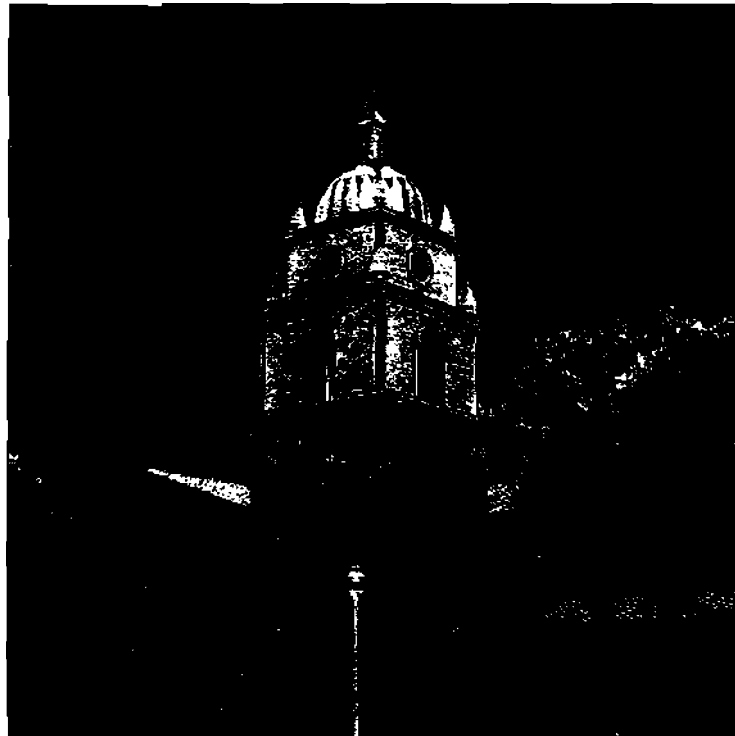

Camarillo State Hospital and Developmental Center

Task Force Report Facility Reuse Recommendations



November 1996

Sponsored by:



The State of California

State and Consumer Services Agency • Health and Welfare Agency
Department of Developmental Services • Department of Mental Health

PETE WILSON
GOVERNOR



State and
Consumer Services Agency

OFFICE OF THE SECRETARY

915 CAPITOL MALL, SUITE 200
SACRAMENTO, CA 95814

African American Museum
Building Standards Commission
Consumer Affairs
Fair Employment & Housing
Fair Employment & Housing Commission
Franchise Tax Board
General Services
Insurance Advisor
Museum of Science & Industry
Personnel Board
Public Employees' Retirement System
Teachers' Retirement System

November 1996

The Honorable Pete Wilson
Governor, State of California
State Capitol
Sacramento, CA 95814

Dear Governor Wilson:

I am pleased to submit the report of the Camarillo Task Force.

When the decision was made to close Camarillo State Hospital and Developmental Center, you asked our Agency to assemble a task force drawn from a cross-section of local residents to advise you on what the best possible use of the facility would be in the future, and whether any healthcare use of the facility could be preserved.

To that end, we brought together a 20-member blue ribbon panel composed of state legislators, local elected officials and representatives drawn from agriculture, labor, family members of Camarillo residents, education, taxpayer organizations, health care, real estate, local businesses and state agencies.

Since July, the Task Force has met seven times, including a special meeting last August to hear public testimony. All of its meetings have been open to the public and the press. The Task Force also received valuable assistance from an Advisory Panel of health care, real estate and other experts from around the country who came to Camarillo in September to see the facility for themselves and to interview more than 60 local families, staff, civic and business leaders for their views on the situation.

The Honorable Pete Wilson
Page Two
November 1996

As part of its deliberations, the Task Force considered community opportunities and concerns, as well as the welfare of the clients, staff and families affected by Camarillo's closure. Based on that input, the work of the Advisory Panel, and its own best judgment, the Task Force developed its recommendations.

It has been my pleasure to chair this distinguished panel.

Sincerely,



Joanne C. Kozberg
Secretary of State and Consumer Services
Chair, Camarillo Task Force

TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	v
Task Force Members.....	v
Advisory Panel Members	vi
Special Resources to Advisory Panel	vi
CAMARILLO TASK FORCE RECOMMENDATIONS.....	vii
1. EXECUTIVE SUMMARY.....	1
Reuse Proposals.....	1
Advisory Panel Recommendations.....	3
The University Alliance.....	4
Implementation And Approvals.....	5
Existing Staff And Clients	5
Conclusions.....	6
2. BACKGROUND.....	7
Formation Of The Task Force	7
Issues Considered By Advisory Panel	8
Development and Reuse Issues:.....	8
Land Use, Facilities, Planning and Engineering Issues:	10
Employment, Economic and Fiscal Impacts:.....	10
Program Implementation Issues:.....	10
3. PROPOSALS CONSIDERED.....	11
California State University-Channel Islands	11
California Youth Authority	12
Other Proposals	13
Miscellaneous Options.....	13
4. EVALUATION CRITERIA AND RESULTS OF THE EVALUATION.....	14
Evaluation Criteria.....	14
Comparison Of Proposals.....	14
5. CAMARILLO STATE HOSPITAL REUSE RECOMMENDATIONS.....	19
University Alliance	19
Virtual University.....	19
Community College Liaison	21
Ventura County Schools.....	21

Private Sector Relationships.....	21
Institutes.....	22
Business Incubators	22
Economic Development	22
Research Park.....	23
Public Sector Relationships	23
University District Master Plan.....	23
Research Park.....	26
Housing Plan.....	26
Agricultural Land Protection.....	26
Planning Theme.....	26
Non-Traditional Funding Sources.....	26
Leases.....	26
Other Revenue Sources.....	27
6. IMPLEMENTATION RECOMMENDATIONS	28
Guiding Principles.....	28
Phase 1: Due Diligence And Conceptual Planning.....	29
Academic Program.....	29
Regional Economic Development Strategy	29
District and Facilities Conceptual Master Plan	31
Financing Plan.....	32
Ownership, Governance, and Management Plan.....	32
Ownership.....	32
Governance.....	33
Management.....	33
State Authorization, Legislation and Budget Adoption	33
Phase 2: Program Implementation.....	33
Fast Track Move to Camarillo.....	33
Formation of the CSU-CI Ownership and Governance Entity.....	34
Adoption of the University Alliance District Plan.	34
Camarillo State Hospital Transition Plan	34

ACKNOWLEDGEMENTS

Task Force Members

- Hon. Joanne Kozberg, Secretary of State and Consumer Services
- Hon. Cathie Wright, California Senate
- Hon. Nao Takasugi, California State Assembly
- Hon. Frank Schillo, Chairman, Ventura County Board of Supervisors
- Hon. Ken Gose, Camarillo City Council
- Bruce Andrews, President & CEO, Nationwide Health Properties, Inc.
- Brian Bowley, President, California Association of Psychiatric Technicians
- Chuck Byrne, General Manager, Camarillo Plant, Imation
- Bettina Chandler, Board Member, Casa Pacifica
- Randy Churchill, Owner/Broker, Fred Sands Mason-Churchill Realty
- Marty de los Cobos, President, Ventura County Economic Development Association
- Kevin Eckery, Deputy Secretary, State and Consumer Services Agency
- Reverend Al Gorsline, Pastor, St. Paul's United Methodist Church
- Bill Kearney, Vice Chairman, Ventura County Taxpayers Association
- Carolyn Leavens, Owner, Leavens Ranch
- Leo O'Hearn, Past President, Families & Advocates for the Mentally Ill
- Rob Schladales, Assistant Secretary, Health and Welfare Agency
- Laurel Shockley, Regional Director, California Trade and Commerce Agency
- Jim Shorter, Executive Director, Tri-Counties Regional Center
- Dr. James W. Walker, President, Moorpark Community College

The Camarillo Task Force Advisory Panel was organized and managed by Goodell Associates with the Lusk Center Research Institute at the School of Urban Planning and Development, University of Southern California. The advisory panel participants were as follows:

Advisory Panel Members

- James Goodell, Chairman, President, Goodell Associates, Pasadena, California
- Edward J. Blakely, Ph.D., Dean, School of Urban Planning and Development, University of Southern California, Los Angeles, California
- Lawrence S. Cote, Ed.D., Chief Executive Officer, Great Valley Graduate Center, Pennsylvania State University, Malvern, Pennsylvania
- John J. Cummiskey, AIA, Principal, Granary Associates, Philadelphia, Pennsylvania
- Robert E. Olson, Registered Architect, Executive Director, Fitzsimons Redevelopment Authority, Aurora, Colorado
- Margaret B. Sowell, President, Real Estate Strategies, Inc., Wayne, Pennsylvania
- Richard C. Ward, CRE, AICP, President, Development Strategies, Inc., St. Louis, Missouri

Special Resources to Advisory Panel

- E. W. (Chris) Christman, Senior Real Estate Officer, Office of Real Estate & Design Services, California Department of General Services, Sacramento
- Jay Farbstein, Ph.D., AIA, Jay Farbstein & Associates, Inc., San Luis Obispo, California
- Peter Gordon, Ph.D., Associate Dean, School of Urban Planning, University of Southern California, Los Angeles, California
- H. K. (Dutch) Grafner, Chief of Plant Operations, Camarillo State Hospital and Developmental Center, Camarillo
- Norman T. Kramer, Executive Director, Camarillo State Hospital and Developmental Center, Camarillo
- Victor Regnier, FAIA, Professor, School of Architecture, Andrus Gerontology Center, University of Southern California, Los Angeles, California
- Jim Spencer, AIA, Principal, Spencer/Hoskins Associates, Altadena, California

CAMARILLO TASK FORCE RECOMMENDATIONS

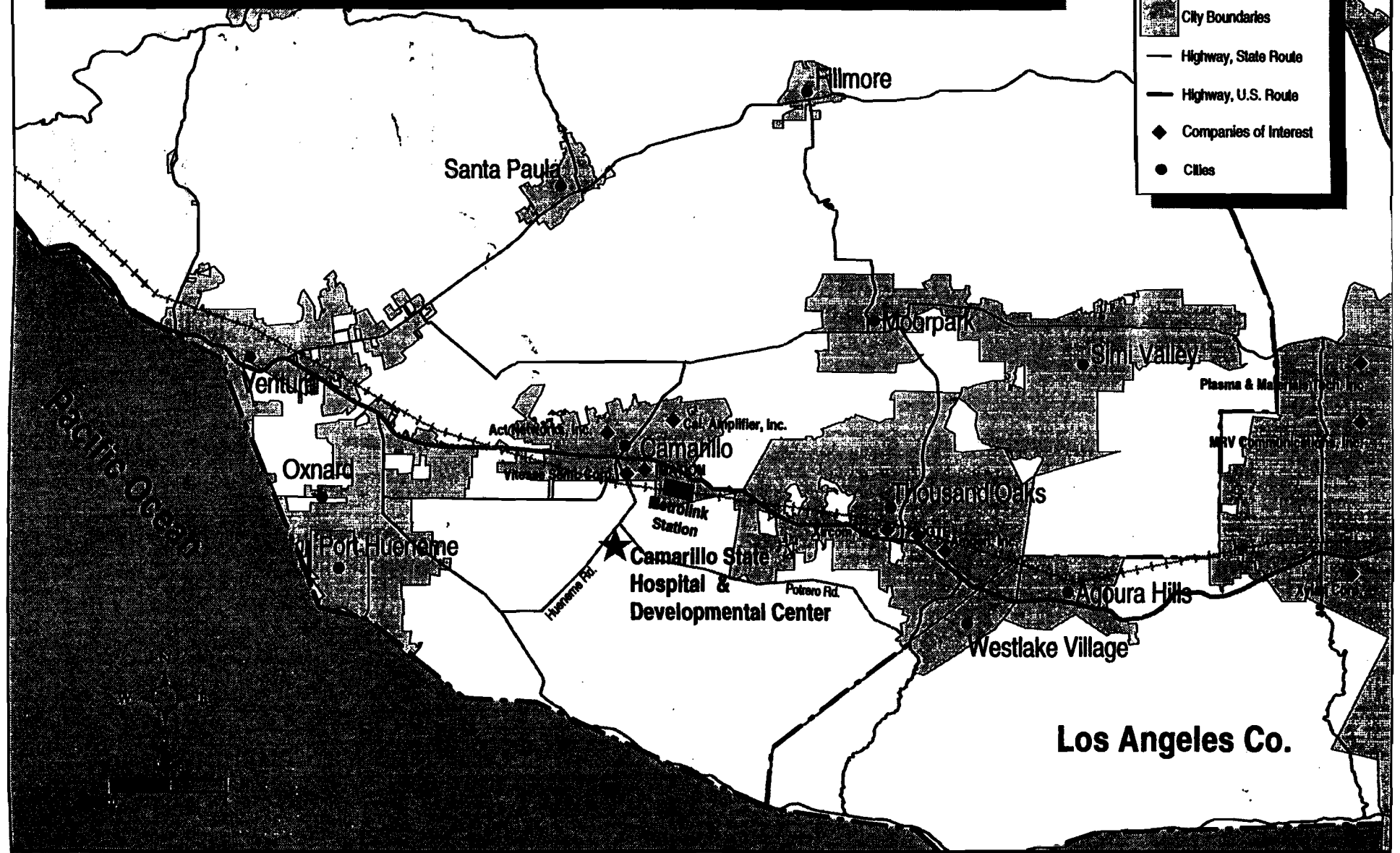
- Camarillo State Hospital and Developmental Center should be turned into a "University Alliance" led by the California State University in partnership with local government, the community colleges, the private sector and the military.
- In order to carry out the University Alliance concept, new forms of management and financing should be considered, including a joint powers agency and a special authority.
- During and after the transition to a university, it is essential to establish a governance body that gives key stakeholders a say in the policy and direction of the University Alliance program.
- Portions of the facility not needed by the California State University should be leased for uses compatible with its educational mission.
- Pending a review by state and local authorities to be completed by January 1, 1997, consideration should be given to using the existing Children's Unit and Employee Housing Area as a transitional community care facility for existing Camarillo clients.
- The proposal by the California Youth Authority to reuse the Camarillo facility should be refined and considered in the event the CSU alternative fails to materialize. This includes preserving, to the maximum extent possible, the existing health care licenses.
- To the extent that savings generated by the closure of Camarillo State Hospital and Developmental Center are not utilized by the Departments of Mental Health or Developmental Services, those savings should be transferred to the California State University to support development of the proposed new campus.

Camarillo State Hospital & Developmental Center

Regional Location Map

Legend

- County Boundaries
- City Boundaries
- Highway, State Route
- Highway, U.S. Route
- Companies of Interest
- Cities



1. EXECUTIVE SUMMARY

On May 17, 1996, Governor Pete Wilson asked State and Consumer Services Secretary Joanne Kozberg to chair a special task force concerning closure of the Camarillo State Hospital and Developmental Center. Please see Regional Location Map on the preceding page.

Governor Wilson asked the task force to:

- Review the current status of Camarillo's land and buildings to determine their suitability for reuse;
- Participate in soliciting detailed proposals for reuse; and,
- Evaluate possible transitional uses or opportunities for compatible uses between government agencies, non-profit organizations and the private sector.

In June, a 20-member Task Force was appointed that included local elected officials and representatives drawn from agriculture, labor, family members of Camarillo residents, education, taxpayer organizations, health care, real estate and local business.

Starting in July, the Task Force met seven times, including once at Camarillo City Hall for the sole purpose of obtaining public testimony. Secretary Kozberg sent letters to all Cabinet Agencies, the University of California, the California State University and other state departments in an effort to solicit proposals for the reuse of the Camarillo facilities, while the state Trade and Commerce Agency concentrated its efforts on attracting interest from the private sector.

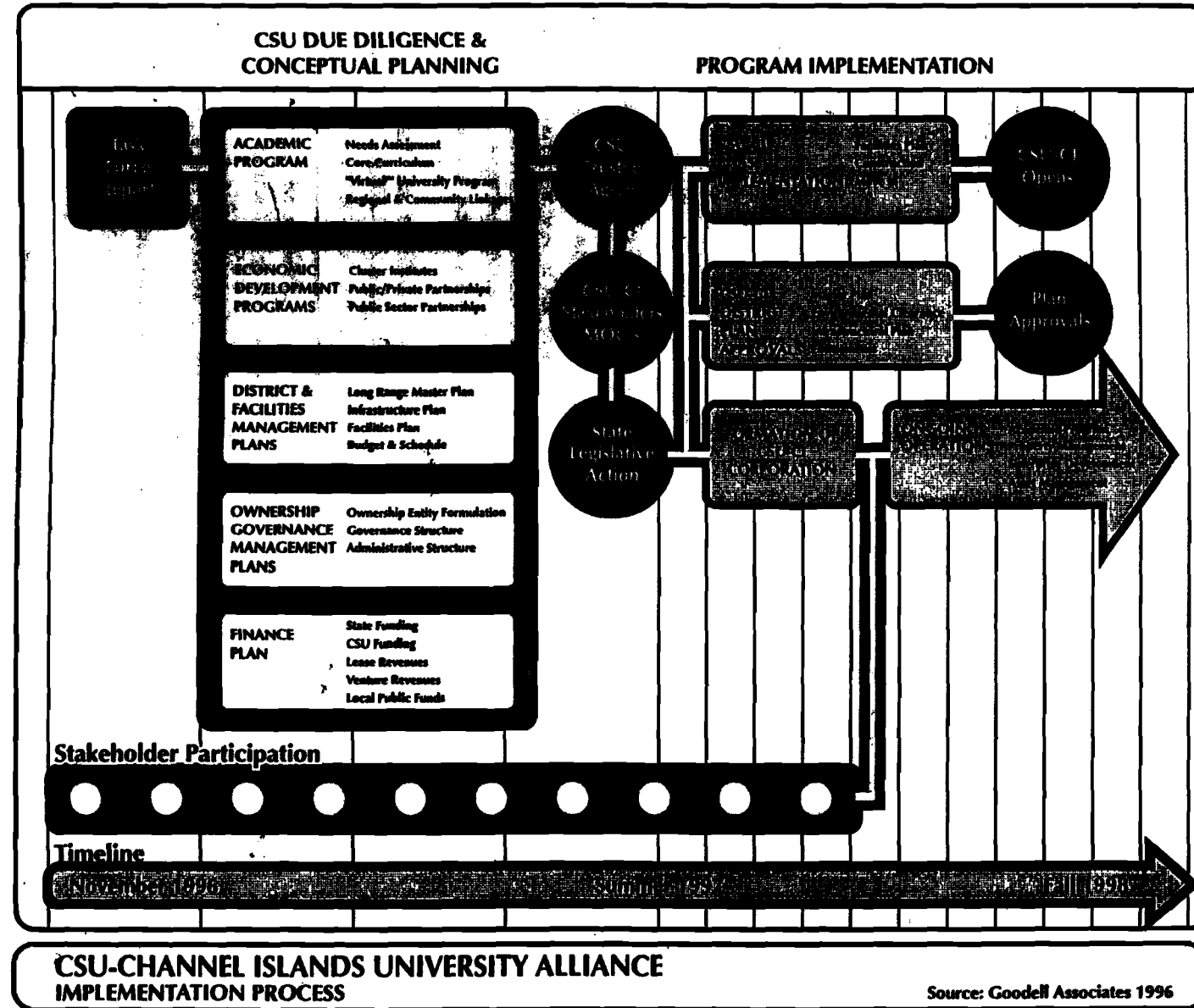
Assisting the Task Force effort was an Advisory Panel chaired by James Goodell of Goodell Associates. Mr. Goodell was asked by Secretary Kozberg to assemble a panel of health care, real estate and other institutional reuse experts to go to Camarillo, evaluate the land and buildings, interview key stakeholders and members of the public, and provide impartial advice based on community input and their best professional experience.

That panel came to Camarillo on September 15 and spent five days in the area. They interviewed more than 60 people, including family members, union representatives, civic and business leaders. They were given an extensive tour of the Camarillo facility on the ground and in the air, and together with members of the Task Force, were given briefings and presentations by the California Youth Authority, the California State University, Department of Mental Health and the Department of Developmental Services. Please see Figure 1 for an illustration of the due diligence and planning process required to convert the Camarillo State Hospital and Developmental Center to a CSU campus.

REUSE PROPOSALS

The Task Force received expressions of interest from five state agencies (California Conservation Corps, Department of Parks and Recreation, the University of California), but only two (CSU and the Youth Authority) offered plans to use the entire Camarillo campus. No compatible health care proposals came forward to preserve the current mix of clients on site.

Figure 1



The Youth Authority proposed a \$60 million plan to take over the site and turn it into a 1,418 ward health care/detention facility. CYA's existing Ventura facility would remain open, and the new Camarillo location would be used to meet part of an expected 3,000 bed shortfall at the turn of the century.

The CSU proposed to move the Ventura off-campus center of Cal State Northridge to the Camarillo site, and use the planned enrollment of 2,000 Full Time Equivalent (FTE) students as the nucleus of a 23rd CSU campus, to be called California State University, Channel Islands (CSU-CI). To hold down costs, the university would seek partnerships with the community colleges and schools in the area. The curriculum would utilize high technology and work with local employers to coordinate academic programs to their labor needs. The cost of the CSU proposal includes initial construction costs of \$25 to \$50 million, and annual operating costs of \$20 million. Part of the operating dollars are currently budgeted as part of the existing Ventura center.

Last year, the CSU purchased a 260-acre lemon ranch near Ventura with the intention of constructing its future Channel Islands campus there. Because that site consists of unimproved land, the infrastructure costs—roads, water, sewerage, power, etc.—are quite high. CSU planners estimate it would take ten years or more to develop a campus on the lemon ranch, but that the Ventura Center could be transferred into the existing Camarillo buildings in time to open classes in Fall 1998. They also estimate they would save tens of millions of dollars at the same time.

ADVISORY PANEL RECOMMENDATIONS

On September 19, the Advisory Panel shared its conclusions in a three-hour presentation to the Task Force and members of the press and public. The panel found that:

- The California Youth Authority and the California State University both offered reasonable options for reusing Camarillo State Hospital and Developmental Center.
- Changes in building codes, combined with the size and location of the Camarillo facility make it too big, too expensive, and too remote for private reuse as a health care or elder care facility.
- Because the existing buildings at Camarillo were not designed with the security needs of the Youth Authority in mind, increased personnel costs would force the CYA to pay a \$10 million annual operating penalty to convert and operate a remodeled facility; any construction savings would be gone in 5 years.
- Based on figures generated by USC's Lusk Center for the Advisory Panel Report, the University option offers higher economic impact "multipliers" than the Youth Authority option.
- Transitional housing for existing Camarillo clients may be available in the Employee Housing Area or at the Children's Unit. This possibility should be explored by the State and by local agencies such as the Tri-County Regional Center, the County of Ventura and the Ventura County Superintendent of Schools.

- The University option offers the best long term benefits to the community, with the possibility of significant positive economic impacts.
- The Task Force needs to help the California State University, local government agencies, and the community work together in a new, innovative manner to develop a new model of higher education.

The Task Force took a straw vote endorsing the Advisory Panel's recommendations on October 7 and took a formal vote incorporating them into their overall recommendations on October 18. Overall, there were two "no" votes. Labor representative Brian Bowley felt that the proposal by the Youth Authority offered better regional economic prospects and better re-employment possibilities for the existing staff at Camarillo. Sen. Cathie Wright (R-Simi Valley) also disagreed with the conclusions of the report. A letter from Sen. Wright outlining her reasons is attached.

THE UNIVERSITY ALLIANCE

Initially called "The Pilot University," the term "University Alliance" was adopted by the Task force as a broader way to describe the features of the proposed CSU campus. It assumes a different organization than a traditional CSU campus, featuring:

- Cooperation with the Ventura Community College District to coordinate lower division classes and requirements, including the possibility of using faculty from the Community Colleges to teach at least part of the lower division curriculum;
- A laboratory school or magnet school sponsored by the Ventura County Superintendent of Schools on the site of the current Children's Unit that would help train teachers and offer students an opportunity for enriched learning;
- The creation of campus-based "Institutes," organized along key areas of the Ventura County economy, that would form direct partnerships between the California State University and leading firms and industries in the area, including biotechnology, telecommunications, multimedia and entertainment technology, agricultural technology, education and international trade.
- Development of an overall campus concentration that focuses on high technology and telecommunications in an effort to produce highly qualified graduates and attract high-tech investment to the area;
- Development of research parks and "business incubators" on land owned by or adjacent to the campus to help realize the economic and job creating potential of the university.
- Use of the Camarillo campus as the home of a "virtual university," thus reinforcing concentrations in multimedia, telecommunications and education.

IMPLEMENTATION AND APPROVALS

In order to move the Ventura off-campus center to Camarillo and begin classes in Fall 1998, the CSU must work with state and local officials to develop a strategic plan comprising six basic elements:

- An academic master plan;
- A district master plan, that identifies land uses and infrastructure needs for both the existing campus and the properties immediately adjacent to the university,
- A financing plan;
- A plan for ownership and governance of the Channel Islands campus, including any legislation that might be necessary to create a joint powers agency or special authority;
- An economic development plan aimed at delivering a long-term income stream to the university and the community; and,
- Conceptual approval by CSU Board of Trustees in Fall 1996, with final go-ahead in June 1997 subject to development of an acceptable academic and financial plan, and an appropriation by the Legislature.

While the California State University has to function as the "General Partner" in the development of the University Alliance, *the Task Force cannot emphasize enough the importance of creating and maintaining a substantial partnership role for key stakeholders.* This includes local elected officials and government agencies, the education community, and any lease tenants on the campus, as well as key Ventura County business and industrial leaders.

The CSU should seriously consider managing or sharing governance at the Camarillo site in a way that maximizes the economic benefits of the campus for the CSU and the community at large. To that end, the Task Force feels that CSU should consider flexible ownership and financing vehicles such as a joint powers agency, a special authority, or even a sale-leaseback to private investors.

EXISTING STAFF AND CLIENTS

For the families and staff at Camarillo State Hospital and Developmental Center, closure is a difficult and emotional issue. The staff is dedicated and caring; the quality of care is not at issue. Nevertheless, the Department of Developmental Services and the Department of Mental Health have demonstrated compelling reasons for closing the hospital. These reasons included:

- The Camarillo facility treated the fewest number of developmentally disabled or mentally disabled persons of the 11 mental hospitals or developmental centers in the state;
- Closure inconvenienced the fewest number families;

- Other facilities existed in Southern California that could offer comparable care.
- Camarillo had the second highest per capita costs (\$113,806 per year) of any state institution; and,
- Closure offered long-term savings of \$23 million per year.

Instead of supporting empty hospital beds, that money could be better spent on patient care or other important public needs. The departments have prepared detailed plans for sensitively managing the transfer of clients and staff. In addition, a sub-committee of the Task Force was created to assist in transition issues. The recommendations of the sub-committee will be incorporated into the DDS/DMH transition plans which are summarized in the Plan to Close Camarillo State Hospital and Developmental Center, which is included in the appendix section of this report.

CONCLUSIONS

The Task Force strongly recommends the reuse of Camarillo State Hospital and Developmental Center as a 23rd campus of the California State University. While construction of a university campus in Ventura has been contemplated since passage of the Donohoe Higher Education Act in 1960, progress has been slow or non-existent. The lemon ranch currently identified as the proposed site of the university is inferior to Camarillo, and represents a significantly higher cost option; so high, in fact, it remains questionable whether Ventura County would ever obtain a four-year public university if the lemon ranch remains the only option.

Preserving the unique character of the Camarillo site, with its distinctive Spanish architecture, mature landscaping, and well-kept buildings, would be an excellent public investment and a fine successor to the 60-year tradition of caring and service exemplified by Camarillo State Hospital and Developmental Center.