



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 *Mary Bradford*
 Mike Riley, Deputy Director of Parks *M. Riley*
 John Hench, Chief, Park Planning & Stewardship Division *J. Hench*

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

SUBJECT: Facility Plan for Warner Circle Special Park

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

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	<ul style="list-style-type: none"> ▪ 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 	\$751,000
II	<ul style="list-style-type: none"> ▪ renovate and restore main house for office usage ▪ landscape enhancement to the grounds ▪ add rear egress stairs 	\$4,272,000
III	<ul style="list-style-type: none"> ▪ build additions for aquatics, archaeology, and public meeting space ▪ rehabilitate carriage house ▪ 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:

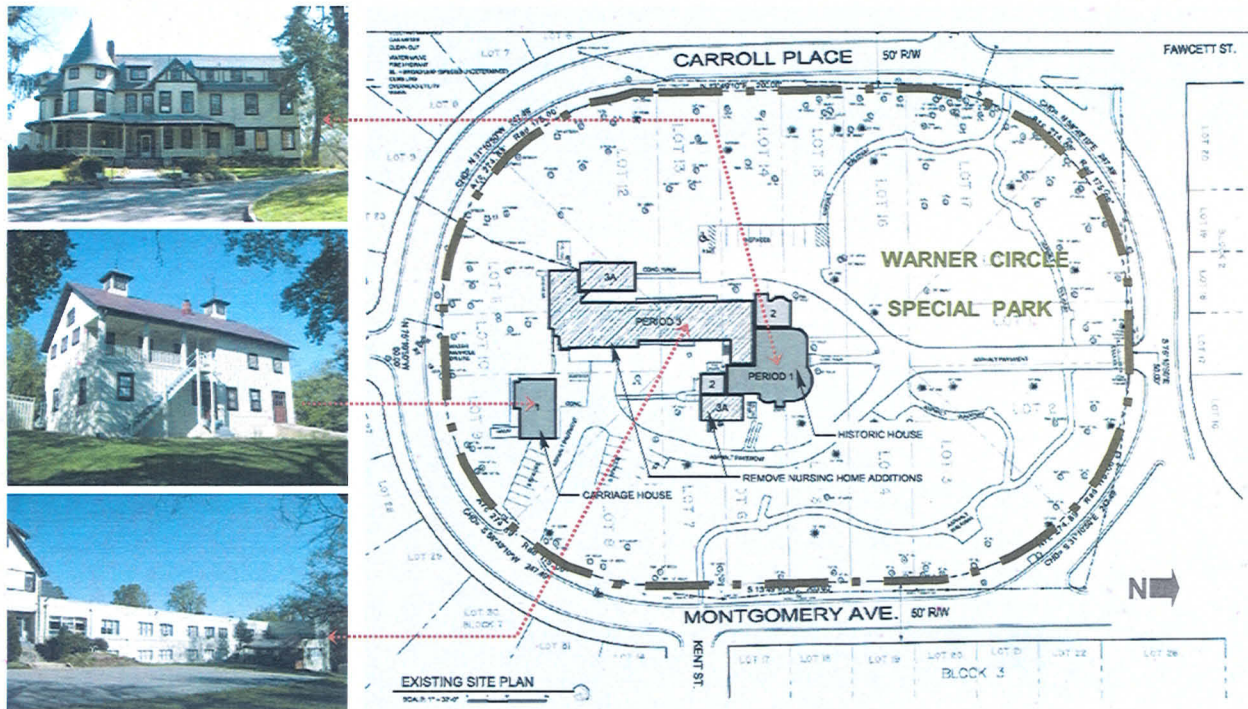
- Create a landscaped, open-space park that serves as a Town Green for Kensington and supports county-wide public events
- Restore and rehabilitate the historic structures through adaptive reuse as public meeting space and park staff offices
- Provide historical and archaeological interpretation of this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

BACKGROUND

Warner Circle Special Park, located at 10231 Carroll 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)

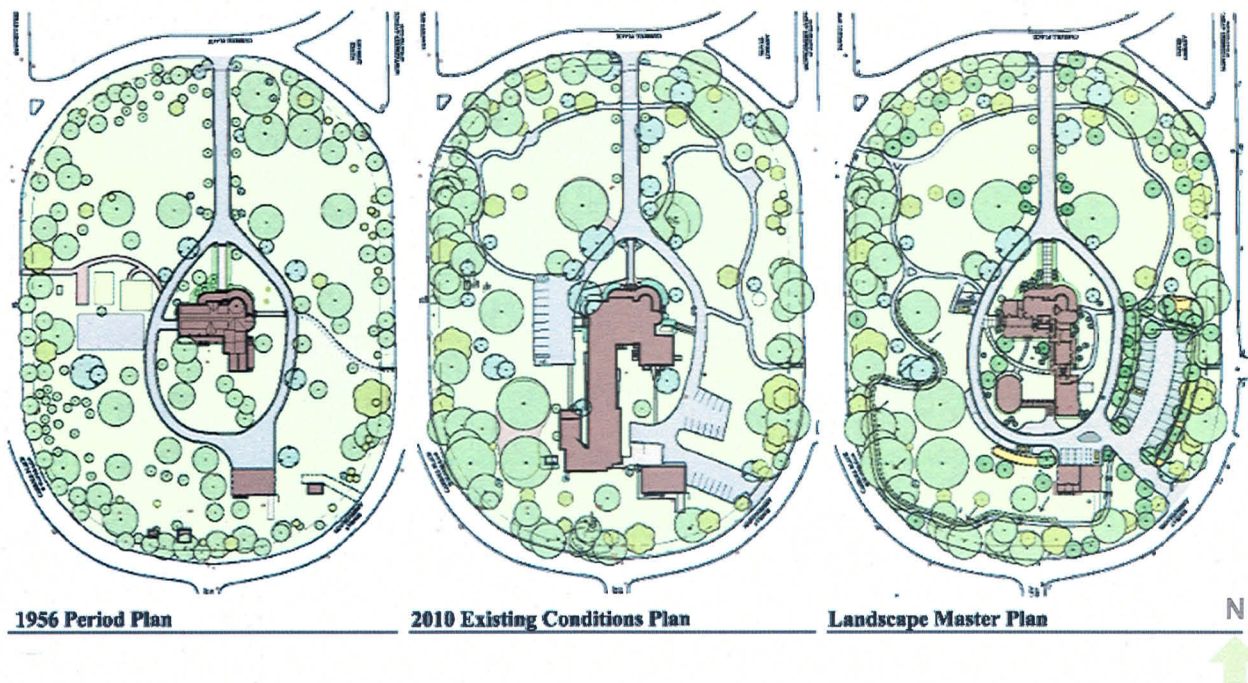
The following POR was developed for the park based on input from Parks and the Warner Circle Committee:

- **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

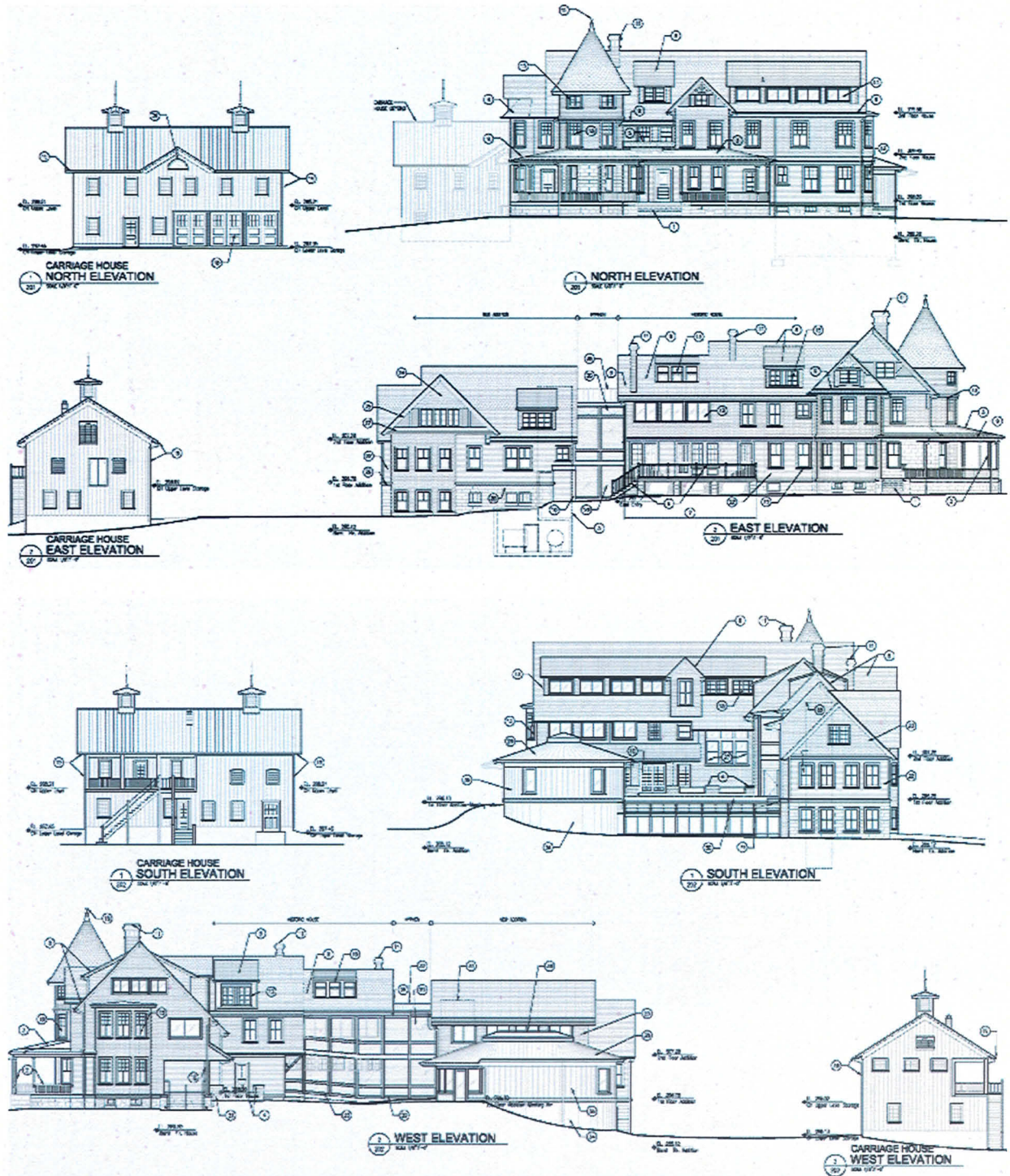
Carriage House

First Floor

- Parking for three Commission vehicles and aquatics storage area

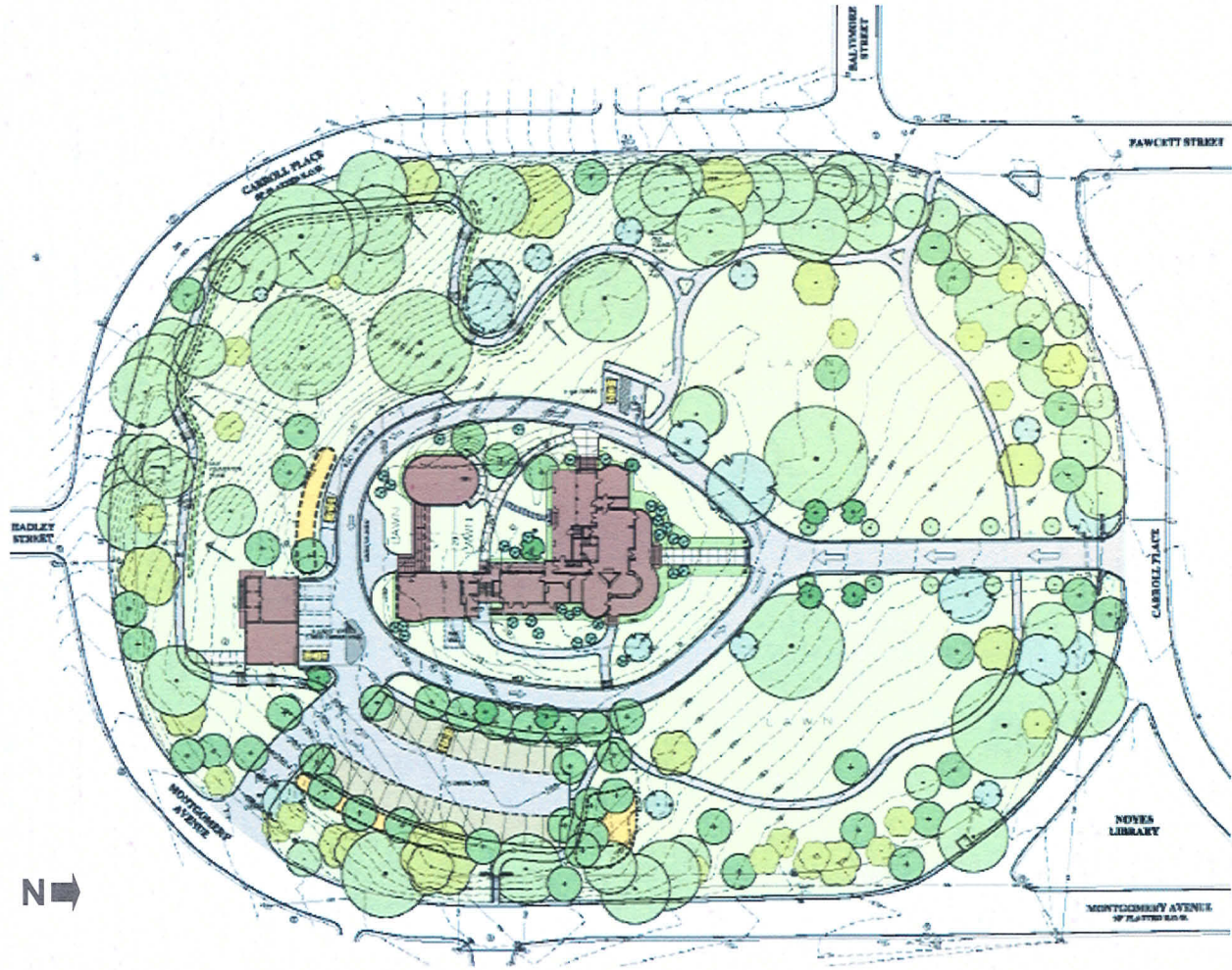
Second Floor

- 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.

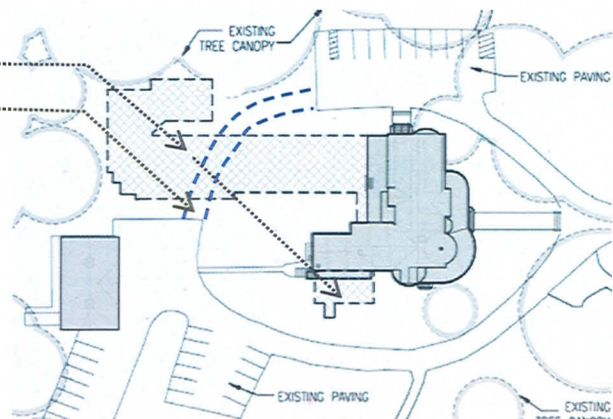


PHASING PLAN

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:

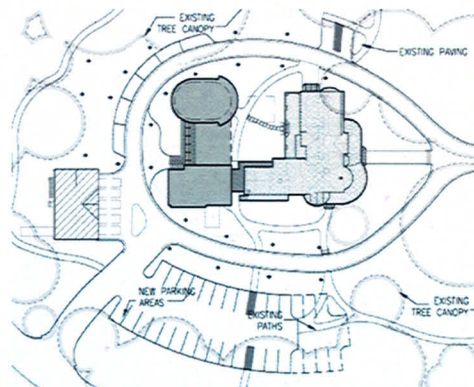
• Phase I

- 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)	Appropriation 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

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



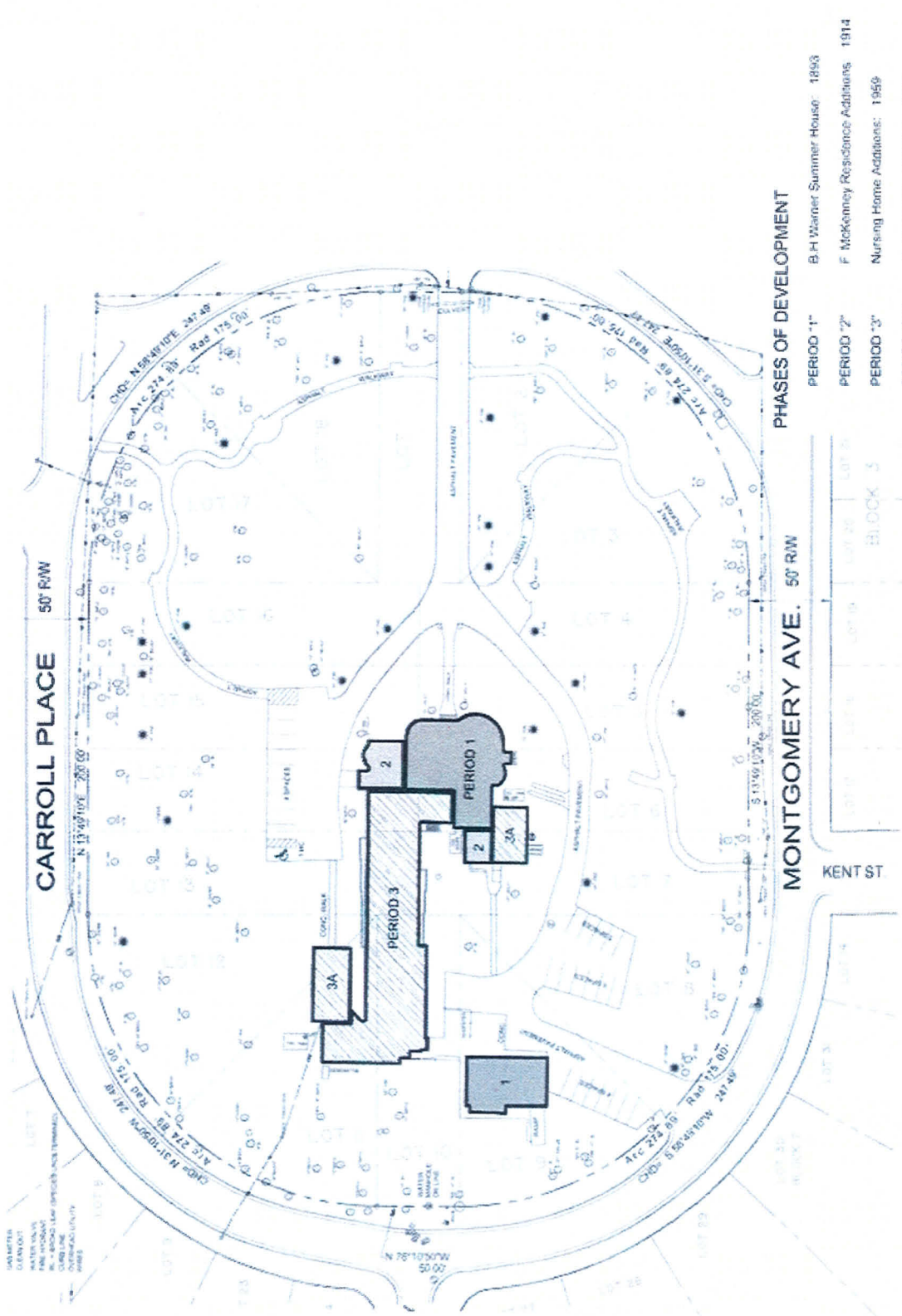
BELLA architects ©2009
SEPTEMBER 18, 2009

The Maryland-National Capital Park and Planning Commission
Montgomery County Department of Parks
Park Planning and Stewardship Division



 The Maryland-National Capital Park and Planning Commission
Montgomery County Department of Parks
Park Planning and Stewardship Division

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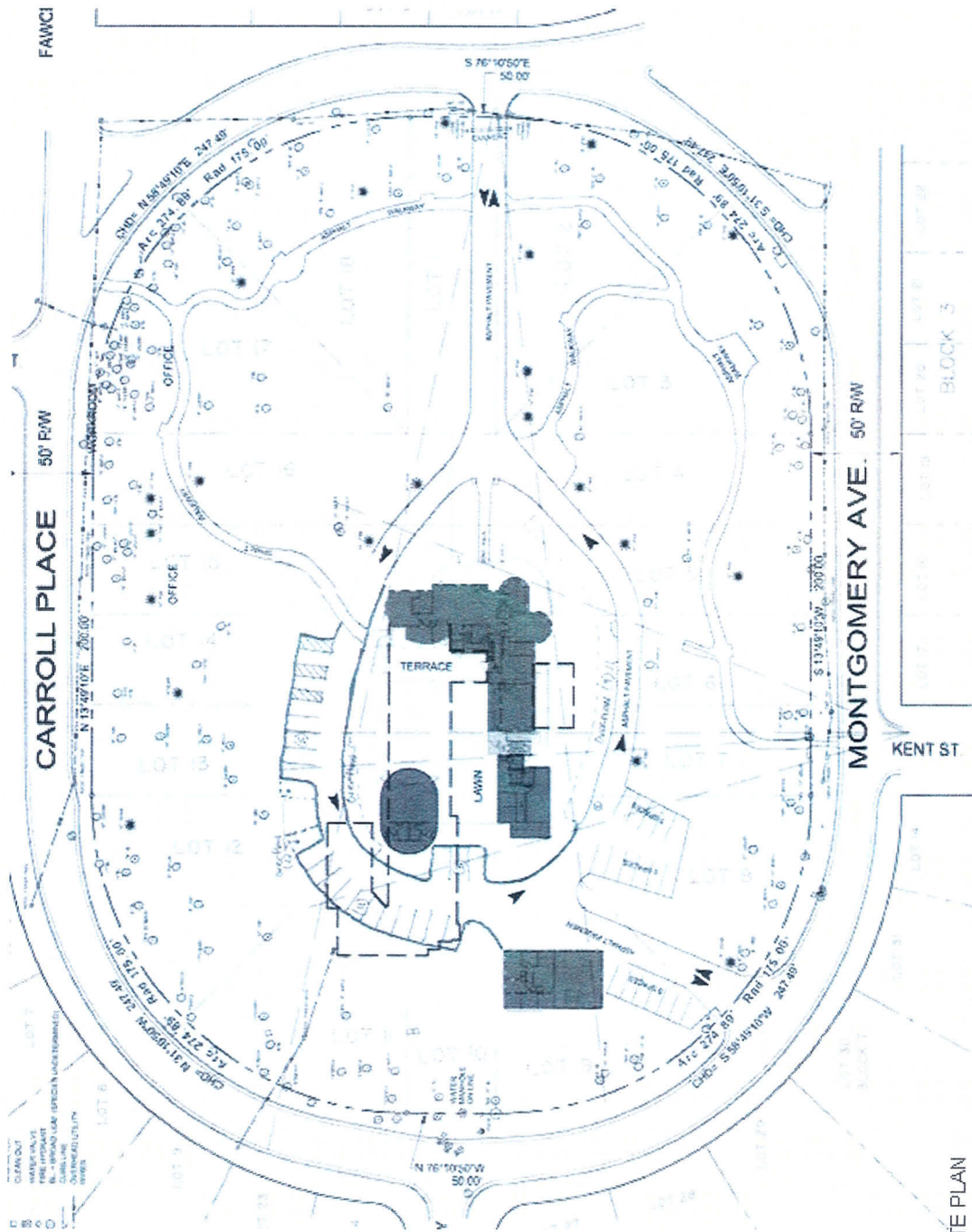
PHASES OF DEVELOPMENT

PERIOD 1*	B.H. Warner Summer House: 1893
PERIOD 2*	F. McKenney Residence Additions: 1914
PERIOD 3*	Nursing Home Additions: 1959
PERIOD 3A*	Nursing Home Additions: 1960

The Maryland-National Capitol Park and Planning Commission
 Montgomery County Department of Parks
 Park Planning and Stewardship Division

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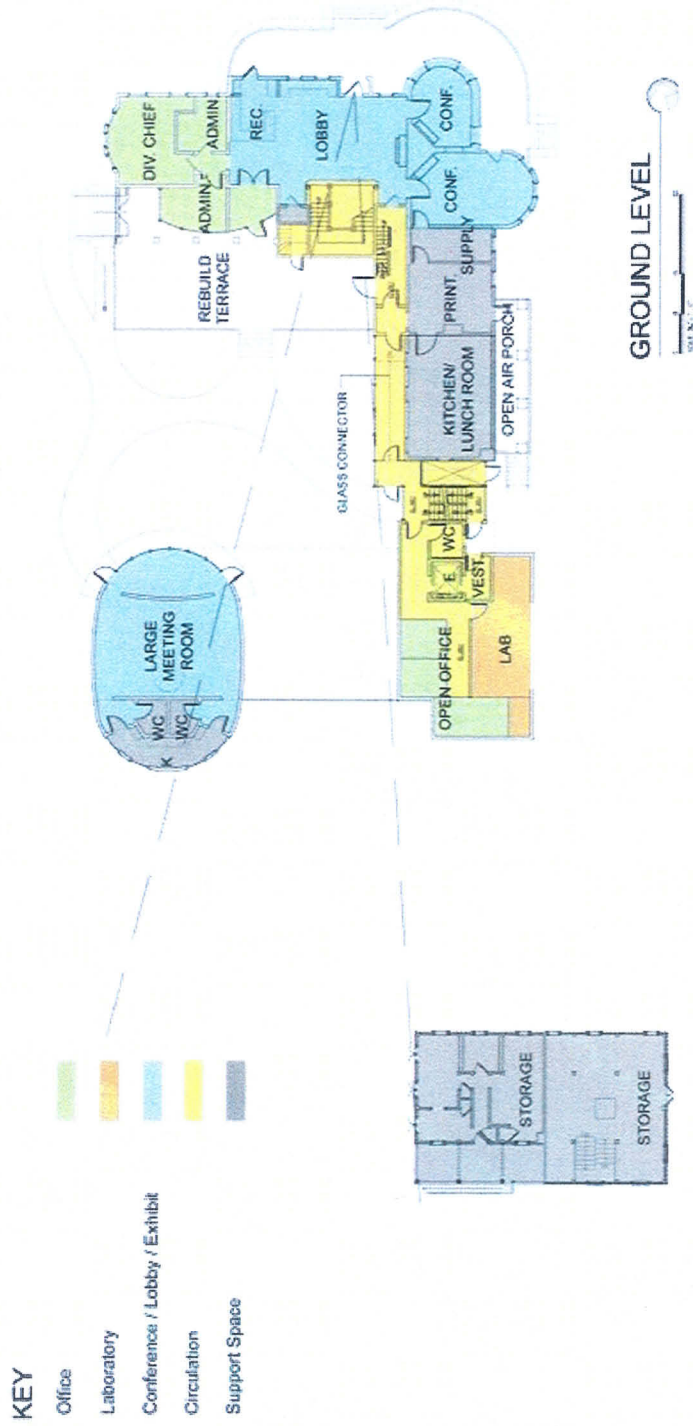
Attachment B: Concept Plan Sketches and Cross Sections, 9/18/09



CONCEPT - SITE PLAN

The Maryland-National Capital Park and Planning Commission
 Montgomery County Department of Parks
 Park Planning and Stewardship Division

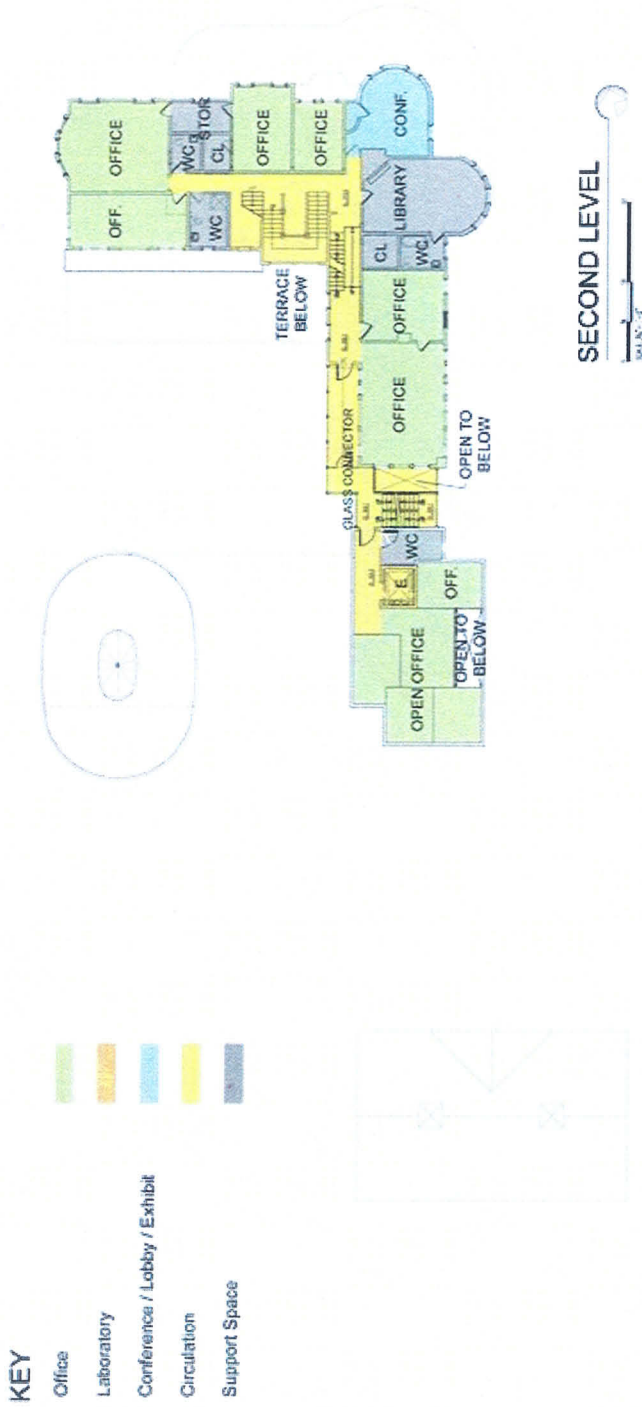
BELLA architects © 2009
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CONCEPT - GROUND FLOOR PLAN

The Maryland-National Capital Park and Planning Commission
 Montgomery County Department of Parks
 Park Planning and Stewardship Division

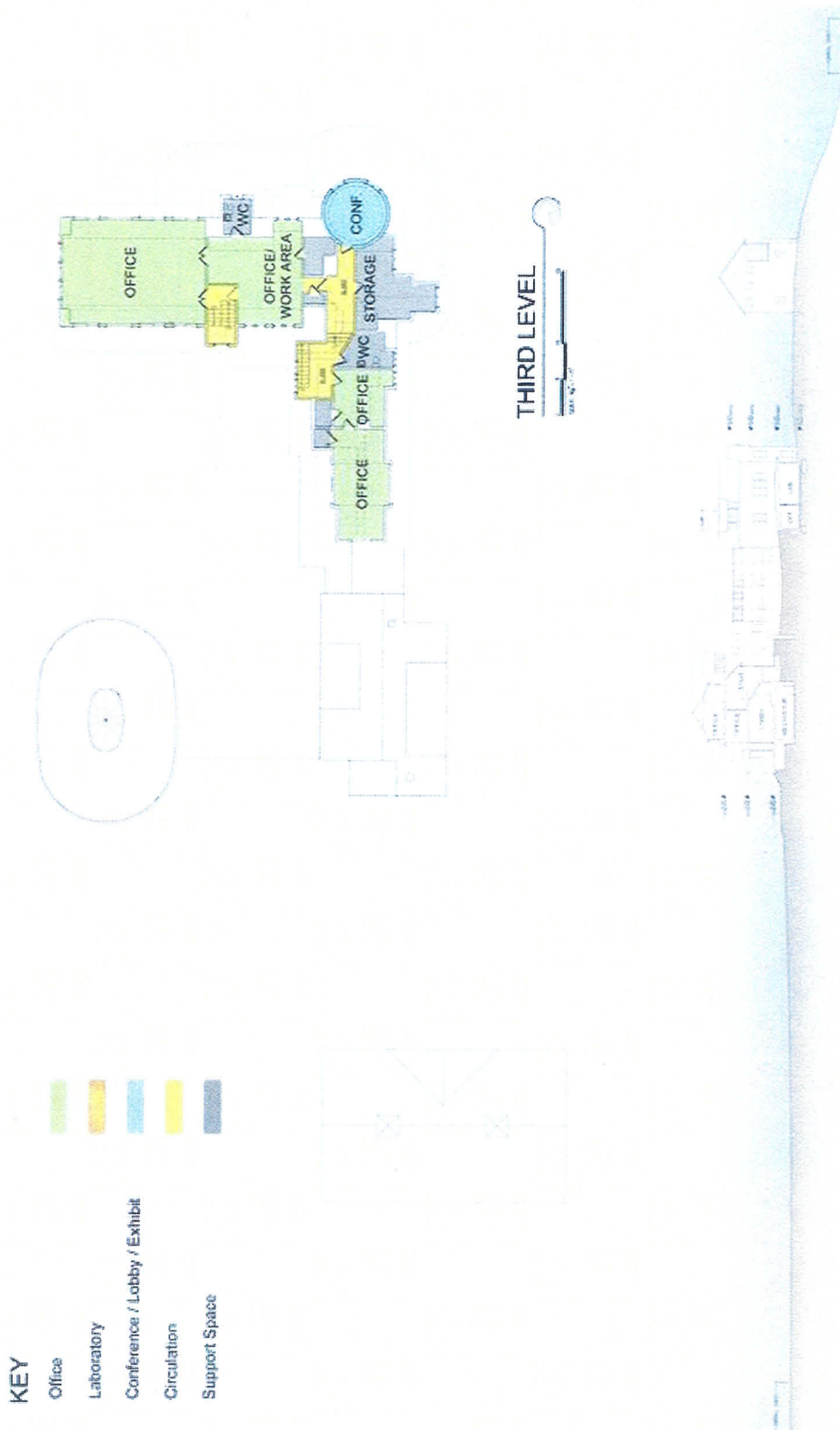
BELLA architects © 2009
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CONCEPT - SECOND FLOOR PLAN

The Maryland-National Capital Park and Planning Commission
Montgomery County Department of Parks
Park Planning and Stewardship Division

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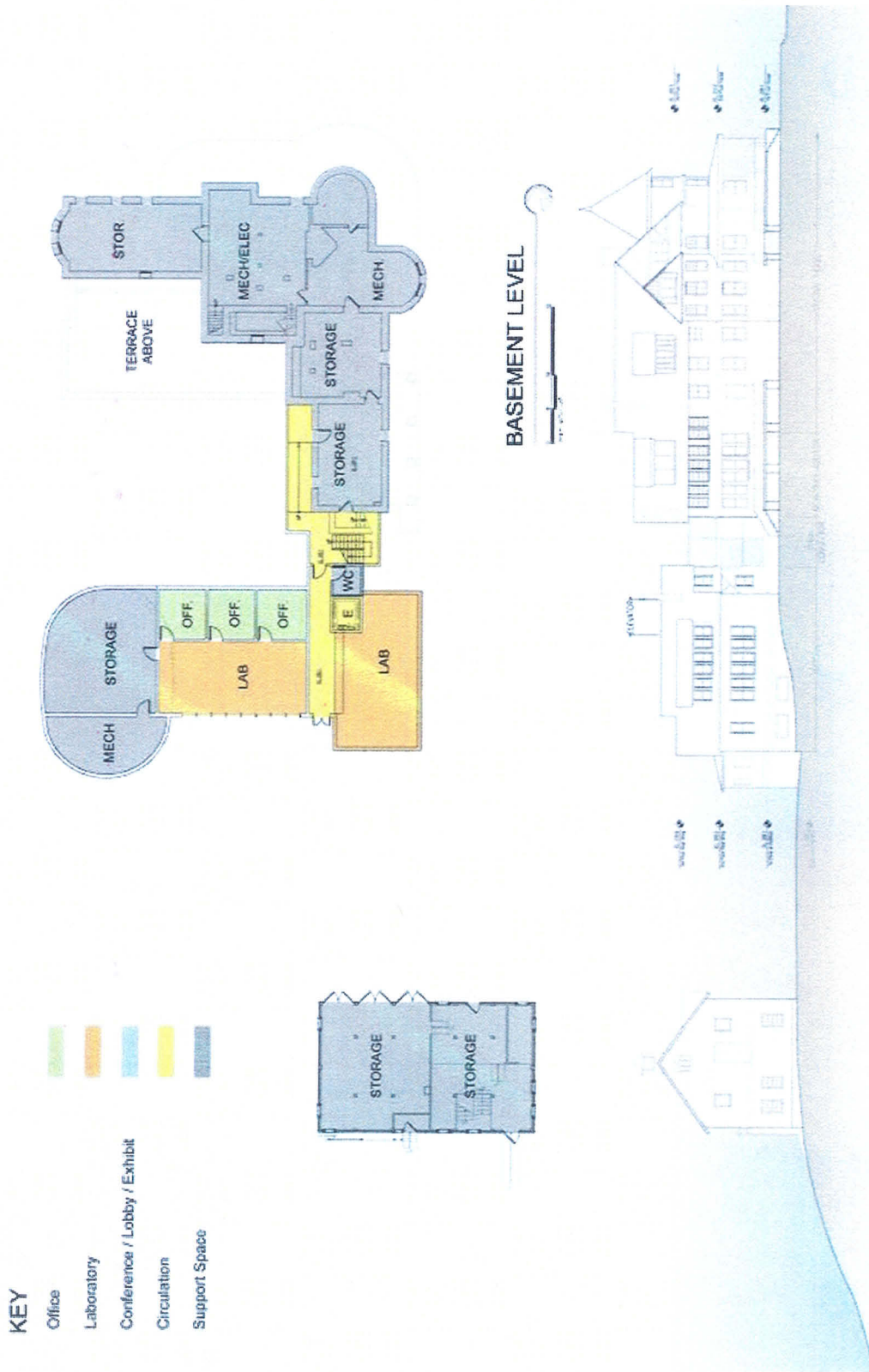


THIRD LEVEL

CONCEPT - THIRD FLOOR PLAN

The Maryland-National Capital Park and Planning Commission
 Montgomery County Department of Parks
 Park Planning and Stewardship Division

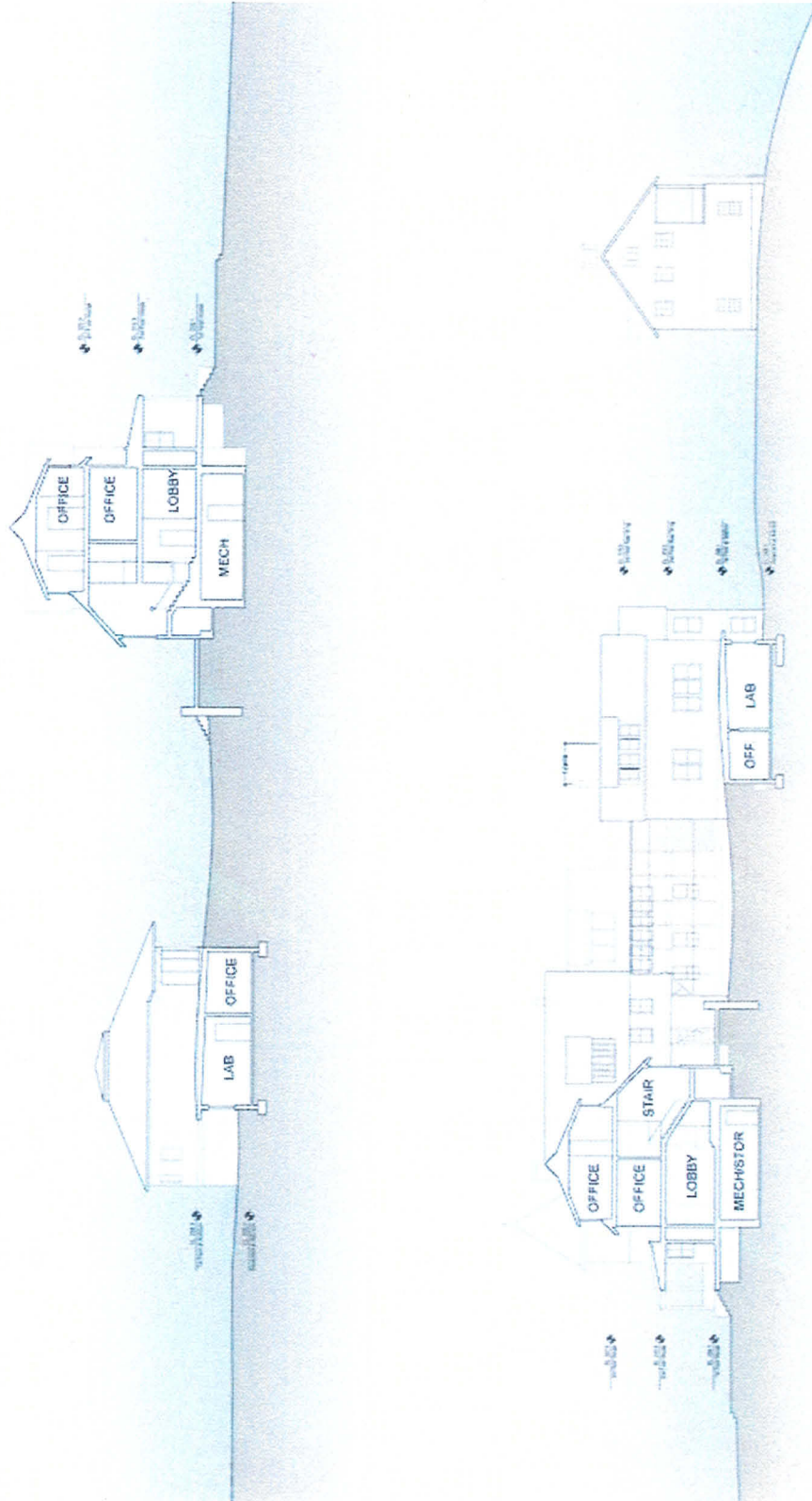
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CONCEPT - BASEMENT FLOOR PLAN


 The Maryland-National Capital Park and Planning Commission
 Montgomery County Department of Parks
 Park Planning and Stewardship Division

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CONCEPT - SECTIONS

The Maryland-National Capital Park and Planning Commission
Montgomery County Department of Parks
Park Planning and Stewardship Division

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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)

Funding Source	Total	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	Beyond 6 Years
Federal Aid	100	0	0	100	0	100	0	0	0	0
G.O. Bonds	3,850	0	0	3,850	1,000	1,400	1,250	0	0	0
State Bonds (P&P only)	1,250	0	0	1,250	250	1,000	0	0	0	0
Total	5,000	0	0	5,000	1,250	2,500	1,250	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 2009. 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	COORDINATION	MAP
Date First Appropriation	Restoration of Historic Structures, PDF# 903424	See Map on Next Page
First Cost Estimate		
Current Scope		
Last FY's Cost Estimate		
Appropriation Request		
Appropriation Request Est.		
Supplemental Appropriation Request		
Transfer		
Cumulative Appropriation		
Expenditures / Encumbrances		
Unencumbered Balance		
Partial Closeout Thru		
New Partial Closeout		
Total Partial Closeout		

Agency Request

9/17/2009 2:08:47PM



Maryland Department of Planning
Maryland Historical Trust

Martin O'Malley
 Governor

Anthony G. Brown
 Lt. Governor

Richard Eberhart
 Secretary

Matthew J. Powell
 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**
 Subcategory **Development**
 Administering Agency **M-NCPPC**
 Planning Area **Kensington-Wheaton**

Date Last Modified
 Required Adequate Public Facility
 Relocation Impact
 Status

May 16, 2011
 No
 None
 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	FY11	525
Current Scope	FY11	250
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

