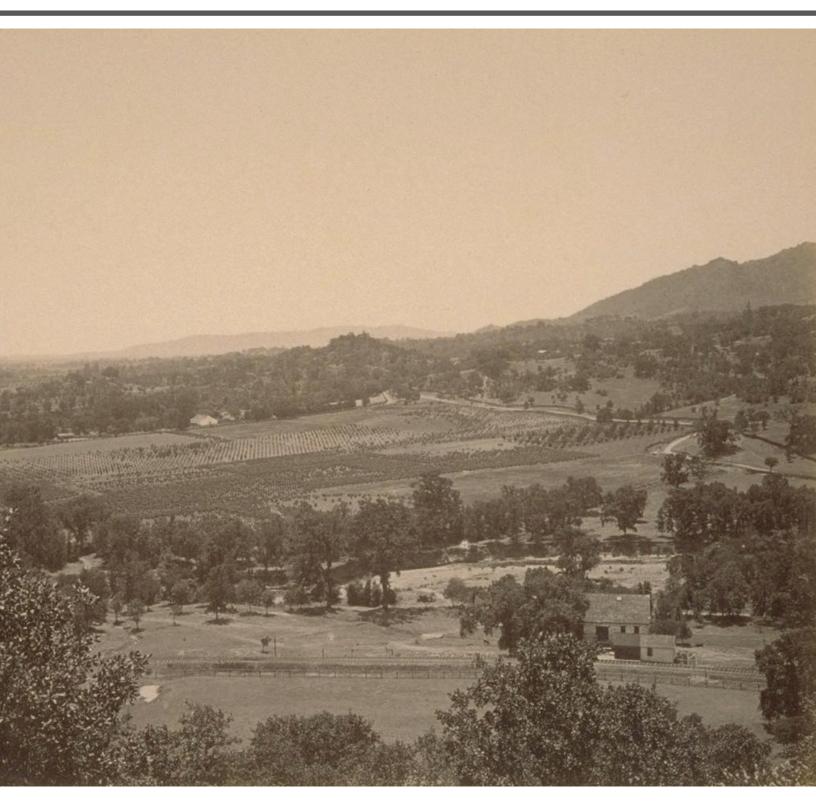
6. HISTORY + EXPERIENCE OF PLACE





6.1 Cultural Landscape of the Valley



Source: Gloria Ferrer Sonoma brut/wine.com website

A combination of distinctive landscape components creates the overall uniqueness of the Sonoma Valley cultural landscape.

Sonoma Valley has earned an international reputation not only for its wines but for the unique beauty of its landscape. Distinguished from its neighbor, Napa Valley, Sonoma Valley has a smaller scale and generally is known to be less impacted by the heavy tourism that its more wellknown neighbor to the east experiences. As we look at the broader landscape context for SDC, it is useful to pull apart the components of the Sonoma Valley landscape that contribute to its uniqueness. Generally, these can be described as forested hills, agricultural fields including vineyards, rural buildings, small towns and creek corridors and waterways.



Source: https://www.nps.gov/media/ photo/gallery.htm?id=02074BB0-155D-4519-3E1F74BA1E72B8B7

The valley's hill side forests are each unique ecological zones with their own unique landscape character.

FORESTED HILLS

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 both western and eastern slopes. These forest zones – critical to the valley's ecology, also provide a dramatic

framing of the valley floor and the proximity of the western ridge (Sonoma Mountain) and eastern ridge (Mayacamas) create a unique and intimate sense of scale in the valley.

The valley's agricultural landscape is a complex combination of distinctive landscape types and farm structures.

Sources:

Top: Jack London State Park.

Middle: WRT.

Bottom: County of Sonoma Citizen's Report, June 2017





AGRICULTURAL LANDSCAPE

Perhaps the most powerful image of Sonoma Valley is that of its agricultural landscape. Dominated by the valley's patchwork of vineyards, the agricultural landscape actually comprises a much more complex combination of landscape components including pastures bordered by agricultural fencing, farm lanes, a unique collection of rural structures all with a distinct function in the valley's agricultural heritage as well as ever-changing patchwork of the vineyards. These elements combine to create a rich tapestry of the valley's agrarian heritage that distinguish it from other places.



SMALL TOWNS

A significant contributor to Sonoma Valley's cultural landscape are its towns, scattered through the valley and including the flagship Sonoma – with its classic town green and main street shops facing the green to the small "hamlets" of Glen Ellen and Kenwood on the Valley's northern end. One encounters these places as an integral part of experiencing the valley – sometimes bustling with activity – on market day or during a festival – and sometimes sleepy and quiet, they are a strong expression of the community's culture.







The Valley towns' small-town, historic character are strong contributors to the distinctiveness of the cultural landscape.

Sources:

Top: Sonoma chamber.org website.

Middle: https://www.sonomavalleyescapes.com/properties/bungalowsonoma/sonoma-farmersmarket-2/

Bottom: somethingaboutsonoma.com

CREEKS AND WATERWAYS

The valley is criss-crossed by creeks and streams and punctuated by ponds, reservoirs and wetlands remnant of the valley's historic ecology. All these elements provide the valley with its life-sustaining water supply becoming an important contributor to the character of the landscape as their flows and vegetation colors change with the seasons. The crossing of creeks on the valley's unique assortment of bridges adds to the drama of experiencing these hidden waterways.







The valley's creeks, waterways and wetlands are strong contributors to the landscape character, forming seams between their surrounding agricultural and natural landscapes.

6.2 Historical Development at the SDC Site

EARLY OCCUPANTS IN THE REGION

Earliest known occupation in the region was approximately 11,300 years ago, based on an artifact from the Laguna de Santa Rosa. At that time the population would have likely been Yukian ancestors of the modern Wappo people. Pomo and Miwok ancestors moved into the area compressing the Yukians into smaller territory. The Miwok controlled this area at the time of Californio incursion into the region. Several archaeological sites on the property speak to this early use of the land by Native Americans, including a bedrock milling feature, a scatter of stone tool making debris in the stable area, and a large habitation site. Prior to development as a home for the disabled the property was part of two land grants, and there is evidence that timber was harvested. Based on map evidence, the land was used for agriculture immediately prior to acquisition as a care facility. Agriculture continued during the use as a care facility and evidence of this early use is seen in remnant of the orchard, and in the extensive historical dump along Sonoma Creek.

DEVELOPMENT OF THE SITE

The following historic context of SDC's site development is from the State of California Department of Parks and Recreation (DPR) 523D (District Record) and 523L (Continuation Sheet) forms for the Sonoma State Home Historic District in Appendix B of the Historical Resources Inventory and Evaluation Report: Sonoma Developmental Center, PRC § 5024 and § 5024.5 Compliance Report (May 2017), all by JRP Historical Consulting, LLC (JRP).

Sonoma Developmental Center originated in 1884 as a small private school based in Vallejo. Its founders, Frances H. Bentley and Julia M. Judah, were both mothers of children with developmental disabilities who were troubled by the lack of services available in California. After visiting prominent facilities in New York and Pennsylvania, the two women convinced Bay Area philanthropists to fund a similar, if much smaller, institution on the West Coast. The California Home for the Care and Training of Feeble-Minded Children opened its doors on May 22, 1884. Initially, the institution's goal was to teach moderately impaired children "to be self-helpful, more industrious, and if possible, a little less incorrigible." Financial pressures soon caused the school to appeal to the state to take over operating the institution. The state legislature authorized this in March 1885, at which point the school became the first public facility for people with developmental disabilities in the western United States. The legislature greatly expanded the school's mission, specifying that the institution would be open to "all imbecile and feeble-minded children" who were incapable of receiving instruction in common schools. Additionally, Governor Stoneman withheld signing the bill until he was assured that the home would admit severe cases

of "feeble-mindedness," a term understood at the time as encompassing "morons, idiots, imbeciles, epileptics, paralytics, and hydrocephalics."

The state-run center was first located in Santa Clara, though the relatively small property there prohibited establishing a true asylum along the lines of the eastern institutions. The Board of Trustees argued that the 50-acres lacked sufficient water or arable land, and that the semi-urban location caused the children to be subject to ridicule by the passing public. They appealed to the legislature for a new site with greater privacy and resources. In 1889, the state purchased 1,670-acres from Senator William McPherson Hill located in the Sonoma Valley for use by the center. Superintendent W. J. G. Dawson described the property in his report of 1892 as having "beautiful stretches of valley land [and an] abundant and never-failing water supply." A rail line passed through the site, connecting the home to the state's transportation network. ²

In planning the campus's buildings, the Board of Trustees looked to major eastern institutions for a guide. The dominant institutional model at the time was the so-called Kirkbride plan, developed by Dr. Thomas Kirkbride of Pennsylvania. His ideas first appeared in print in 1851, and were fully fleshed out in his 1854 book On

the Construction, Organization and General Arrangements of Hospitals for the Insane. The model called for locating institutions on large rural sites that could offer privacy and good health while supporting farms and pleasure gardens. The hospital itself would be congregate facility, in which all the patients lived and received their services beneath a single roof. Kirkbride advocated a linear form of hospital with a central administration building flanked by symmetrical two- or threestory wards that stepped backwards to form a Vor U shape. Patients were segregated into wards according to their sex, age, and degree of disability. In California, the model had been utilized at the state insane asylums, and major Kirkbridestyled buildings were constructed at Napa in 1872 and at the Agnews facility near Santa Clara in 1875. Two additional insane asylums in Mendocino County and San Bernardino County were authorized in 1889 and constructed contemporaneously with the Sonoma institution³.

The San Francisco architectural firm of Copeland and Pierce prepared the design for the main Kirkbride building at Sonoma. In 1890, the cornerstone of the Administration building was laid with some fanfare, and the silver trowels used at the event were presented to Judah and Bentley. The Board of Trustees selected Andrew McElroy of San Francisco to construct the first buildings,

¹ California State Commission in Lunacy, Biennial Report, Vol. 12, (1920), 69.

² SDC Staff, "Early History of Sonoma State Home," ca. 1925 (reproduced digitally by SDC Library); Ester M. Pond and Stuart A. Brody, "Evolution of Treatment Methods at a Hospital for the Mentally Retarded," Research Monograph No. 3 (1965), 1-5; California Home for the Care and Training of Feeble-Minded Children, "A Few Facts, In Relation to the Institution for the Feeble Minded," (1889), 4-5; Board of Trustees of the California Home, Annual Report, Vol. 8 (1892), 6.

³ Carla Yanni, The Architecture of Madness: Insane Asylums in the United States (Minneapolis, MN: University of Minnesota Press, 2007), 51-78; Thomas S. Kirkbride, On the Construction, Organization, and General Arrangements of Hospitals for the Insane (Philadelphia: Lindsay & Blakston, 1854), 31; "Department of Institutions," in Historical Perspectives ... 4 of 8, 2004 Vol. #2, pt. 2, Folder 17, Box 9, D-490 Pohler, Henry Collection, UC Davis, Shields Library, Department of Special Collections.

which included a bakery and laundry building, kitchen wing to the main building, and an engine and boiler house. Accusations of fraud and financial shortfalls delayed the completion of the building for more than a decade and a half, until in 1906 the institute requested further funds to construct the central administration wing [...]. In 1907, the cornerstone, laid in 1890, was taken up and placed for a second time in a public ceremony. State Architects George Sellon and Edward C. Hemmings designed the new central administration building [(1908)], which remains in place at the facility today and is listed in both the National Register and California Register [...] ⁴.

The client population at Sonoma expanded rapidly as parents sought out the educational and custodial care that the facility offered. When the Eldridge facility opened in 1890, there were 150 clients enrolled. By the end of the decade, the patient population had tripled, and the wait list for admission included several hundred more [...]. To meet the demand, the Sonoma institution transitioned to building out the campus along "cottage plan" lines. This called for small, widely-spaced buildings that housed such functionally designated populations as epileptics, school-age girls, or "low-grade boys." This again followed national trends, although the Sonoma center was an early adapter of the plan among

California state institutions. The Manse, built in 1894 for epileptic patients, was the first of these cottages, and it was followed by a half-dozen more through the first decade of the twentieth century, including Lux Cottage (1904), Bane Annex/Boys Nursery (1905), old hospital (1905), Laurel (1907), Oak Lodge (1907), and Manzanita Hall (1907). Of these, only Oak Lodge is extant. Sonoma Developmental Center's transition occurred prior to the Office of the State Architect solidifying a particular design for its implementation across state hospitals, which began with the complete redesign of Agnews State Hospital following the catastrophic collapse of the main building in the 1906 earthquake. Unlike Agnews, Sonoma State Home never redesigned its overall campus to implement the cottage plan. Rather, small clusters of cottages were added around the original Kirkbride building. The groupings of generally three cottages were tied together through shared function, architecture, and landscaping 5.

In its first decades, the Sonoma facility functioned largely as a custodial institution, providing relatively little medical therapy but filling clients' days with practical duties. Clients made up much of the institution's labor force and were supervised in performing such tasks as laundry work, sewing and mending, cobbling, cooking, baking, and general housekeeping. Much of the heavy construction work on campus was also performed by clients and many of them had a hand in

building the cottages in which they lived. The center maintained orchards and farms that produced a large portion of the facility's food. This helped to economize on operational expenses, while also being treated as a form of occupational therapy. Patients with epilepsy but no other developmental or intellectual disability performed the most complex tasks and served as foremen for other laborers.

Academic schooling improved in the early twentieth century, and by 1914, there were five teachers on staff. Instruction included basic kindergarten and grade school subjects as well as gym, music, arts and crafts, and home economics 66.

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. Many of the new clients had only mild impairments, but a powerful and popular eugenics campaign regarded them as a grave threat to the genetic well-being of society. Eugenicists campaigned for a sterilization law that would allow state institutions to operate upon prisoners or patients without requiring consent. The California legislature passed such a law in 1909, becoming the second state to legalize involuntary sterilization. Californian institutions ultimately sterilized more than 20,000 individuals, far

^{4 &}quot;Hospital's History," Sonoma Index-Tribune, Nov. 22, 1966, 9; State Commission in Lunacy, Biennial Report of the State Commission in Lunacy, Vol. 5 (1906), 106; State Commission in Lunacy, Biennial Report of the State Commission in Lunacy, Vol. 6 (1908), 96; Department of Engineers, Sellon & Hemming State Architects, "Administration Building, Home for Feeble Minded, Eldridge, Cal.," Plan No. 40, March 11, 1908 (19-S-5, Plans Vault, DGS).

⁵ Yanni, The Architecture of Madness, 79; "Workings of California State Institution at Eldridge," Sonoma Democrat, January 9, 1897; State Commission in Lunacy, Biennial Report of the State Commission in Lunacy, Vol. 9 (1914), 93.

⁶ California State Commission in Lunacy, Biennial Report, Vol. 9, (1914), 96; California State Commission in Lunacy, Biennial Report, Vol. 11, (1918), 80; Sarah Cooper, "Reports from the States: California," Proceedings of the National Conference of Charities and Correction, Twenty-Third Session, 1896 (Boston: Geo. H. Ellis, 1896), 22-23; "Workings of California State Institution at Eldridge," Sonoma Democrat, January 9, 1897; Pond and Brody, "Evolution of Treatment Methods," 9-12.

more than any other state. The Sonoma center, under Superintendent William Dawson, initially sterilized very few patients. After Dawson died in 1918, however, the hospital's surgeon, Fred O. Butler, was appointed as superintendent and he immediately instituted an aggressive sterilization program. A total of 5,530 men and women were sterilized at Sonoma, more than at any other state hospital or at any single facility in the nation. Butler retired in 1949 and the program all but ended by 1952, though the law remained on the books until 1979. The California state government has since offered a formal apology for performing nonconsensual sterilizations, but has paid no repartitions to the victims ⁷.

The development of the sterilization program produced renewed overcrowding as hundreds of generally high-functioning young men and women were committed by the courts. An industrial parole program was created in 1919 to hire out clients for work on farms or as domestics. Social workers assisted and supervised paroled clients, and many parolees were eventually discharged entirely from the hospital. By 1930, more than 1,000 individuals were regularly on parole at one time, allowing for large numbers of men and women to be admitted for sterilization and then

7 Alex Wellerstein, "State of Eugenics: Institutions and Practices of Compulsory Sterilization in California," in Sheila Jasanoff, ed., Reframing Rights: Bioconstitutionalism in the Genetic Age (Cambridge: MIT Press, 2011), 29-58; "Forced Sterilization Once Seen as Path to a Better World," Los Angeles Times, July 16, 2003; Alexandra Minna Stern, Nicole Novak, Natalie Lira, Kate O'Connor, Siobán Harlow, and Sharon Kardia, "California's Sterilization Survivors: An Estimate and Call for Redress," American Journal of Public Health Vol. 107, No. 1 (January 2017), 50-54.

rapidly returned to the community on a supervised basis. The problem of overcrowding was also met by a new cottage building boom through the 1920s. A number of the extant residential cottages were constructed at this time including Walnut (1918), Hatch (1924), Wright (1925), Dunbar (1925), and Wagner (1926) [...] 8.

Construction funding dried up with the onset of the Great Depression, but projects already in the pipeline were seen through to completion, including Chamberlain Hospital (1931), Oak Valley School (1931), Paxton detention ward (1932), and the firehouse (1932). Little new construction occurred through the remainder of the 1930s until the very end of the decade. In 1939, federal funds provided through New Deal public works programs paid for the construction of six new ward buildings (Goddard, McDougall, Hill, Osborne, King, and Thompson-Bane), three residences for staff (Residences 135, 136, and 137), a sewage treatment facility, water treatment plant, ice house, a school-house addition, and miscellaneous improvements to the center's grounds [...]. The vast majority of surviving west campus ward buildings and staff residences date to these

two decades of rapid expansion following the introduction of sterilization. 9

Following the end of World War II, the Sonoma State Home / Hospital, like California as a whole, experienced considerable growth. Newly affluent middle-class parents demanded improved, modern care for their disabled children, and the state responded with a massive institutional building program from the late 1940s through mid-1950s. The growth at Sonoma spread east across Arnold Drive and Sonoma Creek, where 18 new wards and a major hospital addition were constructed. Reflecting post-war architectural trends, these facilities largely featured identical concrete buildings grouped around outdoor courtyards. The program of care became more medically oriented around the same time, and the new buildings had many of the trappings of modern hospitals. Symbolizing this transition, the facility was renamed in 1953 from Sonoma State Home to Sonoma State Hospital. On the west campus, the Frederickson Receiving Center was constructed in 1959 just inside the entrance gate. This building was the first that clients encountered on being admitted to Sonoma, and its architecture and function were intended to convey that the nineteenth-century asylum was a thing of the past, replaced by the promise of medical progress. Medical research was regularly conducted through

⁸ California State Commission in Lunacy, Biennial Report, Vol. 12, (1920), 61; Department of Institutions, Third Biennial Report of the Department of Institutions, for the period ending June 30, 1926 (Sacramento: California State Printing Office), 73; Department of Institutions, Fourth Biennial Report of the Department of Institutions, for the period ending June 30, 1928 (Sacramento: California State Printing Office), 10; Department of Institutions, Biennial Report for the Department of Institutions for the period ending June 30, 1930 (Sacramento: Government Printing office, 1930), 93.

⁹ Budget of the State of California, 91st and 92d Fiscal Years, July 1, 1939, to June 30, 1941, 370; "\$23,7000,000 is Being Spent on State Buildings," Berkeley Daily Gazette, March 21, 1938; Robert D. Leighninger, Jr., Long-Range Public Investment: The Forgotten Legacy of the New Deal (Columbia, SC: University of South Carolina Press, 2007), 70

the post-war decades by both the hospital's staff and by outside university scientists. ¹⁰

Sonoma State Hospital's educational program expanded in 1961 with the construction of a new school wing. The International-style building was sited near the main entrance gate, across from Frederickson Receiving Center, reinforcing the modern orientation of the institution. The training aimed for self-reliance, providing instruction in self-help (feeding, dressing, washing and grooming), motor skills, and personality development, as well as traditional academics, homemaking, arts and crafts, and vocational training. The teachers increasingly had specialized training in educating students with developmental and other disabilities. A vocational program, Sunrise Industries, also started around this time, providing both on-campus and off-campus employment. On-campus work included wheelchair repair, packaging electronics, silk screening, recycling, and landscaping tasks. Clients could progress to working at a "transition site" off-campus, and eventually into employment

10 Pond and Brody, "Evolution of Treatment Methods," 12-14; Department of Mental Hygiene, Biennial Report for 1950-1952, 18; Meg McConahey, "A World Apart," Sonoma Magazine (Sept/Oct 2015), 112-113; "Research: Many Changes since rattlesnake venom injections,"

Sonoma Index-Tribune, November 16, 1990, 11.

with affiliate firms, including Dowling Miner Magnetics and Hewlett-Packard. ¹¹

Growth finally slowed and then reversed in the 1960s owning to a national trend towards deinstitutionalization in favor of community care [including the National Mental Health Act of 1963, which caused significant fund reductions at SDC and other state hospitals]. The number of clients at Sonoma decreased, until the facility housed principally the severally disabled who could not be placed out in community care. One new hospital building, the Nelson Treatment Center, was constructed in 1967, but the general trend was towards the repurposing or shuttering of older buildings. Wards were remodeled to provide greater privacy in bath and bedrooms and to improve environmental conditions with better heating and cooling systems, added wheelchair ramps, and other ADA accommodations. The center continued to add some new programs, starting a Special Olympics group in 1971, for example, but the general trend was towards downsizing. Farm and orchard programs closed as the number of patients declined and as the courts declared compulsory labor at state institutions to be illegal. In the late

11 "Eldridge School has 600 children," Sonoma Index-Tribune, November 22, 1966, 10-11; "Sonoma Developmental Center History at a Glance," Sonoma Index-Tribune, November 16, 1990, 10; "Sunrise Industries: Creates Job Opportunities," Sonoma Index-Tribune, November 16, 1990, 24-25.

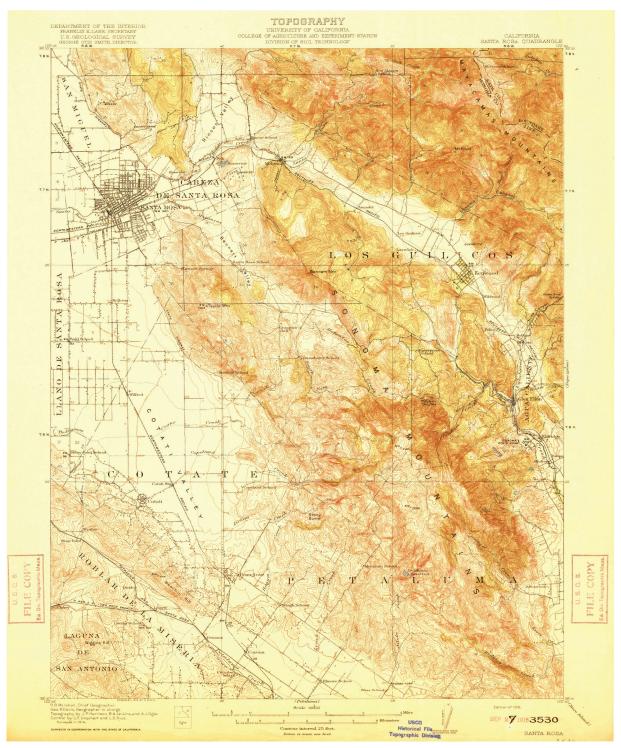
1970s and early 1980s, Sonoma center deemed several hundred acres to be surplus land and transferred some of the property to Jack London State Park. This decreased the total land holdings of the institution to approximately 900 acres. In 1985, the facility again changed names, becoming Sonoma Developmental Center, the title by which it known today. 12

Development that occurred after 1985 primarily consisted of additional sheds and structures built for the agricultural center, as well as work on SDC's water system and infrastructure.

^{12 &}quot;Hospital's History," Sonoma Index-Tribune,
November 22, 1966; James W. Trent, Inventing
the Feeble Mind: A History of Mental Retardation
in the United States (Berkeley: University of
California Press, 1994), 238, 250; "Special
Olympics Established," Sonoma Index Tribune,
November 16, 1990, 21; Department of
Developmental Services, "History of Sonoma
Development Center," http://www.dds.ca.gov/
Sonoma/History.cfm, accessed September 2016;
Statutes 1985, Chapter 582.

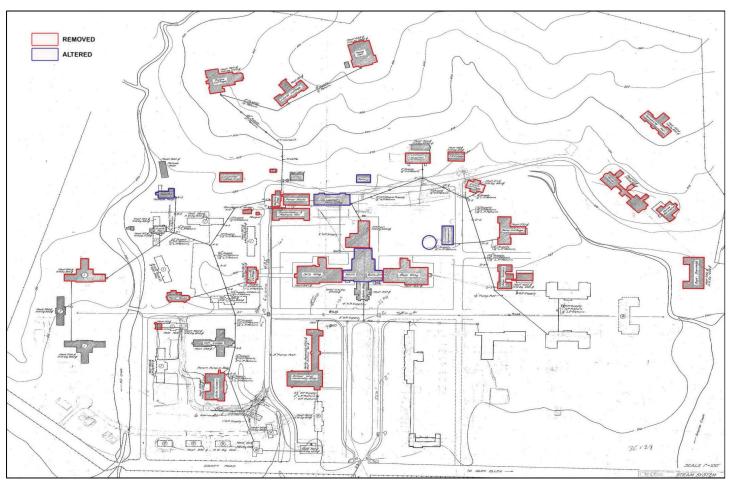
JRP Historical Consulting, LLC and Denise Bradley, Cultural Landscapes, "Sonoma State Home Historic District," State of California Department of Parks and Recreation (DPR) 523D (District Record) and 523L (Continuation Sheet) forms (January 2017), 3-9, in Appendix B, Historical Resources Inventory and Evaluation Report: Sonoma Developmental Center, PRC § 5024 and § 5024.5 Compliance Report (May 2017), 178-184.

Figure 6-1
SONOMA STATE HOME APPEARS ON TOPOGRAPHIC MAP, 1916



Sources: USGS

Figure 6-2
SONOMA STATE HOME CIRCA 1923 Showing buildings that have been removed or altered



Sources: Department of Public Works, Division of Architecture, CA

Figure 6-3
MAP OF SONOMA COUNTY, 1939

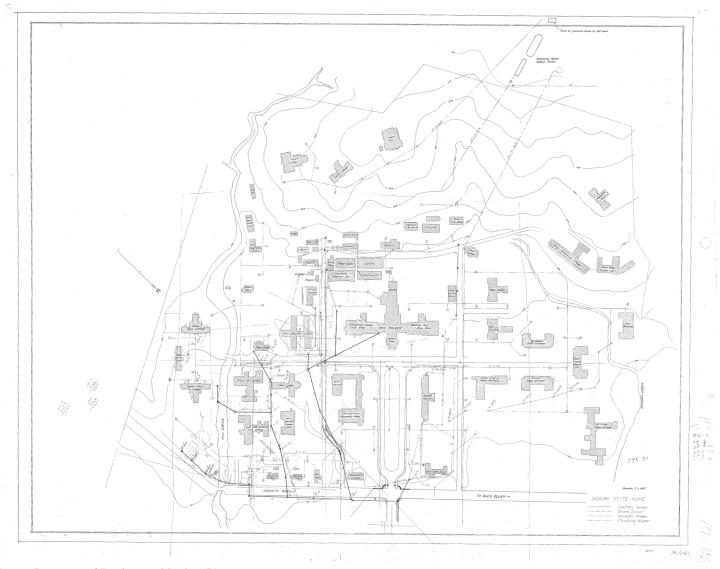


Figure 6-4
SONOMA STATE HOSPITAL, 1959

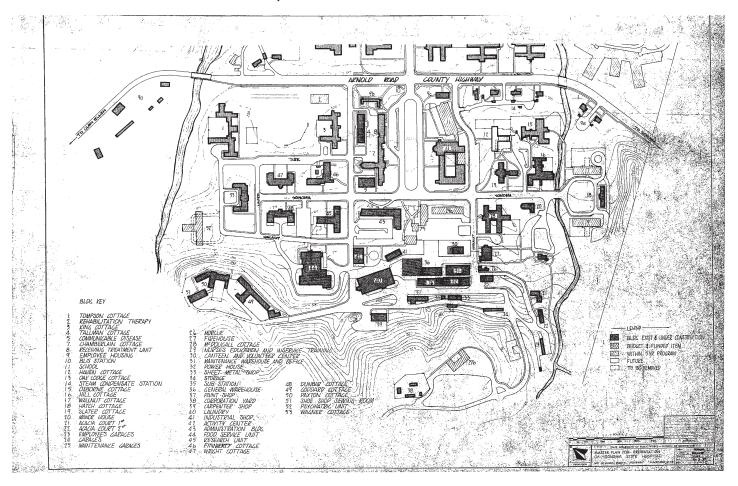


Figure 6-5
SONOMA DEVELOPMENTAL CENTER, 1979

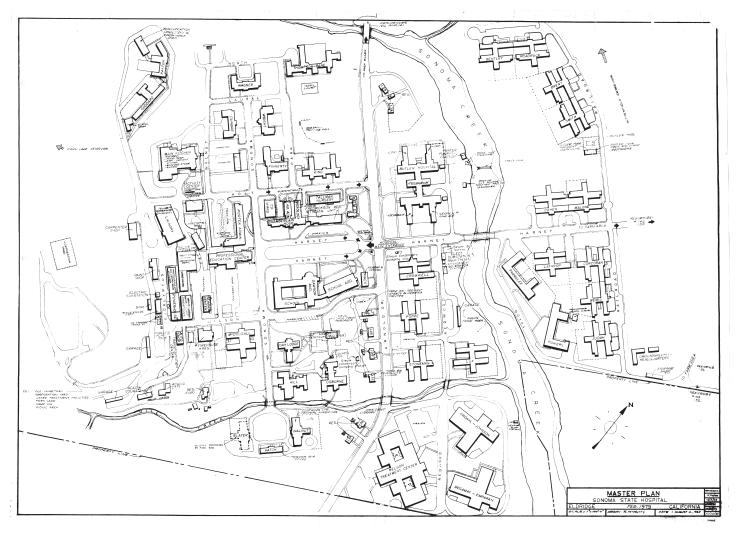


Figure 6-6
SONOMA DEVELOPMENTAL CENTER, 1996

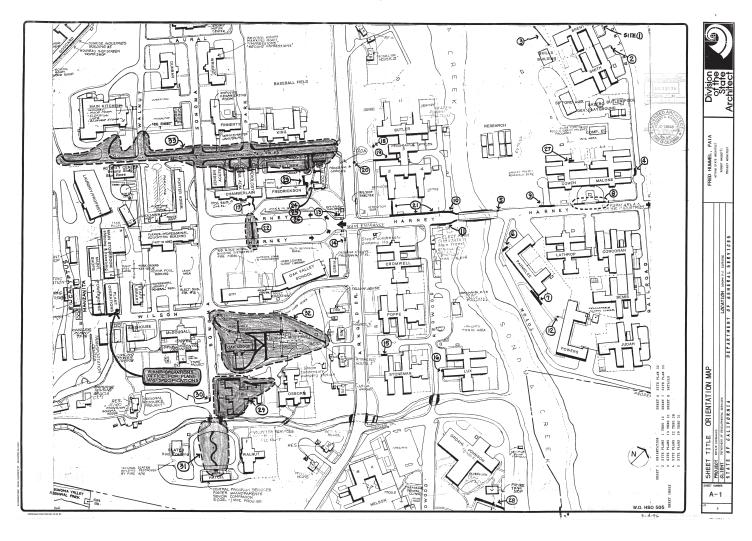


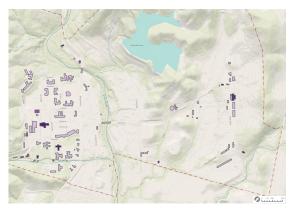
Figure 6-7

DEVELOPMENT ERAS AT SDC



1889 to 1908 (17 buildings)

The first era begins in 1889, when the state purchased the land, and ends in 1908, when the Kirkbride model was completed (including the P.E.C. Building) and prior to the site's name change from "California Home for the Care and Training of Feeble-Minded Children" to "Sonoma State Home."



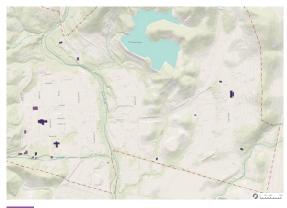
1918 to 1949 (96 buildings)

The third era begins in 1918 and ends in 1949, which is the period of Fred Butler's tenure as superintendent.



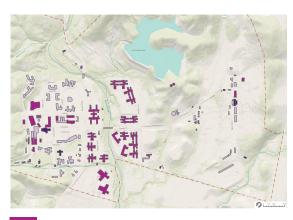
1963 to 1984 (17 buildings)

The fifth era begins in 1963, when the state shifted away from institutions with the National Mental Health Act of 1963, and ends in 1984, prior to the site's name change from "Sonoma State Hospital" to "Sonoma Developmental Center."



1909 to 1917 (14 buildings)

The second era begins in 1909, when the site's name was changed to "Sonoma State Home," and ends in 1917, prior to Fred Butler's tenure as superintendent.



1950 to 1962 (73 buildings)

The fourth era begins in 1950, after Fred Butler's tenure as superintendent, and ends in 1962, prior to the state shifting away from institutions with the National Mental Health Act of 1963. During this era, the site's name was changed from "Sonoma State Home" to "Sonoma State Hospital" (in 1953).



1985 to 2017 (41 buildings)

The sixth era begins in 1985, when the site's name was changed to "Sonoma Developmental Center," and ends with 2017, the present.

6.3 Historical Resource Assessment

The section draws on the Archaeological Resources Study of the Sonoma Developmental Center Property prepared by Tom Origer & Associates in 2017. This study included archival research at the Northwest Information Center, Sonoma State University (NWIC File No. 16-0094), examination of the library and files

of Tom Origer & Associates, and field inspection of the study area. Because the Origer report contains information about the locations of archaeological sites, it is not circulated as an appendix.

Page & Turnbull led the Project Team's effort in understanding the historic

context and historic resources. As noted in the previous section, the analysis relies on the Historical Resources Inventory and Evaluation Report prepared by JRP Consulting and currently under review by the State Historic Preservation Officer.

REGULATORY FRAMEWORK

CALIFORNIA PUBLIC RESOURCES CODE

Several sections of the PRC protect cultural resources and PRC Section 5097.5 protects vertebrate paleontological sites located on public land. Under Section 5097.5, no person shall knowingly and willfully excavate upon, or remove, destroy, injure, or deface, any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site (including fossilized footprints), inscriptions made by human agency, rock art, or any other archaeological, paleontological, or historical feature situated on public lands, except with the express permission of the public agency that has jurisdiction over the lands. Violation of this section is a misdemeanor.

PRC Section 5097.98 states that if Native American human remains are identified within a project area, the landowner must work with the Native American Most Likely Descendant as identified by the NAHC to develop a plan for the treatment or disposition of the human remains and any items associated with Native American burials with appropriate dignity. California Health and Safety Code Section 7050.5 prohibits disinterring, disturbing, or removing human remains from a location other than a dedicated cemetery. Section 30244 of the PRC requires reasonable mitigation for impacts on paleontological and archaeological resources that occur as a result of development on public lands.

CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The California Register is "an authoritative listing and guide to be used by state and local agencies, private groups and citizens in identifying the existing historical resources of the state and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change" (PRC Section 5024.1[a]). The criteria for eligibility to the California Register are based on National Register criteria (PRC Section 5024.1[b]). Certain resources are determined by the statute to be automatically included in the California Register, including California properties formally determined eligible for or listed in the National Register.

To be eligible for the California Register as a historical resource, a prehistoric or historic-period resource must be significant at the local or State level under one or more of the following criteria:

- Is associated with events that have made a significant contribution to the broad patterns of "California's history and cultural heritage;"
- Is associated with the lives of persons important in our past;
- Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- Has yielded, or may be likely to yield, information important in prehistory or history (CEQA Guidelines Section 15064.5 [a][3]).

For a resource to be eligible for the California Register, it must also retain enough integrity to be recognizable as a historical resource and to convey its significance. The seven aspects of integrity are: location, design, setting, materials, workmanship, feeling and association. A resource that does not retain sufficient integrity to meet the National Register

criteria may still be eligible for listing in the California Register. A resource that has lost its historic character or appearance may still have sufficient integrity for the California Register if it maintains the potential to yield significant scientific or historical information or specific data. The P.E.C. Building was made a National Historical Landmark in August 2000. SDC may be nominated as a historic district, and many buildings on the property may be contributors to the district or may be historic resources themselves.

RESOURCE DEFINITIONS

Historical resources are classified by the State Office of Historic Preservation (OHP) as sites, buildings, structures, objects and districts, and each is described by OHP (1995) as follows.

Site. A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure.

Building. A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail, or a house and barn.

Structure. The term "structure" is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.

Object. The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.

District. A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.

PREHISTORIC ARCHAEOLOGICAL RESOURCES

Archival research included examination of the library and project files at Tom Origer & Associates. A review was completed of the archaeological site base maps and records, survey reports, and other materials on file at the Northwest Information Center (NWIC), Sonoma State University, Rohnert Park. Sources of information included but were not limited to the current listings of properties on the National Register of Historic Places, California Historical Landmarks, California Register of Historical Resources, and California Points of Historical Interest as listed in the Office of Historic Preservation's Historic Property Directory (OHP 2012). In addition, ethnographic

literature that describes appropriate Native American groups, county histories, and other primary and secondary sources were reviewed.

Previous studies have identified two prehistoric archaeological resource locations (P-49-000125 and P-49-002046) within the study area, and a variety of historical era structures, including dams, sediment basins, a quarry, fence lines and water control structures.

An intensive pedestrian field survey of the previously unsurveyed portions of the study area was completed by a sixperson team between June 13 and June 16, 2017. Based on the results of the prefield research, it was anticipated that prehistoric and historic-period resources could be found within the study area.

One previously undocumented prehistoric archaeological site was identified, with a bedrock mortar and an associated pestle. A scatter of several obsidian flakes was found in another location. These specimens are too few to be considered a bona fide archaeological site, however they do reflect general use of the area. In addition, obsidian deposits were documented elsewhere on the site. The obsidian was generally small pebbles; however, some specimens were observed that are large enough to be used for tool manufacture.

HISTORIC RESOURCES AT THE SDC SITE

Under the direction of DGS, and in cooperation with California Department of Developmental Services (DDS), JRP Historical Consulting, with Denise Bradley, Cultural Landscapes, submitted a Historical Resources Inventory and Evaluation Report (HRIER) to the California Office of Historic Preservation (OHP), including the State Historic Preservation Officer, (SHPO) in May 2017 for compliance with Public Resources Code § 5024 and § 5024.5.131 The Existing Conditions Assessment references this document as it is the most recent and extensive historic resource assessment of SDC to date. It is currently under review by OHP.

JRP with Denise Bradley surveyed and inventoried all buildings, structures, and features built in 1967 or earlier; completed existing documentation review and extensive research; developed historic contexts; and finally evaluated the resources for listing in the National Register of Historic Places (National Register), in the California Register of Historical Resources (California Register), as a California Historical Landmark, and as a cultural landscape. All of this was synthesized and incorporated into the HRIER, which determined a Sonoma State Home Historic District (SSHHD) is eligible for inclusion in both the National

Register and California Register, as well as designation as a California Historical Landmark. Per the HRIER:

The Sonoma State Home Historic District is historically significant and is a distinguishable entity whose components lack individual distinction, but which comprise an important concentration and continuity of buildings, structures, objects, and landscape features that are united historically by plan, purpose, and physical development. The historic district and its contributors retain sufficient historic integrity to convey their significance. The district has significance at both a national and state level in the areas of Health/Medicine and Social History for its pioneering role in housing, educating, and medically treating the state's population of people with intellectual and developmental disabilities. The period of significance begins in 1889 with the purchase of the Eldridge site, and ends in 1949 with the retirement of Superintendent Fred Butler. The center's significance is at a state level from 1889 through 1917, during the period of establishment and early growth. The center had national-level significance from 1918 to 1949, when it operated the nation's most active eugenic sterilization program. The significance is demonstrated by the presence of buildings within the historic district that clearly convey their function in caring for people with developmental disabilities. The historic district boundary [Figure 6-8] includes the main campus area west of Arnold Drive. It encompasses 46 contributing resources, including the landscaped grounds. 142

The HRIER concludes that the SSHHD is significant under National Register Criterion A and California Register Criterion 1 based upon historic events that occurred at SDC between 1889 and 1949, its period of significance. It was determined that a cultural landscape does not exist, but that there are landscape features that contribute to the SSHHD. These contributing landscape features are detailed in depth in Table 4 of the HRIER. Not all buildings, structures, and landscape elements within the proposed historic district boundary are considered contributing resources because some of them are outside the proposed 1889-1949 period of significance and others do not have sufficient historical integrity. The 46 buildings or structures that contribute to the proposed Historic District are shown on Figure 6-8.

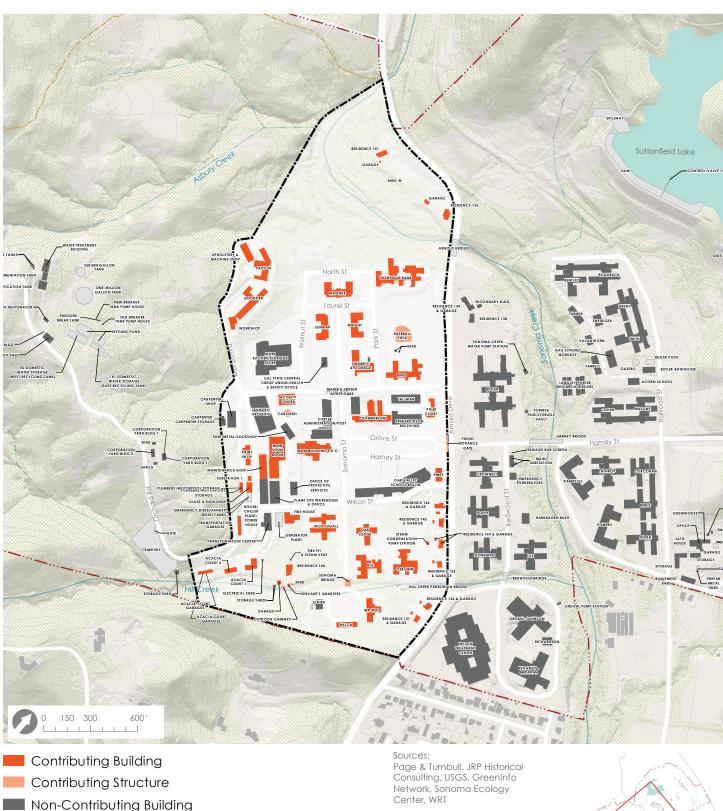
Additionally, there are two resources — both contributors to the SSHHD — that also meet the criteria for individual listing in the National Register and California Register: the extant administrative wing of the original main hospital building called the P.E.C. Building; and Sonoma House also called Residence 140, as well as its support buildings and structures. A summary of these findings can be found in the Executive Summary of the HRIER.

¹ JRP Historical Consulting, LLC and Denise Bradley, Cultural Landscapes, Historical Resources Inventory and Evaluation Report: Sonoma Developmental Center, PRC § 5024 and § 5024.5 Compliance Report (May 2017), i.

² Ibid., ii.

Figure 6-8

MAP OF HISTORIC DISTRICT CONTRIBUTORS PER JRP DRAFT HRIER



May 2017

Non-Contributing Structure

JRP's Proposed Historic District Boundary

CHARACTER-DEFINING FEATURES

For a property to be eligible for national, state, or local designation under one of the significance criteria, the essential physical features (or character-defining features) that enable the property to convey its historic identity must be evident. To be eligible, a property must clearly contain enough of those characteristics, and these features must also retain a sufficient degree of integrity. Characteristics can be expressed in terms such as form, proportion, structure, plan, style, or materials.

The character-defining features of the SSHHD include the resources and elements that date to the 1889-1949 period of significance. The HRIER offers the following summarized list of site-specific character-defining features:

- The layout, arrangement, and location of buildings, roads, and pathways;
- The general setting with expansive green space including its vegetation (i.e. lawn, bushes, and mature trees);
- The architectural styles of buildings included as contributors to the district (i.e. French eclectic, Spanish eclectic, Tudor revival, and industrial);

- The materials of built environment contributors (i.e. tile roofs, stucco and brick cladding, original wood windows, concrete pathways, paved roads); and
- The general form and massing of buildings.

The HRIER provides a more detailed table of site-specific, cultural landscape character-defining features that contribute to the SSHHD. The following table is an adapted version of the table in the HRIER.

Table 6-1

CULTURAL LANDSCAPE CHARACTER-DEFINING FEATURES

SPATIAL ORGANIZATION

CORE AREA

Spatial organization of the core area includes the following key components:

- 1. Orthogonal grid of street which creates the basic block system of the core area,
- 2. East-to-west axis along Harney Street which provides the main entrance into the center and includes the stone entrance gateway structure, the two lanes of the Harney Street separated by a landscape median, and broad lawns on either side of the street;
- 3. Buildings set well back from the street and with a consistent set back along each side of the street; and
- 4. Broad lawns forming a continuous band of vegetation between the street and the buildings.

RESIDENCES 133, 136, 137, 145, 146, AND 149

Spatial organization for this row of houses along Arnold Drive have:

- 1. Uniform set back from the street
- 2. Continuous lawn (broken only by two driveways and Hill Creek) which runs along the front of the houses and the street; and
- 3. Parking and garages are located behind (west) of the houses.

MAINTENANCE-SUPPORT FACILITIES AREA

Buildings are sited close to each other with the length of the building parallel to the main two streets—Manzanita and Eucalyptus—that provide access to this area.

RESIDENCES 126 AND 141

Spatial organization for these two houses north of main campus includes:

- 1. Locations of the houses
- 2. Small yard area around each house, and
- 3. Broad band of land (now wooded) between the houses and creek.

CIRCULATION FEATURES

CIRCULATION FEATURES	
STREETS WITHIN THE CORE GRI	ID
Harney Street	
Holt Street	
Laurel Street	
North Street	
Park Street	
Sonoma Street	
Sonoma Circle	
Walnut Street	
Wilson Street	
ANCILLARY STREETS	
Magnolia Street	
Maple Street	
Shady Lane	
Driveway to Sonoma House (Residence	e 140)
Driveway between Residences 136 and	137
Driveway between Residences 145 and	149

CIRCULATION FEATURES

MAINTENANCE-SUPPORT FACILITIES STREETS

Eucalyptus Street

Manzanita Street

Orchard Road

SIDEWALKS

PEC entrance plaza on east side of building and sidewalk along south side

Street-side sidewalks that parallel the street system

Sidewalks to the main entrances of the buildings built before 1950

PEDESTRIAN BRIDGES

Hill Creek Pedestrian Bridge (concrete) – Evaluated on West Campus Bridges DPR Form

VEGETATION CHARACTERISTICS

Presence of a lawn in front of and between buildings in the core area and around the residences in the ancillary areas

Harvey Street median: grass and double row of palms (no-longer extant) that alternate with the pollarded sycamore trees

Baseball Field (grass outfield and dirt infield)

STRUCTURES

STONE STRUCTURES

Entrance Structures

Main Entrance Structure and Bus Shelter on west side of Arnold Drive at Harney Street

Holt Street Entrance Structure on west side of Arnold Drive at Holt Street

Wilson Street Entrance Structure on west side of Arnold Drive at Wilson Street

Wilson Street and Unnamed Drainage

Stone retaining wall along west side of Arnold Drive and continuing along south side of Wilson Street

Magnolia Bridge—stone vehicular bridge across drainage that connects Wilson Street to Magnolia Street

Stone ditch/gutter connecting to unnamed drainage from retaining wall along the south side of Wilson Street

Hill Creek

Sonoma Bridge - Evaluated on West Campus Bridges DPR Form

Stone retaining walls along the sides of portions of Hill Creek

Hatch

Stone retaining wall behind Hatch and Slater (Note: non-contributing CMU section).

Residence 140 (Sonoma House)

Stone retaining wall along north edge of driveway

Circular stone planter to south of house (palm tree is nonextant)

Stone wall and fireplace to south of house (this structure has major cracks)

Sonoma House Pedestrian Bridge - east of house and spanning an unnamed drainage

Chamberlain

Stone retaining wall at the west end of Chamberlain

STRUCTURES

Impressions

Circular stone planters around trees behind (east) of Impressions

Walnut Street vicinity

Stone retaining wall and ditch above (west) of Walnut Street

Stone tree well below (east) of Goddard

Stone ditch west of Wagner

Stone retaining wall and ditch on east side Walnut Street (vicinity of Dunbar)

Stone retaining wall under concrete wall on east side of Health & Safety parking lot

Vicinity of Activity Center

Stone retaining wall and gutter in vicinity of Activity Center and Carousel

Stone gutter along south side of Activity Center

Stone retaining wall (around tree) to east of Carousel

Manzanita Street Vicinity

Stone retaining walls along east and west sides of Manzanita Street

Stone "well" on west side of Manzanita Street near intersection with Holt Street

Eucalyptus Street Vicinity

Stone retaining walls along east and west sides of Eucalyptus Street

Stone retaining wall at south end of Transportation Garages

Stone retaining wall along west side of parking area above (west) Transportation Garages and stone retaining walls continuing along sides of unpaved drive leading to Plumbers/Motorpool Storage

Stone retaining wall above (west) of Carpenter Shop

Orchard Road Vicinity

Stone retaining wall (continuation of wall above Transportation Garage) along north side of Orchard Road

Note: Stone wall system continues along north side of Orchard Road to vicinity of Corporation Yard (outside of historic district); walls also in vicinity of road that led to non-extant Laurel Cottage (outside of historic district)

Stone retaining wall along south side of Orchard Road (continuation of wall along Shady Lane); continues along portion of Orchard Road that is outside of Historic District

Shady Lane Vicinity

Stone retaining wall in vicinity of Acacia Court 2with continuation along parking lot that is south of Acacia Court Garages

Stone retaining wall along parking lot that is north of Acacia Court Garages with continuation along Shady Lane to corner of Orchard Road

Residence 141

Stone free-standing wall in back yard

Stone barbeque/grill in back yard

STRUCTURES

PEC WALLS

Low concrete retaining wall that runs across the frontage along Sonoma Street; continues along Wilson Street to the entrance to the PEC parking lot and along Holt Street to the entrance to the Porter Administration parking lot.

Note: Non-historic break in wall due to semi-circular entrance sidewalk to the Porter Administration Building

Two decorative columns or bollards that frame eastern entrance to PEC parking lot

Low stepped wall (brick or stone construction with cement plaster finish) that extends along Wilson Street and wraps around the second (western) entrance to the PEC parking lot.

Circular concrete bollard, with a conical cap, sits at the south end of this wall

SMALL-SCALE FEATURES

STREETSCAPE

Streetlight fixture with historic post (tapered, ribbed metal post that is currently painted green) topped with non-historic luminaire

Concrete street sign posts (slender square posts finished with the name of the street stamped vertically into one or more sides)

SITE FURNISHINGS

Two concrete benches in the plaza on the east side of PEC

EDGING

PEC: Planting bed at east-side plaza (low concrete ledge—forming half of a decagon—faced with brick)

PEC: Concrete curb across planting bed on the east side of south wing

Residence 146: low brick retaining wall around foundation

The building-specific character-defining features are detailed in the individual DPR forms in Appendix B of the HRIER, and are also provided in the Master Building and Structure Inventory assembled by Page & Turnbull.

Additionally, there are certain characteristics of the overall site that should be considered in the event of future planning and development. This report outlines Character Area sub-districts that are identified by a particular landscape character and architectural cohesion, as identified on the following map.

6.4 Experiencing SDC Today

ARNOLD DRIVE

For most, the experience of SDC begins on Arnold Drive. Entering the campus from either the south or north, the roadway takes on a new character, with mature, evenly-spaced trees, sidewalks, and cottages and wards set back from the road. At the center of this sequence, at the intersection with Harney Drive, stone gateway monuments on the west side draw the attention along a grand open mall toward the P.E.C. Building, standing tall before a forested mountain backdrop. Here we have the memorable and defining postcard image of SDC.

HISTORIC CAMPUS

The core campus, west of Arnold Drive, creates the feeling of a traditional campus enclave. Its components include a mix of buildings typical of different eras of institutional development, unified by clear east-west and north-south "axes," lawns, and ornamental trees and landscape. (The detailed characteristics of this landscape are described well in the JRP Consulting report cited in the previous section.)

ORCHARD ROAD

Orchard Road threads up from the southwest edge of the core campus. Here, a visitor experiences a rapid transition from prosaic service buildings to shady forest and rural tranquility. Rising steadily, the road crosses a hillside of open meadows and oak woodlands and introduces dramatic views over the campus and across the valley toward the Mayacamas range to the east. The road dips beyond the ridge and suddenly Fern Lake appears, extending away in a long, narrow canyon verged by forest. The visitor proceeds further up through that native forest, finally a small outpost of cabins—Camp Via—and an old orchard returning to nature.







Arnold Drive, the historic campus core, and the climb up Orchard Road to Camp Via each contribute to the experience of SDC.

EAST CAMPUS

At the main intersection, turning east from Arnold onto Harney Drive brings us into the east side of campus. Buildings here were developed in SDC's second growth spurt following World War II. Where the "campus" feeling in the core campus is dominated by the formal axes and open spaces, here it is produced by the repeating forms of the ward buildings. Sonoma Creek passes through the east side of campus as a ribbon of deep green, with views onto the rocky stream from the small bridge.

THE FARM

Harney Drive crosses Railroad Street and transitions quite quickly to what feels like a farm road. Passing up a draw and around a knoll, a small cluster of farm buildings (Eldridge Farm) hugs the road on the south side, followed by an old horse arena. The road dips into a wet meadow, which can be seen extending to the north and south. Along the far side of that meadow at the base of an open, grassy ridge are the remains of Sunrise Complex of old barns and farm sheds (most were destroyed by the Nuns Fire in 2017). This east side of the SDC site is a landscape of open meadows and pastures dotted with oaks; rolling hills; farm roads and old farm structures. Tucked behind the oaks in the uplands awaits a surprise: Suttonfield Lake. From the path around this sparkling reservoir one gets a glimpse back over the campus and to Sonoma Mountain to the west.







East of Railroad Street, the SDC campus presents a series of rural experiences, including farm roads and structures, and meadows and pastures dotted with oaks.

Figure 6-9

COGNITIVE MAP



COGNITIVE MAP AND LANDSCAPE CHARACTER ZONES

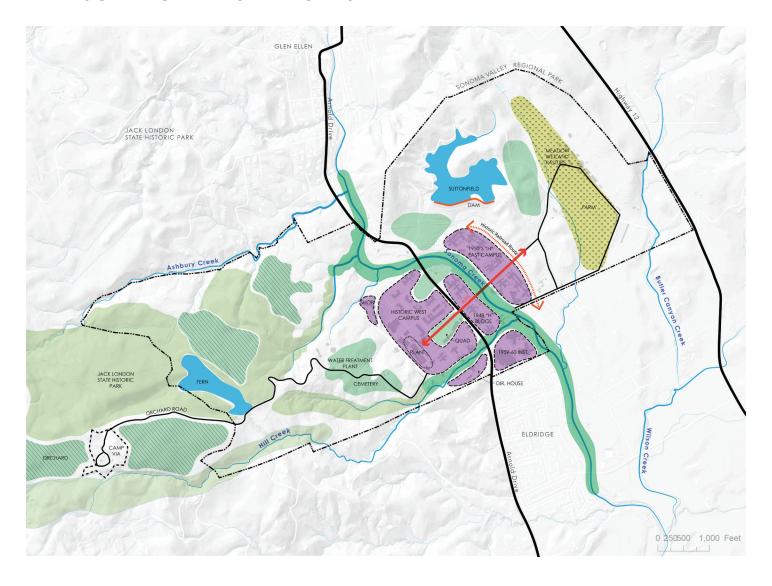
The diagrams here represent two ways of understanding the experience of SDC today: in terms of experience and in terms of distinct "landscapes."

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.

Figure 6-10

LANDSCAPE CHARACTER ZONES



6.5 Considerations for Reuse and Conservation

CULTURAL LANDSCAPE AND PLACEMAKING

Sonoma Valley has a resonant cultural landscape defined by a patchwork of fields and vineyards, forested hills, the classic California small town of Sonoma and small hamlets further up the valley, and the quiet presence of Sonoma Creek and its tributaries. Understanding the composition and role of these character defining elements will be important as we establish a basis for what comes next at the SDC site. There is an opportunity to identify, preserve, and enhance landscapes that contribute to the enduring cultural setting of the Sonoma Valley.

The SDC site itself has a set of defining characteristics which establish our experience of place. It is a place beloved by many in the community; site reuse that retains these features will allow for a graceful transition and ongoing sense of connection. Within the core campus, maintaining the structure of streets and open spaces, the generous building setbacks, and the ornamental landscape will go a long way to maintain the sense of place as a mix of new and repurposed buildings takes shape. Outside the core campus, conserved open space can be managed to retain opportunities to experience the views, rustic character, and the sequence from manicured campus to wooded uplands and rustic Sonoma Valley agricultural land.

PRESERVING HISTORY

ARCHAEOLOGICAL RESOURCES

As plans are made for future development of the Sonoma Developmental Center Property the existing archaeological resources should be avoided.

With regard to accidental discovery, factors determining the potential for buried archaeological sites include landform age, distance to water, slope, and archaeological data. Buried prehistoric archaeological sites are typically found in or beneath Holocene-age deposits. While the Sonoma Volcanic and Glen Ellen formations underlying upland portions of the SDC site are ancient, alluvial deposits on the valley floor date from 2.58 million years ago to the present, which encompasses human arrival and occupation of California.

The potential for buried sites at SDC ranges from less than 1 to 20 percent. The areas of highest potential (5 to 20 percent) are the portions of the study area within 100 meters of Sonoma Creek. The areas of moderate potential (2 to 5 percent) are the low-lying areas greater than 100 meters from Sonoma Creek, which is most of the campus and the ranch. The areas of lowest potential (less than 1 percent) are the uplands, roughly of the western half of the study area and the hills surrounding Suttonfield Lake.

In keeping with the CEQA guidelines, if archaeological remains are uncovered, work at the place of discovery should be halted immediately until a qualified archaeologist can evaluate the finds. Prehistoric archaeological site indicators include obsidian and chert flakes and chipped stone tools; grinding and mashing implements (e.g., slabs and handstones, and mortars and pestles); bedrock outcrops and boulders with mortar cups; and locally darkened midden soils. Midden soils may contain a combination of any of the previously listed items with the possible addition bone and shell remains, and fire-affected stones. Historic period site indicators generally include: fragments of glass, ceramic, and metal objects; milled and split lumber; and structure and feature remains such as building foundations and discrete trash deposits (e.g., wells, privy pits, dumps).

If human remains are encountered, excavation or disturbance of the location must be halted in the vicinity of the find, and the county coroner contacted. If the coroner determines the remains are Native American, the coroner will contact the Native American Heritage Commission. The Native American Heritage Commission will identify the person or persons believed to be most likely descended from the deceased Native American. The most likely descendent makes recommendations regarding the treatment of the remains with appropriate dignity.

HISTORIC RESOURCES

A detailed inventory and evaluation of potential historic resources at SDC was conducted just prior to this report. That assessment—still under review by the State Historic Preservation Officer (SHPO) as of May 2018—determines that a "Sonoma State Home Historic District" is eligible for inclusion on both the National and California Register of Historic Places, and for designation as a California Historical Landmark. This potential Historic District would encompass all of the core campus west of Arnold Drive. Not all of the buildings, structures and landscape elements of the core campus were found to contribute to this historic district. Some do not date to the 1889-1949 period of historical significance, while others have been altered substantially and do not have sufficient historical integrity. Still, many buildings and structures on the core campus are found to contribute to the potential historic district based on their intact, character-defining features. The arrangement of roads and pathways, as well as the general setting with expansive green space composed of lawn, bushes and mature trees was also found to contribute. In addition, two buildings on the core campus were found to meeting the criteria for individual listing on the National and California Registers: the P.E.C. Building, and Sonoma House, or Residence 140, together with its support buildings and structures.

While historic resource designation does not require or guarantee preservation, it does mean that any proposed demolition or exterior alteration would result in a finding of significant adverse impact under CEQA. Such a finding would involve documentation of how the impact could be avoided and/or mitigated, and a statement of overriding considerations. Historic designation would signal that future reuse should incorporate historic resources to the extent possible, and that changes to the development pattern should contribute to (or not detract from) the character of the historic district.

Future reuse at the SDC site also has the unique opportunity to tell the story of the institution and the people whose lives were shaped by it over the course of its 150 years. In addition to building reuse where appropriate, this could include the collection and interpretation of artifacts as well as the collection of oral histories and other means of preserving and honoring the lives of residents and staff.