MCPB Item # 3

September 15, 2011

# MEMORANDUM

**DATE:** September 08, 2010

**TO:** Montgomery County Planning Board

**VIA:** Mary Bradford, Director of Parks
Mike Riley, Deputy Director of Parks
John E. Hench, Ph.D., Chief, Park Planning and Stewardship Division

**FROM:** Joey Lampl, Cultural Resources Manager
Michael Ma, Project Manager, Park Development Division
Julie Mueller, Project Manager, Cultural Resources Stewardship Section
Brenda Sandberg, Legacy Open Space Manager

**SUBJECT:** Facility Plan for Warner Circle Special Park

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**STAFF RECOMMENDATION:**

- Approve the Facility Plan as modified after the Planning Board guidance with the removal of the rear addition originally proposed in the July 28, 2011 Board session. (Note: A small elevator addition may have to be added to make the upper floors of the structure ADA compliant.)
- Approve a consolidated Phase II that rehabilitates the historic house and carriage house with proposed use as offices for the Department of Parks.
- Approve the reduced funding request in General Obligation bonds for the Phase II portion of the project in FY 2017, 2018, and Beyond Six Years in the FY 13-18 Capital Improvement Program.

## Background

**NOTE: PLANNING BOARD MEMBERS SHOULD BRING THE FACILITY PLAN REPORT FROM THE JULY 28, 2011 SESSION FOR REFERENCE.**

On July 28, 2011, staff presented the Facility Plan for Warner Circle Special Park to the Board. The proposed concept (see Attachment A) was to rehabilitate the historic Brainard Warner House and Carriage House, remove the non-historic nursing home wings, construct a new rear addition, and have the Department of Parks' Park Planning and Stewardship Division occupy the rehabilitated buildings. The proposed rear wing was designed specifically to accommodate that Division's aquatic biology and archeology programs, plus a large meeting room for staff and the public.

At the July 28th meeting, the Planning Board approved Phase I of the project for a cost of $751,000, the money having been appropriated. Phase I includes the demolition of the non-contributing nursing home wings, restoration of missing walls, and related site work. *The Planning Board did not give approval, however, for the remaining two phases of the plan, including the rear addition that was proposed. The Board directed staff to explore alternatives, including a design without a large, rear addition.*

**BOARD CONCERNS/STAFF RESPONSE**

The Board's main concerns and suggestions are summarized below in **bold**. Staff responses follow in *italics.*

1. **Develop a proposal for rehabilitation of the site within the historic footprints of the buildings. The proposed rear addition is too costly. The overall project costs are too expensive given the relatively narrow benefit of the proposed project.**

   *Staff has removed the proposed rear addition from the Facility Plan concept and is asking the Planning Board to approve the Facility Plan as modified to remove the proposed addition shown on July 28, 2011. Staff estimates that the modified proposal can cut the project cost from previously anticipated $9.3 Million to $4.3 Million.*

2. **Provide a more viable justification as to why the Department of Parks should be the occupant. Questions were raised as to whether staff could/should be accommodated in a central office space. Provide a better explanation of the Department's current office conditions.**

   *Staff believes it is justified in recommending that Parks staff be proposed as occupants for this site (See "Current Status of Department of Parks' Office Space," September 15, 2011.) Based on the information contained in that office space assessment, it is clear the entire Department can never be housed in a single headquarters and that centrally located urban office space is not suitable for many of Parks' operational units. Whether the appointed Division at the time of completion of construction is Park Planning and Stewardship or not, Parks will always have a need for satellite office spaces spread across the park system.*

3. **Design for flexibility so that office space can be used by other tenants.**

   *The offices in the historic house are generic in design and can accommodate any office tenant. The removal of the laboratories for aquatic biology and archaeology and removal of the large meeting room leaves a concept based on regular offices and small meeting spaces. The design does reflect the need to respect the historic integrity of the interior as required by a Maryland Historical Trust easement. The easement protects certain walls, staircases, and other defining features.*

4. **Consider leasing to other government, non-government, or market renters.**

   *The Department has experience leasing historic structures to private individuals, government agencies, and non-government entities. In more cases than not, these leases have been fraught with problems in preserving the buildings. For example, in the case of the the mid-19th century Jesup Blair House in Silver Spring, the Housing Opportunities Commission left the building in an uninhabitable condition upon the termination of its lease with Parks. Extensive water infiltration led to black mold, rotting structural conditions, constant leaks, and vermin in the walls, all forcing the HOC to evacuate its tenants. Parks continues to work with the HOC to find a remedy to address this problem.*

5. **Explain the costs per square foot for office space in an historic building versus new office construction.**

   According to the project's consultant, BELL Architect, the cost of renovating historic buildings can be wide range depending on starting condition and the level of alterations required. They have seen range of as low as $50 and as high as more than $400. The consultant had rehab of the Warner house estimated around $200/sf. That number may shift slightly up or down with Phase 3 eliminated. It should stay between $175-250/sf, a range the estimator feels is apt for a historic home like Warner in the condition it's in.

   The consultant has another historic building adaptive reuse project nearly finished construction at that is coming out to $330 per sf. That's a tax credit project though, and is being rehabbed from worse condition than Warner to a more deluxe final product. The costs vary a lot for adaptive reuse. It's not as easy to categorize as a typical suburban office building which tends to cost out $180-200 for core and shell, site work not included. All of those comparison numbers are rough categories, and exclude site work. The previously proposed rear additions were estimated at $332 and $421 per sf. The generic office building range is not a built out cost, it's a shell for leasing speculatively, and usually not built with long term in mind, or trying to blend with historic construction the same way Warner House additions would be.

6. **Revise the landscape and parking plan to reflect the removal of the rear addition and a corresponding reduction in the number of future occupants.**

   *Phase II will include additional green space due to the reduction in the building footprint and fewer needed parking spaces.*

**OTHER OPTIONS CONSIDERED**

In light of the Board's July 28th response to the Facility Plan presentation, staff considered three additional options:

1. Issuing another Request for Proposals (RFP) to identify a Third-Party Partner who could provide both capital and a use;
2. Issuing a Request for Proposals to identify a Third-Party tenant *after* Parks uses its own capital to fully rehabilitate the buildings; and
3. Mothballing the buildings upon the completion of Phase I (removal of the non-contributing nursing home wings).

Regarding the first and second options to issue an RFP seeking a partner (with or without some capital), but having an appropriate use, the following experience and challenges must be taken into consideration:

1. The first Warner RFP sought a partner with capital and use in exchange for a no- or low-cost lease, and did not result in any viable proposals. Of the more than 20 parties who were shown the site, only three submitted proposals. The proposers included two private schools and a mixed-use development. None of the proposers met the required criteria for award of the lease, specifically any requisite capital and a use compatible with a tax-supported public property. Staff has found that finding appropriate partners with enough capital and expertise to rehab and maintain historic buildings is more fantasy than reality.

Since 2007, Parks has issued RFPs looking for partners for other historic buildings in its inventory. Such RFPs also offered low- to no-rent leases in exchange for the rehabilitation of the structures. In the case of the Red Door Store, none of the over-80 inquiries and site visits resulted in a proposal. The same situation occurred at the Joseph White House in Boyds. The time and effort put into these initiatives by Commission staff was enormous and did not yield any results. With economic times and restricting lending practices not having improved since 2007, it is unlikely that a financially feasible proposal for Warner would result from a reissuing of an RFP where Parks expects a lessee to provide capital.

2. The second option to issue an RFP for a partner *after* Parks has fixed up the building also has the potential for serious drawbacks. In the case of the Waters House in Germantown, the Commission paid for the restoration of the historic house to commercial code for a not-for-profit tenant. Despite the Commission's efforts to provide space for a public-oriented not-for-profit, after a number of years the not-for-profit suffered budget cuts to the point that it could no longer afford to pay its already subsidized rent. That restored historic house is currently occupied by Parks staff. (Note that Parks found a way to retain the three, not-for-profit sub-tenants in the space alongside its staff and those tenants are now paying a reasonable rent to support utility costs- but Parks ultimately needed to be there to sustain the buildings.)

   Another consideration in fixing up a building for another party is that Parks' experience has shown that non-owning tenants have less incentive to maintain the buildings over time, even if such actions are required by their lease. There are several prominent cases at present illustrating this very point.

3. Another obstacle to securing a third-party tenant in historic buildings (whether it is rehabilitated by Parks or the third-party) concerns the source of funding. Advice of Commission bond counsel pertaining to IRS regulations states the following: *No County, tax-exempt bond money should go into a project that will result in a third-party lessee or partner, whether that partner is a not-for-profit agency or a for-profit partner.* In other words, all design and construction dollars put into acquisition, design, and construction of a project have to be Current Revenue. In the case of Warner, while the property was purchased with cash, it is highly unlikely that a project of this magnitude could be funded entirely with Current Revenue or PAYGO given the County's fiscal situation.

4. Finally, the project has received four state bond bills to date, and state bond bills come with restrictions. The state delegation has supported this project since its inception. Because of state funding, however, the Board of Public Works (BPW) is vested with the authority to approve or deny any future lessee that occupies Warner. BPW approval of any third-party lessee would add a significant hurdle to finding a suitable tenant, not only from an administrative standpoint, but also from the degree of uncertainty it fosters to any potential lessee or lender.

Regarding the third option to mothball or seal up the structures until a use is determined, a tenant identified, and the rehabilitation can be funded, the following must be considered:

1. Unoccupied buildings, even ones that are mothballed, deteriorate more quickly than occupied ones. At any given time, Parks owns six to eight historic houses not slated for interpretation that are vacant. This is an unfortunate reality due a healthy land acquisition budget, but insufficient operating and capital cultural resources budgets (i.e., the lack of people and dollars to move historic buildings into a usable market position.) It would be continuing bad business to add the

highly visible historic house and carriage house at Warner Circle to an already burdensome list of long-term vacancies. The building has already been vacant for five years.

2. Although the buildings would be mothballed, there are still significant on-going costs, such as minimal heating, fire protection, police patrolling and security, and electricity. Even with unoccupied buildings, the site would still have associated costs of park policing and site maintenance.
3. Unoccupied buildings are targets for vandalism.

4. The preservation and community goals that were the rationale for purchasing the site will not have been met.

**MODIFIED PROJECT SCOPE AND COST ESTIMATE**

To reduce the project cost and to rehab the historic buildings for general park office use, the project scope and cost estimate were modified to consolidate originally proposed Phases II and III into one phase as follows:

| Phase | Scope of Work | Cost Estimate |
|---|---|---|
| II | ▪ renovate and restore main house and carriage house for park office usage<br>▪ add rear egress stairs<br>▪ provide stormwater management for the entire park<br>▪ landscape enhancement to the grounds<br>▪ Modify parking areas to provide additional parking space if needed | $4,319,000[1] |

1 $4,860,000 for FY 17-18 projection, see Attachment C.

**FUNDING AND SCHEDULE**

Phase I, demolition of the nursing home and restoration of missing walls, is currently funded in the CIP in two Project Description Forms (PDFs): Restoration of Historic Structures and Warner Circle Special Park. Staff recommends including $4.5 Million in County General Obligation (GO) Bonds for a consolidated Phase II (the restoration of the historic house and carriage house with whatever essential improvements are required for Parks office use) in the FY13-18 CIP. Because the County Executive has asked that agencies and departments reduce their GO Bond expenditures in FY13-16, it would be very difficult to gain support to program any GO Bonds for Phase II before FY17. At the CIP worksession on September 8, staff proposed a schedule for Phase II as follows:

FY17: Begin design ($400,000)
FY18: Complete design and begin renovation ($3.3 million)
Beyond Six Years (FY19): Complete renovation ($1.16 million)

**CONCLUSION**

As a result of the above analysis, given the data presented in the "Current Status of Department of Parks Office Space," and given the Board's previous direction on July 28, 2011, staff recommends the following:

- Approve the Facility Plan as modified after the Planning Board guidance with the removal of the rear addition originally proposed in the July 28, 2011 Board session. (Note: A small elevator addition may have to be added to make the upper floors of the structure ADA compliant.)
- Approve a consolidated Phase II that rehabilitates the historic house and carriage house with proposed use as offices for the Department of Parks.
- Approve the reduced funding request in General Obligation bonds for the Phase II portion of the project in FY 2017, 2018, and Beyond Six Years in the FY 13-18 Capital Improvement Program.

**Attachments:**

A. July 28, 2011 Planning Board Memo, Warner Circle Special Park Facility Plan
B. Modified Facility Plan Concept Site Plan Showing Removal of Rear Addition
C. Modified Facility Plan Cost Estimate

cc:
Gene Giddens, Deputy Director of Parks
Brian Woodward, Chief, Southern Region
John Nissel, Chief, Facilities Management Division
Darien Manley, Chief, Park Police
Fred Boyd, Department of Planning
Peter Fosselman, Mayor, Town of Kensington
Senator Richard Madaleno, Maryland General Assembly
Delegate Al Carr, Maryland General Assembly

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

July 21, 2011

**MEMORANDUM**

**TO:** Montgomery County Planning Board

**VIA:** Mary Bradford, Director of Parks
Mike Riley, Deputy Director of Parks
John Hench, Chief, Park Planning & Stewardship Division

**FROM:** Michael Ma, Project Manager, Park Development Division
Julie Mueller, Project Manager, Cultural Resources Stewardship Section
Joey Lampl, Cultural Resources Manager
Brenda Sandberg, Legacy open Space Manager

**SUBJECT:** Facility Plan for Warner Circle Special Park

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## STAFF RECOMMENDATION

- Approve Facility Plan and cost estimate for rehabilitation of Warner Circle Special Park.[1]
- Approve request for additional funding in the FY 13-18 Capital Improvement Program, at which time the priority and schedule will be determined.

Schematic design showing reconstructed missing wall and compatible rear addition with existing carriage house in background

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1. No Forest Conservation Plan approval is required since the proposed rehabilitation and expansion work on a developed site is exempt from Forest Conservation requirements.

## SUMMARY

**Warner Property**

Warner Circle Special Park is a 4.5-acre property located in the Kensington Historic District. It was originally the home of Brainard Warner, the founder of the town. The property includes an 1890s house and a 1910s carriage house with non-historic additions that was used as a nursing home from the mid 1950s through 2005.

The property was acquired by M-NCPPC in 2005-2006 through the Legacy Open Space program for $6.4 million. The project goal has always been to preserve the cultural resource of the Queen Anne style town founder's home through adaptive reuse and historic landscape that has served as *de facto* public parkland for decades.

**Rehabilitation Proposal**

The Department of Parks proposes to refurbish the grounds of the property to continue to serve as a public park and to convert the historic buildings to public offices, including those for the Department of Parks' Park Planning and Stewardship Division, and publicly available meeting space. There will be a public interpretive space, public archeology lab, and opportunities for community events.

The Facility Plan (Attachment A) includes three major components: demolition of nursing home wings, rehabilitation of main house and carriage house, and building additions. The plan is to be implemented in three phases. The scope and cost estimate of the phases are as follows:

| Phase | Scope of Work | Cost Estimate |
|---|---|---|
| I | ▪ demolish nursing home wings<br>▪ restore loop driveway and public areas of the park previously occupied by the nursing home.<br>▪ reconstruct historic exterior walls at demolition<br>▪ repair roof and broken windows<br>▪ stabilize rear terrace<br>▪ utility improvements | $751,000 |
| II | ▪ renovate and restore main house for office usage<br>▪ landscape enhancement to the grounds<br>▪ add rear egress stairs | $4,272,000 |
| III | ▪ build additions for aquatics, archaeology, and public meeting space<br>▪ rehabilitate carriage house<br>▪ develop site adjacent to buildings with new parking spaces | $4,270,000 |
| **Total** | | **$9,293,000** |

**Funding**

Currently available funding for planning, design, and completion of the project in the Warner Circle Special Park PDF and the Restoration of Historic Structures PDF is around $751,000. It will be used to implement Phase I of the project.

The Department of Parks will recommend to the Planning Board this fall to include the remaining funding needed for Phases II and III in the FY 13-18 Capital Improvement Program, which will be submitted to the Council by November 2011. This project will compete with other county projects for County General Obligation (GO) Bonds, which are limited by Spending Affordability Guidelines (SAG).

## VISION AND PURPOSE

The purpose of the project as established during concept planning is to:

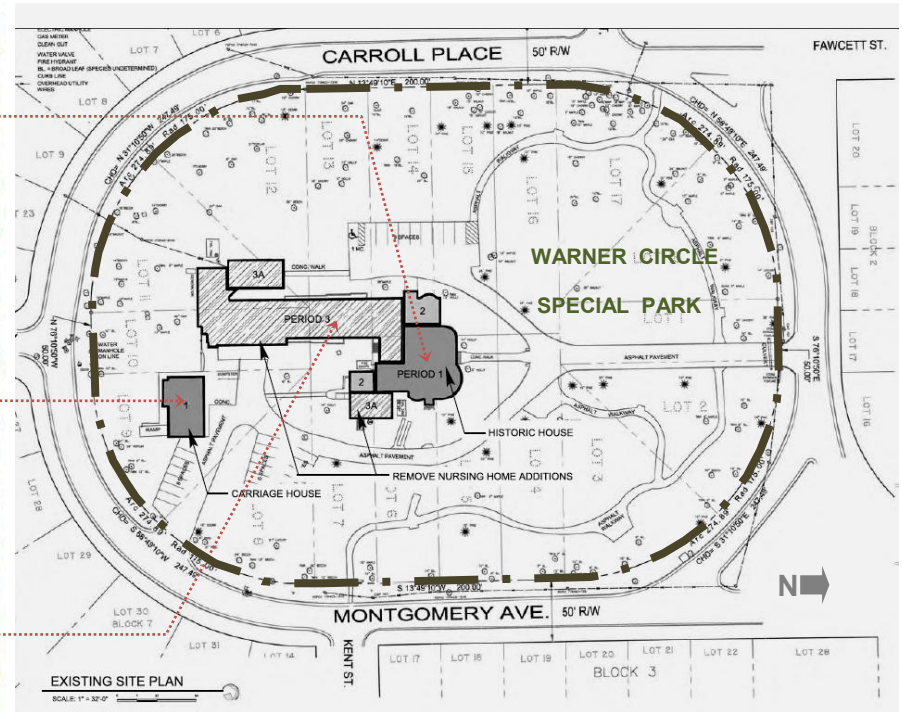
- Create a landscaped, open-space park that serves as a Town Green for Kensington and supports county-wide public events
- Restore and rehabilitate the historic structures through adaptive reuse as public meeting space and park staff offices
- Provide historical and archaeological interpretation of this important historical site and other interpretive sites to the County's citizens

## BACKGROUND

Warner Circle Special Park, located at 10231Carroll Place in the Town of Kensington, was the home of Brainard Warner, the founder of the town and a significant figure in the development of Montgomery County and Washington, DC. The site was designated as a critical Heritage Resource in *the Legacy Open Space Functional Master Plan* (M-NCPPC, 2001).

### Existing Facilities

The site includes an 1890s Queen Anne house with mid-20th-century non-historic additions and a 1910s carriage house. It was home to two prominent Washingtonians before its alteration into a nursing home from the mid 1950s through 2005. Although the buildings have been vacant for more than five years, the surrounding park continues to be used on a daily basis.



**Special Park**
This park is classified as a Special Park per the Park Classification System defined in the *Land Preservation, Parks, and Recreation Plan* (M-NCPPC, 2005). M-NCPPC parks are categorized as either Countywide Parks that serve regional needs or Community-Use Parks that serve more localized needs. Special Parks are a category of Countywide Park that serve to "preserve historic or culturally significant features" and are often used for "small conferences, social events, specialized education, and art exhibits." The recommended use intends to capture these functions.

Park staff monitors the property regularly and significant effort has been expended to maintain the grounds and historic buildings. Maintenance and improvement projects to date include, but are not limited to, regular landscape maintenance, removal of dead/hazardous trees, exterior painting in colors determined by historic paint analysis, and restoration of the front porch to its historic appearance.

## POLICY AND PLANNING DOCUMENT RECOMMENDATIONS

The policy and guiding documents that provide a baseline for pursuing this project are as follows:

**Planning Board-Approved Policy**
- *Vision 2030 (M-NCPPC, 2011)*
  - Prioritize the restoration and interpretation of the highest value historic and archaeological resources in County parks.
  - Propose a schedule for developing plans to restore the highest value historic resources and stabilize the highest value archaeological resources in County parks.
- *Master Plan for Historic Preservation (M-NCPPC, 1979) and National Register of Historic Places*
  - The site is a "primary" resource in the locally designated Kensington Historic District.
  - The property also is part of the National Register of Historic Places Kensington Historic District.
- *Legacy Open Space Functional Master Plan (M-NCPPC, 2001)*
  - Site identified as a critical Heritage Resource worthy of preservation and rehabilitation to preserve the core of an early suburban railroad suburb.
  - Essential to preserve the site as the heart of National Register Kensington Historic District.
- *Kensington Sector Plan Update (M-NCPPC, 2011)*
  - "Rehabilitate the Warner Circle historic buildings for public use and the historic landscaped grounds on the Warner Circle property for use as an important public open space within the Kensington Historic District. An adaptive reuse planning process for Warner Circle will determine appropriate use of the open space."

**Staff-Level Planning Documents**
- *2011 Cultural Resources Asset Inventory (Department of Parks)*
  - This property received an Asset Priority Index score of 92 out of a possible 100, the third highest score of the 43 historic sites in Parks' inventory of cultural resources. (Note: historic "sites" may contain multiple historic "resources," or "structures.") The Warner house received a Facility Condition Index of 0.75, meaning it is in "serious" condition.
- *2006 From Artifact to Attraction: A Strategic Plan for Cultural Resources in Parks (Department of Planning, Countywide Planning, Historic Preservation Section, 2006)*
  - Property is ranked a "Top 20 priority project."

## PLANNING PROCESS

### Community Outreach

Parks staff works with the Warner Circle Committee, a committee formed by the Mayor of Kensington to represent the interests of the town and to serve as a liaison between town officials, citizens and Parks. Meetings have been ongoing since site acquisition (2005) and have included a design charrette in 2006 to identify community needs and wishes, as well as regularly scheduled meetings of the Warner Circle Committee. These meetings are advertised, held several times per year, and are open to the general public who regularly attend.

Regular email contact with the community and Mayor is maintained by the project managers throughout the process, including distribution to the Town's list serve and government website. Information also is provided to state senators, the Kensington Historical Society, and other interested parties.

### Private Partner

Initial efforts to find a use for the historic buildings in this park focused on finding a private partner to fund the capital costs of rehabilitation in return for a low- to no-cost lease on the buildings. After significant coordination with the community over a two-year period, an RFP was published in February 2008 to seek a private partner for an appropriate reuse of the buildings. The RFP application window closed in July 2008. Despite extensive outreach efforts and significant verbal interest in the buildings at several open houses, the lengthy search process did not result in any viable applicants that met the RFP criteria.

### Public Uses

The current rehabilitation program, therefore, calls for a public use of the buildings. The Park Planning and Stewardship Division of the Parks Department will become the building's occupants and stewards. Division staff in natural resources, cultural resources, aquatics, archaeology, and park planning will steward the site. The Department owns many historic buildings that are vacant; occupying these buildings with a permanent use provides significant benefits to the preservation of these important historic resources. The additional synergy created by placing Park staff in these buildings and on the historic site is a positive gain. The grounds will continue to function as a town green and a public park for the entire county.

To achieve the vision and purpose for this Special Park as determined during the concept planning phase (see above), the rehabilitation program includes multiple opportunities for public use of the grounds and historic buildings and provide multiple avenues for historic interpretation:

- Rehabilitation of the grounds - In addition to providing a revitalized Town Green for the Town of Kensington, the Park will also provide appropriate space for outdoor arts and educational events that can serve residents of the entire County and provide opportunities for interpretive panels to educate all visitors to the park.
- Restoration of the main lobby – It will create a small interpretive space/reception area on the history of this site, the Town of Kensington, and other historic and cultural aspects of Montgomery County that will be available for public access during regular business hours with no additional staff resources.
- Public Meeting Space – A new AV-equipped public meeting room will be available to other government agencies, citizen groups, non-profit organizations, and the Town of Kensington for regular public meetings.

- New archaeology laboratory – It will provide significant and frequent opportunities for public access and education. Eighty archaeology volunteers will have a proper facility to assist with the cleaning, storage, and classification of large numbers of artifacts on a daily basis. The archaeology laboratory is also being designed with outreach classes and educational tours in mind.

**Program of Requirements (POR)**

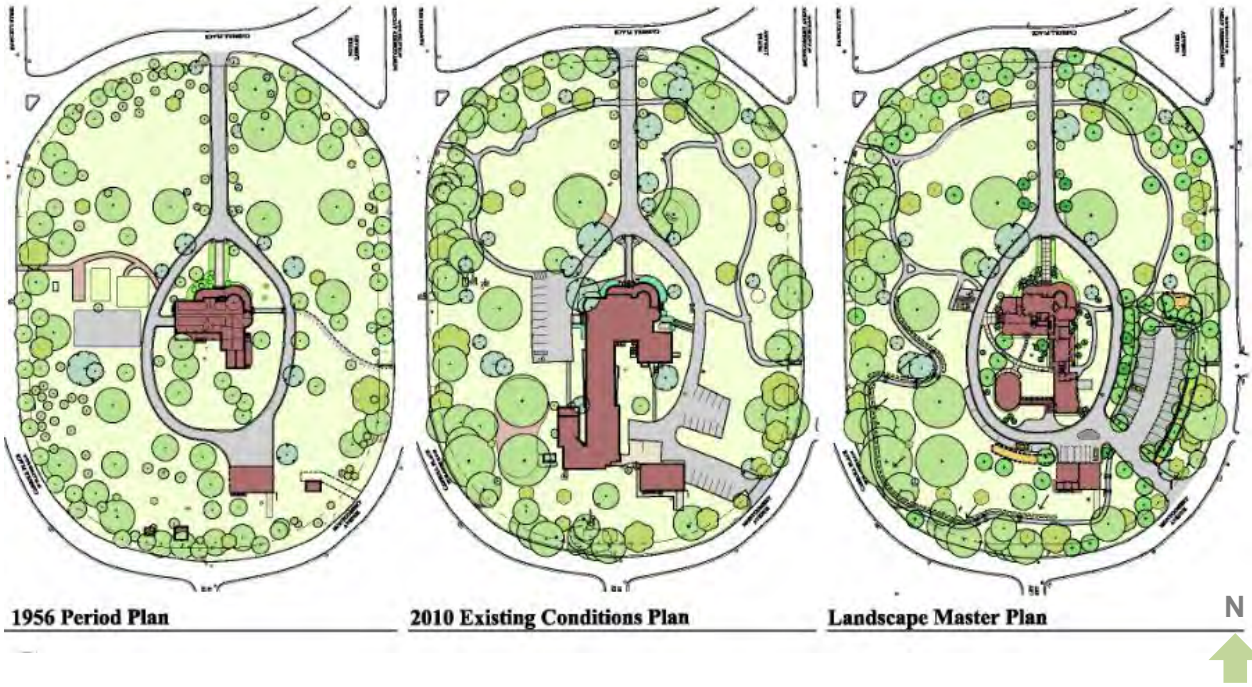
The following POR was developed for the park based on input from Parks and the Warner Circle Committee:

- **Town Green/Open Space**
  - Create a plan that emphasizes its function as
    - A Town Green for Kensington
    - An historic and archaeological, interpretive resource for the County
    - A county-wide open space for public events (the grounds)
  - Public park plan should
    - Maintain and enhance existing trees, shrubs, and beds
    - Create buffer between new parking area and residences across street
    - Design attractive storm water management facilities
    - Retain and/or create new seating areas
    - Provide for pedestrian circulation
    - Provide public parking
    - Open currently blocked views to and from the historic buildings
    - Create more pedestrian-friendly landscaped areas within the park
  - The layout of the Park will
    - Incorporate historic and new architectural elements
    - Be based on the historic landscape plan
    - Support the functions desired for the Town Green

- **Consolidated Headquarters for the Park Planning and Stewardship Division**
  - Remove the 14,500-square-foot non-contributing, 1960's nursing home additions. (The nursing home wings are not compatible with the historic house. Analysis indicates that reuse of all or part of the nursing home wings, even with cosmetic and functional improvements, will not meet the functional needs of Park offices or respect the historic character of the site.)
  - Adaptively reuse over 10,000 square feet of the historic house and carriage house for Park staff (approximately 40 persons) offices.
  - Build approximately 7,900 square foot addition for:
    - stream-protection aquatics laboratory.
    - archaeology laboratory and artifact storage facility.
    - conference/meeting space to be made available for public use.
    - additional offices for Parks staff.
    - ADA compatibility.
  - Provide storage space in carriage house for program materials currently housed at different locations
  - Provide parking for staff and Commission vehicles
  - Retain major significant interior spaces as open and available for historic interpretation and exhibit space

**Planning Board Direction**
On September 24, 2009, Park staff briefed the Planning Board of the Concept Plan for Warner Circle Special Park. The Board enthusiastically and unanimously endorsed the vision, concept design, and proposed use and occupants and directed staff to continue. (See Attachment B.)

Chairman Royce Hanson stated "I am delighted that Parks will be occupying this space. The [site] will receive the tender loving care that it needs because it will be occupied by this particular office of Parks and this office will be getting much needed space." Planning Board member Joe Alfandre also "whole-heartedly endorse[d] the plan [that was presented by Bell Architects]." He went on to state that it is a "terrific plan [that] create[s] new history with this terrific vision....Give the Chairman credit for this project....This is an example of 'good government'." Additionally, the Town of Kensington and surrounding citizens strongly support Parks' proposal.




**FACILITY PLANNING PRODUCTS**

Facility planning to date includes: (Attachment A: Facility Plan Report)
- Architectural design development through the 35% phase
- Landscape design development through the 15% phase
- Completion of a landscape history
- Completion of an archaeological assessment and historical research
- Cost estimating
- Structural engineering
  - Design for new additions to support aquatics and an archaeology lab
  - Design to recreate/restore historically significant spaces now missing
  - Evaluation of floor/roof structure for new uses
  - Design guidelines for new HVAC, plumbing, electrical openings as necessary
- Civil Engineering
  - Survey and identification of topography, boundaries, utilities, structures, and vegetation

  - Forest Conservation Plan exemption
  - Storm water management concept plan approval
  - HVAC alternatives analysis
- LEED Checklist
- Data/Security analysis and A/V design
- Meeting with the community on a regular basis to receive input and provide information
- Submittal of draft facility plan to the Easement Committee of the Maryland Historical Trust for review since the project is the recipient of four state bond bills.

## REHABILITATION PLAN

Based on the required POR, the rehabilitation plan for the Park, as shown in detail in the attached Facility Plan Report, proposes to rehabilitate the historic buildings and build a 7,900-square-foot addition as follows:

**Historic Warner Manor**

First Floor

- Reception Area to include exhibition space and reception desk
- Medium (15-person) conference room (available to public after hours)
- Division Chief Office and administrative offices
- Copy/supply room
- Staff kitchen and lunch room

Second Floor

- Offices, library, small (6-person) conference/work room, and supply/copy room.

Third Floor

- Offices, storage, small (6-person) conference/work room.

Basement

- Mechanical, electrical, and sprinkler equipment.

**Addition**

Ground Floor

- Archaeology laboratory, offices, storage, small exhibition area, and pump room.

First Floor

- Aquatics laboratory, offices, elevator and stairwell base, and a large (45-person) conference room to accommodate Parks staff, the public, and other government or non-profit agency meetings and available to public.

Second Floor

- Office and areas connected to historic manor

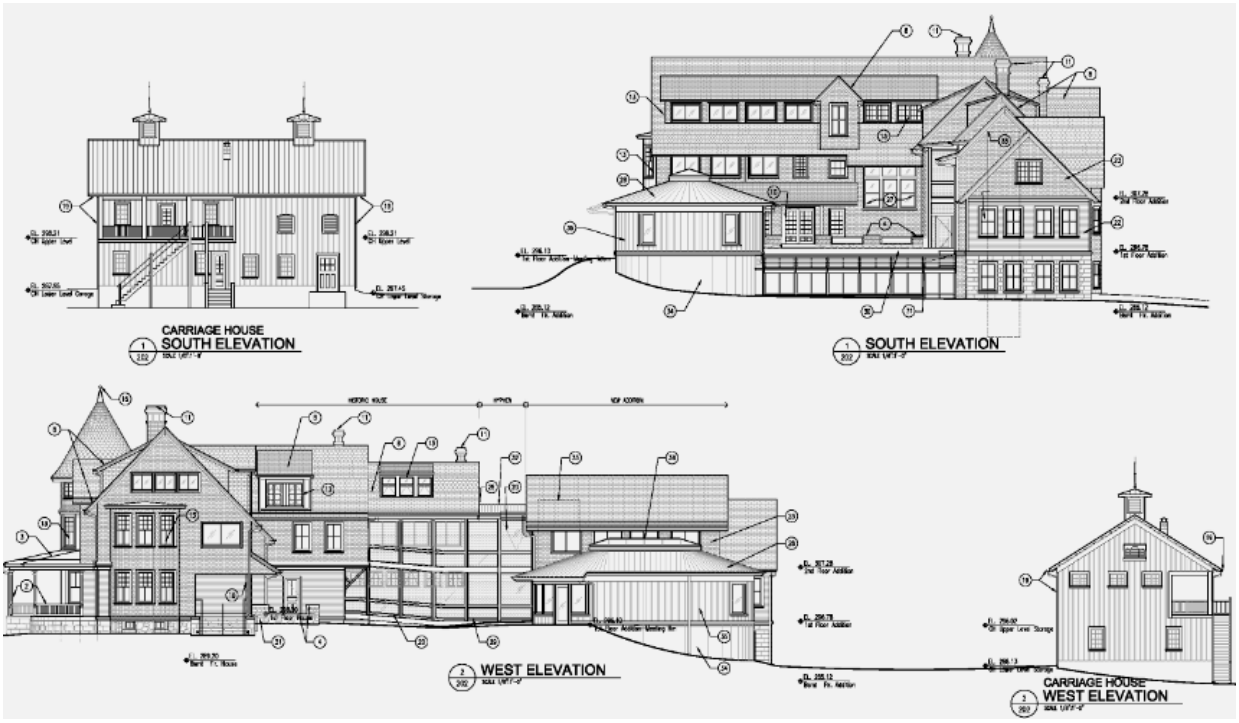
**Carriage House**

First Floor

- Parking for three Commission vehicles and aquatics storage area

Second Floor

- Storage



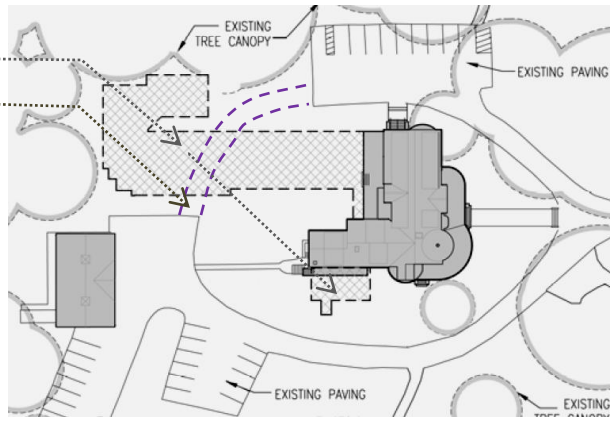

**Site Improvements**

Based on the proposed Landscape Master Plan, new landscaping features will be provided to enhance the grounds, the historic loop driveway will be restored to facilitate on-site circulation, and new parking spaces will be added to accommodate the proposed office/meeting functions.

**PHASING PLAN**

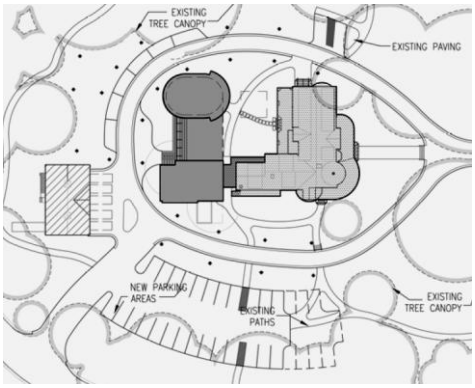
The entire project includes three major components: demolition of nursing home wings, rehabilitation of historic buildings, and building additions. It will be implemented in three phases depending on funding availability:

- **Phase I**
  - demolish nursing home wings
  - restore loop driveway and public areas of the park previously occupied by the nursing home.
  - reconstruct historic exterior walls at demolition
  - repair roof and broken windows
  - stabilize rear terrace
  - utility improvements



- **Phase II**
  - renovate and restore main house for office usage
  - landscape enhancement to the grounds
  - add rear egress stairs

- **Phase III**
  - build additions for aquatics, archaeology, and public meeting space
  - rehabilitate carriage house
  - develop site adjacent to buildings with new parking spaces




Currently available funding for planning, design, and completion of the project in the Warner Circle Special Park PDF and the Restoration of Historic Structures PDF is around $751,000. It will be used to implement Phase I of the project. The Department of Parks will request funding for Phases II and III in the FY 13-18 Capital Improvement Program, which will be submitted to the Council by November 2011.

## OTHER REQUIRED COORDINATION

### Historic Preservation

Because this project has received State of Maryland bond bills, it is subject to an historic preservation easement. Park staff negotiated a preservation easement that is between the County (as land owner) and the Maryland Historical Trust, but the implementation of which is the responsibility of Parks. The Easement Committee of the Maryland Historical Trust (MHT) reviewed a draft of the Facility Plan including the archaeological assessment in March 2011. The Committee conditionally approved the demolition of the nursing home wings (predicated on future rehabilitation design detailing) and gave conceptual approval to rehabilitate the manor house (Attachment C).

Designed according to the *Secretary of Interior's Standards for Rehabilitation,* the Facility Plan will require design review and approval by the county's Historic Preservation Commission (HPC) following its presentation to the Planning Board. The Maryland Historical Trust's Easement Committee and HPC will review the project again once the design is farther along.

### Forest Conservation

The property has been developed with existing facilities as described above. The Facility Plan proposes to remove nursing home wings, rehabilitate existing historic buildings, and build additions to accommodate new uses. The proposed work on this developed site meets exemption provisions under "developed site." Therefore, a Forest Conservation Plan is not required for this project. An approval letter issued by the Planning Department's Environmental Planning staff is included in the Facility Plan Report.

### Stormwater Management

A Stormwater Management Concept Plan was submitted to and reviewed by the Department of Permitting Services (DPS). The consultant has responded to review comments on the stormwater concept and received verbal approval from the reviewer. A formal approval letter will be issued by DPS soon.

## COSTS

### Design and Construction

The consultant prepared a detailed cost estimate for rehabilitation of the Park, which is included in the consultant's Facility Plan Report (Attachment A). The cost for design and construction of the proposed rehabilitation and expansion work is $9,293,000. It included three phases with alternate items. The following table is a summary of the estimated costs:

| Division | Phase I Cost ($) | Phase II Cost ($) | Phase III Cost ($) |
|---|---|---|---|
| 1 General Conditions | 39,568 | 226,372 | 180,403 |
| 2 Site Work | 214,435 | 217,652 | 452,327 |
| 3 Concrete | --- | 14,958 | 175,114 |
| 4 Masonry | 6,300 | 22,992 | 30,776 |
| 5 Metals | --- | 39,584 | 78,715 |
| 6 Wood & Plastics | 76,228 | 166,711 | 122,823 |
| 7 Thermal & Moisture Protection | 57,215 | 138,474 | 126,150 |
| 8 Doors & Windows | 30,300 | 384,421 | 135,734 |
| 9 Finishes | 11,200 | 164,100 | 143,361 |
| 10 Specialties | --- | 13,231 | 10,656 |
| 11 Equipment | --- | 4,500 | 4,500 |
| 12 Furnishings | --- | 12,269 | 6,578 |
| 13 Special Constructions | --- | --- | --- |
| 14 Conveying Systems | --- | --- | 85,000 |
| 15 Mechanical | --- | 741,476 | 303,828 |
| 16 Electrical | --- | 343,356 | 128,473 |
| Alternate and Special Items [1] | | | 470,689 |
| Subtotal Includes contractor's OH&P (10%) + bond (1.5%) | 485,952 | 2,780,193 | 2,778,584 |
| Design Contingency (10%) | 48,595 | 278,019 | 277,858 |
| Escalation [2] (5.6%) | 29,935 | 171,260 | 171,160 |
| **Subtotal** | 564,482 | 3,229,472 | 3,227,602 |
| **Construction Contingency** (6.5%-Phase I, 15%- Phases II + III) | 36,691 | 484,421 | 484,140 |
| **Design Fee and Contingency** [3] | 101,600 | 387,537 | 387,312 |
| **Staff Chargeback** (20% of design fee) | 20,320 | 77,507 | 77,462 |
| **Construction Management and Inspection** [4] | 28,224 | 92,847 | 92,794 |
| **Total for the Phase** | **751,317** | **4,271,784** | **4,269,310** |
| **Grand Total Project Cost** | | | **9,292,411** |

1. Includes meeting room, expanded parking lot, and geothermal mechanical
2. The construction cost is based on a construction start of Spring 2012 for all work at the rate of 3.5% p.a. Escalation is calculated from 9/14/2010.
3. 18% of construction cost for Phase I. 12% for Phases II and III.
4. 5% of construction total for Phase I. 2.5% for Phases II and III.

**Operating Costs and Budget Impact**

Parks currently pays to maintain this large, vacant house and sizeable carriage house on over four acres of landscaped grounds. The current average, annual operating costs total approximately $55,000. That figure includes $43,000 to maintain the buildings and $12,000 to maintain the grounds. Of the $43,000 to maintain the buildings, note that a significant portion ($25,000 per year) is comprised of utility expenditures to heat and preserve the interior of the historic house (not the nursing home wings). The historic house totals over 10,000 square feet of space.

After the Facility Plan is fully implemented (includes all phases anticipated in 2017), the operating costs to maintain the park (both buildings and grounds) will increase due to additional facilities and functions at the Park. Park staff currently estimates that future OBI will be approximately $93,000 in total.

| Maintenance Items | Current Cost | Projected Cost | OBI |
|---|---|---|---|
| Building | 18,000 | 48,000 | 30,000 |
| Grounds | 3,650 | 7,500 | 3,850 |
| Tree | 3,555 | 4,500 | 945 |
| Utilities | 25,000 | 45,000 | 20,000 |
| Trash/Recycle | 400 | 4,100 | 3,700 |
| Custodial | N/A | 4,000 | 4,000 |
| Park Police | 15,000 | 26,250 | 11,250 |
| IT | N/A | 18,400 | 18,400 |
| **Total** | **55,000** | | **92,145** |

In addition, there will be one-time expenses of $89,000, including moving expenses for 40 staff members ($12,000) and IT related expenses ($77,000).

**Offsetting Revenues**

Parks envisions offsetting revenues from charging reasonable fees for community and other events to minimize the operating budget impact. Possible revenues include the following fees:

- Rental of meeting room: $50/hour for non-profit and $100/hr for private with AV fee of $200.
- Community events: $1,000 per big events

Based on a projection of 2 meetings a month and 4 events a year, staff's rough estimate of the annual rental revenue is about $12,200.

## FUNDING

Currently available funding for planning, design and completion of the Phase 1 construction is contained in two projects within the CIP: the Restoration of Historic Structures PDF and the Warner Circle Special Park PDF. A total of $409,000 is earmarked for Warner Circle within the Restoration of Historic Structures PDF, and $625,000 in state bond bills have been authorized by the state. These funds have been or will be appropriated in the Warner Circle Special Park PDF (see chart below and Attachment D). After completion and approval of the Facility Plan, $751,000 will remain as the balance to pursue Phase 1, described above.

Note that the County Council created the CIP stand-alone project for Warner Circle Special Park in FY2011 to establish a location for placing funding towards the project. To date, no County funding has been provided to that stand-alone CIP project, but four separate State bond bills have been awarded to support the project. These bond bills have been sought by both the Town of Kensington on Parks' behalf and specifically by Parks. After Planning Board approval of the Facility Plan, staff will continue to pursue County and other funding sources to bring this project on line, including non-public sources.

| Funding Source by Project and OCA (in 000's) | Appro-priation Date | Amount | Expenditures/ Encumbrances to Date | Remaining Balance | Expend. Deadline, if applicable |
|---|---|---|---|---|---|
| **Restoration of Historic Structures PDF 808494** | | | | | |
| OCA 659391 Current Receipts | FY09 – FY10 | 248 | 161 | 87 | NA |
| OCA 659402 G.O. Bonds | FY10 | 161 | 22 | 139 | NA |
| **Warner Circle Special Park PDF 118703** | | | | | |
| State Bond Bill I (2004, amended 2008) | FY11 | 100 | 100 | 0 | 6/1/2011 (met) |
| State Bond Bill II (2006, amended 2008) | FY11 | 150 | 0 | 150 | 6/1/2013 |
| State Bond Bill III (2010) | FY12 | 275 | 0 | 275 | 6/1/2013 |
| State Bond Bill IV (2011) | Pending | 100 | 0 | 100 | 12/1/2014 |
| **Warner Circle Project Funding Totals** | | **$ 1,034** | **$ 283** | **$ 751** | |

The Department of Parks will recommend to the Planning Board this fall to include the remaining funding needed for Phases II and III in the FY 13-18 Capital Improvement Program, which will be submitted to the Council by November 2011. This project will compete with other county projects for County General Obligation (GO) Bonds, which are limited by Spending Affordability Guidelines (SAG). Parks staff will return to the Planning Board at the CIP worksessions this fall to seek approval for the revised PDF for Warner Circle Special Park that will include the total cost of the project.

## CONCLUSION

The historically significant buildings on this property have remained vacant for over five years. It is imperative to occupy them as soon as possible. Staff has funding to pursue Phase 1, and seeks approval to pursue full project completion (Phases 1, 2 and 3) per the Facility Plan and

associated cost estimate. Staff recommends approval of Facility Plan, cost estimate, and request for additional funding.

Attachment A: Facility Plan Report, Bell Architects: 35% Schematic Design Report (including detailed cost estimate, stormwater management concept plan, and approval for Forest Conservation Plan exemption).
Attachment B: September 18, 2009 Planning Board Staff Memo for Concept Plan
Attachment C: Maryland Historical Trust Easement Committee Letter
Attachment D: Warner Circle Special Park PDF

cc: Gene Giddens, Deputy Director of Parks
Brian Woodward, Chief, Southern Region
John Nissel, Chief, Facility Management Division
Darien Manley, Chief, Park Police
Fred Boyd, Department of Planning
Peter Fosselman, Mayor, Town of Kensington
Senator Richard Madaleno, Maryland General Assembly
Delegate Al Carr, Maryland General Assembly

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

MCPB Item #__# 10___
Date: 09/24/09

**DATE:** September 18, 2009

**TO:** Montgomery County Planning Board

**VIA:** Mary Bradford, Director of Parks
Mike Riley, Deputy Director of Parks
John E. Hench, Ph.D., Chief, Park Planning & Stewardship Division

**FROM:** Brenda Sandberg, Legacy Open Space Manager
Joey Lampl, Cultural Resources Stewardship, Manager
Julie Mueller, Cultural Resources Stewardship, Project Manager

**RE:** Warner Circle Special Park Briefing

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## SUMMARY

**STAFF RECOMMENDATION: Discuss and Provide Guidance to Staff**

Staff will brief the Planning Board on the proposed concept plan for Warner Circle Special Park. Staff proposes to move forward with consultant contracts to complete planning and design work and to seek construction funding within the FY11-FY16 CIP cycle to meet the following goals:

**# 1. Create a landscaped open space park that serves as a Town Green for Kensington and supports county-wide public events**

**# 2. Provide historical and archaeological interpretation of this important historical site to the County's citizens**

**# 3. Restore and rehabilitate the historic structures through adaptive reuse as public meeting space and park staff offices**

Staff believes it is essential to activate vacant buildings on Parks' historic inventory with appropriate uses to prevent deterioration, and thus recommends moving forward with all due speed with this park rehabilitation project.

## BACKGROUND

Warner Circle Special Park (WCSP), located in the heart of the Kensington historic district, was the home of Brainard Warner, the founder of the Town of Kensington, Maryland, and a significant figure in the development of Montgomery County. This 4.5-acre property was acquired by M-NCPPC in 2005-2006 through the Legacy Open Space program to meet three public needs:

- Preservation of two historic buildings of countywide significance
- Preservation of historic landscaped open space that has served as *de facto* public parkland for decades
- Provision of another public benefit through adaptive reuse of the large historic buildings

The site includes an 1890's Queen Anne house and carriage house, two historic additions built in 1913-1914 (a wing to the west and a rear ell), and a 1960's non-contributing nursing home addition consisting of a long, two-level wing to the south and a shorter, one-story kitchen addition to the east (see Attachment A for photos and phases of development site plan).

The site was occupied as a nursing home until 2005 and has been vacant since that time. Park staff monitors the property regularly and significant effort has been expended to maintain the grounds & historic buildings. Maintenance and improvement projects to date include regular landscape & tree maintenance, removal of dead/hazardous trees, structural repairs as necessary, and an exterior paint job in colors determined by historic paint analysis, among many projects.

Public outreach to the Town of Kensington and surrounding communities has been extensive since the acquisition of this property, including a public charrette in 2006 and ongoing coordination with the Town of Kensington's Warner Circle Committee, Mayor, and Council; the Kensington Historical Society; and other interested parties.

## PARK PLANNING, PHASE I: Partnership Request for Proposals (RFP)

Initial efforts to find a use for the historic buildings in this park focused on finding a private partner to fund the capital costs of rehabilitation in return for a low- or no-cost lease on the buildings. After significant coordination with the community over a two year period, an RFP was published in February 2008 to seek a private partner for an appropriate reuse of the buildings. The RFP application window closed in July 2008. Despite extensive outreach efforts and significant verbal interest in the buildings at several open houses, the lengthy search process did not result in any viable applicants that met the RFP criteria.

## PARK PLANNING, PHASE II: Concept Plan Development

Since the attempt to find private capital for this rehabilitation project through the RFP process did not succeed, staff has pursued a publicly-funded reuse of the buildings that is compatible with the maintenance of this important open space and the provision of historic interpretation on the site. An architectural/ engineering team (BELL Architects and Robert Silman Associates) is currently under contract to create a Concept Plan for the park and adaptive reuse of the buildings. Several years of close coordination with the Kensington community has resulted in the identification of several community needs and desires for this park that are being incorporated in the Concept Plan. In addition to significant community outreach, the consultants and Parks staff has coordinated with Historic Preservation staff and Community Planning staff in the Planning Department.

The Concept Plan is focusing on three key goals – landscape preservation, historical interpretation, and historic structure rehabilitation – each addressed below in more detail.

### Goal #1: Create a landscaped open space park that serves as a Town Green for Kensington and supports county-wide public events

The four acres of landscaped grounds surrounding the Warner house and carriage house have long served as a Town Green for the residents of the Town of Kensington and served many uses for the broader Montgomery County community. During the site's tenure as a nursing home facility, many seasonal and holiday events were programmed on the site for the community. In addition, several local organizations held art shows, small festivals, and outdoor concerts on the grounds. The desire is strong to maintain the park in such a form that it can continue to support such local and county-wide events.

### Goal #2: Provide historical and archaeological interpretation of this important historical site to the County's citizens

Historical interpretation will focus on the role of the occupants of the Brainard Warner House in first establishing and then promoting Kensington as a Late Victorian model suburb and on the history of Kensington itself. Interpretation will be coordinated with the Kensington Historical Society, using photographs from its collection and will be supplemented by additional research undertaken by Parks historians. Archaeological artifacts found on the site during construction also will be displayed in the house. County residents will have the opportunity to participate in the archaeological excavations.

Interpretation will not be limited, however, to this site alone. The main house will feature a library with information on all of the Department of Parks' publicly interpreted sites countywide that will be open to the public. Rotating exhibits on other County historic sites are envisioned in public spaces of the historic buildings. The archaeological laboratory also will be open to the public on a regular basis to promote an understanding of the countywide archaeology program and for volunteer archaeology opportunities, including excavations.

### Goal #3: Restore and rehabilitate the historic structures through adaptive reuse as public meeting space and park staff offices

The Department of Parks has identified an office use for the buildings that will be compatible with the residential and historic neighborhood: the headquarters for the Department of Parks' Park Planning & Stewardship (PPS) Division and public meeting spaces. The Concept Plan will address office space needs for approximately 30-35 staff and create OSHA-compliant aquatics and archaeology laboratories within the historic setting of the large landscaped park property.

The rationale for placing the PPS Division into the Warner House and Carriage House is multifold:

- PPS is currently housed in expensive leased office space in downtown Silver Spring. In the long term, it is more efficient with scarce tax dollars to house staff in park-owned facilities instead of leased space. The current lease will expire in December, 2010.
- The Warner property is the most appropriate Park-owned site for this Division based on size of the existing buildings and proximity to MRO and Parkside.
- Locating Cultural Resources Stewardship including Archaeology staff in historic structures within a designated historic district creates synergy with the desired historical interpretation on this site.
- Cultural Resources Stewardship staff has responsibility, working with other Park Divisions, for maintaining all historic resources within the park system including the Warner property.

Five units of Park Planning & Stewardship are proposed to be consolidated onto the site with approximately 30-35 staff:

- Division Chief and Administration
- Cultural Resources Stewardship (including Archaeology relocating from multiple remote locations)
- Resource Analysis (including Aquatics)
- Park and Trail Planning
- Legacy Open Space

The remaining two units in the PPS Division, Natural Resources Stewardship and Natural Surface Trails Implementation, are adequately housed at other park locations and will not be moving to this site.

## CONCEPT PLAN: Progress Report

Work on the Concept Plan to date has resulted in the following key recommendations for this park as planning and design move forward:

1. **Create an overall plan for the Park that emphasizes its function as a Town Green for Kensington and county-wide public events and as an historic interpretive resource for the County.** The overall layout of the Park will incorporate historic and new architectural elements, be based on the historic landscape plan, and support the functions desired for the Town Green. Continuing the long history of this property as a green open space for all residents to enjoy is a critical goal for this park.
2. **Remove the non-contributing, 1960's nursing home addition.** The nursing home wing is not compatible with the historic house. Analysis indicates that reuse of all or part of the nursing home wings, even with cosmetic and functional improvements, will not meet either the functional needs of Park offices or respect the historic character of the site. Removal of these additions will open currently blocked views to and from the historic buildings and create more pedestrian-friendly landscaped areas within the park.
3. **Restore, rehabilitate, and renovate the historic house and carriage house to meet the space requirements for park offices and public meeting space.** Preservation treatment zones have been identified based on the Secretary of the Interior's Standards for Treatment of Historic Properties. Adaptive reuse of the historic house and carriage house will provide approximately 10,000 square feet of usable office, meeting and storage space.
4. **Build additional space (approximately 7,000 square feet) to meet the requirements for this reuse plan.** The estimated space requirement is for approximately 17,000 square feet, leaving a need to construct approximately 7,000 square feet of new space. The concept for the new space is to build partially underground with one small above-ground addition connected to the house via a hyphen, and one small pavilion that appears as a separate structure.
5. **Design these new elements to be compatible with the significant architectural character of the buildings, to preserve relationships between the historic buildings, the grounds, and the scale of the surrounding neighborhood, and to read as secondary features, subservient to the house.** All design for the existing and new structures will be done according to the Secretary of Interior's Standards and will require review and approval by the county's Historic Preservation

Commission. In addition to creating stylistically compatible buildings, this approach will also retain many interior spaces as open and available for historic interpretation.

6. **Design all elements of the park, buildings and landscape to be as "green" as possible, including energy efficient design, LEED certification, and low maintenance landscapes.**

See ***Attachment C*** for a series of sketches that illustrate Bell Architects progress on the draft Concept Plan that reflects the above recommendations for the Warner Circle Special Park.

## NEXT STEPS

The buildings on this property have remained vacant for over four years and it is essential to occupy the buildings as soon as possible. Staff proposes to move this project forward expeditiously to facilitate the rehabilitation and occupancy of this historic house. By doing so, we achieve the relocation of PPS staff to an appropriate Park location, eliminate expensive lease payments, and prevent deterioration of this important landmark. Several actions will be taken over the coming months to achieve these goals:

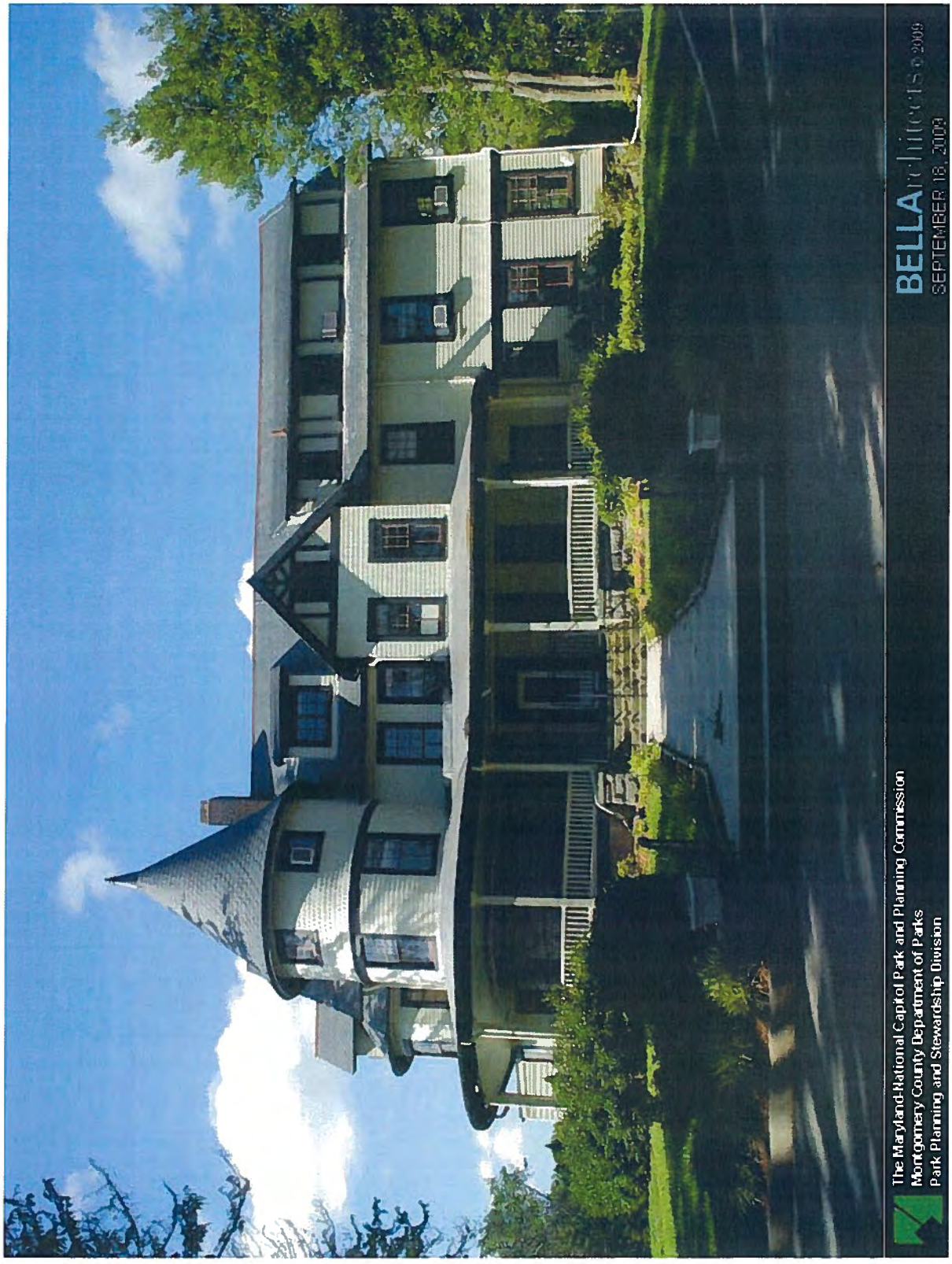
1. **Use existing CIP funding to continue design work through delivery of construction documents and construction administration.** Existing funds in the Restoration of Historic Structures PDF are available to move forward with the remainder of the design work.
2. **Seek FY11-16 CIP approvals from the Planning Board and County Council to fund estimated construction costs** (see Attachment C for PDF proposal). The construction cost estimate in this PDF is a placeholder based on the current 10% design completion. When Schematic Design (35%) drawings are complete, more precise cost estimates will be used to revise the PDF funding request.
3. **Pursue creative funding sources to reduce impact on County budget**, including:
    - State Bond Bills ($250K existing, requesting additional bond bill funds during 2010 legislative session)
    - Federal grants such as Save America's Treasures
    - County funds (G.O. Bonds and/or Current Receipts)

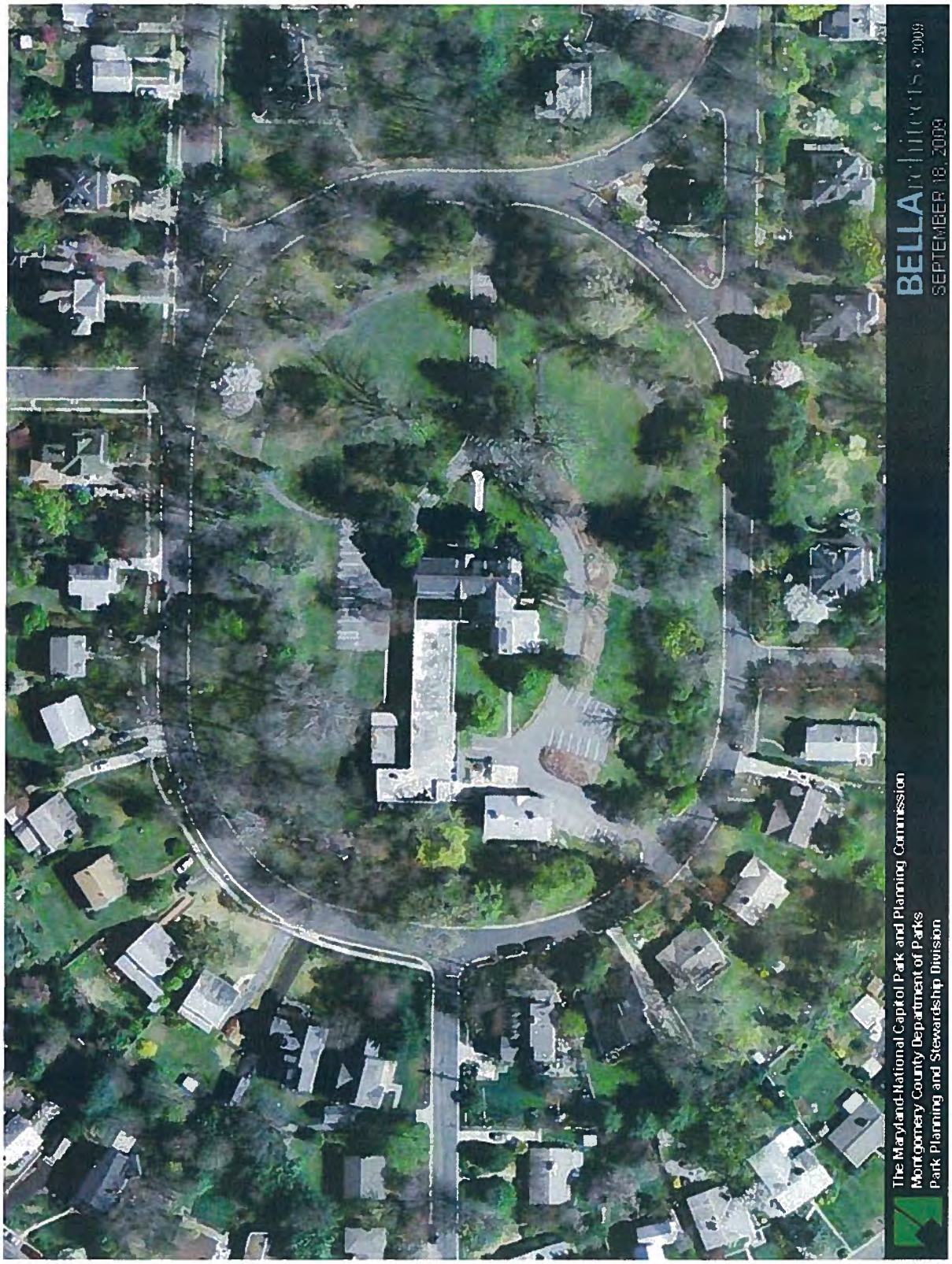
## Attachments

**Attachment A:** Existing Conditions Photographs & Site Plan
**Attachment B:** Concept Plan Sketches and Cross Sections, 9/18/09
**Attachment C**: Warner Circle Special Park PDF proposal for FY11-16 CIP

cc: Brian Woodward, Chief, Southern Region
John Nissel, Chief, Facility Management Division
Gene Giddens, Deputy Director of Parks
Darien Manley, Chief, Park Police
Fred Boyd, Planning Department

## Attachment A: Existing Conditions Photographs & Site Plan

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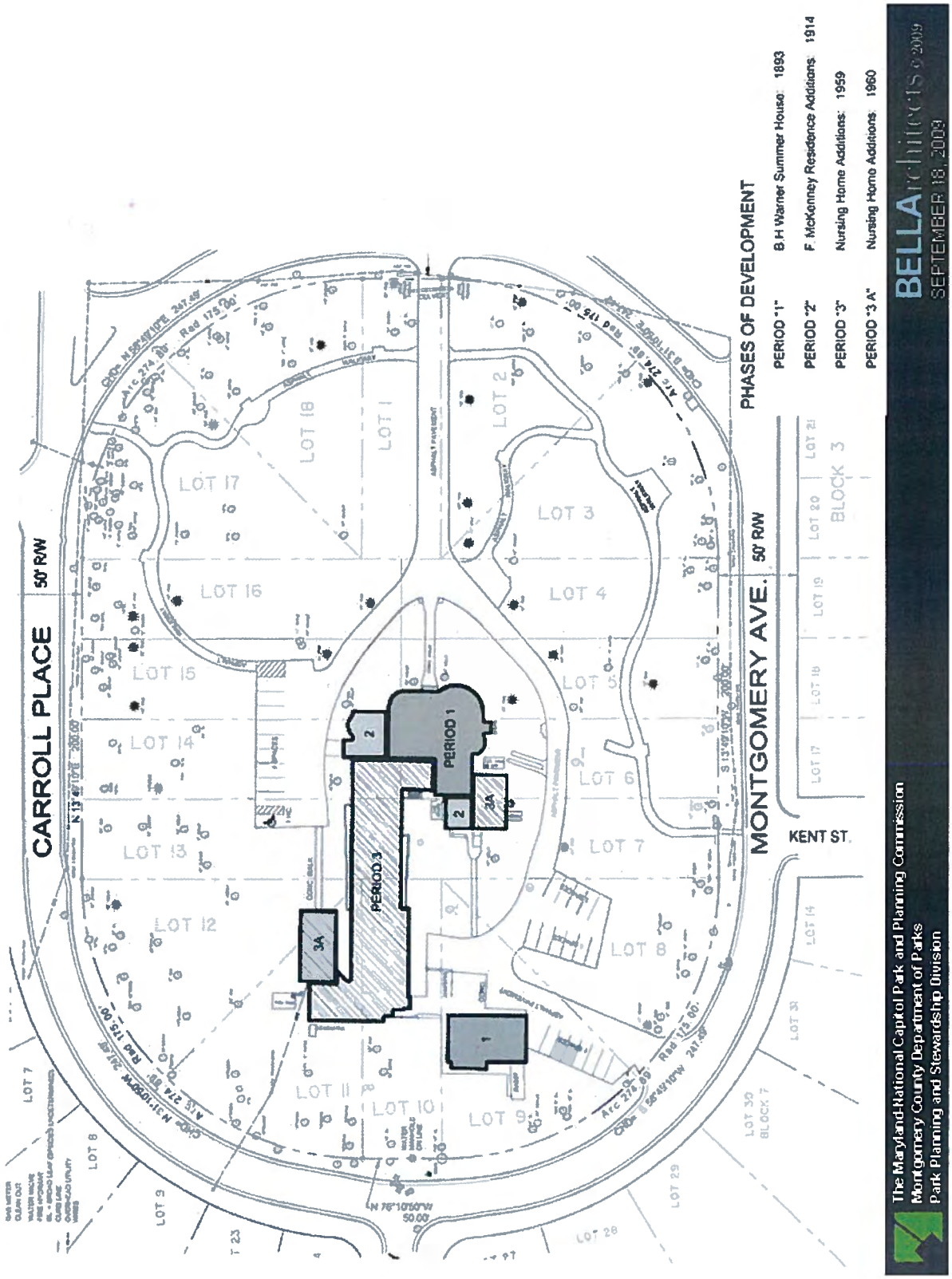
CARROLL PLACE
50' R/W
MONTGOMERY AVE.
50' R/W
KENT ST.
PHASES OF DEVELOPMENT
PERIOD "1" B.H Warner Summer House: 1893
PERIOD "2" F. McKonney Residence Additions: 1914
PERIOD "3" Nursing Home Additions: 1959
PERIOD "3 A" Nursing Home Additions: 1960
PERIOD 1
PERIOD 3
3A
2
1
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LOT 2
LOT 3
LOT 4
LOT 5
LOT 6
LOT 7
LOT 8
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LOT 10
LOT 11
LOT 12
LOT 13
LOT 14
LOT 15
LOT 16
LOT 17
LOT 18
BLOCK 3
BELLA architects
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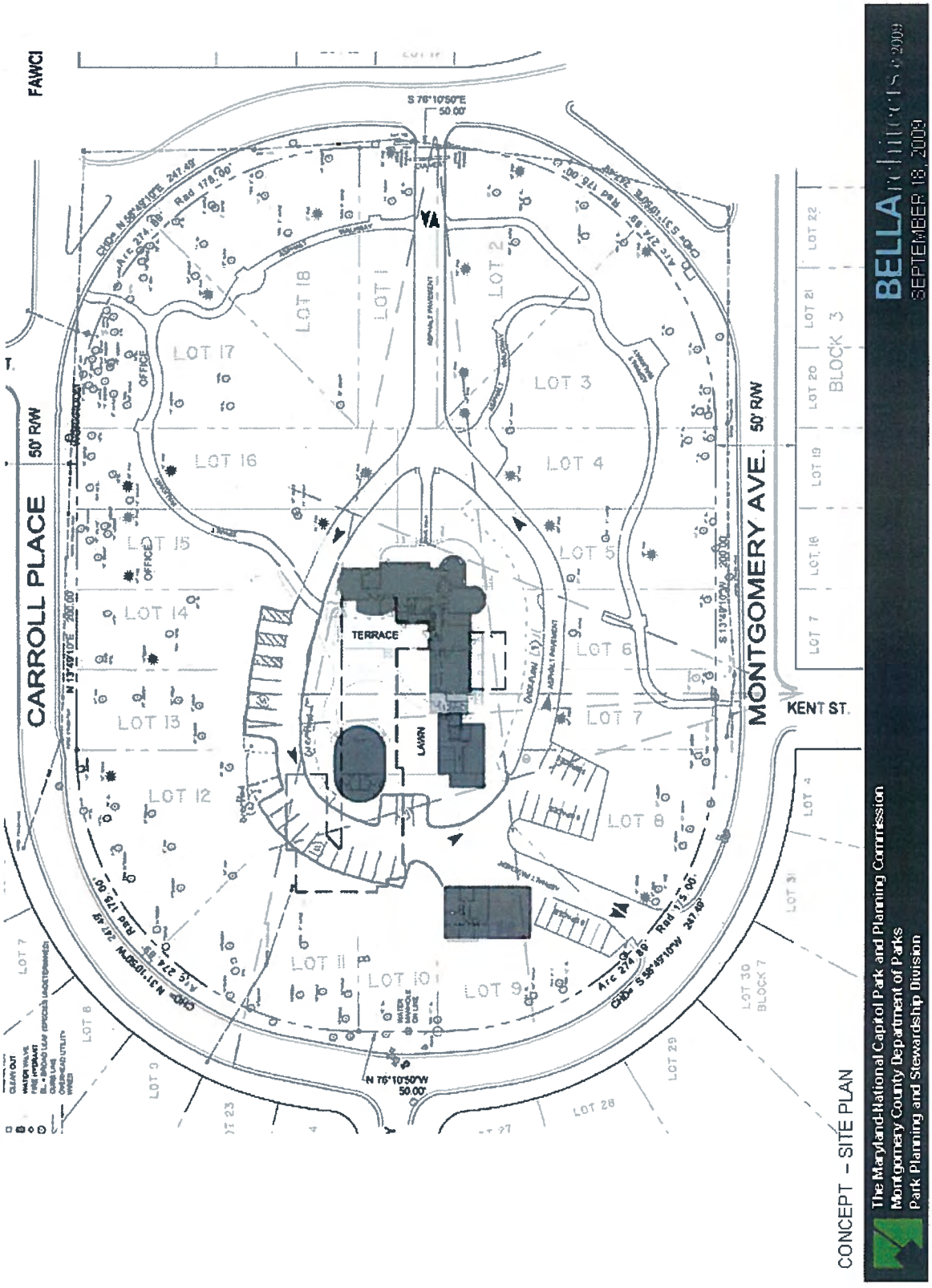
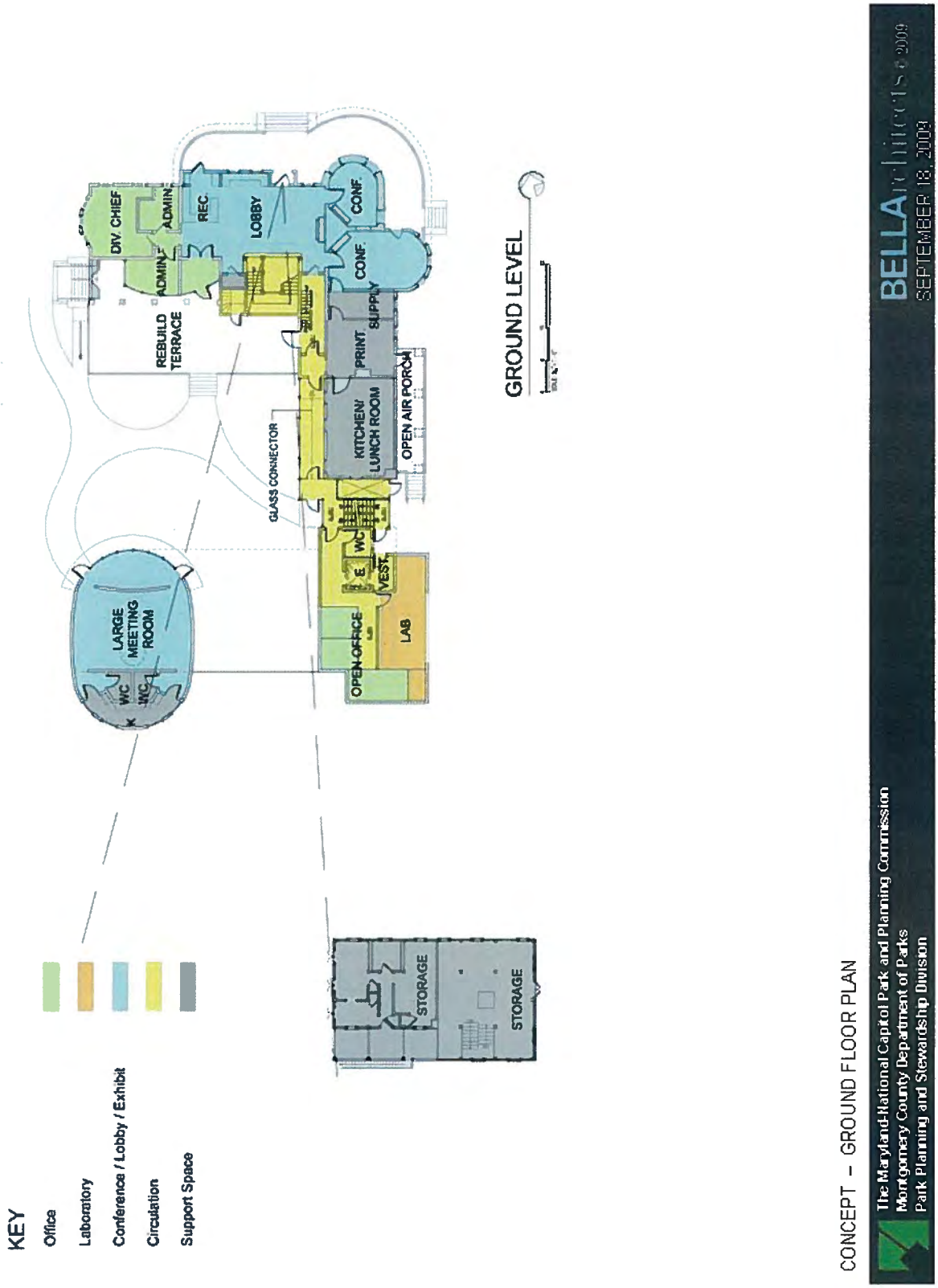
## Attachment B: Concept Plan Sketches and Cross Sections, 9/18/09




KEY
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Laboratory
Conference / Lobby / Exhibit
Circulation
Support Space
GROUND LEVEL
LARGE MEETING ROOM
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WC
DIV. CHIEF
ADMIN
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REC.
LOBBY
CONF.
CONF.
REBUILD TERRACE
PRINT
SUPPLY
GLASS CONNECTOR
KITCHEN/ LUNCH ROOM
OPEN AIR PORCH
WC
VEST.
OPEN OFFICE
LAB
STORAGE
STORAGE
CONCEPT - GROUND FLOOR PLAN
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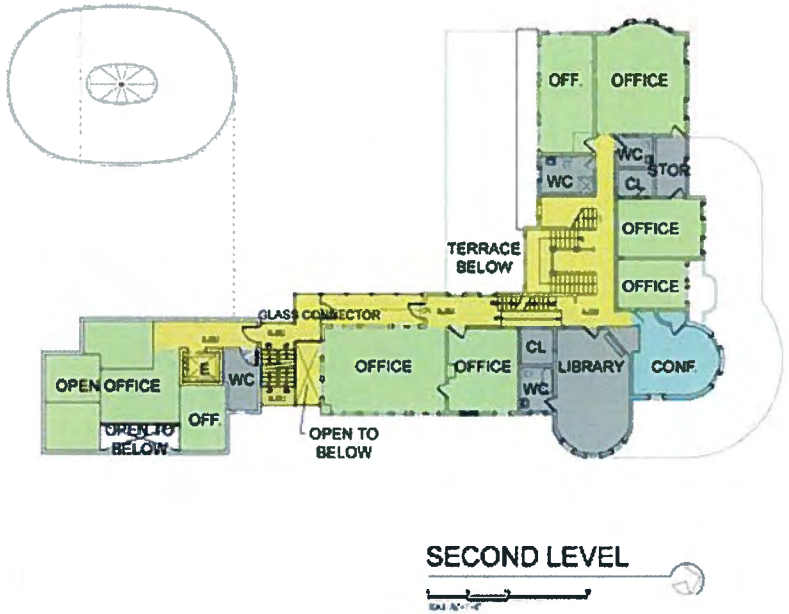
KEY

- Office
- Laboratory
- Conference / Lobby / Exhibit
- Circulation
- Support Space






SECOND LEVEL

CONCEPT – SECOND FLOOR PLAN

KEY
Office
Laboratory
Conference / Lobby / Exhibit
Circulation
Support Space
OFFICE
WC
OFFICE/ WORK AREA
CONF
STORAGE
OFFICE
OFFICE
THIRD LEVEL
CONCEPT – THIRD FLOOR PLAN
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Montgomery County Department of Parks
Park Planning and Stewardship Division
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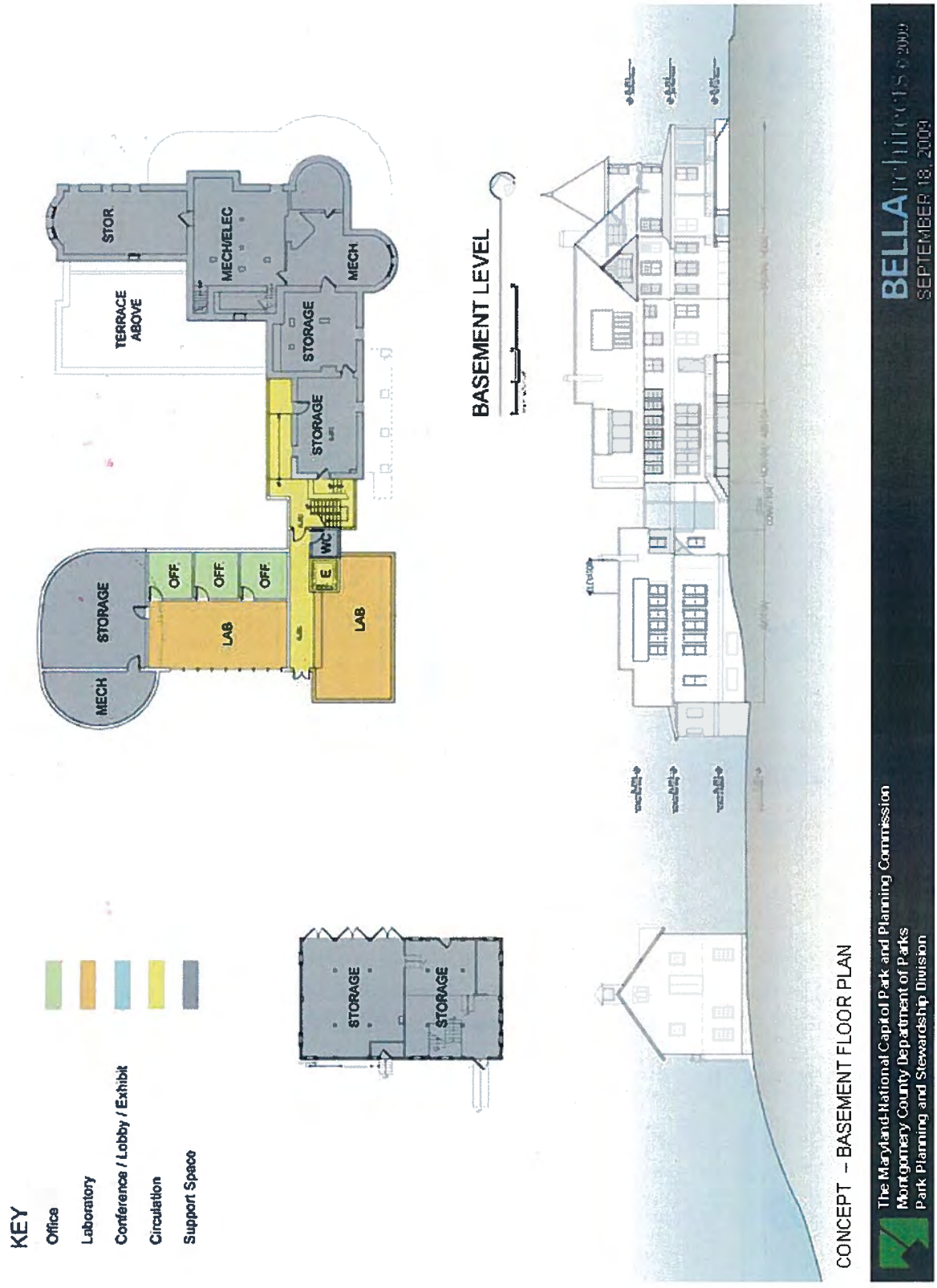
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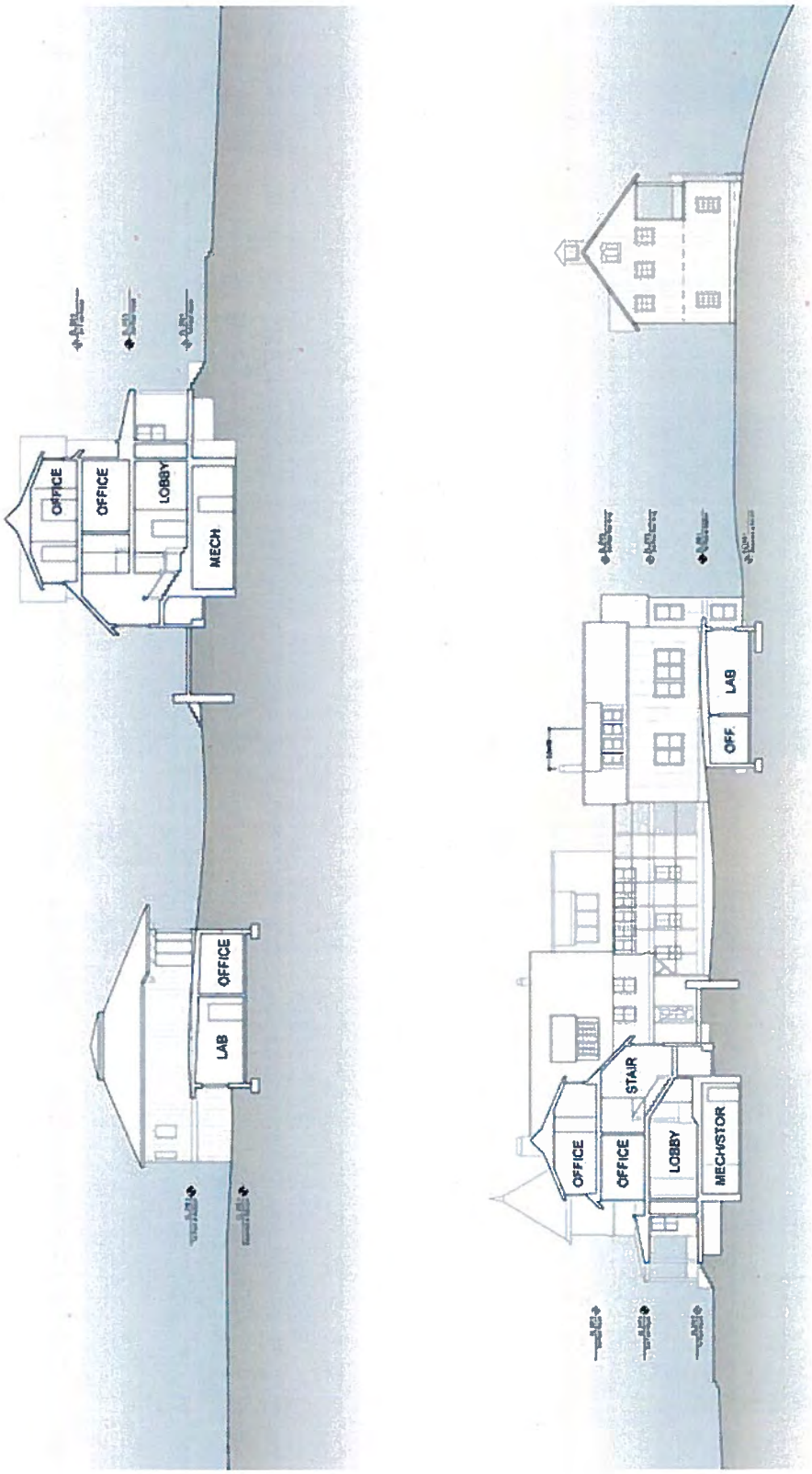


CONCEPT – SECTIONS

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Montgomery County Department of Parks
Park Planning and Stewardship Division

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SEPTEMBER 18, 2009

# Attachment C: Warner Circle Special Park PDF proposal for FY11-16 CIP

## Warner Circle Special Park -- No. 118703

| | | | |
|---|---|---|---|
| Category | M-NCPPC | Date Last Modified | September 17, 2009 |
| Subcategory | Development | Required Adequate Public Facility | No |
| Administering Agency | M-NCPPC | Relocation Impact | None |
| Planning Area | Kensington-Wheaton | Status | Preliminary Design Stage |

**EXPENDITURE SCHEDULE ($000)**

| Cost Element | Total | Thru FY09 | Est. FY10 | Total 6 Years | FY11 | FY12 | FY13 | FY14 | FY15 | FY16 | Beyond 6 Years |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Planning, Design, and Supervision | 200 | 0 | 0 | 200 | 50 | 100 | 50 | 0 | 0 | 0 | 0 |
| Land | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Site Improvements and Utilities | 2,800 | 0 | 0 | 2,800 | 700 | 1,400 | 700 | 0 | 0 | 0 | 0 |
| Construction | 2,000 | 0 | 0 | 2,000 | 500 | 1,000 | 500 | 0 | 0 | 0 | 0 |
| Other | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | 5,000 | 0 | 0 | 5,000 | 1,250 | 2,500 | 1,250 | 0 | 0 | 0 | 0 |

**FUNDING SCHEDULE ($000)**

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Federal Aid | 100 | 0 | 0 | 100 | 0 | 100 | 0 | 0 | 0 | 0 | 0 |
| G.O. Bonds | 3,650 | 0 | 0 | 3,650 | 1,000 | 1,400 | 1,250 | 0 | 0 | 0 | 0 |
| State Bonds (P&P only) | 1,250 | 0 | 0 | 1,250 | 250 | 1,000 | 0 | 0 | 0 | 0 | 0 |
| Total | 5,000 | 0 | 0 | 5,000 | 1,250 | 2,500 | 1,250 | 0 | 0 | 0 | 0 |

**DESCRIPTION**

Warner Circle Special Park (WCSP), located in the heart of the Kensington historic district, was the home of Brainard Warner, the founder of the Town of Kensington, Maryland, and a significant figure in the development of Montgomery County. This 4.5-acre property was acquired by M-NCPPC in 2005-2006 through the Legacy Open Space program to achieve three public needs: a) preservation of two historic buildings of countywide significance, b) preservation of historic landscaped open space that has served as de facto public parkland for decades, and c) provision of another public benefit through adaptive reuse of the large historic buildings.

Planning and design work for this new park has been underway since 2006. Several years of close coordination with the Town of Kensington and other interested communities has resulted in the identification of community needs and desires that are being incorporated into the design. This PDF will fund construction of the completed design that focuses on three goals for the new park:

1. Create a landscaped open space park that serves as a Town Green for Kensington and supports county-wide public events

2. Provide historical and archaeological interpretation of this important historical site to the County's citizens

3. Restore and rehabilitate the historic structures through adaptive reuse as public meeting space and park staff offices

It is essential to activate vacant buildings on Parks' historic inventory with appropriate uses to prevent deterioration. This project will accomplish that for a large publicly-owned historic site with county-wide significance.

**Estimated SCHEDULE**

Design in FY09-10
Construction in FY11-13

**JUSTIFICATION**

Montgomery County Master Plan for Historic Preservation (1979; Kensington Historic District listed in 1986)
From Artifact to Attraction: A Strategic Plan for Cultural Resources in Parks (January 2006)
National Register of Historic Places: Kensington Historic District (1980)
Vision for Kensington: A Long-Range Preservation Plan (1992)
Legacy Open Space Functional Master Plan (2001)

**FISCAL NOTE**

Project cost estimate is based on 10% conceptual design as a placeholder amount. M-NCPPC will inform the Council in spring 2010 at 35% Schematic Design of any funding adjustments.

$250,000 in state bond bills were awarded to M-NCPPC in 2004 and 2006. An additional $1.1 million in state and federal bonds and grants will be pursued.

| APPROPRIATION AND EXPENDITURE DATA | | |
|---|---|---|
| Date First Appropriation | FY11 | ($000) |
| First Cost Estimate Current Scope | FY11 | 5,000 |
| Last FY's Cost Estimate | | 0 |
| Appropriation Request | FY11 | 5,000 |
| Appropriation Request Est. | FY12 | 0 |
| Supplemental Appropriation Request | | 0 |
| Transfer | | 0 |
| Cumulative Appropriation | | 0 |
| Expenditures / Encumbrances | | 0 |
| Unencumbered Balance | | 0 |
| Partial Closeout Thru | FY08 | 0 |
| New Partial Closeout | FY09 | 0 |
| Total Partial Closeout | | 0 |

**COORDINATION**

Restoration of Historic Structures, PDF# 808494

**MAP**

See Map on Next Page

Agency Request

9/17/2009 2:06:47PM

ATTACHMENT C

Maryland Department of Planning
Maryland Historical Trust

Martin O'Malley
Governor
Anthony G. Brown
Lt. Governor

Richard Eberhart F
Secretary
Matthew J. Powe
Deputy Secretary

April 6, 2011

Julie Mueller
Cultural Resources Planner
M-NCPPC, Montgomery County Department of Parks
1109 Spring Street, Suite 800
Silver Spring, Maryland 20910

Re: Brainard/Warner (Circle Manor), Montgomery County – Change/Alteration
Maryland Historical Trust Preservation Easement

Dear Ms. Mueller:

The Maryland Historical Trust (MHT) is in receipt of your application, dated February 25, 2011, requesting approval to demolish two non-contributing, nursing home additions and conceptual approval to rehabilitate the mansion. The MHT Easement Committee (Committee) reviewed the packet at its meeting on March 29, 2011.

Based upon the review and recommendation of the Committee, I approve of the demolition of two non-contributing, nursing home additions, conditioned upon archeological monitoring of debris removal from the nursing home wing and demolition of the dining room per the EAC report, *Archeology Assessment: Warner Circle Special Park, Montgomery County, Maryland.* This work is consistent with The Secretary of the Interior's *Standards for the Treatment of Historic Properties, General Rehabilitation Standards 2* and *8.*

Based upon the review and recommendations of the Committee, I conceptually approve of the mansion rehabilitation, conditioned upon final review and approval of construction drawings by MHT, the design of the new addition being simplified, and the recommendations of the EAC *Archeology Assessment* being addressed. This work is consistent with The Secretary of the Interior's *Standards for the Treatment of Historic Properties, General Rehabilitation Standards 8, 9* and *10.*

In any future submission, the Easement Committee requires additional details on the rehabilitation plan of the existing Manor. The Committee requested an updated iteration of the rehabilitation plans as there was some discrepancy between the report and the plans in the current submission.

Approval is valid for a period of six months from the date of this letter. Should you require additional time to complete the project, make any changes to the scope of work as approved, or have any questions regarding this letter, please contact Amy Skinner, Easement Administrator, at (410) 514-7632 or by email at askinner@mdp.state.md.us.

Sincerely,

J. Rodney Little
Director
Maryland Historical Trust

JRL/AMS

# Warner Circle Special Park -- No. 118703

| | | | |
|---|---|---|---|
| Category | M-NCPPC | Date Last Modified | May 16, 2011 |
| Subcategory | Development | Required Adequate Public Facility | No |
| Administering Agency | M-NCPPC | Relocation Impact | None |
| Planning Area | Kensington-Wheaton | Status | Planning Stage |

## EXPENDITURE SCHEDULE ($000)

| Cost Element | Total | Thru FY10 | Rem. FY10 | Total 6 Years | FY11 | FY12 | FY13 | FY14 | FY15 | FY16 | Beyond 6 Years |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Planning, Design, and Supervision | 375 | 0 | 0 | 375 | 200 | 100 | 75 | 0 | 0 | 0 | 0 |
| Land | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Site Improvements and Utilities | 150 | 0 | 0 | 150 | 0 | 150 | 0 | 0 | 0 | 0 | 0 |
| Construction | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Other | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| **Total** | **525** | **0** | **0** | **525** | **200** | **250** | **75** | **0** | **0** | **0** | **0** |

## FUNDING SCHEDULE ($000)

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| State Bonds (P&P only) | 525 | 0 | 0 | 525 | 200 | 250 | 75 | 0 | 0 | 0 | 0 |
| **Total** | **525** | **0** | **0** | **525** | **200** | **250** | **75** | **0** | **0** | **0** | **0** |

### DESCRIPTION

Warner Circle Special Park (WCSP), located on Carroll Place in the heart of the Kensington historic district, was the home of Brainard Warner, the founder of the Town of Kensington, Maryland, and a significant figure in the development of Montgomery County. This 4.5-acre property was acquired by M-NCPPC in 2005-2006 through the Legacy Open Space program to achieve three public needs: a) preservation of two historic buildings of countywide significance, b) preservation of historic landscaped open space that has served as de facto public parkland for decades, and c) provision of another public benefit through adaptive reuse of the large historic buildings. Planning and design work for this new park has been underway since 2006. Several years of close coordination with the Town of Kensington and other interested communities has resulted in the identification of community needs and desires that are being incorporated into the design. This PDF will fund construction of the completed design that focuses on three goals for the new park:

1. Create a landscaped open space park that serves as a Town Green for Kensington and supports county-wide public events

2. Provide historical and archaeological interpretation of this important historical site to the County's citizens

3. Restore and rehabilitate the historic structures through adaptive reuse as staff offices and laboratory space.

It is essential to activate vacant buildings on Parks' historic inventory with appropriate uses to prevent deterioration. This project will accomplish that for a large publicly-owned historic site with county-wide significance.

### ESTIMATED SCHEDULE

Schematic Design and a Landscape Master Plan are expected to be completed in FY11. Final Design will be pursued in FY11-13 to be prepared for construction as soon as funds are available in FY13 or beyond; minimal improvements will be pursued in FY12.

### JUSTIFICATION

Montgomery County Master Plan for Historic Preservation (1979); Kensington Historic District listed in 1986; From Artifact to Attraction: A Strategic Plan for Cultural Resources in Parks (January 2006); National Register of Historic Places: Kensington Historic District (1980); Vision for Kensington: A Long-Range Preservation Plan (1992); Legacy Open Space Functional Master Plan (2001).

### FISCAL NOTE

In 2004,2006, and 2010 $525,000 in state bond bills were awarded to M-NCPPC. An additional $1.1 million in state and federal bonds and grants will be pursued.

### OTHER DISCLOSURES

- A pedestrian impact analysis has been completed for this project.
- M-NCPPC asserts that this project conforms to the requirements of relevant local plans, as required by the Maryland Economic Growth, Resource Protection and Planning Act.

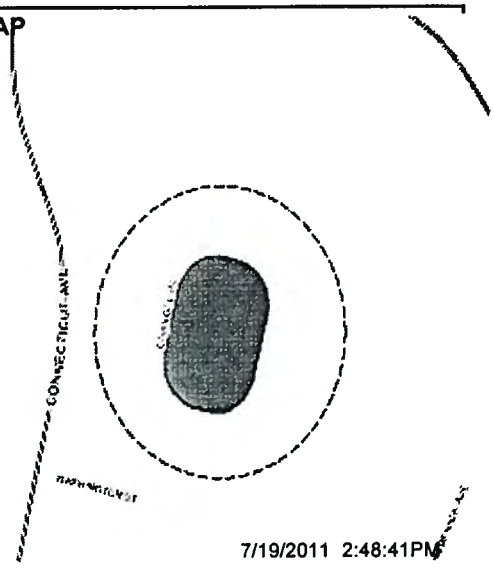
### APPROPRIATION AND EXPENDITURE DATA

| | | |
|---|---|---|
| Date First Appropriation | FY11 | ($000) |
| First Cost Estimate Current Scope | FY11 | 525 |
| Last FY's Cost Estimate | | 250 |
| Appropriation Request | FY12 | 275 |
| Supplemental Appropriation Request | | 0 |
| Transfer | | 0 |
| Cumulative Appropriation | | 250 |
| Expenditures / Encumbrances | | 0 |
| Unencumbered Balance | | 250 |
| Partial Closeout Thru | FY09 | 0 |
| New Partial Closeout | FY10 | 0 |
| Total Partial Closeout | | 0 |

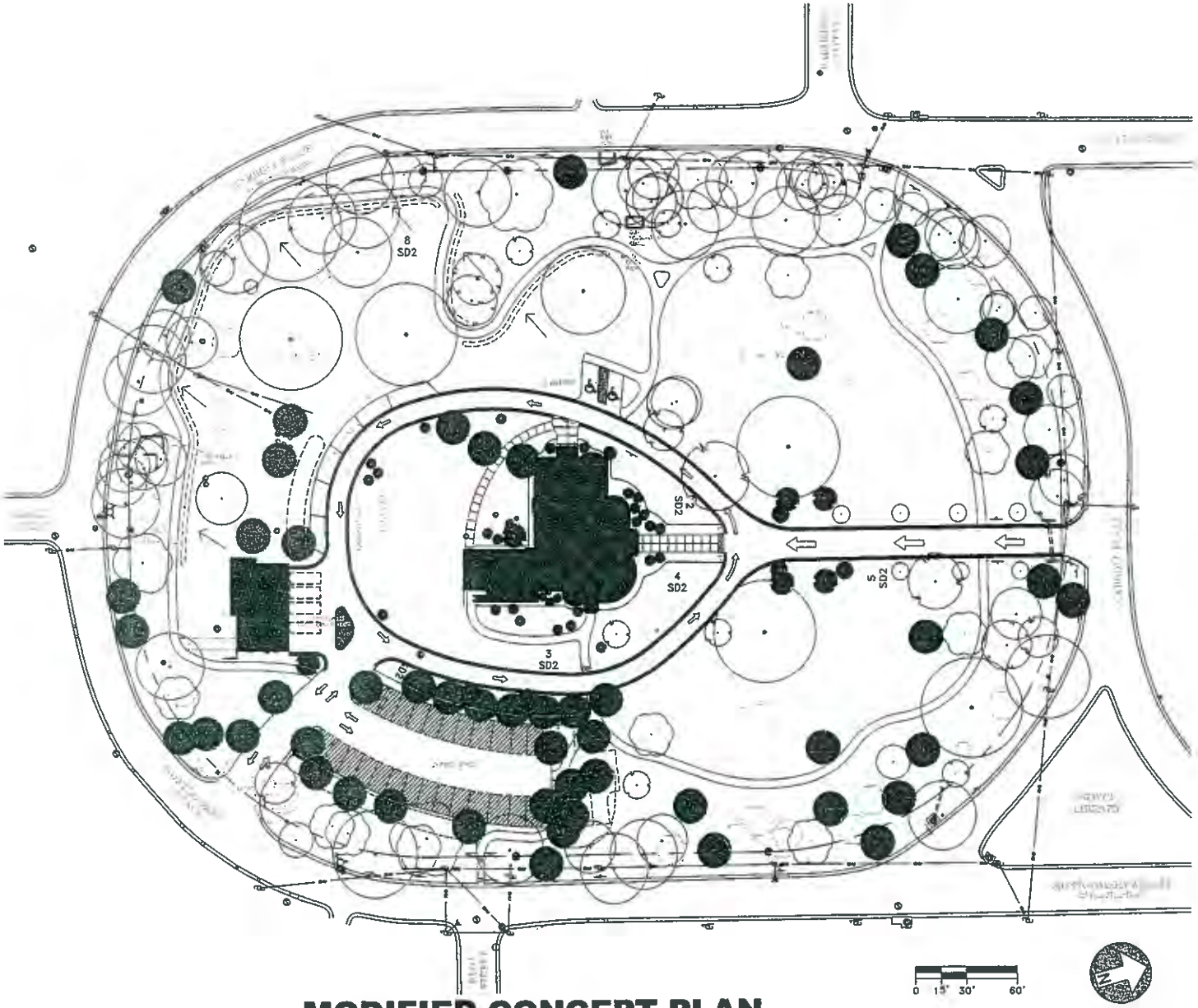
### COORDINATION

Restoration of Historic Structures, PDF# 808494
State of Maryland

### MAP




7/19/2011 2:48:41PM




KEY

- EXISTING DECIDUOUS TREE
- EXISTING EVERGREEN TREE
- EXISTING ORNAMENTAL TREE
- EXISTING BROADLEAF EVERGREEN TREE
- LAWN
- BUILDING/STRUCTURE
- ASPHALT PAVEMENT
- POROUS PAVER PAVEMENT
- CONCRETE PAVEMENT
- STONE WALL
- PROPOSED STEPS
- URN
- CONTOUR 5 FOOT
- CONTOUR 1 FOOT
- PROPOSED DECIDUOUS TREE
- PROPOSED EVERGREEN TREE
- PROPOSED BROADLEAF EVERGREEN TREE
- PROPOSED SHRUB
- PROPOSED BED WITH GROUNDCOVER
- PROPOSED BIOSWALE
- PROPOSED REINFORCED TURF SWALE

# MODIFIED CONCEPT PLAN

ATTACHEMENT B

**ATTACHMENT C**

## Modified Cost Estimate for Phase II

| Division | Phase II Cost ($) |
|---|---|
| 1 General Conditions | 226,372 |
| 2 Site Work | 367,652 |
| 3 Concrete | 157,059 |
| 4 Masonry | 24,141 |
| 5 Metals | 41,563 |
| 6 Wood & Plastics | 175,047 |
| 7 Thermal & Moisture Protection | 145,389 |
| 8 Doors & Windows | 403,642 |
| 9 Finishes | 172,305 |
| 10 Specialties | 13,893 |
| 11 Equipment | 4,800 |
| 12 Furnishings | 12,883 |
| 13 Special Constructions | --- |
| 14 Conveying Systems | 85,000 |
| 15 Mechanical | 815,623 |
| 16 Electrical | 360,524 |
| **Subtotal**<br>Includes contractor's OH&P (10%) + bond (1.5%) | 3,356,000 |
| **Construction Contingency** | 503,000 |
| **Design Fee** | 350,000 |
| **Staff Chargeback** | 50,000 |
| **Construction Management and Inspection** | 60,000 |
| **Total** | **4,319,000** |