



Department of
**General
Services**



**REPORT ON
BEAUMONT JUVENILE CORRECTIONAL CENTER
POWHATAN COUNTY, VIRGINIA
OCTOBER 31, 2018**



Introduction

Item C-47, Paragraph F.3.c. of Chapter 2, 2018 Acts of Assembly, directs the Department of General Services (“DGS”) to report to the Chairman of the House Appropriations Committee, the Chairmen of the Senate Finance Committees and to the Governor, the highest and best use for the property known as Beaumont Juvenile Correctional Center located 3500 Beaumont Road in Powhatan County (“Beaumont”). In determining such use, DGS is charged with (i) estimating revenues and costs from any sale or development of the entire property or any portion thereof, and (ii) determine the viability of various options for potential use of the property by the Department of Corrections (“DOC”), Department of Conservation and Recreation (“DCR”), and/or the Department of Juvenile Justice (“DJJ”).

Background

The Department of Juvenile Justice (“DJJ”) is undertaking a transformation plan to reduce the use of state-operated juvenile correctional centers, reform the services DJJ provides, and replace large outdated facilities with new smaller therapeutic correctional settings. Working towards those objectives, the Beaumont Juvenile Correctional Center located in Powhatan County was vacated and taken out of service in the spring of 2017. Juveniles housed at Beaumont were either released from custody and care, or relocated to other treatment centers or to the Bon Air Juvenile Correctional Center located in Chesterfield County.

Property Description

Beaumont consists of approximately 722 acres of land located along northern boundary of Powhatan County. The property is bordered on the north by Powhatan State Park, on the east by the James River, and on the south and west by several large residential/agricultural properties. The James River Juvenile Detention Commission operates a regional tri-county juvenile detention center on a separate parcel of land owned by the commission and located within the center of and surrounded by the Beaumont property. The Beaumont property is improved with 24 institutional buildings including 2 schools, 2 administration buildings, a dining hall, a chapel, 4 maintenance buildings and several dormitory style detention buildings. Also located on the property are 16 barns and other farm structures, 5 single-family residential dwellings, a wastewater treatment plant, and a historic mansion. The historic mansion built in 1811 and known as “Beaumont” with the two acres surrounding it is registered on the Virginia Landmarks Registry (Ref. No. 072-0095) and on the National Historic Places Registry (Ref. No. 87000571). The Department of Corrections, Agribusiness Unit manages 450 acres of land in crop production and grazing pasture. The above described property and associated uses are illustrated on the Site Location Plan attached at [Appendix A](#), and on the Campus Map attached at [Appendix B](#).

The entire property is currently zoned A-10 (Agricultural), permitting 10-acre residential lots. Although the property contains over 700 acres, roughly 50% of the land is environmentally constrained by floodplains, wetlands and associated Resource Protection Areas, all as illustrated on the Existing Conditions Map attached as [Appendix C](#). Removing from consideration any environmentally constrained land, approximately 360 acres remains available for potential development.

REPORT ON BEAUMONT JUVENILE CORRECTIONAL CENTER PROPERTY

3500 Beaumont Road, Powhatan, Virginia
October 31, 2018

As mentioned above, the James River Juvenile Detention Commission (“JRJDC”) owns and operates a juvenile detention center on a separate 14-acre parcel located within the center of the Beaumont property (identified on [Appendix A](#)). The facility serves juvenile offenders from Henrico, Powhatan and Goochland counties. JRJDC expects to continue operation of the commission managed facility regardless of the disposition of any portion of the Beaumont property.

The JRJDC facility receives its water supply for both potable water and fire safety, and wastewater treatment services from facilities located on the Beaumont property and operated by DOC. The water system on the Beaumont property also serves Powhatan and Goochland County, with One Million Gallons Per Day (“MGD”) currently allocated to each county, and increasing based on demand to 10 MGD for Powhatan County and to 2 MGD for Goochland. Therefore, it is expected the water tank and ancillary facilities on the Beaumont property will remain in operation.

Coordination with Localities and State Agencies

In order to report potential impacts a disposition of all or a portion of the Beaumont property may have on certain localities and state agencies, DGS met with administrations of counties most likely to be impacted and state agencies identified in the subject legislation.

Henrico County

DGS representatives met with John Vithoukas, Henrico County Manager and his staff. Henrico County manages the tri-county regional JRJDC facility. As such, Henrico County has a stake in the continued services and accommodations to JRJDC including utility services and vehicular access across portions of the Beaumont property.

Goochland County

DGS representatives met with John Budesky, Goochland County Administrator and his staff. Goochland County is one of three localities making up the JRJDC and sending youth offenders to the regional juvenile detention center. In addition, Goochland County purchases potable water from the water system operated from the Beaumont property. The Goochland County administration was supportive of any state-operated reuse of the Beaumont property that would bring employment to the area.

Agency Meetings

DGS representatives met with DOC and DCR executives to discuss the interests of each agency as they relate to the Beaumont property.

Department of Conservation and Recreation

In 2003, DJJ conveyed 1,564 acres to DCR for the creation of Powhatan State Park. As the park became developed, DCR identified the need for a second entrance to serve overnight guests, RV’s, campers, horse trailers and other large vehicles. DCR has proposed this second entrance originating at Beaumont Road and crossing the Beaumont property, thereby isolated from residential neighborhoods. In addition, DCR seeks the opportunity to extend its trail network along the James River frontage of the Beaumont property and to create a connection to the Maidens Landing public boat access area located approximately 1.5 miles downstream of the current state park boundary. DCR’s more detailed proposal is attached as [Appendix D](#).

Department of Corrections

As mentioned above, DOC's Agribusiness Unit manages 450 acres of the Beaumont property for crop production and grazing pasture. DOC also utilizes many of the original barns and other farm buildings for equipment maintenance and storage related to its agribusiness activities. Also as mentioned above, DOC operates the wastewater (sanitary sewer) treatment plant located on the Beaumont property which serves the JRJDC facility. DOC also operates the water system at Beaumont including an on-site 200,000 gallon water storage tank and supply lines interconnected to the water system at James River Work Center (State Farm) located 6 miles to the east, in Goochland County. The water system serves the JRJDC facility, the James River Work Center (State Farm), and residents of Goochland and Powhatan counties.

In addition to continued agribusiness operations on 450 acres, DOC submitted a proposal to repurpose the entire Beaumont property in support of agency needs. DOC wishes to repurpose existing buildings for conference and training events. In order to decrease wait times for required DCJS security and corrections officer training, DOC proposes use of former detention spaces to complete this training. DOC has also proposed use of certain indoor and outdoor facilities to support training and housing needs for canine units, and other outdoor spaced for drone training and for staging of equipment and materials used for statewide construction projects, all as more specifically described on the attached Appendix E.

Department of Juvenile Justice

DJJ states the facility as constructed is outdated and incongruous with the emerging best practices treatment model the agency is endeavoring to achieve. The distance between Beaumont and the families of individuals DJJ is charged to treat hinders family visitation. Further, there are no medical trauma centers located within a reasonable distance from Beaumont. In addition, commuting distance for staff had been cause for differential pay to staff assigned to work at Beaumont. DJJ states the agency foresees no future use for the property.

Valuation and Marketing Impacts

The Powhatan County Tax Assessor currently has the property (land only) assessed for \$3,153,100. An appraisal completed in October of 2016, valued the property at \$2,889,080. Minor improvements in the residential market over the past 24 months would increase the appraised value to be on par with the assessed value, or approximately \$3,200,000. The appraised value does not include deduction for costs to demolish existing structures to prepare the property for market. Estimated costs to raze all structures and remove the roads and parking areas total approximately \$4,100,000. Assuming the existing road network and parking areas remain in place and only the structures are razed, estimated demolition costs would be \$2,600,000 as presented on Appendix F.

The Department of Treasury reports outstanding bond financing encumbering the property in the amount of \$3,260,083, which debt should be satisfied from proceeds of any sale or dispensation from state ownership. Transfer of the property for use by another state agency would not require early satisfaction of the outstanding debt.

As described earlier in this report, the juvenile detention center owned and operated by the JRJDC is surrounded by the Beaumont property. As such, it is likely that marketing the Beaumont property for residential use would be problematic due to the audible and visual impacts of the JRJDC facility.

REPORT ON BEAUMONT JUVENILE CORRECTIONAL CENTER PROPERTY

3500 Beaumont Road, Powhatan, Virginia
October 31, 2018

Recommended Use

Taking into consideration demolition costs to prepare the property for market and satisfaction of outstanding debt, sale of the property is not likely to net positive return to the Commonwealth. Transfer of the property to DOC would not disrupt its agribusiness activities on the property, and would ensure uninterrupted water and sewer utility services to the JRJDC facility as well as water service to residents of Goochland and Powhatan counties. A property transfer to DOC could also accommodate DCR's desire to create a second entrance to Powhatan State Park along Beaumont Road, and development of additional trails along the James River.

For the reasons stated, DGS recommends transfer of the entire Beaumont property to DOC, subject to DCR's requested vehicular access and trail development, to be the most viable use for the property.

Attachments

- Appendix A – Site Location Map
- Appendix B – Beaumont Campus Map
- Appendix C – Existing Conditions Map
- Appendix D – DCR Use Proposal
- Appendix E – DOC Use Proposal
- Appendix F – Demolition Estimate

DEPARTMENT OF JUVENILE JUSTICE
AGENCY 777

BEAUMONT JUVENILE
CORRECTIONAL
CENTER

Powhatan County, Virginia

SITE LOCATION

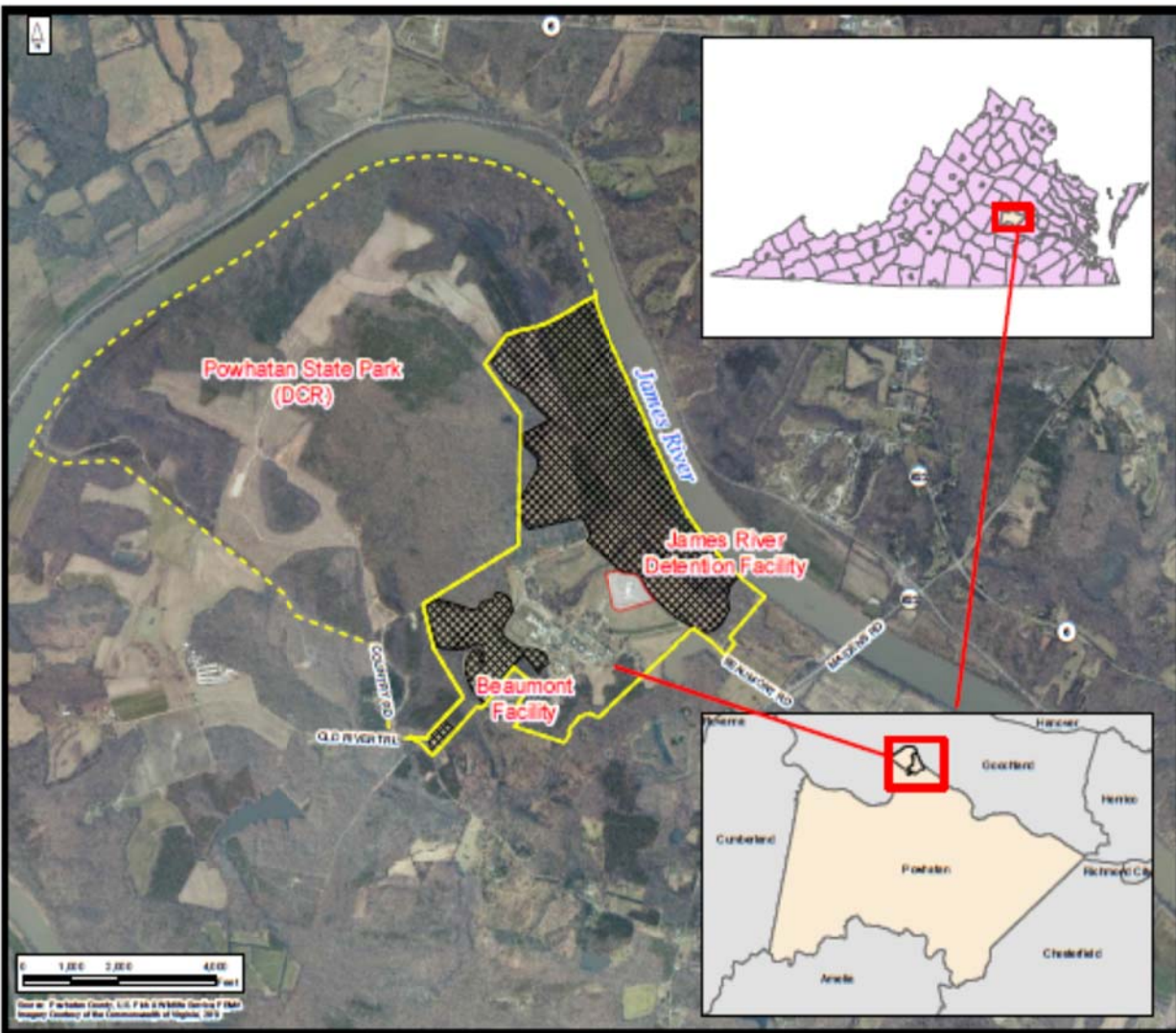
Legend

-  Property Boundary
-  Agribusiness by DOJC

DJJ Office of
Capital Outlay Management



FIGURE
1



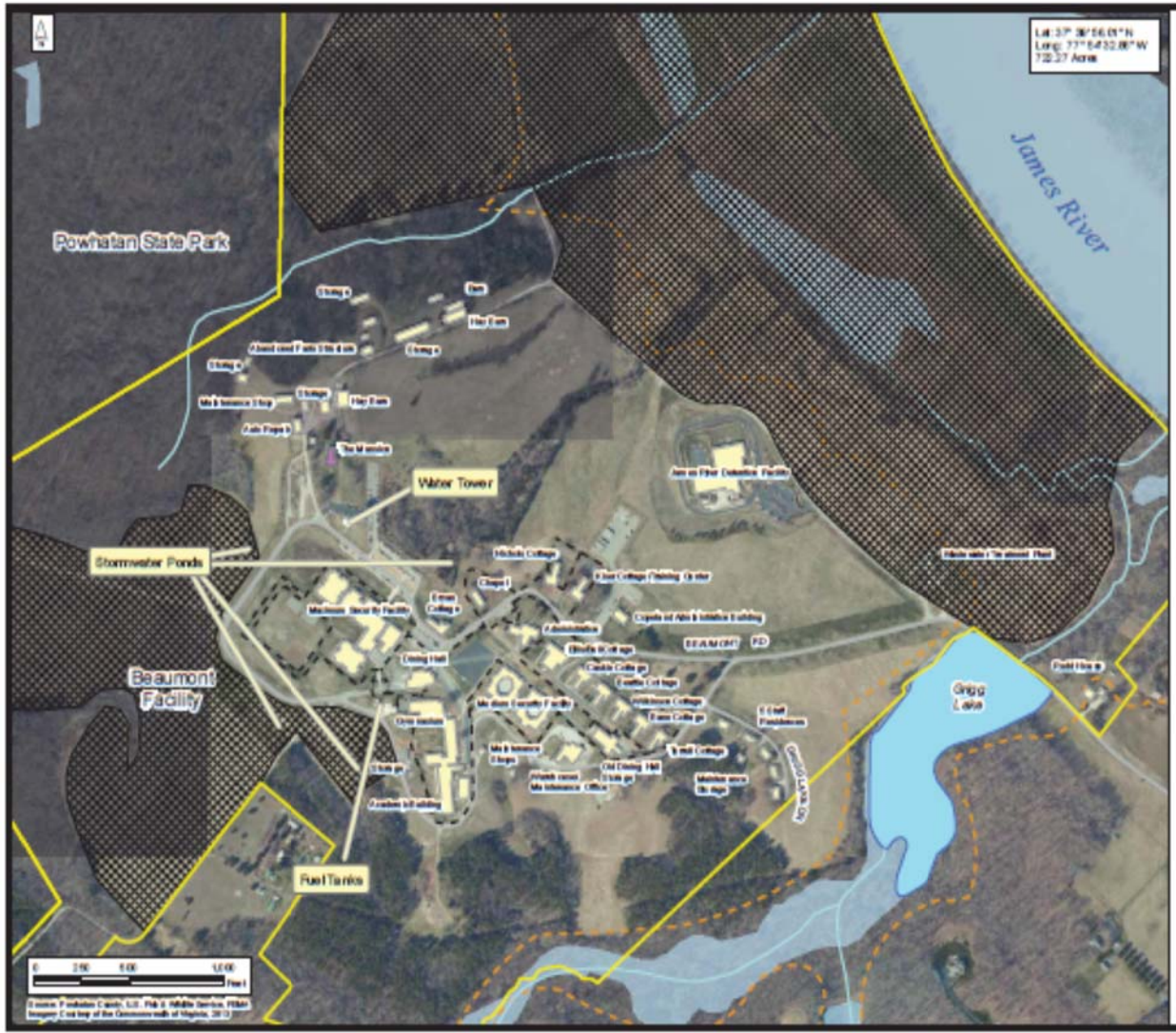
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JUVENILE JUSTICE
AGENCY 777

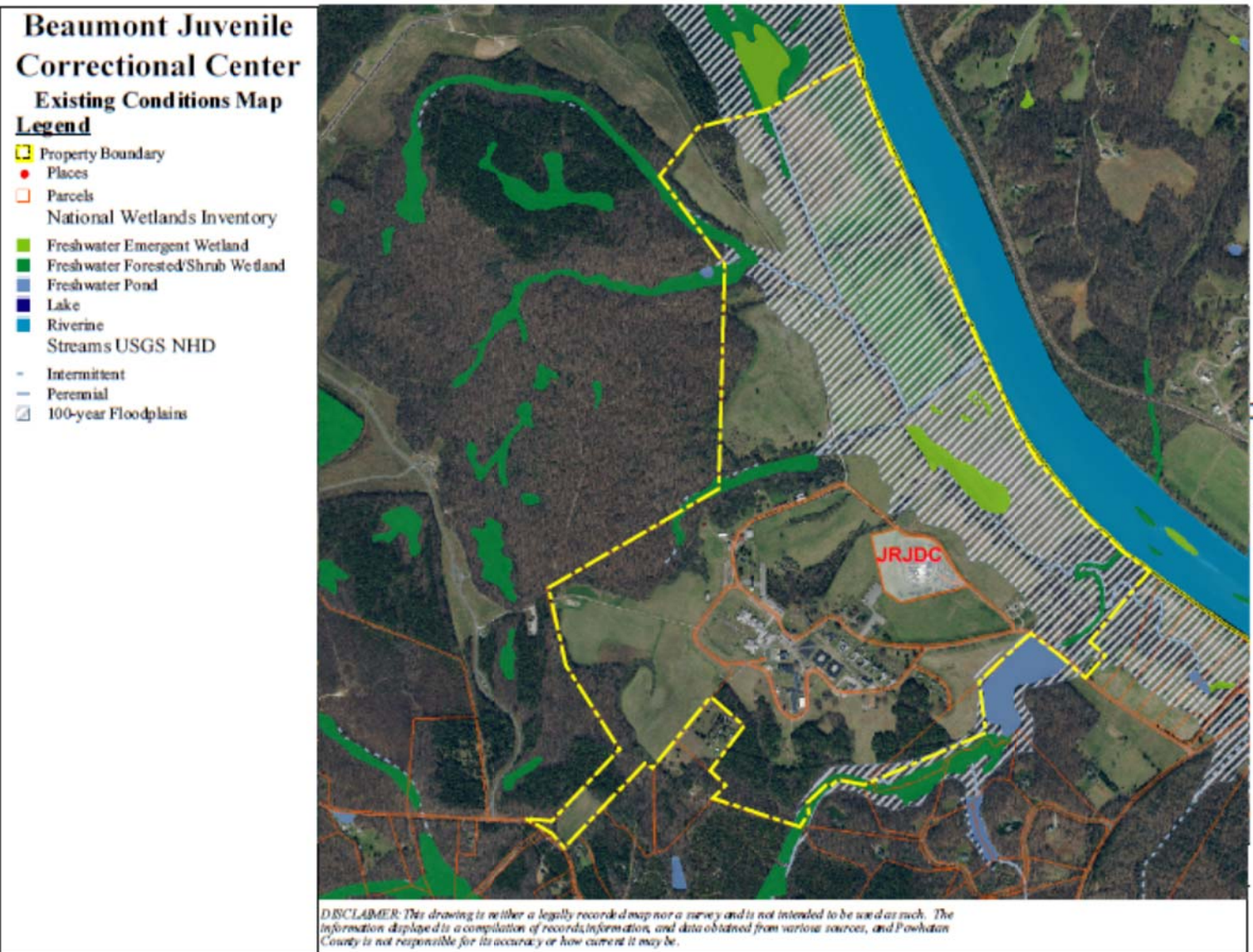
BEAUMONT
JUVENILE
CORRECTIONAL
CENTER
Powhatan County, Virginia
CAMPUS
MAP

Legend

-  Property Boundary
-  Existing Building
-  Virgin Historic Property
"Beaumont" Manor House
VCHP File #72-95
-  Acreages by DOC
-  Floodplain
-  Wetland
-  River/Stream

DJJ Office of
Capital Outlay Management





Appendix D

Site Proposal for Beaumont Juvenile Facility Proposed Use for the Dept. of Conservation and Recreation September 6, 2018

In collaboration and partnership with the Department of Corrections (DOC) and the Department of General Services (DGS), the Department of Conservation and Recreation (DCR) has reviewed and evaluated the proposed site plan for the reuse of the Beaumont Facility upon its closing as a juvenile correctional facility. Powhatan State Park consists of approximately 1,600 acres of lands adjacent to the Beaumont facility. The opportunity for an additional entrance on the Southeast corner of the park and the ability to expand hiking trails along the James River would provide greater public recreational access. We believe these opportunities are completely compatible with the plan proposed by DOC.

The current entrance to Powhatan State Park comes off of Route 522 (Maidens Road) and Route 617 (Old River Trail), approximately one mile south of Beaumont Road. Since the initial development of the park, local residents and Powhatan County officials expressed concern over the safety of this entrance. Recent improvements made by the Virginia Department of Transportation (VDOT) to add turn lanes and increase line-of-site have made the entrance more accessible. However, county officials and their General Assembly representatives have continued to express interest to DCR in providing a separate entrance to the park for overnight guests, RV's, campers, horse trailers and other large vehicles.

By utilizing the existing entrance from Beaumont Road, Powhatan State Park could offer overnight guests access to the park by creating a roadway connection between Beaumont Road and the park border where the camping facilities are already located. The Beaumont Road entrance from Route 522 is on a long straightaway and already has sufficient turn lanes. This entrance also currently provides access to the Department of Game and Inland Fisheries (DGIF) Maidens boat ramp, which is used by canoers and kayakers who launch their boats in one of two access points in the park and take out at the DGIF ramp. Having two entrances to the park can relieve traffic on State Route 522 by separating day-use and overnight visitors entering the park.

Beaumont Road is currently paved up to a gate that controls entrance to an area of the property used by DOC agribusiness operations. In order to connect the State Park to Beaumont Road, approximately one additional mile of current gravel road would need to be widened and paved to VDOT standards.

In addition to a secondary park entrance, DCR proposes utilizing the river frontage available on the Beaumont facility contiguous to the park for additional recreational access. This portion of the property is predominately wetlands and in the floodplain and therefore not suitable for development. However, the area along the James River could be used for an additional trail system that can be connected to existing trails in the park. This would also afford additional bank fishing opportunities along the river.

With DOC's presence at the Beaumont facility, DCR would also be very interested in utilizing additional DOC work crews to build new trails as well as providing ongoing inmate and/or community corrections teams to assist in the daily maintenance of the park. Throughout the Commonwealth, DOC and DCR already partner to provide work opportunities to offenders and we

REPORT ON BEAUMONT JUVENILE CORRECTIONAL CENTER PROPERTY
3500 Beaumont Road, Powhatan, Virginia
October 31, 2018

believe the DOC proposal for the reuse of Beaumont would allow us to expand on these efforts. Through a partnership of use for the property, the citizens of the Commonwealth will be able to enjoy the James River scenic views while the rest of the facilities on the property are being used to their maximum potential.

Submitted by Clyde E. Cristman
Director, Department of Conservation and Recreation

Appendix E

FUTURE USE PROPOSAL
FORMER DEPARTMENT OF JUVENILE JUSTICE –
BEAUMONT PROPERTY

N.H. Cookie Scott, Deputy Director of Administration
VIRGINIA DEPARTMENT OF CORRECTIONS

The Virginia Department of Corrections (VADOC) is making a formal request to occupy the property that currently belongs to the Department of Juvenile Justice known as Beaumont. The VADOC Agribusiness Unit presently utilizes portions of the land for the grazing of cattle and growing of crops. The VADOC also provides support to the current structure by maintaining the Water Treatment and Waste Water Treatment Plants located on the property.

There are multiple units within Corrections that could utilize the facility and/or surrounding property for a variety of operations. The proposed use for each of these units is outlined below:

Agribusiness

- Continue to utilize the 450 acres for crop production and pasture land
- Use sheds for storage of equipment
- Use barns for sheltering of livestock

Academy for Staff Development

- Renovate large gymnasium into a conference center to provide space for training/conferences which defrays rental costs for large venues for Department training and conferences
- Offer additional Security Training classes for newly hired Corrections Officers to decrease the waiting list for completion of DCJS phase training
- Provide realistic training by incorporating use of cell blocks into training role plays
- Use renovated gym for additional skill based training, such as Defensive Tactics, when not being utilized for large training programs/conferences
- Use kitchen and dining areas to feed training participants and train offenders
- Use billeting for training participant housing

Emergency Services Unit

- Utilize small gym area for tactical and canine training – Defensive Tactics, Disturbance Control Techniques, etc.
- Construct small obstacle course for physical conditioning of emergency management/canine personnel
- Use classrooms for on-site training for emergency management/special teams training
- Design a dedicated statewide Command Post and staging area for use by VADOC and other state agencies during emergency situations
- Build kennels to house working canines
- Use outside recreation area for disturbance control and canine training
- Use outside space for Drone training
- Provide centralized area for Canine Unit and Field Operations Unit to store equipment, files, evidence and canine drug storage (training resource)
- Use billeting to house employees responding to emergency conditions

Corrections Construction Unit and Environmental Services Unit

- Provide space for staging of equipment and materials for statewide projects

Re-entry and Programs

- Use classroom space for meetings for statewide personnel
- Provide training space for programming training for large groups
- Provide office space for employees working/traveling statewide



VIRGINIA DEPARTMENT OF CORRECTIONS

REPORT ON BEAUMONT JUVENILE CORRECTIONAL CENTER PROPERTY

3500 Beaumont Road, Powhatan, Virginia

October 31, 2018

Appendix E

DEMOLITION ESTIMATE BEAUMONT JUVENILE CORRECTIONAL CENTER POWHATAN COUNTY, VIRGINIA

ESTIMATE

Demolition contractor as lead contractor			Grand Total	\$ 4,082,897
			Markup	1.00
			Sub-Total	\$ 4,082,897
Description / Location of Work	Quantity	Units	Unit Price	Total
Demolish Secure perimeter fencing	3,733	LF	\$ 8.00	\$ 29,864
Demolish existing roads	8,000	LF	\$ 50.00	\$ 400,000
Demolish existing paving	361,000	SF	\$ 3.00	\$ 1,083,000
Demolish institutional buildings	183,865	SF	\$ 9.00	\$ 1,654,785
Demolish non-institutional buildings	144,208	SF	\$ 6.00	\$ 865,248
20,000 gallon fuel tanks with concrete spill containment	2	EA	\$ 25,000.00	\$ 50,000

This estimate does not include costs for project management, inspections, testing, hazardous substance handling or clean-up, archeological studies, or other contingencies.