



***"Nothing Good Happens
in There"***

***Closing and Repurposing Youth Detention
Facilities in California***

July 2019

IMPACT/JUSTICE

Acknowledgements

This report was funded by The California Endowment. We thank them for supporting research, which is part of the broader movement to end youth incarceration.

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Across numerous projects, Jarred Williams and Impact Justice prioritize the work of formerly incarcerated people. We actively seek out, train, and employ those that have been directly impacted by the justice system. We want to thank Michael Douglas, Ryan Lo, Kayla Gerdes, Tony Tello, Taylor Balk, and David Velasquez for their research assistance and for proving just how important these voices are – their leadership, experience, and perseverance were all vital to this project.

Impact Justice staff played a pivotal role in both the field research and content of the final report. Hanna Miller and Mark Lipkin joined us in the field and were critical to the preparation, writing and design of the final report. Joseph Broadus provided fresh eyes and critical feedback while preparing this report. Alex Busansky gave this project both direction and latitude and we are grateful for his leadership.

Finally, we thank the residents of Lancaster and Nevada County, who generously shared their experiences, perceptions, and vision with the research team.



Impact Justice is a national innovation and resource center committed to reducing the number of people involved in US criminal justice systems, improving conditions for those who remain incarcerated, providing meaningful opportunities for successful re-entry, and attending to crime victims' needs. Home to some of the foremost leaders in juvenile justice, violence prevention, research and evaluation, restorative justice, and youth development, Impact Justice provides an array of technical assistance to criminal justice and community stakeholders. For more information, please visit www.ImpactJustice.org.

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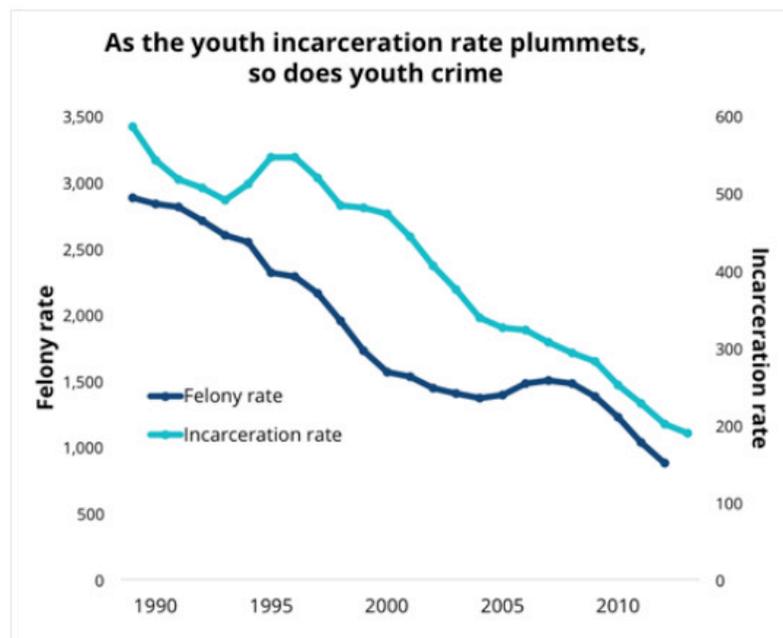
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Executive Summary

There has been tremendous momentum in California and around the country toward a less punitive approach in criminal justice policy. Among other reforms, this shift in thinking has led to revisions in sentencing guidelines, new procedures governing pre-trial detention, and new investments in alternatives to incarceration. As a result of these reforms, the country has begun to witness the first modest decline in youth and adult incarceration rates, as well as parallel reductions in rates of violent crime. This holds true in California, where the juvenile incarceration rate dropped in tandem with the juvenile felony arrest rate (Chart 1).¹

This report aims to build on the momentum away from incarcerating youth. With support from the California Endowment, Impact Justice carried out extensive background and field research in two communities to demonstrate how California youth detention facilities can be repurposed to better meet local needs. This report describes findings from that research, offering both a) specific and local takeaways that may inform the repurposing process in those two communities, and b) broad lessons that may assist advocates and community stakeholders in their own closure and repurposing campaigns.

Chart 1: California Youth Incarceration and Felony Rates 1990 - 2010



California youth incarceration and felony rates per 100,000 population age 10-17. Sources: Criminal Justice Statistics Center, Criminal Justice Profiles (2013); Board of State and Community Corrections, Juvenile Detention Survey (2014); Division of Juvenile Justice, DJJ Research and Statistics (2014); California Department of Finance, Demographic Research Unit, Demographic Research (2014).

Selected Facilities

In order to select facilities for inclusion in this report, the research team conducted extensive background research on California's juvenile facilities. We focused in particular on which facilities appeared to have particularly low daily populations, which communities may have opposed the facilities or sought their closure, and which facilities might already be under consideration for closure and/or repurposing. Ultimately, the following facilities were selected:

¹ Center on Juvenile and Criminal Justice. California Needs Data-driven Juvenile Justice. 2016. <http://www.cjcj.org/news/10134>

Challenger Memorial Youth Center

The Challenger Memorial Youth Center in Lancaster, California has been the subject of a number of lawsuits and has been under consideration for closure for some time. In our first case study, we present survey and interview results identifying needs that the Challenger facility could meet if repurposed away from youth incarceration.

Carl F. Bryan II Regional Juvenile Hall

The Carl F. Bryan II Regional Juvenile Hall in Nevada County is a recently constructed facility with a very low average daily population. The facility is in many ways state of the art, in terms of design and programming offered to those detained there. In 2015/16 and 2017/18, the Nevada County Grand Jury recommended closing the facility due to its excessive costs and its low youth populations. In our second case study, we build upon these recommendations to argue for its closure and to lay out some Nevada County community needs that could be better met through a repurposed Carl F. Bryan II facility.

Our Goals

Ultimately, the research team (and Impact Justice as a whole) views this project as a part of the broader movement away from incarcerating youth. At this point, the evidence is clear that incarceration has a detrimental effect on youth, on their families, on their communities, and on society as a whole. And while we celebrate recent declines in youth arrest and incarceration rates around the country, we recognize that these improvements have not always reached those most impacted by the criminal and juvenile justice systems. Communities of color, immigrants, those who identify as LGBTQ, and other minority groups have continued to feel the brunt of the justice system's impacts. With this in mind, and with a particular concern for the rights and opportunities of youth of color, Impact Justice sees the movement away from youth incarceration as a critical part of the drive toward a more humane and just legal system.

Methodology

Our research consisted of background research on the selected communities and facilities, research site visits, field surveys in the two communities, and semi-structured interviews with residents of Lancaster and Nevada County. We surveyed over 400 people and conducted 64 interviews. Following the completion of surveys and interviews, the research team coded interview data to identify themes and exported survey results to STATA for statistical analysis. These survey and interview findings form the core of this report and are the basis for our recommendations and findings.

Key Findings

Below, we lay out a few of the key thematic findings that emerged from research in Nevada County and in Lancaster, California. What became immediately clear from our interviews, surveys, and background research, and what is evident below, is that both communities have a well-identified set of local needs that could be well-served by these facilities. At the highest level, these needs include the following:

- Surveys and interviews from Lancaster suggest that residents see a strong need for more local economic development and more services for the homeless. The Challenger facility is in the process of being repurposed to focus on vocational training, but homelessness and inequality continue to be challenges the community will need to address.
- While Nevada County residents hold generally positive attitudes about the Carl F. Bryan II facility, the declining population in the facility and its high operating costs increase the viability of closing and repurposing this facility. In addition, surveys and interviews with residents suggest that there is a need for additional affordable housing, job skills training, and mental health and medical services, which could potentially be met through the facility or through additional space that will open up through its repurposing.

In addition to these specific findings, this report is intended to demonstrate a process through which local stakeholders, advocates, and reformers might identify local needs that could be met through a repurposed facility. Key steps in this process include the following:

- **Developing a comprehensive research plan.** As we attempt to model in this report, the repurposing of any youth detention facility must be well-planned and designed for the unique needs of each local community. In order to discover how best to organize a closure campaign and how best to repurpose the facility itself, local stakeholders and reformers should carry out thoughtful background research as well as surveys, needs assessments, and in-depth interviews.
- **Involving local community residents.** Understanding how residents view criminal justice, incarceration, the economic environment, and political realities will be important in any closure campaign and in determining how to repurpose the facility in question.
- **Responding to community concerns in organizing a closure campaign.** As this report details, there was substantial local support for one of the facilities spotlighted here, the Carl F. Bryan II facility in Nevada County. While the research team maintains the strongly-held position that the facility should be closed, understanding the roots and thinking behind local support of this kind is critical if one is going to design a thoughtful and effective closure and repurposing campaign that generates community support.

Ultimately, our experience in this field has demonstrated time and again that simply closing a facility is not enough: The real focus of the work must be in developing and implementing repurposing strategies which truly benefit the community. This report is an attempt to model that process and to lend our voice to the calls for closure of the Carl F. Bryan II facility in Nevada County.

Background and Overview

The City of Lancaster and Nevada County are about as different as two California communities can be. Lancaster, in southern California outside of Los Angeles, is a hot and arid desert. The town is considered by many to be the end of the road, literally referring to the bus line, and metaphorically referring to the migration of people and social problems out of the city of Los Angeles. Nevada City, in northern California, is a lush gateway to Lake Tahoe, considered a retirement oasis and a thriving tourist destination. For the purposes of this report however, these communities have one major similarity: In recent years, each has played host to a youth correctional facility. In Lancaster, the facility is known as the Challenger Memorial Youth Center, a complex composed of six separate – but interconnected – youth prisons with a total capacity of 660 children. In Nevada City, the Carl F. Bryan II Juvenile Hall, constructed in 2002, has the capacity to house up to 60 youth, but due to the decreased incarceration of youth in Nevada County, half of the facility was closed and only 30 beds are currently available.²

In 2018, Impact Justice commissioned this report in order to lay out options for how local communities can safely and intentionally close and repurpose youth detention facilities in California. Our goal with this report is to present two in-depth case studies that might assist additional communities as they undertake closure campaigns or work to redirect facilities or funds to better serve local needs. The report draws upon surveys, interviews, and observational data from the two communities discussed above to develop lessons and strategies for reformers and advocates.

It is important to note that while this report was being drafted, the facility in Lancaster (the first case study presented here) was officially slated for closure and will be repurposed in 2019 as a vocational training facility tailored to at-risk youth ages 18-25. This development corroborates a number of our findings from Lancaster – supporting the selection of the facility as one well-suited for closure, and also reinforcing the finding that skills-based training was needed in the community. As we discuss, there were some limitations to the closure strategy that ultimately took place in Lancaster, so we include in the Lancaster case study a discussion of how our data and process could have improved the closure plan.

In our second case study, focused on Nevada County and the Carl F. Bryan II Juvenile Hall, we draw upon survey and interview findings to lay out recommendations for how the facility could be repurposed to better serve local needs. As we discuss in that section, we are not the first to recommend the closure of this facility, so we are particularly hopeful that the research and recommendations offered here can prove instructive in ongoing local closure efforts.

The Broader Context: A Shift Away from Youth Incarceration

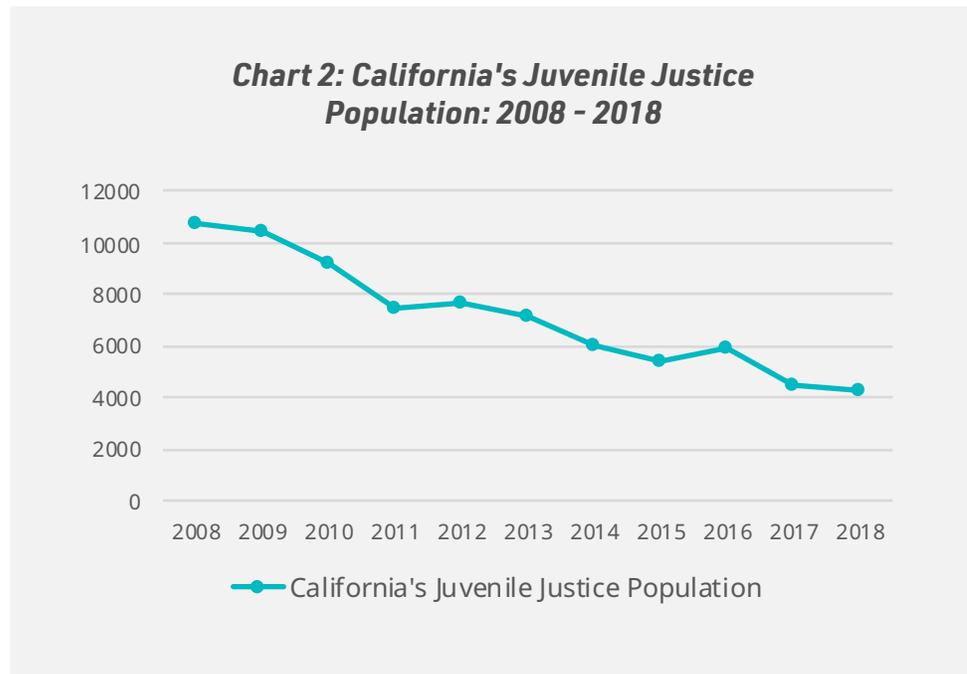
The United States has a legacy of rampant incarceration: with a mere 4.5% of the world's population,

2 “Nevada County Detention Facility Inspection Report”. Nccourt.Net, 2016, <http://nccourt.net/documents/gjreports/1415-LAW-JuvenileHall.pdf>.

the U.S. has 21.4% of the world’s incarcerated population.³ The U.S. incarcerates 698 of every 100,000 people, which translates into the highest incarceration rate in the world. However, despite these persistently high incarceration numbers, there is some reason for cautious optimism, as there has been a 13% decline in the incarceration rate between 2007 and 2015.⁴ In the last several years, some of the more punitive criminal justice policies (i.e., the three strikes laws, mandatory minimums, truth in sentencing, etc.) have come under close scrutiny and are being revised and reformed at all levels of government.

Along the same lines as this broader shift, there has also been movement away from incarcerating youth in the United States. As noted in Love et. al. 2018, between 1999 and 2015, the number of incarcerated youths in the U.S. declined by more than 50%. This drastic decrease has led to 1,275 fewer youth facilities in 2016 than there were in 2000.⁵ The same trend has held in California, in part due to decreased youth arrests (down from a rate of 15 per 1,000 in 2008 to 5.3 per 1,000 in 2015) but also due to changes in sentencing policy, increased budget constraints, a change in the culture surrounding youth justice, and a concerted effort by advocates, organizers, and directly-impacted people pressuring decision-makers to force change in California.

This reduction in the need and desire for youth detention facilities led to a dramatic reduction in both state-operated juvenile prisons and county-level camps and juvenile halls.⁶ From 2006 - 2016, 98 youth facilities were closed in



3 Walmsley, Roy. World Prison Population List (Tenth Edition). 10th ed., International Centre For Prison Studies, 2013, http://www.apcca.org/uploads/10th_Edition_2013.pdf. Accessed 20 April 2019.

4 The PEW Charitable Trusts. U.S. Adult Incarceration Rate Declines 13% In 8 Years. 2017, <https://www.pewtrusts.org/en/research-and-analysis/articles/2017/01/12/us-adult-incarceration-rate-declines-13-percent-in-8-years>. Accessed 26 Apr 2019.

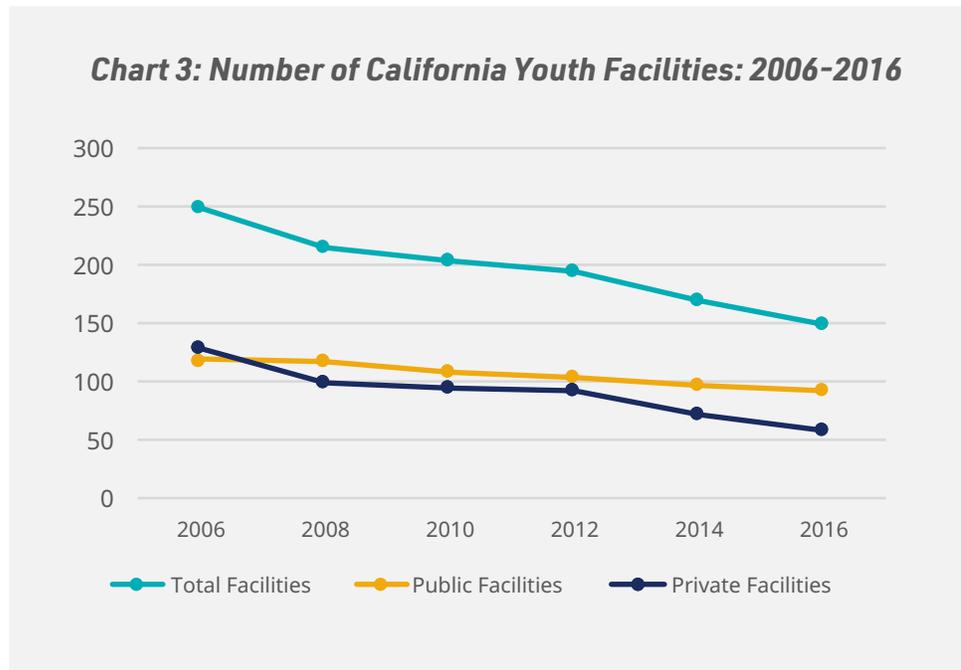
5 Love, Hanna, Samantha Harvell, Chloe Warnberg, and Julia Durnan. 2018. “Transforming Closed Youth Prisons: Repurposing Facilities to Meet Community Needs.” Washington, DC: Urban Institute.

6 Most youth who are adjudicated delinquent in California and placed in out-of-home placement (i.e. incarcerated) are placed in facilities close to their home, operated by county-level probation departments. These facilities include juvenile halls as well as camps and ranches. The California Department of Juvenile Justice (DJJ) incarcerates youth who committed serious and/or violent felonies and currently operates three secure facilities and one camp across the state.

California,⁷ which amounts to a 40% facility reduction.

From September 2017 to September 2018 (the latest data available), the county-level juvenile hall population decreased by 279 youth, or 8.9%, while the average daily population decreased by 11.2%.⁸ There is an even greater reduction in the

population of youth camps: during the same time, the population of youth incarcerated in camps decreased by 330, or 21.2%, and the average daily population decreased by 20.1%.⁹ These substantial reductions in youth imprisonment have set the stage to close even more facilities. This report offers a data-driven approach to closing additional facilities in this context.



Our Bottom Line: The Need to Move Beyond Youth Incarceration

In both California and across the country, there has been growing momentum in recent years away from juvenile incarceration and towards broader reliance on alternatives such as probation and community-based diversion programs.¹⁰ Numerous reports have documented the harms of justice-system contact for youth and their communities, as well as the numerous, expansive benefits of community-based diversion programs. A 2013 report by the National Research Council, for example, found that diversion to community-based treatment, rather than placement in a juvenile facility, “produces higher levels of successful adjustment after adjudication.”¹¹ The report continues to state “there is no evidence that more severe punishments reduce the likelihood of future offending.”

7 Puzanchera, Charles., Hockenberry, Sarah., Sladky, T.J., and Kang, Wei. 2018. “Juvenile Residential Facility Census Databook.” Available: <https://www.ojjdp.gov/ojstatbb/jrfcdb/>

8 BSCC California, 2019, <http://app.bscc.ca.gov/joq/jds/QuerySelection.asp>.

9 Ibid.

10 Wilson, H. A., & Hoge, R. D. (2013). The Effect of Youth Diversion Programs on Recidivism: A Meta-Analytic Review. *Criminal Justice and Behavior*, 40(5), 497–518. <https://doi.org/10.1177/0093854812451089>

11 National Research Council. 2013. *Reforming Juvenile Justice: A Developmental Approach*. Washington, DC: The National Academies Press. <https://doi.org/10.17226/14685>.

Dramatic shifts to diminish the punitive nature of the juvenile justice system have already been undertaken, both in California and the U.S., without any increases in crime rates or recidivism. One example is California's Juvenile Justice Realignment, which began in 2007 with Senate Bill 81. The bill shifted responsibility for most youth from the state's Department of Juvenile Justice (DJJ) to county probation departments. Over the course of 10 years, this change led to declines of 60% in youth detention rates, 73% in juvenile arrest rates, and 74% in the DJJ institutional population rate, with a coinciding decline in the crime rate.¹² Initiatives which then take the additional step, moving programming from the hands of probation departments and into community-based organizations, while simultaneously reinvesting in community development, have shown to further improve outcomes for youth on an individual level and for communities as a whole.¹³

Despite great strides taken towards improving outcomes for youth, their families and communities, and the public as a whole, harmful inequities continue to persist throughout the juvenile justice system. As the Urban Institute noted in a 2019 report, for example:

The movement away from youth incarceration has not benefited everyone equally, and today, compared with a decade ago, youth of color are pulled into the system and kept there at even more disproportionate levels than their White counterparts... The disproportionality cannot be accounted for by differential crime rates alone; rather, it stems from a wide range of factors including systemic inequality and differential access to prevention and diversion support.¹⁴

Our thinking in conducting this research has been informed by this vast body of research. Recognizing the long-term harm that incarceration leads to for youth, their families, and their communities; the severe and persistent racial disparities throughout the justice system; and the high costs of incarceration to taxpayers, Impact Justice is devoted to identifying and advocating for more humane, equitable, and efficient solutions to the problems that give rise to youth crime. This report represents one such effort in that direction.

Goals of this Report

The research team had several goals with this project, which are reflected in the structure of this report. First, the team set out to understand and describe the social, economic, and political context in which two California youth detention facilities exist, with a particular focus on how the local communities view the facilities and think about criminal and juvenile justice more broadly. This research makes up the bulk of two case studies in the report, focused on describing the communities and perspectives of residents in Lancaster and Nevada County, California.

12 Chief Probation Officers of California. State Leaders Recognize 10-Year Milestone Of Juvenile Justice Realignment. 2017, <https://www.cpoc.org/press-release/state-leaders-recognize-10-year-milestone-juvenile-justice-realignment>. Accessed 1 Apr 2019.

13 The Urban Institute. Promoting A New Direction For Youth Justice: Strategies To Fund A Community-Based Continuum Of Care And Opportunity. 2019, https://www.urban.org/research/publication/promoting-new-direction-youth-justice-strategies-fund-community-based-continuum-care-and-opportunity/view/full_report. Accessed 10 Apr 2019.

14 Ibid.

Second, we draw upon this local research to point to ways in which the facilities might be repurposed to better serve local needs. In one of the cases we reviewed – Lancaster – closure and repurposing of the facility actually did occur between the time of our research and the drafting of this report; for that reason, we are only able to comment on how the repurposing process might have been improved. In the other case – Nevada County – our research informs a set of broad recommendations for how the local community might repurpose the facility to better address local concerns and serve local needs.

We recognize, that the specific political, fiscal, and administrative considerations underpinning any individual facility closure are unique and difficult to predict. Our goal, therefore, is not to propose universal steps for dismantling a youth detention facility; instead, our goal is to propose a process through which reformers and advocates can ensure that the repurposing of their local facility truly serves the community's needs. The first step in this process is a rigorous assessment of community needs and of the specific facility under consideration for closure. As we demonstrate, this assessment process can then inform the development of strategies to assist in the repurposing of the facility.

Ultimately, our experience in this field has demonstrated time and again that simply closing a facility is not enough: the real focus of the work must be in developing and implementing repurposing strategies which truly benefit the community. This report is an attempt to model that process and to offer recommendations to assist in the repurposing of the Carl F. Bryan II Juvenile Hall in Nevada County.

Site Selection

Most closure campaigns are to some extent initiated locally; that is, they are led by someone directly impacted by a facility and most often associated with a local criminal justice reform organization. However, as this research project was initiated by Impact Justice to identify facilities ripe for closure, our process began with a comprehensive examination of youth facilities throughout California to fully understand both the history and present state of youth incarceration in the state. Ultimately, it became clear fairly quickly that two facilities in particular stood out for closure and repurposing – the Carl F. Bryan II Regional Juvenile Hall in Nevada City and the Challenger Memorial Youth Center in Lancaster. Each of these facilities is briefly described below, along with the reasons for their inclusion in this assessment.

Carl F. Bryan II Regional Juvenile Hall

The Carl F. Bryan II Regional Juvenile Hall was chosen for a variety of reasons, including a low average daily population and the presence of a nearby facility able to absorb Nevada County youth. In addition, recent reports by the Nevada County Civil Grand Jury provided additional valuable evidence that the Nevada County youth facility was a good candidate for closure. Both reports – from 2015/16 and 2017/18 – recommended closing the facility due to excessive costs and low youth populations. As we detail in the section on Thematic Findings from Nevada County, however, the fact that the facility is the last of its kind in Nevada County does suggest that special precautions and considerations must be taken to close this facility in a deliberate and responsible manner.

Challenger Memorial Youth Center

There has been talk about closing the Challenger Memorial Youth Center for years. The facility has been plagued by lawsuits focusing on, for example, the failure of the facility to provide youth with legitimate educational opportunities and on the facility's excessive use of solitary confinement. As a result of these allegations and the subsequent damage to the facility's reputation, local public sentiment has swayed towards closure in recent years. Decreases in the youth population and the presence of facilities located closer to the children's homes and communities also contributed to our selection of this facility for attention here. And finally, recognizing that there have been active efforts to close the youth facility in recent years, the research team also considered the potential that attention of this sort could lead to increased pressure on L.A. County to follow through on plans to close and repurpose the facility.

Research Methodology

Our analysis of Lancaster and Nevada County began with an historical analysis of each community. As part of this process, the research team reviewed historical documents, local news, and online resources to build an initial understanding of the local economy, culture, demographics, and important social and political issues. After conducting this background research, the research team visited each site and walked in pairs through the main economic and social hubs, observing interactions and reviewing local publications.

Following this initial exposure and observation of the field sites, the research team administered a survey to residents of Nevada County and Lancaster to gauge general attitudes about the local economy, community needs, criminal justice, and facility closure. The research team distributed surveys based on a purposive random sample,¹⁵ ensuring a good representation of the populations of interest, but also capturing views of a diverse population. Using 2010 census tract data, three neighborhoods within the city of Lancaster were selected: a lower-income neighborhood, a middle-income neighborhood, and an upper-middle-income neighborhood. Survey sites were chosen similarly in Nevada County; however, we thought it important to survey a more diverse sample from the county, so we adapted our approach and selected three towns within the county from which to draw our survey administration neighborhoods. These sites were Truckee, the most populous town in Nevada County; Nevada City, the site of the facility; and Grass Valley, a randomly selected town. After identifying these communities, we proceeded with selecting a lower-middle income neighborhood and an upper-middle income neighborhood in each town. Researchers were instructed to contact every other house on their route, in keeping with a random route sampling strategy.^{16, 17}

15 "Purposive sampling represents a group of different non-probability sampling techniques. Also known as judgmental, selective or subjective sampling, purposive sampling relies on the judgement of the researcher when it comes to selecting the units (e.g., people, cases/organisations, events, pieces of data) that are to be studied... The main goal of purposive sampling is to focus on particular characteristics of a population that are of interest." (Retrieved from <http://dissertation.laerd.com/purposive-sampling.php>).

16 Hoffmeyer-Zlotnik, Jürgen. (2003). New Sampling Designs and the Quality of Data. *Developments in Applied Statistics/ Metodološki zvezki*. 19.

17 As we discuss in the following section, the team had to adapt this approach in Nevada County due to difficulties

Community members were offered \$5 cash incentives for their participation. The survey was administered using a technology-assisted self-interviewing approach (respondents completed surveys on an iPad provided by the researchers). Over the course of seven days in Lancaster and nine days in Nevada County, 225 and 192 completed surveys were collected, respectively. The sample from each site is described in Tables 1 and 2. The data produced by the survey were cleaned and exported to a statistical analysis software (STATA) and analyzed for trends and associations.

To add context and nuance to the survey findings, we also conducted 33 semi-structured interviews in Lancaster and 31 interviews in Nevada County. Interview participants were selected and contacted the same way as survey participants. Interviews lasted an average of 45 minutes. Participants were offered \$15 cash incentives. Participants were also required to sign consent forms to acknowledge that they agreed to have their conversations recorded and later transcribed. The recorded interviews were then transcribed and coded using NVivo, the leading text analysis software for qualitative research of this kind. The coding process identified themes that appear across multiple interviews, and these themes inform the analysis below.

Research Limitations

The findings of this report are grounded in research carried out within two unique communities. By necessity, the methodology was adapted in both Lancaster and Nevada County to respond to the circumstances researchers encountered in the field. For example, upon arriving to the preselected neighborhood in Truckee, within which researchers planned to survey residents, the research team observed that a majority of houses were unoccupied at the time, reflecting Truckee's seasonal nature. The team's strategy was quickly adapted and the sample in Truckee was instead drawn from residents frequenting a nearby commercial area.

Limitations and adaptations along these lines do not compromise the claims made in this report, as the report is largely descriptive and does not claim to be statistically representative. This is a common limitation in qualitative studies of this kind, and while we are confident in the themes that emerged through our interviews and surveys, it is important to remember that they do not present a fully representative portrait of the communities in question. We discuss the extent to which our samples differ from the population in the introduction to each case study.

An additional limitation of this report arises from the lack of available data. Given that the facilities discussed in this report hold youth, certain information regarding those inside the facilities is often nearly impossible for independent researchers to obtain. The lack of accessibility to juvenile data is with good reason, as juvenile records, for the most part, are sealed by the courts after a case is closed to protect youths' confidentiality.¹⁸ We were, therefore, unable to develop as nuanced an understanding of the facilities, and the youth within, as would be desirable.

Despite these limitations, the findings laid out here speak to a robust and diverse set of opinions

achieving a sufficient sample through random route sampling alone.

18 Merrill Sobie, *The State of American Juvenile Justice*, Crim. Just., Spr. 2018, at 26, <https://digitalcommons.pace.edu/lawfaculty/1108/>.

regarding the juvenile justice systems in Lancaster and Nevada County. They are outlined here to contextualize the research process, and, more importantly, inform and guide future research. Future research on this subject might consider adopting a Participatory Action Research (PAR) framework which would include members from the communities of study on the research team. Some benefits for this project would have included effectively foreseeing obstacles (e.g., high vacancies in certain neighborhoods), ensuring that research tools were finely tuned and relevant within the given context, developing trust within the community, and engaging research participants in the analysis of findings. Developing these research relationships would also pave the way for sustained partnerships that could endure beyond the data collection and into potential campaigns for closure and repurposing. However, PAR also introduces new voices and with them new challenges that need to be carefully managed by the research team. PAR, like all innovative approaches to research has detractors and supporters but ultimately it may offer “a radical alternative to knowledge development in its mandate to remain a collective, self-reflective inquiry for the purpose of improving a situation” and as such is worth mentioning in this study and worth considering for future research.¹⁹

Case 1: Lancaster, California and the Challenger Memorial Youth Center

Lancaster, California is a Los Angeles suburb located about 60 miles east of the city. It has a population of approximately 170,000 people and is a hub for the aviation industry and for commuters working in and around L.A. Home to Edwards Air Force Base, the local economy has been boosted by the Air Force Flight Test Center and the town has also become a hub for military defense contractors. Boeing, Northrop Grumman, Lockheed Martin, and BAE all have major operations located in either Lancaster or neighboring Palmdale. The federal government also has a number of agencies located there, including the NASA Dryden Flight Research Center.

In addition to the industries of aeronautical engineering and military defense discussed above, correctional facilities are also major employers in Lancaster. A California State Prison, the now defunct Mira Loma Immigration Detention Facility, and the Challenger Youth Camps were all based in the town. The California State Prison – Los Angeles County is an adult prison on the same property as Mira Loma and the Challenger Memorial Youth Complex. Although the facility has a rated capacity of 2,300 prisoners, it, like most California adult facilities, is filled much beyond capacity.²⁰

Much of the population of Lancaster is composed of commuters who make the daily hour plus drive to and from the city of Los Angeles. This relationship with the city of L.A. is crucial for understanding life in Lancaster, and importantly for this report, for understanding local perspectives on crime, criminal justice, and other social problems in Lancaster, Los Angeles, and more broadly. These attitudes are described in more detail below, and the following table presents demographic for the city of Lancaster,

19 Macdonald, Cathy. (2012). Understanding participatory action research: A qualitative research methodology option. *Canadian Journal of Action Research*. 13. 34-50.

20 “California Department of Corrections and Rehabilitation: Monthly Report of Population as of Midnight April 30, 2019.” California Department of Corrections and Rehabilitation, Division of Internal Oversight and Research. May 1, 2019. Retrieved May 1, 2019.

and for the survey and interview respondents who took part in this research.

Lancaster has a larger Black population and a smaller Asian population than Los Angeles County as a whole. Our survey and interview sample is slightly higher still, with Black residents over-represented among survey and interview respondents. This is not surprising, as the lower-income neighborhood randomly selected for this study was a predominantly Black neighborhood. Latinx participants are slightly under-represented among our respondents; this was likely due to both that same neighborhood effect and also to the fact that our surveys and interviews were only available in English.

While the unemployment rate in Lancaster is relatively low at 5%, the overall labor force participation of those aged 16 or older is 54.2%, which is low when compared with the national average of 63.2% and 66.3% in city of Los Angeles. This suggests that discouraged workers – those who are without a job and have stopped officially seeking one – represent a substantial portion of the population of Lancaster. The poverty rate in Lancaster is 23.3%, much higher than the California average of 15.1% and the national average of 14.6%. Our sample for both surveys and interviews reflect a much higher unemployment rate than the official 5% (19.82% and 15.63% respectively).²¹ This difference might reflect this discouraged worker problem. It is also likely that unemployed people were more likely to opt in to participate in our study in order to receive the cash incentive.

Table 1: Demographics of Lancaster, CA Population, Survey, and Interview Samples

	Lancaster	Survey	Interview
N		225	33
Total Population	159,651		
Gender			
Man	50.1%*	51%	51%
Woman	49.9%*	48%	48.5%
Age (median)	31.8**	29	41
Race			
White	33.4%	40.0%	38.7%
Black	21.4%	34.7%	42.0%
Asian	4.0%	8.7%	0.0%
Native	1.0%*	2.5%	6.5%
Latinx	37.9%	30.7%	24.2%
Education			
No H.S. Diploma	18.6%	13.1%	9.1%
H.S. Diploma	56.9%	75.1%	90.9%
Higher Degree	24.4%	11.8%	0.0%
Median Income***	\$45,100	\$40,300	\$28,200
Unemployment	5%	19.8%	15.6%

Some percentages will not sum to 100% due either to rounding or other categories not reflected on this table.

Except where noted, all demographic data from <https://statisticalatlas.com>

*<http://www.cityoflancasterca.org/home/showdocument?id=1403>

**<https://datausa.io/profile/geo/lancaster-ca/>

***Prefer not to answer survey: 9.09%; Interviews: 18.75%

21 The United States; Los Angeles County, California; Los Angeles City, California; Lancaster, California; <https://statisticalatlas.com>. Accessed April 15, 2019.

Challenger Memorial Youth Center

The Los Angeles County Probation Department opened the \$35-million Challenger Memorial Youth Center in April of 1990 to ease severe overcrowding issues. With a capacity of 660 incarcerated youth, it is the largest juvenile detention facility in the county. Included on the 42-acre property are six camps, each of which is named after one of the astronauts that perished in the 1986 Challenger space shuttle disaster.

One of the largest detention facilities in the United States tasked with providing education and housing for youth, it is perhaps best known for multiple lawsuits. Two of the lawsuits claimed that the facility systematically denied children high-quality educational opportunities (evidenced by a graduate who could not even read his own diploma), and was overly reliant on solitary confinement, often locking youth away for months at a time.²²



Photo 1: Challenger Memorial Youth Center

Thematic Findings from Lancaster, California

FINDING ONE: Inequality in income and employment opportunities have created a stark divide between East and West Lancaster. This divide points to the need for more focus on local economic development and economic mobility for Lancaster residents, a goal which could be well-served through the Challenger facility.

There is a clear geographic divide in terms of economic well-being, demographics, and educational and employment opportunities in Lancaster, depending on which side of the Sierra Highway one is on. In general, West Lancaster is seen as the more desirable part of town, the neighborhoods are seen as safer, they are perceived as having more resources, stronger communities, and better schools. By contrast, East Lancaster is often associated with crime, especially gang related crime that is thought to be moving out of L.A. One interviewee described the difference between East and West Lancaster like this:

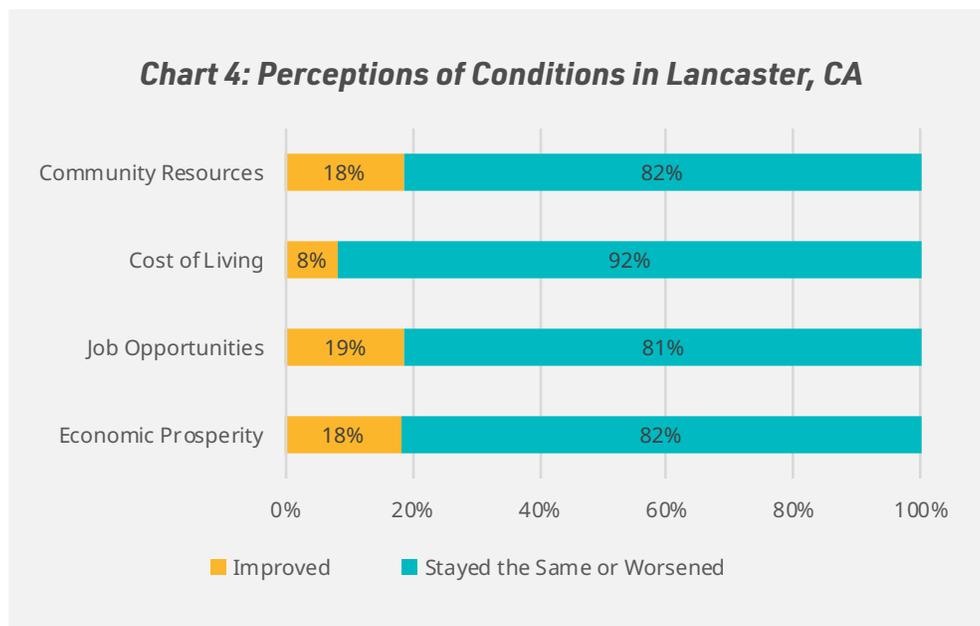
22 Abdollah, Tami. "LA County's Challenger Youth Probation Camp Overcomes Troubled Past, But Faces Uncertain Future". 2012, <https://www.scpr.org/news/2012/08/29/34065/countys-challenger-youth-camp-overcomes-troubled-p/>. Accessed 2 May 2019.

It's like night and day. The east side is like Philly. It's lower income. You know, cheaper. I was there one day and [my dad] had me start his car at 6:00 A.M. I start the car, I went in for not even a minute. I came back out and the car was gone. Found it burned down a couple blocks away in the desert. Yeah. But, east side is hood. Yeah. Lower income, lower housing because the homes are older. They've been there for a long, long time you know? And, so, that's just how it is. Of course, everyone chooses the west side. Nicer homes, newer homes. You know, you see a lot more money. You know, two different lifestyles."

We include this description of East and West Lancaster first as important background information to give a sense of the community. But this local divide also points to a broader tension around the kinds of opportunities available to Lancaster residents, about the growth of crime, and about the loss of a more unified and wholesome community character.

These tensions were reflected in respondents' perceptions about local economic difficulties. Of respondents who lived in Lancaster long enough to have an opinion, 92% reported feeling that the cost of living had not improved during their time living in Lancaster and more than half reported that it had worsened. These survey results, shown in Chart 4, combined with the high commuter rate (nearly half of all survey respondents worked outside of Lancaster), a high poverty rate, and low labor force participation suggest that there is a real need in Lancaster for more local economic development.

While the unemployment rate in Lancaster is relatively low at 5%, the overall labor force participation of those aged 16 or older is 54.2%, which is low when compared with the national average of 63.2% and 66.3% in city of Los Angeles. This suggests that discouraged workers are a substantial problem in Lancaster. The poverty rate in Lancaster is 23.3%, much higher than the California rate of 15.1% and the national rate of 14.6%.²³



23 Ibid.

The interviews gave further texture to these findings. Rather than a complete lack of job opportunities, interview participants specified that it was certain types of jobs that were lacking:

The job opportunities are very, very slim to none. They say there's a lot of job opportunities out here. But it's only in a couple fields. It's only in mainly aerospace or military. So, if you don't really ... If you haven't gone to school or have the technical skills for those jobs you're kind of shit out of luck out here. So, I would say that's the biggest downside is just employment opportunity.

I'd just say as far as job opportunities, make something useful. We don't really have anything that's being open that everybody has an opportunity to work for. If you want to be an engineer or something high level, there's lots of that here. But if you're not that type of, you know what I mean? If you don't have 40 years of education then, yeah.

Lancaster clearly has economic opportunities, however, these opportunities in the fields of aerospace engineering are not accessible to residents without advanced degrees. This highly stratified economy can lead to inequality and is associated by some with the growing crime rate. More than once interviewees highlighted that crime “has to do with not having enough job opportunities.” The body of evidence suggests that there is frustration with the economic situation in Lancaster and growing awareness of how this problem contributes to issues of criminal justice. These sorts of insights are essential to the framing of a closure campaign and the tailoring of a repurposing solution.

FINDING TWO: Homelessness is a growing problem in Lancaster as in many communities throughout California. Our research suggests that residents recognize this problem and feel considerable sympathy for the local homeless population. A repurposing campaign would be incomplete if it does not in some way address the need for more housing and supportive services.

A common theme across interviews was the perception of a growing homeless population that is often explicitly linked to the homeless problems of L.A. It was a common understanding, for example, that L.A. purposefully and explicitly sends homeless people to Lancaster:

They just move them from place to place. Here's a bus ticket, see how far it'll take you... We are the end of the line. So, this is the end of the road for them. Or, they have to turn around and go back down south. It's safer up here than it is down there.

I mean you hear theories all the time. People talk about, people in L.A. just release the prisoners. They give them a one-way ticket on the train and they end up here. Or you hear people saying that obviously it's a cheaper place to live than L.A. So, a lot of people that are gang bangers or whatever, they'll come out here and find out it's cheaper to live. I don't know exactly how it happens, I just know that I feel like this is a magnet for people who are troubled.

Despite the fact that many interviewees linked the expanding homeless population with a kind of

greyhound therapy program out of the city of Los Angeles, there is still a good deal of sympathy for the homeless in Lancaster. Unfortunately, there has not been much in the way of structural support offered to the homeless: The only homeless shelter in Lancaster closed shortly before the research team entered the field.²⁴ This absolute lack of support for the homeless was often identified as a serious and growing problem in interviews.

I feel like homeless people, they need help. They need counseling, because stuff isn't right in their head. It's messed up, because we're just not helping them. We're just expecting them just to fend for themselves on the streets.

Sympathy towards homeless veterans was especially pronounced:

A lot of excessive homelessness. It's really become bad the last five years. And it started off, from what I was able to notice, it started off, like, our veterans, which I disagreed with. I did not think that was fair for these men and women that have gone and served our country to be put out on the street because their benefits aren't covering all their medical and housing dues. I think our government should take care of our veterans, period, flat, and blunt. They did their duty. They came home. Now, treat them like an American citizen is supposed to be treated.

This sympathy toward the homeless in Lancaster must also be understood in the context of the extreme desert conditions in Lancaster. During our research trip in July 2018, temperatures peaked at 108 degrees Fahrenheit and we did not have a day with a high below 100 degrees. In the winter, however, temperatures routinely drop below freezing, creating a whole other set of issues for homeless people. These conditions were often cited as a compelling reason to help the homeless:

My mom goes out every year and counts the homeless in the desert and there's hundreds and hundreds of homeless people just sleeping in tents in the desert. And it's all over, man. They sleep in tents and the drain systems, wherever there's enough shade, you know, to stay out of the heat. It's bad, man. Really, really bad.

Based on these observations, the research team concluded that securing resources to serve the homeless could address an important local need and that the community would also likely support such action. It is not always the case that communities are receptive to the construction of homeless shelters or the investment of funds to the less fortunate, but the extreme desert conditions – coupled with the perceived scope of the homeless problem – create a unique opportunity for local repurposing advocates.

FINDING THREE: There is a perception that increased migration from Los Angeles has led to increased homelessness and growing crime rates. More broadly, respondents reported a feeling that the town is too often “being dumped on” by L.A. This combination of attitudes and perceptions could create a strong opportunity

24 Smith, Doug. “The Antelope Valley’s Only Homeless Shelter Is Shutting Its Doors”. The Los Angeles Times, 2017, <https://www.latimes.com/local/lanow/la-me-ln-lancaster-shelter-closure-20170803-story.html>. Accessed 1 May 2019.

for local reformers to focus a closure campaign on the unique needs of Lancaster in repurposing of the facility.

In many ways the east/west divide discussed earlier is a manifestation of a larger tension between residents of Lancaster who feel “dumped on” by the city of Los Angeles. One respondent highlighted the particular challenge Lancaster faces in handling migration from L.A.:

No, I think that a lot of people that have come up from down below L.A., they're lower income and poor. Now, they're coming to, they feel, a smaller community and they feel, probably, less cops because in L.A. you're not going to get away with it, but they feel here, ah man we can get away with anything. Next thing you know, a lot of break-ins and robberies and twenty years ago it was never like that. But I think that it's a lot of the riff-raff that comes up from L.A. that's moved up here. I'm not saying that people that have lived here for a long time aren't doing any crimes, I'm sure they are but we are getting a lot more crimes now that you're getting a lot more and more people coming up from L.A.

This perception about rising crime rates was also borne out in the survey responses. 56% of respondents believed that crime in the U.S. had increased over the last five years, 58% believed that crime in California had, and nearly 70% believed that crime in Lancaster had increased in the same period. Along the same lines, 32% of survey respondents thought that crime was the biggest problem facing Lancaster. In actuality, rates of both violent and property crime have steadily decreased in Lancaster, in California, and the United States as a whole.

The history and proximity of California State Prison in Lancaster is instructive for understanding sentiments toward criminal justice, the city of Los Angeles, and town dynamics in Lancaster. Lancaster was once a much smaller town; in 1993, when the prison was proposed, Lancaster had a population of 113,887, primarily employed in aviation and defense sectors. The prison was proposed as part of the “Share the Pain” initiative which aimed to transfer more of the responsibility for housing L.A. residents to Los Angeles County, rather than forcing the state to take on the disproportionate number of incarcerated people coming out of L.A. Lancaster was a natural choice at the time, as the image of Lancaster and the larger Antelope Valley was that of an open desert. Lancaster vehemently protested prison construction, but they were ultimately unsuccessful. It was only after the economic recession of the 1990s gutted the aviation sector that the prison took on new significance as a strong job provider for the community. As of fiscal year 2006/2007, California State Prison Lancaster employed 957 custody staff and 562 support services staff. During this same year, the facility had an operating budget of \$100 million and was staggeringly overcrowded, with the facility holding over 4,700 people in custody, despite being designed to hold only 1,350.²⁵

Over time, despite their initial resistance to its construction, the residents of Lancaster did come to see the prison as a good neighbor: There was almost no resistance to expanding the facility in 2000, leading some to claim the facility had become a “well-accepted feature in the community”.²⁶ Our survey, however, suggested this view might be shifting from the view held in 2000: of the 72.2% of those surveyed who were aware that there was a men’s facility in Lancaster, only 14.3% thought that the

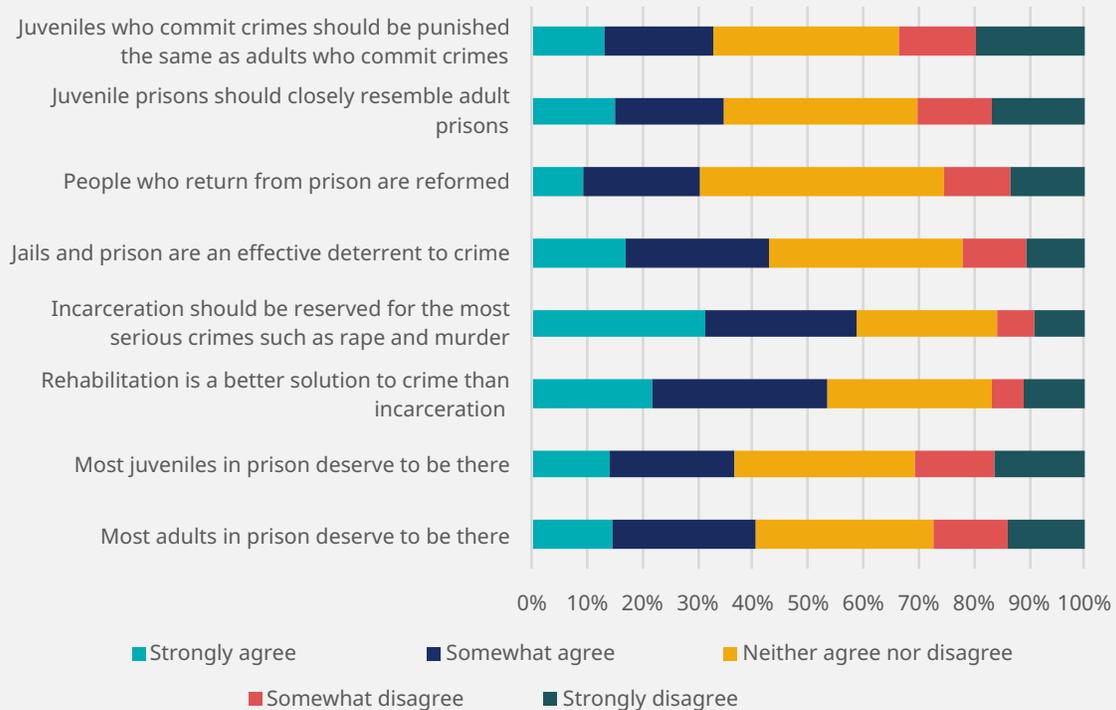
25 Fox, Sue. “Prison, Lancaster Mend Fences and Build Tranquil Relationship”. Los Angeles Times, May 14, 2000.

26 Ibid.

facility had a positive effect on the community, primarily citing the facility's role in job creation. (28.6% of those who were aware of the facility thought that it had a negative effect on the community and 57.2% said the effect was neutral).

Chart 5: Criminal Justice Attitudes in Lancaster, CA

Sample Size: 225



More broadly, interviewees and survey respondents in Lancaster had fairly skeptical and negative attitudes toward current trends and fundings in incarceration. Of survey respondents, for example, 61.3% believe the state of California spends too much money on criminal justice, 60% think the county spends too much and 53% think the town of Lancaster spends too much. Interview respondents also lamented the idea that prisons were less about rehabilitation and more akin to “big business:”

It's a business, man. It's not about rehabilitation, it's about money. And it's crazy. I just feel like that's one thing that we really need to look into, it's just getting a lot of these people that have non-violent crimes the fuck out of there, man. It's fucking selling weed, this and that. Selling drugs. Just get them out, rehabilitate them. You know?

This skepticism toward funding incarceration is likely linked to respondents' perception that incarceration is not particularly effective. Only 30.4% of survey respondents think that people who

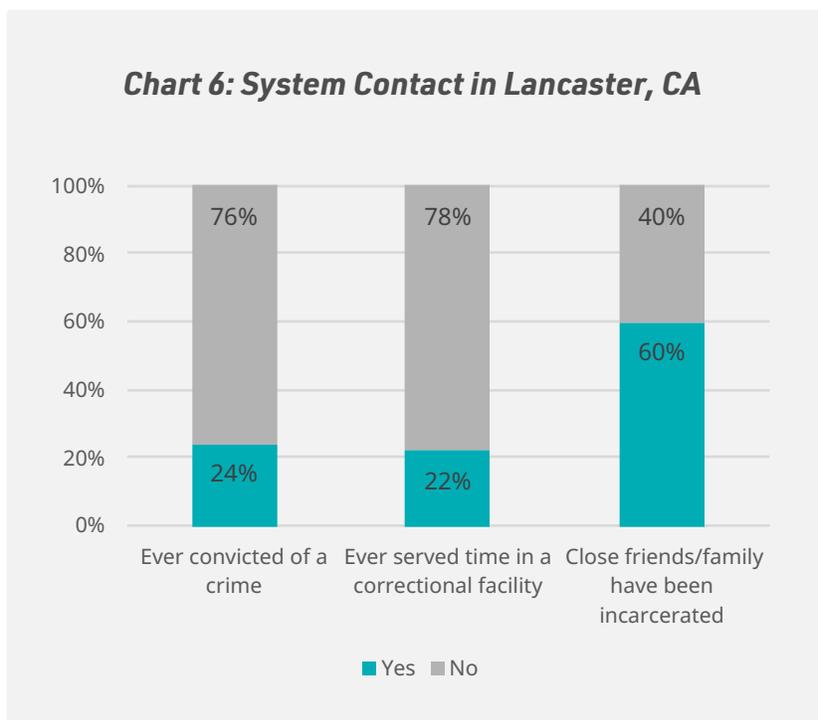
return from prison are reformed and over 50% would prefer rehabilitation to incarceration (with an additional 30% reporting no strong feelings either way). Interview participants expressed feelings of the ineffective or even counterproductive outcomes of incarceration:

It seems like they're just building more and more prisons, and people are just going to prison. I think California's one of the biggest prison states there is. I know when you're in jail or prison, nothing good happens there. You just get worse, you know what I mean? The conditions are terrible, the over crowdedness. And the police don't give a shit about nobody in there. They like fighting, and the racism in there, man, the racism is so bad in there.

Rehabilitating the people that are going in and coming out. Which they don't do, you give them a certain amount of time and that's the rehabilitation program and what they offer, most people. I'm not saying that this area is like this in general, but the Justice System isn't the way. Most people are coming out slipping in drugs and they can't come back into society directly. If you're in a cell in a prison ... you can't just throw someone back into society.

It is important to note here that the opinions of many of our survey respondents were likely informed by their personal experiences. As shown in Chart 6, almost one quarter (24.3%) of respondents, for example, had been convicted of a crime and 22% had spent time in a correctional facility. 59.8% of the sample had close friends or family members incarcerated; 32% of those with system-impacted loved ones knew children (under the age of 18) who were incarcerated. Interestingly, among survey respondents there was little difference between how respondents were thinking of adult incarceration and juvenile incarceration; roughly 35% strongly or somewhat agreed that juveniles in prison deserved to be there, compared with 40% who thought the same of adults in prison. Survey respondents were fairly evenly split on whether juveniles should be punished the same as adults, 33% agreeing they should and 34% disagreeing, suggesting they should be punished differently (see Chart 5).

We include the survey results above in order to model the preliminary work a local repurposing campaign might undertake in developing their organizing strategy and advocating on behalf of a particular repurposing goal. In this case for example, the survey results suggest a youth-centric appeal might not be the strongest case to make



to build support for the closure of the facility. Along the same lines, the support for the local homeless population suggests there may have been somewhat of a missed opportunity for L.A. County to include a homelessness-focused component in the repurposing strategy that was ultimately undertaken, a point discussed in more detail below.

Current Status of the Challenger Memorial Youth Center

During the fall of 2018 (after this research had been conducted and analyzed), the closure and repurposing of the Challenger Memorial Youth Center was announced. The plan for the facility was to transform it into a pilot residential vocational training center for young adults ages 18 to 25. The vocational training center is expected to serve former foster youth and youth who were formerly under probation department supervision. Community partners supporting the endeavor are Antelope Valley College, Northrop Grumman, Antelope Valley YouthBuild, the Los Angeles County Building and Construction Trades Council, the Lost Angels auto career training program, and the University of Antelope Valley.

The research laid out above was conducted to inform closure and repurposing efforts in Lancaster. We view this planned action as a substantial step in the right direction, but also recognize a missed opportunity to go further. Specifically, we note the lack of any new resources or services allocated to curb homelessness in Lancaster. A full consideration of the administrative and political steps involved in such an endeavor is beyond the scope of this report, but it was clear from our surveys, observations, and interviews in Lancaster that homelessness is a significant and growing problem, and that there is meaningful community support for devoting additional resources to the problem. On a hopeful note, it was recently announced that a new homeless shelter will be opening in Lancaster, however, we still feel that a more holistic approach to repurposing the massive 660 bed youth facility could meaningfully include job training, support services, and even additional housing for the homeless.²⁷

Case 2: Nevada County and the Carl F. Bryan II Regional Juvenile Hall

Nevada County was founded in 1851 and named after the county seat, Nevada City, a mining town that boomed following the Gold Rush of 1849. With a population of fewer than 100,000 people spread over 978 square miles, the area primarily serves as an entrance to the Sierra Nevada Mountains. Paper mills and mining of all types have historically been the main economic drivers.

The mines and mills that once defined this area are now mostly defunct and tourism now serves as the primary economic driver. This shift from mining and milling has had serious economic consequences. There is now a growing gap between the service industry and those who are attracted to the area as either a vacation destination or as a place to retire. Both an aging population and a lack of affordable

27 Antelope Valley Press. "Homeless Shelter Opening Soon". 2019, https://www.avpress.com/news/homeless-shelter-opening-soon/article_0bae6980-37f8-11e9-a8f4-0796c77b166c.html. Accessed 8 May 2019.

housing are often cited as imminent challenges in Nevada County.^{28,29} Just over 23% of Nevada County's population is age 65 or older and about half of the County's residents pay more than one-third of their income in rent.³⁰

The county seat of Nevada County is Nevada City. Nevada City, with a population of approximately 3,300 is the home of the Carl F. Bryan II Juvenile Hall and as such, is important not just as the county seat, but as the host community of the facility under investigation. It was included in our analysis for these reasons. Nevada City is predominantly white (91%), with nearly one-third of residents married (31.9%) and the greatest percent of the population is ages 40-62 (41.5%). In Nevada City, 43% of the population lives in poverty and the median income is \$43,800 – \$20,000 less than the median income of Nevada County (\$63,800).

Neighboring Nevada City, Grass Valley was randomly selected for inclusion as a field site in which to distribute surveys and conduct interviews. The population demographics and economic characteristics of the two towns are quite similar. Nearly 90% of the 1,631 residents are white, 46.3% are married and 42% are ages 40-64. The median income is slightly lower, \$35,500.

Table 2: Sample Demographics of Nevada County, CA, Surveys, and Interviews

	Nevada County	Survey	Interview
Population	98,639		
N		192	31
Gender			
Man	49.8%	59.5%	65.0%
Woman	50.2%	39.5%	35.0%
Age (median)	49.5	38.5	59
Race			
White	85.6%	90.0%	88.2%
Black	0.5%	0.0%	0.0%
Native	1.0%	5.0%	6.5%
Latino/a	9.1%	7.5%	6.5%
Education			
No H.S. Diploma	6.7%	7.5%	9.7%
H.S. Diploma	48.2%	60.6%	51.6%
Higher Degree	45.1%	31.9%	38.7%
Median Income*	\$63,800	\$41,219	\$40,500
Unemployment	5.5%	13.8%	6.4%

Some percentages will not sum to 100% due either to rounding or other categories not reflected on this table.

Except where noted, all demographic data from <https://statisticalatlas.com>

*Prefer not to answer survey: 11.2%; Interviews: 22.6%

28 SR 18-1036 - Ten Year Strategic Plan To Address Homelessness. County Of Nevada, California, 2018, <https://www.mynevadacounty.com/DocumentCenter/View/25723/Strategic-Plan-to-Address-Homelessness->.

29 Rural County Representatives of California Economic Development Unit. Nevada County Economic & Demographic Profile. 2018, <https://www.mynevadacounty.com/DocumentCenter/View/24954/RCRC-2018-Nevada-County-Economic-Demographic-Report?bidId=>.

30 County of Nevada, Planning Commission and Board of Supervisors. 2014-2019 Housing Element Update: Nevada County, California. 2019, <https://www.mynevadacounty.com/DocumentCenter/View/12580/Chapter-8-Housing-2014-2019-PDF>. Accessed 1 May 2019.

Truckee is the largest city in Nevada County and as such was included as a research site. With a population of 16,180, it is significantly larger than Nevada City and Grass Valley, but also has similar demographics: 89.2 % of residents are white, nearly half are married (49.9%) and 37% are ages 40-64.

The main difference between Truckee and the other Nevada County sites is the median income, which at \$80,000 is approximately 125% the median income of the county as a whole. While Nevada City and Grass Valley are both reliant on tourism, Truckee is a resort community with a high number of vacation rentals and seasonal homes, which might account for some of this income disparity.³¹

Like the research sample in Lancaster, our sample in Nevada County tended to make slightly less money and overrepresent those who are unemployed. The research sample in Nevada County was also substantially more likely to be older, white, and male than the county population average. As we noted in the Methodology section, the fact that the sample is skewed in this way is not, in itself, a problem. However, given the high levels of support for the facility in Nevada County, as well as some of the more conservative attitudes toward criminal justice that emerged through the survey and interviews, it is worth considering the extent to which the demographics of the sample influenced the perspectives presented in this section.

Carl F. Bryan II Regional Juvenile Hall

The Carl F. Bryan II Juvenile Hall was constructed in 2002 with the capacity to hold 60 youth, but is currently staffed to hold 30.³² In 2018, the average daily population at the juvenile hall was 5 youth.³³ As previously noted, the Carl F. Bryan II Regional Juvenile Hall was chosen for this project in large part because of existing and ongoing calls for the closure of the facility. Recent reports by the Nevada County Civil Grand Jury provided additional valuable evidence that the Nevada County youth facility was a good candidate for closure. Both reports – from 2015/16 and 2017/18 – recommended closing



Photo 2: Carl F. Bryan II Juvenile Hall

31 The United States; Nevada County, California; Nevada City, California; Grass Valley, California; Truckee, California. <https://statisticalatlas.com>. Accessed April 15, 2019.

32 "Nevada County Detention Facility Inspection Report". Nccourt.Net, 2016, <http://nccourt.net/documents/gjreports/1415-LAW-JuvenileHall.pdf>.

33 BSCC California, 2019, <http://app.bscc.ca.gov/joq/jds/QuerySelection.asp>.

the facility due to excessive costs and low youth populations. They also cited a low average daily population and the presence of a nearby facility able to absorb Nevada County youth.^{34,35}

Thematic Findings from Nevada County

FINDING ONE: Inequality and housing affordability are increasing concerns in Nevada County. The presence of a large facility with the potential of both alleviating pressure on the housing market and also providing new services for county youth could provide an appealing repurposing option in any closure campaign.

A key tension researchers observed in Nevada County comes from the sustained migration of people from the Bay Area to the community. This influx has created a tension between long-time community members and newcomers. In particular, many in Nevada County feel that a growing older, wealthier population has exacerbated local inequality, created cultural tensions, and driven up the cost of housing. While detailed data on migration between the Bay Area and Nevada County is difficult to come by, there is generally support for these sentiments among residents. An independent needs assessment undertaken by the County of Nevada identified affordable housing as one of the most pressing concerns among residents.³⁶ In 2014, a Nevada County General Plan found that 48.3% of incorporated Nevada County residents spent more than one-third of their income on housing.³⁷

The housing prices were so depressed, a lot of them, they used to call them, flatliners, found us because you could leave the Bay Area with a fist full of money and come up here and buy anything. And that's part of what caused the problem with the inability of the young people to buy housing here.

Among survey respondents, the most reported economic priority was access to affordable housing, as shown in Chart 7. Of survey respondents, 23% – more than any other category – identified housing assistance as something they would like to see improved.

This was a common refrain from interview participants as well:

We need to figure out the affordability component of housing because right now, nobody can build affordable housing unless there's some sort of government money attached to it.

34 Nevada County Grand Jury 2016-2017 Final Report. Nevada County Superior Court, 2018, <http://nccourt.net/documents/gjreports/1617-PYA-ConsolidatedFinalReportforFiscalYear.pdf>. Accessed 1 May 2019.

35 Nevada County Grand Jury 2017-2018 Final Report. Nevada County Superior Court, 2019, <http://nccourt.net/documents/gjreports/1718-PYA-ConsolidatedFinalReportforFiscalYear.pdf>. Accessed 1 May 2019.

36 Nevada County Public Health Department. Nevada County Community Health Assessment. 2016, <https://www.mynevadacounty.com/DocumentCenter/View/13812/Nevada-County-Community-Health-Assessment-PDF?bidId=>. Accessed 1 May 2019.

37 County of Nevada, Planning Commission and Board of Supervisors. 2014-2019 Housing Element Update: Nevada County, California. 2019, <https://www.mynevadacounty.com/DocumentCenter/View/12580/Chapter-8-Housing-2014-2019-PDF>. Accessed 1 May 2019.

That's the bottom line.

The housing is the real problem. We have about 2% rental available right now. So, the rental has gone up quite high. We don't have enough housing. The people on the committees and councils and stuff seem to be a bunch of old white men who can't get their fingers out of their behind.

One respondent who recently moved to Grass Valley to take a job in the forest service and recounted her search for affordable housing:

Before I moved here, it took six months of searching on Craigslist to find a house to rent. So, it's a little challenging. A lot of companies that are in the area that are advertising for employment, outsourcing, and a lot of the individuals that they would consider hiring don't accept the jobs just because it's such a fixed house market. It's really hard to find a good place to rent. And even housing is a little pricey.

Related to the shortage of housing is the sense that it is getting increasingly difficult to find a job that can provide a comfortable life in Nevada County. Of the survey respondents, 65% reported that the cost of living worsened over the last five years.

It would be great if we had some more businesses that would provide good income for people, manufacturing, like in the tech world. Some people could actually stay here, raise a family here, own property here. That would be one really big thing. I know we have to provide places for people to live. I would like that housing growth to be designed in a way that it doesn't overwhelm the character of our area and start turning us into something that looks like [a nearby community] or other places.

This economic pressure on housing has been broadly felt, as lower-income residents have faced continued pressure on wages and housing since the Great Recession:

There's a lot of people up here that have a lot of money. But, there's also a lot of people up here that have no money. I'd like to see some way to find the middle instead of the haves and have nots.

Getting the wages you need is difficult. We have a lot of people who have moved from the Bay Area and have more money because they sold their houses and so now the housing has gone up.

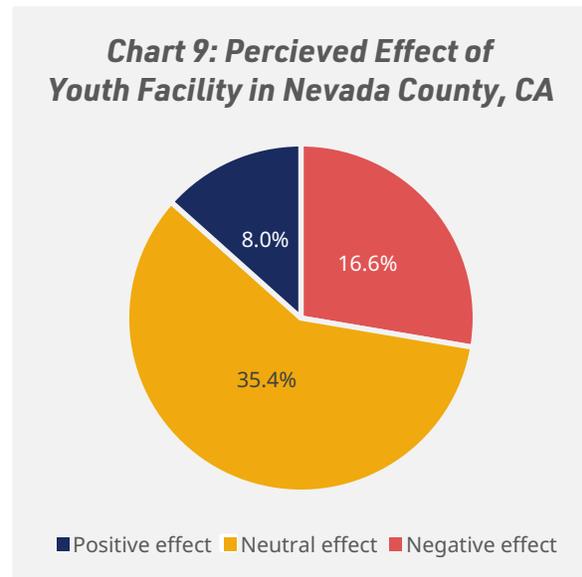
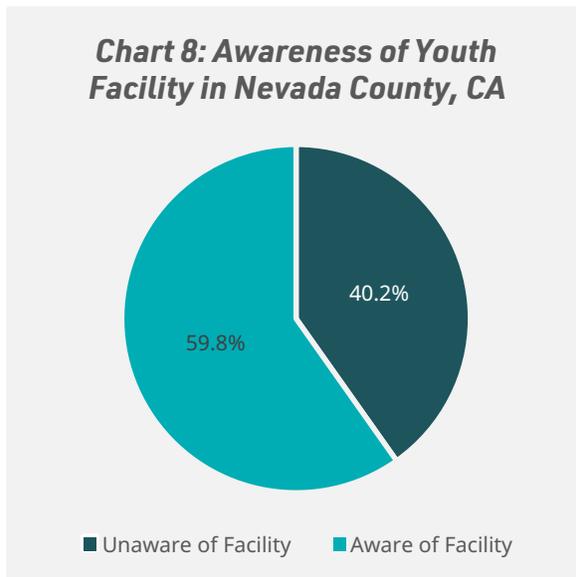
There is no housing for the people who actually work and lived in [Nevada County] for many years are now leaving, and it's becoming a neighborhood for only the rich.

The problems Nevada County faces are relatively minor, particularly compared with larger urban centers dealing with high rates of violent crime, severe poverty and homelessness, and other significant social challenges. Indeed, a full 80% of survey respondents would recommend their community to their family and friends as a place to live. Nonetheless, it is clear there is both a need and a local appetite for

new services aimed at alleviating escalating housing prices and providing new economic opportunities for long-term residents. The Carl F. Bryan II Juvenile Hall is well-positioned to address these needs – it has beds, shower and laundry facilities, and kitchen space. Currently, only two wings of the facility are in use and could be more effectively utilized if it were to be repurposed explicitly toward community-identified needs.

FINDING TWO: Residents of Nevada County have generally favorable views of the Carl F. Bryan II facility, but they also favor progressive alternatives to incarceration when feasible, particularly for youth.

Our interviews and survey results suggested a complicated set of feelings among residents toward the Carl Bryan II facility and criminal justice more generally. As we discuss in the following section, these perspectives will be important for reformers and advocates to bear in mind in any campaign to close or repurpose the facility. As is shown in Charts 8 and 9, 60% of survey respondents were aware of the Carl Bryan II facility and 17% said it had a positive effect (only 8% said it had a negative effect; the remainder were neutral).³⁸ However, as the charts below clearly show the vast majority (83%) of those surveyed were either unaware of the facility or aware and thought it has either a positive or neutral effect on the community.



The youth facility in Nevada County is a relatively new and state of the art building that is seen by many residents as providing a strong service. This attitude led many respondents to express resistance to the idea of closing the facility:

38 Of the 17% who thought it had a positive effect, 55% thought that it helped to rehabilitate the youth and 38% thought it made the community safer. An additional 5% thought it increased job opportunities.

I don't think there would be anything wrong with putting them into a juvenile hall because what I heard, well that was really going with a lot of kids, that it was a wonderful place. They were really teaching the kids a lot. I think that people in law enforcement sit down and talk with kids.

I know it's a pretty nice establishment. It used to be this like ... when I was a juvenile, it was this small little ... like place with a little fence around it and stuff... I haven't heard anything about that, but yeah, it would be a shame if they did, because it seems like they do have a really nice facility.

We need more facilities, not less facilities for the proper things we need. Downsizing is not the way to go. We need more for our community, not less.

One respondent also expressed concern that closing the facility could send local youth the message that there would be fewer consequences for their actions:

But, in the kids' mind though, they're like, oh nice, they can't even afford to keep kids in juvenile hall, screw this, I'm gonna commit more trouble 'cause now they don't have anywhere to take me, you know?

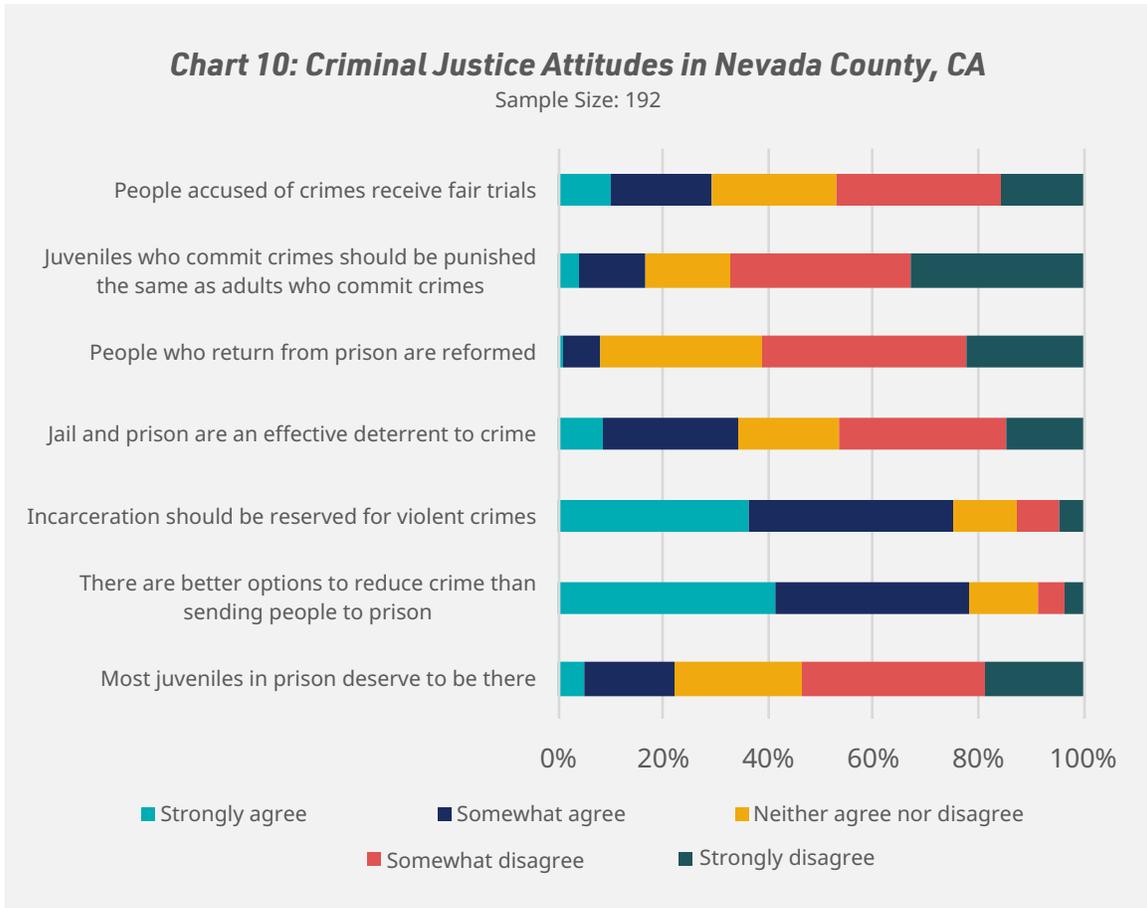
Moving beyond the narrow focus on the facility itself yielded a more complicated set of opinions about crime, criminal justice, and youth rehabilitation. In general, those who participated in the survey tended to believe that crime was not a serious problem in Nevada County, but that it was on the rise. Only 6% of survey respondents, for example, agreed with the statement "crime is the biggest problem in Nevada County," but 67% did think that crime was increasing. In terms of attitudes on the criminal justice system more generally, more than three quarters of survey respondents (78.3%) thought that there were better options for reducing crime than sending people to prison. Along the same lines, 75.1% thought that incarceration of adults should be reserved for violent crime. Only 8% agreed that people who return from prison are reformed and 61% saw racial discrimination in the criminal justice system. As was the case in Lancaster, a majority of Nevada County respondents tended to think that the state and the county spent too much on criminal justice (66.5% and 47.5% respectively).

Finally, our survey also indicated that Nevada County residents appear to have a good deal of sympathy for the idea that youth deserve to be treated differently than adults who commit crime. While 30% of survey respondents thought that most adults in prison deserved to be there, only 20% thought that most juveniles in prison deserved to be there. And only 15% thought that juveniles who commit crimes should receive the same response as adults who commit crime.

This research points to several lessons for any campaign to close the facility:

- Any closure campaign in Nevada County will have to put the youth front and center in a way that argues the facility is in some way failing the youth. Our findings suggest that local residents do not see the Carl F. Bryan II facility as harming the youth incarcerated there; on the contrary, it appears to enjoy substantial local support. This points to the importance of offering clear alternatives that will support local youth while utilizing the facility to meet local needs.

- Attitudes toward the criminal justice system are mixed, suggesting that a campaign to close the facility might be most effective if it can focus on the specific needs of the community and the youth, rather than seeking to confront the criminal justice system as a whole.



The following section offers more specific points on these strategies, as well as potential alternative service models for the facility.

FINDING THREE: Importantly, our research builds on a recommendation already put forward by the California Civil Grand Jury, which has twice recommended closure of the Carl Bryan facility based on the steady decline in youth incarceration and the high costs of maintaining the facility and its staff. Their report discusses what new costs would be associated with out-of-county transfers but it notes that these costs would still amount to far less than the county currently spends on staff and facility maintenance.

In June 2016 (and reiterated in the 2018 report), the California Civil Grand Jury recommended closing and repurposing the Carl F. Bryan II Regional Juvenile Hall, citing cost savings to the county of ~\$2 million. In its report, they stated the following:

“The county took steps to reduce the operating cost of the underutilized facility by closing off 50% of the building. Despite this reduction in capacity, the 2015-2016 budget for the Carl F. Bryan II Regional Juvenile Hall continues to be approximately \$3,100,000. Because the number of local youth offenders has decreased, Nevada County has contracted over the past several years to house youth detainees from Tuolumne, Calaveras, Amador, Plumas and Sierra Counties. Unfortunately, while Nevada County receives \$90 per day reimbursement for out-of-county juvenile detainees, Nevada County’s Average Daily Cost per detainee averages \$377 per day and a yearly cost of \$137,481 per detainee.”

The excessive cost to operate the Nevada County facility is in part due to staffing requirements mandated by the State of California, which mean that the facility must employ 26 staff members. When benefits are included, this stands out as the most expensive portion of the facility budget.

The Civil Grand Jury report also indicates that housing the ~20 detainees at an outside facility would cost approximately \$703,000, compared to the nearly \$3 million it current cost to incarcerate youth in Nevada County. Plainly stated, it would cost 65% less to house youth in an out-of-county facility.

Also noted in the report is the worry that even fewer youth will need to be incarcerated at the facility due to additional youth facilities opening in other counties. These facilities are expected to be utilized to house the out of county youth that are currently contracted to be placed at the Carl F. Bryan II Juvenile Hall.

In sum, the California Civil Grand Jury present a compelling case that the Carl F. Bryan II Juvenile Hall is a drain of taxpayer money and that closure would save Nevada County nearly \$3 million a year that could be put to use developing new services to meet local needs. The full Grand Jury report from 2017-18 is included for reference in Appendix A.

Repurposing the Carl F. Bryan II Regional Juvenile Hall: Strategic Considerations and Service Alternatives

This section lays out key considerations and potential models to look to in any repurposing campaign that may take place around the Carl F. Bryan II facility. Specifically, we address core concerns about what potential closure would mean for youth and staff at the facility. We also discuss some steps that will be critical to undertake in order to ensure that the closure and repurposing process is responsive to community needs and addresses the range of service needs of youth and the community at large in Nevada County.

Implications for Youth and Staff

Closing any correctional facility will impact the incarcerated population. Whether the impact is positive or negative depends greatly on thoughtful execution of the planning process.

One example of a poorly executed closure process was the closure of the Lake County juvenile hall

in 2015. In response to concerns about costs and conditions within the facility, the Lake County Probation Department decided to contract with Tehama County to send youth to Tehama County and shutter the Lake County facility. Ultimately though, the Grand Jury found serious concerns regarding implementation. These included:

- The Lake County Probation Department decision to relocate wards to Tehama County was made without adequate consultation with other involved County departments (Lake County Office of Education, Lake County Health Department, Lake County Department of Behavioral Health, Lake County Juvenile Justice Commission).
- At the time of the Grand Jury inspection, no coordination of educational responsibilities had been made between the Lake County Office of Education and its counterpart in Tehama County.
- The contract with Tehama County lacked specificity regarding care for the Lake County wards.
- At the time of the inspection of the Tehama County Juvenile Hall, the meal schedules were not appropriate to maintain good nutrition and optimal health for teenagers.
- The 'benefits' offered by the Tehama County Juvenile Hall, including accessibility of medical care and provision of rehabilitative programming, were inadequate or non-existent.

These implication problems underscore the need for thoughtful planning around the implementation of a closure and how a change of this kind might affect the few local youth who do face continued incarceration following the closure of the facility.

In terms of planning for the needs of staff affected by the closure, it is again possible to learn from the experiences of facilities that have faced this problem in the past. Closing a correctional facility can have significant negative consequences beyond the simple loss of employment. These needs must be taken seriously and planned for with care and deliberation.

In terms of models to look to, one can look to the example of the Pugsley Correctional Facility in Kingsley Village, Michigan. When that facility closed in 2016, there was a serious concern that the 230 displaced staff would face prolonged unemployment. In response to this concern, the town in that case quickly permitted the production of medical marijuana at a local industrial park in order to open up new employment opportunities. At the same time, state officials established a piloted training and education program for displaced staff. A mobile work center was created, providing resources to those being laid off, and ultimately, 130 of the 202 former staffers took advantage of supportive services. After the program concluded, the Michigan Corrections Organization, the prison guard union in Michigan, noted that the program was helpful in retraining staff or assisting to transfer displaced workers to other facilities.³⁹ For more detail on this model, see Appendix B.

39 Sullivan, Patrick. "From Prison To Pot". The Northern Express, 2017, <https://www.northernexpress.com/news/feature/from-prison-to-pot/>. Accessed 8 Mar 2019.

The Need for Cross-County Partnerships

The closure of the Carl F. Bryan II facility requires careful planning and attention as it is the only juvenile hall in Nevada County. This means that if closed, incarcerated youth would have to be transported to facilities outside of the county. We do not undertake closing a county's only facility lightly and we emphasize that smart closure process will require coordination across multiple agencies and partners. Importantly, it is critical to not only include agencies that run the facility or organizations that provide direct services or care to those living in the facility. Instead, collaboration must also include the landowner or owners, community-based agencies, and public officials. We recommended here that a local Task Force be convened to discuss how their agencies can serve and support the incarcerated population in the community as well as address community needs that may be addressed in the repurposing of the facility. Appendix C includes additional detail on potential task force members, drawing upon our research of local stakeholders, agency representatives, and service providers.

A Model for the Repurposed Facility

As important as the closure itself is the question of what will take its place in the physical facility. As we have noted throughout this report, these facilities offer a tremendous opportunity to address local needs and concerns through new services, housing, or coordination of existing services. In Nevada City, as we noted in the previous section, these needs take the form of housing assistance, Example 2, and Example 3.

One model and a possible partner for repurposing the Nevada County facility to serve these needs is the Dream Center in Beaumont, Texas. The purpose of the Dream Center is to provide community outreach to individuals by coordinating services and/or referrals that fulfill life's basic necessities. Thus, motivating those individuals to achieve a more fulfilled standard of living. This mission is accomplished by providing help directly to individuals through, but not limited to, the following:

- Referrals to drug, alcohol, and other treatment services.
- Provision of food, clothing, and referrals to counseling and/or shelters.
- Referrals to medical treatment facilities and mental health services.

The Dream Center was built on the vacant property of the Al Price Juvenile Correctional Center. Comprising 35 buildings, it is being transformed into a hub for social services including plans to develop vocational training, substance abuse and mental health treatment, a volunteer medical center with chiropractor, dentist, and general practitioner services. Additional details on this facility are included as Appendix D.

Conclusion

As California continues to incarcerate fewer youth, local communities will increasingly grapple with the question of how to best use the facilities and space that will become available. As we have shown, this trend is already underway. Nonetheless, thoughtful organizing and campaigning by local advocates can accelerate this movement, so our goal here has been to offer a model process to guide local advocates in how they can best identify other local needs that might be prioritized in the repurposing process.

Unfortunately, space does not allow us to give full attention here to the wide range of logistics, issues, and details involved in the closure and repurposing process. Numerous sources^{40,41} document the nuances of closing and repurposing youth prisons, and a few of these additional considerations are briefly outlined below:

- **The importance of involving local community organizations** - Partnering and communicating with local organizations will build power and momentum in any closure project. Local organizations will also provide key partnerships when implementing the repurposing strategy.
- **Ensuring a safe climate at facility accepting youth** - As remaining incarcerated youth are transferred to new facilities, precautions must be taken to ensure a safe environment. This could include new training for staff and an analysis of available resources and programming.
- **Ensuring staff wellness at new facility** - Transferring youth to the new facility can have negative effects for staff. In any repurposing effort, it is critical that mental health services are available and additional support staff are in place to ease the increased workload on existing staff.
- **Evaluation** - It is important to build into any repurposing plan a data collection and evaluation process. This will ensure that strengths and weaknesses of one closure process can be identified and taken into consideration in future projects.

Ultimately, the bottom line is that new thinking is needed around how we can ensure justice and safety for California's youth, their families, and communities as a whole. It is clear that incarcerating youth works against those goals, so the closure of the facilities discussed here, as well as the repurposing of others throughout the state, cannot come soon enough.

40 Love, Hanna, Samantha Harvell, Chloe Warnberg, and Julia Durnan. 2018. "Transforming Closed Youth Prisons: Repurposing Facilities to Meet Community Needs." Washington, DC: Urban Institute.

41 Council of Juvenile Correctional Administrators. (2018). CJCA Toolkit: Facility Closure and Strategic Downsizing of Juvenile Justice Systems Retrieved from <http://www.cjca.net>.

Appendix A: 2017-18 Nevada County Grand Jury Report on the Carl F. Bryan II Regional Juvenile Hall

2017-2018 Detention Facility Inspection Report

Summary

The 2017-2018 Nevada County Grand Jury (Jury) has conducted an inspection of the detention facilities in the County of Nevada (County) to “inquire into the conditions and management of the public prisons within the county” as required by Penal Code Section 919(b). The Jury toured and inspected the Wayne Brown Correctional Facility (Wayne Brown), the Carl F. Bryan II Juvenile Hall (Juvenile Hall), the Washington Ridge Conservation Camp (Washington Ridge), and two holding facilities: the Nevada County Sheriff’s Office’s Truckee Sub-Station (Truckee Jail) and the Nevada County Superior Court Holding Facility in Nevada City (Nevada City Holding Facility).

There are three problems with the detention facilities that the Jury believes should be addressed.

California law provides that the sheriff in each county may establish an Inmate Welfare Fund (IWF) to pay for services to inmates. The balance in the IWF at Wayne Brown at the end of the 2016-2017 fiscal year was approximately \$400,000. The Nevada County Sheriff’s Office (NCSO) has issued regulations concerning the administration of the Wayne Brown IWF but the regulations are not being followed. While the uses of the IWF are broadly discretionary and no misuses of such funds are apparent, compliance with written policies is important when large amounts of money are being collected and expended. The NCSO should either follow the policies it has promulgated or promulgate new policies that reflect how the IWF is being administered.

The Jury also was concerned by the air quality it experienced in the Nevada City Holding Facility. The Jury became more concerned when it could find no record of the air quality having been tested. The multitude of unhealthy agents that could be present in the ill-ventilated basement of an old building requires at a minimum that testing be done.

Finally, the 2015-2016 Grand Jury reported on the excessive costs associated with maintaining Juvenile Hall when the number of juvenile detainees has radically decreased. That report estimated an excessive cost in the neighborhood of \$2,000,000 per year. Juvenile Hall continues in operation notwithstanding that there are now even fewer detainees than there were two years ago. While the programs offered at Juvenile Hall are exemplary, the cost is prohibitive. The Board of Supervisors must investigate alternatives to this over-expenditure of scarce County funds.

Other than those issues, in general, the Jury found the public prisons in the County to be well managed and in good condition except for problems related to the age of the facilities at the Nevada City Holding Facility and at the Truckee Jail. The Jury has issued a separate report on conditions related to the transport of prisoners to and from the Truckee Branch of the Nevada County Superior Court.

Glossary

2015-2016 Report	Grand Jury’s 2015-2016 Report entitled “Carl F. Bryan II Regional Juvenile Hall - Is It Worth the Cost?”
AB109	California Public Safety Realignment Act of 2011
Cal Fire	California Department of Forestry and Fire Protection
CDCR	California Department of Corrections and Rehabilitation
CO	Correctional Officer
County	County of Nevada
Nevada City Holding Facility	Nevada County Superior Court Holding Facility
IWF	Inmate Welfare Fund
Jury	Nevada County Grand Jury
Juvenile Hall	Carl F. Bryan II Juvenile Hall
NCSO	Nevada County Sheriff’s Office
TAY	Transitional Age Youth Program
Truckee Jail	Nevada County Sheriff’s Office’s Truckee Sub-Station
Washington Ridge	Washington Ridge Conservation Camp
Wayne Brown	Wayne Brown Correctional Facility

Background

The California Constitution of 1849 provides in Section 23 of Article 1 that a grand jury “be drawn and summoned at least once a year in each county.” Accordingly, the Superior Court in each of the 58 counties in the State yearly impanels a grand jury whose civil function is to investigate the operation of the various officers, departments, and agencies of local government. A grand jury may examine all aspects of county and city government, special districts, and other tax-supported organizations to ensure that the best interests of the citizens of the county are being served. The grand jury reviews and evaluates procedures, operations, and systems utilized by local agencies to determine whether more effective methods may be employed.

California Penal Code Section 919(b) requires each county’s grand jury to inquire annually into the condition and management of public prisons within the county. The subject of this report is the results of this year’s Jury’s inquiry into the condition and management of the public prisons in the County.

Approach

The Jury inspected each of the public prisons in the County as follows:

Truckee Jail	August 24, 2017
Nevada City Holding Facility	September 7, 2017
Wayne Brown	October 5, 2017
Juvenile Hall	January 11, 2018
Washington Ridge	March 8, 2018

These inspections included a walk-through of each facility, interviews, and a review of procedures and documents related to each facility. In addition, the Jury reviewed previous Jury reports on the facilities.

The Jury observed the condition of each building and discussed the management of each facility with its staff. Where appropriate, the infirmary was inspected for any insufficiencies and/or hazardous conditions. The kitchen in each facility, where present, was inspected. Educational and vocational programs as well as discipline and inmate grievance procedures were reviewed. Policies for inmate classification, orientation, and visitation were also reviewed.

The following describes the current condition of each facility.

Wayne Brown Correctional Facility

Wayne Brown was originally opened in 1992 with a rated capacity of 239 inmates. Its capacity has varied over the years. In 2007 the average daily population was 189 inmates but by 2016 the average daily population had increased to 210. In October 2017 it was 220. The current rated capacity is 283 inmates with 5 additional beds in the medical unit to be used as needed.

Wayne Brown is staffed with three full-time deputies, 47 correctional officers (CO), and five sergeants. The ratio of male to female COs is approximately 50/50. There is an ongoing problem with maintaining mandatory minimum staffing due to a lack of applicants who can pass the background check needed to qualify. In addition, COs often apply to become deputies when the opportunity arises. The shortage of COs and mandatory minimum staffing requirements result in the regular need for mandatory overtime and shift extensions.

The infirmary is staffed by one nurse. One nurse practitioner is also available during the day shift to handle sick call. There is a doctor on call and one full time psychological worker to handle psychological issues. Such issues have become more of a problem in recent years. These professionals evaluate mental disorders or competencies to determine if inmates should be transferred to a state hospital or other secure treatment facility.

The Jury visited the housing pods, recreational room, toured the intake area including the sally port, holding cells, safety cell, and reviewed the booking process. The housing and intake areas were well maintained and clean. It appeared that there were sufficient surveillance cameras to

maintain the safety of inmates and staff. The Jury also interviewed prisoners away from staff for their input into jail operations.

All cooking and baking is performed in-house at Wayne Brown. The kitchen is commercial grade and is staffed by federal inmates who are eligible to do such work. Due to the longer terms for such federal inmates, they provide more continuity in the kitchen. Unfortunately, the kitchen does not offer food handler certification to help in job placement when inmates return to society as does the kitchen at Juvenile Hall.

The traditional library has been replaced by digital resources. The former library room has been converted to a space for mindfulness stress reduction programs, inmate dramatic productions, and other recreational opportunities.

There were several areas of concern in connection with the operation of Wayne Brown. First, the Public Safety Realignment Act of 2011 (AB109) transferred certain inmates from State prison to county jails and increased the number of felons in county jails. In the past, the normal maximum term in county jails was one year. Wayne Brown, like most county jails, was not designed for housing long-term inmates. It lacks, for example, the recreation facilities that are offered in state prisons. It is not clear how this issue can be resolved without State intervention.

Another area of concern is the management of the IWF. The IWF is established by Penal Code Sec. 4025 which states: “The sheriff of each county may establish, maintain and operate a store in connection with the county jail and for this purpose may purchase confectionery, tobacco and tobacco users' supplies, postage and writing materials, and toilet articles and supplies and sell these goods, articles, and supplies for cash to inmates in the jail.” Subsequent subsections speak to other sources of revenue for the IWF. Substantial amounts of money are involved. The balance of funds in the Wayne Brown IWF at the beginning of 2017 was \$399,901.

Pursuant to the statute, the permitted uses of funds from the IWF are, among others:

- generally, uses primarily for the benefit, education, and welfare of the inmates confined within the jail;
- the salary and benefits of personnel used in the programs to benefit the inmates such as education, drug and alcohol treatment, and “other programs deemed appropriate by the sheriff;” and
- to augment those required county expenses such as meals, clothing, housing, or medical services “as determined by the sheriff to be in the best interests of inmates.”

Thus, use of IWF funds is broadly discretionary. It appears that the NCSO has adopted a conservative approach to the use of IWF funds, keeping close to the statutorily approved uses.

The NCSO has adopted a directive (Corrections Division Directive #64) “[t]o establish procedure [sic] for the administration of the Inmate Welfare Fund.” Directive #64 establishes

numerous operational procedures for the IWF. However, the NCSO appears to be out of compliance with Directive #64 as follows:

- Section A of Directive #64 establishes a Welfare Fund Committee comprising 3 voting members: the Facilities Operations Lieutenant, the Facility Support Lieutenant, and a “volunteer member from the general public.” Directive #64 provides that “[t]he committee shall provide advice and counsel regarding administration and expenditures of the Inmate Welfare Trust Fund.” There currently is no Welfare Fund Committee. There is no input from a member of the general public. Decisions about purchases from the IWF currently are reviewed up the chain of command in the same manner as non-IWF expenditures.
- Section B of Directive #64 sets forth “Staff Duties” for a Facility Support Lieutenant, an Accounting Assistant, and a Program Manager. Currently, the “Staff Duties” provisions of Directive #64 are not followed. It appears that the listed duties are carried out but not by the staff designated in Directive #64.
- Section E of Directive #64 provides that “Inmate Welfare Fund property will be assigned a permanent welfare fund ID number and entered onto an asset inventory list. An inventory will be conducted annually by the Facility Support Lieutenant and the Program Manager.” There are currently no inventories maintained as required by Section E. A general inventory of items above a designated price threshold is maintained at Wayne Brown but there is no separate inventory for the IWF.

There is no statute or policy that requires the NCSO to follow its own directives concerning the IWF. Nor have we been able to find any source of “best practices” concerning the operations of an IWF in California. There is a separate statute, Penal Code Sec. 5005, that establishes IWFs in the State prisons and it specifically requires biennial audits and, in the intervening years, a “statement of operations.” However, that statute does not apply to IWFs in county jails like Wayne Brown.

No audit of the IWF has been performed by the County Auditor nor are transactions in the IWF reviewed by anyone other than the NCSO. The Auditor-Controller has not performed a separate audit of the fund but individual transactions are reviewed by that office. The Jury has not found any suspicious financial activity related to the IWF but the lack of an inventory and the sporadic summary reports of financial activity provided to the Board of Supervisors make any analysis of IWF income and expenditures challenging.

Carl F. Bryan II Juvenile Hall

Pursuant to California law, only persons under 18 years of age at the time of his or her violation can be held in juvenile detention facilities. For a variety of reasons discussed in detail in the Jury’s 2015-2016 report, entitled *Carl F. Bryan II Regional Juvenile Hall - Is It Worth the Cost?* (2015-2016 Report), there is an ongoing national and local trend away from incarceration of juveniles and in favor of alternatives to detention including release on recognizance, release on

bond, community support, and formal evidence-based monitoring programs. At the time of the Jury's inspection of Juvenile Hall, there were four detainees resident in a facility configured to hold 30 detainees. All four of the detainees were from Nevada County. While the County has agreements with neighboring counties for the detention of juveniles from those counties at Juvenile Hall, there have not been any such detainees at Juvenile Hall for several months. One reason for the drop off in detainees from other counties is the recent completion of a new juvenile facility in Tuolumne County.

As discussed in the 2015-2016 Report, one result of the decrease in juvenile detention and the maintenance of state-mandated staffing levels has been a steadily rising cost per detainee. A new California program called the Transitional Age Youth Program (TAY) has been in effect for about a year. The TAY program relates to detainees who are 18 years of age or older but under 21 years of age on the date their offense was committed. It permits incarceration of such detainees outside of county jails in facilities such as Juvenile Hall that offer programs for rehabilitation. Modifications have been made to Juvenile Hall so that detainees in the TAY program can be detained there but not co-mingled with the 17 and under detainees. It was hoped that the TAY program would increase the number of detainees at Juvenile Hall and reduce the cost per detainee. Unfortunately, very few detainees eligible for TAY have been available and there has been no amelioration of the financial difficulties that were discussed in the 2015-2016 Report.

The County continues to spend upwards of \$2,000,000 on Juvenile Hall that could be saved by placing juvenile detainees in juvenile halls in other counties. In its response to the 2015-2016 Report, the Board of Supervisors asserted that housing detainees in other counties would increase costs by requiring NCSO deputies or Probation officers drive detainees to and from the places of detention. However, we note that all of the contracts that the County entered into with neighboring counties for detention of their juveniles at Juvenile Hall provided that Nevada County would bear the costs of transportation. Hence, we would expect that Nevada County would not incur those costs in sending juveniles the other way.

At the time of the Jury's visit, we observed that the facility is clean and well maintained. There are numerous programs and incentives to help detainees get a fresh start. Recreational facilities and educational programs are provided. Detainees are able to acquire work skills in gardening and the culinary arts. All meals are prepared onsite and detainees can earn culinary worker certifications that can be used for work after they are released.

The interaction between inmates and COs appeared to be cordial. The staff appears to be forward thinking and firm but respectful of their charges.

Juvenile Hall experienced a brief period of intensive use last summer when detainees from the Yuba and Sutter County juvenile halls, at risk during the Oroville Dam crisis, were transferred here. Thirty-four new detainees arrived on very short notice. By all accounts, the staff and facilities performed well. The kitchen was able to ramp up to meet the increased needs and even got some of the Yuba and Sutter detainees working on food preparation.

In summary, it appears that Juvenile Hall continues to be a well-run and maintained facility. While the financial issues discussed in the 2015-2016 Report, in particular the \$2,000,000 annual excess cost, continue to be a concern, the administration and staff continue to work on encouraging uses that could reduce the financial problems. One promising possibility involves the use of the building as a regional facility for incarceration and treatment of prisoners with mental health issues. Such a use is in very preliminary stages of discussion but, if it is possible, could help solve an ongoing and increasing problem in jails in the foothill counties.

In its response to the 2015-2016 Report the Board of Supervisors pointed out that "Resolution No. 00-427, dated September 5, 2000, passed by the Nevada County Board of Supervisors, to receive the Construction Grants Program Grant Contract between the State Board of Corrections and County of Nevada, funding to build the Carl F. Bryan II Juvenile Hall stipulates in Exhibit D, page 1 of 4, "The Grantee assures and certifies that it: will not dispose of, modify the use of, or change the terms of the real property title, or other interest in the site or facilities, or lease the facility for operation by other entities, without permission and instructions from the Office of Juvenile Programs, U.S. Department of Justice." We note that the TAY program comprised such an alternative use and the approval for that alternate use from the U.S. Department of Justice was obtained through a brief exchange of emails. It is difficult to believe that the Department of Justice will force the County to operate Juvenile Hall at an excess cost of \$2 million per year.

The Jury has no further recommendations for change at this time. The Jury again entreats the Board of Supervisors to consider closing down Juvenile Hall and to find an alternative use of the facility. While the programs offered at Juvenile Hall are exemplary, the cost is prohibitive.

Washington Ridge Conservation Camp

Washington Ridge, located northeast of Nevada City off Route 20, is one of 44 conservation camps administered jointly by the California Department of Corrections and Rehabilitation (CDCR) and the California Department of Forestry and Fire Protection (Cal Fire). The cooperation between CDCR and Cal Fire is impressive. While in the camp the inmates are under the supervision of CDCR but when working as firefighters or performing community service projects, they are under the supervision of Cal Fire. CDCR officers are on duty at all times.

Washington Ridge has a resident inmate capacity of 100 but can handle up to 300 additional firefighters when necessary to respond to major disasters. The current inmate population is 78 including support inmates assigned to do the cooking, cleaning, yard maintenance, and equipment maintenance and repair. The primary cause of the camp operating below capacity is the reassignment of non-violent offenders from State prisons to county jails as mandated by AB109. As a consequence of AB109, the eligible pool of inmates available for assignment to conservation camps has decreased over the years. In response, the CDCR and Cal Fire have started to broaden the prerequisites for eligibility to serve time in the conservation camps. In addition, they have sought to encourage county sheriffs to transfer eligible inmates from county jails to conservation camps. There currently is one NCSO inmate serving at Washington Ridge. The cost to the County for that inmate being housed and fed at Washington Ridge is \$10/day.

The camp is self-sufficient. It has its own well and a back-up generator that can run the whole camp. It maintains five fire trucks each having a crew of 13-17 inmates. The trucks are equipped to be self-sustaining for days, if necessary. The inmates do the maintenance on the trucks and on the other fire-fighting equipment including chainsaws and hand tools. The firefighting inmates are selected in a multi-step process and are carefully trained to perform their dangerous duty. Even though many man-hours of service are provided yearly fighting fires within the State the number of accidents is very low. In addition to firefighting, the crews perform needed work in the community. Local projects have included cutting firewood, working in public parks, and performing needed work for nonprofit programs such as maintenance for parks and sports fields. Crews are available for \$250 per day for a full crew for counties, cities, and certain nonprofit organizations. Washington Ridge estimates that local communities have saved \$3.5 million in the last year due to the use of Washington Ridge inmates doing community improvement projects. During 2017, Washington Ridge inmates did an estimated 115,000 hours of community service work and 69,000 hours of firefighting.

Washington Ridge continues to be a well-run and maintained facility. The Jury has no recommendations for changes or improvements at this time.

Nevada County Sheriff's Office's Truckee Sub-Station

The Truckee Jail is used to temporarily hold inmates arrested in eastern Nevada County until they can be transferred to Wayne Brown and to house inmates transferred from Wayne Brown to stand trial at the Truckee Branch Courthouse. The Truckee Jail also serves as a holding facility for the Truckee Police Department, the Sheriff Departments of Sierra and Placer Counties, and the California Department of Parks and Recreation. There is 24-hour staffing with a minimum of two COs including one female CO and two trustees. One trustee is on site full time and one part time. Transportation to and from Wayne Brown is the responsibility of NCSO deputies. In addition to staff on duty, first response medical personnel and the local fire department serve the facility as needed.

The Truckee Jail was built in the early 1960s and it is showing its age. Nevertheless, it appears to be adequate for its limited use. The Jury has issued a separate report on conditions related to the transport of prisoners to and from the Truckee Branch of the Nevada County Superior Court.

Nevada County Superior Court Holding Facility

The Jury inspected the Nevada City Holding Facility including its administrative offices, the security monitoring station, its cells, the hallways leading to the courtrooms, and the sally port through which the prisoners are brought into the facility. We questioned the deputies and the COs regarding their duties, prisoner treatment, safety of the prisoners, safety of the public, security, maintenance of the hygiene level, and air quality in the building.

Inmates brought to the Nevada City Holding Facility arrive in a law enforcement vehicle at the sally port and are escorted into the holding area where they are secured in individual cells. When

it is time for the inmate's court appearance, the inmate is chained and handcuffed, and then escorted through public hallways and the lobby into a courtroom where the inmate is guarded by an armed deputy sheriff.

The Nevada City Holding Facility includes a control room where multiple cameras allow the COs to monitor the movements of inmates from the cells to the courtrooms. There are also cameras directed at entrances and exits to the courthouse and some on the exterior of the building to help control access. The cell area was clean and well maintained, and nothing appeared to be a potential danger for either the prisoners or the COs who supervise the prisoners.

Although there is little risk of escape, the location of a public access door into the lobby on the east side of the first floor does present an enticement to the prisoner. Because of the restraints employed and the alertness of the officers, any prisoner who attempts to flee is unlikely to be successful.

There is an air quality problem in the area where the NCSO's administrative offices and security monitoring station are located. The County is responsible for the maintenance of the building and the Jury could find no record that the County has made any effort to measure air quality at that location. Asked about air quality in the control center, no one could remember it having been tested. Moreover, no one knew if or when maintenance had been performed on the ventilation system. This is a potential issue for both inmates and COs because of the propensity of bacteria to flourish in a closed environment with many different individuals passing through. During our visit, two members of the Jury were affected by the quality of the air.

The age of the building also causes concern about the existence of asbestos possibly being used in its construction. If so, it creates a health hazard to the lungs of everyone who enters the building, and especially those who remain in it for a prolonged period.

Findings

- F1** The written policies and procedures of the Sheriff's Office concerning the Inmate Welfare Fund are not being followed.
- F2** The County continues to spend upwards of \$2,000,000 on Juvenile Hall that could be saved by placing juvenile detainees in juvenile halls in other counties.
- F3** The air quality in the administrative and holding cell area at the Nevada County Courthouse Holding Facility in Nevada City is poor.

Recommendations

The Nevada County Grand Jury recommends:

- R1** The Nevada County Sheriff's Office should comply with the regulations that it has established for the administration of the Inmate Welfare Fund at the Wayne Brown Correctional Facility.
- R2** Alternatively, the Nevada County Sheriff's Office should draft new regulations that describe procedures that actually are being followed in connection with the administration of the Inmate Welfare Fund.
- R3** The Nevada County Board of Supervisors should undertake an urgent review of alternatives to the current use of Juvenile Hall to explore more cost-effective uses of the facility and to explore the placement of Nevada County juvenile detainees in juvenile halls in neighboring counties.
- R4** The Nevada County Sheriff's Office and the Nevada County Board of Supervisors should cause tests to be done of the air quality in the Nevada County Courthouse Holding Facility in Nevada City to insure that it is safe.

Request for Responses

Pursuant to Penal Code section 933.05, the Nevada County Grand Jury requests responses from the following:

Nevada County Sheriff's Office for Findings F1 and F3 and Recommendations R1, R2, and R4 by 9 August 2018.

Nevada County Board of Supervisors for Finding F2 and Recommendations R3 and R4 by 9 August 2018.

Appendix B: Additional Detail on the Closure of the Pugsley Correctional Facility in Kingsley, Michigan



State Adjustment Grant – Pugsley Correctional Facility



Pugsley Correctional Facility, Kingsley
230 Employees, 1340 Inmates
Minimum Security



Oaks Correctional Facility, Manistee
220 Employees, 1200 inmates
Level II – Level IV Security

In August 2016, Pugsley Correctional Facility employees received notices their positions had been abolished due to closure of the facility. Most workers were given two choices, displace a State of Michigan employee at another facility or accept a layoff. The majority took the bump to a new location creating a ripple effect at the Oaks Correctional Facility and other locations across the region.

Northwest Michigan Works was awarded a State Adjustment Grant to help dislocated workers impacted by the Pugsley closure. From fuel assistance for extended commutes, work clothing for a changing occupation, re-training for a new job to career planning, Northwest Michigan Works Career Facilitators and other support staff diligently addressed individual needs with genuine concern and a passion for serving.

Timeline

Date	Event
May 31, 2016	Pugsley Closure Press Release
June 22	SAG Funding announced
June 30	Career Facilitator, Grant Specialist assigned
July 12	Rapid Response, Pugsley
July 20	Rapid Response, Oaks
August 1-5	MOC 1, Pugsley
August 8-12	MOC 1, Oaks
August 25	Orientation, Pugsley
August 26	Orientation, Oaks
September 2 & 7	On-site WIOA registration, Oaks
September 8 & 9	On-site WIOA registration, Pugsley
September 24	Pugsley Closure
October - Present	Service Delivery
2016 - 2019	Case Management





MOBILE ONE-STOP CENTER, MOC1

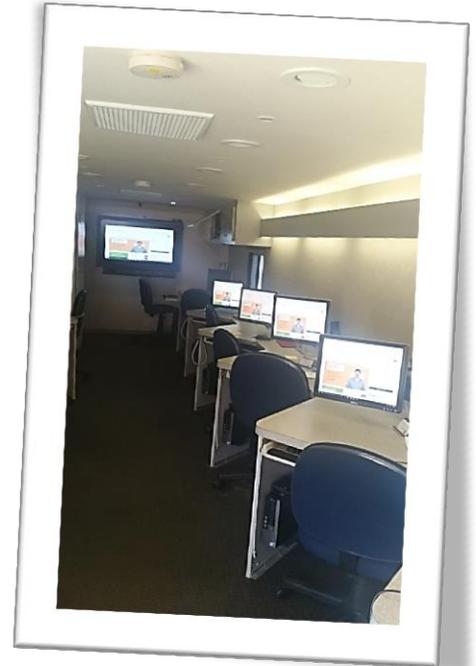
- ✓ Fully stocked with Northwest Michigan Works materials
- ✓ Internet access with 10 computer stations
- ✓ Capable of serving multiple customers with various needs
- ✓ Staffed for 10 days total, both locations
- ✓ Accessible by all shift workers
 - Earliest morning 5:00am, latest night 7:30pm

Notable MOC1 visitors:

Local Union President, Gerald Garver

Pugsley Correctional Facility Warden, Shirlee Harry

State Senator, Wayne Schmidt

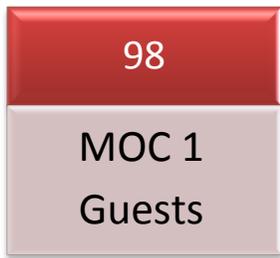


ON-SITE ASSESSMENT & REGISTRATION

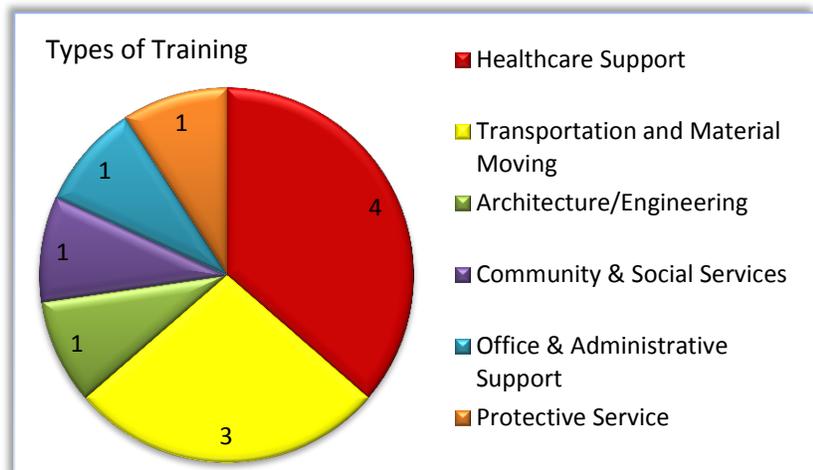
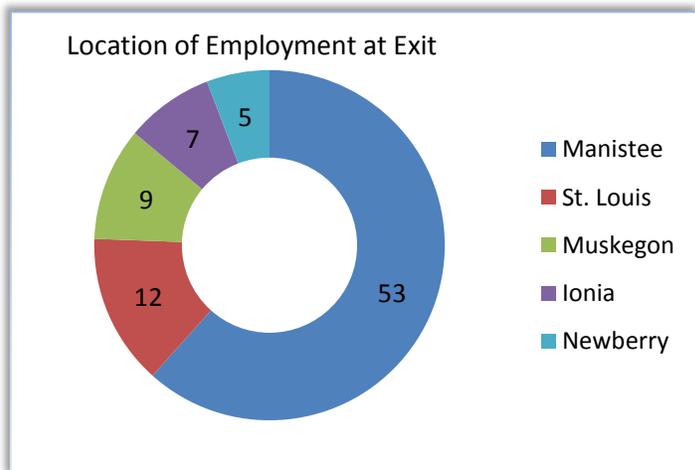
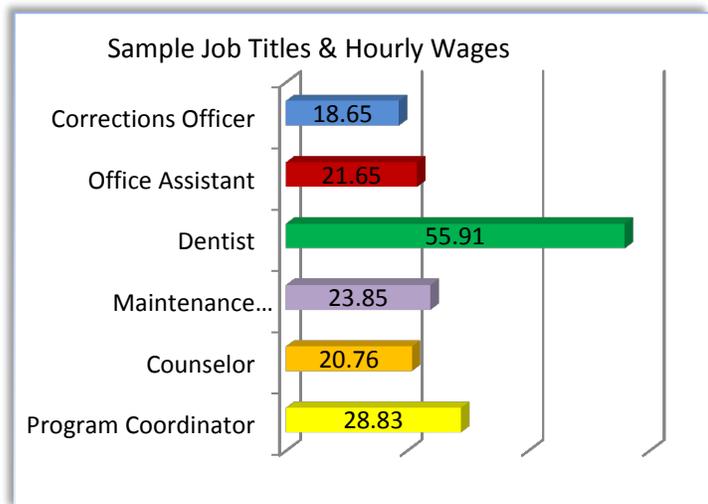
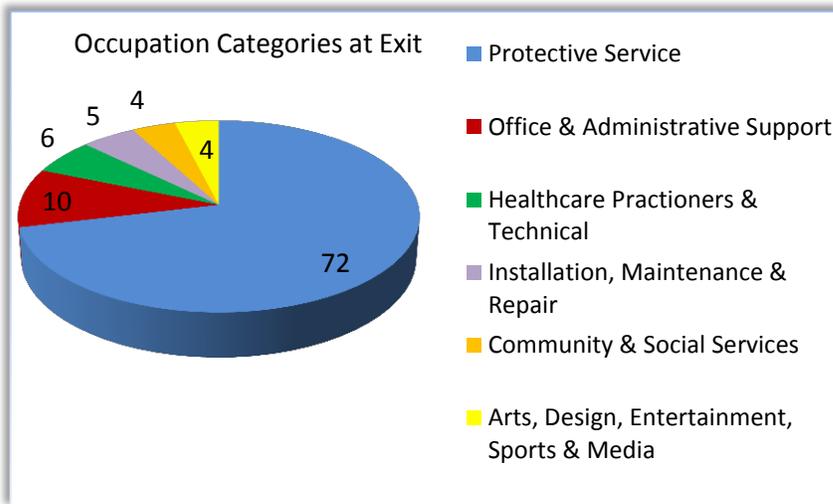
Career Facilitators took the show on the road and delivered Northwest Michigan Works services to employees at Pugsley and Oaks facilities! MW staff evaluated customer needs for temporary transitional assistance including re-training, career planning, supportive services and relocation. In addition, Career Facilitators initialized eligibility paperwork and document capture for SAG funding.

“The Michigan Works team was professional, empathetic and willing to help in any way. Employees could meet one on one with a staff member to review their specific needs; from resume preparation, interviewing techniques, help with relocation and fuel assistance. The customer service displayed to the Pugsley employees was exemplary,” Suzie Brannam, Pugsley Correctional Facility, Human Resources.

The Numbers



111 Participants exited (108 Participants employed, 1 unemployed, 2 ineligible)



Impact – Ricc's Story

"Evelyn, thank you for bringing to my attention the opportunity to go to truck driving school to earn my CDL. I had been an employee for the state of Michigan for almost 25 years before getting laid off for the 2nd time in less than 4 years. I worked the first 22 Years in corrections food service before privatization left me without employment. I was able to get back in with the state 3 1/2 months later as a storekeeper until a prison closure caused me to be laid off again in September 2016. During the last 2 1/2 years of my employment I worked and took care of my terminally ill wife. She passed away in August 2016 and I was laid off in September. I tried to obtain employment to allow me to keep our house and pay all the bills but have had no luck. At my age it has proven difficult to get a viable job to allow me to earn the income I need to pay the basic bills and be a productive member of society again. The opportunity to learn a new trade is lifesaving. Obtaining my CDL and giving me the ability to get meaningful employment is like obtaining a new lease on life. I am excited for the 1st time in a long time that I will be able to move on to new experiences and be a vibrant contributor to the economy, my own economy as well as the state and country's. Without this opportunity I would lose what little I have left, my house, my car and what little possessions I have. I would trade all of that to have my wife back and healthy and my job but that is now part of



my past. I am looking forward to the future now thanks to this.'

Ricc: "In week 3 of training, it is going great. Actually sitting in a tractor right now waiting for air pressure to go up for the air brakes. Scheduled road test for next week. This has been a Godsend. I am out with people in a routine, learning and really enjoying it. I have had 3 trucking companies call me and have had 2 phone interviews. Thank you. I should have been keeping you posted. I passed my written tests 1st

time my first Friday. I did it on my own time in Manistee to catch up. This is a great place. I worked for the state for 25 years practically and I can count on one hand the very good employees I ran across. You can be proud. Thanks again."

Update:

Ricc passed his driving test and received his certificates from Pinnacle Truck and Trailer Driving School. He accepted a job at NBT Trucking with an income of \$48,000 - \$52,000 annually. He is excited to maintain the tradition of vacationing at Disney he and his wife shared before she passed away. He volunteered to work all holidays to allow other drivers time off with their families. Ricc's MW support team including Tina Holden, Classroom Training Specialist, provided emotional and professional encouragement to successfully complete his training.

Closing Notes

ACCOMPLISHMENTS

Maximized impact
Innovative outreach
Partner collaboration
Individualized service
Number served
Customer successes
Teamwork!



GROWTH OPPORTUNITIES

Review processes
Standardized procedures
Workers' mentality
Comprehensive instruction
Community awareness

Would I do this again?
YES!

Thank you for the opportunity to increase my professional and personal capacity during the SAG Project. The customers, staff and leadership involved in the success of this initiative have elevated my understanding and expanded my boundaries in ways I never imagined. With a variety of resources and services, Northwest Michigan Works is positively impacting the lives of our customers every day. As part of this amazing team, we can take pride in the achievements that may seem small to us, yet extraordinary to the job seeker. May we continue to inspire the hard-working human spirit.

*Respectfully submitted,
Evelyn Szpliet
Career Facilitator, Grant Specialist*

Appendix C: List of Potential Partners and Stakeholders in Nevada County, CA

For this closure and repurposing to be successful, community and county partnership is required. Nevada County has several community-based agencies that engage in justice reform, behavioral health, housing, and community leadership empowerment.

- ▶ California AVP is 'Alternatives to Violence' Project' a program working to reduce violence by learning about relationships, communication, and conflict resolution through workshops in prisons, jail, and the community. AVP California is volunteer run, not for profit. The Sierra Foothills Council is the local AVP Council in Nevada County. The council's work includes facilitating workshops in CMF, Roseville Jail, Washington Ridge Fire Camp and Schools.
 - <http://avpcalifornia.org/>
 - Contact: Joycebanzhaf@yahoo.com

- ▶ Peace and Justice Center of Nevada County is dedicated to principles of non-violent resolution of conflict. Members may not represent PJCNC by spoken or written word that advocates any violent action.
 - <https://www.ncpeace.org>
 - Contact: ncpeaceandjustice@gmail.com

- ▶ Woolman at Sierra Friends Center has programs based on Quaker ideals for peace, justice and sustainability. They reconnect with personal values of fairness, diversity and equality in our social systems, and learn to take action to heal the planet while living in a nurturing community.
 - <https://www.woolman.org/jorgensen-nonviolence>
 - Contact: amyc@woolman.org

- ▶ The Center for Nonprofit Leadership (CNL) is a resource center for organizations and individuals in Nevada County and the Sierra Nevada region of California. Founded in 2003 as a catalyst to strengthen and sustain local nonprofit organizations
 - <https://cnlsierra.org/>

- ▶ The Friendship Club; Established in 1995, The Friendship Club is a year-around program that serves about 80-100 girls at-risk in sixth through twelfth grades. The girls come from all areas of western Nevada County.
 - <https://www.friendshipclub.org/about-us/>

- ▶ Dream Center is noted above and has expressed interest in taking over the Nevada County facility and transforming it into a hub for social services that many local organizations can utilize.
 - <http://beaumontdreamcenter.org/>
 - Contact: Michael Conner - mconner@dreamcentersetx.org

- ▶ Sierra Roots is dedicated to serving the needs of chronically homeless people. We are committed to providing homes in a safe, secure community, where residents are linked to the supportive resources available. We collaborate with residents, helping them progress toward health and self-reliance.
 - <http://www.sierraroots.org/>
 - Contact: Paul Cogley - pcogley@hotmail.com

- ▶ Hospitality House is a nonprofit community shelter serving homeless Nevada County residents, funded primarily by individual donations. The year-round shelter is a haven; those seeking shelter at Hospitality House are offered three meals, along with laundry and shower facilities. Hospitality House is committed to ending homelessness by providing intensive case management services to all its guests.
 - <https://hhshelter.org/>
 - Contact: (530) 271-7144

In addition to the providers and stakeholders listed above, it is also important that the County include a range of agency-level partners in any closure and repurposing process. These include the following:

- The Chief Probation Officer
- The County Chief Operating Officer
- The Superintendent of Schools
- The Sheriff's Department; this is the lead public safety officer in the county.
- The Behavioral Health Department Director
- The Health and Human Services Director
- The Building Department Director
- The Planning Department Director
- The District Attorney

Appendix D: Additional Detail on the Dream Center in Beaumont, Texas

The Dream Center



The Dream Center is now located at the prior Al Price Juvenile TYC off highway 69 in mid-county of Southeast Texas. With over 50+ acres and 13 buildings, this will be a one-stop social service resource center that will provide immediate needs such as food, clothing etc. to residential programs.

MISSION STATEMENT

What We Do

The purpose of the Dream Center of SETX is to provide community outreach to individuals by coordinating services and/or referrals that fulfill life's basic necessities. Thus, motivating those individuals to achieve a more fulfilled standard of living.

This will be accomplished by providing help directly to individuals through, but not limited exclusively, to the following activities;

The alleviation of addictions or other life-controlling problems by providing referrals to various treatment protocols (spiritual or otherwise).

Support to overcome poverty by providing food, clothing, or referrals to counseling (spiritual or otherwise) and/or shelters.

Relief from pain and suffering by providing referrals to counseling (spiritual or otherwise) and/or referrals to medical treatment facilities.

The Dream Center was founded by Mike and Vilma Conner. They served under the leadership of Pastor Matthew Barnett for over 14 years at The Dream Center in Los Angeles, CA. They were the Directors for the Dream Center Discipleship Recovery program. Their passion for helping people with life controlling issues have given them the privilege to see over 6,000 men and women be transformed within the program.