

MCPB Agenda Item 5 September 5, 2019

MEMORANDUM

Date: August 29, 2019

TO: Montgomery County Planning Board

VIA: Michael F. Riley, Director of Parks

Miti Figueredo, Deputy Director, Administration ${\mathcal W}$

John Nissel, Deputy Director, Operations

Andrew Frank, Chief, Park Development Division

FROM: Carl Morgan, CIP Manager, Park Development Division

SUBJECT: Work Session #1 for Preparing the Department of Parks' FY21-26 Park Capital

Improvements Program (CIP)

Staff Recommendation

 Approve recommendation to County Council to increase Spending Affordability Guideline for Park and Planning Bonds from the Current \$6.5-6.7 million/yr¹ to \$8million/yr

 Conditional approval of local park project funding for inclusion in the Parks Department's FY21-26 CIP

Background

To date, the Planning Board has had two strategy sessions for the FY21-26 CIP preceded by a joint public forum in June with the Montgomery County Parks and Recreation Advisory Board to hear testimony from citizens and advocacy groups. Earlier Planning Board work sessions on April 4 and July 25 included discussion of the strategy for the CIP, including criteria, process, schedule, and equity. A summary of the recommended strategy for prioritizing project funding, including the implementation and approach to equity, is attached on page ©1.

September 5 is the first of two strategy sessions where we will look at recommended scenarios for project funding levels in the upcoming CIP. One session will focus on local parks that are primarily funded with M-NCPPC bonds ("Park and Planning Bonds"). The second session will focus on non-local

¹ SAG is set for M-NCPPC bond programming in the FY19-24 CIP as follows: all six years at \$39.5 million and by fiscal year as FY19-21at \$6.5m, FY20-23 at \$6.6 m/yr, and FY24 at 6.7 m/yr

parks, the bulk of which are funded primarily with Montgomery County General Obligation Bonds ("GO Bonds").

The staff recommendation for local park projects includes recommended levels for both Spending Affordability Guidelines and Program Open Space.

- Spending Affordability Guidelines (SAG) Guidelines set by the Council each fall that define a limit on how much debt (issuance of bonds) is affordable not only from a programming standpoint in the CIP, but also for the associated debt service that will be paid out of the operating budget.
- Program Open Space (POS) Funding from the State's real estate transfer tax that is used for acquisition of parkland and park development.

The County Council will need a recommendation from the Board for SAG for Park and Planning Bonds in mid-September, so we have opted to discuss SAG and Park and Planning bond funded projects at this session.

The September 12 session will focus on a scenario for non-local park projects funded with County General Obligation (GO) bonds. At that session, we will also review funding levels for the remaining park projects that are funded with other, non-bond related funding.

Moving Toward a Scenario for Park and Planning Bonds

Before zeroing in on the local park projects, staff would like to provide an update to information presented at the last session on July 25, 2019 regarding the full CIP². Included in that information was a table showing overall funding levels for the past ten years. On page ©5 you will find that summary table converted into 2019 dollars. Keep in mind, this includes all funding sources and not just those that are subject to spending affordability caps.

The initial staff request has resulted in a CIP that is \$277.5 million³. This is an increase of \$41.7 million or 17.7%. While not unreasonable, it has challenges from an affordability perspective.

Options available for creating a scenario that responds to SAG include:

- Delaying projects
- Phasing projects
- Maintaining prior funding levels
- Offset bond funding with POS funding
- **Increasing SAG**

When looking at currently funded local park projects, there is only one standalone project, Hillandale Local Park, which is fully appropriated and is no longer a candidate for delay or further phasing. Others were moved to the Park Refresher program in the current CIP cycle. Regarding the other CIP projects (all level-of-effort projects), maintaining prior funding levels does not allow the Department to be adequate

² All projects and funding sources

³ This does not yet include appropriation for developer contributions in the Bethesda Park Impact Payment CIP project (P872002). Staff will report this information in the second CIP work session on September 12, 2019.

stewards of the park system due to project backlogs and aging infrastructure. Also, POS funding is already programmed in the current CIP to capacity limiting it as an option to augment necessary funding. In order to consider incorporating some increases necessary to address project backlogs and aging infrastructure, it is necessary to consider looking at the spending affordability guidelines for Park and Planning Bonds.

Spending Affordability Guidelines

In Strategy Session #2 on July 25, we identified SAG as a constraint in developing the CIP. For reference, you will find general information about SAG on page ©6. In Strategy session #2 we reported that the current SAG for Park Bonds is \$6.5-6.7 million/yr⁴ and that we were in discussions with the Commission's Finance staff to determine what flexibility we would have to raise SAG to meet funding needs.

Since the last session with the Board, we have learned that even without raising SAG, debt service levels associated with currently approved Park Bonds will increase. This is due to delays in issuing some bonds from prior years. This is a typical cost saving practice, an issue-as-you go approach that is timed with actual construction and acquisition expenditures and avoids accruing unnecessary debt service.

On page ©8 you will find debt service comparisons for SAG at three levels; at the current SAG, rasing it to \$7.25m/yr, and at \$8m/yr. The increase in SAG would increase debt service annually each year during the CIP and beyond. At the \$7.25m/yr level, debt service would increase annually by about \$53,000. At the \$8.0m/yr level, debt service would increase annually by about \$120,000⁵.

Debt service is paid for out of the operating budget, so we recognize that while increasing limits on bonds allows for additional infrastructure and renovations needed in the parks, it the resulting debt service adds fiscal pressure to funds used to run the park system. However, please note that the existing aging infrastructure carries an intherent operating cost, so increasing CIP funding for PLAR and Park Refreshers will help constrain those costs. Understanding the potential impact to the operating budget during the six years of the CIP cycle is important when considering the other options available for creating an affordable scenario mentioned earlier.

Program Open Space

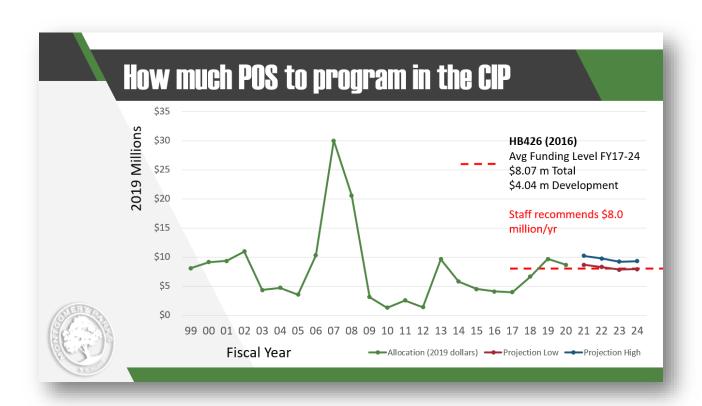
Program Open Space (POS) is primarily used for local park projects to supplement limited Park and Planning Bond capacity. During the last strategy session, staff presented a recommendation for assuming certain levels of POS in the six years of the CIP. Again, it is a challenge since we only know how much POS is coming in the next fiscal year, so programming the CIP with POS is a task that requires forecasting, looking at past trends, and assuming risk.

In the last session, staff recommended maintaining POS programming at about \$8.0 m/yr (\$4m for acquisition and \$4m for development) based on recent analysis. Even though current State projections

⁴ SAG is set for M-NCPPC bond programming in the FY19-24 CIP as follows: all six years at \$39.5 million and by fiscal year as FY19-21at \$6.5m, FY20-23 at \$6.6 m/yr, and FY24 at 6.7 m/yr

⁵ Refer to charts on page ©6 Debt Service for Park and Planning Bonds, "Marginal Increase"

for the next several years point to Montgomery County receiving a potential range between \$8.2 to \$9.6m/yr, the recommendation of \$8m minimizes risk. In any case, staff recommends against programming more than \$8.5/yr. If additional POS funding becomes available we will assist the Board in amending the CIP to fund additional projects as per the Board's priorities.



Finding a Balanced Scenario

After understanding the debt service implications of adjusting SAG and applying POS assumptions, we were then able to look at project schedules and funding based on the priorities discussed by the Board in strategy sessions. Unfortunately, there was not one scenario that provided enough capacity to fully fund the initial staff request of \$52. 3 million of programming in Park and Planning Bonds, an increase of \$13.9m with respect to the current CIP⁶. As such, there was a need to consider reductions in staff requests and funding priority level-of-effort projects first.

Staff recommends a scenario for local parks that involves raising the SAG to \$8m/yr and assuming an average assumption of POS at approximately \$7.9m/yr in POS. You will find a summary of the scenario starting on page ©9 and below. In this scenario, the overall staff request (all funding sources) of \$277.5 million is reduced by \$8.93 million to \$268.604 million. Additional reductions will be presented at the

⁶ M-NCPPC Bonds in the current FY19-24 CIP is \$37.430 million, whereas in the initial staff request for FY21-26 the total is \$51.293 million.

next work session that focuses on the non-local parks, primarily in the programming of GO bonds. Local park reductions from the initial staff request include:

- M-NCPPC Bonds from \$51.293 million to \$45.535 million (\$5.758 million)
- POS from \$49.445 million to \$46.273 million (\$3.172 million) with an average of POS programming at \$7.712 million/year. This leaves some room for further adjustments or additional programming as we look at the non-local park scenario in the September 12 work session. It also ensures some capacity is available for pass throughs to municipalities and possibilities of bolstering the acquisition program further.

Local Park Projects that are recommended for increase are listed below. Totals are with respect to the entire six years. For more detail, an alphabetical listing of project descriptions and funding comparisons begin on page©13:

- Energy Conservation Local Parks (P998710) \$878k
- Facility Planning Local Parks (P957775) \$600k
- Minor New Construction local parks (998799) \$350k
- Park Refreshers (P871902) \$5.775m
- Planned Life-cycle Asset Replacement (PLAR): LP Minor Renovations (998702) \$50k⁷ in M-NCPPC Bonds
- PLAR: LP Park Building Renovations (P998705) \$800k
- PLAR: LP Play Equipment (P998703) \$982k
- PLAR: LP Resurfacing Parking Lots & Paths (P871546) \$1.0m
- PLAR: LP Tennis/Multi-Use Court Renovations (P998704) \$700k
- Small Grant/Donor- Assisted Capital Improvements (P058755) \$3.1m⁸
- Urban Park Elements (P871540) \$550k⁹

Local Park Projects that remain at current funding levels and schedules include:

- Acquisition Local Park (P767828, M-NCPPC bonds portion)
- ADA Compliance: Local Parks (P128701)
- Cost Sharing: Local Parks (P977748)
- Hillandale Local Park (P871742)
- PLAR: LP boundary Markings (P998701)
- Seneca Crossing Local Park (P138704)¹⁰

⁷ In comparison to the FY19-24 CIP, this project appears to decrease, but the overall reduction is due to State funding and POS that were applied to specific projects in FY19-20 in years that are not be part of the upcoming FY21-26 CIP.

⁸ This increase is in Contributions appropriation, not actual revenue. The increased appropriation allows the Department to receive additional donations without having to go for budget amendments each time the funds are to be spent on specific projects.

⁹ This net increase involves removing all GO bonds, replacing them with M-NCPPC bonds, and increasing the level-of-effort with M-NCPPC bonds.

¹⁰ Funding remains in the "beyond six years" column which means that the funding is available FY27 or later. As such, the funding will not be counted in the FY21-26 CIP.

Local Park projects that are decreased include:

- Acquisition Local Park (P767828) \$3.608m (POS appropriation only)¹¹
- - \$50k
- Legacy Open Space (P018710) \$815k (M-NCPPC bonds)

Scenarios at the current SAG level meant keeping level-of-effort projects at current levels and not incorporating increases to more appropriately maintain and renovate the existing park system. Raising the SAG slightly to \$7.25m/yr still left significant delays that were unpalatable and not recommended.

What's Next?

The September 12 session will focus on a scenario for non-local parks that are primarily funded with County General Obligation (GO) bonds. At that session, we will also review funding levels for park projects that are funded with other, non-bond related funding.

Based on the feedback from these sessions, staff will present a final recommendation for all projects at an adoption session scheduled for October 3. At this session, the Board will receive a complete set of project description forms (PDFs) for final approval. The recommended FY21-26 CIP will be forwarded to the County Executive and County Council by November 1, as required by State Law, with a favorable recommendation.

Following the November 1 transmittal, the County Executive will recommend a proposed FY21-26 CIP for all agencies and departments, including Parks, by January 15, 2018 and transmit that to the County Council. The County Council will hold public hearings on the proposed CIP for all departments and agencies, including the Parks CIP, in early February and conduct work sessions in February and March. The CIP is scheduled for adoption by Council in late May.

Attachments:

- CIP Strategy and Evaluation Criteria FY21-26, page ©1
- Past CIP Funding Levels, page ©5
- Spending Affordability Guidelines, page ©6
- Debt Service for Park and Planning Bonds, page ©8
- Recommended Scenario: Park & Planning Bond Projects, page ©9

¹¹ This may be adjusted upward as staff further develops the scenario for non-local parks to be presented September 12, 2019

CIP Strategy and Evaluation Criteria FY21-26

These criteria and areas of focus guide the evaluation and prioritization of projects for the Capital Improvements Program for FY21-26

Immediacy

- The project repairs or replaces facilities necessary to protect public health, safety, and welfare.
- The project preserves natural, cultural or historic resources that might otherwise be lost or degraded if prompt action is not taken.
- The project upgrades facilities to comply with current code requirements and laws.
- The timing of the project is dependent on coordination with related projects of other County agencies or interest groups.
- The project is included in the first phase of a master plan.

Need

- The project is already programmed in the CIP and is therefore already promised to a community.
- The project provides facilities to an under-served geographic area
- The project provides facilities to an under-served population group.
- The geographic distribution of proposed projects is equitable.
- The project provides facilities to serve unmet needs countywide.
- The project serves a need identified by the surrounding community.

Efficiency

- The project increases revenue, results in cost savings, and/or improves operational efficiency.
- The project leverages an opportunity, such as a partnership, contribution, donation or grant.
- The project has a high cost/benefit ratio by serving a large number of people for a reasonable cost.
- The project prevents further degradation of existing facilities which could be costly to repair later.

Equity

- The project provides services or facilities to communities where there is a predominance or majority of racial or ethnic minorities
- The project provides services or facilities to higher populations of lower income residents with low levels of access to parks
- Tools that may be used to determine Equity include Park Equity scores as per the 2017 PROS Plan, the methodologies in the Energized Public Spaces Functional Master Plan for Parks in Mixed

Strategy Session #2
Supporting Documents

Use & Higher Density Residential Areas (EPS FMP), and M-NCPPC maps for Racial and Ethnic Predominance and Percent Area Median Income

New vs. Renovation

 The predominant emphasis in the CIP should be on maintaining the current system and infrastructure

Public Access to Natural Areas

- Serves park users and protects natural resources
- Improves and expands trail networks
- Provides natural resource-based recreation opportunities

Trails

 Increasing trail construction and renovation efforts, both natural and hard surface

Ballfields

 Making ballfields available and convenient to a growing park constituency

Urban Parks

- Increasing focus on activations and improvements
- Focusing more on urban areas where infrastructure is often older and open space is limited.
- Addressing changing needs and interests of urban populations

Acquisitions

- Targeting urban parks and high-density areas
- Seeking potential for natural resource-based recreation as well as enhancing the natural environment

Project Delivery

- Fewer large-scale renovations
- More targeted, phased renovations of park components by utilizing level-of-effort projects
- Using in-house staff resources where possible
- Taking advantage of interdepartmental partnerships
- Focusing on Level-of-efforts on maintaining what we have and Implementing improvements to parks quickly

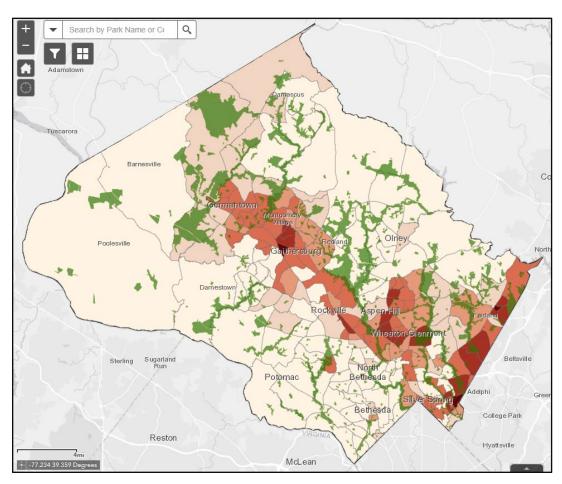
Facility Planning

- Activating urban parks
- Focusing on smaller projects and studies

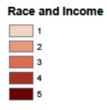
Implementation of the Strategy and Approach to Equity

In the first strategy session in April, the Planning Board affirmed criteria and an overall strategy for the FY21-26 CIP. Additionally, staff presented tools the Department was using to view the programming of the CIP through an equity lens. Included in this was a mapping tool in development that would overlay CIP projects on base maps that would aid in the equity analysis. The base maps included Park Equity (PROS 2017), Income, and Racial/Ethnic Predominance.

After discussing the tools with the Board and considering the complex task ahead of reviewing the 900+ candidate projects in the Enterprise Asset Management System (EAM), the Department created a single base map that combined the Income map with the Racial/Ethnic Predominance map. This base map was used as the primary base map for continuing the review of project programming in the CIP.



It is important to note that this tool for equity has limitations and is not yet able to model at a granular level. It provides much better answers than we have had in the past, but it does not answer all questions. The Department will be doing additional work outside of the CIP framework to develop a more sophisticated method of modeling and understanding equity in the county. Until then, this tool must be used with care and must be buttressed with other analysis outside of the tool, including knowledge of the vicinity, needs of its residents, and the



facility in question. Despite its limitations and being a tool in development, it will help us focus more future funding on parks that serve areas of higher equity needs and that will be reflected in the FY21-26 CIP.

The Department's CIP Evaluation Committee convened shortly after the strategy session in a series of meetings between April and July. In these meetings, the Committee reviewed all standalone projects, and all level-of-effort projects. The review of standalones included projects that are programmed in the CIP, projects that were proposed but not funded in the CIP, and new projects that may be recommended in the next CIP. The bulk of the meetings, however, focused on level-of effort projects and how to best prioritize the lengthy list of candidate projects within each level-of-effort project and within the framework of the Board's CIP Strategy and Evaluation Criteria.

Prior to each meeting, CIP staff provided the Evaluation Committee a report that included the following for each level-of-effort project:

- Map and list of projects programmed in the CIP (base map being the Income and Racial/Ethnic Predominance composite map)
- Candidate project lists
- Prioritization factors currently being used within each level-of-effort project

The Committee discussed the prioritization factors respective to each level-of-effort project, recommended projects for the next CIP, and identified the ideal funding level to address issues of maintenance, life-cycle, and project backlog. The summation of the Committee's Ideal funding levels for CIP projects is identified moving forward as the scenario for the initial staff request.

At the wrap up session, the Evaluation Committee identified that high priority capital projects that should be fully funded in the upcoming CIP include:

- Planned Life-cycle Asset Replacement
- Park Refreshers
- Trail: Hard Surface Renovation
- Ballfield Initiatives

The Department has continued to review the Evaluation Committee's recommendations within the mix of the Planning Board's overall CIP Criteria and Evaluation Strategy, the equity lens, public feedback, and the fiscal constraints discussed earlier in this report. Using this as a framework, staff will present recommendations to the Planning Board that balance the demands of that framework.

Summary charts of CIP submissions (all funding sources), recommendations and approvals, including the initial staff request for FY21-26.

Past CIP Funding Levels

	FY09-14	FY11-16	FY13-18	FY15-20	FY17-22	FY19-24	Biennial FY19-24
Planning Board Proposed	208.0	203.5	178.8	194.7	194.4	243.5	239.1
CE Recommended	192.9	161.5	166.0	168.6	166.0	217.0	231.1
Council Adopted	196.4	166.1	178.8	178.2	184.2	222.1	235.8

In millions

The Ask for FY21-26: **\$277.5**

Increase: 17.7%



	FY09-14	FY11-16	FY13-18	FY15-20	FY17-22	FY19-24	Biennial FY19-24
Planning Board Proposed	232.2	227.2	192.8	207.9	198.3	243.5	239.1
CE Recommended	215.4	180.3	179.0	180.1	169.3	217.0	231.1
Council Adopted	219.3	185.4	192.8	190.3	187.5	222.1	235.8

In millions

The Ask for FY21-26: **\$277.5**

Increase: **17.7%**

* Source: http://https://data.bls.gov//

Spending Affordability Guidelines

Going into budget season each year, the County Council sets spending affordability guidelines (SAG) that determine essentially how much debt they are willing to take on to fund the capital budget and CIP. The Council reviews several financial components in establishing SAG. However, the primary two SAG components the Council sets that affect the Parks CIP are limits on two types of bonds which together fund 44.7% of the Parks CIP¹. The two types of bonds are Montgomery County General Obligation bonds (GO bonds) and the Commission's Park and Planning bonds. SAG essentially places a maximum dollar limit on bond funding in the CIP. For GO bonds SAG is \$320 million per year and will transition down to \$290 million by FY23. For Park and Planning bonds SAG is set at \$6.5-6.7 million per year.

SAG-GO Bonds

SAG for GO bonds are set with respect to the County's overall bond issuance, so there is no guideline set specifically for a department or agency. Essentially, if a department or agency is allowed to increase their portion of GO bonds in the overall County CIP, another department or agency must diminish their CIP. Considering the high levels of annual debt service associated issuing bonds and that the County is currently at or very near this limit, it is unlikely that the Council will raise the SAG for GO bonds. With this in mind, it is likely that the County Executive will not support any increases to the Council that the Commission may proposed to current bond levels in the first four years of the FY21-26 CIP. Further, the expectation is likely that the Board will also be expected to keep GO bonds in FY25 and 26 similar to the levels in the first four years. Based on this and the fiscal outlook for FY21-26 presentation by OMB that was included in the staff report of the last CIP session, Staff anticipates the possibility that the Executive will recommend some GO bond cuts in the 21-26 CIP.

The Current GO bond SAG for the County in FYs 21-24 is an average of \$302.5 million per year. If M-NCPPC's share of County GO bonds is roughly 4% of the overall GO bond share², then M-NCPPC's share of the SAG is roughly \$12.1 million per year. This means that if we do not program more than \$12.1 million per year in GO bonds, the M-NCPPC CIP should theoretically not contribute to the County exceeding SAG for GO bonds overall.

SAG- Park and Planning Bonds

Since the Commission is the only agency that uses Park and Planning bonds, the SAG for that funding source is set specifically for our agency. Unlike SAG for GO bonds that are set over four years, SAG for Park and Planning Bonds is with respect to the full 6 years of the CIP. Park and Planning bonds are currently \$39.5 million or and range annually from \$6.5 to 6.7 million per year depending on the fiscal year, but due to inflation assumptions

Strategy Session #2
Supporting Documents



¹ FY19-24 CIP for Parks is \$235.809m. GO Bonds are \$68.078m. Park and Planning Bonds are \$37.430m. Total bond funding is \$105.508m or 44.7% of the CIP.

² The Countywide FY19-24 CIP is funded with \$1.804b in GO bonds. GO bonds for M-NCPPC are \$68.078m

by the County, this has generally allowed us only to program about \$5.9-6.5 million of Park and Planning Bonds in the CIP.

In 2017, the Planning Board approved the staff recommendation to raise SAG to \$8.0 milion/yr. At the time that this recommendation went to the County Council the Council was also considering making some difficult decisions about SAG for GO bonds that ultimately cinched down GO bond spending from \$340 million/year (FY16-18) to \$FY300 million/year. After making a drastic cut to GO bond spending, the Council was not able to endorse an increase in SAG for Park and Planning bonds as limited as the Department's ask was.

Department staff have been working again with the Commission's Secretary-Treasurer and Department staff to assess to what level the current SAG of \$6.5-6.7 million/yr is affordable and to what extent the Board may or may not be able to raise SAG to accommodate new projects and increases in existing projects in the CIP. Information about the impact can be in the next section on page©6. At this time, the staff is recommending that the Board request the County Council to approve an increase in SAG for Park and Planning Bonds from \$6.5-6.7 million/yr to \$8million/yr.

Debt Service for Park and Planning Bonds

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Fiscal Year	Current Debt Service as of June	New Debt Service during	Total Debt Service during
	30, 2019	FY21-26	FY21-26
FY 2021	6,040,410	1,426,995	7,467,405
FY 2022	5,542,960	2,024,254	7,567,214
FY 2023	5,447,360	2,606,277	8,053,637
FY 2024	4,958,954	3,180,444	8,139,398
FY 2025	4,883,516	3,741,394	8,624,910
FY 2026	4,611,584	4,286,877	8,898,461

Debt Service at potential SAG of \$7.25m per year

Fiscal	Current Debt	New Debt	Total Debt	Increase	%	Marginal
Year	Service as of June 30, 2019	Service during FY21-26	Service during FY21-26	from Current SAG ⁴	Increase	Increase ⁵
FY 2021	6,040,410	1,474,965	7,515,375	47,970	0.6%	
FY 2022	5,542,960	2,133,318	7,676,278	109,064	1.4%	61,094
FY 2023	5,447,360	2,774,935	8,222,295	168,658	2.1%	59,594
FY 2024	4,958,954	3,399,815	8,358,769	219,371	2.7%	50,713
FY 2025	4,883,516	4,007,959	8,891,475	266,565	3.1%	47,194
FY 2026	4,611,584	4,599,366	9,210,950	312,489	3.5%	45,924
					Average	52,904

Debt Service at potential SAG of **\$8.0m** per year

Fiscal Year	Current Debt Service as of June 30, 2019	New Debt Service during FY21-26	Total Debt Service during FY21-26	Increase from Current SAG ³	% Increase	Marginal Increase ⁴
FY 2021	6,040,410	1,530,315	7,570,725	103,320	1.4%	
FY 2022	5,542,960	2,259,162	7,802,122	234,908	3.1%	131,588
FY 2023	5,447,360	2,969,541	8,416,901	363,264	4.5%	128,356
FY 2024	4,958,954	3,661,452	8,620,406	481,008	5.9%	117,744
FY 2025	4,883,516	4,334,895	9,218,411	593,501	6.9%	112,493
FY 2026	4,611,584	4,989,870	9,601,454	702,993	7.9%	109,492
					Average	119,935

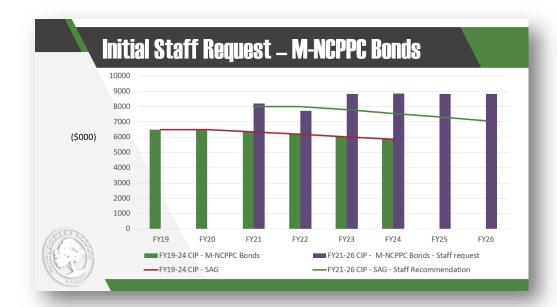
³ SAG is set for M-NCPPC bond programming in the Current CIP as follows: all six years at \$39.5 million and by fiscal year as FY19-21at \$6.5m, FY20-23 at \$6.6 m/yr, and FY24 at 6.7 m/yr

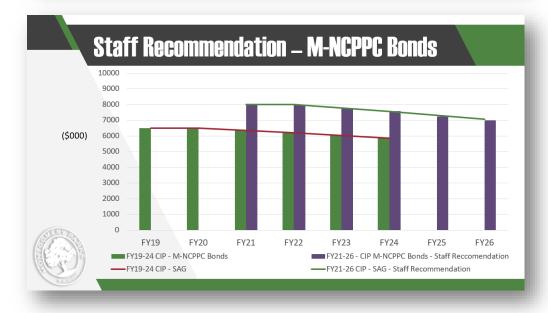
⁴ Total Debt Service at this SAG level minus Total Debt Service at current SAG

⁵ At this SAG level with respect to the year prior to it

Recommended Scenario: Park & Planning Bond Projects







- Spending
 Affordability
 Guideline (SAG)
 lines tend
 downward
 because the
 County adjusts the
 outer years for
 inflation
- The red line is the Current SAG for FY19-24
- The green line is the maximum programming at a potential raise of SAG to \$8.0 million/year
- The initial staff request would need a SAG adjustment of nearly \$9.0 million/year

Park and Planning Bond Funded Projects by Fiscal Year

Level-Of-Effort Projects - M-NCPPC bond-funded						
PDF Name	<u>FY 21</u>	FY 22	<u>FY 23</u>	<u>FY24</u>	FY 25	<u>FY26</u>
Acquisition: Local Parks (P767828)						
ADA Compliance: Local Parks (P128701)						
Cost Sharing: Local Parks (P977748)						
Energy Conservation - Local Parks (P998710)						
Legacy Open Space (P018710)						
Minor New Construction - Local Parks (P998799)						
Park Refreshers (871902)						
Planned Lifecycle Asset Replacement: Local Parks (P967754)						
Urban Park Elements (P871540)						
Level-Of-Effort Projects - Other-funded						
PDF Name	<u>FY 21</u>	FY 22	<u>FY 23</u>	<u>FY24</u>	<u>FY 25</u>	<u>FY26</u>
Facility Planning: Local Parks (957775)						
Small Grant/Donor-Assisted Capital Improvements (058755)						
Standalone Projects						
PDF Name	FY 21	FY 22	<u>FY 23</u>	<u>FY24</u>	<u>FY 25</u>	<u>FY26</u>
Hillandale Local Park (P871742)						

Park and Planning Bonds by Project

Level-Of-Effort Projects - M-NCPPC bond-funded							
PDF Name	FY 21	<u>FY 22</u>	<u>FY 23</u>	FY24	FY 25	<u>FY26</u>	<u>BSY</u>
Acquisition: Local Parks (P767828)	150	150	150	150	150	150	-
ADA Compliance: Local Parks (P128701)	760	860	880	800	800	750	-
Cost Sharing: Local Parks (P977748)	75	75	75	75	75	75	-
Energy Conservation - Local Parks (P998710)	150	150	200	200	200	200	-
Legacy Open Space (P018710)	400	400	400	350	350	285	111
Minor New Construction - Local Parks (P998799)	400	450	400	400	400	400	-
Park Refreshers (871902)	1,300	1,400	1,250	1,275	1,135	1,000	-
PLAR: LP - Boundary Marking (998701)	40	40	40	40	40	40	-
PLAR: LP - Minor Renovations (998702)	700	750	750	750	750	750	-
PLAR: LP - Park Building Renovations (998705)	400	500	500	500	350	350	-
PLAR: LP - Play Equipment (998703)	1,500	1,500	1,500	1,500	1,500	1,500	-
PLAR: LP - Resurfacing Lots and Paths (871546)	500	500	500	500	500	500	-
PLAR: LP - Tennis/Multi-Use Court Renovations (998704)	500	500	500	500	500	500	-
Seneca Crossing Local Park (P138704)	-	-	-	-	-	-	8,773
Urban Park Elements (P871540)	500	600	600	550	500	500	-
Subto	al 7,375	7,875	7,745	7,590	7,250	7,000	8,884
Standalone Projects							
PDF Name	FY 21	<u>FY 22</u>	<u>FY 23</u>	<u>FY24</u>	<u>FY 25</u>	<u>FY26</u>	<u>BSY</u>
Elm Street Urban Park (P138701)	-	-	-	-	-	-	942
Hillandale Local Park (P871742)	625	125	-	-	-	-	-
Subto	al 625	125	-	-	-	-	942
Grand To	al 8,000	8,000	7,745	7,590	7,250	7,000	9,826

Program Open Space by Project

Acquisition Projects							
PDF Name	FY 21	FY 22	<u>FY 23</u>	<u>FY24</u>	<u>FY 25</u>	<u>FY26</u>	<u>BSY</u>
Acquisition: Local Parks (P767828)	2,000	2,000	2,000	2,000	2,000	2,000	-
Acquisition: Non-Local Parks (P998798)	2,000	2,000	2,000	2,000	2,000	2,000	-
Subtot	al 4,000	4,000	4,000	4,000	4,000	4,000	-
Development Projects							-
PDF Name	FY 21	FY 22	<u>FY 23</u>	<u>FY24</u>	<u>FY 25</u>	<u>FY26</u>	<u>BSY</u>
Hillandale Local Park (P871742)	1,875	375		-	-	-	-
Little Bennett Regional Park Day Use Area (P138703)	-	1,023	1,000	-	-	-	-
Little Bennett Regional Park Trail Connector (P871744)	-	-	-	-	-	-	1,000
Magruder Branch Trail Extension (P098706)	-	-	-	-	-	-	360
Park Refreshers (New)	2,000	2,500	3,000	3,500	3,500	3,500	-
Subtot	al 3,875	3,898	4,000	3,500	3,500	3,500	1,360
							•
Grand Tot	al 7,875	7,898	8,000	7,500	7,500	7,500	1,360

The Projects

Below is a summary of projects (in alphabetical order) that are funded with Park and Planning Bonds, including a brief description and changes being considered.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Acquisition:	Park and Planning	19-24		900	150	150	150	150			-
Local Parks	Bonds	21-26		900	150	150	150	150	150	150	-
(P767828)	Program Open	19-24		15,608	3,245	2,600	4,150	1,795			-
	Space	21-26		12,000	2,000	2,000	2,000	2,000	2,000	2,000	-
	Total Funding	19-24		16,508	3,395	2,750	4,300	1,945		-	-
	Sources	21-26		12,900	2,150	2,150	2,150	2,150	2,150	2,150	-

- This CIP project is for acquisitions that serve county residents on a neighborhood or community basis
- Maintains Park and Planning Bonds \$150k for costs of land and administration
- Program Open Space is returned to the baseline assumption of \$2m/yr requested in October of 2017 for the FY19-24 CIP. The higher level of POS programming was a result of receiving the excess POS when several standalone local park projects were converted to Park Refresher projects. The excess appropriation/assumption of future POS was simply transferred to this CIP project and to the Park Refresher Project. General practice in prior CIPs has always been to assume a flat amount each year for POS in this capital project. Prior to the FY19-24 CIP it was always \$1m/yr. Raising it from \$1m to \$2m in the original request for FY19-24 was to reflect increased contributions forecasted from the State.
- As the Department is focusing on acquisitions in Urban areas, the cost of some projects is very high due to the market rates for urban land. As such, the Department's approach is to address these higher priced acquisitions with supplemental budget amendments on a case-by-case basis.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
ADA Compliance:	Park and Planning	19-24		4,850	900	800	750	750			-
Local Parks	Bonds	21-26		4,800	760	860	880	800	800	750	-
(P128701)	Total Funding	19-24		4,850	900	800	750	750			-
	Sources	21-26		4,800	750	850	850	800	800	750	-

- To ensure that all parks and park facilities are built and maintained in compliance with Title II of the Americans with Disabilities Act (ADA) and the ADA Accessibility Guidelines (ADAAG) standards
- Redistributes the current programming slightly. This recommendation maintains a reasonably robust level and also considers that some ADA issues will be addressed in the new Park Refresher program.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Cost Sharing:	Park and Planning	17-22		450	75	75	75	75			1
Local Parks	Bonds	19-24		450	75	75	75	75	75	75	-
(P977748)	Total Funding	17-22		450	75	75	75	75			-
	Sources	19-24		450	75	75	75	75	75	75	-

- Funding to accomplish local park development projects with either private sector or other public agencies
- No cost change

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Energy	Park and Planning	17-22		222	37	37	37	37			1
Conservation -	Bonds	19-24		1,100	150	150	200	200	200	200	-
Local Parks	Total Funding	17-22		222	37	37	37	37			
(P998710)	Sources	19-24		1,100	150	150	200	200	200	200	-

- To modify existing park buildings and facilities to control fuel and utilities consumption
- Increased to support the County's zero-carbon emissions goal for 2030
- Increase to eventually fund approximately 7-10 project per year

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Facility	Current Revenue:	19-24		1,800	300	300	300	300			-
Planning: Local	M-NCPPC	21-26		2,400	400	400	400	400	400	400	-
Parks (P957775)	Total Funding	19-24		1,800	300	300	300	300			-
	Sources	21-26		2,400	400	400	400	400	400	400	-

- Completes 15-30% design for projects that will have significant capital investment through park refreshers or standalone projects
- Establishes:
 - Program of Requirements
 - Preliminary Design
 - Determination of Regulatory Feasibility (Prelim. Permits)
 - o Accurate Cost Estimate for Design and Construction
 - o Includes Community Participation & Planning Board Approval
- Completed for major projects where design and construction costs cannot otherwise be accurately estimated
- Basis for requesting CIP funding from Planning Board & County Council to implement project
- There are many demands for renovations in equity areas that could be funded for design/construction through Park Refreshers or other PDFs
- Increase due to good implementation, park refresher program creating more projects, and for planning assistance in other capital projects and efforts, including Planned Life-cycle Asset Replacement projects and Urban Park Elements.

		CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	
Hillandale Local	Park and Planning	19-24	1,789	1,304	625	125	1	1			-
Park (P871742)	Bonds	21-26	1,235	750	625	125	-	-	1	-	-
	Program Open	19-24	3,911	3,911	1,875	375	1				-
	Space	21-26	2,250	2,250	1,875	375	-	-	1	-	-
	Total Funding	19-24	5,700	5,215	2,500	500			ı		-
	Sources	21-26	3,485	3,000	2,500	500	-	-	•	-	-

- Renovation of existing 25.35-acre park
- FY17-18 Design
- FY19-21 Construction

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Legacy Open	Contributions	19-24	938	1	1	-	1	1			-
Space (P018710)		21-26	938	1	1	-	-	-	-	-	-
	Current Revenue:	19-24	11,934	1,500	250	250	250	250			-
	General	21-26	11,459	1,230	250	250	250	250	115	115	-
	G.O. Bonds	19-24	52,274	15,000	2,500	2,500	2,500	2,500			-
		21-26	54,120	11,260	1,500	1,500	1,000	1,000	760	760	4,740
	PAYGO	19-24	17,855	1	1	-	1	-			-
		21-26	17,855	1	1	-	1	1	1	-	-
	POS-Stateside (P&P	19-24	200	1	1	-	1	-			-
	only)	21-26	200	1	1	-	1	1	1	-	-
	Park and Planning	19-24	10,796	3,000	500	500	500	500	148	148	-
	Bonds	21-26	10,500	2,185	400	400	400	350	350	285	111
	Program Open	19-24	4,003	1	-	-	-	-			-
	Space	21-26	4,003	1	1	-	1	-	-	-	-
	Total Funding	19-24	99,845	19,500	3,250	3,250	3,250	3,250	148	148	-
	Sources	21-26	100,000	14,675	2,150	2,150	1,650	1,600	1,225	1,160	4,851

- To acquire or obtain easements or make fee-simple purchases on open-space lands of countywide significance as per the Legacy Open Space Master Plan
- Reduced Bonds to maintain affordability and to fund increases in capital projects that maintain the park system

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Minor New	Park and Planning	19-24		1,850	300	300	350	350			-
Construction -	Bonds	21-26		2,450	400	450	400	400	400	400	-
Local Parks	State Aid	19-24		250	1	-	-	-			-
(P998799)		21-26		-	-	-	-	-	-	-	-
	Total Funding	19-24		2,100	300	300	350	350	-	-	-
	Sources	21-26		2,450	400	450	400	400	400	400	-

- Design and/or construction for a variety of improvements at local parks to meet trends
- Construction and reconstruction projects under \$300k
- Includes amenities such as picnic shelters, hard scapes, exercise stations, lighting, parking lot expansions, retaining walls, water fountains, etc.
- Increase to address projects on the approximately \$2.7m candidate list

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Park Refreshers	Park and Planning	19-24		4,896	310	725	950	835			
(P871902)	Bonds	21-26		7,360	1,300	1,400	1,250	1,275	1,135	1,000	-
	Program Open	19-24		14,689	930	2,175	2,850	2,505			
	Space	21-26		18,000	2,000	2,500	3,000	3,500	3,500	3,500	-
	Total Funding	19-24		19,585	1,240	2,900	3,800	3,340	•	•	•
	Sources	21-26		25,360	3,300	3,900	4,250	4,775	4,635	4,500	-

- This was a new PDF in the FY19-24 CIP
- Provides a specific program for mid-size park renovations
- Projects are in the \$1m to \$3m range.
- Projects in this PDF are subject to a preliminary review or facility plan before the Planning Board with a developed cost estimate
- Facility plans underway or recently approved
 - Dewey Local Park
 - o Battery Lane Urban Park
 - Woodside Urban Park
 - Caroline Freeland Urban Park
 - Long Branch-Wayne Local Park
 - Edith Throckmorton Neighborhood Park
 - Columbia Local Park
 - Acorn Urban Park
 - Silver Spring Intermediate Neighborhood Park
 - Carroll Knolls Local Park
- Future refresher projects
 - New Hampshire Estates Neighborhood Park
 - Long Branch Local Park
 - Long Branch Arliss Neighborhood Park
 - Stoneybrook Local Park
 - Valleywood Local Park
 - Washington Square Neighborhood Park
 - Takoma Urban Park
 - Scotland Neighborhood Park
- Increase M-NCPPC bonds and Program Open Space (POS) assumptions. POS funding requires a
 minimum of 1:3 ratio of matching funds (bonds) and POS. Due to Design and administrative costs
 required to prepare projects for presenting to the state for POS funding, it was necessary to change the
 ratio to 1:2.45.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
PLAR: LP -	Park and Planning	19-24		240	40	40	40	40			1
Boundary	Bonds	21-26		240	40	40	40	40	40	40	1
Marking	Total Funding	19-24		240	40	40	40	40			
(998701)	Sources	21-26		240	40	40	40	40	40	40	-

• Boundary Markings (Maintain funding of \$40k per year): Provides for survey work to delineate park boundaries.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
PLAR: LP - Minor	Park and Planning	19-24		4,400	750	750	700	700			-
Renovations	Bonds	21-26		4,450	700	750	750	750	750	750	-
(998702)	Program Open	19-24		450	1	1	1	1			-
	Space	21-26		-	-	-	-	-	-	-	-
	State Aid	19-24		175	1	1	1	1			-
		21-26		-	-	1	-	-	-	-	-
	Total Funding	19-24		5,025	750	750	700	700			-
	Sources	21-26		4,450	700	750	750	750	750	750	-

- Renovation, modernization, or replacement of aging, unsafe, or obsolete local park facilities or components of park facilities.
- The park system contains over 300 local parks and many different types of facilities, many of which are over 30 years old.
- Minor Renovations (Decrease FY20-21 slightly due to affordability but increase to staff request of \$750 in later years): Provides for infrastructure improvements for a variety of park amenities and infrastructure, such as bridge repairs/replacements.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
PLAR: LP - Park	Park and Planning	19-24		1,800	300	300	300	300			-
Building	Bonds	21-26		2,600	400	500	500	500	350	350	-
Renovations	Total Funding	19-24		1,800	300	300	300	300			-
(998705)	Sources	21-26		2,600	400	500	500	500	350	350	-

- Renovation, modernization, or replacement of aging, unsafe, or obsolete local park buildings.
- Park Building Renovations (increase from \$300k/yr to \$400-500k/yr): The park system has 40 small park
 activity and ancillary buildings available for rent or lease. Repairs to these buildings may include kitchen
 and restroom upgrades; replace floors; upgrade major system components HVAC/plumbing/electrical.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
PLAR: LP - Play	Park and Planning	19-24		8,018	1,410	1,439	1,329	1,280			-
Equipment	Bonds	21-26		9,000	1,500	1,500	1,500	1,500	1,500	1,500	-
(998703)	Total Funding	19-24		8,018	1,410	1,439	1,329	1,280			-
	Sources	21-26		9,000	1,500	1,500	1,500	1,500	1,500	1,500	-

- Renovation, modernization, or replacement of aging, unsafe, or obsolete playgrounds.
- Play Equipment (Increase baseline funding of to \$1.5m/yr in all years of the CIP): The life span of most play equipment is 20 years. Changes in safety standards sometimes require replacement at earlier intervals. Amenities included in this project are the play area border and protective surfacing under

- equipment, drainage improvements, walkways, seating, and trees to shade the play equipment, if needed. Recent costs for non-local park
- Prior funding of \$1.3 million/yr was funding 5-6 playgrounds per year and putting playgrounds on a 45-50 year replacement cycle. Current staff resources and additional funding could renovate an additional 1-2 playgrounds per year. The ultimate life cycle would be 20 years and require renovating 13-14 playgrounds per year.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
PLAR: LP -	Park and Planning	19-24		2,000	350	350	300	300			1
Resurfacing Lots	Bonds	21-26		3,000	500	500	500	500	500	500	-
and Paths	Total Funding	19-24		2,000	350	350	300	300			-
(871546)	Sources	21-26		3,000	500	500	500	500	500	500	-

Resurfacing Parking Lots and Paths (increase baseline funding of \$300-350k/yr to \$500k): pavement and
drainage rehabilitation for parking lots, entrance roads and paved walkways. This increase would help
reduce the backlog of paving projects.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
PLAR: LP -	Park and Planning	19-24		2,300	400	400	350	350			-
Tennis/Multi-Use	Bonds	21-26		3,000	500	500	500	500	500	500	-
Court Renovations (P998704)	Total Funding	19-24		2,300	400	400	350	350			-
(17330/04)	Sources	21-26		3,000	500	500	500	500	500	500	-

- Tennis & Multi-Use Court Renovation (Increase baseline funding to \$500k/yr): The asphalt base and fences generally last 20 years. Work includes fence repairs or replacement, new asphalt base, color-coating of courts, installation of new nets and standards, drainage improvements, and lights as needed. The increased funding level allows the Department to renovate 3-4 tennis courts per year and 2-3 basketball courts per year.
- There are new initiatives for color coating and pickleball striping that add some cost. Currently the Sports Court working group is developing recommendation for court repurposing and lighting. Current funding should allow the Department to implement the recommendation and keep up with the pace of recreation needs and trends.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Seneca Crossing	Park and Planning	19-24	8,773	1	1	1	-	1			8,773
Local Park	Bonds	21-26	8,773	-	ı	ı	•	í	-	-	8,773
(P138704)	Program Open	19-24	-	1	1	1	1	1			1
	Space	21-26	-	-	ı	ı	•	í	-	-	ı
	Total Funding	19-24	8,773		•	ı	•	ı	-	•	8,773
	Sources	21-26	8,773	-	-	-	-	-	-	-	8,773

• This project was first introduced in the FY17-22 CIP, but for affordability reasons was delayed beyond FY26

- The facility plan approved a new 28-acre local park with two rectangular playing fields, playground, sand volleyball courts, skate spot, loop trails with fitness equipment, unprogrammed open space, parking, two picnic shelters, reforestation and stormwater management facilities.
- A first phase could be proposed to replace the playing field which will be lost at Ridge Road RP when the new ice rink is built. This first phase will include the eastern rectangular field with irrigation and basic amenities, community gardens, parking, and required reforestation and stormwater management.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Small	Contributions	19-24		3,000	200	200	200	200			-
Grant/Donor-		21-26		6,000	1,000	1,000	1,000	1,000	1,000	1,000	-
Assisted Capital	Current Revenue:	19-24		200	50	50	50	50			-
Improvements	General	21-26		300	50	50	50	50	50	50	-
(P058755)	Current Revenue:	19-24		300	50	50	50	50			-
	M-NCPPC	21-26		300	50	50	50	50	50	50	-
	Total Funding	19-24		3,500	300	300	300	300		-	-
	Sources	21-26		6,600	1,100	1,100	1,100	1,100	1,100	1,100	-

- Authorizes expenditures for new or existing projects that receive support from non-County government funding sources, e.g. grants, donations, gifts, fund raising projects, and sponsorships
- Increase is for appropriation only, authority or permission to spend contributions up to a point before
 having to request additional appropriation from the County Council. Actual contribution revenue will
 vary.

	Funding Source	CIP	TOTAL	6 Yr	FY 21	FY 22	FY 23	FY24	FY 25	FY 26	<u>BSY</u>
Urban Park	G.O. Bonds	19-24		1,300	300	300	300	300			-
Elements		21-26		-	-	-	-	-	-	-	-
(P871540)	Park and Planning	19-24		1,200	200	200	200	200			-
	Bonds	21-26		3,250	500	600	600	550	500	500	-
	PAYGO	19-24		-	-	-	-	-			-
		21-26		-	1	1	1	1	1	-	-
	State Aid	19-24		200	-	-	-	-			-
		21-26		-	1	1	1	1	1	-	-
	Total Funding	19-24		2,700	500	500	500	500		-	-
	Sources	21-26		3,250	500	600	600	550	500	500	-

- Design and construction of various urban park elements such as dog parks, community gardens, skateboard facilities, outdoor volleyball courts and civic greens to be added to urban parks throughout the county
- The goal is to continually have one project in design and one in construction per year, so that there will continue to be a completed design project ready for construction each year. Increasing to a funding level of \$600K per year would achieve this goal. In addition, the current selected sites for new facilities all occur in local parks, so the funding source should be Park & Planning Bonds rather than GO bonds.