

**MEMORANDUM**

November 6, 2012

TO: Planning, Housing, and Economic Development Committee

FROM: Vivian Yao, Legislative Analyst *VY*

SUBJECT: **Briefing -- Recreation Facility Development Plan 2010-2030**

During review of the FY13-18 Capital Improvements Program for the Department of Recreation, the Planning, Housing, and Economic Development (PHED) Committee requested a briefing on the finalized Recreation Facility Development Plan 2010-2030. A portion of the completed plan is attached at ©1-26. The whole plan including the attached *Vision 2030 Strategic Plan for Parks and Recreation in Montgomery County, MD* can be accessed at: <http://www6.montgomerycountymd.gov/content/rec/files/publications/facilitydevelopmentplan.pdf>  
The Department presentation to the PHED Committee is attached at ©27-34.

The latest 20-year Recreation Facility Plan includes the following highlights:

- The plan extends the principles set forth in earlier facility development plans and is based on the *Vision 2030 Strategic Plan for Parks and Recreation in Montgomery County, MD*.
- The new Recreation Facility Plan changes its methodology in delivering recreation and leisure services to residents by envisioning much larger regional-serving facilities placed strategically in population centers with access to a variety of public transportation systems. These areas are centered around currently underserved populations and projected future population growth areas. The service delivery approach is designed to provide services while enhancing social, fiscal, and environmental sustainability in the future.
- The plan identifies (©17-18) locations for new, combined recreation and aquatic center facilities in downtown Silver Spring, White Flint, Shady Grove, and Clarksburg. The combined centers will require approximately 80,000 net square feet of programmable space and 110,000-115,000 total square feet. Some portions of the facility can possibly be developed as multi-floor space. The estimated acreage required for programming is approximately 6.5-7.5 acres.

- The plan recommends developing a standardized process and criteria to evaluate the renovation and modernization needs of the County's recreation centers.
- The plan (©22) references the following current projects in the FY13-18 CIP: North Potomac Community Recreation Center (CRC), Plum Gar, Scotland, Ross Boddy, Good Hope. Council staff notes that the North Bethesda CRC project, which does not include funding in the six-year CIP period, is not listed.
- The plan includes additional facility planning/site evaluation projects including: East Germantown CRC, Sandy Spring CR and AC, Western Co CR and AC, Kensington CRC, and Kemp Mill CRC.

### **Issue for Discussion**

The Committee may be interested in discussing the following issues with Recreation Department representatives:

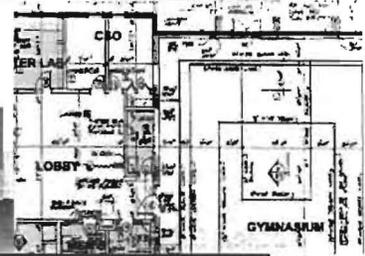
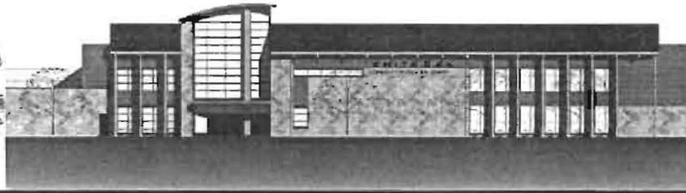
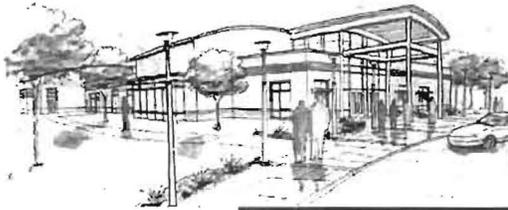
**Capital and Operating Impact:** What is the anticipated capital and operating cost for implementing the combined community recreation and aquatic centers during the 20-year period? Will the County be able to afford the projected number of large, multi-use centers?

**Site Location:** Has the Department considered potential sites that might be large enough to accommodate combined recreation and aquatic centers in downtown Silver Spring, White Flint, Shady Grove, and Clarksburg?

**Priority for Projects Included in Plan:** How will the Department determine the priority for the projects listed under Facility Planning/Site Evaluation (©20-21). Presumably, projects that are current CIP projects, e.g., Wheaton Library and CRC, and the four Community Recreation and Aquatic Center projects are top priorities for the Department in the 20-year period. How will the Department determine whether other projects will be completed during the 20-year period? How will the Department balance to the need to renovate and modernize existing facilities against the interest in developing new facilities in the event of constrained fiscal conditions?

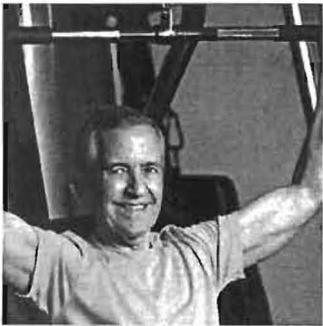
**Proposed Recreation Centers Near Existing Facilities:** How will the siting, construction, and operation of proposed Community Recreation Centers interact with existing facilities in the same service area, e.g., East Germantown CRC and Plum Gar NRC; Sandy Spring CR and AC and Ross Boddy NRC; and Western Co CR and AC and Western Outdoor Pool?

# Montgomery County



## Recreation Facility Development Plan 2010-2030

Montgomery County Recreation Department



MONTGOMERY COUNTY  
*Recreation*

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## Background

### Recreation Facility Development Plan, 2010-2030

Since the early 1970s, the Montgomery County Recreation Department has prepared a series of long range planning documents addressing the needs of residents for recreation and leisure services.

The first plans, *Master Plan for Aquatic Facilities and Recreation Complexes, 1974* and *Recreation Facility Recommendations, 1988*, attempted to lay out a system of community and aquatic facilities that would serve the county population centers with flexible multipurpose spaces and take advantage of existing infrastructure. Several buildings, including housing and school facilities were re-purposed as localized recreation centers. Several pools were constructed in the County.

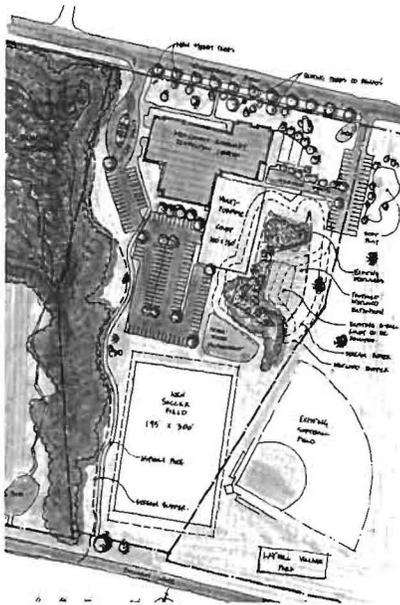
Additionally, the plan called for the development of new recreation centers and pools to be built to more modern standards including facilities like the Bauer Drive Recreation and Martin Luther King Jr. Aquatic Centers. Other needs identified in the plan included Germantown, Burtonsville, East County, Rosemary Hills.

In 1997, approximately 10 years later, the Department produced a major revision to the 1988 plan called the *Recreation Facility Development Plan, 1997 – 2010*. This continued the approach to providing facilities in individual communities but on a larger scale. Facility needs were identified in a number of communities including Damascus, Mid-County, North Bethesda, White Oak, and West County and included additional Aquatic Centers with indoor pools as well. This plan was endorsed by the County Executive and utilized by the County Council to evaluate and approve the Department's biennial Capital Budget and 5-year Capital Improvements Program.

In 2005, Recreation produced an update to the 1997 plan – *Recreation Facility Development Plan, 2005 Update*, including new information based on financial circumstances and newly completed facility development. This plan included two major changes that continue today:

By approval of the County Council, significant space (9,000nsf+/-) was added to the Program of Requirements for the prototypical Community Recreation Center to allow Senior Center programs in integrated space at the community facilities. This eliminated the need to plan, design, construct, and operate separate stand-alone Senior Centers.

The added space in each building allowed the centers to expand greatly their other programs, services, and community use offered to the residents.



## Montgomery County Recreation Facility Development Plan 2010-2030

This latest *Recreation Facility Development Plan, 2010-2030*, continues and extends the principles set forth in the earlier plans. Its foundation comes from the extensive study and analysis of recreation and parks services and requirements in Montgomery County undertaken by the Department in cooperation with the Department of Parks (MNCPPC). This study, *VISION2030*, helped to clarify population trends, user preferences and needs, and through extensive community interaction and dialog, developed the background materials, in three volumes, that serve to support the conclusions of this new plan.

Perhaps the most significant realization of *VISION2030* and the most critical component of the *Recreation Facility Development Plan, 2010-2030* is a continued shift in the methodology to deliver recreation and leisure services to residents. This newest plan envisions much larger regional-serving facilities placed strategically in population centers with excellent access to a variety of public transportation systems. These areas cluster around the central core of current underserved populations and future population growth areas.

The rationale for this refinement of delivery approach is based on the concept of continuing to provide the services while enhancing social, fiscal, and environmental sustainability well into the future.



## Plan Detail

### Introduction

Based on the VISION2030 Plan, including

- Volume 1, Needs and Resource Assessment
- Volume 2, Vision 2030 Strategic Plan
- Volume 3, Implementation Plan (Staff Work Program Guide)

And with special emphasis on:

- Theme 2 : Planning and Development
- Goal 8 : Provide an equitable distribution of public indoor recreation spaces in Montgomery County that is sustainable for the long term

And more specifically:

- Objectives : 8.1 - 8.4 as detailed below

The Department of Recreation drafted the *Recreation Facility Development Plan, 2010 – 2030*

### Purpose

The purpose of the Plan is to :

- Set out goals and objectives for the development of recreation facilities to serve the needs of the Montgomery County population over the next 20 years
- Establish a sequence or priority of actions and projects to be completed
- Provide guidance to decision makers and residents of the County by way of a long range plan for recreation and leisure services and the facilities required to support them
- Allow for a comprehensive approach to the planning, development, and operations of large scale capital amenities
- Achieve a balance of providing facilities to currently unserved or underserved areas while maintaining and when necessary, renovating existing facilities to provide equity of services to all residents
- Provide flexibility to allow "opportunity projects" to fit within the Plan



# Montgomery County Recreation Facility Development Plan 2010-2030

## Goals and Objectives

Goal : Provide an equitable distribution of public indoor recreation spaces in Montgomery County that is sustainable

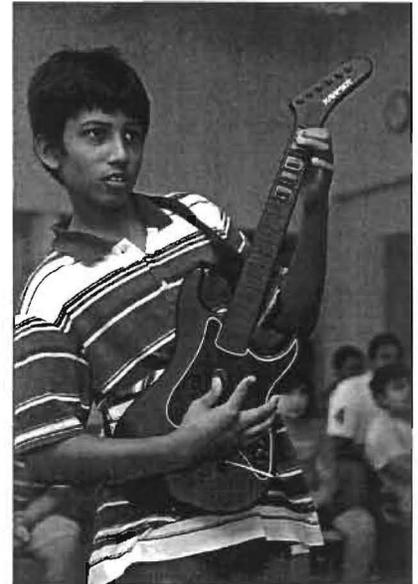
### REFINE COMMUNITY RECREATION AND AQUATIC CENTER SERVICE MODEL

- Incorporate flexibility into the Level Of Service model to allow for larger centers to serve more residents when appropriate. Providing leisure services at larger regional centers is an industry best management practice and provides one-stop service, increased operational efficiencies, sustainability, and cost recovery, while promoting improved customer service
- Incorporate indoor aquatics in new recreation centers to create operational efficiencies, broader appeal, and respond to high public interest in leisure and instructional (noncompetitive) aquatics
- Identify highly accessible locations for new recreation centers along multi-modal transportation corridors (e.g., public transportation routes, trails, major roadways).
- Identify opportunities to partner and/or co-locate indoor recreation centers with other institutional facilities (e.g., schools, libraries, park facilities, or other leisure service providers), when appropriate

#### OBJECTIVE 8.1

Refine the Level Of Service model for indoor recreation and aquatic centers.

- 8.1.a Prioritize adding public indoor recreation/aquatic centers in the North Central and South Central sub-areas where lower per capita LOS currently exists, and high rates of growth are projected in the next 10 to 20 year (2010-2030). *(See Vision 2030 Volume 2, Appendix F for additional analysis and recommended approaches for future recreation centers.)*
- 8.1.b Incorporate flexible spaces and industry trends into recreation/aquatic center designs.



# Montgomery County Recreation Facility Development Plan 2010-2030

## OBJECTIVE 8.2

Conduct feasibility studies, including public input, and operating/business plans prior to the design and development of new community recreation/aquatic facilities. Develop corresponding Program of Requirement (POR) descriptions.

- 8.2.a Test/Verify the feasibility studies through public process and current planning tools.
- 8.2.b Develop Program of Requirement (POR) descriptions for combined community recreation and aquatic facilities.
- 8.2.c Use the feasibility study and POR for design and operating business plan.

## OBJECTIVE 8.3

Use the Service Assessment to assist the evaluation of renovations and modernization of recreation centers and potential consolidation/repurposing the older smaller community and neighborhood facilities as may be warranted.

- 8.3.a Using Service Assessment results and other research identify which potential facilities should receive renovations and which should be considered for potential consolidation/repurposing/divestiture.
- 8.3.b Vet recommendations through public process.
- 8.3.c Incorporate all findings (service assessment and public vetting) into POR.

## OBJECTIVE 8.4

Consider an assessment of needs and opportunities for specialized countywide facilities (e.g., arena, event center, indoor sports complex) including public/private partnership opportunities.

- 8.4.a Establish a standing multi-agency(County and Commission) review committee(County and Commission) to evaluate unique recreation and parks opportunities (e.g., water park, arenas, sports complex, ropes course, paint ball).

# Montgomery County Recreation Facility Development Plan 2010-2030

## Analysis

### RECREATION CENTERS

The table below provides an analysis of Montgomery County Department of Recreation (DOR) indoor recreation centers by sub-area. The blue shaded areas in the table indicate lower levels of service (LOS) and show that by far, the North Central sub-area has the lowest level of service for indoor recreation centers based on population density or per capita service. However, the Potomac/Rural sub-area, which has the lowest population but the largest geographic area, shows the lowest percentage LOS geographic coverage.

**Table 3: Recreation Centers Analysis by Sub-Area (Dept. of Recreation)**

Sub-Area	* 2010 Population	SF & Number of DOR Centers	Population per Center	*** SF per Population	**** Survey Ranking (Top 3)	***** % of Area with LOS	***** LOS Pop. Density	*Population Growth 2010-2030	Priority for New or Expanded Facilities
North Central (Total)	297,050	49,747 SF in 3 centers	99,016	.17	25%	85%	9 (lowest)	30.6% 90,840	Highest
**North Central	175,867	"	58,622	.28	"	"	NA	57,329	
East Transit Corridor	301,649	231,237 SF in 11 centers	27,422	.77	28%	96%	28	5.5% 29,846	Lower
South Central	242,354	89,610 SF in 5 centers	48,471	.37	22%	99%	15	22.5% 54,441	2 <sup>nd</sup> Highest
Potomac/Rural	126,847	100,550 in 5 centers	25,369	.79	18%	42%	58 (highest)	3.6% 4514	Lowest

\*Source: Population Forecast Round 8.0, Research & Technology Center, Montgomery County Planning Department, M-NCPPC June 2010. See Table 6 below for more detailed population projections of high growth parts of the sub-areas.

\*\*North Central sub-area 2010 and 2030 population projections and analysis does not include the municipalities of Gaithersburg and Rockville because they provide their own recreation facilities and the Montgomery County Department of Recreation does not assume responsibility for recreation facility planning for these cities.

\*\*\*Square Foot/2010 Population – include net square footage of recreation centers, neighborhood centers, and senior center (including new centers: Mid County, White Oak and North Potomac) per person based on 2010 County population.

\*\*\*\*Percentage of survey respondents that ranked adding, improving, or expanding recreation centers as one of their top three priorities

\*\*\*\*\*Percentage of sub-area that has some service provided by indoor recreation centers – that shows coverage is fairly even with the exception of Potomac/Rural sub-area. The LOS analysis includes Recreation Centers, Senior Centers, open Park Activity Buildings as well as key alternative providers. See Vision 2030 Volume 1: Needs and Resource Assessment for further analysis in Chapter 5.

\*\*\*\*\* LOS score that shows when population density is factored in Potomac/Rural has the highest indoor center LOS per capita while the North Central has the lowest. (This measurement and the one above are two different ways of looking at LOS using composite-values methodology.)

The Montgomery County Department of Recreation level of service model of one center (approximately 33,000 net square feet) per 30,000 residents is detailed in the *Recreation Facility Development Plan, 2005 Update*. The East Transit Corridor and the Potomac/Rural sub-area exceed this target based on 2010 population figures. These two sub-areas also have the highest combined

## Montgomery County Recreation Facility Development Plan 2010-2030

center square footage per population. In contrast, the North Central has the lowest current LOS and is projected to have the highest rate of growth in the next twenty years to 2030.

**Table 4: Indoor Recreation and Aquatic Center Projections (Square Feet)**

Total Current SF of Indoor Recreation & Aquatic Centers (2010/CIP Gross SF*)	2010 Population (Adjusted***)	2010 SF/Person	2030 Population (Adjusted ***)	New SF of Indoor and Aquatic Space Needed to Reach Standard of 1.1 SF/person, 2030
882,200+/- SF** (24 indoor recreation centers and 4 aquatic centers)	846,717	1.05	979,706	195,500 +/- SF****

\*Estimated Gross Square Feet (SF) = 40% above Net Square Feet (NSF).

\*\* Includes 3 Senior Centers serving unique + 55 populations only.

\*\*\*Adjusted Montgomery County, MD population minus the populations of the Cities of Gaithersburg and Rockville.

\*\*\*\*See Vision 2030 Goal 8 and Objectives.

A flexible approach to meeting the recreational needs of Montgomery County is desired – one that factors in equitable distribution of centers based on population density as well as operational efficiencies to best meet these needs. Due to the high interest in recreational aquatics, especially indoor facilities, and the operational efficiencies involved, **it is the recommendation of the 2030 Vision project to incorporate indoor aquatics with recreation centers.** This is common industry practice throughout the nation. However, Montgomery County has a history of larger, stand alone state-of-the art aquatic centers. Incorporating aquatics in recreation centers **would require that the current Community Recreation Center Program of Requirements (POR) be modified and merged with an Aquatic Center POR for these new combined facilities.**

The standard of 1.1 square feet for community recreation center space per one County resident (based on a 33,000 square foot recreation center per population of 30,000) is appropriate and no changes are being recommended in the **Vision 2030** project. This standard is comparable to other similar agencies. For example, the Park Authority in Fairfax County, Virginia also has a recreation center standard of 1.1 SF/resident. (Source: **Needs Assessment Final Report, Fairfax County Park Authority, February 2004**)

A need for the equivalent of 195,500 +/- SF of additional indoor recreation space is projected based on the 2030 population forecast in order to achieve the 1.1 SF/resident standard. According to the Vision 2030 study, new or expanded recreation centers are the highest priority to serve the North Central sub-area due to current gaps in indoor recreation service and anticipated demands from projected population increases. The South Central sub-area is a second priority due to projected population demands. (See *Perspective B: Access to Indoor Facilities* in **Appendix C.**) Opportunities and current efforts to renovate and modernize existing community recreation centers should also be explored, when feasible, as an additional strategy for addressing increased demand as the County grows.

# Montgomery County Recreation Facility Development Plan 2010-2030

## Guidelines for Prioritizing Capital Improvement Projects

The following development criteria and sequencing for DOR recreation centers is outlined in the *Recreation Facility Development Plan, 2005 Update*.

- Population density that is currently underserved by existing facilities.
- Population socio-economic make-up, with communities of more children, higher diversity and/or fewer leisure options, being given a priority. (*North Central would qualify*)
- Availability of time sensitive cost-saving opportunities, such as Federal grants, private sector donations or dedications, or efficiencies in construction costs (*and/or operating costs*) by joining projects.
- Expressed interest and support from specific communities.
- Geographically isolated communities with fewer leisure options.

The analysis from the **Vision 2030** project clearly points to a gap in service in the North Central sub-area based on current and projected population densities. In addition to efficiencies in construction costs, it is important to also consider efficiencies in operating costs. The last item in the list should be further defined as it may not be operationally sustainable to add recreation centers to geographically isolated communities with very low populations.

## Role of Alternative Providers

How do **alternative providers** currently contribute to the level of service for indoor recreation centers in Montgomery County? The inventory conducted as part of the **Vision 2030** project shows that the denser, more developed sub-areas have the most number of a wide variety of alternative providers (recreation centers as well as indoor aquatic facilities, cultural centers) as show in table below. The East Transit Corridor sub-area has by far the highest number (12) of the smaller Park Activity Buildings (owned by the M-NCPPC Department of Parks) that generally consist of a large multi-purpose room, restrooms, and a small kitchen. The composite-values level of service analysis used in the **Vision 2030** project factored in these other providers. Even with alternative providers factored in, the LOS is still lowest in the North Central followed by the South Central.

**Table 5: Park Activity Buildings and Alternative Providers (by sub-area)**

Sub-Area	M-NCPPC Department of Parks – Park Activity Buildings (in operation as of 2010)		*Alternative Providers of Indoor Recreation Spaces
	Number	Total SF	
North Central	1	2,175	22
South Central	6	12,799	9
East Transit Corridor	12	29,418	2
Potomac/Rural	0	0	2

*\*Alternative providers included recreation centers in Gaithersburg and Rockville, including aquatic facilities and cultural center, as well as providers such as the YMCA. While school spaces such as gyms were factored into the LOS analysis, they are not included in these numbers.*

The M-NCPPC Department of Parks also has an inventory of Park Activity Buildings that are not currently open. Further research into potential opportunities for adaptive re-use or replacing Park Activity Buildings to serve the North Central area in particular is recommended.

# Montgomery County Recreation Facility Development Plan 2010-2030

## Potential Areas for New or Expanded Recreation Centers

The table below identifies target areas where concentrated growth is projected to 2030. New or expanded recreation centers are the highest priority to serve the North Central sub-area, followed by the South Central sub-area. *Note: More detailed population projections by the 28 Planning Areas used by the M-NCPPC are found in Appendix G.*

**Table 6: Potential Areas for New or Expanded Recreation Centers by 2030**

*(Potential areas have lower current per capita service for indoor centers and high projected population growth.)*

Sub-Area	By 2020 (10 years)	By 2030 (20 years)
<b>North Central (Highest Priority)</b>	<b>Clarksburg area</b> <i>(projected pop. increase of 23,614 by 2030 with 14,480 of this growth by 2020)</i>	<b>Germantown/ Gaithersburg Vicinity</b> <i>(projected pop. increase of 35,235)</i>
<b>South Central (Secondary Priority)</b>	<b>Silver Spring area</b> <i>(projected pop. increase of 12,278 by 2020)</i> <b>or *North Bethesda area</b> <i>(projected pop. increase of 26,241 by 2030 with 5,246 projected by 2020)</i>	<b>Bethesda area</b> <i>(projected pop. increase of 16,365 by 2030)</i>
<b>East Transit Corridor</b>	NA	<b>Kensington/Wheaton</b> <i>(projected pop. increase of 14,793)</i> <b>(Look at opportunities to expand existing centers)</b>

Source: Population Forecast Round 8.0 by Planning Area, Research & Technology Center, Montgomery County Planning Department, M-NCPPC, June 2010.

\*Planning efforts currently underway.

Note: Long-term planning efforts should address the Poolesville/Western County area because it has few facilities even though population numbers may not indicate it is warranted.

# Montgomery County Recreation Facility Development Plan 2010-2030

## AQUATIC CENTERS

### Survey and Inventory Analysis

Indoor aquatics rated in the top five as most in need of addition, expansion, or improvement (out of a list of 30 parks and recreation facility choices) across all four sub-areas, as shown by the following Vision 2030 survey rankings. Outdoor pools rated lower in comparison.

**Table 7: Aquatics Survey Input by Sub-area**

Sub-area	Outdoor Aquatics			Indoor Aquatics		
	Rank	%	Current # (Dept. of Recreation)	Rank	%	Current # (Dept. of Recreation)
North Central	4 <sup>th</sup>	19%	2 (Upper County, Germantown)	1 <sup>st</sup>	29%	0
South Central	7 <sup>th</sup>	16%	2 (Long Branch, Bethesda)	5 <sup>th</sup>	21%	1 (Mont. Aquatic Ctr.)
East Transit Corridor	10 <sup>th</sup>	8%	2 (Wheaton/Glenmont, Martin Luther King, Jr)	4 <sup>th</sup>	23%	2 (Martin Luther King, Olney Swim Ctrs.)
Potomac/Rural	11 <sup>th</sup>	7%	1 (Western County)	3 <sup>rd</sup>	23%	1 (Germantown Indoor Swim Ctr)

*Note: The following alternative providers have outdoor pools: municipalities – Rockville Municipal Swim Center, Gaithersburg Summit Hall Pool (both in North Central) and Silver Spring and Bethesda YMCA (in South Central). These are not counted in the total numbers above.*

### Aquatics – Recommendations

No new stand-alone indoor aquatic centers are recommended in this Vision 2030 study. Instead, it is recommended that these types of aquatic facilities be included as a component of new larger regional-serving recreation centers (see Vision 2030 Goal 8).

Montgomery County also appears to be well-served by outdoor aquatic facilities, both public and private. Therefore, future aquatic facility development should focus on indoor aquatic centers integrated with larger regional-serving community recreation centers.

Maintaining the quality of the current indoor and outdoor aquatic facilities with investments in ongoing maintenance and enhancements will continue to be equally important.

# Montgomery County Recreation Facility Development Plan 2010-2030

## RECREATION AND AQUATIC FACILITIES BENCHMARKING – A NATIONAL LOOK

The table below looks at benchmarking ratios of the recreation centers and aquatic facilities operated by the Montgomery County Department of Recreation in comparison to averages from a self-reported nationwide study, *2009 Operating Ratio Report*, a report of the National Recreation and Park Association. For example, if an agency reported a jurisdiction population of 100,000, and the agency had two recreation centers, the population per center would be 50,000. *Note: it is difficult to accurately compare recreation and indoor facilities, because the size and quality are not factored in this type of analysis. In addition, many county agencies across the nation do not operate either aquatic facilities and/or recreation/community centers; the municipal jurisdiction or special district handles local level of service. This is not true of Montgomery County, so the better comparison is to the "All" column versus the "Borough/County" column. This information should be considered only in context with other more detailed analysis.*

**Table 8: Recreation Center and Aquatic Facility Benchmarking**

Facility Type	Population Per Facility			Comments
	*NRPA		**Montgomery County – Dept. of Recreation (2010)	
	All	Borough/County		
<b>Recreation/Community Center</b>	25,000	36,554	35,280 (24 centers)	These figures only include DOR centers; if the 18 small M-NCPPC Parks Activity Buildings are factored in, the ratio would be much larger
<b>Indoor Aquatics/Swimming Pool</b>	42,000	172,000	211,679 (4 large stand-alone aquatic facilities)	DOR indoor aquatic facilities are large regional facilities with many features (average 41,860 SF); the facilities are larger than most other jurisdictions and are an not "apples to apples" comparison
<b>Outdoor Aquatics/Swimming Pool</b>	34,187	105,556	120,959 (7 outdoor pools)	Alternative providers of outdoor pools, such as swimming clubs, are numerous and contribute greatly to the LOS countywide and are not factored into the numbers in this chart. The County appears to be well-served with outdoor pools when private and public providers are considered together.

\*National Recreation and Park Association (NRPA) Operating Ratio Study, 2009: "All" includes all jurisdiction respondent types – County/Borough, Municipal, and Special Districts.

\*\*Based on the adjusted 2010 County population that excludes the populations of the Cities of Gaithersburg and Rockville of 846,717.

**LOS and GRASP**

The Level of Service (LOS) and Geo-Referenced Amenities Standards Process (GRASP) assessment methods are outlined in Volume 1 and used to form the basis of many of the recommendations in Volume 2. Simply put, these ask/answer the questions:

1. What facilities and services are available to the public and are they sufficient to meet reasonable needs ? (LOS)
2. What is the quality of those facilities and services ? (GRASP)

In addition to the basic analysis of LOS and GRASP, each of these is impacted by population distribution. As an example, one area with a significant number of facilities and services coupled with high population might actually rate lower than an area with fewer facilities and services but a very low population. The fact that no single facility or service serves any exclusive population also contributes to a certain degree of natural overlap in the distribution of services and facilities.

It is important to view the larger county-wide picture of population when considering service areas as a part of any facility planning effort. For this purpose, the MNCPPC - Montgomery County Department of Planning's "Planning Area and Sub-Areas Map" is essential in graphically representing the current and future projected population. This, coupled with their "Round 8.0 Cooperative Forecast of Population", allows for the development of an image that represents three critical elements of the facility planning dynamic:

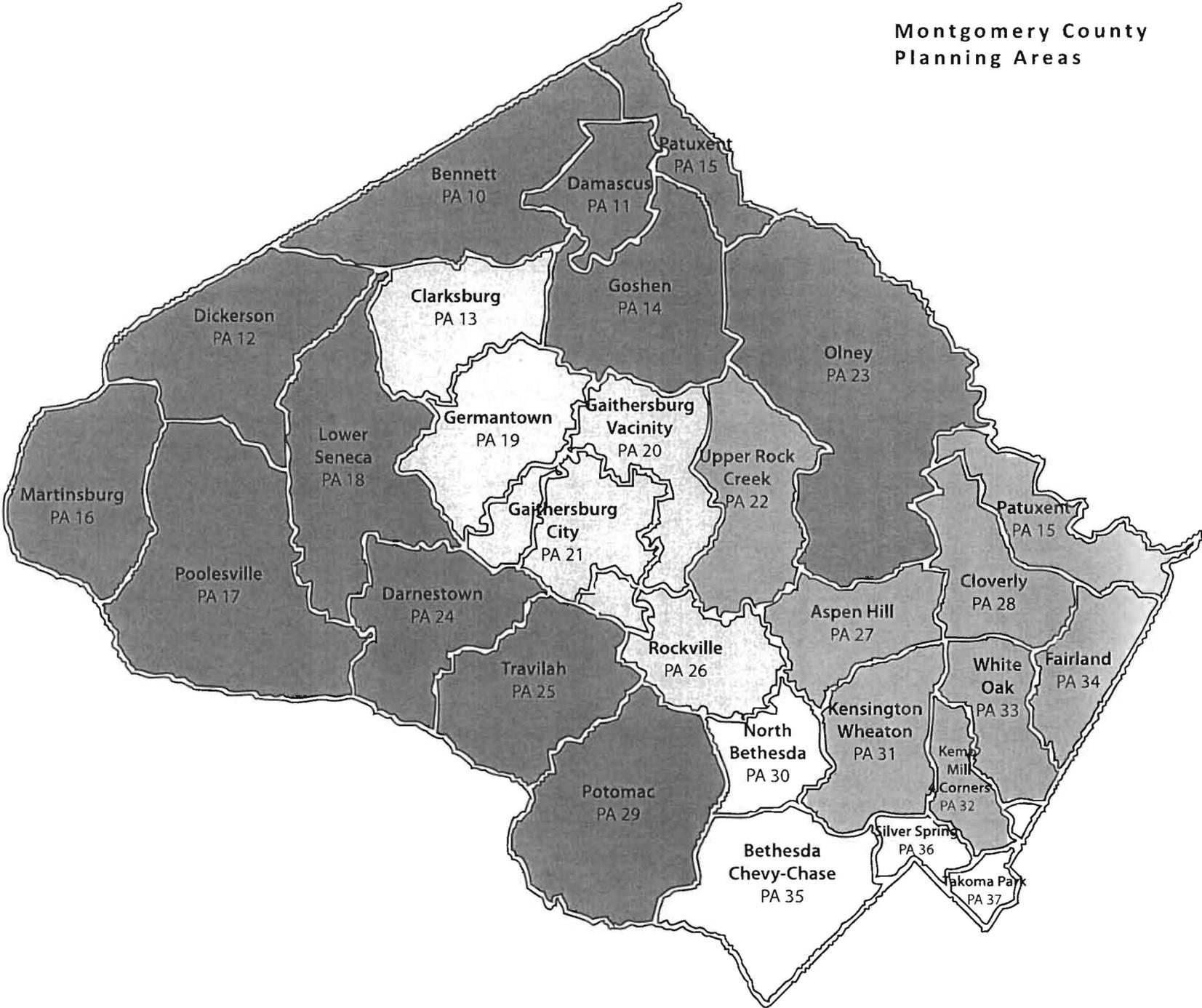
- Current and Future Projected Population
- Existing and Proposed Services, including Facilities
- Gaps and Voids between the Population and Services

The following map and chart illustrate the population distribution as projected through 2030.

The consolidated map on page 15 incorporates LOS and GRASP, along with population disbursement to demonstrate existing service levels.



Montgomery County  
Planning Areas



# Montgomery County Recreation Facility Development Plan 2010-2030

## Total Montgomery County Population by Planning Area

Round 8.0 Cooperative Forecast

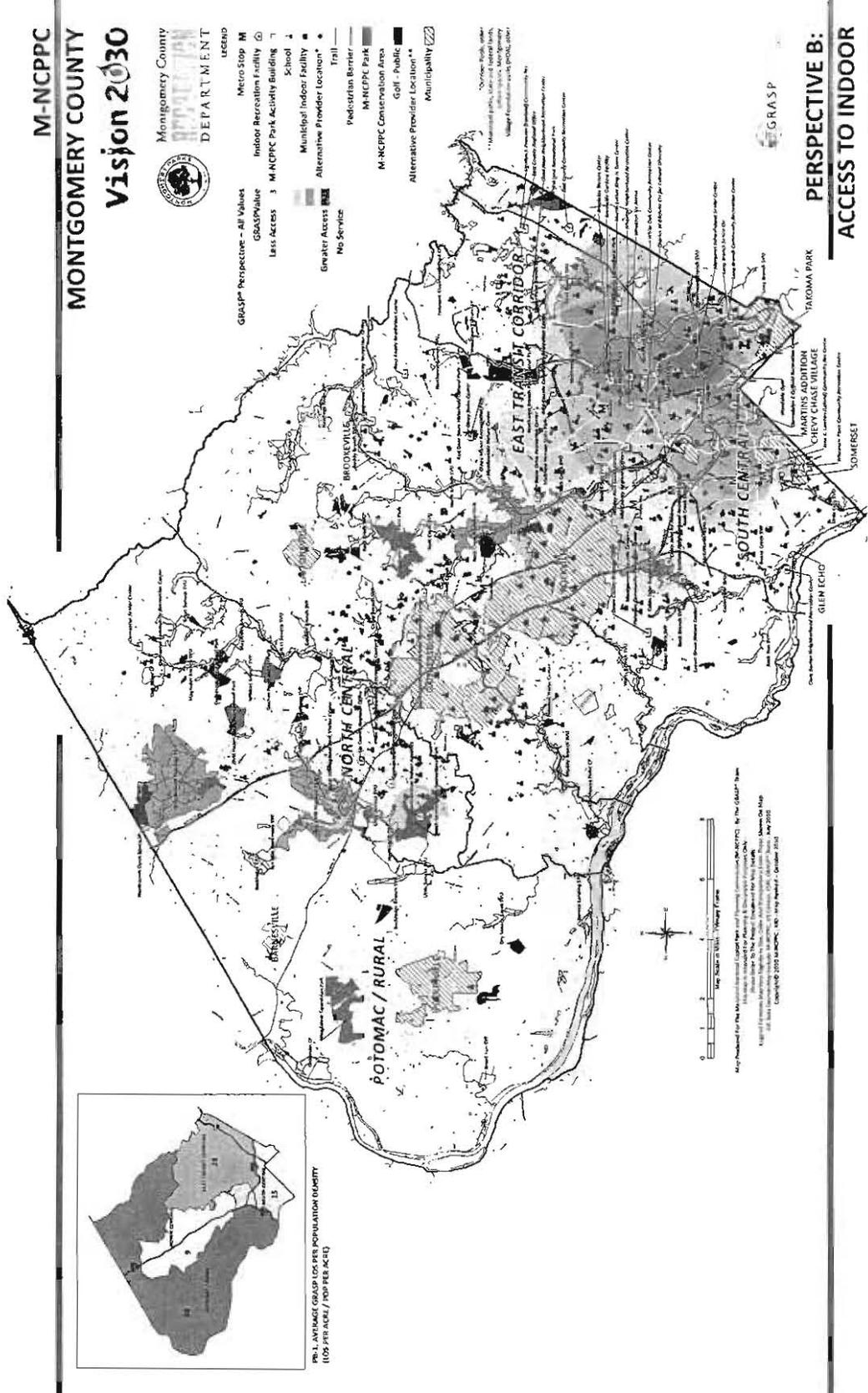
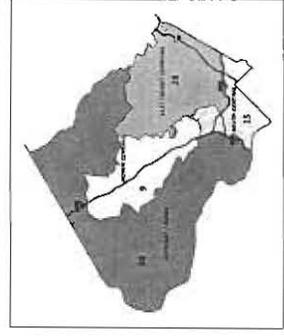
Planning Area	2010	2015	2020	2025	2030	%
Aspen Hill - PA 27	62,633	63,355	63,551	63,596	62,962	5.50
Bennett - PA 10	3,851	3,828	3,893	3,968	4,040	0.36
Bethesda - PA 35	102,807	110,568	115,475	118,028	119,172	10.30
Clarksburg - PA 13	14,745	21,349	29,225	36,921	38,359	3.30
Cloverly - PA 28	17,452	17,368	17,500	17,738	17,937	1.50
Damascus - PA 11	10,978	10,919	11,458	12,642	13,507	1.20
Darnestown - PA 24	12,982	12,798	12,693	12,565	12,664	1.10
Dickerson - PA 12	1,363	1,372	1,405	1,443	1,483	0.18
Fairland - PA 34	42,774	42,041	41,857	42,148	41,958	3.60
Gaithersburg City - PA 21	58,707	62,416	67,560	72,473	77,050	6.70
Gaithersburg Vicinity - PA 20	75,542	75,141	78,143	85,748	96,174	8.30
Germantown - PA 19	87,573	86,074	87,422	94,754	102,176	8.90
Goshen - PA 14	11,731	11,628	11,702	11,870	11,963	1.00
Kemp Mill - PA 32	36,546	36,848	36,878	37,113	37,585	3.30
Kensington/Wheaton - PA 31	78,259	82,054	87,537	90,544	93,052	8.10
Lower Seneca - PA 18	1,226	1,243	1,297	1,339	1,377	0.12
Martinsburg - PA 16	280	279	280	295	297	0.02
North Bethesda - PA 30	51,683	56,929	67,078	69,496	77,924	6.80
Olney - PA 23	37,758	37,064	38,267	39,521	40,851	3.50
Patuxent - PA 15	5,561	5,551	5,672	5,798	5,914	0.51
Poolesville - PA 17	5,990	6,435	6,798	6,946	7,087	0.61
Potomac - PA 29	47,678	48,336	48,705	49,058	49,155	4.30
Rockville - PA 26	62,476	67,341	71,847	74,503	77,644	6.70
Silver Spring - PA 36	44,602	52,633	56,122	56,420	56,880	4.90
Takoma Park - PA 37	30,597	30,264	29,931	30,858	31,346	2.70
Travilah - PA 25	27,212	26,342	26,076	25,985	26,061	2.30
Upper Rock Creek - PA 22	12,092	12,095	12,141	12,494	12,061	1.10
White Oak - PA 33	34,902	34,729	34,487	34,736	34,807	3.08
<b>County Total</b>	<b>980,000</b>	<b>1,017,000</b>	<b>1,065,000</b>	<b>1,109,000</b>	<b>1,152,000</b>	<b>100%</b>

Source: Population Forecast Round 8.0, Research and Technology Center, M-NCPPC Montgomery County Planning Department, June 2010

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**MONTGOMERY COUNTY**  
**DEPARTMENT OF RECREATION**  
**Vision 2030**



- LEGEND**
- GRASP Perspective - All Values
  - GRASP Value
  - Less Access
  - Greater Access
  - No Service
  - Mega-Stop
  - Indoor Recreation Facility
  - M-NCPPC Park Activity Building
  - School
  - Municipal Indoor Facility
  - Alternative Provider Location\*
  - Trail
  - Vegetation Barrier
  - M-NCPPC Park
  - M-NCPPC Conservation Area
  - Golf - Public
  - Alternative Provider Location\*\*
  - Municipality



**PERSPECTIVE B:**  
**ACCESS TO INDOOR FACILITIES**

Map Produced for the Anticipated GRASP Perspective - All Values (2010-2030) by The GRASP Team  
 Prepared for the Anticipated GRASP Perspective - All Values (2010-2030) by The GRASP Team  
 All data herein is provided as a service to the user. The GRASP Team is not responsible for any errors or omissions.  
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## Strategic Overview

### BACKGROUND

Since the creation of the *Recreation Facility Development Plan, 1997 – 2010 and the 2005 Update*, the Department guided the CIP toward the development of independent Community Recreation Centers and Aquatic Centers throughout the County. The Community Center locations have most recently been based on a concept of 33,000nsf /30,000 population as a minimum. Aquatic Centers have been located more geographically, based on a minimum 50,000 population. This planning grew out of a model used by MCPS for locating high schools as defined by a “community”.

*VISION2030* and its counterpart *Recreation Facility Development Plan, 2010 – 2030* form the basis of future capital and operating activities for the next 20 years and beyond. The primary methodology of the effort focuses on gap analysis. This produces a number of Goals and Objectives, as noted above, with associated Action Items to be considered as a part of any implementation strategy.

One of the most significant findings and recommendations to come out of the Plan urges the County to consider a different approach to delivering community recreation amenities/services including Centers and Pools. The Plan recommends that the County move away from the current smaller individual community-based approach and consider a larger scale regional approach to the development and operation of facilities. These facilities could take the form of larger combined multipurpose centers with aquatic features included – Community Recreation and Aquatic Centers (CRandACs).

Rationales for this suggestion include:

- Reflective of successful national trends
- Implements a direct finding of the Plan’s needs analysis
- Improves sustainability by reducing the future number of sites and development projects as well as operating costs, including personnel
- Highly compatible with smart-growth planning
- Consistent with several existing CIP projects
- Serves the highest identified needs in the “central sub-areas” including: Silver Spring, North Bethesda, White Flint, Rockville, Shady Grove, Gaithersburg, Germantown, Clarksburg
- Provides a 20+ year development window in which to complete these recreation facilities, about one every 5-6 years, better matching population growth and financial resource availability.
- Continues to allow the County to set a reasonable schedule and manage affordability for renovation and modernization of older existing centers over the same 20+ year period



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COMMUNITY RECREATION AND AQUATIC CENTER  
SERVICE DELIVERY STRATEGY:

- Continue individual facility needs assessments for currently identified service areas and
- Maintain and renovate/modernize, when necessary, existing facilities
- Focus capital development on combined community recreation facilities in the South and North Central Sub-Areas as identified by the *VISION2030* Study

---

COMMUNITY RECREATION AND AQUATIC CENTER  
PROGRAM OF REQUIREMENTS:

Redefine two existing and add two additional strategically located combined Community Recreation and Aquatic Center projects to serve the North and South Central Sub-Areas. Combine typical elements of Community Recreation Centers and Aquatic Centers into combined structures.

- Building profile – Combining a typical Community Recreation Center with an Aquatic Center will require approximately 80,000+/- net square feet of programmable space (CRC – 35,000 and AC – 46,000). With a current calculation of 1.4 as the gross square foot adjustment factor the building will occupy around 110-115,000 total square feet. Some portions of the facility can be developed as multi-floor space reducing the overall footprint to 90,000+/- sf, possibly.
- Site Amenities – The combination facility will require several site features:
  - Parking – Even when located in well served transit areas the combined facility will still require 350-400 spaces
  - Playground(s) – Large multi-age playground structure and a Sprayground should be accommodated on 12-15,000 sf+/-
  - Playcourt – Multipurpose hard surface court games area of 15,000 sf+/-
  - SportsField – Multipurpose play field is important for outdoor activities but requires a 1.5 – 2.0 Acre space, minimum
- Total Site – Programmable site improvements will occupy approximately 6.5-7.5 acres of the site



# Montgomery County Recreation Facility Development Plan 2010-2030

## Locations :

### Silver Spring

Explore reuse of available sites for development of an urban combined Community Recreation and Aquatic Center. This community has no other community recreation facilities, is well served by mass transit, and significant pedestrian access.

### White Flint

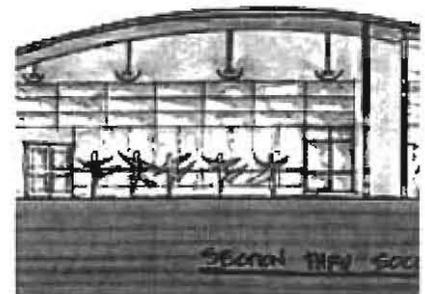
Pursue a public/private coordinated development project at Wall Park which could bring a Community Recreation Center to the site along with redevelopment/expansion of the Montgomery Aquatic Center and Park facilities including structured parking.

### Shady Grove

Take advantage of the Metro Center redevelopment and locate an expanded Community Recreation Center here. Undertake a detailed feasibility study to determine the need for an additional aquatic facility at this location; review usage of Germantown Aquatic Center, Germantown Outdoor Pool, Upper County Outdoor Pool, and City of Gaithersburg aquatic facilities, current and proposed. (It is possible that no additional aquatic services are required and the project could proceed as an enlarged community recreation center only.)

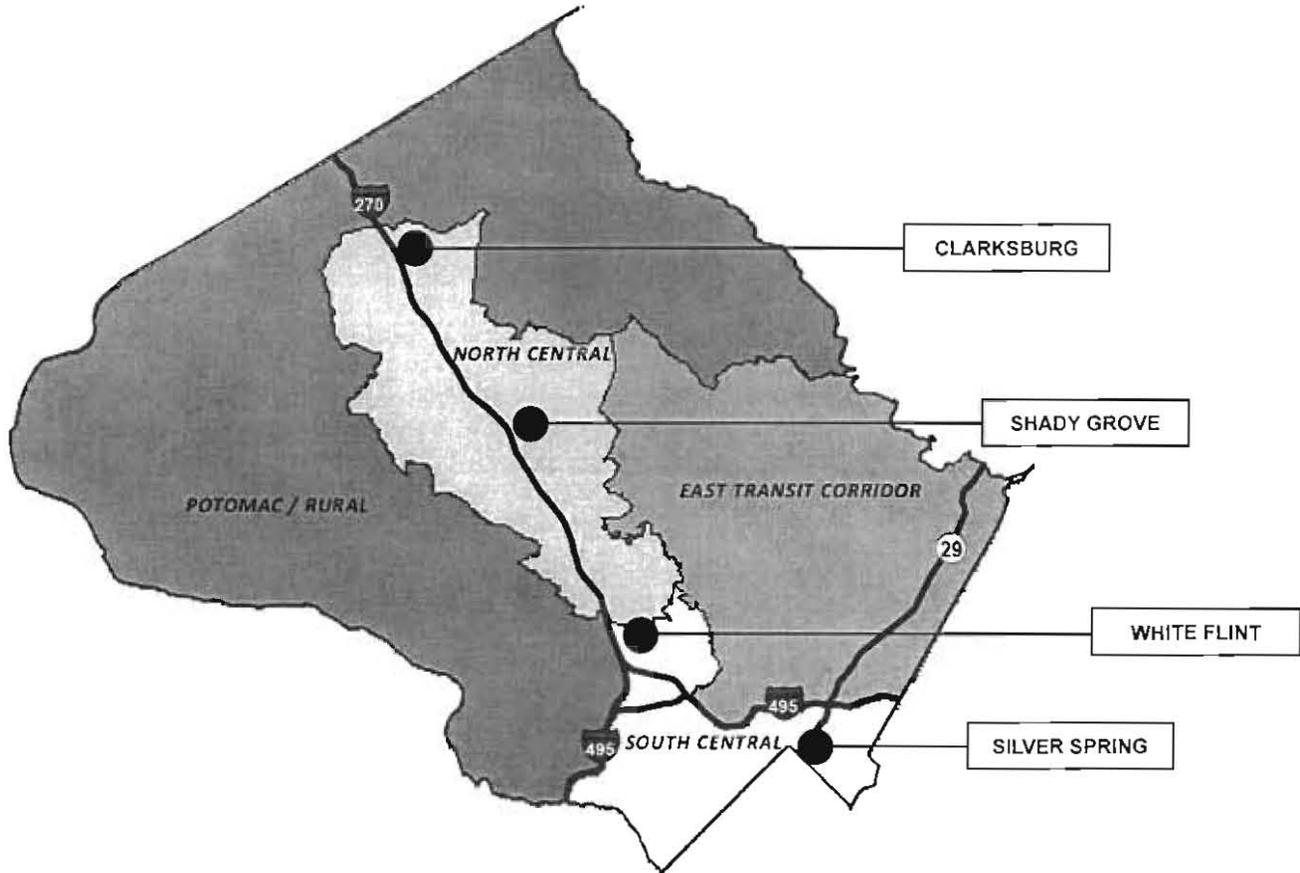
### Clarksburg

Continue Facility Planning, begun in 2008, and including Site Evaluation for a combined Community Recreation and Aquatic Center to serve the North-Central County area.



**Sites Concept Plan:**

The four strategically located combination facilities will serve the current population with a lower LOS and the same geographic areas anticipated to undergo the most growth in the next 20 years (lighter shaded regions).



*Note: The Level of Service (LOS) analysis of the parks and recreation inventory shows that when population density is considered, the current overall LOS per capita is lower in the I-270 corridor (indicated by the lighter shades in the South Central and North Central sub-areas in Figure 2 above). The increased growth projected in the next twenty years along the I-270 corridor will create additional increased demand for parks and recreation facilities and services.*

# Plan Outline

(September 2011)

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## CURRENT ONGOING CIP PROJECTS

### **White Oak CRC**

Under Construction, Spring 2012 Opening

### **Neighborhood Recreation Center (NRC) Construction**

#### **Plum Gar NRC Renovation**

Construction – Spring 2011

#### **Scotland NRC Renovation**

Construction – Winter, 2012

#### **Ross Boddy NRC Renovation**

Design Development and Construction FY 13-18

#### **Good Hope NRC Renovation**

Design Development and Construction FY 13-18

#### **North Potomac CRC**

Design Development



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## FACILITY PLANNING / SITE EVALUATION PROJECTS

### **Western Outdoor Pool Renovation**

Finalize Program of Requirements (POR) and Cost Estimates, FY 13

### **Wheaton Library and CRC**

Facility Planning Revise / Update POR FY 13-18

### **Clarksburg CR and AC (Community Recreation and Aquatic Center)**

Complete Planning and Site Evaluation (Update POR) FY 12-13

### **Recreation Facility Modernization**

Update PORs, Needs and Feasibility Assessments FY 13-18

Schweinhaut Senior Center

Clara Barton NRC

Upper County CRC

Bauer CRC

### **White Flint CR and AC (Wall Park w/ MAC serving the North Bethesda region)**

Facility Planning, Revise / Update POR FY 13-18

### **Silver Spring CR and AC**

Site Selection and Facility Planning, Develop POR FY 13-18

### **Shady Grove CR and AC (Aquatic Needs Assessment)**

Site Selection and Facility Planning, Develop POR

### **East Germantown CRC**

Needs Assessment, Site Selection, and Facility Planning



# Montgomery County Recreation Facility Development Plan 2010-2030

## ***Sandy Spring CR and AC***

Needs Assessment, Site Selection, and Facility Planning

## ***Western Co CR and AC***

Needs Assessments, Site Selection, and Facility Planning

## ***Kensington CRC***

Needs Assessment, Site Selection, and Facility Planning

## ***Kemp Mill CRC***

Needs Assessment, Site Selection, and Facility Planning

## ***Facility Modernization***

Develop Assessment Process and POR Documents

FY 13-18

Holiday Park SC

Longwood CRC

Germantown CRC and Pool

Lawton CRC

Potomac CRC

Olney AC

MLK AC

Coffield CRC

Glenmont Pool

Long Branch CRC and Pool

East County CRC

Bethesda Pool

Praisner CRC

Damascus CRC

Wisconsin Place CRC



**COMMUNITY & NEIGHBORHOOD RECREATION CENTERS**  
 Recreation Facility Development Plan, 2010-2030

(05/02/12)

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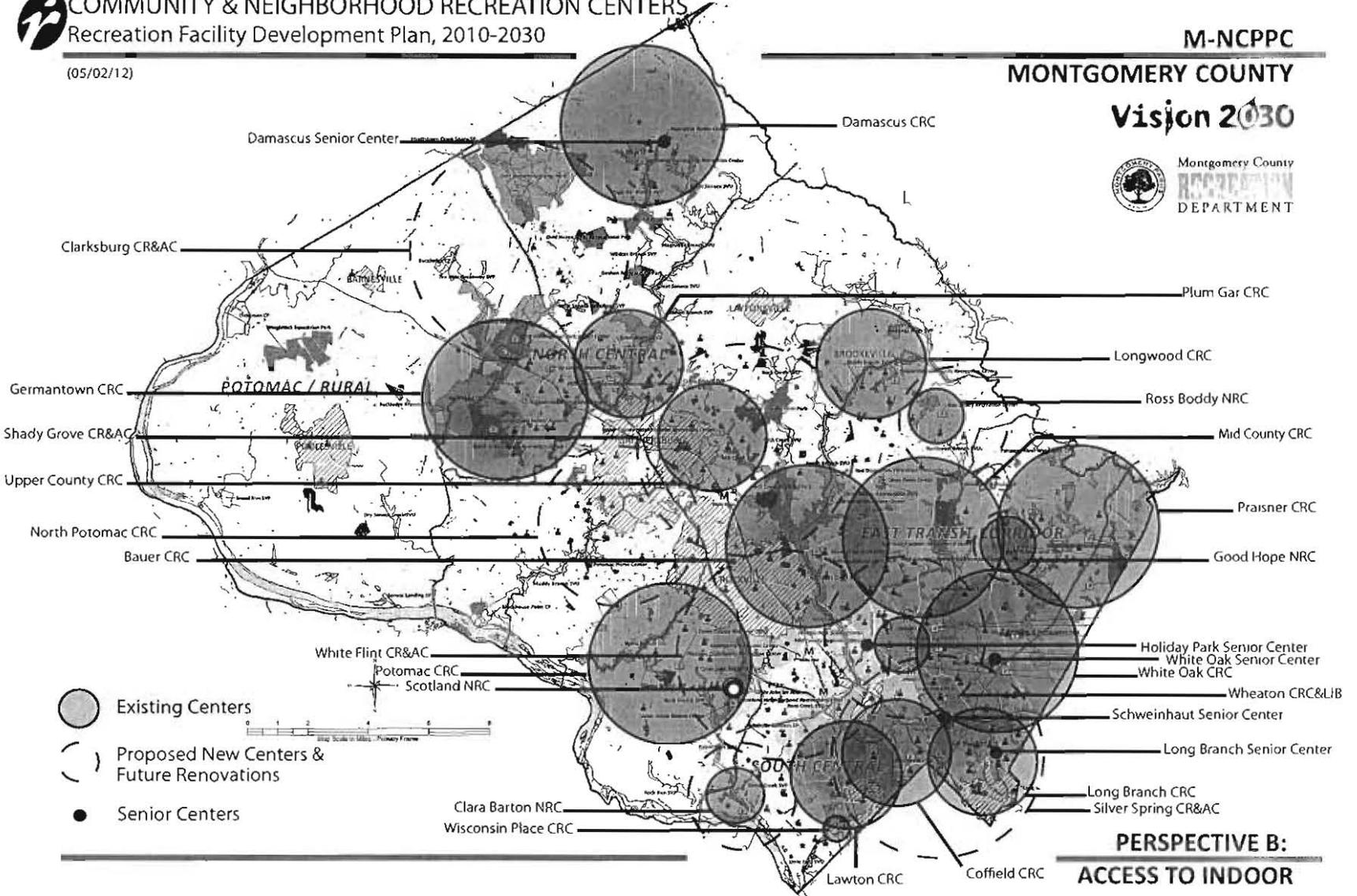
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 RECREATION  
 DEPARTMENT

Montgomery County Recreation Facility Development Plan 2010-2030

Montgomery County Recreation



**PERSPECTIVE B:**  
**ACCESS TO INDOOR FACILITIES**

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**AQUATIC FACILITIES**  
Recreation Facility Development Plan, 2010-2030

(05/02/12)

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**MONTGOMERY COUNTY**

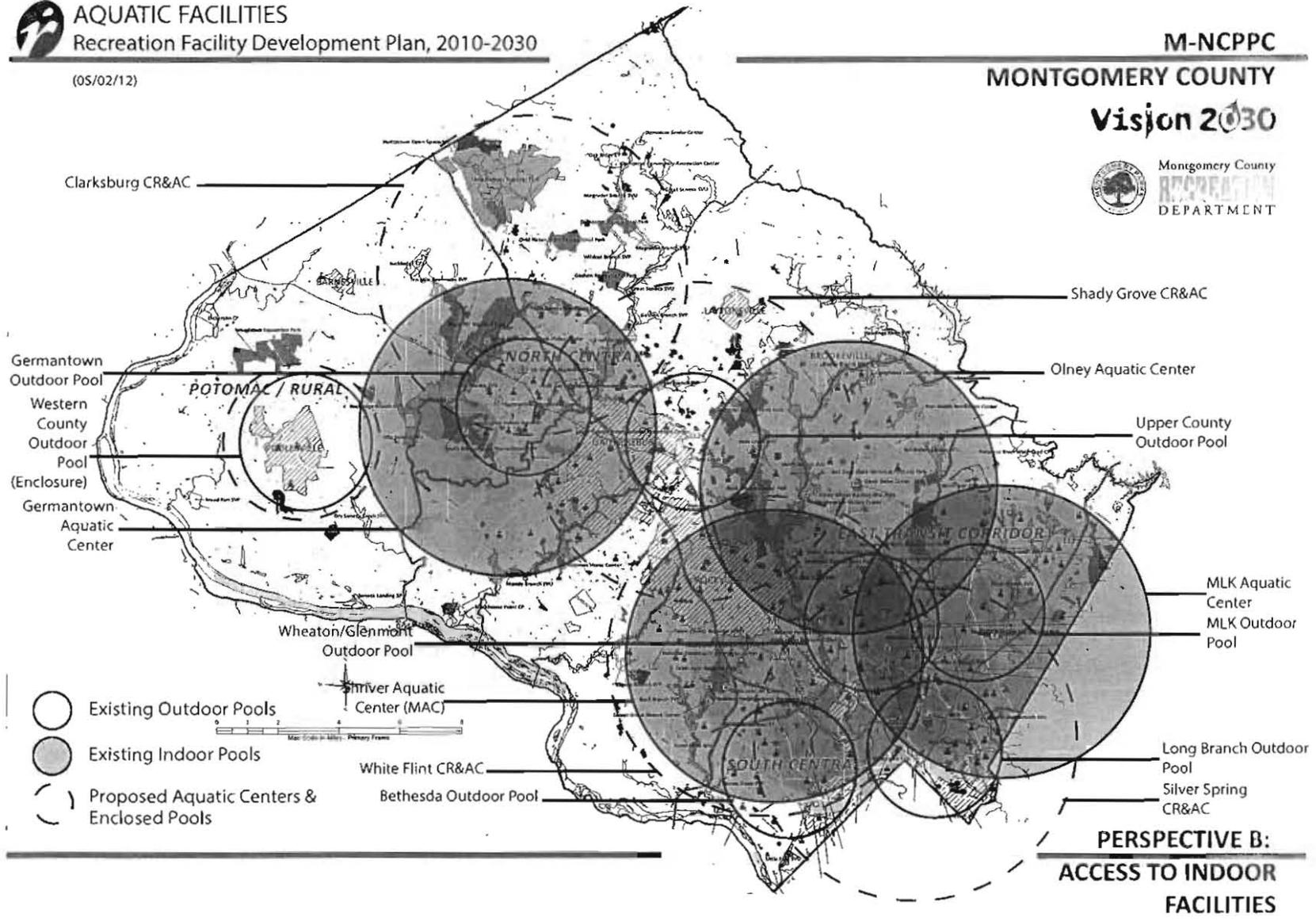
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**RECREATION**  
DEPARTMENT

Montgomery County Recreation Facility Development Plan 2010-2030

Montgomery County Recreation



**PERSPECTIVE B:**  
**ACCESS TO INDOOR FACILITIES**

## Next Steps

### Capital Improvements Program

Every other Fiscal Year, on the odd number, the County develops a Capital Improvements Program (CIP) to plan for the development and funding of significant improvements to the County's physical plant. The CIP is actually two documents and includes both a single year Capital Budget and a five year CIP plan. Together they make up the 6 year CIP.

For the Department of Recreation, this process starts in the *Recreation Facility Development Plan, 2010-2030* which is used to guide the various projects and initiatives requested for inclusion by the County Executive and eventually reviewed and approved by the County Council. This proposal could include the planning, site evaluation, design, and construction of new facilities or the renovation and modernization of existing facilities.

Biennially, a Joint CIP Forum, hosted by the County-wide Recreation Advisory Board and the Planning Board, is held to provide an opportunity for residents to see the Department's proposals and to recommend initiatives for the Department's consideration. Following this input a second draft proposed CIP recommendation is developed.

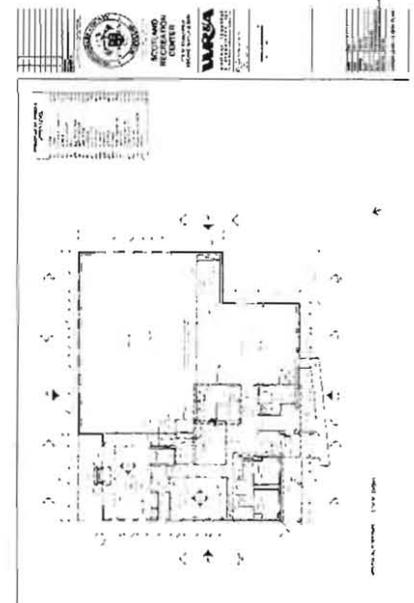
This draft is presented to each of the Area Recreation Advisory Boards and the Regional Citizen Advisory Boards during the summer. Based on additional public input from all of these sources, the Department drafts its final proposal and submits this recommendation in the early fall to the County Executive. Once submitted, the proposal goes through a series of reviews by County agencies and the public and culminates in a final review and consideration in the spring by the County Council.



### Individual Capital Projects

Once a project is approved it may begin with Facility Planning or Site Evaluation. These two activities give the project some form and substance in terms of a description of what is intended at a fairly specific level. From this effort a Program of Requirements (POR) can be drafted which describes what is to be developed. This is then used to hire architects/engineers to begin design development and construction drawings and specifications.

During this process, the Department of Recreation, along with the Department of General Services, will be conducting a series of community meetings to engage the public in the discussion of what the improvement should be, how it should function, and what services it should be offering to the community. This is the most important opportunity for all people to participate in the creation of new and renovated facilities that meet the community's needs.



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MORE INFORMATION

Information regarding the Department of Recreation's Capital Improvements Program or Facility Operations :

PHONE            240-777-6800  
WEB                [MontgomeryCountyMD.gov/rec](http://MontgomeryCountyMD.gov/rec)  
MAIL                4010 Randolph Rd.  
                         Silver Spring, MD 20902



MONTGOMERY COUNTY  
*Recreation*

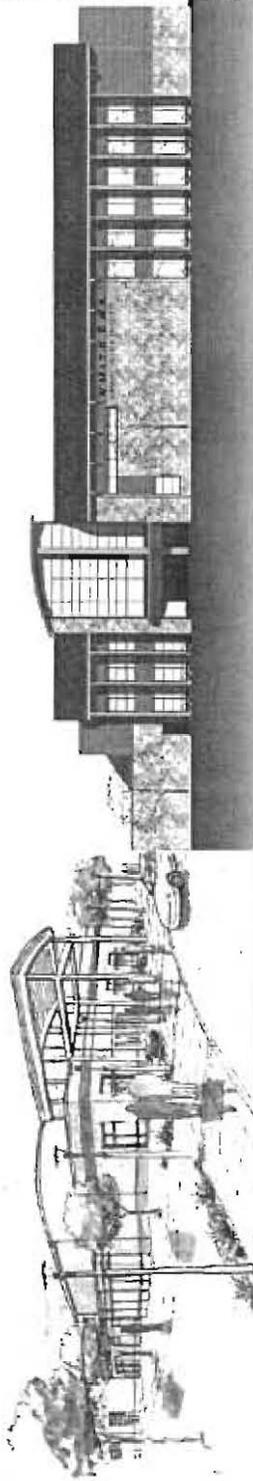
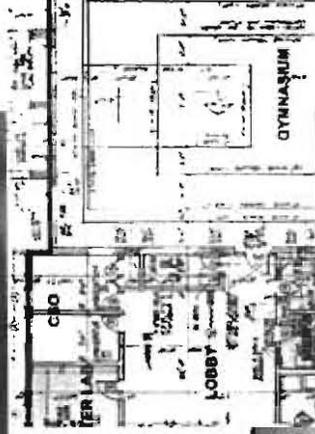


Montgomery County Recreation Facility Development Plan 2010-2030



Montgomery County Recreation

# Montgomery County



## Recreation Facility Development Plan 2010-2030

Montgomery County Recreation Department

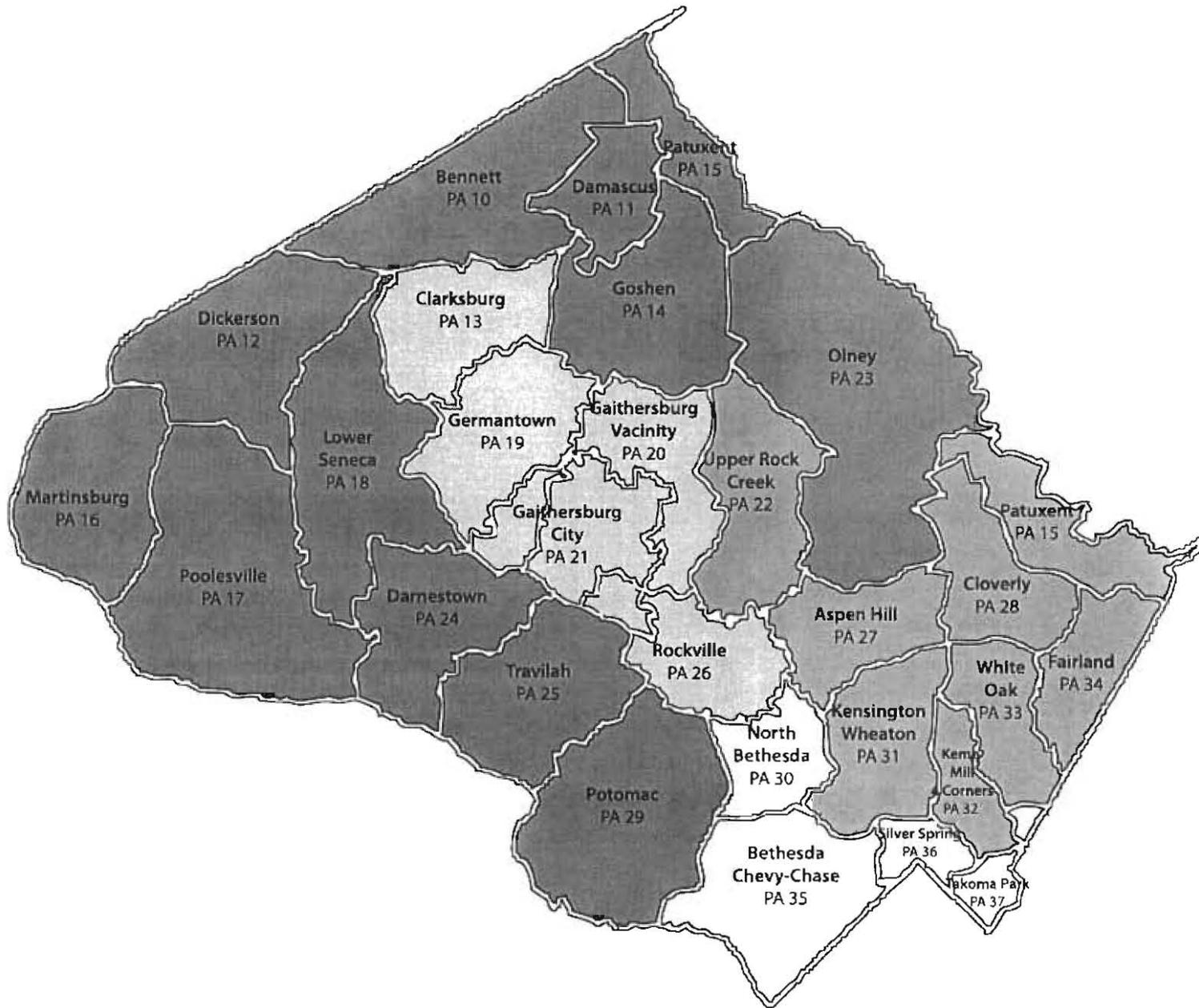
**COUNTY COUNCIL/ PHED Committee Presentation**

**November 8, 2012**





# Montgomery County Planning Area



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LEGEND

- GRASP® Perspective – All Values
- GRASP Value
- Less Access
- Greater Access
- No Service
- Metro Stop
- Indoor Recreation Facility
- M-NCPPC Park Activity Building
- School
- Municipal Indoor Facility
- Alternative Provider Location\*
- Trail
- Pedestrian Barrier
- M-NCPPC Park
- M-NCPPC Conservation Area
- Golf - Public
- Alternative Provider Location\*\*
- Municipality

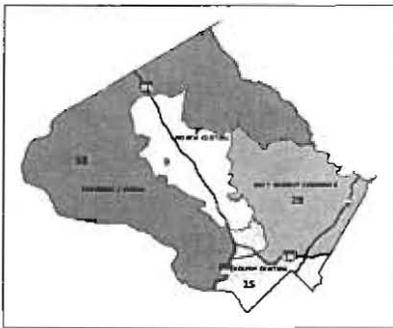
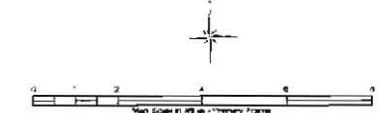
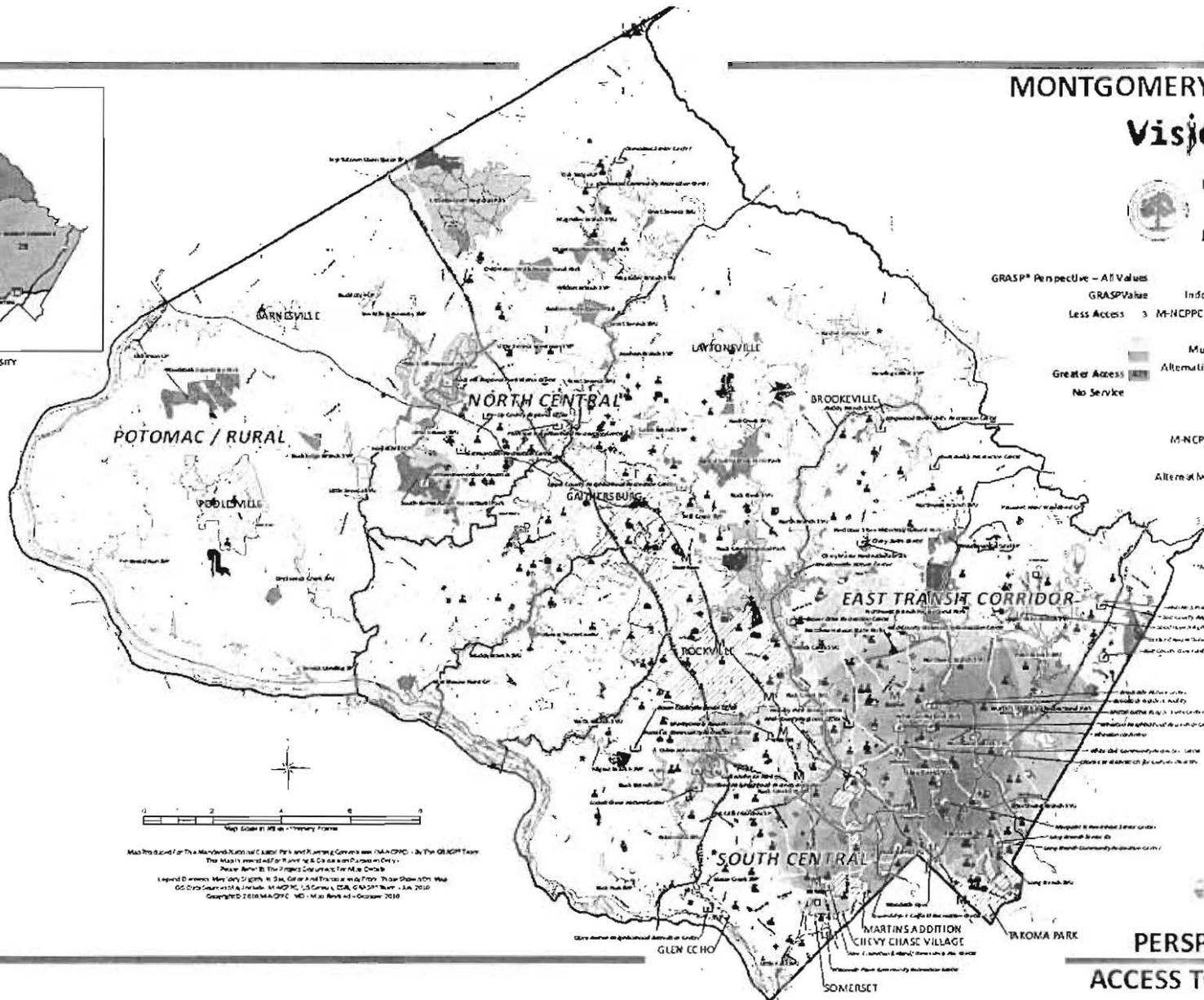


FIG. 1 - AVERAGE GRASP LOS PER POPULATION DENSITY  
(LOS PER ACRE / POP PER ACRE)



Map is based on The Montgomery County GIS Data and Planning Center's GIS (M-NCPPC) in the GISNET Team. The Map is intended for Planning and Policy Use Only. Please Refer to the GISNET Team for Map Details. Legend is correct as of 10/10/10. It does not reflect any changes that have occurred since the map was created. The map is for informational purposes only. It is not intended to be used for legal or financial purposes. Copyright © 2010 M-NCPPC. All Rights Reserved - October 2010.

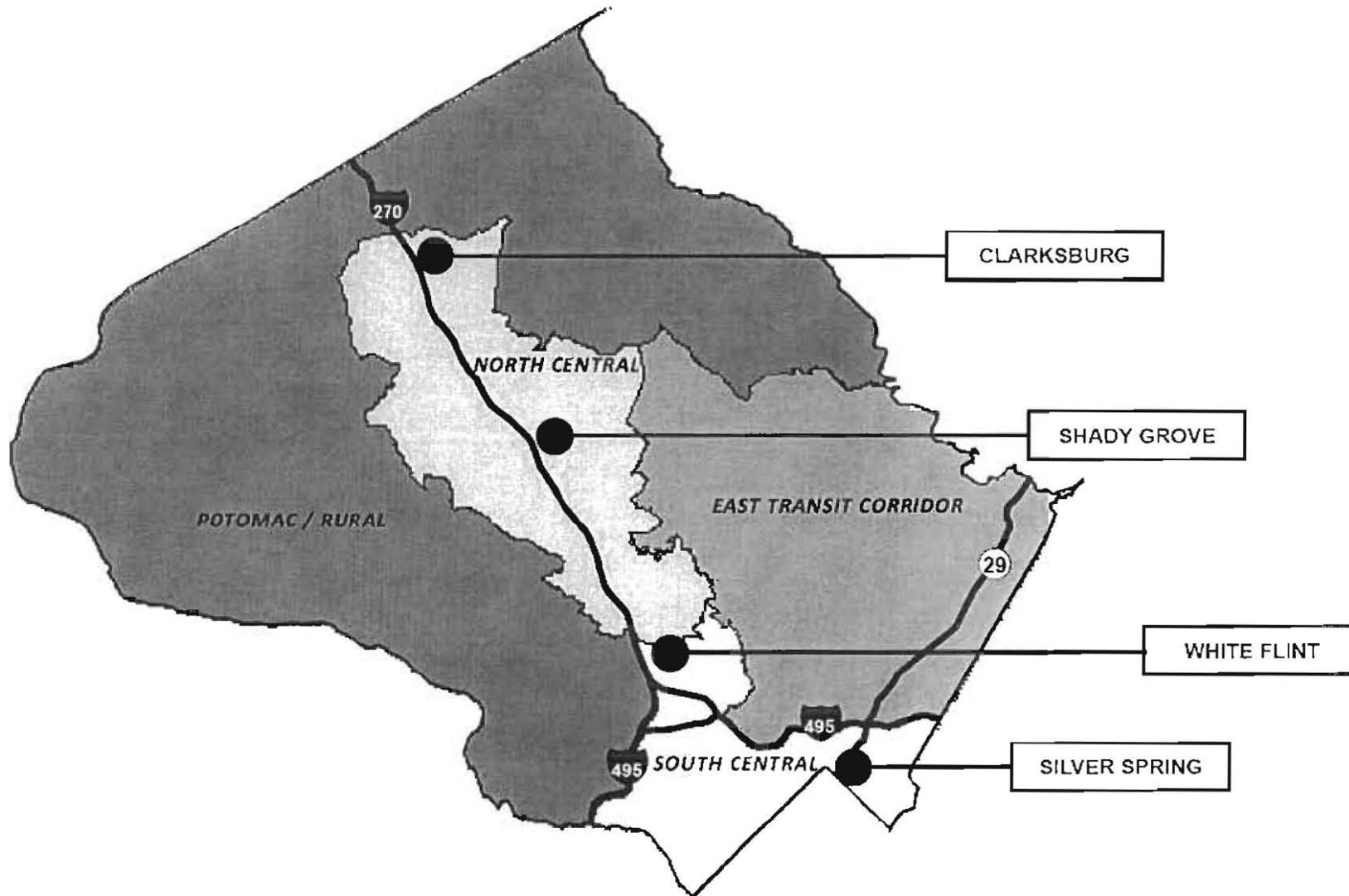
\* To be used only if the provider is located within the jurisdiction of Montgomery County. \*\* To be used only if the provider is located within the jurisdiction of Montgomery County.

PERSPECTIVE B:  
ACCESS TO INDOOR  
FACILITIES



# Sites Concept Plan

The four strategically located combination facilities will serve the current population with a lower LOS and the same geographic areas anticipated to undergo the most growth in the next 20 years (lighter shaded regions).



## WHAT IS THE RATIONALE FOR THIS RECOMMENDATION?

- Reflective of successful national trends
- Implements a direct finding of the Plan's needs analysis
- Improves sustainability by reducing the future number of sites and development projects as well as operating costs, including personnel
- Highly compatible with smart-growth planning
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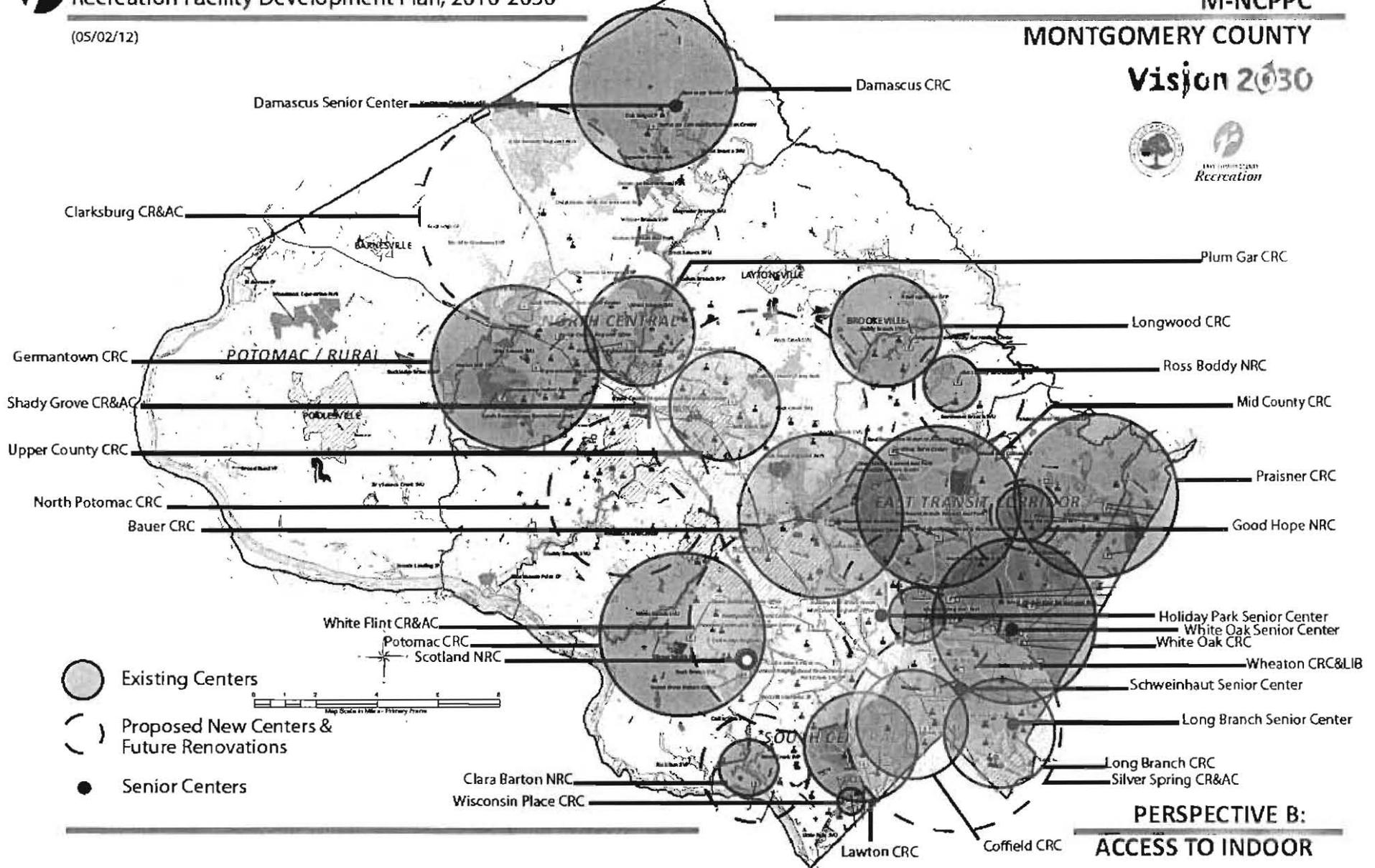
**COMMUNITY & NEIGHBORHOOD RECREATION CENTERS**  
 Recreation Facility Development Plan, 2010-2030

(05/02/12)

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**Vision 2030**



**PERSPECTIVE B:**  
**ACCESS TO INDOOR FACILITIES**





(05/02/12)

