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DISTRICT OF COLUMBIA
DEPARTMENT OF GENERAL SERVICES

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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 - EXECUTIVE SUMMARY

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>
<thead>
<tr>
<th>SUMMARY OF DC/OPR SPATIAL NEEDS FOR RECORDS STORAGE</th>
<th>ESTIMATED RECORDS VOLUME*</th>
</tr>
</thead>
<tbody>
<tr>
<td>ARCHIVES STORAGE</td>
<td>185,309</td>
</tr>
<tr>
<td>RECORDS CENTER STORAGE</td>
<td>321,424</td>
</tr>
<tr>
<td><strong>TOTAL REQUIREMENTS</strong></td>
<td><strong>506,733</strong></td>
</tr>
</tbody>
</table>

*Measured in cubic feet (CF) of records

Table 1.1 OPR’s Archives and Records Center Storage Requirements

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.

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

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.
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
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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.
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