CITY OF NORWALK
A Connected Community

11.3 Cultural Resources Assessment

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Correctional Youth Authority Project

Cultural Resources Assessment

prepared for

City of Norwalk
12700 Norwalk Boulevard
Norwalk, California 90650

prepared by

Rincon Consultants, Inc.
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Purpose and Scope

The City of Norwalk (City) retained Rincon Consultants, Inc. (Rincon) to conduct a cultural resources assessment for the Correctional Youth Authority Project (project) located at 13200 Bloomfield Avenue in Norwalk, Los Angeles County, California. This assessment was executed in anticipation of future development of the Norwalk Transit Village Specific Plan (NTVSP) on the 32-acre former Southern Youth Reception Center (previously known as the Southern Youth Correctional Reception Center and Clinic). The project would demolish the existing buildings and structures and include potential development of mixed-use environment.

This assessment was prepared to support compliance with the requirements of the California Environmental Quality Act (CEQA) and applicable local guidelines and regulations. The City is the lead agency under CEQA. The assessment was prepared in accordance with current professional practices and includes searches of the California Historical Resources Information System (CHRIS) and the Native American Heritage Commission (NAHC) Sacred Lands File (SLF), background and archival research, review of historical maps and aerial imagery, a pedestrian archaeological and built environment field survey of the project site, a historical resources evaluation of buildings 45 years and older, and preparation of this report.

Dates of Investigation

Rincon contacted the NAHC on March 3, 2020 to request a SLF search and a contact list of Native Americans culturally affiliated with the project site. Staff at the South Central Coastal Information Center (SCCIC) completed the CHRIS records search on April 12, 2021. A pedestrian field survey of the project site was completed on March 8, 2021 and May 14, 2021.

Summary of Findings

The background research and survey confirmed the project site contains twenty (20) buildings/structures onsite that are at least 45 years of age and previously served as the Southern Youth Reception Center. As a result of the current study, the Southern Youth Reception Center (subject property) is recommended ineligible for listing in the National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR) under any applicable criteria. The Southern Youth Reception Center opened in 1954 as one of the two reception centers following the creation of the California Youth Authority (CYA). The research conducted for this study demonstrated that although associated with the development of a centralized juvenile justice system, the site was not significant within this context.

This study concluded that the property does not meet the requirements for listing in the NRHP or CRHR and, therefore, does not qualify as a historical resource under CEQA. Based on the findings of the current investigation, Rincon recommends a finding of ***less than significant impact to historical resources*** under CEQA.

The results of the SCCIC records search, negative SLF search, background research, and archaeological field survey indicate there are no known archaeological resources in the project site.

However, although unlikely, unanticipated discoveries remain a possibility during ground disturbance. Rincon has included mitigation measures in case of unanticipated discovery of cultural resources during project development. The project is also required to adhere to regulations regarding the unanticipated discovery of human remains. With adherence to recommendations presented in Section 6, Rincon recommends a finding of ***less than significant impact to archaeological resources with mitigation*** under CEQA.

1 Introduction

The City of Norwalk (City) retained Rincon Consultants, Inc. (Rincon) to conduct a cultural resources assessment for the Correctional Youth Authority Project (project) located at 13200 Bloomfield Avenue in Norwalk, Los Angeles County, California. This assessment was executed in anticipation of future development of the Norwalk Transit Village Specific Plan (NTVSP) on the 32-acre former Southern Youth Reception Center (previously known as the Southern Youth Correctional Reception Center and Clinic). The project would demolish the existing buildings and structures for the potential development of a mixed-use site.

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1.1 Project Location

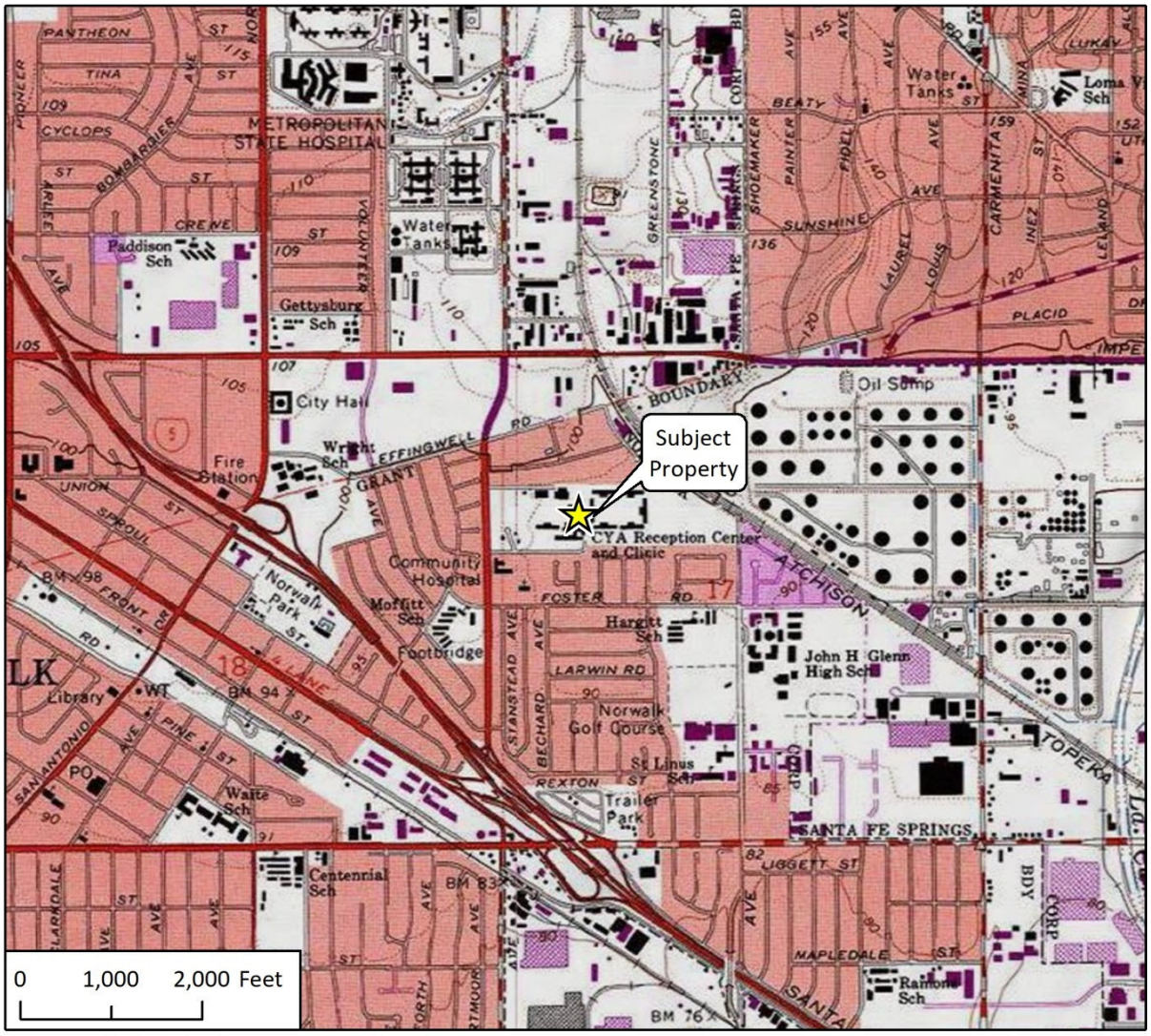
Located at 13200 Bloomfield Avenue in Norwalk, Los Angeles County, California (Figure 1), the project site is identified as Assessor Parcel Number (APN) 8045-008-902 and depicted on Township 03 South, Range 11 West, Sections 7, 8, 17, and 18 of the United States Geological Survey (USGS) *Whittier* 7.5-minute quadrangle (Figure 2). The project site is located immediately east of Interstate-5 (I-5) and accessible off exit 120. The site is currently owned by the California Department of General Services. The current conditions of the site include vacant and in-use buildings of the California Youth Authority (CYA). Twenty (20) of the buildings/structures on the site were at least 45 years of age and were subsequently brough forward for evaluation.

1.2 Project Description

The proposed project would include development of the Norwalk Transit Village Specific Plan (NTVSP) on the 32-acre former Southern Youth Correctional Reception Center and Clinic. The project would include demolition of all extant buildings and potential development of mixed-use environment (Figure 3).

No additional information on the project was available at the time of this report.

Figure 1 Vicinity Map



Imagery provided by National Geographic Society, Esri and its licensors © 2021. The topographic representation depicted in this map may not portray all of the features currently found in the vicinity today and/or features depicted in this map may have changed since the original topographic map was assembled.

Project Location

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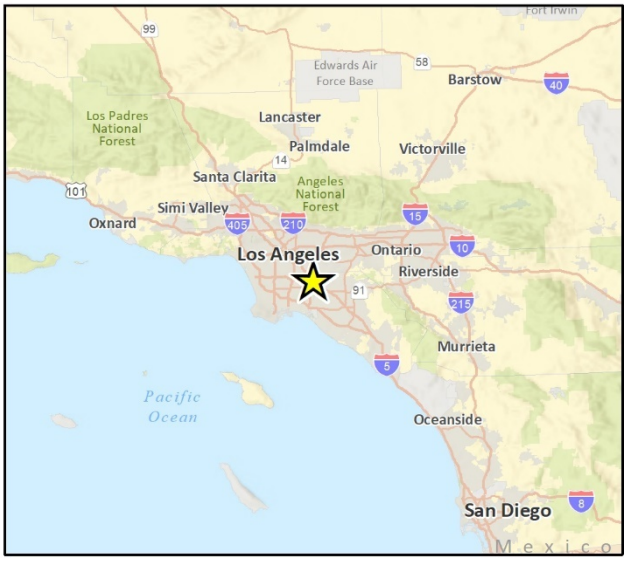

PhlFig 1 Vicinity Map

Figure 2 Project Location Map

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Figure 3 Renderings of Norwalk Transit Village

1.3 Personnel

Cultural Resources Specialist Alexandra Madsen, MA, and Registered Professional Archaeologist (RPA), completed the cultural resources records search request, SLF request, field survey, and authored this report. Senior Architectural Historian Steven Treffers, MHP, provided senior oversight. Principal and Senior Archaeologist Chris Duran, MA, RPA, managed the archaeological analysis summarized in this report. GIS Analyst Allysen Valencia prepared the figures found in the report. Rincon Principal Shannon Carmack reviewed this report for quality assurance and quality control. Ms. Madsen, Mr. Victorino, and Ms. Carmack all meet the Secretary of the Interior's Professional Qualification Standards in their respective fields (36 CFR, Part 61).

2 Regulatory Setting

This section includes a discussion of the applicable state and local laws, ordinances, regulations, and standards governing cultural resources that should be adhered to before and during implementation of the proposed project.

2.1 CEQA

PRC §5024.1, Section 15064.5 of the CEQA Guidelines, and PRC §§21083.2 and 21084.1 were used as the basic guidelines for this cultural resources assessment. CEQA (§21084.1) requires that a lead agency determine if a project could have a significant effect on historical resources. A historical resource is one listed in or determined to be eligible for listing in the California Register of Historical Resources (CRHR) (§21084.1), included in a local register of historical resources (§15064.5[a][2]), or any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant (§15064.5[a][3]). Resources listed in the National Register of Historic Places (NRHP) are automatically listed in the CRHR.

According to CEQA, impacts that adversely alter the significance of a resource listed in or eligible for listing in the CRHR are considered a significant effect on the environment. These impacts could result from physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired (CEQA Guidelines §15064.5 [b][1]). Material impairment is defined as demolition or alteration in an adverse manner [of] those characteristics of a historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register (CEQA Guidelines §15064.5[b][2][A]).

National Register of Historic Places

Although the project does not have a federal nexus, properties which are listed in or have been formally determined eligible for listing in the NRHP are automatically listed in the CRHR. The NRHP was established by the National Historic Preservation Act of 1966 as "an authoritative guide to be used by Federal, State, and local governments, private groups and citizens to identify the Nation's cultural resources and indicate what properties should be considered for protection from destruction or impairment." (CFR 36 CFR 60.2) The NRHP recognizes properties that are significant at the national, state, and local levels. To be eligible for listing in the NRHP, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Districts, sites, buildings, structures, and objects of potential significance must also possess integrity of location, design, setting, materials, workmanship, feeling, and association. A property is eligible for the NRHP if it meets one or more of the following criteria.

Criterion A Is associated with events that have made a significant contribution to the broad patterns of our history;

Criterion B Is associated with the lives of persons significant in our past;

Criterion C Embodies the distinctive characteristics of a type, period, or method of installation, or that represents the work of a master, or that possesses high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction;

Criterion D Has yielded, or may be likely to yield, information important in prehistory or history.

In addition to meeting at least one of the above designation criteria, resources must also retain integrity, or enough of their historic character or appearance to be "recognizable as historical resources and to convey the reasons for their significance" (California Office of Historic Preservation 2006). The National Park Service (NPS) recognizes seven aspects or qualities that, considered together, define historic integrity. To retain integrity, a property must possess several, if not all, of these seven qualities, defined in the following manner:

1) **Location.** The place where the historic property was constructed or the place where the historic event occurred;
2) **Design.** The combination of elements that create the form, plan, space, structure, and style of a property;
3) **Setting.** The physical environment of a historic property;
4) **Materials.** The physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property;
5) **Workmanship.** The physical evidence of the crafts of a particular culture or people during any given period in history or prehistory;
6) **Feeling.** The property's expression of the aesthetic or historic sense of a particular period of time;
7) **Association.** The direct link between an important historic event or person and a historic property (NPS 2002).

California Register of Historical Resources

The CRHR was created by Assembly Bill 2881, which was established in 1992. The CRHR is an authoritative listing and guide to be used by State and local agencies, private groups, and citizens in identifying the existing historical resources of the State and to indicate which resources deserve to be protected, to the extent prudent and feasible, from substantial adverse change (Public Resources Code, 5024.1(a)). The criteria for eligibility for the CRHR are consistent with the National Register criteria but have been modified for state use in order to include a range of historical resources that better reflect the history of California (Public Resources Code, 5024.1(b)). Certain properties are determined by the statute to be automatically included in the CRHR by operation of law, including California properties formally determined eligible for, or listed in, the NRHP.

Properties are eligible for listing in the CRHR if they meet one of more of the following criteria:

Criterion 1: Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage

Criterion 2: Is associated with the lives of persons important to our past

Criterion 3: Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values

Criterion 4: Has yielded, or may be likely to yield, information important in prehistory or history

In addition, if it can be demonstrated that a project will cause damage to a *unique archaeological resource*, the lead agency may require reasonable efforts be made to permit any or all of these

resources to be preserved in place or left in an undisturbed state. To the extent that resources cannot be left undisturbed, mitigation measures are required (PRC §21083.2[a], [b]).

PRC Section 21083.2(g) defines a *unique archaeological resource* as an artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

Criterion 1: Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information

Criterion 2: Has a special and particular quality such as being the oldest of its type or the best available example of its type

Criterion 3: Is directly associated with a scientifically recognized important prehistoric or historic event or person

2.2 Local Regulations

City of Norwalk

The City of Norwalk does not have a Historic Preservation Ordinance. However, the City's General Plan (1996) identifies the following goals for the maintenance and expansion of cultural resources:

- To maintain and enhance quality education
- To provide a comprehensive approach to historic preservation and adaptive reuse of buildings
- To maintain and enhance cultural facilities, programs, and services
- To reveal the unique and dynamic cultural identities of Norwalk residents.

3 Natural and Cultural Setting

3.1 Environmental Setting

Located in the Los Angeles Basin with an elevation that ranges from approximately 83 to 99 feet above mean sea level, the project site is bounded by residences on Hacienda Drive to the north, Zimmerman Park to the east, commercial and municipal development to the south, and Bloomfield Avenue to the west. The nearest water source is the Santa Fe Springs located approximately 0.6 miles to the east. The soils in the project site are primarily the Urban Land and Hueneme series that consist of discontinuous human-transported material over mixed alluvium and somewhat poorly drained soils that formed in alluvium from granite and/or sedimentary rock sources (California Soil Resource Lab 2021).

3.2 Prehistoric Setting

During the twentieth century, many archaeologists developed chronological sequences to explain prehistoric cultural changes within all or portions of southern California (c.f., Jones and Klar 2007; Moratto 1984). Wallace (1955, 1978) devised a prehistoric chronology for the southern California coastal region that included four horizons: Early Man, Milling Stone, Intermediate, and Late Prehistoric. Wallace based his chronology on early studies but lacked the chronological precision of absolute dates (Moratto 1984:159). Since then, Wallace's (1955) synthesis has been modified and improved using thousands of radiocarbon dates obtained by southern California researchers over recent decades (Byrd and Raab 2007:217; Koerper and Drover 1983; Koerper et al. 2002; Mason and Peterson 1994). The prehistoric chronological sequence for southern California presented below is a composite based on Wallace (1955) and Warren (1968) as well as later studies, including Koerper and Drover (1983).

Early Man Horizon (ca. 10,000–6,000 BCE)

Numerous pre-8,000 BCE sites have been identified along the mainland coast and Channel Islands of southern California (c.f., Erlandson 1991; Johnson et al. 2002; Jones and Klar 2007; Moratto 1984; Rick et al. 2001:609). One of them, the Arlington Springs site on Santa Rosa Island, produced human remains dating to approximately 13,000 years ago (Arnold et al. 2004; Johnson et al. 2002). On San Miguel Island, human occupation at Daisy Cave (SMI-261) has also been dated to nearly 13,000 years ago. Some of the earliest examples of basketry on the Pacific Coast, dating to over 12,000 years old (Arnold et al. 2004), were found at the site.

Although few Clovis or Folsom style fluted points have been found in southern California (e.g., Dillon 2002; Erlandson et al. 1987), Early Man Horizon sites are generally associated with a greater emphasis on hunting than later horizons. Recent data indicate that the Early Man economy was a diverse mixture of hunting and gathering, including a significant focus on aquatic resources in coastal areas (e.g., Jones et al. 2002) and on inland Pleistocene lakeshores (Moratto 1984). A warm and dry 3,000-year period called the Altithermal began around 6,000 BCE. The conditions of the Altithermal are likely responsible for the change in human subsistence patterns at this time, including a greater emphasis on plant foods and small game.

Milling Stone Horizon (6,000–3,000 BCE)

Wallace (1955:219) defined the Milling Stone Horizon as "marked by extensive use of milling stones and mullers, a general lack of well-made projectile points, and burials with rock cairns." The predominance of such artifact types indicates a subsistence strategy oriented around collecting plant foods and small animals. A broad spectrum of food resources including small and large terrestrial mammals, sea mammals, birds, shellfish and other littoral and estuarine species, near-shore fishes, and seeds and other plant products was consumed (Kowta 1969; Reinman 1964). Variability in artifact assemblages over time and between coastal and inland sites indicates that Milling Stone Horizon subsistence strategies adapted to environmental conditions (Jones 1996; Byrd and Raab 2007). Locally available tool stone dominate Lithic artifacts associated with Milling Stone Horizon sites. Chopping, scraping, and cutting tools are very common along with ground stone tools such as manos and metates. The mortar and pestle, associated with acorns or other foods processed through pounding, were first used during the Milling Stone Horizon and increased dramatically in later periods (Wallace 1955, 1978; Warren 1968).

Two types of artifacts considered diagnostic of the Milling Stone Horizon are the cogged stone and discoidal, most of which have been found in sites dating between 4,000 and 1,000 BCE (Moratto 1984), though possibly as far back as 5,500 BCE (Couch et al. 2009). The cogged stone is a ground stone object with gear-like teeth on the perimeter and produced from a variety of materials. The function of cogged stones is unknown, although ritualistic or ceremonial uses have been postulated (Eberhart 1961). Discoidals, although similar to cogged stones, are found in the archaeological record subsequent to the introduction of the cogged stone. Cogged stones and discoidals often purposefully were buried, or "cached." Cogged stones have been collected in Los Angeles County, although their distribution appears to center on the Santa Ana River basin (Eberhart 1961).

Intermediate Horizon (3,000 BCE–500 CE)

Wallace's Intermediate Horizon dates from approximately 3,000 BCE – Common Era (CE) 500 and is characterized by a shift toward a hunting and maritime subsistence strategy, as well as greater use of plant foods. A noticeable trend towards a greater adaptation to local resources including a broad variety of fish, land mammals, and sea mammals along the coast occurred during the Intermediate Horizon. Tool kits for hunting, fishing, and processing food and materials reflect this increased diversity, with flake scrapers, drills, various projectile points, and shell fishhooks being manufactured.

Mortars and pestles became more common during this transitional period, gradually replacing manos and metates as the dominant milling equipment. This change in milling stone technology is believed to signal a transition from the processing and consumption of hard seed resources to the increased reliance on acorns (Glassow et al. 1988; True 1993). Mortuary practices during the Intermediate Horizon typically included fully flexed burials oriented toward the west (Warren 1968:2-3).

Late Prehistoric Horizon (500 CE–Historic Contact)

During Wallace's (1955, 1978) Late Prehistoric Horizon, the diversity of plant food resources and land and sea mammal hunting increased even further than during the Intermediate Horizon. A greater variety of artifact types was observed during this period and high quality exotic lithic materials were used for small, finely worked projectile points associated with the bow and arrow. Steatite containers were made for cooking and storage, and an increased use of asphaltum for

waterproofing is noted. More artistic artifacts were recovered from Late Prehistoric Horizon sites and cremation became a common mortuary custom. Larger, more permanent villages supported an increased population size and social structure (Wallace 1955). This change in subsistence focus, material culture, and burial practices coincides with the westward migration of Uto-Aztecan language speakers from the Great Basin region to Los Angeles, Orange, and western Riverside counties (Sutton 2008; Potter and White 2009).

3.3 Ethnographic Context

Gabrielino – Tongva

The project site is located within the traditional territory of the Native American group known as the Gabrielino. The name Gabrielino was applied by the Spanish to those natives that were attached to Mission San Gabriel (Bean and Smith 1978:538). Today, most contemporary Gabrielino prefer to identify themselves as Tongva, a term that will be used throughout the remainder of this section (King 1994:12).

Tongva territory included the Los Angeles basin and southern Channel Islands as well as the coast from Aliso Creek in the south to Topanga Creek in the north. Their territory encompassed several biotic zones, including Coastal Marsh, Coastal Strand, Prairie, Chaparral, Oak Woodland, and Pine Forest (Bean and Smith 1978).

The Tongva language belongs to the Takic branch of the Uto-Aztecan language family, which can be traced to the Great Basin region (Mithun 2004). This language family includes dialects spoken by the nearby Juaneño and Luiseño but is considerably different from those of the Chumash people living to the north and the Diegueño (including Ipai, Tipai, and Kumeyaay) people living to the south.

Tongva society was organized along patrilineal non-localized clans, a common Takic pattern. Each clan had a ceremonial leader and contained several lineages. The Tongva established large permanent villages and smaller satellite camps throughout their territory. Recent ethnohistoric work (O'Neil 2002) suggests a total tribal population of nearly 10,000, considerably more than earlier estimates of around 5,000 people (Bean and Smith 1978:540).

Tongva subsistence was oriented around acorns supplemented by the roots, leaves, seeds, and fruits of a wide variety of plants. Meat sources included large and small mammals, freshwater and saltwater fish, shellfish, birds, reptiles, and insects. (Bean and Smith 1978; Langenwalter et al. 2001; Kroeber 1925; McCawley 1996). The Tongva employed a wide variety of tools and implements to gather and hunt food. The digging stick, used to extract roots and tubers, was frequently noted by early European explorers (Rawls 1984). Other tools included the bow and arrow, traps, nets, blinds, throwing sticks and slings, spears, harpoons, and hooks. Like the Chumash, the Tongva made oceangoing plank canoes (known as a ti'at) capable of holding six to 14 people and used for fishing, travel, and trade between the mainland and the Channel Islands. Tule reed canoes were employed for near-shore fishing (Blackburn 1963; McCawley 1996:117-127).

Chinigchinich, the last in a series of heroic mythological figures, was central to Tongva religious life at the time of Spanish contact (Kroeber 1925:637–638). The belief in Chinigchinich was spreading south among other Takic-speaking groups at the same time the Spanish were establishing Christian missions. Elements of Chinigchinich beliefs suggest it was a syncretic mixture of Christianity and native religious practices (McCawley 1996:143-144).

Prior to European contact, deceased Tongva were either buried or cremated, with burial more common on the Channel Islands and the adjacent mainland coast and cremation on the remainder of the coast and in the interior (Harrington 1942; McCawley 1996:157). After pressure from Spanish missionaries, cremation essentially ceased during the post-contact period (McCawley 1996:157).

3.4 History

Post-European contact history for the state of California is generally divided into three periods: the Spanish Period (1769–1822), the Mexican Period (1822–1848), and the American Period (1848–present). Each of these periods is briefly described below. The subject property is located in Norwalk, and a brief history of the city is included below.

Spanish Period (1769–1822)

Spanish exploration of California began when Juan Rodriguez Cabrillo led the first European expedition into the region in 1542. During this expedition, he anchored in Malibu Lagoon and named the area Pueblo de las Canoas for the Chumash canoes. For more than 200 years after his initial expedition, Spanish, Portuguese, British, and Russian explorers sailed the California coast and made limited inland expeditions, but they did not establish permanent settlements (Bean 1968; Rolle 2003). In 1769, Gaspar de Portolá and Franciscan Father Junipero Serra established the first Spanish settlement at Mission San Diego de Alcalá. This was the first of 21 missions erected by the Spanish in what was then known as Alta (upper) California between 1769 and 1823. Mission San Buenaventura was founded in 1782. It was during this time that initial Spanish settlement of the project vicinity began.

Mexican Period (1822–1848)

The Mexican Period commenced when news of the success of the Mexican Revolution (1810-1821) against the Spanish crown reached California in 1822. This period saw the privatization of mission lands in California with the passage of the Secularization Act of 1833. This Act enabled Mexican governors in California to distribute mission lands to individuals in the form of land grants. Successive Mexican governors made more than 700 land grants between 1822 and 1846, putting most of the state's lands into private ownership for the first time (Shumway 2007). About 20 land grants (ranchos) were located in Ventura County.

The Mexican Period for Ventura County and adjacent areas ended in early January 1847. Mexican forces fought combined US Army and Navy forces in the Battle of the San Gabriel River on January 8 and in the Battle of La Mesa on January 9 (Nevin 1978). American victory in both battles confirmed the capture of Los Angeles by American forces (Rolle 2003). On January 10, leaders of the Pueblo of Los Angeles surrendered peacefully after Mexican General Jose Maria Flores withdrew his forces. Shortly thereafter, newly appointed Mexican Military Commander of California Andrés Pico surrendered all of Alta California to US Army Lieutenant Colonel John C. Fremont in the Treaty of Cahuenga (Nevin 1978).

American Period (1848–Present)

The Mexican Period officially ended in early January 1848 with the signing of the Treaty of Guadalupe Hidalgo, formally concluding the Mexican-American War. Per the treaty, the United States agreed to pay Mexico $15 million for conquered territory, including California, Nevada, Utah,

and parts of Colorado, Arizona, New Mexico, and Wyoming. California gained statehood in 1850, and this political shift set in motion a variety of factors that began to erode the rancho system.

In 1848, the discovery of gold in northern California led to the California Gold Rush, though the first gold was found in 1842 in San Francisquito, about 35 miles northwest of Los Angeles (Workman 1935: 107; Guinn 1976). By 1853, the population of California exceeded 300,000. Horticulture and livestock, based primarily on cattle as the currency and staple of the rancho system, continued to dominate the southern California economy through the 1850s. A severe drought in the 1860s, however, decimated cattle herds and drastically affected rancheros' source of income. Thousands of settlers and immigrants continued to pour into the state, particularly after the completion of the transcontinental railroad in 1869. Property boundaries loosely established during the Mexican era led to disputes with new incoming settlers, problems with squatters, and lawsuits. The initiation of property taxes proved onerous for many southern California ranchers, given the size of their holdings. Rancheros were often encumbered by debt and the cost of legal fees to defend their property. As a result, much of the rancho lands were sold or otherwise acquired by Americans. Most of these ranchos were subdivided into agricultural parcels or towns (Dumke 1944).

In the 1880s, a dramatic boom fueled by various factors including increasingly accessible rail travel, agricultural development and improved shipment methods, and favorable advertisement occurred in southern California (Dumke 1994). In 1883, the California Immigration Commission designed an advertisement declaring the state as "the Cornucopia of the World" (Poole 2002:36). New southern Californian towns were promoted as havens for good health and economic opportunity.

City of Norwalk

The City of Norwalk was founded in the late 19th century by Atwood and Gilbert Sproul from Oregon. The Sproul brothers purchased 463 acres of land at $11 an acre in the area that came to be known as Corvalles, an Anglicized version of the name "Corazón de los Valles," or Heart of the Valley. In 1873, the Sproul brothers deeded 23 acres to the Anaheim Branch of the Southern Pacific railroad with the stipulation that a stop be added for the nascent community along the rail line. Gilbert Sproul surveyed the town site shortly after, naming it "Norwalk" (City of Norwalk N.d.).

The town remained relatively undeveloped into the 1880s, although a school and church were completed by early settlers. Dairy and sugar beets became the town's main economic commodities by the turn of the century. One major disaster, the Long Beach Earthquake of 1933, destroyed much of the town's historic core, and the city's commercial corridor moved from Front Street to Firestone Boulevard (City of Norwalk N.d.).

In the post-World War II years, Norwalk's population exploded. Between 1948 and 1950, the city's population grew from 5,000 to over 30,000 people. A newspaper article from 1950 titled "Norwalk Sets Pace in L.A. Expansion" recorded this change:

> Norwalk, once a sleepy little community on the way to Santa Ana, has suddenly leaped into the limelight as the "Miracle City" of Southern California… Los Angeles County government experts, who have viewed the local scene for more than a quarter of a century, say that the Norwalk growth has been the "fastest and most phenomenal" of any section of the County (*Mirror News* 1950).

The city was incorporated in 1957, and municipal services expanded in the city. The population continued to grow into the 1990s (City of Norwalk N.d.).

History of Juvenile Detention Centers in California

Background

The United States and California have a long history of juvenile justice and its reform, spanning from the nineteenth century to the present-day juvenile justice system.

The following historic context provides a brief overview of juvenile justice practices from the nineteenth and twentieth centuries and their application to juvenile detention center architecture in California. Specifically, it charts the late nineteenth century practice of incarcerating youth alongside adults and monolithic reform schools (1860s-1890s); the Progressive-era emphasis on rehabilitation and domestic-like reform architecture (1900s-1930s); creation of the California Youth Authority (CYA) and utilization of World War II buildings for juvenile detention purposes (1940s); and the mid-century move towards centralized justice and modern plant design (1950s-1970s).

Early Juvenile Justice and Reform, 1860s-1890s

Up until the nineteenth century, juvenile offenders in the United States were tried in the same courts as adults and often received comparable punishments. As a result, juveniles convicted of criminal offenses were frequently sentenced to time in state penitentiaries and jails, such as San Quentin, alongside adult criminals. In the mid- to late-1800s, advocates for juvenile reform founded several schools in an attempt to avoid the intermingling of adults and juveniles and allow for the guidance, training, and education of "troubled" children (Tanenhaus 2013; Chávez-García 2007).

The State Reform School for Boys in Marysville, operating from 1861 to 1868, was the first reform school in California. According to the *Sonoma Democrat*:

> The object of the institution is to reform, if possible, youths between the ages of 8 and 16, who (are) convicted of offences against the laws, and thus amenable to be sentenced to be imprisoned for a stated time… Judges and Justices may, at their option, sentence all such offenders to the Reform School or to the usual punishment provided by law. Should any youth sentenced to a term in the School prove to be incorrigible, after a fair probation, he will be remanded to the State Prison or jail. … From this brief sketch of the object of the institution, it will be seen that it is a very important one – well worthy of fostering care of the State. … In the Reform School they will be furnished with enough work to keep them from being idle, and instructed in the duties that they owe to themselves and to others (*Sonoma Democrat* in Chaddock 2018).

Other early reform schools in California included the Preston School of Industry, which was founded in 1890 in Ione, California, and Whittier State School, which opened in 1891 in Whittier, California.[1]

Despite the language of reform, early juvenile reform schools mostly enacted punitive retribution for youths. In California, most reform schools adopted the congregate system, in which "male wards of all ages and backgrounds ate, lived, and trained in one main five-story brick building, allowing for the intermingling of older adolescents with younger boys." The result was what contemporary observers called a "cruel and ugly environment" that often employed military regimens and corporal punishment to maintain order (Chávez-García 2007).

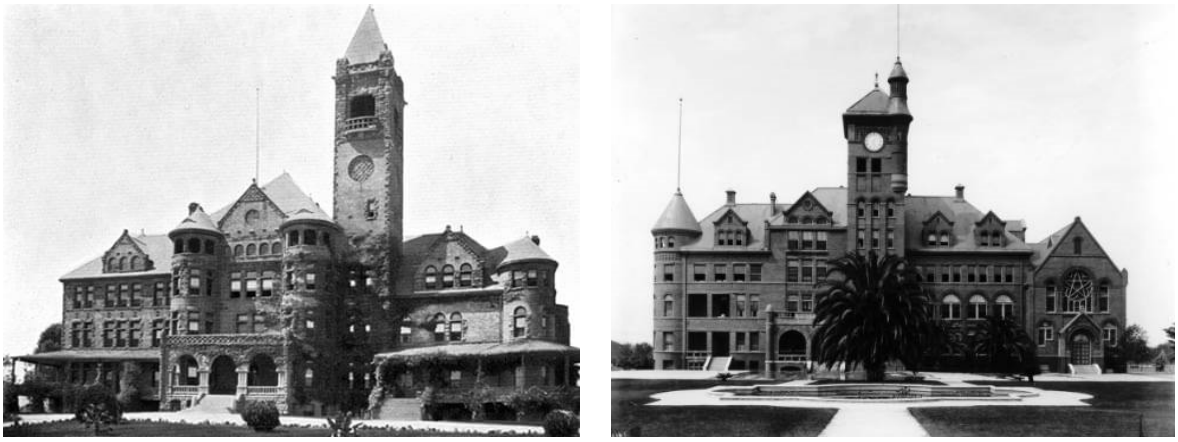
[1] The Preston School of Industry is listed as a California Historical Landmark (#867) and on the National Register of Historic Places (NPS-75000422). The Whittier State School (Fred C. Nelles School) is also listed as a California Historical Landmark (#947).

EARLY ARCHITECTURE

Early reforms schools in California were typically monumental in scale and designed with large, imposing facades. Employing the congregate system, the schools were often contained within a single building. This design is similar to early-twentieth-century schools in the state, which were formal "big-block" institutions often designed to house large numbers of students (Sapphos Environmental, Inc. 2014). In these schools, classrooms, living facilities, dining areas and other spaces were all contained within one building.

Figure 4 shows the Preston School of Industry, referred to as the "Preston Castle," and the Whittier State School, two of the three institutions that served the state of California (the third being the Ventura School for Girls; CYA 1981). These schools both adopted the Romanesque Revival style of architecture and are notably similar in their design, which features towers, turrets, and dormers (Preston Castle Foundation 2021; USC 2021).

Figure 4 Photographs of Preston School of Industry (left, 1935) and Whittier State School (right, ca. 1910)



Emphasis on Rehabilitation, 1900s-1930s

At the turn of the twentieth century, after successfully introducing several separate reform centers for juveniles, progressive reformers turned their efforts to creating a separate legal path for juvenile offenders. Reformers sought a legal path that provided juveniles with social services instead of punitive retribution or forced reform. In 1899, this practice was adopted when the world's first juvenile court was opened in Chicago, Illinois. That law influenced other states to adopt similar pathways for juvenile offenders, and in 1903, California adopted a juvenile court that was modeled on Chicago's tribunal (Tanenhaus 2013).

The juvenile court emphasized testing, prevention, and treatment of delinquent youth within their homes rather than immediate removal to reform schools or prisons. Reformers sought for those children who could not remain in their homes to be sent to foster homes, orphanages, detention facilities, and reformatories. These facilities were meant to shield children from adults as well as the public eye and scrutiny (McNeill 2010). This legal shift in addressing juvenile reform was based on a move to understand criminals from a sociological perspective (Chávez-García 2007). In 1907, legislative decree removed all youths under the age of 18 from San Quentin (CDCR 2021).

By the mid-1910s, the Ventura School for Girls (1913) and the San Francisco Juvenile Court and Detention Home (1914) were established. These and existing reform schools moved towards a policy of "friendly cooperation and rehabilitation" rather than one of forcible reformation (Chávez-

García 2007). Schools also increasingly reflected the Progressive movement's interest in science, race and eugenics, with many schools introducing intelligence tests in the early 1910s to determine the root causes of delinquency (Chávez-García 2007). In some cases, such as at Whitter State School, these tests led to the "removal of low-scoring male youth, particularly Mexicans, Mexican-Americans, and African Americans, who, officials believed, would be unlikely to reform and become productive citizens" (Chávez-García 2007). In Ventura, a substantial number of the city's African American residents were inmates at the Ventura State School (HRG 2021).

Also during this period, many schools abandoned the congregate system, and increasingly adopted the cottage or family system, a plan that "consisted of several small buildings run by a housemother or father to oversee boys of similar ages and experiences" (Chávez-García 2007). This in turn influenced newly designed architecture at these schools (Chávez-García 2007).

DOMESTIC ARCHITECTURE

The design of juvenile reform schools and their architecture varied in the 1910s and 1920s. The translation of progressive ideals is particularly visible in three schools: the San Francisco Juvenile Court and Detention Home; the Ventura School for Girls; and Whittier State School.

In San Francisco, the Board of Supervisors approved a new juvenile court and detention home in 1914. According to Historian Karen McNeill, the San Francisco Juvenile Court and Detention Home reflected many of the progressive ideals of the day, including locating juveniles to the rear of the building in an attempt to shelter them from the public eye, adopting architectural elements that evoked domestic architecture, and providing a large playground for recreational space (McNeill 2010).[2] These components reflect a transitional design phase in the scheme of juvenile justice reform; although still somewhat monumental in scale, the building was consciously designed with features that made it appear less institutional and more familiar and comfortable for juveniles. Figure 5 shows a rendering and photograph of the building (McNeill 2010).

Figure 5 Images of San Francisco Juvenile Court and Detention Home (1915 and 1917)

[2] The San Francisco Juvenile Court and Detention Home is listed in the National Register of Historic Places (NPS-11000182).

The Ventura School for Girls combined of design types which spanned Progressive-era reforms. The camp included secure, institutional buildings that were more monumental in scape as well as a grouping of smaller vernacular buildings that were domestic in nature, as shown in Figure 6 (CDCR 2021; UCLA 2021). These buildings were situated in a somewhat natural setting on a hilly slope in Ventura. They employed various architectural styles and types, including cottages and Classical Revival-style buildings. These buildings were later demolished.

Figure 6 Photographs of Ventura School for Girls, 1921

Whittier State School's architecture also evolved during this period. In 1912, Fred C. Nells was hired as the superintendent of the Whittier State School and sought to transform the school's wards into "useful, law abiding and God-fearing citizens." One way he sought to achieve this was by altering the school's attitude and design. In order to adopt a family-like, rather than prison-style, environment, the school demolished many of the old, monumental buildings and "introduced human-scale architecture representative of the new ideas of reform" between 1915 and 1934. New "family-like" styles included the Tudor-Revival style cottages as shown in Figure 7 (Brookfield Residential 2018).

Figure 7 Photographs of Whittier State School, 1923 and 1929

The general construction of juvenile detention centers and reform schools slowed during the Great Depression of the 1930s, although the Works Progress Administration (WPA) completed work at several campuses, including Whittier State School (Living New Deal 2021).

Centralizing the California Juvenile Justice System, 1940s

Renewed attention to juvenile justice and a general dissatisfaction with the piecemealed juvenile justice system in California led to legal reform with the adoption of California Youth Authority Act by California legislature in 1941. The Act created the California Youth Authority (CYA; now known as the California Division of Juvenile Justice), founded a three-person commission, and mandated acceptance of all juvenile commitments under 23 years of age. The Act also proposed a renewed model of justice for youths that focused on treatment and rehabilitation and centralized juvenile justice and reform in the state. The CYA also took control of existing institutions:

> While the creation of the CYA in itself was notable, its newly increased range of activities in conjunction with its statutory mandated authority enabled the CYA to establish its influence over the various existing institutions through standardized incarceration policies, procedures and budgetary controls (CYA 1995).

As a result, in 1942, the Preston School of Industry, Ventura School for Girls, and the recently-renamed Whittier State School (Fred C. Nelles School for Boys) became part of the CYA.

However, juvenile reform in the 1940s was cut short by World War II. During the war, several military camps were used to house youth offenders, including camps in Benicia Arsenal, Stockton Ordnance Depot, and Fricot Ranch School. While some camps and military bases closed with the culmination of the war, others were transformed into permanent reform schools, including the California Vocational Institution at Lancaster (now known as Deuel Vocational Institution) and El Paso de Robles School for Boys (CDCR 2021; Chaddock 2015a).

REUSING MILITARY CAMPS AND PRISONS

The reuse of military bases inherently caused some juvenile detention buildings to appear "militarized" and like prisons. Other schools were repurposed military prisons, with their designs and organization emphasizing security (CDCR 2021). In 1944, the CYA entered into a contract with the U.S. military for the establishment of several camps, including ones at the Benicia Arsenal and Stockton Ordnance Depot. Each camp housed 150 boys (CDCR 2021).

Repurposed military sites included the California Vocational Institution and the Correctional Training Facility at Soledad. Figure 8 shows the California Vocational Institution following its remodel in 1950; the institution's design emphasized security with a guard tower, gate, and barbed wire enclosure (Center for Sacramento History 2021).

Figure 8 Photographs of California Vocational Institution at Lancaster (1953)

Post-War Juvenile Justice, 1950s-1970s

Renewed interest surrounding the juvenile justice system emerged in the post-World War II years. During this period, specialists across the country and in California increasingly looked towards new treatments and the redesign of juvenile detention centers to better serve youth inmates. The CYA also began an intense building program to create the infrastructure delayed by the war.

At the national level, the National Probation and Parole Association (NPPA), led by Sherwood Norman, conducted a national study of juvenile detention centers in 1946.[3] The NPPA identified geographic disparities, issues in the probation of juvenile justice, and issues with contemporary juvenile center design. Sherwood Norman noted that a juvenile detention center was commonly thought of as a "place of safekeeping or storage for the protection of the community… even a retaliation for the child's offense." Detention should instead, he argued, be used as a tool in the case work process (Norman 1949). According to Norman:

> A detention home has yet to be constructed which effectively combined provision for the need to detain with provision for active and constructive living. Local architects simply have no knowledge of the problems involved. Little thought has been given to this type of architecture until recently, and the high cost of building has been discouraging. However, a number of detention homes have been interestingly designed on the west coast, and a few communities in the south and east have modern plans on the drafting boards. …
>
> Whatever the size, the following are basic principles of design [for juvenile detention centers]: (1) separate living units designed for not more than fifteen children; (2) fool-proof security features; (3) single sleeping rooms; (4) varied activity areas within each unit (rumpus, reading and hobby); (5) facilities for school and assembly; (6) provision for maximum visibility and control; (7) built-in equipment wherever possible; (8) maximum maintenance facility—absence of ledges, sharp corners, hiding places, or removable fixtures; (9) ample outdoor play space with surfacing for varied activity; (10) fireproof construction.

In his consultation for a juvenile center in Pennsylvania in 1948, Norman encouraged:

> …A spread-out building or separate building units to avoid the regimentation which comes from housing a large number of children in structures which must go up several stories, a location away from the public streets and one which provides adequate grounds for out-of-door recreation (*Philadelphia Bulletin* 1948 in Su 2006).

The CYA was also actively engaged in new treatments and modernizing juvenile detention design at this time. In the early 1950s, the CYA moved towards the introduction and evaluation of new diagnostic and treatment approaches, including guided-group interaction, therapeutic communities, group therapy, differential treatment, and behavior modification. The thinking at the time largely held that juvenile delinquents should be treated in the community, when possible. The CYA created the Community Treatment Project, which tested the effectiveness of providing individualized psychological treatment in the community, rather than institutions. However, when community treatment was not effective, and detention centers were necessary, contemporaries encouraged a nonpunitive setting for all detained children (Norman 1950).

CYA detention centers completed in the early- to mid-1950s adopted many of the design theories espoused by Norman and other specialists at the national level, including construction of detached

[3] According to David Roush of the Juvenile Justice Personnel Improvement Project in 1993, Norman's work "even after three decades [remains] the seminal piece of understanding juvenile detention" (Roush 1993).

single-story units surrounding outdoor recreation areas. In the progress report spanning from 1948 to 1952, the CYA stated that their "postwar construction program moved steadily forward" (CYA 1953). Moreover, in 1955, California legislature was the first state to authorize a state agency to establish standards for the operation and maintenance of juvenile halls. As a result, in 1958, the CYA published *Juvenile Detention in California* (CYA 1958).

In *Juvenile Detention in California,* the CYA recommended that in planning new juvenile hall construction or reconstruction: a competent architect should be employed, an "institution" atmosphere should be avoided, and a grassed area for lounging, a small surfaced area for games, and a large are for sports should be provided (CYA 1958). The new plant-like design of the juvenile detention centers in turn reflected a growing consciousness about communal, centralized space. They also reflected the first fully-designed centers created for the CYA and by the CYA in the newly centralized juvenile detention system.

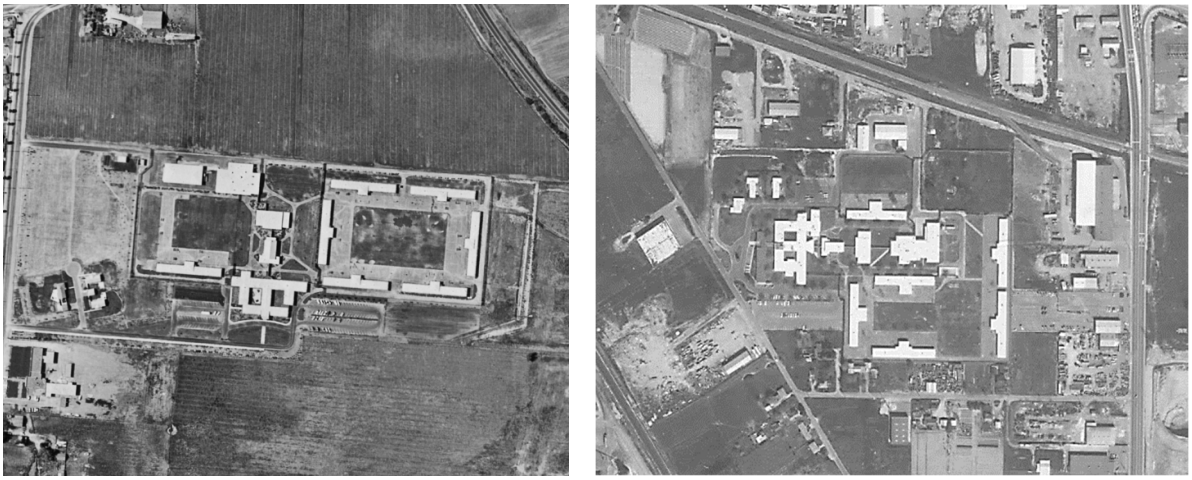
MODERN JUVENILE CAMPUSES

In the early 1950s, the CYA expanded existing facilities and began planning new centers, many of which accommodated the design tenants encouraged by federal guidelines. The result was a building boom that lasted through the 1970s. During this period of expansion, the design of CYA juvenile detention centers transformed. Unlike the earliest monolithic buildings of the turn of the 20th century, the domestic-based architecture of the 1910s through 1930s, and the militarized design of the 1940s, CYA designs of the early 1950s introduced detention center campuses that in many ways followed contemporary design philosophies with their cohesive design.

The CYA designed two facilities during this period of growth: Northern Youth Reception Center and Southern Youth Reception Center. Located in Sacramento and Norwalk, respectively, the centers served as the main intake location for juvenile wards and served as "part of the Department's effort to achieve a uniform diagnosis and classification for all wards" (CYA 1981). Wards would be evaluated at the centers to determine which facility would best serve their needs. Unlike existing schools that were folded into the CYA's control or those camps temporarily set-up during World War II, the Northern and Southern Reception Centers were designed by the CYA to streamline and organize centralized, state-wide juvenile efforts. Architectural plans were completed by 1950 and the schools were dedicated in 1954.

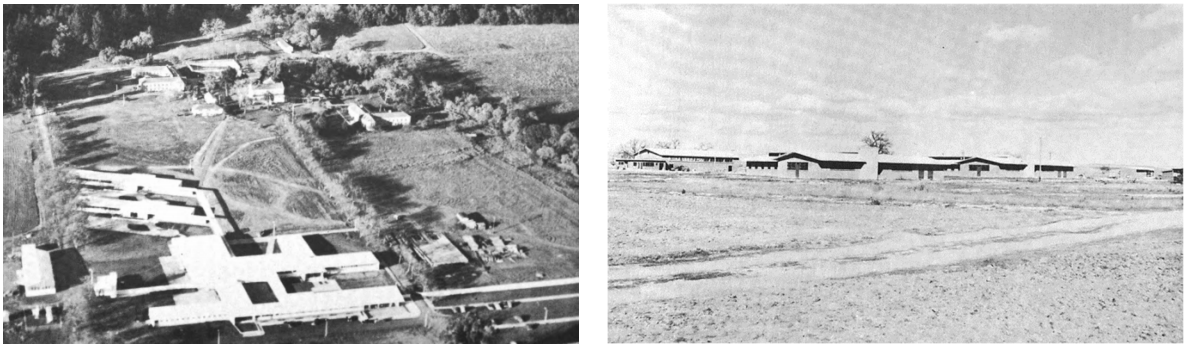
These two campuses were separated from urban centers and featured low, detached modular buildings set around centralized recreational fields, emphasizing outdoor space. The centers were secure and fireproof, with construction materials largely consisting of concrete and brick. Figure 9 shows the Northern and Southern Youth Reception Centers (UCSB Aerial Imagery Lab var). The Northern Youth Reception Center was demolished circa 2011.

Figure 9 Photographs of Southern Youth Reception Center in Norwalk (left, 1956) and Northern Youth Reception Center in Sacramento (right, 1971)



Also during this period, the CYA expanded existing camps, including the Fricot Ranch School for Boys, the Los Guilicos School for Girls, and the Paso Robles School for Boys (Figure 10; CYA 1953). Most of the updates completed at these schools were necessary expansions of dormitories, kitchens, and learning spaces.

Figure 10 Photographs of Los Guilucos School for Girls (left, 1952) and Paso Robles School for Boys (right, 1952)



After its 1958 adoption of the *Juvenile Detention in California,* the CYA deviated from a detached, rectangular design composition to semi-detached buildings with numerous wings. The first campus to showcase this new design was the 1960 Youth Training School in Chino, a $10 million institution located on a 200-acre site. The campus included a combination administration building-hospital, and kitchen commissary, chapel, two vocational shop buildings, gymnasium, and boiler building (*Progress-Bulletin* 1957 and 1960). Figure 11 shows the circular layout and design of the Youth Training School in Chino (UCSB Aerial Imagery Lab 1965, *Progress-Bulletin* 1960).

From the mid-1960s to the early 1970s, the CYA built three institutions in Stockton, California known as the Northern California Youth Center (NCYC): the O.H. Close School (built 1966); Karl Holton School (1967); and DeWitt Nelson Training Center (1971).

Figure 11 Photographs of Youth Training School in Chino (1965, 1960)

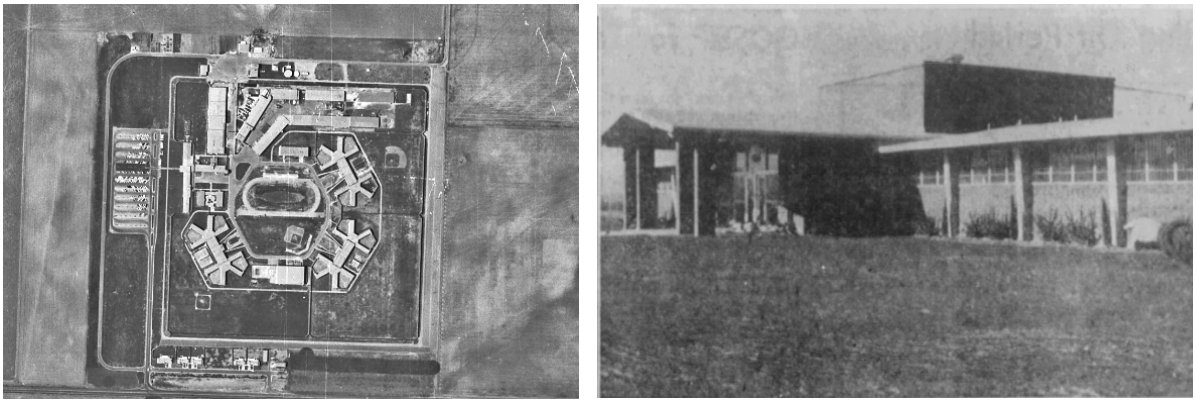
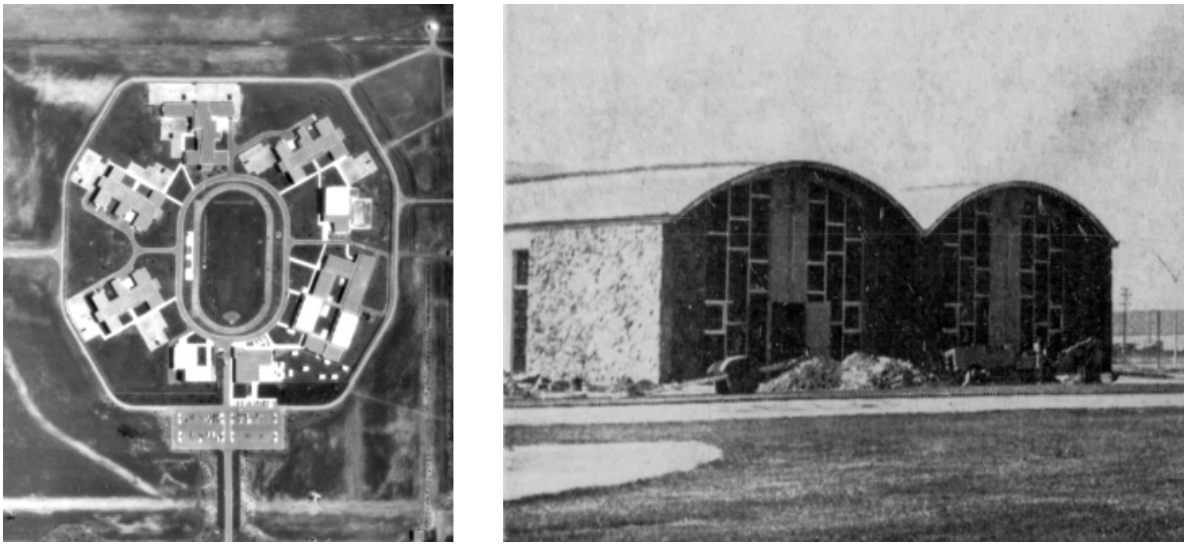


Figure 12 shows representative photos of the NCYC (UCSB Aerial Imagery Lab, Sacramento Bee 1966). These three extant campuses all employed the increasingly popular circular building arrangement.

Figure 12 Photographs of Northern California Youth Center in Stockton (1970, 1966)



During this period, some counties also began to construct juvenile detention centers. One example is the Barry J. Nidorf Juvenile Hall located in Sylmar, Los Angeles County, constructed in 1964. Figure 13 shows an aerial view of the campus and damage following the Sylmar Earthquake of 1971 (Calisphere.org; CSUN Digital Collections). However, most centralized juvenile detention centers remained under CYA jurisdiction.

A map from the CYA shows the location of each reception center, school, and camp under its purview by 1981. The map shows a total of seventeen reception centers, campus, and schools (Figure 14; CYA 1981). The terms “camp” and “school” appears to refer to the design and location of the facility; an education was provided to juveniles at both types of site.

Figure 13 Photographs of Barry J. Nidorf Juvenile Hall (1964, 1971)

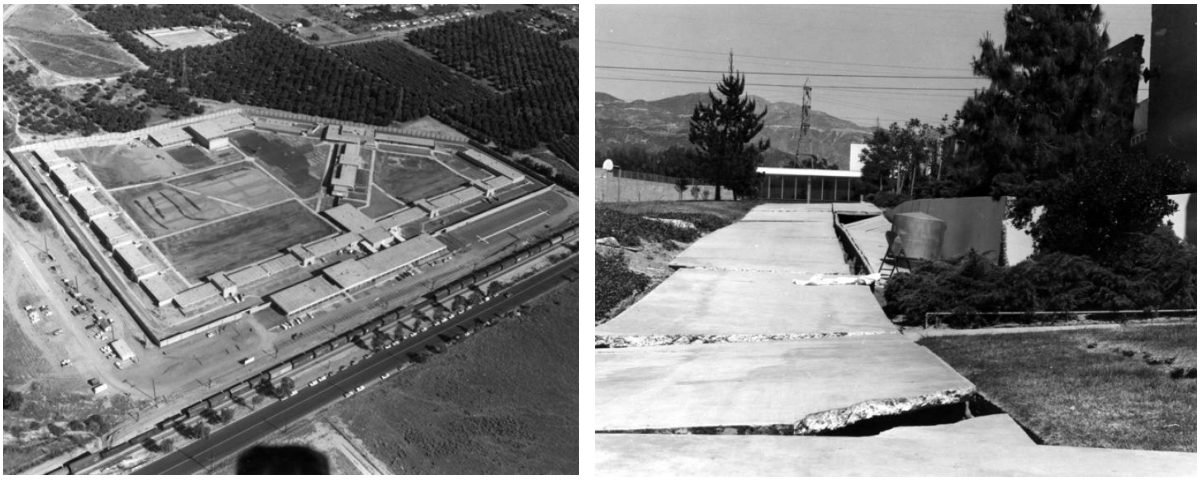


Figure 14 Map of CYA Operations, 1981

Below, Table 1 identifies each of the CYA's institutions' name, location, and year of construction.

Table 1 California Youth Authority Institutions and Camps

Name	Year/Status	Type	Location
Whittier State Reformatory for Boys and Girls (Fred C. Nelles School)	1891 (partially demolished)	School	Whittier, Los Angeles County
Preston School of Industry	1892	School	Preston, Sonoma County
Ventura School for Girls	1913 (demolished)	School	Ventura/Camarillo, Ventura County
Los Guilicos School for Girls	1943	School	Los Guilicos, Sonoma County
Benicia Arsenal	1944	Camp	Benicia, Solano County
Stockton Ordnance Depot	1944	Camp	Stockton, San Joaquin Valley
Fricot Ranch School	1945	School	San Andreas, Calaveras County
California Vocational Institution at Lancaster	1945	School	Lancaster, Los Angeles County
Pine Grove Camp	1945	Camp	Pine Grove, Amador County
Camp Ben Lomond	1947	Camp	Santa Cruz, Santa Cruz County
El Paso de Robles School for Boys	1947	School	Paso Robles, San Luis Obispo County
Northern Reception Center	1954 (demolished)	Reception Center	Sacramento, Sacramento County
Southern Reception Center	1954	Reception Center	Norwalk, Los Angeles County
Mt. Bullion Camp	1956	Camp	Mariposa, Mariposa County
Youth Training School	1960	School	San Bernardino, San Bernardino County
Washington Ridge Camp	1961	Camp	Nevada City, Nevada County
Northern California Youth Center (NCYC)	1965	School	Stockton, San Joaquin County
O.H. Close School for Boys at NCYC	1966	School	Stockton, San Joaquin County
Karl Holton School for Boys at NCYC	1968	School	Stockton, San Joaquin County
DeWitt Nelson School at NCYC	1971	School	Stockton, San Joaquin County
Oak Glen Camp	1971	Camp	Yucaipa, Riverside County

Contemporary Changes, 1980s-Present

By the 1980s, increased public criticism of the CYA forced it to reexamine its shortcomings. Overcrowding in CYA facilities was one issue that plagued the department. Between 1978 and 1988, an independent study found that the population of offenders held in CYA institutions had doubled, not because crime rates or commitments had increased, but because the Youthful Offender Parole Board (YOPB) had doubled the average length of stay for CYA commitments during these years (DeMuro, DeMuro, and Lerner 1988). Although the California legislature placed limits on YOPB confinement policies, the population of CYA institutions again increased by 1996. In 1996, the

average length of stay in CYA institutions was 22.5 months; by 2000, the average stay was over 27 months (Steinhart and Butts 2002).

Another concern was that of abuse. In 1999, the state inspector general's office reported that youths had been abused at numerous CYA institutions, which included sealing rooms and spraying youth with mace, physical violence, sexual harassment and abuse, and forcing youth into staged fights. Three books produced by the Commonweal Research Institute between 1984 and 1990 cited patterns of "fear and gang violence in the institutions" (Steinhart and Butts 2002).

CYA institutions housed over 10,000 juveniles by 1996. That year, California legislature enacted a program of financial disincentives to discourage the commitment of juveniles who had committed relatively non-serious offenses, in an effort to cut down on overcrowding and abuse. Following renewed negative publicity about the CYA, California's governor fired the recently appointed CYA director and instructed staff to improve conditions in CYA facilities (Steinhart and Butts 2002). As a result of these measures, the population decreased by 93 percent between 1996 and 2019. In 2005, the CYA was renamed the Division of Juvenile Justice (DJJ).

Despite these changes, violence continued to plague the division's institutions. In 2019, the nonprofit Center on Juvenile and Criminal Justice, found that between 2011 and 2019, youth-on-youth attacks and attacks against youth had increased, and that each month approximately a third of incarcerated young adults were directly involved in violent incidents. Between 2017 and 2018, more than 1,330 injuries were sustained by juveniles in the institutions (Alfonseca 2019).

In 2020, state Legislature passed Senate Bill (SB) 823. The bill ended youth admission to its facilities by July 1, 2021 and mandated permanent closure of its juvenile detention centers by June 30, 2023 (Washburn 2021).

Austin, Field & Fry

The architectural firm of Austin, Field & Fry was established in Los Angeles in 1946 by partners John C. Austin, Robert Field, and Charles Fry. The firm was most known for its role in the Modern building boom that characterized Southern California in the post-World War II years.

John C. Austin was born in England and moved to Los Angeles in 1895, where he founded numerous partnerships. Robert Field, Jr. was born in Chicago but moved to Los Angeles to study architecture from the University of Southern California. Charles Fry also studied at USC, securing his architecture degree in 1929.

The most notable and high-profile buildings designed by the firm include the Kenneth Hahn Hall of Administration and Stanley Mosk Courthouse (completed along with Paul R. Williams and Adrian Wilson). Figure 15 shows the two buildings, which are located in the Los Angeles Civic Center (Calisphere.org, California Historical Society). The firm also designed the Neo-Formalist style U.S. Custom House at the Port of Los Angeles and the Union Oil Company Research Center in Brea, California (L.A. Conservancy N.d.).

Although Austin, Field & Fry was active in the design of various building types, styles, and functions, the firm was most prolific for its design of educational buildings and campuses. Between 1946 and 1963, the firm completed well over a dozen projects for different schools. Schools at least partially designed by Austin, Field & Fry include, but are not limited to:

Saint Vincent College of Nursing (1950); Compton College (1951); Paramount High School (1951); Centennial High School (1951); University of California, Los Angeles (1951); John Muir High School

(1951); Glendora School (1953); Hamilton High School (1956); Otis Art Institute (1957); Chaffey College (1960); Carson High School (1961); and San Antonio College (1961).

Figure 15 Kenneth Hahn Hall of Administration and Stanley Mosk Courthouse (1970)

The firm employed architectural styles ranging from the "Modern" buildings at Compton College to the "Contemporary Ranch" design at Chaffey College. School plants ranged in shape from rectangular/linear to circular in layout. Most featured a central quad or recreational area.

The firm was also noted for its innovative designs, including the "largest precast concrete arch structure" completed for the gymnasium at Citrus Junior College in Glendora (*Los Angeles Times* 1953). The firm also won awards from the magazine Progressive Architecture for their design of the Humanities Building at UCLA. The jury noted that the building was designed to "blend with the use of colored brick similar to that of the present buildings" (*Los Angeles Times* 1954).

4 Background Research

4.1 Cultural Resources Records Search

On March 3, 2021, a CHRIS search was requested from the SCCIC at California State University, Fullerton. The results of the records search were received on April 12, 2021. The purpose of the records search was to identify all previously conducted cultural resources studies and previously recorded cultural resources in the project site and a 0.5-mile radius surrounding it. Rincon also reviewed the NRHP, the CRHR, the California Historical Landmarks list, Built Environment Resources Directory (BERD) as well as its predecessor the California State Historic Property Data File. Review of those records did not identify any cultural resources within the project site or immediate vicinity. Additionally, Rincon reviewed the Archaeological Determination of Eligibility list. Results of the records search can be found in Appendix A of this cultural resources assessment.

Previous Studies

The SCCIC records search identified thirteen (13) previously conducted cultural resources studies in a 0.5-mile radius of the project site, none of which included the project site (Table 2).

Table 2 Previous Cultural Resources Studies within 0.5-Mile of the Project Site

Report Number	Author(s)	Year	Title	Relationship to Project Site
LA-02497	Rosenthal, Jane	1991	*An Archaeological Assessment of the Proposed Norwalk Transportation Center Norwalk, Los Angeles County, California*	Outside
LA-02660	Wlodarski, Robert J.	1992	*Results of a Records Search Phase Conducted for the Metro Green Line Easterly Extension Project, City of Norwalk, Los Angeles County, California*	Outside
LA-03073	Maki, Mary K.	1994	*A Phase 1 Cultural Resources Survey of 11 Acres at the Southeast Intersection of Civic Center Drive and Norwalk Boulevard, Norwalk, Los Angeles County, California (Whittier Quad)*	Outside
LA-03356	Romani, John F.	1982	*Archaeological Survey Report for the Route I- 5 Santa Ana Transportation Corridor Route 405 in Orange County to Route 605 in Los Angeles County P.m. 21.30/44.38 0.00/6.85*	Outside
LA-04082	Romani, John F.	1982	*Archaeological Survey Report for the I-5 Transitway*	Outside
LA-04821	Maki, Mary K.	2000	*Negative Phase I Archaeological Survey and Impact Assessment of Approximately 265 Acres for the Golden Springs Business Center Project Santa Fe Springs, Los Angeles County, California*	Outside
LA-07757	Brown, Joan C.	2000	*Cultural Resources Literature Review and Reconnaissance for the City of Santa Fe Springs Redevelopment Project*	Outside
LA-07844	Kane, Diane	1998	*Historic Architectural Survey Report for I-5 HOV Lane Improvement Project*	Outside

Report Number	Author(s)	Year	Title	Relationship to Project Site
LA-07871	Tang, Bai "Tom" and Teresa Woodard	2003	*Historical Resource Compliance Report - Third Main Track and Grade Separation Project Hobart (MP 148.9) to Basta (MP 163.3), BNSF/Metrolink East-west Main Line Railroad Track, Vernon to Fullerton, Los Angeles and Orange Counties, California*	Outside
LA-09119	Bonner, Wayne H.	2007	*Cultural Resources Records Search and Site Visit Results for Royal Street Communications, LLC Candidate LA2855A (Calgon Field Services), 12832 Imperial Highway, Santa Fe Springs, Los Angeles County, California*	Outside
LA-09355	Johnson, DeAnn	2000	*Determination of Eligibility, Golden West Refining Company, 13539 East Foster Road, Santa Fe Springs*	Outside
LA-10391	Tang, Bai and Josh Smallwood	2009	*Historical Resources Evaluation Report, Third Main Track Project, Segments 6, 7, and 8. Pico Rivera (MP) 150. to La Mirada (MP) 158.8, BNSF/Metrolink East- West Mainline Los Angeles County, California Caltrans District 7*	Outside
LA-11781	Ballesteros, Al	2012	*WCH Norwalk Regional Health Center, 12360 Firestone Bvld., Norwalk, CA*	Outside

Source: South Central Coastal Information Center, 2021

Previously Recorded Resources

The SCCIC records search identified three (3) previously recorded cultural resources in a 0.5-mile radius of the project site. All three resources are historic-era built resources; none of them are located within or adjacent to the project site (Table 3).

Table 3 Previously Recorded Resources within a 0.5-Mile Radius of the Project Site

Primary Number	Trinomial	Resource Type	Description	Recorder(s) and Year(s)	NRHP/ CRHR Status	Relationship to Project Site
P-19-178663		Historic Building District	Metropolitan State Hospital; Norwalk State Hospital	1980 (Eleanor Hicks, Metropolitan State Hospital)	2D2; Historic District determined eligible for listing in the NRHP by consensus through Section 106 process. Listed in the CRHR	Outside
P-19-186804		Historic Structure, Site	Burlington Northern & Santa Fe Railroad; Atchison Topeka & Santa Fe Railroad	2002 (Daniel Ballester and Bail "Tom" Tang, CMR Tech); 2007 (Steven McCormick); 2007 (Francesca G. Smith and Caprice D. Harper, Parsons); 2011 (Pam Daly, Cogstone); 2016 Chandra Miller, AECOM); 2018 (Jessica B. Feldman, ICF); 2019 (Jenna achour, GPA)	Various portions of railroad evaluated and found ineligible for listing (6Z)	Outside
P-19-188164		Historic Building	Golden West Refining Company	2000 (J. Triem, San Buenaventura Research Associates); 2014 (D. Ruzicka, ArchaeoPaleo)	3S/2S2; Previously found eligible for listing in NRHP; updated in 2014 claimed property no longer extant 2005	Outside

Source: South Central Coastal Information Center, 2021

4.2 Archival and Background Research

Supplemental archival research was completed from March through April 2021 and focused on the review of a variety of primary and secondary source materials relating to the history and development of the project site and its surroundings. Sources included, but were not limited to, historic maps and aerial photographs, contemporary newspaper articles, and written histories of the area. The following is a list of sources consulted during research pertaining to the subject property.

- Historic aerial photographs accessed digitally via Nationwide Environmental Title Research (NETR) Online, Inc.
- Historic topographic maps accessed digitally via United States Geologic Survey
- Historic newspaper articles accessed digitally via newspapers.com
- National Park Service Preservation Briefs
- Additional sources as indicated in the References section

4.3 Native American Outreach

Rincon contacted the NAHC on March 3, 2021, to request an SLF search and a contact list of Native Americans culturally affiliated with the project area. A response was received from the NAHC on March 12, 2021, stating the SLF search had been completed with “negative” results. Appendix B provides the SLF results provided by the NAHC.

4.4 Field Survey

On March 8 and May 14, 2021, Rincon Cultural Resources Specialist Alexandra Madsen, MA, RPA conducted an intensive pedestrian field survey of the project site to identify archaeological and built environment resources. Ms. Madsen utilizing parallel transects spaced approximately 15 meters apart in open space areas. Areas of exposed ground were inspected for prehistoric artifacts (e.g., flaked stone tools, tool-making debris, ground stone milling tools), ecofacts (marine shell and bone), soil discoloration that might indicate the presence of a cultural midden, and features that might suggest the potential for former structures or buildings (e.g., standing exterior walls, postholes, foundations) or historic debris (e.g., metal, glass, ceramics). Ground disturbances such as burrows and drainages were also visually inspected.

Ms. Madsen also visually inspected all buildings, structures, and landscaped features located in the project site, documenting their style, method of construction, and physical condition in detailed notes and digital photographs.

5 Results

As a result of the background research and intensive-level architectural survey, one built environment resource, the former Southern Youth Reception Center, was identified within the project site. The property was recorded on California Department of Parks and Recreation (DPR) 523 Series forms and evaluated for listing in the NRHP and the CRHR. Described in greater detail below, the property is comprised of 20 buildings/structures that are 45 years and older. Only permanent buildings were included in the evaluation of the property. The complete set of DPR 523 Series forms for the property can be found in Appendix C of this report.

5.1 Southern Youth Reception Center

Architectural Description

The former Southern Youth Reception Center is located in the northeastern region of Norwalk in the County of Los Angeles. Formerly utilized as California Youth Authority's intake center for the Southern region of the state, the eastern region of the campus is vacant and the three buildings to the west are utilized by the Department of State Hospitals (DSH). The property is bounded by residences on Hacienda Drive to the north, Zimmerman Park to the east, commercial and municipal development to the south, and Bloomfield Avenue to the west. The rectangular parcel measures approximately 32 acres in size.

The project site contains 27 buildings, one pool, one shelter, and numerous temporary storage containers. Of these, 20 buildings/structures are over 45 years of age. The buildings are typically one-story in height, utilitarian in nature, and vary in size and footprint. Buildings' exteriors range in material, but include brick, stucco, corrugated metal, and wood siding. Roof forms also vary and including gable, flat, shed, and hipped roofs.

The buildings in the central region of the site exhibit a cohesive design plan that centers on low, modular buildings that surround central outdoor recreational areas. Maintenance and support buildings are mostly limited to the perimeters of the campus. Landscaping is comprised of large swaths of manicured lawn as well as ornamental and native trees, shrubs, and smaller plantings. Hardscaping includes walkways between buildings, basketball courts, and a parking lot along the southern edge of the property.

The below map and table show the location, appearance, and description of the various of-age built features on the campus. Building identifiers as noted in the table correspond with the below map (Figure 16).

Figure 16 Building/Structure Locations and Identifications

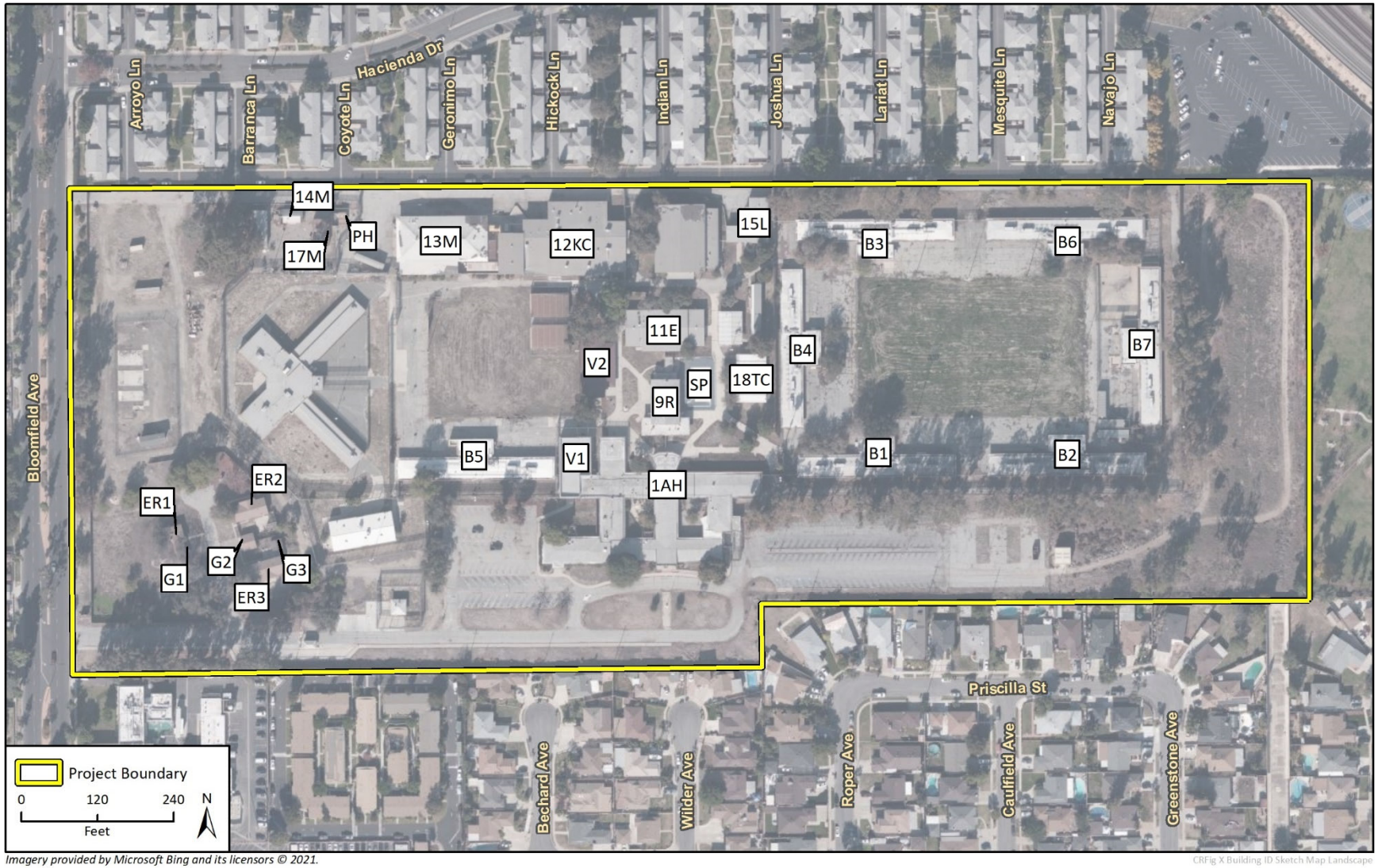
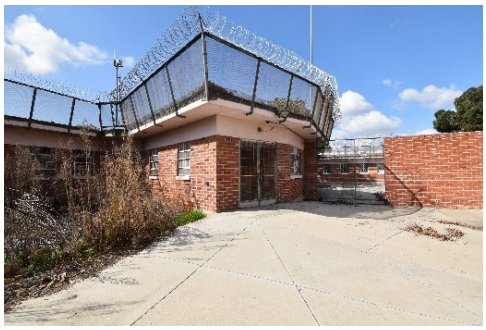
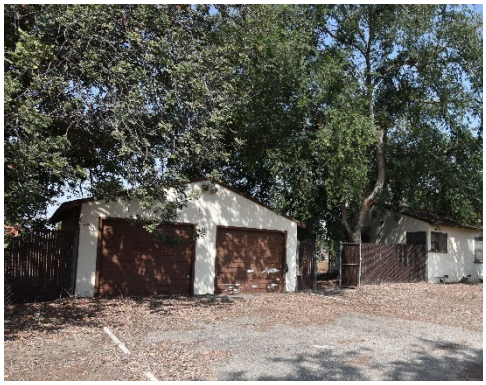


Table 4 Southern Youth Reception Center Built Features

Photograph	Building Identifier	Built Date	Description
	1AH	c. 1950-1954	▪ Former administration building, clinic, hospital & admissions receiving ▪ Single-story ▪ Flat roof ▪ Overhanging eaves with chain-link fence and barbed wire ▪ Brick exterior ▪ Steel windows with metal security grilles ▪ Double metal and glass doors
	B1-B7	c. 1950-1954	▪ Former cottages (Gibbs, Sutter, Cabrillo, Pico, Old Marshall, Portola, and Drake) ▪ Single-story ▪ Flat roof ▪ Overhanging concrete eaves with barbed wire ▪ Brick exterior ▪ Steel windows with four-over-four hopper and fixed lights; built in security grilles and cell numbers ▪ Double metal industrial doors
	9R	c. 1950-1954	▪ Former multi-purpose building and chapel ▪ 1.5-story ▪ Gable, flat and shed roofs wither overhanging wood eaves ▪ Brick exterior ▪ Hopper, sliding, and double-hung windows; fixed glass blocks ▪ Double metal industrial doors
	11E	c. 1950-1954	▪ Former education building ▪ Single-story ▪ Low-slope gable and flat roofs ▪ Overhanging wood eaves ▪ Brick exterior ▪ Double doors ▪ Multi-pane hopper windows with concrete sills

Photograph	Building Identifier	Built Date	Description
	12KC	c. 1950-1954	▪ Former kitchen-cafeteria, warehouse, and freezer building ▪ Single-story ▪ Flat and shed roofs with overhanging wood eaves upheld by wood and metal beams ▪ Brick exterior ▪ Double and single doors (various materials) ▪ Various window types (metal frame hoppers, transom, multi-pane); some windows enclosed ▪ Includes warehouse addition
	13M	c. 1950-1954	▪ Former maintenance building and electric transfer building ▪ Single-story ▪ Flat and shed roofs with overhanging wood eaves upheld by wood and metal beams ▪ Brick exterior ▪ Double and single doors (various materials) ▪ Various window types (metal frame hoppers, transom, multi-pane); some windows enclosed ▪ Metal rolling garage doors
	14M	c. 1956	▪ Former grounds building ▪ Single-story ▪ Gable roof clad in metal ▪ Exposed eaves with wood rafter tails ▪ Corrugated metal cladding ▪ Single metal doors
	15L	c. 1963-1972	▪ Former clothing distribution center/laundry ▪ Single-story ▪ Flat roof ▪ Stucco exterior ▪ Multi-pane metal windows ▪ Metal doors

Photograph	Building Identifier	Built Date	Description
	17M	c. 1956	▪ Former storage building ▪ Single-story ▪ Gable roof clad in metal ▪ Two projecting metal vents on roof ▪ Vertical corrugated metal cladding ▪ Single metal doors
	18TC	c. 1963-1972	▪ Former training center ▪ Single-story ▪ Gable roof ▪ Projecting eaves ▪ Louvered vent at gable ends ▪ Metal cladding ▪ Metal doors
	SP	c. 1963-1972	▪ Former swimming pool ▪ Rectangular shape ▪ Concrete shell
	PH	c. 1956	▪ Former pump house ▪ Single-story ▪ Shed roof clad in metal ▪ Exposed eaves with wood rafter tails ▪ Corrugated metal cladding ▪ Single metal doors ▪ Has an addition

Photograph	Building Identifier	Built Date	Description
	V1	c. 1950-1954	▪ Former visitor entrance building ▪ Single-story ▪ Recessed entrance ▪ Brick exterior ▪ Flat roof with parapet ▪ Aluminum windows and doors
	V2	c. 1963-1972	▪ Former outdoor visiting shelter ▪ Single-story ▪ Hipped roof ▪ Capped wood eave ▪ Upheld by wood beams ▪ Central enclosed building with brick exterior
	ER1	1954-1956	▪ Former employee residence #1 ▪ Single-story ▪ Hipped roof ▪ Stucco exterior ▪ Single-hung wood casement windows ▪ Wood door ▪ Front entry porch with shed roof and round column
	G1	1954-1956	▪ Former employee garage #1 ▪ Single-story ▪ Gable roof ▪ Stucco exterior ▪ Wood folding garage doors

Photograph	Building Identifier	Built Date	Description
	ER2	1954-1956	▪ Former employee residence #2 ▪ Single-story ▪ Cross-gable roof ▪ Stucco exterior ▪ Single-hung wood casement windows ▪ Wood door ▪ Kitty-corner recessed entrance
	G2	1954-1956	▪ Former employee garage #2 ▪ Single-story ▪ Gable roof ▪ Stucco exterior ▪ Wood folding garage doors
	ER3	1954-1956	▪ Former employee residence #3 ▪ Single-story ▪ Cross-gable roof ▪ Stucco exterior ▪ Single-hung wood casement windows ▪ Wood door ▪ Kitty-corner recessed entrance
	G3	1954-1956	▪ Former employee garage #3 (carport) ▪ Single-story ▪ Gable roof with wood shingles ▪ Wood exterior

Property History and Construction Chronology

Prior to the development of the Southern Youth Reception Center in 1954, the parcel that comprises the campus was used for agricultural purposes with three single-family residences. An aerial photograph from 1928 shows the parcel and surrounding largely-undeveloped land. The parcel where the campus is located is outlined in red (Figure 17; UCSB Map & Imagery Lab 2021).

Figure 17 Aerial Photograph of Norwalk, Project Site Outlined In Red, 1928

In 1950, the California Youth Authority (CYA) acquired approximately 32 acres of land for the Southern Youth Reception Center and Clinic. That year, architects Austin, Field & Fry (John C. Austin, Robert Field, Jr., Charles Eugene Fry) of Los Angeles were hired to design plans for the facility (*Whittier News* 1950).

According to California Youth Authority Director Karl Holton in 1950:

> Architectural plans are now being prepared for two reception centers; one to be located in the northern part of the State at Sacramento, the other in Southern California near Los Angeles. The staffing of these centers with psychiatrists, psychologists, physicians, and social workers and teachers who have a psychotherapeutic and/or a group-work orientation, will enable an approach to the type of diagnosis considered essential to determine the specific abilities, interests and needs of the individual boy or girl, and a closer approach can be made to a full understanding of the factors in the youth's makeup or in his background which had led to his maladjustment. Centralization of initial diagnostic procedures at the reception centers will insure greater flexibility in the Youth Authority program. It also will enable more satisfactory initial assignment to training facilities, with a consequent smaller number of inter-school transfers made necessary because of improper initial placement (Holton 1950).

The Southern Youth Reception Center and Clinic was hailed as a "tremendous step forward in combatting juvenile delinquency" (*Whittier News* 1954). The campus was completed in 1954 and reflected many of the design elements encouraged by juvenile specialists at the time including Sherwood Norman, as outlined in Section 3. According to a *Whittier News* article from that year:

> The southern reception center and clinic [was] a $4 ½ million-dollar example of modern institutional design. Included in the group of buildings are an administration unit, a complete hospital, medical-dental clinic, recreation hall, education building, kitchen and dining hall building, and seven segregated dormitories with individual rooms for 50 girls and 300 boys (*Whittier News* 1954).

The campus was later described as a "sprawling low-profile cluster of buildings that includes a hospital, administrative offices, several detention wards, a library, craft shops and reception areas… detention units…are austere, barrack-like structures" (*Independent* 1973).

An aerial photograph from 1956 illustrates the site's original layout and design, with rectangular, modular buildings symmetrically placed around two quads and a central axis (Figure 18; UCSB Map & Imagery Lab 2021). Also visible in the photograph are the tract homes that were developed immediately to the west of the site in the post-World War II era. A topographic map from 1965 also shows the buildings' footprints (Figure 19; USGS 2021).

Figure 18 Aerial Photograph of Norwalk, Project Site Outlined in Red, 1956

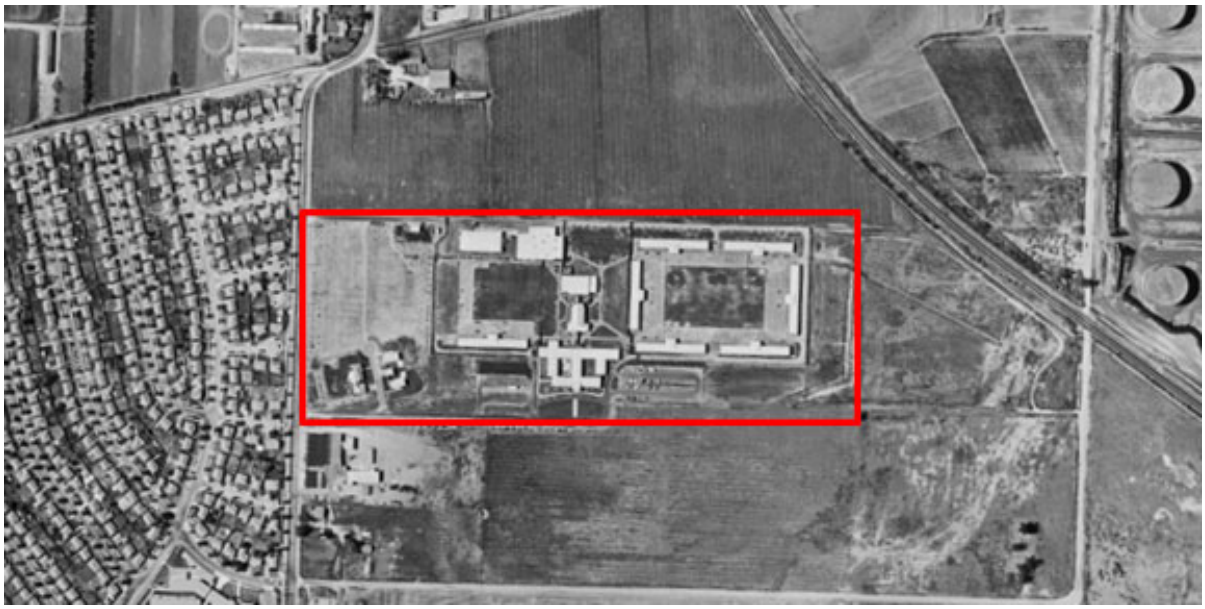
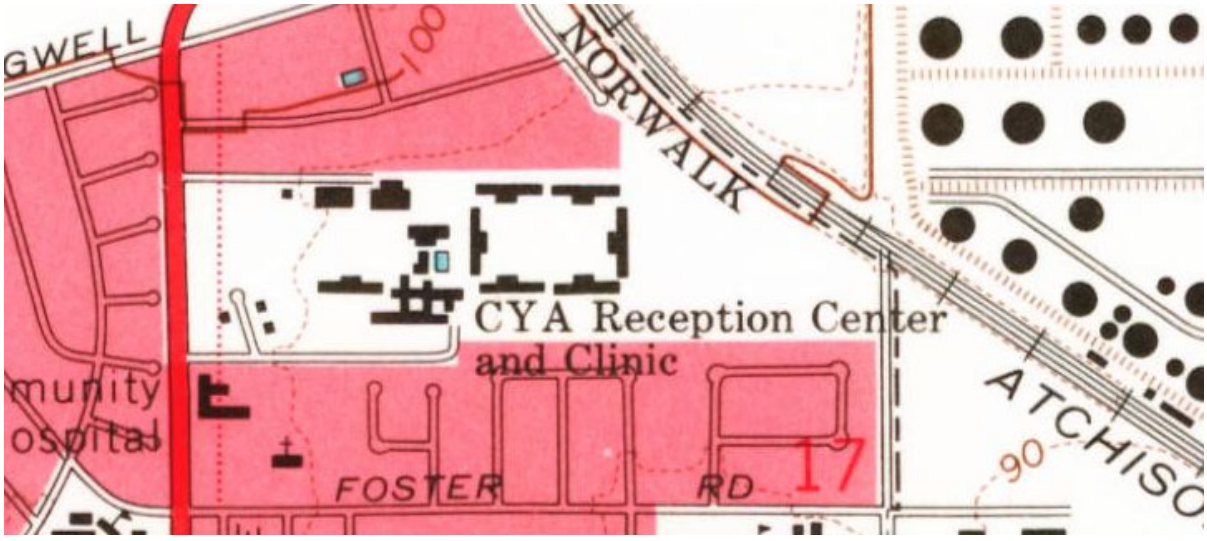


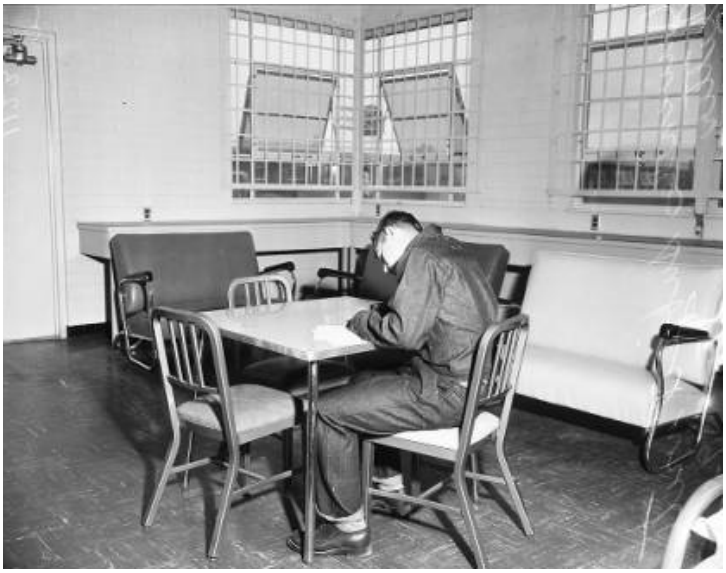
Figure 19 Whittier Topographic Map, 1965



The Southern Youth Reception Center and Clinic held juveniles at the location for approximately five weeks while specialists evaluated their needs before determining the institution placement and future training program for each child. According to then-Director of the CYA Heman G. Stark, the

reception center was a "further step in California's program of treatment, rather than punishment, of delinquent youth" and the CYA was "dedicated to the exploration and eradication of the causes of juvenile delinquency through understanding its causes and rehabilitating the youthful offender" (Whittier News 1954). A photograph from 1954 shows a youth in an interior of one of the newly-constructed buildings at the site (Figure 20; USC Digital Library 2021).

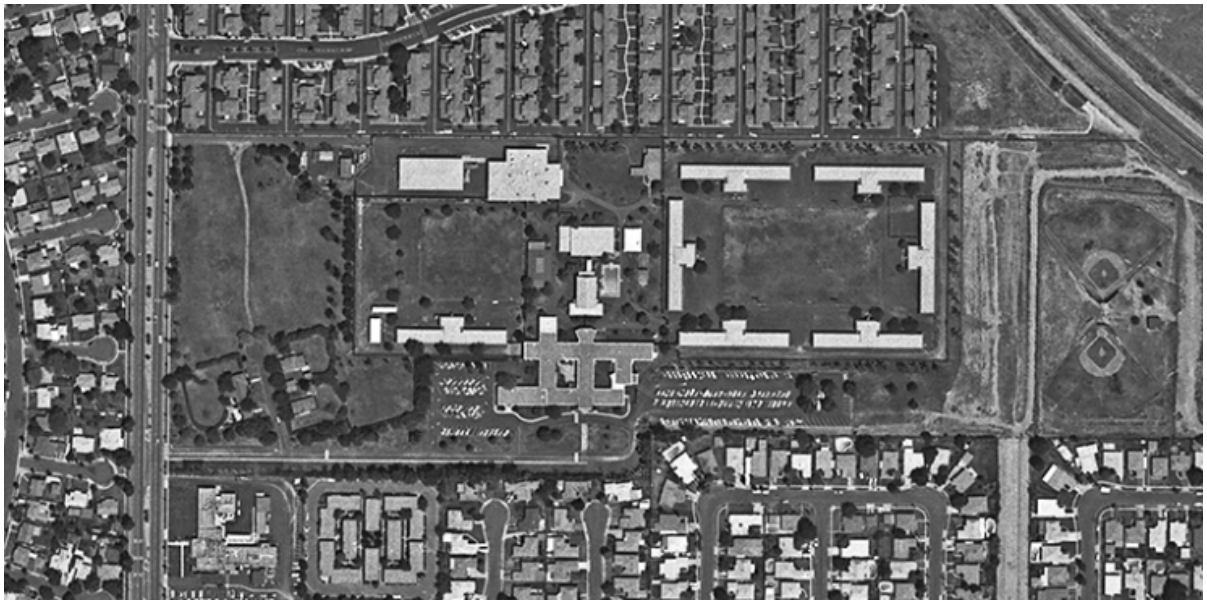
Figure 20 Youth at Southern Youth Reception Center and Clinic, 1954



In 1974, the Southern Youth Reception Center and Clinic hosted the first known residential treatment program (ITP) for "psychotic juvenile criminal offenders" in the world (*Los Angeles Times* 1974). The program featured one-to-one employee/ward ratio and was funded by the county.

An aerial photograph from 1977 shows the campus' growth. Previously vacant or agricultural lands were developed with residential tract housing from the 1950s through 1970s (Figure 21).

Figure 21 Aerial Photograph of Norwalk, Project site Outlined in Red, 1977



Historic Evaluation

As a result of the current study, the Southern Youth Reception Center is recommended ineligible for listing in the NRHP or CRHR under any applicable criteria.

The Southern Youth Reception Center opened in 1954 as one of the two reception centers following the creation of the California Youth Authority (CYA). The research conducted for this study demonstrated that although associated with the development of a centralized juvenile justice system, the site was not significant within this context. The center was one of several examples of post-World War II institutional expansion of juvenile detention centers in the state and was not noted as a uniquely significant nor successful undertaking in the state's history of rehabilitating juveniles. Therefore, the subject property is recommended ineligible for listing in the NRHP or CRHR under Criteria A/1.

The property does not possess known associations with persons whose activities are demonstrably important within a local, state, or national historic context. The archival research conducted for this study failed to indicate that anyone possessing a known historic-era association with the property is significant in the history of the state, or nation. Therefore, the subject property is recommended ineligible for listing in the NRHP or CRHR under Criteria B/2.

The property is mostly comprised of buildings which exhibit a cohesive design plan that centers on low, modular brick buildings surrounding a central outdoor recreational areas. Although featuring some Mid-Century Modern-style elements, the buildings on the campus are overall non-descript in their architecture and does not embody the distinctive characteristics of a type, period, or method of construction. Although many of the original buildings were designed by master architectural firm Austin, Field & Fry, a comparative study of their other designed campuses shows that the Southern Youth Reception Center was not one of their best or most noteworthy projects but was relatively modest compared with other contemporaneous projects. As such, the subject property does not represent the work of a master or possess high artistic values. Therefore, the property is recommended ineligible for listing in the NRHP or CRHR under Criteria C/3.

The CHRIS and SLF searches and archival research conducted for this study failed to indicate that the subject property is likely to yield information important to history or prehistory. Therefore, the subject property is recommended ineligible for listing in the NRHP or CRHR under Criteria D/4.

Archaeological Resources

Ground visibility throughout the project site was poor (approximately 15 percent) due to previous development and vegetation including grass and weeds. Due to poor visibility, boot scrapes were conducted every 20 meters where necessary to remove non-native vegetation and improve ground visibility. Boot scrapes were approximately 12 centimeters in size. Three larger areas surveyed included the western quad, eastern quad, and open space area in the easternmost region of the site (Figure 22 through Figure 24). Where present, exposed native soil was a medium brown, medium grained sandy silt. The terrain in the property was relatively flat. Approximately three-quarters of the project site is highly disturbed due to past development. Rodent burrow backdirt allowed visual inspection of subsurface soils. Modern debris in the form of glass shards, plastic, wood, cardboard, and asphalt were scattered throughout the open space area in the eastern region of the project site (Figure 25). Results of the field survey identified no evidence of archaeological remains or prehistoric cultural resources within the project site.

Figure 22 Western Quad, Facing West, March 2021

Figure 23 Eastern Quad, Facing West, March 2021

Figure 24 Open Space Area in Eastern Region of Site, Facing North, May 2021

Figure 25 Open Space Area in Eastern Region of Site, Burrows and Trash, May 2021

6 Findings and Conclusions

The background research and survey confirmed the project site contains twenty (20) buildings/structures onsite that are at least 45 years of age and previously served as the Southern Youth Reception Center. As a result of the current study, the Southern Youth Reception Center (subject property) is recommended ineligible for listing in the National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR) under any applicable criteria. The Southern Youth Reception Center opened in 1954 as one of the two reception centers following the creation of the California Youth Authority (CYA). The research conducted for this study demonstrated that although associated with the development of a centralized juvenile justice system, the site was not significant within this context.

This study concluded that the property does not meet the requirements for listing in the NRHP or CRHR and, therefore, does not qualify as a historical resource under CEQA. Based on the findings of the current investigation, Rincon recommends a finding of ***less than significant impact to historical resources*** under CEQA.

The results of the SCCIC records search, negative SLF search, background research, and archaeological field survey indicate there are no known archaeological resources in the project site. The surface of the project site has been graded, disturbed, and developed previously and no archaeological resources are known to have been discovered. As a result, the possibility of encountering undisturbed archaeological resources is unlikely. No further cultural resources work is recommended for the project. With adherence to the unanticipated discovery measure listed below, Rincon recommends a finding of ***less than significant impact to archaeological resources with mitigation incorporated*** under CEQA. The project is also required to adhere to regulations regarding the unanticipated discovery of human remains, detailed below.

Unanticipated Discovery of Cultural Resources

In the event cultural resources are encountered during ground-disturbing activities, work in the immediate area must halt and an archaeologist meeting the Secretary of the Interior's Professional Qualifications Standards for archaeology (National Park Service 1983) must be contacted immediately to evaluate the find. If the discovery proves to be eligible for listing in the NRHP or the CRHR, additional work may be warranted, such as data recovery excavation and Native American consultation to treat the find.

Unanticipated Discovery of Human Remains

If human remains are unexpectedly encountered, the State of California Health and Safety Code Section 7050.5 states that no further disturbance shall occur until the County Coroner has made a determination of origin and disposition pursuant to Public Resources Code Section 5097.98. In the unlikely event of an unanticipated discovery of human remains, the County Coroner must be notified immediately. If the human remains are determined to be prehistoric, the Coroner will notify the Native American Heritage Commission (NAHC), which will determine and notify a most likely descendant (MLD). The MLD has 48 hours from being granted site access to make recommendations for the disposition of the remains. If the MLD does not make recommendations within 48 hours, the landowner shall reinter the remains in an area of the property secure from subsequent disturbance.

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Appendix A

CHRIS Records Search Results

Appendix B

Sacred Lands File Results

Appendix C

California DPR Series 523 Forms