



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

MCPB Item#4
 October 18, 2018

MEMORANDUM

DATE: October 11, 2018

TO: Montgomery County Planning Board and Park Commission

VIA: Michael F. Riley, Director, Department of Parks *MR*
 John Nissel, Deputy Director, Department of Parks *JN*
 Mitra Pedoeem, Deputy Director, Department of Parks
 Patricia McManus, Acting Chief, Park Development Division (PDD) *PM*

FROM: Carl Morgan, CIP Manager, Park Development Division *Carl Morgan*

SUBJECT: Amendment to the Maryland-National Capital Park and Planning Commission's (M-NCPPC) FY19-24 Capital Improvements Program, and Special Appropriation to the FY19 Capital Budget, for **Josiah Henson Historic Park #P871552**

Staff Recommendation

Transmit the attached materials to the Montgomery County Executive and Montgomery County Council, to amend the Department of Parks FY19 Capital Budget to include:

- An additional \$500,000 in appropriation for Program Open Space
- An additional \$630,000 in appropriation for GO bonds
- Funding switch of \$200,000 from Contributions to State Aid

These amendments increase the cumulative appropriation through FY19 by \$1,130,000.

Background

Montgomery County has the unique opportunity to create a museum dedicated to slavery based on the detailed words and experiences of an enslaved Montgomery County man. Josiah Henson (1789-1883) was enslaved on the Riley Plantation between 1795 and 1828. Enduring extraordinary cruelty and violence, Henson became superintendent of the plantation and later, an ordained minister in the African Methodist Episcopal (AME) church. When he was tricked out of his manumission, Henson escaped to Canada with his wife and four children on the Underground Railroad. In Canada, he helped establish the Dawn Settlement for emancipated slaves, and published his autobiography in 1849. In 1852, that autobiography became a key source for Harriett Beecher Stowe's abolitionist novel, *Uncle Tom's Cabin*. Stowe's book was second in popularity only to the Bible, and both the novel and Henson's narrative were translated into multiple languages. Even after living in freedom, Henson risked everything to come back as a conductor on the Underground Railroad to rescue 118 people. Henson had an audience with Queen Victoria and with President Rutherford B. Hayes--a larger-than-life speaker and figure in his own time, but largely forgotten today. While in Canada a national hero with a dedicated heritage museum,

the United States has yet to honor Henson's life. There is a compelling need to educate people about Henson's life and slavery in Maryland, including the difference between the man and a hateful stereotypical slur (an 'Uncle Tom'). The Department of Parks is eager to take on this challenge in opening the Josiah Henson Museum and Education Center.

The Josiah Henson Historic Park is a 3.34-acre park located at 11420 Old Georgetown Road in the Luxmanor Community of North Bethesda. This capital project will rehabilitate the existing Josiah Henson Park and create a heritage tourism destination. The project will include the following:

- Conversion of the historic Riley/Bolten House to a public museum
- Construction of a new 2,900 square foot visitor center with bus-drop off area and three-car parking lot on the former Rozier property, and
- Installation of exhibits that educate and interpret African American History in Montgomery County, including a first-person narrative of Josiah Henson

The facility plan was approved on June 6, 2013. The revised project cost is \$2.175 million above the current budget of \$6.932 million¹. This is based on the final bid for the new visitor center and the renovation of the historic house as well as revised estimates for the exhibits.

Project cost increase: Visitor Center and Historic House

The most significant increase (\$1.675 million) is related to the visitor center and historic house renovation. Construction services for this portion of the project were competitively procured through a two-step process, during which the Department invited highly qualified general contractors to submit bids. However, the actual costs established through the bidding process have exceeded the consultant's estimated costs which were routinely updated during each of the 30%, 60%, and 90% design submissions. Some of this increase can be attributed to the demand for highly qualified contractors as the supply of construction projects increases in the current economy. Moreover, the demand for contractors with specialized expertise in historical renovation work creates a premium for their services, and their availability is unknown to the estimators until the time of bidding. Finally, other work that represents risks to the Contractor includes installing a 30,000 gallon underground fire suppression tank directly adjacent to Georgetown Road, extensive site preparation work where conditions are unknown until excavation commences, and the added complexity of working on an archaeology site. Our belief is that the Contractor has accounted for these risks as a buffer against any worst-case scenarios.

Project cost increase and partial funding switch: Exhibits

Another increase of \$500,000 to the project involves the exhibits. A recent check in with our exhibits designer revealed a slight increase (\$50,000) in anticipated costs to fabricate the exhibits. Also, as we are approaching critical milestones for production of the exhibits, we need to consider funding a remaining \$450,000 gap in Contributions funding.

The exhibits component of the project anticipated full funding through the ongoing capital campaign of the Montgomery Parks Foundation. To date, the campaign efforts have raised nearly half of the original \$850,000 committed to this project. This includes \$200,000 in donor contributions and other grant activities, as well as working with the Department and State legislators to secure a bond bill of

¹ Includes \$300k of work done through the Legacy Open Space capital project. Revised total project cost of \$9.107 million

\$200,000². This leaves a \$450,000 gap mentioned earlier. The Department is requesting an additional \$450,000 in GO bonds to close this gap and keep the exhibits on schedule so that they are in place when the museum opens.

Funding the gaps

The Department proposes a three-pronged approach to solving the overall \$2.175 million gap. It involves utilizing unencumbered Program Open Space funding for FY19 (\$500,000 that would otherwise roll over to FY20 county and municipal projects), requesting additional GO bonds from County reserves (\$630,000)³ to complete anticipated hard costs, and reprogramming of existing funds and projects in the capital improvements program from the Restoration of Historic Structures and Planned Lifecycle Asset Replacement Programs to address soft costs of construction (potentially \$1.045 million). Although there is an incredible need for PLAR funds to maintain the park system, this project is of such significance that the Department is willing to re-prioritize the existing work programs to make this project successful.

Conclusion

The project increases and funding switches are summarized on the attached PDF and the attached Draft of the Council Resolution. Staff recommends approval of the CIP Amendment and Capital Budget Request and seeks direction from the Board to transmit the attached information to the Montgomery County Executive for recommendation, and to the County Council for their consideration and approval of the CIP Amendment and Special Appropriation.

Upon approval the attached materials will be forwarded to the County Executive and County Council.

² The appropriation for the bond bill funding will be shown on the project description form (PDF) of the capital project as "State Aid" funding with a corresponding decrease on the "Contributions" funding.

³ This includes \$450k for the Exhibits and \$180k for construction of the visitor center and restoration of historic house.

Resolution No: _____
Introduced: _____
Adopted: _____

COUNTY COUNCIL
FOR MONTGOMERY COUNTY, MARYLAND

Lead Sponsor: County Council

SUBJECT: Amendment to the FY19-24 Capital Improvements Program and Special Appropriation to the FY19 Capital Budget Maryland-National Capital Park and Planning Commission Department of Parks Josiah Henson Historic Park (P871552), \$1,130,000 Source of Funds: GO Bonds, Program Open Space, Contributions, State Aid

Background

1. Section 308 of the County Charter provides that a special appropriation is an appropriation which states that it is necessary to meet an unforeseen disaster or other emergency, or to act without delay in the public interest. Each special appropriation must be approved by not less than six Councilmembers. The Council may approve a special appropriation at any time after public notice by news release. Each special appropriation must specify the source of funds to finance it.
2. Section 302 of the Montgomery County Charter provides that the Council may amend an approved capital improvements program at any time by an affirmative vote of no fewer than six members of the Council.
3. Section 18-108 of the Maryland Land Use Code provides that after adoption of the M-NCPPC budget by the Council, the budget may be amended by resolution by the Council on their initiative or at the request of the Commission. Before adopting a budget amendment, the Council must receive recommendations from the County Executive and hold a public hearing on reasonable notice to the public.
4. Section 18-115, Section 18-116, and Section 18-117 of the Maryland Land Use Code provide that the Council may amend, revise, or modify the M-NCPPC 6-year capital improvements program by an affirmative vote of six of its members. An amendment, revision, or modification made to the capital improvements program may not become final until at least 30 days after it is submitted to the Commission for written comment.

5. On October 18, 2018, the Department of Parks of Parks requested an additional \$1,130,000 to the Josiah Henson Historic Park project as follows:

<u>Project Name</u>	<u>Project Number</u>	<u>Cost Element</u>	<u>Amount</u>	<u>Source of Funds</u>
Josiah Henson Historic Park	#P871552	Site Improvements and Utilities	\$630,000	GO Bonds
			(\$200,000)	Contributions
			\$200,000	State Aid
			\$500,000	Program Open Space
Total			\$1,130,000	

6. This increase is needed to address construction bids that exceed project cost estimates and to address fewer than expected contributions in FY19. It also reflects the addition of significant non-County funding sources. The recommended amendment is consistent with the criteria for amending the CIP because it leverages significant non-County sources of funds, has validated extraordinary inflation (as seen in bids), is proposed to increase relatively by at least 10 percent and absolutely by at least \$1,000,000 from the last adopted CIP.
7. The County Council declares this request is in the public interest, to be acted upon without delay, as provided for under special appropriation requirements described in Article 3, Section 308 of the Montgomery County Charter.
8. Notice of public hearing was given and a public hearing was held.

Action

The County Council for Montgomery County, Maryland, approves the following resolution:

The FY19-24Capital Improvements Program of the M-NCPPC Department of Parks is amended as reflected on the attached project description form and a special appropriation is approved as follows:

<u>Project Name</u>	<u>Project Number</u>	<u>Cost Element</u>	<u>Amount</u>	<u>Source of Funds</u>
Josiah Henson Historic Park	#P871552	Site Improvements and Utilities	\$630,000	GO Bonds
			(\$200,000)	Contributions
			\$200,000	State Aid
			\$500,000	Program Open Space
Total			\$1,130,000	

This is a correct copy of Council action.

Megan Limarzi, Clerk of the Council



Josiah Henson Historic Park

(P871552)

Category M-NCPPC **Date Last Modified** 01/30/18
SubCategory Development **Administering Agency** M-NCPPC
Planning Area North Bethesda-Garrett Park **Status** Preliminary Design Stage

Total	Thru FY17	Est FY18	Total 6 Years	FY 19	FY 20	FY 21	FY 22	FY 23	FY 24	Beyond 6 Years
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EXPENDITURE SCHEDULE (\$000s)

Planning, Design and Supervision	629	269	240	120	50	50	20	-	-	-
Site Improvements and Utilities	6283 5,153	-	891	5392 3,262 3,100	2,200	1,450	1,250	842	842	-
Other	850	-	-	850	500	300	50	-	-	-
TOTAL EXPENDITURES	6,632	269	1,131	5,232	2,750	1,600	882	-	-	-
	7,762			6362	3650	1800	912			

FUNDING SCHEDULE (\$000s)

G.O. Bonds	5622 4,892	-	610	5012 4,382	2,650	2,250	1,500	1,300	862	832
Contributions	650 850	-	-	650 850	300	500	300	50	-	-
Program Open Space	1026 526	5	521	500	-	-	-	-	-	-
PAYGO	164	164	-	-	-	-	-	-	-	-
State Aid	300 100	100	-	200	200	-	-	-	-	-
TOTAL FUNDING SOURCES	6,632	269	1,131	5,232	2,750	1,600	882	-	-	-
	7762			6362	3650	1800	912			

OPERATING BUDGET IMPACT (\$000s)

Maintenance				1,576	-	-	394	394	394	394
Energy				-	-	-	-	-	-	-
Program-Staff				-	-	-	-	-	-	-
Program-Other				-	-	-	-	-	-	-
Offset Revenue				-	-	-	-	-	-	-
NET IMPACT				1,576	-	-	394	394	394	394
FULL TIME EQUIVALENT (FTE)										

APPROPRIATION AND EXPENDITURE DATA (\$000s)

Appropriation FY 19 Request	1,400	Year First Appropriation	FY16
Appropriation FY 20 Request	-	Last FY's Cost Estimate	6,082
Cumulative Appropriation	5,232		
Expenditure / Encumbrances	985		
Unencumbered Balance	4,247	Special Appropriation Fy19	1,130

PROJECT DESCRIPTION

The 2.77 acre park is located at 11420 Old Georgetown Road in the Luxmanor Community of North Bethesda. The purpose of the project is to rehabilitate the existing Josiah Henson Park and create a heritage tourism destination. The project includes converting the historic Riley/Bolten House to a public museum; constructing a new 2,900 square foot visitor center with bus-drop off area and five-car parking lot on the former Rozier property; and new landscape sitework and outdoor interpretation that will make the park more accessible for visitors and convey its former appearance as a plantation.

ESTIMATED SCHEDULE

Design ongoing; construction to begin in FY18.

COST CHANGE

Added \$550,000 for increased construction costs. Added \$1,130,000 (\$630,000 in GO Bonds, \$500,000 Program Open Space, \$200,000 in State Aid, and negative \$200,000 in Contributions) for increased construction costs and to address fewer than expected contributions in Fy19.

PROJECT JUSTIFICATION

Montgomery County Master Plan for Historic Preservation, 1979, identified the property as resource #30/6, "Uncle Tom's Cabin". Josiah Henson Special Park Master Plan, December 2010. Josiah Henson Park was the subject of an approved facility plan in June 2013. White Flint Sector Plan, April 2010; 2012 Park Recreation and Open Space (PROS) plan, July 2012.

OTHER

Educational tours will be provided. The park is currently open for guided tours as staffing permits.

FISCAL NOTE

MNCPPC was awarded a State Bond Bill of \$100,000 in FY15. Exhibits will be funded by a Montgomery Parks Foundation Capital Campaign, which is currently underway.

DISCLOSURES

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

COORDINATION

Montgomery County Departments: Recreation, Permitting Services, Fire/Rescue, Transportation; State Highway Administration; WSSC; WMATA