

National Sailing Hall of Fame Feasibility Study



RCG Architects
December 5, 2007

NATIONAL SAILING HALL OF FAME

Feasibility Study

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Prepared by:

RCG Architects

Prepared for:

Maryland Stadium Authority
Maryland Department of Natural Resources
National Sailing Hall of Fame
City of Annapolis

Consultant Team:

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1. EXECUTIVE SUMMARY

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The National Sailing Hall of Fame, proposed for the City Dock in Annapolis, will provide a place to preserve America's sailing legacy, celebrate sailing's unsung heroes and use sailing to teach the values of character to an ever-widening and youthful audience. The waterfront location creates opportunities to educate the public on stewardship of the Bay and protectors of the environment.

As an attraction with international appeal, the National Sailing Hall of Fame (NSHOF) will have a positive economic impact on the City of Annapolis, Anne Arundel County and the State of Maryland and enhance the city's reputation as "America's Sailing Capital."

Usage

The National Sailing Hall of Fame will be designed to attract national and international attention by developing waterfront activities, state of the art interactive exhibitions, educational programs and environmental awareness. The project will utilize the pier and dock basin to accommodate historic vessels and stage in-the-water educational activities. The Hall of Fame is a natural extension of four centuries of maritime history taking Annapolis City Dock from a colonial seaport and transportation hub to international sailing center.

Project History

In May 2004, a group of Maryland business and sailing leaders, in cooperation with U.S. Sailing, (the governing body for sailing in the United States), the Herreshoff Maritime Museum and *Sailing World*, created the National Sailing Hall of Fame & Museum as a non-profit educational organization. They were tasked with finding an appropriate facility site. Several locations in and around Annapolis were considered for the Hall of Fame. Nothing meeting the requirements for a successful attraction was available.

In December 2005, the Maryland Department of Natural Resources (DNR) signed a Memorandum of Understanding with The National Sailing Hall of Fame to pursue a long term lease for their property at Annapolis City Dock, near the gate of the United States Naval Academy, as a site for the National Sailing Hall of Fame. Proximity to the two most popular visitor attractions in the historic maritime city made this location an attractive choice.

At the behest of the Maryland Department of Natural Resources, the City of Annapolis, and the National Sailing Hall of Fame, the Maryland Stadium Authority (MSA) was asked to conduct a feasibility study on the merits of the site and the viability of the venture.

In August 2006, MSA gained approval from the budget committees of the Maryland General Assembly to undertake this study.

MSA contracted a multi-disciplinary team lead by RCG Architects to evaluate the National Sailing Hall of Fame as an appropriate location for the Maryland Department of Natural Resources property, based on site suitability, engineering, economic impact, preliminary programmatic and design requirements. The team included Lord Cultural Resources, who evaluated exhibit concept, The Sage Policy Group, who provided the economic study, and various civil and structural engineers, surveyors and environmental engineers who studied the site and its surrounds.

The potential to double the current lot size through acquisition of the adjacent property arose during the study period. Therefore, the team considered several scenarios in evaluating the size and scope of the project, depending on the amount of property acquired and suitability of the existing structure.

The team met with significant stakeholders, including the Maryland Historical Trust, United States Naval Academy, Annapolis and Anne Arundel County Conference and Visitors Bureau, state and local elected officials and various community and business groups.

This report contains those findings, and an action plan for the next steps.

Engineering Analysis, Property and Structure

The 0.17 acre DNR property consists of two parcels, one having an 1897-era wood framed house currently used by DNR police. The vacant parcel is a gravel parking lot. The site is in the City's Historic District, a maritime conservation zone, the Chesapeake Bay critical area, and the 100 year flood plain, all of which require special consideration and permitting. It is located at a street end, with no turning radius on the Prince George Street side.

The soil is fill material with minimal drainage. Stormwater management must meet the most stringent requirements of State guidelines. If the impervious area cannot be reduced by 20 percent required by this redevelopment, proper onsite water quality treatment will be necessary.

The existing structure has suffered from frequent flooding. The foundation sits on fill material which has eroded over the years, compromising the stability. Conversion to a public building is nearly impossible due to the current code requirement, the condition of the building, and its current configuration.

Hall of Fame Concept Report

The concept development process, conducted by Lord Cultural Resources addresses the mandate of the institution - the where, when and how it delivers its message. Key items determined in the visioning workshop included the creation of a new national attraction in Annapolis, with a facility that would display, educate, and research the heritage of sailing, and incorporate related sciences, visual arts, literature, music and popular culture.

This aspect of the report outlines the formula for organizing and operating such a facility according to the best practices of similar cultural attractions.

The Lord Report determined that the facility should focus on interactive exhibits, participatory programs, and on-site historic vessels.

The Lord Report envisions a great opportunity for collaboration with nearby tourist and cultural attractions, and a vibrant sailing community. It cautions, however, that the site constraints are a challenge, and government funding of museums and cultural attractions has been declining. There are also a number of existing museums and historic houses in Annapolis competing for funds in the public/private sector.

The visioning workshop determined that the most appropriate model for NSHOF to follow is a modified gateway attraction that would provide the opportunity to create interest and appreciation of the sport. The report outlines a series of exhibits, activities, and audio-visual aids that will provide a stimulating introductory experience.

Market Study/ Economic Impact

The market study, conducted by the Sage Policy Group, evaluates the existing visitor industry in Annapolis and Anne Arundel County and factors in the demographics of the boating and sailing community. It also considers comparable institutions and their success in the market.

The market study notes that while the area enjoys a significant number of visitors, there is also considerable competition among attractions. The study points out that sports related museums draw less than other cultural facilities because they tend to be "fan" driven and male dominated. The report acknowledges that actual attendance in similar "Hall of Fame" sites is difficult to determine because figures are sometimes inflated to include non museum uses of the facility.

Two variables are cited as factors in attendance - whether or not admission is required, and what staffing level is met. The latter is considered crucial for developing programs and exhibitions that produce high attendance levels.

The market study determined that to enjoy success, the program concept must involve a high degree of interactivity, appeal to school and educational group visits, and consider a more dynamic "brand" in order to broaden its target audience.

The market study also questions sustainability and makes recommendations about controlling operating expenses to minimize dependence on subsidy.

As the size of the National Sailing Hall of Fame project is not established, Sage projected ranges and economic benefits at attendance levels of 50,000, 100,000 and 150,000 per year.

In addition, Sage has projected net new visitors to the facility at a 5 percent and a 10 percent level. Assuming 100,000 visitors, of which 5 percent have traveled to see the facility, an estimate can be made of \$329,000 in new tax dollars, and the creation of 95 jobs.

Cost

The cost to improve the smaller site is estimated to be \$9,261,191. If the adjacent property is acquired, the cost to build to the full program is projected to be \$14,979,280.

Conclusion



The National Sailing Hall of Fame at the Department of Natural Resources site on City Dock is a feasible venture, can leverage additional tourism and enhance downtown Annapolis. The vision of the project fits well with the waterfront location and the history of the City of Annapolis. The full program of activities can be accommodated if the adjacent property is acquired. Although hurdles remain, the NSHOF should continue their discussions with the Department of Natural Resources for use of the property and pursue the adjacent property. In addition, the board should continue working with the Maryland Historic Trust and the City of Annapolis for guidance in the design and scope of the building.

They should also continue meetings with community and business groups to keep them apprised of the progress. This ongoing communication is necessary for the project to maintain the support necessary to secure funding for the design phase.

2. SITE ANALYSIS

**National Sailing Hall of Fame
Site Assessment Study**



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2.1 CIVIL & SITE SUMMARY: RK&K ENGINEERS

SUMMARY

The Maryland Stadium Authority has directed RCG Architects to prepare a site assessment study for the new National Sailing Hall of Fame (NSHOF) in Annapolis, Maryland. The new museum will occupy the existing Maryland Department of Natural Resources Police Building property located at the end of Prince George Street, as an addition to the existing building or as a new building. As a consultant to RCG Architects, Rummel, Klepper & Kahl has provided civil engineering services in support of the site study. The purpose of the site study is to provide a preliminary site analysis, which documents existing conditions; and identifies regulatory requirements and further studies that may be needed for project planning. This study will also be used to aid in the development of an order of magnitude cost estimate to be prepared under separate cover. Upon the development of a schematic site plan, a more detailed site analysis is recommended. All information provided herein is based on available reference materials, site inspection, and coordination with various local and state agencies.

The proposed NSHOF is located on state owned property within the Historic District and Waterfront Maritime Conservation Zone of the City of Annapolis at the end of Prince George Street along the Spa Creek. The entire site is located within the 1,000 foot Chesapeake Bay Critical Area and the 100-foot Critical Area Buffer Zone, as well as the 100-year floodplain associated with tidal waters.

A Building Permit (through the City of Annapolis (COA) is required for the proposed project based on the following:

- The property is located within the City (ownership is irrelevant).
- The proposed project will require DPW utility system connections.
- The property is located within the 100-year floodplain.

The Building Permit submittal shall address the following requirements:

- Maximum proposed site impervious area is 80% (per COA critical area and zoning).
- Maximum allowable Floor Area Ratio (FAR) for structures is 50% (per COA critical area and zoning).
- Maximum allowable height of a structure is 38 feet. However, as stated by the *City of Annapolis Zoning Ordinance 21.56.170*, “The height of a building behind the front setback line may be increased provided it does not exceed a plane projected at an angle of forty-five degrees upward from the maximum allowable cornice or lower roofline height at the front of the setback line. The plane may contain roof dormers provided the sum of their widths does not exceed fifty percent of the street front linear dimensions of the building.”
- 1 parking space per 400 S.F. (gross floor area). (per COA zoning).

- Minimum building entry elevation = 7.2 feet (100-year floodplain elevation per COA – datum unknown) + 1.0 feet = 8.2 feet.
- Utility plans and details for connections to DPW utilities.
- A preliminary meeting with COA is recommended to confirm/establish Building Permit criteria.

The Maryland Department of the Environment (MDE) and Chesapeake Bay Critical Area Commission (CBCAC) are the regulatory agencies for our site for stormwater management (SWM), because the property is state owned. The agency (MDE or CBCAC) with the more stringent requirements shall be met. Stormwater Quantity Management will likely be waived since the project directly discharges to tidal waters. Stormwater Quality Management requires that the existing site impervious area is reduced by 20%. Possible alternatives include the following:

- Reduce impervious by 20%.
- Identify possible projects for off-site treatment of water quality.
- Determine if the Maryland DNR has an existing MDE Water Quality Bank in place and utilize the stored credits to meet this project’s SWM needs.

Since the project lies within the 1,000 foot CBCAC on state property, it must meet the Chesapeake Bay Critical Area Commission requirements/guidelines. A minimum of 10% pollution reduction (phosphorous removal) requirement on-site must be met or an offset (structures or actions that compensate for undesirable impacts) shall be provided. Possible options for the proposed project include:

- Meet the 10% pollution reduction by converting impervious area to pervious area.
- Offset fees/fee-in-lieu. In order to pay an offset fee or fee-in-lieu, the Critical Area review will need to go through the City of Annapolis. If the developer wishes to pay an offset fee, he/she will have to submit to both COA and CBCAC for review. COA and CBCAC will coordinate their reviews.

Environmental permitting will be required for any work within the water or to the existing bulkheads. A Joint Permit Application is only required for the aforementioned work and falls under the jurisdiction of both the Army Corps of Engineers (ACOE) and MDE.

Currently, Kennedy Porter & Associates, Inc. is preparing 95% constructions documents for the City Public Promenade and Bulkhead Repair Project. Coordination should occur with this project to avoid any potential impacts. The critical utility item associated with this project is the relocation of existing electric from the existing utility panel (located at the proposed NSHOF site) to an existing electrical shed at Ego Alley.

The U.S. Naval Academy (USNA) has a Floodplain Mitigation Strategy, which includes floodproofing the perimeter of their property with walls approximately 3 feet above the 100-year floodplain. The NSHOF should coordinate with USNA to avoid any potential impacts.

A more detailed assessment of the preceding summary is contained herein.

SITE DESCRIPTION

The site is located at the end of Prince George Street in Annapolis, Maryland. (See Figure 1 – Vicinity Map) The property which is within the Annapolis city limits is located south of the U.S. Naval Academy and is bound to the north by Prince George Street, to the south by Dock Street and its associated parking lot, to the east by a public promenade that abuts Spa Creek, and to the west by a parcel owned by Phillips City Dock LLC. The 0.17 acre site is broken into two parcels. Parcel A abuts Spa Creek and is owned by the State of Maryland for the use of the Department of Chesapeake Bay Affairs. This parcel consists of a 2-story (1,200 S.F. +/-) DNR Police Building (FFE 4.4 +/-), courtyard, and a wooden pier (160 L.F. +/-). Parcel B abuts the Phillips City Dock LLC property and is owned by the State of Maryland Department of Natural Resources (DNR) and consists of a gravel lot. The site lies within the Waterfront Maritime Conservation (WMC) zone of the city. The site is predominantly impervious with minimal landscaping and trees in the courtyard area. The site drains toward Prince George Street and Spa Creek at slopes less than 2%. Per the USDA Natural Resources Conservation Service – Anne Arundel County Soil Survey, the site is entirely soil type UZ – Urban Land (i.e. mostly fill materials). See Appendix B: Soil Boring Logs for soil characteristics. A geotechnical investigation performed by Marshall Engineering, Inc. in 2002 confirms that the soils are predominately fills and sands with groundwater encountered between 2.5 and 4.5 feet below grade.

TECHNICAL ISSUES

TRAFFIC ROUTING

Staff parking is assigned in the Dock Street Parking Lot along the south edge of the property. The Dock Street Parking Lot accommodates patrons of the City Dock's restaurants and shops. Traffic flows south along Dock Street (one-way) through the parking lot. Left turn movements east through parking rows are the only allowable movements. Dock Street ends at Susan B. Campbell Park and the only allowable movement is a left turn to the east. Allowable movements throughout the parking lot are left turn only. Craig Street (two-way) divides the Dock Street Parking Lot and connects the lot to Prince George Street. (See Figure 1: Vicinity Map) The only allowable movement while driving north along Craig Street toward the intersection with Prince George Street is a left turn. In order to access the site from Prince George Street, a vehicle must be at its intersection with Randall Street and travel south along Prince George Street. Prince George Street is two-way traffic with parking on both sides of the street. Prince George Street ends at a brick plaza adjacent to the U.S. Naval Academy's property and our site. A 3-point turn is the only allowable movement at the street's terminus.

During the schematic design, a design vehicle should be determined and the site modified accordingly to meet the vehicle's needs such as road widening, adjust curb radii, pavement striping, relocating parking spaces, etc.

Traffic and parking analyses should be performed and the site modified accordingly to meet the pedestrian and vehicular needs.

Construction phasing of the project will need to address the maintenance of pedestrian/vehicular traffic patterns and coordination with the usage of adjacent facilities. Sidewalks, pedestrian ramps, parking and streets shall be maintained as much as possible. Due to the existing traffic patterns (both pedestrian and vehicular) and density of vehicles and pedestrians, the relocation or closing of existing facilities should be minimized.

ZONING ISSUES

The site lies within the Intensely Developed Area of the Waterfront Maritime Conservation Zone of the city per the Annapolis, Maryland Municipal Code and Charter. The Annapolis Municipal Code and Charter will be referred to as the Code and Charter throughout this study. The site also lies within the Historical District of the city per the Code and Charter.

Per Chapter 21.54 Critical Area Overlay of the Code and Charter, development within Intensely Developed Areas of Maritime districts may have a maximum proposed site impervious area of 80%. As an example, for a 1 acre site only 0.80 acres may contain impervious surfaces (buildings, pavements, gravel, etc.) under proposed conditions, regardless of the amount of existing impervious area.

Per Chapter 21.50 Bulk Regulation Tables of the Code and Charter, within the WMC District the maximum allowable Floor Area Ratio (FAR) for structures is 50%. (i.e. for a 1 acre site, only 0.50 acres may contain structures under proposed conditions, regardless of the area of existing structures located within the site)

Based on the preceding and a site area of 0.17 Acres, our project site may contain a maximum FAR of approximately 3,700 S.F. (0.085 Acres). The maximum allowable impervious area of the site is approximately 5,925 S.F. (0.136 Acres), which includes the area of proposed structures.

Per Chapter 21.50 Bulk Regulation Tables of the Code and Charter, within the WMC District, the following minimum setback requirements apply:

- Front building line setback = 12 feet from edge of curb (along Prince George Street).
- Building line setback for lots with waterway frontage = 12 feet (measured parallel to the shoreline) from the shoreline.
- Yards corner side = front building line setback = 12 feet from edge of curb (along City Dock Parking Lot sidewalk).
- Yards interior side (abut existing property) = 0 feet from property line (along edge of property that abuts Phillips City Dock LLC).

Per the Code and Charter, for lots with waterway frontage, unless a public pedestrian walkway is constructed, a minimum 25% of the lot must be unobstructed to provide views

of the waterway from the street. If a walkway is constructed, a minimum 15% of the lot must be unobstructed. If a walkway already exists, the COA will set requirements on a case by case scenario.

An informal meeting with the Tom Smith (City of Annapolis(COA)-Zoning and Planning Dept.) is recommended in order to finalize required setbacks based on the current site location and the proposed design.

Per Chapter 21.50 and 21.56 Historic District of the Code and Charter, the maximum allowable height of a structure within the district, assuming Height District 1, is 22 feet (measured from the ground) at its cornice or lower roofline at the front building line setback. The overall maximum allowable building height is 38 feet.

Per Chapter 21.66 Parking and Loading Regulations of the Code and Charter, the amount of parking required for a museum located within the WMC zone is 1 space per 400 S.F. (gross floor area). Upon final determination of the proposed use and gross floor area, the amount of parking required can be determined.

BUILDING PERMIT

Per Chapter 17.12 Building Code of the Code and Charter, all construction projects of a value of five hundred dollars or more shall require a building permit from the COA Director of Neighborhood and Environmental Programs or his or her designee. No permit is needed, regardless of value, on construction projects that are non-structural like-kind replacement and/or repair of windows, doors and siding. All other applicable permits, such as plumbing, mechanical and electrical are still required.

A Building Permit (through the City of Annapolis) is required for projects located within the City and matching the above description, regardless of property ownership. The proposed site of the NSHOF is located on state owned property within city limits; therefore, a Building Permit submittal, to COA for their review, is required.

The COA requires a Building Permit for all DPW utility system connections. It is assumed that this project will include connections to DPW utilities; therefore, utility plans must be included in the Building Permit submittal to the City.

The COA also requires a Building Permit for all work within the 100-year floodplain, even though the site is located on state owned property. Since the project site is located within the 100-year floodplain, COA requirements associated with the floodplain must be included in the Building Permit submittal to the city. A floodplain analysis may be required by the City; however, this is unlikely.

The requirements listed under the previous section (Zoning Issues) must also be included in the Building Permit submittal to the City. The establishment and interpretation of zoning criteria may require preliminary meetings with COA prior to the submittal.

The City will review the existing and new service utilities, floodplain issues, and zoning issues (6 week process minimum). Building Permits and permits for new water and sewer service connections will be issued upon city approval. For more detailed permit information, see Appendix A: Permit Chart.

FLOODPLAIN ISSUES

The entire site is located within the 100-Year Floodplain, as delineated on FEMA Panel No. 240009 0005 B, effective date: November 4, 1981, elev. 7 feet based on NGVD29. The site is entirely within zone A-6, which is defined as areas of 100-year flood; base flood elevations and flood hazard factors determined. All proposed work within the 100-Year Floodplain requires review and approval at both the state and local level. Since the 100-year floodplain is associated with tidal waters, the project is exempt from meeting state requirements.

Building in the 100 year floodplain will require a Building Permit from the City of Annapolis (COA), even though the site is located on state owned property. It is unlikely remedial measures will be required due to the small impact to the floodplain, and the adjacency to tidal waters. Building codes for floodplain construction apply, including setting building floor elevations above the floodplain, with a freeboard requirement. In order to obtain Building Permit approval from Annapolis, the proposed building entry elevations must be designed for 1-foot of free-board above the active 100-year floodplain:

- Minimum building entry elevation = 7.2 feet (100-year floodplain elevation per COA – datum unknown) + 1.0 feet = 8.2 feet

Selection, placement, and stabilization of fill materials must be done in accordance with the specifications of the Maryland Department of Natural Resources and the Maryland Department of the Environment. Any flood plain development approved shall be in conformance with the requirements of the permit programs of the Maryland Department of Natural Resources, Maryland Department of the Environment and the U.S. Army Corps of Engineers. Buildings constructed within the flood plain area must meet requirements for resistance to flotation and ability to resist hydrostatic forces as detailed in the United States Army Corp of Engineers Flood proofing Regulations #EP 1165-3-314. For more detailed information, see Appendix A: Permit Chart.

The U.S. Naval Academy (USNA) has a Floodplain Mitigation Strategy; however, they can not implement it due to lack of funding. The proposed strategy is to floodproof the perimeter of their property with walls approximately 3 feet above the 100-year floodplain (elev. 7.8 feet based on USNA datum) at elevation 10.8 feet. The anticipated construction date is unknown. The NSHOF should coordinate with USNA to avoid any potential impacts.

STORMWATER MANAGEMENT ISSUES

Maryland Department of the Environment (MDE) and Chesapeake Bay Critical Area Commission (CBCAC) are the regulatory agencies for our site for stormwater management. The agency (MDE or CBCAC) with the more stringent requirements shall be met. For more detailed information, see Appendix A: Permit Chart.

Stormwater Quantity Management (channel protection of 1-year storm, 24-hour storm event in Anne Arundel County) is typically required per section 4.1A of the “Maryland Stormwater Management Guidelines for State & Federal Projects”; however, a waiver based on section 3.3 B4, which states “the project has direct discharge to tidally influenced receiving waters” is likely to be granted.

Anne Arundel County does not have jurisdiction associated with Erosion and Sediment Control/Stormwater Management for state owned property within City of Annapolis. The City of Annapolis administers the Storm Water Management Regulations for development in the City; however, the property is state owned; therefore, MDE has jurisdiction. The “Maryland Stormwater Management Guidelines for State & Federal Projects” are to be utilized for this project. The stormwater management requirement will be to consider the site “Redevelopment”, per section 3.5, and reduce impervious area by 20%. If this is not possible, then provide water quality treatment, recharge volume.

- For Redevelopment a 20% reduction in existing impervious area must be achieved or 20% of the existing impervious area must be treated by an approved Storm Water Management Facility Best Management Practice (BMP).
- For New Development, 100% of the proposed impervious area must be treated by an approved Storm Water Management Facility BMP

Methods/Facilities

Based on the criteria above, the redevelopment may require the evaluation of stormwater management alternatives to meet the CBCAC requirements. The following are several approaches that could be investigated and their associated advantages/disadvantages:

- A. **Off-Site Control (i.e. “Greening” or “Banking” Projects):** This approach is used, typically, when there is limited potential for providing on-site control due to site constraints. State or local agencies may own an existing developed site that they desire to “green,” or convert to a lawn/ landscaped area for their own use and benefit. The agency may allow the contractor of our project to finance and implement greening (convert impervious areas to pervious) due to the agency’s budget constraints. The contractor would be allowed to claim the newly converted pervious area as a credit in an existing Maryland Department of the Environment (MDE) Water Quality Bank. This credit may then be used to mitigate water quality requirements for the project site.

Note: This approach needs to be confirmed with MDE and CBCAC as plans for the NSHOF development.

Advantages – Typically minimizes the need for facility maintenance and allows for greater flexibility of land use at the project site. There is a benefit to a state or local agency that they otherwise would not have been able to afford. For example, some greening projects have involved conversion of existing urban paved schoolyards to lawn/ playing field areas, to the benefit of students at those schools.

Disadvantages – Coordination with agencies for work on their property (design, schedule, and contractual). Since the greening project is recognized as a redevelopment project, there is still the MDE requirement to reduce existing impervious area by 20%, therefore credit will only be granted for 80% of the area converted from impervious to pervious. A structural stormwater quality practice could be used to offset this requirement and gain the remaining 20% credit area. Additionally, the MDE imposes a 15% “Banking Fee,” which will further reduce the amount of credit obtained.

- B. **On-Site Control (Surface Facilities – Bioretention, Rain Gardens, Pervious Area):** This approach is typically used when there is sufficient site surface area available. Facilities collect (pond) runoff at ground surface prior to discharge into storm drain system.

Advantages – Direct treatment of stormwater runoff; ability to provide treatment to larger areas

Disadvantages – Initial cost; require long-term maintenance; porous pavement has load and longevity constraints; ponds water temporarily and promotes infiltration; requires dedicated surface area. This method is unlikely due to the site being located within the 100-year floodplain and the likelihood of high groundwater table.

- C. **Reduce Existing Site Impervious Area by 20%:** Introduce green space and thereby reduce the current impervious amount.

Advantages – Satisfies storm water management requirements for redevelopment (but not for new development, or for development within the critical area buffer).

Disadvantages – reduces amount of usable land for construction of buildings, structures, and paved areas.

- D. **Miscellaneous Combinations:** Several of the approaches indicated above can be studied in conjunction with one another. For example, a partial reduction in impervious area can provide partial credit and an offset (offsite mitigation) could cover the remainder of the paved areas.

Advantages – Increases possibility for some on-site control.

Disadvantages – Potential to increase number of regulatory agencies with which to be coordinated.

Recommendations

Alternatives for the final build out condition must be developed and evaluated to determine the most appropriate method of addressing MDE and CBCAC's stormwater management requirements. These alternatives should be adjusted to suit interim use plans, as necessary. Approval of these methods should be obtained from MDE and CBCAC prior to proceeding with preparation of plans.

Possible alternatives include the following:

- Reduce impervious by 20%.
- Contact City of Annapolis to identify possible projects for off-site treatment of water quality. Projects could involve replacement of impervious area at existing City schools, City roadways, and stream restoration, etc.
- Determine if the Maryland DNR has an existing MDE Water Quality Bank in place. If the existing Bank contains a positive amount of credits, those credits could be used to meet stormwater management requirements for this project.
- Stormwater Management and work within the Critical Area shall comply with:
 - Maryland Stormwater Management Guidelines for State and Federal Projects
 - Maryland State Critical Area Regulations (COMAR 27.01.01-27.03.01)
 - Maryland Chesapeake and Atlantic Coastal Bays Critical Area 10% Rule Guidance Manual

CRITICAL AREA ISSUES

The entire site falls within the 1,000 foot Chesapeake Bay Critical Area (CBCAC), which is determined based on Mean High Water (MHW). MHW at the site is 1.19 feet (NGVD29), which is based on the U.S. Department of Commerce National Oceanic and Atmospheric Administration National Ocean Service Tidal Bench Mark Sheet for Annapolis, Maryland (U.S. Naval Academy, Severn River, Chesapeake Bay). The entire site also falls within the Chesapeake Bay Critical Area 100-foot buffer zone, which is also determined based on the

MHW. The City of Annapolis has confirmed that the entire property falls within both the 1,000 foot Chesapeake Bay Critical Area and the 100-foot buffer zone. The City classifies the site as an Intensely Developed Area (IDA).

Soil borings were performed at the site by Marshall Engineering, Inc. in December 2002. (See Appendix B: Soil Boring Logs) Additional soil borings may be required if a Structural Stormwater Management facility is implemented. The borings will identify high groundwater table, soil permeability and other critical soil properties. There are no existing stormwater management facilities currently on-site or in the vicinity.

The following water quality best management practice treatment options are acceptable to MDE and CBCAC and may apply to our site:

“Non-structural” – Will reduce & may even eliminate structural requirements:

- Store rooftop runoff via vegetated/green roof; costly, counts as pervious area
- Case-by-Case Basis: Cisterns/Rain Barrels for grey water; must be attached permanently and located at an elevation above the floodplain, since project is within the 100-year floodplain. This method is also costly.

“Structural” – Standard water quality facilities:

- Infiltration Practices: likely infeasible due to 100-year floodplain.
- Traditional Filtering Practices: Bioretention, raingarden, surface sand filters. These are potentially good options; however, our site is restricted by the 100-year floodplain. Note underdrains are typically required.
- Modified Filtering Practice: An underground sandfilter placed at/above grade at an elevation above the 100-year floodplain and secured permanently. This facility would require rooftop runoff directed to the facility.

Additional notes:

- Structural facilities are not typically allowed in the 25-100’ wetland buffers, 100’ critical area buffer zone, or the 100-year floodplain. There are known cases where structural facilities have been allowed; however, it is highly unlikely. We can use buffers for non-structural practices like vegetated filter strips

Meet CBCAC requirements/guidelines.

- A minimum of 10% pollution reduction (phosphorous removal) requirement on-site must be met or an offset (per Section 6.0 of Maryland Chesapeake and Atlantic Coastal Bays Critical Area 10% Rule Guidance Manual) must be implemented. Per the CBCAC 10% Rule Guidance Manual an offset is defined as structures or actions that compensate for undesirable impacts. An example of an offset is a BMP or payment of an offset fee. Worksheet A Calculating Pollutant Removal Requirements shall be used to determine the total phosphorous removal. A Storm Water

Management Facility Best Management Practice (BMP) is chosen based on its Total Phosphorous Removal rate. (Note that there may be a need to implement more than one BMP) Since the property is state owned, CBCAC has jurisdiction for Critical Area; however, they do not have any offset fees/fee-in-lieu guidelines in place. In order to pay an offset fee or fee-in-lieu, the Critical Area review will need to go through the City of Annapolis. If the developer wishes to pay an offset fee, he/she will have to submit to both COA and CBCAC for review. COA and CBCAC will coordinate their reviews.

Stormwater Management and work within the Critical Area shall comply with:

- Maryland Stormwater Management Guidelines for State and Federal Projects
- Maryland State Critical Area Regulations (COMAR 27.01.01-27.03.01)
- Maryland Chesapeake and Atlantic Coastal Bays Critical Area 10% Rule Guidance Manual

ENVIRONMENTAL PERMITTING ISSUES (WATERFRONT)

It is assumed that the site does not contain tidal wetlands; however, the site does abut Spa Creek. Environmental permitting will be required for any work within the water or to the existing bulkheads. Tidal Wetlands fall under both the Army Corps of Engineers (ACOE) and the Maryland Department of the Environment (MDE) jurisdiction. Determination of tidal wetlands are usually investigated and delineated by an Environmental Scientist. The boundaries will be confirmed by an ACOE and MDE regulator. Under Maryland Critical Area Law, A 100-foot Buffer around Tidal Wetlands is protected. Waters of the U.S. fall under ACOE jurisdiction. In Tidal situations they are defined as areas channelward of the ACOE High Tide Line; the ACOE High Tide Line equates to the Spring High Tide elevation and is usually pulled from published or collected Tide Gauge information and the elevation confirmed with the ACOE Regulator. Tidal Waters of the U.S. have an associated 100-foot buffer. U.S. Coast Guard approval is required for the construction of any bridge, dam, dike, causeway, or pier over or in any navigable water of the United States. Approval is finalized after receipt of all other environmental permits.

A Joint Permit Application (JPA) is only required for work within the water or to the existing bulkheads. JPAs and supporting documentation shall be submitted to MDE for approval. MDE will forward to the ACOE and any other reviewing regulatory agencies, as required. The review process will take 60-120 days from the submittal of the permit application. The mechanism to meet mitigation requirements shall be included with the permit application. Upon the development of a schematic site plan, the magnitude of agency requirements can be defined. For more detailed information, see Appendix A: Permit Chart.

UTILITY ISSUES

Data from Comcast was obtained and it confirms that the existing building is served by a single service line via the overhead CATV system in Prince George Street. The type of

proposed CATV service depends on building requirements. A service application must be submitted for any new service connections. The building service and road modifications (if applicable) will be reviewed by a Comcast representative and a work order will be scheduled. This process will take approximately 4 weeks.

Data obtained from Verizon confirms that all existing telecommunications within the vicinity is overhead. The existing overhead telecom system in Prince George Street serves the existing building. The number existing service (copper/fiber) lines to the building are unknown. The type of proposed telecommunication service depends on building requirements. A service application must be submitted for any new service connections. The review time is unknown.

BGE has forwarded existing gas and electric drawings for the surrounding area. The existing gas lead (size unknown) to the existing building is served from a 1.5" low pressure plastic main in Prince George Street. An existing overhead 3 phase, 120/208V, electrical system in Prince George Street serves the existing building. The proposed gas and electric service specifications depends on building requirements. A service application for gas and electric is required for all new service connections. Upon receipt, a BGE representative and job number will be assigned to the project within 10 days. Review time is dependent on scope and complexity of work.

An existing 1" water meter service feeds the existing building from a 4" C.I. water line on the west side of the building. The maximum water meter service that can be installed is 4" (ductile iron). The proposed water service depends on building requirements.

The existing building has a minimum 4" sanitary service that connects into an 8" clay pipe in Prince George Street. The new sanitary sewer for the building should be 6" or 8" (PVC), pending building requirements.

Utility plans must be included in the Building Permit submittal to the City of Annapolis for all DPW utility system connections. The City will review the existing and new service utilities (6 week process). Permits for new water and sewer service connections will be issued when plans are approved by the City. For more detailed permit information, see Appendix A: Permit Chart.

A utility analysis including proposed loading for the new building and the existing capacities of each of the DPW systems (water, storm drain, and sanitary sewer) is recommended during schematic design.

It is recommended that a topographic and utility survey is performed prior to schematic design. Test holes for accurate determination of utility locations may be necessary prior to final design.

Overhead utilities are in close proximity to the site. Caution should be taken during construction and minimum clear zones will be enforced. Coordinate with the associated

utility owner to determine if these utilities are required to remain in service throughout construction.

Currently, Kennedy Porter & Associates, Inc. is preparing 95% construction documents for the City Public Promenade and Bulkhead Repair Project. (See Figure 3 for proposed site plan) The project will include approximately 965 L.F. of proposed bulkhead and boardwalk replacement, 2 proposed piers, 46,000 S.F. of Hot Mix Asphalt Pavement Overlay, 14,000 S.F. of Full Depth Pavement, and 1,500 S.F. of proposed Raingardens. Coordination should occur with this project to avoid any potential impacts. The critical utility item associated with this project is the relocation of some of the existing electric from the existing utility panel (See Photo 8) to an existing electrical shed at Ego Alley.

ITEMS REQUIRING FURTHER STUDY

- Fire/Safety Requirements
 - Fire truck and emergency access (City of Annapolis criteria)
 - Fire protection interior (sprinklers) and exterior (hydrant) (City of Annapolis criteria and National Fire Protection Association criteria)
- Zoning Requirements
 - Set up a preliminary meeting with COA to confirm and/or establish the following criteria/requirements:
 - Setbacks, height restrictions
 - Parking requirements based on zoning and use
- ADA Requirements
 - Handicap Parking
 - Accessible routes, ramps, grading
- Traffic/Parking Analysis may be required.
- City of Annapolis DPW Investigation of Water Availability and Capacity
 - Fire Flow test
- City of Annapolis DPW Investigation of Sanitary Sewer Availability and Capacity
- City of Annapolis DPW Investigation of Storm Drain Issues
- Proposed Promenade/Pier Issues
 - Coordination with any regional master plans and/or current construction documents.
 - ACOE, MDE, DNR, COA, CBCAC (including sub-departments) and other associated regulatory agency criteria.

2.2 STRUCTURAL EVALUATION: HOPE FURRER



HOPE FURRER
Associates, Inc.

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The property at 69 Prince George Street, Annapolis, Maryland is under consideration for re-use as a public museum. The building was constructed in 1875 as a private residence. It has served as a storage building, as offices for Boating Safety and now serves as offices for the DNR police. The two story wood framed structure is located at the end of Prince George Street near the Annapolis City Dock.

The main or original building is a two story structure with attic. The first floor is framed over a shallow crawl space. Foundations consist of brick walls and piers. The original building was fashioned with a covered porch. The building was expanded by a single story porch addition and a two story enclosed addition over the years. It has been reported that many interior alterations to the building have occurred.

The Maryland Department of General Services prepared a structural report dated, June 9, 1995, to “define the structure” and “recommend remedial work to permit continued use of the building for the functions presently served”. This study reported considerable settlement along the interior bearing wall as well as considerable deflection of the first floor framing. Settlement along the bearing wall resulted in sloping of the second floor framing as well. It is suspected that settlement of the foundations resulted from washout and or deterioration of the oyster shell fill under the foundations and failing mortar in the brick pier supports. Isolated areas of floor framing which were used as storage spaces were also displaying excessive deflection due to heavy loads.

In 1998 a project to stabilize the building was undertaken. Additional support for the first floor framing was provided to shorten the span of the floor joists. Flooring at the first floor was removed to expose the floor joists and allow for construction of two new bearing lines approximately three feet on either side of the existing wall bearing location. New piers and new wood timbers were placed and shimmed under the existing floor joists to provide additional support. No attempt to level the floor by jacking or other means was attempted.

This building which is subject to flooding underwent considerable flooding in 2003 during storm Isabel. Damage was extensive to the first floor which took on up to four feet of water. After the storm, a renovation project was undertaken. The first floor was gutted and interior partitions reconfigured. One of the chimneys which had deteriorated also served as a bearing point for framing within the structure. Since the materials of the chimney were deteriorating, the framing was found to be settling. During this renovation operation, it was determined that both chimneys, which were also a source of water infiltration, should be

demolished and new framing provided. The chimneys were not replaced. Again, no leveling of settled structure was attempted.

The existing building is wood construction with exterior balloon framed walls. Floor joists at the first and second floor are 3x8 members. Based on photos taken during the stabilization operation, it appears that several species of wood may have been used to construct this building. Since material testing for any and all of the existing structural materials has not been performed, the character and allowable stresses of the wood framing are unknown. Assumptions have been made regarding the character of the wood framing.

The property at 69 Prince Street is under consideration for reuse as a public museum. Public buildings such as this would fall under the category of Assembly spaces. Assembly spaces require a live load capacity of 100 PSF. This code requirement exceeds both the original residential LL requirement of 40 PSF and the current office LL requirement of 50 PSF plus partition load. A cursory review of the structural capacity of the existing structure was performed with regard to reuse of the building as a public museum. The following is a summary of our conclusion regarding reuse of the building as an assembly space.

1. The structural analysis of the floor framing, which was based on assumed allowable stresses, resulted in a live load capacity of approximately 50 PSF which is 50% of that required for an assembly building. In order to increase the floor capacity, additional floor joists would be introduced, and exterior bearing wall framing would be augmented. The balloon framing system loads the exterior studs eccentrically. For this reason, not only would the exterior walls support additional live load, but would experience additional bending due to the balloon construction. Additionally, the foundations would have to be augmented. This will be addressed below in item #3.
2. First and Second floor framing has deflected and is sloped due to settlement and overstress for a large portion of each of the floors. The floor would have to be leveled for safety reasons. This could be done by replacing the floor framing with new level framing or with a leveling material. Leveling materials such as grout would add additional weight to the dead load of the floor construction. This would also cause the exterior wall construction to be augmented.
3. Foundations are brick pier and walls supporting sill plates and timbers. Settlement has occurred at the foundation. It is presumed that this was due to deterioration of the oyster shell fill material under the foundation or to wash out of materials under the foundations. Since this property is subject to flooding, washout could be a continuing problem. In order to control continued settlement, grouting below existing foundations may be required. Also, in order to support additional loads due to increase in live loads and possibly dead loads, the foundations would require improvement or enlargement. Since the project is subject to flooding, the first floor may have to be raised to meet local ordinance for operation in a flood plain.
4. Soil borings were taken by Marshall Engineering, Inc. in November, 2002. This subsurface investigation was related to a proposed addition to the DNR Police Building. The geotechnical consultant has provided boring logs, however, there is no geotechnical report which would indicate soil bearing capacity or cite specific

foundation recommendations for the proposed addition. The cover letter to the boring logs does indicate that a deep foundation system, such as piles, would be required for the proposed addition. Additional sub-surface investigation would be required at the existing building to determine the actual character of the existing foundation and establish the bearing capacity of the soil.

5. Specific requirements for fire rating and egress should be addressed by the architect.

It is our opinion that the degree to which the structure would need to be improved to accommodate the code dictated live load of 100 PSF for Assembly would result in a cost prohibitive conversion of this property. Floor framing, exterior and interior bearing wall construction and foundation would potentially require reinforcing or replacement. Additionally, existing conditions of settlement of the structure would require reinforcement, leveling and/or underpinning to prohibit continued settlement.

2.3 HISTORICAL SUMMARY: R.C. GOODWIN

R. Christopher Goodwin & Associates, Inc. is pleased to submit this letter report summarizing the results of our analysis of the historic preservation issues related to the use of the N.R.P. Office, 69 Prince George Street, Annapolis as the site of the National Sailing Hall of Fame. The property under consideration is located at the southeast terminus of Prince George Street on the Annapolis Harbor. The site encompasses approximately 2,360 square feet of land and an associated dock. The parcel currently is occupied by two-story, frame dwelling, which was converted to office use by the Maryland Department of Natural Resources in the 1960s.

Purpose

The current investigation was undertaken in support of a feasibility study funded through the Maryland Stadium Authority to examine the economic impact, engineering, site suitability, preliminary programmatic requirements, and preliminary design for the National Sailing Hall of Fame (NSHOF), pursuant to the 2005 Memorandum of Understanding among the State of Maryland, the City of Annapolis, and the National Sailing Hall of Fame, Inc. for the permanent establishment of the NSHOF in Annapolis.

Methodology

To support this effort, Goodwin & Associates, Inc. completed preliminary archival research, site review, and data analysis to identify potential historic preservation regulatory requirements associated with three alternatives for site utilization. These alternatives are reuse of the existing building, expansion of the existing building, and building replacement.

Previous investigations related to the property were reviewed at the Maryland Historical Trust, including Individual Structure Survey Forms (1983); the Colonial Annapolis National Landmark Historic District documentation (1965); and, the Annapolis National Register Historic District Nomination (1984). Data provided by the Maryland Department of Natural Resources also were reviewed, including the Structural Report for 69 Prince George Street prepared by the Maryland Department of General Services (1995), Maryland Department of Assessment and Taxation records, and the Detailed Maintenance Inventory for 69 Prince Georges Street.

Studies focusing on the history of Annapolis were reviewed to establish the broad pattern of historical development for this section of the harbor front. Historic maps depicting the property were compiled to refine the land use history of the site and immediate vicinity. This map sequence included the Plan of Annapolis, 24 July 1718 compiled by Harry A.H. Ewald in 1956; the 1878 E.G. Hopkins map of the City of Annapolis; and Sanborn Fire Insurance Maps for 1885, 1891, 1897, 1903, 1908, 1913, 1921, 1930, and 1959.

Site investigation was undertaken of the property and immediate vicinity to document the architectural character of the building, site, and surrounding neighborhood. Archival data and field results were analyzed applying federal, state, and local historic preservation requirements, including the National Historic Preservation Act of 1966, as amended; the Maryland Annotated Code; and Chapter 21.56 of the Annapolis City Code. Informal coordination was undertaken with Ms. Donna Hole, Preservation Planner with the City of Annapolis, and with Ms. Elizabeth Cole, Administrator, Review & Compliance, Office of Preservation Services, Maryland Historical Trust, in order to confirm formal consultation procedures.

Site Overview

The first reference to development in the vicinity of the study area dates from the early eighteenth century when the General Assembly leased land extending 120 feet along Prince George Street to Nicholson's Cove to Robert Johnson with the stipulation that "only the art of shipwright should be practiced on this ground." The land was leased with the same restriction to Robert Gordon following Johnson's death. The land was given in fee to Gordon in 1723 (Morris L. Randoff *Buildings of the State of Maryland* 1954 cited in Ramirez *Urban History for Preservation Planning: the Annapolis Experience* 1975). The Johnson/Gordon shipyard, which operated between 1719 and 1729 and occupied approximately 19.9 acres, is documented in *Shipbuilding in Maryland 1631-1851* (Ford 2001). The site is thought to be contained within the United States Naval Academy located north of the immediate study area.

The United States Naval Academy is a National Landmark Historic District that was designated in 1966. This historic district comprises the academic campus.

The building located at 69 Prince George Street is a two-story frame dwelling classified as a "minor vernacular structure at an important location" during the 1983 survey of the building by Russell Wright for Historic Annapolis, Inc. (Maryland Historical Trust 1983) (Attachment 1). Historic map data suggests that a duplex occupied the lot as late as 1885; the current two-story, five bay dwelling occupied by the Burtis family was constructed by 1897 (Hopkins 1878; Sanborn 1887). Sanborn Maps for July 1897 further document that a boat landing, landing shed, boat house, and two one-story sheds had been built on the lot by that year. The Annapolis City Directory for 1910 records that Daniel Burtis, a waterman, Solomon Burtis, a plumber, and William H. Burtis, a waterman, were residents of the house.

A two-story Carpenter Gothic dwelling was located on the adjoining lot at 71 Prince George Street between ca. 1870 and 1983. Portions of that dwelling, which was moved to 20 West Water Street in Annapolis, extended into the parking lot currently occupied by the NSHOF temporary exhibit (Attachment 2).

Secondary buildings were removed from the 69 Prince George Street site between 1930 and 1959. Front and side porches (E) were added to the main house by that year (Sanborn 1959).

The current architectural character of the building is distinguished by its symmetry, simplicity of design, and domestic scale. The house is supported by low brick foundation and terminates in a shallow gable roof accented by simple raking boards and diminutive gable returns. Two interior chimneys originally rose from the roof; both stacks have been removed. The exterior of the facade is sheathed in shakes, while secondary elevations are clad in asbestos siding. These mid-twentieth century claddings were applied over original wood siding.

The primary elevation fronting Prince George Street retains its overall design integrity from ca. 1890. Two-over-two single sash window survive, as do wide wood window surrounds with molded cornices. The central entry bay is marked by an entry surround with transom accented by a molded cornice similar in design to that seen in the windows. The open, three-bay, hipped porch that spans the center of the structure was added between 1930 and 1959, as was the east elevation shed porch. This latter element has been enclosed.

The rear elevation of the building includes a post 1959, two-story shed addition that houses plumbing and mechanical services. The west elevation was designed as blind. Minimal original interior fabric survives due to the building's twentieth century history of interior renovation to accommodate office use.

The existing dwelling has been isolated physically from the historic core of Annapolis by late twentieth century demolition and redevelopment. Paved parking lots adjoin the rear of the property, while contemporary commercial development adjoins the site's parking area to the west along Prince George Street.

Historical Designations

The historical importance of the building on the study site has been established through formal historical designations. The study parcel is located within the City of Annapolis Historic District (1969), the Annapolis National Register Historic District (1984), and the Colonial Annapolis National Historic Landmark District (1965). The existing dwelling is classified as a contributing resource to all three historic areas (Attachment 3).

No archeological sites have been recorded on the study parcel. However, the land and associated dock area are considered to possess high archeological sensitivity due to their association with an historic district spanning three centuries of urban occupation.

- The City of Annapolis Historic District was established in 1969 to preserve the historic and architectural resources located within the historic core area. This core area encompasses the intact eighteenth century radial plan established by Governor Sir Francis Nicholson.

State of Maryland projects are excluded from official review by the City of Annapolis Historic Preservation Commission. Regular informational briefings to the Commission at their public meetings are strongly encouraged as plans for the NSHOF progress. Such informational briefings have been adopted as standard practice by the US Naval Academy for projects on federal land. These briefings have been well received by the Commission and have established an informal standard for local coordination with the local preservation community.

- The National Register of Historic Places (NRHP) is the official federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture. The National Park Service, U.S. Department of the Interior, administers the NRHP in accordance with Title 36, Code of Federal Regulations, Part 60. Listing, or eligibility for listing, in the NRHP is recognized by the Maryland Historical Trust as the definition of an historic property in Maryland.
- Through National Historic Landmark (NHL) designations, the Secretary of the Interior recognizes properties of national significance due to their exceptional value in representing an important theme in our nation's history. All NHL properties are automatically included in the National Register of Historic Places. Federal agencies

are subject to additional regulatory requirements should undertakings affect NHL properties, as defined under 16 USC 470h-2(f).

Regulatory Analysis

Historic Preservation laws and accompanying regulations, standards, and guidelines have been established at the local, state, and federal levels to preserve heritage resources. These requirements are compatible in objectives but differ in authority and process.

- *City of Annapolis.* Chapter 21.56 of the Annapolis Municipal Code and Charter defined historic preservation within the local historic district as a public purpose necessitating approval by the Historic Preservation Commission for all exterior changes, including demolition and new construction, within the district boundaries. As noted above, state and federal projects are excluded from formal municipal review; however, periodic informal briefings to the Historic Preservation Commission are strongly encouraged as the project progresses. In past reviews of similar projects, the Maryland Historic Trust has requested data on efforts to coordinate with local preservation advocates. Coordination with the Historic Preservation Commission would anticipate such requests.

The Annapolis Historic Preservation Commission is comprised of seven residents appointed by the Mayor with knowledge of or demonstrated interest in historic preservation. The Commission meets twice monthly (2nd Tuesday, 4th Thursday).

- *State of Maryland.* Projects that are financed, permitted, or licensed by the State of Maryland are subject to consultation and review by the Maryland Historical Trust (MHT) as required under Sections 5A-325 and 5A-326 of the Maryland State Finance and Procurement Article of the Maryland Annotated Code (Attachment 4). The MHT is an operating unit within the Division of Historical & Cultural Programs, an agency of the Department of Planning. The MHT is charged with identifying, evaluating, planning, and management of heritage resources within the state. As the Maryland State Historic Preservation Office, the agency also participates in the administration of Federal preservation regulations and programs pursuant to the National Historic Preservation Act of 1966, as amended.

It is anticipated that the MHT will serve as the primary review agency for historic preservation issues in the development of plans for the NSHOF at the study site due to its current ownership by the State of Maryland. The complexity and duration of the consultation and review process will be dependent on the scope of the proposed undertaking and associated effects findings. These findings will differ with each of the rehabilitation, expansion, and new construction scenarios under consideration for the purposes of the feasibility study. Consultation should be initiated with the MHT early in the project planning phase of the project.

In consultation with MHT, the affects of the proposed undertaking on historic properties will be determined. Such determinations are based on a progressive program of:

1. defining the undertaking in sufficient detail to anticipate range of effects;
2. defining the area of potential effects (APE);
3. identifying architectural and archeological historic properties within the area of potential effects; and
4. applying the criteria of adverse effect to historic properties within the APE. Adverse effects encompass direct and indirect changes to the characteristics of an historic property

that diminish its integrity of location, design, setting, materials, workmanship, feeling, or association.

Findings of adverse effect generally necessitate further consultation to identify approaches to avoid, limit, or reduce adverse effects to historic properties. Such consultation may result in the negotiation of a Memorandum of Agreement incorporating stipulations to address project effects. The Maryland Annotated Code provides procedures for resolution should MHT and the State unit fail to agree on a practicable plan to address adverse effects.

The following discussion summarizes the anticipated effects to historic properties and compliance paths associated with retention of the existing building, expansion of the existing building, and building removal and new construction. Please note that these scenarios have been analyzed in concept only; no plans or scopes of effort were reviewed.

Rehabilitation

Retention and rehabilitation of the existing dwelling applying the Secretary of the Interior's *Standards for Rehabilitation* (36 CFR 67) is the preferred historic preservation option for the treatment of the historic property (Attachment 5). Rehabilitation is defined "as the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values." These ten standards are recognized nationwide for the treatment of historic properties, and they have been adopted by the City of Annapolis, MHT, and Federal agencies. Rehabilitation applying the Secretary's *Standards* would result in a no adverse effect finding to the historic building.

Under this scenario, the area of project effect likely would be limited to the existing parcel. The identification of historic properties would be limited to archeological testing in areas of ground disturbance.

Pending the results of archeological investigation, this scenario provides the most expedient path to compliance. Consultation and approval of plans will require a minimum of three months. This anticipated schedule would be expanded should archeological testing reveal intact subsurface remains whose disturbance cannot be avoided.

Rehabilitation and Expansion of the Existing Building

Expansion of the existing building is consistent with the Secretary of the Interior's *Standards* provided that additions are differentiated in design from historic buildings and are compatible in mass, size, scale, and architectural features. Historic preservation compliance requirements for additions that comply with the *Standards for Rehabilitation* likely would follow a similar trajectory to the process described above.

Additions that fail to meet the *Standards* for design and compatibility likely would be reviewed as posing an adverse effect to the existing dwelling, as well as to the surrounding historic district. The area of potential effect would be defined by the maximum visibility of the addition determined by its proposed scale, mass, and materials. View shed studies to assess impacts to the low scale historic district likely will be requested by MHT. Requirements for archeological investigations within areas of ground disturbance also should be anticipated. The timeline for historic preservation compliance

will be determined by the duration of consultation with MHT to develop a practicable plan to address adverse effects posed by any new addition.

Removal and New Construction

This scenario would require the most complex consultation and an extended time frame to comply with State historic preservation requirements. This alternative only should be considered after all prudent and reasonable alternatives are investigated and rejected for defensible reasons. Based on past project experience, MHT may request written justification for the consideration of this option. Early consultation with MHT coinciding with the evaluation of the rehabilitation and expansion scenarios is recommended.

Demolition of the existing dwelling likely will be assessed as an adverse effect to the dwelling and surrounding district. Consultation to limit the effect of demolition likely will focus on treatment to the dwelling and design review of new construction to ensure compatibility with the surrounding district. Option to be considered are likely to include:

- Detailed documentation of the dwelling through large format archival photography. Such documentation would be accepted into the MHT collection.
- Possible relocation of the building. Moving historic buildings generally is discouraged; however, a precedent for moving dwellings from this area was established in the treatment of the neighboring dwelling in 1983.
- New design that is consistent in scale, mass, proportion, and materials with the surrounding district. The isolated location and contemporary construction immediately surrounding the study site will afford greater design flexibility than sites more centrally located in the historic district. New design likely will require MHT approval.
- Archeological investigations to identify subsurface remains in areas of proposed ground disturbance.

The timeline for historic preservation compliance will be determined by the duration of consultation with MHT to develop a practicable plan to address adverse effects posed by any new addition.

Federal Requirements.

No Federal historic preservation requirements are anticipated for the location of the NSHOF within the study area under the current parameters. Federal requirements pursuant to Section 106 and 110 of the National Historic Preservation Act of 1966, as amended only would be applicable should the project receive Federal funding or require Federal permits or licenses.

For example, expansion of the existing dock facility beyond its current foot print may necessitate permits through the Baltimore District of the U. S. Army Corps of Engineers under Section 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. 403). Such permits will require the Federal issuing agency to consider the effects of the undertaking on historic properties and to afford the Advisory Council on Historic Preservation an opportunity to comment. Such a compliance process would involve consultation with the City of Annapolis, interested parties, the Maryland Historical Trust, and the Advisory Council. Maritime archeology within the area of disturbance also likely would be consideration in such an event.

Please call if you have any questions or concerns regarding the above analysis.

Sincerely,
Kathryn M. Kuranda

Senior Vice President
Architectural & Historical Services
R. Christopher Goodwin & Associates, Inc.

Attachments:

- #1 – 1983 Historic Sites Survey Field Sheet – 69 Prince George Street
- #2 – 1983 Historic Sites Survey Field Sheet – 71 Prince George Street
- #3 – Maps: Annapolis National Register Historic District (1984)
Colonial Annapolis National Historic Landmark District (1965)
- #4 – Sections 5A-325 and 5A-326 of the Maryland State Finance and Procurement Article of the
Annotated Code of Maryland
- #5 – Secretary of the Interior’s *Standards for Rehabilitation*

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Maryland Historical Trust

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Wright, Russell

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**3. CONCEPT REPORT:
LORD CULTURAL RESOURCES**

National Sailing Hall of Fame

Final Report

October 2007

Lord Cultural Resources is a global professional practice dedicated to creating cultural capital worldwide. We assist people, communities and organizations to realize and enhance cultural meaning and expression.

We distinguish ourselves through a comprehensive and integrated full-service offering built on a foundation of key competencies: visioning, planning, design, preservation and implementation.

We value and believe in cultural expression as essential for all people. We conduct ourselves with respect for collaboration, local adaptation and cultural diversity, embodying the highest standards of integrity, ethics and professional practice.

We help clients clarify their goals; we provide them with the tools to achieve those goals; and we leave a legacy as a result of training and collaboration.

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Appendices

- Appendix A: Acknowledgements A-1**

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3. CONCEPT REPORT: LORD CULTURAL RESOURCES

1. Introduction

The National Sailing Hall of Fame is an organization dedicated to “preserving the history of the sport of sailing and its impact on our culture,” with an additional focus on “honoring those who have made outstanding contributions” to the sport. The goal is to develop a new attraction in Annapolis, Maryland, to tell these stories via up-to-date interpretative techniques aimed particularly at youth. Programmatic and marketing partnerships will be key to the success of the National Sailing Hall of Fame.

1.1 Purpose of the Report

In 2006 Richter Cornbrooks Gribble Architects of Baltimore asked Lord Cultural Resources to join the planning team for the National Sailing Hall of Fame, with a mandate to lead the concept development process for the new Hall and to conduct a review of a market study being completed independently. This work included a visioning session held in Annapolis on March 6, 2007 as well as a tour of the site and a related individual interview process in which key external stakeholders were consulted.

The results of that work are provided in this Final Report, which is intended to build on the institutional basis already established for the National Sailing Hall of Fame, and especially to present the concept in the form of an interpretative strategy. The work has been done with reference to ongoing site analysis work led by Richter Cornbrooks Gribble. While preliminary in nature, it is intended to generate broad planning parameters with regard to the interpretative treatment at the Museum as well as inform the initial allocation of gallery spaces at the new National Sailing Hall of Fame.

1.2 Organization of the Report

The Report is organized in the following chapters:

Chapter 1, this Introduction;

Chapter 2 provides an Institutional Foundation for the new National Sailing Hall of Fame recognizing the institutional development that has proceeded since the incorporation of the organization in 2004. The chapter provides a set of proposed Foundation Statements (Vision, Mission and Mandate) as well as a Statement of Purpose, and goes on to discuss proper roles of the Governing as well as the Advisory Boards in this context. While institutional planning is outside the scope of work for this project, the chapter also provides outline information on the Policy Framework for the new National Sailing Hall of Fame.

Chapter 3, The Concept reviews the core planning principles, evaluates their strengths and weaknesses, sets out the key concept models as presented during the visioning workshop, and develops the chosen model in terms of the visitor’s experience at the new Hall of Fame, based on a set of key communication objectives as developed over the course of the planning process.

2. Institutional Foundation

This chapter provides a series of institutional recommendations and related background information for the National Sailing Hall of Fame, including:

- Foundation Statements (Vision, Mission, Mandate)
- Statement of Purpose
- Governance
- Policy Framework

The overall vision as described here can be taken as the institutional foundation of the National Sailing Hall of Fame.

2.1 Foundation Statements

Foundation Statements constitute the policy foundation of an institution and usually consist of three clauses.

- The **Vision Statement** – to communicate the impact the institution will have on the local community, the nation and the world. This statement is written “from the outside in” and communicates WHAT the benefits of the institution will be to others. The Vision Statement is a conceptualization of the future that a museum wishes to be part of creating; it communicates how we all will benefit if it succeeds in achieving its mission and acting on its values.
- The **Mission Statement** – to express the reason for the existence of the institution. This statement is written “from the inside out” and communicates the motivation of the founders or founding entity. It is the WHY of the institution and guides all policy development. The Mission Statement is focused on those areas the museum is committed to exploring in discussion with others and the end goals it wishes to achieve.
- The **Mandate** – to clarify the extent but also the boundaries within which the institution operates in terms of:
 - Subject area(s) – such as (in this case) history, science etc. as related to the sport of sailing
 - The period of time covered
 - Functions such as collections, research, education, exhibition, etc.
 - Geographic reach

The Mandate can be understood as the WHERE, WHEN and HOW of the institution.

In general, the foundation statements of museums must be discussed and approved by key stakeholders and they should be thoroughly understood by the staff. The Statements are included in such documents as the annual report.

It is advisable to review foundation statements at regular intervals, since there may be a need to change them in response to major new initiatives or internal and external forces. Typically a cultural institution will review its foundation statements every five years as part of a strategic planning process, but in general, the institution’s leadership will make changes to the statements only every 10 to 20 years. Thus the statements should be broad enough to allow latitude in operations. If they are

too narrow or specific, they will need to be changed too often, leading to inconsistency in approach and operations.

From a detailed review of the existing literature related to the project, and the Visioning Workshop and subsequent stakeholder consultations, we are pleased to recommend the following Foundation Statements for the National Sailing Hall of Fame.

2.1.1 Vision Statement

Hall stakeholders have already developed the following statement, reproduced as follows:

The National Sailing Hall of Fame is a not-for-profit educational institution dedicated to preserving the history of the sport of sailing and its impact on our culture honoring those who have made outstanding contributions to the sport of sailing, inspiring and encouraging junior sailing development, encouraging responsible stewardship of the marine environment, and providing an international landmark for sailing enthusiasts.

While labeled a Mission Statement, in fact this statement is actually excellent as a Vision Statement as it fulfills all of the requirements of such statements as outlined above. **It should be retained in its entirety as the Vision Statement for the new National Sailing Hall of Fame.**

2.1.2 Mission Statement

As above, the Mission Statement is written from the “inside out” and describes the Hall’s reason for being. Thus the proposed Mission Statement for the National Sailing Hall of Fame is as follows:

The National Sailing Hall of Fame is dedicated to the advancement of the sport of sailing, to the encouragement of respect for the marine environment, and to honoring those who have contributed to America’s sailing heritage. Through its exhibitions, public programs and research activities, the Hall both educates and entertains adults and especially youth. The Hall’s exhibitions and programs inspire visitors to get involved and to learn more, and develops within them an appreciation for the contributions that sailing makes to positive personal development.

2.1.3 Mandate Statement

Given the results of the Visioning Workshop and the interview process, we propose the following Mandate Statement – a statement of the limits in which the National Sailing Hall of Fame will function in terms of chronology, geography and subject matter. Thus we propose the following Mandate Statement:

The mandate of the National Sailing Hall of Fame is to create and operate a new national attraction in Annapolis, Maryland dedicated to presenting a comprehensive program of display, education, and research regarding the heritage of the sport of sailing in the United States and those individuals whose contributions to the sport of sailing merit recognition. Through its exhibition, education and research programs, the National Sailing Hall of Fame will explore not only the history and heritage of sailing and the stories of prominent American sailors, but also related sciences, visual arts, literature, music and popular culture.

2.2 Statement of Purpose

A museum's Statement of Purpose identifies the functions of the institution in relation to the mandated field. For museums the key functions are usually to collect, document, preserve, study, exhibit and interpret the subject matter identified in the mandate.

To achieve its Mission the National Sailing Hall of Fame will:

- Present dynamic and compelling real and virtual education programs, exhibitions, special events, and other public programs for regional youth, resident visitors and Annapolis tourists
- In close association with partners, advance promotion of the sport of sailing and attract youth into the sport.
- Collect, research, record, preserve and display artifacts or documents owned, used by or relating to prominent American sailors.
- Collect, research, record, preserve and display artifacts relating to the sport of sailing in the United States.
- Collaborate with national institutions and organizations that share common goals.

2.3 Governance

With regard to its institutional status, the National Sailing Hall of Fame is constituted as a tax-exempt, not-for-profit 501 (c) 3 organization. It is governed by a Board of Directors.

The **role of the Board** is to govern in trust and to serve the mission and the goals of the institution. The role of the Board may be summarized as follows:

- Approval and/or revision of Foundation Statements
- Appointment and monitoring of the Hall's Director or Executive Director (who then has responsibility for all other staff appointments and evaluation)
- Approval and/or revision of Policies recommended by the Director, who will then administer and report on the efficacy of these policies
- Approval and/or revision of long-range plans as recommended by the Director, who then has responsibility to administer and report on progress of these plans

- Responsibility for oversight of the Hall’s finances, both earned, donated and grant as well as any investment/endowment income generated
- Advocacy of the Hall to the government and the public

In addition to the existing Board of Directors, the National Sailing Hall of Fame also has in place a distinguished **Honorary Advisory Board**. Although the role of such an Advisory Board is indeed advisory, with the Honorary Board having no governing authority, the Advisory Board will be instrumental in ensuring the success of the new NSHoF.

The role of the Advisory Board is to advise on acquisitions and other collections-related matters and also play a role in exhibitions planning, research and publication, and design of educational programs – in other words, things to do with the content of the product offered by the new Hall. Advisory Boards typically refrain from offering advice on financial or operational issues (admission fees, hours of operation, marketing, Hall management and the like). Other than offering advice on content, they will be excellent in helping the new Hall make inroads within the broader community – they act as community advocates and help build bridges to the community, and by “community” we mean the wider sailing community throughout the United States as a whole.

Ideally Advisory Board members should also be encouraged to become members of an **upper-level membership program** where members join in support of the mission and goals of the new Hall (a motivation different from lower-level members who usually join for perquisites such as unlimited free admission). Advocacy of such a program would be part and parcel of their fundraising assistance to the Hall.

2.3.1 Policy Formulation, Approval and Monitoring

The Board of Trustees is responsible for adopting, implementing and from time to time altering the Foundation Statements (as proposed in the previous section) as well as establishing policies which are consistent with the Foundation Statements and which inform key areas of the Hall’s functions and operations. The Board of Trustees reviews major policies annually to ensure that these documents remain relevant.

Policies will include:

- Foundation policies (i.e. constitution, by-laws, mission, vision, mandate, board self-governance policies, code of ethics);
- Operational policies (i.e. collections, conservation, risk management, interpretation, personnel, financial management, performance reviews).
- The Board is responsible for the safety, security and preservation of collections, providing environmentally controlled storage and ensuring the physical security and preservation of the collections. The facilities, policies and practices must meet professional standards for the fulfillment of basic functions such as acquisition, preservation, research, exhibition and education and comply with all relevant codes for staff, volunteer and public safety.

2.3.2 Hiring and Monitoring Performance of the Director

The Board of Trustees is responsible for hiring and monitoring the performance of the Hall's Director, who reports to the Board of Trustees through the Chair. Hiring of an Director should include a formal search process; decisions to engage (or dismiss) the Director must be ratified by at least two-thirds of the full Board. The Board of Trustees monitors the performance of the Director through its policy, planning and budget review process and uses performance reviews to communicate its evaluation, expectations and recommendations.

Once appointed, the Director of the National Sailing Hall of Fame then has authority over the hiring and monitoring of all other staff, and the implementation of the policies that the Board has approved in the day-to-day functioning of the Hall. Policies and changes to them should normally be brought to the Board by the Director for approval, and for review of their implementation to date, on a regularly scheduled basis. Only if the Board is dissatisfied with the Director's performance should it be necessary for Board members to initiate policies or changes to them.

2.3.3 Planning

A fundamental responsibility of the Board is long-range planning, setting goals for the institution, the overall strategy for achieving those goals, and expected outcomes. This guides leadership and staff in providing the financial means, facilities, collections and the human resources to achieve the long-range planning goals of the institution. It ensures that the Hall:

- represents the views of key individuals in policy development and communicates the mission and vision of the NSHoF to stakeholders and the public;
- achieves its mission and mandate through the provision of programming and services;
- creates and disseminates knowledge related to the Hall's mission;
- is financially stable;
- formulates, approves and monitors policies consistent with its mission.

2.3.4 Financial Accountability

The Board is responsible for ensuring that the Hall has the necessary financial resources, and that these resources and assets are managed appropriately. The Board establishes and monitors annual and capital budgets, as well as relevant policies and procedures. Trustees participate in fundraising activities, from both public and private sources, and assist staff in raising these funds.

2.3.5 Governing Board Structure and Process

The By-Laws will indicate the qualifications, conditions, length of term and requirements for holding Trustee and Officer positions. Trustee positions will be for variable lengths of service to ensure that there is rotation of Trustees over time. Trustees are chosen for their expertise, experience, knowledge, skills and ability to contribute to the fulfillment of the museums' respective missions.

- The Board of Trustees will appoint the Officers of the Board, including the Chair and the Vice-Chair, upon the recommendation of the Board's Nominating Committee.

- The appointment of Ex-officio members (non-voting status) representing partnerships or associated institutions would be an effective tool in sustaining some long-term relationships. These could include representatives from local sailing schools or yacht clubs, institutional partners (Conference and Visitors Bureau or U.S. Naval Academy, for example) or national-level organizations such as the America's Cup or Olympic committees.

The Board of Trustees will appoint **Standing Committees** and the occasional task force or ad hoc committee to carry out its work. A Trustee will chair each committee, although there would be the option of including non-board members on committees to ensure that the appropriate range of expertise is included as well as national representation. Each committee has a specific mandate, informed by the long-range plan. Committees are responsible for making recommendations for the consideration of the full Board, in accordance with its mandate.

The following Committee structure is recommended:

Executive Committee, composed of Officers of the Board, has the power to act on issues and provide direction to the Executive Director, on behalf of the Board when timing requires.

Nominating Committee is responsible for recruiting new Trustees and bringing a slate of nominees forward for the consideration of the full Board. This Committee is also responsible for orienting new Board of Trustee members.

Finance Committee – is responsible for review and oversight of the budget, audits and the management oversight of any endowments and other investment funds.

Development Committee – is responsible for oversight of annual and special project fundraising.

Exhibitions and Public Programs Committee – is responsible for oversight of these core visitor experience programs to ensure that programming is relevant to both the Hall's mission and audience development goals.

Education Committee: The National Sailing Hall of Fame should develop an Education Committee that will work closely with the Exhibitions and Public Programs Committee to monitor education program development and ensure that programs conform to the Foundation Statements as outlined above.

Partnerships Committee: Since a key goal of the new National Sailing Hall of Fame is to forge meaningful and mutually beneficial partnerships with organizations such as U.S. Sailing, the U.S. Naval Academy and many others, there should be a special committee of the Board set up to oversee such partnership initiatives.

Task Forces: From time to time, task forces or temporary committees will be formed on the direction of the Board, to address specific issues, such as long-range planning. Committee charges should be reviewed each year, to ensure that committee duties are addressing longer term and policy issues that are identified by the Board of Trustees as being of particular concern.

2.3.6 Board Conduct

Each new Board and/or Advisory Committee member should be oriented to ensure that they are fully prepared to engage in the work of the National Sailing Hall of Fame. Upon completion of the facilities this will include a tour of the Hall, introduction to staff members and in-depth briefing on major policies and strategies. Trustee orientation also includes:

- A briefing on how the Board conducts its business (meeting schedules, agendas, etc.);
- A review of the Policies, Governance Model and Corporate and Strategic Plan;
- A review of indemnity provisions, including Trustees' liabilities and all other issues concerning public trusteeships, inclusive of due diligence;
- Making known the preparation requirements for Board meetings: for example, familiarity with Board and assigned Committee minutes and adherence to the roles and responsibilities of the Board and its Committees.
- Review and participation in approval of annual budget, audit, financial reports and periodic financial statements;
- Making known that attendance at meetings and functions is a primary responsibility and requires, for example, 65% mandatory attendance for board meetings, openings, fundraising events, and volunteer and member appreciation events. **In the case of the National Sailing Hall of Fame, the Board should meet at least on a monthly basis.**

2.3.7 Code of Ethics/ Conflict of Interest

The Board of Trustees should adopt a code of ethics based on international codes. Real and apparent conflicts of interest are to be avoided. For example:

- Private collecting practices should be declared (in confidence)
- Private business interests related to the Hall should be declared, and trustee withdrawal should be required from any decisions on the purchase of goods or services that might benefit the trustee directly or indirectly;
- While serving on the Board, trustees should not do paid work for the Hall.

Trustees should never divulge decisions to any outside body or person before they are made known through agreed-upon channels of communication. A code of collegiality is expected of all Governing Board and Advisory Board members.

2.4 Policy Framework

It is imperative that the Governing Board refrain from involving itself in the day-to-day operations of the Hall, which is the proper field of activity for the Director and staff. Instead, the key function of the Board is **monitoring performance**. Policies are therefore required – these provide the standards against which monitoring and evaluating can take place.

There are several types of policies that museums should develop with reference to standards of the American Association of Museums (AAM) and the International Council of Museums (ICOM) where appropriate. All should be developed as written policy documents that should be referred to on an ongoing basis. These include:

Foundation Statements, which have been proposed here but which may be adopted, refined or revised by the Board during its inaugural meeting;

Statement of Ethics, outlined above, which governs the behavior of Board and staff members and provides part of the standard against which the performance of the Director may be measured. This can be based on the AAM or the International Council of Museums (ICOM) Code of Ethics for Museums.

Collection Policy, which ensures that the scope of the collections (even if collections are limited, as in this case, to items collected for display only) is consistent with the Hall's Mission and Mandate, establishes priorities for collection development, demonstrates a commitment to ethics in collection development, and outlines the procedures for acquiring or deaccessioning artifacts, natural history specimens, documents or works of art.

A **Conservation Policy**, which demonstrates a commitment to the preservation of the collections, establishes priorities for making decisions regarding conservation treatment, ensures that responsibility for collections care is delegated to appropriately trained staff, and a commitment to ethical behaviour as well as a commitment to applicable legislation. This policy fulfills the Board's obligation to provide for the safety, security and protection of the collection with particular attention to preventive conservation, i.e. providing environmental conditions and security that will prolong the life of the collections, and minimize the need for subsequent conservation treatment.

Research and Publications Policy, governing the extent of and priorities for research into the collections, and a commitment to accuracy, objectivity, ethical behavior, any applicable legislative requirements (e.g. copyright legislation), and the extent of the Hall's commitment to making the results of that research available.

Exhibition Policy, which ensures that the themes of exhibits conform to the Mission and Mandate, makes a commitment to accuracy and objectivity in exhibit presentation, provides for a commitment to ethical standards in exhibit presentation, and ensures that all exhibits meet conservation requirements and conform to any applicable laws (such as safety codes, copyright, disability legislation, etc.). The Exhibition Policy should also establish the desired balance of local and national-level exhibitions, which is an important issue at an institution like the National Sailing Hall of Fame and since it is located in a center of sailing, yet is a national-level institution.

Education and Interpretation Policy, which ensures that the education and interpretation programs conform to the Mission and Mandate, develops priorities for programs, ensures that properly trained staff administer the programs, and provides for commitments to accuracy, objectivity, ethical behavior, conservation, and any applicable legislative requirements.

Human resources policy (including volunteers) which ensures that staff have appropriate training matching their responsibilities, ensures that all have written job descriptions, ensures that human resource management is conducted ethically and in accordance with legislation, ensures that all staff are provided with health and safety information, endeavours to provide equal access to the workplace for staff of all abilities, ensures that all staff are familiar with a museological code of ethics, and meets all legislative standards.

Security and Emergency Measures Policy, which provides for public safety and the security of the collections and buildings during public and closed hours of operation. The Policy should address all aspects of fire and intrusion, security, vandalism and emergency measures such as sickness of staff

or visitors, accident provision, and insurance of collections, buildings, liability and third party insurance for public operations.

Rental policy, which provide guidelines for the rental of Hall of Fame spaces, and for the organizations that are acceptable as tenants;

Retail services policy, which establishes the terms according to which the retail areas or food services will operate.

The Executive Director should report on the implementation of at least one of these policies at each Board meeting, recommending Policy changes or additions as needed. In this way the Board will systematically and continuously review all aspects of the Hall's operation over a year.

3. The Concept

This chapter sets out a proposed Concept for the new National Sailing Hall of Fame based on the initial planning work completed by key stakeholders and the Visioning Workshop held with key stakeholders on March 6, 2007 in Annapolis. The concept also responds to the input of interviewees consulted on March 7, 2007 and by phone at a later time.

The chapter will review some of the key museum trends and models discussed during the March 6 session and proceeds with the development of one model as the interpretive framework for the new National Sailing Hall of Fame.

This chapter begins with a number of Concept Planning Principles that emerged from previous planning completed by the client group, the Visioning Workshop and the interview process, then proceeds to present options for concept models, evaluating each according to its adherence with the Planning Principles. The chapter then proceeds to the presentation of the recommended concept and Interpretative Strategy.

3.1 Concept Planning Principles

The goals for the new National Sailing Hall of Fame may be succinctly stated from the organization's existing literature:

- Develop programmatic and marketing partnerships with various sailing organizations (U.S. Sailing, Herreshoff Marine Museum, Sailing World, NOAA, etc.);
- Develop programmatic partnership with the Maryland Department of Natural Resources (DNR);
- Collect through donations sailing artifacts, works of art, literature, film, photographs, memorabilia and related materials which focus on the sport of sailing
- Create engaging interactive permanent exhibitions and simulations on-site in Annapolis;
- Develop a temporary exhibition program;
- Create an internet exhibit and experience based on materials collected and available through other institutions, video and interactive sailing activities;
- Develop a community outreach program that includes community sailing programs, lectures and workshops.

During the Visioning Session and subsequent interview process, this initial list of project goals was augmented by others, which for the purposes of this concept planning exercise can be refined and restated as a set of **key planning principles**:

- The concept for the National Sailing Hall of Fame should help to increase participation in the sport of sailing, seeking to appeal to non-sailors as well as sailing enthusiasts and generate enthusiasm for becoming involved.
- Key target markets include youth (including schoolchildren) and tourists. Within the overall tourist market, day-trip visitors from Washington and Baltimore are a particularly important market segment. While the resident market is small, residents will of course be encouraged to become regular participants in NSHoF programs.
- The new Hall of Fame must tell compelling stories with a high quality presentation;
- There will be a strong museum-quality education program developed in collaboration with local school districts and teachers and with reference to the Maryland state curriculum.
- Interactive displays and multimedia techniques will be the primary storytelling methods.
- Actual artifacts will be on display, but artifacts will be utilized sparingly as the Hall will keep its collections small, focused and intended for display only. Collections on display should be iconic in nature.
- If possible the National Sailing Hall of Fame will include at least one tall ship permanently docked alongside the Museum.
- There should be outdoor experiences to take advantage of the waterfront location.

3.2 Assessment of Strengths, Weaknesses, Opportunities and Constraints

This section provides a brief statement of the strengths, weaknesses, opportunities and constraints of the National Sailing Hall of Fame as they exist at this point in the planning process. The purpose is to inform concept development so that it responds in such a way as to take advantage of strengths, mitigate weaknesses, exploit opportunities and overcome constraints.

3.2.1 Strengths and Weaknesses

While the following list is not comprehensive, it does reflect from the perspective of the consultants the main strengths and weaknesses that emerged from the planning work to date:

Strengths	Weaknesses
Location on Annapolis waterfront is excellent.	Overall, potential resident, school and tourist markets for the new NSHoF are small.
Annapolis is closely identified with the sport of sailing.	Sports halls of fame tend to be “enthusiast” attractions, limiting potential markets.
National Sailing Hall of Fame has attracted high-profile support among prominent Americans who sail.	The perception of sailing in the popular mind remains that of an exclusive sport which may affect future financial support.
Important strategic partnerships already in place with US Sailing, the Herreshoff Maritime Museum, Sailing World magazine, and other important sailing organizations.	

There is no doubt that the Annapolis waterfront location is a major strength for the new National Sailing Hall of Fame. Also, key stakeholders have made impressive progress in generating alliances and partnerships which is very positive and provides a solid basis on which to grow. The main weaknesses to be overcome are related to the nature of a museum dedicated to sailing (it is a specialized attraction) and the size of the available market. Future business planning will need to emphasize national-level strategies (upper-level membership program, for example, that attracts members on the basis of support for the Hall rather than unlimited free admission) to overcome these limitations. Regarding the common perception of sailing as exclusive or inaccessible, one of the key goals behind the creation of the Hall is to overcome this inaccurate idea, and as such steps must be taken in the concept planning for the goal to be achieved.

3.2.2 Opportunities and Constraints

Key opportunities and constraints as they have emerged to date appear below:

Opportunities	Constraints
Opportunities exist for partnerships with non-sailing governmental, educational, marketing or cultural organizations - for example, the Maryland Department of Natural Resources, the U.S. Naval Academy, the local Convention and Visitors Bureau are all potential partners.	While location is a strength, site size is a constraint; opportunities to increase footprint beyond current estimated 5,000 sq. ft. cannot be assumed at this time.
Within the sailing community, opportunity to use the new Museum project as a catalyst to bring national sailing organizations and attractions under one “umbrella”.	Parking availability in downtown Annapolis is a constraint.
Tour buses currently using City Dock are an important opportunity.	Situation for museum funding is difficult.
Opportunity to capitalize on waterfront location via rooftop observation deck and other spaces to be made available for rentals.	

The NSHoF is well on its way to laying the groundwork for successful partnerships and collaborations and this is to be applauded. Existing plans for the City Dock area are exciting and in particular the existence even now of tour buses that use the dock is positive.

Regarding constraints, site size is the major one, and the concept will need to be designed to achieve the goals and objectives of the National Sailing Hall of Fame within a limited area. Parking remains a major constraint for all attractions in downtown Annapolis.

On funding, the average museum attraction in the United States earns just 30% of its operating requirement via admission fees, rental and retail revenues, program revenue, and various other sources. Government funding has fallen as an average percentage in recent years but still makes up about a quarter of the average museum’s operating budget. The decline in government revenue has been made up partly by increasing earned revenue but mostly by a greater percentage of contributed/donated revenue. Operational sustainability at the National Sailing Hall of Fame will need to focus not only on strategies to maximize attendance and earned revenue, but also on strategies for maximizing contributed revenue and also on controlling operating costs.

3.3 Trends, Options and Concept Models for the National Sailing Hall of Fame

The Visioning Workshop set out a number of key trends in museum interpretation, as follows:

- **Immersive Environments:** where visitors are immersed in a particular period in history, or within a museum building via large recreated settings.
- **Enhanced and Interactive Resources:** utilizing multimedia or such interpretive tools as Personal Device Applications (PDAs), which are small digital interpretive devices;
- **Big Shows:** including large-format films related to exhibitions and other forms of programming, or live theater, or simulator techniques;
- **Real Structures and Places:** where visitors encounter authentic buildings and sites, usually interpreted.

These trends are reflected in a number of conceptual models that were also presented at the Visioning Workshop. The following provides a review of these concept models as well as an evaluation of each in terms of its applicability for the new National Sailing Hall of Fame in terms of the Planning Principles and assessment of strengths and weaknesses above.

3.3.1 Model #1: “Classic” Hall of Fame

Perhaps the most famous example of this model is the National Baseball Hall of Fame in Cooperstown, NY. The model features a focus on the greats of the sport and their sporting exploits. With regard to the presentation, advanced media and interactive techniques are certainly used, but generally speaking this is an artifact-heavy approach, with traditional “glass case” artifact displays integrated with graphics and text. As with most sports halls of fame, the approach focuses on the on-field exploits of the game’s greatest players.

The National Sailing Hall of Fame will indeed consider the most famous and distinguished exemplars of the sport of sailing, but it was agreed at the Workshop (and has been reflected in the Planning Principles) that the new institution will take a different approach in order to broaden the market beyond enthusiasts of the sport. While there is a “Hall of Fame” that includes the greats of the sport, the Hall will not treat their stories as with the classic hall of fame model, but will rather focus on the values and life lessons taught by sailing as demonstrated by the examples of Hall members.



3.3.2 Model #2: Discovery Center Approach

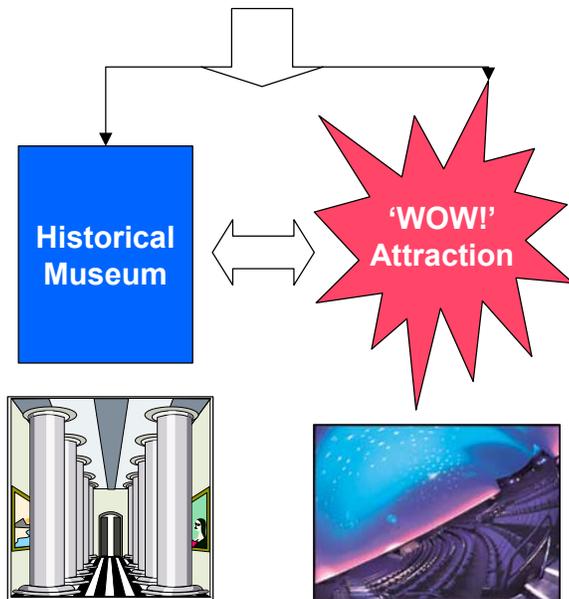
This model provides an ambitious interactive treatment of the sport that uses some of the media techniques and interpretative approaches seen in science centers and theme parks. Here the target audiences tend to be children and youth.

An example of this model applied to the “hall of fame” museum type is the Pro Football Hall of Fame in Canton, Ohio, as well as the Hockey Hall of Fame in Toronto, Canada. Here highly interactive and contemporary exhibition installations are included in the presentation, with the target audience being youth and young families. Overall, the types of displays utilized in these museums correspond more closely to the existing vision for the National Sailing Hall of Fame as it has developed to date. But even here, the “superstar” artifacts of the sport are on display, and there are reverential “inner sanctum” areas for display of plaques of enshrined members and trophies (the Hockey Hall of Fame displays the Stanley Cup in such an area, for example).



3.3.3 Model #3: Dual Museum

The “dual museum” model includes a museum that is carried by another attraction with a very popular entertainment focus, such as a large-format theatre or simulator (“wow” attraction). This model is very often seen at science centers or technology museums which often include a large format theatre, in large part due to the availability of appropriate film product.



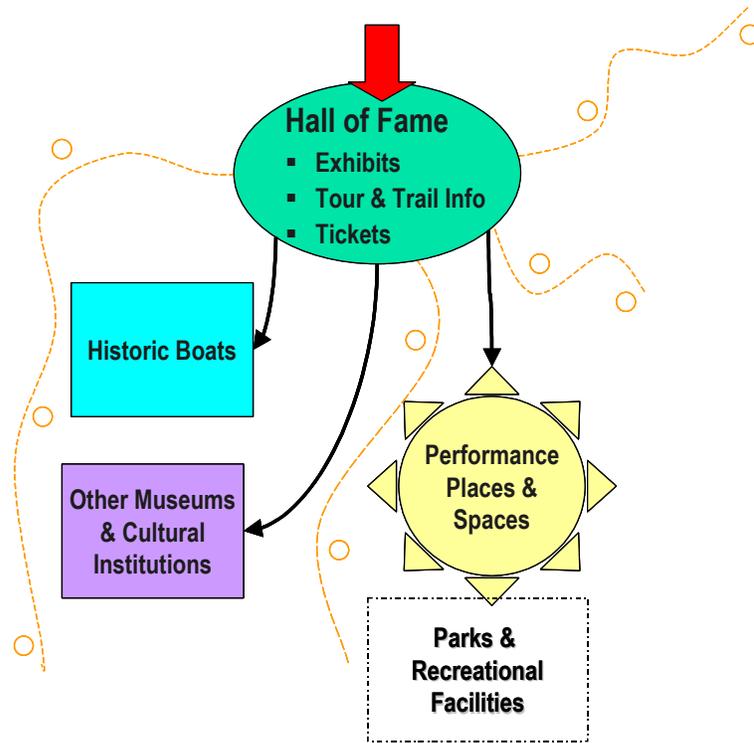
Cincinnati Museum Center, IMAX theatre

The difficulties with the dual museum concept model in the case of the National Sailing Hall of Fame stem largely from the constraints of the site. The market is another constraint that might preclude an attraction such as a large-format theatre, which are rarely seen in markets smaller than 100,000 residents (with the exception of major tourist destinations).

3.3.4 Model #4: Gateway Attraction

In one sense of the term, a “gateway attraction” is designed to provide visitors with an overview of city or regional history, inspiring them to learn more by providing thematic and virtual links to other neighborhoods or cultural resources in the city and encouraging visits to those neighborhoods, sites or institutions.

In the case of the National Sailing Hall of Fame, the results of the Visioning Workshop and the subsequent interview process suggests a modified gateway concept – while the NSHoF could serve some of the classic gateway museum functions (say, in terms of a starting point for waterfront walking tours) **its real function as a gateway should be understood as an entry point to the sport of sailing, so that visitors who develop an interest in the sport during their visit to the NSHoF are given the tools and opportunity to parlay that interest into activity and hopefully a lifelong passion for the sport.** This model thus responds well to the ultimate goal of increasing participation in the sport. It also responds well to the opportunities afforded by the location on the waterfront, at the center of a proposed waterfront walking trail.



3.4 Recommended Concept

We concur with the results of the Visioning Session in that the new National Sailing Hall of Fame should be developed as a **modified gateway attraction**. By this we do not mean a “visitor center” type of gateway to the various cultural resources and attractions of Annapolis, but as a **gateway to the sport of sailing itself and to the various resources available to visitors considering entering the sport**– although in some sense there is also the opportunity to at least position the National Sailing Hall of Fame as the gateway to the Annapolis waterfront. In this sense there are opportunities to physically link the exhibitions and programs located in the NSHoF to other resources and attractions in the area (and perhaps others as partnership networks grow and develop) and the walking trail along the waterfront would provide a tangible connection with other sites. The new Hall site at City Dock can be understood as the beginning of the trail.

Because a key target market is youth, the concept must incorporate elements of the **discovery center** approach as well. Interactivity and hands-on activities geared toward a younger audience are the hallmarks of this approach and are reflected throughout the proposed experience.

3.4.1 Interpretative Framework

This section provides a “walkthrough” of the visitor’s experience at the new National Sailing Hall of Fame based on this vision and the interview process.

3.4.1.1 Communication Objectives

The key communication objectives are the main messages visitors should take away with them after experiencing the Hall of Fame. We envision three key communication objectives for the National Sailing Hall of Fame:

- **Sailing has captured our imagination** in many ways, as evidenced by sailing-related cultural products over the years.
- **Sailing builds character** through the development of skills and application of values required for success. The character-building attributes of sailing can be transferred into daily life, meaning that sailing is actually citizenship training. Leadership, courage, enterprise, and responsibility are all encapsulated in the sailing experience and are actually cultivated and improved by sailing.
- **Sailing is open to all.** Sailing is more popular than ever, and is available to people from all walks of life and from all strata of society.

3.4.1.2 Key Themes

The key themes of the experience were explored in the Visioning Workshop and via the interview process. The themes are the framework that holds the experience together and enable the exhibitions and programs to make sense.

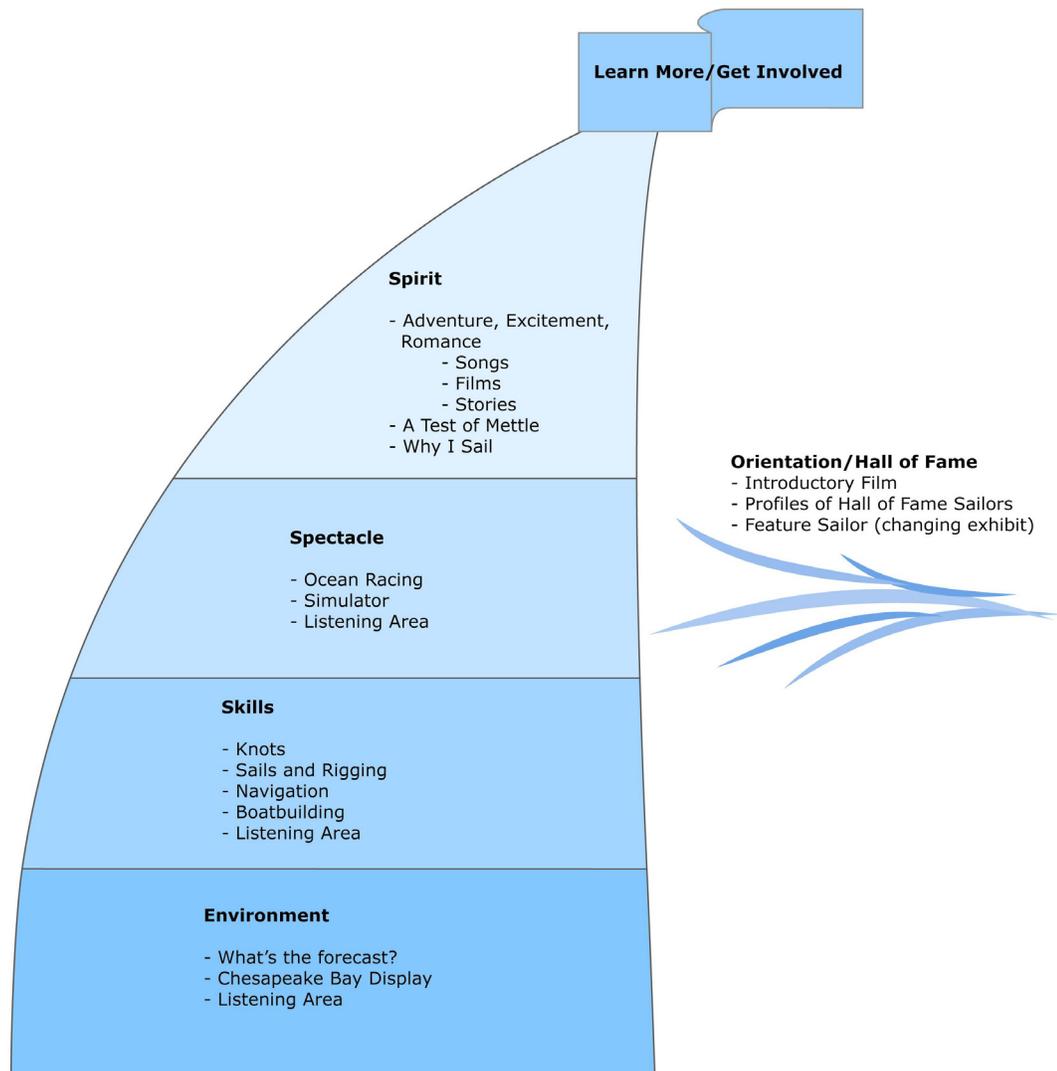
At this time we envision several key themes:

- **Environment** – an exploration of the maritime context in which sailing takes place;
- **Skills** – which allows visitors to get an introduction to the types of skills that are required for the sport in a highly interactive environment;
- **Spectacle** – which would be dedicated to the excitement of sailboat racing and the competitive spirit of sailors;
- And finally **Spirit**, which is explored in terms of art, literature, film, and popular culture of all kinds as well as the experiences of ordinary people who find value in sailing.

It is important to note that the exhibits at the National Sailing Hall of Fame will not be a directed experience. Instead, the galleries are set up thematically according to the outline above, and in terms of visitor circulation visitors can explore the four theme galleries in any order they wish. Yet all visitors will benefit from an orientation gallery and an “exit” experience.

3.4.1.3 Interpretative Treatment

The following Interpretative Treatment provides a framework for future exhibition planning at the National Sailing Hall of Fame and sets out the key experience elements. A diagram illustrating the proposed concept for the NSHoF appears below:



Arrival

Visitors will begin their experience upon arrival at City Dock, where at least one prominent sailing vessel will be permanently moored and be open to tours. Upon entering the building, visitors will encounter a staffed desk offering information and visitor services, as well as a gift shop, vending machines, washrooms, meeting and rental spaces, and information racks with brochures and literature from other local attractions.

To enhance the experience, we recommend that visitors be given the option to use Personal Device Application technology (“palm pilots”) to guide them on their tour, sophisticated digital technology that will be geared to the exhibitions, offering a more in-depth treatment. These may also be programmed to provide virtual access to other relevant collections at other museums or sites (such as the National Collegiate Sailing Hall of Fame) or to collections that cannot be displayed in the Hall of Fame at City Dock – again enhancing the Hall’s gateway function, and stimulating interest in learning more. As described below, these would be picked up at Hall of Fame (fee and returnable deposit required) but again would be optional.

Orientation/Hall of Fame

The Orientation/Hall of Fame experience is necessary to inform visitors as to what the Hall is about, as well as to provide an introduction to the sport of sailing, its heritage, and its most famous participants. Most importantly, it introduces the main themes and core ideas on which the exhibitions are organized, and it does this via the vehicle of America’s prominent sailors themselves. In other words, the Orientation/Hall of Fame area puts the sailors front and center, but uses them for a specific purpose. Thus this introductory section of the experience serves an important function geared to communicating the key messages of the overall experience to come. These sailors – whether they be Olympic sailors, Rolex Yachtsmen or Yachtswomen, or America’s Cup Hall of Fame members – are the guide to the experience, and they could be used as introducers (in electronic form) for each gallery, using a flat touch screen technique.

Introductory Film: The Introductory Film would be the threshold experience – provides the place of initial engagement for visitors and the area where visitors first encounter the sailors themselves, several of whom would be featured in the film and who would serve as the visitor’s “guide” to the experience to come. The greats of the sport will orient visitors to the experience to come and tell them why, in their own words, they value sailing and how the sport has enriched their lives.

Hall of Fame: This area features prominent sailors (Olympic sailors, Rolex Yachtsmen and Yachtswomen, America’s Cup Hall of Fame members, etc.) via a multimedia kiosk treatment, again stressing not only their accomplishments in the field, but also the values, character-building and indeed romantic aspects of sailing as reflected via the prism of each individual’s experience. This area might also include “showcase” artifact displays (things used or belonging to prominent inductees or historical figures) and graphics with quotations.

The multimedia kiosk technique recognizes that, while it is important to highlight some of the most prominent inductees in the Hall whose leadership qualities and life experiences have been enhanced by sailing, it will not be possible (nor will it be desirable) to provide separate spaces to honor each and every American sailor who deserves recognition, as in, say, the National Baseball Hall of Fame. Nevertheless it should be possible to provide a **changing monthly or bi-monthly highlight display** focusing on a single individual. In this way the Hall can offer special recognition to each inductee via a rotating display.

Theme Gallery 1: Environment

This gallery provides a focus on the sea itself, the marine environment and the need for sailors and all who use the resource to provide responsible stewardship.

Building on the theme of using Hall of Fame inductees as visitors' guides to the experience, each gallery could have a flat touch screen mounted at the entrance to each gallery. When the screen is touched, an inductee would "come to life" on the screen and provide a short introduction to the gallery and its purpose.

This area could have several key features:

What's the forecast?: This could be a hands-on display focusing on the science of weather prediction and its obvious importance for all who go to sea. The typical tools for measuring wind speed, temperature, rainfall, etc. should be displayed along with multimedia displays. An electronic board highlighting today's marine forecast and current conditions could be provided here.

Chesapeake Bay Display: Here a brief review of the natural history and current state of Chesapeake Bay could be presented, perhaps including a Bay ecosystem (not an aquarium, but rather a miniature recreation of the actual Chesapeake Bay coastal environment). Ongoing State Department of Natural Resources efforts to rehabilitate the Bay could be highlighted here. Other partners for exhibits in this area could include the National Oceanic and Atmospheric Administration and the Chesapeake Bay Foundation. The key message is the responsibility that all users of the Bay, including sailors, must take to ensure its future health.

Listening Area: A recurring feature, these will be small multimedia stations intended to provide visitors with the ability to listen to music, oral histories, or actors reciting literary works related to the theme of the particular gallery – in this case perhaps actors' readings from historical texts by John Smith regarding descriptions of Chesapeake Bay, Joshua Slocum's description of being underway in heavy weather, or a sea chanty designed to facilitate preparations for sea. Kiosks with headphones and a menu of choices (and comfortable chairs) would enable visitors to enjoy and explore. Interpretation and background information for each of the selections would also be provided via an electronic menu.

Theme Gallery 2: Skills

In this highly interactive gallery, visitors could learn about the various skills required by sailors, from the basics of knots and rigging to more complex aspects of celestial navigation. Interactive experiences focused on sending messages with signal flags could be provided. Live demonstrations and instruction by floor staff would help enrich the experience.

Knots: Plenty of spare rope would be provided here with visitors invited to try their hands at various useful knots. Instruction could be provided via graphic displays or even live interpreters.

Sails and Rigging: a mock-up of sailboat rigging would be provided here and visitors invited to learn the names and functions of the various sheets and sails. An art-making area could be supplied here for children to design their own colorful spinnakers (for example), either with traditional markers and paper, or by computer (they would be able to print out their designs).

Navigation: A great place for display of heritage navigational tools (as well as those used or owned by Hall members), this area explores the science of navigation with reference to astronomy, geography and other relevant topics linked to the Maryland school curriculum.

Boatbuilding: This would be an excellent place to introduce some aspects of naval architecture as well and could include a **model boat building studio**. Models constructed in the studio could be sailed outdoors on the harbor or if possible an enclosed model sailing pond. This area could also

include some traditional exhibition elements such as artifacts or in particular models of some famous or particularly beautiful sailing craft.

Listening Area: Again the listening station would allow visitors to listen to songs or stories where the themes tie back to the relevant exhibition topics. For example, “Southern Cross” by Crosby, Stills and Nash provides an opportunity to listen to music that references celestial navigation, or readings from various books by Allan Villiers that describe in detail the skills required by sailors.

Theme Gallery 3: Spectacle

This winner-take-all drama of high-stakes racing is reflected in this gallery, which focuses on the human drama involved in races such as the Volvo Ocean Race, the Olympics or most significantly the America’s Cup. It is in the human dramas from which the most powerful stories emerge and the exhibitions will offer visitors some choice (via multimedia) of particular stories they would like to see.

Ocean Racing: At the conclusion of the first America’s Cup, Queen Victoria is said to have asked who the second place finisher was, to the reply that "there is no second, Your Majesty." The competitiveness of ocean racing is the focus of this exhibit, with video of some of the most exciting moments in racing (especially America’s Cup) history available on demand. In this area space and video kiosks featuring the America’s Cup can be provided in partnership with the Herreshoff Marine Museum.

Simulator: The highlight of this gallery would be a simulator experience in which visitors would be able to experience what it is like to sail on a racing yacht. The simulator may replicate an exciting moment in the history of the America’s Cup, for instance, putting visitors in the moment via a “you are there” experience including motion, spray, and wind with immersive theatrical techniques. The simulator could be crewed by staff who re-enact a particular moment in sailing history. The simulator could be an extra-charged experience in order to control usage and avoid excessive lineups.

Listening Area: In this case oral histories would be particularly important first-person descriptions of what it is like to experience ocean racing competition and would be featured prominently.

Theme Gallery 4: Spirit

The experience in this gallery focuses on the romance and spirit of sailing according to the following subthemes:

Adventure, Excitement, Romance: Numerous popular songs, films and stories make a statement about the call of adventure so inherent to sailing. While the listening stations in other galleries provide areas where visitors can sample songs or stories related to sailing directly with minimal interpretation, much of the experience in this gallery focuses on actively interpreting representations of sailing in film or literature, pointing out the cultural meanings of sailing in our culture generally and how they have evolved over time.

A Test of Mettle – much of the appeal of sailing, particularly for those who accept the challenge of crossing an ocean or even sailing around the world, is in the idea of sailing as personal test of mettle. Spiritual growth is an important aspect of sailing for many and that topic would be explored further here via various forms of media as outlined above.

Why I Sail – The message here is that “anyone can do it” and the experiences of ordinary people who sail are featured here. Visitors might also be invited in this area to contribute their own stories, perhaps via a small video recording area or they may simply be invited to enter their stories into a logbook that would remain open for subsequent visitors to see.

Exit Experience: Learn More – Get Involved

The exit experience would be a small area providing information to visitors who are interested in getting involved (with Bay cleanup, for example, or learning about sailing schools in the area) as well as an opportunity to learn about how they can participate. This can be a simple multimedia or kiosk stations with links to partner institutions and sailing organizations, as well as brochure racks or even a place to fill in application forms.

This concludes the concept portion of the Report.

Appendix A: Acknowledgements

We would like to extend our gratitude to all those who took the time to assist us in the completion of this Report:

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Tad Wood, Maryland Department of Natural Resources

4. DEVELOPMENT PROPOSAL

National Sailing Hall of Fame Economic Impact Study

Submitted by:

CABER, Towson University &
Sage Policy Group, Inc.

On behalf of:

Maryland Stadium Authority

October 2007

4.1 MARKET STUDY SUMMARY: SAGE POLICY GROUP

National Sailing Hall of Fame Market Feasibility Study

Executive Summary

Feasibility Study Objectives

The City of Annapolis and the National Sailing Hall of Fame, including Gary Jobson, in association with leading members of the national sailing community have established the National Sailing Hall of Fame and Museum (NSHOF) as a non-profit educational institution. NSHOF leaders seek to design and build a national landmark to house the NSHOF, and Annapolis' city dock has already been selected as the potential location. A temporary exhibit is currently in operation.

An agreement between the City of Annapolis, Maryland's Department of Natural Resources and NSHOF has been forged to provide the basic resources and knowledge to move the project forward through various planning stages. The Maryland Stadium Authority was added to the team to provide additional study funding, subject matter and process expertise. The Stadium Authority's participation was approved by the budget committees of the Maryland General Assembly.

The proposed facility would add to Annapolis/Anne Arundel County's tourist allure and leverage the City's history. The area is already the most popular tourist destination in Maryland, accounting for roughly one-quarter of all visitor spending in Maryland.

This report is intended to estimate the economic and fiscal impacts that would be associated with the proposed facility. Plans for the proposed facility are at a very early stage of development. As a result, this report is not based on an analysis of a specific facility, but rather upon the visitor economics of Maryland, Annapolis and the sport of sailing.

NSHOF's immediate geographic market is massive and accessible

The area within 150 miles of the facility would include most of New Jersey, the Philadelphia metropolitan area, the Richmond metropolitan area, and all of Tidewater Virginia. Within the bounds of the secondary market reside over 17 million people. Highway and airport access to these and other markets is excellent. Exhibit E-1 shows this market area's boundaries.

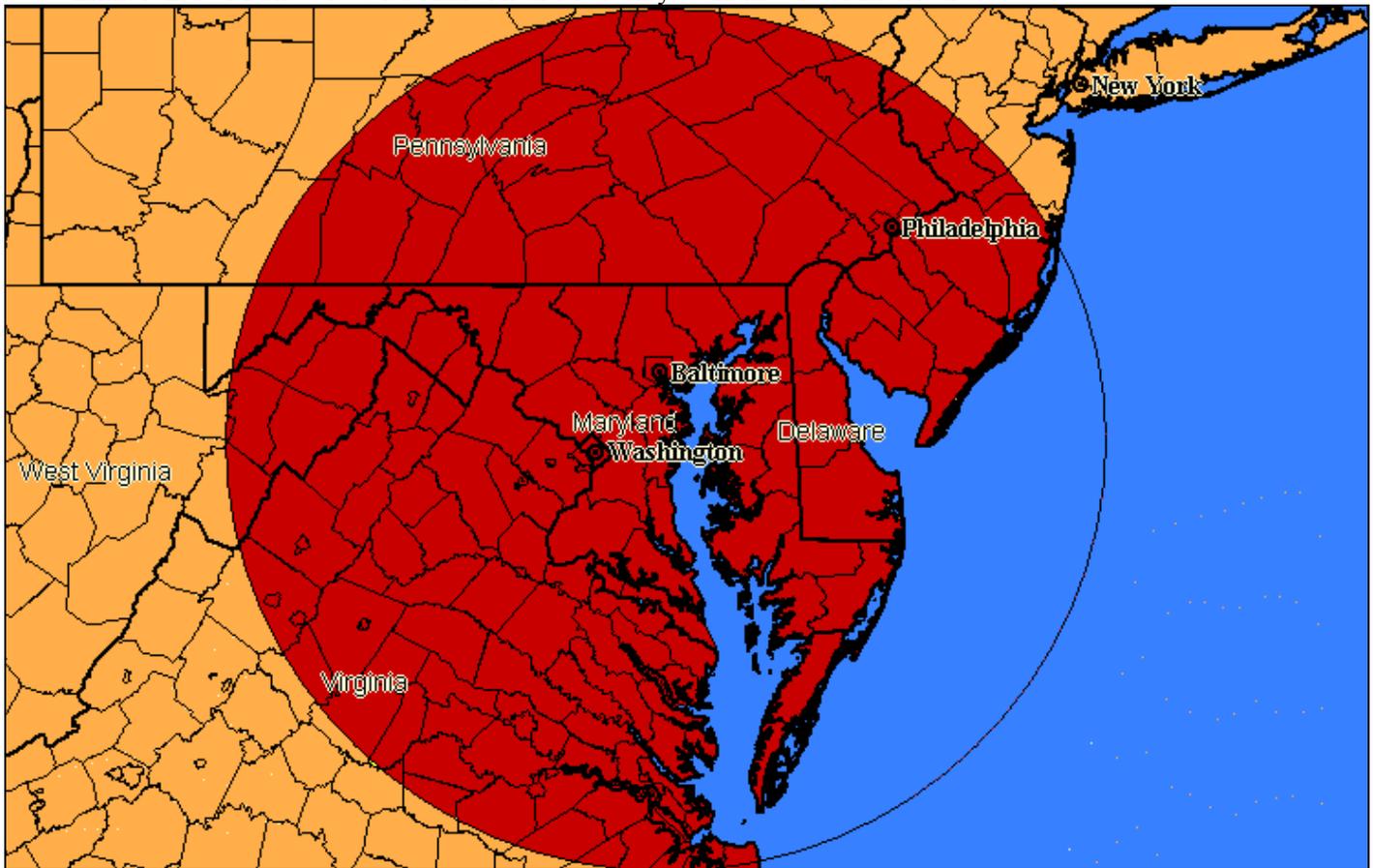
City of Annapolis/Anne Arundel tourist infrastructure continues to improve

NSHOF will be well served by local tourism infrastructure, including complementary attractions such as Maryland's State House, the William Paca House and the Naval Academy. Although there are a handful of attractions that are very popular with tourists, there is also evidence that the attraction of Annapolis and Anne Arundel County results from

a mix of complementary qualities and characteristics. A recent public relations campaign, “Come Sail Away,” was apparently successful because it emphasized the broad experience available in the city/county rather than any specific or particular attraction.

The proposed attraction will also benefit from a significantly expanded inventory of hotel rooms. In the late 1990s there were 10 hotels in the Annapolis area with 100 or more rooms. Collectively, these hotels encompassed a total of approximately 1,500 rooms. Today there are four additional hotels with at least 100 rooms and total room inventory has increased by one-third.

Exhibit E-1: Market areas for Anne Arundel County tourism – 150 Mile Radius



NSHOF will be highly interactive, educational and effectively branded

1. The museum’s exhibits will be interactive.

Many of those interviewed suggested that the “museum” element of the proposal facility should be somewhat minimal. While it is important for the facility to include a few notable artifacts to establish credibility among core sailing enthusiasts, broader engagement will depend upon the interactivity of exhibits and their capacity to capture the interest of those visitors to Annapolis who are not enthusiasts. Several interviewees suggested that

interactive games, simulators, and an opportunity to use the NSHOF as an entrée to doing other things including getting on the water were critically important.

2. There will be an intense educational focus.

Interviewees agreed that the NSHOF must have a significant educational component and that sailing's relationship to a number of disciplines should be maximally leveraged. According to those with whom the study team spoke, among the subject matters that ought to be emphasized by the museum's exhibits are astronomy, physics, meteorology, environmental science, marine biology, and history/naval warfare. Optimally, pertinent subject matters would be integrated into interactive exhibits to generate a uniqueness of experience that school systems could simply not ignore and which would ultimately serve to benefit youthful patrons. NSHOF enjoys a significant head start because all Maryland public school 4th graders are required to visit Annapolis and the drop-off point is in front of the facility.

3. Early branding success will be an important project objective.

Though the project is routinely referred to as the National Sailing Hall of Fame and Museum, many of those interviewed suggested that there may be more marketing friendly and memorable names for the facility and that there should be a process to develop an impactful branding strategy. While no one suggested that the facility should abandon its proposed educational mission, there were several individuals who suggested that the word "Museum" be dropped from the name. Because so many recently opened museums in Central Maryland have suffered disappointing initial attendance, including HistoryQuest, Port Discovery, Sports Legends and the Geppi Museum, many interviewees expressed skepticism with respect to the facility's success in the absence of a cohesive branding strategy. Most agreed that the proposed facility's strategic location was simply not enough to ensure success even if free admission is offered.

An interactive, educational, well managed and well branded facility will generate significant positive economic and fiscal impacts

Based on the experience of similarly situated attractions and what is planned for the facility and the demographics of those interested in sailing and visiting Annapolis generally, it is anticipated that the facility under various assumptions will support nearly 100 Maryland jobs, roughly \$4 million in labor income and \$8.7 million in business sales (please see Exhibit E-2 for additional detail).

The study team calculated fiscal impacts based on two separate assumptions regarding the number of visitors coming to Annapolis primarily to visit the proposed facility. Under the study team's primary assumption (that 5 percent of attendees represent net, new visitors to the area), the three key levels of government (i.e., City of Annapolis, Anne Arundel County, State of Maryland) would jointly collect approximately \$400,000 per annum once the facility is operational (please see Exhibit E-3). As Exhibit E-4 indicates, under the midpoint attendance estimate, these revenues in the aggregate would support bonding capacity of

roughly \$4.6 million. The midpoint attendance estimate is 100,000 visitors per annum based on the experience of similarly situated institutions. The low attendance estimate is 50,000 and the high attendance estimate is 150,000.

Exhibit E-2: Economic Impacts, Total NSHOF-related Assuming 5 Percent are Net, New Visitors (annual, ongoing impacts)

Type of impact	Level of effect	Low attendance estimate		Midpoint attendance estimate		High attendance estimate	
		Anne Arundel County	Maryland	Anne Arundel County	Maryland	Anne Arundel County	Maryland
Labor income (millions of dollars)	Direct	\$0.9	\$0.9	\$2.0	\$2.0	\$3.3	\$3.3
	Indirect	\$0.5	\$0.5	\$1.2	\$1.2	\$2.0	\$2.1
	Induced	\$0.2	\$0.3	\$0.4	\$0.6	\$0.7	\$1.1
	Total	\$1.6	\$1.7	\$3.6	\$3.8	\$6.0	\$6.5
Business sales (millions of dollars)	Direct	\$1.8	\$1.8	\$4.2	\$4.2	\$7.0	\$7.0
	Indirect	\$1.1	\$1.2	\$2.7	\$2.7	\$4.6	\$4.7
	Induced	\$0.6	\$0.8	\$1.3	\$1.8	\$2.1	\$3.0
	Total	\$3.5	\$3.8	\$8.2	\$8.7	\$13.7	\$14.7
Jobs (full- and part-time jobs)	Direct	20	20	44	44	73	73
	Indirect	13	14	31	32	54	55
	Induced	6	8	14	19	23	32
	Total	39	42	89	95	150	160

Exhibit E-3: Fiscal Impacts, Total NSHOF-related Assuming 5 Percent are Net, New Visitors (annual, ongoing impacts)

Type of tax (in \$000s)	Low attendance estimate			Midpoint attendance estimate			High attendance estimate		
	Annapolis	Anne Arundel County	Maryland	Annapolis	Anne Arundel County	Maryland	Annapolis	Anne Arundel County	Maryland
Income tax	--	\$29	\$55	--	\$66	\$126	--	\$113	\$214
Sales tax	--	--	\$88	--	--	\$203	--	--	\$307
Hotel tax	\$1	\$3	--	\$2	\$7	--	\$3	\$10	--
Total	\$1	\$32	\$143	\$2	\$73	\$329	\$3	\$123	\$521

Exhibit E-4: Bonding capacity If 5 Percent Are Net, New Visitors (millions)

	Annapolis	Anne Arundel County	Maryland	Total
Low	\$0.0	\$0.4	\$1.6	\$2.0
Midpoint	\$0.0	\$0.8	\$3.8	\$4.6
High	\$0.0	\$1.4	\$6.0	\$7.4

Conversely, Exhibits E-5, E-6 and E-7 present economic, fiscal and bonding capacity-related findings under the assumption that 10 percent of facility attendees represent net, new visitors to the area. Economic and fiscal impacts are deemed to be greater under this scenario because more net new economic and tax collection activity can be attributed to the facility. In other words, net new visitors do more than recycle dollars into the local

economy, but have the effect of increasing its size. This enhancement is associated with more jobs, more business sales, more tax revenue and more bonding capacity.

Under the 10 percent assumption, it is estimated that the facility will support nearly 120 jobs in Maryland, \$4.6 million in labor income and \$10.8 million in business sales. Exhibit 6 indicates that this economic activity would be associated with slightly more than \$500,000 in collective tax revenues, which would jointly support bonding capacity of \$5.8 million.

Exhibit E-5: Economic Impacts, Total NSHOF-related Assuming 10 Percent are Net, New Visitors (annual, ongoing impacts)

Type of impact	Level of effect	Low attendance estimate		Midpoint attendance estimate		High attendance estimate	
		Anne Arundel County	Maryland	Anne Arundel County	Maryland	Anne Arundel County	Maryland
Labor income (millions of dollars)	Direct	\$1.1	\$1.1	\$2.4	\$2.4	\$4.0	\$4.0
	Indirect	\$0.6	\$0.6	\$1.3	\$1.4	\$2.2	\$2.3
	Induced	\$0.3	\$0.4	\$0.6	\$0.8	\$0.9	\$1.3
	Total	\$2.0	\$2.1	\$4.3	\$4.6	\$7.1	\$7.6
Business sales (millions of dollars)	Direct	\$2.4	\$2.4	\$5.3	\$5.3	\$8.8	\$8.8
	Indirect	\$1.3	\$1.4	\$3.0	\$3.2	\$5.1	\$5.3
	Induced	\$0.7	\$1.0	\$1.6	\$2.3	\$2.7	\$3.7
	Total	\$4.4	\$4.8	\$9.9	\$10.8	\$16.6	\$17.8
Jobs (full- and part-time jobs)	Direct	27	27	59	59	95	95
	Indirect	15	16	35	36	59	61
	Induced	8	11	18	24	29	39
	Total	50	54	112	119	183	195

Exhibit E-6: Fiscal Impacts, Total NSHOF-related If 10 Percent Are Net, New Visitors (annual, ongoing impacts)

Type of tax (in \$000s)	Low attendance estimate			Midpoint attendance estimate			High attendance estimate		
	Annapolis	Anne Arundel County	Maryland	Annapolis	Anne Arundel County	Maryland	Annapolis	Anne Arundel County	Maryland
Income tax	--	\$35	\$68	--	\$80	\$152	--	\$133	\$253
Sales tax	--	--	\$113	--	--	\$251	--	--	\$379
Hotel tax	\$2	\$7	--	\$5	\$14	--	\$7	\$21	--
Total	\$2	\$42	\$180	\$5	\$93	\$403	\$7	\$153	\$632

Exhibit E-7: Bonding capacity If 10 Percent Are Net, New Visitors (millions)

	Annapolis	Anne Arundel County	Maryland	Total
Low	\$0.0	\$0.5	\$2.1	\$2.6
Midpoint	\$0.1	\$1.1	\$4.6	\$5.8
High	\$0.1	\$1.8	\$7.3	\$9.1

Conclusion

The proposed new National Sailing Hall of Fame and Museum facility would cement Annapolis' reputation as a global sailing capital while leveraging the powerful demographics of America's sailing public and of Annapolis' broader region. Though the facility remains in a conceptual phase, the experience of similarly situated museums across the United States suggests that a bold and ambitious facility would serve as a vehicle to leverage major sailing events, would allow more families to participate in Annapolis' sailing-related activities, including on the water itself, would support approximately 100-120 jobs in Maryland and generate roughly \$400,000-\$500,000 in revenues collectively for the City of Annapolis, Anne Arundel County and the State of Maryland.

4.2 ALTERNATIVES ANALYSIS

Statement of Need

The National Sailing Hall of Fame (NSHOF) is creating a top level facility promoting the sport of sailing and honoring the sport's preeminent figures. NSHOF worked with Lord Cultural Resources, North America's leading museum planning firm, to create a vision for the museum. RCG Architects has created an architectural space program to support the vision and mission of NSHOF, defining the need for a 30,000 GSF facility. In addition to the enclosed area, NSHOF would require an open rooftop viewing platform and modest outdoor spaces at grade for patron amenities.

An appendix includes the architectural space program and a market study for the facility.

Site Selection and Feasibility Study



In May 2004, a group of Maryland business and sailing leaders, in cooperation with U.S. Sailing, (the governing body for sailing in the United States), the Herreshoff Maritime Museum and *Sailing World*, created the National Sailing Hall of Fame & Museum as a non-profit educational organization. Over the next year and a half, several sites in and around Annapolis were investigated as a home for the Hall of Fame. None were available. In December 2005, the Maryland Department of Natural Resources signed a Memorandum of Understanding with The National Sailing Hall of Fame to pursue a long term lease for their property at Annapolis City Dock as a site for the National Sailing Hall of Fame.

The Maryland Stadium Authority, in conjunction with the Maryland Department of Natural Resources, the City of Annapolis and the National Sailing Hall of Fame gained approval from the budget committees of the Maryland General Assembly to undertake this study. The study included the examining of site suitability, engineering, economic impact preliminary programmatic requirements and preliminary design.

The Maryland Stadium Authority contracted with a multi-disciplinary team lead by RCG Architects of Baltimore to evaluate the feasibility of building a home for NSHOF on the DNR property. This team included Lord Cultural Resources as well as civil and structural engineers, surveyors and environmental engineers.

The principal attraction of the DNR site is its central location in downtown Annapolis and its frontage on Spa Creek, including repairing rights for 530 feet of dock space between City Dock and the Naval Academy bulkhead. This unique location provides assets vital to the success of NSHOF: a highly visible and accessible site for visitors and tourists in Annapolis AND direct connection to Spa Creek, one of the nation's most storied yachting waterways. In summary, this location is emblematic of the history and lure of American sailing.

The NSHOF Board, the Maryland Stadium Authority and the RCG team met with the Maryland Historical Trust (MHT) on several occasions to review the proposed development of the DNR site and its impact on the National Historical Landmark District.

The conclusion of the site feasibility study is that the DNR property is about half as large as needed to support the NSHOF program, however, the strength of the location would make a vastly reduced facility a feasible enterprise.

Site Constraints

There are several constraints on development of the DNR property:



- The site lies within a National Historic Landmark District and the existing building is a contributing resource
- The existing building is too small for the proposed use and lacks adequate ceiling height and egress
- The building has numerous structural deficiencies for the proposed use
- The site lies within the 100 year flood plain

The site is a State-owned property that lies within the National Landmark Historical District. Federal funding is not anticipated, therefore, the MHT is the lead reviewer of any development on the property. In consultation with MHT, it appears that removal of the structure, if that path is pursued by NSHOF, will be an adverse effect.

The existing DNR building is quite small, with a buildable footprint of approximately 4400 SF. The existing structure on the property has a footprint of 1500 SF, leaving 2900 SF for any new construction. The essential building services for a public building – egress stairs, elevator, bathrooms, mechanical shafts, etc. – require about 1200 SF. The resultant land area is very small for constructing a public building and would not accommodate the NSHOF program desires.

The site lies within the 100 year flood plain and was most recently flooded during hurricane Isabel in 2003.

During the feasibility study period, the owners of the adjacent property entered into discussions with NSHOF to sell half the restaurant property, commonly known as “the porch” to NSHOF. These negotiations are ongoing and have not been finalized. The adjacent property would provide an additional 4200 SF +/-, yielding a footprint that is more appropriate for the program requirements of the NSHOF.

As stated above, the value proposition of this site – the primary reason for locating the NSHOF here – is unimpeded visual and physical access to the water and the boat basin. The DNR structure would block this access and in doing so remove the principal value of the property. The DNR building entrance and virtually all of its window face Prince George Street. The NSHOF building on this site must have its primary orientation towards Spa Creek and City Dock. The existing building does not make it possible to effectively develop the site for the NSHOF facility.

Program Requirements

The NSHOF facility will contain gallery spaces with both two dimensional and three dimensional exhibits. Some of these exhibits will be large, interactive components designed to communicate the thrill of sailing. These type of exhibits require large open floor area, high ceilings and substantial structural capacity.

Other program components that require high ceilings and large column-free spaces are the auditorium and the multi-purpose room. Spaces meeting these requirements are not possible in the existing DNR building, a modest residential structure with a low floor to floor , inadequate structure and small, cellular floor plan. The existing DNR building is not suitable for conversion to NSHOF use. Therefore, the recommendation of the RCG team is to remove the building to create a developable site.

Alternatives Considered

Several alternatives for development of the site have been studied in the context of economics and their feasibility for the proposed use.



A. Rehabilitation of existing building

The first alternative studied was rehabilitation and reuse of the existing DNR building. The existing building is a two story structure dating back to 1875. It is a wood frame building built on brick foundations over a crawl space. Built as a simple residence, the building is characterized by a low floor to floor (approximately 9') and a cellular plan of small rooms. The low ceilings of the DNR building will make running overhead services such as mechanical, lighting and fire protection extremely difficult if not impossible.

The RCG team evaluated the feasibility of re-using the DNR building for the NSHOF program. The building is far too small to accommodate the NSHOF and has numerous structural and code deficiencies. A structural report by Hope Furrer and Associates concluded that the balloon frame structure does not have the capacity to support the live loads that would be imposed if the building were converted for museum use. In addition, the building has differential foundation settlement. The structural solution to improving the bearing capacity of the framing and the foundations would effectively entail substantial demolition of the existing fabric and reconstruction with new material to achieve the bearing capacities required by code.

Converting the building to a museum changes the occupancy classification from B (business) to A-3 Assembly. The building would require two accessible means of egress (fire stairs) as well as a fire suppression system. The new NSHOF structure would need to be separated from the existing in compliance with IBC 2006.

The finished first floor elevation of the DNR building is 4.58' above sea level. During hurricane Isabel, the first floor flooded with several feet of water. The 100 year flood plain is at 7.2' above sea level. New buildings are required to have a minimum of 1' freeboard over the 100 year flood plain, establishing a floor elevation of 8.2 feet. This would require constructing new foundations (which need to be constructed anyway to correct the failure of the existing) and raising the floor level by approximately 4'. The existing floor level is approximately 18" above the sidewalk along Prince George Street; raising the building above the floor plain would radically alter the original relationship of the house to the street

The existing DNR building has no public accessibility. Even though historic structures are exempt from ADA compliance, NSHOF considers it unacceptable to have a non-accessible facility.

In consideration of the factors identified here, it has been concluded that rehabilitation of the existing structure would be far too costly to be a feasible option and would not yield space that meets the program requirements.

B. Rehabilitation and addition to existing building

As stated in Section 3 above, adding onto the existing DNR building is not a feasible proposition because of the small amount of available land area – only 2900 SF. The only possible scenario for adding onto the existing building is if the adjacent property were purchased by NSHOF. Constructing an addition would still require completed rehabilitation of the existing structure as described in section 5.A above to address deficiencies:

- a. Low floor to floor height and small rooms of the existing building do not accommodate the NSHOF program requirements
- b. Numerous structural deficiencies
- c. Location of the first floor within the floodplain
- d. Location of the building on the site blocks direct access to the water, the primary reason for locating on this property
- e. The resources required to purchase the adjacent property can only be justified if it enables the construction of the full NSHOF program
- f. Life safety and ADA deficiencies

In consideration of the cost of addressing these deficiencies plus construction of the addition in the context of the extremely limited amount of usable space that would be realized in both the addition and the existing structure, it was determined that this option is not economically feasible.

C. Removal of existing building

It is the conclusion of the RCG team that development of the site – whether it is the existing DNR parcel or an expanded parcel which includes the adjacent property – is not practical both economically or in terms of the quality and usability of the space that would be created with the existing structure in place.

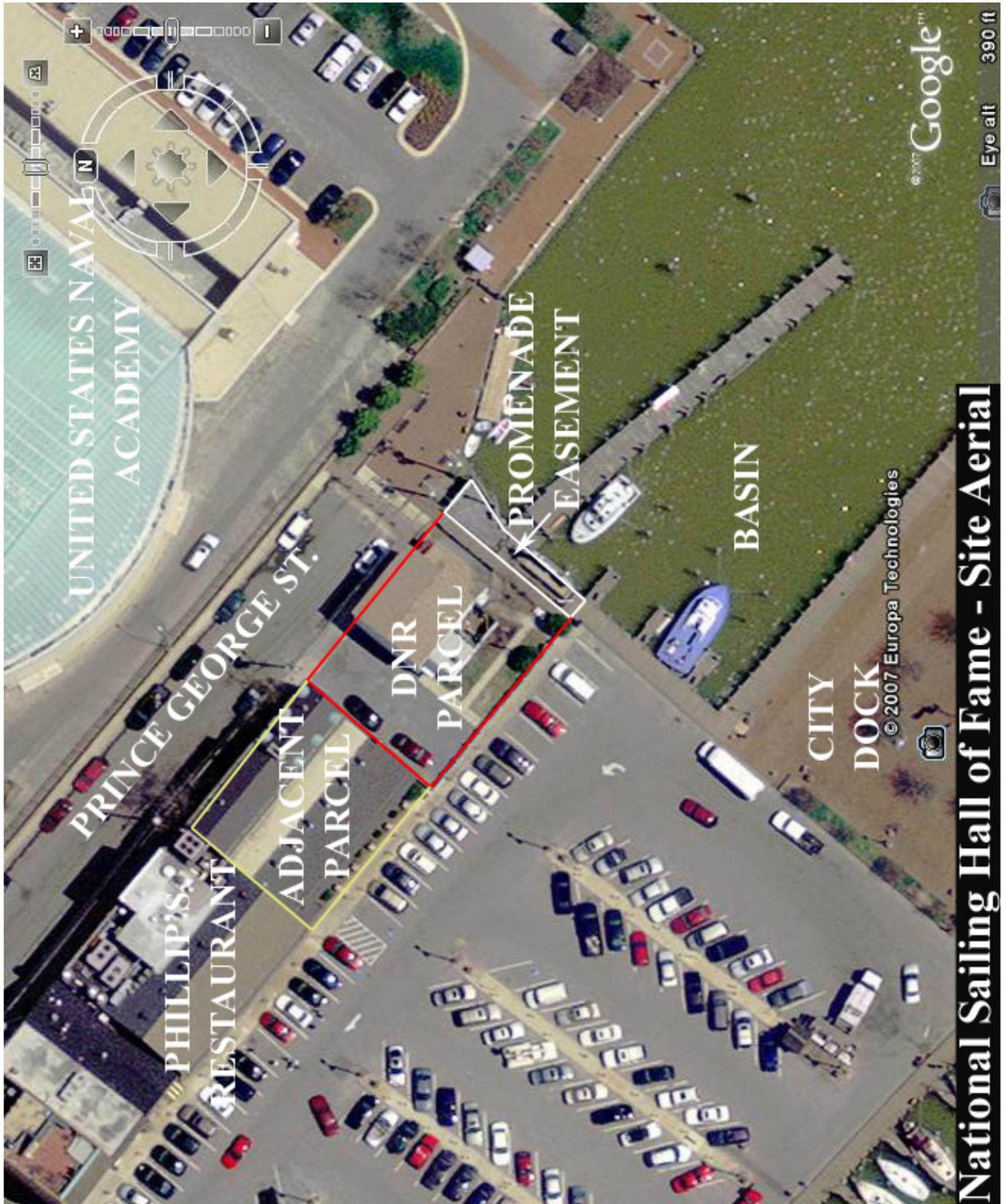
Removal of the structure would constitute an adverse effect. Mitigation would need to be resolved in consultation with the MHT and the City of Annapolis.

Conclusions

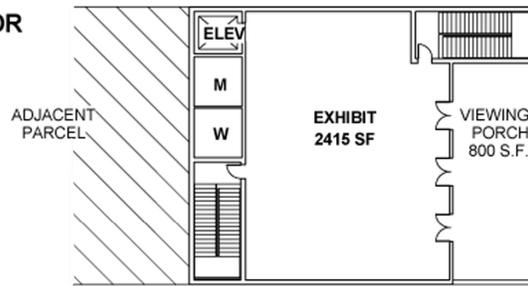
The creation of the NSHOF will provide an important and much needed cultural resource for both the City of Annapolis and the State of Maryland. As the National Sailing Hall of Fame, it will enhance the prestige of the Chesapeake as one of the nation's principal arenas for competitive sailing, and it is hoped, inspire a new generation of sailors. An economic impact study points to substantial economic impact to the City and the State. The prime location offered by the State is ideal for the facility.

It is our conclusion that the existing DNR structure needs to be removed, with appropriate mitigation measures, to allow for successful development of the site as the home for the NSHOF.

4.3 SITING AND MASSING DIAGRAMS

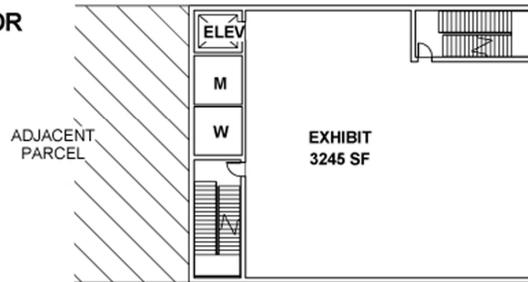


THIRD FLOOR

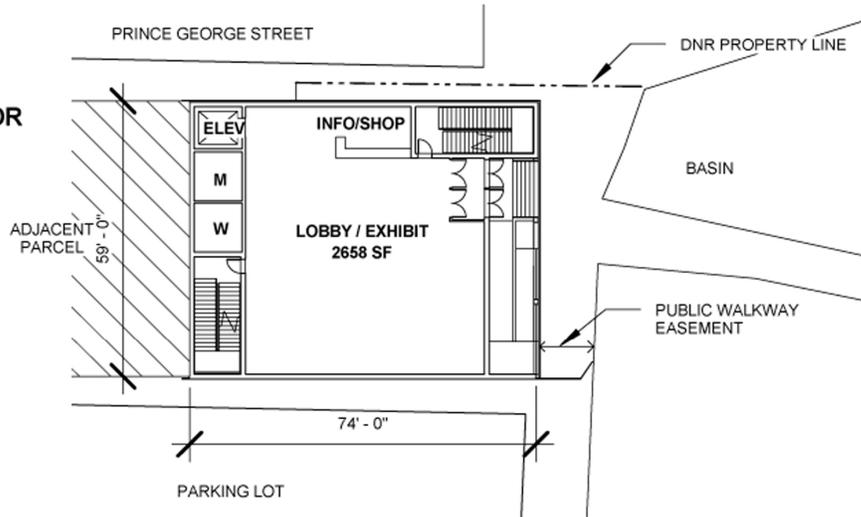


AREA SUMMARY (GSF)	
LEVEL	AREA
BASEMENT	3,932 SF
1ST FLOOR	3,932 SF
2ND FLOOR	4,429 SF
3RD FLOOR	3,565 SF
TOTAL	15,858 SF

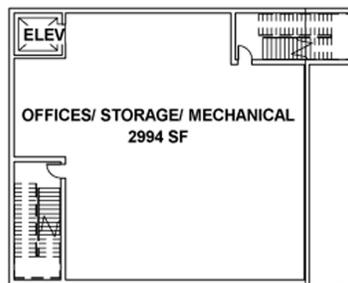
SECOND FLOOR



FIRST FLOOR



BASEMENT

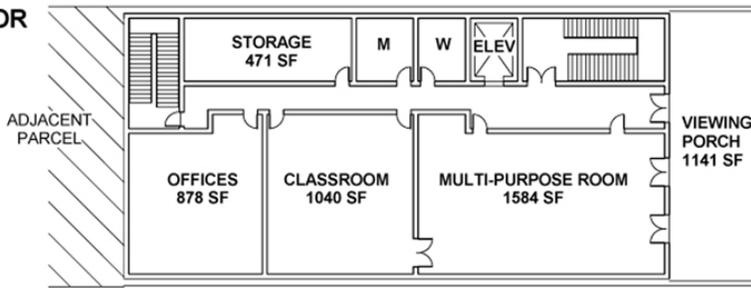


Richter
Cornbrooks
Gribble
Architects



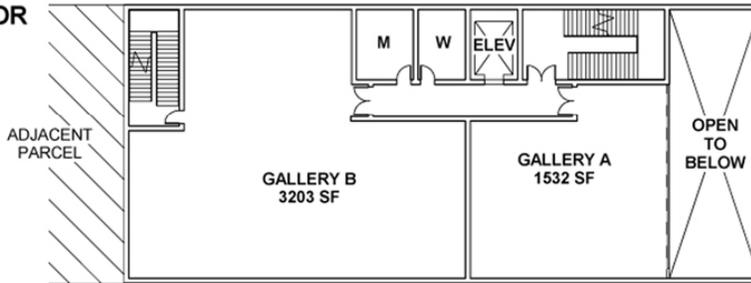
OPTION A- NEW BUILDING ON DNR SITE

THIRD FLOOR

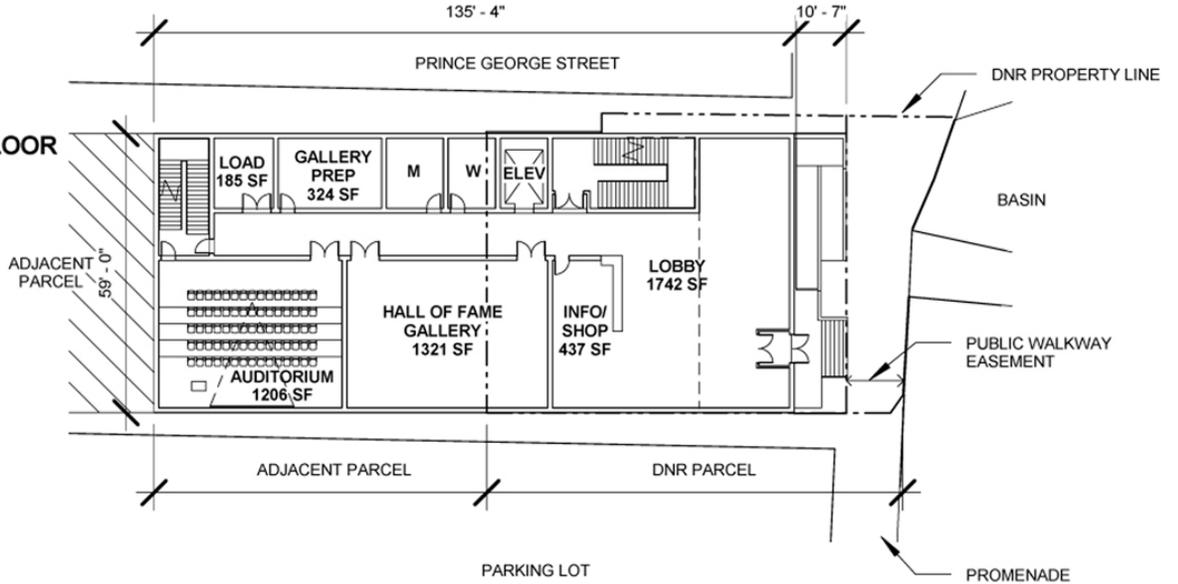


AREA SUMMARY (GSF)	
LEVEL	AREA
BASEMENT	7,970 SF
1ST FLOOR	7,970 SF
2ND FLOOR	6,789 SF
3RD FLOOR	6,444 SF
TOTAL	29,173 SF

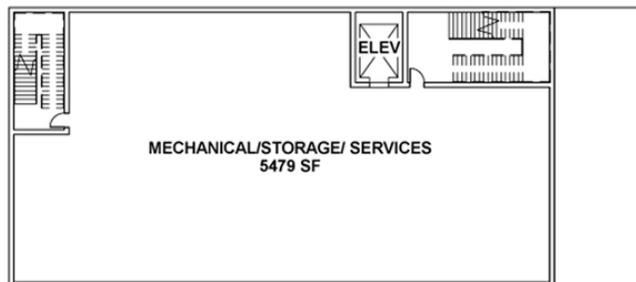
SECOND FLOOR



FIRST FLOOR



BASEMENT



Richter
Cornbrooks
Gribble
Architects



OPTION B – NEW BUILDING ON CONSOLIDATED SITE (DNR SITE + ADJACENT PARCEL)