

May 23, 2000

Ms. Pamela Warren, Chair
Awards Committee
National Association of State Chief Administrators
167 West Main Street, Suite 600
Lexington, Kentucky 40507

Dear Pam:

The Virginia Department of General Services (DGS) is pleased to present to you the application and supporting documentation for the NASCA 2000 Outstanding Program Awards. We are submitting our project to renovate and restore Virginia's historic Executive Mansion as a nomination under the category of "Facilities and Property Management."

Virginia's Executive Mansion has been the residence of every governor in the Commonwealth since its construction in 1813. The historic fabric of the building was in severe need of restoration and the systems and functional service areas were in need of a complete re-design and renovation. And, all this had to be done within a six-month period so as to not displace Governor Gilmore and his family during a session of the Virginia Legislature.

The approach undertaken for the project can serve as a model for other government bodies who are renovating their historically sensitive facilities. DGS chose to use the Construction Manager with a Guaranteed Maximum Price (CM-GMP) construction contract approach for the project. A Request-for-Proposals (RFP) was the procurement method used to select the CM. Since the CM-GMP approach allows construction to begin before the design is completed, the Governor and the First Family only had to vacate the Mansion for approximately six months. This timing was critical since the Governor would need the access to the Capitol and the Seat of Government that the Virginia's Executive Mansion provides its Governors.

The \$7.2 million project would have taken between 12-18 months of construction under the traditional Invitation-for Bids (IFB) approach. The IFB approach awards the contract to the lowest responsible bidder, but it does not always result in an award to the most qualified contractor for specialized projects. Contractor's qualifications are extraordinarily important in the renovation of a registered National Historical Landmark. After recognizing the immeasurable conflicts that were possible, we developed an evaluation plan that considered the full array of factors that would lead to the success of this project. In addition, the director of Virginia's Department of Historic Resources served on the project's

Executive Committee. His continued input was invaluable in the timely design and completion of project, even when construction crews came upon centuries-old artifacts buried on the site. We feel that this project, from the development of its strategy to its execution, will set the standard for historic renovations and restorations across the nation.

The project, and its approach, was so impressive that it caught the attention of Bob Vila, nationally known renovation and restoration authority. His syndicated half-hour TV program, "Home Again," documented the project in a 13-part series that attracted viewers nationwide. This was the first public project that Mr. Vila has ever chronicled on his television shows. First Lady Roxane Gilmore, who chaired the Executive Mansion Building Committee, appeared in some of the series that was coordinated with DGS assistance. We are enclosing a copy of the 13 episodes for your committee's review. I believe this is a great opportunity for the "pictures to tell the story."

In closing, I believe that the DGS approach to this significant project is worthy of consideration by NASCA Awards Selection Committee. To that end, scores of employees of the Commonwealth of Virginia who made this project an undeniable success would be proud to be the recipient of one of NASCA's Outstanding Program Awards for the year 2000.

If you have any questions or need any additional information, please call on me. In any event, I look forward to hosting you and all of NASCA at our 25th Annual Conference in Williamsburg this September.

Sincerely

Donald C. Williams

Description of Project

The project was a comprehensive renovation of the Executive Mansion. There are approximately 21,650 gross square feet at the Mansion and its supporting facilities, the Guest Cottage and the Carriage house. Since the Mansion was initially constructed in 1813 and there have been no significant upgrades since the 1950's many of the systems were outdated and had to be replaced.

- The Old heating, ventilating, and air-conditioning (HAVC) system was removed and replaced with a state-of the art system.
- The electrical system was also completely removed and replaced with new wiring and electrical panels.
- The Mansion was made more accessible to persons with disabilities by the installation of a replacement elevator and accessible restroom facilities. The new elevator serves all three levels of the Mansion.
- A new addition was added to house the new elevator, to provide an accessible entrance and facilities for persons with disabilities, and to provide more space for second floor residential level.
- Major structural changes were made to correct deficiencies in floor support members and to adequately carry the loads of large crowds at Mansion events. Also, new foundations were installed at the ground level in the areas where floor elevations were lowered. Some floors were lowered to give a uniform floor elevation throughout the ground level.
- The kitchen was redesigned to accommodate modern equipment that increases its efficiency and meal production capability for the many largely attended dinners and events held at the Mansion.
- All finishes on the first floor historical level were restored to maintain the Mansion's historical integrity. Care was taken to conceal the typically exposed portions of electrical, mechanical and utility systems.
- Staff offices on the ground level, and in the Carriage House were all redesigned and refinished to provide a better environment for the performance of their work.
- The Cottage was refinished to provide better lodging accommodations for Mansion guests.
- A high-tech security system was installed within the Mansion and on the Mansion grounds to better ensure the safety of the First family. The security system also involved the installation of a security center at the front entrance to the Mansion grounds and a new electronic entrance gate on the southwest area of the grounds.
- The safety and protection of the First Family are furthered enhanced by an innovative high-tech fire detection system and full sprinkler system. These systems, which were previously non-existing in the Mansion, will also serve to protect this historic structure and its irreplaceable furnishings.
- The Mansion has become an "intelligent home". Computerized controls are available for the HVAC, lighting and sound systems. Voice and data jacks

are installed on every level. Video conferencing capabilities are provided at specific areas within the mansion. In preparation for the future, conduits and upgraded wiring throughout the house stand to accommodate upcoming advances in technology – including fiber optics.

Relevancy

Every level of government is, at one time or another, faced with the task of completing what appears to be an insurmountable task. The renovation of Virginia's Executive Mansion was such a task. Being a registered National Historic Landmark and a treasure to the Commonwealth, one important question had to be addressed. Which construction delivery system would best ensure the required expertise, the quality of construction and the completion of construction within a relatively short time frame? When the First Family vacated the house, the renovation had to be completed for their return within six months.

The construction delivery system chosen was the Construction Manager-Guaranteed Maximum Price (GMP) Contract. This was the first GMP contract agreement entered into by the Department of General Services. If the contract is developed and administered properly, some of the benefits of this approach are:

- It allows one of the shortest times for completion of the combined design and construction. Parts of the construction can begin before the design is completed.
- Governments can better select the most qualified and responsible contractor to perform the work. A Request for Proposal (JRFP) was the procurement method used to select the contractor/construction manager (CM) for the Mansion. The traditional method used by governments for most of their projects, the Invitation for Bids (IFB), provides the government owner with a contractor who has the lowest bid. However, the IFB does not always provide the owner with the best contractor.
- The CM can be hired in the early stage of the design. This can enable the design to be reviewed by the CM as it progresses. The CM can provide suggestions to the design team to mitigate problems during construction.
- Long lead items can be ordered during the design phase to better ensure their delivery at the time required during construction.
- When adherence to a fixed construction budget is required, the CM can be tasked to perform estimates to ensure what is being designed stays within the Owner's construction budget.

If allowed by their procurement regulations, governments should consider the merits of the CM-GMP approach when confronted with short project schedules and fixed budgets. It is very unlikely that the renovation of the Mansion could have been completed within the time allowed if the IFB method had been used.

Any owner should carefully consider the CM-GMP construction delivery approach when renovating a registered National Historic Landmark. Again, it is stressed that the success of the CM-GMP approach depends on the proper development and administration of the contract.

Benefits

Who benefits from the restoration of the Mansion? What are the benefits? Some very obvious answers to the first question are the Commonwealth of Virginia, Governor Gilmore and the First Family, the First Families in years to come, the present Mansion staff and the many staffs that will follow them. In general, some answers to the second question would be the preservation of a treasured facility, a more comfortable residential area not plagued by problems caused by antiquated systems, a better work environment for Mansion staff to perform their duties, and the enhancement of tourism in the Commonwealth. Also, DGS believes the project serves as a model for other states to follow.

However, other answers would be revealed if one were to glance at just some of the history of the Mansion. The following are just a few points concerning its history:

- First occupied in March 1813, the Mansion is listed as the oldest continuously occupied governor's residence in the United States.
- Governor John Tyler, Jr. who took in December 1825 and was the sixth governor to occupy the Mansion, became the tenth president of our country.
- General Lafayette who helped save the City of Richmond from the British during the American Revolution, dined at the Mansion in October 1824 with Governor James Pleasants during his American tour.
- The Mansion served as the center of state leadership when Richmond was the Capital of the Confederate States of America.
- On May 11, 1863, the corpse of the Confederate General Thomas Jonathan ("Stonewall") Jackson was taken to the Mansion where it was placed in one of the back parlors and embalmed.
- Governor Charles Triplett O'Ferrall, who came to office in January 1894, met John Mitchell, Jr., the editor of Black newspaper, the Richmond Planet, for a luncheon discussion at the Mansion. Although Governor O'Ferrall shared views with others in favor of segregation of races, he hotly opposed lynching and was effective in purging it from the state.
- Due to the support of Governor J. Hoge Tyler, who came to office in January 1898, two Black battalions commanded by Black officers were among those Virginians sent to the Spanish-American War.
- In January 1990, Governor L. Douglas Wilder was elected and started his residency in the Mansion. He became the first Black governor of the Commonwealth of Virginia and the first Black governor of any state in this country. Of the approximately 20,000 persons who tour the Mansion

annually, many of them are elementary and middle school students. One can only imagine how many minority and sociologically and economically deprived children have been inspired and challenged to be their best by this one point of history! The preservation of the Mansion by the renovation project will probably influence countless more.

- The Mansion's visitors have included such notables as John C. Calhoun, many U.S. presidents, Confederate heroes, Edward VII when Prince of Wales, Queen Elizabeth II, General Pershing, Sir Winston Churchill, Lady Margaret Thatcher and a host of distinguished Virginians.

Many of the above points, which are listed in William Seale's Virginia's Executive Mansion, help us to understand that many people benefit from the renovation of this treasured historical landmark. The renovation preserves a treasured facility where issues were discussed and decisions were made that impacted not only the lives of Virginians and persons throughout this nation but very possibly many in other parts of the world. A treasure has been preserved that will very likely continue to give birth to thoughts and ideas that will to shape the future in a positive and progressive manner.

Savings

The renovation has resulted in a much more energy efficient facility. It would be difficult to make a meaningful comparison between the energy consumption of the antiquated systems and the energy consumption of the high-tech energy efficient systems. First, the renovated facility has not been occupied a full year, so a good database does not exist. Also, the renovated facility has more equipment to better meet the needs of, and to provide a better and safer environment for, the First Family and support staff. However, the following are some energy saving features:

- Most lighting fixtures in the residential area, office areas and ancillary areas are compact florescent fixtures. They provide less heat and thereby reduce the heat load imposed on the air conditioning system.
- Most of the permanent lighting fixtures are dimmable thereby reducing the wattage – even the chandeliers that still have the old style incandescent bulbs.
- Exterior lights are controlled by photocells thereby preventing the waste of energy.
- Most of the exterior lights are very efficient high intensity discharge (HID) lights.
- Chillers are provided with three stages (1/3, 2/3 and fully loaded). As the heat load increases, the chiller advances from the first stage through the third stage to respond to increases in the heat load. Conversely, it goes from the third to first stage as the heat load decreases.

- The domestic hot water system has small circulating pumps. This ensures that hot water is immediately available at each faucet/sink and thereby reduces the customary waste of water.

All of the information presented in this letter addresses the four specific points listed in NASCA's criteria for evaluation of the nominations – DESCRIPTION, RELEVANCY, BENEFIT and SAVINGS. However, there is other information that further endorses DGS's innovative initiative and resourcefulness as related to this project. Before a major capital renovation or new construction project ever begins in any state government, several years of preparation, presentations and planning precede the actual contract work. So was the case with DGS in the Commonwealth of Virginia with the Renovation of the Executive Mansion.

Several questions had to be answered. Why is it necessary to have a major renovation of the Mansion? Why does it require 12-18 months to renovate? You will only be given 6 months to have the Mansion vacated; and members of the Senate and House Finance Committees. As a result of DGS's innovative initiatives in responding to all the questions, the House and Senate approved the project in the 1998 General Assembly Session and gave the authorization to proceed!

Today, a registered National Historic Landmark is now well preserved for many years to come. DGS would be honored to be the recipient of NASCA's 2000 Outstanding Program Award for Facilities and Property Management.

Sincerely

John F. Mitchell
Capital Outlay Program Assistant Director