit and Performance.**

The City of Denver, for example provides a directory to suitable, affordable creative space in the City’s recreation centers that is suitable for dance and visual arts classes, rehearsals, meetings and performances. In this directory, you will find information about available space in each Denver recreation center suitable for dance and visual arts classes, rehearsals, meetings and performances.

The intent of the directory is to identify locations with suitable space that provides low cost access where producers of creative content to congregate, share, collaborate, network and/or co-create, and to enable better use of available space to meet creative community and public needs

This directory should include suitable, affordable creative space in Alexandria City Public Schools facilities and available from the private sector.

**Recommendation #186: The Arts Division should work with the Alexandria city public schools and the private sector to encourage more low cost access to space for rehearsal, studio, exhibit and performance. These spaces should be identified on the Department’s website.**

**(9) Enhance the Extent of Cultural Arts Classes and Education Provided At the Recreation Centers And In the After School Program.**

Countless studies have demonstrated the value of an arts education to the mental capacity, socialization and quality of life of young people. This includes the power of training in music and other forms of art to improve spatial reasoning and similar cognitive skills, and the significant improvement in math and reading skills as a result participation in active music programs.

However, the extent of art and cultural classes and instruction in the Department’s recreation centers is limited. The table below presents a summary of the contract classes delivered at the Department’s recreation centers.

Age Group	Arts / Crafts		Wellness / Fitness		Cultural / Dance / Music		Educational / Skills		Total	
	#	%	#	%	#	%	#	%	#	%
Pre-School (0-5 Years)	0	0%	1	5%	10	50%	9	45%	20	100%
Youth (5-12 Years)	3	12%	4	15%	19	73%	0	0%	26	100%
Teens (13-17 Years)	3	13%	6	25%	12	50%	3	13%	24	100%
Adults (18-59 Years)	3	6%	35	69%	10	20%	3	6%	51	100%
Seniors (60+ Years)	4	21%	12	63%	0	0%	3	16%	19	100%
All Ages	0	0%	1	33%	0	0%	2	67%	3	100%
<b>TOTAL</b>	<b>13</b>	<b>9%</b>	<b>59</b>	<b>41%</b>	<b>51</b>	<b>36%</b>	<b>20</b>	<b>14%</b>	<b>143</b>	<b>100%</b>

As the table indicates, the arts and crafts classes are a small proportion of the total contract classes that are offered (9%). Culture / dance/ and music tend to be a larger proportion of the classes offered for pre-school, youth, and teens, but comprise a small proportion for adults and seniors.

The relevance of arts education to the findings of Department of Labor’s Secretary’s *Commission on Achieving Necessary Skills (SCANS)*, in which the arts lend

themselves to developing those cognitive, interpersonal, and strategic skills that are judged essential to success in the modern world.

The Division Chief for the Arts Division should work together with the Deputy Director for the Recreation Services Division in the development of the mix of contract classes and instruction delivered by the staff of the recreation centers in arts, performing arts, crafts, and new arts. This should include the definition of who will deliver the program (contractors versus Division staff), the scope of the program content, the type of participant involvement, and the structural format. The output should be a minimum type, number, and set of arts and culture classes and instruction that will be provided at each recreation center. This should include consideration of the delivery of arts and culture instruction by the Recreation Supervisor 3 and Recreation Supervisor 2 assigned to the Arts Division.

**Recommendation #187: The Division Chief for the Arts Division should work together with the Deputy Director for the Recreation Services Division in the enhancement of the mix of arts, performing arts, crafts, and new arts contract classes and instruction delivered by the staff of the recreation centers.**

**(9) Enhance the Utilization of the Durant Center for Arts and Culture.**

The Durant Center is underutilized. The table below presents the levels of utilization for the center for 2006 – 07 for the three seasons: fall, spring / summer, and winter.

<b>Season</b>	<b>Average Number of Classes / Day</b>	<b>Number of Class Hours / Season</b>
Fall	7	525
Spring / Summer	7	617
Winter	7	410

Important points to note concerning the table are presented below.

- This center is open only during the workweek, from Monday through Friday.
- This center has four multi-purpose rooms and one grand multi-purpose room with a stage.
- During the 2007 – 07, an average of seven classes were conducted in the center each day.
- In the fall season, approximately 44 hours of instruction were provided in the center each week with all of the classes being offered once per week with one exception. This presumes a twelve-week season.
- In the spring / summer season, approximately 34 hours of instruction were provided in the center each week. All of the classes, with two exceptions, were offered once a week. This presumes an eighteen-week season.
- In the winter season, approximately 41 hours of instruction were provided each week. All of the classes were offered once per week with one exception. This presumes a ten-week season.

Altogether, the utilization of the Durant center approximates 15%. There are clear opportunities to expand the utilization of the Durant center for the delivery of arts and cultural services.

The lack or low levels of participation in arts and culture classes complicate the problem, however. The table below presents the attendance of arts and culture classes in the winter 2007 season for those classes with a 33% or less rate of reservations. As the table indicates, there were a number of classes with this problem. This same



problem was noted with many of these same classes in other seasons.

Description	Number of Classes	Space Available	Reservations	% Full
Tap - Ages 5-9	1	20	0	0%
Modern Jazz Age 5-9	1	20	0	0%
West African Dance	2	40	0	0%
How to Perform Magic	1	30	0	0%
Tai Chi Advance	1	22	0	0%
Sculpture for Kids	1	10	0	0%
Drawing with Charcoal	1	15	0	0%
Acting Level I	1	15	0	0%
Into to Improvisation	1	20	0	0%
Creative Kids	2	30	0	0%
From Page to Stage	1	25	0	0%
Beginning Guitar II	1	5	0	0%
Beginning Piano II	1	7	0	0%
Beginning Violin I	2	14	0	0%
Beginning Violin II	1	7	0	0%
Ballet Stretch	1	20	3	15%
Old School Jamz	2	40	8	20%
Hip Hop 10 up	2	40	12	30%
Ballet	1	20	6	30%
Art of Mosaic	2	20	6	30%
Ballroom Dance II	1	36	11	31%
Classis Tales 'n Tunes	7	84	26	31%
Intermediate Belly Dance	1	35	11	31%
TuTus & Tap	2	24	8	33%

The Division Chief should evaluate the current mix of arts, performing arts, crafts, and new arts contract classes and instruction, and develop an enhanced program for delivery of these services at the Durant center. The recommended process that should be utilized in the development of this enhanced program is presented below.

- **Outline general planning directions for the development of enhanced arts, performing arts, crafts, and new arts contract classes and instruction.** These general planning directions should consider the goals and objectives of the Department and what the Department intends to accomplish. The Division Chief should develop strategic directions for implementing mix of arts, performing arts, crafts, and new arts contract classes and instruction services that will fulfill these goals and objectives with three to five-year goals and objectives.
- **Obtain the input of the Arts Commission, Division staff, and class participants regarding the breadth and depth of arts, performing arts, crafts, and new arts contract classes and instruction.** The goal in this step is

to obtain input so that arts, crafts, and new arts contract classes and instruction services can be developed to meet desires of the customer. The output should be a needs assessment completed by the Division Chief for the Arts Division to systematically assess the needs and desires of the customers so that the allocation of limited resources can be prioritized among competing interests. This needs assessment should include information about clients, their needs, possible service for implementation, available resources, and other types of information. The needs assessment should be based upon collecting data regarding the services that the customers have identified they have an interest in.

- **Design the mix of arts, performing arts, crafts, and new arts contract classes and instruction to be delivered at the Durant center.** The Division Chief for the Arts Division should then design the arts, crafts, and new arts contract classes and instruction services that are within the limits determined by needs assessment, and that are feasible with resource limits and operationally possible for the Durant center. In addition, participant data are interpreted and analyzed. The Division Chief for the Arts Division should then prepare a written plan that details all of the arrangements and scenarios needed to actually operate the mix of arts, crafts, and new arts contract classes and instruction services. The program plan should communicate the program concept to all who will be involved in the operation and what each staff must accomplish so that participants can have the experience intended by the Division Chief.
- **Implement and operate the enhanced mix of arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.** This phase should include obtaining and arranging the physical space for the program, promoting the program, registering patrons, staffing the program, supervising the operation, and other matters. This step would likely occupy the majority of the Division Chief's time.
- **Evaluate the enhanced mix arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.** Evaluation is a procedure designed to help judge the effectiveness of the change in program content and to make adjustments. This should include feedback from the class participants and the feedback of the staff of the Division and Arts Council. The result should be further adjustments in the mix of arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.

**Recommendation #188: The Division Chief should evaluate the current mix of arts, performing arts, crafts, and new arts contract classes and instruction, and develop an enhanced program for delivery of these services at the Durant center.**

**Recommendation #189: The Division Chief for the Arts Division should outline general planning directions for the development of enhanced arts, performing arts, crafts, and new arts contract classes and instruction at the Durant Center.**

**Recommendation #190:** The Division Chief for the Arts Division should obtain the input of the Arts Commission, Division staff, and class participants regarding the breadth and depth of arts, performing arts, crafts, and new arts contract classes and instruction and develop a needs assessment.

**Recommendation #191:** The Division Chief for the Arts Division should design the mix of enhanced arts, performing arts, crafts, and new arts contract classes and instruction to be delivered at the Durant center.

**Recommendation #192:** The Division Chief for the Arts Division should manage the implementation and operation of the enhanced mix of arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.

**Recommendation #193:** The Division Chief for the Arts Division should evaluate the enhanced mix arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center and make adjustments as necessary.

**(10) Enhance the Marketing of Arts and Cultural Activity to Residents and Visitors To Develop New and Expanded Audiences.**

The Division Chief for the Arts Division should create and implement a comprehensive arts and creativity marketing plan encompassing research, branding, a Web-based directory and calendar at the Department's website to enable the development of a broader audience. The development of this marketing plan should include the following steps:

- The objectives of the marketing plan;
- The identification of the arts and culture services that would be marketed;
- The audiences that the City is trying to reach with its arts and cultural services;
- The current marketing and advertising techniques being utilized by the Division;
- The analysis of the competition for delivery of arts and marketing services;
- The proposed marketing campaign including budget, advertising material, strategies, and placements, and web site development;
- The timeline for implementation of the marketing plan.

**Recommendation #194: The Division Chief for the Arts Division should develop a marketing plan for the arts and cultural services delivered by the Division and by the recreation centers.**

**4. ENHANCE THE BREADTH OF THERAPEUTIC SERVICES DELIVERED.**

The Arts, Marketing, and Special Services Division allocates 6.3 full-time equivalent staff to therapeutic recreation. These staff resources are presented in the table below.

Staffing By Classification		Roles and Responsibilities
Rec. Sup. 2	1.0	• Manage the therapeutic recreation programs for the City, including payroll, procurement, personnel management, programs, etc.
Rec. Sup. 1	1.0	• Design and implements after school, weekend, and weekday programs which serve adults and children with mental and / or physical disabilities.
Rec. Leader 3 P/T	0.6	• Run a summer camp program. • Provide transportation services for clients.
Rec. Leader 2 P/T	0.6	• Coordinates and provides various required training for staff, including CPR, first aid, continuing education, etc.
Rec. Leader P/T	1.0	• Full time staff are licensed by the State. • Work with the Parents Advisory Board.
Seasonal P/T	2.1	• Develop and produce marketing materials for programs.

The staff delivers a range of programs ranging from sports to development of independence.

This is a full range of therapeutic services. The Section has also developed a recreation “buddy” program that involves inclusive programming for children with disabilities who are interested in participating in any general recreation summer programs. Parents can make buddy requests,” although placement is contingent upon availability of volunteer buddies.

The range and extent of therapeutic programs delivered should be expanded to enhance the independence of the participants. The project team recommends that the Department expand therapeutic services to include the programs identified below.

- Around the Town. This would be a once a week social club meeting that would utilize community trips in Alexandria as a means to improve socialization, awareness, and independent living skills.
- Creative Movement. This would be a once a week class for children to develop coordination, attention span, and gross motor movement skills for children and teens.
- Simple Cooking. This would be an introductory cooking class, held once a week, to introduce teens and adults with basic kitchen safety, menu planning, shopping, and preparing simple dishes.
- Anger management. This class, provided once a week, would provide skill development in managing anger and stress.
- Clothes closet. This class, provided once a week, would offer “thrift store” style shopping experiences to develop skills in developing a clean, healthy appearance and build a confident self-image.
- Value buying. This class, provided once a week, would teach the participants how to get the best value on the dollar spent, to create a budget, to use banks, and be aware of how and where the participants are spending their money.

These additional classes are designed to enhance the independent living skills of the participants. The project team believes that there is sufficient staff within Therapeutic Services to deliver these additional classes.

**Recommendation #195: Increase the number of classes provided by Therapeutic Services designed to enhance the independent living skills of the participants.**

## **5. DEVELOP AND ADOPT A SPECIAL EVENTS POLICY.**

Special events represent a significant annual operating cost to the City. The “net” City cost in Fiscal Year 2006-07 mounted to \$466,859. The gross cost amounted to \$681,824. This includes the departmental costs for such departments as Police, Recreation, Parks and Cultural Activities, etc.

Some of the more costly special events, in terms of the “net” cost, include the Jamestown Celebration (\$51,585), USA / Alexandria’s Birthday (\$82,463), St. Patrick’s

Day Parade (\$50,204), George Washington Parade, and First Night Alexandria. These five special events represent 53% of the total “net” City cost. However, in some cases, the organizations contributed significant amounts of contributions to cover the City’s costs, and, in other cases, did not. For example, the ARC waterfront festival contributed \$37,194 that paid for all of the City’s costs associated with the special event. The George Washington Parkway 10K Classic contributed \$39,813 that covered 97.1% of the City’s costs. In another instance, the First Night Alexandria covered 49% of the special events costs contributing \$24,763. However, the requirements for contributions are not applied consistently. Overall, cost recovery amounted to 32%. Other cities, such as San Diego, have increased significantly the requirements that these organizations contribute funding to entirely or more substantially cover the City’s direct costs.

The Department should develop, for the consideration of the City Council, a policy for special events. That policy should include, at a minimum, the elements enumerated below.

- **Special events should be developed as a specific cost center in the City’s budget.** All of the City’s costs incurred by all of its departments should be budgeted in this cost center as should all revenue. All of the departments should charge their special events related costs to this center. This will make obvious the costs and revenues generated by special events in the City.
- **A vision statement for special events.** This could include (i) more Alexandria residents and tourists will understand and affirm the role and value of the arts and creativity to themselves and their community, (ii) the arts and cultural community will be stronger and better connected to each other and the broader community to advance a more vital and robust creative landscape, (iii) all Alexandria residents, and particularly the underserved, will experience an increase in their opportunities to participate in, learn from, and enjoy the arts, and (iv) the special events cost center will be focused, efficient, effective, and better equipped to anticipate and respond to the needs and opportunities of the arts and special events community.

- **The policy should contain eligibility criteria for City sponsorship.** This could include such criteria as the following:
  - Applicant must be located within the City and provide services or benefits to the community;
  - The cultural event or project must be within the city limits;
  - A sponsoring organization must be a non-profit/not-for-profit 501(c)(3) organization or recognized by the State as a non-profit organization;
  - The proposed event or project must not directly promote religion or religious organizations;
  - The proposed event or project is not a direct social service activity, such as counseling;
  - The applicant must demonstrate a need for City funding;
  - Past events by the applicant must have complied with City requirements;
  - The applicant must submit an event or project budget, including an estimate of City services, if applicable;
  - The applicant must complete and comply with the application process; and
  - Applicants who will be requesting in-kind services from the City or who will require an event permit must work with the City's Special Events Committee to prepare their application as noted in this policy.
  
- **The core values that must be present in the applicant's organization.** These would include:
  - Project Purpose – promotes the vision of the Special Events Policy;
  - Community Impact – benefits the community as a whole; and
  - Sound Administration – demonstrates organizational integrity through strong business practices, varied portfolio of funding sources, committed and fiscally responsible board and management, and regular evaluation of performance against measurable goals.
  
- **The policy should establish a formal ranking procedure based upon established criteria.** These criteria should be utilized by the City to formally evaluate the potential of City support for the special event.

- **The policy should establish recipient requirements** including:
  - Grant recipients must attempt to spend grant funds in the city and with city businesses;
  - Grant funds must be used only for what was requested and approved;
  - Recipients must obtain required permits, clearances, insurance, and event authorization and pay any relevant fees in a timely manner;
  - Recipients must comply with all local, state, and federal laws and regulations concerning civil and human rights and facility and program accessibility based on the Americans with Disabilities Act (ADA);
  - Recipients must submit reports on progress of event, project, or service rendered to the Recreation, parks, and Cultural Activities Department for grants of \$10,000 or greater by October 15, 2008 so that the Department can compile these reports and forward to the City Council for review;
  - All recipients must submit to the Department a final financial and program report within 60 days after the completion of the event, project, or service rendered for which funds were granted, so that the Department can compile these reports and forward to the City Council for review after each special event;
  - Recipients must sign Special Events Grant Agreement; and
  - The City reserves the right to audit the recipient organization.
  
- **The policy should establish conditions for operation of the special event by the recipient** such as traffic control devices, first aid, portable toilets and handwashing sinks, garbage and recycling services, insurance coverage, security plan, parking plan, etc.

**Recommendation #196: The Recreation, Parks, and Cultural Activities Department should develop a special events policy for the consideration of the City Council.**

**6. ELIMINATE A 0.75 FULL-TIME EQUIVALENT CUSTODIAL POSITION THAT MAINTAINS DIVISION FACILITIES.**

The Arts, Marketing, and Special Services Division is authorized almost six (6) full-time equivalent custodian positions to maintain the Durant center and the Lee center. These positions, and their responsibilities, are presented in the table below.



Facility	Number of Positions		Roles and Responsibilities
Durant Center	Custodian Custodian P/T	1.0 1.0	<ul style="list-style-type: none"> <li>• The full-time custodian works from 7:00 Am to 4:00 PM and there are two part-time custodians- one of which works from 1:00 PM to 5:00 PM and from 6:30 PM t 10:30 PM</li> <li>• Provide general janitorial services to the facility, including cleaning, mopping, maintenance of common areas, restrooms, etc.</li> </ul>
Senior Programs / Lee Center (can't.)	Custodian Sup. Custodian Custodian P/T Seasonal P/T	1.0 1.0 1.97	<ul style="list-style-type: none"> <li>• Custodian Supervisor schedules shift hours for the full-time, part-time, and seasonal staff, orders maintenance supplies, and reports on any major damages or repairs to the Lee Center facility.</li> <li>• One full-time custodian position works a day shift; the other works a graveyard shift. 3 part-time custodian positions work approximately 20 hours per week each. Seasonal P/T custodial staffs provide support for special events and weekend activities as needed.</li> <li>• Provide set up, tear down and clean up for all rentals and contract class programs at the Lee Center.</li> <li>• Provide general janitorial services to the Lee Center building, including cleaning, mopping, maintenance of common areas, restrooms, etc.</li> </ul>

This level of staffing reflects the Custodian position that will be eliminated as part of the FY 2008-09 budget. The Durant Center consists of approximately 16,575 square feet, while the Lee Center consists of 83,680 square feet. These two facilities amount to 100,255 square feet.

Determining the number of custodial staff positions is often a difficult task for administrators. It requires a plausible justification for defining the labor force necessary to adequately care for governmental facilities. Although a variety of methods are used, administrators may often end up “short-staffed” as a result of increased custodial responsibilities at existing facilities and the caring for new facilities that are being added. The fact that local governments will continue to expand in the foreseeable future does not necessarily suggest that administrators will automatically receive commensurate budget increases for new staff.

In many instances, current staff levels are compared with facility size or cleanable area, and used as the basis for determining the number of required custodial employees.

The following formula serves as a guide used by the project team in determining appropriate custodial staff levels at local government facilities. It is intended as a starting point in making this determination and should consider modifiers to account for the differences in facilities.

<b>Custodial Staffing Formula</b>
Total gross square floor area of a single facility
Divided by
19,000 square feet
Equals
The number of full-time equivalent custodial positions required

Given the square footage in these two facilities, a total of 5.25 custodians would be required. This is about 0.75 custodians less than budgeted.

This custodial staffing formula is based on the assumption of achieving Level 2 - Ordinary Tidiness, a cleanliness/appearance standard as defined by the Association of Higher Education Facilities Officers. The general conditions for meeting this standard are as follows:

- All floors and base moldings shine and are bright and clean. No buildup of dirt/grime is evident in corners or along walls; however, up to a two-day accumulation of dust, dirt, stains, and streaks is acceptable.
- All vertical and horizontal surfaces are clean. Some visible marks, fingerprints, and smudges are acceptable. All light fixtures are clean and in working order.
- Toilet rooms, showers, fixtures, and tile gleam and spaces are odor-free. Regular supplies are adequate.
- Trash bins and other rubbish containers do not hold more than a day's waste and are odor-free.

Based upon these guidelines, the project team recommends the elimination of two custodial positions in the Arts, Marketing, and Special Services Division. The annual cost impact of the elimination of these two (2) custodial positions is presented in the table below.

<b>Recommendation</b>	<b>Annual Cost Savings</b>
Eliminate 0.75 full-time equivalent Custodian positions	\$41,250

**Recommendation #197: Eliminate 0.75 full-time equivalent Custodian positions.**

**7. ARTS COMMISSION GRANTEES SHOULD NOT RECEIVE THE FREE USE OF RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT FACILITIES.**

These grantees are receiving City funding to encourage the arts. The City should seek, whenever possible, to provide low-cost public or private sector facilities for these organizations to utilize, when necessary.

However, the organizations should be charged for the use of the facilities of the Recreation, Parks, and Cultural Activities Department, like any other organization.

**Recommendation #198: Organizations that receive grants from the Arts Commission should be required to pay for the use of Recreation, Parks, and Cultural Activities Department facilities, like any other organization.**

## **6. ANALYSIS OF THE ADMINISTRATIVE SERVICES DIVISION**

This chapter presents an analysis of the Administrative Services Division. The analysis of the Division includes the following issues:

- A multi-year strategic plan;
- Goals, objectives, and performance measures;
- Information technology planning;
- Financial planning;
- Staffing requirements for the Division.

### **1. THERE ARE A NUMBER OF POSITIVE ASPECTS REGARDING THE ADMINISTRATIVE SERVICES DIVISION.**

An organizational and management analysis by its nature focuses on opportunities for improvement. However, there are a number of strengths in the administration of the Administrative Services Division. Examples of these strengths are portrayed below.

- Department of Recreation, Parks and Cultural Activities became one of the fifty-five agencies in the Country to have received national accreditation from the Commission for Accreditation of Park and Recreation Agencies (CAPRA).
- The Department developed in 2003 a strategic master plan for Open Space, Parks and Recreation.
- The Department established a mission statement, goals and some performance measures in its FY 2007-08 budget.
- The Department has developed goals, objectives and performance measures within the annual operating budget adopted by the City.
- The Department has developed policies and procedures.

- Park maintenance has been centralized within the Department including recently the responsibility for maintenance of school grounds.

These strengths in the administration of the Department provide a sound basis for further enhancements.

**1. THE ADMINISTRATIVE SERVICES DIVISION SHOULD DEVELOP A CLEARLY WRITTEN FIVE-YEAR STRATEGIC PLAN FOR THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT.**

Public sector managers are often so preoccupied with immediate issues that they lose sight of their ultimate goals. That's why a strategic plan is a virtual necessity. It may not be a recipe for success, but without it the Recreation, Parks, and Cultural Activities Department is less likely to achieve its goals. A sound plan should:

- Serve as a framework for decisions or for securing support / approval;
- Explain the goals and objectives of the Department to others in order to inform, motivate and involve;
- Assist benchmarking and performance measurement; and
- Stimulate change and become the building block for the next plan.

The best practices regarding development of a strategic plan that should be utilized by the Recreation, Parks, and Cultural Activities Department are presented in the table below:

<p><b>The department has a multi-year strategic plan with annual goals and measurable objectives based on identified needs, projected workload, and expenditures and revenues.</b></p>
<p>The department maintains and publishes a clearly written, multi-year (five years at a minimum) strategic plan to provide vision and direction for the department. The plan links citywide and department goals.</p>
<p>In developing the strategic plan, the department:</p> <ul style="list-style-type: none"> <li>• Identifies and formally adopts a limited number (5 to 10) of departmental priorities to guide the department's strategies and major financial and program decisions;</li> <li>• Considers the impacts of the city's financial condition, current expenditures by the department, and opportunities to reallocate staff and other resources to enhance performance; and</li> </ul>

<ul style="list-style-type: none"> <li>Instructs departmental management on how these priorities should be considered in making program and budget decisions.</li> </ul>
<p>The strategic plan clearly delineates the department goals, and objectives and strategies for achieving them. In developing these strategies, the department considers alternative service delivery systems such as outsourcing.</p>
<p>The plan also delineates the priorities the City Council and City Manager assign to its goals, objectives, and strategies.</p>
<p>The objectives in the strategic plan are measurable, and the department has set annual objectives for each goal for at least five years into the future.</p>
<p>The department's goals, objectives, and performance measures are based on past performance, identified needs, projected workload, and expenditures and revenues.</p>
<p>The plan delineates the managers responsible for implementing the strategies in the plan and the time frames for implementation.</p>
<p>The department head annually assesses the progress the department has made toward achieving the goals and objectives in the plan.</p>

In developing the strategic plan for the department, the Department should (1) identify its strengths, weaknesses, threats (e.g., slowdown in growth of City revenues), and opportunities (e.g., increased use of technology); (2) develop a vision and mission statement for the Department; (3) define the goals, objectives and strategies the Department will utilize to achieve those goals, objectives and strategies; and (4) define the managerial responsibilities for accomplishing those goals, objectives and strategies.

The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's strategic plan.

**Recommendation #199 The Recreation, Parks, and Cultural Activities Department should develop a clearly written, five-year strategic plan.**

**Recommendation #200: The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's strategic plan.**

## **2. DEVELOP A FIVE-YEAR FINANCIAL PLAN.**

The National Advisory Council on State and Local Budgeting recommends that “a government ... have a financial planning process that assesses the long-term financial implications of current and proposed policies, programs, and assumptions and that develops appropriate strategies to achieve its goals.” A long-term financial plan can be defined as a plan that identifies fiscal issues and opportunities, establishes fiscal policies and goals, examines fiscal trends, produces a financial forecast, and provides for feasible solutions.

The Recreation, Parks, and Cultural Activities Department has not developed a long-term financial plan.

The Department should develop a five-year financial plan as a tool to: evaluate the Departments fiscal health (e.g., adequacy of cost recovery); ensure the Department’s fiscal strength and stability in the near-term; and, evaluate various methods for enhancing the Departments revenue generation. This financial plan should address at least the following issues:

- Financial trend analysis (revenues, operating expenditures);
- Five-year financial plan of revenues and operating expenditures;
- Analysis and projection of major revenue accounts;
- Capital improvement project expenditures;
- Evaluation using Brown (GFOA) 10-point test and ICMA’s Factors of Financial Condition, or a suitable combination of the aspects of both monitoring systems
- Evaluation of program and service costs

These are some examples of the components of a comprehensive strategic financial plan.

**Recommendation #201: The Recreation, Parks, and Cultural Activities Department should develop five-year financial plan that covers multiple years and evaluates the Department's current and projected financial condition.**

**Recommendation #202: The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's five-year financial plan.**

**3. EACH PROGRAM WITHIN THE RECREATION, PARKS, AND CULTURAL ACTIVITIES DEPARTMENT SHOULD DEVELOP GOALS, OBJECTIVES, AND PERFORMANCE MEASURES.**

The City has developed and installed a program to develop goals, objectives, and performance measures. The Recreation, Parks, and Cultural Activities Department is part of this program.

However, the project team recommends that this program be "pushed down" to each cost center or activity such as urban forestry, park planning, park maintenance, horticultural maintenance, and the like. Goals, objectives, and performance measures should then be developed to assess the workload, efficiency, and effectiveness with which these objectives are accomplished in each cost center or activity.

The development of goals, objectives and performance measures at the cost center or activity should consider the guidelines presented below.

- **Goals could be developed for each cost center or activity within a division.** These goals could give specific direction on how the cost center or activity will contribute to the mission and goals of the Division. These goals could be not quantifiable. These goals could span multiple years.
- **Objectives could be developed for each cost center or activity.** Objectives are outcome-based statements of what specifically will be achieved within the fiscal year. Each cost center or activity could have 3 to 5 objectives. The objectives could clearly demonstrate progress toward the goal of the cost center



or activity. These objectives could be written to allow measurement of progress, and be quantifiable.

- **Performance measures could be developed for each objective.** Performance measures could convey the extent to which an objective has been met. These measures could include a range of indicators including input, output, efficiency, and service quality. For example, an input measure would be the value of the resources used to produce output such as the dollars spent on contract mowing of parks or the staff hours used to deliver teen programs. An output measure is the quantity or number of units produced such as the number of street trees that were pruned. An efficiency measure is the inputs used per unit of output such as the cost per developed acre for park maintenance. A service quality measure is the degree to which customers are satisfied with a program or how accurately or timely a service is provided such as the response time to tree trimming service requests.
- **The Department could develop reliable and accurate data to measure performance.** Each performance measure needs a consistent reliable data source. The Department could acquire and install the information systems necessary to develop good data sources. This would include a range of data sources such as citizen satisfaction indicators, park condition assessment ratings, etc. Departmental management and staff could work closely together to define the method, frequency, and reliability of data collection.
- **The Department could communicate and use performance measurement data for decision-making and accountability reporting.** Top management of the Department could communicate their commitment to the value and use of goals, objectives, and performance measures to all Departmental managers and supervisors. Management could involve line managers and staff in the development and reporting of goals, objectives, and performance measures. The Departmental managers could communicate the results of these goals, objectives, and performance measures internally to its staff.

Each division head should report quarterly to the Director regarding their progress in achieving their goals and objectives using the performance measures as a measure of progress.

The Administrative Services Division should be assigned responsibility for providing training and technical assistance to the Department's managers and first-line supervisors in the development of goals, objectives, and performance measures.

Concurrently, the Administrative Services Division should be assigned responsibility for providing training and technical assistance to first-line supervisors and other staff as needed for collecting the data needed to track their activities against established goals, objectives, and performance measures. The Administrative Services Division should compile data gathered by staff on a regular basis, and a report generated monthly to the Division and Department Heads.

**Recommendation #203: The Department should continue to develop goals, objectives, and performance measures.**

**Recommendation #204: The Administrative Services Division should be assigned responsibility for providing training and technical assistance to the Department's division managers and first-line supervisors in the development of goals, objectives, and performance measures.**

**Recommendation #205: The Administrative Services Division should be assigned responsibility for providing the necessary training and technical assistance required for collecting performance data.**

#### **4. AUTHORIZE A MANAGEMENT ANALYST II POSITION FOR THE ADMINISTRATIVE SERVICES DIVISION.**

To assist the Administrative Services Division in the execution of these responsibilities, a Management Analyst II position should be authorized. This position would have a number of responsibilities including those presented below.

- Assisting the Department in implementing the recommendations contained within this report including, for example:
  - Assisting the Recreation Services Division in the development and implementation of the Recreation Programming Plan;
  - Enhancing the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan including preparing budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request;

- Developing a proposed memorandum of understanding between the Department and Alexandria City Public Schools, and working with the City Public Schools to install and administer the memorandum of understanding;
  - Conducting a cost of services study for recreation services and developing a cost recovery policy for each type of service provided;
  - Developing a deployment plan for RecTrac for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then working with these managers and supervisors to fully deploy RecTrac, and developing templates for monthly reports based upon data captured within RecTrac; and
  - Analysis of the allocation of full-time and part-time staff and seasonal part-time funding at the recreation centers, and developing proposals to more effectively align staff resources at each recreation center with the demand for services at each recreation center.
- Analyzing, developing and improving policies, practices, methods and procedures in the Department.
  - Performing productivity studies and reviews, monitoring and evaluating performance of divisions, tracking measurable indicators of departmental operations, as well as providing professional and technical advice in establishing operational efficiencies.
  - Conducting in-house systems studies to include areas such as staffing, equipment, processes, procedures and products.
  - Prepares the Department operating budget and provides periodic reports on expenditures to the department’s management team.

The table below presents the annual operating costs for this position, at top step, in salary and fringe benefits.

Annual Cost Increase	
A Management Analyst II position should be authorized for the Administration Division to assist the Division Chief in implementing the opportunities for improvement identified this analysis of the Recreation, Parks, and Cultural Activities Department.	\$96,000
Annual Cost Increase	\$96,000

**Recommendation #206: A Management Analyst II position should be authorized for the Business Division to assist in implementing the opportunities for**

**improvement identified in the Recreation, Parks, and Cultural Activities Department.**

**5. THE LEVEL OF HUMAN RESOURCES STAFFING IN THE ADMINISTRATIVE SERVICES DIVISION IS SUFFICIENT.**

The Department of Recreation, Parks, and Cultural Activities is authorized a total of 196.86 full-time equivalent positions. This includes 137 full-time positions, and 53.86 part-time positions (full-time equivalent). In addition, the Department is authorized 3 full-time over-hire positions.

The Administrative Services Division allocates three full-time employees to human resources in the Department and one part-time as indicated by the table below.

Staffing By Classification		Roles and Responsibilities
Administrative Officer II	1.0	<ul style="list-style-type: none"> <li>• Supervises the Employee Development Program Coordinator, Administrative Officer I, Secretary II, and the Personnel Clerk II.</li> <li>• Functions as the “Personnel Officer” for the department, including development of standard operating procedures as directed.</li> <li>• Develops personnel policies and procedures for the Department as directed.</li> <li>• Monitors the recruitment and selection process for the Department including interfacing with the Personnel Department.</li> <li>• Maintains an authorized position table for the Department.</li> <li>• Supervises the implementation of the Kronos automated payroll system for the Department.</li> <li>• Coordinates the creation and maintenance of an Emergency Preparedness Manual that is broken down by Division.</li> </ul>
Administrative Officer I	1.0	<ul style="list-style-type: none"> <li>• Coordinates the preparation of payroll for the Department.</li> <li>• Reviews and performs quality controls the payroll sheets submitted by the divisions.</li> <li>• Coordinates telecommunication equipment payment processing for the Department including cellular phones, pagers, reviewing invoices, and collecting reimbursement from employees for the cost of personnel phone calls using City cellular phones.</li> </ul>

Staffing By Classification		Roles and Responsibilities
Employee & Training Specialist	1.0	<ul style="list-style-type: none"> <li>• Functions as the “Training Officer” for the Department.</li> <li>• Coordinates the development of training plans for individual employees and the Divisions within the Department.</li> <li>• Maintains training records for the Department and tracks employee training status in Excel.</li> <li>• Partners with the City’s Personnel Services Department on required training related to drug / alcohol abuse, ADA, etc.</li> <li>• Processes reimbursements for employee CEU training.</li> <li>• Delvers training programs, and procures contract trainers.</li> </ul>
Personnel Clerk	1.0	<ul style="list-style-type: none"> <li>• Processes personnel action forms.</li> <li>• Sends notices to managers regarding performance evaluations.</li> <li>• Processes seasonal hires and terminations.</li> <li>• Maintains personnel files for the Department.</li> <li>• Serves as primary backup for other clerical functions in Administrative Services.</li> </ul>

The ratio of department-wide employees to these human resources staff approximates 60 employees for every one human resources support staff (assuming that the Administrative Officer I allocates approximately one – third of her available work hours to payroll.

The Society for Human Resource Management and the Bureau of National Affairs survey human resource departments in a broad cross section of employers. In these surveys, the human resource staffing has typically at the average approximated 1.1% of the total number of employees. The number of human resources staff in the Administrative Services Division amounts to 1.79%.

It was based upon this level of staffing that the project team recommended that the responsibility for volunteer management be reassigned from the Arts, Marketing, and Special Services Division to the Administrative Services Division.

**Recommendation #207 The existing level of Human Resources staffing in the Administrative Services Division should not be changed; it is sufficient given existing levels of staffing inn the Department.**

**Recommendation #208: The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.**

**6. THE LEVEL OF STAFF ALLOCATED FOR INFORMATION TECHNOLOGY IN THE ADMINISTRATIVE SERVICES DIVISION SHOULD BE INCREASED BY ONE POSITION.**

The Administrative Services Division is authorized two and one-half positions to support information technology within the Department and the computer labs in the recreation centers. These positions, and their roles, are presented in the table below.

Staffing By Classification		Roles and Responsibilities
Coordinator, Information Technology Services	1.0	<ul style="list-style-type: none"> <li>• Supervises 1.5 Customer Support Engineer III's.</li> <li>• Responsible for coordinating the delivery of information technology services within the Department.</li> <li>• Represents the Department with the Information Technology Services Department.</li> <li>• Assists with the development, coordination and implementation of the Information Technology Strategic Plan.</li> <li>• Responsible for coordinating the installation, maintenance repair, and replacement of desktop and laptop computers, file servers, printers, wireless systems, etc. and for the installation of Department-specific applications.</li> <li>• Provides training to staff in the use of Department-specific applications.</li> <li>• Interfaces with vendors regarding Department-specific applications.</li> </ul>
Customer Support Engineer III	1.0	<ul style="list-style-type: none"> <li>• Operates the Department's "Help Desk."</li> <li>• Provides support to the Coordinator, Information Technology Services through specific assignments.</li> <li>• Troubleshoots department equipment as required.</li> </ul>
Customer Support Engineer III	0.5	<ul style="list-style-type: none"> <li>• Provides training and support to residents in the computer labs in the Recreation Centers.</li> <li>• Provides support to the Information Technology Services Coordination position through specific assignments.</li> <li>• Supports web site updates and changes.</li> </ul>

As noted earlier, the Department of Recreation, Parks, and Cultural Activities is authorized a total of 196.86 full-time equivalent positions. This includes 137 full-time positions, and 53.86 part-time positions (full-time equivalent). In addition, the Department is authorized 3 full-time over-hire positions.

A total of 1.2% of all of the employees in the Department comprise information technology employees. This falls below the benchmark utilized by the project team. The benchmark used by the project team is that information technology staff should comprise 2% to 3% of the total staff in the department. This would suggest that the Administrative Services Division should be authorized four (4) to six information technology positions or not less than one and one-half more positions than presently authorized..

The problems with the current levels of staffing will be more problematic in the near-term with the workload associated with the deployment of the computerized maintenance management system in the Park Operations and Capital Projects Division. In addition, the project team made a number of recommendations regarding more effective use of the Departments website for the Arts Division such as creating an inventory of available cultural spaces in Alexandria, and be identifying these spaces on the Department's website using an interactive website to promote access to the information and enable "matchmaking." But the problem is currently apparent in the problems experienced in the full and complete installation of RecTrac in the Recreation Services Division.

If the Recreation, Parks and Cultural Activities Department is to effectively deploy technology to serve its customers and enhance its efficiency, additional information technology staff are necessary. To offset the costs associated with the additional staff, these staff could be assigned responsibility for the maintenance of the Arts Commission web site. Currently, the Department allocates \$11,000 annually to a private contractor

for the maintenance of this web site. The cost impact of these recommendations is presented in the table below.

<b>Recommendation</b>	<b>Annual Cost Increase</b>	<b>Annual Cost decrease</b>
Authorize a Customer Support Engineer III position	\$104,400	\$0
Increase the 0.5 Customer Support Engineer III position to a full-time Customer Support Engineer III position.	\$52,200	\$0
Insource the maintenance of the website for the Arts Commission.	\$0	\$11,000

**Recommendation #209: Authorize a Customer Support Engineer III position.**

**Recommendation #210: Increase the 0.5 Customer Support Engineer III position to a full-time Customer Support Engineer III position.**

**Recommendation #211: Insource the maintenance of the website for the Arts Commission.**

**7. THE ADMINISTRATIVE SERVICES DIVISION SHOULD DEVELOP A SPONSORSHIP POLICY FOR THE CONSIDERATION OF THE CITY COUNCIL.**

Sponsorship spending by North American companies is expected to rise 12.6% in '08 to \$16.78 billion, according to IEG Sponsorship Report, the world's leading authority on sponsorship. That increase marks the sixth consecutive year that the growth rate will be higher than the year before and the biggest jump since 2000, according to IEG. Spending in 2007 was up 11.5% over 2006.

A greater proportion of the 2008 sponsorship dollars will go to sports properties, with that category garnering 69% or \$11.6 billion-of the total. Projected dollar amounts for the non-sports categories are entertainment tours and attractions: \$1.61 billion, up 2.9 percent from \$1.56 billion in 2007; causes: \$1.5 billion, up 4.4%; arts: \$832 million, up 3.4%; festivals, fairs and annual events: \$754 million, up 7.7%; and associations and membership organizations: \$482 million, up 4.6%.



There are 25 international companies with 670 employees, are a number of companies that do business in Alexandria, 122 other companies with 49,091 employees, 207 manufacturers with 2,248 employees, twenty-three hotels with 4,098 rooms, numerous retailers, and 307 technology companies with 10,004 employees. These businesses contributed \$0 to the Recreation, Parks, and Cultural Activities Department in 2007.

The Department should actively seek sponsorships from these businesses for the support of the Department. This should be done in the context of a sponsorship policy developed by the Administrative Services Division and approved by the City Council. This policy should include the sponsorship / partnership process, the solicitation and selection process, the agreement process, the follow-up and recognition process, and the accounting, recordkeeping, and reporting procedures.

The Special Projects Coordinator for Marketing should be assigned responsibility for solicitation and selection of sponsors in accordance with the policies adopted by the City Council.

A number of other cities have received significant contributions for corporate sponsors. For example:

- ExxonMobil provided a \$252,000 grant to the City of Dallas to fund the Green Team summer program. Since its launch in 1981, ExxonMobil has invested more than \$5.5 million in the Dallas program. This includes 76 students that will work with the City of Dallas Park and Recreation Department to landscape and maintain parks and athletic field.
- Portland, Oregon's Parks and Recreation Department has established a marketing and business development team to expand sponsorship and business opportunities. The Department received in 2006-07 a \$360,000 donation to support a community center, and a \$100,000 donation to support a summer concert series.

- The City of Chesapeake Parks and Recreation Department has developed a website for corporate sponsorship.
- The County of Los Angeles has developed an adopt-a-park sponsorship program that is highlighted on the department's web site. A number of cities have adopted the same approach for adopting a park.

The Department should follow the path selected by numerous cities and counties of developing corporate sponsorships to fund services of benefit to the business community as much as the residential community. To facilitate the benefits of sponsorship, the Department should establish a foundation as a 501(c)(3) charitable organization.

**Recommendation #212: The Administrative Services Division should develop a sponsorship policy for consideration and approval of the City Council. This policy should include the sponsorship / partnership process, the solicitation and selection process, the agreement process, the follow-up and recognition process, and the accounting, recordkeeping, and reporting procedures.**

**Recommendation #213: The Special Projects Coordinator for Marketing should be assigned responsibility for solicitation and selection of sponsors in accordance with the policies adopted by the City Council.**

**Recommendation #214: The Recreation, Parks, and Cultural Activities Department should establish a 501(c)(3) charitable organization.**

## APPENDIX 1 – RECOMMENDATIONS SORTED BY PRIORITY

Recommendation	Priority	Annual Cost Increase	Annual Cost Savings
1. Eliminate the position of Deputy Director, Arts, Marketing and Special Services.	High	\$-	\$155,400
2. The Division Chief, Administrative Services, should be reclassified as a Deputy Director, Business Services and assigned additional responsibilities for management of marketing, public information, and volunteer coordination.	High	\$13,800	\$-
3. The position of Division Chief, Capital Projects should be eliminated through attrition.	High	\$-	\$134,600
4. The Division Chief, Park Planning should be allocated responsibility for supervision of the Recreation Supervisor III and Architect that are presently supervised by the Division Chief, Capital Projects. The responsibility for supervision of the Dockmaster should be assigned to one of the two Superintendent, Parks and Facilities positions.	High	\$-	\$-
6. The City Arborist should report directly to the Deputy Director, Parks, Natural Resources.	High	\$-	\$-
7. The Horticultural Supervisor would report to the City Arborist.	High	\$-	\$-
8. The Division Chief, Cultural Arts should report to the Director of Recreation, Parks, and Cultural Activities. This position should be reclassified as the Director of Arts and Culture, and manage the Office of Arts and Culture. This position would be responsible for the supervision of the Durant Center, the staff liaison for the Commission for the Arts, and Special Events.	High	\$-	\$-
9. A new Division Chief, Recreation position should be established. This would be one of two middle-management positions responsible for the supervision of recreation staff assigned to the nine (9) community centers, Therapeutic Recreation, Special Events, and Senior Programs.	High	\$141,300	\$-
14. The Recreation, Parks and Cultural Activities Department should complete the Recreation Programming Plan.	High	\$-	\$-
16. Expand the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan.	High	\$-	\$-
19. The Division Chief, Park Planning should be assigned responsibility to prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.	High	\$-	\$-
21. The City should revise the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.	High	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**  
**Management Study of the Recreation, Parks, and**  
**Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
22. The Deputy Director for Recreation Services should be assigned responsibility for revising the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.	High	\$-	\$-
24. The Recreation Services Division should provide pre-school recreation programs at the Cora Kelly, Charles Barrett, Charles Houston, William Ramsay and Patrick Henry recreation centers.	High	\$0;	\$-
25. The Recreation Services Division should expand the recreation programs provided to pre-school children to include more arts / crafts and wellness / fitness programs, Saturday recreation programming should be provided to provide inter-generational opportunities for children of working parents, more free playgroup opportunities provided by the Department of Human Services to recreation centers, and special events.	High	\$0;	\$-
27. The Recreation Services Division should revise the Department's policy that limits children under the age of 5 from utilizing the recreation centers to allow for use when accompanied by an adult.	High	\$-	\$-
28. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming.	High	\$-	\$-
29. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the elementary age group (6-12 years).	High	\$-	\$-
31. The Recreation Services Division should expand the recreation programming for the 6 – 12 year age group at the Cora Kelly, Charles Barrett, Charles Houston, Mt. Vernon, Nannie J. Lee, the Lee Center, William Ramsay and Patrick Henry recreation centers.	High	\$0;	\$-
32. The Recreation Services Division should expand the recreation programs provided the 6 – 12 year age group to include more crafts, cultural arts, wellness / fitness classes, formal educational / tutoring, and special events, etc.	High	\$0;	\$-
33. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming in the 6 – 12 year age group.	High	\$-	\$-
35. The Recreation Services Division should provide recreation programs tailored for the teen age group (13 – 17 years), not programs that overlap with youth or adult age groups. This should include the addition of varied sports, outdoor adventure recreation, arts, fitness, science and aquatics, clubs, camps or classes specifically designed for teens.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
36. The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) at the Charles Barrett, Charles Houston, Chinquapin, Cora Kelly, Durant, Lee Center, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.	High	\$0;	\$-
44. The Recreation Services Division should coordinate service delivery with adult school and non-profits to avoid duplication of programming for the adult age group (18 – 59 years).	High	\$-	\$-
47. The Recreation Services Division should include considerations regarding the use of the Chinquapin-Rixse pool by the T.C. Williams High School in the revised MOU with Public Schools.	High	\$-	\$-
49. The Recreation Services Division should evaluate the contract classes with low levels of utilization and determine whether to eliminate these classes. The Division should evaluate those classes with high levels of utilization and develop methodologies to expand the extent of these classes available.	High	\$-	\$-
50. The Recreation Services Division should eliminate or reposition saturated and declining programs in the lifecycle by renaming them, changing their themes and formats, offering different times and catering to a narrower audience, or creating additional levels of skills and activities in the program to keep residents interested.	High	\$-	\$-
57. The City should outsource the delivery of after-school childcare programs to non-profit agencies.	High	\$-	\$-
58. The City should not deliver childcare programs in the Cora Kelly, Mt. Vernon, and William Ramsay recreation centers; these services should be delivered in adjoining Public School facilities.	High	\$-	\$-
59. The Division Chief, Administrative Services should perform a cost of services study for recreation services and adopt a cost recovery policy for each type of service provided.	High	\$-	\$-
60. The Division Chief, Administrative Services should develop a recreation user fee cost recovery policy for consideration and adoption of the City Council.	High	\$-	\$-
61. The Recreation Services Division should increase its cost recovery for recreation services and programs based upon the cost recovery policy adopted by the City Council.	High	\$-	\$880,000
63. The Deputy Director, Recreation Services, the Division Chief, Recreation Services, and the managers for the recreation centers should evaluate the operating hours for each recreation center to assess whether changes in these hours are appropriate or should be modified to provide an enhanced level of service to residents.	High	\$-	\$-
64. Eliminate four Custodian positions.	High	\$-	\$220,000

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
65. The Recreation Services Division should deploy Custodians as roving crews in instances where the recreation centers are smaller than 19,000 square feet.	High	\$1,200	\$-
66. A Custodian Supervisor should develop custodial cleanliness standards for recreation centers.	High	\$-	\$-
68. A Custodian Supervisor should be assigned responsibility for the supervision of all custodians in the Recreation Services Division and assuring recreation centers meet proper levels of cleanliness.	High	\$-	\$-
71. The Division Chief, Administrative Services and the information technology staff within Administrative Services should develop a deployment plan for RecTrac for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then work with these managers and supervisors to fully deploy RecTrac.	High	\$-	\$-
72. The Division Chief, Administrative Services should work with the Division Chief, Recreation Services, the Deputy Director, Recreation Services and the Director of Recreation, Parks and Cultural Activities to develop templates for monthly reports based upon data captured within RecTrac.	High	\$-	\$-
74. The Deputy Director, Recreation Services, assisted by the Division Chief, Administrative Services, should work with the management and supervisory team of the Recreation Services Division in the analysis of the allocation of full-time and part-time staff and seasonal part-time funding, and develop proposals to more effectively align staff resources at each recreation center with the demand for services at each recreation center.	High	\$-	\$-
75. The Recreation Supervisor 2 positions at the Charles Houston, William Ramsay, and Mt. Vernon recreation centers should be utilized full-time in the direct delivery of recreation centers.	High	\$-	\$-
76. The Recreation Supervisor 4 positions at the recreation centers should be utilized in the direct delivery of recreation services and programs for not less than one-half of their available work hours.	High	\$-	\$-
77. Outsource the maintenance of swimming pools.	High	\$10,000	
78. Establish a new classification series of Recreation Coordinator.	High	\$-	\$-
79. Allocate all full-time recreation staff to this series that do not supervise recreation centers or a citywide program such as sports, teen programs, or aquatics.	High	\$-	\$-
80. The responsibility of the Recreation Supervisors functioning as “directors” of recreation centers should include an assessment of the recreation needs of the neighborhoods that these centers serve, and how best to meet these needs including the delivery of programs outside of the recreation centers at elementary schools, middle schools, high schools, playgrounds, etc.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
81. The Recreation Supervisor 4 position and the Recreation Supervisor 1 position assigned responsibility for the Out of School Programs, and 6 summer playground programs should be reallocated to recreation centers that lack sufficient full-time resources. This could include the Jerome "Buddie" Ford Nature Center, the Charles Houston, Charles Barrett, Nannie J. Lee, or Cora Kelly recreation centers.	High	\$-	\$-
82. The Deputy Director of the Recreation Services Division should be assigned responsibility for the evaluation of public or private facilities that are available in the southwest portion of the City and the development of a proposal for the delivery of recreation services to fill this gap in service delivery.	High	\$-	\$-
83. The Deputy Director for Recreation Services, the Division Chief, Recreation Services, and the Recreation Supervisor 4 that will be assigned to the Charles Houston recreation center should evaluate the level and extent of recreation services proposed for this center as proposed by the project team, determine how to phase in the development of these recreation services, and evaluate the extent of recreation leaders required.	High	\$-	\$-
87. The City should increase the annual slip fees for pleasure boats by 9%.	High	\$-	\$8,900
88. The City should initiate a new fee for transient pleasure boats – an electrical connection fee – of \$5 per powercord per day.	High	\$-	\$7,900
89. The Park Operations and Capital Projects Division should develop a proposed capital project budget for the replacement of the electrical system for the marina slips.	High	\$-	\$-
91. The Recreation, Parks, and Cultural Activities Department should evaluate the costs and benefits of increasing the number of pleasure boat slips at the marina.	High	\$-	\$-
92. The Recreation, Parks, and Cultural Activities Department should prepare a master plan for the Marina.	High	\$-	\$-
93. The two Assistant Dockmasters should each be converted from 0.75 full-time equivalent to 1.0 full-time equivalent.	High	\$35,900	\$-
98. The Recreation, Parks, and Cultural Activities Department should expand its tree planting program beyond replacement of street trees that have been removed.	High	\$-	\$-
99. The funding for seasonal employees for the Tree Maintenance Section should be reallocated to enhancing the street tree planting program.	High	\$-	\$15,768
100. An additional \$15,768 should be allocated to the enhancement of the tree planting program.	High	\$15,768	\$-
103. The Tree Maintenance Section should revise the specifications for tree trimming services to specifically document the types of services required, and issue the Invitation for Bids for services to be provided in fiscal year 2008-09	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
104. The Tree Maintenance Section should utilize the tree trimming contractor to provide block-by-block trimming in a pre-designed district or grid.	High	\$-	\$-
105. Authorize two Tree Trimmers positions for the Tree Maintenance Section and use existing equipment.	High	\$143,500	\$-
106. The City should increase its service level for trimming mature street trees to a five to seven year cycle.	High	\$-	\$-
107. The Tree Maintenance Section should develop and install a formal work planning and scheduling system.	High	\$-	\$-
113. The Tree Maintenance Section should conduct a risk assessment of trees in active use areas of the City's parks.	High	\$-	\$-
115. Eliminate the vacant Assistant Tree Superintendent position.	High	\$-	\$55,000
116. Convert the five-year Assistant Arborist position to full-time.	High	\$-	\$-
117. Adjust the horticultural levels of service reducing the number of facilities receiving a Level 1 service, and increasing the number of facilities receiving a Level 2 or a Level 3 service.	High	\$-	\$152,500
118. Assign responsibility for the maintenance of flowerbeds that receive a Level 3 service to the park maintenance workers responsible for the routine maintenance of those facilities after training has been provided by horticultural staff.	High	\$-	\$-
119. The City should terminate the contract for horticultural maintenance. The City should insource these services. The City should provide an additional 14,595 seasonal labor hours for the Horticultural Section. Over a nine-month growing season, this would enable the Section to expand its seasonal workforce by approximately nine (9) staff.	High	\$197,000	\$375,000
120. Increase the number of Laborer III positions by ten (10) positions and assign to existing crews with existing equipment.	High	\$527,000	\$-
121. The seasonal level of staffing for park maintenance should be increased by 22,500 seasonal hours annually.	High	\$225,000	\$50,000
122. Eliminate a Superintendent Park and Facilities position through attrition.	High	\$-	\$105,500
123. Eliminate two Laborer Supervisor positions through attrition.	High	\$-	\$157,400
124. Reclassify two Labor Supervisor positions to Park Manager.	High	\$26,000	\$-
127. The Division should develop a more comprehensive inventory of parks and facilities.	High	\$-	\$-
136. Handheld devices could be utilized to report the work accomplished within the automated maintenance management system	High	\$30,000	\$-
137. Install the computerized maintenance management system for the Division for use in park maintenance and urban forestry that is being acquired by T & ES.	High	\$15,000	\$-



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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
147. The Department should modify the memorandum of understanding with the Alexandria City Public Schools regarding maintenance of school grounds to clarify responsibility for park planning and construction management for school grounds.	High	\$-	\$-
148. The proposed landscape maintenance specifications should be modified to clarify the level and amount of service to be provided by contractors.	High	\$-	\$-
149. The Recreation, Parks, and Cultural Activities Department should work with the Alexandria Sanitation Authority to develop and implement plans for the use of treated effluent for irrigation of parks and landscaped areas.	High	\$-	\$-
150. The Park Planning Division should develop a five-year plan for rehabilitation of the City's parks.	High	\$-	\$-
152. The Park Planning Section should charge a plan check fee of \$275 for each development plan and \$50 for each recheck.	High	\$-	\$37,000
154. The responsibility for supervision of the Senior Programs and the operations of the Lee Center should be reallocated to the Recreation Services Division.	High	\$-	\$-
155. The responsibility for grant coordination should be reallocated to the Fiscal Officer II.	High	\$-	\$-
156. The responsibility for coordinating Departmental efforts with the National Recreation and Park Association and the Commission for Accreditation of Park and Recreation Agencies should be assigned to the Administrative Services Division.	High	\$-	\$-
157. The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.	High	\$-	\$-
158. Enhance the marketing strategic plan developed by the Department.	High	\$-	\$-
159. The Special Projects Coordinator for marketing should develop templates for the development of marketing plans for specific recreation programs.	High	\$-	\$-
160. The Special Projects Coordinator for marketing should develop marketing plans for the specific recreation programs delivered by the Recreation Services Division	High	\$-	\$-
169. The Arts, Marketing, and Special Services Division should develop and adopt a written agreement with the Office of Aging regarding the delivery of senior services in the City. The agreement should seek to integrate the services delivered by the Office of Aging within all of the recreation centers operated by the Division.	High	\$-	\$-
170. The responsibility for coordination of service delivery at the recreation centers, including the delivery of senior services, should be the responsibility of the Deputy Director and Division Chief in the Recreation Services Division, not the Recreation Supervisor 3.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
171. The Recreation Supervisor 3 assigned to the Nannie J. Lee center should be responsible for managing the delivery of recreation services for the Nannie J. Lee center and the Lee center. This would include the supervision of contract class programs occurring at the Lee center.	High	\$-	\$-
172. The Division Chief for Administration should be assigned responsibility for the supervision of the rental and maintenance of Lee Center facilities and reception activities at Lee Center front desk.	High	\$-	\$-
173. The Recreation Supervisor 3 position assigned to the Lee center should be eliminated through attrition.	High	\$-	\$68,300
174. The responsibility for supervision of Therapeutic Services should be reassigned from the Arts Division to the Recreation Services Division.	High	\$-	\$-
178. The Recreation, Parks, and Cultural Activities Department should develop a public arts master plan.	High	\$-	\$-
179. The Recreation, Parks, and Cultural Activities Department should retain a consultant to assist the department in the preparation of a public art master plan.	High	\$40,000	\$-
181. The City should establish a 1%-for-art program covering the City's annual capital improvement budget for the public art program.	High	\$-	\$-
182. The City should provide incentives to encourage private development projects to dedicate a percentage of their construction costs for art to enable the City to leverage its public program.	High	\$-	\$-
183. The City should establish a Public Art Trust Fund for any contributions made by the capital improvement program and contributions made by developers.	High	\$-	\$-
186. The Arts Division should work with the Alexandria city public schools and the private sector to encourage more low cost access to space for rehearsal, studio, exhibit and performance. These spaces should be identified on the Department's website.	High	\$-	\$-
194. The Division Chief for the Arts Division should develop a marketing plan for the arts and cultural services delivered by the Division and by the recreation centers.	High	\$-	\$-
196. The Department should develop a special events policy for the consideration of the City Council.	High	\$-	\$-
197. Eliminate a 0.75 full-time equivalent Custodian positions.	High	\$-	\$41,250
199. The Recreation, Parks, and Cultural Activities Department should develop a clearly written, five-year strategic plan.	High	\$-	\$-
200. The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's strategic plan.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
206. A Management Analyst II position should be authorized for the Business Division to assist in implementing the opportunities for improvement identified in the Recreation, Parks, and Cultural Activities Department.	High	\$96,000	\$-
207. The existing level of Human Resources staffing in the Administrative Services Division should not be changed; it is sufficient given existing levels of staffing in the Department.	High	\$-	\$-
208. The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.	High	\$-	\$-
209. Authorize a Customer Support Engineer III position.	High	\$104,400	\$-
210. Increase the 0.5 Customer Support Engineer III position to a full-time Customer Support Engineer III position.	High	\$52,200	\$-
211. Insource the maintenance of the website for the Arts Commission.	High	\$-	\$11,000
212. The Administrative Services Division should develop a sponsorship policy for consideration and approval of the City Council. This policy should include the sponsorship / partnership process, the solicitation and selection process, the agreement process, the follow-up and recognition process, and the accounting, recordkeeping, and reporting procedures.	High	\$-	\$-
213. The Special Projects Coordinator for Marketing should be assigned responsibility for solicitation and selection of sponsors in accordance with the policies adopted by the City Council.	High	\$-	\$-
214. The Recreation, Parks, and Cultural Activities Department should establish a 501(c)(3) charitable organization.	High	\$-	\$-
10. Reclassify the Fiscal Officer II as Fiscal Officer III.	Medium	\$30,600	\$-
11. Reclassify the Administrative Services Officer II as Division Chief, Administrative Services.	Medium	\$23,600	
12. Reclassify the Coordinator, Information Technology Services as Computer System Analyst IV.	Medium	\$12,200	
13. The City should evaluate the pay grade the Director of Recreation, Parks, and Cultural Activities to determine if the pay grade should be increased from pay grade 30 to pay grade 31.	Medium	\$-	\$-
15. The Division Chief, Administrative Services should assist in the development of the Recreation Programming Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.	Medium	\$-	\$-
17. The Department should prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
18. The Division Chief, Park Planning should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.	Medium	\$-	\$-
20. The Deputy Director, Recreation Services should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to reflect participant benefits, establish timelines, foster managerial and supervisory accountability for implementation, and avoid duplication of effort	Medium	\$-	\$-
23. The Recreation Services Division should adopt a policy for pre-school aged programming at all of the recreation centers. The policy should establish a minimum number of class offerings and mix of class types for the pre-school age group (0-5 years).	Medium	\$-	\$-
30. The Recreation Services Division should open the Charles Barrett Center on weekends during the summer months	Medium	\$0;	\$-
34. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for teen age group (13 – 17 years) beyond providing “drop-in” hours, and for the number and locations of recreation centers that offer weekend “drop-in” hours for teens only.	Medium	\$-	\$-
37. The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) to include arts / crafts, cultural arts, wellness / fitness classes, formal educational / tutoring classes, and special events, etc.	Medium	\$0;	\$-
38. The Recreation Services Division should develop a teen center / coffee house type programs at its recreation centers to be open after school, weekend days and evenings providing dance, music, games, social environment and opportunities for added counseling and tutoring services for the teen age group (13 – 17 years).	Medium	\$0;	\$-
39. The Recreation Services Division should provide regular off-site travel and excursion programs for the teen age group (13 – 17 years).	Medium	\$-	\$-
40. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming for the teen age group (13 – 17 years).	Medium	\$-	\$-
41. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the adult age group.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
42. The Recreation Services Division should expand the recreation programming for the adult age group (18 – 59 years) at the Charles Barrett, Charles Houston, Cora Kelly, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.	Medium	\$0;	\$-
43. The Recreation Services Division should expand the provision of arts / crafts, cultural arts, dance, music, wellness / fitness classes, formal educational / skill development, and special events tailored for the adult age group (18 – 59 years).	Medium	\$0;	\$-
48. The Recreation Services Division should expand the in-house and community outreach programs delivered by the Jerome Ford Nature Center, especially in cases where utilization is well over 100%.	Medium	\$0;	\$-
51. The Recreation, Parks and Cultural Arts Department should adopt a leadership role in the development of a regional approach to park and recreation management.	Medium	\$-	\$-
52. The Recreation Services Division should develop a comprehensive inventory of programs, services and physical resources, and use the information to identify Division's community niche.	Medium	\$-	\$-
53. The Recreation Services Division should establish effective policies for public / public partnerships, public-not-for-profit partnerships, and public-private partnerships in the City.	Medium	\$-	\$-
54. The Recreation Services Division should use the information from the community inventory to reduce program duplication, and expand programs and services according to constituent age groups and interests.	Medium	\$-	\$-
55. The Recreation Services Division should manage partnerships and program implementation for consistency across all recreation programs and recreation centers.	Medium	\$-	\$-
56. The City should eliminate the duplication of services and implement the one provider per site model for the Mt. Vernon, and William Ramsay centers.	Medium	\$-	\$-
62. The Division Chief, Park Planning should work with the Deputy Director, Recreation Services, the two managers for each of the recreation centers, and the Alexandria City Public Schools to develop alternative entrances for Patrick Henry and Charles Barrett recreation centers.	Medium	\$-	\$-
67. A Custodian Supervisor should develop custodial task lists, checklists and inspection forms.	Medium	\$-	\$-
73. The Division Chief, Administrative Services should utilize the staff assigned to the Administrative Division to audit attendance data and other key workload data captured within RecTrac.	Medium	\$-	\$-
84. The City's marina should be established as a special revenue fund.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
85. The costs of dredging should be funded by the general fund, and reflected as a general fund transfer to the Marina special revenue fund.	Medium	\$-	\$-
86. The Division Chief, Administration should develop a proposal for the consideration of the City Council to establish a special revenue fund to account for the revenues and expenses of the City's Marina.	Medium	\$-	\$-
94. The Recreation, Parks, and Cultural Activities Department should evaluate the potential costs and advantages of private management of the marina through a long-term lease or operating agreement.	Medium	\$-	\$-
96. The Recreation, Parks and Cultural Activities Department should acquire the "i-Tree sample Inventory Generator" public domain software using its own information technology staff.	Medium	\$-	\$-
97. The Recreation, Parks and Cultural Activities Department should require its tree maintenance contractor to update the inventory information as these contractors trim the City's street trees.	Medium	\$-	\$-
102. The Tree Maintenance Section should conduct an annual inspection of street and park trees that are not located in "natural areas" to identify hazards using volunteers.	Medium	\$-	\$-
128. The City should adopt formal condition and maintenance standards appropriate for each of its parks.	Medium	\$-	\$-
129. The Parks and Capital Projects Division should develop quality standards for the maintenance of the City's park system.	Medium	\$-	\$-
130. The Parks and Capital Projects Division should develop an annual work program for park maintenance.	Medium	\$-	\$-
131. The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop an inventory of the different work tasks performed by staff of the Division in the maintenance of parks.	Medium	\$-	\$-
132. The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop performance standards for the maintenance management system.	Medium	\$-	\$-
133. The Park Managers and Labor Supervisors should develop a weekly or bi-weekly schedule.	Medium	\$-	\$-
134. The Deputy Director, Parks and Capital Projects develop a monthly performance report comparing planned maintenance management performance versus actual performance and costs.	Medium	\$-	\$-
135. The Superintendents and Assistant Superintendent should conduct park condition assessments should be conducted every six months with actions to correct deficiencies identified in work orders.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
138. The service level agreement between the Recreation, Parks, And Cultural Activities Department and the General Services Department should be enhanced.	Medium	\$-	\$-
161. The Arts, Marketing, and Special Services Division should work with the Recreation Services Division to adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the senior adult age group.	Medium	\$-	\$-
162. The Arts, Marketing, and Special Services Division should expand the recreation programming for the senior adult age group (60 years of age and above) at all of the recreation centers.	Medium	\$-	\$-
163. The Arts, Marketing, and Special Services Division should expand the extent of arts and crafts, and education / skill building classes provided at all of the recreation centers for senior adults.	Medium	\$-	\$-
164. The Arts, Marketing, and Special Services Division should provide weekend recreation programming for senior adults.	Medium	\$-	\$-
165. The Arts, Marketing, and Special Services Division and the Recreation Services Division should develop and deliver inter-generational recreation programs at the recreation centers.	Medium	\$-	\$-
175. The roles and responsibilities of the Recreation Supervisor 3 and the Recreation Supervisor assigned to the Arts Division should be expanded to fully utilize the talents and skills of the two positions in the delivery of art and cultural services.	Medium	\$-	\$-
176. The Division Chief for the Arts Division should work with the Recreation, Parks, and Cultural Activities Director, Arts Commission, and the community in the development of a vision for arts and culture in Alexandria to serve as the basis for planning of outcomes for a ten-year horizon.	Medium	\$-	\$-
177. The City should expand the goals and objectives for arts and culture in the City's master plan.	Medium	\$-	\$-
184. The funds in the Public Art Fund should be restricted to any permanent project on City property, as long as the project has been identified in the Public Art Master Plan.	Medium	\$-	\$-
185. The Arts Division should create an inventory of available cultural spaces in Alexandria. These cultural spaces should be identified on the Department's website using an interactive website to promote access to the information and enable "matchmaking."	Medium	\$-	\$-
187. The Division Chief for the Arts Division should work together with the Deputy Director for the Recreation Services Division in the enhancement of the mix of arts, performing arts, crafts, and new arts contract classes and instruction delivered by the staff of the recreation centers.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
188. The Division Chief should evaluate the current mix of arts, performing arts, crafts, and new arts contract classes and instruction, and develop an enhanced program for delivery of these services at the Durant center.	Medium	\$-	\$-
189. The Division Chief for the Arts Division should outline general planning directions for the development of enhanced arts, performing arts, crafts, and new arts contract classes and instruction at the Durant Center.	Medium	\$-	\$-
190. The Division Chief for the Arts Division should obtain the input of the Arts Commission, Division staff, and class participants regarding the breadth and depth of arts, performing arts, crafts, and new arts contract classes and instruction and develop a needs assessment.	Medium	\$-	\$-
191. The Division Chief for the Arts Division should design the mix of enhanced arts, performing arts, crafts, and new arts contract classes and instruction to be delivered at the Durant center.	Medium	\$-	\$-
192. The Division Chief for the Arts Division should manage the implementation and operation of the enhanced mix of arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.	Medium	\$-	\$-
198. Organizations that receive grants from the Arts Commission should be required to rent Departmental facilities like any other organization.	Medium	\$-	\$-
201. The Recreation, Parks, and Cultural Activities Department should develop five-year financial plan that covers multiple years and evaluates the Department's current and projected financial condition.	Medium	\$-	\$-
202. The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's five-year financial plan.	Medium	\$-	\$-
203. The Department should continue to develop goals, objectives, and performance measures.	Medium	\$-	\$-
204. The Administrative Services Division should be assigned responsibility for providing training and technical assistance to the Department's division managers and first-line supervisors in the development of goals, objectives, and performance measures.	Medium	\$-	\$-
205. The Administrative Services Division should be assigned responsibility for providing the necessary training and technical assistance required for collecting performance data.	Medium	\$-	\$-
5. The Assistant Superintendent, Parks and Facilities should be reclassified, through attrition, to a Park Manager with responsibility for day-to-day supervision of the service request crew.	Low	\$-	\$-
26. The Recreation Services Division should review all pre-school programs offered at the Durant Center to determine whether programs should be continued, eliminated, or replaced with other programs	Low	\$-	\$-



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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
45 The City Council should adopt a service level policy regarding the balance in location of pool facilities in the eastern versus western portions of Alexandria.	Low	\$0;	\$-
46. The Recreation Services Division should develop recommendations for rehabilitation, replacement, and additional swimming pools within the five-year capital improvement program. These recommendations should include a swimming pool on the west side of the City.	Low	\$0;	\$-
69. The Recreation Services Division should develop and adopt recreation program criteria to support a quality and efficient recreation experience for the residents of the City.	Low	\$-	\$-
70. Upon development and adoption of the criteria, build recreation programs around the criteria to create a lifetime user and control a significant amount of the recreation market in Alexandria.	Low	\$-	\$-
90. The Recreation, Parks and Cultural Activities Department should apply for and obtain a Virginia Clean Marina designation for the marina	Low	\$-	\$-
95. The Recreation, Parks and Cultural Activities Department should conduct a sample of the urban forest inventory. This would require that an inventory of approximately 3% to 6% of the City's street tree and park trees be conducted.	Low	\$-	\$-
101. The Tree Maintenance Section should include as an element in the development of the tree planting plan the gradual replacement of the Red Maple and Bradford Pear to levels below 10%.	Low	\$-	\$-
108. Review current job descriptions to ensure that each position includes appropriate qualifications according to the highest reasonable industry standards to satisfactorily perform all required duties and responsibilities. Include the requirement for all Supervisors to acquire and maintain a current ISA Certified Arborist credential. Include the requirement for all Senior Tree Maintenance Workers and Senior Tree Trimmers to acquire and maintain current WC ISA Certified Tree Worker or ISA Certified Arborist credentials. Include the requirement for all Tree Trimmer II's to acquire and maintain a current WC ISA Certified Tree Worker credential. Develop or modify other qualifications as appropriate.	Low	\$-	\$-
109. The Tree Maintenance Section should develop a formal in-service training program to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, tree planting, and care and maintenance practices.	Low	\$-	\$-
110. The Department should develop a website for the Tree Maintenance Section on the Department's website.	Low	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
111. The Department should develop and implement a strong public relations and public information program focused on regularly informing and educating city residents about the benefits and value of the urban forest.	Low	\$-	\$-
112. The Tree Maintenance Section should develop a formal, written policies and procedures manual.	Low	\$-	\$-
114. The Tree Maintenance Section should develop a five-year budget proposal for the pruning, elevating or raising for clearance, or removal of park trees in the active areas of the City's parks.	Low	\$-	\$-
125. A formal policy should be adopted regarding the types of facilities that will be maintained with in-house staff and the types of park and landscape facilities that will be maintained by contract.	Low	\$-	\$-
126. The existing processes and tools utilized by the Division to manage their contracts needs to be enhanced.	Low	\$-	\$-
139. A design authorization form should be completed by the Landscape Planner or Landscape Architect assigned as project manager before the commencement of design for each capital improvement project.	Low	\$-	\$-
140. The Park Planning Section should develop cost of construction guidelines to document resource requirements for the design and construction management of Departmental capital projects.	Low	\$-	\$-
141. The Park Planning Section should develop a monthly capital project status report to report the status of capital improvement projects.	Low	\$-	\$-
142. The Park Planning Section should utilize the existing Kronos Timekeeping and Performance Accounting systems software to track the costs associated with the design and construction management of capital projects. Access to the information contained within the system should be provided on the City's Intranet.	Low	\$-	\$-
143. A final report should be prepared for capital projects upon completion of construction and acceptance of the improvements.	Low	\$-	\$-
144. The Park Planning Section should develop a 24-month bar chart schedule for the design and construction of all capital projects, and update that chart monthly.	Low	\$-	\$-
145. The Park Planning Section should develop a project management manual and train the staff of the Section in its use and application.	Low	\$-	\$-
146. The Park Planning Section should prepare an annual work program.	Low	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
151. The Division Chief, Park Planning should monitor the development review workload of the Park Planning Section on an ongoing basis, and, when this workload exceeds 50% of available work hours on a consistent, ongoing basis, develop a proposal for the consideration of the Deputy Director, Parks, Natural Resources, and Capital Projects to supplement the staff of the Section.	Low	\$-	\$-
153. The Personnel Department should develop a Landscape Architect series (e.g., Landscape Architect I, II, III, etc.), and allocate the positions within the Park Planning Section to this series based upon the actual work performed.	Low	\$-	\$-
166. The Arts, Marketing, and Special Services Division should develop special events for senior adults.	Low	\$0;	\$-
167. The Arts, Marketing, and Special Services Division and the Recreation Services Division should work together to designate "senior coordinators" at each recreation center.	Low	\$-	\$-
168. The Arts, Marketing, and Special Services Division should work with the Office of Aging and Adult Services, Human Services Department to expand the extent of blood pressure testing, hearing testing, legal counseling, case management services, hot meals, and retirement / leisure counseling programs and services available at all recreation centers, and not just the Charles Houston recreation center.	Low	\$-	\$-
180. The Department shall require a full-time project coordinator position should the City experience workload equivalent to nine to fifteen public art projects per year.	Low	\$70,000	\$-
193. The Division Chief for the Arts Division should evaluate the enhanced mix arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center and make adjustments as necessary.	Low	\$-	\$-
195. Increase the number of classes provided by Therapeutic Services designed to enhance the independent living skills of the participants.	Low	\$0;	\$-
<b>TOTAL</b>		<b>\$1,810,468</b>	<b>\$2,475,518</b>

## APPENDIX 2 – RECOMMENDATIONS SORTED BY PERSONNEL, OPERATING, AND CAPITAL

Recommendation	Priority	Annual Cost Increase	Annual Cost Savings
<b>Personnel</b>			
1. Eliminate the position of Deputy Director, Arts, Marketing and Special Services.	High	\$-	\$155,400
2. The Division Chief, Administrative Services, should be reclassified as a Deputy Director, Business Services and assigned additional responsibilities for management of marketing, public information, and volunteer coordination.	High	\$13,800	\$-
3. The position of Division Chief, Capital Projects should be eliminated through attrition.	High	\$-	\$134,600
9. A new Division Chief, Recreation position should be established. This would be one of two middle-management positions responsible for the supervision of recreation staff assigned to the nine (9) community centers, Therapeutic Recreation, Special Events, and Senior Programs.	High	\$141,300	\$-
64. Eliminate four Custodian positions.	High	\$-	\$220,000
93. The two Assistant Dockmasters should each be converted from 0.75 full-time equivalent to 1.0 full-time equivalent.	High	\$35,900	\$-
105. Authorize two Tree Trimmers positions for the Tree Maintenance Section and use existing equipment.	High	\$143,500	\$-
115. Eliminate the vacant Assistant Tree Superintendent position.	High	\$-	\$55,000
116. Convert the five-year Assistant Arborist position to full-time.	High	\$-	\$-
119. The City should terminate the contract for horticultural maintenance. The City should insource these services. The City should provide an additional 14,595 seasonal labor hours for the Horticultural Section. Over a nine-month growing season, this would enable the Section to expand its seasonal workforce by approximately nine (9) staff.	High	\$197,000	\$375,000
120. Increase the number of Laborer III positions by ten (10) positions and assign to existing crews with existing equipment.	High	\$527,000	\$-
121. The seasonal level of staffing for park maintenance should be increased by 22,500 seasonal hours annually.	High	\$225,000	\$50,000
122. Eliminate a Superintendent Park and Facilities position through attrition.	High	\$-	\$105,500
123. Eliminate two Laborer Supervisor positions through attrition.	High	\$-	\$157,400
124. Reclassify two Labor Supervisor positions to Park Manager.	High	\$26,000	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
173. The Recreation Supervisor 3 position assigned to the Lee center should be eliminated through attrition.	High	\$-	\$68,300
197. Eliminate a 0.75 full-time equivalent Custodian positions.	High	\$-	\$41,250
209. Authorize a Customer Support Engineer III position.	High	\$104,400	\$-
210. Increase the 0.5 Customer Support Engineer III position to a full-time Customer Support Engineer III position.	High	\$52,200	\$-
10. Reclassify the Fiscal Officer II as Fiscal Officer III.	Medium	\$30,600	\$-
11. Reclassify the Administrative Services Officer II as Division Chief, Administrative Services.	Medium	\$23,600	
12. Reclassify the Coordinator, Information Technology Services as Computer System Analyst IV.	Medium	\$12,200	
13. The City should evaluate the pay grade the Director of Recreation, Parks, and Cultural Activities to determine if the pay grade should be increased from pay grade 30 to pay grade 31.	Medium	\$-	\$-
180. The Department shall require a full-time project coordinator position should the City experience workload equivalent to nine to fifteen public art projects per year.	Low	\$70,000	\$-
<b>Operating</b>			
4. The Division Chief, Park Planning should be allocated responsibility for supervision of the Recreation Supervisor III and Architect that are presently supervised by the Division Chief, Capital Projects. The responsibility for supervision of the Dockmaster should be assigned to one of the two Superintendent, Parks and Facilities positions.	High	\$-	\$-
6. The City Arborist should report directly to the Deputy Director, Parks, Natural Resources.	High	\$-	\$-
7. The Horticultural Supervisor would report to the City Arborist.	High	\$-	\$-
8. The Division Chief, Cultural Arts should report to the Director of Recreation, Parks, and Cultural Activities. This position should be reclassified as the Director of Arts and Culture, and manage the Office of Arts and Culture. This position would be responsible for the supervision of the Durant Center, the staff liaison for the Commission for the Arts, and Special Events.	High	\$-	\$-
14. The Recreation, Parks and Cultural Activities Department should complete the Recreation Programming Plan.	High	\$-	\$-
16. Expand the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan.	High	\$-	\$-
19. The Division Chief, Park Planning should be assigned responsibility to prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
21. The City should revise the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.	High	\$-	\$-
22. The Deputy Director for Recreation Services should be assigned responsibility for revising the existing memorandum of understanding between the Recreation, Parks, and Cultural Activities Department and Alexandria City Public Schools.	High	\$-	\$-
24. The Recreation Services Division should provide pre-school recreation programs at the Cora Kelly, Charles Barrett, Charles Houston, William Ramsay and Patrick Henry recreation centers.	High	\$0;	\$-
25. The Recreation Services Division should expand the recreation programs provided to pre-school children to include more arts / crafts and wellness / fitness programs, Saturday recreation programming should be provided to provide inter-generational opportunities for children of working parents, more free playgroup opportunities provided by the Department of Human Services to recreation centers, and special events.	High	\$0;	\$-
27. The Recreation Services Division should revise the Department's policy that limits children under the age of 5 from utilizing the recreation centers to allow for use when accompanied by an adult.	High	\$-	\$-
28. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming.	High	\$-	\$-
29. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the elementary age group (6-12 years).	High	\$-	\$-
31. The Recreation Services Division should expand the recreation programming for the 6 – 12 year age group at the Cora Kelly, Charles Barrett, Charles Houston, Mt. Vernon, Nannie J. Lee, the Lee Center, William Ramsay and Patrick Henry recreation centers.	High	\$0;	\$-
32. The Recreation Services Division should expand the recreation programs provided the 6 – 12 year age group to include more crafts, cultural arts, wellness / fitness classes, formal educational / tutoring, and special events, etc.	High	\$0;	\$-
33. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming in the 6 – 12 year age group.	High	\$-	\$-
35. The Recreation Services Division should provide recreation programs tailored for the teen age group (13 – 17 years), not programs that overlap with youth or adult age groups. This should include the addition of varied sports, outdoor adventure recreation, arts, fitness, science and aquatics, clubs, camps or classes specifically designed for teens.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
36. The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) at the Charles Barrett, Charles Houston, Chinquapin, Cora Kelly, Durant, Lee Center, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.	High	\$0;	\$-
44. The Recreation Services Division should coordinate service delivery with adult school and non-profits to avoid duplication of programming for the adult age group (18 – 59 years).	High	\$-	\$-
47. The Recreation Services Division should include considerations regarding the use of the Chinquapin-Rixse pool by the T.C. Williams High School in the revised MOU with Public Schools.	High	\$-	\$-
49. The Recreation Services Division should evaluate the contract classes with low levels of utilization and determine whether to eliminate these classes. The Division should evaluate those classes with high levels of utilization and develop methodologies to expand the extent of these classes available.	High	\$-	\$-
50. The Recreation Services Division should eliminate or reposition saturated and declining programs in the lifecycle by renaming them, changing their themes and formats, offering different times and catering to a narrower audience, or creating additional levels of skills and activities in the program to keep residents interested.	High	\$-	\$-
57. The City should outsource the delivery of after-school childcare programs to non-profit agencies.	High	\$-	\$-
58. The City should not deliver childcare programs in the Cora Kelly, Mt. Vernon, and William Ramsay recreation centers; these services should be delivered in adjoining Public School facilities.	High	\$-	\$-
59. The Division Chief, Administrative Services should perform a cost of services study for recreation services and adopt a cost recovery policy for each type of service provided.	High	\$-	\$-
60. The Division Chief, Administrative Services should develop a recreation user fee cost recovery policy for consideration and adoption of the City Council.	High	\$-	\$-
61. The Recreation Services Division should increase its cost recovery for recreation services and programs based upon the cost recovery policy adopted by the City Council.	High	\$-	\$880,000
63. The Deputy Director, Recreation Services, the Division Chief, Recreation Services, and the managers for the recreation centers should evaluate the operating hours for each recreation center to assess whether changes in these hours are appropriate or should be modified to provide an enhanced level of service to residents.	High	\$-	\$-
65. The Recreation Services Division should deploy Custodians as roving crews in instances where the recreation centers are smaller than 19,000 square feet.	High	\$1,200	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
66. A Custodian Supervisor should develop custodial cleanliness standards for recreation centers.	High	\$-	\$-
68. A Custodian Supervisor should be assigned responsibility for the supervision of all custodians in the Recreation Services Division and assuring recreation centers meet proper levels of cleanliness.	High	\$-	\$-
71. The Division Chief, Administrative Services and the information technology staff within Administrative Services should develop a deployment plan for RecTrac for the Recreation Services Division in consultation with the managers and supervisors of that Division, and then work with these managers and supervisors to fully deploy RecTrac.	High	\$-	\$-
72. The Division Chief, Administrative Services should work with the Division Chief, Recreation Services, the Deputy Director, Recreation Services and the Director of Recreation, Parks and Cultural Activities to develop templates for monthly reports based upon data captured within RecTrac.	High	\$-	\$-
74. The Deputy Director, Recreation Services, assisted by the Division Chief, Administrative Services, should work with the management and supervisory team of the Recreation Services Division in the analysis of the allocation of full-time and part-time staff and seasonal part-time funding, and develop proposals to more effectively align staff resources at each recreation center with the demand for services at each recreation center.	High	\$-	\$-
75. The Recreation Supervisor 2 positions at the Charles Houston, William Ramsay, and Mt. Vernon recreation centers should be utilized full-time in the direct delivery of recreation centers.	High	\$-	\$-
76. The Recreation Supervisor 4 positions at the recreation centers should be utilized in the direct delivery of recreation services and programs for not less than one-half of their available work hours.	High	\$-	\$-
77. Outsource the maintenance of swimming pools.	High	\$10,000	
78. Establish a new classification series of Recreation Coordinator.	High	\$-	\$-
79. Allocate all full-time recreation staff to this series that do not supervise recreation centers or a citywide program such as sports, teen programs, or aquatics.	High	\$-	\$-
80. The responsibility of the Recreation Supervisors functioning as "directors" of recreation centers should include an assessment of the recreation needs of the neighborhoods that these centers serve, and how best to meet these needs including the delivery of programs outside of the recreation centers at elementary schools, middle schools, high schools, playgrounds, etc.	High	\$-	\$-



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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
81. The Recreation Supervisor 4 position and the Recreation Supervisor 1 position assigned responsibility for the Out of School Programs, and 6 summer playground programs should be reallocated to recreation centers that lack sufficient full-time resources. This could include the Jerome "Buddie" Ford Nature Center, the Charles Houston, Charles Barrett, Nannie J. Lee, or Cora Kelly recreation centers.	High	\$-	\$-
82. The Deputy Director of the Recreation Services Division should be assigned responsibility for the evaluation of public or private facilities that are available in the southwest portion of the City and the development of a proposal for the delivery of recreation services to fill this gap in service delivery.	High	\$-	\$-
83. The Deputy Director for Recreation Services, the Division Chief, Recreation Services, and the Recreation Supervisor 4 that will be assigned to the Charles Houston recreation center should evaluate the level and extent of recreation services proposed for this center as proposed by the project team, determine how to phase in the development of these recreation services, and evaluate the extent of recreation leaders required.	High	\$-	\$-
87. The City should increase the annual slip fees for pleasure boats by 9%.	High	\$-	\$8,900
88. The City should initiate a new fee for transient pleasure boats – an electrical connection fee – of \$5 per powercord per day.	High	\$-	\$7,900
92. The Recreation, Parks, and Cultural Activities Department should prepare a master plan for the Marina.	High	\$-	\$-
98. The Recreation, Parks, and Cultural Activities Department should expand its tree planting program beyond replacement of street trees that have been removed.	High	\$-	\$-
99. The funding for seasonal employees for the Tree Maintenance Section should be reallocated to enhancing the street tree planting program.	High	\$-	\$15,768
100. An additional \$15,768 should be allocated to the enhancement of the tree planting program.	High	\$15,768	\$-
103. The Tree Maintenance Section should revise the specifications for tree trimming services to specifically document the types of services required, and issue the Invitation for Bids for services to be provided in fiscal year 2008-09	High	\$-	\$-
104. The Tree Maintenance Section should utilize the tree trimming contractor to provide block-by-block trimming in a pre-designed district or grid.	High	\$-	\$-
106. The City should increase its service level for trimming mature street trees to a five to seven year cycle.	High	\$-	\$-
107. The Tree Maintenance Section should develop and install a formal work planning and scheduling system.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
113. The Tree Maintenance Section should conduct a risk assessment of trees in active use areas of the City's parks.	High	\$-	\$-
117. Adjust the horticultural levels of service reducing the number of facilities receiving a Level 1 service, and increasing the number of facilities receiving a Level 2 or a Level 3 service.	High	\$-	\$152,500
118. Assign responsibility for the maintenance of flowerbeds that receive a Level 3 service to the park maintenance workers responsible for the routine maintenance of those facilities after training has been provided by horticultural staff.	High	\$-	\$-
127. The Division should develop a more comprehensive inventory of parks and facilities.	High	\$-	\$-
147. The Department should modify the memorandum of understanding with the Alexandria City Public Schools regarding maintenance of school grounds to clarify responsibility for park planning and construction management for school grounds.	High	\$-	\$-
148. The proposed landscape maintenance specifications should be modified to clarify the level and amount of service to be provided by contractors.	High	\$-	\$-
149. The Recreation, Parks, and Cultural Activities Department should work with the Alexandria Sanitation Authority to develop and implement plans for the use of treated effluent for irrigation of parks and landscaped areas.	High	\$-	\$-
150. The Park Planning Division should develop a five-year plan for rehabilitation of the City's parks.	High	\$-	\$-
154. The responsibility for supervision of the Senior Programs and the operations of the Lee Center should be reallocated to the Recreation Services Division.	High	\$-	\$-
155. The responsibility for grant coordination should be reallocated to the Fiscal Officer II.	High	\$-	\$-
156. The responsibility for coordinating Departmental efforts with the National Recreation and Park Association and the Commission for Accreditation of Park and Recreation Agencies should be assigned to the Administrative Services Division.	High	\$-	\$-
157. The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.	High	\$-	\$-
158. Enhance the marketing strategic plan developed by the Department.	High	\$-	\$-
159. The Special Projects Coordinator for marketing should develop templates for the development of marketing plans for specific recreation programs.	High	\$-	\$-
160. The Special Projects Coordinator for marketing should develop marketing plans for the specific recreation programs delivered by the Recreation Services Division	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
169. The Arts, Marketing, and Special Services Division should develop and adopt a written agreement with the Office of Aging regarding the delivery of senior services in the City. The agreement should seek to integrate the services delivered by the Office of Aging within all of the recreation centers operated by the Division.	High	\$-	\$-
170. The responsibility for coordination of service delivery at the recreation centers, including the delivery of senior services, should be the responsibility of the Deputy Director and Division Chief in the Recreation Services Division, not the Recreation Supervisor 3.	High	\$-	\$-
171. The Recreation Supervisor 3 assigned to the Nannie J. Lee center should be responsible for managing the delivery of recreation services for the Nannie J. Lee center and the Lee center. This would include the supervision of contract class programs occurring at the Lee center.	High	\$-	\$-
172. The Division Chief for Administration should be assigned responsibility for the supervision of the rental and maintenance of Lee Center facilities and reception activities at Lee Center front desk.	High	\$-	\$-
174. The responsibility for supervision of Therapeutic Services should be reassigned from the Arts Division to the Recreation Services Division.	High	\$-	\$-
178. The Recreation, Parks, and Cultural Activities Department should develop a public arts master plan.	High	\$-	\$-
179. The Recreation, Parks, and Cultural Activities Department should retain a consultant to assist the department in the preparation of a public art master plan.	High	\$40,000	\$-
181. The City should establish a 1%-for-art program covering the City's annual capital improvement budget for the public art program.	High	\$-	\$-
182. The City should provide incentives to encourage private development projects to dedicate a percentage of their construction costs for art to enable the City to leverage its public program.	High	\$-	\$-
183. The City should establish a Public Art Trust Fund for any contributions made by the capital improvement program and contributions made by developers.	High	\$-	\$-
186. The Arts Division should work with the Alexandria city public schools and the private sector to encourage more low cost access to space for rehearsal, studio, exhibit and performance. These spaces should be identified on the Department's website.	High	\$-	\$-
194. The Division Chief for the Arts Division should develop a marketing plan for the arts and cultural services delivered by the Division and by the recreation centers.	High	\$-	\$-
196. The Department should develop a special events policy for the consideration of the City Council.	High	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
199. The Recreation, Parks, and Cultural Activities Department should develop a clearly written, five-year strategic plan.	High	\$-	\$-
200. The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's strategic plan.	High	\$-	\$-
206. A Management Analyst II position should be authorized for the Business Division to assist in implementing the opportunities for improvement identified in the Recreation, Parks, and Cultural Activities Department.	High	\$96,000	\$-
207. The existing level of Human Resources staffing in the Administrative Services Division should not be changed; it is sufficient given existing levels of staffing in the Department.	High	\$-	\$-
208. The responsibility for managing the volunteer program should be assigned to the Administrative Officer II.	High	\$-	\$-
211. Insource the maintenance of the website for the Arts Commission.	High	\$-	\$11,000
212. The Administrative Services Division should develop a sponsorship policy for consideration and approval of the City Council. This policy should include the sponsorship / partnership process, the solicitation and selection process, the agreement process, the follow-up an recognition process, and the accounting, recordkeeping, and reporting procedures.	High	\$-	\$-
213. The Special Projects Coordinator for Marketing should be assigned responsibility for solicitation and selection of sponsors in accordance with the policies adopted by the City Council.	High	\$-	\$-
214. The Recreation, Parks, and Cultural Activities Department should establish a 501(c)(3) charitable organization.	High	\$-	\$-
15. The Division Chief, Administrative Services should assist in the development of the Recreation Programming Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.	Medium	\$-	\$-
17. The Department should prepare budget requests for these facility needs and requirements in the Department's overall five-year capital improvement program budget request.	Medium	\$-	\$-
18. The Division Chief, Park Planning should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to fully address recreation facilities needs and requirements raised in the Strategic Master Plan, working with the Deputy Director, Recreation Services and the middle management and supervisory team of the Recreation Services Division.	Medium	\$-	\$-

**CITY OF ALEXANDRIA, VIRGINIA**  
**Management Study of the Recreation, Parks, and**  
**Cultural Activities Department**

<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
20. The Deputy Director, Recreation Services should be assigned responsibility for enhancing the Comprehensive Recreation Programming Plan to reflect participant benefits, establish timelines, foster managerial and supervisory accountability for implementation, and avoid duplication of effort	Medium	\$-	\$-
23. The Recreation Services Division should adopt a policy for pre-school aged programming at all of the recreation centers. The policy should establish a minimum number of class offerings and mix of class types for the pre-school age group (0-5 years).	Medium	\$-	\$-
30. The Recreation Services Division should open the Charles Barrett Center on weekends during the summer months	Medium	\$0;	\$-
34. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for teen age group (13 – 17 years) beyond providing “drop-in” hours, and for the number and locations of recreation centers that offer weekend “drop-in” hours for teens only.	Medium	\$-	\$-
37. The Recreation Services Division should expand the recreation programming for the teen age group (13 – 17 years) to include arts / crafts, cultural arts, wellness / fitness classes, formal educational / tutoring classes, and special events, etc.	Medium	\$0;	\$-
38. The Recreation Services Division should develop a teen center / coffee house type programs at its recreation centers to be open after school, weekend days and evenings providing dance, music, games, social environment and opportunities for added counseling and tutoring services for the teen age group (13 – 17 years).	Medium	\$0;	\$-
39. The Recreation Services Division should provide regular off-site travel and excursion programs for the teen age group (13 – 17 years).	Medium	\$-	\$-
40. The Recreation Services Division should coordinate service delivery with non-profits to avoid duplication of programming for the teen age group (13 – 17 years).	Medium	\$-	\$-
41. The Recreation Services Division should adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the adult age group.	Medium	\$-	\$-
42. The Recreation Services Division should expand the recreation programming for the adult age group (18 – 59 years) at the Charles Barrett, Charles Houston, Cora Kelly, Mt. Vernon, Nannie J. Lee, Patrick Henry, and William Ramsay recreation centers.	Medium	\$0;	\$-
43. The Recreation Services Division should expand the provision of arts / crafts, cultural arts, dance, music, wellness / fitness classes, formal educational / skill development, and special events tailored for the adult age group (18 – 59 years).	Medium	\$0;	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
48. The Recreation Services Division should expand the in-house and community outreach programs delivered by the Jerome Ford Nature Center, especially in cases where utilization is well over 100%.	Medium	\$0;	\$-
51. The Recreation, Parks and Cultural Arts Department should adopt a leadership role in the development of a regional approach to park and recreation management.	Medium	\$-	\$-
52. The Recreation Services Division should develop a comprehensive inventory of programs, services and physical resources, and use the information to identify Division's community niche.	Medium	\$-	\$-
53. The Recreation Services Division should establish effective policies for public / public partnerships, public-not-for-profit partnerships, and public-private partnerships in the City.	Medium	\$-	\$-
54. The Recreation Services Division should use the information from the community inventory to reduce program duplication, and expand programs and services according to constituent age groups and interests.	Medium	\$-	\$-
55. The Recreation Services Division should manage partnerships and program implementation for consistency across all recreation programs and recreation centers.	Medium	\$-	\$-
56. The City should eliminate the duplication of services and implement the one provider per site model for the Mt. Vernon, and William Ramsay centers.	Medium	\$-	\$-
62. The Division Chief, Park Planning should work with the Deputy Director, Recreation Services, the two managers for each of the recreation centers, and the Alexandria City Public Schools to develop alternative entrances for Patrick Henry and Charles Barrett recreation centers.	Medium	\$-	\$-
67. A Custodian Supervisor should develop custodial task lists, checklists and inspection forms.	Medium	\$-	\$-
73. The Division Chief, Administrative Services should utilize the staff assigned to the Administrative Division to audit attendance data and other key workload data captured within RecTrac.	Medium	\$-	\$-
84. The City's marina should be established as a special revenue fund.	Medium	\$-	\$-
85. The costs of dredging should be funded by the general fund, and reflected as a general fund transfer to the Marina special revenue fund.	Medium	\$-	\$-
86. The Division Chief, Administration should develop a proposal for the consideration of the City Council to establish a special revenue fund to account for the revenues and expenses of the City's Marina.	Medium	\$-	\$-
94. The Recreation, Parks, and Cultural Activities Department should evaluate the potential costs and advantages of private management of the marina through a long-term lease or operating agreement.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
96. The Recreation, Parks and Cultural Activities Department should acquire the "i-Tree sample Inventory Generator" public domain software using its own information technology staff.	Medium	\$-	\$-
97. The Recreation, Parks and Cultural Activities Department should require its tree maintenance contractor to update the inventory information as these contractors trim the City's street trees.	Medium	\$-	\$-
102. The Tree Maintenance Section should conduct an annual inspection of street and park trees that are not located in "natural areas" to identify hazards using volunteers.	Medium	\$-	\$-
128. The City should adopt formal condition and maintenance standards appropriate for each of its parks.	Medium	\$-	\$-
129. The Parks and Capital Projects Division should develop quality standards for the maintenance of the City's park system.	Medium	\$-	\$-
130. The Parks and Capital Projects Division should develop an annual work program for park maintenance.	Medium	\$-	\$-
131. The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop an inventory of the different work tasks performed by staff of the Division in the maintenance of parks.	Medium	\$-	\$-
132. The Deputy Director, Parks and Capital Projects should work with the Superintendents and Assistant Superintendent to develop performance standards for the maintenance management system.	Medium	\$-	\$-
133. The Park Managers and Labor Supervisors should develop a weekly or bi-weekly schedule.	Medium	\$-	\$-
134. The Deputy Director, Parks and Capital Projects develop a monthly performance report comparing planned maintenance management performance versus actual performance and costs.	Medium	\$-	\$-
135. The Superintendents and Assistant Superintendent should conduct park condition assessments should be conducted every six months with actions to correct deficiencies identified in work orders.	Medium	\$-	\$-
138. The service level agreement between the Recreation, Parks, And Cultural Activities Department and the General Services Department should be enhanced.	Medium	\$-	\$-
161. The Arts, Marketing, and Special Services Division should work with the Recreation Services Division to adopt a policy that all recreation centers provide a minimum level and type of recreation opportunities for the senior adult age group.	Medium	\$-	\$-
162. The Arts, Marketing, and Special Services Division should expand the recreation programming for the senior adult age group (60 years of age and above) at all of the recreation centers.	Medium	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
163. The Arts, Marketing, and Special Services Division should expand the extent of arts and crafts, and education / skill building classes provided at all of the recreation centers for senior adults.	Medium	\$-	\$-
164. The Arts, Marketing, and Special Services Division should provide weekend recreation programming for senior adults.	Medium	\$-	\$-
165. The Arts, Marketing, and Special Services Division and the Recreation Services Division should develop and deliver inter-generational recreation programs at the recreation centers.	Medium	\$-	\$-
175. The roles and responsibilities of the Recreation Supervisor 3 and the Recreation Supervisor assigned to the Arts Division should be expanded to fully utilize the talents and skills of the two positions in the delivery of art and cultural services.	Medium	\$-	\$-
176. The Division Chief for the Arts Division should work with the Recreation, Parks, and Cultural Activities Director, Arts Commission, and the community in the development of a vision for arts and culture in Alexandria to serve as the basis for planning of outcomes for a ten-year horizon.	Medium	\$-	\$-
177. The City should expand the goals and objectives for arts and culture in the City's master plan.	Medium	\$-	\$-
184. The funds in the Public Art Fund should be restricted to any permanent project on City property, as long as the project has been identified in the Public Art Master Plan.	Medium	\$-	\$-
185. The Arts Division should create an inventory of available cultural spaces in Alexandria. These cultural spaces should be identified on the Department's website using an interactive website to promote access to the information and enable "matchmaking."	Medium	\$-	\$-
187. The Division Chief for the Arts Division should work together with the Deputy Director for the Recreation Services Division in the enhancement of the mix of arts, performing arts, crafts, and new arts contract classes and instruction delivered by the staff of the recreation centers.	Medium	\$-	\$-
188. The Division Chief should evaluate the current mix of arts, performing arts, crafts, and new arts contract classes and instruction, and develop an enhanced program for delivery of these services at the Durant center.	Medium	\$-	\$-
189. The Division Chief for the Arts Division should outline general planning directions for the development of enhanced arts, performing arts, crafts, and new arts contract classes and instruction at the Durant Center.	Medium	\$-	\$-
190. The Division Chief for the Arts Division should obtain the input of the Arts Commission, Division staff, and class participants regarding the breadth and depth of arts, performing arts, crafts, and new arts contract classes and instruction and develop a needs assessment.	Medium	\$-	\$-



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191. The Division Chief for the Arts Division should design the mix of enhanced arts, performing arts, crafts, and new arts contract classes and instruction to be delivered at the Durant center.	Medium	\$-	\$-
192. The Division Chief for the Arts Division should manage the implementation and operation of the enhanced mix of arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center.	Medium	\$-	\$-
198. Organizations that receive grants from the Arts Commission should be required to rent Departmental facilities like any other organization.	Medium	\$-	\$-
201. The Recreation, Parks, and Cultural Activities Department should develop five-year financial plan that covers multiple years and evaluates the Department's current and projected financial condition.	Medium	\$-	\$-
202. The Administrative Services Division should be responsible for facilitating the development and implementation of the Department's five-year financial plan.	Medium	\$-	\$-
203. The Department should continue to develop goals, objectives, and performance measures.	Medium	\$-	\$-
204. The Administrative Services Division should be assigned responsibility for providing training and technical assistance to the Department's division managers and first-line supervisors in the development of goals, objectives, and performance measures.	Medium	\$-	\$-
205. The Administrative Services Division should be assigned responsibility for providing the necessary training and technical assistance required for collecting performance data.	Medium	\$-	\$-
5. The Assistant Superintendent, Parks and Facilities should be reclassified, through attrition, to a Park Manager with responsibility for day-to-day supervision of the service request crew.	Low	\$-	\$-
26. The Recreation Services Division should review all pre-school programs offered at the Durant Center to determine whether programs should be continued, eliminated, or replaced with other programs	Low	\$-	\$-
45 The City Council should adopt a service level policy regarding the balance in location of pool facilities in the eastern versus western portions of Alexandria.	Low	\$0;	\$-
46. The Recreation Services Division should develop recommendations for rehabilitation, replacement, and additional swimming pools within the five-year capital improvement program. These recommendations should include a swimming pool on the west side of the City.	Low	\$0;	\$-
69. The Recreation Services Division should develop and adopt recreation program criteria to support a quality and efficient recreation experience for the residents of the City.	Low	\$-	\$-

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70. Upon development and adoption of the criteria, build recreation programs around the criteria to create a lifetime user and control a significant amount of the recreation market in Alexandria.	Low	\$-	\$-
90. The Recreation, Parks and Cultural Activities Department should apply for and obtain a Virginia Clean Marina designation for the marina	Low	\$-	\$-
95. The Recreation, Parks and Cultural Activities Department should conduct a sample of the urban forest inventory. This would require that an inventory of approximately 3% to 6% of the City's street tree and park trees be conducted.	Low	\$-	\$-
101. The Tree Maintenance Section should include as an element in the development of the tree planting plan the gradual replacement of the Red Maple and Bradford Pear to levels below 10%.	Low	\$-	\$-
108. Review current job descriptions to ensure that each position includes appropriate qualifications according to the highest reasonable industry standards to satisfactorily perform all required duties and responsibilities. Include the requirement for all Supervisors to acquire and maintain a current ISA Certified Arborist credential. Include the requirement for all Senior Tree Maintenance Workers and Senior Tree Trimmers to acquire and maintain current WC ISA Certified Tree Worker or ISA Certified Arborist credentials. Include the requirement for all Tree Trimmer II's to acquire and maintain a current WC ISA Certified Tree Worker credential. Develop or modify other qualifications as appropriate.	Low	\$-	\$-
109. The Tree Maintenance Section should develop a formal in-service training program to keep step with state-of-the-art advances and continuously improve workers' knowledge and skills in safety, tree planting, and care and maintenance practices.	Low	\$-	\$-
110. The Department should develop a website for the Tree Maintenance Section on the Department's website.	Low	\$-	\$-
111. The Department should develop and implement a strong public relations and public information program focused on regularly informing and educating city residents about the benefits and value of the urban forest.	Low	\$-	\$-
112. The Tree Maintenance Section should develop a formal, written policies and procedures manual.	Low	\$-	\$-
114. The Tree Maintenance Section should develop a five-year budget proposal for the pruning, elevating or raising for clearance, or removal of park trees in the active areas of the City's parks.	Low	\$-	\$-
125. A formal policy should be adopted regarding the types of facilities that will be maintained with in-house staff and the types of park and landscape facilities that will be maintained by contract.	Low	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
126. The existing processes and tools utilized by the Division to manage their contracts needs to be enhanced.	Low	\$-	\$-
139. A design authorization form should be completed by the Landscape Planner or Landscape Architect assigned as project manager before the commencement of design for each capital improvement project.	Low	\$-	\$-
140. The Park Planning Section should develop cost of construction guidelines to document resource requirements for the design and construction management of Departmental capital projects.	Low	\$-	\$-
141. The Park Planning Section should develop a monthly capital project status report to report the status of capital improvement projects.	Low	\$-	\$-
142. The Park Planning Section should utilize the existing Kronos Timekeeping and Performance Accounting systems software to track the costs associated with the design and construction management of capital projects. Access to the information contained within the system should be provided on the City's Intranet.	Low	\$-	\$-
143. A final report should be prepared for capital projects upon completion of construction and acceptance of the improvements.	Low	\$-	\$-
144. The Park Planning Section should develop a 24-month bar chart schedule for the design and construction of all capital projects, and update that chart monthly.	Low	\$-	\$-
145. The Park Planning Section should develop a project management manual and train the staff of the Section in its use and application.	Low	\$-	\$-
146. The Park Planning Section should prepare an annual work program.	Low	\$-	\$-
151. The Division Chief, Park Planning should monitor the development review workload of the Park Planning Section on an ongoing basis, and, when this workload exceeds 50% of available work hours on a consistent, ongoing basis, develop a proposal for the consideration of the Deputy Director, Parks, Natural Resources, and Capital Projects to supplement the staff of the Section.	Low	\$-	\$-
153. The Personnel Department should develop a Landscape Architect series (e.g., Landscape Architect I, II, III, etc.), and allocate the positions within the Park Planning Section to this series based upon the actual work performed.	Low	\$-	\$-
166. The Arts, Marketing, and Special Services Division should develop special events for senior adults.	Low	\$0;	\$-
167. The Arts, Marketing, and Special Services Division and the Recreation Services Division should work together to designate "senior coordinators" at each recreation center.	Low	\$-	\$-

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<b>Recommendation</b>	<b>Priority</b>	<b>Annual Cost Increase</b>	<b>Annual Cost Savings</b>
168. The Arts, Marketing, and Special Services Division should work with the Office of Aging and Adult Services, Human Services Department to expand the extent of blood pressure testing, hearing testing, legal counseling, case management services, hot meals, and retirement / leisure counseling programs and services available at all recreation centers, and not just the Charles Houston recreation center.	Low	\$-	\$-
193. The Division Chief for the Arts Division should evaluate the enhanced mix arts, performing arts, crafts, and new arts contract classes and instruction at the Durant center and make adjustments as necessary.	Low	\$-	\$-
195. Increase the number of classes provided by Therapeutic Services designed to enhance the independent living skills of the participants.	Low	\$0;	\$-
152. The Park Planning Section should charge a plan check fee of \$275 for each development plan and \$50 for each recheck.	High	\$-	\$37,000
<b>Capital</b>			
89. The Park Operations and Capital Projects Division should develop a proposed capital project budget for the replacement of the electrical system for the marina slips.	High	\$-	\$-
91. The Recreation, Parks, and Cultural Activities Department should evaluate the costs and benefits of increasing the number of pleasure boat slips at the marina.	High	\$-	\$-
136. Handheld devices could be utilized to report the work accomplished within the automated maintenance management system	High	\$30,000	\$-
137. Install the computerized maintenance management system for the Division for use in park maintenance and urban forestry that is being acquired by T & ES.	High	\$15,000	\$-
<b>TOTAL</b>		<b>\$1,810,468</b>	<b>\$2,475,518</b>