

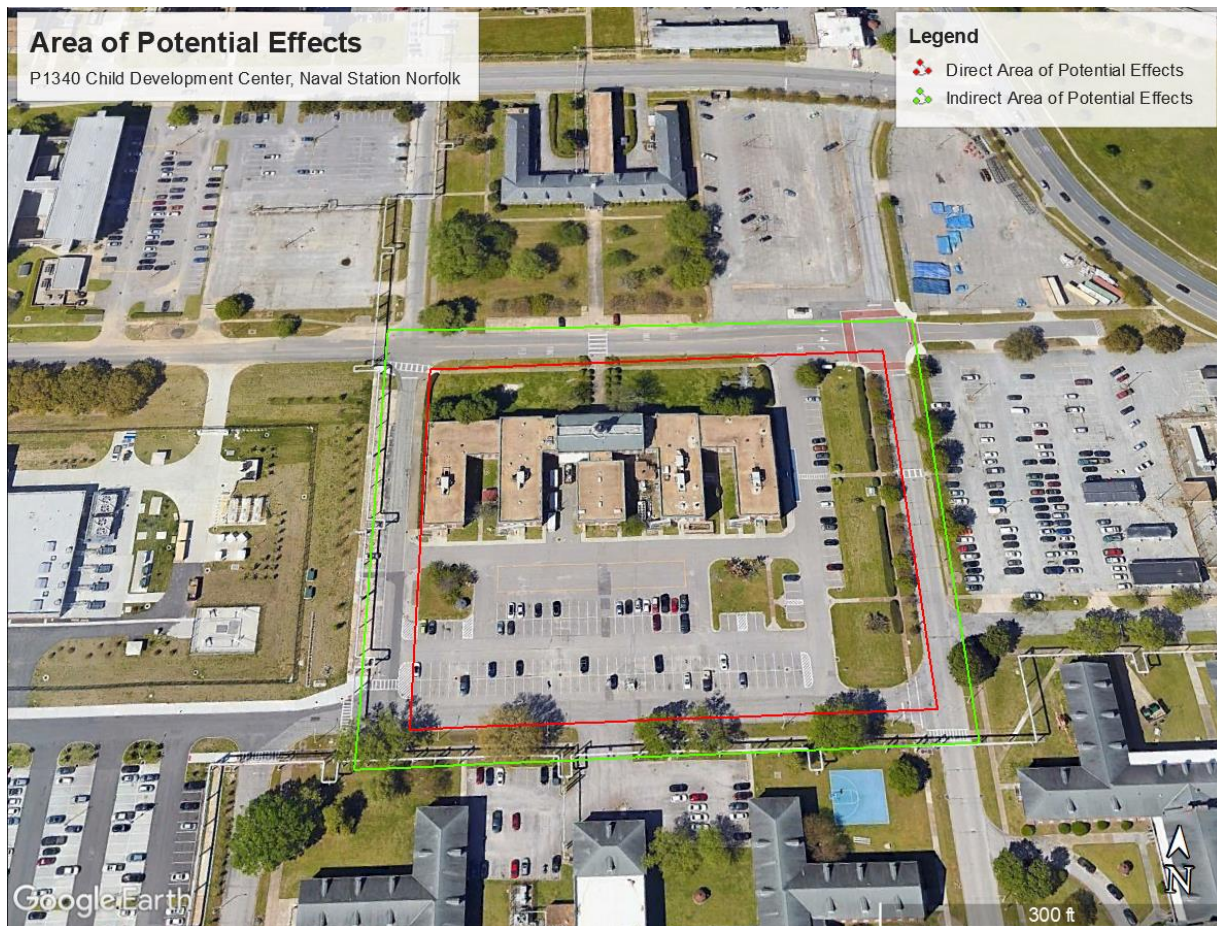
## P1340 Project Documentation Naval Station, Norfolk

### 1.0 Background

The Navy is proposing to construct a Child Development Center (CDC) on Naval Station, Norfolk (designated P1340). The proposed undertaking will construct a handicapped accessible CDC with outdoor playground areas to support at least 200 children. The Navy has determined that P1340 is an undertaking as defined in the implementing regulations of Section 106 of the National Historic Preservation Act (36 CFR 800.16(y) and is a type of activity with the potential to cause effects on historic properties. This is a federally-funded undertaking which would occur on land owned by the Navy.

In order to provide adequate child care for service members, the Navy is proposing to site a new CDC within the footprint of building T26 (Virginia Department of Historic Resources Identification Number 122-0410-0444), a historic property that is individually eligible for listing on the National Register of Historic Places (NRHP). The lot on which T26 is sited meets the Facilities Criteria for Navy and Marine Corps Child Development Centers. T26 cannot be feasibly renovated to serve as a CDC, and the most potentially viable alternative site for the proposed CDC would involve demolition of a usable and fully-occupied facility (S29). For these reasons, the Navy is proposing demolition of T26.

A Memorandum of Agreement (MOA) is being prepared between the Navy and the VDHR to resolve the adverse effects to historic properties at Naval Station, Norfolk. The MOA includes stipulations that the Navy will implement to mitigate the adverse effect.



## **1.1 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. The APE for the proposed undertaking is defined by the footprint of T26 and the lot on which the new CDC will be constructed, which includes buildings T26A, T26B, T26C, and the parking lot (T26P). The APE also includes a 50-foot buffer around the site to account for any visual or audial effects.

## **1.2 Identification of Historic Properties:**

Building T26 was constructed in 1932 for use as an administrative building associated with the naval air station at Norfolk. T26 was formerly a contributing resource to the Naval Air Station Historic District (NAS HD). The NAS HD was first delineated in a report by R. Christopher Goodwin & Associates in 1998 and consisted of five non-contiguous parcels (DHR #93-0994). 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. The first re-evaluation occurred in 2008, pursuant to Stipulation II, C. of the 2001 Programmatic Agreement addressing the implementation of the Naval Air Station Hangar Master Plan. The assessment took place following the demolition of most of the large, WWII-era hangars that anchored the NAS HD (DHR # 2008-1678). The re-evaluation revised the parcel boundaries of the NAS HD, and revised the CBE ratings for selected contributing resources. In 2017, the Navy completed a second re-evaluation of the NAS HD. This re-evaluation effort followed 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). At that time, the NAS HD was dissolved, and T26 was determined individually eligible for listing on the NRHP along with one additional resource (V88), and twenty-two resources at Breezy Point were recommended for further evaluation to determine eligibility. U16 and U20 are two formerly contributing resources located within the APE that were determined ineligible for listing on the NRHP during the second re-evaluation of the NAS HD (Dutton + Associates 2017). U16 (DHR #122-5046-0093) was constructed in 1939 and U20 (DHR #122-5046-0094) was constructed in 1940. Both are barracks and create a cross-axis with one another.

## **1.3 Description of Historic Properties Affected**

Building T26 is a large, three-story, cast-in-place concrete building clad in 6-course American bond brick and designed in the Colonial Revival architectural style. The central portion of the building was constructed in 1932, with an addition in 1943. The original portion comprises an E-shaped plan, with three wings extending from the south elevation. The 1943 addition appended a pair of L-shaped wings to the east and west ends of the building. The three-story, central block of the building is nine bays in width with parapet walls extending above a side-gable cornice. The entrance to the building is centrally located with a limestone surround which continues to the window on the second story above the entrance. The surround comprises square pilasters supporting a full entablature with a dentiled cornice. The most striking feature is the wood-framed cupola with bell form roof clad in metal. The wings and L-shaped additions are two-stories each with flat roofs and continue the material treatment and character of the building.

T26 is eligible for listing on the NRHP under Criterion A (association or linkage to events), for its role as the first permanent building constructed on Naval Station, Norfolk to support the operation of the airfield, as well as its function as the headquarters for air operations during World War II (WWII). The building also commanded several regional divisions and all auxiliary airfields throughout Hampton Roads during

the war. Under Criterion C (significant representative of design/construction), the facility's Colonial Revival features set T26 apart from other WWII-era buildings in this portion of the installation.

#### **1.4 Description of the Undertaking**

Naval Station, Norfolk has a current requirement to provide child care services for nearly 600 children. The existing CDC lacks the required space to accommodate both enrolled and waitlisted patrons. The current waitlist times are 12-24 months for infants, 9-12 months for one-year-olds, and 6-12 months for two-year-olds. To mitigate the space deficit for adequate child care on Naval Station, Norfolk, the Navy is proposing to construct a single-story, pile-supported CDC designed to accommodate 200 children. The CDC will support children from the ages of 6 weeks old through 5 years of age, and will provide full-day, part-day, and hourly child care. The Navy will award design and construction funds under the same contract action, and therefore design information will not be available prior to construction contract award. At this time, it is understood that the CDC will exhibit masonry walls and a terne-coated stainless steel roof, gutters, and downspouts. New mechanical systems and utilities will be installed, and site improvements constructed. Proposed site improvements include fencing, sidewalks, curbs, stormwater infrastructure, designated drop-off and pick-up locations, outdoor playground locations, parking lots, and roadways. The undertaking will demolish T26 to clear the site for the new CDC, and remove existing utility lines servicing T26. The project will also demolish buildings T26A, a switch control house constructed in 1944. This resource was previously determined ineligible for listing on the NRHP by R. Christopher Goodwin & Associates (DHR #93-0094). Also slated for demolition are T26B, T26C, and T26P. T26B is an emergency generator dating to 1995. T26C is a smoking pavilion constructed in 2017, and T26P is a parking lot paved in 2015.

#### **1.5 Effects on Historic Properties**

The Navy has determined the proposed undertaking will have an adverse effect on historic properties. The proposed undertaking meets the criteria of Adverse Effect found in 36 CFR 800.5, as it involves the physical destruction of an individually-eligible historic property. The lot on which the CDC will be constructed has likely been previously disturbed by the construction of T26 and the surrounding paved lots. There is limited potential for intact archaeological deposits to remain within the APE.

#### **1.6 Avoidance and Minimization Measures Considered**

The Navy considered rehabilitating T26 to suit the new mission requirement of the CDC. However, Navy CDCs are required to be one-story facilities, whereas T26 is a three-story building, so the upper two stories would be unusable. Likewise, T26 was built with a double-loaded corridor plan (designed for an administrative use). The Facilities Criteria requirements of CDCs call for large, open spaces with specific adjacencies and renovating the interior of T26 to meet these requirements would amount to an uneconomical use of first-floor spaces.

The Navy also considered alternate locations for the proposed CDC, which has a minimum site size requirement of 3.78 acres per the Facilities Criteria for Navy and Marine Corps CDCs. In addition to reviewing all available real estate on Naval Station, Norfolk, installation planners considered siting the new CDC across the street from T26 on a smaller lot. However, to construct the CDC on this lot would require the demolition of S29, which is fully-occupied, and would also require the demolition of additional parking lots currently utilized by adjacent facilities. At this time, there is also no available space on the installation to house the displaced tenants of S29.

Predominant planning constraints at NSN include explosive safety (ESQD) arcs generated at the pier, airfield, and magazine areas, Anti-Terrorism Force Protection stand-off distances, noise zones, ordnance transportation and storage, and accident potential zones protecting air operations. The Navy reviewed all buildable real estate on NSN in awareness with the Facilities Criteria and existing operational constraints. T26 and S29 were identified as potentially viable sites given the planning constraints on available

acreage. In identifying these sites (which are physically adjacent) NSN planners worked to identify areas that do not have noise constraints, wetlands, stormwater management concerns, flooding risks, Air Installations Compatible Use Zones (AICUZ) / Accident Potential Zones (APZ) / Clear Zone risks, Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) land use controls, adjacency to industrial sites or fuel sources, clear and unrestricted road access, and that meet the minimum acreage requirements for a medium-sized CDC (3.78 acres). The Facilities Criteria also requires site selection away from airfields, industrial areas, or other areas with high noise levels, in lowland areas, in areas of low visibility or low natural light, or near hazards (fuel or HAZMAT storage buildings, service stations, maintenance shops, laundry facilities, large kitchen/food preparation facilities, aircraft runways, railroads, security areas, any facility producing dust, odors, smoke or pollution, unsafe buildings, explosives, radiation, utility substations, and overhead power lines). The T26 lot is preferred because it is over 4 acres, which surpasses the 3.78 acre min site size per UFC for a medium (200 child) CDC. T26 is located in the "quieter" area of NSN because it is located in between the Airfield and Pierside operations. It is also more centrally located on the installation compared to the existing Willoughby CDC so personnel working on the waterfront have closer access to a CDC. T26 has close proximity to Gate 3A and Gilbert Street. The site has existing utility lines. The CDC could contribute to the plan for Franklin Street to be more pedestrian friendly. This site is also *not* located in the 100-year floodplain.

### **1.7 Proposed Mitigation Measures**

The Navy proposes the following mitigation measures to resolve the adverse effect to T26:

1. Intensive documentation of T26 to include digital photographs, a written report, and update to the existing Virginia Cultural Resources Information System form.
2. Installation of interpretive signage outside of the new CDC.
3. Installation of portable exhibit panels.
4. Online exhibit highlighting the history of the naval air station at Norfolk and the role of T26 in coordinating air operations throughout the region.
5. Preparation of a short article on the history of Naval Air Station, Norfolk.
6. Rehabilitation of stained glass windows in Building C7 chapel.

### **1.8 References**

Categorization of the Built Environment for Historic Buildings at Selected Naval Facilities in Eastern Virginia. Report prepared by TAMS Consultants, Inc. and Sadler & Whitehead Architects, PLC, June 1999.

Intensive Architectural Survey at Naval Base Norfolk, Virginia. Report prepared by R. Christopher Goodwin & Associates, Inc. September 1998, update by Sadler & Whitehead Architects, PLC, July 2003.

Re-evaluation of National Register of Historic Places Eligibility, Naval Air Station Historic District (Chambers Field) Naval Station Norfolk, Virginia. Report prepared by Sadler & Whitehead Architects, PLC, September 2008.

Re-evaluation of the Naval Air Station Norfolk (Chambers Field) Historic District, Naval Station Norfolk. Report prepared by Dutton + Associates, July 2017.