



# Sonoma Developmental Center: Site Transformation Study



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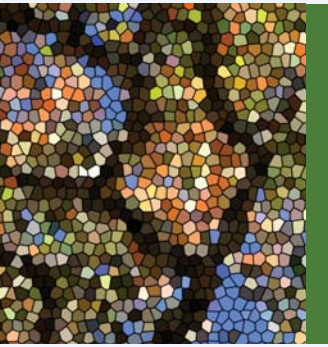
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# Executive Summary

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

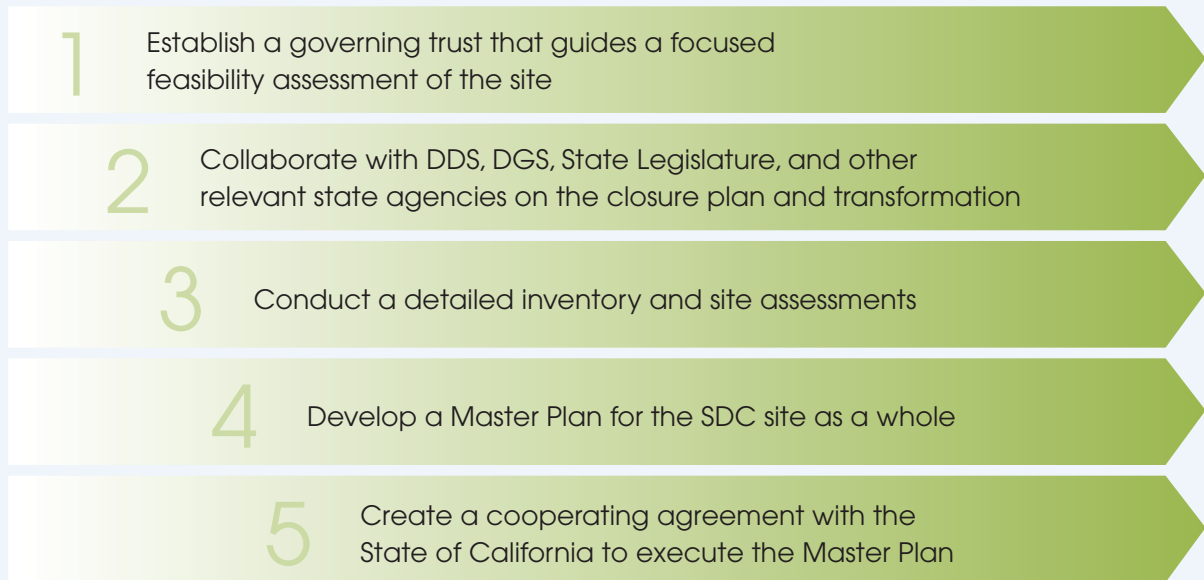
public input, ensuring that key community concerns are addressed. After the development, governance is divided among each of the various landholders. Without a central institution solely dedicated to guiding the transition, the site could lack a coherent unified transformation enabled by other models. 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



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

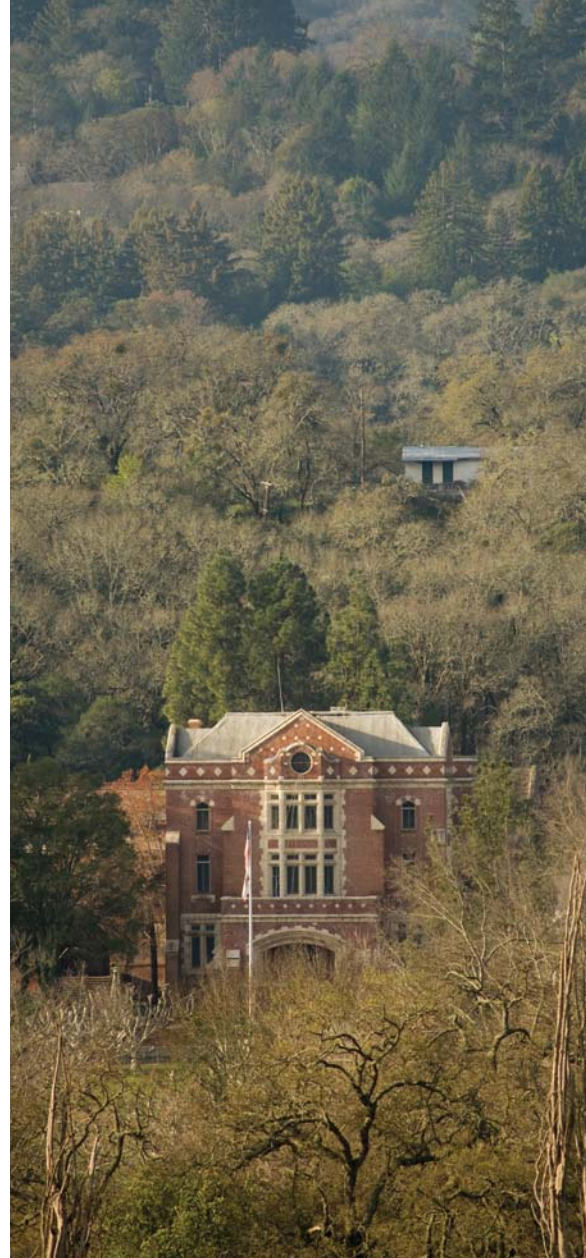
With its span from mountain slope to floodplain, diversity of habitats, and key location as a wildlife corridor, the SDC property is central to sustaining the ecological integrity of Sonoma Valley and the greater North Bay. In addition to its importance for native plant and wildlife species, the property 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

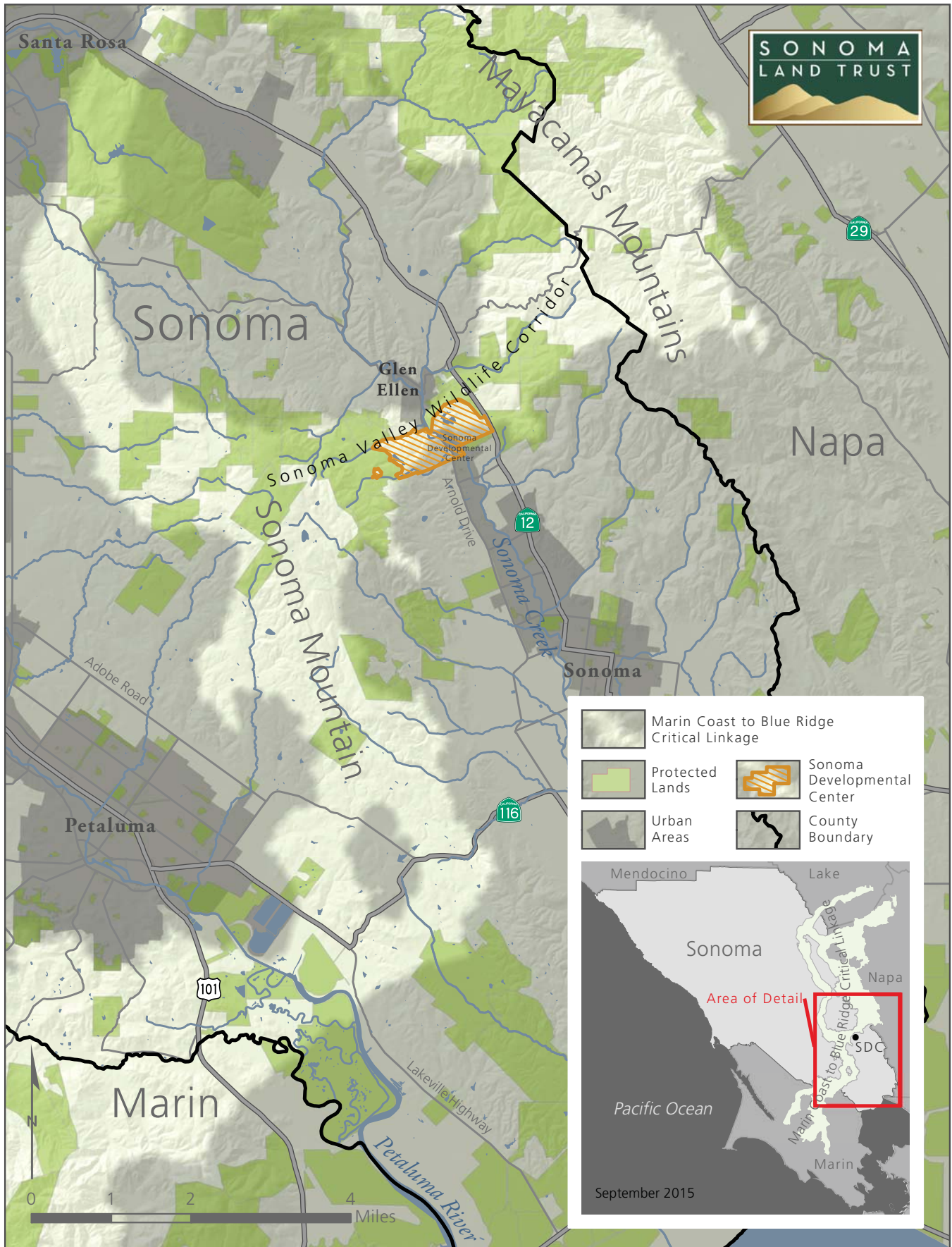
Sonoma County is recognized as one of the most biologically diverse regions in California and the entire United States, and SDC supports a cross-section of this diversity. The undeveloped portions of SDC—about 700 acres—include forests, woodlands, and grasslands rich in native species, wetlands, and 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, nonprofits, 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.

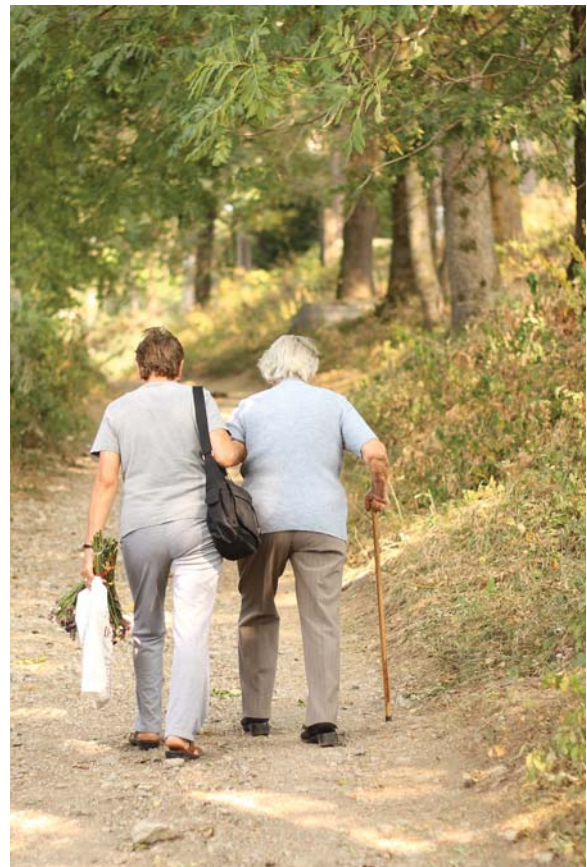
The Presidio governance model could be applied to the SDC. The state could retain ownership over the facilities, but cede operational and financial oversight to a board appointed by the Governor or other key officials. One significant advantage to this model is that the agency could be permitted to have 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

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### INTERVIEWS

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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
<b>Alameda Naval Air Station</b>  <i>Previous Use: Military</i>	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.
<b>Anschutz Medical Campus</b>  <i>Previous Use: Military Hospital</i>	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.
<b>California State University, Channel Islands</b>  <i>Previous Use: Hospital</i>	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 consultant 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:

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## 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).

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