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DISTRICT OF COLUMBIA
DEPARTMENT OF GENERAL SERVICES



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WITH **EYP/**

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Table of Contents

- 1 - Executive Summary \ 17
 - 1.1 - Purpose \ 17
 - 1.2 - Project Overview & Goals \ 17
 - 1.3 - Findings \ 18
- 2 - Background \ 23
- 3 - Evaluation of Current Holdings \ 27
 - 3.1 - Documentation of Naylor Court Holdings \ 27
 - 3.2 - Documentation of Off-Site Storage Holdings \ 28
 - 3.3 - Documentation of Off-Site Records Held by Agencies \ 28
 - 3.4 - Calculation of Storage Capacity \ 30
- 4 - Records Storage Options \ 35
 - 4.1 - General Requirements \ 35
 - 4.2 - Shelving Density Analysis \ 36
 - 4.3 - Building Size Implications \ 37
 - 4.4 - Cost Implications \ 39
 - 4.5 - Assessment & Comparison \ 39
- 5 - Program Summary \ 43
 - 5.1 - Tabular Program \ 43
 - 5.2 - Graphic Program \ 50
- 6 - Detailed Space Requirements \ 53
 - 6.1 - Reception \ 53
 - 6.2 - Research Center \ 71
 - 6.3 - Records Storage \ 91
 - 6.4 - Records Receiving \ 107
 - 6.5 - Staff Work Areas \ 127
 - 6.6 - DC Public Library Operations Center \ 159

7 - Design Narrative \ 161

7.1 - Sustainability \ 161

7.2 - Landscape \ 161

7.3 - Site \ 161

7.4 - Structural \ 163

7.5 - Exterior Closure \ 166

7.6 - Interior Construction \ 167

7.7 - Materials & Finishes \ 168

7.8 - Equipment & Furnishings \ 171

7.9 - Conveying Systems \ 172

7.10 - Plumbing Systems \ 172

7.11 - Heating, Ventilating, & Air Conditioning (HVAC) \ 175

7.12 - Fire Protection \ 189

7.13 - Electrical \ 191

7.14 - Lighting \ 193

7.15 - Security \ 195

8 - Co-Location Opportunities \ 205

8.1 - Background \ 205

8.2 - Co-Location Opportunities for Archives and Library \ 205

8.3 - Assessment Criteria \ 206

8.4 - Evaluation of Co-Location Opportunities \ 207

8.5 - Recommendations \ 208

9 - Preliminary Site Evaluation \ 211

9.1 - General Requirements \ 211

9.2 - Overview of Sites \ 212

9.3 - Preliminary Evaluation Criteria \ 213

9.4 - Site Analysis: Thurgood Marshall Elementary School \ 214

9.5 - Site Analysis: Fletcher Johnson Middle School \ 216

9.6 - Site Analysis: The Penn Center \ 218

9.7 - Site Comparison \ 220

9.8 - Preliminary Site Evaluation \ 220

10 - Cost & Budget \ 221

10.1 - Estimated Construction Costs \ 221

10.2 - Cost Management Options \ 222

11 - Recommendations & Next Steps \ 223

11.1 - Recommendations \ 223

11.2 - Next Steps \ 224

Appendices \ 231

Appendix A - Glossary of Terms \ 233

Appendix B - Prohibited Materials \ 237

Appendix C - NEH Preservation Assessment \ 239

Appendix D - Hunter Vision Report \ 263

Appendix E - DC/OPR – Estimates of Records, August 3, 2015 \ 301

Appendix F - Naylor Court Documentation \ 309

Appendix G - DC/OPR Project – Programming, Inventories, and Future Planning \ 317

Appendix H - Full Records Tabulation \ 325

Appendix I - Typical Shelving Configurations \ 329

Appendix J - Expanded Option Descriptions & Cost Estimates \ 343

List of Tables & Figures

1 - Executive Summary \ 17

Table 1.1 - OPR's Archives and Records Center Storage Requirements \ 18

2 - Background \ 23

3 - Evaluation of Current Holdings \ 27

Table 3.1 - Volume of Naylor Court Holdings \ 28

Table 3.2 - Summary of Records Held at NARA Facilities \ 28

Table 3.3 - Summary of Surveyed Records Held by Various DC Agencies \ 29

Table 3.4 - Summary of Non-Surveyed Records Held by Various DC Agencies \ 29

Table 3.5 - Aggregation of Current Holdings \ 30

Table 3.6 - Estimated Transfer of Permanent Holdings \ 31

Table 3.7 - Estimated Purge of Temporary Holdings \ 32

Table 3.8 - Estimated Holdings for Move & Space Planning – DC Archives \ 32

Table 3.9 - Estimated Holdings for Move & Space Planning – DC Records Center \ 33

Table 3.10 - Growth Allowance for Space Planning – DC Archives & Records Center \ 33

4 - Records Storage Options \ 35

Table 4.1 - Comparison Between Shelving Types \ 37

Table 4.2 - Stand-Alone Building Options (New & Renovation) \ 38

Table 4.3 - Construction Cost, Options 1 through 4 \ 39

Figure 4.1 - Evaluation of Stand-Alone OPR Facility Options \ 40

5 - Program Summary \ 43

Table 5.1 - New Stand-Alone Archives Building Space Requirements \ 43

Table 5.2 - Tabular Program - Reception Area \ 44

Table 5.3 - Tabular Program - Research Center \ 45

Table 5.4 - Tabular Program - Archives & Records Center Storage \ 46

Table 5.5 - Tabular Program - Records Receiving \ 47

Table 5.6 - Tabular Program - Staff Work Areas \ 48

Table 5.7 - Tabular Program - DC Public Library Operations Center \ 49

Figure 5.1 - Graphic Program (1" = 50'-0") \ 51

6 - Detailed Space Requirements \ 53

- Figure 6.1 - Reception Program and Key Adjacencies (1" = 40'-0") \ 53
- Figure 6.2 - Lobby Space Examples \ 54
- Figure 6.3 - Lobby Space Layout (1/8" = 1'-0") \ 55
- Figure 6.4 - Patron Lounge Space Example \ 56
- Figure 6.5 - Patron Lounge Space Layout (1/8" = 1'-0") \ 57
- Figure 6.6 - Lobby Exhibit Space Example \ 58
- Figure 6.7 - Lobby Exhibit Space Layout (1/8" = 1'-0") \ 59
- Figure 6.8 - Exhibit Gallery Space Example \ 60
- Figure 6.9 - Exhibit Gallery Space Layout (1/16" = 1'-0") \ 61
- Figure 6.10 - Event Support Space Examples \ 62
- Figure 6.11 - Event Support Space Layout (1/8" = 1'-0") \ 63
- Figure 6.12 - Vending Space Example \ 64
- Figure 6.13 - Vending Space Layout (1/8" = 1'-0") \ 65
- Figure 6.14 - Security Space Example \ 66
- Figure 6.15 - Security Space Layout (1/8" = 1'-0") \ 67
- Figure 6.16 - Multi-Use/Meeting Space Example \ 68
- Figure 6.17 - Multi-Use/Meeting Space Layout (1/16" = 1'-0") \ 69
- Figure 6.18 - Research Center Program and Adjacencies (1" = 40'-0") \ 71
- Figure 6.19 - Registration/Consultation Space Examples \ 72
- Figure 6.20 - Registration/Consultation Space Layout (1/8" = 1'-0") \ 73
- Figure 6.21 - Research Room Space Examples \ 74
- Figure 6.22 - Research Room Space Layout (1/16" = 1'-0") \ 75
- Figure 6.23 - Central Desk Space Examples \ 76
- Figure 6.24 - Central Desk Space Layout (1/8" = 1'-0") \ 77
- Figure 6.25 - Reference Library Space Example \ 78
- Figure 6.26 - Reference Library Space Layout (1/8" = 1'-0") \ 79
- Figure 6.27 - Computers Space Example \ 80
- Figure 6.28 - Computers Space Layout (1/8" = 1'-0") \ 81
- Figure 6.29 - Microfilm Research/AV Research Space Example \ 82
- Figure 6.30 - Microfilm Research/AV Research Space Layout (1/8" = 1'-0") \ 83
- Figure 6.31 - Scanners & Photocopiers Space Example \ 84

Figure 6.32 - Scanners & Photocopiers Space Layout (1/8" = 1'-0") \ 85
Figure 6.33 - Holding Area Space Example \ 86
Figure 6.34 - Holding Area Space Layout (1/8" = 1'-0") \ 87
Figure 6.35 - Coin-Operated Lockers Space Example \ 88
Figure 6.36 - Coin-Operated Lockers Space Layout (1/8" = 1'-0") \ 89
Figure 6.37 - Textual Storage Space Examples \ 92
Figure 6.38 - Textual Storage Two-Bay Space Layout (1/16" = 1'-0") \ 93
Figure 6.39 - Cool Storage Space Examples \ 94
Figure 6.40 - Cool Storage Two-Bay Space Layout (1/16" = 1'-0") \ 95
Figure 6.41 - Cold Storage Space Examples \ 96
Figure 6.42 - Cold Storage Two-Bay Space Layout (1/16" = 1'-0") \ 97
Figure 6.43 - Digital Archives Storage Room Space Example \ 98
Figure 6.44 - Digital Archives Storage Room Two-Bay Space Layout (1/16" = 1'-0") \ 99
Figure 6.45 - Art/Artifacts Space Examples \ 100
Figure 6.46 - Art/Artifacts Two-Bay Space Layout (1/16" = 1'-0") \ 101
Figure 6.47 - Library of Government Space Examples \ 102
Figure 6.48 - Library of Government Two-Bay Space Layout (1/16" = 1'-0") \ 103
Figure 6.49 - Ladder and Lift Storage Space Example \ 104
Figure 6.50 - Ladder and Lift Storage Space Layout (1/8" = 1'-0") \ 105
Figure 6.51 - Records Receiving Program and Adjacencies (1" = 40'-0") \ 107
Figure 6.52 - Records Dock Space Examples \ 108
Figure 6.53 - Records Dock Space Layout (1/8" = 1'-0") \ 109
Figure 6.54 - Service Dock Space Example \ 110
Figure 6.55 - Service Dock Space Layout (1/8" = 1'-0") \ 111
Figure 6.56 - Trash/Recycling Room Space Example \ 112
Figure 6.57 - Trash/Recycling Room Space Layout (1/8" = 1'-0") \ 113
Figure 6.58 - Building Supply Storage Space Example \ 114
Figure 6.59 - Building Supply Storage Space Layout (1/8" = 1'-0") \ 115
Figure 6.60 - Covered Loading Dock(s) Space Example \ 116
Figure 6.61 - Covered Loading Dock(s) Space Layout (1/8" = 1'-0") \ 117
Figure 6.62 - Typical Freight Elevator \ 118
Figure 6.63 - Typical Freight Elevator (1/8" = 1'-0") \ 119

Figure 6.64 - Secure Receiving Room Space Example \ 120
Figure 6.65 - Secure Receiving Room Space Layout (1/8" = 1'-0") \ 121
Figure 6.66 - Quarantine Room Space Example \ 122
Figure 6.67 - Quarantine Room Space Layout (1/8" = 1'-0") \ 123
Figure 6.68 - Toilets Space Example \ 124
Figure 6.69 - Toilets Space Layout (1/8" = 1'-0") \ 125
Figure 6.70 - Staff Work Areas Program and Adjacencies (1" = 40'-0") \ 127
Figure 6.71 - Processing Room(s) Space Example \ 128
Figure 6.72 - Processing Room(s) Space Layout (1/16" = 1'-0") \ 129
Figure 6.73 - Archival Supply Storage Space Example \ 130
Figure 6.74 - Archival Supply Storage Space Layout (1/8" = 1'-0") \ 131
Figure 6.75 - Imaging Lab Space Example \ 132
Figure 6.76 - Imaging Lab Space Layout (1/8" = 1'-0") \ 133
Figure 6.77 - Conservation/Preservation Lab Space Example \ 134
Figure 6.78 - Conservation/Preservation Lab Space Layout (1/16" = 1'-0") \ 135
Figure 6.79 - Electronic Records Processing Space Example \ 136
Figure 6.80 - Electronic Records Processing Space Layout (1/8" = 1'-0") \ 137
Figure 6.81 - Exhibit Prep Shop Space Example \ 138
Figure 6.82 - Exhibit Prep Shop Space Layout (1/16" = 1'-0") \ 139
Figure 6.83 - Exhibit Staging Area Space Examples \ 140
Figure 6.84 - Exhibit Staging Area Space Layout (1/8" = 1'-0") \ 141
Figure 6.85 - Director's Office Space Example \ 142
Figure 6.86 - Director's Office Space Layout (1/8" = 1'-0") \ 143
Figure 6.87 - Archivist Offices Space Example \ 144
Figure 6.88 - Archivist Offices Space Layout (1/8" = 1'-0") \ 145
Figure 6.89 - Workstations Space Example \ 146
Figure 6.90 - Workstations Space Layout (1/8" = 1'-0") \ 147
Figure 6.91 - Quiet Room Space Example \ 148
Figure 6.92 - Quiet Room Space Layout (1/8" = 1'-0") \ 149
Figure 6.93 - Multi-Use Room Large Space Example \ 150
Figure 6.94 - Multi-Use Room Large Space Layout (1/8" = 1'-0") \ 151
Figure 6.95 - Project Room Space Example \ 152

- Figure 6.96 - Project Room Space Layout (1/8" = 1'-0") \ 153
- Figure 6.97 - Staff Lounge Space Example \ 154
- Figure 6.98 - Staff Lounge Space Layout (1/8" = 1'-0") \ 155
- Figure 6.99 - Office Supplies Space Example \ 156
- Figure 6.100 - Office Supplies Space Layout (1/8" = 1'-0") \ 157
- Figure 6.101 - DC Public Library Operations Center Program (1" = 40'-0") \ 159
- Figure 6.102 - Possible Space Needs, DCPL Operations Center \ 159

7 - Design Narrative \ 161

- Figure 7.1 - Sample Exterior Closures Satisfying Thermal, Moisture, and Durability Requirements \ 167
- Figure 7.2 - Materials and Finishes for Records Storage Areas \ 170
- Figure 7.3 - Compact Mobile Shelving (15-high) \ 171
- Figure 7.4 - Typical Archival Plumbing System \ 173
- Figure 7.5 - Primary Elements of Preservation Environment HVAC System, Figure 6 (Lull 1990)- ASHRAE HVAC Applications \ 177
- Figure 7.6 - Sample Archival Cooling and Heating Systems \ 178
- Figure 7.7 - Packaged Desiccant Dehumidification Unit (Setty 2006) \ 179
- Figure 7.8 - Sample Emergency/Standby Generator \ 192
- Figure 7.9 - Sample Lighting Controls System \ 195
- Figure 7.10 - Sample Electronic Lockset and Logic Digital Key \ 202

8 - Co-Location Opportunities \ 205

- Figure 8.1 - Evaluation of Co-Location Strategies \ 207

9 - Preliminary Site Evaluation \ 211

- Figure 9.1 - Thurgood Marshall Elementary School Site Plan (1" = 250'-0") \ 214
- Figure 9.2 - Thurgood Marshall Elementary School Site Context (1" = 1,250'-0") \ 214
- Figure 9.3 - Thurgood Marshall Elementary School Distance to Metro (1" = 10,000'-0") \ 214
- Figure 9.4 - Thurgood Marshall Elementary School Exterior \ 215
- Figure 9.5 - Fletcher Johnson Middle School Site Plan (1" = 250'-0") \ 216
- Figure 9.6 - Fletcher Johnson Middle School Site Context (1" = 1,250'-0") \ 216
- Figure 9.7 - Fletcher Johnson Middle School Distance to Metro (1" = 5,000'-0") \ 216
- Figure 9.8 - Fletcher Johnson Middle School Exterior \ 217

- Figure 9.9 - The Penn Center Site Plan (1" = 250'-0") \ 218
- Figure 9.10 - The Penn Center Site Context (1" = 1,250'-0") \ 218
- Figure 9.11 - The Penn Center Distance to Metro (1" = 5,000'-0") \ 218
- Figure 9.12 - The Penn Center Exterior \ 219
- Figure 9.13 - Preliminary Comparison of DGS-Provided Sites \ 220

10 - Cost & Budget \ 221

- Table 10.1 - Estimated Project Costs \ 221

11 - Recommendations & Next Steps \ 223

Appendices \ 231

Appendix A - Glossary of Terms \ 233

Appendix B - Prohibited Materials \ 237

Appendix C - NEH Preservation Assessment \ 239

Appendix D - Hunter Vision Report \ 263

Appendix E - DC/OPR – Estimates of Records, August 3, 2015 \ 301

Appendix F - Naylor Court Documentation \ 309

- Figure F.1 - Naylor Court Level 1 (1/16" = 1'-0") \ 311

- Figure F.2 - Naylor Court Level 2 (1/16" = 1'-0") \ 313

- Figure F.3 - Naylor Court Level 3 (1/16" = 1'-0") \ 315

Appendix G - DC/OPR Project – Programming, Inventories, and Future Planning \ 317

Appendix H - Full Records Tabulation \ 325

- Table H.1 - Complete Assessment of OPR Permanent and Temporary Holdings \ 327

Appendix I - Typical Shelving Configurations \ 329

- Figure I.1 - Fixed Shelving / Low Density (7 Shelves High) Typical Shelving Configuration (3/64" = 1'-0") \ 331

- Figure I.2 - Compact Mobile Shelving / Low Density (7 Shelves High) Typical Shelving Configuration (3/64" = 1'-0") \ 333

- Figure I.3 - Fixed Shelving / Medium Density (15 Shelves High) Typical Shelving Configuration (3/64" = 1'-0") \ 335

Figure I.4 - Compact Mobile Shelving / Medium Density (15 Shelves High) Typical Shelving Configuration (3/64" = 1'-0") \ 337

Figure I.5 - Fixed Shelving / High Density (25 Shelves High) Typical Shelving Configuration (3/64" = 1'-0") \ 339

Figure I.6 - Compact Mobile Shelving / High Density (25 Shelves High) Typical Shelving Configuration (3/64" = 1'-0") \ 341

Appendix J - Expanded Option Descriptions & Cost Estimates \ 343

Table J.1 - Complete Overview of Building Size Options & Co-Location Options \ 345

Table J.2 - Complete Cost Implications of Building Size Options & Co-Location Options \ 347

1 EXECUTIVE SUMMARY

1.1 Purpose

Architectural programming is a process for uncovering and prioritizing the underlying goals of a design project. Managing the myriad of interests is crucial in creating consensus among user groups and communicating critical decisions and project priorities. The clarity presented in a complete and robust program allows subsequent design phases to proceed more efficiently, saving time and money for the client. The conclusion of the programming process is a clear road map for the design team to follow as the project design is developed.

1.2 Project Overview & Goals

The Office of Public Records (OPR) is a division under the District of Columbia's Office of the Secretary. OPR currently operates an Archives and Records Center facility at Naylor Court. This facility is supplemented by other city and Federal facilities to store public records. The Naylor Court facility has reached its storage capacity and its physical and mechanical deficiencies make it inadequate for the long-term preservation of the city's archival records.

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. Key project goals include:

- Create a state-of-the-art archival facility.
- Provide mission-critical services to all DC agencies including records management, education, and resource sharing.
- Optimize facility and space for centralized records storage, offices, services, and public access.
- Maintain a cost-effective, secure, environmentally controlled central storage facility.
- Optimize temperature and humidity performance and control; eliminate air-infiltration issues.
- Achieve LEED Gold Certification.

To achieve these goals, HC/EYP facilitated the programming process with DGS and OPR and:

- Reviewed all available background information.
- Evaluated the City's current holdings and estimated records volumes where necessary.
- Explored different storage systems and density options to establish the required amount of records storage space.
- Developed a comprehensive space program capturing
 - Quantitative and qualitative functional requirements.
 - A detailed and multidisciplinary review of relevant technical considerations.
- Analyzed the feasibility of various co-location scenarios for sharing services between the DC Archives and the DC Public Library (DCPL).
- Conducted a preliminary evaluation of potential sites to determine their suitability for further study.
- Prepared cost estimates to assist the City's leadership with the budgeting and decision-making process.

1.3 Findings

Chapter 2, Background

The need for a new DC Archives is well established and has been the subject of prior studies, including a Preservation Needs Assessment prepared by Lyrasis Digital and Preservation Services in 2012 and a visioning report produced by Dr. Gregory S. Hunter in 2014. Rather than seeking to revalidate these prior assessments or to further justify the need for a new facility, this report focuses solely on the task of defining the design requirements for the new facility.

Chapter 3, Evaluation Of Current Holdings

The Archives of the District of Columbia holds a variety of materials, including textual records, architectural drawings, maps, photographs, posters, recordings, films, microfilms, and artifacts. DC’s archival records date from the 1700’s and document the history of the city and its government and citizens. Included are Wills and Probate records; slave registers; land records; birth, marriage, and death certificates; Board of Commission records; Mayor and City Council records; maps and surveys of the city; and photographs and films of historical city events. The programming report estimates that OPR’s Archives and Records Center requires total storage for just over 500,000 cubic feet of records, with Figure 1.1 providing the breakdown of Archives storage and Records Center storage.

Table 1.1 OPR’s Archives and Records Center Storage Requirements

SUMMARY OF DC/OPR SPATIAL NEEDS FOR RECORDS STORAGE	ESTIMATED RECORDS VOLUME*
ARCHIVES STORAGE	185,309
RECORDS CENTER STORAGE	321,424
TOTAL REQUIRMENTS	506,733

*Measured in cubic feet (CF) of records

Chapter 4, Records Storage Options

Selection of a records storage option must balance protection of the collections and researcher access. To achieve this balance, careful planning of the shelving and accompanying storage equipment, including cases, cabinets, racks, and other furniture is required to maximize the long-term investment of the archival facility. Selecting a shelving system or combination of systems depends on a number of factors, including the size and quantity of the collections, buildings’ size and structure, budget, operations, and technical considerations. An analysis of shelving densities in conjunction with the proposed building program yielded several building size options for a new or renovated stand-alone OPR facility:

- 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.

In consideration of operational preferences expressed by OPR, HC/EYP recommends Option 1 that specifies medium height compact mobile systems for the facility’s archival storage needs. Depending on budget and site constraints, higher density systems may be explored during the design phases for the Records Center component of the project.

1 - EXECUTIVE SUMMARY \ FINDINGS

Chapter 5, Program Summary

The major program spaces required for the new stand-alone Archives building include Reception, Research, Archival Storage, Records Center Storage, Records Receiving, Staff Work Areas, and the recommended co-location of the proposed DCPL Operations Center. Square footages have been presented based on best practices, knowledge of similar archival facilities, and review of peer institutions, including the City of Ottawa Archives Building and the Georgia State Archives Building. The programming report expands on the composition, function, and characteristics of these spaces and recommends a total of **135,665 gross square feet** of space for OPR's facility.

Chapter 6, Detailed Space Requirements

In addition to the facility's quantitative requirements, thoughtful consideration of the qualitative characteristics of the spaces is necessary for a complete program of requirements. The detailed space requirements present the special requirements for acoustics; lighting; power; furniture and equipment needs; essential and desirable adjacencies; and work flow. Prototypical floor plans and precedent examples of each space are provided to illustrate the character of each space.

Chapter 7, Design Narrative

The design narrative details the technical criteria for the design of an Archives and Records Center for DC, and is based on the archival facility standards and guidelines published by the National Archives and Records Administration (NARA) and the Society of American Archivists (SAA) in combination with best industry practices and the past experiences of the AE team. Criteria are given for the major design disciplines: Sustainability; Landscape; Site; Structure; Exterior Closure (thermal and moisture envelope); Interior Construction; Materials & Finishes; Equipment & Furnishings; Conveying Systems; Plumbing Systems; HVAC Systems; Fire Protection; Electrical; Lighting; and Security.

Chapter 8, Co-Location Opportunities

Concurrent to the development of this program, the DC Public Library (DCPL) had embarked on planning a renovation of the Martin Luther King Library (MLK) at 901 G Street, NW. At the request of the Mayor's Office, the MLK Library and DC Archives teams conducted a joint study in August 2015 to review opportunities for mutually supportive operations and co-location for MLK and OPR.

The OPR/MLK study concluded that OPR is best served by a permanent, purpose-built facility optimized for the functional requirements and best practices for archives and records center storage. 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.

Benefits of a stand-alone 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.

1 - EXECUTIVE SUMMARY \ FINDINGS

Co-locating the DCPL Library Operations Center with the new DC Archives building is recommended, has tangible benefits to both agencies, and 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.

Chapter 9, Preliminary Site Evaluation

In October 2015, the Department of General Services (DGS) identified three potential sites for the new OPR Archives and Records Center Building and asked the AE team to prescreen the sites to determine suitability for further study. The three potential sites are the following DC Government owned properties, each previously supporting DC Public Schools:

- Thurgood Marshall Elementary School located at 3100 Fort Lincoln Drive NE, Washington, DC 20018
- Fletcher Johnson Middle School located at 4650 Benning Rd SE, Washington, DC 20019
- The Penn Center located at 1709 3rd St NE, Washington, DC 20002

The preliminary site evaluation analyzes these sites in regards to public transportation access, vehicular access, community access, facility conditions, zoning constraints, flood and other hazards, and site development issues. The evaluation concludes that none of the sites are ideal but that the Penn Center site is the least disadvantageous of the three. The site has favorable site access and connection to the central core of the city but also close proximity to a known hazard: a major rail corridor that will generate added pollution and have the risk of a potential rail accident.

Chapter 10, Cost & Budget

A preliminary construction cost estimate is presented for the DGS's and the Secretary's preferred option, utilizing historic cost data, benchmarks, escalation, and design contingency. The shelving systems were priced using feedback from shelving manufacturers. DGS advises a 20% factor as an allowance for soft costs such as FF&E and design fees. No site development costs were included, as a site selection remains undetermined. The intent of the estimate is to provide the District with rough cost data to make the necessary project scope decisions and to formulate the project budget.

The preliminary construction costs are comprised of the following:

- OPR Building Costs (Option 1): **\$40,402,023.00**
- DCPL Operations Center Costs (Option C): **\$7,080,621.00**
- Compact Shelving (Medium Density) Costs **\$14,845,882.00**
- Other Project Costs (Soft Costs) **\$12,465,705.00**
- The preliminary project cost estimate is **\$74,794,232.00**

1 - EXECUTIVE SUMMARY \ FINDINGS

Cost reduction strategies are identified to give some flexibility in the scope and cost of the project; however, these cost savings concepts have an impact on OPR's operations and provisions for future growth. Care should be given to deciding which strategies to pursue, if any.

Chapter 11, Recommendations And Next Steps

We recommend that the new DC Archives project should move forward based upon the following conclusions:

- Storage System – Select medium density compact mobile shelving systems at 15 shelves high.
- Building Size – OPR requires approximately **135,665 gross square feet (GSF)**.
- Co-Location – Co-locate the DCPL Operations Center with the new OPR facility at an approximately 18% cost increase. Do not co-locate any of the Archives functions at MLK library to minimize initial and recurring costs.
- Adaptive Reuse of Existing Buildings – Only the non-storage spaces are suitable for accommodation in a renovated existing building. Archival storage spaces must be accommodated in purpose-built new construction.
- Site – Of the sites studied, only the Penn Center site is deserving of further study. The City should work to identify other potential sites that might be more suitable.
- Budget – The rough order of magnitude cost for the building and the storage shelving, in round numbers, is **\$62,350,000**. We recommend **\$75,000,000** of funding commitment to cover the full cost of the project.

A series of important next steps are necessary for the successful implementation of the project. These include:

- Records Survey and Appraisal Estimates – Further survey work and appraisal by a qualified archival appraising firm or by trained records management personnel is needed to finalize the design of the storage spaces and shelving systems. The City needs to allocate temporary resources to OPR to undertake this process.
- Move Planning – Peer institutions required 2-3 years for the move planning process; the City should engage a move consultant as soon as possible.
- Co-Location Determination – The City needs to weigh the conclusions and recommendations offered by the DC Archives project team and the MLK project team and decide whether the DC Archives functions will be housed at MLK Library or at the new OPR Facility.
- Site Selection – The City needs to establish the site. We recommend engaging the AE team to assist with identification of other candidate sites and to determine the necessary scope for a detailed conditions assessment, feasibility study, and test fit for the existing building, or buildings, being considered.
- Budget Determination – A firm “design-to” budget for the project should be established and clearly differentiate between the portion of the budget that is allocated to cover the cost of the construction contract, the “construction cost”, and the portion of the budget that is intended to cover other project costs. If the project is to be undertaken with a smaller budget that recommended in this report, the City needs to identify which of the cost reduction strategies they want to implement.
- Programming & Design – A follow-on programming phase will reconcile this program of requirements with the outcomes of the above actions so that design may begin. Coordination with other agencies such as the DC Office of the Chief Technology Officer will be required to finalize some program criteria.

1 - EXECUTIVE SUMMARY \ FINDINGS