

**ORGANIZATION OF RECREATION PROGRAMS  
ACROSS THE DEPARTMENT OF PARKS AND  
DEPARTMENT OF RECREATION**



OFFICE OF LEGISLATIVE OVERSIGHT  
REPORT NUMBER 2009-7

January 13, 2009

Craig Howard  
Richard Romer

**ORGANIZATION OF RECREATION PROGRAMS ACROSS  
THE DEPARTMENT OF PARKS AND DEPARTMENT OF RECREATION**  
**OFFICE OF LEGISLATIVE OVERSIGHT REPORT 2009-7**  
**JANUARY 13, 2009**

## THE ASSIGNMENT

The Maryland-National Capital Park and Planning Commission's (M-NCPPC) Montgomery County Department of Parks and Montgomery County's Department of Recreation provide recreation programs for the residents and visitors of Montgomery County. The County Council requested this Office of Legislative Oversight (OLO) study to:

- Identify the array of recreation programs offered by the two departments;
- Determine which of the recreation programs are unique to each department, and which are similar to programs offered by the other department;
- Review how the departments currently coordinate the delivery of recreation programs to County residents; and
- Provide the basis for an informed discussion about options for the possible restructuring of recreation programs across these two departments.

## PROVISION OF RECREATION PROGRAMS

This OLO study defined recreation programs as: organized recreation activities administered and provided by the Department of Parks or Department of Recreation through career staff, seasonal staff, contract instructors, or trained volunteers.

**Department of Recreation.** The Department of Recreation operates 32 recreation facilities across the County and provides many recreation programs in five categories: sports, summer camps and clinics, classes and activities, trips and excursions, and special events. The Department of Recreation also provides targeted programs for seniors, persons with disabilities, and teens.

**Department of Parks.** The Department of Parks operates and maintains 408 parks on more than 34,000 acres of parkland throughout the County. In addition to a variety of management, planning, and maintenance functions, the Department of Parks provides recreation programs in seven categories: sports, summer camps and clinics, classes and activities, trips and excursions, recreational park amenities, special events, and athletic field permitting and maintenance.

## COMPARISON OF RECREATION PROGRAMS

OLO compared the array of recreation programs offered by the two departments by grouping the types of programs and identifying which are similar and which are unique. In addition to the type of program, other factors impact the "uniqueness" of an individual program, such as schedule, age range, program fees, program capacity, staffing structure, and location.

In sum, the departments offer a mix of similar and unique recreation programs. Additionally, the Department of Parks and Department of Recreation operate independent administrative structures for program registration, marketing and outreach, and program feedback.

The five categories of recreation programs that are provided by both departments are compared in greater detail on the next page.



## COMPARISON OF RECREATION PROGRAMS

**Sports Programs.** As shown in Table 1, both the Department of Parks and Department of Recreation offer sports programs, but the specific types of sports do not overlap. Staff from both departments report that the current sports programming split has evolved over time, and the departments have worked to avoid duplicative offerings.

**Summer Camps and Clinics.** As shown in Table 2, both the departments offer summer camps and clinics. Of the ten types of camps/clinics offered, six types are unique and four are similar. During the 2008 summer camp season, the Department of Recreation offered 84 camps and clinics and the Department of Parks offered 69 camps and clinics.

**Table 1. Sports Programs**

Type	Recreation	Parks
Tennis		✓
Ice Skating		✓
Ice Hockey		✓
Soccer	✓	
Basketball	✓	
T-ball	✓	
Field Hockey	✓	
Softball	✓	
Football	✓	
Volleyball	✓	
Fencing	✓	
Martial Arts	✓	
Aquatics	✓	

**Table 2. Summer Camps and Clinics**

Type	Recreation	Parks
Nature/Science/Outdoors	✓	✓
Sports/Fitness	✓	✓
Art	✓	✓
Multi-Dimensional	✓	✓
Cultural/Heritage		✓
Scouting Clinics		✓
Drama	✓	
Dance/Performing Arts	✓	
Therapeutic Recreation	✓	
Other	✓	

**Table 3. Classes and Activities**

Type	Recreation	Parks
Arts and Crafts	✓	✓
Cooking	✓	✓
School Break Programs	✓	✓
Wellness/Exercise/Fitness	✓	✓
Nature/Science/Outdoors		✓
Homeschool Classes		✓
Dance	✓	
Martial Arts	✓	
Music	✓	
Instructional Sports Clinics	✓	
Language	✓	
Dog Obedience	✓	
Age-Specific Programming	✓	
Therapeutic Recreation	✓	
Other	✓	

**Classes and Activities.** As shown in Table 3, both departments offer classes and activities. Of the 15 types of classes and activities offered, 11 are unique and four are similar. During 2008, the Department of Recreation offered over 900 classes and activities and the Department of Parks offered over 750 classes and activities.

**Trips and Excursions.** Both departments offer similar types of trips and excursions. During 2008, the Department of Recreation offered 160 trips and excursions and the Department of Parks offered 170 trips and excursions. The primary difference is the target audience: the Department of Recreation limits its trip programming to seniors, teens, and persons with disabilities while the Department of Parks generally provides its trips and excursions for all adults.

**Special Events.** The departments each offer special events throughout the year that are open to the community and held at various locations and facilities. On certain occasions, the departments also jointly organize and administer special events.

## FY09 FUNDING AND STAFFING FOR RECREATION PROGRAMS

### DEPARTMENT OF RECREATION

The FY09 operating budget for the Department of Recreation is \$32.4 million and includes around 450 workyears. Table 4 indicates that \$24 million (74%) and 414 workyears (92%) are allocated to the Programs Division and Facilities Division for the direct provision of recreation programs. The Department anticipates receiving around \$11 million in user fee revenue in FY09, recovering 34% of the total Department expenditures and 46% of the Programs and Facilities Divisions' expenditures. The Department's budget is funded primarily through Recreation Tax revenues.

**Table 4. Department of Recreation FY09 Programs and Facilities Divisions Budget Data (\$ in 000s)**

Division and Program Area	Workyears		Budgeted		Cost Recovery %
	Career	Seasonal	Expenditures	Revenue	
Programs Division					
Camps Program	5.5	30.8	\$1,665	\$1,319	79%
Classes Program	7.3	0.9	\$676	\$520	77%
Sports Program	11.0	20.8	\$2,198	\$855	39%
Seniors Team	12.7	14.0	\$1,754	\$304	17%
Teen Team	24.4	35.8	\$4,716	\$546	12%
Therapeutic Recreation Team	6.7	7.7	\$1,009	\$101	10%
Facilities Division					
Aquatics	25.4	115	\$5,964	\$6,065	102%
Regions and Community Centers	42.6	53.2	\$5,897	\$1,244	21%
Total	135.4	278.2	\$23,879	\$10,954	46%

### DEPARTMENT OF PARKS

As shown in Table 5, the FY09 approved operating budget for the Department of Parks includes approximately \$19 million in expenditures and 188 workyears for recreation programs. These totals represent around 20% of the Department's total approved FY09 operating budget and 22% of its workforce. The Department anticipates receiving around \$8 million in user fee revenue in FY09, recovering 42% of recreation program expenditures. The Department's budget for recreation programs is funded from both the tax-supported Parks Fund and the Enterprise Fund, a proprietary fund supported by user fees and other non-tax revenue sources.

**Table 5. Department of Parks FY09 Recreation Programming Budget Data (\$ in 000s)**

Programming Category	Workyears		Budgeted		Cost Recovery %
	Career	Seasonal	Expenditures	Revenue	
Camps, Classes, and Trips					
Nature Centers	20.4	3.8	\$2,057	\$203	10%
Public Gardens	2.6	3.0	\$460	\$180	39%
Enterprise Division	1.0	2.3	\$263	\$165	63%
Other Categories					
Sports Programs	16.9	34.7	\$6,370	\$5,989	94%
Recreational Amenities	6.1	13.2	\$1,303	\$931	71%
Athletic Field Permit./Maintenance	84.4		\$8,762	\$650	7%
Total	188.4		\$19,215	\$8,118	42%

## PRICING AND COST RECOVERY

The Department of Recreation and Department of Parks have separate pricing and cost recovery policies and practices. In 2006, the Council adopted Executive Regulation 12-05, "Department of Recreation Fee Procedure," which established a formal user fee and cost recovery policy for the Department of Recreation. The Department of Parks does not have a universal pricing and cost recovery policy; instead policies can vary by program type and funding source.

## INTERDEPARTMENTAL COORDINATION

Over the past 20 years, the departments have entered into several formal lease agreements and signed four memorandums of understanding (MOU). In July 2004, the Department of Parks and Department of Recreation entered into an MOU to clarify the working relationship between the departments in 10 functional agreement areas. The MOU also included coordination goals and detailed action steps for each area. To date, however, the implementation has been mixed at best as most of the action steps detailed in the 2004 MOU have not been fully implemented. **As a result, while some effort is made by both departments to coordinate activities and administrative functions, in practice, the two departments operate largely as two independent entities.**

## RESTRUCTURING OPTIONS AND OLO RECOMMENDATION

OLO developed four options for possibly restructuring recreation programs, listed below. The first option proposes consolidating the management of all recreation programs under one department. The other three options maintain the existing two department structure, but provide some of the benefits that would come from consolidation.

**Option A:** Consolidate the management of all recreation programs under one department.

**A1:** Consolidate all recreation programs under management of the Montgomery County Recreation Department.

**A2:** Consolidate all recreation programs under management of the Montgomery County Department of Parks.

**Option B:** Maintain the two department structure, but assign program responsibilities between the two to eliminate overlap.

**Option C:** Maintain the two department structure, but consolidate recreation program registration and marketing under one department.

**Option D:** Maintain the two department structure, but press for implementation of the provisions negotiated in the 2004 Memorandum of Understanding (MOU).

### **Office of Legislative Oversight's Recommendation for Council Action**

OLO recommends that the Council endorse consolidation of all recreation programs under one department (Option A1 or A2). Recognizing the multiple staffing and program details that must be worked out with such a change, OLO also recommends the Council assign and establish the deadline for the preparation of a Transition and Implementation Plan.

**ORGANIZATION OF RECREATION PROGRAMS ACROSS THE  
DEPARTMENT OF PARKS AND DEPARTMENT OF RECREATION**

**TABLE OF CONTENTS**

**EXECUTIVE SUMMARY**

I.	Authority, Scope, and Organization of Report.....	1
II.	Recreation Programs in Montgomery County .....	4
III.	Overview of the County Department of Recreation.....	8
IV.	Overview of the M-NCPPC Department of Parks .....	21
V.	Comparison of Recreation Programs .....	40
VI.	Interdepartmental Coordination of Recreation Programs .....	51
VII.	Findings.....	61
VIII.	Options and Recommendation .....	77
IX.	Agency Comments on Final Draft .....	81

**APPENDIX**

**ORGANIZATION OF RECREATION PROGRAMS ACROSS THE  
DEPARTMENT OF PARKS AND DEPARTMENT OF RECREATION**

**LIST OF TABLES AND EXHIBITS**

<b>Number</b>	<b>Tables</b>	<b>Page</b>
3-1	Department of Recreation Aquatic Programs	9
3-2	Department of Recreation Camp Programs, Summer 2008	10
3-3	Classes Offered Through the Department of Recreation, 2008	11
3-4	Department of Recreation's Programs Division Teams	14
3-5	Facilities Operated by the Department of Recreation	15
3-6	FY09 Approved Department of Recreation Expenditures by Program Area (\$ in 1,000s)	17
3-7	FY09 Approved Department of Recreation Workyears	18
3-8	Department of Recreation FY09 Budgeted Revenue	19
3-9	Department of Recreation Pricing Policy by Cost Recovery Category	20
3-10	FY08 Actual Cost Recovery of Recreation Program Areas (\$ in 1,000s)	20
4-1	Department of Parks' Facilities	29
4-2	FY09 Department of Parks Program Budget and Workyears	32
4-3	FY09 Approved Staffing and Expenditures for Sports Programs	34
4-4	FY09 Budgeted Revenue for Sports Programs	34
4-5	FY09 Approved Staffing and Expenditures for Nature Center Programs	35
4-6	FY09 Budgeted Revenue for Nature Center Programs	35
4-7	FY09 Approved Staffing and Expenditures for Brookside Gardens Programs	36

<b>Number</b>	<b>Tables</b>	<b>Page</b>
4-8	FY09 Approved Staffing and Expenditures for Enterprise Camps, Classes, and Trips Programs	36
4-9	FY09 Approved Staffing and Expenditures for Recreational Park Amenities	37
4-10	FY09 Budgeted Revenue for Recreational Amenities	38
4-11	FY09 Approved Staffing and Expenditures for Athletic Field Permitting and Maintenance	38
5-1	Type of Sports Programs Offered by the Department of Recreation and Department of Parks, 2008	41
5-2	Types of Summer Camp Programs Offered by the Department of Recreation and Department of Parks, 2008	42
5-3	Types of Classes and Activities Offered by the Department of Recreation and Department of Parks, 2008	44
5-4	Types of Trips and Excursions Offered by the Department of Recreation and Department of Parks, 2008	46
6-1	Facilities Operated by the Department of Recreation on M-NCPPC Property	51
6-2	Memorandums of Understanding (MOU) between the Department of Parks and Department of Recreation	52
6-3	Agreement Areas of the 2004 Memorandum of Understanding	53

<b>Number</b>	<b>Exhibits</b>	<b>Page</b>
3-1	Department of Recreation Organization Chart	13
4-1	Department of Parks Organization Chart	27

## **Chapter I. Authority, Scope, and Organization of Report**

### **A. Authority**

Council Resolution 16-673, *FY 2009 Work Program of the Office of Legislative Oversight*, adopted July 29, 2008.

### **B. Purpose and Scope of Report**

The Maryland-National Capital Park and Planning Commission's (M-NCPPC) Montgomery County Department of Parks and Montgomery County's Department of Recreation provide recreation programs and/or services for the residents and visitors of Montgomery County. These two agencies are created under separate legislative authority, directed by different governing bodies, and funded from differing taxes.

The County Council appropriates funds for the management and delivery of recreation programs in both the Department of Recreation and the Department of Parks. Consistent with the Council's funding and related oversight responsibilities, the County Council requested this Office of Legislative Oversight study to provide the basis for an informed discussion about options for the possible restructuring of recreation programs across these two departments.

Specifically, the Council asked OLO to:

- Identify the array of recreation programs offered by the Department of Parks and Department of Recreation;
- Determine which of the recreation programs are unique to each department;
- Determine which of the recreation programs are similar to programs offered by the other department; and
- Review how the departments currently work together (in both formal and informal ways) to coordinate the delivery of recreation programs to County residents.

The scope of OLO's study was limited to recreation programs in the two departments. As a result, OLO did not review or analyze any of the non-recreation program functions provided by either department.

### **C. Organization of Report**

**Chapter II, Recreation Programs in Montgomery County**, defines "recreation programs" within the context of this report, and provides a brief overview of two events related to the current governance structure of recreation programs in Montgomery County.

**Chapter III, Overview of the County Department of Recreation,** provides an overview of Montgomery County's Department of Recreation and the recreation programs and services it provides.

**Chapter IV, Overview of the M-NCPPC Department of Parks,** provides an overview of the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Parks and the recreation programs and services it provides.

**Chapter V, Comparison of Recreation Programs,** compares the type of programming within the five categories of recreation programs provided by both the Department of Parks and Department of Recreation; and details selected administrative functions, characteristics, and policies of the departments related to recreation programming.

**Chapter VI, Interdepartmental Coordination,** summarizes how the Department of Parks and Department of Recreation work together to coordinate the delivery of recreation programs.

**Chapter VII, Findings,** summarizes OLO findings on the organization of recreation programs across the Department of Parks and Department of Recreation.

**Chapter VIII, Options and Recommendation,** provides options for the possible restructuring of recreation programs across these the Department of Parks and Department of Recreation and OLO's recommendation for Council Action.

**Chapter IX** presents **Agency Comments** received on a final draft of this report.

## **D. Methodology**

Office of Legislative Oversight (OLO) staff members Craig Howard and Richard Romer conducted this study. OLO gathered information through document reviews, data analysis, and interviews with staff from the Montgomery County Department of Recreation and the Maryland-National Capital Park and Planning Commission Department of Parks.

As part of this assignment, the Council requested that OLO identify the array of recreational programs offered by the Department of Parks and Department of Recreation. OLO's definition of recreation programming for the purposes of this study is presented in Chapter II. OLO's inventory of recreation programs offered by the Department of Parks and Department of Recreation is based off of the "Montgomery County Guide: Recreation and Park Programs" (Program Guide) from winter to fall 2008; both department's summer camp guides; and from discussions with staff from the two departments. OLO based its count of programs on the unique program titles offered. If a program was offered more than once, it was only counted once.



## **E. Acknowledgements**

OLO received a high level of cooperation from everyone involved in this study. OLO appreciates the significant time commitment, the information shared, and the insights provided by all staff who participated. Particular individuals OLO would like to acknowledge are listed below.

From the Maryland-National Capital Park and Planning Commission, OLO thanks: Director Mary Bradford, Christine Brett, Jeff Devlin, Debbie Faulconer, Gina Finney, Gene Giddens, Ellen Hartranft, Mike Little, John Metzger, Stephanie Oberle, Ron Postman, Jeff Raines, Lynn Richard, Michael Riley, Kate Stookey, Christy Turnbull, Dean Turnbull, Mary Ellen Venzke, David Vismara, Karen Warnick, and Grace Yick from the Montgomery County Department of Parks; and Oscar Rodriguez, Executive Director of M-NCPPC.

From Montgomery County Government, OLO thanks: Assistant Chief Administrative Officer Kathleen Boucher; and Director Gabriel Albornoz, Jeff Bourne, David Branick, Jennifer Dover, Ginny Horvath, Rita Howard, Vicki Kane, Martha Lilley, Suzan Maher, Sherry Martin, Robin Riley, Rosalind Roberts, and Mark Winans from the Department of Recreation.

In addition, OLO would like to thank Donna Bartko, Chair, and the other members of the County-wide Recreation Advisory Board; Barbara Gaffney, formerly of the Department of Recreation; and Trish Heffelfinger of the Maryland Soccer Foundation.

## **Chapter II. Recreation Programs in Montgomery County**

The Maryland-National Capital Park and Planning Commission's Montgomery County Department of Parks and Montgomery County Government's Department of Recreation provide recreation programs and/or services for the residents and visitors of Montgomery County. The Department of Parks' and Department of Recreation's delivery of recreation programs and services has evolved over time. No formal determination has been made as to which department provides which specific recreation programs and/or services. The chapter is organized as follows:

- **Part A** defines "recreation programs" within the context of this report; and
- **Part B** provides a brief overview of two events related to the current governance structure of recreation programs in Montgomery County.

### **A. Definition of Recreation Programs**

For the purposes of this study, OLO defined recreational programs as organized recreation and/or leisure activities administered and provided by the Department of Parks or the Department of Recreation through career staff, seasonal staff, contract instructors, or trained volunteers. OLO identified seven categories of recreation programs that fall under this definition:

- 1) Sports programs;
- 2) Summer camps and clinics;
- 3) Classes and activities;
- 4) Trips and excursions;
- 5) Recreational amenities;
- 6) Special events; and
- 7) Athletic field permitting and maintenance.

The Department of Parks operates and maintains 408 parks on more than 34,000 acres of parkland, and provides a variety of management, planning, and programming functions. Chapter IV provides an overview of the Department of Parks' organization and delivery of recreation programs and services. Some of the specific functions or activities of the Department that did not fall under OLO's recreation programming classification include:

- The provision, upkeep, inspection, and maintenance of park facilities (e.g. outdoor basketball courts, playgrounds, trails, etc.) that allow for non-programmed, self-directed recreational opportunities.
- Partnerships where recreation programs on park land or in park facilities are organized and provided by other entities through a formal lease and/or operational agreement (e.g. Soccerplex, Equestrian Facilities, Golf Courses).

- Natural resource and land management functions, historic properties functions, and management of public buildings and other real estate.

The Montgomery County Department of Recreation operates 32 facilities across the County and offers many recreation programs and services. Chapter III provides an overview of the County Department of Recreation's organization and delivery of recreation programs.

The only major program or activity of the Department of Recreation that did not fall under OLO's recreation program classification was the Charles W. Gilchrist Center for Cultural Diversity. The Gilchrist Center offers cultural programs and services to the community, including English language classes, citizenship preparation, legal assistance, small business development, and job training.

## **B. Organizational History of Parks and Recreation in Montgomery County**

This section summarizes two key events that relate to the current organization and coordination of recreation programs across the Department of Parks and Department of Recreation.

### **1. Montgomery County Recreation Act**

In 1927, the Maryland General Assembly created the Maryland-National Capital Park and Planning Commission (M-NCPPC) to develop and operate public park systems and provide land use planning for the physical development of Montgomery and Prince George's Counties.<sup>1</sup> M-NCPPC is a bi-county agency comprised of the Montgomery County Planning Board and the Prince George's County Planning Board. Among the responsibilities assigned to the Montgomery County Planning Board were the provision of land use planning, operation of park systems, natural resource and land management, and administration of recreation programs for the County.

In 1951, the State of Maryland adopted legislation that authorized the transfer of the administration of recreation programs from M-NCPPC to Montgomery County Government, effective June 1953. The State legislation also authorized the transfer of all funds derived from the recreation tax, grants, and user fees to the County Government. However, M-NCPPC retained possession of all its park lands and recreation areas, as well as the responsibility to maintain these properties.<sup>2</sup>

As authorized by the State legislation, the County Council enacted the Montgomery County Recreation Act in 1951 to:

---

<sup>1</sup> Code of Maryland, Article 28, Maryland-National Capital Park and Planning Commission, § 1-101.

<sup>2</sup> Chapter 671, Laws of Maryland, 1951.

...establish, develop and operate a coordinated and comprehensive public recreational program, designed to meet the needs of all age groups of the citizens from a community, educational, fraternal, athletic and social standpoint.<sup>3</sup>

The Act created a Department of Recreation, and established a Recreation Board to serve an advisory role. The Act instructed the Recreation Director to make use of public and private recreation facilities in the County and coordinate the Department's recreational programs with the programs of other organizations whenever "...such coordination will promote the best interests of the County and its citizens."<sup>4</sup>

## **2. 1993 Parks and Recreation Merger Report**

In February 1992, the Council's Planning, Housing, and Economic Development (PHED) Committee requested that the directors of the Department of Parks and Department of Recreation jointly prepare a report on the possibility of consolidating the two departments. In January 1993, the directors transmitted the final "Merger Report" to the Council and Executive. The report reviewed the potential benefits and costs of a possible merger, and identified structural barriers that would need to be addressed prior to any merger.

**Benefits and Costs of Merging Departments.** The Merger Report listed five "significant advantages" the directors believed the community would realize from a combined Parks and Recreation Department:

- A single identity with less confusion to the public;
- A consistent philosophy, mission, and set of priorities;
- Simplified "one-stop shopping" for classes, registrations, and permits;
- Coordinated long-term planning for programs and facilities; and
- Broadened volunteer and staff capabilities.

The report also stated that in the long term, a combined department would offer the most efficient and effective means of delivering recreation facilities and services to Montgomery County residents.

The Merger Report provided a range of estimates for both one-time costs and annual fiscal impacts associated with a merger. A 1993 Office of Legislative Oversight memorandum to the PHED Committee that reviewed and analyzed the Merger Report came to the following conclusions:<sup>5</sup>

- A merger of the two departments (in either direction) has both one-time and ongoing costs associated with it; and
- A merger (in either direction) is not guaranteed to realize net cost savings over time.

---

<sup>3</sup> Chapter 8, 1951 Laws of Montgomery County, Maryland.

<sup>4</sup> Chapter 8, 1951 Laws of Montgomery County, Maryland.

<sup>5</sup> February 22, 1993 Memorandum from Karen Orlansky, Office of Legislative Oversight, to the Planning, Housing, and Economic Development (PHED) Committee. (Attached at ©1)

**Barriers to Merging.** The 1993 Merger Report identified several structural issues that would need to be addressed if a merger were to occur. These issues, listed below, are primarily related to personnel and retirement laws, regulations, and practices of County Government and M-NCPPC:

- County Government's Discontinued Service Retirement (DSR) benefit;
- Inconsistent work weeks between the agencies;
- Lack of salary comparability between the agencies;
- Differences in approaches to annual merit increases;
- Job retention policies;
- Unfunded pension liabilities; and
- Incompatibility of computer and communications hardware/software.

**Merger Report Recommendations.** The Merger Report concluded by stating that, "from a philosophical and professional point of view, a merger between the Parks and Recreation Department would ultimately provide the best level of recreational services to the citizens of Montgomery County." However, the report went on to state that "neither Director is comfortable with a recommendation that would remove their Department from its existing parent organization."<sup>6</sup>

Instead, as an alternative to a merger, the directors identified opportunities for cooperative efforts to enhance the service delivery of the two departments. These included:

- Improved coordination of staff functions, delivery of service and planning for classes, leagues and special events;
- Increased interagency involvement in the budget planning and preparation process;
- Joint development and distribution of community relations materials/messages; and
- Joint volunteer recruitment.

**PHED Committee Recommendations.** In January 1993, the PHED Committee held a worksession on the report. Based on cost estimates from the report, the Committee concluded that a merger of the Departments of Parks and Department of Recreation "does not appear practical at this point in time."<sup>7</sup> The PHED Committee did recommend that the Council's Management and Fiscal Policy (MFP) Committee examine ways to make personnel and retirement systems more flexible, and recommended new approaches to review the FY94 operating budgets of the two departments.

Chapter VI summarizes the status of current coordination efforts between the Department of Parks and Department of Recreation, many of which grew out of the 1993 Merger Report.

---

<sup>6</sup> Parks and Recreation Merger Report, January 8, 1993, pg. 10.

<sup>7</sup> March 5, 1993 Memorandum from William Hanna, Chair, Planning, Housing, and Economic Development Committee to the County Council, pg. 1. (Attached at ©1)

## **Chapter III. Overview of the County Department of Recreation**

This chapter provides an overview of Montgomery County's Department of Recreation and the recreation programs and services it provides. This chapter is organized as follows:

- **Part A** summarizes the Department's recreation programs and services;
- **Part B** describes the Department's organizational structure; and
- **Part C** reviews the Department's FY09 operating budget and funding sources.

The Montgomery County Department of Recreation operates 32 facilities across the County and offers many recreation programs and services annually. The Department of Recreation's mission is to provide high quality, diverse, and accessible programs, services, and facilities that enhance the quality of life for all ages, cultures, and abilities.<sup>1</sup>

### **A. Recreation Programs and Services**

The Department of Recreation provides five categories of recreation programs:

1. Sports;
2. Summer camps and clinics;
3. Classes and activities;
4. Trips and excursions; and
5. Special events.

The Department of Recreation offers recreation programs at community centers, aquatic centers, public schools, park buildings and fields, and private facilities.

**Targeted Programming.** In addition to recreation programs open to the general public, the Department of Recreation targets certain sports, summer camps, classes, trips, and special events to three specific populations: seniors, persons with disabilities, and teens.

- **Seniors** – The Department of Recreation offers recreation programs for active seniors, and special programs for frail and isolated seniors. This program also provides free and fee-based educational and health-related services and other types of screenings at senior centers.
- **Persons with Disabilities** – The Department of Recreation provides accessible recreation programs for individuals with disabilities through two means. The Department provides specialized “adaptive” programs and services for persons with disabilities, such as camps, classes, trips, and events. The “companion” program enables the inclusion of persons with disabilities in general program offerings.

---

<sup>1</sup> Montgomery County Office of Management and Budget. “Fiscal Year 2009 Operating Budget: Department of Recreation.” July 2008.

- **Teens** – The Department of Recreation provides programs and services for teens, intended, in part, to counter the risk of joining gangs. The Department schedules teen programs primarily from 3 pm to 6 pm during the school year and all day in the summer. Some teen programs also include academic assistance and social services.

## **1. Sports**

The Department of Recreation provides sports leagues, tournaments, classes, and instructional clinics for youth and adults.

**Youth Sports.** This program administers and delivers programs in youth sports. It provides soccer, basketball, and T-ball for children in kindergarten through second grade, as well as leagues in field hockey, basketball, baseball, softball, flag football, and in-line hockey for children in third through twelfth grade. The Department of Recreation also operates the Olney Manor Skate Park at Olney Manor Regional Park, which provides open skate sessions for an admission fee and equipment rentals.

**Adult Sports.** This program provides clinics, leagues, and tournaments in soccer, basketball, softball, volleyball, fencing, in-line skating, and martial arts for adults.

**Aquatics.** The Department of Recreation provides aquatic recreational, instructional, competitive, therapeutic, and rehabilitative activities. Aquatics programs are available at the County's seven outdoor and four indoor pools. Table 3-1 lists the aquatic programs.

The Department of Recreation also offers recreational and lap swimming daily at each pool. Users have the option of paying admission for each entry, or purchasing a multi-swim or annual family/individual pool pass. The four indoor pools also have multi-purpose rooms available for rental by groups.

**Table 3-1: Department of Recreation Aquatic Programs**

<b>Type of Program</b>	<b>Description</b>
Swim Instruction	Swim lessons for all ages and abilities
Competitive Swimming and Diving	Training and competitive swimming and diving for varying levels of ability and interest
Water Fitness Classes	Water fitness and rehabilitative classes, such as water aerobics, arthritis exercise, and body sculpting
Certification and Safety Courses	Safety and certification courses, including lifeguard, pool operator, scuba, and first aid classes

Source: County Department of Recreation

**Targeted Sports.** The Department of Recreation provides two sports programs for middle and high school aged youth in partnership with the Department of Health and Human Services, Police Department, and Montgomery County Public Schools. The Rec Extra program provides a variety of after school sports and leisure activities in all 38 middle schools in the county. The Sports Academies are teen programs at four high schools that have a tutoring component in addition to sports, such as basketball, soccer, ping-pong, and weightlifting.<sup>2</sup>

## **2. Summer Camps and Clinics**

The Department of Recreation provides in-house and contracted summer camps for children four to 13 years of age from June to August. In the 2008 summer camp season, Recreation offered about 80 camps. Table 3-2 lists types of summer camp programs. The camp offerings include art camps, nature camps, science camps, sports skills camps, and specialized camps provided by contractors, such as dance, cheerleading, fencing, karate, and magic.

**Table 3-2: Department of Recreation Camp Programs, Summer 2008**

<b>Type of Camp</b>	<b>Age Range</b>	<b>Duration</b>	<b>Description</b>
Contractual Camps	Ages 3-18	10 weeks	Specialty programs taught by professional contractors in art, dance, cheerleading, fencing, karate, magic, sports, and rocketry.
Summer Camps	Ages 4-13	8-9 weeks	All-day camps, such as art, outdoor/nature, sports, and drama.
Sports Skills Programs	Ages 6-16	6 weeks	Skill development in a variety of competitive sports.
Teen Programs	Ages 13-16	6 weeks	Swimming, sports, games, trips, special events, food, music and/or amusement parks for teens.
Therapeutic Camps	Ages 5-21	6 weeks	Specialized camps available to children and youth with disabilities.

Source: County Department of Recreation

**Targeted Summer Camps and Clinics.** In addition to general camps, Recreation offers specialized teen and therapeutic recreation camps. Recreation also has 28 Summer Fun Centers where youth ages five to 12 years may participate on a drop-in basis. This supervised, six-week program offers a variety of activities focused around weekly themes, such as crafts, art, sports, and drama.

---

<sup>2</sup> Sports Academies are programmed out of Blair, Paint Branch, Springbrook, and Wheaton High Schools.



### 3. Classes and Activities

The Department of Recreation offers classes seasonally through contractors four times a year in arts, crafts, exercise, music, dance, and special interest areas. Special intensive classes and clinics are also offered during school vacation times. During 2008, the Department of Recreation offered over 900 classes and activities. Table 3-3 summarizes the Department's class offerings, including classes targeted to seniors, persons with disabilities, and teen-aged youth.

**Table 3-3: Classes Offered Through the Department of Recreation, 2008**

Type of Class	Description
Arts and Crafts	Classes taught by professional artists.
Cooking	Classes in cooking techniques and the cuisines of different regions and countries of the world.
Dance	Classes taught by professional dance instructors for youth and adults, such as jazz, ballroom, tap, and line dancing.
Exercise and Fitness	Classes for youth, teens, and adults to encourage participants to live a healthy, active lifestyle.
Instructional Sports	Classes to develop sport skills, including classes in fencing, badminton, basketball, and speed and agility training.
Martial Arts	Classes in the martial arts, including Jujitsu, Aikido, and Kendo.
Music	Classes taught by professional music instructors, in topic areas such as piano, guitar, and voice.
School Break Programs	Activities for school-aged children during holiday, winter, spring, and summer breaks from school.
Tiny Tots	Activities for pre-school children.
Wellness	Classes to improve nutrition, muscle tone, flexibility, circulation, concentration, and increase performance and relaxation; after-school activities; and community health fairs and screenings.
Xciting Xtras	Classes unique in content, including knitting, horseback riding, and dog obedience.
Baby Boomers	Classes, seminars, and programs targeted at the "Baby Boomer" generation, including retirement, etiquette, and party planning.
Seniors	Classes for seniors in a variety of areas, such as health and fitness, art, computer skills, and retirement.
Persons with Disabilities	Provides adaptive recreational skill classes for persons with disabilities, such as cooking, martial arts, and crafts.
Teens	Classes for youth, including horseback riding and etiquette.

Source: County Department of Recreation

#### **4. Trips and Excursions**

The Department of Recreation offers all trips and excursions to three targeted groups: active seniors, persons with disabilities, and middle and high school aged youth.

- **Seniors** – Recreation provides two types of trips for active adults over 55: short day excursions and the “Senior Outdoor Adventures in Recreation” (SOAR) program. Day excursions are four to six hour trips that visit local museums, cultural attractions, and sporting events. The SOAR program includes longer trips, such as kayaking, canoeing, site seeing, tours, and hiking.
- **Persons with Disabilities** – Recreation provides trips for persons with disabilities through Active Adults and Weekenders programs.
- **Teens** – Recreation offers trips for middle and high school aged teens through Teen Clubs on holidays and weekends to the various locations, such as the beach, a ropes course, amusement parks, and white water rafting.

#### **5. Special Events**

The Department of Recreation programs County-sponsored special events at aquatics facilities and community centers, such as pool parties and competitive tournaments. The Department also offers third party support for County and community events, including festivals, community days, and flea markets.

**Targeted Special Events.** The Department of Recreation also targets special events to two populations:

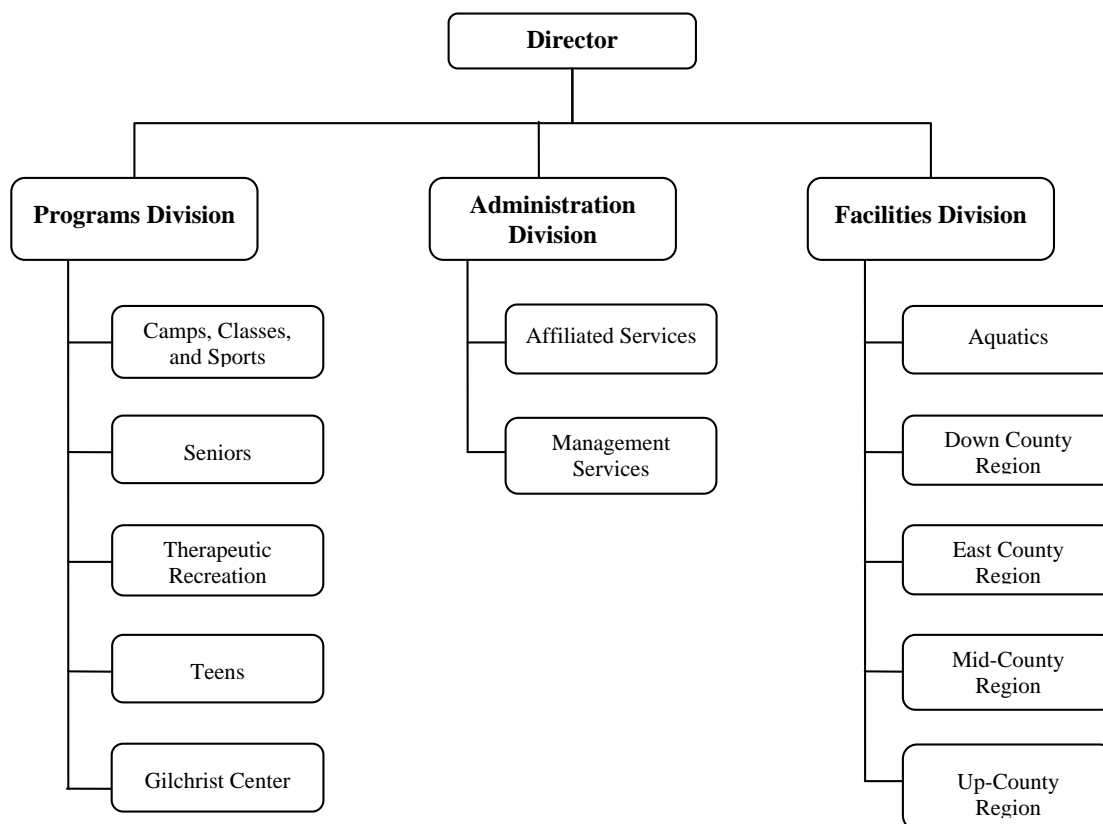
- **Persons with Disabilities.** The Departments provides dances and special events for persons with disabilities, such as the Blue Crab Boogie and Backyard BBQ.
- **Teens.** The Department provides special events for middle and high school aged youth, including Battle of the Bands, Tobacco Free Sports Challenge, dances, activity nights, and parties under the “Drawing the Line” and “Under 21” programs.

A list of the special events offered by the Department of Recreation from winter to fall 2008 is located in the appendix at ©85.

## B. Organizational Structure

Exhibit 3-1 displays the organization of the Department of Recreation. The Department is comprised of the Office of the Director and three divisions: Administration, Programs, and Facilities.

**Exhibit 3-1: Department of Recreation Organization Chart**



### 1. Administration Division

**Management Services Team.** The Management Services Team provides administrative support functions, such as personnel, program registration, contract management, and customer service, as well as the operating budget, capital improvements plan (CIP) process, and facility maintenance. Staff also provide management, policy development, and supervisory oversight.

**Affiliated Services Team.** The Affiliated Services Team is responsible for coordinating all County-sponsored special events, and assists with community-sponsored events. The Team oversees arts grants, and provides all information technology functions for the department, including maintenance of the Department's website. Affiliated Services also handles the production of the quarterly "Montgomery County Guide: Recreation and Park Programs" (Program Guide) and other marketing programs.

## 2. Programs Division

The Programs Division consists of the Gilchrist Center for Cultural Diversity, which provides cultural and social services, and four “teams” that provide recreational programs and services. Table 3-4 provides descriptions of the functions of the four Programs Division teams.

**Table 3-4: Department of Recreation’s Programs Division Teams**

<b>Team</b>	<b>Function</b>
<b>Camps, Classes and Sports</b>	The Camps, Classes, and Sports Team includes summer camps, seasonal classes, and sports leagues and instructional clinics.
<b>Seniors</b>	The Seniors Team offers recreation, educational, and health-related programs and services for adults age 55 and over, as well as special programs for frail and isolated seniors. In addition to neighborhood senior programs, the County’s five senior centers are focal points for the delivery of recreation, community, and health-related services to senior adults: Damascus, Gaithersburg Upcounty, Holiday Park, Long Branch, and Margaret Schweinhaut. <sup>3</sup>
<b>Therapeutic Recreation</b>	The Therapeutic Recreation Team provides accessible recreation programs for individuals with disabilities of all interests and skill levels, including adaptive classes, camps, and events. The “companion” program focuses on inclusion in general classes for individuals with disabilities using auxiliary aids and services.
<b>Teens</b>	The Teen Team provides a wide variety of recreation programs year round for middle and high school youth, including camps, trips, and events. The Teen Team also coordinates teen programs that have an emphasis on positive youth development and gang prevention.

Source: County Department of Recreation

**Gilchrist Center.** Charles W. Gilchrist Center for Cultural Diversity offers cultural programs and services to the community. Programs include English language classes, citizenship preparation, legal assistance, small business development, and job training. The Gilchrist Center is the only major program or activity of the Department of Recreation that did not fall under OLO’s recreation programming classification.

---

<sup>3</sup> The Long Branch Senior Center is located in the Long Branch Community Center. The Gaithersburg Upcounty Senior Center is sponsored by the City of Gaithersburg with support from Montgomery County Department of Recreation.

### 3. Facilities Division

The Facilities Division is responsible for the day-to day management, maintenance, and operation of the Department's facilities. Table 3-5 lists the 18 community centers (including the Gilchrist Center) and 11 aquatic facilities operated by the Department of Recreation. The Department's community centers and aquatic facilities host recreation programs contracted out by the Department, and run programs and special events themselves, including some senior and therapeutic recreation programs.

**Table 3-5: Facilities Operated by the Department of Recreation**

Facility Type	Facility Name
Community Centers	Clara Barton Community Center Bauer Drive Community Center Ross J. Boddy Community Center Gwendolyn Coffield Community Center Damascus Community Center East County Community Center Germantown Community Center Charles W. Gilchrist Center for Cultural Diversity Good Hope Community Center Leland Community Center Long Branch Community Center Longwood Community Center Plum Gar Community Center Potomac Community Center Marilyn J. Praisner Community Recreation Center Scotland Community Center Upper County Community Center Wheaton Community Center
Aquatic Facilities	Bethesda Outdoor Pool Germantown Indoor Swim Center Germantown Outdoor Pool Good Hope Sprayground Long Branch Outdoor Pool Martin Luther King Swim Center Montgomery Aquatic Swim Center Olney Swim Center Upper County Outdoor Pool Western County Outdoor Pool Wheaton/Glenmont Outdoor Pool

Source: County Department of Recreation

The Department of Recreation offers recreation programs at several types of facilities and locations not operated by the Department, including:

- Montgomery County Public Schools' elementary and secondary schools;
- Maryland-National Capital Park and Planning Commission parks and buildings;
- County libraries; and

- Other facilities, such as the American Film Institute (AFI) Silver Theatre and Cultural Center, Camp Olympia, Create Arts Center, Funfit, Inc., Golden School of Music, Inwood House, Kritt Studio, and Studio 310.

The Department of Recreation either pays rental fees or has an agreement with the ownership of the facility to offer programs at these locations. Chapter VI includes more detail on the ownership of recreational facilities and land.

**Recreation Regions and Community Centers.** There are currently four recreation regions in the County: Down County; East County; Mid-County; and Up-County. The purpose of these recreation regions is to administer recreation programs more efficiently and effectively to meet the needs of residents.<sup>4</sup> Community Centers host Department of Recreation programs, as well as programs for other agencies and community organizations. These programs include the Club Rec after school program and Club Friday for elementary school youth. Community Centers provide classes, activities, and events for children, teens, adults, seniors, and individuals with disabilities. Most recreation centers also have exercise and game rooms open to the public.

**Aquatics.** The Aquatics program operates seven regional outdoor pools and the Good Hope neighborhood spray park, which operate seasonally, as well as four year-round indoor aquatic facilities. Aquatics offers recreational, instructional, competitive, and therapeutic water activities, as well as daily lap swimming at each pool.

#### **4. Recreation Advisory Boards**

According to the County Code, the Recreation Advisory Boards advise the Department of Recreation, County Executive, and County Council on recreation and park policies, services, and needs. The recreation advisory boards are comprised of the County-wide Recreation Advisory Board and four regional advisory boards:

- Down County Regional Recreation Advisory Board;
- Eastern County Regional Recreation Advisory Board;
- Mid-County Regional Recreation Advisory Board; and
- Up-County Regional Recreation Advisory Board.

The Recreation Advisory Boards also assist in “developing and maintaining cooperative relationships” with the Maryland-National Capital Park and Planning Commission, Board of Education, and voluntary groups that impact recreation programs and services.<sup>5</sup>

The Boards meet monthly, review information from the agencies, and make recommendations on matters concerning budgets, recreation programs, services, and facilities. The Department of Recreation and the Department of Parks supply ex-officio senior staff members to the County-wide Recreation Advisory Board, and the Departments’ regional staff support the work of the four regional advisory boards.

---

<sup>4</sup> Montgomery County Code. Recreation and Recreation Facilities. § 41-20.

<sup>5</sup> Montgomery County Code. Recreation and Recreation Facilities. § 41-22.

## C. Department of Recreation FY09 Operating Budget

This section provides an overview of the County Department of Recreation's FY09 operating budget and funding sources.

### 1. Operating Budget

The FY09 operating budget for the Department of Recreation is \$32.4 million. The total budget consists of \$21.6 million (67%) in personnel costs and \$10.9 million (33%) in operating costs.<sup>6</sup> Table 3-6 shows the FY09 operating budget for the Department of Recreation's major program areas. The two largest divisions in terms of FY09 operating costs are the Programs Division (37%) and the Facilities Division (36%).

**Table 3-6: FY09 Approved Department of Recreation Expenditures by Program Area (\$ in 1,000s)**

Program	Expenditures			% Total
	Operating	Personnel	Total	
<b>Office of the Director</b>				<b>7%</b>
Administration/Policy Management	\$1,169	\$1,153	\$2,323	7%
<b>Administration Division</b>				<b>10%</b>
Affiliated Services Team	\$1,080	\$1,008	\$2,088	6%
Management Services Team	\$207	\$919	\$1,126	4%
<b>Programs Division</b>				<b>37%</b>
Teen Team	\$1,695	\$3,021	\$4,716	15%
Camps, Classes and Sports Team	\$1,084	\$3,455	\$4,538	14%
<i>Camps Program</i>	<i>\$516</i>	<i>\$1,149</i>	<i>\$1,665</i>	--
<i>Classes Program</i>	<i>\$19</i>	<i>\$657</i>	<i>\$676</i>	--
<i>Sports Program</i>	<i>\$549</i>	<i>\$1,648</i>	<i>\$2,198</i>	--
Seniors Team	\$334	\$1,420	\$1,754	5%
Therapeutic Recreation Team	\$240	\$769	\$1,009	3%
<b>Facilities Division</b>				<b>36%</b>
Aquatics	\$1,303	\$4,661	\$5,964	18%
Recreation Regions and Community Centers	\$743	\$5,153	\$5,897	18%
<b>Other</b>				<b>9%</b>
Recreation Fixed Costs	\$2,997	\$1	\$2,998	9%
<b>Total</b>	<b>\$10,852</b>	<b>\$21,561</b>	<b>\$32,413</b>	<b>100%</b>

Source: Office of Management and Budget and Department of Recreation

Note: Total costs and percentages may differ than the summation of program costs and percentages due to rounding. Administrative costs are divided evenly between the programs of which they are shared (Camps Program and Classes Program, and Seniors Team and Therapeutic Recreation Team).

<sup>6</sup> Actual expenditures in FY09 may be lower than the approved budget, as the Department of Recreation is participating in the FY09 Savings Plan for Montgomery County.

**Positions and Workyears.** The FY09 operating budget for the Department of Recreation includes about 450 workyears. Table 3-7 shows the FY09 workyears for the Department's major program areas. In FY09, the Facilities Division (53%) and the Programs Division (39%) have the largest percent of workyears. The Department's approximately 284 seasonal staff workyears comprise about 63% of the Department's total workyears.

**Table 3-7: FY09 Approved Department of Recreation Workyears**

Program	Workyears			% Total Workyears
	Career	Seasonal	Total	
<b>Office of the Director</b>	<b>8.0</b>	<b>2.4</b>	<b>10.4</b>	<b>2%</b>
Administration/Policy Management	8.0	2.4	10.4	2%
<b>Administration Division</b>	<b>22.3</b>	<b>4.3</b>	<b>26.6</b>	<b>6%</b>
Affiliated Recreation Services Team	10.9	3.0	13.9	3%
Management Services	11.5	1.3	12.8	3%
<b>Programs Division</b>	<b>67.5</b>	<b>110.0</b>	<b>176.5</b>	<b>39%</b>
Camps, Classes and Sports Team	23.8	52.5	76.3	17%
<i>Camps Program</i>	<i>5.5</i>	<i>30.8</i>	<i>36.3</i>	--
<i>Classes Program</i>	<i>7.3</i>	<i>0.9</i>	<i>8.2</i>	--
<i>Sports Program</i>	<i>11.0</i>	<i>20.8</i>	<i>31.8</i>	--
Teen Team	24.4	35.8	60.2	13%
Seniors Team	12.7	14.0	26.6	6%
Therapeutic Recreation Team	6.7	7.7	14.3	3%
<b>Facilities Division</b>	<b>67.9</b>	<b>168.2</b>	<b>236.1</b>	<b>52%</b>
Aquatics	25.4	115.0	140.4	31%
Recreation Regions and Community Centers	42.6	53.2	95.8	21%
<b>Total</b>	<b>165.5</b>	<b>284.2</b>	<b>449.7</b>	<b>100%</b>

Source: Office of Management and Budget and Department of Recreation

Note: Total workyears and percentages may differ than the summation of program workyears and percentages due to rounding. Administrative workyears are divided evenly between the programs of which they are shared.

## 2. Funding Sources

The Department of Recreation's budget is funded primarily through the Recreation Tax District, and user fees and charges. The Department also manages the entirely revenue-supported Recreation Activities Agency Fund, a pass-through account for the receipt of revenue from contracted programs and activities and the payments to Recreation's program contractors. The FY09 budget for the Fund is approximately \$8.2 million.

**Recreation Special Tax District.** The Recreation Special Tax District is a special revenue fund for revenues legally restricted to expenditures within the County-wide "Recreation District" special taxing area. The Recreation Tax District includes the County boundaries except for the City of Rockville, City of Gaithersburg, and Town of Washington Grove.<sup>7</sup> The FY09 Recreation District real property tax rate is 2.2 cents per \$100 of assessed property, and budgeted at \$32.0 million.

<sup>7</sup> Montgomery County Code § 41-5.



**User Fees and Charges.** The Department of Recreation sets user fees and charges recreation programs and services. In FY09, the Department anticipates receiving \$10.9 million in revenue from user fees and charges.

**Table 3-8: Department of Recreation FY09 Budgeted Revenue**

<b>Program</b>	<b>Budgeted Revenue</b>
Aquatics	\$6,065,130
Camps Program	\$1,318,670
Recreation Regions and Community Centers	\$1,244,540
Sports Program	\$854,865
Teen Team	\$546,000
Classes Program	\$520,000
Seniors Team	\$303,500
Therapeutic Recreation Team	\$101,275
<b>Total</b>	<b>\$10,953,980</b>

Source: County Department of Recreation

In 2006, the Council adopted Executive Regulation 12-05, “Department of Recreation Fee Procedure,” which established a formal user fee and cost recovery policy.<sup>8</sup> According to the Fee Procedure, the Department of Recreation sets user fees and charges based on five pricing categories:

- **Community Based Programs and Services** – Programs and/or services open to all residents on an equal basis, and provides a direct or indirect benefit to the entire community. These include recreation center programs such as after school enrichment programs, Club Friday, Open Gym, and center-based classes; Summer Fun Centers; therapeutic recreation programs and classes; teen programs; youth sports; senior programs, classes, and events; and the Gilchrist Center.
- **Council/Executive Initiatives** – Programs and/or services that have been assigned by the County Council or the County Executive.
- **Partnerships** – Programs and/or services jointly sponsored by the Department of Recreation and one or more entities through a contract or Memorandum of Understanding. This includes rentals, events, and programs where the Department shares event staff or operating costs, such as the Evergreen Senior Program, Community Day celebrations, and Affiliated Services special events.
- **Specialized Programs and Services** – Programs and/or services whose primary benefits accrue directly to an individual or group. This includes aquatics, adult classes, adult sports leagues, and summer camps and clinics.
- **Rentals** – Exclusive use of a facility or space for non-partnership programs, including parties, receptions, and other private events.

---

<sup>8</sup> The Council adopted the Executive Regulation through Resolution 15-1286 in January 2006.

Recreation obtains input on pricing levels from a sampling of program participants and facility users, as well as the County-Wide Recreation Advisory Board.<sup>9</sup> Table 3-9 shows Recreation's pricing policy for the department's five pricing categories. User fees are the primary source of revenue for specialized programs and rentals, while community based programs are reduced in price and subsidized by taxes and other funding sources.

**Table 3-9: Department of Recreation Pricing Policy by Cost Recovery Category**

Price Recovery Category	Minimum Operating Cost Recovery <sup>10</sup>	Minimum Staff Cost Recovery <sup>11</sup>	Minimum Support Staff Cost Recovery <sup>12</sup>
Community Based Programs and Services	50%	25%	none
Council/Executive Initiatives	0-50%	0-50%	0-50%
Partnerships	50%	50%	50%
Specialized Programs and Services	100%	100%	50%
Rentals	100%	100%	100%

Source: Recreation Department Policy/Procedure: Pricing Policy. 2004.

Table 3-10 shows that in FY08 the Department of Recreation recovered 53% of the costs of providing these recreation programs. Recreation recovered 24% of the costs of providing subsidized community-based programs (\$2.9 million). Recreation recovered 93% of the costs of specialized programs and services (\$8.1 million) that directly benefit a single individual or group.

**Table 3-10: FY08 Actual Cost Recovery of Recreation Program Areas (\$ in 1,000s)**

Program	Expenditures	Revenue	Cost Recovery %
<b>Community-Based Programs and Services</b>	<b>\$12,004</b>	<b>\$2,855</b>	<b>24%</b>
Youth Sports <sup>13</sup>	\$1,062	\$626	59%
Community Centers	\$4,340	\$1,521	35%
Seniors and Therapeutic Recreation	\$2,408	\$330	14%
Teens	\$4,195	\$378	9%
<b>Specialized Programs and Services</b>	<b>\$8,699</b>	<b>\$8,128</b>	<b>93%</b>
Aquatics	\$5,698	\$5,806	102%
Camps, Classes and Adult Sports	\$3,002	\$2,322	77%
<b>Total</b>	<b>\$20,704</b>	<b>\$10,983</b>	<b>53%</b>

Source: County Department of Recreation

<sup>9</sup> Code of Montgomery County Regulations. §41.10.01 "Department of Recreation Fee Procedure." 2006.

<sup>10</sup> Operating costs are the expenditures to provide a program or service.

<sup>11</sup> Staff costs are the salaries and fringe benefit expenses associated with all staff or contractors directly responsible for the planning and provision of programs or services.

<sup>12</sup> Support staff costs are the unit costs associated with the centralized operation of a program, service, or facility, but are generally not part of a user's direct experience.

<sup>13</sup> The Youth Sports category includes expenditures and revenues from Youth Sports and the skate park.

## **Chapter IV. Overview of the Department of Parks**

The Maryland-National Capital Park and Planning Commission (M-NCPPC) is a bi-county agency, created in State law, comprised of the Montgomery County Planning Board and the Prince George's County Planning Board. The Montgomery County Planning Board oversees the work of the Montgomery County Department of Planning and Department of Parks. This chapter provides an overview of the recreation programming provided by the Department of Parks, and is organized as follows:

- **Part A** describes the recreational programs of the Department of Parks;
- **Part B** reviews the organizational and service delivery structure of the Department;
- **Part C** summarizes the Department's FY09 budget and staffing information; and
- **Part D** details FY09 budget and staffing information for the Department's recreation programming.

### **A. Recreation Programs of the Parks Department**

As noted in Chapter II, this study defines recreation programs as organized recreation and/or leisure activities administered and provided by the Department of Parks or Department of Recreation through career staff, seasonal staff, contract instructors, or trained volunteers. Since the Department of Parks provides recreation programs along with many other functions, this section identifies and describes the array of recreation programming it offers.

OLO identified the following categories of recreation programs offered by the Department of Parks that fall under this definition:

- 1) Sports programs;
- 2) Summer camps and clinics;
- 3) Classes and activities;
- 4) Trips and excursions;
- 5) Recreational park amenities operated and staffed by the Department;
- 6) Special events; and
- 7) Athletic field permitting and maintenance.

The remainder of this section describes these categories of recreation programs in greater detail. However, as noted earlier, the Department provides many functions other than recreation programs. Some of the specific functions or activities of the Department that did not fall under OLO's recreation program classification include:

- The provision, upkeep, inspection, and maintenance of park facilities (e.g., outdoor basketball courts, playgrounds, trails, etc.) that allow for non-programmed, self-directed recreational opportunities.

- Partnerships where recreation programming on park land or in park facilities is organized and provided by other entities through a formal lease and/or operational agreement (e.g., Soccerplex, Equestrian Facilities, Golf Courses).
- Natural resource and land management functions, historic properties functions, and management of public buildings and other real estate.

## **1. Sports Programs**

In FY09, the Department of Parks provides sports programs in three areas: tennis, ice skating, and ice hockey. The Department also owns four golf courses and four equestrian facilities, but does not administer and provide the programming at these facilities. In 2006, the Department turned over the operations and management of the golf courses to the Montgomery County Revenue Authority, while each of the equestrian facilities is operated by a private or non-profit contractor through a formal lease agreement.

**Tennis.** The Department provides year-round indoor tennis programs at the Cabin John and Wheaton indoor tennis facilities and seasonal outdoor tennis programming at Cabin John, Fairland, Olney Manor, Wheaton, and South Germantown Recreational Parks. Tennis classes and lessons cover all skill levels for ages five to adult. In addition, Parks offers tennis summer camps for youth ages 7-12 at the Cabin John indoor facility. The indoor tennis facilities also offer court reservations, private lessons, and party and league play rentals. The outdoor courts are available for league play rentals and permitted events.

**Ice Skating/Hockey.** The Department of Parks provides year-round ice skating and ice hockey programs at the Cabin John and Wheaton Ice Arenas. Ice skating and hockey classes and lessons cover all skill levels for ages three to adult. The Department of Parks also offers summer camps and clinics for ice skating and ice hockey at both ice arenas. The ice arenas additionally offer scheduled times for public skating sessions, freestyle skating and ice dancing sessions, “stick-n-puck” hockey sessions, theme skate nights, and private lessons with pre-approved, contract instructors. Both the Cabin John and Wheaton arenas rent ice time to various youth and adult hockey leagues and programs, and the Cabin John Ice Arena has also hosted local and regional figure skating events and competitions.

## **2. Summer Camps and Clinics**

The Department of Parks provides summer camps and clinics organized through the Department’s nature centers, public gardens, and enterprise facilities.<sup>1</sup>

---

<sup>1</sup> Enterprise facilities are park facilities that are operated and managed by the Department’s Enterprise Division. Further information on the Enterprise Division begins on page 28.

**Nature Center Camps.** The Department offers summer camp and clinics through all four of its nature centers: Black Hill Visitor Center, Brookside Nature Center, Locust Grove Nature Center, and Meadowside Nature Center. These programs target youth ages 2-17; include a variety of one-day, multi-day, and weeklong programs; and include partial- and full-day programs. The summer camps programmed by the nature centers are primarily science, nature, and outdoors camps, but also include cultural and heritage camps and scouting (Boy Scouts, Girl Scouts, Webelos, and Brownies) clinics.

**Public Gardens Camps.** The Department offers a limited number of summer camps and clinics (four in 2008) through Brookside Gardens. These programs are aimed at youth ages 5-10; include multi-day and weeklong programs; and are all partial-day programs. The camps offered at Brookside Gardens include art camps, a gardening camp, and a butterfly-themed camp using Brookside Garden's "Wings of Fancy" butterfly exhibit.

**Enterprise Facility Camps.** The Department offers another series of summer camps through its enterprise facilities, organized separately from the nature center and public gardens camps. The programs are aimed at youth ages 6-15, and are all weeklong, full-day (at least five hours) camps. In 2008, the Division's summer camp offerings included nature and outdoors camps, cultural/heritage camps, and a multi-dimensional (i.e. multiple types of activities) camp.

### **3. Classes and Activities**

The Department of Parks provides classes and activities located and organized through the Department's nature centers, public gardens, and enterprise facilities. The classes and activities are offered for registration quarterly, coinciding with each "season" (winter, spring, summer, and fall). The summer classes and activities are separate from the summer camps and clinics described above.

**Nature Center Classes/Activities.** The Department offers seasonal classes and activities through all four of its nature centers: Black Hill Visitor Center, Brookside Nature Center, Locust Grove Nature Center, and Meadowside Nature Center. This programming includes offerings for both youth and adults. The length of the program varies from one-day programs lasting a couple hours to classes that meet once a week for several weeks. The classes and activities at the nature centers primarily consist of nature, science, or outdoors related programs; and also include some arts and crafts programs.

**Public Gardens Classes/Activities.** The Department offers seasonal classes and activities through Brookside Gardens. These programs include both youth and adult programs, and vary in length from one day programs to classes that meet once a week for several weeks. The classes and activities at Brookside Gardens is a mixture of horticultural, arts and crafts, cooking, and health and wellness programs.

**Enterprise Facility Classes/Activities.** The Department offers seasonal classes and activities through various enterprise facilities. The types of classes and activities offered vary in topic and focus. According to Parks staff, these programs are intended in part to increase awareness and use of the enterprise facilities by County residents and can change from year to year. Target audiences for the programs also vary, including programs aimed at youth, at parents and children together, and at adults. Some of the enterprise facility seasonal classes and activities offered during 2008 included:

- Parent and Child Princess Gala;
- Scrapbooking;
- Parent and Child Holiday Baking;
- Women's Outdoor Weekend;
- Park Play Days for Children on days when the public schools are not open; and
- Mother-Daughter Getaway Camping Trip

#### **4. Trips and Excursions Programming**

The Department of Parks provides trips and excursions organized through the Department's nature centers, public gardens, and enterprise facilities.

**Nature Center and Public Gardens Trips.** As with the camps and classes described above, the Department of Parks offers trips and excursions through Black Hill Visitor Center, Brookside Nature Center, Locust Grove Nature Center, Meadowside Nature Center, and Brookside Gardens. The trips are generally for adults ages 18 and over, last anywhere from between four and 12 hours, and occur on both weekdays and weekends. The types of trips and excursions offered through these facilities include kayaking, historic sites, museums, nature trips, and trips to various other regional attractions.

**Enterprise Division Trips.** The Enterprise Division began offering trips and excursions in fall 2008. The trips are all on weekdays lasting between five and eight hours, and all but one were limited to adults 18 years and up. The types of trips and excursions offered by the Division include river boat cruises, museum and historic site trips, and trips to regional theatre productions.

#### **5. Recreational Park Amenities Operated and Staffed by the Department**

The Department of Parks provides many recreational amenities throughout the park system. Specific recreational amenities operated and/or staffed by the Department are described in further detail below.

**Boat Rentals.** The Department offers boat rentals at Little Seneca Lake in Black Hills Regional Park and at Lake Needwood in Rock Creek Regional Park. Between Memorial Day and Labor Day, both locations offer rental of rowboats, canoes, and kayaks on Wednesdays through Sundays (Lake Needwood also rents pedal boats). Rentals are also available on weekends during the months of September and May.

In some instances, the Department uses the boat facilities as a component of its camps or classes/activities. The Department reports that the boat facilities are also used by the Department of Recreation and other public and private organizations as part of their recreation programs.

**Trains and Carousel.** The Department offers a miniature train amenity in Cabin John Regional Park; and both a miniature train and carousel amenities at Wheaton Regional Park. The Cabin John train is open for rides daily from June through August, and on weekends in April, May, September, and October. The Wheaton train and carousel is open for rides daily from May through August, and on weekends in April, September, and October.

These amenities also include specialized programming components at certain times of the year. For example, in October both locations provide Halloween-themed rides. Cabin John provides a “Eye Spy Halloween Train” aimed at children up to eight years old, and Wheaton provides a “Haunted Train and Creepy Carousel” aimed at children eight years and older.

**Germantown Splash Park and Mini-Golf.** The Department operates a miniature golf and splash park facility at the South Germantown Recreational Park. The miniature golf component consists of two 18-hole courses, open daily during the summer and varying hours during April, May, and September. The splash park includes a facility with a waterfall, rain tree, water tunnel, and water maze. The Splash Park is open daily from mid-June through the end of August, and on certain weekends in May and June. The Department reports that this facility is also used by the Department of Recreation and other public and private organizations as part of their recreation programs.

**Little Bennett Campground.** The Department operates the Little Bennett Campground within Little Bennett Regional Park. In addition to offering campsite rentals, Little Bennett Campground includes a Camper Ready Camping program (where the campground offers campsite rentals pre-set with a tent and other equipment), a camp store, and an activity center that offers scheduled programs such as nature crafts, guided trail hikes, and ice cream socials for campers. The campground also hosts certain summer camps and seasonal classes and activities.

## **6. Special Events**

The Department of Parks programs several recreational events throughout the year that do not require pre-registration and are often free of charge. These events are held at various park facilities and are organized and administered by a variety of different staff and volunteers. Some examples of events organized and administered by the Department include:

- Underground Railroad Experience hikes and lectures;
- Josiah Henson site (“Uncle Tom’s Cabin”) tours and lectures;
- Monarch Fiesta Day at Black Hills Nature Center;
- Christmas on the Farm, the Harvest Festival, and Arbor Day events at the Agricultural History Farm Park; and
- Brookside Gardens’ Garden of Lights show and Wings of Fancy butterfly show.

The Department of Parks also jointly organizes and administers recreation and community events throughout the year with the Department of Recreation and/or other public agencies. Examples of these joint events include the Senior Olympics, Germantown fireworks, and various other walks, parades, and fairs.

## **7. Athletic Field Permitting and Maintenance**

The Department of Parks administers the permitting and maintenance of 192 baseball and softball fields and 104 rectangular sports fields that are used for organized youth and adult sports programs run by other organizations, as well as spontaneous play and pick-up games.

While these functions do not include the direct provision of recreation programs by the Department of Parks, they are integral to the provision of outdoor recreation programs by the other organizations. The Department’s athletic fields are permitted for league play annually by the Department of Recreation and many non-profit or private groups for youth and adult sports including soccer, softball, baseball, and football.

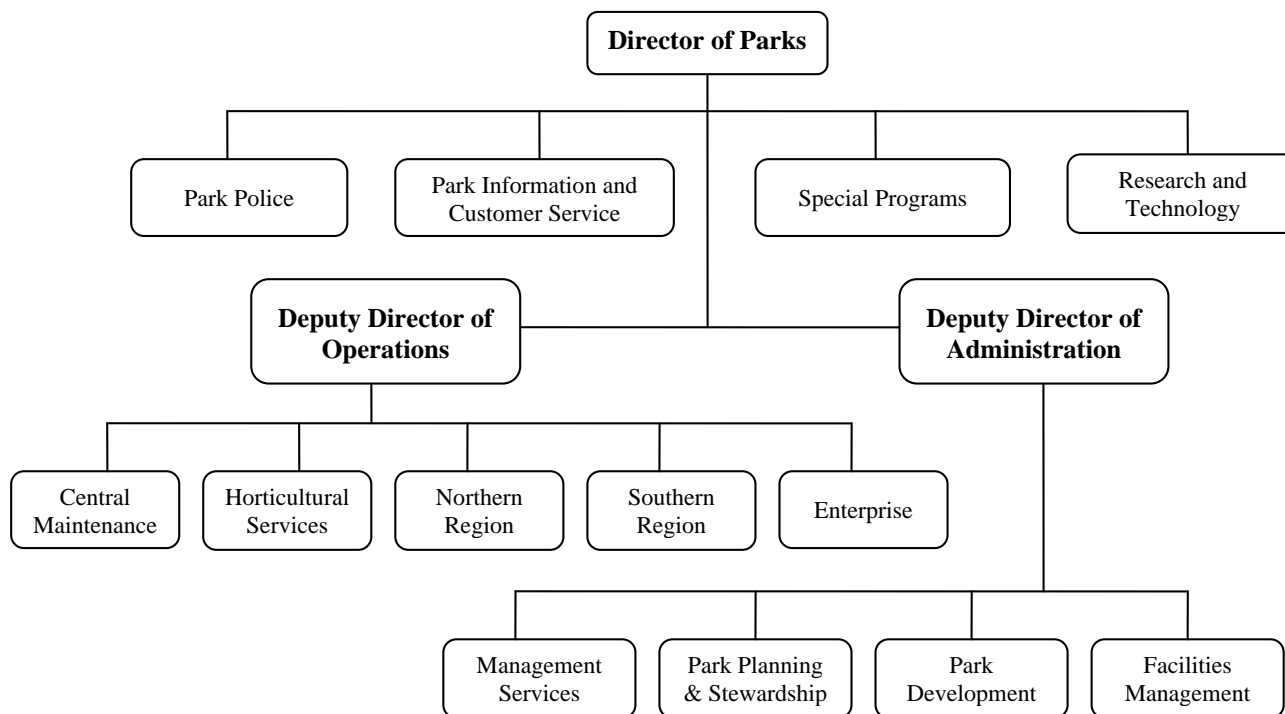
The maintenance activities for athletic fields include mowing; seeding; fertilizing; aeration; replacing topsoil; other repairs or renovation; installing and maintaining backstops, goals, or other field features; lining the fields; providing for adequate drainage; and addressing vandalism. The Department of Parks also recently implemented a new Athletic Field Inspection and Evaluation (AFIE) program intended to help the department measure its level of success in managing the quality of the athletic fields.



## B. Organization and Service Delivery Structure

The Department of Parks currently delivers services through 13 different divisions and/or teams, as shown in the organization chart below. The management of the Department includes the Director of Parks and two Deputy Directors.

**Exhibit 4-1: Department of Parks Organization Chart**



This section highlights the different divisions and teams in the Department that provide the recreation programs described in Part A, provides an overview of the number and type of facilities located within the Montgomery County park system, and reviews the Department of Parks' public-private partnerships and agency-to-agency agreements.

### 1. Department of Parks Divisions and Teams

While many of the Department's divisions and/or teams perform multiple functions, those with organizational responsibility for the recreation programs described in Part A are discussed in more detail below.

**Office of the Director.** The Office of the Director is responsible for the general management and administration of the Montgomery County park system. Specific responsibilities include: implementing the Department's approved work program; advising the Planning Board on matters of park policy; acting as a liaison with local, state, and federal agencies and officials; and developing and administering internal management policies and practices. As such, the Office of the Director provides general oversight and management for all the recreational programming of the Department.

**Park Information and Customer Service Team.** The Park Information and Customer Service Team's responsibilities include: permitting the use of park fields and buildings by outside user groups; marketing and public awareness efforts; developing park maps, other written materials, and signage; coordinating special events held in parks; customer service and program evaluation for park programs; and leading coordination efforts with the County's Recreation Department.

**Horticultural Services Division.** The Horticultural Services Division provides management and operational services in horticulture, arboriculture, landscaping, nursery production, and stormwater management. The management and operation of Brookside Gardens falls under this Division, including the summer camp, classes and activities, and trips/excursions programs offered through Brookside.

**Northern Region Division.** The Northern Region Division provides management and maintenance services to parks and facilities encompassing the portion of Montgomery County north of Rockville. The two primary functional areas within the Division are: 1) management and maintenance services within six regional areas; and 2) services and programs at Black Hill and Meadowside Nature Centers. The summer camp, classes and activities, and trips/excursions programs offered out of Black Hill and Meadowside fall under this Division.

**Southern Region Division.** The Southern Region Division provides management and maintenance services to parks and facilities encompassing the portion of Montgomery County south of Rockville. The two primary functional areas within the Division are: 1) management and maintenance services within four regional areas; and 2) services and programs at Locust Grove and Brookside Nature Centers. The summer camp, classes and activities, and trips/excursions programs offered out of Locust Grove and Brookside fall under this Division.

**Enterprise Division.** The Enterprise Division is responsible for fee-based recreation programs, business-like enterprises, and the Department's ParkPass program registration system. The Division's six operation and program areas are: 1) administration; 2) ice rinks; 3) tennis facilities; 4) event centers; 5) park facilities; and 6) golf courses. The types of recreation programs that fall under the Enterprise Division includes sports, summer camps, classes and activities, trips/excursions, and recreational amenities.

## **2. Facilities Overview**

The Department of Parks provides, maintains, and/or operates several types of facilities within its 408 parks. Many of these facilities are used for the provision of recreation programs by the Department. Others are not programmed, but allow for self-directed recreation and leisure opportunities.

Parks facilities are also used by other public, private, and/or non-profit groups that provide recreation programs on park property. As of 2009, the total number and types of Department of Parks' facilities are listed in Table 4-1 below.

**Table 4-1: Department of Parks' Facilities**

Facility Type	Number	Facility Type	Number
• Tennis Courts	305	• Nature Centers	4
• Athletic Fields	298	• Lakes	4
• Playgrounds	290	• Event Centers	3
• Basketball Courts	208	• Ice Rinks	3
• Historic Resources	157	• Campgrounds	3
• Open Picnic Areas	114	• Boating Facilities	2
• Permitted Picnic Shelters	77	• Formal Gardens	2
• Football/Soccer Fields	63	• Indoor Tennis Centers	2
• Park Activity Buildings	31	• Miniature Trains	2
• Exercise Courses	13	• Gymnasiums	1
• Equestrian Centers	6	• Carousel	1
• Golf Course	4		

Source: M-NCPPC Department of Parks

### **3. Public-Private Partnerships and Agency-to-Agency Agreements**

Public-private partnerships and agency-to-agency agreements are service delivery mechanisms that can affect the provision of recreation programs.

**Public-Private Partnerships.** A public-private partnership is a cooperative agreement between the Planning Board and a private entity to deliver a service or facility to the public on M-NCPPC property. In September 2007, the Planning Board adopted a formal "Policy for Public/Private Partnerships" that governs the process for establishing these partnerships (attached at ©55). The purpose statement describe partnerships as follows:

We have entered an era of growing demand for additional programs, enhanced parks and recreational facilities, and limited resources in competition with the growing demand for other publicly funded projects. Public Private Partnerships, when properly applied, will work to the mutual advantage of the Maryland-National Capital Park and Planning Commission, users of services generally offered by the Commission, the taxpayers, and private companies seeking new business opportunities or a means in which to contribute to its community.<sup>2</sup>

The Department has a Public-Private Partnership Committee that meets monthly to review and evaluate both solicited and unsolicited partnership proposals and monitor the progress of existing partners. The Committee reviews information provided by the private entity and develops a staff report for the Planning Board to adopt, modify, or reject a proposal.

---

<sup>2</sup> Maryland-National Capital Park and Planning Commission. "New Adopted Policy for Public/Private Partnerships." September 19, 2007.

The Public-Private Partnership Committee also provides an annual progress report on each existing partner to the Planning Board.<sup>3</sup> Some examples of existing public-private partnerships include:

- The Maryland SoccerPlex and Discovery Sports Center in South Germantown Recreational Park, operated by the Maryland Soccer Foundation;
- The Department's five equestrian centers – Callithea Farm Park, Meadowbrook Riding Stables, Potomac Horse Center, Rickman Farm Horse Park, and Wheaton Riding Stables – each operated by a different private partner;
- The golf driving range in South Germantown Recreational Park, operated by J. Doser Enterprises;
- Red Wiggler Community Farm in Ovid Hazen Wells Recreational Park, operated by the Red Wiggler Foundation;
- Shirley Povich Baseball Stadium in Cabin John Regional Park, which has partnerships with both the Bethesda Big Train and Georgetown University Baseball teams; and
- Adopt-a-field agreements for preferred use of various local parks and fields with the Bethesda Chevy Chase Baseball league, the Burtonsville Athletic Association, and Spencerville Academy, among others.

**Agency-to-Agency Agreements.** The Department of Parks also has several agreements with other governmental agencies to operate and/or maintain Parks-owned property or facilities. Some of the agreements that relate to recreation programs include:

- Four golf courses leased to the Montgomery County Revenue Authority for operation and management; and
- The Olney Manor Skate Park leased to the Montgomery County Department of Recreation for operation and management.

### **C. FY09 Department Budget and Staffing Summary**

The Montgomery County Department of Parks approved FY09 budget totals nearly \$94 million, and includes about 850 total workyears for full-time, part-time, and seasonal staff.<sup>4</sup> This total in FY09 includes approximately \$62 million (66%) in personnel costs, \$26 million (28%) in operating costs, and \$5.5 million (6%) in debt service costs.<sup>5</sup>

**Funding Sources.** Primary funding for the Department of Parks comes from two sources: the Park Fund and the Enterprise Fund.

---

<sup>3</sup> Maryland-National Capital Park and Planning Commission. "Semi-Annual Report." October 2007.

<sup>4</sup> Actual expenditures in FY09 may be lower than the approved budget, as the Department of Parks is participating in the FY09 Savings Plan for Montgomery County.

<sup>5</sup> M-NCPPC, *Adopted Annual Budget, Fiscal Year 2009*.

- **Park Fund** – the Park Fund is a tax-supported fund that supports park maintenance, development and security operations, management of natural resources, and provision of active and passive recreational opportunities. Under State law, Montgomery County is required to levy a tax on both real property and personal property to support operations paid from this Fund. In FY09, the County Council approved an associated real property tax rate of \$0.053 per \$100 of assessed value and a personal property tax rate of \$0.047 per \$100 of assessed value for the Park Fund.
- **Enterprise Fund** – the Enterprise Fund is a proprietary fund supported by user fees and other non-tax revenue sources to cover the operational and capital expenditures for specified activities and facilities.<sup>6</sup> All the expenditures and revenues for the programs and operations of the Department's Enterprise Division are accounted for in the Enterprise Fund.

In FY09, 89% (\$83.5 million) of the Department's budget is funded through the Park Fund and 11% (\$10.4 million) is funded through the Enterprise Fund. Similarly, 88% (743) of the workyears are funded through the Park Fund and 12% (105) are funded through the Enterprise Fund.

**Program Budget Summary.** In FY08, the Department first prepared a program-based budget. The program budget assigns various operations, maintenance, programming, and management/administration costs to specific programs and services provided by the Department across organizational units. The total budget amount and workyears in the program budget differs slightly from the organization budget because: 1) it includes estimated time spent on program elements by M-NCPPC's bi-County Central Administrative Services staff; and 2) it excludes costs that cannot be easily allocated in a program budget (e.g. debt service, charge backs, and anticipated lapse).

The program budget is not a funding allocation system, as the Department's budget and financial reporting system allocates and accounts for spending by organizational unit. The Department develops the program budget by having each organizational unit allocate the estimated or actual amount of staff time (in workyears) it spends on a program element. Personnel costs are then calculated by multiplying the total number of assigned workyears by the average salary and benefits costs for a Parks Department employee (\$82,173 in FY09). The operating costs for each program element are based on a combination of actual cost data and estimates by the organizational units.

The Department's FY09 program budget includes three programs – Administration of Parks, Park Services, and Stewardship of Natural and Cultural Resources – each of which are broken down further into one or more sub-programs and multiple program elements. Table 4-2 shows these programs, and the proportion of the Department's FY09 Program Budget they comprise. The bolded program elements are those that include expenditures for the Department's recreation programs as described in Part A.

---

<sup>6</sup> The FY09 approved budget for the Enterprise Fund includes a \$619,000 subsidy from the Park Fund.

**Table 4-2: FY09 Department of Parks Program Budget and Workyears\***

Sub-Programs	Program Elements	Budget (in millions)	% of Total	WY's	% of Total
<b>Administration of Parks</b>					
Administration of Parks	<ul style="list-style-type: none"> <li>• Management and Administration</li> <li>• Park Planning</li> <li>• Third-Party Support</li> <li>• Partnerships</li> <li>• Property Management</li> </ul>	\$21.3	23%	89.4	11%
<b>Subtotal</b>		<b>\$21.3</b>	<b>23%</b>	<b>89.4</b>	<b>11%</b>
<b>Park Services</b>					
Meeting and Gathering Places	<ul style="list-style-type: none"> <li>• Maintained Open Space</li> <li>• Park Activity Buildings</li> <li>• Event Centers</li> <li>• Playgrounds</li> <li>• Picnic Shelters</li> <li>• Group Picnic Areas</li> <li>• Dog Parks</li> </ul>	\$21.2	23%	210.7	27%
Organized Sports	<ul style="list-style-type: none"> <li>• <b>Baseball and Softball</b></li> <li>• <b>Field Sports</b></li> <li>• <b>Tennis</b></li> <li>• Multi-use Courts</li> <li>• Adventure Sports</li> </ul>	\$11.8	13%	109.3	14%
Regional Attractions	<ul style="list-style-type: none"> <li>• <b>Ice Skating</b></li> <li>• <b>Camping</b></li> <li>• <b>Mini-Golf, Splash Playground</b></li> <li>• <b>Trains and Carousels</b></li> <li>• <b>Boating</b></li> <li>• Golf</li> <li>• Equestrian Centers</li> </ul>	\$9.0	10%	93.4	12%
Trails and Parkways	<ul style="list-style-type: none"> <li>• Paved Trails</li> <li>• Scenic Parkway Experiences</li> </ul>	\$6.1	7%	61.1	8%
<b>Subtotal</b>		<b>\$48.1</b>	<b>53%</b>	<b>474.5</b>	<b>61%</b>
<b>Stewardship of Natural and Cultural Resources</b>					
Land and Resource Management	<ul style="list-style-type: none"> <li>• Horticulture</li> <li>• Arboriculture</li> <li>• Natural Resource Management</li> <li>• Trails</li> <li>• Streams</li> <li>• Arch./Historic Management</li> <li>• Agricultural Support</li> </ul>	\$14.9	16%	148.9	19%
Education and Interpretation	<ul style="list-style-type: none"> <li>• <b>Nature Centers</b></li> <li>• <b>Public Gardens</b></li> <li>• Arch./Historic Interpretation</li> </ul>	\$7.4	8%	72.2	9%
<b>Subtotal</b>		<b>\$22.3</b>	<b>24%</b>	<b>221.1</b>	<b>28%</b>
<b>TOTAL (excluding debt service payments)</b>		<b>\$91.7</b>	<b>100%</b>	<b>785.0</b>	<b>100%</b>

\*Bolted program elements are those that include expenditures for recreation programming.

Source: FY09 M-NCPPC Department of Parks Program Budget, August 2008

## **D. FY09 Budget and Staffing for Recreation Programs**

This section provides available FY09 budget and staffing data for the Department of Parks recreation programs identified in Part A.<sup>7</sup> For the program categories, budget information is available from two sources:

- **The Department's line-item budget for each organizational unit.** For many of the recreation program areas, this includes the dedicated personnel and operating costs associated with staffing and running a program or facility.
- **The Department's program budget.** The program budget includes allocations of workyears to various recreational programs that would otherwise not show up in an organizational unit's line-item budget. OLO used these allocations to estimate the personnel costs associated with overall management/administration of each recreation programming area.

Part A of this chapter identified seven categories of recreation programs. Three of the categories – summer camps, classes/activities, and trips/excursion – do not have personnel and operating cost data that can be readily separated out from broader budget areas. As a result, the budget information for these three program categories are presented by the facility or division that provides them: Nature Centers, Public Gardens, and Enterprise Division. The budget data for the sports, recreational amenities, and athletic field permitting and maintenance are listed by programming category.

### **1. Sports Programs**

The FY09 budget for sports programs, funded through the Enterprise Fund, includes approximately \$6.4 million in expenditures and \$6.0 million in revenue. The sports expenditures include facility debt service costs; the FY09 budgeted expenditures excluding debt service payments is approximately \$5.4 million.

**Budgeted Costs.** The FY09 budget for tennis, ice skating, and ice hockey sports programs totals approximately \$6.4 million, and funds 17 career and 35 seasonal workyears. This total includes:

- The line-item personnel and operating costs for the Cabin John and Wheaton indoor tennis facilities, the Cabin John and Wheaton ice arenas, and the Wheaton outdoor ice rink from the Enterprise Division;
- The debt service costs for the Cabin John and Wheaton ice arenas; and
- Additional estimated management costs allocated from the Enterprise Division and Office of the Director.<sup>8</sup>

---

<sup>7</sup> Special events programming is organized and administered by a variety of different staff and volunteers. Available budget information did not readily distinguish costs for special events from other activities.

<sup>8</sup> Throughout this section, all estimated personnel costs are calculated by multiplying the allocated workyears by the average salary and benefits cost for a Parks employee in FY09 (\$82,173).

**Table 4-3: FY09 Approved Staffing and Expenditures for Sports Programs**

Sports Programming	Workyears		Expenditures		
	Career	Seasonal	Personnel	Operating	Total
Tennis Facilities	3.0	8.5	\$416,100	\$517,800	\$933,900
Tennis Management*	1.2	0.2	\$98,608	--	\$98,608
<b>Subtotal Tennis</b>	<b>4.2</b>	<b>8.7</b>	<b>\$514,708</b>	<b>\$517,800</b>	<b>\$1,032,508</b>
Ice Rinks	11.0	26.0	\$1,399,900	\$2,873,500	\$4,273,400
Ice Rinks Debt Service	--	--	--	\$924,100	\$924,100
Ice Rink Management*	1.7	0.2	\$139,694	--	\$139,694
<b>Subtotal Ice Rinks</b>	<b>12.7</b>	<b>26.2</b>	<b>\$1,539,594</b>	<b>\$3,797,600</b>	<b>\$5,337,194</b>
<b>Total</b>	<b>16.9</b>	<b>34.7</b>	<b>\$2,054,302</b>	<b>\$4,315,400</b>	<b>\$6,369,702</b>

Source: M-NCPPC Department of Parks

\*A breakdown of the allocated management workyears is included in the appendix (©69).

**Budgeted Revenue.** The sports programs, aside from the additional management costs allocated from the Office of the Director, are funded out of the Enterprise Fund. In FY09, the Department of Parks anticipates that sports programs will produce approximately \$6 million in revenue from user fees and charges.

**Table 4-4: FY09 Budgeted Revenue for Sports Programs**

Sports Programming	Budgeted Revenue
Tennis Facilities	\$1,602,400
Ice Rinks	\$4,386,300
<b>Total</b>	<b>\$5,988,700</b>

Source: M-NCPPC Department of Parks

## 2. Nature Center Programs

Nature center programs include summer camps, classes and activities, and trips/excursions organized and administered by the Department's four nature centers. The FY09 budget for nature center-based recreation programs includes around \$2.1 million in expenditures and \$203,000 in revenue.

**Budgeted Costs.** The FY09 budget for nature center programs totals approximately \$2.1 million, and funds 20 career and 0.2 seasonal workyears. This total includes:

- The line-item personnel and operating costs for the Black Hill Visitor Center and Meadowside Nature Center from the Northern Region;
- The line-item personnel and operating costs for the Brookside and Locust Grove Nature Centers from the Southern Region; and
- Additional estimated management costs allocated from the Enterprise Division and Office of the Director.



**Table 4-5: FY09 Approved Staffing and Expenditures for Nature Center Programs**

Nature Center Programming	Workyears		Expenditures		
	Career	Seasonal	Personnel	Operating	Total
Brookside Nature Center	6.5	1.0	\$540,000	\$71,000	\$611,000
Locust Grove Nature Center	3.5	1.0	\$394,000	\$27,500	\$421,500
Meadowside Nature Center	5.0	1.4	\$402,500	\$61,800	\$464,300
Black Hill Visitors Center	4.3	0.2	\$416,200	\$37,200	\$453,400
Nature Center Management*	1.1	0.2	\$106,825	--	\$106,825
<b>Total</b>	<b>20.4</b>	<b>3.8</b>	<b>\$1,859,525</b>	<b>\$197,500</b>	<b>\$2,057,025</b>

Source: M-NCPPC Department of Parks

\* A breakdown of the allocated management workyears is included in the appendix (©69).

**Budgeted Revenue.** The Nature Center programs are funded out of the Park Fund, and as a result do not have a specific cost recovery requirement. In FY09, the Department of Parks anticipates that nature center programs will produce approximately \$203,000 in revenue from user fees and charges.

**Table 4-6: FY09 Budgeted Revenue for Nature Center Programs**

Nature Center Programming	Budgeted Revenue
Brookside Nature Center	\$83,400
Locust Grove Nature Center	\$24,500
Meadowside Nature Center	\$70,000
Black Hill Visitors Center	\$25,000
<b>Total</b>	<b>\$202,900</b>

Source: M-NCPPC Department of Parks

### 3. Public Gardens Programs

The public gardens programs, which all occur at Brookside Gardens, include summer camps, classes and activities, and trips/excursions. The FY09 budget for Brookside Gardens recreation programs includes approximately \$460,000 in expenditures and \$180,000 in revenue. Brookside Gardens recreation programs are funded in part out of the Park Fund and in part out of the Enterprise Fund.

**Budgeted Costs.** The FY09 budget for Brookside Gardens recreation programs totals approximately \$460,000, and funds 2.6 career and 3.0 seasonal workyears. This total includes:

- Estimated personnel costs for two career workyears responsible for Brookside Gardens recreation programming funded from the Horticulture Division;
- Estimated personnel costs for 2.9 season workyears funded from the Enterprise Division; and
- Additional estimated management costs allocated from the Enterprise Division and Office of the Director.

Available budget information did not distinguish operating costs for recreation programs from the operating costs for other activities at Brookside Gardens.

**Table 4-7: FY09 Approved Staffing and Expenditures for Brookside Gardens Programs**

Brookside Gardens Programming	Workyears		Expenditures		
	Career	Seasonal	Personnel	Operating	Total
Brookside Gardens	2.0	2.9	\$402,647	--	\$402,647
Brookside Gardens Management*	0.6	0.1	\$57,521	--	\$57,521
<b>Total</b>	<b>2.6</b>	<b>3.0</b>	<b>\$460,168</b>	<b>--</b>	<b>\$460,168</b>

Source: M-NCPPC Department of Parks

\* A breakdown of the allocated management workyears is included in the appendix (©69).

**Budgeted Revenue.** The Brookside Gardens revenues are budgeted in the Enterprise Fund. In FY09, the Department of Parks projects that the camps, classes, and trips programming through Brookside Gardens will produce approximately \$180,000 in revenue from user fees and charges.

#### 4. Enterprise Division Programs

The Enterprise Division, Camps and Programs Unit provides summer camp, classes and activities, and trips/excursions programs. The FY09 budget for Enterprise Division recreation programs includes approximately \$263,000 in expenditures and \$165,000 in revenue.

**Budgeted Costs.** The Enterprise Division's Camps and Programs Unit has one career staff position (1.0 workyears) that coordinates the camps, classes, and trips offerings and 2.3 workyears of seasonal staff.

**Table 4-8: FY09 Approved Staffing and Expenditures for Enterprise Division Camps, Classes, and Trips Programs**

Enterprise Programming	Workyears		Expenditures		
	Career	Seasonal	Personnel	Operating	Total
Camps and Programs Unit	1.0	2.3	\$158,500	\$104,200	<b>\$262,700</b>

Source: M-NCPPC Department of Parks

**Budgeted Revenue.** The Enterprise Division Camps and Programs Unit is funded out of the Enterprise Fund. In FY09, the Department of Parks anticipates that the Camps and Programs Unit will produce approximately \$165,200 in revenue from user fees and charges.

## 5. Recreational Park Amenities Operated and Staffed by the Department

The recreational park amenities operated and staffed by the Department include boat rentals, miniature trains, a carousel, a campground, miniature golf courses, and a splash playground. The FY09 budget for these recreational amenities includes approximately \$1.3 million in expenditures and \$931,000 in revenue.

**Budgeted Costs.** The FY09 budget for recreational park amenities totals approximately \$1.3 million, and funds 6.1 career and 13.2 seasonal workyears. This total includes:

- The line-item personnel and operating costs for the Lake Needwood and Black Hills boat rental facilities; Cabin John and Wheaton trains and carousel; Little Bennett Campgrounds; and South Germantown Regional Park Mini-Golf and Splash Playground from the Enterprise Division; and
- Additional estimated management costs allocated from the Enterprise Division and Office of the Director.

**Table 4-9: FY09 Approved Staffing and Expenditures for Recreational Park Amenities**

Recreational Amenities	Workyears		Personnel	Operating	Total
	Career	Seasonal			
Boat Rentals	--	3.8	\$88,500	\$96,600	\$185,100
Boat Rental Management*	1.6	--	\$146,869	--	\$146,869
<b>Subtotal</b>	<b>1.6</b>	<b>3.8</b>	<b>\$235,369</b>	<b>\$96,600</b>	<b>\$331,969</b>
Trains/Carousel	--	4.0	\$82,300	\$140,200	\$222,500
Trains/Carousel Management*	1.5	--	\$132,238	--	\$132,238
<b>Subtotal</b>	<b>1.5</b>	<b>4.0</b>	<b>\$214,538</b>	<b>\$140,200</b>	<b>\$354,738</b>
Little Bennett Campgrounds	1.0	2.2	\$143,200	\$78,200	\$221,400
Campgrounds Management*	1.0	0.2	\$101,173	--	\$101,173
<b>Subtotal</b>	<b>2.0</b>	<b>2.4</b>	<b>\$244,373</b>	<b>\$78,200</b>	<b>\$322,573</b>
Mini-Golf/Splash Playground	0.5	2.9	\$60,700	\$174,700	\$235,400
Mini-Golf/Splash Management*	0.5	0.1	\$58,804	--	\$58,804
<b>Subtotal</b>	<b>1.0</b>	<b>3.0</b>	<b>\$119,504</b>	<b>\$174,700</b>	<b>\$294,204</b>
<b>Total</b>	<b>6.1</b>	<b>13.2</b>	<b>\$813,784</b>	<b>\$489,700</b>	<b>\$1,303,484</b>

Source: M-NCPPC Department of Parks

\* A breakdown of the allocated management workyears is included in the appendix (©69).

**Budgeted Revenue.** The recreational park amenities, aside from the additional management costs allocated from the Office of the Director, are funded out of the Enterprise Fund. In FY09, the Department of Parks anticipates that the recreational amenities will produce approximately \$931,300 in revenue from user fees and charges.

**Table 4-10: FY09 Budgeted Revenue for Recreational Amenities**

<b>Recreational Amenities</b>	<b>Budgeted Revenue</b>
Boat Rentals	\$168,500
Trains/Carousel	\$378,200
Little Bennett Campgrounds	\$158,700
Mini-Golf/Splash Playground	\$225,900
<b>Total</b>	<b>\$931,300</b>

Source: M-NCPPC Department of Parks

## 6. Athletic Field Permitting and Maintenance

The FY09 budget for athletic field permitting and maintenance includes approximately \$8.8 million in expenditures and \$650,000 in revenue.

**Budgeted Costs.** The FY09 budget for athletic field permitting and maintenance totals approximately \$8.8 million, and funds around 84 workyears. This total includes:

- The estimated personnel and operating costs for the Department's baseball and softball program element; and
- The estimated personnel and operating costs for the Department's field sports program element.

The costs for these program elements include all maintenance and equipment costs, permitting costs, utility costs for lighted fields, and cost of Park Police patrols.

**Table 4-11: FY09 Approved Staffing and Expenditures for Athletic Field Permitting and Maintenance**

<b>Program Element</b>	<b>Workyears</b>	<b>Expenditures</b>		
		<b>Personnel</b>	<b>Operating</b>	<b>Total</b>
Baseball and Softball	45.4	\$3,730,667	\$1,067,574	\$4,798,241
Field Sports	39.0	\$3,204,758	\$759,101	\$3,963,859
<b>Total</b>	<b>84.4</b>	<b>\$6,935,425</b>	<b>\$1,826,675</b>	<b>\$8,762,100</b>

Source: M-NCPPC Department of Parks

**Budgeted Revenue.** Athletic field permitting and maintenance is funded out of the Park Fund and does not have a specific cost recovery requirement. The FY09 budgeted revenue from the permitted use of athletic fields totals \$650,000, including \$100,000 in anticipated revenue generated from an increase in field permitting fees described below.

In October 2008, the Planning Board approved a change to an hourly athletic field fee schedule, effective for the Spring/Summer 2009 season. The Department anticipates that the new fee structure could increase revenue by more than 30% overall.<sup>9</sup> According to the Parks Department, the purpose of changing the fee structure was to:

- Help offset the continually increasing costs of utilities, field maintenance and renovation for the Department's heavily used fields;
- Generate additional funds to improve the quality and playability of the fields;
- Discourage over-permitting and non-use of fields by large organizations;
- Provide more opportunities for new groups to gain weekend and other field time; and
- Bring the athletic fields more in line with other regional jurisdictions.<sup>10</sup>

In coordination with the Department of Parks, the Interagency Coordinating Board for Community-Use of Public Facilities (CUPF) also adopted the same fee structure changes for the athletic fields CUPF permits so that fees will remain consistent county-wide.

---

<sup>9</sup> "Proposal for Implementation of Hourly Athletic Fees." Memorandum from Kate Stookey to Montgomery County Planning Board. September 15, 2008.

<sup>10</sup> Ibid.

## **Chapter V. Comparison of Recreation Programs**

In Chapters III and IV, OLO identified the array of recreation programs provided by the Department of Parks and the Department of Recreation. Within that array, OLO identified five categories under which both Departments provide programs. This chapter reviews the programs in those categories and describes selected administrative functions and structures of the departments related to recreation programs. The chapter is organized as follows:

- **Part A** compares the type of programs within the five categories of recreation programming provided by both the Department of Parks and Department of Recreation; and
- **Part B** details selected administrative functions and policies of the departments related to recreation programs.

### **A. Comparison of Recreation Program Types**

This comparison section focuses on the similar and unique types of sports, summer camps and clinics, classes and activities, trips and excursions, and special events offered by each department. In addition to the type of program, several other factors can impact the “uniqueness” of an individual program offered by the Department of Parks or Department of Recreation. These factors can include:

- **Age Range** – This factor varies both by whether programs are targeted to specific age populations (i.e., youth or adults) and specific ages ranges within a population (e.g., youth ages 6-12, teens ages 13-17, seniors ages 55+, etc.).
- **Duration** – This factor varies by length of time a program lasts (e.g., partial-day, full-day, etc.) as well as the number of days the program lasts (e.g., one-day, multiple days, one-week, two-week, etc.).
- **Program Capacity** – Some programs can only accommodate a small number of participants while other programs can accommodate a large number.
- **Program Fees** – Fees for the programs range from free programs to programs that cost \$300. Fees are often linked to program revenue requirements.
- **Location** – This factor can vary by where programs are offered geographically, and the types of facilities programs are offered (e.g., department-owned facilities, facilities owned by another governmental agency, private facilities, etc.).
- **Staffing Structure** – The various methods of staffing programs include using career staff, seasonal staff, contract instructors, and/or volunteers.

A listing of a sample of the programs summarized in this section, including details on many of the factors described above, is included in the appendix (©70).

## 1. Sports Programs

While both departments provide sports programs, they do not overlap in the types of programs provided. The Department of Parks' sports programs are driven by the tennis and ice arena facilities that it owns and operates. As a result, the Department of Parks limits its sports programs to tennis (indoor and outdoor), ice skating, and ice hockey. The Department of Recreation offers sports programs in ten different sports. Table 5-1 shows the types of sports programs offered by each department in 2008.

**Table 5-1: Type of Sports Programs Offered by the Department of Recreation and Department of Parks, 2008**

Type of Sports Programming	Recreation	Parks
Tennis		✓
Ice Skating		✓
Ice Hockey		✓
Soccer	✓	
Basketball	✓	
T-ball	✓	
Field Hockey	✓	
Softball	✓	
Football	✓	
Volleyball	✓	
Fencing	✓	
Martial Arts	✓	
Aquatics	✓	

Sources: 2008 Seasonal Program and Summer Camp Guides

Both departments offer classes, lessons, and instructional clinics within their respective sports offerings. The Department of Recreation additionally runs several youth and adult sports leagues.

Staff from both departments report that the current sports programming split has evolved over time. While no formal determinations have been made as to which sports should be offered by each department, the departments have worked to avoid duplicating sports programs. For example, within the past few years the Department of Recreation stopped offering tennis programs so as not to conflict with the tennis programs provided by Parks. However, one area of similar sports programming is that both the Department of Recreation and the Department of Parks (organized through the Park Police) administer *Punt, Pass, and Kick* football clinics.

## 2. Summer Camps and Clinics

Both departments offer summer camp and clinic programs, primarily for school-aged youth. The Department of Parks offers summer camp and clinics at its four nature centers, at Brookside Gardens, and at some of its Enterprise Division facilities. The Department of Recreation offers summer camps at a variety of locations and facilities across the County.

During the 2008 summer camp season, the Department of Recreation offered 84 camps and clinics and the Department of Parks offered 69 camps and clinics.<sup>1</sup> The different types of summer camp programs offered by the departments are listed in the table below.

**Table 5-2: Types of Summer Camp Programs Offered by the Department of Recreation and Department of Parks, 2008**

Summer Camp Programming	Recreation	Parks
Nature/Science/ Outdoors	✓	✓
Sports/ Fitness	✓	✓
Art	✓	✓
Multi-Dimensional	✓	✓
Cultural/Heritage		✓
Scouting Clinics		✓
Drama	✓	
Dance/Performing Arts	✓	
Therapeutic Recreations	✓	
Other	✓	

Sources: 2008 Seasonal Program and Summer Camp Guides

In addition to the type of the camp, the summer camps and clinics offered by the departments vary by a number of other factors, including duration; age group; location; and staffing structure. In general, Department of Parks summer camps are staffed by a combination of career staff (either providing the programming or managing the programs) and seasonal staff. A small number, those provided at Brookside Gardens, are staffed by contract instructors. Department of Recreation summer camps and clinics are provided by a combination of career staff, seasonal staff, and contract instructors.

The four types of summer camp programs that are offered by both departments are described in more detail below.

**Nature/Science/Outdoors Camps.** In 2008, the Department of Parks offered 32 nature/science/outdoors camps and the Department of Recreation offered six. The Department of Parks camp themes varied across a wide range of topics, including: camping, fishing, geology, insects and animals, wildlife ecology, meteorology, resource conservation, and nature exploration. The Department of Parks nature/science/outdoors

---

<sup>1</sup> Before and after camp extended care programs are not included in the totals.



camps were offered from June through August, were generally four to five days in length, and included both partial and full-day camps.

The Department of Recreation's nature/science/outdoors camps were offered at both park locations and at public schools. The camp themes included nature exploration, space and rocketry, and science experiments. These camps were offered from June through August, and were primarily full-day camps lasting one or two weeks.

**Sports/Fitness Camps.** In 2008, the Department of Recreation offered 33 sports/fitness camps and the Department of Parks offered 11 sports/fitness camps. While both departments provided sports/fitness camps, the specific camps offered by each mirrored the division of general sports programming between the departments. The Department of Parks offered camps for tennis, ice skating, and ice hockey; while the Department of Recreation offered camps for many different sports including aquatics, basketball, fencing, cheerleading, horseback riding, karate, football, skateboarding, boxing, volleyball, baseball, field hockey, and soccer.

**Art Camps.** In 2008, the Department of Recreation offered 13 art camps and the Department of Parks offered two art camps. Recreation art camps were primarily offered at community centers and public schools, except for one offered at a local park. Many of the Recreation art camps covered a variety of art mediums, skills, and techniques such as drawing, painting, and sculpture. These camps were generally two-week, full or half-day camps. Other half-day camps focused on art projects based on specific themes such as anime, castles and dragons, and pirates, and lasted one week.

The two Department of Parks summer camps were offered through Brookside Gardens. Both of the camps – Budding Artists I and Budding Artists II – covered a variety of art techniques including drawing, painting, and collages. Both of these were one-week, partial-day camps.

**Multi-Dimensional Camps.** Multi-dimensional camps are those that incorporate several types of programming, such as art, sports, nature, trips, etc., into a single camp experience. In 2008, the Department of Recreation offered nine multi-dimensional camps and the Department of Parks offered two.

The Department of Recreation's multi-dimensional camps include three programs aimed at teens: teen drop-in centers, a summer teen travel camp, and a camp focusing on leadership and career development skills. It also includes the Department's Summer Fun Centers, a drop-in program offered at multiple locations throughout the County for children ages 5-13. The camps were offered out of public schools and community center locations.

The Department of Parks offered two "Week in the Park" multi-dimensional camps through the Wheaton ice rink: one half-day program and one full day program. The Week in the Park program involves a variety of programs including indoor tennis, ice skating, scavenger hunts, arts and crafts, bubble making, and nature walks.

### 3. Classes and Activities

Both departments offer classes and activities covering a large variety of topics for all ages. The Department of Recreation offers classes and activities at a variety of locations and facilities across the County. The Department of Parks offers classes and activities at its four nature centers, Brookside Gardens, and at some of its Enterprise Division facilities. Both departments break up their programs into winter, spring, summer, and fall seasons.

During 2008, the Department of Recreation offered over 900 classes and activities and the Department of Parks offered over 750 classes and activities.<sup>2</sup> The different types of classes and activities offered by the departments are listed in the table below.

**Table 5-3: Types of Classes and Activities Offered by the Department of Recreation and Department of Parks, 2008**

Types of Classes and Activities	Recreation	Parks
Arts and Crafts	✓	✓
Cooking	✓	✓
School Break Programs	✓	✓
Wellness/Exercise and Fitness	✓	✓
Nature/Science/Outdoors		✓
Homeschool Classes		✓
Dance	✓	
Martial Arts	✓	
Music	✓	
Language	✓	
Instructional Sports Clinics	✓	
Dog Obedience	✓	
Teens and Seniors Programs	✓	
Therapeutic Recreation <sup>3</sup>	✓	
Other	✓	

Sources: 2008 Seasonal Program and Summer Camp Guides

In addition to the content of a class, classes and activities also vary by a number of factors, including duration; age group; location; and staffing structure. Nearly all of the Department of Recreation's classes and activities are offered through contract instructors. The Department of Parks uses a combination of career staff, seasonal staff, and contract instructors to staff its classes and activities.

The four types of classes and activities that are offered by both departments are described in more detail below.

---

<sup>2</sup> These totals include the approximate number of classes offered by program title. Many classes have multiple sessions a user can sign up for.

<sup>3</sup> One of the Department of Parks public-private partners, Great and Small, provides therapeutic horseback riding at M-NCPPC's Rickman Farm Horse Park.

**Arts and Crafts Classes.** In 2008, the Department of Parks offered around 80 art and craft classes and the Department of Recreation offered 115. Most of the Department of Parks classes, located out of the nature centers and Brookside Gardens, fell into two content areas: seasonal or holiday crafts and nature or outdoors-themed arts and crafts. The Department also offered a limited number (four in 2008) of drawing and painting and photography classes at Brookside Gardens. The Department of Recreation arts and crafts classes cover a wider array of content, including: general crafts, drawing and painting, pottery, jewelry-making, cartooning, and photography.

The Department of Parks art classes tended to be single-session classes lasting between 1-3 hours, while Department of Recreation art classes include both single-session classes and multiple session classes held over the course of multiple weeks. Both departments provided classes aimed at children and classes aimed at adults.

**Cooking Classes.** In 2008, the Department of Recreation offered over 90 different cooking classes and the Department of Parks about 20 cooking programs. Recreation offers its cooking classes out of community centers and public school locations. Recreation offers a wide variety of cooking programs each season, including: kids and family cooking, wine selection and wine-making, seasonal and holiday dishes, and specialty food (e.g., vegetarian, health, soups, barbequing, etc.) classes. Recreation also offered cooking clinics as part of its age-specific programs for teens and seniors, and through its therapeutic recreation programs.

The Department of Parks offers a few cooking classes each season, usually lasting a single session and incorporating an outdoors theme. Parks cooking class topics have included vegetarian cooking, braising, and cooking with fruits; and are offered out of Brookside Gardens and the nature centers.

**School Break Programs.** School break programs are those held for school-aged children on weekdays when public schools are not in session. In 2008, the Department of Recreation offered six school break programs. Programs topics included fitness, dance, karate, sports, games, and arts and crafts. The Department's school break programs are generally offered out of community centers, are offered for youth ages 3-12, include both partial- and full-day classes, and include both one-day classes and weeklong classes when schools are on winter or spring break.

Beginning in the fall 2008 season, the Department of Parks offered a "Park Play Day" school break program at both the Wheaton and Cabin John ice rinks. The content of the program includes tennis lessons, ice skating lessons, and arts and crafts. This Department of Parks school break program is offered as full-day classes on specific days schools are not in session; it is not offered as a week-long program.

**Wellness/Exercise and Fitness Classes.** In 2008, the Department of Recreation offered over 90 wellness, exercise, and fitness classes, while the Department of Parks offered a few classes in two areas. Both of the types provided by the Department of Parks – yoga and tai chi – are also provided by the Department of Recreation. This section summarizes both department's yoga and tai chi classes.

In 2008, the Department of Recreation offered 22 different types of yoga classes and seven types of tai chi classes. The Recreation classes are held at community centers and are primarily offered for ages 16 and up. Recreation's yoga and tai chi classes included:

- Yoga Basics
- Gentle Yoga
- Hatha Yoga
- Vini Yoga
- Pre-Natal Yoga
- Yoga I and II
- Tai Chi, Beginning
- Tai Chi, Continuing
- Tai Chi, I and II
- Tai Chi Chuan I, II, and III

The Department of Parks offered six different types of yoga classes and one type of tai chi class in 2008. The Parks classes are all held at Brookside Gardens for adults ages 18 and up. Parks yoga and tai chi classes included:

- Introduction to Yoga
- Gentle Yoga
- Para Yoga
- Yoga in the Garden
- Tai Chi in the Garden

#### **4. Trips and Excursions**

Both departments offer trips and excursions throughout the year. During 2008, the Department of Recreation offered around 160 trips and excursions and the Department of Parks offered around 170 trips and excursions. The different types of trips and excursions offered by the departments are listed in the table below.

**Table 5-4: Types of Trips and Excursions Offered by the Department of Recreation and Department of Parks, 2008**

Types of Trips and Excursions	Recreation	Parks
Kayaking and Canoeing	✓	✓
Hiking/Nature	✓	✓
Museums, Cultural and Historic Sites	✓	✓
Regional Attractions	✓	✓

Sources: 2008 Seasonal Program and Summer Camp Guides

As indicated in the table, both departments offer similar types of trips and excursions. The primary difference is the target audience: the Department of Recreation limits its trip programming to seniors, teens, and persons with disabilities while the Department of Parks generally provides its trips and excursions for all adults.

The Department of Recreation offers trips through its Seniors Team, Teen Team, and Therapeutic Recreation Team. The trips vary in length, including both partial- and full-day trips, and occur on both weekdays and weekends. The trips for seniors include both a short day trip program and the “Senior Outdoor Adventures in Recreation” program.

The Department of Parks offers day-trips and excursions through its four nature centers, Brookside Gardens, and the Enterprise Division. The trips are generally for adults ages 18 and over, last between four and 12 hours, and occur on both weekdays and weekends.

## **5. Special Events**

The Department of Parks and Department of Recreation offer special events throughout the year that are open to the community. A list of the special events offered by the Department of Parks and Department of Recreation from winter to fall 2008 is located in the appendix at ©85.

**Department of Parks.** The Department of Parks offers several recreational events throughout the year that do not require pre-registration and are often free of charge. These events are held at various park facilities and are organized and administered by a variety of different staff and volunteers. Examples include:

- Underground Railroad Experience hikes and lectures;
- Josiah Henson site (“Uncle Tom’s Cabin”) tours and lectures;
- Monarch Fiesta Day at Black Hills Nature Center;
- Christmas on the Farm at the Agricultural History Farm Park; and
- Harvest Festival.

**Department of Recreation.** The Department of Recreation also offers special events throughout the year that do not require pre-registration and are often free-of-charge. These events are often held at the Department’s aquatics, recreation, and community centers. Recreation also provides event and organizational support for County and community events and special events for individuals with disabilities. Examples include:

- Pooch Pool Party at Wheaton/Glenmont Pool;
- Burtonsville Days Celebration at the Praisner Community Center;
- Germantown Oktoberfest;
- World of Montgomery Fall Festival; and
- The Blue Crab Boogie and Backyard BBQ for individuals with disabilities.

**Joint Events.** The Department of Parks and Department of Recreation also jointly organize and administer special events at times during the year. Examples of these joint special events during 2008 included the Senior Olympics, Germantown Glory fireworks, and various other walks, parades, and fairs. For joint events, the Department of Parks will often provide the facility/location and pay for the associated costs such as Park Police support. The Department of Recreation will plan and implement the activities that occur during the event.

## **B. Recreation Program Administrative Functions**

This section provides an overview of three selected administrative functions of the Department of Recreation and Department of Parks that relate to recreation programs: program registration, marketing and outreach, and program feedback/evaluation.

### **1. Program Registration**

The Department of Parks and Department of Recreation have independent administrative structures for program registration. The Department of Parks manages its program registration system through the Enterprise Division. The Department of Recreation manages its program registration system through the Affiliated Services Team.

The departments both offer three modes of program registration: by phone, registration form (mail, fax, or drop off), or online. Separate program registration forms for both departments are located in the Program Guide. Users must submit separate registrations and payment for Department of Recreation and Department of Parks programs.

**Online Registration and User Accounts.** While having the same structure, the Department of Parks and Department of Recreation operate independent online registration systems.

- **ParkPass** – ParkPass is the Department of Parks’ online registration system. Customers can use this online system to register and pay for classes, programs (including summer camps), and available court time at the indoor tennis centers, but must first sign-up for a ParkPass account and receive a unique customer number and pin to be able to register.
- **RecWeb** – RecWeb is the Department of Recreation’s online registration system. Customers can use this online system to register and pay for classes and programs, but must first sign-up for a RecWeb account and receive a unique customer number and pin to be able to register.

While the Department of Parks and Department of Recreation administer registration systems independently, the departments both use the same information technology software (CLASS) for program registration and facility booking functions.<sup>4</sup> However, customers cannot use their ParkPass number to sign up for classes through RecWeb, and vice versa.

**Financial Assistance.** Both departments offer financial assistance to eligible program users. The Department of Recreation provides financial assistants to residents that receive public assistance from other Montgomery County departments. Those who qualify for financial assistance receive a set dollar amount of credit that they can use during that year based on the number of individuals in the family.

---

<sup>4</sup> Community Use of Public Facilities also utilizes the same software.

The Department of Recreation does not allow residents to use financial assistance for sports leagues, gift certificates, supplemental fees, or payments on existing account balances. A copy of the Department of Recreation's financial assistance procedures and application is included in the appendix at ©87. In Calendar Year 2007, Recreation reports that it provided \$784,000 in financial assistance to residents.

The Department of Parks has a Fee Reduction Program for eligible program participants. To receive the fee reduction, an applicant must receive other forms of public assistance, meet income eligibility criteria, or be verified as eligible for financial assistance by the Department of Recreation. Those who qualify receive either a 50% fee reduction for program registrations or facility bookings, or receive a discount coupon book for a 50% fee reduction to use various park amenities. A copy of the Department of Parks' fee reduction procedures and application is included in the appendix at ©89.

**Customer Service.** Both departments have customer service staff that, as part of their duties, assist residents with any questions or difficulties they may have with the program registration process. Staff from both departments report that there is often confusion among residents about which department they are supposed to call or register with for programs, particularly since the programs are listed in the same guide.

## **2. Marketing and Outreach**

Both departments perform marketing and outreach functions to promote their recreation programs. The Department of Parks coordinates its marketing and outreach efforts through its Park Information and Customer Service Team. The Department of Recreation performs marketing and outreach through its Affiliated Services Team and within its various programs. Some of the departments' marketing and outreach efforts are described below.

**Quarterly Program Guide.** The departments jointly produce and publish the quarterly *Montgomery County Guide: Recreation and Park Programs* ("Program Guide"). The departments compile the Program Guide four times a year, which is divided into two color-coded sections providing a separate listing of programs and events offered by the Department of Recreation and those offered by the Department of Parks. The Program Guide is available in hard copy and online. It includes information on how to register for the programs listed in the Guide. According to staff from both departments, the Program Guide is the primary form of recreation program advertising for both the Department of Parks and Department of Recreation.

**Summer Camp Guide.** Both departments publish separate Summer Camp Program Guides, which are available in print or online. Each department's summer camp guide list the various summer camp and clinics it offers and provides information on how to register. Department of Parks staff report that they have requested consideration of publishing a joint summer camp guide.

**County Cable Montgomery.** Both departments provide programming for County Cable Montgomery. The “Destination Recreation” show highlights various recreational programs offered by the Department of Recreation. The “The Parks Show” provides information on a variety of park facts, features, events, and facilities – including The Department of Parks’ recreational programs.

**Flyers, Pamphlets, Brochures.** Both departments produce a variety of written marketing materials in the form of flyers, pamphlets, brochures, booklets, etc. to promote programs, events, and facilities. Both departments also advertise in local newsletters, magazines, and other publications.

**Websites.** Both departments have information on programs, activities, and facilities available through their websites. The Department of Recreation’s website must follow the website procedures and protocols established by the County’s Department of Technology Services. The Department of Parks must follow the website procedures and protocols established by the Montgomery County Park and Planning Commission.

### **3. Program Feedback/Evaluation**

The Department of Parks and Department of Recreation each have formal feedback and program evaluation mechanisms.

**Department of Parks.** The Department of Parks coordinates its program feedback and evaluation efforts through one staff member in the Park Information and Customer Services Division. Parks has three primary methods to obtain feedback on programs and facilities: feedback cards; evaluations forms; and an online survey. The feedback cards are available at all Park facilities, and users may drop them in boxes also located at the facilities or return them through the mail. The Department of Parks also provides evaluation forms to all participants at the conclusion of all Department programs. The Department’s website also includes an online “How Are We Doing?” survey that can be accessed at any time. The Department publishes quarterly and annual “How Are We Doing?” reports that, for each park facility, summarize survey and feedback information received from all three sources. Department of Parks staff report that the department has used the feedback obtained to adjust existing programs and assess interest in new programs.

**Department of Recreation.** The Department of Recreation coordinates its program feedback and evaluation efforts through one staff member in the Director’s Office and volunteers who help tabulate data. The Department has two primary methods to obtain feedback on programs and facilities: program evaluation forms and online surveys. Evaluation forms are distributed to all participants at the conclusion of a Recreation program. The Department currently has three different online surveys available on its website: a “Recreation Customer Service Survey;” a “Winter 2008 Basketball Customer Survey;” and a “Summer 2008 Camps and Programs Customer Survey.” Staff report that the Department uses feedback to assess the program quality and content, the registration process, facility condition, and instructor quality.



## Chapter VI. Interdepartmental Coordination of Recreation Programs

This chapter summarizes how the Maryland-National Capital Park and Planning Commission Department of Parks and County Department of Recreation work together to coordinate the delivery of recreation programming. This chapter is organized as follows:

- **Part A** summarizes formal agreements between the departments; and
- **Part B** describes the coordination of recreation programs and services in practice.

### A. Formal Coordination Agreements

The formal coordination agreements between the departments include facility and/or property leases and memorandums of understanding.

#### 1. Facility and/or Property Leases

The Department of Recreation operates several recreational facilities located on Department of Parks' property, as shown in Table 6-1. In each case, the departments have developed formal lease agreements related to the operations of the facility. The County Government has full responsibility for programming, operation, and maintenance of these facilities except for the Wheaton Recreation Center and the Olney Skate Park, which are maintained by M-NCPPC.

**Table 6-1: Facilities Operated by the Department of Recreation on M-NCPPC Property**

Facility Type	Facility Name
Pools	Germantown Indoor Swim Center
	Montgomery Aquatic Swim Center
	Bethesda Outdoor Pool
	Long Branch Outdoor Pool
	Wheaton/Glenmont Outdoor Pool
Recreation Centers	Gwendolyn Coffield Recreation Center
	Good Hope Recreation Center
	Leland Recreation Center
	Long Branch Recreation Center
	Plum Gar Recreation Center
	Wheaton Recreation Center
Skate Park	Olney Manor Skate Park

Source: M-NCPPC Department of Parks and County Department of Recreation

## 2. Memorandums of Understanding

In an effort to improve service delivery and coordination, the Department of Parks and Department of Recreation have signed several Memorandums of Understanding (MOU) regarding various programs and services. Table 6-2 lists and summarizes the four MOUs between the departments signed between 1984 and 2004.

**Table 6-2: Memorandums of Understanding (MOU) between the Department of Parks and Department of Recreation**

Year	MOU Title	Purpose
1984	<i>Development of Local Parks and Recreational Parks and Leasing of Indoor Recreation Facilities</i>	Coordinates the planning and development of new local parks and lists the lease conditions of indoor recreation facilities.
1995	<i>Memorandum of Understanding between the Maryland-National Capital Park Police Montgomery County and Montgomery County's Department of Recreation</i>	Coordinates the provision of public safety services at recreational facilities.
1996	<i>Athletic Field Maintenance</i>	Outlines the responsibilities of each department with regard to the maintenance of baseball and softball fields.
2004	<i>Memorandum of Understanding between the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning and the Montgomery County Department of Recreation</i>	Clarifies and details the intended working relationship between the departments in 10 functional areas.

Source: M-NCPPC Department of Parks and County Department of Recreation

**2004 MOU.** In July 2004, the Department of Parks and Department of Recreation entered into an MOU to clarify the working relationship between the departments in ten functional agreement areas (attached at ©93). The 2004 *Memorandum of Understanding between the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning and the Montgomery County Department of Recreation* supercedes the previous MOU agreements between the two departments, and includes goals and detailed action steps for each of the areas of coordination. The stated intent of the 2004 MOU is to:

...result in a higher level of departmental management cooperation, operational efficiency, program and facility planning and development, and the overall enhancement in the quality of services provided for our Parks and Recreation customers.<sup>1</sup>

<sup>1</sup> "Memorandum of Understanding between the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning and the Montgomery County Department of Recreation." July 21, 2004.

Table 6-3 lists the 10 agreement areas of the 2004 MOU along with the stated coordination goals for each. The action steps for each agreement area, along with the implementation in practice, are reviewed beginning on the next page.

**Table 6-3: Agreement Areas of the 2004 Memorandum of Understanding**

<b>Agreement Area</b>	<b>Goal</b>
<b>Scheduling/Permitting of Programs and Facilities</b>	Maximize the use of recreation facilities through efficient and equitable scheduling and permitting.
<b>Park/Recreation Development/Community Planning</b>	Share information on programs, users, and facilities; and jointly participate in park and recreation planning activities.
<b>Policy Development</b>	Provide opportunities for feedback and coordination between the agencies regarding public use policies.
<b>Budgets</b>	Provide opportunities for early and routine communication on cross-cutting budget issues.
<b>Payment for Services</b>	Process and execute the payment of financial obligations between departments.
<b>Security</b>	Provide for appropriate safety and security protection for recreation programs.
<b>Automation</b>	Coordinate the development, utilization, and management of automated services to enhance agency cooperation and provide customer service.
<b>Shared Resources</b>	Provide a process and procedure by which customers and Departmental staff will benefit from the resource sharing.
<b>Community Relations</b>	Serve as conduits between the agencies and a link to the community for information, advocacy, and participation in recreational events and programs that are sponsored or co-sponsored by the two agencies.
<b>Accountability</b>	Assign staff responsibility for each action area, and jointly evaluate the progress toward accomplishing the MOU goals and action steps.

Source: M-NCPPC Department of Parks and County Department of Recreation

## **B. Coordination of Recreation Programs and Services in Practice**

This section describes the action steps for each agreement area contained in the 2004 Memorandum of Understanding, and how the two departments have implemented these coordination initiatives in practice.

### **1. Scheduling/Permitting of Programs and Facilities**

The Department of Recreation is the largest user of Department of Parks fields and facilities, and must arrange for the use and payment of these parks and facilities through a permitting process. To achieve the goal of maximizing the use of facilities through efficient and equitable scheduling and permitting, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Scheduling/Permitting – Selected Action Steps**

- The Recreation Department will submit coordinated facility requests in compliance with the Department of Parks established procedures and timeframes and will receive priority consideration over all other users;
- The Parks Department will process and return the requested permits within jointly established timeframes; and
- The Departments will establish a joint committee of staff who will annually review and modify the reservation process as necessary.

**Implementation in Practice.** According to staff from both departments, the scheduling and permitting of fields and facilities works fairly well in practice. However, not all of the specific action steps have been implemented and staff indicate that there are still opportunities to improve coordination in this area.

Department of Recreation staff report submitting facility requests to Department of Parks in compliance with established procedures and timeframes, and Parks staff report giving priority consideration to the Department of Recreation. The Department of Parks has an “Athletic Field Use Permit Policy” (attached at ©105) that includes permit application periods for each season and criteria for determining permit requests. Organizations given “First Priority” are allowed to submit permit requests two weeks before other applicants. The policy lists the Department of Recreation as a “First Priority” organization along with the City of Takoma Park, adopt-a-field groups, public/private partnerships or other contractual agreements, and special event/tournament requests.

The Department of Parks’ permit policies and information do not, however, include a jointly established timeframe for returning approved permits. Also, while staff report that the departments often discuss building and field availability during their quarterly meetings, the departments have not established a joint committee of staff to annually review and modify the reservation process.

Other permit or scheduling issues that, according to staff from either department, offer opportunities for coordination improvement include:

- Permit approval and return timeframes;
- Notification procedures when permitted facilities become unavailable due to unscheduled or unforeseen events; and
- Regular release of unneeded fields prior to the start of each season to provide other county residents access and use of these amenities.

The Department of Parks reports that it is working to improve the overall application and permitting process. According to the Montgomery County Planning Board's *Fall 2008 Semi-Annual Report*, the Permit Office is looking to streamline the process, reduce paperwork, and enhance online capabilities such as issuing field permits electronically.<sup>2</sup>

## **2. Park/Recreation Development/Community Planning**

The MOU stated that, historically, both departments independently reviewed and commented on both park and general master plans during the plan development and review process. To achieve the goal of sharing information on programs, users, and facilities and to jointly participate in planning activities, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Park/Recreation Development and Planning – Selected Action Steps**

- The Recreation Department will actively participate in all Parks Department planning processes when appropriate; and
- Staff representatives from both departments will participate in facility planning and review meetings.

**Implementation in Practice.** Staff report that the departments do coordinate and participate when planning a new facility or property that may have impacts on the budgets or operations of the other department. Staff did emphasize earlier coordination during the project development and review process is beneficial.

## **3. Policy Development**

Both departments develop policies, guidelines, and practices related to their respective recreation programs and facilities. To achieve the goal of providing opportunities for feedback and coordination between the agencies regarding new or revised policies that affect park and recreation customers, the MOU includes the following action steps:

---

<sup>2</sup> Montgomery County Planning Board, *Fall 2008 Semi-Annual Report*, pg. 45.

**2004 Memorandum of Understanding  
Policy Development – Selected Action Steps**

- Circulate all drafts of new or revised public use policies between the agencies for input at least three months prior to the first presentation to the Planning Board or County Executive;
- Discuss all new or revised public use policies with appropriate Advisory Boards and affected groups a minimum of one month prior to submission to the Planning Board or County Executive;
- Meet and mutually discuss/agree on reasonable implementation dates for any new recreation program and/or facility affecting each department; and
- Take into consideration the fiscal impacts of all agreements for new recreation programs or facilities on the operating budgets of each department.

**Implementation in Practice.** This area of the MOU has been somewhat followed in practice, but differing views from staff in the departments indicate that type and level of coordination in this area has fallen short of intentions. OLO heard differing viewpoints from the staff in either department related to the level of coordination and consultation that occurs when a department develops new policies or programs. For example:

- Staff from both departments agree that there is no formal mechanism in place for the departments to review and have input on each others new programs;
- Staff from both departments report that there is very little contact or consideration of budget impacts between departments when creating new programs; and
- Staff from the departments have differing viewpoints on whether new or revised policies are routinely circulated within the timeframes required by the MOU.

#### **4. Budgets**

The 1993 Merger Report included increased interagency coordination in the budget planning and preparation process as one of the alternatives to improve efficiency without merging the departments. In the 2004 MOU, the departments agreed to increase coordination on operating budget and capital improvements information. To achieve the goal of providing opportunities for early and routine communication on cross-cutting budget issues, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Budgets – Selected Action Steps**

- Operating Budget – hold joint, bi-annual worksessions to discuss budgetary issues that may impact the provision of programs, services, and/or facilities.
- Capital Improvements Program – hold joint, annual staff worksession to discuss CIP issues; jointly develop park and recreation facility needs and standards; jointly maintain an inventory of parks, recreation programs, and improvements; and jointly analyze and prioritize new projects.

**Implementation in Practice.** Since the 2004 MOU was established, the departments have not implemented the budget action steps. Both departments' budget practices, policies, and decision-making processes operate primarily independent of each other. However, staff from both departments expressed support for improving budget communication and discussing their respective budget priorities each fiscal year. Also, M-NCPPC and the Montgomery County Advisory Boards jointly host a "CIP Public Forum" in advance of every CIP in order to solicit public comment on park and recreation capital projects.

## **5. Payment for Services**

The 2004 MOU reported that processing of financial transactions had been a problem. To meet the goal of expedient processing and execution of payments between departments, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Payment for Services – Selected Action Steps**

- Schedules for billing and payments must comply with the paying agencies procurement and payment schedules;
- Consider cross-training staff in each department's billing and payment processes; and
- Provide detailed verification of fees for services that require financial reimbursement, according to the respective department's cost recovery policy.

**Implementation in Practice.** As with other agreement areas of the 2004 MOU, some of the action steps have been implemented while others, such as the cross-training of staff, have not. The billing and processing of payments between the two departments that occurs on the most regular basis relates to the rental of park fields and facilities by the Department of Recreation. Recreation staff report coordinating payment schedules with the Department of Parks' billing staff, and indicated that Recreation generally pays all invoices within 60 days. One area for improvement, identified by Recreation staff, is to jointly develop a standard invoice form that would include all the itemized details (such as rain-out or cancellation days) needed prior to executing final payment. Department of Recreation staff stated that developing standardized forms could also involve Community Use of Public Facilities, so all agencies are using the same forms.

## **6. Security**

The departments had previously developed a separate MOU to coordinate the provision of safety and security services, and the 2004 MOU updated the prior agreement. To achieve the goal of providing appropriate safety and security services for recreation programs, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Security – Selected Action Steps**

- The departments will develop and periodically update a security agreement;
- The Recreation Department will pay for Park Police officers who provide security services for Recreation programs or facilities outside of regular duty time; and
- The departments will create public safety plans for each facility.

**Implementation in Practice.** Staff from both departments indicated that ensuring safety and security at facilities receives a high priority and report that coordination works well. Park Police regularly patrol all Department of Parks land, including Department of Recreation-owned or operated facilities on park land. Additionally, the departments' security agreement provides that the Park Police are the primary contact for any event on park land. If the Department of Recreation requires security services for any program on park land, staff reports coordinating with the Park Police to provide those services. As required by the 2004 MOU, when Park Police officers are off-duty, the Department of Recreation pays the negotiated rate for overtime in the Fraternal Order of Police collective bargaining agreement.

## **7. Automation**

To achieve the goal of coordinating the development, utilization, and management of automated services to enhance agency cooperation and provide customer services, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Automation – Selected Action Steps**

- Establish an inter-agency team to coordinate the development of a shared online customer needs index and user survey to determine recreation needs and measure program satisfaction;
- Work cooperatively to identify and use compatible technologies to enhance the delivery of recreational services; and
- Establish “read only” access to each other’s database to determine facility usage trends and customer profile information.

**Implementation in Practice.** The departments use some compatible technologies, but have not implemented most of the action steps detailed in the MOU. The departments have not developed a shared online customer needs index and user survey. Instead, both departments obtain survey information independently and Department of Recreation staff report that a customer needs survey has not been developed due to budget constraints. Additionally, neither department provides “read only” access to their database.



In terms of compatible technologies, the departments do use the same software system for facility booking and program registration, including online program registration.<sup>3</sup> While the software is the same, the technology is administered independently by each Department. For example:

- The registration programs have separate names (ParkPass for Department of Parks and RecWeb for Department of Recreation) and websites;
- Users must create separate accounts to register for Department of Parks or Department of Recreation programs; and
- The departments have separate contracts with the software vendor.

Staff from both departments noted that the dual registration systems can be confusing to residents, and staff often receive calls and questions about the other department's programs.

## **8. Shared Resources**

To achieve the goal of providing a process and procedure by which customers and department staff will benefit from the sharing of resources, the 2004 MOU includes the following action steps:

**2004 Memorandum of Understanding  
Shared Resources – Selected Action Steps**

- Create a more integrated link between department websites;
- Establish a more collaborative effort in the development of new or expanded public/private partnerships; and
- Share staff resources and/or exchange personnel to fully utilize the skills and talents in both organizations.

**Implementation in Practice.** In practice, the departments have not implemented most of the actions steps. Currently, the Department of Parks website has links to the Department of Recreation website, but Recreation does not have links to Parks. Both websites offer the joint quarterly program guide online. The departments have also not initiated any formal efforts to share staff resources or exchange personnel. However, staff from both departments provided examples of informal resource sharing for certain programs or when jointly conducting special events.

Also, it does not appear that the departments have established a more collaborative effort related to public/private partnerships. For example, while the Planning Board adopted a new policy to govern the review and approval of public/private partnerships in 2007 (attached at ©55), the policy does not call for any input or review from Department of Recreation representatives.

---

<sup>3</sup> Community Use of Public Facilities and the Department of Public Libraries also use the same software.

## **9. Community Relations**

The MOU states that both departments are responsible for promoting recreational programs and services and share major segments of the population as primary customers. To achieve the goal of providing a better link to the community for information, advocacy, and participation in recreational events and programs, the MOU includes the following action steps:

**2004 Memorandum of Understanding  
Community Relations – Selected Action Steps**

- Maintain a joint staff committee to meet quarterly to develop marketing strategies for the County's recreation programs and facilities;
- Co-sponsor and promote special events by coordinating dates, locations, scheduling, and marketing of events;
- Enhance volunteer and partner support among the departments;
- Work together to develop and implement strategies to encourage additional participation in park and recreation programs and facilities.

**Implementation in Practice.** The implementation of the community relations action steps has been mixed. The departments do coordinate on one of the primary forms of advertising for recreation programs, the production of the seasonal Program Guide. In 2004, Department of Recreation and Department of Parks began jointly producing the Program Guide, which is divided into two color-coded sections to provide a separate listing of programs and events offered by each department.

The departments report that they have not established quarterly meetings to develop marketing strategies, nor have they jointly developed and implemented strategies to increase the participation of County residents not using Park or Recreation programs, services, or facilities. One opportunity for improvement in this area, suggested by Department of Parks staff, is for Recreation to designate a lead marketing contact as Parks has done. Informally, the departments have assisted with the marketing of each other's events, such as putting up program fliers in community or event centers.

The departments do co-sponsor and promote specific special events. Examples of co-sponsored events during this past year include the Senior Olympics and the Germantown Glory fireworks display. However, the departments often do not coordinate dates, locations, scheduling, and formal marketing of separate events. For example, two large special events, the Department of Park's Harvest Festival and the Department of Recreation's Oktoberfest, were scheduled on the same day in the fall of 2008.

## **10. Accountability**

The 2004 MOU has one action step in this area: for each department to designate a lead MOU coordinator to manage the ongoing implementation of the MOU. In practice, it appears that many of the goals and actions steps detailed in the MOU have not been fully implemented.

## **Chapter VII. Findings**

This chapter summarizes the Office of Legislative Oversight's (OLO) findings on the organization of recreation programs across the Maryland-National Capital Planning Commission's (M-NCPPC) Montgomery County Department of Parks and the Montgomery County Government's Department of Recreation.

This OLO study defined recreation programs as: organized recreation activities administered and provided by the Department of Parks or Department of Recreation through career staff, seasonal staff, contract instructors, or trained volunteers. OLO reviewed the recreation programs provided by the departments in seven categories: sports; summer camps and clinics; classes; trips and excursions; special events; recreational park amenities; and athletic field permitting and maintenance.<sup>1</sup>

In sum, the departments offer a mix of similar and unique recreation programs. The County Council appropriates funds for recreation programs in both departments, but has never provided the departments with any direct policy guidance as to what type of programs each should (or should not) provide. As a result, the Department of Parks and the Department of Recreation provide a broad array of recreation programs, the details of which have evolved over time. While some effort is made by both departments to coordinate activities and administrative functions, in practice, the two departments operate largely as two independent entities.

The presentation of OLO's findings is organized into the following topic areas:

- Governance Structure;
- Recreation Programs Offered by Each Department;
- Comparison of Recreation Programs;
- Funding for Recreation Programs;
- Administrative Functions; and
- Interdepartmental Coordination.

### **GOVERNANCE STRUCTURE**

#### **Finding #1: State and County law both assign recreation programming responsibilities in Montgomery County.**

In 1927, the Maryland General Assembly created the Maryland-National Capital Park and Planning Commission (M-NCPPC) to develop and operate public park systems and provide land use planning for the physical development of Montgomery and Prince George's Counties. Among the responsibilities assigned to the Montgomery County Planning Board was the authority for administering recreation programming.

---

<sup>1</sup> Chapters III and IV identify the array of recreation programming provided by the Department of Parks and the Department of Recreation. Chapter V compares the type of recreation programming within these five categories.

In 1951, an amendment to State law authorized the transfer of authority for recreation programming to Montgomery County Government. The State legislation also authorized the transfer of all funds derived from the recreation tax to the County, but stated that M-NCPPC retained possession of all its park lands as well as retained the responsibility to maintain these properties.

In 1951, the County Council subsequently enacted the Montgomery County Recreation Act. This local law authorized the creation of a County Government Department of Recreation to: "...establish, develop and operate a coordinated and comprehensive public recreational program, designed to meet the needs of all age groups of the citizens from a community, educational, fraternal, athletic and social standpoint."<sup>2</sup>

**Finding #2: In 1993, the County Council examined the possibility of consolidating the Department of Parks and Department of Recreation.**

In February 1992, the Council's Planning, Housing, and Economic Development (PHED) Committee requested that the directors of the Department of Parks and Department of Recreation jointly prepare a report on the possibility of consolidating the two departments. In January 1993, the directors transmitted the final "Merger Report" to the Council and Executive.

The report reviewed the potential benefits and costs of a possible merger, and identified structural barriers that would need to be addressed prior to any merger. The Merger Report concluded by stating that, "from a philosophical and professional point of view, a merger between the Parks and Recreation Department would ultimately provide the best level of recreational services to the citizens of Montgomery County."

However, even though the report listed reasons to proceed with a merger, it went on to state that "...neither Director is comfortable with a recommendation that would remove their Department from its existing parent organization."<sup>3</sup> Instead, as an alternative to a merger, the directors identified opportunities for cooperative efforts to enhance the service delivery of the two departments.

---

<sup>2</sup> Chapter 8, 1951 Laws of Montgomery County, Maryland.

<sup>3</sup> Parks and Recreation Merger Report, January 8, 1993, pg. 10.

**Finding #3: Today, the Department of Parks and Department of Recreation both continue to provide recreation programs in Montgomery County.**

The M-NCPPC Montgomery County Department of Parks operates and maintains 408 parks on more than 34,000 acres of parkland throughout the County. In addition to a variety of management, planning, and maintenance functions, the Department of Parks provides a variety of recreation programs.

The Montgomery County Department of Recreation operates 32 recreation facilities across the County and offers many recreation programs. In addition to recreation programs open to the general public, the Department of Recreation works with government agencies, private providers, and community-based organizations to target specialized programming to three specific populations: seniors, persons with disabilities, and teens.

**RECREATION PROGRAMS OFFERED BY EACH DEPARTMENT**

**Finding #4: The Department of Recreation provides recreation programs in five categories.**

The Department of Recreation provides recreation programs in five categories: sports, summer camps and clinics, classes and activities, trips and excursions, and special events.

**Sports.** The Department of Recreation provides year-round sports leagues, classes, lessons, and instructional clinics for youth and adults in multiple sports. The Department's sports programs also include:

- Aquatics programs provided at the County's seven outdoor and four indoor pools;
- Operation of the Olney Manor Skate Park; and
- The Rec Extra and Sports Academies programs offered in partnership with the Department of Health and Human Services, Police Department, and Montgomery County Public Schools.

**Summer Camps and Clinics.** The Department of Recreation provides summer camps and clinics for children. The types of camps and clinics offered vary in focus, and include specialized teen and therapeutic recreation camps.

**Classes and Activities.** The Department of Recreation provides classes and activities for all ages through contract instructors. The type of classes and activities offered vary widely, and include specialized classes for seniors, persons with disabilities, and teens.

**Trips and Excursions.** The Department of Recreation provides trips and excursions for three groups: seniors, persons with disabilities, and teens. The types of trips and excursions for all groups vary in terms of destination, cost, and duration.

**Special Events.** The Department of Recreation programs special events at aquatics facilities, community centers, and other locations. The Department also provides staff support for County and community events, including festivals and community days.

**Finding #5: The Department of Parks provides recreation programs in seven categories.**

The Department of Parks provides recreation programs in seven categories: sports, summer camps and clinics, classes and activities, trips and excursions, recreational park amenities, special events, and athletic field permitting and maintenance.

**Sports Programs.** The Department of Parks provides year-round tennis, ice skating, and ice hockey programs for all ages. Programs are offered primarily through the Department's two indoor tennis facilities and two ice arenas.

**Summer Camps and Clinics.** The Department of Parks provides a variety of summer camps and clinics for children. The summer camps and clinics are located and organized through the Department's nature centers, public gardens, and enterprise facilities.

**Classes and Activities.** The Department of Parks provides a variety of classes and activities for all ages. These classes and activities are located and organized through the Department's nature centers, public gardens, and enterprise facilities.

**Trips and Excursions.** The Department of Parks provides trips and excursions primarily for adults, organized through the Department's nature centers, public gardens, and enterprise facilities. The types of trips and excursions vary in terms of destination and duration.

**Recreational Park Amenities.** The Department of Parks operates and staff four types of recreational amenities at selected parks: boat rentals, trains and carousel, Germantown Splash Park and miniature golf, and Little Bennett Campground.

**Special Events.** The Department of Parks programs special events throughout the year. These events are held at various park facilities and are organized and administered by blend of staff and volunteers.

**Athletic Field Permitting and Maintenance.** The Department of Parks administers the permitting and maintenance of nearly 300 athletic fields. These fields are used for organized youth and adult sports programs run by other organizations, as well as for spontaneous play and pick-up games.

### COMPARISON OF RECREATION PROGRAMS

OLO compared the array of recreation programs offered by the Department of Parks and Department of Recreation by categorizing the programs and identifying which ones are similar vs. unique. In addition to the type of program, other factors impact the “uniqueness” of an individual program, such as duration, age range, program fees, program capacity, staffing structure, and location.

**Finding #6: Both the Department of Parks and Department of Recreation offer sports programs, but the specific types of sports do not overlap.**

The Department of Recreation offers programs in 10 different types of sports. The Department of Parks provides sports programs in tennis, ice skating, and ice hockey.

#### Sports Programming

Type	Recreation	Parks
Tennis		✓
Ice Skating		✓
Ice Hockey		✓
Soccer	✓	
Basketball	✓	
T-ball	✓	
Field Hockey	✓	
Softball	✓	
Football	✓	
Volleyball	✓	
Fencing	✓	
Martial Arts	✓	
Aquatics	✓	

Staff from both departments report that the current sports programming split has evolved over time, and the departments have worked to avoid duplicative offerings. For example, within the past few years, in an effort to avoid duplicating what Parks was offering, the Department of Recreation stopped offering tennis programs.

**Finding #7: Both the departments offer summer camps and clinics. Of the ten types of camps/clinics offered, six types are unique and four are similar.**

During the 2008 summer camp season, the Department of Recreation offered 84 camps and clinics and the Department of Parks offered 69 camps and clinics. These camps and clinics can be categorized into ten types. Four types of summer camp programs were offered by both departments, and are described in more detail below.

**Summer Camps and Clinics**

Type	Recreation	Parks
Nature/Science/Outdoors	✓	✓
Sports/Fitness	✓	✓
Art	✓	✓
Multi-Dimensional	✓	✓
Cultural/Heritage		✓
Scouting Clinics		✓
Drama	✓	
Dance/Performing Arts	✓	
Therapeutic Recreation	✓	
Other	✓	

- **Nature/Science/Outdoors Camps.** In 2008, the Department of Parks offered 32 nature/science/outdoors camps while the Department of Recreation offered six. The Department of Parks' camp themes varied across a range of topics, including: camping, fishing, geology, insects and animals, wildlife ecology, meteorology, resource conservation, and nature exploration. The Department of Recreation's camp themes included nature exploration, space and rocketry, and science experiments.
- **Sports/Fitness Camps.** In 2008, the Department of Recreation offered 33 sports/fitness camps and the Department of Parks offered 11. The specific camps offered by each mirrored the division of general sports programs between the departments (see Finding #6). The Department of Parks offered tennis, ice skating, and hockey camps, and the Department of Recreation offered camps in all other sports.
- **Art Camps.** In 2008, the Department of Recreation offered 13 art camps while the Department of Parks offered two. Most of the Department of Recreation's art camps covered a variety of art mediums, skills, and techniques such as drawing, painting, and sculpture. The Department of Parks' art camps, offered at Brookside Gardens, covered a variety of art techniques including drawing, painting, and collages.
- **Multi-Dimensional Camps.** Multi-dimensional camps are those that incorporate several types of programs into a single camp experience. In 2008, the Department of Recreation offered nine multi-dimensional camps, which included Recreation's teen camps and drop-in Summer Fun Centers for school-aged children. The Department of Parks offered two "Week in the Park" multi-dimensional camps.



**Finding #8: Both the departments offer classes and activities. Of the 15 types of classes and activities offered, 11 are unique and four are similar.**

During 2008, the Department of Recreation offered over 900 classes and activities and the Department of Parks offered over 750 classes and activities.<sup>4</sup> These classes and activities can be categorized into 15 types. The four types of classes and activities offered by both departments are described in more detail below.

**Classes and Activities**

Type	Recreation	Parks
Arts and Crafts	✓	✓
Cooking	✓	✓
School Break Programs	✓	✓
Wellness/Exercise and Fitness	✓	✓
Nature/Science/Outdoors		✓
Homeschool Classes		✓
Dance	✓	
Martial Arts	✓	
Music	✓	
Instructional Sports Clinics	✓	
Language	✓	
Dog Obedience	✓	
Age-Specific Programming	✓	
Therapeutic Recreation <sup>5</sup>	✓	
Other	✓	

- **Arts and Crafts Classes** – In 2008, the Department of Recreation offered around 115 art and craft classes and the Department of Parks offered 80. The Department of Recreation’s arts and crafts classes covered a wider array of content, including: general crafts; drawing and painting; pottery; jewelry-making; cartooning; and photography. Most of the Department Parks’ classes fell into two content areas: seasonal/holiday crafts and nature/outdoors-themed arts and crafts.
- **Cooking Classes** – In 2008, the Department of Recreation offered more than 90 different cooking classes while the Department of Parks about 20. The Department of Recreation offered a variety of cooking programs each season, including: kids and family cooking; wine selection and wine-making; seasonal and holiday dishes; and specialty food classes. The Department of Parks offered cooking classes that usually incorporated an outdoors theme; class offerings included vegetarian cooking, braising, and cooking with fruits.

<sup>4</sup> OLO compiled this list based on programs listed as classes and activities in the “Program Guide” from winter, spring, summer, and fall 2008. OLO based this count on the unique class titles (e.g., “Basic Photography”). If a specific class was offered more than once, it was only counted once.

<sup>5</sup> One of the Department of Parks public-private partners, Great and Small, provides therapeutic horseback riding at M-NCPPC’s Rickman Farm Horse Park.

- **School Break Programs** – School break programs are those held for school-aged children on weekdays when public schools are not in session. In 2008, the Department of Recreation offered six school break programs located in community centers that included both one-day classes and weeklong classes during longer breaks. Beginning in fall 2008, the Department of Parks offered a “Park Play Day” school break program at both the Wheaton and Cabin John ice rinks. The Department of Parks only offered this school break program as one-day classes.
- **Wellness/Exercise and Fitness Classes** – The Department of Recreation offered over 90 wellness, exercise, and fitness classes, while the Department of Parks offered seven classes in two areas. Both of the types provided by Parks – yoga and tai chi – are also provided by Recreation. In 2008, the Department of Recreation offered 22 different yoga classes and seven different tai chi classes; the Department of Parks offered six different yoga classes and one tai chi class in 2008.

**Finding #9: Both departments offer similar types of trips and excursions. The primary difference is the target audience for the trips and excursions.**

During 2008, the Department of Recreation offered around 160 trips and excursions and the Department of Parks offered around 170 trips and excursions.

**Trips and Excursions**

Type	Recreation	Parks
Kayaking and Canoeing	✓	✓
Hiking/Nature	✓	✓
Museums, Cultural and Historic Sites	✓	✓
Regional Attractions	✓	✓

Both departments offer similar types of trips and excursions, such as kayaking, canoeing, hiking, and visiting regional attractions. The primary difference is the target audience for the trips. The Department of Recreation limits its trip programming to seniors (55 years and older), teens, and persons with disabilities. In comparison, the Department of Parks generally opens up its trips and excursions for adults (ages 18 and over).

**Finding #10: The Department of Parks and Department of Recreation each offer special events throughout the year that are open to the community. The departments also jointly organize and administer special events.**

The Department of Parks and Department of Recreation both organize special events throughout the year. Most of these events are offered free of charge and do not require pre-registration.

The Department of Parks holds its special events at various park facilities; a combination of Parks staff and volunteers organize and administer the events. Examples of Park's special events include the Underground Railroad Experience hikes and lectures and the Wings of Fancy butterfly show at Brookside Gardens.

The Department of Recreation holds its special events at different locations, including the Department's aquatics, recreation, and community centers. The Department also provides event and organizational support for County and community events and special events for individuals with disabilities. Examples of special events organized and administered by the Department of Recreation include the Germantown Oktoberfest and Pooch Pool Party at Wheaton/Glenmont Pool.

Parks and Recreation also jointly organize and administer special events at times during the year. Examples of these joint special events during 2008 included the Senior Olympics, Germantown Glory fireworks, and various other walks, parades, and fairs.

#### **FUNDING FOR RECREATION PROGRAMS**

**Finding #11: In FY09, the Department of Recreation's operating budget totals \$32.4 million and includes an estimated \$11 million in revenue.**

The FY09 operating budget for the Department of Recreation is \$32.4 million. The operating budget also includes \$11 million in anticipated revenue from recreation programs, recovering approximately 34% of total Department expenditures.

The Department allocates \$23.9 million to the Programs and Facilities Divisions for the direct provision of recreation programs in FY09. The remaining \$8.5 million in expenditures are for the Office of the Director, the Administration Division, and fixed costs (e.g., utilities, etc.).

The total Department of Recreation operating budget supports approximately 450 workyears for full-time, part-time, and seasonal staff. Recreation allocates about 413 workyears or 92% of its workforce to the Programs and Facilities Division.

The FY09 budgeted workyears, expenditures, and revenues for the operating costs for the Programs Division and Facilities Division are detailed in the table below.

**Department of Recreation FY09 Programs and Facilities Division Budget Data (\$ in 000s)**

Division	Workyears		Budgeted		Cost Recovery %
	Career	Seasonal	Expenditures	Revenue	
Programs Division					
Camps Program	5.5	30.8	\$1,665	\$1,319	79%
Classes Program	7.3	0.9	\$676	\$520	77%
Sports Program	11.0	20.8	\$2,198	\$855	39%
Teen Team	24.4	35.8	\$4,716	\$546	12%
Seniors Team	12.7	14.0	\$1,754	\$304	17%
Therapeutic Recreation Team	6.7	7.7	\$1,009	\$101	10%
Subtotal	67.5	110.0	\$12,018	\$3,644	30%
Facilities Division					
Aquatics	25.4	115	\$5,964	\$6,065	102%
Recreation Regions and Community Centers	42.6	53.2	\$5,897	\$1,245	21%
Subtotal	67.9	168.2	\$11,861	\$7,310	62%
Total	135.4	278.2	\$23,879	\$10,954	46%

Note: Budgeted expenditure and revenue numbers may not sum to the totals due to rounding.

The Department of Recreation's budget is funded primarily through Recreation Tax District revenue, and user fees and charges.<sup>6</sup>

**Finding #12: In FY09, the approved operating budget for the Department of Parks' recreation programs is about \$19.2 million in expenditures, with an estimated \$8 million in revenue.**

The \$19.2 million allocated by the Montgomery County Department of Parks for recreation programs represents approximately 20% of the Department's total approved FY09 operating budget. On the revenue side, the operating budget also includes \$8.1 million in anticipated revenue from recreation programs, recovering approximately 42% of recreation program expenditures.

The total Department of Parks operating budget supports 850 workyears for full-time, part-time, and seasonal staff. OLO estimated that Parks allocates 188.4 workyears or 22% of its workforce to recreation programs.<sup>7</sup>

The table below provides FY09 budget information by program category. The budget information for the summer camps, classes/activities, and trips/excursions categories are presented by the facility or division that provides them.

<sup>6</sup> Chapter III provides an overview of the Recreation District Tax on page 18.

<sup>7</sup> Chapter IV provides the methodology for OLO's budget and workyears estimates.

**Department of Parks FY09 Recreation Programming Budget Data (\$ in 000s)**

Programming Category	Workyears		Budgeted		Cost Recovery %
	Career	Seasonal	Expenditures	Revenue	
Sports Programming	16.9	34.7	\$6,370	\$5,989	94%
Nature Centers – Camps, Classes, Trips	20.4	3.8	\$2,057	\$203	10%
Public Gardens – Camps, Classes, Trips	2.6	3	\$460	\$180	39%
Enterprise Division – Camps, Classes, Trips	1	2.3	\$263	\$165	63%
Recreational Amenities	6.1	13.2	\$1,303	\$931	71%
Athletic Field Permitting and Maintenance	84.4		\$8,762	\$650	7%
<b>Total</b>	<b>188.4</b>		<b>\$19,215</b>	<b>\$8,118</b>	<b>42%</b>

Note: Budgeted expenditure and revenue numbers may not sum to the totals due to rounding.

In FY09, Parks allocates funding for its recreation programming from both the tax-supported Park Fund and the Enterprise Fund. The Enterprise Fund is a proprietary fund supported by user fees and other non-tax revenue sources.<sup>8</sup> Of the program categories shown above, two – Nature Center Camps, Classes, and Trips and Athletic Field Permitting and Maintenance – are funded through the Park Fund. The remaining four recreation program categories shown above are funded through the Enterprise Fund.

**Finding #13: The Department of Recreation and Department of Parks have separate pricing and cost recovery policies and practices.**

A pricing and cost recovery policy sets pricing guidelines, as well as goals for how much of a program's cost should be recovered through user fees and how much should be subsidized by tax and other revenue.

In 2006, the Council adopted Executive Regulation 12-05, "Department of Recreation Fee Procedure," which established a formal user fee and cost recovery policy. The Fee Procedure includes five categories of programs and states the minimum percent of operating, staff, and support staff (i.e. administrative/management) costs a program must recover through user fees, as shown below. For example, user fees are the primary source of revenue for Specialized Programs, while Community Based Programs are reduced in price and subsidized by taxes and other funding sources.

<sup>8</sup> The FY09 approved budget for the Enterprise Fund includes a \$619,000 subsidy from the Park Fund.

**Department of Recreation Pricing Policy by Cost Recovery Category**

<b>Category</b>	<b>Minimum Cost Recovery</b>	<b>Type of Programs</b>
Community Based Programs and Services	50% operating costs 25% staff costs 0% support staff costs	Youth sports, therapeutic recreation programs, teen programs, seniors programs
Council/Executive Initiatives	0-50% all costs	Any program assigned by the County Council or the County Executive
Specialized Programs and Services	100% operating costs 100% staff costs 50% support staff costs	Aquatics classes, adult classes and sports leagues, summer camps and clinics
Partnerships	50% all costs	Any events or programs where Recreation shares event staff or operating costs.
Rentals	100% all costs	Exclusive use of a facility or space

The Department of Parks' does not have a universal pricing and cost recovery policy, instead policies can vary by program type and funding source. For Enterprise Fund recreation programs, all program costs are intended to be recovered primarily through user fees and charges as a matter of Fund policy. Other programs, such as athletic field permitting, have a fee structure approved by the Planning Board but do not have a specific cost recovery requirement. The Department of Parks also coordinates field and facility permitting fees with the County's Community Use of Public Facilities (CUPF).

**ADMINISTRATIVE FUNCTIONS**

The Department of Parks and Department of Recreation separately administer program registration, marketing and outreach, and program feedback.

**Finding #14: The two departments offer similar ways to register for recreation programs, but operate separate program registration systems.**

The Department of Parks and Department of Recreation both offer the same three modes of program registration: by phone, registration form (mail, fax, or drop off), or online. However, users must register and pay separately for Recreation and Parks programs. Staff from both departments noted that the dual registration systems can be confusing to the public, and staff often receive calls and questions about the other department's programs.

The departments operate independent online program registration systems; ParkPass and RecWeb. Both use the same software and require customers to sign up for a user account number. However, users must obtain unique account numbers from each department to sign up for programs; in other words, an individual cannot use his or her ParkPass number to pin to sign up for classes through RecWeb, and vice versa.

**Finding #15: While the departments jointly produce the quarterly Program Guide, most other marketing and outreach functions are done separately.**

The Department of Parks and Department of Recreation both perform marketing and outreach functions to promote their recreational programs. The departments jointly produce and publish the quarterly *Montgomery County Guide: Recreation and Park Programs* (“Program Guide”), which is divided into two color-coded sections providing a separate listing of programs and events offered by the Department of Recreation and those offered by the Department of Parks.

However, while the quarterly Program Guide is jointly produced, the departments separately:

- Publish Summer Camp Program Guides;
- Provide programming for County Cable Montgomery;
- Produce a variety of written marketing materials in the form of flyers, pamphlets, brochures, booklets, etc. to promote programs, events, and facilities;
- Advertise in local newsletters, magazines, and other publications; and
- Provide information on programs, activities, and facilities through their websites.

**Finding #16: The Department of Parks and Department of Recreation have separate formal feedback mechanisms to assess and evaluate recreation programming.**

The Department of Parks has three formal methods to obtain feedback on programs and facilities: feedback cards; evaluations forms; and an online survey. The Department publishes quarterly and annual reports that summarize survey and feedback information received from all three sources. The Department of Parks staff report that the Department has used the feedback obtained through these efforts to adjust existing recreation programs and assess interest in new programs.

The Department of Recreation has two formal methods to obtain feedback on programs and facilities: program evaluation forms and online surveys. The Department of Recreation staff report that the Department uses feedback to assess the program quality and content, the registration process, facility condition, and instructor quality.

## **INTERDEPARTMENTAL COORDINATION**

### **Finding #17: Since 1984, the departments have entered into formal lease agreements and signed five memorandums of understanding.**

The Department of Recreation operates several recreational facilities located on Department of Parks' property. Some of these facilities are owned by Montgomery County Government, others owned by M-NCPPC. In either case, the departments develop formal lease agreements related to the operations and/or maintenance of the facility on park land.

Between 1984 and 2004, the Department of Parks and Department of Recreation have entered into four Memorandums of Understanding (MOU) regarding various programs and services in an effort to improve service delivery and coordination. As shown in the table below, these agreements include planning for the development of new parks, facility lease conditions, public safety services, and recreation facility and athletic field maintenance.

**Memorandums of Understanding (MOU) between Parks and Recreation**

<b>Year</b>	<b>MOU Title</b>
1984	Development of Local Parks and Recreational Parks and Leasing of Indoor Recreation Facilities
1995	Memorandum of Understanding between the Maryland-National Capital Park Police Montgomery County and Montgomery County's Department of Recreation
1996	Athletic Field Maintenance
2004	Memorandum of Understanding between the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning and the Montgomery County Department of Recreation



**Finding #18: In July 2004, the Department of Parks and Department of Recreation entered into a Memorandum of Understanding to clarify the working relationship between the departments in 10 functional agreement areas.**

The table below lists the ten “functional agreement” areas and stated coordination goals of the 2004 MOU. The MOU also included detailed action steps for each area.

**Agreement Areas of 2004 Memorandum of Understanding**

<b>Agreement Area</b>	<b>Goal</b>
<b>Scheduling/Permitting of Programs and Facilities</b>	Maximize the use of recreation facilities through efficient and equitable scheduling and permitting.
<b>Park/Recreation Development/Community Planning</b>	Share information on programs, users, and facilities; and jointly participate in park and recreation planning activities.
<b>Policy Development</b>	Provide opportunities for feedback and coordination between the agencies regarding public use policies.
<b>Budgets</b>	Provide opportunities for early and routine communication on cross-cutting budget issues.
<b>Payment for Services</b>	Process and execute the payment of financial obligations between departments.
<b>Security</b>	Provide for appropriate safety and security protection for recreation programs.
<b>Automation</b>	Coordinate the development, utilization, and management of automated services to enhance agency cooperation and provide customer service.
<b>Shared Resources</b>	Provide a process and procedure by which customers and Departmental staff will benefit from the resource sharing.
<b>Community Relations</b>	Serve as conduits between the agencies and a link to the community for information, advocacy, and participation in recreational events and programs.
<b>Accountability</b>	Assign staff responsibility for each action area, and evaluate progress on the MOU goals and action steps.

**Finding #19: To date, most of the actions steps detailed in the 2004 Memorandum of Understanding have not been fully implemented.**

The 2004 MOU established a framework for coordination between the departments. To date, however, the implementation of the action steps detailed in the MOU has been mixed at best. The implementation status of key agreement areas from the MOU are summarized below.

**Scheduling/Permitting.** The 2004 MOU includes action steps for the submission and processing of facility permit requests between the Departments, and also states that the departments will annually review and modify the reservation process as necessary. While the scheduling and permitting of fields and facilities works fairly well in practice, not all of the specific action steps have been implemented and staff indicate that there are still opportunities to improve coordination.

**Policy Development.** The 2004 MOU includes action steps requiring the departments to: circulate drafts of new or revised public use policies within established timeframes; discuss implementation dates for any new recreation program or facility; and consider the fiscal impacts of new recreation programs or facilities on the operating budgets of each department. OLO heard differing views from staff in both departments related to the level of coordination and consultation on these issues that occurs in practice. However, staff from both departments agree that there is no formal mechanism in place for the departments to review and have input on each others' new programming ideas.

**Budgets.** The 2004 MOU states that the departments will hold bi-annual staff worksessions to discuss budgetary issues that may impact the provision of programs, services, and/or facilities, as well as annually prioritize new CIP projects. In practice, the departments do not routinely communicate with one another on budget issues that cross departmental lines. The budget practices, policies, and decision-making processes for each department continue to operate independently of each other.

**Security.** The 2004 MOU states that the departments create public safety plans for each facility and develop and periodically update a security agreement. Staff from both departments indicated that ensuring safety and security at facilities receives a high priority and report that coordination works well.

**Automation.** The 2004 MOU states that the departments would work cooperatively to identify and use compatible technologies to enhance the delivery of recreational services. This included the development of a shared online customer needs index and user survey, and establishing "read only" access to each other's customer database. While Parks and Recreation use some compatible technologies, they have separate registration systems, separate user surveys, and do not provide "read only" database access. Staff from both departments report that the dual registration systems can be confusing to residents.

**Community Relations.** The 2004 MOU includes action steps requiring the departments to: meet quarterly to develop marketing strategies for recreation programs; and co-sponsor and promote special events by coordinating dates, locations, scheduling, and marketing of events. The departments do coordinate on one of the primary forms of advertising for recreation programs, the production of the seasonal Program Guide, but do not meet quarterly to develop marketing strategies. While the departments do co-sponsor some special events, they often do not coordinate on separate events.

## **Chapter VIII. Options and Recommendation**

The County Council requested this Office of Legislative Oversight study to provide the basis for an informed discussion about options for the possible restructuring of recreation programs across the Department of Parks and Department of Recreation. Four options for restructuring are listed below.

The first option proposes consolidating the management of all recreation programs under one department. The other three options maintain the existing two department structure, but provide some of the benefits that would come from consolidation.

### **Option A: Consolidate the management of all recreation programs under one department.**

**A1: Consolidate all recreation programs under management of the Montgomery County Recreation Department.** Under this option, the County Government's Department of Recreation would be assigned responsibility for planning, managing, and delivering all recreation programs. The Department of Parks would continue to perform its mission to manage the Montgomery County park system, and carry-out its many other functions.

**A2: Consolidate all recreation programs under management of the Montgomery County Department of Parks.** This option proposes consolidating recreation programs under the authority of the Montgomery County Planning Board. The Department of Recreation would most likely be abolished, with its remaining functions that do not fit the definition of recreation programs shifted to another County Government department.

**Option B: Maintain the two department structure, but assign program responsibilities between the two to eliminate overlap.** Under this option, both departments would continue to offer recreation programs, but responsibilities across the five similar program categories (identified in the report) would be clearly divided between the two to eliminate overlap.

**Option C: Maintain the two department structure, but consolidate recreation program registration and marketing under one department.** Under this option, responsibility for the functions of program registration and marketing would be consolidated under one department. More study would be required to determine whether this merge should occur under the management of the Recreation or Parks Department.

**Option D: Maintain the two department structure, but press for implementation of the provisions negotiated in the 2004 Memorandum of Understanding (MOU).** In July 2004, the departments entered into an MOU to improve service delivery and coordination. To date, the specific action steps outlined in the MOU have been only partially implemented. Under this option, the Council would encourage the Chief Administrative Officer and Planning Board Chair to place greater priority on implementing the MOU actions steps.

### **Office of Legislative Oversight's Recommendation for Council Action**

Endorse consolidation of all recreation programs under one department (Option A1 or A2). Recognizing the multiple staffing and program details that must be worked out with such a change, OLO also recommends the Council assign and establish the deadline for the preparation of a Transition and Implementation Plan.

In sum, OLO's reasons for recommending the Council pursue a consolidation of all recreation programs under the management of a single department are:

- OLO did not find any distinct public benefits that result from the current dual agency structure;
- The track record of coordination efforts between the Department of Recreation and Department of Parks demonstrates only limited success;
- Consolidating the planning and management of recreation programs in one department should facilitate the delivery of a more streamlined and user-friendly system of recreation programs;
- The single management structure lends itself more easily to implementation of consistent pricing and cost recovery practices for recreation programs; and
- Consolidation offers the potential for cost savings from the elimination of duplicative administrative functions and redundant recreation program offerings.

The major drawbacks related to a consolidation of recreation programs in a single department are the costs and logistics associated with the transition from the current structure. While acknowledging that these costs and logistics pose legitimate issues that need to be addressed, OLO recommends against allowing these relatively short-term challenges to outweigh the potential longer-term benefits from consolidation.

**Based on the information gathered during the study period, OLO concludes that a consolidation of recreation programs could be worked out in either direction.** There is one set of advantages to consolidating all recreation programs under the management of the Department of Recreation; and a different set of advantages to consolidating all recreation programs under the management of the Department of Parks. The advantages of both options are briefly outlined below.

**Option A1: Consolidate all recreation programs under management of the Montgomery County Department of Recreation.**

Under this model, the County Government's Department of Recreation would be assigned responsibility for planning, managing, and delivering all recreation programs. The Department of Parks would continue to perform its mission to manage the Montgomery County park system, and carry-out its many other functions.

The major advantages of this model are:

- It places responsibility within the Department in County Government that already specializes in the management and delivery of recreation programs. Compared to the Department of Parks, the Department of Recreation currently offers the wider array of recreation programs and has more resources (including staff) dedicated to providing recreation programs.

- Continuing to locate recreation programs in a department that reports to the County Government's Chief Administrative Officer facilitates the coordination of recreation programs designed for target populations (e.g., seniors, teens, persons with disabilities) with related programs housed in other County Departments that share the same target audience.

**Option A2: Consolidate all recreation programming under management of the Department of Parks.**

Under this model, the County would consolidate all recreation programming under the authority of the Montgomery County Planning Board. This consolidation model would almost certainly result in the abolishment of the Department of Recreation, with its non-recreation program functions (e.g., the Gilchrist Center) moved to another County Government department.

The major advantages of this model are:

- It would align recreation programming, permitting, facility ownership, and facility operation functions into one agency.
- A single department providing both parks and recreation functions is the model most commonly used in other jurisdictions, and placing all recreation programs in Montgomery County under the management of M-NCPPC would parallel the structure already operating in Prince George's County.

**Recommended Next Steps Towards Consolidation.** After determining a direction for consolidation, OLO recommends the Council's next steps are to designate an entity responsible for the development of a Transition and Implementation Plan and establish a deadline for completion of such a plan.

OLO recommends the Council should assign responsibility for developing a Transition and Implementation Plan to the agency that would be assuming responsibility for management of all recreation programs, i.e., County Government or the Montgomery County Planning Board.

OLO recommends the Council ask that a Transition and Implementation Plan be completed no later than six months after the Council makes a decision on the direction of the consolidation. At minimum, OLO recommends that this plan address four issues:

1. **Timeline** – the plan should include a timeline for the major phases that would be required in the consolidation and the anticipated timeframe for completing each.
2. **Changes to State and/or County law** – the plan should identify whether any changes to State and/or County law are needed and take the necessary steps towards preparing the relevant legislative amendments.

- 3. Organization and programs** – the plan should address how the department and the program offerings will be organized after the consolidation, including the associated fiscal impact (over time) of what is proposed.
- 4. Staffing and personnel** – the plan should address the proposed staffing of the new organization and determine how existing personnel in the departments will be affected, both in the short- and longer-term.

## **Chapter IX. Agency Comments on Final Draft**

The Office of Legislative Oversight (OLO) circulated a final draft of this report to the Chief Administrative Officer for Montgomery County and the Chair of the Montgomery County Planning Board. Copies were also shared with the Recreation Department and Parks Department staff who had worked with OLO throughout the study period. OLO's final report incorporates the technical comments and corrections provided by agency staff.

The written comments from the Chief Administrative Officer (CAO) and Director of the Department of Parks are included in their entirety, beginning on the next page. The comments from the Department of Parks indicate that the Montgomery County Planning Board plans to review the report and provide formal comments after the final report is released by the Council. Any comments received from the Planning Board will be made available as a report addendum before the Council's Planning, Housing, and Economic Development Committee worksession on the report.

OLO appreciates the time taken by agency representatives to review the draft report and provide written comments. While the comments from the Department of Parks raise questions and issues related to OLO's report, they also address matters that go beyond the scope of what the Council asked OLO to study. OLO agrees that most of the issues identified deserve discussion as the report proceeds through the Council's review process. In the weeks ahead, OLO stands prepared to follow-up on specific items as they are identified by the Council.



OFFICES OF THE COUNTY EXECUTIVE

Isiah Leggett  
County Executive

Memorandum

Timothy L. Firestine  
Chief Administrative Officer

January 8, 2009

TO: Craig Howard, Legislative Analyst, Office of Legislative Oversight  
Rich Romer, Legislative Analyst, Office of Legislative Oversight

FROM: Timothy L. Firestine, Chief Administrative Officer

SUBJECT: OLO draft "Organization of Recreation Programs Across the Department of Parks and Department of Recreation"

Thank you for your leadership and collaboration in preparing this excellent draft report. It is a tremendous resource for understanding the organization and operation of the Department of Recreation ("Recreation Department") and Department of Parks ("Parks Department"). I hope it will serve as a catalyst for beginning an in-depth analysis of steps that should be taken to optimize recreational programming in the County.

There is no question that recreation programs provided by both departments contribute significantly to the quality of life in the County and are greatly valued by our residents. A 2007 resident survey conducted by the National Research Center, Inc. found that 86% of County residents had visited a park in their community and 62% reported that they had used a County Recreation facility. In addition, over 80% of County residents reported that the number of recreational opportunities and quality of those opportunities were either "excellent" or "good". When asked what they liked most about County programs and services, County residents identified parks and recreational opportunities as the 2<sup>nd</sup> most popular category.

The OLO report indicates that most of the Parks Department's recreation programs are associated with its Enterprise Facilities (e.g., ice skating classes at the ice rinks, nature programs at the nature centers, etc.). For the most part, the Recreation Department does not provide the same types of classes, camps, and sports programs that are connected to those Enterprise Facilities.

However, we believe that the County could achieve a number of benefits by consolidating all recreation programs in one department, including:

- Consistent philosophy, mission, and priorities;
- Improved service for County residents (e.g., simplified "one-stop shopping" for camps, after-school activities, summer activities, sports, classes, and registration);



- Coordination of long-term planning for programs and facilities; and
- Enhanced volunteer and staff capabilities.

In light of these likely benefits, as well as the potential for achieving budget savings, we think the time is right for the County to fully explore and resolve all of the issues involved in consolidating programs in a single department.

We believe that this effort should include a Community Inventory of Recreation and Leisure Services. Many non-public entities provide recreational programs that compete directly with programs offered by the Parks and Recreation Departments. For example, there are hundreds of private camps offered throughout the County that impact registration for similar Parks and Recreation programs. A comprehensive community inventory that included a review of all of these types of programs would provide important context for decisions that must be made in order to consolidate all public recreation programs in one department.

We agree with OLO that there are many benefits to consolidating all recreation programs in the Recreation Department because this department already specializes in the management and delivery of recreation programs. Compared to the Parks Department, the Recreation Department currently offers a wider array of recreation programs and has more resources (including staff) dedicated to providing recreation programs. We expect that consolidation of programming in the Recreation Department could achieve efficiencies and savings typically associated with economies of scale. We also agree with OLO that placing all recreation programs in a department that reports to the County's Chief Administrative Officer would facilitate coordination of recreation programs designed for target populations (e.g., seniors, teens, persons with disabilities) with related programs administered by other County departments which serve the same target population.

The OLO report notes that one benefit of placing all recreation programs in the Parks Department is that this option would "align recreation programming, permitting, facility ownership, and facility operation functions into one agency". We believe that the final report should clarify that this benefit could also be achieved by merging the Parks Department into the Recreation Department. We also believe that the Council should fully explore this option in connection with its review of recreation programming.

The OLO report also notes that placing all recreation and parks programs under the management of the Parks Department would parallel the structure in Prince George's County. This statement is somewhat misleading. In Prince George's County, the County Executive appoints Planning Board members with the consent of the County Council. This gives the

Craig Howard  
Rich Romer  
Page 3  
January 8, 2009

Executive more influence and control over the Parks Department than is true in Montgomery County. Viewed from this angle, consolidating recreation and parks programs in the Recreation Department would be consistent with the structure in Prince George's County. We look forward to participating fully in the Council's review of this report and analysis of all related issues.

cc: Gabe Albornoz, Director, Department of Recreation  
Joe Beach, Director, Office of Management and Budget  
Joe Adler, Director, Office of Human Resources  
David Dise, Director, Department of General Services  
Melanie Wenger, Director, Office of Intergovernmental Relations  
Ginny Gong, Director, Community Use of Public Facilities  
Jennifer Barrett, Director, Department of Finance  
Kathleen Boucher, Assistant Chief Administrative Officer

TLF:rsd



**MONTGOMERY COUNTY DEPARTMENT OF PARKS**  
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

January 8, 2009

Mr. Craig Howard  
Office of Legislative Oversight  
Stella B. Werner Council Office Building  
100 Maryland Avenue  
Rockville, Maryland 20850

Dear Mr. Howard:

This letter is in response to the Office of Legislative Oversight Draft Report #2009-7, "Organization of Recreation Programs Across the Department of Parks and Department of Recreation" and provides comments from the Department of Parks (Maryland-National Capital Park and Planning Commission) Montgomery County. A formal reply from the Montgomery County Planning Board and Park Commission (M-NCPPC) will be prepared and delivered after the final report is officially and publicly released.

In general, we are grateful for the conscientious effort by OLO staff to summarize and understand the recreation and related programming offered by both the Department of Parks and the County's Department of Recreation (MCRD.) We appreciate the effort the reviewers made to pull out relevant data from many sources to present an overview of what we both provide. It was clear from the outset that this would be a complex task, and we found the OLO staff to be patient, inquisitive, and ultimately fair. We also find that while the report lists program offerings and the status of the relationship between the two departments fairly well, it also shows various options for the future which would require more analysis than a simple comparison of program offerings might suggest.

We are pleased that, overall, the OLO staff finds that cooperation and a cordial working relationship is a hallmark of these two departments, and we truly appreciate highlighting those areas where we could do better between us. The review of the 2004 MOU was most helpful in understanding where we should place renewed effort if the status quo were to continue.

It remains clear to us, however, that parks and recreation should be merged -- the sooner the better. The conclusions and findings in this report further reinforce the overwhelming evidence for us that both departments should be placed within M-NCPPC for operational, financial, and legal reasons. To move in the other direction would be like having the sparrow swallow the eagle.

Below are our comments on: the recreational programming portion of the report; the conclusion and options for the future; and the legal concerns we believe are required for any analysis of those conclusions.

RECREATIONAL PROGRAMMING INFORMATION

1. **Data.** The charts, graphs, and narratives are quite informative up to a certain point. We note that the ratio of revenues to costs is roughly equivalent between the two agencies. A couple of caveats:

our revenues would be higher except for the fact that we give a price break for use of park facilities to our sister agency and biggest user, MCRD. This both lowers their costs and raises ours. Therefore, if corrected to reflect a true cost of doing business, the Department of Parks would appear to be more efficient. Second, we would have liked to see a comparison of the pay and benefits for an average MCRD employee in the report as well. The amount shown for M-NCPPC can be misleading because our work extends far afield from the lone provision of recreational programming and encompasses a broader range of responsibilities. Given the short time for the study, sticking to an overall surface look at what both agencies do in recreation alone is understandable, but it is not comprehensive without further analysis and drilling down into the numbers. Such analysis could assist us in deciding the best way to hire and deploy staff and make better use of seasonals and other forms of personnel management.

2. **Recreation and operations.** In the case of parks, recreational programming is treated as though it is separable from the operation of recreational facilities. It has proved to be nearly impossible, however, to sever operations and programming. Those who come to attend a programmed athletic event, for example, may also be users of the trails and picnic areas, and use the restrooms and other facilities. To have programming separated from the other forms of park operations is part of the reason we must constantly coordinate with MCRD, as called for in the MOU, and a major reason that, no matter how often we communicate, things arise on a daily basis that take more time to resolve than would be true under a unitary system of management. We appreciate that the OLO analysis recognizes this in its finding that a merger is desirable.
3. **Work years vs. positions.** We note a common problem in the display of our personnel costs, leading to a fallacy of implicitly thinking of "work years" as "positions." This is an understandable error, since we use a program budget and the authors have tried, in each of our program elements, to identify the work years associated with recreational programming. They seem to have sorted through our program budget well enough, but one work year may involve a portion of the work of several people. An example is the Brookside Gardens gardening programs and classes. The 2.6 career WYs are not necessarily 2 people working on the recreational programs full time, and another working 60% of the time. It could be many individuals amounting to 2.6 WYs. We often use professional staff who carry out educational functions as part of their broader jobs in parks. So, transferring the actual number of bodies to the Recreation Department could seriously impair the "non-recreational" activity at Brookside Gardens and other parts of the organization.
4. **Management costs.** This is another byproduct of our otherwise useful program budget. In this report, OLO included our program budget "management" costs as part of our recreation program expenditures. Do the MCRD numbers include a proportional percentage of their Administrative Division or Director's Office costs? If not, ours shouldn't either. (A particularly noticeable example is on page 38, Table 4-9; without the "management" costs, we'd have a small profit instead of showing a \$400K loss.) This is also an issue with what is identified as "overhead" which really includes all planning and management, not extras nor waste. Finding #11 states MCRD's operating budget for Programs and Facilities is \$23.9M in expenditures with an estimated \$11M in revenue. Again, does this include a proportional percentage of the administrative division and director's office costs? Does it include whatever payment (if any) is made to cover Park Police patrols? Are all associated costs included? If not, it cannot be compared to the Parks numbers in Finding #12, which include debt service and all associated costs from the program budget.



5. **Debt and capital costs.** As noted above, we are concerned that the budget numbers in the report do not allow an apples-to-apples comparison. Our expenditures include debt service; MCRD's do not. This leads the reader to presume that many of our programs are not profitable when, in fact, if we were treated like MCRD and not held responsible for our own debt service, many of these programs would actually show a profit. The numbers should be altered to allow a fair comparison. The Department of Parks provides facility planning, design, and construction management of its capital projects such as ice rinks and tennis centers with the Department's own resources, whereas the Department of Recreation relies upon the Department of General Services for capital development services.
6. **Quality of offerings.** There is some mention of user satisfaction surveys, but not of the results of those surveys. We can find no mention of participation levels, number of people served, or satisfaction levels. How can one possibly evaluate the success of programming without that information? The decisions on who offers what programming should be based on participation levels and customer satisfaction. Those decisions should be based on "who's doing it better?" not "who's doing it now?" They run the risk of eliminating successful, popular programs to make way for programs that aren't in demand.
7. **Multiple providers.** Our two agencies are not the only providers of recreational services in the County. And there really isn't that much programming overlap. In a county this size, there may well be enough demand to merit the multiple offerings in similar program areas. A proper report on county recreational programming would be assessing the overall recreation demands/needs of the county and reviewing all of the relevant program providers to determine appropriate levels of supply and demand and determine the right mix of county programs. So, just looking at the two of us limits understanding the full demand for these services. The ancient notion of consolidation of county recreational programming established in 1952 could not have foreseen a Montgomery County of 1 million citizens, with multiple providers (YMCA, private organizations, Boys and Girls Clubs, etc.) for our youth, seniors, and others. We are well past that kind of thinking now. If anything, the competition between us (such as there is, and on a very limited basis) has been good for both of us as well as for our constituents. There is clearly enough demand for ever more recreational opportunities to keep us all busy. The Department of Parks got into increasing its programming in response to a clamor for more options from our citizens and users. It was done in response to demand. Therefore, the threshold question of this report--is there "duplication" of recreational services? --could be answered with a resounding "yes" and a further answer of "why not?"
8. **Enterprise.** The Enterprise portion of our recreational offerings deserves special mention. Essentially, we have two among several conflicting laws on the books--a 1952 ruling to consolidate recreation in its own department, yet a later law setting up the Enterprise fund for parks to provide certain recreational services and make money from them. We cannot have a true Enterprise Fund if we can't maximize the potential to raise additional revenue through programs. No private operator would be held to such restrictions and still be expected to have a profitable bottom line. Our creative new programming and camps sponsored by or located in Enterprise facilities (ice rinks, tennis, trains, etc.) is helping us to turn the corner in becoming more self-sustaining. We don't need more constraints here; we actually would like to expand these to meet our mandated performance goals.

9. **Miscellaneous provisions and corrections.**

- The report lists "School Break Programs" as a type of class/activity. This describes "when" programming is offered, not "what" type of program is offered. It should not be included in this list.
- **Page 4 lists Athletic Field Permitting and Maintenance** under the definition of OLO's seven categories of recreation programs. Technically, Athletic Field Permitting and Maintenance is not a recreation program, but is a means or a by-product of providing programs.
- **Page 33: Program Budget** – The program of "Administration of Parks" has only one sub-program. It is titled "Overhead" in the draft report. As the term "overhead" is not relevant to several of the of the program elements in this program, we have simply named the sub-program the same as the program; "Administration of Parks". We request you make this change.
- **Page 51 in the "program feedback and evaluation" section** states that "The Department of Recreation coordinates its program feedback and evaluation efforts through one staff member in the Director's Office..." We then should change our first sentence in that same section to read, "The Department of Parks coordinates its program feedback and evaluation efforts through one staff member in the Park Information and Customer Service Division..." The way it is currently written makes it appear that we have multiple staff dedicated to doing this when, similar to MCRD, it is only one person.
- **Page 52: "Facilities Operated by the Department of Recreation on M-NCPPC Property"** appears to have a couple of errors. Many of the facilities listed are not located on park property. Several are located on County-owned property. The table also excludes some Recreation Centers, including Damascus, Potomac, Scotland, Marilyn Praisner, and Germantown, which are all on County property. The only facilities known to be located on park property are:
  - Germantown Indoor Swim Center
  - Montgomery Aquatic Swim Center
  - Bethesda Outdoor Pool
  - Long Branch Outdoor Pool
  - Wheaton / Glenmont Outdoor Pool
  - Gwendolyn Coffield Recreation Center
  - Good Hope Recreation Center
  - Leland Recreation Center
  - Long Branch Recreation Center
  - Plum Gar Recreation Center
  - Wheaton Recreation Center
  - Olney Manor Skate ParkThe County has full responsibility for programming, operation, and maintenance of these facilities except for the Wheaton Recreation Center and the Olney Skate Park, which are maintained by M-NCPPC.
- **Page 56, in the bulleted list at the top**, add a bullet that reads "Regular release of unneeded fields prior to the start of each season to provide other county residents access and use of these amenities."
- **Page 57: Budgets** – It may be worth noting that M-NCPPC and the Montgomery County Recreation Advisory Boards jointly host a widely publicized "CIP Public Forum" in advance of every CIP in order to solicit public comment on park and recreation capital projects.



- **Page 61, in the "implementation in practice" section**, second paragraph, the report states a parks recommendation as "...for both departments to designate lead marketing contacts." This is incorrect; Parks already has a lead marketing contact. Our recommendation was for MCRD to establish one so we could more effectively coordinate our efforts.

#### CONCLUSIONS AND OPTIONS

Basically, it appears this "programming" study is really just an entryway into the merger discussion, and we welcome this conversation. Clearly, MCRD shares our view that this has been an unusual and occasionally awkward arrangement for both of us. The report itself leaves the analysis of its findings to decision makers, but does support a better model in Option A. It appears to say: decide how you want to fuse these organizations (or parts thereof) and then let someone else figure out what it will cost and how to do it. The "structural problems" that prevented a consolidation in the 1990's are not fully discussed nor amplified.

We understand one of the major structural problems is the historic and successful union of parks and planning in the same agency, developed with much institutional autonomy while retaining a high level of accountability. On the Prince Georges County side of M-NCPPC, parks includes the recreation function, and that alliance has worked extraordinarily well. In 1970, the Prince Georges County Recreation Department was merged into the Maryland-National Capital Park and Planning Commission by the General Assembly. All county benefits were grandfathered in with the merger. Since the merger, creative programs have been developed and award-winning facilities have been constructed, which has been instrumental in M-NCPPC winning the National Park and Recreation Association Gold Medal Award for Park and Recreation Excellence five times. No other agency in the country has come close to that record. M-NCPPC bested hundreds nationwide for this prestigious award, and was asked to take a five-year hiatus in 2004 so that others could compete. M-NCPPC is considered a leader in nationwide park and recreation circles, and others frequently ask to benchmark their programs against ours. It would be foolish to tear apart further one of Montgomery County's most cherished assets. We find that most other park and recreation agencies are astonished, however, that we on Montgomery County side have separate park and recreation departments.

Our analysis of the merger options:

**Option A1.** We do not think it is feasible to pursue Option A1—consolidate all recreation programs in MCRD—without seriously considering what this means to the efficient operation of a much larger and more diverse parks department which has recreation as just one of its functions. Transferring the entire department to the county would not be a good move, in our view, and would be contrary to the kind of "green balance" we provide between stewardship of our generous resources and recreational programming. The original genius of the founders who created the Park and Planning Commission has given us the great system of protection and opportunity we have today. Moreover, following Option A1 could likely result in the elimination of the Park Police, reducing park security. Policing parks is not something County/city police generally like to do. Most large public park systems have dedicated law enforcement patrols. Additionally, a consolidation under the county as proposed by Option A1 could sever programming of some recreational activities from the underlying resource and its management. Because the OLO report uses the term "recreation" to mean *permitted and scheduled* activities, it is fundamentally misses one huge aspect of recreation as it is generally defined – the *passive recreation and unprogrammed* activity in which most park users engage. The State survey of park and recreation needs previously supervised by our current Chairman, Dr. Royce Hanson, found hiking and walking in the parks to be the most common form of recreation. This takes nothing away from programmed sports

and other organized and scheduled activities. It suggests, however, that there is value in keeping all recreational activities and programs in a single organization. Trying, as Option A1 does, to distinguish the programmed from the unprogrammed will not result in clarity of mission. We cannot run a park system that does not organize some outdoor and indoor programs that help park users enjoy the resources of the system as a whole. Finally, the flexibility we have as a State-chartered agency allows us to pursue funding options to keep these programs going in tough times, in a way that is less available in an executive department of County government.

**Option A2.** Option A2 is clearly the most attractive to us. The Department of Parks already has some well-managed recreation offerings as just one component of larger land and facility management structure that also includes planning for facilities, construction of those facilities, acquisition of suitable sites and locations, and trails, maintenance, and security patrols. This choice to consolidate all recreation programming in the Department of Parks is quite feasible and makes good sense. With the excellent talent, offerings, and capabilities of the current Recreation Department, they could be much more easily absorbed into us than we into them. There will be some problems associated with assuming the retirement and compensation programs of MCRD, but those are surmountable. Our systems are no longer that different. It is a natural fit, as our counterparts in Prince George's County and throughout the country have shown. There will probably be some savings in personnel, but not much as recreational demand continues to climb. This kind of move would join programmed activity, facility management, and operations in an organization that knows how to manage very large operations and budgets, and has some independence to locate and tap alternate sources of funding. It produces a balance between active and passive recreation and recognizes their frequent overlapping roles. It does not require unscrambling the egg. It places the programmers of facilities in positions of shared responsibility for the quality of the facilities they program and in positions of greater influence with the parts of the department that build, operate, and maintain them. This approach also preserves the connection between parks and planning, which has been of such great benefit to the county.

**Other choices.** Simply moving the Department of Parks recreational programming function to MCRD makes no sense, given the uncertainty of the passive recreational programming component, the core parks nature study classes and similar programs, and the recreational requirements of the Enterprise Division – all cited above. Improving cooperation and fully implementing the current MOU is an excellent alternative if no structural changes are to be made.

#### LEGAL ISSUES

As noted by the OLO Report in its conclusion, we are seeking legal guidance on what must be done to analyze the options more fully and to move this discussion along.

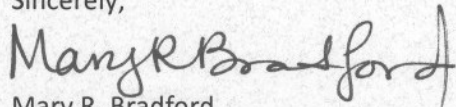
In particular, the Department believes that OLO and the Council should consider an important legal question before taking any action on the recommendations contained in the report. Specifically, County policy historically has assumed that the Park Tax is "county taxes" for the purpose of Section 305 of the County Charter. According to the Commission's Office of General Counsel, that historical treatment is not necessarily legally correct, and our General Counsel has invited the County Attorney to consider and discuss this question further. As a practical matter, if our General Counsel's tentative view of this legal issue holds true, the fact is that the County Government would have far more flexibility to establish workable tax rates for the Commission than may otherwise be available for "real" County taxes. In other words, the County may have relatively more flexibility to achieve adequate funding levels for operations by consolidating all these operations under the Department of Parks.



We await further legal guidance on this matter and pledge to continue to make the best choices for the provision of recreational opportunities for our citizens in continued cooperation with the Department of Recreation.

On behalf of all of us in the Department of Parks, I must personally note what a pleasure it was to work with the OLO staff on this report. As they asked questions and explored our parks and offerings, it helped us more thoughtfully articulate our thinking for the future and gave us a clear-eyed look at how and what we were doing. We respectfully submit our comments with the greatest respect for the good work done in such a short time period, and look forward to further discussion.

Sincerely,

A handwritten signature in black ink, reading "Mary R. Bradford". The signature is written in a cursive style with a large, stylized "M" and "B".

Mary R. Bradford  
Director of Parks

## Office of Legislative Oversight Report 2009-7

### ORGANIZATION OF RECREATION PROGRAMS ACROSS THE DEPARTMENT OF PARKS AND DEPARTMENT OF RECREATION

#### APPENDIX

Description	Circle Number
Report on the Planning, Housing, and Economic Development Committee's Consideration of the Merger Report Prepared by the M-NCPPC Montgomery County Department of Parks and Montgomery County Department of Recreation	©1
Executive Regulation 12-05, "Department of Recreation Fee Procedure"	©48
M-NCPPC Montgomery County Department of Parks' "Policy for Public/Private Partnerships"	©55
Breakdown of Allocated "Management" Workyears for M-NCPPC Department of Parks' Recreation Programming	©69
Sample of Recreation Programs Offered by the Department of Parks and Department of Recreation in 2008	©70
Special Events Provided by M-NCPPC Department of Parks and County Department of Recreation, Winter 2008 to Fall 2008	©85
Montgomery County Department of Recreation Financial Assistance Application for 2008	©87
M-NCPPC Department of Park and Planning, Montgomery County Fee Reduction Program Procedures and Fee Reduction Program Application	©89
Memorandum of Understanding between the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning and the Montgomery County Department of Recreation	©93
Montgomery County Department of Parks, M-NCPPC Athletic Field Use Permit Policy	©105



# Montgomery County Government

## MEMORANDUM

March 5, 1993

TO: County Council

VIA: William H. Hanna, Chair *WHL*  
Planning, Housing, and Economic Development Committee

FROM: Karen Orlansky, <sup>KO.</sup> Program Evaluator  
Office of Legislative Oversight

SUBJECT: Report on PHED Committee's Consideration of the Merger Report  
Prepared by the M-NCPPC Montgomery County Department of Parks and  
Montgomery County Department of Recreation

### A. PURPOSE OF MEMORANDUM

Last year, the PHED Committee identified the possible merger of the M-NCPPC Montgomery County Department of Parks and Montgomery County Department of Recreation as a FY93 budget project. The two affected department directors were requested to prepare a report on the feasibility of consolidating the two departments.

The final report from the Directors of the Departments of Parks and Recreation was submitted to the Council in January 1993, and the PHED Committee held a worksession on the Merger Report on February 25, 1993. The purpose of this memorandum is to report back to the full Council on the PHED Committee's consideration of the Merger Report.

### B. PHED COMMITTEE CONCLUSIONS AND RECOMMENDATIONS

**Recommendation (1):** The PHED Committee concludes that, based upon the estimated cost data contained in the Merger Report, the merger of the Departments of Parks and Recreation does not appear practical at this point in time.

The Committee's conclusion that a merger of the Department of Parks and Department of Recreation does not appear practical at this time is based primarily upon the estimated costs of merger contained in the Merger Report. Specifically, the Merger Report data indicate that a merger (in either direction) has both one-time and ongoing costs associated with it, and that net long-term savings from a merger become apparent only if significant legislative and regulatory barriers are removed.

The Committee's recommendation not to pursue a merger of the two departments at this time is consistent with the positions taken by the County Executive (Circle 38), and Chairman of the Park Commission (Circle 34).

The Committee identified the laws, regulations, and practices of our personnel and retirement systems that appear to be driving the estimated costs of merger, and recommends that the MFP Committee further examine these issues. (See Recommendation No. 2.) If and when some changes are made to these underlying laws and regulations, then the Committee may want to revisit the estimated costs and potential savings of merging the two departments.

**Recommendation (2):** Based upon issues identified in the Merger Report, the PHED Committee recommends that the Council's MFP Committee further examine ways to make our personnel and retirement systems more flexible.

The PHED Committee concluded that the Merger Report is valuable as a case study for identifying "roadblocks" in our personnel and retirement systems that need to be addressed. The Committee recommends that the MFP Committee further examine ways to make our personnel and retirement laws, regulations, and practices able to react with greater flexibility to changing circumstances.

As discussed generally by the PHED Committee, specific issues that deserve review include: the Discontinued Service Retirement benefit; the lack of salary comparability between agencies; the differences in agency approaches to annual merit increases; and the unfunded pension liability that results from the transfer of service credits from one agency to another. (A more detailed explanation of each of these issues can be found at Circles 3-13.)

In his comments on the Merger Report (Circle 38), the County Executive also voices an interest in pursuing a number of issues related to retirement and compensation policies that were outlined in the report. As the Executive notes, "Resolution of these issues has the potential of reducing both the cost and administrative complexity of a Recreation and Parks merger, which, at some future time, still could be a desirable action."

**Recommendation (3):** The PHED Committee recommends taking a new approach to reviewing the FY94 operating budgets of the Parks Department and Recreation Department. The Committee suggests that, if it works well, then perhaps this new approach could serve as a model for how the Council approaches other operating budgets.

The PHED Committee recommends that a new approach be taken to reviewing the FY94 operating budgets of the Parks Department and Recreation Department. The new approach would focus on the goals and objectives of improving service delivery and accountability for results, as opposed to line-item budgeting. Characteristics of the new approach would include:

- a. Concurrent review of the proposed operating budgets of the Department of Parks and Department of Recreation.

- b. A kick-off discussion on the missions of the two departments.
- c. A review of what the citizens' current and projected future needs are for services in the two departments. This would include analysis of data on the current use of Parks and Recreation programs and facilities, and ideas for developing specific ways to measure the departments' progress towards meeting future needs.
- d. A focus on ways to maintain or improve service delivery without additional resources with an emphasis on the following:
  - (1) Opportunities for cooperation/coordination between the two departments. This would include following-up on the specific suggestions offered in the Merger Report for possibly achieving some of the benefits of merger in a non-merged situation, (Circle 27) and the Executive's recommendation for a Memorandum of Understanding between the two departments (Circles 38-39).
  - (2) Opportunities for re-aligning some of the current responsibilities of the two departments. This would include looking at the suggestion raised at the PHED Committee meeting to place all responsibilities related to program activity in the Department of Recreation, and all facility development and maintenance responsibilities in the Department of Parks.
  - (3) Other opportunities for increasing general operating efficiency and effectiveness. This would include identifying specific rules and regulations that inhibit improved service delivery, and figuring out a plan for modifying the obstacles. One suggestion that has been made is to provide the departments with additional management flexibility on a pilot basis.
- e. After having spent the majority of its time focusing on the delivery of services, the Committee would then review and make decisions on the specific appropriation requests of the two departments. As time permits, the Committee would identify meaningful measures of performance and accountability that would accompany specific budget decisions.

### C. BACKGROUND MATERIAL

For the Council's background, attached to this memorandum is the packet that the PHED Committee used on February 25, 1993, for its worksession on the Merger Report.\* The packet includes a chronology of the Parks/Recreation Merger Report, (Circle 1), and a discussion of the major issues that impact the cost of merger (Circles 3-13).

---

\* A number of technical corrections have been made on Circle 6 and Circle 9 of the packet.

The packet also contains:

Merger Report transmittal letter	Circle 17
Executive Summary of the Merger Report	Circle 19
Summary of Estimated Merger Costs	Circle 29
Comments from the Chairman of the Park Commission	Circle 34
Comments from the County Executive	Circle 38
Comments from the Recreation Advisory Board	Circle 40

KO/cca  
703/38





# Montgomery County Government

## MEMORANDUM

February 22, 1993

TO: PHED Committee

FROM: Karen Orlansky<sup>YO</sup>, Program Evaluator  
Office of Legislative Oversight

SUBJECT: The Merger Report Prepared by the M-NCPPC Montgomery County  
Department of Parks and Montgomery County Department of Recreation

On February 25, 1993, the PHED Committee is scheduled to receive a briefing on the Merger Report from the Director of the Department of Parks and Director of the Department of Recreation.

This packet is organized as follows:

- |   |                  |
|---|------------------|
| I. Chronology of the Parks/Recreation Merger Report | Circle <u>1</u>  |
| II. General OLO Staff Comments on the Merger Report | Circle <u>2</u>  |
| III. Major Issues that Impact the Cost of Merger    | Circle <u>3</u>  |
| IV. Options for Committee Action                    | Circle <u>14</u> |

This packet also contains:

- |   |                  |
|---|------------------|
| Merger Report transmittal letter                  | Circle <u>17</u> |
| Executive Summary of the Merger Report            | Circle <u>19</u> |
| Summary of Estimated Merger Costs                 | Circle <u>29</u> |
| Comments from the Chairman of the Park Commission | Circle <u>34</u> |
| Comments from the County Executive                | Circle <u>38</u> |

### I. A CHRONOLOGY OF THE PARKS/RECREATION MERGER REPORT

February 1992: The PHED Committee identifies the possible merger of the Department of Parks and the Department of Recreation as part of the FY93 Budget Project. The Committee requests the two affected department directors to prepare a report by July 1, 1992 on the possibility of consolidating the two departments.

March 1992: The County Executive's Recommended FY93 Operating Budget expresses support for the merger study.

April 1992: The Directors of the Departments of Parks and Recreation inform the PHED Committee that the July 1, 1992 deadline is not realistic given the complexity of issues that needed to be addressed. In response, the PHED Committee indicates that the Directors should take the time that they need to produce a thorough study of the merger question.

October 1992: The Directors of the Departments of Parks and Recreation complete the Draft Merger Report (blue cover). Copies are shared with the Planning Board and Recreation Advisory Board. An executive summary is sent to the Council and the County Executive.

November 1992: The Directors meet in public session with the Planning Board to discuss the Draft Merger Report.

November/December 1992: Parks and Recreation staff rewrite some sections of the Draft Merger Report in response to comments received.

January 8, 1993: The Directors transmit the final Merger Report (green cover) to the Council and County Executive. Written comments from the Chairman of the Park Commission are included with the final report.

January 28, 1993: The PHED Committee reviews the status of FY93 Budget Questions. The Committee indicates its interest in scheduling a briefing as soon as possible from the Directors of Parks and Recreation on the Merger Report. The Committee sends a memorandum to the County Executive requesting the Executive's written comments on the Parks/Recreation merger issue.

February 25, 1993: The PHED Committee is scheduled to receive a briefing from the Directors of Parks and Recreation on the Merger Report.

## II. GENERAL OLO STAFF COMMENTS ON THE MERGER REPORT

The Directors and staff of the Department of Parks and Department of Recreation deserve recognition for the significant time and effort they dedicated to preparing the Merger Report. The end product represents literally thousands of hours of staff time.

Although no additional funds were appropriated for this assignment, there were costs of the study in terms of staff time being diverted from other projects. Work on the Merger Report was performed primarily by Parks Department and Recreation Department employees. Other Executive Branch and M-NCPPC staff were involved on the 11 staff committees that were formed to study different functional areas.



The Parks/Recreation Merger Report provides the Council with a number of constructive things:

- It provides a general framework for discussing the question of merging the Parks and Recreation Departments.
- It shows that many of the arguments concerning the direction of merger are based on factors other than cost. (See the two sections in the Executive Summary of the Merger Report, Implications of a Merger Outside of the Commission, and Implications of a Merger Outside of the Executive Branch, Circle 23.)
- It outlines how a merger of the two departments to either the County Government or the Commission will require legislative action by the County and the General Assembly, and budget action by the County and the Bi-County Commission.

With respect to the fiscal impact of a merger, the Merger Report demonstrates that even after specific budget issues are identified, it is difficult to place a price tag on them and reasonable people can disagree about how to cost them out. Although the details behind some of the specific cost estimates are debatable, the bottom-line conclusion of the Merger Report is that:

- A merger of the two departments (in either direction) has both one-time and ongoing costs associated with it; and
- A merger (in either direction) is not guaranteed to realize net cost savings over time.

It is my view that the Merger Report also makes an important contribution as a case study of why "Reinventing Government" is not a simple task. In particular, if we can use the Parks/Recreation Merger Report to identify the critical pieces of our personnel laws, personnel regulations, and other practices that limit the flexibility of government and make change so difficult and expensive, then the value of the Parks/Recreation Merger Report has potential beyond the specific decision of whether to merge these two departments.

The following section of this memo identifies and discusses the factors that significantly impact the estimated costs of merging the Department of Parks and Department of Recreation.

### III. MAJOR ISSUES THAT IMPACT THE COST OF MERGER

The Merger Report divides the costs of merging the Department of Parks and the Department of Recreation into one-time costs and ongoing annual costs. The table in the Merger Report that summarizes the range of one-time and annual costs is attached at Circle 29.

One-time costs. The estimates for total upfront expenses (to merge in either direction) range between \$320,000 and \$481,100. Almost half of this is for a Classification Study and Organizational Review (estimated cost: \$160,000). The remaining one-time costs are primarily to purchase the necessary hardware and software to integrate the Management Information Systems of the two departments.

Annual Costs. The estimates for net budget impact that will be incurred on an annual basis range between potential savings of \$390,000 to cost increases of \$6.5 million.

As outlined on Circle 29, the Merger Report shows that a merger in either direction will cost the new parent organization additional amounts each year for: administrative overhead; unfunded pension liability; and upgrades/modifications to existing Management Information Systems. A merger in either direction also shows potential savings (over the long term) from the eventual reduction in managerial and supervisory staff.

A merger in either direction would incur additional costs (or potential savings) to adjust employees' compensation for differences between the County Government and M-NCPPC on: work week; base salaries; and approaches to annual merit increases. Because the Discontinued Service Retirement benefit only applies to County Government employees, it is listed as an ongoing cost only if the Recreation Department merges to the Commission.

Using the Merger Report as a guide, the following pages provide some basic information about seven of the major issues that impact the potential costs of merger. All of these issues (except for integration of MIS systems) relate to personnel and retirement laws, regulations, and practices of the County Government and M-NCPPC:

- Issue A: The Discontinued Service Retirement Benefit;
- Issue B: Inconsistent work weeks between agencies;
- Issue C: Lack of salary comparability between agencies;
- Issue D: Differences in agency approaches to annual merit increases;
- Issue E: Job retention policies;
- Issue F: Unfunded pension liability that results from the transfer of service credit from one agency to another; and
- Issue G: Compatibility of computer and communications hardware/software.

Beginning on page 6, information on each of these issues is organized as follows:

**Section 1** contains a brief description of the issue.

**Section 2, Merger Costs**, shows the one-time and/or ongoing costs of the Park/Recreation merger that are associated with the issue, as these costs are estimated in the Merger Report. The costs are shown separately for a merger of Parks to the County Government vs. a merger of Recreation to the Commission. (Although some of these costs deserve additional scrutiny, they provide an order of magnitude for purposes of the Committee's immediate discussion.)

**Section 3, Authority**, identifies the authority that governs the relevant law, regulation, or practice.

**Section 4, When Will it Apply?**, explains whether the issue will apply only if Parks merges to Recreation, or only if Recreation merges to Parks, or both; and whether the issue has implications outside of the Parks/Recreation merger question.

**Section 5, Merger Report Recommendation**, summarizes how the Directors of Parks and Recreation recommend dealing with the issue. In a number of cases, the Merger Report recommends an approach to reduce or minimize the potential cost.

## ISSUE A: DISCONTINUED SERVICE RETIREMENT (DSR) BENEFIT

### 1. Brief Description:

Any County Government employee who has ten years of continuous service may elect to receive the DSR benefit if the employee's job has been abolished or employment has been terminated by an administrative action. The calculation of the DSR benefit varies depending upon when the employee enrolled in the retirement plan. Employees who resign or who are dismissed for cause are not eligible to elect the DSR benefit.

In general, for employees who enrolled in the retirement system prior to July 1, 1978, the DSR benefit adds five percent to what the employee would normally receive for retirement, and allows retirement payments to begin when the employee reaches his/her early retirement date (age 55 with 10 years of service or age 45 with 20 years of service). For employees who enrolled after July 1, 1978, the DSR benefit allows early retirement payments to be calculated without application of the reduction factor.

### 2. Merger Costs (as estimated in Parks/Recreation Merger Report):

- a. If Parks merges to Recreation: DSR does not apply.
- b. If Recreation merges to Parks: The net cost (over time) of DSR to the County's Retirement Fund is estimated to be \$1 million for every seven employees who elect the DSR benefit; 37 Recreation Department employees have at least 10 years of service. The Merger Report estimates that the annual ongoing cost to the Retirement Fund would be \$113,150 to \$565,000, depending upon the number and salaries of employees who elect the DSR benefit.

### 3. Authority:

- a. For County Government: County Retirement Law, County Code Section 33-45(d)
- b. For Commission: N/A

### 4. When Will it Apply?

DSR is a cost factor to consider whenever County Government jobs are being abolished, and is not unique to the Parks/Recreation merger question. As currently written and interpreted, eligible County Government employees (meaning employees who have 10 years of service and whose job is abolished) must be offered the option to retire and receive the DSR benefit, even if the employee is offered another County Government job, or a job in another County/Bi-County agency.

Although DSR will almost certainly be a factor in any proposed inter-agency reorganization, it is also a factor in any within-County Government change that results in the abolition of specific County Government positions.

**5. Merger Report Recommendation:**

In order to implement a merger of Recreation to Parks, the Directors recommend amending the law to allow the voluntary transfer of Recreation employees to the Commission, and to state that employees who voluntarily transfer are not entitled to DSR. The Legal Committee of the Merger Report advises that while the Council can amend the law for employees who have not yet qualified for DSR, the Council probably cannot divest employees to rights to which they are already entitled.

-----  
**ISSUE B: INCONSISTENT WORK WEEKS**

**1. Brief Description:**

The Commission defines full-time work as 37.5 hours/week, except for the Park Police who work 40 hours/week. The County Government defines full-time work as 40 hours/week.

**2. Annual Merger Costs (as estimated in Parks/Recreation Merger Report):**

- a. If Parks merges to Recreation: \$1,482,000
- b. If Recreation merges to Parks: (\$422,000) to \$2,425,200 (a similar adjustment to the Prince George's County side of the Commission is estimated to cost an additional \$3.4 million/year)

**3. Authority:**

- a. For County Government: County Personnel Law, County Code Chapter 33, and Personnel Regulations
- b. For Commission: Merit System Rules and Regulations (adopted by the Bi-County M-NCPPC)

**4. When Will it Apply?**

The issue of inconsistent work weeks between the County and M-NCPPC is not unique to the Parks/Recreation merger question. It has come up before as both an equity and cost issue. Inconsistent work weeks will be presented as a cost factor whenever there is a proposed inter-agency change that involves employees who currently work different numbers of hours.

**5. Merger Report Recommendation:**

To minimize ongoing costs, the Merger Report recommends that if Recreation were to merge with Parks, former County employees coming to the Commission should be able to choose either to retain their 40 hour work week and salary level, or to reduce their hours and compensation to 37.5 hours. When employees who retained their 40 hour work week left their jobs, they would be replaced by 37.5 hour employees. The immediate cost impact of allowing employees to retain their current work week and compensation is zero.

The Merger Report recommends that if Parks were to merge with Recreation, Commission employees should be given the option of increasing their work week to 40 hours and receiving a 6.7 percent salary adjustment. The Directors recommend that Commission employees who want to continue to work a 37.5 hour work week should be allowed to do so. (If all Parks employees opted for the 40 hour work week, the estimated annual cost increase is \$1,482,000.)

-----

**ISSUE C: SALARY COMPARABILITY - BASE PAY**

**1. Brief Description**

The County and M-NCPPC have different pay scales. A salary survey conducted jointly by the personnel departments of the County and M-NCPPC concluded that, on average, the Commission pay scale (adjusted for work week differences) is 2.61 percent below the County pay scale. The range was from 3.91 percent (Commission salaries above County) to 22.4 percent (Commission salaries below County).

**2. Merger Costs (as estimated in Parks/Recreation Merger Report):**

One-time Costs: The Merger Report estimates that a one-time classification study will cost \$160,000

Annual Costs: (for salary differential adjustment)

- a. If Parks merges to Recreation: \$0 to \$694,800
- b. If Recreation merges to Parks: (\$174,700) to \$1,062,300, plus unknown amount for similarly adjusting salaries of Prince George's Commission employees.

**3. Authority:**

- a. For County Government: County Personnel Law, County Code Chapter 33, and Personnel Regulations; the Regulations state that the County's salary schedule may be amended by the CAO, subject to Council approval.
- b. For Commission: Merit System Rules and Regulations (adopted by the Bi-County M-NCPPC)

**4. When Will it Apply?**

As a cost factor, the issue of salary differentials will generally not arise with respect to organizational changes within a single agency because employees remain within the same merit system, which has agency-wide classification and salary schedules.



The issue of salary differentials between County agencies, however, has been raised before and is not unique to the Parks/Recreation merger question. It is a cost and equity issue that has been identified with or without proposals for organizational change.

**5. Merger Report Recommendation:**

The Directors recommend that a classification and organizational review of the merged department be conducted (one-time cost \$160,000).

To minimize ongoing costs, the Directors recommend that after a classification study is conducted, employees should retain their current salaries and increment dates so long as their salaries fall somewhere in the range of the class to which they are assigned. Under this scenario, the only salaries that would be adjusted upward would be for employees whose current salary is below the starting point of the class to which they are assigned.

The Director of Recreation also suggests that the Montgomery County and Prince George's County Councils and the Bi-County Commission consider establishing separate pay scales for the Commission's Montgomery and Prince George's Commission employees. This would reduce the potential cost impact that changes to Montgomery County Commission employees would have on Prince George's County Commission employees, or vice versa. The Parks Director opposes this suggestion because he believes it is inequitable to treat employees within the same agency who are subject to the same merit system differently.

-----  
**ISSUE D: DIFFERENCES IN ANNUAL MERIT INCREASES**

**1. Brief Description:**

At present, County Government employees, who are not yet at the top of their grade and who perform their duties in a satisfactory manner, are eligible to receive a 3.5 percent annual increase in salary. In the past, County Government also had a program of cash awards and outstanding service increments based upon employee performance. The County's employee awards program was suspended in FY91 due to fiscal constraints. For FY93, \$90,000 was appropriated for an interim awards program to be shared among all County Government employees.

Commission employees, who are not yet at the top of their grade, are eligible to receive a 3 percent annual increase in salary. The Commission's current pay-for-performance program provides that employees who are rated "very good" receive the 3 percent salary increment plus a 2 percent cash award, and employees who are rated "exceptional" receive the 3 percent salary increment plus a 3 percent cash award.

2. **Annual Merger Costs** (as estimated in Parks/Recreation Merger Report):

- a. If Parks merges to Recreation: (\$280,900) to \$78,000
- b. If Recreation merges to Parks: (\$25,000) to \$91,300

3. **Authority**

- a. For County Government: Personnel Regulations and annual budget action.
- b. For Commission: Merit System Rules and Regulations (adopted by the Bi-County M-NCPPC) and annual budget action.

4. **When Will it Apply?**

As a cost factor, differences in annual merit increases generally will not arise with respect to organizational changes within a single agency because employees remain within the same merit system. Within County Government, there may be some exceptions to this because a number of departments/offices (e.g., the County Council) have developed differing pay-for-performance plans.

However, the issue of different approaches to merit increases and pay-for-performance between County agencies has been raised before and is not unique to the Parks/Recreation merger question. It is a cost and equity issue that has been identified with or without proposals for organizational change.

5. **Merger Report Recommendation:**

The Directors recommend that if Recreation merges to the Commission, then the employees should all come under the Commission's pay-for-performance system. The estimated annual cost increase is \$65,900 (\$25,000 in savings because the annual salary increment would be 3 percent instead of 3.5 percent, but an increase of \$91,300 to provide cash awards for those who perform at a very good or exceptional level).

The Directors recommend that if Parks merges to the County Government, then the employees should all come under the County's system of annual merit increases. The estimated annual cost savings is \$202,900 (an increase of \$78,000 to pay for increments of 3.5 percent instead of 3 percent, but a savings of \$280,900 for not providing cash awards).



## ISSUE E: JOB RETENTION

### 1. Brief Description

The Merger Report recommends that no person in either organization should be involuntarily eliminated from public sector employment because of the merger.

### 2. Costs (as estimated in the Merger Report):

The Merger Report does not include cost estimates for reducing the number of Parks/Recreation employees at the time of merger. Both Directors agree that a merged organization could, over time, allow the phasing out of some supervisory or management positions. The Recreation Director is willing to estimate that eventually this would translate into a reduction of 8-10 positions, for an annual savings up to \$500,000. At this time, the Parks Director is not willing to estimate a specific number of positions that will be able to be eliminated.

### 3. Authority:

The number of positions funded is directly related to annual budget action. For the County Government, the relevant actors are the County Executive and County Council. For the Commission, the relevant actors are the County Council, Montgomery County Planning Board, and Bi-County Commission. (The County Executive also makes a recommendation to the County Council regarding the Commission's budget.)

### 4. When Will it Apply?

The County's policies with respect to job retention are fundamental to all strategies for downsizing the government.

### 5. Merger Report Recommendation:

As indicated above, the Directors recommend that no person in either organization should be involuntarily eliminated from public sector employment because of the merger. The Directors recommend that employees should be offered the opportunity to voluntarily transfer to the newly merged organization. Employees who wish not to transfer should be provided RIF rights to access other vacant positions in either the Commission or the County Government, and be retained until a qualified position opens.

**ISSUE F: UNFUNDED PENSION LIABILITY  
RESULTING FROM TRANSFER OF SERVICE CREDITS**

**1. Brief Description:**

State law sets forth requirements concerning the transfer of employees between retirement systems of the State and political subdivisions of the State. In addition to requiring the retirement systems of the State and local government agencies to permit employees to transfer service credits, State law also provides for the transfer between retirement systems of some employer and employee contributions under certain circumstances.

In 1981, the retirement systems of the Commission and the County Government entered into a Reciprocal Agreement regarding the transfer of individual employees between the two agencies. The Agreement requires a transfer of assets to cover the present value of accumulated plan benefits. According to the Merger Report, the provisions of the Reciprocal Agreement offset approximately 35 percent of the unfunded pension liability resulting from the transfer.

According to the Merger Report:

- If Parks were to merge to Recreation, the County's Retirement Fund would incur an unfunded liability for each Commission employee who transferred Commission service credits to the County.
- If Recreation were to merge to Parks, the Commission's Retirement Fund would incur an unfunded liability for each County employee who transferred County service credits to the Commission.

**2. Annual Merger Costs (as estimated in Parks/Recreation Merger Report):**

- a. If Parks merges to Recreation: The unfunded pension liability would require an annual payment of \$700,000 for 40 years.
- b. If Recreation merges to Parks: The unfunded pension liability would require an annual payment of \$175,000 for 40 years.

Note: The overall cost to cover the unfunded liability in one retirement system is offset by a reduction of liability in the other retirement system. If the reduction in liability is taken into account, the net cost to the public sector may in fact be zero.

**3. Authority**

State law: Article 73B, Subtitle 4, Transfers Between Retirement or Pension Systems of the State or Political Subdivisions of the State (Annotated Code of Maryland, 1992 Supplement)

Reciprocal Agreement: Entered into December 3, 1981, and signed by the CAO for the Retirement System of the County Government and the Chairman, Board of Trustees for the M-NCPPC Retirement System.

4. When Will it Apply?

The County Government, M-NCPPC, MCPS, Montgomery College, and WSSC each operate their own retirement system(s). The unfunded pension liability issue arises whenever employees transfer from one retirement system to another.

5. Merger Report Recommendation:

The Directors recommend that the enabling legislation (to implement a merger in either direction) provide that employees be given the option of remaining within their current retirement plan and system. Once a year, there would be an administrative transfer of funds to cover the employees involved.

If employees do not remain within their current retirement system, the Directors recommend that a transfer of assets be made to cover the present value of accumulated plan benefits. For all employees, the estimated cost of this is \$175,000/year over 40 years for a merger to the Commission, and \$700,000/year over 40 years for a merger to the County.

-----  
ISSUE G: MANAGEMENT INFORMATION SYSTEMS (MIS)

1. Brief Description:

At present, the computer and communications hardware and software of the Department of Recreation and Department of Parks are not readily compatible. The merger costs related to MIS are both one-time and ongoing costs to integrate and upgrade these systems as needed for the merged organization to function efficiently.

2. Merger Costs (as estimated in Parks/Recreation Merger Report):

- a. If Parks merges to Recreation: One time costs of \$159,800 to \$321,100, and annual costs of \$50,800 to \$57,800.
- b. If Recreation merges to Parks: One-time costs of \$200,368 to \$262,500, and annual costs of \$44,000.

3. Authority:

- a. For County Government: Annual budget action by the County Executive and County Council.
- b. For Commission: Annual budget action by the County Council and Bi-County Commission.

4. When Will it Apply?

The issue of computer and communications hardware and software not being compatible between agencies is not unique to the Park/Recreation merger issue. It is likely to be a cost factor to consider in any organizational change, whether it be within a single agency or between agencies.

## 5. Merger Report Recommendations:

The Directors recommend making the investment to integrate and upgrade these systems as needed for the merged organization to function efficiently.

## IV. OPTIONS FOR COMMITTEE ACTION

This section outlines several options for the Committee to consider. Under each option is outlined the related decisions that the Committee would need to discuss.

### OPTION (A): Decide to support a merger Parks/Recreation Department

Under this options, the Committee must decide:

- The direction of merger;
- The target date for implementation; and
- How much to appropriate in additional funds for the estimated one-time and ongoing costs of merger.

If the Committee decides to proceed towards a merged Parks/Recreation Department, then the Committee may want to establish a process for receiving public input on the direction of merger. So far, the study of merging the two departments has been largely an internal staff project. The only representatives of the general public who have been somewhat involved have been members of the County's Recreation Advisory Board.

With respect to the target date of implementation, it is staff's understanding that because of the need for State legislation (for a merger in either direction), the earliest target date for implementation is July 1, 1994. Once a decision is made on the direction of merger, then the appropriate State legislation could be prepared for introduction during next year's session of the General Assembly.

With respect to the costs of merger, the Committee would need to decide how much to appropriate in additional funds for some or all of the one-time and ongoing costs identified in the Merger Report. As discussed earlier in this memorandum, many of the bottom-line costs relate to what decisions are made about the treatment of personnel.

### OPTION (B): Decide not to support a merger at this time, but pursue selected budget, personnel, and service delivery issues raised by the Merger Report.

If the Committee decides not to support a merger of the Department of Parks and Department of Recreation at this time, then there are a number of related follow-up actions the Committee may wish to pursue. Three possibilities are outlined below.

**Follow-up Action (1): Pursue improvements that can be achieved in a non-merged scenario.**

Under the chapter heading, Alternatives to Merger, the Merger Report lists opportunities for realizing some of the benefits of merger in a non-merged scenario. The areas for potential improvements in a non-merged situation include enhanced coordination between the two Department in the areas of:

- Facility scheduling and permitting;
- Ballfield and facility maintenance
- Facility planning and development;
- Budget and policy development;
- Community relations/publications; and
- Volunteer recruitment.

As a follow-up action to the Merger Report, the PHED Committee could request the Directors of the Departments of Parks and Recreation to pursue some or all of these opportunities for improving planning, programs, and services in a non-merged scenario. The Committee can deal with the budget impact of implementing these ideas (either cost increases or cost reductions) within the context of the Committee's review of the budgets of the two departments.

**Follow-up Action (2): Examine whether increasing the Commission's work week (and associated compensation) from 37.5 to 40 hours per week would be a good investment, regardless of merger.**

As indicated earlier, the issue of inconsistent work weeks between the County Government and the Commission is not unique to the Parks/Recreation merger question. In 1988, the Merit Rules and Regulations of the Commission were amended to increase the Commission's work week from 35 to 37.5 hours, and employees received a 6.7 percent salary increase to compensate them for the additional hours worked.

As a budget issue, the PHED Committee could investigate whether increasing the Commission's work week from 37.5 to 40 hours would be a good investment, regardless of merger. The increase in compensation is estimated to be \$2.4 million for Montgomery County Commission employees and another \$3.4 million for Prince George's County Commission employees. This increase needs to be evaluated against the potential savings that may be available from: paying fewer hours of overtime; providing fewer hours of compensatory time, and in the long run, the potential for reducing the total work force because of the additional hours worked per week by each employee.

(Staff recognizes that undertaking this analysis is not a simple task, and that there are many variables that need to be taken into account. If the Committee is interested in pursuing this issue, staff recommends that the work week analysis be conducted in close coordination with Parks Department staff.)

**Follow-up Action (3):**     **Recommend that the MFP Committee further examine a number of personnel issues that were identified by the Merger Report.**

As reviewed earlier in this memorandum, most of the estimated costs of merging the Departments of Parks and Recreation are driven by laws, regulations, and practices of the personnel and retirement systems of the County Government and M-NCPPC. Regardless of merger, the Committee may feel that a number of the underlying issues deserve additional review.

In particular, the County's Government's Discontinued Service Retirement benefit, and the complexities of transferring employees between the various retirement systems of County and Bi-County agencies stand out as issues that have an impact beyond the Parks and Recreation merger question. The PHED Committee may wish to recommend that these (and/or other) personnel and retirement related issues be taken up by the MFP Committee.

KO/cca  
713/18





THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

Department of Parks, Montgomery County, Maryland  
9500 Brunett Avenue • Silver Spring, Maryland 20901

January 8, 1993

The Honorable Marilyn J. Praisner  
President  
Montgomery County Council  
100 Maryland Avenue  
Rockville, Maryland 20850

Dear Mrs. Praisner:

We are pleased to transmit to the County Council our final Merger Report which represents our study on the feasibility of merging the Department of Parks and the Department of Recreation.

Our work over these past several months focused on identifying and analyzing the many issues involved in determining the feasibility of merger. Our efforts will have succeeded if we have brought before you all of the issues and all of the options that should be discussed and evaluated prior to making a merger decision. You will find that for many of the issues involved we have identified what we believe must be done for a merger to occur and what policy decisions need to be addressed. You will also note that the report includes a significant emphasis on implementation. As the study evolved we concluded that the process of implementation was the most appropriate factor by which each of the merger options could be tested. This approach to the merger study required certain assumptions which provided a basis for evaluating each option.

We confirmed early in the study that there is really very little duplication between the two Departments. Our Departments provide basically discrete services and a very high percentage of both staffs are directly involved in the delivery of those services. Most of the report, as a result, deals with implementation matters.

The costs for merger can vary widely depending on how certain policy matters are addressed and whether the consolidation takes place within the Executive Branch or within the Bi-County Commission. There are so many variables that it is virtually impossible to provide you with one projected bottomline merger cost. We have, however, provided comprehensive cost details for the various scenarios included in each of the options which will assist in the decision making process.

*Yours for life*

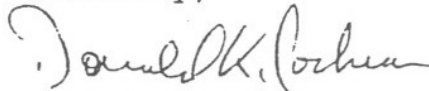
MONTGOMERY COUNTY PARKS

We believe the report to be a comprehensive review of critical issues with specific findings and proposals for solving those issues if a determination is made to merge the two departments under either of the two scenarios. The report also includes a series of recommendations in the event there is a decision not to merge the departments. We believe there are numerous ways by which the departments can forge a stronger and more effective relationship, and we have provided specific proposals to accomplish that goal.


We are indebted to the many staff from both agencies who contributed to this report. We believe their professional dedication and commitment to ensuring the delivery of high-quality service to the citizens of Montgomery County are obvious, and we sincerely appreciate their efforts. We also want to especially recognize the talent and selfless contribution of Bill Gries and Jennifer Hodges from the Department of Parks, and Charles Steinbraker from the Department of Recreation. Without question, their efforts and strong professional commitments were essential to the completion of this report.

We hope the Council finds this report useful in this deliberation of this obviously important issue. We stand ready to work with the Council and look forward to the Committee worksessions.

Sincerely,



Donald K. Cochran  
Director of Parks



Trudye Morgan Johnson  
Department of Recreation

DKC:TMJ:ymw  
Enclosure



## **EXECUTIVE SUMMARY**

### **I. Introduction**

#### **Background**

The idea of combining the Department of Parks and the Department of Recreation in Montgomery County has surfaced from time to time over the years. In February, 1992, as the County Council discussed the major financial concerns confronting the government, it requested the Directors of the Parks and Recreation Departments to prepare a study outlining the potential for merger. The County Executive endorsed this study in his Fiscal Year 1993 budget submission.

Eleven Committees were formed from staff of both Departments to evaluate all functional areas in both Departments. Each Committee examined how a merger would work, what service improvements could be gained, and what efficiencies could be realized or what additional costs would be incurred. The Directors reviewed the staff findings and worked with data developed to address the key issues related to a potential merger.

#### **History and Current Status of the Organizations**

The M-NCPPC was established in 1927 by the State Legislature for the acquisition, development and maintenance of lands adjacent to the District of Columbia. In 1951, an effort was made to establish a Recreation Department in the County Government and merge Parks into this new agency. A state delegate from Rockville was not convinced that both Department of Parks and Department of Recreation should transfer to the County, and successfully negotiated in Annapolis the splitting of the functions between the Commission and the County Government.

Today, the Department of Parks is made up of 671 career positions with a mission to "provide a park system in harmony with our natural resources, which conserves and enhances the environment, offers a variety of leisure opportunities and is accessible, safe and enjoyable to all." Its Fiscal Year 1993 budget is \$33.3 million and is supported by a 14.9 cent per \$100 assessed valuation Metropolitan District Tax (Park Tax). The Fiscal Year 1993 budget for Enterprise (golf, skating, and tennis) is \$7 million and is a self supporting operation.

The Department of Recreation has 157 career staff (123 full time and 34 part time) with a mission to "provide and maintain quality programs and facilities to meet the recreational, social, cultural and physical needs of a diverse and changing community". Its

Fiscal Year 1993 budget is \$16.5 million, supported by a 4.5 cent per \$100 assessed valuation Recreation District Tax and \$5.7 million in program revenues.

### **National, State and Local Perspectives/Prince George's Experience**

According to the National Recreation and Parks Association, there was a national trend to merge Parks and Recreation Departments in the late 1950's and throughout the 1960's. Now, most in the nation are combined operations. In Maryland, thirty of the thirty-eight government entities have merged Parks and Recreation Departments. Of the seven largest counties, only Montgomery has separate Parks and Recreation operations. Prince George's County merged Parks and Recreation under the Bi-County Commission in 1970. Both citizens and staff report this was a very positive decision, though controversial at the time. This Department has an operating budget equal to approximately 5.6% of the total Prince George's County Fiscal Year 1993 government expenditure. In Montgomery County approximately 3.2% is budgeted for parks and recreation expenditures in Fiscal Year 1993.

## **II. Significant Issues and Recommendations**

### **Community Implications**

Parks and Recreation continue to play an increasingly important role in the quality of life for Montgomery County residents. Parks and Recreation are not just important for personal enjoyment, fitness and development, but also for economic growth and stability. Parks and Recreation facilities and programs promote a sense of community. This becomes ever more important as we grow in our diversity.

The Directors believe that the community would realize a number of significant advantages from a merger of Parks and Recreation including:

- o a single identity with less confusion to the public
- o consistent philosophy, mission and set of priorities
- o "one stop shopping" at decentralized locations for classes, registrations, permitting
- o coordinated long-range planning for programs and facilities
- o broadened volunteer and staff capabilities

Long term, a combined Parks and Recreation Department will offer the most efficient and effective means to deliver leisure facilities and services to Montgomery County residents. One time and ongoing annual costs to achieve this gain should be reviewed in this light.

### Merged Organizational Structure

A review of the Departments of Parks and Recreation conducted during the course of this study uncovered minimal functional overlaps or duplicative positions. A very high percentage of staff in both organizations are involved in the direct delivery of services, primarily maintenance and program activities.

If the Department of Recreation merges into the Commission, an additional fifteen and a half jobs (or equivalent contracts) would be needed to support the merged organization. Funding for these contracts or positions is currently in the budget, in either administrative overhead or chargebacks. Nine positions or equivalent contracts would replace functions that are presently provided to the Department of Recreation from County Government agencies and funded through direct chargebacks. The majority of these positions relate to building and grounds maintenance now provided by the Department of Facilities and Services. These positions would also be necessary if the Department of Parks were to merge into the County Government since it combines like functions and provides the most effective service delivery at no additional cost.

The remaining six and one half positions have been identified by the various M-NCPPC Department Heads, as needed to support the Central Administration Services Unit of the Bi-County Commission. These positions would be added to Human Resource Management, Finance, and Legal. These services are currently provided to Recreation by centralized County agencies.

The exact number of positions to support County centralized administrative functions if the Department of Parks merged into the County was not provided by the Executive Branch. The current County policy provides for an assessment against Special Funds to support administrative overhead at 12.89%. The number of positions needed for this purpose would be determined at time of merger.

Over the long term, pending completion of a classification and organizational study, the Recreation Director believes that some management and supervisory efficiencies could be realized through the successful integration of parks and recreation supervisory structures. There are several levels of supervision in each of the departments, as well as a few duplicative management positions. The Recreation Director believes it is possible to phase out and eliminate some eight to ten supervisory or managerial positions after thorough analysis (gained from the organizational study). This would flatten and streamline the supervisory structure and allow for an annual cost reduction of at least \$500,000 that should have very little effect on actual service delivery.

The Director of Parks is of the opinion that the reduction of eight to ten supervisory or managerial positions cannot be guaranteed as a result of merger. He further believes that it is a mistake for this report to assert such an expectation. The Director agrees that there will be opportunity for reducing the overall workforce through attrition resulting from retirement and normal turnover. However, that process may not provide the level of reduction of upper management positions and the scope of dollars projected. The Director of Parks agrees that an organizational study and classification review is essential to the process of determining the existence of duplicative management functions. If those studies show position duplication or indicate opportunities where efficiencies can be found, then strategies for achieving those efficiencies can be implemented.

Depending on the direction of merger, some central administrative staff positions (Bi-County Central Administrative Services and/or County Agencies and Departments) could be reduced or transferred. It is, however, difficult at this time to determine how many. Therefore, we cannot provide an exact estimate of the net gain or decrease in positions or contracts that would result from merger. Much depends on the direction of the merger and the decisions on several key policy matters.

#### **Treatment of Employees In a Merger**

Three of the most significant impacts on employees are the subject of specific recommendations: job retention, salary implications and retirement. It is believed that no person in either organization (who chooses not to retire) should be involuntarily eliminated from public sector employment simply because of the merger. Employees should be offered the opportunity to voluntarily transfer to the newly merged organization either in the Commission or the County Government. Employees who wish not to transfer should be provided RIF rights to access other vacant positions. If there are any employees (which is doubtful) who would find themselves not with a job after full implementation of the new organizational structure, they should be given RIF rights to access jobs in either the Commission or the County Government and be retained until a qualified position opens. Employees also should be able to stay within their current retirement system and plan if they so choose. This would have to be detailed in the enabling legislation.

Two issues impact salary levels, the length of the workweek and salary differentials.

The Commission works 37-1/2 hours while the County works 40. It is recommended that if County staff merged to the Commission, they retain their 40-hour work week. These positions would ultimately be reverted to 37-1/2 hours after they were vacated by the incumbents. If the Commission merged into the County, Commission employees should be given the option of moving to a 40-hour work week and being compensated an additional 6.7% for the extra hours worked, or retaining their existing 37-1/2 hour week.



With respect to salary levels, a recent study conducted by departmental staff, of comparative salary levels indicates inequities exist between Commission and County employees occupying similar jobs. The survey of annual salaries at the mid-point of the range for selected classes indicates that the Commission salaries range from 3.19% higher than the County salary scale to 22.4% below the County scale. The "average salary differential" (adjusted for workweek) between the Commission and County was 2.61% below the County scale. This can be dealt with in one of two ways.

The scope of the classification study to be done after the merger could be expanded to include an assessment of salary inequities by class. The classification team would recommend a percentage adjustment for each class affected to balance the salary differentials. Another option would be for employees to retain their current salaries and increment dates, assuming these would be somewhere in the range of the class to which they were assigned. If any employees were below the range, they would have to be brought up to the first step. Employees beyond the range would retain their salary levels. While this doesn't immediately deal with the potential inequity issue, it does provide employees with a full retention of their current compensation. There would be minimal or no cost to the merger for this option while the first option has a potential cost of \$695,000 in a merger to the County and \$1.1 million in a merger to the Commission.

The Recreation Director suggests that the Prince George's and Montgomery County Councils and the Bi-County Commission deal with the issue of salary inequities by considering the establishment of separate salary scales for the Commission's Prince George's and Montgomery employees. The Director of Parks strongly disagrees with this suggestion, as he believes it is inequitable to treat employees within the same agency who are subject to the same merit system differently.

#### **Implications of a Merger Outside of the Commission as Perceived by the Director of Parks**

The Director of Parks believes there will be several broad policy impacts, resulting from removal of the Department of Parks from the Commission. In summary, these impacts include:

- o Significant eroding of the philosophical underpinnings supporting creation of The Maryland-Washington Regional District. The Regional District has been the geographical basis for long-term land use planning in the County since 1927.
- o Significant reduction in coordination between Parks and Planning Department staffs who routinely interact on specific land use proposals and general planning matters affecting all types of development. County-wide planning impacts may result in less effective master planning (i.e., incomplete identification of size and location of parks necessary for

future recreational needs); less effective implementation of master plans (i.e., fragmented selection of parkland to be acquired through dedication at subdivision); and loss of Department of Parks' role in negotiating for the advance land acquisition (ALARF) of master planned road rights-of-way and other public facilities.

- o Reduction of cooperation and coordination between Montgomery County's Department of Parks and Prince George's County's Department of Parks and Recreation on bi-county efforts (i.e., master planning Fairland Recreational Park, joint efforts to ensure that Commission facilities comply with the Americans with Disabilities Act).
- o Potential for negative impact on the bond rating for the Prince George's side of the Commission.
- o Alteration of unique public review and comment process for park development projects and major policy decisions.
- o Conflict with Regional District Act Task Force Report, which noted that "current Commission structure [is] preferable because of the close linkage between the park function and the planning function."
- o Possible dissolution of the entire Commission.

**Implications of a Merger Outside of the Executive Branch as  
Perceived by the Director of Recreation**

The Director of Recreation believes that there are several key impacts on the Executive Branch that should be considered prior to a decision removing the Department of Recreation from the County. These include:

- o Reducing Executive Branch contact and touch with communities and neighborhoods. The Department of Recreation enjoys special relationships with low income groups, seniors, those facing physical challenges and youth groups. There would be some loss of County Government's touch with these groups that could have an important impact.
- o Removes key prevention component of the Human Service Delivery System. Recreation staff and programs are the government's key prevention component in dealing with such issues as drug and alcohol use, delinquency and youth fitness.
- o Reduce Executive management and control of a majority of their community based facilities. Community identity and access to local government information and services are critical problems that are being addressed through the developing system of community recreation centers.

- o Reduces a "positive" contact citizens now make with government through participation in leisure programs. People need to feel better about government and the use of their tax dollars. Special events, community festivals, adult sports leagues, children's sports programs, summer camps, programs for the elderly and disabled create a positive image and feeling about County Government through the Department of Recreation.

#### Key Issues That Impact a Merger

There are five key issues that require additional focus prior to a merger decision.

- o Discontinued Service Retirement (DSR): The Discontinued Service Retirement Benefit is a provision of the County retirement law that applies to employees with ten continuous years of service. Commission employees do not have this benefit. Over 50 Department of Recreation employees would be eligible for DSR benefits (drawing retirement early with 5% added to the payments), if their positions were abolished due to a merger into the Commission. If legally sustainable, Enabling Legislation should be written so that employees voluntarily transferring to the Commission would not be eligible for this benefit since they would not be losing their public employment. The present value of the DSR benefit is \$7.3 million. The potential cost to the retirement fund, if every employee accepted DSR, would be \$22.63 million amortized over a 40 year period, or \$565,750 annually. A more realistic expectation may be to assume that 20% of those eligible may accept a DSR. The low cost to the retirement fund would be \$4,526,000 or \$113,150 annually.
- o Inconsistent Workweeks: The Commission works 37.5 hours, the County 40. It is recommended that County employees going to the Commission be "grandfathered" to continue working 40 hours (no cost). If Commission staff came to the County, they should have the option of going to 40 hours (potential cost \$1.5 million).
- o Administrative Overhead Charge: This pertains to the cost of legal, personnel, finance and other services provided by various departments to the Department of Recreation and Central Administration Services to the Department of Parks. It is difficult to breakout exact costs related to the administrative support services. To merge the Department of Recreation into the Commission, it is estimated that the cost for administrative support services would be \$308,000 annually. The County Government uses a percentage of 12.89% of salaries and benefits to calculate overhead costs. If the Department of Parks came into the County Government, this policy becomes an issue since additional funds would have to be appropriated to cover this annual \$3.8 million charge (12.89% of the Department of Parks Fiscal Year 1993 salaries and benefits). This is approximately \$900,000 more than the current costs for these services. If the Department of

Recreation left the County Government, the cost to provide administrative support in the Commission, would not nearly equate to the \$1.1 million now being charged for overhead.

- o Unfunded Liability: This refers to the deficit that would be created in either retirement fund due to the transfer of large numbers of employees. Enabling legislation would be needed to allow employees to retain membership in their current retirement plans and systems, if desired. If this cannot be accomplished, or a large number of employees wish to transfer from one system to the other, the unfunded liability could have an annual operating impact of \$700,000 (Parks to County) or \$175,000 (County to Parks). Advice has been provided from retirement experts indicating that this could potentially be an offsetting adjustment.
- o Collective Bargaining Implications: Because many of the issues related to the merger involve conditions of employment, discussion/negotiations need to take place with Local 400 prior to a merger decision or drafting of enabling legislation.

### III. Potential Merger Costs

A merging of Parks and Recreation, regardless of the direction, will generate both one-time costs and ongoing or annual costs. It was not possible to provide a "single bottom-line cost" to merge the two departments due to the following reasons:

- Many of these costs involve multiple, complicated policy issues, that vary depending on decisions from policy makers.
- After one-time costs are expended, there will be ongoing annual costs that result from merger. The differing nature of one-time versus annual costs require that they be viewed separately.
- Two sets of annual costs were developed. The first set of estimates is the "Annual Merger Costs - All Options." This set depicts all variables that effect merger. The second set of estimates is the "Annual Merger Costs - Directors' Recommendations". This set conveys specific recommendations of the Directors, regarding treatment of employees and ways to control the costs of merger.
- Costs are arrayed in a range of low to high to encompass the various sets of possibilities in each area.
- There is also a potential cost to the Prince George's County side of the Commission, in a merger to the Commission.



In a merger of the Departments, estimated incremental costs or cost reductions include:

One-Time Costs. These costs cover upfront expenses that are necessary to facilitate the merging of the departments.

These costs range from \$320,000 to \$423,000.

Annual Costs. The ongoing annual costs are incremental costs that will be incurred on an annual basis and largely result from elements of the personnel and retirement systems, management information systems and Administrative Overhead. Costs for the Discontinued Service Retirement benefit, Administrative Overhead and the unfunded liability related to the retirement systems are also included. Two sets of annual costs are provided:

Annual Merger Costs - All Options. These costs range from cost reductions of (\$390,000) to costs of \$6,532,000.

Annual Merger Costs - Directors' Recommendations. These costs range from \$206,000 to \$5,837,000.

For detailed information relating to these costs, refer to Potential Merger Costs section of this report.

#### IV. Alternatives to Merger

##### Opportunities for Cooperative Efforts

A number of areas have been identified through this study process where closer coordination/cooperation could produce enhanced and/or more efficient service delivery if a decision is made not to merge or if a merger is delayed. These include:

- Improved coordination of staff functions, delivery of service and planning for classes, leagues and special events.
- Facility Planning and Development, CIP and Operating Budget Coordination. Increased interagency involvement in the budgetplanning and preparation process could produce a better integration of programs and facilities.
- Community Relations/Publications. Materials and messages could be jointly developed and distributed.
- Volunteer Recruitment. Joint recruitment and a broader range of opportunities could enhance volunteer efforts.
- Personnel Exchange. An agreement could be reached for the temporary exchange of personnel for purposes of occupational development.

## V. Conclusion

From a philosophical and professional point of view, a merger between the Parks and Recreation Department will ultimately provide the best level of recreational services to the citizens of Montgomery County. From a practical and political point of view, this decision becomes less clear or easy. The initial and ongoing annual costs could range from several hundred thousand to several million, although a streamlined management structure of a merged organization could recover some of these costs over the long term through potential cost reductions of over half a million dollars each year.

Impacts on employees can be mitigated by enabling legislation permitting them to retain their employment and salary levels.

The most difficult aspect of the decision comes when examining the implications of removing Department of Parks from the Bi-County Commission, or Department of Recreation from the Executive Branch. For a variety of sound reasons, neither Director is comfortable with a recommendation that would remove their Department from its existing parent organization.

The final decision should be based on the initial and ongoing merger costs, potential long term cost reductions and what is in the best long term interests of the residents of Montgomery County and the Regional District.

# ONE-TIME MERGER COSTS

CATEGORY	RECREATION MERGES INTO THE COMMISSION			PARKS MERGES INTO THE COUNTY		
	LOW	HIGH	NOTE	LOW	HIGH	NOTE
ONE-TIME MERGER COSTS						
Personnel			(A)			(A)
Classification Study & Organizational Review	\$160,000	\$160,000		\$160,000	\$160,000	
Management Information Systems			(B)			(B)
Central Administrative	\$168,900	\$182,900		\$128,000	\$171,500	
Departmental Systems	(\$9,000)	\$39,300		(\$8,500)	\$109,300	
Telecommunications	\$8,900	\$8,900		\$8,900	\$8,900	
Office Functions	\$33,400	\$33,400		\$33,400	\$33,400	
TOTAL ONE-TIME COSTS	\$360,200	\$422,500		\$319,800	\$481,100	

## ANNUAL MERGER COSTS - ALL OPTIONS

CATEGORY	RECREATION GOES TO PARKS & COMMISSION			PARKS GOES TO RECREATION & COUNTY		
	LOW	HIGH	NOTE	LOW	HIGH	NOTE
ANNUAL MERGER COSTS						
Discontinued Service Retirement	\$113,200	\$565,800	(C)			
Administrative Overhead	\$308,000	\$308,000	(D)	\$3,800,000	\$3,800,000	(D)
Unfunded Liability	\$175,000	\$175,000	(E)	\$700,000	\$700,000	(E)
Personnel						
Work/Week Adjustment	(\$421,800)	\$2,425,200	(F-1a)	\$1,482,000	\$1,482,000	(F-1b)
Salary Differential Adjustment	(\$174,700)	\$1,062,300	(F-2a)	\$0	\$894,800	(F-2b)
Annual Merit	(\$25,400)	(\$25,400)	(F-3a)	\$78,000	\$78,000	(F-3b)
Pay Performance	\$91,300	\$91,300	(F-4a)	(\$280,900)	(\$280,900)	(F-4b)
Management Information Systems			(G)			(G)
Departmental Systems	\$700	\$700		\$50,000	\$57,000	
Telecommunications	\$800	\$800		\$800	\$800	
Office Functions	\$42,500	\$42,500		\$0	\$0	
Reductions in Managerial/Supervisory Staff	(\$500,000)	\$0	(H)	(\$500,000)	\$0	(H)
TOTAL ANNUAL COSTS	(\$390,200)	\$4,646,200		\$5,329,900	\$6,531,700	

## ANNUAL MERGER COSTS - DIRECTORS' RECOMMENDATIONS

CATEGORY	RECREATION GOES TO PARKS & COMMISSION			PARKS GOES TO RECREATION & COUNTY		
	LOW	HIGH	NOTE	LOW	HIGH	NOTE
ANNUAL MERGER COSTS						
Discontinued Service Retirement	\$113,200	\$565,800	(C)			(C)
Administrative Overhead	\$308,000	\$308,000	(D)	\$3,800,000	\$3,800,000	(D*)
Unfunded Liability	\$175,000	\$175,000	(E)	\$700,000	\$700,000	(E)
Personnel						
Work/Week Adjustment	\$0	\$0	(F-5a)	\$1,482,000	\$1,482,000	(F-5b)
Salary Differential Adjustment	\$0	\$0	(F-6a)	\$0	\$0	(F-6b)
Annual Merit	(\$25,400)	(\$25,400)	(F-3a)	\$78,000	\$78,000	(F-3b)
Pay Performance	\$91,300	\$91,300	(F-4a)	(\$280,900)	(\$280,900)	(F-4b)
Management Information Systems			(G)			(G)
Departmental Systems	\$700	\$700		\$50,000	\$57,000	
Telecommunications	\$800	\$800		\$800	\$800	
Office Functions	\$42,500	\$42,500		\$0	\$0	
Reductions in Managerial/Supervisory Staff	(\$500,000)	\$0	(H)	(\$500,000)	\$0	(H)
TOTAL ANNUAL COSTS	\$206,100	\$1,158,700		\$5,329,900	\$5,836,900	

## NOTES OF EXPLANATION

- (A) Estimated cost of classification study and organizational review as recommended by the Personnel Committee.
- (B) Includes one time costs that are beyond estimated costs in the current 3-5 Year Systems Plans for both agencies. Includes the following:
- Central Administrative Systems: costs for conversion of personnel/payroll, accounting/finance, retirement systems, and upgrades to computer hardware.
  - Departmental Systems: ranges from a possible savings from merging some systems to the highest cost of combining Parks' Facility Scheduling and Recreation's Class Registration systems. Includes cost for Recreation's connection to the Parks local area and wide area networks.
  - Telecommunications: purchase of additional FAX machines to effectively communicate in merged environment.
  - Office Functions: costs to upgrade 75% of Recreation's computers and to upgrade Recreation's software to meet M-NCPPC standards for compatibility in merged agency.
- (C) Recreation employees who have 10 continuous years of service are eligible to receive a Discontinued Service Retirement benefit in a merger to the Commission. If all eligible employees (52) elect to choose this benefit, the potential long term net cost to the retirement system would be approximately \$7.3 million. This would increase to \$22.6 million over the amortization (40 years) of the program, or \$565,000 annually. If 20% of eligible employees elect to choose this benefit, the estimated cost is \$1.4 million. This would increase to \$4,526,000 over the amortization (40 years) of the program, or \$113,150 annually.
- (D) Both Bi-County operations of the Commission and General Government departments/agencies provide assistance in common functions including personnel, finance, systems & programming, and legal. The impact on administrative resources in a merger to the Commission is estimated to cost \$308,000 based on input from M-NCPPC Department Heads. The impact on administrative resources in a merger to the County is estimated to cost \$3.8 million, based on current chargeback assessment to Special Funds of 12.89% of salaries and benefits. (\* The Directors do not recommend \$3.8 million for administrative overhead charges in a merger to the County, however, this amount is reflected given the County's current policy).

- (E) Maryland State law does not require the transfer of employer contributions to the Retirement Plan of the "receiving" retirement system. If a transfer of assets were made to cover the present value of accumulated plan benefits, the cost of the unfunded liability in a merger to the Commission would be \$7 million, or \$175,000 annually over 40 years. In a merger to the County, the costs would be \$11.8 million, or \$700,000 annually over 40 years. Overall, the cost to cover the unfunded liability may be offset by a "relief" of cost in the other agency.
- (F-1a) Low end of range reflects estimated savings in salary adjustment if Recreation employees were to convert to a 37.5 hour workweek. High end of range reflects estimated adjustment to salaries of all employees in the Montgomery County side of the M-NCPPC to convert to a 40 hour workweek. A similar adjustment for the Prince George's County side of the Commission is estimated at \$3,415,300.
- (F-1b) Reflects estimated cost for average salary increase of 6.7% for Parks employees, excluding Park Police, to convert to a 40 hour week.
- (F-2a) Low end of range reflects estimated savings in salary adjustment if Recreation employees' salaries were reduced on the average of 2.61% in attempt to establish equity between the pay scales. High end of range reflects estimated adjustment to salaries of all employees in the Montgomery County side of the Commission. This adjustment would consist of an average increase of 2.61% in attempt to establish equity between the pay scales. A similar adjustment for the Prince George's County side of the Commission is \$1,468,100.
- (F-2b) Low end of range reflects no salary adjustment for Parks employees to compensate for the differential in pay scales. High end of range reflects estimated adjustment to salaries of Parks employees in attempt to establish equity between the pay scales. This adjustment would average 2.61%.
- (F-3a) Reflects a savings due to a .5% decrease in annual merit increases. (The Commission gives 3% annual merit increases, whereas the County gives 3.5%).
- (F-3b) Reflects an additional outlay due to .5% increase in annual merit increases. (The County gives 3.5% annual merit increases, whereas the Commission gives 3%).



- (F-4a) Estimated cost in providing pay performance to Recreation personnel consistent with the current Commission practice.
- (F-4b) Estimated cost reduction in not providing pay performance to Parks personnel.
- (F-5a) Directors' Recommendation: Estimated based on allowing Recreation employees to have the choice of retaining their 40 hour workweek. Positions would revert to a 37.5 hour workweek when vacated.
- (F-5b) Directors' Recommendation: Estimated based on Parks employees raising their workweek to 40 hours, and receiving a 6.7% salary adjustment. If all Parks employees opted for the 40 hour workweek, the estimated cost is \$1,482,000.
- (F-6a) Directors' Recommendation: Estimated based on placing Recreation employees in the new classification and grade at their pre-transfer salary level as long as the pre-transfer salary falls within the range of the new grade. If below the minimum of the new grade range, the employee's salary will be increased up to the minimum. If beyond the maximum, the employee will retain his salary, but would not receive pay increases or adjustments until the maximum exceeds the red-circled rate. An estimate of the potential costs could not be provided.
- (F-6b) Directors' Recommendation: Estimated based on placing Parks employees in the new classification and grade at their pre-transfer salary level as long as their pre-transfer salary falls within the range of the new grade. If below the minimum of the new grade range, the employee's salary will be increased up to the minimum. If beyond the maximum, the employee will retain his salary, but would not receive pay increases or adjustments until the maximum exceeds the red-circled rate. An estimate of the potential costs could not be provided.
- (G) Ongoing costs for communications and maintenance. Includes costs of an additional computer support person required for user support and system administration.

- (H) Based on assumption that a merged organization could, over the long term, allow the phasing out of some supervisory or management positions, that would result in an annual reductions of costs. This would be contingent upon conducting a thorough organizational review. We believe that these cost reductions could range up to \$500,000.

It is important to note that costs have not been estimated and included for office modifications or relocation, movement of computer equipment, telephone and data wiring. Though some costs no doubt will be needed, this level of implementation analysis was not considered appropriate until a decision on merger and direction is made.

For additional information on these various costs, refer to the sections on Key Issues, Treatment of Employees, Administrative Overhead, Personnel, and Management Information Systems.

#### Summary

In the event of a decision to merge, it is recommended that additional analysis is conducted overall, to lay out a specific implementation plan and detailed cost estimates.



THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

8787 Georgia Avenue • Silver Spring, Maryland 20910-3760

January 8, 1993

The Honorable Neal Potter  
Montgomery County Executive  
101 Monroe Street  
Rockville, Maryland 20850

The Honorable Marilyn J. Praisner  
President  
Montgomery County Council  
100 Maryland Avenue  
Rockville, Maryland 20850

Re: Department of Parks and Department of Recreation  
Merger Report

*Neal* *Marilyn*  
Dear Mr. Potter and Ms. Praisner:

The Montgomery County Park Commission has read and discussed the Merger Report prepared by the Director of Parks and Director of Recreation. We have also received a briefing on this report by the Directors and key staff involved in the study. Based on what we have read and discussed concerning this matter, we offer the following comments.

The Department of Parks has successfully operated for more than 65 years and the Department of Recreation has successfully operated for more than 40 years - each independent of but in harmony with the other. The successes and correspondingly strong citizen support that these departments have enjoyed over the years demonstrate that this arrangement not only works but works well, and that quality, cost effective parks and recreation services can be delivered to County citizens in a non-merged setting.

We agreed to cooperate fully with the Council and the Executive in the study and instructed the Director of Parks to participate in order to determine whether or not a merger of these two departments should occur. It became apparent to us that an obvious key in making this determination would be an identification of the efficiencies that might result that would translate into operating cost reductions while at the same time improving service delivery. We were clear from the beginning, however, that should a merger occur, it would involve the Department of Recreation coming to the Commission, for to do otherwise would destroy the Park and Planning Commission. Short of a merger, it is our judgement that both departments would benefit if they continued to operate as they do now but with improved communication, cooperation and a commitment to working even more closely together. A merger should not occur simply for "merger's sake."



The following are salient points to be gleaned from the report:

- o A merger in any direction will cost substantial dollars for several years. While the range of possible costs is considerable, any cost may very well be too much given the tight fiscal situation.
- o In the long term only eight to ten management and supervisory positions may be eliminated as a result of merger. This would amount to an estimated cost reduction of \$500,000 annually. There is no guarantee, however, that these positions will be eliminated. Even if these cost reductions are realized, ongoing annual costs of merger will still remain. In other words, these "cost reductions" do not outweigh the ongoing annual costs of merger except in a merger scenario where the Department of Recreation comes to the Commission.
- o Little, if any, duplication of services or functions occurs between the two departments. The cost reductions therefore expected from a merged department will be relatively small and perhaps not worth the effort or the anticipated merger costs.
- o County Council involvement in budget and policy matters of the Department of Parks would change dramatically if the Department of Parks were to become a part of the Executive Branch. Anything that would diminish the Council's role in parks affairs should be avoided.
- o The Planning Board, which also serves as the County's Park Commission, is the independent policy making body for the Department of Parks. In this role, the Park Commission sets policy only after communicating with the public through hearings and worksessions and giving every consideration to the needs and concerns of the community. In addition, the Park Commission provides County-wide input to the Council and the Executive for decisions they must make regarding budgets and priorities. A merger outside of the Park and Planning Commission would drastically alter the existing public process that guides the decision making in developing, managing and maintaining the County's park system. Under the Executive Branch, how would you replicate the function of the Park Commission and at what cost?

- o The valuable interactions between the planning and parks departments, the oversight provided by the same public body--the value of these land use intangibles to the public and elected officials cannot be overemphasized.
- o Twenty years ago, Prince George's County merged the Department of Parks and the Department of Recreation under the Commission. This arrangement has worked well and quality service is being provided. That merger, however, took place under much simpler financial and legal circumstances; it should not be assumed that merger could have occurred as easily today as it did then.
- o In September 1991, the County's Regional District Act Task Force Report concluded that the provisions of the Regional District Act are fundamentally sound and that the advantages of the present bi-county structure greatly outweigh the disadvantages. The County Council and the Executive accepted the findings of the Task Force and submitted state legislation, enacted in 1992, to strengthen Article 28. In that spirit, any merger considerations should not include the crippling effect of removing the Department of Parks from the Park and Planning Commission.
- o The Merger Report failed to look at additional cost implications that could result from a Department of Parks merger into the County that involve the loss of cost-sharing benefits derived from shared use of Central Administrative Services with the Commission's other Departments. The Department of Park's proportional share of the Montgomery County side of the FY 93 operating budget for Central Administrative Services amounts to 72%.
- o The annual cost of merger in the event the Department of Recreation comes to the Commission may be understated at the high end of the range by as much as \$4.9 million. This additional cost would result from treating the Commission's Prince George's County employees in the same fashion as the Commission's Montgomery County employees when eliminating salary differentials resulting from the 40 hour workweek issue and the existing pay inequity.

The Park Commission is not seeking or recommending a merger of the Department of Parks with the Department of Recreation. The departments are providing outstanding, efficient service as presently constituted. We do not believe that a merger should occur just because combined departments may be the rule rather than

the exception across the country. There are alternatives to merger that could improve service delivery, and these are effectively highlighted in the Merger Report. Unlike merger, pursuing these alternatives would have little or no major policy implications and would involve minimal costs.

If the Council and Executive determine that a merger should occur, we are prepared to cooperate in helping to make this a reality, provided the merged organization is under the umbrella of the Maryland-National Capital Park and Planning Commission. Because of the serious financial and policy costs, we would object greatly to any merger outside of M-NCPPC.

Sincerely,



Gus Bauman  
Chairman  
Montgomery County Park Commission

cc: Park Commission  
Don Cochran  
Trudye Johnson

bcc: J. Rhoads  
R. Marriott  
E. Navarre  
L. Hedgepeth  
R. Schiff  
M. Godfrey  
M. Joyce  
M. Feinstone  
K. Orlansky ✓  
G. Lynch  
J. Lawton  
P. Goldberg



# Montgomery County Government


ROCKVILLE, MARYLAND 20850

Neal Potter  
County Executive  
(301) 217-2500  
TTY 217-6505

## MEMORANDUM

February 22, 1993

TO: Marilyn J. Praisner, President, Montgomery County Council

FROM: Neal Potter, County Executive 

SUBJECT: Merger of the Recreation and Parks Departments

I have recently had the opportunity to read and discuss with the Recreation Director and others the study regarding the potential for merging the Recreation and Parks Departments. I am very appreciative and impressed with the staff effort that went into this report. However, I must admit to being a bit discouraged when I first read it. What seemed to be a simple idea with the potential of leading to a more efficient government operation turned out to be a web of complex policy issues and cost barriers.

I understand that nearly any restructuring of this nature typically requires some initial start-up costs and investment. However, I am very concerned about both the magnitude of the potential costs for this particular reorganization and our current ability to fund them. In my judgement, neither of these Departments could absorb these costs without an extremely serious reduction of services. This would not be either fair to the Parks and Recreation customers or in the best interest of the County. This is also not a cost that I am willing to recommend at the present time for support by the general taxpayer. Our other budget needs and priorities simply outweigh our ability this year to fund administrative restructuring which will not produce significant savings in the near term. Therefore, I am recommending that the County Council not move forward with plans to merge these two Departments.

However, there are matters such as retirement and compensation policies outlined in this report that need to be addressed. I am concerned about both the costs and the policy implications of the discontinued service retirement benefit as it apparently must be applied in such a merger. I want to explore further with you whether changes in this law are warranted and in the best long-term interests of the County. I am also interested in exploring whether or not we should have a more common classification and compensation system for all public employees. Though not covered in the Parks and Recreation study, these are public policy matters that really extend beyond this potential merger. Resolution of these issues has the potential of reducing both the cost and the administrative complexity of a Recreation and Parks merger, which, at some future time, still could be a desirable action.

Until such time, I believe we should endorse the concepts outlined in the report regarding service enhancements that can be achieved without a merger's taking place. Specifically, I am recommending that a Memorandum of Understanding be executed between

Marilyn J. Praisner  
February 22, 1993  
Page 2

the two Departments. It should cover all of the matters outlined in the report under Facility Planning and Development, Community Relations and Publications, Facility Scheduling/Permitting, Volunteer Recruitment, Ball Field and Facility Maintenance Contracts, Operating Budget and CIP Coordination, Personnel Exchange, and Park Commission/Advisory Board relationship.

Regarding this final issue, I am prepared to go beyond the recommendation in the report and support legislation that changes the structure of the existing Area and Countywide Recreation Advisory Boards making them advisory to the Park Commission as well as the County Executive and County Council. For all other areas, the Memorandum of Understanding should be detailed enough to depict specific outcomes desired and processes to achieve these results. Concurrence of the Planning Board is essential for this to be achieved. I recommend that you urge the Planning Board to work with the Recreation Department to develop such an agreement. I am prepared to direct Trudye Johnson to work cooperatively with the Chairman and the Director of Parks to arrive at a working document that will come as close as possible to achieving the benefits that could be realized through a merger, particularly those that most directly impact the customers and users of these services. I will ask that we both receive progress reports and be advised if any major disagreements or stumbling blocks occur.

For the time being, I believe this is the best that we can do. I have been, as you know, a strong supporter over the years of both Recreation and Parks. I cannot recommend an expenditure of tax funds to support the administrative costs that are apparently necessary for merger and I will not further reduce services beyond what is already necessary to adjust to the fiscal situation to make this possible. When and if the cost factors change, I would be willing to reconsider what still appears to me could be worthwhile structural change.

I look forward to working with the Council on this issue.

NP/sa



**Montgomery County  
County-Wide Recreation Advisory Board**

12210 Bushey Drive • Silver Spring, Maryland 20902 • 217-6820

RECEIVED COUNCIL  
93 FEB 23

PI: 19  
February 22, 1993

LUTZENING

The Honorable Neal Potter  
County Executive  
Executive Office Building  
100 Maryland Avenue  
Rockville, Maryland 20850

KO  
CHS  
CC

The Honorable Marilyn Praisner  
President  
Montgomery County Council  
Stella Werner Office Building  
Rockville, Maryland 20850

016447

Dear Mr. Potter and Mrs. Praisner:

The Recreation Advisory Boards have reviewed and discussed the Merger Report prepared by the Department of Recreation and Department of Parks. Our approach in following the development of this document has been to consider what is in the best interest of the residents of Montgomery County in the delivery of recreation and park services. To guide us in this effort, we viewed the primary function of the Department of Recreation to provide leisure programs and services to the community and the primary function of the Department of Parks is to provide and maintain leisure facilities. In most cases, we think the current system works well, but we feel there is room for improvement.

We have been concerned about the charge to the departments since we became aware of this study. The departments were asked to examine the feasibility of merging the two departments. The assignment triggered a heavy focus on identifying the differences between the parent organizations, most of which are very costly to remedy, and did not go far enough in our view, of exploring how consumer needs could be better served. This also resulted in a report which is too heavily focused on employee issues and the development of assumptions/positions to resolved these concerns. The most meaningful section of the report, "Alternative to Merger," speaks to ways to improve current services which is the most important factor to us.

In representing the community of users interest, we are looking for the following service indicators:

- o Department(s) that are responsive and sensitive to the community's needs



Neal Potter  
Marilyn Praisner  
February 22, 1993  
Page 2

- o Department(s) that establish and maintain direct lines of communication with the community
- o System(s) that enable the community to make maximum use of park and recreation facilities
- o An assurance of the most effective planning and location of public facilities
- o Innovation and flexibility to respond to community change
- o Responsiveness to information and referral needs and elimination of confusion in government services
- o Diversified programming that meets overall community needs which reach beyond those individuals or groups that already know how to access programs and facilities
- o Assurance that our present system(s) are the most cost effective way to delivery the services
- o Ways to gain economies if the Operating Budgets and Capital Improvements Programs of the departments are coordinated
- o Adequate input by residents into changes and development of policies that affect service provision

We believe that the bottom line for taxpayers and the using public must be the delivery of the highest quality services. This report speaks only indirectly to some of our interests largely due to the initial charge to the departments. The findings, as well as the tone of the report, reflect organizational and institutional adjustments that would be required to facilitate merger. We offer for your consideration, specific thoughts on some of the major findings:

COST. The cost represented in this report could be enormous and we are deeply concerned about this implication on existing services. The cost of merger range from \$300,000 to \$6,500,000 depending on how certain personnel, work week and retirement issues are resolved. We found the retirement unfunded liability issue particularly confusing and difficult to understand. These costs are not offset by significant savings from merging the two departments, long or short term in our opinion. We are concerned that money spent on implementing a merger would come at the expense

Neal Potter  
Marilyn Praisner  
February 22, 1993  
Page 3

of program, which has already suffered serious cuts and adjustments at a time when program and service demands are increasing. There is a long list of service needs in each department that cannot be met within their budgets and we cannot support allocating scarce resource for a merger of these departments.

COMMUNITY CHANGE. Our County, very much like the rest of the world has experienced significant change in demography - its people, its cultures; and in growth and development over the past 20 years. The organizational structures and systems that worked for 65 years for Parks and 40 years for Recreation obviously need to be modified to respond to our changing community. We are not prepared to say that the Recreation and Parks Departments are broken, but like many of our fortune 500 corporations in the private sector, they may need organizational adjustments to respond to today's needs. We recommend that you look to the mission statements of these departments to determine appropriate adjustments where necessary. We offer one example that may lend itself to modification which we feel are major benefits to the users. The Parks Department provides and maintains athletic facilities and issues permits for their use. Recreation is the largest user of these fields and is the primary provider of public youth and adult athletic programs. Each of the agencies brings a different kind of expertise to this service area. To the users it is confusing to discern who does what and in reality it doesn't matter. It only matters that it be done well. In today's environment, organizational responsiveness and survival requires collaborative efforts often assisted with technology. A strategy should be forthcoming from these agencies to make athletic facility programming and scheduling this a seamless process for the users. After all, both are paid from the tax payers pockets.

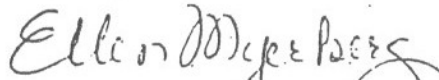
MIDDLE GROUND. Perhaps you should explore a middle ground between leaving well enough along and merging the two departments. We believe there are clearly opportunities to improve coordination and service delivery that could be implemented without a merger and at minimum cost. Our Eastern Area Advisory Board indicated the government at minimum should "build a bridge between these department to ensure effective services." Some of these areas are detailed in the "Alternative to Merger" section of the report. We recommend these as a beginning point. We have outlined in this letter expectations and benefits that the community expects at a minimum from these departments. Your decision on this report we believe result in service improvements to residents.



Neal Potter  
Marilyn Praisner  
February 22, 1993  
Page 4

We would like to acknowledge the staff work that went into this report, particular at a time of declining resources. We believe this effort has identified ways they can work closer and better together. Every year we've requested and received your support of these services because we believe they truly enhance the quality of life for all citizens. We would welcome an opportunity to speak and work with you on this matter.

Sincerely,



Ellen Myerberg, Chair  
County-wide Recreation Advisory Board

cc: Area Boards

Resolution No:	<u>15-1286</u>
Introduced:	<u>January 24, 2006</u>
Adopted:	<u>January 24, 2006</u>

**COUNTY COUNCIL  
FOR MONTGOMERY COUNTY, MARYLAND**

---

By: County Council

---

**SUBJECT:** Executive Regulation 12-05, Department of Recreation Fee Procedure

**Background**

1. On January 4, 2006, the County Council received Executive Regulation 12-05 from the County Executive. This Regulation establishes a procedure for fees for Department of Recreation programs.
2. The Council reviewed the regulation under method (2) of § 2A-15 of the County Code.
3. Under method (2), the regulation takes effect if the Council does not approve or disapprove it within 60 days after the Council receives it.

**Action**

The County Council for Montgomery County, Maryland approves Executive Regulation 12-05.

This is a correct copy of Council action.



Linda M. Lauer, Clerk of the Council



# MONTGOMERY COUNTY EXECUTIVE REGULATION

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland 20850

<b>Subject</b> Department of Recreation Fee Procedure	<b>Number</b> 12-05
<b>Originating Department</b> Department of Recreation	<b>Effective Date</b> January 24, 2006

## Montgomery County Regulation on

### DEPARTMENT OF RECREATION FEE PROCEDURE

Issued by: County Executive  
Regulation No. 12-05

Authority: Montgomery County Code (1994) Section 41-4

Council Review: Method (2) under Code Section 2A-15

Register Vol. 2.2 No. 4

Effective Date: January 24, 2006

Comment Deadline: April 30, 2005

**Summary:** This regulation amends Executive Regulation No. 2-94AM which authorizes the Montgomery County Department of Recreation to establish program and facility fees.

**Staff contact:** Rita Howard  
(240) 777-6810

**Address:** Department of Recreation  
12210 Bushey Drive  
Silver Spring, Maryland 20902



# MONTGOMERY COUNTY EXECUTIVE REGULATION

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland 20850

<b>Subject</b> Department of Recreation Fee Procedure	<b>Number</b> 12-05
<b>Originating Department</b> Department of Recreation	<b>Effective Date</b>

## 41.10.01.01 Definitions

- 1.1 **COMMUNITY BASED PROGRAMS AND SERVICES** means programs and services reduced in price and utilize tax or other funding support to recover a proportion of costs. These Programs and services are openly available to all residents on an equal basis. Qualification for this category may be one or more of the following:
- Programs/services are not routinely provided by the private sector.
  - Programs/services primary benefit is to the entire community, or a large portion thereof.
  - Programs/services that imposing the full cost recovery would pose a hardship on specific service users.
  - Programs/services that indirectly provide some significant benefit to the community.
- 1.2 **COMPARABLE FEES** means the charges that are being levied by other public or private providers of similar services within the County, nearby jurisdictions, or similar communities.
- 1.3 **COUNCIL/EXECUTIVE INITIATIVES** are programs or services that have been assigned by the County Council or the County Executive.
- 1.4 **DEPARTMENT** means the Department of Recreation.
- 1.5 **DIRECTOR** means the Director of the Department of Recreation or the Director's designee.
- 1.6 **FACILITY** means any space used for a program or service that has a direct operating cost.
- 1.7 **FINANCIAL ASSISTANCE** means a fee reduction or waiver provided to an individual or group for whom the full fee would be a barrier to participation.
- 1.8 **MARKET** means the economic climate which managers consider when comparing themselves to others providing similar services. A market price is the prevailing value at which services are provided.
- 1.9 **OPERATING COSTS** means the expenditure the Department makes to provide a program or service.
- 1.10 **PARTNERSHIPS** mean programs, services, or facilities jointly sponsored by the Department and one or more profit or non-profit corporate entities. A Contract or approved MOU must exist.
- 1.11 **RENTAL** means payment made for the exclusive use of a facility or space there-in. Rental fees may be charged for specialized use depending on the activity's impact on the facility.



# MONTGOMERY COUNTY EXECUTIVE REGULATION

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland 20850

<b>Subject</b> Department of Recreation Fee Procedure	<b>Number</b> 12-05
<b>Originating Department</b> Department of Recreation	<b>Effective Date</b>

1.12 **SPECIALIZED PROGRAMS AND SERVICES** means programs and services made available by the County whose primary benefits accrue directly to the individual or group with only nominal public benefit. Qualification for this category must be one or more of the following:

- Programs/services that have substantial limitation on space and time.
- Individuals or a group generate the need for the Program/Service.
- Programs/services that require contractor services, and/or leadership, and/or instruction.
- Programs/services that use consumable materials.
- Programs/services that take place in facilities with high capital, operating, or maintenance costs.
- Programs/services that require special preparation and/or conclusion.
- Programs/services that have fees imposed by others.

1.13 **STAFF COSTS** means the salary and fringe benefit expenses associated with all temporary staff, career personnel, and contractors who are directly responsible for the planning and provision of programs or services.

1.14 **SURCHARGE** means an additional fee charged to those who do not reside in the County or the Recreation Tax District, and any extended services charges, and any other costs outside of the fee categories.

## 41.10.01.02 Statement of Purpose

2.1 The mission of the Department of Recreation is to emphasize Teamwork, Objectivity, Growth, Imagination, Value, and Excellence in providing recreation and leisure services and facilities in everything the Department does for all communities. The acronym "TO GIVE" represents the Department's commitment to achieving this mission.

2.2 To fulfill the mission, the Department offers widely diversified recreation programs and services, striving for maximum citizen participation in the context of a sound fiscal program. Consumer demands for recreation and leisure services are greater than the availability of tax funds to support them; therefore it becomes an economic necessity to charge fees in order to supplement the recreation tax. These fees and charges provide the flexibility to offer services beyond what could be offered based on tax revenues only. Most fees and charges should be adjusted so that their per unit revenues will keep up with inflation.



# MONTGOMERY COUNTY EXECUTIVE REGULATION

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland 20850

<b>Subject</b> Department of Recreation Fee Procedure	<b>Number</b> 12-05
<b>Originating Department</b> Department of Recreation	<b>Effective Date</b>

- 2.3 Pricing for programs/services are to be established on sound cost based and market criteria and integrated into a total revenue process that also includes the Recreation District Tax, the General Fund, investment income, grants, and other sources.
- 2.4 This regulation is built upon several propositions that together form the philosophical base for an appropriate balance of user fees, tax revenues, and partnerships. These include:
- 2.4.1 Tax support should be primarily directed toward debt services, special needs, and community based programs.
  - 2.4.2 User fees should be the primary source of revenue for specialized programs, services, and rentals.
  - 2.4.3 User fees and tax support may be used for partnership programs/services.
  - 2.4.4 The cost of constructing facilities should be covered by the Recreation Fund, General Fund, partnerships, grants, state funds, and other outside resources, as they become available.
- 2.5 The Director of Recreation is authorized to establish programs, services, and facility fees based on a combination of costs, comparable fees, and market factors.
- 2.6 Anytime a new program is established in the Recreation Department or an existing program undergoes a major revision, the Director will decide the price recovery category and the specific program price.
- 41.10.01.03 Fee Categories
- 3.1 There are five pricing categories. All Recreation Department programs are assigned by the Director to one of these pricing categories.



# MONTGOMERY COUNTY EXECUTIVE REGULATION

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland 20850

**Subject**  
Department of Recreation Fee Procedure

**Number**  
12-05

**Originating Department**  
Department of Recreation

**Effective Date**

PRICE RECOVERY CATEGORIES	MINIMUM STAFF COSTS TO RECOVER	MINIMUM OPERATING COSTS TO RECOVER	MINIMUM SUPPORT STAFF COSTS TO RECOVER
Community Based Programs and Services	25%	50%	none
Specialized Programs and Services	100%	100%	50%
Partnerships	50%	50%	50%
Rentals	100%	100%	100%
Council/Executive Initiatives	0 – 50%	0 – 50%	0 – 50%

#### 41.10.01.04 Financial Assistance

- 4.1 The Department recognizes there are families and individuals who do not have the financial ability to pay all or some portion of the fees associated with Recreation programs or facilities. The Director is authorized to waive or reduce fees to respond to situations of financial need.

#### 41.10.01.05 Surcharges

- 5.1 Recreation District taxes subsidize a portion of Recreation programs and the operation of Recreation facilities. Individuals residing outside of the Recreation Tax District are assessed a surcharge to participate in fee based programs or facilities. Factors that may influence the surcharge include: market factors, overall revenue implications, cost retrieval, partnerships and grants.
- 5.2 Extended service charges may be applied to cover additional staff and operating costs incurred for participation beyond the initial program and/or service's intent.





# MONTGOMERY COUNTY EXECUTIVE REGULATION

Offices of the County Executive • 101 Monroe Street • Rockville, Maryland 20850

<b>Subject</b> Department of Recreation Fee Procedure	<b>Number</b> 12-05
<b>Originating Department</b> Department of Recreation	<b>Effective Date</b>

5.3 When there is a surcharge, it should be advertised. It will not always be practical or efficient to check addresses or identification of participants to enforce the surcharge. The "honor" system may be used in such cases.

## 41.10.01.06 Advertisement and Evaluation of Program Fees

- 6.1 The Department will advertise its programs and fees in the *Montgomery County Recreation Guide*, in flyers, brochures, on the Internet, and through other media. A copy of all current program fees authorized by the Director will be maintained and available in Recreation Department Administrative Offices.
- 6.2 The Department will seek input regarding pricing levels from a sampling of program participants and facility users. This information will assist in determining market factors.
- 6.3 The Department will also seek input from the Countywide Recreation Advisory Board regarding pricing. This Board is appointed by the County Executive to represent citizen interests on matters related to recreation and leisure services. The Countywide Recreation Advisory Board will hold a public forum at least once each fiscal year to hear citizens thoughts, viewpoints and concerns about Recreation Department prices and provide advice and recommendations based on this forum to the Director, the County Executive and the County Council.

## 41.10.01.07 Effective Date

- 7.1 This regulation becomes effective immediately after approval by the County Council or 60 days after the Council receives the Regulation if the Council takes no action within 60 days after receipt.

Approved as to Form and Legality  
Office of County Attorney

By [Signature]  
Date 2/23/05  
Walter E. Wilson

Approved:

[Signature]  
Douglas M. Duncan, County Executive





## **New Adopted Policy for Public/Private Partnerships**

**Effective September 19, 2007**

# Policy for Public Private Partnerships

## Section 1: Introduction

### 1.1 Purpose

A partnership is a cooperative relationship between people or groups who agree to share responsibility for achieving some specific goals, while also achieving the respective goals of each partner. Public Private Partnerships are contractual arrangements between public agencies and private sector entities that provide the prospect for greater opportunities for the general public and greater benefits to the private sector partner by combining and leveraging the resources and risks of each through cooperation and consolidation of their respective resources.

We have entered an era of growing demand for additional programs, enhanced parks and recreational facilities, and limited resources in competition with the growing demand for other publicly funded projects. Public Private Partnerships, when properly applied, will work to the mutual advantage of the Maryland-National Capital Park and Planning Commission ("Commission"), users of services generally offered by the Commission, the taxpayers, and private companies seeking new business opportunities or a means in which to contribute to its community. However, only by establishing clear priorities and a user-friendly framework within which both the Commission and the private sector partner can reasonably operate, will Public Private Partnerships work and best serve the interests of all parties. The Public Private Partnership provide added value to each partner through its participation in the partnership.

According to the National Council for Public Private Partnerships, five critical components are required for successful public private partnerships:

- Political leadership;
- Public sector involvement;
- A well thought out plan that outlines all the expectations for the public private partnership project;
- Communication with all stakeholders, including affected employees, residents of the impacted community, the portion of the public receiving the service, and relevant interest groups; and
- Selection of the right partner.

This Policy for Public Private Partnerships (this "Policy") addresses all of these critical components by defining the expectations of the Commission and setting forth the parameters under which the Commission's program of public private partnerships will operate in order to assure success of its public private partnerships. This Policy is intended to achieve these results while adhering to the principles of preservation and use of parkland, Commission facilities and resources in the best interests of the public.

Public Private Partnerships should not be considered a 'silver bullet' remedy, but they can offer innovative and competitive solutions when:

- The value of the Partnership is demonstrated;
- Risk is allocated to the partner best able to manage and mitigate it; and
- Processes are open, fair and transparent.

Clearly, there are roles for both the public and private sectors. The challenge, which the Policy is designed to address, is to determine the optimum mixture of public and private resources that will lead to the optimum method of providing public services at acceptable levels of quality, cost, and risk. Furthermore, the Commission recognizes that public private partnerships require significant investment, and the Commission must consider all costs, including opportunity costs and operating budget impacts before committing its resources to a proposed Public Private Partnership. Prior to the Commission's entry into a Public Private Partnership, the essential terms of the Partnership as set forth in this Policy will be presented in open session to the Commission or the relevant Planning Board for approval after public review and comment.

#### 1.2 Public Private Partnerships Defined

A Public Private Partnership (sometimes referred to herein as a "Partnership") is an agreement between the Commission and a private sector entity (sometimes referred to herein as "Partner" or "Private Partner"), through which the skills, assets and resources of the Commission and the Partner are shared in delivering a service or facility for the use of the general public<sup>1</sup>. It is a cooperative relationship between the Commission and its Partner, who agree to share responsibility for achieving specific goals. The Commission and the Private Partner share in the risks assumed and rewards gained by the delivery of the service and/or facility. The roles, risks and rewards must be contractually agreed, setting forth incentives for maximum performance while allowing for the flexibility necessary to achieve the desired results.

Not every agreement between the Commission and a private entity is a public private partnership. For example, private donations or private sponsorships of Commission programs do not necessarily create a public private partnership. The proposal by the private entity must be evaluated to determine the true nature of the relationship, and what, if any, risks, resources, and responsibilities are shared. For example, donations may appear to be partnership. But they may be conditional donations instead of partnerships. A concessionaire, where a private party is simply given the right to undertake and profit from a particular activity on Commission property, is not a public private partnership. Leases that do not extend beyond a typical landlord-tenant relationship with the typical rights and obligations of the respective parties are not public private partnerships. And

---

<sup>1</sup> The Commission's entry into any agreement with a private entity under this Policy is not intended to, and does not create a legal partnership.

agreements with other public entities do not qualify as public private partnerships. That does not mean that any of those arrangements are not, or should not be guided by a clear set of priorities and establish the roles and responsibilities of each party. But such relationships do not fall within the framework of this Policy.

### 1.3 Types of Partnerships

Public private partnerships are developed in a wide variety of forms. The following are examples of existing or potential types of Partnerships appropriate for the Commission, which may be in the form set forth below, or take another form, so long as the terms of the Partnership and all Partnership Agreements (as defined later in this Policy) are in compliance with this Policy.

1.3.1. *Adopt a Field/Playground/Facility.* Private Partner agrees to maintain or upgrade a specified Commission-owned field, playground or facility, either due to the location of the field, playground or facility or in exchange for the benefit of use at particular times, and the maintenance or upgrade is in accordance with established Commission standards.

1.3.2. *Operations and Maintenance.* Private Partner operates and maintains a specified Commission-owned facility.

1.3.3. *Design-Build-Donate.* Commission provides access to the land to a Private Partner. The design and construction of the facility is fully or partially funded by the Private Partner, who donates the facility to the Commission. The Commission may be responsible for, or have oversight and review for a portion of the design or construction of the facility (including necessary infrastructure), as agreed in a development agreement between the Commission and the Partner, and the Commission operates the facility.

1.3.4. *Lease-Design-Build-Operate.* Commission leases the land to a private partner for the design, construction and, ultimately, operation of the facility. Responsibility of the respective partners for the design and construction of the facility (including necessary infrastructure) is negotiated through a development agreement. The Private Partner maintains and operates the facility under the lease.

1.3.5. *Commission Investment.* Commission provides resources, such as redevelopment or construction funding to a Private Partner to use on the privately owned property in exchange for an in-kind benefit to the Commission. For example, the Commission may prepay rent to the private partner to be used for construction funding of a facility in exchange for a long-term leasehold to the Commission in the facility.

## Section 2: Guiding Principles

### 2.1 Review of Public Private Partnerships

In order for the Commission to efficiently and effectively manage its Public Private Partnership opportunities, all proposals will be vetted through an initial review process. The following questions must be addressed before the Commission considers the substantive benefits of entry into a Public Private Partnership:

- Is the proposal defined clearly enough for evaluation?
- Is the proposal aligned with the mission and values of the Commission?
- Is the proposed relationship a Public Private Partnership, or is the proposal best served through another arrangement with the Commission?
- Does the Commission have the legal authority to enter into the Partnership as proposed?
- Can the Secretary-Treasurer ensure that the tax exempt status of bonds or other financing mechanisms issued for the Commission assets to be impacted by the proposal will not be at risk?<sup>2</sup>

### 2.2 Benefits of Public Private Partnerships

If benefits inure to both partners, the Public Private Partnership may be justified.

*2.2.1. Benefits to the Commission.* First and foremost, a Public Private Partnership must have a clearly defined public purpose. An objective of the Commission is to provide standardized public services and facilities while making the most efficient use of public resources in an equitable manner with a strong emphasis on a stable baseline level of service. At the same time, staff and budgetary resources are often limited or fixed, and public regulations sometimes inhibit rapid innovation or technology upgrades. This does not mean that challenges related to delivery of services are unimportant, but rather that the Commission must consider alternative means of delivering services, or delegating them to appropriate non-public sector partners. Public private Partnerships allow the Commission the flexibility to minimize these constraints while achieving its public objectives.

*2.2.2. Benefits to the Private Partner.* Private businesses are generally seeking a return on company resources and/or a means by which to contribute to the community of which it is a part. Private businesses that operate as non-profit entities generally have purposes and goals aligned with the public sector. Private

---

<sup>2</sup> There are strict IRS regulations regarding tax exempt bond financing and the impact from private uses on projects with outstanding tax exempt bonds. There are some ways to structure a transaction with private use without triggering a tax-exempt bond problem, but the terms of the transaction must be vetted through the Commission's Secretary-Treasurer. They would involve very limited "private payments" to the Commission and/or an operating contract based on a fixed fee. Private payments include not just rent, but other investment such as private construction of facilities and private party operation/maintenance responsibilities.

businesses meet these objectives by making strategic investment decisions, seeking new business opportunities, and/or supplying needed services to its clients. Public private partnerships offer private businesses the opportunity to improve profitability, expand their markets, and meet their clients' needs.

2.3 Justification for Public Private Partnerships.

However, a Public Private Partnership should be considered if there is no legal, regulatory or legislative prohibition to involving the Private Partner in the provision of the service or the project, and one or more of the following conditions exist:

- a. The Partnership leverages the assets of both the public and the private sector while increasing the quality or level of service over that which the public resources alone would provide, such as relief for overburdened Commission staff in the development, construction or operations of parks facilities, or providing access to private investment and innovative financing to augment public resources;
- b. There is support from the users of the service for the involvement of a Private Partner;
- c. A project can be expedited by grouping multiple responsibilities in a single agreement (such as combined design and construction);
- d. The Commission will receive access to a specialized expertise, not otherwise available;
- e. The Partnership is reflective of new and emerging trends in the parks and recreation field and provides an opportunity for innovation;
- f. The Partnership provides access to proprietary technology not otherwise available;
- g. The Partnership provides the ability to apply special incentives and disincentives to improve project performance; or
- h. A service or project can be implemented sooner than the Commission's resources alone would allow.

2.4 Constraints

2.4.1. *Equity of Service.* The Commission attempts to maintain equity of service throughout Montgomery and Prince George's Counties, respectively. Partnership Agreements should include means to ensure that Partnerships do not create an imbalance of services and projects so that the county residents with greater economic needs are not underserved in relation to those residents who are more able to raise private funds for Partnerships.

2.4.2. *Access Not Limited.* Participation in the activity that is the subject of the Public Private Partnership must be available to all constituents of the Commission. The Private Partner cannot limit access in the form of a "private club," which would require membership in a particular organization in order to participate.



2.4.3. *Legal Authority.* Participation in the activity that is the subject of the Public Private Partnership, and all obligations of the Commission must be within the legal authority of the Commission.

2.4.4. *Lease Limitations.* Pursuant to Section 5-110, Article 28 of the Maryland Annotated Code, all leases exceeding 20 years must be approved by the County Council for the County in which the property is located, no lease of Commission land can be for a term exceeding 40 years, and at the expiration or termination of the lease, all improvements to the property must convey to the Commission at no cost to the Commission, regardless whether the improvements were added by the lessee during the term of the lease.

2.4.5. *Level of Maintenance.* All Partnership Agreements must include a requirement for the Private Partner, if responsible for maintenance of Commission assets, to maintain them at a level no less than the Commission's standards for maintenance. In order to assure such level of maintenance, in addition to specific maintenance obligations in a lease, the Private Partner will be required to maintain capital and operating reserve funds during the term of lease.

2.4.6. *Environmental Stewardship.* The mission of the Commission includes the responsibility to protect and steward natural resources. The Commission operates its parks and facilities consistent with that mission and in compliance with sound environmental practices. Therefore, all operations at or on parks or park facilities will be in a manner consistent with the environmental guidelines and programs of the Commission.

2.4.7. *Tax-Exempt Bonds.* A Public Private Partnership that includes or anticipates the use of Commission assets must be reviewed and approved by the Commission's Secretary-Treasurer to ensure that the tax-exempt status of Commission or publicly issued bonds is not impacted by the private contribution of or through such Partnership.

2.4.8. *Taxes.* Any taxes that are assessed or charged against the Partnership due to the activities of Public Private Partnership will be the responsibility of the Private Partner.

## 2.5 Compliance with Laws

The Partnership Agreements and the activities of all Partnerships must be within the authority of the Commission under Article 28 of the Maryland Annotated Code, and must be in compliance with Commission regulations, federal, state, and, if applicable, local laws. Partners must comply with Commission regulations such as the Commission's Anti-Discrimination Program, federal, state, and local laws.

### Section 3: Communications Strategy and Public Accountability

#### 3.1 Reporting and Monitoring

Once a Public Private Partnership has been established, the Commission must remain actively involved in the Partnership and the activities provided by the Partnership. On-going monitoring of the performance of the Partnership is important means of assuring its success by maintaining open, fair and transparent processes and sustaining the support of relevant interest groups, including the public receiving the service. Therefore, all Partnership Agreements must include provisions for regular reporting to the Commission and the right of the Commission to periodically audit the Partner's books and records.

3.1.1. *Financial Reporting.* In accordance with a reasonable schedule to be established between the Commission's Secretary-Treasurer and the Partner, the Partner will provide the following financial reports to the Commission's Secretary-Treasurer for review and comment. The extent of the financial information will be dependent on the type of partnership and complexity of the transaction. Required reporting may include:

- a. Audited financial statements, including an independent certification of the amount of payments, if any, due to the Commission that are based on performance;
- b. Annual Budget
- c. Quarterly income statements;
- d. Applicable income and/or operating projections, compared to budget, and prior year actual results; and
- e. Any other information reasonably requested by the Secretary-Treasurer.

3.1.2 *Audit.* The Commission, through its Secretary-Treasurer, will have the right to access the Partner's books, records, and financial accounts pertaining to any matters related to or derived from the Partnership and the Partnership Agreements to ensure compliance with the Agreements and this Policy. The Partner will maintain supporting data and accounting records for a period of three (3) years in accordance with generally accepted accounting practices.

3.1.3 *Public Reporting.* More people are affected by a public private partnership than the Commission and the Partner. Portions of the public receiving the service, impacted communities and relevant interest groups will all have opinions about a Public Private Partnership and its value to the public. It is important to communicate openly and candidly with these stakeholders to maximize continuing support for, and minimize potential resistance to establishing and maintaining a Partnership. Therefore, the Partner must make an annual presentation to the Commission, in open session before the appropriate Planning Board to report significant activities conducted in support of the Partnership during the previous year, provide details about its business plan for the forthcoming year, and any other information reasonably requested by the



Commission, including but not limited to volunteer activity and patronage use. Additionally, if requested by the Commission, the Partner will participate in the meetings of relevant advisory boards to advise the Commission on matters of interest to the Commission that impact the continued successful operations of the Partnership, including its impact on neighboring communities.

#### Section 4: Processes and Procedures

##### 4.1 Incorporation into Commission Regulations

Public Private Partnerships are generally exempt from the Commission's procurement regulations under its Purchasing Manual [see Section 1-500(o)]. However, because public assets are involved, Public Private Partnerships are subject to certain competition procedures as outlined in Section 9 of the Purchasing Manual. If a prospective Private Partner is uniquely qualified, or if an unsolicited proposal is received, unless upon the recommendation of the Director of Parks/Parks and Recreation and after consultation with the appropriate Planning Board, the Executive Director determines that it is in the best interest of the Commission to competitively compete the partnership opportunity, an RFP for the partnership opportunity does not need to be issued. However, the Private Partner must engage in competitive processes in the provision of services to be provided by the Partnership, and MFD and Non-Discrimination requirements must be included in all Partnership Agreements. In order to assure the proper and uniform implementation of this Policy, upon adoption by the Commission, this Policy will be managed through amendments to Section 9 of the Commission Purchasing Manual.

##### 4.2 Public Review and Comment

Subject to Section 4.5.3, prior to the Commission's entry into a Public Private Partnership, the essential terms of the Partnership will be presented in open session to the Commission or the relevant Planning Board for approval after public review and comment. The Planning Board may require that the Partnership Agreements be presented in open session, as well.<sup>3</sup>

##### 4.3 Managing the Public Private Partnerships

4.3.1 *Staffing the Public Private Partnership Program.* Effective management of Public Private Partnerships requires special expertise at many levels. This includes evaluation of the proposed Partnership, project development and implementation, and ongoing contract management. It is essential to involve personnel that clearly understand the Commission's objectives and regulations, and private business and contracting conventions. Most Public Private Partnerships require assessment of the financial capabilities of the Private Partner, as well as impacts to public financing and budgets. At a minimum, staff from the following departments/divisions should be involved with Public Private Partnerships:

<sup>3</sup> The Montgomery County Planning Board will review all of its Partnership Agreements.

- a. Prince George's County Department of Parks and Recreation or Montgomery County Department of Parks, as appropriate
  - i. Park Planning
  - ii. Park Development
  - iii. Park/Property/Facility Management
- b. Finance/Office of the Secretary-Treasurer
- c. Office of General Counsel
- d. Procurement
- e. Risk Management

To create responsive, efficient and effective management of Public Private Partnerships, any of the following organizational options could be undertaken and should reflect the present organizational structure and decision-making process within each County:

- a. Create a special or select committee to deal with Public Private Partnerships;
- b. Expand the role of an existing committee to include responsibility for Public Private Partnerships; or
- c. Delegate responsibility for Public Private Partnerships to a department with support from other departments and/or divisions.

4.3.2 *Responsibilities of the Public Private Partnership Staff.* The Commission must know what to expect of a Public Private Partnership before the Partnership is established. A carefully evaluated and developed plan for the Partnership and on-going monitoring of the performance of the Partnership will substantially increase the Partnership's probability of success. Within the parameters of this Policy, and in order to make appropriate and timely recommendations to the Commission or the relevant Planning Boards, the Public Private Partnership staff will:

- a. Act as the single point of entry for the private sector to approach the Commission with Public Private Partnership initiatives;
- b. Identify existing and future Public Private Partnership opportunities, and develop Requests for Expressions of Interest (REOIs) and/or Requests for Proposals (RFPs) to provide competitive Partnership opportunities that allows the Commission to compare and select the proposals that best serve the public interests;
- c. Evaluate proposals for Public Private Partnerships, whether such proposals are solicited or unsolicited, based on the criteria established in this Policy;
- d. Monitor existing Partnerships to ensure compliance with Partnership Agreements and this Policy, and evaluate revisions, expansions or changes to such Partnerships, whether requested by the Private Partner or by the Commission;
- e. Develop implementation strategies for specific Public Private Partnerships, including recommendations for designation of a project

manager and project team who will be responsible on behalf of the Commission to work directly with the Private Partner to assure successful project implementation and success of the Partnership on an ongoing basis; and

- f. Keep the Commission and/or the Planning Board regularly informed about the Public Private Partnership program and initiatives.

#### 4.4 Evaluations and Recommendations

4.4.1 *Initial Submission.* In order for the Commission to appropriately evaluate proposals for Public Private Partnerships, whether solicited or unsolicited, the initial Partnership proposal must include, at a minimum:

- a. A clear and complete description of the purpose and outline of the expectations of the respective partners, sufficient to vet the proposal through an initial review process as set forth in Section 2.1 of this Policy;
- b. Justification why a Public Private Partnership is the appropriate mechanism for delivery of the project or activities of the proposed Partnership consistent Section 2.3 of this Policy;
- c. A description of the proposed Partner, including relevant experience and references, and the proposed form of the Partnership;
- d. A business plan, including a market analysis of the proposed activities and a financial plan for the Partnership;
- e. A facility plan, if relevant; and
- f. Any other information required by the Commission for staff to complete its evaluation of the initial submission.

4.4.2 *Review of the Proposal.* The following comprises the minimum criteria and/or conditions of a proposal that staff should consider in its evaluation of a specific Partnership proposal when making its recommendation to the Planning Board:

- a. Whether the proposal meets the guiding principles outlined in this Policy and is otherwise consistent with this Policy;
- b. Whether the activities and terms of the proposal are acceptable for coverage of the Commission's risk by the Montgomery County Self Insurance Fund;
- c. Whether a proposed project is consistent with existing Commission policy plans, or has been identified by the Commission and/or Planning Board for a potential Partnership;
- d. Whether the proposed project and the Partnership is commercially reasonable;
- e. Whether the Private Partner has the financial capability, a sound financial plan and an appropriate level of experience to deliver the project and/or conduct the activities required of it in the Partnership;
- f. Anticipated short and long-term costs to Commission in resources, including workload and CIP or operating budget impacts;

- g. Whether the proposed project has a clearly identified and dedicated funding source to support the obligations of the Private Partner;
- h. Whether the level of entitlements and rights of the Private Partner are supported by economic value consistent with such Partner's contribution to the Partnership in resources and risks;
- i. Whether the output of the service can be measured and valued in a manner that allows the Commission to easily determine compliance with the purpose of the Partnership;
- j. The level of support for the Partnership from the proposed users of the service or project proposed;
- k. Whether the Partnership provides opportunities for access for underserved communities;
- l. Park Police must be involved in review of the proposed partnership activities and the Partnership Agreements so that, if appropriate, Crime Prevention through Environmental Design Concepts (CPTED) are utilized; and
- m. Whether the Commission has the availability to effectively oversee the Partnership, including design and construction of the project, and on-going activities of the Partnership.

#### 4.5 Implementation

4.5.1. *Public Private Partnership Agreements.* Public Private Partnerships are contractual arrangements. Allocating and assigning the proper roles, risks and rewards to the respective partners provides incentives for maximum performance, flexibility necessary to achieve the desired results, and is vital to the success of the Partnership. Therefore, every Partnership requires appropriate written documentation that sets forth the terms of the Partnership and the respective rights and obligations of the Commission and the Private Partner ("Partnership Agreements"). The Partnership Agreements can be in the form of one or more written agreements such as memoranda of understanding, leases, development agreements, joint use agreements and funding agreements. The Partnership Agreements, in addition to standard contractual provisions required in agreements between the Commission and third parties, will include, at a minimum the following detail of expectations and deliverables:

- a. The purpose of the Partnership;
- b. A description of the services to be provided or the activities to be conducted by the Partnership;
- c. Designation of the roles and responsibilities/risks and rewards of each partner, which should be based on a fair deal structure;
- d. A level of quality for the project consistent with standards established by the Commission for projects of a similar nature;
- e. The Partner must assign experienced and, if applicable, licensed professionals, dedicated to the project, to support the private sector responsibilities;

- f. Project milestones to assure the timely delivery of a Partnership project;
- g. Benchmarks that can be measured and valued to demonstrate the success of the Partnership, and that the purpose of the Partnership is being met;
- h. Appropriate obligations for sound financial management of the project or service offered by the Partnership;
- i. Obligations of the private Partner to provide regular reporting consistent with this Policy in order to assure that the activities and processes of the Partnership are open, fair and transparent to the community;
- j. Risk allocation to the partner best able to manage and mitigate such risks, with appropriate supporting indemnifications;
- k. The Private Partner must provide insurance with the types and amounts of coverage required by the Commission's Risk Management Office naming the Commission as an additional insured or loss payee, as appropriate;
- l. Provision of services or development of facilities in the park system must address the public's interests with regard to access, affordability, customer service, hours of operation, variety of programming, and diversity of staff;
- m. The Park Police must maintain jurisdiction in the parks;
- n. A clearly defined method of dispute resolution;
- o. The Private Partner will have no right to assign or otherwise transfer its obligations in the Partnership without the Commission's consent; and
- p. Provisions addressing the requirements that are otherwise set forth in this Policy.

4.5.2. *Construction on Park Property.* A hearing and review by the Planning Board of the proposed plans for the project may be required, which will follow the standards of review applicable to private development in the applicable County. Prior to commencement of construction on Commission-owned property, the Private Partner must apply to the appropriate department for a Permit to Construct on Park Property ("Park Permit"). Along with the application, the Private Partner must submit construction plans, a project schedule, and a project budget for review and approval. Construction of any improvements will be completed in a good and workmanlike manner, and in accordance with all applicable laws, regulations, approval and permitting processes, including any applicable CIP process for the County in which the property is located. Facilities must be constructed in accordance with the design, safety, maintenance standards, and construction specifications established or approved by the Commission. The Commission's issuance of a Park Permit will be conditioned upon the following:

- a. All necessary Partnership Agreements have been reviewed and endorsed by the Office of General Counsel, the Secretary-Treasurer, and Risk Management;
- b. All necessary Partnership Agreements have been fully executed by all authorized parties;
- c. The Commission has approved the construction plans and project schedule;

- d. The Commission has approved the project budget, and the Secretary-Treasurer has confirmed the Private Partner's certification that all funds as set forth in the approved budget are available for use in the project;
- e. The Commission has received all required insurance certificates and completion bonds;
- f. The Private Partner has provided the Commission with copies of all required governmental permits and approvals<sup>4</sup>;
- g. Any other requirements required by the Partnership Agreements have been met, such as public hearings and approvals of the appropriate Planning Board, or CIP funding approval by the County Council;
- h. The Private Partner must provide the Commission with as-built plans and assignment of any warranties upon completion of the construction of the improvements; and
- i. The Private Partner must, in a timely manner, meet all conditions required by relevant governmental agencies to close all permits issued for the project.

4.5.3. *Administrative Management.* Partnerships will be managed administratively if they do not meet a minimum threshold dollar value to the Commission of \$100,000 or more, or the active relationship will not extend beyond a six month time period.

---

<sup>4</sup> The Private Partner will be the named applicant on such governmental permits. However, under extraordinary circumstances, including but not limited to financial hardship, the Private Partner may apply to the Commission for a waiver and request that the Commission be the named applicant. Regardless, the Partner must post any bonds that would be required for the issuance of such permits, without regard to the Commission being exempt from any such bonding requirements.

### Breakdown of Allocated "Management" Workyears for Department of Parks Recreation Programming

Program	Director's Office	Enterprise Financial Operations	Enterprise Regional Operations	Northern and Southern Regions	ParkPass	Total Workyears
Boats	0.1	0.3	--	1.2	--	1.6
Brookside Gardens	0.2	0.4	--	--	0.1	0.7
Ice Rinks	0.1	0.9	0.7	--	0.2	1.9
Little Bennett Campground	0.3	0.4	0.1	0.2	0.2	1.2
Mini-Golf/Splash Playground	0.1	0.3	--	0.1	0.1	0.6
Nature Centers	0.4	0.7	--	--	0.2	1.3
Tennis	0.4	0.8	--	--	0.2	1.4
Trains/Carousel	0.1	0.3	0.4	0.7	--	1.5
<b>Total</b>	<b>1.7</b>	<b>4.1</b>	<b>1.2</b>	<b>2.2</b>	<b>1.0</b>	<b>10.2</b>



## **Sample of Recreation Programs Offered by the Department of Parks and Department of Recreation in 2008**

As part of this assignment, the Council requested that the Office of Legislative Oversight (OLO) identify the array of recreational programs offered by the M-NCPPC Department of Parks and County Department of Recreation. OLO's definition of recreation programming for the purposes of this study is presented in Chapter II. OLO's inventory of recreation programs offered by the Department of Parks and Department of Recreation is based off of the "Montgomery County Guide: Recreation and Park Programs" (Program Guide) from winter to fall 2008; both departments' summer camp guides; and from discussions with staff from the two departments. OLO based its count of programs on the unique program titles offered. If a program was offered more than once, it was only counted once.

OLO compared the array of recreation programs offered by the Department of Parks and Department of Recreation by grouping the types of programs within the following categories:

- Sports programs;
- Summer camps and clinics;
- Classes and activities; and
- Trips and excursions.

In addition to the type of program, several other factors can impact the "uniqueness" of an individual program offered by the Department of Parks or Department of Recreation. To illustrate these factors, the charts below provide detailed information for 2008 summer camps and clinics and for the 2008 fall season of for the other three categories (sports, classes and activities, and trips and excursions). For each program, the charts indicate the location; number of classes, camps etc. offered; number of sessions; session duration (rounded to the nearest half hour); age group; and cost. The cost of each program provided below is the regular program cost listed in the Program Guide, which does not include any available discounts or additional trip, extended care, or material fees.



# Department of Parks' Summer Camps and Clinics, Summer 2008

Title	Location	Camps Offered	Sessions Per Camp	Session Duration (hours)	Ages (years)	Cost
<b>Nature/Science/Outdoors</b>						
Animals in Danger!	Locust Grove Nature Center	1	3	3.5	7-10	\$130
Babes in the Park Camp	Black Hill Visitor Center	1	4	3	2-5	\$85
Be Kind to Animals Camp	Brookside Nature Center	1	4	5	9-12	\$140
Bug Camp	Brookside Nature Center	1	4	2	6-8	\$75
Butterfly Flutterby	Brookside Gardens	1	5	2	7-9	\$80
Camping Camp	Little Bennett Campground	1	5	6	8-13	\$210
Conservation Camp	Meadowside Nature Center	2	4	2.5-4	5-7, 7-10	\$95-120
Earthkeepers Camp	Black Hill Visitor Center	2	4	3	4-6, 4-7	\$85
Eco-Explorers Camp	Brookside Nature Center	1	4	3	8-10	\$110
Exploring Maryland's Water	Locust Grove Nature Center	1	5	5	9-12	\$200
Fishing Camp for Youth	Black Hill Visitor Center	1	4	9.5	11-17	\$175
Fossil Finds	Locust Grove Nature Center	1	4	3	7-9	\$115
Fun with Water Camp	Brookside Nature Center	1	4	2.5	10-13	\$100
Geology Camp for Youth	Black Hill Visitor Center	1	5	9.5	12-17	\$175
Green Gardening Camp	Brookside Gardens	1	2	2.5	8-10	\$100
Jurassic Camp	Meadowside Nature Center	1	4	4	8-13	\$175
Kinder Camp	Brookside Nature Center	1	4	1.5	5	\$60
Meteorology Camp	Meadowside Nature Center	1	4	4	8-13	\$175
Nature Discovery	Locust Grove Nature Center	1	4	2	5-6	\$70
Nature Time for Tots	Meadowside Nature Center	1	4	1	3-5	\$40
Nuts About Nature	Brookside Nature Center	1	4	2	6-7	\$70
Outdoor Adventure Camp	Little Bennett Campground	2	5	6	9-13	\$250
Outdoor Adventures Camp	Brookside Nature Center	1	4	6	14-17	\$180
Parent, Child and Mother Nature Camp	Locust Grove Nature Center	1	3	5	3-5	\$90
Parent and Child Craft Camp	Brookside Nature Center	1	4	2	3-6	\$80

*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Camps Offered	Sessions Per Camp	Session Duration (hours)	Ages (years)	Cost
Parent and Child Nature Camp	Brookside Nature Center	2	4	4	2-5	\$75
Park Rangers.	Locust Grove Nature Center	1	5	6	8-12	\$195
Pick of the Parks Camp	Brookside Nature Center	1	4	5	8-10	\$140
Super Science	Locust Grove Nature Center	1	5	4	6-10	\$150
Survival: Wheaton Park	Brookside Nature Center	1	4	5	11-14	\$140
Wee Little Scientists Camp	Meadowside Nature Center	1	4	2	3-5	\$40
Wildlife Ecology Camp	Brookside Nature Center	1	4	5	13-15	\$140
<b>Sports/Fitness</b>						
Chill-Out Mini-Clinic	Cabin John Ice Rink	1	3	1.5	5-17	\$130
Figure Skating School	Wheaton Ice Arena	3	5	2	5-14	\$260
Ice Dance Clinic	Wheaton Ice Arena	3	5	4	All, 18+	\$260
Ice Skating Camp	Cabin John Ice Rink	12	5	4	6-12	\$195
Ice Skating Institute Freestyle Clinic	Cabin John Ice Rink	2	5	5	5+	\$275
River Adventures Kayak Camp	Black Hill Visitor Center	2	4	9	12-17	\$175
Summer Hockey Clinic	Cabin John Ice Rink	1	5	3	6-12	\$250
Synchronized Skating Clinic	Cabin John Ice Rink	1	3	1.5	5+	\$130
Tennis & Ice Skating Camp	Cabin John Regional Park	3	5	6	8-13	\$250
Tennis Camp: Beginner/Beginner Plus	Cabin John Indoor Tennis	18	4-5	2	7-12	\$80-100
Tennis Camp: Intermediate/Advanced	Cabin John Indoor Tennis	18	4-5	2	7-12	\$80-100
<b>Art</b>						
Budding Artists I	Brookside Gardens	2	5	1.5-2	5-7, 8-10	\$65-75
Budding Artists II	Brookside Gardens	2	5	1.5-2	5-7, 8-10	\$65-75
<b>Multi-Dimensional</b>						
Week in the Park: AM	Wheaton In-Line Rink	7	5	5	6-13	\$175
Week in the Park: Full Day	Wheaton In-Line Rink	8	5	8	6-13	\$260

Department of Recreation's Summer Camps and Clinics, Summer 2008

Title	Location	Camps Offered	Sessions Per Camp	Session Duration (hours)	Ages (years)	Cost
<b>Nature/Science/Outdoors</b>						
Challenger Jr.	Public schools	10	4, 5	2	3-5	\$78-98
Challenger Space & Rocketry	Public schools	10	4, 5	6.5	5-12	\$156-195
EIS (Explorations in Science) Camp	Public schools	4	5, 9-10	6.5	6-8	\$135, \$243-270
Explorer	Local park	4	5, 9-11	6.5	9-13	\$145, \$261-290
Hidden Spring	Regional park	4	5, 9-12	6.5	9-14	\$145, \$261-291
Seneca Creek	Local park	5	5, 9-13	6.5	9-15	\$145, \$261-292
<b>Sports/Fitness</b>						
Aqua Sports Camp	Aquatic centers	16	5	7	6-12	\$245
Baseball Camps by Bases Loaded	Public schools, regional parks	2	4	5	6-13	\$152
Baton, Cheerleading, and Poms for Summer	Community centers, public schools	3	5	6.5	7-11	\$140-145
Butch Beard Basketball	Public schools	1	6	4	13-16	Free
Fencing School	Public schools	8	9-10	2	7-16	\$142-158
Football Clinic	Public schools	1	5	7	7-14	\$201
Funfit Summer Fun	Various local parks	12	13	2	3-5	\$180
Horseback Riding Camp	Camp Olympia	4	4-5	6	8-14	\$324-405
Horses & Sports & More	Camp Olympia	4	5	6	8-15	\$320
Karate Clinics	Public schools	2	5	2.5	6-12	\$50
Kids, Keys 'n Sports	Public schools	10	4-5	6.5	5-12	\$156-195
Lacrosse Camp by Global Kids	Public schools	5	4-5	6	7-10	\$156-195
MD Sports Field Hockey Camp	Public schools	4	4-5	7	8-14	\$195-240
MD Sports Pro Star Sports Camp	Public schools	9	4-5	7	6-14	\$195-240
MD Sports Summer Basketball Clinic	Public schools	6	4-5	7	6-17	\$195-240
Microstars	Community centers	12	5, 9-10	6.5	6-8	\$125, \$225-250
Mini Football Camp	Recreational parks	1	5	6	13-16	Free

*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Camps Offered	Sessions Per Camp	Session Duration (hours)	Ages (years)	Cost
MVP Soccer Camp for Girls	Public schools	1	5	6	6-14	\$230
One-on-One Basketball Clinic	Public schools	8	4-5	2	9-16	\$83-103
Philbin's Football Condition Camp	Philbin's Athletic Training Center	2	9	2	9-18	\$240
Shooting Stars Basketball Camp	Public schools	4	5, 9-10	6.5	8-12	\$130, \$234-260
Skateboard Clinics	Community centers, recreational parks	11	4-5	3.5	6-13	\$160-205
Skating Clinics In Line Basic		2	5	3.5	6-13	\$205
Soccer Clinic for Youth MVP Soccer Camps	Public schools	3	5	6	6-14	\$230
Soccer Skills Camp	Recreational parks	1	5	4	13-16	Free
Speed & Agility Camp	Public schools	1	5	4	13-16	Free
Sports Etc.	Public schools	4	5, 9-10	6.5	5-8	\$125, \$225-250
Sportzone	Community centers, public schools	24	5, 9-10	6.5	8-12	\$125, \$225-250
The Ultimate Boxing and Boot Camp -Youth	Public schools	1	4	3	7-15	\$100
UK Elite Soccer Half Day Clinic	Community centers, local parks, public schools	21	5	3	5-6, 7-10, 11-14	\$175
UK Elite Soccer Summer Petite	Community centers, local parks, public schools	12	5	1.5	3-4	\$120
UK Elite Sports Week	Public schools, local parks	2	5	3	7-14	\$175
Volleyball Clinics Mid-Atlantic	Public schools	2	5	3	11-14	\$120
<b>Art</b>						
AbraKadoodle: Anime (Cartooning)	Public schools	5	4, 5	3	7-12	\$95-118
AbraKadoodle: Another Crack at Wild & Wacky Art	Public schools	5	4, 5	3	6-12	\$95-118
AbraKadoodle: Art Outside	Public schools	3	4, 5	3	6-12	\$95-118
AbraKadoodle: Art Safari	Public schools	6	5	3	6-12	\$118
AbraKadoodle: Castles & Dragons	Public schools	3	5	3	6-12	\$118
AbraKadoodle: Icky Slimy Goocy	Public schools	5	4, 5	3	6-12	\$95-118
AbraKadoodle: Pirate Island	Public schools	5	4, 5	3	6-12	\$95-118
AbraKadoodle: Studio Two	Public schools	2	5	3	7-12	\$118

*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Camps Offered	Sessions Per Camp	Session Duration (hours)	Ages (years)	Cost
Abrakadoodle: Underwater Art Adventure	Public schools	4	5	3	6-12	\$118
Art Destinations Specialty Camp	Community centers, public schools	24	4, 5	3.5	7-15, 8-14, 9-15	\$189, 210-230
Art Expressions	Public schools	8	5, 9-10	6.5	6-8	\$133, \$239-265
Art in the Park	Local park	7	4, 5		4-9	\$50-75
Camp Little Linguists	Local park	1	5	6.5	5-8	\$210
<b>Multi-Dimensional</b>						
Club Holiday Endless Summer	Community centers	6	5	3-6	3-5, 3-12	\$98-170
Imagination	Community centers, public schools	40	5, 9-10	6.5	5-8	\$125, \$225-250
Little People Centers	Community centers, public schools	33	5, 9-10	4	4-5	\$85, \$153-170
On-the-Go	Community centers, public schools	12	5, 9-10	6.5	8-12	\$178, \$320-355
Summer Fun Centers	Community centers, local parks, public schools	41	29-30	3-7	5-13	\$60, \$150
Summer Teen Travel	Community centers, local parks, public schools	8	4-5	8.5	13-16	\$210-260
Summer Teen Centers	Community centers, local parks, public schools, public libraries	20	4-5	6.5	13-16	\$60-75
Teen Leadership Challenge/Career Quest	Public schools	4	4-5	7.5	13-16	\$50-65

Department of Parks' Classes and Activities, Fall 2008

Title	Location	Classes/Activities	Sessions Per Class/Activity	Session Duration (hours)	Ages (years)	Cost
<b>Arts and Crafts</b>						
After-School Art	Brookside Nature Center	1	1	1	3-12	\$5
American Girl Doll Craft	Brookside Nature Center	2	1	2	10-12	\$9
Art in the Garden	Brookside Gardens	3	1	2	8-12	\$25
Banana Bark Necklace	Brookside Gardens	1	1	2	18+	\$40
Children's Art and Adventure	Brookside Nature Center	1	1	1	6-12	\$6
Close-Ups in the Garden	Brookside Gardens	1	2	2	18+	\$46
Corn Cob Dolls	Brookside Nature Center	1	1	1	All	\$3
Family Craft Day	Black Hill Visitor Center	1	1	3	3+	\$15
Grandparents Day	Brookside Nature Center	1	1	1	All	\$2
Hats Off to the American Girls	Brookside Nature Center	2	1	1.5	10-12	\$8
Holiday Crafts	Brookside Nature Center	1	1	1	6-12	\$6
Indian Summer Centerpiece	Brookside Gardens	1	1	2	All	\$45
Kerchief Dolls	Locust Grove Nature Center	1	1	1	3-6	\$6
Make a Scarecrow	Meadowside Nature Center	2	1	1	3+	\$5
Make It and Take It	Brookside Nature Center	3	1	2	All	\$1-2
Make It from a Tree	Brookside Nature Center	1	1	1	6-12	\$9
New Thanksgiving Centerpiece	Brookside Gardens	1	1	2	18+	\$45
New Ways with Market Bouquets	Brookside Gardens	1	1	2	18+	\$43
Paint a Pair of Pears	Brookside Gardens	1	1	3	18+	\$60
Paper Bead Jewelry	Brookside Nature Center	1	1	1	6-12	\$6
Pinecone Wreath	Brookside Gardens	1	1	2	8-12	\$25
Pre-K Make It from Nature	Brookside Nature Center	2	1	1	3-5	\$4
Pumpkin Carving	Locust Grove Nature Center	1	1	1	7+	\$8
Pumpkin Painting Fun	Meadowside Nature Center	1	1	1	3+	\$5
River Stone Ornaments	Black Hill Visitor Center	1	1	3	18+	\$12
Thanksgiving Bird Mobile	Brookside Nature Center	1	1	1	3-5	\$5
Thanksgiving Centerpiece	Brookside Gardens	1	1	1.5	7-12	\$12
<b>Cooking</b>						
Apple Cider Making	Locust Grove Nature Center	2	1	1	3-12	\$4



*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Classes/Activities	Sessions Per Class/Activity	Session Duration (hours)	Ages (years)	Cost
Apple Cider Pressing	Brookside Nature Center	2	1	1	All	\$2
Apple Cider Pressing on the Farm	Meadowside Nature Center	2	1	1.5	3+	\$8
Apple Festival and Campfire	Meadowside Nature Center	1	1	2	2+	\$8
Apple Pressing Plus	Locust Grove Nature Center	1	1	1.5	1+	\$3
Fireside Lunch Club	Locust Grove Nature Center	1	1	1.5	3-5	\$7
Fruits of Winter	Brookside Gardens	1	1	1.5	18+	\$25
Inspired Vegetarian Cooking	Brookside Gardens	1	1	1.5	18+	\$25
It's Apple Cider Pressing Time	Meadowside Nature Center	3	1	1	3+	\$4
Plants for Dinner	Meadowside Nature Center	1	1	1	3-6	\$5
Praising Braising	Brookside Gardens	1	1	1.5	18+	\$25
<b>School Break Programs</b>						
Park Play Day	Cabin John Ice Rink and Wheaton Ice Arena	8	1	8	6-13	\$35
<b>Wellness/Exercise and Fitness: Yoga and Tai Chi</b>						
Introduction to Yoga	Brookside Gardens	1	1	2	18+	\$30
Gentle Yoga	Brookside Gardens	1	13	1	18+	\$195
Yoga - Liberate Your Hips	Brookside Gardens	1	1	2	18+	\$30
Yoga in the Garden	Brookside Gardens	1	14	1	18+	\$188
Tai Chi in the Garden	Brookside Gardens	1	10	1	18+	\$120

# Department of Recreation's Classes and Activities, Fall 2008

Title	Location	Classes/Activities Offered	Sessions Per Class/Activity	Session Duration (hours)	Ages (years)	Cost
<b>Arts and Crafts</b>						
Acrylic Painting Fun for Kids	Community centers	1	6	1.5	10-14	\$70
Acrylic Painting Techniques	Community centers	1	8	2	15+	\$127
Advanced Right Brain Drawing	Community centers	1	10	1.5	12+	\$118
Art Escapes	Community centers	1	10	2	16+	\$157
Art in the Park All Year Long	Community centers, local parks	3	9	1	4-8, 7-12	\$78
Awesome Artists	Community centers	1	8	1	6-9	\$90
Basic Drawing w/ Kritt	Kritt Studio	2	5, 6	2	18+	\$85, 102
Basic Photography	Community centers	1	6	2.5	13+	\$100
Bath and Beauty Products	Community centers	1	1	2	12+	\$35
Beautiful Etched Wine Glasses	Community centers	1	1	2	12+	\$35
Beginning Painting w/ Kritt	Kritt Studio	2	5, 6	2	18+	\$85, 102
Beginning Pottery at East County	Community centers	1	6	2	16+	\$95
Beginning Wire Work	Community centers	2	1	2	12+	\$35
Bracelets: Easy and Elegant	Community centers	2	1	2	12+	\$35
Cartooning with CREATE	Create Arts Center	1	8	1.5	8-13	\$95
Cartooning with Young Rembrandts	Community centers	3	6	1	6-12	\$80
Chinese Landscapes	Community centers	1	10	2	18+	\$157
Chinese Watercolors	Public schools	1	10	2	18+	\$157
Copper Foil	Community centers	1	2	6.5	18+	\$95
Draw & Clay	Community centers	3	4	1	4-10	\$38
Draw and Paint with CREATE	Create Arts Center	1	8	1	7-10	\$80
Draw Like the Masters with Art in the Park	Local parks	1	8	1	10+	\$80
Drawing Made Easy	Community centers	2	8	1	5-10	\$65
Drawing Made Fun	Community centers	1	6	1.5	8-13	\$72
Drawing on the Right Side of the Brain	Community centers	1	6	1.5	12+	\$72
Drawing or Painting	Local parks	3	8	2	18+	\$127
Drawing people w/ Kritt	Kritt Studio	2	6	2	18+	\$102
Drawsters with Abakadoodle	Community centers	4	6	1	6-12	\$72
Earrings, Earrings, Earrings	Community centers	1	1	2	12+	\$35



*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Classes/Activities Offered	Sessions Per Class/Activity	Session Duration (hours)	Ages (years)	Cost
Family Pottery with CREATE	Create Arts Center	2	8	1.5	6+	\$95
Handcrafted Pottery 1	Community centers	1	10	2	16+	\$157
Handcrafted Pottery 2	Community centers	1	10	2	16+	\$157
How to Take Better Digital Photos	Community centers	2	1	2.5	18+	\$42
Jewelry Basics	Community centers	1	1	2	12+	\$35
Kid's Pottery with CREATE	Create Arts Center	1	8	1.5	7-12	\$95
Let's Draw	Community centers	2	8	2	10+	\$142
Little Linguists	Community centers	5	9	1	4-8	\$72
Oil or Acrylic Painting	Local parks	1	8	2	18+	\$127
Oil Painting	Community centers	1	10	2	12+	\$157
Oil Painting for Fun	Community centers	1	6	1	10-14	\$70
Oil Painting from A to Z	Community centers, public schools	2	8, 10	2	12+	\$127, 157
Painting the Landscape w/ Kritt	Kritt Studio	2	6	2	18+	\$102
Painting with Watercolors	Community centers	1	8	1	5-10	\$80
Pottery 1-2-3	Community centers	1	5	1.5	18+	\$60
Pottery at Leland	Community centers	1	5	2	12+	\$80
Pottery at Sligo Creek	Community centers	5	12	3	16+	\$280
Pottery Open Studio	Public schools	4	10, 12	3-4	18+	\$200, 216
Rubber Stamping	Community centers	1	3	2	14+	\$50
Scrapbooking: Beginning/Intermediate Techniques	Community centers	1	4	2	14+	\$65
Simply Studio	Community centers	2	8	2.5	18+	\$60
Stained Glass: Leaded	Community centers	1	2	6.5	16+	\$95
Stamp-a-Stack Holiday Cards	Community centers	1	1	6	14+	\$75
Stone Sculpture	Community centers	2	10	2	16+	\$157
Sunday Studio with CREATE	Create Arts Center	2	8	1	4-6	\$65
Teardrop Bead Bracelet	Community centers	2	1	2	12+	\$35
The Art of France	Community centers	1	3	2	16+	\$50
The Art of Venice	Community centers	1	3	2	16+	\$50
Top Secrets of Adobe Photoshop	Community centers	1	1	2.5	18+	\$42
Tropical Flower Design	Community centers	1	6	2	18+	\$87
Tween Creative Book & Album Making	Community centers	1	7	1	9-13	\$90

*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Classes/Activities Offered	Sessions Per Class/Activity	Session Duration (hours)	Ages (years)	Cost
Watercolor Experience	Community centers, public schools	2	10	2.5	18+	\$195
Watercolor Studio for Kids	Community centers	1	6	1.5	8-14	\$70
<b>Cooking</b>						
Basic Cooking Skills	Community centers	1	1	3	15+	\$50
Be Your Own Economic Personal Chef	Community centers	1	1	4	15+	\$63
Cookies	Community centers	1	1	3	15+	\$50
Creative Cooking Techniques	Community centers	1	3	2.5	15+	\$150
Family Chefs	Community centers	1	6	1	4-15	\$55
Family Chefs: Holiday Favorites	Community centers	1	1	2	4-15	\$28
Holiday Gifts From the Kitchen	Community centers	1	1	3	15+	\$50
Holiday Party	Community centers	1	1	2.5	15+	\$50
Knife Skills	Community centers	1	1	3	18+	\$50
Make Mine Mediterranean	Community centers	1	1	2.5	15+	\$50
New Sides: Ideas for the Holidays	Community centers	1	1	2.5	15+	\$50
Portuguese Tasty Dishes	Community centers	1	1	2.5	15+	\$50
Red Flannel Wines	Community centers	1	1	3	21+	\$52
Sicilian Cooking	Community centers	1	1	2.5	15+	\$50
Simple Comfort Pasta Sauces	Community centers	1	1	2.5	15+	\$50
Tailgating	Community centers	1	1	3	15+	\$50
Tempting Italian Desserts & Espresso	Community centers	1	1	2.5	15+	\$50
The Art of Wine Making	Community centers	2	1	2	21+	\$35
The Gluten-Free Vegetarian Kitchen	Public schools	1	1	2.5	16+	\$40
The Holiday Brunch Table	Community centers	1	1	3	15+	\$50
The Wonderful Wines of the Rhone Valley	Community centers	1	1	3	21+	\$52
Vegan Italiano Dairy-Free Pizza	Public schools	1	1	2.5	16+	\$40
Vegetarian Dinner Party	Community centers	1	1	2.5	15+	\$50
Vegetarian Thanksgiving	Public schools	1	1	2.5	18+	\$40
Wonderful Winter Soups	Community centers	1	1	2.5	15+	\$50
<b>School Break Programs</b>						
Club Holiday	Community centers	4	5	3-6	3-12	\$106-169
Fit Kids Camps	Community centers	2	1	6	6-11	\$40

*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Location	Classes/Activities Offered	Sessions Per Class/Activity	Session Duration (hours)	Ages (years)	Cost
Karate Clinics	Community centers	1	4	2.5	6-12	\$52
Non-Stop Winter Dance Camp	Studio 310	4	1-3	4	5-12	\$100-225
<b>Wellness/Exercise and Fitness: Yoga and Tai Chi</b>						
Gentle Yoga	Community centers	4	6-12	1	16+	\$68-108
Gentle Yoga with Carolyn	Community centers	1	11	1	16+	\$124
Hatha Yoga	Community centers	1	12	1	16+	\$135
Hatha Yoga and Stress Management	Community centers	1	13	1	18+	\$120
Hatha Yoga and Stress Management 2	Community centers	1	13	1	18+	\$150
Hatha Yoga with Rudra	Community centers	5	12-14	1.5	16+	\$120-194
Hatha Yoga with Rudra, Continuing	Community centers	1	14	1.5	16+	\$194
Tai Chi Beginning	Community centers	3	10	1	16+	\$90
Tai Chi, Continuing	Community centers	3	10	1	16+	\$90
Tai Chuan I	Community centers, public schools	4	10	1	18+	\$90
Tai Chuan II	Community centers, public schools	3	10	1	18+	\$90
Vini Easy Going Yoga	Community centers	1	10	1	14+	\$115
Vini Yoga	Community centers	2	10	1	14+	\$115
Vini Yoga Intermediate	Community centers	1	12	1	14+	\$139
Vini Yoga with Moira Martin	Community centers	1	8	1	16+	\$93
Yoga 1/2	Community centers	1	12	1	16+	\$135
Yoga Basics	Community centers, public schools	4	10-12	1	16+	\$90-108
Yoga I	Community centers	2	11-12	1	16+	\$108-124

# Department of Parks' Trips and Excursions, Fall 2008

Title	Trips Offered	Sessions Per Trip	Session Duration (hours)	Ages (years)	Cost
Champion Tree Tour	1	1	5	18+	\$32
Ladew Topiary Gardens and the Fox Hunt Country	1	1	10	18+	\$89
Brandywine Valley Holiday	1	1	12	All	\$110
Philadelphia Flower Show	3	1	12	18+	\$79
Van Trip to Leaning's Run Gardens	1	1	11.5	18+	\$45
Fossil Collecting by Kayak	1	1	12	18+	\$25
Kayak Trip to Wye Island	1	3	10	18+	\$200
Van Trip to Baltimore Historic Homes	1	1	9	18+	\$35
Van Trip to Bombay Hook Wildlife Refuge	1	1	10	18+	\$35
Birds at Black Hill Park and Beyond	1	1	7	18+	\$25
Tour and Lunch Blair Mansion Inn	1	1	4.5	18+	\$40
Tour and Tea National Cathedral	1	1	6	18+	\$40
Montpelier Mansion & Snow Hill Manor Tea	1	1	6	18+	\$45
Grow Organic Tour	1	1	4	18+	\$16
Barns of Montgomery County	1	1	3.5	16+	\$12
Gardens and Art in Washington, DC	1	1	8.5	18+	\$20
St. Michaels Van Tour	1	1	10	18+	\$34
Marine Corps Museum Van Tour	1	1	8.5	18+	\$20
Halloween in Baltimore	1	1	9	18+	\$35
Blackwater National Wildlife Refuge Van Tour	1	1	10	18+	\$30
Spirit of Washington Lunch Cruise	1	1	5.5	18+	\$65
Mount Vernon Estates and Gardens	1	1	7	18+	\$30
Baltimore Aquarium Trip	1	1	8	6+	\$25-40
Toby's Dinner Theatre: Phantom of the Opera	1	1	7	18+	\$70
Toby's Dinner Theatre: The Producers	1	1	7	18+	\$70
Toby's Dinner Theatre: A Christmas Carol	1	1	7	18+	\$70

Department of Recreation's Trips and Excursions, Fall 2008\*

Title	Trips Offered	Sessions Per Trip	Session Duration (hours)	Ages (years)	Cost
<b>Senior Trips</b>					
65th Annual Waterford, VA Homes Tour & Crafts Festival	1	1	8	55+	\$40
Western Maryland Scenic RR Trip through the Allegheny Mountains at Fall Foliage Time	1	1	10	55+	\$60
Walk "Pickett's Charge" at the Gettysburg Civil War Battlefield with Ed Bearss	3	1	9	55+	\$59
Walking Tour of Thomas Jefferson's Estate at Monticello	1	1	11	55+	\$69
Walking Tour of Adams-Morgan in Washington, DC with Noted Historian Tony Pitch	2	1	7	55+	\$39
Walking Tour of Historic Colonial Dover, Delaware	2	1	10	55+	\$50
Guided and Narrated Walking Tour of the U.S. Naval Academy	1	1	8	55+	\$39
Linganore Winery	1	1	4-6	55+	\$7
Old Stone House/Georgetown	1	1	4-6	55+	\$7
World War II Memorial	1	1	4-6	55+	\$7
National Harbor	4	1	4-6	55+	\$7
Wegman's Supermarket/Hunt Valley	1	1	4-6	55+	\$7
Mike's Crab House	1	1	4-6	55+	\$7
Old Post Office	1	1	4-6	55+	\$7
Baltimore Inner Harbor	1	1	4-6	55+	\$7
Loy's Covered Bridge Picnic	1	1	4-6	55+	\$7
Consignment Shops/Original House of Pancakes	1	1	4-6	55+	\$7
Walter's Gallery of Art/Baltimore	1	1	4-6	55+	\$7
Sandy Spring Museum/Olney Ale House	1	1	4-6	55+	\$7
Doll House Display, Laurel	1	1	4-6	55+	\$7
National Museum of Crime and Punishment	2	1	4-6	55+	\$7
Potomac Research Refuge	1	1	4-6	55+	\$7
National Portrait Gallery/Old Country Buffet	1	1	4-6	55+	\$7
Baugh's Farm Market and Restaurant	1	1	4-6	55+	\$7
National Shrine of the Immaculate Conception	2	1	4-6	55+	\$7
Sugarloaf Mountain/Cozy Inn	1	1	4-6	55+	\$7
Air and Space Museum	1	1	4-6	55+	\$7
Butler's Orchard	1	1	4-6	55+	\$7

*Organization of Recreation Programs Across the Department of Parks and Department of Recreation*

Title	Trips Offered	Sessions Per Trip	Session Duration (hours)	Ages (years)	Cost
Hilwood Estate Museum and Gardens	1	1	4-6	55+	\$7
Great Falls	1	1	4-6	55+	\$7
Frederick Civil War Museum/Green Turtle Restaurant	1	1	4-6	55+	\$7
College Park Aviation Museum/Flaps Restaurant	1	1	4-6	55+	\$7
Textile Museum	1	1	4-6	55+	\$7
Baltimore Aquarium	1	1	4-6	55+	\$7
Bureau of Printing and Engraving	1	1	4-6	55+	\$7
Columbia Mall	2	1	4-6	55+	\$7
Woodrow Wilson House	1	1	4-6	55+	\$7
Arundel Mills Mall	1	1	4-6	55+	\$7
Union Station	1	1	4-6	55+	\$7
Hagerstown Prime Outlets	1	1	4-6	55+	\$7
<b>Teens</b>					
Sports Academy 1/2 Day Trip - Sandy Spring Trail	5	1	4	High School	Free
Seneca Valley Sports Academy - Activities & Trips	1	1	4	High School	Free
Under 21 Skate Fest	1	1	8	High School	\$3
Under 21 Half Day Ice Skating	9	1	4	High School	\$5
Under 21 Half Day Cosmic Bowl	7	1	4	High School	\$5

\*The Department of Recreation also provides trips and excursions through the Therapeutic Recreation Team for persons with disabilities, however detailed information was not available for these trips in fall 2008.



## Special Events Provided By the M-NCPPC Department of Parks and County Department of Recreation, Winter 2008 to Fall 2008

Season	M-NCPPC Department of Parks	County Department of Recreation
<b>Winter 2008</b>	Drop, Shop & Skate Woodsmoke Tales Holiday Ice Show Christmas on the Farm Gingerbread House Workshop Afternoon Nature Retreat for Women Winter Ice Show Creative Wintertime Expression Winter Skate School Tinsmithing National Skating Month Celebration Winter Wonderland Celebration Oh, Gross!! Yuckfest Sweetheart Skate Green Matters: Sustainable Landscapes Maple Sugar Festival Chrysanthemum Display Saturday Storytime & Craft Garden of Lights Garden Railway Train Display Winter Conservatory Display Spring Conservatory Display	Senior Craft Fair Harvest Festival Girls on the Run 5K Race Holiday Happenings Juried Craft Show Youth Basketball Coaches' Clinic Scuba Santa Winter Festival Dance Drug Awareness & Club Friday Open House Holiday Night Out New Year's Kids Night Out 30 & Over Men's Basketball Tournament Open Swim Meet Keith Joseph Memorial Basketball Tournament
<b>Spring 2008</b>	Green Matters Symposium St. Patrick's Day Skate St. Paddy's Day Skate Hoppy Easter Skate Cabin John Train Wheaton Carousel & Train Springtime on the Farm Maple Sugaring Festival ParkStar Search Auditions Maryland Arbor Day Celebration Oakley Cabin Guided Tours Underground Railroad Guided Hikes Garlic Mustard Challenge Rachel Carson Greenway Hikes Earth Day Invasive Plant Pull Anacostia Earth Day Park Cleanups Arbor Day Celebration KidFest Happy Bird Day! Archaeology Day	RMSC Gender Blender Mini Meet Family Fun Night Country Western Dance Julia Child: America's Favorite French Chef St. Patty's Day Health Fun Walk Battle of the Bands Ancient Mariners Albatross Open Masters Meet Spring Parade and Easter Egg Hunt International Dance Music TR Idol Karaoke Night Chalk Out the Smoke East USA Diving Championships Fiesta Dance Community Flea Market/Yard Sale KidFest

Organization of Recreation Programs Across the Department of Parks and Department of Recreation

Season	M-NCPPC Department of Parks	County Department of Recreation
<b>Summer 2008</b>	Hawaiian Skate Night Night Fishing at Little Seneca lake Summer Twilight Concerts Lecture: Anita Neal Powell Christmas in June Skate Heritage Days Great American Campout Red, White & Blue Skate Germantown Glory Mini-Golf/Splash-a-thon! Teen Skate Night Art Farm at Red Wiggler Mount Zion Day End of Summer Blast Mother/Daughter Getaway Sunday Storytimes Wings of Fancy Guided Garden Walks Botanica 2008 Some Like It Hot: Summer Conservatory	Asian American Health Initiative In Pursuit of Goddess Baltimore Symphony Orchestra County Wide Pool Party Blue Crab Boogie Early Ford V8 Club of America Car Show Backyard BBQ
<b>Fall 2008</b>	Women's Outdoor Weekend Bluegrass on the Farm Skating Exhibition & Skate Swap Children's Day Scout Skates Apple Festival Monarch Fiesta Day Lessons from the Past Harvest Festival Storytime & Craft Haunted Train & Carousel Halloween Extravaganza Eye Spy Halloween Train	Pooch Pool Party Germantown Community Day Soccer Tournament and Health Festival 5 <sup>th</sup> Annual City Place Health Expo Financing a New Business Workshop Poolesville Day Congress of Gamers Family Fun Fest Burtonsville Days Celebration Germantown Oktoberfest Pumpkin Carving Day Halloween Happening Spooktacular Party Community Flea Market/Yard Sale World of Montgomery Fall Festival

Source: "Montgomery County Guide: Recreation and Park Programs." winter 2008 to fall 2008.





**Montgomery County Department of Recreation**  
**Financial Assistance Application for 2008**  
(Other documentation is required with this application.)

Head of Household's Name \_\_\_\_\_ M/F Birth Date \_\_\_\_\_  
Home Phone \_\_\_\_\_ Work Phone \_\_\_\_\_ Cell Phone \_\_\_\_\_

Spouse's Name \_\_\_\_\_ M/F Birth Date \_\_\_\_\_  
Work Phone \_\_\_\_\_ Cell Phone \_\_\_\_\_

Address \_\_\_\_\_ Apt. \_\_\_\_\_  
City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Montgomery County residents who provide proof they are recipients of assistance from other agencies are eligible. The amount awarded is based on the number of family members receiving assistance.

**WE WILL ONLY ACCEPT THE DOCUMENTS LISTED BELOW:**

- ☐ Award letter from Maryland Department of Human Resources/Montgomery County Department of Social Services showing you and/or your dependents are eligible for Temporary Cash Assistance (TCA), Food Stamps, Medical Assistance and/or Transitional Emergency Medical and Housing Assistance (TEMHA) - This letter indicates your period of eligibility and the names of the household members receiving benefits. (We do not accept Medicaid cards or Care for Kids).
- ☐ Proof of Rental Assistance - Public Housing, HUD Section 8 Housing, HOC (MPDU not accepted for applicants purchasing a home). This must be a current document from the agency providing the assistance which names the eligible tenants.
- ☐ Supplemental Security Income - This document must be dated within a year of your application.
- ☐ Proof you (or you and your dependents) reside in a shelter - This must be a letter from the shelter dated within a month of your application and, if applicable, list your dependents living with you.

**List all Dependents** (as shown on the documents you are submitting):

Name	Birth Date	Male/Female
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

**Applicant's Signature** \_\_\_\_\_ **Date** \_\_\_\_\_

**FOR RECREATION DEPARTMENT STAFF USE ONLY**

Number of Family Members Receiving Assistance \_\_\_\_\_ Amount of MCRD Assistance \$ \_\_\_\_\_  
Documentation Verified by \_\_\_\_\_ Date \_\_\_\_\_ Mgmt. Services \_\_\_\_\_ Date Posted \_\_\_\_\_

## Who is Eligible for Financial Assistance?

Montgomery County residents who provide proof they are recipients of assistance from other Montgomery County agencies. The documents we will accept are listed on the application.

## How Financial Assistance Works

- **Allow seven days for processing prior to registration.** More time may be needed in January.
- If you qualify, you will receive a receipt in the mail in about ten days. The total shown is for your family to use for the remainder of the year.
- **Financial assistance may only be used for Montgomery County Department of Recreation programs.** However, financial assistance may not be used for:
  - Sports league (team) franchise fees
  - Gift certificates
  - Supplemental fees (facility rental security deposits, materials, transportation, swimming at camps, late pick up fees, replacement pass/access card fees, Aquatics merchandise, etc.)
  - Payment on an existing family account for a prior balance or an adjustment on previous registrations
- Financial assistance is issued once per year. Once assistance has been used, no additional credit can be given until you reapply in January for the next program year.
- Any money not used by December 31 will be removed from your family account.
- Requests for withdrawal from a program must be submitted in writing and the refund policy in current publications will be enforced.

## Where to Submit Your Application and Documentation

If you have any questions, please call 240-777-6840 before submitting your application and required documentation. Applications without the required documentation will be returned.

### **Allow seven days for processing prior to registration.**

Fax: 240-777-6857 (Due to high volume, we are unable to confirm receipt of faxes. Please call if you do not receive a receipt in ten days.)

or Mail: Montgomery County Department of Recreation  
Attn: Management Services  
4010 Randolph Road  
Silver Spring, MD 20902-1099

**Applications that are dropped off require the same seven day processing period before you can register.**



## Fee Reduction Program *Procedures*

The M-NCPPC Montgomery County Department of Park and Planning (M-NCPPC) is committed to serving the needs of all residents of Montgomery County. M-NCPPC recognizes that many residents are financially unable to participate in the activities and programs offered in our fee-based facilities.

Therefore, M-NCPPC has established a Fee Reduction Program to make these facilities available to as many county residents as possible. A 50% fee reduction is awarded based on family income and/or outside public assistance (see the income criteria listed below). Reductions are available on selected user fees through a discount coupon book, program registrations, and facility rentals. See Page 4 of this application for a listing of the applicable fees.

The Fee Reduction Program is open to Montgomery County residents only.

### **HOW TO RECEIVE DISCOUNT COUPON BOOKS**

- 1) Submit applications for discount coupon books in person, Monday through Friday, during normal business hours, to any of the facilities listed on Page 4 of this application.
- 2) One coupon book of three discount tickets will be issued to each person in the family once the application is approved.
- 3) An application for more coupon books can be submitted at any facility listed on Page 4. However, only one application will be accepted for coupon books per day.
- 4) Coupon books do not have an expiration date.
- 5) Coupons entitle the bearer to a 50% discount on the user fees listed on Page 4.
- 6) For your convenience, coupon books can be applied for through the mail by sending the completed application to: M-NCPPC Enterprise Office, 9500 Brunett Avenue, Silver Spring, MD 20901, or faxing the application to 301-495-2575. Allow up to 2 weeks for delivery.
- 7) Coupon books can be applied for and received when a qualified applicant completes this form for a program or facility rental (see below).

### **HOW TO APPLY FOR A REDUCTION ON PROGRAM REGISTRATIONS OR FACILITY RENTALS**

- 1) An application for a 50% fee reduction to the programs and rental facilities listed on Page 4 must be submitted to the respective office or facility administering the program or facility booking. An applicable registration form must be submitted at the same time.
- 2) Applicants for this reduction must compete for space in a program, class, etc., on a first-come, first-served basis the same as anyone else.
- 3) One application may be submitted for several members of the family, but each person will be permitted only one program/class/registration reduction per application and only one application will be accepted at a time.

### **INCOME CRITERIA FOR FEE REDUCTION**

<b>Family – Individual or Single Parent</b>	<b>Income Level</b>	<b>Family – 2 Parents</b>	<b>Income Level</b>
Individual Adult	\$19,100	N/A	N/A
Parent plus 1 Child under 18	\$30,000	2 Adults	\$24,700
Parent plus 2 Children under 18	\$39,700	2 Adults plus 1 Child under 18	\$36,200
Parent plus 3 or more Children under 18	\$55,400	2 Adults plus 2 or more Children under 18	\$45,100

## ELIGIBLE FACILITIES/PROGRAMS FOR FEE REDUCTIONS

### **FEE REDUCTION COUPON BOOKS**

Camping Sites (non-electric, non group)  
Ice Skating -General/Public Sessions  
Pontoon Boat Rides

Carousel Rides  
Miniature Golf  
Rental Boats (Hourly)

Miniature Train Rides  
Splash Playground

### **PROGRAM REGISTRATION**

Camps - Archaeology, Ice Skating, Indoor Tennis, Nature Centers, Week in the Parks, Tennis in the Parks  
Group Lessons - Ice Skating, Tennis  
Programs – Brookside Gardens, Nature Centers

### **FACILITY RENTALS**

Local Park Picnic Shelters  
Recreation Centers

<b>WHERE TO APPLY</b>				
Please call for hours of operation and directions				
<b>FACILITY/OFFICE</b> *Seasonal Facilities	<b>PHONE NUMBER</b>	<b>COUPON BOOK DISTRIBUTION</b>	<b>PROGRAM REGISTRATION</b>	<b>FACILITY RENTALS</b>
Archaeology Camp	301-948-3461		X	
Black Hill Boat Shop*	301-972-6157	X		
Black Hill Visitor's Center	301-972-3476	X	X	
Brookside Gardens	301-939-8231	X	X	
Brookside Nature Center	301-946-9071	X	X	
Cabin John Regional Park – Headquarters	301-299-1971	X		
Cabin John Ice Rink	301-365-2246	X	X	
Cabin John Indoor Tennis	301-469-7300	X	X	
Little Bennett Campground*	301-972-6581	X		
Locust Grove Nature Center	301-299-1990	X	X	
Meadowside Nature Center	301-924-4141	X	X	
Parkside Headquarters – Park Permit Office	301-495-2525	X		X
Parkside Headquarters – Enterprise Office	301-495-2530	X		
Rock Creek Regional Park – Needwood Boat Shop*	301-762-1888	X		
South Germantown Recreational Park – Splash Playground/Mini Golf*	301-601-4410	X		
Up-County Government Center – M-NCPPC, Park Permits	301-495-2480	X		X
Wheaton Train/Carousel*	301-942-6703	X		
Wheaton Ice Arena	301-649-3640	X	X	
Wheaton Tennis	301-649-4049	X	X	

**To Receive Coupon Books  
Through the Mail:**

**Mail Applications To:**  
M-NCPPC/Enterprise Office  
9500 Brunett Avenue  
Silver Spring, MD 20901

**Fax Applications To:**  
301-495-2575

FOR MORE INFORMATION, CALL 301-495-2530



The Maryland-National Capital Park and Planning Commission  
Department of Park and Planning, Montgomery County

## Fee Reduction Program *Application*

### **SECTION A – TO BE COMPLETED BY ALL APPLICANTS.**

Date: \_\_\_\_\_

Applicant's Name: \_\_\_\_\_

Applicant's Address: \_\_\_\_\_

City/State/Zip: \_\_\_\_\_

Home Phone: \_\_\_\_\_ Work Phone: \_\_\_\_\_

Applicant's Date of Birth: \_\_\_\_\_

**IMPORTANT** - Proof of eligibility must be provided at time of application (even if you have submitted previous applications). *All information will be kept confidential.*

I feel that I am eligible for a fee reduction because I have been approved for: [Check appropriate box(es)]

- ☐ Public Assistance      ☐ Medical Assistance      ☐ Section 8 or Public Housing  
☐ Food Stamps      ☐ Unemployment      ☐ Energy Assistance  
☐ Other Consideration [Attach note explaining the circumstances]  
☐ Total Household Income \$\_\_\_\_\_ Source of Income: \_\_\_\_\_  
☐ Verified Eligible by the Montgomery County Department of Recreation

As a general guideline, only one application will be approved per person/family. All programs and class offerings are on a "first-come, first-served" basis, and are subject to space availability. This application does not take the place of a program registration form or a facility rental application; however, this application must accompany the registration form in order to receive the fee reduction.

I certify that the above information is true and correct (false information may lead to dismissal from the program).

Applicant's Signature: \_\_\_\_\_

### **DEPARTMENT USE ONLY** [Send copy of completed application to Enterprise Office]

Approved By: \_\_\_\_\_ Facility/Location: \_\_\_\_\_

Type of Proof Provided: \_\_\_\_\_

Date Approved: \_\_\_\_\_ (If not approved, explain): \_\_\_\_\_

# of Coupon Books Issued: \_\_\_\_\_ Serial #(s): \_\_\_\_\_

FOR MORE INFORMATION, CALL 301-495-2530

## **SECTION B – TO BE COMPLETED BY APPLICANTS FOR DISCOUNT COUPON BOOKS**

Please complete the following information to receive one coupon book per family member.

	<b>Applicant/Family Member(s) Full Name</b>	<b>Coupon Book (Yes/No)</b>
Applicant		
Spouse/Co-Applicant		
Child in Household (Under 18)		
Child in Household (Under 18)		
Child in Household (Under 18)		
Child in Household (Under 18)		

For coupon books, apply at any facility listed on the back of this form or mail/fax the completed application to: **M-NCPPC/Enterprise Office, 9500 Brunett Avenue, Silver Spring, MD, 20901, Phone – 301-495-2530, Fax – 301-495-2575**

---

## **SECTION C – TO BE COMPLETED BY APPLICANTS FOR PROGRAM REGISTRATION**

Please complete the following information for the program for which you wish to register.

	<b>Applicant/Family Member(s) Full Name</b>	<b>Facility</b>	<b>Program Applying For</b>
Applicant			
Spouse/Co-Applicant			
Child in Household (Under 18)			
Child in Household (Under 18)			
Child in Household (Under 18)			
Child in Household (Under 18)			

For program registration, present this form to the appropriate facility and comply with all regular registration procedures for that program.

---

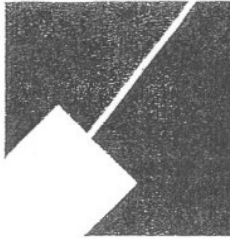
## **SECTION D – TO BE COMPLETED BY APPLICANTS FOR FACILITY RENTAL**

Please complete the following information the facility you want to rent.

Facility Name \_\_\_\_\_

For facility rental, present this form to the **Park Permit Office at 9500 Brunett Avenue, Silver Spring, MD, 20901, 301-495-2525**, and comply with all regular application procedures.





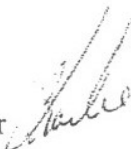
## MONTGOMERY COUNTY DEPARTMENT OF PARK AND PLANNING

THE MARYLAND-NATIONAL CAPITAL  
PARK AND PLANNING COMMISSION8787 Georgia Avenue  
Silver Spring, Maryland 20910-3760  
301-495-4500, [www.mncppc.org](http://www.mncppc.org)

July 23, 2004

## MEMORANDUM

**TO:** Senior Management Team

**FROM:** Charles R. Loehr, Director 

**SUBJECT:** Department of Park and Planning/Montgomery County Department  
Of Recreation Memorandum of Understanding

---

On July 21, 2004, Greg Baylor, Director, Montgomery County Department of Recreation and I signed the attached Memorandum of Understanding (MOU). This new MOU was executed to update and/or replace prior expired MOUs between our agencies.

The new MOU requires staff from our respective Departments to meet periodically in order to monitor and manage our agreement and to submit an annual report. In an effort to improve our working relationship with the Recreation Department, I have decided to create a standing MOU Management Committee consisting of Parks Chiefs, Bill Mooney, Jeff Zyontz and our Legal staff. I have also included the Procurement Division from the Finance Department.

I have assigned the responsibility of managing this committee to Les Straw, Superintendent of Parks. Terry Brooks in my office will assist Les Straw. I expect each of you to be responsible for those areas in the agreement that directly affect your area of expertise. I have asked Les to convene a meeting with you and representatives of the Recreation Department next week in order to comply with our and the Recreation Department's CAPRA Visitation schedules.

PDO/Loehr/MOUDept of Park and Planning/Montgomery County Dept of Recreation:drd

**MEMORANDUM OF UNDERSTANDING**  
**Between the MARYLAND-NATIONAL CAPITAL PARK AND PLANNING**  
**COMMISSION'S MONTGOMERY COUNTY DEPARTMENT OF PARK AND**  
**PLANNING and the MONTGOMERY COUNTY DEPARTMENT OF RECREATION**

WHEREAS, The Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning ("Parks Department") and Montgomery County's Department of Recreation ("Recreation Department" or "MCRD") (collectively referred to as "Departments") jointly provide complimentary parks and recreation facilities and/or services for the residents and visitors of Montgomery County on this 21st day of July, 2004; and

WHEREAS, these two agencies are created under separate legislative authority, directed by different oversight bodies, and funded from differing taxes; and

WHEREAS, it is desirable to closely coordinate the work of the two agencies in order to better serve the citizens of Montgomery County, the Parks Department and the Recreation Department hereby enter into this Memorandum of Understanding ("MOU"); and

WHEREAS, this MOU is intended to result in a higher level of departmental management cooperation, operational efficiency, program and facility planning and development, and the overall enhancement in the quality of services provided for our Parks and Recreation customers; and

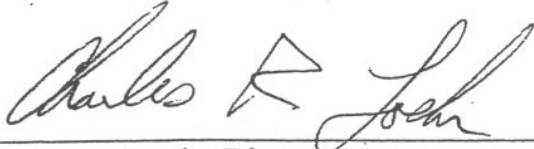
WHEREAS, the Directors of both the Parks Department and the Recreation Department have mutually agreed under the terms and conditions of this MOU that they, or their designees, are responsible for assigning appropriate staff and /or department resources to manage, implement, monitor, and evaluate these efforts; and

WHEREAS, this MOU is intended to be a flexible working document, to be reviewed annually during the month of September of each year, and mutually amended by the MOU parties as needed;

NOW, THEREFORE, in consideration of the above, the parties hereby agree to adopt the general goals and objectives of this MOU, which supercedes and replaces any prior MOU agreements between the two Departments. This MOU contains ten (10) functional subsections which serve as guidance for all future, more detailed agreements between the two Departments. Each of the following ten (10) functional agreement areas identified shall also serve as guidance for the relationship and coordination relationship between each functional sub-agreement under this MOU. The respective action steps contained in each functional sub-section shall also serve as guidance for the operating relationship with future agreements. Any conflicts between this MOU and prior MOUs referenced and attached to this document are superceded by the goals, objectives, and department management agreements set forth in this MOU.

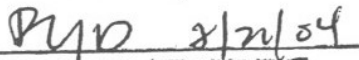


AS DIRECTORS of the Maryland-National Capital Park and Planning Commission's Montgomery County Department of Park and Planning and the Montgomery County Department of Recreation, we therefore respectfully hereby agree to abide by the departmental goals, objectives, terms and agreements as outlined in Attachment One to this MOU.

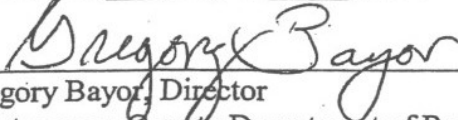


Charles R. Loehr, Director  
The Maryland National Capital Park and Planning Commission  
Montgomery County Department of Park and Planning

APPROVED AS TO LEGAL SUFFICIENCY

  
M-NCPPC LEGAL DEPARTMENT

Signed this 21 day of JULY, 2004



Gregory Bayor, Director  
Montgomery County Department of Recreation

July 21, 2004

**MEMORANDUM OF UNDERSTANDING**  
**Between the MARYLAND-NATIONAL CAPITAL PARK AND PLANNING**  
**COMMISSION'S MONTGOMERY COUNTY DEPARTMENT OF PARK AND**  
**PLANNING and the MONTGOMERY COUNTY DEPARTMENT OF RECREATION**

**ATTACHMENT ONE**

**IMPLEMENTATION GOALS AND ACTION STEPS**

**I. SCHEDULING/ PERMITTING OF PROGRAMS AND FACILITIES**

**Background:**

The Department of Park and Planning acquires, plans, designs, constructs, and operates parks in Montgomery County. These parks provide opportunities for both stewardship of natural and cultural resources and recreation. These park properties and facilities are available for the benefit of individual and community users, and for organized private and public groups.

The Recreation Department has the mandated responsibility to provide a wide variety of recreation and arts programs to meet public needs. Since it is the largest user of Parks Department indoor and outdoor facilities in Montgomery County Parks, an efficient, coordinated approach to scheduling and permitting these facilities is essential.

**Goal:**

To maximize the use of facilities through efficient and equitable scheduling and permitting.

**Action Steps:**

- a) The Recreation Department will submit coordinated facility requests to the Parks Department in compliance with the Parks Department's established procedures and time frames and receive priority consideration over all other users.
- b) The Departments will establish a joint committee of staff who will annually review and modify the reservation process as necessary.
- c) The Parks Department will process and return the requested permits within jointly established time frames. Any unavailable requests will be negotiated on an individual basis with the Recreation Department Liaison.
- d) Both the Parks Department and the MCRD will coordinate annually the use, scheduling and permitting of MCRD programs conducted on the Parks Department park property and/or facilities.
- e) Both the Parks Department and MCRD will coordinate annually the use, scheduling and permitting of the Parks Department activities on Montgomery County Government property and/or facilities.

## II. PARK/RECREATION DEVELOPMENT/COMMUNITY PLANNING

### Background:

The Departments have traditionally independently reviewed and commented on both park and general master plans during the staff development and public review process.

### Goals:

- To share information such as: (a) park and recreation facility user needs assessments, (b) public recreation facility and program satisfaction surveys; (c) current and future inventories of parks; (d) current and future inventories of park recreation facilities, (e) current and future recreational facility development plans; (f) current and future recreation programs and, (g) recreation facility master plans.
- Coordinate all park and recreation program and facility public participation processes when appropriate.
- To jointly participate in the development of: (a) new park and recreation planning policies, (b) the creation of new and/or expanded park and recreation planning initiatives, (c) functional plans, (d) master plans and (e) urban design studies in order to identify and coordinate and support the long-range open space, leisure recreation needs and recreation program facility requirements of the residents of Montgomery County.
- To more fully integrate the Park Recreation and Open Space Plan (PROS) and the Recreation, Facility Development Master Plan (RFDP) of both agencies.

### Action Steps:

- a) The Recreation Department will actively participate in all Parks Department's planning processes when appropriate.
- b) Staff representatives from both Departments will participate in facility planning and review meetings including (but not limited to)
  - Parks Department and Recreation Department PROS/ RFDP development plans
  - Parks Department Master and community plan process
  - Parks Department Park Development Plan Review process
  - MCRD "Recreation Facility Development Plan" process
  - MCRD Aquatics Plan process
  - MCRD Community Center Development Plan process
  - Parks Department and MCRD CIP and Operating Budget Development processes
  - Recreation Department's assigned Arts Facilities Plan Development process

- c) Staff from both Departments will agree to be part of an "as needed" advisory group for the site evaluation of all future or substantial expansion of recreation facilities. The advisory group will be used to insure the proposed program of recreational activities and the building are consistent with the PROS/RFDP and adopted plans for the area.

### III. POLICY DEVELOPMENT

#### Background:

The Departments, as needed, shall jointly develop policies, needs, and standards. Each Department will also develop and update their respective public recreation needs and facility /program policies, which describe operational priorities, guidelines and practices governing the resource allocation rationale for their respective programs, facilities and staff.

The Departments will work with the Montgomery County Planning Board and the Montgomery County Recreation Advisory Boards on: (a) CIP program development, (b) routine and special park and recreation facility and program policy development projects, and (c) park and recreation program needs assessments in order to insure that community concerns and issues are adequately addressed.

#### Goal:

To provide opportunities for feedback, collaboration and coordination between the Planning Board, The Recreation Advisory Boards and the Departments and the community regarding new or revised public use policies that affect park and recreation customers.

#### Action Steps:

- a) All drafts of new or revised public use policies by either the Parks Department or the Recreation Department will be circulated between the agencies at least three months prior to the first presentation to the Commission Planning Board or County Executive respectively, for input prior to finalization. Exceptions to this standard time table may be allowed provided each department director is consulted prior to submitting the proposed action for final consideration to either the Commission or the County Executive respectively.
- b) All new or revised public use policies will be discussed with appropriate Advisory Boards and affected public interest groups a minimum of 1 month prior to submission to the County Executive and Commission Planning Board.
- c) Meet and mutually discuss/agree on reasonable implementation dates for any new or major recreation program and/or facility affecting each Department. All agreements for new recreation programs, facilities, or park property or park facility will take into consideration the fiscal impacts on the operating budgets of each respective agency.

#### IV. BUDGETS:

##### Background:

Each Department has separate and distinct operating and capital improvements program (CIP) budgets, which are subject to independent review and approval procedures. Both Departments support the use of early communication and discussing their respective budget priorities each fiscal year. Both Departments believe that by creating an opportunity to address budget challenges or issues of mutual concern more efficient use of Departmental resources can be achieved. The coordination of Departmental budget priorities will also minimize conflicting agency and public expectations, and will maximize park and recreation resources to maintain and enhance services. Budget approval bodies will be presented with coordinated priorities, reflected by agency and citizen input.

##### Goals:

- Operating Budget Goal:

To provide the opportunity for early and routine communication and resolution of crosscutting operating budget issues which impact the provision of Park and Recreation programs, services, and facilities.

- CIP Budget Goal:

To improve communication and coordination between staff of the Department of Recreation and its Advisory Boards and the Department of Park and Planning and the Commission in order to provide for a coordinated six-year CIP for the Park and Recreation customers.

##### Action Steps:

###### a) Operating Budget

- Each department will invite appropriate staff to a bi-annual internal work session, to discuss budgetary issues that may impact the provision of programs, services, and/or facilities.

###### b) Capital Improvements Program

- Each Department will invite appropriate staff to internal work sessions to allow agency representatives to offer suggestions on annual CIP planning. The internal staff budget meetings should be conducted at the beginning of each fiscal year;
- Both Departments will develop park and recreation facility needs and standards;
- Both Departments will jointly develop and maintain an inventory of parks, recreational programs and improvements;

- The Departments will jointly analyze and prioritize new projects that affect the operations of the other Department based on various criteria, including such items as demand, service areas, usage patterns, unmet needs, etc.
- The Departments will jointly justify projects (as needed and appropriate) during proposed CIP program review process with appropriate Planning Board, The Montgomery County Recreation Advisory Board, the Montgomery County Office of Management and Budget (OMB), the County Executive, Montgomery County Council Planning, Housing and Education Committee (PHED) Committee, and the Montgomery County Council.
- The Departments will present current CIP plans to the Advisory Boards at selected fall meeting, prior to submitting staff recommendations to the Park Commission, the County Executive, or the County Council. Staffs may solicit broader public input upon recommendation of the Recreation Advisory Boards and/or the Park Commission.

## V. PAYMENT FOR SERVICES

### Background:

Processing financial transactions has been a problem. Invoices should meet the form and schedule requirements consistent with the paying department's procurements policies and/or as defined in a particular contract for services. When bills are received that are not responsive to procurement schedules, or do not describe the services provided and costs to be reimbursed exactly as defined in a work order request or contract, the processing is delayed at best, denied at worst, and usually involves a claim or an appearance before the respective Department's Contract Review Committee.

### Goal:

To process and execute the payment of each Department's financial obligations to the other Department, within the parameters defined by their respective budgetary guidelines.

### Action Steps:

- a) When either agency provides services that require financial reimbursement for costs, the service agreements, contracts, procedures, and schedules for billing and payments must comply with the funding agencies procurement requirements and payment schedules.
- b) The Departments will consider establishing a jointly staffed committee who will cross train each other respectively in the billing and payment process of the other Department annually.
- b) When either agency provides services that require financial reimbursement for costs, they will provide a detailed verification of fees, and be able to defend those fees as consistent with their department's cost recovery policy.

- c) To the greatest extent reasonable and practical, the two Departments will support each other's work programs. This effort should be coordinated at the beginning of each fiscal year.
- d) Periodically each Department may require additional maintenance, facility management, capital improvements or staff support from the other Department in support of their respective roles and missions. When this occurs each department assumes the responsibility for paying for their own costs above and beyond any prior formal fee for service agreements already established. Each Department shall pay (within sixty days from receipt of an invoice from the servicing Department) any additional costs associated with non-programmed activities that may occur during the fiscal year.

## VI. SECURITY

### Background:

The safety and security of the public is of paramount importance to both agencies at all times. Safety and security plans will be coordinated through the M-NCPPC Park Police and Montgomery County Police Department respectively.

### Goal:

The Montgomery County Park Police will provide appropriate safety and security protection for the Recreation Department programs and facilities when said security is not covered by the Montgomery County Police Department.

### Action Steps:

- a) The Departments will assign staff to develop and periodically update a Security agreement.
- b) When under contract, The Park Police Officers will be paid by the Recreation Department when providing security for Recreation Department programs or facilities. While the officers are on regular time, they are working and we don't pay. When the officers are off duty, we pay a negotiated rate, set annually and subject to appropriation.
- c) Each Department will periodically prepare, update, develop and manage public safety plans designed to protect the safety and security of the public using park or recreation facilities and services.
- d) The Parks Department and Recreation Department safety and security plans will be coordinated through the M-NCPPC Park Police and Montgomery County Police Department respectively.



## **VII. AUTOMATION:**

Background: The use of computer automation has and will continue to be a major factor in gaining more efficiency within each department as well as providing more access to public recreation services and facilities. The Departments agree to use and engage themselves in more cooperative automation initiatives, which serve to enhance their internal coordination and communication, as well as gain more efficiency in the delivery of recreational services to the public.

Goal:

To coordinate the development, utilization, and management of automated services to enhance agency cooperation, provide customer service, and advance both organizations.

Action Steps:

- a) The Departments will establish an interagency team to coordinate the development of a shared on-line customer needs index and user survey. This effort should allow staff to determine needs and measure satisfaction with both programs and facilities. In addition, as part of the coordinated PROS/RFDP process, a community needs assessment will be completed jointly on a schedule to be determined.
- b) The Departments will work cooperatively to identify and use compatible technologies, which serve to enhance the delivery of recreational services to the public.
- c) The Departments will establish "read only" access to the other's database to acquire information to determine facility usage trends and customer profile data.

## **VIII. SHARED RESOURCES**

Background:

Each Department has an obligation to act as stewards of the public resources – natural, cultural, recreational, fiscal etc. As a result, we need to maximize our efficiencies by sharing a variety of resources. Enhanced customer opportunities can be provided through a close and cooperative working relationship between the two Departments at both service and operational levels

Goal:

To provide a process and procedure by which the customers and Departmental staff will benefit from the sharing of resources.

Action Steps:

- a) Create a more integrated link between Department websites
- b) Establish a more collaborative program and effort in the development and administration of new or expanded private/public partnerships



- c) Departments, when and if appropriate, will attempt to share staff resources and/or and exchange personnel to fully utilize the skills and talents in both organizations. Examples of shared staff resources can include, but are not limited to topics such as leadership trainings, mentoring programs, succession planning, and the cross training of personnel.
- d) Identify and implement specific liaison roles between the departments and their respective Planning and/or Advisory Boards.

## IX. COMMUNITY RELATIONS

### Background:

Both Departments are responsible for promoting recreational programs and services and share major segments of the population as primary customers.

### Goal:

To serve as conduits between the agencies as well as a link to the community for information, advocacy and participation in recreational events and programs that are sponsored or co-sponsored by the two agencies

### Action Steps:

- a) The Departments will maintain a joint staff committee to meet quarterly in order to develop marketing strategies to showcase our respective recreational programs, facilities and activities.
- b) The Recreation Department will participate in the Parks TV show "Yours for Life" as a regular contributor.
- c) The Departments will work to encourage advisory boards and other community groups to enhance community awareness regarding park and recreation resources.
- c) The Departments will encourage advisory boards to promote the MCRD's "Partners in Parks" and create similar "Partners" or other organized friends groups for parks and park facilities, recreation centers and pools among community association, athletic organizations, etc. and other user groups.
- d) The Departments will co-sponsor and promote select special events by coordinating dates, locations, scheduling and marketing of events. They will also jointly solicit sponsorships and private sector support for these events.
- e) Each Department has very strong volunteer services groups that serve admirably by providing additional support to each Department's programs and operations. The Departments will work together to enhance their respective volunteers where appropriate in order to better coordinate and deliver park and recreational services to the public.

- e) The Departments will work together to develop and implement strategies to engage and encourage the active participation of those county residents not using Park or Recreation programs, services, or facilities.
- f) The Departments will work together to develop and implement strategies to engage and encourage the active participation of those county residents not using park and recreation programs, services, or facilities.

## **X. ACCOUNTABILITY**

### **Background:**

A Memorandum of Understanding was recommended in the 1993 Department of Parks and Department of Recreation Merger Report. The MOU details a number of collaborative efforts between the Departments which should result in closer coordination and enhanced effectiveness. This will benefit Park and Recreation users and the community at large. The Directors are ultimately responsible for accomplishing these goals.

### **Goal:**

To assign staff responsibility for each action area, and to jointly evaluate progress toward accomplishment of the goals and action steps.

### **Action Steps:**

Each Department will designate a lead MOU coordinator who shall manage the implementation of the MOU by insuring that the goals and action steps are addressed on a routine basis.

## **Montgomery County Department of Parks, M-NCPPC**

### **Athletic Field Use Permit Policy**

#### **Policy Statement**

The purpose of this policy is to establish an orderly and fair procedure for the reservation of athletic fields for the purposes of practices, games and tournaments or special events. It is the intent of this policy to balance the increase in demand for such organized uses with the maintenance, renovation, and rest necessary to protect the long-term playability of our fields and ensure user safety.

Most regional and recreational park fields require a permit for use<sup>1</sup>. Regional and recreational fields may be permitted for official league games only; no practices are allowed on these fields. Permits are required at all times for regional/recreational fields and other fields marked "by permit only."

When no permit has been issued, local park fields may be used on a first-come, first-served basis, unless otherwise posted, or prohibited in this policy. Non-permitted users must cede the field to designated permit holders at all times. Play is strictly prohibited during field work, renovations and inclement weather, or when posted signs prohibit use.

All user groups must adhere to all rules and regulations outlined in this policy and comply with all M-NCPPC Rules & Regulations and Park Permit Office Conditions of Use.

#### **Criteria**

Permit requests for games are given priority over practice requests. Permits for practices will not be issued until all scheduled games are permitted. Youth practices will be given priority over other practices. Field allocation for leagues will be based on prior use (i.e., the previous year's game schedules).<sup>2</sup> Allocation of athletic fields for games is determined by the following priority system:

- FIRST PRIORITY:           Montgomery County Department of Recreation Programs, City of Takoma Park Recreation Programs, Adopt-a-Field groups, public/private partnerships or other contractual agreements, and special event/tournament requests.
- SECOND PRIORITY<sup>3</sup>:   Montgomery or Prince George's County community-based leagues and schools, including organized youth leagues.

#### **Permit Application Schedule**

<b>Season</b>	<b>Application Window</b>
Spring/Summer (April 1 – August 15)	December 15 – February 1*
Fall/Winter (September 1 – November 30)	June 1 – July 1*

*\* Please note: First and second priority user groups must submit their requests by December 1 for the Spring/Summer season and May 1 for the Fall/Winter season or their first priority status will be forfeited for that season.*

#### **Holiday Use Regulations**

**Local Parks:** This includes athletic fields in local, neighborhood and stream valley parks. These fields may be reserved by permit or used on a first-come, first-served basis, unless otherwise posted. Permit holders have priority.

**Regional/Recreational Parks:** Permits will not be issued for some regional or recreational fields on Memorial Day weekend, Labor Day weekend, or on other established M-NCPPC holidays.

<sup>1</sup> All athletic fields at Ovid Hazen Wells Recreational Park are available on a first-come, first-served basis. Some fields at Damascus, Fairland, Martin Luther King, and South Germantown Recreational Parks are also available on a first-come, first-served basis. Contact the Park Permit Office for more information. When posted, fields are available by permit only.

<sup>2</sup> An appeal process is available to users denied the fields or dates of their choosing to ensure allocation remains balanced.

<sup>3</sup> Organizations must be based in Montgomery or Prince George's County and individual team membership must be at least two-thirds Montgomery or Prince George's County residents. Membership rosters will be required for verification.

### **Off-Season Use Regulations**

All organized, league or team play is prohibited on all athletic fields during the following periods: December 1 – March 31 and August 15 – August 31. These periods are established to allow for rest and seasonal maintenance. Exceptions include Blair and Blake High School fields and contractual partnership agreements.

### **Field Renovation Guidelines**

Fields designated for the annual turf renovation program will be closed for one year, from September to September. All play is prohibited on these fields during this time and these fields will be posted. Use of all fields rotating out of the turf renovation program will be limited to 50% of the last full year's hours of use for that field for one full year after the renovation is complete, from September to September. This includes all park fields.

### **General Guidelines for Field Use**

All field users are expected to adhere to the following guidelines to help keep our fields in an acceptable condition for public use. Violation of these guidelines may result in fines or the loss of future permitting or use privileges:

- All unlit fields must be vacated by dark.
- The permit must be on site in the possession of the permitted group or individual during the permitted time. (A game schedule or a photocopy of the permit will serve as a permit for the Department of Recreation or leagues once verified by Park staff or Park Police.)
- The permit is for the sole use of the team named on the permit contract and is not transferable.
- Loud music, bands, or excessive noise which disturbs the peace are prohibited.
- Permit holders are required to see that players and spectators adhere to all park regulations, including:
  - No beer or alcohol allowed;
  - No urinating or changing clothes in public;
  - No loud noises permitted (boom boxes, horns, car alarms);
  - No littering. All trash must be picked up and placed in the nearest receptacle or carried away for proper disposal. All recyclables must be picked up and placed in the nearest recycling receptacle or carried away for proper disposal;
  - Removal or repositioning of goals installed by authorized M-NCPPC staff or contractors on park fields is not allowed;
  - The use of tobacco products is not permitted on the benches, playing areas, and those areas in proximity to the playing field (this includes cigarettes, cigars, chewing tobacco, and snuff);
  - No selling of food, beverages or merchandise on park property without an approved concession permit;
  - Carpooling is encouraged, and parking is allowed in designated parking areas only.
- Use of an athletic field is prohibited when:
  - It is closed for renovation or repair;
  - Water is standing on the field;
  - Soil is frozen;
  - The soil is wet and "spongy";
  - Steady rain is falling;
  - A lightning/electrical storm is occurring;
  - The field is deemed unplayable by Park staff or Park Police.
- If unsure about whether a field can be used, please call the appropriate rain-out number listed below:

Blair HS: 301-670-8105  
Cabin John Area: 301-299-1975  
Fairland/Olney Manor Area: 301-774-6611  
Meadowbrook Area: 301-650-2622  
S. Germantown/Black Hill: 301-601-4404  
Wheaton: 301-649-3633

Blake HS: 301-774-6611  
Damascus/ Ridge Road Area: 301-972-0723  
MLK Area: 301-622-4018  
Rock Creek Area: 301-963-2506  
Shady Grove Area: 301-670-8196

### **Permit Denial and Revocation**

Any users found to be in violation of the guidelines outlined in this policy will be subject to all applicable fines and penalties, including loss of future permitting and use privileges. A permit may be denied or revoked if the permit holder or any member of the permitted user group:

- Violates the guidelines stated in this policy;
- Does not comply with M-NCPPC Rules & Regulations and Park Permit Office Conditions of Use;
- Fails to use permitted field;
- Removes posted signs or markers, or removes or repositions goals installed by authorized M-NCPPC staff or contractors on park fields;
- Uses a field that is closed due to weather or undergoing renovations or repairs;
- Does not comply with league application procedures;

The Department of Parks reserves the right to revoke or deny a permit as necessary if a field needs to be closed for immediate repair. In all such cases, permit holders will be given as much notice as is possible.

### **Application Procedures**

An official Athletic Field Permit Application Form must be submitted to reserve an athletic field for practices or games. Application instructions and forms are available at our Silver Spring and Germantown Permit Office locations and online at [www.ParkPermits.org](http://www.ParkPermits.org). Completed application forms may be submitted in one of three ways:

1. In person at either of our Permit Office locations:

Parkside Headquarters  
Park Permit Office  
9500 Brunett Avenue  
Silver Spring, MD 20901

OPEN:  
Monday – Friday 8:30am-5pm

Northern Region Headquarters  
Park Permit Office  
12900 Middlebrook Road  
Germantown, MD 20874

OPEN:  
Monday – Friday 8:30am-4:30pm

2. Online at [www.ParkPermits.org](http://www.ParkPermits.org) or
3. By faxing or mailing a written request, and a self-addressed, stamped envelope to:

Montgomery County Department of Parks, M-NCPPC  
Park Permit Office  
9500 Brunett Avenue  
Silver Spring, MD 20901

FAX: 301-495-2484

When processing permit applications, the M-NCPPC makes every effort to provide each qualifying organization with a permit for at least some of the field time requested.

### **FEE SCHEDULE**

Athletic Field fees follow the [M-NCPPC User Fee Schedule](#), as approved by the Montgomery County Planning Board. A copy of the current approved fee schedule can be viewed at [www.ParkPermits.org](http://www.ParkPermits.org) or at either Park Permit Office location. Additional fees will be charged for any change made to a permit once payment has been made (e.g., change of date or location). A charge will be assessed for returned checks. These fees are subject to change without notice.