

CHAPTER 2
CASE STUDIES

Livermore, California

\$150 million
library and school
joint bond
measure passed
with over 80%
approval

Participants

The **City of Livermore** has a population of 65,000 residents.

Livermore Area Recreation and Park District (LARPD) serves 66,430 residents in Southeast Alameda County. Livermore is the only incorporated City within its boundaries. LARPD owns 34 parks, totalling 1,272 acres. The majority of the parks are located in the City of Livermore.

Livermore Valley Joint Unified School District (LVJUSD) serves 13,600 students. The district operates 20 schools, all located either in the City of Livermore or in the City's planning area.

LARPD, LVJUSD and the City of Livermore have a history of working cooperatively for at least 30 years.

Featured Case Study: Joint Bond Measure

In March 1999, a \$150 million joint bond measure to construct a new City library, renovate an existing City library, construct a LARPD community center and repair and maintain LVJUSD facilities, passed with over 80% approval. The bond value will be divided, during the next 25 years, between the three jurisdictions according to the needs of each: the City will receive \$20 million; LARPD will receive \$20 million; and LVJUSD will receive \$110 million.

Discussions Begin

The LARPD General Manager, Livermore City Manager and LVJUSD Superintendent meet monthly to discuss issues of importance to the community. Through the years, the monthly meetings have helped the three agencies build relationships and often have been the forum for raising ideas for collaboration. Representatives of the City Council, School Board, and Parks Board also are included in these discussions held approximately every six weeks.

In the February 1998 monthly meeting, the Superintendent mentioned that a funding source the District had relied on since 1975 would soon

expire and could not be re-issued. The City Manager said that the City had land set aside for a new library, but no funds to build the library. The LARPD General Manager indicated that he needed revenue for upcoming capital improvements. Sharing this information started a conversation between the three jurisdictions about the feasibility of issuing a joint bond measure rather than all three issuing bonds at the same time. ***It appeared that the growth in the City since 1975 would make it possible to issue a general obligation bond that would allow the School District to continue to receive its current funding plus additional revenue to support a new library and new community center, while also reducing the tax rate from \$142 to \$71 over the life of the bond.***

After the meeting, the LARPD General Manager, Livermore City Manager and LVJUSD Superintendent each sought, and received, the support of their elected officials to examine the feasibility of a joint bond measure. Achieving the support of the elected officials was made easier by their long history of collaboration. The culture of cooperation extends to the staff and citizens as well.

Obstacles Identified and Overcome

During the spring, the LARPD, City of Livermore and LVJUSD hired a consultant to conduct a community poll to assess the public support for individual bond measures issued by each of the jurisdictions versus a joint bond measure. The poll was funded by all three jurisdictions. The results showed support for a joint bond measure and also indicated that the School District would be the entity that received the most support for a bond measure in general.

After determining that a joint bond measure likely would pass, the specific components of the bond measure were discussed and obstacles identified. The School District was chosen as the issuer of the bond. ***This decision, however, required changing state law to allow School District general obligation bond revenue to be used for facilities not owned by the School District.***

Working with their local legislators, the local governments were able to pass a special amendment to the State Education Code to allow the City, LARPD, and LVJUSD to proceed with a joint bond measure.

Action Plan

In September 1998, the City Council and LARPD Board formally approved the joint powers agreement and supported a joint bond measure, issued through LVJUSD, to the voters. In October 1998, the LVJUSD board approved placing the \$150 million general obligation bond on the March 1999 ballot.

The campaign for approval of the bond was led by a political consultant and a political committee, chaired by a high profile community business member. Representatives from all three agencies campaigned for passage of the bond. The support shown by the political committee, the City, LARPD, and LVJUSD helped win the community's support for the bond measure. The bond measure passed with 81.8% approval.

As a result of the relationships established through this process, a state legislator notified the City, LARPD and LVJUSD that the state has grant money available for joint-use projects. Although the library is not yet built, the School District, with assistance from the LARPD and City, submitted a grant application and received a \$1 million grant for library equipment. The funds are being held by the School District, and the interest from the grant will pay for new books for the schools while the principle grant revenue will be used for library equipment.

Next Steps

In February 2000, the City Council approved the memorandum of understanding. The LVJUSD and LARPD will also be reviewing their memorandum of understanding within the next couple months.

There are decisions that still need to be made related to building the library and community center. The Education Code governing school funds is guided by different policies than those that typically govern a city. For example, the School District cannot directly distribute the revenue to the City. The proposed solution is to have the City forward the construction bills directly to the School District for payment. The architectural plans for the library require state architectural review because it is funded with School District funds. If it was funded with City revenue, it would be exempt from such review.

Other Cooperative Projects

Facilities

■ **Joint-use of school and park sites.** The joint-use of schools and park sites provides Livermore citizens with more open space and recreation areas while also increasing the efficiency and cost savings of the existing facilities.

Since 1957, there have been formal agreements for the joint development of parks and school sites. The City requires that LARPD and LVJUSD consult with each other when sites for schools and park facilities are set aside.

The School District maintains the school building and the Park District maintains the field area, irrespective of ownership boundaries.

When a school is converted to a different use, the School District and Park District work together to provide the most appropriate park and recreational uses. For example, when an elementary school was converted to a middle school, the park located next to the school was redeveloped as athletic fields for use by the school. When schools are closed for demographic changes, the play areas and athletic fields remain public park land.

When the School District does not have adequate facilities for a school program, or the City or Park District does not have adequate facilities for its programs, a reciprocal agreement allows each local government to use the facilities owned by the other agencies. The policies that an agency sets apply to the facilities that they own and other agencies must abide by those policies. However, each agency has legal liability for programs they sponsor, regardless of where they occur.

■ **Joint Maintenance Yard.** A co-located maintenance yard allows the City and LARPD to share equipment and reduce costs. Although each agency owns specific pieces of equipment, the equipment is shared as needed. When a new piece of equipment is needed, both agencies budget for a portion of the item and purchase it jointly.

Programs and Services

■ **Graffiti Abatement.** The graffiti abatement program in Livermore allows the City, LVJUSD and LAPRD to use their resources more efficiently and more effectively address the problem. The graffiti abatement personnel are employees of the School District, but the City

Other Projects, (cont.)

operates the graffiti "hotline" to which citizens report incidences of graffiti, and the equipment is partly paid for by the Park District. When the program was initiated, the City, LAPRD and LVJUSD jointly purchased the vehicle used for graffiti abatement. The vehicle is now operated and maintained by the School District. When graffiti needs to be removed, LAPRD and/or the City notify the School District. A School District employee responds and the School District bills the cost of the service to the City and/or Park District. The City provides educational materials and phone assistance for the program.

■ **Resource Officers.** Four (as of July 1) City police officers are assigned to school sites. This program increases the safety of the schools and opens the communication lines between the police and students.

Land Use Planning

■ **Coordination of growth and location of growth.** The City, Park District and School District work closely with each other to serve the increased population in the City. On an on-going basis, residential developments are planned with input from the School District and Park District. In compliance with the City's general plan, developers must meet the school mitigation obligations. This City requirement often results in the School District entering into an agreement with the developer regarding how the obligation will be met. The City Council will not hear the proposals until the School District and Park District have talked with the developer about their requirements and have approved the map or site plan that is part of the development application.

■ **Strategic Planning.** The Park District and City are members of the School District's strategic planning committee. In addition, the School District updates its facility plan annually and informs the City of the school population needs in order to allow coordination between residential development and school needs.

Administration

■ **Financing of Growth.** The City and School District have agreed that each home must pay \$12,000 to the School District to mitigate the impacts of growth on the District.

key lessons

- Start with the organizational culture — encourage people to think cooperatively
- Think carefully before choosing the best agency to lead a joint bond measure
- Act quickly to maintain the momentum when a good idea is born
- Establish and maintain good relationships with your state legislators and provide assistance when needed
- Think creatively to overcome obstacles

Contacts

Lorraine Garcy, Superintendent,
Livermore Joint Unified School District, (925) 606-3281

Doug Bell, Park and Recreation District General Manager Livermore
Area Park and Recreation District, (925) 373-5700

Jerry Peeler, City Manager,
City of Livermore, (925) 373-5140

Susan Gallinger, Director of Library Services,
City of Livermore, (925) 373-5509

Claremont, California

15 new or enhanced programs for youth in five years

Participants

The **City of Claremont** has a population of 34,500 residents.

Claremont Unified School District serves 6,300 students in grades K-12. The district operates seven elementary schools, a school for the orthopedically handicapped, an intermediate school, a comprehensive high school, and a continuation school. The School District boundaries include the City of Claremont, and portions of the cities of LaVerna and Pomona.

Featured Case Study: Youth Master Plan

The Claremont Youth Master Plan was the community's response to changing demographics and increased needs for children and families. The Plan identifies ten specific goals that include an implementation strategy and monitoring system. Since the plan was approved by the Claremont Unified School District and the City of Claremont in 1995, approximately 15 programs have been implemented by the community which have reduced crime, increased program efficiency and effectiveness, reduced costs, and increased the overall well-being of the youth in Claremont. The City and the School District jointly provide funding to support the Claremont Youth Partnership, a community organization established by the City Council and the Board of Education to promote and monitor the implementation of the Youth Master Plan.

Identifying the Need

Twenty years ago, due to past conflicts, the concept of collaboration was not popular among the elected bodies of the City of Claremont and the Claremont Unified School District. However, in the 1980s, it became apparent that the needs of children, youth and families were not being met through the existing programs and services provided by the School District and the City. Attempts were made to improve the quality and quantity of services, but all only addressed specific needs. The City Manager and School Superintendent recognized that the community needed a strategic plan to guide the provision of services in a comprehensive and coordinated fashion.

Coordinated efforts began in the 1990s. Many factors created the impetus for the City and School District to evaluate their programs more closely and reduce duplication for services provided to youth and their families. Issues facing Claremont included:

- Financial constraints due to the shift in local tax dollars to the state;
- Fragmented and poorly communicated youth and families services;
- Minimal collaboration between service providers;
- Reactive rather than pro-active community attitude;
- Demographic changes in school age population resulting in greater ethnic and economic diversity;
- Continued perception of Claremont as a wealthy, predominately Anglo city;
- Perception that youth concerns and issues were not addressed; and
- Fragmented or non-existent services for child care, health, and safety issues.

A joint City Council and Board of Education "Youth Committee" began meeting in mid-1993. **One of the key challenges of this group was understanding the different culture and decision-making processes of each agency. Once it was understood that the City of Claremont makes decisions in a much more linear fashion than the Claremont Unified School District, which uses group decision-making processes, each agency was able to respect and acknowledge the different ways of thinking. Understanding replaced frustration over why certain people needed to be involved and how much time was needed.**

Through this process the City and the School District made a commitment to jointly serve as catalysts to create a community youth program.

In September 1993, the City Council and Board of Education jointly appointed the Youth Master Plan Steering Committee. The 17-member committee was appointed to research the needs of youth, and current resources available to meet those needs, and create a set of goals and action items for addressing the needs of youth and their families. The Committee included City Council and School Board members, community leaders, parents, youth, key City and School District staff, youth leaders, religious community representatives, health professionals and college representatives.

Developing the Plan

The governing bodies of the City and the School District provided substantial financial and personnel support to the process. The City provided \$25,000 to hire a consultant to guide the process and additional staff time to support the process. Numerous City and School District staff people participated in the Committee subcommittees. In addition, a grant was obtained to allow the Committee to survey youth attitudes and behaviors in the community.

Community involvement was very instrumental in the development of the Youth Master Plan. Over 150 community members served on subcommittees and over 3,000 people participated in community forums and surveys. Youth participation was solicited in all age groups, from creating posters and drawings at the elementary schools to participation in the youth attitudes and behavior survey at the high schools. The community was kept informed of the master planning process through existing City and School District publications.

The participation of the community helped create a community-wide focus on the importance of youth and their families. It raised awareness of the issues, and developed community support by encouraging ownership early in the process. As a result of this early community participation, the Plan influenced the actions of many even before it was adopted.

The Committee researched the School District demographics. For purposes of the Youth Master Plan, all children in the School District were considered to be "children of Claremont". This information proved to be useful because there was a public perception that Claremont did not have "those kinds of issues". The data supported the impressions of the City and School District that the demographic changes in the community had resulted in a more ethnically diverse population, more working parents, and more latch-key kids consistent with the changes occurring in the larger Los Angeles metropolitan area. When this information was shared with the public during the community forums, the development of the Youth Master Plan gained greater importance. An inventory of the available services and providers identified duplicate programs and areas in which assistance was not provided. This enabled the community to develop a priority listing of programs needed for youth over both the short and long term, which in turn provided a guide for how financial resources should be allocated.

Adoption of the Youth Master Plan

The final Youth Master Plan was presented at a joint meeting of the City Council and Board of Education in January 1995. The Plan included a vision and guiding principles for the Claremont community and an action plan that includes:

- *Mobilizing the community.* Get everyone involved; include and recognize youth; value diversity; and give everyone good information.
- *Create a unified system of supports and activities.* Be sure young people have something constructive to do when they are not in school; be sure everyone has physical and mental health care; help everyone feel safe and secure; support families; and educate parents.
- *Coordinate, support and monitor implementation.* Coordinate our efforts to reach these goals.

In February 1995, the City, County and Board of Education jointly created the Claremont Youth Partnership, a community-wide panel to oversee the implementation of the Youth Master Plan. The Claremont Youth Partnership is funded by a \$20,000 grant from the School District to provide a part-time coordinator, and a \$10,000 grant from the City to provide support for the coordinator.

Outcomes

The Claremont Youth Partnership measures the progress and program successes annually via the "Scorecard," a report card of activities coordinated under the Youth Master Plan.

A community survey to assess youth attitudes and behaviors, conducted every two years, also assesses the impact the Master Plan has on the youth in Claremont. Updates to the priorities are made based on the survey results. The Claremont Youth Partnership reports to the Human Services Commission.

The School District and City base their annual priorities on the Youth Master Plan.

The Youth Master Plan was the first time the City and School District had worked together successfully. The relationships established during that process have carried through to other projects, including implementing many of the recommendations from the Youth Master

Other Cooperative Projects

Plan. The School District and City staff continue to meet once a month to ensure success of the Youth Master Plan. The concept of cooperation has become integrated into everything the City and School District discuss.

The City has increased its funding for youth programs from \$291,000 (1993) to \$600,000 (1999-00) annually using both General Fund and Recreation Fund support. The School District has allocated approximately \$75,000 annually to enhance youth services. The increased support has been used to implement a number of the recommendations in the Youth Master Plan, many of which are listed below. The City and School District have realized many benefits from the adoption and implementation of the Youth Master Plan.

Between 1994 and 1998, the following benefits were identified:

- **Increase in after school activity participation;**
- **Decrease in time spent at home alone;**
- **Decrease in teenage drinking;**
- **Increase in youth involvement in the community;**
- **Decrease in truancy, resulting in additional state funding; and**
- **Decrease in youth related crimes.**

Facilities

■ **Master Facility Agreement.** The City and District use the other's buildings and facilities free of charge. Each entity is responsible for maintenance and repair of its own facilities and is also responsible for damages that may be caused when using the other's buildings or facilities. The Agreement also outlines priorities for scheduling use of buildings and facilities.

■ **School Site Purchase.** The City purchased a school site for renovation into a much-needed community center. The school was declared surplus property after the state mandated that the special needs students attending the school had to be "mainstreamed" into the general school population. The District needed to sell the site to pay the costs associated with relocating the students while the City saw the 32,000 square foot building and 9.6 acre site as ideal for use as the community center that residents have wanted for a number of years. The renovation of the existing building was much less expensive than building a new community facility from the ground up.

Other Projects, (cont.)

Program and Services

■ **Joint Recreation Activity/Adult School Class Brochure.** The City's Human Services Department and School District's Adult School publishes and distributes a joint activity/class schedule. The collaboration has reduced postage and printing costs, improved technical quality, and enhanced the appearance of the brochure. Residents benefit from having class and activity information listed in a single, easy-to-read publication instead of the two different schedules that they received before.

■ **Enhanced Library Hours.** The City and School District committed funding to add Sunday Library service at the County of Los Angeles Public Library Claremont Branch. The primary focus of this expansion was to support student and family use of the library. The funding is partly from the Claremont Community Foundation, which includes the School District, Claremont Colleges and service agencies. The City is the filter for funds to the County.

■ **On-site Counseling.** Through its Community Based Organization Grant program, the City provides supplemental funding in fiscal year 1999/00 to provide mental health counseling for students at all public school sites in Claremont. Funding for this program was provided in response to cuts in funds coming from the State. Counseling services are provided by an outside mental health agency. (Recommendation of Youth Master Plan)

■ **DARE.** The City has offered the Drug Abuse Resistance Education (DARE) Program to all fifth grade public school students since 1984 and extended the program into private schools in 1988. Half of the fifth-graders participate in the 17-week course during the fall semester and the other half during the spring semester. **"Graduation" ceremonies are held once each semester in a community building and are attended by all fifth-graders, their families, the City Council, and the School Board.** The program has been expanded to include a one-week "refresher" course for intermediate students.

■ **Cooperative Special Events and Activities.** There are a variety of special events and activities, which the City and the District cooperatively organize and conduct through the City's Committee on Human Relations. Since 1990, the City has sponsored an annual contest designed to build awareness of Martin Luther King, Jr., and other champions of human rights.

Other Projects, (cont.)

Arbor Day is an annual event featuring tree care demonstrations by City staff and the planting of trees provided by the City. The site for the event moves from school to school each year with the students, staff, and parents from the particular school coordinating the activities for that year.

The City and the District promote joint activities for one-time events. For example, at the recent dedication of public art at the Claremont Depot, student artwork developed as a part of the Youth Master Plan process was displayed.

■ **4th-6th Grade Afterschool Program.** In 1996, the City introduced an after-school program for fourth through sixth graders that features a mix of activities including arts, sports, and drama in a supervised recreational setting. The program is offered at three sites throughout the City. Transportation from local schools to the program site is provided throughout the City by the local public transit authority. (Recommendation of Youth Master Plan)

■ **TRACKS.** The TRACKS program for 7th and 8th grade students was jointly developed by the City and School District. The program features enrichment classes, a full after school sports program (the City conducts the intermediate school's varsity, junior varsity, and intramural sports program in nine different sports), special interest classes, tutoring, special events, and trips. The program operates a full summer schedule of enrichment classes, sports camps, trips, and special events. The City coordinates all aspects of the program but works with the School District and local agencies, or contracts with independent instructors for program components. A variety of program sites are used including intermediate schools, City buildings, churches, and other sites. More than 60% of the 1,000 students at the City's intermediate school participate in activities offered through the TRACKS Program. (Recommendation of Youth Master Plan)

■ **Youth Activity Center (YAC).** The Youth Activity Center is a 6,500 square foot City-operated facility with programming directed to high school age youth, including:

- An after school drop-in program that serves 175 youth per day. The center is equipped with a wide variety of state-of-the-art game and activity equipment. Also included is a 7,000 square foot lighted skateboard park, exterior concert stage, and lighted exterior basketball court.

Other Projects, (cont.)

- A support services program that includes counseling, tutoring, employment, health education, peer group aggression/conflict management training, and parent/teen communication classes.
- Social activities, including dances, coffeehouse nights, game nights, inter-club tournaments, alternative prom events, trips, and art exhibit receptions.
- Special events which include a year-round concert series, skateboard demonstrations, cookouts, class nights, and after-the-game pizza parties/dances.

YAC is located directly adjacent to Claremont High School, and also serves as the alternative school site. It is used regularly to support educational and student life programs at the high school (i.e., career fairs, testing, joint classes, student retreats and meetings, etc.). (Recommendation of Youth Master Plan)

■ **Campus Security and Student Safety.** Staff from the Claremont Police Department, City Manager's office and the District's Attendance and Child Welfare Director, and the principals from the high schools, the intermediate school, and one elementary school have jointly developed policies and procedures for reporting crimes on campus and for dealing with youth who are truant, bring weapons to school, or are under the influence and/or possession of drugs/alcohol on campus or school sponsored activities.

Working together to develop these policies and procedures has given each organization a better understanding of the Penal Codes, juvenile justice system, Education Code, and Health and Welfare Institution Code that guide the actions and decisions of officials from the City and the District.

As part of the implementation of these procedures, the City adopted a Daytime Loitering Ordinance and now conducts periodic "sweeps" for truants, while the School District has initiated a "tardy lock down" program at the high school. The Joint Campus Security and Student Safety Joint Operating Committee meets on an ongoing basis to address specific issues, and to develop joint responses to a variety of student safety situations.

Other Projects, (cont.)

Land Use Planning

■ **Land Use Planning.** The District owns several pieces of property throughout the City, which may become revenue generators if developed, leased, or sold. City and Claremont Redevelopment Agency staff with expertise in the areas of planning, engineering, and economic development are available to assist District staff and elected officials in identifying development options best suited to meet both the District's and community's needs.

Administration

■ **City Funding for Youth Programs.** When school funding was particularly tight, the City Council allocated \$250,000 per year to the School District to be used for youth programs. The District administered the funds and used them for non-educational activities such as athletic programs, community and health outreach aides, and proctors. (Recommendation of Youth Master Plan)

■ **Joint City Council/School Board Meetings.** The City Council and the Claremont Unified School District Board meet in a joint session at least twice a year. The purpose of these joint meetings is to review progress on projects and provide direction to staff on new programs and projects.

■ **City Council/School Board Ad Hoc Committees.** Ad Hoc committees are formed periodically to address specific issues such as property management, legislative/lobbying and volunteers. Committee membership is usually two school board members and two City Council members. City and District staff provides support as necessary.

■ **Mayor/City Manager/Board President/Superintendent Meetings.** The Mayor, City Manager, Board President, and School Superintendent meet quarterly to discuss the status of various joint projects as well as to brief one another on issues of mutual interest/concern. The City Manager and the School Superintendent meet at least once a month and speak frequently each week. These systems of communication, both formal and informal, have been critical to the success of developing and implementing jointly run programs.

■ **Joint Bidding/Purchasing/Contracting.** Staff from the City and the District meet regularly to determine what projects (i.e., asphaltting, fencing, painting, tree trimming, etc.) can be jointly bid and what products (i.e., playground equipment, paper, vehicles, equipment, etc.) can be jointly purchased.

Other Projects, (cont.)

The idea is to take advantage of the reduced overhead costs and other “economies of scale” that result when certain types of projects and products are jointly bid and purchased. One example involves having the City “piggyback” onto the District’s bus transportation contract for youth field trips. This arrangement saves the City several hundred dollars per trip.

■ **Vehicle and Equipment Maintenance.** Under an agreement approved by both elected bodies, the City now fuels, maintains, and repairs the District’s vehicles and equipment, in addition to its own. The two entities have also agreed to share all equipment and vehicles as may be appropriate or necessary. **The maintenance and repair consolidation has saved the District approximately \$110,000 in on-going costs in addition to a one-time cost avoidance of about \$150,000.** The City benefits by being able to fully utilize what was excess capacity in its maintenance operation and from economies of scale.

*(Descriptions of other Cooperative Projects Provided
by Dick Guthrie, City of Claremont)*

key lessons

- Understand the perspective of the different organizations and how each “thinks”
- Add meaning to commitments by making them in public forums
- Establish relationships and systems to support on-going collaborations
- Seek community input and involvement early in the process

Contacts

David Rose, Assistant Superintendent,
Claremont Unified School District, (909) 398-0361

Dick Guthrie, Human Services Director,
City of Claremont (909) 399-5493

Stockton/Lodi, California

Construction of a 75-acre school, park and community center is a first.

Participants

The **City of Stockton** has a population of 243,700 residents. Four School Districts are located within its boundaries, including Lodi, Lincoln, Stockton and Manteca Unified School Districts.

Lodi Unified School District includes the City of Lodi, a portion of the City of Stockton, and much of the unincorporated area in San Joaquin County including the communities of Lockeford, Clements, Woodbridge, Victor, Acampo, and Morada. In 1997-98, the District served 26,117 students in 25 elementary schools, six middle schools and three high schools.

Featured Case Study: Joint-Use Park/Library/School

The Lodi Unified School District and the City of Stockton are jointly designing and constructing a 75-acre parcel to include a high school for 20,000 students, seven soccer fields, four softball field complexes, three baseball diamonds and other fields, a community center, stadium and a future library. Construction documents should be completed by June 2001. Construction will occur when funding is available.

Discussion Initiated

Approximately 12 years ago, the Lodi Unified School District identified the need for another high school in north Stockton. The School District and City had explored the concept of a joint-use facility in early community-based programming meetings. The School District independently initiated the site selection process for the new high school. The School District had identified potential future school sites and reported progress to the City at the regular 2x2 meeting. The 2x2 consists of two School Board members, the Superintendent, two City Council members and the City Manager. The City Council members and City Manager expressed their interest in working with the School District to create a joint-use facility. Before dedicating staff time to work with the School District, the City analyzed the appropriateness of creating a joint-use facility on this particular project. The City considered whether the

facilities were needed, if the City could save money in the long run, and if the City had the revenue to commit to the project.

After determining that it was appropriate to proceed, the City joined the School District in the site search. They agreed on a 75-acre parcel located in the City's general plan area. Although the site will need to be annexed, both parties agreed that it is the most appropriate site.

The School District purchased the parcel and was reimbursed by the City for 25 acres, (20 acres for the park and 5 acres for a future library). Although portions of the site are owned by two different entities, the parcels will not be separated by fences, and planning and development will occur as if it had one owner. A steering committee, developed out of meetings between the elected officials of the School District and City and the Superintendent and City Manager, provided the vision and identified the priorities for the site. The committee, along with staff from both jurisdictions, participated in site development. The School District and City were assisted by an architect hired by the School District. The City will reimburse the School District for its portion of the cost of the park design and construction documents.

One of the priorities for the site was to make it flexible, including siting facilities to allow use during both the day and evening hours and using different spaces for different purposes. **The community center component of the high school building will be used during the day for classrooms and by the City at night as a community center. The City will have access to the gymnasiums once school teams have completed their practices.** Extra large closets for storage are being proposed to secure equipment used by one entity when another entity is using the facility. The soccer fields and baseball fields overlap turf to allow year-round use of the fields.

One of the original priorities for the site was a branch of the County Library, with access for students during the day. Concerns were expressed about the library location and program issues, such as the mixing of adults with students possibly resulting in less public use during the day. Other concerns, such as security of students between the school and the library, collection contents and mixing younger students with older students, were also raised. These issues could not be resolved quickly and the City and School District agreed to set the library portion aside and not let it slow down the process to build the park and school.

Although the School District and City are committed to the project, finding funding for the design process, construction and site improvements has been challenging. In addition, sewer is not currently

available on the site and an extension is needed that is anticipated to cost \$2-\$3 million. However, the project is a great cost savings to both the School District and the City. **The City estimates that without doing the project jointly, building a park of this caliber would cost \$15-\$20 million. The final cost to the City of developing this park through the cooperative agreement with the School District is likely to only cost \$4-\$5 million.** The primary reason for the cost savings is the large number of facilities to be located on the site. Typically, the City would require a park sized much greater than 20-acres to support the number of features that will be available for public use.

Part of the success of the process to date is the commitment of the individuals involved and the relationships that were formed before the process began. The School District and City of Stockton have informally worked for a long time to locate schools and parks together. Both the City of Stockton and the Lodi Unified School District have relationships with the other school districts and cities within their boundaries, but those relationships have been difficult because for a variety of reasons. In Lodi, community groups under the City umbrella desire to dominate School District facilities and seem to not understand that the School District must have first priority for its facilities. In Stockton, the joint-use agreements between the City and the Stockton, Manteca and Lincoln School Districts are not to the level that they are with the Lodi Unified School District because of a concern on the part of the School Districts that the facilities are already in need of repair and additional use after hours will increase maintenance requirements.

Next Steps

The site plans have been completed. Facility programming, including specific uses for the joint-use components, is being studied now, with drawings to be completed in 18 months. When complete, the School District will issue two contracts, one for grading and one for construction. The grading contract will include all 75 acres. The City will reimburse the School District for its portion of the expenses.

Funding for construction of the project is not finalized. The City has the resources available to build the park and has \$500,000 available in the community center public facility fee fund to contribute toward the community center component of the high school. The School District sought funding for the construction of the high school as part of three bond measure attempts. It is likely that the grading of the park and school site will move forward as soon as funds are available. The City may move forward with development of the park but will postpone

Other Cooperative Projects

development of the community center. Had the bond passed, one contract for construction of both the park and school would have been issued by the School District, with the City reimbursing the School District for costs incurred.

The library parcel remains temporarily on hold. If the obstacles with the library parcel do not get resolved, the five acre parcel could be developed as a Healthy Start program or other health services program.

Facilities

■ **Joint-use of recreation facilities: swimming pool, performing arts center, childcare facilities.** The Lodi Unified School District has joint-use agreements with the City of Stockton and the City of Lodi. The Lodi agreement includes programs that operate under the City's umbrella. The joint-use agreement with the City of Stockton allows facilities to be used at no charge. The entity using the facility must pay for any additional staff time required. The School District is currently revising its existing agreement with the City of Lodi. The District has separate agreements with Little League Associations.

■ **Joint-use facility – City of Stockton and Manteca Unified School District.** The School District and City are co-locating a school and park. Unlike the project with the Lodi Unified School District, each will build and maintain its own facilities. In addition, a fence divides the two properties for safety purposes.

Programs and Services

■ **After School Programs.** The City of Stockton has after school programs at 44 schools. The City plans to expand these programs to all schools that have a need. The support received at each school varies not only by School District but by principal. Some principals are active participants while others view it as an intrusion and do not want the City to use their facilities. In order to improve the relationship between the City and the school principals, city program directors are required to meet with the principals each month and complete a one-page evaluation. This provides a means of communication between the City and schools, and communicates to the principal that the City cares about the schools and wants to work together. The City of Lodi also has after school programs.

Land Use Planning

■ **Land Use Planning.** Public facilities fees, required of developers, assist in financing school facilities. The City of Stockton works with the developer and brings the School Districts into the process to review land use applications.

Administration and Equipment

■ **Two by Two Meetings.** Every two months, two School Board members and two Council members, plus the Superintendent and City Manager meet to discuss issues of importance to each jurisdiction. Separate meetings are held between the Lodi Unified School District and each City within its boundaries. The City of Stockton meets with each of the School Districts within its boundaries separately.

key lessons

- Focus on what you can agree on and set the other issues to the side.
- The leadership and vision of the elected leaders dictate the success of the project.

Contacts

Mamie Starr, Assist. Superintendent,
Facilities and Planning, Lodi Unified School District,
(209) 331-7219 (mstarr@lodi.k12.ca.us)

Tim Gallagher, Director of Parks and Recreation,
City of Stockton, (209) 937-8373 (tgallagh@ci.stockton.ca.us)

Ann Johnston, Council member
City of Stockton, (209) 466-3601 (AJ@Ballooneryinc.com)