



# PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2022-II-F1  
April 17, 2024

**GENERAL LOCATION:** The subject property is located south of Main Street (Route 236), west of Chain Bridge Road (Route 123), and north of Judicial Drive and Jones Street.

**SUPERVISOR DISTRICT:** Providence

**PLANNING AREA:** Area II

**PLANNING DISTRICT:** Fairfax Planning District

**SPECIAL PLANNING AREA:** F6 County Government Center Community Planning Sector

**PARCEL LOCATION:** 57-3 ((1)) 17 and 57-4 ((1)) 14

**PLANNING COMMISSION PUBLIC HEARING:**  
Wednesday, May 8, 2024 @ 7:30 PM

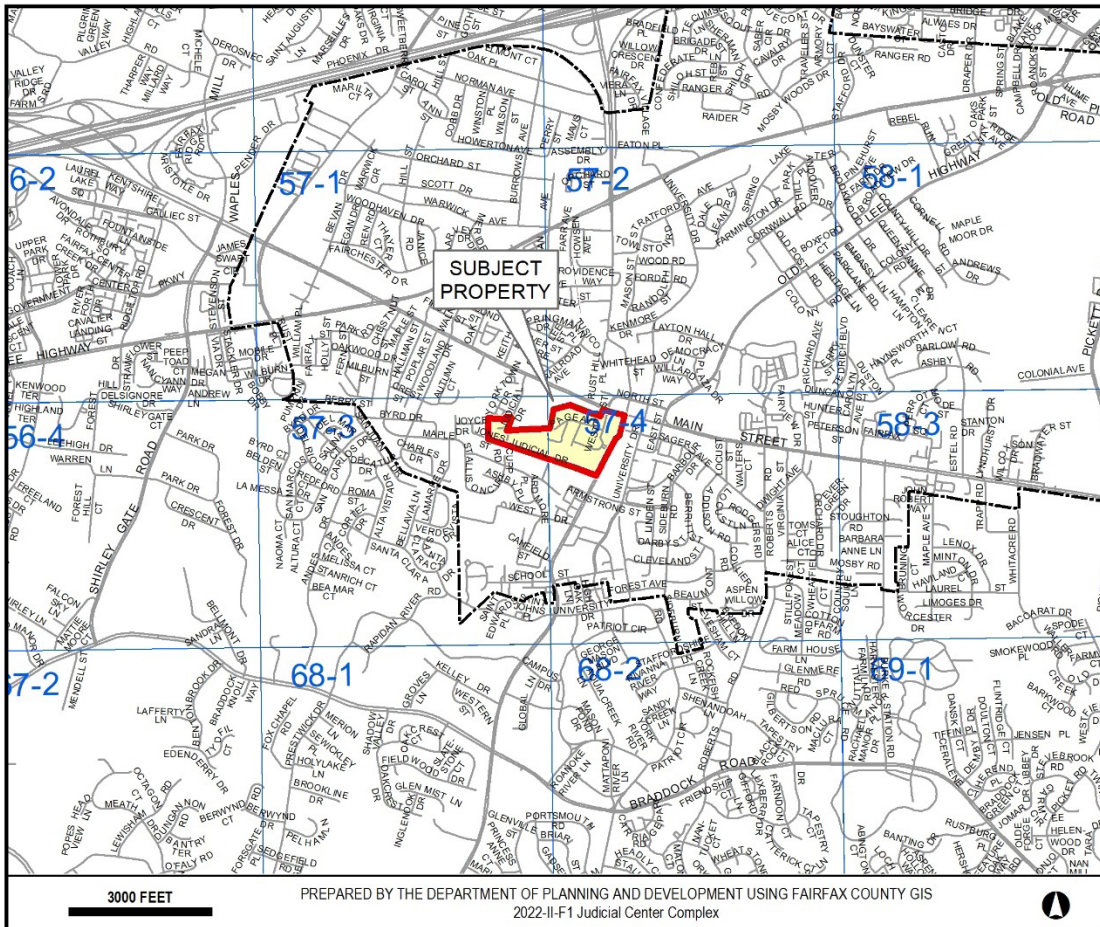
**BOARD OF SUPERVISORS PUBLIC HEARING:**  
Tuesday, June 11, 2024 @ 4:00 PM

**PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT**



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.

For additional information about this amendment call (703) 324-1380.

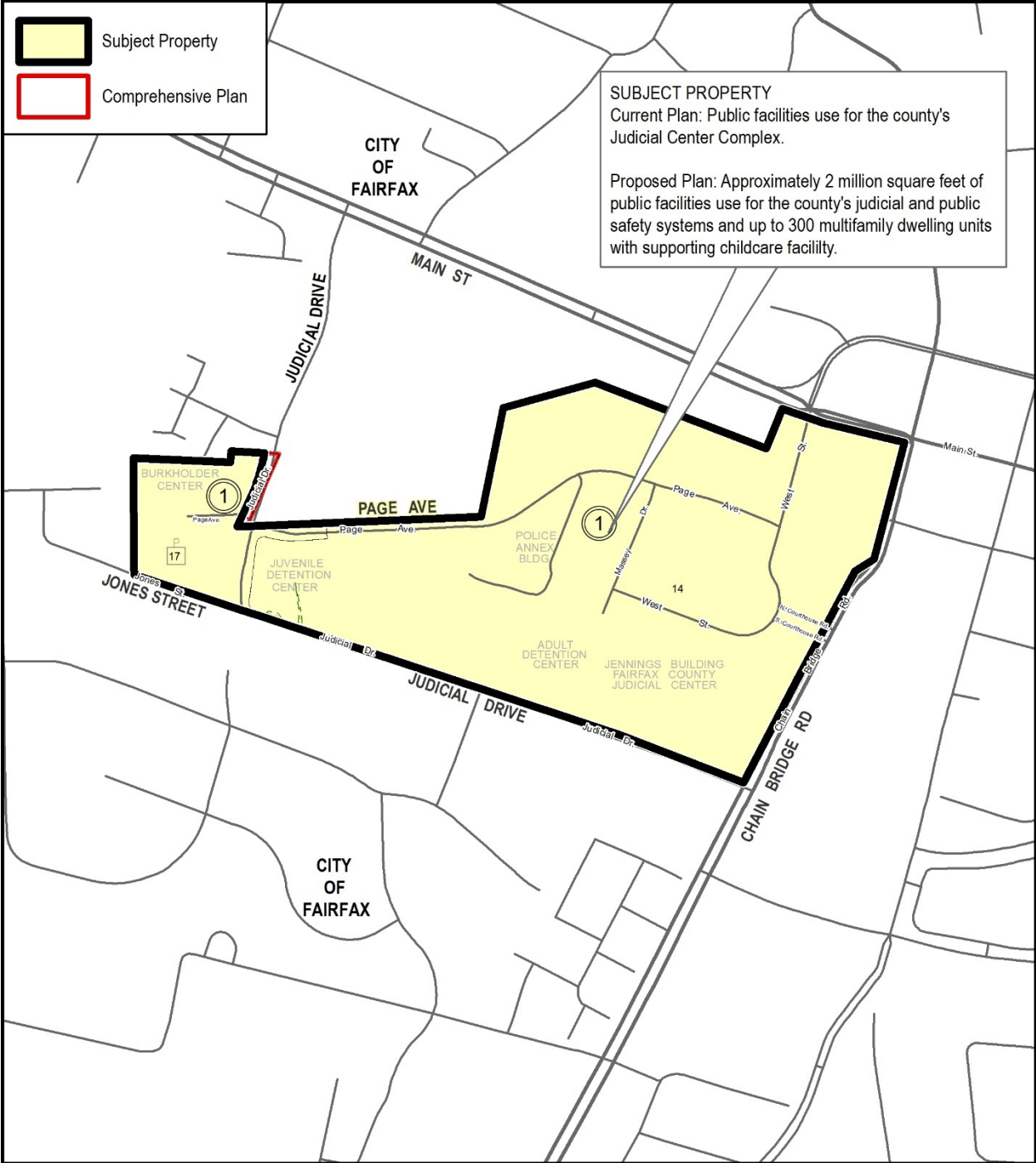


**CURRENT PLAN AND PROPOSED CHANGE**  
 PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR  
 SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

**ITEM:**  
**PA 2022-II-F1**

- Subject Property
- Comprehensive Plan

**SUBJECT PROPERTY**  
 Current Plan: Public facilities use for the county's Judicial Center Complex.  
  
 Proposed Plan: Approximately 2 million square feet of public facilities use for the county's judicial and public safety systems and up to 300 multifamily dwelling units with supporting childcare facility.



**500 FEET**

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS  
 PARCEL INFORMATION CURRENT TO MAY 2023



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# STAFF REPORT FOR PLAN AMENDMENT 2022-II-F1

## BACKGROUND

On October 11, 2022, the Board of Supervisors (Board) authorized Plan Amendment (PA) 2022-II-F1 (PLUS Application PA-2022-00007) for Tax Map Parcels 57-3 ((1)) 17 and 57-4 ((1)) 14, which are currently developed with the Judicial Complex. The Board directed staff to consider the expansion of public facility uses, as well as new residential uses that may include affordable and supportive housing, and other uses supportive of the 2021 Judicial Complex Master Plan for the subject property.

The Judicial Complex Master Plan establishes a framework for the redevelopment of the Judicial Complex over a 20-year timeframe. Initiated in 2018, the master planning process was coordinated by the Capital Facilities Section of the Fairfax County Department of Public Works and Environmental Services (DPWES).

The review of the Plan amendment is concurrent with a Proffered Condition Amendment (PCA) and Conceptual Development Plan Amendment (CDPA) for the entire subject property, along with a Final Development Plan Amendment (FDPA) for “Building One”, a 180,000 square foot building on Tax Map 57-4 ((1)) 17 ([RZPA-2022-PR-00152](#)). The concurrent zoning application was submitted by DPWES. Any recommendation for this Plan amendment should not be construed as a favorable recommendation by the Board, the Planning Commission, or staff on the proposed zoning applications and does not relieve the applicant from compliance with the provisions of all applicable ordinances, regulations, and adopted standards.

Most of the modern-day Judicial Complex was constructed following the mid-20th century. The Burkholder Building, completed in 1959, initially served as the headquarters for Fairfax County Public Schools. The Police Administration building was constructed in 1961, and was later converted to the Police Evidence Storage building. In 1969, the thirteen story Massey Building was constructed and served as the seat of government for Fairfax County until the current Government Center opened in 1992. The Massey Building continued to house the headquarters of the Police and Fire and Rescue Departments until 2017, when they were moved to the Public Safety Headquarters at the Government Center. The Massey Building was subsequently demolished in 2019.

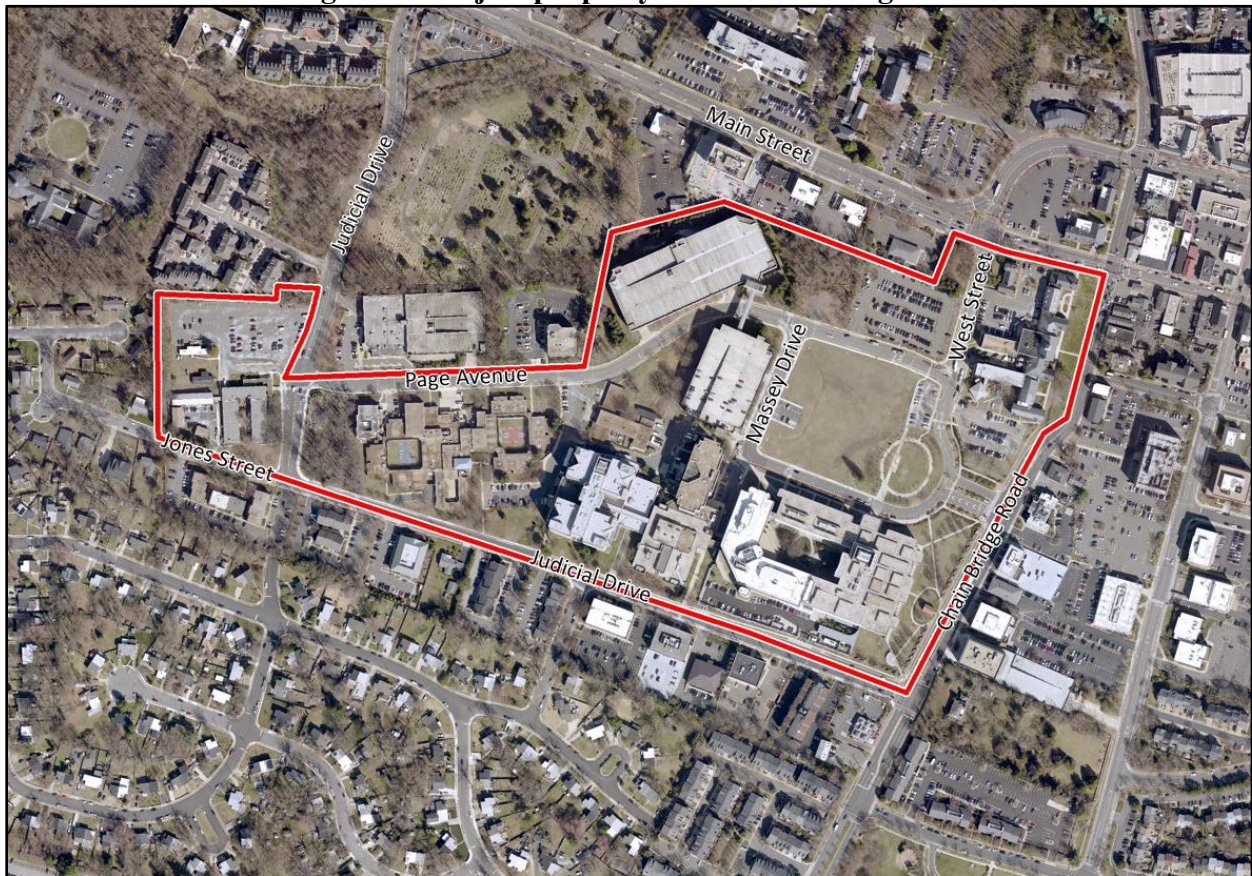
The Adult Detention Center was opened in 1978. In 1982, the current Fairfax County Courthouse and the Juvenile Detention Center were added to the complex. In 1991, the Juvenile Detention Center was relocated to a one-story structure on the west side of the complex. To accommodate the growth of the Judicial Complex, two freestanding parking garages were constructed in 1994 and 2002.

## CHARACTER OF THE SUBJECT PROPERTY AND SUROUNDING AREA

As shown in Figure 1, the subject property consists of two parcels totaling 47.8 acres encompassing all of the F6 County Government Center Community Planning Sector, and is located at the southwest corner of Chain Bridge Road (Route 123) and Main Street (Route 236)

in the Providence District. The property is completely surrounded by the City of Fairfax. The subject property is developed with the Judicial Complex which consists of approximately 1.4 million square feet of public facility uses on a campus style development. The largest parcel of the Judicial Complex is Tax Map 57-4 ((1)) 14, which consists of 43 acres and contains the Fairfax County Courthouse, adult and juvenile detention centers, a police evidence storage facility, two freestanding parking garages, and the Historic Courthouse, Historic Jail, and Legato School. Tax Map Parcel 57-3 ((1)) 17 is approximately five acres and is currently developed with the Burkholder Building, an approximately 37,000 square foot office building that once housed administrative facilities for Fairfax County Public Schools (FCPS) and is now occupied by non-profits and volunteer groups that support the court system and county services.

**Figure 1. Subject property and surrounding area**



### *Adjacent Areas*

**North:** Abutting the northern boundary of the Judicial Complex along Page Drive is a United States Postal Service facility, office building, and the Fairfax Cemetery located at the southwest corner of Judicial Drive and Main Street. There is also office and retail use, as well as a funeral home along Main Street. City Centre West, a mixed-use building with residential, medical office, and ground floor retail, is planned for a site adjacent to the Judicial Complex along Main Street. There are also townhouses north of the Burkholder site. This area is zoned to the Commercial General (CR), Commercial Retail (CR), Residential High (RH), and Planned Development Mixed Use (PD-M) districts under the City of Fairfax Zoning Ordinance. The future land use

map for the City of Fairfax designates the area along Page Drive as commercial corridor and the United States Postal Service Facility site as social and civic network. The area along Main Street is planned as an activity center and commercial corridor. The cemetery is planned as a public green network and the area north of the Burkholder site is planned as a townhouse/single-family detached neighborhood.

**South:** The area south of the Judicial Complex, along Judicial Drive, is comprised of low-rise office buildings, a restaurant, and a single-family detached residential unit. Beyond the uses along Judicial Drive, the area is developed with a mix of residential uses. This area is zoned to Commercial Retail (CR), Commercial Office (CO), Commercial Limited (CL), Residential High (RH) under the City of Fairfax Zoning Ordinance. The future land use map for the City of Fairfax designates this area as a commercial corridor.

**East:** Old Town Fairfax is located to the east, which includes a mix of low to mid-rise office buildings and retail uses. There is also one single-family detached housing unit located across Chain Bridge Road from the Judicial Complex. This area is zoned to Commercial Retail (CR), Commercial Office (CO), and Residential Medium (RM) under the City of Fairfax Zoning Ordinance. The future land use map for the City of Fairfax designates this area as an activity center.

**West:** The area to the west is developed with residential neighborhoods consisting of single-family detached homes. It is zoned Residential High (RH) under the City of Fairfax Zoning Ordinance. The future land use map for the City of Fairfax designates this area as a single-family detached neighborhood.

## **PLANNING HISTORY**

The Board of Supervisors adopted the current Comprehensive Plan guidance for the F6 County Government Center Community Planning Sector in 1991. This Plan guidance recommended establishing the Massey Building and Judicial Complex as the County's Public Safety Center and recommended further expansion of the Adult and Juvenile Detention Centers, Adult and Juvenile Court Systems, and the Police and Fire and Rescue Departments. It also provided recommendations for the management and preservation of heritage resources located at the Judicial Complex.

## **MASTER PLAN**

The process to develop a [Master Plan](#) for the Judicial Complex took place from 2019 through 2021. The decision to demolish the Massey Building provided the opportunity to reimagine the vision for the Judicial Complex. The Master Planning process examined the existing site configuration, the next logical phases for growth, and the long-term potential for growth on the Judicial Complex site, aiming to maximize its utilization and value as a community asset.

The primary objective of the Master Plan was to create a framework for the redevelopment of the campus over the next 20 years. The Master Plan proposes a new physical identity for the complex by integrating new buildings with open spaces around a central green and effectively

unifying the uses into a campus style development. To accommodate growth, the Master Plan recommends expanding existing facilities and introducing expanded services. Furthermore, it prioritizes enhancing the visitor experience and improving the workplace for employees within the Judicial Complex. The Master Plan also proposes new uses to the site, such as the inclusion of multi-family affordable housing and a Diversion & Community Re-Entry Center which will include transitional housing.

The outreach process for the Master Plan engaged stakeholders, users of the Judicial Complex, and the surrounding community to establish a comprehensive vision for the future of the complex. Stakeholders included Fairfax County, Fairfax City, Judicial Complex employees and users, residents of Fairfax County and Fairfax City, the Architectural Review Board, the History Commission, and George Mason University. The process also included a thirteen-member Land Use Development Team, which was comprised of Judicial Complex stakeholders, Fairfax County staff, and the Director of the Fairfax City Department of Community Planning and Development. Throughout the Master Planning process, a total of 22 meetings were organized to facilitate collaboration and gather insights from all potential stakeholders. This included eleven Land Use Development Team meetings, four community meetings, two Judicial Complex stakeholder meetings, two joint Fairfax City and Fairfax County meetings, two History Commission meetings, and one Architectural Review Board meeting.

The Master Planning process was also supported through several rounds of interactive design workshops, which included a combination of meetings open to stakeholders and the general public. The workshops were designed to gather feedback and ideas through interactive activities and the consideration of different options. The process emphasized creativity and consensus building, utilizing tools such as flash polling, mock voting booths, interactive project walk-throughs, pin-and-post activities, and Lego-style brainstorming using a physical model. The workshops aimed to establish critical principles and priorities for the overall project, address specific issues such as the programming of specific facilities, determine the potential need for expanded courthouse space, and the prioritization of strategies for pedestrian and vehicular access.

**Figure 2: Conceptual Rendering of Proposed Judicial Complex Expansion**



**ADOPTED COMPREHENSIVE PLAN TEXT**

“Fairfax County Comprehensive Plan, 2017 Edition, Area II, Fairfax Planning District, amended through 7-25-2023, F6-County Government Center Community Planning Sector, pages 60 - 63

**“F6 COUNTY GOVERNMENT CENTER  
COMMUNITY PLANNING SECTOR**

**CHARACTER**

The county Government Center Community Planning Sector comprises county land surrounded by the City of Fairfax, on which the Fairfax County Courthouse and Public Safety Center are located. The sector generally is bounded by Main Street (Route 236), Chain Bridge Road (Route 123), Judicial Drive, Page Avenue, and commercial properties and a cemetery along Main Street (see Figure 26).

This planning sector contains heritage resources listed in the Fairfax County Inventory of Historic Sites, Virginia Landmarks Register and the National Register of Historic Places. A list and map of these heritage resources are included in the Fairfax Planning District Overview section, Figures 3 and 4. The Fairfax County Courthouse and Jail are among the significant heritage resources in this sector. Additional historic sites in this sector are also included in the inventory.

## CONCEPT FOR FUTURE DEVELOPMENT

This area is not covered by the Concept for Future Development because it is entirely within the City of Fairfax.

## RECOMMENDATIONS

### Land Use

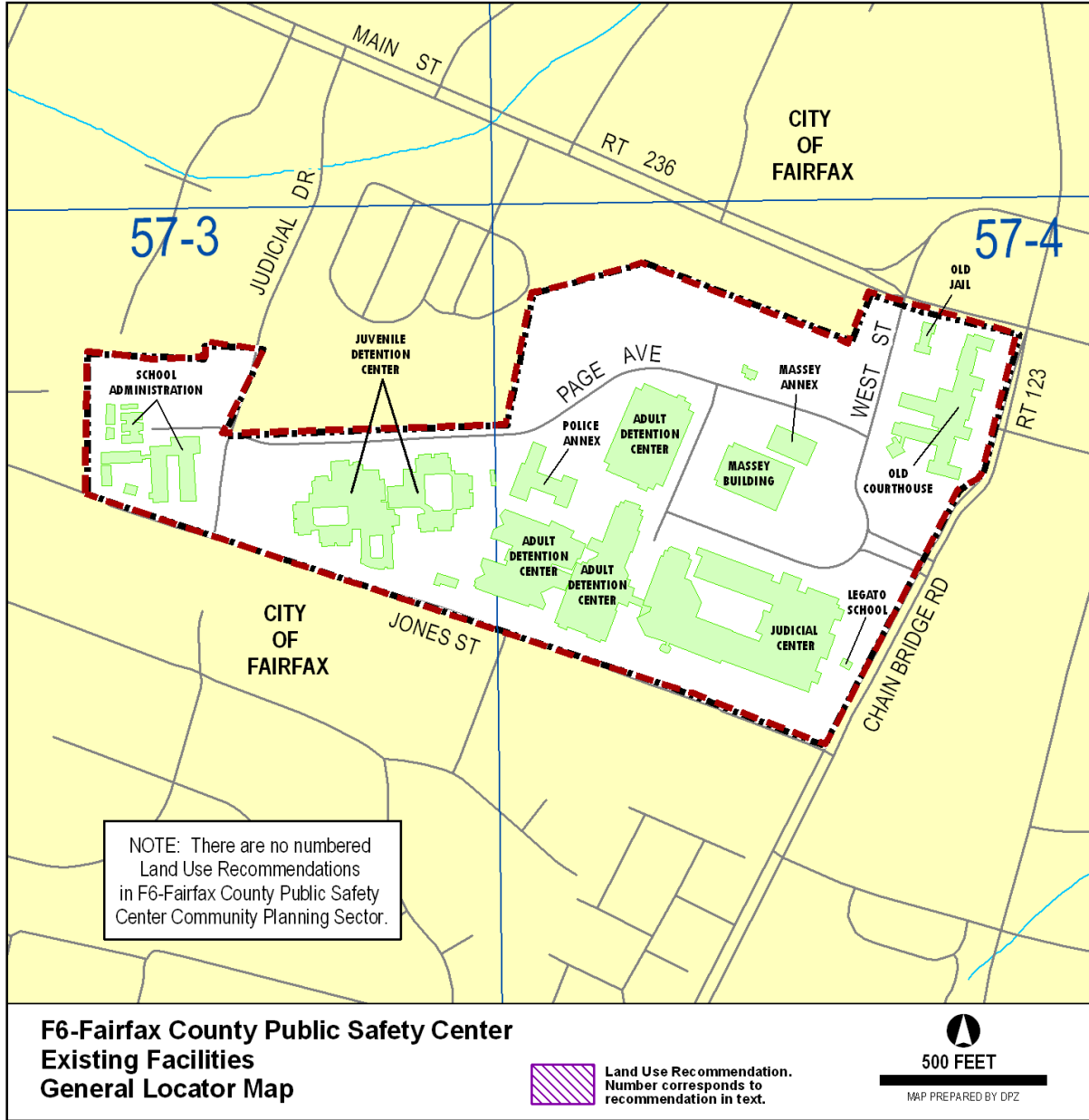
The following is recommended for this area in the Policy Plan, as part of Public Facilities Objective 17:

- Establish the Massey Building/Judicial Center Complex as the county's Public Safety Center which will include the expanded Adult Detention Center, juvenile detention facilities, adult and juvenile courts systems, and police and fire and rescue main administrations.
- Design new space and expanded facilities at the Public Safety Center to be functional and efficient with respect to county environmental guidelines, particularly storm drainage, and pedestrian and vehicle access and circulation. This center should be aesthetically pleasing, complement existing architecture, and provide for future expansions for a 20-year horizon.

### Transportation

There are no transportation recommendations for this sector.





**EXISTING FACILITIES** **FIGURE 26**

## Heritage Resources

The Fairfax County Courthouse and Jail are listed in the Virginia Landmarks Register and the National Register of Historic Places. All rehabilitation to these structures should be consistent with the Secretary of the Interior's Standards for Rehabilitation.

The Legato School building should continue to be protected and interpreted as a one-room school.

Because of the significance of Old Ox Road (Chain Bridge Road) in Fairfax and the presence of the courthouse, significant and irreplaceable historic archaeological resources can be expected around the courthouse and in relatively undisturbed areas along Chain Bridge Road. Any subsurface disturbance, including those associated with road improvements, parking lots, and underground utilities, should be preceded by an archaeological survey in accordance with county policies.

Any development or ground disturbance in this sector, both on private and public land, should be preceded by heritage resource studies, and alternatives should be explored for the avoidance, preservation or recovery of significant heritage resources that are found. In those areas where significant heritage resources have been recorded, an effort should be made to preserve them. If preservation is not feasible, then, in accordance with countywide objectives and policies as cited in the Heritage Resources section of the Policy Plan, the threatened resource should be thoroughly recorded and in the case of archaeological resources, the artifacts recovered.

## Public Facilities

1. Expand the courts, and the adult and juvenile detention facilities.

## Parks and Recreation

Park and recreation recommendations for this sector are shown on Figure 27. The column "Park Classification" includes existing park facilities. The "Recommendations" column includes entries for both existing and proposed facilities. Prior to developing parkland, the Fairfax County Park Authority initiates a master planning process to determine the appropriate facilities and design for that park. This process involves extensive citizen review and participation. If an existing park is listed but no recommendation appears on that line, it means the park has been developed in accordance with its master plan.

**FIGURE 27  
PARKS AND RECREATION RECOMMENDATIONS  
SECTOR F6**

PARK CLASSIFICATION	RECOMMENDATIONS
NEIGHBORHOOD PARKS:	Plan and develop urban park amenities to enhance the Government Center setting.
COMMUNITY PARKS:	Active recreation facilities for the county government employees should be addressed outside the sector due to the unavailability of land.
DISTRICT PARKS:	This sector is served by the Oak Marr District Park.”

**PROPOSED PLAN AMENDMENT**

The Board requested that staff evaluate a Plan amendment concurrently with a rezoning application ([RZPA-2022-PR-00152](#)) to allow for the expansion of the Judicial Complex as proposed by the 2021 Master Plan. This includes the expansion of existing and new public facilities, notably a Diversion and Community Re-Entry Center, and space for county agencies not currently located at the Judicial Complex. This plan amendment also considers the introduction of affordable, workforce and/or supportive housing to the Judicial Complex and other land uses supportive of the 2021 Master Plan, along with the preservation of historic resources. Table 1 summarizes the existing development, and the adopted and proposed development options.

**Table 1: Current and Proposed Recommendations**

Tax Map Parcel	Existing Use	Adopted Plan Recommendation	Proposed Plan Amendment
57-4 ((1)) 14 & 57-3 ((1)) 17	1.4 million square feet of public facilities use	Public facilities use	2 million square feet of public facilities use and up to 300 workforce and/or affordable multifamily residential units with supporting childcare

## ANALYSIS

### Land Use

The land use analysis included an assessment of the impacts of the proposed amendment as compared to the current Plan recommendations. Major considerations included the expansion of existing public facilities, the introduction of residential uses, and historic preservation. The F6 County Government Center Community Planning Sector was originally envisioned as the County's Public Safety Center, encompassing the three court systems of Fairfax County (Circuit Court, General District Court, and the Juvenile Domestic Relations Court), along with the Adult and Juvenile Detention Center, and county functions related to public safety.

### Intensity and Use

The Judicial Complex is currently developed with approximately 1.4 million square feet of public facility uses across nine buildings with two freestanding parking garages. It recommends the site as the county's "Public Safety Center" planned for an expanded adult detention center, juvenile detention center, adult and juvenile courts systems, and police and fire and rescue. The existing Comprehensive Plan text supports the proposed public facilities use but does not provide intensity recommendations.

The proposed Plan amendment recommends an expansion of the Judicial Complex, with a total of 2 million square feet of public facilities use, up to 300 affordable and/or workforce residential units, and a supporting childcare facility. To accommodate this expansion, the 31,000 square foot Police Annex and Evidence Storage building and 38,000 square foot Burkholder building and one of the parking garages are proposed for demolition.

This Plan amendment proposes four additional buildings for public facility uses at the complex to infill existing surface parking lots and the sites of demolished structures. The addition of 700,000 square feet will accommodate the expansion of courthouse facilities and the inclusion of additional county agencies at the complex. It also proposes space to accommodate non-profits and volunteer agencies that support the overall operations at the Judicial Complex, as well as supporting retail space for uses such as a convenience market and/or food services. This will provide services for employees and visitors to the Judicial Complex.

The Diversion and Community Re-Entry Center proposed by this Plan Amendment is considered a Public Facilities use and will offer an innovative program that provides service and support to individuals re-entering the community after incarceration. The Diversion and Community Re-Entry Center will be the first of its kind in Fairfax County and is planned as a partnership between the criminal justice system, county agencies, non-profits, faith-based, and business communities with the goal of reducing recidivism and integrating individuals recently diverted from incarceration into the community more successfully. The programs at this facility will foster successful re-entry and promote a safer, rehabilitative approach to justice. The Diversion and Community Re-Entry Center will play a vital role in reducing the factors contributing to recidivism, such as housing instability and limited access to resources. The center will provide

housing options for individuals, including beds in congregate studio apartment settings. It will also offer resources for employment, healthcare, and behavioral health treatment.

### Urban Design

The Judicial Complex's existing buildings were constructed between 1799 and 2010 and are comprised of the Historic Fairfax Courthouse and Jail, Legato School, the current Fairfax County Courthouse, and the Adult and Juvenile Detention Centers. These existing structures vary widely in scale, height, and style. For future developments at the Judicial Complex, a primary focus should be placed on ensuring high-quality design, particularly for buildings that will frame the front of the campus.

New buildings should complement the aesthetics of the Fairfax County Courthouse, incorporating harmonious forms, materials, and façade treatments, while aspiring toward an appropriate level of differentiation and distinguishment from the courthouse. Buildings along the Central Green should be designed to provide a welcoming experience for visitors, with externally facing lobbies and active ground floor uses where appropriate. This will create accessible, inviting spaces that will enhance the overall visitor experience and foster a sense of community within the complex.

### Compatibility with Surrounding Uses

The Judicial Complex is completely surrounded by the City of Fairfax and includes office and retail establishments to the north and east, office to the south, and residential to the west and northwest. Old Town Fairfax is located to the east, which includes shops and restaurants. Directly to the north, City Centre West is planned as a seven-story mixed use building that will include residential, medical office, and ground floor retail. The area directly to the west of the Burkholder site (Tax Map 57-3 ((1)) 17) is developed with single family detached houses built in the mid-20<sup>th</sup> century and to the north are townhouses built in the late-20<sup>th</sup> century.

In general, new uses proposed for the Judicial Complex are compatible with the surrounding area. In order to ensure compatibility with the residential uses located to the north and west, any new building constructed on the Burkholder site (Tax Map 57-3 ((1)) 17) should have a maximum building height of 80 feet with building heights tapering to 40 feet or lower along the northern and western boundaries of the parcel. Adequate screening and buffering should also be implemented to provide an appropriate transition to the surrounding lower density residential uses.

### **Housing**

This Plan amendment proposes 300 multifamily residential units comprised entirely of affordable and/or workforce multifamily residential units. The residential units proposed will be targeted primarily to households earning 60 percent or below the area median income (AMI). Income tiers above and below the targeted AMI may be considered as long as the average household income for the proposed residential units achieves an average at or below the 60 percent AMI.

Fairfax County’s Affordable Dwelling Unit (ADU) Program targets households earning 70 percent or below the AMI and the program is set forth in the Zoning Ordinance. The Workforce Dwelling Unit (WDU) program targets households at 80 percent or less of the AMI for rental units, while for-sale units are targeted for those with incomes up to 120 percent of the AMI. WDU policies are found in Appendix 1 of the Housing Element of the Policy Plan.

**Table 2: Area Median Income for the Washington, DC MSA, 2022**

Household Size	30% AMI	50% AMI	60% AMI	80% AMI	100% AMI	120% AMI
1	\$29,910	\$49,850	\$59,820	\$79,760	\$99,700	\$119,500
2	\$34,170	\$56,950	\$68,340	\$91,120	\$113,900	\$136,600
3	\$38,430	\$64,050	\$76,860	\$102,480	\$128,100	\$153,700
4	\$42,690	\$71,150	\$85,380	\$113,840	\$142,300	\$170,750

The Housing and Neighborhood Livability Section in the Fairfax County Strategic Plan states that “reasonably priced housing and healthy, livable communities are critical to ensure a sustained high quality of life for the residents of Fairfax County”<sup>1</sup> and proposes strategies to increase equitable access to affordable housing, including:

- **HNL 1<sup>2</sup>.** Produce, preserve and improve affordable housing units through partnerships with traditional and innovative housing developers consistent with the recommendations in county policies and plans, but also exploring new approaches. Track new units, lost units and total units as well as risk of displacement as a means of measuring the preservation of and access to affordable units in the county.
- **HNL 4.** Leverage county/school/park/private business Land and facilities (existing and new) develop nontraditional partnerships to achieve efficiencies to reduce more units.
- **HNL 6.** Encourage mixed income and diverse types of housing developments near transit hubs, transit routes and revitalization areas that meet affordability requirements for range of income levels, especially units large enough to accommodate families.
- **HNL 13.** Implement policy to enable public employees to live in and come from the communities they serve.

The Housing Element of the Policy Plan acknowledges that Fairfax County has a persistent challenge with housing affordability, especially for households of low and moderate incomes, and that stable, affordable, high-quality housing is the key to increasing access to opportunities to ensure all residents can prosper. The scarcity of available land further exacerbates the lack of affordable housing options, necessitating innovative strategies. Those with moderate and lower incomes are the most cost-burdened, and often include service workers, nurses, teachers,

<sup>1</sup> Fairfax County Strategic Plan, May 2023, Housing and Neighborhood Livability, [countywide strategic plan.pdf](https://www.fairfaxcounty.gov/countywide-strategic-plan/pdf) ([fairfaxcounty.gov](https://www.fairfaxcounty.gov)).

<sup>2</sup> “HNL” is the designation given to Housing and Neighborhood Livability in the Strategic Plan.

construction and trade workers, and first responders. Fairfax County policies and programs support and encourage the production of affordable housing on county owned land, and in areas that are accessible to public transit and job opportunities.

## **Transportation**

### Existing Transportation Conditions

Existing transportation conditions surrounding and within the Judicial Complex are primarily auto oriented and lack bicycle facilities. Existing sidewalks, streetscapes, and pedestrian crossings are incomplete and not uniformly constructed in the area, sometimes lacking sufficient space for users and amenities. This inhibits safe, accessible, and enjoyable pedestrian and bicycle usage.

### Transportation Plans

There are currently no transportation recommendations for this sector in the current Comprehensive Plan. The City of Fairfax Multimodal Transportation Plan recommends extending South Street between University Drive and Chain Bridge Road. This roadway extension is intended to create a comfortable environment for pedestrians and bicyclists while accommodating vehicular circulation.

### Roadways

The subject property is surrounded by Chain Bridge Road, Main Street, Judicial Drive, and Jones Street. These roadways are all within the City of Fairfax. The current roadways within the Judicial Complex generally circulate traffic around the site of the former Massey Building. They do not support easy wayfinding and are inconsistent with the natural movements of pedestrians, which creates an environment that is not friendly to visitors, whether vehicular or pedestrian.

### Bicycle and Pedestrian Facilities

There are no bicycle facilities on roadways surrounding or within the Judicial Complex. Bicycling within the area is generally considered to be an uncomfortable experience. Sidewalks exist on both sides of most of the streets surrounding the Judicial Complex. There is no sidewalk along Chain Bridge Road in front of the Historic Courthouse Grounds. Crosswalks currently exist at all signalized intersections, but not on all approaches of all intersections.

### Transit

Five bus routes currently provide service in the vicinity of the Judicial Complex. Bus service is provided by the City of Fairfax CUE Bus System Gold and Green Routes, Metrobus Routes 29K and 17G, and Fairfax Connector Route 306. These routes provide service to destinations that include George Mason University, the Vienna Metrorail Station, the Pentagon, and the King Street-Old Town Metrorail Station and Amtrak/VRE Station in Alexandria.

Transportation Needs Assessment

*Trip Generation*

The transportation analysis assessed the expected trip generation for the proposed Plan amendment. Table 3 shows the weekday, AM peak period, and PM peak period trip generation based on Institute of Transportation Engineers (ITE) vehicle estimates.

**Table 3: Trip Generation**

Development Types	Quantity	# Units	Daily	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
<b>Proposed Plan</b>									
Government Office Building (ITE 730)	1,468	1000 Sq. Ft.	33,162	3,677	1,226	4,903	628	1,882	2,510
General Office Building (ITE 710)	540	1000 Sq. Ft.	5,032	628	86	714	114	559	673
Multifamily Housing Mid-Rise (ITE 221)	300	Dwelling Units	1,385	28	92	120	72	45	117

*Note: Trip generation estimates are derived from the Institute of Transportation Engineers (ITE), Trip Generation Manual, 11th Edition (2021). Trip Generation estimates are provided for general, order-of-magnitude comparisons only, and do not account for pass-by, internal capture, or mode-share traffic reductions.*

Transportation Recommendations

This Plan amendment recommends roadway improvements, enhanced pedestrian facilities, and the addition of bicycle facilities, along with strategies to minimize vehicular traffic to and from the subject property.

The following roadway improvements are recommended by this Plan amendment:

- Realign the main entrance of the Judicial Complex from Chain Bridge Road to the proposed extension of South Street in the City of Fairfax.
- South Street should be extended from the City of Fairfax into the Judicial Complex and connect with Page Avenue to become a central east/west spine road.
- A new east/west road should be constructed along the northern boundary of the Judicial Complex connecting West Street to the existing parking garage.
- A new north/south road should be constructed between the Adult and Juvenile Detention Centers connecting Page Avenue with Judicial Drive.
- Massey Drive should be realigned as a north/south road to connect the new northern east/west road with the realigned central east/west spine road.



- West Street should be realigned within the Judicial Complex to provide a direct two-way connection between Main Street and the realigned central east/west spine road. The current alignment of the intersection of West Street and Main Street should remain.

This Plan amendment also recommends a network of pedestrian and bicycle facilities throughout the Judicial Complex providing access to all public facilities, residential uses, and offsite connections into the City of Fairfax. The sidewalks should be designed to accommodate increased pedestrian activity along with streetscape improvements. The bicycle infrastructure should include a separate bicycle facility between Chain Bridge Road and the north/south portion of Judicial Drive. It also recommends strategies to minimize and disperse vehicular traffic to-and-from the Judicial Complex, including Transportation Demand Management (TDM) programing, shuttle service, wayfinding, and turn restrictions.

## **Environment**

### Water Quality and Stormwater Management

To ensure that water quality and water quantity are appropriately managed, the Comprehensive Plan promotes site design and low impact development (LID) techniques that reduce stormwater runoff volumes and peak flows, increase groundwater recharge, and increase the preservation of undisturbed areas. New developments are expected to optimize stormwater management and water quality controls through the use of innovative Best Management Practices and infiltration techniques, nonstructural Best Management Practices and bioengineering practices, and infiltration landscaping.

The subject property is located in the Accotink Creek Watershed. There is no Resource Protection Area (RPA) or floodplain on the site; however, an Environmental Quality Corridor (EQC) was established on the site with the 1992 rezoning of the property to the PDC District. The area wide guidance for the Fairfax Planning District notes that older, developed portions of the county often have fair to poor surface run-off water quality due primarily to nonpoint source pollution in the form of stormwater runoff which contains high levels of fertilizers, pesticides, sediment, and hydrocarbons.

The existing stormwater infrastructure on the subject parcel consists of an extended detention pond originally constructed in 1986 and retrofitted in 1993, which was designed to provide water quantity and water quality controls for the entire 47.8 anchor site for regulations in place at the time of development. In the year 2000, a bioretention facility was constructed behind parking garage B that provided water quality above and beyond the code requirements at that time.

Soils found on the subject property are classified as Type 95, Urban Land. This type of soil consists entirely of impervious surfaces such as pavement, concrete, rooftop, or compacted soils that will not infiltrate stormwater. All precipitation landing on Urban Land is expected to be converted to runoff. This soil is considered severely degraded, highly compacted, and may require a geotechnical investigation at the time of site plan review. Measures should be taken to remediate the soil to increase the water infiltration capacity and the ability to support plantings.

The future development proposed by this plan amendment creates an opportunity to introduce new storm water quantity and quality control measures to the subject parcel. The Environment and Public Facilities Element of the Policy Plan recommends stormwater solutions with an emphasis on LID practices. Stormwater and site designs should minimize impervious surfaces, incorporating native plantings, and integrating existing vegetation into development that reduce stormwater runoff volumes and peak flows, increase groundwater recharge, and increase the preservation of undisturbed areas.

#### Forest Resources and Natural Landscaping

The Environment Element of the Policy Plan encourages the conservation and restoration of tree cover on developed and developing sites. The maximum amount of tree cover should be provided, consistent with planned land use and good silvicultural practices. The Public Facilities Element of the Policy Plan encourages designing, retrofitting, and maintaining public facilities and sites in an environmentally sensitive manner and that LID practices and natural landscape methods would be applied.

#### Green Building

The Environment Element of the Policy Plan encourages the design and construction of new buildings and associated landscapes to use energy and water resources efficiently and to minimize short- and long-term impacts on the environment and building occupants. The development proposed by this Plan Amendment is subject to the Board of Supervisor's sustainable development policy for capital projects. This policy expects that capital projects will achieve LEED Gold certification, incorporate solar and Electrical Vehicle (EV) readiness features, and provide an on-site renewable energy generation component, as practicable, with supplemental off-site renewable energy as required. Capital projects must also provide for incremental energy performance improvements and a reduction of Greenhouse Gas emissions with a goal towards achieving Net Zero energy (NZE). NZE buildings are designed and constructed for optimum energy efficiency, use electricity-based space and water heating, and on-site renewable energy generation. A goal of a NZE project is to produce energy, via a renewable source, at or equal to the energy it consumes in a year.

#### Transportation Generated Noise

New development is expected to protect people from unhealthful levels of transportation generated noise, as outlined in Objective 4 of the Environment Element of the Policy Plan. The proposed Plan amendment includes noise-sensitive land uses, such as residential and childcare with outdoor play areas. The Policy Plan recommends that people in their homes, or in other noise sensitive environments, should not be exposed to noise in excess of DNL 45 dBA, or to noise in excess of DNL 65 dBA in outdoor recreation areas of homes. A noise study should be submitted with the rezoning application to determine the anticipated noise impacts of the proposed development and to determine potential mitigation measures so that noise is mitigated to DNL 45 dBA for interior spaces and DNL 65 dBA for outdoor recreation areas. The noise study should define the noise levels impacting the proposed uses as a measure of dBA DNL. The

study should include noise contours for both current noise and future noise based on a minimum 20-year traffic volume projection for the applicable roadway noise sources.

**Public Schools**

The schools serving the subject parcel are Fairfax High School (HS), Katherine Johnson Middle School (MS), and Providence Elementary School (ES), all of which are located in the City of Fairfax. Table 4 includes the five-year student projections for these schools and does not reflect the increase in the number of students resulting from the proposed Plan amendment.

**Table 4: School Capacity**

School	Program Capacity SY 2022 – 23	Membership SY 2022-23	Capacity Utilization SY 2022-23	Projected Membership SY 2027-28	Projected Capacity Utilization SY 2027-28
Fairfax HS <sup>1</sup>	2,390	2,359	99%	2,327	97%
Katherine Johnson MS <sup>1</sup>	1,144	1,069	93%	1,142	100%
Providence ES <sup>1</sup>	974	855	88%	874	90%

<sup>1</sup> School located within the City of Fairfax

Source: FCPS. Adopted Capital Improvement Program FY 2024-28, February 2023.

The School Capacity table reflects a snapshot in time (as of December 2022) for student membership and school capacity balances. The five-year student projections and individual school capacity evaluations are updated annually by Fairfax County Public Schools (FCPS). Fairfax High School is approaching a capacity deficit, and Katherine Jordan Middle School and Providence Elementary School are considered to have sufficient capacity for current programs and future growth. If by-right development occurs under the existing zoning within the area served by these schools, Fairfax High School would be approaching a capacity deficit, Katherine Johnson Middle School would be at capacity, and Providence Elementary School would be considered to have sufficient capacity for current programs and future growth by the 2027-28 School Year. School membership projections are not available beyond a five-year projection horizon. The impact of a proposed Plan amendment may occur beyond a five-year projection horizon and conditions of a school and/or school boundaries may change by the time increased residential development proposed by this Plan amendment are delivered.

**Table 5: Student Yield from Proposed Plan Amendment**

School Level	Planned Dwelling Units	Student Yield
High	300	8
Middle	300	6
Elementary	300	18
Total Student Yield		32

Source: FCPS, 2022 Countywide Student Yield Ratios, June 2022

Potential student yields (Table 5) were calculated for mid/high-rise multifamily (four stories or greater) housing units. The net potential student yield from the 300 multifamily housing units proposed by this Plan amendment compared to the adopted Plan which recommends zero

housing units would result in eight high school students, six middle school students, and eighteen elementary students with a total of 32 students.

During the development review process, FCPS will evaluate a residential development's impact on schools and identify measures to mitigate these impacts. A variety of measures to alleviate school capacity deficits are included in the Plan guidance and FCPS Capital Improvement Plan (CIP). The mitigation of school impacts should be considered in collaboration with FCPS, preferably in advance of approval of applications for new residential development. Any measures chosen for implementation will be discussed and decided through a transparent process with the City of Fairfax and Fairfax County communities, in accordance with each school boards' respective policies and regulations.

### **Parks and Recreation**

The residential development proposed by this Plan amendment is anticipated to increase the need for additional parks and recreational opportunities. The Fairfax Planning District is deficient in parkland and recreational facilities. Existing nearby parks serving the area, which include Fairfax County Park Authority parks (Fairfax Villa) and City of Fairfax parks (Providence, Green Acres Center, Fisher, Ratcliffe, Van Dyck, and Pat Rodio), meet only a portion of the current demand for parkland generated by existing residential development. The residents resulting from the additional residential units proposed for the Judicial Complex by this Plan amendment will exceed the current capacity of local public parks and recreation facilities.

The Urban Parks Framework contained in the Parks and Recreation Element of the Policy Plan provides urban parkland standards and guidance to ensure the county's higher density areas provide spaces that contribute to a vibrant and healthy community. The Policy Plan also includes population-based standards to estimate park needs generated by new development proposals. The 300 residential units proposed by this Plan amendment will result in an estimated 525 new residents, all of whom will need access to parks and recreation facilities on site or nearby. This need should be evaluated during the development review process.

The proposed Plan amendment recommends the creation of an integrated network of open space throughout the Judicial Complex. These spaces will include lawns, vegetated areas, and plazas designed to support events and gatherings for residents, employees, and visitors. These spaces will be connected by paths that provide access between buildings of the Judicial Complex. The focal point of the open space concept will be the Historic Courthouse grounds, which will provide a visible public green and gateway between Old Town Fairfax and the Judicial Complex.

### **Heritage Resources**

Fairfax County purchased four acres of land for the establishment of the Fairfax County Courthouse in the late 1700s. A few years later, the surrounding Town of Providence was founded in 1805, which later became the Town of Fairfax and eventually an independent city in 1961. Over the years, additional land was sold to the county for the expansion of the Judicial Complex.

The earliest building of the Judicial Complex dates back to 1799, when construction of the Historic Court House commenced and was completed in 1800. The Historic Jail was constructed decades later and was completed in 1886. The Legato School was constructed in 1877 and was originally located three miles offsite before it was relocated to the Judicial complex in 1971. Today it sits next to the Fairfax County Courthouse along Chain Bridge Road. The Master Plan recommends relocating it to the Historic Courthouse grounds.

The following resources located on the Judicial Complex are listed in the county's Inventory of Historic Sites:

- Fairfax County Courthouse - 4000 Chain Bridge Road
- Fairfax County Jail - 4010 Chain Bridge Road
- Legato School – 4100 Chain Bridge Road

Staff recommends the consideration of a study for a future Historic Overlay District for the historic properties comprising the historic core of the Judicial Complex. Historic Overlay Districts in Fairfax County are used to regulate changes to existing structures in areas containing heritage resources to ensure compatibility. Changes to proposed structures within an overlay district must be reviewed by the county's Architecture Review Board. A study would likely include an architectural survey to document any on-site cultural resources prior to any zoning action.

### **Water and Sewer**

The subject property is served by Fairfax Water and adequate domestic water service is available. Depending on the configuration of on-site water mains, additional water main extensions may be necessary to satisfy fire flow requirements and accommodate water quality concerns.

Sanitary sewers servicing the property are provided by the City of Fairfax and Fairfax County. A sanitary sewer study would be required during the entitlement application review to ensure that the existing public sanitary sewers are adequate to serve the proposed public facility and residential uses.

### **CONCLUSION**

This Plan amendment revises the recommendations for the Judicial Complex to support the expansion of the existing judicial and public safety facility systems currently located at the campus and to accommodate the consolidation of other county agencies, non-profits, and other uses that support the operations of the Judicial Complex. This includes a Diversion and Community Re-Entry Center that will provide services and support to individuals re-entering the community after incarceration. It also supports the inclusion of affordable housing within the Judicial Complex, which will help address the need for affordable and workforce housing in the community.

This Plan amendment aligns with the long-term vision outlined in the Judicial Complex [Master Plan](#), which was completed in 2021 and provides a vision for redevelopment over a 20-year

horizon. The redevelopment of the Judicial Complex will optimize its orientation toward public service and seeks to improve the visitor experience. It also supports an urban design framework that will integrate the campus with the surrounding community and respect the integrity of the on-site historic resources.

## RECOMMENDATION

Staff recommends the Comprehensive Plan be modified as shown below. Text proposed to be added is shown as underline and text proposed to be deleted is shown with a ~~striketrough~~.

**MODIFY:** Fairfax County Comprehensive Plan, 2017 Edition, Area II, Fairfax Planning District, Amended through 7-25-2023, Page 11

### Public Facilities

Existing public facilities located within the Fairfax Planning District and those for which a future need has already been identified are included on Figure 5. Major expansions of existing facilities (with the exception of federal or state facilities) or uses of land that are distinctly different than the use of the public facility must be considered by the county Planning Commission through provisions outlined in Section 15.2-2232 of the Code of Virginia. For these existing facilities minor expansions, which are in keeping with the character of the facility, may be considered in conformance with the Plan.

A number of public facilities are identified as future needs in this Planning District. These projects are included for informational purposes and in most cases will require a 2232 Review public hearing before the Planning Commission prior to being established. Those facilities for which a specific location for future construction has been identified are also listed in the sector recommendations and may be considered a feature of the Comprehensive Plan upon review by the Planning Director and concurrence by the Planning Commission. If such feature shown determination is made, these projects will not require a future 2232 Review public hearing. The following public facilities are identified as future needs in the Fairfax Planning District:

1. Expansion of Fairfax Hospital facilities as indicated for Land Unit M1 of the Merrifield Suburban Center in the Area I Plan. (Sector F2).
2. Renovation and expansion of the Woodburn Mental Health Center to provide for additional individual clinical treatment space, group rooms, public areas, equipment and storage space, administrative office space and a parking structure. Specific recommendations are found in Land Unit M1 of the Merrifield Suburban Center in the Area I Plan (Sector F2).
3. Expansion of the Judicial Complex to accommodate future service needs of the courts and court related services and public safety systems, space for county agencies not currently located at the Judicial Complex, non-profits and volunteer agencies that support the court system, and a Diversion and Community Re-Entry Center. Specific recommendations are found in Sector F6.

**MODIFY:** Fairfax County Comprehensive Plan, 2017 Edition, Area II, Fairfax Planning District, Amended through 7-25-2023, Pages 12 - 13

**FIGURE 5  
FAIRFAX PLANNING DISTRICT  
EXISTING PUBLIC FACILITIES**

	<b>Schools</b>	<b>Libraries</b>	<b>Public Safety</b>	<b>Human Services</b>	<b>Public Utilities</b>	<b>Other Public Facilities</b>
F1	Old Creek Elem., Frost Middle, Woodson High, School Maint.					
F2	Mantua Elementary		West Annandale Fire Station Co. 23	Woodburn Center for Community Mental Health, Fairfax House for Adolescents, Northern Virginia Mental Health Institute	FCWA Hospital Storage Tank, FCWA Fairfax Circle Pumping Station	Willow Oaks Corp. Center Detent. Pond, Fairfax Hospital
F3	Mosby Woods Elementary			Mental Retardation Case Management Community Program	Recycling Drop-off	
F4	Oakton, Waples Mill Elementary	Oakton Community Library Site	Oakton Fire Station Co. 34		FCWA Penderwood Storage Site No.1, Buckley Road Sewage Pumping Station, Oakton Road Sewage Pumping Station, Penderbrook Pumping Station	
F5			County Admin. - Government Center, Herrity Building Community Development Center, Fairfax Center Fire Station Site	Housing and Community Development Admin., Pennino Building Human Services Center, Adult Care Residence for Persons with Mental Illness	(2) Sewer Pumping Stations, FCWA Fair Oaks Pumping Station	

F6	Burkholder Admin.	<u>Juvenile Courts, Juvenile Detention Center, Juvenile Court Center, County Probation Center, Public Safety Admin. (Massey Building), Police Annex, County Courthouse, Adult Detention, Less Secure Shelter, Fairfax County Courthouse, Adult and Juvenile Detention Centers, other county programs such as non-profits and volunteer agencies that support operations of the Judicial Complex, Diversion and Community Re-entry Center</u>	<u>Alcohol and Drug Services, County Health and Human Service, non-profits, and volunteer agencies that support the operations of the Judicial Complex</u>	City of Fairfax Water Storage, Sewage Pumping Station	George Mason University
F7	Fairfax Villa Elementary, Eleven Oaks Area V Admin.	Housing and Community Development Maintenance	City of Fairfax Water Storage, Sewage Pumping Station	City of Fairfax Water Storage, Sewage Pumping Station	George Mason University

\* Federal and state facilities are not subject to the 2232 review process

**MODIFY:** Fairfax County Comprehensive Plan, 2017 Edition, Area II, Fairfax Planning District, Amended through 7-25-2023, F6-County Government Center Community Planning Sector, pages 60 – 63

### F6 COUNTY GOVERNMENT CENTER COMMUNITY PLANNING SECTOR

#### CHARACTER

Originally the seat of Fairfax County’s government, the 48-acre County Government Center Community Planning Sector has transformed into the county’s judicial center, now known as the Fairfax County Judicial Complex. It is home to the County’s three court systems: Fairfax County Circuit Court, General District Court, and the Juvenile Domestic Relations District Court; and includes the Adult and Juvenile Detention Centers. The Judicial Complex receives a high volume of daily visitors and requires a high level of security. The county Government Center Community Planning Sector Judicial Complex comprises county land surrounded by the City of Fairfax, on which the Fairfax County Courthouse and Public Safety Center are is located. The sector and generally is bounded by Main Street (Route 236), Chain Bridge Road (Route 123), Judicial Drive, Page Avenue and Jones Street. The Judicial Complex is bounded by and commercial properties, and a cemetery, townhouses to the north, and single detached residential units to the west. along Main Street Old Town Fairfax is located directly to



the east (see Figure 26).

This planning sector contains heritage resources listed in the Fairfax County Inventory of Historic Sites, Virginia Landmarks Register and the National Register of Historic Places. A list and map of these heritage resources are included in the Fairfax Planning District Overview section, Figures 3 and 4. The Fairfax County Historic Courthouse, and Historic Jail, and Legato School are among the significant heritage resources in this sector. Additional A list of historic sites in this sector are is also included in the inventory Inventory of Historic Sites in the Heritage Resources section of the Fairfax Planning District.

## PLANNING HISTORY

The Judicial Complex's history dates from 1799 when Fairfax County purchased four acres of land for the construction of a county courthouse. Over the next few years, the adjacent Town of Providence was founded; later renamed the Town of Fairfax. During this time, additional land was sold to the county for the construction of other buildings associated with the judicial system, including the jail which opened in 1886. The Historic Courthouse was expanded in 1929 and no further construction occurred until the early 1950s.

Rapid population growth post-World War II increased the need for county services and a period of expansion began. Additions to the Historic Courthouse from 1953 to 1961 more than doubled its size. In the mid-20th century, the Burkholder Building and the Police Administration building were added to the complex. The latter was later converted to the Police Evidence Storage building. In 1969, the 13 story Massey Building was constructed and served as the seat of government for Fairfax County until the current Government Center opened in 1992. The Massey Building continued to house the headquarters of the Police and Fire and Rescue Departments until 2017, when they were moved to the Public Safety Headquarters at the Government Center. The Massey Building was subsequently demolished in 2019.

The Adult Detention Center was opened in 1978, further expanding the Judicial Complex. In 1982, the current Fairfax County Courthouse and the Juvenile Detention Center were added to the complex. In 1991, the Juvenile Detention Center was relocated to a one-story structure on the west side of the Judicial Complex. The Adult Detention Center, Juvenile Detention Center, and Courthouse were subsequently expanded with the most recent addition occurring in 2010. To accommodate the growth of the Judicial Complex, two freestanding parking garages were constructed in 1994 and 2002.

The Massey Building's demolition was the impetus for the Judicial Complex Master Plan completed in 2021. The result of a 2.5-year process, the Master Plan provides a 20-year vision and involved extensive stakeholder engagement. It envisions the Judicial Complex as a vibrant, welcoming, and accessible civic space, rooted in architectural history and integrated into the fabric of Old Town Fairfax. The Master Plan also proposes increasing density and diversifying land uses to fulfill community needs and activate the Judicial Complex. Planning for this sector is based on the 2021 Master Plan.

## CONCEPT FOR FUTURE DEVELOPMENT

This area is not covered by the Concept for Future Development because it is entirely surrounded by the within the City of Fairfax.

## GUIDING PRINCIPLES

The following principles will guide the development of the Judicial Complex to become a vibrant, welcoming, and secure civic space for all users. Planning and design will be holistic, taking into account functional requirements, aesthetics, and each development phase's contribution to the overall sense of place. Development applications will be evaluated based on their ability to meet the following principles:

1. **Old Town Fairfax's street grid will be extended to the Judicial Complex, creating a new multi-modal street grid with walkable urban blocks.** The Judicial Complex will be transformed from an automobile-oriented space with loop roads and stand-alone parking garages to one that equitably considers all transportation modes. With the inclusion of street trees, lighting, sidewalks, and bike paths, it will be convenient, safe, and pleasant for pedestrians, transit users, and bicyclists to move about the site. Parking will be integrated underground into new buildings where feasible. On-street parking should be prioritized to minimize surface parking lots.
2. **The Judicial Complex will be activated around a welcoming open space network, and organized along a north-south, east-west axis.** It will include public lawns, plazas, and landscaped areas to provide space for events and gatherings for residents, employees, and visitors. A key component will be the Pedestrian Promenade connecting Old Town Fairfax to the Courthouse.
3. **The Historic Courthouse grounds will serve as the gateway between Old Town Fairfax and the Judicial Complex; it will also serve as focal point of the open space network.** Although the Judicial Complex's historic structures have not retained their original use, they define its architectural character.
4. **Security will be seamlessly integrated into the overall site design.** Public and secure areas will be delineated, using both hardscape (i.e. bollards, walls, decorative fencing) and softscape (sloped, vegetated channels) measures.

## RECOMMENDATIONS

### Land Use

The following is recommended for this area in the Policy Plan, as part of Public Facilities Objective 17:

- Establish the Massey Building/Judicial Center Complex as the county's Public Safety Center which will include the expanded Adult Detention Center, juvenile detention facilities, adult and juvenile courts systems, and police and fire and rescue main administrations.
- Design new space and expanded facilities at the Public Safety Center to be functional and efficient with respect to county environmental guidelines, particularly storm drainage, and pedestrian and vehicle access and circulation. This center should be aesthetically pleasing, complement existing architecture, and provide for future expansions for a 20-year horizon.

The County Government Center Community Planning Sector contains the Fairfax County

Judicial Complex, which is planned for approximately 2 million square feet of public facilities uses, and includes the Fairfax County Circuit Court, General District Court, the Juvenile Domestic Relations District Court, as well the adult and juvenile detention centers and other county, non-profits, and volunteer agencies that support the general operations and mission of the Judicial Complex. The complex is planned for additional public facility uses to include the expansion of the judicial and public safety systems, additional space for county agencies, non-profits, or other entities that are supportive of the general operations and mission of the Judicial Complex, a Diversion & Community Re-Entry Center, supporting retail spaces for uses such as a convenience market and/or food services, affordable/workforce housing, and childcare services.

An integrated network of open space should be provided within the Judicial Complex to include public lawns and plazas which provide space for events and gatherings for residents, employees, and visitors. These spaces should be connected by accessible paths that provide access between buildings within the Judicial Complex and should provide sustainable landscaping. The focal point of the open space network should be the Historic Courthouse grounds, which will provide a visible public green and a gateway between Old Town Fairfax and the Judicial Complex.

Affordable Multifamily residential development consisting of up to 300 units comprised entirely of workforce and/or affordable housing, with an option for supporting childcare center may also be appropriate for the Judicial Complex if the following conditions are met:

- Pedestrian and bicycle connections are provided connecting housing to open space within the Judicial Complex, the surrounding community, and Old Town Fairfax;
- Adequate outdoor recreational facilities are provided for the future residents;
- The building design and architecture, including form, massing, materials, and façade treatments are compatible with surrounding uses.

Buildings constructed on Tax Map Parcel 57-3 ((1)) 17 must meet the following conditions:

- A maximum building height of 80 feet. Building heights should taper to 40 feet or lower along the northern and western boundary of the parcel to reduce visual impacts, provide light, privacy, and an appropriate architectural transition to the adjacent residential neighborhoods to the north and west. Shadow studies, cross sections, and building design should be provided to demonstrate that the proposed building height does not adversely impact adjacent residential neighborhoods;
- The provision of a continuous landscaped buffer along the northern and western boundary of the parcel to mitigate potential impacts to residential neighborhoods which should include the preservation of healthy and mature trees, to the extent feasible, and supplemented with appropriate evergreen and understory vegetation to provide year-round visual screening to adjacent residential neighborhoods;
- The provision of enhanced bicycle and pedestrian facilities along Jones Street and Judicial Drive, with connections to the bicycle and pedestrian network serving the Judicial Complex.

## Transportation

~~There are no transportation recommendations for this sector.~~

The street network of the Judicial Complex should be organized into a grid layout that streamlines traffic movements, provides additional access points, and creates more regular parcels for future development. The following modifications to the existing street network are recommended to achieve these goals:

- The main entrance to the Judicial Complex from Chain Bridge Road should be realigned with the proposed extension of South Street in the City of Fairfax. South Street should be extended from the City of Fairfax into the Judicial Complex and connect with Page Avenue to become a central east/west spine road.
- A new east/west road should be constructed along the northern boundary of the Judicial Complex connecting West Street with a new access point to a parking garage.
- A new north/south road should be constructed between the Adult and Juvenile Detention Centers connecting Page Avenue with Judicial Drive.
- Massey Drive should be realigned as a north/south road to connect the new northern east/west road with the realigned central east/west spine road.
- West Street should be realigned within the Judicial Complex to provide a direct two-way connection between Main Street and the central east/west spine road. The current alignment of the intersection of West Street and Main Street should remain.
- The intersections of West Street and South Street and South Street and Chain Bridge Road should accommodate all modes of transportation.
- Strategies to minimize and disperse vehicular traffic to and from the site should be implemented. Such strategies could include wayfinding, turn restrictions, TDM programming, and shuttle service.

To support the street grid network, pedestrian and bicycle facilities should be provided along roadways and through central open spaces. The following modifications to the pedestrian and bicycle network are recommended to achieve these goals:

- Sidewalks should minimally be 8 feet wide where significant pedestrian activity is expected, and minimally 6 feet wide in other areas.
- Pedestrian oriented street lighting and street trees between the street and sidewalk should be provided.
- A separated and protected bicycle facility should be provided through the site between Chain Bridge Road and the north/south portion of Judicial Drive.
- Improvements to bicycle facilities planned by the City of Fairfax along Judicial Drive should be supported.

## Urban Design

The Judicial Complex's buildings, streets, and civic spaces should be designed to provide a vibrant high-quality urban environment that is comfortable to navigate. The following design measures should be used to achieve this goal:

### **Building Design**

Redevelopment should use high-quality building materials and design, contribute to a sense of place, and achieve design harmony across the site. The Complex's architectural styles range from the early American styles of the Historic Courthouse and Jail to the concrete Brutalism of the Adult and Juvenile Detention Centers. The original Courthouse, built in 1982, is of the same Brutalist style. The Courthouse's 2008 brick addition bridges architectural styles, setting a standard for future development. Future architecture should continue using harmonious materials, features, and form, while drawing inspiration from the Historic Courthouse.

New buildings should be located close to the street to provide an edge to the pedestrian realm. When appropriate, facades of public spaces (lobbies, common spaces, and retail) should be transparent, allowing visibility from the sidewalk into the building. Ground floor elements that provide shade and define building entries are also encouraged. Where possible and appropriate, retail is encouraged at the ground floor level to fulfill employee and visitor needs.

Loading docks, mechanical rooms, and utility vaults should be located along service streets and/or within the building envelope to minimize negative impacts on the pedestrian realm.

The visual impact of parking should be minimized and mitigated. Parking should be incorporated within future buildings wherever possible. Underground parking is preferable; above-ground parking (parking podiums) should be minimized. When they do occur, façades should blend with floors above. Planters, landscaping, and architectural detailing can also soften the effect of above-ground parking. Exposed parking levels should only be located along service streets.

### **Streetscape**

Streetscape is the area between the building façade and street. Streetscape should use a consistent palette of street furniture (light fixtures, benches, bike racks, trash and recycling receptacles) to achieve design unity across the Complex. The style should be complimentary to the Complex's overall character. Pedestrian crossings should be located on all sides of an intersection when possible and prioritize pedestrian needs. Crossings at major streets should be highly visible.

Streetscapes should be designed to prioritize pedestrian comfort and safety and include three zones:

- Landscape Amenity Panel - Separating the street and sidewalk, this area buffers pedestrians from vehicular traffic. It can include street trees, lighting, bus stops, bicycle racks, parking meters, traffic signs, pedestrian refuge strips, wayfinding signs, and other urban infrastructure. The preferred width is 8 feet; the recommended minimum width is 6 feet.
- Sidewalk - This area, dedicated to pedestrian movement, should be free from obstructions.

- Building Zone - This is the area between sidewalk and building; width and character will be determined by the adjacent land use. It defines the edge of the pedestrian realm and may include building colonnades (i.e. the Courthouse), overhangs, awnings, landscaping, planters, street furniture, and outdoor dining. Where no buildings occur, walls, landscaping, and other architectural features can also be used to define the edge of the pedestrian realm.

### Heritage Resources

The Fairfax County Courthouse and Jail are listed in the County Inventory of Historic Sites, the Virginia Landmarks Register, and the National Register of Historic Places. All rehabilitation to these structures should be consistent with the Secretary of the Interior's Standard for Rehabilitation. Given their significance to county history, these properties should be considered for a future Historic Overlay District study. The county's Historic Overlay District is a zoning tool used to regulate proposed new construction and changes to existing structures in areas containing heritage resources to ensure compatibility with the resources. Site design, facades, demolition, and building materials must be reviewed and approved by the county's Architectural Review Board.

Renovations or rehabilitation of these historic structures should be consistent with the Secretary of the Interior's Standards for Rehabilitation and should be presented to the Architectural Review Board for review. Owners of properties included in the Inventory may meet with the county's Architectural Review Board on a voluntary basis to review proposed changes to their properties. Project review and approval by the county's Architectural Review Board may be required in accordance with the guidance provided by the Policy Plan under Land Use Appendix 9 Residential Development Criteria 8 Heritage Resources.

The Legato School building is listed in the County Inventory of Historic Sites and should continue to be protected, preserved, and open for community use, and interpreted as a one-room school.

Prior to any zoning action, heritage resources staff from the Department of Planning and Development should be consulted as to what architectural surveys are necessary to document any on-site cultural resources. Should architectural or archaeological resources be discovered that are potentially eligible for inclusion in the National Register, further survey and testing should occur to evaluate these resources as to their eligibility. If such resources are found to be eligible, mitigation measures should be developed that may include avoidance, documentation, data recovery excavation and interpretation. All new construction in the "historic core" should be compatible in materials and design with the existing historic structures and presented to the Architecture Review Board for approval.

Because of the significance of Old Ox Road (Chain Bridge Road) in Fairfax and the presence of the courthouse, significant and irreplaceable historic archaeological resources can be expected around the courthouse and in relatively undisturbed areas along Chain Bridge Road. Any subsurface disturbance, including those associated with road improvements, parking lots, and underground utilities, should be preceded by an archaeological survey in accordance with county policies.

Any development or ground disturbance in this sector, both on private and public land, should be preceded by heritage resource studies, and alternatives should be explored for the avoidance, preservation or recovery of significant heritage resources that are found. In those areas where significant heritage resources have been recorded, an effort should be made to preserve them. If preservation is not feasible, then, in accordance with countywide objectives and policies as cited in the Heritage Resources section of the Policy Plan, the threatened resource

should be thoroughly recorded and in the case of archaeological resources, the artifacts recovered.

Public Facilities

1. ~~Expand the courts, and the adult and juvenile detention facilities. Specific recommendations are found under the Land Use section for the F6 County Government Center Community Planning Sector.~~

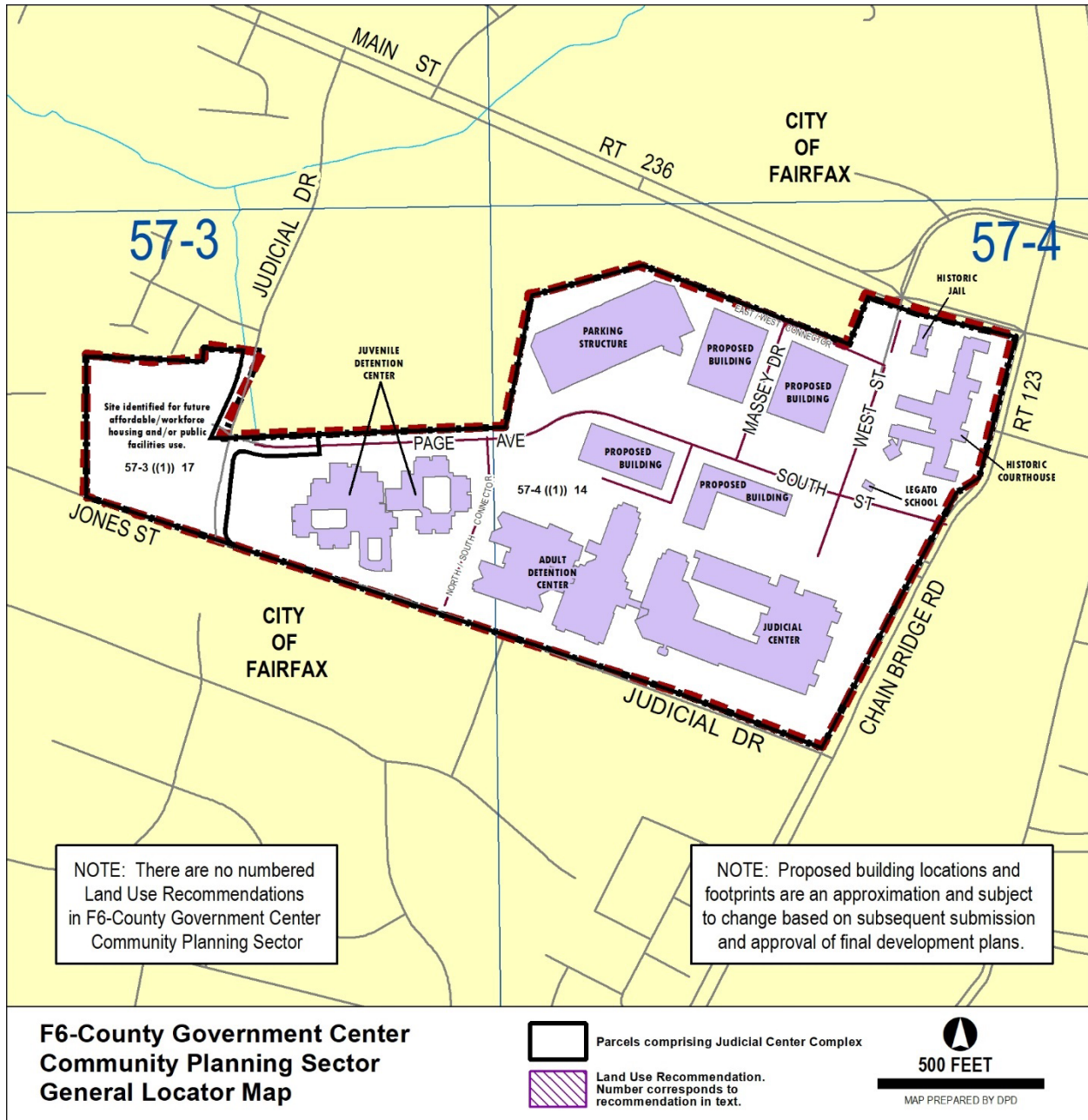
Parks and Recreation

Park and recreation recommendations for this sector are shown on Figure 27. The column "Park Classification" includes existing park facilities. The "Recommendations" column includes entries for both existing and proposed facilities. Prior to developing parkland, the Fairfax County Park Authority initiates a master planning process to determine the appropriate facilities and design for that park. This process involves extensive citizen review and participation. If an existing park is listed but no recommendation appears on that line, it means the park has been developed in accordance with its master plan.

**FIGURE 27  
PARKS AND RECREATION RECOMMENDATIONS  
SECTOR F6**

PARK CLASSIFICATION	RECOMMENDATIONS
<del>NEIGHBORHOOD LOCAL</del> PARKS:	Plan and develop <u>publicly accessible urban parkland for residents, employees, and visitors.</u> <del>park amenities to enhance the Government Center setting.</del>
COMMUNITY PARKS:	<del>Active recreation facilities for the county government employees should be addressed outside the sector due to the unavailability of land.</del>
DISTRICT PARKS:	This sector is served by the Oak Marr District Park.

**Modify Figure:** Fairfax County Comprehensive Plan, 2017 Edition, Area II, Fairfax Planning District, amended through 7-25-2023, F6-County Government Center Community Planning Sector, Figure 26, Page 61 to reflect the location of the existing facilities that will remain and approximate location of proposed buildings at the Judicial Complex.



**EXISTING FACILITIES GENERAL LOCATOR MAP** **FIGURE 26**



**COMPREHENSIVE LAND USE PLAN MAP:**

The Comprehensive Land Use Plan Map will not change.

**COUNTYWIDE TRANSPORTATION PLAN MAP:**

The Countywide Transportation Plan Map will not change.