

8 CO-LOCATION OPPORTUNITIES

8.1 Background

Concurrent to the development of this program of requirements for a new Office of Public Records (OPR) facility for Archives and Records Center operations, the DC Public Library (DCPL) began the process of planning a renovation of the Martin Luther King Library (MLK) at 901 G Street, NW. This study originates with a request from the Mayor's Office to review opportunities for mutually supportive operations and for co-location opportunities for both institutions.

The Office of Public Records is currently located at Naylor Court and houses both the District's archival records and some Records Center records. The Naylor Court facility has reached its storage capacity and is inadequate for the long-term preservation of the city's archival records. In June 2015, the Department of General Services (DGS) initiated the development of a program of requirements for a new Archives facility.

Additionally, library services are evolving dramatically and a design program for the District's historic central library, the Martin Luther King Library, was developed in 2014. The District is now completing the design concept for a major renovation of the Library that will result in a welcoming, flexible, state-of-the-art library for the residents of DC.

Detailed planning for both the Archives and the MLK projects was paused in August 2015 in order to evaluate potential synergies between the two services, and to identify the impact those synergies could have on the functional composition of the two facility projects. The MLK Library and the DC Archives teams subsequently held joint meetings to discuss and brainstorm potential synergies. This chapter documents the investigations of potential synergies between the Archives and the Library and identifies space and cost implications.

8.2 Co-Location Opportunities for Archives and Library

In this study, the Archives and the Library have been considered as two aspects of public information services. There are a variety of ways the Archives and the Library can share resources and programs. This study reviewed three different options for synergy and co-location.

- **Full Co-Location**
Locate all of the Archives collections and programs at the MLK Library.
- **Partial Co-Location**
Locate part of the Archives collections and its public service operations at the MLK Library.
- **Operational Co-Location**
Locate the Library's operations and distribution center at a new Archives facility.

The following questions were considered:

- What do these services have in common?
- How are they different?
- Can their collections be combined in the renovated MLK Library?
- Can their public services functions be combined?
- Are there other functions that could be shared or co-located together?

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Examination of these programs has led to an understanding of how the Archives and Library are each functionally unique as well as how they might work together in complementary fashion.

8.3 Assessment Criteria

To evaluate these options, quantitative and qualitative assessments were prepared.

Quantitative Assessment

The quantitative assessment uses previously established figures for archival storage collections and fixed and mobile storage capacities. Chapter 3, Evaluation of Current Holdings (pg 27), provides the preliminary inventory of the permanent archival records and temporary records collections and concludes that the City needs to store 507,000 cubic feet of materials.

The quantitative assessment expands upon Options 1 through 4, presented in Chapter 4, Records Storage Options (pg 35). In the same way, this assessment tabulates the size and construction costs for each option. Utilizing the various shelving densities explained in Chapter 4 and the balance of the proposed building program for the new DC Archives facility, building size options were generated for the scenarios including co-location with the MLK Library.

Options first presented in Chapter 4:

- 1: New stand-alone OPR facility with 15 shelves high compact shelving.
- 2: Retrofit OPR into an existing building with 7 shelves high fixed shelving.
- 3: New stand-alone OPR facility with 25 shelves high fixed shelving.
- 4: New stand-alone OPR facility with 25 shelves high compact shelving.

Co-location options considered:

- A: All archival holdings and OPR functions located in MLK Library with 7 shelves high fixed shelving + new OPR facility for Records Center functions and DCPL Operations Center.
- B: Some archival holdings and OPR functions located in MLK Library + new OPR facility with DCPL Operations Center.
- C: New stand-alone OPR facility with 15 shelves high compact shelving + DCPL Operations Center.

A comparison of Options A, B, & C demonstrates the efficiencies of each of the OPR/MLK co-location scenarios. (Refer to Appendix J - Expanded Option Descriptions & Cost Estimates (pg 343) for a complete presentation of the space allocations).

Qualitative Assessment

The qualitative assessment applied evaluation criteria of key issues, as identified by OPR and DCPL. Criteria included: building size, estimated cost, public access, shelving access, program efficiency, and operational efficiency. A scale of effectiveness was identified (excellent, fair, poor) for each option that was based on an objective assessment, thus allowing the options to be compared as summarized in Figure 8.1.




Given the floor-to-floor height limitations of the MLK Library and many existing city buildings, low-density shelving would need to be used. Low-density shelving generates greater space needs (square feet) that in turn yields higher construction costs, making the renovation options less effective and less efficient. Operational efficiency was scored high when agency

EVALUATION OF CO-LOCATION OPPORTUNITIES

functions are housed in one location, and marked fair when agency functions have multiple locations. Similarly, program efficiency was marked down when program duplication was necessary in some co-location options.

8.4 Evaluation of Co-Location Opportunities

The data in the quantitative and qualitative assessments provide an objective evaluation of the various co-location options between OPR and the MLK Library.

Legend	
	= Excellent
	= Fair
	= Poor



















	Option A <i>All Archival Holdings at MLK OPR Public Functions at MLK DCPL Operations Center at New OPR Facility</i>	Option B <i>Some Archival Holdings at MLK & OPR Public Functions Duplicated DCPL Operations Center at New OPR Facility</i>	Option C <i>All Archival Holdings & OPR Public Functions at New OPR Facility DCPL Operations Center at New OPR Facility</i>
Building Footprint			
Building Cost			
Public Access			
Shelving Access			
Operational Efficiency			
Program Efficiency			

Figure 8.1 Evaluation of Co-Location Strategies

- **Full Co-Location** (*All Archives programs housed at the MLK Library*)

Given the archival storage space needs and the limitations of the existing structural load capacity and floor-to-floor height at the MLK library, the Archives program would require 148,483 SF, which is approximately 1/3 of the MLK library facility. From initial discussions with the MLK Library team, this space requirement appears to greatly exceed available space within the MLK Library renovation program. In addition, because of the existing building limitations, this option is the most expensive to house the Archives collections. It is double the cost of a new high bay stand-alone building. Furthermore, because of Archives environmental storage requirements, the building systems for the archival storage vaults must run independent of the library's mechanical, emergency, and fire protection systems. This option is space prohibitive, as it would severely reduce the space available at MLK for the Library program. It is the least effective option.

- **Partial Co-Location** (Some Archival holdings and OPR Public Functions at the MLK Library)

In working with the MLK Library renovation team, they identified a dedicated 9,000 SF area for archival storage, 3,000 SF area for associated building systems and space for OPR public functions. This scenario appears to infill available space at the MLK Library. In this option, archival collections as well as the associated public functions must be divided between two locations (MLK and the planned new OPR DC Archives facility). This duplication results in both operational and programmatic inefficiencies as well as in higher costs. The cost premium for this option adds \$15-\$20 million in total project construction costs to the DC Archives project. This option has not been endorsed by either agency due to its operational inefficiencies and higher costs.

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- **Operational Co-Location** (*DCPL operations & distribution center at a new Archives facility*)

This co-location option considers housing DCPL's operations and distribution center at the new DC Archives facility. Similar space types for material handling creates space efficiencies and allows vehicular and truck traffic to be located out of the downtown corridor. Site selection for a shared new Archives facility and DCPL operations center will need to carefully evaluate traffic flow for this concept to be effective. In addition, library operations would be able to take advantage of resources within the Archives facility for book processing, particularly in acquisitions. Similar models have been adapted at peer institutions and have allowed greater operational efficiencies for public library systems. This option has validity and value to the City, but requires project-funding allocation to move forward.

8.5 Recommendations

OPR requires an appropriate, permanent, purpose-built facility that is designed to meet the functional requirements for Archives and records storage using best practices and that optimizes the spaces for these purposes. This report concludes that the most efficient and cost effective plan for OPR is to design and construct a stand-alone building that supports archival best practices, develops operations and programs that preserve the records of the city, and that serves and involves the community.

Benefits of a stand-alone OPR facility include:

- Ability to house all the collections of the city in appropriate and environmentally sound storage spaces.
- Ability to carry out conservation, processing and digital operations to preserve and access the city's records.
- Significant expanded services to city agencies in records management and records storage services.
- Reduced costs to store city records.
- Significantly expanded archival services and programs to the community.
- Optimization of functional requirements, first costs, and value to the city.

The DC Archives and Library co-location options within the MLK Library building are not recommended, primarily due to space constraints, structural limitations, operational duplication and ineffectiveness, building system inefficiencies, and increased costs.

Co-locating the DCPL Library Operations Center with the new DC Archives building is recommended and has tangible benefits to both agencies. This option should be further explored.

Benefits of Co-Location of a new OPR facility and the DCPL Operations Center include:

- Because OPR and the Library Operations center will form one building project, rather than two separate projects, it is reasonable to expect considerable savings in site development, site servicing, and project administration costs.
- This option allows for synergy between some of the supportive services of OPR and DCPL: shared meeting spaces, and shared and reduced building operations and maintenance functions.
- Reduction in spatial requirements for operations and maintenance within DCPL's facilities.
- Location of the OPR facility and the DCPL Operations center outside the downtown core, adjacent to major routes, will allow for more streamlined library distribution services that will accommodate increases in volume without significant increases in cost.

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Additional OPR/DC Archives and DCPL/MLK Synergies

During the joint DC Archives and MLK team brainstorming sessions other synergies were discussed that could benefit and enhance both institutions. It is recommended that these and other ideas for partnerships, shared resources, and collaborative programs be further explored.

Exhibits

MLK and DC Archives should each have exhibit space to educate and enhance the public's experience. The two institutions should explore coordinated and joint exhibitions and rotating individual exhibits to emphasize to the public the community resources of both city institutions. Exhibit designers require the appropriate space and equipment to prepare the exhibits. The exhibit preparation space could be shared and could be located at either facility.

Laboratories

Both institutions have conservation requirements for their collections and should explore cooperative preservation. OPR and MLK could share a conservation laboratory. Alternatively, each institution could develop unique labs that do not duplicate preservation functions and share the resources of both labs.

Digital Programs

Both institutions will be developing digitization programs. Digital preservation and digital access go hand-in-hand. OPR and MLK should explore ways to share and blend digitization programs for preserving their collections and for coordinated online public access and outreach.

Integrated Access to Collections

With shared online catalogs, finding aids, and exhibits, OPR and MLK can create a single point of access to their collections for their users. Converging systems offers a coherent and broader base of user services. Online access means both institutions can reach out to populations previously neglected and expand their services beyond the walls of their institutions.

Joint Public Programs

With a shared focus and interest in the District's rich history, the DC Archives and the MLK Library should explore the development of collaborative public programs.

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