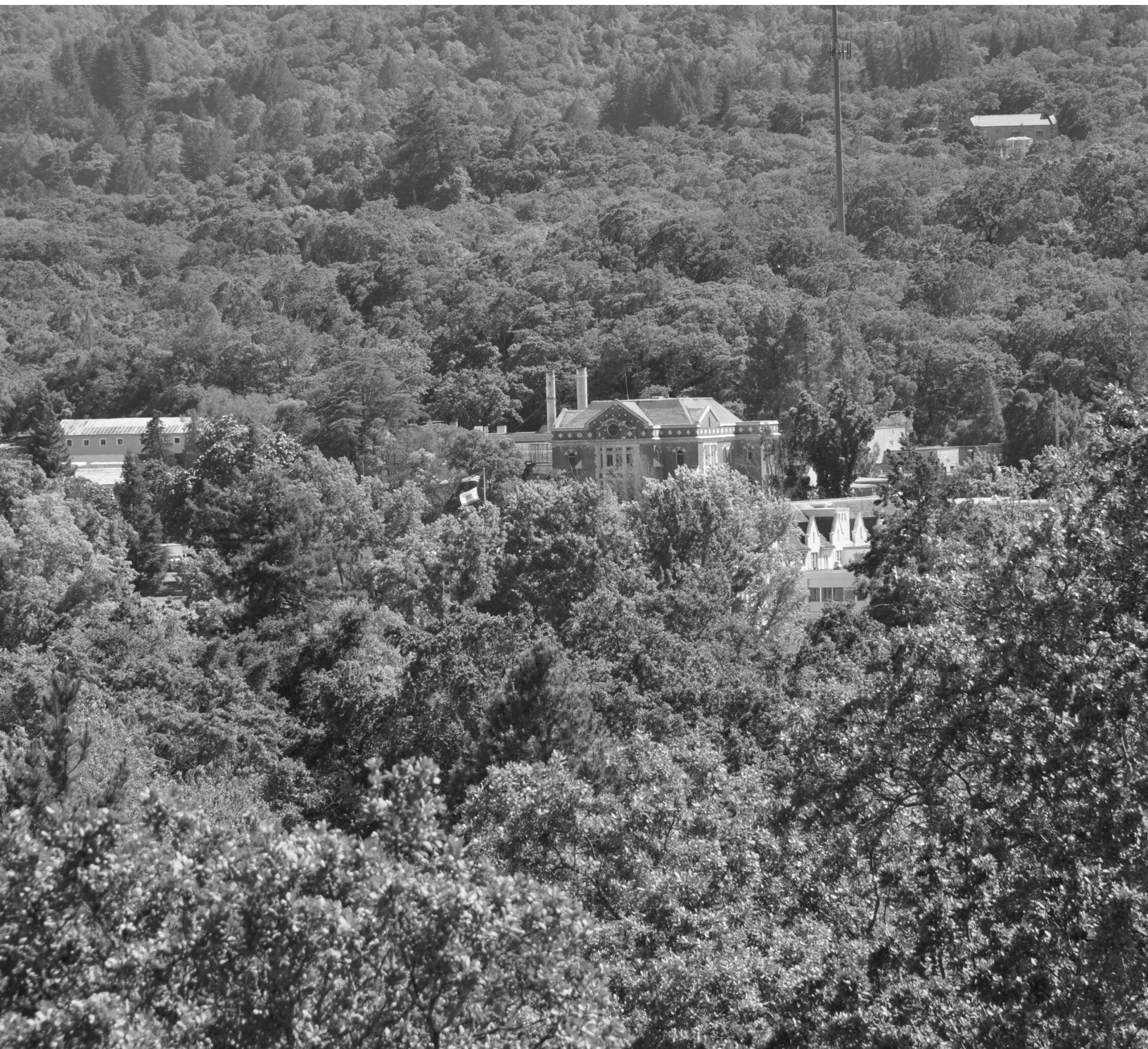


2. EXECUTIVE SUMMARY

THE STORY OF SDC



The Sonoma Developmental Center (SDC) Conceptual Master Land Use and Facilities Reuse Plan Alternatives Study represents an unprecedented opportunity to fulfill the goals and obligations of DGS's Asset Management Branch (AMB) while also responding to the aspirations of other stakeholders and the community for this unique site. The SDC site has significant potential as a community open space resource, as a redevelopment site within its unique historic context, as a part of Sonoma County's working agricultural fabric, and as an ecological resource replete with extensive native habitat and abundant water resources. This Existing Conditions Assessment seeks to establish a foundation of site understanding for exploring and balancing all of these potentials in a series of conceptual land use alternatives in an engaged stakeholder and community process that will follow.



2.1 Community Voice

Ongoing communication between community members, stakeholders, and the planning team is a key part of this phase of work on the SDC site. The planning team met individually with stakeholders, and convened two four-hour meetings with a Community Advisory Committee (CAC) made up of representatives of community-based organizations, non-profits, State agencies, and others. Finally, an open house on June 23, 2018 provided an opportunity for the larger community to view findings and provide input.

During the summer of 2017, the Consultant team met individually and in small groups with people representing a variety of community organizations, State agencies, and others. Five “foundational themes” emerged from these interviews. First, all participants identified natural resources protection, open space access, and scenic values as of great importance at SDC. Second, all participants characterized SDC as a special place because of its history of care for people with disabilities, and many wished to have this legacy continued in some way. Third, participants expressed that SDC is an important contributor to the community’s character and rural quality of life, and valued the conservation of the place’s current scale and its historical and cultural resources.

Fourth, most participants expressed an interest in development types that would contribute to economic diversity in Sonoma Valley, including workforce housing and employment. Finally, many people described the importance of ensuring public access and community connection with SDC and its lands.

Stakeholders built on these themes during two CAC meetings in September 2017 and March 2018. Discussions identified key goals for process and outcomes that could achieve both the State’s and stakeholders’ priorities. These included:

Different Processes and Outcomes for Different Parts of the Campus.

Stakeholders proposed that there should be an approach that would allow agencies with the greatest interest and expertise in specific opportunities to plan for different areas of the campus. For example, portions of the property could be transferred to State Parks and Regional Parks, and open space preservation for those areas could move forward independently of other parts of the site. The campus core could be transitioned to County Jurisdiction for more intensive planning.

Housing Mix. Stakeholders imagined a campus core that could include a mix of new residential and adaptively reused

buildings. There was a desire to include a mix of housing at all levels of the economic spectrum.

Balancing Agriculture and Wildlife.

Stakeholders voiced a clear concern for ecological preservation and sustainability. Stakeholders proposed that future development should preserve wildlife corridors, noting that some had been working toward this goal since 2012.

Historic Preservation. Stakeholders emphasized the importance of preserving artifacts and materials, preserving buildings that represent SDC’s history and telling the story of its people, and a memorial park at the cemetery.

Preserving Glen Ellen’s Character.

Stakeholders emphasized that reuse of the SDC site should be compatible with its low-density context, and benefit the community.

Maintaining a Prominent Role for the Community.

Stakeholders sought assurance that the campus will be reused in a way that demonstrates good faith with the community, and that the community can be a driver in the process.

A more detailed summary of community input is provided in Chapter 3.

2.2 Land + Water

REGIONAL SETTING

SDC is located in the Coast Range of Northern California, a Geomorphic Province characterized by northwest trending topographic and geologic features, including many separate ranges and valleys. The province is bounded on the east by the Great Valley and on the west by the Pacific Ocean. Within this larger region, the site lies in the Sonoma Valley, tucked between Sonoma Mountain to the west and the Mayacamas Range to the east. The mountain slopes are mostly undeveloped and wooded with numerous small seepages, springs and creeks. The valley drains to Sonoma Creek, which discharges to San Pablo Bay and on to San Francisco Bay.

TERRAIN, SOILS, AND HAZARDS AT THE SDC SITE

SDC comprises a large, substantially undeveloped area that extends from Highway 12 on the east, across Sonoma Creek, and well up the slope of Sonoma Mountain to the west. The site rises from 175 feet above sea level at Sonoma Creek to over 900 feet. Much of the land has moderate slopes of between 5 and 10 percent. The site's predominant Hydrologic Soil Groups C and D have low to very low infiltration rates due to the presence of clay and silt. Much of the property has significant vegetation, which holds water and slows runoff and improves infiltration.

SDC is located in a seismically active region and within 20 miles of three known active faults, though no known active faults are located within the site. Geologic hazards at the project site include the potential for strong to very strong ground shaking; liquefaction of the terraces along Sonoma Creek; lateral spreading and lurching at Sonoma Creek, cuts and retaining walls; erosion of the creek banks; and landslides on the hillsides. Other geological hazards may also exist, and in many cases require additional study.

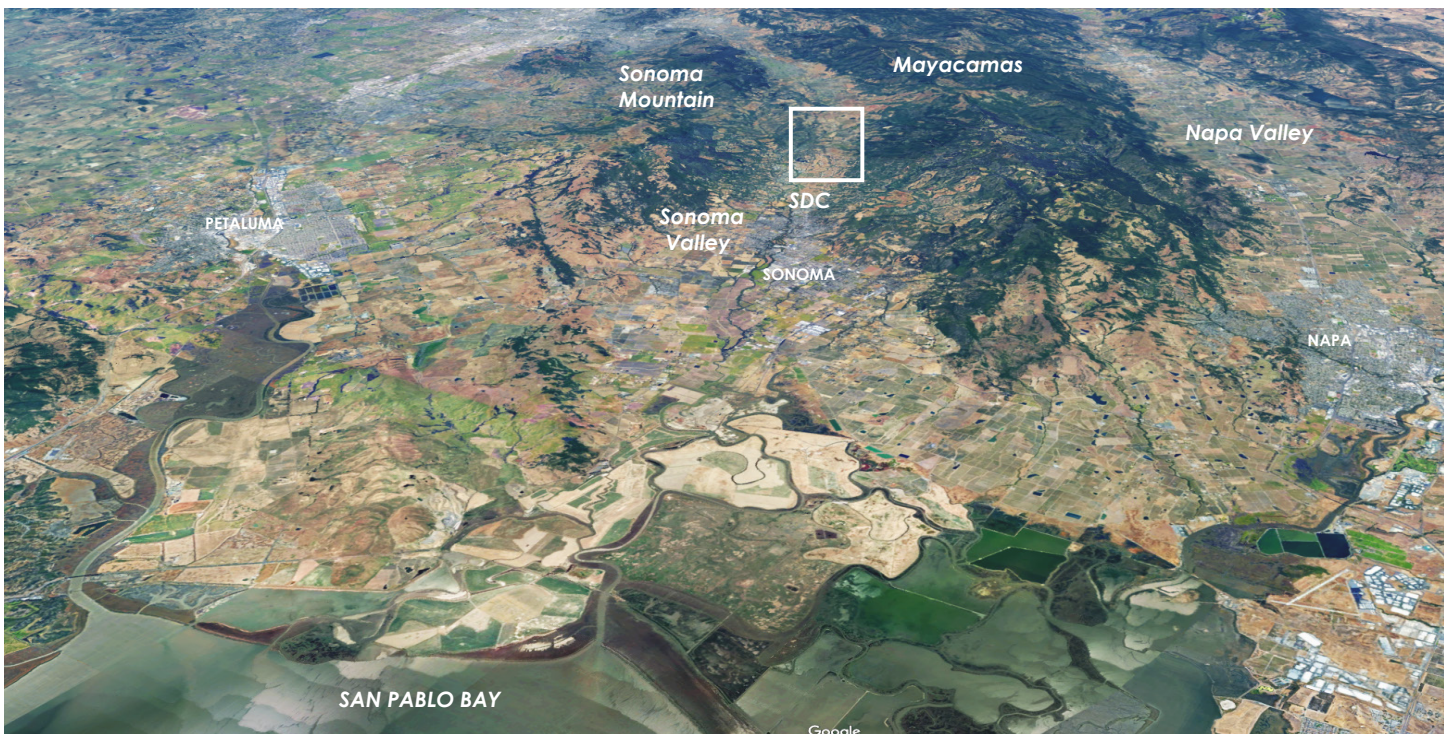


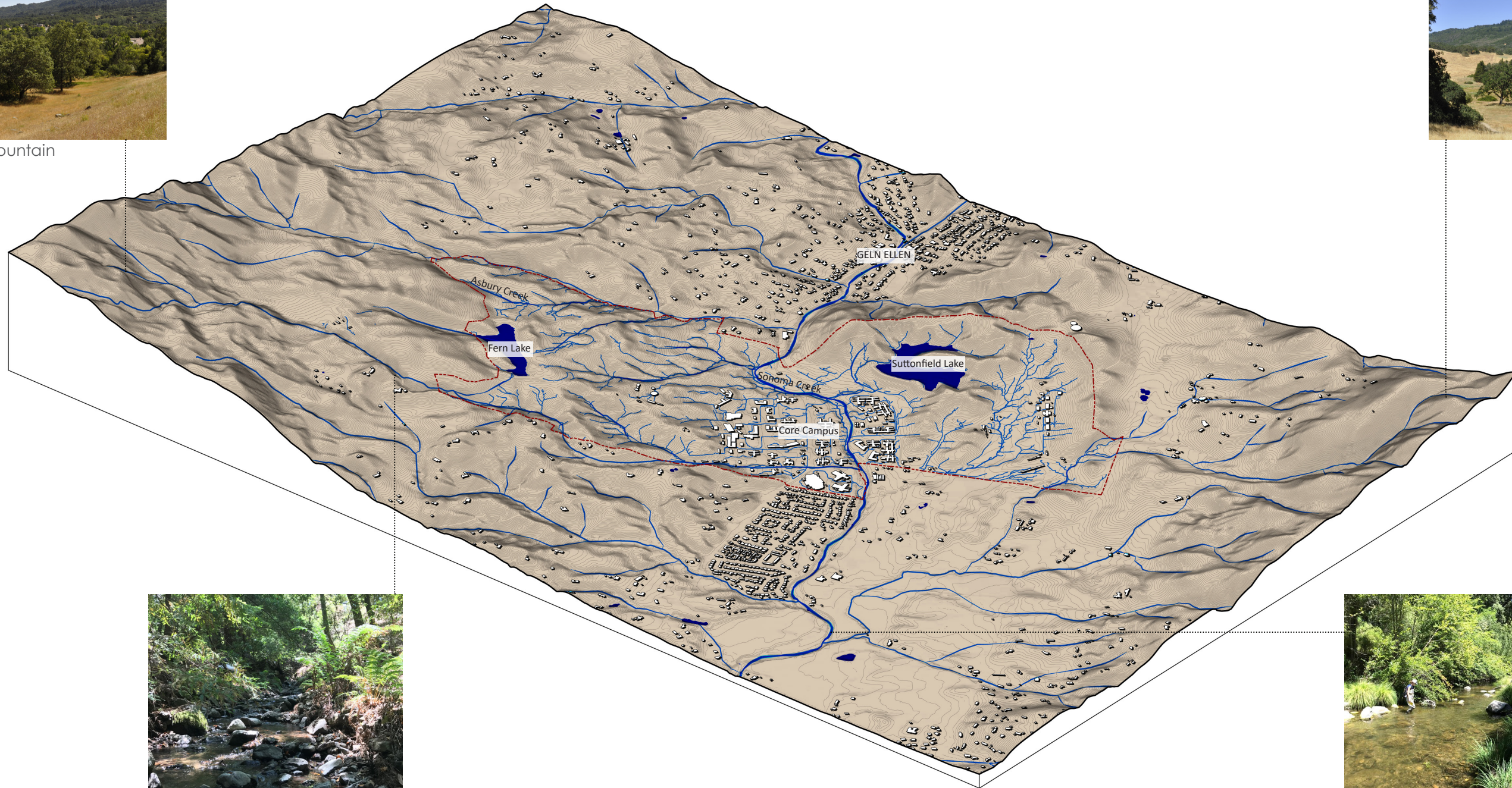
Figure 2-1
LAND + WATER AT SDC



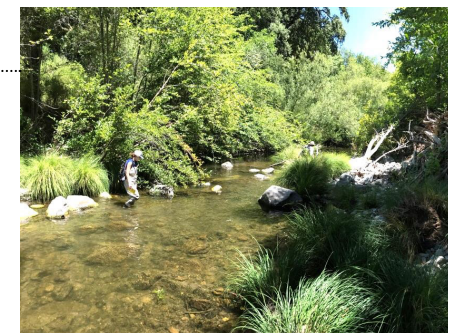
Sonoma Mountain



Mayacamas Range



Hill Creek



Sonoma Creek

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SITE HYDROLOGY

SDC sits within the central portion of the Sonoma Valley and the 170-square mile Sonoma Creek watershed. The creek bisects SDC after it flows out of Warm Springs Canyon and heads south towards San Pablo Bay. Along the 0.8-mile long section of the creek through the SDC property, Sonoma Creek is flashy and seasonally variable. Wide, low gravel bars support willow and alder. Multiple channels form through and around the gravel bars, creating beneficial, complex habitat for fish and other aquatic organisms. The stream's banks are

subject to natural processes of erosion and widening; in some locations where buildings are close to the creek, banks have been hardened for stabilization. Historic 100-year flood flow in Sonoma Creek, per FEMA modeling, is fully contained within the creek banks. However, climate change may result in more frequent, more extreme storms. Combined with the potential of debris blockage at bridge crossings, this may override the low flood risk implied by the FEMA model.

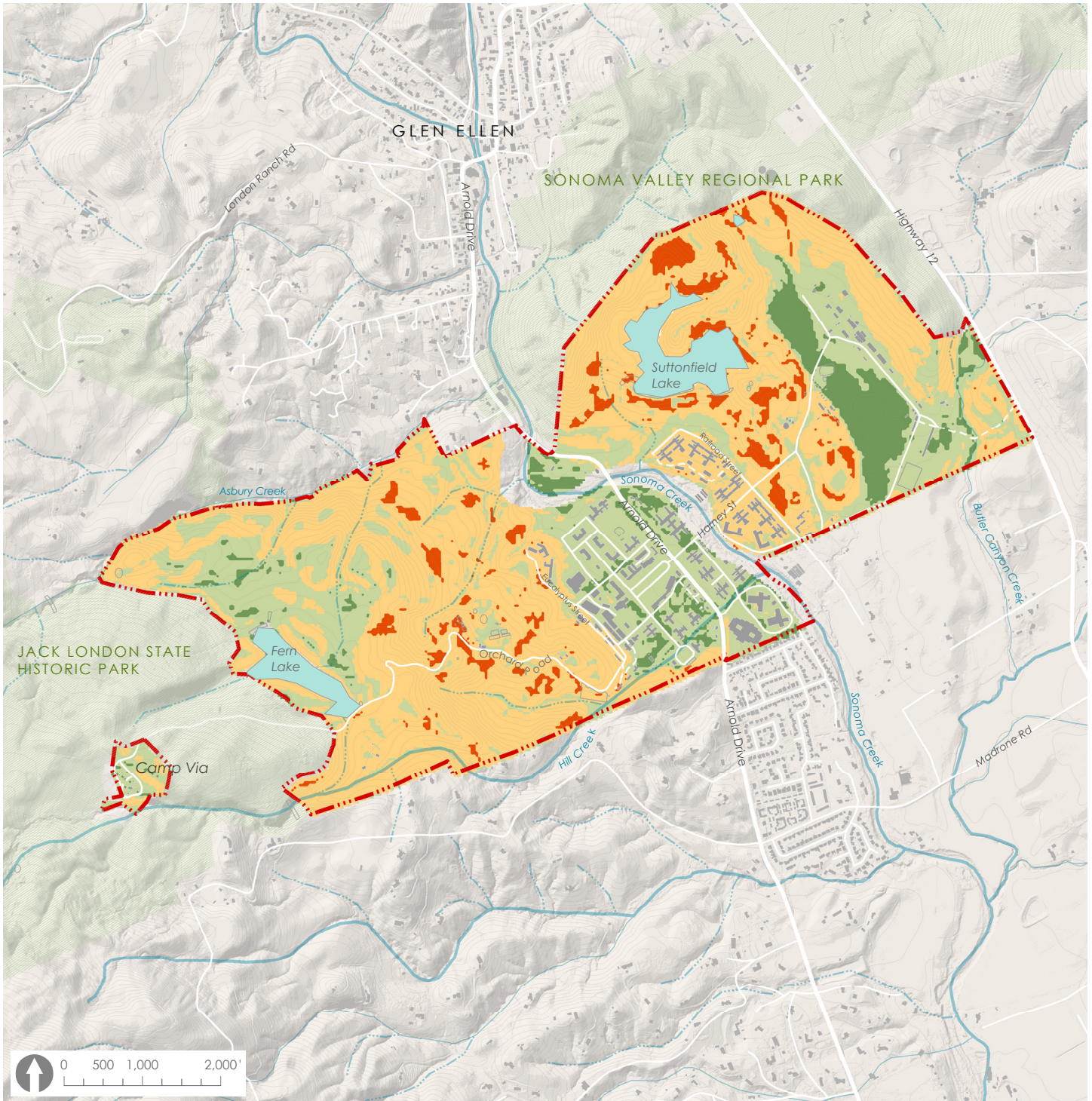
Two perennial tributaries, Asbury and Hill Creeks, flow from Sonoma Mountain and down along the north and south

borders of the property before joining Sonoma Creek. Their watersheds are steep and prone to bank instability, resulting in episodically high levels of sediment delivery to the creeks. Multiple seasonal and intermittent drainages are present on the east and west sides of the site, including two which have been dammed to create Fern Lake and Suttonfield Lake. Seeps and springs are present near the western property boundary, and a large seasonal wetland occurs along an intermittent tributary on the east side, below an impoundment.







Sonoma Creek bisects SDC after it flows out of Warm Springs Canyon and heads south towards San Pablo Bay.

Figure 2-2
SITE INFILTRATION



Legend

-  Not Suitable for Infiltration
-  Preferred Area for Native Woodland, Slow Infiltration & Soil Retention
-  Best Suited for Small, Decentralized Stormwater Management Practices
-  Best Suited for Centralized Infiltration Practices, Recharge & Wetland Restoration

Hydrology of the SDC site and vicinity appears to be significantly altered from historic conditions. Compared to pre-European settlement times, stream channels are generally less complex, more incised and less connected to floodplains. As a result, flows are more variable in response to storm events, more sediment is delivered to Sonoma Creek, and opportunities for infiltration and recharge are reduced. A number of diversions for water use are present, altering flows and in some cases potentially restricting fish passage. Nonetheless, the site continues to provide important water capture, filtration, and storage functions as well as habitat for threatened steelhead.

WATER SUPPLY

Water for human use at SDC is drawn from the creeks, springs, and groundwater. Asbury and Hill Creeks provide water to the property via piped diversions at weir structures, which divert water to Fern Lake. Additional water from a group of seeps known as Roulette Springs is piped directly to the water treatment plant. Water is also pumped during winter from Sonoma Creek into Suttonfield Lake. Fern Lake and Suttonfield Lake provide 840 acre-feet of combined raw water storage, which is available to be treated for domestic water supply or managed as fire suppression stores. The site also has three groundwater wells which supply water for specific uses.

Water supply is a key concern for the Sonoma Valley community. The Sonoma Valley Groundwater Management Plan has identified 10 Basin Management Objectives aimed at moving the Valley toward sustainable groundwater condition. These include the intent to “identify and protect groundwater recharge areas and enhance the recharge of groundwater where appropriate.” There are several opportunities to enhance groundwater recharge on this property. (See Figure 2-2)

A more detailed summary of the site’s geological and hydrological setting is provided in Chapter 4.



Fern Lake and Suttonfield Lake (pictured here) provide 840 acre-feet of water storage.

2.3 Ecology

REGIONAL SETTING

Sonoma County supports remarkable biodiversity, due in part to its varied terrain, proximity to both coastal and inland habitats, and extensive undeveloped lands. The SDC site captures many of these qualities on a smaller scale. The property is also located at the core of an important regional movement corridor for wildlife. It forms a central link in a swath of over 8,500 acres of protected open space (not including lands protected for vineyard or other intensive agricultural uses) and represents the largest and most ecologically significant unprotected property in the Sonoma Valley. SDC is adjacent to existing California State Park and Sonoma County Regional Park lands.

BIOLOGICAL RESOURCES AT THE SDC SITE

Diverse topography and soils, valuable water resources, extensive natural habitats, and connectivity with adjacent natural lands all contribute to SDC's rich biological resources, and to its capacity for resilience and to create connected landscapes that facilitates species movement and range shift in this era of dramatic climate change. Vegetation ranges from low-lying grasslands, used historically for livestock, to dense native oak, fir, and redwood forests on the slopes of Sonoma Mountain. A large wet meadow is present on the east side of the property, and valuable riparian forests extend along most of the creek corridors. Outside of agricultural areas, most habitats on site are rich in native plant species and are connected with larger swaths of natural lands beyond property boundaries.

SDC's streams support threatened and endangered salmonids, amphibians, and invertebrates; its forests and woodlands

provide forage and shelter for many bird and mammal species; its grasslands support many common reptiles and raptors; and even the central campus itself provides resources to bats, birds, and mammals. Five threatened and endangered wildlife species are known to occur on or adjacent to SDC:

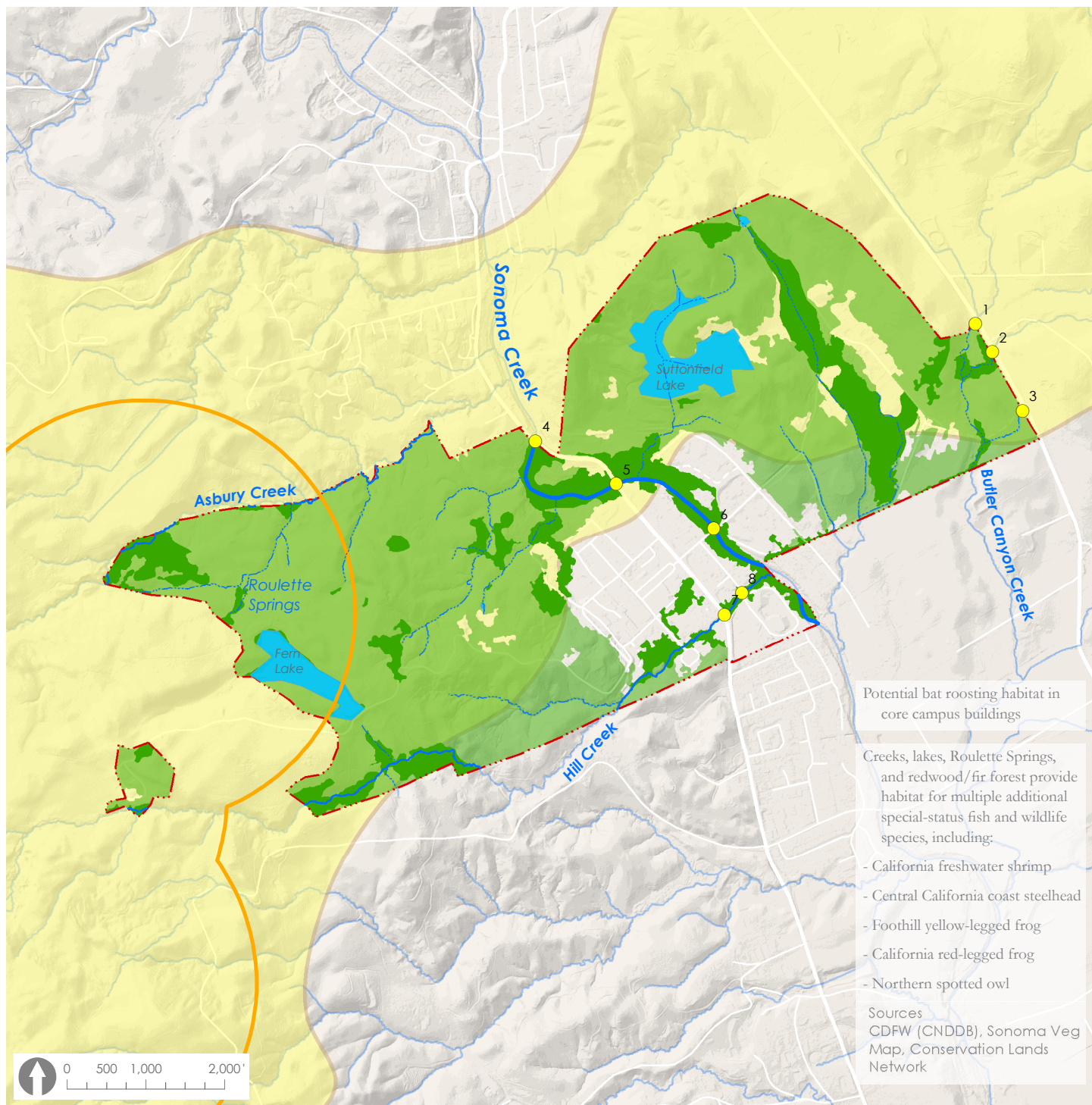
- California freshwater shrimp
- Central California coast steelhead
- Foothill yellow-legged frog
- California red-legged frog
- Northern spotted owl

Additional wildlife species of concern are also present, and a number of rare plant species have potential to occur.

Multiple local and regional studies have demonstrated that SDC provides critical movement opportunities for wildlife, including travel from Sonoma Mountain to the Mayacamas and beyond, along Sonoma Creek and other riparian corridors, and north-south along the flanks of Sonoma Mountain.

Figure 2-3

SENSITIVE NATURAL RESOURCES



- | | | |
|---|---|--|
| <p>SDC Property</p> <p>Vegetation</p> <ul style="list-style-type: none"> Sensitive vegetation types: riparian, wetland, redwood, valley oak, Oregon oak, madrone Other natural vegetation | <p>Water Resources</p> <ul style="list-style-type: none"> Sonoma Creek Hill and Asbury Creeks Seasonal streams Lakes and ponds | <p>Wildlife Movement and Habitat</p> <ul style="list-style-type: none"> Critical wildlife corridor Undercrossings (See text, Table 4.1) Northern spotted owl - 800 m buffer from known occurrences |
|---|---|--|

PEOPLE AND NATURE AT THE SDC SITE

SDC's expansive natural landscape provides ecological functions that are critical to human well-being on the property and in the region. Examples of these ecosystem services include:

- providing surface and groundwater for drinking and irrigation;
- purifying water and air, preventing erosion and flooding, and protecting climate by sequestering carbon;
- providing opportunities for recreation, appreciation of natural beauty, and a sense of place;

- supporting processes of soil formation, maintenance of biological diversity, and photosynthesis.

SDC also plays a key role in the scenic beauty of the Sonoma Valley, which is deeply valued by local residents and regional visitors and is enjoyed by tourists from around the world. Predominant views into and from the site are of open grassy hills, dark forested mountains, agricultural landscapes, thoughtfully-designed ornamental landscaping with many mature specimen trees, and historic architecture.

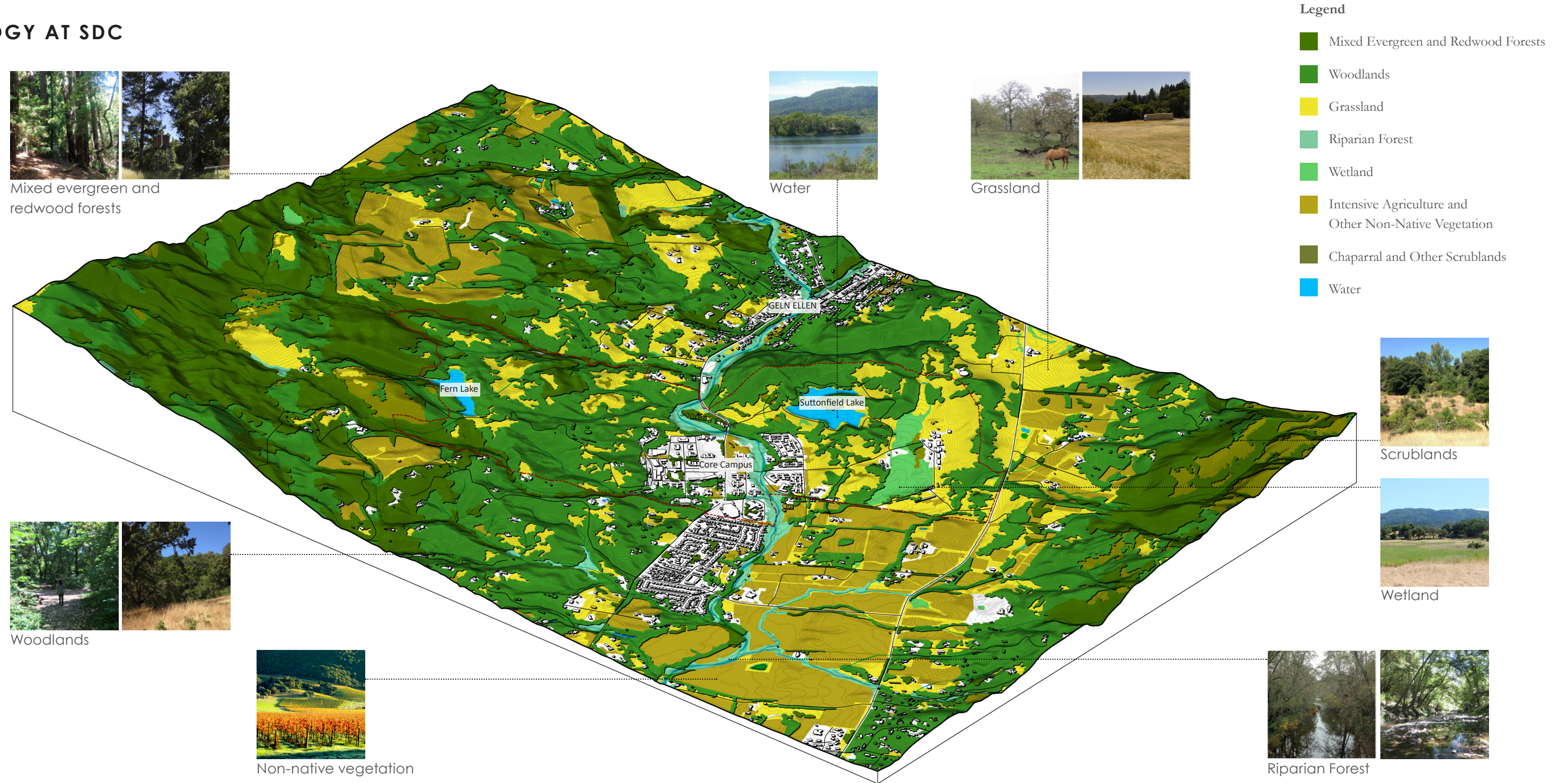
SDC's miles of trails and quiet roads connect to adjacent parklands and are well-used by the public for walking, running,

horseback riding, and cycling. Fern Lake and Suttonfield Lake are enjoyed as scenic hiking destinations. The field on Arnold Drive is used by the local community for softball and soccer. A privately operated ropes course is located on upper Hill Creek. Camp Via, once used as an overnight retreat for SDC residents, is located west of the main property. Most of its buildings are no longer functional. Equestrian and farm facilities on the east side of campus have in the past provided facilities for both SDC staff and residents as well as community members; many of these facilities were destroyed by the Nuns Fire.



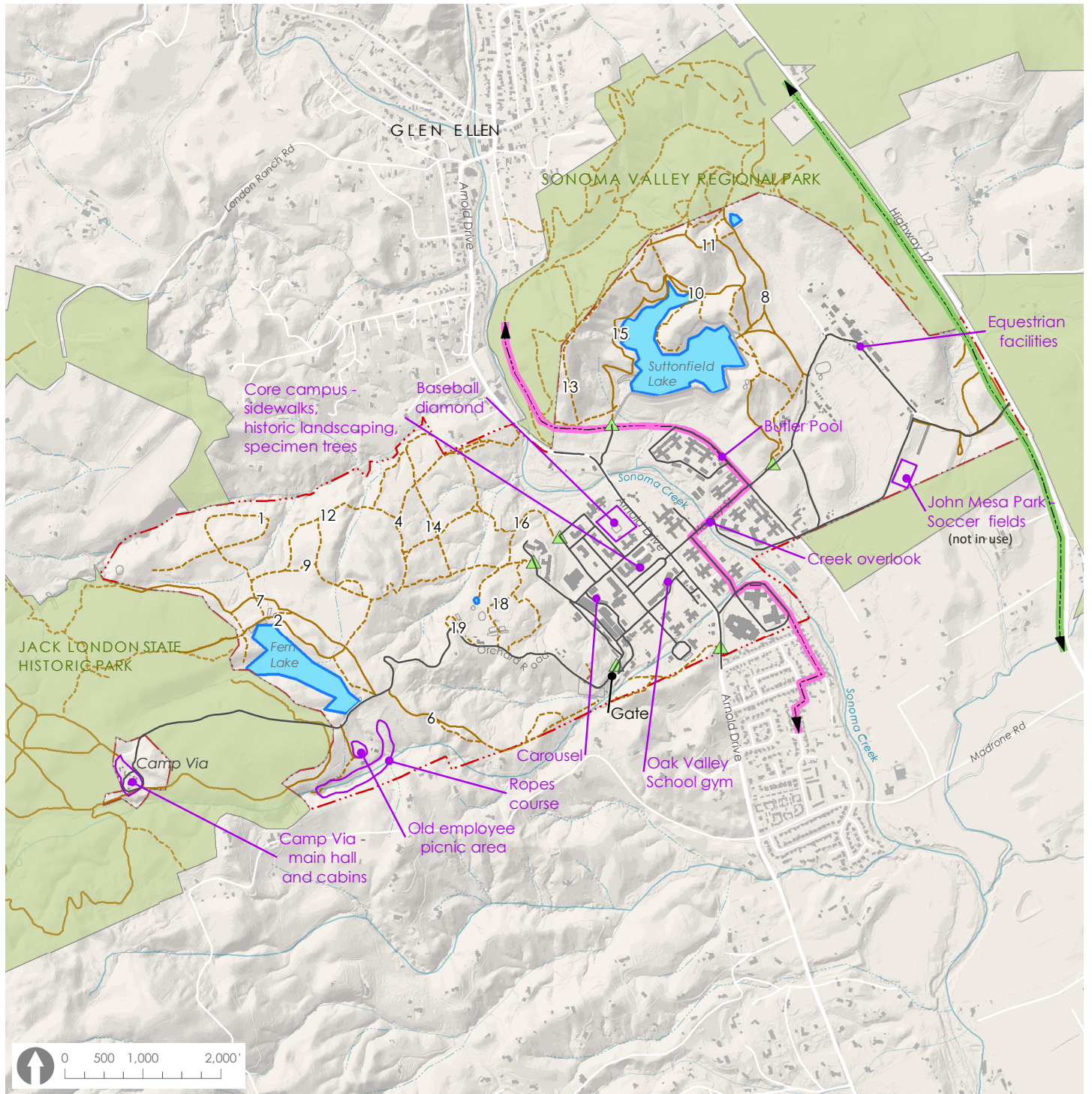
SDC's miles of trails and quiet roads connect to adjacent parklands and are well-used by the public.

Figure 2-4
ECOLOGY AT SDC



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Figure 2-5
RECREATIONAL RESOURCES



Legend

- SDC Property
- Adjacent public lands
- Recreational facilities
- Paved road
- Unpaved access road
- Trail
- ▲ Trail access points
- Proposed Glen Ellen-Eldridge Bikeway
- Proposed Sonoma Valley Regional Trail
- Lakes and pond

- | | | |
|------------------------|-----------------------------|---------------------------|
| 1. Asbury Crk Trail | 8. Frog Pond Fire Road | 14. Pine Trail |
| 2. Bay Fire Road | 9. Meadow Trail | 15. Suttonfield Fire Road |
| 3. Bucky's Trail | 10. NE Lake Loop Fire Road | 16. Wagner Trail |
| 4. Carolyn Day Trail | 11. NE Ridge Loop Fire Road | 17. Water Tank Trail |
| 5. Coon Trap Trail | 12. North Boundary Trail | 18. Water Tower Trail |
| 6. Eldridge Fire Road | 13. NW Ridge Trail | 19. Water Treatment Trail |
| 7. Fern Lake Fire Road | | |

STRATEGIES FOR PROTECTION AND OPPORTUNITIES FOR ENHANCEMENT

Reuse or redevelopment at the SDC site provides an opportunity to protect wildlife passage, riparian and aquatic habitat, and other sensitive resources. Examples of protective strategies include maintaining areas of intact habitat; avoiding conversion of native land cover to developed uses; maintaining buffers for riparian vegetation; maintaining stream flows and water quality; minimizing outdoor lighting and traffic speeds; and minimizing the use of herbicides and pesticides.

There are also opportunities for improving conditions for wildlife and sensitive ecological resources during site reuse.

These include widening riparian setbacks; addressing barriers to fish passage; decommissioning unneeded roads and trails; improving diversity through invasive plant removal and native plantings; and developing a fire management plan, among many others.

Reuse of the site also offers an opportunity to protect and enhance recreational resources for the community. Strategies may include offering public access where

it is compatible with biological resources; integrating natural lands with adjacent parks; improving trail linkages with adjacent parklands and regional trails; providing environmental education and research opportunities; and coordinating management of lands with adjacent landowners.

A more detailed summary of the site's biological, scenic and recreational resources is provided in Chapter 5.



Duplicate trails can be removed, while key trail linkage can be enhanced.

2.4 History + Experience of Place

CULTURAL LANDSCAPE OF THE VALLEY

Sonoma Valley is well-known for the unique beauty of its landscape, comprised of forested hills, agricultural fields and vineyards, rural buildings, small towns and creek corridors and waterways. Perhaps the most powerful image of Sonoma Valley is that of its agricultural landscape, with

its patchwork of vineyards, pastures, farm lanes, and rural structures. The valley is framed on east and west by forested hills comprising mixed evergreen and redwood forest – mainly on the upper western slopes – and oak woodlands and savannah on the lower slopes. The nearness of the two ranges creates an intimate sense of scale. The rustic valley is complemented by the classic town of Sonoma, arranged

around its plaza, as well as the small hamlets in the valley’s northern end. These elements are connected by the thread of Sonoma Creek and its tributaries emerging from the hills; bridges provide glimpses of these streams and the life-sustaining water they carry.



Sonoma Valley’s landscape elements include vineyards, pastures, farm lanes, and rural structures.

Source: <http://wine-blog.bacchusandbeery.com/wine-blog/category/wine-festivals/>

HISTORICAL DEVELOPMENT AT THE SDC SITE

The region that includes SDC has been occupied for at least 11,300 years, and archaeological sites on the property speak to early use by Native Americans. Early population would have likely been Yukian ancestors of the modern Wappo people. Pomo and Miwok ancestors moved into the area, and Miwok controlled this area at the time of Californio incursion. The land came to be used for agriculture and timber harvesting, before and continuing into its period as Sonoma Developmental Center.

SDC had its origins as a small independent school for children with disabilities, first in Santa Clara and then in Vallejo. It soon came to be operated by the State, and was shifted to its current site where construction on the campus began in 1890. The early campus was developed on the “Kirkbride model” which called for locating institutions on large rural sites, and integrating patient wards with hospital and administrative functions under one roof. To meet the demand of a growing client

population, the institution transitioned to building out the campus along “cottage plan” lines, with small, widely-spaced buildings that housed different resident groups.

With World War I, the home’s purpose shifted significantly as juvenile courts and schools began identifying large numbers of “defective delinquents” to be housed at the Sonoma campus. Beginning in 1918, superintendent Fred O. Butler began an aggressive sterilization program which lasted to 1952 and sterilized more men and women than at any other facility in the nation. The vast majority of surviving west campus ward buildings and staff residences date to the two decades of rapid expansion following the introduction of sterilization.

The institution experienced considerable growth after World War II, spreading east across Arnold Drive and Sonoma Creek, where 18 new wards and a major hospital addition were constructed.

HISTORICAL RESOURCES ASSESSMENT

A Draft Historic Resources Inventory and Evaluation Report (HRIER) was completed and submitted to the California Office of Historic Preservation in May 2017 and is under review. This was augmented by an archaeological resources survey conducted for this report.

Previous studies have identified two archaeological resource locations, and one additional site was identified as part of the current study, reflecting general use of the area during prehistoric times.

Two buildings were found to also meet the criteria for individual listing on the National and California Registers: the old historical red brick building used as the Professional Education Center and main focal point when entering the western portion of the campus from Arnold Drive (the “P.E.C. Building”), and Sonoma House, or Residence 140.

A more detailed history is provided in Chapter 6.

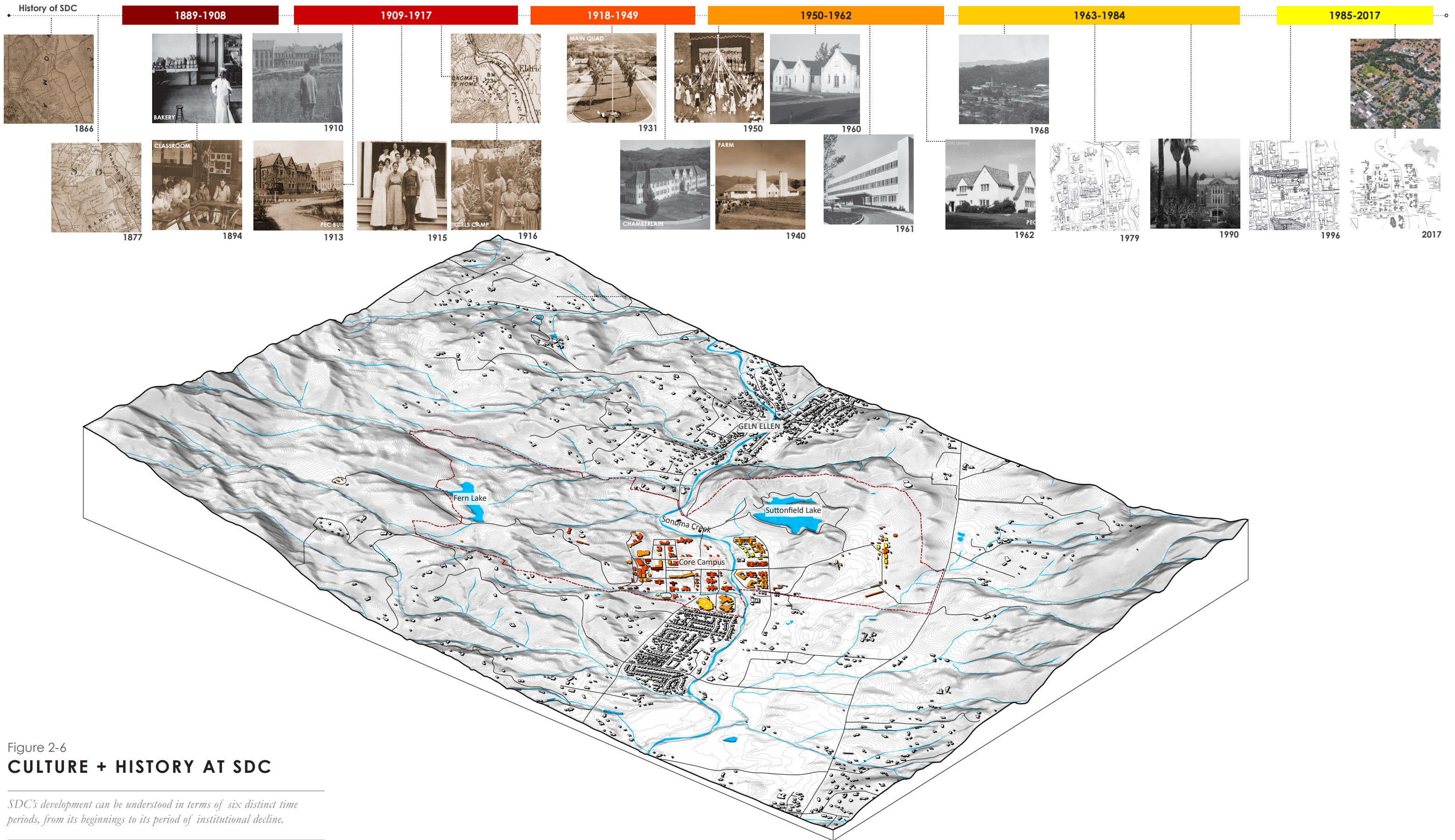


Figure 2-6
CULTURE + HISTORY AT SDC

SDC's development can be understood in terms of six distinct time periods, from its beginnings to its period of institutional decline.

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EXPERIENCING SDC TODAY

The SDC site has unique and special qualities. These qualities contribute to the feeling of connection expressed by members of the community, and to the sense of place that could give value to future reuse on the site. The SDC experience begins, for most, with the sense of arrival created by the mature

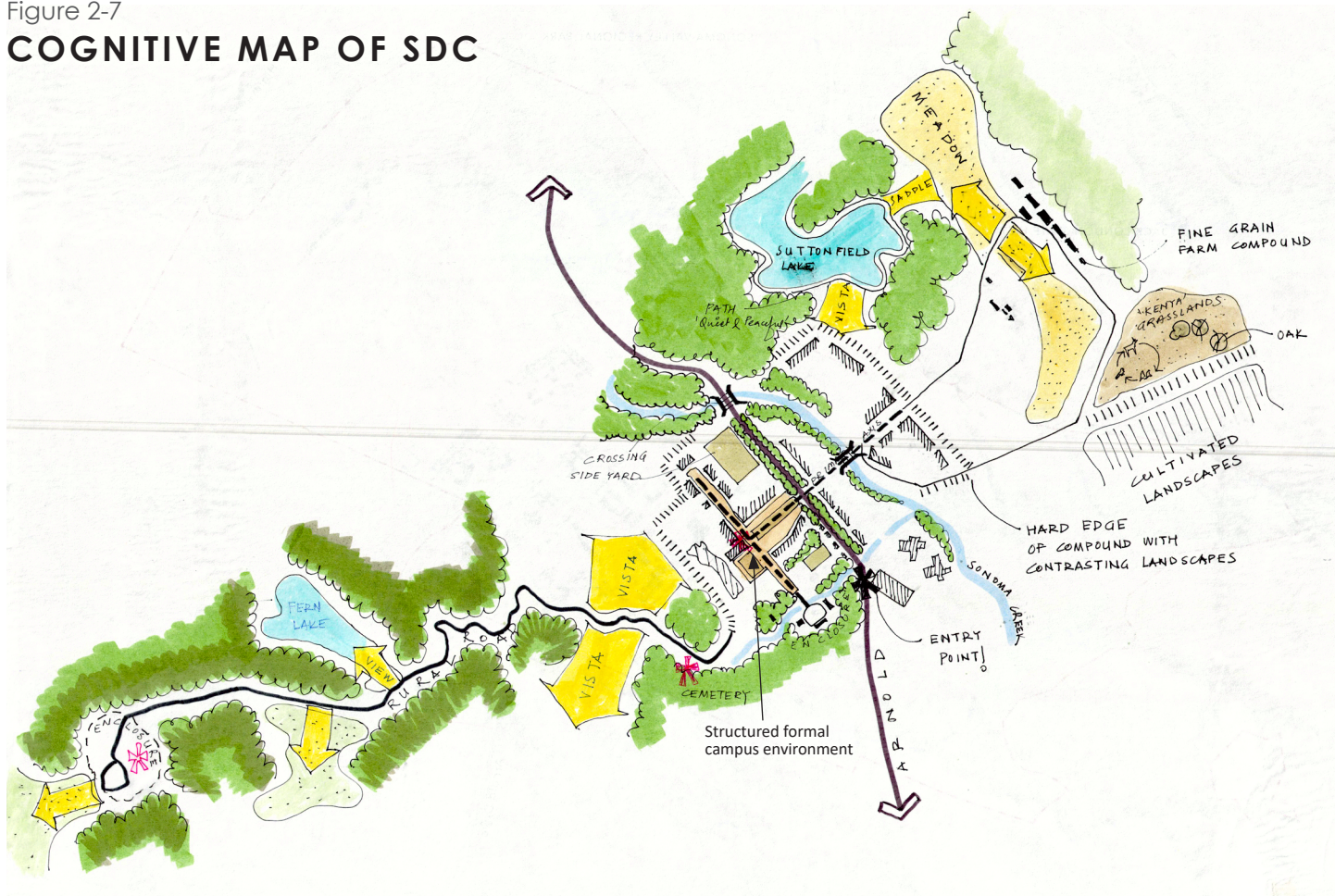
sycamores along Arnold Drive, and the formal entrance. An arrangement of lawns, buildings, playing fields, ornamental landscapes, and mountain backdrops create a campus identity, with the P.E.C. Building its strongest image. Sonoma Creek and its wild riparian corridor lies at the heart of the eastern part of the campus, contrasting with its more modern institutional feel.

Rising above campus to the west, the road to Camp Via provides a cross-section of

oak woodlands and forest, grasslands and orchards, with dramatic views out over the valley. To the east, the farm offers classic rural Sonoma County agricultural character. Suttonfield Lake is a much-loved hidden gem.

A more detailed summary of the site's history and current experience of place is provided in Chapter 6.

Figure 2-7
COGNITIVE MAP OF SDC



2.5 Buildings + Infrastructure

TRANSPORTATION AND ACCESS

SDC is located on Arnold Drive, immediately south of Glen Ellen and just over six miles north of Sonoma. With fewer regional employment and commercial destinations nearby, and with a much smaller local population than the cities along the Highway 101 corridor, this area generates fewer trips relative to the rest of Sonoma County.

Intersection vehicle turning movement counts were collected during weekday peak commute periods, and on a weekend. Because SDC's location in the Sonoma Valley is surrounded by parks, trails, and wineries, the weekend traffic generated by recreation and tourist visitors is of interest, in addition to the standard weekday peak commute periods. During both the

weekday and weekend AM and PM peak hours, all of the study intersections operate with very low vehicle delays and significant additional capacity, with the greatest traffic volumes occurring during the weekday PM peak. Transit service is limited, but does include bus routes with commute hour connections to Santa Rosa and San Rafael.

Facilities for pedestrians and bikes are sparse, but low vehicle volumes make walking and biking within the SDC site comfortable even where sidewalks and designated bike lanes are not present. Opportunities to establish additional connections to the surrounding road network, especially where the east edge of the SDC property fronts Highway 12, may improve access, and additional connections within the local street network at the SDC site may allow for more flexible trip patterns at the local scale.

INFRASTRUCTURE AND UTILITIES ASSESSMENT

WATER

The SDC site features extensive water infrastructure, with a self-contained water diversion and treatment plant system, two reservoirs with a capacity of 840 acre-feet of water; and a treatment facility capable of producing all the potable water required by the Campus. The water distribution system at SDC operates mainly by gravity without pumps. Pressure in the system is balanced by the free water surface in the storage tanks at the Water Treatment Plant (WTP) and at Suttonfield Lake, making the whole system operate in a single pressure zone at low operating costs.



Sidewalk on campus



Bus shelter at SDC

The raw water transmission system is in moderate to poor condition and will likely require replacement in the next 10 to 15 years. The system functions through a single 10-inch transmission line that runs in both directions, depending upon system demands. Staff manually operate valves and pumps to shuttle water between storage locations.

The water treatment plant, originally built in the 1930s, can treat up to 1.8 million gallons per day (MGD), although it currently operates at about 0.2 MGD. This is the lowest flow rate at which the plant can effectively function; current demand is

less than 0.2 MGD. The raw water quality is generally very good, having low turbidity and low levels of contaminants of concern. While the existing facility is old, it has been maintained and is functionally in full compliance with current regulations. Treated water is stored in two tanks with a combined capacity of 1.3 million gallons at the plant. Another 600,000 gallons of treated water is stored in the balance tanks above Suttonfield Lake.

Treated/domestic water is transmitted to the main campus distribution system in three 8-inch pipelines. In 1989 a 12-inch line was constructed to augment the

existing transmission system to increase the fire flow capacity of the system. The condition of these transmission lines is unknown, but due to their age the pipes are presumed to be near the end of their useful life.

The domestic water distribution system in the main campus is complicated. The system was built with dual plumbing, allowing nonpotable water to be used for toilet flushing and irrigation. That system was discontinued and the two piping systems were interconnected. Originally constructed 60 to 100 years ago, the water distribution system has



Central Utility Plant

experienced numerous repairs and is now a patchwork of pipe materials. The parallel, interconnected system and aging pipes cause friction and leakages that result in pressure loss. Altogether, the system presents efficiency, operations and maintenance challenges.

SDC has an agreement with the Sonoma County Water Agency (SCWA) that the SCWA will supply water to SDC through an intertie connection located near the old dairy. However, this connection is not currently operable. SDC also has an agreement with the Valley of the Moon Water District to provide water, on loan, to the District for emergency purposes via an intertie connection along Arnold Drive. This connection requires a portable pump be used to transfer the water.

SANITARY SEWER

The sanitary sewer collection system was built in the 1920's and 30's. It is considered obsolete and in need of replacement for any new development. The sewage lift station near the farm was destroyed in the October 2017 fire, and no functioning sewer system remains in the eastern portion of the property. The sewage lift station that serves Regamey-Empanan, and part of the Lux and Ordahl-Johnson buildings was also substantially damaged; any reuse of these facilities will require a new connection directly to the Sonoma Valley County Sanitation District (SVCSD) or replacement of the lift station.

On-site wastewater treatment could be reinstated at the site to relieve demand on the regional treatment facility and collection system, provide high-quality reclaimed water for non-potable uses (primarily agriculture) in the upper valley and provide a water source for wetland restoration and slow groundwater recharge in the eastern portion of the property.

STORM DRAINAGE

The traditional piped/channelized storm drain collection system is beyond its useful life. In consideration of future development, contemporary approaches to stormwater management should be employed that will enhance environmental functions, support groundwater levels and avoid sediment and contaminant loadings to the receiving streams. Such management practices are required by state and local regulations for new development. This analysis recommended the following general approach to stormwater management at the site:

1. Maintain upland retention and infiltration to reduce erosion and sediment transport;
2. Develop low-impact development (LID) measures within the main campus area for decentralized treatment and infiltration of stormwater (see Section 4.5); and
3. Restore wetlands and slow runoff to improve infiltration to groundwater in the eastern valley area of the property.

MECHANICAL SYSTEMS

Heating is mainly provided by the Central Plant steam system, which is well-maintained but reaching the end of its life. Steam systems are an older technology that is are not typically utilized by contemporary development. The system was designed for SDC at its institutional peak, and is not designed to be easily downsized to serve smaller collections groupings of buildings. If the steam system is taken off-line due to age, most building heating systems will require upgrade or replacement.

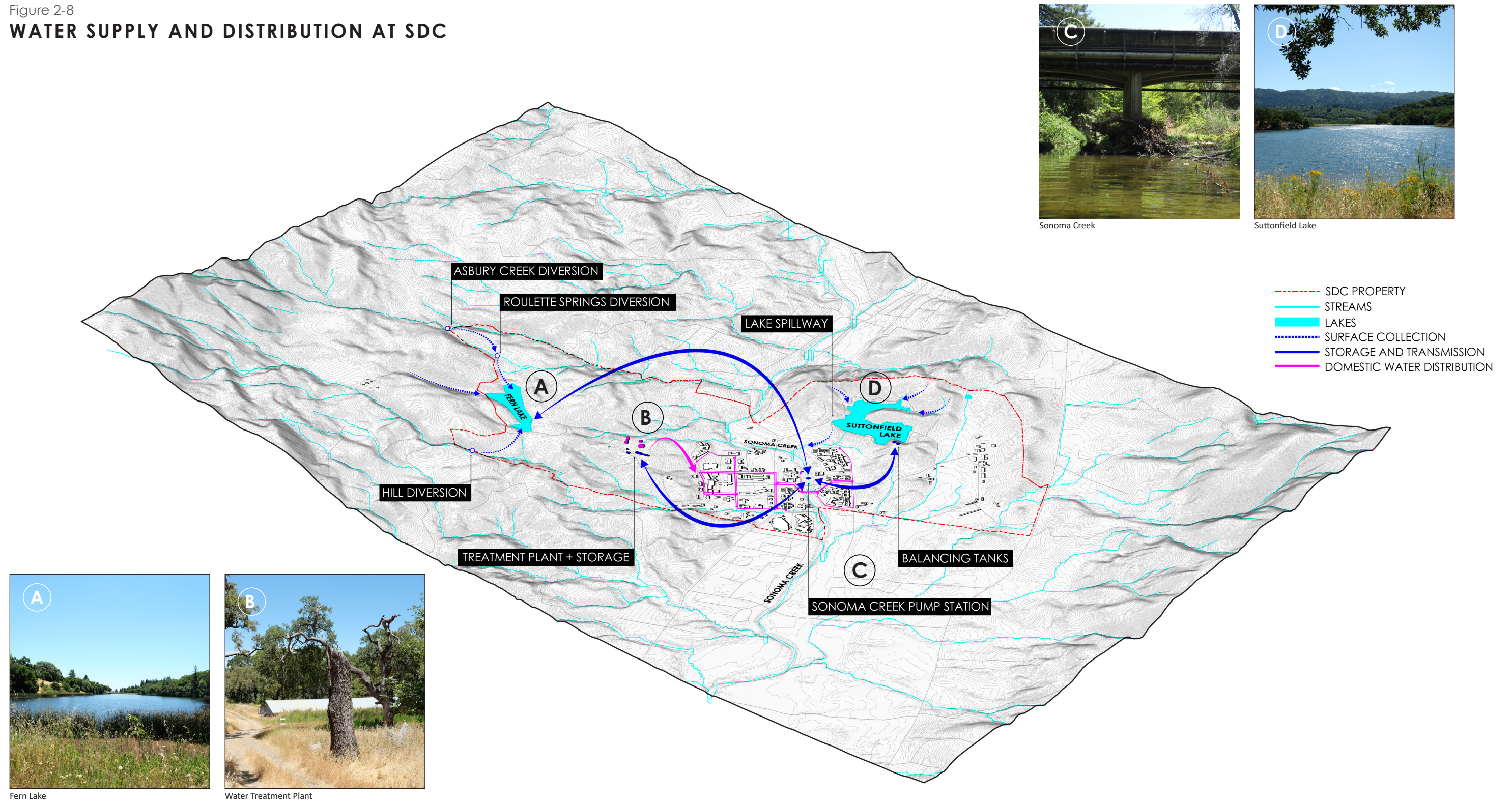
OTHER SYSTEMS

Electrical. The electrical system on the site and in typical individual buildings is in fair condition as it is currently used but will require extensive upgrade to meet future load requirements.

Technology. The Porter Administration Building (PAB) is the central hub for voice and data services for the site. This system is designed as a single campus utility and will require extensive upgrade for future use. Equipment and cabling will need significant upgrade to meet future technology demands.

Fire/Life Safety. Fire sprinkler systems are installed in a limited number of the buildings at the site and those that are installed are mostly older, partial fire sprinkler systems. Many are nearing the end of their expected life and do not exhibit many of the features of modern systems.

Figure 2-8
WATER SUPPLY AND DISTRIBUTION AT SDC



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BUILDING CONDITIONS

In the summer of 2017, a building assessment group from the consultant team evaluated all 292 buildings and structures at SDC to some degree. First, a Level 1 Rapid Assessment was conducted by architects, materials conservators, and structural engineers, of all of the 141 unique buildings on site, with a few minor exceptions. Ten repeating typologies exist throughout the site, primarily as residential wards and modular construction. The Level 1 Rapid Assessment evaluated building condition in four categories.

- Structural condition and seismic assessment resulted in a recommended level of strengthening (minimal, standard, or major) for each building.
- Exterior building accessibility was evaluated, taking into account parking, walkways, ramps, stairs, entryways and building orientation, and distinguished between buildings that need minimal, moderate, or significant updates.
- The building material conditions evaluation summarizes the condition of foundations, exterior and interior walls, roof, windows, and doors. Without taking code requirements into account, the analysis identified buildings needing minimal, moderate, and significant updates.
- Building hazardous materials analysis estimates the costs for the removal and abatement of various hazardous materials.

Buildings were then classified according to their potential for reuse, based on these factors. Following input from economic and land use specialists on the team, a short list of buildings was identified for

additional structural investigation and adaptive reuse study (Level 2 Assessment).

With few exceptions, the buildings at the Sonoma Developmental Center have been well-maintained. Most of the institutional buildings are in good to fair condition. Some of these buildings remain occupied or partially occupied, while others have gone through a “warm shutdown.” In general, these buildings are clean and well cared for. The support services buildings vary widely from good to poor condition, though most are good. Buildings that are still actively used in supporting functions of the SDC are well-maintained, while most of the poorer-condition buildings are no longer in use. Most of the family residences have remained occupied, and thus are in relatively good repair, with some exceptions. Finally, the agricultural and landscape buildings that survived the Nuns fire show the greatest variety of condition issues. These structures have not been held to the same maintenance standards, and suffer more serious conditions.

Following the Level 2 Assessment, the team’s structural engineers identified priority buildings for structural stabilization, and a list of buildings that have significant structural deficiencies and may not be economically feasible to restore and occupy. Specific observations and recommendations were made for each of 12 structural building types represented at SDC. For each building type (for example, concrete shear wall buildings with stiff diaphragms) the team described the construction type, identified specific

buildings of that type that were included on the “short list” for reuse potential; assessed expected seismic performance and damage; and recommended strengthening measures.

The results of the structural condition evaluation are shown on Figure 2-9. See Chapter 7 (page 269) for more detail.

HAZARDOUS MATERIALS

Buildings were also evaluated for the presence or absence of various hazardous materials that could impact any repair or renovation, and per-building cost estimates were provided to fully inspect, sample, test, and abate any hazardous materials. In general, any remodeling or upgrading work involving mechanical, electrical, plumbing, or layout of floor plans, would trigger moderate to complete abatement and remediation activities. All hazardous materials must be removed in order to demolish a building. The team identified certain buildings of greater concern because they are historical, extremely deteriorated or damaged, or the environmental remediation cost would be substantial. See page 278-280 for more detail.

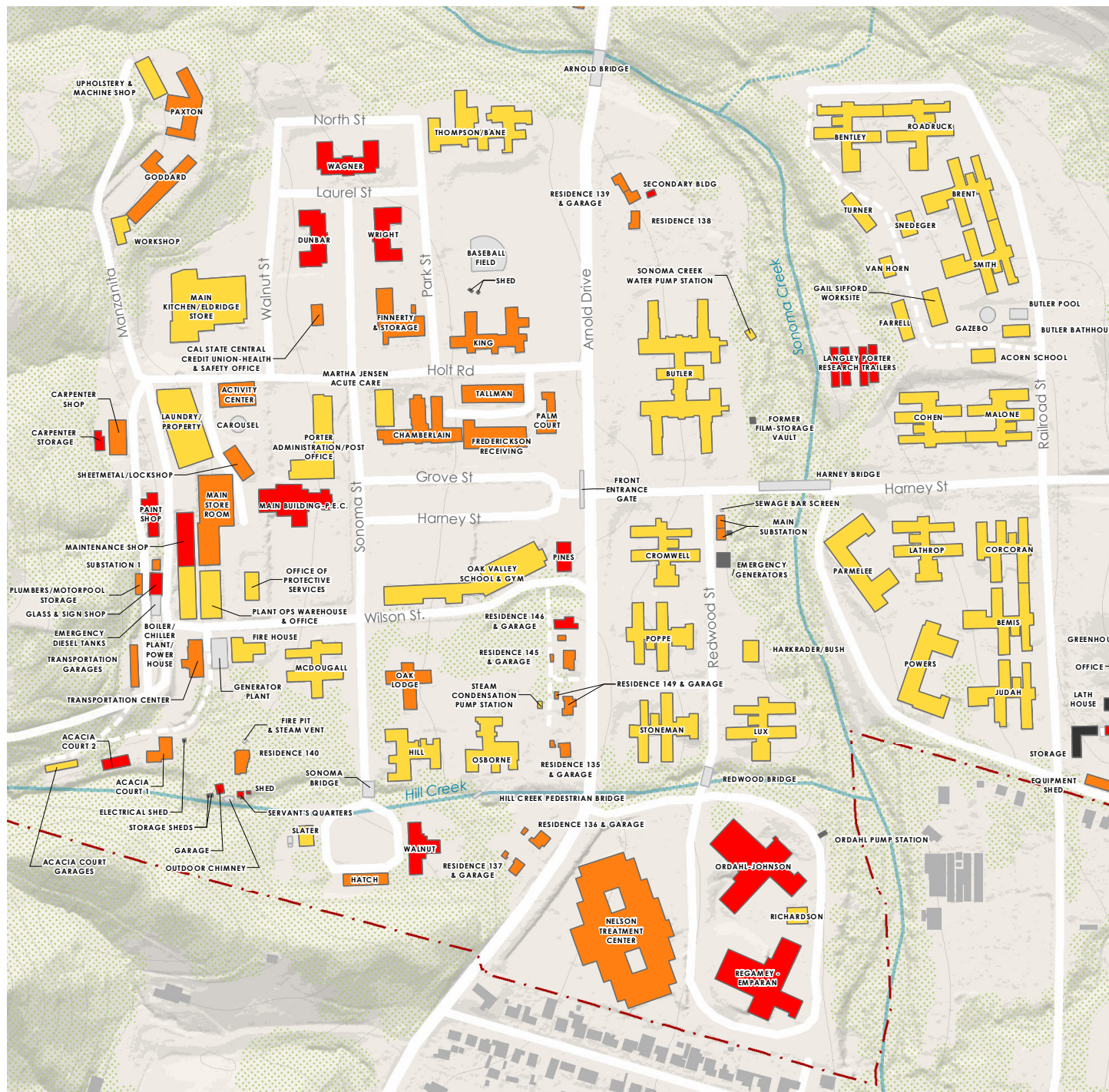
Transportation, infrastructure, and building conditions are covered in greater depth in Chapter 7.

* It should be noted that even though a particular building condition maybe rated as good or fair condition, utilities services in the building and site infrastructure serving the building may still represent significant cost in order to bring the building up to code for its reuse.



- ① *Oak Valley Lodge, built during 1889 - 1908 era, structural: concrete shear walls*
- ② *Activity Center, built during 1909 - 1917 era, structural: unreinforced masonry bearing walls*
- ③ *McDougal, built during 1918 - 1949 era, structural: concrete shear walls*
- ④ *Residential, built during 1950 - 1962 era, structural: wood light frame*
- ⑤ *Regamey-Empanan, built during 1950 - 1962 era, structural: concrete shear walls*
- ⑥ *Nelson, built during 1963 - 1984 era, structural: concrete shear walls*

Figure 2-9
STRUCTURAL CONDITION OF BUILDINGS



- LEGEND**
- Minimal Strengthening Required
 - Standard Strengthening Required
 - Major Strengthening Required
 - Structure Not Evaluated
 - Building Not Evaluated
 - Building/Structure Destroyed by Fires
 - SDC Property

Sources:
 Page & Turnbull, JRP Historical Consulting,
 USGS, GreenInfo Network, Sonoma Ecology
 Center, WRT

2.6 Economy + Land Use

OVERVIEW OF ECONOMIC CONDITIONS

SDC exists in an economic context that directly influences and informs its future reuse potential. This economic context is both regional, having to do with Bay Area and Sonoma County economic conditions and market trends, and local, pertaining to market potential unique to the lower Sonoma Valley. While this report identifies a range of market opportunities, SDC's rural location and limited access, historic and specialized buildings, and extensive natural landscape, means that conventional real estate market analysis may only determine a portion of what may be feasible for reuse and redevelopment.

The economic analysis incorporates (1) standard assessment of regional and local market demand, (2) identification of potential “synergies” that might be achieved between potential land uses and development types, and (3) exploration of the potential for very specialized uses which may not immediately be evident from the market data but could be attracted to the site given its unparalleled beauty, unique building stock and substantial existing infrastructure.

The North Bay Fires of October 2017 destroyed over 5,000 homes and businesses in Sonoma County alone, including extensive damage and building loss in the Sonoma Valley, Glen Ellen, and on the SDC site itself. Even before the Fires, there was a substantial shortfall in housing

supply and new construction in the County and considerable pent-up demand for housing of all types and at a wide range of prices. During the eight years following the 2009 recession, the County delivered fewer than 700 new housing units per year on average, despite a major recovery in housing starts in the Bay Area overall. As of June 2017, the Santa Rosa market was defined as the third worst market in the nation - where housing production and job creation were most out of balance.

While extensive growth is not a desired goal of some residents of Sonoma County, the ability to sustain the County's economy into the future, provide relatively affordable housing for the next generation of families, and attract the kind of clean,



Market conditions in the Sonoma Valley are constrained by the small population and removal from major transportation corridors.

knowledge-based industries and high-wage jobs needed to sustain the local economy, are all increasingly threatened by the County's inability to house its existing workforce, let alone attract new workers and households. This trend is likely to continue without a change in policy, and the SDC site represents a potential opportunity to contribute to the provision of workforce housing in Sonoma County.

REGIONAL ECONOMIC CONDITIONS AND TRENDS

Sonoma County's population is concentrated in cities along the US 101 corridor. The County's population increased rapidly during the last three decades of the 20th Century, but growth has slowed considerably in the past 20 years. The modest increase in population over recent years is primarily the result of relatively weak employment growth and strict growth control measures imposed by the County and local municipalities.

Sonoma County has a diverse service-based economy, with over 300,000 jobs, including 44,000 jobs added since 2010. Employment increases have been concentrated in part-time and lower-wage jobs, resulting in household income growth that has lagged behind the Bay Area overall.

New residential development in Sonoma County has not kept pace with that of the region. Housing production has been

sluggish, averaging only about 760 new permits annually from 2012 through 2016, driving median single home price up 90 percent since the 2012, and asking rents up 33 percent. Short-term rentals (e.g., Airbnb and VRBO) also have affected the market by reducing the housing stock available to full-time residents.

The post-recession economic expansion in Sonoma County has reduced commercial vacancy but has not stimulated new development. The office vacancy rate decreased from 11.7 percent to 7.4 percent between 2008 and 2016, while the vacancy rate for industrial/flex space has fallen to under three percent. Still, only about 260,000 square feet of net new office space was built and there was less industrial/flex space in the County in 2016 than in 2008. The retail sector has seen the net addition of nearly 800,000 square feet of space, concentrated in urban centers.

Market conditions in Sonoma Valley mirror countywide trends, but are constrained by the relatively small population base, lower household incomes, limited physical capacity for new growth and poor access to major transportation corridors.

DEVELOPMENT AND CONSERVATION OPPORTUNITIES AT THE SDC SITE

Real estate leasing and sales data reveal strong residential demand, with comparatively less demand for various

commercial uses. Hotel and hospitality uses have good potential, based on site characteristics and countywide tourism market strength. Institutional and educational uses could leverage existing assets on site, but a motivated and visionary end user, coupled with a creative deal structure, will be needed to leverage the potential for the entire SDC site.

With few exceptions, development and conservation of the SDC site will require proactive and intentional efforts to position the property and attract users. Harnessing the potential opportunities will require strategic and comprehensive marketing of the site to create synergy and value, while concurrently seeking anchor uses (e.g., a university or innovation center) that could act as a market "game changer."

Beyond a focus on attracting uses that revitalize the campus, the site's extensive utility system rehabilitation costs will require an economically balanced mix that generates sufficient land value to fund site upgrades and rehabilitation. Uses that may provide little to no economic value but serve an important regional purpose, such as affordable housing, which requires a public subsidy to develop, must be considered in context with uses that can provide the lion's share of economic value.

RESIDENTIAL USES

Median single-family home values in Sonoma County are up sharply since 2012. Increasing prices reflect a severe shortage of housing supply throughout Sonoma

County, and the Nuns Fires only made matters worse by destroying over 5,000 housing units. The SDC site is well positioned to help be part of a larger solution to the County's current housing crisis. Potential housing types well suited for the SDC opportunity sites include:

- Traditional or small-lot single family;
- Senior living housing, including age-restricted and assisted living communities;
- Residential care housing, including housing for special needs residents; and
- Affordable multifamily housing, likely built with the aid of federal and state tax credits and local subsidies.¹

Not all of these uses are equally weighted in their potential to create land value or support site rehabilitation costs. Market rate small lot single family and multifamily housing would likely create the most land value, while price-restricted affordable multi-family housing would provide less value.

MEDICAL AND HEALTH-RELATED USES

Health-related uses that don't require significant code upgrades would build on the history of SDC and could potentially use some of the existing structures as well as the campus-like configuration of the site. Appropriate uses might include a wellness or spiritual retreat center, and a rehabilitation center for addiction-recovery and/or for long-term physical rehabilitation.

¹ For 2015-2023, the ABAG Final Regional Housing Need Allocation for Sonoma County includes units for 1,818 very-low income households and 1,094 low-income households. Source: https://abag.ca.gov/planning/housingneeds/pdfs/2015-2023_RHNA_Allocations.pdf



Commercial Office / Sonoma, CA



Fetters Apartments (affordable) / Fetters Hot Springs, CA



Russian River Brewing Co.'s new brewpub / Windsor, CA



CSU Channel Islands / Camarillo, CA



Solage Resort & Spa / Calistoga, CA



Bouverie Preserve / Glen Ellen, CA

COMMERCIAL USES

The relative isolation of the SDC site and modest size of the Sonoma Valley economy limit the market potential for most commercial uses. There may be limited opportunities to lease rehabilitated office space to local service-oriented businesses if rehabilitation costs can be kept low; incidental retail serving primary uses on site; and light industrial space for “makers” (artists and craftspeople) compatible with existing building types, particularly for users that build on the arts and local food orientation of the community and tourism. These uses may assist in offsetting ongoing operating costs, but will provide little economic support for larger rehabilitation efforts.

INSTITUTIONAL USES

With interest from a motivated and visionary end user or users, part or all of the SDC site and potentially some existing buildings could be developed for an institution or multiple compatible institutions. Examples may include:

- State or County offices and social and health care service providers that leverage existing buildings and do not require close proximity to primary population centers; The relative isolation of the SDC site from the County’s primary population centers limits its suitability for institutional uses that provide direct services to the public including social and health services.
- Educational uses, potentially as an ancillary campus for an existing institution such as higher education for a satellite campus, or as a new educational entity seeking a main campus at the site, such as a private boarding school; and

- A site for camps and conferences (e.g., YMCA Jones Gulch).
- A unique visitor destination.

Like commercial uses, these uses will provide little economic support for larger rehabilitation efforts. A major educational user may offer spinoff effects, such as creating both a new “brand” for SDC and attracting supporting users.

HOSPITALITY USES

With a strong and growing tourism economy in Sonoma County and the prominence of the Sonoma Valley as a key destination for visitors, market potential exists for hospitality in a variety of forms:

- A conference center with supporting lodging, possibly including some reuse of existing iconic buildings;
- A hotel linked to local recreation opportunities, including hiking, wildlife viewing, cycling, and equestrian facilities.
- A full-service hotel with food and beverage services suitable for both guests and groups, including restaurants, lounges, and group meeting spaces with banquet facilities, as well as amenities such as a spa and/or boutique shops.
- A boutique, retreat-like destination that is focused on executive retreats or upper-income frequent individual traveler (FIT) business, rather than large groups.

Like residential, the type and size of hospitality use will provide varying

economic value. A major conference center may provide higher land value, while a more boutique experience may provide lower value but increased brand recognition. A mix of FIT and group business could provide occupancy at different times of the week and year.

RECREATION AND OPEN SPACE USES

Large portions of the site, primarily the forested Sonoma Mountain uplands and the Sonoma Creek riparian corridor, are suitable and highly valued for conservation and or recreational purposes. Opportunities include:

- Conservation of areas that support and enhance the value of the developable portions and the surrounding lower Sonoma Valley communities, with important ecological and habitat values preserved and optimized by future land managers.
- New recreational facilities and linkages to existing recreational facilities including hiking trails, bikeways, equestrian trails, and points of interest.
- Preserved and improved water resources and associated infrastructure, including both surface water and groundwater supplies that confer considerable value to the site and surrounding portions of the Sonoma Valley that could benefit from additional stable sources of high-quality domestic water supply.

Recreation and open space conservation uses are unlikely to create direct land value, but the benefits of open space to other uses (e.g., residential, hospitality and campus-type uses) create an indirect benefit considered in this study’s assessment of real estate potential.

Open space also is important to human health and the health of the larger ecosystem. The value of “ecosystem services” provided by the site’s open space network is readily apparent. However, accounting for the value of some ecosystem services is challenging, as many of these services are “non-market” benefits which are not valued through consumer transactions. (Some services are more readily valued in monetary terms, such as provision of water and food, and pay-for-use recreation opportunities.) Ecosystem services include carbon sequestration, groundwater recharge, water quality protection, soil formation and protection, pollinator support, education, recreation, human health, food production, and other services. While various technical economic analysis methods may be used to value the non-market benefit of these services to society, the Existing Conditions Assessment is focused on identifying specific issues and concerns that need to be addressed and studied further in subsequent phases, as well as potential for new program, areas of site enhancements and reuse of existing buildings, and infrastructure.



Reuse and Redevelopment
Case Studies

- 1 *Pineland farms, Marine*
- 2 *CSU Channel Islands*
- 3 *Alameda Point*
- 4 *The Presidio of San Francisco*
- 5 *Stapleton*
- 6 *Asilomar Hotel and Conference Center*
- 7 *Fort Ward*
- 8 *Kalaupapa National Historical Park*

Analogues represent a range of valuable lessons into aspects of reuse that may inform approaches to SDC.

AGRICULTURAL USES

At the present time, commercial agriculture in the Sonoma Valley is limited to wine grapes, plant nurseries and some specialty agriculture. In an era of increased interest in farm-to-table and locally sourced foods, portions of the site that have historically been used for agricultural purposes have potential for renewed and expanded agricultural production. This could include vineyards, or mixed crop and livestock production/processing. While interest in locally-produced agricultural products is strong, economics of small scale farming may be challenging for potential end users and will likely not provide significant direct economic value to the SDC site. On the other hand, agricultural operations could complement and add value to the other uses.

REUSE AND REDEVELOPMENT CASE STUDIES

A wide range of reuse and redevelopment projects exist throughout the United States. While no single case study should be viewed as a “direct analog” to SDC, each case study provides valuable lessons into aspects of the reuse and redevelopment process. Findings from the case studies reveal a variety of approaches to the multi-layered needs and strategies of closure, transfer, repositioning, and now economic sustainability. The case studies also reveal land uses and use mixes that may be

considered for SDC. Case studies are illustrated on the facing page, and detailed in Chapter 8.

DISPOSITION AND DEVELOPMENT OPTIONS

A range of conditions may influence the most appropriate approach to disposition and development of the property. In this context, “disposition” refers to how title to the property (all or in part) will be transferred from the State to selected public and/or private entities. “Development” refers to what entity – public or private - will be in charge of the redevelopment process and how the site will be managed over time to meet the objectives set forth in the Master Plan and subsequent land use policy documents.

The existing conditions analysis uncovers several factors that will influence disposition and development. These include:

- The need for substantial building upgrades to meet current building code and life safety requirements, and interior improvements to meet the needs of potential end-users;
- The need for major rehabilitation and/or replacement of utility systems, further adding to site reuse costs;
- The capacity of public services, utilities and infrastructure serving the surrounding area;
- The site’s suitability for habitat conservation, ecosystem service

provision (e.g., water resources), and recreation purposes;

- The market challenge posed by the site’s relatively isolated location.

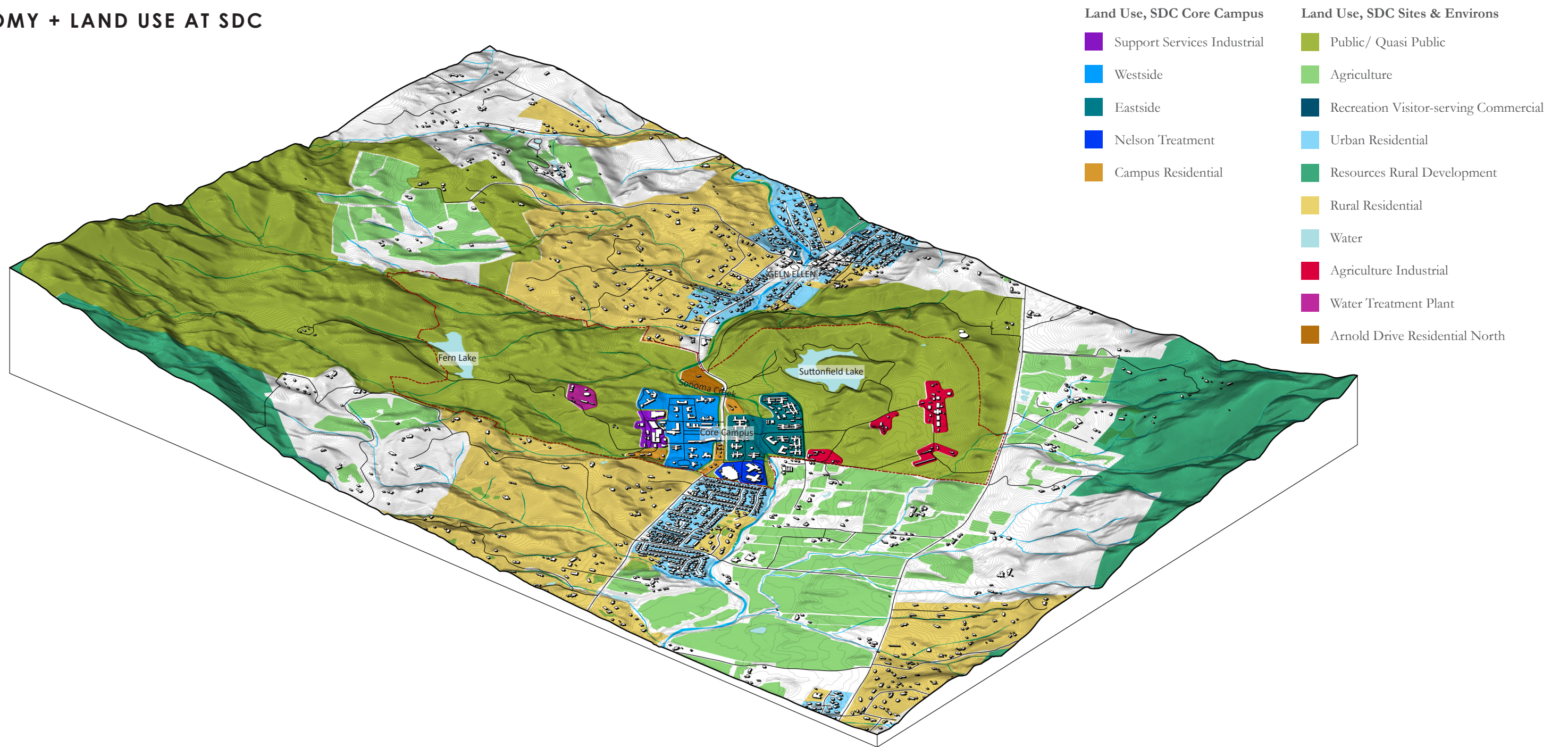
Institutional considerations will also play a role in the disposition strategy. The Department of Developmental Services (DDS) is in the process of closing the SDC by the end of 2018, or early 2019. The timing of any transfer, and the role entities may play in master planning and redevelopment of the SDC, are not known at this time. Private reuse will require land use planning, regulatory changes and environmental review, a process that could be aligned with the upcoming update to the Sonoma County General Plan, which is expected to begin in 2019 and take two years to complete.

At the time of this waiting, the State has not determined whether or how it intends to transfer ownership of the site, and whether it will be to another public entity, private entities, or both. The state may want to consider this further once a master planning process has been determined...

LAND USE REGULATORY CONTEXT

The Sonoma County General Plan (last amended August 2, 2016) establishes a set of goals, and the policies needed to achieve those goals for property under its jurisdiction. These include concentrating growth in existing cities and communities; maintaining open

Figure 2-10
ECONOMY + LAND USE AT SDC



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Typical land Use types at SDC

- 1 *Public/ Quasi Public*
- 2 *Support service*
- 3 *Core campus*
- 4 *Institutional*
- 5 *Agriculture*
- 6 *Residential*



space separation between communities; using environmental suitability criteria to guide the location of development; and protecting water resources, scenic and biological resources, and agricultural lands. The SDC site is designated as “public/quasi-public” use on Sonoma County General Plan—consistent with the State’s current use—while Policy LU-20ff directs the County to consider future public uses of the Sonoma Developmental Center site if it is declared surplus and offered for sale to local agencies. The Sonoma County General Plan’s detailed Open Space map shows several overlapping open space classifications applying to property under the County’s jurisdiction:

- Most of the SDC site outside the core campus area is located within a voter-approved Community Separator overlay between the Glen Ellen and Agua Caliente communities, within which any private development must be clustered and limited in scale and intensity.

- Arnold Drive and Highway 12 where they are under the County’s jurisdiction are both identified as Scenic Corridors, which provide experiences of the rural environment which the County’s General Plan seeks to preserve.
- The westernmost portion of the property is located within a “Scenic Landscape Unit” meant to preserve Sonoma Mountain for property under the County’s jurisdiction.
- Sonoma, Asbury and Hill creeks are designated Riparian Corridors, where setbacks and best management practices are required for property under the County’s jurisdiction.

The Sonoma County General Plan also aims to encourage preservation of historic structures and promote rehabilitation and adaptive reuse by maintaining Landmarks Commission review of any new development of property under the County’s jurisdiction. There are currently two historically designated buildings on the

SDC site within a proposed historic district currently undergoing review by the State Historic Preservation Officer.

General Plan policies for property under Sonoma County’s jurisdiction are implemented through the zoning code. The SDC property is esignated as Public Facilities (PF) on the County’s General Plan. Echoing the General Plan’s Open Space map, portions of the property are within “combining district” that address historic resources; riparian corridors; scenic resources; valley oak habitat; and other priorities when the property is under Sonoma County’s jurisdiction. As described above, future reuse of the property will require land use planning that updates the regulatory structure governing when the property is under the County’s jurisdiction.

A more detailed summary of the market and regulatory context and potential models for reuse are provided in Chapter 8.

2.7 Factors Affecting Future Reuse of the SDC Site

Chapter 9: Considerations for Reuse and Conservation, provides a summary of what the conclusions of the Existing Conditions Assessment imply for the future reuse and conservation of the SDC Site. The chapter briefly describes the considerations that affect future reuse at the sitewide scale, and defines a set of “zones,” each of which corresponds with a different set of future opportunities. The chapter then focuses more tightly on the core campus, defining the important characteristics that “make” the place today, and suggesting how future reuse may be guided by that framework. Chapter 9 is not summarized here, but should be viewed in full.

