



**Committee:** PHED  
**Committee Review:** Completed  
**Staff:** Pamela Dunn, Senior Legislative Analyst  
**Purpose:** preliminary decisions – straw vote expected  
**Keywords:** #M-NCPPC, Parks, CIP

AGENDA ITEM #15  
March 21, 2023  
**Worksession**

## SUBJECT

FY24 Capital Budget and Amendments to the FY23-28 Capital Improvements Program: Maryland-National Capital Park and Planning Commission (M-NCPPC).

## EXPECTED ATTENDEES

Jeffrey Zyontz, Chair, Montgomery County Planning Board  
Michael F. Riley, Director of Parks  
Miti Figueredo, Deputy Director, Administration  
Ron Peele, CIP Manager, Park Development Division  
Mary Beck, Manager, Office of Management and Budget  
Katy Bryant-Higgins, Fiscal & Policy Analyst, Office of Management and Budget

## FISCAL SUMMARY:

- In May 2022, the Council approved a Capital Improvements Program (CIP) for FY23-28 of more than \$276 million for M-NCPPC<sup>1</sup>.
- The FY24 Capital Budget and amended FY23-28 Capital Improvements Program (CIP) submitted by M-NCPPC in November 2022 did not include any amendments to increase funding.
- In January 2023, Council approved a Supplemental Appropriation of \$8.932 million for the creation of two public parks as part of the overall Farm Women's Market, Lot 24, and Lot 10 redevelopment. The new Bethesda Lots 10-24 Parks project has a total 6-year budget of \$9.432 million funded with a combination of State aid, intergovernmental contributions, and Bethesda Park Impact Payments.
- The County Executive's (CE) recommended FY23-28 CIP funding for M-NCPPC is \$282.6 million, including a reduction of \$1.5 million.
- The CE's reduction is in the form of an Affordability Reconciliation Project Description Form (PDF) that reduces Government Obligation (GO) Bond expenditures by \$500k each year between FY26 and FY28. The Reconciliation PDF does not indicate where the reductions should be made.

## COMMITTEE RECOMMENDATION

- Reject the CE's recommended reduction of \$1.5 million in GO Bonding funding for the Parks CIP.

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<sup>1</sup> Total Appropriation

**This report contains:**

Staff Report	Pages 1-2
Transmittal letter from Planning Board	©1-5
County Executive's Memorandum- Recommended CIP	©6-19
Pages from CE's Recommended CIP related to Parks	©20-23

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**MEMORANDUM**

March 16, 2023

TO: County Council

FROM: Pamela Dunn, Senior Legislative Analyst

SUBJECT: **M-NCPPC FY24 Capital Budget and Amendments to the FY23-28 Capital Improvements Program (CIP)**

PURPOSE: Worksession; straw vote expected

Last May, the Council approved a Capital Improvements Program (CIP) for FY23-28 of more than \$276 million for the Maryland-National Capital Park and Planning Commission (M-NCPPC)<sup>1</sup>. In November, the Council approved a Supplemental Appropriation of \$8.932 million for the creation of two public parks as part of the overall Farm Women's Market, Lot 24, and Lot 10 redevelopment. The new Bethesda Lots 10-24 Parks project has a total 6-year budget of \$9.432 million funded with a combination of State aid, intergovernmental contributions, and Bethesda Park Impact Payments.

In this off-year of the CIP, the Commission has not requested any further amendments to the FY23-28 CIP in the form of increased funding. The County Executive (CE), however, has included in his Recommended CIP an Affordability Reconciliation Project Description Form (PDF) that reduces Government Obligation (GO) Bond expenditures by \$500k each year between FY26 and FY28, for a total reduction of \$1.5 million. The PDF does not indicate where the reductions should be made.

Currently, there are eight non-local projects with enough GO Bond funding in FY26-28 to accommodate an annual reduction of \$500k. They are listed in the table below.

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<sup>1</sup> Per Resolution 19-1279

Projects	Current FY23-28 CIP (in thousands)		
	FY26	FY27	FY28
ADA Compliance: Non-Local Parks (P128702)	950	950	950
Ballfield Initiatives (P008720)	2,300	2,300	2,300
Legacy Open Space (P018710)	1,600	1,600	1,600
Minor New Construction: Non-Local Parks (P998763)	900	900	900
PLAR <sup>2</sup> : Non-Local Parks (P968755)	2,730	2,530	2,530
Trails: Hard Surface Design and Construction (P768673)	600	650	650
Trails: Hard Surface Renovation (P888754)	1,050	1,100	1,100
Wheaton Regional Park Improvements (P871904)	1,966	2,015	1,926

In response to the CE's Affordability Reconciliation PDF, the Planning Board recommends that the Council reject the CE's recommended \$1.5 million cut in GO Bond funding. However, recognizing that fiscal constraints may require such a reduction, the Board identified a "non-recommended" reduction in Legacy Open Space (P018710) that would satisfy the Affordability Reconciliation PDF.

The Board has long held the view that maintaining what is in the park system is a higher priority than new park development. Therefore, when faced with a budget reduction, the Board's strategy has been to maintain full funding for the Department's level-of-effort capital projects that are designed to maintain existing parks and trails.

**Committee Recommendation: Reject the CE's recommended reduction of \$1.5 million in GO Bonding funding for the Parks CIP.**

Attached on ©1-5 is the Planning Board's transmittal letter to the County Council regarding the CE's Recommended CIP.

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<sup>2</sup> PLAR: Planned Lifecycle Asset Replacement



**February 15, 2023**

**Council President Evan Glass**

Montgomery County Council  
100 Maryland Avenue  
Stella B. Werner Council Office Building, 5<sup>th</sup> Floor  
Rockville, Maryland 20850

**Dear Council President Glass:**

On January 17, 2023, the County Executive released the recommended Biennial FY23-28 Capital Improvements Program (CIP) and FY24 Capital Budget. I have had the opportunity to work with the Planning Board and staff in the Parks Department to review his recommendations, which includes an Affordability PDF that decreased GO Bonds by \$500K each year between FY26 and FY28, for a total reduction of \$1.5M.

The Department's current proposal for the Biennial FY23-28 CIP represents what we feel is the minimum required to adequately support the park system. However, we understand the importance of working with the County Executive and Council to manage a difficult budget. To be responsive to the County Executive's request, we have identified a non-recommended reduction in Legacy Open Space (PDF P018710) of \$500k per year of County GO Bonds in FY26, FY27, and FY28, and shifted that funding into the Beyond Six Years (BSY) to balance the FY23-28 CIP with the Affordability PDF.

The impact of this reduction constrains the amount of funding we will have for this land acquisition program and reduces our ability to execute acquisition transactions as opportunities arise. The Legacy Open Space Functional Master Plan was approved and adopted in 2001 to help preserve the best remaining open spaces in the County to serve our growing population. Since its start, the Legacy Open Space program has protected over 3,850 acres through acquisition into parkland to preserve watersheds, significant ecosystems, heritage resources, trail and wildlife corridors, rural lands, and important urban open spaces.

If the Executive's budget is enacted, this may require Parks to request a future Supplemental Appropriation if an important timely acquisition occurs, and available funds are not sufficient.

**Recommendation**

The Planning Board recommends that the Council reject the County Executive's recommendation to reduce GO bonds by \$1.5M.

**Restoration**

The Planning Board recommends that the Council restore \$1.5M in GO Bonds in the Legacy Open Space PDF over FY26-28.

Should the Council consider other approaches within the CIP, priorities that we want to protect include:

- Annual funding for lifecycle replacement and repair of park infrastructure and amenities including playgrounds, trails, tennis courts and basketball courts.
- Annual funding to support trail construction and maintenance and our Vision Zero initiative to ensure the safety of road crossings for trail and park users.
- Annual funding to improve the quality of park athletic fields.
- Annual funding to provide activating amenities in urban parks.
- Annual funding to meet mandates including the Americans with Disabilities Act and the Clean Water Act.
- Implementing the second Cricket Field at South Germantown Recreational Park, starting design for Phase 2 of Northwest Branch Recreation Park, and implementing the recently approved Wheaton Regional Park Master Plan.

Attached you will find a copy of the County Executive's M-NCPPC Affordability Reconciliation PDF (P871747) and a marked up (redlined) PDF for the capital project that would be affected should the Council require the full reductions recommended by the County Executive. The Department's position and that of the Planning Board is that the Council should fully fund the Department's request, because:

- Our parks are a primary reason that residents choose to live, work, and play in Montgomery County.
- Our award-winning parks provide essential public services that sustain livable and healthy communities.
- Many of the projects funded in our CIP include long-deferred upgrades to infrastructure that address critical shortcomings in services or require higher levels of maintenance spending.
- Our parks play an important role in building strong communities, protecting our environment, and providing venues for physical activity & social gathering.
- Our parks play a key role in promoting our county's social and racial equity goals, and our capital budget has been designed to improve the equitable distribution of resources.

Thank you for your consideration. Should you have questions or need additional information, please do not hesitate to reach out to me or staff in the Parks Department.

Sincerely,



**Jeffrey Zyontz**  
Chair

Attachments  
PDFs

cc: Montgomery County Councilmembers  
Marc Elrich, Montgomery County Executive

## M-NCPPC Affordability Reconciliation (P871747)

<b>Category</b>	M-NCPPC	<b>Date Last Modified</b>	12/22/22
<b>SubCategory</b>	Development	<b>Administering Agency</b>	M-NCPPC
<b>Planning Area</b>	Countywide	<b>Status</b>	Ongoing

Total	Thru FY22	Rem FY22	Total 6 Years	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	Beyond 6 Years
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### EXPENDITURE SCHEDULE (\$000s)

Construction	(1,500)	-	-	(1,500)	-	-	-	(500)	(500)	(500)	-
<b>TOTAL EXPENDITURES</b>	<b>(1,500)</b>	<b>-</b>	<b>-</b>	<b>(1,500)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(500)</b>	<b>(500)</b>	<b>(500)</b>	<b>-</b>

### FUNDING SCHEDULE (\$000s)

G.O. Bonds	(1,500)	-	-	(1,500)	-	-	-	(500)	(500)	(500)	-
<b>TOTAL FUNDING SOURCES</b>	<b>(1,500)</b>	<b>-</b>	<b>-</b>	<b>(1,500)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(500)</b>	<b>(500)</b>	<b>(500)</b>	<b>-</b>

### APPROPRIATION AND EXPENDITURE DATA (\$000s)

Appropriation FY 24 Request	-	Year First Appropriation	FY16
Cumulative Appropriation	-	Last FY's Cost Estimate	-
Expenditure / Encumbrances	-		
Unencumbered Balance	-		

### PROJECT DESCRIPTION

This project reconciles the Maryland National-Capital Park and Planning Commission's CIP request with the County Executive's recommendation based on affordability considerations.



## Legacy Open Space (P018710)

Category	M-NCPPC	Date Last Modified	10/25/22
SubCategory	Acquisition	Administering Agency	Redlined on 2/3/23
Planning Area	Countywide	Status	M-NCPPC
			Ongoing

	Total	Thru FY22	Rem FY22	Total 6 Years	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	Beyond 6 Years
<b>EXPENDITURE SCHEDULE (\$000s)</b>											
Land	91,491	72,118	2,851	5,344 <del>6,665</del>	570	700	724	1,313 <del>1,750</del>	1,124 <del>1,561</del>	913 <del>1,350</del>	11,367 <del>9,867</del>
Other	8,509	6,399	610	1,311 <del>1,500</del>	250	250	250	187 <del>250</del>	187 <del>250</del>	187 <del>250</del>	-
<b>TOTAL EXPENDITURES</b>	<b>100,000</b>	<b>78,517</b>	<b>3,461</b>	<b>6,655</b> <b>8,165</b>	<b>820</b>	<b>950</b>	<b>974</b>	<b>1,500</b> <b>2,000</b>	<b>1,311</b> <b>1,811</b>	<b>1,100</b> <b>1,600</b>	<b>11,367</b> <b>9,867</b>

<b>FUNDING SCHEDULE (\$000s)</b>											
Contributions	938	938	-	-	-	-	-	-	-	-	-
Current Revenue: General	11,934	10,494	610	530	50	150	115	115	100	-	300
G.O. Bonds	54,274	36,076	2,502	4,859 <del>6,359</del>	500	500	559	1,100 <del>1,600</del>	1,100 <del>1,600</del>	1,100 <del>1,600</del>	10,837 <del>9,337</del>
M-NCPPC Bonds	10,796	8,951	349	1,266	270	300	300	285	111	-	230
PAYGO	17,855	17,855	-	-	-	-	-	-	-	-	-
POS-Stateside (M-NCPPC Only)	200	200	-	-	-	-	-	-	-	-	-
Program Open Space	4,003	4,003	-	-	-	-	-	-	-	-	-
<b>TOTAL FUNDING SOURCES</b>	<b>100,000</b>	<b>78,517</b>	<b>3,461</b>	<b>6,655</b> <b>8,165</b>	<b>820</b>	<b>950</b>	<b>974</b>	<b>1,500</b> <b>2,000</b>	<b>1,311</b> <b>1,811</b>	<b>1,100</b> <b>1,600</b>	<b>11,367</b> <b>9,867</b>

APPROPRIATION AND EXPENDITURE DATA (\$000s)			
Appropriation FY 24 Request	950	Year First Appropriation	FY01
Cumulative Appropriation	82,798	Last FY's Cost Estimate	100,000
Expenditure / Encumbrances	78,517		
Unencumbered Balance	4,281		

### PROJECT DESCRIPTION

The Legacy Open Space initiative identifies open space lands that should be acquired and interpreted because of exceptional natural or cultural value to current and future generations of Montgomery County residents. The project funds acquisition (in-fee and easement) of open-space lands of countywide significance. Priorities are updated during each CIP cycle but remain flexible to allow the Montgomery County Planning Board to address development threats, opportunity acquisitions, and joint funding opportunities. The County Council encourages the Commission to seek supplemental appropriations if approved CIP funding is insufficient. Non-County funding sources are expected to contribute significantly to the Legacy Open Space program. Contributions will appear in the PDF Expenditure and Funding Schedules only if the contribution is spent by the County or M-NCPPC. Donations of land or non-County funded payments that go directly to property owners are not included. The combination of these non-County and County funds have resulted in the successful protection of over 5,400 acres of open space in the County, including over 3,850 acres of new parkland.

### COST CHANGE

Addition of FY27-28, and Beyond Six Year costs adjusted to maintain the historical project balance of \$100 million.

### PROJECT JUSTIFICATION

The Vision 2030 Strategic Plan for Parks and Recreation in Montgomery County (2010) and the 2017 Park, Recreation and Open Space (PROS) Plan recommend placing priority on conservation of natural open spaces, protection of heritage resources, providing critical urban open spaces, and expanded interpretive activities in parks. Legacy Open Space: Open Space Conservation in the 21<sup>st</sup> Century, approved by the Montgomery County Planning Board in October 1999. Legacy Open Space Functional Master Plan adopted by the County Council in July 2001.



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## **FISCAL NOTE**

Reduction in FY22 Current Revenue: General from non-recommended reductions, and G.O. Bonds were reduced in FY23-25 and slipped to FY26 for fiscal capacity. FY18 reduction of \$100k in Current Revenue to reflect the FY18 Savings Plan. Modifications reflect Resolution 19-322 that was approved December 10, 2019 after the Department's CIP submission in November, 2019. The resolution provided a transfer of funds to the Acquisition: Non-Local Parks CIP project related to the acquisition of park land in Wheaton.

## **DISCLOSURES**

Expenditures will continue indefinitely. M-NCPPC asserts that this project conforms to the requirement of relevant local plans, as required by the Maryland Economic Growth, Resource Protection and Planning Act.

## **COORDINATION**

Park Acquisitions 872301, Acquisition: Local Parks 767828, Acquisition: Non-Local Parks 998798, ALARF: M-NCPPC 727007, Bethesda Park Impact Payment PDF 872002, Restoration of Historic Structures 808494, State of Maryland.




OFFICE OF THE COUNTY EXECUTIVE

Marc Elrich  
County Executive

MEMORANDUM

January 17, 2023

TO: Evan Glass, President, County Council

FROM: Marc Elrich, County Executive 

SUBJECT: Recommended FY24 Capital Budget and Amendments to the FY23-28 Capital Improvements Program (CIP)

I am pleased to transmit to you, in accordance with the County Charter, my Recommended FY24 Capital Budget and amendments to the FY23-28 Capital Improvements Program (CIP). This is the biennial, or second year, of the biennial capital budget. As a result, amendments are limited to project changes that either meet the County's CIP amendment criteria, or that are necessary to address capital or operating budget constraints.

The attached CIP amendment recommendations take advantage of opportunities to leverage non-County resources and reflect our shared values of prioritizing education and core infrastructure while considering racial equity and climate change concerns. These amendments are all affordable within available resources. That being said, I am painfully aware that, without more funding, we are limited in our ability to solve local problems and to build the kind of healthy, just, economically vibrant community we want for our residents.

**Overall Fiscal Context**

High inflation due to supply chain issues, labor shortages, and a tight construction market has had a major impact on the biennial CIP. Montgomery County Public Schools projects were particularly impacted. Less than a month after the CIP was approved last May, MCPS requested a \$12 million supplemental appropriation for the Neelsville Middle School Major Capital project to proceed with planned construction. MCPS' biennial CIP request included \$103 million in cost increases to keep eight planned projects on schedule. Similarly, the County's Dennis Avenue Bridge, 6<sup>th</sup> District Police Station, Public Safety Communications Center Phase II upgrades, Recycling Center Complex Upgrade, Damascus Library Refurbishment project, Purple Line related projects, and Stormwater Management projects would require approximately \$24 million

more in funding if they were to proceed with planned FY23 and FY24 construction. Nine percent State cost escalation allowances for Montgomery College’s Library Renovations and Germantown Student Services Center projects added over \$17 million in additional cost pressures.

Projects to maintain core infrastructure and operations detailed below also added to the significant cost pressures that need to be addressed in the biennial CIP.

On the revenue side, the most dramatic change in CIP funding sources occurred in recordation tax receipts. Based on updated estimates, the Recommended CIP assumes the use of \$468 million of recordation taxes and \$114 million of recordation tax premium funding – a \$138 million reduction in CIP funding compared to prior approved estimates. On a positive side, school and transportation impact tax revenues are projected to increase by over \$35.8 million – primarily due to construction cost related rate changes and the allocation of some prior year unused collections. Land sale proceeds (\$29.5 million) and General Obligation bond premium (\$20.5 million) have also helped mitigate the impact of the shortfalls in recordation taxes.

I am recommending a total of \$1.72 billion in General Obligation bond issuance over the six-year period - \$40 million more than the current Spending Affordability Guideline limits. While I am maintaining the Council approved \$280 million funding level in FY23 and FY26 to FY28, I am recommending a modest increase in FY24 and FY25 to \$300 million a year to respond to a change in conditions affecting State Aid for school construction.<sup>1</sup> The chart below compares my recommended General Obligation Spending Affordability Guidelines with Council’s most recent actions regarding General Obligation Bond limits and spending.

GENERAL OBLIGATION BOND COMPARISONS: PRIOR COUNCIL APPROVED SPENDING AFFORDABILITY GUIDELINES, COUNCIL APPROVED PROGRAMMED FUNDING, AND COUNTY EXECUTIVE RECOMMENDED SPENDING AFFORDABILITY GUIDELINES

G.O. Bond Levels	6 Year Total	FY23	FY24	FY25	FY26	FY27	FY28
Approved SAG - February 2022	\$ 1,680	\$ 300	\$ 290	\$ 280	\$ 270	\$ 270	\$ 270
Approved CIP - May 2022	\$ 1,680	\$ 280	\$ 280	\$ 280	\$ 280	\$ 280	\$ 280
CE Recommended - January 2023	\$ 1,720	\$ 280	\$ 300	\$ 300	\$ 280	\$ 280	\$ 280

MCPS staff have already been informed by the Interagency Commission on School Construction (IAC) that due to higher interest rates, MCPS’ allocation of Built to Learn State Aid for school construction has shrunk from \$378 million to \$357 million – a \$21 million decrease. The impact of higher interest rates coupled with high construction cost inflation is eroding our ability to execute long planned school projects that are ready to move forward. I hope that you and your

<sup>1</sup> My Recommended Spending Affordability Guidelines are \$320 million below the approved FY18 General Obligation bond Spending Affordability Guidelines for the six-year period, when \$340 million a year was programmed (i.e. \$2.04 billion over the six-year period).

fellow Councilmembers will support this level of General Obligation Bond debt issuance during your upcoming Spending Affordability Guidelines deliberations. These additional bonds will help us access the \$149.3 million in remaining Built to Learn State Aid funding.

While we plan to work with the Superintendent, the Board of Education, the State Delegation, the Moore-Miller administration, and County Executives from across the State to seek additional State support for these projects, additional funds are not certain, and I believe that it is more cost effective to keep these projects on schedule – even if that requires small increases in our debt. These debt levels are far from the \$340 million per year that had been approved in previous years.

My Recommended CIP also leverages non-County funding as Federal, State, and local government funding is expected to increase by almost \$40 million. State and federal aid for MCPS and Montgomery College projects represents over half of that increase.

My Recommended CIP increases cash funding by \$31 million – including \$4 million of Pay-As-You-Go funding. Previously approved supplementals using excess General Fund fund balance and other technical adjustments account for over \$18 million of this increase.

## Expenditure Summary

Based on the revenue assumptions mentioned above, my Recommended CIP provides the following allocations to Montgomery County Public Schools, Montgomery College, Maryland-National Capital Park & Planning Commission, Montgomery County Government, the Revenue Authority, and the Housing Opportunities Commission:

### COUNTY EXECUTIVE RECOMMENDED FUNDING COMPARED TO PRIOR APPROVED CAPITAL FUNDING, BY AGENCY (\$000s)

Agency/Category	County Executive Recommended Biennial FY23-28	Council Approved FY23-28	Increase/ (Decrease)	Percent Change
Montgomery County Public Schools	\$ 1,874,811	\$ 1,770,801	\$ 104,010	5.9%
Montgomery College	\$ 345,299	\$ 335,815	\$ 9,484	2.8%
Maryland-National Capital Park & Planning Commission	\$ 282,679	\$ 274,747	\$ 7,932	2.9%
Transportation	\$ 1,549,337	\$ 1,638,375	\$ (89,038)	-5.4%
County Government - Non- Transportation	\$ 1,323,190	\$ 1,220,934	\$ 102,256	8.4%
Revenue Authority	\$ 17,334	\$ 17,334	\$ -	0.0%
Housing Opportunities Commission	\$ 10,225	\$ 8,205	\$ 2,020	24.6%
TOTAL	\$ 5,402,875	\$ 5,266,211	\$ 136,664	2.6%

While all agencies with County funds received increased funding, I was not able to fund all of the worthy requests. Nor was I able to avoid project deferrals.

### **Montgomery County Public Schools**

My Recommended CIP provides \$1,874,811,000 for Montgomery County Public Schools (MCPS) capital projects. This represents an increase of \$104,010,000 or 5.9% from the prior approved budget, but is \$62,714,000 less than the Board of Education requested. As previously mentioned, I will be working with the Superintendent, the Board of Education, the Moore-Miller administration, and other County Executives around the State to pursue additional funding for school construction.

In addition to the Neelsville Middle School Major Capital project, MCPS projects with cost increases contained in the Board's request include: Poolesville High School, Charles W. Woodward High School Reopening, Crown High School, Grades 3-5 JoAnn Leleck Elementary School at Broad Acres, Greencastle Elementary School Addition, Northwood High School Addition/Facility Upgrades, and Silver Spring International Middle School.

I am particularly supportive of two MCPS projects. The Board of Education has recommended building a new Burtonsville Elementary School at a nearby site already owned by MCPS instead of renovating the current building. This project will provide a new, neighborhood-based school built to modern standards and will allow us to work together to renovate the old elementary school building to expand childcare offerings and other community uses. The community has asked for more community use facilities and this project will meet a critical need in a highly diverse area of our County.

I am also supportive of MCPS' new Materials Management Building Relocation project. This project will support MCPS' efforts to lease and renovate a County-funded warehouse to facilitate redevelopment of the Stonestreet site that MCPS currently occupies. The City of Rockville has long wanted to redevelop this site adjacent to a Metrorail station with more attractive housing and community amenities. This project will help facilitate that goal while also allowing MCPS to modernize its warehouse facilities.

Other projects with requested scope increases include more funding for infrastructure projects such as Building Modifications and Program Improvements, HVAC (Mechanical Systems) Replacement, Relocatable Classrooms, School Security Systems, and Stormwater Discharge & Water Quality Management.

A list of all MCPS projects with requested cost increases is provided below.

<b>Newly Requested MCPS Project Cost Increases</b>	<b>Increase (\$000)</b>
Building Modifications and Program Improvements (P076506)	10,000
Burtonsville ES (New) (P652301)	29,873
Charles W. Woodward HS Reopening (P651908)	15,000
Crown HS (New) (P651909)	15,000
Grades 3-5 Elementary School for JoAnn Leleck at Broad Acres (P652201)	14,000
Greencastle ES Addition (P652302)	4,000
HVAC (Mechanical Systems) Replacement: MCPS (P816633)	10,000
Materials Management Building Relocation (P652401)	2,500
Northwood HS Addition/Facility Upgrades (P651907)	30,000
Poolesville HS - Major Capital Project (P652113)	8,000
Relocatable Classrooms (P846540)	2,500
School Security Systems (P926557)	2,500
Silver Spring International MS Addition (P651912)	5,000
Stormwater Discharge & Water Quality Mgmt: MCPS (P956550)	2,920
<b>Sub-Total</b>	<b>151,293</b>
<b>Prior Approved FY23 Cost Increases (Supplemental Appropriations)</b>	
Neelsville MS - Major Capital Project (P652112)	12,000
Planned Life Cycle Asset Repl: MCPS (P896586)	603
Technology Modernization (P036510)	2,828
<b>Sub-Total</b>	<b>15,431</b>
<b>Total Cost Increase</b>	<b>166,724</b>

### **Other County CIP Projects that Support MCPS Students**

My Recommended CIP also maintains funding for a number of County CIP projects that support MCPS' students and programs. These include the Pedestrian Safety; Transportation Improvements for Schools; Fibernet; Ballfields Initiative; Kennedy Shriver Aquatic Center Building Envelope Improvement; Child Care Renovations; High School Wellness Centers and Expanded Wellness Services; School Based Health & Linkages to Learning Centers; and the MCPS Bus Depot and Maintenance Relocation projects.

### High School Wellness Center and Expanded Wellness Services

I am particularly pleased that my Recommended CIP will make additional investments in high school facilities to provide important medical, mental health, and other supportive services. Last year, the approved CIP provided \$18 million to build out four full high school wellness centers in addition to the interim improvements designed to support mental health and other student support service delivery in all high schools. My Recommended CIP was able to take advantage

of efficiencies related to MCPS' existing school construction schedule while also adding four additional high schools to the project. These schools were identified jointly by Department of Health and Human Services and MCPS staff as having a high need for a center. With an additional \$3.4 million during the six-year period, full wellness centers are funded for Blake, Crown, Damascus, Einstein, Northwood, Springbrook, and Woodward High Schools. Construction for a center at Magruder High School will extend beyond the six-year period. Planning costs for a future center at Poolesville High School are also funded.

The schools that will host these new wellness centers are high needs schools. Six of the eight schools have between 44 to 59 percent of their students qualifying for Free and Reduced-Price Meals (FARMs) based on their incomes, and 60 percent or more of their enrollment is Black, African American, or Hispanic. Woodward High School will temporarily host students from Northwood High School, which already has a full-service wellness center, and the new Crown High School is likely to draw a significant portion of its students from Gaithersburg High School, which also has a wellness center based on its high need.

### **Montgomery College**

My Recommended CIP provides \$345,299,000 for Montgomery College CIP projects – a \$9,484,000, or 2.8%, increase over the prior CIP. While I was able to support most of the requested escalation costs, two project requests did not meet the biennial amendment criteria because they did not need additional funding or appropriation during FY24. The Rockville Theatre Arts Building Renovation was a new project that would not begin until FY27. Similarly, the requested East County Campus did not require additional funding until FY25 (\$10 million) and FY27 (\$50 million). I wholeheartedly support the East County Campus project, and I look forward to adding funds for that project in the full CIP cycle next year after more planning has occurred. Due to fiscal constraints, I have also included an assumption that \$6 million in Montgomery College project costs will need to be delayed by one to two years in FY27 and FY28.

### **New Projects**

#### New Transit Maintenance Depot

Ride On has plans for significant fleet growth due to the introduction of Flex, Extra, and Bus Rapid Transit (Flash) services. In addition, the Nicholson Court bus depot is in the last five-year term of a lease which expires in 2027. Extending the lease is not an option as the current site cannot accommodate projected fleet growth or the refueling/charging and maintenance infrastructure needed to meet the County's commitment to a zero-emission bus fleet. Initial planning for a new depot was completed in FY23 as part of the County's Zero Emissions Bus Transition Plan. Activities to locate a site and begin preliminary design will need to begin soon to be able to have a new depot in place prior to the expiration of the Nicholson lease.



The 2019 Montgomery County Racial Equity profile reported that due to structural racial inequities, Black residents were 145.6 percent more likely than White residents to take public transportation. By supporting expansion of the County's transit operations which have historically benefitted communities of color, the depot is likely to support racial equity and social justice goals.

#### Lactation Rooms in County Buildings

As a result of Bill 11-22, *Lactation Rooms in County Buildings*, that I proudly signed into law on July 26, 2022, County law now requires at least one lactation room for County employees in each existing County building, including a sink with running water and plumbing systems or with nearby access to running water. This new project will fund an assessment of all County-owned and leased facilities as well as improvements needed to comply with the law's requirements. An FY23 supplemental appropriation request and CIP amendment is being sent under separate cover to fund the facility assessment study and initial construction.

#### Elizabeth Housing Demolition

The South County Regional Recreation and Aquatics Center (SCRRAC) is being built as part of the Housing Opportunities Commission's (HOC) Elizabeth Square mixed-income, multigenerational, mixed-use development. This new project will provide HOC with half the requested funds to demolish their current Elizabeth House public housing development prior to further redevelopment of the site and the opening of the SCRRAC. The remaining demolition costs will be covered through a long-term loan from the Department of Housing and Community Affairs and HOC funds. Demolition of the building this spring/summer will result in lower operating costs for HOC and ensure safe, easy access to SCRRAC patrons.

#### **Other County Government Project Enhancements**

##### Wheaton Arts & Cultural Center

I am also particularly pleased that we have been able to secure a partner to make our dreams of a Wheaton arts facility a reality. The County has selected Montgomery Housing Partnership's (MHP) proposal to combine an affordable housing development with a new, County-funded arts center in the Wheaton Arts and Entertainment District. MHP has an agreement with Montgomery County Parks to swap a former WMATA-owned land parcel on Georgia Avenue with MHP's Amherst Square Apartments on the east side of Elkin Street. MHP will develop the former WMATA site with two affordable rental buildings with 280 units, a standalone garage, and 40 affordable, for sale units. The arts center will be included on the ground floor of the first rental building fronting on Georgia Avenue. The center will include two performance spaces, classrooms, gallery space, back of house support space, and administrative offices. In addition,



once MHP develops the former WMATA site, Parks will redevelop the Amherst Square Apartments site with a new community park.

This project must proceed at this time so that MHP can apply this year for low-income housing tax credits from the State to maximize housing affordability. Without committing to the project this year, we risk losing this opportunity to co-locate affordable housing with an attractive community amenity. In order to minimize the financial impact to the CIP, I have assumed that buildout of the interior space will be funded in FY29; however, I am pursuing State funding for the project to expedite the interior build out.

When evaluating this project, the Office of Racial Equity and Social Justice noted the community engagement process involved in determining the need for an arts and culture space in Wheaton. They also indicated that the project has a strong likelihood of advancing racial equity in the arts and culture sector, while also providing equitable access to a public good that is enjoyed in other parts of the County.

#### Preservation of Naturally Occurring Affordable Housing (NOAH)

My Recommended CIP also includes a \$30.2 million increase in the Preservation of Naturally Occurring Affordable Housing (NOAH) project. Using \$40 million appropriated last May, the NOAH project has already used \$33.7 million to help close on a \$44-million Right of First Refusal deal for Scarborough Square and used \$1 million for a Schuyler Avenue project with a commitment to provide the remaining funds to the Housing Opportunity Commission's Battery Lane project. Together, these projects will preserve 118 affordable housing units. In addition, the project has already generated \$30.2 million in loan repayments, which will be made available for additional lending.

As a technical matter, I would also ask that the County Council approve a provision that allows for the automatic reappropriation of the Preservation of NOAH project loan repayments as the Council has done with the Affordable Housing Acquisition and Preservation project. This will facilitate a more rapid use of these funds to support affordable housing developments.

The Office of Racial Equity and Social Justice recently noted that the Preservation of NOAH project was "designed with inequities related to housing cost burden for low-income households, specifically households of color," in mind. ORESJ noted that the project "targets resources towards helping residents in well-established/older communities avoiding displacement created by rising prices."

#### Resurfacing Parking Lots: MCG

I am recommending an FY23 \$125,000 supplemental to make parking lot improvements at the former Hillandale Elementary School parking lot. These improvements will allow the East

County Hub Collaborative to locate a new cold storage unit to facilitate their food distribution programs for the community. This project supports our community partners and leverages non-County resources.

#### Sidewalk and Curb Replacement

Historically, this project budgeted \$500,000 per year in private contributions to pay for work done on private property. Recent experience has shown that homeowners are not taking advantage of this option, so those funds are being removed from the project. A funding switch between Contributions and Land Sale Proceeds is also reflected.

#### MCPS Bus Depot and Maintenance Relocation

Based on community feedback, the Recommended CIP is removing construction funding from this project and adding \$250,000 in Current Revenue: General funding to pursue alternative site options.

#### Facility Planning: MCG

The Recommended CIP adds a project to conduct County Space Planning analysis so the County can maximize the efficient use of existing County real estate. This work would be done within the existing budget since studies for future transit depots have been funded in other projects.

### **Core County Infrastructure Projects**

The Executive Office Building, the Judicial Center, and the 4<sup>th</sup> District Police Station are in dire need of a comprehensive replacement of all mechanical and electrical systems needed to support both the heating and cooling portions of the HVAC systems. Due to long supply chain delays, I am requesting supplementals in the EOB HVAC Renovation (\$3,972,000) and HVAC/Elec Replacement: MCG (\$9,737,000) projects so that equipment can be ordered as soon as possible. Core functions are carried out in these buildings, and we cannot afford to have mechanical equipment failures.

The Full Upgrade of the Existing Recycling Center Complex project is needed to increase commingled processing capacity to 200 – 240 tons per day. The upgrade will increase operation uptime, while also producing a higher quality product with higher resale prices. Machinery and equipment costs have increased by \$7,280,000 since last year.

As previously noted, cost increases to maintain current County facilities and operations or to complete previously funded new facilities that are far along in development are also included in the Recommended CIP. Cost increases are recommended for the following projects: 6<sup>th</sup> District Police Station (\$5.9 million); Public Safety Communications Center, Phase II, Electrical

Distribution and HVAC Upgrade (\$4.8 million); Dennis Avenue Bridge (\$1.5 million); Purple Line related projects including the Bethesda Metro Station South Entrance and the Capital Crescent Trail and the trail's related tunnel project (\$28.0 million); Library Refurbishment Level of Effort - Damascus Library (\$950,000), and Stormwater Management Facility Major Structural Repair (\$2.8 million).

HOC's WSSC Sewer and Storm Line Improvements at Elizabeth Square (\$520,000) project has also experienced cost increases. A request for FY23 supplemental appropriation for this project will be sent under separate cover.

### **Projects Leveraging Non-County Funding**

My Recommended CIP also includes the following project amendments to use grant funding: Streetlighting (\$250,000), Ag Land Preservation Easements (\$2.6 million – including \$1.3 million for prior year excess receipts of Agricultural Transfer taxes); Digital Equity – Montgomery Connects (previously called ultraMontgomery) - \$961,000; and Burtonsville Park and Ride Improvements (\$4.5 million).

The Burtonsville project is one that I have prioritized for State Aid since additional funding will be needed to construct the new parking garage. The garage is the first step needed to allow the planned housing redevelopment to occur.

### **Maryland-National Capital Park and Planning Commission (M-NCPPC)**

My Recommended CIP provides \$282,679,000 for Maryland-National Capital Park and Planning Commission (M-NCPPC) CIP projects – a \$7,932,000, or 2.9 percent, increase over the prior CIP. This increase is related to recently approved supplemental appropriations to support the creation of two urban parks in downtown Bethesda as part of a joint partnership with M-NCPPC, County government, a private developer, and the Town of Chevy Chase. Due to fiscal constraints, an affordability adjustment of \$1.5 million - \$500,000 each year in FY26, FY27, and FY28 has been assumed in my Recommended CIP.

### **Project Schedule Adjustments**

My Recommended CIP reflects project implementation delays for the White Oak Science Gateway Redevelopment Project and the Rockville Fire Station 3 Renovation project. I am also recommending a one-year delay in the North Bethesda Metro Station Northern Entrance project to be consistent with WMATA's redevelopment timeline, and a one-year delay in the Clarksburg Library project to allow time to further explore and evaluate the feasibility of affordable housing in conjunction with the library.

Unfortunately, due to the cost pressures and revenue shortfalls mentioned above, it was necessary to delay the following projects for fiscal reasons: White Flint Fire Station 23; Outdoor Firearms Training Center; Bradley Boulevard (MD 191) Improvements; Capital Crescent Trail; Falls Road Bikeway and Pedestrian Facility; Forest Glen Passageway; Goldsboro Road Sidewalk and Bikeway; Tuckerman Lane Sidewalk; Observation Drive Extended; Summit Avenue Extension; and Chevy Chase Library and Redevelopment.

### **Project Savings**

Prior year savings were realized from a number of projects including Americans with Disabilities Act (ADA) Compliance; White Flint Redevelopment Program; County Radio Replacement and Related Equipment; Montgomery County Detention Center Partial Demolition and Renovation; PSTA Academic Building Complex; and the Silver Spring Lot 3 Parking Garage.

### **Racial Equity and Climate Change**

As part of the FY23-28 Biennial CIP process, the Office of Management and Budget (OMB) assisted the Office of Racial Equity and Social Justice (ORESJ) in developing a budget equity tool to encourage departments and decision makers to consider the racial equity and social justice impacts of proposed projects, project amendments, and budget decisions. ORESJ staff conducted training and provided technical assistance to departments as they requested CIP amendments. In addition, racial equity was considered in assessing possible CIP additions and deferrals. Where possible, efforts were made to hold harmless projects which could address racial disparities.

In their analysis, the Office of Racial Equity and Social Justice also noted ways in which different approaches to implementing projects could impact racial equity. This input is useful to continuing conversations about how programs can be structured to achieve our racial equity and social justice goals.

Biennial CIP project changes that have the greatest potential to advance racial equity and social justice include the \$30.2 million increase in the Preservation of Naturally Occurring Affordable Housing; additional High School Wellness Centers in the highest need schools; the Wheaton Arts and Cultural Center; Digital Equity – Montgomery Connects grant funding to bring broadband to affordable housing complexes; school construction projects serving communities primarily comprised of Black, Latino, and low-income students; and Montgomery College projects.

My Recommended CIP includes \$1.4 billion in funding for projects that advance our Climate Change goals. As previously noted, my Recommended CIP includes additional funding to provide a full upgrade of the County's recycling center, and funds have been included for planning and design for a new Transit maintenance depot to accommodate an expanded fleet and

low emission vehicle maintenance and fueling/charging facilities. Funding for new HVAC systems for the Executive Office Building, the Judicial Center, and the 4<sup>th</sup> District Police Station will improve energy efficiency. Fiscal constraints also led to deferrals in a number of pedestrian/bicycle facility projects.

### **Need for Additional Resources**

In the not so distant past, the County had more resources to support the capital budget. As recently as FY18, the County was issuing \$340 million a year in General Obligation debt. And, over my objections<sup>2</sup>, the prior Council approved changes to the Growth and Infrastructure Policy (formerly known as the Subdivision Staging Policy) which, at the time, were expected to, respectively, reduce schools and transportation impact taxes by \$9.5 million and \$3 million a year.<sup>3</sup> As noted above, our constrained resources are limiting our ability to achieve our educational, environmental, transportation, housing, economic development, and community enhancement goals. While my staff and I are aggressively pursuing State and federal funding opportunities, partnerships that leverage the resources of others, and creative financing mechanisms, I hope that we can collectively explore other local funding options.

### **Set-Aside Considerations**

Set-asides are annual funds that the County intentionally leaves unprogrammed to provide capacity to respond to unexpected needs and opportunities. The recommended capital budget assumes a six-year \$151,212,000 set-aside with \$25,322,000 available in FY23 and FY24. There are several projects that will be updating cost estimates in the coming months that may need to tap into these funds.

### **Supplemental Appropriation Requests**

I will be sending, under separate cover, the following FY23 Supplemental Appropriations and CIP Amendments: EOB/HVAC Renovation; HVAC/Elec Replacement: MCG; Lactation Rooms in County Buildings; Resurfacing Parking Lots: MCG; 6<sup>th</sup> District Police Station; Public Safety Communications Center, Phase II, Electrical Distribution and HVAC Upgrade; Streetlighting; Ag Land Pres Easements; Wheaton Arts and Cultural Center; Preservation of Naturally Occurring Affordable Housing Fund; WSSC Sewer and Storm Line Improvements at Elizabeth Square; and Elizabeth House Demolition.

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<sup>2</sup> <https://www.montgomerycountymd.gov/OPI/Resources/Files/2020/CE-letter-Bill38-20veto.pdf>

<sup>3</sup> November 12, 2020 2020-2024 Subdivision Staging Policy Council packet available at [https://www.montgomerycountymd.gov/council/Resources/Files/agenda/col/2020/20201112/20201112\\_1-2.pdf](https://www.montgomerycountymd.gov/council/Resources/Files/agenda/col/2020/20201112/20201112_1-2.pdf)

In addition, a supplemental appropriation for the Apparatus Replacement Program will be requested due to the long lead time required to get new equipment.

Supplemental appropriation will also be requested for the remaining FY23 State Aid that was not appropriated last May for the North Bethesda Metro Station Area Redevelopment Infrastructure project. Staff can brief the Council on plans for the remaining \$1.9 million, which have been developed in concert with local stakeholders.

## **WSSC Water**

As required by State law, I am also providing today under separate cover the recommendations for both the FY24-FY29 Capital Improvements program and the FY24 expenditures for WSSC Water.

Many people have helped to shape the recommendations I submit to you in these amendments, and I am grateful for their efforts. I wish to thank the members of the Board of Education, the Montgomery College Trustees, the WSSC Water Commissioners, and the Montgomery County Planning Board for their work. I also want to thank the numerous County employees who worked tirelessly to prepare the many iterations of the projects that are contained in my Recommended CIP. Special thanks and recognition go to the outstanding staff members of the Office of Management and Budget for their work, their advice, and their creativity.

Further recommendations will be provided once I have finalized my March 15th Operating Budget recommendations and the State completes its legislative session in April. In the meantime, Executive Branch staff are available to assist you in your deliberations on the Capital Budget and CIP.

ME:jb

Enclosures:

### **Fiscal Summary Schedules**

- FY23-28 Biennial Recommended CIP – January Budget Amendments Summary
- General Obligation Bond Adjustment Chart
- General Obligation Bond – Programming Adjustment for Unspent Prior Years
- Tax-Supported Current Revenue Adjustment Chart
- M-NCPPC Bond Adjustment Chart

### **Recommended Capital Budgets**

- MCG FY24 Capital Budget Appropriation and Closeout List
- MCPS FY24 Capital Budget Appropriation and Closeout List

- Montgomery College FY24 Capital Budget Appropriation
- M-NCPPC FY24 Capital Budget Appropriation
- HOC FY24 Capital Budget Appropriation

**Project Description Forms and Briefs (as needed)**

cc:     Montgomery County Councilmembers  
          Marlene Michaelson, Executive Director, County Council  
          Karla Silvestre, President, Montgomery County Board of Education  
          Dr. Monifa B. McKnight, Superintendent, Montgomery County Public Schools  
          Dr. Jermaine F. Williams, President, Montgomery College  
          Jeffrey Zyontz, Chair, Montgomery County Planning Board  
          Kishia L. Powell, General Manager/CEO, WSSC Water  
          Chelsea J. Andrews, Executive Director, Housing Opportunities Commission  
          Keith Miller, Executive Director, Revenue Authority  
          Executive Branch Department Heads and Office Directors  
          Office of Management and Budget Staff

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## **Maryland - National Capital Park and Planning Commission**



# EXECUTIVE RECOMMENDATION



## Bethesda Lots 10 - 24 Parks (P872302)

Category	M-NCPPC	Date Last Modified	12/22/22
SubCategory	Development	Administering Agency	M-NCPPC
Planning Area	Bethesda-Chevy Chase and Vicinity	Status	Preliminary Design Stage

Total	Thru FY22	Rem FY22	Total 6 Years	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	Beyond 6 Years
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### EXPENDITURE SCHEDULE (\$000s)

Planning, Design and Supervision	600	-	-	600	100	100	100	100	100	100	-
Other	8,832	-	-	8,832	267	1,315	250	2,200	3,500	1,300	-
<b>TOTAL EXPENDITURES</b>	<b>9,432</b>	<b>-</b>	<b>-</b>	<b>9,432</b>	<b>367</b>	<b>1,415</b>	<b>350</b>	<b>2,300</b>	<b>3,600</b>	<b>1,400</b>	<b>-</b>

### FUNDING SCHEDULE (\$000s)

Contributions: Bethesda Park Impact Payments	2,500	-	-	2,500	100	100	100	100	700	1,400	-
Intergovernmental	4,432	-	-	4,432	157	324	250	1,651	2,050	-	-
State Aid	2,500	-	-	2,500	110	991	-	549	850	-	-
<b>TOTAL FUNDING SOURCES</b>	<b>9,432</b>	<b>-</b>	<b>-</b>	<b>9,432</b>	<b>367</b>	<b>1,415</b>	<b>350</b>	<b>2,300</b>	<b>3,600</b>	<b>1,400</b>	<b>-</b>

Total	Thru FY22	Rem FY22	Total 6 Years	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	Beyond 6 Years	FY 24 Approp.
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### COMPARISON (\$000s)

Prior Year Approved	-	-	-	-	-	-	-	-	-	-	-
Agency Request	-	-	-	-	-	-	-	-	-	-	-
<b>Recommended</b>	<b>9,432</b>	<b>-</b>	<b>-</b>	<b>9,432</b>	<b>367</b>	<b>1,415</b>	<b>350</b>	<b>2,300</b>	<b>3,600</b>	<b>1,400</b>	<b>100</b>

CHANGE	TOTAL	%	6-YEAR	%	APPROP.	%
Agency Request vs Prior Year Approved	-	-	-	-	-	-
Recommended vs Prior Year Approved	9,432	-	9,432	-	100	-
Recommended vs Agency Request	9,432	-	9,432	-	100	-

## RECOMMENDATION

Approve with Technical Modifications. PDF has been updated to reflect Council-approved project changes. The following PDF was not included in the agency submission because it was under development.



Bethesda Lots 10 - 24 Parks  
(P872302)

Category	M-NCPPC	Date Last Modified	12/22/22
SubCategory	Development	Administering Agency	M-NCPPC
Planning Area	Bethesda-Chevy Chase and Vicinity	Status	Preliminary Design Stage

Total	Thru FY22	Rem FY22	Total 6 Years	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	Beyond 6 Years
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EXPENDITURE SCHEDULE (\$000s)

FUNDING SCHEDULE (\$000s)

APPROPRIATION AND EXPENDITURE DATA (\$000s)



## M-NCPPC Affordability Reconciliation (P871747)

Category	M-NCPPC	Date Last Modified	12/22/22
SubCategory	Development	Administering Agency	M-NCPPC
Planning Area	Countywide	Status	Ongoing

Total	Thru FY22	Rem FY22	Total 6 Years	FY 23	FY 24	FY 25	FY 26	FY 27	FY 28	Beyond 6 Years
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### EXPENDITURE SCHEDULE (\$000s)

Construction	(1,500)	-	-	(1,500)	-	-	-	(500)	(500)	(500)	-
TOTAL EXPENDITURES	(1,500)	-	-	(1,500)	-	-	-	(500)	(500)	(500)	-

### FUNDING SCHEDULE (\$000s)

G.O. Bonds	(1,500)	-	-	(1,500)	-	-	-	(500)	(500)	(500)	-
TOTAL FUNDING SOURCES	(1,500)	-	-	(1,500)	-	-	-	(500)	(500)	(500)	-

### APPROPRIATION AND EXPENDITURE DATA (\$000s)

Appropriation FY 24 Request	-	Year First Appropriation	FY16
Cumulative Appropriation	-	Last FY's Cost Estimate	-
Expenditure / Encumbrances	-		
Unencumbered Balance	-		

### PROJECT DESCRIPTION

This project reconciles the Maryland National-Capital Park and Planning Commission's CIP request with the County Executive's recommendation based on affordability considerations.