MEMORANDUM

TO: Montgomery County Planning Board

VIA: Michael F. Riley, Director of Parks
Miti Figuered, Deputy Director of Parks
Andy Frank, Chief, Park Development Division
Patricia McManus, Design Section Supervisor, Park Development Division

FROM: Lucas Bonney, Project Manager/Landscape Architect, 301-495-2572

SUBJECT: Facility Plan for the Renovation of Carroll Knolls Local Park

STAFF RECOMMENDATION: APPROVE the Recommended Facility Plan, including cost estimate.

Note: Approval of the Recommended Facility Plan is conditioned upon approval of a forest conservation plan, which will be presented to the Planning Board at a later date. Please refer to details described under Additional Coordination and Regulatory Approvals on page 17.

PROJECT DESCRIPTION

Introduction

The purpose of this project is to prepare a facility plan for the renovation of Carroll Knolls Local Park located at 10500 Georgia Avenue in Silver Spring, Maryland. The 3.85-acre park is located on the west side of Georgia Avenue (MD 97) between Wheaton’s Central Business District (CBD) and Forest Glen (refer to vicinity map, next page). The park is situated within the Plyers Mill Estates Neighborhood, just north of the Carroll Knolls and McKenney Hills Neighborhoods, which are comprised primarily of single-family homes. Evans Parkway Neighborhood Park is located across MD 97 to the east and was renovated in 2015.
A significant portion of the park is located on the former site of the Montgomery College of Art and Design (MCAD), which was acquired by Montgomery Parks in 2012 through the Department’s Legacy Open Space Program. Following the demolition of the MCAD building, park staff performed basic interim improvements to the site. The park was officially opened on April 26, 2014. Refer to the Appendix (Attachment 1) for the full land acquisition memorandum to the Montgomery County Planning Board.

Existing park facilities include an open lawn area, 50-space parking lot, six-foot-tall perimeter fence, young tree plantings, and picnic tables (refer to Existing Conditions GIS Map, below). The western half of the site is comprised of an existing wooded area with people’s-choice trails, low-lying riparian areas, and moderate invasive understory vegetation that limits visibility and strains tree canopy growth. Along the park’s perimeter, narrow sidewalks within the public right-of-way run parallel to both Georgia Avenue (MD 97) and Evans Drive. Vehicular access to the existing parking lot occurs from Evans Drive. There are currently no formal paved pedestrian access routes into the park. Refer to the Existing Conditions section of the report for additional information.
Project Funding

The facility planning project was funded with $160,000 from the FY 2019-2024 Capital Improvements Program in the Facility Planning: Local Parks PDF. This project includes a proposed design, cost estimate, and determination of regulatory feasibility. In-house staff prepared concept plan alternatives based on staff and community feedback gathered at three separate public meetings in December 2017, June 2018, and June 2019. Norton Land Design was hired in February 2019 to prepare design documents and obtain preliminary permit approvals. If approved, the project would be funded for design and construction from the Park Refreshers PDF 871902.

Facility Plan Process

The facility planning process included the following work:

1. Collect data, prepare site survey, and perform geotechnical investigations.
2. Analyze existing site conditions.
3. Prepare and obtain approval of a simplified Natural Resources Inventory/Forest Stand Delineation (NRI-FSD) and forest conservation exemption.
4. Meet with the community to discuss existing concerns and ideas for the park (Community Meeting #1).
5. Prepare park program of requirements and concept plan alternatives.
6. Present design alternatives to the community and stakeholders (Community Meeting #2).
7. Develop preferred plan based on input received.
8. Prepare stormwater management concept submission and obtain approval from the Department of Permitting Services.
9. Present the recommended plan to the community and stakeholders (Community Meeting #3).
10. Finalize plan based on input received.
11. Coordinate any outstanding issues with stakeholder groups and regulatory agencies.
12. Prepare reports, cost estimate, and operating budget estimates.
13. Present facility plan recommendations and costs to the Montgomery County Planning Board for approval.

MASTER PLAN RECOMMENDATIONS

Carroll Knolls Local Park is located within the Kensington-Wheaton Communities Master Plan Area (May 1989) and just north of the Forest Glen Montgomery Hills Sector Plan (Council Approved March 2020) and south of the Wheaton CBD and Vicinity Sector Plan (Adopted January 2012).
Carroll Knolls Local Park is located just north of the Forest Glen Montgomery Hills Sector Plan boundary. Although this Sector Plan provides no specific recommendations affecting Carroll Knolls Local Park, residents within the study area will certainly benefit from these proposed parkland amenities along the west side of the Georgia Avenue corridor.

Energized Public Spaces (EPS) Functional Master Plan, March 2018

Carroll Knolls Local Park is located within the EPS Study Area (Figure 2, Energized Public Spaces Functional Master Plan). The following map represents an analysis of the Wheaton Central Business District (CBD) area, which combines the “active”, “contemplative”, and “social gathering” categories of the EPS Functional Master Plan. Staff has identified moderate deficits within the CBD north of Carroll Knolls Local Park, as well as moderate deficits south of the park.

Energized Public Spaces (EPS)
Analysis Map:
Wheaton CBD Area

Census Scale
- Lower Deficit
- Higher Deficit

Grid Scale
- Low Deficit
- Medium Deficit
- High Deficit

January 2020
The Equity Map (below) shows a combination of two factors: racial predominance and income. Areas of predominant racial and ethnic minority populations with the lowest percent area median income are identified as having the greatest equity concerns and are ranked with a five (5). Areas of lowest concerns are ranked with a zero (0). The area that encompasses Carroll Knolls Local Park has a ranking of three (3). This Equity Map is currently a draft that will be updated during the General Plan process.
Montgomery County Bicycle Master Plan, Approved and Adopted December 2018

The Montgomery County Bicycle Master Plan is a comprehensive amendment to the 1978 Master Plan of Bikeways, 2005 Countywide Bikeways Functional Master Plan and all bikeway recommendations in past functional plans, area master plans, and sector plans. The Plan designates Georgia Avenue between Glenmont and Silver Spring as a future “Breezeway” bikeway (p. 77). Although Carroll Knolls Park will be conveniently located along this planned corridor, the Plan proposes the Breezeway along the neighborhood streets parallel to and on the east side of Georgia Avenue (heading south from Arcola Avenue). Along the west side of Georgia Avenue and along the Carroll Knolls Park frontage, the Plan recommends a sideway within the road right-of-way, which is a separated bikeway. Sidewalks are hard surface shared use paths that provide two-way travel, are separated from motorized traffic by a barrier, and are typically a minimum of 10 feet wide.

Vision 2030: Strategic Plan for Parks and Recreation, Montgomery County, Maryland

Vision 2030 is a strategic plan for park and recreation services in Montgomery County for the next twenty years. The final plan, dated June 2011, shows Carroll Knolls Local Park located in the East Transit Corridor sub-area. In the table on pages 75-76 (Volume 2, Appendix E), 2010 survey results from the East Transit Corridor planning area show increasing demand and need to maintain high levels of service for multi-purpose fields (all sizes), picnic shelters, playgrounds, and trails (hard and natural surface).

2017 Park, Recreation and Open Space (PROS) Plan, October 2017

Building on the findings of the Vision 2030 Plan, the 2017 PROS Plan provides strategies and priorities for delivering the right kinds of services and facilities in the most effective locations. The PROS Plan outlines guidelines for Local Parks, such as Carroll Knolls, which should strive to include the following function and site amenities (page 35):

**Under “Community Use Parks”, Local Parks are larger parks that provide ballfields and both programmed and un-programmed recreation facilities. Typical Park Facilities (not all-inclusive) include ballfields, play equipment, tennis and multi-use courts, sitting/picnic areas, shelters, buildings and other facilities.**

Carroll Knolls Local Park is located within the Kensington Wheaton Planning Area (p.90) and the Georgia Avenue Athletic Team Area (p.111). Regarding the estimated future field needs for the Year 2030, three (3) baseball fields and three (3) rectangular fields are recommended for the Georgia Avenue Athletic Team Area.

The April 2017 Parks and Recreation Needs Assessment Report (Appendix 11, Chapter 9) in the 2017 PROS Plan identifies 23 park components the public states as having an unmet need and is important to them, combined with outside information from national trends and local focus groups (p. A11.67). The Overall Facility/Amenity Priority Rankings are as follows: Paved Multi-use Trails (1), Natural Surface Trails (2), Natural Areas & Wildlife Habitats (3), Public Gardens (4), Park Shelters & Picnic Areas (5), Nature Centers with Outdoor Educational Areas (6), Playgrounds (7), Flexible Lawn Areas (8), Museums & History Centers (9), and Community Gardens (10).
The Amenity Priority Rankings for respondents where English is NOT the primary language spoken at home gave the following amenities a higher ranking/priority than the overall priority rankings (listed above): Natural Surface Trails (1), Park Shelters & Picnic Areas (3), Playgrounds (4), and Rectangular Sports Fields (8).

Wheaton Central Business District (CBD) and Vicinity Sector Plan, Approved and Adopted January 2012

Carroll Knolls Local Park is located south of the Wheaton CBD and Vicinity Sector Plan boundary. The 2012 Sector Plan recommends finding more open space and active recreation areas adjacent to the CBD, since there is limited available open space with the CBD. Specific recommendations include the need for urban recreation in the downtown and a request for the Department of Parks to explore opportunities for large parks outside but near the Plan area.

Legacy Open Space Functional Master Plan, July 2001

Carroll Knolls Local Park was acquired in 2012 using Legacy Open Space program funding and was designated as an Urban Open Space Resource as referenced in the Legacy Open Space (LOS) Functional Master Plan. Based on the criteria outlined on page 17 of the LOS Functional Master Plan, Carroll Knolls Local Park site meets the requirements of the Urban Open Space designation by providing the following opportunities:

- Increase access to public open space in communities with high population densities;
- Protect scarce open space in an urbanized community; [or]
- Improve the character of a green boulevard of countywide or regional significance.

Kensington-Wheaton Communities Master Plan, May 1989

This 1989 master plan provides recommendations for the sector plan areas of Glenmont, Wheaton, Forest Glen, Capitol View, and Kensington. The Plan cites the importance of maintaining the residential tree-lined visual character and visual separation between highly commercialized sector plan areas. The “Green Corridors” policy recommends planting street trees/vegetation along major highways, such as Georgia Avenue. In addition, the policy recommends designing walls, fencing, and signage to reflect the scale of residential neighborhoods.

EXISTING CONDITIONS

The Forest Glen-Wheaton area offers several neighborhood and local park facilities, a few urban parks, and a stream valley park. Within a one-mile radius of Carroll Knolls Local Park, the Montgomery County Department of Parks owns and operates three additional local parks (Wheaton Forest LP, Sligo-Dennis Avenue LP, and Capitol View-Homewood LP). These local parks offer active and passive recreation facilities that include playgrounds (3), basketball courts (8), tennis courts (6), softball fields (5), rectangular athletic fields (2), picnic areas (2), a picnic shelter (1), and park activity buildings (2). In addition to local parks, there are six neighborhood parks, two urban parks, and one stream valley park (which includes the Sligo Creek Trail). Evans Parkway Neighborhood Park is located across Georgia Avenue from Carroll Knolls Local Park.
and includes a playground area, tennis courts (2), half basketball courts (2), picnic shelter, paved gathering spaces, pedestrian bridge, public artwork, a loop trail, open lawn areas, and stream restoration.

Existing storm drainage infrastructure within Carroll Knolls Local Park collects both on-site and off-site runoff. Storm runoff from Lillian Drive, Haywood Drive, and Gardiner Avenue is collected through a large existing drainage inlet structure within the existing wooded area. Additional runoff from the existing wooded area and existing parking lot is conveyed through existing drain inlets within the eastern half of the park. All stormwater runoff ultimately drains into two 66-inch-diameter storm pipes, which were originally installed in the 1960s to channelize and bury the Wheaton Branch, a tributary to Sligo Creek. In addition, several existing sanitary sewer lines pass through the park.

Potential areas to develop within the park are limited due to the prevalence of existing wooded areas and existing utility right-of-way corridors, as illustrated on the map below. In addition, the existing 66-inch storm drain lines that bisect the eastern half of the park are very shallow and may pose design and construction challenges.

Aerial Map Highlighting Existing Utility Rights-of-Way
PARK PROGRAM

Preliminary Program Elements

The staff memorandum developed for the acquisition of the MCAD property listed the following as potential facilities that could be provided at Carroll Knolls Local Park:

- Play equipment
- Youth-sized rectangular field
- Sitting and picnic area
- Community open space
- Urban wooded area
- Multi-use court
- Parking

The first community meeting was held on December 5, 2017 to gather public input and ideas for the renovation of the park. The goal of this first meeting was to present the site analysis and to seek input on the preliminary program for the park, which included the preliminary program elements listed above. Community feedback was obtained through various means, including posing questions to participants during a group discussion and offering participants the option to write anonymous comments on a sheet provided.

Based on feedback received during Community Meeting #1 and initial input from park staff, the approach to developing the proposed park program included the following general considerations:

- Carroll Knolls Park should provide interesting multi-generational amenities for daily enjoyment.
- The future renovation of Carroll Knolls Local Park should complement the variety of amenities at Evans Parkway Park.
- Since Georgia Avenue limits safe pedestrian connection to Evans Parkway Park, it would be appropriate to duplicate some amenities at Carroll Knolls Park.
- Enhance the wooded area and promote quiet areas as a counterpoint to loud active areas.
- Reduce the physical prominence of the parking lot as much as possible.
- Maintain a vegetated and fenced separation along Georgia Avenue for safety and reducing noise and traffic pollution.

A complete record of the meeting minutes, questionnaire, and general feedback from Community Meeting #1 is included in the Appendix (Attachment 2).

The following is an expanded list of requested amenities based on feedback received during and following Community Meeting #1, and which was presented during Community Meeting #2 on June 5, 2018:

- Playground
- Picnic shelter (non-permitted with seating and grill)
- Rectangular field (active open space)
- Community open space (passive use)
- Community garden
- Parking lot (reduced to 30 total spaces)
- Pathways (natural and hard surface connections)
- Fitness equipment
• Teenage-oriented amenities
• Multi-use paved play area
• Site furnishings (seating, bike racks, drinking fountain, etc.)
• Portable bathroom (porta-john)
• Urban wooded areas
• Environmental enhancements
• Tree preservation and new plantings
• Non-native invasive plant removals
• Public art

Final Program Elements

A final program of requirements was developed for the park based on input received from the community, guidance from master plans, and input from staff. Refer to the Plan Alternatives section of the report for additional information.

PLAN ALTERNATIVES

Based on feedback received, three concept plan alternatives were developed and presented during Community Meeting #2. Each concept plan alternative provided a signature local park amenity intended to draw users from a broader geographic area. Each of the three plan alternatives provided a different signature local park amenity, such as a permitted rectangular field (Concept 1), an active teen area (Concept 2), or a community garden (Concept 3).

In addition, each plan proposed a thirty (30) space parking lot, playground, community open space, fitness equipment station, pathways (with fitness loop), stormwater management facilities, new tree plantings, and preservation/enhancement of the existing wooded area and existing natural surface trails. Each plan also proposed two accessible entrances from the existing sidewalks along Georgia Avenue and Evans Drive as well as preservation of the existing six-foot tall perimeter fence.

Overall, there were basic similarities between the three concept plan alternatives. These similarities can be attributed to the decisions to renovate and reduce the size of the existing parking lot, preserve the wooded area, and avoid locating amenities within the existing public utility rights-of-way.

A brief description of Concept Plans 1, 2, and 3 is outlined below. Each plan is presented as an enlargement of the overall plan, which is shown for Concept 1 below. The plan enlargement is consistent with the limits of disturbance established for the preliminary permit applications and final Facility Plan project.
Concept 1 Plan Alternative – Presented at Community Meeting #2 on June 5, 2018
Concept 1 proposed a permitted rectangular field ("U10" youth soccer field size) with perimeter fencing, renovated parking lot (30 spaces), playground, picnic shelter, fitness equipment area, passive open space, pathways (no loop circuit), stormwater management facilities, tree planting, and wooded area improvements.
• **Concept 2** proposed an active teen area (pump track, skateboarding, or other active recreation use) enclosed within a fence, renovated parking lot (30 spaces), playground, picnic shelter, fitness equipment/game area, active and passive open space, pathways (including loop circuit), stormwater management facilities, tree planting, and wooded area improvements.
- **Concept 3** proposed a community garden enclosed with tall fencing and associated storage/equipment, renovated parking lot (30 spaces), playground, picnic shelter, paved play area, active and passive open space, pathways (including loop circuit), stormwater management facilities, tree planting, and wooded area improvements.

**Community Outreach – Meeting #2**

During Community Meeting #2, held on June 5, 2018, participants were asked to note their preference for a concept or for a specific feature of a concept by applying a green dot (“like”) or red dot (“dislike”) to the plan. The full results of this exercise can be found in the Appendix (Attachment 2).
Following the community meeting, Staff posted all Community Meeting #2 materials (as presented) in late July 2018 for a month-long extended public review through the Montgomery Parks Open Town Hall website. The following is a brief summary of the feedback received during and following Community Meeting #2:

- The active teen area (Concept 2) was supported by participants as the preferred signature amenity to draw countywide use to the park, more so than the rectangular field (Concept 1) or community garden (Concept 3). In general, the community garden and the permitted field received the most red dots (not preferred), as these amenities would likely require more space for parking and may take up too much of the usable park space.
- Of the active teen area amenity ideas proposed, participants supported the pump track with mixed support for a skateboarding area. There was minimal support for interactive electronic/digital amenities like the “Sutu” soccer smart ball wall, due to concerns over reliability and maintenance.
- Playground should be located closer to the existing townhouses and to keep noisier activities, such as the active teen-oriented amenities, further away from the townhouses (as shown on Concepts 1 and 3). In addition, the playground should be located near the shade of the existing wooded area, which also offers the opportunity to incorporate nature-based play elements.
- General site amenities such as the fitness station, labyrinth, and table tennis received the most support. Alternative seating options (like swinging hammocks) were supported, whereas some were not supportive of moveable seating.
- Some wanted to reduce the parking lot size and increase permeable areas overall.
- The wooded area is an important asset to the community and participants support future improvements.
- The results from the August 2018 Open Town Hall review yielded thirty-one (31) preferences for Concept 2, fifteen (15) preferences for Concept 3, and ten (10) preferences for Concept 1. Staff received some new comments or requests for amenities during the Open Town Hall review, including:
  - Interactive fountain / splash pad.
  - Sand volleyball court
  - Natural surface paths should be accessible and stroller friendly.
  - Open lawn areas should allow active recreation use without needing a park permit.
  - Fencing should enclose playground area, especially if located closer to Georgia Avenue.

**Concept Plan Development and Community Outreach – Meeting #3**

Staff developed the Preferred Concept Plan (Concept 2) based on feedback. A third and final public meeting was held on June 4, 2019 to present the Recommended Concept Plan (next page). The revised plan included further development of the pump track facility, parking lot, playground area, picnic shelter, and stormwater management facilities.

Following Community Meeting #3, the Recommended Concept Plan was posted to the Montgomery Parks Open Town Hall website for an extended month-long public review during August 2019.
The following is a brief summary of the feedback received during and following Community Meeting #3:

- Overall, participants enthusiastically supported the Recommended Concept Plan. The results from the August 2019 Open Town Hall review yielded sixty (60) “yes” votes in favor
of the recommended plan, only one (1) “neutral” vote, and 233 total visitors to the webpage.

- The shaded lawn area along the existing wooded area is very important and also provides habitat.
- A concrete path should be added from the Plyers Mill townhouses (pool area) to the playground area, since there is currently a people’s choice dirt path located there.
- Illegal dumping occurs within the Douglas Ave dead-end and blocks drainage into the existing culvert next to the parking lot.
- There is support for a labyrinth if funding allows.
- Some expressed interest in raising funds for the project through the Montgomery Parks Foundation.
- Several expressed an urgency to build this park on the west side of Georgia Avenue for safety reasons.
- The pump track should be designed as a single track rather than two separate tracks, since people typically use the more advanced track to learn.

Additional Coordination and Regulatory Approvals

M-NCPPC Planning Department
A forest conservation exemption was approved on August 20, 2019 (File #42020012E). Parks staff received a letter from the Planning Department on April 16, 2020, after this project was scheduled for review by the Planning Board and notices were sent to the public, stating that the forest conservation exemption had been approved in error and was therefore rescinded. Planning staff has now classified the project as a redevelopment (with a change in use from school to park), rather than a modification to an existing developed property, thus requiring a full NRI/FSD plan and forest conservation plan for the property. After coordinating with the Planning Staff to confirm the approach forward, Parks staff has since submitted the full NRI/FSD plan for review and will proceed with the forest conservation plan during the final design phase of the project. As a result of this situation, staff is requesting approval of this project conditioned upon obtaining approval of a final forest conservation plan at a later date.

Montgomery County Department of Permitting Services (DPS)
The stormwater management concept plan for the park was approved on August 22, 2019 (SM File #285031).

RECOMMENDED FACILITY PLAN

The Recommended Facility Plan for Carroll Knolls Local Park seeks to provide a balance of activities and amenities for the community. The recommended plan includes the following amenities and features:

- **Playground Area** – provide a new playground that offers a wide variety of play opportunities, ample seating opportunities, and room for maintenance operations. Consider integrating alternative nature-based play features along the existing wooded area adjacent to the proposed play area. Adjacent open lawn areas are also provided for passive use and flexible play.

- **Pump Track** – provide a new asphalt pump track facility for all wheels, ages, and abilities. The asphalt surfacing of the track will undulate and seamlessly integrate with the site’s
topography and will include one-way travel markings, clearly delineated entry/exit points, and ample buffer space between adjacent uses. The pump track will be the park’s main active recreational amenity that will serve both the immediate community and users from the broader geographical area.

- **Community Open Space** – provide flexible, multi-purpose, and functional open spaces (paved and un-paved) that encourage community gathering and recreational activities.

- **Parking** – reduce the footprint of the existing parking lot and provide twenty-five (25) on-site parking spaces, including one accessible space, in compliance with current parking standards.

- **Picnic Shelter** – provide a new picnic shelter with accessible picnic tables for social gathering and added shade adjacent to the proposed playground area. Provide an electrical connection and outlet for park activation and event use.

- **Park Entrances and Accessibility** - provide fully accessible pedestrian entrances from the parking lot and the existing perimeter streetscapes. The pathway connection between the playground and the Plyers Mill townhomes will also be accessible.

- **Path Connections** – provide fully accessible concrete and asphalt pathway connections between proposed amenities within the park, including a “loop” circuit for fitness purposes.

- **Maintenance Access** – maintenance vehicle access to the park will occur at the north end of the parking lot, which will include vehicle access to a new accessible portable restroom.

- **General Site Furnishings & Amenities** – provide a wide array of seating types for single use and group interactions. Provide a new portable restroom with fence enclosure, drinking fountain, bicycle parking, bicycle repair stand, pump track rules signage, and trash receptacles with pads.

- **Douglas Avenue / Evans Drive Improvements** – remove the pavement at the dead-end of Douglas Avenue within the park and close off access within the County right-of-way by extending the curb and connecting the existing sidewalks. Provide a new drain inlet facility along Evans Drive to help facilitate this improvement and maintain conveyance of stormwater run-off from the roadway.

- **Residential Buffer** – improve the existing shade tree buffers along the northern and western edges of the existing parking lot and open space. Increase and enhance vegetative buffers along the adjoining roadways of Georgia Avenue and Evans Drive, while maintaining visibility into the park for policing operations.

- **Urban Wooded Area** – enhance the vitality of the existing wooded area in the western half of the park by removing non-native invasive groundcover and vines and adding new native shade trees to bolster the canopy. Ecologically restore eroded areas within the wooded area and formalize the existing people’s-choice natural surface trails.

- **Stormwater Management** – create attractive and well-integrated stormwater management facilities to offset impacts of proposed improvements. The existing inlet and culvert infrastructure will require minor renovation.
Recommended Facility Plan for Carroll Knolls Local Park
COST ESTIMATE

The total cost estimate for the project is $2,790,000 as outlined in the table below. Detailed cost estimates are included in the Appendix (Attachment 1).

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Operating Budget Impact

The initial estimate for operating budget impact (OBI) anticipates an increase of approximately $61,000 annually based on the addition of a new playground, pump track, picnic shelter, stormwater management facilities, porta john, pathways, plant material, utilities, and general site amenities. The final operating budget impact will be developed during the detailed design phase of the project and incorporated into the normal operating budget process for the fiscal year when construction will be completed.
CONCLUSION

Staff recommends approval of the Facility Plan and associated cost estimate. The recommended plan provides much needed active recreation, play space, community gathering spaces, and urban wooded areas adjacent to the Wheaton CBD. If approved, staff expects to begin detailed design in FY 2021.

Attachments

Attachment 1: Appendix – Recommended Facility Plan
Attachment 2: Appendix – Public Outreach

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