

Analysis of Problem

A. Budget Request Summary

The California Conservation Corps (CCC) is requesting \$2,654,000 in FY 2016-17 and \$2,341,000 ongoing in General Fund to fund 12.5 positions, 47 corpsmembers, as well as one-time and permanent operational costs of a CCC residential center in Butte County (Magalia). Funding in FY 2016-17 includes one-time costs of \$313,000 for equipment.

The Butte County center will be converted from an existing CalFire's facility in Magalia that was closed due to budget cuts in 2004, for which CalFire's May Revision was approved for \$3.1 million in General Fund in FY 2015-16 to renovate the closed facility in Magalia.

B. Background/History

Modeled after the Civilian Conservation Corps from the 1930s, the CCC is the oldest and largest conservation corps in the country, hiring young people 18 to 25 years of age for environmental work and emergency disaster response. It provides training and education for young adults while they work on conservation and service projects that benefit the community. The CCC, a department under the California Natural Resources Agency, clears trails, plants trees, helps fight fires, participates in oil spill cleanups, assists search-and-rescue operations, works on energy auditing and retrofitting projects, and performs a myriad of tasks to benefit the environment. Education and career development are keys to the program, allowing CCC members to earn a high school diploma or GED, while learning new skills and gaining invaluable work experience.

CCC's Butte County residential center, which housed about 86 corpsmembers, was located on the ridge between Paradise and Stirling City. CalFire has identified it as a strategic location for wildland firefighting hand crews due to its proximity to unprotected forest lands and lack of other firefighting resources available in Butte County. To the east of the Skyway, there is a canyon that burns often, and endangers residents of the ridge who live above Chico in the Paradise / Magalia communities. Jointly run by CCC and CalFire, the Butte residential center was a training grounds for young individuals joining the CCC who wished to become firefighters. The partnership afforded CCC the capability to provide corpsmembers Type I firefighter training.

Due to budget cuts, the Butte residential center was closed in 2003 and CCC opened a non-residential satellite office in Chico, with about 50 corpsmembers on three crews. Given this rare opportunity to restore Butte to its original design to help young adults develop life-changing skills in exchange for their project work to preserve California's resources, CCC is pursuing this proposal to convert Butte (Magalia) to a residential center.

C. State Level Considerations

The California Conservation Corps provides young men and women the chance to serve their state and become employable citizens through life skills training and hard work in environmental conservation, fire protection, and emergency services.

Residential facilities provide capacity to house approximately 40 percent of the CCC's corpsmember population who live, eat, and sleep every day in CCC facilities. These residential locations serve as the "hub" of the CCC's service delivery. All departmental objectives, which include but are not limited to: corpsmember education and training; disaster response; field administration; and community service/outreach are administered from these locations.

Because of the importance residential facilities play in the achievement of the department's objectives, it is essential that they be safe and clean, and conducive to an environment that allows corpsmembers to excel, both in academics and careers.

Analysis of Problem

D. Justification

With California dealing with some of the highest unemployment rates for young adults in the nation, 7.3 percent as of October 2014 ¹, exceeding the national average of 5.8 percent by 1.6 percent, economists have suggested in the past that New Deal infrastructure reforms could improve the economy and put more people back to work. The CCC is an example of giving young adults an opportunity to participate in work projects to continue to expand their skill sets, and enhance their employment options.

Butte is located strategically to help in resource conservation and emergency response in large rural counties (Tehama, Glenn, Colusa, Yuba, and Plumas). Because Chico is currently a non-residential center, it does not have the number of corpsmembers needed to keep up with resource conservation, nor can it provide fire crews and/or staffing to respond to fires or a large emergency operation. A residential center, operated in partnership with Cal Fire in Butte County in Magalia, and modeled after the CCC-Cal Fire partnership in Ventura County, would meet the following needs:

- Fire Prevention and Response: Cal Fire has identified Butte Fire Center as strategically important to address forest health, fire prevention and response for the immediate communities surrounding Magalia and Paradise and the large rural counties (Tehama, Glenn, Colusa, Yuba, and Plumas). There is one road in and out for communities living within forested lands with increasing risk for fire with thick underbrush and the mass die off of trees caused by drought and beetle infestation. CCC's current non-residential center in Chico (45 FTE corpsmembers) – does not have sufficient capacity to meet the area's demand for resource conservation work, nor can it provide fire crews and/or staffing to respond to a large emergency operation. Given the continuous drought plaguing California, there is an immediate need to prepare for wildfires, as well as work on projects to conserve water.

Crews from residential centers can be ready to roll to disaster occurring anywhere in the state in an hour or two; whereas, non-residential crews require more coordination and take additional time to deploy (at least two to four hours during work hours and up to 10 to 14 hours on evenings and weekends).

- High Demand for Conservation Work: The demand for CCC work continues to increase and was a key criteria used to prioritize the Butte Fire Center. The current demand exceeds the current capacity of the Chico satellite of 45 FTE corpsmembers. Both the Redding (also non-residential) and Chico centers have already scheduled work for existing crews well into 2016 for agencies including U.S. Forest Service, Department of Water Resources, State Parks, and Fire Safe Councils.
- Regional Unemployment: A residential Center in Butte County would provide opportunities for young adults who do not live close enough to one of CCC's non-residential centers (many corpsmembers lack transportation and/or rely upon public transportation). Unemployment in the region served by the Butte Fire Center is higher than the state average as shown in the table below:

State Unemployment (Sept. 2015)	5.9
Butte (April 2015)	8.0
Tehama (April 2015)	7.7
Yuba (April 2015)	9.2
Glenn (April 2015)	9.1
Colusa (April 2015)	15.8
Shasta (April 2015)	7.7

¹ Bureau of Labor Statistics -- Most recent labor force unemployment information for youth

Analysis of Problem

Beyond addressing the needs listed above, additional benefits of the CCC-Cal Fire Butte Fire Center include the following:

- Serve as a “hub” from which CCC would deliver conservation and fire prevention and response services to the surrounding areas;
- Act as a strategic training center for other CCC locations in northern California to utilize while training in energy surveys and retrofits, emergency response, and trail building. The CCC utilizes its residential facilities as a low cost option for centralized regional and statewide training classes. The CCC brings young people and staff together from different CCC locations. The CCC kitchen and dining halls make it possible to bivouac many corpsmembers and feed them in an efficient manner during large training sessions. Currently, options include housing corpsmembers in hotels or driving many hours to a residential CCC Center for large training classes. Centralized training includes: leadership training; chainsaw; energy auditing; water conservation; trail construction; watershed management; fire training; flood response; safety and other similar courses.
- Establish a strategic location for CCC crews from other parts of the state to use Butte Fire Center as a bivouac in the event a major disaster occurred and needed many resources. This kind of rapid response is advantageous for the state.

A residential center, similar to a college campus, offers many benefits for the corpsmembers, with the major six listed below:

- Environmental Stability: Residential centers draw young people statewide and allows those who join to serve beyond their local neighborhoods. Residential centers also provide stable and positive environment for homeless and youth aging out of foster care, young people from neighborhoods with high level of gang violence and others who are often disconnected from work, education and career pathway opportunities. Two hundred seventy-eight (278) homeless youth were enrolled in the CCC in 2014-15. More residential centers would increase the capacity of CCC to offer stable, affordable housing with work experience, education to young people. There are over 10,000 unsheltered homeless transitional age youth (18-24) in California and the number of homeless young people has been growing.¹
- Regular Attendance – Showing up for work and working a full day’s work is fundamental to a young person building a resume of work experience while in the CCC. Young people enrolled at residential centers are not facing day-to-day family and personal responsibility, and transportation challenges faced by non-residential corpsmembers.
- Academic Success – 30 to 40 percent of the young adults who join the CCC do not have a high school diploma. The residential setting provides more time for corpsmembers to dedicate to academics. They can attend class, participate in study groups, and participate onsite in academic projects and a supportive learning community. CCC corpsmembers in school at residential centers achieved greater gains in math and reading levels than their non-residential counterparts from 2011-2013. The importance of academic gains toward the completion of high school is borne out by many studies including a 50-year longitudinal study conducted by the Bureau of Labor Statistics showing that those never completing high school were employed fewer weeks than people who had graduated from high school or attended college.²
- Community Engagement -- Living at the center, corpsmembers can explore different kinds of activities and get engaged in outreach projects. Ultimately, this allows corpsmembers to engage in their internal CCC community and make positive contribution to their external community. While all

¹ California has the second highest rate of homeless youth in the country and ranks 48th out of 50 states in addressing the issue. There are over 10,000 unsheltered transitional age youth age counted in January 2015. Data from local reports to UC Berkeley and the California Homeless Youth Project (Aug. 2015);

² US Dept. of Labor - Bureau of Labor Statistics- Sept 2015 – 50 years of the National Longitudinal Survey

Analysis of Problem

CCC corpsmembers engage in volunteer community projects, from 2011-2013, residential corpsmembers volunteer 36 percent more hours than their non-residential counterparts. Some of the personal and societal benefits that accrue from youth volunteerism include³:

- Increases young people's feelings of community connectedness, and reduces engagement in risky behavior.
- Contributes to higher reported levels of academic success, graduation rates, positive civic behavior, and self-esteem.
- Youth who participate in community service are 19 percent more likely to graduate than those who did not.
- Students who participated in service-learning were found to have scored higher than nonparticipating students, particularly in social studies, writing, and English/language arts.
- Volunteering at any age is associated with increased likelihood of finding employment. Among youth ages 16 to 24 (not in school, not working), studies showed an increased likelihood of 5 percent.
- Volunteering in one's youth leads to a lifetime of service and philanthropy. Most adults involved in community service and/or philanthropy started as children.
- Personal Development -- Living in the dorms, corpsmembers meet people from different backgrounds and socialize with them through the week and weekends by attending events onsite or the surrounding areas. This allows corpsmembers to build meaningful relationships with individuals who will challenge, shape, or strengthen their worldview as the corpsmembers develop into independent adults. This diverse community provides corpsmembers with a unique experience, building trust between people of all different backgrounds and forging networks of support that extend beyond the term of the CCC.
- Safety and Security -- Living situations for non-residential corpsmembers are often tenuous, as corpsmembers are on a limited budget. Corpsmembers are much safer living onsite than they are commuting to and from the center. CCC centers have supervisors who monitor the dorms and advise corpsmembers.

Further, corpsmembers serving in the residential program would be available 24 hours a day to respond to wildfires, or fire camp set up and maintenance. The residential center would also be available as a strategic location for CCC crews in the event a major disaster occurred and needed many resources, requiring CCC to bring many crews in and bivouac at the Center. This kind of rapid response of resources is advantageous for the state.

For these reasons, CCC is requesting \$2,654,000 in FY 2016-17 (includes \$313,000 one-time costs), and \$2,341,000 ongoing in General Fund to fund 12.5 positions and 47 corpsmembers.

E. Outcomes and Accountability

CCC staff will work closely with CalFire to ensure Butte (Magalia's) facility conversion to CCC's operational needs will occur by July 1, 2016.

F. Analysis of All Feasible Alternatives

Alternative 1: Approve this proposal, as requested.

Program Benefits: This will ensure that the CCC can continue to meet its legislated intent to provide opportunities to young adults and services to the community. The residential program is the core of the CCC program providing academic success, community engagement, training opportunities, personal development and safety and security to young people throughout California. The residential program offers access to crews that can provide an immediate response in the event of a natural disaster. This

³ *Why Encourage Service? The Benefits of Service for Youth Development* by Jadeyn Glauser, YSA's intern in the Spring of 2015.

Analysis of Problem

is key to fulfilling the CCC's mission. The residential program allows crews to be strategically located throughout the state and to implement project work for other state agencies and to protect and preserve natural resources. Further, this area is strategic as a spike location for other CCC crews that could bivouac on site when large campaign emergency events or training classes occur. This would restore a historically significant residential center to the CCC statewide program.

Alternative 2: Status Quo.

Program Benefits: This will ensure that the CCC can continue to meet its legislated intent to provide opportunities to young adults and services to the community. Even though the non-residential program is an important portion of CCC's work in emergency response, a residential center bolsters a structured living and working environment for young adults to thrive. This will maintain the corpsmember population as stated, but will not provide housing for those corpsmembers.

G. Implementation Plan

<i>Milestone</i>	<i>Estimated Target Date</i>
Advertise / Recruit Staff and Corpsmembers	April 2016
Full Conversion of Magalia to CCC Facility	July 1, 2016
Hire Staff and Corpsmembers	July 2016

H. Supplemental Information

N/A

I. Recommendation

Alternative 1. Approval of this proposal will restore in part CCC's residential program, as originally created, to help in needed community projects and emergency response while assisting young adults earn an education in a structured environment to further benefit themselves and the society.

BCP Fiscal Detail Sheet

BCP Title: Butte Fire Center

DP Name: 3340-007-BCP-DP-2016-GB

Budget Request Summary

	FY16					
	CY	BY	BY+1	BY+2	BY+3	BY+4
Positions - Permanent	0.0	12.5	12.5	12.5	12.5	12.5
Total Positions	0.0	12.5	12.5	12.5	12.5	12.5
Salaries and Wages						
Earnings - Permanent	0	582	582	582	582	582
Overtime/Other	0	19	19	19	19	19
Total Salaries and Wages	\$0	\$601	\$601	\$601	\$601	\$601
Total Staff Benefits	0	258	258	258	258	258
Total Personal Services	\$0	\$859	\$859	\$859	\$859	\$859
Operating Expenses and Equipment						
5301 - General Expense	0	74	35	35	35	35
5302 - Printing	0	3	3	3	3	3
5304 - Communications	0	12	12	12	12	12
5306 - Postage	0	1	1	1	1	1
5320 - Travel: In-State	0	32	32	32	32	32
5322 - Training	0	9	9	9	9	9
5326 - Utilities	0	13	13	13	13	13
5340 - Consulting and Professional Services - External	0	1,114	1,114	1,114	1,114	1,114
5368 - Non-Capital Asset Purchases - Equipment	0	74	0	0	0	0
539X - Other	0	463	263	263	263	263
Total Operating Expenses and Equipment	\$0	\$1,795	\$1,482	\$1,482	\$1,482	\$1,482
Total Budget Request	\$0	\$2,654	\$2,341	\$2,341	\$2,341	\$2,341
Fund Summary						
Fund Source - State Operations						
0001 - General Fund	0	2,654	2,341	2,341	2,341	2,341
Total State Operations Expenditures	\$0	\$2,654	\$2,341	\$2,341	\$2,341	\$2,341
Total All Funds	\$0	\$2,654	\$2,341	\$2,341	\$2,341	\$2,341

Program Summary

Program Funding

2360010 - Training and Work Program--Base and Fire Centers	0	2,654	2,341	2,341	2,341	2,341
Total All Programs	\$0	\$2,654	\$2,341	\$2,341	\$2,341	\$2,341

Personal Services Details

Salary Information

Positions	Min	Mid	Max	<u>CY</u>	<u>BY</u>	<u>BY+1</u>	<u>BY+2</u>	<u>BY+3</u>	<u>BY+4</u>
1003 - Conservationist II (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
1007 - Conservation Administrator II (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
1029 - Conservationist I (Eff. 07-01-2016)				0.0	4.0	4.0	4.0	4.0	4.0
1139 - Office Techn (Typing) (Eff. 07-01-2016)				0.0	2.0	2.0	2.0	2.0	2.0
1303 - Personnel Spec (Eff. 07-01-2016)				0.0	0.5	0.5	0.5	0.5	0.5
2181 - Supvng Cook I (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
2189 - Cook (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
4722 - Bus Svc Officer I (Supvr) (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
5393 - Assoc Govtl Program Analyst (Eff. 07-01-2016)				0.0	1.0	1.0	1.0	1.0	1.0
OT00 - Overtime (Eff. 07-01-2016)				0.0	0.0	0.0	0.0	0.0	0.0
Total Positions				0.0	12.5	12.5	12.5	12.5	12.5

Salaries and Wages	<u>CY</u>	<u>BY</u>	<u>BY+1</u>	<u>BY+2</u>	<u>BY+3</u>	<u>BY+4</u>
1003 - Conservationist II (Eff. 07-01-2016)	0	55	55	55	55	55
1007 - Conservation Administrator II (Eff. 07-01-2016)	0	76	76	76	76	76
1029 - Conservationist I (Eff. 07-01-2016)	0	177	177	177	177	177
1139 - Office Techn (Typing) (Eff. 07-01-2016)	0	71	71	71	71	71
1303 - Personnel Spec (Eff. 07-01-2016)	0	22	22	22	22	22
2181 - Supvng Cook I (Eff. 07-01-2016)	0	38	38	38	38	38
2189 - Cook (Eff. 07-01-2016)	0	34	34	34	34	34
4722 - Bus Svc Officer I (Supvr) (Eff. 07-01-2016)	0	51	51	51	51	51
5393 - Assoc Govtl Program Analyst (Eff. 07-01-2016)	0	58	58	58	58	58
OT00 - Overtime (Eff. 07-01-2016)	0	19	19	19	19	19
Total Salaries and Wages	\$0	\$601	\$601	\$601	\$601	\$601

Staff Benefits

5150150 - Dental Insurance

Total Staff Benefits

Total Personal Services

0	258	258	258	258	258
\$0	\$258	\$258	\$258	\$258	\$258
\$0	\$859	\$859	\$859	\$859	\$859