

**Department of Developmental Services  
Plan for the Closure of Sonoma Developmental Center**

**Attachment 3-A**

**COMMENTS FROM ORGANIZATIONS AND  
ASSOCIATIONS  
SUBMITTED VIA EMAIL AND U.S. MAIL**

**October 1, 2015**

**This page intentionally left blank.**

**Table of Contents**  
**Comments Received From Organizations and Associations**  
(Via Emails and Letters)

1. Parent Hospital Association.....	1
2. Sonoma Developmental Center Coalition.....	6
3. Transform SDC Workshop Summary .....	18
4. Sonoma County.....	25
5. Senator McGuire and Assemblymember Dodd .....	44
6. Disability Rights California.....	49
7. Association of Regional Center Agencies.....	62
8. CASHPCR.....	68
9. State Council on Developmental Disabilities .....	70
10. VOR.....	72
11. Chaplains' Proposal.....	75
12. Sonoma Land Trust .....	80
13. Greenbelt Alliance .....	83
14. Sonoma Ecology Center.....	86
15. Sierra Club Sonoma Group .....	90
16. Sonoma Mountain Preservation .....	92
17. Sonoma County Agricultural Preservation and Open Space District .....	98
18. Jack London Meadows.....	102
19. Sonoma County Democratic Party Resolution.....	120
20. Sonoma Valley Democrats Resolution .....	121
21. California Equestrian Park and Event Center Proposal.....	122
22. Potrero Group's SDC Site Transformation Study .....	147

## PH Position of the

### SONOMA DEVELOPMENTAL CENTER CLOSURE PLAN

- 1. All services need to be in place prior to moving SDC residents out of SDC which means**
  - a. A moratorium on transfers from SDC until there is conclusive evidence that equal or better services are available for an SDC resident outside SDC (The moratorium should not apply to any resident legally capable of consenting to a transfer or any conservator, if they prefer a transfer. The moratorium does apply to any resident who is not capable of giving consent.) Services would include day program, medical services, dental services, durable equipment provider/repair services, crises management, access to religious services, and access to daily open space/ park like setting.
  - b. Regional Centers are to be held responsible for putting needed supports and services in place prior to placement.
  - c. Regional Resource Development Project is responsible to ensure transitions are smooth, needed staff training has taken place prior to moves, and any equipment needs, medical, dental, and behavioral supports are in place prior to moves.
  - d. SDC administration sole role is to ensure that the services at SDC are maintained and that staffing levels are fully sufficient to continue to provide quality care to SDC residents. SDC staff should not be utilized to fill gaps in community services, but this does not include training, monitoring placement or employment of "State Staff".
  - e. There must be assurance that family members and conservators will have unrestricted access to new placement, and would not be required to make an appointment to visit the placement facility
  
- 2. The plan should include provisions for a permanent health clinic to be located on the SDC site and available to current SDC residents as well as all regional center clients, and it should include the following**
  - a. Dental clinic that is capable of handling sedation and anesthesia dental
  - b. Primary care physician that is responsible for coordinating overall health care
  - c. Durable medical equipment adaptation and maintenance
  - d. Behavioral health services
  - e. The clinic should be able to utilize SDC employees
  
- 3. The plan should include the availability of emergency services (current crises residence and longer term residential services for behavioral treatment to be located on the SDC**

site to serve those individuals who are not successful in community settings. This program should be able to utilize SDC state staff.

4. **The plan should require an annual report (and made available to the public) be provided to the legislature (Chair of the Health and Human Services Committee) for a period of five years from the date of closure of significant changes in services to be prepared by the Department of Developmental Services in collaboration with members of PHA on all SDC movers including the following**

- a. All deaths from 2011 forward of SDC mover
- b. Any use of restraints in community settings on SDC movers
- c. Any use of seclusion in community settings on SDC movers
- d. Any use of psychiatric medications (STAT) on SDC mover
- e. Any unexplained or significant injury on SDC mover
- f. Any change of placement from the original placement outside of SDC
- g. Any placement, even temporary, in an acute psychiatric facility, jail or similar type setting
- h. The results of a family/conservator survey for SDC movers to be prepared in consultation with PHA

5. **PHA supports the creation of housing for individuals with developmental disabilities as long as it meets the following criteria**

- a. It is developed within the developed footprint on the SDC site.
- b. It is developed to meet the needs of SDC movers.
- c. It is developed concurrently with the transition process as necessary to accommodate current SDC residents.
- c. It does not preclude the key services cited above from being developed and retained on the SDC site.

6. **The plan should include how Regional Centers will provide appropriate day programs for all SDC movers and should where appropriate retain day program on site to be available to SDC movers and other regional center client**

Essential Elements of a Plan for Closure  
of Sonoma Developmental Center  
submitted on behalf of PHA

In the plan for closure of Sonoma Developmental Center (SDC) completed by the Department of Developmental Services (DDS), there should be certain elements included. These elements have been used in plans for closure in other states where there has been a directed effort to reduce reliance on institutional facilities and to provide for the variety of needs that are created by not having them.

First, the plan should include provisions for services to individuals who have been deflected to inappropriate living situations because there has been a multi-year "moratorium" on admissions to SDC. These individuals would include minimally the individuals registered with the eight Northern California Regional Centers who would have normally referred clients to SDC who:

1. Currently reside in jail.
2. Currently reside in an acute psychiatric facility or being held on a 5150.
3. Have been held on a 5150 in an acute psychiatric facility more than three (3) times in the last year.
4. Have been recommended to be demitted from their current home due to behavioral issues.
5. Is living in temporary housing such as a homeless shelter, hotel, or other such arrangement,

6. Are determined to be at significant risk of harm to self or others in their current home with the level of care and support currently provided.

Second, the plan should include personally required services currently provided at SDC and not readily available in the community living arrangements in the eight Northern California Regional Centers. PHA's position is that these services should be developed on the SDC site concurrent with closure activities. These services would include a clinic that:

1. Provides a primary care physician that would be responsible for coordinating the overall health care management
2. Provides an annual dental examination & treatment as necessary;
3. Provides durable medical equipment adaptation and maintenance and repair.
4. Coordinates a review by a neurologist if the individual has a seizure disorder and has had more than 3 seizures in a 30 day period;
5. Coordinates a review by an ophthalmologist for all individuals over the age of 65 for cataracts or other eye diseases and availability of alternatives;
6. Provides an annual review by a psychiatrist or physician with more than 2 years of experience with individuals with Intellectual and Developmental Disabilities of their psychiatric/behavioral medication regimen; and
7. Provides a review by a licensed psychologist of the individual's behavior support plans if they require them upon their move from SDC and annually thereafter.
8. Retain acute care license for clinic/medical facility.

Third, any plan that is developed should include the assurance of transparency in reporting, including information to assist in the assessment of the placement and support of the individual being moved from SDC including all information currently available from SDC, especially

1. Any use of restraint, manual or mechanical,
2. Any use of seclusion
3. Any use of emergency psychiatric medications, (STAT)
4. Any significant injury received by the individual during a behavioral episode
5. Any unexplained injury
6. A mortality review of all deaths.

Fourth, the plan should include the availability of emergency services and other necessary medical and health services on the SDC site, including

1. Behavioral/psychiatric emergency and crisis services, overseen by a licensed psychologist or physician with 2 years of experience working with individuals with Intellectual and Developmental Disabilities available within 2 - 72 hours
2. A facility that can provide longer term behavioral treatment from which they cannot be expelled or demitted
3. Enhanced behavioral homes with delayed egress

With these elements included in the plan for a closure of SDC, there is at least a plan to provide for the care and support necessary to maintain, assess, review, intervene when necessary and assure the ongoing success of the individual, especially those with complex behavioral and dual diagnosis needs.



TO: California Department of Developmental Services and Interested Parties

FM: Sonoma Developmental Center Coalition/Transform SDC Project

RE: Desired Elements for the SDC Closure Plan

DT: August 7, 2015

---

## **Introduction**

Pursuant to the 2015 State Budget Act, the California Department of Development Services (DDS) will submit a closure plan to the California Legislature for the Sonoma Developmental Center (SDC) on October 1, with intended closure by 2018. The Legislature has the responsibility for additional public review and related modifications followed by adoption as part of next year's budget cycle.

A diverse partnership comprised of the County of Sonoma, the Sonoma County Agricultural Preservation and Open Space District, the Sonoma County Water Agency, the Parent Hospital Association, the Sonoma Land Trust, the Sonoma Ecology Center and many other local groups came together in 2013 to establish the SDC Coalition for the purpose of exploring options for the future of the Sonoma Developmental Center. In 2014, the SDC Coalition launched a broad-based community driven-effort – *Transform SDC* – to transform the site's unique health service programs and preserve its natural resources. This document synthesizes the community's *Transform SDC* dialogue that defined initial elements of a vision for the future of SDC, explored possible reuse options, and identified areas for further inquiry and investigation. For the next several years, the SDC Coalition will continue to engage the residents of Sonoma County and beyond in the future of the Sonoma Development Center through *Transform SDC*.

## **Vision Statement for the Sonoma Developmental Center (SDC)**

*Create a public-private partnership driven by community ideas and values that showcases the site's history, maintains critical services for the developmentally disabled, provides opportunities for creative reuse of SDC's assets, and preserves the natural resources and open space of the site.*

## **Guiding Principles for the SDC Closure Plan**

- Implement the recommendations from the 2014 “Plan for the Future of Developmental Centers in California.” This Plan was created by the California Health and Human Services Agency based on the deliberations of a statewide representative task force. As stated in the Executive Summary for the Plan, “...the future role of the State is to operate a limited number of smaller, safety-net crisis and residential services coupled with specialized health care resource centers and public/private partnerships...” Rather than simply closing SDC, we believe that the Center is a perfect location to achieve many of these objectives. Hence the critical distinction of “transforming” SDC.
- Seek an active collaboration and partnership with the Department of Developmental Services, the Health and Human Services Agency, the Governor and the Legislature to

meet the state's goal of caring for individuals with developmental disabilities in a safe, dependable and cost-effective manner while realizing the community's vision for SDC.

- Develop permanent residential services on the SDC campus for current SDC clients and those Northern California individuals with developmental disabilities who are not able to function in community settings to ensure the safety of this vulnerable population.
- Broaden the impact of SDC's staff expertise, customized therapies and durable equipment manufacturing by establishing an on-site specialized facility to serve developmentally disabled consumers throughout Northern California.
- Ensure that future uses of the Center preserve the distinct character of the Sonoma Valley's rural communities and SDC's natural, historical, and architectural integrity.
- Protect SDC's open space, valuable natural and scenic resources to support healthy wildlife populations, water resources, and recreational opportunities for future generations.
- Establish complementary reuses on the SDC site that diversify and enhance the Valley's economy and establish models for sustainable development and economic self-sufficiency.

### **Specific Recommendations for SDC Closure Plan**

Many of our recommendations are drawn directly from the California Health and Human Services Agency's 2014 "Plan for the Future of Developmental Centers in California." One of the leading organizations in the SDC Coalition is the Parent Hospital Association (PHA). PHA participated in the Task Force appointed by Health and Human Services Secretary Dooley that developed the Plan. We strongly believe that the State needs to follow through on its own commitments and stated priorities as expressed in this thoughtful and groundbreaking strategy for the future of health care for people with developmental disabilities.

#### **1. Planning and Collaboration Protocol**

DDS and other relevant state agencies such as the Department of General Services should enter into a Memorandum of Understanding with Sonoma County to identify and describe mutual goals, guiding principles, roles and responsibilities, timelines, planning processes and other essential aspects of designing a new future for SDC. The MOU will specifically include the following provisions:

- Designate the SDC Coalition as the Sonoma County organization that the State will work with in a collaborative manner throughout the multi-year transformation process to provide:
  - 1) ongoing representation from the diverse interests most affected by closure, including SDC consumers, family members and employees, the County of Sonoma, land protection organizations, civic and business groups, and the residents of Sonoma County;

2) mutual exchange of information and dialogue between the Department and the SDC Coalition to simultaneously address the needs of both the State and Sonoma County; and  
3) transparency and accountability in the Department's decision-making process.

- Development of protocol for transparency in reporting health outcomes for individuals who have been moved from SDC as well as other developmental centers to inform and assist in the assessment of appropriate placement and support for those individuals who DDS currently intends to move from SDC.
- Work with the collective bargaining units for SDC employees to identify and secure new job opportunities that recognize the staff's commitment and exceptional and unique skills in caring for SDC clients, and that support the staff through the closure process.

2. **Implement the Health Services Recommendations of the 2014 “Plan for the Future of Developmental Centers in California”**

- The housing market throughout the Bay Area is constrained, and the cost of identifying and purchasing land for new home construction for SDC clients will be a significant challenge for the regional centers. In addition, many of the families of SDC residents prefer that their loved ones remain in Sonoma County. Therefore, concurrent with the closure/transformation process, develop housing on the SDC campus for current SDC residents and other Northern California individuals with enduring and complex medical needs (i.e. SB 962 homes) and a new model of living facilities for individuals with challenging behaviors and support needs.<sup>1</sup>
- Create a Northern California “placement center of last resort” for individuals with significantly challenging behaviors or complex medical needs who have not or cannot be successful in their community placements and or who have ended up in jail, psychiatric wards or worse.<sup>2</sup>
- Expand and make permanent the existing Northern STAR (Stabilization, Training, Assistance and Reintegration) Acute Crisis Center to include the availability of emergency services and other necessary medical and health services for individuals in the community who are in need of transitional crisis services.<sup>3</sup>
- Establish a Northern California Health Resource Center at SDC that will address gaps in out-patient services for developmentally disabled individuals, which may include, but is not limited to, care coordination, dental, mental health, durable medical equipment, assistive technology, and DC specialty (such as shoes) services.<sup>4</sup>
- Work collaboratively with the SDC Coalition to develop financing and management recommendations to the Governor and the Legislature that will “create public/private

<sup>1</sup> See Recommendations 1, 2 & 5 from the Plan for the Future of Developmental Centers in California

<sup>2</sup> See Recommendations 2 and 5 from the Plan for the Future of Developmental Centers in California

<sup>3</sup> See Recommendations 2 and 5 from the Plan for the Future of Developmental Centers in California

<sup>4</sup> See Recommendations 4 and 5 from Plan for the Future of Developmental Centers in California

partnerships to provide community integrated services.”<sup>5</sup>

### **3. Develop a Reuse Strategy for the SDC Campus**

The 2014 “Plan for the Future of Developmental Centers in California” recognized the tremendous value of the state’s 125 year investment in SDC. Rather than closing the Center and selling the property as surplus, the Plan recommends “state DC land should be leveraged to benefit consumers rather than being declared surplus...and the property should be considered for future State-operated facilities and to develop community services, including the Health Resource Center and mixed use communities similar to Harbor Village in Costa Mesa.”<sup>6</sup>

In order to assess the opportunities for reuse of the SDC campus, it is essential that the State:

- Update the 1998 infrastructure and environmental assessment prepared by Vanir Construction Management Inc., and prepare a “Property Assessment Study” similar to that developed for Lanterman by RBF Consulting. The study should include a current “Infrastructure Capacity Assessment”, which reviews sewer, water, gas, electricity and storm drainage systems and a Phase 1 Environmental Site Assessment.<sup>7</sup>
- Conduct a historical resources assessment to identify structures and other site uses that may be subject to historic preservation requirements.<sup>8</sup>
- Work collaboratively with the SDC Coalition to develop financing and management recommendations to the Governor and the Legislature to create public/private partnerships and other reuse options that are complementary to health care services and open space protection on the SDC campus

### **4. Protect SDC’s Open Space and Natural Resources**

The SDC property is unique among the State’s developmental centers because it includes approximately 750 acres of open space and natural resource lands on Sonoma Mountain and in the Sonoma Valley. The site also provides significant public benefits to the region, including water and groundwater capacity, climate change resiliency, wildlife corridor and habitat protection, scenic qualities and access to open space that supports human health. The site is bounded by state and county parks and other protected land, connected to an existing regional trail system, and identified as a critical wildlife corridor.

The open space and natural lands of the property have been a directly beneficial to the well-being of the SDC residents and employees and the neighboring communities. The site is

<sup>5</sup> See Recommendation 5 from Plan for the Future of Developmental Centers in California

<sup>6</sup> See Recommendation 5 from Plan for the Future of Developmental Centers in California

<sup>7</sup> See Lanterman Closure Plan, page 26

<sup>8</sup> See Lanterman Closure Plan, page 26

widely utilized by the community for recreation and enjoyment. Its tranquil setting and the ability for SDC's developmentally disabled clients to get outside, walk around and enjoy nature has provided peace of mind and therapeutic benefits for residents, and for the family members and guardians who care deeply about their loved ones.

In order to fully assess and protect these resources, it is essential that the State:

- Coordinate a complete biological and cultural resource assessments of the SDC property with the California Department of General Services (DGS), the Legislature and the California Natural Resources Agency, that builds on the work of the April 2014 "Sonoma Developmental Center Draft Resource Assessment" and share the data with SDC Coalition and the general public
- Work with Sonoma County and the SDC Coalition to prepare a summary of the property's contributions towards the State's environmental goals in the areas of how access to nature benefits public health, water management and conservation, climate change and habitat and natural resource protection.
- Initiate a collaborative process with DGS, the California Natural Resources Agency, California State Parks, Sonoma County and interested stakeholders to ensure permanent protection of the critical open space lands on the SDC site.

## **5. Policy and Legislative Recommendations**

When the Agnews and Lanterman DC's closed, state legislation was developed to implement specific recommendations that resulted from dialogue with impacted families, the regional centers and DC state employees. DDS, the Legislature, Congress and federal agencies should develop legislative and policy reforms that will ensure that the recommendations we have provided can be implemented. These include:

- State legislation and federal policy changes to allow for on-site housing on the SDC campus
- State legislation and federal policy changes to facilitate the siting of the Health Resources Center and the continued operation of the Northern STAR Acute Crisis Center on the SDC campus
- State legislation to ensure that open space and natural resource lands are permanently protected
- Changes in federal standards from the Harbor Village model so that a much greater percentage of homes can be built on the SDC campus for residents with developmental disabilities instead of market rate housing for the general public
- Other necessary policy and legislative changes needed to implement our recommendations

**TASK FORCE RECOMMENDATIONS FOR FUTURE SERVICES FOR  
DEVELOPMENTAL CENTER RESIDENTS**  
From “Plan for the Future of Developmental Centers in California” (Jan. 2014)

When the Task Force on the Future of Developmental Centers began, there was broad recognition of the importance of defining the future for the DC residents. Their future was changing by virtue of the long historical trend toward community integration, now critically influenced by the moratorium on DC admissions (AB 1472 [Chapter 25, Statutes of 2012]). With the DC population declining, the per-resident costs of the DCs are dramatically increasing, and the DCs are no longer sustainable in their current design. Concurrently, the acuity level of the remaining population is increasing, thereby requiring an overall higher level of specialized care. The Task Force was charged to identify viable long-term service options for the health and safety of the DC residents and to ensure that appropriate quality services are available, accessible, and cost efficient for the benefit of the individuals as well as the system generally.

Extensive data was provided to the Task Force regarding the individuals served in the DCs and those with similar needs living in the community; the services provided to these individuals; the resources available in a DC and in the community; and budget and fiscal information (See Attachments 4 and 5). The Task Force grouped DC residents into three primary categories: those with enduring and complex medical needs; individuals involved in the criminal justice system; and residents with significant behavioral support needs. For each group, the Task Force considered existing community services as well as gaps in specialized services in the community.

Additionally, the Task Force considered the overarching issue of access to specialty health care services and issues regarding the land and resources at a DC. The Task Force agreed that there are some fundamental principles that are integral to any transition of a DC resident. These principles include: 1) individual service needs must be based on a comprehensive person-centered planning process; 2) services must be provided in the least restrictive environment appropriate for the individual; 3) the health and safety of the individual is paramount; and 4) Each transition must be accomplished carefully, and with thorough planning and coordination.

The Task Force developed six recommendations. The first three directly relate to services for the three primary groups of DC residents, especially those needing specialty services in each group. The fourth recommendation relates to access to specialty health care services in the community; the fifth recommendation is associated with the use of DC land and resources; and the last recommendation addresses the community system.

**TASK FORCE RECOMMENDATIONS**

**Recommendation 1: Individuals with Enduring and Complex Medical Needs**

Approximately 445 of the total DC population, or 32.1 percent, are individuals with complex medical needs receiving SNF care, many of whom have multiple medical conditions requiring specialty services. Various community-based models of care exist to serve and

support individuals with complex medical needs, ranging from the family home with add-on or wrap-around nursing services; to the residential model authorized under SB 962 and SB 853 (962 homes); to an array of licensed health facilities, including an ICF/DD-Nursing and an ICF/DD-Continuous Nursing. Based on the closure experiences with Agnews DC and Lanterman DC, 70.9 percent of the SNF residents are expected to require the 962 home level of care, or 315 individuals.

To serve DC residents with enduring and complex medical needs, the Task Force recommended regional centers assess and adjust their community capacity. One of five existing licensing categories should be considered for individuals with complex medical needs moving to the community: a 962 home, a small ICF/DD-Nursing, an ICF/DD-Continuous Nursing, a Residential Care Facility for the Elderly (RCFE), or a Community Care Facility with appropriate medical wrap around services. Each regional center should first explore existing resources (vacant beds), both within its catchment area and any available for statewide use, where appropriate and suitable for the consumer based on his or her comprehensive assessment. The regional center should utilize those existing resources to the extent appropriate and propose new community development through the CPP process to address the unmet residential and support needs of the population.

The Task Force further recommended the development of more homes/facilities using the existing models of care. However, they generally agreed that SNFs in the community should only be used for addressing short-term acute needs, and are not an appropriate long-term environment for consumers with enduring medical needs.

With regard to the role of the State, the Task Force recommended:

- The State use CPP funds for regional center development of more 962 homes and other needed residential and support services and day programs to serve DC residents in the community. The development of the additional 962 homes could be supported by annually targeting approximately \$8.5 million in CPP funds over the next three years, or \$25 million over the three-year period.
- DDS, working with the regional centers, determine the number of existing vacancies in homes/facilities and make this information available.

### **Recommendation 2: Individuals with Challenging Behaviors and Support Needs**

Approximately 227 DC residents, or 16.4 percent, have significantly complex and challenging behaviors. The Task Force considered behaviors or conditions involving elopement, aggression, self-injury, Pica, maladaptive sexual activity, mental illness, substance abuse, and/or significant property destruction to present the greatest service delivery challenges requiring a wide array of options. Existing community services are insufficient to meet the needs of this population.

Greater access to specialty services is needed, especially mental health and medication management services, increased psychiatric care, and enhanced wrap-around supports to maintain individuals in their current community residence. With the increased capacity of short-term crisis homes, acute crisis facilities will be needed. In addition, the group recommended a new “SB 962 like” model with specialty wrap around services to provide a higher level of behavioral supports, crisis response services, and step-down or re-entry

programs.

The Task Force also agreed that there must be a “placement of last resort” for individuals with significantly challenging behaviors. Consumers in crisis must always have a place to go when in need.

With regard to the role of the State, the Task Force recommended the State:

- Operate acute crisis facilities (like the program at Fairview DC) at least in the Northern and Southern parts of the State. These two 15-bed (or smaller) facilities may require development funds and would have an estimated annual combined operating cost of \$8.8 million.

- Operate some transitional facilities (like the program at Canyon Springs Community Facility, only smaller). For example, a 15-bed (or smaller) facility would have an estimated annual operating cost of \$4.4 million.

- Develop new “SB 962 like” model homes with specialty wrap around services to provide a higher level of behavioral supports. These 3-bed facilities could be developed using CPP funding at an estimated cost of \$500,000 each, plus ongoing operating costs. Based on the current DC population, approximately 36 such homes would be needed if it were determined that this level of care was appropriate for those remaining in the DCs with challenging behaviors.

- Identify community capacity in existing models of care.

- Support regional center efforts to enhance supports to maintain individuals in their own homes.

- Provide or earmark CPP funding for regional centers to:
  - o Expand mobile crisis response teams;
  - o Expand crisis hotlines;
  - o Expand day programs;
  - o Create short-term crisis homes; and
  - o Develop new “SB 962 like” behavioral homes (see above).

- Provide DC staff to assist with the transition of individuals with challenging behaviors.

### **Recommendation 3: Individuals Involved in the Criminal Justice System**

Roughly 14.4 percent of the DC population has had some involvement with the criminal justice system. Although the number of residents is relatively small, the needs of the population are great. The Task Force considered dual diagnosis of mental illness; individuals charged with a felony, particularly a sex offense; and individuals incompetent to stand trial as significant issues associated with their care.

With regard to the role of the State, the Task Force recommended the State:

- Continue to operate Porterville DC-STP since it is preferable for this population over prison, jail, a locked psychiatric facility, or placement out of state. The Porterville DC-STP focuses on restoring competency as a primary function, but also provides rehabilitation



programs, vocational education and other services in a secure environment. Secure treatment was viewed as primarily a responsibility of the State. It was recognized that some facilities serving the forensic population are funded using 100 percent General Fund. Continuing to operate the Porterville DC-STP has an annual cost of \$76 million General Fund.

- Continue to operate Canyon Springs Community Facility as a re-entry program for criminal justice system-involved consumers leaving Porterville DC-STP. Continuing to operate Canyon Springs Community Facility has an annual cost of \$16.1 million, which is eligible for federal financial participation.
- Consider changing the law to allow a continuum of services for competency restoration training rather than all forensic clients being committed to the Porterville DC-STP.
- Explore the development of alternatives to the Porterville DC-STP. Community options would allow individuals to remain closer to their family and regional center. These forensic facilities would likely be ineligible for federal financial participation.

#### **Recommendation 4: Health Resource Center**

The Task Force supported the need for coordinated health care services, including mental health, psychiatry, medication management, and centralized medical records. The group recognized the importance of the DC specialty services, such as the Sonoma DC shoe and wheelchair molding and the availability of medical professionals with vast experiences and expertise serving individuals with complex developmental and medical needs.

In particular, the Task Force reviewed and discussed PACE (Program of All-inclusive Care for the Elderly), a federal program that provides community-based health care and services to people age 55 or older who otherwise would need a nursing home level of care. PACE is designed for a team of health professionals to provide “one-stop” comprehensive health care within a complex of services and functions like a HMO. Under the existing PACE model, the care is exclusive, and individuals electing this care give up their other medical coverage. Although serving individuals with intellectual and developmental disabilities would be very different from serving the elderly, the concept of an organized array of needed health services in one “health resource center” was appealing.

The health care services and supports developed and provided during the closure processes for Agnews DC and Lanterman DC were another area of consideration. The Task Force was interested in the care coordination provided by the regional centers, especially for health and dental care. Also considered were the transition of health services to managed care, and the services provided by the DC outpatient clinics to ensure continuity of and accessibility to care.

The Task Force recommended exploring a workable model for a health resource center that would address the health needs of the DC residents after they transition to community homes. Where possible, the State should incorporate appropriate existing DC resources. The health resource center should address any gaps in service that may exist including, but not limited to, care coordination, dental, mental health, durable medical equipment, assistive technology, and DC specialty (such as shoes) services. Care coordination was considered a critical component for the successful transition and continued support of any resident,

regardless of their other support needs. It was recognized, however, that as community services develop, the need for the health resource center services may change.

Since most DC residents are receiving Medi-Cal and the use of a service model focused on developmental disabilities will likely require prior federal CMS approval (a waiver or a State Plan Amendment), further work needs to be done to determine the most advantageous approach to providing the specialized, coordinated care.

#### **Recommendation 5: Use of DC Land and Resources**

The Task Force generally agreed unused (current and prospective) state DC land should be leveraged to benefit consumers rather than being declared surplus. Members understood surplus land disposition is controlled by the State Constitution and sales revenue cannot be diverted to the developmental disabilities system. However, the property should be considered for future State-operated facilities and to develop community services, including the Health Resource Center and mixed use communities similar to Harbor Village in Costa Mesa.

With regard to the role of the State, the Task Force recommended:

- State land should be retained and the State should enter into public/private partnerships to provide community integrated services, where appropriate. (Note: The four large DCs comprise a total of 2,181 acres of land, of which the core campuses use 878 acres, or about 40 percent of the acreage. Canyon Springs Community Facility has a lease agreement through September 2015, including additional acreage that could be developed. The lease agreement has an option to purchase or exercise a 15 year extension.)
- Existing State buildings on DC property should be used, as appropriate, for developing service models identified in the previous recommendations. Repurposing existing buildings requires meeting current building and seismic safety codes.

#### **Recommendation 6: Future of the Community System**

Although outside the scope of this Task Force's charge, the Task Force expressed a desire for DDS to form another task force to address ways to make the community system stronger. Among the many issues to be considered are: 1) the sufficiency of community rates and the impact new State and federal laws and regulations may have; 2) whether current regulations can be streamlined, particularly affecting the licensing of facilities; and, 3) whether certain benefits received by DC residents as part of a DC closure process should be broadened to others in the community. These areas have a significant and long term impact on services for individuals with intellectual and developmental disabilities.

The make-up of the next task force should be similar to the Task Force on the Future of Developmental Centers, including representatives from the DCs. However, the priority given to the work should be after significant progress has been made on Recommendations 1 through 5.

*SB 82 (Comm. on Budget and Fiscal Review), Chapter 23, Statutes of 2015*

Pages 22-25 (Amendments to existing law in *italics*)

*SEC. 5. Section 4474.1 of the Welfare and Institutions Code is amended to read:*

4474.1. (a) Whenever the State Department of Developmental Services proposes the closure of a state developmental center, the department shall be required to submit a detailed plan to the Legislature not later than April 1 immediately prior to the fiscal year in which the plan is to be implemented, and as a part of the Governor's proposed budget. A plan submitted to the Legislature pursuant to this section, including any modifications made pursuant to subdivision (b), shall not be implemented without the approval of the Legislature.

(b) A plan submitted on or before April 1 immediately prior to the fiscal year in which the plan is to be implemented may be subsequently modified during the legislative review process.

(c) Prior to submission of the plan to the Legislature, the department shall solicit input from the State Council on Developmental Disabilities, the Association of Regional Center Agencies, the protection and advocacy agency specified in Section 4901, the local regional center, consumers living in the developmental center, parents, family members, guardians, and conservators of persons living in the developmental centers or their representative organizations, persons with developmental disabilities living in the community, developmental center employees and employee organizations, community care providers, the affected city and county governments, and business and civic organizations, as may be recommended by local state Senate and Assembly representatives.

(d) Prior to the submission of the plan to the Legislature, the department shall confer with the county in which the developmental center is located, the regional centers served by the developmental center, and other state departments using similar occupational classifications, to develop a program for the placement of staff of the developmental center planned for closure in other developmental centers, as positions become vacant, or in similar positions in programs operated by, or through contract with, the county, regional centers, or other state departments, *including, but not limited to, the community state staff program, use of state staff for mobile health and crisis teams in the community, and use of state staff in new state-operated models that may be developed as a component of the closure plan.*

*(e) Prior to the submission of the plan to the Legislature, the department shall confer with the county in which the development center is located, and shall consider recommendations for the use of the developmental center property.*

(f) Prior to the submission of the plan to the Legislature, the department shall hold at least one public hearing in the community in which the developmental center is located, with public comment from that hearing summarized in the plan.

(g) The plan submitted to the Legislature pursuant to this section shall include all of the following:

- (1) A description of the land and buildings affected *at the developmental center.*
- (2) A description of existing lease arrangements at the developmental center.
- (3) *A description of resident characteristics, including, but not limited to, age, gender, ethnicity, family involvement, years of developmental center residency, developmental disability, and other factors that will determine service and support needs.*
- (4) *A description of stakeholder input provided pursuant to subdivisions (c), (d), and (e), including a*

*description of local issues, concerns, and recommendations regarding the proposed closure, and alternative uses of the developmental center property.*

*(5) The impact on residents and their families.*

*(6) A description of the unique and specialized services provided by the developmental center, including, but not limited to, crisis facilities, health and dental clinics, and adaptive technology services.*

*(7) A description of the assessment process and community placement decision process that will ensure necessary services and supports are in place prior to a resident transitioning into the community.*

*(8) Anticipated alternative placements for residents.*

*(9) A description of how the department will transition the client rights advocacy contract provided at the developmental center pursuant to Section 4433 to the community.*

*(10) A description of how the well-being of the residents will be monitored during and following their transition into the community.*

*(11) The impact on regional center services.*

*(12) Where services will be obtained that, upon closure of the developmental center, will no longer be provided by that facility.*

*(13) A description of the potential job opportunities for developmental center employees, activities the department will undertake to support employees through the closure process, and other efforts made to mitigate the effect of the closure on employees.*

*(14) The fiscal impact of the closure.*

*(15) The timeframe in which closure will be accomplished.*

*SEC. 6. Section 4474.11 is added to the Welfare and Institutions Code, immediately following Section 4474.1, to read:*

*4474.11. (a) Notwithstanding any other law, on or before October 1, 2015, the Department of Developmental Services shall submit to the Legislature a plan or plans to close one or more developmental centers. The plan or plans shall meet the requirements of subdivisions (c) to (g), inclusive of Section 4474.1, and shall be posted on the department's Internet Web site. The department may develop community resources and otherwise engage in activities for transitioning developmental center residents into the community, and utilize funds allocated for that purpose as part of the annual Budget Act that is enacted at the 2015–16 Regular Session of the Legislature. Implementation of a plan following the 2015–16 fiscal year is contingent upon legislative approval of the plan as part of the legislative budget process during the 2016–17 Regular Session of the Legislature.*

*(b) A plan submitted to the Legislature pursuant to this section may subsequently be modified during the legislative review process. Modifications may include changes based on stakeholder and county-designated advisory group comments, as well as recommendations made by the county in which the developmental center is located.*

# *Transform SDC*

**Community Workshop #1 Synthesis Report**

**May 2, 2015**

*Dream, Create, Transform.*

## *Introduction*

A diverse partnership comprised of the County of Sonoma, the Parent Hospital Association, the Sonoma Land Trust, the Sonoma Ecology Center and other local groups have come together to create a comprehensive and inclusive 18-month planning process to explore options for the future of the Sonoma Developmental Center (SDC) that preserve the unique human health, community and natural resources provided by SDC. On Saturday, May 2<sup>nd</sup>, more than 200 people participated in the first community workshop to kick-off the Transform SDC planning process. The theme of the workshop focused on empowering the community to begin to establish a vision to Dream, Create, Transform the site. This document synthesizes the community's input which defined initial elements of a community vision for the future of SDC, explored possible re-use options, and identified areas for further inquiry and investigation.

## *The Community's Vision for SDC*

There were three break-out sessions that took place during the May 2<sup>nd</sup> workshop. Participants provided both verbal and written comments throughout the sessions. The key points from those comments are summarized below and reflect elements of a draft vision statement that represent guiding principles for the community-based Transformation Plan.

- Create a public-private partnership driven by community ideas and values that showcases the site's history, maintains critical services for the developmentally disabled and preserves the natural resources and open space of the site.
- Maintain health care and residential services for special needs patients in order to sustain the greater autonomy and safety of this vulnerable community.
- Broaden the impact of SDC's expert staff and customized therapies and mobility devices to continue to be a specialized facility and critical statewide hub to address the needs of developmentally disabled patients.

- Ensure that future uses of SDC preserve the distinctive character of the Valley’s rural, quiet community and preserve the historical and architectural integrity of SDC.
- Preserve SDC’s open space, valuable natural resources, and scenic values to support wildlife corridor habitat and for future generations to enjoy.
- Promote SDC site uses that diversify and enhance the Valley’s economy and establish a model for self-sufficiency.

### *Exploring Complementary Uses*

Throughout the workshop, participants placed their ideas, questions and comments on *Dream, Create, Transform* display boards that were stationed throughout the facility. The following central themes emerged for complementary/re-use options and opportunities for SDC. Several of the ideas within these themes intersected and overlapped across thematic areas and offered an integrative vision for multiple uses. If you would like to receive a more detailed summary list of the re-use ideas listed below, please view the document titled [Transform SDC Community Workshop #1 Re-use Ideas](#).

- **Health Services and Wellness**
- **Open Space, Recreation, and Scenic Values**
- **Education, Training and Research**
- **Housing**
- **Food and Farming**

### *Funding/Financing*

**Many comments focused on possible funding and/or financing vehicles and options. The following summarizes that key ideas brought forward by workshop participants.**

Participants suggested different organizational models that could provide SDC with a structure and a governing framework to raise funds, such as the formation of a charitable or public trust, a private foundation or a 501 c3 non-profit organization. Such organizational vehicles could allow Transform SDC to engage in fundraising campaigns that could generate income through major donors and individual gifts, capital campaigns, and fundraising events. These organizational models would also allow Transform SDC to pursue and receive grant awards. In addition to fundraising or fund development recommendations, participants also suggested establishing a public/private partnership, where Transform SDC could leverage public funds with private investor financing. Leasing options, such as ground leasing and flexible leasing arrangements such as those that place the responsibility of building improvements and renovations on Lease holders were also raised. Other income-generating ideas included establishing a solar collective at the site.

## *Exploring Complementary Uses*

Throughout the workshop, participants placed their ideas, questions and comments on *Dream, Create, Transform* display boards that were stationed throughout the facility. The following ideas were compiled from these display boards and from participant comment cards regarding complementary or re-use options and opportunities for SDC. These re-use ideas are organized within the dominant thematic areas that emerged from the workshop. Several of the ideas intersect and overlap across thematic areas and offer an integrative vision for multiple uses.

## *Health Services and Wellness*

- The SDC can provide a whole range of services for community, public and private facilities. Currently on the SDC, customized therapy and mobility devices are manufactured onsite. This is a much-needed resource that can be sourced by needs all over the state, perhaps developing a stream of revenue for SDC. Create a regional and statewide hub.
- Local satellite clinic for the hospital (SVH), or which local people could receive support services (blood draw, clones, etc.).
- Health and wellness center with DD (developmentally disabled), but open to all.
- Keep whole center core area as center for health, living, specialized DD (developmentally disabled). Services regionally framing site for complicated population. Ex. Dental clinic, wheel chair, shoe department; too important to lose.
- Expand as regional/northern CA specialized services and medical facilities for persons with challenges including the developmentally disabled.
- Medical clinic for all of 400 at SRJC and for teaching and consulting for (Health Service Certificate Program) via link with UCSF/UC Davis.
- Truly holistic integrative mental health and care for developmentally disabled.
- Establish a center focusing of therapeutic use of nature.
- Maintain SDC for most severely disabled residents; health and wellness community for specialized populations.
- Since there is no facility in Sonoma County that can serve those who are skilled in nursing or Alzheimer care - who are combative - perhaps create a secure place at SDC with those already trained to care for the population.
- Turn SDC into both a care facility and a state of the art health and wellness center/area.
- Make part of the facility available for medium term length for the homeless and others on the street offering training, job services, psych services, and health services.
- Create health care clinic to provide special services to all DD and others, providing a wraparound health care and generating income.

- Collaboration between developmental centers and community homes to provide medical/residential/recreational services for DD.

## *Open Space, Recreation, and Scenic Values*

- Assign SDC to the state parks system. Ideally, the back country west of Arnold would become part of Jack London State Park. The back country east of Arnold should become part of the regional park.
- Re-furbish, re-establish, and re-open Camp Via as camp for developmentally disabled/traumatized children, center for Valley youth, and outside groups.
- Public equestrian center (can be a cooperative). E.g. similar to Miwok in the Golden Gate National Recreation Area.
- Ensure public access/hiking trails.
- Create a wildlife rehabilitation center.
- Establish a nature reserve system (possibly connected to a university - see Education below)/create a permanent preserve.
- Incorporate uses that are at the intersection of education and restoration (See Education below).

## *Education, Training and Research*

- Integration of arts education and art therapy opportunities.
- Patient art training center for art, music, and theatre must haves for existing SDC clients who can't be moved/Transcendence Theatre outdoor stage, possible venue.
- Create a college campus (public or private) with programs focused on ecology, wellness, providing services to DD (developmentally disabled).
- Connect with CSU or UC to develop a new campus with a focus on environmental studies and agriculture.
- Create SDC Department of Developmental Services training centers.
- Ideal site for a research center or institute, specialized training for doctors, nurses, social workers, geriatric specialists/possibly related to UC as a satellite school.
- Outdoor education center/program for students/visiting schools combining teamwork, outdoor skills, and nature study.
- Research institute for agriculture, technology, and the environment.
- School for conservation studies.
- SRJC adult education/satellite campus. Ex. Public/private partnership technology based training for autism.
- Create a center on climate change, water resources, and alternative energy.



- Youth career technical school.
- Community education integrated with outdoor education.
- Basic construction classes at buildings in need for school credits and donate or reuse buildings materials. Ex. Furniture repair and upholstery.
- Use shops - wood/paint/electric/etc. to train youth (Hannah for ex.) in skills.
- Boarding and day school classes in each building. Ex. Birding, ecology, cooking, etc.
- Senior run day care/preschool and infant foster care.
- Community, adult English classes, and retreat center to rent out to groups for weekend or week courses. IONS does this in Petaluma.
- Give classes on how to build your own garden in your community.
- SRJC Ropes course facilitation classes and environmental education.
- Partner with Wildcare Terwilliger Nature Educations, Sonoma birding, S.E.C., and other wildlife organizations to provide nature education for kids and adults to share the open space.
- Sonoma Valley animal shelter that has a specific center for pet assisted therapy and humane education in order to give the opportunity to help other animals (livestock and wildlife) while teaching children.
- Turn SDC "useable" buildings into art workshops, pottery, painting, etc.; could be used for classes, weekend retreats (i.e. Taos).
- Museum on history of SDC, Glen Ellen, Eldridge, the developmentally disabled, and the future of "mind" research/Create a 'History of Mental Health' Museum.
- Non-profit center with community space (events/meeting rooms/center/office).

## *Housing*

- Housing for mentally ill/autistic that don't need level of care at SDC.
- Housing for the non-disabled and disabled elderly (like living independent).
- Temp housing so caregivers and family have a place for their loved ones while caregivers vacation here. They need a break!
- Generate income - develop villages (use some existing buildings) for different purposes and groups, i.e. - veterans homes, JC satellite campus, affordable housing for Sonoma Valley, other residents, etc. Centralization decreases cost.
- Housing for veterans (federal funding may be available).
- Develop a youth/teens/seniors mentoring/homeless center for overnight temporary stays.
- Turn the existing buildings into "condos" of smaller units. Example: Sweed School Condos in Petaluma as these "condos" can comply with smaller unit requirements.

- Transition from institutional living towards housing services and safety for veterans and the developmentally disabled.

## *Food and Farming*

- Sustainable farming with organic produce supplied to businesses and residents; local food market/Farmers Market.
- Restoration of the orchard at Camp Via (use vets).
- Re-store working farm and expand them at SDC, utilizing the food for residents and sale.
- Orchard can produce canned and dried food for sale or use on site, as well as raw food for feeding people who are on site. Ex. New users and residents/Orchard and gardens should be renewed and re-used. Sonoma has master gardeners and certified arborists who would love to volunteer and work.
- A fruit/vegetable gleaming project, bringing good affordable produce to Farmers Markets/stands/flower marts to provide revenue for funding water drip systems.
- Re-establish the working farm as a community garden.
- “Agricultural Mall.”
- There is a model farm-Arden-in the East Bay Park system. This could be a possible model for SDC.

## *Questions for Further Consideration*

**Many questions raised by workshop participants offer insights about areas for further inquiry, investigation and consideration to inform the Transform SDC planning process.**

- Most states have closed developmental centers; therefore, what is the data on services provided and outcome of consumers in community placement?
- How can residents continue to be cared for at less cost per patient?
- Could some land be sold (to allow state profit) without losing all stakeholder goals?
- Can the other buildings be used as salvage for future projects not only at SDC but perhaps at other county/state areas? How many buildings are on SDC and which ones can be saved?
- How is the Sonoma County Health Department funded and prepared to take responsibility for the SDC closure resident’s high intensity med/psych service patients who are expensive, fragile, vulnerable, voiceless, and marginalized?
- The maintenance and/or refurbishment of the developmental centers will cost a great deal of money. The developmental center has already lost efficiencies of scale, and so the costs per resident are inordinately high. It is not surprising there is scrutiny of these numbers

and also support for the closure of the DCs based on financial concerns. We need to know and compare the proper analysis of costs per patient equals: full true costs of SDC to "community" care. What is the proper financial cost analysis?

- Can some buildings be given an historical district designation? What are the steps in this process?
- What would we learn from a complete building and infrastructural inventory?
- What are the water resources on the property?
- What are the possible transactional vehicles available to us? How do we come up with a flexible financing model?
- What are the best ways to generate revenue in the existing built environment to ensure that we keep the upland areas wild?

COUNTY OF SONOMA  
BOARD OF SUPERVISORS

575 ADMINISTRATION DRIVE, RM. 100A  
SANTA ROSA, CALIFORNIA 95403

(707) 565-2241  
FAX (707) 565-3778



MEMBERS OF THE BOARD

SUSAN GORIN  
CHAIR  
EFREN CARRILLO  
VICE CHAIR  
DAVID RABBITT  
SHIRLEE ZANE  
JAMES GORE

September 23, 2015

TO: California Department of Developmental Services

RE: **Sonoma County Comments Regarding the Draft Closure Plan and Future Use of the Sonoma Developmental Center's Property**

Dear Director Rogers,

I am submitting this letter on behalf of the Board of Supervisors to provide the County of Sonoma's response to the draft Plan for the Closure of Sonoma Developmental Center ("Closure Plan"), released on September 15, 2015, by the Department of Developmental Services (DDS). The future of the Sonoma Developmental Center (SDC) is a top priority for our County. We are concerned about the residents and families whose lives will be forever changed if this plan moves forward as currently drafted. We are also concerned for the nearly 1,300 employees who rely on the SDC for their livelihood, who are a part of our community, and who provide highly specialized services for the County and the region that we can't afford to lose. Additionally, the County and the community recognize the importance of preserving the critical environmental resources present on the SDC property.

I would like to start by thanking the State for your stated intentions to collaborate with the County outside of the State's surplus process in an effort to identify potential options for the future use of the SDC campus. This process recognizes the unique environmental qualities of the SDC property, and we are appreciative that our concerns on this issue were reflected in the draft closure plan. We further appreciate that DDS as well as the Department of General Services (DGS) have facilitated an open process that invited public opinion and input from the County throughout the development of the draft Closure Plan, and continue to engage with the County and other local stakeholders.

There were a number of comments that the County submitted prior to the release of the draft plan, and that have been expressed in meetings with DDS and other agencies, that are not reflected in the proposed plan. It was our hope, and we are frankly disappointed that the draft Closure Plan does not include more specific details and direction on where the community placements for residents will be occurring. As specific locations are not listed, residents and families are left feeling anxious about the unknown possibility of relocation. Concurrent planning for the site and placement is critical for residents, their families, and the community, and the draft plan does not recognize this crucial element of the planning process that the County has emphasized throughout our discussions with the State. We need to keep actively working on a plan for housing some of the state's most medically fragile individuals. This cannot wait.

Additionally, the draft Closure Plan has no mention of continuing services after closure. We strongly urge the State to explore utilization of the highly skilled SDC staff and continue offering access to services, including crisis stabilization services, at this site.

While the draft Closure Plan does not address this need, our County continues to support the development of a health clinic or a Federally Qualified Health Center (FQHC) on the current SDC site to focus on the needs of individuals with developmental disabilities. Development of such a clinic needs to be integrated into the State's current planning process.

Several of our County departments will be submitting individual letters of comments and response to the Closure Plan. I support each of these as our County departments have collaborated throughout each step of this process and stand united in our vision for the future of SDC.

At this time, we are formally resubmitting the response we provided to DDS and DGS on August 25<sup>th</sup>, 2015, and ask, once again, that you consider these comments in their entirety. In addition, we would like to request you include our comment letter in the body of the plan and not as an attachment.

Going forward, please know we remain fully committed to working with DDS and DGS. If you are in need of any additional information or clarification, please contact Rebecca Wachsberg, Deputy County Administrator, at (707) 565-2431 or [Rebecca.Wachsberg@sonoma-county.org](mailto:Rebecca.Wachsberg@sonoma-county.org).

Sincerely,

A handwritten signature in cursive script that reads "Susan Gorin".

SUSAN GORIN, Chair  
Sonoma County Board of Supervisors

Attachment: Sonoma County Comments Regarding the Future Use of the Sonoma Developmental Center's Property and Other Input to Inform the Closure Plan

# **Sonoma County Comments Regarding the Future Use of the Sonoma Developmental Center’s Property and Other Input to Inform the Closure Plan (originally submitted on 8/25/15)**

## **Introduction**

On May 14, 2015, Governor Brown released the May Revision to the proposed 2015-16 California State budget. The May Revision proposed to initiate closure planning for the remaining developmental centers. The 2015-16 State budget, adopted on June 25, 2015, required the California Department of Development Services (DDS) to submit a closure plan to the California Legislature for the SDC on October 1, 2015, with intended closure by 2018. Pursuant to the 2015 State Budget Act, the California Department of Development Services (DDS) will submit a closure plan to the California Legislature for the Sonoma Developmental Center (SDC) on October 1, with intended closure by 2018. The Legislature has the responsibility for additional public review and related modifications followed by adoption as part of next year’s budget cycle. This memorandum is in response to a request from the Departments of Developmental Services and General Services for County input regarding the future use of the SDC property and any other input to inform the closure plan.

Since 2013, County of Sonoma staff has been closely involved in working with the SDC Coalition, a diverse partnership committed to exploring options for the future of SDC and comprised of the County of Sonoma, the Sonoma County Agricultural Preservation and Open Space District, the Sonoma County Water Agency, the Parent Hospital Association, the Sonoma Land Trust, and the Sonoma Ecology Center. In 2014, the SDC Coalition launched a broad-based community driven-effort – ***Transform SDC*** –to transform the site’s unique health service programs and preserve its natural resources.

This document builds on the community’s ***Transform SDC*** dialogue that defined initial elements of a vision for the future of SDC, explored possible reuse options, and identified areas for further inquiry and investigation. For the next several years, the SDC Coalition, which includes dedicated Sonoma County staff, will continue to engage the residents of Sonoma County and beyond in the future of the Sonoma Development Center through ***Transform SDC***.

## **Sonoma County Supports the SDC Coalition’s Guiding Principles for the Future of SDC:**

- Implement the recommendations from the 2014 “Plan for the Future of Developmental Centers in California.” This Plan was created by the California Health and Human Services Agency based on the deliberations of a statewide representative task force. As stated in the Executive Summary for the Plan, “...the future role of the State is to operate a limited number of smaller, safety-net crisis and residential services coupled with specialized health care resource centers and public/private partnerships...” Rather than simply closing SDC, we believe that the Center is a perfect location to achieve many of these objectives. Hence the critical distinction of “transforming” SDC.
- Seek an active collaboration and partnership with the Department of Developmental Services, the Health and Human Services Agency, the Governor and the Legislature to meet the state’s goal of caring for individuals with developmental disabilities in a safe, dependable and cost-effective manner while realizing the community’s vision for SDC.
- Develop permanent residential services on the SDC campus for current SDC clients and those

Northern California individuals with developmental disabilities who are not able to function in community settings to ensure the safety of this vulnerable population.

- Broaden the impact of SDC's staff expertise, customized therapies and durable equipment manufacturing by establishing an on-site specialized facility to serve developmentally disabled consumers throughout Northern California.
- Ensure that future uses of the Center preserve the distinct character of the Sonoma Valley's rural communities and SDC's natural, historical, and architectural integrity.
- Protect SDC's open space, valuable natural and scenic resources to support healthy wildlife populations, water resources, and recreational opportunities for future generations.
- Establish complementary reuses on the SDC site that diversify and enhance the Valley's economy and establish models for sustainable development and economic self-sufficiency.

### **Sonoma County 2015 State Legislative Platform: Sonoma Developmental Center**

Each calendar year, Sonoma County adopts an annual legislative platform that provides a guide for Sonoma County's legislative advocates, and highlights key issues important to the local community. The platform provides over-arching guiding principles, prioritizes State and Federal issues intended for specific legislative action, and lays out ongoing general State and Federal issues that the County will monitor for potential action should opportunities arise.

One priority area of the Sonoma County 2015 State Legislative Platform is the Sonoma Developmental Center (SDC). The SDC is the oldest facility in California established specifically for serving the needs of individuals with developmental disabilities. The facility opened its doors to 148 residents in 1891. Since that time, SDC has served as a critical resource to people in Sonoma County as well as throughout the North Bay Region. Today, SDC provides an extensive array of services that promote ongoing health, learning, self-advocacy and increased independence; and innovative social, recreational, educational, vocational, and other programs are continuously offered. Not only does SDC provide valuable services to individuals and families, it also serves as a significant scenic and environmental resource; SDC is adjacent to natural open space and park land, along with heavily traveled wildlife trails. Ensuring the land continues to provide these community benefits is of great importance to the Board of Supervisors and the community.

The County supports working with State and community stakeholders to sponsor and develop legislation, funding, and other opportunities to preserve SDC's valuable health services for Sonoma County and North Bay residents as well as preserving critical environmental resources.

### **Specific Recommendations for SDC Closure Plan**

Sonoma County's (and its associated Agencies, collectively referred as the "County") recommendations are drawn from the following resources:

- SDC Coalition/Transform SDC Project recommendations to DDS, dated August 7, 2015
- Input from various Sonoma County Departments.

## 1. Planning and Collaboration Protocol

DDS and other relevant state agencies such as the Department of General Services (DGS) should enter into a Memorandum of Understanding with the County of Sonoma to identify and describe mutual goals, guiding principles, roles and responsibilities, timelines, planning processes and other essential aspects of designing a new future for SDC. The MOU will specifically include the following provisions:

- Designate the County and the SDC Coalition as the Sonoma County organizations that the State will work with in a collaborative manner throughout the multi-year transformation process to provide:
  - 1) ongoing representation from the diverse interests most affected by closure, including the County of Sonoma, SDC consumers, family members and employees, land protection organizations, civic and business groups, and the residents of Sonoma County;
  - 2) mutual exchange of information and dialogue to simultaneously address the needs of both the State and Sonoma County; and
  - 3) transparency and accountability in the Department's decision-making process.
- Development of protocol for transparency in reporting health outcomes for individuals who have been moved from SDC as well as other developmental centers to inform and assist in the assessment of appropriate placement and support for those individuals who DDS currently intends to move from SDC.

## 2. Recommendations for Client Services

The County supports the inclusion of the following concepts and specifics be addressed in the State's SDC Closure Development Plan:

- Transformation of the SDC must be done in a manner that assures access to high quality medical and behavioral health services and respects and protects the unique and specialized needs of each resident, and their family or guardian.
- Additional health resources must be developed and available in the community prior to the transition of SDC to ensure that the existing system of care is strengthened to accommodate the complex care needs of this added population. The County encourages the development of a Health Impact Assessment to bring together scientific data, health expertise and public input to identify the potential effects of the proposed closure of the SDC and of a transformed service model.
- The County believes that services – when medically appropriate – are more effective when provided in a community-based setting with a compliment of necessary support/wrap-around services versus a more restrictive institutional setting.
- In collaboration with the County, develop a plan to ensure the ongoing legal representation of conserved SDC clients currently served by the County.
- For some SDC residents, a home or community-based setting is not currently available or appropriate. This may include SDC residents with significant medical conditions or behavioral issues; individuals in temporary crisis; and/or individuals who because of other circumstances have not successfully transitioned into a community setting.



- The County supports the transformation of the SDC from a state-run Intermediate Care Facility (ICF) to a service model that is community-based; developed through public-private-non-profit partnerships; and that serves as a “regional hub”- able to provide specialized services for all intellectually and developmentally disabled (IDD) individuals, including those who may not successfully transition into a home or other community-based setting.
- The County supports a transformed SDC to include the following array of specialized services:
  - ✓ An Acute Crisis Center to provide emergency and other necessary health services for IDD individuals in the community who are in need of short term transitional crisis services. The Acute Crisis Center could include a crisis response team that could support the regional centers and deflection of individuals into existing developmental centers or more costly institutional services; a crisis hotline that could serve the region and possibly beyond; and specialized day programs. The Acute Crisis Center could focus on providing services that address the immediate crisis but also on the development of best practices that support the return of the individual to a community-based setting.
  - ✓ A Health Clinic to include a focus on the specialized needs of IDD individuals and to provide a full array of services including primary care; care coordination; full array of dental services including preventative services, general and anesthetic dentistry; durable medical equipment and orthotics; behavioral; and preventative care. The clinics patients’ could include individuals on site receiving specialized services; IDD patients living throughout the region; and non-IDD patients further integrating the clinic’s operations with the community. The Health Clinic could be operated by the state, a private provider, non-profit, or through a public/private partnership. The Health Clinic could be a satellite of an existing clinic (FQHC or other) or could be a standalone.
  - ✓ A Health Resource Center to include health education and programming, life skills and care management, wellness, exercise and nutrition classes, job training, etc. The Health Resource Center could provide a place for health care advocates to meet with residents, family, guardians, and the community for enrollment into health coverage, and to problem solve on issues of coverage, care and general health. The Health Resource Center could also provide an opportunity for residents and the broader community to gather and access the natural health environment, including walking paths, other outdoor exercise opportunities and meditation resources.
  - ✓ Residential Health Services including housing for a subset of SDC residents with specialized needs should be considered in a transformed SDC. Residential health services could include housing for individuals with complex medical and behavioral needs; individuals in temporary crisis; and those who have prior unsuccessful transitions to a community setting and need a place of last resort while they gain additional services to assist them to successfully transition.
- The County supports the Coalition and the community in their goal to preserve the natural resources and open space of the SDC site. The SDC site contributes to the health of broader community on multiple levels including water/ground water capacity; climate change resiliency; and as a place the public can hike or bike while enjoying its natural beauty.

- The County will continue to work collaboratively with the SDC Coalition to develop financing and management recommendations to the Governor and the Legislature that will “create public/private partnerships to provide community integrated services.”

### **3. Develop a Reuse Strategy for the SDC Campus**

In order to assess the opportunities for reuse of the SDC campus, it is essential that the State:

- Update the 1998 infrastructure and environmental assessment prepared by Vanir Construction Management Inc., and prepare a “Property Assessment Study” similar to that developed for Lanterman by RBF Consulting. The study should include a current “Infrastructure Capacity Assessment”, which reviews sewer, water, gas, electricity and storm drainage systems and a Phase 1 Environmental Site Assessment.<sup>1</sup>
- Conduct a historical resources assessment to identify structures and other site uses that may be subject to historic preservation requirements.<sup>2</sup>
- Work collaboratively with the County and the SDC Coalition to develop financing and management recommendations to the Governor and the Legislature to create public/private partnerships and other reuse options that are complementary to health care services and open space protection on the SDC campus.

### **4. Protect SDC’s Open Space and Natural Resources**

The SDC property is unique among the State’s developmental centers because it includes approximately 750 acres of open space and natural resource lands on Sonoma Mountain and in the Sonoma Valley. The site also provides significant public benefits to the region, including water and groundwater capacity, climate change resiliency, wildlife corridor and habitat protection, scenic qualities and access to open space that supports human health. The site is bounded by state and county parks and other protected land, connected to an existing regional trail system, and identified as a critical wildlife corridor.

The open space and natural lands of the property have been a directly beneficial to the well-being of the SDC residents and employees and the neighboring communities. The site is widely utilized by the community for recreation and enjoyment. Its tranquil setting and the ability for SDC’s developmentally disabled clients to get outside, walk around and enjoy nature has provided peace of mind and therapeutic benefits for residents, and for the family members and guardians who care deeply about their loved ones.

In order to fully assess and protect these resources, it is essential that the State:

- Coordinate complete biological and cultural resource assessments of the SDC property with the DGS, the Legislature and the California Natural Resources Agency, that builds on the work of the

<sup>1</sup> See Lanterman Closure Plan, page 26

<sup>2</sup> See Lanterman Closure Plan, page 26

April 2014 “Sonoma Developmental Center Draft Resource Assessment” and share the data with the County, the SDC Coalition and the general public.

- Work with the County and the SDC Coalition to prepare a summary of the property’s contributions towards the State’s environmental goals in the areas of how access to nature benefits public health, water management and conservation, climate change and habitat and natural resource protection.
- Initiate a collaborative process with DGS, the California Natural Resources Agency, California State Parks, the County and interested stakeholders to ensure permanent protection of the critical open space lands on the SDC site.
- Support expanding parks, for example, expansion of the Sonoma Valley Regional Park to include the open space lands east of Arnold Drive.
- Provide information on the current and historical (past 10 years) cost of operation and maintenance of all water and waste water systems onsite.
- Provide a copy of the master plan for the onsite water and waste water systems.
- Work with a broad coalition to determine the most appropriate ways to improve public use of the land as well as to enhance and preserve the wildlife corridor.
- In the event State Parks is unable to accept land resources within SDC, or is unable to manage the lands, the County supports acquisition and/or managing the lands with partners as appropriate, including Camp Via, ropes course, etc. The County would preserve the option of eventual transfer of the lands west of Arnold to State Parks.
- Conduct a complete study and report on existing, active, and historical water rights, in order to accurately identify the impacted agencies and limitations on site reuse and what can be stored and used offsite, as well as more accurately estimate available water resources. Confirm and validate the official SDC “Place of Use” map with the State Division of Water Rights and provide official map to the Sonoma County Water Agency (SCWA), Valley of the Moon Water District (VOMWD), and City of Sonoma.
- Conduct a complete and thorough condition assessment of the water and wastewater collection system facilities and infrastructure, provide the assessment reports to SCWA, VOMWD and the Coalition for review, and allow SCWA and VOMWD staff and Coalition members to access the site to evaluate site infrastructure.
- Reconsider granting a proposed trail easement with the County to connect Santa Rosa and Sonoma, a section identified as the “Sonoma Valley Trail.”
- Recognize that the available water resources on the SDC site represent critical local resources that can assist the local agencies and community in complying with and meeting the standards of Sustainable Management Groundwater Act (SGMA). Should local agencies not be able to sustainability manage groundwater resources in Sonoma Valley, under the SGMA the State would be required to utilize its resources to step in and regulate groundwater use in Sonoma Valley.

- Consider the County’s recommendation that excess water resources be used to reduce local well pumping (in lieu recharge), in order to preserve groundwater and aid in recharge, and offset peak season and emergency water needs in the community, as well as help in the immediate and pervasive drought conditions being experienced in the Valley and statewide.
- Conduct a thorough assessment before considering continued site use in any capacity and/or replacement of the wastewater collection facilities. Following the collection system condition assessment, repair and/or replace any infrastructure in need of maintenance and restoration, to bring the infrastructure up to code and efficiently operating.

## 5. Policy and Legislative Recommendations

When the Agnews and Lanterman Developmental Centers (DC) closed, state legislation was developed to implement specific recommendations that resulted from dialogue with impacted families, the regional centers and DC state employees. DDS, the Legislature, Congress and federal agencies should develop legislative and policy reforms that will ensure that the recommendations we have provided can be developed concurrently and implemented. These include:

- Extend October 1 plan deadline and 2018 closure timeframe to allow thoughtful exploration of transformation concepts, including:
  - Construction of housing on site for use by regional centers during the transition period;
  - Maintenance of the clinic, resource center, and crisis stabilization on the site during the transition period, so the valuable expertise of the current SDC staff can be retained for the benefit of SDC and regional center clients, as well as any other members of the broader community; and
  - Consideration of fiscal management alternatives for continuation of services that defray the cost to the State of ongoing operations.
- Seek waiver to allow continued federal funding through 2020 to fully explore transformation process.
- Support development of regional FQHC / Community Health Care Center at SDC to support needs of residents / former residents that have transitioned to community, acute care facility residents and transitional housing residents.
- Look for pilot program opportunities and funding to support transformation effort.
- Seek ways to retain the approximately 1300 State employees and their expertise through process.
- Support legislation to allow employees to work for the State and serve clients in the community simultaneously.
- Evaluate lessons learned from Agnews and Lanterman to determine what worked and what didn’t.
- State legislation to ensure that open space and natural resource lands are permanently protected.
- Ensure immediate transition plans and future reuse plan development occurs concurrently.

- Other necessary policy and legislative changes needed to implement our recommendations.

**Contact: Rebecca Wachsberg, Deputy County Administrator, Sonoma County Administrator's Office at (707) 565-2431 or [Rebecca.Wachsberg@sonoma-county.org](mailto:Rebecca.Wachsberg@sonoma-county.org).**

COUNTY OF SONOMA  
BOARD OF SUPERVISORS

575 ADMINISTRATION DRIVE, RM. 100A  
SANTA ROSA, CALIFORNIA 95403

(707) 565-2241  
FAX (707) 565-3778



MEMBERS OF THE BOARD

SUSAN GORIN  
CHAIR  
EFREN CARRILLO  
VICE CHAIR  
DAVID RABBITT  
SHIRLEE ZANE  
JAMES GORE

August 25, 2015

TO: California Department of Developmental Services  
California Department of General Services

RE: **Sonoma County Comments Regarding the Future Use of the Sonoma Developmental Center's Property and other input to inform the closure plan**

Dear Director Rogers and Director Kim,

Attached is Sonoma County's response to a request from the Departments of Developmental Services and General Services for County input regarding the future use of the Sonoma Developmental Center (SDC) property and any other input to inform the closure plan.

Our community is extremely concerned about the future of the SDC and the impact closure will have on current SDC residents. We have been working closely with a coalition of local stakeholders to identify opportunities to preserve SDC's valuable health services for Sonoma County and North Bay residents as well as preserving critical environmental resources. Additionally, the SDC is the largest employer in the Sonoma Valley, employing approximately 1,300 members of our community, and our coalition is also focused on how to meet the needs of these employees who rely on the SDC for their livelihood, many of whom have specialized training in providing care and customized equipment for the residents, expertise that we cannot afford to lose.

We urge you to work closely with the County as the plans for closure progress. If you are in need of any additional information or clarification, please contact Rebecca Wachsberg, Deputy County Administrator, at (707) 565-2431 or [Rebecca.Wachsberg@sonoma-county.org](mailto:Rebecca.Wachsberg@sonoma-county.org).

Sincerely,

SUSAN GORIN, Chair  
Sonoma County Board of Supervisors

Attachment: Sonoma County Comments Regarding the Future Use of the Sonoma Developmental Center's Property and Other Input to Inform the Closure Plan



## Sonoma County Comments Regarding the Future Use of the Sonoma Developmental Center’s Property and Other Input to Inform the Closure Plan

### Introduction

On May 14, 2015, Governor Brown released the May Revision to the proposed 2015-16 California State budget. The May Revision proposed to initiate closure planning for the remaining developmental centers. The 2015-16 State budget, adopted on June 25, 2015, required the California Department of Development Services (DDS) to submit a closure plan to the California Legislature for the SDC on October 1, 2015, with intended closure by 2018. Pursuant to the 2015 State Budget Act, the California Department of Development Services (DDS) will submit a closure plan to the California Legislature for the Sonoma Developmental Center (SDC) on October 1, with intended closure by 2018. The Legislature has the responsibility for additional public review and related modifications followed by adoption as part of next year’s budget cycle. This memorandum is in response to a request from the Departments of Developmental Services and General Services for County input regarding the future use of the SDC property and any other input to inform the closure plan.

Since 2013, County of Sonoma staff has been closely involved in working with the SDC Coalition, a diverse partnership committed to exploring options for the future of SDC and comprised of the County of Sonoma, the Sonoma County Agricultural Preservation and Open Space District, the Sonoma County Water Agency, the Parent Hospital Association, the Sonoma Land Trust, and the Sonoma Ecology Center. In 2014, the SDC Coalition launched a broad-based community driven-effort – ***Transform SDC*** –to transform the site’s unique health service programs and preserve its natural resources.

This document builds on the community’s ***Transform SDC*** dialogue that defined initial elements of a vision for the future of SDC, explored possible reuse options, and identified areas for further inquiry and investigation. For the next several years, the SDC Coalition, which includes dedicated Sonoma County staff, will continue to engage the residents of Sonoma County and beyond in the future of the Sonoma Development Center through ***Transform SDC***.

### Sonoma County Supports the SDC Coalition’s Guiding Principles for the Future of SDC:

- Implement the recommendations from the 2014 “Plan for the Future of Developmental Centers in California.” This Plan was created by the California Health and Human Services Agency based on the deliberations of a statewide representative task force. As stated in the Executive Summary for the Plan, “...the future role of the State is to operate a limited number of smaller, safety-net crisis and residential services coupled with specialized health care resource centers and public/private partnerships...” Rather than simply closing SDC, we believe that the Center is a perfect location to achieve many of these objectives. Hence the critical distinction of “transforming” SDC.
- Seek an active collaboration and partnership with the Department of Developmental Services, the Health and Human Services Agency, the Governor and the Legislature to meet the state’s goal of caring for individuals with developmental disabilities in a safe, dependable and cost-effective manner while realizing the community’s vision for SDC.

- Develop permanent residential services on the SDC campus for current SDC clients and those Northern California individuals with developmental disabilities who are not able to function in community settings to ensure the safety of this vulnerable population.
- Broaden the impact of SDC’s staff expertise, customized therapies and durable equipment manufacturing by establishing an on-site specialized facility to serve developmentally disabled consumers throughout Northern California.
- Ensure that future uses of the Center preserve the distinct character of the Sonoma Valley’s rural communities and SDC’s natural, historical, and architectural integrity.
- Protect SDC’s open space, valuable natural and scenic resources to support healthy wildlife populations, water resources, and recreational opportunities for future generations.
- Establish complementary reuses on the SDC site that diversify and enhance the Valley’s economy and establish models for sustainable development and economic self-sufficiency.

**Sonoma County 2015 State Legislative Platform: Sonoma Developmental Center**

Each calendar year, Sonoma County adopts an annual legislative platform that provides a guide for Sonoma County’s legislative advocates, and highlights key issues important to the local community. The platform provides over-arching guiding principles, prioritizes State and Federal issues intended for specific legislative action, and lays out ongoing general State and Federal issues that the County will monitor for potential action should opportunities arise.

One priority area of the Sonoma County 2015 State Legislative Platform is the Sonoma Developmental Center (SDC). The SDC is the oldest facility in California established specifically for serving the needs of individuals with developmental disabilities. The facility opened its doors to 148 residents in 1891. Since that time, SDC has served as a critical resource to people in Sonoma County as well as throughout the North Bay Region. Today, SDC provides an extensive array of services that promote ongoing health, learning, self-advocacy and increased independence; and innovative social, recreational, educational, vocational, and other programs are continuously offered. Not only does SDC provide valuable services to individuals and families, it also serves as a significant scenic and environmental resource; SDC is adjacent to natural open space and park land, along with heavily traveled wildlife trails. Ensuring the land continues to provide these community benefits is of great importance to the Board of Supervisors and the community.

The County supports working with State and community stakeholders to sponsor and develop legislation, funding, and other opportunities to preserve SDC’s valuable health services for Sonoma County and North Bay residents as well as preserving critical environmental resources.

**Specific Recommendations for SDC Closure Plan**

Sonoma County’s (and its associated Agencies, collectively referred as the “County”) recommendations are drawn from the following resources:

- SDC Coalition/Transform SDC Project recommendations to DDS, dated August 7, 2015
- Input from various Sonoma County Departments.



## 1. Planning and Collaboration Protocol

DDS and other relevant state agencies such as the Department of General Services (DGS) should enter into a Memorandum of Understanding with the County of Sonoma to identify and describe mutual goals, guiding principles, roles and responsibilities, timelines, planning processes and other essential aspects of designing a new future for SDC. The MOU will specifically include the following provisions:

- Designate the County and the SDC Coalition as the Sonoma County organizations that the State will work with in a collaborative manner throughout the multi-year transformation process to provide:
  - 1) ongoing representation from the diverse interests most affected by closure, including the County of Sonoma, SDC consumers, family members and employees, land protection organizations, civic and business groups, and the residents of Sonoma County;
  - 2) mutual exchange of information and dialogue to simultaneously address the needs of both the State and Sonoma County; and
  - 3) transparency and accountability in the Department's decision-making process.
- Development of protocol for transparency in reporting health outcomes for individuals who have been moved from SDC as well as other developmental centers to inform and assist in the assessment of appropriate placement and support for those individuals who DDS currently intends to move from SDC.

## 2. Recommendations for Client Services

The County supports the inclusion of the following concepts and specifics be addressed in the State's SDC Closure Development Plan:

- Transformation of the SDC must be done in a manner that assures access to high quality medical and behavioral health services and respects and protects the unique and specialized needs of each resident, and their family or guardian.
- Additional health resources must be developed and available in the community prior to the transition of SDC to ensure that the existing system of care is strengthened to accommodate the complex care needs of this added population. The County encourages the development of a Health Impact Assessment to bring together scientific data, health expertise and public input to identify the potential effects of the proposed closure of the SDC and of a transformed service model.
- The County believes that services – when medically appropriate – are more effective when provided in a community-based setting with a compliment of necessary support/wrap-around services versus a more restrictive institutional setting.
- In collaboration with the County, develop a plan to ensure the ongoing legal representation of conserved SDC clients currently served by the County.
- For some SDC residents, a home or community-based setting is not currently available or appropriate. This may include SDC residents with significant medical conditions or behavioral issues; individuals in temporary crisis; and/or individuals who because of other circumstances have not successfully transitioned into a community setting.

- The County supports the transformation of the SDC from a state-run Intermediate Care Facility (ICF) to a service model that is community-based; developed through public-private-non-profit partnerships; and that serves as a “regional hub” - able to provide specialized services for all intellectually and developmentally disabled (IDD) individuals, including those who may not successfully transition into a home or other community-based setting.
- The County supports a transformed SDC to include the following array of specialized services:
  - ✓ An Acute Crisis Center to provide emergency and other necessary health services for IDD individuals in the community who are in need of short term transitional crisis services. The Acute Crisis Center could include a crisis response team that could support the regional centers and deflection of individuals into existing developmental centers or more costly institutional services; a crisis hotline that could serve the region and possibly beyond; and specialized day programs. The Acute Crisis Center could focus on providing services that address the immediate crisis but also on the development of best practices that support the return of the individual to a community-based setting.
  - ✓ A Health Clinic to include a focus on the specialized needs of IDD individuals and to provide a full array of services including primary care; care coordination; full array of dental services including preventative services, general and anesthetic dentistry; durable medical equipment and orthotics; behavioral; and preventative care. The clinic's patients could include individuals on site receiving specialized services; IDD patients living throughout the region; and non-IDD patients further integrating the clinic's operations with the community. The Health Clinic could be operated by the state, a private provider, non-profit, or through a public/private partnership. The Health Clinic could be a satellite of an existing clinic (FQHC or other) or could be a standalone.
  - ✓ A Health Resource Center to include health education and programming, life skills and care management, wellness, exercise and nutrition classes, job training, etc. The Health Resource Center could provide a place for health care advocates to meet with residents, family, guardians, and the community for enrollment into health coverage, and to problem solve on issues of coverage, care and general health. The Health Resource Center could also provide an opportunity for residents and the broader community to gather and access the natural health environment, including walking paths, other outdoor exercise opportunities and meditation resources.
  - ✓ Residential Health Services including housing for a subset of SDC residents with specialized needs should be considered in a transformed SDC. Residential health services could include housing for individuals with complex medical and behavioral needs; individuals in temporary crisis; and those who have prior unsuccessful transitions to a community setting and need a place of last resort while they gain additional services to assist them to successfully transition.
- The County supports the Coalition and the community in their goal to preserve the natural resources and open space of the SDC site. The SDC site contributes to the health of broader community on multiple levels including water/ground water capacity; climate change resiliency; and as a place the public can hike or bike while enjoying its natural beauty.

- The County will continue to work collaboratively with the SDC Coalition to develop financing and management recommendations to the Governor and the Legislature that will “create public/private partnerships to provide community integrated services.”

### **3. Develop a Reuse Strategy for the SDC Campus**

In order to assess the opportunities for reuse of the SDC campus, it is essential that the State:

- Update the 1998 infrastructure and environmental assessment prepared by Vanir Construction Management Inc., and prepare a “Property Assessment Study” similar to that developed for Lanterman by RBF Consulting. The study should include a current “Infrastructure Capacity Assessment”, which reviews sewer, water, gas, electricity and storm drainage systems and a Phase 1 Environmental Site Assessment.<sup>1</sup>
- Conduct a historical resources assessment to identify structures and other site uses that may be subject to historic preservation requirements.<sup>2</sup>
- Work collaboratively with the County and the SDC Coalition to develop financing and management recommendations to the Governor and the Legislature to create public/private partnerships and other reuse options that are complementary to health care services and open space protection on the SDC campus.

### **4. Protect SDC’s Open Space and Natural Resources**

The SDC property is unique among the State’s developmental centers because it includes approximately 750 acres of open space and natural resource lands on Sonoma Mountain and in the Sonoma Valley. The site also provides significant public benefits to the region, including water and groundwater capacity, climate change resiliency, wildlife corridor and habitat protection, scenic qualities and access to open space that supports human health. The site is bounded by state and county parks and other protected land, connected to an existing regional trail system, and identified as a critical wildlife corridor.

The open space and natural lands of the property have been a directly beneficial to the well-being of the SDC residents and employees and the neighboring communities. The site is widely utilized by the community for recreation and enjoyment. Its tranquil setting and the ability for SDC’s developmentally disabled clients to get outside, walk around and enjoy nature has provided peace of mind and therapeutic benefits for residents, and for the family members and guardians who care deeply about their loved ones.

In order to fully assess and protect these resources, it is essential that the State:

- Coordinate complete biological and cultural resource assessments of the SDC property with the DGS, the Legislature and the California Natural Resources Agency, that builds on the work of the

---

<sup>1</sup> See Lanterman Closure Plan, page 26

<sup>2</sup> See Lanterman Closure Plan, page 26

April 2014 “Sonoma Developmental Center Draft Resource Assessment” and share the data with the County, the SDC Coalition and the general public.

- Work with the County and the SDC Coalition to prepare a summary of the property’s contributions towards the State’s environmental goals in the areas of how access to nature benefits public health, water management and conservation, climate change and habitat and natural resource protection.
- Initiate a collaborative process with DGS, the California Natural Resources Agency, California State Parks, the County and interested stakeholders to ensure permanent protection of the critical open space lands on the SDC site.
- Support expanding parks, for example, expansion of the Sonoma Valley Regional Park to include the open space lands east of Arnold Drive.
- Provide information on the current and historical (past 10 years) cost of operation and maintenance of all water and waste water systems onsite.
- Provide a copy of the master plan for the onsite water and waste water systems.
- Work with a broad coalition to determine the most appropriate ways to improve public use of the land as well as to enhance and preserve the wildlife corridor.
- In the event State Parks is unable to accept land resources within SDC, or is unable to manage the lands, the County supports acquisition and/or managing the lands with partners as appropriate, including Camp Via, ropes course, etc. The County would preserve the option of eventual transfer of the lands west of Arnold to State Parks.
- Conduct a complete study and report on existing, active, and historical water rights, in order to accurately identify the impacted agencies and limitations on site reuse and what can be stored and used offsite, as well as more accurately estimate available water resources. Confirm and validate the official SDC “Place of Use” map with the State Division of Water Rights and provide official map to the Sonoma County Water Agency (SCWA), Valley of the Moon Water District (VOMWD), and City of Sonoma.
- Conduct a complete and thorough condition assessment of the water and wastewater collection system facilities and infrastructure, provide the assessment reports to SCWA, VOMWD and the Coalition for review, and allow SCWA and VOMWD staff and Coalition members to access the site to evaluate site infrastructure.
- Reconsider granting a proposed trail easement with the County to connect Santa Rosa and Sonoma, a section identified as the “Sonoma Valley Trail.”
- Recognize that the available water resources on the SDC site represent critical local resources that can assist the local agencies and community in complying with and meeting the standards of Sustainable Management Groundwater Act (SGMA). Should local agencies not be able to sustainability manage groundwater resources in Sonoma Valley, under the SGMA the State would be required to utilize its resources to step in and regulate groundwater use in Sonoma Valley.

- Consider the County’s recommendation that excess water resources be used to reduce local well pumping (in lieu recharge), in order to preserve groundwater and aid in recharge, and offset peak season and emergency water needs in the community, as well as help in the immediate and pervasive drought conditions being experienced in the Valley and statewide.
- Conduct a thorough assessment before considering continued site use in any capacity and/or replacement of the wastewater collection facilities. Following the collection system condition assessment, repair and/or replace any infrastructure in need of maintenance and restoration, to bring the infrastructure up to code and efficiently operating.

## 5. Policy and Legislative Recommendations

When the Agnews and Lanterman Developmental Centers (DC) closed, state legislation was developed to implement specific recommendations that resulted from dialogue with impacted families, the regional centers and DC state employees. DDS, the Legislature, Congress and federal agencies should develop legislative and policy reforms that will ensure that the recommendations we have provided can be developed concurrently and implemented. These include:

- Extend October 1 plan deadline and 2018 closure timeframe to allow thoughtful exploration of transformation concepts, including:
  - Construction of housing on site for use by regional centers during the transition period;
  - Maintenance of the clinic, resource center, and crisis stabilization on the site during the transition period, so the valuable expertise of the current SDC staff can be retained for the benefit of SDC and regional center clients, as well as any other members of the broader community; and
  - Consideration of fiscal management alternatives for continuation of services that defray the cost to the State of ongoing operations.
- Seek waiver to allow continued federal funding through 2020 to fully explore transformation process.
- Support development of regional FQHC / Community Health Care Center at SDC to support needs of residents / former residents that have transitioned to community, acute care facility residents and transitional housing residents.
- Look for pilot program opportunities and funding to support transformation effort.
- Seek ways to retain the approximately 1300 State employees and their expertise through process.
- Support legislation to allow employees to work for the State and serve clients in the community simultaneously.
- Evaluate lessons learned from Agnews and Lanterman to determine what worked and what didn’t.
- State legislation to ensure that open space and natural resource lands are permanently protected.
- Ensure immediate transition plans and future reuse plan development occurs concurrently.

- Other necessary policy and legislative changes needed to implement our recommendations.

**Contact: Rebecca Wachsberg, Deputy County Administrator, Sonoma County Administrator's Office at (707) 565-2431 or [Rebecca.Wachsberg@sonoma-county.org](mailto:Rebecca.Wachsberg@sonoma-county.org).**

# CALIFORNIA LEGISLATURE

STATE CAPITOL  
SACRAMENTO, CALIFORNIA  
95814

September 22, 2015

Director Santi Rogers  
Department of Developmental Services  
1600 9th Street, Room 340, M.S. 3-17  
Sacramento, CA 95814

**RE: Draft Closure Plan for Sonoma Developmental Center**

Dear Director Rogers,

The Sonoma Developmental Center (SDC) is the oldest state-run developmental center in California. The nearly 400 individuals who live here today are some of the most medically fragile or most behaviorally involved consumers in the developmental services system. Sonoma Developmental Center's unique human, workforce, and community assets cannot be overlooked.

Unfortunately, the draft closure plan released by the Department on September 15, 2015, does not provide for adequate planning and forward thinking services. As the state legislators representing the SDC site, we are disappointed the Department has not addressed many of the most common requests made by families, employees, and community members that support SDC and its residents. We respectfully request the Department revise the plan to include the earnest exploration of the services outlined in this letter.

SDC is home to many of the state's most medically fragile residents, and we know that in past transitions some residents have struggled to succeed in community placement. It is unacceptable that this draft plan lacks any details about contingency planning for these residents, and others who may not thrive in the community. This report essentially takes a wait and see position on care: wait and see if residents struggle or fail in the community, and only then act to make necessary changes are implanted. This reactive approach is unnecessary, contrary to good medical practice and represents shortsighted public policy.

The Department has incorporated into the plan a few of the priorities brought forward by SDC families, residents and community leaders from Sonoma County. We are pleased to see the department's commitment to keeping the land from entering surplus status, and that the local community will lead decisions on how it is used. However, we must allow the residents, who have lived on this land for decades and others living in the community to have access to services at the site.

As currently written, the closure plan essentially dismisses the possibility of concurrent transformation. We must plan for services on the campus now, and not wait for closure.

Representatives for the Department have previously represented that the potential for housing on site would be evaluated within this plan, not after it closed. Indeed the concept that the closure plan would provide for positive transformation of the SDC has been a common assurance from the Department to local residents, yet the draft plan clearly does not contemplate any meaningful steps to that end. We refuse to accept this assessment and will work with the department to find viable options for transformation. We cannot allow services to lapse and vital staff resources to disappear.

As suggested in the Governor's Task Force on the future of the Developmental Centers, the transition plan should include creation of a placement of last resort for those who may not do well in community placement. Additionally, the closure plan should actively evaluate and plan for a specialty hub on the SDC campus, including keeping dental and behavioral services in perpetuity and reviewing the possibility of a federally qualified health clinic on site.

We need to ensure that the staff who have taken care of our families for decades are taken care of themselves. They should be employed in the community and have the opportunity to keep working with SDC's residents. We understand that the regional centers have not had a rate increase since 2009 and need to continue to push the Governor to adequately fund our state's developmental services.

No developmental center has closed in California in less than five years. It is imperative that we do not underestimate the importance of careful and deliberate planning as we consider the closure of the Sonoma Developmental Center and plan for the future. We understand that this is just a draft plan, and we want to continue working with stakeholders and the Department to fill in the details and significant gaps.

Thank you for your careful attention to our comments.

Sincerely,



Mike McGuire  
Senator, District 2



Bill Dodd  
Assemblymember, District 4

cc: Dana Williamson, Cabinet Secretary  
cc: Secretary Diana Dooley



# CALIFORNIA LEGISLATURE

STATE CAPITOL  
SACRAMENTO, CALIFORNIA  
95814

August 31, 2015

Director Santi Rogers  
1600 9th St #240,  
Sacramento, CA 95814

TO: California Department of Developmental Services  
California Department of General Services

**RE: Regarding the Future Use of the Sonoma Developmental Center.**

Dear Director Rogers,

The Sonoma Developmental Center (SDC) is the oldest state-run developmental center in California. The nearly 400 individuals who remain here today are some of the most medically fragile or most behaviorally involved residents in the developmental services system. Sonoma Developmental Center's unique human, workforce, and community assets cannot be overlooked.

As you know, the federal government has given us two years of funding for Sonoma Developmental Center, but no DC has closed in California in less than five years. It is imperative that we do not underestimate the importance of careful, deliberate and cautious planning as we consider the closure of the Sonoma Developmental Center. Arbitrary deadlines have no place in the process to ensure that the needs of Developmental Center residents are properly evaluated and met.

We write this letter to express our concern about the future of the SDC and the impact that closure will have on current SDC residents, employees and the surrounding community. For the last year, we have been working closely with local stakeholders, the department and the legislature to ensure the transition meets the needs of the residents. We appreciate your partnership on the series of meetings in the last few months that has allowed us to register local stakeholder input. We look forward to a robust community conversation in the months and years to come.

We respectfully request the following are included in the closure plan:

- The SDC is the largest employer in Sonoma Valley, many of the employees have been working with residents for over 10 years, and they have specialized training in providing care and customized equipment for their residents. It needs to be written in the state plan that employees can maintain their salary and benefits for an extended period of time while serving clients in the community simultaneously. In addition, to ensure continuity of care, the state must consider retention bonuses throughout the closure process.
- Concurrent with the closure/transformation processes, we want to ensure critical services that exist at the Developmental Center currently are maintained after the closure of the SDC. Specifically we request you to:
  - Maintain and expand crisis beds in the footprint of the SDC campus
  - Locate housing on site for SDC residents and regional center clients
  - Develop a “center of last resort” at the site
  - Maintain dental services at the site for residents and those in the community in perpetuity
  - Continue providing customized devices for those on site and in the community (e.g. wheelchairs, orthotics, etc.)
  - Provide medical services, including adequate mental health services.
  - Locate outpatient medical services for the developmentally disabled on site
  - Develop permanent residential services on the SDC campus for current SDC residents and those Northern California individuals with developmental disabilities who are not able to function in community settings to ensure the safety of this vulnerable population.
- The transition must be done in a manner that assures access to an equal medical and behavioral health services as is currently provided by the developmental center and respects and protects the unique and specialized needs of each resident, and their family or guardian.
- Additional health and housing resources must be developed and available in the community prior to the transition of SDC to ensure that the existing system of care is strengthened to accommodate the complex care needs of this added population.
- The natural resources and open space of the SDC site need to be preserved. The SDC site contributes to the health of broader community on multiple levels including water/ground

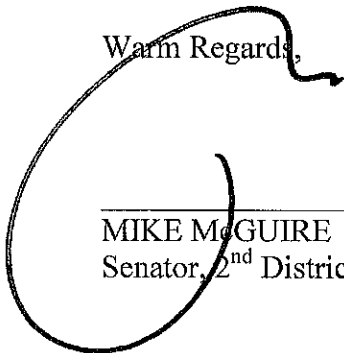
Director Santi Rogers  
August 31, 2015  
Page 3

capacity; climate change resiliency; and as a place the public can hike or bike while enjoying its natural beauty.

- Finally, we urge you to work closely with the legislature and local stake holders to make sure we have adequate time to respond to the closure plan and provide input before the final draft is presented.


Thank you for your partnership.

Warm Regards,



---

MIKE McGUIRE  
Senator, 2<sup>nd</sup> District



---

BILL DODD  
Assemblymember, 4<sup>th</sup> District

Director Rogers -  
We look forward to working  
with you in the months &  
years to come on this  
important issue.



*California's protection and advocacy system*

**ADMINISTRATION**  
1831 K Street  
Sacramento, CA 95811-4114  
Tel: (916) 504-5800  
TTY: (800) 719-5798  
Fax: (916) 504-5802  
[www.disabilityrightsca.org](http://www.disabilityrightsca.org)

September 23, 2015

Department of Developmental Services  
Developmental Centers Division  
Attention: Cindy Coppage  
1600 9<sup>th</sup> Street, Room 340, MS 3-17  
Sacramento, CA 95814  
via email: [Sonoma.closure@dds.ca.gov](mailto:Sonoma.closure@dds.ca.gov)

Re: Disability Rights California's Public Testimony in Response to Draft Sonoma Closure Plan

Dear Ms. Coppage:

Disability Rights California submits this letter as public testimony in support of the Draft Plan for the Closure of Sonoma Developmental Center ("Draft Closure Plan"). In our August 28, 2015 testimony, which we attach here, we highlighted the many reasons for our support, including:

1. Closing Sonoma Developmental Center Continues the National and Global Trends Toward Community Inclusion of All People With Developmental Disabilities, Regardless of the Severity of Their Disability;
2. Decades of Research Shows that People Who Move from Developmental Centers to the Community are Better Off; and
3. Sonoma Developmental Center No Longer Meets the Standard of Care to Maintain Federal Certification.

We are pleased to see that the Draft Closure Plan included many of our recommendations; for example, an emphasis on informed and individualized decision-making, a commitment to develop adequate

community capacity, stakeholder oversight of the transition process, and targeted outreach to Sonoma residents and their families to increase awareness about the self-determination program.

Below we highlight three additional concepts that we believe should be addressed in the Draft Closure Plan.

First, Disability Rights California supports steps that will strengthen California's community-based service system, and we commend the Department for developing a Draft Closure Plan that focuses on the development of integrated community homes and services. A similar commitment must also be made to the people who work in these homes and provide these services. Disability Rights California thus supports rate increases for programs that have demonstrated success providing integrated services to people who move from developmental centers, or who, without these services, could be at risk of institutional placement.

Second, many of our clients in developmental centers and other institutional settings face unreasonable placement delays when the rates required to serve them in the community exceeds rate ceilings set by statute. Although there is an exception process outlined in the Lanterman Act, approvals can take a year or longer. This prolongs unnecessary institutionalization and could create barriers to implementing the Closure Plan within the timelines suggested by the Department. We encourage the Department to find ways to expedite approvals, either through examining its internal process or through working with the stakeholders and the Legislature to suggest necessary statutory changes.

Similarly, we are aware that if implementation of payment for overtime for IHSS and Supported Living Services (SLS) staff moves forward, the Department will need to take steps to ensure that SLS remains a viable option for consumers moving out of Sonoma Developmental Center. This should include working with SLS providers and the California Department of Social Services to clarify rules regarding joint employment, and working with the Legislature on legislative and/or budgetary changes that may be necessary to protect SLS capacity in the community service system.

Lastly, we appreciate the Department's decision to not surplus the Sonoma Developmental Center land. However, we also think that efforts should

continue during the closure process to identify ways to effectively use a portion of the land at Sonoma Developmental Center in a way that benefits all individuals with developmental disabilities. This could mean the continued use and small expansion of state-operated short-term acute crisis services, the development of fully integrated housing, similar to Harbor Village, which meets the CMS HCBS regulatory standards, or by developing a federally qualified health center that can support the health care needs of the surrounding community.

Thank you again for the opportunity to share our input about the future of Sonoma Developmental Center. Disability Rights California looks forward to working with the Department and all interested parties to ensure that the development of the closure plan proceeds in a way that protects the choice, health, safety, and well-being of every Sonoma resident.

---

### **About Disability Rights California**

Disability Rights California, the federally mandated protection and advocacy system, works to advance the rights of Californians with disabilities with a goal of creating a barrier free and inclusive society. In addition to our federally required services, we employ the clients' rights advocates at the 21 Regional Centers and advocates at each of the five state psychiatric hospitals. In 2014, we provided services to more than 23,000 individuals with disabilities, including more than 10,000 individuals with intellectual and developmental disabilities. These services include information and referral, short term assistance, peer self-advocacy training, investigation of abuse and neglect, advocacy assistance to help people transition from developmental centers to the community, and direct representation in legal proceedings. Additionally, our class action cases and systemic litigation have benefited hundreds of thousands of Californians with disabilities, including people with developmental disabilities who once resided in or currently reside in developmental centers such as the one at Sonoma.



*California's protection and advocacy system*

**ADMINISTRATION**  
1831 K Street  
Sacramento, CA 95811-4114  
Tel: (916) 504-5800  
TTY: (800) 719-5798  
Fax: (916) 504-5802  
[www.disabilityrightsca.org](http://www.disabilityrightsca.org)

August 28, 2015

Santi Rogers, Director  
John Doyle, Chief Deputy Director  
Department of Developmental Services  
1600 9th Street, Room 340, M.S. 3-17  
Sacramento, CA 95814

Re: Disability Rights California's Public Testimony in Support of Sonoma Developmental Center Closure

Dear Messrs. Rogers and Doyle:

Thank you for the opportunity to share our input regarding the future of Sonoma Developmental Center. Disability Rights California submits this letter as public testimony to support the proposed Closure of Sonoma Developmental Center. Below we highlight the reasons for our support and identify concepts we believe are important for inclusion in the closure plan.

### **About Disability Rights California**

Disability Rights California, the federally mandated protection and advocacy system, works to advance the rights of Californians with disabilities with a goal of creating a barrier free and inclusive society. In addition to our federally required services, we employ the clients' rights advocates at the 21 Regional Centers and advocates at each of the five state psychiatric hospitals. In 2014, we provided services to more than 23,000 individuals with disabilities, including more than 10,000 individuals with intellectual and developmental disabilities. These services include information and referral, short term assistance, peer self-advocacy training, investigation of abuse and neglect, advocacy assistance to help people transition from developmental centers to the community, and direct representation in legal proceedings. Additionally, our class action cases

and systemic litigation have benefited hundreds of thousands of Californians with disabilities, including people with developmental disabilities who once resided in or currently reside in developmental centers such as the one at Sonoma.

## **Reasons for Disability Rights California's Support**

### Closing Sonoma Developmental Center Continues the National and Global Trends Toward Community Inclusion of All People With Developmental Disabilities, Regardless of the Severity of Their Disability

Up and until the late 1960's, services for individuals with developmental disabilities were primarily provided through state operated institutions. Changes came as state legislatures, Congress, and the courts recognized that unnecessary segregation of people in institutions is stigmatizing, socially isolating, and a form of unlawful discrimination. In enacting the Americans with Disabilities Act ("ADA"), for example, Congress found that "historically, society has tended to isolate and segregate individuals with disabilities, and . . . such forms of discrimination . . . continue to be a serious and pervasive social problem." 42 U.S.C. § 12101(a)(z). The Supreme Court in *Olmstead v. L.C.* further explained that unnecessary institutionalization "perpetuates unwarranted assumptions that persons so isolated are incapable or unworthy of participating in community life" and "severely diminishes the everyday life activities of individuals, including family relations, social contacts, work options, economic independence, educational advancement, and cultural enrichment."

The Lanterman Act has a similar mandate, which the California Supreme Court in *Ass'n for Retarded Citizens-Cal. v. DDS* concluded is "to prevent or minimize the institutionalization of developmentally disabled persons and their dislocation from family and community, and to enable them to approximate the pattern of everyday living of nondisabled persons of the same age and to lead more independent and productive lives in the community." *Ass'n for Retarded Citizens-Cal. v. DDS* (1985) 38 Cal.3d 384, 388 ("ARC").

Based on the principles in the Lanterman Act and state and federal law, the total developmental center population in California has been declining as the community system expands, from a high of over 13,300 residents in



1968 to approximately 1,000 residents today. While significant progress has been made, the promise is unfulfilled for the thousand people who remain unnecessarily institutionalized in developmental centers today.

### The Community Successfully Supports People with Complex Behavioral and Medical Needs

Virtually all of the services and supports provided to people at Sonoma Developmental Center can be provided in community settings. For every person with complex behavioral or medical needs who lives in an institution, others with similar or more complex needs live in the community. In fact, the community supports almost 300,000 people with a wide range of disabilities, including people who have complex medical or behavioral needs. For example, as of June 2015, 8,586 people with a profound intellectual disability live in community settings, compared with 534 people who live in developmental centers. Likewise, more than 12,688 of our neighbors in the community have medical conditions that make them technology dependent, compared to 234 people who live in developmental centers. And almost 48,058 community residents have behavioral problems that cause them to be self-injurious, compared to 518 developmental center residents.<sup>1</sup>

Services to these community residents are provided by community doctors, nurses, personal care assistants, provider agency staff, and trained family members. At times, specialized medical services must be created or packaged in order to meet needs, often through careful planning and implementation. The closure plan must ensure every Sonoma resident has the opportunity to take advantage of these services.

### Decades of Research Shows that People Who Move from Developmental Centers to the Community are Better Off

The decline of the people living in state operated institutions in California mirrors the national trend: the number of individuals living in public

<sup>1</sup> More statistics can be found on DDS Quarterly Client Characteristics Report (July 8, 2015) Table #3, available at [http://www.dds.ca.gov/FactsStats/docs/QR/Jun2015\\_Quarterly.pdf](http://www.dds.ca.gov/FactsStats/docs/QR/Jun2015_Quarterly.pdf). "Return to Main Document"

institutions peaked at 194,650 in 1967; by 2004, this number had declined to 41,653 and continues to decline today. Consequently, in the past 40 years, a body of literature has developed on deinstitutionalization of people with developmental disabilities. It shows what happens to the quality of life of people when they move from large congregate care settings to community living.

This body of literature is remarkably consistent. Overall, it demonstrates that people are “better off” when they leave large congregate care settings for community living in small, family-scale homes.<sup>2</sup> Correspondingly, the satisfaction and perceptions of quality among parents and other family members rises.<sup>3</sup> California, especially, has a decades-long history of tracking outcomes of people who move from state operated facilities to the community and has generated many reports on this subject. One such example is a 2008 report by Sacramento State, which demonstrates that the majority of people who moved from a developmental center to the community are satisfied with their residence, enjoy the people working in their residence and day program, are making choices for themselves, have people in their lives helping them go out into the community, and are learning to live more independently.<sup>4</sup>

<sup>2</sup> Lemay, R., (2009). Deinstitutionalization of People with Developmental Disabilities: A Review of the Literature, *Canadian Journal of Community Mental Health*, (28)1, 181-194; Kim, S., Larson, S.A., & Lakin, K.C. (2001). Behavioral outcomes of deinstitutionalization for people with intellectual disability: A review of US studies conducted between 1980 and 1999. *Journal of Intellectual & Developmental Disability*, 26(1), 35-50. “Return to Main Document”

<sup>3</sup> Larson, S.A. & Lakin, K.C. (1991). Parents’ attitudes about residential placement before and after deinstitutionalization: A research synthesis. *Journal of the Association for Persons with Severe Handicaps*, (16)1, 25-38. “Return to Main Document”

<sup>4</sup> 2008 Evaluation of People with Developmental Disabilities Moving from Developmental Centers to the Community, Sacramento State College of Continuing Education Conference and Training Series, 2008, available at <http://www.dds.ca.gov/Publications/2008MoverStudy.cfm>.; See also Conroy, J., Fullerton, A., & Brown, M. (June 2002). *Final Outcomes of the 3 Year California Quality Tracking Project*. Report #6 of the Quality

## Sonoma Developmental Center No Longer Meets the Standard of Care to Maintain Federal Certification

Between 2012 and 2015, the California Department of Public Health found that numerous conditions and practices at Sonoma Developmental Center places the health and safety of its residents at risk. In particular, the licensing surveys found that residents suffer significant harm and risk of harm from the facility's failure to ensure adequate facility staffing, provide active treatment, or provide appropriate health care services. The survey team also identified numerous situations that posed immediate jeopardy to the health and safety residents. To date, these deficiencies remain uncorrected.

### **Key Issues that Must be Addressed in the Closure Plan**

Disability Rights California supports the development of a closure plan which will ensure that each developmental center residents can successfully move to the community. Because California has successfully closed other developmental centers, there is extensive experience which demonstrates that we know how to do this right. Key elements of a successful plan must include:

1. **Individual Decision Making.** Residents and their families must be provided information about community living options so they can make informed choices about the full variety of available community services and supports. Subsequent decisions concerning the transition of each developmental center resident must be made by that resident's individualized planning team and documented by way of individual program and health care plans. California's own Olmstead Plan provides a framework for this assessment process, which we encourage the Department to adopt. It states that planning for deinstitutionalization requires assessments that, for example:

Tracking Project for People with Developmental Disabilities Moving from Developmental Centers into the Community, available at <http://www.eoutcome.org/default.aspx?pg=332>. "Return to Main Document"

- Determine the specific supports and services that are appropriate for the person to live in the community, including those needed to promote the individual's community inclusion, independence and growth, health and well-being;
- Are person-centered;
- Provide the person with a full opportunity to participate in the planning process;
- Provide the person with information in a form they can understand to help them make choices and consider options;
- Provide the opportunity to visit and temporarily test out a choice of community services options prior to being asked to choose where one wants to live;
- Are performed by professionals with knowledge in their field and who have core competencies related to community-based services (including knowledge of the full variety of community living arrangements); and
- Are based on the person's needs and desires and not on the current availability or unavailability of services and supports in the community, and
- Identify the range of services needed and preferred to support the person in the community, including where appropriate, housing, residential supports, day services, personal care, transportation, medical care, and advocacy support.

2. **Intensive Futures and Transition Planning:** Intensive futures and transition planning needs to proceed immediately for all residents along with adequate resource development in the community, even if the preferred futures identified for some residents change as the time approaches for them to move. Only in this way is it possible to adequately plan to address the specific needs and choices of developmental center residents so that, when the time for implementation arrives, the person's needs can be met without undue delay.

3. **Monitoring of the Transition Process.** Quality monitoring and oversight are essential services in that they represent a way to understand which services have the greatest impact on the lives of citizens with developmental disabilities and where public dollars are most effectively used. To this end, the closure plan must include a

strong commitment to quality assurance and closely monitor resident transition and outcomes.

**4. Additional Regional Center and Clients' Rights Advocacy Staff.**

The closure plan must include additional staff positions at each regional center who have clients living at Sonoma Developmental Center to help ensure each individual's health and safety and a successful transition. This includes additional service coordination staff, program development staff and specialized resources such as health coordinators.

We also support additional clients' rights advocates who can support consumers and their families in identifying appropriate community homes and work to eliminate barriers to successful transition. Attached to this document are a few examples of our recent work in this area.

**5. Targeted Community Placement Plan Funds to Develop Community Homes.** The closure plan must identify how community placement plan funds will be targeted to ensure the development of appropriate community placements tailored to the needs of developmental center residents. These funds will ensure that resident needs are appropriately assessed and sufficient funding is devoted to the development of housing and other community resources.

In the past, this has included the development of Adult Residential Facilities for Persons with Special Health Needs (i.e. 962 homes); the new behavioral and crisis homes that were included in the 2014 budget trailer bill and the development of delayed egress and secure perimeter facilities. These models should also include opportunities for state workers to transition to community services, as necessary to meet the needs of consumers.

**6. Include Components in the DC Task Force Report.** We recommend that the any plan address the elements identified in the Developmental Center Task Force Report including: acute crisis facilities; small transitional facilities for individuals with behavioral

challenges, and the development of additional homes to meet the needs of individuals with enduring health needs.

7. **Use of Self-Determination to Facilitate Choice.** Any plan must include a thoughtful transition. One way to assist with this transition would be to ensure that state developmental center residents have access to the self-determination program authorized by WIC 4685.8, and to increase the cap set by the 2015-16 Budget Trailer Bill, if needed, to allow greater access.

8. **Ensure a strong community system, which will be California's safety net.** We encourage investment in the community services system, including rate adjustments, as a critical means to ensure both the successful implementation of developmental center closure plans and compliance with federal requirements to avoid any loss of Medicaid and other federal funding. Some ideas in this area include:

- Expedite and expand the development of short-term crisis facilities;
- Strengthen the role of the Regional Resource Developmental Projects to help keep in the homes of their choice;
- Increase rates for programs, like supported living, which have demonstrated success in providing HCBS waiver-complaint living arrangements for people who move from developmental centers.

## **Conclusion**

Disability Rights California strongly supports the closure of Sonoma Developmental Center. We have noted many reasons for our support, including global and national trends valuing quality of life and inclusiveness, as well as decades of research showing that people who leave developmental centers are better off. We look forward to working with both the Department and all interested parties to ensure that the development of the closure plan proceeds in a way that protects the health, safety, and well-being of every resident.

c: Cindy Coppage via email at [sonoma.closure@dds.ca.gov](mailto:sonoma.closure@dds.ca.gov)

## **Community Integration Stories**

### E.S. moves into the community after 40 years in a developmental center.

About the time E.S. was placed in a state developmental center, President Nixon returned to Yorba Linda and Jerry Brown was elected the youngest governor of California. For many reasons, including attitudes and culture that are slow to change, no one helped E.S. explore ways to become more independent, as is his right under the Lanterman Act.

Our staff met E.S. and worked with him to help him achieve his goal of living in the community. In the fall of 2014, he moved into an apartment. When we first met E.S., we were told he was afraid to go places and be out in public. However, he is now on the go every day and prefers exploring “big box” stores via elevators. When he comes home, he calls out, “Where is E’s new bedroom?”

### H.T. moves from developmental center to a home of his own

After nearly 20 years of living at a developmental center, H.T. decided he wanted to move and asked us for help. Our staff attended numerous meetings and hearings for H.T. and worked with the regional center, regional project, and his provider to create a safe transition plan that aligned with his needs and wishes. Our staff also assisted H.T. directly with issues along the way that could have been barriers to placement.

H.T. is now living in his own home and exploring his community with supports that enable him to live as independently as possible. He helped to decorate his new home with some artwork he selected, and a bamboo plant for good luck. H.T. is also now living close to his sister and is enjoying her home-cooking.

### After 60 years in institutional settings, M.J. finds a home.

M.J. has spent the past 60 years in institutional settings, most recently at Sonoma Developmental Center. Our staff review M.J.’s assessments, met with him, and worked with the regional center to make sure M.J. received information about all of his community placement options. When visiting one particular community care facility, M.J. went directly to a bed and laid

down, showing us all how comfortable he was at this home. Soon after the visit, M.J. moved to his new home.



September 21, 2015

Department of Developmental Services  
Attn: Cindy Coppage  
1600 9th Street, Room 340, M.S. 3-17  
Sacramento, CA 95814

**RE: Association of Regional Center Agencies' Comments on the Draft Sonoma Developmental Center Closure Plan**

Dear Ms. Coppage:

The Association of Regional Center Agencies (ARCA) represents the network of 21 non-profit regional centers that coordinate services for, and advocate on behalf of, over 280,000 Californians with developmental disabilities, including approximately 400 residents of Sonoma Developmental Center (SDC). ARCA strongly supports the proposed closure of SDC and appreciates the opportunity to comment on the Draft Plan for the Closure of SDC that was posted on the Department of Developmental Services (DDS) website on September 15, 2015.

Overall, the draft plan is thoughtful, comprehensive, and responsive to the concerns raised by various stakeholders. It demonstrates a commitment on the part of all parties to use the closure process as an opportunity to transition SDC residents to safe and integrated lives in the community. Specifically, ARCA would like to note the inclusion of the following strengths in the draft plan:

- The proposal to close SDC by the end of 2018 is noted to be wholly dependent on each individual having appropriate supports in the community.
- There is frequent mention of the need for SDC staff to share valuable information about each individual with community providers. ARCA appreciates DDS' willingness to explore ways to make this cross-training more effective.
- The draft plan emphasizes the importance of the close collaboration of SDC, DDS, regional centers, families, individuals, and community providers throughout the SDC closure process.
- Individuals leaving SDC will need a variety of supports (i.e., residential, day, and clinical) to allow them to safely transition into the community. The draft plan makes clear that each individual's planning team will assure that all of these services are available before a transition takes place.

- The draft plan correctly recognizes that the most valuable resource at SDC is its committed workforce and that consistent efforts need to be made to ensure staff retention during the closure process and that as many individuals as possible can continue to work in the field of developmental services through the Community State Staff Program following closure.
- The draft plan notes the potential need for provider rate flexibility to make the Community State Staff Program viable. As the closure process proceeds, regional centers look forward to working with DDS to ensure that all needed services are adequately funded to ensure their long-term stability.

ARCA would like to thank DDS for the opportunity to comment on the Draft Plan for the Closure of SDC and its collaboration with regional centers on this project. An unwavering focus on the quality of life of current SDC residents as they transition to the community is something that all stakeholders can embrace. Under the leadership of DDS, it is clear that the intention is for residents' unique needs to drive the decisions about the steps that will be taken to close SDC.

Sincerely,

/s/Eileen Richey

Executive Director

Cc: Santi Rogers, Department of Developmental Services  
Diana Dooley, Health and Human Services Agency  
Donna Campbell, Governor's Advisor, Health and Human Services

September 1, 2015

Department of Developmental Services  
Attn: Cindy Coppage  
1600 9th Street, Room 340, M.S. 3-17  
Sacramento, CA 95814

**RE: Association of Regional Center Agencies' Comments on the Closure of Sonoma Developmental Center**

Dear Ms. Coppage:

The Association of Regional Center Agencies (ARCA) represents the network of 21 non-profit regional centers that coordinate services for, and advocate on behalf of, over 280,000 Californians with developmental disabilities. In his May Revision to the Budget, Governor Brown proposed the closure of Sonoma Developmental Center (SDC). ARCA strongly supports the proposed closure of SDC and appreciates the opportunity to comment on the planned closure of SDC. The plan must be thoughtful and ensure that individuals transition to better lives in the community. The recent closures of Agnews and Lanterman Developmental Centers (ADC and LDC) highlight the developmental services community's commitment to support former developmental center residents in the community and its ability to do this to the satisfaction of former residents and their families.

#### **The Transition Process**

Transitions are challenging for individuals with developmental disabilities and their families. They must be central to the assessment and planning process to make them as comfortable as possible. As evidenced by the successful closures of ADC and LDC, transition from a developmental center requires close collaboration and coordination of the entire planning team as well as the Department of Developmental Services (DDS), the Legislature, and the Administration. This is critical to ensuring the needs of each individual are met.

The thoughtful resource development and transition of each individual to the community requires adequate time. Homes developed for the LDC closure took an average of almost 1 ½ years from purchase of a property to licensure and almost three months after that for the first resident to move in. Selecting the right service provider for each project and individual adds to that timeline. Avoidable delays in resource development and individual transitions can most often be traced back to challenges in effective interagency synchronization.

## **Recommendations**

Consistent with a nationwide trend, SDC now serves approximately one-third of the population it served in 1994. Closure of SDC is the next step in the state's steady progress towards supporting all individuals with developmental disabilities in integrated community settings. Careful steps must be taken to ensure that all needs of current SDC residents are met in the community. ARCA recommends the following:

- Many individuals and families may have a strong preference for individuals to live closest to where a family member lives now rather than to return to the area that the individual once lived in. Learning about these preferences will help to guide development of community resources.
- A realistic timeline for the closure of SDC encourages team members to focus on the transition of each individual and for each individual and family to have the greatest amount of time to choose between appropriate community supports. The Administration's proposal to close SDC by the end of 2018 is an ambitious timeline that should be flexible enough to allow sufficient time to develop needed community resources, including health, dental, and behavioral supports.
- Effective transitions require the sharing of as much information as possible about each individual from the developmental center to the community provider. This process should include the provision of robust cross-training opportunities for community provider staff.
- Planning teams need to hear from families and individuals about their concerns and expectations and to provide information about the ways that community services and developmental center care differ. Having their questions answered by former developmental center residents and their families may help.
- The maintenance of adequate staffing at SDC to meet the needs of individuals who are awaiting community placement needs to be a priority. The needs of each individual for direct care and clinical support services must be met at each stage of the closure process to ensure their health and safety.
- Community Placement Plan funds are used to develop resources for individuals leaving developmental centers and also for those at-risk of requiring institutional care. Current developmental center residents tend to be older and have greater degrees of cognitive disability and medical care needs. Closure of a developmental center also changes the safety net for those individuals struggling to remain in the community. Sufficient funds to develop resources for all individuals need to be available.
- SDC is a rich asset that supports 400 residents and also acts as the state-operated crisis center for Northern California. Planning should also focus on how to use SDC clinical staff and facilities to meet ongoing community and crisis needs.
- The closure of SDC presents opportunities to develop small inclusive housing options in the community.
- Many SDC staff members are dedicated professionals with a passion for serving individuals with developmental disabilities. ARCA strongly supports the Community State Staff Program to allow these staff to follow SDC residents into the community. This program should be examined to determine how

to make it more feasible for SDC staff members. Also, limiting community service provider rates to the median rate does not support the higher wages that state staff members earn. ARCA recommends elimination of the median rate cap for resources developed to transition individuals out of SDC.

- Both regional centers and Regional Resource Development Programs need to be adequately staffed to facilitate smooth transitions as both agencies must work together on behalf of each individual.

ARCA would like to thank DDS for the opportunity to comment on plans for the closure of SDC and its collaboration with regional centers on this project. It is imperative that the unique needs of the individuals with developmental disabilities who reside at SDC drive the decisions about the steps that will be taken to close the facility.

Sincerely,

/s/Eileen Richey

Executive Director

Cc: Santi Rogers, Department of Developmental Services  
Diana Dooley, Health and Human Services Agency  
Donna Campbell, Governor's Advisor, Health and Human Services



# CASHPCR

*Representing families from Fairview and Porterville Developmental Centers*

*www.cashpcr.com*

September 1, 2015

TO: Department of Developmental Services

RE: Comments on the Closure Plan for Sonoma Developmental Center

CASHPCR is an organization of families and friends with family members currently or formerly served by Fairview, Porterville, Sonoma, and Lanterman Developmental Centers. Currently representing Fairview and Porterville DC, we wish to submit the following comments concerning the development of the Closure Plan for Sonoma Developmental Center.

1. **The involvement of the Sonoma Land Trust and Transform Sonoma DC Project is a unique opportunity to preserve assets and develop services; this involvement should be leveraged as much as possible.** SDC has very strong community ties and supports, including local businesses, education services, environmental advocates, and city, county and state legislators. Rather than simply close SDC and transfer the property to Department of General Services, this very unusual coalition presents an opportunity to truly “transform” SDC into something that will serve many needs in the decades to come. The Harbor Village model is one that could be expanded in the Sonoma setting.
2. **Expand the Northern STAR Acute Crisis Center** to serve the current DD community and to have the capacity to serve the future DC movers in the Northern CA area.
3. **The Comprehensive Assessment of every Sonoma resident should be just that – Comprehensive.** Successful outcomes of community placements are very much dependent upon clients receiving all necessary services and supports; a comprehensive assessment to identify the individual services and supports is mandatory. Assessments should be performed by personnel familiar with moving fragile individuals with complex conditions from an institutional setting to a community setting; consultants outside of the RC system may be preferable. Families, staff familiar with the resident, professional personnel, and others such as Foster Grandparents and teachers should be contacted to contribute information to the assessment. A “checklist” assessment is not sufficient to plan the future of a DC resident.
4. **All necessary community services and supports must be in place, secure, and operational before placement occurs.** Identification of providers of community services, including residential, day programs, medical and dental, specialty services, transportation, recreation, etc. must occur well in advance of placement. Special attention should be paid to those services that have been noted to be problematic for some DC movers and others, i.e. dental services and day programs. The problems with accessing these and some other services persist decade after decade, and DC movers and others in the community setting suffer. ANY necessary service that is not in place and likely to remain that way can lead to a failed placement and true suffering for the DC mover.
5. **Funding must be sufficient to develop and maintain services and supports for community placement.** Capitol is required for the development of necessary and quality community services, and also for the ongoing support and maintenance of them. The SDC Closure plan must include appropriate financial figures. The Legislature and Governor must understand that ongoing services for former DC clients must be funded.

6. **Comprehensive Transition Planning** is key to successful community placement. This includes cross-training of staff; identification of medical, dental, therapeutic and recreational services; outreach to neighbors; and many other elements pertinent to each individual such as community visits, acquisition of specialized equipment, etc. Adequate time should be allowed for transition planning; the transition plan should be flexible to reflect any necessary changes.
7. **Community staff licensure/credentialing/certification should be optimized to increase quality care.** DC residents are served by a high proportion of licensed/credentialed personnel. This should be translated to the community setting as much as is possible – by the use of the Community State Staff program, by Direct Support Professional certification in advance of working with SDC movers, and by requiring various professional standards for individuals working with the movers.
8. **Planning for enhanced monitoring of SDC movers, as done for LDC movers, should begin now.** A schedule of monitoring visits and which entity (RCs, RPs, etc.) is responsible for each visit should be developed, with input from SDC families.
9. **Planning for data collection of SDC mover outcomes should begin now** in order to assure that complete and pertinent data is collected, in a timely manner. Data should include information on all types of settings, medical and dental services, psychology and pharmacy services, day programs, changes in placements, Special Incident Reports, CDERs, changes in placements, etc. Input from SDC families on the makeup of the survey should be included, along with a schedule of when the data should be reviewed.
10. **The Self Determination Program should be expanded to include SDC movers** who wish to use this program to transition to a community setting. DDS should be ready to request DOF for program expansion for this purpose as soon as the federal waiver is approved. SDC residents and families should be fully informed about the potential of this program for some residents to access their choice of community services. DC movers should be allowed to enter the program irrespective of RC quotas and diversity requirements, so that they can use the Self Determination program to transition directly from SDC, and not wait until the Self Determination program becomes statewide. This would avoid an additional move from one placement to another.
11. **Lessons learned from the Lanterman DC closure should be considered.** In addition to input from consumers, families, Regional Centers, the Regional Project, providers, and others involved in the Lanterman closure, information from the **Lanterman Quality Assurance System** should be reviewed, especially in the areas of medication errors, access to recreation and religious services, and day programs.
12. **Recommendations of the Future of the Developmental Centers Task Force should be followed.** Those very specific recommendations focused on the expansion of current services in short supply, the development of services not yet in existence, public-private partnerships, development of health networks, and other items specific to the needs of current DC residents. If enacted, those recommendations could support a strong community system for DC movers and others.

The members of CASHPCR recognize that successful closures of the California Developmental Centers are dependent upon the individual outcomes of each resident who leaves Sonoma, Fairview, and Porterville, to reside in a community setting. We know from many experiences that DC movers can be very well served and truly blossom in a community setting. We also know from experience that placements can fail, sometimes tragically, if there are not appropriate services. We appreciate the opportunity to join with DDS to work to ensure successful community transitions for all DC residents.

Most sincerely,

Terry DeBell, President, CASHPCR  
[debell.theresa@gmail.com](mailto:debell.theresa@gmail.com) 310-291-7243





State Council on Developmental Disabilities



STATE OF CALIFORNIA  
Edmund G. Brown Jr.  
Governor

• website • [www.sccd.ca.gov](http://www.sccd.ca.gov) • email • [council@sccd.ca.gov](mailto:council@sccd.ca.gov)

1507 21st Street, Suite 210  
Sacramento, CA 95811

(916) 322-8481  
(916) 443-4957 fax  
(916) 324-8420 TTY

July 17, 2015

Director Santi J. Rogers  
California Department of Developmental Services  
1600 9th Street  
P. O. Box 944202  
Sacramento, CA 94244-2020

Dear Director Rogers:

Thank you for addressing the State Council on Developmental Disabilities (SCDD) at our July 14, 2015 to discuss the plans to close the Sonoma Developmental Center (SDC), one of California's remaining institutions.

As you know from the spirited dialogue regarding the proposal, many of our Council members have questions regarding how the planned shutdown will be handled. We want to be assured that the physical and emotional needs of all transitioning individuals are being properly met.

The Department is required to seek SCDD's input in respect to the closure, and we are eager to offer our perspective. With that in mind, some of the concerns raised in meeting include the following:

How will the process be monitored?

Will health care and other supports be available for clients before and after the transition to community living?

Will regional center case managers make sure clients are aware of all available services and supports?

Will regional center case managers have enough time to devote to this massive undertaking?

Will there be enough group homes available to handle the transition?

*"The Council advocates, promotes & implements policies and practices that achieve self-determination, independence, productivity & inclusion in all aspects of community life for Californians with developmental disabilities and their families."*

Date  
To  
Page

Will the community housing options be affordable?

Who will advocate for the people transitioning into community settings?

Will there be outreach to the local community informing them of what is happening and seeking their cooperation?

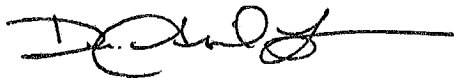
What will be the disposition of the land and other assets at Sonoma once the shutdown is complete?

How will the money that was spent on SDC be spent on people with intellectual and/or developmental disabilities in the community in the future?

We invite the plan your department is drafting to address these questions. Please come to our September 15, 2015 meeting to preview and receive feedback on the draft plan.

Thank you again for your time and consideration. We look forward to continued communication as we both seek to protect the rights and wellbeing of those individuals who are about to enter a community setting at last.

Sincerely,



Dr. April Lopez  
Chairperson

**From:** [Julie Huso](#)  
**To:** [DDS HQ Sonoma Closure](#)  
**Subject:** Sonoma Closure Comments  
**Date:** Monday, August 31, 2015 4:09:20 PM

---

August 31, 2015

Department of Developmental Services  
Attn: Cindy Coppage  
1600 9<sup>th</sup> Street, Room 340, M.S. 3-17  
Sacramento, CA 95814  
Submitted Electronically to [Sonoma.closure@dds.ca.gov](mailto:Sonoma.closure@dds.ca.gov)

**RE: Comments on Closure Plan for Sonoma Developmental Center**

Dear Ms. Coppage:

[VOR](#) is a national, nonprofit, non-provider organization advocating for high quality care and human rights for people with intellectual and developmental disabilities (I/DD). We represent primarily families and conservators of adults with profound I/DD across the country, including many families who have residents living at the Sonoma Developmental Center.

Listening to some of the testimony given by families, staff, and community members at a public hearing in July 2015, it is obvious that the services at the center, the professional and direct service staff, and the beautiful natural surroundings of Sonoma Developmental Center are highly valued by residents, families, and the larger community. Any plan that calls for the total closure of SDC and the eviction of its fragile residents into unprepared community settings, would be a shortsighted, likely to cause harm to people with high medical and behavioral needs, and more than likely would be more costly to California taxpayers.

The plan should offer solutions that utilize the resources already present at Sonoma and expand them to serve a larger community of people with and without disabilities, as well as serving as a safety net for individuals in community settings who are facing a temporary crisis or whose needs, due to aging or illness, have intensified beyond the ability of the community provider to safely accommodate them.

**VOR fully supports the recommendations of the Sonoma Parent Hospital Association in its “[Essential Elements of a Plan for Closure of Sonoma Developmental Center](#)”**

We support provisions for services to individuals who have been deflected to inappropriate

living situations due to a multi-year “moratorium” on admissions to SDC. This includes individuals held in jail, psychiatric facilities, temporary housing, those rejected from housing because of behavioral issues, and those who are at risk of harm to self or others due to insufficient supports. The plan for SDC should also include developing medical, dental, and other services not readily available in the community at the Sonoma site concurrent with closure activities.

The plan should assure transparency in reporting to assist in placement and support of individuals being moved including injuries received by the individual during behavioral episodes, unexplained injuries, and death. Also included should be emergency services to support and maintain individuals with complex behavioral and dual diagnosis needs.

### **The SDC plan for closure must respect choice and family decision-making.**

The U.S. Supreme Court in *Olmstead* held that individual choice, with the assistance of legally-appointed conservators, is paramount. No transfer from institutional care to community care may occur without the agreement of the individual, or where appropriate, their court-appointed legal guardian or conservator. Furthermore, the federal DD Act confirms that, “individuals with developmental disabilities and their families are the primary decisionmakers regarding the services and supports such individuals and their families receive, including regarding choosing where the individuals live from available options, and play decisionmaking roles in policies and programs that affect the lives of such individuals and their families; [Developmental Disabilities Act, 42 U.S.C. 15001(c)(3)(2000)]

### **The SDC plan for closure must not ignore the lessons learned from Deinstitutionalization in California and other states.**

The failure of the deinstitutionalization experiment as it has impacted people with mental illness is well-known. Likewise, people with I/DD who have been forced from developmental centers and separated from life-sustaining specialized care have suffered well-documented abuse, neglect, death, incarcerations, and isolation. The problems with deinstitutionalization are documented in [testimony](#) from VOR submitted to the California State Senate in April 2015 regarding closure of developmental centers.

### **SOLUTION: Re-Invent Sonoma Developmental Center to Serve Current Residents, Non-Residents, and Neighbors**

Sonoma Developmental Center now provides highly specialized care to Californians with profound I/DD, who are also medically fragile and experience extremely challenging and dangerous behaviors. Its beautiful campus is fully integrated with its surrounding community.

Consider solutions that will better utilize the resources of the Sonoma Developmental Center,

increasing the Center's ability to serve as a safety net for individuals in community settings who are facing a temporary crisis or whose needs, due to aging or illness, have intensified beyond the ability of the community provider to safely accommodate them.

Preserve the resources that provide medical and dental care that is often difficult to find in community settings along with specialized services for wheelchair users, respite care, and crisis housing. Preserve the enjoyment of the land for recreational purposes for all citizens of California and to honor California's natural beauty.

For further information on Olmstead protections for people residing in institutions, the myths and problems with cost comparisons, predictable problems and lessons learned from deinstitutionalization, and more solutions that should be considered, please refer to [VOR testimony](#) provided to the California State Senate regarding the closure of Developmental Centers.

Thank you for your consideration of our comments. Please contact us with questions or for further information.

Sincerely,

Julie Huso  
Executive Director  
VOR

**From:** [Sheckler-Smith, Noelani@DDS](mailto:Sheckler-Smith.Noelani@DDS)  
**To:** [DDS HQ Sonoma Closure](#)  
**Subject:** Proposal for Chaplaincy Services in after transition from SDC  
**Date:** Monday, August 17, 2015 1:38:54 PM  
**Attachments:** [FinalProposalChaplain 8.6.15.docx](#)

---

Good Day,

Attached my proposal for community chaplaincy services for the men and women who will be transitioning out of SDC. I am rather new to the process of public policy and am therefore hopeful if not determined. I can also imagine that it must be hard to make spiritual care a priority if one is personally ambivalent about religion and spirituality in general. I understand that these can be loaded words. However, consider this:

1. If the men and women leaving SDC will continue to be protected by the Lanterman Act and the ADA, they have a legal right to "worship" irrespective of anyone else's ideas on the subject of religion.
2. If prisoners in state prisons have the legal right to form their own religious groups and to be served by chaplains, how much more do the disabled have the right to have their worship tailored to fit their needs?
3. A person with a damaged left brain may not be able to talk, yet may be quite able to process with their right brain. We are talking the world of symbols, movement, music, story or the world of faith and celebration. I would not underestimate the value of these kinds of connections for the developmentally disabled.
3. It can almost be guaranteed that all men and women transitioning out of SDC will not all be taken to church or synagogue communities, much less one that they are an active part of and can be comfortable in. If they have been attending services on Sunday or services in the cottages, provision should be made for receiving services in the community.
4. Chaplains who visit homes will relieve the need to get persons to a church or synagogue on the weekend when it is too difficult for the staff of the home, the individual, or the church.
5. Continuity of spiritual care will go a long way in providing smoother transitions.

I would appreciate it if you can communicate with me about my cause as you continue to deliberate. This is not about giving me a job after SDC closes. I am passionate because I know if this one little provision gets in the closing plan, people will fare much better over the long run and legal rights will be preserved.

Thank you for your time and a blessing on your hard work.

Noelani Sheckler-Smith BCC  
Catholic Chaplain  
Sonoma Development Center  
[Noelani.Sheckler-Smith@sonoma.dds.ca.gov](mailto:Noelani.Sheckler-Smith@sonoma.dds.ca.gov)

## Proposal Spiritual Care during Transition

The Lanterman Act specifies that the men and women in developmental centers have a right to worship and for this reason Jewish, Catholic, Protestant and chaplains work at SDC. When the Lanterman Act was written, mainstream American culture religiously identified itself by membership in one of the three above religious traditions, and religious attendance was considered to be synonymous with spiritual growth. Individuals who resided at SDC were religiously identified by the preferences of the family and had the opportunity to attend services according to their religious tradition.

Today our religious culture is much more diverse because of variations in ethnicity or culture, access to information on the internet, and a lack of need to attend mainstream religious services. New generations of adults have not been religiously initiated and many people seek spiritual teachers or practices outside of mainstream religions. The idea of being “spiritual” rather than “religious” is a well-accepted notion in our culture. State prisons are court mandated to recognize, accept, and serve this plurality of religious choices among prisoners. The right to worship has become much more individual since the time of the Lanterman Act.

This presents a new challenge to those responsible to provide worship for the developmentally disabled. How is the right to worship to be understood for the men and women who will be transitioning out of SDC into a pluralistic and diverse religious culture? How is spiritual care to be provided for persons who may not speak or cognitively process but who nevertheless have a strong spiritual thirst because the spiritual is something they can process? How does a planning group identify the potential for spiritual healing and growth for individuals transitioning out of SDC and then identify interventions which will enable that individual to thrive in their new life? We believe that professional chaplaincy offers a proven and effective solution to these questions because spiritual assessment and spiritual care are exactly what professional chaplains are trained to provide.

We are very happy to hear that there are church communities that warmly welcome persons with developmental disabilities and that some caregivers take individuals to worship at church. This is obviously an optimum arrangement to enable individuals to exercise their right to worship. Nevertheless I am realistic enough to know that not all individuals transitioning out of SDC have the behavior skills to be fully accepted in an outside church community, that not all church communities truly embrace persons with developmental disabilities by including their participation in the service, and that many ministerial leaders would be at loss to interact one to one with a person who is developmentally disabled.

The development of professional chaplaincy and the rigors of training for it as well as the research that is being done to support the value of the work of chaplains causes us to write this document. We want to broaden the concept of “the right to worship” to include “the right to spiritual care by qualified professional chaplains.” Just as it is assumed that hospice chaplains offer necessary care to the dying and their families, that veterans receive spiritual care in hospitals and homes, and that both public and private hospitals offer spiritual care to the sick, it should equally be assumed that persons with developmental disabilities have special needs in exercising their right to worship.

Many of the men and women we serve are profoundly spiritual people with the capacity to deeply move us. There are also some who are spiritually sick. Small group visits in the

cottages make a difference because these visits are tailored to each group. More than 10% of the population of SDC attends Sunday services and many more would benefit if not for mobility and transportation issues. The people who attend the Sunday “church” service at SDC do not respond or pray with their cognitive minds. They don’t identify with dogmatic explanations and they have a very short tolerance for spoken words. They are much more people of the heart who respond to body language, story, images and music expressed in a manner that enables as many as possible to understand. We cannot quantify the blessings received by the men and women we serve, yet we have observed persons expressing spiritual issues of remorse, anger at God, grief, or anxiety as well as joyful bliss, peaceful calm and a sense of purpose or self-esteem.

Professional chaplains today are endorsed by their religious leadership, study in seminary or its equivalent, and take additional training in health care settings. Some are also board certified. While chaplains are formed to minister within their specific faith tradition, additional training emphasizes providing interfaith spiritual care. Chaplains are trained to be available to everyone according to the other’s personal spiritual needs and perspective.

Spiritual care in hospices, with veterans, and in hospitals includes:

- Assessing patient and family for signs of spiritual and moral distress
- Discovering a patient’s self-understanding or “story” of their situation
- Identifying coping skills and sources of support
- Listening to spiritual and often emotional concerns including
  - powerlessness,
  - feeling isolated,
  - grieving and loss,
  - coping with change,
  - crises, or loss of faith
  - family concerns,
  - the need for forgiveness and/or reconciliation with others,
  - estrangement issues with one’s religious tradition,
  - ethical decision making,
  - support during emergent crises and death
- Charting assessments, interventions, results, and recommendations.

Patients are referred to outside religious leadership when appropriate. Prayers and blessings are prayed and sometimes rituals are performed. Staff are supported as well. In addition chaplains may organize and educate volunteers and sit on bioethics and palliative care committees as well as be on call for emergency or crises situations.

Research is clear that chronically ill persons who have a spiritual practice and or belong to a religious community of some kind fare much better over the long course of their illness. They tolerate more pain, heal faster with fewer complications, and are less likely to be repeatedly hospitalized. The men and women who currently live at SDC live with multiple levels of disability and declining states of health. Their need for spiritual care may be more acute than persons with chronic illness who are not burdened with cognitive disability. We believe that spiritual care can greatly enhance the transition of persons from SDC to the community, provide them with a means of processing change, and encourage an optimum new life.

Chaplain ministry at SDC currently includes:

Providing Sunday “Church”



The Catholic chaplain provides two Sunday services: one in the nursing side and one in the ICF side. In previous years, the Catholic service at 1:30 Sunday afternoon was “Church” for everyone who wanted to attend. It is a Catholic communion service, using the Catholic liturgical year (Advent, Christmas, Lent, Easter) according to the Catholic chaplain’s job description, but the Protestant chaplain shares preaching and other planning for the services. All are welcome. There is no discussion about who believes what. The service is designed for maximum participation from everyone with preaching through slide imaging and musical support. This service includes a joyful noise. Persons who would not be tolerated in outside community churches are welcome here.

#### Providing Jewish Holy Day Celebrations

Jewish holy days are also celebrated by the Jewish chaplain and collaborating staff. The Protestant chaplain currently lights Shabbat candles on Friday evenings in one of the cottages.

#### Providing Spiritual Enrichment

All three chaplains combined visit all but two cottages for spiritual enrichment. They use music, movement, story and prayer as well as personal interaction to offer soul enrichment and growth to the men and women who choose to attend. The cottage small group services emphasize personal dignity, encouragement for spiritual growth, prayers, and blessings, according to the style of each chaplain’s respective religious traditions. The small group setting enables each individual to be seen, but does not put anyone on the spot to talk or interact. Each person takes in what they take in and all are enriched. Over time, chaplains become familiar and personal relationships have grown with both individuals and staff.

The Sunday services, Jewish holy day services, and weekly small group services are repetitive encounters with the men and women who reside at SDC, enabling them to grow spiritually and in their capacity to worship as well as to cope with the stresses of their lives. Counting weekly, bi-weekly and monthly services by all three chaplains, we encounter 700-800 individuals a month to provide spiritual enrichment. Failure to provide continuing spiritual support in the community may be experienced keenly as loss. Furthermore most of the men and women who live at SDC do not have the words to ask for what they need spiritually.

Providing a 15 minute training during the Person Centered Planning training at new employee orientation. This presentation reflects on the spiritual nature of those we serve and distinguishes between the personal religious sensibility of staff and the spiritual needs and rights of the men and women who live here. We offer a definition of “spiritual” which embraces all people of all faiths, and explain the necessity to respect what is sacred for everyone. We explain the role of chaplains and what chaplains can do for staff. Finally, we offer a short film meditation on the spirituality of being alive on earth which again is sensitive to all faith traditions. The best caregivers for the developmentally disabled are those who are both professionally competent and spiritually aware because the developmentally disabled are very spiritually aware (non-verbally) themselves.

The Catholic chaplain serves on both the Bioethics Committee and the Palliative Care Committee.

Both the Protestant chaplain and the Catholic chaplain collaborate with staff and family to provide memorials or celebrations of life for the men and women who have lived here. We offer support to grieving family and staff and have on occasion provide memorials for staff persons.

We contact priests or local clergy/ministerial leadership when needed and can also collaborate with local clergy for celebrations of life.

We visit people who are in the hospital.

When invited, we visit persons at Northern Star

We counsel staff

The Catholic and the Protestant chaplains are members of the Sonoma Valley Ministerial Association, an interfaith community organization focused on building understanding and communication with local clergy and religious leadership, and to provide both events and community service.

Our Proposal:

We propose that there be traveling chaplains who visit individual homes to check in with the developmentally disabled persons living in the community, first as part of transitioning out of SDC, then as needed for others who may benefit. These chaplains can be contracted through the Community State Staff Program or other organization, either centrally, or regionally, to do the following:

1. Be present to men and women in their home or activity site.
2. Assess persons for signs of spiritual distress and provide interventions as needed.
3. Provide spiritual enrichment according to the home and the needs of the individuals.
4. Educate and support staff at the home sites when needed.
5. Provide memorials and grief support when needed
6. Support bioethical decision making and/or sit on palliative care committees
7. Educate volunteers if need be
8. Continue to provide Sunday church services which are tailored to the needs of people who might not be readily accepted in community churches.
9. Provide spiritual support for families
10. Collaborate with local clergy when needed.

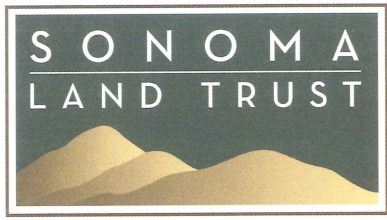
Professional state employed chaplains are required to keep up to date on certification and continuing education. As the transition proceeds and the population of SDC drops, chaplains could begin to spend one day a week visiting those who have moved out. Over time, they would transform their ministry to care for developmentally disabled persons in the community.

Respectfully Submitted,

Rabbi Ira S. Book, Jewish Chaplain

Noelani Sheckler-Smith BCC, Catholic Chaplain

Rev. Kathy Speas, M.S.W., M.Div., Protestant Chaplain



822 Fifth Street  
Santa Rosa, California 95404  
(707) 526-6930  
www.sonomalandtrust.org

August 31, 2015

Mr. Santi Rogers, Director  
California Department of Developmental Services  
1600 9th Street  
Sacramento, CA 95814

Dear Director Rogers and Department Staff:

As required by SB 82 (Chapter 23, Statutes of 2015), the Department of Developmental Services (DDS) must submit a closure plan for the Sonoma Developmental Center (SDC) to the Legislature by October 1, 2015. The Sonoma Land Trust (SLT) submits these recommendations as part of the public comment period for the SDC closure planning process. These comments supplement those submitted by the SDC Coalition and Transform SDC Project on August 7, 2015 in the memo entitled “Desired Elements of SDC Closure Plan.”

SLT supports the following vision statement prepared by the Transform SDC Project articulating a preferred future for SDC: ***Create a public-private partnership driven by community ideas and values that showcases the site's history, maintains critical services for the developmentally disabled, provides opportunities for creative reuse of SDC's assets, and preserves the natural resources and open space of the site.***

We are deeply concerned about the well-being of the current SDC clients, their families and the Center's dedicated staff. Simply moving everyone out and closing SDC also closes the door on an extraordinary opportunity to meet multiple state and local objectives which would be achieved through a transformation of the site. Many of the health care services that could be provided on site are referenced in the January 2014 “Report on the Future of the Developmental Centers in California” issued by the California Health and Human Services Agency and DDS. SLT support the Task Force recommendations contained in this Report, and urges DDS to explore the feasibility of locating a suite of services under the umbrella of a regional Health Resource Center for northern California..

This comment letter addresses DDS's responsibility under SB 82 to provide “*a description of local issues, concerns, and recommendations regarding the proposed closure, and alternative uses of the developmental center property.*” We understand this to mean that DDS must include a clear statement of intent, a proposed strategy, and timeline for a collaborative approach to protecting the irreplaceable natural and historical legacy of SDC's lands and waters.

The SDC property is unique among the State’s developmental centers because it includes approximately 750 acres of open space and natural resource lands on Sonoma Mountain and in the Sonoma Valley. The site also provides significant public benefits to the region, including water and groundwater capacity, climate change resiliency, wildlife corridor and habitat protection, scenic qualities and access to open space that supports human health. The site is bounded by state and county parks and other protected land, connected to an existing regional trail system, and identified as a critical wildlife corridor.

The permanent conservation of this property will showcase California’s commitment to its goals for protecting water resources, adapting to climate change, conserving open space and biodiversity and creating more recreational opportunities. The open space and natural lands of the property have been directly beneficial to the well-being of the SDC residents and employees and the neighboring communities. Protection of the property’s natural assets will directly implement multiple state plans, the California Water Action Plan, Sustainable Groundwater Management Act of 2014 (SGMA), the California Climate Adaptation Strategy, the Western Governors’ Initiative on Wildlife Corridors and Crucial Habitat, and the California Wildlife Action Plan.

### **Recommendation**

We ask that, in the “recommended alternative uses of the property” section of the closure plan, you call for a **process led by a consortium of state and local agencies to develop a plan to protect SDC lands concurrently within the closure planning timeline**. In our August 7<sup>th</sup> memo, SLT and our partners in the SDC Coalition emphasized that in order to ensure an informed process to assess and protect these resources, it is essential that the State:

1. Initiate a collaborative process with DGS, the California Natural Resources Agency, California State Parks, Sonoma County and interested stakeholders to ensure permanent protection of the critical open space lands on the SDC site.
2. Coordinate a complete biological and cultural resource assessments of the SDC property with the California Department of General Services (DGS), the Legislature and the California Natural Resources Agency, that builds on the work of the April 2014 “Sonoma Developmental Center Draft Resource Assessment” and share the data with SDC Coalition and the general public

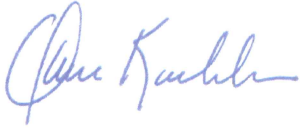
### **Conclusion**

All of us in Sonoma have been touched by the stories of the clients who live at SDC, and the people that care for them. SLT is working every day in partnership with Sonoma County and groups like the Parent Hospital Association to make sure that this closure process works for every person who currently lives at SDC. It is also important to make sure we protect the place itself, and the myriad benefits it provides for the public good, including groundwater protection, wildlife conservation, climate change resiliency and recreation. SDC has been

held by the state to meet a public need for decades; we now have a chance to make sure it continues to serve the public good in years to come.

Thank you for considering our recommendations.

Sincerely,

A handwritten signature in blue ink, appearing to read "Dave Koehler". The signature is fluid and cursive, with a large initial "D" and "K".

Dave Koehler  
Executive Director

August 4, 2015

Ms. Diana Dooley, California Health and Human Services Secretary  
C/o DDS Developmental Centers Division  
Attn: Cindy Coppage,  
1600 9th Street, MS 3-17  
Sacramento, CA 95814

Re: Transforming Sonoma Developmental Center in Glen Ellen, CA

Dear Secretary Dooley,

When considering the transformation of the Sonoma Developmental Center (SDC) in Glen Ellen, Greenbelt Alliance urges you to engage in a collaborative process between Sonoma County, guardians of the residents, the Transform SDC Coalition, conservation organizations, community members and the state. Doing so will allow us to shape the future of SDC together through dialogue, compromise and a willingness to be innovative and take the necessary time to get things right.

As a first step in this direction, Greenbelt Alliance joins with the Transform SDC Coalition in urging you to include a vision and mission statement for a “transformed” SDC in the proposed closure plan that reflects the community vision expressed at the May 2<sup>nd</sup> Transform SDC Workshop in Sonoma.

Two key action items that must be prioritized in the SDC plan include:

- On-site housing and health care services for existing clients must be developed concurrently with transformation of the facility.
- Protecting the invaluable natural resources lands of SDC must be developed concurrently with transformation of the facility.

Greenbelt Alliance supports the creation of a public-private partnership to oversee the SDC driven by community ideas and values that showcases the site’s history, maintains critical services for the developmentally disabled and preserves the natural resources and open space of the site.

Greenbelt Alliance is the champion of the places that make the Bay Area special. We defend the region’s natural and agricultural landscapes from development while helping ensure neighborhoods within our cities and towns are amazing places for everyone.

### **Lands at Risk**

While the San Francisco Bay Area has had tremendous success in protecting natural and agricultural lands, more than 322,000 acres of opens lands in the nine counties remain at risk of development. Some

of these places lack protection measures. Others may have strong protections in place but experience repeated attempts to loosen or remove those protections due to high development pressure. Protection policies also expire after a set amount of time, such as after 20 years, and must then be renewed—opening the door to losing such protections.

In Sonoma County, large areas of natural and agricultural lands have been protected through open space acquisitions, parks, easements and county policies. Yet more than 115,000 acres of natural and agricultural lands remain at medium or high risk of development, according to the 2012 Greenbelt Alliance report titled *At Risk: The Bay Area Greenbelt*.

Unfortunately, the 950 acres of the SDC property now must be added to the total of lands at risk from development given the potential closure and selling off of the SDC lands by the state of California. If sold to the highest bidder, these precious lands could be developed without regard for the residents of the facility nor the natural lands that provide Sonoma Valley with clean air, clean water and a healthy environment.

SDC is situated in the heart of the Sonoma Valley Wildlife Corridor, one of California's more biologically diverse critical linkages for wildlife. The 950-acre SDC site is a key link in the 10,000-acre wildlife corridor from Sonoma Mountain east across Sonoma Valley to the Mayacamas. It is also a regional pinchpoint for open space lands that stretch from the new Berryessa-Snow Mountain Wilderness Monument to the Golden Gate Recreation Area and Marin Headlands along the coast.

The SDC lands on their own support a mosaic of plant communities including mixed evergreen forests and redwood groves, deciduous oak woodlands, riparian corridors along Sonoma Creek, grassland with scattered mature oaks, and wetlands.

The rich assortment of vegetation provides habitat to a range of common and rare species including 129 bird species, 11 species of amphibians, 16 species of reptiles and 43 species of animals.

These lands also provide recreational opportunities for SDC residents, and in the future, for the community and visitors including walking, bird-watching, horseback riding and enjoyment.

Until permanent protection for these natural lands is achieved through the transformation of SDC, open space district acquisition, designation as a state or county park, conservation easement or other means, policy mechanisms should be considered to protect its current mostly undeveloped status.

The SDC natural lands are adjacent to existing county community separator lands around Glen Ellen protected by zoning policies that prevent subdivision and commercial development. Greenbelt Alliance urges you and the county to consider adding the SDC lands to the community separator zoning overlay as part of the voter-backed renewal of these county polices in November 2016 as an immediate avenue for protection. We would be happy to brief you in detail on this county process and conservation opportunity.

Greenbelt Alliance urges the Department of Developmental Services to take a long-term, regional view of the Sonoma Developmental Center facilities and its natural lands and work toward a resolution that meets the needs of the current residents, the community, and the environment.

Sincerely yours,

A handwritten signature in black ink that reads "Teri Shore". The signature is written in a cursive, flowing style.

Teri Shore  
Regional Director for the North Bay

Cc: Senator Mike McGuire  
Supervisor Susan Gorin  
Sonoma Land Trust

Resources: Transform SDC website <http://transformsdc.com/>  
Sonoma Developmental Center Draft Resource Assessment, Sonoma County Agricultural and Open Space District, April 2015  
At Risk: The Bay Area Greenbelt, 2012, Greenbelt Alliance <http://www.greenbelt.org/>





# SONOMA ECOLOGY CENTER

Protecting the beauty and biodiversity of Sonoma Valley

## SEC Comments on the Draft Plan for the Closure of Sonoma Developmental Center September 21, 2015

Sonoma Ecology Center has worked with our Sonoma Valley community for over 25 years to sustain its rich natural resource base: our land, air, water, and biodiversity. However, our offices have been on the SDC campus for ten years, and we have come to understand and strongly support that the primary interest of the state in relation to SDC is the wellbeing of SDC's nearly 400 residents. We feel these interests are compatible. Our comments on the Draft Closure Plan reflect these linked interests.

Multi-year efforts by the community and state, to create a collaborative solution for a transition that meets multiple interests, appear contradicted in the draft plan by the state's adherence to standard procedures for closure. Some of our comments ask the state to align its process more carefully with the interests and resources outside DDS that will help the state accomplish its broader objectives more efficiently and provide more durable benefits.

1. We are very pleased that the state does not intend to surplus the property. It is a significant public asset, with statewide, and arguably, international significance for its biodiversity, connectivity, climate adaptation, and water resources. Similarly, we are encouraged by the intent expressed for continued collaboration with our community in land use decisions.

We ask that the plan append, for future reference and guidance, documents such as the Sonoma Developmental Center Resource Assessment that have been provided to DDS. We'd be happy to provide additional information.

2. Given resource limits, innovation and collaborative solutions must be encouraged to assure the success of the transition process.

We ask for a more explicit discussion in the plan about how collaboration outside the DDS system can be leveraged to provide more cost effective, durable outcomes for residents, families, the community, and the state.

3. We are encouraged by discussion of provision of services onsite that would support the DD community, including specialized medical and dental services, behavioral and crisis support services. These services are of little benefit to existing residents if their transition out of the facility occurs before these services can be effectively established for the long term on site. Existing skilled staff, families of residents, affected local agencies, and the broader community with DD needs, need to establish relationships with these facilities to assure success of the transition process.

We ask that the plan address how these services can be established concurrently, or why they cannot, and the health and budget consequences of not taking these actions concurrently.

4. We ask that the plan include a summary of the Potrero Group's report commissioned by the SDC Coalition for the benefit of DDS and the state.
5. Important data related to the closure process is limited. Our organization and coalition partners have experience with data collection, analysis, and presentation, and access to experts who could assist with technical barriers that might otherwise limit efforts to make data available. We would be happy to explore this with DDS and the state.

We ask for an explicit commitment to sharing data about DC resident and community care patient outcomes, facilities, and other data needs related to closure, as soon as possible, so that families and the community understand the implications of transition options.

Again, we are grateful to DDS staff for their extensive effort to produce this draft document on such a short timeframe. We look forward to working with you in the coming months to assure the most successful outcomes for SDC residents, their families, staff, the community, and its land and natural assets, through the transition process.



Richard Dale  
Executive Director



# SONOMA ECOLOGY CENTER

Protecting the beauty and biodiversity of Sonoma Valley

September 1, 201

Department of Developmental Services  
Attn: Cindy Coppage  
1600 9th Street, Room 340, M.S. 3-1  
Sacramento, CA 9581

RE: Comments on Sonoma Developmental Center Closure Pla

Dear Director Rogers and Ms. Coppage

Please accept these comments from Sonoma Ecology Center, a member of the Sonoma Developmental Center Coalition, and co-chair of the Coalition's Land Subcommittee

We appreciate the commitment that DDS and Secretary Dooley have made to support ongoing community participation in this transition process. This collaboration and respect are key if the process is to be adequate to the challenge before us. Furthermore, it lays the foundation for SDC's process to be a model that solves a state and federal need to bring the highest quality care to our most vulnerable population, while preserving and enhancing vital community and state assets

At Sonoma Ecology Center, our expertise is in land, water, and biodiversity. We've provided local science-based support to our community for 25 years, and for 16 of those years, our offices have been at SDC. We know SDC's lands intimately, and we have helped SDC and the state with many projects and issues over the years helping the state make choices that are in its interest, and in the interest of the remarkable land it resides on. The place is remarkable.

- It is the heart of one of the last remaining connected wildland corridors across Sonoma Valley, a project SEC's Christy Vreeland started 20 years ago with help from SDC and many partners, to connect large protected core habitat areas on both sides of Sonoma Valley. As documented in the state-wide Critical Linkages effort, this corridor also connects habitats in Point Reyes National Seashore and state parklands on the coast, and the nearby Berryessa Snow Mountain National Monument to the east—two of the most important, biodiversity-rich areas in the California's global biodiversity hot spot. The corridor is key to protecting life in these places, and arguably, to preserving the diversity of life around the world.
- SDC itself has a remarkably rich mosaic of plant and animal habitats--redwood forests, oak woodlands and savannahs, grasslands, riparian forests, streams, lakes, and wetlands. The land supports protected species such as the Northern Spotted Owl, the California red-legged frog, steelhead trout, Chinook salmon, and the California freshwater shrimp, found in only 12 streams in the world. It also supports, bobcat, mountain lion, beaver, otter, gray fox, coyote, golden eagle, and many other species of interest to the state.
- SDC supports water resources, including two cold-water year-round tributaries to Sonoma

Po Box 1486 Eldridge Ct 95431 707 996-0712 fax (707) 996-245  
Sonoma Garden Park 19996 SE, Sonoma 9547 (707) 996-488  
Garlock Ridge State Park 2605 Hob Canyon Rd Kenwood CA 954 707 833-571  
fo@sonomaecologycenter.org www sonomaecologycenter.org

reek and Sonoma Creek itself— a critical stream for the entire San Francisco Bay region for hosting some of the species just mentioned. The watershed area provides water for the land and life found on SDC, for all the facilities on SDC, and provides crucial flows groundwater recharge and flood mitigation, for Sonoma Valley.

For the interests of Sonoma Valley, and all the people of the state **it is critical that these functions are preserved.** We stand ready to assist the state and the community in this effort through the transition process and beyond

The land provides another function that is less understood, but still vital to people and health. SDC offers a place for its residents to be in nature. From our partners the Parent Hospital Association we understand this has dramatic therapeutic benefits, and was probably why Julia Judah and Frances Bentley chose the site. Future services on the site should preserve this therapeutic aspect. There are few places left in the state where medical care can access this essential therapy

A primary function of this transition process should be to assure services to support the residents their families, and their expert caregivers. We don't want to see a loss of decades of expertise or the long relationships these experts have with residents and their needs. These expert care providers are also a boon to our community and its economy. Creating an array of services onsite that support housing and care for the special needs of the current residents, and for those outside SDC who need specialized care, could assure their retention and all the benefits this provide

As the transition of the site occurs, we feel it is essential that concurrent services be developed, to keep residents from having to move out and back, a move that can have devastating consequences for the health and wellbeing of residents

Any new land development on the site should support and compliment the values mentioned above. Our community is bringing the best minds and resources together to create something unique, complementary, financially viable, and visionary, that respects and references these value

Lastly, we want to again underscore how this transition process offers a once-in-a-generation opportunity. We urge the state to continue its serious conversation and collaboration with the SDC Coalition and the community, so that together we create something worthy of the passion, and love, for our most fragile, vulnerable community members, that has existed for over a century at SDC—that we create a visionary solution to our current challenge

Sincerely



Richard Dale, Executive Director  
richard@sonomaecologycenter.org  
(707) 996-0712



SIERRA  
CLUB

FOUNDED 1892

SONOMA GROUP

P.O. Box 466, Santa Rosa, CA 95402-0466  
(707) 744-7651 Fax: (707) 544-9861

Diana Dooley, California Health and Human Services Secretary  
c/o DDS Developmental Centers Division  
Attn: Cindy Coppage,  
1600 9th Street, MS 3-17, Sacramento, CA 95814  
via e-mail to [Sonoma.closure@dds.ca.gov](mailto:Sonoma.closure@dds.ca.gov)

August 28, 2015

**RE: Transforming the Sonoma Developmental Center in Glen Ellen, CA**

Dear Secretary Dooley,

The Sierra Club Sonoma Group is part of the Redwood Chapter, and is made up of Sierra Club members who live in Sonoma County. The Sierra Club is a grassroots, volunteer-led organization with a mission to explore, enjoy and protect the planet.

When considering the transformation of the Sonoma Developmental Center (SDC) in Glen Ellen, the Sierra Club Sonoma Group urges you to engage in a collaborative process between Sonoma County and the State that allows us to shape the future of SDC together through dialogue, compromise and a willingness to be innovative and take the necessary time to get things right.

**Guide the transformation process with a mission statement**

As a first step in this direction, Sierra Club joins with the Transform SDC Coalition in urging you to include a vision and mission statement for a “transformed” SDC in the proposed closure plan that reflects the community vision expressed at the May 2<sup>nd</sup> Transform SDC Workshop in Sonoma.

Two key elements that must be prioritized in the SDC plan include:

- On-site housing and health care services for existing clients should be developed concurrently with transformation of the facility.
- Protection of the invaluable natural resources land of SDC should be developed concurrently with transformation of the facility.

Sierra Club supports the creation of a public-private partnership to oversee the SDC, driven by community ideas and values, that showcases the site's history, maintains critical services for the developmentally disabled and preserves the natural resources and open space of the site.

### **Preserve the critically important natural resources of SDC**

The Sonoma Developmental Center is situated in the heart of the Sonoma Valley Wildlife Corridor, one of California's more biologically diverse critical linkages for wildlife. The 950-acre SDC site is a key link in the 10,000-acre wildlife corridor from Sonoma Mountain east across Sonoma Valley to the Mayacamas. It is also a pinchpoint for important regional habitat and open space lands that stretch from the new Berryessa-Snow Mountain Wilderness Monument to the Golden Gate Recreation Area and Marin Headlands along the coast.

The SDC lands on their own support a mosaic of plant communities including mixed evergreen forests and redwood groves, deciduous oak woodlands, riparian corridors along Sonoma Creek, grassland with scattered mature oaks, and wetlands.

The rich assortment of vegetation provides habitat to a range of common and rare species including 129 bird species, 11 species of amphibians, 16 species of reptiles and 43 species of animals.

These lands also provide recreational opportunities for SDC residents, for the community and visitors, including walking, bird-watching, horseback riding and enjoyment of nature.


### **A collaborative approach will benefit all affected communities**

With a collaborative approach, the SDC could be transformed into a center of excellence for caring and providing wellness for current residents and others in the community who need special medical and supportive services such as specialty shoe making and other specialty services.

Sierra Club urges the Department of Developmental Services to take a holistic view of the Sonoma Developmental Center and work toward a resolution that meets the needs of the current residents, the community, and the environment.

Sincerely yours,

Suzanne Doyle  
*Chair, Sierra Club Sonoma Group*

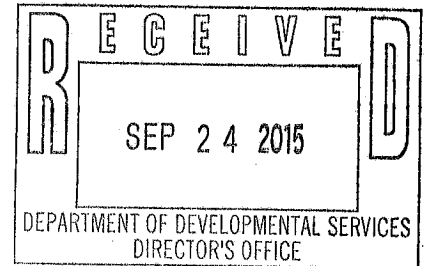


*Sonoma Mountain Preservation*

*5850 Grove Street Sonoma CA 95476  
web site : sonomamountain.org*

September 21, 2015

Santi Rogers  
Department of Developmental Services  
1600 9th Street  
Sacramento, CA 95814



RE: Comments on Sonoma Developmental Center Draft Closure Plan

Dear Director Rogers:

How exactly are you "building partnerships" in making closure plans for SDC?

Your draft plan released 9/15/15 does not contain any of the following:

- Specific alternative plans for the 400-plus residents who are too disabled to survive in community homes.
- Specific, implementable plans for ancillary health services for the Northern CA population to be provided at SDC over the long term, such as dental, short term respite, equipment (wheelchairs and so on), and all the other needs.
- Attention to the economic impacts of the largest County employer laying off 1200 people.
- A specific path for land transfer to State and County Parks.

All of these are essential aspects of *requests from the local community in every public meeting*. They are all part of the community-derived "Transition SDC" proposals developed over two years by every significant stakeholder in the closure plans (SDC Coalition chaired by Supervisor Gorin). They are obvious humanitarian, economic impact, and resource needs that must be addressed in a closure plan.

To most people, partnership means cooperation. It does not mean fake public meetings where you let people vent and go do exactly what you planned to all along.

The stakeholders who have spent countless person-hours developing ideas for Transition

Sonoma (of which I am one, as Chair of Sonoma Mountain Preservation) do not see your draft report as even close to “building partnerships.”

The families of the 400 aging disabled residents are frightened by the non-prospects for their beloveds that the Draft Plan offers by way of ignoring them. It is not “partnership” to provide no options.

The State spends a lot of money retraining people when they are unemployed, but seems to think it is unimportant to consider the training, expertise, and compassion that 1200 SDC employees have built up over time. Is it economically viable for the State’s economy to throw them into the lines of the unemployed?

The land’s resources—water management and conservation, the wildlife corridor, potential for addressing climate change, public access to nature—absolutely need protection

I want to reiterate, as I did in a prior letter 8/31/15, that in order to fully assess and protect these resources, SMP believes it is essential that the State:

- **Coordinate a complete biological and cultural resource assessments of the SDC property** with the California Department of General Services (DGS), the Legislature and the California Natural Resources Agency, that builds on the work of the April 2014 “Sonoma Developmental Center Draft Resource Assessment” and share the data with SDC Coalition and the general public.
- **Work with Sonoma County and the SDC Coalition to prepare a summary of the property’s contributions towards the State’s environmental goals**, including the following areas:
  - Water management and conservation
  - Climate change (note that protecting these lands is fully in accord with Governor Brown’s goals for California’s response to climate change)
  - Habitat and natural resource protection
  - How access to nature benefits public health
- **Initiate a collaborative process with DGS, the California Natural Resources Agency, California State Parks, Sonoma County and other stakeholders to ensure permanent protection of the critical open space lands on the SDC site.**

Finally, we reiterate our support the SDC Coalition’s proposed vision statement for the future of SDC:

*Create a public-private partnership driven by community ideas and values that showcases the site’s history, maintains critical services for the developmentally disabled, provides opportunities for creative reuse of SDC’s assets, and preserves the natural resources and open space of the site.*



If you believe in “partnership” and “community input” and “democracy,” you need to incorporate the SDC Coalition written comments, a comprehensive set of recommendations—to:

- Ensure compassionate and appropriate solutions for the well-being of the current residents.
- Honor the collaborative process of widely diverse stakeholders in finding solutions that benefit all concerned.
- Create future job opportunities for SDC employees.
- Set the stage for the permanent protection of the tremendous open space and natural resource assets of the SDC property.

As you have heard over and over in spoken and written comments, the Sonoma Valley community is united in the belief that the State should not simply close SDC, send 400 residents to certain suffering and likely death in the only available for-profit “community” housing, and sell the land as surplus property.

Please listen this time.

Sincerely,



Meg Beeler

Chair, Sonoma Mountain Preservation

[www.sonomamountain.org](http://www.sonomamountain.org)

*Sonoma Mountain Preservation seeks to preserve the scenic, agricultural, and natural resources of Sonoma Mountain; to expand recreational opportunities on the mountain; and to provide a forum for constructive discussion of issues relating to the mountain.*



## Sonoma Mountain Preservation

5850 Grove Street Sonoma CA 95476  
web site : sonomamountain.org

August 29, 2015

Department of Developmental Services  
Attn: Cindy Coppage  
1600 9th Street, Room 340, M.S. 3-17  
Sacramento, CA 95814  
RE: Comments on Sonoma Developmental Center Closure Plan

Dear Director Rogers and Ms. Coppage:

Sonoma Mountain Preservation, an all-volunteer community non-profit organization, has been working to preserve and protect the lands on Sonoma Mountain for over twenty years. We have been members of the SDC Coalition since its inception.

We are submitting our written comments for your consideration as you develop the SDC closure plan that will be submitted by your Department to the Legislature for its review on or before October 1, 2015.

SMP was instrumental in the transfer, in 2002, of 600 acres of SDC open space to Jack London State Historic Park.

SMP continues to take a keen interest in preserving the remaining scenic wild lands and open space of SDC—all 750 acres. We also strongly urge DDS and the State to recognize in the closure plan that *the future of SDC residents, staff and the land are all connected*.

The open space and natural lands of the property have been directly beneficial to the well-being of the SDC residents, employees, and the neighboring communities. The site is widely utilized by the community for recreation and enjoyment. Its tranquil setting and the ability for SDC's developmentally disabled clients to get outside, walk around and enjoy nature has provided peace of mind and therapeutic benefits for residents, and for the family members and guardians who care deeply about their loved ones. You have heard remarks from families and members of the community about the importance of this tranquility at the several community input meetings you have organized and attended.

In order to fully assess and protect these resources, SMP believes it is essential that the State:

- Coordinate a complete biological and cultural resource assessments of the SDC property with the California Department of General Services (DGS), the Legislature and the California Natural Resources Agency, that builds on the work of the April 2014 “Sonoma Developmental Center Draft Resource Assessment” and share the data with SDC Coalition and the general public.
- Work with Sonoma County and the SDC Coalition to prepare a summary of the property’s contributions towards the State’s environmental goals, including the following areas:
  - Water management and conservation
  - Climate change (note that protecting these lands is fully in accord with Governor Brown’s goals for California’s response to climate change)
  - Habitat and natural resource protection
  - How access to nature benefits public health
- Initiate a collaborative process with DGS, the California Natural Resources Agency, California State Parks, Sonoma County and other stakeholders to ensure permanent protection of the critical open space lands on the SDC site.

Finally, we support the SDC Coalition’s proposed vision statement for the future of SDC:

*Create a public-private partnership driven by community ideas and values that showcases the site’s history, maintains critical services for the developmentally disabled, provides opportunities for creative reuse of SDC’s assets, and preserves the natural resources and open space of the site.*

The SDC Coalition written comments—filed with the Department of Developmental Services (DDS) on August 7, 2015—are a comprehensive set of recommendations that, if adopted as part of the closure plan, will:

- Ensure the well-being of the current residents
- Create future job opportunities for SDC employees
- Set the stage for the permanent protection of the tremendous open space and natural resource assets of the SDC property.

As you have heard over and over in spoken and written comments, the Sonoma Valley community is united in the belief that the State should not simply close SDC and sell the land as surplus property. This is a unique property; it calls for a unique planning approach. Please incorporate these recommendations into the closure plan.

Thank you for considering our concerns.

Sincerely,

Meg Beeler

Chair, Sonoma Mountain Preservation

[www.sonomamountain.org](http://www.sonomamountain.org)

*Sonoma Mountain Preservation seeks to preserve the scenic, agricultural, and natural resources of Sonoma Mountain; to expand recreational opportunities on the mountain; and to provide a forum for constructive discussion of issues relating to the mountain.*



**S O N O M A C O U N T Y**  
**AGRICULTURAL PRESERVATION  
AND OPEN SPACE DISTRICT**

September 23, 2015

Department of Developmental Services  
Developmental Centers Division  
Attn: Cindy Coppage  
1600 9th Street, Room 340, MS 3-17  
Sacramento, CA 95814

To Ms. Coppage:

I am writing to provide comments on the Department of Developmental Services' (DDS) Draft Plan for the Closure of Sonoma Developmental Center (SDC) released on September 15, 2015. First, I want to thank DDS and Department of General Services (DGS) for committing to work with the Transform SDC Coalition and Sonoma County to identify potential options for the future use of the SDC campus. Working together is the only way to ensure that the current residents, local community, and State interests will be best served.

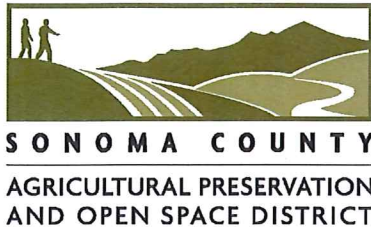
The Sonoma County Agricultural Preservation and Open Space District (District) is motivated, and has the capacity, to work with the State on protecting the SDC property's invaluable natural resources, scenic values, and recreational and educational opportunities. I continue to encourage the State to consider transferring the open-space, watershed and habitat lands to State and local parks for conservation, stewardship, management, and public use. The District, our non-profit partners, and the local community are available to provide initial operation and maintenance funds to help the State plan for public access, revitalize Camp Via, and manage the property.

We look forward to helping ensure that future uses of the SDC property preserve the distinctive character of Sonoma Valley's rural communities and protect the undeveloped portions of the property for future generations to enjoy.

Sincerely,

A handwritten signature in black ink that reads "William J. Keene".

William J. Keene  
General Manager



August 31, 2015

Department of Developmental Services  
Attn: Cindy Coppage  
1600 9th Street, Room 340, M.S. 3-17  
Sacramento, CA 95814

To Ms. Coppage:

I am writing to provide comments on the Department of Developmental Services' (DDS) plan to close the Sonoma Developmental Center (SDC) by 2018 and to submit a closure plan to the Legislature by October 1, 2015.

I support the Department's approach that includes building community capacity reflective of residents' needs, achieving safe and successful transition of residents, and using some of the existing assets at SDC. I encourage DDS to engage in a collaborative process between Sonoma County and the State, one that allows us to shape the future of SDC together.

A strategy to protect the invaluable natural resources of the SDC property should be developed concurrently with the closure process. Preserving SDC's open space, natural resources, and scenic values carries regional significance for biological diversity, habitat connectivity, groundwater recharge, climate change mitigation and adaptation, scenic beauty, and recreation and education that benefit human health.

There currently exists the opportunity for innovative, cost-effective land conservation at SDC. With the property currently in State ownership, it is legally possible to transfer open-space, watershed and habitat lands to state and local parks for conservation, stewardship, management, and public use at little-to-no cost.

If the State were to sell the SDC property without safeguards in place to protect this critical land, the property would be extremely vulnerable to development, and the opportunity to ensure wildlife passage, habitat connectivity, and public recreation would be lost.

#### **Regional Significance of the Land**

Ongoing protection of the property for its open space values supports local, regional, and state-wide mandates to protect open space, water resources, and biodiversity; preserve the Sonoma Valley Wildlife Corridors; link protected lands; and adapt to climate change while providing multiple recreational and educational opportunities.

With its span from mountain slope to floodplain, diversity of habitats, and key location as a wildlife corridor, the SDC property is central to sustaining the ecological integrity of Sonoma Valley and the greater North Bay. The property is home to a diversity of bird species, amphibians, reptiles, and mammals. Federally- and State-threatened northern spotted owls nest in adjacent private lands, and the reach of Sonoma Creek flowing through SDC supports

federally-threatened steelhead, the endangered California freshwater shrimp, and other native fish species.

The contiguous habitat from Sonoma Mountain through the valley and across Sonoma Creek provides a gradient of habitat types that serves many wildlife species at different times during their life cycles, especially as they adapt to a changing climate. Beyond the span of the property itself, the Sonoma Valley Wildlife Corridor, which runs through SDC, encompasses approximately 10,000 acres of threatened wildlife linkage, stretching westward to the Marin coast and eastward to the Blue Ridge-Berryessa Region in eastern Napa County. This corridor is a vital connection for wildlife movement within the Bay Area and ensures the region is connected to large landscapes to the north and south.

The undeveloped land of SDC is in the upper part of the Sonoma Creek watershed, on the western wet side of Sonoma Valley, with a natural system of seeps, creeks, and wetlands that make it an important source of water for both humans and wildlife. These lands also help replenish a groundwater aquifer the State has prioritized for protection in Sonoma Valley, where half of the local water supply comes from groundwater. SDC's undeveloped and thus permeable lands provide an expansive recharge area for this underlying aquifer. It is more important than ever to protect the ability of this land to replenish its aquifer and help meet the State's goal to sustainably manage groundwater for the long term.

With lands that are wetter and cooler than most of the surrounding areas, and with a variety of habitats, this property provides opportunities for plants and animals to move in response to rising temperatures and other climate change impacts that will alter their current habitat and push them into new areas. The more we can protect properties like SDC that harbor cooler areas and groundwater supplies, and connect protected landscapes, the more resilient we, and what we want to protect, are going to be in the face of a climate-changed future.

Outdoor recreation on the property and education about the property's resources are of tremendous value for both SDC residents and visitors alike. The seamless transition between SDC, Jack London State Historic Park, and Sonoma Valley Regional Park provide a relatively contiguous network of trails that includes links to the Bay Area Ridge Trail.

#### **Opportunities and Precedence for Protection**

The transformation process provides a timely opportunity to add additional acreage and resources to Jack London State Historic Park, which can occur at no cost to the State. The Sonoma County Agricultural Preservation and Open Space District (District) and the local community are available to provide initial operation and maintenance funds to help the State plan for public access, revitalize Camp Via, and take care of the property.

The District has previously worked with the State to protect portions of the SDC property. Between 1974 and 2002, the State conveyed over 800 acres of the SDC property to California State Parks and to Sonoma County Regional Parks for expansion of Jack London State Historic Park and Sonoma Valley Regional Park, respectively. The District and our non-profit and public agency partners are prepared, and have the capacity, to facilitate a similar transfer of SDC open space lands.

I am encouraging the State to ensure that future uses of SDC preserve the distinctive character of Sonoma Valley's rural communities and protect the undeveloped portions of the property for future generations to enjoy.

Sincerely,

William J. Keene  
General Manager



**From:** [Belmont, Harold](#)  
**To:** [Rogers, Santi@DDS](#)  
**Cc:** [Shorter, James@DDS\\_Reg\\_Ctr](#); [Hamilton, Bob@DDS\\_Reg\\_Ctr](#); [senator.mcquire@senate.ca.gov](#); [carole.mills@sen.ca.gov](#); [Wall, Amy@DDS](#); [johnm@sonomalandtrust.org](#); [David Johnson](#); [Kathleen Miller](#); [susan.gorin@sonoma-county.org](#); [mariacampos-vergara@chhs.ca.gov](#); [Blakemore, Catherine@disabilityrightsca](#); [wassynorth@aol.com](#); [bheap@hearst.com](#)  
**Subject:** SDC Closure Plan Draft Response  
**Date:** Wednesday, September 23, 2015 3:13:16 PM  
**Attachments:** [11\\_0908\\_Jack\\_London\\_Meadows.pdf](#)

---

23 September 2015

Mr. Santi J. Rogers, Director  
Department of Developmental Services  
1600 Ninth Street, Room 240, MS 2-13  
Sacramento, CA 95814

**Re: Comments to the Draft Sonoma Developmental Center Closure Plan**

Director Mr. Rogers:

Please accept this letter as our formal comment to the Draft Sonoma Developmental Center Closure Plan, dated 14 September 2015. Please also accept the attached brochure that was prepared with assistance of many caring people in the Northern California Developmentally Disabled community.

**We ask: Please retain the valuable assets of care for our people and build homes as soon as possible for current residents of SDC, as well as homes for people of all abilities, now - before closure.**

Our request is that the Closure Plan be edited to require that there be a continuity of care for people of great need, the clients of the Sonoma Developmental Center, as the campus transforms from the very successful institution that it currently is, to a vibrant new community that knits together the communities along Arnold Drive (Glen Ellen, Eldridge and beyond)—a new community that welcomes people of all abilities that can be nurtured by the unique asset of care givers that currently exists at and around the lands of the Sonoma Developmental Center.

With the actions taken over the past few years by the State Government and now the issuance of this draft document, it is evident that “change” is imminent for the Sonoma Developmental Center. Our request to the leadership of California is that this opportunity for transformation be focused on creating positive and healthy evolution that captures the tremendous potential for this to be a series of positive economic, social and environmental outcomes for the clients, the community, the environment and the State of California.

The very first sentence of the report can be read by many as a burdening and negative position for all involved to endure; ***“The closure of Sonoma Developmental Center (SDC) will impact all who live or work at the DC as well as their families, friends, and the local community.”***

We see the opportunity for there to be tremendous impact, but not negative impacts, as many would read into this. Instead, positive impacts—a change for the better—is possible. What a tremendous opportunity we have to create a model of a healthy, integrated, inclusive community for people of all abilities and needs, that can benefit from the incredible healing, natural setting at the campus and the valuable asset of the generations of caregivers that have supported the people at the SDC for generations since the doors opened in 1891.

In 2009, we started to assemble concerned and caring parents, family members and caregivers in the SDC community. The concern that brought us together was that there was no plan to address the very likely scenario that SDC would close. With input from many wonderful expert volunteers, we transparently developed and promoted a plan for a public/private partnership that could retain the unique natural and technical (care provider) assets at SDC, while complying with all of the requirements of the Lanterman Act. Our professionally informed conclusion (drafted a few years ago and represented in the attached brochure) was that it would be feasible for the State to create the conditions for the creation of a community that would provide:

- a long-term, positive economic condition for the State;
- the avoidance of looming liabilities of aging infrastructure;
- a thriving community for people of all abilities and needs;
- the restoration of habitat corridors and important hydrological and ecosystems of the surrounding environment; and
- the ability to retain and grow the community of caring people and technical skills surrounding SDC.

In recent discussions with people that have been more closely involved in the closure of developmental centers in the past, we have come to learn that there are aspects of the vision we put forward (and called Jack London Meadows) that might require adaptation. We understand more clearly now that in a compliant, inclusionary and integrated community, some resources that clients at SDC now benefit from (such as employment, day programs and medical care) would need to change in fundamental ways. These programs would need to be accessible to **all** of the members of this new community.

Returning to our “ask.” The change and transformation of Sonoma Developmental Center needs to be planned and executed strategically such that the valuable resources of the technically skilled community and the resources that the clients benefit from are retained—and, in fact, are able to thrive and prosper as they evolve from an economic model supportive to the

SDC to one that benefits from a thriving, inclusionary, integrated community for people of all abilities and needs.

There is more than adequate land for a community to be staged and planned for this transition from the operation of an institutional facility to a market-based community—if *this were the instruction of the State Leadership*. If SDC is shuttered without such a planned transition, these resources, and the largest, most skilled employee group in the county will be lost, as they scatter to seek employment, or are even actively facilitated by the State (as described in the Draft Closure Plan) to be located away from the site of the campus, Glen Ellen and Eldridge.

This is the opportunity for the State to avoid unfortunate losses and create a model of how economic transitions of facilities like these can be positive and healthy. The Land of Sonoma Developmental Center is a valuable and desirable asset. Now is the time to lead the transition toward a positive outcome for the environment, our communities and to create long-term economic health for the County and the State.

**As President Barack Obama has stated:**

**“Change will not come if we wait for some other person or some other time. We are the ones we’ve been waiting for. We are the change that we seek.”**

We hope that the California Health and Human Services Agency, Department of Developmental Services provide leadership by retaining and invigorating the resources that are critical to all stakeholders and community members at and around the closing Sonoma Developmental Center.

As Secretary Diana Dooley and Supervisor Susan Gorin have stated emphatically their mandate is to address the needs of the clients, staff and the land - in that order.

On behalf of concerned families, thank you very much for this opportunity to comment,

Hal Belmont  
Tel: 415-271-4567

## vision

to create an inclusive, safe, healthy and sustainable community for people of all abilities



- Save the tax payers money, while reducing State expenditures
- Care for people with developmental disabilities while complying with the Lanterman Act
- Pass earned revenue to the State of California

# jack london meadows sonoma



## goals

Fulfill the principles of the Lanterman Act and Olmstead Decision

Reduce State expenditures

Create a new inclusive community for people of all abilities

Include - medical clinic, multi-generational facilities, community center and recreational facilities, small shops and restaurants (post office, bank, retail, etc.) as determined in partnership with the community

Do the right thing in the right way for people with developmental disabilities

Preserve and restore a vital part of Sonoma's natural and historic heritage

# jack london meadows sonoma

In this time, as our Nation and our State face economic issues of monumental proportion and as California closes the Developmental Centers around the State, where many clients with developmental disabilities reside, a core of concerned and informed people have come together with a compelling concept to address this issue. We desire to develop and construct a new all inclusive community that will be a safe, healthy and nurturing environment for all people, including those with developmental disabilities, on the grounds or current site of the Sonoma Developmental Center.

We believe that we can create a community of care for all of the residents of a new community on the grounds of the Sonoma Developmental Center. Our plan is to: continue the legacy of care of this community, continue to serve people with developmental disabilities in a range of residential settings determined by the desires and the needs of the clients, provide these services and residential programs at a savings to the State and the California taxpayers, reduce exposure to rising utility and operational costs, address the increasing liability of the current over 100 years old ageing infrastructure and facilities that need continuous repair and replacement, use the already available asset of land to fund these initiatives, and provide a model of efficient inclusive and vital community living for people of all abilities and generations for now and the future.

This is a huge undertaking that needs the support of many people or many different stakeholders. Those who care about people with developmental disabilities, those who want to make a difference, and those who desire to make a commitment to a better, more efficient use of state assets and taxpayers' funding. As we have been defining this initiative and discussing the project with concerned individuals in the community and in Sacramento, we have engendered great interest and strong support from key individuals. What we seek now is your assistance and support to make this project a reality.

We are very early in this process, but the people with whom we have shared our vision are excited and want to participate and support the evolution of this development. We have also been working with a core of professionals who have donated their time, including William McDonough + Partners, Architecture and Community Design, who have provided some initial guidance and have helped to frame our ambitions toward being a model sustaining community for all who will reside and work in this new community.

If you would like to support us and participate in this exciting and worthwhile experience, please contact me personally so we can talk. I cannot begin to tell you everything we want to accomplish, so it's best to call me for more details.

On behalf of concerned families,  
Hal Belmont  
Tel: 415 835 9999 ext 101



## a sustainable community, sustainably financed

Leverage private financing and land value to build 25 new state-of-the-art residences for persons with developmental disabilities at no additional cost to the state

Leverage private debt financing and land lease income to reduce taxpayer development cost to zero

Save taxpayers \$7 million to \$9 million annually by eliminating the high cost of maintaining aging Sonoma Developmental Center buildings

Generate land lease income from private residential development to offset cost of housing for persons with disabilities

## Projected Costs and Revenues

	Existing Sonoma DC Campus Operating Costs for Comparison	Jack London Meadows - 100 People with Developmental Disabilities and 600 Mixed Housing Types	
	Annual cost for housing 100 people with developmental disabilities at existing SDC facilities <sup>1</sup>	Annual cost for housing 100 people with developmental disabilities in 25 new homes on SDC land <sup>7</sup>	Annual Revenues from State Land Lease to Private Residential Development (600 people in 240 dwelling units of various types) <sup>13</sup>
Property Cost/Land Lease	\$0 <sup>2</sup>	\$0 <sup>8</sup>	\$2,160,000 <sup>14</sup>
Cost of New Construction (loan payments on \$17M at 6% over 15 years) <sup>9</sup>	\$0 <sup>3</sup>	(\$1,602,077) <sup>9</sup>	N/A (Cost paid for by Leasor) <sup>15</sup>
Cost of Annual Repairs (pro-rated for a population of 100 people)	(\$1,500,000) <sup>4</sup>	(\$450,000) <sup>10</sup>	N/A (Cost paid for by Leasor) <sup>16</sup>
Cost of Annual Services for 100 People with developmental disabilities (pro-rated for a population of 100 people)	(\$23,833,333) <sup>5</sup>	(\$17,400,000) <sup>11</sup>	N/A <sup>17</sup>
Cost of Land Development and Infrastructure (financed at 6% for 15 years)	\$0 <sup>6</sup>	(\$708,840) <sup>12</sup>	N/A (Cost paid for by Leasor / Developer) <sup>18</sup>
<b>Annual (Cost)</b>	<b>(\$25,333,333)</b>	<b>(\$20,160,917)</b>	<b>\$0</b>
<b>Annual Revenue</b>	<b>\$0</b>	<b>\$0</b>	<b>\$2,160,000</b>

Annual Savings to State of California Years 1-15

\$7,332,417

Annual Savings after Debt Retired Years 15 on

\$8,934,493

### Footnotes

- 1 For purposes of comparison, a population of 100 people (of the current population of SDC is 600) with developmental disabilities is assumed
- 2 It is assumed that the land or lease value in this case is zero
- 3 In this case no new construction or construction financing is assumed
- 4 This value is equal to one sixth of the annual cost currently projected for the population of 600 people with developmental disabilities at SDC
- 5 This value is equal to one sixth of the annual cost currently projected for the population of 600 people with developmental disabilities at SDC
- 6 In this case no new land development or new infrastructure is assumed
- 7 For purposes of this study it is assumed that a population of 100 people with developmental disabilities would be provided housing in 25 similar homes
- 8 It is assumed that the land or lease value in this case is zero
- 9 This is equal to the projected annual cost of loan payments to pay for a loan to build 25 homes for 100 people with developmental disabilities in community homes, based upon data from the Regional Centers.
- 10 This is equal to the annual cost projected to provide repairs to 25 homes for 100 people with developmental disabilities in community homes based upon data from Regional Centers.
- 11 This is equal to the cost projected to provide services to 100 people with developmental disabilities in community homes based upon data from Regional Centers
- 12 Projected estimate of the cost of Land Development and Infrastructure (financed at 6% for 15 years) for 25 homes for 100 people with developmental disabilities
- 13 This study assumes that dwellings of various types would be built in a mixed use community to house 600 people in about 240 dwelling units
- 14 Estimated annual revenue to the State of California from leasing land for 600 people in 240 dwelling units of mixed types
- 15 There are no anticipated costs or revenues associated with the vertical construction above the leased land
- 16 There are no anticipated costs or revenues associated with the repair of the vertical construction above the leased land
- 17 There are no anticipated costs or revenues associated providing services to people in these private homes, in this development model.
- 18 Recovery of the cost for development and infrastructure would be included in the cost of the land lease and the vertical construction by a developer.



# jack london meadows sonoma



## a legacy of caring

Sonoma Developmental Center (SDC) is the oldest facility in California established specifically to serve the needs of individuals with developmental disabilities. The facility opened its doors to 148 residents on November 24, 1891, culminating a ten-year project on the part of two visionary Northern California mothers of children with disabilities who gifted the land to the State for the specific purpose of caring for people with developmental disabilities.



## jobs and economy

Keep existing skilled health care jobs in the valley

Provide quality care at lower costs to all residents

Create new permanent jobs in the community

Contribute to the creation of new small businesses within the community

Add construction jobs to the economy

Contribute to the local economy by creating retirement and independent living facilities

# jack london meadows sonoma



## community of caring

Build on a heritage of caring for people

Include people of all abilities and generations

Enhance and grow local health care and support services

Create opportunities for professional development through local colleges and universities



# jack london meadows sonoma



## equity

Empower people to live as independently as possible in the least restrictive community setting

Create a thriving and supportive community setting for all people regardless of ability

Celebrate connection, mobility and independence

Design gardens and walking and bike trails that are accessible and inviting for all people at every level of physical ability

# jack london meadows sonoma



## site and local community

Create a village of character

Restore and adapt historic buildings where practical

Rejuvenate open space, creeks and unique local ecology

Develop residential, commercial and agricultural uses to invigorate local economy

Include - medical clinic, multi-generational facilities, community center and recreational facilities, small shops and restaurants (post office, bank, retail, etc.) as determined in partnership with the community

# jack london meadows sonoma



## care

Support people with developmental disabilities and rejuvenate their daily lives

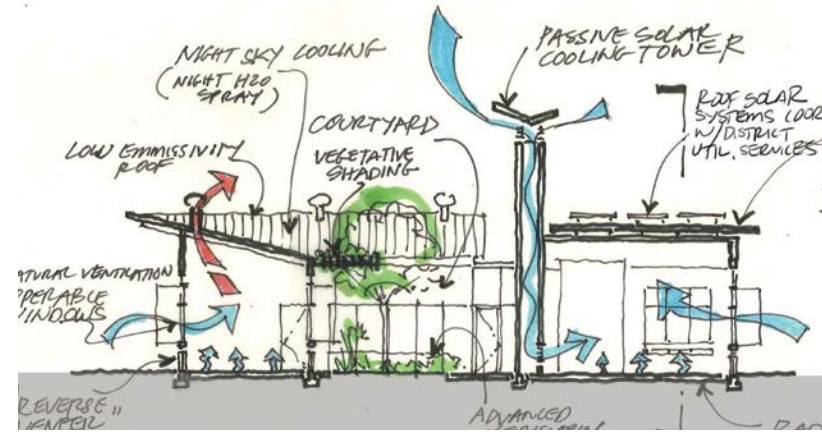
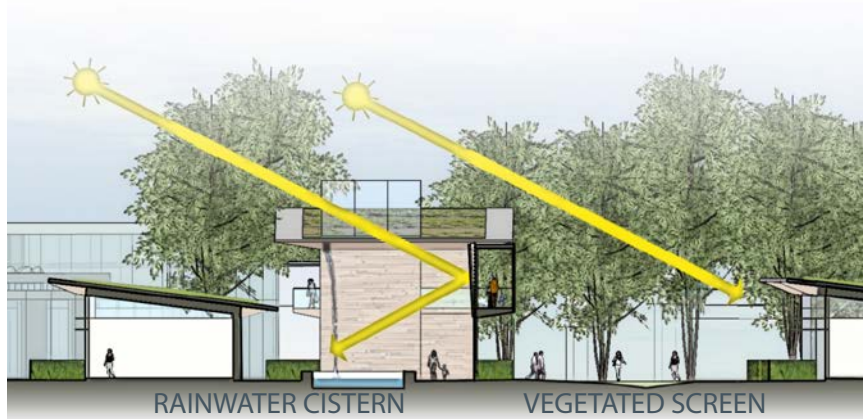
Integrate people with developmental disabilities into the community

Provide high quality care while saving costs

Promote health and vitality



# jack london meadows sonoma



## sustaining development

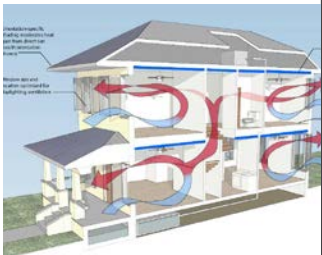
Reduce cost and liability of aged infrastructure replacement and improvement

Build cost-effective, green high-performance buildings for all people

Design the community to follow nature's principles

Build intelligent, cost-effective, community-scale infrastructure (water, greywater and energy)

Phase out old carbon-intensive infrastructure





## Quality of Life for All

Clients, community, families, individuals and staff will have the opportunity to enjoy a high quality of life as measured by sound physical and mental health, strong and well functioning families, safe, healthy, secure and sustainable communities and dignity for all.

Hal Belmont

Tel: 415 835 9999 ext 101

Fax: 415 835 9899

Cell: 415 271 4567

e-mail: [halbelmont@gmail.com](mailto:halbelmont@gmail.com)

David Johnson

William McDonough + Partners

Architecture and Community Design

177 Post Street, Suite 920

San Francisco, CA 94108

415 743 1111

[www.mcdonoughpartners.com](http://www.mcdonoughpartners.com)



**Resolution supporting the transformation of SONOMA DEVELOPMENTAL CENTER to include critical patient services and protection and public access to the land.**

**WHEREAS:** The Sonoma Developmental Center has been slated to close in three years. The center has been in existence since November 24, 1891. It employs 1,200 people who provide services to a reduced population about 400 of very fragile clients, many of whom have been there for decades.

**WHEREAS:** Some individuals are successful in community homes, but after over 30 years of placements in the community, the patients who remain at SDC have extremely severe medical or behavioral problems that cannot be met in the community.

**WHEREAS:** The reported cost difference between SDC and community placement is very deceptive, as the Developmental Center costs include medical treatment, dental treatment, equipment, therapies and day programs. In addition, there are developmentally disabled citizens inappropriately housed in our jails, but their costs have not been included in the figures reported. Finally, admissions to SDC have been halted for several years, increasing the cost per patient to maintain the facility.

**WHEREAS:** There are unique and beneficial services at SDC that are not available in the community such as custom-made wheelchairs, custom shoes, dentists who know how to work with severely disabled patients, eye care, specialized health care for the medically fragile (many of whom languish in urban hospitals because they have nowhere else to go), and high-risk psychological assessment and treatment.

**NOW, THEREFORE, BE IT RESOLVED** that the Sonoma County Democratic Party urges Governor Brown and the California Department of Developmental Services to actively and creatively pursue the “transformation” of Sonoma Developmental Center rather than its closure.

**BE IT FURTHER RESOLVED** that the Sonoma County Democratic Party supports the Parent Hospital Association’s (PHA) key points: a SDC site to provide adaptive wheelchairs and other durable equipment, medical, dental and behavioral support to the developmentally disabled; and housing for those who are not successful in community facilities.

**BE IT FURTHER RESOLVED** that the Sonoma County Democratic Party supports permanent protection of the open land on the SDC property and expand public access and recreation opportunities that are compatible with the protection of the property’s conservation values.

**BE IT FURTHER RESOLVED** that the Sonoma County Democratic Party wants the views of the PHA, the SDC Coalition, and those of the Sonoma community heard and seriously considered in making a plan for the future of SDC.

*Resolution adopted by the Sonoma County Democratic Party on August 11, 2015*

**Resolution supporting the transformation of SONOMA  
DEVELOPMENTAL CENTER to include critical patient services and  
protection and public access to the land.**

**WHEREAS:** The Sonoma Developmental Center has been slated to close in three years. The center has been in existence since November 24, 1891. It employs 1,200 people who provide services to a reduced population about 400 of very fragile clients, many of whom have been there for decades.

**WHEREAS:** Some individuals are successful in community homes, but after over 30 years of placements in the community, the patients who remain at SDC have extremely severe medical or behavioral problems that cannot be met in the community.

**WHEREAS:** The reported cost difference between SDC and community placement is very deceptive, as the Developmental Center costs include medical treatment, dental treatment, equipment, therapies and day programs. In addition, there are developmentally disabled citizens inappropriately housed in our jails, but their costs have not been included in the figures reported. Finally, admissions to SDC have been halted for several years, increasing the cost per patient to maintain the facility.

**WHEREAS:** There are unique and beneficial services at SDC that are not available in the community such as custom-made wheelchairs, custom shoes, dentists who know how to work with severely disabled patients, eye care, specialized health care for the medically fragile (many of whom languish in urban hospitals because they have nowhere else to go), and high-risk psychological assessment and treatment.

**NOW, THEREFORE, BE IT RESOLVED** that the Sonoma Valley Democrats urge Governor Brown and the California Department of Developmental Services to actively and creatively pursue the “transformation” of Sonoma Developmental Center rather than its closure.

**BE IT FURTHER RESOLVED** that the Sonoma Valley Democrats support the Parent Hospital Association’s (PHA) key points: a SDC site to provide adaptive wheelchairs and other durable equipment, medical, dental and behavioral support to the developmentally disabled; and housing for those who are not successful in community facilities.

**BE IT FURTHER RESOLVED** that the Sonoma Valley Democrats support permanent protection of the open land on the SDC property and expand public access and recreation opportunities that are compatible with the protection of the property’s conservation values.

**BE IT FURTHER RESOLVED** that the Sonoma Valley Democrats want the views of the PHA, the SDC Coalition, and those of the Sonoma community heard and seriously considered in making a plan for the future of SDC.

On Behalf of the Sonoma Valley Democrats

Signed: Beth G. Hadley    Date: July 27, 2015    Title: President



CALIFORNIA EQUESTRIAN PARK AND EVENT CENTER

**Proposal to Revitalize  
Sonoma Developmental Center Land**



Submitted by:

CEPEC Board of Directors

Wanda Smith, President; Jack May, VP; The Honorable Albert Wollenberg;

Sue Buxton, DVM; Janet Roser, PhD; Cecelia Brown

[www.cepec.us](http://www.cepec.us)

Contact: Wanda Smith

[director@cepec.us](mailto:director@cepec.us)

(707) 541-6091

P.O. Box 2408, Santa Rosa, CA 95405

August 24, 2015

## Contents

Executive Summary	3
1. Background	4
2. Public and Private Support	5
3. Project Overview and Objectives	6
4. Importance of the Project to the Region	8
5. Project Details	11
6. Facility Planning and Mitigation	15
7. Summary of Expected Impacts	17
8. Funding and Revenue	18
9. Procurement Proposal	19
10. Appendices	
A. References	19
B. General Public Online Sample Comments about CEPEC	21
C. General Public Online Sample Comments about CEPEC on SDC Land	23
D. CEPEC Criteria Ratings of SDC Land	24

# Proposal to Revitalize Sonoma Developmental Center Land

## Executive Summary

The California Equestrian Park and Event Center (CEPEC) is a 501(c)3 non-profit organization interested in procuring the land surrounding the Sonoma Developmental Center (SDC) campus for a multi-use complex for recreation, competition, education, entertainment, and support services.

The state of California is planning to close the Sonoma Developmental Center (SDC) in Sonoma County and has requested proposals for its best use. The state's objectives are to eliminate the cost of subsidizing the SDC, obtain revenue from the property, and meet the needs of the local community. This document is in response to the state's request for proposals for the SDC and to requests by hundreds of people to create a unique, privately managed park in Sonoma County that will offer a variety of services and facilities, be monitored and maintained, and be safe for equestrians and hikers. CEPEC will have the ability to assist the state in meeting its objectives and those of the public.

The CEPEC project will eliminate the maintenance costs incurred by the state of the 726 acres of land surrounding the SDC campus, provide the state with revenue from the property, and create many benefits for local and regional communities. In addition to recreation, competition, education, and entertainment, CEPEC will provide venues for therapeutic riding programs, emergency sheltering, equine medical services, historic and wildlife exhibits, land and infrastructure restoration, a wildlife corridor and open space preservation.

In addition, CEPEC will generate an estimated \$200 million for businesses and agencies as well as 1,200 jobs in Sonoma County during construction. When CEPEC becomes fully operational, it will produce an estimate annual residual revenue of \$250 million throughout the county, and 70 full time and 250 part-time jobs.

This document will describe how CEPEC can utilize the SDC land to meet these goals. It will show how a private, non-profit organization can provide unique opportunities for local residents and visitors that will enhance the economics and culture of Sonoma County and the region.

## 1. Background

In order to reduce the cost of maintaining state managed human services agencies, Assembly Bill (AB 1405) was introduced to the California State Legislature to close the Sonoma Developmental Center (SDC) in Eldridge, CA. The state's goals are: elimination of the annual maintenance costs of the SDC, obtaining revenue from the property, and meeting the needs of the local community.



Figure 1.  
Land (in red) surrounding  
the SDC campus

This document describes a proposal for the land surrounding the SDC campus (see Figure 1) and does not address the operation of the SDC campus.

The proposing organization would like to participate with other groups in the analysis of best use for the buildings on the SDC campus once the program for the land is determined.

The enclosed proposal is presented by The California Equestrian Park and Event Center (CEPEC), a 501(c)(3) non-profit organization, formed to create a multi-use, Olympic level equestrian center in Sonoma County. CEPEC can help the state achieve its goals as well as create major benefits for the local community and the region by providing venues for public recreation, equestrian competition, education, entertainment, therapeutic riding, emergency sheltering, equine medical services, art, historic, and wildlife exhibits, land restoration, and open space (see Figure 2).



Figure 2.  
Recreation, Entertainment, Education  
Equine Medical Services, Art Exhibits, Wildlife Protection, Open Space Preservation



## 2. Public and Private Support

Several hundred presentations of the CEPEC project have been given to the public, service organizations, academic institutions, and government agencies and representatives (see Figure 3). As a result, a number of businesses and organizations support the CEPEC project (see Table 1). In addition, many letters of support have been received by local residents (<http://www.cepec.us/alliances.htm>) and several hundred petitions have been signed by residents of Sonoma, surrounding counties, and across the U.S. in support of CEPEC and its location at the SDC (see Appendices B and C).



Figure 3.  
CEPEC Presentation to  
Congressman Mike Thompson

Table 1. CEPEC Supporters

<b>Businesses</b>	<b>Local Organizations</b>	<b>National Organizations</b>
Simons & Woodard, Quattrocchi Kwok, and TLCD Architects; Brelje & Race & ZFA Engineering; Wright Contracting	Santa Rosa Chamber of Commerce & Sonoma County Tourism Bureau	California Thoroughbred Breeders Association
Sonoma Raceway	Junior Achievement	U.S. Polo Association
Oliver's Market	Red Cross, Sonoma County	U.S. Eventing Association
Northwood, Scomas, Palozza and Wild Goat Restaurants	Petaluma, Sebastopol, and Russian River Rotary Clubs	American Quarter Horse Association
Paint Horse, Kendall-Jackson, Chalk Hill, and Dutton Wineries	Sonoma State University Santa Rosa Junior College	4-H
Kenwood Press	Sonoma County Museum	
Carriage Occasions, Triple Creek Horse Outfit	County Horse Councils of Sonoma, Napa, and Marin	
Zanetti, Oak Pond, and East West Stables	Sonoma County Equestrian Clubs	

The design of, and planned uses for, CEPEC were founded on input from equestrians, businesses, residents, as well as local and national equestrian organizations. A number of partnering programs are planned with several of these organizations, such as: education and internships, emergency sheltering facilities, equine art and historic exhibits, and job shadowing programs for youth. These programs will meet a goal of the state included in the January 2014 Assembly Bill: to utilize public/private partnerships in order to provide integrated community services on state lands.

### 3. Project Overview and Objectives

This document describes CEPEC's proposal to revitalize the land surrounding the SDC for the greater community. Data in this proposal were either obtained from, or based on, publications included in the Reference section (Appendix A) and indicated in this document by reference number(s) in parentheses.

The CEPEC project will expand the uses of the SDC to include:

- Enhanced therapeutic riding venues for adults, youth, and veterans
- Equestrian and equine biomechanical balancing venues
- Monitored and maintained horse riding and hiking trails
- Preservation and exhibits of:
  - equine artifacts and the history of horses of Sonoma County
  - the history of the SDC
  - local wildlife, their habitats and sustainability
- Education/event center for instruction, exhibitions, and conferences
- Internship opportunities and youth job shadowing programs in business, veterinary medicine, and event management
- Emergency facilities for horses and people during a major natural disaster such as a flood, fire, or earthquake
- Equine critical care
- Riding arenas customized to optimize safety for different equestrian disciplines
- Temporary stabling for horses during competitions and clinics
- Meeting facility for the Sonoma County's 32 equestrian clubs
- Campground for riders and their horses

The land surrounding the SDC campus will be able to accommodate these services and facilities. The large amount of level terrain of the 326 acre East (Eldridge Farm) property (see Figure 4) is adjacent to Sonoma Valley Regional Park; it has been used as a farm and livestock facility for over 100 years and is thus well suited for CEPEC's main equestrian complex.



Figure 4.  
East property

---

## CEPEC Proposal for Land Surrounding the SDC

---

The hilly terrain and tree groves of the 400 acre West property (Figure 5) are adjacent to Jack London Park providing extensive trail horseback riding and hiking options. The property also includes Camp Via, which can be converted for camping by riders and horses. In addition, there are many vacant buildings on the SDC campus that, with renovation, could be used for some of CEPEC's facilities such as a museum and education and conference center.



Figure 5.  
West property

Allowing CEPEC to procure the land surrounding the SDC campus would accomplish a number of specific financial, employment, community, and environment benefits as described below.

### Financial

- Reduce SDC maintenance cost for the state
- Provide the state with annual payments
- Provide local businesses and agencies with development and construction revenue estimated at \$200 million
- Generate annual county tourism revenue of an estimated \$250 million

### Employment

- Creation of approximately 1,200 jobs during construction
- Provision of at least 70 full time and 250 part time jobs when CEPEC is fully operational

### Community Services

- Expand the use of the SDC land, facilities, and services for the greater community and region
- Expand recreation, education, competition, and entertainment opportunities
- Establish a Red Cross emergency shelter venue for the North Bay Area
- Provide a safe environment for horseback riding and hiking on trails
- Establish a critical care equine veterinary hospital and farrier center
- Provide an international horse show facility
- Create a museum exhibiting Sonoma County horse history, the SDC, local wildlife and their habitats
- Expand existing equine therapy venues for disabled individuals
- Provide volunteer opportunities for youth, senior citizens, and veterans

### Environment

- Create, monitor, and sustain a wildlife corridor between Sonoma Mountain and the Mayacamas Mountains
- Reduce water contamination and enhance groundwater recharge by renovating the antiquated water and sewage systems
- Restore stream beds and farm land
- Provide public education (including school tours) and information about local wildlife preservation and care
- Maintain a low ambient noise level

## 4. Importance of the Project to the Region

### **Economic**

The equine industry is a well-established and important component of the Sonoma County economy. A 2013 study by Sonoma State University demonstrated that the equine industry generated more annual revenue in the county than the grape industry (see Figure 6 and Reference 31). Data analyses for the study revealed that there are also 26,000 horses, 35,000 equestrians, 140 trainers, and 125 boarding stables in the county.

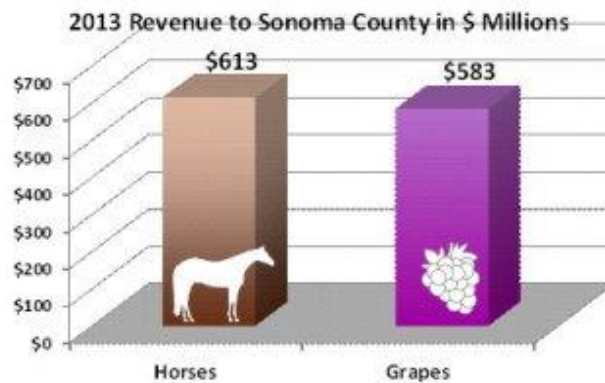


Figure 6. Sonoma County Revenue from the Horse and Grape Industries

CEPEC will add substantial value to the county's already established wine and recreation industries. Visitors to CEPEC are estimated to produce additional residual revenue of \$250 million annually in Sonoma County when CEPEC is fully operational; as well as creation of at least 70 full time and 250 part-time jobs.

### **The Need**

CEPEC interviews and correspondence with local, national, and international organizations and corporations with equine related interests continually demonstrate the need for an equestrian facility like the Kentucky Horse Park on the U.S. West Coast.

## CEPEC Proposal for Land Surrounding the SDC

---

There is no international equestrian facility like CEPEC west of Kentucky in North America (see Figure 7). Market research studies conducted between 2009 and 2014 demonstrated the need for an equestrian complex like CEPEC on the West Coast (References 13, 20, 21, 31). Letters (<http://www.cepec.us/alliances.htm>) and signed petitions (Appendices B and C) from the general public document the need for this type of facility and its location at the SDC



Figure 7. International (red stars) and Regional (black dots) Equestrian Centers in North America

### Unique Park for the Public

Almost 20% of land in Sonoma County (219,617 out of 1,131,520 acres) is classified as protected (see Figure 8) with most of it in open space.

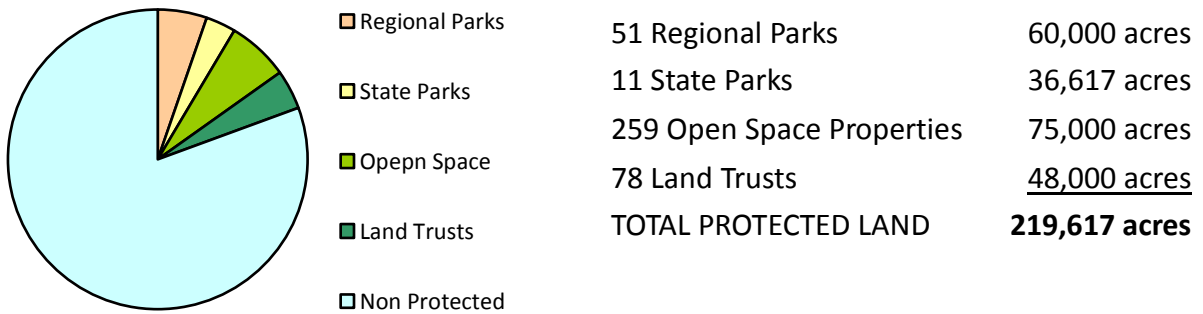


Figure 8. Protected Land in Sonoma County

The protected lands have limited public use and are, for the most part, not consistently monitored. Illicit use (such as marijuana production) in the larger and more remote protected areas (such as the Mayacamus Mountains) is rampant, pollutes the land and streams, and endangers wildlife (Reference 26). CEPEC will prevent these problems by providing video monitoring, security patrols, and daily maintenance throughout the land surrounding the SDC campus.

A privately managed, unique park is needed in Sonoma County that offers a wide variety of opportunities for public use, is monitored and maintained, and is safe for horseback riding. CEPEC will offer a combination of venues (i.e., recreation, education, competition, security, and historic and art exhibits) not currently available on Sonoma County protected land. CEPEC can provide these benefits while protecting the environment and wildlife. This will be accomplished by the implementation of CEPEC's Visitor Use and Impact Monitoring Program whose goal will be to protect and enhance site resources and the quality of the experiences of its visitors. This will allow CEPEC to quantitatively monitor and maintain cultural, biophysical, and social conditions of the facility.

### Public Safety

Out of the 51 public parks in Sonoma County, less than half allow horseback riding (Reference 21) and all of these allow simultaneous use by hikers, horse and bikes. This has resulted in several serious accidents (References 28 & 29). In addition, 2009 review of traffic safety studies of bicycle crashes reported that multi-use paths are more dangerous to ride on than major roads (Reference 17). The combination of horse riders, bikes, and hikers on trails thus reduces their safety and has resulted in a decrease in the use of public parks by many equestrians in the county (References 13 & 20). To address this issue, CEPEC plans to take the advice of the U.S. Department of Agriculture Forest Service (Reference 9) by providing trails dedicated to more limited use (e.g., horseback riding and hiking without bicycles, mountain, and motorized bikes).

### Water

One of the major criteria in selecting a site for CEPEC is the availability of sufficient water of good quality (see Reference 24 and Appendix D). Over half of the East property (on the Eldridge Farm) is in Zone 1 which is the highest classification for water recharge rate in Sonoma County. The Eldridge Farm also has a continuous flow of good quality water into its six hundred acre cubic feet Lake Suttonfield (see Figure 9). The SDC uses 500,000 gallons of water a day for residents, employees, and irrigation. CEPEC will use an estimated 50,000 gallons per day for employees, visitors, horse consumption, and watering.



Figure 9.  
Lake Suttonfield

Use of drought resistant landscaping, appropriate grass in the polo field, and state-of-the-art arena ground materials will minimize the need for frequent landscape watering. CEPEC will also either renovate or replace the antiquated water and sewage systems on the Eldridge Farm. These benefits will result in reduction of water use at the SDC campus, pollution from current piping systems, and improve groundwater recharge.

### **Equine Therapy and Health Programs**

The SDC has provided equine therapy to its residents for over thirty five years. CEPEC plans to continue providing venues for these services for SDC residents as well as youth, Veterans, and other people with special needs. Recent scientific research has shown the benefits of horseback riding on health (Reference 33). CEPEC will provide venues for riding programs designed to enhance general health.

### **Youth Programs and Volunteer Opportunities**

There are currently no facilities for intramural equestrian events in the North Bay Area. CEPEC will provide a variety of programs for youths including riding competitions (see Figure 10), job shadowing, internships, and academic and certification courses for middle school, high school, and college students. Local organizations such as the Hanna Boys Center, Girls and Boys Clubs, 4-H, Future Farmers of America, and international organizations like the Interscholastic Equestrian Association and Intercollegiate Horse Show Association will be able to take advantage of CEPEC's youth program venues.



Figure 10.  
Youth Equestrian Competitors

There will also be many volunteer opportunities for youth, adults, and senior citizens at CEPEC. These include visitor greeting, tour guiding, fundraising, and administration support.

## **5. Project Details**

### **Land Acceptance Criteria**

In order to have a facility that will generate the projected revenues for CEPEC and the county, the land acquired for CEPEC needs to meet several criteria (see Table 2 and Reference 24). A study of how well the land surrounding the SDC campus met the CEPEC Section Criteria was conducted using a decision matrix (see Appendix D). The results showed that the SDC land was second to the top scoring site of the eight locations originally evaluated for CEPEC. The original top scoring site was the Roblar Valley (in Petaluma) which was eliminated from consideration due to threatened species mitigation cost (estimated at as much as \$8 million) and excessive purchase price requirements of the owners.

## CEPEC Proposal for Land Surrounding the SDC

---

Table 2. Examples of CEPEC Site Criteria

- Appropriate zoning
- Sufficient land for the CEPEC complex and trails
- Appropriate terrain and soil for riding venues
- Adequate water source
- Proximity to a major town
- Moderate climate
- Distant from major earthquake fault, flood, and fire risk zones
- Close to a major highway
- Rural area
- Proximity to emergency services
- Absence of endangered species and their habitats
- Low ambient noise

### Zoning

The SDC parcels are zoned for Public Facilities District (PF) which allows ownership only by a government agency or non-profit organization and use for community or public services. Allowable facilities include those for education, libraries, museums, parks, and recreation. The zoning also requires protection against incompatible uses. The Eldridge Farm parcels are also zoned Riparian Corridor (RC), Scenic Resources District (SR), Valley Oak Habitat (VOH), and Historic District (HD). Each of these has unique requirements to which CEPEC can comply.

### Facilities

The CEPEC facility will consist of a main complex and open space areas (Reference 33). The main complex will contain an equestrian center, education and conference center, museum, equine critical care center, administration/security/first aid center, and maintenance area. The equestrian center will be composed of: event area (Figure 11 a), eventing course (Figure 11 b), riding arenas, polo field, exercise track, stall and feed storage barns, and paddocks. Open space areas will include trails and grazing pastures.



Figure 11.

a) Event Area

b) Cross Country Course

### Implementation

The CEPEC project is composed of three stages: Planning, Development, and Construction (Table 3). The Planning stage has been completed; the Development and Construction stages will occur when the land is secured and funding obtained. Land cost will depend on the



## CEPEC Proposal for Land Surrounding the SDC

---

procurement arrangement. Infrastructure construction cost will be verified after a thorough inspection and review of existing facilities by CEPEC engineering advisors (<http://www.cepec.us/about%20us.htm>) and will depend on renovation and replacement requirements.

Table 3. Development Stages and Estimated Costs

Stage	Activity / Building	Cost
<b>1. Planning</b>	❖ Market Research	\$125,000
	❖ Site Selection	
	❖ Business Plan	
	❖ Non-profit Certification	
	❖ Community Outreach	
	❖ Draft Environment Impact Report	
<b>2. Development</b>	Capital fund raising, land procurement, design, engineering, permitting, environmental studies	\$9 million
<b>3. Construction</b>	Phase 1: Infrastructure (roads, power, sewage, and water systems) Basic facilities (trails, arenas, courses, parking areas)	\$84 million
	Phase 2: Veterinary, Administration, Education/Conference Centers	\$42 million
	Phase 3: Event Center, Museum	\$65 million

### Infrastructure

The SDC facility has an existing infrastructure of water, sewage, power, and road systems (Figure 12). However, many components of the water and sewage systems are over one hundred years old and need renovation or replacement.

The existing roads at the Eldridge Farm will have to be resurfaced and extended to accommodate CEPEC venues. A left-hand turn lane will also need to be installed for the CEPEC entrance and exit on the East border of the Eldridge Farm along Highway 12.



Figure 12. SDC Road Systems

SDC water is collected from creeks, stored in two reservoirs, and then transferred to a water treatment plant on the West facility. The sewage system is connected to the Sonoma Valley County Sanitation District and treated at its facility in Sonoma. To reduce the load on the Sonoma treatment facility, CEPEC will consider installing an onsite biomass sewage treatment system.

---

## CEPEC Proposal for Land Surrounding the SDC

---

CEPEC will also consider installing an onsite solar system that will provide power to the CEPEC facility, thus reducing the power load on and cost to the SDC.

### Events

Riding and Camping: A major use of CEPEC will be for horseback riding, carriage driving, and hiking on trails by youths and adults (Figure 13). The number of horseback riders and duration of their rides will vary. It is estimated that an average of 50 visitors might use the CEPEC trails each day with significantly more riders on the week-ends and during events. Trails will be open during daylight hours and visitors will arrive and leave at different times.



Figure 13. Shared Trail

Camping for riders and their horses can be made available at Camp Via on the West property. The camp will need significant renovation to comply with modern standards.

Horseback riders, carriage drivers, and hikers will be provided information on the care of the land and wildlife habitats. Brochures, postings, and programs (such as guided nature rides and walks) will be provided.

Horse Shows: The CEPEC sports complex will host a variety of equestrian competitions including: jumping, dressage, cross country, cutting, reining, gymkhana, Western & English pleasure, polo, driving, and vaulting. Equestrian events will accommodate disabled individuals as well as amateur to advanced level riders (Figure 14).



Disabled Competitor



Figure 14.

Amateur and Advanced Riders

Exhibitions: CEPEC will host local, regional, national, and international equine exhibitions (e.g., *Cavalía* and *Lipizzaner Stallions*), educational clinics, and equine related trade fairs (e.g., *Equitana* and the American Equestrian Trade Association International Fair).

Conferences: Many organizations would like to host conferences in Sonoma County, but do not do so because of insufficient facilities. There is only one location in the county (Sonoma State

University) that can provide facilities for a major national conference. Examples of scientific equine associations that could host conferences at CEPEC include the American Association of Equine Practitioners, International Societies for Equine and Equitation Science, and National Association of Equine Affiliated Academics. Some of the buildings on the SDC campus could be renovated for this purpose.

Public Use: The public will be allowed to use the CEPEC facilities; a parking fee will be required. Equestrians will be required to pay either a daily or a discounted annual fee to ride at CEPEC. Organizations will also be allowed to use the CEPEC facilities for a fee for equine related events. The facility will be designed to accommodate disabled riders and spectators. Permanent boarding facilities will only be available for horses without existing Sonoma County resources (such as polo ponies). Temporary stabling will be available for horses attending CEPEC events.

### 6. Facility Planning and Mitigation

CEPEC has an Advisory Team of over sixty five professionals including architects, engineers, biologists, and geologists (see <http://www.cepec.us/about%20us.htm>) who provide design, regulatory compliance advice, document reviews, and help create site plans. A preliminary site plan was included in the CEPEC Pre-Permit Application which was reviewed by the Sonoma County Permit and Resource Management Department in 2011. A CEPEC project update of plans for its location at the SDC was presented to members of the PRMD planning staff and its executive management in 2015. As a result, the CEPEC project plan includes mitigation measures to address issues such as traffic, noise, safety, lighting, dust, water usage, and event size. For example:

- Traffic: A traffic study will be conducted to determine impact on the general area. The main CEPEC entrance and exit will be located along Highway 12 to minimize traffic on Arnold Road and through the SDC residential area. Primary access to the complex will be from Highway 12; vehicles pulling horse trailers and delivery vehicles will be required to use this access point. A left-hand turn lane will be installed to optimize traffic flow and safety. Visitors will be directed to arrive and leave during minimum traffic load hours. A perimeter road will also be installed on the complex for effective traffic management. Parking will be accommodated on the CEPEC site and not permitted on county roads. Partnerships will be created with owners of nearby land for over-flow parking during major events and visitors will be provided transportation to CEPEC.
- Noise levels generated from activities at the CEPEC site will be very low as horse events of the type to be hosted at CEPEC have a noise level similar to a golf tournament. Most horse shows discourage spectator noise that would interfere with the concentration and thus performance of riders and their horses.

## CEPEC Proposal for Land Surrounding the SDC

---

- Attendance estimates are based on data from major efficient equestrian facilities in the U.S. (References 3, 12, 15, 18, 22, and 23). This data will be used to determine appropriate event size and number of participants for efficient rider, pedestrian, and vehicle traffic management. The number of visitors to CEPEC will depend on the number of events, participants, spectators, and visitors. When CEPEC is fully operational, it expects to be able to host seventy five horse shows a year at approximately two shows per week during show season. Most shows occur on weekends, but some continue into the week. The number of participants will depend on the type of show, classes, and riding levels. Local shows typically have 30-50 riders; regional shows between 50-150 riders; and national shows more than 150 riders. The number of spectators will also depend on the level of the show; local shows have few spectators, national and international shows have the highest number of spectators.
- Safety for riders, spectators, visitors, and horses will be CEPEC's number one priority. The site will be designed to minimize pedestrian and vehicle traffic in the riding areas. Spectator and participant parking will be separated by the event arenas.
- Water collection, storage, and distribution systems will be designed to optimize water conservation and availability and to minimize the effects on the local water table. Plans for renovation of the water and sewage systems at the SDC facilities have been discussed with executives of the Sonoma County Water Agency.
- Manure and waste will be cleared from arenas throughout the day, stalls and park trails daily, and collected by the local sanitation company North Bay Corporation. Plans for collection services have been discussed and operations will be coordinated by its Operations Manager. As previously described, CEPEC will consider installing an onsite biomass sewage treatment system.
- Lighting: Lights will be installed along all roads and walkways. The lighting will be shielded to minimize illumination dispersion into the surrounding environments. Electricity for lights may be provided in part by solar energy.
- Dust: State-of-the-art dust control techniques and organic products will be utilized to minimize dust and risk to the environment (Reference 32). Organic dust control agents will be used on arenas and roads to minimize adverse health effects for people and horses (Reference 29).

## 7. Summary of Expected Impacts

CEPEC will have many positive impacts on the economic, environmental, cultural, recreational, therapeutic, and employment of local community as well as positive economic impacts on the region. It will relieve the state of the financial burden of the land surrounding the SDC campus and provide county and regional revenue while the state decides the future of the SDC campus.

CEPEC will increase tourism, provide jobs, an emergency center, and a safe horse riding environment. It will also provide education and internship opportunities for students, exercise venues for the public, and therapy venues for the disabled.

CEPEC will have a number of positive impacts on the environment. It will preserve the wild life corridor on the north side of the property, restore the land, and preserve the existing low ambient noise level. Educational information and classes on local wildlife and sustainability of the land will be provided to public visitors and school groups.

Because the water and sewage system will be either renovated or replaced, pollution to the public water system from the Eldridge Farm will be eliminated and groundwater recharge will be enhanced. Land and stream beds will be restored and the open space ambience will be retained (see Figure 15).



Figure 15. Artistic Concept of CEPEC Facility

## 8. Funding and Revenue

CEPEC financial estimates are based on data from horse parks with similar functions (References 3, 6, 7, 10, 11, 12, 16, 18, 19, 22, and 23), an equestrian park architect (19), interviews with managers of national equestrian horse parks, and surveys conducted in Sonoma County (References 1, 2, 4, 13, 20, 21, and 31).

The CEPEC revenue estimates are based on Implementation of a capital intensive, transaction, and event based business model. CEPEC’s “develop early / deploy often” philosophy includes a functionally based, phased project schedule that will enable revenue generation early in its development and construction cycles.

Funding for CEPEC is being secured from a variety of private and public sources including: private and corporate gifts, sponsorships, naming opportunities, donations, foundations, grants, endowments, and fund raising events. Seed funding for the CEPEC Planning Stage has been provided by private donations; over one million dollars in services has been donated by CEPEC management and advisors.

CEPEC revenue will be obtained from facility rentals, admissions, retail sales, food and beverage sales, parking fees, solar power purchase agreements, fundraising, and other sources (e.g., membership dues and advertisements). These sources are expected to annually generate over \$13 million (see Table 4).

Table 4. Fully Operational Estimated Annual Revenue

<b>Source</b>	<b>Revenue</b>
Rent & Admissions	\$6,519,000
Merchandise/Retail	\$1,500,000
Food/Beverage Sales	\$872,000
Parking Fees	\$602,200
Solar Power Purchases	\$349,000
Fundraising	\$1,200,000
Other Sources	<u>\$2,250,000</u>
<b>TOTAL</b>	<b>\$13,292,200.00</b>

As previously stated, CEPEC is also expected to generate residual revenue throughout the county of \$250 million from annual tourism when CEPEC is fully operational. This revenue will be derived from visitor spending on lodging, restaurants, transportation, retail goods, entertainment, and recreation.

## 9. Procurement Proposal

This land CEPEC is interested in leasing includes approximately 394 acres of undeveloped land on West parcel number 054-090-001 (see shaded area of Figure 16a) including the Camp Via land and 290 acres (parcel 054-150-010) and 36 acres (parcel 054-150-013) on the East property of the Eldridge Farm (see shaded parcels of Figure 16b). These areas do not include the SDC campus which contain the administration buildings on the West side of Arnold Dr. and the residential buildings on the East side of Arnold Drive.



Figure 16.

a) West parcel

b) East (Eldridge Farm) parcels

CEPEC proposes a 99 year lease with a first refusal purchase option before the end of the lease. Leasing the land will allow CEPEC to be able to immediately initiate Stage 2 Development. As soon as CEPEC obtains a land procurement agreement, it will secure capital funds for the land, design, engineering, permitting, and environmental studies. The Construction phase will commence as funds are obtained. CEPEC is also interested in leasing and renovating some of the SDC campus buildings.

We appreciate the opportunity to submit this proposal. Additional information is available on request.

## Appendix A: REFERENCES

References are listed in chronological order with Internet links to the documents indicated by blue underlined text.

1999

1. *The Economic Value of Sonoma County Equestrian Activities*, Carlos A. Benito, School of Business and Economics, Sonoma State University, July 1999.

2001

2. [\*The Social Value of Marin Equestrian Activities\*](#), Carlos A. Benito, School of Business and Economics, Sonoma State University, March 2001.

2002

3. [\*Economic Impact of the Kentucky Horse Park\*](#), Kentucky Department of Travel, 2002.

2005

4. *The Economic Impact of Equestrian Activities in Sonoma County*, Carlos A. Benito, School of Business and Economics, Sonoma State University, July 2005.
5. [\*The Economic Impact of the Horse Industry on the United States\*](#), Deloitte Consulting, LLP, 2005.

2006

6. [\*Economic Impact Analysis for a Proposed New Horse Park\*](#), Maryland Horse Park, June 2006.
7. *Developing Equine Tourism Opportunities in North Carolina*, An Online Survey of County Needs 2006, C. Kline, Department of Parks, Recreation and Tourism, NCSU, T. Potter, PhD, Area Equine Extension Agent, NCSU, R. Mowrey, PhD, Animal Science, Extension Horse Husbandry, North Carolina State University, 2006.

2007

8. [\*2007 Oldham County, Kentucky Equine Survey\*](#), Oldham County Equine Council, Crestwood, KY, 2007.
9. [\*Equestrian Design Guidebook for Trails, Trailheads, and Campgrounds\*](#), USDA Forest Service, US Department of Transportation, 2007.
10. [\*The Economic and Fiscal Impact of Events at the Kentucky Horse Park Fiscal Year 2007\*](#), Barry Kornstein, 2007.

2009

11. [\*Impact of Horse Shows and Competitions Studied\*](#), C.J. Stowe and K. Burdine, University of Kentucky College of Agriculture, Article #14574, July 21, 2009.
12. [\*North Carolina's Equine Industry, Agricultural Advancement Consortium\*](#), May 2009.
13. [\*Market Research for Sonoma County Equestrian Complex\*](#), W. Smith, 2009.
14. [\*Recreational demand for equestrian trail-riding\*](#), M. Blackwell, A. Pagoulatos, W. Hu and K. Auchter, *Agricultural and Resource Economics Review*, 38, 2: 229-239. 2009.
15. [\*Understanding the impact of horse shows and competitions in Kentucky\*](#), C. J. Stowe, and K. Burdine. Agricultural Economics Extension Publication No. 2009-29, Lexington, KY: Department of Agricultural Economics, University of Kentucky. 2009.



## CEPEC Proposal for Land Surrounding the SDC

---

16. [Equine's Impact: The Multiplier Effect, Kentucky's horse culture attracts entrepreneurs in seemingly unrelated industries](#), Joe Gillespie, Business Lexington, 2009.
  17. [The impact of transportation infrastructure on bicycling injuries and crashes: a review of the literature](#), C.O. Reynolds, M.A. Harris, K. Teschke, P.A. Cripton, and M. Winters, *Environmental Health*, 8:47, 2009.
- 2010
18. [Horse Park of the South – Cost Estimate, Funding and Economic Benefit](#), Harold Bass, Rockingham County Board of Commissioners, 2010.
  19. *CEPEC Cost Estimate Review*, GH2 Gralla Equine Architects, *Oklahoma*, 2010.
  20. *Equestrian Center Market Research Survey*, Sonoma County Horse Council, 2010.
  21. *Economic Impact of the California Equestrian Park and Event Center on Sonoma County*, CEPEC Report, 2010.
- 2011
22. [Economic Impact of the AllTech FEI World Equestrian Games Kentucky 2010](#), Certec Inc., June 2011.
  23. [Economic Impact of Horse Industry in Virginia](#), Kim Center for Economic and Policy Studies, Weldon Cooper Center for Public Service, University of Virginia, March 8, 2011.
- 2012
24. *Choosing the CEPEC Site Location*, CEPEC Report, 2012.
- 2013
25. [Annual Tourism Report](#), Sonoma County Economic Development Board & Sonoma County Tourism Bureau, 2013.
  26. *Illegal pot grows cause destruction to Land Trust preserves*, Sonoma Land Trust, Sept. 2013.
  27. *Kentucky's Equine Survey*, National Agriculture Statistics Service and University of Kentucky, Jan. 2013.
  28. [Novato horse riders thrown, injured, after run-in with illegal mountain bikers on trail](#), Marin Independent Journal, June 24, 2013.
  29. [Arena Dust Exposure Can Put Equestrians At Health Risk - What Do You Do?](#) Penn State, College of Agricultural Sciences, December 2013.
- 2014
30. [Equestrians at Annadel State Park run through by mountain bikes; one horse broke leg and had to be euthanized](#). March 17, 2014.
  31. [Economic Impact of Equestrian Activities in Sonoma County](#), 2014, Center for Regional Economic Analysis, School of Business and Economics, Sonoma State University.
  32. [Arena Surface and Dust Control Roundup](#), T. Raymond, Stable Management, May 2014.
- 2015
33. [CEPEC Master Plan](#), CEPEC Report, 2015.
  34. [The Health Benefits of Horse Riding](#), The British Horse Society, 2015.

## Appendix B: Samples of Online Petition Comments from General Public about CEPEC

- I can't wait for this to open and start having events. We need this facility and the jobs for Sonoma County.
- This is much needed in Sonoma County!
- This would greatly enhance the available equestrian facilities of Sonoma County and would provide a much needed venue in California (and the nation) for major events.
- We need an equestrian center in this area.
- I fully support these efforts and encourage every Californian to do so as well.
- This would be a great asset to Sonoma County.
- Any worthwhile project to keep equestrian events in California is welcomed and supported.
- It will fulfill a need and be a unique and excellent horse park on the West Coast!
- We really need more equestrian centers near and around the Northern California area to hold equestrian events of significant size because this is something lacking in the Northern region. Please make this happen.
- Bring horses to the public.
- CEPEC would help increase our existing equine industry from \$600 million per year to \$1 billion per year which would create more jobs and increase tax revenue for the County.
- Equestrians will flock to this proposed facility, not only bringing strong financial gains to the area but also giving new support and a healthy outlet to the unfocused youth in Sonoma County. We need this project to bring back the balance of beneficial land use vs. mono agriculture.
- Sonoma County needs more space devoted to horse activities that are safe. Most trails now are shared with bikes it can be dangerous for both the horse and bike riders.
- I have followed CEPEC from their beginning and have been a supporter of their mission. It will benefit Sonoma County in so many ways.
- A great opportunity
- Yes to CEPEC
- We need this to happen for our horse community!
- Needed!
- Looking forward to this facility!
- This facility would be a great asset to our horse community!
- Totally support this much needed equestrian project and the value it would bring to Northern California on many levels!
- This would be a great opportunity for Northern California!
- Sounds like a great addition to the County. More horse lovers here the better!
- Sonoma County needs this!
- I support CEPEC.
- Great project
- Great idea.

## CEPEC Proposal for Land Surrounding the SDC

---

- Very worthy project.
- Would be great.
- I support CEPEC and look forward to the completion of the equestrian complex.
- This is a huge opportunity for the equestrian community in our County! I hope it succeeds!
- We need this!!
- What a great thing for families and kids to use to be outside in the age where we are losing touch with nature!
- Badly needed.
- Great idea we need more available land for our horse activities.
- We support the CEPEC
- I would like to have CEPEC acquire land for an equestrian park
- This is a much need facility in Sonoma County.
- Let's do this!
- Would love more Bay Area equestrian facilities!!
- I agree with the CEPEC complex.
- What a wonderful idea for the use of this property! Sonoma County has a long history of famous horses and horse breeders and California needs this type of facility.
- Bring our horse world up to date!
- The County could use a facility like this.
- This would be an incredible advancement in equestrian sports on the west coast
- I hope this comes to fruition!
- Our lives can be so enriched by these magnificent creatures, thanks for the opportunity to support the development of an equestrian park.
- Keep horses in the future of California
- We need facilities to keep horses in the area and to bring new horse people into the area.
- We need to have a wonderful facility like this. It is way overdue.
- Good luck with your goal it would be nice to have such a large equestrian park available to use
- Very exciting! Hope it all comes together.
- It's a whole lot better than putting in more vineyards!
- A much needed venue
- It would be a huge plus for our County and for its history with horses
- This is a terrific project. I support it wholeheartedly.
- We really need this facility in Sonoma County
- That sounds great. So many benefits of having it there.
- A great place for horse enthusiasts!
- I grew up riding horses in Golden Gate Park, in San Francisco. We had more access to trails than we do in many other places in the Bay Area. We need more places to ride. Let's make this happen!!

## Appendix C: Samples of Online Petition Comments from General Public about CEPEC on SDC Land

- Yes I support CEPEC's plan for the use of the SDC acreage to help preserve the current environmental habitat, which is conducive to CEPEC's equestrian center.
- Great! Hope CEPEC gains the land.
- We need an equestrian center in this area.
- The right place at the right time!
- What a wise use of acreage!
- What a capital concept! Sonoma County would certainly benefit from a world class equestrian facility. Trails at Jack London are such an added bonus.
- Hope we can keep the land from developers!
- A great use for this property!
- What a wonderful idea for the use of this property! Sonoma County has a long history of famous horses and horse breeders and California needs this type of facility.
- Great use of the land!
- Great use of this land and much needed to support the future of our local equine industry.
- I think this land would be perfect for the CEPEC project!
- That sounds great. So many benefits of having it there.
- I believe this can provide some benefit to the clients at the development center by providing calls to work with horses.
- An Olympic equestrian center in Sonoma Valley would benefit many important public causes!

## CEPEC Proposal for Land Surrounding the SDC

### Appendix D: CEPEC Criteria Rating of SDC Land in Sonoma Valley

Criteria	Weight	Rate	Score	Notes
<b>Land</b>				
At least 1,000 acres of land	2	4	8	Ca. 750 acres minimally developed land
Contiguous parcels	3	3	9	East and West sites not connected
Sufficient & usable for CEPEC facilities	3	2	6	May need some SDC campus buildings
Min. 300 acres with a gradient < 15%	3	3	9	Probably only 200 acres
Stable soil with good drainage	3	5	15	Sandy loam
Indigenous footing quality	1	3	3	Good
Potential for terrace berms for	1	3	3	Multiple berm terrace possibilities
<b>Location</b>				
Close proximity to a major state hwy.	3	4	12	On Hwy 12
Close to a major town	3	3	9	4 miles to Sonoma
Central to adjacent counties	1	5	5	Close to Marin & Napa
Flood zone	3	5	15	Outside 100 year flood zone
Fire risk	2	4	8	Low on Eldridge Farm
Earthquake shaking potential	3	3	9	Medium shake potential
Rural area with low housing density	3	5	15	Eldridge (population 2,000)
Crime rate	2	5	10	Extremely low
Close proximity to emergency	2	5	10	On site & at adjacent SVR Park
Multiple road access points	2	5	10	Hwy 12 and Arnold Dr.
Low traffic roads	2	2	4	Not major commute roads
Close proximity to restaurants,	1	3	3	Glen Ellen & Sonoma
Close to vet. emergency services	3	2	6	Not many in locale
Horse friendly neighborhood	2	5	10	Horses on property for > 100 yrs.
Low endangered species habitat	2	4	8	None on site
Easy access	2	4	8	Hwy 12 – need left turn lane installed
Relatively undeveloped	1	5	5	Some antiquated farm buildings & trails
Outside major wetland area	1	4	4	Winter wetlands & creeks
Minimal ambient noise	3	5	15	Hwy 12 traffic
Aerial navigation	3	5	15	None
Zoning	3	5	15	PF, SR, HD, VOH, RC
<b>Natural Resources</b>				
Abundant wind turbine power system	1	5	5	San Pablo Bay breeze in afternoons
Water quantity and quality	3	5	15	Natural springs; good quality
Sun for solar power system	3	5	15	Abundant
Moderate climate and rainfall	3	5	15	1 degree cooler than Santa Rosa Plain
Adjacent land available for trail riding	2	5	10	SV Regional and Jack London Parks
Thermal spring	1	5	5	On Eldridge Farm; not in use

**Total Score:**

**314**

**From:** [John McCaull](#)  
**To:** [Dooley, Diana@CHHS](#); [Kent, Kristopher@CHHS](#); [Rogers, Santi@DDS](#); [Doyle, John@DDS](#); [Wall, Amy@DDS](#); [Lungren, Nancy@DDS](#); [McKinnon, Robert@DGS](#)  
**Subject:** Final Report: SDC Site Transformation Study  
**Date:** Wednesday, September 30, 2015 11:23:28 AM  
**Attachments:** [SDC Site Transformation Study- Final Report 9-30-15.pdf](#)

---

Secretary Dooley, Director Rogers and HHS, DDS and DGS Staff:

As you know, the Sonoma Land Trust hired a firm called the [Potrero Group](#) to prepare an analysis of “where do we go from here?” for SDC as part of our Transform SDC Project. In particular, Potrero’s charge was to “study transformation stories of other large institutions and to identify key principles and lessons learned that could inform the process at SDC.” They have released their final report, and I am pleased to share it with you.

This report isn’t so much focused on exactly what uses should occur at a “transformed” SDC, but more “to examine existing partnership models and frameworks that can support a collaborative transformation process, as well as strategies to ensure that future site uses are financially self-sustaining.” In other words, it’s about governance and collaborative decision-making. With the recognition in the closure plan that the state does not intend to declare the property surplus, but instead that you will “work with the community to identify how the property can best be utilized,” the Potrero recommendations are going to be very relevant. Take a look at the report when you get a chance, and let me know if you have any questions.

As I discussed with John Doyle back in August, Potrero submitted a draft of the Report prior to the September 1 comment deadline on the draft closure plan. We would ask that you include the final published report as an addendum to the closure plan that gets submitted to the Legislature, and that gets posted on your website.

As always, we greatly appreciate your leadership on SDC, and I hope you find this report a positive addition to our case that the human resources and natural resources of SDC must be sustained and protected.

Thanks

John



**John McCaull** | *Land Acquisition Program Manager*  
**Sonoma Land Trust**

822 Fifth Street, Santa Rosa, CA 95404  
(707) 526-6930 ext. 112  
(707) 974-0128 (cell)  
[www.sonomalandtrust.org](http://www.sonomalandtrust.org)



# Sonoma Developmental Center: Site Transformation Study





# Table of Contents

## **EXECUTIVE SUMMARY 1**

## **INTRODUCTION: A VISION TO TRANSFORM SDC 5**

## **METHODOLOGY 8**

## **SERVE THE PEOPLE, PROTECT THE LAND, 10 CREATE A VISIONARY INSTITUTION**

Core Pillar: Preserve SDC's Open Space 10

Core Pillar: Transform Health & Human Services 14

Core Pillar: Create a Visionary Institution 15

## **MODELS FOR A TRANSFORMED SDC 17**

Key Findings 17

Governance & Land Transfer 20

## **PATHWAYS TO TRANSFORM SDC 24**

Scenario 1: University Acquisition 24

Scenario 2: Trust or Wholly Owned Government Corporation 25

Scenario 3: Private Redevelopment with Multiple Compatible Uses 26

## **RECOMMENDATIONS 28**

Create a New Trust to Transform SDC 28

Provide Transitional Leadership 29

Suggested Priorities 30

Immediate Next Steps 30

## **APPENDICES 31**

A: Acknowledgments 31

B: Guiding Principles 32

C: Site Transformations Summary Table 33

D: Transformation Case Studies 38

E: New Models of Care 62

F: References and Documents Consulted 69



# Executive Summary

In May 2015, Governor Jerry Brown submitted a budget proposal calling for the closure of California's remaining developmental centers. These centers are among an array of large, publicly funded institutions undergoing dramatic change across the country. Military bases, state-run hospitals, and other aging facilities are being reimagined for new or renewed purposes in every state. Cooperative management agreements across agencies and sectors are helping to pool resources toward common goals. Innovative financial partnerships are helping strengthen the resilience of these institutions.

A visionary transformation at the Sonoma Developmental Center (SDC) property could inform future closures seeking to integrate community values, sustainability, and economic viability to achieve a higher purpose. What happens next at SDC could serve as a national model for other institutions facing a similar uncertain future.

## Site Management Study: Process Analysis

Potrero Group was invited to study transformation stories of other large institutions and to identify key principles and lessons learned that could inform the process at SDC. The purpose of this study is to examine existing partnership models and frameworks that can support a collaborative

transformation process, as well as strategies to ensure that future site uses are financially self-sustaining. The models examined represent themes identified by community stakeholders, including centers for sustainability, health and human services, historic preservation, natural resource protection, and higher education. This study is, by necessity, preliminary and intended to inform a much more comprehensive process.

## Key Findings

### **THE PLANNING PROCESS ENGAGES THE COMMUNITY AND INCLUDES CRITICAL STAKEHOLDERS**

All of the successful site transformations that were examined for this study engaged in planning processes that were inclusive, collaborative, and comprehensive. At the time, these planning processes proved to be quite challenging, but in the long run the results were extraordinary.

### **THE PROCESS INCLUDES SIGNIFICANT HIGH-LEVEL STATE, CORPORATE, AND/OR NATIONAL LEADERSHIP**

In addition to community planning organizations or boards, adding individuals of state-level or national stature can ensure that the site reaches its maximum potential and transcends some of the limitations associated with local and regional politics.

## FINANCIAL SELF-SUFFICIENCY IS AT THE CORE OF PLANNING

Planning processes are often at risk of becoming a “wish list” of community desires and hopes for a site, which ultimately results in a halted process or a default to the status quo because these hopes fail to cohere into a feasible vision. Some of the most successful transformations undertook detailed economic analyses early in the process, including rigorous market analysis of potential revenue streams that can support site operations, staff, and programs. These models balanced the hopes and desires for the site with a solid focus on ensuring that financial sustainability was an integral part of the planning process. Realistic cost projections helped to set reasonable expectations for the site and ensured the stability of tenants and anchor institutions.

## A POWERFUL VISION FOR TRANSFORMATION ATTRACTS FINANCIAL AND VOLUNTEER RESOURCES

A powerful, coherent vision can help elevate the goals of the project above niche interests. Funders, progressive developers, and community

volunteers are often attracted to sites that have a compelling vision. This compelling vision can help bring significant resources to the project and help it avoid potentially divisive local politics. Sites of significant acreage without a central, coherent vision are often parceled off to various, unrelated users. At best, this new development misses an opportunity to create something that is greater than the sum of its parts. At worst, a divided strategy can result in lengthy negotiations over boundaries and resources, slowing or sometimes halting a project entirely.

## ALTERNATIVE GOVERNANCE STRUCTURES ENABLE THE SITE TO TRANSCEND LIMITATIONS OF TRADITIONAL DEVELOPMENT AND/OR GOVERNMENT OWNERSHIP

Trusts, government-owned corporations, public-private partnerships, and hybrid structures provide remarkable flexibility that isn’t usually available if the project utilizes traditional business or governmental structures. Some of the most successful models carefully examined the legal authorities and relationships they needed to create the impact they desired and found the best governance structure that fostered this impact.



## Pathways to Transform SDC

The following scenarios describe the three most feasible paths forward for the SDC transformation. Each provides a distinct pathway for land transfer, site governance, and redevelopment. Input from stakeholders and focus on a preferred scenario will lay the foundation for a more comprehensive feasibility study in the future.

### **SCENARIO 1: UNIVERSITY ACQUISITION**

A direct transfer of the SDC campus to a California public institution of higher education is among the least complicated options for transforming SDC. The existing governing structure of the acquiring institution will assume responsibility for the transformation, utilizing budgeted funds for expansion to adapt the campus. This scenario could be a promising path to maintain the property as an innovative healthcare-centered campus. However, university acquisitions are often opportunistic, driven by the university's current plans for expansion and departmental needs.

### **SCENARIO 2: TRUST OR WHOLLY OWNED GOVERNMENT CORPORATION**

Public-private partnerships are able to transcend the limitations of private redevelopments and inter-governmental transfers to achieve a model that is unique. This balanced approach helps to minimize the site's fiscal liability while maximizing the community benefit potential. The primary consideration for such an institution should include a strong business plan for financial self-sufficiency. Balancing the aspirations of the new institution with financial sustainability across the site as a whole will be key to success. Partnership negotiations and structural agreements are generally the most complex aspect of this model, more so than permitting, zoning, or even fundraising. Visionary leaders and individuals with strong communication skills are needed to communicate the new model as it develops.

### **SCENARIO 3: PRIVATE REDEVELOPMENT WITH MULTIPLE COMPATIBLE USES**

This is another common pathway for institutional site conversions, particularly military bases. Parcels are sold to various entities and developers that create diverse site uses. As in most any development, the process is subject to extensive

public input, ensuring that key community concerns are addressed. After the development, governance is divided among each of the various landholders. Without a central institution solely dedicated to guiding the transition, the site could lack a coherent unified transformation enabled by other models. Aspects of the redevelopment can be slow to complete, in part because each aspect of the plan is subject to competing political interests and community desires. Lease revenue or profit-sharing models are unlikely to sustain innovative site uses—these will need their own model for financial self-sufficiency.

## Recommendations & Next Steps

Given the diverse set of opportunities for reuse at the SDC site, as well as interest in a variety of programming options on the site's ample campus, Potrero Group recommends that stakeholders pursue Scenario 2, utilizing a trust of diverse leaders to govern the transformation through public-private partnership with the State of California. This partnership can support and coordinate a few key anchor institutions—incorporating elements from Scenarios 1 & 3 such as a satellite campus, health service institution, and other complementary uses—while steering transformation efforts in accordance with core values with a site-wide plan for financial sustainability.

Goals to protect the land as well as serve the community at SDC are complementary. However, a central body that can execute a vision for both of these elements is a missing component from the SDC effort. The community's vision for a transformed SDC contains some elements that require collaboration with the California Department of Developmental Services (DDS)

## SUGGESTED PRIORITIES

- 1 Establish a governing trust that guides a focused feasibility assessment of the site
- 2 Collaborate with DDS, DGS, State Legislature, and other relevant state agencies on the closure plan and transformation
- 3 Conduct a detailed inventory and site assessments
- 4 Develop a Master Plan for the SDC site as a whole
- 5 Create a cooperating agreement with the State of California to execute the Master Plan

as well as others that are beyond this agency's scope. Therefore, a more collaborative approach is needed. A body dedicated to a compelling vision for transformation, with the authority to make decisions on the property in partnership with the State of California, is a natural next step.

### IMMEDIATE NEXT STEPS

- Establish a plan to permanently protect the open space and natural resources on the site.
- Confirm a preferred scenario concept and site reuse vision for the SDC campus.
- Establish a working board to govern the transformation effort.
- Conduct a feasibility study of the preferred model, including a detailed financial analysis, operational considerations, and site transformation details.
- Confirm anchor institutions for the site that are consistent with guiding principles.
- Pursue a cooperating agreement with the State of California to develop a Master Plan.



# Introduction: A Vision to Transform SDC

Few residents of the Sonoma Valley are unaffected by the changes facing the Sonoma Developmental Center (SDC). The Developmental Center has been a significant employer in Sonoma County for over a century and is widely utilized by the community for recreation and enjoyment. The residents at SDC are a vulnerable population, with some of the greatest physical and behavioral health needs in the state. Its tranquil setting and highly trained staff provide peace of mind for hundreds of family members and guardians who care deeply about its residents. SDC is also the site of the valley's most critical wildlife corridor, a three-quarter-mile-wide habitat linkage between the Mayacamas Mountains and Sonoma Mountain in the Marin Ridge.

In May 2015, Governor Jerry Brown submitted a budget proposal calling for the closure of California's remaining developmental centers. Broadly, the aim of these closures is to comply both with California's Lanterman Act and with the federal Centers for Medicare & Medicaid Services (CMS) regulatory standards for reimbursement of health care costs. Both of these legal systems require California to transition individuals from institutional settings to home- and community-based settings. Members of the Sonoma Valley community recognize and support the civil rights values underpinning these mandates. While the most straightforward solution may be to disperse residents, staff, and

services beyond the boundaries of the current developmental center and into other communities throughout northern California, local stakeholders believe there may be another path that has not been explored.

Many see great opportunity in the future of SDC. Even with health services for vulnerable populations and open space portions of the property preserved, the currently underutilized, approximately 200-acre campus could become a center for institutions that bring cultural, educational, and economic value to the region. All of these components contribute to make SDC a unique, though complicated, opportunity.

Developmental centers are among an array of large, aging, publicly funded institutions undergoing dramatic change across the country. Military bases, state-run hospitals, and other outdated facilities are being reimagined for new or renewed purposes in every state. Cooperative management agreements across agencies and sectors are helping to pool resources toward common goals. Innovative financial partnerships are helping strengthen the resilience of these institutions. Success on the SDC property could inform future closures with a shared vision to integrate community values, sustainability, and economic viability to achieve a higher purpose.

A closure process that excludes the possibility of concurrently planning for SDC's future



eliminates many creative solutions to transform the site rather than reinvent it from scratch only after the closure is complete. This path for the SDC transformation also presents a new, unexplored model for continued care at SDC: rather than disperse the most vulnerable individuals into communities lacking in quality staff and resources, invite the community onto the property and build support and balance around some structures and services that already exist. What happens next at SDC could serve as a national model for other institutions facing the same uncertain future.

Rather than fracture along divided interests, the Sonoma Valley community has come together in strong support of a shared vision for SDC. High levels of public engagement, local leadership, and philanthropic support behind the community's planning efforts are perhaps the site's biggest strengths. All of the necessary ingredients are present to seize a historic opportunity, including political will, community engagement, thoughtful leadership, and generous supporters.

Beginning in 2012, a diverse local partnership comprised of the County of Sonoma, the Parent Hospital Association, the Sonoma Land Trust, the Sonoma Ecology Center, and other community

groups gathered to organize and discuss their concerns over the future of SDC. This partnership became known as the SDC Coalition and met regularly to discuss the future of the site.

The SDC Coalition's comprehensive and inclusive planning process has engaged hundreds of local residents with a focus on preserving the unique health care services, economic vitality, and natural resources provided by the site. The unexpected swift pace of the state's closure timeline is forcing critical decisions around this process. Rather than jeopardize a community-supported vision, the SDC Coalition seeks active collaboration with the California Department of Developmental Services (DDS), California State Legislature, Department of General Services (DGS), and other relevant state agencies to thoughtfully plan for the future in order to realize the full potential at SDC.

## Study Purpose

The SDC Coalition aims to bring local capacity to the complicated undertaking of both closing the developmental center as a solely state-operated institution and redeveloping the site, and has hired a variety of experts and consultants.

The purpose of this site transformation study is to examine existing partnership models that provide key insights for a transformation effort on the SDC property. These models include frameworks to support a collaborative transformation process, as well as strategies to ensure that future site uses are financially self-sustaining while remaining true to core community values.

Although there are many innovative models for site reuse to choose from, public input has helped provide an initial focus for this study. A community workshop in May of 2015 resulted in strong guiding principles for the desired transformation of SDC, including the following vision statement:

*Create a public-private partnership driven by community ideas and values that showcases the site's history, maintains critical services for the developmentally disabled, provides opportunities for creative reuse of SDC's assets, and preserves the natural resources and open space of the site.*

Stakeholders have also stressed the importance of creating a financially and environmentally sustainable site that remains in harmony with the surrounding community. A compelling vision for SDC that embraces these principles is well within reach.

The recommended scenarios described in this report are intended to create a common language for discussing models for SDC's future, envisioning a planning process, and navigating a path forward. This study describes potential structures to support the SDC vision with sound governance and the ability to develop a plan for financial sustainability. Due to the time constraints of the closure process, this initial study is preliminary. Additional research on potential models and approaches will be necessary once Sonoma community stakeholders, DDS, the California State Legislature, DGS, and other relevant state agencies provide feedback on this preliminary study.

Potrero Group is a business-planning firm with deep expertise in public-private partnerships. Our team has extensive experience working with organizations like the National Park Service and the National Park Foundation, complex partnerships on public lands such as The Presidio Trust (San Francisco) and CityArchRiver (St. Louis), and unique mission-driven startups like Marin Clean Energy and The Institute at the Golden Gate. We bring an externally focused approach to new endeavors in the public sector through market research, and the use of business planning tools that tie mission-driven strategies to financial sustainability.





# Methodology

## Site Transformation Study

Two approaches were taken to conduct this study:

1. **PROCESS ANALYSIS.** Insights and trends compiled from 21 diverse transformation models to help inform partnerships, process, and end-use vision at the SDC site. These models are summarized by partnership type.
2. **TRANSFORMATION CASE STUDIES.** Narratives describing 10 site-transformation models that utilized multi-governmental or public-private partnerships.

Potrero Group was invited to review and analyze transformation stories of comparable sites and to identify key principles and lessons learned that could inform the process at SDC. The models examined represent themes identified by the community, including centers for sustainability, health and human services, historic preservation, and higher education. Review and analysis of these models provide a sense of the time, resources, and leadership structures required for such an undertaking. Additionally, these stories illuminate the incredible potential of such processes.

Many of the models studied created public-private partnerships to realize their unique visions. Others utilized university transfers, private developments, and other multi-governmental partnerships as tools for change. In most

cases, selecting the right partnership model was informed by a clear vision for reuse and the opportunistic application of available resources. In some cases, programmatic end-uses of the property were not entirely known when partners began their planning process. However, it was often the case that a diverse set of stakeholders used guiding principles to develop management plans that brought forth a more concrete vision, thereby meeting diverse interests and goals to create broad community benefit.

## Stakeholder Engagement

This study was informed by input and collaboration with the SDC Coalition and community stakeholders. Potrero Group attended meetings



with the Coalition, the County of Sonoma, and DDS, in addition to holding separate interviews with local stakeholders to elicit specific opportunities and barriers to meeting the community's articulated goals. A complete list of contributors and interviews can be found in Appendix A. This study is also informed by guiding principles that were generated in May of 2015 by over 200 Sonoma Valley residents and members of the SDC Coalition during a workshop led by the Center for Collaborative Policy (Appendix B).

## Report Contents

This report is presented in four sections. Each section builds a case for the next in an effort to simplify the complexities surrounding the site's closure and potential transformation.

1. **SERVE THE PEOPLE, PROTECT THE LAND, CREATE A VISIONARY INSTITUTION**  
This section provides the context for the partnership model desired at SDC, describing the site values that the community seeks to preserve in the transformation effort.

2. **MODELS FOR A TRANSFORMED SDC**  
This section illuminates key lessons from other transformations around the country, providing concrete frameworks to help reimagine SDC.
3. **PATHWAYS TO TRANSFORM SDC**  
Potrero Group describes three scenarios for transforming SDC that provide distinct pathways for land transfer, site programming, and redevelopment.
4. **RECOMMENDATIONS**  
Potrero Group recommends a path forward for decision-making at SDC, including suggested next steps to initiate a public-private partnership model.

The findings of this site management study are preliminary. A deeper analysis of financial models that support the transformation vision will be an appropriate next step once a clearer sense of the site's ultimate use and governing structure is established.



# Serve the People, Protect the Land, Create a Visionary Institution

## Core Pillars of the Transformation at SDC

SDC is located within the Sonoma Valley, immediately south of the historic town of Glen Ellen. The property comprises approximately 900 acres, which includes the main developmental center campus of nearly 200 acres and over 700 acres of open space. For more than a century, SDC has provided services to the community and the region. While its primary mission is the care of the developmentally disabled, the campus provides many other benefits, including employment, recreation, environmental services, and cultural and historic value.

The community's vision for future activities on the SDC's campus rests on three core pillars:

- Preserve SDC's open space, valuable natural resources, and scenic values to support the wildlife corridor habitat and provide enjoyment for future generations.
- Maintain critical health care and residential services for special needs patients in order to sustain the greater autonomy and safety of this vulnerable community as well as provide a statewide hub for specialized services.
- Promote site uses that diversify and enhance the valley's economy and establish a model

for self-sufficiency; these uses would aim to preserve the distinctive rural character of the valley as well as the historical and architectural integrity of SDC.

These principles have made SDC unique for over 100 years and continue to be of high value to the people who live in the Sonoma Valley. Before examining other complementary uses at the site, it is important to understand the core pillars of the community's vision and why they must be carefully considered in planning for SDC's future.

### **CORE PILLAR:** Preserve SDC's Open Space

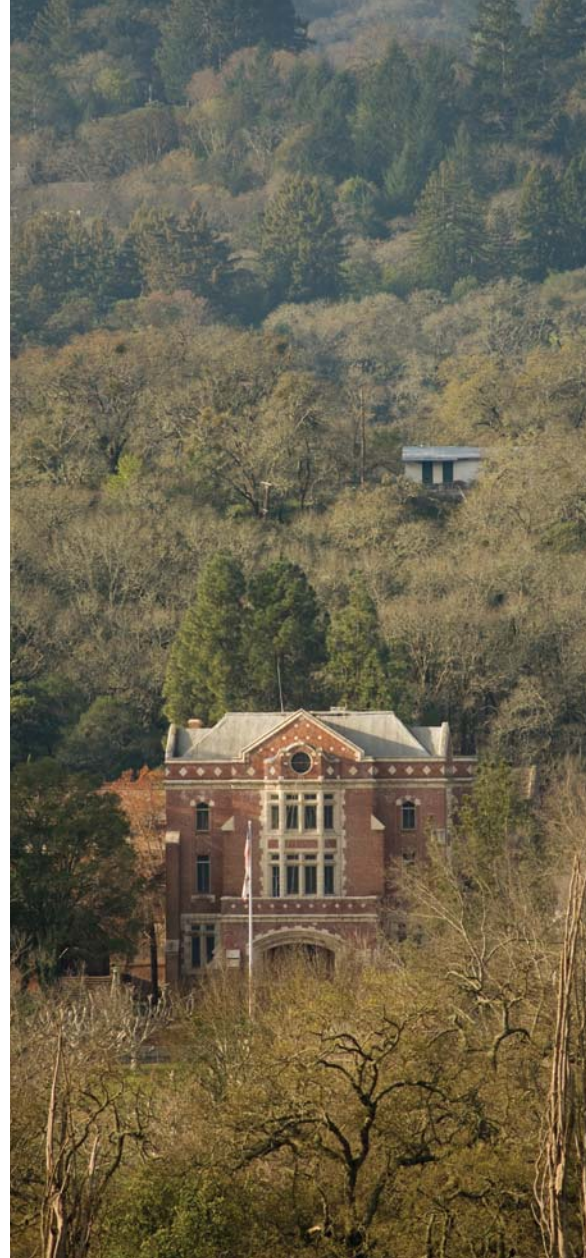
With its span from mountain slope to floodplain, diversity of habitats, and key location as a wildlife corridor, the SDC property is central to sustaining the ecological integrity of Sonoma Valley and the greater North Bay. In addition to its importance for native plant and wildlife species, the property provides stunning views, accessible recreational opportunities, groundwater recharge, moderation of local climate change effects, and a beautiful and enriching setting for local residents. It is critical that any transition of the SDC property provides safeguards for this important land, ensuring the protection of the area's wildlife passage, habitat connectivity, and biological diversity.

## CRITICAL WILDLIFE CORRIDOR AND BIOLOGICAL DIVERSITY

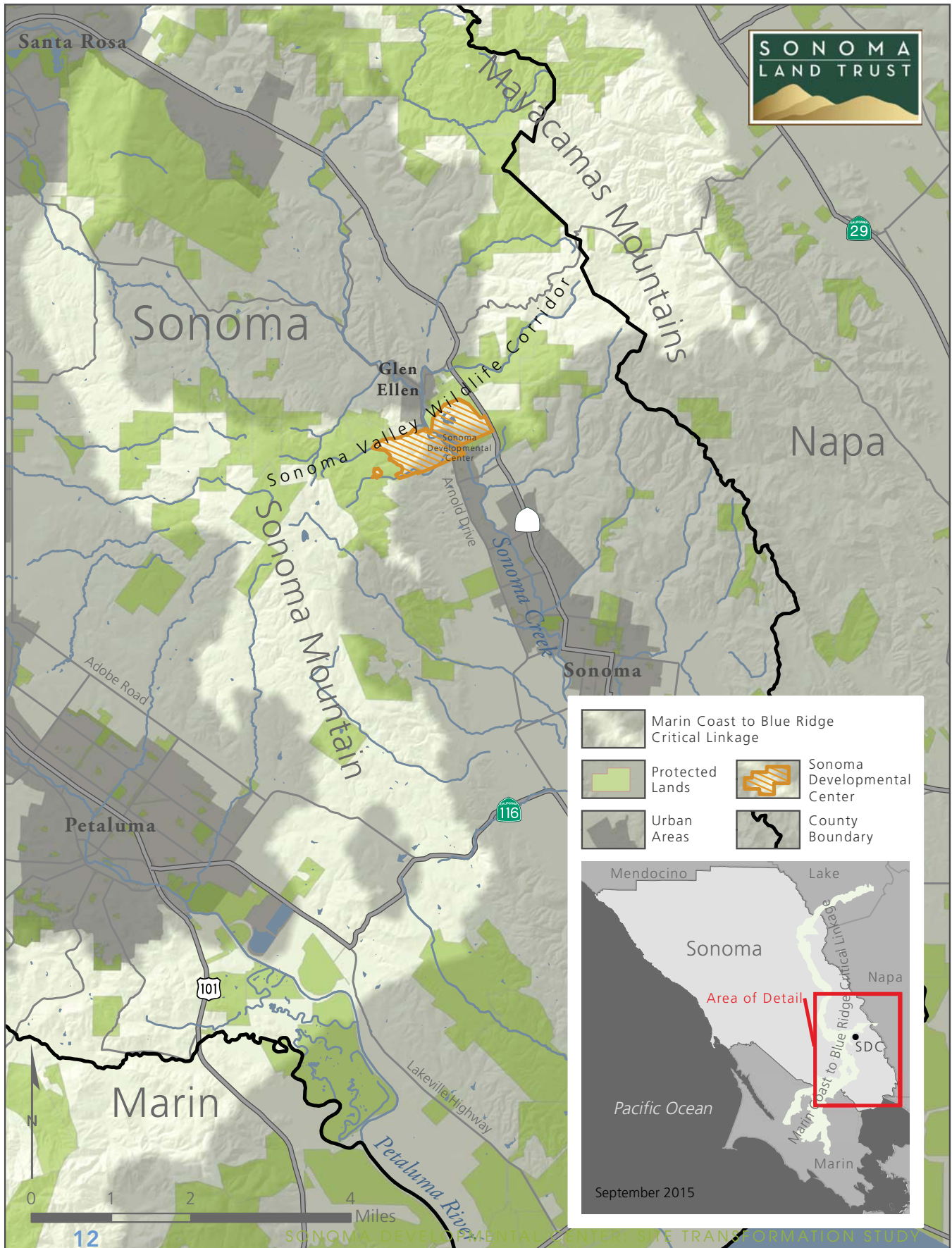
Sonoma County is recognized as one of the most biologically diverse regions in California and the entire United States, and SDC supports a cross-section of this diversity. The undeveloped portions of SDC—about 700 acres—include forests, woodlands, and grasslands rich in native species, wetlands, and lakes, as well as a rich riparian corridor. Plant communities present on SDC support an abundance and diversity of animals, all with a complex suite of life history requirements, including nearly 130 documented bird species as well as threatened and endangered wildlife species. The property itself is large and diverse enough to sustain a wide variety and abundance of wildlife through part or all of its life cycle.

On a larger, regional scale, SDC is positioned in a critical linkage corridor for wildlife. The Sonoma Valley Wildlife Corridor (Corridor) running through SDC encompasses approximately 10,000 acres, and stretches from the top of Sonoma Mountain across Sonoma Creek and the valley floor to the Mayacamas Mountains to the east. The Corridor is part of a much larger network of linkages connecting habitats in Marin County to those in the Blue Ridge Mountains/Lake Berryessa area in eastern Napa County. The SDC property includes a critical, three-quarter-mile-wide, five-mile-long pinch point that serves as one of the only habitat passages across the Sonoma Valley. This corridor is a vital connection for wildlife movement within the Bay Area and ensures the region is connected to large undeveloped landscape blocks to the north and south. The Bay Area Open Space Council's 2011 Conservation Lands Network effort and the *Critical Linkages: The Bay Area and Beyond* report recognized the Sonoma Valley Wildlife Corridor as a high priority for conservation.

The SDC property sits adjacent to a number of major private and public lands that add to its value as a connective passage for wildlife. The Sonoma County Agricultural Preservation and Open Space District maintains conservation easements on a number of proximal, privately owned properties that are protected for their



# SDC CRITICAL LINKAGE: MARIN COAST TO MAYACAMAS MOUNTAINS



Data: Critical Linkage, Conservation Lands Network 2015; Terrain, USGS 10M DEM shaded relief; Roads & County, TIGER US Census 2010; Hydrography, NHD 2014; Urban Service Areas, Sonoma County General Plan 2008.

viewsheds, wildlife corridors, and other conservation values. SDC is also adjacent to public and private lands such as the nearly 1,500-acre Jack London State Historic Park, the 162-acre Sonoma Valley Regional Park, the 820-acre North Sonoma Mountain Regional Park and Open Space Preserve, the 535-acre Bouverie Preserve, and various properties owned or protected through conservation easements by the Sonoma Land Trust.

### **GROUNDWATER RECHARGE**

Permeable soils are essential for capturing precipitation and storing it as groundwater. With over 700 acres of relatively undeveloped land, much of it on gentle slopes, SDC provides an expansive groundwater recharge area. Slowly released into streams long after the rainy season ends, groundwater is critical for maintaining sufficient summer flows in Sonoma Creek and its tributaries to support steelhead, riparian habitat, and a host of wildlife that depend on cool, clean, abundant summer water. Groundwater also supplies half of the commercial and residential water demand in Sonoma Valley. The

Sonoma County Water Agency's Technical Memorandum "Review of Water Resources for Sonoma Developmental Center" recommends that "care should be taken to limit the potential for any additional groundwater development to impact spring and stream flows at the SDC property" (Sonoma Developmental Center Draft Resource Assessment, April 2015, p. 18). In addition, the Basin Advisory Panel, which was formed by the Sonoma County Water Agency, the Valley of the Moon Water District, and City of Sonoma, highlights the need to be aware and protective of areas for groundwater recharge.

### **CLIMATE MITIGATION AND ADAPTATION**

North Bay Climate Adaptation Initiative estimates that Sonoma, Marin, and Napa counties "should anticipate summer temperatures increasing by approximately 6° to 8°F, on average, in our region by approximately the end of the century...with a likelihood of an increase in the frequency and intensity of extreme events such as droughts and floods." These projected changes could result in a wide assortment of



deleterious effects including more need for groundwater and surface water with either smaller total precipitation or extreme, short duration storm events with more runoff and less rainwater infiltration, increased fire risk, changes in pests and disease vectors due to reduced frost frequency, etc. In its current state as relatively unfragmented open space, SDC has tremendous capacity to contribute to the region’s resilience to these projected changes.

Connected habitat areas allow species to subtly adjust their behaviors to more effectively adapt to changing climate conditions. SDC’s critical chokepoint location within the Sonoma Valley Wildlife Corridor and its habitat diversity combine to offer significant potential toward resilience in the face of projected climate changes and associated consequences. Because of its topographically diverse habitats and its connection to more coastal climates, a recent analysis conducted by University of California, Berkeley found that the SDC corridor is more likely to provide cooler areas, slower rates of change, and greater climatic diversity compared to other, similarly sized habitat linkages in the North

Bay (Gray & Merenlender, Draft 2015). In recent decades, the corridor has played a role in cooling temperatures over the summer months. Based on projections of conditions for the years 2070 to 2099, it is estimated that the corridor will provide access to cooler coastal areas and a relative reduction in the velocity of climate change in the future.

**CORE PILLAR:**  
 Transform Health & Human Services

SDC currently serves approximately 390 people with developmental and intellectual disabilities. SDC has a history of meeting the needs of this population by providing an extensive array of services that promote ongoing health, learning, self-advocacy, and increased independence. Currently, SDC provides full residential, acute, nursing, and wrap-around care, including specialized dental services and mobility equipment manufacturing. Three levels of licensing and care are provided at SDC: an Intermediate Care

**HEALTH & HUMAN SERVICES: TRANSFORMATION CONTEXT**

CURRENT RESIDENTS OF SDC	TRANSFORMED VISION
<p>396 residents, some of whom have been unsuccessful in community settings</p> <p>Approximately 50% of residents are considered medically fragile, while 50% are behavioral clients</p> <p>72% have profound intellectual disabilities</p> <p>29% are over 62 years old</p> <p>99% have medical conditions requiring regular care</p>	<p>Safety net services serving intellectually and developmentally disabled and other vulnerable populations</p> <p>Increased blend of community uses on the property</p> <p>Diverse tenants also could include nonprofits, public services, satellite university campus, staff housing</p> <p>Portion of campus retained for state-wide or Northern California hub providing specialized health services unavailable in the community</p>

Facility, a Nursing Facility, and a General Acute Care Hospital. Innovative programs (social, recreational, educational, and vocational) are ongoing.

Broadly, the aim of these closures is to comply with both California’s Lanterman Act and with CMS regulatory standards for health care cost reimbursement. Both legal systems require California to transition individuals from institutional settings to home- and community-based settings (Affordable Care Act, Sections 1915(c), 1915(i), and 1915(k)). The SDC Coalition stands strongly behind the civil rights values underpinning these mandates. While the most straightforward solution may be to displace and disperse residents, staff, and services beyond the boundaries of the current developmental center and into other communities throughout northern California, the Coalition believes there may be another path that has not been explored.

Stewards of this property and of the residents at SDC are faced with an opportunity to adapt existing assets into safety net services that can serve those current residents who will have enduring needs as well as those in the County who could benefit from a more open door to these facilities. Sonoma County Health and Human Services has been looking to new models of care that could blend existing expertise with County priorities as a part of the SDC site’s transformed suite of offerings. These models are described in Appendix E.

It is understood that a housing community intended to serve developmentally disabled residents on the footprint of the SDC campus must meet federal standards for home- and community-based care. Therefore, a vibrant, self-sustaining vision for complementary use is necessary to transform the SDC campus from a closed, disconnected institution to a place that is integrated with the surrounding community and well utilized by a diverse audience.

Envisioning transformed site uses in parallel with the developmental center closure could provide for creative reuse of existing assets that meets the common needs of the Regional Centers, Sonoma County, and underserved residents of Northern California. The SDC Coalition envisions that the artificial boundaries of the current developmental center footprint could be dissolved. The campus could be reimagined as a space with diverse uses by universities, non-profits, and other services. Allowing for the possibility of more community integration on the current SDC campus footprint could allow for at least some facilities for the most vulnerable to continue at the site. The SDC Coalition seeks a collaborative process throughout the closure in order to meet this opportunity.

#### **CORE PILLAR:**

### Create a Visionary Institution

A key feature of the most inspiring transformation cases is that they build on a unique sense of place. Models that create a sense of awe in those that visit them—places like the Presidio, Lowell National Historical Park, or even the High Line in New York City—could not be replicated anywhere else. The vision for these sites brings together the particular cultural and historical heritage of its place with its community’s aspirational values—be they conservation, innovation, or a celebration of the arts—to create world-class institutions that are greater than the sum of their parts.

SDC contains significant cultural, historical, and natural resources. Further, Sonoma County has long been known for innovation in sustainability, contributing to the region’s status as a leader in agriculture and natural resources. A redevelopment plan that recognizes the value of



preserving and highlighting these unique assets could fuel a once-in-a-lifetime opportunity to reimagine SDC. Such a vision would create a state or national model for transforming other state-run institutions for care, including approaches toward the management of vulnerable patients during transition, the delivery of health care after site closure, and how communities tell the many stories of the generations of people who have contributed to the vibrancy of the SDC community. Like the Presidio and other models described in this study, a compelling vision could also establish a nationally recognized site that embraces California's highest values of innovation and sustainability while simultaneously becoming financially self-sufficient.

The Sonoma Valley community and the SDC Coalition wish to promote future site uses that diversify and enhance the valley's economy as well as establish a model for self-sufficiency. One

key value of bringing new partnerships to the SDC site is to relieve the state's singular burden in maintaining a large, aging campus. Clearly, it is necessary that whatever is created on the SDC site is financially viable. As a property of the state, any investments in SDC must be considered carefully and any reuse strategy must be realistic.

At the same time, there is a strong desire to maintain the distinctive rural character of the valley and preserve the historical and architectural integrity of SDC. The models studied for this report have addressed similar tension in a variety of ways. Retaining a coalition of community advisors that can review and vet future programs on the site will be critical to maintain community support throughout the project and ensure a smooth redevelopment process. By the time a Master Plan for the property is presented to community stakeholders, it should contain few, if any, surprises.



# Models for a Transformed SDC

Potrero Group assessed 21 relatively recent redevelopments of large state and federal institutions in order to present key considerations that must be taken into account for a transformation of SDC's magnitude. A summary of these findings is included in Appendix C. Potrero Group also conducted a deeper analysis of 10 cases and two shorter highlights utilizing secondary research as well as interviews, where possible. Case narratives of the following sites are attached in Appendix D:

- Richardson Olmsted Complex
- Lowry Air Force Base
- The Presidio Trust and the Golden Gate National Recreation Area
- Hamilton Airfield
- The Water Campus
- The Science and Resilience Institute at Jamaica Bay
- California State University, Channel Islands
- Anschutz Medical Campus & Fitzsimons Life Science District
- University of Arizona Medical Center
- Fort Vancouver
- Highlight: Kalaupapa National Historical Park
- Highlight: Pennsylvania Avenue Development Corporation

Some of the case studies presented in Potrero Group's analysis occurred in urban areas or were more densely developed than might be desired by the surrounding community. These cases have been included because lessons can be drawn from some aspects of these models, such as a creative cooperating agreement, an informative hurdle or impediment, or a similar political context.

## Key Findings

In our examination of redevelopment models, it is impossible to determine an exact formula for what makes a site transformation "successful." The lessons below highlight some of the commonalities that the most successful site transformations share.

### **THE PLANNING PROCESS ENGAGES THE COMMUNITY AND INCLUDES CRITICAL STAKEHOLDERS**

All of the successful site transformations that were examined for this study engaged in planning processes that were inclusive, collaborative, and comprehensive. Of course, comprehensive, collaborative planning takes significant time, money, and political investment. These planning processes proved to be quite challenging, but in the long run the results were extraordinary. A commitment to this process must be intentional.

- EXEMPLAR: The Richardson Corporation, the guiding nonprofit behind the redevelopment of the Richardson Olmsted Complex, was able to anticipate challenges and barriers before they happened by vetting elements of its Master Plan with their Community Advisory Council piece by piece. With this input, the organization also led a comprehensive community hearing and workshop process to share aspects of the plan with the community as it was developed. Once the corporation reached the implementation phase, many common hurdles related to zoning and permitting were easily cleared. City government knew that the plans had been thoroughly vetted and were embraced by the community.

### THE PROCESS INCLUDES SIGNIFICANT HIGH-LEVEL STATE, CORPORATE, AND/OR NATIONAL LEADERSHIP

In addition to community planning organizations or boards, adding individuals of state-level

or national stature can ensure that the site can reach its maximum potential and transcend some of the limitations associated with local and regional politics.

- EXEMPLAR: The transformation of the Presidio included a volunteer body called the Presidio Council that was comprised of leading national business leaders, environmental leaders, and heads of cultural institutions (e.g., Don Fisher, the CEO of the Gap, Inc.; Maya Lin, Designer of the Vietnam War Memorial; Roy Eisenhardt, then Director of the California Academy of Sciences; John Sawhill, the CEO of the Nature Conservancy; Ira Heyman, Chancellor, University of California, Berkeley). By bringing together a body of national leaders, the Presidio was able to effectively maintain the Presidio's site as a national model rather than become enmeshed in local and regional politics. Further, the group was able to bring significant philanthropic and pro-bono resources that proved essential to the transformation.



## FINANCIAL SELF-SUFFICIENCY IS AT THE CORE OF PLANNING

Planning processes are often at risk of becoming a “wish list” of community desires and hopes for a site, which ultimately results in a halted process or a default to the status quo because these hopes fail to cohere into a feasible vision. Some of the most successful transformations undertook detailed economic analyses early in the process, including rigorous market analysis of potential revenue streams that can support site operations, staff, and programs. These models balanced the hopes and desires for the site with a solid focus on ensuring that financial sustainability was an integral part of the planning process. Realistic cost projections help to set reasonable expectations for the site and ensure the stability of tenants and anchor institutions.

- EXEMPLAR: The Lowry transformation leadership undertook detailed scenario planning to ensure that the project provided remarkable financial benefits to the community. They worked closely with the Air Force to carefully release property so as to not oversaturate the housing market. As a result of this level of careful planning, the site has generated billions in economic opportunity to the region, greatly mitigating the financial impacts of the base closure.

## A POWERFUL VISION ATTRACTS FINANCIAL AND VOLUNTEER RESOURCES

A powerful, coherent vision can help elevate the goals of the project above niche interests. Funders, progressive developers, and community volunteers are often attracted to sites that have a compelling vision. This compelling vision can help bring significant resources to the project and help it avoid potentially divisive local politics. Sites of significant acreage without a

central, coherent vision are often parceled off to various, unrelated users. At best, this new development misses an opportunity to create something that is greater than the sum of its parts. At worst, a divided strategy can result in lengthy negotiations over boundaries and resources, slowing or sometimes halting a project entirely.

- EXEMPLAR: The Rockefeller Foundation seeded the vision at Jamaica Bay with \$2 million toward park planning and the development of the Science and Resilience Institute (SRI@JB) concept. This was the Foundation’s first investment in a brick and mortar institution, but aligned with its efforts to convene scientists and planners around climate resilience. The vision for collaborative and applied science at the site is so compelling that the Foundation expects SRI@JB to serve as a model for resilience research in other coastal regions around the world.

## ALTERNATIVE GOVERNANCE STRUCTURES ENABLE THE SITE TO TRANSCEND LIMITATIONS OF TRADITIONAL DEVELOPMENT AND/OR GOVERNMENT OWNERSHIP

Trusts, government-owned corporations, public-private partnerships, and hybrid structures provide remarkable flexibility that is not usually available if the project utilizes traditional business and governmental structures. Some of the most successful models carefully examined the legal authorities and relationships that were needed to create desired impacts and utilized effective governance structures to foster these goals.

- EXEMPLAR: The Baton Rouge Area Community Foundation is the developer of the state and municipal properties that comprise The Water Campus. The Foundation utilizes its own real estate management entity,

the Commercial Properties Realty Trust. The Trust and the Foundation had already successfully redeveloped historic downtown Baton Rouge projects such as the Shaw Center for the Arts, as well as the renovation of the Hilton Baton Rouge Capitol Center from an abandoned hotel. This partnership was able to draw on the Foundation's prior expertise, and also to sidestep the complicated contracting processes of working directly with both the State of Louisiana and the City of Baton Rouge. The Baton Rouge Area Community Foundation is also able to hold a vision for The Water Campus that is bigger than any single future tenant.

- PRIVATE REDEVELOPMENT. Complete redevelopment of the site led by a private developer, usually designed for mixed residential and light commercial uses.
- TRUST OR WHOLLY OWNED GOVERNMENT CORPORATION. Formation of a new, stand-alone trust or quasi-governmental institution to manage, transform, and redevelop the site.
- DIRECT UNIVERSITY TRANSFER. A direct transfer of assets to a university that either assumes some services with adaptations for research and training purposes or completely repurposes the property for a different use.
- MULTI-GOVERNMENTAL PARTNERSHIP. Often employed to renovate and preserve natural, cultural, and historic assets, leveraging pooled resources between city, state, and/or federal agencies to achieve common goals and renew public interest.

Each of these is discussed in more detail below. Summaries of each existing model are included in Appendix C.

## Governance & Land Transfer

In examining transformation sites from around the nation, a number of successful ownership/development frameworks emerged that could prove useful for the transformation of the SDC site:



## PRIVATE REDEVELOPMENT

These models are the most common in military site redevelopment agencies. In these models, parcels are sold off to developers. As in most any development, the process is subject to extensive public input, ensuring that key community concerns are addressed.

### PROS

- Well-established model that is well understood by many developers, state and federal institutions, and community development organizations.
- Relatively easy access to capital and financing for transformation.
- Local and regional planning processes ensure that key community concerns are addressed.

### CONS

- May lose the ability to establish a powerful model for others to follow.
- May not allow for robust philanthropic involvement.
- Site may not reach full potential because of dispersed ownership or haphazard development processes.

### EXISTING MODELS

- Hamilton Airfield
- Lowry Air Force Base
- South Weymouth Air Station
- Alameda Naval Air Station

## TRUST OR WHOLLY OWNED GOVERNMENT CORPORATION

A private trust or corporation enters into a partnership to manage the property on behalf of the state. This category describes some of the more innovative governance models in the field. The model is characterized by a dual mission: to achieve social benefits and to generate self-sustaining revenue. These sites take adaptive approaches to achieve a novel vision that is rooted in local legacy, character, and location-specific opportunities.

### PROS

- These partnerships easily attract community partners that can vet pieces of the vision as it is being developed, which is a proven key to moving through legislative hurdles, master planning, and permitting processes.
- Mission-driven aspect of these partnerships can help attract significant philanthropic investment in both process planning and capital improvements.

### CONS

- Partnership negotiations and structural agreements are generally the most complex aspect (more so than permitting, zoning, or even fundraising).
- Visionary leaders and individuals with strong communication skills are needed to communicate the new model as it develops.
- It is worth noting that models like Richardson Olmsted, The Water Campus, and the Science and Resilience Institute at Jamaica Bay were each able to leverage state university redevelopment funds and challenge grants—even though Richardson

Olmsted, for instance, has no direct higher education purpose.

## EXISTING MODELS

- Richardson Olmsted Complex
- The Water Campus
- Science and Resilience Institute at Jamaica Bay
- The Presidio Trust
- Lowell National Historical Park

## DIRECT UNIVERSITY TRANSFER

A direct transfer from DDS to a California institution of higher education would be among the most straightforward pathways to transform SDC. This option is likely to be opportunistic, based on the current needs of an interested university.

## PROS

- There are few examples where a university takes over only a part or creates a satellite campus, because usually the university is looking to acquire a large footprint.
- Very straightforward process of a state-to-state-agency transfer. The university brings its own funding for expansion to the transformation.
- Could bring specialized expertise to developmental services. For example, University of California, San Francisco played a big role in the Achievable Clinic in Santa Clarita and could play a pivotal role to transform SDC services.

## CONS

- It is often an opportunistic situation: an education institution must be looking to expand and have access to funding to accomplish the expansion.
- A transformed SDC may need to be more integrated with other, diverse uses if the intention is to continue to receive federal reimbursement for serving intellectually and developmentally disabled persons. There is risk that this model could threaten federal funding if services seem too similar to current institutional offerings.

## EXISTING MODELS: TRANSFORMED SERVICES

- University of Colorado Anschutz Medical Campus & Fitzsimons Life Science District
- University of Arizona Medical Center, South Campus

## EXISTING MODELS: NEW USE

- California State University, Channel Islands
- Cal Poly Pomona, Campus South (Lanternman Center)
- James Madison University, Rockingham Memorial Hospital
- University of Alabama, Bryce Hospital
- Finlandia University, Jutila Center

## TRADITIONAL MULTI-GOVERNMENTAL PARTNERSHIPS

These partnerships between city, state, and/or federal landowners are often tied to a city revitalization or redevelopment effort. They are often formed to protect an existing natural, cultural, or historic resource rather than deeply transform a site, though some of these partnerships look to developing new revenue-generating operations through a concession and/or profit sharing. A foundation or nonprofit organization is usually created to generate philanthropic support at the site for capital improvements as well as programs. However, in a multi-governmental driven partnership, this supporting nonprofit generally does not steer the Master Plan. In the case of SDC, such a nonprofit partner would exist solely to support the operations of the landholders.

### PROS

- Less need for master planning, but should involve business planning methods to ensure the site is financially sustainable.
- A nonprofit partner can bring philanthropic support to the endeavor without taking responsibility for developing dramatically new or different site uses. The existing collaboration between California State Parks and Valley of the Moon Natural History Association at SDC's neighboring property, Jack London State Historic Park, is representative of this type of partnership.

### CONS

- Likely to generate a less visionary complementary use at SDC; more likely to be rooted in traditional uses.
- Partnership may be limited in its capacity to support health programs on site, but could attract public users, outdoor education users, and others.
- In some cases, turf wars can erupt. For example, arguments over smaller parcels at the Walter Reed Military Medical Campus illustrate what could happen at SDC if some central body does not come together to steer the vision at the site.

### EXISTING MODELS: TRANSFORMED SERVICES

- Walter Reed Military Medical Center
- Kalaupapa National Historical Park

### EXISTING MODELS: HISTORIC PRESERVATION

- Fort Vancouver National Site
- Snug Harbor Cultural Center
- Fort Ward Park





# Pathways to Transform SDC

## Scenarios for Site Governance of the SDC Transformation

The following scenarios describe the three most feasible paths forward for the SDC transformation. Each provides a distinct pathway for land transfer, site governance, and redevelopment. Input from stakeholders and focus on a preferred scenario will lay the foundation for a more comprehensive feasibility study in the future.

Key findings from the site analysis should guide a site transformation regardless of which scenario is pursued. The transformed vision will need to draw on community- and state-level leadership for input, place financial stability at the core of planning, create a powerful vision to attract support, and apply partnership structures creatively in order to succeed.

Diverse, complementary uses at the site could be accommodated by any of the following scenarios. A new anchor institution could be the primary tenant or could serve as a hub to attract other like-minded organizations to the site to work in a collaborative, innovative campus atmosphere. Successful projects carefully chose a governance structure that could enable the conversion's success rather than allowing disparate potential uses to guide decision-making.

## SCENARIO 1: University Acquisition

A direct transfer of the SDC campus to a California public institution of higher education is among the least complicated options for transforming SDC. The existing governing structure of the acquiring institution will assume responsibility for the transformation, utilizing budgeted funds for expansion to adapt the campus.

In this scenario, future programming on site will be driven by institutional needs, with somewhat less input from community organizations and interests than other models. Site uses and tenants could be less diverse than under other scenarios. However, the existing footprint of the site lends itself well to a campus model. Many other developmental centers and state hospitals have changed hands directly to state colleges and universities for this reason.

A university partnership could be a promising path to maintain the property as a campus centered on health care. This scenario could provide a novel approach for adapting existing developmental services (such as a crisis center or health resource center) into a combined research or training facility. New partnerships with the University of California, San Francisco Department of Developmental Medicine—a key advisor to the Achievable Clinic model—could be explored. Past partnerships could be

resuscitated with new focus, such as the Sonoma State Nursing Program, which used to have a satellite campus on SDC property.

This pathway is constrained by the fact that university acquisitions are often opportunistic, driven by the university's current plans for expansion and departmental needs. If this scenario is chosen as the preferred model for transforming SDC, conversations with the University of California system, the California State University system, and the Santa Rosa Junior College should be initiated immediately at the administrative level to discuss the opportunity.

## SCENARIO 2: Trust or Wholly Owned Government Corporation

Private trusts, which the government can own and control, are able to transcend business-as-usual approaches to redevelopment to achieve

a model that minimizes the site's fiscal liability while maximizing community benefit. Public-private partnerships often create a balanced site-wide vision that is rooted in local legacy, character, and location-specific opportunities. As noted in our analysis, partnership negotiations and structural agreements are generally the most complex aspect of this scenario. Visionary leaders are needed to guide and champion the new model as it develops.

The primary consideration for a new public-private trust should include a strong business plan for financial self-sufficiency. Many of these models offer market rate leasing in nearby buildings on the campus to help cover operational costs, or partner with a complementary revenue-generating operation. Philanthropic capital may be required in order to create cutting-edge facilities for new institutions similar to those at the Water Campus in Baton Rouge or the Science and Resilience Institute at Jamaica Bay, if such a tenant is desired. A governance structure that can balance the aspirations of new institutions with financial sustainability across the site as a whole will be key to the site's overall success.



There are numerous possible models for how the public-private partnerships could be structured. The Presidio Trust is among the most successful of the models we examined. In the Trust model, the government created a wholly owned corporation that retains ownership of the land and facilities. Over a 15-year timeframe, the site has become financially self-sufficient while maintaining core activities that are important to the community and the government. Of course, the model is not without its detractors, but few models exist that successfully balance a remarkable transformation with a strong mission while simultaneously reaching self-sufficiency.

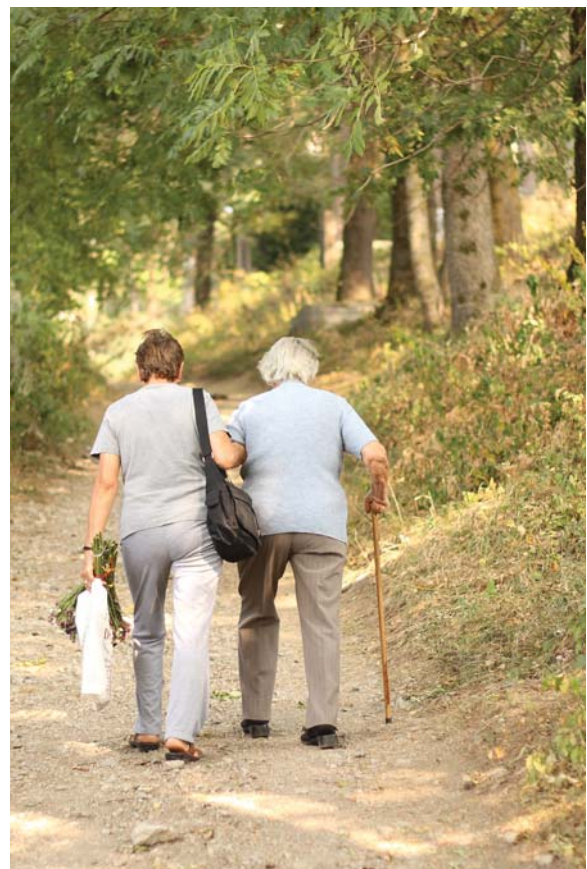
The Presidio governance model could be applied to the SDC. The state could retain ownership over the facilities, but cede operational and financial oversight to a board appointed by the Governor or other key officials. One significant advantage to this model is that the agency could be permitted to have certain contracting, borrowing, leasing, and/or employment arrangements that are not typical of a traditional state governmental agency.

The Richardson Olmsted Complex redevelopment represents an example of a temporary public-private partnership, where the land was ultimately transferred from the State of New York to a private nonprofit. The original board of the Richardson Corporation was appointed by then Governor George Pataki. The Richardson Corporation designed a boutique hotel and conference center model to be operated by a concessioner. A second, complementary state-owned board created an architectural center that shares the property, celebrating themes rooted in the site's historic significance. Lease income and profit-sharing models from both the concession and the architectural center provide revenue to the Richardson Corporation. This year, the corporation took ownership of the land and no longer operates the site on behalf of the

state. However, the state-founded partnership allowed for a vision to be brought forth that balanced public benefit, historic preservation, and development opportunity.

### SCENARIO 3: Private Redevelopment with Multiple Compatible Uses

This is another common pathway for institutional site conversions, particularly military bases. Parcels are sold to various entities and developers that create diverse site uses. As in most any development, the process is subject to extensive public input, ensuring that key community concerns are addressed. After the development,



governance is divided among each of the various landholders. Lease revenue or profit-sharing models are unlikely to sustain innovative site uses—these will need their own model for financial self-sufficiency.

The Hamilton Airfield redevelopment is an exemplar of this model. There are many successes to count at Hamilton, including a significant investment in wetland restoration by the California Coastal Conservancy and the creation of new and affordable housing. However, aspects of the redevelopment plan have been slow to complete, in part because each aspect of the plan is subject to competing political interests and community desires. Without a central institution solely dedicated to guiding the transition, the site lacks the coherent unified transformation that a model like the Presidio has enabled.

For the Lowry transformation, the cities of Denver and Aurora took a different approach by establishing the Lowry Redevelopment Authority

(LRA)—a quasi-governmental, nonprofit entity. LRA has broad community governance and input mechanisms and wide flexibility to issue bonds and accomplish redevelopment work outside of traditional governmental constraints. Because the LRA has a single focus on redeveloping Lowry according to an approved plan, it has helped the site reach remarkable success.

If this scenario is pursued, it may be worth considering a temporary public-private partnership created solely for the purpose of the redevelopment and later disbanded. The Pennsylvania Avenue Development Corporation was established to develop and execute a plan for the area adjacent to Pennsylvania Avenue between the Capitol and the White House. By 1996 the redevelopment plan for Pennsylvania Avenue had been largely implemented, and Congress disbanded the corporation. Its rights, properties, and authorities were assigned by Congress to the General Services Administration, the National Park Service, and the National Capital Planning Commission.



# Recommendations

Given the diverse set of opportunities for reuse at the SDC site, as well as interest in a variety of programming options on the site's ample campus, Potrero Group recommends that stakeholders pursue Scenario 2, utilizing a trust of diverse leaders to govern the transformation through public-private partnership with the State of California. This partnership can support and coordinate a few key anchor institutions—incorporating elements from Scenarios 1 & 3 such as a satellite campus, health service institution, and other complementary uses—while steering transformation efforts in accordance with core values and a site-wide plan for financial sustainability.

## Create a New Trust to Transform SDC

Goals to serve the people as well as protect the land at SDC are complementary. However, a central body that can execute a vision for both of these elements is a missing component from the SDC effort. The community's vision for a transformed SDC contains some elements that require collaboration with DDS as well as others that are beyond this agency's scope. Therefore, a collaborative approach is needed to achieve successful transformation of the site. The stakeholders representing the SDC Coalition have succeeded at creating a community-driven process to inform the vision for SDC, but the Coalition is

still relatively informal, and no single organization has either the capacity or the mission-charge to meet all of the site's goals. A body dedicated to SDC's core pillars, with the authority to make decisions on the property in partnership with the State of California, is a natural next step.

A new trust could take steps to develop a Master Plan for SDC in partnership with the State of California. The plan should strive to include the following elements:

- Establish a plan to permanently protect approximately 700 acres of open space in partnership with California Department of Fish and Wildlife, California State Parks, Sonoma County Regional Parks, and other relevant agencies.
- In partnership with the DGS, conduct a detailed site and building inventory, including an evaluation of existing utilities and a historical resources assessment.
- Generate a financially self-sustaining plan to repurpose the unutilized footprint of the existing campus for complementary use(s) consistent with the community's guiding principles and preserve the site's natural resources and rural character.
- Generate a financially sound plan to implement the recommendations of the California

Health and Human Services Agency's Task Force for the Future of Developmental Centers (*Plan for the Future of Developmental Centers in California*, 2014), transforming or maintaining buildings containing key services such as the acute care facility, dental care, and mobility device production, in collaboration with the Regional Centers.

- Investigate a financially sound plan to develop a portion of the existing campus for community style homes and services for the developmentally disabled and staff.

Any complementary use(s) at the site will require business plan development in parallel with the SDC Master Plan. The transformation of medical and behavioral services as well as on-site housing will also require a separate, parallel process in collaboration with DDS and the Regional Centers. However, environmental review, building and utilities assessment, and other key elements of a Master Plan can begin while these are under development.

With confirmation of the preferred scenario and input on the desired complementary use(s) at the site, a more detailed feasibility study—including financial analysis and operational considerations—would be a next step to establishing the financial viability of the site's transformed use.

## Provide Transitional Leadership

For any of the described scenarios, Potrero Group recommends that a leadership board is formed to execute the transformation vision for SDC. This entity may transition to a governing board as the site matures, as in the case of the Presidio Council becoming the Presidio Trust. Because the property's potential transformed

use is of state-wide significance, Potrero Group recommends the inclusion of board members with state-wide and/or national reach and influence. Successful execution of this vision will require collaboration with the Governor's office and DDS's Regional Centers from around the state. It will likely involve significant philanthropic investment and political acumen. Founding board members with high-level expertise in development, architecture, historic preservation, business, nonprofits, health services, and philanthropy should be considered. With the right leadership, a visionary redevelopment of SDC could serve as a national model for institutional transformations. Lacking this leadership, the project will likely be seen as a local advocacy project in the eyes of key decision makers and would be unlikely to reach its highest potential.

Potrero Group recommends retaining a community council of local organizations, community groups, and interests that can provide review and input to the governing board and the Master Plan. This element proved critical to Richardson Olmsted, Presidio, Lowry, and many others to help anticipate potential hurdles. The community council will be critical to field test elements of the Master Plan, which will ensure smooth adoption of proposals and permitting by providing localized knowledge, insight, and support. A version of the current SDC Coalition is an appropriate group of local stakeholders to fulfill this key role.

The envisioned complementary use at the site will inform the ultimate governing framework for SDC. It will help determine whether an existing entity (such as a college, university, or community foundation) can govern the transformed campus as the central backbone organizer or whether a new entity should be formed, such as a non-profit community development corporation or trust. Ultimately, this board or guiding entity would execute an agreement with the State of

## SUGGESTED PRIORITIES

- 1 Establish a governing trust that guides a focused feasibility assessment of the site
- 2 Collaborate with DDS, DGS, State Legislature, and other relevant state agencies on the closure plan and transformation
- 3 Conduct a detailed inventory and site assessments
- 4 Develop a Master Plan for the SDC site as a whole
- 5 Create a cooperating agreement with the State of California to execute the Master Plan

California to develop the site in accordance with a Master Plan. The details of this agreement will be informed by the plan, including lease or land transference, supported by strong financial models and business planning.

### Immediate Next Steps

- Establish a plan to permanently protect the open space and natural resources on the site.
- Confirm a preferred scenario concept and site reuse vision.
- Establish a working board to govern the transformation effort.
- Conduct a feasibility study of the preferred model, including more detailed financial analysis, operational considerations, and site transformation details.
- Confirm anchor institutions for the site that are consistent with guiding principles.
- Pursue a cooperating agreement with the State of California to develop a Master Plan.



## APPENDIX A:

# Acknowledgments

### SDC COALITION

Susan Gorin, District 1, Sonoma County Board of Supervisors  
Sonoma Land Trust  
Parent Hospital Association  
Sonoma Ecology Center  
Sonoma County Agricultural Preservation & Open Space District  
Sonoma County Health & Human Services  
Sonoma County Regional Parks Department  
Sonoma County Water Agency  
Sonoma Mountain Preservation  
Valley of the Moon Natural History Association

### COMMUNITY PROCESS CONSULTANTS

Center for Collaborative Policy, California State University, Sacramento

### FUNDERS

Gordon & Betty Moore Foundation  
Impact100 Sonoma  
Resources Legacy Fund  
Sonoma County Agricultural Preservation & Open Space District  
Anonymous Donor

### INTERVIEWS

Hal Belmont, Parent, SDC Resident  
Sandra Cornelius, PhD, President, Elwyn  
Richard Dale, Executive Director, Sonoma Ecology Center  
John Davies, President & CEO, Baton Rouge Area Community Foundation (The Water Campus)  
Wendy Eliot, Conservation Director, Sonoma Land Trust  
Monica Pellegrino Faix, Executive Director, Richardson Olmsted Complex  
Susan Gorin, Sonoma County Board of Supervisors  
Kathleen Miller, Parent Hospital Association  
Lori Norton, Assistant Director, Sonoma County Health & Human Services





## APPENDIX B:

# Guiding Principles

On May 2, 2015—before the SDC closure date was announced—over 200 Sonoma Valley residents and members of the SDC Coalition attended a community workshop led by the Center for Collaborative Policy to envision the SDC transformation. The following guiding principles reflect the community's vision and values as articulated at the workshop:

- Seek an active collaboration and partnership with the Department of Developmental Services, the Health and Human Services Agency, the Governor, and the Legislature to meet the state's goal of caring for individuals with developmental disabilities in a safe, dependable and cost-effective manner while realizing the community's vision for SDC.
- In compliance with federal standards, develop permanent residential services on the SDC campus for current SDC clients and those Northern California individuals with developmental disabilities who are not able to function in community settings to ensure the safety of this vulnerable population.
- Broaden the impact of SDC's staff expertise, customized therapies, and durable equipment manufacturing by establishing an on-site specialized facility to serve developmentally disabled consumers throughout Northern California.
- Ensure that future uses of the Center preserve the distinct character of the Sonoma Valley's rural communities and SDC's natural, historical, and architectural integrity.
- Protect SDC's open space, valuable natural and scenic resources to support healthy wildlife populations, water resources, and recreational opportunities for future generations.
- Establish complementary reuses on the SDC site that diversify and enhance the Valley's economy and establish models for sustainable development and economic self-sufficiency.

Thanks to the Center for Collaborative Policy at California State University, Sacramento—hosts of the Community Workshop—for their expertise in community engagement and participatory design.



**APPENDIX C:**

# Site Transformations Summary Table

The following site transformations were examined for key lessons in partnership, governance, land transfer, funding, and other considerations and challenges related to process. Potrero Group utilized secondary sources such as reports and presentations, information from previous projects and engagements, and interviews where possible. This table summarizes the key elements of each site transformation, providing an at-a-glance look at potential pathways for SDC.

SITE	TRANSFORMED USE	LAND OWNER(S)	GOVERNANCE	FUNDING	CONSIDERATIONS
<p><b>Alameda Naval Air Station</b></p> <p><i>Previous Use: Military</i></p>	Mixed use: 1,425 condos and apartments; 5.5 million square feet of space for retail shops, office space, hotels	City of Alameda took ownership of about 1,400 acres through a no-cost conveyance agreement with the Navy, which closed the base in 1997	City of Alameda, Alameda Point Partners including srmErnst Development Partners	Federal funds, private funding, leasing revenue	City officials devised a solution to the city's ban on construction of apartment buildings by increasing the number of affordable housing units on the property.
<p><b>Anschutz Medical Campus</b></p> <p><i>Previous Use: Military Hospital</i></p>	Medical Campus and Life Science District: research, education, health care, administrative space	University of Colorado	Fitzsimons Redevelopment Authority, Health Sciences Center, University of Colorado Hospital, City of Aurora	Federal, state, philanthropic investments; grants	The Community-Campus Partnership was developed to help foster, promote, and support collaborations between the Anschutz Medical Campus and the surrounding Aurora neighborhoods.
<p><b>California State University, Channel Islands</b></p> <p><i>Previous Use: Hospital</i></p>	University	California State University, Channel Islands	California State University, Channel Islands	State funds, philanthropy, grants	Existing needs and priorities of the Cal State Universities provided strong support for this transformation.

SITE	TRANSFORMED USE	LAND OWNER(S)	GOVERNANCE	FUNDING	CONSIDERATIONS
<b>Cal Poly Pomona at Lanterman</b>  <i>Previous Use: Developmental Center</i>	University campus	Cal Poly Pomona (CPP); already in process of acquiring 90 acres of surplus land at time of closure announcement	CPP, with upcoming arrangements to retain facilities for other public services such as the Air Resources Board on the site	State university funds	The pending closure of Lanterman Developmental Center put CPP transfer plans on hold.
<b>Finlandia University's Jutila Center</b>  <i>Previous Use: Hospital</i>	International School of Art & Design, Lily I. Jutila Center for Global Design and Business	Finlandia University	Finlandia University	Federal, county, university funds; Leasing revenue	Good model of preservation and innovation; focus on connecting students, artists, businesses, and entrepreneurs.
<b>Fort Vancouver</b>  <i>Previous Use: Military</i>	Natural and historic resource preservation site	NPS, City of Vancouver	Fort Vancouver National Trust, NPS, City of Vancouver	NPS (federal funds), Fort Vancouver National Trust funds, rentals, visitor fees	Trust generates rental revenue that is shared with the city and the park.
<b>Fort Ward</b>  <i>Previous Use: Military</i>	Municipal marine park	Bainbridge Island Metro Park & Recreation	Bainbridge Island Metro Park & Recreation District and private ownership; previously Washington State Parks	City parks	Only part of the original fort was bought by Washington State Parks in 1960 and was then transferred to Bainbridge Island Metro in 2011 due to statewide parks budget limitations.
<b>Hamilton Field</b>  <i>Previous Use: Military</i>	Mixed use: residential, light commercial, community facilities, open space, wetlands restoration (in process)	A patchwork of ownership including the City of Novato, State of California, Coast Guard, and army. Coast Guard maintains ownership of 235 housing units.	The site is a planned community in various stages of development and redevelopment with mixed ownership.	Private redevelopment; significant state funding has provided funding for a major wetlands restoration project.	Redevelopment process spans more than 20 years and is piecemeal; lacks a state or national-level "blue ribbon" group of individuals to advocate on behalf of the site.

SITE	TRANSFORMED USE	LAND OWNER(S)	GOVERNANCE	FUNDING	CONSIDERATIONS
<b>James Madison University Expansion</b>  <i>Previous Use: Hospital</i>	University space for students and classes	James Madison University	James Madison University	State, University	University took possession of all properties after a new facility on a larger site that was constructed by Rockingham Memorial Hospital to meet the area's growing health care needs.
<b>Lowell National Historic Park</b>  <i>Previous Use: Textile Mill</i>	A group of different sites in and around the city of Lowell related to the era of textile manufacturing in the city during the Industrial Revolution	National Park Service ownership of five buildings, private ownership of most others	National Park Service	Federal preservation grants/loans, historic tax credits, private investment	Congress established both Lowell National Historical Park and the Lowell Historic Preservation Commission to provide technical and financial assistance.
<b>Lowry Air Force Base</b>  <i>Previous Use: Military</i>	Mixed use	Mixed; primarily private redevelopment	City and regional governance, Lowry Redevelopment Authority	Broad array of funding mechanisms from bonds to federal funding to regional economic assistance	Intentional focus on affordable housing helped guide redevelopment.
<b>Presidio Trust and GGNRA</b>  <i>Previous Use: Military</i>	Mixed use: natural areas, areas with strong non-profit/social purpose focus, residential, commercial and office space	Federal	Presidio Trust is a federal corporation governed by a board of directors appointed by the President of the United States; GGNRA sites report to NPS	Presidio Trust: financially self-supporting through building leases at market rates; GGNRA: federal appropriations, philanthropy, building leases	Innovative public-private partnerships have served as models throughout the world.
<b>Richardson Olmsted Complex</b>  <i>Previous Use: Psychiatric Hospital</i>	Hotel, Conference Center, Architecture Center	State transferred to 501(c)3	501(c)3 Community Development Corporation	State funds, non-profit donations, historic tax credits	Strong collaboration and communication with community members throughout the process.

SITE	TRANSFORMED USE	LAND OWNER(S)	GOVERNANCE	FUNDING	CONSIDERATIONS
<p><b>Santa Clara Public Schools &amp; San Jose City Park at Agnews</b></p> <p><i>Previous Use: Developmental Center</i></p>	<p>K-8 and high school; regional park to include basketball courts, trails and soccer and cricket fields; campus buildings will be demolished</p>	<p>Santa Clara Unified School District and City of San Jose Regional Parks</p>	<p>Santa Clara USD and City of San Jose govern respective properties under traditional management structures</p>	<p>Santa Clara USD paid \$64 million for its portion of the land and for expected cleanup costs. The city of San Jose paid \$16 million for 21.6 acres toward a regional park</p>	<p>When initial purchase offer from the USD was declined, Agnews Developmental Center was declared surplus and offered for bid. Ultimately, the USD and the City of San Jose partnered to successfully close the sale in June 2014.</p>
<p><b>Science and Resilience Institute at Jamaica Bay</b></p> <p><i>Previous Use: Unconnected park lands</i></p>	<p>Open space and research institute focused on climate resilience</p>	<p>NPS, City of New York</p>	<p>Cooperative agreement between NPS and the New York City Department of Parks &amp; Recreation; research consortium led by City University of New York</p>	<p>Philanthropic seed investments for planning and project development, State and City economic development funds, operational support from NPS</p>	<p>Compelling site use vision attracted significant philanthropic and state-level investments; cooperative management of surrounding parklands provides for efficient use of resources.</p>
<p><b>Snug Harbor</b></p> <p><i>Previous Use: Retirement Community</i></p>	<p>Cultural center and botanical garden</p>	<p>City of New York</p>	<p>Snug Harbor Cultural Center and Botanical Garden board of trustees</p>	<p>State funding, visitor fees, private funds</p>	<p>The site is now facing significant fiscal dilemmas, in part as a result of requirements that the Harbor be both a landlord to other cultural institutions as well as providing its own cultural programming.</p>
<p><b>South Weymouth Air Station</b></p> <p><i>Previous Use: Military</i></p>	<p>Mixed use: residential, commercial, retail, parks, open space, access to rail station</p>	<p>Private redevelopment</p>	<p>Southfield Redevelopment Authority</p>	<p>Private funds</p>	<p>A key hurdle: extending the 2.4-mile Bill Delahunt Parkway, an access road through the property. Until road is extended, there is no easy access to highways.</p>

SITE	TRANSFORMED USE	LAND OWNER(S)	GOVERNANCE	FUNDING	CONSIDERATIONS
<b>University of Alabama</b>  <i>Previous use: Hospital</i>	University	University of Alabama	University of Alabama	University funds; purchase for the historic Bryce Hospital building and grounds helped fund a new Bryce Hospital nearby for inpatient psychiatric care.	The University also agreed to pay another \$10 million for environmental cleanup and historic preservation, including restoring the main, historic Bryce Building as part of an agreement with the state.
<b>University of Arizona Medical Center</b>  <i>Previous use: Hospital</i>	Two-Hospital Academic Medical Center	University of Arizona College of Medicine (represented by University Physicians, Inc. - UPI)	University of Arizona College of Medicine (represented by University Physicians, Inc. - UPI)	Federal, county, university funds	The two-hospital integrated model is thought to be a significant factor in the success of this site.
<b>Walter Reed Military Medical Center</b>  <i>Previous use: Army Hospital</i>	To be determined	Most likely 2-3 separate parcels controlled by the U.S. State Department, the District of Columbia and Children's National Hospital	To be determined by final parcel owners; no central coordinating entity	Federal and city funds	Use disputes over portions of campus; lacks entity to coordinate and negotiate site use as a whole.
<b>The Water Campus</b>  <i>Previous use: Municipal Dock</i>	Mixed-use campus with state, nonprofit, and university anchor tenants	Baton Rouge Area Foundation, with 99-year lease on some state-owned lands	Baton Rouge Area Foundation, Parish of East Baton Rouge	State coastal planning funds, philanthropic investment, leasing revenue	Complicated lease agreements; good process of putting forth a strong vision for stakeholders to react to at various points in the plan's development.



## APPENDIX D:

# Transformation Case Studies

The following pages describe 10 transformation models in depth and two shorter highlights, each supported by interview data wherever possible. These models represent the broad range of public-private, multi-governmental, and university partnerships available to a transformation effort at the Sonoma Developmental Center (SDC).

### CASE STUDIES

- Richardson Olmsted Complex
- Lowry Air Force Base
- The Presidio Trust and the Golden Gate National Recreation Area
- Hamilton Airfield
- The Water Campus
- The Science and Resilience Institute at Jamaica Bay
- California State University, Channel Islands
- Anschutz Medical Campus & Fitzsimons Life Science District
- University of Arizona Medical Center
- Fort Vancouver
- Highlight: Kalaupapa National Historical Park
- Highlight: Pennsylvania Avenue Development Corporation

# Richardson Olmsted Complex

<b>PREVIOUS USE</b>	Psychiatric Hospital & Asylum
<b>TRANSFORMED USE</b>	Hotel, Conference Center, Architecture Center
<b>LAND OWNER(S)</b>	State transferred to 501(c)3
<b>GOVERNANCE</b>	501(c)3 Community Development Corporation
<b>FUNDING</b>	State funds, nonprofit donations, historic tax credits

## OVERVIEW

The Richardson Olmsted Complex was built in the late 1800s as the Buffalo State Asylum for the Insane. Over the years, as mental health treatment changed and resources were diverted, the Buffalo State Asylum buildings and grounds began a slow deterioration and fell into great disrepair. In the late 1960s, new psychiatric hospital facilities were built on adjacent property and housed patients from the original buildings. These historic buildings sat vacant for over 40 years.

The site received National Register of Historic Places and National Historic Landmark designations in 1973 and 1986, respectively. Its significance and importance stem from its prominent aesthetics and the fact that it was built by one of America's premier architects, Henry Hobson Richardson, in concert with the famed landscape team of Frederick Law Olmsted and Calvert Vaux.

The Complex is now being renewed after years of neglect and will be adaptively reused as a hospitality venue and cultural amenity for the city. The Richardson Olmsted Complex currently consists of a 100-acre site and 487,000 square feet of buildings. The central building is being transformed into the 88-room boutique "Hotel Henry," an urban resort conference center designed to accommodate groups of 50 to 500 people, a companion restaurant and food-service operation, and an architecture center.

As a result of the close proximity between the current psychiatric facility and the buildings that are being redeveloped, the Board had to decide if the patients should be moved again to another facility. This idea was ultimately dismissed, in part due to the fact that a) the site was originally created for the treatment of individuals with mental illnesses and should remain true to that aim, and b) attempts to transition the patients could result in a long, multi-year process. Instead, the Master Plan includes strategies and processes for ensuring that the groups can effectively reside in close proximity.

## TRANSFORMATION

With declining industrial and economic growth in Buffalo came renewed efforts to remake the city into a destination that people would want to visit. The Richardson Olmsted Complex gained considerable attention as part of a wider focus on improving the heritage of art and architecture within the area. This focus gave momentum for the grassroots efforts that ultimately saved the Complex (prior to this, there were no concentrated, coordinated efforts that allowed for forward movement to take



place). Legislators and community members initially rallied against putting the Complex up for sale, knowing that the buildings would likely have been demolished or that the open space on the site would have been built on, leading to ultimate disrepair of the buildings. Actions by preservationists, Assemblyman Sam Hoyt, and other officials freed up state aid for the property. Then Governor George Pataki set aside \$100 million for the project, \$76.5 million of which ultimately went toward the work of stabilization, pre-development work, and construction, and was allocated through the State University Fund (administered by the Empire State Development Corporation). About \$10 million from that pot of money has been spent to prevent further deterioration and vandalism at the Complex and to prepare 42 acres of the site for future reuse. In 2004, crews began emergency repairs and stabilization work, after New York State lost a lawsuit filed by the Preservation Coalition of Erie County (among others) and provided \$5 million to the effort.

## GOVERNANCE

The Richardson Center Corporation—a 501(c)(3) organization—was established in 2006 by Governor George Pataki to help plan for and oversee the rehabilitation and reuse of the Richardson Olmsted Complex. At the time, there were discussions about how the group should be formed (i.e., as a nonprofit or a subsidiary of a state entity). It was decided that the group would be nonprofit, as this would enable them to have more autonomy and to move at a faster pace. Board members were selected for their various specialties (e.g., legal, financial, business, development, architectural, etc.), and the current board is functional and working in nature (i.e., not just a Governance Board). The Richardson Center Corporation acquired ownership of the Complex in June of 2015. The acquisition process took a few years to execute and was originally initiated only after the Master Plan and Environmental Impact Statement had been solidified.

The Richardson Center Corporation is coordinating the building and furnishing of the hotel, and the Richardson Architecture Center, Inc.—also a nonprofit—is overseeing the development of the architecture center. Both the hotel and the conference center will be owned by the Richardson Center Corporation.

## MASTER PLAN

Development of a solid Master Plan and Environmental Impact Statement (EIS) was an essential and important part of the process for the redevelopment of the Richardson Olmsted Complex. Significant work took place over the course of about five years and included activities such as running studies, developing a Community Advisory Group with 20 key leaders and stakeholders, regularly vetting ideas with the larger community (including taking polls on key issues and next steps), and holding more formal EIS meetings. These efforts ultimately produced solid planning documents that have provided a foundation and guidance for redevelopment efforts moving forward.

The first phase of development will occupy one-third of the buildings (the Towers Building and two flanking buildings). The remaining buildings are being stabilized pending future opportunities. Under consideration for additional buildings are tenancies for SUNY Buffalo State as well as nonprofit arts and cultural uses. Construction of the hotel, conference center, and architecture center began in

October of 2014 and is expected to be completed in the Fall of 2016, supported by state funds and federal historic tax credits.

## FINANCIAL STRUCTURE

The Master Plan estimated the costs of renovating the buildings and landscape for the Core Projects to be \$90.76 million. The \$76 million originally allocated for this project, along with \$16 million in historic tax credits, has supported the work that has already been done. This state allocation is a start; however, the costs to complete this project will require significant additional funding. It is anticipated that private investment, incentivized by historic tax credits, will be utilized to support future work. It is hoped that the first phase of development will spur private interest in developing the remainder of the Complex. The Richardson Center Corporation and the Richardson Architecture Center Board also both solicit donations as 501(c)(3) organizations.

The hotel will be leased to, and operated by, InnVest Lodging, a Buffalo-headquartered company. The Richardson Center Corporation will share profits from the hotel, which may cover up to approximately half of the operating budget. The Richardson Center Corporation is currently hiring staff to plan for how to utilize and finance the other buildings after they are developed.

## ADDITIONAL CONSIDERATIONS

- There have been some individuals who have questioned the redevelopment and reuse of the site, particularly in light of some of the more negative activities that took place at the Buffalo State Asylum. In response, the Richardson Center Corporation has started offering tours that focus on the history of the site and the progressiveness of treatment that it did provide at one point in time.
- The Complex needed to be zoned, as there was no zoning applied when it was state-operated. All zoning-related processes were tied into the Master Plan and EIS. Landscaping was an important part of the process for this site. Because renovation of the buildings' interiors was not readily apparent to the public at large, landscaping improvements provided salient evidence for the community and helped the site from a public relations perspective.

## Lowry Air Force Base

<b>PREVIOUS USE</b>	Air Force Base
<b>TRANSFORMED USE</b>	Mixed use; primarily residential/community
<b>LAND OWNER(S)</b>	Mixed; primarily private
<b>GOVERNANCE</b>	City and regional governance, Lowry Redevelopment Authority
<b>FUNDING</b>	Broad array of funding mechanisms from bonds to federal funding to regional economic assistance

### OVERVIEW

Lowry is a well-planned community in eastern Colorado on nearly 1,900 acres of land that was formerly the Lowry Air Force base (which closed in 1993). Like many former military bases, the site was closed as the military downsized its holdings. The community was particularly concerned about job losses and economic impacts to the region due to the base closure.

In addition to its strong residential focus, Lowry hosts a large array of business, educational, and medical facilities. For example, the Lowry Medical Center employs over 200 people. When the \$1.3 billion Lowry redevelopment is completed, the community will comprise over 4,500 new homes and apartments; 1.8 million square feet of office space employing more than 6,500 people; 130,000 square feet of retail space; 7 new independent schools; a Denver public elementary school; and more than 800 acres of parks and open space. Noteworthy about Lowry is the care by which the site was planned to drive economic impact while at the same time providing a livable and high-quality community complete with numerous recreational facilities, schools, open space, and other amenities.

The site has numerous historic structures, and attempts have been made to preserve the historic integrity of these buildings. In other cases, significant demolition has taken place to make way for premium housing. Planning has been focused on developing infrastructure that will enhance the economic vitality of the community and region. Parks and open space are key elements of the community. Preservation or restoration of natural resources for ecological benefits, however, is not as emphasized as it is in some other transformed sites.

### TRANSFORMATION

The site was transformed through an intensive community planning process that was borne out of a strong desire to mitigate the economic losses suffered by the base closure. Early in the process, the Lowry Redevelopment Authority (LRA)—a quasi-governmental, nonprofit entity—was created by the cities of Denver and Aurora to redevelop the site. The Air Force remained a strong partner throughout the transformation process. The unified partnerships between the cities of Aurora and Denver and the Air Force allowed the site to be transformed in a unified manner, thereby avoiding the patchwork of competing interests that have characterized some other site transformations.

## GOVERNANCE

The Lowry site is governed by applicable local, regional, and state entities. The most significant innovative governance structure is the formation of the LRA, which has significant bonding and economic development authority.

Like many other site transformations, Lowry had numerous community groups that played important roles in advising the planning processes. For example, the Lowry Housing Work Group was established to address issues relating to housing that would be included in the Community's Preferred Reuse Plan.

## FINANCIAL STRUCTURE

Lowry appears to have been an economic boon to the area, thus mitigating much of the early concern that the region would suffer significantly from the closure of the base. Careful planning and unified goals characterized the transformation process and helped ensure economically sustainable outcomes. Further, having an agency (LRA) working exclusively on the redevelopment efforts ensured a steady focus on achieving intended goals.

Lowry is estimated to have created over \$5.7 billion gross economic impact between 1994 and 2005. The Lowry neighborhood is one of Denver's priciest, thus driving significant property tax revenue.

## ADDITIONAL CONSIDERATIONS

- Like most other former military bases, Lowry has numerous sites with hazardous waste concerns. These sites were managed by the Air Force until recently. Now, the LRA is responsible for all environmental issues.
- Particularly noteworthy about the Lowry transformation is the close working relationship with the Air Force. For example, the Air Force released developable land at a gradual pace to ensure that the market did not become saturated.

# Presidio Trust and the Golden Gate National Recreation Area

<b>PREVIOUS USE</b>	Military Bases
<b>TRANSFORMED USE</b>	Mixed use: natural areas, areas with strong nonprofit/social purpose focus, residential, commercial, and office space
<b>LAND OWNER(S)</b>	Federal
<b>GOVERNANCE</b>	Presidio Trust is a federal corporation governed by a board of directors appointed by the President of the United States; GGNRA sites report to NPS
<b>FUNDING</b>	Presidio Trust: financially self-supporting primarily through leasing of buildings at commercial rates; GGNRA: federal appropriations, philanthropy, building leases, use fees

## OVERVIEW

The Presidio and the Golden Gate National Recreation Area (GGNRA) represent one of the nation's most robust and successful models of transformation of former military bases into public purpose uses. The sites contain thousands of historic buildings and many endangered species, along with areas that bring with them significant maintenance and toxic materials challenges. Historically the site has contained hospitals, many residential units, missile silos, warehouses, bunkers, and numerous military facilities and fortifications. Although little new development or building has taken place on the sites, significant restoration of natural and historical sites has occurred. Many historical uses have been maintained throughout the transformation, including horse riding stables, boat harbors, and restaurants and concessions.

## TRANSFORMATION

Congress designated these sites as units of the National Park Service (NPS) in 1972, and it was at this time that transformation efforts began. Congressman Phil Burton was instrumental in ensuring that surplus military sites would be transferred to the NPS rather than being sold by the GSA. This ensured that historic and natural resources were preserved rather than being developed.

Numerous citizen committees and high levels of public and volunteer engagement have characterized the transformations of these sites and remain prominent today. Most notably, the Citizens' Advisory Commission played a critical role in ensuring that the community's voice was prominent in the planning and operations of the park units. The Presidio Council was a blue-ribbon group of national civic and business leaders that ensured that the Presidio Trust was preserved. They explored numerous models of financial sustainability and were active in lobbying for the preservation of the Presidio. Many other citizen councils provided guidance, lobbying, philanthropic support, and volunteer engagement.

## GOVERNANCE

The majority of the sites in the GGNRA are operated by the NPS, in collaboration with numerous partnerships with nonprofit organizations and business entities. The Presidio Trust has a unique governance structure in that it is a wholly government-owned corporation overseen by a small board of directors appointed by the President of the United States. The Presidio Trust employees do not have traditional civic service job protection, but they are U.S. government employees with many traditional federal benefits.

The U.S. government granted the Presidio Trust significant operational flexibility by giving it numerous financial and leasing authorities that are not typical of federal agencies. Further, by having the organization overseen by a board of directors rather than by the NPS, the Trust avoids much of the bureaucratic decision-making that characterizes many governmental agencies. The Trust is required to follow all historic preservation and environmental protection laws and is required to abide by standard government transparency laws.

Due to the significant military and medical uses of the sites, remediation of hazardous waste was (and is) a challenge. In one instance, the Trust took out an insurance policy to mitigate this situation. This insurance policy paid off handsomely as significant amounts of hazardous materials were found on the site. To this day, hazardous materials are a concern throughout many of the structures and in some of the natural sites in the parks.

## FINANCIAL STRUCTURE

Due to the great number of structures at the sites (many of them historic and some dating back as far as the Revolutionary War), ongoing funding has become a concern over the years. Some members of Congress have argued for selling off many of the historic assets of the Presidio. A compromise was ultimately reached, whereby the Presidio would receive 15 years of declining federal financial support. After this time period, the Presidio was legally mandated to operate in a financially self-sufficient manner or risk sale by the GSA.

Nearly all of the Presidio Trust's real estate holdings are leased at market rates, thus generating nearly \$90 million per year in annual operating revenue. The Trust has numerous long-term leases of buildings with for-profit businesses that invested heavily in capital improvements (e.g., the Letterman Digital Arts Center). Some of these long-term lease arrangements are designed to provide space for mission-aligned nonprofit organizations at below market rates. Most of the sites in the GGNRA are supported by federal appropriations. These funds are heavily augmented by leasing income, service district fees, unique public-private partnerships, and philanthropy.

Numerous innovative public-private partnerships are associated with the sites. These partnerships and innovative leasing arrangements by the federal government have allowed restoration and utilization of site assets at little to no cost to the government. Additionally, many historic preservation and environmental tax credits have been utilized at the sites.

## ADDITIONAL CONSIDERATIONS

- These sites are known throughout the country and the world for their unique partnership models. For over 30 years, these sites have engaged the community, volunteers, and philanthropists in deep ways that have encouraged a remarkable level of support and collaboration (to date, over \$300 million has been raised to philanthropically support the Presidio and the GGNRA sites). Further, the level of community engagement has helped ensure that millions more in dollars are donated annually through volunteerism and in-kind services.
- Another important aspect of the Presidio is the extraordinary lengths to which high-level volunteers were engaged in lobbying to ensure the preservation of the Presidio. During the early 1990s, Congress was concerned that maintaining and operating the Presidio would be cost prohibitive, and numerous members of Congress were actively advocating that the real estate assets of the Presidio be sold. As a result of this very real threat, the Golden Gate National Parks Association (later renamed the Golden Gate National Parks Conservancy) convened an influential group of civic and corporate leaders called the Presidio Council (Council). The Council was active in lobbying to save the Presidio, researching models to ensure the sustainability and protection of the Presidio, and securing funds to pay staff and lobbyist costs. The Council included chief executive officers of major corporations, leaders of museums and cultural institutions, and executive directors of major environmental organizations. The Council had a small paid staff, including a consult responsible for lobbying and keeping track of key legislation regarding the Presidio.

# Hamilton Airfield

<b>PREVIOUS USE</b>	Military Airfield and Base
<b>TRANSFORMED USE</b>	Mixed use: residential, light commercial, community facilities, open space, wetlands restoration (in process)
<b>LAND OWNER(S)</b>	A patchwork of ownership including the City of Novato, State of California, Coast Guard, and Army; Coast Guard still maintains ownership of 235 housing units
<b>GOVERNANCE</b>	Varies. Generally governed by City of Novato and County of Marin.
<b>FUNDING</b>	Much of the site was sold as “surplus” by the GSA to private developers. The site is essentially a planned community in various stages of development and redevelopment with mixed ownership. Significant state funding has paid for a substantial wetlands restoration project.

## OVERVIEW

Hamilton Field is currently a robust community of mixed-use development. The site contains numerous housing units, as well as light commercial, office, recreational, and military housing facilities. Much of the site has been transformed, but significant areas of closed, dilapidated buildings still exist. Significant pollution by toxic agents has been an issue at the site.

Two core community concerns provided focus to the redevelopment: a significant wetlands restoration by the California State Coastal Conservancy and a priority on providing housing for vulnerable and low-income populations.

## TRANSFORMATION

Hamilton’s transformation has been a time-consuming and politically complicated process. When the decommissioning of the site was announced, a politically contentious battle ensued between those who wanted a civilian airport on the site. The airport proposal was defeated.

Some in the community have expressed concern about the slow pace at which the plan for Hamilton has been achieved. There are likely many reasons for this, including the large number of federal, county, regional, state, and city agencies that share some level of ownership or jurisdiction over the project.

The County of Marin and the City of Novato have taken the lead in much of the planning and transformation. As per federal law, federal agencies had priority over much of the facility at Hamilton during the base closure and, as a result, the Coast Guard now has significant holdings on the site. In 1985, the GSA held a public sale and parcels were sold to developers and other interested parties.



## GOVERNANCE

The nature of the transformation has meant that numerous entities retain ownership rights in areas of the site. This fact and the time-consuming and political nature of planning in Marin County and California have delayed the realization of the visions outlined in the planning process. Hamilton does not have a separate governance structure other than that provided by the County of Marin and the City of Novato. Some lands within the site remain under federal or state control and appropriate governance policies apply. Numerous citizen panels provide advisory guidance.

Currently as well as throughout the transformation process, the community had input into important decision-making processes. The County of Marin and City of Novato established numerous bodies to guide the development of this site. Primary among these bodies is the Multi-Agency Board (MAB), comprised primarily of Novato City Council members, Board of Supervisors, and individuals selected by these bodies. The MAB was authorized to have two subcommittees: the Technical Advisory Committee (TAC) and the Hamilton Advisory Commission (HAC). As the name implies, the TAC advises and recommends on technical and planning activities, and the HAC is a larger body focused on more general community concerns.

## FINANCIAL STRUCTURE

Hamilton has a patchwork of ownership and financial relationships. As a result, determining overall financial sustainability is nearly impossible. In the planning process for the transformation, the City of Novato and County of Marin undertook detailed financial analysis in order to understand the quality of the housing stock and potential financial risks to the City of Novato. Because Hamilton is primarily residential, the city forgoes significant tax revenue that industrial and/or commercial/industrial sites generate.

## ADDITIONAL CONSIDERATIONS

- Noteworthy in the transformation history of Hamilton is the absence of a state or national-level “blue ribbon” group of individuals to advocate on behalf of the site. While such a group may be unnecessary, some other sites (e.g., Presidio) had “high-level” advisory bodies that helped build political and philanthropic support for the projects.
- The planning process for Hamilton included significant housing for vulnerable, low-income and homeless individuals and families. While numerous market rate properties exist, the focus on affordable and special needs populations is noteworthy. This clear priority on the part of the county and city has made for the creation of a community that reflects important social values that were pursued with intention.
- Another unique aspect of the site is the wetland restoration project that is being carried out on 662 acres of the former airfield (and adjacent properties) in a partnership between the California State Coastal Conservancy and the Army Corps of Engineers. The opportunity to restore such a significant amount of environmentally sensitive habitat does not happen often, and some of the partnership lessons learned from this project may have significant value for the SDC site.

# The Water Campus

<b>PREVIOUS USE</b>	Municipal Docking Facilities
<b>TRANSFORMED USE</b>	Mixed-use campus with anchor tenants: Water Institute of the Gulf, Louisiana Coastal Protection and Restoration Authority, Louisiana State University
<b>LAND OWNER(S)</b>	Baton Rouge Area Foundation, with 99-year lease on some state-owned lands
<b>GOVERNANCE</b>	Baton Rouge Area Foundation, Parish of East Baton Rouge
<b>FUNDING</b>	State coastal planning funds, philanthropic investment, leasing revenue

## OVERVIEW

The Water Campus is a partnership between the Baton Rouge Area Foundation, the City of Baton Rouge, and the State of Louisiana. The campus is being developed on nearly 40 acres along the Mississippi River. The Water Campus vision is to provide a center for science and research that can inform resilience planning efforts in the Gulf and other coastal river deltas globally. The campus will provide 1.8 million square feet of labs, research facilities, and commercial leasing to government agencies and businesses. Three anchor projects have already broken ground, with additional development expected to take place over the next decade.

The Baton Rouge Area Foundation and its real estate entity, Commercial Properties Realty Trust, are the developers of the Water Campus. The Foundation played a large role in articulating a vision for the campus, managing the Master Plan development, and gathering community input and buy-in. The site is comprised of state and city lands in long-term lease to the Foundation and a few neighboring properties purchased and held by the Foundation from private landowners. The Foundation is charged to develop these lands along the guidelines of the Water Campus Master Plan as part of its lease agreements with the city and the state.

Initial plans call for three buildings to be constructed at a cost of about \$45 million. The icon of the campus will be a 36,000-square-foot facility for the Water Institute of the Gulf, which was founded in 2012 with support from the Foundation. The Institute was created to study coastal threats and arrive at innovative ideas to inform the \$50 billion State Coastal Plan, a project motivated by Hurricane Katrina. The Plan and its funds are administered by the Louisiana Coastal Protection and Restoration Authority (CPRA), which will also relocate from rented offices in downtown Baton Rouge to a new building on the Water Campus to house its 165-member team. CPRA will also construct a Center for Coastal River Studies facility with \$16 million of Coastal Impact Assistance Program funds and will transfer the facility to Louisiana State University.

The rest of the campus will be developed over the next 10 years as the initial anchor tenant facilities attract other research organizations and businesses that want to locate nearby. Leasing income is expected to sustain the operations of the site, while much of the research will be funded by CPRA.

## KEY LEARNINGS

Partners acknowledge that crafting the lease agreements was the most complicated part of the process—more than any structural rehabilitation or rezoning required at the site. The Foundation and the city worked on their agreement for three months. The state agreement took 16 months to negotiate.

The Foundation's success has been in putting forth a strong vision for stakeholders to react to at various points in the plan's development. The Foundation recognizes the value in putting forward a "thesis statement" that is then tested and refined through community and political input. Without this strong, tangible, straightforward articulation of a path forward, the Foundation warns that it is easy to get stuck in conceptual disagreements that are hard to resolve.

# The Science and Resilience Institute at Jamaica Bay

<b>PREVIOUS USE</b>	Neighboring park lands
<b>TRANSFORMED USE</b>	Open space and research institute focused on climate resilience
<b>LAND OWNER(S)</b>	NPS, City of New York
<b>GOVERNANCE</b>	Cooperative agreement between NPS and the New York City Department of Parks and Recreation; Research consortium led by the City University of New York
<b>FUNDING</b>	Philanthropic seed investments for planning and project development, State and City capital funds for economic development, Operational support from NPS

## OVERVIEW

Jamaica Bay is a front door to the Atlantic Ocean for New York City and a part of the Gateway National Recreation Area (Gateway NRA). The Bay contains more than 10,000 acres of city and federal park lands. Its natural areas are habitat for numerous endangered species, while its beaches, trails, and open fields provide recreation opportunities for the area's surrounding population. Jamaica Bay is critical to the future of how New York City addresses the threat posed by global climate change and how it absorbs the impact of storms like Hurricane Sandy.

In 2011, the NPS and the New York City Department of Parks and Recreation (NYC) began to negotiate a plan to jointly manage Jamaica Bay. Two policy factors laid important groundwork for this partnership: Mayor Michael Bloomberg's Special Initiative for Rebuilding and Resiliency and Secretary of the Interior Ken Salazar's America's Great Outdoors Initiative, which renewed focus on urban parks and community partnerships. The partners recognized, especially in the wake of Hurricane Sandy, the value in adaptive management approaches that focus on issues that extend beyond park borders such as surrounding development, air quality, pollution, climate change, and political conditions.

Facilitated by the BuroHappold Engineering Consulting Team, the partners created a 60-day action plan for a combined "Great Urban Park" within New York's city limits. This plan included big-picture strategies to address issues such as restoration, transportation, access, and youth engagement. One challenge for the organizations was the identification of an appropriate federal-civic legal structure to collectively manage the park.

Following a year of planning efforts, a cooperative agreement was signed by the Mayor of New York and the Secretary of the Interior in July of 2012. The cooperative agreement included a vision to establish a center for climate resilience science and research. This vision materialized in the Science and Resilience Institute at Jamaica Bay (SRI@JB), a brick and mortar institution that will reside at the Jamaica Bay Wildlife Refuge, a unit of the national park's lands. SRI@JB is comprised of a research consortium led by the City University of New York (CUNY) and other academic and nonprofit organizations in the NYC region, including Columbia

University's Earth Institute and its Lamont-Doherty Earth Observatory, Cornell University, NASA Goddard Institute for Space Studies, New York Sea Grant, Institute of Marine and Coastal Sciences at Rutgers University, Stevens Institute of Technology, Stony Brook University, and the Wildlife Conservation Society.

## GOVERNANCE

Key aspects of the cooperative agreement between the NPS and the NYC include:

- Authority to transfer goods and services between the Department of the Interior and state and local agencies to serve the cooperative management of the land, to be implemented by individual task agreements.
- Authorization allowing employees to support the efforts of both parties and to act as liaisons and representatives.
- Commitment to establishing a joint vision, meeting no less than monthly to establish working groups capable of developing and carrying out coordinated work plans for all aspects of management including permitting, commercial uses, programming, communications, and joint natural resource management.
- Identified long-term collaborative projects such as increased commercial and recreational uses and the development of a science center, which has since become the SRI@JB.
- The formation of the Jamaica Bay-Rockaway Parks Conservancy, a public-private partnership with the NPS and the NYC, dedicated to providing philanthropic support to parkland throughout Jamaica Bay and the Rockaway peninsula.

Managing the impacts of Hurricane Sandy has already challenged traditional strategies and posed difficult questions, such as how much to intervene in habitat creation and what is the park's responsibility to protect neighboring communities from future weather events. Gateway and local partners increasingly rely on each other to balance community and political agendas with resource protection goals.

## FINANCIAL STRUCTURE

The Rockefeller Foundation seeded the vision at Jamaica Bay with \$2 million toward park planning and the development of the Institute concept. This was the Foundation's first investment in a brick and mortar institution, but aligns with its efforts to convene scientists and planners around climate resilience. The Foundation also expects SRI@JB to serve as a model for resilience institutions in other coastal regions.

Since its launch in August of 2013, the SRI@JB has received an additional \$7.7 million from New York State as part of the CUNY 20/20 initiative as well as \$3.6 million from the Department of the Interior's Hurricane Sandy Mitigation Funding to support research on environmental resilience in urban coastal ecosystems. In addition, the City of New York has committed \$7.5 million for the permanent SRI@JB home within Gateway NRA's Jamaica Unit. Ten funded research projects are already being implemented under the SRI@JB research consortium.

# California State University, Channel Islands

<b>PREVIOUS USE</b>	Mental Hospital
<b>TRANSFORMED USE</b>	University
<b>LAND OWNER(S)</b>	California State University, Channel Islands
<b>GOVERNANCE</b>	California State University, Channel Islands
<b>FUNDING</b>	State funds, philanthropy, grants

## OVERVIEW

In 1932, the State of California purchased 1,760 acres of the Lewis Ranch and established the Camarillo State Mental Hospital, a psychiatric hospital for developmentally disabled and mentally ill patients. The hospital was in use from 1936 to 1997 and contained a morgue, medical hospital, fire and police departments, bowling alley, dairy, farm, swimming pool, and icehouse.

In 1996, as a result of low patient utilization and rising costs, then-Governor Pete Wilson recommended closing the hospital. Initial efforts on the part of community members, family and friends of patients, and Camarillo employees were made to keep the hospital open because patients were familiar with the accommodations and most did not have other places to go. One approach that was discussed included getting mentally ill criminals placed in the hospital in order to save it, but there was concern among community members about these individuals escaping into the community. All efforts to keep the hospital open failed, and it officially closed in 1997, with all patients and research facilities moved to other locations.

Originally, the state had intended to convert the Camarillo site into a prison, but community opposition and pre-existing needs and priorities of the Cal State Universities led to its conversion into a university. In September of 1997, the land comprising Camarillo State Hospital was transferred to the Trustees of the California State University (via State bill 623) and converted into the California State University, Channel Islands (CSUCI). The CSUCI Campus has preserved and revitalized many of the buildings in the original architectural styles, although there are now a few “modern” style buildings. Quite a few are also still in various states of disrepair. The campus is split into two primary sections: the North Quad and the South Quad. CSUCI had its first classes in the Fall of 2002.

## FINANCIAL STRUCTURE

The California State University provided \$11.3 million for the initial renovation and conversion of the site. The state funded \$10 million for the development of a science laboratory facility, and a private donor gave \$5 million to build a new library. Altogether, \$125 million in non-state funding (philanthropy and grants) was used for capital projects on the campus by the time it opened in 2002. \$194 million in additional capital projects was planned for 2003 to 2008, although it is unclear whether these projects were completed.

The buildings at the Camarillo State Mental Hospital were in various states of disrepair at the time of the transfer to Cal State and needed to be restored and revitalized in order to be used as a university.

# Anschutz Medical Campus and Fitzsimons Life Science District

<b>PREVIOUS USE</b>	Army Facility
<b>TRANSFORMED USE</b>	Medical Campus and Life Science District: research, education, health care, administrative space
<b>LAND OWNER(S)</b>	University of Colorado
<b>GOVERNANCE</b>	Fitzsimons Redevelopment Authority, Health Sciences Center, University of Colorado Hospital, City of Aurora
<b>FUNDING</b>	Federal, state, philanthropic investments; grants

## OVERVIEW

The Fitzsimons Army Hospital—known as Fitzsimons Army Medical Center (FAMC) from 1974 on—was a U.S. Army facility located in Aurora, Colorado (20 minutes east of downtown Denver and 20 minutes from the Denver International Airport). The facility opened in 1918. The Base Realignment and Closure Commission of the federal government made the decision to shut down the 578-acre historic center in 1995, and the actual closure took place in 1999. At the time just before its closing, it was estimated that the FAMC accounted for \$328 million in local economic activity and 2,904 jobs.

The Center's closure happened during a time when the University of Colorado Health Sciences Program was rapidly running out of space in its downtown Denver location and needed new locations for additional buildings. The Fitzsimons Redevelopment Authority (FRA) was formed by the City of Aurora and the University of Colorado to transform the aging remnants of the FAMC into a top-tier bioscience district. Leadership from the Health Sciences Center, the University of Colorado Hospital, and the City of Aurora presented a proposal to the Department of Defense to utilize part of the Medical Center as an academic health center for the University of Colorado. As a result, the University of Colorado moved the entire Health Sciences Program and University Medical Center to the new campus.

Today, this district is home to the following two separate, but congruent, entities covering 7 million square feet of research, education, health care, and administrative space:

1. The Anschutz Medical Campus, which includes the University of Colorado's health sciences-related schools, colleges, and research centers as well as the 820,000-square-foot University of Colorado Hospital (which opened in 2007 at a cost of \$644 million). A Veterans Affairs Hospital was set to open in 2013, but allegations of contract breaches with the construction company and unrealistic expectations led the U.S. Civilian Board of Contract Appeals to declare that the project had grown outside the scope of the Congress-approved budget. The population of the Anschutz Medical Campus is greater than 20,000 (approximately 4,000 students and more than 16,000 employees). The campus is owned and operated by the University of Colorado.

2. The Fitzsimons Life Science District, which includes a 184-acre Colorado Science and Technology Park (a partnership between the FRA and the Forest City Science + Technology Group where more than 40 bioscience businesses are expected to be launched), the Children’s Hospital, and a residential and retail town center known as 21 Fitzsimons. The Fitzsimons Life Science District is governed by the FRA.

The historic FAMC building has been preserved and converted into an administrative building for the University of Colorado. Other buildings were demolished to make way for new development.

## MASTER PLAN

The FRA’s Master Plan focuses on creating organic growth within the district and developing the necessary infrastructure and resources to nurture medical advancements from concept to marketplace.

The Master Plan is currently in the process of implementation, with 200 acres still available for development. Development is set to be complete in about 2038, at which time it is expected that the site will contain 18 million square feet of health- and science-related facilities and will generate more than \$6 billion in economic activity.

## FINANCIAL STRUCTURE

The campus has been supported by federal, state, and philanthropic investments of over \$2 billion and is awarded approximately \$400 million in research grants annually.

## IMPACT

In 2008, activities at the Fitzsimons site added \$3.5 billion into the state’s economy, generating \$1.4 billion in personal income, with more than 15,900 employees on the campus, primarily in health care delivery and education. By 2020, the district expects to employ over 30,000 people. As a result of the increased number of staff and visitors traveling to and from the campus (which is easily accessible by freeway), the Colorado Department of Transportation developed plans to create a new freeway interchange to handle the additional traffic (at a total cost of about \$43 million).

## ADDITIONAL CONSIDERATIONS

- Fitzsimons is located in a low-income area, home to some of the most underserved communities in the state and in the heart of one of Colorado’s most diverse communities of immigrants and refugees.
- The Community-Campus Partnership (CCP) was developed to help foster, promote, and support collaborations between the Anschutz Medical Campus and the surrounding Aurora neighborhoods, with the objective of improving the health and economic well-being of nearby communities. Funding for the CCP comes from the CU Denver-Anschutz Chancellor’s Office, the School of Medicine, and the Denver Foundation. The CCP includes individuals from the Anschutz Medical



Campus, along with representatives from entities in and around the City of Aurora, including city government offices and officials, community-based organizations, educational institutions, neighborhood association, and community residents.

- Key partners involved in the transformation of this site have included the University of Colorado Health Sciences Center, the University of Colorado Hospital, the Children’s Hospital, the city of Aurora, and the Redevelopment Authority.

# University of Arizona Medical Center

<b>PREVIOUS USE</b>	Community Hospital
<b>TRANSFORMED USE</b>	Two-Hospital Academic Medical Center
<b>LAND OWNER(S)</b>	University of Arizona College of Medicine (represented by University Physicians, Inc - UPI)
<b>GOVERNANCE</b>	University of Arizona College of Medicine (represented by University Physicians, Inc - UPI)
<b>FUNDING</b>	Federal, county, university funds

## OVERVIEW

Kino Community Hospital in Tucson, Arizona opened in 1977 through bond funds approved in 1974. A 2000 Proposition transferred financial responsibility for indigent population health care to the State of Arizona Health Care Cost Containment System, which allowed individuals relying on publically supported health care to choose their providers, thereby eliminating the need for County Hospital care.

The hospital started facing the possibility of closure in 2002 due to these fiscal and operational conditions. By 2004, Pima County was experiencing losses of more than \$30 million per year as a result of operating the hospital. Kino's "disproportionate share of uncompensated care and impending reductions in state and federal reimbursement under Medicaid, as well as other safety net programs, ensured that continuing county operation of the facility was untenable." (University of Arizona Medical Center–South Campus: the Eight-year Transformation Report Memorandum, November 12, 2013, p. 1). At this point, closure seemed imminent. Options for the space included closing the hospital, converting it to a psychiatric facility, or leasing it to another health care organization for the development and operation of a full-service facility. Pima County recognized the value of a full-service hospital and the need for emergency room care and sought to make the leasing option a reality.

The University of Arizona College of Medicine (represented by University Physicians, Inc. (UPI) identified the hospital as valuable space for expanding its training programs and behavioral health services, which could not be achieved at its primary teaching hospital (University Medical Center) due to space constraints. In June of 2004, the University of Arizona took over the operation of Kino Community Hospital. At that time, the Board of Supervisors voted that the county cease operations of the hospital, transfer the state license to UPI, and agree to a 25-year lease of the property (which included specific performance requirements and essential services). The lease also included a schedule of funding commitments by the county to UPI over a 10-year period.

From 2004 through 2010, the county provided funding of \$120 million, and UPI operated the hospital. In June of 2010, the corporate leadership and Boards agreed to develop a new company representing a single system with a new corporate and operational framework. The University restructured into a two-hospital academic medical center that included the Kino Community Hospital, which was renamed the University of Arizona Medical Center – South Campus, and the University of Arizona

Medical Center – University Campus. This merged center was named the University of Arizona Health Network (UAHN). The South Campus currently has a three-story Behavioral Health Pavilion, the main behavioral health component of the UAHN, as well as comprehensive care services.

## FINANCIAL STRUCTURE

As noted above, the county provided funding of \$120 million from 2004 through 2010. In 2010, the county approved an Intergovernmental Agreement (IGA) with the Arizona Board of Regents and UAHN, providing additional funds of \$50 million over a two-year period for the support of this integration. In June of 2012, the IGA was extended for another two years and \$30 million.

As of 2014, Pima County has provided a total of \$200 million in funds for this medical center, and \$66 million in bond funds has been allocated to expand and enhance the campus (including the development of the Behavioral Health Pavilion, a Crisis Response Center, a landing pad and helicopter parking area, and a new emergency room department, with specially equipped rooms for emergency psychiatric patients and trauma cases). The focus of each bond-funded project has been on “increasing the community’s access to a full array of essential care utilizing an integrated model in which the mind and body can be treated in one location with cost effective options across the continuum of care” (University of Arizona Medical Center–South Campus: the Eight-year Transformation Report Memorandum, November 12, 2013, p. 3).

A significant focus has included identifying strategies for leveraging local funding (provided by the county and the university) in lieu of state match to generate new federal funds. This has resulted in initiatives that leverage every dollar of county investment with up to \$3 of new federal funding. From 2008 through 2013, the county and the university have given \$94.1 million toward these initiatives, thereby raising \$208.1 million in new federal funds.

## ADDITIONAL CONSIDERATIONS

- With the transfer of operations in 2004, UPI became responsible for a hospital with about 50 Level 1 acute psychiatric inpatients, fewer than 10 medical/surgical patients, and a closed intensive care unit. Although the hospital at that time was underutilized and understaffed, it was revitalized over the years due to the efforts of key leadership and staff, and both campuses experienced restructuring and expansion of programs, services, and operations. The two-hospital integrated model is thought to be a significant factor in the success of this site.

# Fort Vancouver

<b>PREVIOUS USE</b>	Military
<b>TRANSFORMED USE</b>	Natural and historic resource preservation site
<b>LAND OWNER(S)</b>	NPS, City of Vancouver
<b>GOVERNANCE</b>	Fort Vancouver National Trust, NPS, City of Vancouver
<b>FUNDING</b>	NPS (federal funds), Fort Vancouver National Trust funds, rentals, visitor fees

## OVERVIEW

The Fort Vancouver National Site (officially the Vancouver National Historic Reserve) is a 366-acre historic site adjacent to downtown Vancouver that was created by Congress in 1996. The partners at this site are the City of Vancouver, the NPS, the U.S. Army (who vacated the site in 2010), the State of Washington, and the Fort Vancouver National Trust. The goal of this partnership is to preserve the historic structures and cultural resources, to provide education and interpretation on the history and significance of the site, and to make it available for public use and enjoyment. Natural and historic resource preservation is a major objective of this site, much of which focuses on interpreting the stories of the Native Americans, British Hudson’s Bay Company, the U.S. Army at Vancouver Barracks, early aviation at Pearson Field, the world’s largest spruce mill during World War I, and the Kaiser Shipyards during World War II. The Fort Vancouver National Site is an important part of the Vancouver community, with approximately one million visitors each year and events such as Independence Day activities and fireworks.

## TRANSFORMATION

By the 1970s, some homes located in an area called Officers Row had fallen into varying states of disrepair and were in danger of being lost forever. In 1974, a group of citizens began a grassroots effort to reclaim Officers Row, and eventually the homes were placed on the National Historic Register. In 1981, the homes were marked as surplus by the U.S. Army and were in danger of being auctioned to the highest bidder. In 1984, the deed to Officers Row was transferred to the City of Vancouver for \$1. The city initiated a \$10.9 million rehabilitation effort in 1987. Part of Fort Vancouver (the Hudson’s Bay Stockade) was declared a national monument in 1948. Congress then made it a National Historic Site in 1961, enlarging its boundaries. Not until 2012 did the U.S. Army vacate the East and South Vancouver Barracks, relinquishing ownership to the NPS.

## GOVERNANCE

The Fort Vancouver National Site is essentially composed of two overlapping jurisdictions: one owned and run by the NPS, and one owned by the City of Vancouver and run by the Fort Vancouver National Trust. The NPS owns Fort Vancouver (which includes the parade grounds and the Visitors Center) as well as the East and South Vancouver Barracks. They have also operated the Pearson Air

Museum since May 2014 (after a year-long mediated dispute with the city and the Fort Vancouver National Trust). The city owns Officers Row, the West Vancouver Barracks, Pearson Airfield, and the Water Resources Education Center.

The Fort Vancouver National Trust is a Cooperating Association (with the NPS) that supports the Fort Vancouver National Historic Site. The Fort Vancouver National Trust is a nonprofit, 501(c)(3) incorporated in 1998 to assist with the development and operation of the Fort Vancouver National Site. The Trust has a master lease agreement with the city to manage the operation and development of Officers Row and the West Barracks. The lease was recently extended through 2018. The Trust also manages the Fort Vancouver National Site retail operations, including the Fort Vancouver Bookstore.

## **FINANCIAL STRUCTURE**

The NPS has federal funds for the Fort Vancouver National Historic Site, and the Fort Vancouver National Trust provides financial support to the NPS for education programs. In addition, the city, through the Trust, generates income via:

1. rental of the 21 historic Victorian-era buildings on Officers Row (leased as 35 townhome units and 15 commercial buildings; four of the commercial buildings are event rental space)
2. rental of the West Barracks (14 duplexes)
3. fees generated through the active Pearson Airfield

**HIGHLIGHT:**

## Kalaupapa National Historical Park

Kalaupapa National Historical Park was established on December 22, 1980 and is located in Kalawao County. The County boundary is identical to the legal settlement boundary and is governed by the Director of the State of Hawaii's Department of Health. Kalaupapa is administered by the NPS through cooperative agreements and a lease with State of Hawaii agencies and others. It is a unique jurisdiction designed specifically for the management of the settlement area as a residential medical facility.

Kalaupapa serves as a model of a medically vulnerable population sharing a location with other public uses. Further, as the site is transformed, the NPS is taking the opportunity to tell the many stories of the generations of patients who lived there. The primary story told at Kalaupapa is the forced isolation from 1866 until 1969 of people afflicted with Hansen's disease (leprosy), who were segregated on the remote northern Kalaupapa peninsula on the Hawaiian island of Molokai. Kalaupapa, once a community in isolation, now serves as a place where the remaining patient residents can live out their lives peacefully and comfortably in a well-maintained community, while allowing visitors an opportunity to learn about and experience its history and culture. It is a place where the past suffering of many families has given way to personal pride about accomplishments made in the face of great adversity.

**HIGHLIGHT:**

## Pennsylvania Avenue Development Corporation

SDC may also want to consider a temporary entity to take responsibility for the redevelopment of the property until the project is completed. Pennsylvania Avenue Development Corporation was established to develop and execute a plan for the area adjacent to Pennsylvania Avenue between the Capitol and the White House. Congress declared that it is in the national interest that this area "be developed, maintained, and used in a manner suitable to its ceremonial, physical, and historic relationship to the legislative and executive branches of the federal government and to the governmental buildings, monuments, memorials, and parks in or adjacent to the area" (40 USC 871 (1996)).

By 1996 the redevelopment plan for Pennsylvania Avenue had been largely implemented, and Congress disbanded the Pennsylvania Avenue Development Corporation. Its rights, properties, and authorities were assigned by Congress to the GSA, the NPS, and the National Capital Planning Commission.



## APPENDIX E:

# New Models of Care

## Achievable Clinic

### OVERVIEW

The Achievable Clinic in Culver City, California was opened in November of 2013 and provides a multi-disciplinary medical home for individuals with developmental disabilities and their families, with a focus on addressing health disparities and lack of access to health care services for this population. The clinic was established by the Achievable Foundation to improve health outcomes and overcome barriers to adequate care for this underserved group. The Achievable Foundation was established in 1996 by a group of parents with developmentally disabled children. It was started as an independent, community nonprofit organization focused on providing specialized services and support to individuals with developmental disabilities, especially when limited or no funding is available. It now works with a team of medical experts, a board of directors, and an advisory council and is funded by local donors and other charities.

### SERVICES

The Achievable Clinic is a comprehensive community health center developed to provide a wide range of coordinated primary and specialty health care services catered specifically to meet the needs of individuals with developmental disabilities across Los Angeles. The center is both a Federally Qualified Health Center (FQHC) and a Title 22 state licensed community health care center that serves as a Patient-Centered Medical Home (PCMH). The center aims to serve as a model for other clinics state-wide. Patients have access to a wide range of primary health care services, as well as in-house pediatric neurology and mental health services, and access to a large specialty care referral network.

Key features of the Achievable Clinic's health care model include:

- 1) An evidence-based PCMH model of care;
- 2) Culturally appropriate, continuous and comprehensive primary care;
- 3) Providers trained in developmental disabilities;
- 4) In-house neurology and mental health services, along with strong referral networks;
- 5) Extended visits with communication supports;
- 6) Reduced waiting times;

- 7) Health education for patients and families;
- 8) Care coordination; and
- 9) Integrated electronic health records, practice management system, and technology.

Primary and Specialty Services include:

- 1) Annual exams
- 2) Family Medicine
- 3) Immunizations
- 4) Management of chronic conditions
- 5) Neurology
- 6) Pediatrics
- 7) Preventive care and screenings
- 8) Psychiatry and mental health
- 9) Specialty referrals and care coordination
- 10) Well-child care
- 11) Well-woman care and family planning

## **POPULATIONS SERVED**

The clinic serves approximately 530 children and adults with developmental disabilities per year. By the end of 2016, the center expects to build its patient base to serve over 2,000 individuals.

## **FUNDING**

The half million dollars required to develop the Achievable Clinic was obtained through grants from the Keck Foundation, the federal Health Resources and Services Administration, Blue Shield Foundation, and others. The clinic now has a \$1.2 million annual budget and employs a staff of two full-time pediatricians, two family physicians, and a neurologist and psychiatrist (both part-time). The clinic's status as a FQHC (obtained very quickly in its development) brings a \$650,000 annual federal grant and higher reimbursement rates from Medi-Cal. The clinic also gets cost basis reimbursement for client costs not covered by other insurance contracts.

The Achievable Clinic continues to rely on grants and donations from a number of sources. Individual donations can be made directly on the clinic website, Amazon donates in response to purchases on AmazonSmile, and organizations such as the Health Resources and Services Administration, Special Hope Foundation, S. Mark Taper Foundation, and Cedars-Sinai Medical Center have made significant donations.



## OVERVIEW

Elwyn was founded in 1852 as a small, private school for children with intellectual and developmental disabilities, with the mission of maximizing the potential of this population, helping them to lead meaningful and productive lives. Elwyn has grown into a large, multi-state, nonprofit human services organization serving individuals with a wide range of intellectual, physical, behavioral, and developmental disabilities. It is now one of the oldest and largest care facilities in the United States.

Elwyn currently offers services and programs in four states: Pennsylvania, New Jersey, Delaware, and California, as well as consultative and training services worldwide. Elwyn provides supports for daily living and residential services for clients with intellectual and developmental disabilities in Delaware, Chester, and Philadelphia counties in Pennsylvania and in Cumberland, Gloucester, and Atlantic counties in New Jersey. Some of Elwyn's residences are customized for medically fragile clients or those with specific syndromes or limited communication skills.

## SERVICES

Elwyn's services include education, rehabilitation, and employment options, child welfare services, assisted living, respite care, campus and community therapeutic residential programs, and other supports for daily living. Elwyn has more than 80 group homes serving people with intellectual and developmental disabilities, and 10 homes for people with mental illness. Elwyn has a staff of over 2,700 full- and part-time employees and provides employment experience to over 2,500 people each year in workshops and supported employment programs. Elwyn provides early intervention services to more than 5,000 children each year and offers special education to hundreds more.

Elwyn's Main Campus resides in Media, Pennsylvania and houses residential, medical, and behavioral services together in one location. The campus is surrounded by low-density residential areas, is close to the Route 1 Baltimore Pike on one side (triangular property), and has no commercial neighbors.

The Main Campus building includes 100 beds for very psychiatrically disturbed individuals and a wide variety of day programs, including a school. More recently, the campus has added an eight-acre farm that incorporates various programs for campus students and provides fresh produce to the adults in the 30 residential homes on and off campus. Services through the Main Campus are also available for others in the community, and the program aims to transition residents out of treatment and into the community when they are ready.

## POPULATIONS SERVED

Today, Elwyn serves over 12,000 people with intellectual and developmental disabilities. Elwyn's early intervention programs for Philadelphia and the City of Chester alone serve about 7,000 children between the ages of three and five. There are currently 240 people living on the Main Campus and approximately 270 living in group homes in Delaware County.

## FUNDING

Elwyn's current operating budget is approximately \$270 million. As a result of funding cuts from the state in 2012, Elwyn was forced to close its on-campus Valley View residential facility and program for 40 deaf and deaf-blind senior citizens. According to Elwyn officials, there was a gap in excess of \$800,000 annually between revenue from the Commonwealth and the funding needed to make that program sustainable. Residents of that program were transitioned out of the center within a period of 90 days. Elwyn is not a FQHC, but most of its costs are reimbursed by federal, state, and county funds.

One particular obstacle arises because mental, physical, and behavioral funding streams are separate and have different priorities. Staff members receive the same amount of money for a standard patient visit as from a developmental patient visit. However, the developmental patient visit takes much more time, so in this way the funding model is difficult.

## Los Angeles Residential Community

### OVERVIEW

Los Angeles Residential Community (LARC) is located in the Santa Clarita Valley, California and represents a long-running program with strong ties to the community. LARC provides homes, recreation, social activities, physical fitness, day training, workplace training, and more to developmentally disabled adults. The idea for LARC began in 1959, with a group of parents who wanted to develop services and facilities for their developmentally disabled children that focused heavily on education, recreation, and socialization. This idea was unique for the time, given that the usual course of intervention with developmentally disabled individuals included institutionalization.

The original setting for the LARC Ranch was a small, dorm-like building with a recreational area and a school. This expanded into a large dorm setting with an auditorium and an indoor swimming pool and further into 13 3,000-square-foot homes called the LARC Villas in January of 2001. The LARC Ranch currently consists of these 13 homes, along with two service buildings that make up the distribution kitchen, a multipurpose room, and offices for administrative staff and doctors. LARC's HUD home (located in Newhall) has been in operation for about 10 years and provides a homelike environment for residents who had previously lived in LARC's larger setting. This model has proven successful and suggests that residents who experience quality care and services can effectively make this transition.

## SERVICES

LARC currently offers the following services:

- 14 residential care homes, including three homes for the elderly
- An adult developmental center specializing in accommodating more challenged adults
- A day training activity center specializing in work-related training and opportunities
- A wide variety of activities, including a travel club and physical fitness programs

The LARC homes form a neighborhood for LARC's residents, whose daily responsibilities and tasks center around activities and tasks necessary to live comfortably in their homes, including cooking and doing laundry. Residents are also offered many social and recreational activities, including LARC's Travel Club, Bowling Team, a partnership with the Special Olympics, community outings, swimming, walking, bike riding, karaoke, bingo, the women's club, the men's club, dances, and crafts.

LARC's three-day programs serve both their residents and clients from the community. LARC Industries offers vocational training and contract piecework. LARC's Adult Development Center consists of residents and day clients who have greater physical and/or behavioral challenges.

## POPULATIONS SERVED

The LARC Ranch accommodates individuals whose developmental disabilities are appropriate for Level II or Level III facilities. LARC provides continuity of care for residents throughout their lives: LARC Adult Residential serves developmentally disabled adults ages 18 to 59, and LARC Residential Care for the Elderly serves adults ages 60 and older.

LARC's residential programs offer Level II and Level III care that includes supervision and training for adults and elderly participants. LARC's adult day programs include a Day Training Activity Center that focuses on job training and social skills development and an Adult Developmental Center that offers services for individuals with significant physical and/or self-help challenges.

## FUNDING

To help pay for the ongoing costs of LARC's infrastructure and programming, LARC looks to the following sources:

- Medical funding from the State of California (for both their residential and day programs)
- Direct pay from some residents (who are charged the same as the State of California's rate)
- Funds raised by LARC, as a nonprofit organization

In 2013, LARC achieved \$3,913,407 in program services revenue and \$590,941 in contributions, with total revenue at \$4,803,175. In 2014, the Annenberg Foundation donated \$500,000 to the LARC Foundation to help with the water crisis due to California's drought.

# Schreiber Center

## OVERVIEW

The Schreiber Center is a specialized mental health clinic located in the Gail Steele Wellness and Recovery Center in Hayward, California. It serves the mental health care needs of adults with mental health illnesses and developmental disabilities. Part of the center's mission is to better prepare the county to support individuals with complex psychiatric needs, which is especially necessary after the closures of the Agnews and Lanterman Developmental Centers. The center was developed in collaboration with Alameda County Behavioral Health Care Services (BHCS) and Public Health Department, the Regional Center of the East Bay (RCEB), and the Developmental Disabilities Council of the Alameda County Health Care Services Agency.

The Schreiber Center was based on the model offered by the Puente Clinic, located in San Mateo County. The Puente Clinic model includes provision of mental health treatment to individuals with co-occurring developmental disabilities and severe mental illnesses.

## SERVICES

The primary services offered by the Schreiber Center are as follows:

- Assessment for Specialty Mental Health Services
- Case Consultation
- Psychotherapy
- Medication Support

## POPULATIONS SERVED

The Schreiber Center currently serves Alameda County adult residents who are also clients of the RCEB. To be eligible for care, clients must meet the Specialty Mental Health Criteria and have a covered behavioral health care plan. The focus of the center is on individuals with co-occurring mental health disorders and developmental disabilities.

## FUNDING

The Schreiber Center aims to establish a financially sustainable program that replicates the Puente Center. The California Department of Developmental Services (DDS) is the funding agency for the center, providing grant support for its services. The Alameda County Board of Supervisors approved a one-time provision of \$250,000 to help start the center. These funds supported a partnership with the Puente Clinic, a Steering Committee to identify the needs in the community and to promote advocacy for the project, and specialized groups to guide the process and exploration for location possibilities and needs assessments.

BHCS received a \$75,000 grant from RCEB to develop the Schreiber Center. In September of 2014, the RCEB received a 3-year, \$333,900 grant (which runs from 2014 through 2017) from the DDS to improve outreach and engagement efforts to appropriate community members, thereby increasing access to treatment within these populations. The RCEB is partnering with the Alameda County Public Health Department and Alegria Community Living to implement this grant.



## APPENDIX F:

# References and Documents Consulted

### PUBLIC-PRIVATE PARTNERSHIPS

- Forrer, J. et al. "Public-Private Partnerships and the Public Accountability Question." *Public Administration Review*, May/June 2010.
- Historic Leasing in the National Park System: Preserving History Through Effective Partnerships*. National Trust for Historic Preservation, September 2013.
- National Register Information System*. National Register of Historic Places. National Park Service.
- Public Private Partnership: Balancing the Needs of the Public and Private Sectors to Finance the Nation's Infrastructure*. Special Panel on Public-Private Partnerships, U.S. Congress Transportation & Infrastructure Committee, 2014.
- Public-Private Partnerships: Key Elements of Federal Buildings and Facility Partnerships*. United States General Accounting Office (GAO), 1999.
- Public Spaces/Private Money: The Triumphs and Pitfalls of Urban Park Conservancies*. The Trust for Public Land, February 2015.
- Report to Congress on Public-Private Partnerships*. United States Department of Transportation, December 2004.
- Walls, M. *Private Funding of Public Parks: Assessing the Role of Philanthropy*. Issue Brief, Resources for the Future, January 2014.

### SDC CORE PILLARS

- Essential Elements of a Closure Plan*. Parent Hospital Association, 2015.
- Final Report on the Plan for the Closure of Agnews Developmental Center*. Prepared by California Health and Human Services Agency, Department of Developmental Services, March 2010.
- Gray, M. & Merenlender, A. *Analysis of the Sonoma Developmental Center Property for Maintaining Connectivity Along the Sonoma Valley Corridor: Implications for Wildlife Movement and Climate Change Adaptation*, draft 2015.
- Medicaid Program; State Plan Home and Community-Based Services, 5-Year Period for Waivers, Provider Payment Reassignment, and Home and Community-Based Setting Requirements for Community First Choice*. U.S. Department of Health & Human Services, Centers for Medicare & Medicaid Services, January 2015.
- Model Services Presentation*. Prepared by a subcommittee of the SDC Coalition in partnership with Sonoma County Department of Health and Human Services.
- Overview of the Federal Requirements for Home and Community-Based Settings*. U.S. Department of Health & Human Services, Centers for Medicare & Medicaid Services, January 2015.
- Penrod, K. et al. *Critical Linkages: Bay Area & Beyond*. Prepared by Science & Collaboration for Connected Wildlands, Fair Oaks, CA in collaboration with the Bay Area Open Space Council's Conservation Lands Network, 2013.

*Plan for the Closure of Agnews Developmental Center.* California Health and Human Services Agency, Department of Developmental Services, January 2005.

*Plan for the Closure of Lanterman Developmental Center.* California Health and Human Services Department of Developmental Services, April 2010.

*Plan for the Future of Developmental Centers in California: Report to the Legislature Submitted Pursuant to Assembly Bill 89, Section 14(a) (Chapter 25, Statutes of 2013).* California Health and Human Services Agency, Task Force on the Future of Developmental Centers, January 2014.

*Regional Center of the East Bay Awarded \$333,900 for Specialty County Mental Health Clinic.* Alameda Health Care Services Agency, September 2014.

*Review of Water Resources for Sonoma Developmental Center.* Sonoma County Water Agency, 2015.

*Sonoma Developmental Center Natural Resource Assessment.* Sonoma County Agricultural Preservation and Open Space District, April 2015.

*Update on the Plan for the Closure of Lanterman Developmental Center.* California Health and Human Services Department of Developmental Services, January 2015.

## SITE TRANSFORMATIONS

Adams, D. "Developer in deal for South Weymouth air station project." *The Boston Globe*, April 2015.

*Annual Report 2013 – 2014.* James Madison University, Division of Administration and Finance, 2014.

*Buckley Annex Introduction to Zoning (Presentation).* Lowry Redevelopment Authority, May 2013.

*California Military Base Reuse.* Prepared by California Environmental Protection Agency Department of Toxic Substances Control. Retrieved from <https://www.dtsc.ca.gov/OMF/upload/Brochure-no-CL.pdf>.

*California State University, Channel Islands Master Plan.* California State University Capital Planning, Design & Construction, Facilities Planning 2003 – 2004.

*California State University, Channel Islands Site Authority Act, Senate Bill 1923, Title 7.75,* February 1998.

*City Fact Sheet: Fort Vancouver National Site.* City of Vancouver, Washington, October 2013.

*Cooperative Management Agreement between the U.S. Department of the Interior, National Park Service, Gateway National Recreation Area and The City of New York,* July 2012.

*Cultural Landscape Report for Naval Air Station Alameda.* Prepared by JRP Historical Consulting LLC and PGAdesign Inc. for Naval Facilities Engineering Command Southwest, April 2012.

*Cultural Landscape Report: The Richardson Olmsted Complex, Buffalo, NY.* Prepared by Heritage Landscapes for the Richardson Center Corporation, October 2008.

*Defining a Viable Management Structure for the Presidio After 1995.* Prepared by McKinsey & Company Inc., May 1992.

*Fort Vancouver: Cultural Landscape Report (Chapter 1, Volume 2).* National Park Service, October 2005.

Frenchman, D. & Lane, J. S. *Discussion White Paper: Assessment of Preservation and Development in Lowell National Historical Park at its 30-Year Anniversary.* Prepared for Lowell National Historical Park and Lowell Historic Preservation Commission, 2008.

Frisinger, J. *Mission Complete: A Cultural Closure for Walter Reed Army Medical Center.* U.S. Army News, March 2015.

Gilmore, G. J. *Fitzsimons' Closure Attracts Investment, High-Tech Jobs.* Department of Defense News, July 2005.

*Hamilton Army Airfield Final Reuse Plan.* Prepared by Robert Bein, William Frost & Associates, et al. for The Hamilton Local Reuse Authority, October 1995 (revised November 1996).

*Hamilton: Completing the Vision (presentation).* Prepared by The Hamilton Local Reuse Authority, June 2012.

*Hamilton Field Master Plan.* Prepared by The Martin Group, December 1991 (revised November 1992).

*Hamilton Master Plan*. Prepared by Gates & Associates for The New Hamilton Partnership, October 1993.

*Historic Structures Report: The Richardson Olmsted Complex, Buffalo, NY*. Prepared by Goody Clancy for the Richardson Center Corporation, July 2008.

*History of Redevelopment*. Lowry Redevelopment Authority. Retrieved from <http://www.lowrydenver.com/art-and-history/history-of-redevelopment/>, July 2015.

*Kalaupapa National Historical Park: Draft General Management Plan and Environmental Impact Statement*. U.S. Department of the Interior, National Park Service, April 2015.

Kosla, N. S. *Over a Decade of Failure: Why Military Base Reuse at the Naval Air Station, Alameda (Alameda Point) Has Been Unsuccessful*. Thesis, Master of Public Policy and Administration. California State University, Sacramento, 2010.

Leslie, M. & Lewis, P. *Evolving plans for Fitzsimons will transform underused land into a world-class venue*. Colorado Construction, July 2009.

Lore, D. C. *A Fiscal Crisis at Snug Harbor: Cultural Center Could Close*. Staten Island Live, June 2015.

*Lowry Redevelopment Overview* (Presentation). Lowry Redevelopment Authority, Spring 2012.

*Lowry Reuse Plan*. Aurora-Denver Lowry Economic Recovery Project, November 1993.

*Master Agreement: Presidio Green Collaborative Agreement Between the Golden Gate National Parks Conservancy and the Presidio Trust*. November 2004.

*Master Plan for the Richardson Olmsted Complex, Buffalo, NY*. Prepared by Chan Krieger Sieniewicz Architecture and Urban Design for the Richardson Center Corporation, September 2009.

*NAS Alameda Construction*. Prepared by Materials for the Future Foundation Inc. for EPA Region 9. Retrieved from <http://www.lifecyclebuilding.org/docs/Urban%20and%20Economic%20Development%20Division.pdf>.

*Naval Air Station Alameda Environmental Restoration (Installation) Award Nomination*. Naval Facilities Engineering Command Base Realignment and Closure Program Management Office, 2015.

"Our Opinion: Cautious optimism about SouthField's developer." *The Patriot Ledger*, July 2015.

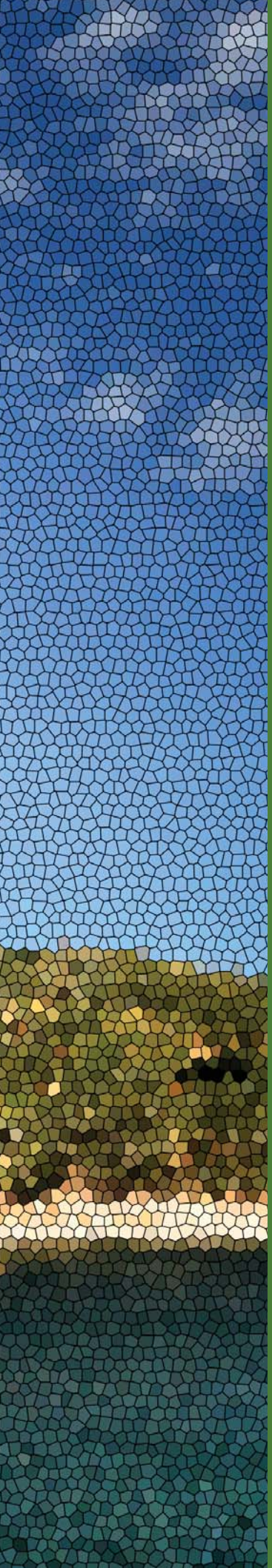
*Site Coordinated Master Plan – Phase II: Anschutz Medical Campus, Fitzsimons Redevelopment Authority, Veterans Affairs Medical Center, and Associated Areas (Final Review Draft)*. Prepared by Office of Institutional Planning, University of Colorado Denver, January 2014.

*The Water Campus Master Plan*. Retrieved from <http://theadvocate.com/news/11557261-123/here-are-renderings-for-1st>, February 2015.

*UAMC-South Campus: The Eight Year Transformation – FY 2005 through FY 2013*. Prepared by Office of the Assistant County Administrator for Health, November 2013.

Wold, A. *Renderings for 1st phase of Baton Rouge's unique Water Campus*. Retrieved from <http://theadvocate.com/news/11557261-123/here-are-renderings-for-1st>, February 2015.





## Potrero Group

Potrero Group is a management consulting firm specializing in business planning for social sector clients. We work closely with organizational leaders who want to develop successful ventures that are financially sustainable and responsive to market contexts. Our team members have worked closely with federal agencies, regional governmental agencies, local and national nonprofits, and hospitals. We have partnered with a wide range of organizations including: Local Government Commission, the National Park Service, the National Park Foundation, Center for Ecoliteracy, Marin Clean Energy, East Bay Environmental Network, the Center for Volunteer and Nonprofit Leadership, and the National Wildlife Federation.

## Transform SDC Project

In order to serve as an organized voice for the local community, and to protect the people and the assets of the Sonoma Developmental Center (SDC), Sonoma Land Trust, Sonoma County, the Parent Hospital Association and the Sonoma Ecology Center have launched the Transform SDC Project. Transform SDC is facilitating a community dialogue to identify a common vision and specific recommendations for the future use of the site. Based on community input, the vision for Transform SDC is *to create a public-private partnership driven by community ideas and values that showcases the site's history, maintains critical services for the developmentally disabled, provides opportunities for creative reuse of SDC's assets, and preserves the natural resources and open space of the site.* For more information on the project, visit [www.transformsdc.com](http://www.transformsdc.com).

*This report was created with the generous support of the Gordon and Betty Moore Foundation.*