

2018-2019 Siskiyou County Civil Grand Jury Final Report



Photo Courtesy of Civil Grand Juror Dale Lehman

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Foreperson's Report

This final report signals the end of the 2018-2019 Siskiyou County Civil Grand Jury. The Jury would like to encourage all Siskiyou County residents to read our reports. In most of our reports there are findings and recommendations that we requested responses from the governing boards or elected officials.

The Civil Grand Jury has no enforcement power so read our recommendations and help our officials reach these recommendations if you agree.

We are a Watch Dog panel and rely on confidential citizen complaints or concerns on various county agencies. Please see the Counties WEB site for the form. Here is a quick way to get to the citizen complaint form:

Go to Siskiyou County website: www.co.siskiyou.ca.us

then

Under the "Resources" tab, choose "Civil Grand Jury"

then

Left hand menu or list in purple, choose "Investigative Powers"

Scroll down to bottom and there is the PDF form for Complaint as well as a separate PDF for instructions on how to fill it out or call (530) 842-8002.

I would like to thank the Honorable William J. Davis, Presiding Judge and his staff for their time and guidance. Further, I would also like to thank Siskiyou County Counsel and the Siskiyou County Administration staff for all their support.

I also would like to extend my personal thanks to all of this year's civil grand jurors for their contributions and dedication. I have really enjoyed getting to know you all and look forward to possibly working with you in the future. This gratitude also extends to those jurors who could not finish the year with us. Please know your input was invaluable to helping us finish the year successfully.

Respectfully,

Paul Brown
Foreperson

- **Susan Boston**
- **Paul Brown-Foreperson**
- **Diane Clark**
- **Stephen Concklin**
- **Robert Cramer**
- **Crystal Fahey**
- **Scott Frick**
- **Dale Lehman**
- **Craig Mommer**
- **Randy Murieen**
- **Patricia Osborn**
- **Ruth Simpson**
- **Howard Weiss**
- **Anastasia Yeager**
- **Tami Zufelt**

Note to Complainants

The Civil Grand Jury operates on a July 1 to June 30 fiscal year. When the term ends on June 30, all open investigations are ended. The new Civil Grand Jury that starts July 1st must, by law, begin all investigations anew. To be included in the final report, an investigation needs to be completed by early May, since there is a review process that takes six to eight weeks to complete. Since an investigation takes four to six months, a complaint needs to be submitted between July and December for the jury to have time to complete the investigation. If you submitted a complaint late in the fiscal year that is not mentioned in this report, feel free to resubmit the complaint in July or August for the next Civil Grand Jury.

CONTINUITY REPORT

REQUESTED AND INVITED RESPONSES RECEIVED TO PORTIONS OF THE CIVIL GRAND JURY REPORT OF 2017-2018

Reports responded to:

- Charlie Byrd Youth Corrections Center
- Day Reporting Center (DRC)
- Deadwood Conservation Camp
- Delphic School District
- GAP Fire
- JH Ranch Revisited
- Siskiyou County Jail

Pursuant to Penal Code 933.05, government entities may be requested or invited to respond to the findings and recommendations of a civil grand jury. It is the duty of the Civil Grand Jury to inform the public of those responses and whether they were submitted in a timely manner. If you would like additional information on the reports herein referred to, please see the 2017-2018 Civil Grand Jury Report on the County of Siskiyou website at www.co.siskiyou.ca.us. If you would like additional information on the reports herein referred to, please see the 2017-2018 Civil Grand Jury Report on the County of Siskiyou website at www.co.siskiyou.ca.us. For ease of reading, Findings are indicated by the letter F followed by its operative number, i.e., F1 for Finding number 1. Recommendations are delineated in the same manner, i.e., R1 for Recommendation number 1 and so forth. *Responses are written in italics.*

CHARLIE BYRD YOUTH CORRECTIONS CENTER

Summary: This facility was originally built to house detained youth for a determinate amount of time. Within the last two years, this facility has undergone a major change in operations. The Siskiyou County Probation Department was requested to respond.

F1: The Grand Jury found that Charlie Byrd Youth Corrections Center is well managed and operating efficiently. The staff is well trained, the center is clean and properly maintained. By transporting youth to the Tehama County Juvenile Hall, the cost per youth is lower than full-time on-site housing.

R1: Educational and social opportunities should be continued and expanded.

F2: Youth are monitored from a centrally operated control room with oversight over the entire facility.

F3: Educational opportunities are excellent and well managed to insure juveniles are given every opportunity to improve themselves.

Response (Siskiyou County Probation Department) *We would like to thank the Grand Jury for their time and appreciate all of the feedback they provided. This is a time of transition for the CBYCC. We have fully transitioned from a detention facility to a Juvenile Day Reporting Center. There have been many challenges that we have worked through to establish the program. We are now at the point where we are working on the following:*

1. *Growing and expanding programs to meet the needs of the youth in our county.*

This requires constant program evaluation and willingness to change what isn't working. We are also expanding opportunities to assist youth in finding employment and learning key life skills.

2. Beginning to identify and work towards relocating the program for the new jail project. It is imperative to the department that we maintain the program to continue to serve the youth of Siskiyou County and help them become successful adults. We are using detention at Tehama County as a last resort for youth, instead we are proactively using programs and partnerships with the schools to address youth before they are fully in the system as delinquent youth.

3. Meeting the needs of the youth detained in Tehama. Those that are detained pose additional staffing challenges such as transportation, officer safety (those detained have been high level and charged with violent felony crimes) and ensuring that they have no interaction with the program youth. Most recently transportation has become problematic due to multiple road closures with weather and the Delta fire. Overall, CBYCC staff has worked diligently and positively to overcome these challenges and are prepared to address more of the unexpected issues that may arise.

DAY REPORTING CENTER

Summary: To provide awareness to the citizens of Siskiyou County, of the functions, resources and services provided by the Day Reporting Center. The Siskiyou County Sheriff's Office was requested to respond. The Siskiyou County Board of Supervisors were invited to respond.

*To date, no Response has been received from the Siskiyou County Sheriff's Office to this 2017-2018 report.

F1: The width and breadth of programs offered by the DRC is impressive and the cost of operations is modest, especially when compared to keeping inmates in the jail. With woodworking, gardening, animal husbandry, bicycle restoration, and education, the center offers something for everyone.

R1: The County should continue to support the programs of the DRC.

F2: The public could be more aware of the programs being offered. Non-profit groups could have more information about services offered through the DRC.

R2: Steps should be taken to raise public awareness of the DRC and the work being done on their behalf. These may include posts to social media, submissions to local newspapers, public service announcements and other informational avenues.

Response (Board of Supervisors): *The Board agrees with the findings and recommendations. The County appreciates the time and effort the Grand Jury put into the Day Reporting Center Investigation. The Board agrees and recognizes that the Day Reporting Center serves an important role in the justice system and that it has demonstrated many benefits to local communities. The staff are to be commended for their service and commitment to the program.*

GAP FIRE

Summary: The Grand Jury's goal with the writing of this report was to bring public awareness to the citizens of Siskiyou County about the increase wildfire danger, why fire intensity may be increasing and what procedures are currently in place to address those fires. The Siskiyou County Board of Supervisors was requested to respond. The Siskiyou County Sheriff's Department was invited to respond.

F1: The Gap fire started near the top of Johnny O'Neil Ridge in the Seiad Creek watershed at 6pm on August 27, 2016 and spread quickly into the Horse Creek watershed and into the community of Horse Creek where it destroyed nine homes. The rapid expansion of the fire was due to heavy fuel loading, record level ERCs and intense down slope winds.

R1: Although nothing can be done about "intense down slope winds, the issue of "record level ERCs. due to heavy fuel loading can and should be addressed. The Siskiyou County the Board of Supervisors (BOS) is the representative voice for the citizens of Siskiyou County. We therefore, recommend the BOS take a proactive role in putting pressure on any and all legislation at the Federal and State level that addresses fire prevention in our County.

Response (Board of Supervisors): *The Board agrees. The Board should and does take a proactive role in promoting legislation that addresses fire prevention in Siskiyou County; below are actions that the County has taken to be proactive. □ Adoption of "local emergency related to imminent threat of catastrophic wildfire as declared by Resolution 14-154" □ Developed and continued working relationships with responsible agencies, including CALFIRE and US Forest Service. □ Developed and utilized a working group with the forest Service to promote projects on public lands that would address forest health, promote responsible forest management, and support salvage projects after wildfire; among other activities. □ Developed relationships with Congressman Doug LaMalfa, Assemblyman Brian Dahle and Senator Ted Gaines, and have worked with these elected officials to promote and support actions directed to improve forest conditions and increase resiliency to wildfire. □ Actively and consistently supported bills to improve forest health, and have supported on the ground projects throughout Siskiyou County. □ Authored letters of support for various forest health related projects both on private and public land; including supporting the much needed Craggy Vegetation Project outside of Yreka. □ In October 2018 Chair Haupt and Supervisor Nixon were invited to a White House meeting to discuss issues facing California, including forestry and wildfire concerns. In addition, the Supervisors had meetings with the Deputy Director of Intergovernmental Affairs for the Department of Interior; the Undersecretary of the United States Department of Agriculture; the Chief of the Forest Service and the Deputy Director of the House Subcommittee on Federal Lands; where addressing forest health and catastrophic wildfire were a central discussion topic.*

F2: Fire crews were prevented from accessing the fire from Horse Creek due to a dangerous downfall on forest road 47N77, requiring them to move to Seiad Creek Road.

R2: As the Grand Jury is unable to influence State and Federal agencies, we recommend the BOS implore the USFS and CAL FIRE to keep all access roads clear of fallen trees and other hazards.

Response (Board of Supervisors): *The Board partially agrees. CALFIRE does not own any roads within Siskiyou County; however they do use authorities under Public Resources Code 4290 to implement "Minimum fire safety standards related to defensible space" for all residential, commercial, and industrial building construction within state responsibility areas. Regulations included (1) road standards for fire equipment access, (2) standards for signs identifying streets, roads, and building (3) minimum private water supply reserves for emergency fire use, and fuel breaks and greenbelts. CALFIRE also uses authorities under PRC 4291 to ensure that those who own, lease, control, operate, or maintain a building or structure in, upon, or adjoining a mountainous area, forest-covered lands, brush covered lands, grass covered lands or*

land that is covered with flammable material to maintain defensible space in accordance (sic)the language as outline in 4291.

In reference to Forest Service system roads, although we agree that maintenance of roads is important, we do not have the authority to regulate Forest Service activities or maintenance of their road systems.

F3: The exact cause of the Gap fire remains unknown but is attributed to human activity as the weather was clear.

R3: Unable to find out if the investigation into the cause of the Gap Fire is ongoing, we recommend the BOS open its own investigation to find out if there may be a case for negligence or intent.

Response (Board of Supervisors): *The Board does not agree with R3. The County does not have the authority to open an investigation where Forest Service jurisdiction is considered. We are aware that the investigation is ongoing and that the cause for the fire has not been determined at this time.*

F4: USFS states that "evacuations remained in place from August 27 until 5:30 September 7, 2016. Some local residents claim they were not notified until the next night when the fire was burning into the community and the Sheriff's department was dispatched to facilitate evacuations.

R4: It is still not exactly clear what the methods and timelines were for evacuation notification. What is clear is that Horse Creek residents were not given ample time to evacuate. We recommend the BOS review County-wide evacuation procedures and communications protocols including the Code Red system and implement an effective plan for timely notices.

Response (Board of Supervisors): *The Board partially agrees. The County should routinely review its evacuation procedures to ensure procedure and communication protocols are in order. It is imperative that evacuation decisions provide as much time as possible to warn and allow residents to evacuate, the Sheriff's Office and Siskiyou Office of Emergency Service communicate continually during an emergency event to coordinate evacuation actions and decisions. The Office of Emergency Services, local cities, law enforcement entities, and others have all done extensive campaigns to encourage residents to sign up for Code Red, which provides evacuation notices and alerts. Code Red has become a valuable tool in communicating with the public.*

F5: The intensity and rapid spread of this wildfire created a traffic jam on the Horse Creek Bar Road between responding fire crews and citizens evacuating. R5: We recommend the BOS review coordination and communication procedures between the Siskiyou County Sheriff and all fire agencies, including CALFIRE and USFS, for traffic control.

Response (Board of Supervisors): *The Board partially agrees. The Sheriff is an elected official who routinely coordinates with incident commanders during emergencies. The Board will encourage the Sheriff to discuss the issue at a public board meeting.*

F6: There is significant Federal, State and County legislation designed to address the prevention and suppression of wildfires.

R6: We recommend the BOS do research into all the relevant legislation in order to bring more resources and funding into our County for fuel treatment and fire suppression.

Response (Board of Supervisors): *The Board partially agrees. State CCI funding is available to local non-profit operations aimed at addressing healthy forests projects. The County Fire Warden encourages and supports local non-profit groups, such as Fire Safe Councils, to apply for and utilize these funding opportunities. Recently, the Klamath National Forest received a large grant to complete the Craggy Vegetation Project, supported by the Board of Supervisors. Additionally, the County Fire Warden and*

volunteer fire entities take advantage of various grant opportunities to enhance fire suppression efforts. The Fire Safe Council of Siskiyou County has monthly meetings that are attended by local Fire Safe Councils, the County Fire Warden, CALFIRE, and the Forest Service. During these meetings there are discussions about grant funding, current and planned projects, training, current fire season status and staffing. At these meetings the Fire Safe councils are encouraged to plan projects with their local CALFIRE and/or Forest Service personnel to build cooperative fire prevention and fuel reduction projects that meet the needs of the community as well as the fire service. Lastly, in Fiscal year 2017/2018 the General County Fire received several donations including a Fire Engine, a Type 1 Fire Engine and a Flat Rack Truck; with a total estimated value of \$54,270.

F7: In spite of the legislation mentioned in F6, not enough is actually being done and two federal bills that should help prevent future wildfires, H.R.2613 and H.R.2862 have been sitting in committee for 9 months.

R7: We have attempted to find out why H.R.2613 and H.R.2862 are tied up in committee but have had no response from either our Representative or Senator. We recommend the BOS contact them to determine what can be done to get this vital legislation enacted.

Response (Board of Supervisors): *The Board partially agrees. County staff contacted Congressman Doug LaMalfa's office who informed us that these bills have not had any success since their introduction in 2017. However, Congressman LaMalfa's office continues to support and work on bills that allow for increased active forest management and resiliency to wildfire, and Congressman LaMalfa recently met with Secretary of Interior Ryan Zinke, and Secretary of Agriculture, Sonny Perdue during their visit to northern California to tour the Carr fire destruction and discuss forest health and wildfire issues facing California.*

F8: Most professional foresters agree that "Active forest management is the most important tool in reducing greenhouse gas emissions and lowering the threat and severity of wildfires..." (Stewart 2010).

R8: Active forest management is necessary to the health and welfare of our citizens and the forest itself. If H.R.2613 can be encouraged through active involvement of our BOS, perhaps a clear path forward in how we can approach the responsible management of our County's natural resources can be obtained.

Response (Board of Supervisors): *The Board agrees. The Board will continue to actively support this type of legislation.*

F9: There are 22 local Fire Safe Councils in Siskiyou County tasked with fire prevention (firesafeing) on private property and, while most are very active, there is a lack of funding and coordination.

R9: The 22 local Fire Safe Councils in Siskiyou County are the only resource we have to assist private property owners in making their homes more safe from wildfire. Most of these local Councils act independently to acquire funding, buy equipment and hire workers to perform this vital task. We recommend the BOS involve the County in the Fire Safe Council of Siskiyou County with the goal of bringing all local FSCs under one organization for the purpose of efficiency. i.e.: sharing of equipment, workers and other resources, bringing paperwork, reporting, grant writing and fund raising under one roof and ensuring all local FSC's receive their fair share of such.

Response (Board of Supervisors) *The Board does not agree. While the Board agrees that coordination of information and sharing of resources is important, Fire Safe Councils are not within the jurisdiction of the County. The County Fire Warden will continue to encourage Fire Safe Councils to coordinate and share resource whenever possible.*

DEADWOOD CONSERVATION CAMP

Summary: In accordance with State of California Penal Code 919(b), “the Grand Jury shall inquire into the condition and management of the public prisons within the county.” This conservation camp falls within the jurisdiction of a public prison. The Grand Jury inspected the camp as directed. Responses were requested from the California Department of Corrections, CALFIRE, Siskiyou County Sheriff’s Department, and Siskiyou County Board of Supervisors.

*To date, no Response has been received from the Siskiyou County Sheriff’s Office to this 2017-2018 report.

F1: Deadwood is well run and provides an important service to the state at reasonable cost. The respect shown between Department of Corrections officers and CALFIRE officers was evident. The inmates do a beautiful job maintaining the grounds and the facility and the food provided in the dining area is outstanding. R1:

Keep up the good work. Response (Board of Supervisors): *The Board agrees. The Board of Supervisors recognizes and appreciates the contribution that Deadwood makes not only to the County but to the State’s firefighting efforts. The County has partnered and/or utilized their services/skills on a variety of projects. The Board considers Deadwood to be a valuable county resource and encourages departments to continue to utilize their services.*

Response (CALFIRE): No response necessary. Response (California

Correctional Center): *Our Mission strives to present a professional and respected image to inmates, peers and the communities we work with and live in. Our conservation camp staff are diligent in the jobs they perform and the opportunities the inmates receive As a result of this dedication and focus, several of our inmates have been hired with CALFIRE as firefighters after they have paroled.* F2: The cost of housing an inmate placed in a county jail facility has been reported to average \$70 per day. The cost per inmate in Siskiyou County is approaching \$135 per day in a facility that is filled to capacity. The cost charged to a county jail by contract to the Deadwood Conservation Camp is \$10 per day. The reason for this difference is the result of CALFIRE involvement for wildfire operations which offsets the cost. Currently there are 19 vacancies at the Deadwood Camp. Siskiyou County does not currently utilize Deadwood as an extension to the County Jail. Very few jail inmates would likely be eligible for incarceration at Deadwood, due to the nature of their sentences; however, each inmate that could be sent to Deadwood means another jail bed available for another inmate.

R2: Steps should be taken to fill vacancies whenever they occur. The fact that Deadwood resides in Siskiyou County should encourage coordination between county and state law enforcement agencies to reduce costs and provide services to the community.

Response (Board of Supervisors): *The Board partially agrees. The Board will encourage the Sheriff to take advantage of opportunities to place County inmates at Deadwood. However, as noted in the report, there a few inmates that qualify for placement. In addition, there are other program requirements, some which could have fiscal implications, that must be considered as part of any placement decision.* Response (CALFIRE): *CALFIRE has provided contact information to the Siskiyou County Administrative Officer and a California Department of corrections and Rehabilitation(CDCR) representative to communicate and discuss the details of housing Siskiyou County inmates at a State conservation camp.*

Response (California Correctional Center): *Even though CDCR does not currently have a contract with Siskiyou County, we would be more than willing to hold discussions with the Siskiyou County District Attorney and Sheriff's Department to discuss setting up a contract for the area. Inmates who are eligible for placement at a conservation camp will be assigned to one of 18 Northern conservation camps. Only about two (2) percent of the inmate population can be cleared for camp, due to physical and medical restrictions. However, those that cannot be cleared as fire fighters can be go as special skills.*

F3: There are no onsite medical facilities at the camp. Fire teams are well trained in emergency medical treatment and normally take care of minor injuries. Those requiring additional care are transported to advanced medical facilities as needed. R3:

Deadwood staff should look into ways to better equip inmates to handle life on the outside. The Siskiyou County Day Reporting Center in nearby Yreka makes this type of training a priority.

Response (Board of Supervisors): *The Board disagrees. Because Deadwood is operated by the State of California and not the County, the Board is unable to comment on operational findings and recommendations related to programs or services offered. Response (CALFIRE):* *The CDCR is responsible for the health and welfare of all inmates assigned to Deadwood Camp.*

Response (California Correctional Center): *Currently, CCC and Deadwood Camp offer multiple vocational and rehabilitative programs. By providing these programs, our inmates are receiving the tools they need to reintegrate into society. CCC has also established correspondence and face to face programs at all 18 Northern conservation camps to allow inmates to earn a General Education Diploma, "GED" and college education. We continue to explore new programs and expand on our established programs to provide further opportunities for our inmates.*

F4: Deadwood could place more emphasis on training inmates to handle the responsibilities of life outside of prison.

R4: The size of the staff and inmate population should require a dedicated onsite medical facility or station to deal with injuries that do not require evacuation to an advanced care center.

Response (Board of Supervisors): *The Board disagrees. Because Deadwood is operated by the State of California and not the County, the Board is unable to comment on operational findings and recommendations related to on-site medical services.*

Response (CALFIRE): *Deadwood Camp provides numerous training opportunities for inmates to learn and develop skills necessary to be successful in life*

outside of prison. The following examples are skills that may be learned while assigned to Deadwood Camp are: wildland firefighting, automotive repair, metal fabrication, woodworking and landscaping. These skills are reinforced by establishing a strong work ethic that prepares individuals for life outside of prison.

Response (California Correctional Center): *CDCR inmates are subject to rigorous medical standard evaluations prior to placement in our conservation camp program. All conservation camp staff are required to stay current in Cardiopulmonary Resuscitation "CPR" and First Aid training. Automated External Defibrillators "AEDs" are on site and in each crew bus for use in the field. Over-the-Counter medications are available to each inmate at designated times., special request, and even through purchase at canteen. Nurses and medical providers are available 24 hours a day via telephone from CCC. A weekly bus schedule provides transportation for inmates back and forth to CCC for medical and dental appointments. Urgent and emergent needs are met as they would be inside of the institution in that, urgent and emergent services are provided by outside care providers.*

DELPHIC SCHOOL DISTRICT

Summary: A citizen's complaint brought issues of interest to the Grand Jury. An investigation ensued and the following is a result of that investigation. The Delphic Elementary School Board was requested to respond to all recommendations. The County Clerk was requested to respond to F3 and R3.

*To date, no Response has been received from the Delphic Elementary School Board.

F1: All board members are related to each other and live on the same property.

R1: While it is not illegal for board members to be related, voters within the Delphic School District boundaries who find this objectionable should strive to elect new board members.

F2: Boundaries of Delphic School District are very small (about seven square miles). 58 of the 60 enrolled students live outside of the district boundaries. R2:

Parents and the School Board should explore ways to increase boundaries or negotiate with another district to possibly merge districts.

F3: School Board members are all on the same election cycle.

R3: The District and the Siskiyou County Clerk's office need to work together to address the staggering of elections for board seats.

Response (Siskiyou County Clerk): *As the report states, the Delphic School Board consists of a three member Board, which do have staggering terms. With the November 2016 election cycle all three Board Members Positions were open to candidate filing; which could give the impression that all Board Members have the same election cycle; however, two positions were for full-term positions with terms ending in 2020 and one position was for a short-term with a term ending 2018. For the November 2018 election, there is only one position up for election and that is for full term position for term ending 2022. The remaining two members will not be up for election until 2020.*

F4: It appears that the School Board did not act upon information shared by parents and staff concerning allegations of employees behaving in an inappropriate manner towards students and/or adults.

R4: The School Board needs to act immediately upon any and all concerns brought to their attention concerning student and/or staff safety and well-being. In accordance with the Brown Act regarding confidentiality in closed session, the Board should find a way to inform concerned parties that their complaints have been addressed.

F5: School Board members list the school phone number in lieu of individual contact information. The school takes messages and passes them on to the correct board member.

R5: School Board members, at a minimum, should have individual voice mailboxes set up through the school. Board members should continue to maintain their individual e-mail addresses.

F6: The School Board knowingly violated the Brown Act in regard to closed session.

R6: All School Board members must attend the next scheduled Small School District Board training session re: the Brown Act.

JH RANCH REVISITED

Summary: The Civil Grand Jury received numerous complaints on the impact the operations of the JH Ranch have on the citizens of Scott Valley. The Siskiyou County Board of Supervisors was requested to respond to R4 – R8. The Siskiyou County Administrative Office was requested to respond to R5.



*To date, no Response has been received from the Administrative Office.

F1: Exemption Status: Questions have been raised about the tax exemptions JH Ranch receives. JH Ranch's properties have a religion based "welfare" exemption from Siskiyou County property taxes. An organization may claim a welfare exemption in California by obtaining a federal 501(c)3 status and providing additional documentation to the county including a description of their qualifying activity. JH Ranch states that it is a faith based organization. The County Assessor, Treasurer and Counsel's offices have verified JH Ranch's qualifications for the welfare exemption. Although it took a number of attempts, JH Ranch eventually provided the required Irrevocable Dedication Clause and the necessary language in their statements to qualify both their developed and their adjoining empty parcels. (An Irrevocable Dedication Clause states that the property is irrevocably dedicated to purposes qualifying for the exemption.) For an empty parcel a statement is required, in essence, to state that they use the land for activities associated with their primary qualifying purpose – in this case spiritual walks and/or solitude. The Grand Jury found that the County has done a thorough job of verifying JH Ranch's welfare exemption status.

F2: Fiscal Impact Property and sales taxes are important sources of discretionary revenue for the County and are crucial in addressing local priorities. (The "Economic Contribution" section below uses financial information submitted by JH Ranch which combines the Scott River Lodge and Ranch operations so the tax totals stated here must also be combined.)

Property Taxes For tax year 2017-18 JH Ranch's French Creek exempted holdings have an assessed value of \$7,726,274. The Scott River Lodge has an assessed value of \$3,855,972. The combined exempted value is \$11,582,000. This is the third largest welfare exemption in Siskiyou County after Fairchild Medical Center in Yreka and Mercy Medical Center in Mt. Shasta. The property tax loss to the County due to the JH Ranch tax exemptions is about \$115,820. JH Ranch pays approximately \$3,700 in other property taxes such as parcel taxes. Net loss to the County due to JH Ranch tax exemptions is about \$112,000 annually. The proposed Plan Amendment currently being considered by the Planning Department does not appear to have any property tax consequences as the additional seven parcels are already tax exempt. JH Ranch is also exempt from paying the transient occupancy tax (paid by entities that provide lodging such as motels). It pays no federal or state income taxes and is not required to obtain a business license.

Sales Taxes - Sales taxes collected within a county by the state can be sent directly to the county (1.00%) and cities (0% – 0.5%) or indirectly through sales tax funds returned to local governments for specific purposes and programs. These state redirected taxes can amount to an additional 2.25%. The sales tax calculated here assumes the maximum combined rate of 3.25% (given Siskiyou's 7.25% county rate for JH Ranch's location).

Some goods are taxed at different rates or are excise based (gas for example) which requires a different estimation approach and is accounted for here. Not all tax rate changes coincide with the calendar year, but the assumption here is that they do. Therefore a maximum tax payment is estimated. The portion of sales and excise taxes contributed by JH Ranch to local government is estimated to be \$6,900 on taxable purchases of \$209,000.

F3: Economic Contribution Questions have been raised about JH Ranch's economic contribution to the community. JH Ranch provided summary financial data for 2017 to allow the GJ to make a brief description of the economic impact on the Siskiyou County economy. (The GJ was limited in its ability to verify JH Ranch provided data.) The financial data provided combined both the Ranch and the Scott Valley Lodge activities; this description will also combine those two operations. These contributions include local payroll and locally purchased goods and services. Some additional fiscal and financial contribution can be attributed to expenditures that remain local for additional spending cycles (sometimes called "multiplier effects") but these effects often diminish rapidly. The estimation of net economic impact is complex and beyond the scope of this report. JH Ranch reported a payroll of \$865,450 which included 17 full time and 18 seasonal employees. They reported \$349,450 spent on local services and an additional \$416,350 on the purchase of goods (both taxable and non-taxable). Most of JH Ranch's employees are housed on site and in the summer are fed on site which may affect the local economic impact of employee compensation. The portion of expenditures that remains local is likely to be larger than in other counties due to the number of independent local vendors. It may be reduced by the county's proximity to Oregon - a tax-free state - if use taxes are not collected. JH Ranch makes local charitable donations (food and college scholarships) of about \$9,000 per year.

F4: Local Impacts There is no doubt that the growing JH Ranch operation has had negative impacts to residents in the area in terms of traffic volume, noise and road safety. JH Ranch has made some efforts to minimize the impacts but the size and nature of the operation limits what it can realistically do.

At the start of each 2 week session JH Ranch brings guests in from out of state by flying them to Sacramento and then driving them to the guest ranch in three chartered busses arriving at night. They depart the same way, also leaving at night. During their stay they take excursions for off site activities. There are commercial deliveries, the daily traffic of JH Ranch employees, and ongoing construction related traffic. The impact is felt by everyone along the route. On a county road that is used by pedestrians, bicyclists, and equestrians French Creek Road can become crowded and at times hazardous. Noise levels from on-site music and activities have also been a local concern. In 1980 the greater Scott Valley community developed a set of guidelines for future development in their area. The Scott Valley Plan was adopted into County Code in 1980 – before JH Ranch began guest ranch operations but after the original campground was well established. The Plan states as one of its goals that "all uses of the land shall occur in a manner that is compatible with other existing and planned land uses". The language may not be specific enough to preclude a guest ranch but it could easily be argued that JH Ranch's size exceeds the spirit of the document. The County does not currently have a noise ordinance.

R4: Increased congestion and loss of what all of us consider an earned right to the quiet enjoyment of our local environment is a statewide phenomenon. It is not likely to decrease in the foreseeable future. That does not mean that nothing can be done about it. There are likely few legal remedies which mean that personal responsibility will play an

important part. Everyone that uses these roads must attempt to mitigate their impact by obeying speed limits and slowing down further when sharing the road with a horse or pedestrian.

The County should adopt an enforceable noise ordinance as has been done in many other California counties.

The County Road Department should install additional speed limit and “Share the Road” signs on French Creek Road. The occasional visit by law enforcement might also help. JH Ranch should find ways to further reduce noise and traffic levels.

Response (Board of Supervisors): *The Board partially agrees. The Board agrees that all users of the road should obey traffic laws and be courteous to others using the road. Public Works has posted the roads as needed for law enforcement to cite traffic law violators. Public Works is not inclined to install “Share the Roads” as these signs are typically used to alert vehicle traffic to frequent or heavy bicycle use on particular road sections. The Board also agrees that the County should consider adopting a noise ordinance.*

F5: Staffing Employee turnover has been an issue in the Community Development Department as a whole and has had a particularly large impact in the Planning Department. The problem is most noticeable among department heads and skilled positions where it is common for employees to leave after just a year or two of service. These positions often remain vacant for months. This turnover has caused a loss in morale and productivity for many years. It can take a number of months for a planner to come up to speed on existing projects which causes both existing and new applications to get delayed. There are members of the community who have waited years for their applications to be processed and have grown frustrated by having to work with so many different Planning and CDD directors in Siskiyou County. At the time of this report’s submission the County has been without a Community Development Director and senior planner for many months. It also has no building inspectors – both having left for pay related reasons. The prospects for finding replacements for these positions appear bleak. This is due in large part to labor market conditions for community development professionals. Following the economic downturn from 2008 to 2013 many professionals left the field, or retired, leaving a general supply shortage. At this point the compensation offered in Siskiyou County cannot compete with most other counties. The County’s recruitment efforts appear to be reasonable. They include postings on many government job websites, publication in the Sacramento area, and the use of private recruiters. Siskiyou County has always attempted to fill positions through promotion from within. This has many benefits including drawing new employees from the larger labor pool that exists for entry level positions but also has some drawbacks.

R5: The GJ recommends that the pay and benefits packages for these positions be reviewed and made more competitive. While understanding that promotion from within is an effective solution in many situations, there must be a balanced approach when filling skilled positions such as those in the planning field. It is important that knowledge gained from experience in other settings and from formal professional training and education be a part of the mix.

Response (Board of Supervisors): *The Board agrees. Finding qualified and experienced candidates for all vacancies in the County is a priority, but has proven to be very challenging over the past five or so years. In response, the County is systematically going through the process of evaluating and increasing salaries o be more competitive.*

In the past year, the County has increased salaries for approximately 35 job classifications to help address high vacancy rates. In addition, it converted to an electronic recruitment/application system and implemented several strategies that have resulted in robust recruitment and retention effort.

F6: Fees For Service Fees for services provided by the Planning Department to applicants are very low in comparison to most other counties in the state and fall far short of the true cost of providing major services to applicants. The Department estimates the costs for some major services run ten times what the fixed fee recovers. For example, the cost of doing a California Environmental Quality Act (CEQA) review can exceed \$10,000 and the flat fee that the County charges is about \$1,000. This has been a policy that the Board of Supervisors (BOS) strongly supports despite periodic requests from the Community Development Department for increased fees. Their rationale is that recovering the cost of these services would discourage business development and in turn reduce future tax revenue generation. It is reported that this also stems from their general belief that “less government is better”.

In a Grand Jury survey of the ten California counties closest to Siskiyou (Del Norte, Modoc, Humboldt, Trinity, Shasta, Lassen, Mendocino, Tehama, Plumas, Butte), all but Trinity incorporate some form of full cost recovery into their fee schedule. Many of these counties have similar economic characteristics to Siskiyou. Siskiyou County’s largest cities - Yreka and Mt. Shasta - also implement full cost recovery for similar major services.

An additional benefit of a material commitment to the application and review process would possibly be that applicants would take the process more seriously – a notable lacking in some of the efforts put forth. R6: It makes market sense that service fees could deter development by adding to its cost. It would have the most impact on those organizations that have the least available resources. However, there is a valid concern that general taxpayer subsidies for private development are not appropriate when applied in this indiscriminate form and when more equitable and efficient methods of encouraging development are available. These alternatives include economic development corporations, Small Business Administration loans, and the various organizations that support non-profits through grant funding. The additional revenue that full cost recovery could generate would be rather small – estimated by the Planning Department to be around \$100,000 per year. However, given the difficulty with budget limitations that this county is currently experiencing it would seem reasonable that the County take another look at their current policies. From an accounting and public transparency perspective it is always helpful for expenses to match up with revenue.

The County should do its own survey of cost recovery methods used by other California county planning departments – including their analysis of development impacts - and adopt policies that are in line with California standard practices. If there is evidence of adverse impacts to development by these fees then the County should consider offering other types of inducement targeting the smaller businesses and organizations most affected.

Once again, targeted inducements have greater transparency and efficiency. The survey should be made public and any decisions concerning County policy should be discussed in a public venue.

The GJ requests that the survey and public discussion take place by December 1, 2018.

It should also be noted that while the principle of “less government” is useful to keep in mind, it is only applicable after the full responsibilities of government are executed.

Response (Board of Supervisors): *The Board partially agrees. As a general matter, County fees for services related to property development cannot exceed the cost of providing the service for which the fees were collected. As part of the Board's process to establish fees, departments, to the best of their ability, are required to conduct cost studies and then present the actual cost of providing various services to the Board. The Board must then decide where to set those fees balancing a number of competing factors. Such competing factors include 1) the Board's desire to maximize cost recovery for services, while still ensuring that citizens may rightfully have access to services without burdensome costs; and 2) the Board's desire to see activities subject to fees provide economic or other community benefits, while still being cognizant of the limits of available discretionary tax revenues to subsidize such fees. Reduced fees also represent a public policy tool that can promote public safety by encouraging compliance by those who could not afford to comply should a service be available only at full cost. The Board will continue to be cognizant of the constructive property development cost recovery and transparency concerns raised in the report when setting fees for services.*

It is worth noting that many small rural counties struggle with providing services at a reasonable cost, not only because they face tighter budgets, but also because their lower population densities result in small pool of service applicants, and as a consequence they are unable to recoup costs through the low-cost, high volume model utilized by some of their urban or suburban counterparts.

F7: Code Enforcement Over the years there have been numerous letters written by the County to JH Ranch or its attorneys demanding that they comply with code and occupancy requirements. (One of these letters was written by the Director of Community Development at the request of the 2008 GJ report.) The letters have often threatened legal action. To date there has never been any citation or legal action taken by the County in response to a non-compliance issue at JH Ranch. There are various reasons for this. Like most counties, the preferred method to resolve code violations is to issue a "Notice of Violation" and ask that the owner fix the problem. Most violations are corrected within a stated time limit. If the violation is not resolved then the County has the option to issue an administrative or criminal citation. In Siskiyou County it can take 3-6 months to issue a citation. The County does not often resort to either type due to the time and effort involved and their limited effectiveness in getting compliance. With a maximum fine of \$100 recovered from the owner (when it is prosecuted as an infraction) there simply isn't much of an incentive for the property owner to comply.

The issuance of a citation, and its prosecution as an infraction, does not compel an owner to correct a violation – it only compels the owner to pay the fine. Although escalating fees are an option included in the County Code, that option is rarely pursued. The County would argue that using the Department's limited resources to achieve compliance from those willing to comply is far better than trying to get compliance from those willing to ignore the law and suffer the consequences.

Another issue raised by the Community Development Department is described as a "don't ask permission, ask forgiveness" attitude that illustrates the numbers game that is played by many property owners. There are so few code enforcement officers in such a large county that the "numbers" are on the property owner's side. This same expression was used by JH Ranch to describe their approach during prior years.

R7: The County should make full use of escalating fees if for no other reason than to assess their effectiveness.

Response (Board of Supervisors): *The Board agrees. Although Recommendation 7 uses the term "fees", the Board interprets Recommendation 7 to refer to administrative*

finer based on the paragraphs that proceed the recommendation. While the Board agrees that escalating fines can be an effective tool in obtaining compliance in cases where violators are unwilling to voluntarily abate code violations; here, Planning Department staff, in recognition of the complexities of the underlying disagreement with JH Ranch over the limitations of its 1993 zoning approval, and based upon the applicant's expressed desire to come into conformance, are attempting to address code compliance issues through a voluntary amendment to JH Ranch's Planned Development District zoning or development plan. However, the Board supports use of administrative fines as a code compliance tool when appropriate. In July 2018, the Board took action to amend the County Code to simplify and streamline the code enforcement process, decrease the time for violators to abate violations, establish a framework for maximizing the corrective effect of fines on violators and authorize use of hearing officers to hear and decide administrative code enforcement matters.

F8: Moving Forward The recent changes in JH Ranch's management and their efforts to resolve outstanding permits and code violations are positive signs as is the County's intentions to get a new Plan Amendment in place. A tentative agreement on how CALFIRE's 4290 road requirements might be met and JH Ranch's stated intentions to begin the engineering work on that project are also steps forward. Overall, this may present the best opportunity in many years for the County and JH Ranch to get a plan amendment completed and bring some degree of closure to the Scott Valley community.

R8: Provided that all sides in this issue are willing to compromise in the spirit of community, the GJ recommends that a PDPA based on JH Ranch's March 2018 proposal be completed subject to the following conditions and recommendations: JH Ranch JH Ranch must respect the rural nature of the community they live in. Your neighbors chose this location for the same reason you did.

JH Ranch has stated that, even if the PDPA currently under consideration is approved, it may seek further expansion in the future through rezoning. In exchange for the County's acceptance of the 53 person occupancy expansion in the PDPA, JH Ranch should pledge publicly that it will not seek any future expansion of its operations in the vicinity of French Creek.

JH Ranch must complete the 4290 modifications as required by CALFIRE or as preempted by the County. This is a life and death issue. Neighbors The anti-JH Ranch signage should be removed. It degrades the rural experience and community tone in ways similar to traffic noise. At this point they do not serve any valuable purpose. County.

The occupancy limits stated in the March 2016 PDPA proposal should be adopted with the following provisions:

1. That it specify clearly the maximum number of guests and the maximum number of employees that can be housed within the planned development to prevent shifting of employees into adjacent housing in order to increase the guest count over time. This must be legally enforceable.

2. That it specify the number of "transition nights" (2) in which the occupancy is allowed to grow beyond the base level.

3. That it specify any seasonality or program descriptors for which occupancy limits apply.

4. It should not allow outdoor concerts or similar special events. It is the premise of the Ranch that it operates as a spiritual and contemplative environment. That is part of the self-declared basis of its religious welfare exemption. To deprive others in the area of a similar quiet enjoyment of their neighborhood would be inappropriate.

5. Given the sizable annual tax break JH Ranch receives from the County, the County should not accept financial responsibility for any of the 4290 road improvements.

Response (The Board of Supervisors): *The Board partially agrees. The county continues to seek compliance with all County Codes and agrees that resolution of the matter is needed. While the Board appreciates the recommended conditions of approval, it is cognizant that when the County makes binding determinations which directly affect the legal rights of individuals, it is imperative that the Board follow a process traditionally associated with the judicial process and which is set forth in its County Code. The Planning Department will include the Grand Jury's recommendations in the record with the other public commentary it receives when the project comes before the Planning Commission. It is important that the public understand that any amendment to the zoning or to the Development Plan for JH Ranch's Planned Development District will come before the Planning Commission for a public hearing, and thereafter, upon the Commission's recommendation, the matter will come before the Board of Supervisors for a public hearing. These public hearings will be publicly noticed. During these public hearings, concerned citizens have the opportunity to appear before decision makers and voice their opinions, concerns, and suggestions about the proposed project. Those who cannot attend these hearings can still be heard by sending correspondence to the attention of the Planning Commission Executive Secretary or to the attention of the Clerk of the Board prior to the Commission's and Board's respective public hearings. This public hearing process is meant to ensure fairness to everyone and to allow everyone to both be heard and to understand and appreciate how the Commission, alternately, the Board, reaches its decision. The county Public Works Department has not made any commitments or entered into any agreements to make road improvements for the proposed project. However, it will continue to work with all parties to ensure the road sections are safe for all users.*

SISKIYOU COUNTY JAIL

Summary: The Grand Jury elected to visit and inspect the Siskiyou County Jail and report its findings and recommendations. The Siskiyou County Board of Supervisors and the Siskiyou County Sheriff's Department were requested to respond.

*To date, no Response has been received by the Siskiyou County Sheriff's Department to this 2017-2018 report.

F1: The existing jail does not meet the needs of the county and affects law enforcement's ability to enforce laws and maintain safety. The need to expand capacity beyond the physical limitations of the current jail facility cannot be overstated. Inspections and visits dating back many years have identified similar deficiencies in jail operations directly related to design versus adjusted capacity. It is evident that a larger, better, and more expandable jail facility is desperately needed. The only practical solution currently on the table to deal with this problem is the proposed conversion of the Juvenile Center to an adult detention facility.

R1: The Siskiyou County Civil Grand Jury recommends the proposed juvenile center conversion be further explored, developed, and implemented if practical. Response (Board of Supervisors): *The Board agrees. The County has taken action to move forward with construction of a new jail. In November 2018, the County expects to receive authorization from Board of State Community Corrections to advance to the next phase. The Board has developed a funding plan in anticipation of state approval to move forward with the construction project. This year alone, the County has set aside in excess of \$2,500,000 to fund the project.*

F2: Medical doctors on site (the jail currently has two) do not currently perform body cavity searches on site. This creates additional costs for transportation and hospital fees.

R2: Pursuant to California Penal Code §4030 et seq., on site qualified medical personnel should perform body cavity searches at the jail facility.

Response (Board of Supervisors): *The Board disagrees. It is the Board understanding that jail has one physician that provides medical care to inmates. Further, it understands that the jail is not aware of any body cavity searches that have been performed in the past 25 plus years. As such, there have been no physician or transportation costs associated with body cavity searches. The Board is not in a position to opine on this issue and will leave the decision on whether to transport inmates to the local hospital or have the physician conduct the search on site to the medical decision makers.*

F3: An arrestee processed at the County jail is often released onto the streets regardless of where they were arrested in the county. This places a burden on the arrestee, who has no way to return to their home. Local resources must then be utilized to accommodate those who live in other areas.

R3: Siskiyou County residents released from jail should be assisted in being returned back to their community, to alleviate the burden on the City of Yreka. This could be accomplished by contacting individual or public transportation. Using vouchers and placing a designated bus stop at the jail location could simplify arrangements. Ways to assist those living outside the county should be explored in a manner that does not place an additional cost burden on the County.

Response (Board of Supervisors): *The Board agrees. The Board recognizes release of jail inmates from the County jail has impacts on the City of Yreka. The County is open to discussing those concerns with the City and finding ways to mitigate impacts.*

INSPECTION OF THE DEADWOOD CONSERVATION CAMP

SUMMARY

In accordance with State of California Penal Code 919(b), all correctional facilities in California are required to be visited and inspected. The Siskiyou County Civil Grand Jury is charged to conduct the annual inspection and inquire into the condition, management, and operation of the Deadwood Conservation Camp (Deadwood) which is located in this county near Fort Jones. The officer in charge was contacted and arrangements were made to conduct the visit on Tuesday, January 22, 2019 at 9:00 a.m.

The operational control of Deadwood is a joint effort between the California Department of Corrections and Rehabilitation (CDC) and the California Department of Forestry and Fire Protection (CALFIRE). The CALFIRE component manages the camp and uses inmate to assist in wildfire operations, conservation, and community programs primarily in Siskiyou County. In addition, CALFIRE uses the Deadwood facility as a staging area for their traditional fire crews and operations within the county. The CDC selects inmate candidates, provides training, manages, and controls the inmates.

The facility is well managed, organized, safe, and cost effective. The majority of funding utilized to maintain Deadwood is provided by CALFIRE which is a savings to the CDC. It is evident that the camp is a valuable asset to the community, county, and the State of California.

BACKGROUND

Deadwood was opened on June 1, 1962 with the primary mission to provide CDC inmate crews for fire suppression in support of CALFIRE operations primarily for Siskiyou County but available statewide as necessary. In addition, the camp is dedicated to assist in flood control, conservation projects, and support community services as needed.

The camp was designed and built to maintain a capacity of 88 inmates. Currently there are 73 inmates placed at the camp with a working capacity of 80. There are no females assigned to the camp. Inmates are organized into 17- man fire crews. A support crew consists of cooks, ground keepers, porters, mechanics, maintenance workers, and skilled shop technicians.

Camp operations are under the control of the CDC which includes selection, accountability, supervision, care, and discipline of the inmates at Deadwood. CALFIRE maintains the camp, supervises work performed by inmate fire crews and is responsible, along with the CDC, for inmate control while conducting wild fire operations and other projects. The CDC staff accompanies the fire crews to provide security, accountability, and inmate care while they are away from Deadwood. This combined program maintains 24/7 supervision and works well.

Deadwood is part of a system of 43 conservation camps scattered throughout the state dating back to the 1920's. Inmate fire crews are an integral and important component of the state's wildfire control program. With limited resources, CALFIRE is always faced with the demanding task of providing forest management. Inmate participation provides a significant asset for this task.

METHODOLOGY

Members of the Siskiyou County Civil Grand Jury inspected the physical layout of the camp and were shown procedures for the handling of inmates from arrival to release. In addition, facility operations, maintenance, security, and handling daily medical procedures were covered. Officers from CALFIRE and senior representatives from the CDC answered questions concerning policy and procedures.

DISCUSSION

The facility's camp-like appearance with its beautiful landscaped grounds could easily be mistaken for an RV or city park rather than a correctional facility. There are no walls, fences, or guard towers at Deadwood; only a limit line designation identifying "go and no-go" areas within the camp. Violation of these off-limit areas is treated as an escape attempt with severe consequences. It has been several years since an occurrence or escape has taken place. The primary goal, with this and other rules, is to maintain a safe and secure facility for low level felons serving out their sentences.

The staff operating the facility consists of 11 CALFIRE and 8 CDC personnel maintaining a 24/7 security program with three shifts daily. This is an amazing staff to inmate ratio for fire crews providing over 130,000 work hours supporting wildfire operations, conservation efforts, and other projects. These programs save the state over \$3,000,000 annually.

The camp has an area where regular CALFIRE crews are housed that include showers, restrooms, tents, and kitchen facilities. There are 5 designated sites available which can accommodate up to 10 additional CALFIRE crews in time of need. This is in addition to the existing inmate fire crew facilities normally housed at Deadwood, with more space available on the grounds should the need arise.

The CDC selection process for inmates consists of a detailed program based on a point system; the fewer the better. Points are added depending on the seriousness and types of offenses along with the inmate history while under the control of the CDC. Candidates, once selected, are trained at the California Correctional Center near Susanville before being assigned to Deadwood or one of the other conservation camps. Inmates are normally serving the final two to three years of their sentences prior to release from custody. Inmates selected are carefully screened to eliminate any sex, murder, arson, or violence related offenses. Most inmates are serving time for alcohol, drug, or property related crimes. There are distinct advantages to inmates who are qualified and transfer to Deadwood. The inmates know this and appreciate their placement. While there are restrictions and high standards at Deadwood, the living environment is far better than remaining in conventional prison.

Control and discipline for inmates is conducted in a very organized and consistent manner. Violations do occur for issues such as drug possession and use. Points are added or reduced based on conduct and performance. Inmates can be returned to prison depending upon the seriousness of their actions and accumulation of points. Violations are broken down into "warnings, administrative actions, and serious events" where corrective action is promptly taken.

The opportunity to continue or further an inmate's education is encouraged at Deadwood. Inmates can complete their general education diploma (GED), take college level courses, or receive vocational training. This can include industrial sewing, tool repair, automotive repair, cabinet making, woodworking, and metal fabrication. Deadwood has a working lumber mill, state of the art laser wood engraving equipment, heavy equipment used in fire suppression, tool repair shop, a complete automotive shop for trucks, tractors, and even a tire shop. All of this is in addition to wild fire experience that is in great demand and can be used for employment after release.

Inmates can have visitation privileges by telephone, on site, and in a separate area suitable for family use. The honor code is used to enforce acceptable conduct but visitation is available for those who qualify.

Inmates have access to recreation facilities such as a physical training building complete with weights to keep them in shape for the fire season. There are craft and game rooms along with hobby areas which may be used during free time. A fenced garden area is maintained and food is produced for use within the camp or donated. The housing blocks are neat, organized by fire crews, and well-designed furthering the team concept within the crews. Inmates supporting the fire crews are placed separately so as not to interfere with normal operations.

During our visit, most of the inmates were outside the facility preparing for the upcoming fire season. This involves intensive physical training under the supervision of CALFIRE and CDC staff. Inmates are organized into groups or teams under the command of a fire captain who prepares them depending on their skill level to perform the necessary functions within the team. In that way, they become mutually supportive and able to accomplish their mission. Individual and group safety is a key factor to ensure dependable, quick action is taken to avoid injuries and reduce property damage.

The camp maintains a dining facility that is clean, well run, and produces excellent quality food. The only reason you would know it was not a restaurant was the serving line, the metal tray, and tables.

In last year's Civil Grand Jury Report, it was noted that there is no medical facility on site. Deadwood staff feels that they have sufficient medically trained staff on hand to meet the first-responder needs of the camp. Treatment requiring additional care would require evacuation to another medical facility either by vehicle or air.

The implementation of the Public Safety Realignment Act of 2011 (AB109) resulted in a substantial number of low level felony inmates, previously held in state prison, now housed in county jails. This has placed a serious burden on the county jails resulting in overcrowding. Available space at Deadwood and other conservation camps can be

made available to local counties if the inmate qualifies and a contract is established. The cost for the county to transfer an inmate to Deadwood can be reduced to as little as \$10 per day, as opposed to the mounting costs of over \$139 per day in the Siskiyou County Jail. Every county experiencing overcrowding as a result of AB109 should investigate this financial advantage.

FINDINGS

F1: The average cost of housing an inmate placed in a county jail has been reported to average over \$70 per day. In Siskiyou County, the cost per inmate is approaching \$139 per day in a facility that is filled to capacity. The cost charged to a county under contract with Deadwood Conservation Camp is \$10 per day. The reason for this difference is the result of CALFIRE involvement for wildfire operations which offset the cost. Currently there are 7 vacancies at the Deadwood Camp.

F2: Deadwood is well run and provides outstanding service to Siskiyou County and the State of California. The camp is in an excellent location to meet emergency wildfire responses along with conservation and other community support. The team concept between the CDC and CALFIRE is evident and the seamless operation of staff and the inmate fire crews is excellent.

F3: The park-like setting at Deadwood is in reality a ready-to-go CALFIRE staging area for regular fire crews, well placed to provide rapid support as needed. There is plenty of space for heavy equipment to be pre-positioned as needed and there is sufficient area for expansion. Everything is there for command and control, fuel, maintenance, recreation, housing, etc.

RECOMMENDATIONS

R1: AB109 has placed an enormous burden on local county jails throughout California and especially in Siskiyou County. The CDC should take the lead to encourage contract participation with counties for eligible inmates into conservation programs such as Deadwood. A contract with Deadwood would create additional flexibility for county jail placement even though it may be rarely utilized.

REQUEST FOR RESPONSES

Pursuant to Penal Code Section 933.05, the Siskiyou County Civil Grand Jury requests responses from the California Department of Corrections and Rehabilitation (CDC), the Siskiyou County Board of Supervisors and the California Department of Forestry and Fire Protection (CALFIRE) to the findings and recommendations in this report.

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code section 929 requires the report of the Civil Grand Jury not contain the name of any person, or facts leading to the identity of any person, who provides information to the Civil Grand Jury.

The City of Montague



SUMMARY

The 2018-2019 session of the Siskiyou County Civil Grand Jury received 11 complaints concerning the operation of the Montague City Council. These complaints alleged various issues such as cronyism and unprofessionalism within the City Government. In addition, there are complaints of miscommunication and confusion about job duties. Also noted, was inadequate housing for stray animals.

BACKGROUND

While reviewing the 2016-2017 Siskiyou Civil Grand Jury Report, it was found that they also “received complaints...alleging a multitude of problems”. The 2018-2019 Civil Grand Jury decided to investigate the new complaints and do a follow-up on the 2016-2017 “Montague City Council” report. These new complaints are basically alleging the same issues, as well as a few new, “multitude of problems”. It was observed all of these complaints have been submitted by a single source. To state otherwise would give the impression that the whole town is up-in-arms.

METHODOLOGY

The Siskiyou County Civil Grand Jury (SCCGJ) requested documentation to show

whether the Montague City Council has complied with the recommendations of the 2016-2017 SCCGJ Report. Interviews were conducted with members of the City Council and staff to receive input about the complaints.

DISCUSSION

The City of Montague has 1,440 citizens, a City Council of 5 elected and/or appointed members, an elected or appointed Mayor and Mayor pro tem. Much of the city's revenue comes from various grants as the city is economically challenged.

There were complaints of cronyism which commonly occur in small cities with limited human capital or resources. Nepotism was also alleged. Many of the complaints stem from lack of expertise in administering a city which could be attributed to the small population or inexperience of its governing officers and staff.

Another complaint was lodged concerning the inadequate housing of stray animals. Montague has lost its contract with the City of Yreka for the housing of stray animals. It was found that a 2-compartment kennel was constructed on city property to temporarily facilitate housing of strays.

A complaint was made that city council positions were being filled by appointment in lieu of election.

Professional training is an ongoing issue compounded by a shortage of available funds and high turnover of staff and city officials. The Montague City Council and its departments are operating with limited resources.

The documentation provided to the Civil Grand Jury by the City of Montague showed us that the recommendations of the 2016-2017 SCCGJ report have either been addressed, or are a work in progress.

FINDINGS

F1. Progress is being made on implementing and updating the training programs, policy and procedures manual, and organizational chart to make the running of Montague more efficient.

F2. During the investigation, no issues of nepotism or cronyism were discovered.

F3. There is a local temporary kennel to house abandoned animals awaiting openings at private shelters. This appears to be an adequate solution.

F4. Vacancies in the City Council and lack of applicants have necessitated appointments in lieu of elections which is allowed by law under certain circumstances.

F5. Interviews indicated that proper training is being implemented with city employees.

F6. We believe Montague City Council and its departments could benefit from improved communication skills.

RECOMMENDATIONS

R1. Continue working on updating the training programs, policy and procedures manual, and organizational chart to make the running of Montague more efficient. Add training for improvement of communication skills.

R2. When working with co-workers, keep personal issues separate from city business and always maintain a professional work environment.

R3. Continue to establish a relationship with outside agencies to provide a shelter for stray animals. Increase fees (or other penalties) to decrease the number of stray and abandoned animals.

REQUEST FOR RESPONSES

Pursuant to Penal Code section 933.05, the Siskiyou County Civil Grand Jury requests the Montague City Council respond to the findings and recommendations in this report and take action as appropriate.

Reports issued by the Civil Grand Jury do not identify individual interviewed. Penal Code section 929 requires that report of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

THE NEW YREKA POLICE DEPARTMENT FACILITY - A FORTRESS WORTH THE WAIT

SUMMARY

For many years the Yreka City Police facility was located in the old Carnegie Library Building on West Miner Street. This building dates back to the early 1900's, is a historic landmark, but was showing its age and was not really

suitable for a modern police department. The Siskiyou County Civil Grand Jury has inspected the facility several times covering over 12 years and found it inadequate for the task being asked of it. In 2017, the City of Yreka gave final approval for a new "state of the art" structure located on Fairlane Road in Yreka.



The Civil Grand Jury was invited to tour and inspect the new facility and review police operations in Yreka. Arrangements were made with senior staff to meet at 9:00 a.m. on March 5, 2019 at the new building at 1400 Fairlane Road. The visit included a review of normal operating procedures, budget, current and developing issues, improvements, and anticipated changes for the future.

BACKGROUND

The new police facility was formerly used as various businesses with the city purchasing the building and property for \$800,000. The initial planning called for extensive modifications to the building itself along with the surrounding property. The acquisition and construction costs were estimated at \$1.5 million which grew to nearly \$4 million when completed. This included a local grant valued at \$1.5 million with the remainder coming from a government loan. An article entitled "Planning for Real Estate Acquisition

and Relocation” presented in the 2016 Grand Jury Report, identified that the failure to adequately plan for the project could result in delays, funding problems, negative publicity, political, and even legal action. This project suffered from all of these issues. Finally, in 2018 government funding in the form of a loan was obtained, plans were approved, and the renovation began. In early 2019, the new facility became operational.

METHODOLOGY

In attendance were members of the Civil Grand Jury who inspected the physical layout of the facility. This included emergency procedures, communications, administration, records storage, maintenance, security, and day to day operations. The department objective is to provide the best possible law enforcement support for the City Of Yreka. They feel that the new facility will greatly aid in this goal. Senior staff was on hand to conduct the tour and answer any questions or concerns.

DISCUSSION

The physical layout of the facility from the street looks like a fortress, but without a moat or drawbridge. There is a high stone wall surrounding the building with two gates for entry and exit. There is very little public parking which requires on-street parking for most visitors. Public access to the building requires entry into a secured lobby with fortified walls and bulletproof glass. Staff parking inside the gated area for patrol, tactical, and personal vehicles is excellent and secure. This is a giant step forward from the old facility which was completely open to the public. Officers and staff described damage to their personal vehicles at the former facility and are appreciative of the security and safety offered by the new location.

Electronics and communications have taken a giant leap forward when compared with the old building. There is a secure state of the art area that is not located in a basement subject to flooding and water damage as in the old structure. The lack of sand bags keeping water out is a welcome change. There is a modern encrypted radio system for officers and staff to ensure secure communications within the department. This will eliminate scanners being able to track law enforcement in the area.

There is also an impressive dispatch area. It has numerous screens for viewing live local camera feeds. A large area contains desks for volunteers, animal control, and extra dispatchers. The old stacks of boxes have been replaced by a modern rolling file storage system.

There is a well laid out emergency operations room complete with electronic, audio, and video access. The only thing that appears missing is a detailed map of the city on the wall complete with water, sewer, telecom, and other reference information. While it is possible to do this electronically, maps are often found in operations centers in other agencies. It is nice to be able to bring resources to a specific spot as quickly as possible and having a map on the wall can make that easier.

Offices, working areas, and briefing rooms are helpful for staff to conduct business as needed. Key staff members can enjoy their own space without sharing the multi-use room that was required in the old building. There is a well laid out kitchen, locker-room,

showers, gym, and armory. These additions go a long way towards making things operate in a smooth and orderly manner.

Patrol, staff, and emergency vehicles are provided a covered parking area to keep them operational, last longer, and easily accessible. An armored tactical vehicle is available as needed and staged for rapid deployment.

Normal electrical power is backed up by a large capacity generator which can be brought online as needed. Communications and electronics equipment is shielded to prevent damage which can be a common occurrence with backup power.

The new building was originally designed and built to accommodate automotive repair and maintenance type operations. The modifications to retrofit the facility into a modern police station were extensive. The walls and ceilings had to be reinforced to include ballistics protection. Electrical facilities had to be strengthened, and many other improvements made. If necessary, the 911 dispatch center is capable of dispatching CALFIRE, sheriff's department, and other agencies as well. Should the facility be compromised in an emergency, the department has the ability to dispatch from anywhere with a Wi-Fi connection.

Adequate space for future growth and the ability to expand will always be a problem with any facility. This property sits on a corner lot and is using virtually every bit of space available. Vacant property to the South and East of the facility is not owned by the city and if developed will eliminate any potential for expansion. There has been some discussion of moving the Yreka Fire Department to a new location, near the YPD, where it can grow and expand. As long as the adjoining property is not developed, a window of opportunity still exists. The City had the opportunity to purchase this property but did not do so.

Law enforcement operations were discussed to ensure that public safety is always the number one goal of government. The officers and staff are dedicated public servants who are driven to provide the best service possible. With over fifty miles of streets and roadways, it is a challenge. Currently the department is staffed with 14 officers (the Chief, 1 lieutenant, 3 Sergeants, and 9 Patrol), 7 Dispatchers (2 part time), 1 Animal Control Officer (who does double duty for parking control), and some part time help for reports and evidence. The patrol department is currently short one officer but could easily justify more sworn staff to include investigators. It is not easy to find and recruit suitable candidates despite a significant signing bonus.

The department maintains a 24/7 patrol schedule with an emphasis in law enforcement. School safety is given significant emphasis and the department engages in ongoing coordination with the schools at all levels. Contact with educators and administrators is also an ongoing process to ensure everything that can be done is being done. The ever growing homeless situation, alcohol, and drug use is a problem often taking up 50% of the officer's time on patrol. Yreka sits on the I-5 corridor and moderate weather brings large numbers of homeless through the area who often stay for long periods of time. Mental health and drug issues involving the homeless population further contribute to the problem. This puts a severe strain on police, ambulance, and medical personnel who have to provide service for them. Businesses throughout the area are also affected. They often complain about the impact the homeless and drug users have on their business and customers.

The new facility has the capability to monitor security cameras placed throughout the city. Screens in the dispatching area constantly display output from these cameras. Any computer in the facility can access them. This greatly enhances citizen safety, since the police can now monitor and respond to a crime in process without the need for a 911 call.

FINDINGS

F1: The new facility has very limited public parking.

F2: The new facility is located in an area of limited expansion with very little room for future growth. The city had the opportunity to purchase the property to the south of the facility but declined to do so.

F3: After a long, tedious planning and construction process, the new Yreka Police Station is a dramatic and much needed upgrade from the old station. This is a new and efficient facility that not only has boosted staff morale, but will greatly improve the safety and security of the citizens of Yreka.

RECOMMENDATIONS

R1: At a minimum, the parking area at the front of the facility and along Davis Street should be marked and reserved for police department visitors, similar to the way parking was restricted at the old facility.

R2: The City of Yreka should consider purchasing the adjoining property before it is developed. The owners of the undeveloped property to the south of the facility should be contacted. This property needs to be part of the city's long term plan.

REQUEST FOR RESPONSES

Pursuant to Penal Code section 933.05, the Siskiyou County Civil Grand Jury requests the City of Yreka and the Yreka Police Department address the findings and recommendations in this report and take action as appropriate.

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that report of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

COMMON CORE – WHAT IS THIS?

SUMMARY

A responsibility of the Civil Grand Jury is to periodically review the operations of our county education system. An area this jury chose to review is the newest curriculum standard adopted by the State of California in 2010 referred to as "Common Core". What are these Common Core State Standards (CCSS)? How is it different from traditional ways of learning? What brought about this change and why? These are some of the questions this jury sought to answer. Our hope is that this informational report will bring some light to this new method of teaching and learning; though this report cannot possibly include all of what the "Common Core State Standards (CCSS)" entail.

METHODOLOGY

Interviews were conducted as well as technological research.

BACKGROUND

In 1997, California set a bold precedent when it adopted a statewide standards-based education system for English Language Arts defining what students should be learning in an attempt to improve academic achievement. In Math, the United States high school students were ranked 27th out of 34 developed countries. In 2001, Congress enacted what was known as the “No Child Left Behind” (NCLB) Act. The purpose of the NCLB Act was for states who were receiving federal funding, to develop and administer standardized tests to be given to all students each year. A school was required to show improvement in standardized test scores year to year known as Adequate Yearly Progress (AYP), or steps were put in place for schools to make corrections. For instance, if a school did not show improvement for two years in a row, it was labeled as “needing improvement”. For a third year of not reaching an AYP, a school would be required to offer tutoring and other support services to those students who were in need. Fourth year non-AYP achievement would result in being labeled as “corrective action” needed. That “corrective action” could be as serious as replacing staff if necessary. Further corrective actions were put in place for fifth year and sixth year AYP failures, to the extreme that a school could lose funding, be closed or turned over to a private entity to be run as a charter school.

Along with yearly standardized testing, states were to provide schools with “highly qualified” teachers. Existing or tenured teachers were required to meet specific standards like that of a new teacher which could include a bachelor’s degree in teaching, be certified and have specific subject knowledge. Further, teachers were required to meet a “high, objective, uniform state standard of evaluation” aka “HOUSSE”. Problems existed in that educators throughout have struggled to identify specific teacher traits that are important for student achievement. No consensus could be met on what traits were important. Further research is required before “trait standards” can be ascertained.

In early implementation, Congress allotted massive amounts of funding for NCLB in elementary and secondary education. A new Reading First program was created at a cost of over \$1 billion where grant funds were distributed to local schools in an effort to help teach reading and additionally, \$100 million for a companion program called Early Reading First. Priority for funding was given to lowest-income areas. Funding was eventually cut with budget issues. Over the next several years, many different aspects of the NCLB Act as well as funding sources changed.

A state assessment in 2005 showed marked improvement in student test scores for reading and math. It became apparent, however, that teacher focus was on teaching students to achieve higher scores on the standardized tests – the measuring tool.

In 2010, the President rolled out the blueprint for the Elementary and Secondary Education Act, the successor to the NCLB Act. In this blueprint, legislation would lessen its stringent test score accountability punishments and focus more on student improvement. School systems would be re-designed considering measures beyond reading and math tests. Incentives would be given to keep students enrolled in school instead of encouraging student drop-outs to increase the AYP scores. That Administration felt that standardized testing failed to capture higher level thinking and outlined new systems of evaluating student achievement, though standardized testing in some form would still be used. This plan came on the heels of the “Race to the Top” initiative, a \$4.35 billion reform program financed by the Department of Education through the American Recovery and Reinvestment Act of 2009. Resources were given to improve the quality of standardized testing requirements and accountability measures produced by these tests. Critics maintained that high stakes testing is detrimental to school success as it encourages teachers to “teach to the test” and places undue pressure on those schools and teachers failing to reach the stated benchmarks. By 2015, the NCLB Act was replaced with the “Every Student Succeeds Act” or ESSA. During the last decade and as a result of the NCLB Act, education reform has been at the forefront and the “Common Core State Standards” were developed.

DISCUSSION

What is the Common Core? It is an educational initiative that details what students in grades Kindergarten through 12th grade throughout the United States should know in subjects of English Language Arts, Mathematics, History/Social Studies, Science and Technical Subjects to ensure that all students are literate and college and career ready no later than the end of high school. This was developed through a collaborative effort between the Council of Chief State School Officers (CCSSO) and the National Governors Association (NGA). Initially, 46 states adopted the Common Core Standards with Kentucky being the first to jump on board. Of the initial 46 states, 12 have now introduced legislation to repeal the CCSS outright with 4 states having since withdrawn. The CCSS are a continuously evolving standards as new and better data emerges. Input is gathered from numerous sources including state departments of education, scholars, assessment developers, and professional organizations, educators from kindergarten through college level, parents, students and other members of the public.

CCSS are designed to prepare our students for the future by teaching them real-world skills they will need entering into college and then on to a career. The major benefit of the CCSS is that with almost all of our states implementing the CCSS, keeping the curriculum for English Language Arts and Math similar enough for each grade level, that if a family moved from one state to another, their child(ren) will have access to the same lesson types. In the educational video explaining the CCSS that is available on the California State Education website, it explains the CCSS like this:

...“You can think of kindergarten to 12th grade like a giant staircase. Each step is a skill your child needs to learn before stepping up to the next one. But right now, too many kids aren’t really confident with like $2 + 2$ before they have to move on to 2×2 . We need more focus on the skills that help them move up the stairs or they can slip up and fall behind. Further, each standard creates a landing on the staircase, a stop along

the way as your child heads toward high school graduation. Each stop is a chance for every parent and teacher to focus on the skills their students are supposed to know at that step no matter the ZIP code, language or race. And more importantly, each standard makes sure all students are learning what they need to know to get to graduation and beyond. Because something like coming to a hundred leads to understanding dollars and cents which eventually leads to understanding how to manage a budget. Secondly, the standards are consistent from school-to-school and they match up against international standards too. Now, we know how we're doing compared to just about everyone. So even though local communities will still design their own curriculum, with the same rules, everybody can compete on the same kind of staircase but standards aren't learning. That's why we need teachers, parents and students to help make that happen by working together to help kids meet these standards. The world is getting more and more competitive every day. But now, when our kids get to the top of their staircase, they can have way more options on where their life goes from there. Clear goals, confident well-prepared students, that's the Common Core State Standards"

Though California's original educational standards were very rigorous, overall they didn't focus enough on preparing students to be college and career ready after high school graduation. Some of the outgoing curriculum in California was more rigorous than what was being proposed for the new standards so portions were integrated back into the new curriculum. Now with CCSS, students learn materials at a greater depth so they are able to use and apply information. One teacher stated that "before, we just taught kids simple reading, writing and arithmetic. Now, we teach them how to apply what they learn to everyday life skills". For example, students are taught to read informational text, then write supporting arguments based on the text they have read.

Under the CCSS mathematics are done beyond simple calculations. Solid mathematical foundations are provided to students in earlier grades where they learn in whole numbers, addition, subtraction, multiplication, division, fractions and decimals. When they reach higher grade levels, their understanding of mathematical concepts is much greater and more entrenched. The California Common Core State Standards for Mathematics (CA CCSSM) provides higher mathematical standards in two model courses or pathways: the Traditional pathway which includes Algebra I, Geometry, and Algebra II. The Integrated pathway includes Mathematics I, II, and III. Whichever pathway a school district decides to take, each student must learn the concepts and skills in the K-8 standards to be ready for the rigors of these courses. Further, regardless of which pathway is chosen, students will also use "modeling" which is a Standard for Mathematical Practice as well as a conceptual category for higher mathematics. Modeling is "the process of choosing and using appropriate mathematics and statistics to analyze situations, to understand them better and to improve decisions." According to the California Department of Education, as a mathematical practice, modeling should be interwoven throughout both pathways and bridge the gap between academic and real-world problems (California Department of Education June 2013).

Students are expected to meet each year's CCSS for that particular grade level before advancing to the next. They are expected to be able to retain and further develop skills that were mastered in their preceding grades. They are also expected to work steadily toward meeting the expectations described in the College and Career Readiness (CCR) standards.

The CCSS are divided into individual grade levels in kindergarten through 8th grade. Two-year bands are used for grades 9-10 and 11-12 to allow schools flexibility in high school course design. The CCSS leave room for teachers to use whatever tools and knowledge that their professional judgment and experience deem most helpful for meeting the CCSS. This gives a great deal of flexibility to districts and their schools. They are allowed to choose different publishers and use many additional resources to teach the curriculum as long as the outcome meets the mandated CCSS. Here in Siskiyou County, representative teachers from all the districts are involved in choosing what publisher's textbooks and materials will be used. Each year, one of the subject areas is implemented. The first one to be implemented four years ago was English Language Arts. Math followed the subsequent year. Currently, the implementation of the new Science curriculum is being addressed. The next cycle will again be the English Language Arts where there will be a county-wide adoption of specific publisher's textbook(s). These publishers will provide training necessary for staff to teach the curriculum. Siskiyou County has 25 school districts and 2 charter schools under its umbrella. The charter schools are unlike other public schools as they are not mandated to teach the "CCSS". The Northern United Charter School (formerly Mattole) has 126 students and Golden Eagle Charter School currently has approximately 480 students. The Memorandum Of Understanding between the charter schools and the Siskiyou County Office of Education states that students attending the charter schools must be Siskiyou County residents.

Adequately measuring whether or not the development and mandate of the CCSS has improved student learning has been difficult as there has not been sufficient time to analyze the data. However, now that we in our county will soon be entering into our fifth year of adoption, we have new data coming in that is more accurate and that has validity indicating a marked improvement in overall student learning. For those schools and school districts who are not yet "measuring up", the County Office of Education is required to offer differentiated assistance to assist those that may be struggling. In other words, to provide individually designed assistance to address specific identified performance issues. At the writing of this report, it could not be ascertained whether there had been any type of national survey done on whether the CCSS had a marked improvement on our students' scores.

What Common Core State Standards do not cover:

- They do not tell us how teachers should teach, only what students are expected to know and be able to do.
- They do not describe all that can or should be taught. A great deal is left to the discretion of the teacher.
- They do not define advanced work for students who meet the standards prior to the end of high school.
- Though grade specific standards are set, there are no defined interventions or materials to support students who are well below or well above grade-level expectations.
- Also beyond the scope of standards is a defined full range of supports appropriate for English language learners and for students with special needs. However, students have opportunity to learn and meet the same high standards if they are to acquire skills necessary immediately following high school graduation.

What is an example of a student portrait after being taught by the CCSS?

- Ability to comprehend and evaluate complex texts across a range of types and disciplines and be able to construct effective arguments and convey intricate information.
- Be self-directed learners and able to use a wide range of vocabulary. Also to be good listeners discerning precisely what an author or speaker is saying.
- Become proficient in new areas through research and study.
- Become proficient in the use of technology and digital media by learning strengths and limitations of various technological tools and media and select the best method to use for their communication goal.
- Be able to apply mathematical ways of thinking to real world issues and challenges, as well as construct sound mathematical arguments. Use mathematics in ways that produce various outcomes and be able to apply and solve complex problems.
- Greater diversity.

As stated in the California Department of Education Curriculum, Learning and Accountability Branch, the CCSS define what it means to be a literate person in the 21st century. *“Students who master the standards will be fluent readers, critical thinkers, informative writers, effective speakers, and engaged listeners. They also will use technology as a source of information and a means of communication.”*

The homework of today is not like the homework of yesterday. It is much more complex with terms and problems many of us did not experience in our school days. Parents often become confused and frustrated and unable to assist their child(ren) with homework. The CCSS are a new way of learning prompting new ways of thinking. Good or bad, in California, the Common Core State Standards are here to stay. At least for a while anyway!

There is an ocean of information available on the Common Core State Standards. Many of our county school websites have informational tabs and links to help inform parents of what the “Standards” are about. Visit your school’s website or another excellent source is the California State Department of Education (CSDE) website: <https://www.cde.ca.gov>. Within this website are scores of links and tabs that have information on the “Standards”

Go to the CSDE website and choose “Standards & Framework”. Next, click on “Common Core State Standards”. Then, under “Resources” is a “Student/Parent” tab. Here, a parent can find all the information they may need to understand the “Standards”. There is also an informational video as well as easy to read printable brochures on specific subject matters such as Reading Comprehension and Writing Skills. Also available are tools to help parents learn and in turn, be more adept at helping their child(ren) with their homework and most importantly, what their children are learning in school to prepare them for their future.

Also explore <http://www.corestandards.org> – Very informational

Questions: Common Core Team | commoncoreteam@cde.ca.gov | 916-319-0881.

It is the hope of the 2018/19 Civil Grand Jury that readers have gained a better understanding of the Common Core Curriculum Standards or at least, enough resource information has been given for readers to seek and further their knowledge on the subject matter.

This information was generated from the following resources:

- California Department of Education
- California State Board of Education
- Sacramento County Office of Education
- Siskiyou County Office of Education
- United States Department of Education
- National Governor's Association
- Council of Chief State School Officers
- Mathematics Standards/Common Core State Standards Initiative

Siskiyou County Schools: Are They Safe?

BACKGROUND

Public safety is a primary responsibility of government at all levels, especially for our schools. The safety programs must be inclusive for our teachers, administrators, and especially our children. While this should be a given and normal environment, recent history has shown that the assumption of safety cannot be taken for granted. The world has changed. We cannot wait for an emergency situation to occur in Siskiyou County schools before we take action.

This jury sought to first educate itself on what laws are currently in place in California with regard to school safety, and secondly, are our Siskiyou County schools complying with those laws and are they prepared should an incident occur.

SUMMARY

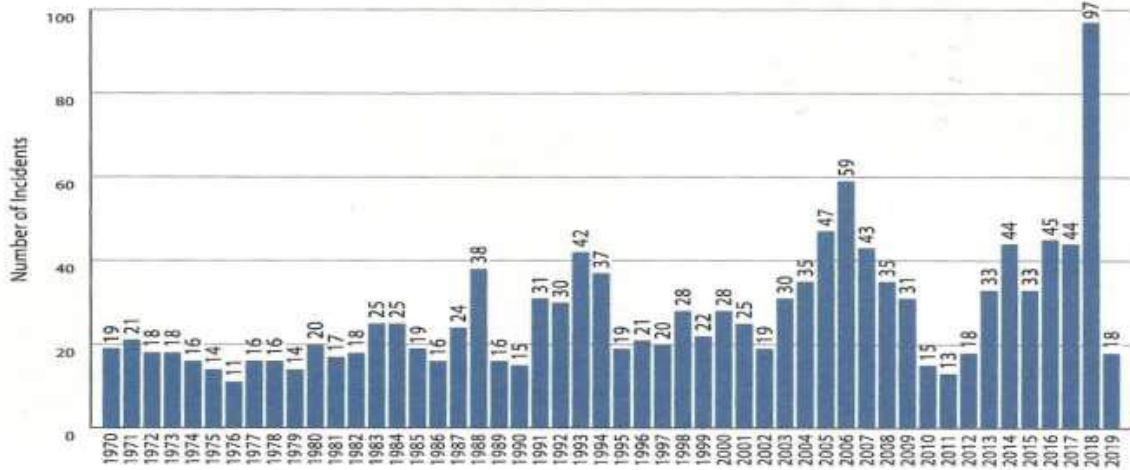
Siskiyou County has an area of 6,347 sq miles with a population of 45,000. Within this area there are 27 elementary schools, 2 charter schools and 12 high schools. This is a large area for law enforcement to cover.

As of the writing of this report, and according to data from the Washington Post newspaper, our nation has experienced more than 230 school shootings in the last two decades, not including shootings at our colleges and universities.

Statistics kept by the Center for Homeland Defense and Security are more detailed: *"each and every instance in which a gun is brandished, fired, or a bullet hits school property for any reason, regardless of the number of victims (including zero), time, day of week, or reason (e.g. planned attack, accidental, domestic violence, gang-related) in grades K-12), is recorded. Since 1970, 1,360 such incidents have been logged. (see www.CHDS.US).*

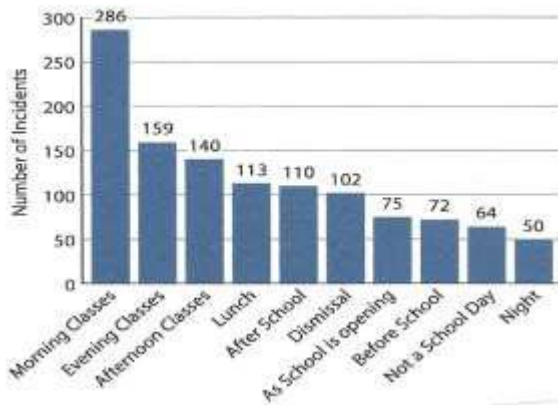
INCIDENTS BY YEAR

Based on publicly available data on incidents from 1970-present



INCIDENTS BY TIME OF DAY

Based on publicly available data on incidents from 1970-present



The Center for Homeland Defense and Security also keeps track of the time of day an incident may occur with most happening during morning classes and the least in the evening.

INCIDENTS BY STATE

Based on publicly available data on incidents from 1970-present



Location of each incident is also tracked. These firearm incidents have occurred in every state across our nation with California in the lead.

What is happening in our nation? Looking at the data available, there was a marked increase in school shootings in 2018. California legislature has sought to ensure each educational entity has a detailed safety plan in place to help address the school shooting epidemic.

It is also the intent of The Legislature that all school staff be trained on the plan, as well as all students. A “Safety Plan” is *a plan to develop strategies aimed at the prevention and education about potential incidents involving crime and violence on the school campus.*

Though the required safety plans are focused a great deal on school shooting incidents, they also outline procedures for a number of other types of incidents which may include earthquake, flood, fire, child abuse, etc. Let’s look at wildfires. In November of 2018, California’s deadliest wildfire destroyed 95% of the town of Paradise, taking 88 lives. In this fire, all 9 schools as well as 6 charter schools were damaged or destroyed. Earlier in July, the Carr Fire in neighboring Shasta County took 5 lives and totally destroyed the small town of Keswick and their school as well as the town of Old Shasta where its school was nearly destroyed. Also in July 2018 our neighboring community of Hornbook was severely burned by the Klamathon fire. Eighty- two structures were destroyed, 12 structures were damaged, and 1 civilian was killed. Are Siskiyou County schools ready for these types of emergencies? Our readiness was tested in 2014 with the Boles Fire and necessary evacuation of the schools in the town of Weed. The 2014-15 Civil Grand Jury wrote a complete and informative report on this incident. Visit www.co.siskiyou.ca.us to review a copy of this report. Other than wildfires, are schools ready to act in an emergency situation such as an active shooter, flood, earthquake, volcanic eruption, gang related crime, bullying or other safety issues?

METHODOLOGY

Members of the Siskiyou County Civil Grand Jury conducted interviews, reviewed school websites, performed surveys and engaged in extensive research to determine whether our schools in Siskiyou County are compliant with the requirement set forth in the Education Code with regard to Comprehensive School Safety Plan (CSSP).

DISCUSSION

Required school safety plans have been in place in most schools for years. On January 1, 2019, Assembly Bill 1747 (Rodriguez) amended sections of the California Education Code, Sections 32280 – 32289) and became law. Section 32280 states: *“It is the intent of the Legislature that all California public schools, in kindergarten, and grades 1 to 12, inclusive, operated by school districts, in cooperation with local law enforcement agencies, community leaders, parents, pupils, teachers, administrators, classified employees, and other persons who may be interested in the prevention of campus crime and violence, develop a comprehensive school safety plan that addresses the safety concerns identified through a systematic planning process. It is also the intent of the Legislature that all school staff be trained on the comprehensive school safety plan. For the purposes of this section, law enforcement agencies include local police departments, county sheriffs’ offices, school district police or security departments, probation departments, and district attorneys’ offices. For purposes of this section, a “safety plan” means a plan to develop strategies aimed at the prevention of, and education about, potential incidents involving crime and violence on the school campus.”*

Key changes in the existing Education Code governing school safety that became effective January 1, 2019 were:

- The Comprehensive School Safety Plan (CSSP) and any updates made to the plan must be shared with the law enforcement agency, the fire department, and the other first responder entities.
- Procedures for conducting tactical responses to criminal incidents, including procedures related to individuals with guns on school campuses and at school-related functions must be developed. The procedures to prepare for active shooters or other armed assailants are based on the specific needs and context of each school community.
- Assembly Bill 2291 requires local educational agencies to adopt, on or before December 31, 2019, procedures for prevention of acts of bullying, including cyberbullying. The bill does not require that these be placed in the CSSP, however, they may be placed in it.
- AB 2291 requires that schools operated by a school district or county office of education (COE) and charter schools annually make anti-bullying / cyberbullying training available to certificated school site employees and all other employees who have regular interaction with pupils
- Each school is to review, update, and approve its plan by March 1, every year.

Members of this Civil Grand Jury chose to determine whether or not schools within the county have Comprehensive School Safety Plans (CSSP) in place for their staff and students. In early April of 2019, a telephone survey was conducted with 22 schools within Siskiyou County. Of these 22 schools, six did not answer and did not return our calls, though requested to do so. One small school was unsure if they had a safety plan at all while another was still in the process of writing their plan. Three of the schools contacted were awaiting their Boards approval before the “Plan” would be filed with the Superintendent of Schools. Another small school was very reluctant to give us information over the phone and asked several questions including what student attended their school that was related to the caller. An additional three schools contacted have their CSSP posted on their school’s website, though concerns arose at the detailed information shared on one of the sites. Given the results of the survey, it is suggested that schools only post general CSSP information on websites and keep confidential information off the web site. Several schools contacted are in compliance with CEC §32286 and have their CSSP on file with the Superintendent of Schools Office. An individual interviewed advised that due to the new requirement to have a school’s CSSP on file by March 1, 2019, a little extra time was being given but all schools were expected to have them filed accordingly and no later than March 31, 2019. The Superintendent of Schools Office is currently in the process of determining whether each of the Plans filed have met the requirements that are set forth in CEC §§32281 – 32289.

While interviewing an individual, it was discovered that all schools within the county are required to have a fire drill each month. When a drill is conducted, the date and time is logged. These must be on file at all times for inspection by administration, insurance agents, fire officials, etc. There could also be a “false” drill happening. A prospective shooter could set a false alarm causing crowds of students and staff to

become a potentially large target. It was discovered that at least one school within the county has not been diligent in keeping up with their mandated fire drills.

In May of 2017, representative staff from school districts across the county participated in "ALICE" training (Alert, Lockdown, Inform, Counter, Evacuate), conducted by experts in the field. Though unable to ascertain whether all schools consistently engage in ALICE drills or active shooter training, each school is encouraged to make this a priority along with other such emergency drills like fire and earthquake. The Superintendent of Schools meets regularly with local law enforcement (Sheriff and Yreka Police Department), Child Protective Services, Cal Fire, Mental Health and other agencies to review school safety and emergency strategies. Ongoing training and consistent drills in all schools are recommended by this Grand Jury to keep school staff and students as safe as possible in an emergency or active shooter situation. Further follow-up on the drills each school conducts is advised.

Many schools within the county have what is called an "open campus" policy. This allows students to leave campus for lunch. While this is desirable for students it creates the potential for a shooter to attack pupils off campus or sneak in with the returning students. A closed campus would increase control over student population and deny campus access to unauthorized individuals.

How are parents informed if an incident should happen? There are various means of how a school district within Siskiyou County notifies parents in an event of an emergency. The Superintendent of Schools Office is currently assessing an "all call communication system" similar to the County's Code Red system that could be used for all schools within the county. Also, it would be very helpful to parents if there were a standard, basic informational pamphlet that outlined the basics of the School's Safety Plans. This would be an area for future follow up.

To conclude, most of the schools within Siskiyou County are on track with the requirements of the Education Code regarding developing, implementing, periodically reviewing and filing of their CSSP. In an effort to assist schools to ensure compliance, the California Department of Education shares the table below to help schools develop their CSSP.

Compliance Tool for a Comprehensive School Safety Plan

California *Education Code* sections 32280–32289

Required and Recommended Components for a Comprehensive School Safety Plan

Note: This tool is designed to assist schools in developing and updating Comprehensive School Safety Plans (CSSPs). Use of this tool is optional. Each school, school district, and county office of education is responsible for compliance and familiarity with all sections of California *Education Code* sections 32280–32289.

Section 32280	Mandate Met	Comments, Suggested Details (resources, activities, etc.)
It is the intent of the Legislature that all school staff be trained on the CSSP	Include date and plan	Comments
Section 32281	Mandate Met (date, plan)	Comments, Suggested Details (resources, activities, etc.)
<p>(b)(1) Plan is written and developed by a school site council (SSC)</p> <p>(2) The SSC may delegate this responsibility to a safety planning committee made up of principal/designee, teacher, parent of child who attends the school, classified employee, and others, if desired</p>	Include date and plan	Include planning committee roster
<p>(b)(3) SSC/Planning Committee consulted with a representative from a law enforcement agency, a fire department, and other first responder entities in the writing and development of the CSSP</p> <p>The CSSP and any updates made to the plan must be shared with the law enforcement agency, the fire department, and the other first responder entities</p> <p>Effective January 1, 2019, Assembly Bill 1747 expanded the requirements of this section as noted here</p>	Include date and agencies	Comments
Section 32282	Mandate Made (date, plan)	Comments, Suggested Details (resources, activities, etc.)

Section 32280	Mandate Met	Comments, Suggested Details (resources, activities, etc.)
It is the intent of the Legislature that all school staff be trained on the CSSP	Include date and plan	Comments
Section 32281	Mandate Met (date, plan)	Comments, Suggested Details (resources, activities, etc.)
<p>(b)(1) Plan is written and developed by a school site council (SSC)</p> <p>(2) The SSC may delegate this responsibility to a safety planning committee made up of principal/designee, teacher, parent of child who attends the school, classified employee, and others, if desired</p>	Include date and plan	Include planning committee roster
<p>(b)(3) SSC/Planning Committee consulted with a representative from a law enforcement agency, a fire department, and other first responder entities in the writing and development of the CSSP</p> <p>The CSSP and any updates made to the plan must be shared with the law enforcement agency, the fire department, and the other first responder entities</p> <p>Effective January 1, 2019, Assembly Bill 1747 expanded the requirements of this section as noted here</p>	Include date and agencies	Comments
(a) CSSP includes, but is not limited to the following	Include date and plan	Comments

<p>(1) An assessment of the current status of school crime at the school and at school-related functions that may be accomplished by reviewing one or more of the following types of information, is included:</p> <ul style="list-style-type: none"> • Office Referrals • Attendance rates/School Attendance Review Board • Suspension/Expulsion data • California Healthy Kids Survey • School Improvement Plan • Local law enforcement juvenile crime data • Property Damage data 	<p>Include date and plan</p>	<p>Describe the data reviewed and key analysis points, and table of findings</p> <p>Document how this information was shared with SSC/planning committee</p>
<p>(2) Appropriate strategies and programs that provide and maintain a high level of school safety and address the school's procedures for complying with existing laws related to school safety are identified. These include but are not limited to the following:</p>	<p>Include date and plan</p>	<p>Additional items to consider:</p> <p>Threat Assessment Student Support Teams</p>
<ul style="list-style-type: none"> • Child Abuse Reporting procedures 	<p>Include date and plan</p>	<p>Include board policy and site-specific steps</p>
<p>(B) Disaster procedures, routine and emergency plans, and crisis response plan are developed and include adaptations for pupils with disabilities and the following:</p>	<p>Include date and plan</p>	<p>Use the Standardized Emergency Management System as detailed in the California Emergency Services Act 8607 and the supporting <i>California Code of Regulations</i></p>
<ul style="list-style-type: none"> • Earthquake emergency procedure system that includes: • A school building disaster plan <p>Note: Building disaster plan emergency procedures and drills for the following situations that may be associated with an earthquake or other emergency event should be developed and adapted to each school's needs and</p>	<p>Include date and plan</p>	<p>Detail response procedures may include:</p> <ul style="list-style-type: none"> • Lock Down • Secure School • Active intruder or other threat(s) <p>Describe information on training and exercise drills</p>

<p>circumstances in collaboration with first responders and community partners. These situations may include but are not limited to:</p> <p>Fire; Relocation/Evacuation; Bomb Threat; Bioterrorism/Hazardous Materials; Earthquake; Flood; Power Failure/Blackout; Intruders/Solicitors; Weapons/Assault/Hostage; Explosion; Gas/Fumes</p> <ul style="list-style-type: none"> • a drop procedure (students and staff take cover) drop procedure practice must be held once each quarter in elementary; once each semester in secondary schools • protective measures to be taken before, during, and after an earthquake • a program to ensure that pupils, and certificated and classified staff are aware of and are trained in the procedures 		
<ul style="list-style-type: none"> • Procedures are established to allow a public agency, including the American Red Cross, to use school buildings, grounds, and equipment for mass care and welfare shelters during an emergency 	<p>Include date and plan</p>	<p>Comments</p>
<p>(C) Suspension/Expulsion policies and procedures</p>	<p>Include date and plan</p>	<p>Refer to board policy, include site-specific steps, if needed</p>
<p>(D) Procedures to notify teachers of dangerous pupils</p>	<p>Include date and plan</p>	<p>Refer to board policy, include site-specific steps, if needed</p>
<p>(E) Discrimination and Harassment Policy that includes hate crime reporting procedures and policies</p>	<p>Include date and plan</p>	<p>Include complaint and investigation procedure</p>
<p>(F) If a Schoolwide Dress Code exists, include prohibition of gang-related apparel</p>	<p>Include date and plan</p>	<p>Comments</p>
<p>(G) Procedures for safe ingress and egress of pupils, parents, and</p>		<p>Reference campus visitor policies. Other items may include but are not limited to:</p>

Section 32280	Mandate Met	Comments, Suggested Details (resources, activities, etc.)
It is the intent of the Legislature that all school staff be trained on the CSSP	Include date and plan	Comments
Section 32281	Mandate Met (date, plan)	Comments, Suggested Details (resources, activities, etc.)
<p>(b)(1) Plan is written and developed by a school site council (SSC)</p> <p>(2) The SSC may delegate this responsibility to a safety planning committee made up of principal/designee, teacher, parent of child who attends the school, classified employee, and others, if desired</p>	Include date and plan	Include planning committee roster
<p>(b)(3) SSC/Planning Committee consulted with a representative from a law enforcement agency, a fire department, and other first responder entities in the writing and development of the CSSP</p> <p>The CSSP and any updates made to the plan must be shared with the law enforcement agency, the fire department, and the other first responder entities</p> <p>Effective January 1, 2019, Assembly Bill 1747 expanded the requirements of this section as noted here</p>	Include date and agencies	Comments
school employees to and from school site		crossing guard program, safe routes to school, pedestrian, vehicle and bicycle policies, traffic safety
(H) Maintain a safe and orderly environment conducive to learning at the school	Include date and plan	Comments
(I) Rules and procedures on school discipline are established	Include date and plan	Comments

<p>(J) Procedures for conducting tactical responses to criminal incidents, including procedures related to individuals with guns on school campuses and at school-related functions must be developed. The procedures to prepare for active shooters or other armed assailants are based on the specific needs and context of each school and community</p> <p>Note: Effective January 1, 2019, AB 1747 requires the inclusion of these procedures</p>		<p>Consult with local law enforcement partners on developing these procedures</p>
<p>(c) Where practical, consult, cooperate and coordinate with other school site councils or school safety planning committees</p>	<p>Include date and plan</p>	<p>Comments</p>
<p>(d) Evaluate and amend the plan as needed and at least once each year, to ensure the plan is properly implemented</p> <p>An updated file of all non-sensitive safety-related plans and materials is readily available for inspection by the public</p>	<p>School must review, update, and approve by March 1</p>	<p>Comments</p>
<p>(e) The Legislature encourages that policies and procedures aimed at the prevention of bullying be included in the CSSP</p> <p>Note: Effective January 1, 2019, Assembly Bill 2291 requires local educational agencies to adopt, on or before December 31, 2019, procedures for prevention of acts of bullying, including cyberbullying. The bill does not require that these procedures be placed in the CSSP, however, they may be placed in it</p> <p>AB 2291 requires that schools operated by a school district or county office of education (COE) and charter schools annually make bullying and cyberbullying training available to certificated school site employees and</p>	<p>Include date and plan</p>	<p>Comments</p> <p>The Legislature encourages, and the California Department of Education (CDE) concurs, that these procedures and other related policies be included in the CSSP</p> <p>Online Bullying Prevention Training Programs can be accessed on the CDE Bullying Publication and Resources web page at https://www.cde.ca.gov/ls/ss/se/bullyres.asp</p>

<p>all other employees who have regular interaction with pupils</p>		
<p>Section 32282.1</p>	<p>Mandate Made (date, plan)</p>	<p>Comments, Suggested Details (resources, activities, etc.)</p>
<p>(a) Schools are encouraged to include clear guidelines for the roles and responsibilities of the positions listed below (if used by the district):</p> <ul style="list-style-type: none"> • Mental health professionals, school counselors • Community intervention professionals • School resource officers, police officers on campus <p>(b) The guidelines are encouraged to include strategies to create and maintain positive school climate and mental health protocols for the care of students who have witnessed a violent act at any time</p>	<p>Include date and plan</p>	<p>Include school counselors, nurses, coaches, athletic directors, and other positions, if used</p>

Section 32284	Mandate Made (date, plan)	Comments, Suggested Details (resources, activities, etc.)
Plan may include procedures for responding to the release of a pesticide or other toxic substance from properties located within one-quarter mile of a school	Include date and plan	Comments
Section 32286	Mandate Made (date, plan)	Comments, Suggested Details (resources, activities, etc.)
(a) Each school review, update, and approve its plan by March 1, every year	Include date and plan	See Section 32288 for guidance on school district or COE approval timeline
Section 32288	Mandate Made (date, plan)	Comments, Suggested Details (resources, activities, etc.)
(a) Submit the plan to school district office or COE for approval	Include date and plan	California Department of Education recommends that the plans be approved within a month of school approval or as soon as possible
(b)(1) Before adopting its CSSP, SSC/Planning Committee presented the school safety plan at a public meeting at the school site that allowed for public opinions	Include date, agenda, and supporting communication	See notification requirements in Section 32288(b)(2) and recommendations in Section 32288(b)(3)
(c) Each school district or COE must annually notify the CDE by October 15 of any schools that have not complied with Section 32281	Written notification to State Superintendent	Comments

Note: This tool is designed to assist schools in developing and updating CSSPs. Use of this tool is optional. Each school, school district, and COE is responsible for compliance and familiarity with all sections and requirements of California *Education Code* sections 32280–32289.

FINDINGS

F1: CSSP plans at some schools are substandard and have not been reviewed annually.

F2: Some schools that have their CSSP posted on a website have disclosed information that could assist criminal activity.

F3: During the Grand Jury's investigation it was discovered that at least one of the schools surveyed was not conducting required monthly fire drills.

F4: County schools currently do not have a uniform alert system for notifying parents in an emergency. The Superintendent of Schools is currently assessing an "all call" system similar to the County's Code Red system.

F5: ALICE training and drills have been conducted at some schools to prepare for a potential emergency situation.

F6: Education Code §32282(G) procedures for safe ingress and egress for pupils, parents, and employees were implemented at some schools within the county.

RECOMMENDATIONS

R1: The Superintendent of Schools should ensure that all schools in Siskiyou County are in compliance with Education Code §32282 and have all schools' CSSP on file.

R2: Schools need to review their websites and remove information that might aid criminal activity.

R3: The Superintendent of Schools or designee should follow up with each school or school district regularly to ensure their drills are being conducted. In turn, the Superintendent of Schools or designee could require the Administrator or governing board of each school district to file a report with their office showing the dates and times of fire drills or any other emergency drills that are being conducted.

R4: The Superintendent of Schools should continue an assessment of the "on call" system, such as the county's Code Red system, with a goal of implementation by January 1, 2020.

R5: More frequent ALICE Training for school staff is advised as well as increased parent awareness. Consider including a safety procedure element such as a brochure or pamphlet in parent teacher conferences so that everyone knows what to do.

R6: Consider designating all schools as a closed campus to minimize the potential for criminal activity.

REQUEST FOR RESPONSES

Pursuant to Penal Code section 933.05, the Siskiyou County Civil Grand Jury requests the Superintendent of Schools respond to the findings and recommendations in this report and take action as appropriate.

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that report of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

INSPECTION OF THE SISKIYOU COUNTY JAIL AND DAY REPORTING CENTER



SUMMARY

In accordance with the State of California Penal Code, county correctional facilities in California may be visited and inspected by the Siskiyou County Civil Grand Jury (SCCGJ). The SCCGJ made arrangements with the Siskiyou County Sheriff's Department to visit the county jail facility. Also under the control and supervision of the Sheriff's Department is the Day Reporting Center. It is in fact an extension of jail operations and under the control of correctional staff. The Grand Jury was invited to observe the facility during the visit to review changes and procedures conducted there. As a result, the center was included in the inspection. These visits included a review of normal operating procedures, staffing, budget issues, improvements, and proposed changes for the future.

BACKGROUND

Consistent with previous reports and documentation, the SCCGJ observed that the inability to accommodate the number of inmates has been identified and documented for many years. County funding for a new jail facility, as part of a State of California cost sharing requirement, has been considered by the citizens of Siskiyou County as a sales tax increase in 2014 and again in 2016. Both efforts failed to pass by the voters. The County Board of Supervisors (BOS) has been seeking solutions to the problem which comes down to funding and a suitable location. The current proposal being considered is to convert the existing 40 bed Charlie Byrd Youth Correctional Center into a 160 bed jail. This has considerable merit but completion of this project if approved is not expected until at least 2023.



The current jail was built in 1987 and began operations in 1988. The original design capacity was for 68 inmates serving misdemeanor violations and those awaiting trial and sentencing for both felonies and misdemeanors. The County has installed double bunks and has made other changes where possible to increase capacity to a maximum of 104 inmates. The jail is being managed by a staff of 35 sworn officers supported by 11 administrative staff. There are 5 correctional officers operating the Day Reporting Center. The inmate ages vary greatly from 18 to 70.

The staff was cooperative and supportive of the visit and receptive to concerns and questions presented. This greatly enhanced the overall picture of daily operations and procedures within the facilities.

METHODOLOGY

In attendance were members of the Civil Grand Jury who inspected the physical layout of the jail and the Day Reporting Center (DRC). Staff at these facilities explained to the SCCGJ procedures for handling of inmates. In addition, the SCCGJ reviewed facility operations, maintenance, security, and health care services available to inmates.

DISCUSSION

Steps to correct the overcrowding situation at the jail or replace the facility have failed. The issue was placed on the ballot twice to meet matching fund requirements by the State of California and failed to pass. This has placed potential and unacceptable risk to staff managing the jail and to public safety within the county.

Public safety is the number one mission and responsibility of government at all levels. The California Public Safety Realignment Act of 2011(AB109) mandated that low-level felony inmates normally serving in state prisons are now placed in county jails. As a

result, the jail has undergone a major transformation and an increased number of inmates housed or received at the County Jail. This has caused an additional burden on facilities already stretched to the limit. The jail is operating at maximum capacity with felons and those awaiting trial or sentencing. There is little to no room for misdemeanor or lower level felony inmates to be placed at the jail. This causes lower level offenders to be released as higher level offenders arrive so not to exceed maximum capacity. Court action is often required to release inmates back into the community placing them with the public and on the street.

The old jail, which is located directly across the street from the existing facility, had to close by court order due to age, condition, size, and inability to meet the needs of a growing community. The replacement was built on a very tight budget. The current jail facility is suffering from many of the same problems.

The cost per inmate for each day in the jail is \$139 which is an increase of 3.5 % over last year. The current annual budget is \$4.5 million or an 11% increase from the last fiscal year. Much of the required training to keep staff current in their training is conducted on-site whenever possible to keep costs low. Overtime is carefully managed to control expenses while maintaining a safe working environment. A larger jail serving a much larger inmate population would not cost significantly more to maintain per inmate due to technology changes and better inmate control features. The inmate to staff ratio would also be improved.

While conducting the tour, it was evident to the SCCGJ that the jail facility is clean and well-run utilizing inmate labor whenever possible for cleaning and maintenance. Although operating at nearly twice the designed capacity, use of available space is outstanding. The SCCGJ observed two of the biggest challenges: 1) the preparation of meals and 2) laundry. By using an innovative bagging system, clothing is cleaned without the need for separation, utilizing a single commercial washer and dryer. The kitchen is small but functions well to provide service and quality food.

Inmates are separated based on risk assessment whenever possible and placed into double bunk cells where they are closely monitored and controlled. An adequate but small recreational area is available as needed. Mingling inmates is always a negative factor in an overcrowded facility where they are confined in close proximity with those of higher risk; space for anything else is simply not available. The classification of prisoners based on the threat to others is an important aspect in detention life to reduce tension and maintain order.

When jail staff need to move inmates from one area of the facility to another, staff have to take the inmates into areas such as control rooms, hallways, and walkways which can cause interaction with staff. The facility cannot be modified to eliminate this situation so staff must be aware of potential problems and be on alert for risks. The jail was designed to accommodate misdemeanor offenders and those awaiting court proceedings, not high risk felons. The control rooms utilized for close monitoring of the facility are a mix of old and new technology, all centrally located, which is adequate and seems to work well. However, there are blind spots which are always a concern.

The medical treatment area is small but adequately staffed to meet the needs of the inmates. About 15% of inmates need mental health services. Medication is issued as

prescribed and voluntarily taken. It can be difficult to manage and handle inmates who refuse to take medication. The County cannot force inmates to take medication without a Court order. The medical staff was increased to 6 by adding two part time Licensed Vocational Nurses.

Maintenance for such an overcrowded facility is always a challenge. Electrical problems, leaking roofs, water heating equipment, and air conditioning systems are always an ongoing issue for the single maintenance technician on staff. The building was originally built on a tight budget and operates beyond design capacity. It is a credit to staff that it functions as well as it does.

Last year's SCCGJ inspection and report identified the issue of body cavity searches. This issue was addressed and it was recommended that medically trained staff be considered for on-site searches. Currently if this procedure is required, the inmate is transported to Fairchild Medical Center. The issue of body cavity searches was reviewed again during this visit. Staff explained that they do not wish to change their current procedure as it is rarely necessary and would not be cost effective. Currently, strip searches are conducted as needed and are considered adequate.

When an individual is transported to the jail and taken to the central booking area, they are searched and processed. The processing officer then makes a determination whether to release or detain the individual in the booking area, there are four holding cells, two sobering cells, and one safety cell. Individuals can be placed into any one of these pending disposition. A problem arises if a person is to be detained and not released. Admittance to the general jail population often requires another prisoner to be released.

Quick processing, while efficient, brings up another issue for individuals after release. Once back outside, many, especially the homeless, have nowhere to go. They often come from communities outside of Yreka and unless transportation is arranged, they are stuck here. For example, a homeless individual picked up in Weed was arrested and released five times in one night. It was cold outside and he had no place to go, so he would trespass in local business areas in order to be arrested again and again. This takes valuable law enforcement time away from the local police.

This was addressed by the Grand Jury report last year and is still an unresolved issue. The BOS has indicated that they are willing to work with the City of Yreka to solve this problem.

The Day Reporting Center (DRC) is an outside work program developed by the Sheriff's Department operated and controlled by jail staff. Lower risk inmates are placed in the DRC to serve their remaining sentences by working on projects in the community. This program reduces cost to the county. Inmates accepted into the program sign a contract agreeing to rules regarding work, conduct, and attendance. This program has an outstanding record.

The DRC programs and services are individually coordinated to assist inmates with the chief goal to reduce the potential recidivism. One day of inmate service at the DRC translates to a day served in jail enabling inmates to complete their sentence outside of incarceration. This program is cost effective when compared to incarceration. Additionally, inmates are provided an opportunity to build a solid work ethic.

Opportunities include lumber milling, furniture construction, animal husbandry, and other skills. Additional work programs include roadway and habitat cleanup, firewood production for the needy, and non-profit activities which benefits the community.

The DRC has developed a well-organized educational program to enable inmates to further their education to obtain a GED or beyond. Teachers at the local high school and college assist the inmates to achieve their goals and prepare them for the future.

The DRC has developed a “bike restoration program” where old or fixable bikes are collected, repaired, and donated to the needy. During the visit, we were able to see some of this work in progress. It is quite refreshing and a valuable resource.

The DRC is well maintained, equipped, and managed by trained staff. The County DRC staff maximizes its limited resources efficiently.

One issue the SCCGJ observed is accountability for inmates assigned to the DRC who do not have a reliable residential address so they can be reached. For example, homeless inmates who do not have a residence are allowed to participate in the program. Another example of this problem was an inmate with less than ten days remaining to serve, simply vanished. The honor system can only go so far and inmates should always be accountable and reachable.

A program sponsored by the California Department of Corrections and CALFIRE, accepts low-risk felons currently serving sentences and establishes conservation camps to fight wildfires throughout the state. One such location for this program to be implemented could be the Deadwood Conservation Camp located in Siskiyou County. Two possible advantages for Siskiyou County with this program are a reduction in inmate cost from \$139 to \$10 per day and resulting in space being made available in the jail. Qualifications for this program are high, but the potential for cost savings and increased space availability in the jail could make this worth exploring.

An issue presented during the jail visit was the impact a program with Deadwood would have with the Day Reporting Center. Both would have to compete with the same candidates for either program and both receive funding from the state. Jail staff feel they would rather maintain control of inmates locally and not send them out to Deadwood. Further, they feel that this would not result in a reduction in jail population as they are being considered for release to the DRC anyway and not confined to the jail. Some of these felons, low-risk or not, are being released into the community.

It is clear that this inspection has revealed that the reported issues facing the jail are a result of the inadequacy and lack of capacity of the facility due to the present overcrowding. The need to release inmates who should be retained is creating a possible threat to public safety. The staff is doing everything possible to maintain the jail with their limited resources, however, only so much can be done with the lack of adequate space. The voters have made their decision at the ballot box. The county now has the responsibility to rectify this problem. The State has approved their portion by way of a grant, but additional funding by the County is required.

FINDINGS

F1. As a result of AB109, the jail has been operating beyond design capacity for

many years and the jail cannot be modified to increase capacity. The need to release prisoners, to make room for higher risk ones, places an unacceptable risk to the citizens of Siskiyou County and the facility staff working there. A larger, modern and better equipped jail is desperately needed. The county's application for state funding (\$20 million from AB900) was awarded but the county is required to contribute the remaining funds (approximately \$2 to \$4 million). Funding is currently under consideration by the BOS. If such additional funding is provided by the county, the plan is to modify the existing Charlie Byrd Juvenile Correctional Center with an estimated date for completion in 2023.

F2. The potential for the county to participate in the Deadwood Conservation Camp program could possibly save the county money. While this may have an impact with the Day Reporting Center operation, the advantages of entering into a contract with Deadwood should be investigated. The need to investigate participation in the Deadwood Program becomes greater, considering the overcrowded condition of the current jail, the estimated completion time for a new jail facility, and subsequent release of inmates to make room for higher risk prisoners. Although leadership within the county has implemented programs such as the DRC, jail overcrowding remains a significant issue. It appears that other options such as the Deadwood Program, have remained undeveloped.

F3. Access to the Day Reporting Center for inmates without reliable contact information means the Center may not be able to reach a prisoner when necessary. A primary objective of the DRC is to prevent a re-occurrence of an offense. The lack of inmate contact information can contribute to a failure to achieve that goal. The DRC is being utilized to accommodate inmates who cannot be placed into the jail due to overcrowding. Some of them become homeless after release from jail. The DRC does not have an adequate system to contact homeless inmates participating in the DRC program. There is a possible threat to public safety if the DRC cannot contact a released inmate due to lack of contact information.

F4. Individuals released from central booking who live outside of Yreka, with no way to return home within Siskiyou County, is still an unresolved issue. From years past, prior to release, jail staff attempts to arrange for transportation. A better program to insure public safety is not defined. The example given of a homeless individual picked up in Weed was arrested and released five times in one night underscores the problem.

RECOMMENDATIONS

R1. Every effort should be taken to replace the jail with a new expandable facility that is capable of meeting the needs of the county now and into the future. The old jail was forced to be replaced by court action which resulted in the inadequate facility now in use. Unless something is done to produce a new jail to meet the needs of Siskiyou County, public safety will remain vulnerable. An approved and detailed plan to replace the jail by the BOS should be announced with required funding as soon as possible before state funding expires.

R2. The Deadwood Conservation Camp Program should be investigated to determine if it has merit and is feasible for Siskiyou County. If only one bed is opened and available with savings to the county, it would be worth it!

R3. Access to the Day Reporting Center for inmates should only be granted if reliable contact information is available and maintained.

R4. Siskiyou County residents released from jail should be assisted with transportation back to their home or community. For example, public transportation could

be used if a bus stop were available or the arresting officer from another community could be required to return the released inmate to their community. This may help alleviate the burden placed on the City of Yreka. If an individual is arrested in an outlying community for an offense not resulting in retention in the jail, a system to issue a citation and notice to appear should be considered to eliminate the need to transport the individual to the jail for booking.

REQUEST FOR RESPONSES

Pursuant to Penal Code section 933.05, the Siskiyou County Civil Grand Jury requests the Siskiyou County Board of Supervisors respond to R1 and R2 and the County Sheriff's Department address all the findings and recommendations in this report and take appropriate action.

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that report of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.

****SISKIYOU COUNTY SHERIFF'S DEPARTMENT RESPONSE TO THE 2018-2019 INSPECTION OF THE SISKIYOU COUNTY JAIL REPORT****

The purpose of this letter is to provide you a response to most recent Siskiyou County Civil Grand Jury Report, dated April 25, 2019, which summarized its inspection of the Siskiyou County Sheriff's Office (SCSO) Jail. I would like to take this opportunity to thank you and the grand jury for the professionalism and thoroughness which with they conducted their most-recent jail inspection. This letter will serve as a response to the recommendations made in the report.

Recommendation #1: (Need for new jail with greater capacity)

Response: As you know, the Siskiyou County Board of Supervisors has approved a new jail project at the Charlie Byrd Youth Correctional Center, which will increase jail capacity from the current 104 to a minimum of 160 beds. The project establishment with the Board of State and Community Corrections is scheduled for September 13, 2019 with a construction completion date of May 17, 2022 and a projected occupancy date of August 1, 2022 (schedule attached).

Recommendation #2: (Utilization of Deadwood Conservation Camp as alternative inmate site)

Response: I have directed jail staff to examine the feasibility of exploiting the Deadwood Conservation Camp program (e.g., practicality, cost-benefits, legal issues, eligibility, etc.). We will develop a response within 90-days.

Recommendation #3: (Issue of homeless inmates being assigned to the Day Reporting Center)

Response: The staff deems it advantageous to rehabilitate and otherwise employ alternative work project options for inmates, regardless of their residency and contact challenges. Although it is difficult to contact some inmates, many of these men and women have troubled lives and it is not uncommon for them to become homeless or move frequently. I will direct staff to ensure inmates provide precise information on their whereabouts even if homeless and we will continue to obtain cell phone numbers for participating inmates. If an inmate cannot afford a cellular phone, SCSO will attempt to coordinate services that will provide a phone, or we will obtain an alternate contact phone number.

Recommendation #4: (Transportation for inmates released from jail)

Response: The jail staff endeavors to assist inmates with transportation needs when they are released. I will direct jail staff to determine if STAGE or other county resources can be utilized and we will report back within 90-days. I will also direct jail staff to determine if more suitable release times can be coordinated to preclude inclement weather impacts and we will continue to allow inmates to use the jail lobby to await public or private transportation.

Sincerely, (signed Jon Lopey, Sheriff-Coroner)



photo by Civil Grand Juror Dale Lehman

**SISKIYOU COUNTY
AB900 PROJECT
PROJECT MILESTONE SCHEDULE – Design/Build
(Revised May 21, 2019)**

- | | | |
|-----|--|--------------------|
| 1. | Project Establishment | September 13, 2019 |
| 2. | Release of Request for Qualifications Issued by County | September 24, 2019 |
| 3. | Request for Qualifications Due to County | October 17, 2019 |
| 4. | Performance Criteria and Concept Drawing Approval
<i>Ground Lease, Right of Entry and all Easements must be executed before Release of RFP approval can be given. All Hands Meeting must occur before these agreements can be executed.</i> | April 10, 2020 |
| 5. | Release of Request for Proposals
Approved by Department of Finance | June 5, 2020 |
| 6. | Release of RFP by County | June 8, 2020 |
| 7. | Proposals Due to County | July 31, 2020 |
| 8. | Design Build Award by County
(Board of Supervisors meeting)
<i>Bond item must be approved at the SPWB meeting the month prior to the scheduled PMIB Meeting</i> | September 15, 2020 |
| 9. | Bond Item Approved (SPWB) | October 9, 2020 |
| 10. | Design Build Award Approved by Department of Finance
<i>[Driven by PMIB meeting on: November 18, 2020, 2 days past meeting to allow for funding to occur.] (Please note: this is the date used for the Start of Construction, not the NTP.)</i> | November 20, 2020 |
| 11. | Notice to Proceed | November 23, 2020 |
| 12. | Construction Completion | May 17, 2022 |
| 13. | Occupancy | August 1, 2022 |