

MONTGOMERY COUNTY DEPARTMENT OF PARK AND PLANNING

THE MARYLAND-NATIONAL CAPITAL
PARK AND PLANNING COMMISSION

9500 Brunett Avenue
Silver Spring, Maryland 20901

Item # 2
MCPB 2/12/04

February 6, 2004

TO: Montgomery County Planning Board

FROM: Michael F. Riley, Chief, Park Development Division (PDD) *MR*

SUBJECT: CIP Implementation Report: 1st & 2nd Quarter of FY 2004

This memorandum responds to the Planning Board's request for periodic reports on the Department's progress implementing the development portion of the Capital Improvements Program. This report includes the following sections:

1. **Executive Summary** – actual expenditure and obligation figures in relation to targets;
2. **Accomplishments** – highlights of significant accomplishments in the 1st and 2nd quarter; and
3. **Initiatives** – steps to enhance CIP implementation.

1) **EXECUTIVE SUMMARY**

Based on the proposed FY05-10 CIP, as approved by the Planning Board and submitted to the County Executive, the estimated FY04 expenditure for the development program is \$20.7 million dollars. This target may be revised upward or downward as the Council considers and adopts the FY 05-10 CIP in the next several months.

Actual development program expenditures for work completed through the first six months of FY 2004 are approximately \$5.3 million dollars with an additional \$9.4 million dollars obligated under contract. Expenditures are lagging behind target primarily due to past vacancies in the Park Development Division and problematic construction weather during the reporting period. Current obligations of 9.4 million dollars are a positive forward indicator for increased expenditure for the remainder of FY 2004 and into FY 2005. Several large contracts with a combined value of over 5 million dollars will be awarded in the 3rd and 4th Quarter with the contracting of Jessup Blair Reconstruction, Little Falls Parkway Bridge, Olney Manor Replacement Lights, Woodlawn Water and Sewer, and Road Resurfacing of Beach Drive.

Considerable progress was made on many priority projects in the first and second quarter. Noteworthy achievements described in **Section 2** include, the opening of Ridge Road Recreational Park, completion of the design phase for Jessup Blair Park Renovation, approval of facility plans for the Rock Creek Hiker-biker Trail Bridge over Viers Mill Road and the Olney Manor Skate Park, and submission of the FY 2005-2010 CIP by the statutory deadline of November 1st. Many initiatives are underway to enhance CIP implementation including filling of vacancies, partial restructuring of the Division, and others, which are described in **Section 3**.

2) ACCOMPLISHMENTS

Major accomplishments during the 1st and 2nd quarter of FY 2004 listed in order of status include:

Construction Completed:

- Ridge Road Recreational Park
- Boundless Playground at Martin Luther King, Jr. Park
- Greenburg Entrance at Woodstock Equestrian Park
- Resurfacing of Little Falls Parkway
- Vehicle Storage Building and Bulk Storage Bins at Wheaton RP
- Lighting of Field No. 3 at Wheaton Regional Park
- Softball field, parking lot, tennis court, and playground area at Flower Hill Local Park
- Shirley Povich Field Renovation at Cabin John Regional Park
- Play Equipment Replacement at Peachwood Neighborhood Park (NP), Redland Local Park (LP), and Parkside Headquarters
- Sligo Creek Hiker-Biker Trail Renovation near Kemp Mill Shopping Center, to bring it up to ADA standards

Construction Underway:

- Black Hill Maintenance Yard
- Montgomery Village Local Park
- Meadowbrook Stables Improvements
- Rickman Entrance at Woodstock Equestrian Park
- Crystal Rock Trail
- Ten Mile Creek Bridge
- Playground Renovation at Eight Parks
- Retrofit of two stormwater management ponds in Muddy Branch SVP
- Parking lot at Fountain Hills Local Park
- NPDES Compliance measures at Olney Manor Park Maintenance Yard
- National Capital Trolley Museum Sitework and Car Barn
- Montgomery Blair Baseball Stadium Improvements
- Stabilization of Joseph White House
- Kings Crossing Local Park (West Germantown Development District)

Design & Permitting Completed:

- Jesup Blair Park Renovation
- Long Branch Stream Restoration
- Woodlawn Water and Sewer
- Well and Septic Systems at Rickman Farm Horse Park
- Resurfacing of Beach Drive from East-West Highway to the DC Line
- Resurfacing Beach Drive from Stoneybrook Drive to Connecticut Ave
- Lighting Upgrade to Field No. 1 at Olney Manor Park
- Playground Renovation at 7 Parks
- Roof Repairs at Rockwood Manor and Bethesda Chevy Chase Recreation Center

Design and Permitting Underway:

- Phases 1 and 2 of Mathew Henson Trail
- Equestrian Trails at Woodstock Equestrian Park
- Site and Building Improvements at Rickman Horse Farm Park
- Ovid Hazen Wells Recreational Park
- Concord Local Park Renovation
- Little Falls Parkway Bridge Deck Replacement
- Brookside Gardens Irrigation Upgrades
- Lighting Upgrades to Fields 2-5 at Olney Manor Park
- Hoyles Mill Village Local Park (West Germantown Development District)

Facility Plans Completed:

- Rock Creek Trail Pedestrian Bridge over Veirs Mill Road
- Olney Manor Skate Park
- East Norbeck Local Park Renovation
- Black Hill (Spinning Wheel Drive) Trail
- Black Hill (Waters Landing) Trail
- Park Police Special Operations Facility at Woodlawn
- Pope Farm Nursery Utilities Upgrade

Facility Plans Underway:

- Germantown Town Center Park
- Evans Parkway Local Park
- Takoma Piney Branch Local Park
- Greenbriar Local Park
- North Four Corners Local Park
- Broad Acres Local Park
- Winding Creek Local Park
- Rock Creek Maintenance Yard Reconstruction

3) INITIATIVES

The following Initiatives to enhance implementation are underway. A description of each initiative follows the list.

- a) Fill Vacancies.
- b) Restructure the "Engineering" and "Design and Project Management" Sections.
- c) Streamline procurement.
- d) Increase focus on resource allocation towards CIP.
- e) Recognize the value of parks and park facilities built outside the CIP.
- f) Continue System Enhancement Teams.
- g) Implement recommendations of Park Planning, Design, Construction, and Operations Committee.

3a. Fill Vacancies

PDD has experienced an unusually high vacancy rate over the past five years. The number of vacancies peaked at 17 in 2000. I am pleased to report that PDD is presently down to 4 vacancies with the recent hiring of two key supervisor positions. Remaining vacancies consist of 2 project managers, 1 construction inspector, and an office supervisor. The construction inspector fulfills PDD's imposed salary lapse and the 2 project manager positions are presently frozen to meet the Commission's FY2004 budget savings plan. Therefore, the office supervisor position is the only remaining vacancy eligible to be filled at this time. Interviews for that position will occur this month and the position will be filled by April.

3b. Restructure the "Engineering" and "Design and Project Management" Sections

A restructuring of the present "Engineering" and "Design and Project Management" is underway in the Park Development Division. Staff in the present sections includes project managers, construction managers, landscape architects, architects, engineers, design assistants, technicians, construction inspectors, and land surveyors. These staff will be re-assigned into one of three new Sections entitled "Design", "Project Management", or "Construction". The two new supervisor positions noted above, along with incumbent supervisor, Doug Alexander, will manage the three sections.

Organization charts reflecting the existing and proposed structures appear in **Attachment 1**.

Benefits of the new structure include:

- Building and maintaining expertise by function;
- Matching employee's strengths and career goals with work assignments;
- Reduction in staff-to-manager ratio, which is relatively high in PDD;
- In-house design capacity will allow faster response to new initiatives by avoiding a procurement action; and
- Non-CIP work will be isolated and better managed.

The new organizational structure will become effective March 1, 2004 with the reporting of the new supervisors.

3c. Streamline Procurement

Contracting for design and construction services is a critical task in the schedule of many CIP projects. The Finance Department led a study throughout 2003 to evaluate and modify the Commission's procurement cycle. Many recommendations from this effort were approved by the Leadership Committee of the Commission and are in various stages of implementation. As part of the study, average times for the procurement cycle were analyzed for CIP projects. The average procurement cycle time for construction projects from origination of technical documents (construction drawings, specifications, and permits) by a project manager to the start of construction ranges from nearly 4 months in a problem free procurement to over 6 months in a problematic procurement. Exploration of opportunities to condense this time is an on-going effort.

The Executive Director has initiated quarterly procurement meetings for the purpose of advance planning for procurement activities. Divisions will present upcoming work programs and schedules to a group of staff from Finance, Purchasing, and Legal, to plan purchasing methods in advance, coordinate resources, and establish priorities.

PDD is increasingly looking to "ride" other governmental contracts when appropriate to shorten the procurement cycle. We recently rode a Montgomery County on-call contract for construction services to award a contract for \$530,000 to an MFD vendor for stream restoration in Long Branch Creek. We are also riding a Montgomery County contract for engineering services to design future stream restoration projects.

PDD is currently working with the Purchasing Manager to modifying and re-issue an "on-call" contract for architectural / engineering services. Efficiencies will be gained from restructuring and improving the present contract for such services. Additionally, "on-call" contracts will be coordinated and structured to serve the needs of both Montgomery and Prince Georges' work programs.

We have successfully employed design-build on two current projects: the Restoration of the Joseph White House at the Rickman Farm Horse Park and the Renovation of the Shirley Povich Field. We will continue to seek opportunities to utilize the design-build method of project delivery when appropriate.

Lastly, we are working more closely with the Central Maintenance (CM) Division to identify appropriate projects for in-house construction. As examples, CM will renovate 7 playgrounds this Spring and will also construct building improvements at the Rickman Farm Horse Park.

PDD will continue to work cooperatively with other Departments to seek methods to shorten the procurement cycle for CIP projects.

3d. Increase Focus on Resource Allocation

Staff resources in PDD have historically supported many work programs other than the design and construction efforts that result in CIP expenditure. This "non-CIP" workload, while valuable and consistent with the Department's mission, can detract from CIP implementation if resource allocation is not constantly monitored and kept in check with the adopted CIP. Significant categories of such work are as follows:

- 1) Review and Issuance of Permits for Construction on Park Property
- 2) Enforcement of the Encroachment Policy
- 3) Engineering / Maintenance Support to Operating Divisions
- 4) Review and Oversight of Public / Private Partnerships
- 5) Review of Mandatory Referrals with Park Impacts
- 6) Participation in Area Master Plans and Park Master Plans
- 7) Review of Subdivisions when developers will dedicate park land and partially or fully build park facilities
- 8) Commission-wide and Department-wide Initiatives / Committees
- 9) Development Districts (West Germantown and Clarksburg)
- 10) Support to preparation of the Capital Improvements Program

Examples of each of these activities appear in **Attachment 2, Examples of Non-CIP Workload.**

It remains imperative that resources are allocated consistent with the adopted CIP, and that options and associated consequences are carefully considered when non-CIP priorities emerge that would benefit from the work of Park Development staff.

3e. Recognize the value of parks and park facilities built outside the CIP

Over the past decade, parks and park facilities are increasingly being built through non-traditional methods whereby the funding does not pass through our CIP; e.g. public private partnerships, development districts, developer requirements, special revenue funds, other agency budgets, etc. We do not capture the "value" of these improvements with the same emphasis and detail as we capture funds spent through the CIP. The table below is a **partial** list of **approximate** value of recent park improvements that did not, or will not, pass through our CIP and therefore was not, or will not, be included in expenditure reporting:

| Project | Approximate Development Value |
|---------------------------------|-------------------------------|
| South Germantown SoccerPlex | \$15,700,000 |
| Mathew Henson Trail | \$4,400,000 |
| Shirley Povich Field | \$1,150,000 |
| National Capital Trolley Musuem | \$1,000,000 |
| Meadowbrook Stables | \$1,000,000 |
| Hadley's Playground | \$800,000 |
| Waters House | \$300,000 |
| Woodstock | \$150,000 |
| Rickman Horse Farm Park | \$80,000 |
| Fairview Play Equipment | \$50,000 |
| | |
| Total | \$24,630,000.00 |
| | |

The nearly 25 million dollars of park development represents approximately two years of "average" CIP expenditure. This expenditure is not included in calculation of implementation rates because it occurs outside the CIP. As outlined in the previous item, PDD must monitor the resources necessary to take advantage of these opportunities while allocating sufficient resources against the CIP.

3f. Continue System Enhancement Teams

Throughout 2003, PDD worked with a consultant to develop a boilerplate process to enact process improvements within the Division. The process was labeled "System Enhancement Teams", or SET. The SET process entails:

- 1) Identification of a process or system to be developed or improved;
- 2) Development of project goals;
- 3) Designation of project team and timeline;
- 4) Team meetings, research, and preparation of recommendations;
- 5) Review and adoption of team recommendations; and
- 6) Implementation of recommendations.

The first SET team project was entitled "Project Files Improvements", which may seem mundane comparative to other needs, but is critical to efficient operations within the Division. PDD is the repository of records for physical assets and infrastructure that has been built in Montgomery County Parks over the past 80 years. Accurate and organized records of park assets, particularly as built drawings, are critical to the planning of renovation and lifecycle replacement of park facilities. Shared access to records of our infrastructure is a key need of the **SmartParks** project. The SET team developed recommendations that organize such records for future use.

Candidate future SET projects within the Division include:

- Enhancement of Project Scheduling & Tracking Systems
- Enhancement of Cost Estimating Systems
- Enhancement of Park Design Guidelines, Standard Details, and Specifications

3f. Implement Recommendations of Park Planning, Design, Construction, and Operations Committee

The Department established a committee in May 2003 titled Park Planning, Design, Construction, and Operations (PDCO). PDCO's charge was fairly broad and ambitious; to review and improve the various processes that result in the acquisition and development of parks with a goal that **all** stakeholders would be satisfied with the end result. (See **Attachment 3**, Vision Statements for PDCO)

The PDCO committee has met periodically for the past 7 months and is nearing finalization of its recommendations. A summary of recommendations is as follows:

- Update of the Park Classification System
- A work program to produce "functional" park plans similar to the Countywide Park Trails Plan
- Documented processes and definitions for facility planning, design, and construction management.
- Clear identification of internal and external stakeholders.
- Re-engineering of the Park Plan Review process.

Implementation of PDCO's recommendations will benefit CIP implementation in the long term.

Conclusion

Low implementation rates, which have been a persistent issue for the Parks CIP, are problematic for an array of reasons including unmet commitments to our customers and partners, damage to credibility, and jeopardizing funding for future priorities. Efforts to improve CIP implementation will remain the number one priority for PDD. I am optimistic that ongoing initiatives will significantly improve CIP implementation rates in FY 2005 and beyond.

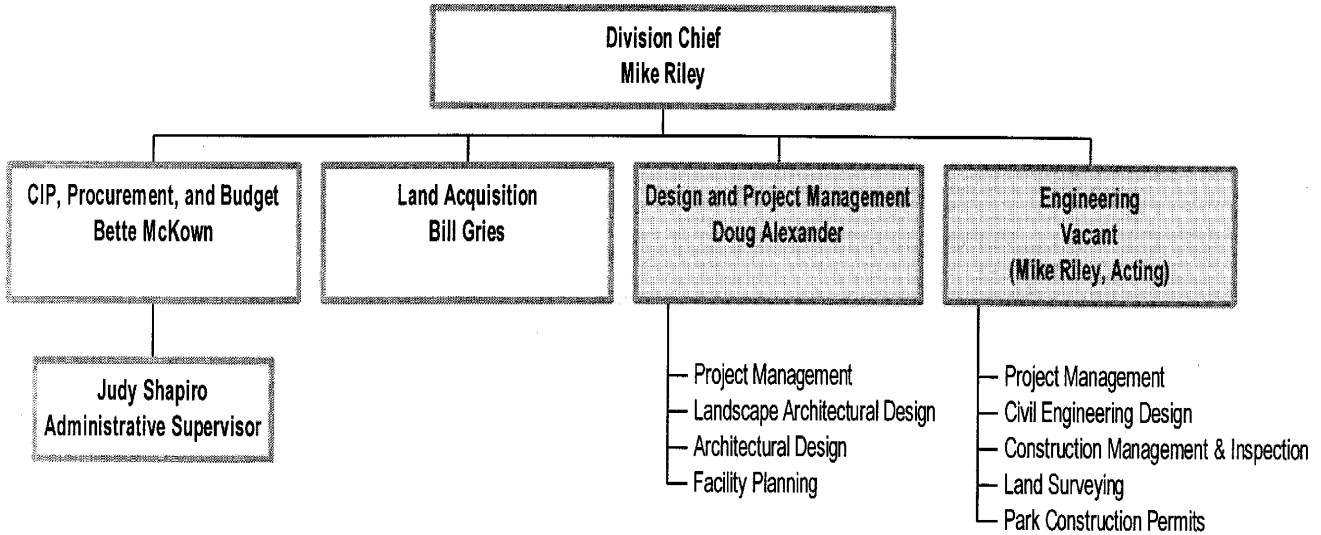
Attachments

- 1) Organizational Charts of PDD – Existing and Proposed
- 2) Examples of Non-CIP Workload
- 3) PDCO Vision Statement

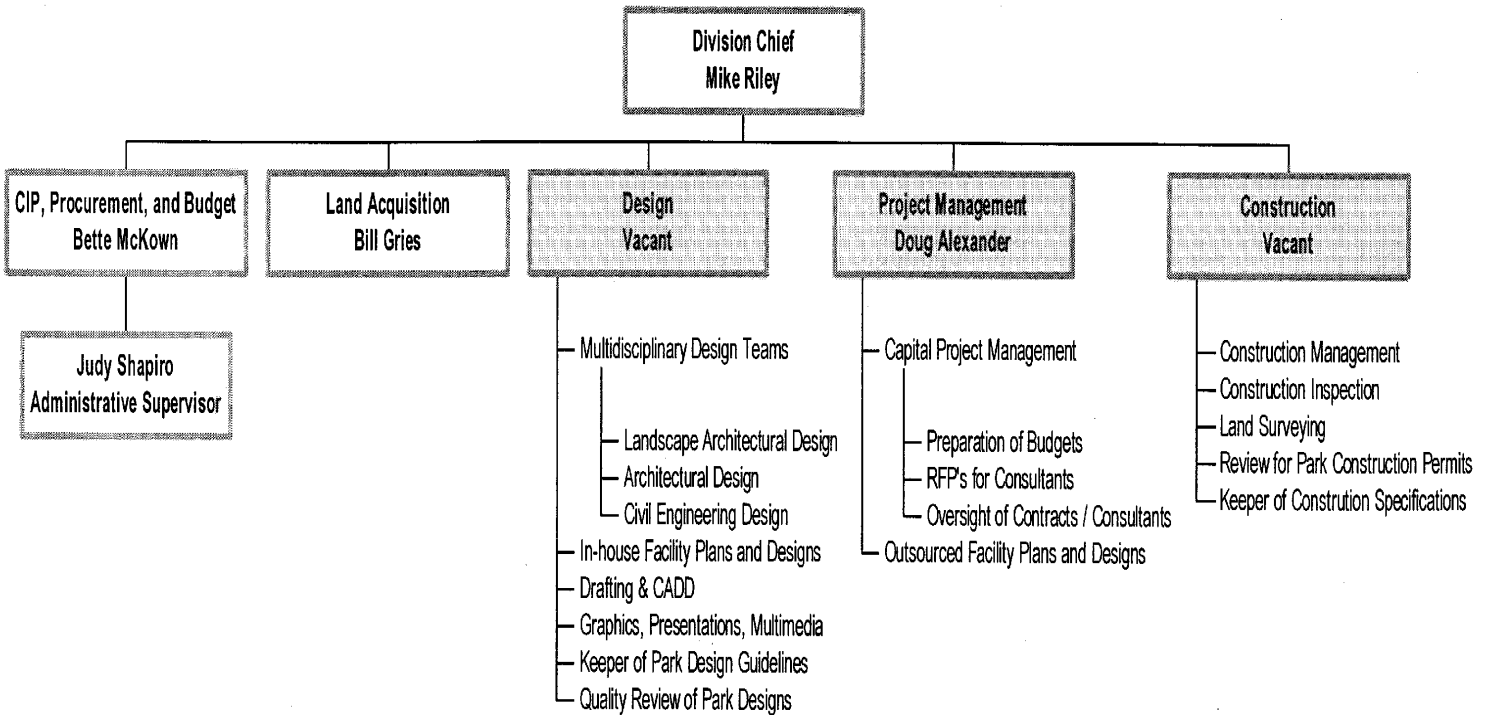
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Park Development Division

Existing Organizational Chart



Proposed Organizational Chart



Attachment 2, Examples of Non-CIP Workload.

3d.1 Review and Issuance of Permits for Construction on Park Property

The Engineering Supervisor in PDD has the authority to grant technical approval for external developers to perform construction activities on park property. The PDD Division Chief has the authority to sign permits for this purpose. PDD issues approximately 20-50 permits per year. Permits are issued to private developers, other governmental agencies, private partners, and residents.

Example: Montgomery County DPW&T is replacing the bridge on Wayne Avenue over Sligo Creek. The project disrupts the Sligo Creek Hiker-biker trail, which crosses over the bridge. PDD staff worked with Countywide Planning staff and DPWT on the design of the project to improve the bike path prior to issuing a permit for construction on park property.

3d.2 Enforcement of the Encroachment Policy

PDD monitors and enforces encroachments onto park property, working with the Legal Department. We issue anywhere between 20 and 60 encroachment letters per year. Each encroachment typically involves visual inspection by our construction inspectors, verification of property lines by our survey crew, preparation of letter to advise the offending party of the encroachment and required actions, follow-up inspections, and occasionally litigation.

Example: Several years ago, we discovered that a homeowner had been building a 25 foot high rubble retaining wall in Northwest Branch Stream Valley Park for the purpose of extending his back yard. It took several years and many hours of effort by inspectors, engineers, and attorneys to eventually have the wall removed after litigation.

3d.3 Engineering / Maintenance Support to Operating Divisions

Since PDD employs engineers, landscape architects, and architects with knowledge of design, permitting, and construction issues, the operational Divisions in Parks (Central Maintenance, Natural Resources, Park Police, Southern Region, and Northern Region) commonly request assistance on operating budget supported projects and emergency repairs. Often, PDD staff are asked to participate in answering "what to do" when problems with assets in the park system are identified by complaints or failures.

Example: In June 2004, during a thunderstorm, a portion of Sligo Creek Parkway washed away when a storm drain system collapsed and undermined the road. PDD staff took a lead in this emergency project and worked with Montgomery County DPWT and the City of Takoma Park to have the road reopened in two weeks.

Example: In February 2003, PDD was asked to assist the Southern Region with renovation of the Shirley Povich Field. This project was funded by contributions from Georgetown University that were placed in the operating budget, not the CIP. The project had an extremely tight time frame due to the popularity of the field. PDD assigned a project manager who successfully utilized the design-build approach to complete the project this Fall.

3d.4 Review and Oversight of Public / Private Partnerships

PDD is involved in all public private partnerships that lead to physical construction on parkland. PDD reviews and approves designs and construction drawings, assists the partner with permitting, assigns a project manager to serve oversee the project, and inspects construction activities during construction.

Example: Mr. William Rickman donated \$100,000 to the Montgomery County Parks Foundation for construction of an entrance and parking lot at the Woodstock Equestrian Center. PDD performed all of the activities referenced above to lead to successful completion of the entrance.

3d.5 Review of Mandatory Referrals with Park Impacts

PDD staff reviews mandatory referrals, in coordination with the packager, whenever parkland will be impacted.

Example: WSSC submitted a mandatory referral for the "Rock Creek Relief Sewer" project. During review of the mandatory referral, PDD staff noted that the impacts to Winding Creek Local Park were so severe, that the park would need to be closed for over two years. PDD staff, in conjunction with Countywide Planning staff, worked with WSSC to create a CIP project for the Reconstruction of Winding Creek Park, which the Board recently approved.

3d.6 Participation in Area Master Plans and Park Master Plans

During the first part of FY 04, staff attended meetings and made input on Park issues and trails to area master plans and functional plans.

Example: Countywide Park Trail Plan – In FY2003, the Park functional plan for Countywide Park trails was presented to the Board. During FY 04, staff continued to assist with work on the final text and graphics for the final plan document. In addition, staff completed the draft for the companion Trail Design Guidelines document.

3d.7 Review of Subdivisions when Developers will Dedicate Parkland and Partially or Fully Build Park Facilities.

PDD staff reviews subdivision plans whenever park land will be dedicated or impacted. Often, developers are required to, or agree to fully or partially construct park facilities. PDD reviews designs and monitors construction for quality assurance.

Example: Seneca Crossing Local Park – In 1998, as part of the Seneca Crossing subdivision, the developer, Winchester Homes, dedicated approximately 27.8 acres for a local park. The developer was required to rough-grade the site, therefore, the preliminary design of the park was developed by the Countywide Planning Division, working with PDD. Additionally, in 2002, as part of the Route 27 road-widening project, The Artery Group was required to make SWM improvements on the park property. Throughout the first half of FY 04, considerable staff time was devoted to working with Artery on the SWM plans to assure the work would be compatible with the future park.

Example: Seneca Springs Local Park – A preliminary plan condition required a developer to dedicate and grade a parcel for a local park, providing the Commission prepare a plan for the park and obtain grading / sediment control permits. PDD staff is presently performing the necessary engineering, preparation of construction documents, and application for permits.

3d.8 Commission-wide and Department-wide Initiatives / Committees

Due to a prevalence of Commission-wide and Department-wide initiatives occurring over the past year, PDD staff has dedicated an unusually high number of hours toward these efforts.

Example: CAPRA, PDCO, SmartParks, Procurement Streamlining, Leadership Development

3d.9 Development Districts (West Germantown and Clarksburg)

PDD is involved in the planning, design, and construction of parks dedicated and constructed in development districts.

Example: Several parks and trails are proposed in the Clarksburg Development District. PDD staff has been involved in the planning, design, and cost estimating for the park facilities.

3d.10 Support to preparation of the Capital Improvements Program

PDD professional staff work on the planning, programming, and estimating of projects that are considered for the CIP, but are not yet funded in the CIP.

Example: This summer, PDD staff conducted a complete and detailed assessment of our park roads that allowed us to represent the cost of capital maintenance and repairs necessary to keep our roads and bridges in safe condition. This work resulted in a favorable recommendation by the Executive to increase our six-year level of funding from 2.5 million to 3.5 million.

Vision Statements

For Park Planning, Development, Construction and Operations from meeting held June 2, 2003

The following statements represent the thoughts of a group of 90 Montgomery County Department of Park and Planning staff members who participate, in many different ways, in the planning, development, construction and/or operations of our parks. They attended a 1-day session to articulate their vision and identify issues affecting their efforts to deliver and operate high-quality parks.

Divisions represented were Park Design and Development, Countywide Planning, Northern and Southern Park Divisions, Natural Resources and Central Maintenance. Since their meeting in June, a smaller group (the PDCO Committee) has been meeting regularly to further clarify, define and develop process standards, product (park) requirements and other important factors that are important to improving the way parks are brought into and maintained through our system. Mike Riley, PDD Chief and John Hench, Countywide PPRA Supervisor are the team leaders of the PDCO Committee.

Vision - End Result

- We have established procedures that enable the park planning, development, construction and operation processes to flow smoothly and result in: well built, easily maintainable, aesthetically pleasing, functional and environmentally sound parks and park facilities.
- These processes include participation from all stakeholders: Northern and Southern park regions, Natural Resources, Countywide Planning, Park Design and Development, Central Maintenance, Park Police, and the public, with clearly defined roles and includes a follow-up, feedback and debriefing stage.
- Park development projects are developed on time and on budget and we plan and develop only what we can afford to maintain.
- Our quality and quantity goals are met.
- Balance is sought and maintained between:
 - New development and maintenance of existing resources;
 - Active and passive recreation;
 - Efficiency/ cost-effectiveness and quality/customer satisfaction, and
 - Recreation and stewardship of natural and cultural resources.
- We deliver the right park, in the right place, at the right time, at the right price.