

## 4.0 Alternative Scenarios Considered

As part of the overall planning process, the Task Force reviewed a number of concepts for the redevelopment of the Reformatory and Penitentiary Area. These alternatives were developed based on input from citizens, the Urban Land Institute Technical Assistance Panel, EDAW and discussions with the Task Force. A market analysis performed at the outset of the Task Force work indicated that the best opportunities to attract private development are residential, retail and professional office uses. In addition, 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 potential development partners. The following section provides a more detailed description of the key issues presented to the Task Force for their consideration of the viability of the scenarios.

### 4.1 Summary of Reuse Issues

There are a number of key opportunities and constraints that will determine the viability of a reuse strategy at the Reformatory and Penitentiary Area. These key factors include the following:

**Reuse of Existing Structures:** A majority of the existing structures have been identified as potentially contributing to the proposed historic district at Laurel Hill. These structures were designed as dormitories and other supporting facilities for the prison. The dorms are narrow, small buildings (4,000 – 5,000 square feet) and make up more than two-thirds of the total buildings. The buildings do not offer floor areas that would meet today’s standards for many uses and it will require some level of adaptation. These changes will need to be in accordance with approved guidelines for the reuse of contributing structures. In addition, the cost for renovating these buildings and making them code compliant will likely be higher than new construction.

**Demolition:** For those contributing buildings that are most difficult to reuse or unable to be reused, the Memorandum of Agreement requires the preparation of a reuse feasibility study. Once the study is prepared, the Architectural Review Board, the State Historic Preservation Office and Lorton Heritage Society need to concur that the building is not reusable and can be demolished. This process takes a minimum of several months and could take up to a year and will add to the predevelopment costs of the site.

**Infrastructure:** As indicated in the previous section, much of the infrastructure will need to be rebuilt or replaced to allow the Reformatory and Penitentiary Area to become viable for reuse. These infrastructure improvements include all utilities, storm water, roads, parking, and basic landscape improvements. These costs have been estimated at \$12 to \$16 million.

**Site Access:** While the site is adjacent to Silverbrook Road, access is somewhat difficult. Currently the main entrance is located off Lorton Road. A new road being developed as part of the senior living campus would provide direct access to the penitentiary area. However, since this new road/entrance will provide access only to the penitentiary wall, it will have limited

viability unless an opening can be provided into the penitentiary area through the wall. The wall is not listed as a contributing structure but is within the proposed historic district.

The access road from the south via Lorton Road provides direct access into the reformatory area, but will require reconstruction to meet county and/or state road requirements. In addition, new internal roads will need to be constructed to provide access through the rest of the site. The new road system would optimally provide direct access from the ballfield area to Silverbrook Road as a way to create and open and accessible Reformatory and Penitentiary Area.

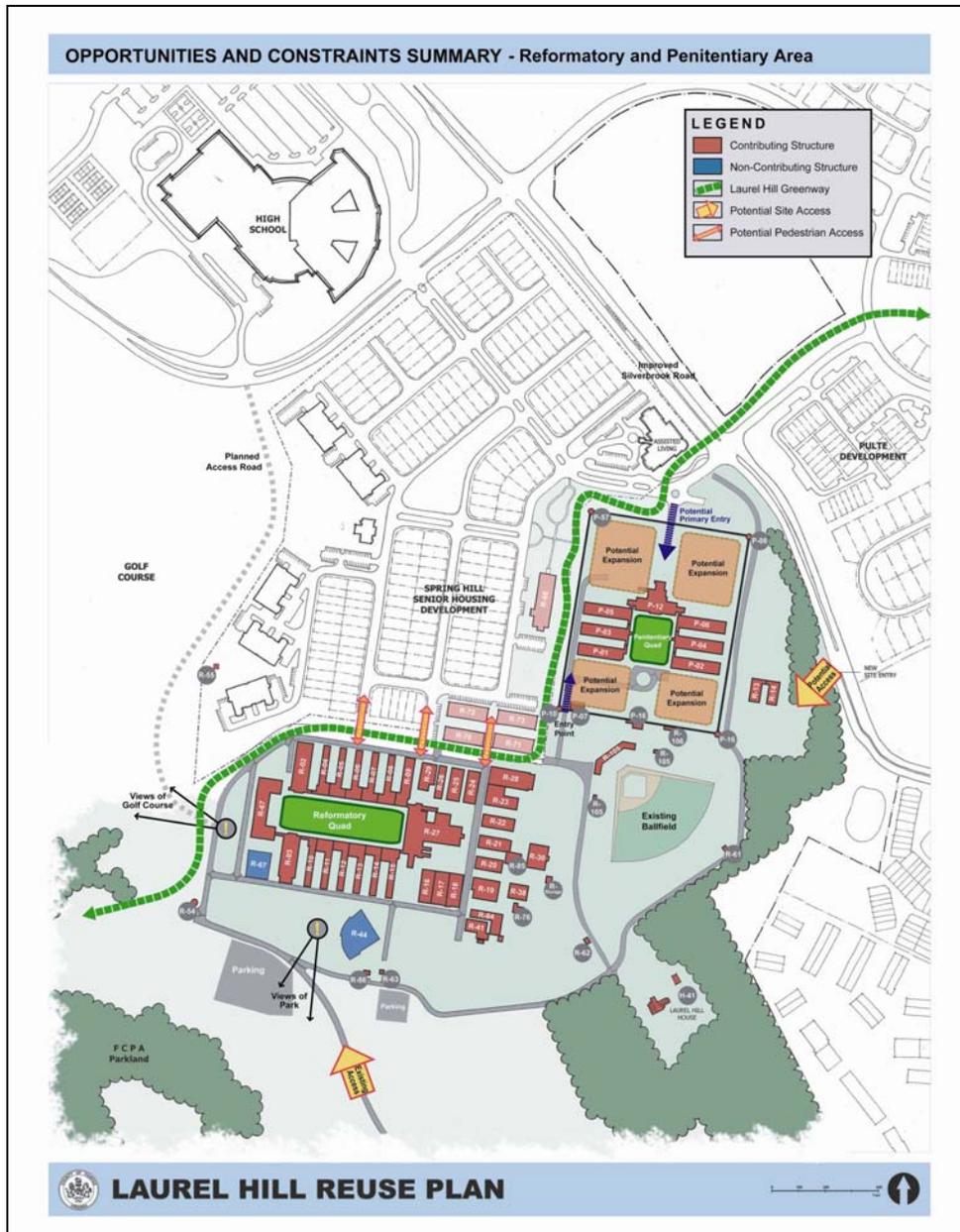
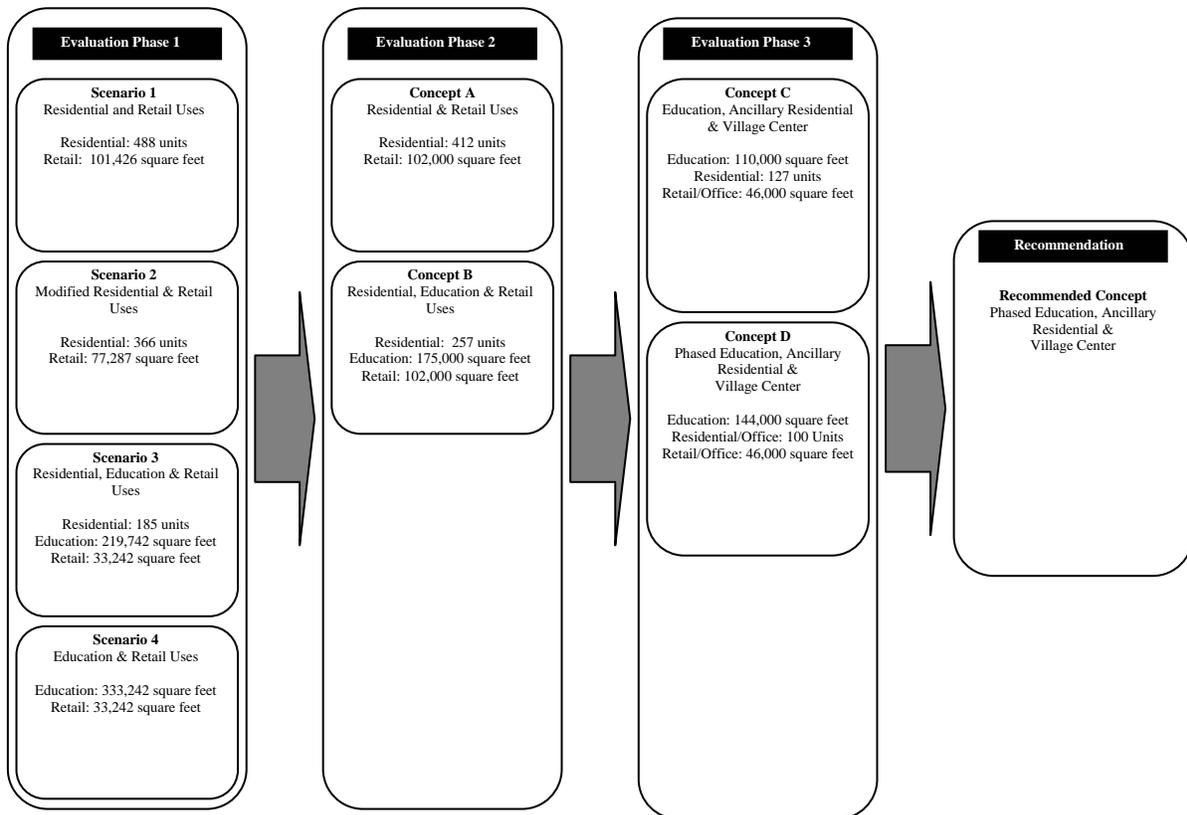


Figure 17: Summary of Opportunities and Constraints

**Surrounding Development:** The reuse of the Reformatory and Penitentiary Area will ultimately be part of the larger Laurel Hill community. The development of the senior campus, park, schools, golf course and Lorton Arts Foundation projects will provide a high quality environment surrounding the site. It will be important to provide road and trail linkages between these uses, as well as finding uses that can complement the various developments. In addition, this location within the County has become a highly desirable residential area, with good access to I-95 and Route 123 (Ox Road), and is near a number of commercial and park areas.

## 4.2 Alternative Scenarios and Analysis

Four scenarios (Evaluation Phase 1) were developed to test the financial and physical viability of the Reformatory and Penitentiary Area. The intent of these scenarios was to provide the Task Force with technical information that would help them in their decision making process. These scenarios were then revised to create two concepts (Evaluation Phase 2) to further test the viability of reuse and redevelopment. These concepts were further revised based on input from the community and Task Force (Evaluation Phase 3). From these two concepts the Task Force developed their recommendations (see Section 5.0 of this report). The following chart provides a summary of the scenarios and concepts that were developed and reviewed during the process.



Scenario 1 is based directly on the recommendations provided by the ULI Technical Advisory Panel. This scenario illustrates the concept of redeveloping the Reformatory and Penitentiary Area as a mixed-use, predominately residential project. The scenario includes both rehabilitation of many of the existing buildings and construction of a number of new buildings. A major focus of this concept is the creation of a significant retail center including the redevelopment of the ball field to support its use. The program for this scenario includes 488 dwelling units, including both rehabilitated and newly constructed space and 101,426 square feet of retail space. Figure 18 provides an illustration of this scenario.

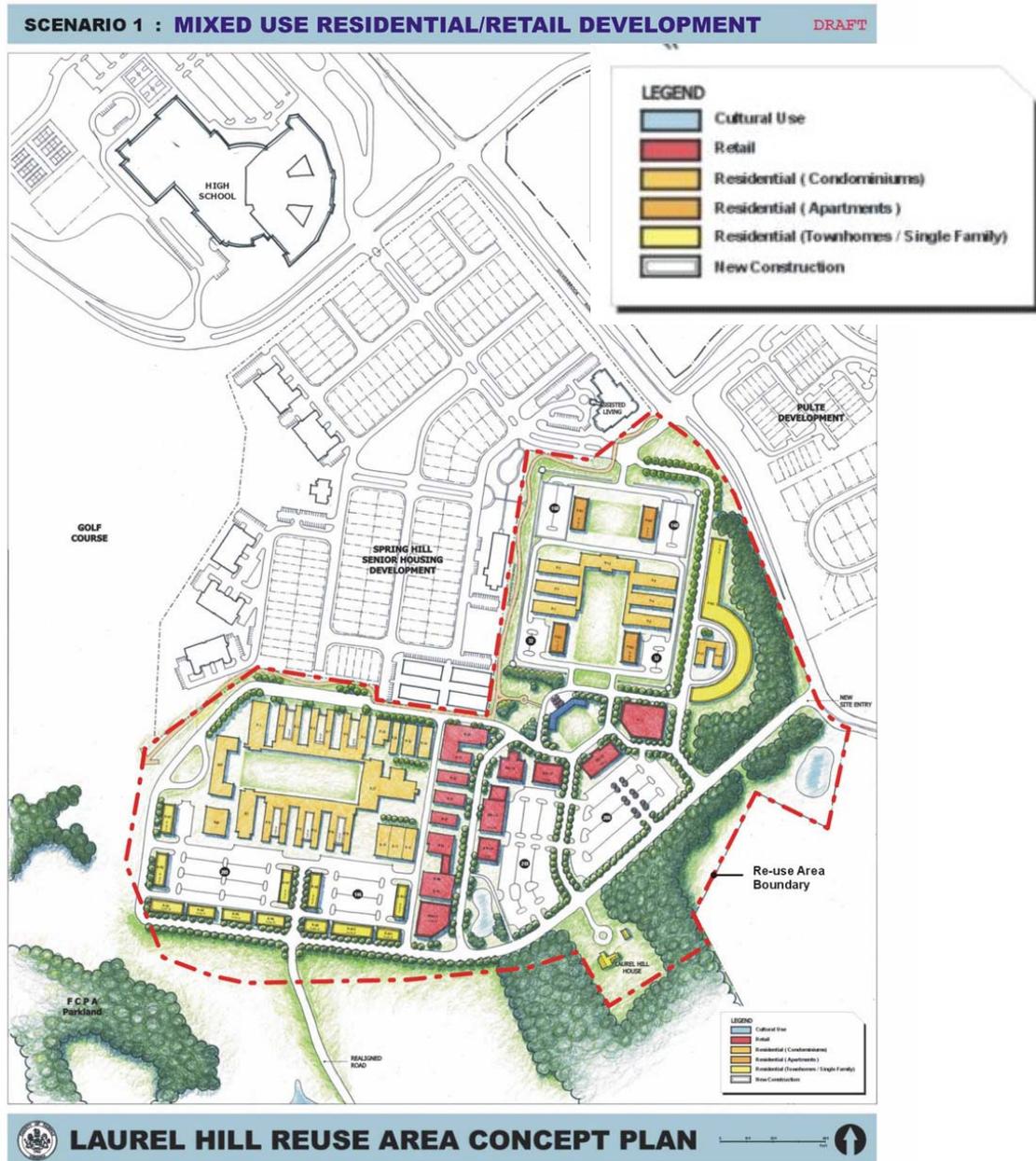


Figure 18: Scenario 1 - Mixed Use Residential/Retail Development

## Scenario 2 – Modified Mixed Use Residential/Retail Development

Scenario 2 is a modification of Scenario 1. The key difference with this concept is that the retail center is reduced and focused within the existing buildings adjacent to the reformatory quadrangle. The scenario includes both rehabilitation of many of the existing buildings and construction of a number of new buildings. The program for this Scenario includes 366 dwelling units, including both rehabilitated and newly constructed space, and 77,287 square feet of retail. Figure 19 provides an illustration of this scenario.

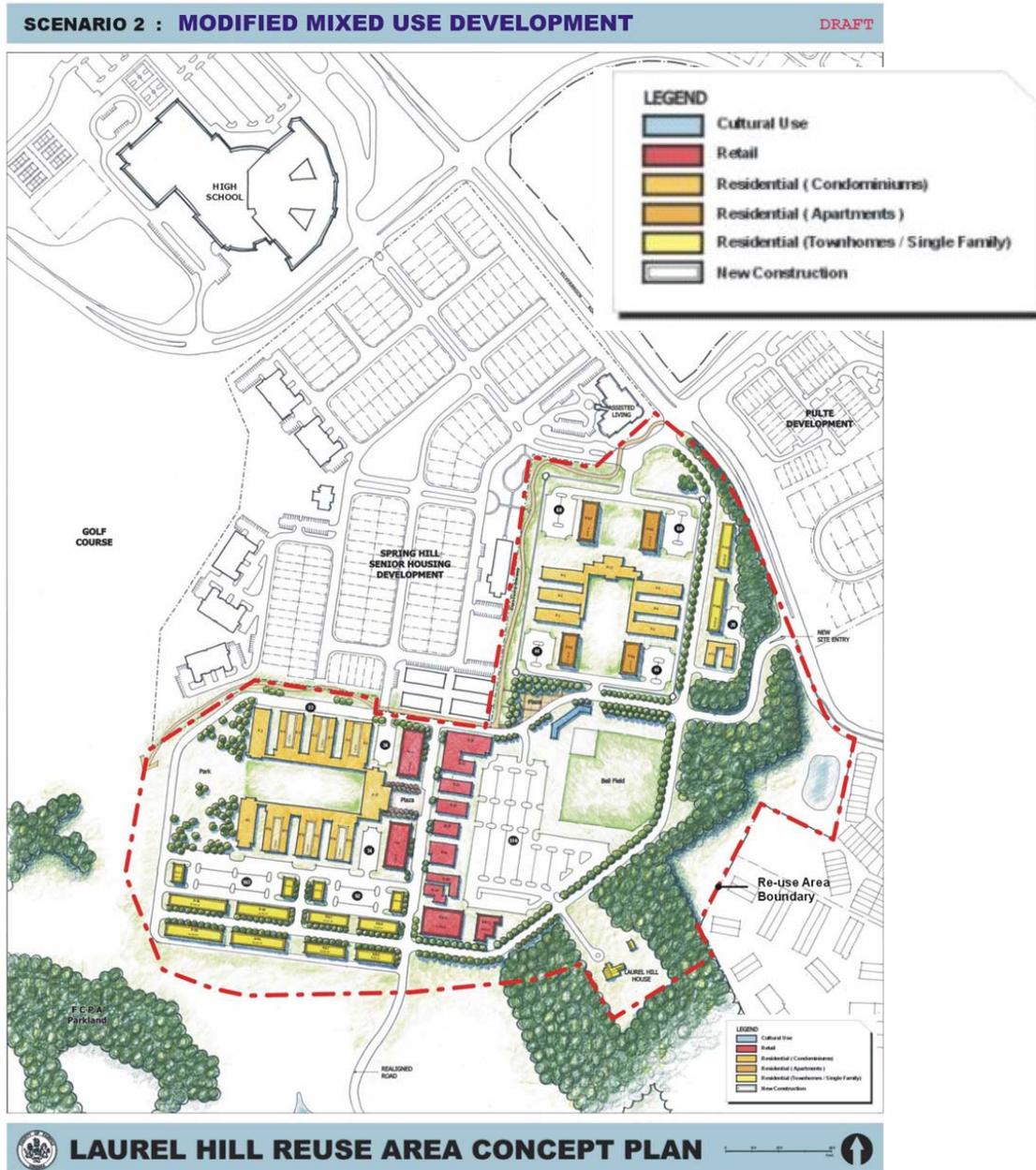


Figure 19: Scenario 2 - Modified Mixed Use Residential/Retail Development

### Scenario 3 – Residential/Education Combination

Scenario 3 introduces education use into a portion of the Reformatory and Penitentiary Area. The education use would occupy the reformatory area with new infill construction between three of the dormitories to create appropriately sized spaces for classrooms and administration facilities. A small retail center is located adjacent to the education use. This concept illustrates residential units in the penitentiary area including reuse of the existing buildings, and construction of new multi-family units in four new buildings. In addition, residential use is incorporated into the two buildings located east of the prison wall along with new townhouse units. The program for this scenario includes 185 dwelling units in both rehabilitated and newly constructed space, 33,242 square feet of retail and 219,742 square feet of education as shown in Figure 20.

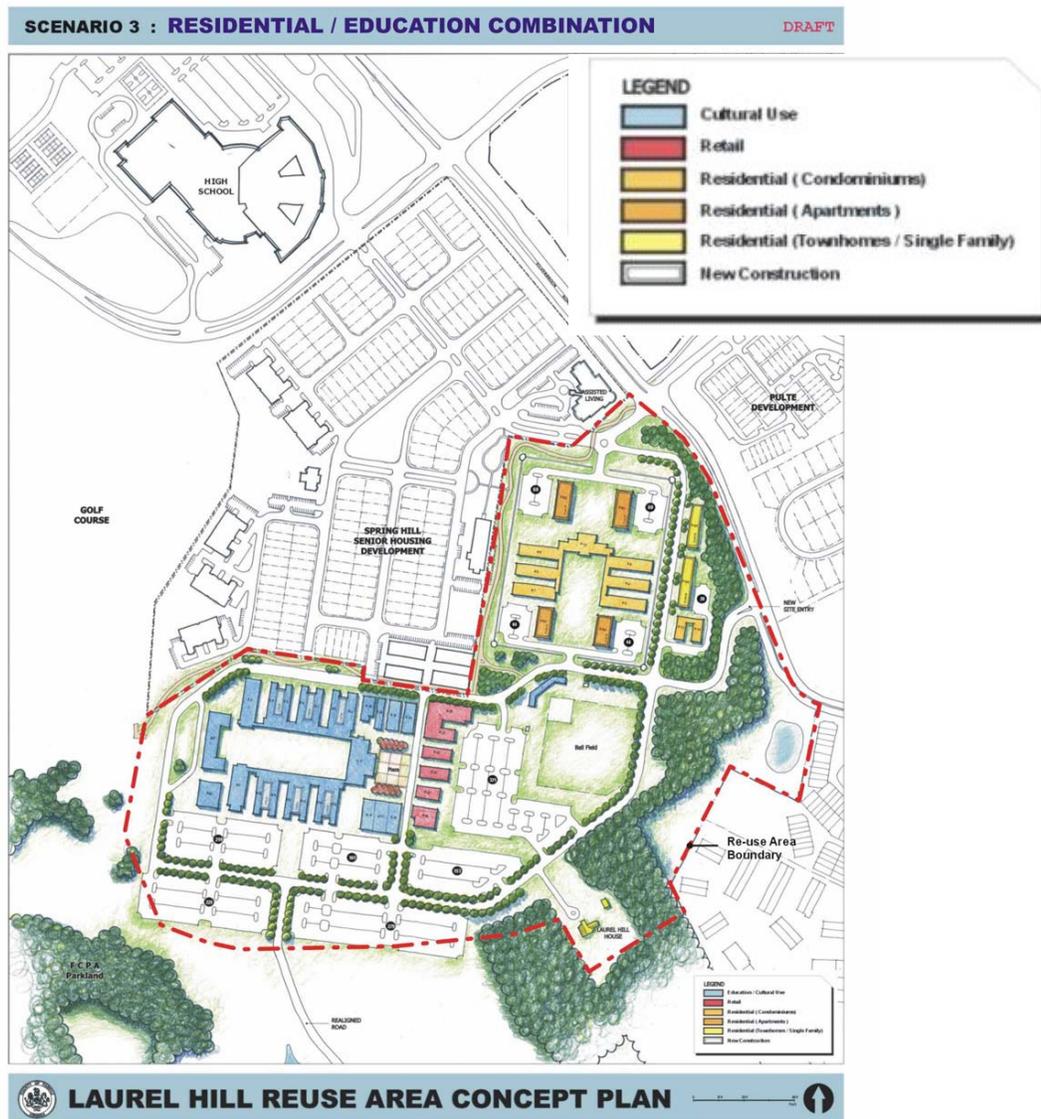


Figure 20: Scenario 3- Residential/Education Combination

### Scenario 4 – Education

Scenario 4 illustrates the concept of developing the entire facility as an education use with a small retail center. A key issue in developing the site for this concept would be the substantial amount of land needed to construct parking. Parking requirements would vary depending on the user, but for the purposes of this illustration, a commuter-type college has been shown. The requirements for parking of this type of use would be significant since most students would be coming to the site via car. As shown on Figure 21, most of the areas around the existing buildings would be used for surface parking. A structured parking option was considered unlikely because the costs are 10 times more expensive than surface parking. Based on this illustration, the program for this scenario would include 333,878 square feet of education use and 33,242 square feet of retail space.

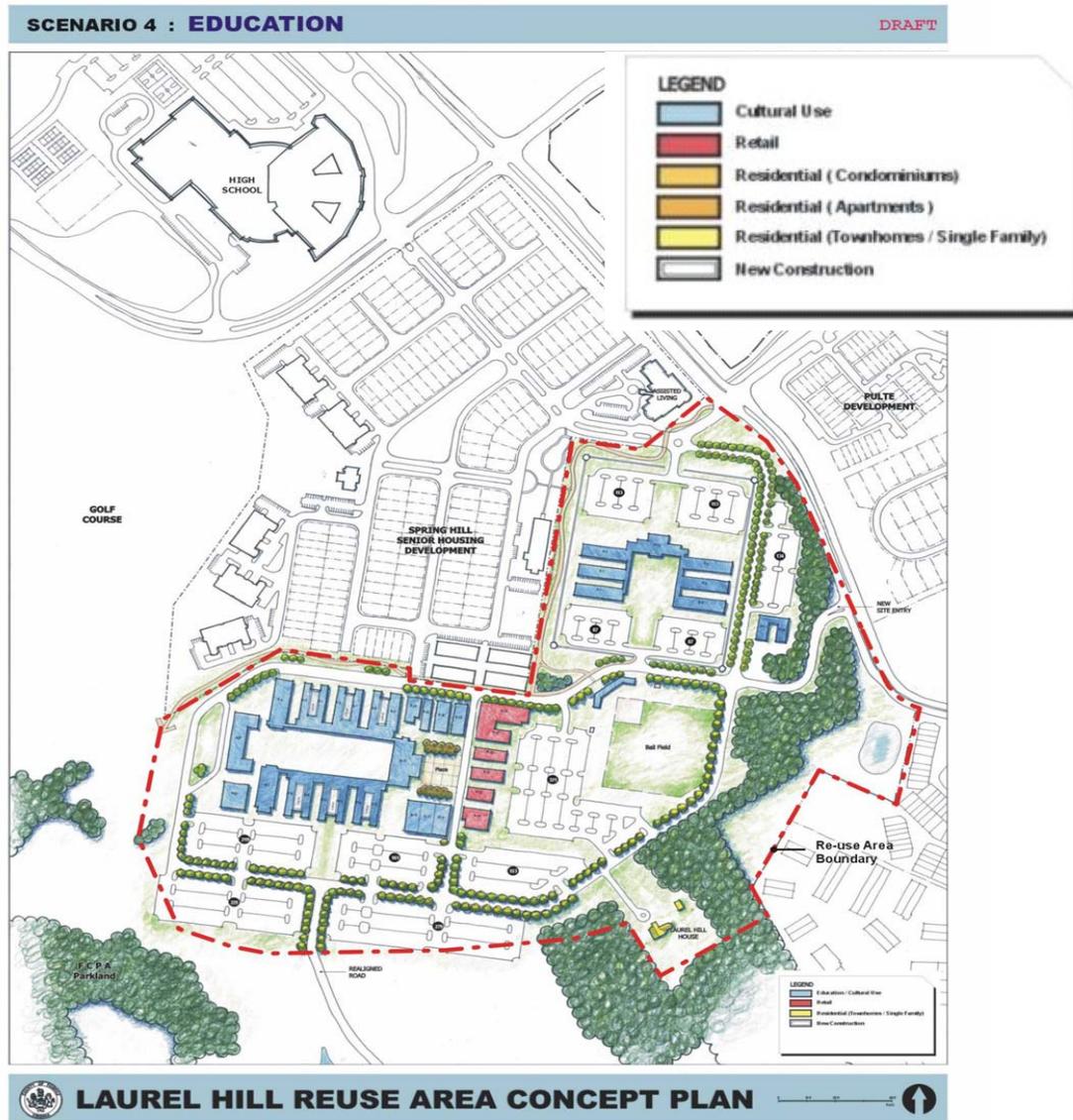


Figure 21: Scenario 4 - Education

A detailed financial analysis was prepared for each of these alternatives (the full analysis is included in the Appendix of this document). This financial analysis included development of a financial pro forma that compares construction costs to potential revenue. The results of this pro forma analysis are that all these scenarios would likely result in a deficit ranging from \$6.2 million in Scenario 2 to \$29 million in Scenario 4.

Based on the review of these scenarios, the Task Force developed the following modified scenarios:

### Concept A - Residential/Retail

The Residential/Retail Concept illustrates an approach to reuse of the site based on Scenario 2. The goal of this concept was reach a “break-even” financial position for a mixed use development comprised of residential and retail uses. To achieve that goal, the concept includes 412 dwelling units of multi-family and townhouses in both rehabilitated structures and new construction. It also includes a 102,000 square foot retail center is included. Figure 22 provides an illustration of this concept.

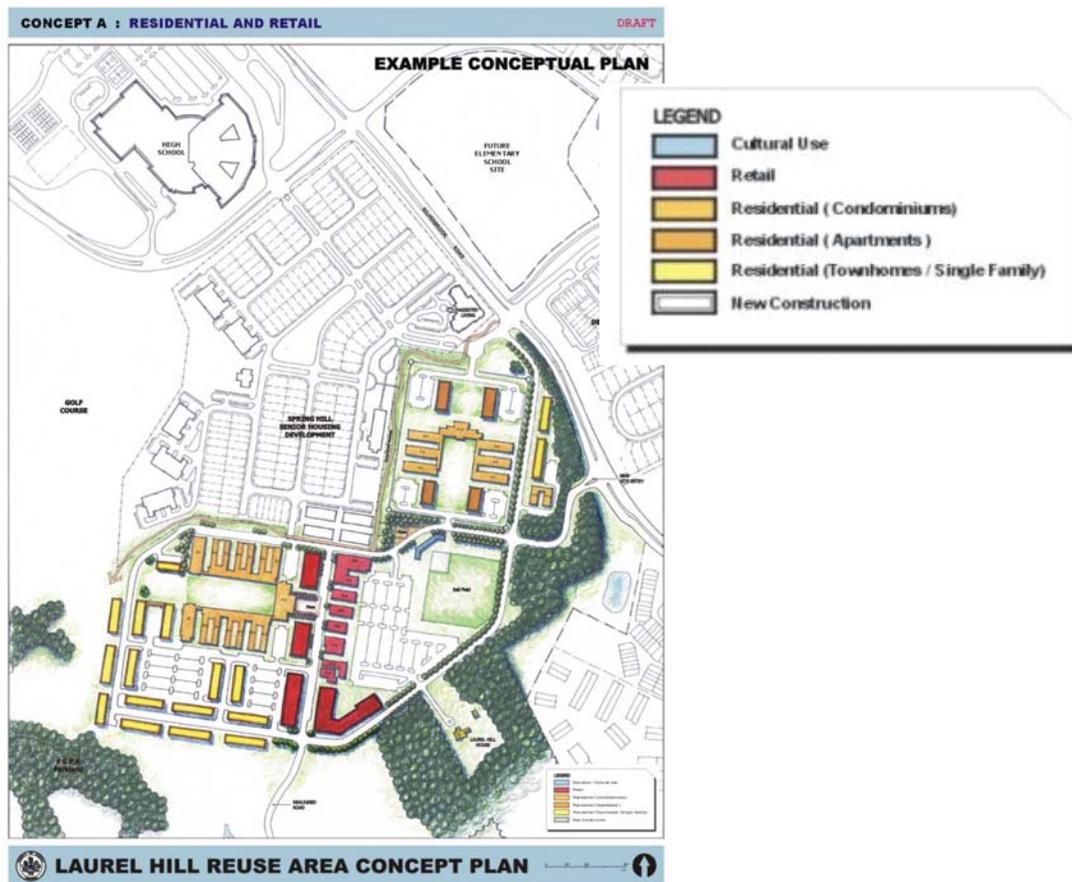


Figure 22: Concept A - Residential/Retail

## Concept B - Residential/Education

Residential/Education Concept illustrates an approach to reuse of the site based on Scenario 3. As opposed to the Residential/Retail Concept, which encompassed development of the entire site, the goal of the Residential/Education Concept was to determine the level of development required to reach a “break even” financial position for development within the *reformatory* portion of the site only. To achieve that goal, the concept presumes 257 dwelling units of multi-family and townhouses in both rehabilitated structures and new construction. A 102,000 square foot retail center also is included. In addition, this concept retains 175,000 square feet of education use proposed in Scenario 3. Figure 23 provides an illustration of this concept.

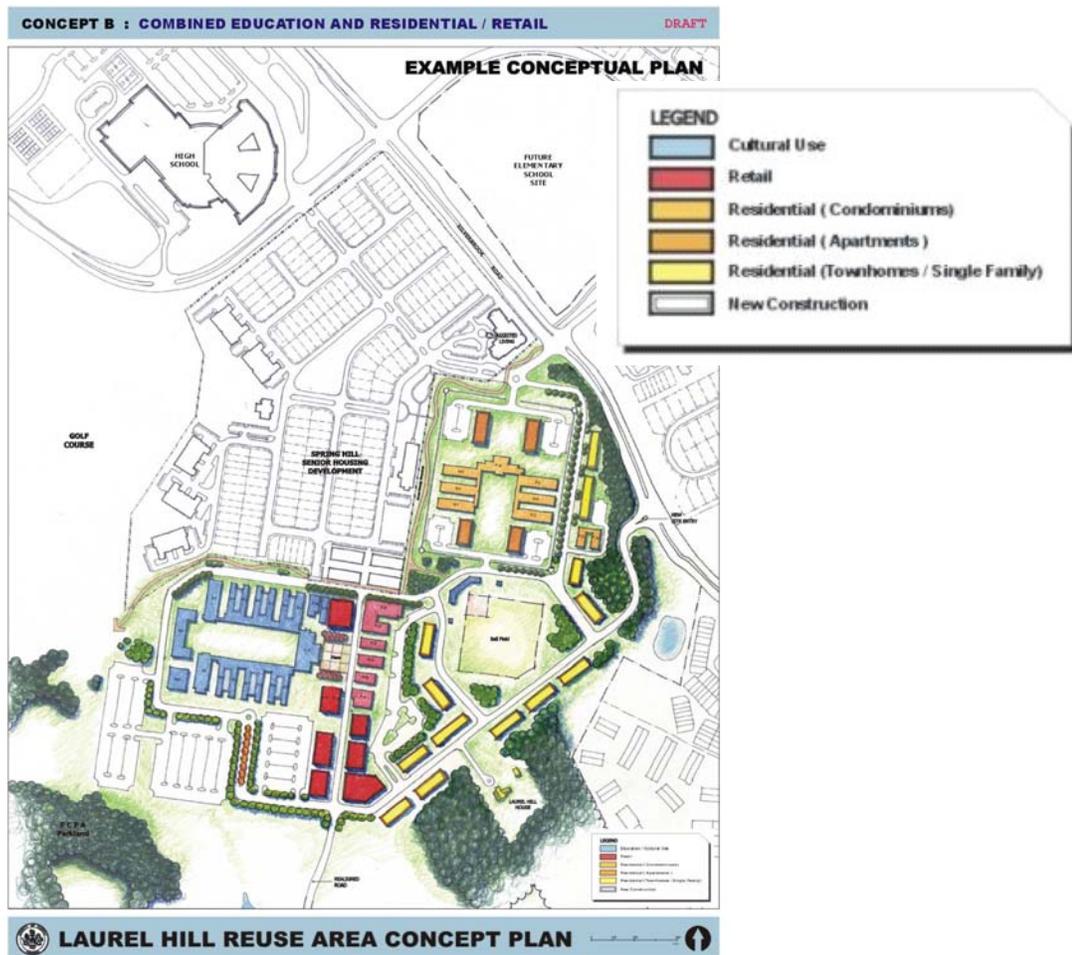


Figure 23: Concept B - Residential/Education

A similar pro forma analysis was prepared for these two concepts. The analysis indicated that the Residential/ Retail concept would not have a deficit, while the Residential/ Retail/ Education concept would have a deficit of \$10 million.

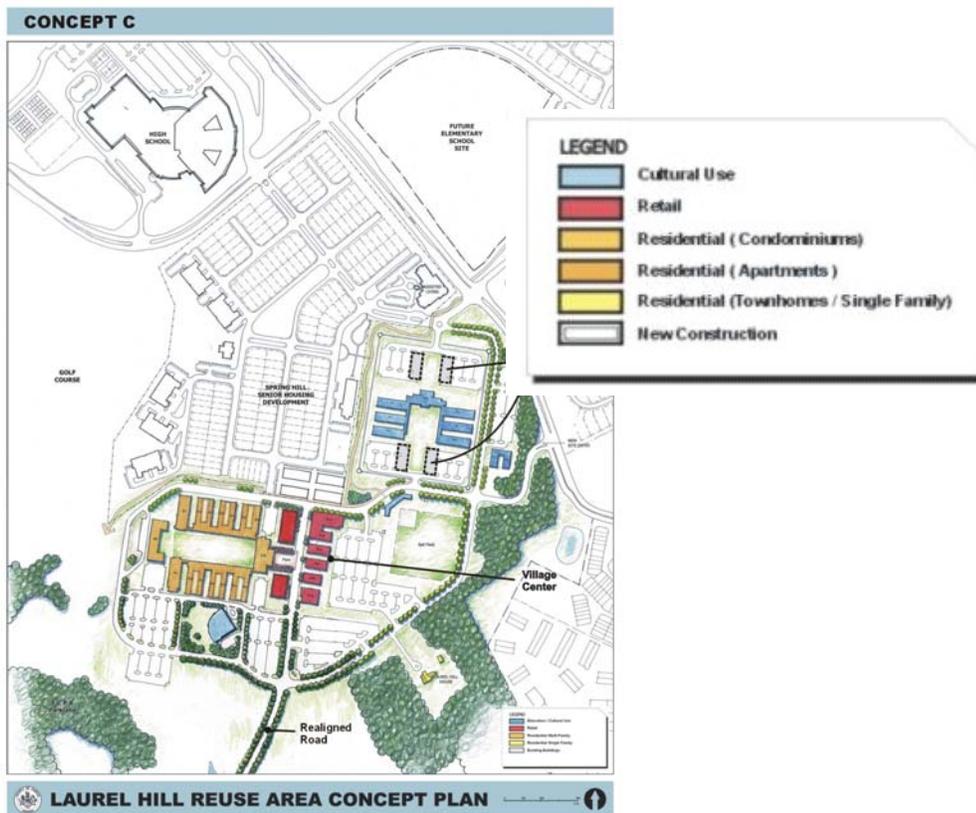
Local citizen input regarding these concepts resulted in the following feedback:

- Focus on cultural and education uses for the site
- Do not include a significant amount of housing units on the site
- Do not develop a retail center that will compete with surrounding retail areas
- Perform additional research into education or cultural uses on the site
- There were differing opinions about historic preservation; some individuals advocated the preservation of buildings while others indicated that buildings should be removed if that would improve the financial and physical development feasibility.

Based on the review of these scenarios, additional research and citizen input, the following concepts were developed.

### **Concept C – Mixed -Use Education, Ancillary Housing and Village Center.**

Concept C illustrates the idea of developing the facility as a mixed use development including education, ancillary housing and a village center. In this concept each quad would be developed for a primary use with the penitentiary developed as an education campus and the reformatory as an ancillary housing area. The village center would be developed within the area adjacent to the reformatory quad.



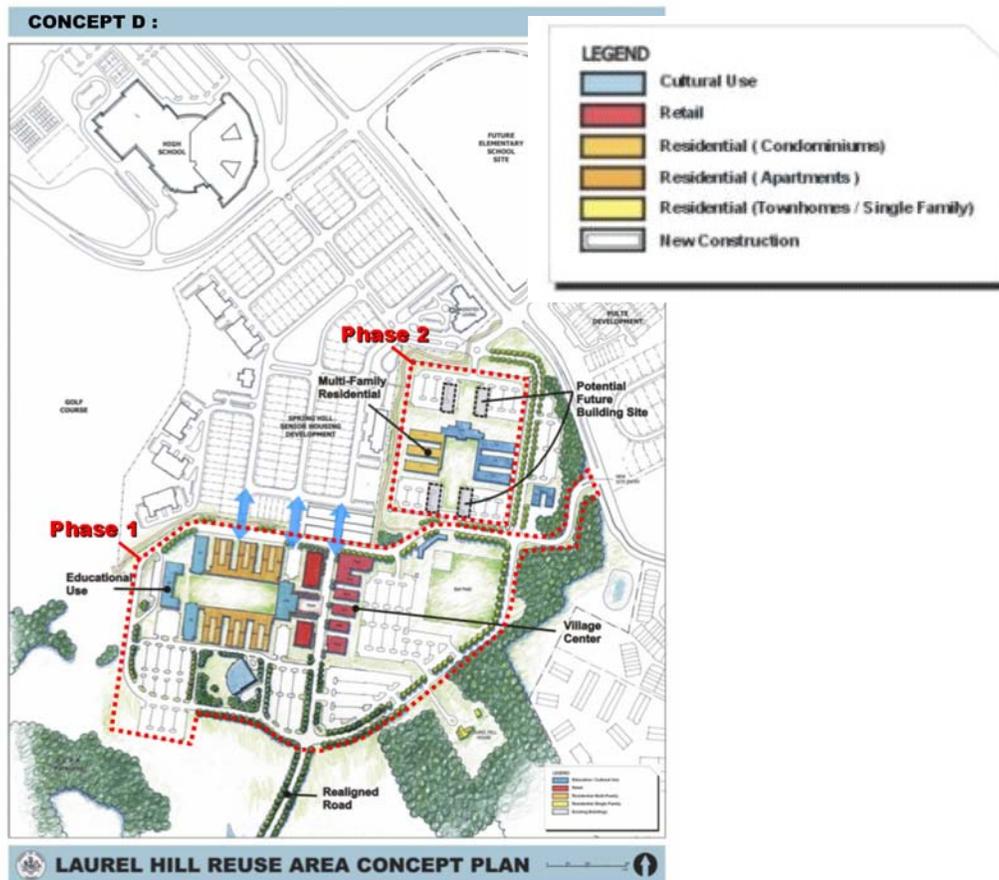
**Figure 24: Concept C - Mixed Use: Education, Ancillary Housing and Village Center**

As depicted in Figure 24, the program for this scenario would include 110,000 square feet of education use, 46,000 square feet of retail and commercial uses within the village center and 127 dwelling units of ancillary housing.

A detailed financial analysis was prepared for this concept. This financial analysis included development of a financial pro forma that compares construction costs to potential revenue. The results of this pro forma analysis are that this entire concept would likely have a deficit of \$34 million.

**Concept D – Modified Mixed -Use Education, Ancillary Housing and Village Center**

Concept D illustrates an idea similar to Concept A of developing the facility as a mixed use development including education, ancillary housing and a village center. This concept differs from C in that each quad would be developed with a mix of uses with the penitentiary and reformatory developed for both education and ancillary. The village center would be developed within the area adjacent to the reformatory quad. In addition, this concept illustrates the idea of developing each quad in phases, beginning with the reformatory and once that reuse is established, developing the penitentiary in a second phase.



**Figure 25: Concept D - Modified Mixed Use Education, Ancillary Housing and Village Center**

Based on Figure 25, the program for this scenario would include a Phase 1 of 72,000 square feet of education use, 46,000 square feet of retail and commercial uses within the village center and 44 dwelling units of ancillary housing. Phase 2 would include another 72,000 square feet of education use and 56 dwelling units of ancillary housing.

A detailed financial analysis was prepared for this concept. This financial analysis included development of a financial pro forma that compares construction costs to potential revenue. The results of this pro forma analysis are that this entire concept would likely have a deficit of \$32 million.

### **Section 4.3 – Additional Research**

The expertise of cultural and education professionals, as well as groups involved in similar adaptive reuse projects, was sought to assist the Task Force in its analysis of the site concepts. The Task Force also reviewed documentation pertaining to the predominant historic themes. Based on this feedback and further discussions by the Task Force, the recommendations that are included in Section 5.0 were developed. Research activities included:

#### **Cultural/Education Outreach**

As described in more detail in Appendix 5, more than 55 officials representing 35 public and private colleges, universities and other institutions were invited to discuss the viability of Reformatory and Penitentiary Area for these types of uses. Nine representatives representing George Mason University, Northern Virginia Community College, Old Dominion University, the Archdiocese of Arlington and the Smithsonian Institution participated in the sessions.

The education officials suggested the Reformatory and Penitentiary Area at Laurel Hill is not best used as a stand-alone campus. Instead, they thought it might be possible to develop a smaller portion of the site (perhaps 45,000 square feet) under certain conditions. However, they felt unless there is investment in roads, parking, water, sewer and utilities infrastructure, education would not drive the reuse of the site because of the high cost. As an alternative, a consortium of users might be able to locate on the site if up-front improvements were made. It was suggested that a redevelopment authority or master developer act as a broker to lease spaces for educational uses. A consortium could provide a library, shared classrooms, biotech programs or a center where classes can be transmitted electronically. In addition, education officials suggested gutting the interiors of buildings, removing the prison cell blocks, asbestos abatement and demolition of unnecessary buildings to make the site more immediately attractive.

Representatives of the Smithsonian Institution noted that the likelihood of the Smithsonian looking into using space at the Reformatory and Penitentiary Area is “feasible but not foreseeable” because the Smithsonian already has buildings which lack budget for renovation and/or stabilization. To establish a museum at the site, a viable advocacy group that can effectively lobby for its creation is required. This process can take as long as 20 years. In addition, the location of Reformatory and Penitentiary outside the Washington D.C. Mall area may make it less desirable to groups in search of a site.

With respect to profit, museums are not “money makers” and don’t fit in with the Adaptive Reuse Task Force’s efforts to find uses that are financially self-sufficient. Finally, the specific heating, ventilating and air conditioning requirements for exhibit space would make display or storage of artifacts difficult, given the porous nature of the brick structures and the need to provide an HVAC system that is beyond normal construction requirements.

### **Maze Prison Panel**

As described in Appendix 6, members of the Maze Consultation Panel, a group visiting from Northern Ireland, met with the Task Force to discuss their experience in the adaptive reuse of a 360-acre site with buildings used during the 25-year period of sectarian conflict in Northern Ireland to house prisoners. The site has been turned over by the British Government to Northern Ireland for “regeneration.” This includes economic revitalization as well as social healing.

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.” The appointed panel has been meeting about a year and is nearing the delivery of its recommendations.

There will be considerable government funding in the regeneration, in the range of perhaps £100 million (\$150 million U.S.) However, some of the proposed uses would also require private-sector funding (e.g., an international sports complex).

In terms of similarities between the sites, panel members mentioned that both Laurel Hill and Maze Prison are part of the history of an area and a nation. Both had immediate neighbors for a long period of time, whose lives were affected, for better or worse, by the prison next door. With respect to suggestions for Reformatory and Penitentiary Area, the representatives stressed that it is important that any reuses be economically sustainable, and thought should be given to partial rather than total building preservation.

### **Massachusetts Museum of Contemporary Art (MASS MoCA)**

The presentation to the Task Force may be viewed in its entirety at:  
[http://www.fairfaxcounty.gov/dpz/laurelhill/presentations/mass\\_moca0629.pdf](http://www.fairfaxcounty.gov/dpz/laurelhill/presentations/mass_moca0629.pdf)

MASS MoCA, the largest center for contemporary arts in the United States, is housed on a 13-acre campus of renovated 19th-century factory buildings in [North Adams, Massachusetts](#). The complex occupies nearly one-third of the downtown business district and includes 780,000 gross square feet in 27 historically significant buildings. The project cost to date totals \$31.4 million (including \$3 million in contributed real estate and \$4 million in environmental engineering and feasibility studies). The project has been funded by a combination of sources including \$35 million from the Commonwealth of Massachusetts.

Currently, 19 galleries with more than 100,000 square feet of exhibition space are open. By April 2005, an additional 10,000 sq. feet, 5,000 sq. feet of which is Class A office and 5,000 sq. feet of which is Class C office or storage is planned to be available.

### **Historic Themes of the Workhouse, Reformatory and Penitentiary at Laurel Hill**

The presentation to the Task Force may be viewed in its entirety at:

<http://www.co.fairfax.va.us/dpz/laurelhill/mtgsummaries/historic20040803.pdf>

#### **Overview:**

The Laurel Hill Adaptive Reuse Area contains 640,000 square feet consisting of:

- Reformatory and Penitentiary Area: 79 Acres, 67 contributing structures totaling 390,205 sq ft
- Occoquan Facility (The Workhouse): 55 Acres, 43 Buildings totaling 251,205 sq ft

#### **Challenges include:**

- Identifying themes that promote historic vision and synergy with other areas at Laurel Hill; and
- Providing guidance beyond the Memorandum of Agreement and the Comprehensive Plan which make no distinction among the 136 structures that are considered contributing to the proposed historic district.

#### **Historical Documents Consulted:**

- Phase II Architectural Evaluation of Stoneleigh, Frank Reid House and Reid Store, Tyres House and the Potential District of Columbia Workhouse and Reformatory Historic District Associated with the Proposed Route 123/Ox Road Project, Fairfax County, VA- Submitted by the William and Mary Center for Archaeological Research, Department of Anthropology, The College of William and Mary, Williamsburg, VA January 30, 1966
- *Journey From the Gallows: Historical Evolution of the Penal Philosophies and Practices in the Nation's Capital* - Mary Hostetler Oakey, First published in 1988 by University Press of America, Reprinted in 1994

## History and Themes:

The Penal Commission – Appointed in 1908 by President Theodore Roosevelt appointed a three-member panel to review conditions at the District of Columbia jail and workhouse and recommend remedial measures. “The proposed reforms recommended by the Commission introduced a philosophy so new that it completely revolutionized the methods of treatment for prisoners in the District penal institutions.”

- *Journey from the Gallows*, Page 67

## Timeline:

### Workhouse and Reformatory:

- 1909: Congress authorizes purchase of sites for workhouse and reformatory
- 1910: Nine tracts of land (1,155 acres) purchased in Fairfax County, VA
- 1913: 10 parcels of land (1,369 acres) acquired next to the workhouse tract
- 1910: Construction began on original Workhouse structures
- 1915: Construction began on original temporary Reformatory housing
- 1920's: replacement of many original frame buildings at the Reformatory and Workhouse.

## Contemporary References:

### Snowden Ashford and Colonial Revival Architecture

- “Work on the permanent structures of the reformatory was begun in 1924. Snowden Ashford, municipal architect, designed the plans in accordance with the suggestions of the Penal Commission.”

- *Journey From the Gallows*, Page 130

- “...Ashford developed a facility with historical styles, especially Colonial Revival, like so many architects of his generation. He resigned his position with the city in 1921 and pursued private practice until his death six years later.”

- William and Mary evaluation, Page 100

- “Ashford’s plan, though devised for the reformatory, appears to have inspired or even guided the rebuilding of the workhouse complex, which began in 1924 and was largely completed by 1928 (Oahey 1988:101).”

-William and Mary evaluation, Page 103

- “Construction of the walled area consisted of two cell blocks, a dining hall and three shop buildings. Completed in 1936, these buildings were located within a twenty-five foot brick wall, enclosing approximately ten acres of land.”

- *Journey from the Gallows*, Page 138

- “The District of Columbia Workhouse and Reformatory, the earliest established components of the present Correctional Facility, reflected in their buildings the innovative intentions of their creators and administrators. Dormitories consisted of one large, single room instead of cellblocks, and there were no high masonry walls and watch towers.”

- William and Mary evaluation, Page 97

- Apparently, Snowden Ashford’s drawings for the reformatory “...were reused for the construction of the workhouse facility. The historic buildings in both the workhouse and reformatory complexes are virtually identical and were designed in the Colonial Revival style.”

- William and Mary evaluation, Page 105