

Dewberry Architects Inc.

8401 Arlington Blvd.
Fairfax, Virginia 22031

Loudoun County Courthouse Expansion, Phase 3

Narrative:

Item #1: Provide any information including communications, conceptual studies, sketches, and drawings that show how one or more of the four historic buildings may have been incorporated into the site design of the New District Courthouse at whatever stage of the design process these designs or proposals were presented along with reasons why they were discarded.

In response to Item #1, Loudoun County offers the following project timeline narrative:

Pre-Design Phase Background

Loudoun County has been planning for the Courts Phase III project for many years. Beginning in 1996, the County contracted with Dan L. Wiley & Associates, Inc. to prepare growth and area requirements with projections for the Loudoun County Courts beginning with the Phase I/II project. Those projections were updated by Mr. Wiley in 2006 and, in conjunction with Wisnewski Blair & Associates, Ltd. (now HGA), were used to prepare a 2008 Courts Facility Plan and Assessment Report. The 2008 Report was again updated by Wisnewski Blair & Associates, Ltd. (now HGA) in 2011 as part of the pre-design planning for the Courts Phase III project.

The 1998 Concept Development Plan with Rezoning ZM-155 approved a maximum of 234,926 SF (as clarified by the Town of Leesburg's January 5, 2011 determination) however, following the completion of the Phase I/II project in 2004, growth has continued for the Courts and for Court support agencies. A 60,000 SF future Courts building had been planned at the time of the 1998 Rezoning. For the General District Court, as one example, caseload growth increased and a third General District Court Judge was approved for Loudoun County requiring the construction of additional courtrooms in the existing building sooner than planned. Two additional courtrooms were completed in 2008 to provide the needed Courts space. The 2011 Updated Courts Facility Plan and Assessment Report concluded from a planning perspective that the new Courthouse would require 85,000 SF. This 85,000 SF exceeded the ZM-155 approval of 234,926 SF thus requiring a new Concept Development Plan and Proffer Amendment for the Phase III project.

Since 2010, Loudoun County staff has discussed the Courts Phase III project with Town of Leesburg staff. County and Town staff have participated in many, highly productive planning meetings to understand the scope, timeline, complexity and required Town approvals for the project. Examples of early discussions include an onsite meeting at the Edwards Ferry Road structures with Zoning and the Town Preservation Planner on October 22, 2010 and a meeting with Town staff on approval processes on January 20, 2011. These discussions were long before any design concepts were prepared.

As the pre-design planning for the project developed further, County staff presented an overall project update to the Town Council at their June 25, 2012 Work Session which included topics of planning studies, Phase III and IV space projections, parking, traffic, Church Street closures, land use approval processes and the demolition of the Edwards Ferry Road structures. From June 2012 through January 2013, the Loudoun County Board of Supervisors with input from the Town of Leesburg and other stakeholders, considered the location of the Courts Phase III project including options to relocate the Courts to the Government Support Center site. On January 16, 2013, the Church Street site in Downtown Leesburg was reaffirmed by the Board of Supervisors, however, in that process, several key issues for the project including the demolition of the Edwards Ferry Road structures were discussed. Attachment 1 includes the January 16, 2013 Board of Supervisors item.

Design Phase Background

Dewberry Architects, Inc. (Dewberry) began the design process for the Courts Phase III project in November 2013 with space programming. During the Request for Proposal (RFP) process, Dewberry did develop an early concept for their interview as a short-listed firm that retained the Edwards Ferry Road structures. As the design phase began with a full space programming exercise and through concurrent site surveys and engineering research, it quickly became apparent that the building square footage required for the 2015 targeted Phase III program would not permit the Edwards Ferry Road structures to be retained onsite thus discarding the pre-design concept developed by Dewberry. The County also considered continued use of the Edwards Ferry Road structures, however concerns of maintenance, efficient use when compared with typical office standards, safety and security were raised as summarized in Attachment 2, a letter from the Loudoun County Department of General Services.

In January 2014, Town and County staff met to review details of the land use processes and those application processes that may run concurrent. These discussions were very informative for all staff involved as the complexity of the overall project was highlighted. Attachment 3 provides a diagram that was developed by the County to record the discussions. Additional meetings occurred and are ongoing to date with Town engineering staff on the site-related issues of the overall project.

Public Design Process:

Dewberry and the County hosted a Community Meeting on the project on April 23, 2014 to present massing concepts for the new General District Courthouse based on the completed programming as well as early conceptual information for the parking garage at the Pennington Lot. This design information was then posted on the project website at: www.loudoun.gov/courts-expansion. The public was encouraged to submit comments at the meeting or to the team through the project email address of courts-expansion@loudoun.gov. The four massing concepts are attached as Attachment 4.

On May 12, 2014, Dewberry and the County presented the massing concepts to the Town of Leesburg Council. Of the seven council members in attendance, at least five stated a preference for massing Option 3 or 4 each of which showed removal of the Edwards Ferry Road structures. With this input, the public input received and the Courts stakeholder input which was and still is

ongoing, the design team proceeded with development of the concept design based on massing Option 3.

In July 2014, the Board of Supervisors approved a modification to the adopted scope for the Courts Phase III project to add approximately 7,000 square feet to provide for the Phase IV space requirements thus bringing the total project scope to be constructed with Phase III to a maximum of 92,000 square feet for the new General District Courthouse on the Church Street site. With this established and required program and after careful analysis of possible layouts for the new General District Courthouse, Dewberry developed thirteen (13) possible layouts for the new building. Each was driven by the minimum size of a District Courtroom in the Commonwealth of Virginia. Design options were greatly hampered by the overall lot size, nearby constraints such as the cemetery and roadway network and the "L" shape configuration of the lot itself. The existing County-owned structures on Edwards Ferry Road were also considered as they are located on the same parcel. The thirteen (13) concepts, all of which required removal of the four (4) structures, were narrowed down to seven (7) concepts and then, eventually five (5) concepts, through initial County and Courts stakeholder review.

On July 17, 2014, Dewberry and the County hosted another Community Meeting on the project to present the five (5) concept elevations for the project as well as further developed concepts for the parking garage at the Pennington Lot. Attachment 5 shows the five Concepts.

With early concepts including massing options and concept elevations for the new General District Courthouse based on public and Courts stakeholder input, Dewberry and the County made a presentation to the Board of Architectural Review on August 4, 2014. BAR members in attendance advised that justification for the demolition of the Edwards Ferry Road structures would be required and provided input on the five concept elevations noting preference for Concept 5 with interest in Concept 3 also noted. This input was taken into consideration as the Certificate of Appropriateness Applications for demolition were prepared and as the design concepts for the new General District Courthouse have been yet further refined and developed into Concept 5D.

On November 17, 2014 Dewberry, on behalf of Loudoun County, submitted a Certificate of Appropriateness (COA) Application for each of the four County-owned buildings on Edwards Ferry Road to initiate the review process for ultimate demolition of the buildings.

At the January 21, 2015 Business Meeting, the Board of Supervisors endorsed Concept 5D for the new General District Courthouse (9-0). This concept requires the removal of the four buildings on Edwards Ferry Road. The Board also directed staff to evaluate the construction type, structural suitability for relocation or dismantling and the cost thereof for each of the four buildings (9-0). Concept 5D, included as Attachment 6, was presented to the BAR on February 2, 2015.

Conclusion:

Dewberry and the County have presented the initial design concepts from massing to conceptual elevations to the public, stakeholders including the Town of Leesburg Council, BAR and staff at the earliest opportunities based on the design development of the overall project. This information has also been posted on the project website. The design, as proposed, including the demolition of

the Edwards Ferry Road structures has been thoughtfully considered by the team based on input from stakeholders and key project considerations and constraints.

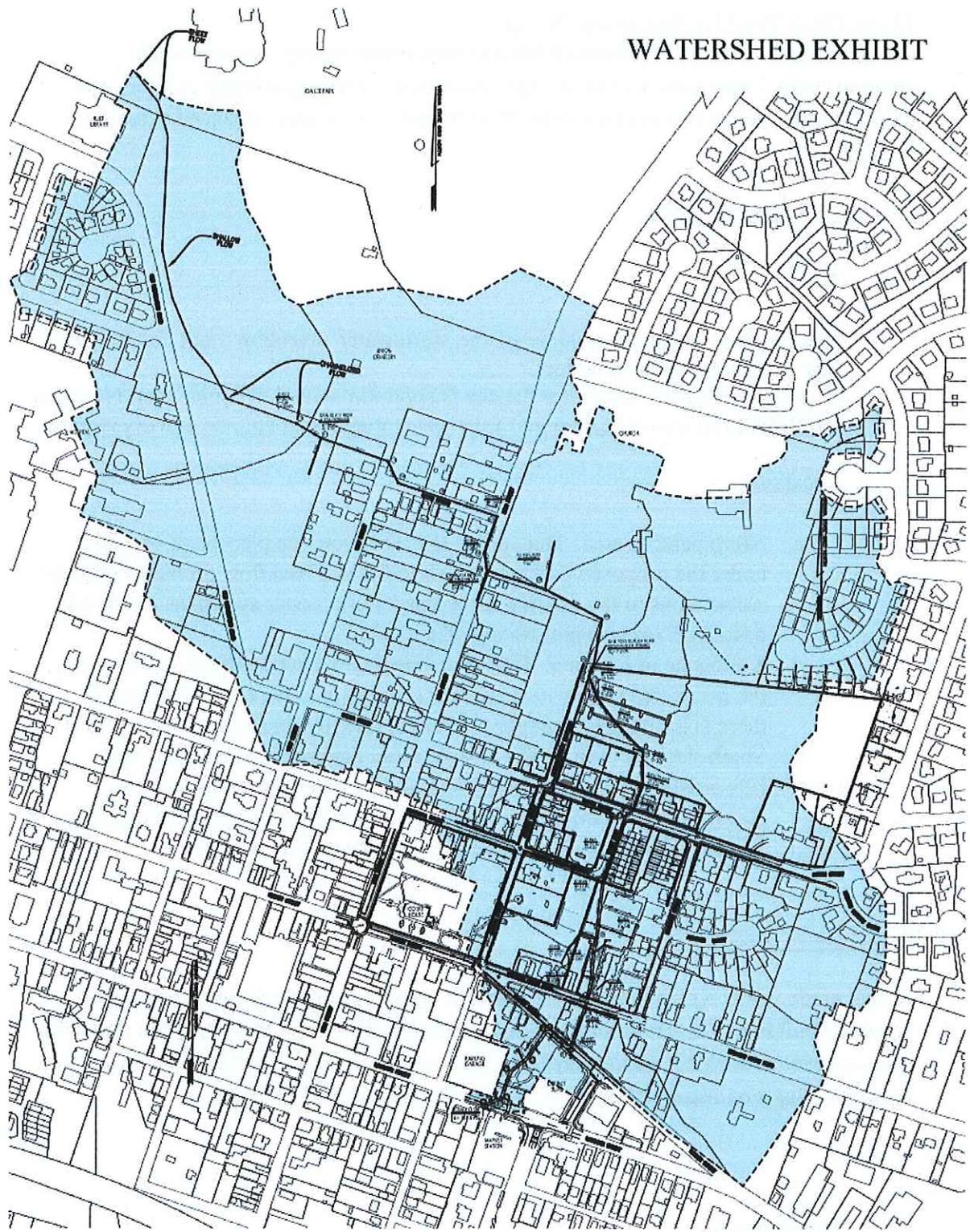
Item #2: Provide information on all available stormwater treatment alternatives and address the possible relocation of the proposed concrete vaults so that demolition of the four historic buildings can be avoided or mitigated.

In response to Item #2, Dewberry offers the following description of stormwater management strategies considered for the Courts project:

Stormwater Management and Best Management Practices – Design Strategy

Existing Site: The property naturally drains from west to east and runoff is intercepted by various existing storm inlets which are connected to an existing storm trunk line that runs offsite east of the property. The upstream drainage area of the contributing watershed is approximately 130 acres as shown on the attached “Watershed Exhibit” An analysis of this storm system has revealed that during storm events, the existing system is surcharged. This creates design challenges for connecting into this existing system with stormwater detention and water quality devices as these facilities cannot properly function if inundated by storm flows from the existing storm pipe system. To compound the issue, the existing storm system is very shallow and the eastern side of the site is fairly low with little cover over the system. The various design options studied to date are summarized as follows;

WATERSHED EXHIBIT



1. Above Grade Pond for Stormwater Storage

An above grade pond for combined BMP and stormwater storage would contain approximately 7,000 cubic feet of storage. Assuming a total pond depth of 5 feet, the pond footprint would be approximately 30'x110' for an extended enhanced detention facility.

2. Onsite Underground Vaults

Size:

The required detention volume of the stormwater detention vault for the site is approximately 5,800 cubic feet.

The required BMP volume for the site is approximately 5200 cubic feet. Note that the BMP vault area is comprised of the wet storage, sand volume and dry storage.

Locations:

- a. North parking area. Due to low site elevation, the placement of vaults under the proposed parking area would create backflow problems with the connections to the existing surcharged storm sewer system as previously described. (see design strategy #2a exhibit)
- b. North side of building. Due to the proposed location of the building and the associated mechanical systems proximate to the existing cemetery, there is insufficient area for the vaults. (see design strategy #2b exhibit)
- c. South side of the site. The area between the proposed building and Edwards Ferry Road has sufficient area to place the vaults and the elevation of this area avoids the backflow issues caused by the existing surcharged storm system. (see design strategy #2c exhibit)

3. Onsite above-grade Vaults

Above grade vaults would need to be located in the secured parking lot north of the proposed building. The vaults would need to be stacked with the BMP vault on top. With this scenario, both vaults would only intercept roof top water and would require a footprint of approximately 1600 sq. ft. (see design strategy #3 exhibit)

4. Roof - Top Detention

Utilizing the roof for detention was reviewed, however due to additional costs associated with increasing the structural systems for the building and the significant liability for the

County in storing water above the courts, this option was ruled out. Historically, maintenance and leak control are inherent problems with this type of system. A “green roof” was also considered, however a green roof does not eliminate or reduce the current stormwater detention and quality requirements.

5. Internal Holding Tanks

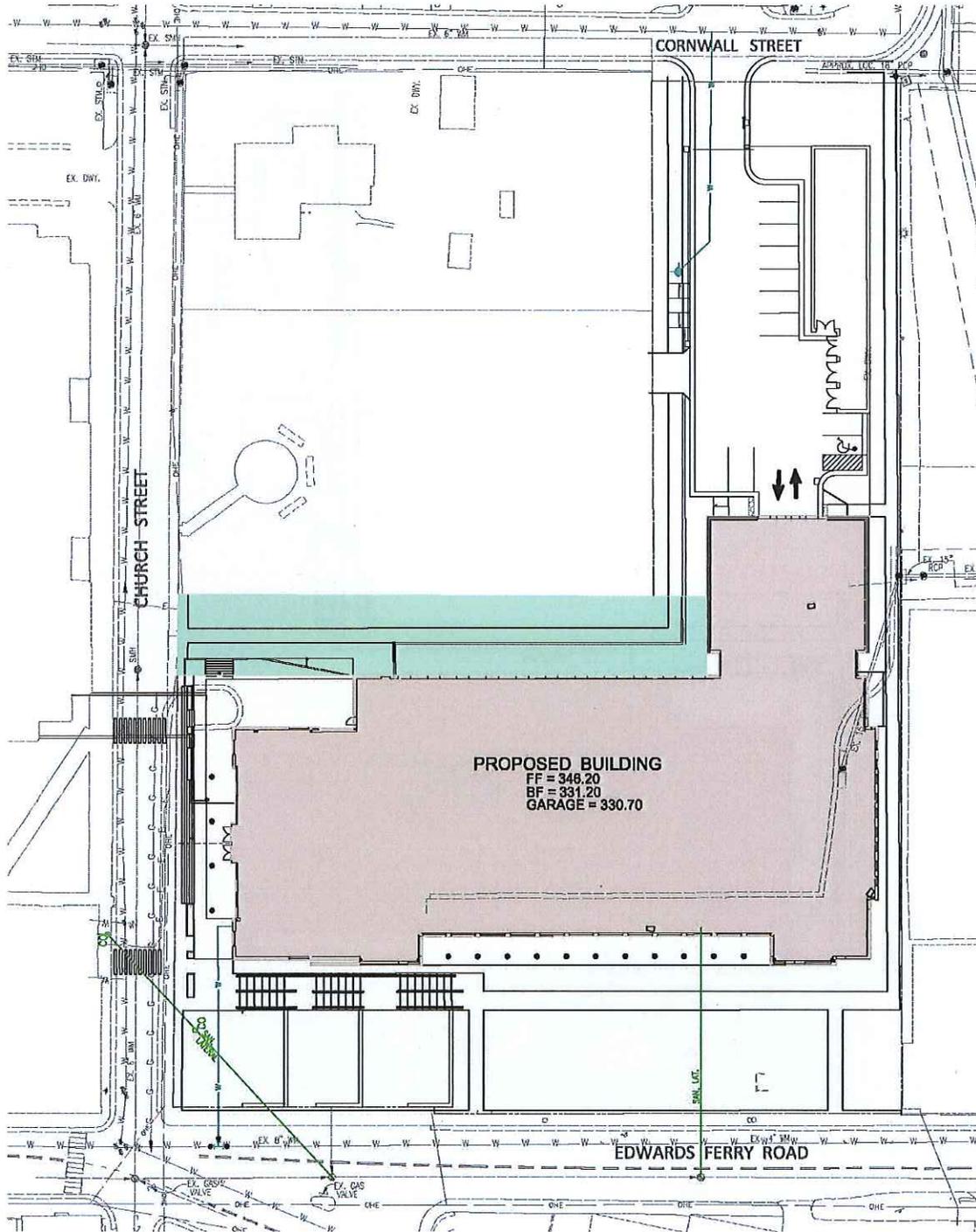
The use of interior holding tanks within the lower level of the building was also considered. However, due to vault size and building programming, building constraints proved this to be problematic. Placing the tanks under the building slab proved to be problematic due to the existing storm system surcharge which would have a negative impact on the vault system. In addition, we would discourage any storm design under the building where the various storm events could backup stormwater into the vaults. (see design strategy #5 exhibit)

6. “Over-Detention” on the Pennington Lot

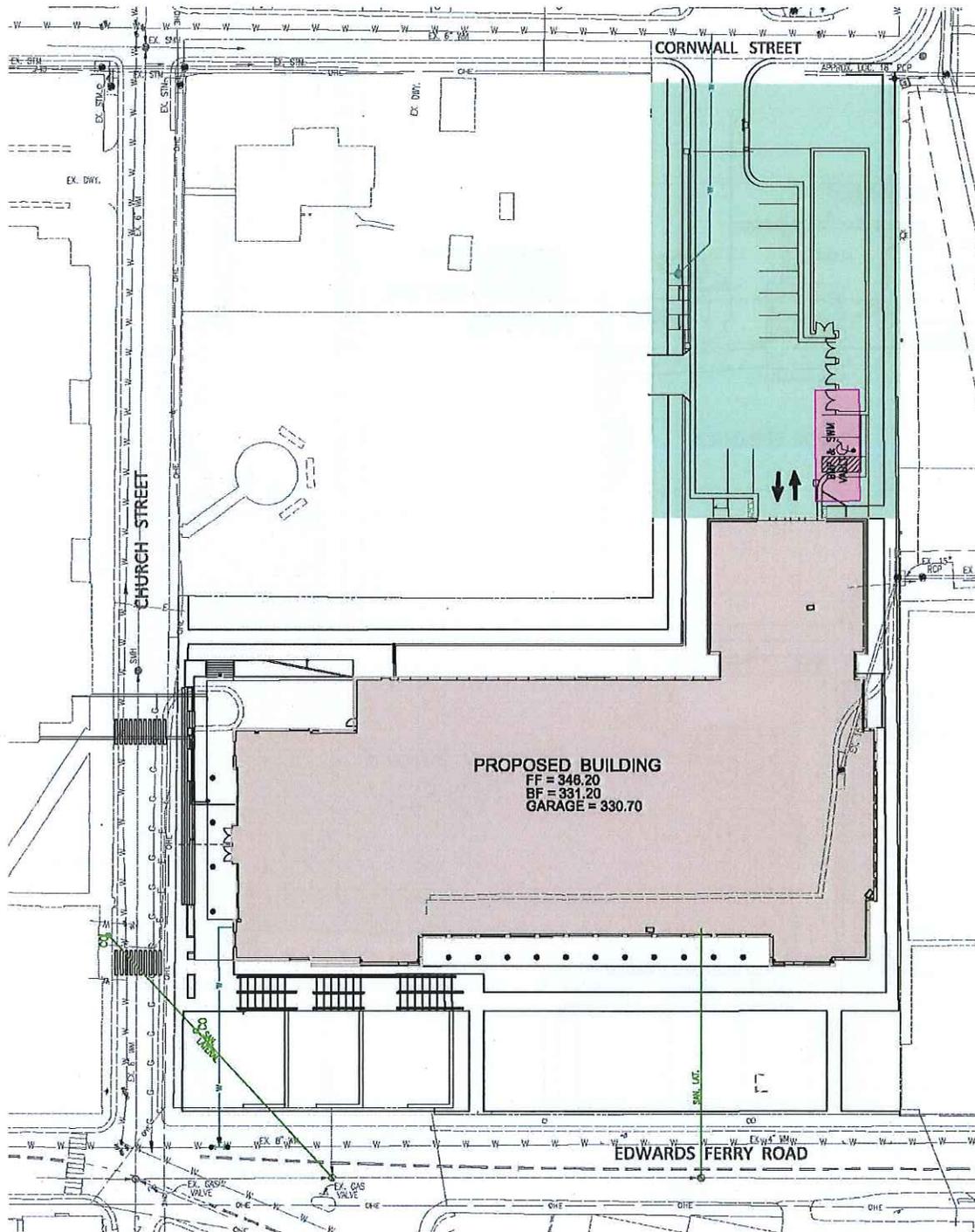
“Over detaining” stormwater runoff on the Pennington lot in conjunction with the garage improvements is also considered an option. This would allow the runoff from the Church Street lot to be released un-detained into the existing storm sewer system. Additional studies would be needed to determine if enough area could be captured and over detained in order to delete the detention vault on the Church Street lot. The existing storm outfall system for the Pennington lot is also surcharged during certain storm events which creates similar challenges in intercepting and detaining portions of the property for purposes of over detaining. This option would still require a vault for BMP’s on the Church Street parcel. In addition, this option would require obtaining a Town of Leesburg stormwater design modification. This option would also eliminate the ability to obtain LEED credit for quantity stormwater management.

7. Buy Offsite BMP Credits

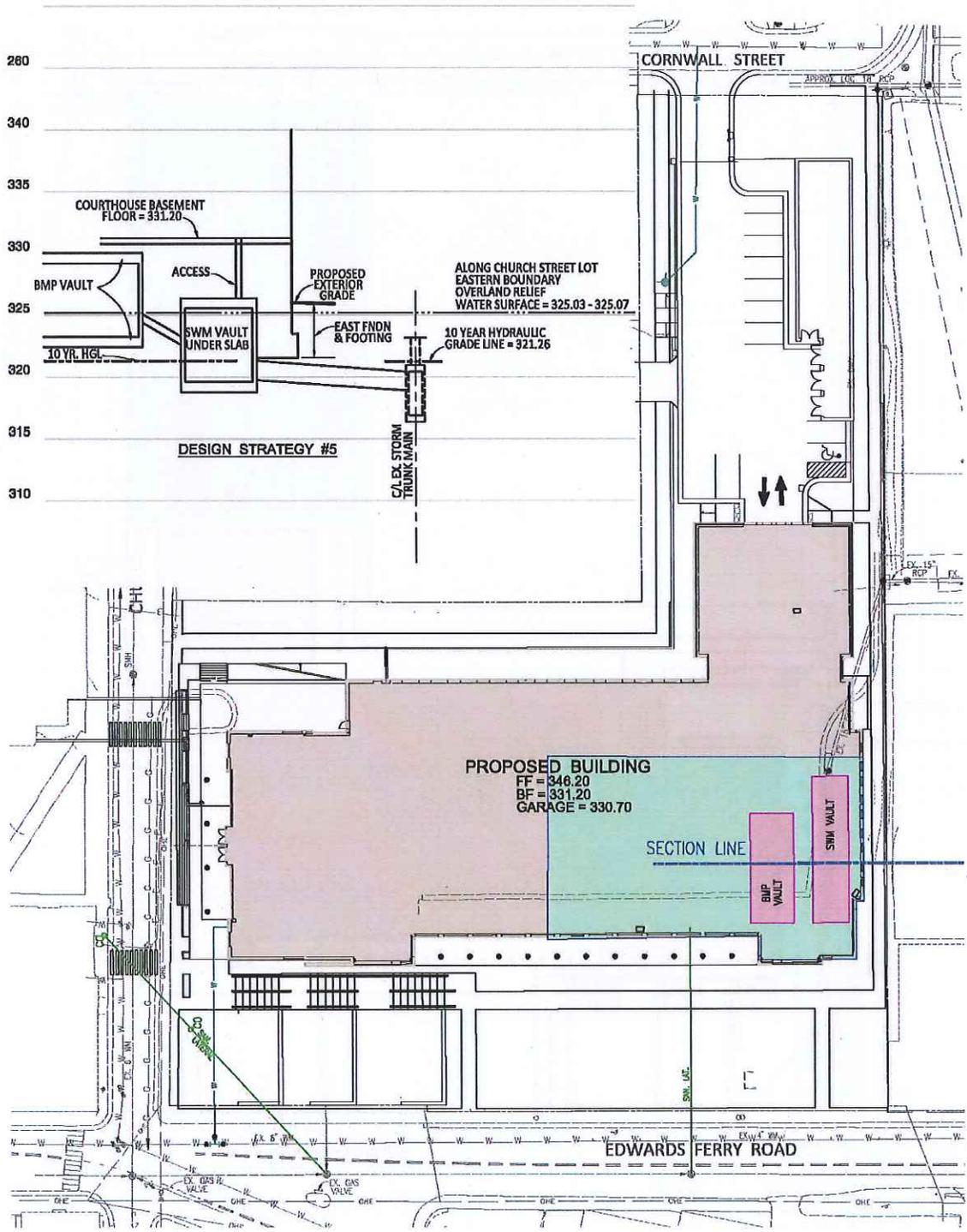
The recently adopted stormwater regulations currently allows the purchase of offsite water quality credits for projects which disturb less than five acres. The Church Street lot improvements disturbs approximately two acres. It should be noted that this option would still require detention. In addition, all pollutants generated by the site are conveyed to the immediate channels and streams within the Town. This option would also eliminate the ability to obtain LEED credit for quality stormwater management.



DESIGN STRATEGY #2.B



DESIGN STRATEGY #3



DESIGN STRATEGY #5

Item #3: Provide support documentation regarding the claim that the four historic buildings represent a fire safety hazard for the New District Courthouse. Since the original application did not include information on this subject, the support documentation should include, but is not limited to, a written narrative, diagrams, illustrations, specifications, code requirements, and, if appropriate, expert testimony.

In response to Item #3, Dewberry offers further clarification of fire separation required by the building code as described in the Project Considerations and Constraints portion of the attached Presentation.

Item #4: Provide support documentation regarding the claim that the four historic buildings represent a security concern for the New District Courthouse. Since the original application did not include information on this subject, the support documentation should include, but is not limited to, a written narrative, diagrams, illustrations, specifications, code requirements, and, if appropriate, expert testimony.

In response to Item #4, Dewberry offers further information relative to security guidelines and concerns as described in the Project Considerations and Constraints portion of the attached Presentation. Additionally, please refer to the attached letter provided by the Loudoun County Sheriff's Office included as Attachment 7.

Item #5: Respond to the BAR proposal and address the feasibility of moving 110 Edwards Ferry Road closer to the street and removing non-historic and later historic additions from the rear of the four historic buildings as an alternative to demolition.

Loudoun County and Dewberry are not authorized to study the feasibility of removing non-historic and later historic additions from the rear of the four historic buildings by the Board of Supervisors. The Board of Supervisors has, however, directed staff to prepare an evaluation of the construction type, structural suitability for relocation or dismantling and the cost thereof for each of the four structures. A report of that evaluation is planned for presentation at the March 4, 2015 Board of Supervisors Business Meeting.