



# Sewall-Belmont House

Feasibility Study of Potential Operating Models Under NPS Stewardship  
Washington, DC





# Executive Summary

The Sewall-Belmont House, owned and operated by the National Woman's Party (NWP), is one of the premier women's history sites in the country. Financial constraints in recent years have decreased the capacity of the NWP to preserve and interpret the site and its extensive museum and archival collections, creating the need to explore options for increased NPS (NPS) assistance. At the request of former Secretary of the Interior Ken Salazar, this study was initiated in 2013 to consider the potential of incorporating the Sewall-Belmont House as a full unit of the national park system.

This study for Sewall-Belmont House is being undertaken as a type of reconnaissance survey. Given that the criteria of national significance and suitability are already satisfied through the site's designation as an NPS affiliated area and a national historic landmark, the study focuses on selected aspects of the feasibility criterion and determination of the need for increased NPS management. A detailed "Total Cost of Facility Ownership" (TCFO) analysis and development of a range of potential operating models with associated cost projections were major elements of the study process.

## Current Conditions

The Sewall-Belmont House has been owned by the NWP since 1929 and has served as NWP headquarters since that time. Today, the NWP educates the public about the women's rights movement and uses and preserves the Sewall-Belmont House, along with its historic library and suffragist and Equal Rights Amendment archives, to tell the story of a century of activism by American women.

Since the economic downturn of 2008, the NWP has experienced challenges in raising necessary funds to operate and properly maintain the property. As a consequence, the site is currently only open to the public on a limited basis. The NPS is not currently authorized to provide additional financial assistance to the NWP after surpassing a legislated cap set in 1988, a loss of roughly \$100,000 in annual funding.

A recent condition assessment determined that the house itself is largely in good condition. However, without attending to deferred preservation maintenance needs in the near future, the condition of the structure is likely to deteriorate. Of particular concern is protection of the portion of the NWP collection stored in the library on the first floor of the house; the library is not climate-controlled and lacks a fire-suppression system.

## Total Cost of Facility Ownership

The TCFO analysis completed for the Sewall-Belmont House estimates roughly \$1.3 million in immediate repair and replacement needs. Excluding immediate needs, the analysis estimated the total annual cost to be \$182,000, averaged over 50 years of total projected facilities costs. Of that amount, it is assumed project funding would finance \$93,000. The remaining \$89,000 is categorized as preventative maintenance and facility operations costs, assumed to be covered by annual NPS base funding.

## Potential Operating Models

This study explores three potential models for operating the Sewall-Belmont House with an increase in NPS management, assuming federal ownership and designation as an NPS unit administered by the National Mall and Memorial Parks (NAMA). Each operating model would require an increase in NAMA base funding to accommodate the additional operations and maintenance needs, as well as the long-term commitment to cyclic and facility maintenance activities.

Model 1, where the NPS takes on the greatest management role and staffing commitment, is projected to cost the bureau \$636,000 annually. In contrast, in Model 3 the NWP continues most operations and maintenance with increased NPS financial assistance totaling \$312,000 annually.

Model 2 presents two variations of an option in which the NPS and the NWP jointly operate the site. This model is probably the most feasible given a balanced distribution of responsibilities between the two entities and the comparably moderate annual cost to the NPS, at \$511,000 for Model 2a and \$445,000 for Model 2b. These variations, particularly Model 2a, are the preference of the NWP, which sees the responsibilities required of the NWP most in line with its capacity and mission.

## Significance and Suitability

The national significance of Sewall-Belmont House was formally recognized through its designation as a national historic landmark, national historic site and NPS affiliated area in 1974. These designations also demonstrate that the site is suitable for inclusion in the national park system. The Sewall-Belmont House would help fill identified gaps in the system by increasing representation of the 20th century women's rights movement and strengthening the overall interpretation of women's history.

## Feasibility

It would appear all three operating models explored are feasible options to overcome current financial constraints and resource threats under NWP management. While total annual costs in the models are significantly higher than the annual funding previously received from the NPS, the projections are on the low end of costs for comparable NPS units. The partnership developed between the National Mall and Memorial Parks and the NWP demonstrates efficiencies that keep costs relatively low, leveraging the skills and expertise of both organizations. The site's proximity to other NAMA sites adds to this efficiency, keeping costs associated with transportation, law enforcement, and general administration minimal.

## Need for NPS Management

Although the Sewall-Belmont House has benefited from federal assistance over recent years, a significant backlog in maintenance and preservation needs remains. In both FY 2012 and FY 2013, NWP spending outstripped fundraising, and fundraising trends are not expected to reverse in the near future. Changes in NWP organizational structure and subsequent financial constraints make it clear that additional assistance is necessary to preserve and interpret the site at the standard at which it was legislated to be managed.

The need for NPS assistance has been previously formalized through affiliated area status and a long-standing partnership with the NPS. This legislated partnership, in addition to complementary expertise, puts the NPS in a position to best manage the site. However, what needs to be determined is the level of NPS support that is most appropriate and sustainable over time.

## Conclusion

The findings of this study indicate that there is a range of potential operating models that are feasible solutions to overcome financial constraints and resource threats under current NWP management. The national significance and suitability of the site is confirmed, and there appears to be strong justification for a need for additional direct NPS management. The two variations of Model 2 are probably the most achievable given partner support, a balanced distribution of management responsibilities, and comparably moderate costs.

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# Chapter 1: Introduction and Study Process

At the request of former Secretary of the Interior Ken Salazar, this NPS study was initiated in 2013 to consider the potential of incorporating the Sewall-Belmont House in Washington, DC as a full unit of the national park system. The Sewall-Belmont House National Historic Site, known as the Sewall-Belmont House and Museum, is owned and operated by the National Woman's Party (NWP). It is one of the premier women's history sites in the country, housing archives and a collection of women's suffrage and equal rights movement artifacts. Financial constraints in recent years have decreased capacity of the NWP to preserve and interpret the site and its extensive library and museum collection, creating the need to explore potential options for increased NPS assistance.

Given the status of the site as a national historic landmark and an affiliated area of the national park system, this study effort is focusing on aspects of feasibility of and need for increased NPS management. The study evaluates the feasibility of a range of potential operating models, all with increased NPS involvement that allows for continued collaboration with the NWP. The NPS Park Planning and Special Studies Program and the National Capital Region Park Planning Program coordinated the study, with assistance from the NPS Facilities Management Division and the Business Management Group. The study includes a Total Cost of Facility Ownership analysis and detailed cost projections of potential upfront and annual operating costs to the NPS.

## Background

This study of the Sewall-Belmont House National Historic Site was conducted by the NPS at the request of former Secretary of the Interior Ken Salazar. Upon visiting the site in September 2012 and being briefed on the site's reduced capacity for providing visitor services and assuring resource protection, Secretary Salazar broached the idea of designating the Sewall-Belmont House as a full unit of the national park system. He recognized that the site represents an important watershed in US women's history and believed its formal designation as a unit of the national park system would support objective 1 of the *A Call to Action* NPS Centennial Initiative: Fill in the Blanks – identify a national system of parks and protected sites that fully represents our natural resources and the nation's cultural experience. In November 2012 at the National Leadership Council meeting, Secretary Salazar formally requested that the NPS study the matter and spoke with key staff on a provisional approach to the study.

In December 2012 Secretary Salazar convened a workshop entitled “Telling the Whole Story: Women and the Making of the United States,” kicking off a larger initiative on women's history that he had recently introduced. The workshop, co-hosted by the NPS and the National Collaborative for Women's History Sites, was held at the Sewall-Belmont House. It was discussed at the workshop that making the Sewall-Belmont House a full NPS unit would help fulfill two goals of the new initiative: adding to the relatively few standalone NPS women's history sites; and strengthening the overall interpretation of women's history within the national park system.<sup>1</sup>

In January 2013, a meeting between Peggy O'Dell, NPS Deputy Director for Operations; Stephanie Toothman, NPS Associate Director for Cultural Resources, Partnerships, and Science; Melissa Konigsberg, Department of the Interior (DOI), Chief of Staff for the Assistant Secretary of Fish and Wildlife and Parks; and former Secretary Salazar. At that time, the NPS committed to undertaking this study to consider the designation the Sewall-Belmont House as a full NPS unit, with the possibility of including the Sewall-Belmont House among the sites and monuments administered by the National Mall and Memorial Parks (NAMA). Also at the request of the Secretary, the administrative responsibility for the NPS-Sewall-Belmont House agreement was moved in January 2013 from National Capital Parks East to the National Mall and Memorial Parks.

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1 <http://www.nps.gov/heritageinitiatives/tellingthewholestory/>

As meetings advanced between NPS staff and the NWP, it became clear that financial constraints in recent years have put into jeopardy the sustainability of operating and preserving the site's resources. Close involvement of NWP staff throughout the study process has helped ensure development of collaborative operating models between the NPS and the National Woman's Party that cater to the strengths, as well as the constraints, of each organization.

The Sewall-Belmont House, located at 144 Constitution Avenue, NE in the District of Columbia, is also known as the Sewall-Belmont House and Museum. With Alva Belmont's consent, the NWP purchased the property in 1929 to serve as its headquarters. After playing a significant role in the state-by-state ratification of the 19th Amendment to the US Constitution securing women's voting rights, the NWP turned its attention to the Equal Rights Amendment (ERA) and other issues associated with women's rights. Historically the NWP functioned as stewards of the Sewall-Belmont House and the NWP's substantial archival and museum collections, while continuing to engage in political advocacy as a 501(c)4 organization. In the late 1990s the NWP refocused their organizational mission to emphasize the preservation and interpretation of the Sewall-Belmont House and educational outreach. At that time the NWP changed its tax status to 501(c)3.

In 1974 Congress passed a bill to restore the Sewall-Belmont House and Museum, designating it a national historic site, and authorizing a cooperative agreement between the NWP and the Secretary of the Interior for restoration, maintenance, and interpretation of the museum by the NPS.<sup>2</sup> Also in 1974, the Secretary of the Interior designated the property as a national historic landmark. The NWP has received limited operating funds through the NPS operating budget (ONPS) through the National Mall and Memorial Parks, approximately \$100,000 annually over recent years, and has been successful in obtaining additional statutory aid to fund specific preservation and universal accessibility projects and the installation of interpretive exhibits.

Since the economic downturn of 2008, the NWP has experienced many challenges in raising the necessary funds to operate the museum and ensure the regular maintenance required to preserve the Sewall-Belmont House for future generations. As a consequence, the site is currently only open to the public on a limited basis. The hours of operation have been significantly reduced. Visits to the house and museum are now only possible by appointment, as has been the case with use of the organization's library collection.

The Sewall-Belmont House itself is largely in good condition but continues to present issues typical of historic structures, as described in further detail in the following chapter. The house is a residential structure with its origins in the early 19th century and with major reconstruction soon thereafter; a series of major additions and renovations were undertaken well into the mid-part of the 20th century. According to a recent condition assessment survey completed on the site, most of the interior building features and components are in relatively good condition. However, without attending to deferred preservation maintenance needs in the near future, the condition of the structure is likely to deteriorate.<sup>3</sup>

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2 . P.L. 93-486, October 26, 1974 (included in appendix)

3 . HPTC Abbreviated Structural Assessment Report, 2014

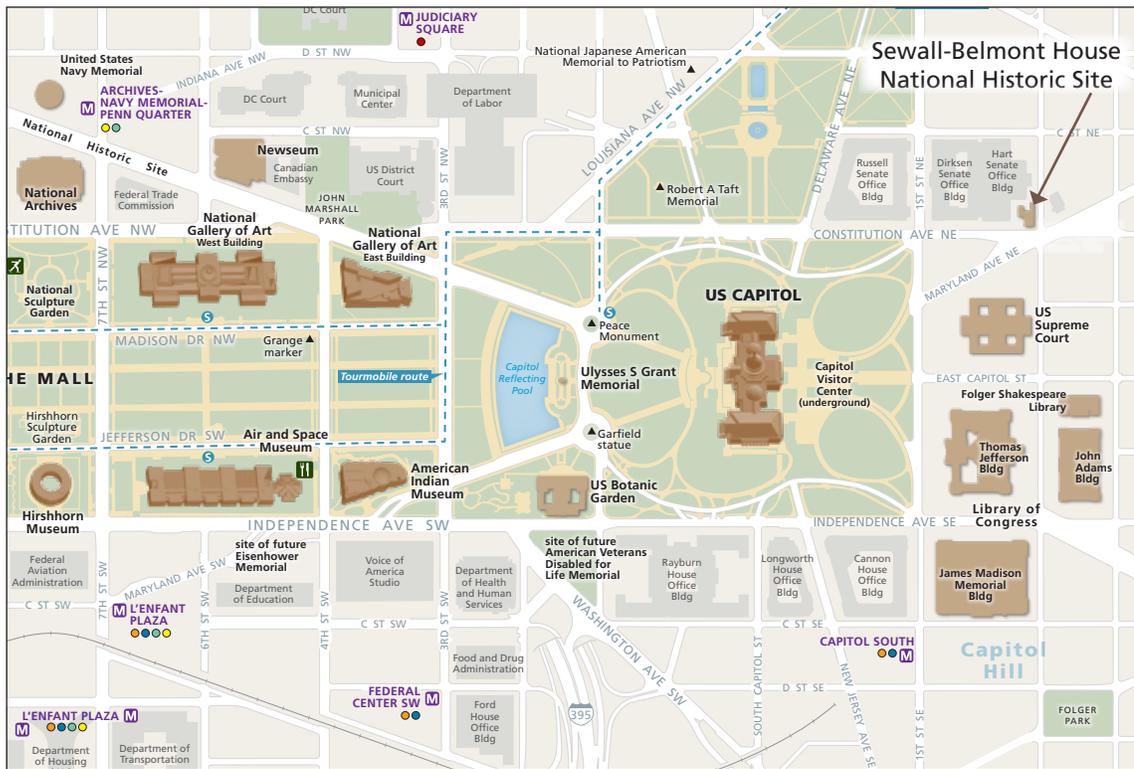


FIGURE 1. SEWALL-BELMONT HOUSE LOCATION MAP – WASHINGTON, DC

## Overview of Site History

The Sewall-Belmont House, built ca. 1800 for Robert Sewall in the newly formed city of Washington, has been home to the NWP since 1929. Sewall's brick federal-period town house, with its center hall Georgian floor plan, is one of the oldest standing residences on Capitol Hill and includes a kitchen wing that predates the main structure. Coinciding with the completion of the house was Robert Sewall's inheritance of the family's tobacco plantation in Maryland. He chose to live at the latter. Sewall rented his town house to Albert Gallatin, the fourth and longest-serving Secretary of the Treasury. While living here, Gallatin transacted the negotiations that led to the Louisiana Purchase.

The house was a witness to the only resistance to the British invasion of Washington, DC, during the War of 1812. During the British invasion of the city on August 24, 1814, American soldiers occupying the house fired shots at the British. In retaliation, the British burned the house. By 1820, Sewall had the house rebuilt. (Source: CRM No. 2 – 1999, pp.38-39)

The house remained in the Sewall family until 1922. Robert Sewall's granddaughters, Ellen and Susan Dangerfield and Susan's husband, John Strode Barbour, a senator from Virginia, were probably the first of the Sewall line to occupy the house as their primary residence. Such use compelled them to make changes to it during the late 19th century. Following the death of Ellen Dangerfield in 1912, the house stood empty and fell into disrepair. Renovations began in 1922 when it was acquired by Vermont Senator Porter Dale.

Purchased in 1929 to serve as headquarters for the NWP, the Sewall-Belmont House became the staging ground in the party's lobby for an equal rights amendment. The NWP was formed in 1917 by Alice Paul to address the issue of women's suffrage and to provide the National American Woman Suffrage Association with a Washington-based presence.



*Sewall-Belmont House circa 1929 (NWP photo)*

Paul, a social worker with a doctoral degree, is credited as being the most prominent figure in the final phase of the battle for a constitutional amendment granting women the right to vote. Her innovative techniques and dynamic personality revitalized the movement, and eventually persuaded Capitol Hill law makers to pass the Susan B. Anthony Amendment guaranteeing women's suffrage. Under Paul's continued leadership, the party then turned its attention toward the larger issue of complete equality of the sexes under the law.

From this house, Alice Paul authored the Equal Rights Amendment and led the fight for the ERA passage in Congress. While the site has other historic relevance and significance, it was Paul's leadership in suffrage and equal rights activities, and the associated work of the NWP, that were recognized in the designation of the property as a national historic landmark in 1974. At the time, it was the only site in the United States dedicated to the contemporary women's movement.

As the only extant structure associated with the NWP, the Sewall-Belmont House continues to serve as NWP headquarters, as well as a museum and research library. In 1974, it was designated a national historic landmark for its historical connections to Alice Paul and the Women's Movement. Also in 1974 Congress enacted legislation creating the Sewall-Belmont House National Historic Site, an affiliated area of the national park system.<sup>4</sup>

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4. CFR Public Law 93-486; 88 Stat. 1463; Title II; Sec. 202; October 26, 1974

## History of the National Woman's Party

*(Taken from the Sewall-Belmont House and Museum website:  
<http://www.sewallbelmont.org/learn/national-womans-party/>)*

### *The Suffrage Era*

Alice Paul was a well-educated Quaker woman working and studying in England in 1907 when she became interested in the issue of women's suffrage. She met Emmeline Pankhurst and her daughters, Christabel and Sylvia, who were causing controversy throughout England with their militant tactics to secure the vote for women. Paul's participation in meetings, demonstrations, and depositions to Parliament led to multiple arrests, hunger strikes, and force-feedings.

She returned to the United States in 1910 and, after completing a PhD in Economics at the University of Pennsylvania in 1912, turned her attention to the American suffrage movement. After the deaths of the two great icons of the movement—Elizabeth Cady Stanton in 1902 and Susan B. Anthony in 1906—the suffrage movement was languishing, lacking focus and support under conservative suffrage organizations that were concentrating only on state suffrage. Paul believed that the movement needed to focus on the passage of a federal suffrage amendment to the US Constitution. After joining the National American Woman Suffrage Association (NAWSA) and assuming leadership of its Congressional Committee in Washington, DC, Paul created a larger organization, the Congressional Union for Woman Suffrage. Paul's tactics were seen as too extreme for NAWSA's leadership and the Congressional Union split from NAWSA in 1914.



*Factory workers picket for Suffrage, 1917 (NWP photo)*

In 1916, the Congressional Union formed the Woman's Party, composed of the enfranchised members of the Congressional Union. In 1917, the two organizations formally merged to form the NWP. From the Pankhursts, Paul adopted the philosophy to "hold the party in power responsible." The NWP would withhold its support from the existing political parties until women had gained the right to vote and "punish" those parties in power who did not support suffrage. Under her leadership, the NWP targeted Congress and the White House through a revolutionary strategy of sustained dramatic, nonviolent protest. The colorful, spirited suffrage marches, the suffrage songs, the violence the women faced (they were physically attacked and their banners were torn from their hands), the daily pickets and arrests at the White House, the hunger strikes which resulted in forced feedings and brutal prison conditions, the national speaking tours and newspaper headlines—all created enormous public support for suffrage.

### *The Equal Rights Amendment Campaign*

In 1920, the 72-year struggle ended with the ratification of the 19th Amendment, the "Susan B. Anthony" Amendment, granting women the vote. Paul believed that the vote was just the first step in women's quest for full equality. In 1922, she reorganized the NWP with the goal of eliminating all discrimination against women. In 1923 Paul wrote the Equal Rights Amendment (ERA), also known as the Lucretia Mott Amendment, and launched what would be for her a life-long campaign to win full equality for women. The current version of the ERA reads: "Equality of rights under the law shall not be denied or abridged by the United States on account of sex." Congress passed the ERA in 1972 but remains three states short of ratification today. For over fifty years, the ERA has been introduced in every session of Congress.



*Alice Paul unfurls the Ratification Banner, 1920 (NWP photo)*

### ***International Women's Rights***

In addition to working on issues affecting American women, the NWP was extensively involved in the international women's rights movement beginning in the early 1920s. In 1928, the NWP assisted in the establishment of the Inter-American Commission of Women (IACW), which served as an advisory and policy-planning unit on women's issues for what is now the Organization of American States. The NWP sought equality measures for women at the League of Nations through Equal Rights International and the International Labor Organization. The Party also provided assistance to Puerto Rican and Cuban women in their suffrage campaigns. In 1938, Alice Paul founded the World Woman's Party, which until 1954 served as the NWP's international organization. In 1945, Paul was instrumental in the incorporation of language regarding women's equality in the United Nations Charter and in the establishment of a permanent UN Commission on the Status of Women.

### ***The National Woman's Party Today***

The political strategies and tactics of Alice Paul and the NWP became a blueprint for civil-rights organizations and activities throughout the twentieth century. The NWP ceased to be a lobbying organization and became a 501(c)3 educational organization in 1997. Today, the NWP seeks to educate the public about the women's rights movement and to use and preserve the Sewall-Belmont House, with its outstanding historic library and suffragist and ERA archives, to tell the inspiring story of a century of courageous activism by American women.

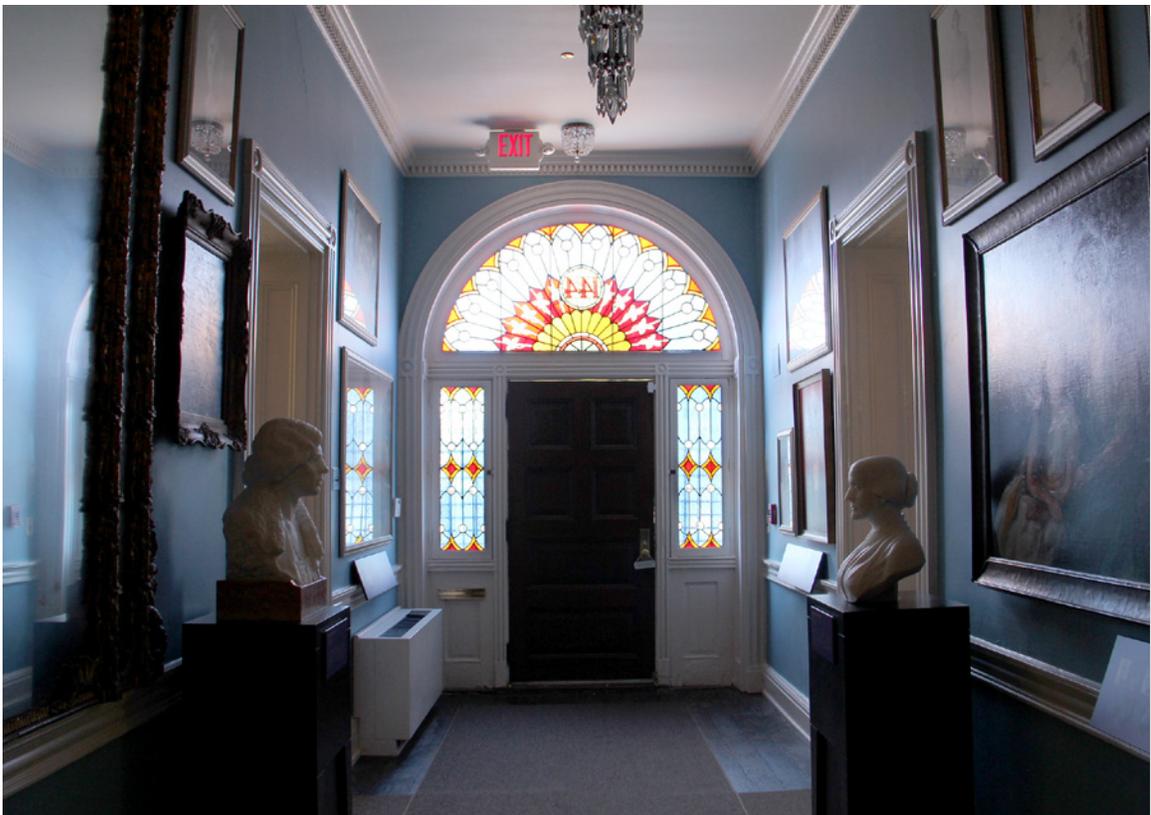
## Evaluation Criteria and Scope of Study

Several laws outline criteria for potential units of the national park system. To be eligible for favorable consideration as a unit of the NPS, a proposed addition to the national park system must (1) possess nationally significant natural or cultural resources; (2) be a suitable addition to the system; (3) be a feasible addition to the system; and (4) require direct NPS management instead of alternative protection by other public agencies or the private sector. These criteria are designed to ensure that the national park system includes only the most outstanding examples of the nation's natural and cultural resources. They also recognize that there are other alternatives, short of designation as a unit of the national park system, for preserving the nation's outstanding resources.

An area or resource may be considered nationally significant if it is an outstanding example of a particular type of resource; possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage; offers superlative opportunities for public enjoyment or for scientific study; and retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource. If a reconnaissance survey concludes that a resource is not likely to meet the national significance criterion, the other criteria below are not normally addressed in the survey.

An area may be considered suitable for potential addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the system or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector.

To be feasible as a new unit of the national park system, an area must be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond its boundaries), and be capable of efficient administration by the NPS at a reasonable cost.



*Sewall-Belmont House entry hallway (NPS photo)*

The two typical study processes for evaluating potential new NPS units are a special resource study or a reconnaissance survey. A special resource study requires congressional authorization and evaluates a study area based on the four eligibility criteria (national significance, suitability, feasibility and need for NPS management). This study effort is a type of reconnaissance survey—a preliminary resource assessment to determine the likelihood of meeting the above criteria and whether a special resource study is warranted.

Given the status of the site as a national historic landmark and an affiliated area of the national park system, this study effort is focusing on aspects of feasibility of and need for increased NPS management. This study evaluates the feasibility of a range of potential operating models with increased NPS involvement that still allow for continued coordinated management with the NWP.

The objectives of this study are to

- evaluate the need for additional NPS support of Sewall-Belmont House
- evaluate the feasibility of NPS management if the property was to be designated as a unit of the national park system
- evaluate potential operating models that continue NPS-NWP partnership
- evaluate up-front investment needs and ongoing operating costs required for operating under NPS standards, to understand potential impacts on NAMA administration and operation

The study process involved close collaboration across various NPS programs. The Washington Park Planning and Special Studies Division and National Capital Regional Office planning program undertook overall coordination and development of the study document. NAMA staff were closely involved throughout in reviews and consultation. The NPS Historic Preservation Training Center (HPTC) provided an “Abbreviated Condition Assessment Report” that recorded the results of a site inspection and assessment, and developed recommended treatment protocols. Information from this effort was then used in conducting a “Total Cost of Facility Ownership” (TCFO) analysis, which provided detailed cost projections associated with short- and long-term facility and maintenance needs. The NPS Business Management Group reviewed current operations and, based on case studies of sites with similar resources, laid out a range of potential operating models with comprehensive cost projections based on TCFO calculations.



*Sewall-Belmont House door hardware (NPS photo)*

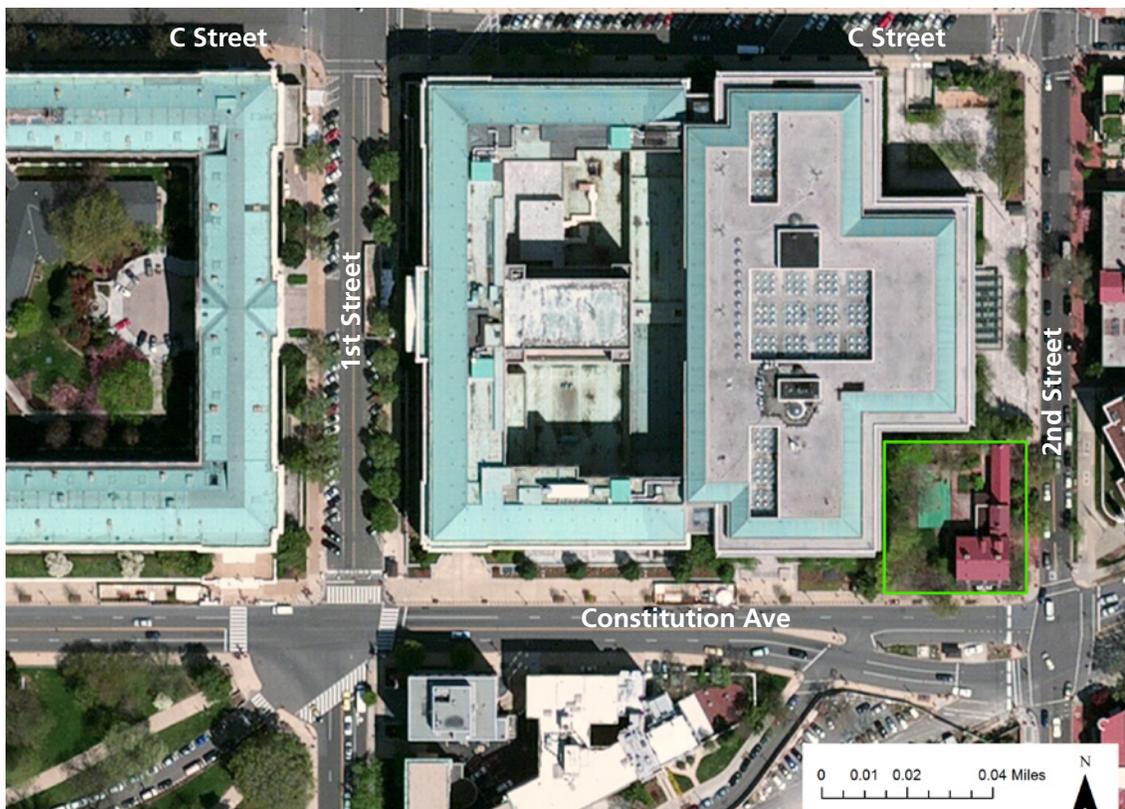
## Chapter 2: Physical Description and Condition of the Property

This study has benefited from a more thorough analysis of the structural condition and needs than is typical for a reconnaissance survey. In addition to the assessment and analysis specifically done for the study, the site itself has extensive records and documentation of past condition evaluations. While not all of this information is up to date or currently available in a typical NPS format, it has added significant value to this study.

As mentioned in the previous chapter, the Historic Preservation Training Center conducted an abbreviated condition assessment report in August 2014 that provided a site inspection and assessment, and recommended treatments. Through this report, the center helped inventory and organize previous site evaluations. Information from the HPTC report was then used to conduct a TCFO analysis, which gave detailed cost projections associated with short- and long-term facility and maintenance needs. Findings from the TCFO analysis are presented in chapter 4.

### Location and Boundaries

The Sewall-Belmont House is at 144 Constitution Avenue, NE, Washington, DC, on a 15,017-square-foot (approximately one-third of an acre) parcel on the northwest corner of Constitution Avenue and 2nd Street NE. The property adjoins the Capitol Grounds and immediately abuts the Hart Senate Office Building. Exterior improvements on the northeast corner of the Sewall-Belmont House, including a stairway, handicapped accessible lift, and a ramp, are located on the adjoining Capitol Grounds property (approximately 400 square feet). A licensing agreement permitting the use of the adjoining property by the National Woman's Party in perpetuity was approved by the Architect of the Capitol in September 2010.



*Aerial view of Sewall-Belmont House and boundary in lower right corner (NPS map)*

The Sewall-Belmont House has both an interior and exterior conservation easement and is required to receive pre-approval from the District of Columbia State Historic Preservation Office, the US Commission of Fine Arts, and the NPS for any alterations made to the exterior or interior of the house.

The Sewall-Belmont House property is located within the security perimeter of the US Capitol and because of this, the museum is required to consult with and receive approval from the Architect of the Capitol for major activities as well as vendor deliveries. A small area of land on the northeast corner of the building, on which the entrance ramp and lift are located, is owned by the US government under the management of the Architect of the Capitol. The Architect of the Capitol licensed this land to the NWP in perpetuity in 2010.

The sidewalks that adjoin the property are owned by the District of Columbia. Snow removal and other regular maintenance and custodial activities are expected to be undertaken by the adjoining property owners. Major repairs remain the responsibility of the District of Columbia.

The property is located within the Commission of Fine Arts jurisdiction area and the Capitol Hill Historic District.



*Sewall-Belmont House exterior from Constitution Avenue (Photo by HPTC, 08/14)*

### ***Transportation and Parking***

Located in downtown Washington, DC, just steps from the US Capitol Building and Supreme Court, the Sewall-Belmont House is within walking distance of many of the city's major tourist destinations. Although parking options are somewhat limited, the site is easily accessible by various modes of public transportation.

On weekdays, limited street parking is available in the surrounding neighborhood. On weekends and pending access, the Senate parking lot is available (entrance at intersection of 2nd Street and C Street, NE). Lot parking for cars/buses is available at Union Station. The Sewall-Belmont House is about a 10 to 15 minute walk from two subway (Metro) stations – Union Station Metro (red line) or the Capitol South Metro (blue and orange lines). Union Station is also a regional train hub served by Amtrak, Maryland Area Regional Commuter and Virginia Railway Express commuter rail services, as well as local bus routes. A Capital Bikeshare station is located a few blocks away at the corner of 4th and East Capitol Street NE.

## Site Facilities

### *Structure*

The property was originally developed by the Sewall family of Maryland at the turn of the 19th century. Visible on the property today is the main house as it was rebuilt by the Sewall family in 1820 after having been destroyed by fire in 1814. Several additions made by subsequent generations of the family and other property owners throughout the 19th and 20th centuries are also evident. As a result, the Sewall-Belmont House is not representative of any single style of architecture. In the national register nomination form prepared in 1973 by Carol Ann Poh, the structure is described as follows:

As it appears today, the main house is rectangular, two and one-half stories high on a raised basement, and is joined at the northeast corner to the kitchen (one and ½ stories) and the stable (one-story). A single-story 20th-century addition with a terrace projects from the west side of the kitchen. Most of the details of the red brick home date from the late 19th and early 20th centuries, and so the exterior now appears as a mixture of architectural elements. The principal façade, of Flemish bond, is three bays across with a central portal. The front door features both sidelights and a very fine peacock fanlight under a molded arch with keystone. Paired stairs lead up to the central entrance and flank a round-arched doorway which allows access to the basement. This elaborate approach, a la pedestals and urns, was probably added in 1900.

Large windows on the first two floors of the façade are divided into three panel, each separated by mullions. The windows feature stone lintels with a decorative circle motif at the corners. A mansard roof was added in the late 19th century, as were the three wooden dormers with triangular pediments. Both the first and second floors have a central hall plan with two rooms on either side, and there are four additional chambers on the third floor.



*Library with plaster repair needs (Photo by HPTC, 08/14)*

An August 2011 earthquake may have damaged some of the building's stairwells, walls, and chimneys; however, as will be described below, the building is primarily in good structural condition. A notable exception to this is the library (historic carriage house), situated north of the residence connected to the kitchen wing by a masonry breezeway, the primary storage location of the library collection. In addition to climate control and fire suppression needs, the library has significant interior plaster damage in need of repair. (Insert library photo)

### *Systems*

With funds provided by Congress in 2010, the Sewall-Belmont House undertook a number of systems improvements to address life safety issues as well as other critical operational infrastructure. Life safety improvements included a new fire sprinkler system in the main house (basement, first floor including the enclosed terrace and kitchen wing, second floor, and third floor) and upgrades to the existing outdated fire alarm system. The library was not included in this particular installation as its requirements are different from other parts of the building.

An automated sprinkler system including a wet pipe system was installed throughout the four levels of the structure with the exception of the terrace and the collections storage area where a dry pipe system was run. No sprinkler system was installed in the library, pending further studies. The outdated fire alarm and detection system that included manual pull stations was replaced, and concealed sprinkler heads and wall enclosures for fire detections and alarm systems were installed. Providing a fire detection / fire suppression system in the library continues to be a priority.

A fire line connected to the DCWater water main was installed to feed the new sprinkler system. Critical repairs were made to the existing exterior brick staircase and the two existing fire escapes, bringing them up to code and ensuring that there were at least two means of egress from the structure. A combination of upgrades and new hardware and software were applied to the museum's technology infrastructure, including the addition of five computer workstations, a server, and new operating software.



*Sewall-Belmont House terrace and garden (NPS photo)*



*2<sup>nd</sup> Street entrance with accessible elevator (Photo by HPTC, 08/14)*

### ***Terraces and Garden***

An interior terrace extends from the rear of the main building, opening out onto an exterior terrace and garden. While there are historic elements of the garden and interior terrace, neither the interior nor exterior terrace is considered part of the historic structure. An event tent is set up seasonally over a large portion of the exterior terrace. All of these spaces are rented out for a variety of events, with the capacity for a size of event ranging from 30 to more than 200 guests.

A cultural landscape report would provide strategies to better manage this area of the property. The current master plan recommends thinning out existing plantings and removing inappropriate species and trees in fair to poor condition. There are some drainage issues present in the terrace and garden, which also need further investigation.

### ***Accessibility***

The 2010 congressional funding also enabled the NWP to make the necessary improvements to achieve 80% compliance with Americans with Disabilities Act (ADA) accessibility guidelines to the interpretive space of the museum (including the library, first floor, terrace, and garden). This was accomplished by adding an exterior lift, a brick walk and ramp, as well as an interior lift. The remaining 20% of the house is accessible through web-based materials and digital enhancements onsite.

### ***Overview of Recent Condition Assessment***

The August 2014 abbreviated condition assessment report completed by Historic Preservation Training Center found that overall, Sewall-Belmont House's structure is relatively sound and has been well maintained under NWP management. A number of significant preservation priorities have recently been addressed. The roof over the library was replaced around 2008. Renovations in 2010 included the selective demolition of modern finishes and lighting, replacement of carpet, drywall ceilings and walls, and lighting and wood trim in the basement programming space and second floor exhibit space. On the ground floor, the 2010 work included the removal and replacement of interior wall, floor and ceiling finishes, and removal and replacement of light fixtures, switches, and receptacle faceplates.



*Examples of windows in need of repair (Photo by HPTC, 08/14)*

As documented in the environmental improvements plan, completed for Sewall-Belmont House in 2011, the building has received the highest level of stewardship possible since the late 1990s when the NWP received a \$500,000 federal “Save America’s Treasures” challenge grant to support the restoration of the Sewall-Belmont House. The environmental improvements plan together with the 2006 master plan reveal a series of improvement projects from 2001 through 2012 to repair, maintain, preserve, and restore features and aspects of the national historic landmark structure. The most recent project work was the life safety, accessibility and ground floor renovations project, which went from November 2010 through September 2011. Work included fire and life safety upgrades, universal accessibility improvements (including two ramps, an external lift, an internal lift, and a renovated brick walkway), and physical improvements to the basement programming spaces to enhance visitor experiences.

The building features were assessed using qualitative condition ratings (good, fair, or poor). Many building features and components are now in good or fair condition as a result of the 2010–2011 project. Other features of the building were repaired, preserved, or restored between 2001 and 2004 during the phase I renovations and phase II exterior restoration projects. Work continued in 2003 and 2004 with reinforcement of the attic floor, installation of the first accessible bathroom, and the replacement of the slate mansard roof on the south elevation of the house.

Despite these efforts, a number of preservation needs continue to persist for both the interior and exterior of the structure. As part of the abbreviated condition assessment report, the Historic Preservation Training Center recommends prioritization of the following needs to address features and components categorized in poor condition: chimney repairs (related to possible earthquake damage); gutter repairs (east elevation); terrace roof repairs; window repair; heating, ventilation, and air conditioning (HVAC) system upgrades (notably for the library); vent chimneys; interior plaster finishes in library; and foundation drainage. The abbreviated condition assessment report also recommends a substantial list of additional priorities to address features and components in fair condition, as well as other maintenance deficiencies.

As mentioned previously, the library is the subject (or location) of several immediate needs, including installation of a fire suppression system, updated HVAC system, and ceiling plaster repairs. The report suggests a treatment plan is needed for the library to help develop a strategy for the various needs, including planning for interim collection storage while work is being completed.

While the findings from the abbreviated condition assessment report have informed this study and completion of the related TCFO report, a comprehensive condition assessment from the Historic Preservation Training Center is recommended. This would allow for further investigation and additional detail (including cost estimates) that would help manage priorities. The full August 2014 condition assessment report is included in the appendix.

## The National Woman's Party Collection

The National Woman's Party collection<sup>5</sup> is composed of extensive library, archival, and museum holdings. The collection documents the history, strategies, tactics, and accomplishments of the women's movement that helped to secure women's suffrage and the push for the Equal Rights Amendment.

The centerpiece of the Sewall-Belmont holdings is the library collection, which is widely regarded as one of the finest feminist libraries in the world. The collection was established in November 1941 as the Alva Belmont Feminist Library. The carriage house was converted into a library to house the collection using an architectural design created by Elise Dupont. The original collection consisted of Alva Belmont's personal library collection but was rededicated in December 1943 as the Florence Bayard Hilles Feminist Library to honor the woman who chaired the committee responsible for its creation.

Over time the library expanded beyond the original Alva Belmont book collection to include other published works, including several important and rare first edition books. As of 1999, the collection consisted of 3,000 books on women's history from 1900 through the 1960s and more than 1,000 historic photographs documenting the NWP, Alice Paul, and women's suffrage. After a major conservation effort undertaken during the 1990s, the Florence Bayard Hilles Feminist Library was rededicated on September 17, 1998. Efforts to conserve the collection and make it accessible to a wider audience continue. The library provides crucial research resources for scholars studying 20th century women's history and is valued for its unique emphasis on feminism and feminist history.

5. <http://www.sewallbelmont.org/collections/collections-overview/>



Examples of NWP Collection on display: Nina Allender cartoon (NWP) and Joan of Arc statue, banner, and banner poles in main stairway (Photo by HPTC, 08/14)

The archival and museum holdings include diaries, letters, manuscripts, cartoons, drawings, decorative arts, and textiles. Highlights include a number of gold and purple banners that once were used to carry the message of women's rights and suffrage to the White House; political cartoons; Susan B. Anthony's desk; Elizabeth Cady Stanton's chair; and portraits of key figures of the women's suffrage movement.

The collection is exhibited and stored throughout the Sewall-Belmont House with portions also stored in climate-controlled facilities at the Library of Congress; Ely, Inc. in District Heights, Maryland; and the NPS National Capitol Region Museum Resource Center (MRCE) in Landover, Maryland. The majority of the collection at the Sewall-Belmont House is in the library on the first floor of the house, which is not climate-controlled and lacks a fire-suppression system. Other furnishings and decorative arts are stored in dedicated space on the third floor of the building.

The NWP has expressed its desire to retain ownership of the NWP collection and continue to manage it. Part of this intent is driven by a legal constraint on the NWP resulting from a 1996 lawsuit settlement that does not allow the transfer or change in primary use of the collection.<sup>6</sup>

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6. The Collection Management Policy of the Sewall-Belmont House and Museum, NWP, 2007.

## Chapter 3: Current Operations

The National Woman's Party was incorporated in September 1918 in the District of Columbia under the leadership of Alice Paul whose purpose at the time was to seek the ratification of an amendment to the US Constitution granting women the right to vote. As detailed in chapter 1, the Sewall-Belmont House has been owned by the NWP since its acquisition by Alva Belmont in 1929, and has served as NWP headquarters since that time. The NWP ceased to be a lobbying organization and became a 501(c)3 educational institution in 1997. Today, the NWP educates the public about the women's rights movement and uses and preserves the Sewall-Belmont House, along with its historic library and suffragist and ERA archives, to tell the story of a century of activism by American women. This chapter focuses on the NWP's current management and operation of the Sewall-Belmont House, outlining current deficiencies and setting a baseline for comparison to the potential operating models presented in chapter 5.

### Administration

The overall management of the NWP and the Sewall-Belmont House is assumed by an executive director and staff. A 14-member board of directors provides oversight and direction to the executive director. A copy of the NWP's organizational chart is included in the appendix.

The board of directors is responsible for setting overall policy for the NWP, establishing organizational procedures, approving NWP programs and budgets, maintaining the historic NWP headquarters (the Sewall-Belmont House, fine arts, furnishings, library, and archives), taking any and all action appropriate for the management of the organization, and ensuring that the NWP meets all of its legal and financial obligations.

The executive director serves as the chief operating officer and general manager of the NWP, and is responsible for day-to-day operations of the NWP: administering NWP programs, finances, and personnel within the framework of policies, principles, and practices established by the board of directors. The current executive director, Page Harrington, began working for the NWP in 2008.

The NWP has 140 members. Members support the mission of the NWP, pay annual dues, and vote on certain major administrative matters at annual and/or special member meetings. NWP membership has experienced a sharp decline in recent years, down 60% since 2010.

### Program Areas

The NWP has organized operations of the Sewall-Belmont House into four primary program areas: Preservation, Maintenance, Interpretation and Education, and Collections Care. In addition to these program operations, NWP staff engage in fundraising efforts; organize special events, including the annual Alice Award luncheon; and have general management and administrative responsibilities, including planning, board relations, external communication, human resources, and budgeting and financial reporting.

#### *Preservation*

The NWP is committed to preserving the historic landmark, the Sewall-Belmont House, through ongoing improvements, restoration, and repairs to the property. Major preservation projects completed in recent years include the installation of a new fire sprinkler system, upgrades to the fire alarm system, repairs to exterior brick staircases and fire escapes, stabilization of the north wall, ADA-accessibility modifications, and replacements of lighting, carpet, drywall, and wood trim.

## Maintenance

While Preservation covers large-scale projects to maintain the historic structure, Maintenance includes the day-to-day operations necessary for maintaining and securing the property. Primary activities include custodial services, landscaping and groundskeeping, pest control, utilities, security services, and minor building and system repairs.

## Interpretation and Education

The NWP continually promotes the organization’s mission of equality of the sexes via a variety of interpretive and educational programs. This includes creating exhibits; conducting public tours, as well as private and group tours; and developing and delivering educational programs for visitors and external audiences. These educational programs include workshops at local schools and universities, presentations and events related to women’s rights and women’s history, guest lectures and discussion panels, book signings, and more. Interpretation and Education program activities also include operating the museum shop and maintaining an online and social media presence.

## Collections Care

The NWP collection, one of the most important resources for the study of the suffrage movement and the campaign for the Equal Rights Amendment, is owned and managed by the NWP. As described in chapter 2, the unique collection includes more than 30,000 items produced primarily by women, about women: books, scrapbooks, political cartoons, textiles, photographs, organizational records, fine arts, decorative arts, and artifacts. Collection management activities include acquisition, planning, cataloging, storage, and conservation. This program also includes managing travelling exhibits, and incoming and outgoing loans, and facilitating research visits. In addition to the collection on-site at the Sewall-Belmont House, the NWP also stores a portion of its collection not used for display or research off-site, at facilities operated by the NPS Museum Resource Center and Ely, Inc.

## Visitation

In total, the Sewall-Belmont House welcomed 6,236 visitors in fiscal year (FY) 2013 (referring to the 12 months ending September 30). This figure includes museum tours, special event attendance, research visits, and public program attendance.

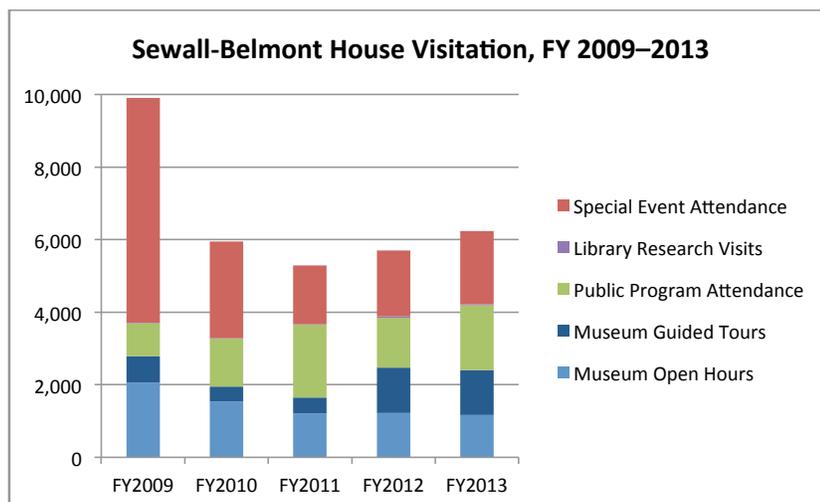


FIGURE 3. SEWALL-BELMONT HOUSE VISITATION, FY 2009-2013

### ***Museum Tours***

In FY 2013, 2,400 visitors (39% of the total visitation figure) came to tour the museum. Roughly half of these visitors came on guided tours, while the other half visited during open hours. Museum visitation has increased in recent years, after dropping off significantly in FY 2010 and FY 2011; this is the result of the museum being closed to the public for significant portions of both years while it underwent renovations. In recent years, the tour model has changed to reflect trends in visitation and fluctuation in staff resources. In May 2011, after having been closed since July of the previous year, the museum reopened, with open visitor hours from Noon to 5:00 pm on Wednesday to Sunday, and advance-scheduled guided group tours available on Monday and Tuesday. In April 2013, the museum eliminated open hours and began offering guided tours only on Thursday, Friday, and Saturday at 11:00 am, 1:00 pm and 3:00 pm with occasional tours on Mondays, Tuesdays, and Wednesdays to accommodate schools and out-of town groups. Museum tours last 40–50 minutes. Visitors typically stay in the house after the tour to revisit certain exhibits, shop in the museum store, or ask questions of museum staff, so the average length of a visit tends to be more than one hour.

### ***Public Programs***

In FY 2013, the NWP held 12 public programs, with total attendance of nearly 1,800 (29% of the total visitation figure). These include book signings, lectures by pre-eminent suffrage scholars, and other programs designed to promote economic empowerment and political participation for women. In recent years, the NWP has partnered with the National Museum of American History and the Mary McLeod Bethune Council House, as well as other local institutions, to run joint programs for the public. The NWP also works with partners to offer programming at offsite venues including women's history meetings and conferences, museum conferences, public libraries, and activism conferences. Many of these programs augment the museum's offerings for Women's History Month (March), Women's Equality Day (August 26), or the Alice Award, an annual celebration of women who have made significant contributions to the fight for equality. The NWP also participates in programs with the Senate and the House of Representatives, as well as the Library of Congress, the Historical Society of Washington, DC, and the American Alliance for Museums. The number and attendance of programs peaked in FY 2011, but has sharply decreased in the past two years due to limited staff and resources.

### ***Research Visits***

The Florence Bayard Hilles Feminist Library is a regularly used scholarly resource. Researchers typically contact staff for doctoral dissertations, publication research, genealogical research, national history day, and progressive era history. In FY 2013, the library hosted 28 research visits. In addition to in-person visits, Sewall-Belmont House regularly receives more than 100 research requests through its email request system. The library was closed during construction that spanned from 2010 to early 2011. During this time, inquiries were referred to the museum's online resources and the Library of Congress, with whom staff maintains a collaborative relationship.

### ***Special Events***

In FY 2013, the NWP rented out its facilities for 24 special events—cocktail receptions, weddings, etc.—with attendance totaling approximately 2,000 (32% of the total visitation figure). Prior to 2009, the NWP rented out its facilities for approximately 75 events per year. A contraction in special event rentals in 2009 coincided with the economic downturn. The museum closure in 2010 led to a further decrease in the number of special events held at the house, and while special event rentals have increased over the past three years, they have not recovered to the level seen prior to 2009. Moreover, the house has sustained some damage from rental events over the years and as a result, the director made the decision to limit the types of events held at the house to smaller receptions, meetings, and weddings (100 attendees or fewer) to prevent further damage to the site.

### Digital Media

The NWP also offers a variety of visitor experiences using digital media. The public can learn about the house and the history of the NWP through the Sewall-Belmont House website ([www.sewallbelmont.org](http://www.sewallbelmont.org)). Since launching in 2010, the website has received more than 226,000 visits. The NWP provides access to its extensive archival and historical collections using Past Perfect Online, available at <http://sewallbelmont.pastperfect-online.com>. Maintained separately from the museum’s main website, this site contains catalog records and images for the public to view the collection. Since the archives site was launched in 2011, it has received more than 5,400 visits. The NWP also offers a mobile application: the Sewall-Belmont Mobile Museum. The app offers a companion experience to the materials presented in the exhibits, as well as the ability to view many of the photographs at a high resolution. However, with no dedicated financial resources, the NWP does not regularly update the app. Since its launch in FY 2012, the app has had 653 users. Boasting more than 2,350 “likes,” the NWP also manages a Sewall-Belmont House Facebook page where they post periodic updates and provide links to external content such as news articles and photographs of historical events.

### Visitor Demographics

The Sewall-Belmont House does not formally collect data on visitor demographics. Anecdotal evidence based on staff experience suggests that demographics tend to skew towards females, college-aged and older, and local residents. Most out-of-town visitors have heard about Sewall-Belmont House by word of mouth or have seen the house mentioned in DC visitor guides. Visitors tend to be drawn to the museum primarily to see one of three major pieces on exhibit: the Jail Door pin, the suffrage banners, or the Susan B. Anthony desk. Group tours often consist of families or groups of friends, although the NWP also schedules a substantial number of tours for schools, Girl Scout troops, and the State Department International Visitor Leadership Program. School tours consist of a mix of local schools and groups traveling to the area for class trips. Many of the out-of-state school groups return year after year. Girl Scout visits also span local and travelling troops.

### Seasonality of Visitation

Museum visitation is highest during the DC tourist season of spring and summer. The museum also generally experiences visitation spikes following local press attention.

Public programs are generally concentrated in March, Women’s History Month. Programs also increase around Women’s Equality Day (August 26) and the annual Alice Award celebration (each September).

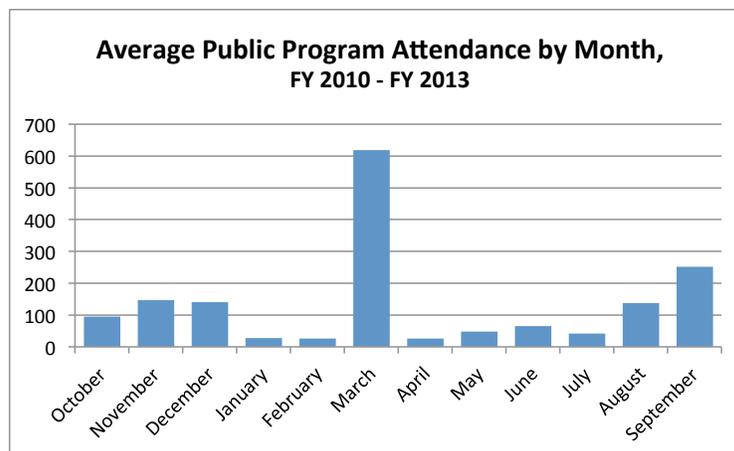


FIGURE 4. AVERAGE PUBLIC PROGRAM ATTENDANCE BY MONTH (FY2010–FY2013)

## Staffing

NWP staff currently consists of 3 full-time employees, and 16 part-time employees. An organizational chart showing FY 2014 staffing is included in the appendix.

*Executive Director* – The executive director serves as the chief operating officer and general manager of the Sewall-Belmont House. These responsibilities include: planning; fundraising; communicating with partners and the public; recruiting, hiring, supervising, and developing staff; budgeting and financial controls; and board relations.

*Collections and Facilities Manager* – The collections and facilities manager oversees the care, preservation, and exhibition of the NWP collection. Primary responsibilities include: processing and cataloging materials, providing routine care and conservation, developing onsite, online, and traveling exhibitions; ensuring the security of the collection, monitoring environmental conditions in permanent storage and galleries, developing and implementing collection management policies, administering incoming and outgoing loans, and responding to research inquiries.

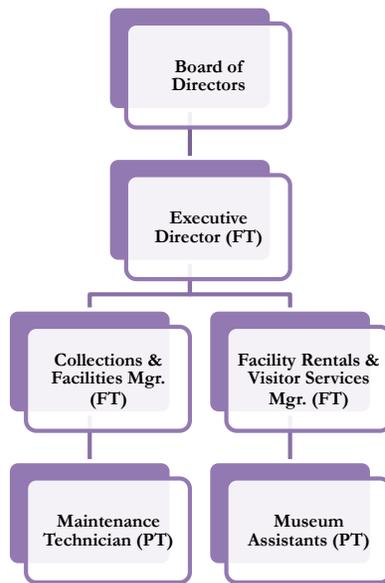


FIGURE 5. NWP ORGANIZATIONAL CHART, FY 2014

*Facility Rentals and Visitor Services Manager* – The facility rentals and visitor services manager oversees all aspects of special event facility rentals and public visitation. Primary responsibilities include: scheduling facility rentals; drafting and monitoring facility rental contracts; supervising event set-up and providing day-of support; recruiting, training, and evaluating museum assistants; scheduling group tours; managing the museum shop; and leading outreach efforts to women’s groups and school groups.

*Maintenance Technician* – The NWP employs one part-time maintenance technician, who works approximately 20 hours per week. This position is responsible for the day-to-day maintenance needs in the house and the operation of building systems and equipment.

*Museum Assistants* – Museum assistants lead museum tours and serve as the primary point of visitor contact at the house. They also lead workshops and other educational programs for the general public. In addition, they are responsible for staffing facility rental events, operating the museum store, and providing administrative support as needed. Hours worked by museum assistants vary greatly over the course of the year as visitation levels fluctuate and special events occur. In total, these staff members work approximately 60 hours per week, aggregating to 1.5 full-time equivalent (FTE).

*Vacant Positions* – There are currently several vacant positions as a result of financial constraints. These include: associate director, public programs and outreach manager, and development manager. While these positions remain vacant, associated responsibilities have been absorbed by remaining staff to the extent possible, although some important activities have necessarily been curtailed.

In aggregate, the current staffing level equates to five full-time equivalent employees.

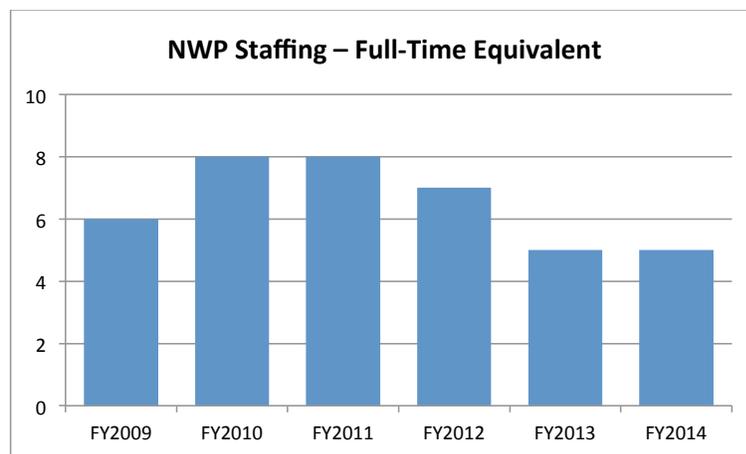


FIGURE 6. NWP STAFFING – FULL-TIME EQUIVALENT

Staffing levels have fluctuated from year to year, based on available resources and fundraising outcomes. Two large grants from the NPS and the Institute for Museum and Library Services in FY 2010 and FY 2011 allowed the organization to build up its staff to peak levels. The exhaustion of these grants, combined with a decline in other key sources of funding since FY 2009, has compelled a reduction in the levels of staffing and operations. The staffing reductions have impacted every facet of the museum’s operations, from visitation to public programs to membership and outreach to facility rentals. Given the current financial outlook, management is planning for additional reductions in staff and operations in FY 2015 and beyond.

### ***Volunteers***

The current volunteer pool at the Sewall-Belmont House is relatively small. Occasionally, volunteers will assist on small projects, most recently related to collections management, contributing a few hours of labor per week. The NWP also periodically uses graduate student interns, often PhD candidates, to assist with certain program efforts.

## Financial Overview

### Funding Sources

The NWP does not have an endowment fund. The sustainability of its operations relies on the success of its fundraising efforts each year. The NWP draws from a variety of sources to fund the operations of the Sewall-Belmont House. These fund sources are detailed in the chart below.

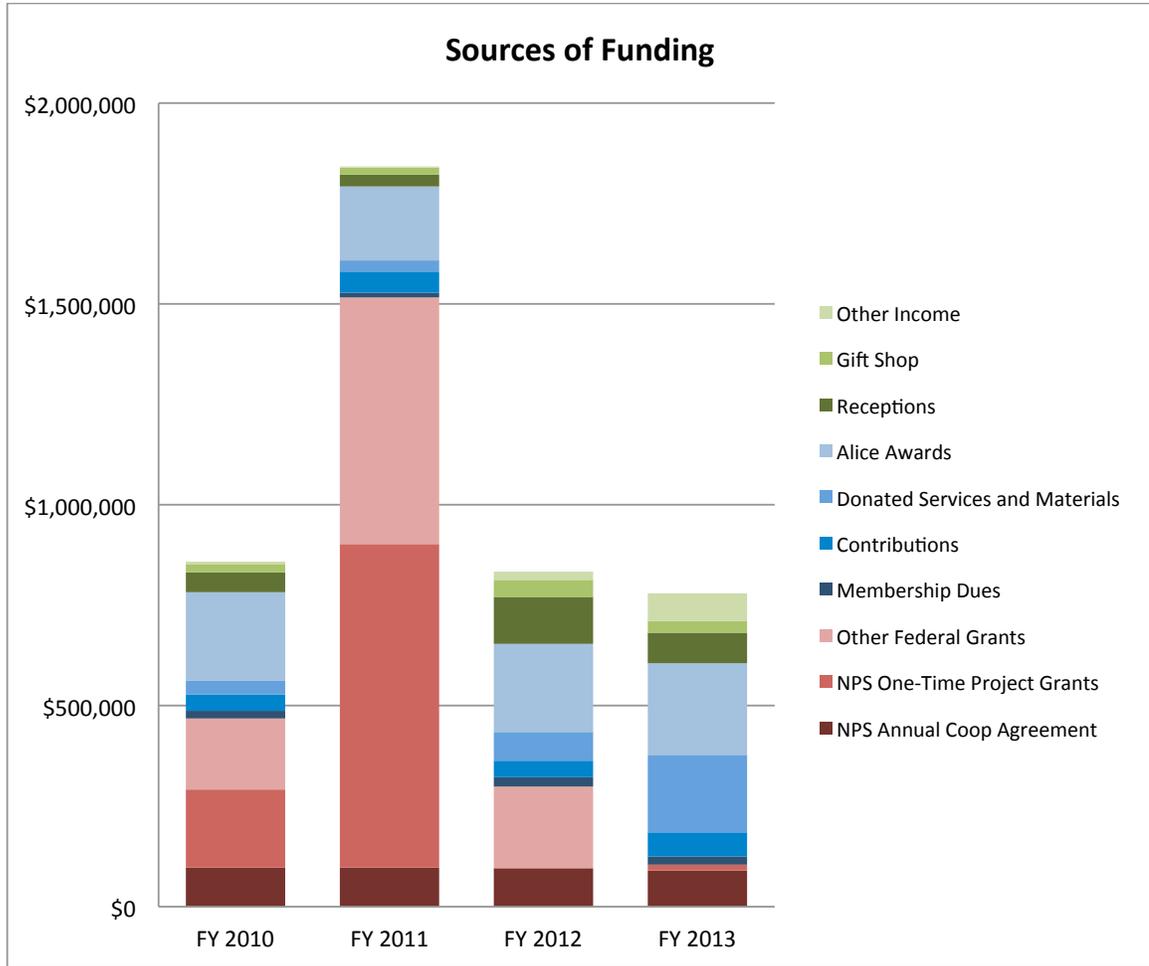


FIGURE 7. NWP FUNDING SOURCES BY CATEGORY

Overall funding has decreased substantially since FY 2011, as two large one-time federal grants have been fully expended. However, the impact of this decrease on operating capacity has been partially mitigated by an increase in earned revenue and in donated services and materials.

### Federal Funds

From FY 2010 to FY 2013, the NWP received nearly \$2.4 million in federal funding, making up approximately 55% of the organization's total funding. This funding covers both regular operations and major projects. The NPS has provided funding to assist with preservation and interpretation activities through a cooperative agreement that dates to 2001, an amount currently totaling \$97,000 per year. In recent years, the NWP has been successful in securing additional federal funding for several major projects. Congress awarded one-time statutory aid for \$1 million in FY 2010, administered through the NPS, for the purpose of fire and life safety, preservation and collection management, and enhanced visitor experience. The NWP also received a congressionally directed grant for an additional \$1 million through the Institute of Museum and Library Services.

The availability of continued federal funding is currently in question. Authorized federal appropriations to support the Sewall-Belmont House were originally limited to \$500,000. Although legislation in 1988 increased this amount to \$2 million (Public Law 100-355 – June 28, 1988), that revised cap has clearly been exceeded. As a result, the NPS is not currently authorized to provide any additional financial assistance to the NWP going forward.

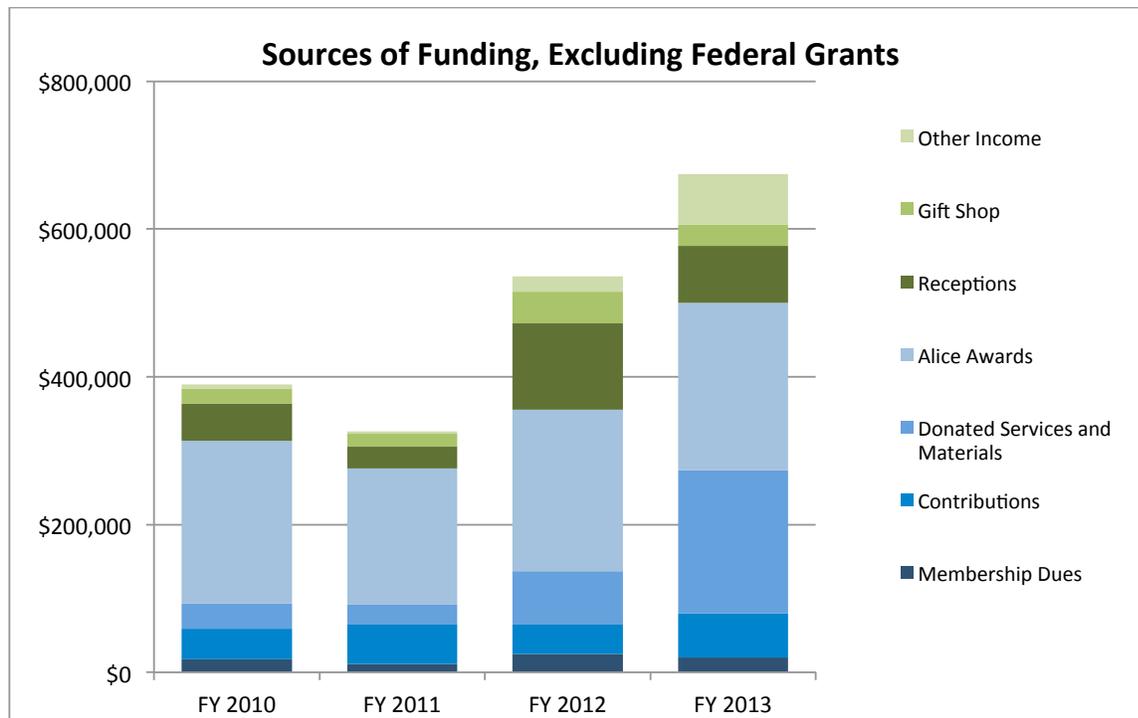


FIGURE 8. NWP SOURCES OF FUNDING, EXCLUDING FEDERAL GRANTS

### Private Fundraising

In addition to federal grants, the NWP typically receives several small grants from family foundations in the \$500–\$1,000 per year range. The organization also raises money through membership dues. Collected annually, these dues range from \$40 to \$5,000, depending on the level of membership. While membership levels have dropped markedly in recent years, the average fee per member has risen steadily, from \$51 in FY 2010 to \$143 in FY 2013. As a result, this funding source has remained somewhat stable, totaling \$20,000 in FY 2013. The organization’s largest annual fundraising event is the Alice Awards. Held in the Sewall-Belmont House garden each September, the luncheon pays tribute to a distinguished woman who has made an outstanding contribution in breaking barriers and setting new precedents for women. The 2014 Alice Award recipient was Senator Barbara Mikulski. Past recipients include Former Secretary of State Hillary Clinton, former Speaker of the House Nancy Pelosi, former First Lady Laura Bush, Senators Susan Collins and Kirsten Gillibrand, Katie Couric, and Billie Jean King. Attendance at the annual awards luncheon averages approximately 250. In FY 2013, the NWP raised more than \$225,000 through the luncheon, a figure that has trended upward in recent years. In addition to this special fundraising luncheon, the NWP receives general philanthropic contributions throughout the year, totaling between \$40,000 and \$60,000 annually. The organization also receives a significant amount of support in the form of donated services and materials.

### Earned Revenue

The NWP is able to supplement its fundraising efforts with a variety of earned revenue streams, including facility rentals, tour fees, and museum shop proceeds. Revenue from facility rentals averages approximately \$3,000 per event, and totaled \$77,000 in FY 2013. Furthermore, the NWP charges an admission fee for museum tours of \$8 per person (free for children ages 7 and under).

The NWP also operates a small museum store. Merchandise sales totaled approximately \$29,000 in FY 2013, and have averaged roughly \$13 per museum visitor over the past four years. In FY 2013, the NWP leased office space in the basement of the Sewall-Belmont House to a private enterprise, bringing in additional rental income. However, that lease has since been terminated and the space is currently vacant. NWP management is currently considering whether or not to pursue this type of commercial leasing opportunity in the future.

**Borrowing**

The NWP also holds a line of credit agreement for the amount of roughly \$180,000, secured by the NWP’s cash assets. This line of credit has been used to finance improvements to the museum.

**Operating Expenses**

The bulk of the NWP’s spending goes toward programming, predominantly related to preservation and interpretation. However, program spending as a percentage of total spending has decreased over the past four years, from 69% in FY 2010 to 58% in FY 2013. Over the same period, management and general administrative expenditures have grown to make up a larger proportion of total expenditures, increasing in share from 19% to 28%. Fundraising and special event expenditures account for the remainder of spending.

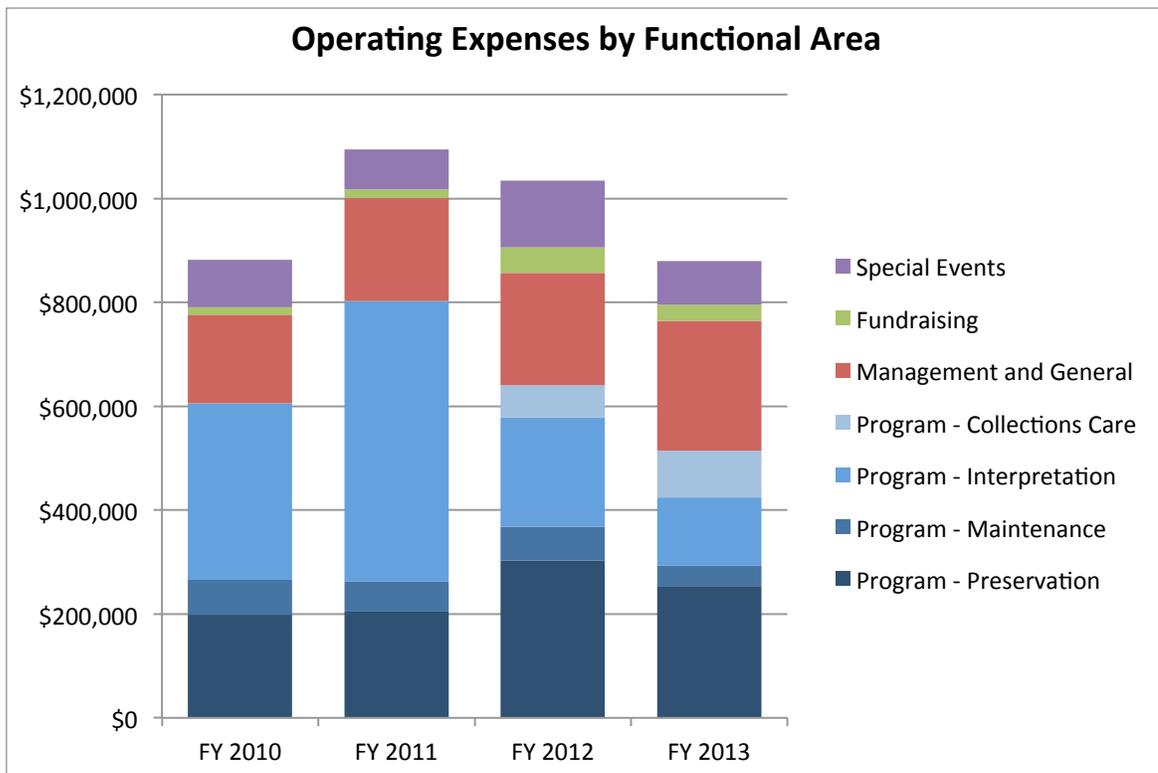


FIGURE 9. NWP OPERATING EXPENSES BY FUNCTIONAL AREA

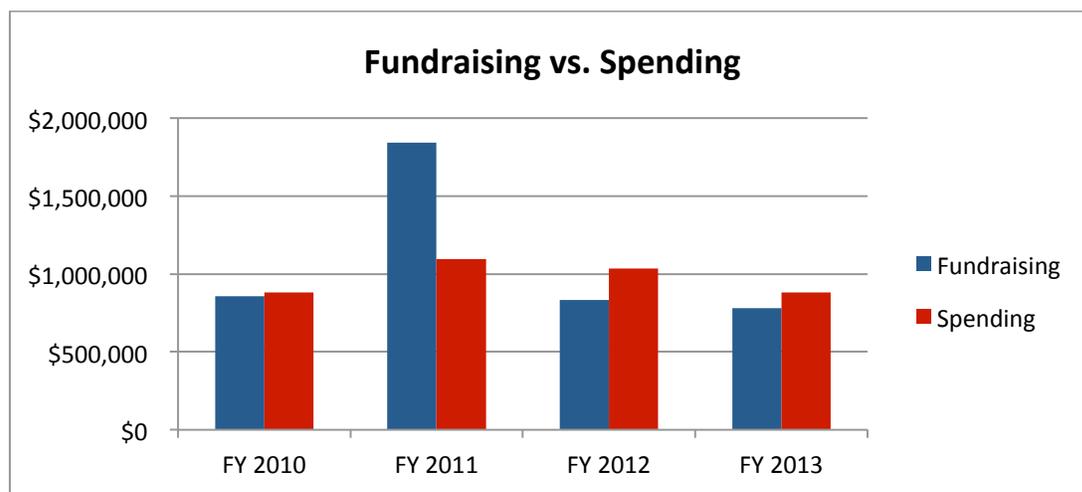
Professional fees (for legal, accounting, auditing, fundraising, and construction management services) and personnel costs represent the largest categories of spending, respectively making up 28% and 23% of expenditures in FY 2013. Depreciation represents the third largest expense category, totaling \$176,000 in FY 2013, approximately 20% of total expenditures. In accordance with generally accepted accounting principles, the NWP capitalizes fixed asset acquisitions and expenditures for asset improvements, and depreciates these assets using the straight-line method over the assets’ useful lives.

Professional fees spiked significantly in FY 2013, largely related to special legal assistance, which was provided pro bono, but is still recognized as an expense for financial reporting purposes. In the face of financial pressures, the NWP reduced staffing levels significantly in FY 2013, cutting salary and benefit expenditures from \$381,000 to \$206,000. Travel and training is another category that has faced major spending cuts in recent years; category spending has fallen by 85% since FY 2010, to a level just more than \$1,000 in FY 2013. Office supplies, printing, and postage has also been cut back sharply, 59% since FY 2011.

### ***Financial Sustainability Strategies***

In each of the last two years, spending has outstripped fundraising. However, adjusting for non-cash expenses (mainly depreciation) and accounting for changes in working capital, the NWP was cash flow positive in FY 2013, despite a net loss recognized on its income statement. The positive cash flow is in part a result of steps NWP management took during FY 2013 to decrease expenses, increase revenue, and ensure financial sustainability:

- Operated with reduced staffing levels, particularly for museum tours
- Decreased executive director compensation
- Worked to increase facility rental revenue, including subletting the ground floor space
- Increased board participation in fundraising and personal giving
- Raised the tour fee from \$5 to \$8 per person.
- Careful monitoring of monthly financials from management and the board of directors



**FIGURE 10. NWP FUNDRAISING VS. SPENDING TOTALS (FY10-FY13)**

Management kept these steps in place for FY 2014. While cost-saving measures have been successful in alleviating short-term financial strains, management believes that continuing to operate at a diminished capacity will have major impacts on their ability to provide adequate visitor services and properly maintain the house and NWP collection. New and expanded funding streams will be vital for securing the long-term sustainability of Sewall-Belmont House. It is for this reason, too, that the NWP has been receptive to interest in exploring an expanded partner relationship with the National Park Service.

# Chapter 4:

## Total Cost of Facility Ownership Analysis

With a growing NPS deferred maintenance backlog and limited funding available, the NPS Park Planning, Facilities, and Lands Directorate has prioritized improved methods to account for the significance of life cycle operations and maintenance (O&M) costs. One such tool is the recently developed Total Cost of Facility Ownership analysis, designed to help forecast associated O&M needs early in a park planning and decision-making process. The directorate believes it can be used successfully for applications such as this study that includes potential acquisition, rehabilitation, and management of existing facilities/buildings.

This is the first NPS special study to use TCFO analysis to help project the long-term costs associated with potential increases to NPS management/federal ownership. This analysis was critical to making the precise cost projections that have been integrated into the three potential operating models presented in chapter 5. The TCFO calculations detail costs of operating and maintaining the site, in addition to these estimates, the models in chapter 5 also include projected costs associated with visitor services, resource management, and general administration.

While having some limitations for this type of application, the TCFO analysis tool provided a tested, reliable, and standardized method of quickly generating key estimates of the site's long-term needs. This chapter gives an abbreviated overview of the TCFO analysis for this study; a full overview is available in the appendix.

### Current Condition and Purpose of Analysis

As overviewed in chapter 3, the Sewall-Belmont House has numerous outstanding facility and resource needs that were not able to be addressed during its most recent renovation in 2010–2011. Specifically, the building's HVAC system is in immediate need of replacement, and environmental controls require updating. Portions of its collections storage probably do not meet Secretary of the Interior standards, including the historic carriage house, where the library collection is housed and which was recently deemed in poor condition. In addition, an August 2011 earthquake may have damaged some of the building's stairwells, walls, and chimneys.

Designation of the Sewall-Belmont House as a full unit of the national park system could require the NPS, specifically the NAMA management unit, to be responsible for the costs of ownership and maintenance of the associated facility. This analysis documents the estimated costs associated with adding the Sewall-Belmont House to the NAMA portfolio in terms of current liabilities and future O&M requirements using the TCFO approach.

### Methodology

In a contract with NPS Park Facility Management Division, Booz Allen Hamilton conducted this TCFO analysis of the Sewall-Belmont House in August and September 2014. In addition to meetings and site visits to understand the current condition and layout of the property, Booz Allen Hamilton was provided with a library of materials associated with this study. These materials included the recently completed HPTC abbreviated condition assessment report, which informed the list (or identification) of immediate repairs that were required.

The HPTC report was used to develop cost build-ups for noted deficiencies; however, it should be noted that all costs were based on industry standard data, which do not take into account the additional work and cost required to replace or repair historic features. As a result, the cost to repair historic features may be under-estimated in this analysis.

The analysis assumes that the NWP library collection will remain in its current location. This assumption requires upgrades to building equipment, including a new climate-control system and fire protection system to protect the library collection. Additionally, the building's security system would probably require extensive upgrades to meet NPS standards. Utility costs, which are generally considered a facility operations cost, were not incorporated into this TCFO analysis as they had been estimated for inclusion in the potential operating models included in chapter 5.

The five work types included in the Sewall-Belmont TCFO maintenance plan are as follows:

- Preventive Maintenance (PM): regularly scheduled periodic maintenance activities (within one year)
- Recurring Maintenance (RM): work activities that recur based on normal wear patterns on a periodic cycle of greater than one year
- Component Renewal (CR): planned replacement of a component or system that will reach the end of its useful life based on condition and life cycle analysis within the facility's lifetime
- Facility Operations (FO): work activities performed on a recurring basis related to the normal performance or function of an asset throughout the year which intends to meet daily operational needs and activities for which a facility or item is intended to be used. Includes custodial activities. This analysis did not include utility costs.
- Unscheduled Maintenance (UM): work that may be required due to unforeseen circumstances.

In this analysis, any equipment identified as fair or poor condition in the HPTC abbreviated condition assessment report was assigned an RM or CR activity to occur in 2015. These activities include repairing the windows as well as replacing all the HVAC equipment, brick walkways, library ceiling and walls, and gutters, repairing the stained glass window and refinishing the wood deck under the event tent.



*Second Floor Hallway (Photos by HPTC, 08/14)*

## Observations/Analysis

The TCFO tool plots costs for each activity based on the required frequency over a 50-year timeframe. The tool assumes the NPS will take ownership and begin upkeep of the building in 2015. All CR and RM maintenance activities related to equipment in fair or poor condition are scheduled to be completed in the starting year (currently 2015). Otherwise, the TCFO tool assumed that the equipment is not in immediate need of repair or replacement.

### *Immediate Needs*

The model split out immediate and future-year RM and CR costs. Immediate RM and CR costs are related to equipment that is currently in fair or poor condition and in danger of failure (figure 11).

<b>Immediate Repair and Replacement Needs</b>	
	<b>Baseline Year (2013) \$</b>
Recurring Maintenance (RM)	\$ 146,908
Component Renewal (CR)	\$ 1,104,249
<b>TOTAL Immediate Need</b>	<b>\$ 1,251,157</b>

**FIGURE 11. EXISTING LIABILITIES AT THE SEWALL-BELMONT HOUSE**

There is roughly \$1.3 million in immediate CR and RM needs at the Sewall-Belmont House, accounting for 11% of all costs expected to occur over the 50-year timeframe.

### *Ongoing Annual Costs*

Figure 10 displays the Sewall-Belmont House TCFO tool's baseline O&M cost estimate, excluding immediate RM and CR needs, broken down by work type. According to this baseline estimate, it is projected to cost on average \$182,000 per year in base year dollars to operate and maintain the Sewall-Belmont House over the next 50 years. Future-year RM and CR costs are related to equipment not in need of immediate repair or replacement and are assumed to be at the beginning of their estimated design life (EDL).

<b>Annualized Ongoing Costs (over 50 years), excluding Immediate Repair Needs</b>	
	<b>Baseline Year (2013) \$</b>
Recurring Maintenance (RM)	\$55,087
Preventive Maintenance (PM)	\$14,635
Facility Operations (FO)	\$41,795
Component Renewal (CR)	\$37,741
Unscheduled Maintenance (UM)	\$33,018
<b>TOTAL</b>	<b>\$182,277</b>

**FIGURE 12. SEWALL-BELMONT WORK TYPE BREAKDOWN**

Of the roughly \$182,000 total annual cost, it is assumed \$89,000 (PM, FO and UM) would be covered by NAMA ONPS base funding and the remaining \$93,000 (RM and CR) would be financed by project funding (through the Cyclic Maintenance and Repair and Rehabilitation Programs). For the purposes of this study, only base-funded work—PM, FO, and UM—has been included in cost projections for the operating models presented in chapter 5.

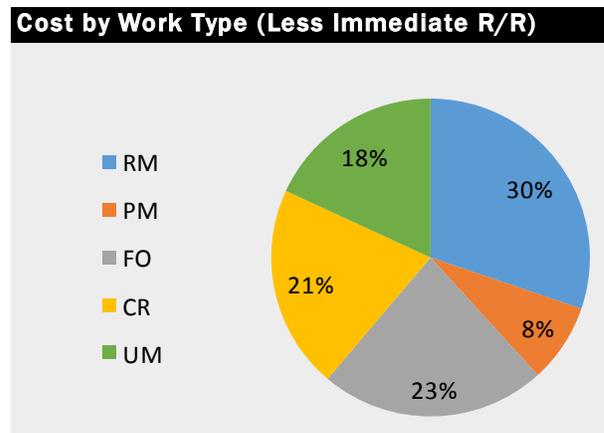


FIGURE 13. WORK TYPE SHARE OF COST, LESS IMMEDIATE REPAIR/REPLACEMENT NEEDS

Costs were also split out by labor, material, and equipment costs for each activity. Labor costs account for roughly two-thirds of the total costs projected in this analysis. Material costs are most significant when including immediate repair and component renewal requirements. Equipment costs are negligible.

### *Summary by Asset*

Each of the equipment components at the Sewall-Belmont House was classified as belonging to one of two assets: the house or the yard. Approximately 80% of all facility upkeep costs at the Sewall-Belmont House are related to the house, averaging \$147,000 per year. The remaining 20% of costs, averaging \$35,000 per year, is related to the yard. Component renewal activities account for the majority of the O&M costs in the house. Major O&M costs in the yard include repair and replacement of the HVAC water chiller; the upkeep of exterior structures such as stairs, decks, and fences; and landscaping activities.

### Life Cycle Cost Schedule

The analysis projected a schedule of estimated O&M costs, in base year dollars, at the Sewall-Belmont House and Museum over the coming 25 years. Annual facility upkeep costs at the Sewall-Belmont House and Museum range widely, from \$85,000 in 2037 to almost \$1.3 million in 2015. The high cost projected in 2015 is due to the immediate need to replace or repair the building’s HVAC system, windows, brick walkways, library ceiling and walls, and gutters. This also includes repairing the stained glass window and refinishing the wood deck under the event tent.

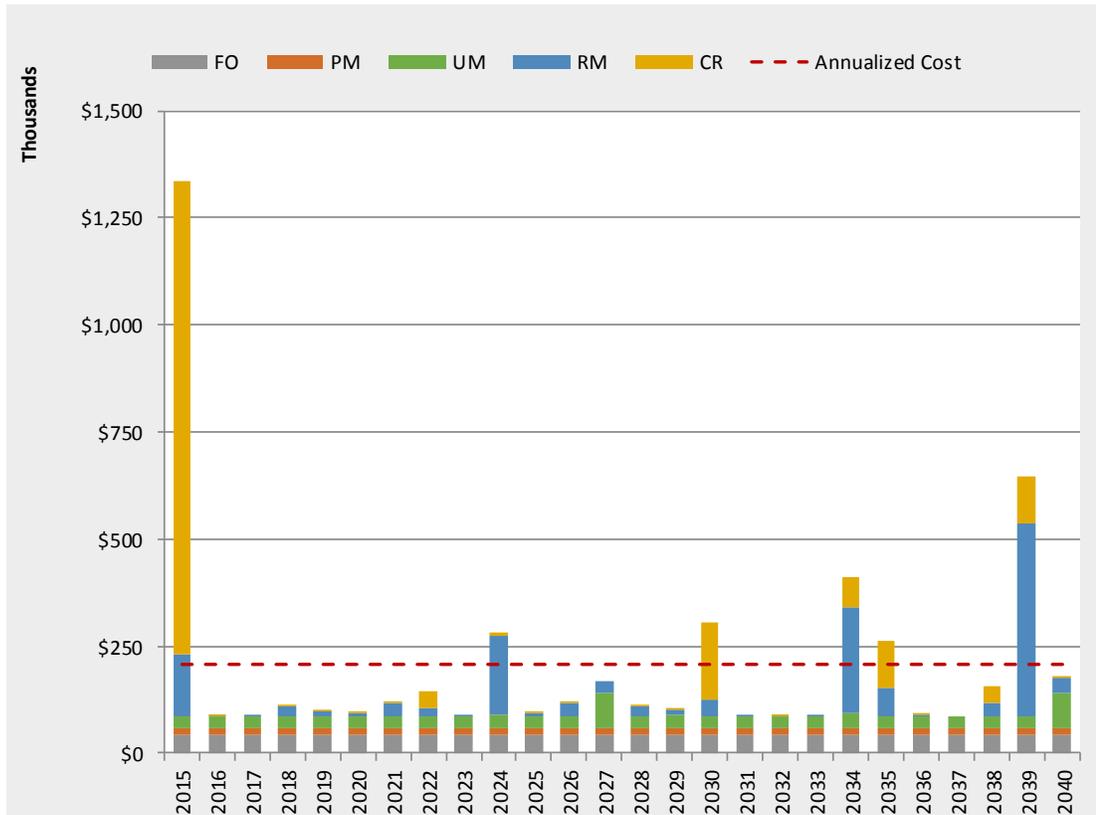


FIGURE 14. TWENTY-FIVE YEAR SCHEDULE OF COSTS AT THE SEWALL-BELMONT HOUSE

Costs related to the repair (RM work type) or replacement (CR work type) of fair and poor condition equipment account for 93% of costs in 2015; the replacement of the building’s HVAC system, estimated to cost \$420,000, is the primary driver. The spike in RM costs in 2039 is related to the scheduled repair of various brick walls and structures throughout the Sewall-Belmont property.

## Summary

This analysis allowed much more detailed and robust calculations of short- and long-term facilities costs; however, there are some limitations to the data. As noted above, one limitation was that cost projections do not take into account the additional work and cost required to repair historic features. As a specific example, repair costs were not available for historic windows, so industry standard cost to replace nonhistoric windows was used as a placeholder for the projected repair cost. As a result, the cost to repair historic features may be under-estimated in this analysis. Another limitation was that there were less comprehensive facility information and cost projections than what is available for assets under NPS ownership. As-built drawings were primarily architectural and did not show the extent of the mechanical, electrical, or plumbing systems in the building. Even with these limitations, the TCFO analysis was considered at the level of a Class B cost estimate, with a confidence range of +/- 10%. For the purposes of this study, this level of confidence was deemed acceptable. Additional study, including a complete HPTC condition analysis, could be fed back into the TCFO model in the future to recalculate projections with a higher level of confidence.

Calculations from this TCFO analysis have been integrated into projections associated with the potential scenarios / operating models developed for the Sewall-Belmont House as part of this study presented in chapter 5. This information was critical to making thorough cost projections associated with operating and maintaining the site for each scenario. The models also include projected costs associated with visitor services, resource management, and general administration.



*Banner Display (Photo by HPTC, 08/14)*

# Chapter 5: Potential Operating Models

This study explores three potential models for operating the Sewall-Belmont House with an increase in NPS management, all assuming federal ownership of the property and a designation as a unit of the national park system. The models differ in the nature of the ongoing partnership with the National Woman’s Party, and the degree of direct operational involvement from the NPS. There are a number of additional potential operating models that were not explored. However, these would probably fall somewhere along the continuum formed by the three models outlined below, and assumptions based on the analysis could be reasonably extrapolated to others on the continuum.

## Potential Operating Models

### *1) Fully NPS-Operated*

In Model 1, the NPS would own the house and the collection, and operate Sewall-Belmont House as a traditional NPS unit. The NPS would be responsible for preserving and protecting the resources and providing for visitor enjoyment and understanding. In this model, the NWP would operate in a more traditional “friends group” capacity. NWP responsibilities would be limited to fundraising and some marketing efforts. The NWP would still be able to use the house to host the Alice Awards luncheon and other fundraising events, and could fund special programs or projects at the site. The NWP would have very limited involvement in the day-to-day operation of the site.

### *2a) Jointly Operated – NPS Provides Primary Visitor Services*

In Model 2a, the NPS and the NWP would jointly operate Sewall-Belmont House through a cooperative management agreement. The NPS would own the house, while the NWP would retain ownership over the collection. The NPS would provide for the day-to-day operation and maintenance of the facilities, as well as lead any future large-scale repair/restoration projects at the site. The NPS would also be the primary provider of on-site visitor services—welcoming visitors, answering visitor questions, and leading tours. The NWP would manage the collection and provide educational programs and outreach. The NPS and the NWP would collaborate on interpretive themes, exhibits, and communication strategies.

### *2b) Jointly Operated – NWP Provides Primary Visitor Services*

As in Model 2a, in Model 2b, the NPS and the NWP would jointly operate the Sewall-Belmont House through a cooperative management agreement. The NPS would own the house, while the NWP would retain ownership over the collection. The NPS would provide for the day-to-day operation and maintenance of the facilities, as well as lead any future large-scale repair/restoration projects at the site. The primary difference from Model 2a, is that in Model 2b, the NWP is the primary provider of on-site visitor services. The NWP would also manage the collection and provide educational programs and outreach.

### 3) *Financial Assistance Only*

In Model 3, the NWP continues as the primary operator. While the NWP would transfer ownership of the house to the NPS, the NPS would have very limited direct involvement in Sewall-Belmont House operations. As it does today, the NWP would continue to own and manage the collection, operate and maintain the facilities, and provide for all visitor services. What differentiates this model from a status quo operating model is that the NPS would increase its financial assistance to the NWP through a cooperative agreement, to fund Sewall-Belmont House at the level needed for sustainable operation. The NPS would also provide technical assistance as needed.

For each of the operating models outlined, it is assumed that the NPS-NWP partnership will be structured so as to allow the NWP to continue to use the house and museum for special events and fundraising, including the annual Alice Awards luncheon.

The table below summarizes the delegation of key responsibilities in each of these potential operating models.

Categories of Responsibility	Model Number			
	1	2a	2b	3
Owns building	NPS	NPS	NPS	NPS
Owns collection	NPS	NWP	NWP	NWP
Performs regular recurring building maintenance	NPS	NPS	NPS	NWP
Pays utilities	NPS	NPS	NPS	NWP
Completes large-scale restoration/preservation projects	NPS	NPS	NPS	NWP
Manages collection	NPS	NWP	NWP	NWP
Manages research library	NPS	NWP	NWP	NWP
Interpretation and Education	NPS	NPS	NWP	NWP
Tours/Primary Visitor Contact	NPS	NWP	NPS	NWP
Exhibits	NPS	NWP	NWP	NWP
Public Programs	NPS	NWP	NWP	NWP
Special Events	NPS	NWP	NWP	NWP
Marketing / Communications	NWP	NWP	NPS	NPS
Fundraising / Development	NWP	NWP	NWP	NWP

Responsibility		
NPS	NWP	Shared

FIGURE 15. COMPARISON OF POTENTIAL OPERATING MODELS

## Projected Operating Costs

This section outlines preliminary estimates for the annual operating costs to the NPS associated with managing the Sewall-Belmont House under each of the models. The costs include only regular, recurring operating costs. They are estimated for a base year, once operations have reached a steady-state, and would be expected to rise with inflation and other cost increases going into the future. Upfront capital expenditures and other major (facilities-related) project expenditures are covered in the TCFO analysis, covered in chapter 4.

NPS Cost Breakdown	Model 1	Model 2a	Model 2b	Model 3
<b>Personnel</b>				
Management/Admin	\$184,337	\$184,337	\$184,337	\$58,944
Interpretation and Education	\$244,898	\$163,608	\$0	\$0
Facilities Maintenance	\$38,148	\$38,148	\$38,148	\$0
Curatorial	\$40,645	\$0	\$0	\$0
<b>Total Personnel</b>	<b>\$508,027</b>	<b>\$386,093</b>	<b>\$222,485</b>	<b>\$58,944</b>
<b>Non-Personnel</b>				
Communication/Utilities	\$39,700	\$40,850	\$42,000	\$0
Maintenance Equip/Materials	\$17,227	\$17,227	\$17,227	\$0
Office Expenses	\$24,600	\$20,400	\$18,800	\$0
Contracted Services	\$34,074	\$34,074	\$34,074	\$0
Travel/Training/Other	\$12,828	\$12,243	\$11,073	\$10,000
Cooperative Agreement (NWP)	\$0	\$0	\$99,790	\$244,610
<b>Total Non-Personnel</b>	<b>\$128,428</b>	<b>\$124,793</b>	<b>\$222,963</b>	<b>\$252,610</b>
<b>Grand Total</b>	<b>\$636,455</b>	<b>\$510,886</b>	<b>\$445,448</b>	<b>\$311,554</b>

FIGURE 16. COMPARISON OF ANNUAL NPS OPERATING COSTS UNDER CONSIDERED MODELS

### Methodology

The cost estimates outlined in this section were developed based on:

1. A comprehensive review of current Sewall-Belmont House operations and finances to understand the primary cost drivers, the fixed vs. variable cost structure, and recent trends in operating costs.
2. A review of potentially comparable NPS units: similarly-sized historic home/museum sites across the NPS. Financial and staffing data for these sites were evaluated in order to further understand cost structures and drivers and to validate key assumptions on staffing and funding needs. The following 10 comparable sites were reviewed for this analysis:

- Arlington House, The Robert E. Lee Memorial
- Boston African American National Historic Site
- Clara Barton National Historic Site
- First Ladies National Historic Site
- Ford’s Theatre National Historic Site
- Glen Echo Park
- Mary McLeod Bethune Council House National Historic Site
- Martin Van Buren National Historic Site
- Maggie L. Walker National Historic Site
- Theodore Roosevelt Inaugural National Historic Site

## Overview of Key Drivers and Assumptions

### Visitation

Visitation is a key driver of staffing levels, as well as some nonpersonnel expenses. In all operating models, we have assumed that self-guided visitation will increase 33% from the baseline level (FY 2009 was selected for the baseline level, as that was the last full year during which the house was open to self-guided tours five days a week). This projection assumes the house would be open to the general public five days per week in all models (Wednesday through Sunday). We have further assumed that group tours will increase 20% from the baseline level (FY 2012 and FY 2013 figures formed the baseline level for group tours). This increase in visitation is attributable to the increase in visibility (or profile?) as a historic site with NPS designation. A summary of the visitation levels assumed throughout these operating projections is outlined below:

Open Hours:	Wed-Sun, Noon-5 pm, year-round
Self-Guided Visitors:	2,800/yr
Group Tour Visitors:	1,600/yr
Total Visitors:	4,400/yr
Average Visitors/Day:	18

FIGURE 17. SEWALL-BELMONT HOUSE PROJECTED VISITATION LEVELS

### Staffing

Personnel expenditures represent the largest area of projected operating costs for Sewall-Belmont House. As such, staffing levels and pay grades represent the key assumption underlying these cost estimates. These assumptions are detailed in the sections that follow. They were informed by current NWP staffing levels, a review of the organizational structures / staffing models at comparable NPS sites, and an assessment of visitor service level needs given assumed visitation levels. These assumptions are further detailed in the section that follows.

It is further assumed that under NPS management, the efforts of paid staff would be supplemented with contributions from a more active volunteer base. The opportunity exists to expand the house’s volunteer program, and by using an established volunteer base and volunteer management infrastructure already in place at the National Mall and Memorial Parks, Sewall-Belmont House and the NWP could better leverage this valuable resource.

## Nonpersonnel Expenses

Nonpersonnel expenses include communications/utilities, office expenses, travel, training, and contracted services (grounds keeping, gardening, fire system inspection, etc.). Some of these expense items are tied to visitation levels, others are tied to staffing levels, while others are more fixed in nature.

It is important to note that all of the models assumed no cost for storage of a portion of the collection at the NPS Museum Resource Center in Maryland. Should this change, or if additional off-site storage at an alternative location is needed, it would add significant annual costs.

As brought forward from the TCFO analysis in chapter 4, only preventative maintenance, facility operations, and unscheduled maintenance costs have been included in cost projections for the operating models presented. Of the TCFO-projected \$182,000 total annual cost (averaging 50 years of total facilities costs), it is assumed \$93,000 (RM and CR) would be financed by project funding. The remaining \$89,000 (PM, FO, and UM) has been incorporated into all Models 1, 2a and 2b. Model 3 projections are based roughly on current NWP maintenance costs, scaled up to account for increased visitation projections.

An additional NPS expense not accounted for in this study is the need for security and law enforcement assistance. This cost would probably fall on the United States Park Police, who provide similar services for other nearby NPS sites.

## Cooperative Agreement Funding

For Models 2b and 3, where the NWP takes on a large portion of operating responsibilities, we have assumed that the NPS continues to transfer funding to the NWP through a cooperative agreement, in order to assure the financial sustainability of Sewall-Belmont House. The assumed level of this funding was based on forecasts for the NWP's operating costs and fundraising capacity.

## Fees and Revenues

It is unclear at this point whether admission fees would continue to be charged to access the site under any of the operating models. Although most sites managed by the National Mall and Memorial Parks do not charge fees, there is a possibility that additional sites could follow the example of the Washington Monument walk-down tours and charge an interpretive fee.

Sewall-Belmont House currently has a store / gift shop operated by the NWP. This situation is similar to other units in the system, where a partner operates its own store in the facility and where the park's cooperating association (Eastern National, in the case of the National Mall and Memorial Parks) operates. This will need further evaluation, because a portion of profit from this type of store often goes to support interpretive operations.

## Detailed Cost Estimates and Assumptions

Cost estimates and the assumptions behind them are broken out by model in the following sections.

### Model 1: Fully NPS-Operated

Under Model 1, the NPS would be entirely responsible for facilities operation and maintenance, as well as visitor services. This model assumes NPS ownership and curatorial responsibilities of the NWP collection. The ongoing role of the NWP in this model would be limited to that of a traditional friends group. The NWP could fund special projects at the site, continue to hold the annual Alice Awards at the house, and continue to provide marketing and communications support, but would not participate in day-to-day operations. Model 1 most closely resembles the traditional NPS operating model. As such, Model 1 places the largest staffing demands on NPS.

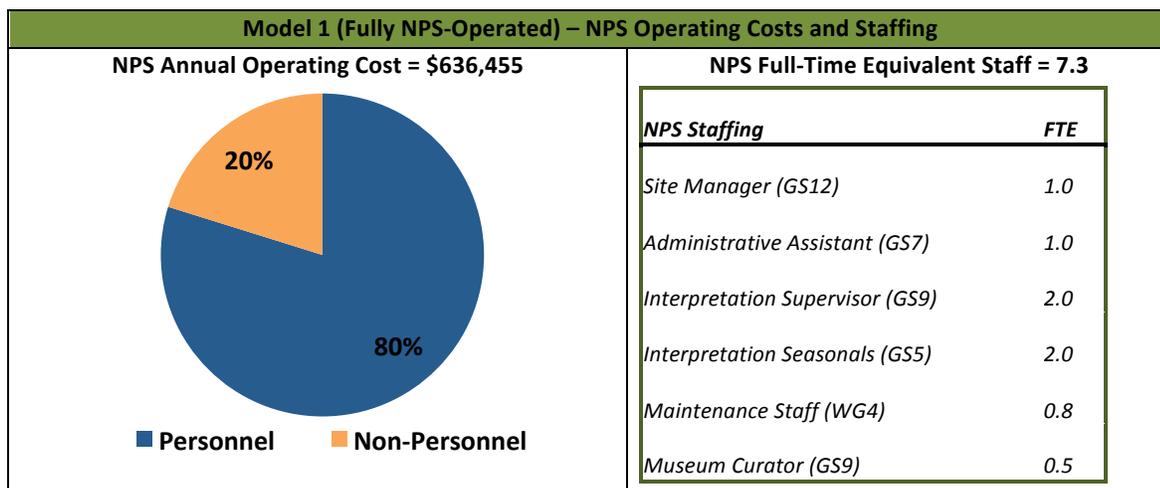


FIGURE 18. MODEL 1 OPERATING COSTS AND STAFFING OVERVIEW

**Facilities Maintenance and Operations:** Maintenance staffing would be set at the level needed to provide for the daily operation and regular maintenance of all facilities. A three-quarter-time maintenance employee would be responsible for daily maintenance tasks: cleaning floors and restrooms, removing trash, shoveling snow from steps and sidewalks, removing debris from the lawn, replacing light bulbs, removing cobwebs, checking the building for repair needs, ensuring ADA lifts are in working order, following opening and closing procedures, etc. Monthly services such as groundskeeping/gardening, pest control, and security systems would be contracted. The NPS would also be responsible for paying all utilities: water, electricity, gas, phone/internet.

***Interpretation and Education:*** Interpretation staffing would be set at the level needed to provide services to the estimated 4,400 visitors coming to the site each year. Seasonal interpretation staff would provide primary visitor services: greeting visitors, leading group tours, and answering visitor questions. Their schedules would be set to align with seasonal visitation patterns. One full-time interpretation staff member would be responsible for coordinating educational programs and community outreach and maintaining the site's digital media presence. One full-time interpretation supervisor would be responsible for supervising interpretive staff and planning and developing interpretive themes and exhibits.

***Collection Management:*** A part-time curator would be responsible for managing the collection, and it is assumed the site would be able to draw on professional curatorial and compliance staff from the National Mall and Memorial Parks for additional technical assistance. The portion of the collection not displayed or stored on-site would be stored at the NPS Museum Resource Center in Maryland. For the purposes of this study it is assumed that this storage is at no cost to the NPS or the NWP.

***General Management and Administration:*** A site manager would be responsible for the general management and administration of the site, overseeing all operations and supervising all staff, as well as public relations, policy, and planning. An administrative assistant would support the site manager, overseeing budgeting, purchasing, payroll, and other clerical tasks.

**Model 2a: Jointly Operated – NPS Provides Primary Visitor Services**

In Model 2a, Sewall-Belmont House is managed in partnership, with the NWP playing an operating role. As in Model 1, the NPS takes over responsibility for facilities operation and maintenance and becomes the primary provider of visitor services. Unlike Model 1 though, the collection continues to be owned and managed by the NWP. The NWP also continues to lead educational programs and outreach efforts. As such, Model 2a presents slightly lower staffing demands on the NPS than Model 1.

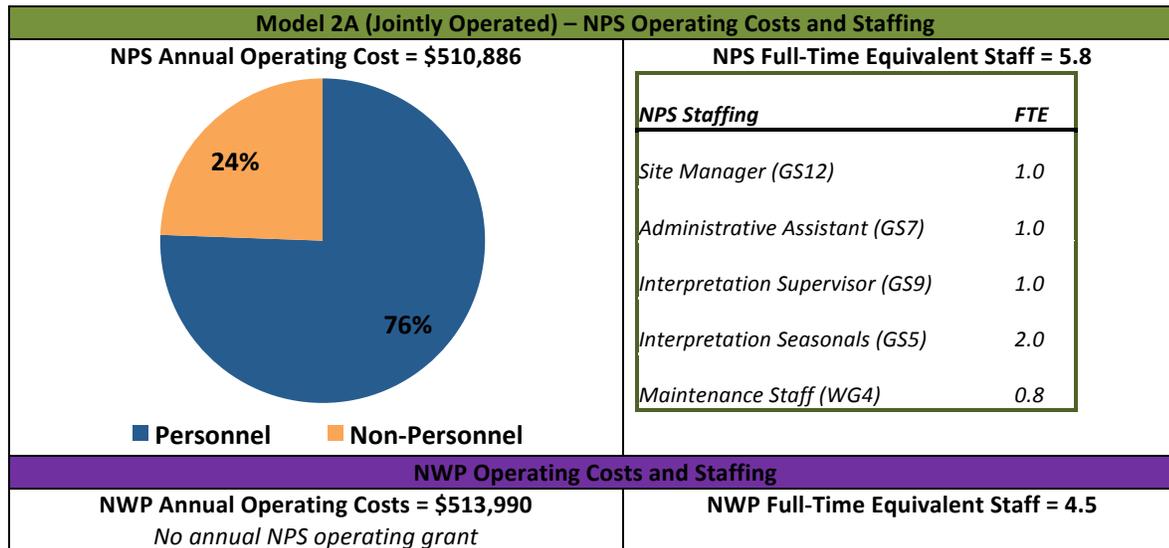


FIGURE 19. MODEL 2A OPERATING COSTS AND STAFFING OVERVIEW

**Facilities Maintenance and Operations:** Maintenance staffing and spending would be set at the same levels as in Model 1.

**Interpretation and Education:** Interpretation staffing would be lower than the levels presented in Model 1, as the NWP retains shared responsibility for exhibit planning, educational programs, and outreach.

**Collection Management:** The NPS would play no direct role in the management of the collection in Model 2a. However, professional curatorial and compliance staff from the National Mall and Memorial Parks would be available for technical assistance requests, and the NPS Museum Resource Center would still store a portion of the collection offsite. For the purposes this study it is assumed that this storage is at no cost to the NPS or the NWP.

Under all scenarios in which the NPS would be responsible for managing the facility but not own the collection, further evaluation would be needed to determine additional liability concerns relating to collection protection (security, fire suppression and climate control).

**General Management and Administration:** General management and administration staffing and spending would be set at the same levels as in Model 1.

**Model 2b: Jointly Operated – NWP Provides Primary Visitor Services**

In Model 2b, the partnership expands, with the NWP playing a larger operating role. As in Models 1 and 2a, the NPS takes over responsibility for facilities operation and maintenance. As in Model 2a (but unlike Model 1), the collection continues to be owned and managed by the NWP. The NWP also continues to lead educational programs and outreach efforts. Unlike Models 1 and 2a, in Model 2b, the NWP continues to be the primary provider of visitor services. As such, Model 2b presents lower staffing demands on the NPS than Models 1 or 2a.

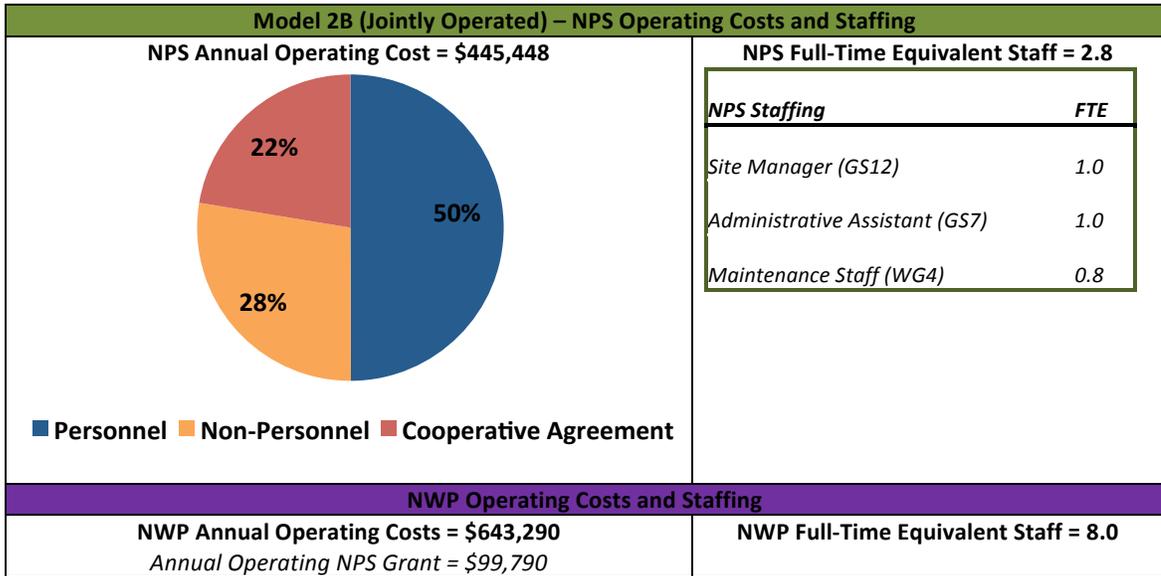


FIGURE 20. MODEL 2B OPERATING COSTS AND STAFFING OVERVIEW

**Facilities Maintenance and Operations:** Maintenance staffing and spending would be set at the same levels as in Models 1 and 2a.

**Interpretation and Education:** The NPS would play no direct role in providing visitor interpretation and education services. Museum tours and visitor services would be provided by NWP staff. The NWP would continue to provide all educational programs as well.

**Collection Management:** As in Model 2a, the NPS would play no direct role in the management of the collection. However, professional curatorial and compliance staff from the National Mall and Memorial Parks would be available for technical assistance requests, and the NPS Museum Resource Center would still store a portion of the collection offsite. For the purposes of this study it is assumed that this storage is at no cost to the NPS or the NWP.

Under all scenarios in which the NPS would be responsible for managing the facility but not own the collection, further evaluation would be needed to determine additional liability concerns relating to collection protection (security, fire suppression and climate control).

**General Management and Administration:** General management and administration staffing and spending would be set at the same levels as in Models 1 and 2a.

**Financial support to NWP:** Under Model 2b, the NPS would continue to provide financial support to the NWP with an annual grant of approximately \$100,000, leveraging the NWP’s other fundraising streams to ensure the sustainability of Sewall-Belmont House operations.

**Model 3: NPS Financial Assistance Only**

In Model 3, while Sewall-Belmont House becomes a formal site of the NPS, the NWP continues to be responsible for all aspects of operations. This model resembles the management approach taken at NPS sites such as First Ladies National Historic Site and Theodore Roosevelt Inaugural National Historic Site. The site would be managed under a detailed cooperative management agreement, which would delineate roles and responsibilities.

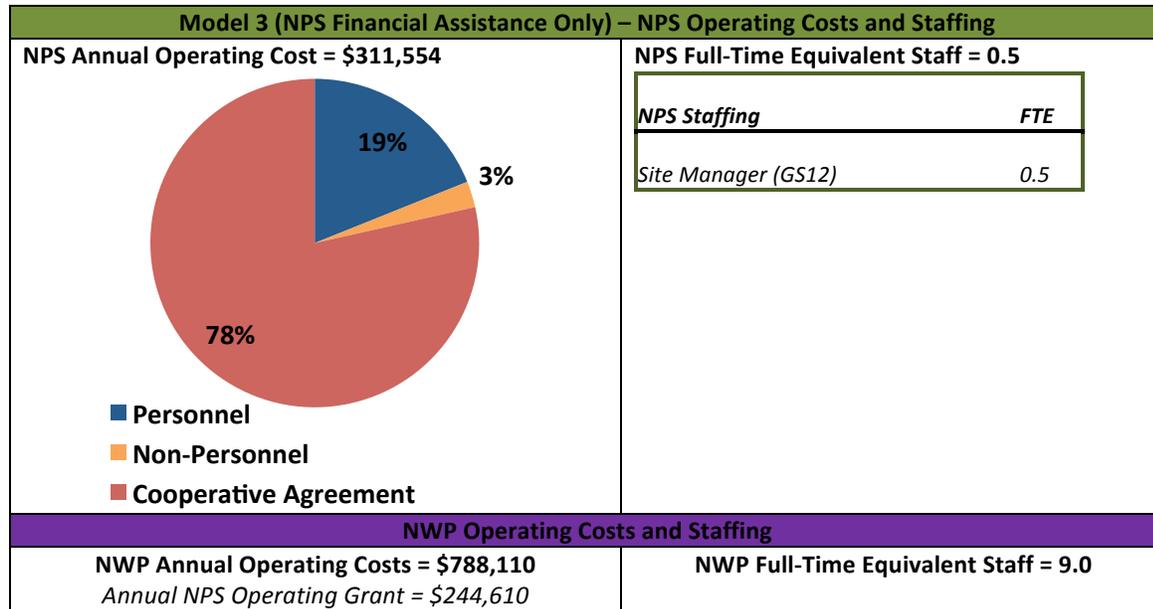


FIGURE 21. MODEL 3 OPERATING COSTS AND STAFFING OVERVIEW

The NPS would be responsible for providing annual funding through this cooperative agreement with an annual grant of approximately \$245,000, leveraging the NWP’s other revenue streams. A part-time site manager would oversee the cooperative agreement, serve as the primary liaison to the NWP, ensure compliance with NPS policies and regulations, and collaborate with the NWP on planning, budgeting, and communications. The NPS would also be available to provide technical assistance and training related to visitor services, building preservation, and collections management, as necessary.

## Chapter 6:

# Evaluation of New Park Land Criteria

To be found potentially eligible for inclusion in the national park system, a proposed addition must (1) possess nationally significant natural or cultural resources; (2) be a suitable addition to the system; (3) be a feasible addition to the system; and (4) require direct NPS management, instead of alternative protection by other public agencies or the private sector.

Sewall-Belmont House's status as a national historic landmark and an NPS affiliated area demonstrates that the above criteria are already partially satisfied. This chapter provides a preliminary evaluation of the resources of Sewall-Belmont House against these criteria, with more detailed evaluation of feasibility and need for NPS management.

### Significance

An area or resource may be considered nationally significant if it

- is an outstanding example of a particular type of resource;
- possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage;
- offers superlative opportunities for public enjoyment or for scientific study; and
- retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

National significance for cultural resources is determined by applying the national historic landmarks criteria contained in the Code of Federal Regulations at 36 CFR Part 65.

As detailed in chapter 1, the national significance of the Sewall-Belmont House has been recognized through its designation as a national historic site and NPS affiliated area and the site has therefore met the criteria for national significance. The site is also a national historic landmark (1974), adding additional detail in the determination of national significance. The National Historic Landmark Statement of Significance for Sewall-Belmont House reads (as of designation – May, 30, 1974):

From 1929, this house has served as headquarters of the National Woman's Party, founded by Alice Paul (1885–1977), the most significant figure in the final phase of the struggle for a Constitutional amendment granting women the right to vote. Paul revived the movement, employing dramatic techniques—White House demonstrations, hunger strikes, and relentless political pressure—to achieve victory just prior to the 1920 election.

The above statement of significance formalizes Sewall-Belmont House's national significance, clearly demonstrating its possession of exceptional value in illustrating the cultural themes associated with Alice Paul and achievements of the NWP. The 1972 National Register of Historic Places nomination for Sewall-Belmont House goes into additional detail of the significance of Paul's achievements:

Alice Paul descended on Washington in 1913, when interest in the suffrage amendment was at its nadir, "determined to light in American hearts the same fire that burned so fiercely in England." Her dramatic techniques immediately revived the movement: White House demonstrations, hunger strikes, and relentless political pressure culminated in victory just prior to the 1920 election. Having won that battle, Ms. Paul and the National Woman's Party took up arms for another amendment, one which would guarantee equal rights to women in every respect. The National Woman's Party works toward that goal today.

## Suitability

An area may be considered suitable for potential addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. The suitability evaluation, therefore, is not limited solely to units of the NPS, but includes evaluation of all comparable resource types protected by others.

As with national significance, Sewall-Belmont House's designation as a national historic landmark, national historic site and NPS affiliated area also demonstrates it has met the criteria for suitability for inclusion in the national park system. Since its designation in 1974, the site has represented and protected, for public enjoyment, the nationally significant historic house and the NWP.

To evaluate the suitability of the Sewall-Belmont House for inclusion in the national park system, other sites in the country were examined to determine the extent of representation of sites related to the historic theme of women's rights and equality that are preserved and interpreted. Those sites are as follows.

### *Related Sites Managed by the NPS*

1. ***Mary McLeod Bethune Council House National Historic Site – Washington, DC.*** This house was significant as a center for the development of strategies and programs that advanced the interests of African American women and the black community. Mary McLeod Bethune Council House was the residence of Mary McLeod Bethune (1875–1955), renowned educator, national political leader, and founder of the National Council of Negro Women from 1943 to 1955. She was one of America's most influential black women.
2. ***Maggie L. Walker National Historic Site – Richmond, Virginia.*** The site commemorates the life and work of an exceptional woman who became very active in the economic, social, and philanthropic life of Richmond's African American community. Maggie Lena Walker (1867–1934) was born in Richmond, Virginia, the daughter of a former slave and a northern abolitionist author.
3. ***Clara Barton National Historic Site – Glen Echo, Maryland.*** Clara Barton dedicated her life and energies to help others in times of need—both home and abroad, in peacetime as well as during military emergencies. Her crowning achievements were the organization and direction of the American Red Cross, most of which took place at Clara Barton National Historic Site in Glen Echo, Maryland, just outside Washington, DC. Glen Echo was her home the last 15 years of her life and the structure illustrates her dedication and concern for those less fortunate than herself.
4. ***Eleanor Roosevelt National Historic Site – Hyde Park, New York.*** Val-Kill Cottage, the simple two-story stone building located within the Roosevelt family property at Hyde Park, was the home of Eleanor Roosevelt (1884–1962) for the last 17 years of her life. In these years following her husband's death, Eleanor Roosevelt emerged as a world figure, beginning with her appointment as American ambassador to the United Nations in 1946 and her work on the Universal Declaration of Human Rights, written chiefly in the solitude provided at Val-Kill. It is the only national historic site dedicated to a first lady.

5. ***Rosie the Riveter-World War II Home Front National Historical Park – Richmond, California.*** The site interprets surviving sites and structures from the World War II years that help tell the diverse stories of the home front. These stories include the mobilization of America’s industry and the changes in production techniques; the struggle for women’s and minority rights; the labor movement; the growth of pre-paid medical care; advances in early childhood education and day care; recycling and rationing; major shifts in population; and changes in arts and culture.
6. ***First Ladies National Historic Site – Canton, Ohio.*** Two properties, the home of First Lady Ida Saxton McKinley and the seven-story 1895 City Bank Building, are preserved at this site, which honors the lives and accomplishment of our nation’s first ladies. The site is managed by the NPS and operated by the National First Ladies Library.
7. ***Women’s Rights National Historical Park – Seneca Falls, New York.*** The site tells the story of the first Women’s Rights Convention held in Seneca Falls, New York, on July 19–20, 1848. The site tells the story of struggles for civil rights, human rights, and equality, global struggles that continue today. However, the theme of the park’s resources and interpretation is on the efforts of women’s rights leaders, abolitionists, and other 19th century reformers. This focus does not extend into the 20th century, creating very little overlap with the significance of Sewall-Belmont House.

### ***Summary of Suitability***

As the above list of related sites indicates, there are several sites relating to women’s rights and women’s history that are protected by the NPS. Some of these sites tell the stories of the exceptional lives of particular women, others detail particular events or periods relevant to women’s history; however, none of them provides the opportunity to present the story of Alice Paul, the work of the NWP, and their continued legacy. The Sewall-Belmont house is unique in protecting the extensive resources associated with Alice Paul and the NWP and their mission to advance women’s rights throughout the 20th century. Based on this evaluation, the Sewall-Belmont House is suitable for inclusion within the national park system.

As discussed in chapter 1, should the Sewall-Belmont House become a full NPS unit, its inclusion in the system would also help fill identified gaps in the representation of women’s history in the national park system. It would increase the number of standalone women’s history units and strengthen the overall interpretation of women’s history within the national park system.

## **Feasibility**

To be feasible as a new unit of the NPS, an area must be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond its boundaries), and be capable of efficient administration by the NPS at a reasonable cost. Important feasibility factors include land ownership, acquisition costs, life cycle maintenance costs, accessibility, resource threats, and staff or development requirements.

As with significance and suitability, through its national historic landmark and affiliated area status, a number of feasibility factors typically considered through a study of this nature have already been met for Sewall-Belmont House. This is demonstrated through having operated as a historic house and museum protecting the resource and presenting its story to the public as a national historic landmark and NPS affiliated area for more than 40 years. For this reason, this study has not explored many typical feasibility factors, including: size, boundary configurations, current and potential uses of the study area and surrounding lands, landownership patterns, public enjoyment potential, access, and local planning and zoning.

This study has taken a detailed look, through a TCFO analysis and study of potential operating models, at the following feasibility factors:

- current and potential threats to the resources
- landowner support
- costs associated with acquisition, development, restoration, and operation
- staffing requirements
- economic/socioeconomic impacts of designation as a unit of the national park system

### ***Current and potential threats to the resources***

Further detailed in chapters 2 and 4, the Sewall-Belmont House has numerous outstanding facility and resource needs that were not able to be addressed during its most recent renovation in 2010–2011. Specifically, the building’s HVAC system is in immediate need of replacement, environmental controls require updating, and portions of its collections storage probably do not meet Secretary of the Interior standards. In addition, an August 2011 earthquake may have damaged some of the building’s stairwells, walls, and chimneys. Projected costs associated with these upfront and ongoing costs associated with the site’s facilities are detailed below.

The NWP collection stored at the house, particularly the library collection, has numerous documented threats related to climate control, security and fire protection deficiencies, detailed in chapters 2 and 4. Due to the fact the NWP has owned and operated out of the house since the party was established, its stewardship has yielded a very rich and complete collection that comprehensively illustrates the story of the Equal Right Amendment and women’s suffrage. This important and nationally significant library collection faces what is probably the most serious of the site’s potential threats. Although the NPS has provided some financial assistance through its cooperative agreement and associated project grants over recent years, this agreement is set to expire and unmet needs still remain.

### ***Landowner support***

The NWP, the current owner and manager of the Sewall-Belmont House, has been very supportive of this study and receptive to the possibility of additional NPS assistance. The NWP is open to NPS ownership of the property, although organization staff has expressed an intention (or desire?) to retain ownership of the museum and library collections. However, in addition to legal restrictions on any ownership transfer of the property and collection, there is also the requirement of a vote by the NWP Board of Directors.

Because of the limited scope of this study, comments from the general public on the potential to designate the site as an NPS unit have not been sought. Given the current affiliated area status and the minimal amount of change to operations expected under the presented operating models compared to current operations, no public opposition would be expected.

### ***Costs associated with acquisition, development, restoration, and operation***

The designation of the Sewall-Belmont House as a full unit of the national park system could require the bureau to be responsible for the ownership and maintenance of its associated facilities. It is assumed that the site would be placed under the administration of the National Mall and Memorial Parks. Chapter 2 documents the estimated costs associated with adding the Sewall-Belmont House to the NAMA portfolio in terms of current liabilities and future O&M requirements. The TCFO approach was used in developing the cost estimates.

The TCFO analysis estimated that there is roughly \$1.3 million in immediate repair and replacement needs at the Sewall-Belmont House. Excluding immediate needs, the analysis estimated \$182,000 total annual cost (averaged over 50 years of total projected facilities costs). Of that amount, it is assumed \$93,000 would be financed by project funding. The remaining roughly \$89,000, categorized as preventative maintenance and facility operations costs, would be paid by the NPS as illustrated in the operating models in which the NPS takes on facility maintenance responsibilities (Models 1, 2a, and 2b).

This analysis assumes that the museum's library will remain in its current location. This assumption requires upgrades to building equipment, including a climate-control system and fire protection system to protect the library's collection. Additionally, the building's security system would probably require extensive upgrades to meet NPS standards.

Three general operating models with comprehensive projections of all operating costs have been analyzed in this study. While total annual costs are significantly higher than current annual NPS assistance for the site, ranging between \$312,000 and \$636,000, the projections are within the typical range of comparable NPS units. A summary of annual operating costs, assumed to be provided through NAMA base funding, is shown below. A more detailed breakdown is included in chapter 5.

	<b>Model 1: Fully NPS- Operated</b>	<b>Model 2a: Jointly Operated – NPS Provides Visitor Services</b>	<b>Model 2b: Jointly Operated – NWP Provides Visitor Services</b>	<b>Model 3: Financial Assistance Only</b>
NPS Annual Operating Costs	\$636,455	\$510,886	\$445,448	\$311,554
NPS Staff (FTE)	7.3	5.8	2.8	0.5

**FIGURE 22 SEWALL-BELMONT HOUSE PROJECTED COST ESTIMATES AND STAFFING**

Possible acquisition costs for the property are an unknown factor that this study has not taken into account. Donation by the NWP is a possibility; however, there would be costs associated with property title work, environmental site assessment, and possibly appraisals. Legislation would also be required, as the NPS currently has no authority to acquire the property.

### ***Staffing requirements***

Personnel expenditures represent the largest area of projected operating costs for Sewall-Belmont House. As such, staffing levels and pay grades represent the key assumption underlying these cost estimates. They were informed by current staffing levels, a review of the organizational structures / staffing models at comparable NPS sites, and an assessment of visitor service level needs given assumed visitation levels. These assumptions are further detailed in chapter 5.

All of the potential operating models for Sewall-Belmont House in this study provide the same level of visitor services for five days per week (Wednesday through Sunday); therefore, overall staffing requirements of about 7–10 full-time equivalent staff are similar across all models. However, the models vary in how much staffing is provided by the NPS and how much is provided by the NWP as a cooperative partner.

Position titles and percentage of total NPS cost spent on staffing for each model is detailed in chapter 5. Positions include management, interpretation and maintenance staff with the percent of total NPS costs toward staff varying from roughly 20% to 80%.

It is assumed that under increased NPS management of the site, the efforts of paid staff would be supplemented with contributions from a more active volunteer base. The opportunity exists to expand the house's volunteer program; by using an established volunteer base and volunteer management infrastructure already in place at the National Mall and Memorial Parks, Sewall-Belmont House and the NWP could better leverage this valuable resource.

### ***Economic/socioeconomic impacts of designation***

In all operating models presented in chapter 5, it is assumed that self-guided visitation will increase 33% from the baseline level. FY 2009 was selected for the baseline level, as that was the last full year during which the house was open to self-guided tours five days a week. It is further assumed that group tours will increase 20% from the baseline level (FY 2012 and FY 2013 figures formed the baseline level for group tours). This increase in visitation is attributable to the increased profile associated with designation as a unit of the NPS.

With modest increases in visitation expected, there would probably be negligible economic and socioeconomic impacts of designation for the site and local community. In terms of feasibility, with total annual visitation expected to be less than 4,500, regardless of decisions relating to factors such as fees, concessions, and associated cooperative agreements, economic revenue from the site is unlikely to provide significant contributions to help cover NPS costs.

### ***Summary of Feasibility***

The Sewall-Belmont House meets numerous feasibility factors. It is already being operated as a museum and library open to the public, and the property owner has petitioned for increased NPS involvement. It would appear that all three operating models explored in this study are feasible options to overcome financial constraints and resource threats facing the Sewall-Belmont House under NWP management. The estimated annual costs for operating the site as a unit of the NPS are between \$312,000 and \$636,000. In addition, there is roughly \$1.3 million in immediate repair and replacement needs.

While total annual costs are significantly higher than the annual funding currently received from the NPS, these projections are on the low end of costs for comparable NPS units. The partnership developed between the National Mall and Memorial Parks and the NWP creates efficiencies that keep costs relatively low, leveraging the skills and expertise of both organizations. The site's proximity to other NAMA sites adds to this efficiency by adding minimal costs associated with transportation, law enforcement, and general administration, areas of operation that typically reduce the feasibility of new units. Under all potential operating models presented there would also be the ability to better build volunteer capacity.

This study's projections were based on a number of assumptions, many of which would benefit from additional detail. Several unknowns surround the management of the extensive library, archival, and museum collection, complicated by legal restrictions and the NWP's intention to retain ownership. Under all scenarios in which the NPS would be responsible for managing the facility, but not owning the collection, further evaluation would be needed to determine additional liability concerns relating to collection protection (security, fire suppression and climate control). It is also unknown whether collection storage at the NPS National Capitol Region Museum Resource Center would continue to be at no cost to the National Mall and Memorial Parks or NWP, as assumed in the above projections.

## Need for NPS Management

The need for direct NPS management is the final criterion for evaluating a proposed unit of the NPS. This criterion is met if it is concluded that a resource meets other designation criteria and that NPS management is clearly superior to any other available form of management. A study may find that the resource is immediately threatened and preservation by the NPS is the only alternative available. The NPS does not normally find that it is needed to manage resources already adequately protected by state, local, or private entities.

NWP financial difficulties have reduced staffing and opening hours significantly over recent years. Although the Sewall-Belmont House has benefited from federal financial assistance through NPS affiliated area status, including recent grants to complete large-scale preservation projects, there also remains a significant backlog in facilities maintenance and resource preservation needs. In both FY 2012 and FY 2013, NWP spending has outstripped fundraising, and fundraising trends are not expected to change in the near future.

Given this strained financial situation, NWP management has taken several steps over recent years to decrease expenses and increase revenue in an attempt to address financial sustainability. While cost-saving measures have been successful in alleviating short-term financial strains, NWP management believes that continuing to operate at a diminished capacity will have major impacts on their ability to provide adequate visitor services and properly maintain the house and collection. As identified in relation to feasibility, there is a significant backlog of facilities maintenance needs as well as long-term costs that it is unrealistic to expect the NWP to tackle on their own. New and expanded funding streams will be vital for securing long-term sustainability of Sewall-Belmont House. It is for this reason that the NWP has been receptive to interest in exploring an expanded partner relationship with the NPS.

Pressing the issue of need is the surpassed legislated cap authorizing federal appropriations to support the Sewall-Belmont House. As a result, the NPS is not currently authorized to provide any additional financial assistance to the NWP going forward—a loss of a further roughly \$100,000 in annual funding.

This study presents three potential operating models, all of which assume the need for more direct NPS management. The models range from the NPS owning the house and the collection and operating Sewall-Belmont House as a traditional NPS unit (Model 1) to the NWP continuing to be the primary operator with additional NPS financial assistance (Model 3). This study has found each model to be feasible and likely to address the current financial constraints. While Model 1, and most likely Model 2, would require designating the site as a new NPS unit, Model 3 could probably be achieved under the current affiliated area status and potentially without NPS ownership of the property or new unit designation. Model 3 would, however, require legislative action for the NPS to provide continued and increased cooperative agreement funding.

As a unit of the NPS, under NPS ownership, the Sewall-Belmont House would have more assurance of long-term preservation of the outstanding resources associated with the site. The site would benefit from the expertise of NPS staff and gain the increased profile associated with designation as a unit of the NPS.

It is possible that other public or private entities could provide assistance to the NWP in managing the site, including the National Archives or the Smithsonian Institution, both local federal agencies with similar expertise to the NPS in the area of collections management. However, most suitable entities are also operating under financial constraints and to date there have been no alternative offers of assistance.

### ***Summary of Need for NPS Management***

The NWP's long history of high-quality management, resource protection, and the ability to offer public enjoyment, demonstrate the organization's ability to run the site well; however, changes in organizational structure and subsequent financial constraints make it clear that assistance is necessary to continue to preserve and interpret the house at the level it was legislated to be managed. This level of assistance would indicate a need for additional direct NPS management.

As it currently stands, without an increase in the legislated federal funding cap, Sewall-Belmont House will be forced to operate with complete dependence on fundraising and other nonfederal funding sources. Under this scenario, it is likely that in the near future the site will be closed to the public and fall into further disrepair. Such a scenario could allow limited private tours and library visits to continue; however, Sewall-Belmont House's legislated intent as a national historic site to preserve the house for the "benefit and inspiration" of the public would be seriously compromised.

The need for NPS assistance has been previously formalized through legislation with the Sewall-Belmont House's affiliated area status and long-standing partnership with the NPS. This legislated partnership, in addition to complementary expertise from the National Capital Region, puts the NPS in a position to best manage the site. This is probably a superior management option to any entity outside of the NWP. However, what needs to be determined is the level of NPS support that is most appropriate and sustainable over time.

## Chapter 7: Conclusion

The scope of this study is focused on feasibility and the need for NPS management, with an evaluation supplemented by detailed development of potential operating models and long-term cost estimates associated with NPS ownership. The Sewall-Belmont House meets numerous feasibility factors. It is already being operated as a museum and library open to the public, and the property owner, the National Woman's Party, supports increased NPS involvement and has indeed petitioned for it. The long-term partnership between the NPS and the NWP over the past 40 years has created efficiencies and synergies that help keep costs relatively low, leveraging the skills and expertise of both organizations.

The capacity for sustainable management of the Sewall-Belmont House under current arrangements is at risk. Changes in organizational structure in the NWP and subsequent financial constraints have resulted in a critical need for increased assistance. There is a significant backlog of facilities maintenance needs as well as long-term capital costs that the NWP has no capacity to take on. Given that the \$2 million legislated cap authorizing federal appropriations has been surpassed, the NPS is not currently authorized to provide any additional financial assistance to the NWP going forward—a loss of a further \$100,000 (approximately) in annual funding. New and expanded funding streams are vital for securing long-term sustainability. Only through increased resources can the site, an affiliated area of the national park system, be appropriately managed for visitor use and resource protection, meeting the legislative intent of its designation.

To this end, the study presents three potential operating models, all of which assume the need for more direct NPS management and an ongoing partnership with the NWP. All three operating models appear to be feasible options for overcoming the financial constraints and resource threats facing the Sewall-Belmont House under NWP management. While total annual costs are significantly higher than current NPS assistance, these projections are on the low end of costs for comparable NPS units.

Designation of the Sewall-Belmont House as a full unit of the NPS could require the bureau, specifically the National Mall and Memorial Parks, to be responsible for the ownership and maintenance of its associated facilities. Each operating model explored would require an increase in NAMA base funding to accommodate the additional annual operations and maintenance needs, as well as a long-term commitment to cyclic and facility maintenance activities. In addition, an estimated \$1.3 million in immediate repair and replacement needs would have to be addressed.

The projected cost to the NPS is greatest in Model 1, with \$636,000 in annual costs. Under Model 1, the NPS takes on the greatest role and largest staffing commitment, with the ongoing role of the NWP similar to that of a traditional friends group. Model 1 most closely resembles the traditional NPS operating model. This includes the NPS owning the NWP collection, which is not the preference of the NWP.

The cost to the NPS is least in Model 3, with the expectation that the NWP would continue most operations and maintenance with increased financial assistance. Adopting Model 3 would significantly reduce the NPS responsibility for the total life cycle. However, with NPS ownership of the property, there would still be additional obligations associated with preserving the structure, and potentially the collection, to the Secretary of the Interior's standards. This model would require detailed agreements to clearly define responsibilities of the two parties.

The two variations of Model 2 are probably the most feasible given the moderate costs and long-term confidence of management. These options, particularly Model 2a, are the preference of the NWP, which sees the responsibilities required of the NWP most in line with their capacity and mission. While Model 2a would still add significant responsibility to NAMA staff and entail additional long-term operations and maintenance costs, it also suits NPS expertise in taking primary responsibility of day-to-day interpretation and site management.

This study's projections were based on a number of assumptions, many of which would benefit from additional information and analysis. The management of the Sewall-Belmont House's extensive library, archival, and museum collection is complicated by legal restrictions and the NWP's intention to retain ownership. Under all models in which the NPS would take responsibility for managing the facility (Models 2a, 2b, and 3), but not own the collection, further evaluation would be needed to determine additional liability concerns relating to collection protection.



*View north from central stairway  
(NPS photo)*

# Appendix A: Study Team and Contributors

## Contributors and Project Team Members

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Roland Rollinger, Facilities Management Specialist, Park Facility Management Division, NPS

Jeremy Sewall, Contractor, Booz Allen Hamilton

Page Harrington, Executive Director, Sewall-Belmont House and Museum

### *Study timeline:*

- Early 2013 – The WASO Park Planning and Special Studies Division takes on the project and begins initial research for study, working with NAMA, NCR and NWP staff
- Summer 2013 – Planning staff from the Northeast Regional Office further develops research, consultation with NWP staff, and drafting study outline
- April 2014 – Study effort pushes forward with assistance from WASO Business Management Group to further develop and project costs associated with potential operating models
- July 2014 – NPS Historic Preservation Training Center undertakes site visits focused on structural condition; completes abbreviated condition assessment report in August 2014
- August 2014 – WASO Park Facilities Management Division undertakes total cost of facility ownership study, contracted by Booz Allen Hamilton; report completed in October 2014

# Appendix B: Pertinent Legislation

88 STAT.] PUBLIC LAW 93-487—OCT. 26, 1974

1463

(e) Tuskegee Institute National Historic Site, \$185,000 for the acquisition of lands and interests in lands and \$2,722,000 for development; and

(f) Martin Van Buren National Historic Site, \$213,000 for acquisition of lands and interests in lands and \$2,737,000 for development.

## TITLE II

SEC. 201. In order to preserve for the benefit and inspiration of the people of the United States as a national historic site, the Sewall-Belmont House within the District of Columbia, the Secretary of the Interior is authorized to enter into a cooperative agreement to assist in the preservation and interpretation of such house.

Sewall-Belmont House National Historic Site, D.C.

SEC. 202. The property subject to cooperative agreement pursuant to section 101 of this Act is hereby designated as the "Sewall-Belmont House National Historic Site".

16 USC 461 note.

SEC. 203. The cooperative agreement shall contain, but shall not be limited to, provisions that the Secretary, through the National Park Service, shall have right of access at all reasonable times to all public portions of the property covered by such agreement for the purpose of conducting visitors through such property and interpreting it to the public, that no changes or alterations shall be made in such property except by mutual agreement between the Secretary and the other parties to such agreement. The agreement may contain specific provisions which outline in detail the extent of the participation by the Secretary in the restoration, preservation, and maintenance of the historic site.

Cooperative agreement.

SEC. 204. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not to exceed \$500,000.

Appropriation.

Approved October 26, 1974.

Public Law 93-487

AN ACT

To amend the Intercoastal Shipping Act, 1933.

October 26, 1974  
[H. R. 13561]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 5 of the Intercoastal Shipping Act, 1933, as amended (46 U.S.C. 845b), is amended by changing the period to a comma at the end and adding the words: "and shall apply to the carriage, storage or handling of property for the United States, State or municipal governments, or for charitable purposes."

Intercoastal Shipping Act, 1933, amendment.

SEC. 2. Section 6 of the Intercoastal Shipping Act, 1933, as amended (46 U.S.C. 846), is deleted.

Approved October 26, 1974.

PUBLIC LAW 100-355—JUNE 28, 1988

102 STAT. 667

Public Law 100-355  
100th Congress

## An Act

To increase the amount authorized to be appropriated with respect to the Sewall-Belmont House National Historic Site.

June 28, 1988

[H.R. 2203]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*Conservation.  
National parks,  
monuments, etc.

## SECTION 1. AMENDMENTS.

Title II of Public Law 93-486 (88 Stat. 1463) is amended as follows:

(1) In section 202 strike "101 of this Act" and insert "201 of this title".

(2) In section 204 strike "Act" and insert "title".

(3) Amend section 204 of Public Law 93-486 (88 Stat. 1463) authorizing the Sewall-Belmont House National Historic Site by striking "\$500,000" and inserting "\$2,000,000".

(4) After section 204 insert:

"SEC. 205. (a) In order to provide a planning framework for the management, preservation, and interpretation of the Sewall-Belmont House National Historic Site, the Secretary of the Interior shall develop a Statement for Management, a Statement for Interpretation, a Scope of Collections Statements, and a Historic Structures Report. Within one year of enactment of this section the Secretary shall transmit these documents to the House of Representatives Committee on Interior and Insular Affairs and the Senate Committee on Energy and Natural Resources.

Reports.

"(b) The National Park Service and the owner of the Sewall-Belmont House shall enter into negotiations to prepare a revised cooperative agreement detailing the respective responsibilities of each party, including actions to be taken by each party in order to facilitate greater cooperation between them. The National Park Service shall transmit to the respective committees the revised cooperative agreement within 30 days after its execution."

Contracts.

## SEC. 2. EXPANSION OF THE DELTA REGION PRESERVATION COMMISSION.

Section 907(a) of Public Law 95-625, as amended, is further amended as follows:

16 USC 230f.

(1) In clause (6), strike "region; and" and insert "region;"

(2) In clause (7), strike "Arts." and insert "Arts; and".

(3) Add the following new clause:

"(8) one member who shall have experience as a folklorist and who is familiar with the cultures of the Mississippi Delta Region appointed by the Secretary of the Smithsonian Institution."

## SEC. 3. SAIPAN HARBOR AND SAN JOSE HARBOR PROJECTS.

(a) There is authorized to be appropriated to the Secretary of the Interior such sums as are necessary for construction of the Saipan harbor project in the Northern Mariana Islands, in accordance with the May 1987 draft feasibility report of the Honolulu District Engineer.

Northern  
Mariana  
Islands.

# Appendix C: Total Cost of Facility Ownership Overview



## Park Facility Management Division

October 2014

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### Background

The Sewall-Belmont House and Museum, a National Historic Site, is owned and operated by the National Women's Party (NWP) and has served as their headquarters since 1929. The site was designated an Affiliated Area of the national park system in 1974 with the National Mall (NAMA) providing administrative oversight. Under a cooperative agreement reached in 2001, the National Park Service (NPS) provides \$96,000 per year in statutory aid to the NWP, assisting with preservation and interpretation activities at the Sewall-Belmont House and Museum. In January 2013, the NPS proposed undertaking a study considering the feasibility of incorporating the Sewall-Belmont House and Museum as a full unit of the national park system.

#### *Current Condition*

The Sewall-Belmont House and Museum has numerous outstanding facility and resource needs that were not able to be addressed during its most recent renovation in 2010-2011. Specifically, the building's heating, ventilating, and air conditioning (HVAC) system is in immediate need of replacement, environmental controls require updating, the storage conditions of its collections do not meet industry standards, and its library (the first feminist library in the US) is in poor condition. Further, an August 2011 earthquake may have damaged some of the building's stairwells, walls, and chimneys.

#### *Site Details*

The Sewall-Belmont House and Museum is approximately 10,600 square feet and consists of the interior terrace, catering kitchen, library, and all four levels of the house. The overall historic site, which is approximately 22,000 square feet, includes the house, garden area, vegetation and hardscape, garden art and signage, stairs, perimeter fence and gates, exterior lighting, exterior lift, flag pole, exterior terrace and tent, and storage outbuilding.

#### *Purpose*

Designating the Sewall-Belmont House and Museum as a full unit in the national park system could require the NPS, specifically the NAMA, to be responsible for the condition and maintenance of its facilities. This report documents estimated costs associated with adding the Sewall-Belmont House and Museum to the NAMA's portfolio in terms of current liabilities and future operations and maintenance (O&M) requirements using a total cost of facility ownership (TCFO) approach.

### Methodology

Booz Allen Hamilton (Booz Allen) conducted a TCFO analysis of the Sewall-Belmont House and Museum in late summer 2014. Booz Allen met with NAMA representatives on August 8, 2014 to kick off the TCFO effort. Additionally, Booz Allen conducted a site visit on August 21, 2014. To assist with their understanding of the current condition and layout of the property, Booz Allen was provided with a library of materials associated with the study to bring the Sewall-Belmont House and Museum into the national park system. The following resources were especially useful:

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#### EXPERIENCE YOUR AMERICA™

The National Park Service cares for special places saved by the American people so that all may experience our heritage.

- 2014 SBHM Facility Current and Deferred Maintenance Report
- 2014 HPTC Abbreviated Condition Assessment Report
- HABS Site Plan [Architectural] Drawings from 2002<sup>1</sup>
- SEBE Operating Model Study completed August 2014
- SBHM Property Survey December 2009-VIKA
- Stained Glass -2 Treatment proposals 2010
- Sewall Belmont House Earthquake Damage Assessment – 09-13-11
- 8 Brother Plaster Repairs Estimate summary

On September 10, 2014, Booz Allen met with NAMA representatives to review and verify the draft TCFO analysis. The findings from this discussion were included into the Sewall-Belmont House and Museum TCFO. Subsequently, Booz Allen presented the results of the analysis to the NPS Planning & Special Studies Division, the National Capital Region's Planning Division, and the NPS Business Management Group on September 17, 2014. Comments from that presentation have been incorporated into this analysis and report as well.

#### **General Assumptions**

This TCFO analysis was performed at the level of a Class B cost estimate, with a confidence range of +/- 10 percent. As-built drawings were primarily architectural and did not show the extent of the mechanical, electrical, or plumbing systems in the building.

Booz Allen used the Historic Preservation Training Center (HPTC) Abbreviated Condition Assessment Report to inform immediate repairs that were required. Booz Allen used the HPTC report to develop cost build-ups for noted deficiencies, but based all costs on industry standard data, which does not take into account the additional work and cost required to replace or repair historic features. As a result, the cost to repair historic features may be under-estimated in this analysis.

This analysis assumes that the museum's library will remain in its current location. This assumption requires upgrades to building equipment, including a completely new climate-control system and fire protection system, in order to protect the library's collection. Additionally, the building's security system may require extensive upgrades to meet NPS standards. Laura Anderson, curator for the NAMA, provided cost estimates to install a wet pipe fire suppression system at \$150,000 and security system inspection (\$30,000) and upgrades (\$100,000).

Booz Allen developed a cost build-up to install a climate-control system in the library as a placeholder for a more detailed estimate. Booz Allen estimated costs to install a new boiler, air conditioning unit, fan coil unit, dehumidifier, and HVAC control system, but did not evaluate the feasibility or appropriateness of installing these components as part of a climate system for the library. The cost build-up also did not include supplementary costs, such as insulation or ductwork requirements. The basic components listed above were estimated to cost approximately \$20,500, but this amount will likely be markedly less than the actual cost to install a museum-quality climate-control system.

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<sup>1</sup> Also referred to as "the drawings" in subsequent sections.

Utility costs, which are generally considered a facility operations cost, were not incorporated into this TCFO analysis as these costs had been estimated in a separate effort. The NPS Business Management Group calculated utility costs for three different possible partnership options between the NPS and the NWP. If the Sewall-Belmont House and Museum were fully NPS-operated, the projected utility cost is \$39,700 per year. If the site is jointly operated with the NPS providing visitor services, the projected utility cost is \$40,850 per year. If the site is jointly operated with the NWP providing visitor services, the projected utility cost is \$42,000 per year.

### ***Equipment Inventory***

Based on the available documentation and the site visit, Booz Allen developed an inventory of all assets and components (equipment) at the Sewall-Belmont House and Museum. Each equipment item was assigned to an asset using NPS facility management logic. The analysis split the assets within the scope of this study between the house and yard.

Assets were sub-divided where appropriate and equipment assigned to these sub-areas, such as the different rooms of the house. Each equipment item was described, assigned a material where appropriate, classified according to equipment type, and categorized using UniFormat system groupings. Equipment was counted or measured based on quantity or area information provided in the drawings, or, where such information was not provided, using the scale provided in the drawings to measure distances and areas. Where useful, copies of the drawings were imported into Trimble SketchUp © from which measurements were sourced.

### ***Activity Inventory***

After documenting all equipment, Booz Allen assigned operations and maintenance and component renewal activities to the equipment using RS Means® industry standard activities. The HPTC Abbreviated Condition Assessment and the SBHM<sup>2</sup> Deferred Maintenance reports detailed maintenance needs specific to the Sewall-Belmont House and Museum. Booz Allen tailored the Sewall-Belmont House and Museum TCFO to incorporate these needs.

All maintenance activities were documented in an “Activity Inventory” in the TCFO analysis. Information used to create cost estimates for these activities included work type, frequency of the activity, labor categories performing the activity, labor hours required to perform the activity, and material, labor, and equipment costs. Costs were pro-rated for each equipment item based on the equipment’s count or quantity.

The five work types included in the Sewall-Belmont TCFO maintenance plan are as follows:

- **Preventive Maintenance (PM):** regularly scheduled periodic maintenance activities (within one year)
- **Recurring Maintenance (RM):** work activities that recur based on normal wear patterns on a periodic cycle of greater than one year

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<sup>2</sup> Two acronyms are used to describe the Sewall-Belmont House. This report attempts to avoid using either acronym but SBHM is used in the title of this document.

- **Component Renewal (CR):** planned replacement of a component or system that will reach the end of its useful life based on condition and life cycle analysis within the facility's lifetime
- **Facility Operations (FO):** work activities performed on a recurring basis related to the normal performance or function of an asset throughout the year which intends to meet daily operational needs and activities for which a facility or item is intended to be used. Includes custodial activities. This analysis did not include utility costs.
- **Unscheduled Maintenance (UM):** work that may be required due to unforeseen circumstances.

In this analysis, any equipment identified as “Fair” or “Poor” condition in the HPTC Abbreviated Condition Assessment Report were assigned an RM or CR activity to occur in 2015. This includes replacing or repairing all the HVAC equipment, windows<sup>3</sup>, brick walkways, library ceiling and walls, and gutters as well as constructing a lighting protection system. This also includes repairing the stained glass window and refinishing the wood deck under the event tent.

The frequency of a maintenance activity depends on the activity work type. The frequency of an FO activity denotes the number of times the activity is performed within a year. For example, a frequency of 12 means the activity is performed on a monthly basis. For all other work types, the frequency is the interval of years between performances of the activity. For example, a frequency of five for a RM activity means the activity is performed every five years.

#### **Cost Estimates**

Labor costs were assumed to be in-house except as noted<sup>4</sup> and are consistent with Federal Wage Grade rates as detailed in RS Means<sup>®</sup> Year 2013 Standard Union Labor Rates. The tool has work crew cost build-ups that include labor, material, and equipment costs.

The various work crew cost build-ups were applied to given maintenance activities based on the type of work being performed. For example, a roof replacement activity uses the cost build-up related to a roofing crew. Markups were applied to all crew and activity cost build-ups, including provisions for workers' compensation and general overhead.

A Park Location Factor of 1.13 was applied to all material and equipment costs, and all contracted labor costs. This factor is used by the Park Facility Management Division (PFMD) to account for remoteness and cost of living adjustments. The location factor of 1.13 is the rate set for the NAMA. The factor was not applied to in-house labor costs as these use the Federal Wage Schedule rates for the Washington, D.C. metropolitan area.

While there were some industry standard UM activities that were applied throughout the model, the majority of UM costs were based on PM requirements. All PM activities were duplicated and assigned a work type of UM. These activity costs and hours were pro-rated

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<sup>3</sup> Repair costs were not available for historic windows, so this analysis used the industry standard cost to replace standard non-historic windows as a placeholder for the repair cost to historic windows, assuming that repairing historic windows would cost at least as much as replacing non-historic windows.

<sup>4</sup> The model assumes that service contracts would cover tree pruning and maintenance on electrical panels, the stained glass window, HVAC, plumbing, and the fire protection system.

based on multipliers developed by Whitestone Research that determined a relationship between PM costs and UM costs based on UniFormat system type.

### Observations/Analysis

The TCFO tool plots costs for each activity based on the required frequency over a 50-year timeframe. The tool assumes the NPS will take ownership and begin upkeep of the building in 2015. All CR and RM maintenance activities related to equipment in “Fair” or “Poor”<sup>5</sup> condition are scheduled to be completed in the starting year (currently 2015).

Otherwise, the tool assumes equipment is not in immediate need of repair or replacement. Costs can be displayed in base year (2013<sup>6</sup>) dollars or inflated<sup>7</sup> dollars according to the inflation rate, currently set at 2.4 percent per year. The timeframe, starting year, and inflation rate can be adjusted in the tool along with the other assumptions listed in Figure 1. **Error! Reference source not found.**

Analysis Parameters		
<b>Baseline Cost Year = 2013</b>		
<b>Analysis Start Year</b>	▶	2015
<b>Select Life Cycle Span (Years)</b>	▶	50
<b>Inflation Rate</b>	▶	2.4%
<b>Park Location Factor</b>	▶	1.13
<b>Confidence Range of Estimate (-)</b>		10%
<b>Confidence Range of Estimate (+)</b>		10%

Figure 1. Sewall-Belmont House and Museum TCFO analysis parameters

#### Baseline Cost Estimate

<i>Total Life Cycle Costs (over 50 years), including Immediate Repair Needs</i>			<i>Annualized Costs</i>		
	Baseline (2013) \$	Inflated \$		Baseline (2013) \$	Inflated \$
<b>Low End O&amp;M Estimate</b>	\$9,328,499	\$18,706,336	<b>Low</b>	\$186,570	\$374,127
<b>Baseline O&amp;M Estimate</b>	\$10,364,999	\$20,784,818	<b>Base</b>	\$207,300	\$415,696
<b>High End O&amp;M Estimate</b>	\$11,401,499	\$22,863,300	<b>High</b>	\$228,030	\$457,266

Figure 2 displays the Sewall-Belmont House and Museum TCFO tool’s baseline O&M cost estimate, and upper and lower bound within 10 percent of the baseline.

<i>Total Life Cycle Costs (over 50 years), including Immediate Repair Needs</i>			<i>Annualized Costs</i>		
	Baseline (2013) \$	Inflated \$		Baseline (2013) \$	Inflated \$
<b>Low End O&amp;M Estimate</b>	\$9,328,499	\$18,706,336	<b>Low</b>	\$186,570	\$374,127

<sup>5</sup> Condition ratings were primarily sourced from the 2014 HPTC Condition report.

<sup>6</sup> The base year is 2013 because RS Means activity costs used by the model are at 2013 levels.

<sup>7</sup> Inflated estimates are the summation of costs inflated to the year in which they occur.

<b>Baseline O&amp;M Estimate</b>	\$10,364,999	\$20,784,818	<b>Base</b>	\$207,300	\$415,696
<b>High End O&amp;M Estimate</b>	\$11,401,499	\$22,863,300	<b>High</b>	\$228,030	\$457,266

**Figure 2. Sewall-Belmont House and Museum Low, Baseline, and High O&M cost estimates**

According to the baseline estimate, it will cost the NAMA between \$186,570 and \$228,030 per year in base year dollars, on average, to operate and maintain the Sewall-Belmont House and Museum during the next 50 years. This annual expenditure accumulates to a 50-year total cost of \$10.4 million in base year or \$20.8 million in inflated dollars.

**Summary by Work Type**

The model splits out immediate and future-year RM and CR costs. Immediate RM and CR costs are related to equipment that is currently in “Fair” or “Poor” condition and in danger of failure.

<i>Immediate Repair and Replacement Needs</i>		
	Baseline (2013) \$	Inflated \$
<b>Recurring Maintenance (RM)</b>	\$146,908	\$154,044
<b>Component Renewal (CR)</b>	\$1,104,249	\$1,157,889
<b>TOTAL Immediate Need</b>	\$1,251,157	\$1,311,933

**Figure 3. Existing Liabilities at the Sewall-Belmont House and Museum**

There is \$1.3 million in immediate CR and RM needs at the Sewall-Belmont House and Museum, accounting for 12 percent of all costs expected to occur over the 50 year timeframe.

Figure 4 breaks down the baseline cost estimate by work type. Future-year RM and CR costs are related to equipment not in need of immediate repair or replacement and are assumed to be at the beginning of their estimated design life (EDL).

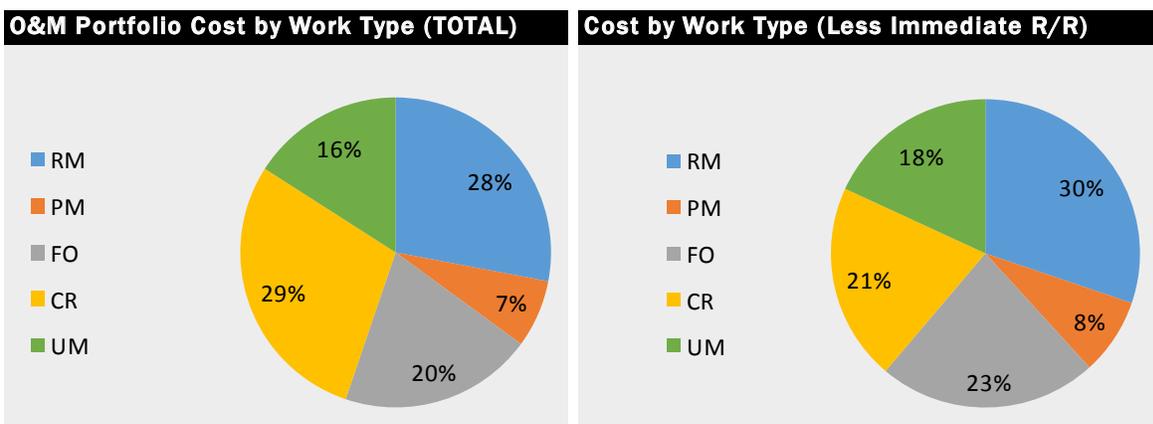
<i>Total Life Cycle Costs (over 50 years), excluding Immediate Repair Needs</i>			<i>Annualized Costs</i>		
	Baseline (2013) \$	Inflated \$		Baseline (2013) \$	Inflated \$
<b>Recurring Maintenance (RM)</b>	\$2,754,363	\$6,299,653	<b>RM</b>	\$55,087	\$125,993
<b>Preventive Maintenance (PM)</b>	\$731,757	\$1,453,648	<b>PM</b>	\$14,635	\$29,073
<b>Facility Operations (FO)</b>	\$2,089,745	\$4,151,319	<b>FO</b>	\$41,795	\$83,026
<b>Component Renewal (CR)</b>	\$1,887,055	\$4,284,491	<b>CR</b>	\$37,741	\$85,690
<b>Unscheduled Maintenance (UM)</b>	\$1,650,922	\$3,283,774	<b>UM</b>	\$33,018	\$65,675
<b>TOTAL</b>	\$9,113,843	\$19,472,885	<b>TOTAL</b>	\$182,277	\$389,458
<b>Capital Project</b>	\$1,887,055	\$4,284,491	<b>CR</b>	\$37,741	\$85,690

<b>Planning (CR)</b>				
<b>Baseline Expense (Less CR)</b>	\$7,226,787	\$15,188,394	<b>Base</b>	\$144,536 \$303,768

**Figure 4. Sewall-Belmont Work Type Breakdown**

Excluding the immediate RM and CR needs, the average annual O&M cost is projected to be \$182 thousand in base year dollars. In future years, RM and FO activities will account for 30 and 23 percent, respectively, of all O&M costs.

If CR costs are excluded from the baseline as work that would be covered by project funding, the park would need a base funding budget of almost \$145 thousand per year to cover the care of the Sewall-Belmont House and Museum.



**Figure 5. Work Type Share of Cost**

Costs were split out by labor, material, and equipment costs for each activity. For each of the totals discussed above, Figure 6 shows the amount projected to be incurred from each category. Labor costs account for 64 to 75 percent of the total costs projected in this analysis. Material costs are most significant when including immediate repair and component renewal requirements. Equipment costs are negligible.

<i>Total Life Cycle Costs (over 50 years), including Immediate Repair Needs</i>			<i>Annualized Costs</i>		
	Baseline (2013) \$	Inflated \$		Baseline (2013) \$	Inflated \$
<b>Labor</b>	\$6,651,315	\$13,533,353	<b>Labor</b>	\$133,026	\$270,667
<b>Material</b>	\$3,536,512	\$7,009,684	<b>Material</b>	\$70,730	\$140,194
<b>Equipment</b>	\$177,172	\$241,780	<b>Equip</b>	\$3,543	\$4,836
<b>TOTAL</b>	\$10,364,999	\$20,784,818	<b>TOTAL</b>	\$207,300	\$415,696

<i>Total Life Cycle Costs (over 50 years), excluding Immediate Repair Needs</i>			<i>Annualized Costs</i>		
	Baseline (2013) \$	Inflated \$		Baseline (2013) \$	Inflated \$
<b>Labor</b>	\$6,110,812	\$12,966,595	<b>Labor</b>	\$122,216	\$259,332
<b>Material</b>	\$2,953,944	\$6,398,818	<b>Material</b>	\$59,079	\$127,976
<b>Equipment</b>	\$49,086	\$107,473	<b>Equip</b>	\$982	\$2,149
<b>TOTAL</b>	\$9,113,843	\$19,472,885	<b>TOTAL</b>	\$182,277	\$389,458

<i>Total Life Cycle Costs (over 50 years), excluding Immediate Repair Needs &amp; Capital Project Costs</i>			<i>Annualized Costs</i>		
	Baseline (2013) \$	Inflated \$		Baseline (2013) \$	Inflated \$
<b>Labor</b>	\$5,425,102	\$11,404,327	<b>Labor</b>	\$108,502	\$228,087
<b>Material</b>	\$1,752,799	\$3,676,996	<b>Material</b>	\$35,056	\$73,540
<b>Equipment</b>	\$48,887	\$107,071	<b>Equip</b>	\$978	\$2,141
<b>TOTAL</b>	\$7,226,787	\$15,188,394	<b>TOTAL</b>	\$144,536	\$303,768

Figure 6. Costs by Labor, Material, and Equipment

*Alternative Operating Models*

The NPS and NWP are considering the feasibility of three potential scenarios/operating models for the Sewall-Belmont House and Museum. The first two scenarios assume the NPS as responsible for routine O&M activities as well as major rehabilitation projects at the Sewall-Belmont House and Museum.

The third scenario assumes the NWP as responsible for routine operations and maintenance activities and the NPS for major rehabilitation projects at the Sewall-Belmont House and Museum. This analysis considered all CR and RM activities as “major rehabilitation projects,” while PM, FO, and UM activities were considered as “routine operations and maintenance.” These scenarios and their corresponding cost estimates are detailed in Figure 7 below.

Total Life Cycle Costs (over 50 years)				
	O&M	Major Projects	Total, Baseline	
			(2013) \$	Total, Inflated \$
<b>Scenario 1-2</b>	\$2,821,502	\$7,543,497	\$10,364,999	\$20,784,818
<b>Scenario 3</b>	<i>NWP Provided</i>	\$7,543,497	\$7,543,497	\$12,058,664

Annualized Costs				
	O&M	Major Projects	Total, Baseline	
			(2013) \$	Total, Inflated \$
<b>Scenario 1-2</b>	\$56,430	\$150,870	\$207,300	\$415,696
<b>Scenario 3</b>	<i>NWP Provided</i>	\$150,870	\$150,870	\$241,173

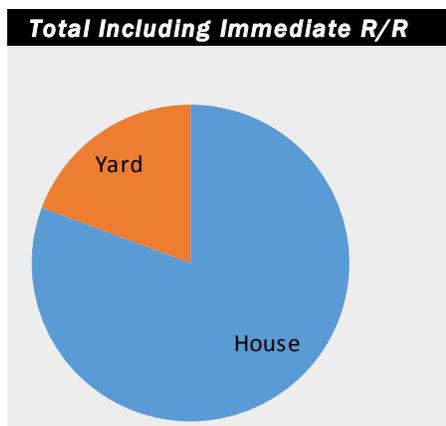
**Figure 7. Alternative Operating Models for the Sewall-Belmont House and Museum**

Adopting the third scenario would reduce the NPS responsibility for the total life cycle (50 years) cost of the Sewall-Belmont House and Museum by \$3 million, or 44 percent in base year dollars. This translates to an annualized cost savings of \$60 thousand in base year dollars.

**Summary by Asset**

Each of the equipment components at the Sewall-Belmont House and Museum were classified as belonging to one of two assets; the house or the yard. Figure 8 provides a cost breakout by the two assets at the Sewall-Belmont House and Museum.

Projected Costs by Asset				
Annualized Costs				
Baseline Year Dollars (2013)				
	Total Including Immediate R/R		Baseline Less R/R	
<b>House</b>	\$167,282	80.7%	\$146,900	80.6%
<b>Yard</b>	\$40,018	19.3%	\$35,377	19.4%
<b>TOTAL</b>	\$207,300	100.0%	\$182,277	100.0%

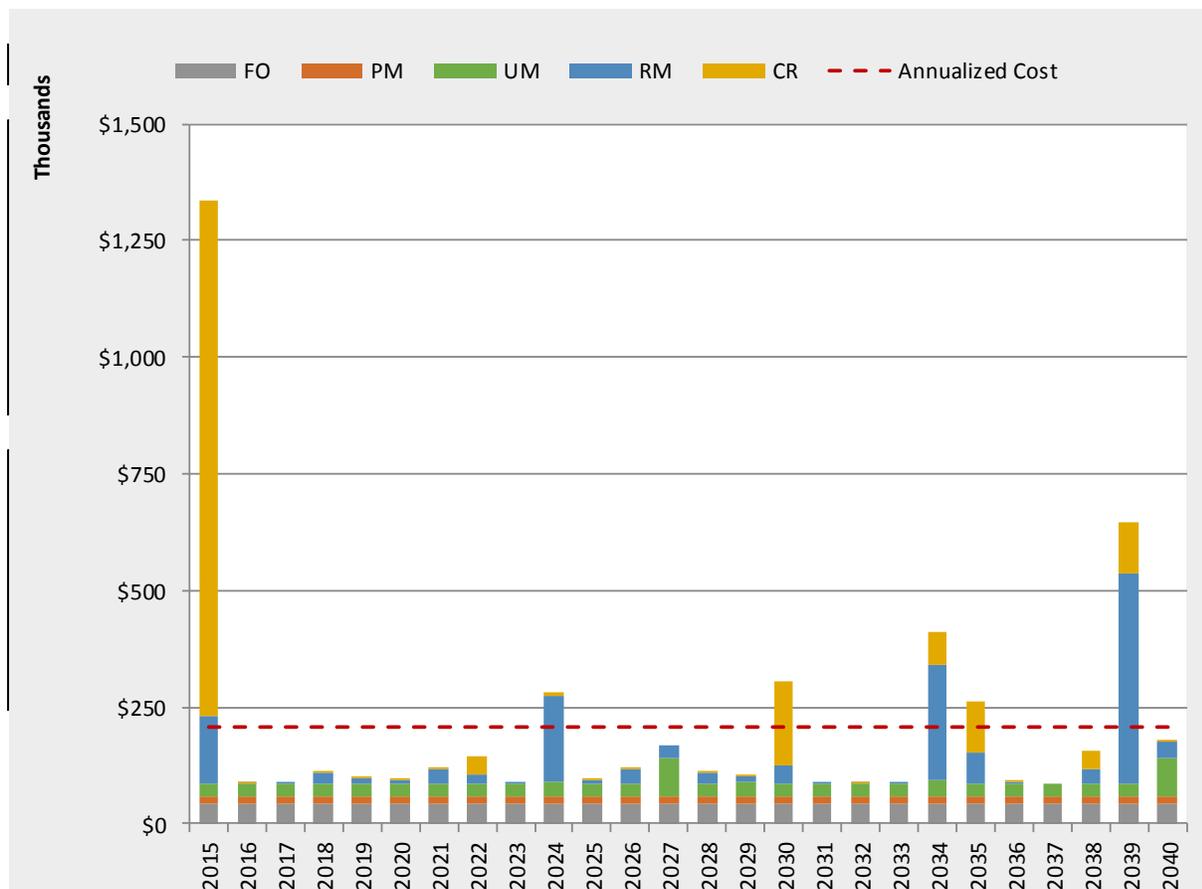


**Figure 8. Estimated cost by asset at Sewall-Belmont House and Museum**

Approximately 80 percent of all facility upkeep costs at the Sewall-Belmont House and Museum are related to the house. The remaining costs, averaging between \$35 thousand and \$40 thousand per year depending on inclusion of immediate repair/rehab (R/R) costs, are related to the yard.

**Life Cycle Cost Schedule**

Figure 9 provides a schedule of estimated O&M costs, in base year dollars, at the Sewall-Belmont House and Museum over the coming 25 years. As illustrated, annual facility upkeep costs at the Sewall-Belmont House and Museum range widely, from \$89 thousand in 2036 to almost \$1.3 million in 2015. The high cost projected in 2015 is due to the immediate need to replace or repair the building’s HVAC system, windows, brick walkways, library ceiling and walls, and gutters as well as constructing a lighting protection system. This also includes repairing the stained glass window and refinishing the wood deck under the event tent.



**Figure 9. Twenty-Five year schedule of costs at the Sewall-Belmont House and Museum**

Costs related to the repair (RM work type) or replacement (CR work type) of “Fair” and “Poor” condition equipment account for 93 percent of costs in 2015: the replacement of the building’s HVAC system, estimated to cost \$420 thousand, is the primary driver. The spike in RM costs in 2039 is related to the scheduled repair of various brick walls and structures throughout the Sewall-Belmont property.

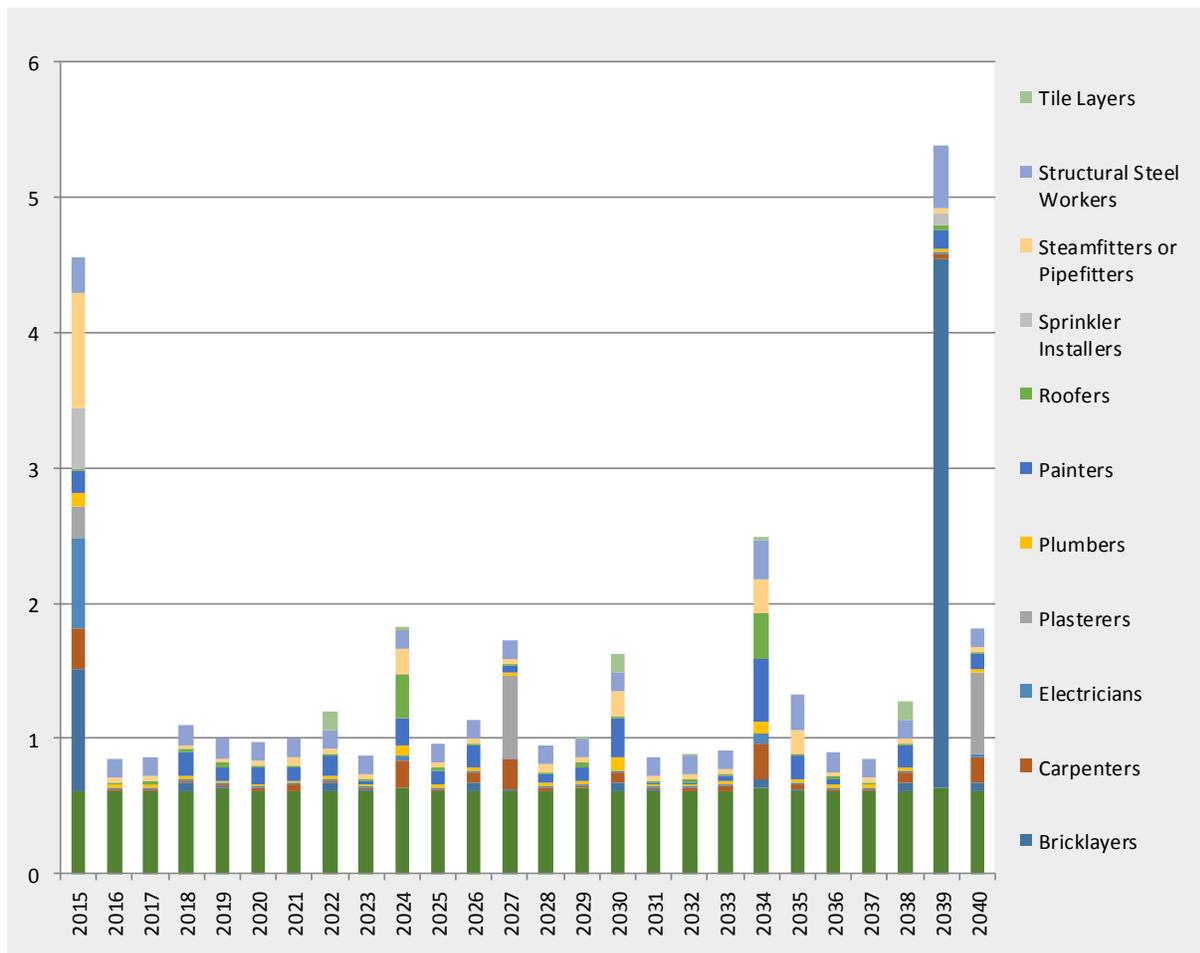
### Staffing Requirements

The Sewall-Belmont TCFO tool projects the site's staffing requirements by labor category or work skill (Figure 10). It is estimated that the property will require an average of almost 1.5 FTEs per year to perform the recommended maintenance activities.

Work Skill	Labor Code	FTE Allocation by Work Type					Total FTEs
		RM	PM	FO	CR	UM	
		FTEs	FTEs	FTEs	FTEs	FTEs	
Bricklayers	BRIC	0.17	0.00	0.00	0.02	0.00	0.19
Carpenters	CARP	0.05	0.00	0.00	0.02	0.02	0.09
Common Maintenance Laborer	CLAM	0.00	0.00	0.61	0.00	0.00	0.62
Electricians	ELEC	0.00	0.00	0.00	0.02	0.00	0.03
Plasterers	PLAS	0.00	0.00	0.00	0.00	0.04	0.04
Plumbers	PLUM	0.00	0.01	0.00	0.01	0.01	0.04
Painters	PORD	0.11	0.00	0.00	0.00	0.00	0.11
Roofers	ROFC	0.03	0.00	0.00	0.01	0.02	0.06
Sprinkler Installers	SPRI	0.00	0.00	0.00	0.01	0.00	0.01
Steamfitters or Pipefitters	STPI	0.02	0.01	0.00	0.04	0.02	0.10
Structural Steel Workers	SSWK	0.01	0.05	0.00	0.01	0.09	0.17
Tile Layers	TILF	0.00	0.00	0.00	0.02	0.00	0.02
<b>Totals</b>		0.42	0.08	0.62	0.17	0.20	1.49

**Figure 10. Required Full Time Equivalent (FTEs) at the Sewall-Belmont House and Museum**

The Sewall-Belmont House and Museum will regularly require the services of a common maintenance laborer to complete custodial activities at the house on a routine basis. Figure 11 provides a profile of the staffing needs at the Sewall-Belmont House and Museum over the next 25 years.



**Figure 11. Twenty-Five year staffing profile at Sewall-Belmont House and Museum**

As with the 25 year schedule of annual costs (Figure 9), the 25 year staffing profile fluctuates from year to year. While there appears to be a demonstrated need for one nearly full-time common maintenance laborer in all years, the composition of the remaining staffing requirements includes many types of laborers. The spikes in staffing needs are consistent with scheduled major rehabilitation projects.

**Study of Mary McLeod Bethune Council House**

The National Capital Parks East currently operates and maintains the Mary McLeod Bethune Council House National Historic Site (MAMC). Similar to the Sewall-Belmont House and Museum, MAMC was built during the late 19th century and served as the headquarters for the National Council of Negro Women, a movement that followed in the footsteps of the NWP.

Due to the current NPS management of MAMC and the similarities between the house and the Sewall-Belmont House and Museum, a study was conducted of the annual maintenance costs at MAMC from 2008 to 2014 covering the five work types in the Sewall-Belmont TCFO maintenance plan. Over this time period, the park averaged \$25,769 in annual maintenance costs, primarily in Facility Operations and Unscheduled Maintenance, as displayed in Figure 12. This compares with a projected \$144,536 per year for the Sewall-Belmont House and Museum, as shown above.

Note that the Mary McLeod Bethune Council House is approximately half the size of the Sewall-Belmont House and Museum, at 5,537 square feet as recorded in the Facility Management Software System (FMSS). In addition, this calculation only evaluated work order costs entered in the FMSS and may not include all the maintenance costs associated with the Mary McLeod Bethune House.

Subwork Type	2008	2009	2010	2011	2012	2013	2014	Average
CR	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
FO	\$ 16,333	\$ 2,357	\$ 9,218	\$ 27,441	\$ 14,641	\$ -	\$ 17,779	\$ 12,538
PM	\$ 1,830	\$ -	\$ -	\$ 5,413	\$ 5,037	\$ -	\$ -	\$ 1,754
RM	\$ 2,356	\$ 2,465	\$ 3,403	\$ 2,229	\$ 3,164	\$ -	\$ -	\$ 1,945
UM	\$ 21,292	\$ 235	\$ -	\$ 7,784	\$ 33,805	\$ 2,158	\$ 1,439	\$ 9,530
<b>Total</b>	<b>\$ 41,811</b>	<b>\$ 5,056</b>	<b>\$ 12,622</b>	<b>\$ 42,868</b>	<b>\$ 56,647</b>	<b>\$ 2,158</b>	<b>\$ 19,217</b>	<b>\$ 25,769</b>

**Figure 12. Annual MAMC Maintenance Costs by Work Type, 2008-2014**

The Mary McLeod Bethune Council House National Historic Site consists of four FMSS locations: the overall site, the house, an outbuilding and the yard. Overall, the house required most of the maintenance, averaging \$19,919 in maintenance costs annually during the last six years. An analysis of the annual maintenance costs for each location from 2008-2014 is illustrated in Figure 13.

Location	2008	2009	2010	2011	2012	2013	2014	Average
Mary McLeod Bethune Council House Nat. Hist. Site	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Mary McLeod Bethune Council House MM-BH	\$ 40,382	\$ 2,465	\$ 12,622	\$ 22,435	\$ 40,439	\$ 2,158	\$ 18,934	\$ 19,919
Mary McLeod Bethune Council House Outbuilding MM	\$ -	\$ 235	\$ -	\$ 2,796	\$ 4,840	\$ -	\$ 283	\$ 1,165
Managed Landscape-Bethune MM	\$ 1,430	\$ 2,357	\$ -	\$ 17,637	\$ 11,367	\$ -	\$ -	\$ 4,684
<b>Total</b>	<b>\$ 41,811</b>	<b>\$ 5,056</b>	<b>\$ 12,622</b>	<b>\$ 42,868</b>	<b>\$ 56,647</b>	<b>\$ 2,158</b>	<b>\$ 19,217</b>	<b>\$ 25,769</b>

**Figure 13. Annual MAMC Maintenance Costs by Location, 2008-2014**

## Resources

Name	Work Group/Company Name
Roland Rollinger	NPS – PFMD
Sandra Bonilla-Alicea	NPS – NAMA
Brendan Hickey	NPS – Business Management Group
Thomas Sheffer	NPS – Park Planning and Special Studies Division
Jeremy Sewall	Booz Allen Hamilton
Matthew Tetreault	Booz Allen Hamilton
Nicholas Dan	Booz Allen Hamilton
Killian O’Brien	Booz Allen Hamilton

## References

- 2014 SBHM Facility Current and Deferred Maintenance Report
- 2014 HPTC Abbreviated Condition Assessment Report
- HABS Site Plan [Architectural] Drawings from 2002
- SEBE Operating Model Study completed August 2014
- SBHM Property Survey December 2009-VIKA
- Stained Glass -2 Treatment proposals 2010
- Sewall Belmont House Earthquake Damage Assessment – 09-13-11
- 8 Brother Plaster Repairs Estimate summary

## Appendix D: Selected References

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Washington, DC.

Sewall-Belmont House & Museum

2014 <http://www.sewallbelmont.org>.





As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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