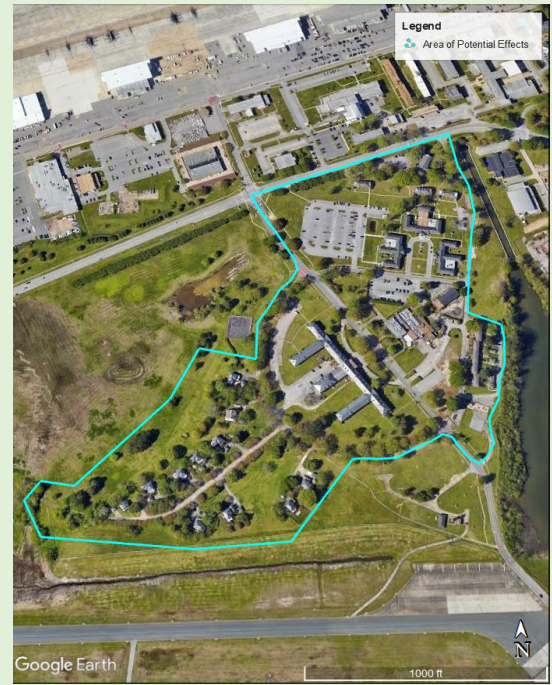


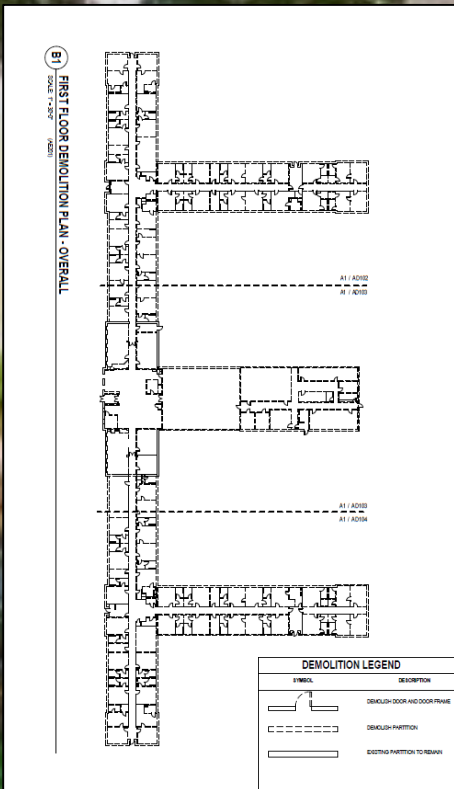
Proposed Fleet Legal Services Complex at Naval Station, Norfolk, Virginia

To meet evolving mission requirements of the Office of the Judge Advocate General, the U.S. Navy proposes to undertake renovation of SP17, a property which has been determined eligible for listing on the National Register of Historic Places pending additional evaluation.

Area of Potential Effects



In determining the Area of Potential Effects for the proposed undertaking, possible visual, atmospheric, and / or physical impacts were considered that could diminish any characteristics qualifying historic properties for listing in the NRHP. The APE for the proposed undertaking is defined by the footprint of SP17 (direct effects) and the boundaries of the Family and Bachelor Officer Housing Parcel (Breezy Point) of the former Naval Air Station Historic District.



Proposed Minimization and Mitigation Measures

If SP17 is eligible for listing on the NRHP, the undertaking will have an adverse effect on historic properties.

The Programmatic Agreement proposes intensive architectural evaluation of SP17 and resources at Breezy Point

Install interpretive sign along public right of way

Install interpretive signs within SP17

Provide for compatible new construction and limited retention of historic fabric

Salvage slate roofing shingles for re-use

If SP17 is eligible for listing on the NRHP, the Navy will complete the proposed minimization and mitigation measures, depending on whether SP17 is eligible individually or as part of a district.

Additional Information:

Background:

Naval Station, Norfolk (NSN) supports the largest concentration of legal services for the U.S. Department of the Navy (Navy). The current spaces used for legal services at NSN provide disjointed operations, and do not adequately support mission requirements. The Navy will consolidate fleet legal services at NSN. To this end, the Navy proposes to renovate building SP17 to function as a consolidated courtroom facility and administrative space. The Navy has determined that the proposed renovation of SP17 is an undertaking as defined in 36 CFR 800.16(y) and is a type of activity with the potential to cause effects to historic properties. This is a federally-funded undertaking which would occur on land owned by the Navy.

Area of Potential Effects

In determining the Area of Potential Effects (APE) for the proposed undertaking, possible visual, atmospheric, and/or physical impacts were considered that could diminish any characteristics qualifying historic properties for listing in the National Register of Historic Places (NRHP). The APE for the proposed undertaking is defined by the footprint of SP17 (direct effects) and the boundaries of the Family and Bachelor Officer Housing Parcel (Breezy Point) of the former Naval Air Station Historic District (NAS HD). The APE utilizes the updated parcel boundaries which were delineated during a re-evaluation of the NAS HD in 2008 (DHR #2008-1678). The NAS HD was dissolved following a second re-evaluation effort in 2017. During the 2017 re-evaluation, the twenty-two WWII-era personnel support resources at Breezy Point were recommended eligible for listing on the NRHP, pending further evaluation (DHR # 2011-0090). These resources comprise WWII-era barracks, recreational/religious facilities, and single family dwellings. While the Navy has not yet completed the additional evaluation of the resources at Breezy Point, the APE is defined to encompass the spatial extents of all temporally and thematically associated architectural resources which may comprise a historic district to which the directly affected resource (SP17) might contribute. The revised boundaries of the Breezy Point parcel encompass those twenty-two resources identified through previous survey efforts as thematically and temporally associated with personnel support of the naval air station during WWII.

Steps Taken to Identify Historic Properties

The Naval Air Station Historic District was first delineated in a report by R. Christopher Goodwin & Associates in 1998, and consisted of five noncontiguous parcels. This report was updated in 2003 by Sadler & Whitehead Architects, PLC, to resolve discrepancies between the original survey report and the subsequent, Categorization of the Built Environment (CBE) assessment (TAMS Consultants, Inc. and Sadler & Whitehead Architects PLC 1999) that informed the Programmatic Agreement for the Navy's Historic Buildings in Hampton Roads. Before the Programmatic Agreement was terminated by the Navy in 2018, the Navy completed two re-evaluations of the NAS HD. Pursuant to Stipulation II, C. of the 2001 Programmatic Agreement addressing the implementation of the Naval Air Station Hangar Master Plan, and subsequent to the demolition of most of the large, WWII-era hangars that anchored the NAS HD, the Navy completed a re-evaluation of the district in 2008 (DHR # 2008-1678). The re-evaluation revised the parcel boundaries of the NAS HD, and revised the CBE ratings for selected contributing resources. At this time, the Breezy Point parcel boundaries were revised to eliminate the sites of four demolished houses. In 2017, the Navy completed a second re-evaluation of the NAS HD following the demolition of a contributing resource (V52) under the terms of a Memorandum of Agreement executed among the Navy and the Virginia Department of Historic Resources (VDHR). During this effort, the NAS HD was dissolved, two formerly-contributing resources were determined individually eligible for listing on the NRHP, and twenty-two resources at Breezy Point (including SP17) were recommended for further evaluation to determine eligibility.

Description of Historic Properties Affected

SP17 is a large, two-story, Colonial Revival barracks located within the Breezy Point parcel of the former, NAS HD on NSN. The parcel includes a number of WWII-era personnel support buildings including residential single-family dwellings, barracks, as well as athletic/recreational and religious facilities. These include ten detached single family homes, nine barracks and apartment-style quarters, a pool house, chapel and a transformer vault. Colonial Revival is the most prominent architectural style within the district, with some resources such as the pool house exhibiting an Art Deco character. Careful siting, consistent use of red brick, and the massing and scale of the barracks in this parcel give the area a campus-like character.

Constructed in 1941, SP17 is prominently sited within an ordered landscape, and forms an axial composition with the training center (SP45) across 5th Avenue. To the north, three WWII-era barracks (SP-47, SP48, and SP64), are arranged around a central courtyard, and a Chapel (SP108) is located to the northeast. SP17 is situated in the center of a curvilinear plan. The building fronts 5th Avenue, while the remaining elevations are surrounded by a semicircular roadway, Breezy Point Crescent. A number of single-family residential quarters are positioned to the southeast, along the former banks of the infilled Mason Creek. The planned landscape of the Breezy Point historic district assumes a nonlinear character while incorporating localized axialities and natural features. The planned landscape of the Breezy Point parcel is considered a character-defining feature of the historic district, and distinguishes this parcel from other residential landscapes on NSN.

SP17 is a large, mid-rise building with an E-shaped form. Featuring 5-course American bond red brick, the building is topped by a hipped and gable roof clad in slate shingles. Intentional landscaping and concrete walkways highlight the central entrance marked by a two-story, five-bay portico topped by a flat roof. Circulation routes into and surrounding SP17 highlight the long axis of the building along its broad façade, as well as its symmetrical massing, while Breezy Point Crescent encircles and accentuates the rear wings. Within this context, the footprint of SP17 is considered character-defining.

SP17's double-loaded corridor plan includes art deco interior features within the main lobby and stairwell, library, conference room, and vestibule. Distinctive, art deco light fixtures, plaster surfaces, rounded knee walls, fluted pilasters and the use of glass block comprise primary, interior character-defining features in these spaces.

Description of the Undertaking

Design and construction will be awarded under a single task order and drawings will not be available prior to contract award. However, available scope information is sufficient to understand the nature of effects on historic properties will be adverse. The proposed undertaking involves extensive alterations to SP17, including demolition of the rear and side wings, demolition of interior partition walls, reconfiguration of interior spaces, and construction of a large, modular addition to the rear. Additional parking will be provided within the existing curve of Breezy Point Crescent. A portion of the façade including the front portico will remain, while the overall footprint will be truncated and most historic fabric will be destroyed. The majority of the modular addition to the rear of SP17 will remain within the footprint of the central rear wing.

Nature of the Effects on Historic Properties

The Navy has determined the proposed undertaking will have an adverse effect on historic properties, if such properties are present. Exterior alterations to SP17 associated with the proposed renovation will not be undertaken in a manner consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards). Historic features and spatial relationships that characterize SP17 and Breezy Point, to include SP17's rear wings, broad façade, and E-shaped form, will be demolished, truncated, and reconfigured. The undertaking will alter these qualifying characteristics in a manner which diminishes the property's integrity of setting, design, feeling, and association, and therefore meets the criteria of adverse effect found in 36 CFR 800.5(a)(1). In addition, the undertaking is expected to adversely affect the Breezy Point historic district through the significant alteration of one of its contributing resources. SP17 and its landscaped setting form the most prominent, central anchorage point within the planned landscape of the Breezy Point historic district. More specifically, due to the building's careful siting in relation to Breezy Point Crescent, SP17's massing and E-shaped form contribute to the character-defining landscape qualifying the Breezy Point historic district for inclusion on the NRHP. The proposed undertaking will diminish the balanced, monumental siting of SP17 within this semicircular plot comprising the central axis of the historic district, compromising its integrity of setting and design. The undertaking will also detract from the historic district's integrity of feeling and association by altering qualities of SP17's axial relationship with SP45, a ca. 1942 gymnasium and non-contributing resource to the dissolved, NAS HD (Goodwin & Associates 1998, update by Sadler & Whitehead Architects PLC, 2003).

Avoidance and Minimization Measures Considered

The Navy considered two measures to avoid the adverse effect: 1) adaptive reuse of SP17 to accommodate the mission requirement; and 2) relocation of the proposed fleet legal facility to an alternate site. Neither of these approaches identified an alternative which would avoid the adverse effect. Of the options considered, none accommodated the program requirements for the consolidated Fleet Legal Services Complex while meeting a leadership directive to incorporate modular construction into the project using a particular type of funding available for a modular pilot program. Within these constraints, new construction outside the footprint of an existing facility was not authorized.

Avoidance and Minimization: Adaptive Re-Use: Operating under a directive to incorporate modular construction into the consolidated Fleet Legal Services Complex, the Navy considered less destructive means of adapting SP17 to this new use in accordance with the Standards. Ultimately, demolition and reconstruction within the existing footprint was determined to be the most viable solution.

- The Navy considered incorporating modular units into the existing footprint of SP17. However, the building is structurally designed to accommodate residential use, and does not support the heavier floor load associated with legal administration. Because the Fleet Legal Services Complex would necessarily serve a legal and administrative function, these key program elements could not be safely incorporated into SP17's existing plan.
- The Navy considered infilling the rear wings of SP17 with modular units and constructing an addition on the rear of the building. However, this strategy was not viable because the type of funding available for the modular pilot program does not allow for expansion beyond the footprint of an existing facility.
- In lieu of complete demolition, the Navy considered retention of the central portion of the façade of SP17. This was determined to be viable and is the preferred option, though the nature of the effects on SP17 and the Breezy Point Historic District will still be adverse. In addition, the Navy is continuing to explore retention of certain character-defining, art deco interior features and open interior spaces such as within the lobby and vestibule.

Avoidance: Relocation: The Navy explored alternate locations for the proposed consolidated Fleet Legal Services Complex. NSN is home to the largest concentration of naval forces in the world, with the largest supported population of any naval facility. Accordingly, the installation operates under a severe real estate deficit. There are very few buildable lots and/or underutilized facilities on NSN.

- Given this context, the Navy explored siting the Fleet Legal Services Complex within the footprint of building T26. However, this siting would require a new, four-story addition to the rear to accommodate program requirements of the consolidated legal facility. The new, four-story structure would also trigger progressive collapse requirements that are not achievable with modular construction. In addition, T26 is individually-eligible for listing on the NRHP under Criteria A and C, and the four-story addition would dwarf the two-story, mid-rise building and de-emphasize its character-defining cupola, symmetrical massing, and Colonial Revival features.

References

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