

City of Alexandria, Virginia

MEMORANDUM

DATE: APRIL 6, 2005

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM: JAMES K. HARTMANN, CITY MANAGER 

SUBJECT: BUDGET MEMO # 28 : CAPITAL PROJECTS AND MAINTENANCE NEEDS  
IN THE OFFICE OF HISTORIC ALEXANDRIA

Councilman Andrew Macdonald asked staff to respond to the Historic Alexandria Resources Commission (HARC) letter (Attachment 1) to the Mayor and Council about resources available in the Proposed FY 2006 - 2011 Capital Improvement Program (CIP) for the preservation of historic buildings. Councilman Macdonald asked if the City should allocate more money for the restoration and preservation of historic resources and asked staff to rank the projects referenced in the HARC letter.

The attached summary (Attachment 2) from the CIP document highlights proposed CIP projects that provide for the preservation of historic buildings in the City. The project total of \$811,028 includes \$486,028 in prior year unallocated monies for improvements and repairs at Gadsby's Tavern, the Lyceum, and Friendship Firehouse; an additional \$175,000 in FY 2006 to complete improvements at the Stabler-Leadbeater Apothecary Museum; and an additional \$150,000 in FY 2006 for a Capital Facilities Maintenance Plan (CFMP) for historic buildings managed by the Office of Historic Alexandria (OHA). It should be noted that the CIP also includes a CFMP for the Fire Department, for recreation centers, and other City facilities.

The CFMP for historic buildings is a new project line item. These capital maintenance requirements include plaster repair, painting, floor restoration, heating, ventilation, air conditioning, and electrical and plumbing systems. HARC has asked that the CIP budget be amended to include funding for these maintenance items in fiscal years 2007 through 2011. The Proposed CIP includes a "TBD" or "to be determined" designation for those years, to indicate that an analysis of each historic building needs to be undertaken in FY 2006 and implemented in FY 2007 and beyond. Part of the reason for this strategy is that the Alexandria Capital Development Foundation is actively considering raising funds for the City's historic structures as part of its short-term fund-raising mission. Federal and state funding also periodically provide funds for historic structures such as the City's museums.

We agree that a long-range plan with specific budget estimates needs to be developed for the maintenance and preservation of historic resources and buildings. Since this is the first year a CFMP for historic buildings has been included in the CIP, it is recommended that future year commitments not be made until specific maintenance needs can be accurately determined and planned for succeeding years during the first year of funding (FY 2006).

General Services and the City Manager will work closely with OHA and HARC over the next year to review, evaluate and prioritize their requirements, including the 22 items listed and prioritized by HARC.

Attachments

March 17, 2005

The Honorable William D. Euille  
Members of City Council  
City Hall, 301 King Street  
Alexandria, Virginia 22314

Dear Mayor Euille and City Council Members:

The Historic Alexandria Resources Commission met on March 15, 2005, and engaged in a lengthy discussion of the proposed City of Alexandria FY 2006 capital budget. The role of our Commission is to advise the City in the preservation of historic artifacts, and records from loss or deterioration; and to promote citizen and tourist use of the historic sites and the Torpedo Factory Art Center. Given this mandate, the members of the Commission feel strongly that we must advocate for adequate resources to maintain structures and collections and provide capital improvements to safeguard the irreplaceable historic resources of our city. While we are thankful that \$150,000 has been included in the proposed budget for this purpose, additional money is needed over 5 years.

A budget reflects the values and priorities of a community. When asked in surveys, citizens of Alexandria consistently cite the history of our city and the resulting unique ambiance of our town as reasons they chose to live in Alexandria. Without historic preservation, Alexandria would lose its charm as well as its connection to the past. Therefore, it is absolutely necessary for us as stewards of our history to care for the structures and artifacts within our responsibility.

There are ten sites owned by the City of Alexandria, and each has needs related to upkeep and capital improvements. Much of the work has been deferred due to lack of funding in the recent past. As every year passes, the project costs and required work increase as site deterioration continues. Some of these needs are at a critical stage. The attached outline provides the specific requests at each of the sites owned by the City of Alexandria.

We all are well aware of the importance of historic preservation in promoting our City and attracting tourists to Alexandria. The Historic Alexandria Resources Commission is sponsoring the Jamestown 2007 celebration for the City of Alexandria. Since this is a very important event and will be highly advertised throughout the country and even abroad, we expect many visitors to come to Alexandria during 2007. It is of vital importance that visitors see our historic resources as well cared for and truly as a reflection of the citizens' appreciation for our past.

The members of the Historic Alexandria Resources Commission voted unanimously to endorse amending the budget, as requested in the attached list of capital projects and unmet maintenance needs, to include money for the preservation of historic buildings for fiscal years 2007 through 2011. Without a 5-year commitment, planning is impossible. We consider this to be an urgent priority. Thank you for your consideration of our requests.

Sincerely,

Ellen Stanton, Chair

cc: James K. Hartmann, City Manager

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## Request for Funding for Capital Projects and Unmet Maintenance Needs in the Office of Historic Alexandria

The Office of Historic Alexandria is responsible for the stewardship and promotion of the historic City through the preservation of the City's historic and archaeological sites, artifacts and records, and for the use of these resources in accordance with professional standards of scholarship and museum procedures.

The *Alexandria Archaeology Museum* is dedicated to preserving and studying Alexandria's rich archaeological heritage and fostering within citizens and visitors a connection between the past and present while inspiring a sense of stewardship and adventure. The *Alexandria Black History Museum's* mission is to enrich the lives of Alexandria's residents and visitors, to foster tolerance and understanding among all cultures, and to stimulate appreciation for the diversity of the African American experience. *Fort Ward Museum and Historic Site* interprets American history of the 1860-1870 period, focusing on the Civil War defenses of Washington, D.C., Fort Ward as a military site, wartime Alexandria and the experiences of Alexandrians during the Union occupation of the City. *Gadsby's Tavern Museum's* mission is to teach the public about the history of the site, and to preserve the two historic structures (circa 1785 and 1792). *The Lyceum* provides visitors with a unique historical experience through exhibitions, programs, special events, the sale of merchandise in The Lyceum Museum Shop and rental of the facility. The *Archives & Records Center* preserves the public records of the City of Alexandria government and makes them available for research as well as provides reference services to City staff. *Lloyd House*, built circa 1796-97, now serves as the administrative offices for OHA, and is available for weddings, receptions, parties and retreats. Built by John Wise, who also built Gadsby's Tavern, Lloyd House underwent a major restoration in 2002 - 2003 with funding from the City and a *Save America's Treasures* grant. At this time, with an additional *Save America's Treasures* grant and City funding, Lloyd House is having the roof replaced, the storm drainage system and moisture problem repaired, and interior storm windows installed. The Lyceum, Fort Ward Museum and Historic Site and Gadsby's Tavern Museum are all accredited by the American Association of Museums. Nationally, fewer than one in ten museums are accredited.

Funding is critically needed for all sites. All funding requests are listed in priority order. Many of these represent years of earlier requests which were not acted upon due to other priorities for City CIP funds and the competing nature of so many requests.

This provides a general list of the kinds of needs which exist within the department. Some of these projects have been selected for funding through the City's CIP program, however, there have been significant delays in the implementation/scheduling of these projects. Those projects which have been selected for CIP funding, but on which no action has occurred are marked here with "CIP."

1. **Gadsby's Tavern HVAC Phase IV.** There has been a two year delay in implementing the last phase of this project, to provide a new, more efficient system for the entire complex. Parts of it were installed in previous years. The last phase would connect the systems, install new components in the Museum buildings. Engineering and architectural studies must be evaluated. This is one of our most important historic structures. This project involves

installing new units in both of the museum buildings and excavating the subterranean mechanical pit in the courtyard.

- 2. **Elevator Replacement at The Lyceum.** While ADA funds may be available for this, the need is critical as there are significant numbers of break downs of the elevator. It is no longer of an adequate size to meet most ADA needs for transporting larger wheel chairs.
- 3. **Elevator Installation at Gadsby's Tavern Museum (CIP).** A study for the installation of an elevator in the Gadsby's Tavern complex needs to be funded, with special consideration given to the historic fabric and appearance of the buildings. Once the study is completed and approved by all necessary parties, the installation will need to be funded. The elevator will serve the restaurant, American Legion and museum visitors and it would provide ADA accessibility to the public.
- 4. **North side foundation waterproofing at The Lyceum.** The Lyceum's basement has experienced flooding on several occasions over the years, threatening valuable City collections (including the building itself) and creating an unpleasant and unhealthy work environment for City employees. This flooding had historically occurred along the south wall of The Lyceum's foundation; during the winter of 1997-1998, the south side of the building's foundation was waterproofed, and a collection drain and sump pump were installed. In 2002, a significant amount of water entered the building through the north foundation wall, soaking carpet across 2/3 of the museum office space. The same type of foundation waterproofing treatment employed on the south side of the building now needs to be done to the north side, to protect the building, its collections, and its staff.
- 5. **Exterior painting of The Lyceum.** Some parts of the exterior are now peeling, particularly in the rear addition, the Butler Building. This has a different exterior treatment. We have had a paint conservator/analyst evaluate the conditions and recommendations have been provided for the work on this part of the exterior. The outside of the building presents an adverse view and should be corrected as soon as possible. Additionally, there is peeling and flaking of paint on the colonnade side entrance.
- 6. **Public restroom renovation at The Lyceum.** The Lyceum's public restrooms have not been upgraded since they were first installed in 1974. Fixtures in both restrooms have come loose from the walls, and the Men's Room sink leaks periodically. Further, both of the disabled access stalls fail to meet current ADA code.
- 7. **Restroom upgrades and ADA restroom installation at Gadsby's Tavern Museum (CIP).** All bathrooms within the Gadsby's Tavern complex require upgrades and repairs. Thirty years have passed since their installation. An ADA restroom needs to be constructed, with direct access for restaurant patrons.
- 8. **Renovation/rebuilding of the Fort Ward entrance gate.** This wooden gate, which marks the entrance to the historic fort, was built in 1971 (replacing an original gate built in 1964 for the opening of the historic site). The pillars are deteriorating, and other architectural

details such as the capitals and arch show signs of cracking and rot. It is recommended that the gate be rebuilt using a more durable material than wood. As noted below, many professional managers of fortifications involving gates, gun platforms, etc. are now using aluminum that while more costly initially, offer a long term solution. Extensive photos available of current conditions showing the significant loss of real wood; majority of structure now epoxy.

- 9. **Implementation of a turf management program in the restored bastion at Fort Ward.** This not extremely expensive, but the results will be of major importance to our ability to present a properly restored earthwork, our most important fragile feature at the Fort. This involves a preventive approach to erosion damage and includes weed eradication, fertilizing, liming, seeding, pest control and other soil stabilization measures. Cost: \$10,000 over a two year period, \$5,000 annually.
- 10. **Replacement of two gun carriages in the restored bastion at Fort Ward.** A 4.5 inch Rodman wooden gun carriage in the bastion and a 24-pounder howitzer require replacement due to extreme deterioration (interior rot and cracking). These carriages have been extensively patched and repaired by staff; the Rodman carriage is the most decayed. Wooden carriages in an outdoor setting have a typical life span of 8-10 years; the Rodman is now 15 years old. It is recommended that the wooden carriages be replaced with aluminum ones with simulated wood grain surfaces made for permanent outdoor display. These have the advantage of being rust proof, weather resistant and low maintenance with a life span of 100 years, and are less expensive than the wooden carriages. Cost: \$30,000 (\$20,000 for the Rodman and \$10,000 for the 24-pounder).
- 11. **Replacement of deteriorated gun platforms and public access steps in the restored bastion of Fort Ward.** Many of the gun platforms are rotting and visitor access steps near the filling room and at each end of the bastion need to be replaced for safety reasons.
- 12. **Renovating/rebuilding the balcony/front porch of the Museum at Fort Ward.** The balcony floor, which forms the ceiling of the main entrance porch of the Museum, is so deteriorated that it poses a public safety hazard for visitors entering the building and is unusable for special events. The boards in one section are so warped and decayed that the sky can be seen looking upward from the front porch. The screen door on the balcony level also needs replacing.
- 13. **Re-grading the area around the west end of the Museum building at Fort Ward.** This procedure will help prevent water from pooling around the foundation of this side of the building. The collection storage area is located in the basement level of the building on this side, and water seepage into the collection area during heavy rain and snow storms has been a problem in the past. In conjunction with the new gutters that were installed on the Museum in 2004, re-grading will solve these water problems that are detrimental to the building and its historic collections.
- 14. **Painting the exterior of the Museum, Officer's Hut and Restroom/Maintenance**

**building at Fort Ward.** These buildings were painted 5-7 years ago. Paint is now peeling and faded; the roofs are especially in need of re-painting as there is considerable paint loss. Current estimate: \$11,000.

- 15. **Replacement of deteriorated "gingerbread" wooden trim on the Museum, Officer's Hut and Restroom/Maintenance building at Fort Ward.** This trim is one of the character defining features for these structures. Some of the trim is missing and other pieces are cracked and need to be replaced. The trim is part of the original historical pattern for these buildings, which are all based on Civil War structures in the Defenses of Washington.
- 16. **Repair of interior plaster and repainting first floor walls at Friendship Fire House.** There will be a project going forward to try to resolve the rising damp at Friendship. After that work is completed we must address the long-term damage which has occurred. Interior walls have significant damage, and are now covered with plywood.
- 17. **Conservation of Historic Fire equipment at Friendship Fire House.** This can only be accomplished after the rising damp problem has been resolved. In the meantime, two pieces – the hose reel and the pumper – have significant paint loss and other problems called by the adverse environment as well as from previous attempts to fix the equipment. The Friendship Veterans Fire Engine Association has a fund for conservation, but the estimates for repairs for these two pieces will run about \$50,000 or more, depending upon conditions once reviewed by the conservator. We have estimates. Equipment will have to be sent to New Hampshire for work. This is a major need, but it cannot be properly addressed until the building is brought up to appropriate standard of care.
- 18. **Review of HVAC system at Friendship Fire House.** A conservator has recommended a complete review and adjustment of the current system. At the present time this system causes significant loss of proper humidity for objects, especially in the winter time. Conversely it cannot adequately adjust for humidity in the winter. A study should take place first, followed with implementation and purchase/installation of a new system. This can only be done after the rising damp situation has been ameliorated.
- 19. **Lighting Upgrades for Gadsby's Tavern Museum and refurbishment of office areas, and renovation of fire stair (CIP).** The emergency lighting as well as the regular interior lighting system for the museum is now thirty years old and needs upgrading. At the present time, the light fixtures along the stairs are inadequate. In addition, the fixtures give off heat which is damaging the surrounding plaster.
- 20. **Exterior Improvements at Gadsby's Tavern. Redesign and renovation of Courtyard at Gadsby's Tavern Museum after the final HVAC replacement. Stabilize and improve the Ice Well (CIP).** Once the HVAC replacement and the excavation of the mechanical pit has been completed, the Courtyard will need to be re-examined. The outbuildings will need to be repaired, possibly replaced. The courtyard landscaping and dining areas will need to be redesigned. The Ice Well is an extension of the museum tour and a unique and rare feature in an urban setting. At this time, the public access and interpretive area need to be cleaned,

repaired, and made more attractive to visitors. In addition, the interior of the ice well needs to be examined and stabilized in some areas. If possible, the sump pump for the restaurant washer/dryer needs to be relocated to prevent further damage to the structure. The exterior brick on the street level needs to be repointed.

- 21. **Interior repainting at Gadsby's Tavern Museum.** This needs to be done after all HVAC and other interior work is accomplished. It should be noted however, that the condition of the ballroom continues to disintegrate.
- 22. **Installation of additional compact shelving in Archives and Records Center.** A project is currently underway to install compact shelving in one area. Additional areas need to receive this type of shelving. We are currently storing records offsite at an annual cost of \$6,000. Compact shelving will significantly reduce our need to pay for off site storage fees.
- 23. **General Periodic Maintenance Needs:**
  - Recarpeting all three floors at The Lyceum
  - Recarpeting upstairs at Alexandria Archaeology
  - Replacement of vinyl flooring in lab area at Alexandria Archaeology
  - Replacement of window shades at Alexandria Archaeology
  - Replacement of original built-in cabinets, one should be replaced annually until complete.
  - Painting at Alexandria Archaeology
  - Review and resolution of water damage in the interior of Gadsby's Tavern Museum; repair of plaster ceilings in third floor office areas
  - Review of HVAC system at Black History Museum after installation of new lighting
  - Repair and restore small areas of flooring at Lloyd House and at Gadsby's Tavern Museum
  - Continue repair/restoration of exterior windows at Lloyd House

**MAJOR CAPITAL NEEDS**

- 1. Addition to Fort Ward Museum
- 2. Addition to Black History Museum

Both sites can no longer accommodate their public programming and exhibition needs.

## PRESERVATION OF HISTORIC BUILDINGS

<u>Subtasks</u>	<u>Priority</u>	<u>Estimated Useful Life of Improvement</u>	<u>Project Manager</u>
Gadsby's Tavern Buildings	Desirable	25 years	General Services
Lloyd House	Desirable	25 years	General Services
The Lyceum	Desirable	25 years	General Services
Stabler-Leadbeater Apothecary Museum	Desirable	25 years	General Services
Friendship Firehouse	Desirable	25 years	General Services
Office of Historic Alexandria Capital Facilities Maintenance Plan	Desirable	25 years	General Services

**Project Summary:** This project provides for the preservation of historic buildings in the City, including on-going capital maintenance needs at the City's museum sites.

**Gadsby's Tavern Buildings (Tavern, Museum and American Legion):** Prior year unallocated monies, in the amount of \$287,000 remain in this project for the study and installation of a full service elevator at Gadsby's (\$200,000); the refurbishment of office areas (\$45,500); to design improvements to the Gadsby's Tavern rear courtyard (\$15,000); and for the study and design of improvements to the historic ice well structure (\$5,000).

As part of the donation by the American Legion of the Gadsby's Tavern to the City, the City is required to keep the Legion portion of the building in good working order and the building and its interior in an acceptable condition.

**Lloyd House:** With the move of the historic collection formerly accommodated at Lloyd House to the Barrett Library, the Lloyd House is no longer part of the library system. The Lloyd House now serves primarily as administrative space for the Office of Historic Alexandria (OHA).

A total of \$198,000 (\$99,000 from the federal Save America's Treasures grant awarded to the City in 2003 and \$99,000 as the City's match required for that grant) was allocated in June 2004 for roof and drainage systems replacement as well as the installation of storm windows at the facility.

## PRESERVATION OF HISTORIC BUILDINGS

Lyceum: A total of \$107,028 in prior year unallocated monies remain for repairs and improvements to the Lyceum including repairs to the building's foundation to prevent additional water damage caused by leaking rainwater and ground moisture.

Stabler-Leadbeater Apothecary Museum: Prior year unallocated funding of \$515,000 was allocated in FY 2004 for capital improvements at the Stabler-Leadbeater Apothecary Museum. These monies represented the remaining balance of a one-time grant in the amount of \$620,000 from the City for capital improvements at this facility. Private fundraising has been a key element of this capital improvement project. Work on the exterior of the building was largely accomplished during a previous renovation, which was privately funded. Due to increases in construction costs and inflation since the project budget was originally developed and approved in FY 2000, an additional \$175,000 has been budgeted in FY 2006 to fully fund and complete the project.

Friendship Firehouse: In FY 2004, a study was completed to evaluate the condition of the damp wall moisture at the Friendship Firehouse. The exterior improvements recommended in the study have been designed and corrective measures will be implemented in FY 2005. \$92,000 in prior year unallocated monies remain for required interior improvements including the replacement of the plaster walls, installation of a floor drain, installation of a new concrete subfloor and related finish work.

Office of Historic Alexandria (OHA) Capital Facilities Maintenance Plan (CFMP): A new project not previously in the CIP. \$150,000 has been budgeted in FY 2006 to address capital maintenance requirements at the City's historic buildings managed by the Office of Historic Alexandria (OHA), including plaster repair, painting, floor restoration, heating, ventilation and air conditioning (HVAC), electrical and plumbing systems components. OHA managed properties requiring capital maintenance include Fort Ward Park, Gadsby's Tavern, Lloyd House, The Lyceum and Archeology space located at the Torpedo Factory Arts Center. Once the capital maintenance needs of these facilities are more accurately determined within this first year of funding (FY 2006), funding in the future years of the CIP can be determined (TBD).

### Change In Project From Prior Fiscal Years:

- \$150,000 has been budgeted in FY 2006 to address facility capital maintenance requirements at the City's historic buildings and sites managed by the Office of Historic Alexandria; and
- \$175,000 has been budgeted in FY 2006 to fully fund and complete the Stabler-Leadbeater Apothecary Museum renovation project. Due to increases in construction costs and inflation since the project budget was developed and approved in FY 2000, additional funds were required. The \$175,000 is an estimate and may be able to be reduced as project completion details are finalized.

## PRESERVATION OF HISTORIC BUILDINGS

TASK TITLE	UNALLOCATED PRIOR-FY	FY 2006 CURRENT	FY 2007 FY + 1	FY 2008 FY + 2	FY 2009 FY + 3	FY 2010 FY + 4	FY 2011 FY + 5	TOTAL
GADSBY'S TAVERN	287,000	0	0	0	0	0	0	287,000
LLOYD HOUSE	0	0	0	0	0	0	0	0
LYCEUM	107,028	0	0	0	0	0	0	107,028
APOTHECARY MUSEUM	0	175,000	0	0	0	0	0	175,000
FRIENDSHIP FIREHOUSE	92,000	0	0	0	0	0	0	92,000
OHA CAPITAL FACILITIES MAINTENANCE PLAN	0	150,000	TBD	TBD	TBD	TBD	TBD	150,000
TOTAL PROJECT	486,028	325,000	0	0	0	0	0	811,028
LESS REVENUES	0	0	0	0	0	0	0	0
NET CITY SHARE	486,028	325,000	0	0	0	0	0	811,028