

## REPORT TO THE LEGISLATURE

# **Inventory of Surplus Lands**

RCW 79.02.400

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# INVENTORY OF SURPLUS LANDS REPORT TO THE LEGISLATURE

#### **EXECUTIVE SUMMARY**

RCW 79.02.400 requires the Department of Social and Health Services (DSHS) to conduct an inventory every five years that identifies real property not needed for state-provided residential care, custody, or treatment. DSHS is required to report the inventory to the Legislature and the Department of Natural Resources (DNR) every five years, beginning December 1, 1992.

DSHS has developed an asset management process that includes standard criteria and guidelines to identify land and buildings at DSHS institutional campuses and group homes that are not needed for stateprovided residential care, custody, or treatment.

This report describes the asset management process and the status of surplus property evaluation.

#### ASSET MANAGEMENT

In May 2005, DSHS Secretary Arnold-Williams directed the DSHS Lands and Buildings Division (now the Operations Support and Services Division) to develop a plan for oversight and coordination of the DSHS building and land assets for all institutional campuses and state-owned group homes. The objectives are to develop a standard department-wide practice for asset management, provide a clear definition of roles and responsibilities, and improve the efficiency of space usage on DSHS campuses.

As a part of that asset management process, DSHS established standard criteria and guidelines for identification of property not needed for state-provided residential care, custody, or treatment of DSHS clients. In addition to identifying buildings and land that are not utilized by the primary DSHS program occupying an institutional campus or group home, the process includes review and evaluation of potential surplus¹ land for use by other DSHS programs. All DSHS managed land, including any land and buildings identified as surplus in previous inventories submitted to the Legislature, is being evaluated under these standard criteria and guidelines.

Several elements of the Asset Management planning process relate to development of the Inventory required by RCW 79.02.400 and those elements are outlined below.

<sup>&</sup>lt;sup>1</sup>The terms "surplus" and "excess" are used interchangeably in the DSHS process to mean buildings or land not needed for the residential care, custody, or treatment of DSHS clients.

#### Title Reports

A first step in asset management is reviewing the property in state ownership for issues related to title, boundaries, and encroachments. Title reports of DSHS institutional campuses were completed at Rainier School, Lakeland Village, Yakima Valley School, Frances Haddon Morgan Center (closed per RCW 71A.20.180 as an Rehabilitation Habilitation Centers (RHC), now referred to as the Olympic Center and used as DSHS administrative offices and leased to community partners), Fircrest School, Eastern State Hospital and Western State Hospital (which includes the Child Treatment and Study Center campus). With the completion of the campuses listed above, the Rehabilitation Administration (RA) managed institutional campuses are next in line for the assessment but, due to limited resources, no further title reports were done beyond the original reports generated in 2007 and 2008. The Special Commitment Center campus resides on McNeil Island, which is owned by the Department of Corrections and has been excluded from this first step.

The assessment and mapping includes the following steps:

- 1. Title reports to identify any ownership questions that need to be resolved, including deed restrictions.
- 2. Surveys, where necessary, to establish legal boundaries and identify encroachments.
- 3. Identification and mapping of easements, existing lease boundaries, support system locations such as wells and utility lines, and local jurisdiction zoning designations.

#### Continual Process of Asset Management

DSHS developed criteria for three elements of asset management.

- Assess asset condition, asset closures and vacant building mothballing, to determine:
  - Is it cost effective to retain the building(s)?
  - Is the building safe to occupy?
- 2. Surplus land identification and management to determine:
  - Which lands and buildings are excess to the department's current and future needs.
  - Which lands and buildings are unavailable due to legal restrictions, leases, easements, or other encumbrances?
- 3. Space use (including leases and change of occupancy), to address:

- Building space is used efficiently and appropriately.
- New uses of space are appropriate, all options for fulfilling the need are investigated, and the potential impacts to existing programs and the community are considered.

The asset condition assessment process is completed annually at all DSHS managed properties. The space use process has also been implemented at all DSHS managed properties.

#### Status of Surplus Property Identification

DSHS implemented and uses criteria and guidelines to screen and identify surplus property. The screening tool used in the evaluation is provided in Appendix A.

DSHS has completed the assessment of all DSHS owned assets. The chart provided in Appendix B lists the status of the assessment on each DSHS institutional campus and includes a list of the surplus lands identified in the agency's original report in 2002, the previous report in 2012 and the results of the most recent 2017 Excess Property Survey.

The Developmental Disabilities Community Trust (DD Trust) was created by the Legislature in 2005. Under RCW 71A.20.170, excess property at Rainier School, Yakima Valley School, Lakeland Village, and the recent addition of Fircrest, RHCs are subject to the DD Trust. RCW 71A.20.170 requires DSHS to manage the excess assets in order to provide income for the DD Trust. Since these properties are subject to the DD Trust, excess property at Rainier School, Lakeland Village, Yakima Valley School and Fircrest are also reported in the inventory of the Developmental Disabilities Community Trust Report to the Legislature.

Per RCW 71A.20.180, in 2011 Frances Haddon Morgan Center was closed as an RHC and Yakima Valley School was directed to cease operations in the future at such time as the census of permanent residents has reached 16 persons. Pre-Designs were commissioned for both Frances Haddon Morgan Center and Yakima Valley School for potential future re-use and provided to the Legislature. With no clear direction from the RCW or Legislature, Yakima Valley School remains functioning as a RHC and Frances Haddon Morgan Center was renamed the Olympic Center.

Since 2012, DSHS has executed lease agreements with Children's Administration, Developmental Disabilities Administration and Bremerton School District at the Olympic Center. Due to the campus closure, DSHS received no funding to preserve the state owned assets. Revenue generated at the campus from the leases serves to preserve the buildings

and infrastructure of the campus while leases are active. With no interest from DSHS or other State Agencies to reoccupy the Olympic Center, DSHS surplused the Olympic Center in 2016 and the property was listed for sale by Department Enterprise Services.

#### Appendix A

Land and buildings that are not currently in use on an institutional campus and state-owned group home properties not currently occupied are screened using the following screening criteria for excess property.

#### SCREENING CRITERIA TO IDENTIFY EXCESS PROPERTY

**FIRST SCREEN:** Are there legal restrictions or requirements related to the property that affect a decision that the building/land is or is not excess property?

- 1. Are there land grant, deed, or trust restrictions that limit the use of the property? If so, identify whether those restrictions could be changed and the process necessary.
- 2. What are the local government zoning restrictions that apply to the property? Will the zoning restrict the agency from allowing other uses of the property? If so, assess what changes to zoning restrictions are necessary and any barriers to persuading the local government to change the zoning.
- 3. Is the land or building(s) subject to an easement, lease, or other encumbrance? If so, identify the restriction, the term of the restriction, and whether the restriction or encumbrance could be removed.

**SECOND SCREEN:** Will treatment of the building/land as excess property impact agency operations on the institutional campus?

The answers to the screening questions will be evaluated to determine whether using the property for purposes unrelated to the current institutional use will negatively impact agency operations. The questions should be answered without regard to any particular proposed use for the building/land being evaluated.

- 1. Building/land use.
  - Is the building identified as abandoned in the facility assessment data base? If so, treat the abandoned building as vacant land for purposes of completing the screening tool.
  - Is the building/land currently necessary for facility operations?

• Is the building/land identified in future plans for agency needs (including infrastructure support)?

#### 2. Proximity.

- Is the building/land separated from essential facility operations by physical location or existing barriers that will effectively separate facility operations and new users? If not, can appropriate physical barriers be created taking into account the location and other physical features of the site?
- Will vehicle traffic from a new use create safety issues for facility residents and/or staff? If so, could those issues be mitigated by a new user?

#### 3. Utility capacity.

- Is sufficient capacity available for additional load on waste water/sewer, power, water, road, and parking? If not, is alternate utility service available?
- 4. Operational/capital costs.
  - Would use of the building/land require increased capital or operating expenditures that could not be passed-on to a lessee? If yes, explain.

**THIRD SCREEN:** If the building/land is excess property, is it temporary or permanent excess property?

- 1. Will the building/land be necessary for future agency operations? If so, the property is temporary excess and must be evaluated for other potential agency need.
- 2. Can the building/land be sold or otherwise disposed of without negative impacts upon current or future agency operations? If so, the property is permanent excess property.

#### Appendix B

# Status of Surplus Land Assessment and Identification by Institutional Campus

The status of the assessment on each DSHS institutional campus is described below. In addition, the property in the agency's 2002 and 2012 Inventory of Surplus Lands is listed by institutional campus together with the current status of that property.

For the purpose for the Excess Property Survey list, the survey determinations are defined as follows:

- Not Excess Asset is necessary for current and foreseeable future facility operations.
- Temporary Excess Asset is currently not utilized or underutilized, but the asset will be necessary for future facility operations.
- Excess to Facility Asset is not necessary for current or foreseeable future facility operations and may be utilized for other agency operations without negative impacts upon current or future facility operations.

### 1. Western State Hospital (Mental Health)

<u>Current Status of Surplus Property Evaluation</u>

The following steps are complete:

- Title report.
- Mapping.
- Easements and encumbrances identification and analysis.

2002 Inventory of Surplus Lands	2012 Status	2017 Status
Western and Southeastern portions of Pierce College leased property	DSHS leases approximately 71.7 acres to Pierce College. The lease expires in 2045. Pierce College completed a Master Plan for the property in 2007. The Master Plan does not identify any property as surplus to Pierce College needs.	No Change
2002	2012 Status	2017 Status

Inventory of Surplus Lands		
Southern portion of the Pierce County Park lease (approximately 85 acres).	DSHS leases approximately 345 acres to the City of Lakewood for Fort Steilacoom Park, including the 85 acres listed in the 2002 Inventory. The lease expires in 2025. The southern portion of the lease was included in the 2002 Inventory because that land is not included in the federal patent lands that are restricted for recreational and educational uses. DSHS has no plans to discontinue the relationship with the City for Fort Steilacoom Park.	The City of Lakewood has taken over management of Fort Steilacoom Park through an Interlocal Agreement with Pierce College. DSHS requested the transfer of the property to City of Lakewood in the 2017-2019 Capital Budget.

DSHS			
Inventory	Name	Determination	Use/Type/Comment
3B14	Old Butcher Shop	Excess	Historical
3B22	Morgue	Excess	Historical
	West Campus-	Temporary	Residential ½ Temp
3B27	PALS	Excess	Excess
	Historical Cottage	Excess to	
3B40	#1	Facility	Historical
	Historical Cottage	Excess to	
3B41	#2	Facility	Historical
	Historical Cottage	Excess to	
3B42	#3	Facility	Historical
	Historical Cottage	Excess to	
3B43	#4	Facility	Historical
	_	Excess to	
3B44	Cottage #5	Facility	Detached Dwelling
	_	Excess to	
3B45	Cottage #6	Facility	Detached Dwelling
	_	Excess to	
3B46	Cottage #7	Facility	Detached Dwelling
		Excess to	
3B48	Cottage #9	Facility	Detached Dwelling
		Excess to	
3B49	Cottage #10	Facility	Detached Dwelling

### 2. Eastern State Hospital (Mental Health)

#### <u>Current Status of Surplus Property Evaluation</u>

The creation of the Developmental Disabilities Community Trust (DD Trust) required a separation between the Lakeland Village campus (DD Trust land) and the Eastern State Hospital campus (non-Trust land). Fancher Road was designated the dividing line, running approximately east-west.

For Eastern State Hospital, the following steps are complete:

- Title report.
- Mapping.
- Easements and encumbrances identification and analysis complete.

2002 Inventory of Surplus Lands	2012 Update	2017 Status
Agricultural land northeast of Eastern State Hospital campus, exclusive of 10 acre well site.	All agricultural land is leased to private parties for farming or grazing. The leases are managed by DNR for DSHS.	No Change.
Department of Fish and Wildlife boat launch	DSHS granted an easement to the state Department of Game (now Department of Fish and Wildlife) for access to West Medical Lake for a public boat launch. The easement expires in 2050.	No Change.
Fishing resort	DSHS leases approximately 4.37 acres on West Medical Lake to a private party for a fishing resort. The lease expires in 2017 and is managed by DNR for DSHS.	Lease was extended 6 months and currently renegotiating for 9 year 6 months And will expire in 2027
Medical Lake City Park	DSHS leases approximately 45 acres to the City of Medical Lake for a park. The lease expires in 2022.	No Change

DSHS Inventory	Name	Determination	Use/Type/Comment
3A15	West Lodge	Excess	Office
3A17	Roosevelt Hall	Excess	Vacant. Does have status with designation on National Historic Register. Building needs enough improvement to prevent further deterioration if it is to be used again.
3A31	Cottage # 4	Excess	Detached Dwelling
3A93	Incinerator	Excess	Vacant
3A94	Boon Barn	Excess	Abandoned Bldg. Abandoned Bldg. Building excess, but land
3A99	Primate Center	Excess	is not excess to facility needs.

#### 3. Lakeland Village (Residential Habilitation Center)

#### <u>Current Status of Surplus Property Evaluation</u>

As noted above, Fancher Road was designated the dividing line, running approximately east – west, between Eastern State Hospital and Lakeland Village RHC.

For Lakeland Village campus, the following steps are complete:

- Title report.
- Mapping.
- Easements and encumbrances identification and analysis complete.

The surplus property evaluation and identification is complete. Surplus land on the Lakeland Village campus, as identified under RCW 71A.20.170, is subject to the DD Trust.

2002 Inventory of Surplus Lands	2012 Update	2017 Status
Agricultural land at the south end of West Medical Lake and north of Lakeland Village, exclusive of the institutional cemetery. Agricultural land east of Lakeland Village. And, agricultural land south and west of Lakeland Village.	Approximately 488 acres of agricultural land south of Fancher Road and east, south, and west of Lakeland Village campus is identified as surplus and subject to the DD Trust. All agricultural land is currently leased to private parties for farming or grazing. The leases are managed by DNR for DSHS.	No change.

DSHS			
Inventory	Name	Determination	Use/Type/Comment
4D06	Rainbow Way 90-91	Temporary Excess	Day Care
4D15	Sunrise Court 80-81	Temporary Excess	Care Facility
4D27	Warehouse Building		Warehouse space leased to FMSS
4D50	Douglas Hall (4-Plex)	Excess	Intermediate Care

#### 4. Rainier School (Residential Habilitation Center)

**Current Status of Surplus Property Evaluation** 

For Rainier School campus, the following steps are complete:

- Title report.
- Mapping.
- Easements and encumbrances identification and analysis
- Surveys complete, as necessary.
- Surplus property evaluation and identification complete.

Surplus land on the Rainier School campus, as identified under RCW 71A.20.170, is subject to the DD Trust.

2002 Inventory of Surplus Lands	2012 Update	2017 Status
Dairy farm and agricultural lands	Approximately 140 acres of the 230 reported in 2007 is leased to the City of Buckley through June 30, 2059. The remaining 90 acres were leased to a private farmer until 2011. Currently reviewing options for future use and solicitations. All proceeds from both leases have been deposited to the DD Trust.	No Change
Forest land	Approximately 780 acres of forest land is designated as surplus and subject to the DD Trust. DSHS has completed an appraisal, a timber cruise (measurement of timber), and a forest operational plan and is currently reviewing recommendations to generate income from the property.	Forest Management Plan has been executed. First harvest has been completed and revenue has been given to the DD trust. Second harvest will take place in the summer of 2018.

DSHS			
Inventory	Name	Determination	Use/Type/Comment
			Program (Client
			Services) –
			swimming pool
4C05	Swimming Pool	Excess to Facility	closed due to budget
	Instructional Service		
4C07	Building	Excess to Facility	Cold Closed
			Consolidated
			Institutional Business
			Services (CIBS) -
4C20	Cedar	Excess to Facility	Storage
4C21	Alder	Temporary Excess	CIBS (Storage)
			Consolidated
			Maintenance
4C25	Motor Pool	Temporary Excess	Operations (CMO)
4C54	Kerr	Excess to Facility	CIBS (Storage)
4C55	Holly	Excess to Facility	CIBS (Storage)
			Program (ATP -
4C56	Laurel	Excess to Facility	Storage)
4C91	Collins Middle School	Excess	Vacant
	Dairy Farm (Old WSU		
4CL1	Barns)	Excess	Vacant

## 5. Yakima Valley School (Residential Habilitation Center)

**Current Status of Surplus Property Evaluation** 

For Yakima Valley School campus, the following steps are complete:

- Title report complete.
- Mapping complete.
- Easements and encumbrances identification and analysis complete, including verification of wells and water rights.

2002 Inventory of Surplus Lands	2012 Update	2017 Status
Three acres of vacant land.	In 2004, DSHS exchanged the 2.6 acres of land identified in the 2002 Surplus Property Inventory for a 1 acre parcel adjacent to the School. The transaction consolidated the School property, providing a necessary buffer from adjacent housing development.	No change.

DSHS	Nama	Determination	Haa/Tima/Commont
Inventory	Name	Determination	Use/Type/Comment
4E06	Duplex # 101-102	Excess	Nursing Facility

## 6. Fircrest School (Residential Habilitation Center)

### **Current Status of Surplus Property Evaluation**

For Fircrest School campus, the following steps are complete:

- Title report complete.
- Mapping complete.
- Easements and encumbrances identification and analysis complete.
- Surveys complete, as necessary.

2002 Inventory of	2012 Update	2017 Status
Surplus Lands		
No Fircrest School	The Fircrest Master Plan was	DSHS completed
property was	not accepted by the City of	a Master Plan
identified in the	Shoreline. Limited resources	specific to the
2002 Surplus	prevented DSHS to further	Fircrest Program.
Property Inventory.	pursue.	_

DSHS			
Inventory	Name	Determination	Use/Type/Comment
	Food Lifeline		
4A20	Warehouse (Bldg. 20)	Excess to Facility	Leased
	Shelter Workshop		
4A22	(Bldg. 22)	Excess to Facility	Leased
4A68	Main Gate House	Excess to Facility	Utility
			Intermediate Care
4A76	Court House 2	Excess to Facility	Facility
			Intermediate Care
4A77	Court House 3	Excess to Facility	Facility
			Intermediate Care
4A78	Court House 1	Excess to Facility	Facility
	Court, Storage-Food		
4A79	Carts & GA Shed	Excess to Facility	Shed
	Red Garage (North-		
4A92	central)	Excess to Facility	Shed

## 7. Olympic Center (Formerly Frances Haddon Morgan Center)

Current Status of Surplus Property Evaluation

For the Olympic Center, the following steps are complete:

- Title report.
- Mapping.
- Easements and encumbrances identification and analysis complete.

2002 Inventory of Surplus Lands	2012 Update	2017 Status
No FHMC property was identified in the 2002 Surplus Property Inventory.	FHMC was closed in 2011 per RCW 71A.20.180 and renamed the Olympic Center. Prior to FHMC's closure, Children's Administration and DDD administrative offices were located there. These non-RHC programs remain and they occupy roughly 30,000 square feet or 1/3 of the entire campus. In order to make a more viable campus, OSSD leased roughly 20,000 sf to the Bremerton School District bringing the Olympic Center to roughly 50% occupancy and leaving 2 wings of the main facility and the three cottages vacant.	DSHS leases 30,000 square feet to Children's Administration and Disabilities Development Administration and 20,000 square feet to Bremerton School District.  In 2016 the Olympic Center was surplus and listed for sale.

DSHS			
Inventory	Name	Determination	Use/Type/Comment
4F01A	Wing A & B	Excess	Leased to CA/DDA
4F01B	Wing 100	Excess	Leased to CA/DDA
4F01C	Wing 200	Excess	Leased to CA/DDA
4F01D	Wing 300	Excess	Leased to CA/DDA
4F01E	Wing 400	Excess	Leased to CA/DDA
4F01F	Wing 500	Excess	Leased to CA/DDA
4F01G	Wing 600	Excess	Vacant
4F01H	Wing 700	Excess	Kitchen - Dining Hall - 700 wing has been leased to the Bremerton School District for their food program for a 5-year term, cancellable if another use is determined.
4F01I	Wing 800	Excess	Vacant
45041			900 The former old laundry converted to a gymnasium is now part of the Bremerton School District's lease and is used for storage.
4F01J	Wing 900	Excess	
4F02	Forest Ridge Lodge	Excess	Recreational/Activity - Leased to the Bremerton School District who operates the Phoenix Academy from this facility, which is an alternative high school.
71 02	Residence	LX0633	riigi i scriooi.
4F08	3420-22 Burwell	Excess	Residential - Vacant
4F09	Residence 3424-26 Burwell	Excess	Residential - Vacant
4F10	Residence 3423-25 Burwell	Excess	Residential - Vacant
4F13	Residence 3428-30 Burwell	Excess	Residential - Vacant

## 8. Green Hill Training School (Juvenile Rehabilitation)

2002 Inventory of Surplus Lands	2012 Update	2017 Status
Chehalis City Park	DSHS leases approximately 40 acres of land to the City of Chehalis for a park. The land is located across I-5 from the Green Hill School campus. The lease expires in 2026.	No change

DSHS			
Inventory	Name	Determination	Use/Type/Comment
			Leased - Located on
	Land Parcel		the Pacific Ave and SW
	measuring 400' x		Parkland Drive. Leased
	226' x 300' x		to Lewis Co. for
	330'	Excess to Facility	Juvenile Detention.
			Leased - Located by
			the J.D. Rice Road &
	Land Parcel		leased to Chehalis
	approx. 1.37		School Dist. for
	acres	Excess to Facility	Education Facility
			Leased - Located by
			the Parkland Drive and
			leased to the Chehalis
	Land Parcel		School Dist. for
	approx. 8.67		performing arts and
	acres	Excess to Facility	convention center.

## 9. Naselle Youth Camp (Juvenile Rehabilitation)

2002 Inventory of Surplus Lands	2012 Update	2017 Status
No property was	No change.	No change.
identified in the 2002 Inventory of		
Surplus Lands.		

## 10. Echo Glen Children's Center (Juvenile Rehabilitation)

2002 Inventory of Surplus Lands	2012 Update	2017 Status
No property was identified in the 2002 Inventory of	No change.	No change.
Surplus Lands.		

DSHS			
Inventory	Name	Determination	Use/Type/Comment
			Waiting renovation as
			Family Transition Unit;
			Currently used for
2B04	Cottage #4	Temporary Excess	storage
2B09	Cottage #9	Temporary Excess	Residential
			Kept in ready condition
			for temporary or
2B10	Cottage #10	Temporary Excess	permanent use.
			In design phase of a
			major renovation and
			expansion for Female
0044			Acute Mental Health
2B11	Cottage #11	Temporary Excess	Unit.
			Utilities - Within lease
			property area, no value
	\\/ 4 4		beyond support to WWT
2020	Wastewater	Evenes to Agency	lift station and
2B29	Treatment	Excess to Agency	headworks
			Vacant - Scheduled for
	Laka Dump		Demo. Former pump
ODEE	Lake Pump	Evenes to English	supported fire sprinklers,
2B55	House	Excess to Facility	no longer needed.

## **11. Special Commitment Center**

2002 Inventory of Surplus Lands	2012 Update	2017 Status
No property was identified in the 2002 Inventory of Surplus Lands.	DOC moved their operations off the island. DSHS/SCC has assumed only that inventory and those facilities necessary to continue operations on the island.	No change.

# 12. Juvenile Rehabilitation Administration state-owned group home properties

- Canyon View Community Facility
- Oakridge Community Facility
- Parke Creek Community Facility
- Ridgeview Community Facility
- Sunrise Community Facility
- Twin River Community Facility
- Woodinville Community Facility

2002 Inventory of Surplus Lands	2012 Update	2017 Status
No group home property was identified in the 2002 Inventory of Surplus Lands.	Sunrise Community Facility reopened in 2010 and was used most recently to house clients after the Maple Lane School closure.	No Change

## 13. Pine Lodge

DSHS is currently utilizing portions of the campus for Consolidated and Maintenance Operations supporting Eastern State Hospital and Lakeland Village campuses.

DSHS Inventory	Name	Determination	Use/Type/Comment
7A01	Residence Unit D	Excess	Vacant
		Temporary	
7A09	Education Unit K	Excess	School - Classroom
7A13	Ross Hall Unit T	Excess	Leased to DES
7A14	Living Unit L	Excess	Used by Emergency Responders for training