

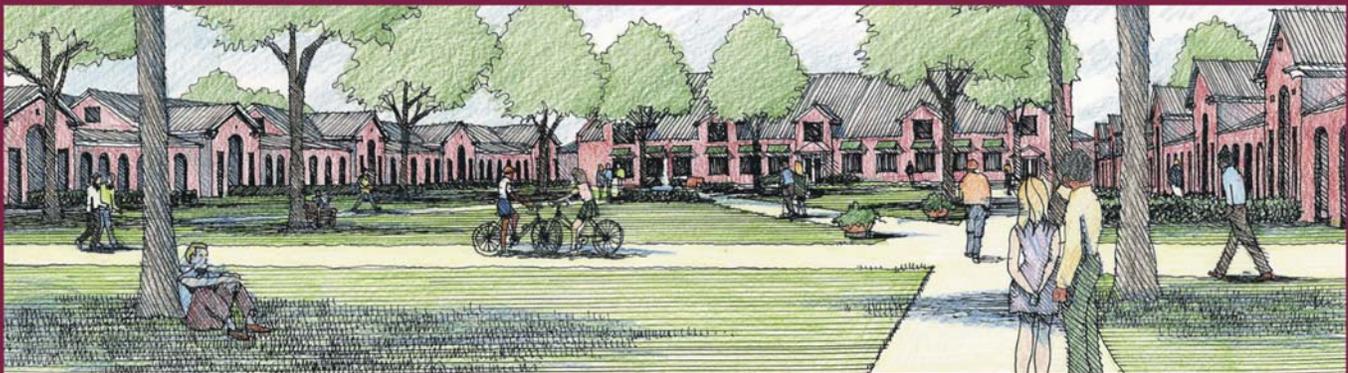
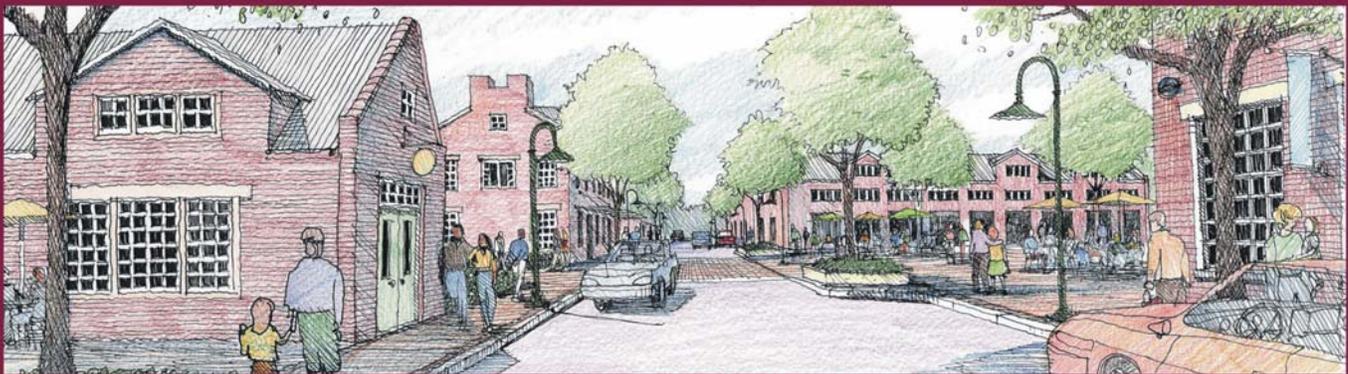
Laurel Hill



Adaptive Reuse Citizens Advisory Committee

RECOMMENDATIONS FOR THE ADAPTIVE REUSE AREAS WITHIN LAUREL HILL

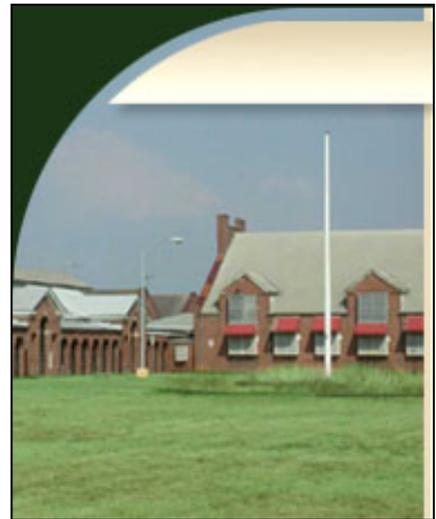
November 2004



Laurel Hill Adaptive Re-use Task Force

DATE: December 6, 2004

RE: Recommendations of the Laurel Hill Adaptive Reuse Task Force



Dear Chairman Connolly and Members of the Board of Supervisors,

When the Board of Supervisors considered the acquisition and future use of the former District of Columbia Department of Corrections facilities at Lorton, it was done with the stated goal that the site could become a “jewel in the crown” of Fairfax County. When the master planning process was implemented for what is now Laurel Hill, the Board called upon citizens to take a leading role in the transformation of the site into a world class asset. It is with tremendous appreciation for the Board’s vision and support that the Laurel Hill Adaptive Reuse Citizens Task Force submits its recommendations for the rehabilitation and transformation of the Reformatory and Penitentiary Area at Laurel Hill.

The Task Force recommendations are the culmination of a process that began a decade ago when the Board of Supervisors had the foresight to begin planning for the transformation of Laurel Hill, even before the property was transferred to Fairfax County. The citizens of the County already are reaping the benefits of that planning in the form of 1,200 acres of new park land and open space, a new high school to serve the growing South County community (scheduled to open Fall 2005), the Lorton Arts Foundation which will create an exciting venue for artistic and cultural exposition, senior citizen housing, and a public golf course to open Spring 2005.

The Laurel Hill Adaptive Reuse Citizens Task Force has been meeting for more than two years. During that time, the Task Force sponsored or co-sponsored (with the Park Authority) nine meetings for public comment and benefited from the input of professional planning consultants as well as the County’s Department of Planning and Zoning. In particular, we acknowledge the professional planning assistance of EDAW, the firm hired by Fairfax County to provide guidance to all organizations involved in the master planning process at Laurel Hill.

The recommendations for the Reformatory and Penitentiary Area represents the most challenging component of the planning process. The Workhouse and Reformatory/ Penitentiary complexes constitute approximately 140 acres of the nearly 3,000-acre Laurel Hill site containing the largest number of buildings, and are arguably the most visible and historically important examples of the site’s history of the last 100 years. How these two sites are used will help define Laurel Hill.

In its deliberations, the Task Force grappled with several considerations. The historic value of the site as an exemplar of the Progressive Era reforms in penology was a pervasive issue. A great number of potential uses were proposed by many disparate groups and individuals. Impact on and compatibility with nearby communities was a major concern. It was a given that a project of this scope would extend over many years and involve considerable expenses which the County was not in a position to meet now or down the road. Finally, Federal and state laws, the Memorandum of Agreement involving the transfer of Laurel Hill to County ownership and even existing Comprehensive Plan language, imposed numerous constraints on ultimate choices. It was clear that well-informed compromises would be required in order to achieve consensus and realize the Board of Supervisors' vision of a world class-asset.

We believe our recommendations will transform the Reformatory and Penitentiary Area into the hub of a new community that not only includes cultural, educational and recreational venues at Laurel Hill but compliments the surrounding communities as well. In the process of bringing new life and promise to these areas, our recommendations can accomplish the following:

- Preserve the essential historic core (both physical and symbolic) of the Workhouse and Reformatory/Penitentiary sites
- Minimize the present and future financial burden on the taxpayers
- Promote socially positive and acceptable reuses that compliment other development on site and in the surrounding community
- Provide flexibility and transparency in the actual development process going forward
- Permit adaptive reuse of Laurel Hill into something of far-reaching significance and consequence – both exciting and uplifting

Laurel Hill is a unique site that requires unique solutions. Our actions of transformation can be neither ordinary nor limited in vision or passion. The Task Force is confident that its recommendations will allow the Reformatory and Penitentiary areas to contribute to the positive transformation of Laurel Hill into a world class asset and a legacy of the Board's original vision.

The members of the Task Force value the two years of our work for the knowledge we have gained, the people of the County whom we have met, the growing excitement we have shared as our task moved forward, and the sure knowledge that we have all had a hand in shaping the enduring future of Laurel Hill.

We thank the Board of Supervisors for this opportunity to serve and for their support of our efforts on behalf of our fellow citizens.

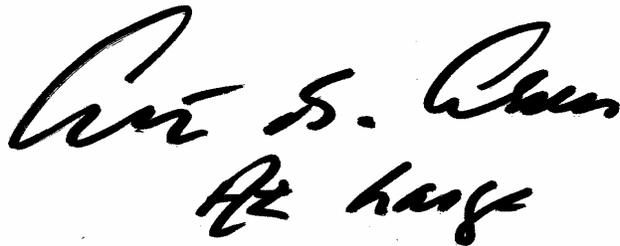
Laurel Hill Task Force,

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Tim Sargeant, Chairman, Mount Vernon District Representative

Handwritten signature of Robert W. Cosgriff in black ink.

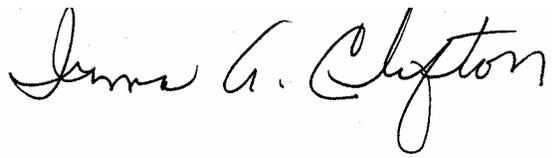
Robert W. Cosgriff, Vice-Chairman, Braddock District Representative

Handwritten signature of Albert B. Akers in black ink, with the words "At Large" written below the main signature.

Albert B. Akers, At-Large Representative

Handwritten signature of Ellice Amanna in black ink.

Ellice Amanna, Providence District Representative

Handwritten signature of Irma A. Clifton in black ink.

Irma A. Clifton, At-Large Representative

Handwritten signature of Sheila B. Coates in black ink.

Sheila Bryant Coates, Sully District Representative

Handwritten signature of Beverly A. Cosham in black ink.

Beverly Cosham, Hunter Mill District Representative

Handwritten signature of Neal F. McBride in black ink.

Neal F. McBride, Mount Vernon District Representative

Handwritten signature of Jennifer Heinz in black ink.

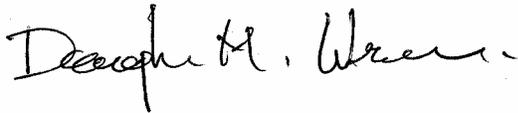
Jennifer Heinz, Fairfax County Park Authority Board Member

Handwritten signature of Paul E. Gagnon in cursive script.

Paul E. Gagnon, Lee District Representative

Handwritten signature of Elizabeth Bradsher in cursive script.

Elizabeth Bradsher, Springfield District Representative

Handwritten signature of Douglas Wrenn in cursive script.

Douglas Wrenn, Mason District Representative

Laurel Hill Adaptive Reuse Citizens Task Force Executive Summary

December 2004

A Planning Vision for the Reformatory and Penitentiary site at Laurel Hill

For the better part of a century, the use of one of the most beautiful parcels of land in Fairfax County, more than 2,700 acres, was restricted, and to an extent, hidden from public view. The land belonged to the federal government and contained facilities that housed prisoners for the District of Columbia. In 2002, the facilities and the land were transferred to the County. What was once known as a place of despair for many became a site of great promise with the County's vision for a new and unique beginning. This beginning was given the new name of Laurel Hill.

In the process of bringing new life and promise to these areas, our recommendations will accomplish the following:

- Preserve the essential historical core (both physical and symbolic) of the Workhouse and Reformatory/Penitentiary sites;
- Minimize the present and future financial burden on the taxpayers;
- Promote socially positive and acceptable reuses that compliment other development on site and in the surrounding community;
- Provide flexibility and transparency in the actual development process and
- Permit adaptive reuse of Laurel Hill into something of far-reaching significance and consequence – both exciting and uplifting.

During the past two years, the Laurel Hill Adaptive Reuse Citizens Task Force has reviewed many possible uses for the Reformatory and Penitentiary sites. The task proved to be complex as well as challenging. Nevertheless, the Task Force believes the recommendations outlined in this Executive Summary and more fully described in the accompanying Task Force report will transform the Reformatory and Penitentiary areas into the hub of a new community that not only includes artistic, educational and recreational venues at Laurel Hill, but compliments the surrounding communities as well.

The Task Force is confident that its vision presented in the recommendations below will allow the Reformatory and Penitentiary areas to contribute to the positive transformation of Laurel Hill into a world – class asset, becoming the jewel in Fairfax County's crown.

Concept Description

The recommended concept for the reuse and redevelopment of the Reformatory and Penitentiary areas includes the coordinated development of these areas for a mix of educational, professional office, residential, including magnet housing and village center. The amount of development associated with residential units, retail and education space is illustrative of the recommended scenarios and is subject to amendment during the Comprehensive Plan or development process.

Reformatory could include the rehabilitation of the existing quadrangle for a range of magnet and market rate housing ranging from 50 to 125 loft type residential units. This housing should be contained within the existing structures with exterior modifications as necessary to meet the requirements of this use. The magnet housing units should be developed as an ancillary use to other uses within the Reformatory and Penitentiary areas and surrounding education, cultural and other public uses. The units are envisioned to provide housing to professionals such as educators and public safety specialists.

Village Center could include a range of 40,000 square feet to 60,000 square feet of retail, small professional office uses along the “Main Street”. In addition, the Village Center could incorporate loft type residential units within existing structures or as part of infill construction that is complementary to the existing architecture. The residential use could range from 10 to 30 units.

Penitentiary could include the rehabilitation of the existing quad for a range of education-related uses, supporting office and research facilities, and other uses. The education use could range in size from 50,000 to 125,000 square feet.

Market Rate and Magnet Residential Units

The mix of loft-style market rate and magnet residential units is an opportunity to implement a viable reuse plan at the historically significant Reformatory site while providing ancillary support to adjacent uses at Laurel Hill and the surrounding area. The development of market rate units is an incentive for private investment in conjunction with the retail scenario of the village center. In addition, a combination of market rate and magnet housing is a project that could be privately funded.

Loft style magnet housing units should be used in support of an education or other scenario at the Penitentiary or in support of public employees such as school teachers, fire fighters and police trainees. The concept of assisting individuals in professional training for careers is based on extended residence of up to two years with training or educational opportunities available on site or nearby.

Alternative Scenarios Considered

The Task Force explored many options to preserve the maximum number of contributing structures. Based on the outcome of these efforts, the Task Force learned that development and infrastructure costs may make some of the uses specified in the Comprehensive Plan out of reach for some development partners and create an undue burden on tax payers. In addition, market analysis indicated that the best opportunities to attract private development are residential, retail and professional office uses.

Conceptual and Phased Approach to Development

The Reformatory and Penitentiary Area should be developed based on a coordinated development scenario as opposed to individual proposals seeking to use one or more structures. This will ensure compatibility among users and allow the development team to address issues affecting the entire 79-acre site through a coordinated plan.

A phased approach to adaptive reuse is recommended to allow the Reformatory and Penitentiary to be developed separately. This will reduce the scale and costs to potential development partners and the County, and increase the likelihood of rehabilitating contributing structures.

It is recommended that the Reformatory and Village Center area be developed as the first phase of a two-phase development process. Development of this area as the first phase would serve as an incentive for reuse of the Penitentiary, and serve as a hub of services that compliment the Laurel Hill Park areas, the Spring Hill senior center and the new and existing communities adjacent to Laurel Hill.

Historic Preservation

In order to promote historic vision and synergy with other areas at Laurel Hill, the Task Force recommends adherence to the predominant historic themes when considering adaptive reuse strategies at all three adaptive reuse areas of Laurel Hill (Reformatory/Penitentiary, Workhouse and the senior community). The two predominant historic themes identified among the structures are the Progressive Era of prison reform and the Colonial Revival architecture of Snowden Ashford.

The Task Force also recommends the use of the document entitled *Relevance to Vision* when considering adaptive reuse strategies. The document identifies a hierarchy of structures by considering them in accordance with their adherence to the ideals of Progressive Era prison reform. (*Please see Appendix 9, Relevance to Vision. The document also is referenced in Section 5.4 of the Task Force recommendations.*)

Emphasis should be placed on rehabilitation of historically relevant structures for new uses. However, new construction may be necessary to address the needs of future users. New construction should be undertaken in a manner that is compatible and complementary to the existing character of the historic district.

Project Costs and Financial Considerations

The cost of rehabilitation of historic buildings is typically higher than new construction. In addition, the other areas at Laurel Hill, including the Park Authority land and the Lorton Arts Foundation project at the Workhouse site anticipate a degree of financial support by Fairfax County. Given the overall commitment to Laurel Hill, the development of the Reformatory and Penitentiary areas should seek to minimize the taxpayer's financial participation and leverage that participation to create a viable, self-sustaining reuse scenario. Private or other investment should substantially support the development of the Reformatory and the Penitentiary.

Reformatory

The Reformatory's residential and village center concept anticipates a total project cost of \$45 million, including infrastructure. Funding sources should include: Private investment; federal and state historic tax credits; tax exempt bonds, grants and other partnership opportunities through the Fairfax County Rehabilitation and Housing Authority; and public – private partnerships. Possible approaches to reducing project costs at the Reformatory include increasing the residential and/or retail component or reducing the number of structures that are reused.

Penitentiary

The Penitentiary's education, supporting office, research concept anticipates a total project cost of approximately \$30 million, including infrastructure. Funding sources should include: Federal and state education funding; federal and state historic tax credits; and investment by accredited education partners. Possible approaches to reducing project costs at the Penitentiary include converting one or more buildings to residential use or reducing the number of structures that are reused.

Considering the complexity and potential costs related to developing the penitentiary area, it is important that Fairfax County not be the only government partner in the process.

Selection of Development Team

The Task Force strongly recommends selecting development partners through a competitive process such as a Request for Proposal. The criteria for selecting a development team should include: experience with complex development projects and approval processes; track record of implementing financially sustainable projects; team partners with extensive historic rehabilitation experience; public-private partnership experience; and ability to limit county funding of the project.

If an education use is included within the proposal, the institution should be an accredited institution of learning, financially solvent and with a proven track record.

Lorton Arts Foundation – Financial Considerations

The Lorton Arts Foundation is proposing a mix of arts, event spaces, residential and supporting food services. Specific market niches that L.A.F. is attempting to attract include hotel-banquet, museums, catering, visual arts and performing arts. These uses should be complemented by the development of the Reformatory and Penitentiary, but not replicated. The recommendations for the Reformatory/Penitentiary area avoid these specific uses because they would compete with L.A.F.

Project Organization and Schedule

The County's investment in stabilization of contributing structures will provide a 5-year window of protection against further deterioration. The Task Force recommends accomplishing the following tasks during the five years in an effort to minimize the need for additional investment in stabilization:

Ongoing Years 1 – 5:

Stabilization: Immediate implementation of building stabilization activities identified in the 2004 Facility Condition Assessment.

Asbestos Abatement: Prioritize asbestos abatement efforts to address the buildings and areas that are most likely to be reused in the near term.

Step 1

Laurel Hill Project Advisory Committee: The Task Force recommends that the Board of Supervisors appoint a three-member citizens committee to monitor the development of the Reformatory and Penitentiary areas and ensure that the development process is objective and transparent.

Comprehensive Plan: Following review of the Task Force recommendations, the Task Force recommends that the Board of Supervisors authorizes an Out-of-Turn Plan Amendment to consider Comprehensive Plan changes that are necessary to support implementation of the master plan for the mixed use concept.

Memorandum of Agreement: The Board of Supervisors is requested to direct County staff to review any potential amendments to the Memorandum of Agreement that may be necessary to implement Task Force recommendations.

Standards and Guidelines for the Lorton Prison Historic District: The Task Force recommends completion of the draft standards and guidelines under development by the County's Architectural Review Board to facilitate a consistent review process of development proposals.

Step 2

Team Leader / Project Manager: As soon as the Board of Supervisors has approved the Task Force recommendations (Winter 2005), the Task Force recommends that county move forward with a professional search for a Team Leader / Project Manager. The goal is to select this person by early 2005. The Team Leader / Project Manager should have experience managing complex development processes.

Step 3

REOI /RFP /RFQ process: Once the Board of Supervisors has approved the Task Force recommendations, the Task Force recommends that the county move forward with a Request for Expression of Interest (REOI) for developing the Reformatory and Penitentiary areas. Target date for the submittals from the REOI is March 2005.

Based on the input from the REOI, the County should then proceed with a Request for Qualifications (RFQ) or a Request For Proposal (RFP) with submittals by Fall 2005. Evaluation and selection of a preferred development team is targeted to occur by the end of 2005.

Please see Section 5.6 under **Project Steps and Schedule** for information that should be included by respondents to the REOI and the RFQ/RFP.

Step 4

Development Agreement: Once the development team has been identified, the County proceeds with the negotiation of a development agreement. The Task Force recommends the timeframe for establishing the development agreement should be six months from selection of the development team.

Contingency Planning

If the County is not able to identify a qualified development team during the RFP/RFQ process (Step 3) for the reformatory or penitentiary phases of the project or both, it is recommend that the county consider amending the development scenario for either or both phases. Such amendments can include reducing the scope of an adaptive reuse strategy to incorporate fewer existing structures.

Special Considerations

Memorandum of Agreement

The Memorandum of Agreement was negotiated as part of the transfer of Laurel Hill from federal to county ownership. The MOA does not include representation of the county's master planning process for the adaptive reuse areas.

The Task Force recommends that Paragraph 10 of the Memorandum of Agreement should be amended to include the Laurel Hill Project Advisory Committee as a participant in the development of adaptive reuse strategies in the area designated as eligible for inclusion in the National Register of Historic Places. The Project Advisory Committee will represent the Board of Supervisors' approved master plan recommendations for the Reformatory and Penitentiary areas.

Architectural Review Board

The Task Force recommends timely completion of the draft standards and guidelines currently under development by the County's Architectural Review Board to facilitate a consistent review process of development proposals. The Task Force urges the Board of Supervisors to send a letter to the Architectural Review Board formally requesting that the Architectural Review Board move forward with the adoption of these standards and guidelines.

ACKNOWLEDGMENTS

BOARD OF SUPERVISORS

Gerald E. Connolly, Chairman
Sharon Bulova, Braddock District
Joan DuBois, Dranesville
Cathy M. Hudgins, Hunter Mill
Dana Kauffman, Lee District
Penelope A. Gross, Mason District
Gerald W. Hyland, Mount Vernon District
Linda Q. Smyth, Providence District
Elaine McConnell, Springfield District
Michael R. Frey, Sully District

CONSULTANTS

EDAW, Inc. – Lead Consultant

Support:

Economic Research Associates
Vanasse Hangen Brustlin, Inc.
John Milner and Associates
Hickok Warner Cole Architects

LAUREL HILL ADAPTIVE REUSE CITIZENS TASK FORCE MEMBERS

Tim Sargeant, Chairman, Mount Vernon
Robert W. Cosgriff, Vice Chairman, Braddock

Albert B. Akers, At-Large Representative
Ellice Amanna, Providence District
Irma A. Clifton, At-Large-Representative
Sheila Bryant Coates, Sully District
Beverly Cosham, Hunter Mill District
Neal F. McBride, Mount Vernon District
Jennifer Heinz, FC Park Authority
Paul E. Gagnon, Lee District
Elizabeth Bradsher, Springfield District
Douglas Wrenn, Mason District

Former Members:

Phillip A. Niedzielski-Eichner, FC Park Authority
Dave Patten, Dranesville District
Brian Scott Tishuk, Lee District
Penny Wilkinson, Springfield District

PRINCIPAL STAFF

Anthony H. Griffin, County Executive

Department of Planning and Zoning

James P. Zook, Director
Marianne Gardner, Chief,
Policy and Plan Development Branch
Charlene Fuhrman-Schulz, Planner III,
Project Manager
Lindsay Mason, Planner II

PARK AUTHORITY

John Pitts, Special Projects Branch
Kelly Davis, Special Projects Branch

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1.0 Introduction

In July of 2002, the County of Fairfax, Virginia acquired 2,324 acres of the former District of Columbia Correctional Facility at Lorton from the federal government pursuant to the conditions set out in a Memorandum of Agreement. This transfer was in consonance with the National Capitalization Revitalization and Self-Government Improvement Act of 1997. The transfer of the 2,324 acres was preceded by an amendment to the Fairfax County Comprehensive Plan to address the requirements of other federal legislation, the Lorton Technical Corrections Act of 1998. This Comprehensive Plan amendment, adopted in July 1999, provides a Reuse Plan for the entire property that “maximizes open space, park land and recreation use of the land.” Specifically the Concept for Future Development contained in the Comprehensive Plan for Laurel Hill (Lower Potomac Planning District, Laurel Hill Community Planning Sector, page 22) states:

“...This area is planned for primarily public ownership, with two notable exceptions: north of Silverbrook Road includes land planned for residential development and the northwestern portion of the former Central Facility includes land planned for a Graduated Care Facility for the elderly which includes support retail and service uses, and governmental/institutional uses. ... The remaining area is planned primarily for park uses with some land reserved for other public facilities, such as a fire station, public schools, as well as institutional uses such as cultural and higher educational facilities. In addition, some of the former correction facilities are to be considered for adaptive reuse. If some of these former prison facilities are determined to not be feasible for adaptive reuse, after a public hearing by the Board of Supervisors, then these areas should be used for public park and open space. ...”

To investigate how the Comprehensive Plan guidance for the adaptive reuse areas might be implemented, the County’s Board of Supervisors appointed a Citizen Task Force in 2002. The goal of the citizen task force is to develop recommendations with input from community stakeholders as well as professional planning consultants. The Task Force has completed its study and presents its recommendations to the Board of Supervisors.

1.1 Purpose of the Document

The former correctional facility contains two areas designated for adaptive reuse. The first, known as Reformatory and Penitentiary, is located along Silverbrook Road in the northern section of Laurel Hill and contains the former penitentiary and reformatory. The second adaptive reuse area is the former Occoquan Workhouse Facility located along Route 123/Ox Road. The Occoquan Workhouse is planned for adaptive reuses that may include governmental, cultural, arts, and public institutional uses. The site is currently being redeveloped as a cultural arts center by the Lorton Arts Foundation, a non-profit organization. Since the Comprehensive Plan recommendation is being implemented, this document does not provide further recommendations for this site.

The purpose of this plan is to recommend actions for the Reformatory and Penitentiary Area, the remaining adaptive reuse area. This report includes recommendations for land uses, marketing plans, establishing appropriate partnerships and implementation.

The major goals for the Laurel Hill Adaptive Reuse Study are:

- Preparation of a plan and development strategy that promote historic vision and preserve as many historic prison properties as practicable;
- Preparation of a plan that recognizes and addresses regulatory restrictions;
- Preparation of a plan that would be compatible with, and enhance, the surrounding communities and parkland and other amenities; and
- Preparation of a plan that will be self-financing to the maximum degree possible in order to minimize further tax payer and long-term county investment.

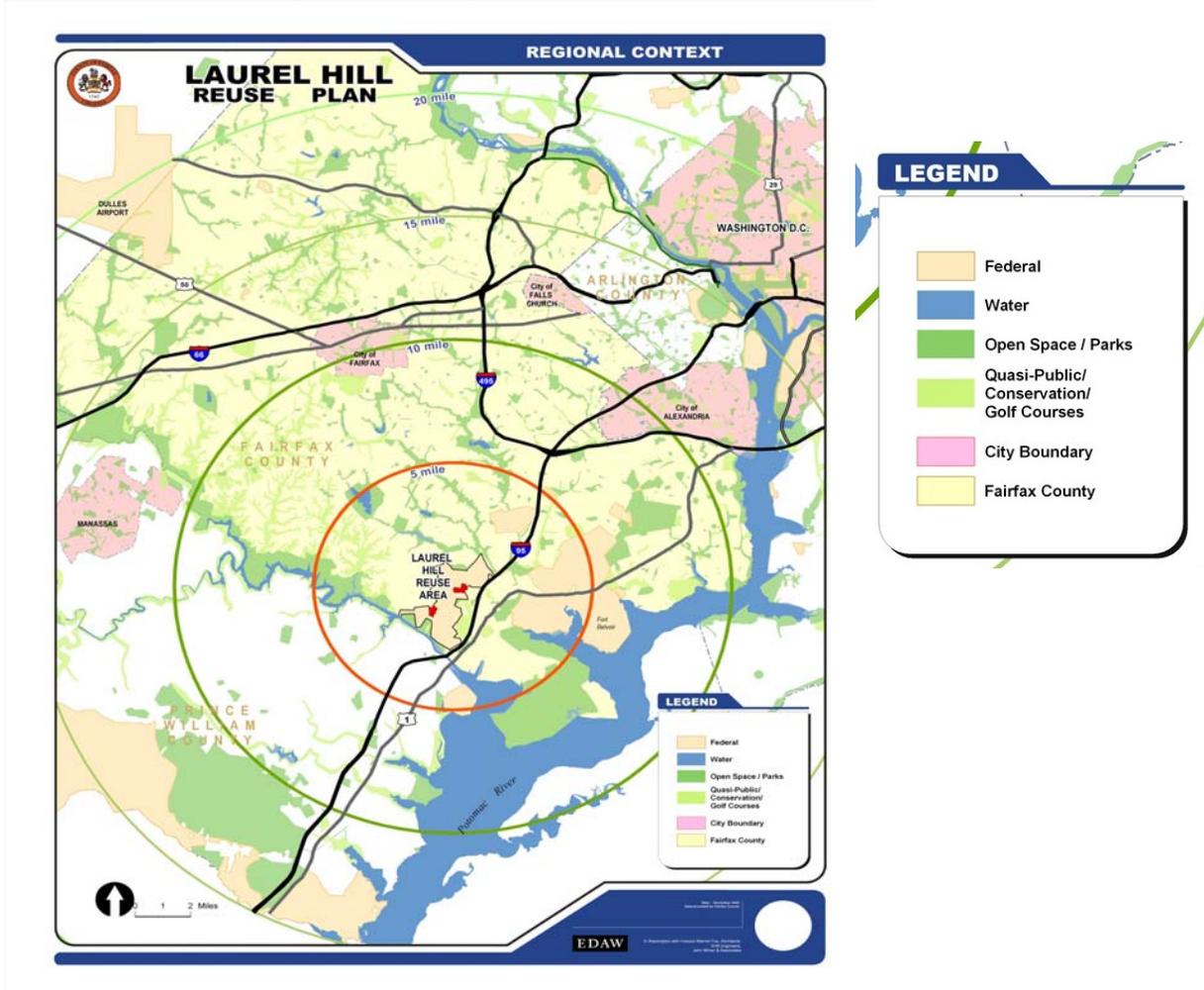


Figure 1: Regional Context Map

To meet these goals, a series of analyses were undertaken to determine reuse concepts for the historic prison facility. Each of the proposed concepts for the redevelopment and reuse of the Reformatory and Penitentiary Area reflects different assumptions regarding the functional viability and adaptability of buildings to new uses, economic considerations, and the identification of key physical elements whose preservation is critical to protect the historic fabric of the reuse areas.

1.2 Guidance of the Board of Supervisors

On February 13, 1995, the Board of Supervisors established the Lower Potomac Land Use Citizens Advisory Committee (CAC) and authorized the CAC and County staff to study the District of Columbia Department of Corrections Property and make recommendations for future development potential should Congressional action authorize closure of this facility. As the result of this study, the Board of Supervisors adopted Plan Amendment No. 95-28 on February 23, 1998, which had two redevelopment options for when the correctional complex closed. The first option assumed redevelopment under public ownership with primarily park uses with some land reserved for other governmental, public and institutional uses. The second option assumed redevelopment primarily under private ownership, which could result in 250,000-500,000 square feet of office and retail uses, 30-60 acres of light and high tech industrial uses, and 2,900-3,400 dwelling units.

Shortly after Plan Amendment 95-28 was adopted, the United States Congress enacted the “Lorton Technical Corrections Act of 1998” which established that the D.C. Department of Corrections Facilities at Lorton would close by the end of 2001. The legislation also indicated that Fairfax County should prepare a reuse plan that maximizes open space, parkland, and recreational uses, while reserving land for private development to facilitate the land trade as permitted under the Technical Corrections Act. As a result of the Congressional action, on January 11, 1999, the County Board of Supervisors authorized the reconstitution of the CAC to work with staff to review the Comprehensive Plan provisions for the Laurel Hill Planning Sector and take into account the Lorton Technical Corrections Act, as well as the additional public facility needs which had been identified since the adoption of Plan Amendment No. 95-28. On July 26, 1999, the Board of Supervisors adopted Plan Amendment 95-48, which is the “Reuse Plan” for the D.C. Department of Corrections property at Lorton.

Subsequent to the transfer of the former D.C. Department of Corrections property, the Board of Supervisors established a third citizen’s Task Force, known as the Laurel Hill Adaptive Reuse Citizens Task Force (Task Force). In order to maintain a high degree of citizen involvement county-wide, the Task Force was comprised of representatives appointed from each magisterial district within the County. On March 10, 2003, the Board of Supervisors further assigned the Task Force responsibility of guiding the master planning of the reuse areas at Laurel Hill. The responsibilities of the Task Force included proposing and evaluating land use scenarios, organizing and facilitating community meetings, reviewing proposals from public and private organizations and community groups, and working in collaboration with the Fairfax County Park Authority during the planning of Laurel Hill Park.

The Mission Statement adopted by the Task Force states:

“The goal of the Laurel Hill Adaptive Reuse Citizens Task Force is to contribute to the transformation of Laurel Hill into a world class asset. In this capacity, Laurel Hill will serve as an enduring cultural, educational and recreation landmark that enriches the lives of all Fairfax County residents as well as those beyond the county’s borders.”

The Task Force established a set of selection principles with which to guide the review of proposals for the adaptive reuse areas. In order to be considered for selection, a proposal should address the following:

- Contributes to Laurel Hill as a World Class Asset
World class connotes that the reuse could be readily benchmarked against a facility that is recognized as being an exemplar in its field and known at least nationally if not internationally.
- Is Financially Self-Sufficient
The proposal should have minimal or no dependence on county or state monies for long-term operation.
- Adheres to the Fairfax County Comprehensive Plan
The proposal is consistent with the Fairfax County Comprehensive Plan, is in harmony with the provisions of the Memorandum of Agreement and adheres to the guidelines adopted by the Fairfax County Board of Supervisors.
- Addresses Historic and Environmental Guidelines
The proposal appropriately utilizes historic buildings that are suitable for adaptive reuse, minimizes negative impacts on Environmental Quality Corridors and associated streams, enhances the natural characteristics of the site, and contributes to a sense of place.
- Is Compatible with Uses in and around the Laurel Hill Site
The proposal integrates the adaptive reuse areas with the adjacent recreation and open space areas, and complements other activities at the Laurel Hill site and nearby attractions.
- Addresses On-Site and Off-Site Transportation Impacts
The proposal should identify and discuss any potential traffic and parking impacts on the Laurel Hill site and surrounding area, while also considering the use of trails and sidewalks.

1.3 Planning Process

The Task Force engaged in a planning process that included site review, analysis, community outreach, and professional planning input. The Task Force met regularly over a two-year period to assess major planning issues and discuss them with community stakeholders.

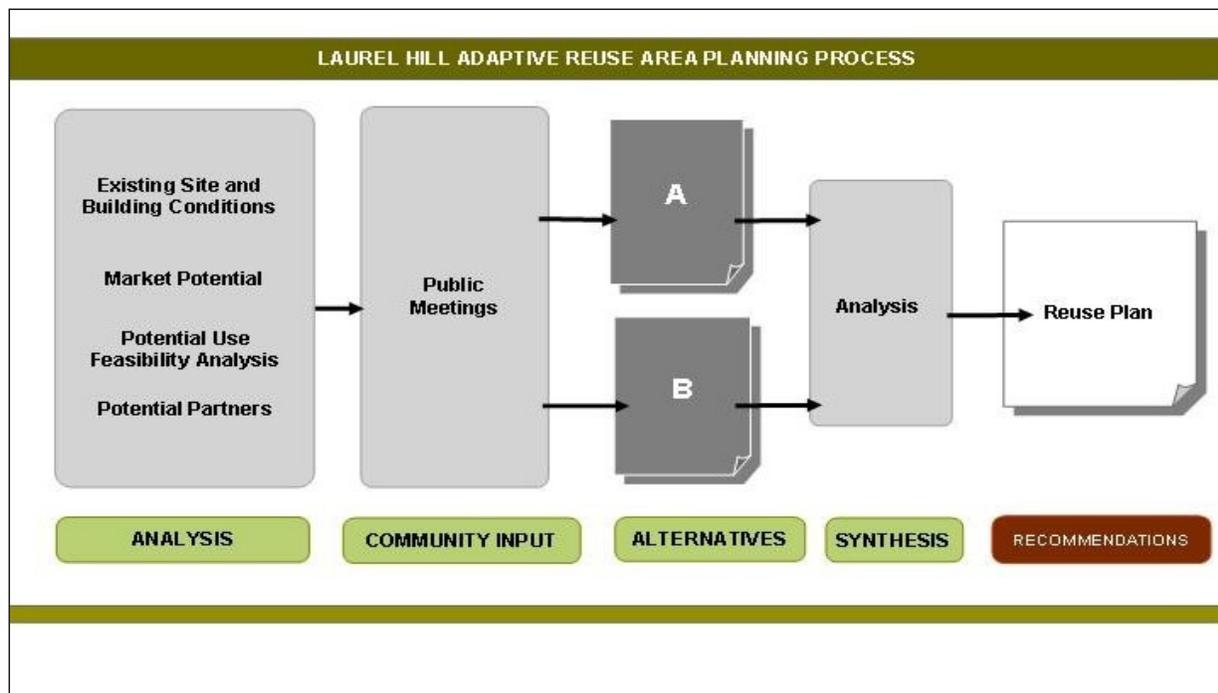


Figure 2: Planning Process

There were several key activities and products that aided the Task Force in the evaluation process and helped to define major parameters and opportunities. These activities included:

Public Meetings

A series of public meetings were held subsequent to the closure of the prison. Initial public input meetings provided a forum for community stakeholders to voice concerns as well as identify opportunities and constraints for the redevelopment of the adaptive reuse areas. These meetings also explored opportunities for interim uses on the site. The Task Force organized additional public meetings to ensure that local stakeholders, community groups, residents and special interest groups were consulted as the Task Force considered possibilities for the future of the Reformatory and Penitentiary Area. In addition, all Task Force meetings were open to the public. The following list provides more detail on the public meetings:

- **March 15, 2003** – Location: Silverbrook Elementary School
Topic: Master planning orientation, public input
- **May 3, 2003** – Location: Silverbrook Elementary School
Topic: Joint public input meeting of the Park Authority and Adaptive Reuse Task Force
- **May 27, 2003** – Location: Braddock District Supervisor’s Office
Topic: Public input on adaptive reuse ideas for Laurel Hill
- **May 29, 2003** – Location: Fairfax County Government Center
Topic: Public input on adaptive reuse ideas for Laurel Hill

- **June 11, 2003** – Location: Fairfax County Government Center
Topic: Proposal presentation workshop on adaptive reuse ideas for Laurel Hill
- **June 24, 2003** – Location: Fairfax County Government Center
Topic: Proposal presentation workshop on adaptive reuse ideas for Laurel Hill
- **February 21, 2004** - Location: Lorton Station Elementary School
Topic: Public review of preliminary concepts developed by the Adaptive Reuse Citizens Task Force
- **February 28, 2004** - Location: Silverbrook Elementary School
Topic: Public review of preliminary concepts developed by the Adaptive Reuse Citizens Task Force
- **March 4, 2004** – Location: Fairfax County Government Center
Topic: Public review of preliminary concepts developed by the Adaptive Reuse Citizens Task Force

Website

A website is available to obtain information on the adaptive reuse and parks planning processes for the Lorton/Laurel Hill property. All aspects of the adaptive reuse process can be tracked using the site, including current membership and contact information for the Laurel Hill Adaptive Reuse Task Force, meeting summaries, as well as copies of presentations on various topics. In addition, a link is provided for persons wishing to send comments and or ask questions. Since January 2003, there have been more than 13,700 visits to the site. See <http://www.fairfaxcounty.gov/dpz/laurelhill>.

Draft Contributing Structures Analysis Report, March, 2003

The Draft Contributing Structures Analysis Report provides a building-by-building inventory evaluation of the structures within the adaptive reuse areas that contribute to the proposed Laurel Hill Historic Overlay District. The analysis summarizes the structural integrity of each building, the general level of repair required for occupancy, and overall adaptability of each structure for new uses. The document is available for review at the Department of Planning and Zoning.

Memorandum of Agreement, April, 2002

The Memorandum of Agreement (MOA) sets the guidance for transfer of the Laurel Hill property out of Federal ownership. The document states that the property contains 552 acres and 136 contributing resources. The MOA establishes that the property is to be as an Eligible Historic District, with county Architectural Review Board, state and federal review and approval. (See Appendix 1)

Market Potential Study, September, 2003

A Market Potential Study was prepared to test the current market for a wide range of uses. A consultant was asked to review the potential market demand for several potential uses. This “blank slate” approach was intended to identify which uses are most likely to receive market support, and their likely economic capacity to generate land value under existing market conditions. (See Appendix 2)

Draft Laurel Hill Historic Overlay District Guidelines and Standards, October 2003

The Draft Guidelines and Standards report for the proposed Historic District provides design recommendations to guide the protection of the Laurel Hill historic landscape and structures. The recommendations include guidelines for building renovation, signage, landscape, lighting, and other design elements that impact the overall character of the site. The document was prepared for use by the Fairfax County Architectural Review Board and reviewed by the Adaptive Reuse Citizens Task Force. The document is available for review at the Department of Planning and Zoning.

Urban Land Institute Technical Assistance Panel, November 6, 2003

A technical assistance panel (TAP), comprised of members of the Urban Land Institute (ULI) was convened in October 2003 to provide a hands-on exercise for real estate, design and historic preservation professionals to evaluate potential land use opportunities at the Reformatory and Penitentiary Area. ULI is a prestigious national member-organization with expertise in development, finance and design. The TAP produced a concept for redevelopment of the Reformatory and Penitentiary Area that optimized the land value through a complementary mix of uses, based on a market approach. The TAP exercise provided objective information from a private investment perspective that was presented to the Task Force for further consideration. (See Appendix 3)

Draft Potential Reuse Analysis, December, 2003

An analysis was prepared to evaluate the market viability of alternative reuse concepts that emerged in the preceding Market Potential Study and the ULI workshop. This exercise sought to gain a refined understanding of the cost implications of different types of uses. The analysis focused on site requirements for particular uses, the cost per square foot for structural adaptation, as well as the cost for infrastructure. This analysis provided a preliminary examination of the financial implications of redevelopment of the Reformatory and Penitentiary Area. The document is available for review at the Department of Planning and Zoning.

Facility Condition Assessment

Fairfax County Facilities Management Department commissioned a study that evaluates the actual physical condition of the buildings at Laurel Hill. The study also estimates the cost associated with weatherproofing the buildings for a 5 year period to be over \$5 million. The recommended repairs are prioritized based on the observed deterioration, the worst recommended for repair first. The Executive Summary for the Facility Condition Assessment is included in Appendix 4. The entire document is available for review at the Department of Planning and Zoning.

Following a public hearing on September 13, 2004, the Fairfax County Board of Supervisors approved \$4.32 million to begin this project.

Asbestos Inspection

Fairfax County Facilities Management Department commissioned a study that identifies the level and type of asbestos in the buildings at Laurel Hill. The study estimates the cost to perform

asbestos remediation to be \$3,090,787. The document is available for review at the Department of Planning and Zoning.

Education/Cultural Summits, April 2004 and June 2004

Two Education/Cultural Summits were held in which representatives from various educational and cultural institutions were invited to tour the Reuse Area and discuss opportunities for the site. The summits resulted in representatives of various higher education institutions as well as the Smithsonian Institution visiting the site and offering their insight about the opportunities and constraints for the adaptive reuse of the Reformatory and Penitentiary Facility. (See Appendix 5)

Maze Panel Discussion, July 2004

Representatives of County staff, the Laurel Hill Task Force and interested citizens met with members of the Maze Consultation Panel, a group visiting from Northern Ireland. The Maze Consultation Panel is a body appointed by the Office of the First Minister of Northern Ireland “to undertake a meaningful, focused and transparent consultation process with the aim of bringing forward innovative and sustainable development proposals for the former Maze Prison, so that this site which symbolizes the period of conflict can become the engine of economic and social regeneration.” The purpose of the meeting was to share experiences, ideas, and lessons learned between the Northern Ireland group and the Laurel Hill Adaptive Reuse Task Force and county staff. (See Appendix 6).

2.0 Background Information

2.1 Location of the Adaptive Reuse Areas

The first adaptive reuse area, known as the Reformatory and Penitentiary Area, is located along Silverbrook Road in the northern section of Laurel Hill. It is approximately 79 acres and contains the former penitentiary and reformatory and is the primary focus of this document.

The second adaptive reuse area is the former Occoquan Workhouse Facility located along Route 123/ Ox Road. The Workhouse is approximately 55 acres and is planned for adaptive reuses that may include governmental, cultural, arts, and public institutional uses. The site is currently being redeveloped as a cultural arts facility by the Lorton Arts Foundation, a non-profit organization.

2.2 Regional Context

The Reformatory/Penitentiary and Occoquan Workhouse reuse areas of Laurel Hill are strategically positioned in the southeastern portion of Fairfax County, Virginia, and are easily accessed by Interstate 95, Route 1/ Richmond Highway and Route 123. Laurel Hill is located approximately 15 miles from the District of Columbia's downtown, and is part of the D.C. metropolitan area.

A number of residential communities surround the reuse areas, including neighborhoods that existed prior to the prison closing and those which have been planned and developed since the closing of the prison. The neighborhoods within the vicinity of the site include: Newington Commons, Newington Heights, Newington Forest, Silverbrook Farms, Silverbrook Estates, Lorfax Heights, Crosspointe, Barrington, Southpointe Estates, Crandall Run, Cavanaugh Crossing, Hollymeade and Laurel Hill.

The reuse areas are located south of Silverbrook Road and east of Route 123 and are near or immediately adjacent to the I-95 Sanitary Landfill, the I-95 Energy/Resource Recovery Facility, and the South County school building. Vulcan Quarry and the Fairfax County Water Authority, located on the west side of Route 123, are nearby neighbors.

2.3 Areas of Interest

Laurel Hill includes and is surrounded by a number of developments and planned developments. These include:

Laurel Hill Park

Portions of the land located to the north and south of the reuse areas are controlled by the Fairfax County Park Authority. Subsequent to the transfer of the prison property to Fairfax County, the Park Authority acquired approximately 1,200 acres which now comprise Laurel Hill Park. The Park Authority has completed a Conceptual Development Plan that was adopted by the Fairfax County Park Authority Board in July 2004. The Park Authority is moving forward with the development of this property for public park

purposes. The Park's Master Plan for Laurel Hill includes a diversity of recreational uses such as sports/athletic fields, an equestrian center, open meadow lands, trails, art/sculpture exhibition areas, farmers markets, museums and interpretation centers.

One other component of the Laurel Hill Park is a 300 acre conservation area located on the north side of Silverbrook Road. This area is dedicated to natural and wildlife habitat protection and historic interpretation and can be accessed through the trail network to the rest of the park.

Reformatory and Penitentiary Area

The former Reformatory and Penitentiary Area, which is located south of Silverbrook Road, is planned to be adaptively reused. The area is approximately 79 acres in size and contains the former reformatory and penitentiary. The Comprehensive Plan recommends this area for "non-hospital institutional, public and recreational uses." Structures not appropriate for reuse may be considered for demolition.

Occoquan Workhouse

The former Occoquan Workhouse is located on Route 123 (Ox Road) and Lorton Road. The proposal by the Lorton Arts Foundation to adaptively reuse the Occoquan Workhouse Facility as the Workhouse Arts Center at Lorton was approved by the Fairfax County Board of Supervisors on August 2, 2004. The arts center is expected to have studios, galleries, an arts garden, a black-box and proscenium-style theaters, performing arts spaces, a music barn with indoor and outdoor seating, a museum, restaurants and approximately 40 housing units for resident and visiting artists.

Laurel Hill Golf Course

Laurel Hill Golf Course, is located to the west of the Reformatory and Penitentiary Area, is an 18-hole championship course. The facility, which is being funded by an innovative financial agreement among county government, the Park Authority and the private sector, occupies more than 250 acres and features the design work of nationally-renowned golf course architect Bill Love. Love, current vice president of the American Society of Golf Course Architects, is noted for his environmentally-oriented approach to golf course design. His concept will complement the pastoral feel of the site and include unique views of the former prison. The golf course is scheduled to open in spring 2005.

Pulte's Laurel Hill

The Pulte Company is developing a new residential community north of Silverbrook Road. This development is immediately across the road from the Reformatory and Penitentiary adaptive reuse area. This land was part of a public-private partnership initiated prior to the transfer of the former prison property to the County. By exchanging approximately 262 acres of the former prison property for land located in an area known as Mason Neck, approximately 800 acres of environmentally sensitive land in Mason Neck were preserved. The residential development of the 262 acres is at a density of 2.82 dwelling units per acre and at build-out will include 750 dwelling units: 600 single family homes and 150 townhouses.

Laurel Hill Park

Park and Adjacent Areas

A Conservation Area
The Northern area of the site is designated as an environmental conservation area preserving existing woodlands and habitat. A Nature Center with natural surface trails and limited activities would be permitted.

B Greenway Trail System
The greenway is planned as a multi-modal pathway for access to the park's various amenities and facilities while providing a varied experience of the park landscape from dense woodlands, pastoral meadows to urban enclaves.

C Nike Recreation Area
Utilizing the former Nike missile control site, this park is planned to incorporate rectangular fields and maintained lawn areas for active play. Selected buildings would be retained to be used as park facilities.

D Crosspointe Area Park
This park is planned for the local community West of Hoopes Road and incorporates children's tot lots, and a modest picnic area.

E Heritage Area
Located at the site of the former Nike Launch facility, this area is planned as a cultural museum complex. Adaptive re-use of existing structures along with opportunities for outdoor exhibits are proposed for this site.

F Heritage Recreation Area
Planned as an active recreation area with ball fields, comfort stations, visitor facilities and parking, this site takes advantage of the flat terrain and historic landscape character. The area will also include a park maintenance facility.

G Central Green
The central green is planned as a large maintained lawn suitable for a wide range of community activities such as fairs, markets, holiday celebrations. Also proposed around the green are pavilions, picnic grounds, children's play areas and open meadows for passive enjoyment.

H Giles Run Meadow
This park is envisioned as an area for preserving the open meadows interspersed with the riparian woodland corridors. Opportunities for fishing, hiking, disc golf and passive recreation are planned for this park. A Habitat/Visitor Center is also included within this area.

I Community Park
Serving the communities of Shirley Acres and Gunston Corner, the highlights of this proposed park include children's playgrounds, ball courts, picnic facilities, dog park.

J Workhouse Hills
Located within the eligible Lorton Historic District, this park is planned with uses that complement the site's pastoral and progressive era farming history. Outdoor art display areas, trails, interpretive farm exhibits, community gardens, open meadows and rolling hills would characterize this area. Camping locations are also included within this area.

K Equestrian Center
The plan proposes an equestrian center located at the former dairy farm site, offering facilities for riding lessons and a therapeutic riding program. The Center will include paddocks, stables, barns, and meadows with horse trails. Camping locations, community gardens and mountain biking opportunities are also included within this area.

L Apple Orchard Recreation Area
Located behind the proposed orchard area commemorating the historical prison orchards, the rectangular fields are planned to align to the distinctive grid of trees.

M Park Entrances
A series of park entrances are planned to mark or announce arrival into Laurel Hill Park. The gateway designs are proposed to reflect and commemorate the Park's character and history through various plantings and landscape elements.

N Future Land Fill Park
Park uses may be permitted on the land fill after complete closure of the active facility. The park design and activities are to be determined after extensive feasibility studies.

O Sports Complex
Former youth facility to be planned as an active recreation facility with a combination of fields and indoor uses in support of youth sports programs and tournaments.

P Expanded Occoquan Regional Park (NVRPA)
Existing riverside regional park with active recreation, picnic, local launch, fishing and other passive recreation opportunities. Additional area to the North-east of existing park may be planned with trails and camping facilities.

Q Future Vulcan Quarry Park
The Vulcan Quarry site is planned as a park with activities and park features that will be determined in the future.

Notes of Roadways:
Collector and arterial streets are required in accordance with the County's Comprehensive Plan. However, transportation recommendations of the adopted comprehensive plan for the Laurel Hill area are under development. Additional streets are shown with appropriate alignments on this map. Lane configurations and specific alignments of arterial roads will be determined through additional studies and development work. With the exception of Laurel Crest Drive, the alignment of public streets is not shown on this map. However, the currently adopted comprehensive plan identifies collector streets which may be partially aligned in park areas O, I, J, K, N and P and Laurel Hill Golf Course. For more information please refer to the adopted transportation plan section in the Conceptual Development Plan report.

Park Boundaries and Facilities

- Laurel Hill Park Boundary
- Eligible Historic District Overlay
- Parking
- Information Kiosk

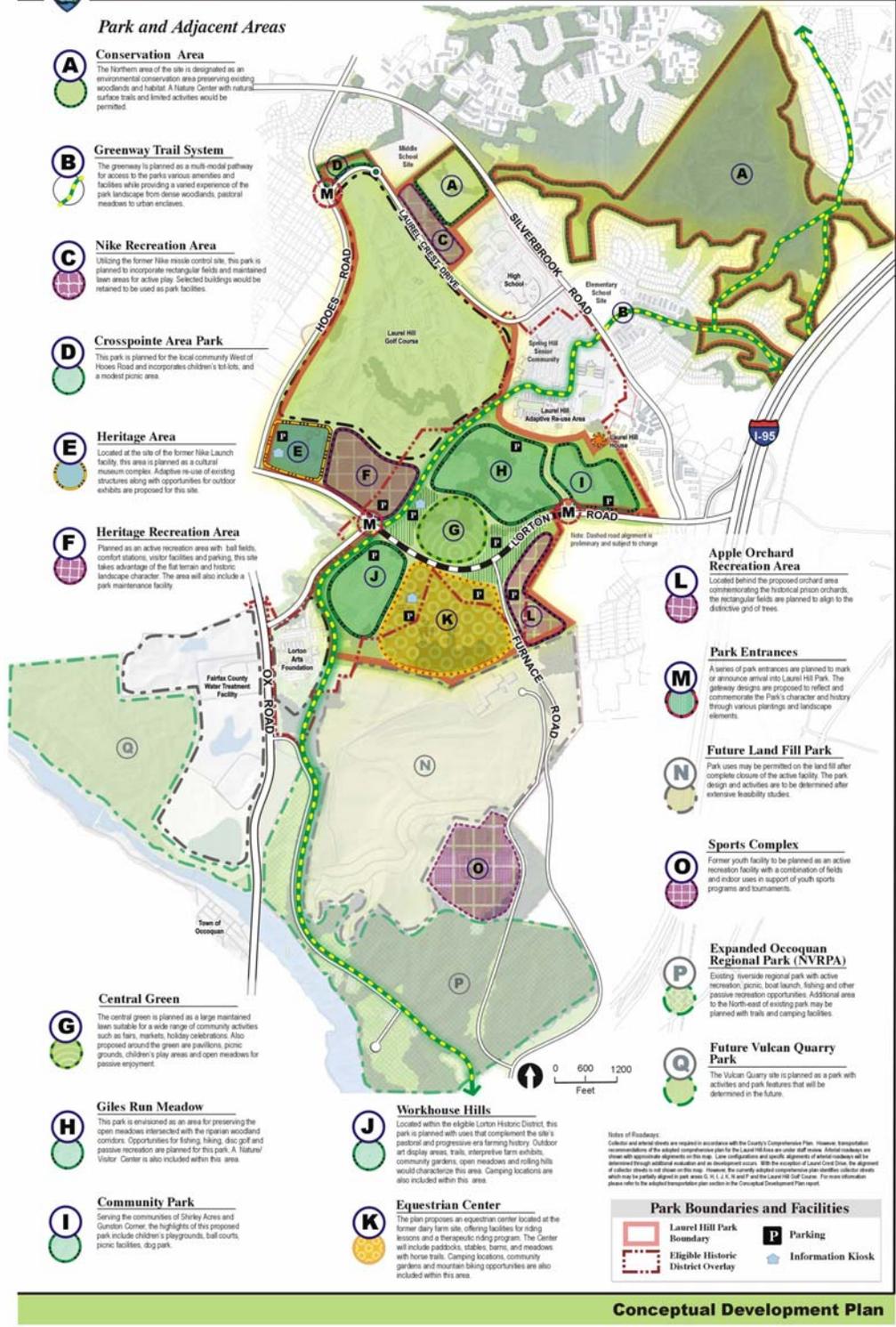


Figure 3: Laurel Hill Park Authority Master Plan Map

Redevelopment Area

The Comprehensive Plan describes this area as appropriate for redevelopment for graduated care. This area is located south of Silverbrook Road, just west of the reuse area. Four hundred and forty two residential units are approved at a density of 9.4 dwelling units per acre. The project includes units for active adults (age 55 and up) and independent seniors (age 62 and up). Two access points to the development are planned: from Laurel Crest Drive, which is located opposite South County High School, and from Silverbrook Road opposite White Spruce Way, an entrance to the Pulte community development.

South County High and Middle School Sites

The south county high school site consists of 76 acres located along the southern border of Silverbrook. The construction of the public school was made possible by a public-private partnership, and is scheduled to be completed in September 2005. Although the building will be designed as a high school, it will initially house both middle and high school students. Operating this school initially as a small secondary school will provide relief from overcrowding at existing middle and high school facilities, reduce transportation times and distances, and avoid split pyramid assignments at the middle school level. Fairfax County Public Schools (FCPS) has opened several high schools as small secondary schools pending enrollment growth and the availability of construction funds for the corresponding middle school. A site for the future middle school is already owned by FCPS. The 41-acre site is located on the south side of Silverbrook Road just west of the new high school and east of Hoes Road.

I-95 Landfill and Energy/Resource Recovery Facility Complex

The I-95 Landfill and Energy/Resource Recovery Complex are municipal facilities that are planned to be retained for the long term. This complex consists of approximately 500 acres, and contains both the closed and active portions of the landfill, a residential/business waste collection and recycling area, the Energy/Resource Recovery Facility (E/RRF) and infrastructure to support these operations.

The E/RRF processes approximately 1 million tons of waste annually, producing electricity from the process. The facility's steam generators can produce over 80 megawatts of electricity; using about 10 megawatts for internal operations. The remainder of the electricity is sold to Dominion Virginia Power and is enough to power approximately 75,000 homes.

The ash landfill is currently active, receiving approximately 380,000 tons of ash waste annually. The ash landfill has a life of approximately 25 years from 2004, based on current volumes. Once the ash landfill has reached capacity, the post closure care, as mandated by the Virginia Department of Environmental Quality regulations, is 30 years. Fairfax County's Comprehensive Plan recommends that recreational uses, both active and passive, should be considered for adaptive reuse of the landfill site. However the full implementation of these recommendations will not occur until after the post closure regulations have been met.

2.4 Topography and Drainage

The existing structures associated with the Reformatory and Penitentiary Facility are concentrated on a generally flat area resembling a plateau. The baseball diamond and ball field comprise the only formal outdoor recreation area that was associated with the prison. The ball field is generally flat in its topography, but creates an elevation change as it is slightly lower than the buildings.

The current configuration of buildings, structures and impervious surfaces on the site were constructed prior to regulatory codes regarding drainage systems and stormwater management. Currently, there are no systems for storm drainage and stormwater management on the site and any redevelopment of the Reformatory and Penitentiary reuse area will require such systems to be retrofitted to the site in compliance with the Chesapeake Bay Preservation Act and other county, state and federal regulations.

2.5 Infrastructure

The built features on the Reformatory and Penitentiary Area are the direct result of the former prison operations and their related uses. This adaptive reuse area is linked to the remainder of the former prison property through the site's original infrastructure, whose construction began with the establishment of the prison in 1915. This includes an infrastructure which was constructed solely for service to the prison facilities, and was independent of a larger utility network that serves the surrounding community. The infrastructure on the site was expanded to meet the needs of the prison population. This infrastructure was appropriate to the unique use and requirements of the prison, but is out of date and unsuitable to support future site activity. A water-treatment plant constructed for the prison ceased its operations in the 1970s.

Water Systems

The Fairfax County Water Authority (FCWA) currently does not have distribution facilities within the former prison property and will not accept water infrastructure or facilities formerly owned by the federal government into their system. The age of the existing systems implies that they have exceeded their expected service life and are unsuitable for future site activity.

The FCWA operates two First High Mains at a 420-foot to 440-foot design grade line across the property. A newly installed 42-inch transmission main traverses the property from the new water treatment plant at Route 123, to the northern edge of the former prison complex near the proposed middle school site on Silverbrook Road. A 30-inch First High Main follows the Lorton Road/ I-95 intersection. Also operating on the First High grade line are several 24-inch and 12-inch service mains along Silverbrook Road, and a 12-inch and 30-inch lines along Route 123. A 30-inch "Second High Main" with a design grade line of 330 feet to 335 feet traverses the property from the new treatment plant eastward cross-county to the Lorton Road / I-95 intersection. Intersecting this line is a 16-inch distribution line following Furnace Road.

Sanitary Sewer Systems

Prior to its transfer to the County in 2002, the former prison property was served by a sewer system operated by the District of Columbia's Department of Correction. This system consisted of a treatment facility which operated in violation of state requirements for several years prior to 2002, and a network of underground sewer lines which, at the time of the transfer, were in serious disrepair.

At the encouragement of the County, the District abandoned these lines under the supervisor of the General Services Administration between 1998 and 2002, and, in 2003, demolished the treatment facility. Following these actions, the County expanded the Approved Sewer Service Area (ASSA) in order to accommodate the redevelopment and adaptive reuse of Laurel Hill.

The County's first step in providing new sewer service for this site occurred when sewer lines were extended as the result of rezoning property across Silverbrook Road that is now being developed as the Laurel Hill residential communities. Next the developers of the Springhill Senior Campus, adjacent to the Reformatory/Penitentiary facility, were requested to upgrade their pumping station and connecting lines to accommodate additional flow from the reuse of the Reformatory/Penitentiary facility. This planned upgrade will accommodate flow from the Reformatory/Penitentiary facility of approximately 135,000 gallons per day (GPD) and will allow for the redevelopment of up to approximately 365 single family dwelling units (SFDU) or 450 multifamily dwelling units (MFDU) or 844,000 gross square feet of commercial space.

In the southern portion of Laurel Hill, a pumping station located near the intersection of Lorton Road and Ox Road (Route 123) was constructed in 1996 to serve a private residential area north of the Occoquan Workhouse. A recent capacity study has determined that with a pumping station upgrade, this facility can accept an additional 100,000 GPD over current use. This increased capacity will be sufficient to accommodate the requirements of the approved Occoquan Workhouse proposal of 60,000 GPD. In addition, it will provide 40,000 GPD of sewer service for the future development of Laurel Hill south of Furnace Road.

Electrical Power and Natural Gas

During the operation of the prison, electricity was provided to the reuse area by the Virginia Electric Power Company (VEPCO). The original distribution of electricity within the site was administered from an on-site facility. It is isolated from the County's power grid, and is outdated. The power infrastructure of the original system used specifications that are not compatible with the current off-site grid.

Washington Gas and Columbia Gas currently have distribution systems traversing the site, and formerly provided gas service to the prison. The Energy Resource Recovery plant also uses gas at peak periods. Gas transmission lines traverse the Laurel Hill property from west-to-east, generally following Furnace Road, crossing I-95 just north of the Construction Debris Landfill. Gas service is available to the entire Laurel Hill

property, and Washington Gas will design the access solution for each development area. Gas infrastructure and supply will not be a constraint to future development.

Telecommunications

Numerous telecommunications facilities lace the former prison property. Verizon operates copper and fiber optic systems on the property. Overhead or buried copper lines access nearly all the existing building areas. Buried fiber optic runs adjacent to Furnace Road, Lorton Road, Silverbrook Road, and borders the western edge of Central/Maximum, connecting to Silverbrook Road. Verizon will evaluate the adequacy of existing telephone systems for any particular development on an individual case basis. However, significant telephone capacity exists on the property. Telecommunications infrastructure and supply will not be a constraint to future development.

2.6 Access and Circulation

The existing site access and circulation were created to support the operations of the former prison. The prison did not require a great amount of accessibility into the reuse area, and therefore the internal road systems are limited. The site is accessible from the regional highway system with direct access from Interstate 95 via Lorton Road -Route 642 (Exit 163) to the east and Route 123 (Exit 160) in Prince William County to the south. Interstate highway I-95 is located to the east of the site, Hooes Road (Route 636) to the west of the site, Route 123 (Ox Road) to the south of the site, and Silverbrook (Route 600) to the northeast of the site.

The road network that connects with the Laurel Hill property includes Silverbrook Road, Lorton Road, Hooes Road, Furnace Road, Ox Road and series of service roads for select prison facilities. These roads are public and connect the Laurel Hill site to the surrounding areas.

2.7 Comprehensive Plan

The Comprehensive Plan provides guidelines for the development of Laurel Hill. This section of the County's Comprehensive Plan is found in Appendix 7. The following guidelines for the Reformatory and Penitentiary Area have been excerpted from the Comprehensive Plan, Lower Potomac Planning District, Laurel Hill Community Planning Sector, Sub-unit 3B:

- “The redevelopment area [adjacent to the Reformatory/Penitentiary facility] should provide for a Graduated Care Facility for the elderly that includes a commercial component limited to support retail and service uses. Other uses appropriate within this redevelopment area include: non-hospital institutional or public uses, including higher educational uses and health care service uses, excluding hospital uses. The only adaptive reuse potential within the redevelopment [area] is the commissary and a warehouse, which were both built in the 1990's (*sic*). These new facilities should be evaluated for reuse for institutional and warehouse uses. In the redevelopment area, an alternative use should be parks and recreational use.

- The remainder of the former Maximum Security and former Central Facility should be considered for adaptive reuse. The original masonry structures, built in the 1920's and 1930's, should be preserved and if possible, adaptively reused. In addition, the former administration building and chapel should also be considered for adaptive reuse. Adaptive reuse could include governmental and non-hospital institutional uses. If preservation and adaptive reuse of some of the structures is determined to not be feasible, after a public hearing by the Board of Supervisors, this area should be used for park and open space.
- The Laurel Hill Greenway should inter-connect with the redevelopment area and be integrated in a manner that creates a focal feature within this Sub-unit.”

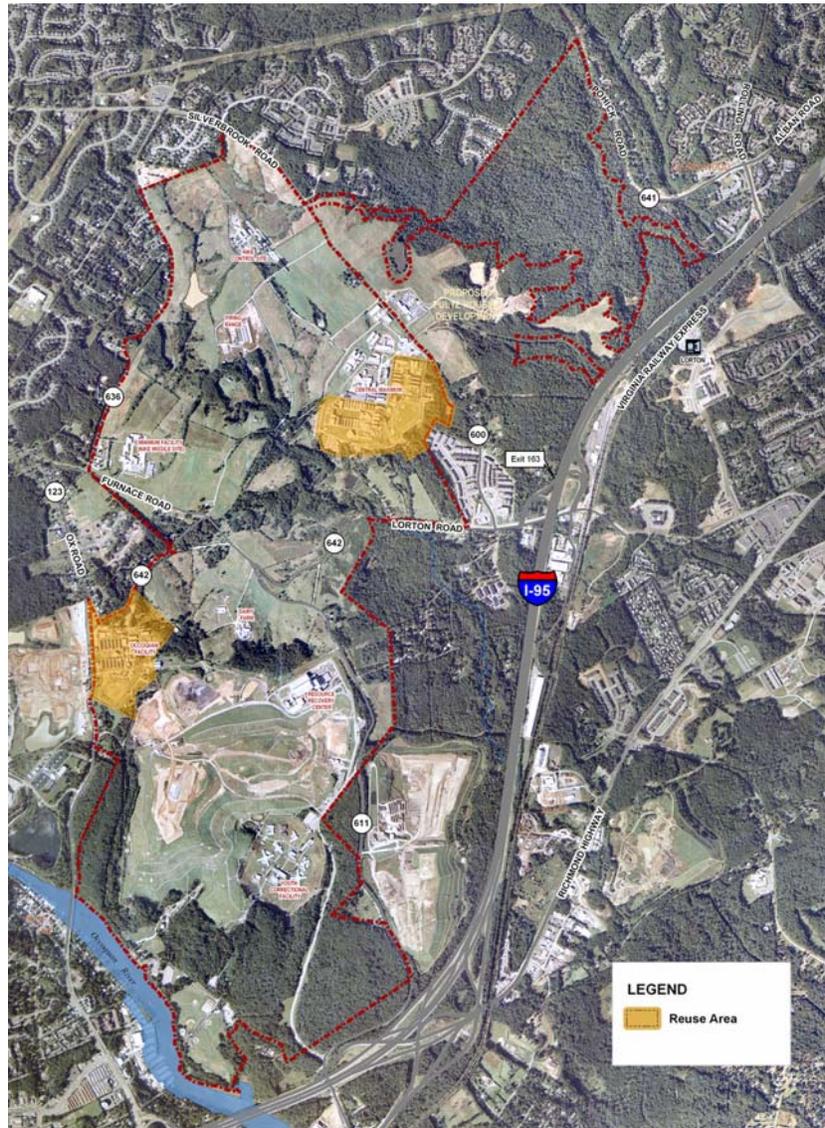


Figure 4: Aerial Highlighting the Reuse Areas

2.7.1 Transportation Plan

The Comprehensive Plan also addresses a series of road improvements needed within the Laurel Hill Planning District. The Transportation Plan for Laurel Hill is located within the Comprehensive Plan and is Appendix 7 in its entirety. The following describes key modifications to the existing road network:

Comprehensive Plan 2003 Edition, Lower Potomac Planning District, Laurel Hill Community Planning Sector, page 30:

“A major element of the Transportation Plan is the improvement and realignment of Lorton Road through the site, in conjunction with the realignment of Furnace Road west to Rt. 123. The new Lorton/Furnace Road will serve as a major east-west spine road through this area, interconnecting Route 123, I-95, and Route 1. The eastern portion of this road which extends from the east side of LP1 along Lorton Road to the west to the existing Lorton Road and Furnace Road split, should be initially constructed as a 4-lane section; however right-of-way for a 6-lane section should be provided to allow potential widening if necessary in the future. The western portion should be a 4-lane section that generally follows the Furnace Road alignment west to Route 123. This new road should incorporate a landscaped median and other design features to strengthen the area’s sense of place. The segment of Lorton Road between Route 123 and the intersection with Furnace Road should be 4 lanes to better direct traffic to and from Rt. 123, such as truck traffic from the Vulcan Quarry destined to I-95.

- Additional improvement to the I-95/Lorton Road interchange will be necessary to accommodate redevelopment within LP1. With the substantially increased traffic expected to enter Shirley Highway (*sic*, I-95) from the site, interchange improvements will be needed.
- The improvement of Hooes Road, between Route 123 and the Fairfax County Parkway, is needed to accommodate current and future traffic loads. Improvements to Hooes Road should be phased in three sections,
 - Phase 1: Hooes Road from Route 123 to Furnace Road: Should be improved to 4 lanes in conjunction with Route 123 improvements.
 - Phase 2: Hooes Road from Silverbrook Road to Fairfax County Parkway: Improvement is needed to handle the traffic generated by the existing communities and should be the second portion of Hooes Road to be improved to 4 lanes.
 - Phase 3: Hooes Road from Furnace Road to Silverbrook Road: When the Lorton Reservation is proposed for redevelopment, right-of-way

should be reserved for a future four lane improvement. Prior to redevelopment, consideration should be given to improving the existing substandard 2 lane road to VDOT standards. Improvement to 4 lanes for this section of Hooes Road should only be considered after the completion of other planned major arterial improvements in the area, and if recommended in a transportation study for the purpose of providing capacity for through traffic.

- Collector roadway improvements identified in the Transportation Plan Map (Figure 11) should be fully constructed in conjunction with the proposed redevelopment as well as designed as primary access to arterial roads. Collector roads should be aligned to discourage the use by through traffic. Construction of local streets which directly access arterial roads should be discouraged.
- All collector and arterial roadways should include sidewalks or trails in the initial construction to facilitate pedestrian circulation throughout this area, in accordance with the Open Space/Pedestrian Systems Guidelines.
- Along major commuter routes, separate bicycle lanes or trails should be encouraged to accommodate bicycle commuters and high speed recreational cycling. An example of a commuter bicycle route in LP1 would generally run along Lorton Road, Lorton Road Realigned and Route 123.”

These transportation recommendations are based on general land use recommendations adopted in 1999. It is necessary to revisit and verify the assumptions underlying the transportation network recommendations using up-to-date specific land use data because much of the Plan guidance has since been implemented. The Board of Supervisors has authorized staff to undertake a study to ascertain the transportation impacts of existing, planned, approved, and proposed land uses, as well as plan for the phasing, financing, and implementation of identified transportation improvements at Laurel Hill.

2.7.2 Trail System

The Comprehensive Plan addresses a system of trails for pedestrian and bicycle circulation throughout Laurel Hill, and abutting the Reformatory and Penitentiary Area. The primary trail will comprise the Laurel Hill Greenway corridor, linking the Occoquan Regional Park at the southern point of Laurel Hill to the environmental conservation zone in the northern-most part of the site. The Greenway will be a multi-modal trail system for pedestrians, bicycles and horses. The corridor will link Environmental Quality Corridors and areas of historic interest through a series of smaller trails. The Greenway, constructed of both paved and natural surfaces, will be linked with the regional trail network with access as far north as Great Falls National Park.

The Reformatory and Penitentiary Area is situated along a portion of the trail route, and will provide alternative access to the site, as well as link this area with recreational opportunities surrounding the site.