



Department of  
**General  
Services**



**ALTERNATIVES ANALYSIS  
FOR A NEW  
DEPARTMENT OF JUVENILE JUSTICE (DJJ)  
JUVENILE CORRECTIONAL CENTER  
TO BE LOCATED  
IN CENTRAL VIRGINIA**

**OCTOBER 31, 2018**

## Introduction

Item C-47, Paragraph F.3.a. of Chapter 2, 2018 Acts of Assembly, directs the Department of General Services to report to the Chairman of the House Appropriations Committee, the Chairmen of the Senate Finance Committees and to the Governor, options for a Department of Juvenile Justice Juvenile Correctional Center to be located in Central Virginia. Specifically excluded from consideration shall be the property which includes the existing Bon Air Juvenile Correctional Center located at 1900 Chatsworth Avenue, Bon Air (Chesterfield County), Virginia.

## Background

The Department of Juvenile Justice (DJJ) is undergoing a transformation to reduce the use of state-operated juvenile correctional centers, reform the services DJJ provides, and replace large outdated facilities with new smaller therapeutic correctional settings.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. From the spring of 2016 to the spring of 2017, juveniles housed at Beaumont were either released upon completion of their sentences, transferred to step down placements, or relocated to the Bon Air Juvenile Correctional Center located in Chesterfield County. The current biennial budget authorizes and funds a 60-bed juvenile correctional center to serve youth primarily from the Tidewater area that is to be constructed in Isle of Wight County and is scheduled to be completed in 2021. This report focuses on options to be considered for a second facility to serve youth primarily from the balance of the Commonwealth, and which is to be located in Central Virginia.

## Basic Requirements

The proposed Central Virginia Juvenile Correctional Center (CVJCC) is intended to serve juveniles committed to the custody of the DJJ who are not placed at one of DJJ's alternative placements, or remanded to the Tidewater Juvenile Correctional Center to be constructed in Isle of Wight County. DJJ has identified the Richmond Metropolitan Area as the appropriate location for the CVJCC, primarily because this region houses the second highest concentration of youth committed to DJJ's care and custody (see [Appendix A](#)), and because locating the facility in this region would minimize commuting distances for a majority of current Bon Air staff (see [Appendix B](#)).

Basic requirements for the CVJCC as identified by DJJ include the following:

- Private accommodations for up to 96 juveniles (including male and female living units).
- Proximity to as many of the families and home communities of committed youth as possible.
- Preliminary programming indicates approximately 30 acres of developable land is required to support the correctional facility, administrative and training space, and provide buffers to adjacent land uses.
- Location within 30 minutes of a Level I Trauma Center (preferably, a Level I Pediatric Trauma Center).
- Close proximity to fire and EMS facilities.
- Proximity to work/programming/community college opportunities for youth.
- Visual separation from residential communities.
- Served by utilities including water, sewer, gas, phone and internet.
- Proximity to public transportation preferred.

## **Property Search**

To identify available properties meeting criteria provided by DJJ, DGS utilized services of the Commonwealth's contracted real estate broker. DGS also conducted a search of Commonwealth owned properties that have been declared surplus to the needs of the Commonwealth, or that have been identified as potentially underutilized. A search ring loosely bounded by the area formed by Route 288 to the west, and Route 295 to the east (see Appendix C) was used as the basis for the property search. A Request for Information (RFI) publically advertised by the broker resulted in sixteen (16) responses from private developers. In addition, DGS identified for consideration, six (6) state-owned properties. A committee made up of DJJ, DGS staff and the broker reviewed attributes of each of the 22 properties (all as illustrated on Appendix D) and developed a short list of properties (illustrated on Appendix E) for further investigation and consideration.

## **Coordination with Localities and State Agencies**

To more fully assess effects a new juvenile correctional facility may have on localities, DGS contacted administrations of the City of Richmond and of surrounding counties to discuss any concerns and learn of any support each may have for a new facility.

On July 2, 2018, DGS representatives met with the Chesterfield County Administrator and select county staff. The Appropriations Act language excluding from consideration the development of a new facility at DJJ's Bon Air campus was discussed. County staff explained pending zoning changes and offered potential redevelopment alternatives for the Bon Air property. The County Administrator was generally supportive of the opportunity to site a new facility within the county, stating his appreciation for the employment a DJJ facility brings to the county and reinforced the county's desire to retain jobs currently at the Bon Air campus.

On August 16, 2018, DGS representatives met with the Henrico County Manager and select county staff. Henrico County was concerned about the recent closure of Beaumont Juvenile Correctional Center, and future use of that property. Henrico County manages a tri-county commission responsible for operation of the James River Juvenile Detention Center (JRJDC) located on property surrounded by the Beaumont property. In addition to being surrounded by Beaumont, the JRJDC facility relies on Beaumont for sewer treatment, potable water supply, and access. DGS also discussed a state-owned property being considered. This property is owned by VDOT and located adjacent to the Virginia Distribution Center off of Meadow Road, in the east end of Henrico County. On August 21, 2018, DGS received a letter from the County Manager (Appendix F) objecting to locating a juvenile correctional center on the Meadow Road property, citing recent residential development pressures and recreational development in the area. DGS also asked the county administration if it could suggest any other locations to site a facility within Henrico County, and none were offered.

On September 18, 2018, DGS representatives met with the Hanover County Administrator and select county staff. The County Administrator objected to development of any state facility on a privately owned property located adjacent to the Hanover Regional Airport, which property was short-listed for potential development, stating the property is being marketed for economic development purposes, and that use of the property as a correctional facility is incompatible with neighboring residential communities. The County Administrator also stated his objections to opening a new juvenile correctional center on the site of the recently closed Hanover Juvenile Correctional Center and current Virginia Public Safety Training Center, despite the fact that juvenile correctional facilities had operated on the 1,800± acre Broad Neck Road property for

nearly 100 years. On August 21, 2018, DGS received a letter from the County Manager (Appendix G) objecting to siting a juvenile correctional center anywhere within Hanover County.

On October 4, 2018, DGS representatives met with the Goochland County Administrator and select county staff to discuss the Commonwealth's plan to construct a new juvenile correctional facility in Central Virginia and to learn of Goochland County's concerns regarding potential future use or development of the Beaumont property. Goochland County, along with Powhatan County and Henrico County, are part of the tri-county commission operating the James River Juvenile Detention Center (JRJDC) located on property surrounded by the Beaumont property. Goochland County also purchases potable water from the 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.

On October 16, 2018, DGS representatives met with the Chief Administrative Officer and select staff from the City of Richmond. The administration is supportive of DJJ's plan to build a new facility in the Richmond Metropolitan Area, but was unable to offer any suggested sites within city limits.

## **Location Options**

After meeting with all interested localities, reviewing available information on each of the sites proposed by private developers and assessing attributes of available state-owned properties, six sites were shortlisted. Below is a brief summary of the attributes of each of the shortlisted sites.

### **Broad Neck Road, Hanover County**

In 1920, the Commonwealth acquired 1,741 acres, which was occupied by the former Hanover Juvenile Correctional Center until it closed in 2014. After the juvenile correctional center closed, approximately 60 acres of the property was repurposed for the Virginia Public Safety Training Center (VPSTC). The Department of Corrections' Agribusiness Unit farms approximately 700 acres of the property, and the remaining 980 acres is mostly under forest management. The property is bordered on the north by the Pamunky River and on all other sides by wooded property. Approximately 12 homes are situated on small lots along River Road, on its approach to the property from State Route 301, and a small development of larger lots (10+ acres) is under construction approximately one mile east along River Road from the entrance to the subject property.

The property is served by a wastewater treatment plant having a capacity of 34,700 Gallons Per Day (GPD), yet the plant is currently treating only 7,000 GPD. The property is also served by a system of wells and a 60,000-gallon water storage tank, having an estimated capacity of 12,000,000 gallons per year. However, since use of the property was scaled back after closure of the correctional center, the groundwater withdrawal permit was also scaled back to 3,600,000 gallons per year. Increased demand may require a modified groundwater withdrawal permit, but well within the design capacity of the system. Electric and communications lines run throughout developed portions of the property and a cellular communications tower is located on the property.

Within the developed area occupied by the VPSTC, DJJ in 2014, constructed a new administration and offender intake building consisting of 13,600 square feet. However, with the closure of the juvenile correctional center that year, the building could not be used as intended. Virginia State Police has made use of the building since its completion, but plans to vacate it in

2019. If the new facility were built on this property, the building could be available to offset some of the administrative space required for the Central Virginia JCC.

#### Pros and Cons of the Broad Neck Road Site

- + The property is already owned by the Commonwealth and controlled by DJJ. Therefore, there are no acquisition expenses or market competition risks to consider.
- + The property is already well served by essential utilities, with ample capacity to handle new development. Depending where on the property a new facility is constructed, costs to extend utilities could be minimal.
- + Because DJJ's training academy is currently located on this property, its location would minimize disruption when correctional center staff attend training. This would also afford greater opportunities for on-site coaching and professional development at the new JCC, ease transition for new recruits completing basic-skills training, and provide for additional staff in the event of crisis or emergency.
- + After Tidewater and the Richmond Metropolitan region, the next highest concentration of committed juveniles come from the Washington Metropolitan Area of Virginia. Therefore, the subject property's location being approximately 15 miles north of Richmond lends to the convenience of families traveling from northern Virginia, while also being in close proximity to the families of committed juveniles from the Richmond Metropolitan Area.
- + The Department of Mines, Minerals, and Energy is developing proposals for a solar farm on this property, creating opportunities for energy efficiencies and savings once the new facility is operational.
- The Hanover County administration objected to the return of a juvenile correctional center at the state-owned Broad Neck Road property.

#### Barrett Center Road, Hanover County

The property located at the intersection of Chestnut Church Road and Georgetown Road, acquired by the Commonwealth in 1920, and formerly operated by DJJ as the Barrett Leaning Center, consists of 142 acres. DJJ closed the facility in 2005, and has continued to maintain the grounds since that time. The property is surrounded by higher value, large lot single-family residences. No public utilities serve the property and previous on-site utility systems have been dormant since closure of the facility in 2005.

#### Pros and Cons of the Barrett Center Road Site

- + The property is already owned by the Commonwealth and controlled by DJJ. Therefore, there are no acquisition expenses or market competition risks to consider.
- + After Tidewater and the Richmond Metropolitan region, the next highest concentration of committed juveniles come from the Washington Metropolitan Area of Virginia. Therefore, the subject property's location being approximately 12 miles north of Richmond lends to the convenience of families traveling from northern Virginia, while also being in close proximity to the families of committed juveniles from the Richmond Metropolitan Area.
- Development of wastewater treatment facilities and a water supply system, and extension of public utilities to serve the property could be costly.
- The Hanover County administration objected to locating a juvenile correctional center within the county.
- Proximity to adjacent higher value, large lot single-family residential communities is not preferred.

### Ashcake Road, Hanover County

The property located along Ashcake Road, near the intersection of Sliding Hill Road and just east of the Hanover County Municipal Airport consists of approximately 217 acres. Large residential communities lie to the east of the property along Sliding Hill Road, a precast concrete structure manufacturing plant lies to the west, and a church and wooded properties lie to the north of the subject property.

In his response to the RFI, the developer offered that he is willing to subdivide and sell a 30-acre parcel required for the proposed juvenile correctional center. Based on the developer's response to the RFI, the estimated cost to acquire the required 30-acre parcel is \$650,000. The property is not currently served by essential utilities, all of which would need to be extended considerable distances. Development of the property will also require substantial improvements to widen portions of Ashcake Road and Sliding Hill Road. The costs to improve roads and extend utilities to the site could exceed \$2,000,000.

#### Pros and Cons of the Ashcake Road Site

- + After Tidewater and the Richmond Metropolitan region, the next highest concentration of committed juveniles come from the Washington Metropolitan Area of Virginia. Therefore, the subject property's location being approximately 15 miles north of Richmond lends to the convenience of families traveling from northern Virginia, while also being in close proximity to the families of committed juveniles from the Richmond metropolitan area.
- Estimated costs to acquire the property and bring utilities and road improvements to the site may exceed \$2,650,000.
- During the period of time necessary to obtain all required approvals to develop and acquire the property, the Commonwealth is subject to risk of losing the property to other potential developers.
- The Hanover County administration is opposed to development of any public use on the 217-acre tract, and is supporting marketing efforts to attract industrial and commercial users to the property as a natural extension of land uses currently at the neighboring airport property.
- The Hanover County administration objected to locating a juvenile correctional center within the county.

### Willis Road, Chesterfield County

The property located at 1608 Willis Road in Chesterfield County is situated in an industrial area approximately 0.75 mile east of Route 95. A large beverage distribution facility is under construction to the west of the subject property, a General Electric turbine manufacturing facility is located to the east, small residential dwellings lie on the opposite side of Willis Road to the south, and wetlands and flood plain areas encumber much of the rear of the subject property lying to the north. A railroad siding serving the General Electric facility crosses the rear portion of the developable area of the subject property.

The developer is only offering the entire 58-acre property, while DJJ's requirement is for only 30 acres. The estimated cost to acquire the property is \$2,050,000. Essential utilities are nearby, therefore limiting additional cost to extend services and improve roadways.

### Pros and Cons of the Willis Road Site

- + The site is conveniently located off Route 95, approximately 10 miles south of Richmond, therefore within close proximity to the families of committed juveniles from the Richmond Metropolitan Area, as well as to DJJ's central office in downtown Richmond.
- + The site is relatively close to the current Bon Air campus and to the homes of many Bon Air staff.
- + The wooded nature of the site will make for easy visual buffer from the road
- Estimated costs to acquire the property are \$2,050,000.
- During the period of time necessary to obtain all required approvals to develop and acquire the property, the Commonwealth is subject to risk of losing the property to other potential developers.
- The industrial setting of the neighborhood, and the unknown impact of neighboring industry and rail, may not convey the appropriate rehabilitative message to youth and families.

### Whitepine Road, Chesterfield County

The property located along Whitepine Road in Chesterfield County is within a planned light industrial development adjacent to the Chesterfield County Airport. Residential developments adjoin to the west and to the north of the site.

This is a wooded site consisting of approximately 74 useable acres, and the developer is willing to subdivide and convey a smaller parcel satisfying requirements of project. The estimated cost to acquire necessary acreage to support the project is \$1,700,000. Essential utilities are nearby, therefore limiting additional cost to extend services and improve roadways.

### Pros and Cons of the Whitepine Road Site

- Although this location may be convenient to certain families of committed juveniles from the Richmond Metropolitan Area, it is that much further from those traveling from northern Virginia and other parts of the state. This location may have both positive and negative implications for families.
- + The site is conveniently located off Route 288, approximately a 20 mile drive from downtown Richmond.
- + The site is very close to the current Bon Air campus and to the homes of many Bon Air staff thus being minimally disruptive when they relocate.
- + The site is relatively close to DJJ's central office in downtown Richmond.
- + The wooded nature of the site will make for easy visual buffer from the road.
- Estimated costs to acquire the property are \$1,700,000.
- During the period of time necessary to obtain all required approvals to develop and acquire the property, the Commonwealth is subject to risk of losing the property to other potential developers.
- Proximity to adjacent residential communities is not preferred.

### Meadow Road, Henrico County

DGS identified an underutilized property located off Meadow Road in the eastern section of Henrico County. The 124-acre property was acquired by VDOT in 1976, in connection with construction of Route 295. In 1999, approximately 10 acres of the property was leased to DGS

for construction of the Virginia Distribution Center warehouse facility. The remaining undeveloped acreage has been left vacant and now covered by a mix of woodlands. The property is surrounded by older rural residential properties, and in recent months, Henrico County has seen an increase in new development applications, including a proposal for a mixed use development consisting of 43 single-family homes, 230 townhomes, and commercial space with retail, office space, a hotel and a fast food restaurant. Due to recent residential development pressure, this site was removed from consideration.

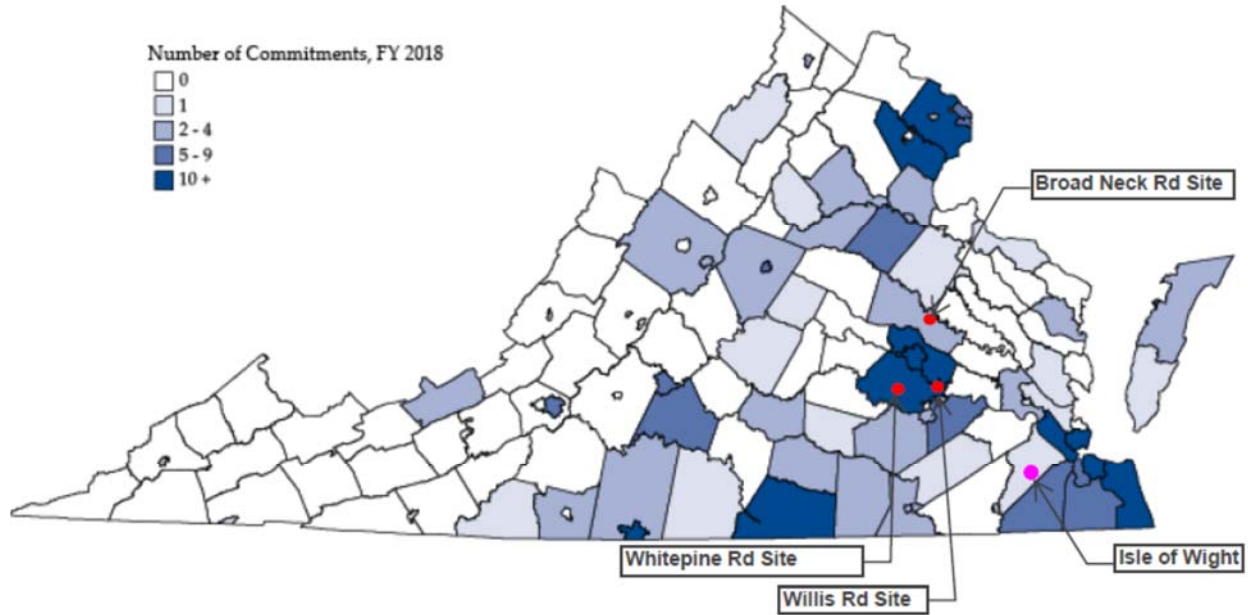
### **Attachments**

- Appendix A – Juvenile Commitment Map
- Appendix B – DJJ Bon Air Staff Residence Map
- Appendix C – RFI Search Area Map
- Appendix D – RFI Response and State Property Map
- Appendix E – Property Selection Map
- Appendix F – Henrico County Letter
- Appendix G – Hanover County Letter



# Appendix A

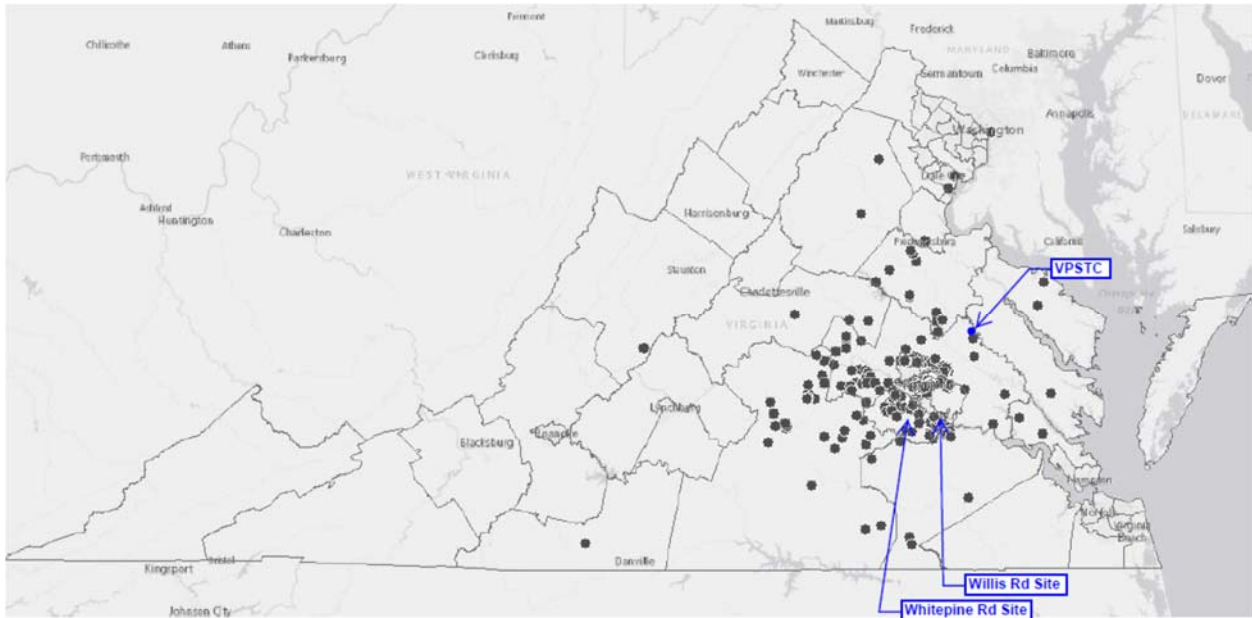
## JUVENILE COMMITMENT LOCATION MAP



Note: The Ashcake Road and Barrett Center Road properties are in close proximity to the Broad Neck Road (VPSTC) property, all in Hanover County.

## Appendix B

### BON AIR STAFF BY LOCATION OF RESIDENCE (6/15/18)



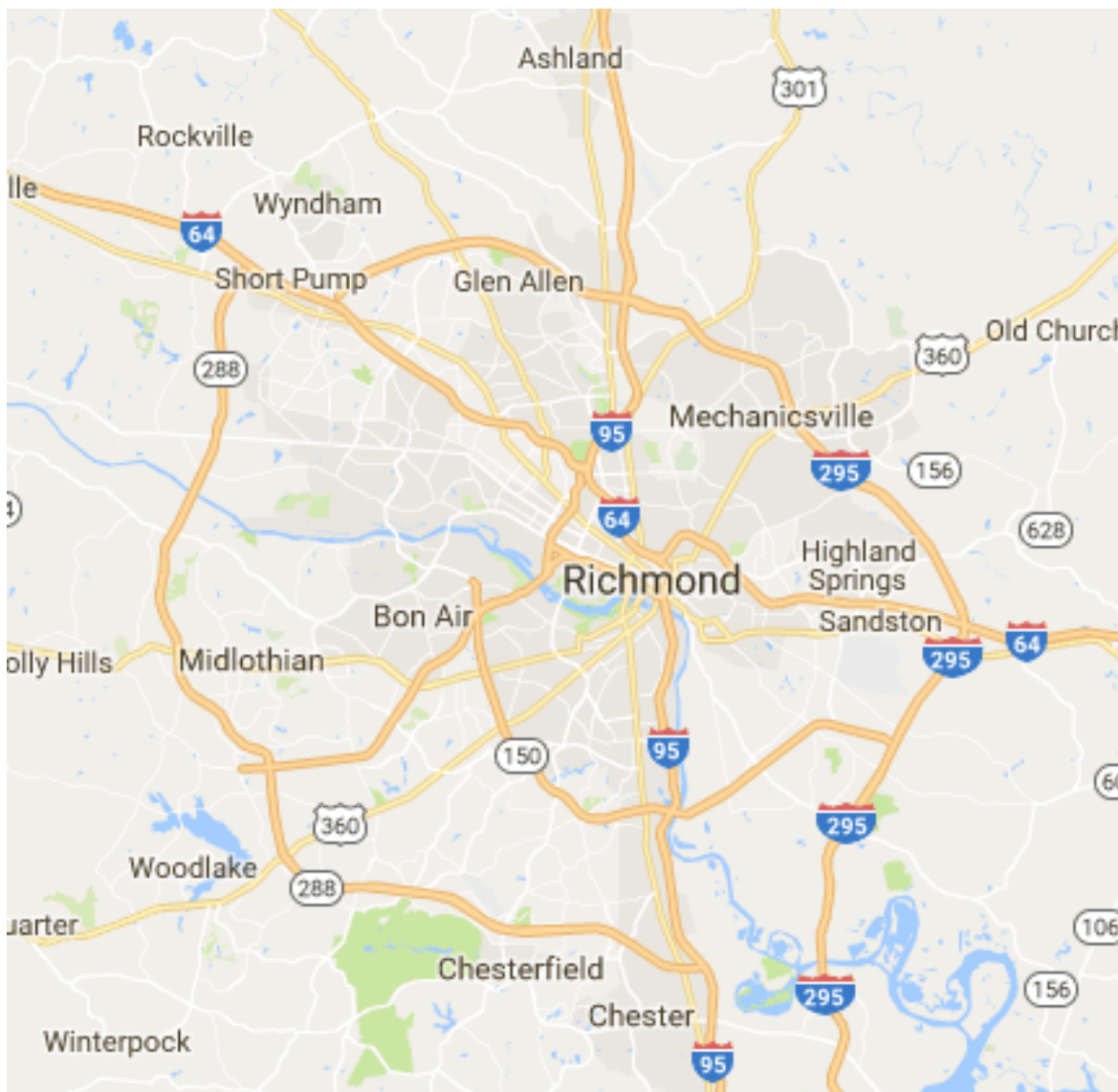
Note: The Ashcake Road and Barrett Center Road properties are in close proximity to the Broad Neck Road (VPSTC) property, all in Hanover County.

## Appendix C

### RFI PROPERTY SEARCH AREA MAP

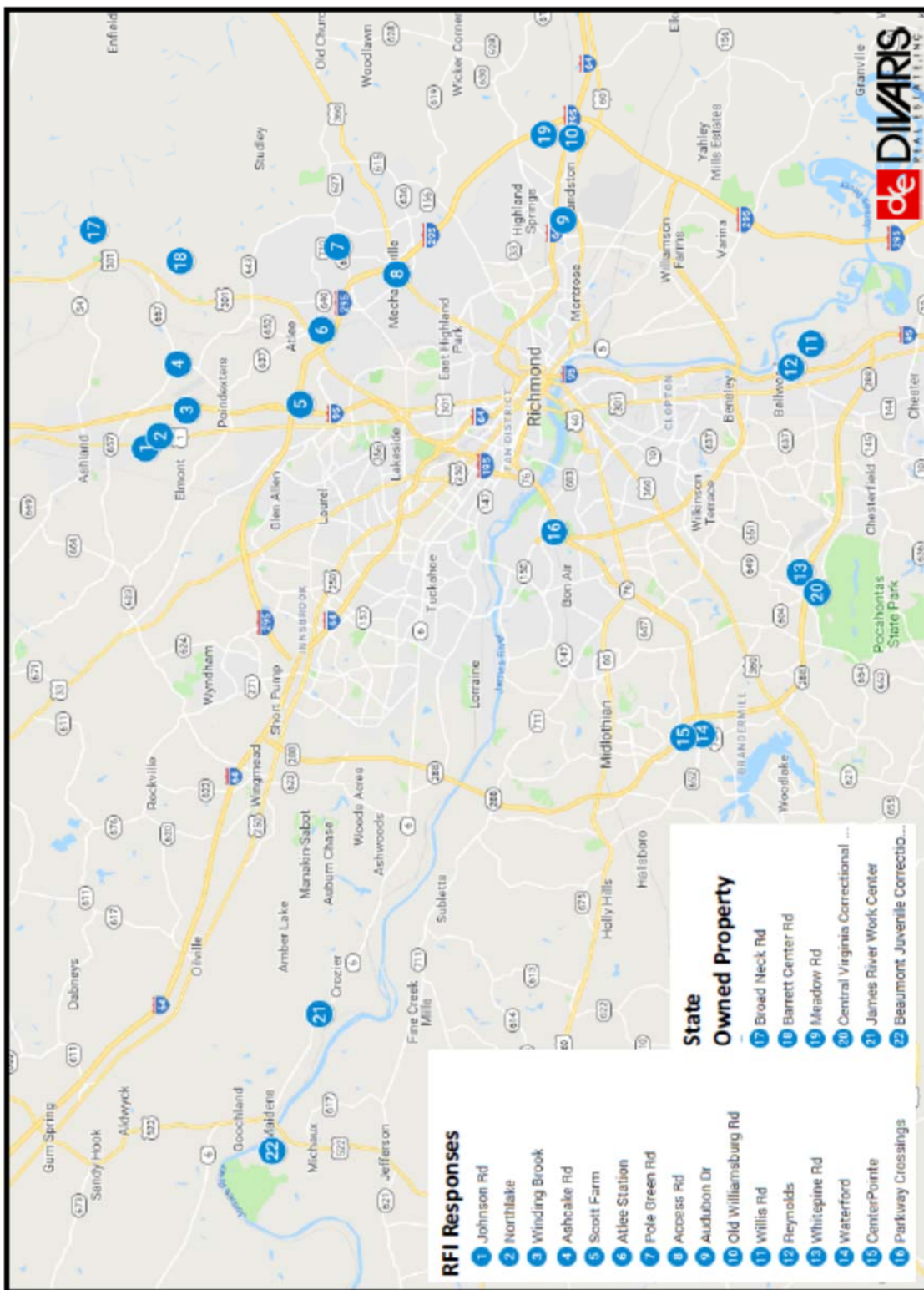
***Preferred Location:***

The search area specified for this requirement is within the Richmond metropolitan area (limited to the Counties of Chesterfield, Goochland, Hanover, Henrico, New Kent, and Powhatan along with the City of Richmond), with preference given to property with convenient interstate access in a commercial setting. The search area is generalized by the radius map below:



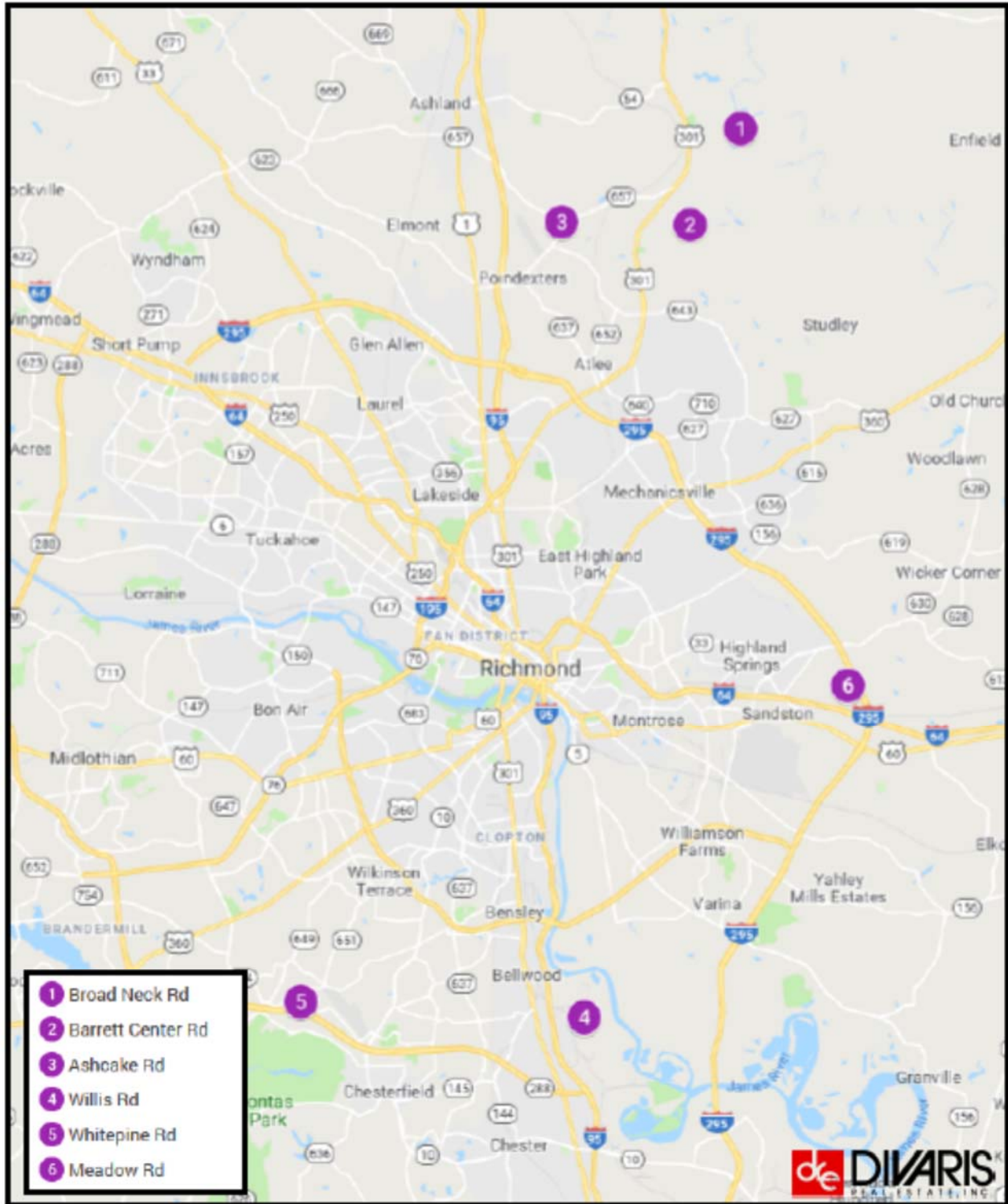
## Appendix D

### MAP OF RFI RESPONSE LOCATIONS AND STATE-OWNED PROPERTIES



## Appendix E

## PROPERTY SELECTION (SHORT LIST) MAP



## Appendix F



COMMONWEALTH OF VIRGINIA  
COUNTY OF HENRICO

August 21, 2018

John A. Vithoulkas  
County Manager

Joe Damico, Director  
Virginia Department of General Services  
1100 Bank Street, Suite #420  
Richmond, VA 2321

Re: Department of Juvenile Justice  
Facilities

Dear Mr. Damico:

Thank you for your email of July 2, 2018, notifying Henrico County of the Virginia Department of General Services, (VDGS) interest in locating a juvenile detention facility on state-owned property at 2400 Riley Ridge Road. County administration and staff have reviewed your proposal in concert with our Zoning Ordinance, Comprehensive Plan and other relevant documents and offer the following comments:

- The property is zoned A-1 Agricultural District on the county's official Zoning Map. Principal uses such as agriculture, one-family homes and places of worship are permitted in the A-1 District. A juvenile detention facility is classified as a penal or correctional institution and is permitted only in the I-1 Institutional District. A rezoning would be required if the facility was owned by an entity other than the state or federal government.
- The property is designated as Government on the 2026 Future Land Use Map. Such areas are designated to accommodate a variety of non-recreational, government-owned public uses and facilities. Originally designated Suburban Residential 1 (1.0 – 2.4 dwelling units per acre) on the 2010 Land Use Plan, it was determined the property's highest and best use was for low-density residential development on private well/septic systems. Following the VDGS development of a warehouse facility on-site, county staff was compelled to designate the Government to reflect the current use of the property.
- This part of the county is experiencing growth, as evidenced by on-going rezoning, plans of development, and subdivision cases. A 78-acre mixed-use community comprised of townhomes, single family homes and a small commercial area was approved this month by the Board of Supervisors. This 273-dwelling development, at Dry Bridge and Old Williamsburg Road, lies  $\frac{3}{4}$  miles south of the subject property. The County continues to invest in the area, recently purchasing approximately 100 acres for a community park directly adjacent to the Chickahominy Branch of the YMCA.

4301 E. Parham Road Henrico, VA 23228 | P.O. Box 90775, Henrico, VA 23273-0775  
Office: 804-501-4206 | Fax: 804-501-4162 | Website: henrico.us

- A proposed Major Thoroughfare Plan (MTP) road (Graves Road) bisects the property to the north of the existing warehouse. Such a road would provide additional connectivity to the adjacent road network for residents of the Chartwood, Oak Hill, Oak Hill Estates and Hanover Estates subdivisions. This alternative to Meadow Road would enhance the provision of emergency services in the area.
- Meadow Road, and adjacent Dry Bridge Road, are both major collectors on the county's MTP. Such roads are intended to collect and distribute traffic between local streets and higher functioning arterials. In their current condition, both roads are considered substandard as their pavement width is less than 24-feet, they have no shoulders or centerline and they do not meet horizontal or vertical alignment. The ability for these roads to handle additional traffic without considerable improvements is questionable.
- An unnamed creek, and its associated wetlands and floodplain, runs along the western portion of the parcel and drains into the Chickahominy River. The majority of the property consists of Caroline, very fine sandy loam soils, which are potentially highly erodible. Disturbing such environmental features should be avoided in an effort to protect the county's natural resources.
- The existing warehouse is served by county water and an individual septic system. To serve the needs of the residents and employees of the proposed facility, public sewer must be extended to the site. Based on preliminary analysis, the provision of sewer may be problematic as it will necessitate numerous easements across private property to access the existing county pump station on Beckley Road.
- A significant portion of the site falls within the county's designated Airport Safety Overlay District. The Federal Aviation Administration must verify that any proposed construction does not constitute a hazard to air navigation.
- The subject property falls within the limits of the Garnett/Golding Farm, Oak Grove, Savage Station and Seven Pines Battlefields according to the National Parks Service American Battlefield Protection Program. Multiple goals, objectives and policies of the county's 2026 Comprehensive Plan recommend the protection and preservation of these areas.

Given the above information, I cannot support the development of a juvenile detention facility on the proposed site or in this area of the county. Though the property is designated Government on the 2026 Future Land Use Map, this was a direct result of the state constructing the existing warehouse facility. The lack of adequate public utilities, in tandem with the substandard road network in the immediate area, are cause for concern. Such an intensification of development would have a deleterious effect on the existing neighborhoods, growing residential areas in this part of the county and existing and future public and semi-public facilities nearby.

Mr. Joe Damico  
August 21, 2018  
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If you have any questions regarding the above information, feel free to contact me. You may also contact Randall R. Silber, Deputy County Manager for Community Development, at (804) 501-4270, or R. Joseph Emerson, Jr., Director of Planning, at (804) 501-4605.

Sincerely,

A handwritten signature in black ink, appearing to read "John A. Vithoulkas". The signature is stylized and somewhat cursive.

John A. Vithoulkas  
County Manager

pc: Mr. Randall R. Silber, Deputy County Manager for Community Development  
Mr. Anthony Romanello, Deputy County Manager for Community Services  
Mr. R. Joseph Emerson, Jr., Director of Planning

## Appendix G



**BOARD OF SUPERVISORS**

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HANOVER COURTHOUSE

**HANOVER COUNTY**

ESTABLISHED IN 1720

September 26, 2018

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P.O. BOX 470, HANOVER, VA 23069  
7516 COUNTY COMPLEX ROAD, HANOVER, VA 23069

PHONE: 804-365-5005  
FAX: 804-365-5234



Joseph F. Damico  
Director  
Department of General Services  
1100 Bank Street, Suite 420  
Richmond, VA 23219

Dear Mr. Damico:

Thank you for taking the time on September 18, 2018 to discuss Budget Bill HB5002 and the Commonwealth's process for determining where a juvenile correctional center will be located in Central Virginia. We understand that your office has been tasked with providing a report of location options to the Governor and General Assembly by October 31, 2018. We further understand that this facility would serve both Northern Virginia and Central Virginia.

In our meeting you stated that two parcels in Hanover County are being considered as potential sites for a juvenile correctional center. Additionally, the Beaumont Juvenile Corrections facility located in Powhatan County is being evaluated. The Bon Air Juvenile Corrections Center located in Chesterfield County has been excluded from consideration. As we discussed, I wish to express Hanover County's strong objection to both of the prospective sites located in the County and request that my comments be shared as part of your report.

Property located adjacent to Hanover Airpark owned by Airpark Associates - Parcel 7798-54-5903

This proposed site represents over 200 acres of prime commercial development property already zoned M-2 and designated for Limited Industrial Land Use in the Hanover Comprehensive Plan. The Limited Industrial Land Use category is for business and manufacturing that include general light industry, transportation terminals, warehouses and similar low-intensity uses. Higher development standards are required in this district to mitigate any adverse impacts and to complement the character of existing development in specified areas of the County. There are a number of additional development standards and conditions for this specific parcel that were established when the property was rezoned.

This property is located next to the Hanover Airport and the Hanover Industrial Air Park and is intended to add to the sustainability of these resources. The County is in the midst of a project to widen Sliding Hill Road to this parcel. The economic development potential along this corridor was an important factor in Hanover being awarded State funding for the widening. Not only would a corrections facility adversely impact economic development potential in the vicinity and leave the investment in Sliding Hill Road underutilized, it would remove valuable land from Hanover's limited inventory of commercial properties. The proposed use is also not compatible with several of Hanover's largest residential subdivisions located in the immediate vicinity.

*Hanover: People, Tradition and Spirit*

Virginia Public Safety Training Center (formerly Hanover Juvenile Corrections Center)

This facility closed several years ago, the razor wire security fence has been removed, and Hanover County has clearly communicated that it is opposed to it being reopened as a correctional facility. In October 2016 Sheriff David R. Hines and I met with the Director of Juvenile Justice, Andy Block, and others from State government and explained why we could not support a secured facility returning to this site.

The property is served by Broad Neck Road, a narrow 0.7-mile rural road located off River Road. River Road, while somewhat better than Broad Neck Road, is still a narrow, curvy and hilly rural road. River Road however is an important east/west connector for Hanover residents and public safety vehicles because the closest connector, Rural Point Road, is about 5 miles away. Accordingly, River Road has more traffic than one would expect for such a road. The intersection with Route 301 does not have turn lanes, and vehicles stack up to turn onto 301, especially during the frequent backups on I-95 when Route 301 acts as a reliever. We are concerned by the additional traffic that would be generated by the proposed use, and we are not aware of any State funding available to make road and intersection improvements.

The Training Center site is not served by Hanover public water or wastewater and utilizes on-site systems. The wastewater treatment facility operates under its own Virginia issued VPDES permit. The permit was most recently issued on July 31, 2018 and is based on an average daily population of approximately 40 persons. The permit limits do not envision the reactivation of a 96 bed juvenile facility and around the clock operation. Although recent performance of the plant has been satisfactory, that is likely due to the small number of users and minimal flow. Hanover staff recall being approached by State officials when the Juvenile Justice facility was being operated about the potential to connect to the County's Courthouse wastewater system due to difficulties with the on-site wastewater treatment facility when flows were higher. We are therefore concerned with the potential problems and water quality impact that are likely to result from substantially increased flow and around the clock operation. The limited capacity in the County's Courthouse system is needed for projected demand from the Courthouse Complex and Pamunkey Regional Jail.

Regarding the water system, it is our understanding the Hanover Juvenile Correctional Center water system was permitted through groundwater withdrawal permit #GW0006300 (issued 8/1/2005, exp. 8/1/2015) allowing for the withdrawal of 9,567,600 gallons per year from 2 wells on site. The permit was, however, terminated in March 2015 due to the closure of the Juvenile Center, and the Training Center was not anticipated to use more than 300,000 gallons per month. There has been a lack of reporting since the closure, so actual groundwater withdrawals are not known. DEQ groundwater staff have not received any notice of the possible reopening of the Juvenile facility. Given the depletion of the Potomac Aquifer, new or increased groundwater withdrawals in the Eastern Virginia Groundwater Management Area receive a high level of analysis and scrutiny, and the DEQ is actually reducing the authorized withdrawals by existing permit holders. There will certainly be public concerns regarding any new or increased withdrawal in this location. Establishing the necessary fire flows for a new facility operating on a well system will require substantial storage capacity.

The Training Center property is located in an area designated for Agricultural land uses in the Comprehensive Plan and is zoned A-1. The proposed use is inconsistent with A-1 zoning and with the character of the surrounding area. If the proposed use were not for a State facility, a change in zoning would be required, and it is very unlikely that it would be approved given the concerns cited above.

Joseph F. Damico  
Director, Department of General Services  
September 26, 2018  
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Because of its proximity to the Pamunkey Regional Jail, a correctional facility at this location would be in direct competition with the jail for the recruitment of corrections officers. Currently, the Pamunkey Regional Jail has 12 officer vacancies, and that number has been as high as 15 recently. The return of a juvenile corrections facility to Hanover would make it even more difficult to staff the regional jail. Hanover County's unemployment rate has consistently been very low and is currently below 3%. It would be difficult for the State to staff a juvenile facility in this location. There are areas of the State where a facility like this would provide welcomed employment opportunities, but that is not the case in Hanover.

Again, thank you for meeting with us and for listening to our concerns. As Sheriff Hines articulated during the meeting, the proposed sites in Hanover would not best meet the needs of the juveniles being served. We encourage the Commonwealth to consider alternative sites.

Sincerely,

  
Cecil R. Harris, Jr.  
County Administrator

CRHJr/dkc

Cc: The Honorable Hanover County Board of Supervisors  
The Honorable David R. Hines, Hanover County Sheriff  
The Honorable Siobhan S. Dunnavant, Virginia State Senator  
The Honorable Jennifer L. McClellan, Virginia State Senator  
The Honorable Ryan T. McDougle, Virginia State Senator  
The Honorable Hyland F. (Buddy) Fowler, Jr., Virginia State Delegate  
The Honorable Christopher K. Peace, Virginia State Delegate