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# CIP Planning

## INTRODUCTION

Planning for the six-year Capital Improvements Program (CIP) involves three significant factors:

### Identification of Needs

Demand for capital investment is based on community needs as identified directly from citizens through Citizens' Advisory Board public forums or other public meetings, or by program departments or the Maryland-National Capital Park and Planning Commission (M-NCPPC) working with citizens' advisory boards or individual citizens on a regular basis. Demands are also driven by demographic trends and land use plans in the growth and development of the County.

### Readiness for Programming

Effective capital investments require careful thought and adequate public participation. Past CIP practices of programming notional projects, or placeholder costs, with details to be worked out later, are now discouraged. Instead, facility planning, generally that phase of work between strategic planning and budgeting, is strongly encouraged. Large or complex projects may be included in the CIP with funds for design only, to allow further clarification of project cost prior to including construction costs in the CIP.

### Affordability

The government's ability to afford capital facilities is based to a great extent on economic factors that affect the wealth of the community, measured in resident income and property value. Affordability is also influenced by variations in outside revenue sources such as Federal and State funding. In addition, the Charter requires the Council to set specific spending affordability guidelines (SAG) for both long-term debt issuance and annual operating budget spending. In setting these guidelines, the Council weighs taxpayer sentiment on taxes versus services and strikes its policy balance between operating programs and capital investment. These factors, in turn, determine the fiscal capacity of government to provide facilities to meet the demand for new or additional services according to adopted fiscal plans and fiscal policy.

The following sections briefly describe these components of CIP planning, as well as other related activities or concepts which contribute to CIP planning. These descriptions are followed by a discussion of the demographic trends and economic factors which play an integral role in the identification of needs.

## IDENTIFICATION OF NEEDS

### Needs Identified by the Community

In the Summer of 2009, the County Executive sponsored five capital facility needs forums held in conjunction with the five regional Citizens' Advisory Boards. Citizen priorities for capital projects identified at these forums were conveyed to the County Executive and departments and were considered in the development of departmental project recommendations. A synopsis of identified community needs and a discussion of projects identified as priorities are included in the Public Input section of the CIP.

### Needs Identified by Agencies and Departments

Capital facility planning efforts are ongoing in numerous agencies and departments, frequently based on functional plans, master plans, or agency standards. Following is an illustrative list of capital facility planning efforts:

- Ten-Year Water and Sewer Plan
- Water Quality Plan
- Countywide Stream Protection Strategy
- Community Policing Strategy
- Master Plan for Fire, Rescue, and Emergency Medical Services
- Ten-Year Solid Waste Management Plan
- Consolidated Transportation Program (State)
- Comprehensive Master Plan for Educational Facilities
- College Facilities Master Plan
- Recreation Facility Development Plan
- Strategic Facilities Plan for Public Libraries
- Parks, Recreation, and Open Space Plan
- Strategic Highway Plan

### Needs Identified by the M-NCPPC

The Maryland-National Capital Park and Planning Commission (M-NCPPC) submits a list of projects it proposes for inclusion in the CIP. These priorities are conveyed to the relevant departments and agencies of the government and are considered in the development of Executive recommendations.

### Public Hearings on the CIP

Following transmittal of the Executive's Recommended CIP, and after the public has had time to study the programs, the County Council holds public hearings. Individuals may express their views on specific capital

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projects to elected officials at these public hearings or in writing. These public hearings are usually scheduled in February. To find out more about the Council public hearings on the CIP, and to register to testify, interested persons may call the Council Office at 240.777.7931. The public may also find information about Council sessions at [www.montgomerycountymd.gov](http://www.montgomerycountymd.gov), view hearings on television or on the web via video streaming, or attend Council worksessions on the CIP.

### **Growth Policy**

The Growth Policy is a Countywide planning tool to manage the location and pace of private development and identify the need for public facilities to support private development. It is designed to affect the staging of development, matching the timing of private development with the availability of public facilities. It constrains the number of private subdivision approvals to those that can be accommodated by existing and programmed public facilities.

In order to guide subdivision approvals under the Adequate Public Facilities Ordinance (APFO), the Growth Policy tests the adequacy of four types of public facilities: transportation; schools; water and sewerage facilities; and police, fire, and health services.

### **General Plan, Master Plans and Sector Plans**

The General Plan Refinement of FY94 recognizes the importance of establishing priorities for the provision of public facilities. One objective is to give high priority to areas of the greatest employment and residential density when allocating public investment. Some County master plans, such as Bethesda and Germantown, include phasing elements which provide guidance about the timing and sequence of capital facilities.

### **Maryland Economic Growth, Resource Protection and Planning Act**

The Maryland Economic Growth, Resource Protection and Planning Act requires local governments to review all construction projects that involve the use of State funds, grants, loans, loan guarantees, or insurance for consistency with existing local plans.

For the FY11-16 CIP, the County Executive or the requesting agency affirms that all projects which are expected to receive State financial participation conform to relevant plans. This language appears in the "Other Disclosures" block on the relevant project description forms.

During the Council review process, the Planning Board comments to the Council, and a final determination as to consistency of projects with adopted County plans is made

by the County Council. The Council adopts the CIP and approves a list of applicable State participation projects.

## **READINESS FOR PROGRAMMING**

### **Facility Planning**

In many instances throughout the programs of the CIP, the Executive has not supported the inclusion of a project on a stand-alone basis, but has instead recommended its inclusion in a Facility Planning project. Generally, Facility Planning serves as a transition between strategic planning (overall needs assessment, review of major options, and choice of best method of programming to meet the need) and the inclusion of a stand-alone project in the CIP.

The text in all Facility Planning projects is standardized to the extent possible, and most Facility Planning projects include a list of candidate projects. Facility Planning is intended to generate a clear definition of need and scope, and develop a cost estimate that is subject to minimal change.

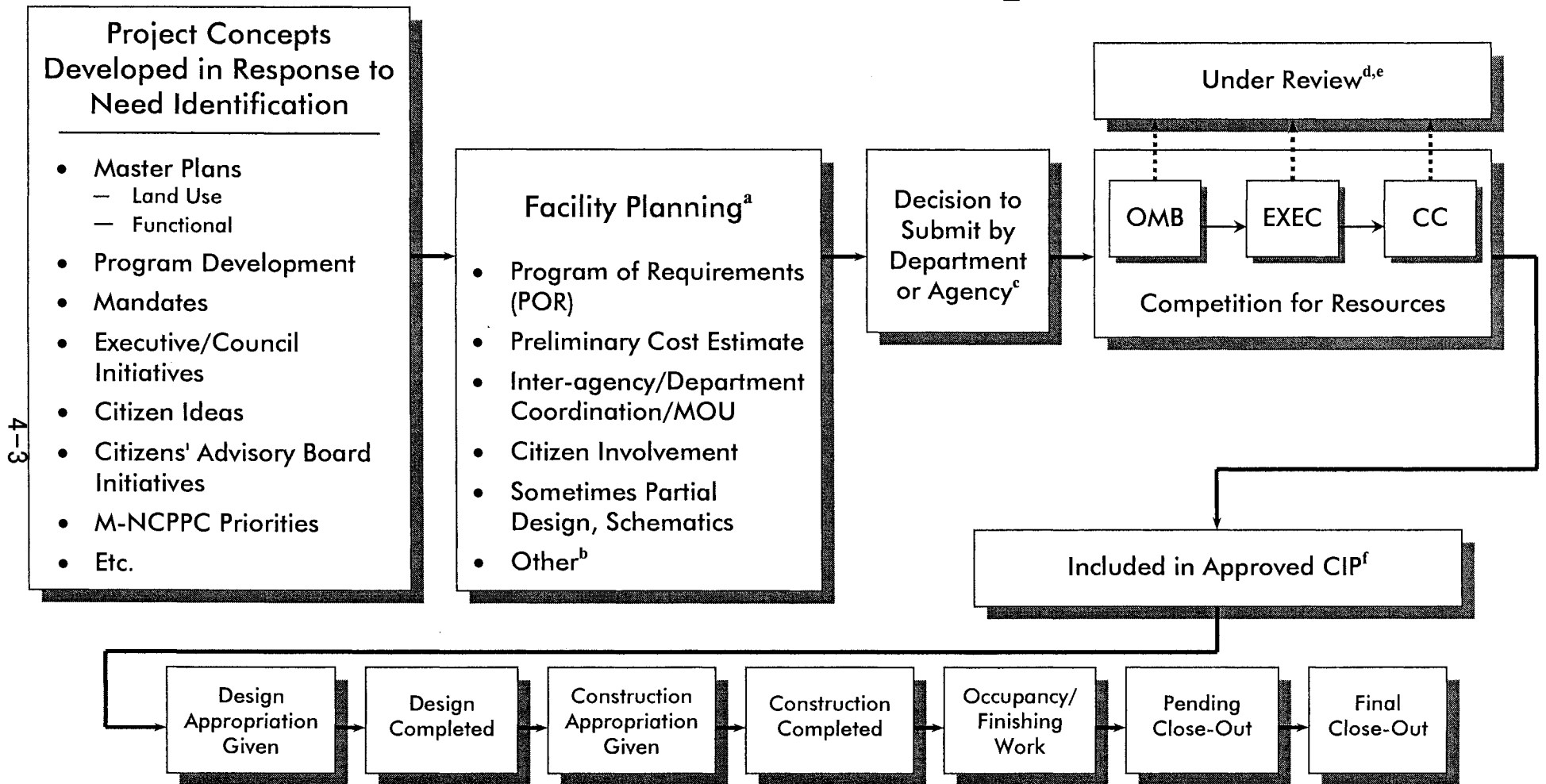
### **Cost Estimating**

For the past several years, factors unfolding in the global construction market have affected the stability of cost estimates for many projects in the CIP. Demand from emerging countries has resulted in cost escalation in all commodities. This, coupled with a highly competitive local labor market, has driven project costs up far in excess of inflation or other forecasting models. Most affected are large or complex projects which require carefully coordinated staging or collaboration between governmental and other parties.

Cost estimating strategies have been evolving over the past several years to address these uncertainties, and focus on controlling quality and scope, budget and schedule, and improving communication. A number of projects are recommended for design only as a means to gain greater stability in costs over the six years of the CIP. Following this process, projects will be in a more effective position to use available resources.

The chart on the following page displays in more detail the process by which a capital project evolves.

# Capital Improvements Program Evolution of Projects



## Notes

a) Systematic "facility planning" is a fairly recent addition to the CIP process. It is not, therefore, part of the history of every current project. The

Executive and Council both support this stage of work, however, and OMB is increasingly insistent on completion of facility planning before a proposal is judged ready to

compete for scarce resources. b) Site selection, inter-governmental funding, etc., can be happening along the way. c) E.g., Board of Education, College Trustees, Fire/Rescue

Commission, or Director, Recreation d) Evaluation criteria/methods vary. e) Projects judged not competitive for available funds may

still be meritorious and may be resubmitted later. f) Projects in the Approved CIP are reviewed in each biennial cycle by OMB, the Executive and the Council.

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## AFFORDABILITY

### Fiscal Planning

Executive and Council decisions regarding the affordability of proposals to meet community needs are generally made in the context of established fiscal plans and fiscal policies. The CIP is a major tool for multi-year fiscal planning, covering capital expenditures and their funding for all County agencies. This fiscal planning process is intended to:

- provide a multi-year fiscal framework, to complement the annual operating and capital budget processes;
- improve communication with the public regarding fiscal options and plans; and
- improve the integration of the PSP/Operating Budget and the CIP/Capital Budget with respect to fiscal and workforce level planning, fiscal and program policy planning, fiscal and collective bargaining planning, and fiscal actions by the County and at the State level.

Components of the fiscal projections are used to advise the County Council in its consideration of Spending Affordability Guidelines for both the CIP/Capital Budget and PSP/Operating Budget. They are used by the Executive as well, in macro-level fiscal decision-making related to the CIP and PSP.

The chart on the following page describes the process currently used by OMB and the County Executive to allocate scarce resources among competing proposals.

### Fiscal Policy

Fiscal policy is the combined practices of government with respect to revenues, expenditures, and debt management. Fiscal policy for the CIP focuses on the acquisition, construction, and renovation of public facilities and on the funding of such activities, with special attention to long-term and other borrowing. It is integral to CIP Planning in order to:

- encourage careful and timely decisions on the relative priority of programs and projects;
- encourage cost-effectiveness in the type, design, and construction of capital improvements;
- assure that the County may borrow readily for essential public improvements; and
- keep the cost of debt service and other impacts at levels affordable in the operating budget.

For more information, please refer to the Fiscal Policy section of the CIP.

### Operating Budget Impacts

Operating Budget Impacts (OBI) of the capital program represent a significant portion of future operating budget growth related to increased population, households,

commercial activity, and resulting demands for public services. Most capital improvement projects generate future operating budget costs. OBI displays incremental costs implied by the CIP project over (or under) the current year's Operating Budget. In this way, OBI displays the impact of proposed CIP projects on the operating budget that is also under review.

Debt service, which reflects the cost of financing large project expenditures funded by bonds, is the most significant operating budget impact of capital projects. Approximately ten percent of the current operating budget pays for the debt service requirements of prior CIP decisions.

New facilities add annual expenditure requirements for maintenance, and energy costs for utilities such as heating and lighting. Facilities that are used as sites for service delivery have staffing requirements and may have other program costs, such as vehicles. Within specific CIP programs, OBI may influence whether the County should defer a particular proposal or reduce its scope so as not to further pressure annual operating budgets.

Investment in new buildings or renovations may also result in operating cost savings, as when a new County building replaces leased space or when renovation results in operating efficiencies, such as lower energy consumption. New facilities, such as swimming pools, may generate offsetting revenues from program fees, which provide additional government revenues to help support new costs.

CIP project description forms (PDFs) include a section that identifies knowable operating budget impacts that will be incurred as a result of project implementation during the six-year CIP period. The purpose of assessing and displaying these operating budget impacts is to:

- Project the future operating budget consequences of approving projects;
- Provide a quantitative basis for cost decisions relating to the inclusion, scope, or funding schedules of projects;
- Provide a basis for prioritization of projects within program areas of the CIP based on comparative operating budget impacts;
- Provide a framework for evaluating alternatives other than CIP proposals for meeting program or service delivery needs;
- Display the extent to which identified program needs or approved standards of service delivery drive the County's capital program; and
- Display the relationship between CIP project expenditure schedules and the timing of anticipated new or additional operating budget requirements as a result of project completion.

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The Operating Budget Impact section of specific project description forms identifies the following impacts:

Maintenance - Facility maintenance costs for public buildings are based on maintenance cost experience with different kinds and amounts of space. Maintenance costs include janitorial services, ongoing building and grounds maintenance, and repairs.

Energy - Energy costs are distinguished from other utilities (such as telephone and water) in order to assess the costs of electricity and fuels for heating, air conditioning, and other power requirements. In a project for a renovated or expanded facility, there may be an energy cost savings resulting from more efficient systems.

Program Costs - Staff - Staff costs are those incurred in the use of the facility: the salaries and benefits of additional County personnel required to open and operate a new facility, such as a library or recreation center. If a facility is expanded to include a larger or additional program, only the costs of additional staff for that expansion are included.

Staff (Workyears) - This is the actual count of additional (or decreased) workyears required to staff a new facility, beyond those already budgeted by the department(s) using a given facility.

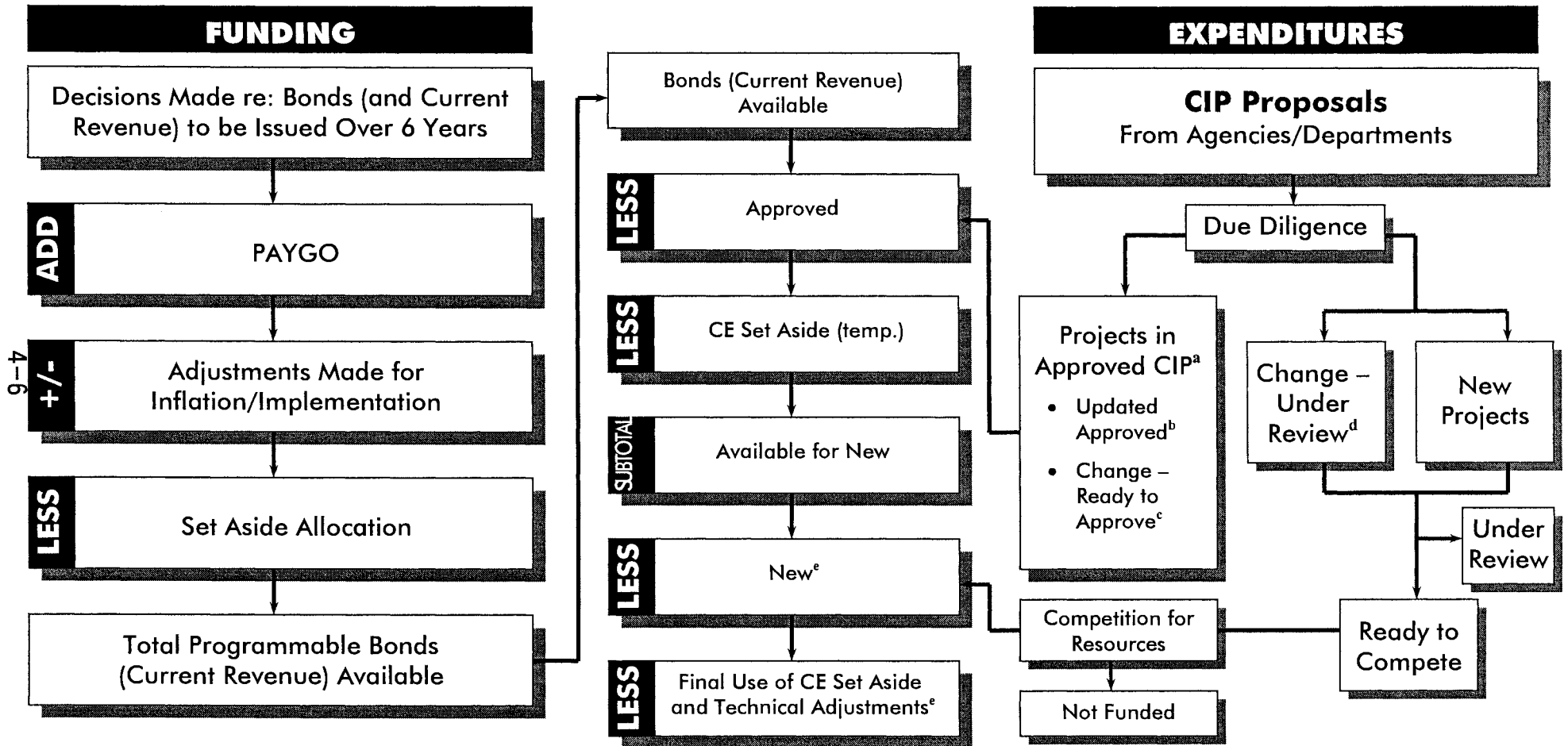
Program Costs - Other - These include the net increases or decreases in all non-staff expenses associated with opening a new, expanded, or consolidated facility, such as vehicles, consumables, contracted services, computerization, and any other general operating expenses such as telephones, that can be estimated for the year in which the facility becomes operational.

Cost Savings - Significant operating budget cost savings occur when a new public building replaces leased space. The current annual (budgeted) lease cost no longer required is an offset savings.

Offsetting Revenues - Some facilities, notably those for recreation programs, generate revenues from charges for services such as swim or golf course fees. Since revenues are an offset to costs, the estimated revenues from the facility are shown as a negative number.

# Capital Improvements Program Resource Allocation Process

Process Used by OMB/County Executive to Allocate Bonds (and Current Revenue) Among Competing Requests



## Notes

- a) All projects in the Approved CIP are reviewed each biennial cycle by OMB.  
 b) Projects which are proceeding as approved in previous CIP.

- c) Projects which include minor, non-discretionary changes to the Approved CIP.  
 d) Projects currently in the Approved CIP, but

- department/agency proposes expansion of scope and/or other major change.  
 e) Allocation of 6-year funds available does not always

achieve affordable allocation by year. Timing may need to be adjusted.

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## DEMOGRAPHICS AND ECONOMIC DATA FOR CIP PLANNING

Requirements for new or enlarged public facilities (such as roads and schools) are usually generated by population growth and new housing and businesses. Demographic changes, from the age of County residents to the arrival of new immigrants into the County, also play a part in determining facility needs. At the same time, the incomes of County residents and the value of their property affect the fiscal ability of the government to provide new services and finance the construction of new facilities.

The Montgomery County Public Schools (MCPS) CIP, for example, is affected by birth rates and the location of new housing. Park and recreation facility needs are shaped by the age, cultural interests, and location of user populations. The reader is encouraged to obtain and read the program planning documents of various departments and agencies for more information on how different demographic and economic factors affect a particular service. Demographic and economic planning data may also be viewed at [www.mcpcaplandplanning.org/research/omb/](http://www.mcpcaplandplanning.org/research/omb/).

### Demographic and Housing

Maryland-National Capital Park and Planning Commission (M-NCPPC), working with the Washington Metropolitan Council of Governments (COG), develops cooperative forecasts for the County and neighboring jurisdictions.

Housing Units and Households - Demand for many public services, such as fire, transportation, environmental protection, police, and water and sewer is based at least as much on the number of houses as on population.

Population and Birthrates - Population projections are based on household projections, with adjustments for trends in household composition, birth rates and mortality, immigration, and emigration trends.

School Populations - In addition to school facilities, the impact of growth in the school-age population increases the need for recreational and transportation facilities.

Age and Work Force - Some service needs are related to the age of the population as a whole, or specific age groups, for example the needs of retirees including the impact of the Baby Boomers (persons born between 1946 and 1964).

Geographic Distribution - The capital construction program must respond to specific and changing needs of individual County geographic or planning areas, business districts, and neighborhoods.

U. S. Census Statistical Areas - As a result of regional population growth indicated by the 2000 census, the Federal Government created a Combined Metropolitan Statistical Area (CMSA) which incorporates the previous Washington and Baltimore Metropolitan Statistical Areas (MSA). The new CMSA is the fourth largest metropolitan area in the United States. Effects on CIP planning may include adjustments to various formulas for the distribution of Federal grants and other aid and the setting of Federal "fair market" rental levels for assisted housing units.

### The Economy and Economic Development

The County's capital investment is aimed in part at ensuring the strength and competitiveness of the local economy. CIP projects support and implement the redevelopment of Silver Spring, Wheaton and Long Branch; the improvement and replacement of infrastructure in other commercial areas; the growth of medical and biotechnology industries near major Federal health and medical facilities; the provision of inexpensive and convenient public parking, as well as extensive public transit serving commuters and retail and business enterprises; and the availability of a broad range of housing choices.

Assessable Property Tax Base - The assessable base reflects the taxable value of all property in the County, as determined by State assessors in a three-year cycle. The financing of the County's Capital Program depends in large part on property tax revenues. The County Charter limits annual increases in property tax revenues to the rate of inflation plus taxes obtained from new construction or changes in property use, unless seven or more Council members vote to exceed the limit.

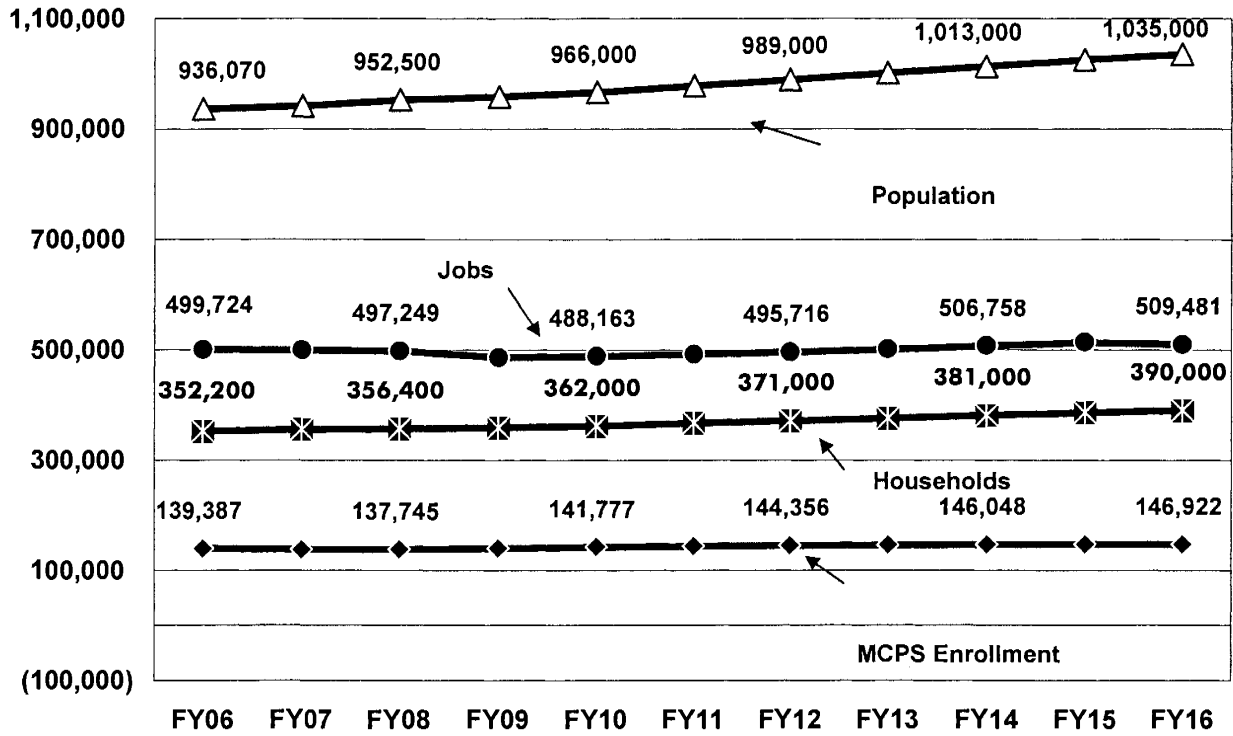
Inflation - The rate of inflation affects CIP planning in two primary ways: the effect on project costs which must be absorbed within limited resources; and the effect on projected debt capacity, which is determined in part by estimated increases from property tax and other revenues available for debt service. Inflation is measured as the Washington - Baltimore Combined Metropolitan Statistical Area (CMSA) Consumer Price Index (CPI).

## TRENDS AND PROJECTIONS

DEMOGRAPHIC AND PLANNING INDICATORS	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16
<b>POPULATION</b>	<b>957,760</b>	<b>966,000</b>	<b>978,000</b>	<b>989,000</b>	<b>1,001,000</b>	<b>1,013,000</b>	<b>1,025,000</b>	<b>1,035,000</b>
Annual Increase	5,260	8,240	12,000	11,000	12,000	12,000	12,000	10,000
Population Growth Since 2002	5.7%	6.6%	7.9%	9.2%	10.5%	11.8%	13.1%	14.2%
County Resident Births (Prior Calendar Year)	13,681	13,850	14,010	14,160	14,300	14,420	14,530	14,640
<b>HOUSEHOLDS</b>	<b>359,000</b>	<b>362,000</b>	<b>367,000</b>	<b>371,000</b>	<b>376,000</b>	<b>381,000</b>	<b>386,000</b>	<b>390,000</b>
Household Annual Growth (%)	0.7%	0.8%	1.4%	1.1%	1.3%	1.3%	1.3%	1.0%
Household Growth Since 2002	7.3%	8.2%	9.7%	10.9%	12.4%	13.9%	15.4%	16.6%
Household Growth Since 1992	23.3%	24.3%	26.0%	27.4%	29.1%	30.8%	32.6%	33.9%
Household Size	2.67	2.67	2.66	2.67	2.66	2.66	2.66	2.65
<b>RESIDENT EMPLOYMENT (Jan = Calendar Year)</b>	<b>485,515</b>	<b>488,163</b>	<b>491,347</b>	<b>495,716</b>	<b>500,546</b>	<b>506,758</b>	<b>512,766</b>	<b>509,481</b>
Resident Employment Annual Growth (%)	-2.4%	0.5%	0.7%	0.9%	1.0%	1.2%	1.2%	-0.6%
Resident Employment Growth Since 2002	1.5%	2.0%	2.7%	3.6%	4.6%	5.9%	7.2%	6.5%
Resident Employment Per Household	1.35	1.35	1.34	1.34	1.33	1.33	1.33	1.31
Jobs in County	504,694	506,000	511,600	518,000	524,700	532,000	540,000	548,400
<b>PERSONAL INCOME (\$ Millions)</b>	<b>\$66,370</b>	<b>\$67,980</b>	<b>\$71,220</b>	<b>\$75,450</b>	<b>\$80,090</b>	<b>\$84,970</b>	<b>\$89,720</b>	<b>\$94,840</b>
Per Capita Personal Income	\$69,300	\$70,400	\$72,800	\$76,300	\$80,000	\$83,900	\$87,500	\$91,600
Annual Growth (%)	-0.1%	1.6%	3.4%	4.8%	4.8%	4.9%	4.3%	4.7%
<b>CONSUMER PRICE INDEX (CPI) - Fiscal Year</b>	<b>2.15%</b>	<b>1.10%</b>	<b>2.50%</b>	<b>2.70%</b>	<b>3.00%</b>	<b>3.20%</b>	<b>3.40%</b>	<b>3.60%</b>
Inflation Growth (Fiscal Year) Since 2002 (%)	-4.4%	-51.1%	11.1%	20.0%	33.3%	42.2%	51.1%	60.0%
<b>CONSUMER PRICE INDEX (CPI) - Calendar Year (%)</b>	<b>-0.14%</b>	<b>2.00%</b>	<b>2.60%</b>	<b>2.80%</b>	<b>3.10%</b>	<b>3.30%</b>	<b>3.50%</b>	<b>3.60%</b>
<b>ASSESSABLE TAX BASE (\$ Millions)</b>	<b>\$162,054</b>	<b>\$174,120</b>	<b>\$186,853</b>	<b>\$189,676</b>	<b>\$193,243</b>	<b>\$198,552</b>	<b>\$205,672</b>	<b>\$214,525</b>
Annual Growth (%)	10.8%	7.4%	7.3%	1.5%	1.9%	2.7%	3.6%	4.3%
Growth of Base Since 1992 (%)	170.9%	191.1%	212.4%	217.1%	223.0%	231.9%	243.8%	258.6%
Growth of Base Since 2002 (%)	98.2%	112.9%	128.5%	131.9%	136.3%	142.8%	151.5%	162.3%
<b>INVESTMENT INCOME YIELD (%)</b>	<b>1.71%</b>	<b>0.35%</b>	<b>1.50%</b>	<b>2.50%</b>	<b>3.50%</b>	<b>4.40%</b>	<b>4.80%</b>	<b>4.80%</b>
<b>MCPS ENROLLMENT (Sept = Calendar Year)</b>	<b>139,276</b>	<b>141,777</b>	<b>143,309</b>	<b>144,356</b>	<b>145,241</b>	<b>146,048</b>	<b>146,922</b>	<b>146,922</b>
Annual Growth (%)	1.1%	1.8%	1.1%	0.7%	0.6%	0.6%	0.6%	0.0%
Annual Increase (Decrease)	1,531	2501	1532	1047	885	807	874	0
<b>MONTGOMERY COLLEGE ENROLLMENTS (a)</b>	<b>24,452</b>	<b>26,144</b>	<b>26,763</b>	<b>27,054</b>	<b>27,192</b>	<b>27,193</b>	<b>27,198</b>	<b>27,198</b>
Annual Growth (%)	2.46%	6.92%	2.37%	1.09%	0.51%	0.00%	0.02%	0.00%
<b>Full Time Equivalents (Sept = Calendar Year) (a)</b>	<b>20,352</b>	<b>21,694</b>	<b>22,023</b>	<b>22,340</b>	<b>22,541</b>	<b>22,657</b>	<b>22,770</b>	<b>22,770</b>
Annual Growth in FTE's (%)	3.20%	6.59%	1.52%	1.44%	0.90%	0.51%	0.50%	0.00%

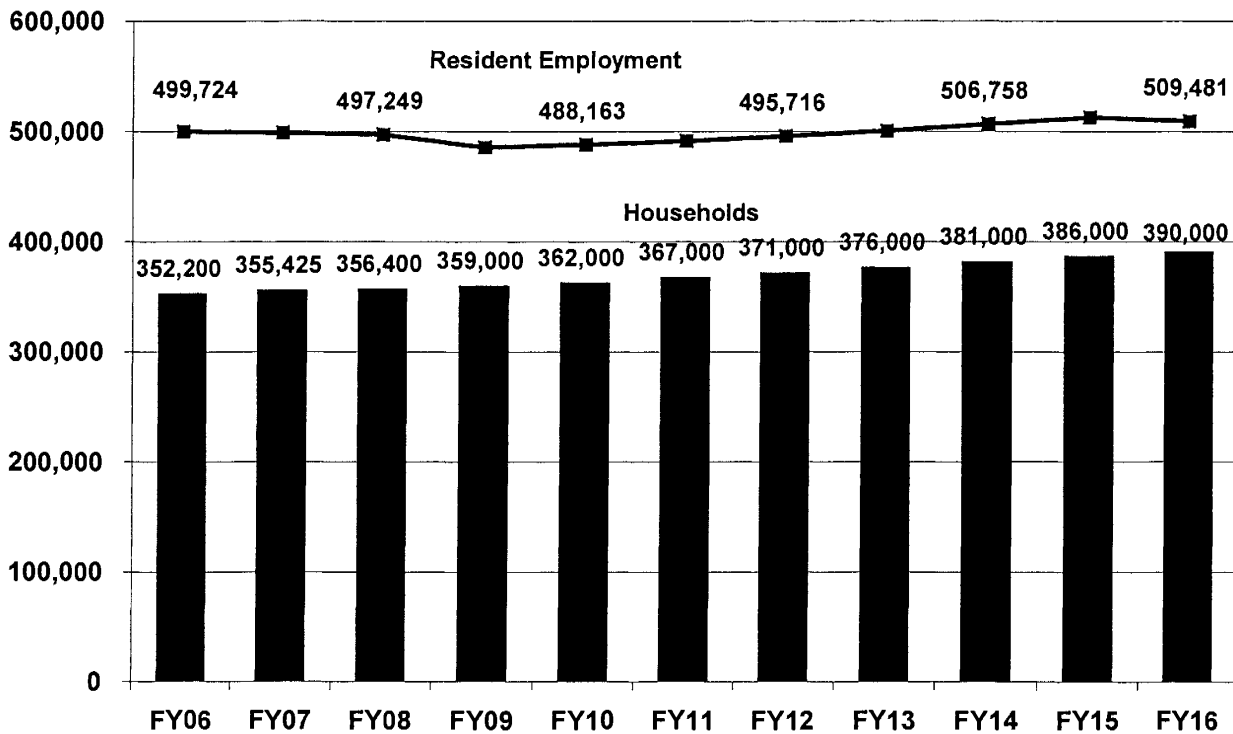
(a) Projections related to Montgomery College Enrollments and Full Time Equivalents are provided by Montgomery College and only include projections thru FY15. Since no projections are provided for FY16, the projections for FY15 were used for FY16.

### Underlying Demographic Trends



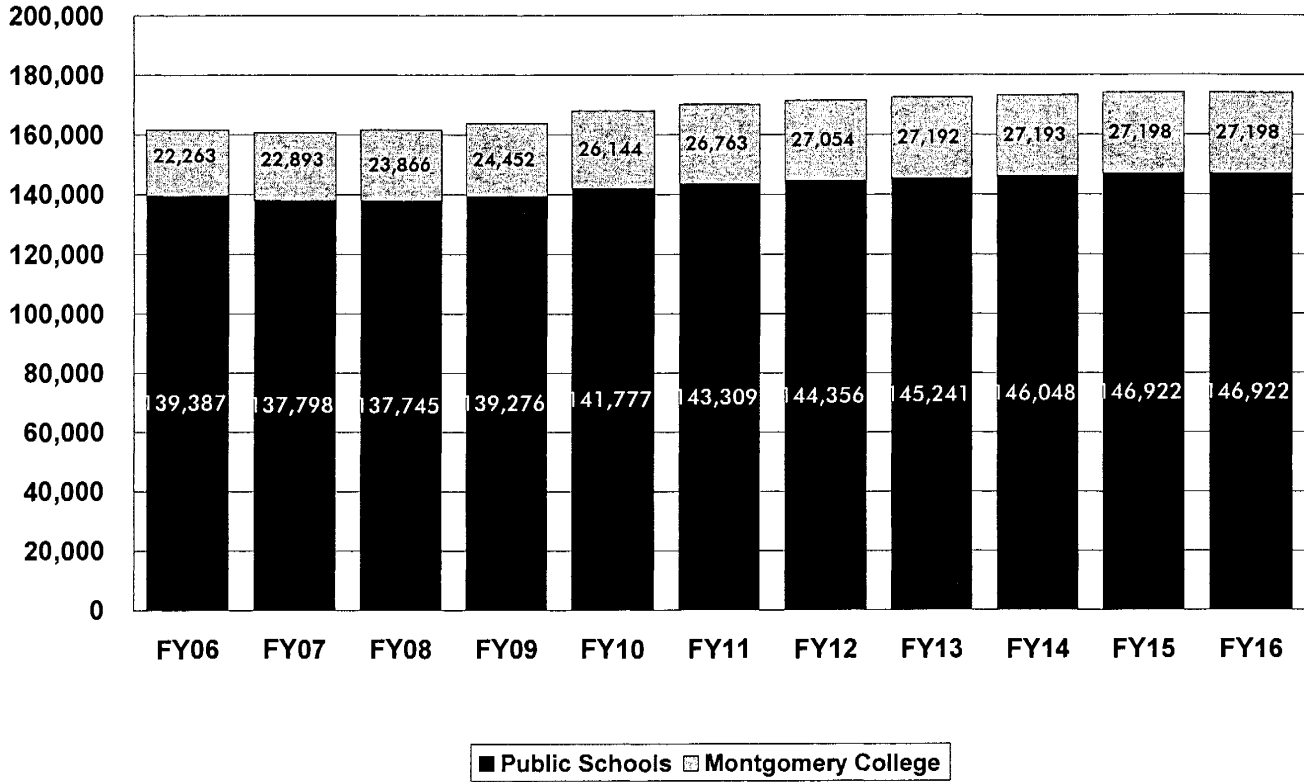
Sources: M-NCPPC and Department of Finance

### Households and Resident Employment



## MONTGOMERY COUNTY PUBLIC EDUCATION ENROLLMENTS

### Trends and Projections



Source: MCPS and Montgomery College

## Inflation: Trends and Projections

