

Task 0

■ *Conduct technical and political scan.*

The length and nature of your idea list for cooperation, and the strategy you have selected, will determine how you do this next exercise. You can either do it once, as it relates to your entire group of ideas, or for each idea.

1. ***Key stakeholders:*** *List the people and organizations who will be most affected by the idea.*

Include: 1) people within your organizations; 2) citizen groups, civic organizations, business associations, parent groups; and 3) other governments (e.g. adjacent cities, counties or school districts; regional, state or federal agencies; community colleges; special districts). Consider people who likely will support and oppose the ideas you are considering.

2. ***Key research areas:*** *List some of the questions you would like answered.*

These can relate to:

- 1) legal issues about authorities or liabilities;
- 2) financial questions involving tax rates, bond ratings, costs, revenues, size of potential benefitted populations from each of the governments;
- 3) program questions about how well certain ideas have worked in other jurisdictions or details of how current separately operated programs function;
- 4) public attitudes about the issues.

3. ***Key resources:*** *List the human resources you will need and a rough estimate of the amount of their time that will be required.*

These could be staff resources within the organizations or professional services (consultants).

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**Technical and Political Scan
(Form O)**

1. Key Stakeholders

2. Key Research Areas

3. Key Resources

Task P

■ *Prepare project organization plan.*

Now that you know the basic elements of your recommended approach for pursuing cooperation, it is time to think about project organization. Is the composition of the intergovernmental group that has conducted these exercises optimum for what needs to happen in the future?

- Should the group be smaller or larger?
- Should more governments be added?
- Should more staff from the current participating governments be directly involved?
- How should non-governmental representatives be involved? Should they be added to the core project committee? Should separate outreach activities be designed to involve them in the process?
- Should subcommittees or separate working groups be formed? Should these groups be expanded to include people with more specific technical expertise?
- Is some form of permanent committee structure needed at all?

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Project Organization Plan
(Form P)

Write down your organization plan.



Do not underestimate the value of expanding participation at this time, particularly to non-governmental representatives. These people typically represent the interest groups and grassroots citizenry who comprise the unique local political milieu. Their involvement can help increase the quality of the work product as well as build the required community acceptance and support to implement new ideas. They often view all of the governments together as "belonging to them". This attitude can help to overcome defensive or protective reactions from individual governments. Governments sometimes view expanding the communication to this wider circle as risky, but the reverse is more often the case. Pursuing ideas for significant change without involving those who will be most affected is often a recipe for failure. In some cases it may even be wise to appoint a non-governmental civic leader to lead or chair the project. This sends the signal that all of the participating governments have equal status and that this is truly a community project.

Task Q

■ Prepare outreach strategy.

Once you know who you want to involve in the next stage of the process, prepare a strategy for inviting them to participate. Ask the same questions as in Task D (page 43) when the initial outreach strategy to key government partners was designed. Are there good personal relationships that can help? Are there protocols with some of the organizations or individuals that should be followed? Cooperative initiatives thrive or die based on trust; it is very important that initial communications be handled well.

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Outreach Strategy for Inviting More Stakeholders to Pursue Cooperative Initiatives (Form Q)

Organization

Strategy

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Task R

"Never make an assumption that everybody is as convinced of the wonderful merits of a project as you are...never make an assumption that everybody has as clear an understanding of the project and its benefits as you have...be simplistic, direct and clear. If you jump too far before you've brought them along, your chances of failure are pretty strong. If you take them Task-by-Task through the elements of the proposal, the benefits of the proposal, the total concept — the schematics of how you are going to bring this thing together, you can develop that ownership and that buy-in." Gene Hartline, Assistant Superintendent of Business Services, Paramount Unified School District

■ *Brief your governing bodies and seek support.*

Schedule a briefing with each of the government bodies. Send them a written report of your activities to date. It is important they understand that the partners went through a methodical process to arrive at their recommendations and their representatives to the process represented their interests well. Answer questions they have. Stress that no decisions have been made to this point. The group has been trying to scan the universe of possibilities so a focused and productive work plan can be put together. Only the governing bodies have authority to make decisions about which of these ideas to ultimately implement. Ask for their formal support for the list of core interests and values, the recommendations on which opportunities to pursue, the strategy, the resources you have requested, the project organization plan, and the outreach strategy. Try to get agreement from all of your elected officials. One vocal critic can do a lot of damage to the fragile business of multi-jurisdictional cooperation.

After all of the governing bodies have approved the recommendations you are ready for the next Task. If one or more governing bodies have significant concerns, or want to make changes to the recommendations, you will need to re-convene the partners group to address the issues. Unilateral changes to recommendations that have been developed jointly are not allowed.

tip Consider reinforcing the message of partnership by sending a team to do all of the briefings. Sending one representative from each partner will increase the chances of being able to provide satisfactory answers to all of the questions that may arise. It will help ensure consistency, and smooth the process of re-convening the entire group, if that is necessary. A grander version of this approach is to schedule a joint work session of the entire membership of the governing bodies of the partners. This can be a very powerful way to build understanding, friendship and trust at an important crossroads for the cooperative initiative.

Don't forget to be clear about the resources you will need to continue to seriously pursue the cooperative ideas. Experience has shown that lack of dedicated resources is one of the roadblocks to success.

Step 3. Decide What To Do

Task S

Now the hard work begins! Making big and creative plans can be a fun process with the right people. Figuring out how to turn those ideas into action requires a great deal of very careful work.

■ Set up organization structure.

Implement the organization plan from Task P that was approved by the governing bodies. The structure, of course, will be very different for each community. You may have the same committee that developed the initial recommendations, a much expanded steering committee, several subcommittees or special issue task forces.

Task T

■ Conduct feasibility research.

Again, the specific research tasks will be completely dependent on the issue and the community. This section provides resources to help pursue that research.

Enabling Statutes

Start with an understanding of the legal authorities that relate to your ideas. The list below is a good place to start, but do not assume it contains all of the knowledge you will need. This task will require legal counsel.

tip

You probably want the press to be an active part of the project at this point. A "secret" project that multiple governments have formally endorsed is not possible or wise. Take them on site visits, share the details of your work, and generally try to help them understand both the complexities and potential benefits of your work. At this point a constructive press can help build momentum and accountability that can be important allies to help overcome bumps in the road you may encounter.

Table 3
Partial List of Relevant Joint-Use Statutes

Cal. GC Section 6500	Joint Exercise of Powers Act. Two or more public agencies may jointly exercise any power common to each.
Cal EC Section 10900 – 10916	Community Recreation Programs. Cities and school districts may organize and conduct community recreation activities and should actively cooperate with other public agencies and grant the use of buildings, grounds or other equipment to other public agencies.
Cal. EC Section 38130 – 3813	The Civic Center Act. School facilities during non-school hours are civic facilities and may be used under certain conditions by recreational, educational, political, economic, artistic and other organizations.
Cal. EC Section 35275	Requires school districts to meet with city parks and recreation officials to review all possible methods of coordinating school and recreation park facilities.
Cal. EC Section 17751	Permits school districts to develop joint-use agreements for parks and recreational facilities, auditoriums, commercial and industrial facilities.
Cal. EC Section 17750	Permits school districts to enter into library joint-use agreements for public use on school sites.
Cal. EC Sections 17061 – 17062	Allows school districts to enter into joint-venture relationships for school construction.
Cal. EC Section 17485 – Naylor Act	Requires school districts to offer surplus property for sale or lease to cities for community playgrounds, playfields, or outdoor recreation purposes.

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Table 3, cont.

Cal. EC Section 17527	Allows school districts to rent or lease vacant classrooms to a city for recreational purposes.
Cal. EC Section 1723	Permits schools to sell surplus property to cities at less than fair market value for parks and recreation purposes.
Cal. GC Section 65852.9	Requires cities, upon a request from a school district, to zone surplus school property not leased or sold to cities for parks and recreation purposes to be compatible with surrounding property.
Cal. GC Section 54222	Requires school districts to offer surplus land to cities, redevelopment agencies, and/or housing authorities for development of low-and-moderate-income housing if not for parks and recreation purposes.
Cal. EC Section 17090.90	"...as a part of its application [for grant funding], a school district shall certify that it has considered the feasibility of the joint-use of land and facilities with other governmental entities in order to minimize school facilities costs."

(sources: Ken Testa, School Site Administrator, Clovis Unified School District and Tim Casey, City Manager for the City of Laguna Niquel, California)

Joint-Use Facilities

You must address many issues when designing a joint-use facility agreement. The following list should help to focus your discussions and research.

Table 4
Common Issues to Resolve for
Joint Facility Use

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|---------------------------------|--|
| • Benefits and costs | Be sure that the expectations of all parties are clearly stated. The agreement must be fair and equitable. Benefits and costs can come in many forms. They don't have to always be monetary. And they don't all have to occur at the same time. Sometimes one organization will be able to pay all or most of the up-front capital costs, while another organization pays the operations and maintenance costs over time. |
| • Type and level of cooperation | <p>There are many types of joint-use facilities, including:</p> <ul style="list-style-type: none"> • Co-location - facilities are constructed on the same or adjacent sites. This can provide incidental synergies, such as shared parking lots. • Shared use - facilities are designed to be used by more than one agency. They are usually built by one agency under a cooperative agreement. A high school gymnasium designed for evening use by adult recreation programs is an example. • Integrated use - facilities are designed and developed by multiple agencies. The use of the facility is sometimes governed by a single, integrated administrative structure. |
| • Users and use times | Discuss the nature of the different users. School districts sometimes are concerned about open |

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Table 4, cont.

- public access to their students. If relevant, address safety issues on playgrounds or parks, and access to adult information (e.g., internet, books, periodicals) for libraries. Clarify what times each user wishes to use the facility. If there is overlap discuss how this will be handled.
- Security
Different users may have different security needs. Sometimes dual security systems and/or dual building entrances are needed.
 - Governance
Identify who is in charge of the facility. Should it change depending on who is using it? Should some type of consolidated governance structure be established, perhaps through a Joint Powers Authority?
 - Risk and liability
Who is liable if damages are accrued? Cross indemnification is common.
 - Changing circumstances
What happens if the context changes for one or more of the parties? Funding sources can change, making it difficult to honor commitments. The political situation can change with elected official turnover. How will these uncertainties be handled?
 - Facility design standards
Higher building usage means there may be a need for more durable materials. School districts typically have greater needs for security and durability than cities. Cities typically have higher standards for recreational fields and parking than school districts.
 - Fallback
Consider what will happen if the joint-use agreement is not consummated. Having a back-up plan to construct the facility on your own may be a good idea in case the joint-use pursuit doesn't work.

[This information was distilled from work by Bud Allen of the Community Colleges Services Group and Harry Hallenbeck of Vanir Construction Management.]

Examples of joint-use facility projects include:

■ **Joint-use School Saves Money.** Paramount Unified School District is working with the City of Paramount and community members to develop Progress Park School, a K-8 school with joint-use components. The project was constructed for \$8 million. District officials believe the project would have cost an additional \$12 million if joint-use was not part of the concept. Part of the cost savings was a state grant for joint-use projects.

■ **Joint-use Park Improves Neighborhood.** The Paramount Unified School District entered a 50 year lease with the City of Paramount to lease a one acre park next to an existing school. The park, considered to be a nuisance due to illicit and gang activity, was transformed by the School District into an extension of the school's playground. This provided more play area and more room for portable classrooms.

■ **Redeveloped Shopping Mall Becomes Educational Center.** The Pomona Unified School District has joined with Los Angeles County Fair Association, Sheraton Hotels, NASA Jet Propulsion Laboratory and others to develop the Technology and Hospitality Academies at the Village @ Indian Hill. The facility is a renovated shopping mall on 55 acres. The site currently includes one elementary school and businesses and family services. Three other elementary schools are planned on the site.

■ **Regional Library Provides Better Service.** The Sacramento Unified School District and the City of Elk Grove are planning a regional library at a high school/middle school complex. The facility will provide the School District and community with state of the art access to information technology and more comprehensive collection of documents.

■ **Facilities Designed to be Shared.** The Capistrano Unified School District has joint facility use agreements with eight city park and recreation sites in Dana Point, Laguna Niguel, Mission Viego, San Clemente, and San Juan Capistrano. The cities, in turn, use the facilities in Capistrano Unified School District for community purposes. Through the joint-use agreements, the City of Laguna Niguel has invested over \$2 million in improvements, such as lighting, to make the school facilities more accessible to the general public. The School District has designed 14 of its 41 schools to enable joint-use by the community.

■ **Cooperation Stretches Across Many Issues.** Joint-use agreements between Moorpark Unified School District and the City of Moorpark have resulted in the shared use of public park space and related recreation services, a community gymnasium, special education

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services, police department precinct offices, daycare services, a dental and wellness clinic, an after-school counseling/tutorial service center, community tennis courts, a community library, and an intersection cross-walk signaling system.

■ **One Facility Solves Three Concerns.** Through the purchase of a vacated utility company service center, the city of Sonora solved three problems formerly thought to be unrelated: the need for a larger city public works yard; traffic congestion near a local high school; and the redevelopment of blighted highly visible property. The city moved their public works yard to the site, and worked with the school district to use the 250-space parking lot for overflow parking at the high school. The remaining building on the site, a former livery stable/administrative center, was transformed into a community college high-tech educational facility using redevelopment funds.

■ **Center for Advanced Research and Technology Provides New Service and Saves Money.** Fresno and Clovis Unified School Districts pooled approximately \$12 million to renovate an old Clovis industrial factory to create the Center for Advanced Research and Technology (CART). CART is designed to provide advanced training to high school juniors and seniors from both districts in the technology field. The facility will have 12 technological labs and is being supported by higher education, business leaders and corporate sponsorships. The labs will be focused around topical areas, such as: agriculture, biomedical, chemical, engineering and design, informational, environmental, financial, logistics, manufacturing, multi-media and marketing, telecommunications and group use. The program is designed to assist students with the transition from academia to the work world. Rather than teach primarily the core topics, the program will be project-based with standard academic topics integrated into the curriculum. The facility is scheduled to open in fall of 2000. Qualified Zone Academy Bonds were used to fund the project. The Districts anticipate saving \$11 million over 12 years in interest payments by using Qualified Zone Academy Bonds.

■ **Joint Powers Authority for County Recreation Facility.** Kern County Superintendent of Schools, Kern County and the City of Bakersfield have collaborated on the development of the county metropolitan recreation center, which includes a museum, county park, minor league baseball stadium, military reserve offices. The area is in proposed redevelopment area and near park and recreation facilities operated by the North Bakersfield Recreation and Park Department. The three agencies formed a joint powers authority to administer and fund the public museum. Without the partnership, the museum would not have remained open.

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■ Government Service Center Saves Money. Stanislaus County and the City of Modesto have joined together to develop a building that will support both city and county offices through a joint powers agreement. Tenth Street Place is a six story government service center with retail on street level located adjacent to a parking structure and pedestrian plaza. Many of the spaces are common spaces with shared conference and meeting rooms, production quarters, and copy machines. Even the Council Chambers is shared by the City and the County. Other tenants include Stanislaus Economic Development Corporation and California State University, Stanislaus. The joint-use government service center will free up space elsewhere in the city, allowing other departments to relocate to be better facilities, closer to like services. The total cost of the facility is \$53 million of which the County contributed \$19.8 million, the City contributed \$14.4 million. Other revenue came from the County Office of Education, \$8 million, and other agencies, \$1.8 million, as a result of the relocation that occurred with the consolidation at the government service center. Redevelopment revenues also financed the \$9 million cost of plaza and cinemas development. The estimated savings are more than \$100 million.

■ Jointly Funded School Gymnasiums Open to All. The City of Pleasanton and the Pleasanton Unified School District share the use of two gymnasiums located at middle schools. The City operates the recreational programs at the facilities and contracts with the School District to use all sports fields during non-school hours. The City and School District jointly funded the construction of the gymnasiums

■ Joint Powers Agreement for a Swimming Pool. Merced County, City of Dos Palos, Dos Palos Joint Unified School District and the Oro Loma Joint Unified School District have signed a joint powers agreement for a swimming pool. The swimming pool will be owned by the county and operated by the school districts from January to June each year. The City will operate the facility from July to December. All four jurisdictions contributed toward the construction cost of the facility.

■ Former Prison Site Becomes Educational and Business Campus. The City of Tracy, San Joaquin County and the Tracy School District are working together to develop a 170 acre educational campus, including K-12, community college and a 4-year university, and a 50-acre business park on a former prison site. The site, previously owned by the county, was no longer needed as a prison and alternative uses did not have the public support, nor the support of the local congressman or Mayor. At the same time, San Joaquin Delta Community College was looking for a location to expand in the area. This prompted the concept of an educational campus.

Through special state legislation, a portion of the property was dedicated to the city to be used for educational uses. The city purchased the remaining 50 acres for the business park. The superintendent of the school district, dean of the college and the mayor are the main forces supporting the project. The three agencies are working together on site design, with the goal to integrate the public schools with the college to promote educational collaborations. Each agency has a distinct role in the process: the college is transmitting the project proposal; the City is prospecting for developers and users to lease or sell the land to; and the School District is seeking funds to build the facility. Groundbreaking is anticipated for 2003.

■ **Park, Library, and Schools Located Together.** The Davis High School/North Davis Elementary School/Community Park/County Library complex includes three parcels, but looks as if it is one large campus. The High School is located adjacent to the Veteran's Memorial Center and parking is in between. The Elementary School is located to the east of the Veteran's Memorial Center, adjacent to the County Library. Ball fields and park area cross jurisdictional lines. The maintenance of the site is divided based on the maintenance that is needed, not the property owner.

■ **Combining Park and School Field Improvements Reduces Costs.** Mace Ranch Community Park and Walnut Park in the City of Davis are located next to two future elementary school sites. The park and school field improvements, scheduled to begin next year, have been combined into one construction project to reduce overall costs. By combining the construction projects, there is one set of plans, one irrigation system, and one contractor. Making the two facilities essentially one provides more age-appropriate field space and the creation of a mature landscape when the schools are built.

Programs and Services

During the past ten years, many California communities have developed joint or "integrated" services to serve neighborhoods or multi-problem families more effectively. The purpose of these initiatives, including Healthy Start, the Youth Pilot Program, Healthy Cities and Communities, Beacon schools, systems of care, family resource centers, juvenile justice challenge grants, and others, is to break-down the narrowly-defined walls of traditional "categorical programs" and offer a variety of services which meet families' specific needs. Many of these projects share the following characteristics:

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- **Accessible, comprehensive and flexible service.** Families have access, often in their neighborhood or at their local school, to an array of services from recreation and child care to job fairs and mental health counseling.
- **Focus on prevention.** Preventive rather than crisis management services are emphasized.
- **Family-focused, family-centered.** The interrelated needs of the whole family are addressed. Families work with agencies and service providers to define their needs and priorities, make decisions regarding services, and are held responsible for their decisions.
- **Community direction.** Community representatives identify local needs, goals and priorities for services, and participate in local decision-making.
- **Collaborative governance.** Decisions regarding resource allocation, program control and accountability, as well as risks and responsibilities are shared among local government agencies and community members.
- **Accountability based on program results rather than evidence of service provision.**

In developing cooperative services, local government should consider:

- **What are the needs of a neighborhood or population?** Where are the gaps in programs and services? Are services unnecessarily duplicated? Neighborhood residents as well as local government and non-profit services should participated in these discussions.
- **Who currently serves a given neighborhood or population?** Local government, schools, non-profit agencies, business, faith-based organizations, neighborhood organizations frequently all serve any given community. In many cases, programs, services and funds could be better coordinated.
- **What funds are available overall to provide services?** How flexible is the funding? What administrative systems are required to track multiple services and funds?

- **Where could we provide joint services?** How can we staff the services?
- **How can we tell if we are effective?**

Examples of cooperative programs and services are:

■ **School Transportation Needs Met by City.** With transportation funds declining, the Clovis Unified School District saw an emerging need to work with the public transit system to ensure that all bus routes also served the schools. **The Clovis City bus routes pass every school site and, during peak times, buses are often run in tandem to accommodate all the students.**

■ **Police Join Forces.** In three area high schools in Sacramento, Sacramento police officers work with school staff to oversee the student truancy program. The program includes monitoring truant behavior, counseling students and offering positive reinforcement for students who stay in school. The Sacramento City Unified School District Police and the Sacramento City Police also work together to keep students in school during the school day and off the streets past curfew.

■ **Working Together Builds a Better Community.** The Mutual Assistance Network of Del Paso Heights in Sacramento County is working with local residents, Sacramento County, the City of Sacramento, Sacramento Housing and Redevelopment Agency, Sacramento Employment and Training Agency, Grant Unified School District, and private non-profits and businesses to build family self-sufficiency through the coordination of services.

Projects include:

- Sacramento County's Neighborhood Services Agency will provide health and human services through multi-disciplinary teams.
- Sacramento Works, a one-stop career center, will provide assistance with job search, placement and other employment services.
- The school districts will provide child care training, and adult education.
- Non-profit community organizations will help fund food and child care, and develop additional child care and development services;
- The City of Sacramento will coordinate community services jobs.
- The Sacramento Housing and Redevelopment Agency Enterprise Zone will work to attract more employers and jobs to the neighborhood.

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- Legal Services will assist residents setting up micro-enterprises.
- The Mutual Assistance Network will offer transportation, community services jobs, support groups, and job retention assistance.

Accomplishments:

- The City of Sacramento has established a neighborhood police unit and, in conjunction with the Sacramento Housing and Redevelopment Agency, a resource center which offers tutoring and other services for children.
- Youth services and juvenile delinquency prevention efforts are in place.
- Subsidized child care has been expanded and upgraded.
- A community living program for women recovering from substance abuse has gained non-profit status and a reliable source of income.
- In collaboration with Grant High School, "Operation Graduation" prevents high school dropout, and tutors younger children. The school and the city also repaired and staffed a community swimming pool.
- A neighborhood beautification program has improved the image of the area.
- An ESL class requested by Hmong people, and a Samoan community association were established.
- A Block Grandparent program supports families with economic and social problems.
- Two community gardens are cultivated by local families.
- Economic development plans are underway to create a housing rehabilitation business, establish a commercial center, and provide on-the-job training in the building trades.

■ **Youth Issues Addressed Through Collaboration.** In 1994, the Mayor of Riverside appointed an 18-member Youth Action Plan Committee to address issues related to youth in the community. Committee members included the Riverside Police Department, County of Riverside, Riverside County Office of Education, Riverside Unified School District, Alvord Unified School District, Riverside Child Care Consortium, Youth Service (counseling) Center, Urban League, Youth Council, University of California Riverside, People Reaching Out (nonprofit organization), Inland Congregations United for Change, Job Training Partnership/Private Industry Council, Riverside Community College, and representatives from the private business, legal and education sector. The Committee used a community wide survey to assess the knowledge of existing resources, programs, services and needs for youth.

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In 1996, the Youth Action Plan was published and the city leaders entered into partnerships to help implement the recommendations of the Youth Action Plan through the Youth Action Office. The office is staffed by an executive director, VISTA volunteers, and an administrative assistant and provides support, connections, enhancements and advocacy for programs. The Youth Action Executive Policy Board, made up of agencies represented on the Youth Action Plan Committee, have each committed between \$5,000 and \$25,000 to support the Youth Action Office. In order to take advantage of existing networks and relationships, the Youth Action Executive Policy Board agreed that the Executive Director should come from within the ranks of the various organizations.

The Youth Action Committee organized nine neighborhood clusters, which represent the 78-square-mile vicinity of the city. Adult and youth residents of the neighborhood clusters meet with school district staff and the business community to identify key issues that can be improved to make a positive difference in the community. The city's Park and Recreation Department and Youth Action Office work together to facilitate these meetings and assist the neighborhood clusters to resolve their issues.

■ **Afterschool Program Keeps Youth Active.** Project Pride is a collaboration between the Moorpark Unified School District and the Moorpark Police Department to provide an after-school program providing tutorial assistance. The program has been expanded to a summer program and includes an arts component. The program is the result of community demand relative to concern about potential gang activity in the community and the need to provide a place for youth to go after school and during the summer.

■ **Afterschool Program Encourages Learning.** Sacramento START (Students Today Achieving Results for Tomorrow) is a city/school district/ community partnership dedicated to enhancing the educational opportunities for Sacramento's youth by opening school facilities after hours for tutoring, homework, and recreational activities. The program is located in 20 elementary schools.

■ **Best Use of Facilities Leads to Joint-use.** The City of Davis and Yolo County share facilities that are no longer needed for their original use. The County converted a former court building to a mental health facility and leased a portion of the building to the City. The City recently converted the space to a computer center and lab for internal computer courses. The City has invited the School District to participate in their internal computer classes to assist the School District employees become more confident on computers. The goal of the city is to eventually

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have the City and School District sharing a computer system for joint activities, such as scheduling facilities.

■ **Beacon Initiative Provides Support for Youth.** The Beacon Initiative is a public/private partnership in San Francisco that consists of eight school-based centers offering positive, coordinated, youth development focused activities for thousands of children, youth and families. Beacons offer a central place where young people and families can pursue new opportunities and develop academic, job and important life skills. All Centers offer programming in five primary content areas: educational support; youth leadership development; career development; arts and recreation; and health. The staffing and technical assistance is provided by CNYD (Community Network for Youth Development), a neutral third party funded by private entities. The City provides funding for the Beacon centers and private foundations provide administrative costs. A steering committee oversees the Beacons by providing sustainable funding. The steering committee creates a forum for all partners to be on an equal ground and includes the City (Mayor's office), probation officer, private funders, school districts and CYND.

■ **Afterschool Program Improves Student Behavior.** Students Honoring Interaction in a Non-violent Environment (SHINE), an after-school program designed to provide a place for middle school students to socialize during the after school hours when many students are left unsupervised. The County of San Diego initiated the project, but could not provide all the funding necessary. As a result, the Oceanside School District agreed to provide transportation for the middle school students. The program is held at two locations, with students from other middle schools bussed to the facility.

The City of Oceanside's Recreation/Community Services Department and the Oceanside Unified School District provide supervision and assistance with academic, social and personal development. The City's Community Services Department, in collaboration with representatives from local social service and health agencies, offer program such as teen sexuality, drug use and gang activity as part of the SHINE activities. During the 1997-1998 school year, more than 275 middle school-age youth participated in the program. The program has had many positive outcomes, including a reduction in juvenile crime, an improvement in grades and behavior, a decrease in referrals (to authorities), and an increase in school attendance.

■ **Libraries Provide Students With Research Skills.** All elementary schools in the City of Pasadena may arrange walking or bus visits to their nearest library. Program content focuses on reading

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enrichment through storytime presentations, puppet shows, storytelling, and library skills. Upper elementary grades through high school visit the central library for tours and instruction. Visits to a branch library by students of the Rose City Alternative School include an introduction to library programs and services and a parenting program for teen parents. The number of classroom visits depends on the quality of the school library. Those schools with poor school libraries visit the city libraries more often than those in good shape.

■ **City Provides Schools with Library Services.** The City of Pasadena provides library skill lessons for four elementary schools in the Pasadena School District which do not have library facilities in their schools. The City provides approximately 200 hours of library instruction during the school year. The libraries remain open to the public during the hours of library instruction. In exchange for the services, the School District pays the City approximately \$8000 a year.

■ **Cultural Passport Expands Youth Education.** The Cultural Passport program is a partnership between Light-Bringer Project (non-profit), City of Pasadena, and Pasadena School District focused on middle school students. The program brings students to the central library for a program with a cultural arts theme, arranged for by the Light-Bringers. Five classes participate in the program at a time, with classes rotating throughout the District. Each student receives a library card that also can be used to receive discount tickets to community art and cultural events. Funding for the programs is through private donations, with the City providing in-kind services at the library.

■ **Library Class Card Gives Teachers Added Benefits.** The Teacher Library Class Card allows teachers in the Pasadena Unified School District to check out up to 100 books per visit, with no overdue fines at the Pasadena City Library. Students, in grades three and above, who visit the library with their class also are given class cards.

■ **Local Touch, Global Reach Provides Community Access to Information.** Local Touch, Global Reach is a joint project among the libraries of the Pasadena City College, the Pasadena Public Library and the Pasadena Unified School District. When fully implemented, the joint venture will provide area students and the community at large with access via technology to the information resources of the community college, city and school district libraries. The project includes upgrading computer systems to make them compatible and creating the software to link all the data. The goal is to build a community of readers and to develop information competency skills in students. Information

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competency has been defined as the ability to access, evaluate and use information within established ethical guidelines. This initiative also seeks to promote and support community-wide efforts to enhance literacy.

■ **MESA (mentoring and educating special adolescence) Helps Guide Youth.** MESA is an alternative education program in the City of Vacaville for students on probation in the juvenile justice system. The program is jointly funded and staffed by the Vacaville Unified School District, City of Vacaville, Solano County and non-profit agencies. The program provides students with extra guidance and support to help them achieve success in the program and transition them to the regular school system. The goal of the program is to keep youth from returning to the juvenile justice system.

■ **Counter Force Serves Youth Needs.** Counter Force is a collaborative effort between the City of Vacaville Council, Community Service Department and Police Department and the Vacaville and Travis Unified School Districts to address the needs of at-risk youth in middle and high school. The program helps youth build self esteem and direct their energies in positive ways through four components: employment – helping youth with work experience by providing four month paid internships; recreation – providing alternative recreation activities such as late night soccer and basketball; counseling – one on one and group counseling opportunities; and alumni – providing mentors for those students who have completed the program. Funding is shared by the school districts and the City. The Counter Force offices are located on school sites.

■ **Planning for Youth Issues.** In 1991, the Vacaville Youth Roundtable was established with the mission of providing a unifying vision for youth through the existing and new programs and agencies. The Roundtable included representatives of the Vacaville School District, City of Vacaville and community non-profits, businesses and churches. The roundtable is developing a master plan to guide the youth programs in the City.

■ **City and Schools Work Together To Reduce Transportation Problems.** Police officers and traffic engineers from the City of Vacaville and school officials from the Vacaville Unified School District are working with parents at one of the elementary schools to examine the traffic, bicycle and pedestrian safety around the school and to develop recommendations for improvement. The team has solicited input from 900 surveys from parents and is in the process of developing recommendations. The program will be repeated at two other schools with ongoing traffic congestion issues.

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Land Use Planning

There are fertile opportunities for cities, counties and school districts in the area of cooperative planning. The checklist below provides a starting point to pursue these opportunities.

- **Coordinating Long-Range Growth Planning and Facilities Planning.** Cities and counties adopt General Plans and implementing ordinances that determine the amount, nature and location of growth. The location of new growth can either generate students in areas where schools have under-utilized capacity, or add to overcrowding problems. The type of housing allowed in the plans and codes affects the number of school-age children generated, and whether they are demographically homogenous or heterogenous. The rate of growth affects the school district's ability to raise capital fast enough to build new facilities in a timely manner.

Cities, counties and school districts should adopt policies to work together to develop and implement long-range plans. Using the same assumptions and data increases both the quality of the planning process and costs less money.

- **School Siting and Smart Growth.** Finding the right locations for schools is important. Schools can serve as the focal point for building community. It is easier for them to function in that manner if they are located geographically in the center of neighborhoods. Jurisdictions throughout the state are trying to find ways to move away from the sprawling, segregated land use patterns of the last half century towards building complete, compact communities. Locating schools in the middle of neighborhoods and not on the edge of urbanization (or sometimes even beyond the edge) can have a positive influence on shaping growth patterns.
- **Facility Siting and Joint-use.** Cooperative facility siting is a critical component of joint-use facilities (see Table 4). Co-location of parks and school play fields is the most common activity. This often increases the quality of the facilities for everyone and reduces the total required acreage, cutting overall costs. Some jurisdictions formally reduce their standards for park and school facility acreage for co-located facilities.
- **Land Use Permitting for Schools.** The land use permitting process can be frustrating for any land developer, whether they are a private party building a subdivision or a public agency building a new school. The process is often expensive and full of risk. Cities,

counties and school districts can reduce much of the risk and expense of siting new schools by working together to target locations for new schools, identifying these locations in plans, and working cooperatively on the environmental review process. All of these Tasks help to reduce the risk that the all too common Not In My Back Yard (NIMBY) opposition to new development will drive school districts, cities and counties alike to site new schools on the fringe where there are no homes nearby. This affects the costs of providing infrastructure to the school, the time and costs of transportation (walking versus driving or busing), air quality, and the success of using the school as a true center for the community.

- **Integrating Development Permitting and School Facility Issues.** Cities and counties have an important opportunity to affect school quality when they review applications for new development, particularly residential development. School districts must identify whether they have the facility capacity to educate the children generated by the new development during the land use review process. California law allows a fee to be collected to mitigate school impacts during this process (see Table 3).

Cities, counties and school districts should work cooperatively with the developers to find approaches that benefit everyone. New residential developments that provide family housing benefit when schools are available sooner rather than later. Sometimes it is possible to work with the developer to set aside land within the development for school sites in order to help make this happen. The land is provided in lieu of paying the school impact fees in some cases.

Examples of cooperative planning projects include:

■ **Planning Ahead Saves Money.** Clovis Unified School District and the City of Clovis work together to identify and zone future school sites in the City's General Plan. By identifying school sites before actually needed, the school district is not required to conduct an environmental impact review study typically associated with converting land use designations to school zones.

■ **General Plan Encourages Coordination.** The City of Davis General Plan includes a chapter on Youth and Education. The chapter identifies goals, policies and actions that address "collaborative consortiums that will bring educational and recreational program providers together"; educational facilities serving as the neighborhood focal point; planning for new school facilities when planning for new

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residential development; and constructing schools to meet the needs of new residential growth. The general plan also includes a memo regarding the funding of school facilities. The Land Use and Growth Management section of the general plan also identifies the need to regulate the timing of residential growth with consideration to school enrollment.

■ **Schools Involved in Land Use Approval.** When residential developments are proposed, the City of Davis staff reviews the plan and seeks comments from the school district. If necessary, the school district redraws its boundaries to address the need for increased capacity. There is enough coordination between the school district and the city that often new schools are in place before the anticipated students arrive.

■ **Coordination Shortens Time Required for School Construction.** The City of Davis is currently in the process of updating its General Plan. As part of its update, the City agreed to identify as a school site a parcel of land that the Davis School District identified as a future junior high school. The City conducted the Environmental Impact Report for the School District and addressed the specific impacts of building a junior high in the proposed location in the General Plan. Typically, the school district would conduct its own EIR. With this process, the School District can go immediately to construction once the General Plan has been approved.

■ **Shopping Mall Development Pays for New School.** Ten years ago the City of Galt, the Galt School District and a developer formed a partnership that increased the quality and quantity of school capacity at minimal taxpayer expense. The School District had a junior high school on a parcel in the middle of the downtown. The school had been converted from an elementary school and was old, outdated and lacked common middle school facilities such as a gym, library and laboratories. A developer wanted to build the district a new middle school in a different section of the City so that he could build a shopping center on the current school site in the heart of the central business district. The City formed a Mello Roos Community Services District to provide funding. The school district paid the architectural fees and retained control over the school design. The new school had 50% more classroom capacity and provided state-of-the-art middle school facilities. (Information provided by Kronick Moskovitz Tiedemann and Girard)

■ **Developers Build School.** Contra Costa County is a fast growing area. It has the twin problems of a housing shortage and a school district (San Ramon Unified) that is having difficulty constructing new facilities fast enough to keep pace with growth. The County recently entered into an agreement with developers of a large new residential community that

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requires the developers to build, at their sole expense, four new elementary schools, two new middle schools and a new high school as a condition of their development approvals. The school district and the state retain all architectural quality control of the facilities. The developers get their development approvals and public amenities that boost the value of their product. The school district gets seven major new facilities at no cost. The County gets badly needed housing. (Information provided by Kronick Moskovitz Tiedemann and Girard)

■ **School Site Acquisition Process is a “Win-Win” Process.**

The City of Davis takes an active role in assisting both the Davis School District and developers with the development of schools. When the school district needs to acquire property, the city works with the developer to reduce the cost of the property. In return, the city works with the school district to build the school within a certain amount of time to allow the developer to use the new school as a marketing tool.

■ **Coordinated Park and Recreation Planning Provides Increased Service.**

The City of Davis Park and Recreation Facilities Master Plan is coordinated with the Davis School District Master Plan. The City Master Plan inventories parks and recreational facilities that are provided by school sites and describes the role that they plan in meeting the recreational needs of the city of Davis.

Administration

There are many opportunities for sharing or pooling administrative or equipment resources. The checklist below provides a starting point for identifying these opportunities.

- **Supplies and Equipment Purchases.** Economies of scale can sometimes be found when purchasing supplies and equipment. Lower unit costs are often possible with larger volume purchases of everything from paper to computers and telephones. Cooperative purchasing, and shared use of capital intensive equipment that is not in constant use by any single user, is often beneficial. Trucks and grounds maintenance equipment are examples.
- **Maintenance Facilities.** Local governments typically have facilities to maintain their equipment. Whether the equipment is shared or not economies can sometimes be realized by combining this function in a single facility, or having different

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facilities perform specialized functions for multiple jurisdictions. Combined vehicle fueling can be a part of this service package.

- **Training.** Changing information technologies, in particular, require on-going training. Combining this function, either through contracts for professional services or with in-house staff, can produce economies.
- **Contracting.** Some governments have consolidated the procedures for contracting for professional services.
- **Mapping and Information Analysis.** A good Geographic Information System (GIS) can be an enormously useful tool to support everything from long-range growth planning to siting school facilities. GIS data collection and maintenance is labor intensive and is a prime candidate to explore for integrated service delivery.

Examples of cooperative administrative projects include:

■ **Annual In-Service Workshop Provided by City.** The City of Pasadena library hosts and participates in an inservice day for teachers in the Pasadena School District on a topic identified by the school district. The programs typically revolve around helping the teachers gain a better understanding of what is available at the library for their use. For example, in response to books assigned for class projects being unavailable at the library, the library developed an inservice program to show teachers the benefits of the library's automated system, including accessing the library from their classroom to research the availability of items before making a class assignment. Other inservice themes have included evaluation of trade science books for Project Seed, "Reading Aloud in the Classroom", "Enriching Literature Through the Arts", storytelling, effective storytime presentations, and Teacher's Tools at the Library", etc.

■ **Cooperative Purchases Reduce Costs.** The Fresno and Clovis Unified School Districts join with the State Center Community College District for cooperative purchases of large capital facilities. The city of Clovis and the Clovis Unified School District share a fueling facility.

■ **City Shares Its Knowledge with Schools.** City of Sacramento Recreation staff conduct recreation activities at Sacramento City Unified School District school sites and assist schools to train their staff to provide quality recess and noon time activities for students.

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Task U

■ *Prepare an implementation plan.*

If the feasibility research for each opportunity yields promising results prepare an implementation plan. At the minimum, the plan should identify:

- 1) the main tasks;
- 2) roles and responsibilities of the key partners;
- 3) the costs; and
- 4) how it will be financed.

New Parks and Library Bonds

There are many options for financing joint-use projects. Two state measures were approved by the California voters in March 2000 that will provide cities, counties and schools with additional resources for joint use projects. The Safe Neighborhood Parks, Clean Water, Clean Air, and Coastal Protection Bond Act of 2000 (a.k.a Proposition 12), allows a \$2.1 billion bond to be issued for the protection of land around lakes, rivers, and streams and the coast to improve water quality and ensure clean drinking water; protection of forests and plant trees to improve air quality; preservation of open space and farmland threatened by unplanned development; protection of wildlife habitats; and repair and improvement of the safety of state and neighborhood parks.

Of the \$2.1 billion, approximately \$940 million will be set aside for local recreation, cultural, and natural area grants. The grant categories are as follows:

- \$338 million in grants based on population of a city, county or park district. Of these funds \$50 million will be provided for grants to cities and districts in urbanized counties serving populations of less than 200,000.
- \$1.1 million for community centers in Galt, Gilroy, and San Benito Counties.
- \$7 million for playground accessibility improvements using recycled materials.
- \$100 million for projects related to recreational areas, youth centers, and environmental improvement projects for youth. Projects must be in high poverty areas.
- \$200 million for recreation areas primarily in urban areas, divided as follows: \$138 million for urban area grants, \$28 million for large urban areas (i.e., cities over 300,000 population and county or park districts over 1,000,000 population), and \$34 million for other urban and rural areas that identify a specific need.

- \$102.5 million for local agency use at various recreational, cultural, and natural areas.
- \$15 million to provide soccer and baseball facilities to nonprofit groups that serve disadvantaged youth.

The grants are available to cities, counties, districts, or local agencies formed for park purposes pursuant to a joint powers agreement between two or more local entities, and nonprofit organizations for the acquisition, development, rehabilitation, restoration, and interpretation of historical resources.

The California Reading and Literacy Improvement and Public Library Construction and Renovation Act of 2000 authorizes the issuance of a \$350 million statewide bond for the purposes of construction and renovation of public library facilities in order to expand access to reading and literacy programs in California's public education system and to expand access to public library services. Bond funds will be used by the state to provide grants to local governments to: 1) construct new libraries; 2) expand or renovate existing libraries; and 3) provide related furnishings and equipment. The funds cannot be used for: books and other library materials; certain administrative costs of the project; interest costs or other charges for financing the project, or ongoing operating costs of the new or renovated facility. Grants will be given in the amounts between \$50,000 and \$20 million and will include a local government match component, similar to the 1988 grant program.

Criteria for grant selection must include: the relative needs of urban and rural areas; library services available to the local residents; and the financial ability of local agencies to operate library facilities. First priority for grants will be given to "joint use" libraries that serve both the community and a particular school district (or districts). In addition, for renovation projects, the state must give first priority to projects in areas where public schools have inadequate facilities to support access to computers and other educational technology.

Elements of Joint-Use Agreement

If the implementation plan includes a joint-use agreement, prepare a draft of the agreement at this time. Typical sections include the following:

1. Purpose
2. Definitions
3. Project Description
4. Rent/lease Terms
5. Contract Period
6. Hours of Operation

7. Maintenance Procedures
8. Conflict Resolution Procedure
9. Termination of Agreement
10. Hold Harmless
11. Severability
12. Notice
13. Approval Process

(adapted from "Joint-use Agreements A How-to Guide" by Tom Rizzutti, Poway Unified School District, Tom Silva, San Diego County Office of Education, and Mel Roop, San Diego Unified School District, April 22, 1997)

The appendices include the Roseville Master Joint-use Agreement and Dry Creek Elementary District. The City County Schools Partnership maintains a file of joint-use agreements for your use.

Task U

■ *Prepare a report to the governing bodies.*

Prepare a report that:

- Summarizes the results of the feasibility research;
- Includes the implementation plan; and
- Analyzes how well the plan meets the core interests and values of the group (Form K2).

Task W

■ *Decide opportunities to recommend for implementation.*

If your project is pursuing multiple cooperative ideas the results of all the feasibility research should be presented to your overall coordinating committee. The committee should analyze and discuss the findings and decide which ideas to recommend for their governing bodies for implementation. This part of the process should be consistent with the basic strategy that was developed in Task N (e.g. comprehensive, start small, community crisis, etc.)

Step 4. Implement

Task X

Brief your governing bodies and seek their approval for the recommendations.

You are now finally ready to begin to see the results of your work. This is the briefing that counts. You will be asking for endorsement of specific recommendations to act. When deciding how to bring the recommendation to the governing bodies for action think through the same kinds of issues as when you provided briefings earlier in the process. Joint briefings and public hearings can be a very powerful way to work through final issues and build consensus. Depending on how broadly you have involved key stakeholders and the community in your process you may need to launch a fairly extensive public information and review process. Every community will have different networks and processes that most effectively accomplish this. Remember to stress the benefits of the recommendations. Don't assume they are obvious to all. And explain the methodical process you went through to arrive at the recommendations.

Task Y

Monitor and maintain your programs.

No matter what the nature of the cooperative initiatives you have decided to implement they will require care and attention over time. Circumstances will change for any number of reasons. The jurisdictions that successfully turn cooperation into a permanent part of their culture do this well. At the minimum, establish some form of regular, on-going communication system. Some ideas include:

- **Attendance at Agency's Board Meetings.** Designate a liaison to attend board meetings of the other partner(s). The person should be able to speak for their organization, and should have a regular slot on the agenda to make progress reports.
- **Coordinating Committee or Council.** Establish a permanent committee with representatives from all the partners.
- **Joint Board Meetings.** Get all the elected officials together on an annual basis.
- **Interagency Cooperation Coordinators.** Appoint one person from each agency to make sure communication channels are open and active.

- **Two by two.** Many cities in California hold 2x2 meetings where elected officials (1 or 3 from each jurisdiction) and the Superintendent and City Manager meet informally on a regular basis, ranging from monthly to quarterly. Other jurisdictions meet on a more frequent basis with the Chief Executive Officers of the Cities, County and School Districts.

(adapted from "Let's Cooperate", a handbook for recreation / park and education agencies, the Committee for Recreational Educational Cooperation, 1979)

Joint-use Agreements should be reviewed and updated regularly every several years. Do not assume it will be as perfect an Agreement over time as the day it is signed.

Task Z

■ *Celebrate and Publicize Your Successes.*

Celebrations are an important way to continue to build the personal relationships that are so essential to making cooperation permanent. By the time you are in the implementation phase you should have a good relationship developed with the press. Now is the time to reap the political goodwill that you deserve by making sure the public knows the benefits they are receiving from your cooperation. Helping youth, saving taxpayer dollars and finding new, creative ways to deliver government services are all wonderful feature story ideas to propose to the local press.

"It has to be approached with a positive attitude, and that it is a win for all involved. I'm talking about the entire community, the schools, the parks, the entire community – everybody wins! The schools get the benefits of additional services and programs. The parks and recreation departments get the benefit of facilities and space. The community owners get the benefit that they all get these programs at a reduced cost because they don't have to duplicate services. The business owner gets a win because they now have a community where people want to live and they now have people moving into the area. Values of homes stay high so there is a recurring resale value that is very good. Levels of participation in the community programs increase because there are opportunities and places to do them." Kelvin Lee, Superintendent, Dry Creek Elementary School District