

## 2 BACKGROUND

The District of Columbia's Office of Public Records (OPR) was established in the Office of the Secretary on February 11, 1986, by Mayor's Order 86-28 to collect and preserve the history of the District government. By law:

*The Office of Public Records is mandated by DC Law 6-19 and the District of Columbia Municipal Regulations, Title 1, Chapter 15, to review and approve agency records retention schedules; train records officers in implementing the policies, procedures, and guidelines of managing records; collect, store, preserve, conserve and service historical records in the custody of the Archives; collect, store and service temporary records in the custody of the Records Center; and collect, store and service publications in the custody of the Library of Government Information.*

The Office of Public Records provides this mission with three services.

- District of Columbia Archives – holds the permanently valuable records of the city.
- District of Columbia Records Center – stores both historical, permanently valuable records and temporary disposable records still in the custody of DC agencies.
- Library of Government Information – publications and other published materials on or about the District Government.

The Office of Public Records is currently located at Naylor Court, which serves as both an Archives and Records Center facility. The Naylor Court facility is supplemented by other city and Federal facilities to store public records. The Naylor Court facility has reached its storage capacity and has numerous deficiencies that make it inadequate for the long-term preservation of the city's archival records.

Built in the late 1880's and modified in 1989, the Naylor Court facility does not have the appropriate spaces or systems to preserve and service the District's historical records. The current space is severely limited. Every available space is being used for storage, including space formerly used by researchers and for processing records. It is not possible to carry out preservation activities or provide appropriate public reference services.

Consequently, city records are being stored at least 13 other facilities in the District and Maryland, resulting in significant storage costs and the inability of OPR to access the records for processing, preservation and research. In its current situation, the OPR is unable to carry out its mandate and unable to engage the community by developing programs and services that would promote public interaction with the Archives collections.

The holdings of the DC Archives include a variety of materials, including land records, architectural drawings, maps, photographs, posters, recordings, films, microfilms, and artifacts. DC agencies and researchers consult these records either in person or through contact with Archives staff. Their interests include legal research, real estate business, DC history, family history, and a host of other issues that can only be addressed in DC's public records.

In 2012, the National Endowment for the Humanities (NEH) funded a Preservation Needs Assessment of OPR's Naylor Court facility. Completed by Lyasis Digital and Preservation Services in June 2012, the report summarized the preservation needs of the DC Archives and provided a long-range preservation plan for its facility and collections. (Refer to Appendix C - NEH Preservation Assessment (pg 239) for further information.)

On August 14, 2014, Dr. Gregory S. Hunter submitted a report: "Vision for the District of Columbia Archives." Hunter's Vision report reviewed OPR's challenges of space and program, and recommended that DC identify its facility requirements, identify best archival practices, define the scope of future operations, and explore the role that the Archives could play in the life of the District community. (Refer to Appendix D - Hunter Vision Report (pg 263) for further information.)

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Both the Preservation Assessment and the Vision report concluded that DC urgently needs an appropriate permanent, purpose-built archival facility. Prior assessments of the existing Archives confirm the infeasibility of the existing facility to accommodate necessary growth. Physical and mechanical deficiencies prevent proper care and preservation of the historical records. Hunter also recommended that the District address the Records Center storage needs of the city and that it provide a facility that meets the standards for records centers.

A new archival facility should consolidate current collections in one location and anticipate ongoing needs for space and support services. Archives require facilities with highly specialized technical building systems that provide the controlled and secure environments necessary to ensure the long-term safety of the collections. Future planning and facilities solutions must address the standards determined by best archival practices. A new facility will provide better security for the collections and enhanced access for the public, while allowing for future expansion.

In June 2015, the Department of General Services (DGS) hired Hartman Cox Architects and EYP Architects (HC/EYP) to develop a program of requirements for a new OPR facility and its Archives and Records Center operations.

From June to October 2015, HC/EYP began a systematic evaluation of the holdings and programs of the Office of Public Records to determine the best approach for addressing the future facility needs of the District of Columbia. This programming report will discuss the analyses and findings prepared and presented throughout the programming process. Copies of HC/EYP presentations and reports are provided in the Appendices of this report.

As part of the programming process, Hartman Cox/EYP:

- Conducted working meetings with the Mayor's Senior Advisor, the Secretary, and OPR staff.
- Took several tours of Naylor Court.
- Surveyed, mapped and evaluated Naylor's holdings and work processes.
- Previewed Axaem, OPR's new software program.
- Reviewed OPR and consultant reports and summaries on Naylor's holdings and public records stored in city and Federal off-site facilities. Reports consulted include:
  - DC Archives Accession Register
  - National Archives Federal Records Center 01 Report
  - National Archives, Inventory of RG 351, Records of the District of Columbia
  - Partial inventory of the Library of Government Information Holdings
  - Survey Reports of 7 off-site storage centers – completed by Logistics Support Incorporated, 2014-2015
  - Summary list of off-site records storage sites
- Prepared and presented an "Estimate of Records" report estimating the archival, permanent, and temporary records held by the DC Archives, records held in records centers and in off-site storage locations, and records still held by DC agencies.
- Prepared and presented a "Programming, Inventories, and Future Planning" report that summarized the records holdings, the inventory work necessary to reconcile the assumptions and planning premises developed in the early stages of programming, and the future work necessary to continue the District's efforts to manage the city's records.

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- Met with representatives from Document Managers on August 3, 2015, and conducted telephone conversations with other companies, to learn more about opportunities for inventorying, scheduling, and digitizing DC's records.
- Identified similar sized, state-of-the-art, state and city archival facilities to illustrate archival facility standards, current and future trends, and issues critical to the planning and design of a new Archives/Records Center facility for DC.
- Toured the Ottawa City Archives on September 9, 2015, to see a new state-of-the-art archives/records center facility that also included a Library distribution operations center.
  - Tour included the Mayor's Senior Advisor, the Secretary, the Public Records Administrator, representatives from DGS, representatives from the MLK Library, and HC/EYP team members.
- Met with David Carmicheal, State Archivist of Pennsylvania, on October 7, 2015 to learn about his past experiences with the design of the Georgia State Archives and his current experience designing the new Pennsylvania State Archives.
  - Meeting included the Mayor's Senior Advisor, the Secretary, the Public Records Administrator, and HC/EYP's archives consultant.
- Prepared and presented size and cost analyses for different shelving options for Archives and Records Center storage.
- Prepared and presented draft space and adjacency requirements for a new Archives/Records Center facility and an accompanying DC Public Library Operations Center.
- Met with DC stakeholders to review draft program – including Friends of DC Archives, researchers, and interested citizens (forthcoming).

In August 2015, the Mayor's Office requested that the Office of the Secretary and the DC Public Library (DCPL) review opportunities for mutually supportive operations and for co-location opportunities for both institutions. Hartman Cox/EYP, in cooperation with the Martin Luther King (MLK) renovation team, evaluated potential synergies between the two services and identified the impact those synergies could have on MLK's renovation building and the new facility proposed for OPR. The OPR/MLK Co-Location report, issued on October 5, 2015, documents these investigations of potential synergies between the Archives and Library and identifies space and cost implications. (Refer to Chapter 8, Co-Location Opportunities, pg 205)

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### 3 EVALUATION OF CURRENT HOLDINGS

The HC/EYP team undertook an evaluation of the DC Archive's current holdings of archival records, Permanent records (records with historical value to be transferred to the Archives) and Temporary records (records that can be destroyed after a specified period of time) stored at Naylor Court, NARA, NARA Federal Records Centers, and off-site city storage facilities.

The team interviewed OPR staff and reviewed all available reports, surveys and lists for District records. For records held by DC agencies in other locations (i.e. in commercial records centers, agency spaces, or in their own agency archives), the AE team worked with DGS to identify a process for estimating their quantity and diversity.

Reports on DC records holdings that were referenced include:

- DC Archives Accession Register
- National Archives Federal Records Center 01 Report
- National Archives, Inventory of RG 351, Records of the District of Columbia
- Partial inventory of the Library of Government Information Holdings
- Survey Reports of 7 off-site storage centers – completed by Logistics Support Incorporated, 2014–2015
- Summary list of off-site records storage sites provided by OPR staff

Some reports for off-site storage give only gross estimates without any detailed information about quantities or locations. These reports present a particular challenge for the quantification process, as the potential for duplication in the records data cannot be definitively ruled out. In these cases, the team worked with DGS's project management representatives to determine the quantities that should be assumed for storage planning.

OPR's normal business operations were ongoing during the research period. During this time, some records reached their scheduled disposition dates and were removed from OPR's holdings for destruction. The DC Archives accessioned records during this period as well. Similar is true for the continuing accumulation of agency records held in off site locations. In light of the reality that the actual quantity of records is constantly fluctuating, it is important to note that the estimated quantities recorded by the AE team are based on available information as of August 30, 2015.

Refer to Appendix E - DC/OPR – Estimates of Records, August 3, 2015 (pg 301).

Refer to Appendix F - Naylor Court Documentation (pg 309).

Refer to Appendix G - DC/OPR Project – Programming, Inventories, and Future Planning (pg 317).

#### 3.1 Documentation of Naylor Court Holdings

The Naylor Court facility serves as both an Archives and a Records Center for DC. Past estimates have shown that Naylor Court stores approximately 52,000 cubic feet of records with the majority of these being Records Center records. As noted above, some temporary records have recently been destroyed, and other records continue to arrive. The quantity of records listed on the next page were calculated and recorded on August 4, 2015.

### 3 - EVALUATION OF CURRENT HOLDINGS \ DOCUMENTATION OF OFF-SITE STORAGE HOLDINGS

Table 3.1 Volume of Naylor Court Holdings

Naylor Court Holdings	Records Volume*
Archival Holdings	19,103
Permanent Records Center Records	20,000
Temporary Records Center Records	8,500
	<b>47,603</b>

\*Measured in cubic feet (CF) of records

Currently there are approximately 19,103 cubic feet of archival records stored in Naylor. In addition, there are 20,000 cubic feet of Records Center records that are estimated to be Permanent records that in time will be transferred to the Archives.

- Total Archival Records at Naylor = 39,103 cubic feet

There are 8,500 cubic feet of records estimated to be Temporary records stored at Naylor. These records will eventually be destroyed.

#### 3.2 Documentation of Off-Site Storage Holdings

Records of the District of Columbia are stored in at least 13 off-site facilities. These include archival records and a large quantity of records that have not been appraised. At some point this large quantity of records needs to be inventoried and appraised.

Table 3.2 Summary of Records Held at NARA Facilities

	Current Off-Site Holdings per Data Provided by DGS & OPR*				
	Total	Archival	Scheduled Permanent	Scheduled Temporary	Unscheduled
Archives II 8601 Adelphi Rd, College Park, MD	1,594	1,594			
Suitland, MD and Various Other FRC Sites	154,848		20,877	119,320	14,651
	<b>156,442</b>	<b>1,594</b>	<b>20,877</b>	<b>119,320</b>	<b>14,651</b>

\*Measured in cubic feet (CF) of records

The 1,594 cubic feet of archival records at Archives II belong to Record Group 351. The remainder of the records summarized above is being stored within NARA's Federal Records Centers at facilities located in Suitland, Maryland; Philadelphia, Pennsylvania; and St. Louis, Missouri.

#### 3.3 Documentation of Off-Site Records Held by Agencies

Additional records of the District of Columbia are stored at DC agency sites. Some of these records have been surveyed, but none have been appraised. Survey information is recorded in Dr. Hunter's report and in a survey performed by Logistics Support, Inc.