pros consulting INC.

PARKS AND RECREATION

Master Plan Assessment

2022

THE CITY OF NORFOLK

ACKNOWLEDGEMENTS

We would like to thank the many citizens, staff, and community groups who provided extensive community input for the development of this Master Plan Assessment (Plan). The efforts of this community will continue to ensure the success of the Norfolk Department of Parks and Recreation.

Norfolk City Government

City Council

Kenneth Cooper Alexander, PhD, The Honorable Mayor
Martin A. Thomas Jr., The Honorable Vice Mayor
Courtney R. Doyle, City Council Member
Mamie B. Johnson, City Council Member
Paul R. Riddick, City Council Member
Thomas R. Smigiel Jr., City Council Member
Andria P. McClellan, City Council Member
Danica J. Royster, City Council Member

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Debra Rocke, Vice-Chair
Virginia Alberts, Member
Stephen K. Powell, Member
Darrick Person, Member
Nathaniel G. Kinnison, Member
Gregg J. Mottinger, Member

City Manager's Office

Larry "Chip" Filer, PhD, City Manager
Trista Pope, Deputy City Manager
Michael Goldsmith, Deputy City Manager

Norfolk Department of Parks & Recreation Staff

Darrell R. Crittendon, CPRP, Director
Ed Matthews, CPRP, MLS, Assistant Director
Jose Benitez, Bureau Manager of Planning & Administration
Armistead "Ted" Dudley, Bureau Manager of Cemeteries
Steven Patton, CPSI, Bureau Manager of Parks & Forestry Operations
Kari Diop, CPRP, Bureau Manager of Recreation and Community Wellness
Demetrius "Pete" Allen, Division Head of Athletics & Special Services
Daniel "Dan" Jones, EMT, CPO, WSIT, LGIT, Division Head of Aquatics & Beach Safety
John "JR" Ruggierio, CPSI, Division Head of Park Maintenance
Steve Traylor, City Forester
Joshua Thetga, Division Head of Funeral Services
John Dill, Cemeteries Operations Manager
Stephen Zurek, PLA, Chief Architect

Consulting Team

PROS Consulting

Neelay Bhatt, Vice President and Principal Consultant
Phil Parnin, Associate Principal
Jason Elissalde, Senior Project Manager
Brayton McClure, Senior Project Manager

LPDA Landscape Architecture Land Planning

Bill Mechnick, President
Tristan Cleveland, Project Manager

Barth Associates

Dr. David Barth, Principal
Carlos Perez, Principal

ETC Institute

Chris Tatham, CEO

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1 Chapter

EXECUTIVE SUMMARY

1.1 Introduction

The City of Norfolk ("City") Department of Parks and Recreation ("Department") selected PROS Consulting to assist in conducting a Master Plan ("Plan"). The purpose of the Plan is to serve as a usable "blueprint" to the staff and the City Council in preparing a needs assessment and action plan as it prepares for a changing future.

This document is intended to be a dynamic and forward-thinking one to strengthen existing programs, facilities, and amenities to serve as a road map for the future.

The following goals were identified as a key outcome of this planning process:

01 Maximize engagement with the diverse community in an extensive, innovative and inclusive manner

02 Integrate learnings from our work with CAPRA accredited agencies nation-wide

03 Ensure diversity of offerings and equity of access (10 min walk)

04 Shape financial sustainability through "next" practices

05 Develop a dynamic and realistic strategic action plan

1.2 Project Process

The Plan followed a process of data collection, public input, on-the-ground study, assessment of existing conditions, market research, and open dialogue with local leadership and key stakeholders.

1 Where Are We Today?

- Existing site and facility review
- Benchmark analysis
- Financial analysis
- Programs and services assessments
- Levels of services standards
- GIS mapping
- Partnership review

2 Where Are Going Tomorrow

- Community engagement needs analysis
- Statistically-valid survey
- Demographics & recreation trends analysis review
- Parks maintenance management plan
- Development planning, park planning, and park refurbishment

3 How Do We get There?

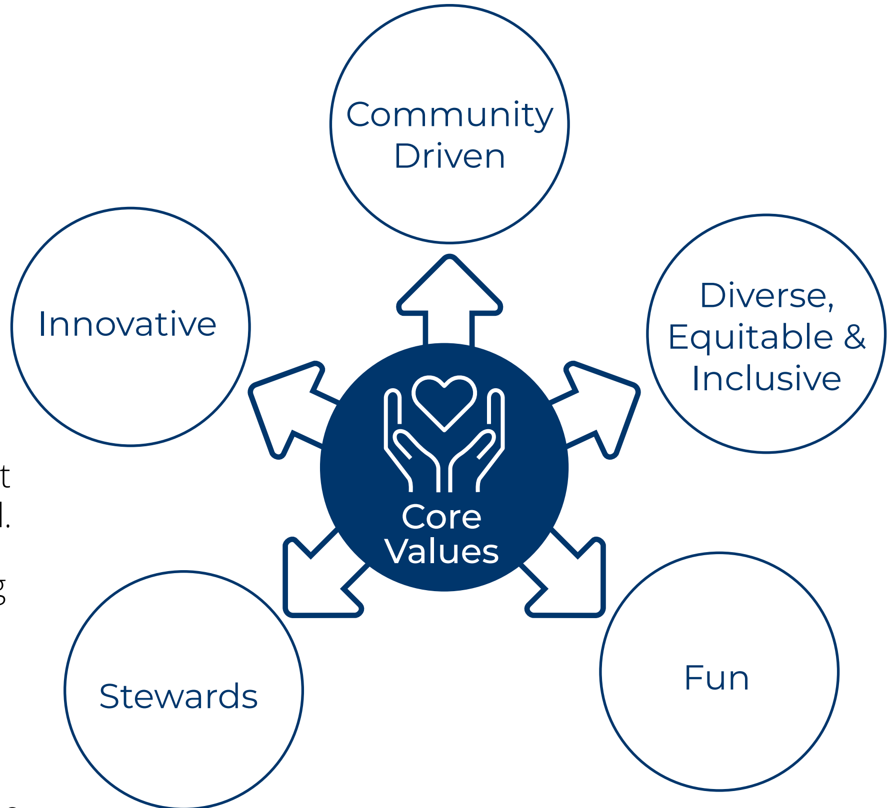
- Needs prioritization
- Capital development planning
- CAPRA review
- Financial planning
- Funding and revenue planning
- Strategic action plan implementation

1.3 Mission, Vision, Values, and Big Moves

Based on an iterative visioning process with staff using community input, demographics and trends and an analysis of the Department's programs, maintenance and operations and levels of service, the following Core Values, Vision and Mission Statement and Big Moves were developed staff.

1.3.1 Core Values

The following core values were developed through an iterative process during the Visioning Workshop with staff. These are the core values by which staff will operate. They have also helped shape the Vision and Mission for the Department.



1.3.2 Vision

The following is the vision statement that the Department aspires to fulfil.

"To be a national leader in providing life changing experiences"

1.3.3 Mission

The following mission statement serves as the "why" for the staff to do what they do everyday

"To keep YOU first"

1.3.4 Big Moves

Staff collaborated to identify the primary Department-wide outcomes they would aspire to achieve from this Plan. These Big Moves are the most significant outcomes desired and, when achieved, will serve as the legacy fulfilling the Plan's vision. The following are the 5 Big Moves that were identified through this process:

01 Build Regional Recreation Centers for intergenerational and multipurpose use

02 Create connected blue ways and trail networks

03 Develop Norfolk Parks and Recreation's unique story and branding (e.g., dedicated PR & Marketing team)

04 Grow an enduring organizational culture that values staff and enhances morale

a. Employee engagement and empowerment, buy-in and personal stake in the Dept.

05 Maximize inclusive access to all offerings (park, facility and beach etc.)

1.3.5 Strategic Action Plan

In addition, the Consulting Team developed an Action Plan that will be updated and utilized by staff to implement and track progress on this Plan's recommendations. This was based on the key Strategic Areas identified during the Visioning Workshop. These were then organized based on Short-term (0 – 3 years), Mid-term (4-5 years), Long-term (Beyond 5 years) and On-going.

The categories and some key strategies with timelines are shown below:

Parks, Beaches, Trails, & Forestry Actionable Recommendation
Short-Term Strategies
Assess current park and trail system for opportunities to add fitness equipment, lighting, water stations, seating, shade, etc.
Create program for "Adopt-a-Park" and "Adopt-a-Trail"
Mid-Term Strategies
Develop a Trail Plan with an emphasis on connectivity and access, especially to and from water areas
Improve wayfinding and interpretive sign age along trails and throughout parks
Long-Term Strategies
Add beach boardwalk connecting Community Beach Park to Ocean View Beach Park, Sarah Constant Beach Park, and the Ocean View Fishing Pier
Add park acreage to the system for neighborhood parks, communnity parks, and school park sites to ensure the level of service as the population grows
Ongoing Strategies
Better activate water areas with fishing, kayak launches, paddle boat rentals etc.
Continue to work with the City to achieve a 30% tree canopy through Department tree plantings, education and maintainence of the existing inventory through best practices
Incorporate historical elements into trails (i.e. Black History Tours, Civil Way Monument Tours)

Maintenance, Operations & Staffing Actionable Recommendations

Short-Term Strategies

Assess facility operating hours to ensure buildings are open at times that best fit community needs

Create in-depth staffing plan that addresses recruitment, onboarding, training, staffing levels, succession planning, and a salary analysis schedule

Develop a maintenance plan for existing parks and facilities

Mid-Term Strategies

Create Community Engagement position, responsible for community outreach, partnerships, marketing, sponsorships, etc. (position can also be responsible for grant writing)

Long-Term Strategies

Ongoing Strategies

Identify and share social media analytics and assess new social media

Facilities, Programs, and Events Actionable Recommendations

Short-Term Strategies

Assess current recreation centers for service overlaps and potential repurposing for fewer, larger ones

Develop an "Event Committee" to brainstorm new event ideas, address opportunities, and create uniformed event standards

Develop a "Technology Team" to assess current technology needs and brainstorm areas in which technology can be improved

Hold beach conservation-based events to promote greater awareness

Utilize findings in statistically valid survey to expand on program offerings

Mid-Term Strategies

Develop wildlife/marine education programs to be held at beach

Long-Term Strategies

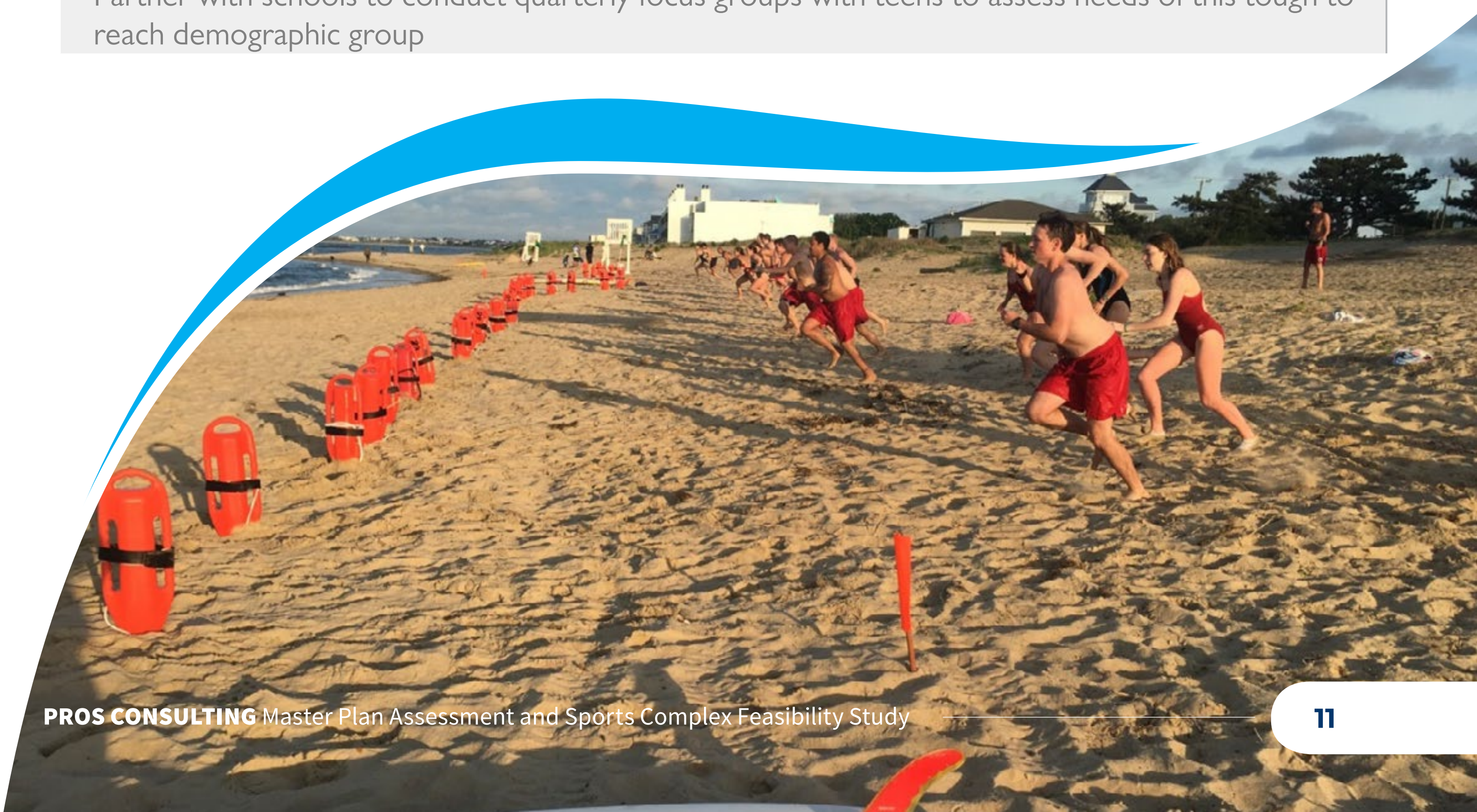
Geographically align pools and recreation centers better to equitably meet needs of community

Ongoing Strategies

Grow/ expand Esports programming in keeping with current program trends

Funding, Marketing, & Branding Recommendations

Short-Term Strategies
Create pricing plan to form process around regular pricing assessment and fee increases
Create a rental policy to create guidelines, pricing, and standards for facility rentals
Create an updated brand guide for the Department to focus on the new name and the Norfolk Way
Develop a comprehensive marketing, hiring and staffing strategy to advertise and fill difficult positions like: Lifeguards, Equipment Operators, Tree Trimmers and Groundskeepers
Develop a strategy to implement crowdfunding web-based fund raising, corporate partnerships and sponsorship packages, and maximize Recreation Commission to increase revenues
Identify the return on investment from each marketing method used by the Department
Mid-Term Strategies
Conduct a brand equity survey to identify community perceptions regarding the Parks and Recreation Department brand identity
Pursue bond/ referendum or other earned income support for future capital and operational needs
Long-Term Strategies
Seek dedicated funding source to help support parks and recreation needs for a sustainable future
Ongoing Strategies
Implement social media plan and posting schedule
Partner with schools to conduct quarterly focus groups with teens to assess needs of this tough to reach demographic group



1.4 Key Findings

Following the assessment of the City's parks and recreation system, a variety of key findings were identified to support the implementation of the Plan. These key findings help to guide decision-making for the next five to ten years.

1.4.1 Demographic & Recreation Trend Analysis

POPULATION

248,416 residents in 2020
0.23% avg Annual Growth since 2010
254, 994 residents in 2035

AGE

Median Age: **31.0**
Largest age segment: **18-34**
55+ slow increase by 2035

RACE/ETHNICITY

45% White
43% Black/African American
9% Hispanic

INCOME

Median household income: **$50,260**
Per capita income: **$27,169**

Population

The City population is growing slowly, at a rate of one-fourth of the national growth rate. As the population increases, the Department must pay attention to demographic shifts in the future to ensure that offerings continue to evolve to meet the changing community needs.

Age

City residents are much younger than the national median age and there is a strong presence of young adults ages 18-34. By 2035, the oldest age segments (55-74 and 75+) are expected to be the only groups that will experience growth. The Department must continue to provide services for all ages and regularly reevaluate its programming mix to effectively transition as the population ages

Race / Ethnicity

The City's populace is more diverse than the national landscape, with a nearly even split between White Alone (45%) and Black / African American (43%) races. The US is 70% White Alone and 13% Black / African American. The racial composition of City residents is expected to remain fairly consistent over the next 15 years. People of Hispanic / Latino ethnicity represent only 9% of the total population, which is half of the national average (18.8%), but this group is expected to undergo slight growth by 2035. The Department should continue to monitor program participation to ensure that offerings are adequately serving residents and are representative of the race / ethnicity distribution of City residents.

Income Levels

The income characteristics of City residents are well below state and national levels for per capita income and median household income. The lower earning capabilities of the population suggests there may be areas that are facing significant limitations financially and a general lack of disposable income for residents. The Department should continue to prioritze access to recreational opportunities, especially for low income populations, and ensure offerings are equitable. Households with lower income may also be more susceptible to barriers for participation, such as transportation and access to technology.

Local Participatory Trends

Trends: Local recreation trends show strong participation across all categories assessed, with 36 out of 42 activities having MPI scores above the national average. This is very promising for the Department, as market potential data suggests that City residents are more inclined to participate in a wide variety of recreational activities related to sports, fitness, outdoor recreation, and commercial recreation *(See 2.1.4 for full details.)*

1.4.2 Benchmark Analysis

The goal of this analysis is to evaluate how the Department is positioned among peer agencies. The benchmark assessment is organized into specific categories based on peer agency responses to targeted questions that lend an encompassing view of each system's operating metrics as compared to Norfolk.

The agencies selected for the benchmark are high performing park systems around the US, including Sioux Falls, South Dakota (CAPRA accredited), Tampa Bay, Florida (Gold Medal winner 2021, CAPRA accredited 2021), Greensboro, North Carolina (Gold Medal winner 1979, 1987, 2002 & 2020, CAPRA accredited 2006), Carmel Clay, Indiana (Gold Medal winner 2014 & 2019, CAPRA accredited 2014), Newport News, Virginia and Richmond, Virginia. This allowed Norfolk to benchmark itself against top performing departments from across the country.

The benchmark study also uncovered some limitations and opportunities for Norfolk. The level of service for trail miles, program participation, operating expense per capita, revenue per capita, CIP summary, indoor recreation facilities, and marketing as percentage of operation are areas where Norfolk falls below the benchmark median and/or national best practices.

Overall, the benchmark analysis reveals that Norfolk is a strong park system and is comparable to some of the "best practice" systems across the US, with opportunities to improve, most notably in operating spending, program participation and indoor recreation space (which will impact revenue per capita), as well as trail miles.

The Master Plan's recommendations will use this data and help establish strategic goals to pursue along with key performance indicators (KPIs) that will tracked and measured over time as the Department continues to pursue excellence in all aspects of its operations. (See 2.2 for full details)

Agency	Jurisdiction Type	Pop.	Size (Sq. Mi.)	Population per Sq. Mi.	NRPA Gold Medal Winner	CAPRA Accredited (Year)
Norfolk RPOS	City	246,063	53.00	4,643	Finalist 2019	Yes - 2017
Sioux Falls Parks and Recreation	City	183,200	78.94	2,321	No	Yes
City of Tampa Parks & Recreation	City	399,700	175.20	2,281	Winner 2021 (Finalist 2018, 2019, 2020)	Yes - Originally 2011 (Renewed 2016 & 2021)
Greensboro Parks and Recreation Department	City	301,094	134.00	2,247	Winner (2020, 2002, 1987, 1979); Finalist (2019)	Yes; 2006
Carmel Clay Parks & Recreation, IN	Special District	95,797	47.46	2,018	2014 & 2020	Yes (2014 & 2019)
Newport News	City	180,955	68.71	2,634	No	No
Richmond Department of Parks, Recreation & Community Facilities	City	226,622	62.57	3,622	No	No

1.4.3 Community and User Engagement

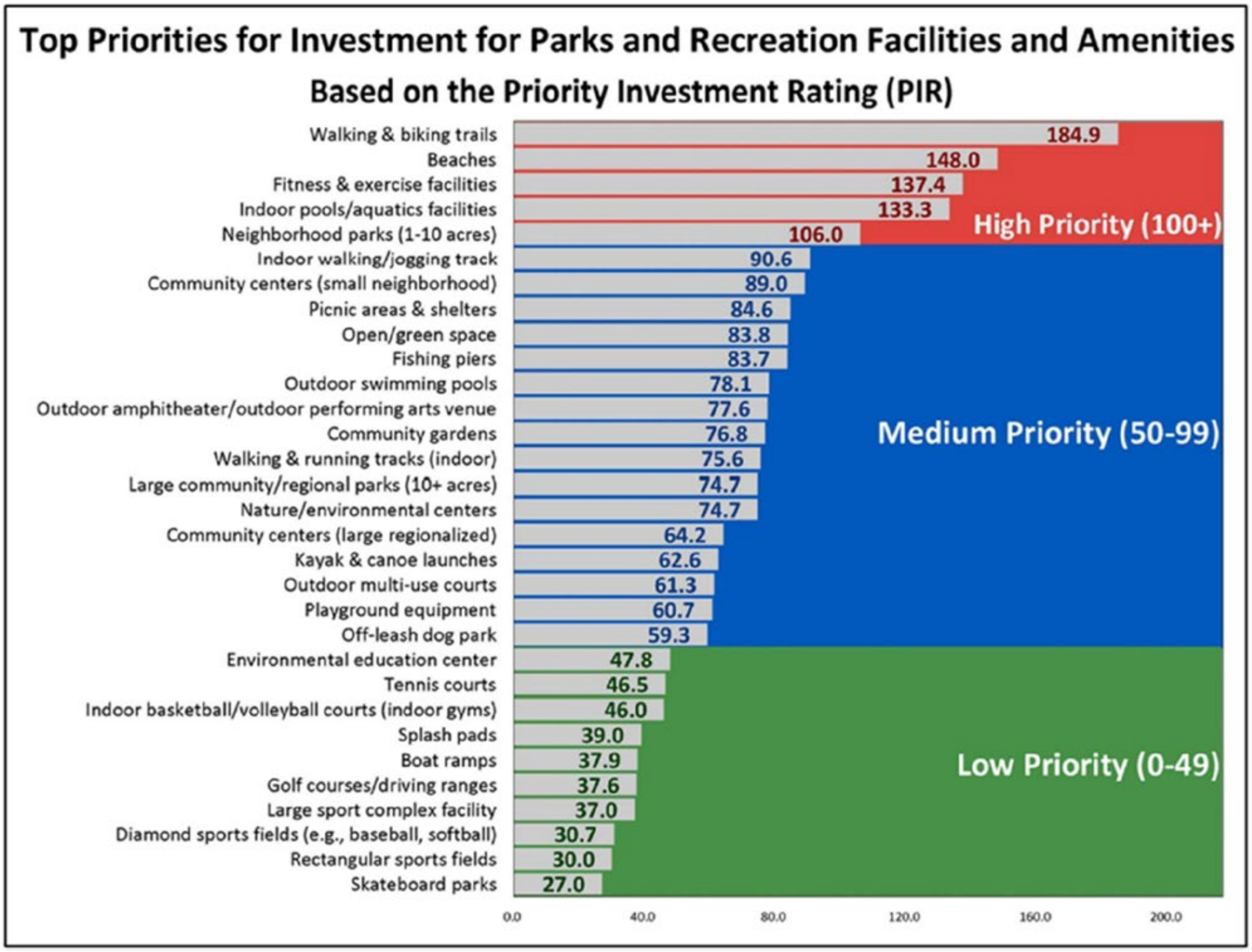
STATISTICALLY VALID SURVEY

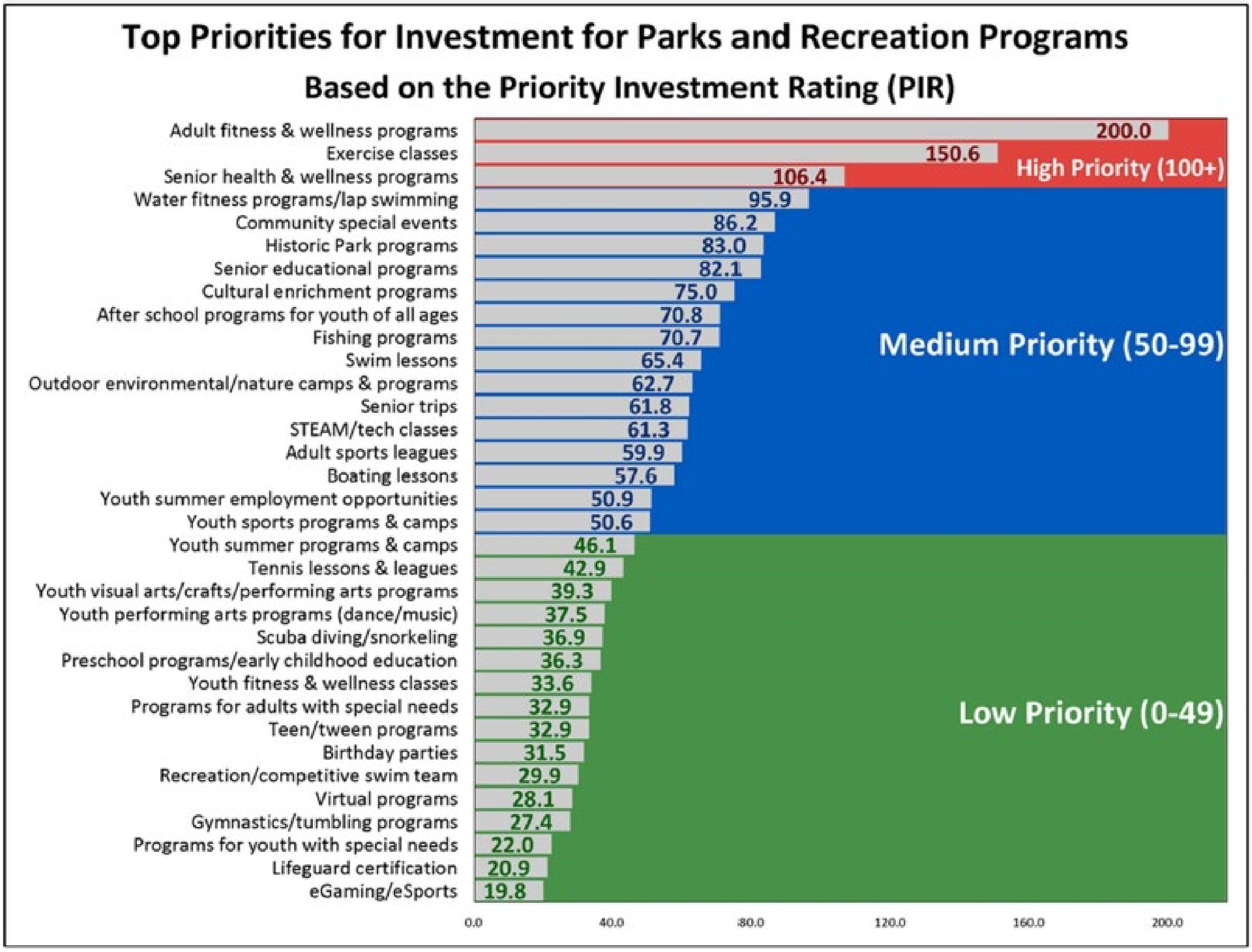
ETC Institute administered a Parks and Recreation Assessment Survey on behalf of the City. The purpose of the assessment was to analyze residents' opinion about various topics regarding the community's parks, trails, recreation facilities, programs, and services. A total of 449 residents completed the survey. The overall results for the sample of 449 households have a precision of at least +/- 4.6% at the 95% level of confidence.

The Priority Investment Rating (PIR) was developed to provide an objective tool for prioritizing investments. The PIR equally weighs (1) the importance that residents place on facility/program and (2) how many residents have unmet needs for the facility/program.

Priorities for Facility/Amenity Investments: Based the Priority Investment Rating (PIR), the following five facilities/amenities were rated as high priorities for investment:

- **Walking & biking trails (PIR=184.9)**
- **Beaches (PIR=148.0)**
- **Fitness & exercise facilities (PIR=137.4)**
- **Indoor pools/aquatics facilities (PIR=133.3)**
- **Neighborhood parks (PIR=106.0)**





Priorities for Program Investments. Based on the priority investment rating (PIR) the following three programs were rated as "high priorities" for investment:

- **Adult fitness & wellness programs (PIR=200.0)**
- **Exercise classes (PIR=150.6)**
- **Senior health & wellness programs (PIR=106.4)**

SURVEY COMPARISON

The City also had an Online Community Survey (powered by SurveyMonkey) conducted in order to better prioritize community needs. This mirrored the ETC Statistically Valid Survey allowing those who weren't randomly selected to partake in the Statistically Valid Survey a chance to participate in the community engagement process and give their input.

Overall, the findings from the Online Community Survey are fairly similar to the Statistically Valid Survey results. In many instances, the results mirror each other. Below are some of the key takeaways from both the surveys.

- **Focusing on Email / Eblasts, the City's website, Facebook, and Instagram will be important in communication efforts, as "I don't know what is offered" is the #1 barrier listed by a large margin.**

- **Fitness and wellness programs, including exercise programs and water fitness are top community priorities.**
- **The importance of beaches, walking & biking trails, and neighborhood parks by the City of Norfolk indicates a community interested in open, passive recreation spaces.**
- **There is a desire for some kind of aquatic facility and both indoor and outdoor fitness space.**
- **The COVID-19 pandemic improved the perception of the value parks, trails, open spaces and recreation with a majority of the community.**
- **There are some notable differences in the demographics of those who filled out the Statistically Valid Survey and the Online Community Survey. The Online Community Survey showed much higher participation in females and younger age groups.**
- **The low representation in the Black / African American community should be looked at as it indicates an opportunity in better reaching that demographic.**

1.4.4 Parks and Facilities Assessment

The design team performed and facilitated the assessment of physical conditions of parks and facilities operated by the department, as well as school facilities maintained by the Department and used for recreation. The objective of the assessments was to identify and quantify conditions which ultimately have a direct effect on the quality of programming, user experiences, and the public health, welfare, and safety.

LPDA and Department staff evaluated the condition of 122 sites around the City. An example of the summary is to the right. The scores for the condition of parks and facilities ranged from perfect 0% scores for condition concerns (Broad Creek Park, Brambleton Dog Park) to 71% condition concerns at Reservoir Avenue Mini Park. Overall, the sites are generally in good condition. Very few of the total 122 sites assessed in the report scored above 50%, or very poor, on the conditions scoring. The only sites that did so were: Barraud Park (51%, Community Park), Craig Street Playground (57%, Neighborhood Active Park), Reservoir Ave. Mini Park (71%, Neighborhood Active Park), Stone Park (52%, Passive Greenspace), and Berkley Dog Park (59%, Dog Park). *See section 4.1 for full details.*

CONDITION - Community Parks			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Bay Oaks Park	2	60	3%
Linear Part at Outlet Mall	6	52	13%
Ballentine Park	16	52	31%
Lakewood Park	25	72	35%
Northside Park	31	80	39%
Poplar Hall Park	27	68	40%
Lafayette Park	33	72	46%
Barraud Park	37	72	51%

The Department manages 144 separate sites in a broad range of categories, from traditional neighborhood parks, open greenspaces, and indoor recreation centers, to special event spaces, school sites, cemeteries, and water access points. The Department is dedicated to providing high quality recreational opportunities, but with an extensive, aging system and resource constraints, maintaining uniformly high levels of service is a challenge. During the system site assessments several common themes related to the condition of parks and facilities were observed, including a lack of or limited ADA accessibility, poor neighborhood connectivity, aging amenities and equipment, deferred maintenance, and opportunities for improved design and material standards. It is recommended that the City take a phased approach to repairs and refurbishment, addressing issues of safety and code-deficiency immediately, and then proceeding to address more systemic issues related to deferred maintenance and obsolescence.

In order of priority, the order of repairs and improvements in the parks should be as follows:

1. **Safety**: tripping hazards, standing water, broken play equipment, surfacing.
2. **Code**: ADA, ingress/egress, lighting, fire
3. **Deferred Maintenance**: paint, equipment repairs, etc.
4. **Obsolescence/Replacements**: obsolete non-standard/ non code compliant amenities, etc.
5. **Park Improvements**: additions which address programs, address current needs, add value etc.

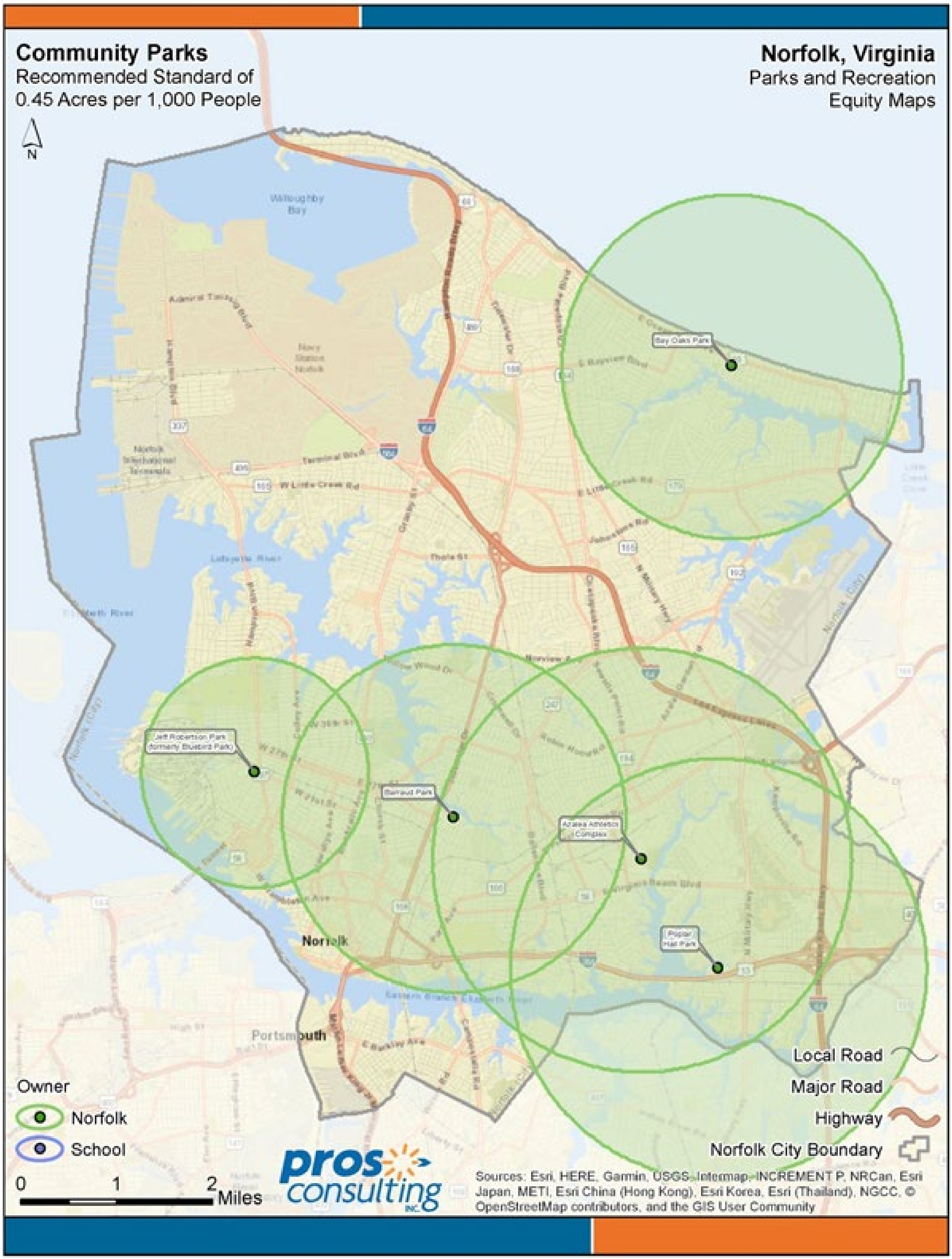
1.4.5 Equity Mapping

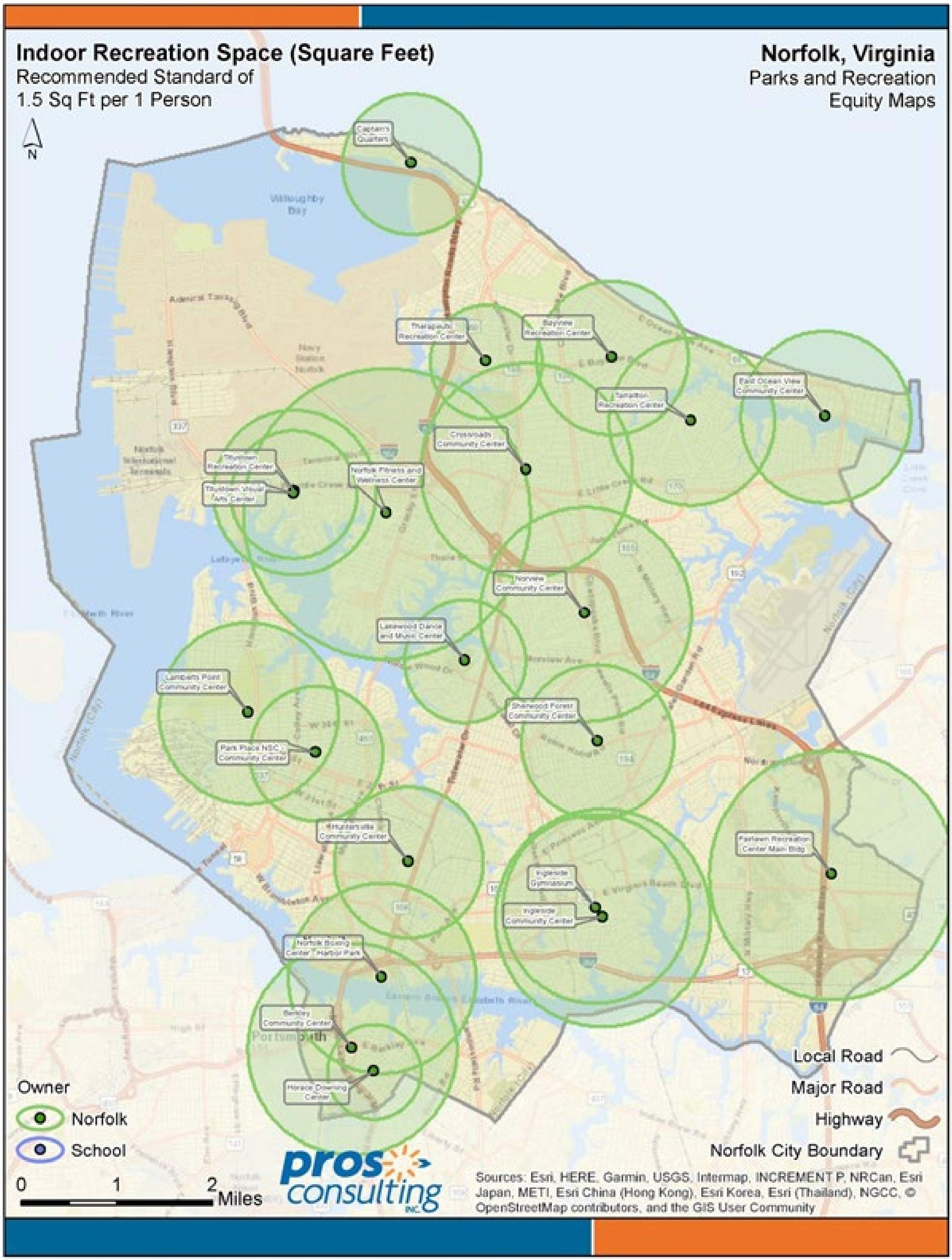
Service area maps and LOS standards assist management staff and key leadership in assessing where services are offered, how equitable the service distribution and delivery is across Norfolk's service area, and how effective the service is as it compares to the demographic densities. In addition, reviewing per-capita guidelines enables the Department to assess gaps or overlaps in its services, where amenities/facilities are needed, or where an area is oversaturated.

Based on this, the Department's leadership can make appropriate capital improvement decisions that meet systemwide needs while assessing the ramifications of the decision on a specific area.

The source for the population totals used for LOS standard development is the estimated 2021 population as reported by ESRI. The shaded circular areas in the Equity Maps below indicate the service level (i.e., the population being served by that park type/amenity) as outlined in the previous section. The shaded areas vary in size and are dependent upon the quantity of a given amenity (or acre type) at each site and the service levels available to the surrounding population. The larger the circle, the more people a given amenity or park acre serves and vice versa. Additionally, some circles are shaded a different color, which represents the "owner" of that particular amenity or acre type.

There is a legend in the bottom left-hand corner of each map depicting the various owners in the equity mapping process. The areas of overlapping circles represent adequate service, or duplicated service, and the areas with no shading represents the areas not served by a given amenity or park acre type.


Community Parks
Recommended Standard of
0.45 Acres per 1,000 People
Norfolk, Virginia
Parks and Recreation
Equity Maps
N
Willoughby Bay
Navy Station Norfolk
Norfolk International Terminals
Lafayette River
Elizabeth River
Bay Oaks Park
Jeff Robertson Park (formerly Bluebird Park)
Barraud Park
Azalea Athletics Complex
Poplar Hall Park
Norfolk
Portsmouth
Owner
Norfolk
School
Local Road
Major Road
Highway
Norfolk City Boundary
0
1
2
Miles
pros consulting INC.
Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community


Indoor Recreation Space (Square Feet)
Recommended Standard of
1.5 Sq Ft per 1 Person
Norfolk, Virginia
Parks and Recreation
Equity Maps
N
Owner
Norfolk
School
0
1
2
Miles
Local Road
Major Road
Highway
Norfolk City Boundary
pros consulting INC.
Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community

1.4.6 Youth Sports Assessment

The Consulting team with assistance from City staff identified criteria to assess the Youth Sports offerings of other agencies identified by the City. These included agencies that are comparable in nature as well as within proximity to the City and located in Virginia. They are

- City of Chesapeake
- City of Hampton
- City of Newport News
- City of Portsmouth
- City of Richmond
- City of Suffolk
- City of Virginia Beach
- Henrico County

The goal of this analysis is to evaluate how these agencies are servicing the youth sports segment in terms of facilities, rental pricing strategies, and other revenue streams. Below are some of the key findings.

Popular Venues Types: The most popular venues were tennis courts and baseball fields with 76% of them being lighted and 33% offering concessions.

Rentals: In terms of pricing strategies for rentals, each agency had their own mix depending on the level of service and facility maintenance particularly by additional services, type of customer (resident/non-resident, tournament/individual, adult/youth). Dynamic pricing for rentals is a key component for maximizing rental revenue as it allows the agency to take advantage of fluctuating market demand

The average prices of rentals varied widely across the board from $15/hour to $80/hour or $130/day to $400/day for fields. For courts some agencies would not collect a rental fee, some would put a very minimal price ($3-$5/hour) and others could charge upwards of $45/hour for certain high-end facilities. Norfolk can therefore assess their current prices to match the quality of their facilities.

Additional Revenue Streams: Looking at additional revenue streams, the City can look at the different assets offered by their facilities or special events to have their personalized tiered sponsorship approach from welcome signs to tables, golf carts, field naming rights or even vendor booths. Adult and youth leagues can also provide additional revenue streams through franchise and sanctioning fees or registration fees including a late registration penalty or an equipment package.

Overall, each agency has their custom approach for offerings and revenue generation at their facilities. The City can adapt their pricing for rentals and offerings to the quality, level of service, target population and more of their venues while recognizing that the socioeconomic characteristics of the community served by the City are significantly different than some others such as Virginia Beach or York County.

Agency	Resident / Non Resident	Prime / Non-Prime Time	Weekday / Weekend	Age Segment	Family Household Status	Group Discount	By Location	By Competition (Market Rate)
City of Virgina Beach		x				x		
City of Newport News Parks, Recreation & Tourism								
City of Chesapeake VA	x							
City of Suffolk, VA								
City of Portsmouth, VA								x
City of Richmond, VA	x							
Henrico County Recreation & Parks								x
York County	x							

Agency	By Cost Recovery Goal	By Customs Ability to Pay	Partial Day vs Full Day	Consecutive days	Additional Services	Youth vs Adult	By Size oof field	By type of field (Turf/ grass)
City of Virgina Beach			x	x	x			x
City of Newport News Parks, Recreation & Tourism					x	x		
City of Chesapeake VA					x		x	
City of Suffolk, VA								
City of Portsmouth, VA					x			
City of Richmond, VA			x		x			
Henrico County Recreation & Parks						x		
York County					x	x		

1.4.7 Funding and Revenue Strategy

The purpose of developing funding and revenue strategies is to help staff prepare for the plan's implementation by identifying viable funding opportunities, including fees, charges, and partnerships, and to pursue and share examples from other agencies that may have been in a similar place.

The Department is predominantly funded through the General Fund, supported by property tax. This reliance can make responding appropriately to community needs and aging infrastructure a challenge, as there are many priorities that consume a city's general fund. The Department should explore increasing revenues through existing and new funding sources identified in the table below.

Funding Sources To Explore					
External Funding Sources	**Capital Funding Sources**	**User Fees**	**Grants**	**Taxes**	**Franchise/Licenses**
Corporate Sponsorships	Capital Fees	Recreation Service Fees	Virginia Recreational Trails Program	No funding sources to explore currently	Pouring Rights
Additional Partnerships	Capital Projects Fund	Fees and Charges	Land and Water Conservation Fund		Additional Inter-Local Agreements
Park Foundation	Coronavirus State and Local Fiscal	Reservations	Next Level Trails		Naming Rights
Trusts			NRPA Grant & Funding Reources		Advertising Sales
Special Fundraisers			IPRA Foundation Scholarships		

Initially, the Department should work with the City to outline the philosophy on earned income and determine an appropriate level of subsidy and set revenue goals. Once the philosophy is approved, the Department should explore implementing the following strategies:

Park Foundation: Establishing a park foundation helps the Department to deliver on its mission with fundraising and hold of land and other assets until the Department is ready to publicly provide the service.

Corporate Sponsorship: Corporations are looking to invest in great community projects, especially when the organization's mission, vision and values represent similar interests and outcomes. Developing a sponsorship program in combination with these other strategies can help the city leverage efforts to great accomplishments.

Fees and charges: The Department should conduct a fee review to determine competitive pricing and the community's ability to pay for services as part of an overall philosophy towards greater sustainability.

Reservations: The Department should know the total cost to provide reservation services. Reservations should be priced at market rate based on amenities, size and quality of facility. Revisit the reservation fees regularly as the cost of operations is increasing consistently.

Grants: Grants can be a great component to a multi-faceted funding strategy. That is if the Department has the capacity to meet all the requirements, including the reporting requirements. Evaluate the possible grant opportunities to understand all costs associated with the grant in determining the feasibility.

Naming Rights: With the need for facility renovations and lifecycle replacements, this funding source would be good to incorporate into the Department's overall funding strategy mix. The best results typically come from a specialized firm that assists the Department with developing the campaign and incentivizes the firm with a percentage of the earnings.

Pouring Rights: In renovations and new construction, there is the potential for concession stands and contracting with a particular beverage provider for exclusive rights. This revenue is a percentage of each product sold returned to the Department for operations.

Advertising: As renovations and new construction are conceptualized, the Department should consider strategically locating advertising opportunities and capitalize on the earned income opportunity.

1.4.8 Malcom Baldrige Survey

In order to develop a deeper understanding of the Department, an organizational assessment survey was administered to all staff. Staff was given the opportunity to complete the survey online and in anonymous fashion. A total of 67 respondents from all levels of staff completed the survey.

This organizational assessment was conducted using the Malcolm Baldrige's Are We Making Progress? Survey. The survey design is based on Malcolm Baldrige Criteria for Performance Excellence, which identifies seven focus areas for evaluation:

- **Leadership**
- **Strategic Planning**

- Customer Focus
- Measurement, Analysis and Knowledge Management
- Workforce Focus
- Operations
- Organizational Outcomes

It should be noted, this survey represents a point in time and is based solely on the feedback of respondents. These results should be considered a baseline that will evolve over time, and this survey is an assessment tool that should be reevaluated yearly to gauge progress.

Based on the survey results, each of the seven focus areas were generally classified as strengths, areas that are trending positively, and opportunities for improvement.

STRENGTHS

- Workforce Focus
- Customer Focus

TRENDING POSITIVELY

- Operations
- Measurement, Analysis, and Knowledge Management
- Results
- Leadership

OPPORTUNITIES

- Strategic Planning

STATEMENTS WITH HIGHEST RATE OF AGREEMENT:

1. I am committed to my organization's success. **(97%)**

2. I know who my most important customers are. **(94%)**

2. I know how to measure the quality of my work. **(94%)**

4. I can improve my work processes when necessary. **(93%)**

4. My work products meet all requirements. **(93%)**

4. My customers are satisfied with my work. **(93%)**

4. My organization is a good place to work. **(93%)**

STATEMENTS WITH HIGHEST RATE OF DISAGREEMENT:

1. I know how well my organization is doing financially. **(25%)**

2. I know how my organization as a whole is doing. **(22%)**

3. My organization asks what I think. **(19%)**

3. As it plans for the future, my organization asks for my ideas. **(19%)**

5. My organization's leaders share information about the organization. **(16%)**

OVERALL SUMMARY

- Very high agreement rates overall (10 of 40 questions over 90%) and only two questions in which more than half of respondents did not agree indicate strong staff support, especially in the categories of customer and workplace focus.
- Strategic Planning had the lowest average agreement rate of the categories, which reinforces the importance of the Master Plan Assessment and Sports Complex Feasibility Study.
- We saw higher agreement rates from supervisors compared to non-supervisors, and from those employed less than 5 years compared to those who have worked for 6 years or more (Full details on the findings from the Malcom Baldrige Survey can be found in section 4.8.1)

2 Chapter

COMMUNITY PROFILE

2.1 Demographic & Recreation Trends Analysis

2.1.1 Introduction

A key component of the Plan is a Demographic & Recreation Trends Analysis. This provides the Department of insight into the general makeup of the population served and identifies market trends in recreation. It also helps quantify the market for recreation in and around the City and understand of the types of parks, facilities, waterfront opportunities, and programs / services that are most appropriate to satisfy the needs of residents.

This analysis is two-fold – it aims to answer the who and the what. First, it assesses the demographic characteristics and population projections of City residents to understand who the Department serves. Secondly, recreational trends are examined on a national, regional, and local level to understand what the population served wants to do. Findings from this analysis establish a fundamental understanding that provide a basis for prioritizing the community need for parks, trails, facilities, and recreation programs.

2.1.2 Demographic Analysis

The Demographic Analysis describes the population within the City. This assessment is reflective of the City's total population and its key characteristics such as age segments, race, ethnicity, and income levels. It is important to note that future projections are based on historical patterns and unforeseen circumstances during or after the time of the analysis could have a significant bearing on the validity of the projected figures.

Demographic Overview

The infographic below provides an overview of the City populace based on population, age, race / ethnicity, and income.

POPULATION

248,416 residents in 2020
0.23% avg Annual Growth since 2010
254, 994 residents in 2035

AGE

Median Age: **31.0**
Largest age segment: **18-34**
55+ slow increase by 2035

RACE/ETHNICITY

45% White
43% Black/African American
9% Hispanic

INCOME

Median household income: **$50,260**
Per capita income: **$27,169**

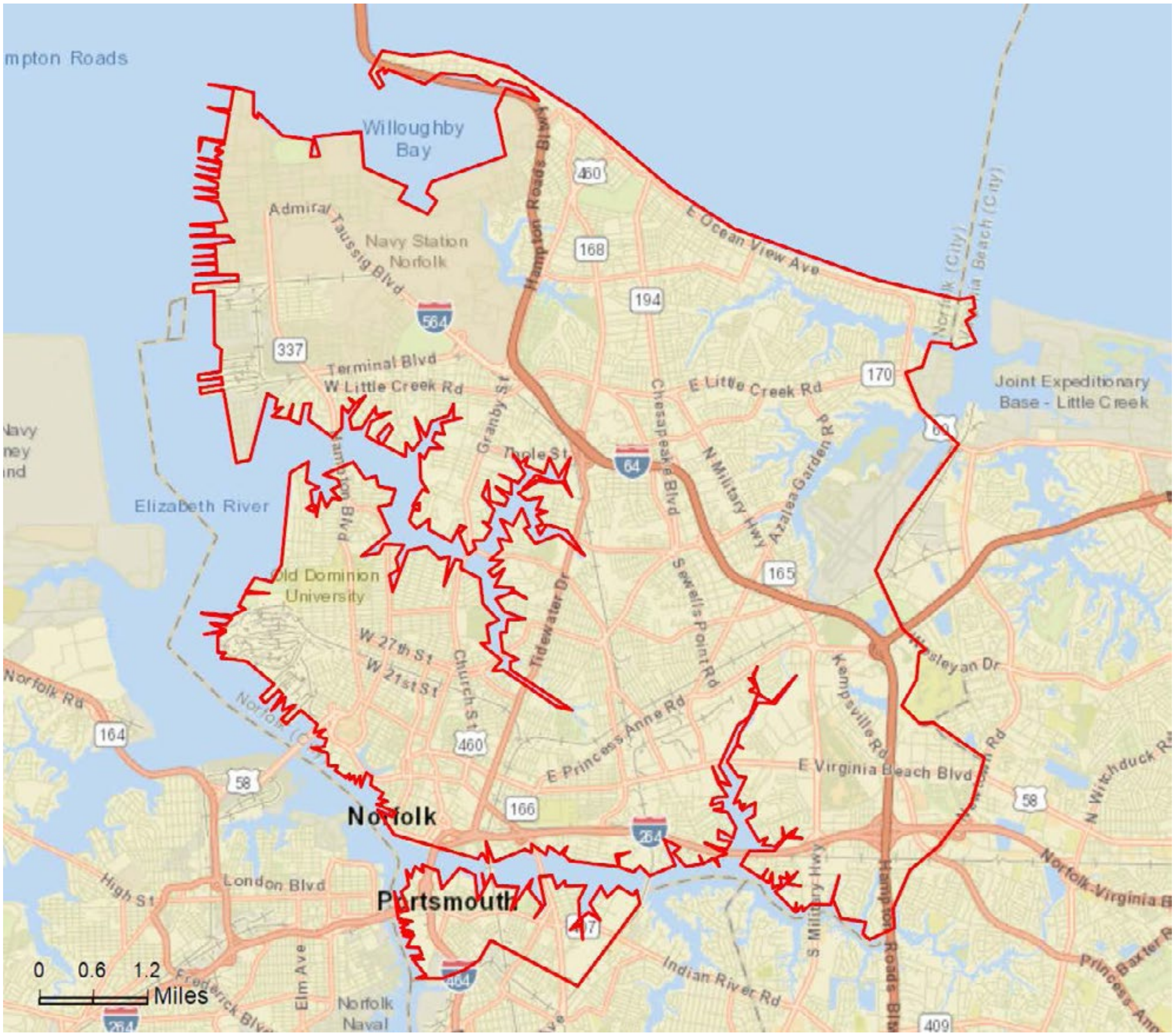
Methodology

Demographic data used for the analysis was obtained from U.S. Census Bureau and from Environmental Systems Research Institute, Inc. (ESRI), the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends.

All data was acquired in December 2020 and reflects actual numbers as reported in the 2010 Census. ESRI then estimates the current population (2020) as well as a 5-year projection (2025). PROS utilized straight line linear regression to forecast demographic characteristics for 2030 and 2035.

Demographic Analysis Boundary

The City boundaries shown below were utilized for the demographic analysis.

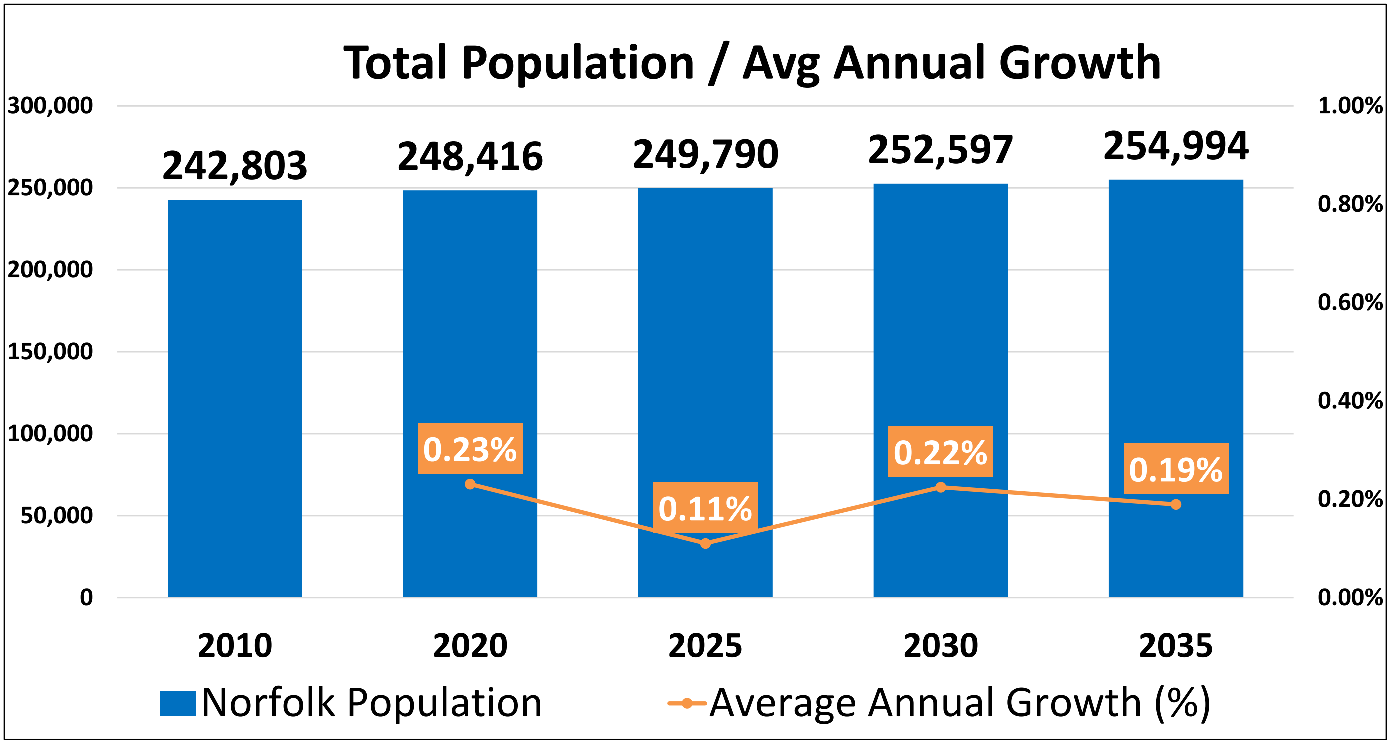


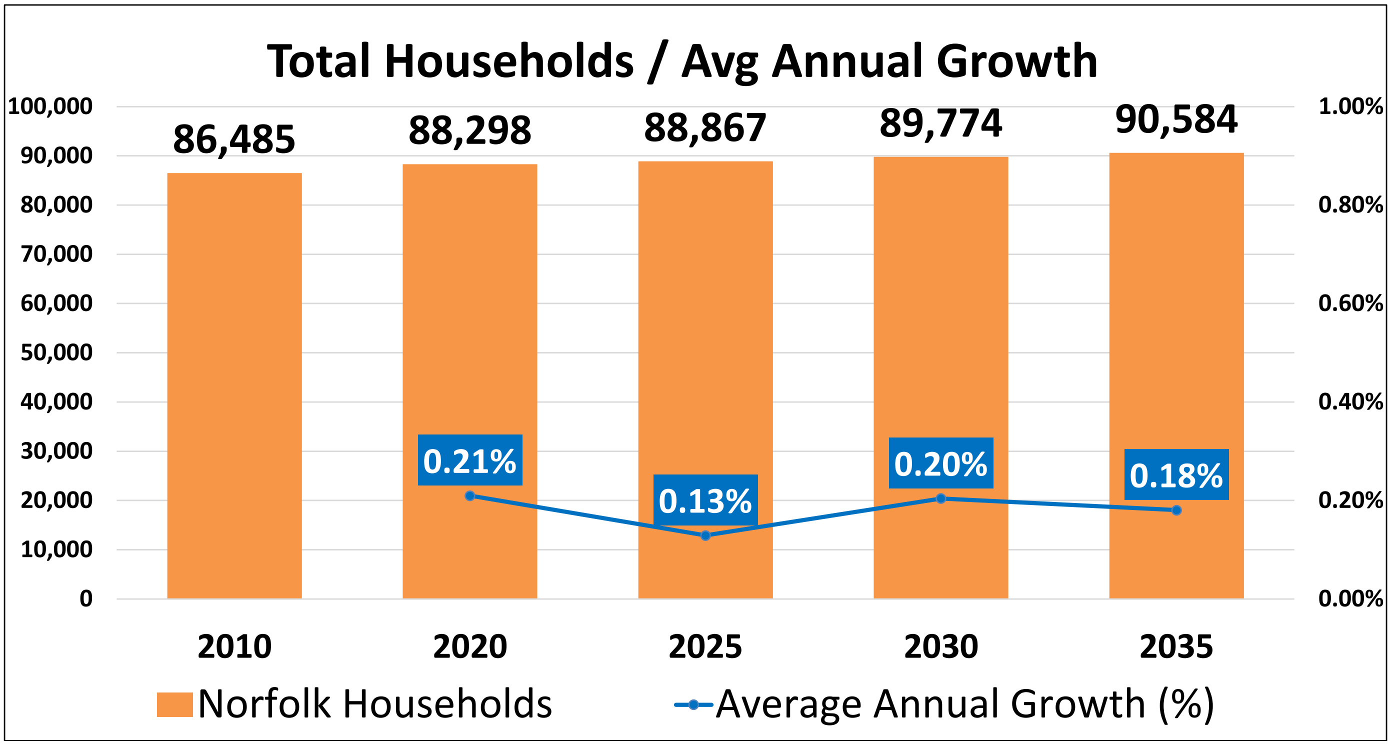
2.1.3 City Populace

Population

The City's population has experienced a minimal growing trend in recent years, increasing only 2.31% from 2010 to 2020 (0.23% per year). This is lower than the national annual growth rate of 0.81% (from 2010-2020). Similar to the population, the total number of households also experienced a slight increase of 2.10% over the past decade (0.21% annually).

Currently, the population is estimated at 248,416 individuals living within 88,298 households. Projecting ahead, the total population and total number of households are both expected to continue growing at a slow rate over the next 15 years. By 2035, the City's population is projected at 254,994 residents living within 90,548 households.

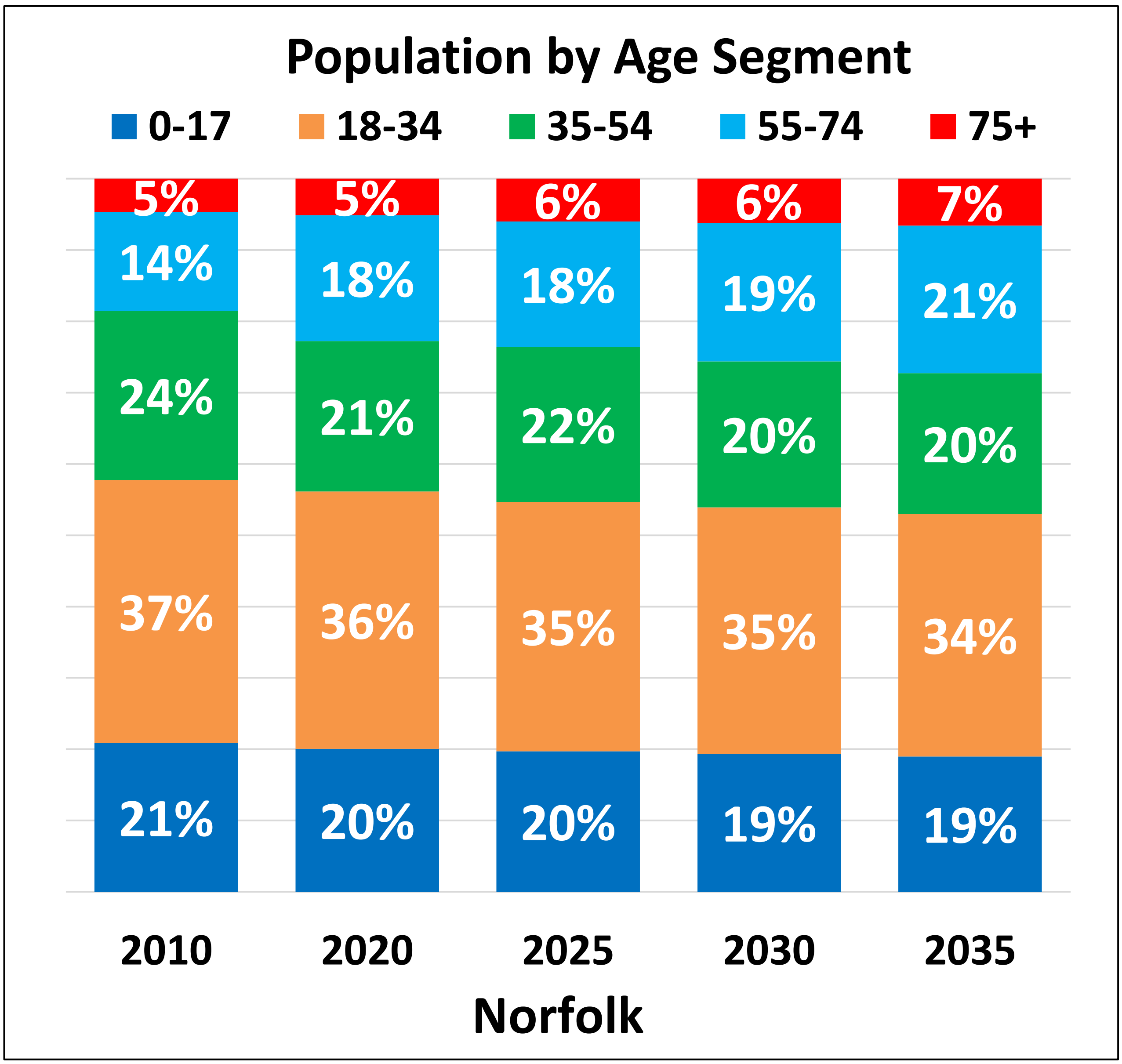




Age Segment

Evaluating the City's age segmentation, the population is very young with 56% of residents under the age of 35-years old. The population has a median age of 31 years old which is significantly younger than the U.S. median age of 38.5 years. The younger than average population can be partially attributed to the presence of universities within the City (where Old Dominion University and Norfolk State University have total enrollment of more than 30,000 students) as well as the Naval Station Norfolk.

Although the population is much younger than average, the 55-74 and 75+ segments are the only groups projected to experience growth over the next 15 years. By 2034, the 55-74 and 75+ segments are expected to increase to represent 28% of the total population while all other age segments experience small decreases.



Race and Ethnicity Definitions

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

- **American Indian**
  This includes a person having origins in any of the original peoples of North and South America (including Central America), and who maintains tribal affiliation or community attachment

- **Asian**
  This includes a person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam

- **Black**
  This includes a person having origins in any of the black racial groups of Africa

- **Native Hawaiian or Other Pacific Islander**
  This includes a person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific Islands

- **White**
  This includes a person having origins in any of the original peoples of Europe, the Middle East, or North Africa

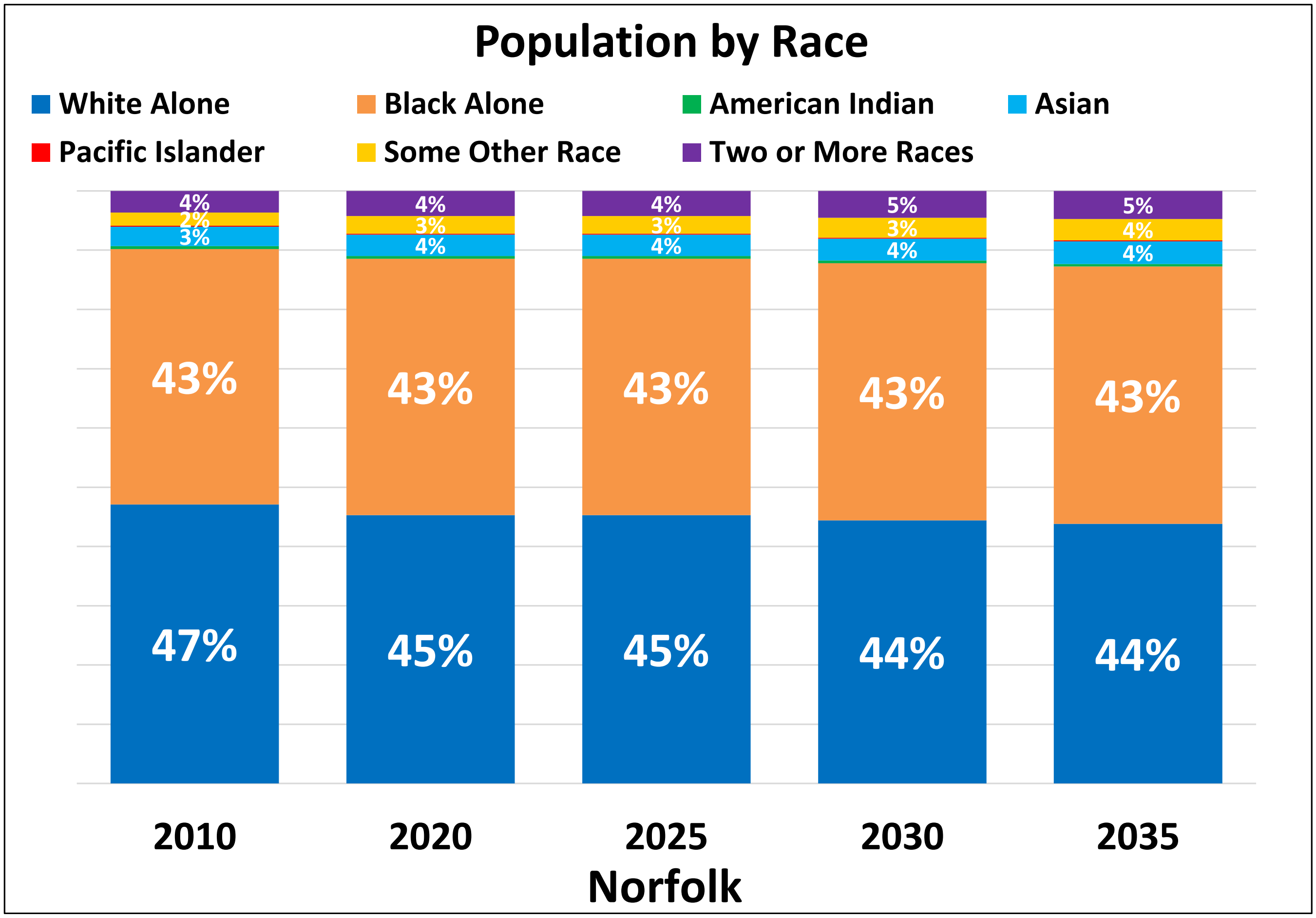
- **Hispanic or Latino**
  This is an ethnic distinction, a subset of a race as defined by the Federal Government; this includes a person of Mexican, Puerto Rican, Cuban, South or Central American, or other Spanish culture or origin, regardless of race

Please Note: The Census Bureau defines Race as a person's self-identification with one or more of the following social groups: White, Black or African American, Asian, American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, some other race, or a combination of these. While Ethnicity is defined as whether a person is of Hispanic / Latino origin or not. For this reason, the Hispanic / Latino ethnicity is viewed separate from race throughout this demographic analysis.

Race

Analyzing race, the City's current population is primarily split between White Alone (45%) and Black / African American (43%). The 2020 estimate also shows a small representation of Asian (4%) and Two or More Races (4%) populations. The City is much more diverse than the national population, which is approximately 70% White Alone, 13% Black Alone, and 7% Some Other Race.

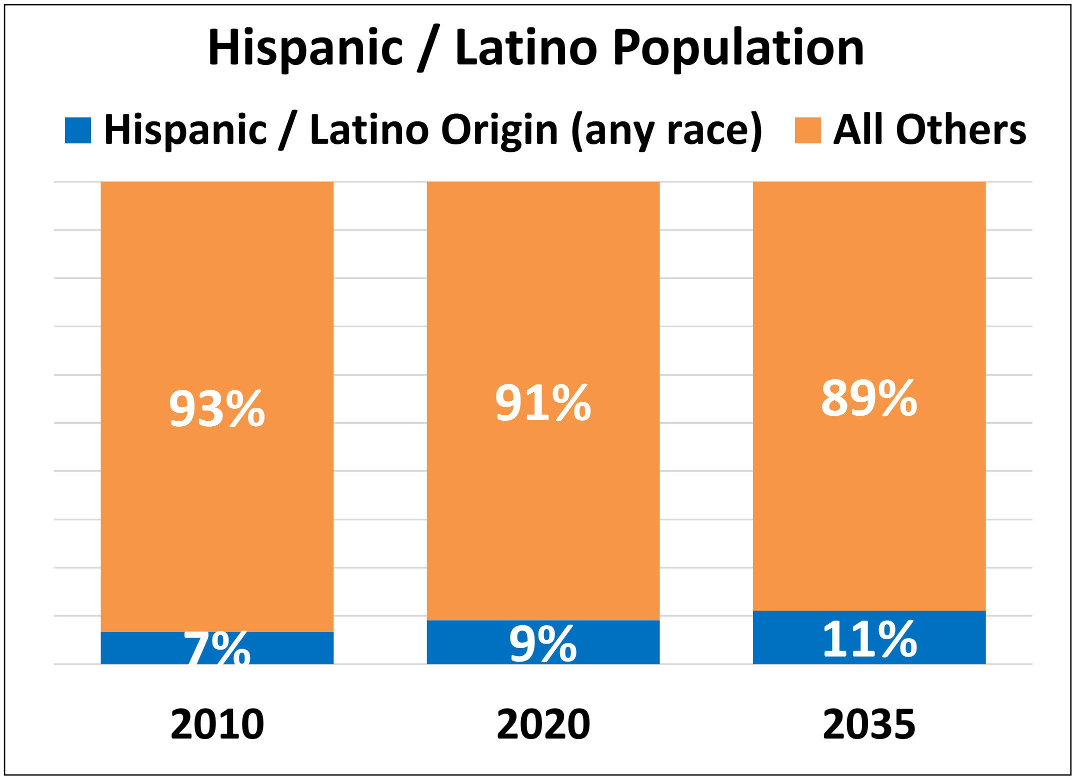
The predictions for 2035 expect the population to remain fairly consistent, with a slight decrease in the White Alone population offset by a minimal increase among Two or More Races.

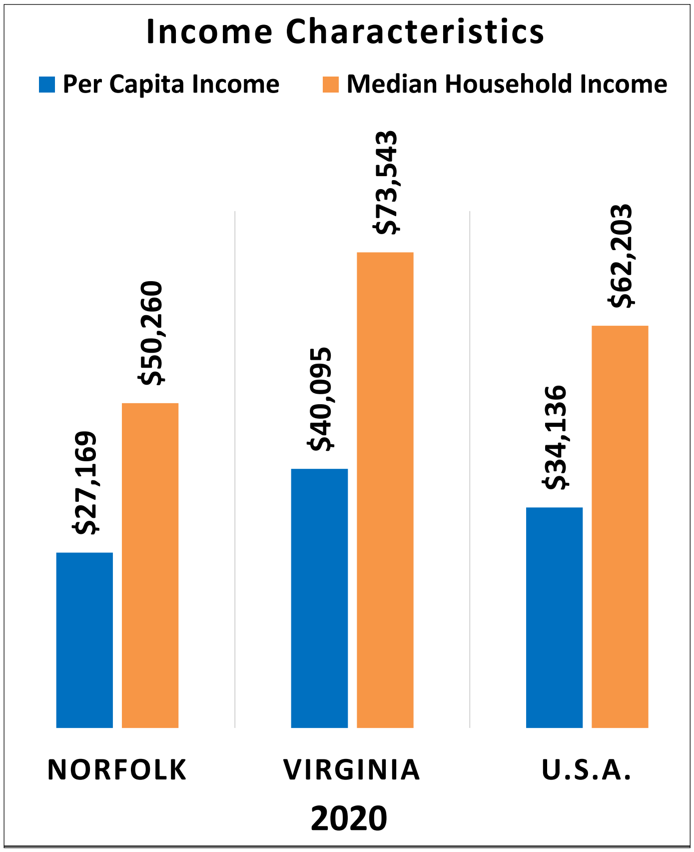


Ethnicity

The City's population was also assessed based on Hispanic/Latino ethnicity, which by the Census Bureau definition is viewed independently from race. It is important to note that individuals who are Hispanic/ Latino in ethnicity can also identify with any racial categories above.

Based on the 2010 Census, people of Hispanic/ Latino origin represent approximately 7% of the City's current population, which is significantly less than the national average (19% Hispanic/ Latino). The Hispanic/ Latino population is expected to grow more rapidly than any race, as it will increase to 11% of the City's total population by 2035.





Household Income

As seen below, the City's per capita income ($27,169) and median household income ($50,260) are both significantly lower than state and national averages. The below average income characteristics indicate that the average resident has less disposable income and may be more price sensitive to recreational offerings through the Department.

Demographic Comparative Summary

The table below is a summary of the City's demographic figures. These figures are then compared to the state and U.S. populations for perspective on a regional and national scale. The highlighted cells represent key takeaways from the comparison between the City and the national population.

2020 Demographic Comparison		Norfolk	Virginia	U.S.A.
Population	Annual Growth Rate (2010-2020)	0.23%	0.85%	0.81%
	Projected Annual Growth Rate (2020-2035)	0.18%	0.77%	0.74%
Households	Annual Growth Rate (2010-2020)	0.21%	0.82%	0.80%
	Average Household Size	2.43	2.55	2.58
Age Segment Distribution	Ages 0-17	20%	21%	22%
	Ages 18-34	36%	23%	23%
	Ages 35-54	21%	26%	25%
	Ages 55-74	18%	23%	23%
	Ages 75+	5%	6%	7%
Race Distribution	White Alone	45.3%	65.3%	69.4%
	Black Alone	43.3%	19.4%	13.0%
	American Indian	0.5%	0.4%	1.0%
	Asian	3.6%	7.0%	5.9%
	Pacific Islander	0.2%	0.1%	0.2%
	Some other Race	3.0%	4.0%	7.1%
	Two or More Races	4.2%	3.8%	3.6%
Hispanic/Latino Population	Hispanic / Latino Origin (any race)	9.1%	10.1%	18.8%
	All Others	90.9%	89.9%	81.2%
Income Characteristics	Per Capita Income	$27,169	$40,095	$34,136
	Median Household Income	$50,260	$73,543	$62,203

Significantly higher than the National Average

Significantly lower than the National Average

2.1.4 Recreational Trends Analysis

The Recreational Trends Analysis provides an understanding of national and local recreational trends. Trends data used for this analysis was obtained from Sports & Fitness Industry Association's (SFIA), National Recreation and Park Association (NRPA), and Environmental Systems Research Institute, Inc. (ESRI). All trend data is based on current and/or historical participation rates, statistically-valid survey results, or NRPA Park Metrics.

National Trends in Recreation

Methodology

The Sports & Fitness Industry Association's (SFIA) Sports, Fitness & Leisure Activities Topline Participation Report 2022 was utilized in evaluating the following trends:

- National Recreation Participatory Trends
- Core vs. Casual Participation Trends

The study is based on findings from surveys carried out in 2021 by the Physical Activity Council (PAC), resulting in a total of 18,000 online interviews. Surveys were administered to all genders, ages, income levels, regions, and ethnicities to allow for statistical accuracy of the national population. A sample size of 18,000 completed interviews is considered by SFIA to result in a high degree of statistical accuracy. A sport with a participation rate of five percent has a confidence interval of plus or minus 0.32 percentage points at a 95 percent confidence level. Using a weighting technique, survey results are applied to the total U.S. population figure of 304,745,039 people (ages six and older).

The purpose of the report is to establish levels of activity and identify key participatory trends in recreation across the U.S. This study looked at 118 different sports/activities and subdivided them into various categories including: sports, fitness, outdoor activities, aquatics, etc.

Core vs. Casual Participation

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

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

IMPACT OF COVID-19

Approximately 232.6 million people ages 6 and over reported being active in 2021, which is a 1.3% increase from 2020 and the greatest number of active Americans in the last 5 years. There were more things to do as outdoor activities thrived, fitness at home became more popular, and team sports started back up after the COVID-19 hiatus.

Americans continued to practice yoga, attend Pilates training, and workout with kettlebells. They were drawn to the ease of pickleball and the competitiveness of tennis. Many started at indoor climbing, while others took to the hiking trail. The waterways traffic had an increase of stand-up paddlers, kayaks, and jet skis. Gymnastics, swimming on a team, court volleyball, and fast-pitch softball benefited from the participation boom created from the Olympics.

Water sports had the largest gain in participation rates. Activities such as kayaking, stand-up paddling, and boardsailing/windsurfing all contributed to the 2.0 percent increase. Outdoor sports continued to grow with 53.9 percent of the U.S. population participating. This rate remains higher than pre-pandemic levels, having 6.2 percent gain over 50.7 percent participation rate in 2019. The largest contributor to this gain was trail running having increased 5.6 percent in one year and 13.9 percent from 2019.

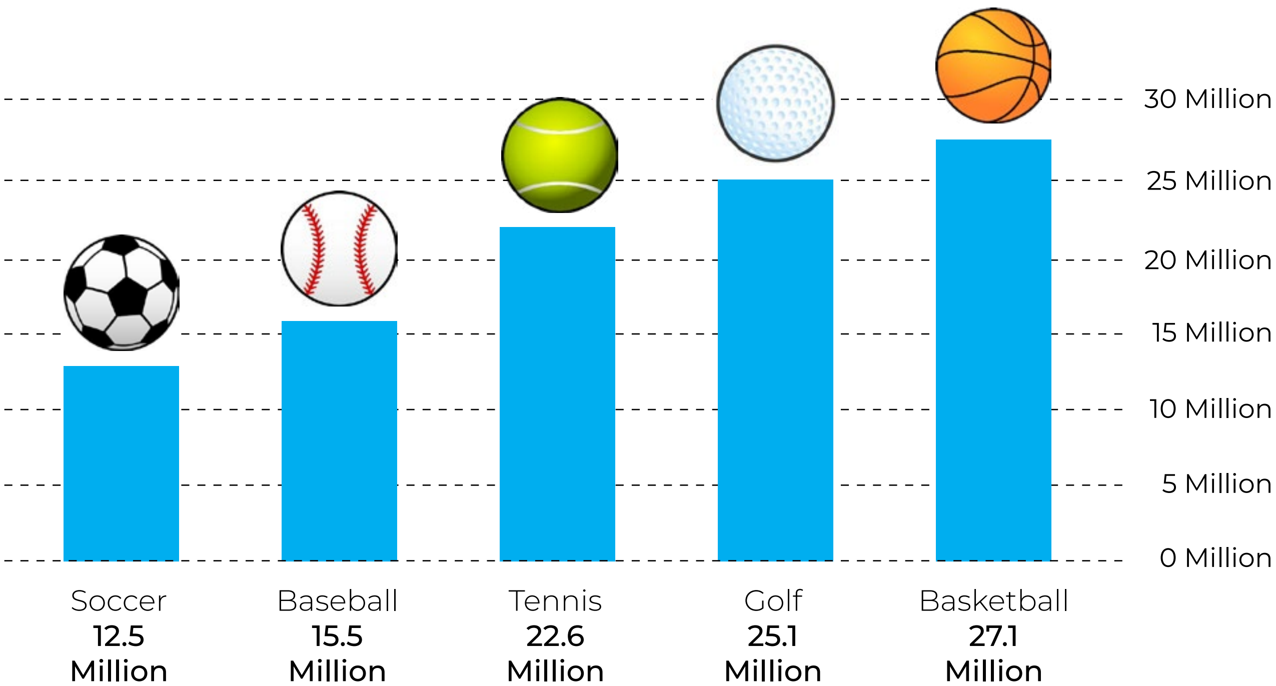
Generationally, fitness sports continue to be the go-to means of exercise for Boomers, Gen X, and Millennials. Over half of the Gen X, Millennials, and Gen Z generation participated in one type of outdoor activity. Team sports were heavily dominated by generation Gen Z.

National Trends in general sports

Participation Levels

The top sports most heavily participated in the United States were Basketball (27.1 million), Golf (25.1 million), and Tennis (22.6 million) which have participation figures well in excess of the other activities within the general sports category. Baseball (15.5 million), and Outdoor Soccer (12.5 million) round out the top five.

The popularity of Basketball, Golf, and Tennis can be attributed to the ability to compete with relatively small number of participants, this coupled with an ability to be played outdoors and/or properly distanced helps explain their popularity during the COVID-19 pandemic. Basketball's overall success can also be attributed to the limited amount of equipment needed to participate and the limited space requirements necessary, which make basketball the only traditional sport that can be played at the majority of American dwellings as a drive-way pickup game. Golf continues to benefit from its wide age segment appeal and is considered a life-long sport. In addition, target type game venues or Golf Entertainment Venues have increased drastically (72.3%) as a 5-year trend, using Golf Entertainment (e.g., Top Golf) as a new alternative to breathe life back into the game of golf.



Five-Year Trend

Since 2016, Pickleball (71.2%), Golf-Entertainment Venues (51.3%), and Tennis (25.1%) have shown the largest increase in participation. Similarly, Boxing for Fitness (21.4%) and Competition (20.7%) have also experienced significant growth. Based on the five-year trend from 2016-2021, the sports that are most rapidly declining in participation include Ultimate Frisbee (-40.4%), Roller Hockey (-26.1%), Volleyball (Sand/Beach) (-23.8%), Squash (-23.5%), Slow Pitch Softball (-21.9%), and Gymnastics (-20.7%).

One-Year Trend

The most recent data shares similarities with five-year trends; with Pickleball (14.8%) and Boxing for Competition (7.3%) experiencing increases in participation this past year. The greatest one-year increases also include Fast Pitch Softball (15.3%), Gymnastics (10.9%), and Court Volleyball (8.1%). Basketball (-2.2%), Flag Football (-1.6%), Indoor Soccer (-0.6%) and Baseball (-0.5%) have shown a five-year trend increase, but a one-year trend decrease. This is likely a direct result of coming out of the COVID-19 pandemic.

Core vs. Casual Trends in general sports

Highly participated in sports, such as Basketball, Baseball, and Slow Pitch Softball generally have a larger core participant base (participate 13+ times per year) than casual participant base (participate 1-12 times per year). Due to the COVID-19 Pandemic, most activities showed a decrease in their percentage of core participants.

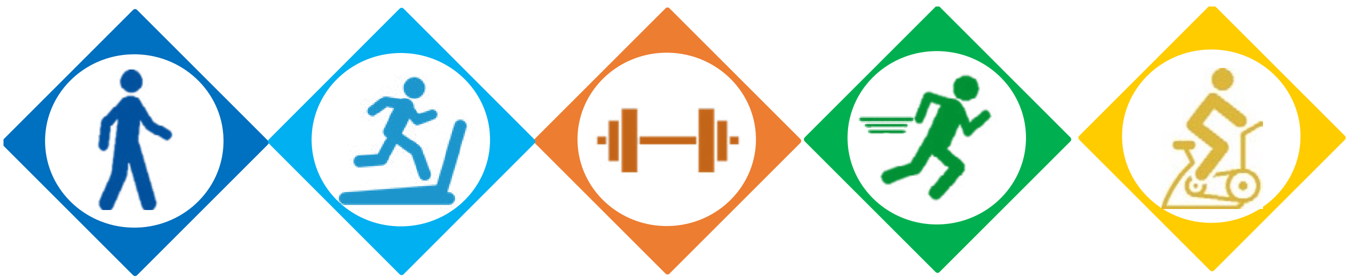
National Participatory Trends - General Sports					
Activity	Participation Levels			% Change	
	2016	2020	2021	5-Year Trend	1-Year Trend
Basketball	22,343	27,753	27,135	21.4%	-2.2%
Golf (9 or 18-Hole Course)	23,815	24,804	25,111	5.4%	1.2%
Tennis	18,079	21,642	22,617	25.1%	4.5%
Baseball	14,760	15,731	15,587	5.6%	-0.9%
Soccer (Outdoor)	11,932	12,444	12,556	5.2%	0.9%
Golf (Entertainment Venue)	8,173	12,057	12,362	51.3%	2.5%
Softball (Slow Pitch)	7,690	6,349	6,008	-21.9%	-5.4%
Football (Flag)	6,173	7,001	6,889	11.6%	-1.6%
Volleyball (Court)	6,216	5,410	5,849	-5.9%	8.1%
Badminton	7,354	5,862	6,061	-17.6%	3.4%
Soccer (Indoor)	5,117	5,440	5,408	5.7%	-0.6%
Football (Touch)	5,686	4,846	4,884	-14.1%	0.8%
Football (Tackle)	5,481	5,054	5,228	-4.6%	3.4%
Gymnastics	5,381	3,848	4,268	-20.7%	10.9%
Volleyball (Sand/Beach)	5,489	4,320	4,184	-23.8%	-3.1%
Track and Field	4,116	3,636	3,587	-12.9%	-1.3%
Cheerleading	4,029	3,308	3,465	-14.0%	4.7%
Pickleball	2,815	4,199	4,819	71.2%	14.8%
Racquetball	3,579	3,426	3,260	-8.9%	-4.8%
Ice Hockey	2,697	2,270	2,306	-14.5%	1.6%
Ultimate Frisbee	3,673	2,325	2,190	-40.4%	-5.8%
Softball (Fast Pitch)	2,467	1,811	2,088	-15.4%	15.3%
Lacrosse	2,090	1,884	1,892	-9.5%	0.4%
Wrestling	1,922	1,931	1,937	0.8%	0.3%
Roller Hockey	1,929	1,500	1,425	-26.1%	-5.0%
Boxing for Competition	1,210	1,361	1,460	20.7%	7.3%
Rugby	1,550	1,242	1,238	-20.1%	-0.3%
Squash	1,549	1,163	1,185	-23.5%	1.9%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

However, there were significant increases in the percentage of casual participation for Court Volleyball, Pickleball, Fast Pitch Softball, Gymnastics and Lacrosse in the past year. *Please see **Appendix A** for full Core vs. Casual Participation breakdown.*

National trends in general fitness

Participation Levels

Overall, national participatory trends in fitness have experienced strong growth in recent years. Many of these activities have become popular due to an increased interest among Americans to improve their health and enhance quality of life by engaging in an active lifestyle. The most popular general fitness activities in 2021 also were those that could be done at home or in a virtual class environment. The activities with the most participation were Fitness Walking (115.8 million), Treadmill (53.6 million), Free Weights (52.6 million), Running/Jogging (48.9 million), and Yoga (34.3 million).



Fitness Walking 115.8 Million

Treadmill 53.6 Million

Dumbbell Free Weights 52.6 Million

Running/ Jogging 48.9 Million

Stationary Cycling 32.4 Million

Five-Year Trend

Over the last five years (2016-2021), the activities growing at the highest rate are Trail Running (45.9%), Yoga (30.8%), Dance, Step & Choreographed Exercise (13.3%), and Pilates Training (9.6%). Over the same time frame, the activities that have undergone the biggest decline include: Group Stationary Cycling (-33.5%), Traditional Triathlon (26.4%), Cardio Kickboxing (-26.1%), Cross-Training Style Workout (-24.4%) and Non-Traditional Triathlons (-23.5%).

One-Year Trend

In the last year, activities with the largest gains in participation were those that can be done alone at home or socially distanced outdoors. The top increases were in Treadmill (7.6%), Cross-Training Style Workouts (6.4%) Trail Running (5.6%), Yoga (4.7%), and Stair Climbing (4.7%). In the same span, the activities that had the largest decline in participation were those that would generally take more time and investment. The greatest drops were seen in Traditional Triathlon (-5.3%), Aerobics (-5.1%), Non-Traditional Triathlons (-4.3%), and Cardio Kickboxing (-3.7%).

Core vs. Casual trends in general fitness

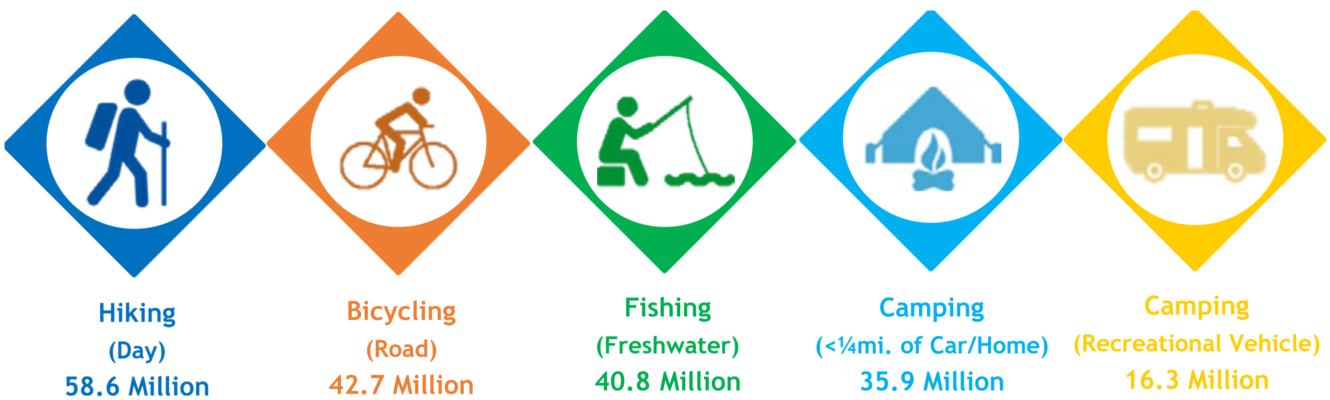
The most participated in fitness activities all had increases in their casual users base (participating 1-49 times per year) over the last year. These fitness activities include: Fitness Walking, Free Weights, Running/Jogging, Treadmills, Yoga, and Recumbent/Upright Stationary Cycling. Please see Appendix A for full Core vs. Casual Participation breakdown.

National Participatory Trends - General Fitness					
Activity	Participation Levels			% Change	
	2016	2020	2021	5-Year Trend	1-Year Trend
Fitness Walking	107,895	114,044	115,814	7.3%	1.6%
Treadmill	51,872	49,832	53,627	3.4%	7.6%
Free Weights (Dumbbells/Hand Weights)	51,513	53,256	52,636	2.2%	-1.2%
Running/Jogging	47,384	50,652	48,977	3.4%	-3.3%
Stationary Cycling (Recumbent/Upright)	36,118	31,287	32,453	-10.1%	3.7%
Weight/Resistant Machines	35,768	30,651	30,577	-14.5%	-0.2%
Elliptical Motion Trainer	32,218	27,920	27,618	-14.3%	-1.1%
Yoga	26,268	32,808	34,347	30.8%	4.7%
Free Weights (Barbells)	26,473	28,790	28,243	6.7%	-1.9%
Dance, Step, & Choreographed Exercise	21,839	25,160	24,752	13.3%	-1.6%
Bodyweight Exercise	25,110	22,845	22,629	-9.9%	-0.9%
Aerobics (High Impact/Intensity Training HII	10,575	10,954	10,400	-1.7%	-5.1%
Stair Climbing Machine	15,079	11,261	11,786	-21.8%	4.7%
Cross-Training Style Workout	12,914	9,179	9,764	-24.4%	6.4%
Trail Running	8,582	11,854	12,520	45.9%	5.6%
Stationary Cycling (Group)	8,937	6,054	5,939	-33.5%	-1.9%
Pilates Training	8,893	9,905	9,745	9.6%	-1.6%
Cardio Kickboxing	6,899	5,295	5,099	-26.1%	-3.7%
Boot Camp Style Cross-Training	6,583	4,969	5,169	-21.5%	4.0%
Martial Arts	5,745	6,064	6,186	7.7%	2.0%
Boxing for Fitness	5,175	5,230	5,237	1.2%	0.1%
Tai Chi	3,706	3,300	3,393	-8.4%	2.8%
Barre	3,329	3,579	3,659	9.9%	2.2%
Triathlon (Traditional/Road)	2,374	1,846	1,748	-26.4%	-5.3%
Triathlon (Non-Traditional/Off Road)	1,705	1,363	1,304	-23.5%	-4.3%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

National trends in Outdoor recreation

Participation Levels

Results from the SFIA report demonstrate strong growth in participation regarding outdoor/adventure recreation activities. Much like the general fitness activities, these activities encourage an active lifestyle, can be performed individually or with proper social distancing in a group, and are not as limited by time constraints. In 2021, the most popular activities, in terms of total participants, from the outdoor/adventure recreation category include: Day Hiking (58.6 million), Road Bicycling (42.7 million), Freshwater Fishing (40.8 million), Camping within ¼ mile of Vehicle/Home (35.9 million), and Recreational Vehicle Camping (16.3 million).



Five-Year Trend

From 2016-2021, Day Hiking (39.3%), Camping within ¼ mile of Vehicle/ Home (36.0%), Skateboarding (35.8%), Birdwatching (27.8%), BMX Bicycling (24.4%), and Fly Fishing (15.5%) have undergone the largest increases in participation. The five-year trend also shows activities such as Adventure Racing (-39.1%), Traditional Climbing (-14.9%), In-Line Roller Skating (-8.2%), Archery (-7.1%), and to be the only activities with decreases in participation.

One-Year Trend

The one-year trend shows almost all activities declining in participation from the previous year. The growing activities being Indoor Climbing (2.7%), Day Hiking (1.5%), Archery (1.3%), %), In-Line Roller Skating (1.0%), Boulder Climbing (0.5%), and over the last year, the activities that underwent the biggest decreases in participation were Recreational Vehicle Camping (-8.2%) and Adventure Racing (-7.1%).

Core vs. Casual trends in Outdoor recreation

A majority of outdoor activities have experienced participation growth in the last five- years. Although this a positive trend, it should be noted that all outdoor activities participation, besides adventure racing, consist primarily of casual users. Please see Appendix A for full Core vs. Casual Participation breakdown.

National Participatory Trends - Outdoor / Adventure Recreation					
Activity	Participation Levels			% Change	
	2016	2020	2021	5-Year Trend	1-Year Trend
Hiking (Day)	42,128	57,808	58,697	39.3%	1.5%
Bicycling (Road)	38,365	44,471	42,775	11.5%	-3.8%
Fishing (Freshwater)	38,121	42,556	40,853	7.2%	-4.0%
Camping (< 1/4 Mile of Vehicle/Home)	26,467	36,082	35,985	36.0%	-0.3%
Camping (Recreational Vehicle)	15,855	17,825	16,371	3.3%	-8.2%
Fishing (Saltwater)	12,266	14,527	13,790	12.4%	-5.1%
Birdwatching (>1/4 mile of Vehicle/Home)	11,589	15,228	14,815	27.8%	-2.7%
Backpacking Overnight	10,151	10,746	10,306	1.5%	-4.1%
Bicycling (Mountain)	8,615	8,998	8,693	0.9%	-3.4%
Archery	7,903	7,249	7,342	-7.1%	1.3%
Fishing (Fly)	6,456	7,753	7,458	15.5%	-3.8%
Skateboarding	6,442	8,872	8,747	35.8%	-1.4%
Climbing (Indoor)	-	5,535	5,684	N/A	2.7%
Roller Skating, In-Line	5,381	4,892	4,940	-8.2%	1.0%
Bicycling (BMX)	3,104	3,880	3,861	24.4%	-0.5%
Climbing (Traditional/Ice/Mountaineering)	2,790	2,456	2,374	-14.9%	-3.3%
Climbing (Sport/Boulder)	-	2,290	2,301	N/A	0.5%
Adventure Racing	2,999	1,966	1,826	-39.1%	-7.1%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

National Trends in Aquatics

Participation Levels

Swimming is deemed as a lifetime activity, which is most likely why it continues to have such strong participation. In 2021, Fitness Swimming remained the overall leader in participation (25.6 million) amongst aquatic activities, despite the fact that most, if not all, aquatic facilities were forced to close at some point due to the COVID-19 pandemic.

Swimming (Fitness) 25.6 Million

Aquatic Exercise 10.4 Million

Swimming (Competition) 2.8 Million

Five-Year Trend

Assessing the five-year trend, no activity has experienced an increase from 2016-2021, most likely due to the accessibility of facilities during Covid-19. While Fitness Swimming and Aquatic Exercise underwent a slight decline, dropping -3.7% and -1.7% respectively, Competitive Swimming suffered a -16.2% decline in participation.

One-Year Trend

The impact of the COVID-19 pandemic is seen here as most aquatic facilities were forced to shut down for some part of the year. This caused decreases to Aquatic Exercise (-5.1%) having the largest decline, followed by Fitness Swimming (-0.2%). Participation in Competitive swimming increased by 8%.

Core vs. Casual Trends in Aquatics

Only Aquatic Exercise has undergone an increase in casual participation (1-49 times per year) over the last five years, however, they have all seem a drop in core participation (50+ times per year) in the same time frame. This was happening before the COVID-19 pandemic, and the large decreases in all participation over the last year have furthered this trend. Please see Appendix A for full Core vs. Casual Participation breakdown.

National Participatory Trends - Aquatics

Activity	Participation Levels			% Change	
	2016	2020	2021	5-Year Trend	1-Year Trend
Swimming (Fitness)	26,601	25,666	25,620	-3.7%	-0.2%
Aquatic Exercise	10,575	10,954	10,400	-1.7%	-5.1%
Swimming (Competition)	3,369	2,615	2,824	-16.2%	8.0%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

National Trends in Water Sports / Activities

Participation Level

The most popular water sports / activities based on total participants in 2020 were Recreational Kayaking (13.3 million), Canoeing (9.2 million), and Snorkeling (7.3 million). It should be noted that water activity participation tends to vary based on regional, seasonal, and environmental factors. A region with more water access and a warmer climate is more likely to have a higher participation rate in water activities than a region that has a long winter season or limited water access. Therefore, when assessing trends in water sports and activities, it is important to understand that fluctuations may be the result of environmental barriers which can greatly influence water activity participation.

Five-Year Trend

Over the last five years, Recreational Kayaking (33.3%), Surfing (24%), and Stand-Up Paddling (16.1%) were the fastest growing water activities. White Water Kayaking (1.4%) was the only other activity with an increase in participation. From 2016-2021, activities declining in participation most rapidly were Boardsailing/Windsurfing (-25.3%), Scuba Diving (-20.4%), Water Skiing (-17.4%), Sea Kayaking (-17.2%) Snorkeling (-16.1%), and Sailing (-15.4%).

One-Year Trend

Recreational Kayaking (2.7%) and Stand-Up Paddling (1.7%) were the activities to grow both over 5 years and in the last one year. Activities which experienced the largest decreases in participation in the most recent year include Surfing (-8.9%), Snorkeling (-5.3%), Scuba Diving (-4.3%), and Canoeing (-4.1%).

Core VS. CASUAL trends in Water Sports/Activities

As mentioned previously, regional, seasonal, and environmental limiting factors may influence the participation rate of water sport and activities. These factors may also explain why all water-based activities have drastically more casual participants than core participants, since frequencies of activities may be constrained by uncontrollable factors. These high causal user numbers are likely why a majority of water sports/activities have experienced decreases in participation in recent years. Please see Appendix A for full Core vs. Casual Participation breakdown.

National Participatory Trends - Water Sports / Activities					
Activity	**Participation Levels**			**% Change**	
	2016	**2020**	**2021**	**5-Year Trend**	**1-Year Trend**
Kayaking (Recreational)	10,017	13,002	13,351	33.3%	2.7%
Canoeing	10,046	9,595	9,199	-8.4%	-4.1%
Snorkeling	8,717	7,729	7,316	-16.1%	-5.3%
Jet Skiing	5,783	4,900	5,062	-12.5%	3.3%
Sailing	4,095	3,486	3,463	-15.4%	-0.7%
Stand-Up Paddling	3,220	3,675	3,739	16.1%	1.7%
Rafting	3,428	3,474	3,383	-1.3%	-2.6%
Water Skiing	3,700	3,050	3,058	-17.4%	0.3%
Surfing	2,793	3,800	3,463	24.0%	-8.9%
Wakeboarding	2,912	2,754	2,674	-8.2%	-2.9%
Scuba Diving	3,111	2,588	2,476	-20.4%	-4.3%
Kayaking (Sea/Touring)	3,124	2,508	2,587	-17.2%	3.1%
Kayaking (White Water)	2,552	2,605	2,587	1.4%	-0.7%
Boardsailing/Windsurfing	1,737	1,268	1,297	-25.3%	2.3%
NOTE: Participation figures are in 000's for the US population ages 6 and over					
Legend:	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	

Local Sport and Leisure Market Potential

The following charts show sport and leisure market potential data for City residents, as provided by ESRI. Market Potential Index (MPI) measures the probable demand for a product or service within the defined service areas. The MPI shows the likelihood that an adult resident will participate in certain activities when compared to the U.S. national average. The national average is 100; therefore, numbers below 100 would represent lower than average participation rates, and numbers above 100 would represent higher than average participation rates. The service area is compared to the national average in four (4) categories – general sports, fitness, outdoor activity, and commercial recreation.

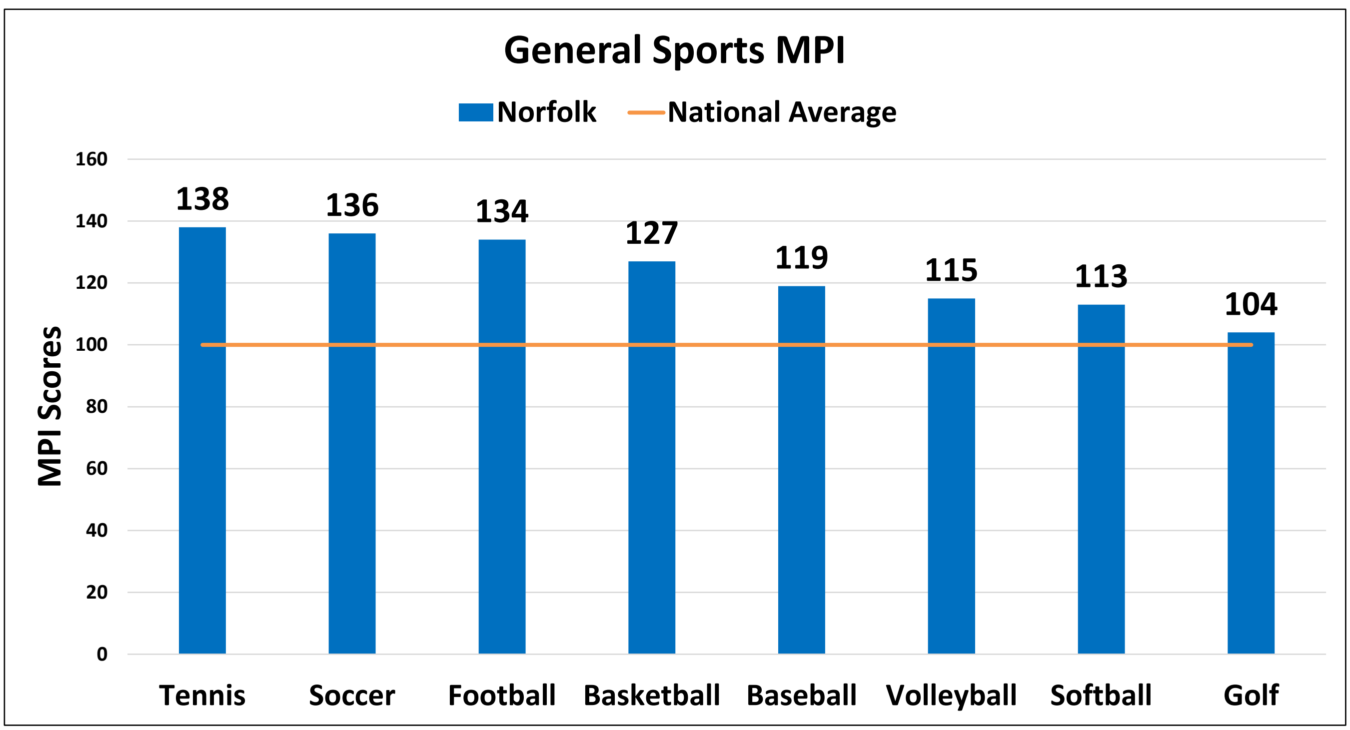
MPI scores are a tool that the Department can use for consideration when starting new programs or developing new facilities and amenities. The market potential gives the Department a starting point for estimating resident attendance and participation for a broad set of recreational activities.

MPIs for City residents demonstrate strong market potential figures for all four categories that were assessed. The top five activities based on MPI were Visiting a Zoo (140), Tennis (138), Soccer (136), Football (134), and Dancing (132). Less than 15% of all activities assessed had MPI scores below the national average, which suggests the local population is very inclined to participate in recreational activities.

The following charts compare MPI scores for 42 sport and leisure activities that are prevalent for residents within the City. The activities are categorized by activity type and listed in descending order, from highest to lowest MPI score. High index numbers (100+) are significant because they demonstrate that there is a greater likelihood that residents within the service areas will actively participate in offerings provided by the Department.

General Sports Market Potential

The General Sports category has the highest overall MPI figures, as all activities have above average MPI scores. Activities that have the greatest market potential are Tennis (138), Soccer (136), and Football (134).

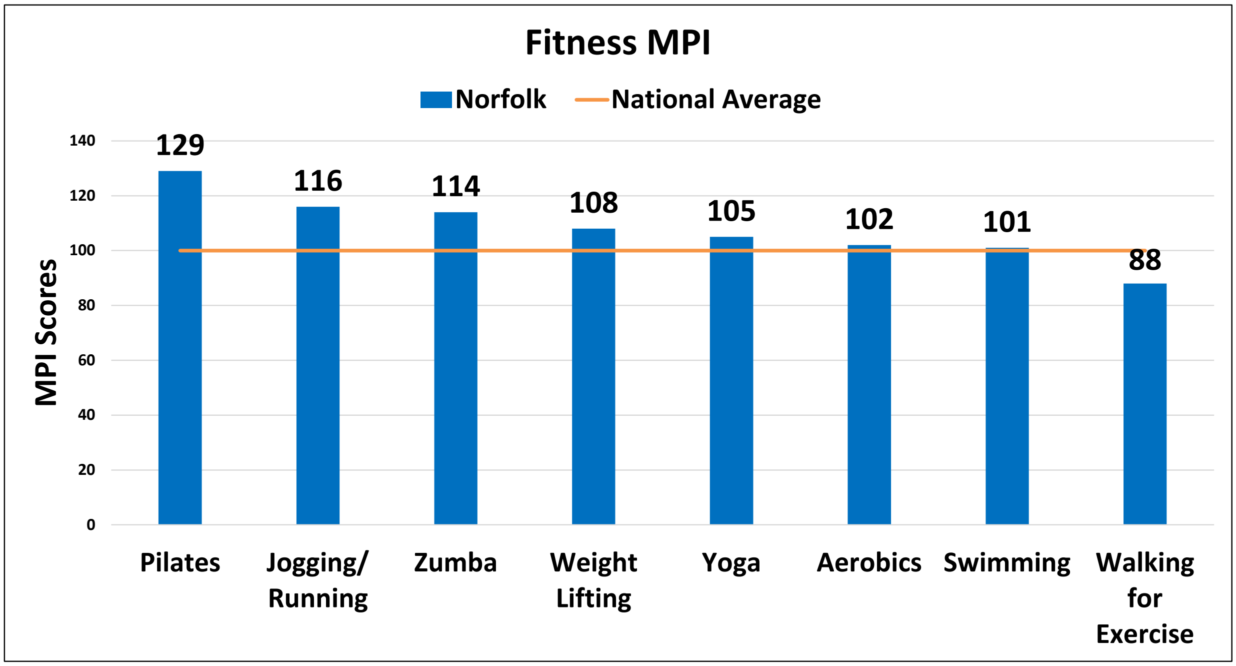


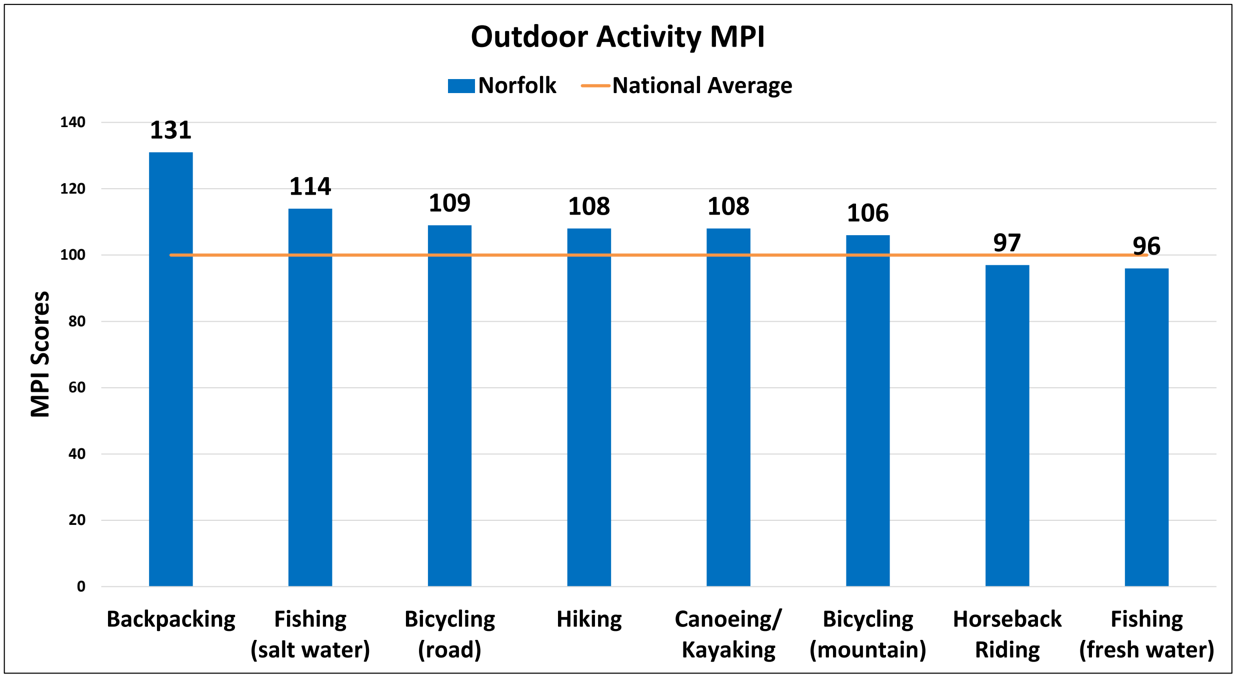
Fitness Market Potential

All but one activity in the Fitness category have above average MPI scores. The top three activities in this category include Pilates (129), Jogging / Running (116), and Zumba (114). Walking for Exercise (88) has the lowest MPI of all activities assessed, though in this case, it may be caused by lack of access to walking trails and connectivity than the lack of desire of the City's members to walk.

Outdoor Activity Market Potential

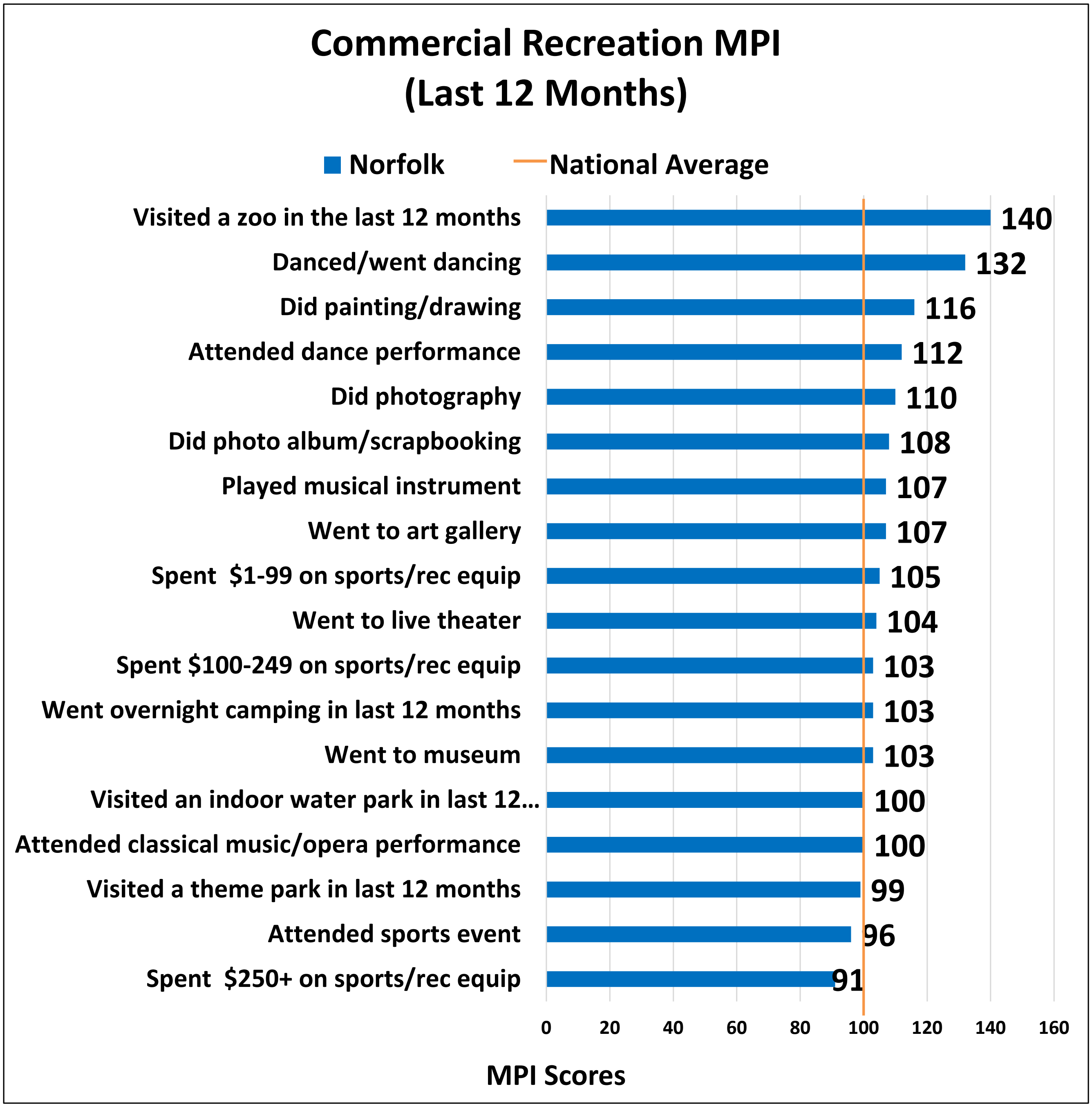
Assessing MPI scores for the Outdoor Activity Category reveals only two activities that fall below average MPI (Horseback Riding and Freshwater Fishing). The top activities based on MPI were Backpacking (131), Salt Water Fishing (114), and Road Bicycling (109).





Commercial Recreation Market Potential

The Commercial Recreation category also reveals a vast majority of activities with MPI scores above the national average. Visited a Zoo (140) had the highest MPI of all activities in this study, followed by Danced / Went Dancing (132), and Painting / Drawing (116).



2.1.4 Demographics & Trends Key Findings

Based on the information presented in the Demographics & Trends Analysis, the following key findings are of particular interest and/or have significant implications for the Department:

Population: The City population is growing slowly, at a rate of one-fourth of the national growth rate. As the population increases, the Department must pay attention to demographic shifts in the future to ensure that offerings continue to evolve to meet the changing community needs.

Age: City residents are much younger than the national median age and there is a strong presence of young adults ages 18-34. By 2035, the oldest age segments (55-74 and 75+) are expected to be the only groups that will experience growth. The Department must continue to provide services for all ages and regularly reevaluate its programming mix to effectively transition as the population ages.

Race / Ethnicity: The City's populace is more diverse than the national landscape, with a nearly even split between White Alone (45%) and Black / African American (43%) races. The US is 70% White Alone and 13% Black / African American. The racial composition of City residents is expected to remain fairly consistent over the next 15 years. People of Hispanic / Latino ethnicity represent only 9% of the total population, which is half of the national average (18.8%), but this group is expected to undergo slight growth by 2035. The Department should continue to monitor program participation to ensure that offerings are adequately serving residents and are representative of the race / ethnicity distribution of City residents.

Income Levels: The income characteristics of City residents are well below state and national levels for per capita income and median household income. The lower earning capabilities of the population suggests there may be areas that are facing significant limitations financially and a general lack of disposable income for residents. The Department should pay close attention the pricing and access to recreational opportunities, especially for populations prone to lower income, and ensure offerings are equitable. Households with lower income may also be more susceptible to barriers for participation, such as transportation and access to technology.

National Participatory Trends: National participatory trends are promising for the Department, as many of the activities in sports and fitness aligned with core offerings are trending positively in recent years. Despite the facility closures due to the pandemic, in general, people are recreating more and the importance of living an active, healthy lifestyle is on the rise. The City must continue to provide active recreation opportunities and seek out new, trending activities that will pique interest and meet the demand for parks, facilities, and recreation programs among City residents for many years to come.

Local Participatory Trends: Local recreation trends show strong participation across all categories assessed, with only 6 out of 42 activities having MPI scores below the national average. This is very promising for the Department, as market potential data suggests that City residents are more inclined to participate in a wide variety of recreational activities related to sports, fitness, outdoor recreation, and commercial recreation.

2.2.1 Methodology

The Consulting team with assistance from Department staff identified operating metrics to benchmark the Department against comparable parks and recreation agencies. The goal of this analysis is to evaluate how the Department is positioned among peer agencies. The benchmark assessment is organized into specific categories based on peer agency responses to targeted questions that lend an encompassing view of each system's operating metrics as compared to Norfolk.

Information used in this analysis was obtained directly from each participating benchmark agency, when available, and supplemental data was collected from agency / municipality websites, Comprehensive Annual Financial Reports (CAFR), and information available through the National Recreation and Park Association's (NRPA) Park Metrics Database. Due to differences in how each system collects, maintains, and reports data, variances may exist. These variations can impact the per capita and percentage allocations, and the overall comparison must be viewed with this in mind.

The benchmark data collection for all systems was completed between February-October (2021), and it is possible that information in this report may have changed since the original collection date. The information sought was a combination of operating metrics that factor budgets, staffing levels, and inventories. In some instances, the information was not tracked or not available.

The table below lists each benchmark agency in the study, arranged by total population served. These agencies were selected due to demographic and/or organizational characteristics similar to Norfolk, including three Gold Medal Winning and three CAPRA Accredited agencies. ***Note: CAPRA stands for Commission for Accreditation of Park and Recreation Agencies.*** Agencies that receive this accreditation either meet, or exceed, standards maintained by park and recreation leaders in programming, facilities, and experiences they provide their communities.

For all agencies examined, Norfolk represents the benchmark's third highest in terms of total population (246,063) and sixth in jurisdiction size (53.00 sq. mi.), while being highest in population density (4,643 residents per sq. mi.).

Agency	State	Jurisdiction Type	Pop.	Size (Sq. Mi.)	Population per Sq. Mi.	NRPA Gold Medal Winner	CAPRA Accredited (Year)
Norfolk Parks and Recreation	VA	City	246,063	53.00	4,643	Finalist 2019	Yes - 2017
Sioux Falls Parks and Recreation	SD	City	183,200	78.94	2,321	No	Yes
City of Tampa Parks & Recreation	FL	City	399,700	175.20	2,281	Winner 2021 (Finalist 2018, 2019, 2020)	Yes - Originally 2011 (Renewed 2016 & 2021)
Greensboro Parks and Recreation Department	NC	City	301,094	134.00	2,247	Winner (2020, 2002, 1987, 1979); Finalist (2019)	Yes; 2006
Carmel Clay Parks & Recreation, IN	IN	Special District	95,797	47.46	2,018	2014 & 2020	Yes (2014 & 2019)
Newport News	VA	City	180,955	68.71	2,634	No	No
Richmond Department of Parks, Recreation & Community Facilities	VA	City	226,622	62.57	3,622	No	No

2.2.2 Benchmark Comparison

Park Acres

The following table provides a general overview of each system's park acreage. While Norfolk ranks fourth out of the seventh benchmarked agencies in total acres per 1,000 residents at 16.39, they are still more than 8 acres higher than the NPRA median for agencies serving 11k-250k residents of 8.9. They were sixth in total park sites (53), and third in total developed acres (4032).

Agency	Population	Total Number of Parks	Total Acres Owned or Managed	Total Acres per 1,000 Residents
Newport News	180,955	69	9,100	50.29
Greensboro Parks and Recreation Department	301,094	134	7,433	24.69
Sioux Falls Parks and Recreation	183,200	80	3,349	18.28
Norfolk Parks and Recreation	246,063	53	4,032	16.39
Richmond Department of Parks, Recreation & Community Facilities	226,622	63	2,844	12.55
City of Tampa Parks & Recreation	399,700	175	3,597	9.00
Carmel Clay Parks & Recreation, IN	95,797	17	535	5.58
NRPA Median 2020 = 8.9 Acres per 1,000 Residents				

Trail Miles

The information below reveals the service levels for dedicated trails within each system. By comparing total trail mileage to the population of the service area, the level of service provided to the community can be determined which is expressed as trail miles for every 1,000 residents.

Norfolk represents the benchmark's last agency in both trail metrics, which were total trail miles (16.9), and trail miles per 1,000 residents (.07, below the national best practice for trail miles of .25-.5 trail miles per 1,000 residents). This deficit is also reflected in community-wide Statistically Valid survey where Walking and Biking trails are rated as the top priority for investment based on responses provided.

Agency	Population	Total Trail Miles	Trail Miles per 1,000 Residents
Greensboro Parks and Recreation Department	301,094	100.2	0.33
Newport News	180,955	50.0	0.28
Carmel Clay Parks & Recreation, IN	95,797	24.7	0.26
Richmond Department of Parks, Recreation & Community Facilities	226,622	42.0	0.19
Norfolk Parks and Recreation	246,063	16.9	0.07
Best Practice = 0.25-0.5 Trail Miles 1,000 Residents			
Note: Data for Sioux Falls Parks and Recreation & City of Tampa Parks & Recreation was not available			

Staffing and Volunteers

This section compares staffing levels for each system by comparing full-time equivalents (FTEs) to total populations. Total FTEs per 10,000 residents is a key performance metric that assesses how well each system is equipped, in terms of human resources, to serve its jurisdiction. Most of the agencies in this benchmark are above the NPRA Median for agencies serving 100k-250k residents of 8.4 FTEs per 10,000 residents aside from Newport News and Greensboro.

Norfolk ranks third with 10.6 FTEs per 10,000 residents but is significantly low in spending as shown in below in Operating Expense per Capita. In terms of volunteers, Norfolk has the lowest number of volunteers (225) and total volunteer hours (4001). However, it has the second highest average hours per volunteer (17.8) showing a high commitment from the volunteers in the area.

Agency	Population	Volunteers	Total Volunteer Hours	Av. Hours per Volunteer	Total FTEs	FTEs per 10,000 Residents
Carmel Clay Parks & Recreation, IN	95,797	378	2,703	7.2	180	18.8
City of Tampa Parks & Recreation	399,700	12,664	50,897	4.0	455	11.4
Norfolk Parks and Recreation	246,063	225	4,001	17.8	261	10.6
Richmond Department of Parks, Recreation & Community Facilities	226,622	3,420	25,295	7.4	233	10.3
Newport News	180,955	1,893	39,203	20.7	150	8.3
Greensboro Parks and Recreation Department	301,094	4,300	33,000	7.7	4	0.1
NRPA Median 2020 = 8.4 FTEs per 10,000 Residents						

Operating Expense per Capita

Agencies participating in the benchmark study are spending on parks and recreation operations at a substantial rate. Dividing the annual operational budget by each service area's population allows for a comparison of how much each agency is spending per resident. Norfolk ranks on the lower end of the group of benchmarked agencies in operating expense per resident ($71.30) and was below the NRPA Median for Agencies Serving 99k-250k residents of $74.87 per resident.

Agency	Population	Total Operating Expense	Operating Expense per Resident
Carmel Clay Parks & Recreation, IN	95,797	$ 13,567,512	$ 141.63
Newport News	180,955	$ 25,287,099	$ 139.74
Sioux Falls Parks and Recreation	183,200	$ 25,474,050	$ 139.05
City of Tampa Parks & Recreation	399,700	$ 43,462,999	$ 108.74
Norfolk Parks and Recreation	246,063	$ 17,544,118	$ 71.30
Greensboro Parks and Recreation Department	301,094	$ 18,733,206	$ 62.22
Richmond Department of Parks, Recreation & Community Facilities	226,622	$ 4,050,673	$ 17.87
NRPA Median 2020 = $74.67 Operating Expense per Residents			

Revenue per Capita

By comparing each agency's annual non-tax revenue to the population, the annual revenue generated on a per resident basis can be determined. Norfolk's $12.18 of revenue generated (per resident) is in the middle of the pack of benchmarked agencies and below the NRPA Median for Agencies Serving 99k-250k residents of $15.44. This was also negatively impacted by facility closures and program cutbacks as the pandemic resulted in budget and staffing constraints.

Only three of the benchmarked agencies scored above the NRPA Median. Those were Carmel Clay ($120), Newport News ($28.37) and Sioux Falls ($21.15) all of which have large multigenerational recreation centers which are significant revenue drivers.

Agency	Population	Total Non-Tax Revenue	Revenue per Resident
Carmel Clay Parks & Recreation, IN	95,797	$ 11,495,655	$ 120.00
Newport News	180,955	$ 5,134,384	$ 28.37
Sioux Falls Parks and Recreation	183,200	$ 3,875,011	$ 21.15
Norfolk Parks and Recreation	246,063	$ 2,997,687	$ 12.18
City of Tampa Parks & Recreation	399,700	$ 3,485,902	$ 8.72
Greensboro Parks and Recreation Department	301,094	$ 2,247,075	$ 7.46
Richmond Department of Parks, Recreation & Community Facilities	226,622	$ 410,510	$ 1.81
NRPA Median 2020 = $15.44 Revenue per Residents			

CIP Summary

Due to the volatility of Capital Improvement Plan (CIP) budgets and availability of funding from year to year, the table below reveals the last four years of actual investment. These figures were then utilized to show the average annual capital investment for each agency. Of the benchmarked agencies, Norfolk ($1.225M annual average) ranked second to last in average annual CIP and was well below the NRPA Median for Agencies Serving 100k-250k Residents of $10M.

Agency	CIP Budget 2017	CIP Budget 2018	CIP Budget 2019	CIP Budget 2020	Avg. Annual CIP
City of Tampa Parks & Recreation	$ 25,179,745	$ 17,260,292	$ 3,407,211	$ 9,975,377	$ 13,955,656
Sioux Falls Parks and Recreation			$ 8,276,300	$ 9,918,178	$ 9,097,239
Richmond Department of Parks, Recreation & Community Facilities	$ 2,545,650	$ 4,706,317	$ 4,158,650	$ 4,008,650	$ 7,709,634
Carmel Clay Parks & Recreation, IN	$ 6,193,300	$ 5,306,785	$ 9,285,449	$ 3,846,733	$ 6,158,067
Norfolk Parks and Recreation	$ 1,600,000	$ 1,300,000	$ 1,050,000	$ 950,000	$ 1,225,000
Newport News	$ 1,375,000	$ 2,236,000	$ 582,000	$ 450,000	$ 1,160,750
NRPA Median for Agencies Serving 100k-250k Residents= $10M CIP Budget					

Note: The CIP budgets were not available for Greensboro Parks and Recreation Department

Program Participation

This portion assesses program participation for each agency by comparing total registered program participations to the population of each service area to determine the average participation rate per resident. Program activity is measured in participations (versus participants), which accounts for each time a resident participates in a program and allows for multiple participations per individual. Norfolk is ranked last of the benchmarked agencies at 0.02 participations per resident and this is in large part due to facility closures and staffing shortages during the pandemic as well as the smaller size of existing facilities that limits multipurpose program participation.

Agency	Population	Total Program Participations	Participations per Resident
City of Tampa Parks & Recreation	399,700	2,148,486	5.38
Greensboro Parks and Recreation Department	301,094	857,066	2.85
Carmel Clay Parks & Recreation, IN	95,797	160,158	1.67
Richmond Department of Parks, Recreation & Community Facilities	226,622	214,359	0.95
Newport News	180,955	47,520	0.26
Sioux Falls Parks and Recreation	183,200	9,540	0.05
Norfolk Parks and Recreation	246,063	5,572	0.02

* Participation numbers for Tampa Parks and Recreation include an estimated 1,800,000 in event visitors

Indoor Recreation Facilities

This table shows the amount of indoor recreation facilities each of the benchmarked agencies operate, as well as their total square footage and the square footage per 10,000 residents. Norfolk ranked in the middle of the benchmarked agencies in Square Feet per 10,000 Residents despite scoring higher in total number of indoor recreation facilities (26). The indoor recreation facilities at Norfolk tend to be smaller than other agencies with the average size of 13,875.69 square feet, the second smallest of the benchmarked agencies.

As can be seen from the higher performing parks and recreation agencies such as Carmel-Clay, Sioux Falls and Greensboro, the trend nationwide is moving towards larger multigenerational community centers that allow for a multipurpose operations and higher cost recovery

Agency	Population	Total Number of Indoor Recreation Facilities	Total Sq. Ft. of Indoor Recreation Facilities	Avg. Size of Indoor Recreation Facilities (Sq. Ft.)	Sq. Ft. per 10,000 Residents
Newport News	180,955	33	511,180	15,490	28,249.01
Richmond Department of Parks, Recreation & Community Facilities	226,622	24	405,256	16,886	17,882.47
Carmel Clay Parks & Recreation, IN	95,797	3	160,000	53,333	16,701.98
Norfolk Parks and Recreation	246,063	26	360,768	13,876	14,661.61
Sioux Falls Parks and Recreation	183,200	6	242,686	40,448	13,247.05
Greensboro Parks and Recreation Department	301,094	11	372,420	33,856	12,368.89
City of Tampa Parks & Recreation	399,700	43	420,558	9,780	10,521.84

Marketing as Percentage of Operations

The table below describes the marketing expense incurred by each agency and compares it to the agencies actual expenditures for 2019 to show what percentage of the operating expenses are dedicated to marketing. Compared to its peers, Norfolk ranks last for total marketing expense ($119) and percentage of operations spent on marketing (0.001%). Norfolk ranks well below the recommended best practice for total marketing expense as percentage of the total operating budget (3%-4%).

This directly impacts program participation and seen in the Statistically Valid Survey results where “I don’t know what is offered” was the top barrier to participation chosen by 48.8% of all respondents.

Agency	Total Marketing Expense (2019)	Operational Expense (2019)	Marketing as % of Operations
City of Tampa Parks & Recreation	$ 1,541,396	$ 43,462,999	3.55%
Richmond Department of Parks, Recreation & Community Facilities	$ 140,180	$ 4,050,673	3.46%
Carmel Clay Parks & Recreation, IN	$ 468,688	$ 13,567,512	3.45%
Greensboro Parks and Recreation Department	$ 28,000	$ 18,733,206	0.15%
Sioux Falls Parks and Recreation	$ 27,368	$ 25,474,050	0.11%
Norfolk Parks and Recreation	$ 119	$ 17,544,118	0.00%
Best Practice = 3%-4% of Total Operating Budget			

Note: Marketing expenses were not available for Newport News

2.2.3 Summary of Benchmark Findings

The agencies selected for the benchmark are high performing park systems around the US, including Sioux Falls, South Dakota (CAPRA accredited), Tampa Bay, Florida (Gold Medal winner 2021, CAPRA accredited 2021), Greensboro, North Carolina (Gold Medal winner 1979, 1987, 2002 & 2020, CAPRA accredited 2006), Carmel Clay, Indiana (Gold Medal winner 2014 & 2019, CAPRA accredited 2014), Newport News, Virginia and Richmond, Virginia. This allowed Norfolk to benchmark itself against top performing departments from across the country.

The benchmark comparison validated the strong performance in areas, such as park acres and also uncovered some opportunities. The level of service for trail miles, program participation, operating expense and revenue per capita, indoor recreation facilities, and marketing as percentage of operation are areas where Norfolk falls below the benchmark median and/or national best practices.

Some of these opportunities go hand in hand. Most notably the small average size of Indoor Recreation Facilities plays a role in the low Revenue per Capita. Smaller facilities are more difficult to generate revenue with than larger facilities that can host events, tournaments, or create other money generating opportunities such as sponsorships or naming rights. Lower participation levels in programs is also tied to marketing budget spent with the population being less likely to know about the program offerings and therefore engage in these programs

Overall, the benchmark analysis reveals that Norfolk is a strong park system and is comparable to some of the "best practice" systems across the US, with opportunities to improve, most notably in operating spending, program participation and indoor recreation space (which will impact revenue per capita), as well as trail miles. The Master Plan's recommendations will use this data and help establish strategic goals to pursue along with key performance indicators (KPIs) that will tracked and measured over time as the Department continues to pursue excellence in all aspects of its operations.

3 Chapter

COMMUNITY AND USER ENGAGEMENT

3.1 Key Leadership & Stakeholder Summary

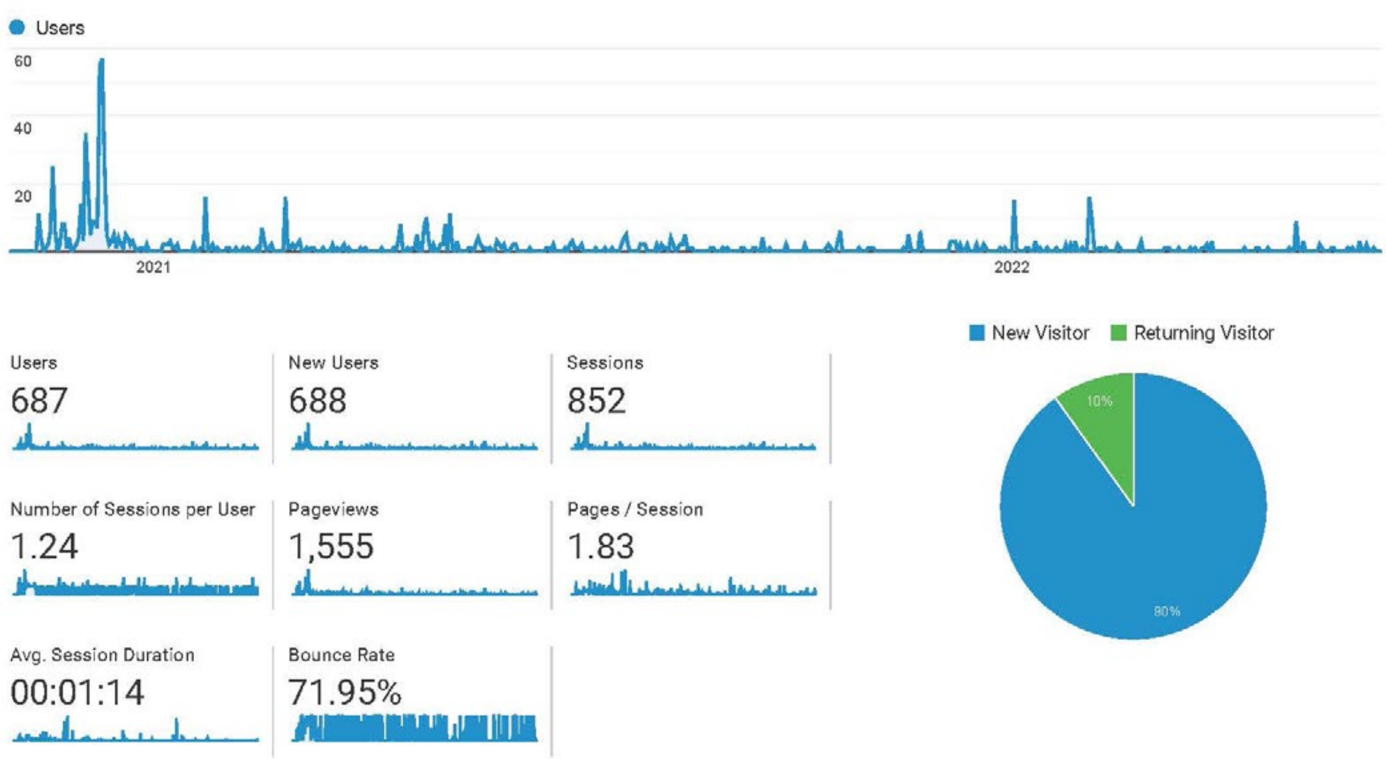
3.1.1 Key Stakeholder and Focus Groups Summary

To establish a better understanding of the current state of Department and to help determine the needs and priorities for the future, the planning process incorporated a variety of input from key stakeholders, partners and staff.

This included a series of key stakeholder interviews and focus group discussions, as well as public forums, a statistically-valid survey, an online survey, community pop-up outreach, and the crowd-sourcing website www.KeepingYOUFirst.com The following sections summarize and highlight the key findings from each stage of the extensive public input process.

These mediums helped engage over 90 participants representing over 15 organizations in the City in additional to almost 700 online users on the website. These included representatives from:

Stakeholders and User Groups	
Azalea Little League	Norfolk Tree Commission
Beach FC Soccer	Ocean View Little League
City of Norfolk Department Heads	RBI Baseball & Softball
Downtown Eagles	Department Employees
Fairy Pen Pals	Siren Skate Shop
Hampton Roads Lacrosse League	Thunder Soccer
Key to Success Family Developmental Services	Tidewater Community College Visual Arts Center
Norfolk Tide Baseball	United Health Care



3.1.2 Strengths

Based on feedback from key stakeholder interviews, common themes arose in many conversations. These themes included the facilities being within walking distance, access to the water, a diverse set of program offerings (prior to closures due to the pandemic), amenities within parks, trails, operational capabilities of staff under challenging circumstances, and the knowledge and quality of staff. Strengths in Department operations were mentioned the most.

Facilities

Several stakeholders identified the proximity of facilities to residents. The park system has a park, facility or trail within walking distance of a large portion of the community. The parks and waterfronts are popular and greatly appreciated. Some specific comments include:

- Extent of parks and recreation system of facilities / locations etc. that are very accessible to the community
- Therapeutic Recreation Program at a specialized therapeutic recreation facility
- High level of variety and number of facilities offered to the community
- Ability of Rec Centers to create resources and places for homework and help are very beneficial
- All are accessible within walking distance
- Department meeting spaces that the community can use while being close to neighborhoods

Recreation

The extent of programming shows an organizational effort to appeal to a wide segment of the population with the diversity in activities. This was proven with program challenges due to facility and center closures during the pandemic. Recreation staff had to pivot to keep the community's needs first and respond accordingly with virtual programming and identifying programs that could be adapted. The team does very well with limited resources and staffing to provide a diverse set of offerings. Highlights of comments include:

- A robust set of programs and services
- Diversity of offerings
- Great job programming with the limited resources
- Inclusive offerings including a therapeutic recreation program at a specialized Therapeutic Recreation Facility

Parks & Trails

Many stakeholders have noticed the more recent improvements to the park system. The trails provide for residents to reach multiple points of interest in the community. Many visit parks and beaches as popular points of interest. Stakeholders appreciated the park system as having a large magnitude of parks and facilities. Specific comments include:

- Elizabeth River Trail is a huge strength
- Parks and waterfronts are popular
- Recent capital improvements
- Department has a substantial amount of land and open space

Operations

The Department received a lot of praise operationally for its adaptability and changing direction quickly during the COVID-19 Pandemic. The organizational leadership and knowledge of staff at all levels sets the Department apart from others in the region. Many also stated that it is admirable what the staff accomplish with limited staffing and resources, but it would be amazing to see what gets accomplished with more adequate resources. Sentiments shared regarding the strengths of operations include:

- Adaptability – the Department was able to change direction quickly when we needed to and keep moving forward
- Exceptional culture in Department to weather the tough times
- Experienced, knowledgeable and community-oriented staff
- Leadership of the Department and national recognition
- High School Partnership with the Therapeutic Recreation Center for students with special needs is a strength
- Team effort to achieve the best outcomes
- Very resilient agency that continues to weather crisis and storms and keep moving forward

3.1.3 Opportunities

A primary goal for the Department is to create a sustainable and accessible system of facilities with programs reflective of all it serves. Stakeholders shared a number of perspectives for the future of the Department. Suggestions for opportunities to bolster the Department and services include a new approach to the Department's community recreation centers and pools, ensure an equitable approach to all services, to determine the level of financial and organizational sustainability, lifecycle replacement improvements to parks, and increased programming to activate underutilized spaces. Operational opportunities were mentioned the most, with several comments being to develop new approaches to operational aspects that could improve the quality of life for many in the community.

Equity

Equity of access is important to the City and Department. Several comments were not just aimed at parks and facilities, but also recreation programs. Equity in access to programs could be achieved by moving popular programs to facilities with increased capacity to achieve greater participation and having other programs in multiple locations to increase participation by meeting people where they are. Specific comments included:

- Ensure equity of access across the city including the east side
- Ensure the plan is approached from an equity lens
- Improve accessibility with improved walkways and ADA compliance
- Move to a focus on GIS service area based on level of service standards

Facilities

Facility opportunities centered around a new approach to delivering the service of community centers in an effort to increase sustainability. Looking toward the opportunity of multi-generational facilities with amenities that attract a wide segment of the population by their interests would help to invest in new recreational trends. This can include aquatic centers in combination or stand-alone based on data from the planning process. There are facilities that have aged well and others that are approaching the end of their lifecycles and need critical infrastructure upgrades. Spaces within older facilities do not accommodate new recreational trends. This includes incorporating technology into recreation centers and programs. Highlights of the comments include:

- Aquatic centers are needed, use GIS data to determine the most equitable locations
- Consider consolidating the centers to have regional multi-generational recreation centers
- Recreation centers are past their lifecycle and trends have shifted to create an opportunity for new recreation centers moving forward
- Recreational programming should drive the design of community centers moving forward
- Updated technology and equipment in recreation centers
- Upgrade the recreation centers in most need first

Funding

Funding is almost always the most important component for capital projects and cost containment and alternative funding are key for operational sustainability. One aspect of funding is earned income from Department programs and services where fees and additional charges help decrease operational expenses. Many stakeholders felt the need to review and adjust fees and charges and about the same number of stakeholders recognized the need for cost containment through volunteerism and partners to help share costs in delivering services including scholarships for economically challenged residents. A few specific comments that captured these opportunities include:

Conduct a fee comparison study incorporating the most recent increased cost of operations

Explore all earned income opportunities; increasing user fees, partnerships, member benefits value and scholarships to participate

Need to review fees and charges and update that to reflect more of market rates

Operations

Operationally, the most comments spoke to change in approach to operations using lessons learned from the pandemic. Many recognized that some changes in philosophical approach may create gaps in knowledge and skills, so an emphasis to invest in professional development will be needed. Additionally, several perceive the Department to be involved in too much without adequate staff and resources that it is impacting the quality of services being delivered. Equally, several mentioned that changing the approach to delivering services could increase the workload, so it will be important to identify areas where the Department could divest and reallocate those resources to services that better align with community needs. Specific comments include:

- Additional training and professional development opportunities that are parks and recreation specific and more cross training for staff
- A Maintenance Management Plan and Equipment Replacement Plan are needed with projected costs
- Attract, hire and retain skilled staff
- Data that helps identify where to divest and where to invest
- Department does not have the capacity to manage all aspects of responsibilities, resources are needed
- Do fewer things but do them very well
- Have a lot of services but quality over quantity is needed
- Identify deficiencies and geographically reposition assets where needed most
- Improve marketing messages and tell more of the Department story
- Currently, maintain 300,000 trees in the city, 25,000 acres of public property, 700 acres of school property with limited resources
- Make decisions for facilities and programs based on data regarding participation and attendance, not because Department has always done it a certain way
- Maximize resources in volunteerism opportunities
- Need a strategy for indoor pools
- Operations are unsustainable long term at the current levels

Parks & Trails

Parks and trails have always been known as gathering spaces for the community. Several stakeholders identified the need for new gathering spaces and placemaking within the system. Trails and improving walkability were mentioned frequently as well. Some specific comments included:

- Create more gathering spaces, focus on placemaking
- Explore equitable partnerships with YMCA and other similar providers to pool resources
- Explore the concept of fitness equipment in parks and on trails
- Improve multi-modal transportation
- Improved walking connections from neighborhoods to parks
- New playgrounds should all be universal playgrounds
- Upgrade / expand and implement new technology in parks and centers

Recreation

Recreation programs and services are near and dear to stakeholders, yet there was a sincere recognition that there need to be some tough choices moving forward. Many want programming to improve in key areas such as the overall quality, location of programs provided, better spaces to accommodate programming and better activate existing assets and spaces with innovative programming. Specific comments included:

- Activate unused or underutilized spaces
- Identify what recreation programs to provide and what areas of programming should be retired
- Improve programming of existing assets
- More water-based recreation including paddling activities
- Opportunity to be a significant positive leader in youth sports (e.g., Soccer, basketball, golf, etc.)
- Plan and implement events and programs to activate the waterfront and beaches
- Provide high-quality programs and services where people are

3.1.4 Priorities

Stakeholders shared many priorities to enhance the Department's functioning. The future of the Department is contingent upon identifying funding source(s) to address shortcomings related to aging infrastructure, staffing operations, improved visibility and unique new programming. This initial phase of the master plan process helps clearly identify the recreational needs of the community and the desire to work collaboratively to continue being a nationally-recognized parks and recreation system.

Top priorities for the Department that were most frequently mentioned include:

1. **Operational** - Revamp current recreation facilities to focus on what are we trying to offer for the future and do a better job in defining how the public will utilize the facilities
2. **Operational** - Develop Department focus on increasing efficiencies and overall effectiveness of services
3. **Operational** - Identify the future philosophy (meeting community needs / raising revenue)
4. **Facilities** - Multigenerational / Multi cultural Community Centers
5. **Facilities** - More aquatic centers for better access
6. **Funding** - Adjust fees to increase sustainability of programs, cemeteries and facilities
7. **Equity** - Ensure Equity of Access by filling amenity, facility and recreation gaps
8. **Operational** - A dedicated full-time marketing and public relations staff person in Department
9. **Operational** - better utilize existing assets - focus on quality outcomes
10. **Operational** - Focus on key priorities for quality programming with equal access

3.2.1 Purpose

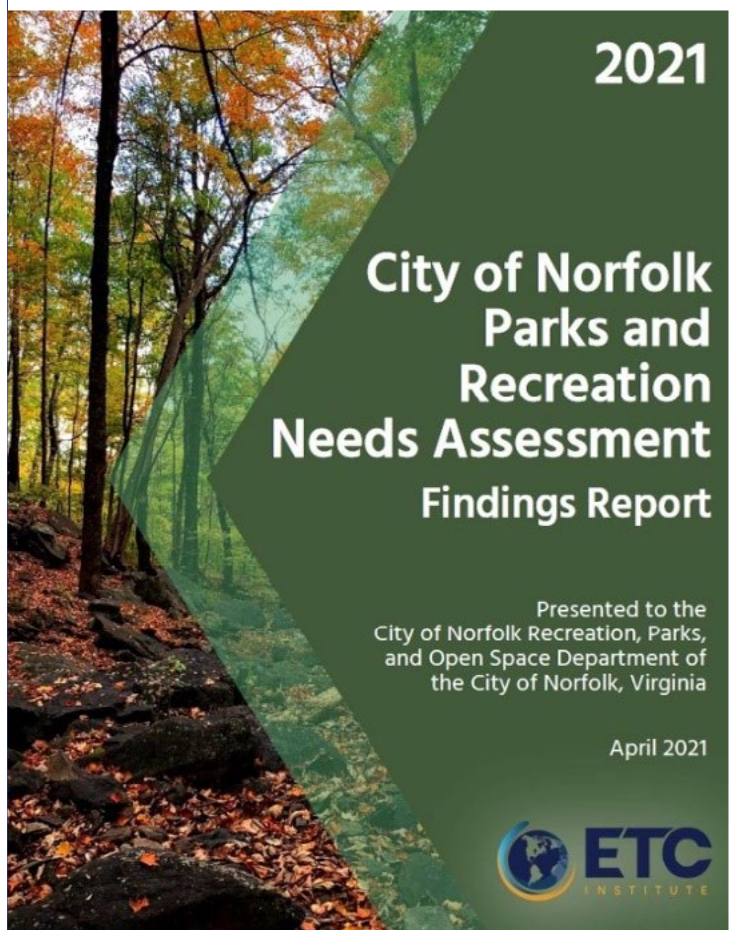
ETC Institute administered a Parks and Recreation Assessment Survey on behalf of the City. The purpose of the assessment was to analyze residents' opinion about various topics regarding the community's parks, trails, recreation facilities, programs, and services. The analysis will establish priorities for the future improvement of parks and recreation services and aid City leaders in making decisions that best reflect the community's needs.

3.2.2 Methodology

ETC Institute mailed a survey packet to a random sample of households in the City. Each survey packet contained a cover letter, a copy of the survey, and a postage-paid return envelope. Residents who received the survey were given the option of returning the survey by mail or completing it online at www.NorfolkSurvey.org.

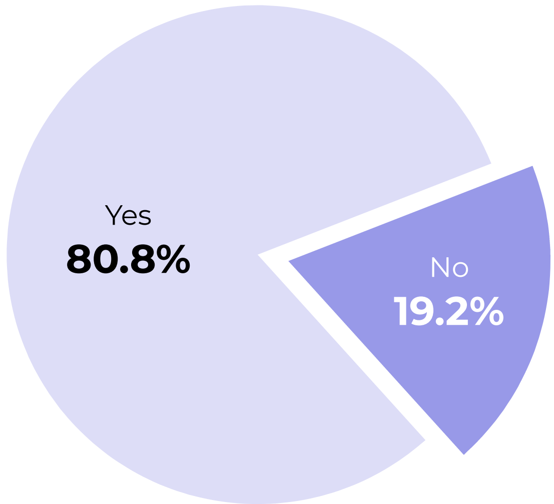
To prevent people who were not residents of the City from participating, everyone who completed the survey online was required to enter their home address prior to submitting the survey. ETC Institute then matched the addresses that were entered on-line with the addresses that were originally selected for the random sample. If the address from a survey completed online did not match one of the addresses selected for the sample, the on-line survey was not counted.

A total of 449 residents completed the survey. The overall results for the sample of 449 households have a precision of at least +/-4.6% at the 95% level of confidence.

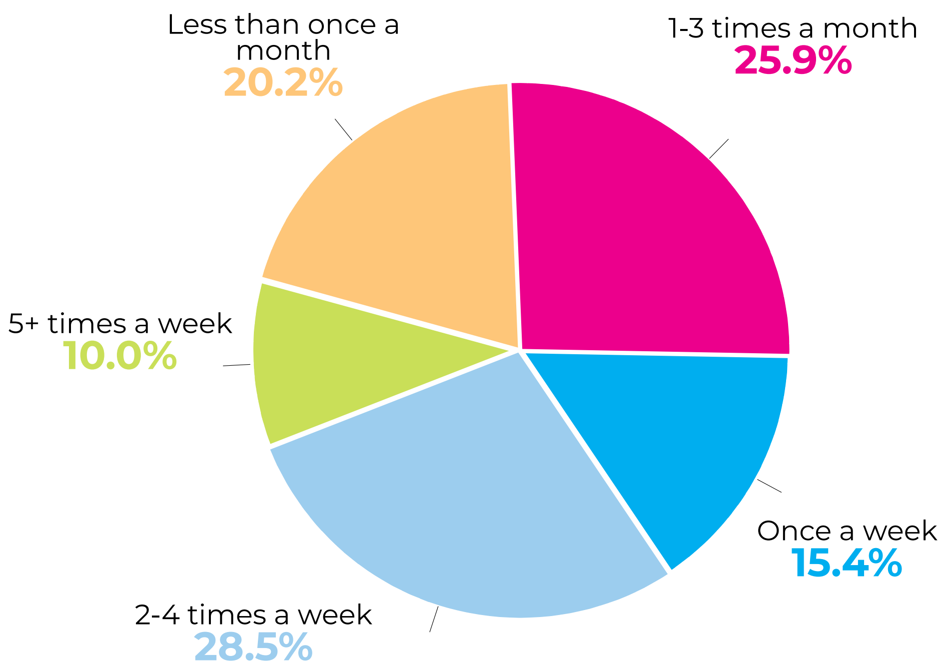


3.2.3 Statistically Valid Survey Results

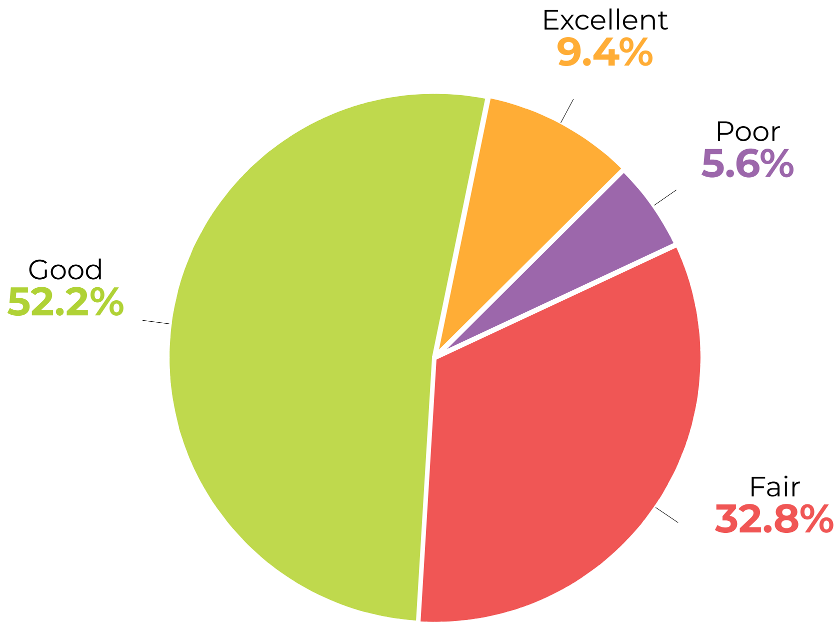
Q1. Have you or any member of your household visited any parks or facilities offered by the City of Norfolk during the last 2 years (including the time before the COVID-19 Pandemic)?



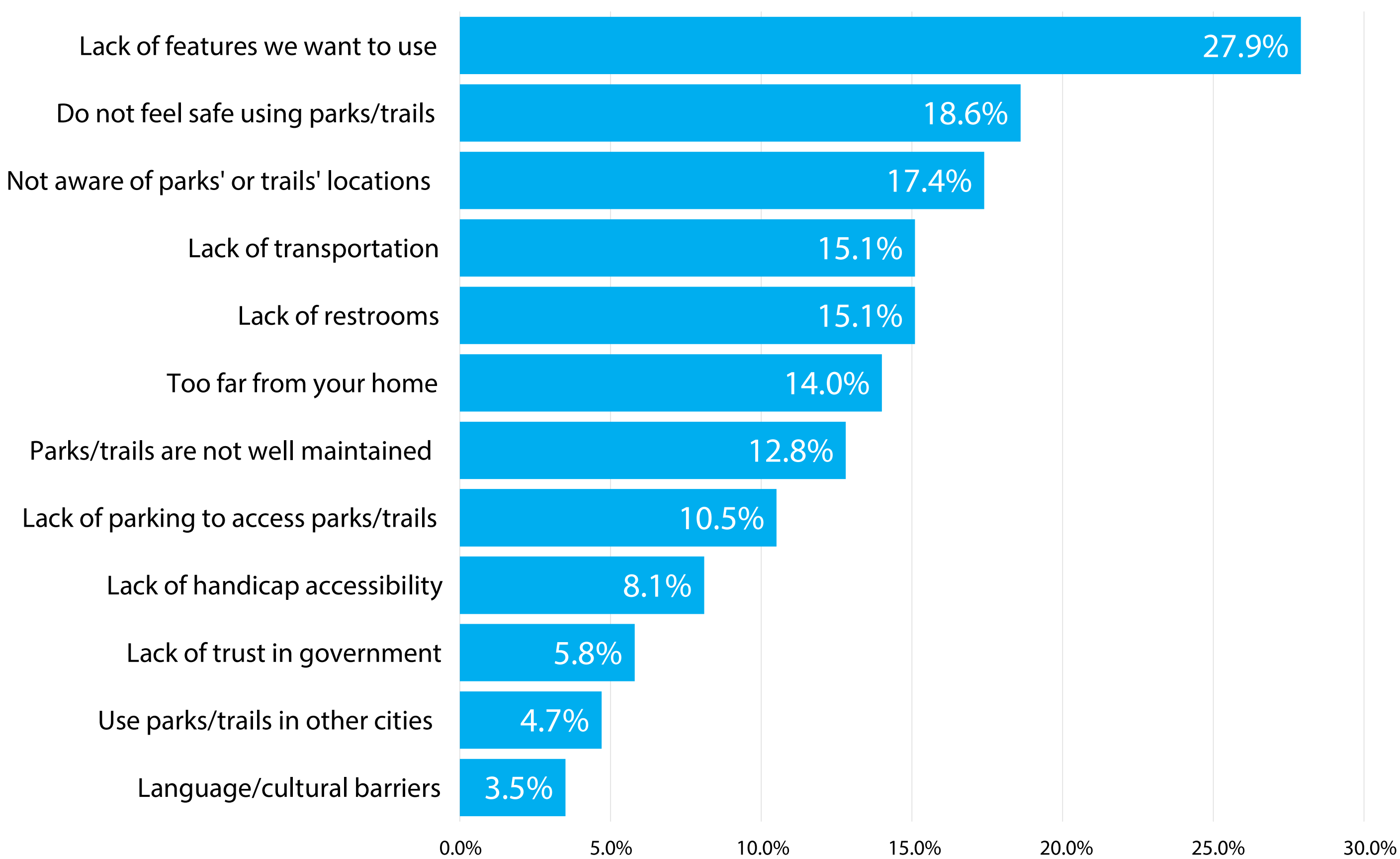
Q1a. How often have you visited City of Norfolk parks and/or facilities during the last two years?



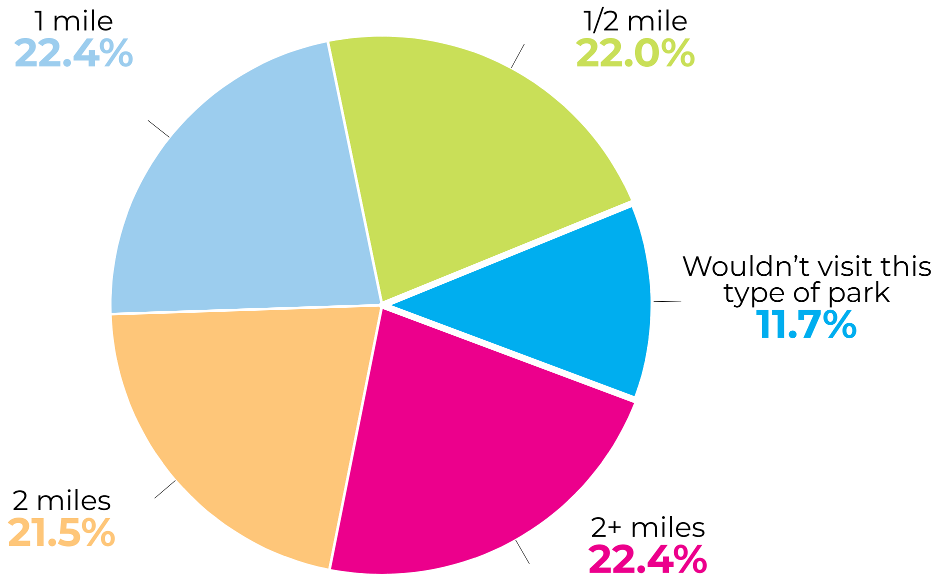
Q1b. Overall, how would you rate the physical condition of City of Norfolk parks and/or facilities you have visited during the last 2 years?



Q1c. What are the reasons why you may have not visited City of Norfolk parks or facilities, before the COVID-19 Pandemic, during the last two years?

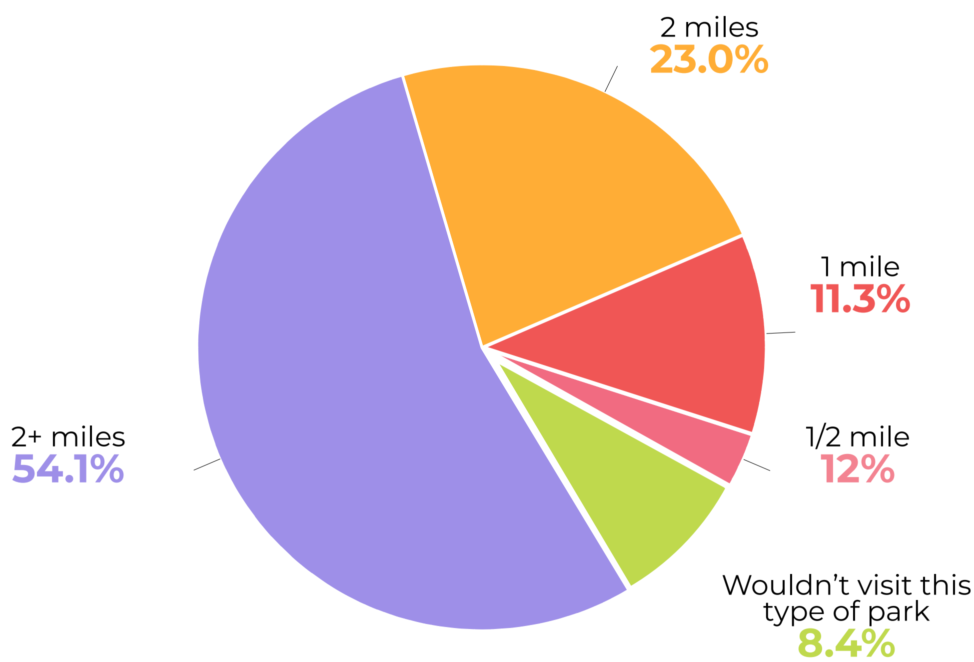


Q2. What is the **maximum** distance you would travel to visit a Neighborhood Park? **A Neighborhood Park is a smaller park, which may have a play area, picnic area, and a small outdoor open area.**

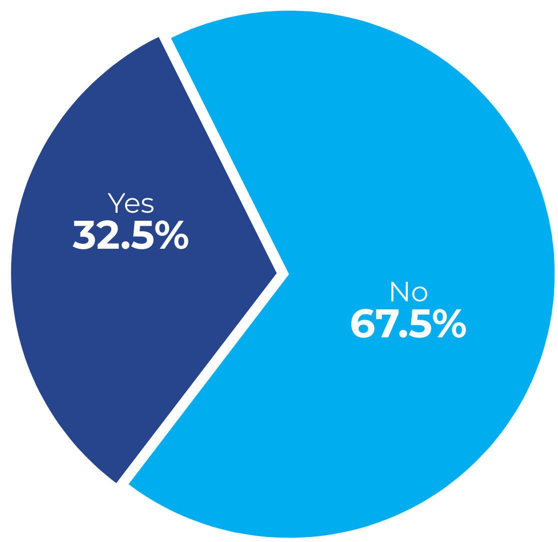


Q3. What is the maximum distance you would travel to visit a Community Park?

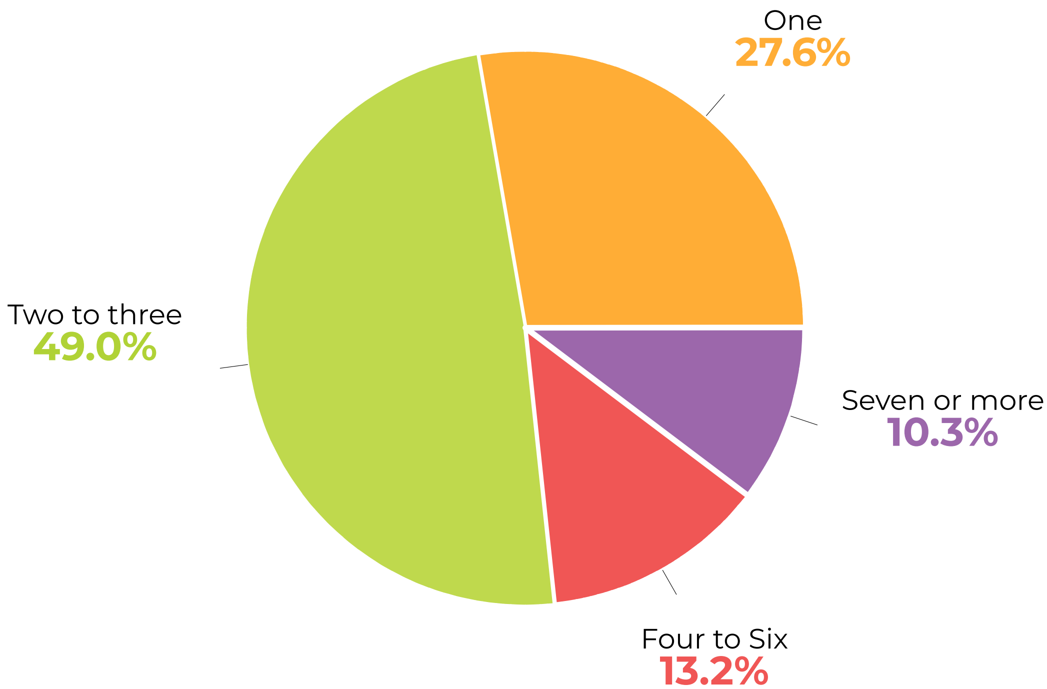
A Community Park is a larger park, which may have a larger outdoor open area, play areas, athletic fields/game courts, a community building/gym, a childcare center or senior center.



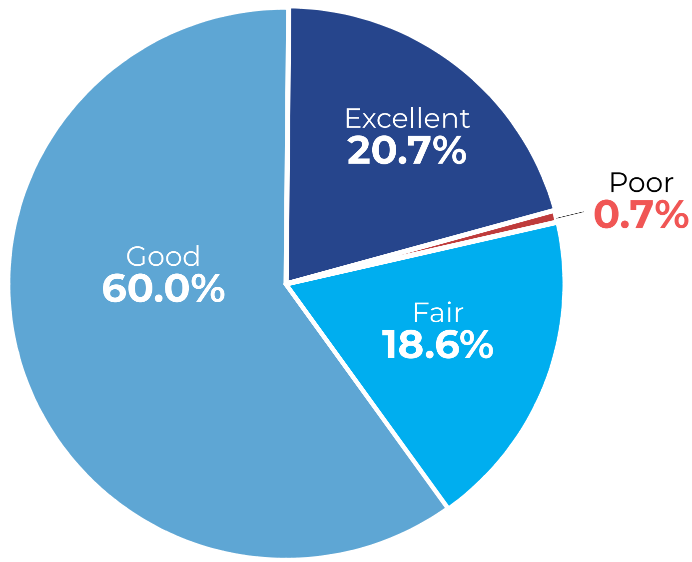
Q4. Has your household participated in any recreation programs offered by the City of Norfolk Parks and Recreation Department during the last 2 years?



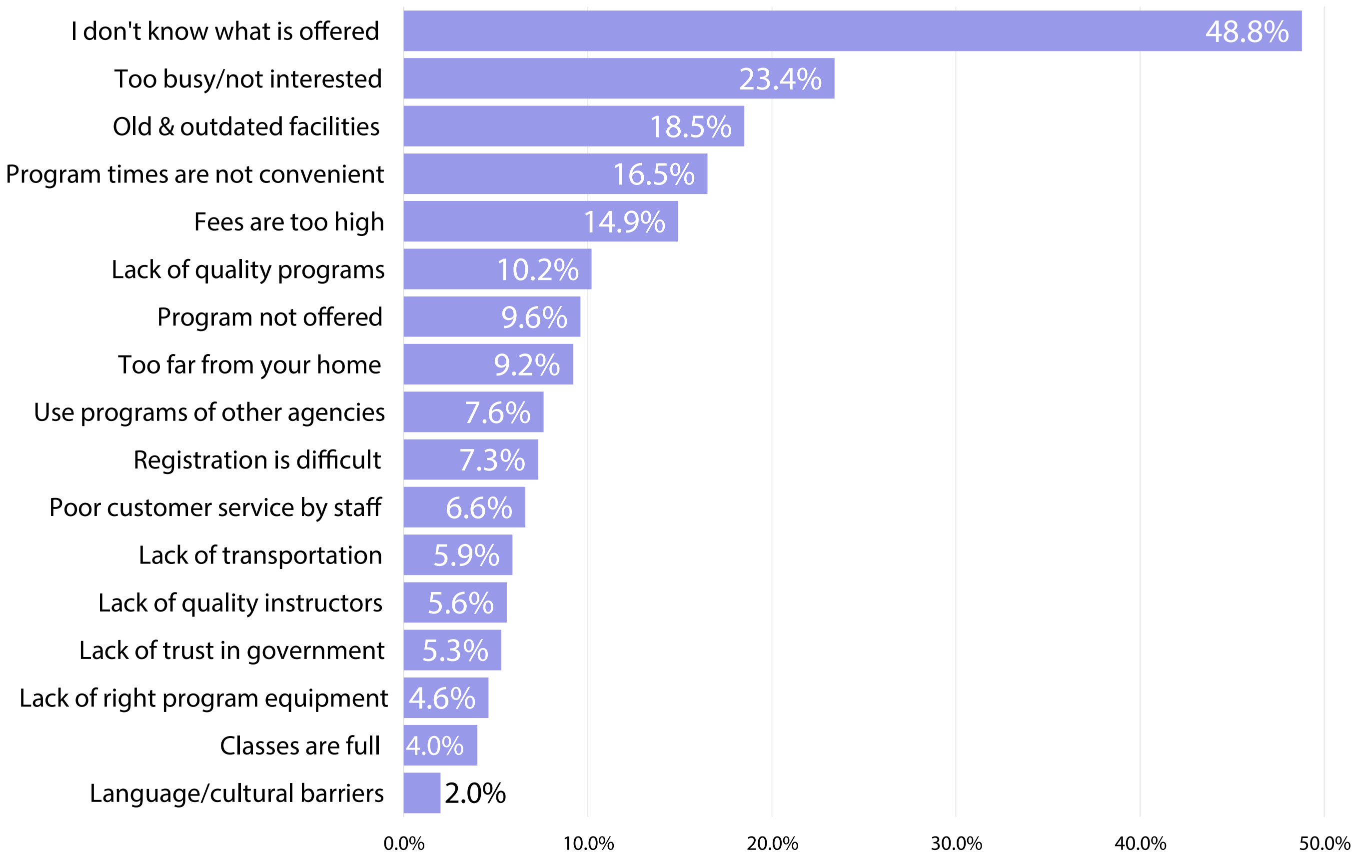
Q4a. How many programs offered by the City of Norfolk Parks and Recreation Department have you or members of your household participated in during the last two years?



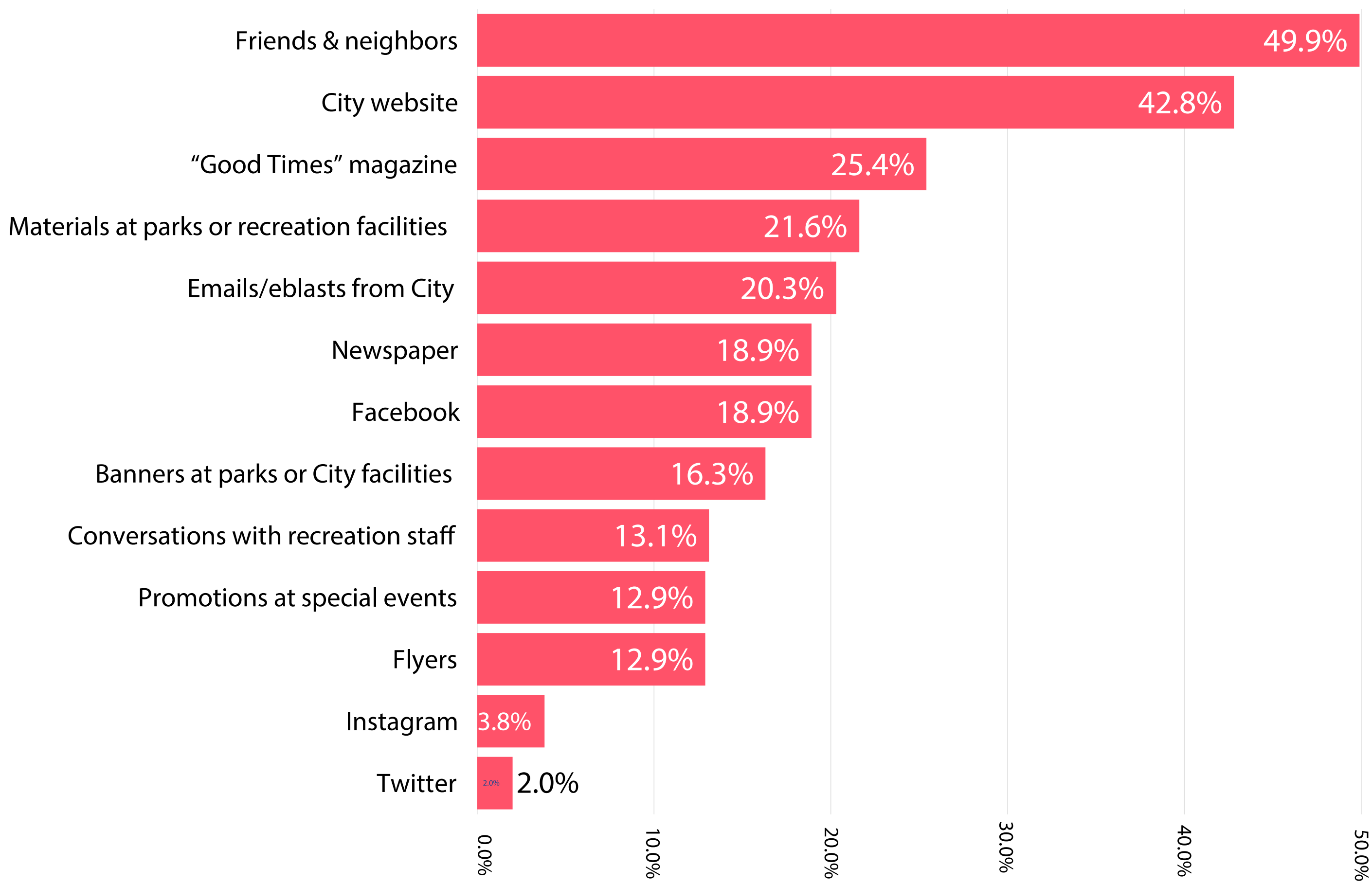
Q4b. How would you rate the overall quality of the City of Norfolk Parks and Recreation Department programs in which your household has participated?



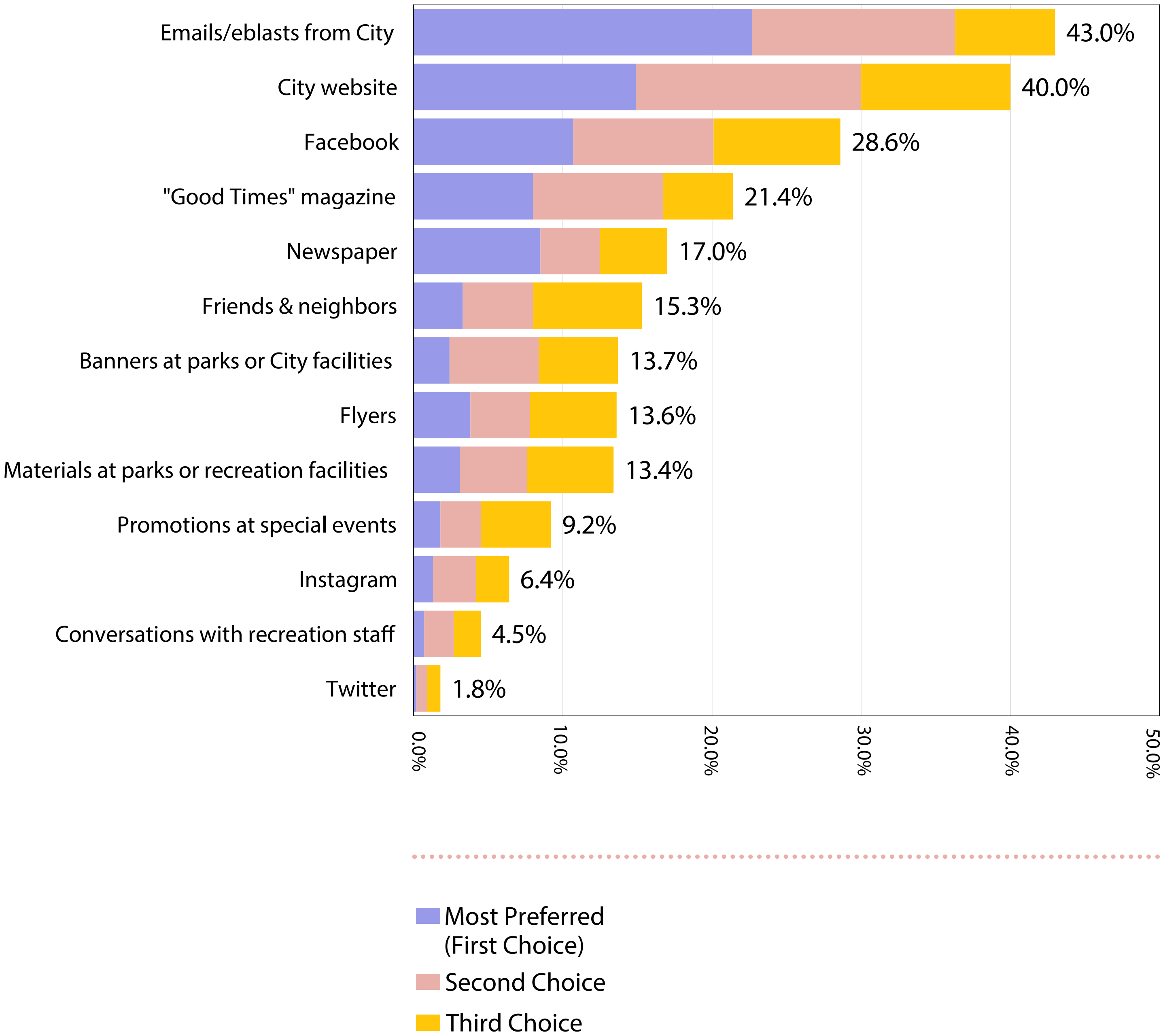
Q4c. What are the reasons why you may have not participated in City of Norfolk Parks and Recreation Department programs, before the COVID-19 Pandemic, during the last two years?



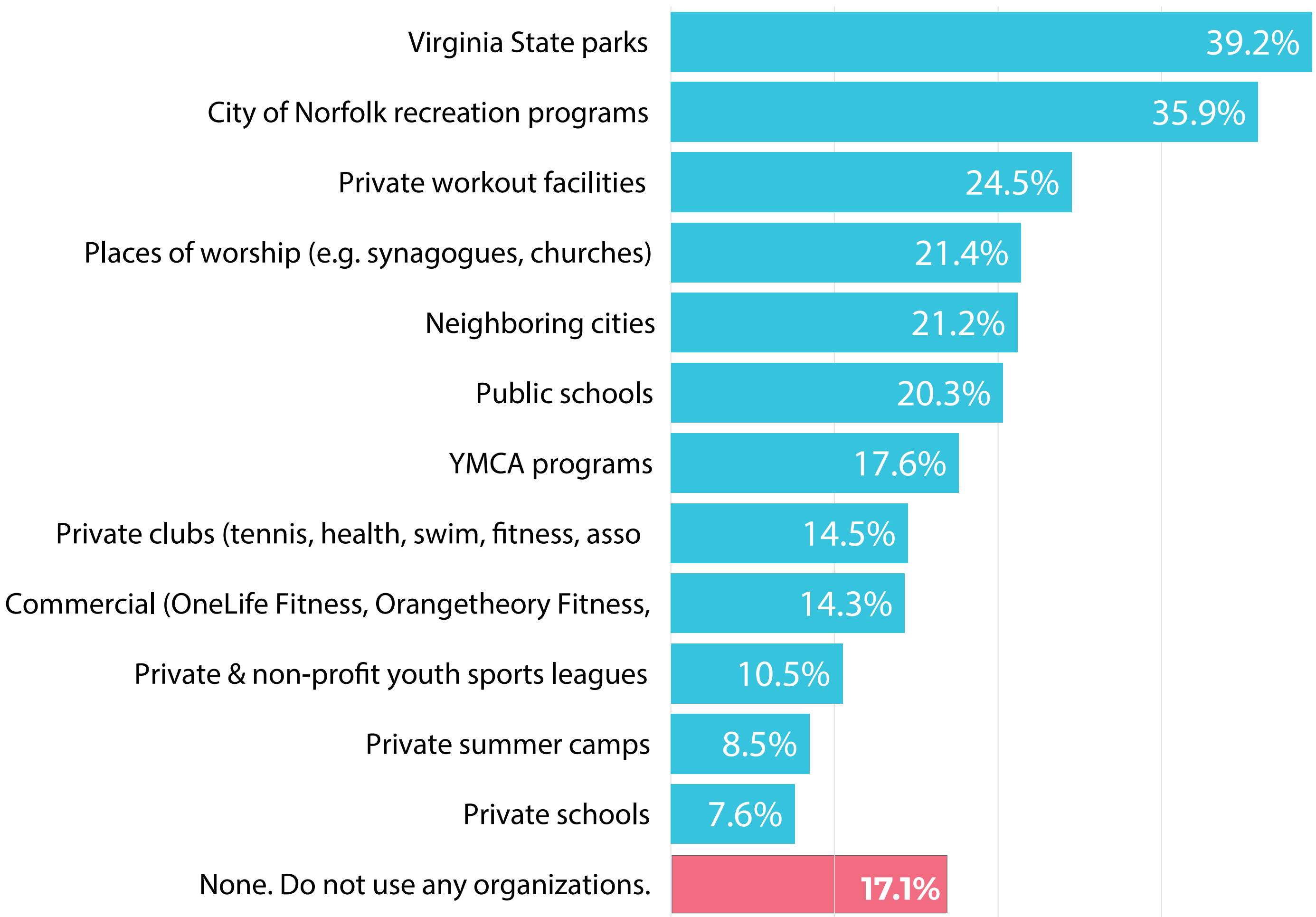
Q5. From the following list, please CHECK ALL of the ways you learn about City of Norfolk Parks and Recreation Department programs and activities.



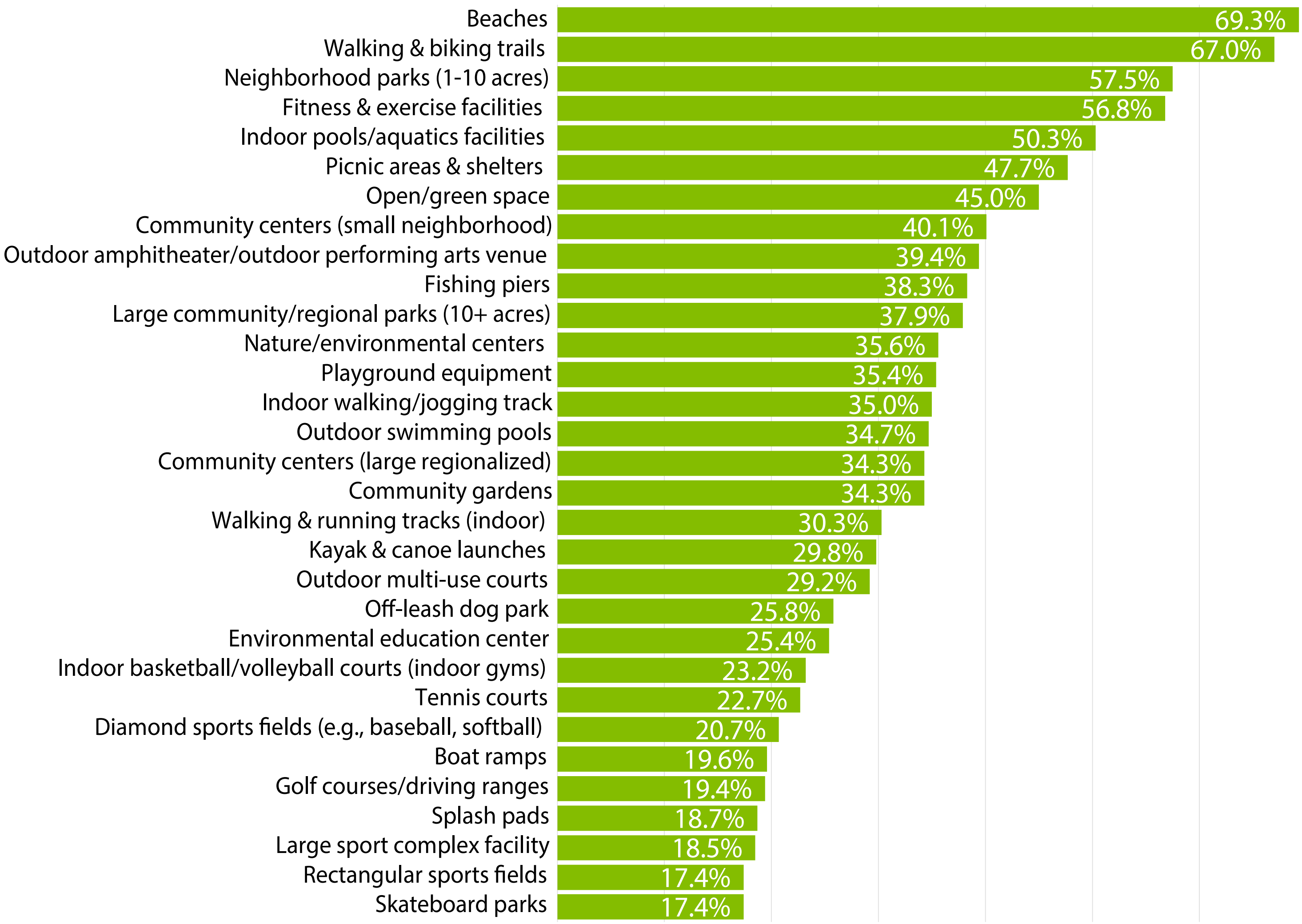
Q6. Households' Most Preferred Methods of Communication for the City to Use for Communication About Recreation Programs and Activities



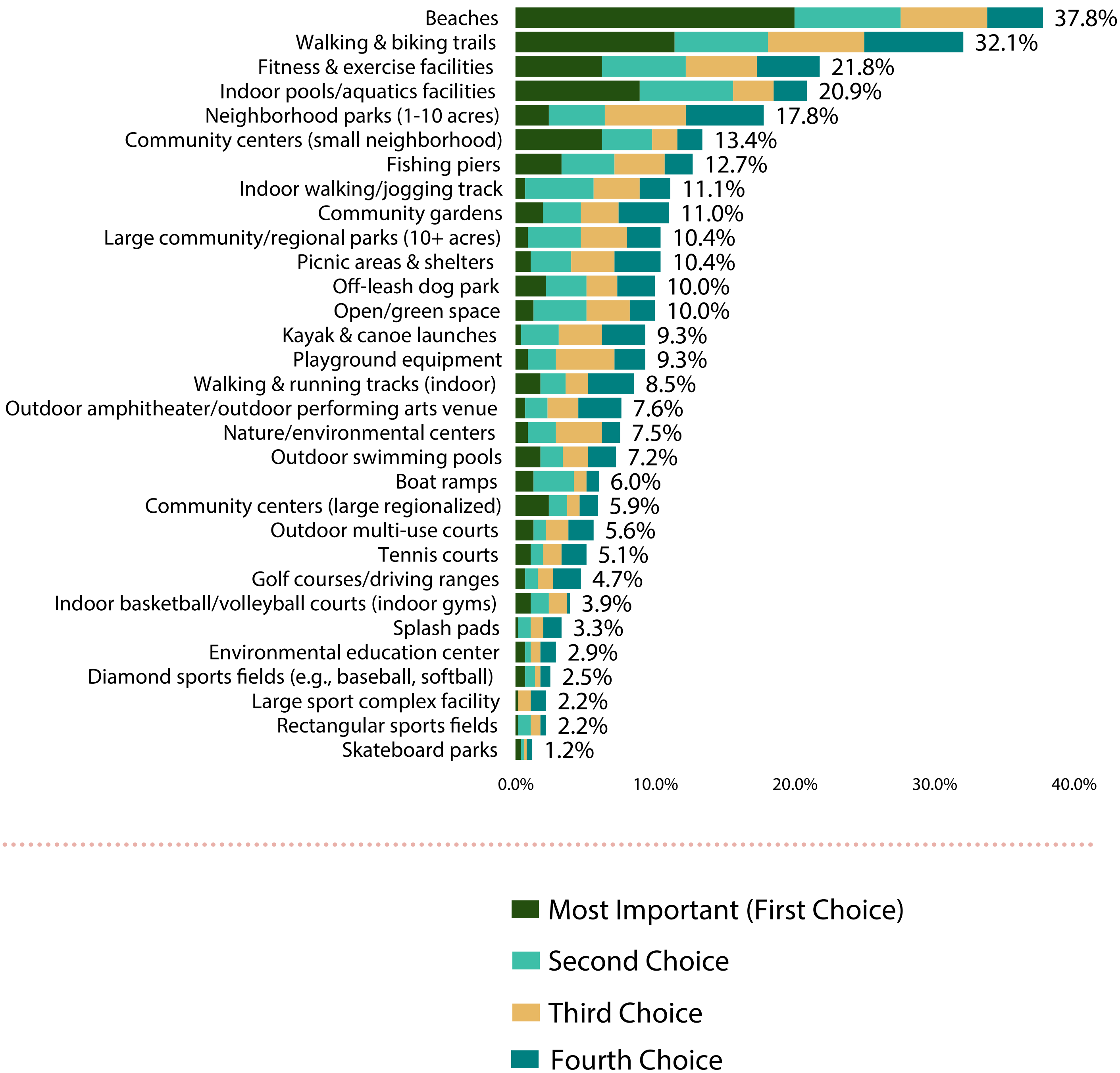
Q7. From the following list, please CHECK ALL of the organizations that you or members of your household have used for recreation and sports activities during the last 2 years.



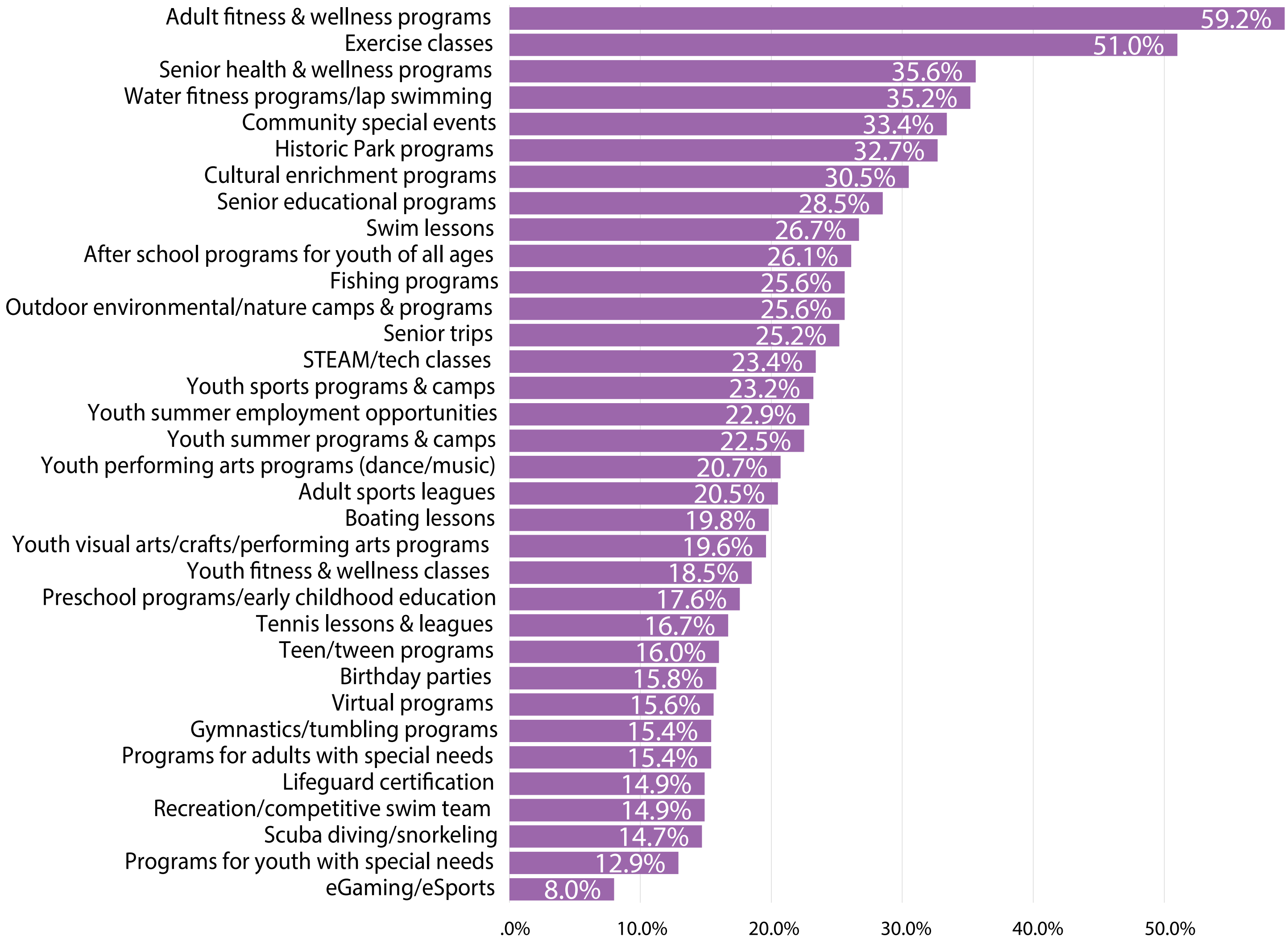
Q8. Households' Facility/Amenity Needs



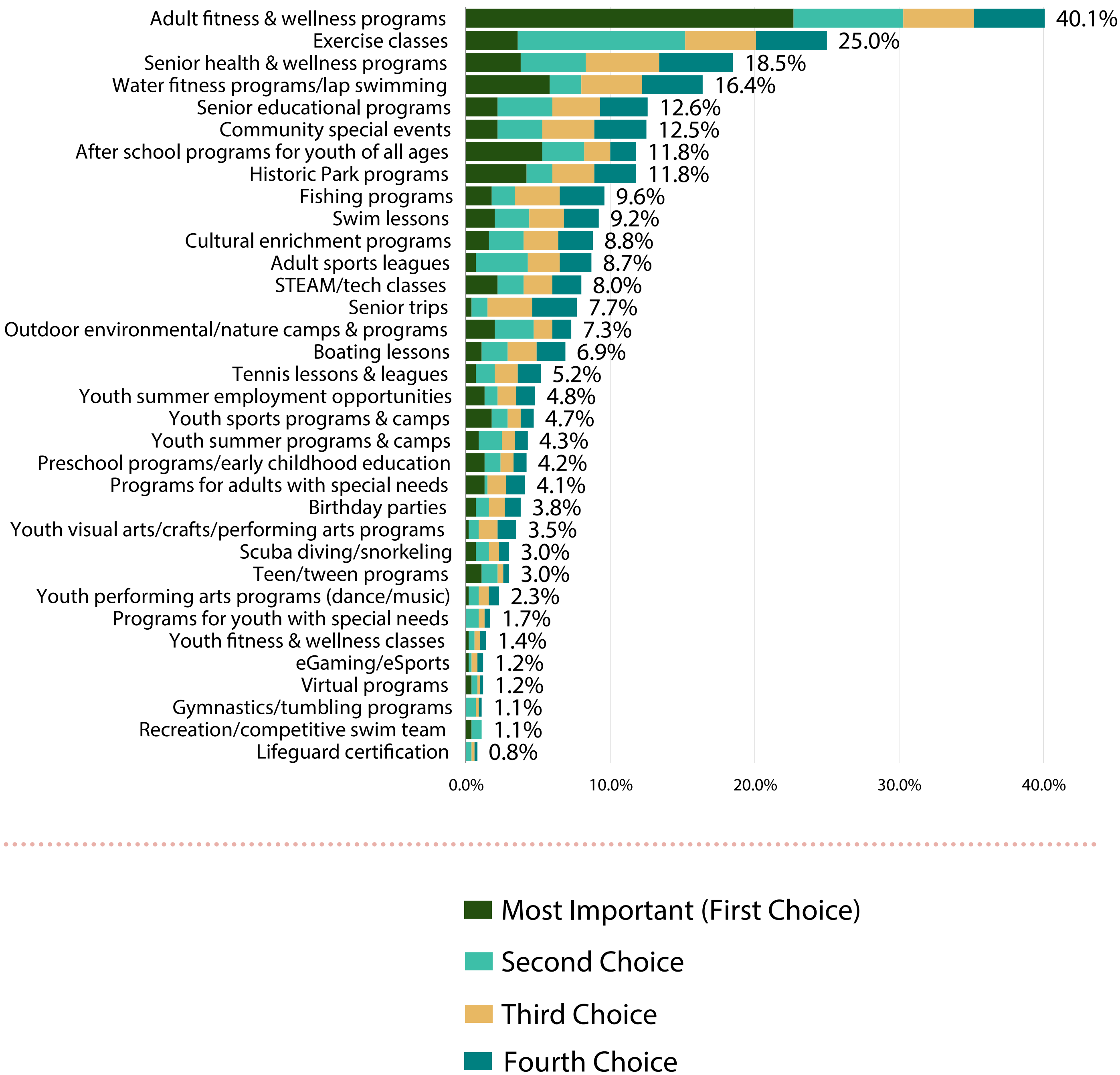
Q9. Facilities/Amenities Most Important to Households



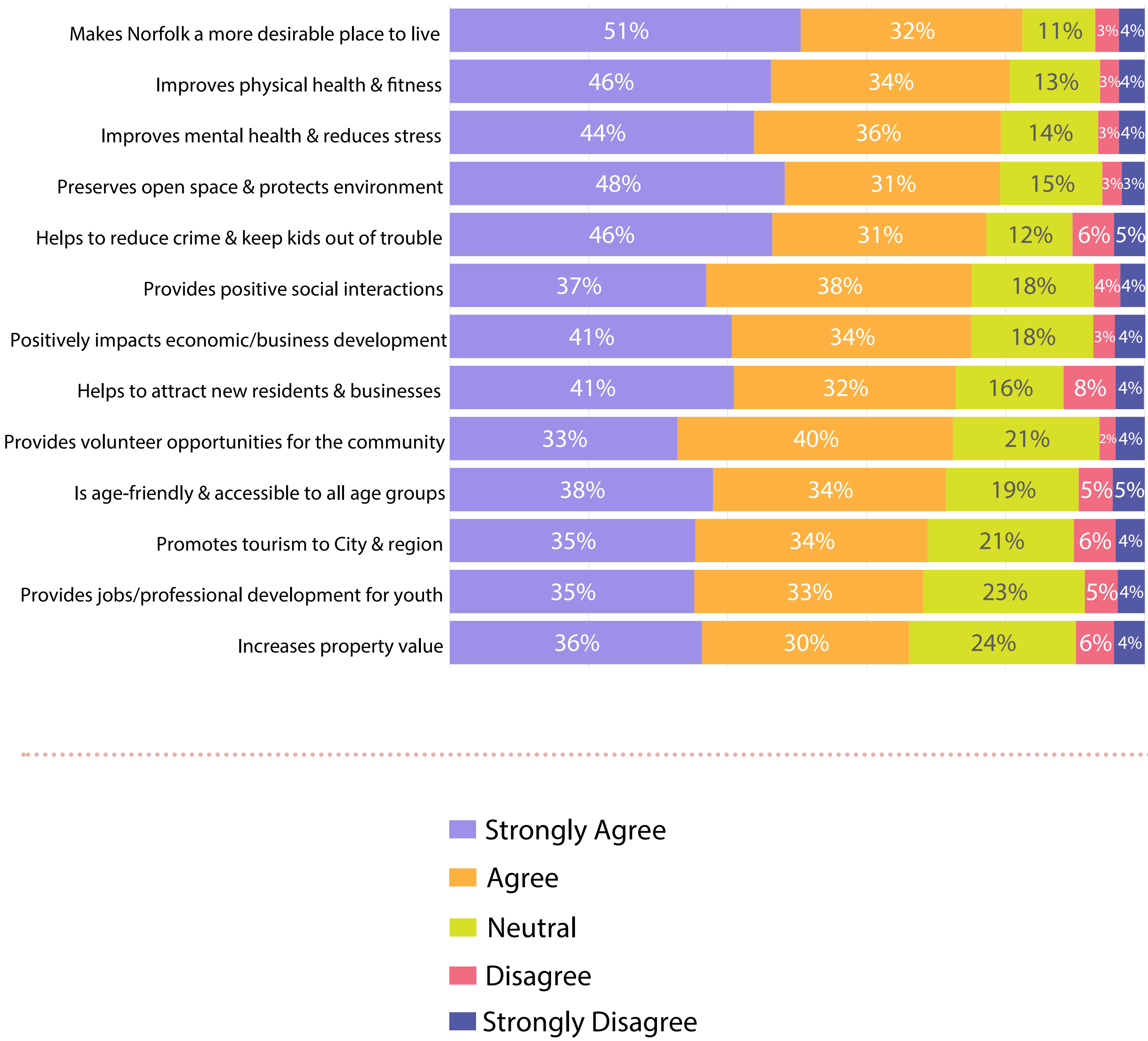
Q10. Households' Parks, Recreation, and Senior Programs Need



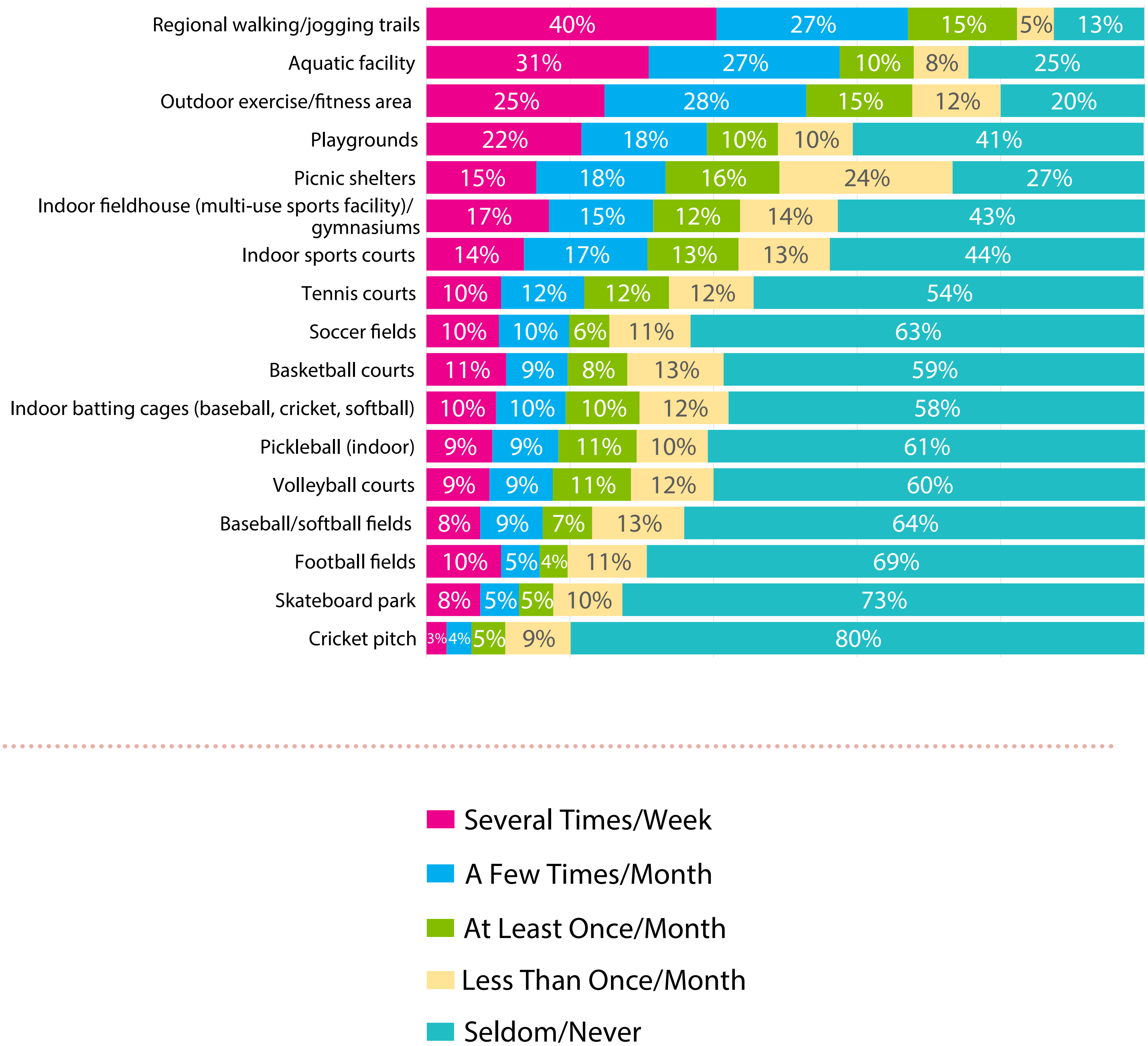
Q11. Parks, Recreation, and Senior Programs Most Important to Households



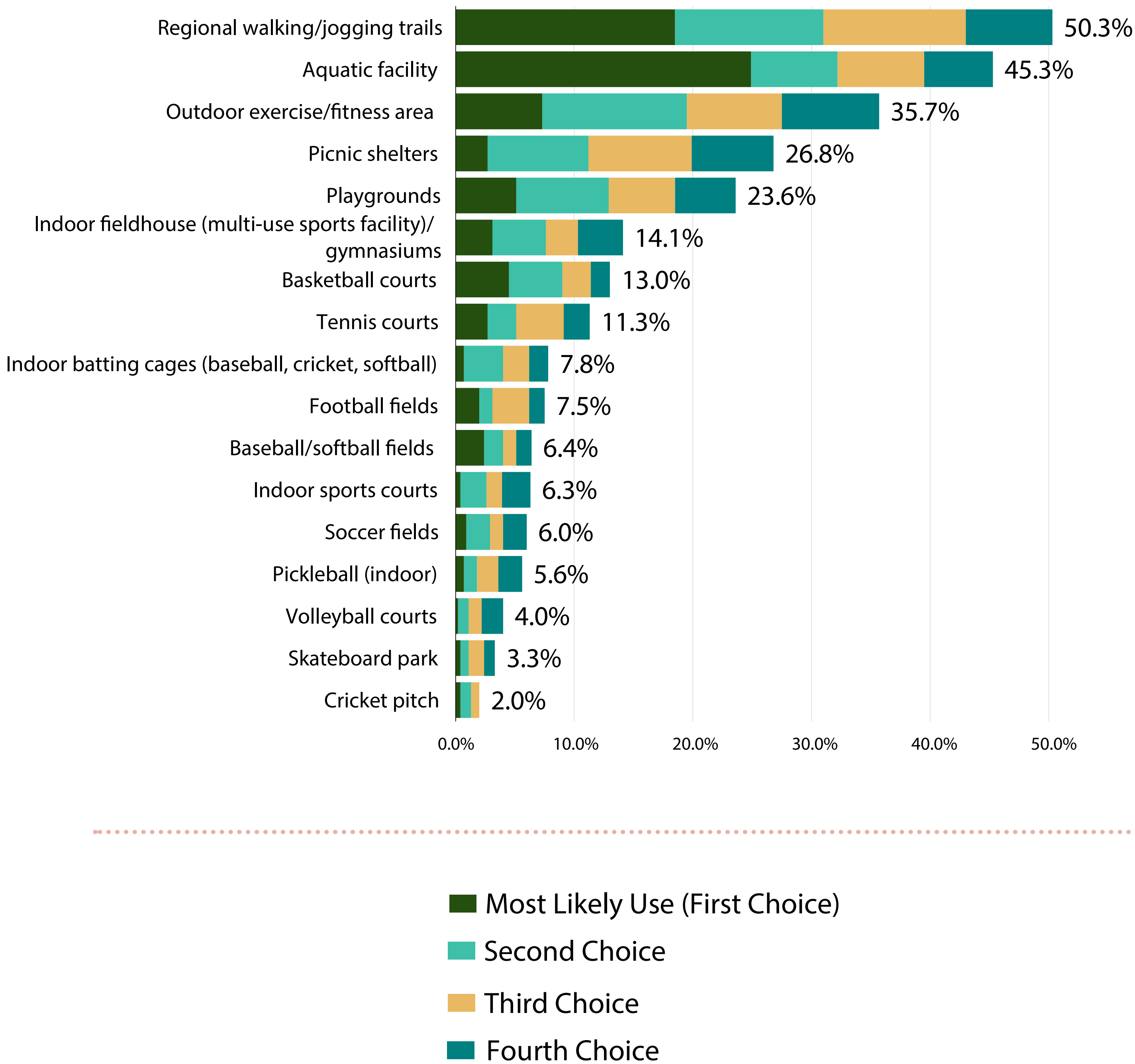
Q12. Respondents' Level of Agreement With Statements About Potential Benefits of the City of Norfolk's Parks and Recreation Services



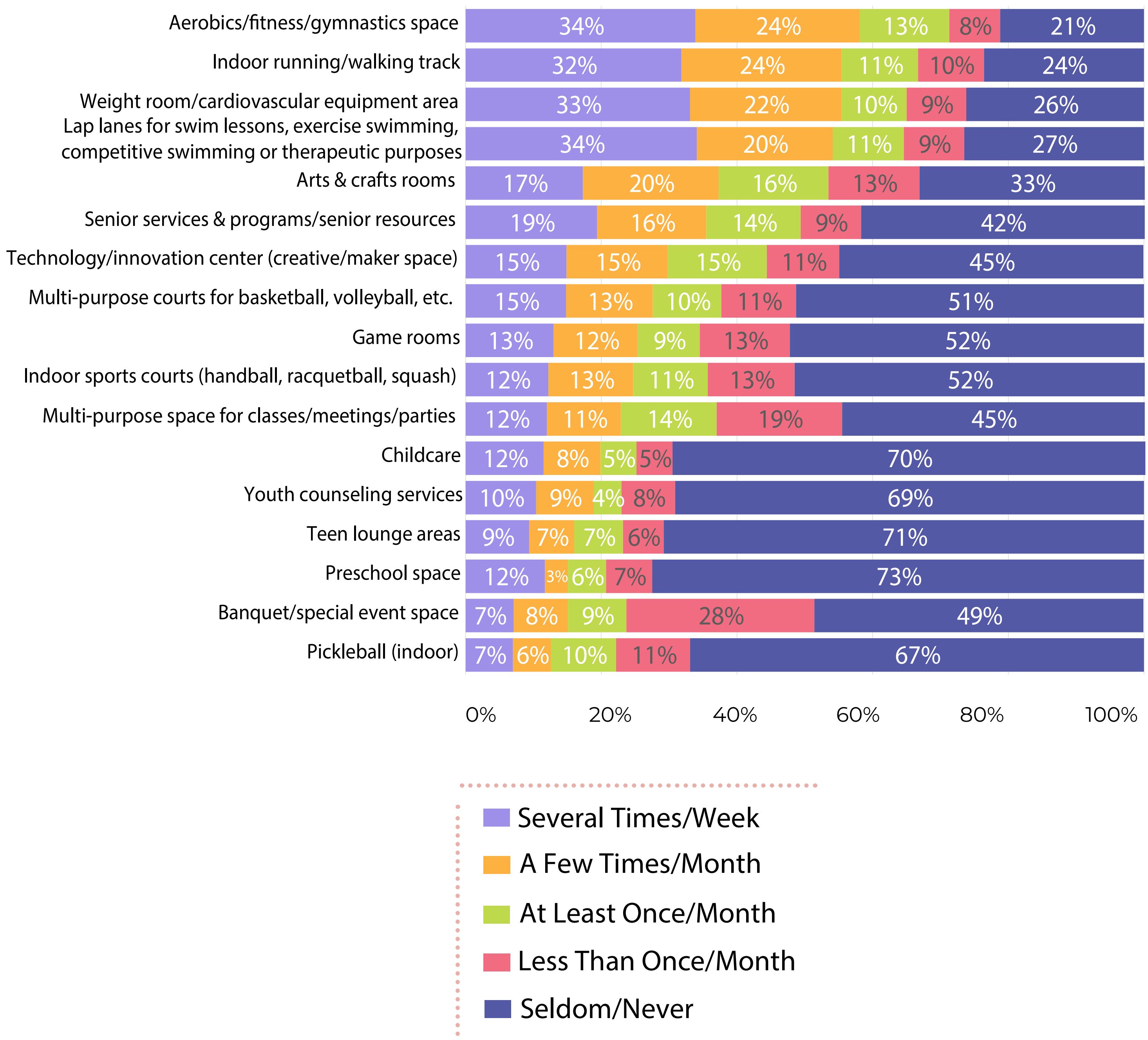
Q13. Potential Sports Complex Facility: How Often Households Would Use Potential Facility if Questioned Amenities Were Included



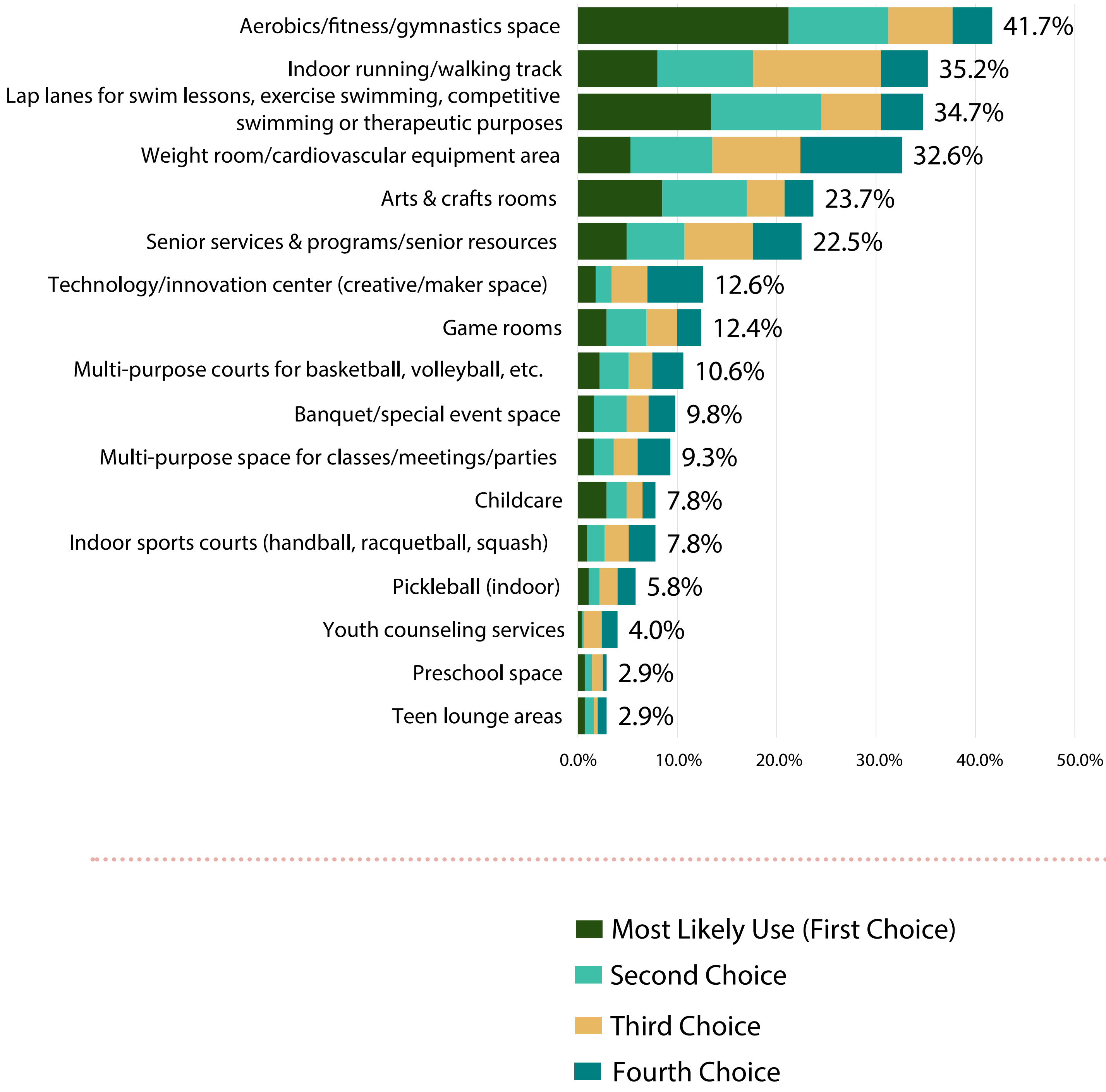
Q14. Potential Sports Complex Facility: Amenities Households Would Most Likely Use if They Were Included in a New Sports Complex Facility



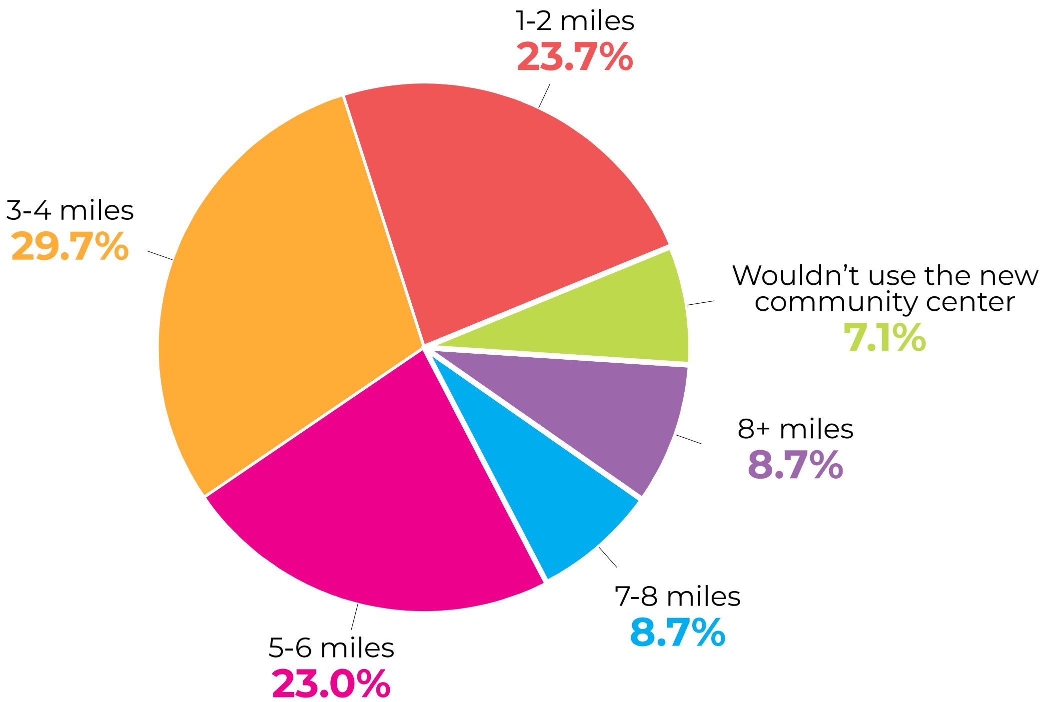
Q15. Potential Larger Multigenerational Community Center: How Often Households Would Use Center if Questioned Features Were Included



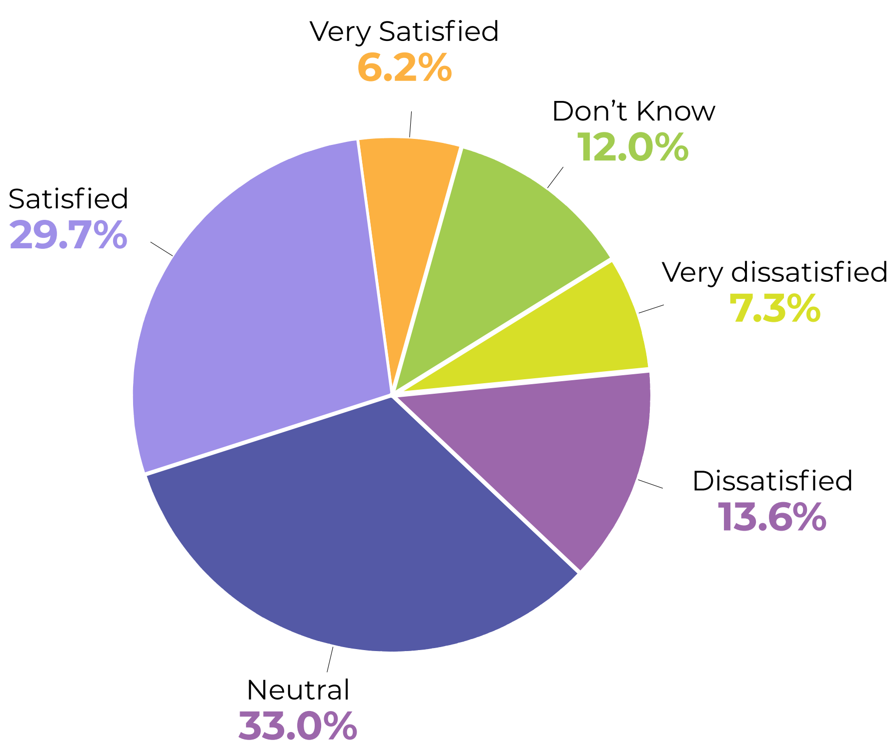
Q16. Potential Larger Multigenerational Community Center: Features Households Would Most Likely Use if They Were Included in a New Multigenerational Center



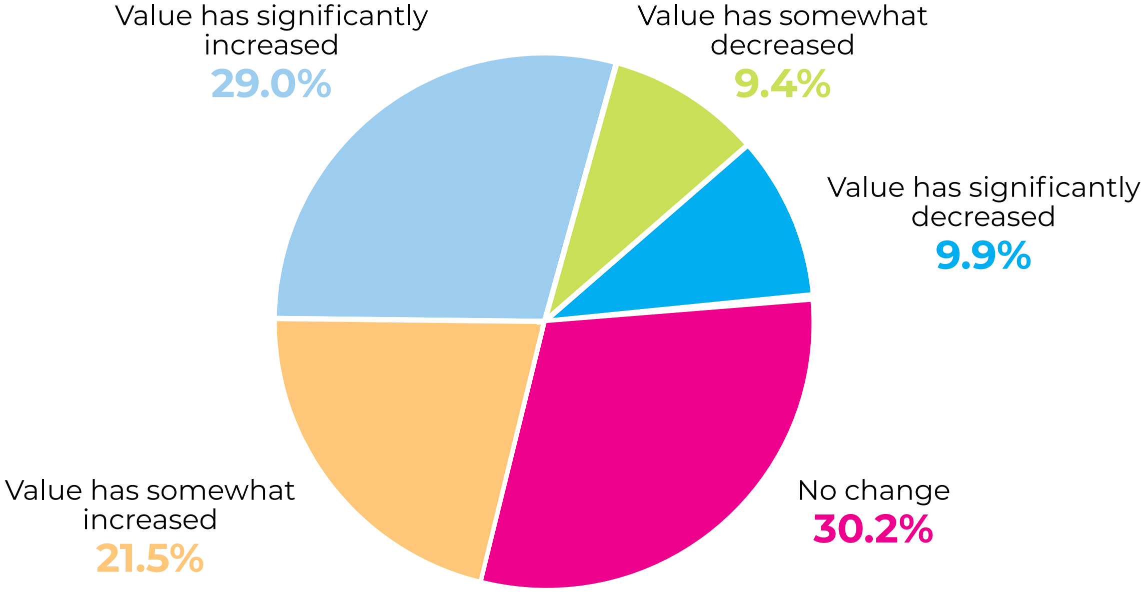
Q17. What is the maximum distance you would travel to use a new **Multigenerational Community Center** if it had the features you indicated are the most important to your household?



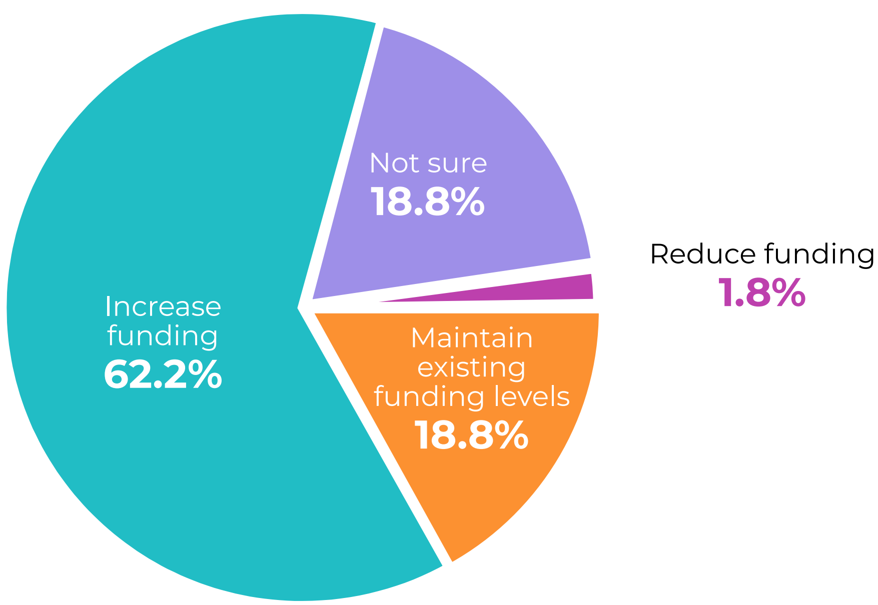
Q18. Respondents' Level of Satisfaction With the Overall Value Received From the City of Norfolk Parks and Recreation Department



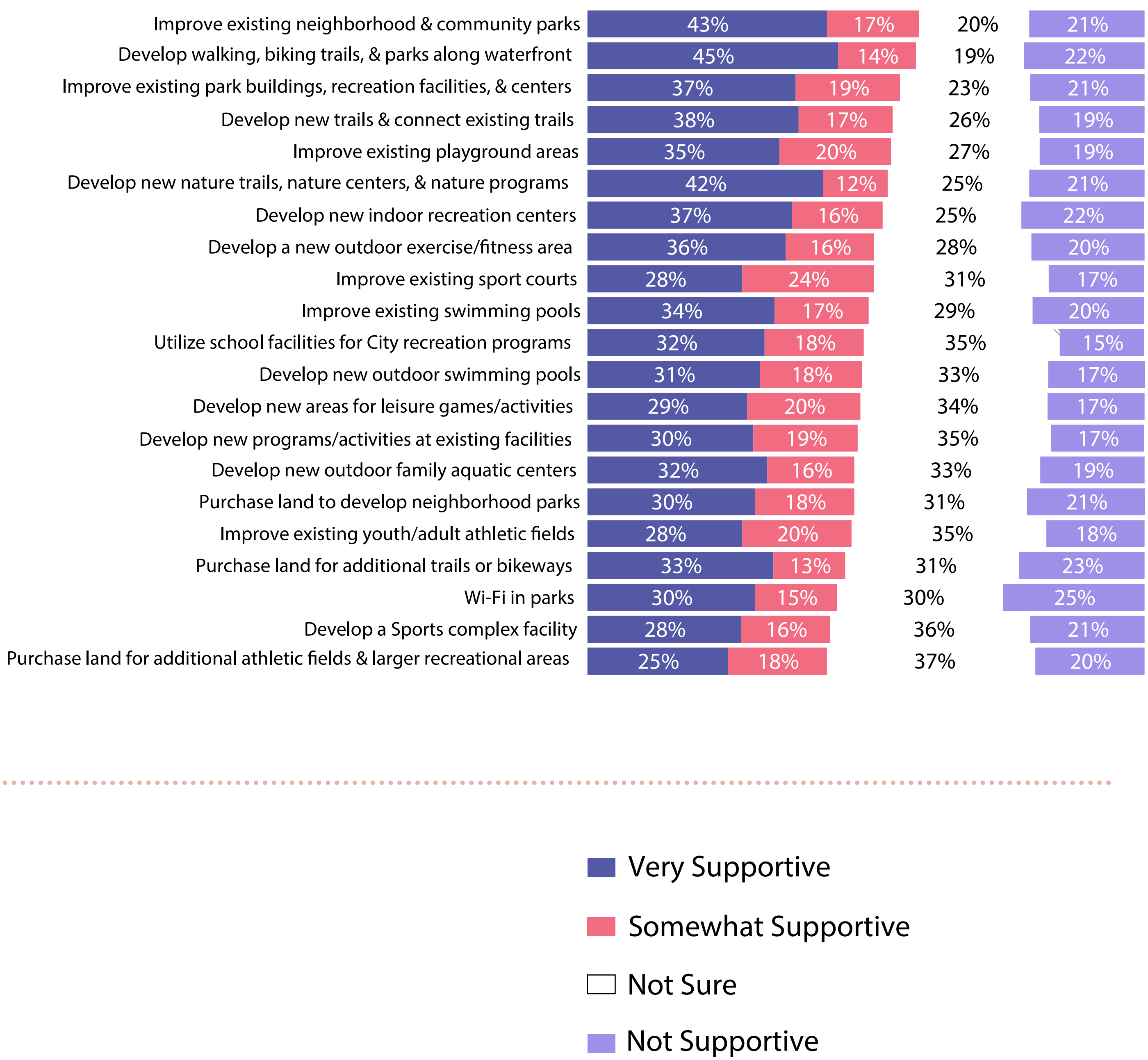
Q19. Given the recent COVID-19 Pandemic, how has your and your household's perception of the value of parks, trails, open spaces and recreation changed?



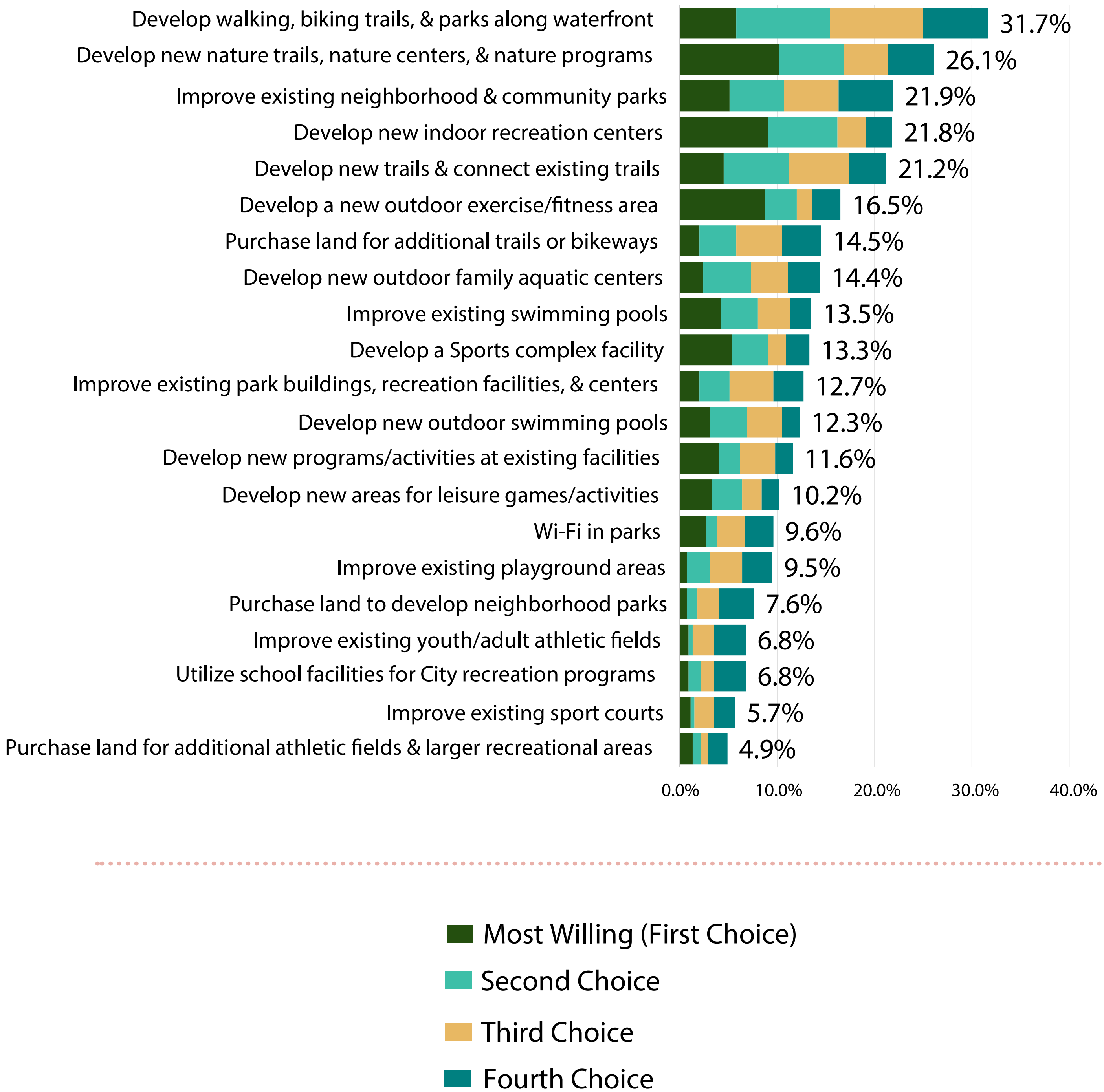
Q20. Based on your perception of value, how would you want the City of Norfolk to fund future parks, recreation, trails and open space needs?



Q21. Respondents' Level of Support for Actions the City of Norfolk Could Take to Improve the Parks and Recreation System



Q22. Actions the City Could Take to Improve the Parks and Recreation System That Respondents Would be Most Willing to Fund



3.3.1 Overview

The Department had both a Statistically Valid Survey (distributed by ETC Institute) and an Online Community Survey (powered by SurveyMonkey) conducted in order to better prioritize community needs. The Online Community Survey mirrored the ETC Statistically Valid Survey allowing those who weren't randomly selected to partake in the Statistically Valid Survey a chance to participate in the community engagement process and give their input.

Overall, the findings from the Online Community Survey are fairly similar to the Statistically Valid Survey results. In many instances, the results mirror each other. Below are some of the key takeaways from both the surveys.

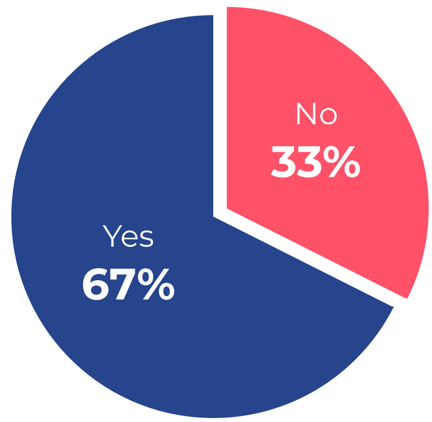
The following sections present a side-by-side comparison of survey results. All areas of congruence (in terms of order or response percentage range) are shaded in each table; green identifies responses higher than the statistically valid survey, blue indicates same score, white identifies unique responses, and orange identifies responses below the comparison.

3.3.2 Key Survey COMPARISONS

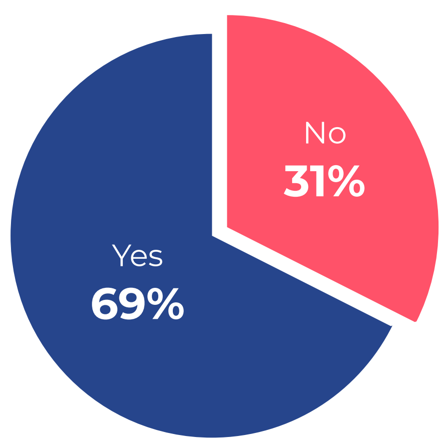
Program Participation

Program participation was similar with the ETC Statistically Valid Survey (33%) only being 2% greater than the Online Community Survey (31%).

Statistically Valid Survey



Online Community Survey



Preferred Communication Methods

Both surveys resulted in the same top three preferences regarding preferred communication methods. Two variances worth mentioning from the Online Community Survey are Newspaper (8%) being substantially lower, while Instagram was much higher than the Statistically Valid Survey responses (7%).

Statistically Valid Survey	Online Community Survey
1. Email / Eblasts from city (43%)	1. Email / Eblasts from city (44%)
2. City website (40%)	2. City website (34%)
3. Facebook (29%)	3. Facebook (34%)
4. “Good Times” magazine (21%)	4. Instagram (17%)
5. Newspaper (17%)	5. “Good Times” magazine (17%)

Preferred Communication Methods

Both surveys resulted in the same top three preferences regarding preferred communication methods. Two variances worth mentioning from the Online Community Survey are Newspaper (8%) being substantially lower, while Instagram was much higher than the Statistically Valid Survey responses (7%).

Statistically Valid Survey	Online Community Survey
1. I don’t know what is offered (49%)	1. I don’t know what is offered (59%)
2. Too busy/not interested (23%)	2. Program times are not convenient (18%)
3. Old & outdated facilities (19%)	3. Old & outdated facilities (17%)
4. Program times are not convenient (17%)	4. Too busy / not interested (16%)
5. Fees are too high (15%)	5. Other (14%)

FACILITY / AMENITY IMPORTANCE

The top five most "important" facilities/ amenities were the same for both surveys with just the order of priority reversed on numbers 3 and 4.

Statistically Valid Survey	Online Community Survey
1. Beaches (38%)	1. Beaches (44%)
2. Walking & biking trails (32%)	2. Walking and biking trails (38%)
3. Fitness & exercise facilities (22%)	3. Indoor pools / aquatics facilities (23%)
4. Indoor pools / aquatics facilities (21%)	4. Fitness & exercise facilities (20%)
5. Neighborhood Park (18%)	5. Neighborhood parks (19%)

Program Needs

While the top two "needed" programs were the same in both the Online Community Survey and the ETC Statistically Valid Survey, we do see some differences, most notably in the higher percentages from the Online Community Survey. While the Statistically Valid Survey only shows two activities listed over 50% of the time, the Online Community Survey showed six such programs.

Statistically Valid Survey	Online Community Survey
1. Adult fitness & wellness programs (59%)	1. Adult fitness & wellness programs (71%)
2. Exercise classes (51%)	2. Exercise classes (65%)
3. Senior health & wellness programs (36%)	3. Community special events (60%)
4. Water fitness programs / lap swimming (35%)	4. Cultural enrichment programs (58%)
5. Community special events (33%)	5. Water fitness programs / lap swimming (54%)

Most LIKELY TO USE IN NEW SPORTS COMPLEX

When analyzing what the community is most likely to use in a new sports complex, the top five requests were the same in both surveys, with the only difference being the top two options being reversed.

Statistically Valid Survey	Online Community Survey
1. Regional walking/jogging trails (50%)	1. Aquatic facility (67%)
2. Aquatic facility (45%)	2. Regional walking/jogging trails (66%)
3. Outdoor exercise/fitness area (36%)	3. Outdoor exercise/fitness area (46%)
4. Picnic shelters (27%)	4. Picnic shelters (25%)
5. Playgrounds (24%)	5. Playgrounds (24%)

MOST LIKELY TO USE IN NEW MULTIGENERATIONAL COMMUNITY CENTER

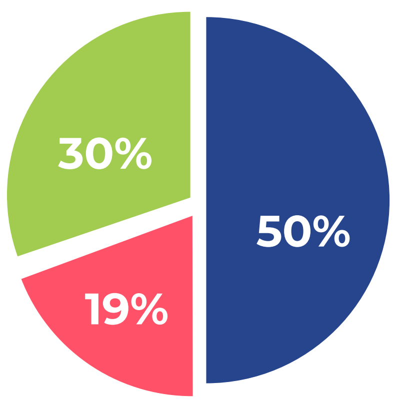
In reviewing what the City of Norfolk would be most likely to use on a multigenerational community center, the top five amenities are listed in both surveys, just in slightly different orders. Lap lanes for swim lessons, exercise swimming, competitive swimming or therapeutic purposes is the most notable difference as it jumps from #3 in the Statistically Valid Survey to #1 in the Online Community Survey with a 17% increase in requests.

Statistically Valid Survey	Online Community Survey
1. Aerobics /fitness / gymnastics space (45%)	1. Lap lanes for swim lessons, exercise swimming, competitive swimming or therapeutic purposes (52%)
2. Indoor running / walking track (35%)	2. Aerobics /fitness / gymnastics space (46%)
3. Lap lanes for swim lessons, exercise swimming, competitive swimming or therapeutic purposes (35%)	3. Indoor running / walking track (43%)
4. Weight room / cardiovascular equipment area (33%)	4. Weight room / cardiovascular equipment area (32%)
5. Arts & crafts rooms (24%)	5. Arts & crafts rooms (28%)

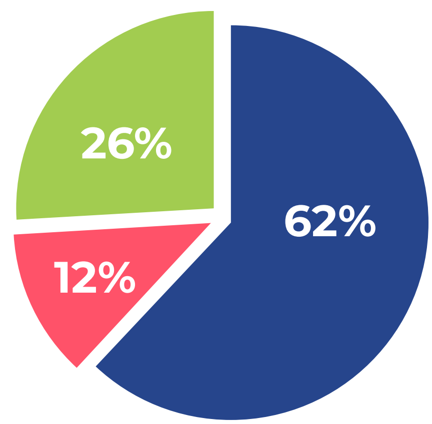
Perception of the value of parks, trails, open spaces and recreation (covid-19)

Both surveys show a community that has seen their perception of the value parks, trail, open space and recreation provide increase during the COVID-19 pandemic.

Statistically Valid Survey



Online Community Survey



Increased   Decreased   No Change

Demographics - GENDER

This chart identifies females are overrepresented in the Online Community Survey.

	ETC Institute Statistically Valid Survey	SurveyMonkey Online Community Survey
Male	49%	27%
Female	51%	69%
Non-binary	0%	1%
Prefer not to answer	3%	3%
Not provided	1%	0%

Demographics - AGE SEGMENTS WITHIN HOUSEHOLD

When compared to the Statistically Valid Survey, we see an over representation of the younger demographics, especially with children 14 and younger; while there is under representation of the older groups of 45-54, 55-64, 65-74, and 85+.

	Statistically Valid Survey	Online Community Survey
Under age 5	5%	8%
Ages 5-9	5%	8%
Ages 10-14	6%	8%
Ages 15-19	5%	6%
Ages 20-24	5%	4%
Ages 25-34	11%	13%
Ages 35-44	14%	14%
Ages 45-54	15%	13%
Ages 55-64	15%	12%
Ages 65-74	15%	11%
Ages 75-84	4%	4%
Ages 85+	1%	< 1%

Demographics – RACE / ETHNICITY

Whites were substantially overrepresented in the Online Community Survey while Black / African American were heavily under represented.

	ETC Statistically Valid Survey	SurveyMonkey Online Community Survey
Asian / Pacific Islander	3%	2%
Black / African American	41%	5%
Native American	1%	3%
White	48%	87%
Hispanic	7%	3%
Other	2%	5%

3.3.3 Implications

After analyzing the data collected from the public engagement process, there are several public priorities that rose to the surface:

- Focusing on Email / Eblasts, the City's website, Facebook, and Instagram will be important in communication efforts, as "I don't know what is offered" is the #1 barrier listed by a large margin.
- Fitness and wellness programs, including exercise programs and water fitness are top community priorities.
- The importance of beaches, walking & biking trails, and neighborhood parks by the City of Norfolk indicates a community interested in open, passive recreation spaces.
- There is a desire for some kind of aquatic facility and both indoor and outdoor fitness space.
- The COVID-19 pandemic improved the perception of the value parks, trails, open spaces and recreation with a majority of the community.
- There are some notable differences in the demographics of those who filled out the Statistically Valid Survey and the Online Community Survey. The Online Community Survey showed much higher participation in females and younger age groups.
- The low representation in the Black / African American community should be looked at as it indicates an opportunity in better reaching that demographic.

4 Chapter

PARKS, FACILITIES, AND YOUTH SPORTS ASSESSMENT

4.1 Parks and Facilities Assessment

4.1.1 Introduction

Park properties and facilities are the physical backbone of the parks and recreation system which support and facilitate all programming, user experiences, and access to recreational opportunities. It is paramount that these properties and facilities be well maintained, meet current standards, and accommodate the highest and best use. The upkeep, repair, and improvements to existing facilities should be a top priority for any Department. Periodic assessment of their physical condition is critical to the department's ability to budget and implement priority repairs and improvements in an organized and timely manner.

The Elizabeth River Trail
offers scenic view of the Elizabeth River and downtown Norfolk

4.1.2 Methodology

The design team performed and facilitated the assessment of physical conditions of parks and facilities operated by the department, as well as school facilities maintained by the Department and used for recreation. The objective of the assessments was to identify and quantify conditions which ultimately have a direct effect on the quality of programming, user experiences, and the public health, welfare, and safety.

Assessments were conducted by LPDA staff, with over 50 years combined experience with conditions assessments and facility planning, and Department staff with facilitation with LPDA. Facilitated by Department staff, LPDA conducted assessments for a sampling of sixteen (16) facilities (buildings) and park sites in a variety of classifications and locations throughout the City. LPDA reviewed the assessment forms and method with Department staff and provided the forms to them to conduct assessments of the remaining sites.

Assessment forms were customized to gather specific information. Forms required staff to inventory park and facilities features, such as infrastructure, parking, and amenities, and then to evaluate their condition using a numeric scoring system. The forms also included qualitative assessments of development potential for infill and connectivity. The scores for all categories were added together, to yield the total score for the site's condition. Higher scores denote worse conditions and a greater need for maintenance and repair. A facility with many amenities may garner a high score because of the quantity of amenities rather than because the park or trail is in terrible condition. To more fairly evaluate the relative condition of the park, trail, and school sites, the percentage of points scored is also determined. The percentage is between points scored compared to possible scorable points at a park. The lower the percentage the better condition of the site.

Park conditions were assessed on a scale of (0) to (4) in a range of categories. A score of (0) indicates no concerns, and a score of (4) indicates immediate major problems. The maximum total score possible for a park to receive is 80, which would indicate that there are immediate major problems in every category evaluated.

PARK EVALUATION CATEGORIES

- ADA accessibility
- Ball fields
- Equipment (playground, backstops, hoops, etc.)
- General cleanliness/ appearance
- Hard courts (tennis, basketball, etc.)
- Irrigation systems
- Landscaping (ornamental and natural)
- Neighborhood linkages/ connections
- Parking availability
- Parking facilities
- Personal safety
- Sidewalks/paths/trails
- Storm water drainage systems
- Turf
- Vehicular access

Facility conditions were assessed on a scale of (0) to (4) in a range of categories. A score of (0) indicates no problems, and a score of (4) indicates immediate major action needed. The maximum total score possible for a facility to receive is 71, which would indicate that there are immediate major problems in every category evaluated.

FACILITY EVALUATION CATEGORIES

- ADA accessibility
- Adequacy of space
- Auditorium
- Classrooms
- Gymnasium
- Interior lighting
- Kitchen
- Mechanical equipment
- Overall facility conditions,
- Offices
- Parking
- Security
- Storage areas
- Vandalism

A development potential evaluation was included as part of the park conditions assessment. During the site evaluation, the reviewer noted opportunities for infill and connectivity. Reviewers identified the available space for infill development, selecting from 'no development potential without replacing an existing amenity'; infill space for small (fitness station), medium (basketball court), or large (full size 90' ball diamond) sized facilities; or 'significant portions of the site are undeveloped' and multiple amenities could be added.

The reviewers also noted if there were marginalized areas that could be developed for environmental benefit, potentially including wildlife/pollinator habitat, stormwater treatment, and integrated flood management. Opportunities for connectivity both within and to areas outside of the park were noted on the forms.

Space was also provided on the forms for reviewers to note specific observations that were not encompassed by any category, or to expand in further detail about the conditions of a category. These observations are incorporated into each site's assessment summary.

4.1.2 Summary Of Findings

The Department is an established institution with a long history of providing recreational opportunities to residents and visitors. Some of the facilities are very new, so were built with contemporary planning standards and their materials are still at the beginning of their lifespan. Other facilities are older and showing the years of use and limited investment.

LPDA and Department staff evaluated the condition of 122 sites around the City. The scores for the condition of parks and facilities ranged from perfect 0% scores for condition concerns (Broad Creek Park, Brambleton Dog Park) to 71% condition concerns at Reservoir Avenue Mini Park. Overall, the sites are generally in good condition. Very few of the total 122 sites assessed in the report scored above 50%, or very poor, on the conditions scoring. The only sites that did so were: Barraud Park (51%), Craig Street Playground (57%), Reservoir Ave. Mini Park (71%), Stone Park (52%), and Berkley Dog Park (59%).

Over the course of assessing the condition of the parks and facilities, several issues were noted as recurring in multiple places. Common deficiencies/opportunities are listed alphabetically below, with issues affecting health, safety, and accessibility in bold:

PARKS

- **Lack of or limited ADA accessibility**
- **Lack of or limited universal accessibility design and site amenities**
- **Safety hazards (cracked sidewalks, tripping hazards, broken equipment)**
- **Perceived crime and personal safety concerns**
- Aging and damaged site furnishings
- Aging and outdated play equipment

- Aging sports fields, hard courts, and sports equipment such as field fencing and backstops are in poor condition, needing repair or replacement
- Damaged turf at dog parks
- Faded striping and damaged parking areas
- General appearance and upkeep of facility
- Infill development opportunities ranging from small to significantly sized areas.
- Lack of adequate storm water infrastructure (conveyance, detention, treatment)
- Lack of or inconsistency in the design of site furnishings
- Lack of or limited internal park loop trails
- Outdated or lack of park master plans
- Poor neighborhood connectivity
- Parking shortages during peak use periods at special event parks
- Underutilized areas could be developed for habitat, stormwater, and/or flood management services.

Ballentine Park

Basketball court with poor drainage and missing backboard

Poplar Hall Park

Aging play equipment on substandard playground safety surfacing and extents

FACILITIES

- **Limited or no ADA accessibility**
- **Limited or lack of connectivity to surrounding area**
- Aging buildings with general condition issues
- Inadequate storage space
- Insufficient parking during peak use times
- Poor condition of some rooms

Several of the parks contain positive features that promote better usability and experience for park visitors. These include, in alphabetical order:

- Environmental best practices in materials, site design, and integrated stormwater management
- Newer recreation centers integrated into population centers
- Newer unique or destination style amenities
- Public water access
- School sites as public recreation areas
- Variety of dog parks
- Variety of specialty park amenities included in the system
- Well-maintained event parks

Campostella Center
An aging facility

Plum Point Park
Recently redeveloped to integrate wetland mitigation and estuarine habitat with new passive park amenities. (photo courtesy of WPL)

The general condition and themes for each park of facility category are summarized on the following pages. The tables illustrate the assessment percentage score of parks and facilities, with a gradient of green to red to highlight those in best to worst condition, based on the percentage of total points accrued compared to total possible. Refer to the individual park summary matrixes in the appendix for details on specific conditions and development potentials. It is important to note that even though a park may have scored well on overall conditions, there may be an issue such as inadequate ADA access or faulty equipment which requires immediate attention.

A select number of sites, chosen by staff, were assessed during the assessment process. Staff will assess the others are a later time. . Some facilities have been recently deactivated for parks system use. These are noted in the tables.

Downtown Dog Park

An example of a popular well maintained dog park created in an otherwise underutilized space

FESTIVAL PARKS

The team evaluated both festival parks managed by the Department, Towne Point Park and Ocean View Park. Both parks scored well, 15% and 22% respectively, and are in good condition requiring only some minor improvements. Both sites face parking shortages during events. Towne Point Park is well connected with the surrounding area via the Elizabeth River Trail, but Ocean View Park could be improved with more connectivity to the surrounding area. Both sites have space for small amenity infill and Towne Point Park has opportunities for underused areas to be developed for environmental benefit.

CONDITION - SPECIAL EVENT PARKS			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Towne Pointe Park	8	52	15
Ocean View Park	13	60	22

COMMUNITY PARKS

The team evaluated eight of the ten community parks; Tarrallton Park and Triangle Park were excluded by Department staff when conducting assessments. Assessment scores range from 3% of total possible points for Bay Oaks Park to 51% for Barraud Park. Issues for Barraud Park include inadequate access and poor condition of parking, hard courts, and sidewalks. Improvements to vehicular access and parking availability are also needed, as well as improvements to safety and community connections.

There were some general themes observed in many of the parks, the primary including the need for improved ADA access, enhanced safety, and expanded linkages and connections. Many of the hard courts are in poor condition, facilities and equipment need maintenance or replacement, and parking areas require repair.

All of the sites except Barraud Park can support infill of amenities, with the Linear Park at Outlet Mall, Ballentine Park, and Lakewood Park having significant opportunities to develop multiple amenities. Many of the sites would support the conversion of marginalized spaces into environmental performance areas. Seven of the eight sites evaluated would benefit from increased connectivity, both loop trails within the park and pedestrian/bike linkages with the surrounding area.

CONDITION - Community Parks			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Bay Oaks Park	2	60	3%
Linear Part at Outlet Mall	6	52	13%
Ballentine Park	16	52	31%
Lakewood Park	25	72	35%
Northside Park	31	80	39%
Poplar Hall Park	27	68	40%
Lafayette Park	33	72	46%
Barraud Park	37	72	51%

NEIGHBORHOOD ACTIVE PARKS

There are 40 Neighborhood Active Parks within the system and the team evaluated 36 of them; Westover Memorial Park, Pollard Street Playground, Maple Avenue Playground, and Colonial Gateway were excluded by Department staff when conducting the evaluations. The site in the best condition is Freemason Playground, earning a score of 5%, while Reservoir Avenue Mini Park was by far in the worst condition, earning a score of 71%. Reservoir Avenue Mini Park is in very poor condition and has major safety concerns, no ADA access, and poor linkages to the neighborhood. The Department may want to consider a complete redevelopment of the facility rather than improving the existing design. Westover Memorial Park, Pollard Street Playground, Maple Avenue Playground and Colonial Greenway were not assessed as a part of this study.

CONDITION – NEIGHBORHOOD ACTIVE PARKS			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Freemason Playground	2	40	5%
Goff & Maltby Mini Park	3	54	6%
Munson Park	4	56	7%
Shoop Park	6	72	8%
Berkley Park	7	64	11%
Jeff Robertson Park	9	60	15%
Meadowbrook Park	9	60	15%
Kaboom Playground aka Denby Playground	11	64	17%
Glenwood Park	11	60	18%
Riverpoint Playground	15	76	20%
Tanners Creek	12	60	20%
Hermitage Museum Playground	11	52	21%
38th Street Park	13	60	22%
Roland Park Playground	12	54	22%
S. Main Street Playground	12	54	22%
Bluestone Playground	14	60	23%
Oakmont North Playground	15	64	23%
Plum Point Park	14	56	25%

CONDITION – NEIGHBORHOOD ACTIVE PARKS (continued)			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Raleigh Avenue Playground	14	54	26%
River Oaks Park	16	60	27%
North Shore Rd Playground	15	56	27%
Monticello Village Park	17	60	28%
37th Street Park	16	56	29%
Ashby Street Park	19	64	30%
North Foxhall Playground	23	72	32%
Princess Anne Park	24	72	33%
Fergus Reid Tennis Courts	22	64	34%
Azalea Acres Playground	21	60	35%
Redgate Playground	19	52	37%
Mona Avenue Park	20	54	37%
Hyde Park	18	48	38%
Azalea Little League Fields	28	72	39%
Lafayette Residence Park	33	72	46%
Monkey Bottom Park	26	52	50%
Craig Street Playground	34	60	57%
Reservoir Avenue Mini Park	37	52	71%

Many of the sites are in good to very good condition, with half of the sites scoring 25% or less. There were several reoccurring issues observed at the parks. Primary issues include limited to no ADA accessibility, either routes and/or amenities, safety hazards and concerns, limited neighborhood connections, and aging amenities, including fields and hard courts that are in poor condition and either require extensive maintenance or replacement. Some level of maintenance and repair is required at all of the sites. Secondary issue themes observed at 2-5 parks include crime concerns, stormwater management, a lack of or inconsistent furnishings, and the need for new or updated park master plans.

There is infill development potential for most of the sites – fourteen (14) have space for small improvements, six (6) have space for medium improvements, and eleven (11) can accommodate significant amenity development. Most of the sites have marginalized areas that could be developed for improved environmental functionality. Connectivity within and to the surrounding community could be improved at most of the sites.

PASSIVE GREENSPACE

The Department manages 36 Passive Greenspace style parks, 23 of which were evaluated by the team.

Two sites were in perfect condition, scoring 0% on the condition evaluation: Broad Creek Park and MacArthur Memorial Plaza. The greenspace in the worst condition was Stone Park, earning 52%. Eight sites were in excellent condition with scores less than 10% and require only minor repair or maintenance. Primary recurring issues observed at most sites include limited or no ADA access, safety hazards (uneven sidewalks, empty fountain basins), interrupted internal circulation, some personal safety concerns, and general maintenance and upkeep. Some secondary issues that occurred at a few sites or have limited impact on park usage include necessary maintenance to landscaping and turf areas, replacement of site furnishings, insufficient peak parking, trash and vandalism, and insufficient community connections.

CONDITION – PASSIVE GREENSPACE (not evaluated)
Cambridge Park
Poplar Halls Medians
Martin Luther King Memorial Plaza
Willow Wood Drive & Cromwell Space at Norway
Olney Road parks
Sutton Street Mini Park
Gleneagles Park
Fred Huett Center
Granby Street Park
Graydon Avenue Medians
Greenway Court Park
Hague Park

CONDITION – PASSIVE GREENSPACE			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Broad Creek Park	0	48	0%
MacArthur Memorial Plaza	0	52	0%
Friendship Park	2	52	4%
Myrtle Park	2	52	4%
Beechwood Park	2	44	5%
Virginia Park Median	3	52	6%
Freemason Green aka College Place	3	40	8%
Middletown Arch	4	52	8%
Algonquin Park	5	40	13%
Farragut Park	6	44	14%
Wisconsin Plaza	8	48	17%
Stone Bridge Park	9	52	17%
Yellow Fever Park	10	52	19%
Community Beach	14	68	21%
Colonial Avenue Park	10	48	21%
Airport Gateway	13	52	25%
Botetourt Gardens	13	48	27%
Plume Fountain	15	52	29%
Graydon Place Medians	15	44	34%
Sarah Constance Park	23	56	41%
Lake Modoc	24	52	46%
Stockley Gardens	24	52	46%
Stone Park	25	48	52%

Capacity for infill development varies between the parks, with nine (9) parks having spaces for small amenities, one (1) park with room for medium amenity, and four (4) parks with space for significant amenities. The remaining nine (9) sites are built to capacity. Some of the sites have marginalized areas that could be developed for wildlife/pollinator habitat, stormwater treatment, and/or integrated flood management. A limited number of sites could be improved with internal loop trails and/or strengthened connection routes to the surrounding area.

SCHOOL SITES WITH ACTIVE PARK AMENITIES

The Department manages and maintains portions of some school sites, primarily elementary schools, and so those facilities function as neighborhood parks. There are 40 of these sites integrated with schools throughout the City, 29 of which were evaluated by the team.

CONDITION – PASSIVE GREENSPACE			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Richard Bowling Park Elementary School	4	52	8%
Camp Allen Elementary School	6	72	8%
Campostella STEM Elementary School	6	64	9%
Lindenwood Elementary School	6	60	10%
Granby High School	7	60	12%
James Blair Middle School	8	64	13%
Norview High School	10	68	15%
W.H. Taylor Elementary School	10	64	16%
Ocean View Elementary School	13	76	17%
Booker T. Washington High School	11	64	17%
Jacox Elementary School	12	60	20%
Little Creek Elementary & Primary Schools	15	72	21%
W.H. Tayler Playground	11	52	21%
Easton Pre-School	17	72	24%
Coleman Place Elementary School	16	64	25%
Maury High School	16	60	27%
Academy for Discovery at Lakewood	19	68	28%
Coronado School (NPS Open campus)	18	64	28%
Willoughby Elementary School	18	64	28%
Suburban Park Elementary School	20	64	31%
Azalea Garden Middle School	24	76	32%
Granby Elementary School	21	64	33%
Oceanair Elementary School	22	64	34%
Willard Model School	22	64	34%

CONDITION – SCHOOL SITES WITH ACTIVE PARK AMENITIES (continued)			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Sewells Point Elementary School	24	68	35%
Lake Taylor High School	25	68	37%
Larrymore Elementary School	25	68	37%
Madison Career Center	24	60	40%
Ghent Elementary School	26	64	41%

The school sites with active park amenities that were in the best condition were Richard Bowling Park Elementary School and Camp Allen Elementary School, both of which received a score of 8%. The site in the worst condition was Ghent Elementary School with a score of 41%. Almost half of the sites scored in the 27%-41% range, indicating that many sites need improvements.

The primary issues observed at school parks sites were limited ADA accessibility, limited or no neighborhood connectivity, and aging or damaged courts, fields, and playground equipment that either need extensive repair or replacement. Other observed themes include the need to remove old equipment, increase internal connectivity, general equipment maintenance, minor turf issues, and occasional parking shortages. Some of the school sites are older and are being considered for closing. This would be an opportunity to redevelop the site to better serve the community.

There is capacity for infill development at every site except for Granby High School and James Blair Middles School, ranging in capacity of small to significant infill potential. Most sites also have marginalized areas that could be developed for increased environmental service. Every site except for the two schools mentioned above also has the opportunity for increased internal connection and/or connections to the surrounding areas through sidewalks, multi-use paths, or bridges over wet areas.

Ballentine School, Norview Middle School, Oakwood Elementary School, P.B. Young, Sr. School, Poplar Hall Elementary School, Rosemont Middle School, Ruffner Middle School, Stuart Early Childhood Center, Tidewater Park Elementary and Tanners Creek Elementary School were not assessed at this time.

City centers with active park amenities

The team evaluated nine of the thirteen city centers with active park amenities – Youngs Terrace is closed and scheduled to be shut down and Lamberts Point Community Center, Ocean View Community Center, and Titustown Visual Arts were not evaluated by Department staff. Scores for indoor facilities ranged from 3% for Huntersville Community Center to 40% for Merrimack Landing Recreation Center. The park surrounding Captain's Quarters had the highest score, 43%. It should be noted that Captain's Quarters is a seasonal facility and is open spring through early fall.

Most of the sites are well maintained, requiring some general maintenance and facing parking shortages at peak use times. Some of the sites had additional issues including limited/no ADA accessibility, poor condition of the facility overall, insufficient storage space, poor condition of some rooms, and problems with the mechanical equipment.

In the park grounds surrounding the city centers there was space for some amenity infill, marginal space conversion, and internal and neighborhood connectivity.

CONDITION – CITY CENTERS WITH ACTIVE PARK AMENITIES				
Type	**Facility Name**	**Overall Score**	**Potential Total**	**% Issues**
Facility	Huntersville Community Center	2	60	3%
Facility	Norfolk Fitness and Wellness Center	7	68	10%
Facility	Southside Aquatic Center	7	68	10%
Facility	East Ocean View Community Center	9	68	13%
Facility	Campostella Center (DEACTIVATED)	20	68	29%
Facility	Captain's Quarters	20	56	36%
Facility	Merrimack Landing Recreation Center	24	60	40%
Park	Captain's Quarters	24	56	43%

CITY CENTERS WITHOUT PARK AMENITIES

The team evaluated both city centers with no park amenities that are operated by the Department: Norfolk Boxing Center – Harbor Park and Vivian C Mason Teen Center. The sites were in very good conditions, scoring 2% and 14% respectively. The Boxing Center is in good condition with no updates needed. The Teen Center has insufficient/poorly designed room lighting and does not have enough parking during peak-use.

CONDITION – CITY CENTERS WITHOUT PARK AMENITIES			
Facility Name	Overall Score	Potential Total	% Issues
Norfolk Boxing Center - Harbor Park (DEACTIVATED)	1	64	2%
Vivian C Mason Teen Center	8	56	14%

SCHOOL AND CITY SITES WITH ACTIVE PARK AMENITIES

CONDITION – SCHOOL AND CITY SITES WITH ACTIVE PARK AMENITIES				
Type	Facility Name	Overall Score	Potential Total	% Issues
Facility	Ingleside Gym	1	56	2%
Facility	Bayview Elementary & Recreation Center	1	40	3%
Facility	Norview Elementary & Community Center	2	68	3%
Facility	Berkley Camostello Early Childhood Ctr. & Diggs Town Center (DEACTIVATED)	3	56	5%
Park	Diggs Town Park	5	60	8%
Facility	Crossroads Elementary & Recreation Center	5	60	8%
Facility	Norfolk Theraputic Recreation Center	5	60	8%
School Park	James Monroe Elementary School & Park Place Community Center	10	64	16%
School Park	Larchmont Elementary & Recreation Center	15	72	21%
Facility	Tarrallton Elementary School & Community Center	15	68	22%
Facility	Ingleside Elementary & Recreation Center	13	56	23%

The Department manages seventeen sites with school and city facilities that have active park amenities, fifteen of which were evaluated for the condition of the facility and/or park, as applicable. The two sites that were excluded from staff evaluation were Chesterfield Elementary School & Chesterfield Pool and St. Helena Elementary School & Beckley Community Center. Some of the facilities are relatively new, like Ingleside Gym and Crossroads Recreation Center. Some facilities have been closed or removed from the Parks system. These are noted in the tables.

CONDITION – SCHOOL AND CITY SITES WITH ACTIVE PARK AMENITIES (continued)				
Type	Facility Name	Overall Score	Potential Total	% Issues
Facility	Fairlawn Elementary & Recreation Center	15	64	23%
School Park	Mary Calcott ES	16	64	25%
School Park	Ingleside Elementary & Recreation Center	18	68	26%
Park	Fairlawn Elementary & Recreation Center	21	76	28%
Park	Sherwood Forest Elementary School & Community Center	19	68	28%
School Park	Berkley Camostello Early Childhood Ctr. & Diggs Town Center (DEACTIVATED)	16	56	29%
School Park	Northside Middle School	21	64	33%
School Park	Norview Elementary & Community Center	21	64	33%
Park	Tarrallton Elementary School & Community Center	26	76	34%
Facility	Sherwood Forest Elementary School & Community Center	23	64	36%

Of the indoor facilities, Ingleside Gym, Norview Community Center, and Diggs Town Center were in the best condition, receiving scores of 2%, 3%, and 5%, respectively. They are all in very good condition and the only issue noted was that Norview Community Center needs some leaks addressed and stained ceiling tiles replaced. The indoor facility in the worst condition is Sherwood Forest Community Center, with a score of 36%. The building has some major problems, a shortage of space, and occasional vandalism, as well as common issues shared with other facilities. Those common themes for the indoor facilities are insufficient peak parking, and secondary themes of some minor problems with the facility and some rooms requiring improvements or renovation.

Of the outdoor facilities, Diggs Town Park is in the best condition, scoring 8%, and Tarrallton Elementary School & Community Center (34%), Northside Middle School (33%), and Norview Elementary & Community Center (33%) are in the worst condition. Common issues observed include limited or no ADA access to portions of the site, damaged sidewalks, poor condition of hard courts, equipment and facilities are old and outdated, and a need for general repair and maintenance. Some of the sites have safety hazards and need to be designed to improve sight lines. Some sites have faded striping or cracked parking lots. Many of the sites would benefit from improved neighborhood linkages and loop trails within the sites. Almost two-thirds of the sites have space to accommodate small to medium infill development, and the remaining third of the sites have space for significant infill development. Almost all of the sites have marginalized areas that can accommodate environmental services like habitat creation or stormwater treatment

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DOG PARKS

There are many dog parks within Norfolk and the Department operates thirteen of them, seven fenced and six unfenced. The only dog park excluded from the conditions assessment was Meadowbrook Dog Park. There is a fairly even spread of site conditions for the dog parks. The two sites in the best condition are Brambleton Dog Park and Downtown Dog Walk, with scores of 0% and 5% respectively. These parks are in very good condition, requiring only minor landscaping maintenance or attention to drainage.

The park in the worst condition is Berkley Dog Park, which scored 59%. The site is deeply rutted and uneven with no sidewalk, and is basically abandoned. The park with the second highest score is Stockley Garden Dog Park, which scored 42%. This site has major personal safety concerns, as well damaged sidewalks, damaged or no trashcans and lights, and not enough parking.

Some common themes observed with the dog parks are limited/no ADA accessibility, limited parking availability, damaged turf, use regulation signage needs to be clearly displayed, and improvement/replacement of site furnishings.

A third of the dog parks are built to capacity and the remainder have space for small to medium sized infill, with one dog park, Cambridge Crescent, having capacity for significant development.

More than half of the dog park sites have marginalized areas that could be developed as habitat, stormwater treatment, and/or integrated flood management. There are opportunities at many of the sites for increasing internal and/or neighborhood connections.

CONDITION – DOG PARKS			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Brambleton Dog Park	0	44	0%
Downtown Dog Walk	2	44	5%
Winona Dog Park	6	48	13%
Maple Avenue Dog Park	7	52	13%
Gleneagle Dog Park	7	44	16%
Cambridge Crescent Dog Park	9	48	19%
Tait Terrace Dog Park	9	44	20%
Lafayette Dog Park	10	48	21%
Colonial Greenway Dog Park	15	48	31%
Hague Dog Park	17	44	39%
Stockley Garden Dog Park	22	52	42%
Berkley Dog Park	19	32	59%

BEACHES, KAYAK LAUNCHES, BOAT RAMPS, AND TRAILS

The Department manages a variety of specialty amenities that take advantage of abundant water frontage: six kayak launches, three boat ramps, two piers, and the Elizabeth River Trail. The Harbor Park Canoe & Kayak Launch was the only facility not evaluated for this report.

The site in best condition was the Highland Park ADA Veterans Kayak Launch, which scored 8%. The facility in worst condition was the East Ocean View Kayak Launch & Fishing Pier, which scored 47%.

Common condition concerns observed include lack of parking, visibility/safety concerns, some ADA access concerns, landscaping improvements, and minor maintenance required.

All of the sites except for Highland Park ADA Veterans Kayak Launch have space available for small or medium-sized infill development. All of the sites have marginalized spaces that could be developed for habitat, stormwater, and/or environmental functions. Many of the sites have opportunities for increased community connection with sidewalks and/or trails. Some of the larger sites, like East Ocean View Kayak Launch and Fishing Pier, have opportunities for loop trails within the site.

CONDITION – BEACHES, KAYAK LAUNCHES, BOAT RAMPS, AND TRAILS				
Type	**Facility Name**	**Overall Score**	**Potential Total**	**% Issues**
Kayak Launch	Highland Park ADA Veterans Kayak Launch	4	48	8%
Boat Ramp/ Kayak Launch	Haven Creek Boat Ramp & Kayak Launch	9	48	19%
Kayak Launch/ Pier	LaValette ADA Kayak Launch & Fishing Pier	10	52	19%
Trail	Elizabeth River Trail	8	40	20%
Boat Ramp	Lake Whitehurst Boat Ramp	10	48	21%
Boat Ramp	Willoughby Boat Ramp	15	48	31%
Beach	Ocean View Beach Front	19	60	32%
Kayak Launch	Captain's Quarters Kayak Launch	21	56	38%
Kayak Launch/ Pier	East Ocean View Kayak Launch & Fishing Pier	28	60	47%

CEMETERIES

The Department manages the City's public cemeteries, a total of eight sites. LPDA staff evaluated two of the sites while staff would evaluate the rest at a later time. Calvary Cemetery scored 14% for conditions rating and Forest Lawn Cemetery scored 27%. Cedar Grove, Elmwood, Hebrew, Magnolia, Riverside and West Point cemeteries will be evaluated by staff later.

The two sites are generally in good condition, requiring some minor repairs to the sidewalks and roads. There is limited internal connectivity and neighborhood linkages at the two sites – developing these amenities/connections could increase the recreational capacity of cemeteries into passive greenspaces. There is the opportunity for the cemetery sites to be developed as passive green spaces, with interior loop trails and increased connectivity to surrounding neighborhoods where possible.

Both cemeteries have marginalized areas that could be developed for wildlife/pollinator habitat or stormwater management.

CONDITION - CEMETERIES			
Facility Name	**Overall Score**	**Potential Total**	**% Issues**
Calvary Cemetery	6	44	14%
Forest Lawn Cemetery	13	48	27%

4.1.3 CONCLUSION

The Department manages 144 separate sites in a broad range of categories, from traditional neighborhood parks, open greenspaces, and indoor recreation centers, to special event spaces, school sites, cemeteries, and water access points. The Department is dedicated to providing high quality recreational opportunities, but with an extensive, aging system and resource constraints, maintaining uniformly high levels of service is a challenge.

During the system site assessments several common themes related to the condition of parks and facilities were observed, including a lack of or limited ADA accessibility, poor neighborhood connectivity, aging amenities and equipment, deferred maintenance, and opportunities for improved design and material standards. It is recommended that the City take a phased approach to repairs and refurbishment, addressing issues of safety and code-deficiency immediately, and then proceeding to address more systemic issues related to deferred maintenance and obsolescence.

In order of priority, the order of repairs and improvements in the parks should be as follows:

1. **Safety**: tripping hazards, standing water, broken play equipment, surfacing.
2. **Code**: ADA, ingress/egress, lighting, fire
3. **Deferred Maintenance**: paint, equipment repairs, etc.
4. **Obsolescence/Replacement**s: obsolete non-standard/ non code compliant amenities, etc.
5. **Park Improvements**: additions which address programs, address current needs, add value etc.

The Department has implemented several features that promote better usability and experience for park visitors, including larger amenity-driven recreation centers, environmental best practices, and destination amenities integrated into larger parks. Continuing and expanding these themes, as well as other best practices in park design, management, and integrated green infrastructure, will further the park system as a high-quality recreation system delivering community-focused opportunities with integrated environmental services.

4.2 Level of Service

Level of Service (LOS) standards is a matrix displaying inventory of amenities that are open to the public, including those provided by local municipalities within the geographic boundary. By identifying inventory totals in relation to Norfolk's population totals, we can understand the current levels of service of parks, facilities, and amenities available to the residents of the City. The LOS can help support investment decisions related to the addition and development of parks, facilities, and amenities. The LOS can and will evolve over time as the program life cycles and community demographics change.

The recommended standards were evaluated using a combination of resources. These include NRPA guidelines; recreation activity participation rates reported by SFIA 2020 Study of Sports, Fitness, and Leisure Participation as it applies to activities that occur in the United States and in Norfolk, VA; community and stakeholder input; statistically valid survey results; and findings from the prioritized needs assessment report and general observations. This combination of information allowed standards to be customized for the Department.

The LOS standards should be viewed as a guide for future planning purposes, coupled with conventional wisdom and judgment related to the situation and needs of the community. By applying these facility standards to the service area, gaps and surpluses in park and facility/amenity types are identified. The standards that follow are based upon estimated population figures for 2021 and 2026.

4.3 Level of Service Standards

2021 Inventory - Developed Facilities						
Park Type	Norfolk	Public Schools	Total Inventory	Current Service Level based upon population		
PARK ACREAGES:						
Mini Parks	18.83		18.83	0.08	acres per	1,000
Neighborhood Parks	79.30		79.30	0.32	acres per	1,000
Community Parks	86.75		86.75	0.35	acres per	1,000
Regional Parks	183.69		183.69	0.74	acres per	1,000
Special Use Parks	391.28		391.28	1.58	acres per	1,000
School Parks/Sites		275.76	275.76	1.11	acres per	1,000
Total Developed Park Acres	**759.85**	**275.76**	**1,035.61**	**4.19**	**acres per**	**1,000**
Conservation/Open Space Areas	147.95		147.95	0.60	acres per	1,000
Facility Acres	-		-	-	acres per	1,000
Total Park Acres	**907.80**	**275.76**	**1,183.56**	**4.78**	**acres per**	**1,000**
TRAIL MILES:						
Paved and Natural Trails	16.85	-	16.85	0.07	miles per	1,000
OUTDOOR AMENITIES:						
Picnic Shelters	35.00	-	35.00	1.00	site per	7,069
Playgrounds	71.00	17.49	88.49	1.00	site per	2,796
Diamond Fields	35.00	14.85	49.85	1.00	field per	4,963
Multi-Purpose Rectangular Fields	21.00	17.16	38.16	1.00	field per	6,484
Tennis Courts	40.00	29.70	69.70	1.00	court per	3,550
Basketball Courts (Full & Half)	37.00	50.33	87.33	1.00	court per	2,833
Skate Park	1.00	-	1.00	1.00	site per	247,421
Dog Parks (Fenced and Unfenced)	12.00	-	12.00	1.00	site per	20,618
Outdoor Pools	2.00	-	2.00	1.00	site per	123,711
Splashpads	1.00	1.00	2.00	1.00	site per	123,711
INDOOR AMENITIES:						
Indoor Recreation Space (Square Feet)	283,299.00		283,299.00	1.15	SF per	person
Indoor Aquatic Space (Square Feet)	77,469.00		77,469.00	0.31	SF per	person

2021 Estimated Population	247,421
2026 Estimated Population	248,875

			2021 Level of Service Standards			2026 Level of Service Standards		
Recommended Service Levels; Revised for Local Service Area			Meet Standard/ Need Exists	Additional Facilities/ Amenities Needed		Meet Standard/ Need Exists	Additional Facilities/ Amenities Needed	
0.05	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
0.45	acres per	1,000	Need Exists	32	Acre(s)	Need Exists	33	Acre(s)
0.45	acres per	1,000	Need Exists	25	Acre(s)	Need Exists	25	Acre(s)
0.70	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
1.55	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
1.10	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
4.30	acres per	**1,000**	**Need Exists**	**28**	**Acre(s)**	**Need Exists**	**35**	**Acre(s)**
0.55	acres per	1,000	Meets Standard	-	Acre(s)	Meets Standard	-	Acre(s)
N/A	acres per	N/A	N/A	N/A	N/A	N/A	N/A	N/A
4.85	acres per	**1,000**	**Need Exists**	**16**	**Acre(s)**	**Need Exists**	**23**	**Acre(s)**
0.40	miles per	1,000	Need Exists	82.12	Mile(s)	Need Exists	82.70	Mile(s)
1.00	site per	5,500	Need Exists	10	Sites(s)	Need Exists	10	Sites(s)
1.00	site per	3,000	Meets Standard	-	Sites(s)	Meets Standard	-	Sites(s)
1.00	field per	5,000	Meets Standard	-	Field(s)	Meets Standard	-	Field(s)
1.00	field per	6,000	Need Exists	3	Field(s)	Need Exists	3	Field(s)
1.00	court per	4,000	Meets Standard	-	Court(s)	Meets Standard	-	Court(s)
1.00	court per	4,000	Meets Standard	-	Court(s)	Meets Standard	-	Court(s)
1.00	site per	100,000	Need Exists	1	Site(s)	Need Exists	1	Site(s)
1.00	site per	25,000	Meets Standard	-	Site(s)	Meets Standard	-	Site(s)
1.00	site per	60,000	Need Exists	2	Site(s)	Need Exists	2	Site(s)
1.00	site per	60,000	Need Exists	2	Site(s)	Need Exists	2	Site(s)
1.50	SF per	person	Need Exists	87,833	Square Feet	Need Exists	90,014	Square Feet
0.50	SF per	person	Need Exists	46,242	Square Feet	Need Exists	46,969	Square Feet

4.4 Equity Mapping

Service area maps and LOS standards assist management staff and key leadership in assessing where services are offered, how equitable the service distribution and delivery is across Norfolk's service area, and how effective the service is as it compares to the demographic densities. In addition, reviewing per-capita guidelines enables the Department to assess gaps or overlaps in its services, where amenities/facilities are needed, or where an area is oversaturated.

Based on this, the Department's leadership can make appropriate capital improvement decisions that meet systemwide needs while assessing the ramifications of the decision on a specific area.

The following list shows the Equity Maps that were developed for each of the major parks, facilities, and amenities:

PARKLAND

- Mini Parks
- Neighborhood Parks
- Community Parks
- Regional Parks
- Special Use Parks
- School Parks/Sites

INDOOR FACILITIES

- Indoor Aquatic Space
- Indoor Recreation Space

TRAILS

- Paved and Unpaved Trails

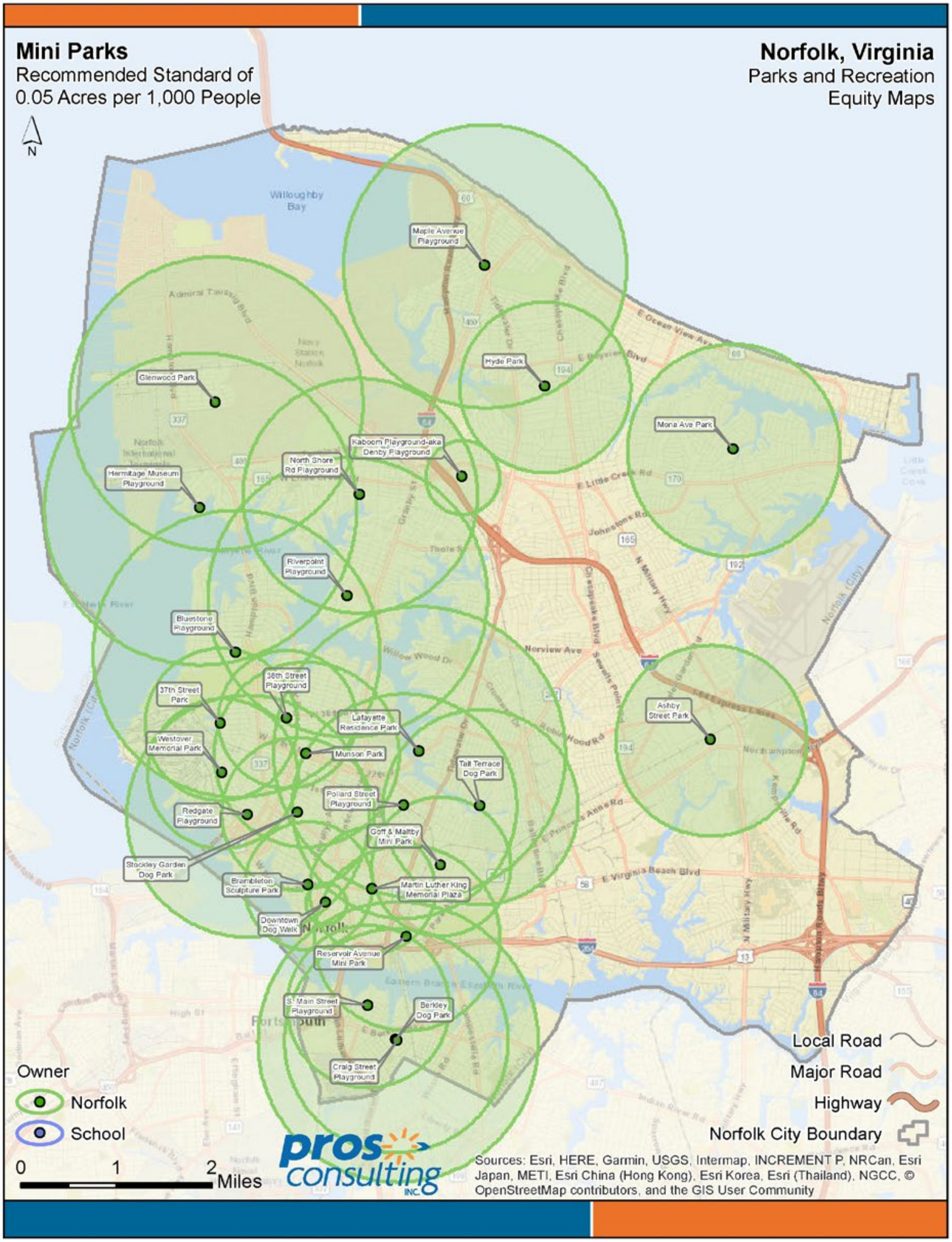
The source for the population totals used for LOS standard development is the estimated 2021 population as reported by ESRI. The shaded circular areas in the Equity Maps below indicate the service level (i.e., the population being served by that park type/amenity) as outlined in the previous section. The shaded areas vary in size and are dependent upon the quantity of a given amenity (or acre type) at each site and the service levels available to the surrounding population. The larger the circle, the more people a given amenity or park acre serves and vice versa. Additionally, some circles are shaded a different color, which represents the "owner" of that particular amenity or acre type.

There is a legend in the bottom left-hand corner of each map depicting the various owners included in the equity mapping process. The areas of overlapping circles represent adequate service, or duplicated service, and the areas with no shading represents the areas not served by a given amenity or park acre type.

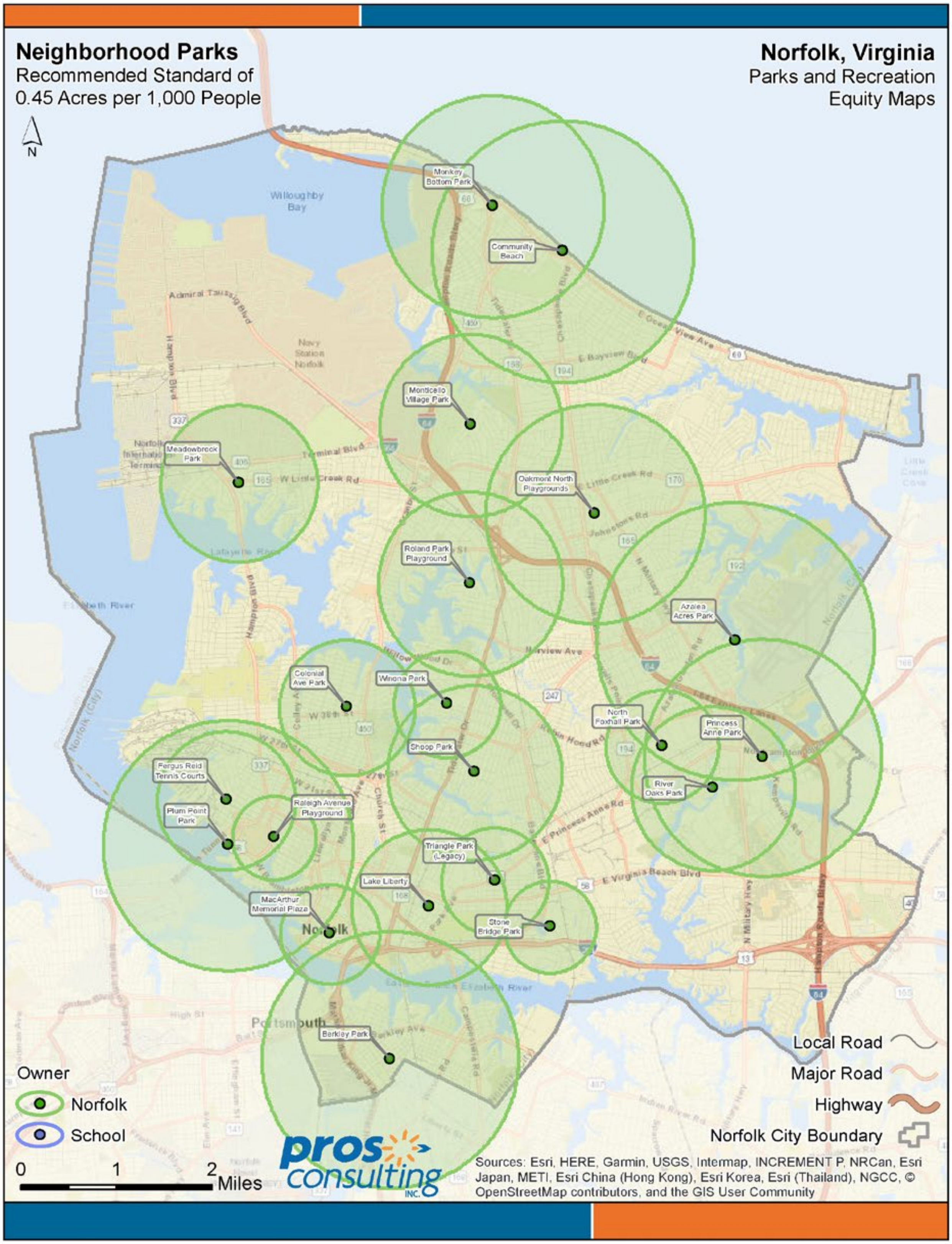
OUTDOOR AMENITIES

- Basketball Courts (Full & Half)
- Diamond Fields
- Dog Parks (Fenced & Unfenced)
- Multi-Purpose Rectangular Fields
- Outdoor Pools
- Picnic Shelter
- Playgrounds
- Skate Parks
- Splash Pads
- Tennis Courts

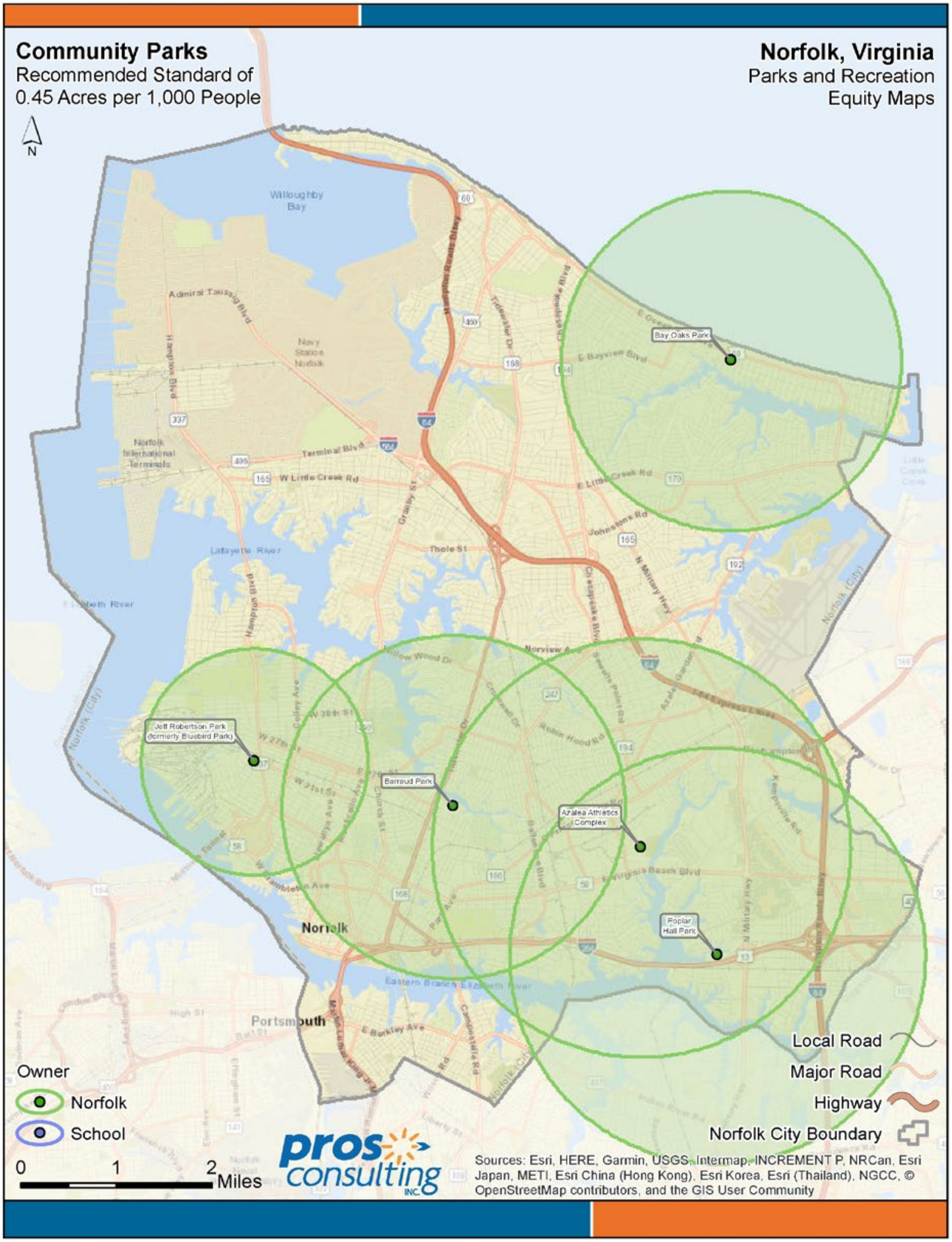
4.4.1 Mini Parks



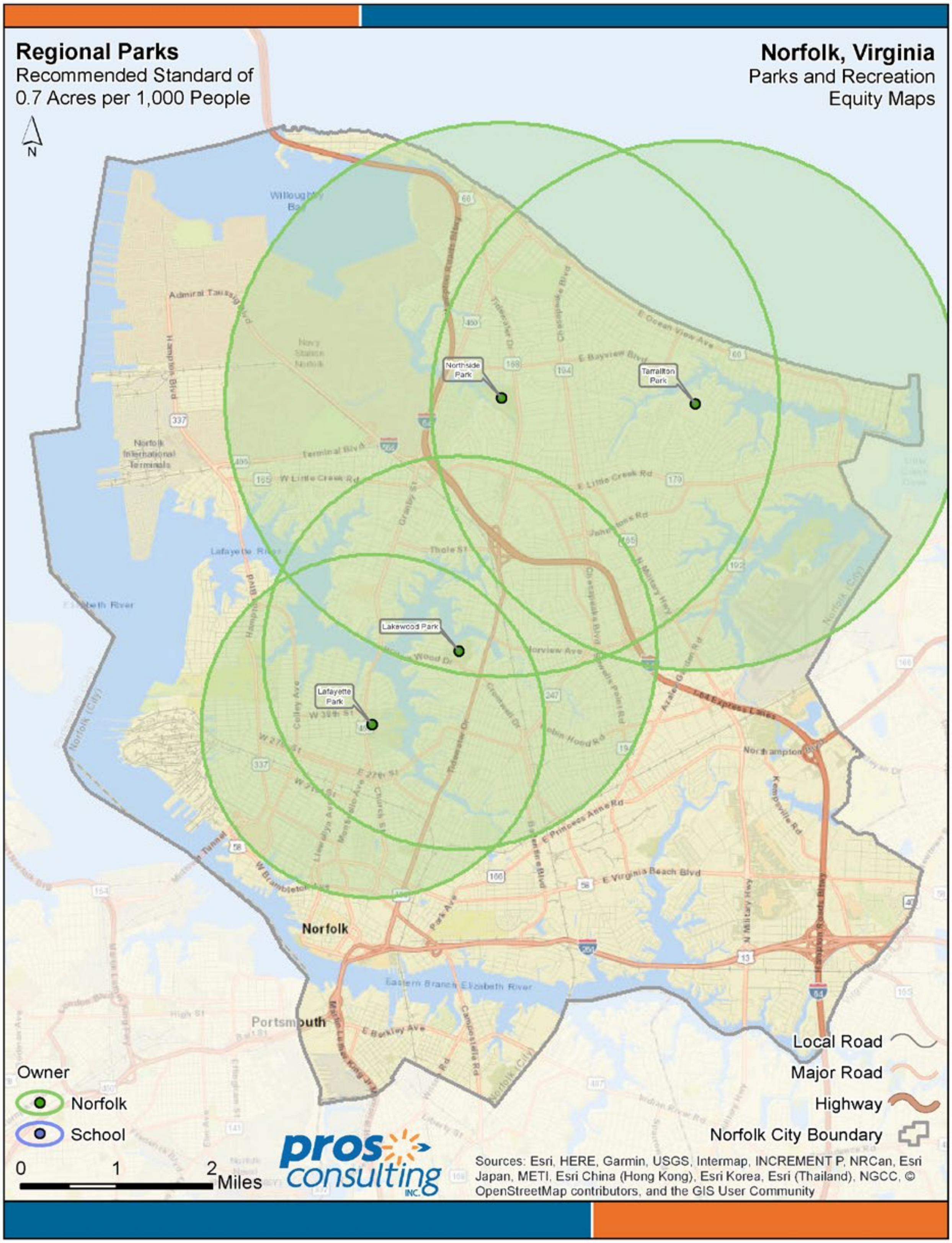
4.4.2 Neighborhood Parks



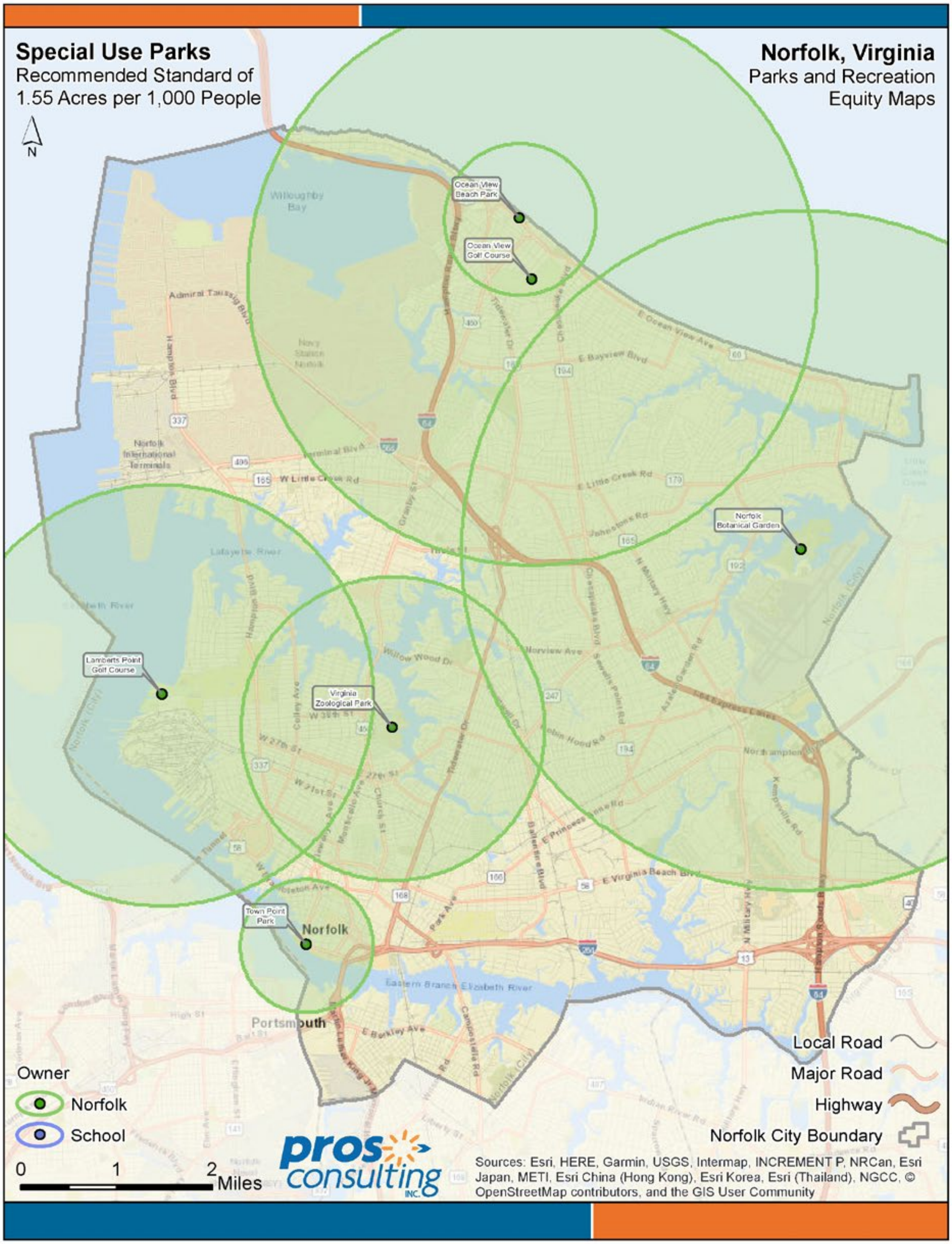
4.4.3 Community Parks



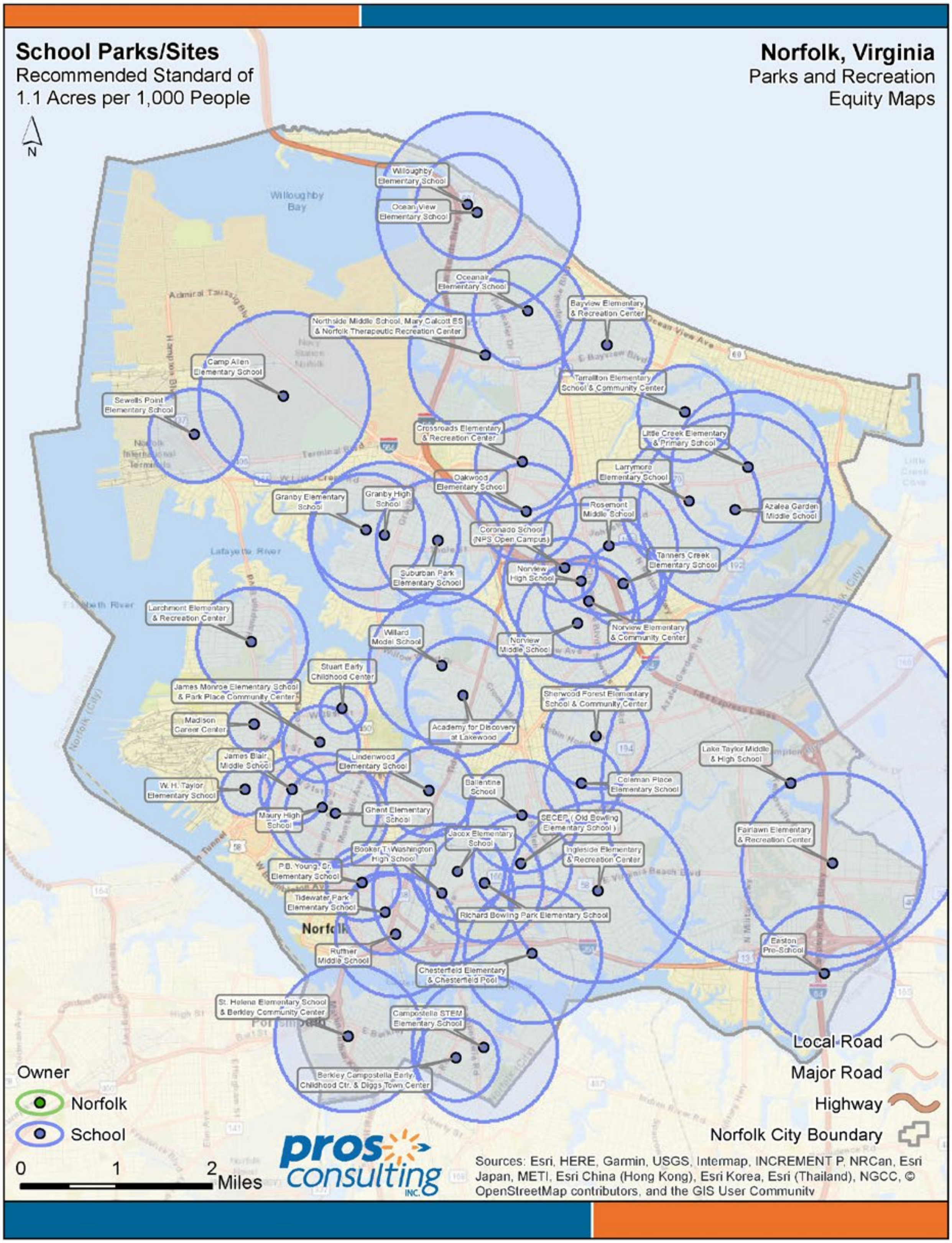
4.4.4 Regional Parks



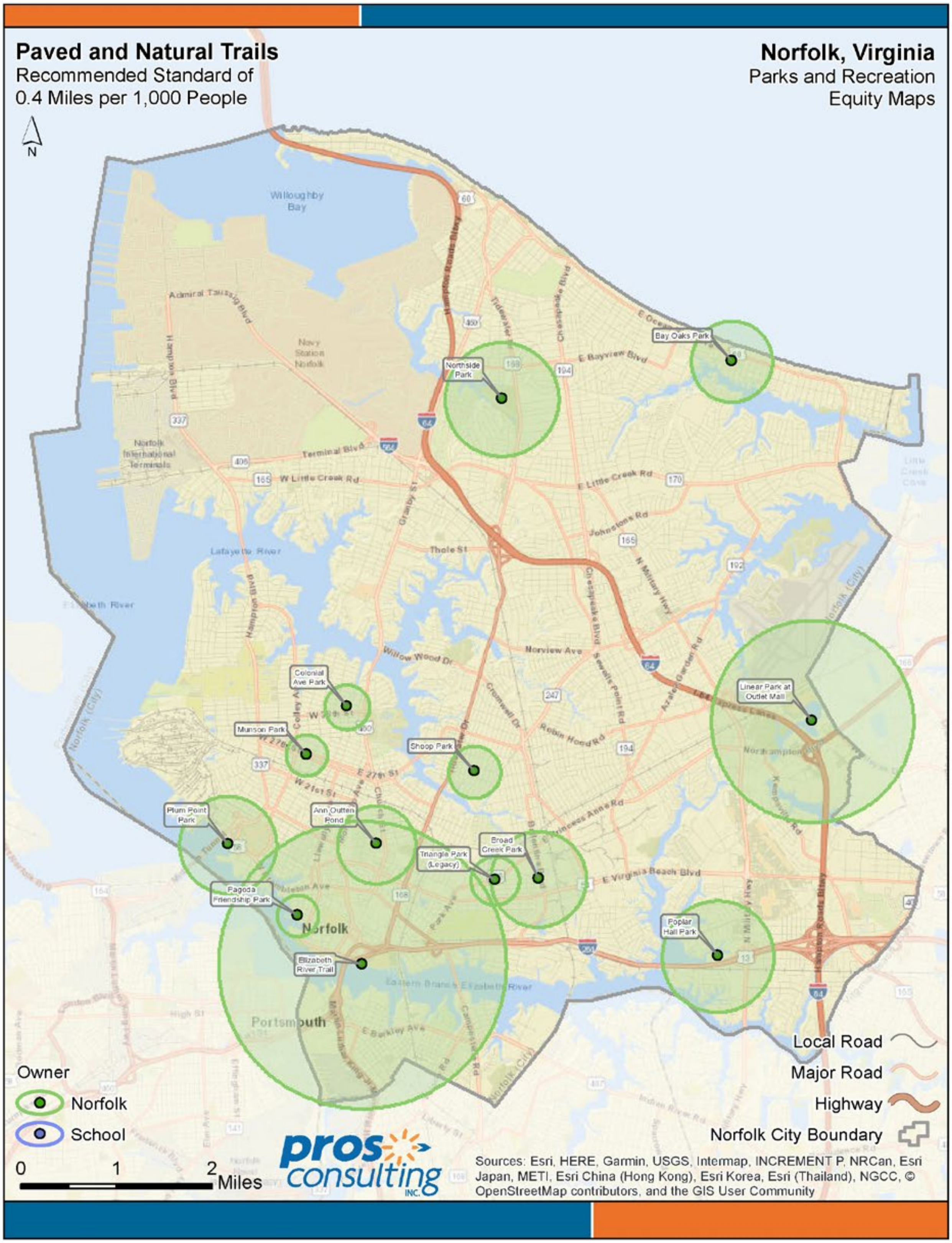
4.4.5 Special Use Parks



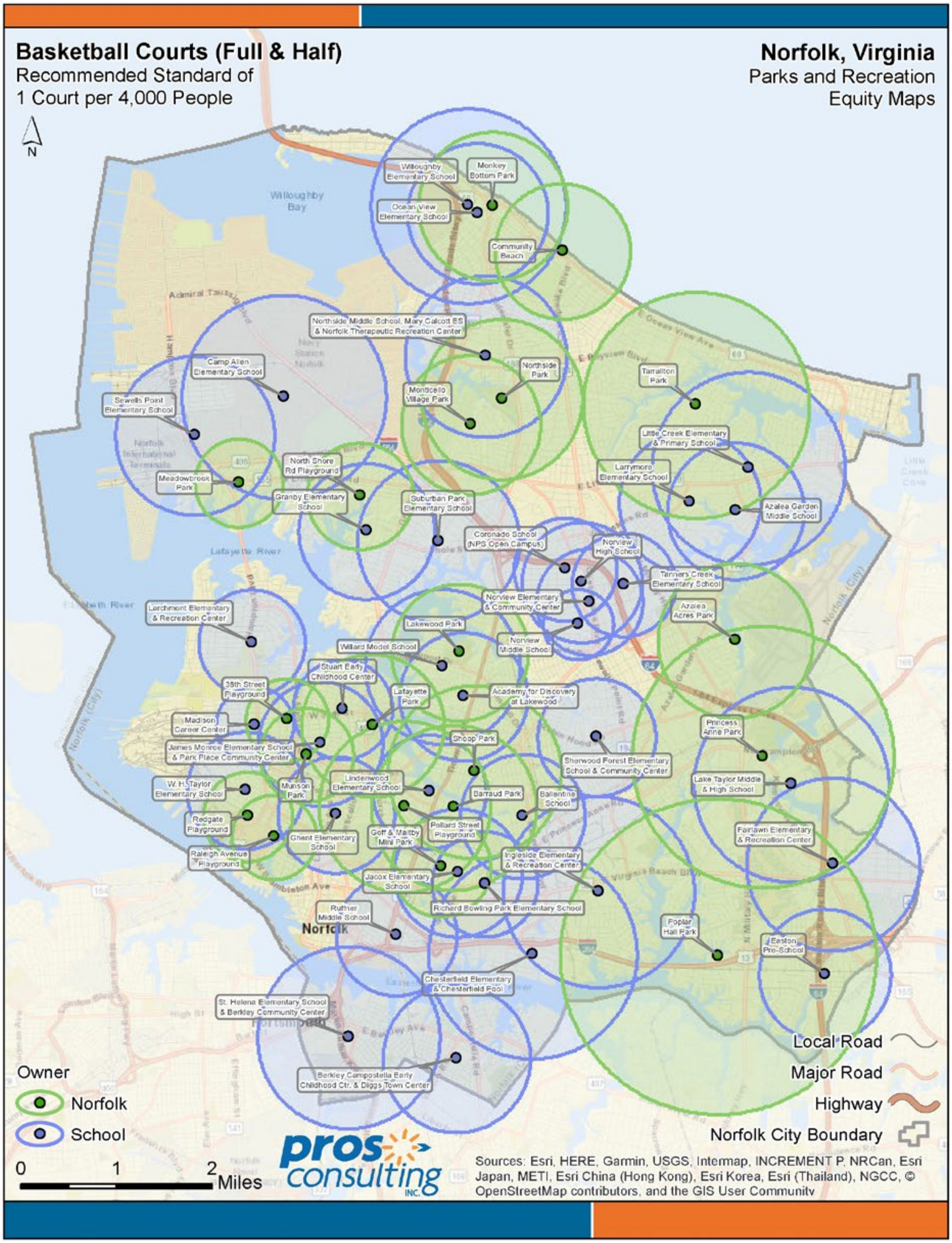
4.4.6 School Parks/Sites



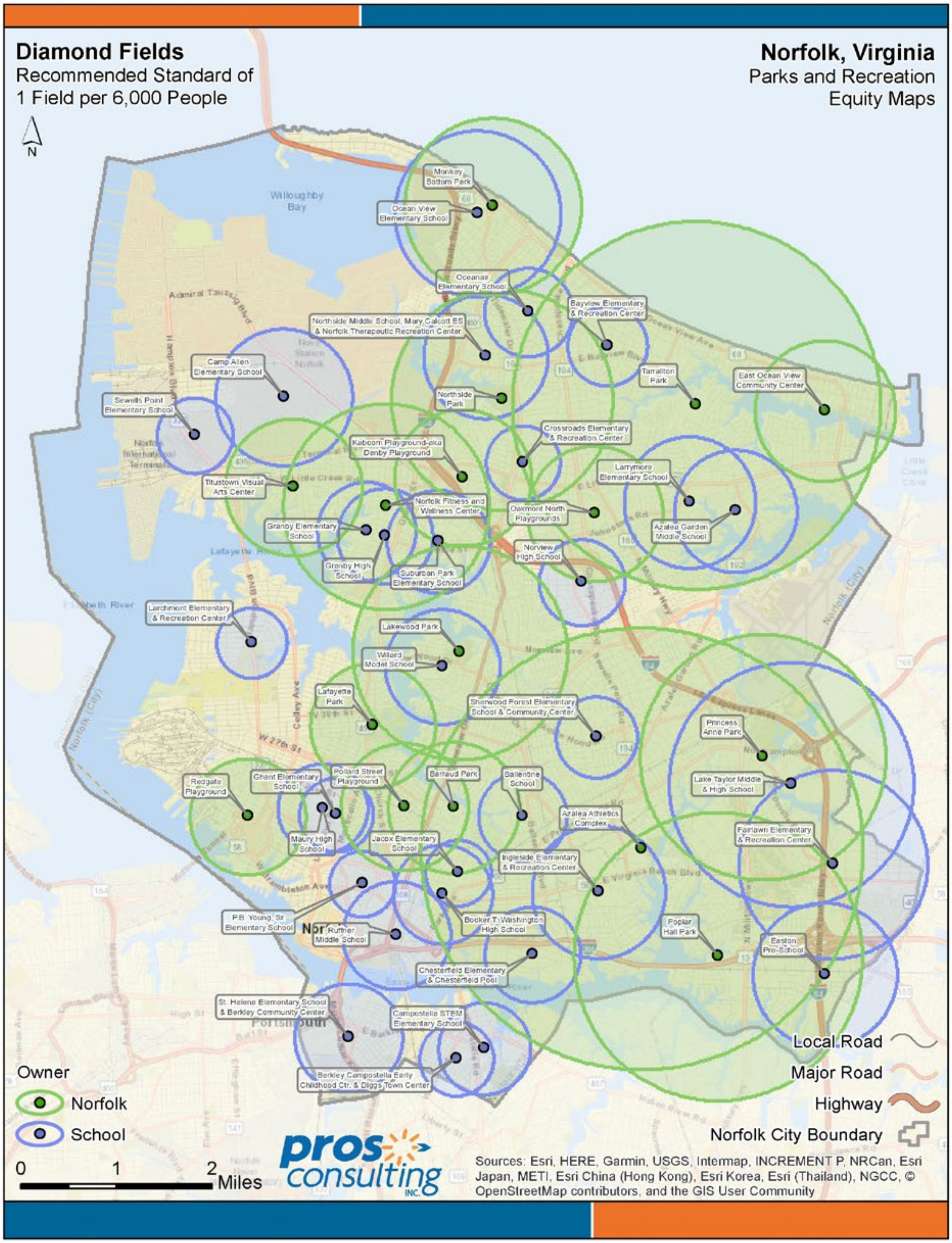
4.4.7 Trails (paved and unpaved)



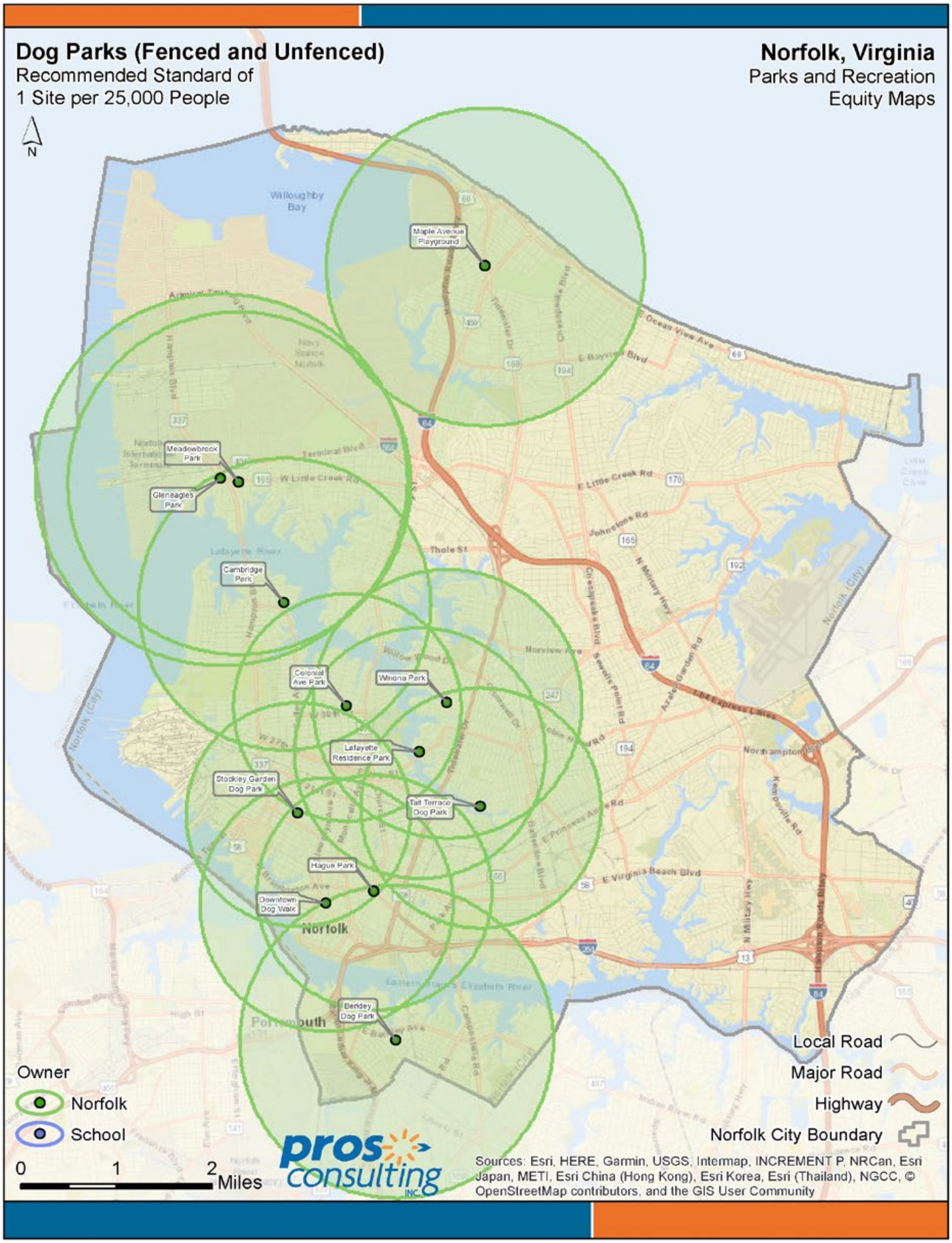
4.4.8 Basketball Courts (Full & Half)



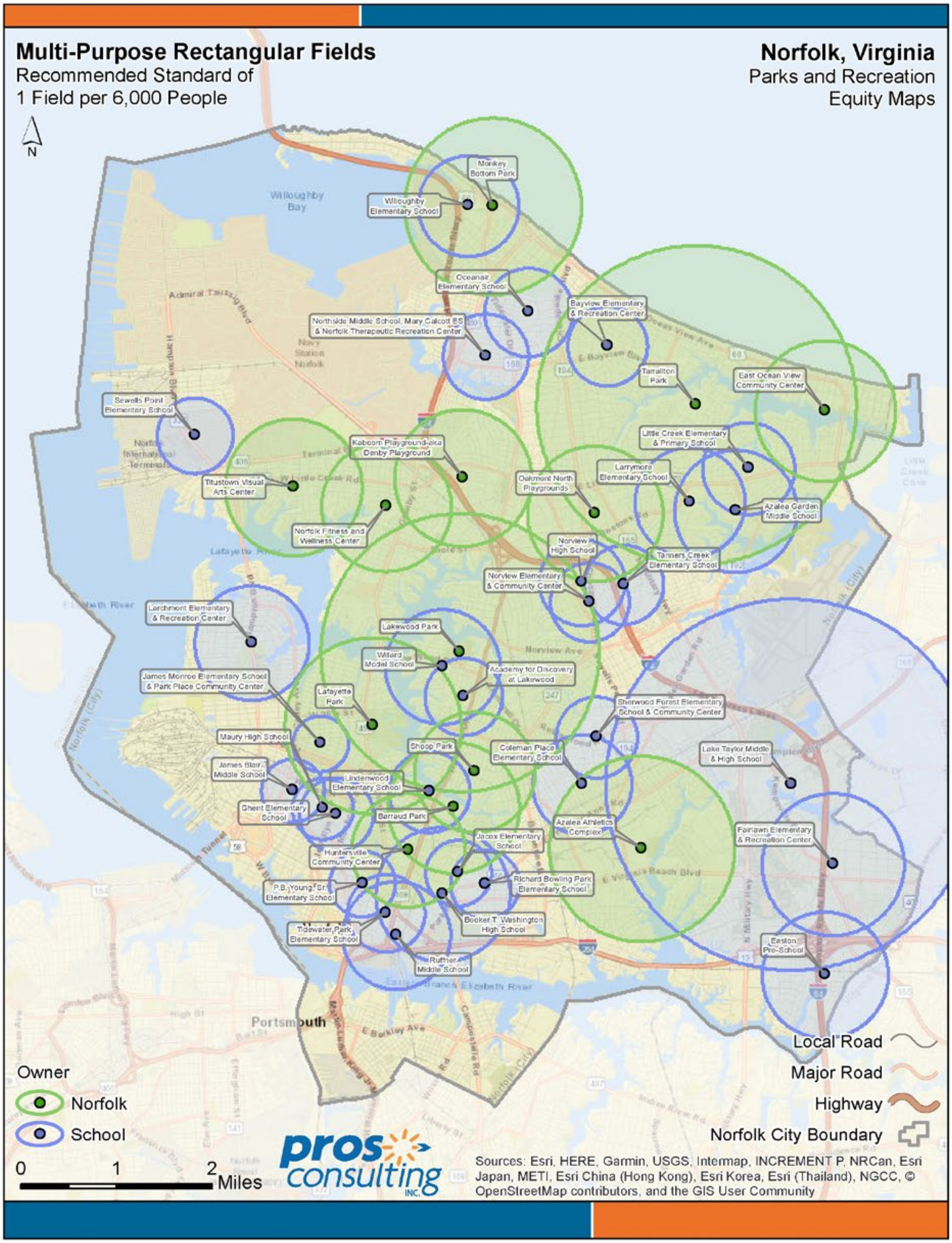
4.4.9 Diamond Fields



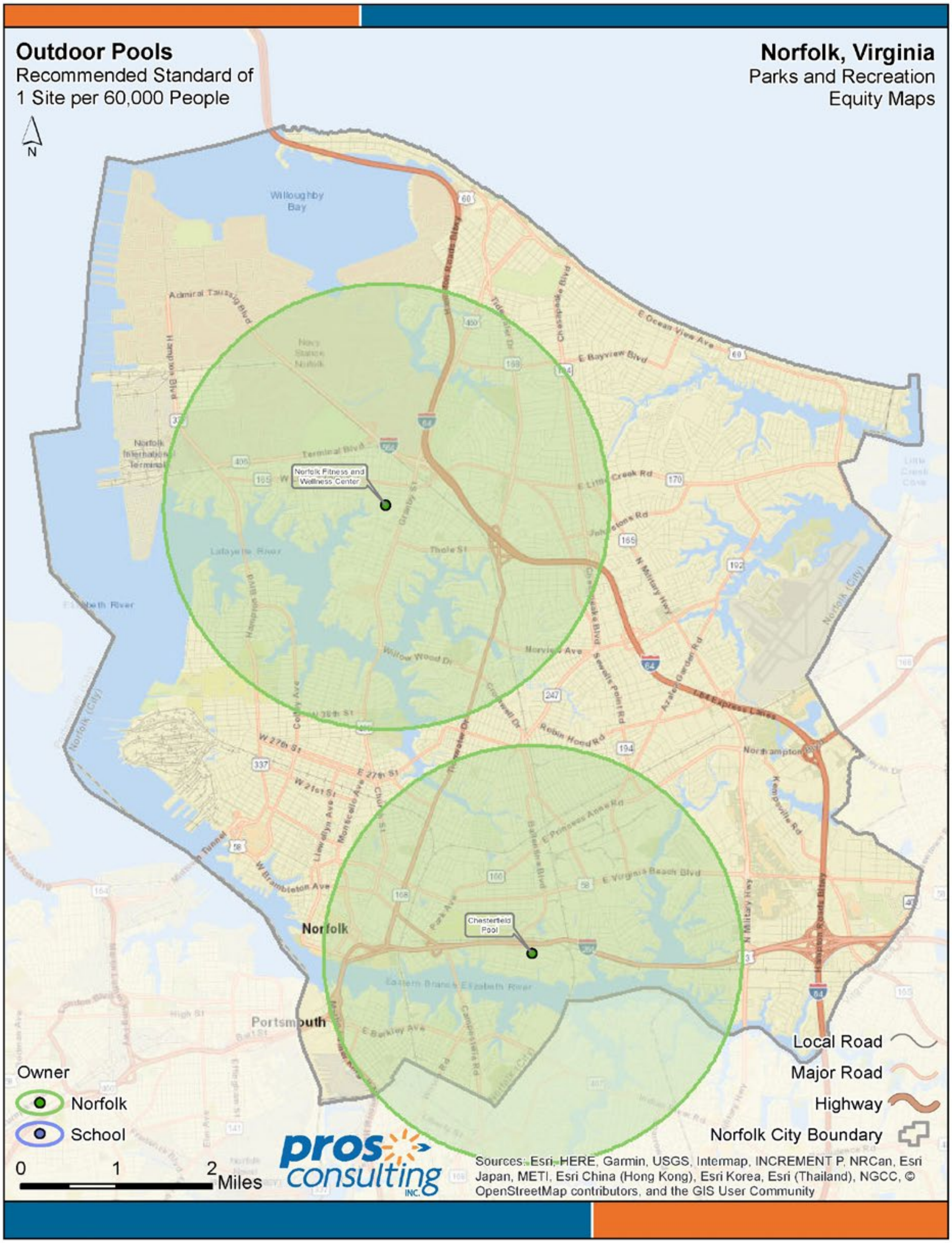
4.4.10 Dog Parks (Fenced and Unfenced



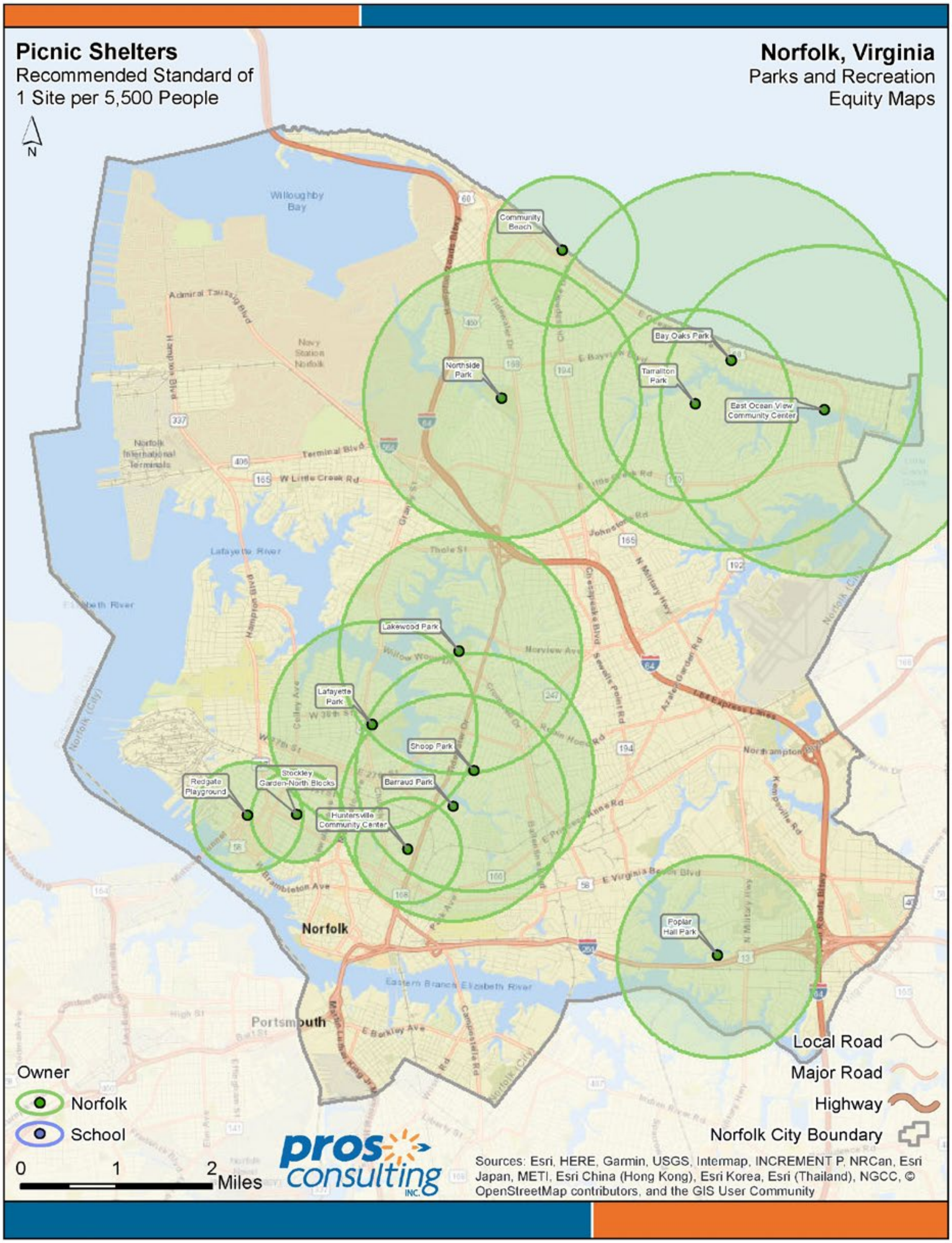
4.4.11 Multi-Purpose Rectangular Fields



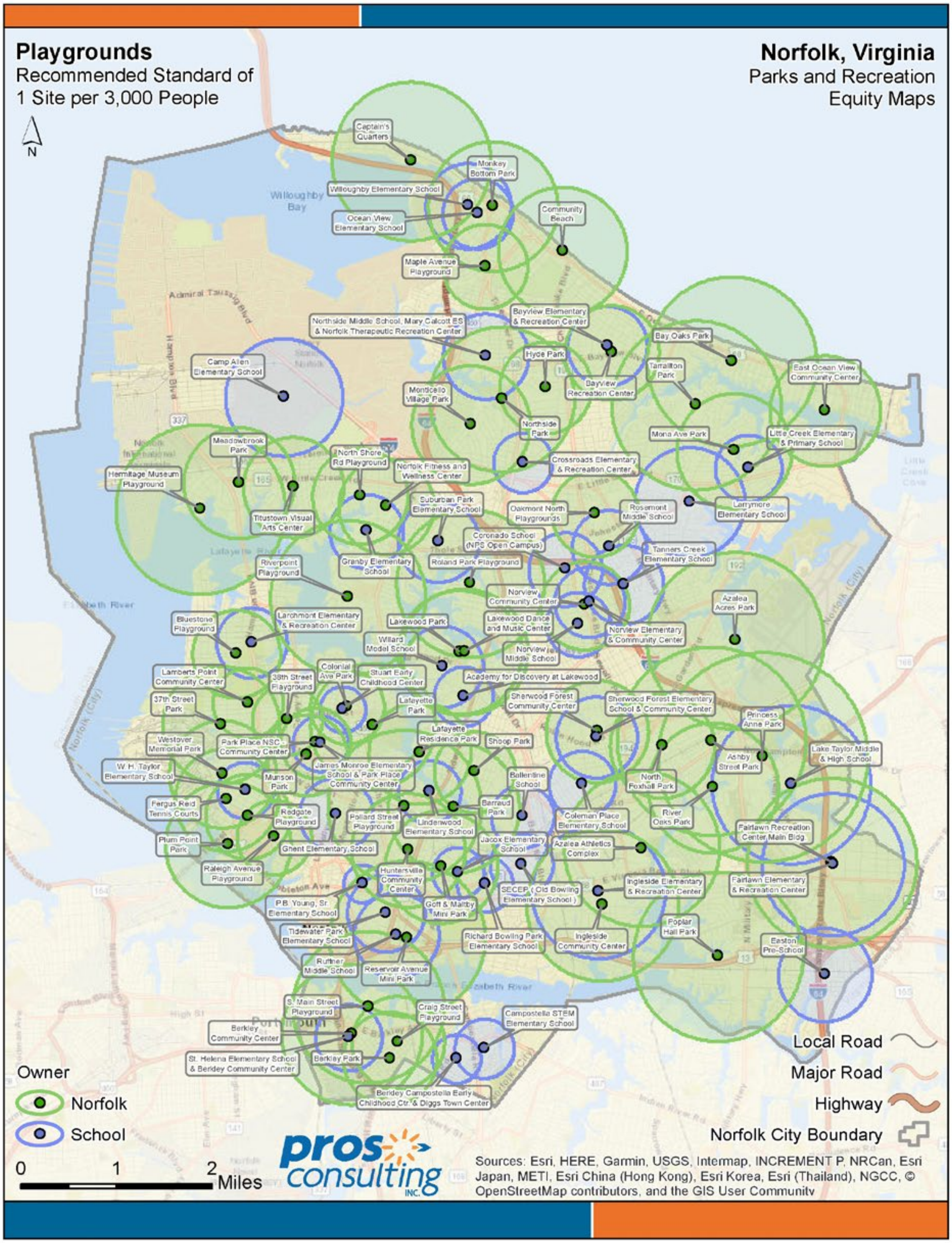
4.4.12 Outdoor Pools



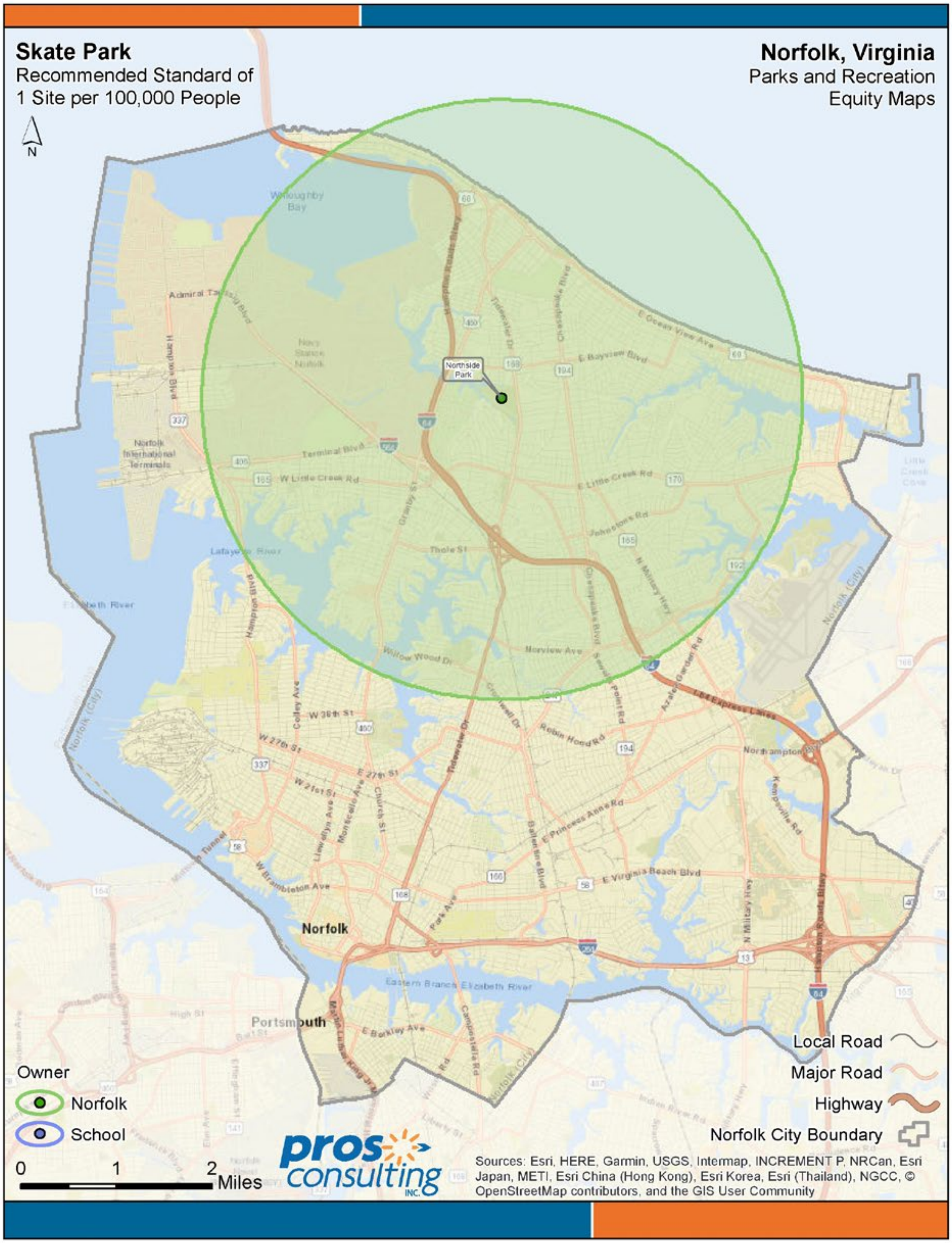
4.4.13 Picnic Shelters



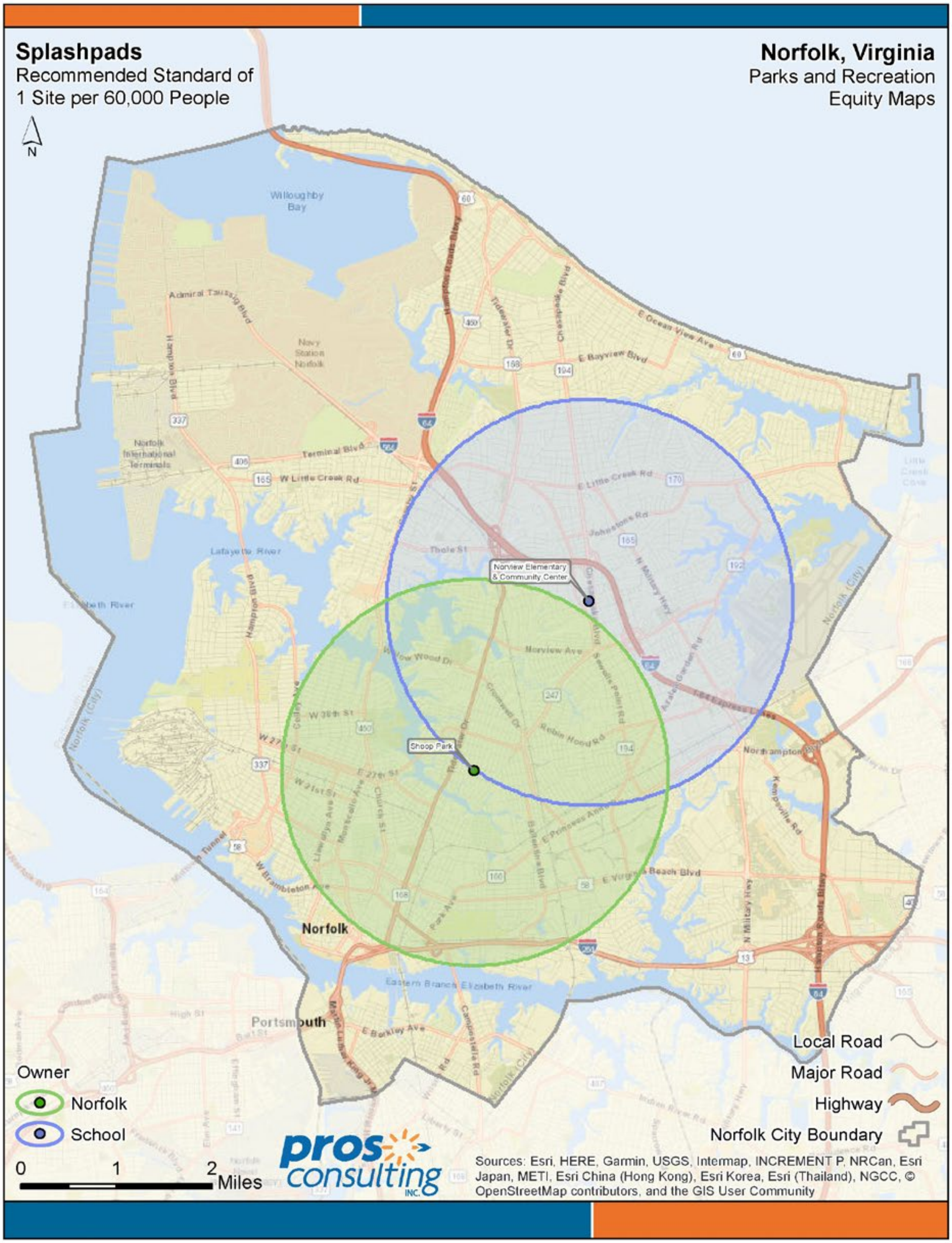
4.4.14 Playgrounds



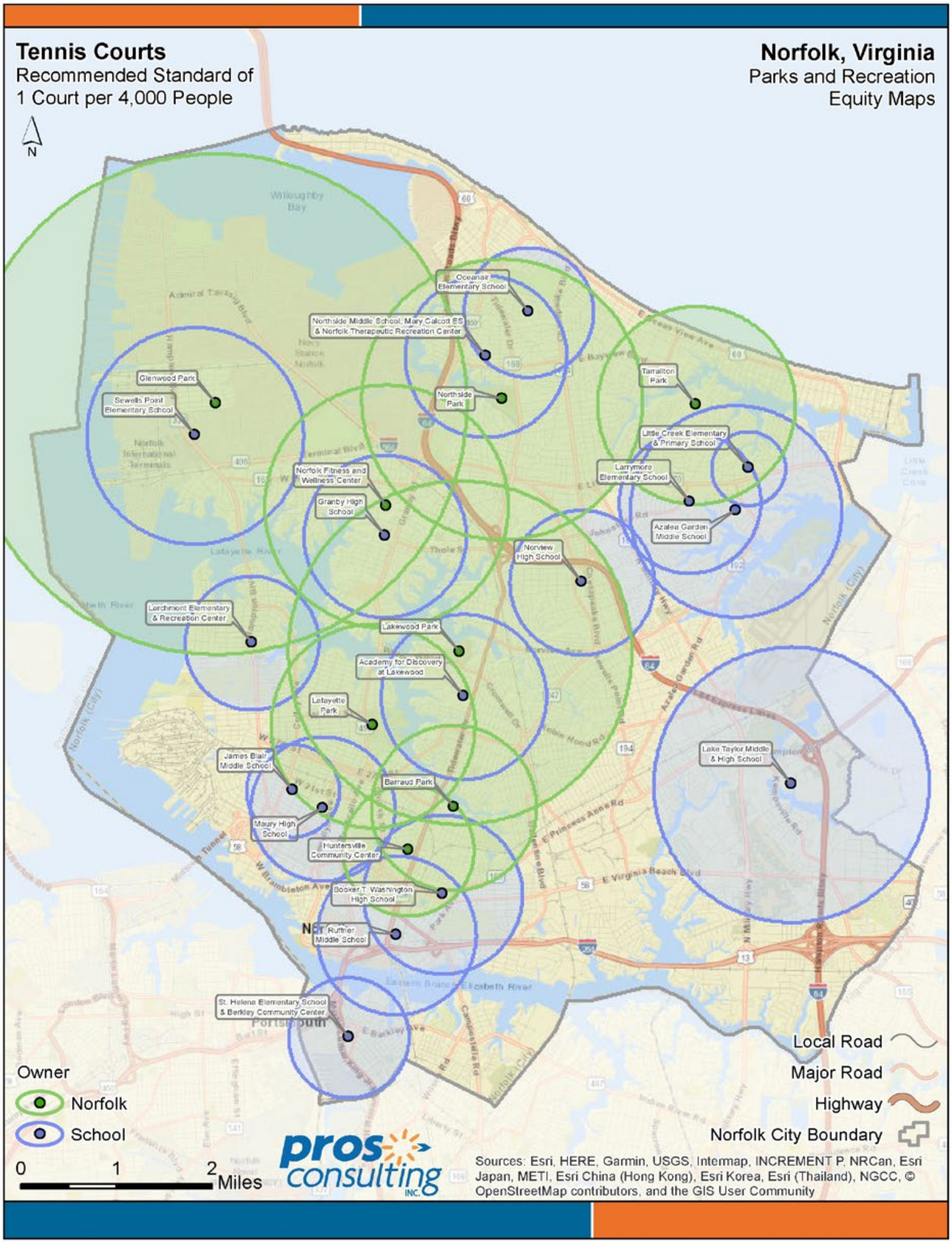
4.4.15 Skate Park



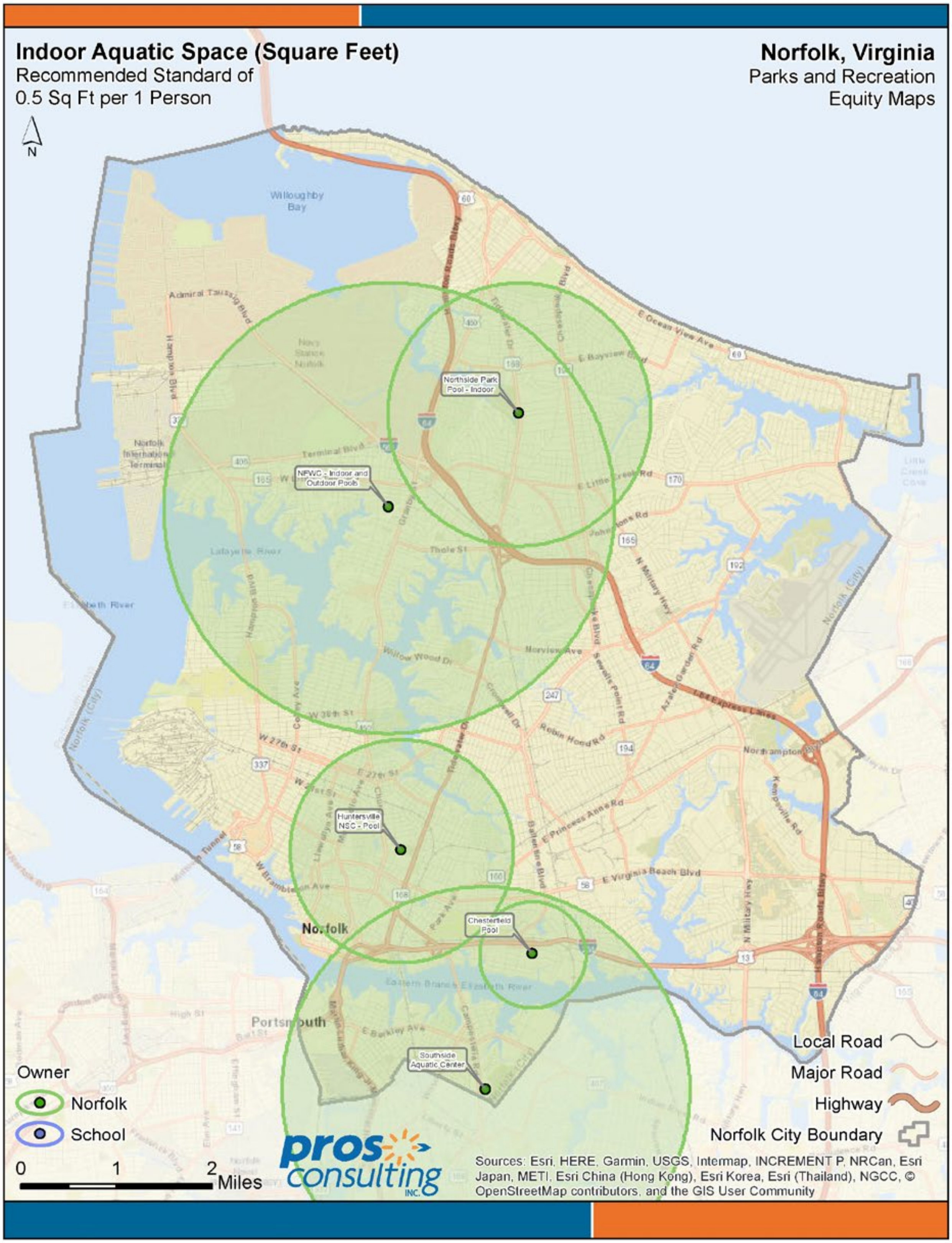
4.4.16 Splash Pads



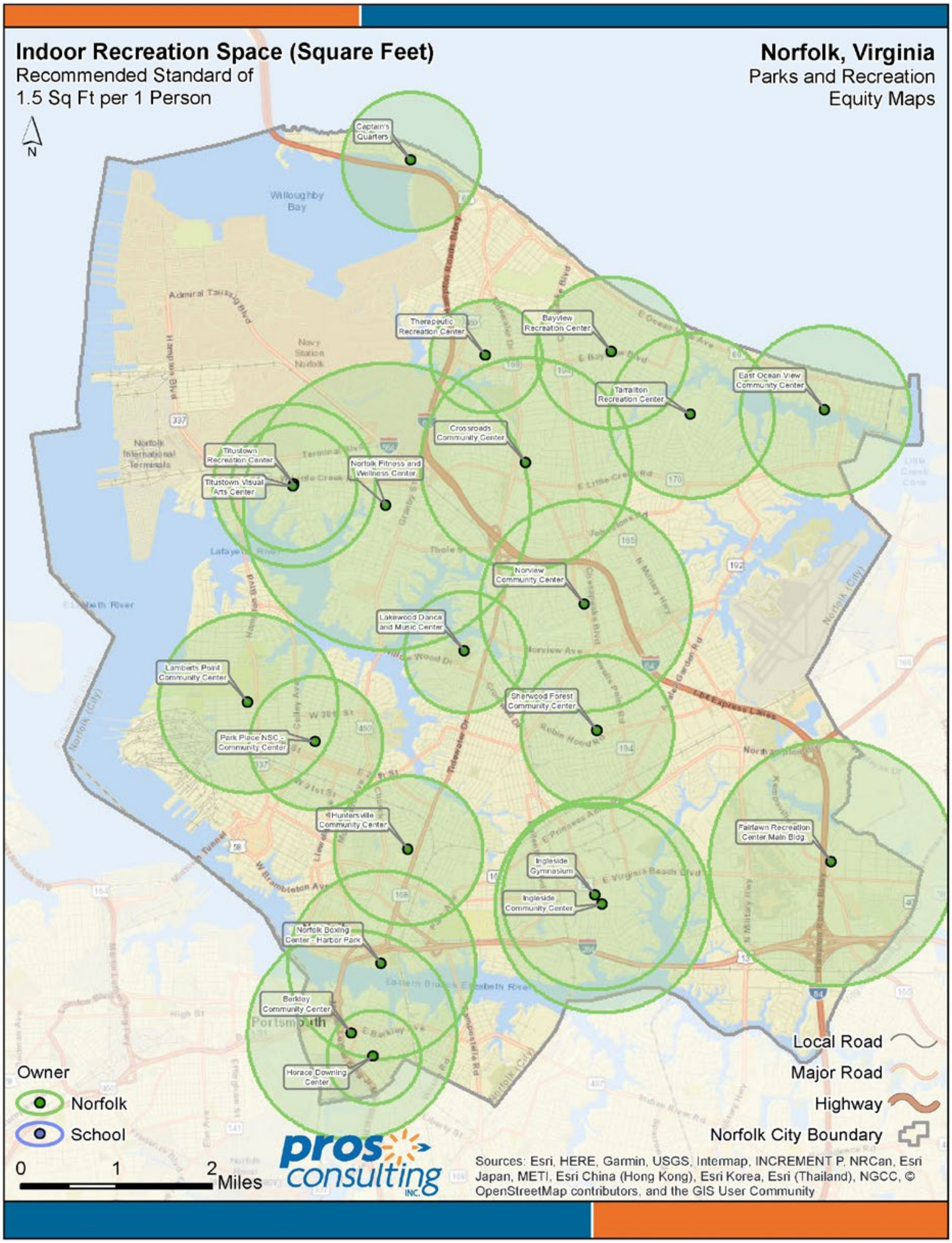
4.4.17 Tennis Courts



4.4.18 Indoor Aquatic Space



4.4.19 Indoor Recreation Space



4.5.1 Methodology

The Consulting team with assistance from the Department staff identified criteria to assess the Youth Sports offerings of other agencies identified by the City. These included agencies that are comparable in nature as well as within proximity to the City in Virginia. They are:

- City of Chesapeake
- City of Hampton
- City of Newport News
- City of Portsmouth
- City of Richmond
- City of Suffolk
- City of Virginia Beach
- Henrico County

The goal of this analysis is to evaluate how these agencies are servicing the youth sports segment in terms of facilities, rental pricing strategies, and other revenue streams.

Information used in this analysis was obtained directly from each agency's website, representatives and through secondary research through venue websites and a google maps search of facilities and venues. Due to variations in accessibility to information, there may be gaps in how each agency operates and monitors their revenue streams which may impact the overall comparison.

The data collection for all agencies was completed between November and December (2021). In some instances, the information was not tracked or not available. The information sought was a combination of venues features, rental prices, program prices, sponsorship strategies and other revenue related metrics. The agencies are addressed by their key locations for a more accurate comparison.

4.5.2 Youth Sports Offerings Comparison

VENUES

The most popular types of sport facilities were tennis courts and baseball diamonds. Of those venues 76% had lights and 33% had concessions. The average venue has at least 2 tennis courts, 3 pickleball courts, 1 to 2 rectangular fields of varying sizes or 2 baseball diamonds. Most venues did not have fieldhouses attached to the outdoor facility aside from one venue in Chesapeake (Deep Creek Community Centre) and the Princess Anne Complex in Virginia Beach (in the Virginia Beach Sportsplex – see picture to the right).

Virginia Beach Sportsplex

The average distance of these venues is of about 38 miles from Norfolk with the closest being 4.3 miles away at Chesapeake's Cascade Park and the furthest being 108 miles away at Henrico's Pouncey Tract Park (see picture below).

Rentals and pricing strategies

Pricing strategies for rentals vary depending on the state of the venue, the type of offering and location (see table below):

Agencies like Chesapeake, Richmond and York County used a breakdown by Resident/Non-Residents and they also had the lowest prices for their rentals.

- Virginia Beach was the jurisdiction with the most diversified pricing strategy implementing
  - Prime/Non-Prime Time for their court rentals
  - Group Discounts for their pickleball facility
  - Partial Day vs Full Day for all fields
  - Consecutive Days for field-based tournaments
  - Turf vs Grass prices for fields (Turf costing more usually) at their different venues.

- Almost all agencies offered additional services such as extra equipment for lighting, training sessions, relining, in game services and more per occurrence
- Chesapeake was the only agency to use a system wide fixed pricing allow the rental of elementary to high school facilities with only 2 tiers of prices $15/hr. or $25/hr. for Residents $30/hr. or $50h/hr. for non-residents depending on the quality of the facility, the size of the fields and the use of lights.
- Suffolk and Richmond were the only agencies that implemented a registration or processing fee of $20-$25.
- Newport News, Henrico and York County all differentiated between Youth and Adult particularly for leagues.

Agency	Resident / Non Resident	Prime / Non-Prime Time	Weekday / Weekend	Age Segment	Family Household Status	Group Discount	By Location	By Competition (Market Rate)
City of Virgina Beach		x				x		
City of Newport News Parks, Recreation & Tourism								
City of Chesapeake VA	x							
City of Suffolk, VA								
City of Portsmouth, VA								x
City of Richmond, VA	x							
Henrico County Recreation & Parks								x
York County	x							

Agency	By Cost Recovery Goal	By Customs Ability to Pay	Partial Day vs Full Day	Consecutive days	Additional Services	Youth vs Adult	By Size oof field	By type of field (Turf/ grass)
City of Virgina Beach			x	x	x			x
City of Newport News Parks, Recreation & Tourism					x	x		
City of Chesapeake VA					x		x	
City of Suffolk, VA								
City of Portsmouth, VA					x			
City of Richmond, VA			x		x			
Henrico County Recreation & Parks						x		
York County					x	x		

Pricing Strategies

The average prices of rentals varied widely across the board from $15/hour to $80/hour or $130/day to $400/day for fields. For courts some agencies would not collect a rental fee, some would put a very minimal price ($3-$5/hour) and others could charge upwards of $45/hour for certain high-end facilities.

Agency	Price range fields	Price range courts
City of Virginia Beach	$65-$80/h $130-$235/day	$35-$45/hr
City of Newport News Parks, Recreation & Tourism	$45-$50/h +additional services $225/day +additional services	$20-$26/registration for a tournament
City of Chesapeake	$15-$50/h	$0-$3/hr
City of Suffolk, VA	$150 + additional services	$20/hr
City of Portsmouth, VA	$150-$400/Day	N/A
City of Richmond VA	$20-$30 + additional services +30% for Non Resident	$5/hr
Henrico County Recreation & Parks	$15/game or $50/day (3h+)	N/A
York County	$150-$200/field	N/A

Rental Price Ranges

Sponsorships & other Revenue streams

The information on sponsorships for each venue was scarce as some of the establishments did not see any advertisements or proposals from businesses due to the COVID-19 pandemic in the last 2 years. For the venues that did offer sponsorship deals, they all had tiered sponsorship systems offering different levels of exposure including but not limited to on-site visibility (scoreboard, wayfinding signs, banners, fence signs, etc.) and online visibility (website, socials). Different venues used different pricing strategies:

- The Hampton Roads Soccer Council in Virginia Beach allowed for companies to sponsor a variety of assets including the fields. Dasher board, picnic shelters, golf carts, picnic tables. Vendor booths and brick name plaques. Their minimum period of commitment for a tiered sponsorship is 3 years and they have a Gold tier of a minimum $15,000, a Silver tier of a minimum $10,000 and a Bronze tier of a minimum $5,000. Each tier includes signage, a field, dasher boards, online exposure, and vendor booth opportunities.

McReynolds Athletic Complex

- The McReynolds Athletic Complex (MAC) in York County (picture shown below) allowed for a seasonal commitment (March to November) and differentiated between scoreboard signs and outfield/sideline fence signs. They had a fixed price for installing the sign the first year and then a reduced fee for subsequent years. A scoreboard sign costs $1,000 for year 1 then $750 onwards. An outfield/sideline fence sign costs $500 for year 1 then $300 onwards. They also included a $150-$300 fee for replacing the original sign if damaged.

- The Prince Anne Athletic Complex also had a Gold/Silver/Bronze system only differentiating between on-site banners and online visibility.
  - The Gold tier requires an investment of $5,000 and allows for 10 banners distributed across their fields, signs at the entrance and exit of one quad and a logo with link on their website.
  - The Silver tier requires an investment of $3,000 for 8 banners across their fields and a logo with link on their website.

- The Bronze tier requires an investment of $2,000 for just 4 banners, 2 on fields and one on each quad. The Princess Anne Athletic Complex Staff handles all rentals and sponsorship agreements for sports in Virginia Beach.

- As of 2020, the Hampton VA Parks and Recreation Department seems to use a tiered system with special events but not advertising at the facilities. They have different levels from a $1000 to $5000+ contributions with different assets for each event.

- • The Prince Anne Athletic Complex also had a Gold/Silver/ Bronze system only differentiating between on-site banners and online visibility.
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- As of 2020, the Hampton VA Parks and Recreation Department seems to use a tiered system with special events but not advertising at the facilities. They have different levels from a $1000 to $5000+ contributions with different assets for each event.

Some agencies had additional revenue streams from their sports leagues. They differentiated between sports and Adult/ Youth leagues:

- The City of Virginia Beach and the Hampton VA Parks and Recreation Department pricing strategies are based on a franchise fee in addition to a sanction fee for adults and a registration fee for youths.

- The City of Virginia Beach differentiated between competitive leagues (includes playoffs), recreational leagues (no playoffs) and women's leagues for softball and between competitive leagues (includes playoffs), recreational leagues (no playoffs) for coed sand football. The franchise fee ranges from $525 to $700. For the youth, they had a higher fee for late registrations and the price range is from $50 to $65.

- The Hampton Parks and Recreation Department focused on their youth sports having different fees per child and athletic associations that include equipment, additional siblings and, occasionally, a trophy and banquet ceremony. The price range was from $40 to $100 for flag football (5 years+) and $65 to $100 for basketball (6 years+)

- The City of Richmond only differentiated between residents and non-residents for both adults and youth. Prices varying between $25 and $30 for residents and $45-$50 for non -residents except for fencing which was priced at $65 for resident and $85 for non-residents.

4.5.3 Summary Of Youth Sports Assessment

Popular Venues Types: The most popular venues were tennis courts and baseball fields with 76% of them being lighted and 33% offering concessions.

Rentals: In terms of pricing strategies for rentals, each agency had their own mix depending on the level of service and facility maintenance particularly by additional services, type of customer (resident/non-resident, tournament/individual, adult/youth). Dynamic pricing for rentals is a key component for maximizing rental revenue as it allows the agency to take advantage of fluctuating market demand

The average prices of rentals varied widely across the board from $15/hour to $80/hour or $130/day to $400/day for fields. For courts some agencies would not collect a rental fee, some would put a very minimal price ($3-$5/hour) and others could charge upwards of $45/hour for certain high-end facilities. Norfolk can therefore assess their current prices to match the quality of their facilities.

Additional Revenue Streams: Looking at additional revenue streams, the City can look at the different assets offered by their facilities or special events to have their personalized tiered sponsorship approach from welcome signs to tables, golf carts, field naming rights or even vendor booths. Adult and youth leagues can also provide additional revenue streams through franchise and sanctioning fees or registration fees including a late registration penalty or an equipment package.

Overall, each agency has their custom approach for offerings and revenue generation at their facilities. The City can adapt their pricing for rentals and offerings to the quality, level of service, target population and more of their venues while recognizing that the socioeconomic characteristics of the community served by the City are significantly different than some others such as Virginia Beach or York County.

4.6 Facility / Amenity and Program Priority Ranking

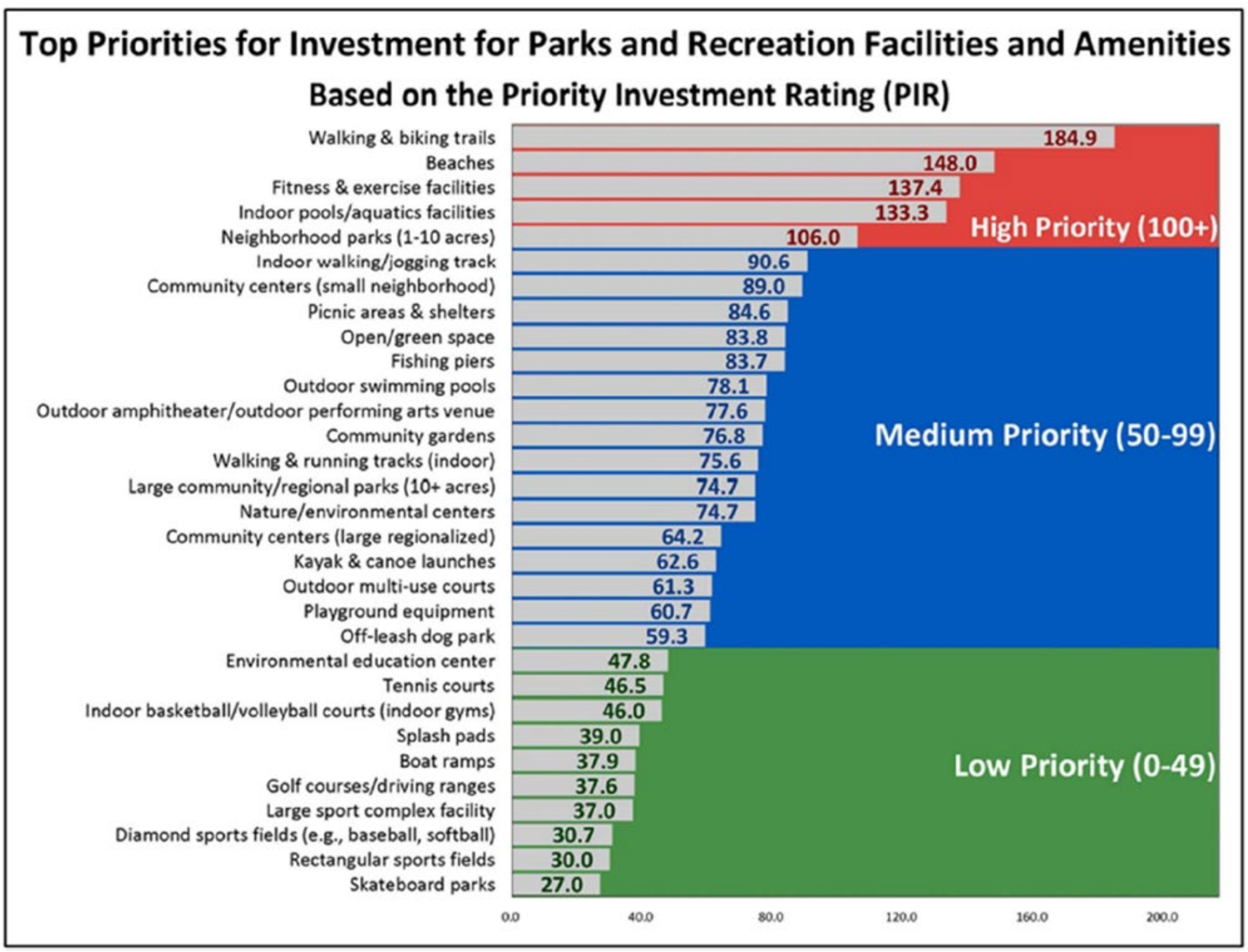
The purpose of the Facility and Program Priority Investment Ratings (PIR) is to provide a prioritized list of facility/amenity needs and recreation program needs for the Norfolk community.

4.6.1 Facility Priority Investment Ratings (PIR)

The PIR was developed by ETC Institute to provide organizations with an objective tool for evaluating the priority that should be placed on Parks and Recreation investments. The PIR equally weighs (1) the importance that residents place on facilities and (2) how many residents have unmet needs for the facility. Based on the PIR, the following five facilities were rated as high priorities for investment:

- **Walking & biking trails (PIR=184.9)**
- **Beaches (PIR=148.0)**
- **Fitness & exercise facilities (PIR=137.4)**
- **Indoor pools/aquatics facilities (PIR=133.3)**
- **Neighborhood parks (PIR=106.0)**

The chart below shows the Priority Investment Rating for each of the 31 facilities that were assessed on the survey. As seen below, walking & biking trails, beaches, fitness & exercise facilities, indoor pools/aquatic facilities, and neighborhood parks make up the top five highest facility/amenity priorities in Norfolk.

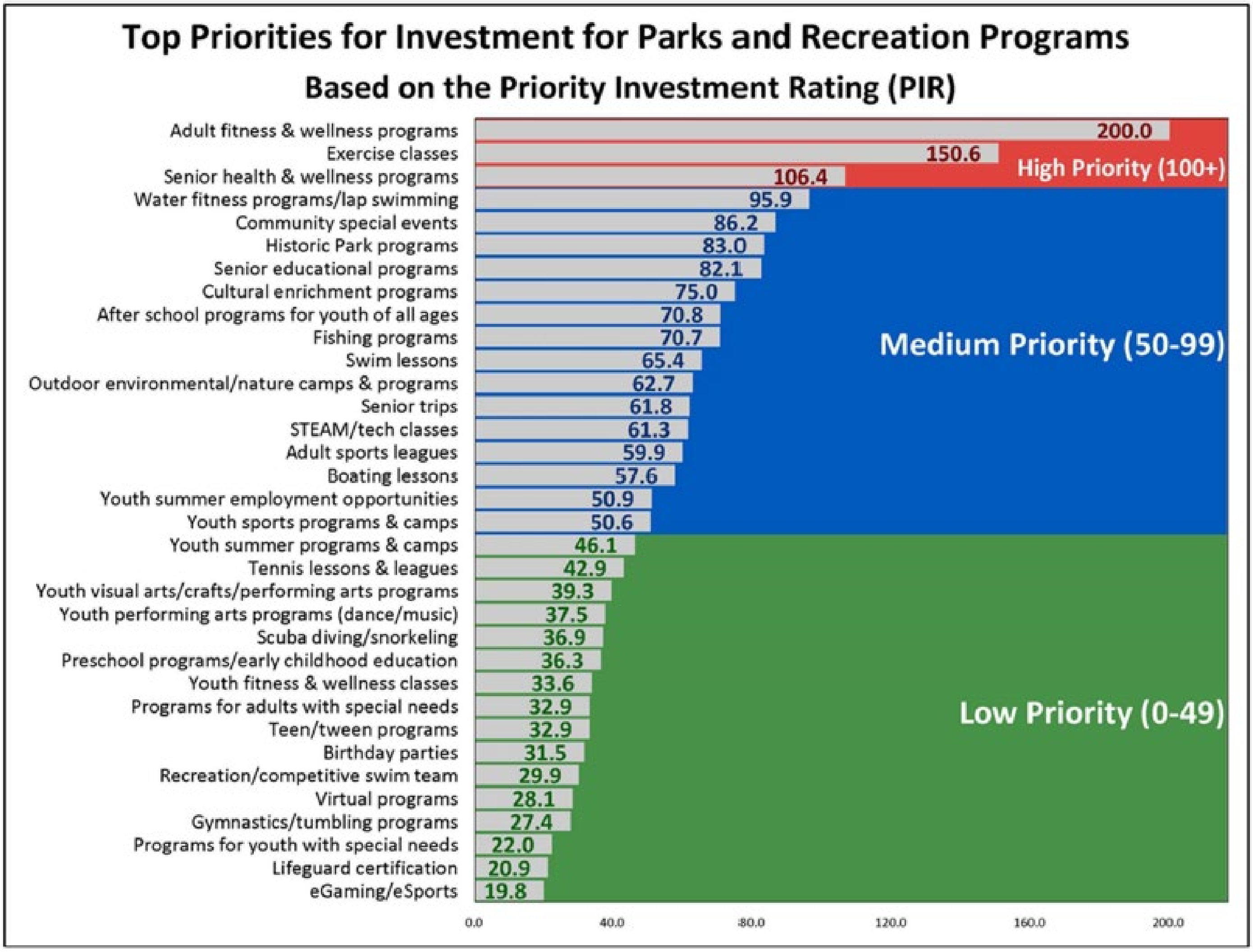


4.6.2 Program Priority Investment Ratings (PIR)

Based on the PIR, which was described on the previous page of this report, the following three programs were rated as "high priorities" for investment:

- **Adult fitness & wellness programs (PIR=200.0)**
- **Exercise classes (PIR=150.6)**
- **Senior health & wellness programs (PIR=106.4)**

The chart below shows the PIR for each of the 34 programs that were rated based on survey results. As seen in the figure below adult fitness & wellness programs, exercise classes, senior health & wellness programs, water fitness programs/lap swimming, and community special events are the top five highest program priorities in Norfolk.



4.7 Capital Improvement Plan

The CIP estimate shows the priority improvement items identified during the project study. The process for developing this priority project list is based on several streams of input. The initial improvement list was developed based on the priority public needs identified in the 2021 statistically valid Norfolk Parks and Recreation public survey and needs assessment conducted by ETC in 2021. The list was refined and added to, based on the Park and Recreation Department's Visioning Workshop, which included "Big Move" projects to align with the City's overall goals. Budget items were then added for park renovations and improvements needed to address obsolescence and program needs, as observed during the park conditions assessment. The CIP budget items do not include repair or maintenance needs that are called out in the conditions assessment.

The recommended CIP project list and budget was compared to the current FY 2023 – FY 2027 CIP to identify alignment points and also potential changes in the direction of park development. Park staff reviewed the project categories and budget to gauge alignment with operational goals,

Projects	Implementation Goal	FY 2024	FY 2025
Develop Trail Assessment and Recreational Trail Connectivity Plan	1 assessment	$150,000	-
Planning and Construction of a Beach Boardwalk	1/4 mile / year		$1,000,000
Enhance Recreational Trail Connectivity and Greenways	1 mile / year	-	$750,000
Improve Water Access Trails and Blueways		$1,000,000	$1,000,000
Construct New Centralized Combination Recreation Center/pool	1 w/ library	-	$62,500,000
Implement Parks and Recreation Master Plan		$500,000	$500,000
Improve Existing Community Centers		$200,000	$200,000
Transform and Improve Community and Neighborhood Parks		$500,000	$500,000
Improve ADA Access in Parks		$150,000	$150,000
Improve Infrastructure at Cemeteries		$300,000	$300,000
Subtotal		**$2,800,000**	**$66,900,000**

previously approved CIP project, and practicality of budget allocations.

The resulting CIP items and yearly budget allocations reflect a reasonable budget needed to incrementally and systematically move the implementation of objectives forward over a five-year term. It does not represent the total funds needed to meet all objectives and need expressed by the public, the Parks and Recreation Department, or the park conditions assessment. The Parks & Rec Department does not budget or manage repairs to park sites and facilities, and this is instead managed by the Public Works Department. An appropriate repair and maintenance budget must be considered for parks and cemeteries to ensure that responsible parties are allocated appropriate funds.

The budget numbers reflected in this CIP outline are based on order of magnitude benchmarks and an achievable budget goal, rather than based on detailed estimates of specific projects. Due to the long-term nature of implementing public needs, "Big Move" projects, and other community and departmental objectives, it is important to understand that pricing specific improvements through cost estimating is highly speculative and subject to a wide variety of escalations and/or changes. Final budget allocations for the projects identified in this CIP should be based on project specific feasibility studies, master plan cost estimates, and near-term cost forecasts.

FY 2026	FY 2027	FY 2028	CIP Total	Total System CIP
-	-	-	$150,000	$-
$1,000,000	-	-	$2,000,000	$6,875,000.00
$750,000	$750,000	$750,000	$3,000,000	$44,750,000.00
$1,000,000	$1,000,000	$1,000,000	$5,000,000	$33,000,000.00
-	$200,000	$40,000,000	$102,700,000	$102,500,000.00
$500,000	$500,000	$500,000	$2,500,000	$375,039,000.00
$200,000	$200,000	$200,000	$1,000,000	$134,200,000.00
$500,000	$500,000	$500,000	$2,500,000	$36,727,000.00
$150,000	$150,000	$150,000	$750,000	$1,960,000.00
$300,000	$300,000	$300,000	$1,500,000	$2,400,000.00
$4,400,000	**$3,600,000**	**$43,400,000**	**$121,100,000**	

The purpose of developing funding and revenue strategies is to help staff prepare for the plan's implementation by identifying viable funding opportunities, including fees, charges, and partnerships, and to pursue and share examples from other agencies that may have been in a similar place.

In order to continue to build and maintain a great park system, the following are some of the funding sources that are available and used by many other public agencies throughout the United States.

New, sustainable funding sources are essential to implementing the needs assessment and action plan. The key for future growth is to diversify funding sources which will help support the development and sustenance of the initiatives recommended in this plan. The sources listed below have been selected based on their viability and the desire to pursue them further. These are meant to serve as recommendations and guidelines and do not commit the city or the staff to pursue them.

4.8.1 External Funding

The following examples provide external funding opportunities to consider for the future. Each of these sources can be evaluated in more detail to determine the level of funding they would yield if pursued aggressively.

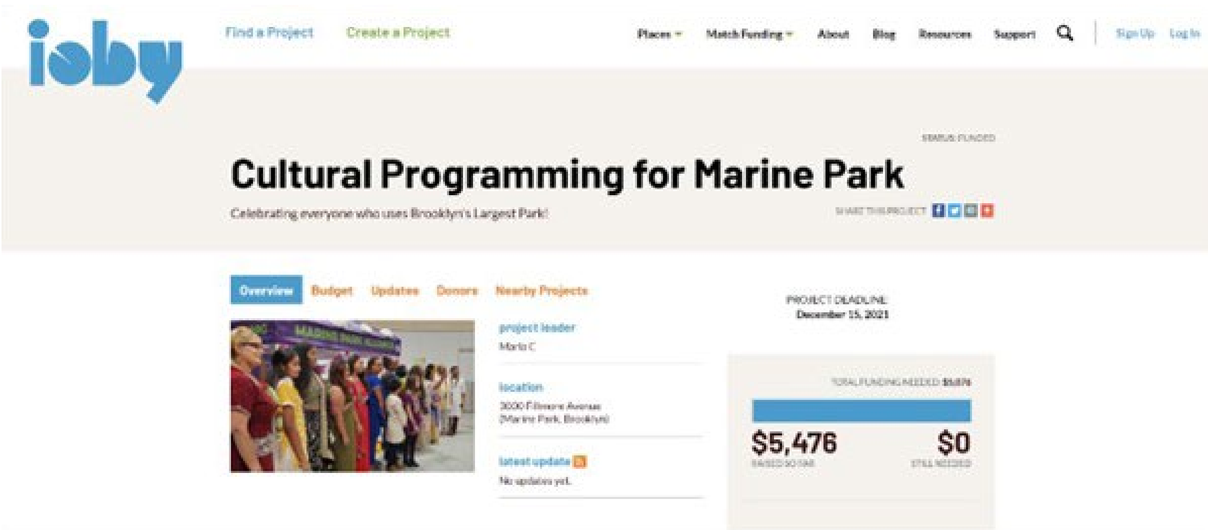
CORPORATE SPONSORSHIPS

This revenue-funding source allows corporations to invest in the development or enhancement of new or existing facilities in park systems. Sponsorships are also highly used for programs and events. There are some other agencies locally and nationwide that have done an excellent job in securing corporate sponsorships and assigning dedicated staff resources to it – Desoto Parks & Recreation (https://www.ci.desoto.tx.us/DocumentCenter/View/15417/Sponsorship-Guide), Charleston County Parks and Recreation (https://www.ccprc.com/3374/Our-Funds), as well as establishing frameworks for sustained sponsorship opportunities by

providing packaged choices of offerings - City of Santa Barbara (http://www.santabarbaraca.gov/gov/depts/parksrec/recreation/sponsor_opportunities.asp).

Crowdfunding

This is a web-based source which aggregates funds from a group of people who are willing to support a specific project, be it program related or facility related. Some sites that successfully do that are www.kickstarter.org, www.indiegogo.com and www.mightycause.com etc. This funding strategy is an opportunity for the City to explore and is best used for individual projects that serve a special interest group. IOBY, which stands for In Our Backyard (www.ioby.org), is a regional Crowdfunding platform operating in New York, Detroit, Pittsburgh etc. that crowdfunds for community based programmatic or capital needs.



Partnerships

The City currently implements this funding strategy in nominal amounts with local agencies and non-profits, including the Norfolk Public Schools and youth sports organizations, as examples. Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a governmental entity, or a private business and a governmental entity. Two partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities and asset management, based on the strengths and weaknesses of each partner.

Conservancies

These are organized fundraising and operational groups who raise money for individual signature parks and or attractions such as zoo's, regional parks. There are over two thousand conservancies in the United States now.

Foundations/Gifts

It is not a consistent or reliable source of funding. These dollars are raised from tax-exempt, non-profit organizations established with private donations in promotion of specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, sales of items, etc. This funding source can be used for capital costs.

Park Foundations

The City should establish a standalone Parks Foundation dedicated to helping the Department accomplish its mission through fundraising and financing capital projects and services. The Department should also consider becoming a member of the National Association of Park Foundations (https://www.the-napf.org/) to identify best practices from other city/ foundations relationships nationwide and in Virginia.

Private Donations

Private Donations may also be received in the form of funds, land, facilities, recreation equipment, art or in-kind services. Donations from local and regional businesses as sponsors for events or facilities should be pursued.

Friends Groups

These groups are formed to raise money typically for a single focus purpose that could include a park facility or program that will better the community as a whole and their special interest. The value is in the form of time, labor, funding and/or capital. These groups are formed to raise money typically for a single focus purpose that could include a park facility or program that will better the community as a whole and their special interest.

Trusts

These trusts are set up with individuals who typically have more than a million dollars in wealth. The legacy gift programs allow individuals to leave a portion of their wealth to support specific park and recreation facilities or programs in the City. The Texas Parks and Wildlife Association, the National Parks and Recreation Association (NRPA) and others annually encourage their supporters to consider such an option.

Volunteerism

The revenue source is an indirect revenue source in that persons donate time to assist the organization in providing a product or service on an hourly basis. This reduces the organization's cost in providing the service plus it builds advocacy into the system.

Special Fundraisers

Many parks and recreation agencies have special fundraisers on an annual basis to help cover specific programs and capital projects.

4.8.2 Capital Funding Sources

Capital Fees

Capital fees are added to the cost of revenue producing facilities such as golf courses, pools, recreation centers, hospitality centers and sports complexes and are lifted off after the improvement is paid off. The City has operated a special facility (community pool) where charges for admissions helped cover operating expenses.

Dedication/Development/ Redevelopment Fees

These fees are assessed for the development of residential properties with the proceeds to be used for parks and recreation purposes, such as open space acquisitions, community park site development, neighborhood park development, regional park acquisition and development, etc. Additionally, redevelopment fees are attained from the property tax increase that comes from the development of trails, signature parks and destination facilities. (e.g., Atlanta / Charlotte)

Development Fees/Impact Fees

These fees are assessed for the development of residential properties with the proceeds to be used for parks and recreation purposes, such as land acquisitions and park site development.

Capital Projects Fund

The Coronavirus Capital Projects Fund (CCPF) takes critical steps to addressing many challenges laid bare by the pandemic, especially in rural America and low- and moderate-income communities, helping to ensure that all communities have access to the high-quality, modern infrastructure needed to thrive, including internet access.

Coronavirus State and Local Fiscal Recovery Funds

The American Rescue Plan provides $350 billion in emergency funding for eligible state, local, territorial, and Tribal governments to respond to the COVID-19 emergency and bring back jobs.

4.8.3 User Fees

Recreation Service Fees

This is a dedicated user fee, which can be established by a local ordinance or other government procedures for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities, which require a reservation of some type or other purposes, as defined by the local government. Examples of such activities include adult basketball, volleyball, tennis, and softball leagues, youth baseball, soccer, football and softball leagues, and special interest classes.

Fees and Charges

The Department must position its fees and charges to be market-driven and based on both public and private facilities. The potential outcome of revenue generation is consistent with national trends relating to public park and recreation agencies, which generate an average 35% to 50% of operating expenditures. This could include daily fees for access to public owned facilities and parks.

Ticket Sales / Admissions

This revenue source is for accessing facilities for self-directed activities such as pools, ice skating rinks, ballparks and entertainment facilities. These user fees help off-set operational costs.

Permits (Special Use Permits)

These special permits allow individuals to use specific park property for financial gain. The City either receives a set amount of money or a percentage of the gross revenue that is being provided.

Reservations

This revenue source comes from the right to reserve specific public property for a set amount of time. The reservation rates are usually set and apply to meeting rooms for weddings, reunions and outings or other types of facilities for special activities.

Equipment Rental

This revenue source is available on the rental of equipment such as tables, chairs, tents, stages, bicycles, roller blades, kayaks, boats etc. that are used for recreation purposes.

4.8.4 GRANTS

Grants have always been a good source for funding of parks throughout the United States. Grants can be provided by the Federal Government such as the land and conservation fund, transportation enhancement funds for trails and greenways, state grant funds from gambling taxes or alcohol funds and local grants from community foundations. Research for funding included, but is not limited to: Federal / State Grants, Foundation Source and Corporate Grants for areas of support and fields of interest. It is always important to understand the grant requirements to ensure the Department has capacity for all requirements including long-term reporting. A cost benefit analysis will help to determine which grants to submit an application.

Virginia Recreational Trails Program (RTP)

The Recreational Trails Program (RTP) is a federal 80-20 matching reimbursement program for building and rehabilitating trails and trail-related facilities. Federal Highway Administration and the Infrastructure Investment and Jobs Act funds make the program possible and mandate allocations to non-motorized, diversified and motorized trail categories. Funding may be awarded to city, county, town or other government entities.

Trail Access Grants

The Trail Access Grants program is a 100% reimbursement program for trail projects that increase access to trail opportunities for people with disabilities. Funding for the program comes from Virginia tax payer donations of all or portions of their income tax returns to the Open Space Conservation and Recreation Fund. Approximately $150,000 was awarded for this grant opportunity in 2021.

Virginia Land Conservation Foundation

The Virginia Land Conservation Fund receives funding from the state's annual budget. The Virginia Department of Conservation and Recreation provides staff and administrative support. An interagency taskforce reviews and recommends grant applications to the Virginia Land Conservation Foundation. Grant awards are based on applications for 50% or less of total project costs (state agencies may receive 100%) pursuant to specific criteria defined in each category.

Land and Water Conservation Fund

Preserve, develop and renovate outdoor recreation facilities. Focus is on America's Great Outdoors Initiative. New or renovation of pavilions, playgrounds or play areas, ball fields, bleachers, golf course meeting rooms, multi-purpose courts, parking facilities, pathways and trails, roads, signs, ski areas, snowmobile facilities and tennis courts. Federal Funds-Average Award is $70,000.

NRPA Grant & Funding Resources

The National Recreation and Park Association (NRPA) periodically posts information about grant and fundraising opportunities that are available for park and recreation agencies. Grant opportunities are posted in areas of conservation, environmental/habitat, programming, social issue initiatives, Art and facility/amenity development.

National Community Development Block Grant (CSBG in Virginia)

Funding is received in accordance with the Community Development Block Grant (CDBG) Programs national objectives as established by the U.S Department of Housing and Urban Development. Funding may be applied to such programs as Infrastructure Improvements, Public Facility and Park Improvements, Human Service Enhancements, Lead-Based Paint Education and Reduction, Housing Education Assistance, and Economic Development and Anti-poverty strategies.

4.8.5 Tax Funding Sources

Property Taxes

Ad valorem taxes on real property currently implemented by the city.

Hotel/Motel (Transient Ocupancy Tax) TOT Tax

Tax based on gross receipts from charges and meal services, which may be used to build and operate sports fields, regional parks, golf courses, tennis complexes, and other special park and recreation facilities.

Meal Tax

The tax is usually associated with convention and tourism bureaus. However, since parks and recreation agencies manage many of the tourism attractions, they can receive a portion of this funding source for operational or capital expenses.

4.8.6 Franchises And Licenses

Catering Permits & Services

This is a license to allow caterers to work in the park system on a permit basis with a set fee or a percentage of food sales returning to the City.

Pouring Rights

Some private soft drink companies execute agreements with organizations for exclusive pouring rights within their facilities. A portion of the gross sales goes back to the organization.

Concession Management

This funding source is from retail sales or rentals of soft goods, hard goods, or consumable items. There may be opportunities where the City could either contract for the service and receive a set amount of the gross percentage or the full revenue dollars that incorporates a profit after expenses.

Private Concessionaires

Private concessionaires are used for contracted classes and golf course operations. Research for other areas of operations is periodically researched for viability. This funding source is a contract with a private business to provide and operate desirable recreational activities financed, constructed and operated by the private sector, with additional compensation paid to the organization.

Greenway Utility

Greenway utilities are used to finance acquisition of greenways and development of the greenways by selling the development rights underground for the fiber optic types of businesses.

Naming Rights

Naming Rights is a very common practice in the private sector but is also getting more prevalent in the public sector as well. A great example would be what the San Diego County Parks and Recreation Department is doing to increase funding through Naming Rights Campaign. (https://www.sdparks.org/content/dam/sdc/parks/NamingRights/NamingRightOpportunitiesBooklet.pdf).

Land Leases

This includes options where developers / agencies lease space from City-owned land through a subordinate lease that pays out a set dollar amount plus a percentage of gross dollars for recreation enhancements. These could include a golf course, marina, restaurants, driving ranges, sports complexes, equestrian facilities, recreation centers and ice arenas.

Leasebacks

Leasebacks are instances whereby a private individual or company builds a community center or sports complex and the revenue earned comes back to pay the development costs

Easements

This revenue source is available when the City allows utility companies, businesses or individuals to develop some type of an improvement above ground or below ground on their property for a set period of time and a set dollar amount to be received by the City on an annual basis.

Advertising Sales

Advertising is implemented in sports score boards and being considered for expanding to the Recreation Guide and other areas of operations. This revenue source is for the sale of tasteful and appropriate advertising on park and recreation related items such as print materials, on scoreboards, dasher boards and other visible products or services that are consumable or permanent and exposes the product or service to many people. A good example for advertising is Naperville Park District in Illinois - https://www.napervilleparks.org/advertise.

Interlocal Agreements

Contractual relationships entered into between two or more local units of government and/or between a local unit of government and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities.

4.8.7 Funding Strategy Summary

The Department is predominantly funded through the General Fund, supported by property tax. This reliance can make responding appropriately to community needs and aging infrastructure a challenge, as there are many priorities that consume a city's general fund. The Department should explore increasing revenues through existing and new funding sources identified in the table below.

Initially, the Department should work with the City to outline the philosophy on earned income and determine an appropriate level of subsidy and set revenue goals. Once the philosophy is approved, the Department should explore implementing the following strategies:

Park Foundation – Establishing a park foundation helps the Department to deliver on its mission with fundraising and hold of land and other assets until the Department is ready to publicly provide the service.

Corporate Sponsorship – Corporations are looking to invest in great community projects, especially when the organization’s mission, vision and values represent similar interests and outcomes. Developing a sponsorship program in combination with these other strategies can help the city leverage efforts to great accomplishments.

Fees and charges – The Department should conduct a fee review to determine competitive pricing and the community’s ability to pay for services as part of an overall philosophy towards greater sustainability.

Reservations – The Department should know the total cost to provide reservation services. Reservations should be priced at market rate based on amenities, size and quality of facility. Revisit the reservation fees regularly as the cost of operations is increasing consistently.

Grants – Grants can be a great component to a multi-faceted funding strategy. That is if the Department has the capacity to meet all the requirements, including the reporting requirements. Evaluate the possible grant opportunities to understand all costs associated with the grant in determining the feasibility.

Naming Rights – With the need for facility renovations and lifecycle replacements, this funding source would be good to incorporate into the Department’s overall funding strategy mix. The best results typically come from a firm that assists the Department with developing the campaign and incentivizes the firm with a percentage of the earnings obtained from naming rights at the various centers, along the waterfront and at signature parks in the city.

Pouring Rights – In renovations and new construction, there is the potential for concession stands and contracting with a particular beverage provider for exclusive rights. This revenue is a percentage of each product sold returned to the Department for operations.

Advertising – As renovations and new construction are conceptualized, the Department should give consideration to strategically locating advertising opportunities and capitalize on the earned income opportunity.

Funding Sources To Explore

External Funding Sources	Capital Funding Sources	User Fees	Grants	Taxes	Franchise/Licenses
Corporate Sponsorships	Capital Fees	Recreation Service Fees	Virginia Recreational Trails Program	No funding sources to explore currently	Pouring Rights
Additional Partnerships	Capital Projects Fund	Fees and Charges	Land and Water Conservation Fund		Additional Inter-Local Agreements
Park Foundation	Coronavirus State and Local Fiscal	Reservations	Next Level Trails		Naming Rights
Trusts			NRPA Grant & Funding Reources		Advertising Sales
Special Fundraisers			IPRA Foundation Scholarships		

4.9.1 Malcolm Baldrige Survey

In order to develop a deeper understanding of the Department, an organizational assessment survey was administered to all staff. Staff was given the opportunity to complete the survey online and in anonymous fashion. A total of 67 respondents from all levels of staff completed the survey.

This organizational assessment was conducted using the Malcolm Baldrige's Are We Making Progress? Survey. The survey design is based on Malcolm Baldrige Criteria for Performance Excellence, which identifies seven focus areas for evaluation:

- Leadership
- Strategic Planning
- Customer Focus
- Measurement, Analysis and Knowledge Management
- Workforce Focus
- Operations
- Organizational Outcomes

It should be noted, this survey represents a point in time and is based solely on the feedback of respondents. These results should be considered a baseline that will evolve over time, and this survey is an assessment tool that should be reevaluated yearly to gauge progress.

General Assessment by Focus Area

Based on the survey results, each of the seven focus areas were generally classified as strengths, areas that are trending positively, and opportunities for improvement.

STRENGTHS

- Workforce Focus
- Customer Focus

TRENDING POSITIVELY

- Operations
- Measurement, Analysis, and Knowledge Management
- Results
- Leadership

OPPORTUNITIES

- Strategic Planning

Respondent Characteristics

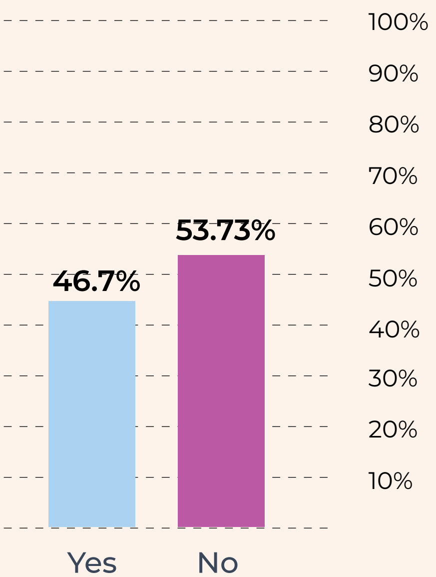
The following charts explain the distribution of survey respondents across various characteristics, such as employment status, area of work, job function, and years employed. Respondents were asked these qualifying questions so that the results could be filtered based on employee status, geography, or functional area.

Respondent Characteristics

The following charts explain the distribution of survey respondents across various characteristics, such as employment status, area of work, job function, and years employed. Respondents were asked these qualifying questions so that the results could be filtered based on employee status, geography, or functional area.

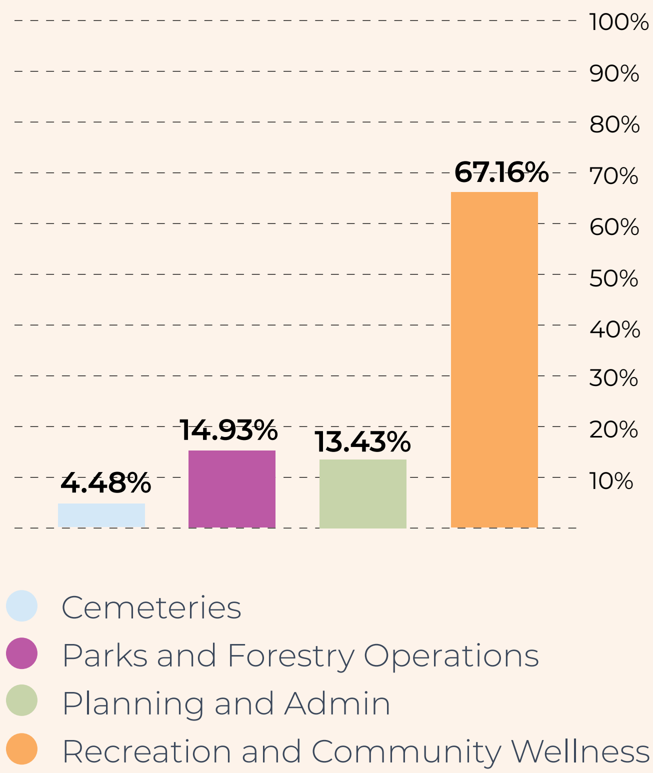
EMPLOYMENT STATUS

Are you currently in a Supervisor role with RPOS?



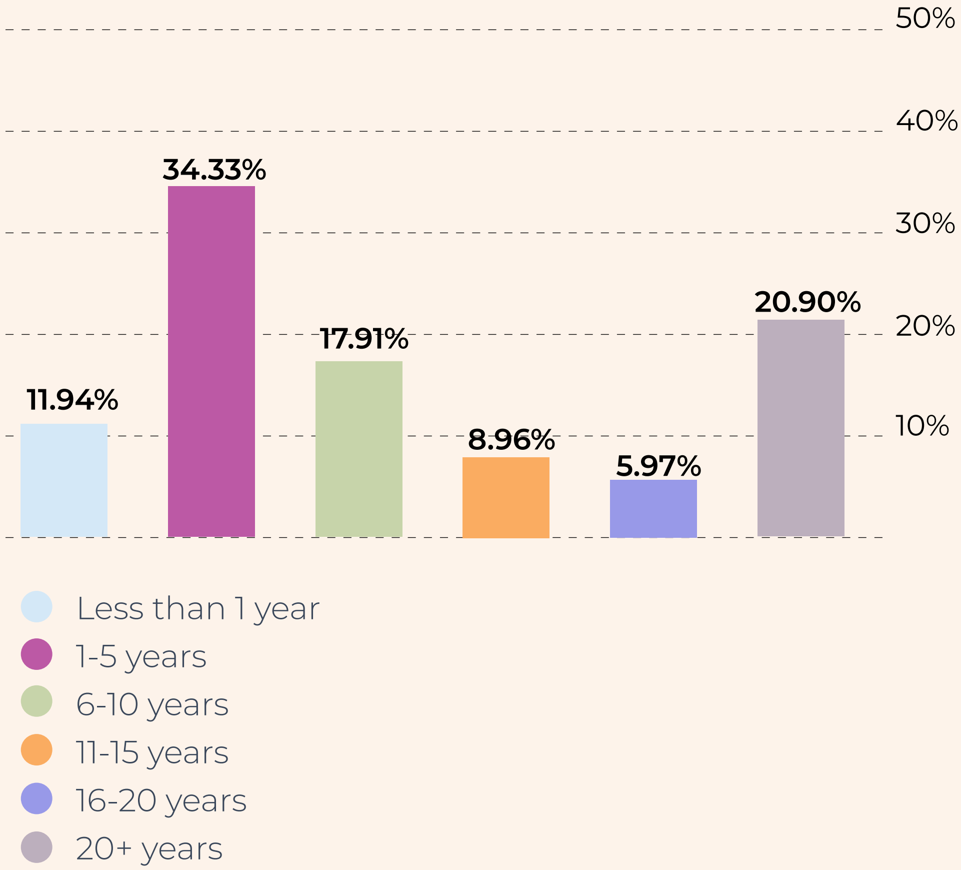
AREA OF WORK

Which Bureau do you work in?



YEARS EMPLOYED

How many years have you been employed with the City?



All Staff Results

The following charts provide an overview of the results for each focus by providing the top-two (top row of quadrant) and bottom-two (bottom row of quadrant) answers for each category. The percentages used to rank responses is based on respondents who agree with the statement, which is the combination of those selecting either 'Agree' or 'Strongly Agree'. The color coding identifies where each individual statement ranks against all statements in the survey. Green indicates the statement ranks in the top third of all statements, yellow represents the middle third, and red are statements that fall in the bottom third of responses.

EMPLOYMENT STATUS

I know my organization’s mission (what it is trying to accomplish). (84%)

My senior leaders create a work environment that helps me do my job. (82%)

LEADERSHIP

My organization’s leaders share information about the organization. {69%}

My organization asks what I think. (61%)

STRATEGIC PLANNING

My organization encourages totally new ideas (innovation). (75%)

My organization is flexible and makes changes quickly when needed. (70%)

STRATEGIC PLANNING

I know the parts of my organization’s plans that will affect me and my work. {66%)

As it plans for the future, my organization asks for my ideas. {60%)

CUSTOMER FOCUS

CUSTOMER FOCUS

- I know my organization's mission (what it is trying to accomplish). (84%)
- I regularly ask customers what they need and want. {88%)
- I am allowed to make decisions to satisfy my customers. {75%)
- I ask if my customers are satisfied or dissatisfied with my work. {75%)

MEASUREMENT, ANALYSIS, & KNOWLEDGE MANAGEMENT

MEASUREMENT, ANALYSIS, & KNOWLEDGE MANAGEMENT

- I know how to measure the quality of my work. (94%}
- I can use this information to make changes that will improve my work. (88%}
- I get all the important information I need to do my work. (70%}
- I know how my organization as a whole is doing. (55%}

WORKFORCE FOCUS

WORKFORCE FOCUS

I am committed to my organization's success. {97%}

I have a safe workplace.
&
The people I work with cooperate and work as a team. (TIE: 80%)

My organization's leaders share information about the organization. {69%}

My organization asks what I think. (61%)

OPERATIONS

OPERATIONS

I can improve my work processes when necessary. {93%)

We have good processes for doing our work. {82%)

We are prepared to handle an emergency. {75%)

I can get everything I need to do my job. {67%)

RESULTS

3-way tie {93%)

My work products meet all requirements.
My customers are satisfied with my work.
My organization is a good place to work.

RESULTS

My organization has the right people and skills to do its work {69%)

My organization removes things that get in the way of progress. {49%)

STATEMENTS WITH HIGHEST RATE OF **AGREEMENT**:

1. I am committed to my organization's success. **(97%)**

2. I know who my most important customers are. **(94%)**

2. I know how to measure the quality of my work. **(94%)**

4. I can improve my work processes when necessary. **(93%)**

4. My work products meet all requirements. **(93%)**

4. My customers are satisfied with my work. **(93%)**

4. My organization is a good place to work. **(93%)**

STATEMENTS WITH HIGHEST RATE OF **DISAGREEMENT**:

1. I know how well my organization is doing financially. **(25%)**

2. I know how my organization as a whole is doing. **(22%)**

3. My organization asks what I think. **(19%)**

3. As it plans for the future, my organization asks for my ideas. **(19%)**

5. My organization's leaders share information about the organization. **(16%)**

OVERALL SUMMARY

- Very high agreement rates overall (10 of 40 questions over 90%) and only two question in which more than half of respondents did not agree indicate strong staff support, especially in the categories of customer and workplace focus.
- Strategic Planning had the lowest average agreement rate of the categories, which reinforces the importance of the Master Plan Assessment and Sports Complex Feasibility Study.
- We saw higher agreement rates from supervisors compared to non-supervisors, and from those employed less than 5 years compared to those who have worked for 6 years or more (See section 4.1 “SUMMARY OF RESULTS BY SUB-GROUPS” for more details)”

The following is a brief overview of responses based on their role, and how long they have worked within the Department. This was made up of separating supervisors from non-supervisors and those employed 0-5 years and those employed 6 years or more.

SUPERVISOR

31 respondents – 46% of total

STATEMENTS WITH HIGHEST RATE OF AGREEMENT:

1. I am committed to my organization's success **(100%)**

1. I know who my most important customers are **(100%)**

3. My organization is a good place to work **(96.78%)**

STATEMENTS WITH HIGHEST RATE OF DISAGREEMENT:

1. I know how well my organization is doing financially **(25.37%)**

2. I know how my organization as a whole is doing **(22.39%)**

3. My organization asks what I think **(19.41%)**

- HIGHER rate of agreement than the department average in six of the seven categories (Operations is the lone exception).

- Customer Focus was the category with the highest rate of AGREEMENT (89.03%). Operations had the highest rate of DISAGREEMENT (9.68%)

- "I know my organizations vision (where it is trying to go in the future)" and "my organization is flexible and makes changes quickly when needed" both had agreement rates more than 10% HIGHER than the department average.

NON-SUPERVISOR

36 responses – 54% of total

STATEMENTS WITH HIGHEST RATE OF AGREEMENT:

1. I can improve my work processes when necessary (94.45%)

1. I am committed to my organization's success (94.45%)

1. My customers are satisfied with my work (94.45%)

STATEMENTS WITH HIGHEST RATE OF DISAGREEMENT:

1. I know how well my organization is doing financially (33.33%)

2. My organization's leaders share information about the organization (25.00%)

3. My organization asks what I think (22.22%)

3. My organization is flexible and makes changes quickly when needed (22.22%)

3. As it plans for the future, my organization asks for my ideas (22.22%)

- Agreement rate was LOWER than the department average in five of the seven categories (Operations and results were the exceptions).
- The agreement rate for the "Leadership" category was 16% LOWER than the department average and 23% LOWER than the supervisor average
- "I know my organizations vision (where it is trying to go in the future)" had an agreement rate more than 10% LOWER than the department average.

EMPLOYED 0-5 YEARS

31 responses – 46% of total

STATEMENTS WITH HIGHEST RATE OF AGREEMENT:

1. I know how to measure the quality of my work (100%)

1. I am committed to my organization's success (100%)

1. I can improve my work processes when necessary (100%)

STATEMENTS WITH HIGHEST RATE OF DISAGREEMENT:

1. I know how well my organization is doing financially (35.48%)

2. As it plans for the future, my organization asks for my ideas (22.58%)

2. I know how my organization as a whole is doing (22.58%)

- Agreement rate was HIGHER than the department average in six of the seven categories (customer focus is the lone exception)

- "Workforce focus" had the HIGHEST agreement rate (94.22%) of any category in the sub-groups.

- "I am recognized for my work", "my bosses and my organization care about me", and "my senior (top) leaders are ethical and demonstrate our organization's values" all had agreement rates at least 10% HIGHER than the department averages.

EMPLOYED 6+ YEARS

36 responses – 54% of total

STATEMENTS WITH HIGHEST RATE OF AGREEMENT:

1. I know who my most important customers are (97.23%)

2. My work products meet all requirements (94.44%)

2. I regularly ask my customers what they need and want (94.44%)

2. I am committed to my organization's success (94.44%)

2. My organization is a good place to work (94.44%)

STATEMENTS WITH HIGHEST RATE OF DISAGREEMENT:

1. My organization asks what I think (25.00%)

2. I know how my organization as a whole is doing (22.23%)

3. My organization's leaders share information about the organization (22.22%)

- Agreement rate was LOWER than the department average in six of the seven categories (customer focus was the one exception, and was less than 1% higher).

- "I am recognized for my work" and "My bosses and organization care about me" had agreement rates 14% BELOW the department average.

5 Chapter

VISION, MISSION, BIG MOVES

5.1 Visioning Overview

On April 19, 2022, over 25 staff members from different bureaus of the Department participated in a day-long Visioning Workshop to determine the future roadmap and Core Values, Vision, and Mission.

Staff across bureaus collaborated to develop strategies to address service gaps, community priorities, funding mechanisms, marketing, and operations and the legacy items – the Big Moves.

5.1.1 CORE Values

The following core values were developed through an iterative process during the Visioning Workshop with staff. These are the core values by which staff will operate. They have also helped shape the Vision and Mission for the Department.

5.1.2 Vision

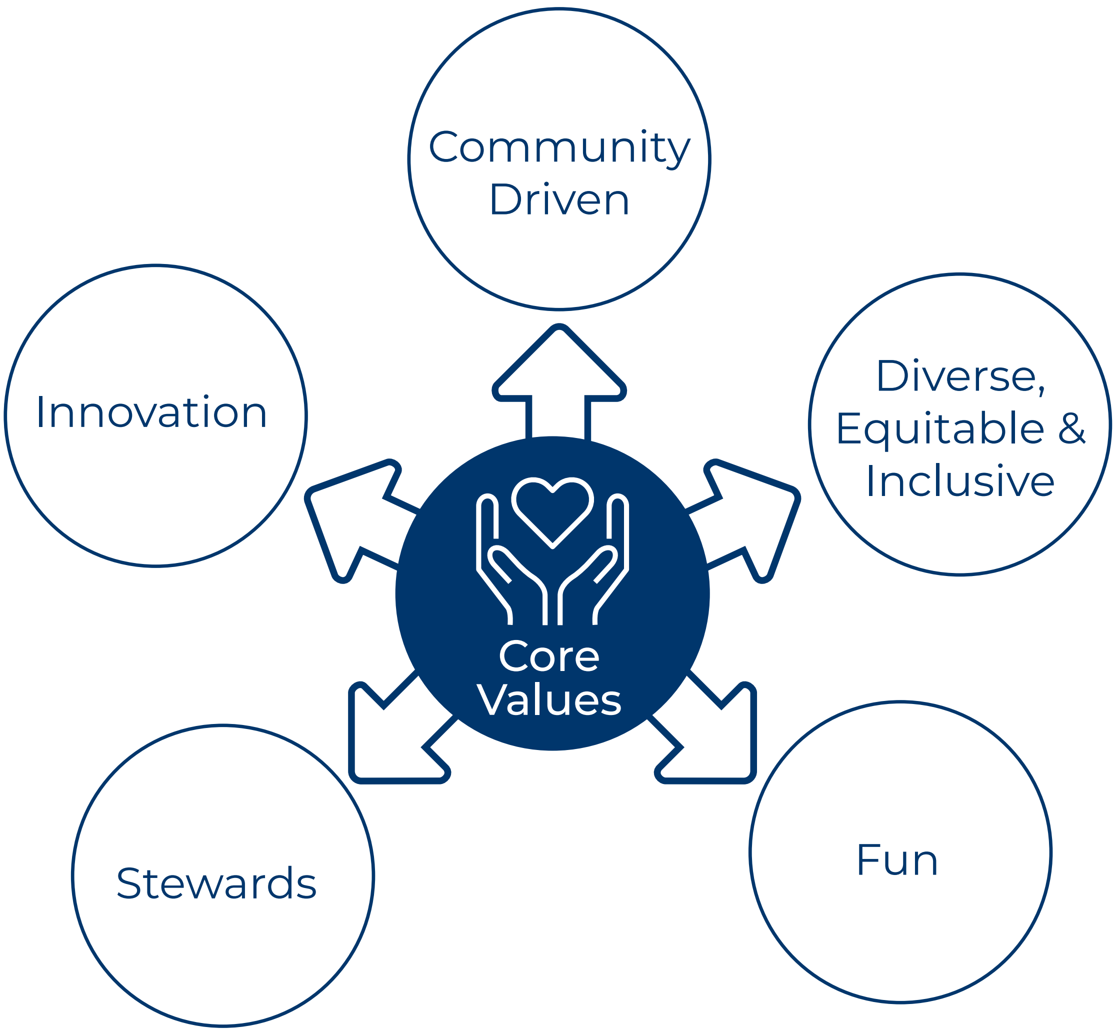
The following is the vision statement that the Department aspires to fulfil.

> *To be a national leader in providing life changing experiences*

5.1.3 Mission

The following mission statement serves as the "why" for the staff to do what they do everyday

> *To keep YOU first*



5.1.4 Big Moves

Staff collaborated to identify the primary Department-wide outcomes they would aspire to achieve from this Plan. These Big Moves are the most significant outcomes desired and, when achieved, will serve as the legacy fulfilling the Plan's vision. The following are the 5 Big Moves that were identified through this process:

01 Build Regional Recreation Centers for intergenerational and multipurpose use

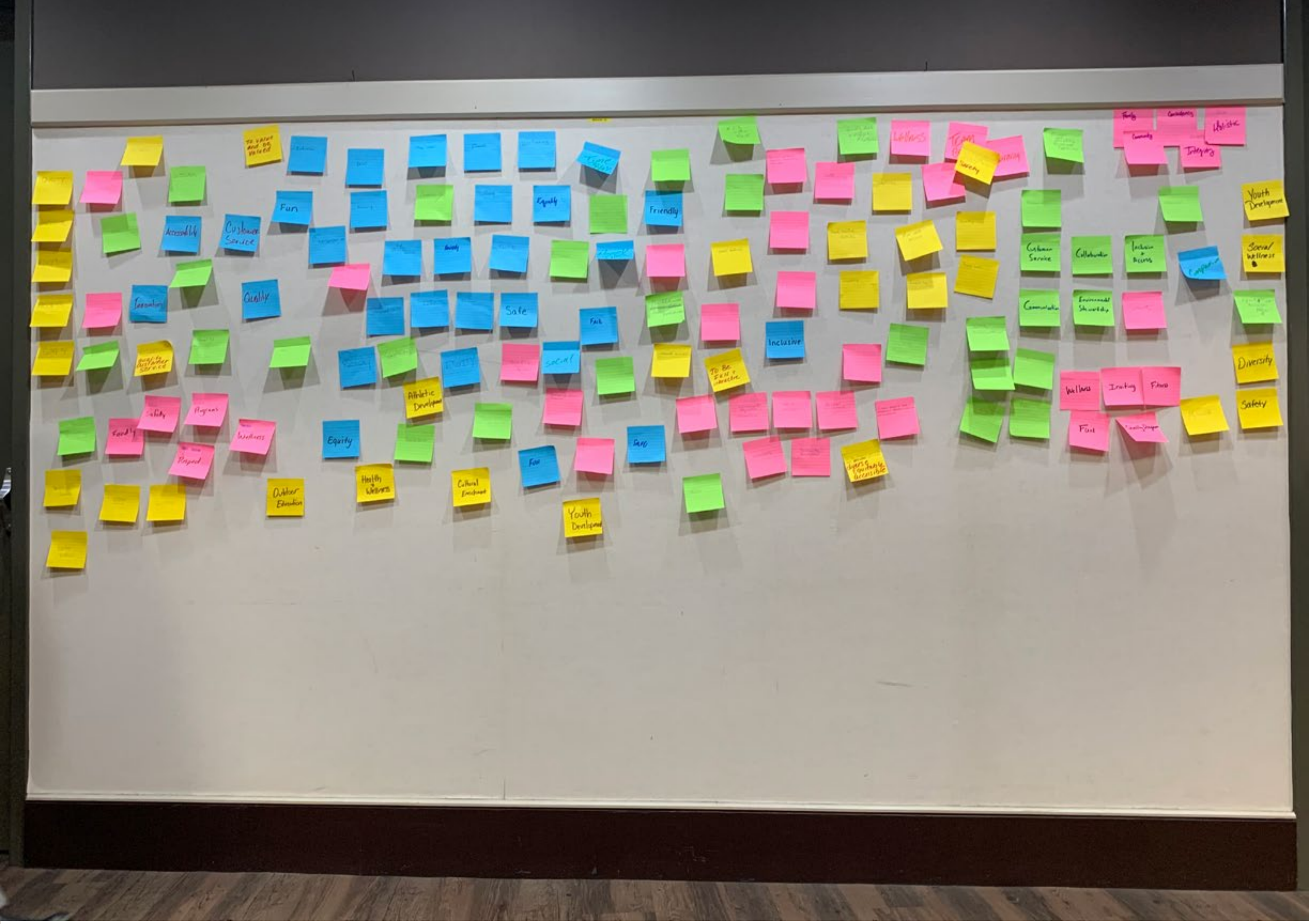
02 Create connected blue ways and trail networks

03 Develop Norfolk Parks and Recreation's unique story and branding (e.g., dedicated PR & Marketing team)

04 Grow enduring organizational culture that values staff and enhances morale

- **a** Employee engagement and empowerment, buy-in and personal stake in the Department.

05 Maximize inclusive access to all offerings (park, facility and beach etc.)



5.1.5 STRATEGIES

In addition, the Consulting Team worked with staff to identify strategies in defined categories shown below.

Categories

01 Parks, Beaches, Cemeteries, Trails, & Forestry

02 Facilities, Programs and Events

03 Maintenance, Operations and Staffing

04 Funding, Marketing and Branding

Maintenance, Operations & Staffing Actionable Recommendations

Short-Term Strategies

Assess facility operating hours to ensure buildings are open at times that best fit community needs

Create in-depth staffing plan that addresses recruitment, onboarding, training, staffing levels, succession planning, and a salary analysis schedule

Develop a maintenance plan for existing parks and facilities

Mid-Term Strategies

Create Community Engagement position, responsible for community outreach, partnerships, marketing, sponsorships, etc. (position can also be responsible for grant writing)

Long-Term Strategies

Ongoing Strategies

Identify and share social media analytics and assess new social media

Facilities, Programs, and Events Actionable Recommendations

Short-Term Strategies

Assess current recreation centers for service overlaps and potential repurposing for fewer, larger ones

Develop an “Event Committee” to brainstorm new event ideas, address opportunities, and create uniformed event standards

Develop a “Technology Team” to assess current technology needs and brainstorm areas in which technology can be improved

Hold beach conservation-based events to promote greater awareness

Utilize findings in statistically valid survey to expand on program offerings

Mid-Term Strategies

Develop wildlife/marine education programs to be held at beach

Long-Term Strategies

Geographically align pools and recreation centers better to equitably meet needs of community

Ongoing Strategies

Grow/ expand Esports programming in keeping with current program trends

Parks, Beaches, Trails, & Forestry Actionable Recommendation

Short-Term Strategies

Assess current park and trail system for opportunities to add fitness equipment, lighting, water stations, seating, shade, etc.

Create program for "Adopt-a-Park" and "Adopt-a-Trail"

Mid-Term Strategies

Develop a Trail Plan with an emphasis on connectivity and access, especially to and from water areas

Improve wayfinding and interpretive sign age along trails and throughout parks

Long-Term Strategies

Add beach boardwalk connecting Community Beach Park to Ocean View Beach Park, Sarah Constant Beach Park, and the Ocean View Fishing Pier

Add park acreage to the system for neighborhood parks, communnity parks, and school park sites to ensure the level of service as the population grows

Ongoing Strategies

Better activate water areas with fishing, kayak launches, paddle boat rentals etc.

Continue to work with the City to achieve a 30% tree cannopy through Department tree plantings, education and maintainence of the existing inventory through best practices

Incorporate historical elements into trails (i.e. Black History Tours, Civil Way Monument Tours)

Funding, Marketing, & Branding Recommendations

Short-Term Strategies
Create pricing plan to form process around regular pricing assessment and fee increases
Create a rental policy to create guidelines, pricing, and standards for facility rentals
Create an updated brand guide for the Department to focus on the new name and the Norfolk Way
Develop a comprehensive marketing, hiring and staffing strategy to advertise and fill difficult positions like: Lifeguards, Equipment Operators, Tree Trimmers and Groundskeepers
Develop a strategy to implement crowdfunding web-based fund raising, corporate partnerships and sponsorship packages, and maximize Recreation Commission to increase revenues
Identify the return on investment from each marketing method used by the Department
Mid-Term Strategies
Conduct a brand equity survey to identify community perceptions regarding the Parks and Recreation Department brand identity
Pursue bond/ referendum or other earned income support for future capital and operational needs
Long-Term Strategies
Seek dedicated funding source to help support parks and recreation needs for a sustainable future
Ongoing Strategies
Implement social media plan and posting schedule
Partner with schools to conduct quarterly focus groups with teens to assess needs of this tough to reach demographic group

6 Chapter CONCLUSION

This Plan will serve as a living document and a roadmap for the future that can evolve and adapt with changing circumstances. The City has seen a lot of ups and downs during the past two Covid-struck years with facility closures, staffing and financial limitations and more. Through it all the Department and its staff have been exceptional and resilient in providing service to the community and making the most of their limited resources.

As Norfolk emerges from the pandemic, it is crucial to continue to realign offerings and maximize access to the community in a financially sustainable manner. As federal dollars help support capital development, the Department will need to ensure operational, maintenance and staffing growth to complement the growth in service levels and this will require creative and innovative funding ideas to support the general fund offerings. In addition, the user fees and charges should be evaluated to better reflect the market and the quality of the experience.

From beaches to boxing and parks to playgrounds, the Department offers a wide range of parks, recreation, sports, forestry, cemetery services and the reason behind its continued success even in the most challenging times has been it's people. The staff is a huge part of why the Department is a national Gold medal finalist and their passion and dedication to making an impact in the community is why the Consulting team is confident that they will leave no stone unturned to successfully implement the plan, maximize equity of access and ultimately keep people first.

A APPENDICES

APPENDIX A

Non-Participant Interest by Age Segment

In addition to participation rates by generation, SFIA also tracks non-participant interest. These are activities that the U.S. population currently does not participate in due to physical or monetary barriers, but is interested in participating in. Below are the top five activities that each age segment would be most likely to partake in, if they were readily available.

Overall, the activities most age segments are interested in include: Camping, Bicycling, Fishing, and Swimming for Fitness. All of which are deemed as low-impact activities, making them obtainable for any age segment to enjoy.

6-12 Year Olds

- Fishing
- Camping
- Soccer
- Martial Arts
- Basketball

13-17 Year Olds

- Fishing
- Camping
- Working out w/ Weights
- Volleyball
- Running/Jogging

18-24 Year Olds

- Camping
- Fishing
- Martial Arts
- Volleyball
- Kayaking

25-34 Year Olds

- Camping
- Fitness Swimming
- Bicycling
- Fishing
- Kayaking

35-44 Year Olds

- Fitness Swimming
- Camping
- Bicycling
- Fishing
- Hiking

45-54 Year Olds

- Bicycling
- Fishing
- Camping
- Fitness Swimming
- Hiking

55-64 Year Olds

- Bicycling
- Fishing
- Fitness Swimming
- Camping
- Hiking

65 Year Olds

- Fishing
- Fitness Swimming
- Bicycling
- Birdwatching/Wildlife viewing
- Working out using machines

APPENDIX B

National and Regional Programming Trends

Programs offered by Park and Recreation Agencies (Southern Region)

NRPA's Agency Performance Review 2020 summarize key findings from NRPA Park Metrics, which is a benchmark tool that compares the management and planning of operating resources and capital facilities of park and recreation agencies. The report contains data from 1,053 park and recreation agencies across the U.S. as reported between 2017 and 2019.

Based on this year's report, the typical agency (i.e., those at the median values) offers 187 programs annually, with roughly 64% of those programs being fee-based activities/events.

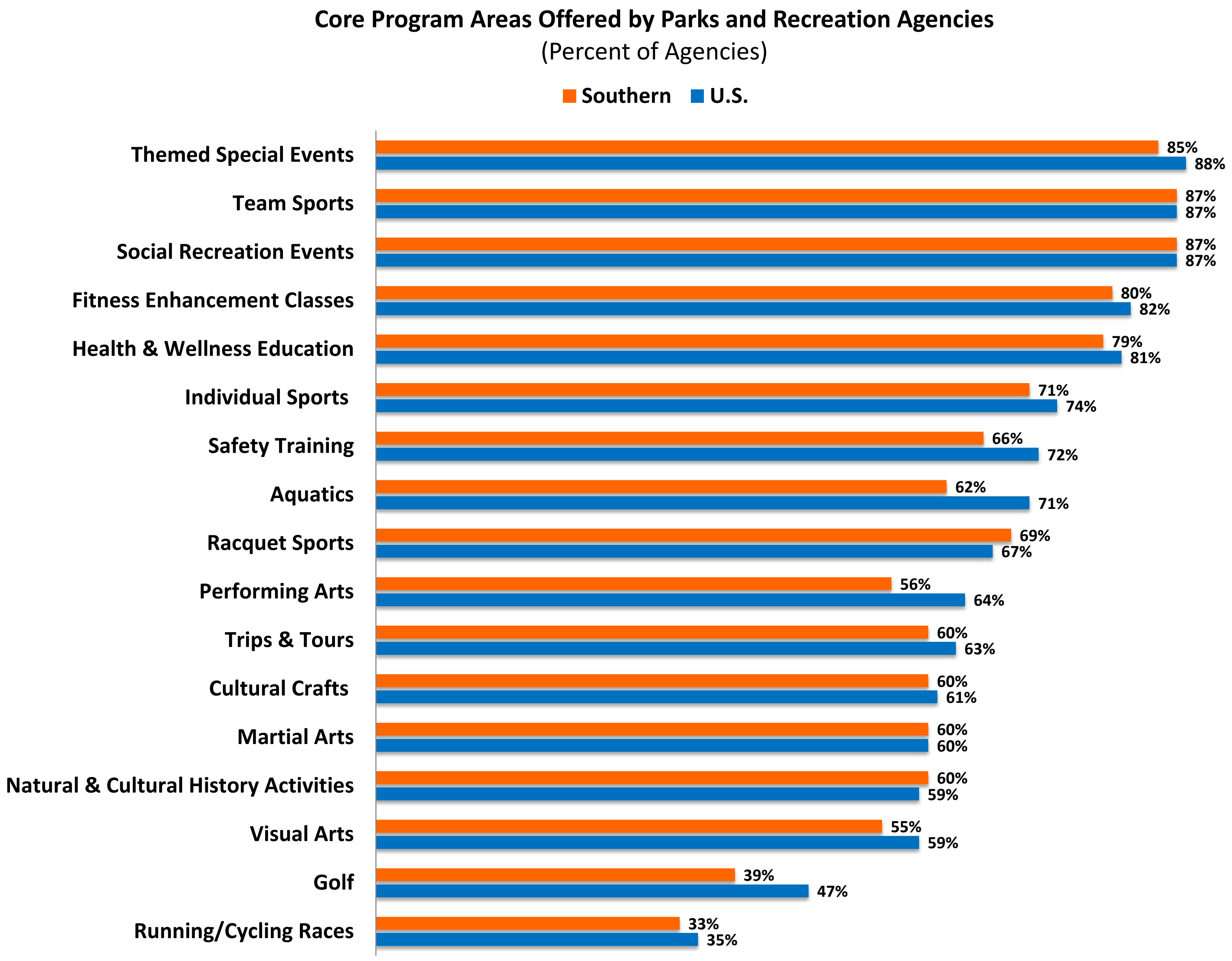
According to the information reported to the NRPA, the top five programming activities most frequently offered by park and recreation agencies, both in the

U.S. and regionally, are described in the table below. A complete comparison of regional and national programs offered by agencies can be found on the following page.

When comparing Midwest Region agencies to the U.S. average, team sports, themed special events, social recreation events, and fitness enhancement classes were identified in top five most commonly provided program areas offered regionally and nationally.

Top 5 Most Offered Core Program Areas (Offered by Parks and Recreation Agencies)	
Southern (% of agencies offering)	U.S. (% of agencies offering)
Team Sports (87%)	Themed Special Events (88%)
Social Recreation Events (87%)	Team Sports (87%)
Themed Special Events (85%)	Social Recreation Events (87%)
Fitness Enhancement Classes (80%)	Fitness Enhancement Classes (82%)
Health & Wellness Education (79%)	Health & Wellness Education (81%)

Overall, Southern Region parks and recreation agencies are trailing the U.S. average for many program offerings. When utilizing a discrepancy threshold of +/-5% (or more), Midwest agencies are currently offering Aquatics, Performing Arts, Golf, and Safety Training programs at a lesser rate than the national average.



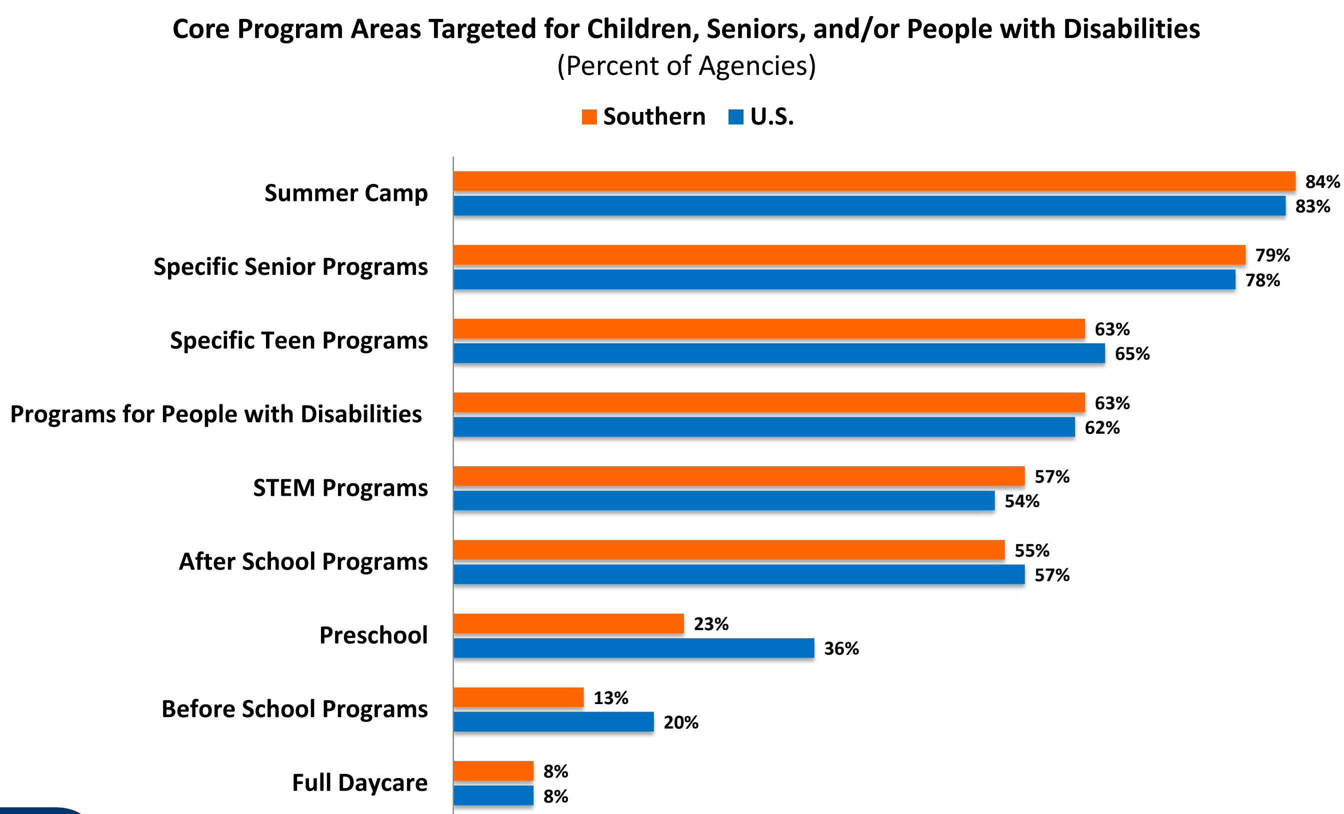
Targeted Programs for Children, Seniors, and People with Disabilities

For a better understanding of targeted programs (programs that cater to a specific age segment, demographic, etc.), NRPA also tracks program offerings that are dedicated specifically to children, seniors, and people with disabilities. This allows for further analysis of these commonly targeted populations on a national and regional basis.

Based on information reported to the NRPA, the top three targeted programs offered by park and recreation agencies, nationally and regionally, are described in the table below, followed by a chart that shows the complete comparison of regional and national targeted program offerings.

Agencies in the Southern Region tend to offer targeted programs both above and below the national average. Southern agencies are currently offering Before School Programs and Preschool at a significantly lower rate than the national average.

Top 3 Most Offered Core Program Areas (Targeting Children, Seniors, and/or People with Disabilities)	
Southern (% of agencies offering)	U.S. (% of agencies offering)
Summer Camp (84%)	Summer Camp (83%)
Senior Programs (79%)	Senior Programs (78%)
Teen Programs & Programs for People with Disabilities (63%)	Teen Programs (65%)



General Sports

National Core vs Casual Participatory Trends - General Sports								
Activity	Participation Levels						% Change	
	2014		2018		2019		5-Year Trend	1-Year Trend
	#	%	#	%	#	%		
Basketball	**23,067**	**100%**	**24,225**	**100%**	**24,917**	**100%**	**8.0%**	**2.9%**
Casual (1-12 times)	7,321	32%	9,335	39%	9,669	39%	32.1%	3.6%
Core(13+ times)	15,746	68%	14,890	61%	15,248	61%	-3.2%	2.4%
Golf (9 or 18-Hole Course)	**24,700**	**100%**	**24,240**	**100%**	**24,271**	**100%**	**-1.7%**	**0.1%**
Tennis	**17,904**	**100%**	**17,841**	**100%**	**17,684**	**100%**	**-1.2%**	**-0.9%**
Baseball	**13,152**	**100%**	**15,877**	**100%**	**15,804**	**100%**	**20.2%**	**-0.5%**
Casual (1-12 times)	4,295	33%	6,563	41%	6,655	42%	54.9%	1.4%
Core (13+ times)	8,857	67%	9,314	59%	9,149	58%	3.3%	-1.8%
Soccer (Outdoor)	**12,592**	**100%**	**11,405**	**100%**	**11,913**	**100%**	**-5.4%**	**4.5%**
Casual (1-25 times)	6,622	53%	6,430	56%	6,864	58%	3.7%	6.7%
Core (26+ times)	5,971	47%	4,975	44%	5,050	42%	-15.4%	1.5%
Softball (Slow Pitch)	**7,077**	**100%**	**7,386**	**100%**	**7,071**	**100%**	**-0.1%**	**-4.3%**
Casual (1-12 times)	2,825	40%	3,281	44%	3,023	43%	7.0%	-7.9%
Core(13+ times)	4,252	60%	4,105	56%	4,048	57%	-4.8%	-1.4%
Football, Flag	**5,508**	**100%**	**6,572**	**100%**	**6,783**	**100%**	**23.1%**	**3.2%**
Casual (1-12 times)	2,838	52%	3,573	54%	3,794	56%	33.7%	6.2%
Core(13+ times)	2,669	48%	2,999	46%	2,989	44%	12.0%	-0.3%
Core Age 6 to 17 (13+ times)	1,178	52%	1,578	54%	1,590	56%	35.0%	0.8%
Volleyball (Court)	**6,304**	**100%**	**6,317**	**100%**	**6,487**	**100%**	**2.9%**	**2.7%**
Casual (1-12 times)	2,759	44%	2,867	45%	2,962	46%	7.4%	3.3%
Core(13+ times)	3,545	56%	3,450	55%	3,525	54%	-0.6%	2.2%
Badminton	**7,176**	**100%**	**6,337**	**100%**	**6,095**	**100%**	**-15.1%**	**-3.8%**
Casual (1-12 times)	5,049	70%	4,555	72%	4,338	71%	-14.1%	-4.8%
Core(13+ times)	2,127	30%	1,782	28%	1,756	29%	-17.4%	-1.5%
Football, Touch	**6,586**	**100%**	**5,517**	**100%**	**5,171**	**100%**	**-21.5%**	**-6.3%**
Casual (1-12 times)	3,727	57%	3,313	60%	3,065	59%	-17.8%	-7.5%
Core(13+ times)	2,859	43%	2,204	40%	2,105	41%	-26.4%	-4.5%
Soccer (Indoor)	**4,530**	**100%**	**5,233**	**100%**	**5,336**	**100%**	**17.8%**	**2.0%**
Casual (1-12 times)	1,917	42%	2,452	47%	2,581	48%	34.6%	5.3%
Core(13+ times)	2,614	58%	2,782	53%	2,755	52%	5.4%	-1.0%
Football, Tackle	**5,978**	**100%**	**5,157**	**100%**	**5,107**	**100%**	**-14.6%**	**-1.0%**
Casual (1-25 times)	2,588	43%	2,258	44%	2,413	47%	-6.8%	6.9%
Core(26+ times)	3,390	57%	2,898	56%	2,694	53%	-20.5%	-7.0%
Core Age 6 to 17 (26+ times)	2,590	43%	2,353	44%	2,311	47%	-10.8%	-1.8%
Gymnastics	**4,621**	**100%**	**4,770**	**100%**	**4,699**	**100%**	**1.7%**	**-1.5%**
Casual (1-49 times)	2,932	63%	3,047	64%	3,004	64%	2.5%	-1.4%
Core(50+ times)	1,689	37%	1,723	36%	1,695	36%	0.4%	-1.6%
Volleyball (Sand/Beach)	**4,651**	**100%**	**4,770**	**100%**	**4,400**	**100%**	**-5.4%**	**-7.8%**
Casual (1-12 times)	3,174	68%	3,261	68%	2,907	66%	-8.4%	-10.9%
Core(13+ times)	1,477	32%	1,509	32%	1,493	34%	1.1%	-1.1%
NOTE: Participation figures are in 000's for the US population ages 6 and over								

Participation Growth/Decline	Large Increase (greater than 25%)	Moderate Increase (0% to 25%)	Moderate Decrease (0% to -25%)	Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)	More Core Participants (56-74%)	Evenly Divided (45-55% Core and Casual)	More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

GENERAL SPORTS (Continued)

National Core vs Casual Participatory Trends - General Sports								
Activity	Participation Levels						% Change	
	2014		2018		2019		5-Year Trend	1-Year Trend
Track and Field	**4,105**	**100%**	**4,143**	**100%**	**4,139**	**100%**	**0.8%**	**-0.1%**
Casual (1-25 times)	1,797	44%	2,071	50%	2,069	50%	15.1%	-0.1%
Core(26+ times)	2,308	56%	2,072	50%	2,070	50%	-10.3%	-0.1%
Cheerleading	**3,456**	**100%**	**3,841**	**100%**	**3,752**	**100%**	**8.6%**	**-2.3%**
Casual (1-25 times)	1,841	53%	2,039	53%	1,934	52%	5.1%	-5.1%
Core(26+ times)	1,615	47%	1,802	47%	1,817	48%	12.5%	0.8%
Pickleball	**2,462**	**100%**	**3,301**	**100%**	**3,460**	**100%**	40.5%	**4.8%**
Casual (1-12 times)	1,459	59%	2,011	61%	2,185	63%	49.8%	8.7%
Core(13+ times)	1,003	41%	1,290	39%	1,275	37%	27.1%	-1.2%
Racquetball	**3,594**	**100%**	**3,480**	**100%**	**3,453**	**100%**	**-3.9%**	**-0.8%**
Casual (1-12 times)	2,435	68%	2,407	69%	2,398	69%	-1.5%	-0.4%
Core(13+ times)	1,159	32%	1,073	31%	1,055	31%	-9.0%	-1.7%
Ice Hockey	**2,421**	**100%**	**2,447**	**100%**	**2,357**	**100%**	**-2.6%**	**-3.7%**
Casual (1-12 times)	1,129	47%	1,105	45%	1,040	44%	-7.9%	-5.9%
Core(13+ times)	1,292	53%	1,342	55%	1,317	56%	1.9%	-1.9%
Ultimate Frisbee	**4,530**	**100%**	**2,710**	**100%**	**2,290**	**100%**	**-49.4%**	**-15.5%**
Casual (1-12 times)	3,448	76%	1,852	68%	1,491	65%	-56.8%	-19.5%
Core(13+ times)	1,082	24%	858	32%	799	35%	-26.2%	-6.9%
Softball (Fast Pitch)	**2,424**	**100%**	**2,303**	**100%**	**2,242**	**100%**	**-7.5%**	**-2.6%**
Casual (1-25 times)	1,158	48%	1,084	47%	993	44%	-14.2%	-8.4%
Core(26+ times)	1,266	52%	1,219	53%	1,250	56%	-1.3%	2.5%
Lacrosse	**2,011**	**100%**	**2,098**	**100%**	**2,115**	**100%**	**5.2%**	**0.8%**
Casual (1-12 times)	978	49%	1,036	49%	1,021	48%	4.4%	-1.4%
Core(13+ times)	1,032	51%	1,061	51%	1,094	52%	6.0%	3.1%
Wrestling	**1,891**	**100%**	**1,908**	**100%**	**1,944**	**100%**	**2.8%**	**1.9%**
Casual (1-25 times)	941	50%	1,160	61%	1,189	61%	26.4%	2.5%
Core(26+ times)	950	50%	748	39%	755	39%	-20.5%	0.9%
Roller Hockey	**1,736**	**100%**	**1,734**	**100%**	**1,616**	**100%**	**-6.9%**	**-6.8%**
Casual (1-12 times)	1,181	68%	1,296	75%	1,179	73%	-0.2%	-9.0%
Core(13+ times)	555	32%	437	25%	436	27%	-21.4%	-0.2%
Boxing for Competition	**1,278**	**100%**	**1,310**	**100%**	**1,417**	**100%**	**10.9%**	**8.2%**
Casual (1-12 times)	1,074	84%	1,118	85%	1,204	85%	12.1%	7.7%
Core(13+ times)	204	16%	192	15%	212	15%	3.9%	10.4%
Rugby	**1,276**	**100%**	**1,560**	**100%**	**1,392**	**100%**	**9.1%**	**-10.8%**
Casual (1-7 times)	836	66%	998	64%	835	60%	-0.1%	-16.3%
Core(8+ times)	440	34%	562	36%	557	40%	26.6%	-0.9%
Squash	**1,596**	**100%**	**1,285**	**100%**	**1,222**	**100%**	**-23.4%**	**-4.9%**
Casual (1-7 times)	1,209	76%	796	62%	747	61%	-38.2%	-6.2%
Core(8+ times)	388	24%	489	38%	476	39%	22.7%	-2.7%
NOTE: Participation figures are in 000's for the US population ages 6 and over								
Participation Growth/Decline	Large Increase (greater than 25%)		Moderate Increase (0% to 25%)		Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)		More Core Participants (56-74%)		Evenly Divided (45-55% Core and Casual)		More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

General Fitness

National Core vs Casual Participatory Trends - General Fitness								
Activity	Participation Levels						% Change	
	2014		2018		2019		5-Year Trend	1-Year Trend
	#	%	#	%	#	%		
Fitness Walking	**112,583**	**100%**	**111,001**	**100%**	**111,439**	**100%**	**-1.0%**	**0.4%**
Casual (1-49 times)	35,694	32%	36,139	33%	36,254	33%	1.6%	0.3%
Core(50+ times)	76,889	68%	74,862	67%	75,185	67%	-2.2%	0.4%
Treadmill	**50,241**	**100%**	**53,737**	**100%**	**56,823**	**100%**	**13.1%**	**5.7%**
Casual (1-49 times)	22,525	45%	25,826	48%	28,473	50%	26.4%	10.2%
Core(50+ times)	27,716	55%	27,911	52%	28,349	50%	2.3%	1.6%
Free Weights (Dumbbells/Hand Weights)	**56,124**	**100%**	**51,291**	**100%**	**51,450**	**100%**	**-8.3%**	**0.3%**
Casual (1-49 times)	18,195	32%	18,702	36%	19,762	38%	8.6%	5.7%
Core(50+ times)	37,929	68%	32,589	64%	31,688	62%	-16.5%	-2.8%
Running/Jogging	**51,127**	**100%**	**49,459**	**100%**	**50,052**	**100%**	**-2.1%**	**1.2%**
Casual (1-49 times)	23,083	45%	24,399	49%	24,972	50%	8.2%	2.3%
Core(50+ times)	28,044	55%	25,061	51%	25,081	50%	-10.6%	0.1%
Stationary Cycling (Recumbent/Upright)	**35,693**	**100%**	**36,668**	**100%**	**37,085**	**100%**	**3.9%**	**1.1%**
Casual (1-49 times)	18,255	51%	19,282	53%	19,451	52%	6.6%	0.9%
Core(50+ times)	17,439	49%	17,387	47%	17,634	48%	1.1%	1.4%
Weight/Resistant Machines	**35,841**	**100%**	**36,372**	**100%**	**36,181**	**100%**	**0.9%**	**-0.5%**
Casual (1-49 times)	14,590	41%	14,893	41%	14,668	41%	0.5%	-1.5%
Core(50+ times)	21,250	59%	21,479	59%	21,513	59%	1.2%	0.2%
Elliptical Motion/Cross Trainer	**31,826**	**100%**	**33,238**	**100%**	**33,056**	**100%**	**3.9%**	**-0.5%**
Casual (1-49 times)	15,379	48%	16,889	51%	17,175	52%	11.7%	1.7%
Core(50+ times)	16,448	52%	16,349	49%	15,880	48%	-3.5%	-2.9%
Yoga	**25,262**	**100%**	**28,745**	**100%**	**30,456**	**100%**	**20.6%**	**6.0%**
Casual (1-49 times)	14,802	59%	17,553	61%	18,953	62%	28.0%	8.0%
Core(50+ times)	10,460	41%	11,193	39%	11,503	38%	10.0%	2.8%
Free Weights (Barbells)	**25,623**	**100%**	**27,834**	**100%**	**28,379**	**100%**	**10.8%**	**2.0%**
Casual (1-49 times)	9,641	38%	11,355	41%	11,806	42%	22.5%	4.0%
Core(50+ times)	15,981	62%	16,479	59%	16,573	58%	3.7%	0.6%
Dance, Step, Choreographed Exercise	**21,455**	**100%**	**22,391**	**100%**	**23,957**	**100%**	11.7%	**7.0%**
Casual (1-49 times)	13,993	65%	14,503	65%	16,047	67%	14.7%	10.6%
Core(50+ times)	7,462	35%	7,888	35%	7,910	33%	6.0%	0.3%
Bodyweight Exercise	**22,390**	**100%**	**24,183**	**100%**	**23,504**	**100%**	5.0%	**-2.8%**
Casual (1-49 times)	8,970	40%	9,674	40%	9,492	40%	5.8%	-1.9%
Core(50+ times)	13,420	60%	14,509	60%	14,012	60%	4.4%	-3.4%
NOTE: Participation figures are in 000's for the US population ages 6 and over								
Participation Growth/Decline	Large Increase (greater than 25%)		Moderate Increase (0% to 25%)		Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)		More Core Participants (56-74%)		Evenly Divided (45-55% Core and Casual)		More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

General Fitness (Continued)

National Core vs Casual Participatory Trends - General Fitness								
Activity	**Participation Levels**						**% Change**	
	2014		**2018**		**2019**		**5-Year Trend**	**1-Year Trend**
	#	**%**	**#**	**%**	**#**	**%**		
Aerobics (High Impact/ Intensity Training)	**19,746**	**100%**	**21,611**	**100%**	**22,044**	**100%**	**11.6%**	**2.0%**
Casual (1-49 times)	10,242	52%	11,828	55%	12,380	56%	20.9%	4.7%
Core(50+ times)	9,504	48%	9,783	45%	9,665	44%	1.7%	-1.2%
Stair Climbing Machine	**13,216**	**100%**	**15,025**	**100%**	**15,359**	**100%**	**16.2%**	**2.2%**
Casual (1-49 times)	7,679	58%	9,643	64%	10,059	65%	31.0%	4.3%
Core(50+ times)	5,537	42%	5,382	36%	5,301	35%	-4.3%	-1.5%
Cross-Training Style Workout	**11,265**	**100%**	**13,338**	**100%**	**13,542**	**100%**	20.2%	**1.5%**
Casual (1-49 times)	5,686	50%	6,594	49%	7,100	52%	24.9%	7.7%
Core(50+ times)	5,579	50%	6,744	51%	6,442	48%	15.5%	-4.5%
Trail Running	**7,531**	**100%**	**10,010**	**100%**	**10,997**	**100%**	**46.0%**	**9.9%**
Stationary Cycling (Group)	**8,449**	**100%**	**9,434**	**100%**	**9,930**	**100%**	**17.5%**	**5.3%**
Casual (1-49 times)	5,353	63%	6,097	65%	6,583	66%	**23.0%**	8.0%
Core(50+ times)	3,097	37%	3,337	35%	3,347	34%	**8.1%**	0.3%
Pilates Training	**8,504**	**100%**	**9,084**	**100%**	**9,243**	**100%**	**8.7%**	**1.8%**
Casual (1-49 times)	5,131	60%	5,845	64%	6,074	66%	**18.4%**	3.9%
Core(50+ times)	3,373	40%	3,238	36%	3,168	34%	**-6.1%**	-2.2%
Cardio Kickboxing	**6,747**	**100%**	**6,838**	**100%**	**7,026**	**100%**	**4.1%**	**2.7%**
Casual (1-49 times)	4,558	68%	4,712	69%	4,990	71%	**9.5%**	5.9%
Core(50+ times)	2,189	32%	2,126	31%	2,037	29%	**-6.9%**	-4.2%
Boot Camp Style Training	**6,774**	**100%**	**6,695**	**100%**	**6,830**	**100%**	**0.8%**	**2.0%**
Casual (1-49 times)	4,430	65%	4,780	71%	4,951	72%	**11.8%**	3.6%
Core(50+ times)	2,344	35%	1,915	29%	1,880	28%	**-19.8%**	-1.8%
Martial Arts	**5,364**	**100%**	**5,821**	**100%**	**6,068**	**100%**	**13.1%**	**4.2%**
Casual (1-12 times)	1,599	30%	1,991	34%	2,178	36%	**36.2%**	9.4%
Core(13+ times)	3,765	70%	3,830	66%	3,890	64%	**3.3%**	1.6%
Boxing for Fitness	**5,113**	**100%**	**5,166**	**100%**	**5,198**	**100%**	**1.7%**	**0.6%**
Casual (1-12 times)	2,438	48%	2,714	53%	2,738	53%	**12.3%**	0.9%
Core(13+ times)	2,675	52%	2,452	47%	2,460	47%	**-8.0%**	0.3%
Tai Chi	**3,446**	**100%**	**3,761**	**100%**	**3,793**	**100%**	**10.1%**	**0.9%**
Casual (1-49 times)	2,053	60%	2,360	63%	2,379	63%	**15.9%**	0.8%
Core(50+ times)	1,393	40%	1,400	37%	1,414	37%	**1.5%**	1.0%
Barre	**3,200**	**100%**	**3,532**	**100%**	**3,665**	**100%**	**14.5%**	**3.8%**
Casual (1-49 times)	**2,562**	80%	2,750	78%	2,868	78%	**11.9%**	4.3%
Core(50+ times)	**638**	20%	782	22%	797	22%	**24.9%**	1.9%
Triathlon (Traditional/Road)	**2,203**	**100%**	**2,168**	**100%**	**2,001**	**100%**	**-9.2%**	**-7.7%**
Triathlon (Non-Traditional/Off Road)	**1,411**	**100%**	**1,589**	**100%**	**1,472**	**100%**	**4.3%**	**-7.4%**
NOTE: Participation figures are in 000's for the US population ages 6 and over								
Participation Growth/Decline	Large Increase (greater than 25%)		Moderate Increase (0% to 25%)		Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)		More Core Participants (56-74%)		Evenly Divided (45-55% Core and Casual)		More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

Outdoor/Adventure Recreation

National Core vs Casual Participatory Trends - Outdoor / Adventure Recreation								
Activity	Participation Levels						% Change	
	2014		2018		2019		5-Year Trend	1-Year Trend
	#	%	#	%	#	%		
Hiking (Day)	**36,222**	**100%**	**47,860**	**100%**	**49,697**	**100%**	**37.2%**	**3.8%**
Bicycling (Road)	**39,725**	**100%**	**39,041**	**100%**	**39,388**	**100%**	**-0.8%**	**0.9%**
Casual (1-25 times)	19,269	49%	20,777	53%	20,796	53%	7.9%	0.1%
Core(26+ times)	20,456	51%	18,264	47%	18,592	47%	-9.1%	1.8%
Fishing (Freshwater)	**37,821**	**100%**	**38,998**	**100%**	**39,185**	**100%**	**3.6%**	**0.5%**
Casual (1-7 times)	19,847	52%	21,099	54%	20,857	53%	5.1%	-1.1%
Core(8+ times)	17,973	48%	17,899	46%	18,328	47%	2.0%	2.4%
Camping (< 1/4 Mile of Vehicle/Home)	**28,660**	**100%**	**27,416**	**100%**	**28,183**	**100%**	**-1.7%**	**2.8%**
Camping (Recreational Vehicle)	**14,633**	**100%**	**15,980**	**100%**	**15,426**	**100%**	**5.4%**	**-3.5%**
Casual (1-7 times)	7,074	48%	9,103	57%	8,420	55%	19.0%	-7.5%
Core(8+ times)	7,559	52%	6,877	43%	7,006	45%	-7.3%	1.9%
Fishing (Saltwater)	**11,817**	**100%**	**12,830**	**100%**	**13,193**	**100%**	**11.6%**	**2.8%**
Casual (1-7 times)	6,999	59%	7,636	60%	7,947	60%	13.5%	4.1%
Core(8+ times)	4,819	41%	5,194	40%	5,246	40%	8.9%	1.0%
Birdwatching (>1/4 mile of Vehicle/Home)	**13,179**	**100%**	**12,344**	**100%**	**12,817**	**100%**	**-2.7%**	**3.8%**
Backpacking Overnight	**10,101**	**100%**	**10,540**	**100%**	**10,660**	**100%**	**5.5%**	**1.1%**
Bicycling (Mountain)	**8,044**	**100%**	**8,690**	**100%**	**8,622**	**100%**	**7.2%**	**-0.8%**
Casual (1-12 times)	3,707	46%	4,294	49%	4,319	50%	16.5%	0.6%
Core(13+ times)	4,336	54%	4,396	51%	4,302	50%	-0.8%	-2.1%
Archery	**8,435**	**100%**	**7,654**	**100%**	**7,449**	**100%**	**-11.7%**	**-2.7%**
Casual (1-25 times)	7,021	83%	6,514	85%	6,309	85%	-10.1%	-3.1%
Core(26+ times)	1,414	17%	1,140	15%	1,140	15%	-19.4%	0.0%
Fishing (Fly)	**5,842**	**100%**	**6,939**	**100%**	**7,014**	**100%**	**20.1%**	**1.1%**
Casual (1-7 times)	3,638	62%	4,460	64%	4,493	64%	23.5%	0.7%
Core(8+ times)	2,204	38%	2,479	36%	2,521	36%	14.4%	1.7%
Skateboarding	**6,582**	**100%**	**6,500**	**100%**	**6,610**	**100%**	**0.4%**	**1.7%**
Casual (1-25 times)	3,882	59%	3,989	61%	4,265	65%	9.9%	6.9%
Core(26+ times)	2,700	41%	2,511	39%	2,345	35%	-13.1%	-6.6%
Roller Skating (In-Line)	**6,061**	**100%**	**5,040**	**100%**	**4,816**	**100%**	**-20.5%**	**-4.4%**
Casual (1-12 times)	4,194	69%	3,680	73%	3,474	72%	-17.2%	-5.6%
Core(13+ times)	1,867	31%	1,359	27%	1,342	28%	-28.1%	-1.3%
Bicycling (BMX)	**2,350**	**100%**	**3,439**	**100%**	**3,648**	**100%**	**55.2%**	**6.1%**
Casual (1-12 times)	1,205	51%	2,052	60%	2,257	62%	87.3%	10.0%
Core(13+ times)	1,145	49%	1,387	40%	1,392	38%	21.6%	0.4%
Climbing (Traditional/Ice/Mountaineering)	**2,457**	**100%**	**2,541**	**100%**	**2,400**	**100%**	**-2.3%**	**-5.5%**
Adventure Racing	**2,368**	**100%**	**2,215**	**100%**	**2,143**	**100%**	**-9.5%**	**-3.3%**
Casual (1 times)	1,004	42%	581	26%	549	26%	-45.3%	-5.5%
Core(2+ times)	1,365	58%	1,634	74%	1,595	74%	16.8%	-2.4%
NOTE: Participation figures are in 000's for the US population ages 6 and over								
Participation Growth/Decline	Large Increase (greater than 25%)		Moderate Increase (0% to 25%)		Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)		More Core Participants (56-74%)		Evenly Divided (45-55% Core and Casual)		More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

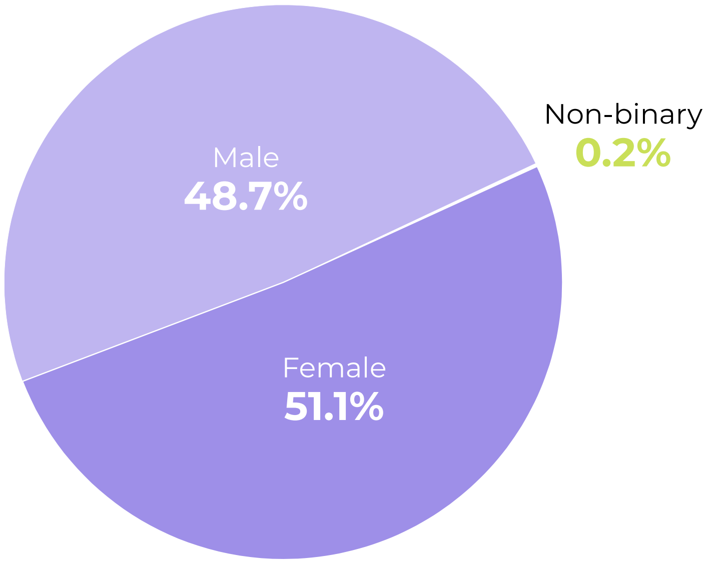
Aquatics - Water Sports/Activities

National Core vs Casual Participatory Trends - Aquatics								
Activity	Participation Levels						% Change	
	2014		2018		2019		5-Year Trend	1-Year Trend
	#	%	#	%	#	%		
Swimming (Fitness)	**25,304**	**100%**	**27,575**	**100%**	**28,219**	**100%**	**11.5%**	**2.3%**
Casual (1-49 times)	16,459	65%	18,728	68%	19,480	69%	18.4%	4.0%
Core(50+ times)	8,845	35%	8,847	32%	8,739	31%	-1.2%	-1.2%
Aquatic Exercise	**9,122**	**100%**	**10,518**	**100%**	**11,189**	**100%**	**22.7%**	**6.4%**
Casual (1-49 times)	5,901	65%	7,391	70%	8,006	72%	35.7%	8.3%
Core(50+ times)	3,221	35%	3,127	30%	3,183	28%	-1.2%	1.8%
Swimming (Competition)	**2,710**	**100%**	**3,045**	**100%**	**2,822**	**100%**	**4.1%**	**-7.3%**
Casual (1-49 times)	1,246	46%	1,678	55%	1,529	54%	22.7%	-8.9%
Core(50+ times)	1,464	54%	1,367	45%	1,293	46%	-11.7%	-5.4%
NOTE: Participation figures are in 000's for the US population ages 6 and over								
Participation Growth/Decline	Large Increase (greater than 25%)		Moderate Increase (0% to 25%)		Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)		More Core Participants (56-74%)		Evenly Divided (45-55% Core and Casual)		More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

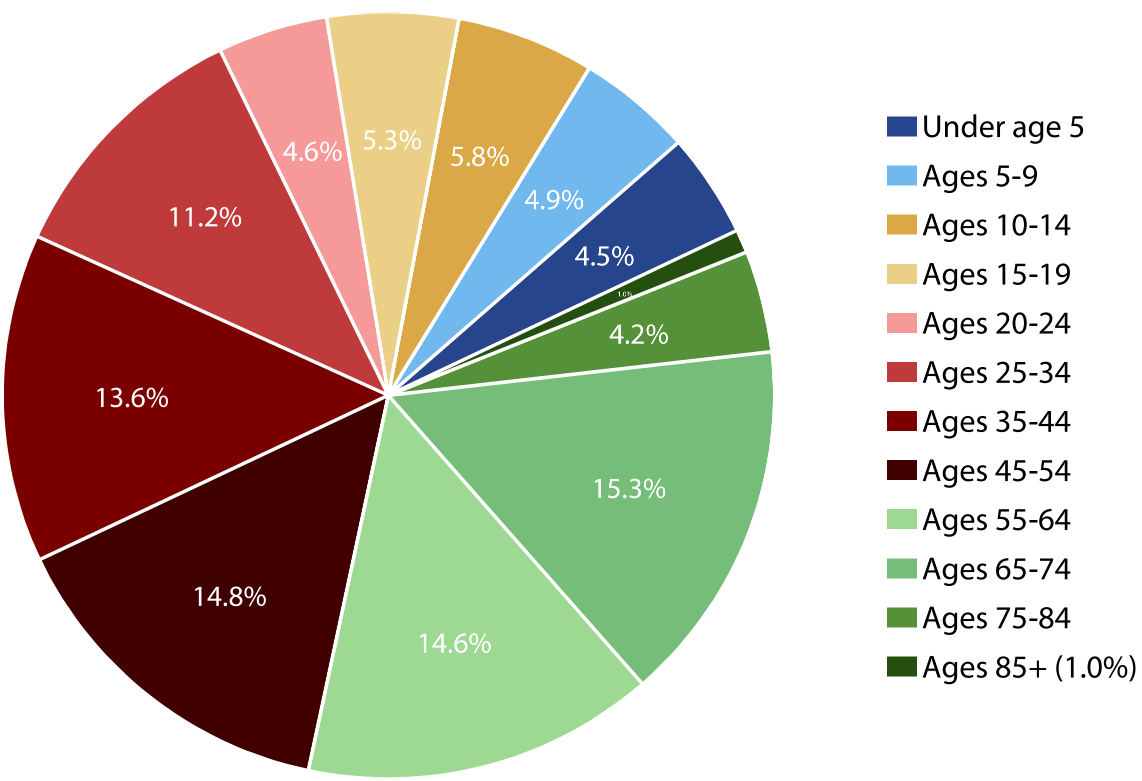
National Core vs Casual Participatory Trends - Water Sports / Activities								
Activity	Participation Levels						% Change	
	2014		2018		2019		5-Year Trend	1-Year Trend
	#	%	#	%	#	%		
Kayaking (Recreational)	**8,855**	**100%**	**11,017**	**100%**	**11,382**	**100%**	**28.5%**	**3.3%**
Canoeing	**10,044**	**100%**	**9,129**	**100%**	**8,995**	**100%**	**-10.4%**	**-1.5%**
Snorkeling	**8,752**	**100%**	**7,815**	**100%**	**7,659**	**100%**	**-12.5%**	**-2.0%**
Casual (1-7 times)	6,935	79%	6,321	81%	6,192	81%	-10.7%	-2.0%
Core(8+ times)	1,818	21%	1,493	19%	1,468	19%	-19.3%	-1.7%
Jet Skiing	**6,355**	**100%**	**5,324**	**100%**	**5,108**	**100%**	**-19.6%**	**-4.1%**
Casual (1-7 times)	4,545	72%	3,900	73%	3,684	72%	-18.9%	-5.5%
Core(8+ times)	1,810	28%	1,425	27%	1,423	28%	-21.4%	-0.1%
Sailing	**3,924**	**100%**	**3,754**	**100%**	**3,618**	**100%**	**-7.8%**	**-3.6%**
Casual (1-7 times)	2,699	69%	2,596	69%	2,477	68%	-8.2%	-4.6%
Core(8+ times)	1,225	31%	1,159	31%	1,141	32%	-6.9%	-1.6%
Stand-Up Paddling	**2,751**	**100%**	**3,453**	**100%**	**3,562**	**100%**	**29.5%**	**3.2%**
Rafting	**3,781**	**100%**	**3,404**	**100%**	**3,438**	**100%**	**-9.1%**	**1.0%**
Water Skiing	**4,007**	**100%**	**3,363**	**100%**	**3,203**	**100%**	**-20.1%**	**-4.8%**
Casual (1-7 times)	2,911	73%	2,499	74%	2,355	74%	-19.1%	-5.8%
Core(8+ times)	1,095	27%	863	26%	847	26%	-22.6%	-1.9%
Surfing	**2,721**	**100%**	**2,874**	**100%**	**2,964**	**100%**	**8.9%**	**3.1%**
Casual (1-7 times)	1,645	60%	1,971	69%	2,001	68%	21.6%	1.5%
Core(8+ times)	1,076	40%	904	31%	962	32%	-10.6%	6.4%
Wakeboarding	**3,125**	**100%**	**2,796**	**100%**	**2,729**	**100%**	**-12.7%**	**-2.4%**
Casual (1-7 times)	2,199	70%	1,900	68%	1,839	67%	-16.4%	-3.2%
Core(8+ times)	926	30%	896	32%	890	33%	-3.9%	-0.7%
Scuba Diving	**3,145**	**100%**	**2,849**	**100%**	**2,715**	**100%**	**-13.7%**	**-4.7%**
Casual (1-7 times)	2,252	72%	2,133	75%	2,016	74%	-10.5%	-5.5%
Core(8+ times)	893	28%	716	25%	699	26%	-21.7%	-2.4%
Kayaking (Sea/Touring)	**2,912**	**100%**	**2,805**	**100%**	**2,652**	**100%**	**-8.9%**	**-5.5%**
Kayaking (White Water)	**2,351**	**100%**	**2,562**	**100%**	**2,583**	**100%**	**9.9%**	**0.8%**
Boardsailing/Windsurfing	**1,562**	**100%**	**1,556**	**100%**	**1,405**	**100%**	**-10.1%**	**-9.7%**
Casual (1-7 times)	1,277	82%	1,245	80%	1,112	79%	-12.9%	-10.7%
Core(8+ times)	285	18%	310	20%	292	21%	2.5%	-5.8%
NOTE: Participation figures are in 000's for the US population ages 6 and over								
Participation Growth/Decline	Large Increase (greater than 25%)		Moderate Increase (0% to 25%)		Moderate Decrease (0% to -25%)		Large Decrease (less than -25%)	
Core vs Casual Distribution	Mostly Core Participants (greater than 75%)		More Core Participants (56-74%)		Evenly Divided (45-55% Core and Casual)		More Casual Participants (56-74%)	Mostly Casual Participants (greater than 75%)

Statistically-Valid Survey Demographic Results

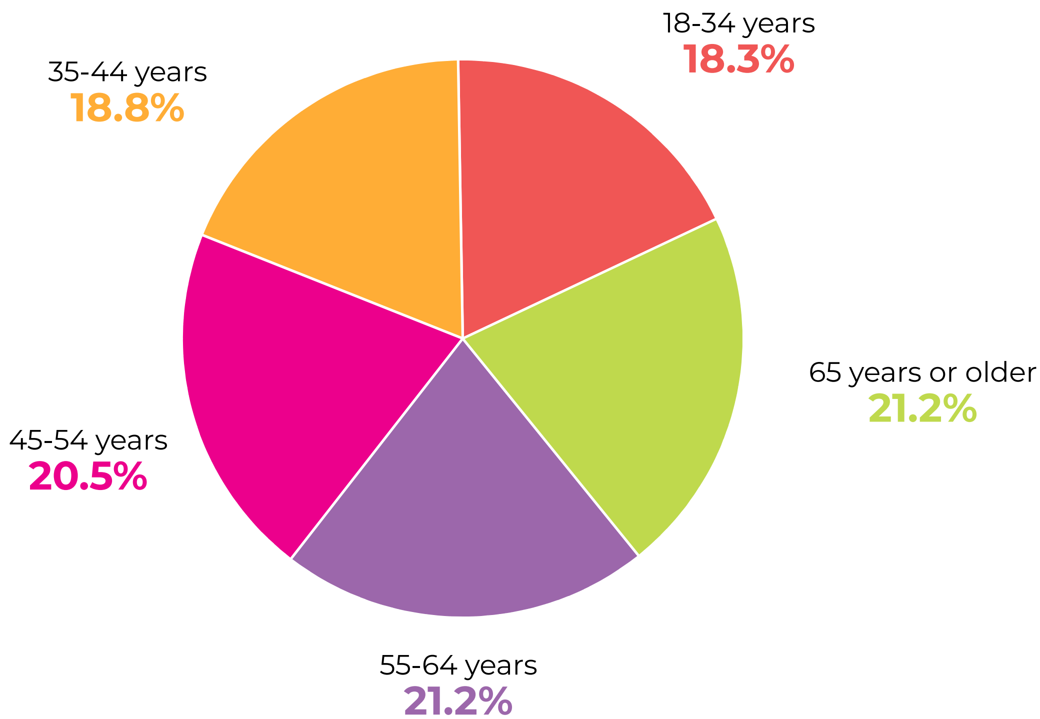
Demographics Q23. Respondents' Gender



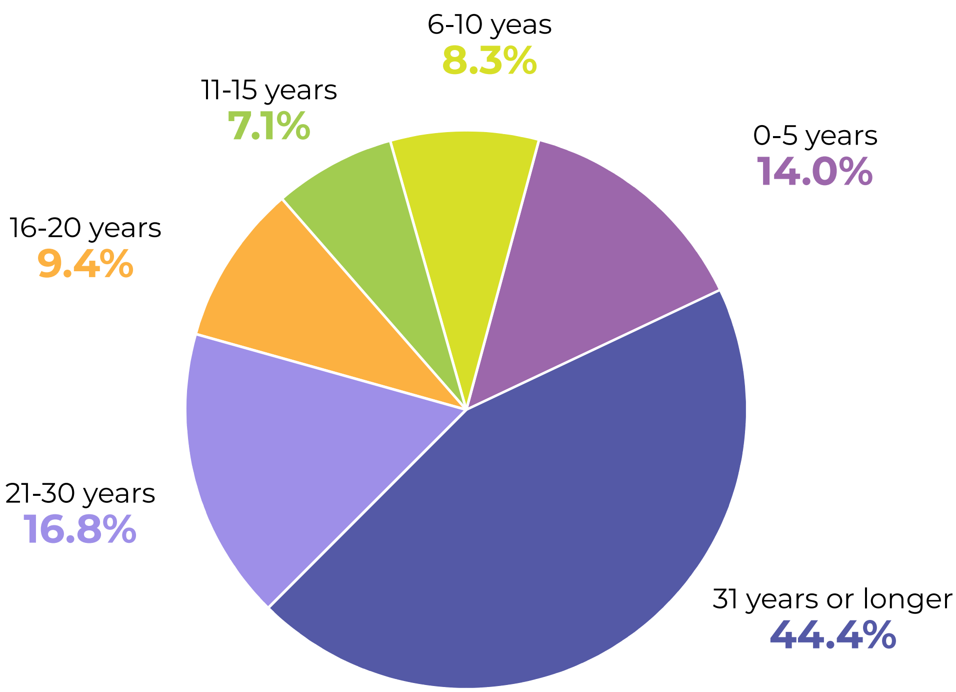
Demographics Q24. Counting yourself, how many people in your household are...



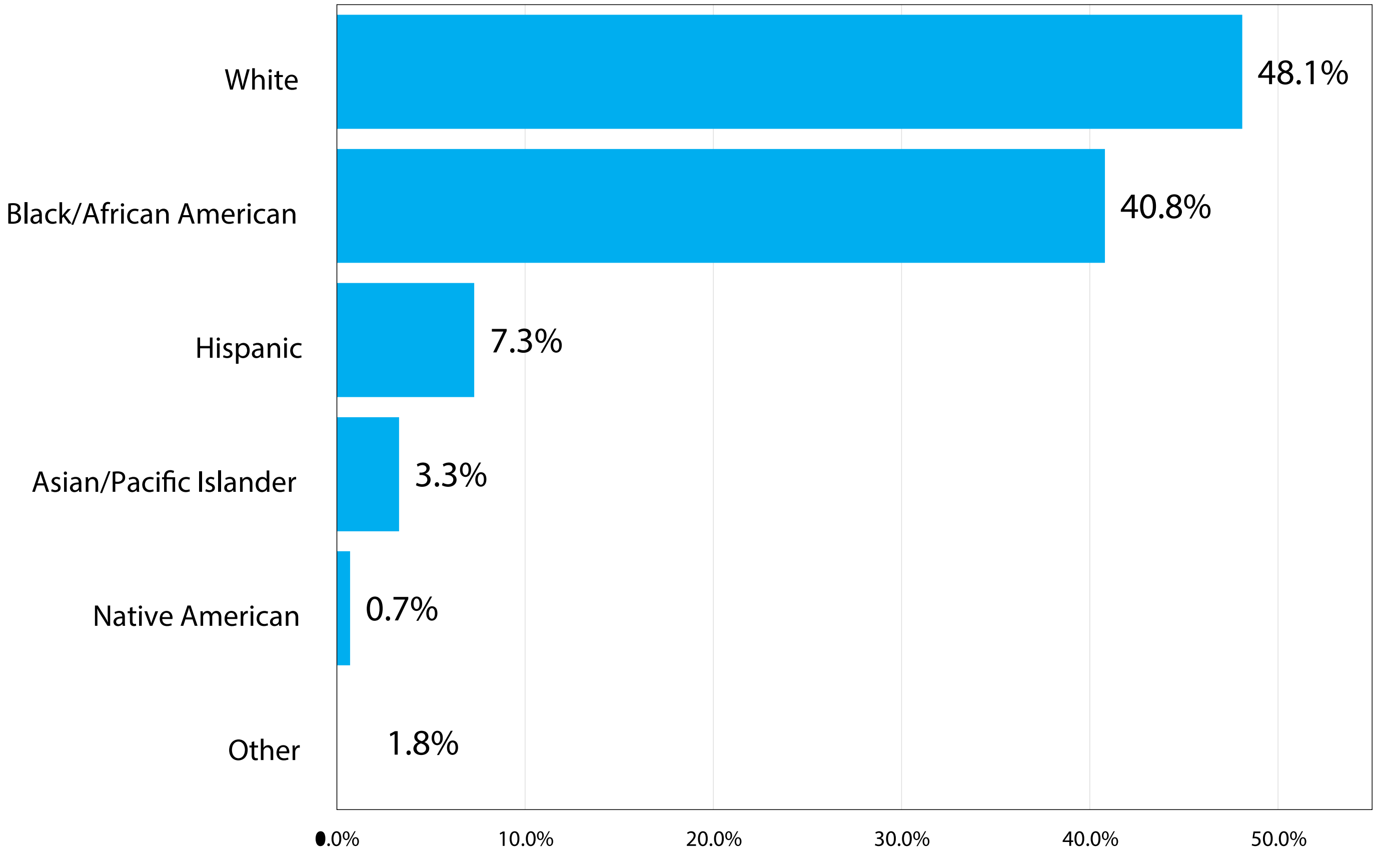
Demographics Q25. Age of Respondent



Demographics Q26. Years Respondent Has Lived in the City of Norfolk



Demographics Q27. Which of the following best describes your race/ethnicity?



6.1.1 Electronic Survey

Methodology

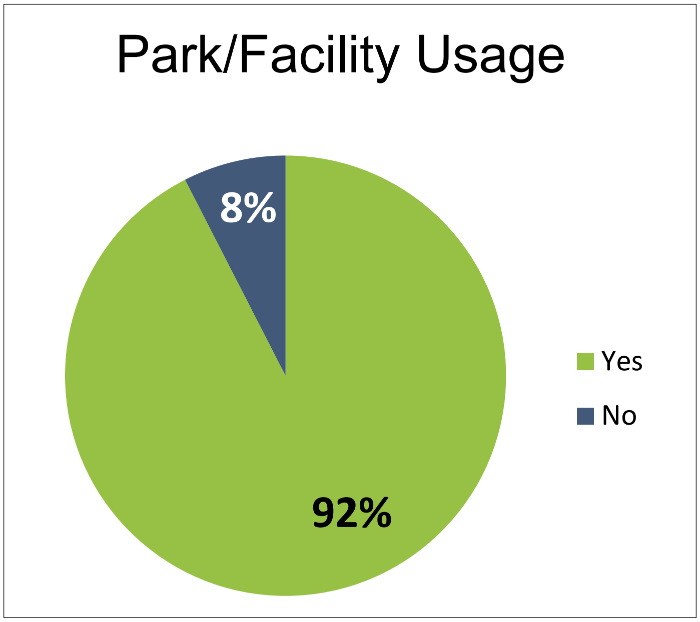
PROS Consulting conducted an online survey (powered by SurveyMonkey) to gain a better understanding of the characteristics, preferences, and satisfaction levels of the Department's users. The survey was open for approximately two months, from April through June, 2021 and received a total of 784 responses, which speaks to a very good participation rate among the community.

This online survey mirrored the statistically-valid survey conducted by ETC Institute. This allowed residents who were not randomly selected to participate in the statistically-valid survey an opportunity to be part of the community input process.

Findings

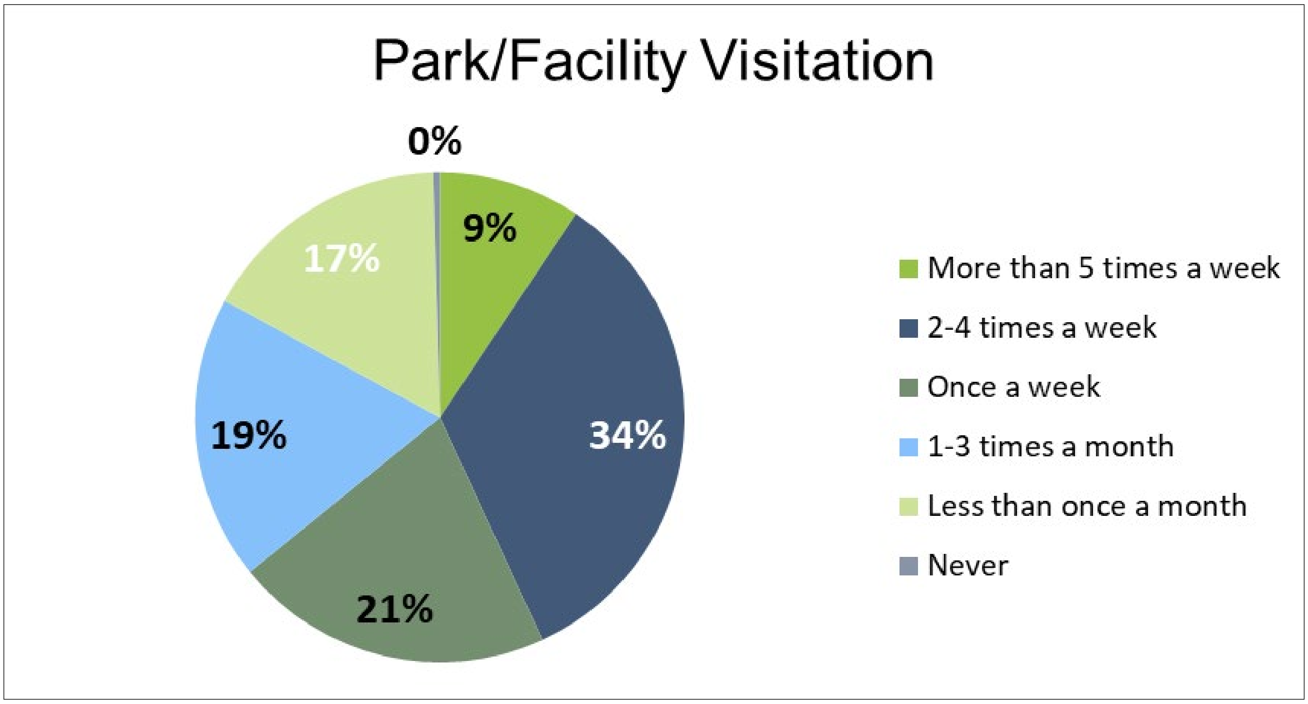
Metho Have you or any member of your household visited any parks and facilities offered by the city of norfolk during the last 2 years? (iNCLUDING THE TIME BEFORE THE COVID-19 PANDEMIC) dology

Approximately 92% of respondents indicated that they have visited a Norfolk park or facility within the last 2 years, while only 8% said they had not visited.



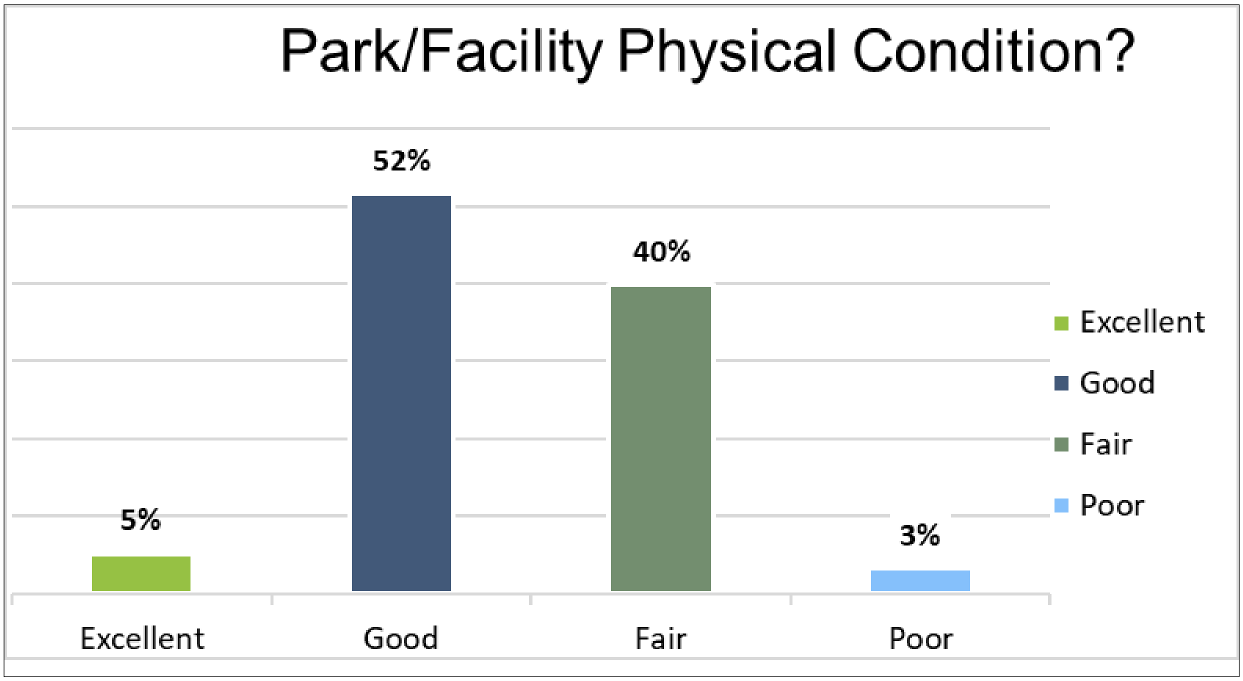
How often have you visited City of norfolk parks and/or facilities during the last 2 years?

When assessing park/facility visitations, over 64% of survey participants visit a Norfolk park and/or facility at least once a week, with more than one-third visiting 2-4 times a week and 9% visiting almost daily. Less than 1% stated they never visit.



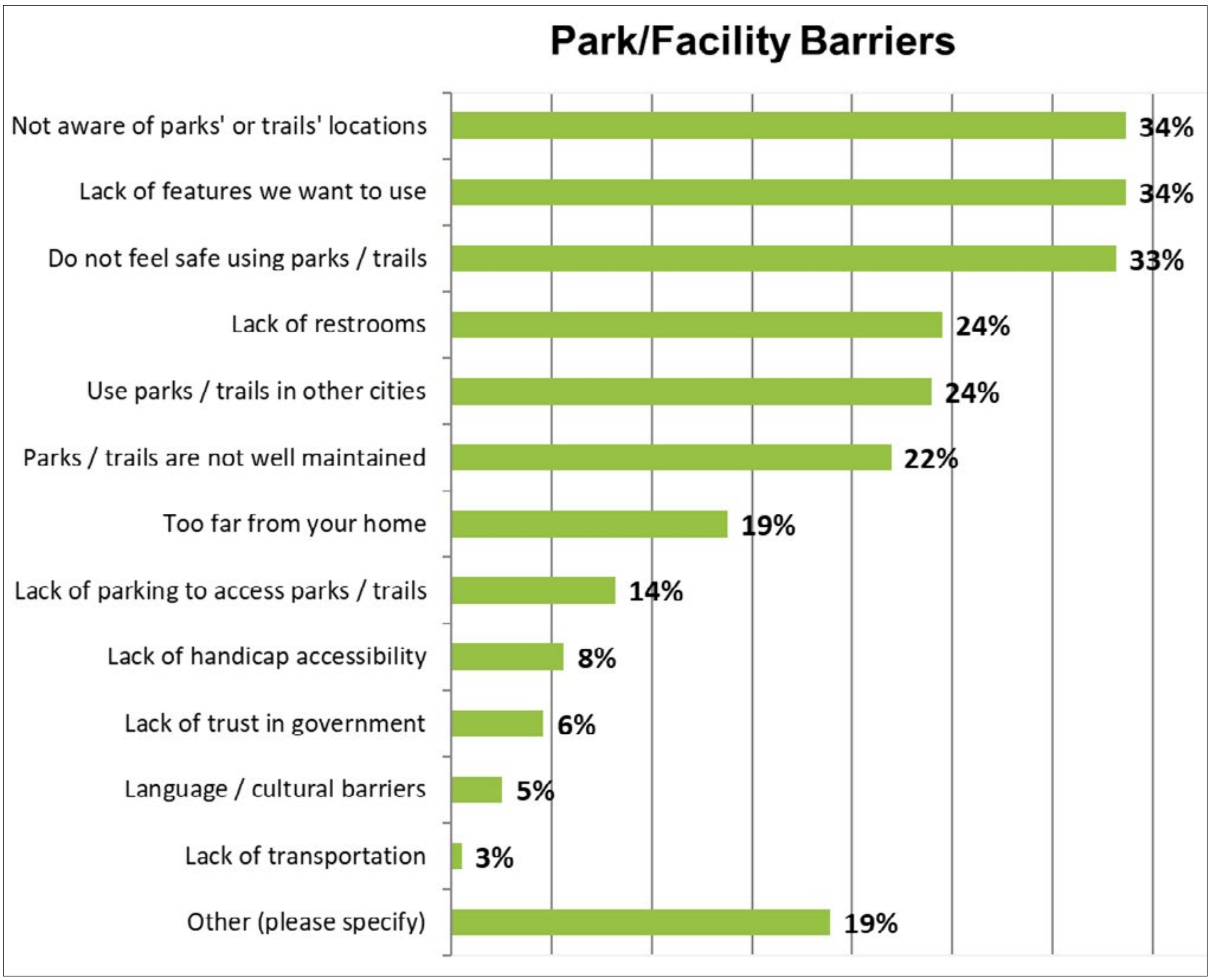
Overall, how would you rate the physical condition of All the city of norfolk parks and/or facilities you have visited during the last 2 years?

Fifty-seven percent (57%) of survey respondents rated Norfolk parks and facilities as "good" or "excellent". "Fair" was selected by 40% of participants, while just 3% stated they were "poor".



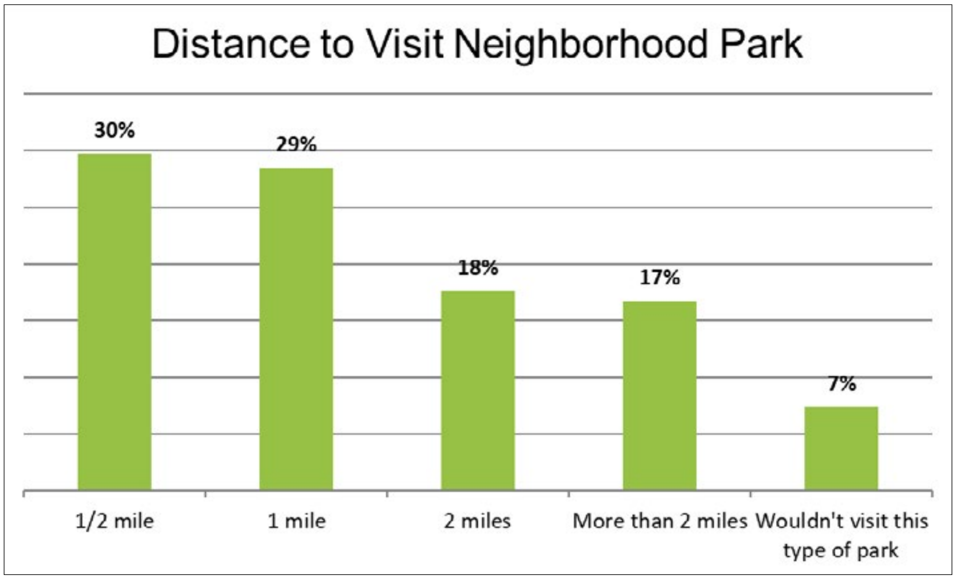
If your household has not visited any city of norfolk parks or facilities during the last 2 years, please check all of the following reasons you have not visited, before the covid-19 pandemic?

For those respondents who have NOT visited any Norfolk parks and/or facilities in the last 2 years, the most listed barriers were "Not aware of parks or trails locations" (34%), "Lack of features we want to use" (34%), and "Do not feel safe using park / trails" (33%) which were each listed on approximately one out of every three survey responses.



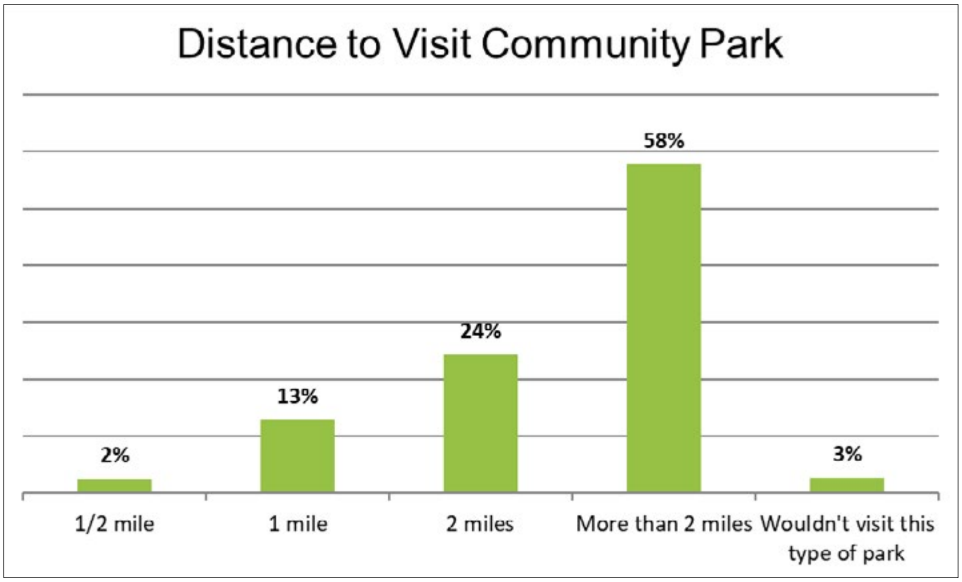
In the city of Norfolk, a neighborhood park is a smaller park which may have a play area, a picinic area, and a small outdoor open area. What is the maximum distance you would travel to visit a park like this?

Almost 59% of those surveyed would not travel more than a mile to visit a neighborhood park. Thirty-five percent (35%) would travel at least 2 miles and only 7% said they would not visit a neighborhood park.



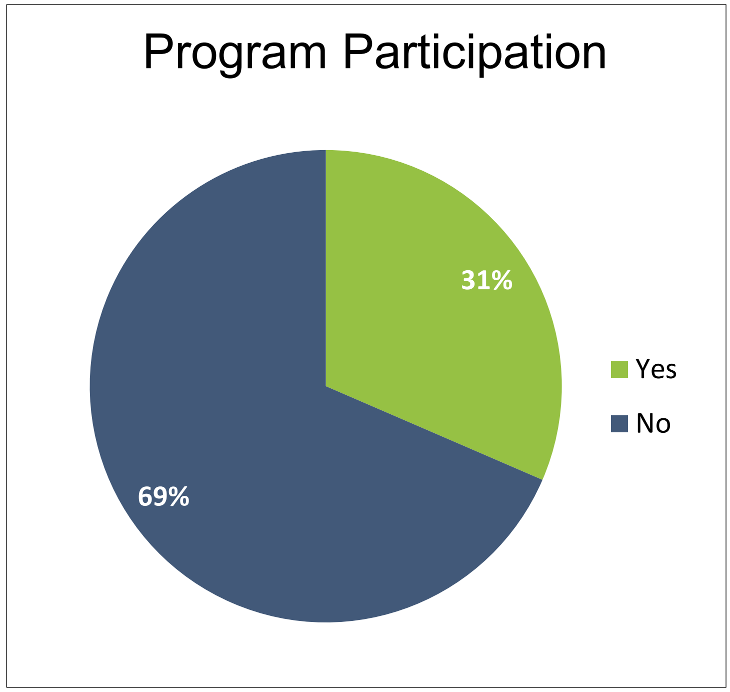
In the City of Norfolk, a Community Park is a larger park which may have a larger outdoor open area, play areas, athletic fields/game courts, a community building/gym, a childcare center or senior center. What is the maximum distance you would travel to visit a park like this?

When compared to a neighborhood park, we see those surveyed would be willing to travel a further distance for a community park with extra amenities. Fifty-eight percent (58%) of respondents stated they would travel more than 2 miles and only 3% said they wouldn't visit this type of park.



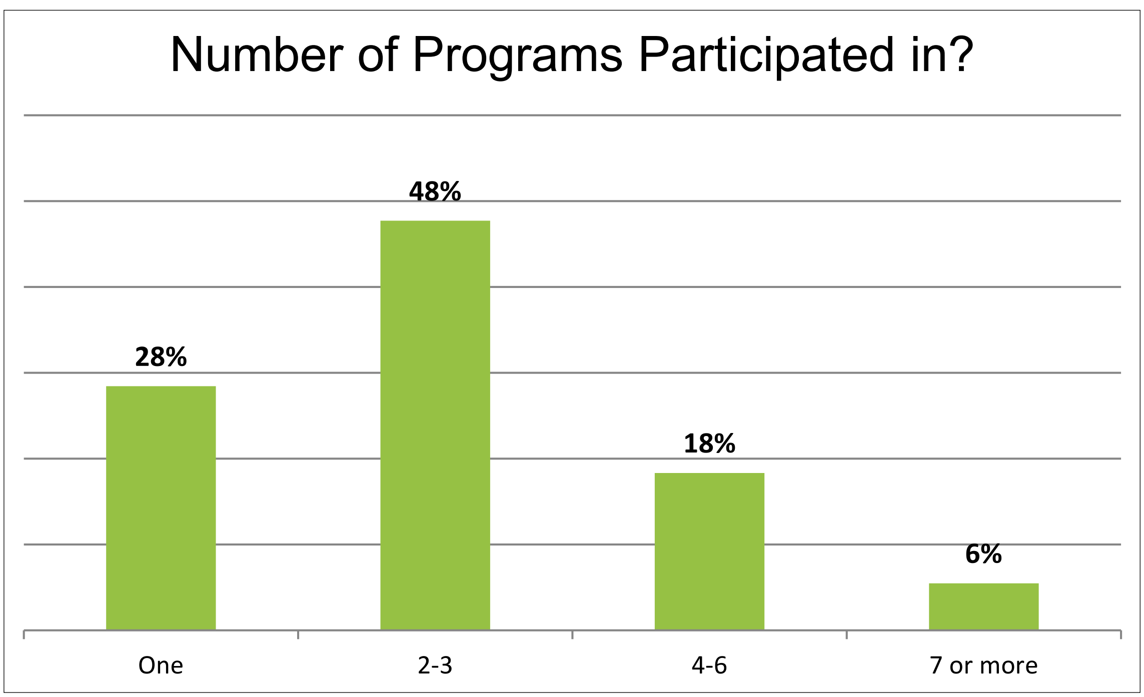
Has your household participated in any recreation programs offered by the City of Norfolk Parks and Recreation department during the last 2 years?

Sixty-nine percent (69%) of respondents have had a member of their household participate in a City of Norfolk's recreation program in the last 2 years.



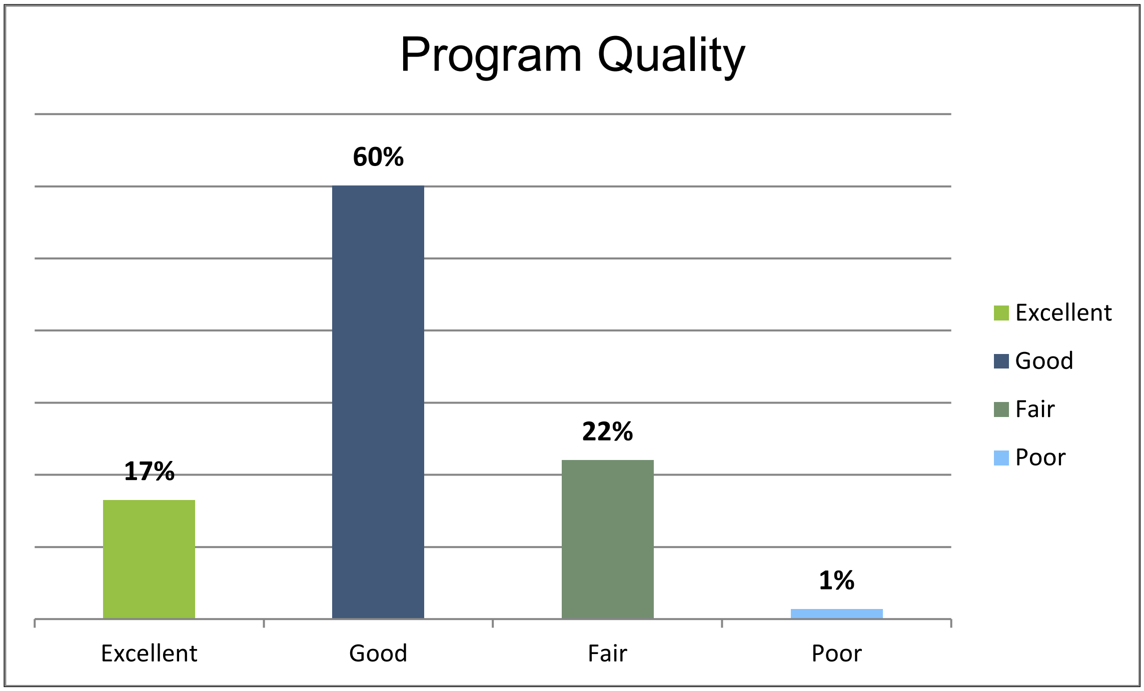
How many programs offered by the City of Norfolk Parks and Recreation Department have you or members of your household participated in during the last 2 years?

Seventy-two percent (72%) of those surveyed stated that they or a member of their household had participated in at least two programs offered by the City of Norfolk and 24% of survey respondents engaged in four or more recreation programs.



How would you rate the overall quality of the City of Norfolk Parks and Recreation Department programs in which your household has participated?

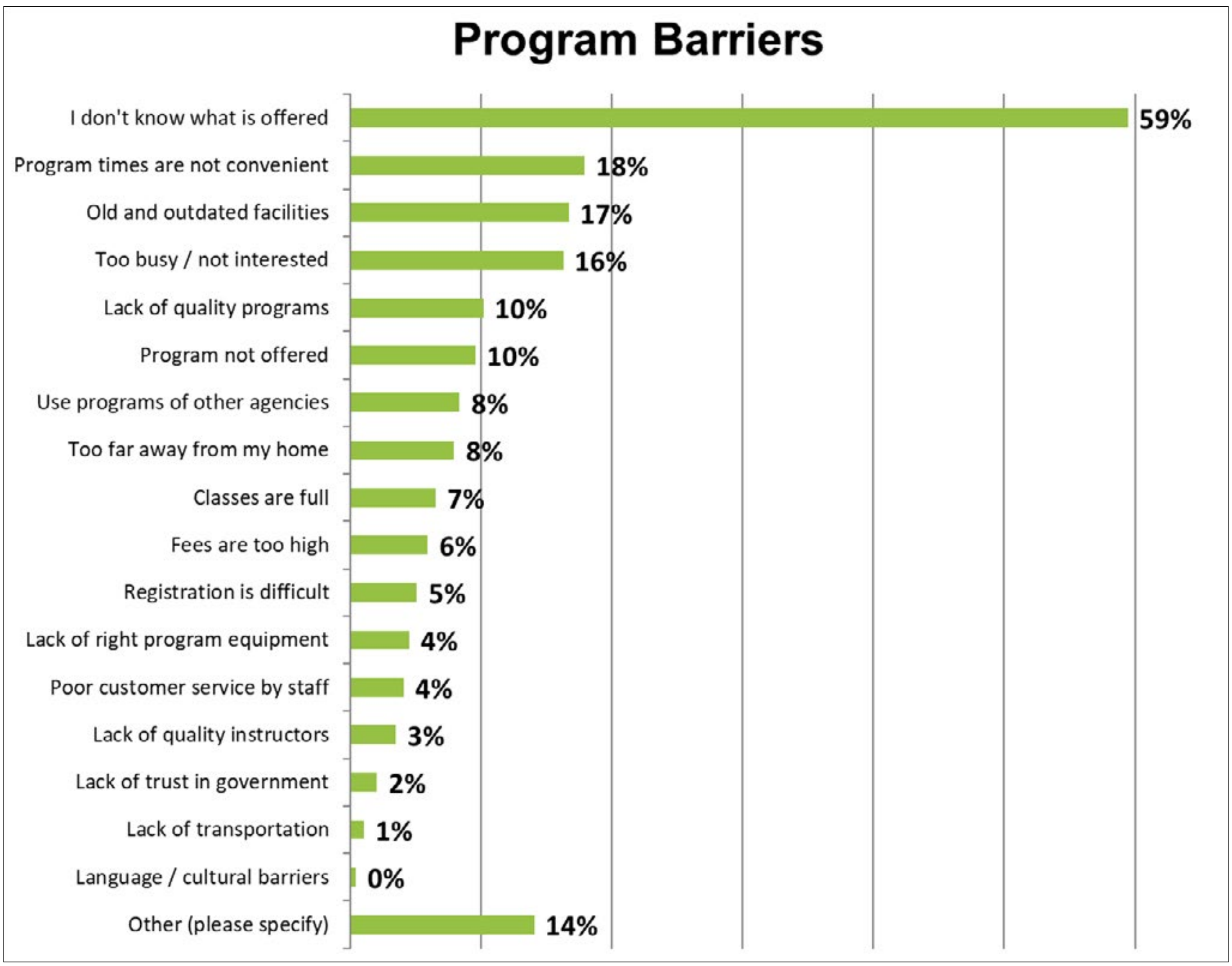
Seventy-seven percent (77%) of respondents classified programs as "good" or "excellent" quality while only 1% stated they were "poor".



If your household has NOT participated in any City of Norfolk Parks and Recreation Department programs during the last 2 years, please CHECK ALL of the following reasons why you may have NOT participated, before the COVID-19 Pandemic.

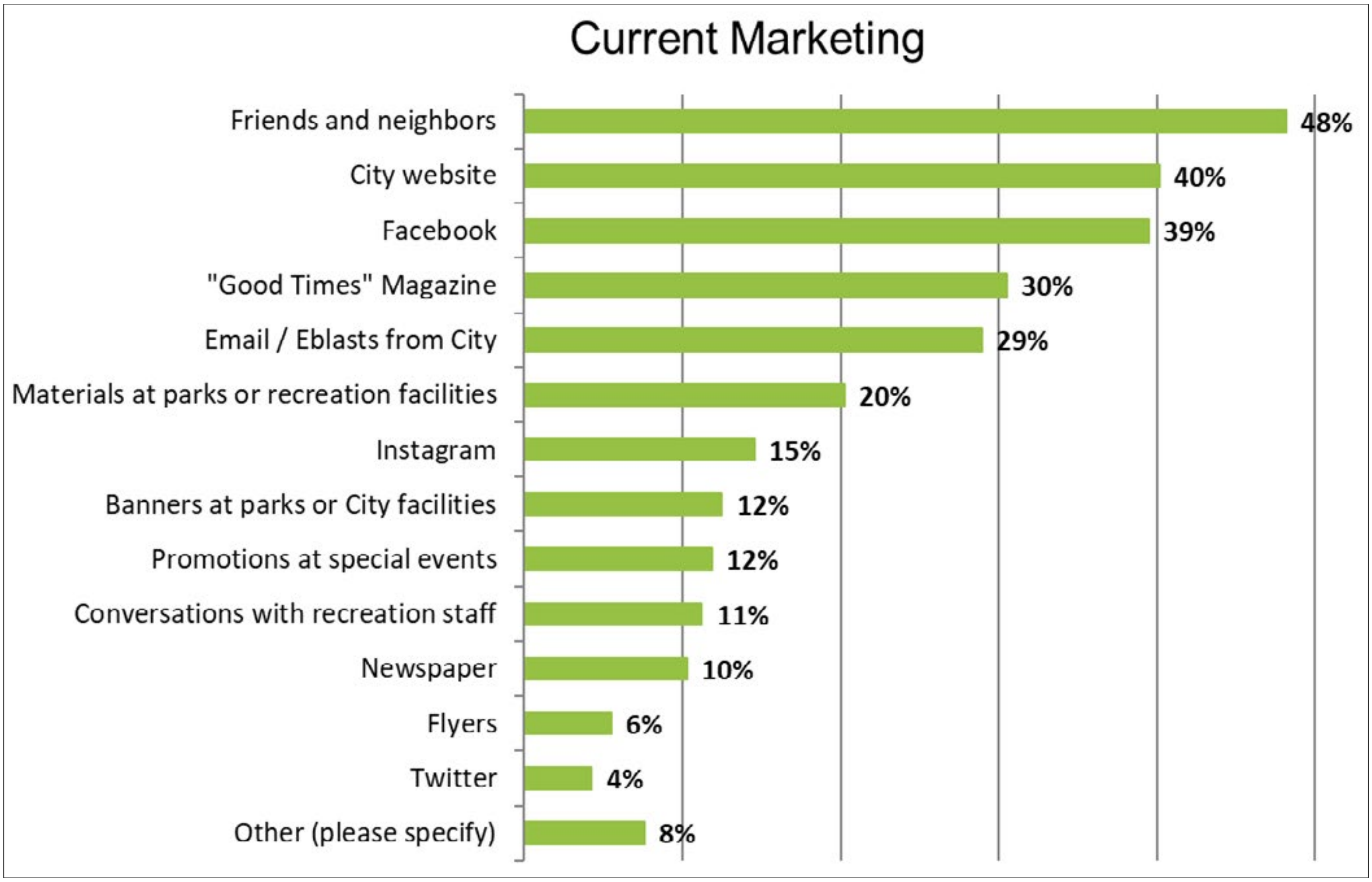
"I don't know what is offered" (59%) was by far the most listed barrier to program participation by respondents. This can be tied to marketing and shows an opportunity in promoting programs. "Program times are not convenient" (18%), "Old and outdated facilities" (17%), and "Too busy / not interested" (16%), "Lack of quality programs" (10%), and "Program not offered" (10%) were the only other program barriers mentioned by 10% or more of those surveyed.

The low number of responses for "Fees are too high" (6%), "Registration is difficult" (5%), "Poor customer service by staff" (4%), "Lack of quality instructors" (3%), "Lack of trust in government" (2%), and "Language / cultural barriers" (less than 1%) are all good signs to the quality of the product put forth by the Department.



From the following list, please CHECK ALL of the ways you learn about City of Norfolk Parks and Recreation Department programs and activities.

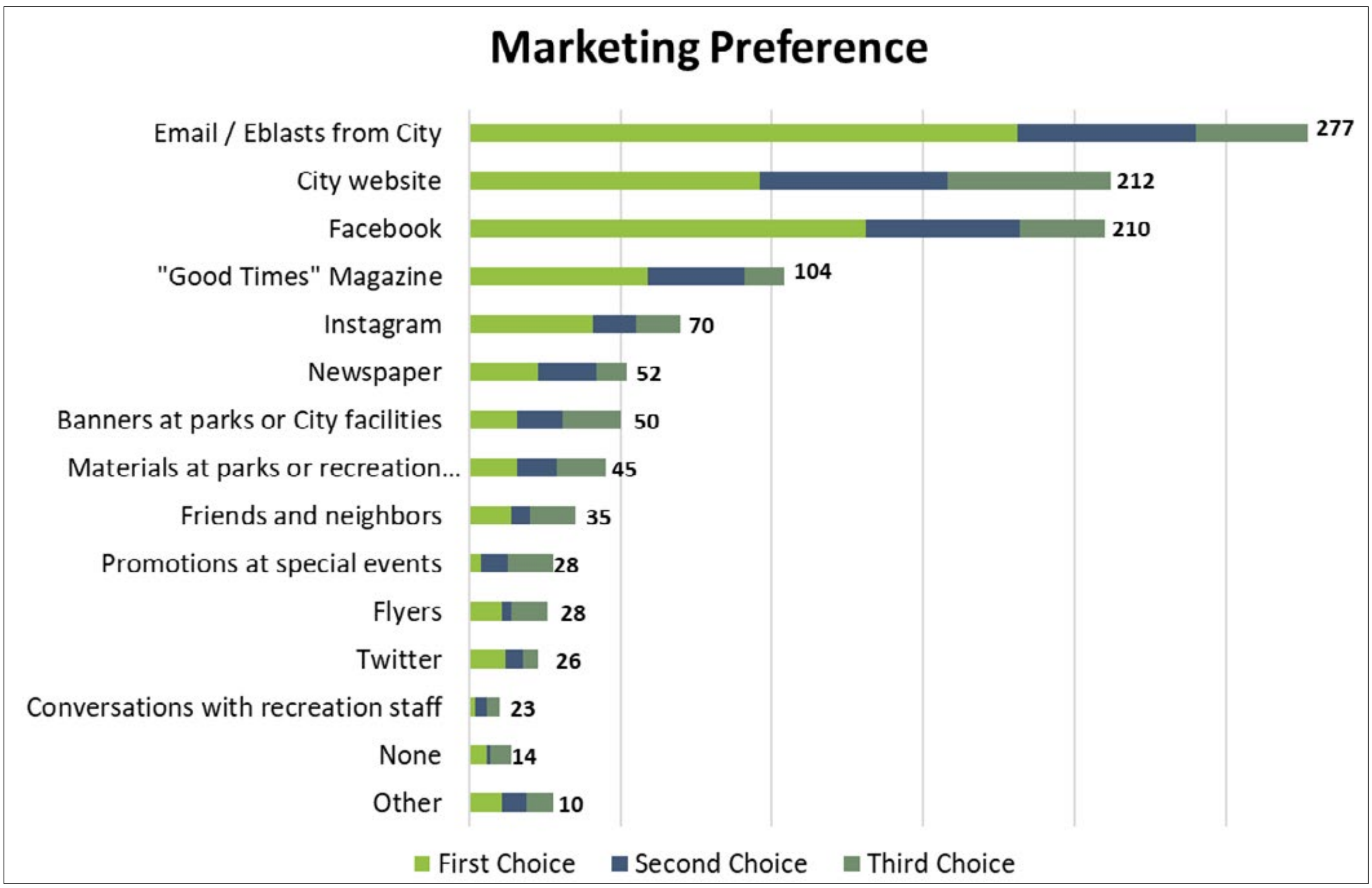
The most popular way those who were surveyed learn about City of Norfolk programs and activities is “Friends of neighbors” (48%) with “City website” (40%) and “Facebook” (39%) rounding out the top 3 responses. “Good Times” Magazine (30%) comes in much lower than the national benchmark for a “rec guide” ranked by survey respondents.



Which THREE methods of communication would you MOST PREFER the City use to communicate with you about recreation programs and activities?

Survey respondents indicated that their most preferred ways to receive information from the City are Email / Eblasts (277), the City website (212), and Facebook (210).

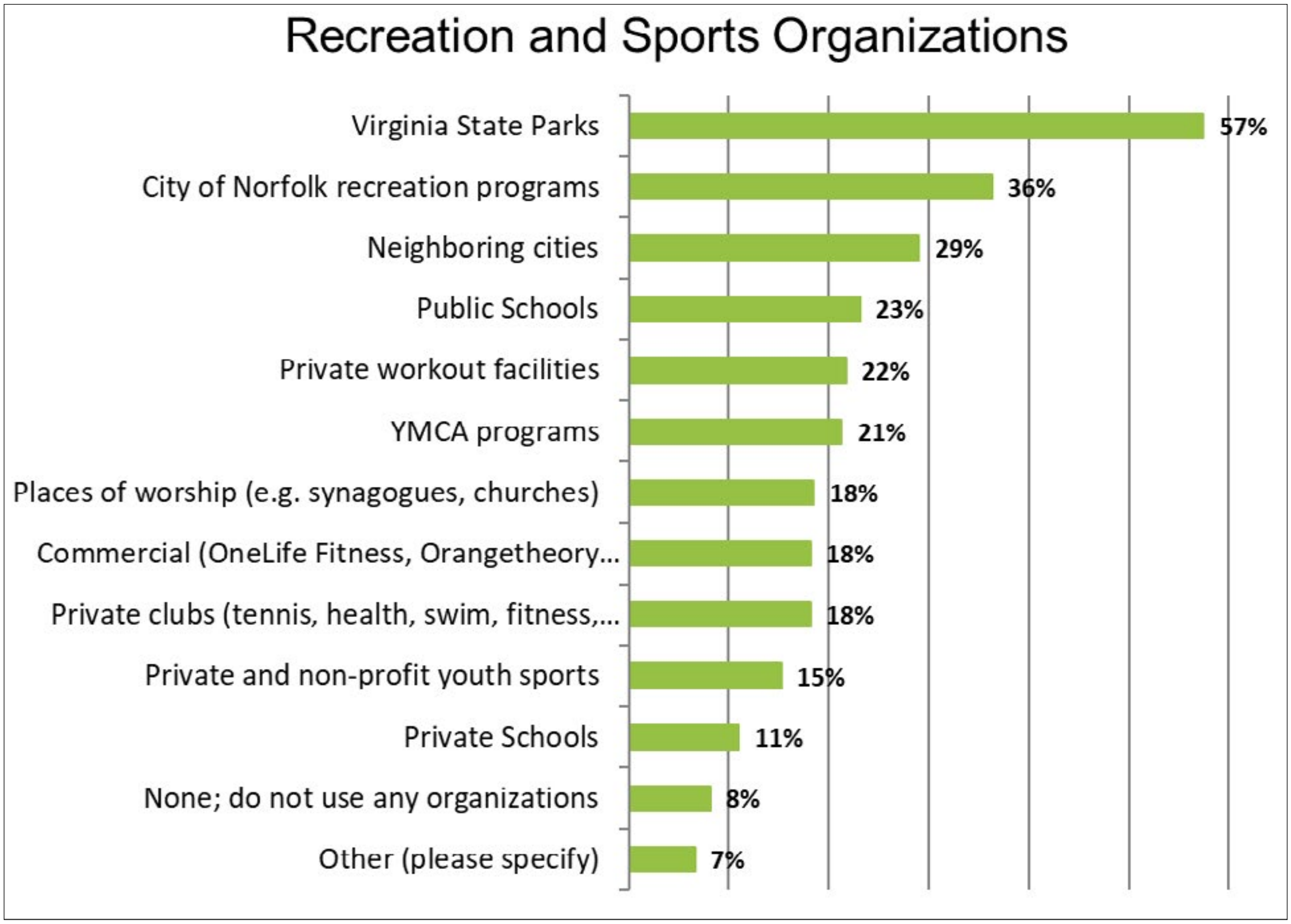
While Email/ Eblasts was the number one response for Marketing Preference, it only ranked fifth on the ways they currently receive information. Conversely, friends and neighbors was the number one way survey respondents currently receive information, even though it was only identified as a preferred method for less than 6% of those surveyed.



Please CHECK ALL the organizations that you or members of your household have used for recreation and sports activities during the last 2 years.

City of Norfolk recreation programs (36%) was the 2nd most utilized organization for recreation and sports activities during the last 2 years by survey respondents, behind only Virginia State Parks (57%).

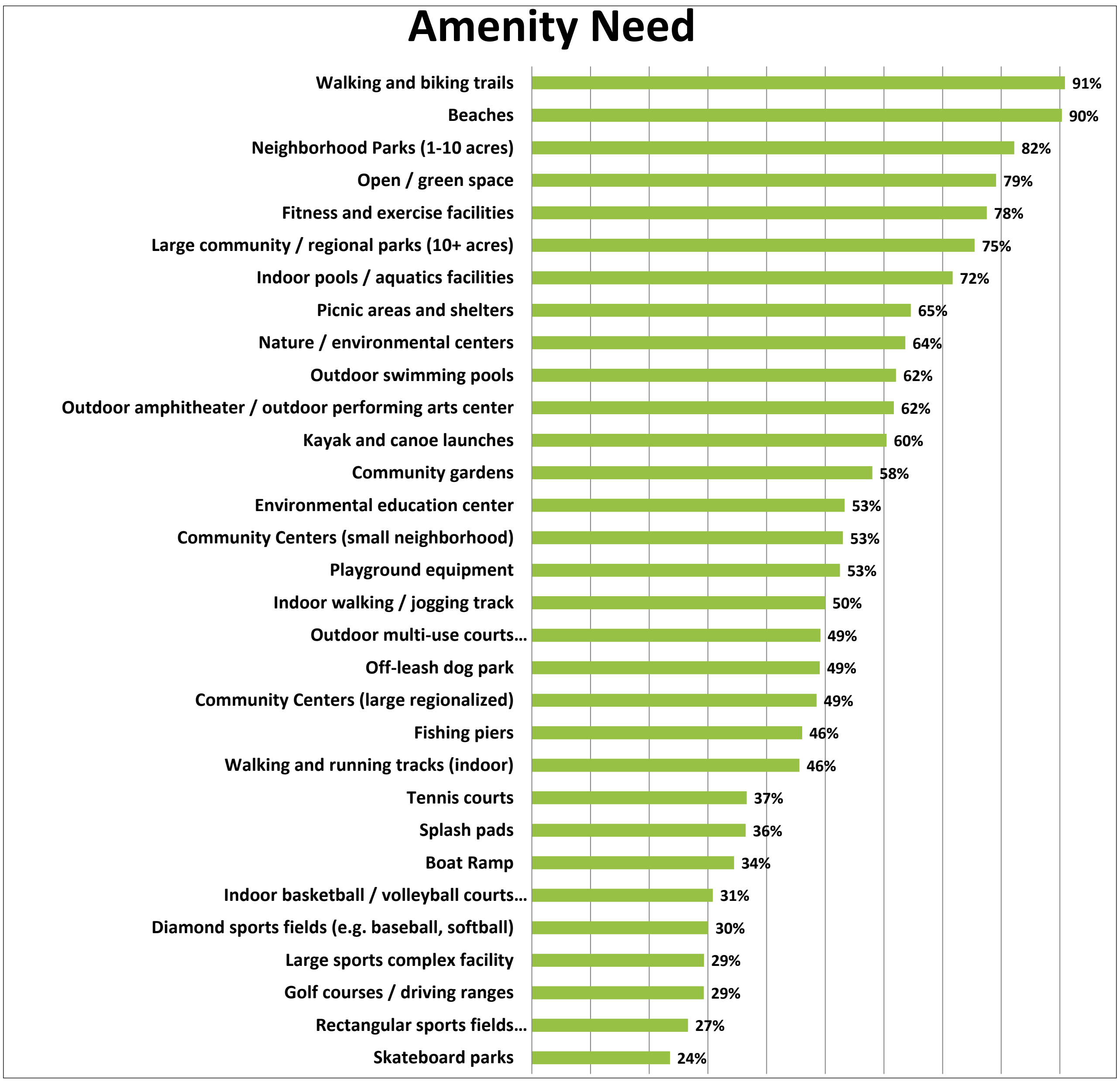
The responses below indicate that survey participants favor public programs over private ones; however, the engagement with the City is a little low. It could also be that the closure of recreation centers and pools along with limited other offerings during the pandemic resulted in more people accessing the State Parks which were mostly open during that time. It would be helpful to continue to track these responses as a Key Performance Indicator (KPI) with a goal to close the gap with Virginia State Parks for engaging people through programming.



Please indicate if you or any member of your household has a need for each of THE LISTED parks and recreation facilities/amenities in the City of Norfolk. if yes, please rate how well your need for that amenity is being met.

Survey respondents indicated that the most needed amenities to their households were Walking and Biking trails (91%), Beaches (90%), Neighborhood Parks (82%), and Open / green space (79%). This indicates a community interested in open space in which they can recreate on their own. There is a lack of need among survey respondents for Skateboard parks (24%), Rectangular Sports Fields (27%), Large sports complex facility (29%), Diamond sports fields (30%), and Indoor basketball / volleyball courts (31%).

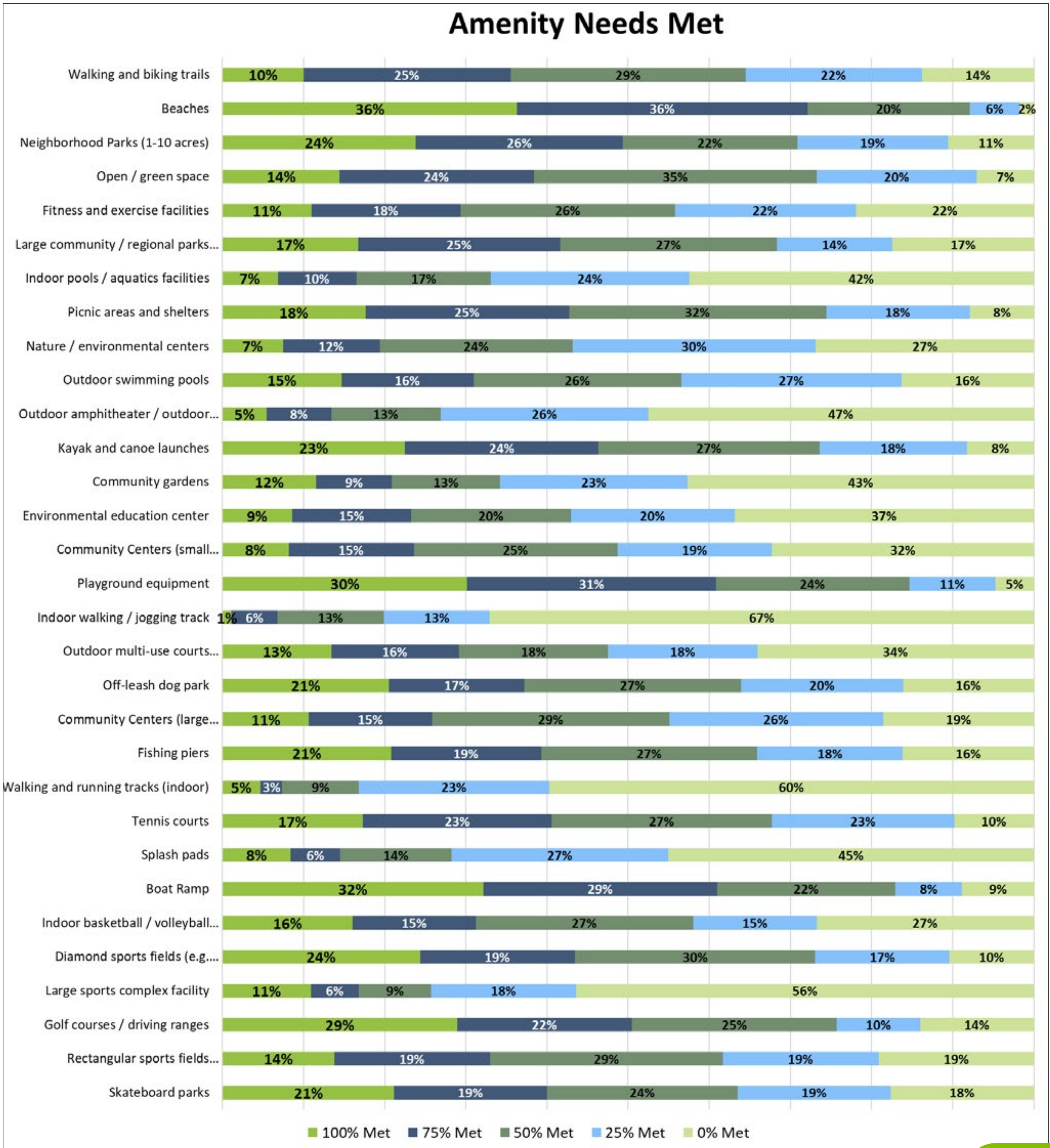
This shows a possible lack of unmet need by respondents towards athletic based amenities that tend to be youth oriented.



If yes, please rate how well your need for that amenity is being met.

From respondents who answered yes to an amenity need, only 35% stated that their needs for Walking and biking trails were “100% or 75% met”, indicating that is a large unmet need. On the other hand, 72% indicated that their need for Beaches is “100% or 74% met”, indicating that the current levels of service fulfil the existing need.

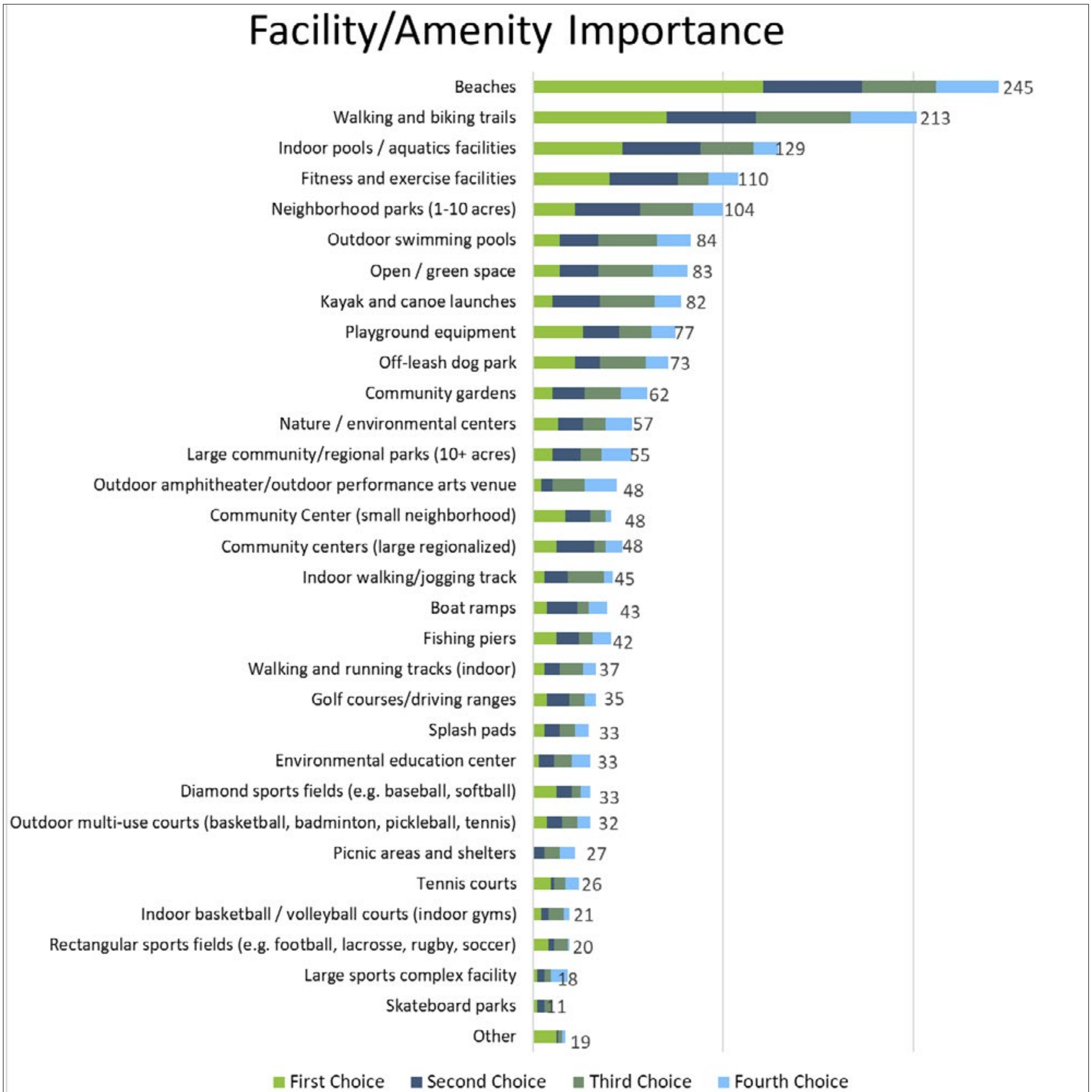
There is a similar trend of significant levels of “need” accompanied by low levels of “need met” among respondents for amenities such as Outdoor amphitheater / Performing arts center, Community gardens, Splash pads, and Indoor walking / Jogging track.



Which FOUR facilities / amenities from the previous list are MOST IMPORTANT to your household

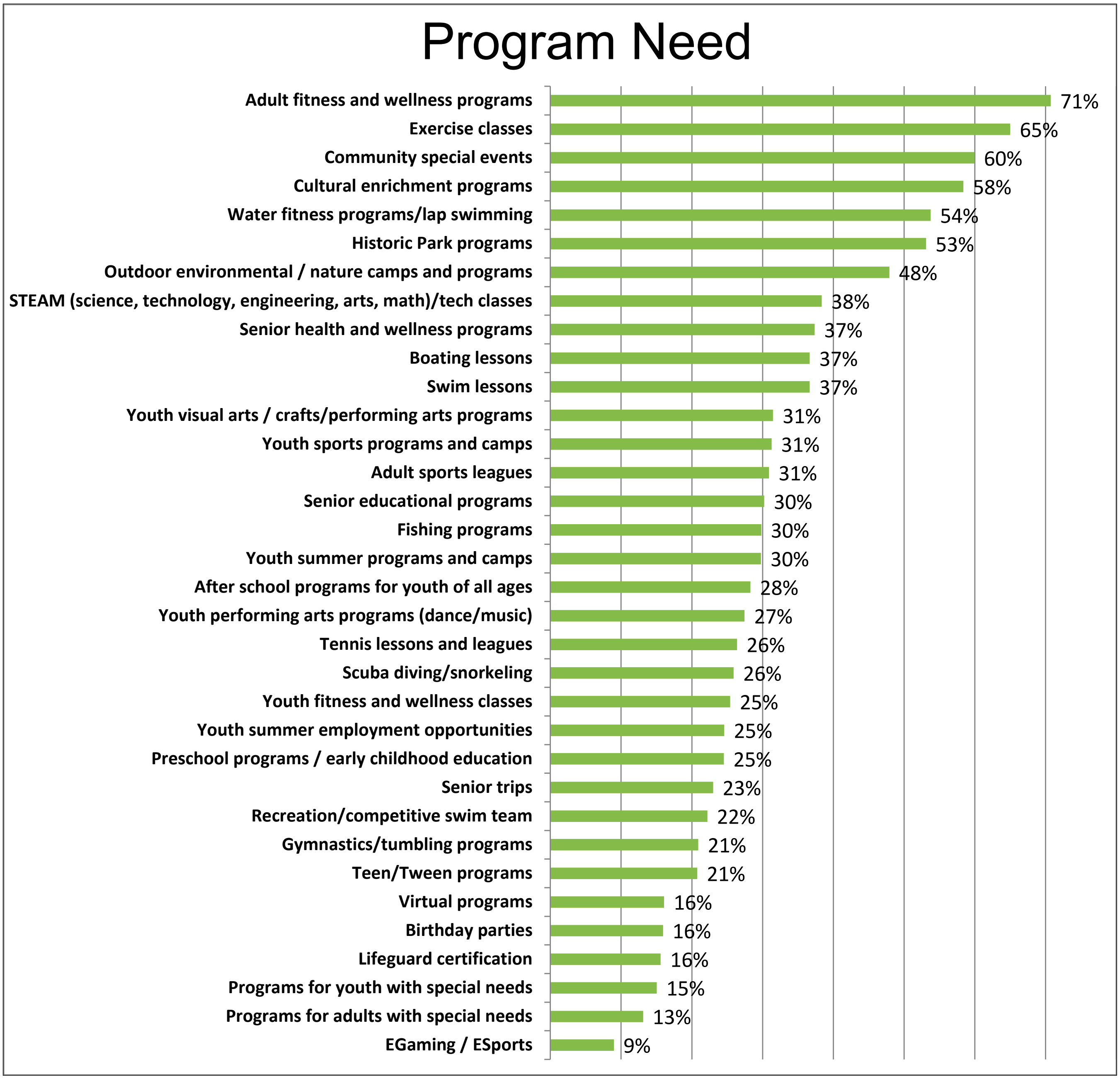
Of the facility / amenity choices listed below, survey participants most mentioned beaches (245) and walking and biking trails (213) as the top two most important facility / amenities. These were also the top 2 answers for facility / amenity need, just in opposite order. Indoor pools / aquatics (129) was the third most "important" facility / amenity, and 66% of survey participants stated that their needs for those facilities were not adequately met (i.e., 0%-25% need met) on the previous question.

The least "important" amenities by respondents were Skateboard parks (11), Large sports complex facilities (18), Rectangular sports fields (20), and Indoor basketball / volleyball courts (21).



Please indicate if you or any member of your household has a need for each of the listed parks, recreation, and senior programs in the City of Norfolk

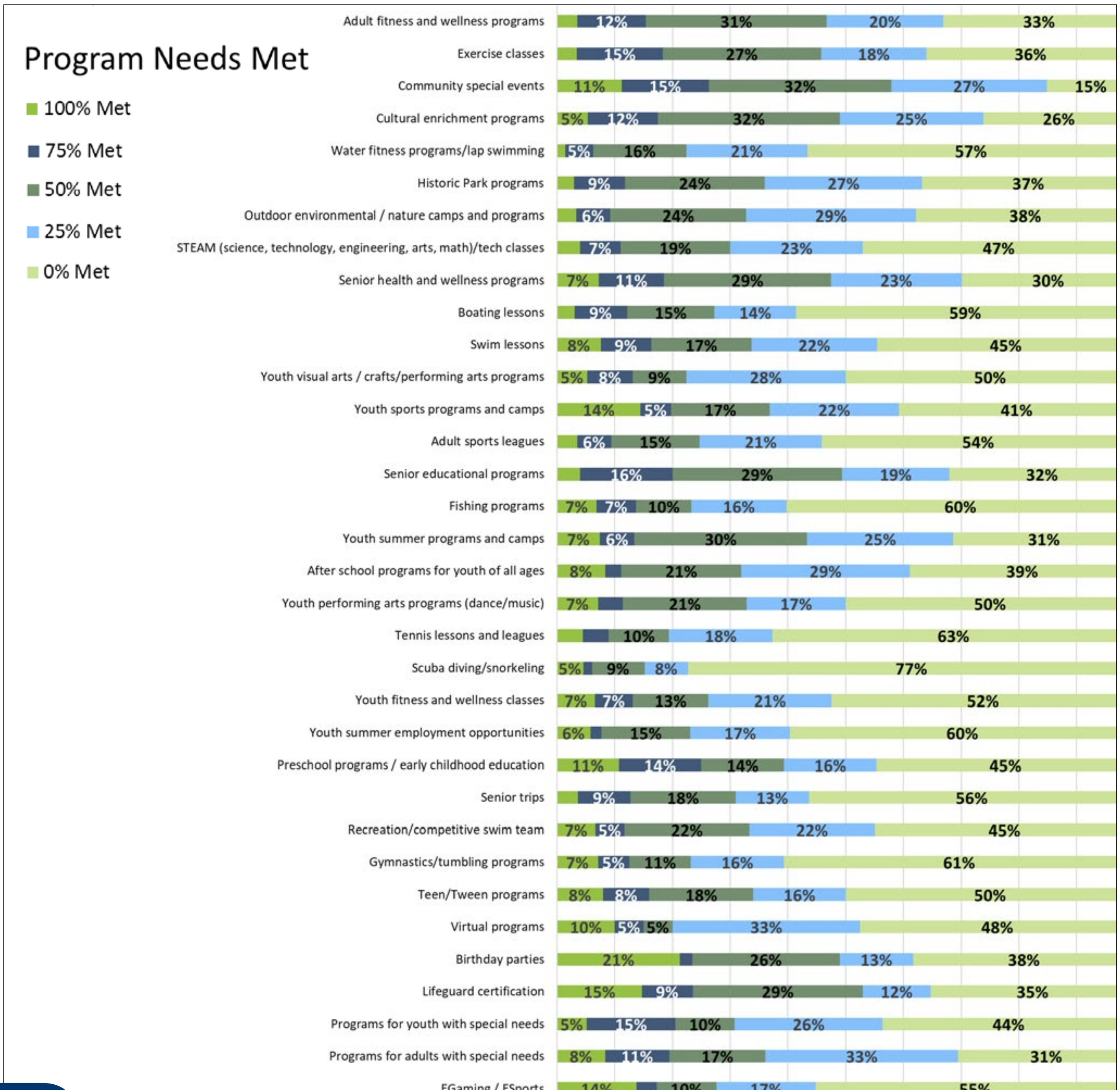
The top 5 needed programs according to survey participants were Adult fitness and wellness programs (71%), Exercise classes (65%), Community special events (60%), Cultural enrichment programs (58%), and Water fitness programs / lap swimming (54%). The low numbers for programs such as EGaming / Esports (9%), Birthday parties, Teen / Tween programs (21%), Gymnastics / Tumbling programs (21%), and Recreation / competitive swim team (22%) may be due to the niche nature of the offerings (e.g., Egaming / ESports; Gymnastics / Tumbling) or the smaller age segment they serve (e.g., Teen / Tween programs).



If “Yes”, please rate how well your need for that activity/program is being met.

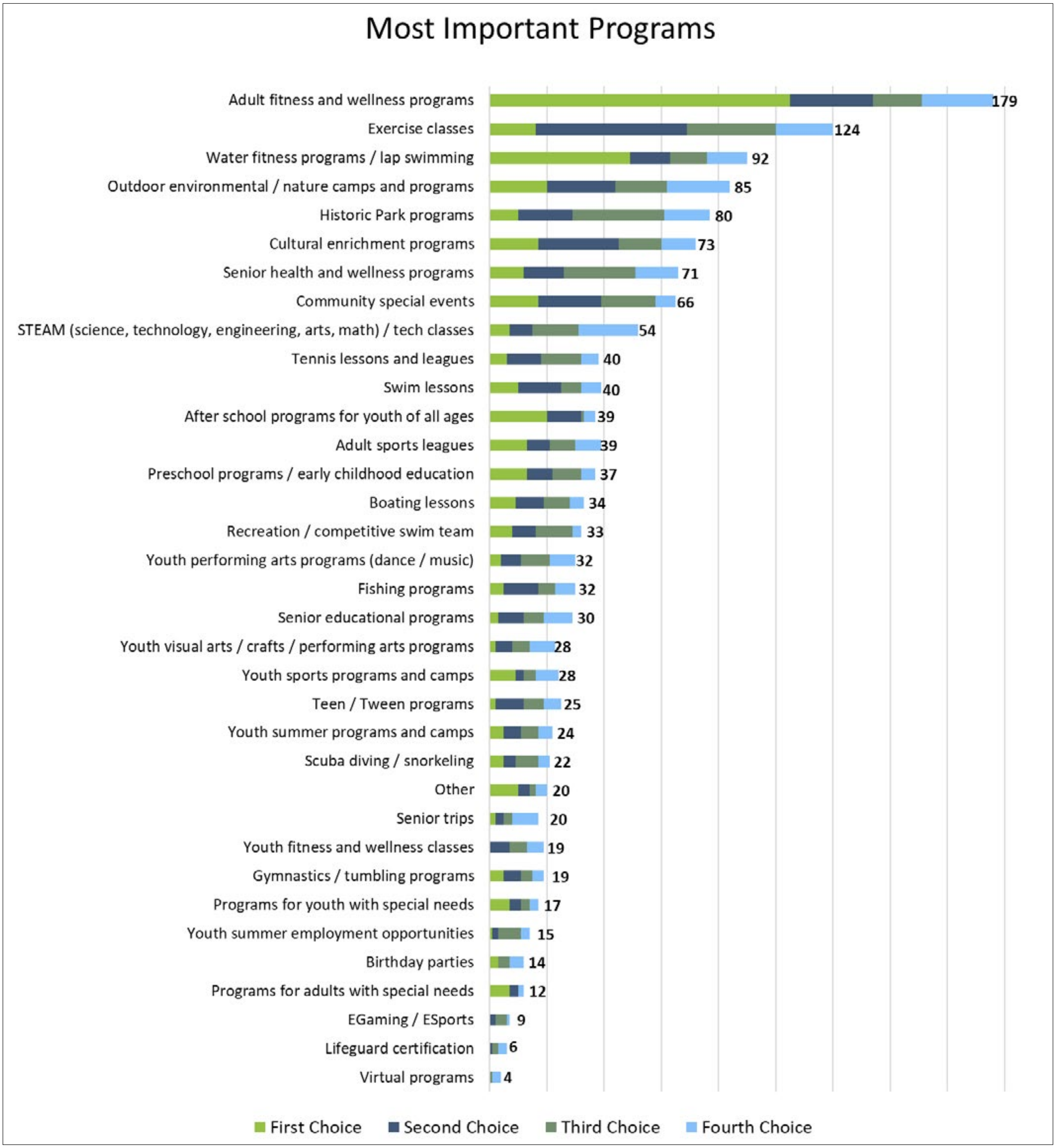
There is a higher percentage of respondents that indicated their program needs are “0% met” when compared to the previous results for amenity needs. Four of the six programs that more than 50% of respondents selected as having a “need” had a high unmet need (i.e., 0-25% met). Most notably in Water fitness programs / lap swimming was considered a “need” by 54% of those surveyed and 57% of the those that indicated a need reported that 0% of their needs are currently met by the City.

Overall, program needs had a much higher unmet need than amenities/facilities, as 14 different program areas received more than 50% of respondents that indicated their needs were completely unmet (i.e., 0% met). This could also be due to the facility closures during the pandemic and the unavailability of certain types of amenities in the small neighborhood style centers.



Which FOUR activities/programs listed previously are MOST IMPORTANT to your household?

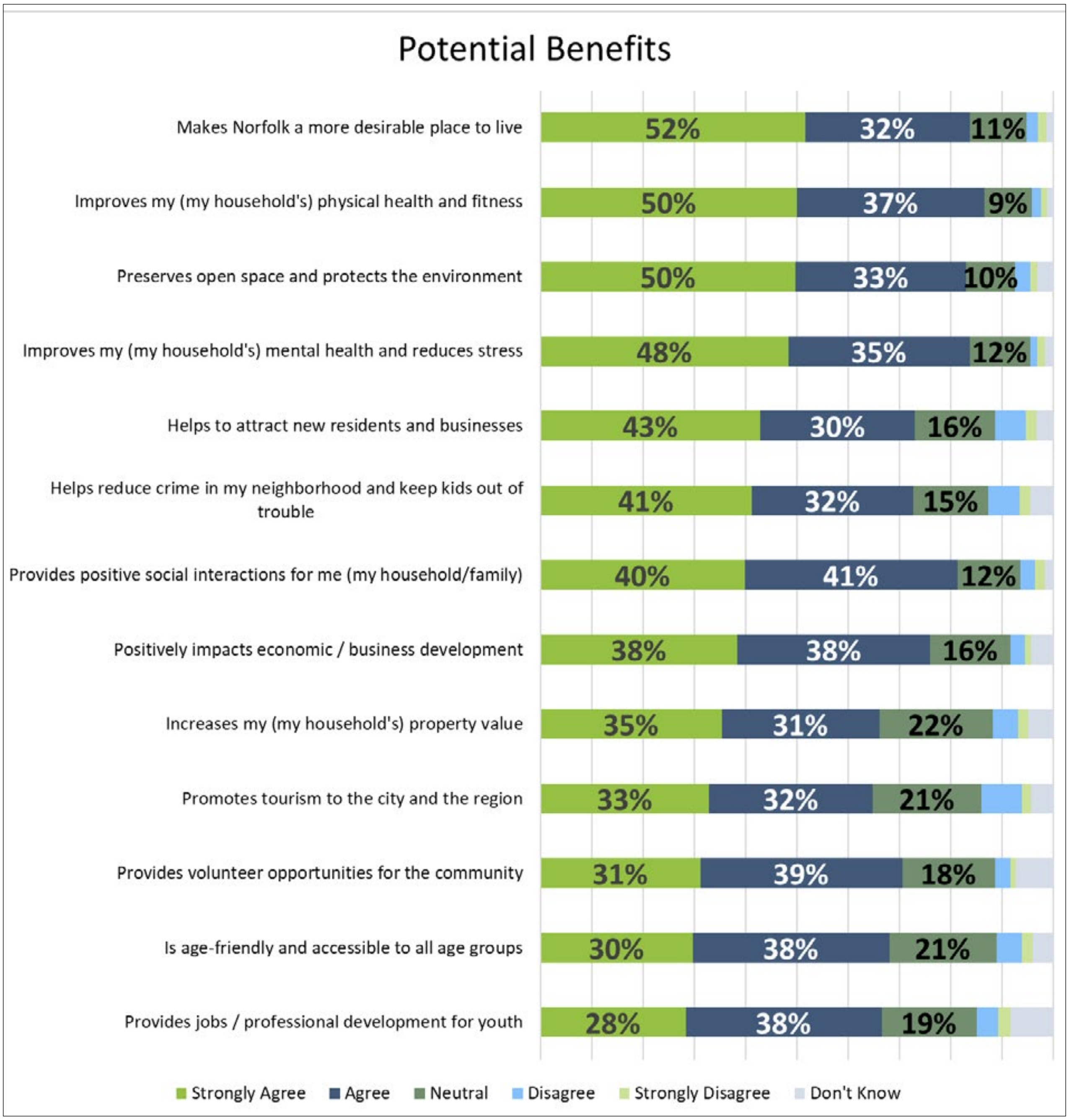
Survey respondents indicated that, by far, the most important activities / programs to their households were adult fitness and wellness programs (179), exercise classes (124) and water fitness programs / lap swimming (92).



Please rate your level of agreement with the following statements about some potential benefits of the City of Norfolk's parks and recreation services.

Survey respondents agree at a high level that the City of Norfolk's Parks and Recreation Services provide significant potential benefits. All 13 potential benefits listed had an agreement rate (a combination of "Strongly agree and "agree") of at least 66% by participants.

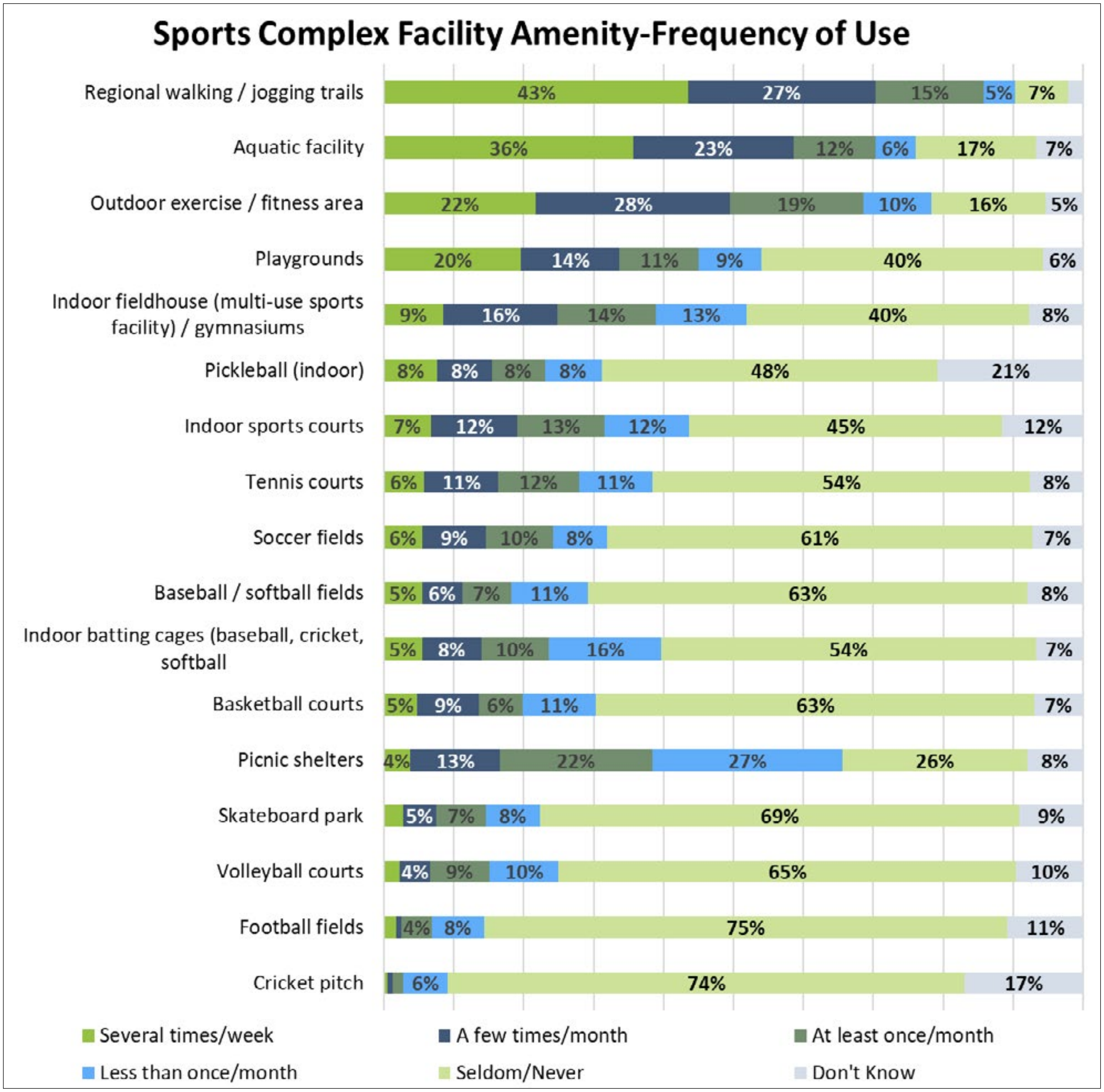
Over half of those surveyed "strongly agreed" with the statements, "makes Norfolk a more desirable place to live" (52%), "improves my (my household's) physical health and fitness" (50%), and "preserves open space and protects the environment" (50%). No single benefit listed below had a disagreement rate (including "disagree" and "strongly agree") above 10%, which points to a high perception of value for parks and recreation services.



The City of Norfolk is exploring developing a Sports Complex Facility. Below are some amenities that could be included in that facility. Please indicate how often your household would use each of these amenities.

Survey respondents indicated that the Sports Complex Facility Amenity they would utilize the most is Regional walking / jogging trails, for which 85% of participants said they would use at least once a month, followed by Aquatic facility at 71% and Outdoor exercise / fitness area at 69%.

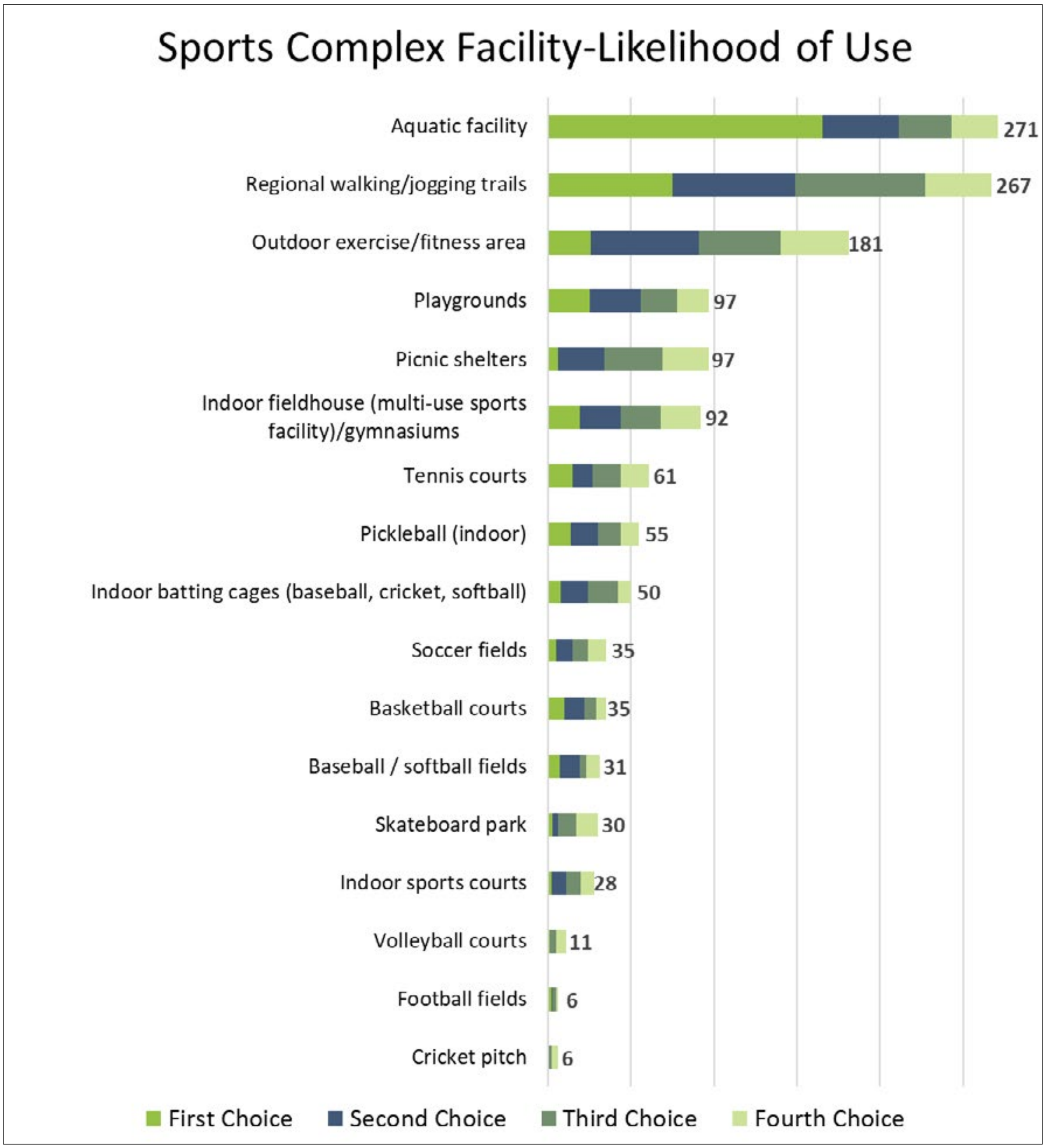
There were many sports complex facility amenities that respondents said they would seldom/never use at a high rate (i.e., >50% of survey respondents): Football fields (75%), Cricket pitches (74%), Skateboard parks (69%) Volleyball courts (65%), Basketball courts (63%), Baseball/softball fields (63%), Soccer Fields (61%), Indoor batting cages (54%), and Tennis courts (54%).



Which FOUR of the amenities listed previously would your household be MOST LIKELY to use if they were included in a new Sports Complex Facility?

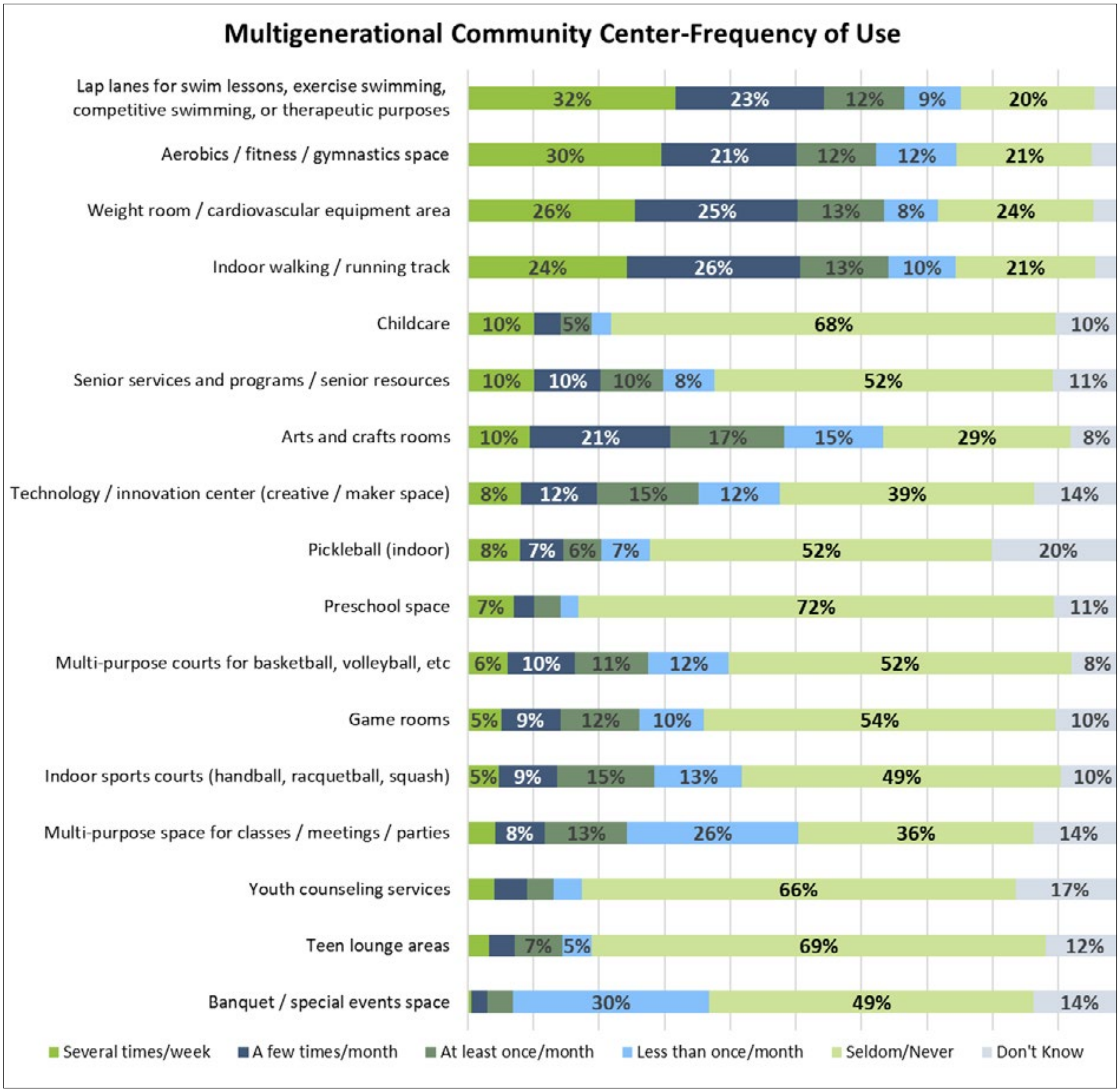
Aquatic facility (271), regional walking / jogging trails (267), and outdoor exercise / fitness area (181) were the prospective sports complex amenities that were most likely to be used by survey respondents. The least likely options were cricket pitch (6), football fields (6), and volleyball courts (11).

These numbers pretty much mirror the responses from the previous question, and, once again, show that survey respondents are interested in more passive, self-driven amenities, while more traditional, organized sports offerings rank towards the bottom.



The City of Norfolk is exploring replacing smaller, older community centers that are beyond their lifecycle with a larger Multigenerational community center. Below are some elements that could be included in the community center. Please indicate how often your household would use each of these features.

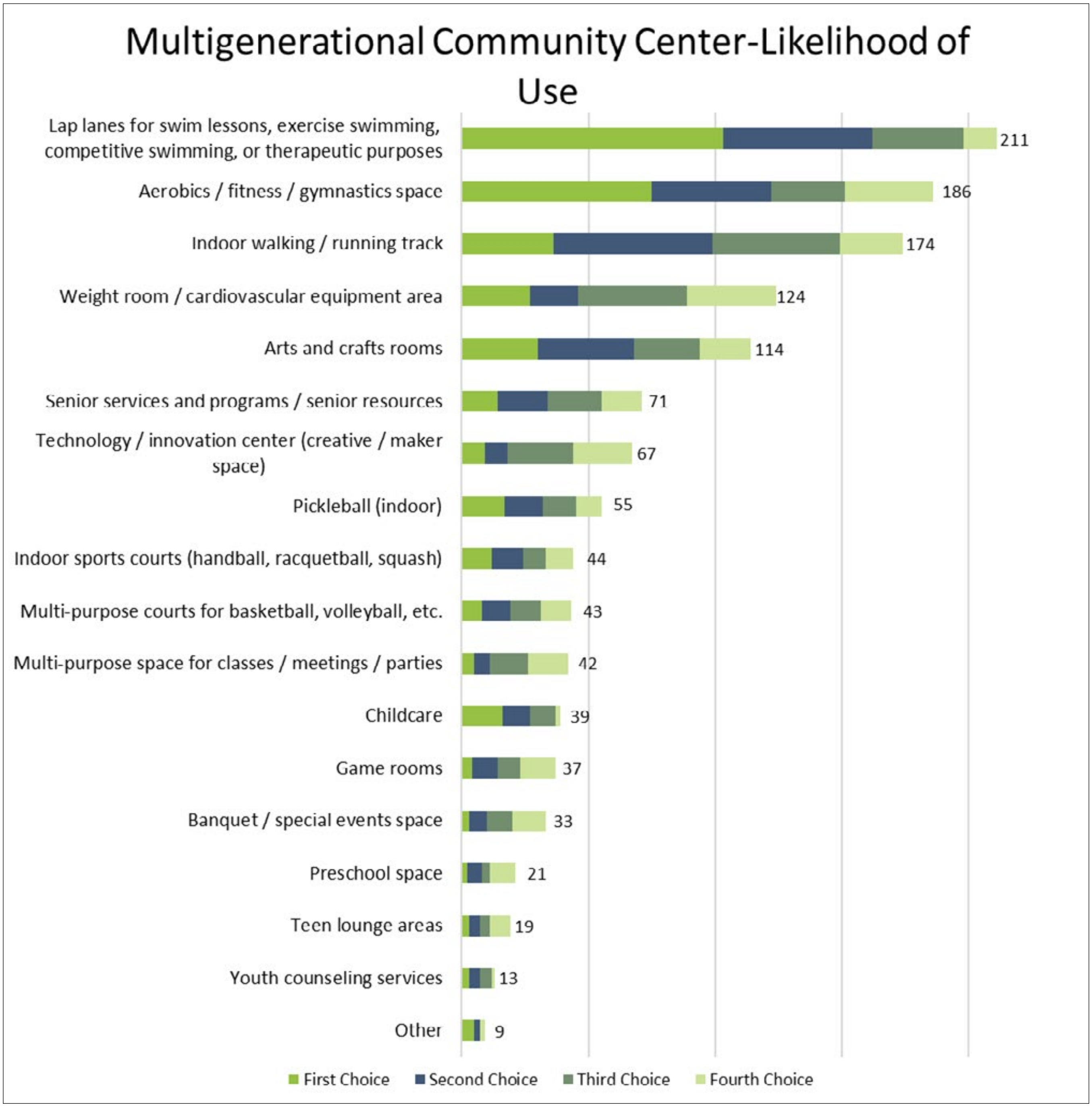
Survey respondents indicated that the elements they would use the most (i.e., "several times a week") in a multigenerational community center would be swimming pool lap lanes (32%), aerobics / fitness / gymnastics space (30%), weight room / cardiovascular equipment (26%), and Indoor walking / running track (24%). Those elements with the highest "Seldom/Never" response rates were Preschool space (72%), Teen lounge area (69%), Childcare (68%), and Youth counseling services (66%). This demonstrates that survey respondents are more open to multipurpose and multigenerational activities for all.



Which FOUR of the features listed previously would your household be MOST LIKELY to use if they were included in a new Multigenerational community center?

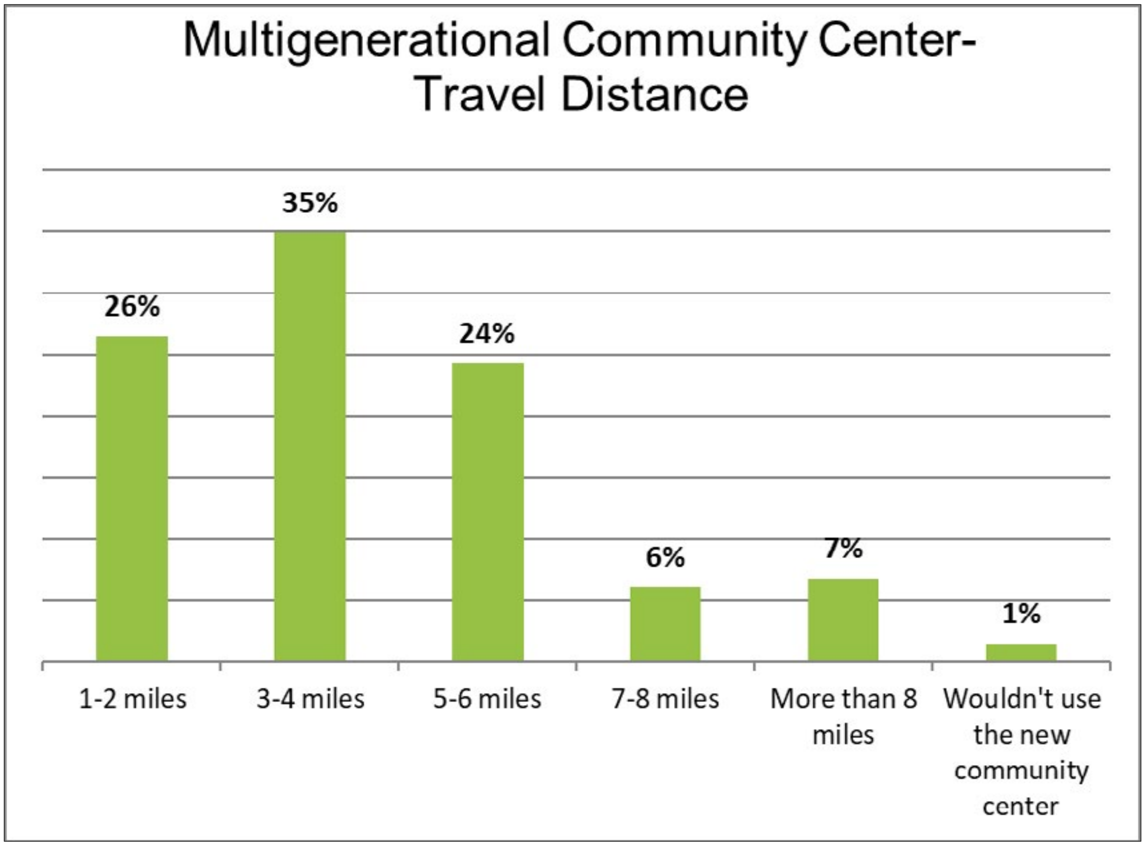
The feature that was identified by survey respondents as the most likely to be used at a multigenerational community center was Lap lanes for swim lessons, exercise swimming, competitive swimming, or therapeutic purposes (211).

This was followed by aerobics / fitness / gymnastics space (186) and indoor walking / running track (174). The least mentioned options were youth counseling services (13), teen lounge area (19), and preschool space (23).

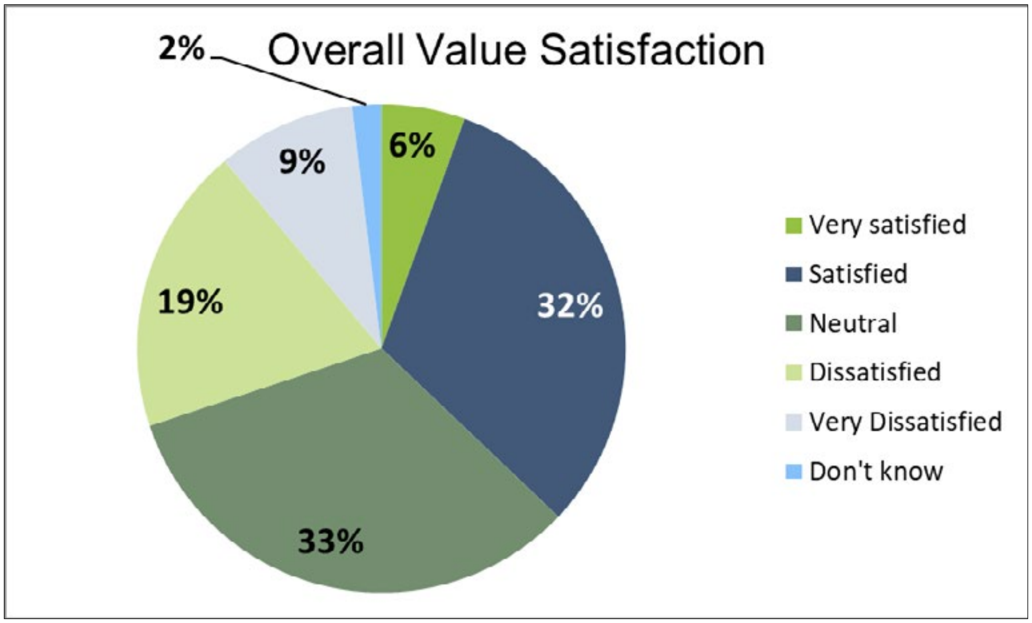


What is the maximum distance you would travel to use a new Multigenerational community center if it had the features you indicated in the previous question as the most important to your household?

Survey respondents indicated a strong willingness to travel to a multigenerational community center if it had the features they desired. Twenty-six percent (26%) stated they would travel 1-2 miles, thirty-five (35%) reported they would go 3-4 miles, and twenty-four percent (24%) indicated they would travel 5-6 miles. Combined, 99% of survey respondents would travel at least 1 mile to use a multigenerational center, while only 1% said they would not use such a facility.



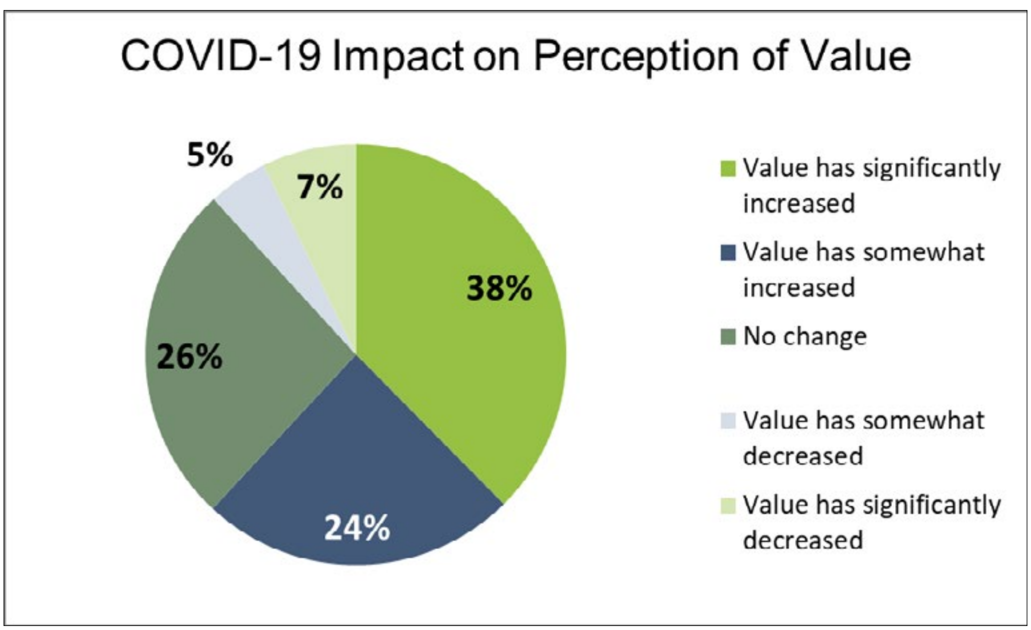
Please rate your level of satisfaction with the overall value that your household receives from the City of Norfolk Parks and Recreation Department.



Approximately 38% of survey respondents were satisfied or very satisfied with the value they receive from the Department, while 28% ranked their level of satisfaction at dissatisfied or below.

Given the recent COVID-19 Pandemic, how has your and your household's perception of the value of parks, trails, open spaces and recreation changed?

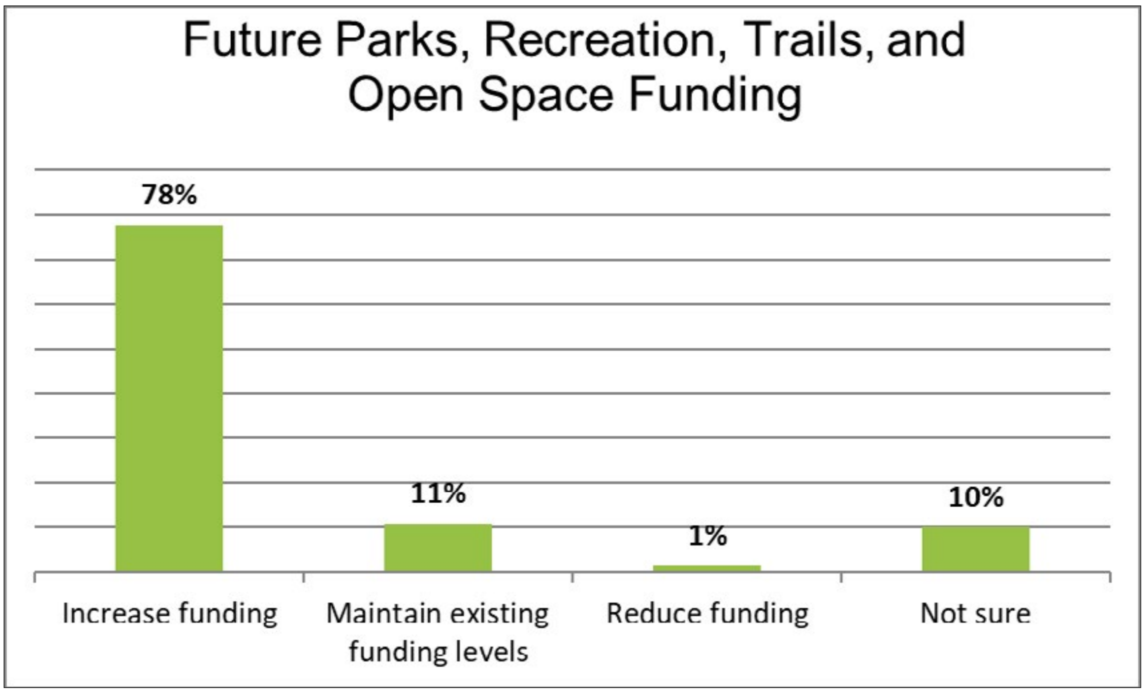
Over 62% of survey respondents claim that their perception of the value of parks, trails, open spaces, and recreation has increased to some degree during the COVID-19 pandemic, while only twelve (12%) expressed that their perception of the value received decreased. While the previous question indicated that satisfaction levels for the Department are somewhat split, there was a clear increase in perceived value among survey respondents for parks, trails, open space, and recreation, in light of the pandemic.



Based on your perception of value, how would you want the City of Norfolk to fund future parks, recreation, trails, and open space needs?

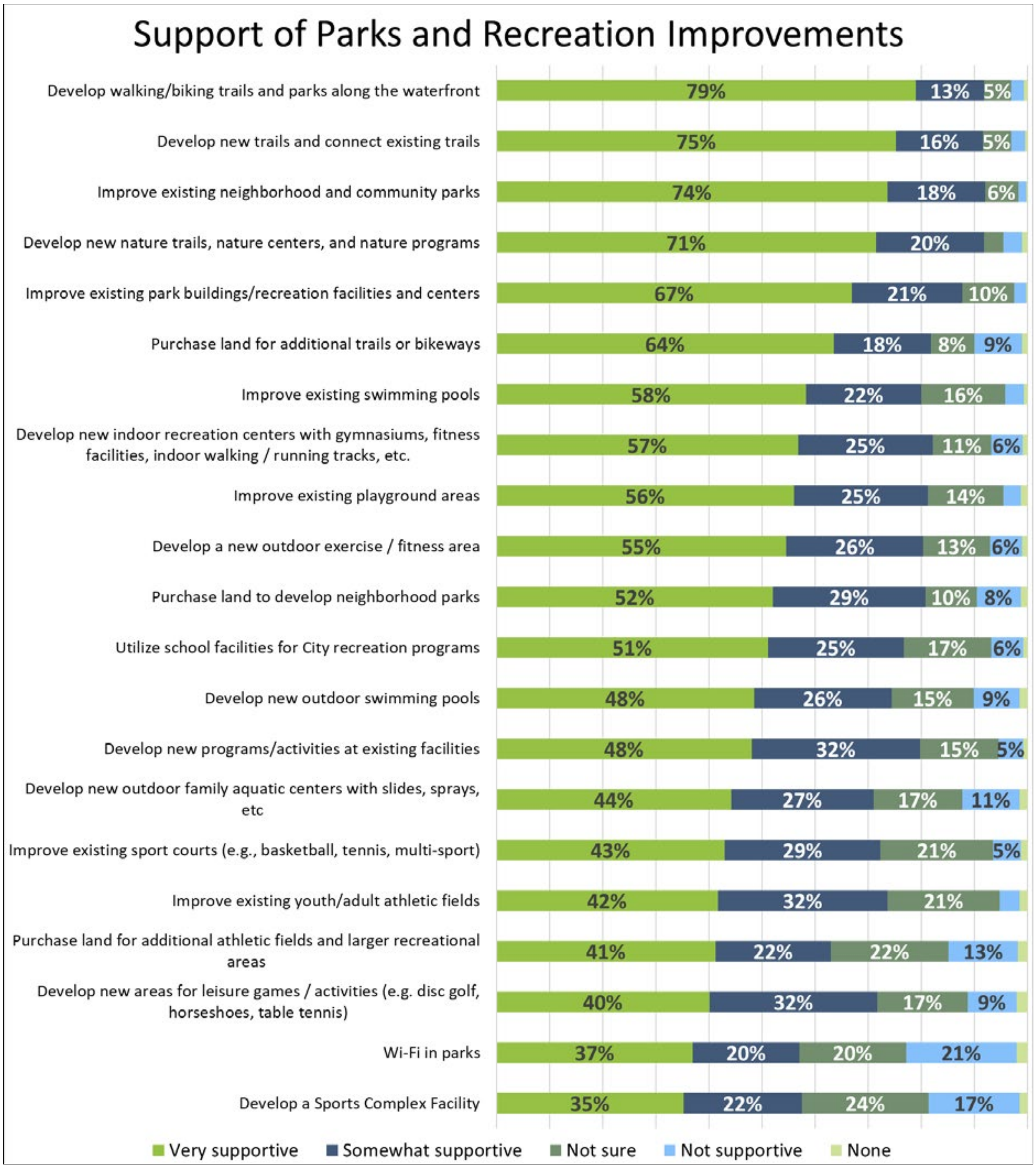
Seventy-eight (78%) of survey participants said they would want the City of Norfolk to increase funding for parks, recreation, trails, and open space based on their perception of value. Eleven percent (11%) would maintain existing funding levels, and only 1% would reduce funding. Ten percent (10%) indicated they were unsure.

This shows that survey respondents are highly supportive of funding future parks, recreation, trails, and open space.



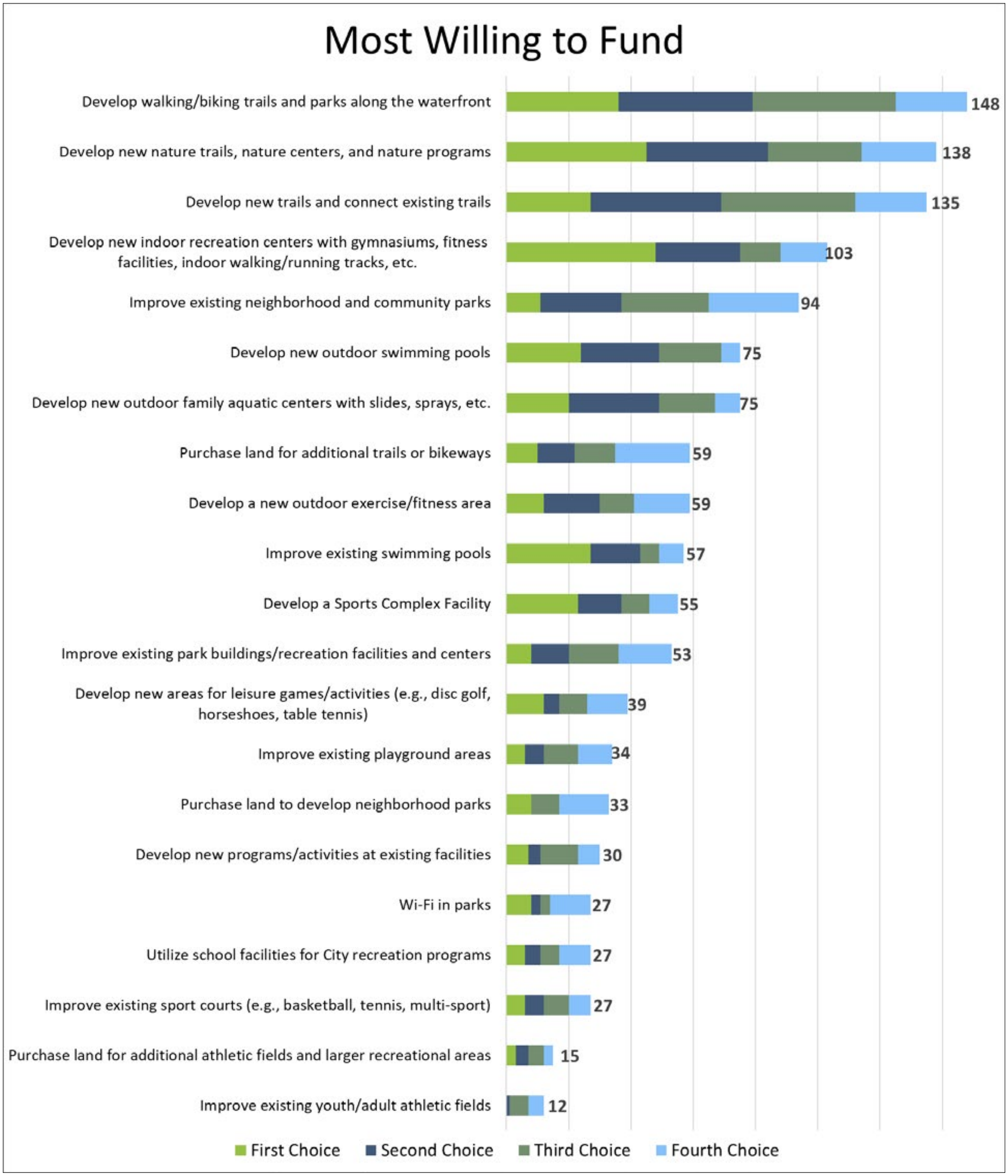
Please rate your level of support for each of the following actions the City of Norfolk could take to improve the parks and recreation system.

Strong support exists among survey respondents for most of the improvements listed below. Develop walking / biking trail along the waterfront (79%) had the highest "very supportive" percentage, followed closely by develop new trails and connect existing trails (75%), improve existing neighborhood and community parks (74%), and develop new nature trails, nature centers, and nature programs (71%); once again showing community interest in passive, self-paced recreation from survey respondents. Develop a Sports Complex facility had the lowest "very supportive" percentage at 35% and ranked behind only Wi-Fi in parks (21%) in highest "not supportive" response rate at 17%.



Which FOUR actions from the previous list would you be MOST WILLING to fund?

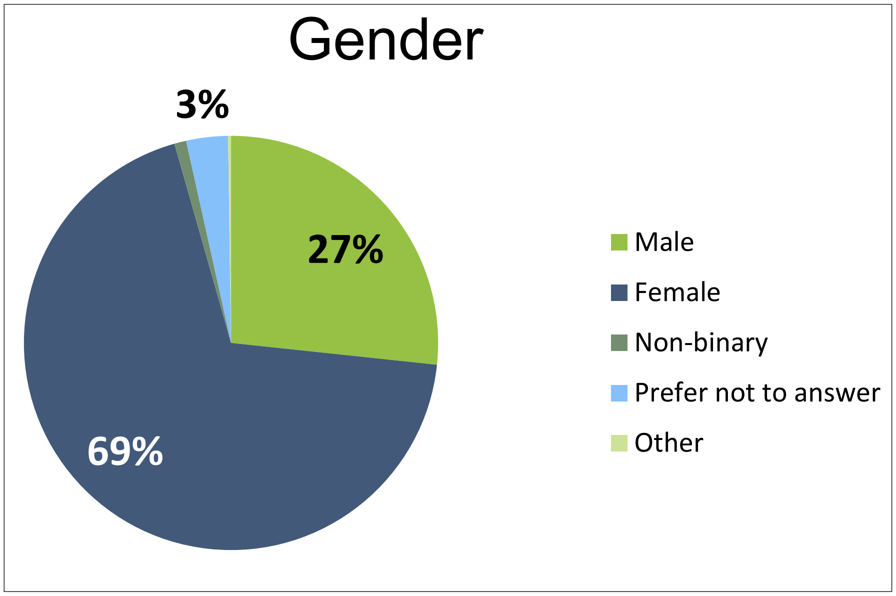
Passive recreation and open space opportunities once again rose to the top of the list, as develop walking / biking trails and parks along the waterfront (148), develop new nature trails, nature centers, and nature programs (138), and develop new trails and connect existing trails (135) were the actions that survey respondents would be most willing to fund.



Those least likely to be funded were improve existing youth / adult athletic fields (12), purchase land for additional athletic fields and larger recreational areas (15), improve existing sport courts (27), utilize school facilities for City recreation programs (27) and Wi-Fi- in parks (27).

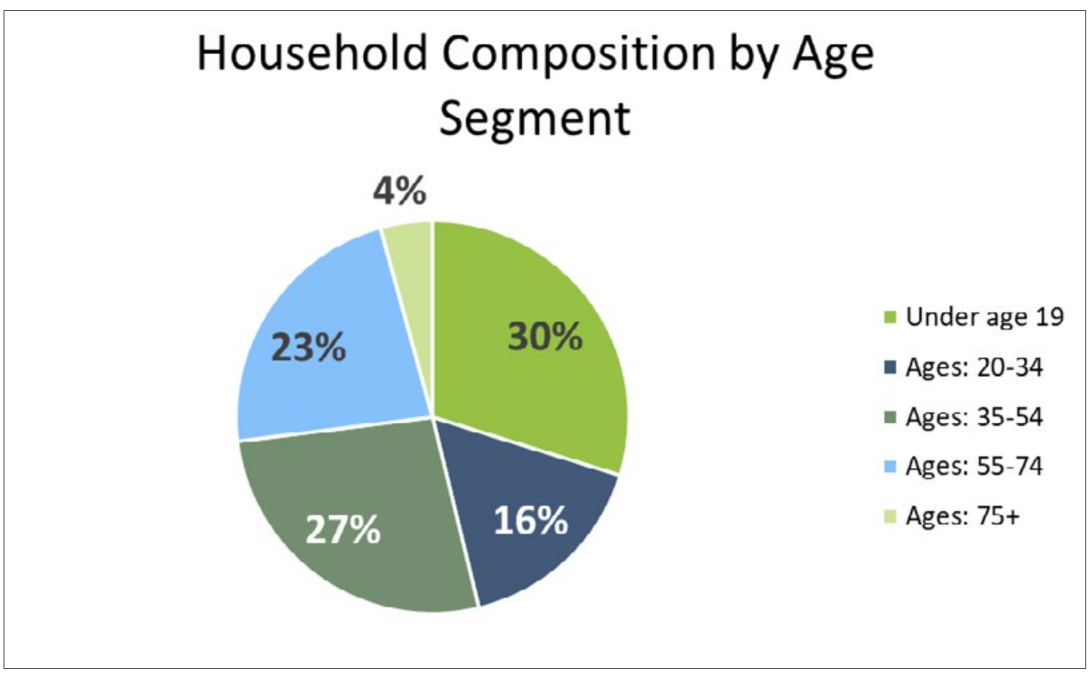
Demographics
What is your gender

Nearly 70% of survey respondents were female with 27% identifying as male at 3% preferring not to answer.



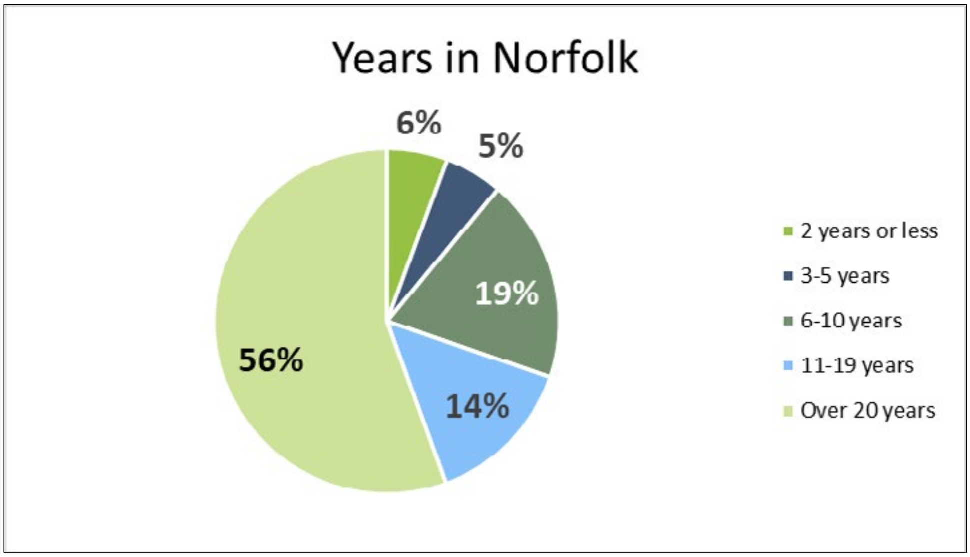
Including yourself, how many people in your household are...

Of the survey respondents and all those in their household, Thirty percent (30%) were age 19 and under. Sixteen percent (16%) were between the ages of 20-34 and twenty-seven percent (27%) were 35-54. Over a quarter of survey participant households were 55 and older (27%).



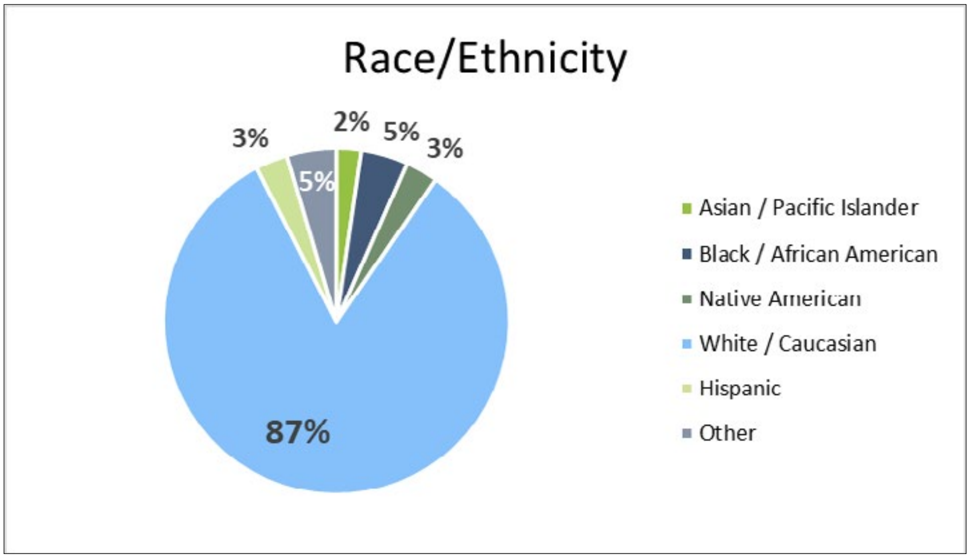
How many years have you lived in the City of Norfolk?

Of those who participated in the survey, over 56% have lived in Norfolk for over 20 years, with 17% stating they had been residents for over 50 years. Only 5 of the 367 respondents stated they had lived in the city for less than a year. The longest tenured resident response was 82 years.



Which of the following best describes your race / ethnicity? (check all that apply)

Over 87% of survey respondents identified as White / Caucasian. This shows that White / Caucasian was overrepresented on the online survey when compared to current demographic data (45% White in 2020).



On the other hand, Black / African American made up only 5% of the survey participants, which is much lower than the actual representation of City residents (43% Black / African American in 2020).

PARKS AND RECREATION

Master Plan Assessment