

Stretching Community Dollars: Building for the Future



About the Cities Counties Schools Partnership

The Cities Counties Schools (CCS) Partnership, a collaborative effort of the California School Boards Association, the California State Association of Counties and the League of California Cities, is dedicated to improving the conditions of children, families and communities at the local level by promoting and encouraging coordination, integration and increased efficiency of local services and joint facilities use among cities, counties and schools throughout California. The CCS Partnership was originally incorporated in 1997 as a nonprofit, nonpartisan collaboration of associations of local elected officials. It became a program of the Institute for Local Government (ILG) in 2014. The CCS Partnership is dedicated to creating a California in which a culture of collaboration, cooperation and mutual support exists among all government agencies, non-profits and community partners at the local level.

ILG, founded in 1955, is the research and education affiliate of the League of California Cities, California State Association of Counties and the California Special Districts Association with a mission to promote good government at the local level with practical, impartial and easy-to-use resources for California elected officials, key staff and the communities they serve.

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Purpose of the guidebook

This guidebook was originally developed in 2000, with additional revisions made in 2006. This third edition, as with each update incorporates examples and case stories of the successful collaborative work happening in communities throughout California. Each version also reframes the content to ensure it is reflective of and relevant to the time period. But the overall purpose remains the same: to inspire, encourage and support local governments throughout California to achieve purposeful and sustainable intergovernmental collaboration.

Most elected officials and key staff understand and appreciate the benefits of working together, and many are engaging in various forms of collaboration in some capacity. While, there are also many documents in existence on collaboration and working together, this guide focuses on bridging the gap between an understanding of and intention to collaborate with purposeful action. To that end, this resource provides context for the current and always changing environments that local government agencies are working within, and builds on the growing efforts to connect violence prevention and healthy eating, active living strategies, to more effectively and efficiently meet the needs of their communities. This guide seeks to help local government officials connect their intention with action – to leverage their understanding of the importance of working together with concrete, purposeful action towards developing and/or expanding successful partnerships and collaboration that stretches their local dollars while creating vibrant and healthy environments for all children, families and the community as a whole.

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Introduction

Background

Finding more efficient and effective ways to stretch community resources in order to create vibrant and healthy environments for all its residents is a fundamental tenet of local government. Cities, counties, schools and special districts are distinct and separate legal entities, yet they typically serve overlapping constituencies who provide financial support for services through taxes, assessments and other fees. Therefore, local governments are aware of the need for and are attuned to opportunities for pooling resources and working together to meet the needs of their collective citizens. The benefits are vast, but can be summed up by two key points:

► **More efficient with resources**

Put simply, you can do more with less. By pooling financial and human resources, time and capital, the savings gained can go to other priorities. The cost of operations and services decreases while the quantity and quality of services increases. It decreases duplication and provides opportunities to enhance and expand programming.

► **More effective in the community**

The whole is greater than the sum of individual parts. By working together across jurisdictions, local government agencies will increase their reach, power and positive impact in the communities they serve. Collaboration allows agencies to increase their impact.

When local government is more efficient and effective, it builds greater trust and support from community members. Working together creates a united community image, sharing both the challenges and the rewards, and enhancing the positive attitude residents have towards local elected officials and their community.

In addition, it's important to think about and understand the significant advantage of both the short and long term gains of sustainable collaboration. While collaboration is critical at all times, the need is amplified when resources are constrained. When funding is short the motivation for coordination is greater; when the economy is healthy there is the additional luxury of time and

capacity to develop sustainable collaborative solutions. If relationships have been established and a history of working together exists, it is much easier to endure, and possibly even thrive, during funding shortages and downturns in the economy. However, times of diminished resources can also help drive commitment and focus for collaborative efforts to meet immediate agency and community needs.

The State of California (and the nation), is currently emerging from difficult economic times. Where more children, families and communities are in need of a greater number of supports and service services, local governments are straining under increasingly tighter budgets and funding shortages. While a full recovery is still in the distance, numerous indicators have shown a slow but steady upturn in the economy. Now is an opportune time to take stock of how our communities and local governments fared during the recession, and highlight and learn from the challenges and successes of their collaborative efforts.

Now is the time to dig deep to assess underlying causes and conditions of community problems, evaluate gaps in services, determine cross-jurisdiction assets and resources available, and develop and implement innovative, collaborative solutions that build vibrant and healthy communities for all residents.

The Role of Local Government

Local agency officials and staff of cities, counties, schools and special districts have critical role to play in building vibrant and healthy communities. These community institutions all seek innovative methods to solve the challenging and complex needs in their communities while simultaneously maximizing their agency's economic and human resources. They understand that working together yields results greater than any one single agency could achieve on its own. However, working together is much easier said than done. It takes time, energy, patience and purposeful action to do it well. Many real and perceived barriers will arise on all sides that will need to be worked through. An essential first step is to understand the unique structures, roles and current environments of each local government agency in order to foster or strengthen relationships, make effective policy decisions and provide collaborative community services and supports.

Understanding the context in which each stakeholder conducts business is critical to their ability to work together over the long term. Cities, counties, schools and special districts have their own infrastructures, governance and cultures, in addition to distinct responsibilities and powers. For more detailed information on the different roles of each local agency, go to www.ca-ilg.org/responsibilities-and-powers. For the purposes of this resource guide, it is important to take a look at the current landscape within which local government agencies are operating and how that may impact efforts to work together. In addition to emerging from a deep recession and grappling with its impact on people, programs, services, and systems, local elected officials are tackling both the challenges and opportunities provided by substantial changes in their operating environments including: the Local Control Funding Formula (LCFF), the Public Safety Realignment Act, and the termination of all redevelopment agencies.

For school districts: The Local Control Funding Formula (LCFF)

Enacted through AB 97 and the 2013-2014 state budget, the LCFF shifts K-12 funding decisions from the state legislature to local school districts and increases funding for school districts that serve high-needs students. Based on the new funding formula, K-12 schools will receive a base amount of funding for every student they serve, with schools who serve a significant population of English language learners, students from low-income families, and foster youth receiving additional funds.¹ The LCFF does not replace Proposition 98 (the initiative that requires a minimum percentage of the state budget spent on education) and it does leave certain categorical funds intact. The goal of the LCFF is to focus on equity, transparency, accountability and local governing board authority. This is done through greater autonomy at the local level to customize education program offerings and increased requirements to show how spending is improving student performance.²

Current challenges for collaboration

- **Attention.** School board members and district staff are focused on understanding the details and regulations of the new law, ensuring they are meeting the requirements and timelines, and exploring successful implementation strategies. This necessary attention and focus can make it challenging to explore collaborative efforts outside of their immediate scope.
- **Time.** The transition to Local Control Funding Formula began in the 2013-14 school year, but full implementation is projected to take eight years. With a change this significant, school districts will need time to explore what will work best for their students, schools and community – there will inevitably be a lengthy period of trial and error.

Current opportunities for collaboration

- **Engagement.** The LCFF requires districts to adopt a Local Control and Accountability Plan (LCAP) with solicitation and engagement from teachers, parents and the entire community. Each LCAP articulates the district's goals for improving student outcomes

¹ www.csba.org/GovernanceAndPolicyResources/FairFunding/LCFF.aspx
² edsources.org/publications/local-control-funding-formula-guide#.VSKam11FCYk

and how spending will be aligned to meet the goals. Cities, counties and special districts have an opportunity to connect and work with their local school districts through the annual development of the LCAP to discuss collaborative solutions to meeting the needs of their children and families.

- **Specific high-need populations.** One of the key priorities of the LCFF is specific funding and attention committed to the needs of foster youth, low-income students and English language learners. These student populations would benefit the most from intentional integration and alignment of city, county and schools and special district services. Local government officials and staff have an opportunity to coordinate efforts through the LCAP annual process and to share the challenges and rewards of meeting the needs of specific high-need populations, and sharing information/data gathered with other local agencies.
- **Assessment.** Tracking, analyzing and sharing data across sectors and jurisdictions is critical to informing the development of comprehensive and collaborative solutions.
 - ▶ Through the LCAP annual cycle, community members have the opportunity to conduct and incorporate community needs and health impact assessments into the planning and recommendations given to the school district.

For More Information:

- Local Control Funding Formula Toolkit, California School Boards Association
www.csba.org/GovernanceAndPolicyResources/FairFunding/LCFFToolkit.aspx
- Local Control Funding Formula Guide, EdSource
edsources.org/publications/local-control-funding-formula-guide#.VRLJUo1FCYk
- Children Now
www.childrennow.org
- Local Control Funding Formula Channel, WestEd
lcff.wested.org

For counties: The Public Safety Realignment Act

Enacted by Governor Brown through AB 109 and AB 117, the Public Safety Realignment Act activated major changes to the state and local public safety and community corrections systems. Known as “realignment” this change shifted responsibility for lower-level offenders from the state to the counties with a guaranteed level of funding to support the shift. Similar to the LCFF, realignment seeks to improve effectiveness and efficiency, specifically increased rehabilitation and lower recidivism rates, by providing local autonomy and accountability of the management of lower-level felons. Counties now have broad discretion over how to spend realignment dollars based on what they determine best fits the county’s plans and needs. Examples include increasing jail capacity, implementing drug and alcohol rehabilitation programs, and expanding probation services, mental health services and employment assistance.³

Challenges to collaboration

- **Growing pains.** As with any piece of comprehensive legislation, it is impossible to anticipate how a law will play out on the ground after it is enacted.⁴ With two years of significant changes to the public safety and criminal justice system, local government agencies are in the midst of figuring out what is working and what isn’t and spending critical time and attention to maximize positive and minimize negative outcomes.
- **Ongoing changes.** There continue to be changes to the state and federal justice systems which creates challenges to implementation because the environment and rules keep changing.

Opportunities for collaboration

- **Engagement.** Under realignment each county must develop a Community Corrections Partnership Plan that articulates how the county will provide services and how funding will be allocated. The Community Corrections Partnership comprises the county chief probation officer, sheriff, district attorney, public defender, presiding judge, a city policy chief and one member appointed by the board of supervisors. Meetings are subject to the Brown Act and are open to the public. Cities, schools and special districts have an

³ Institute for Local Government, “Understanding the Basics of Public Safety Realignment,” October 2013.

⁴ Petersilia, J. “Voices From the Field: How California Stakeholders View Public Safety Realignment,” Working Paper. Stanford Criminal Justice Center, Stanford Law School. January 2014.

opportunity to engage with the county in the development of the plan during these meetings and the potential to build purposeful partnerships that can lead to increased collaboration over time.

- **Specific high-need populations.** With an increase in non-violent, non-sexual and non-serious offenders entering county supervision, realignment has created a major shift in local community environments. This change provides an opportunity to intentionally integrate and align services, programming and supports across counties, cities, schools and special districts to better meet the needs of this population.
- **Assessment.** Data is critical to making informed decisions. There is an opportunity for cities, schools and special districts to share data with the Community Corrections Partnership and county offices to incorporate into their planning and decision making around realignment and to ensure public systems are better coordinated and aligned.
- **Community partners.** The Community Corrections Partnership Plan depends on quality services and programs provided by community-based providers.

For More Information:

- California State Association of Counties, 2011 Criminal Justice Realignment Materials
www.counties.org/2011-criminal-justice-realignment-0
- Basics of Public Safety Realignment, Institute for Local Government
www.ca-ilg.org/public-safety-realignment
- California Realignment research and reports, Stanford Law School
www.law.stanford.edu/organizations/programs-and-centers/stanford-criminal-justice-center-scjic/california-realignment
- San Diego County, Community Corrections Partnership
www.sandiegocounty.gov/probation/ccp.html

For cities: State of California's dissolution of redevelopment agencies

In February 2012, through ABX1 26, the State of California ceased operating all 400 local redevelopment agencies (RDAs), and laid out a process for shutting down and disbursing their assets. This major change effectively altered the distribution of property tax revenues among local agencies. Prior to their dissolution, RDAs received over \$5 billion in property tax revenues annually and had tens of billions of dollars of outstanding bonds, contracts and loans.⁵ The dissolution of RDAs greatly reduced the funds cities had available to spend on redevelopment, it also increased the amount of general purpose property tax revenues that schools, community colleges, cities, counties and special districts received.⁶

Challenges to collaboration

- **Time.** Similar to the LCFF and Realignment, this major change requires time, energy and resources to implement. In the case of dissolving redevelopment agencies completely, the initial phase was spent on winding down operations and dealing with current financial obligations. This takes time away from figuring out how to do business differently and exploring potential collaborative solutions.
- **Ongoing changes.** There continue to be ongoing legal challenges to this change in redevelopment that create challenges to implementation.

Opportunities for collaboration

- **Oversight Board.** Under ABX1 26, a successor agency (in most, but not all, cases each city or county that created the RDA) was established to manage the unwinding of the RDA. Each successor agency has an oversight board comprised of representatives of the local agencies that serve the redevelopment project area: the city, county, K-14 education agencies and special districts. This oversight board provides an opportunity for local government agencies to work better together on redevelopment, pooling funding and resources to expand economic development and revitalization that will help build vibrant and healthy communities.

⁵ California Legislative Analyst's Office. "The 2012-13 Budget: Unwinding Redevelopment." February 17, 2012.
⁶ Ibid.

- **Broaden reach.** Redevelopment is a key place-based strategy for economic development. With the loss of redevelopment agencies there is an opportunity to think differently about how to develop and fund these activities. Economic development is challenging because it involves many interrelated factors and thus crosses multiple sectors and jurisdictions. This creates an opportunity to expand discussions of potential collaboration with a larger number of partners, across sectors, both locally and regionally.
- **Engagement with community and local agencies.** The loss of redevelopment funds is an opportunity to build awareness and understanding among community members and all local officials about local economic development. Quality engagement can help ensure new strategies are aligned with the needs and assets of the community, and can help build support for the adoption and implementation of future initiatives.⁷

For More Information:

- League of California Cities Redevelopment Dissolution Resources and Information www.cacities.org/Policy-Advocacy/Hot-Issues/Redevelopment-Dissolution-Resources-and-Information.aspx
- Redevelopment Agencies in California: History, Benefits, Excesses, and Closure, U.S. Department of Housing and Urban Development www.huduser.org/portal/publications/Redevelopment_WhitePaper.pdf

⁷ Institute for Local Government, “Engaging the Public in Economic Development,” 2014

Paradigm Shifts

These three significant changes have required cities, counties and school districts to completely restructure the way they do business. As with most changes, there are both challenges and opportunities to navigate through. Time, flexibility and patience are essential. For the purpose of this resource guide, it is important to recognize what these changes are in order to more fully understand the context within which each local agency is operating – the challenges they are facing, the competing priorities they are grappling with and the opportunities that lay before them. All three changes provide an opportunity to examine the connections between each and explore ways that local governments can leverage collaborative solutions to achieve common goals for their communities and address vexing challenges.

Finding Opportunities for Collaboration

Consider this: A new joint use facility and outdoor recreational space goes unutilized in a community because of real and perceived safety concerns of residents. A neighborhood corner store with fresh fruit and vegetable offerings go unpurchased because community members feel unsafe due to loitering, vandalism and crime around the store. A community member is so deeply impacted by the violence experienced in her community she is unable to eat adequately, let alone focus on making healthy food choices. Recently implemented school wellness policies provide for increased physical activity time and fresh fruit and vegetable lunch offerings, but the very children who are most in need of those changes are absent from school due to myriad barriers such as unsafe streets to get to school, violence in their home or neighborhood or the absence of necessary support and assistance.

These examples and many more, illustrate the need for comprehensive and collaborative strategies that cut across issues, sectors and jurisdictions in order to meet the needs of children and families. No one sector, entity, individual, organization or agency can solve the complex challenges facing children, families and communities. Building vibrant and healthy communities requires innovative and coordinated solutions that lie at the intersections of public health, education, environment, health care, housing, criminal justice and community development – and local governments are uniquely positioned to build these cross-sector collaborative solutions.

The Intersection of Violence Prevention and Healthy Eating/Active Living

Strategies for improving healthy eating, active living, chronic disease and other lifestyle factors cannot succeed when violence is the overwhelming harmful exposure facing individuals and communities.⁸ Advocates in both arenas – violence prevention and healthy eating, active living – are starting to initiate dialogue, build evidence and develop action towards cross-sector solutions. In communities across California, local governments are finding ways to unpack problems impacting residents, determine underlying causes, align goals and objectives and galvanize partners to develop and implement comprehensive and coordinated solutions. Cities,

⁸ California Health Policy Forum Policy Brief, “Healthy Homes, Healthy Communities: The Promise of Violence Prevention,” August 2013.

counties, schools and special districts are beginning to improve their ability to evaluate their policies, programs and services through the lens of violence prevention that can open the door to collaborative solutions.

This section provides examples of strategies and opportunities for cities, counties, schools and special districts to stretch community dollars through coordination and collaboration that fosters vibrant and healthy communities. This list is not exhaustive, nor is every idea or example applicable in all communities. The purpose is to offer a vision of what is possible when local governments think differently about how to do business, and focus on collaborative efforts at the intersection of violence prevention and health eating/active living.

Opportunities for collaboration:

- ▶ Community Assessments
- ▶ Coordinating Long Range Growth Planning
- ▶ Community and Youth Engagement
- ▶ Place-Based Policies and Practices
- ▶ Economic and Community Development
- ▶ Programs and Services

Community Assessments

One of the first steps to problem solving is assessment. If local governments utilize community assessments as a collaborative step in their collective problem solving process, the subsequent solutions, implementation and impact will have successful, sustainable and powerful positive results for their communities. One specific type of assessment is a Health Impact Assessment. A Health Impact Assessment (HIA) provides a structured way of collecting community data to gauge how a policy decision related to urban planning, governmental regulation, or land use might affect the health of the public.⁹ Health Impact Assessments, using a flexible and data-driven approach, help identify and address the health impacts of policies and decisions in non-health sectors, and include practical strategies to enhance their health benefits and minimize adverse effects.¹⁰ A three-year evaluation of HIAs, conducted by the Center for Community Health and Evaluation, found that HIAs can directly influence decisions in non-health-related sectors and may also build consensus and relationships among decision makers and their constituents, and give community members a stronger voice in decisions that affect them.¹¹

Ideas for potential collaboration include:

- Local governments could use the data from a HIA to identify the location and distribution of alcohol outlets (stores) in a community, and with this information design policies or regulations to limit such businesses near parks, playgrounds and schools.¹² This could improve the real and perceived safety of neighborhoods and lead to increased access and utilization of parks and playgrounds.
- A Health Impact Assessment could be incorporated into the LCAP process to help inform the planning and recommendations provided to the school district.
- Local elected officials can use HIA in all planning meetings (transportation, energy, housing agriculture, education, economic and community development, etc.) to build awareness of interrelated issues and to bring the voice of the community into decision making processes.

9 Robert Wood Johnson Foundation Conference Report, "The Role of Community Safety in Obesity Prevention: Exploring How Exposure to Crime and Violence Affect Physical Activity and Healthy Eating," February 8, 2013.

10 www.pewtrusts.org/en/projects/health-impact-project

11 Bourcier E, Charbonneau D, Dannenberg AL., "An Evaluation of Health Impact Assessments in the United States, 2011-2014." *Chronic Dis* 2015;12:140376.

12 Robert Wood Johnson Foundation Conference Report, "The Role of Community Safety in Obesity Prevention: Exploring How Exposure to Crime and Violence Affect Physical Activity and Healthy Eating," February 8, 2013.

Example: San Diego, a Health Impact Assessment

In San Diego, a Health Impact Assessment is being used to examine two policy decisions: 1) a proposal by the San Diego County Board of Supervisors to adopt a restorative justice alternative to youth incarceration for the Probation Department, and 2) a proposal by the San Diego City Council to adopt a restorative justice alternative to youth arrest for the San Diego Policy Department. “The HIA will explore how restorative justice alternatives can increase opportunities for school participation and community engagement, which can reduce the risk of depression, obesity, and violence. It will also consider how restorative justice can improve educational attainment, in turn increasing opportunities for better-paying jobs and access to resources and safer living environments, which can reduce stress, increase healthy food consumption, and improve mental health.” (www.pewtrusts.org/hip/restorative_justice_in_san_diego.htm)

For More Information:

- Health Impact Project – The Pew Charitable Trusts and the Robert Wood Johnson Foundation
www.pewtrusts.org/en/projects/health-impact-project
- Healthy Places, Health Impact Assessments, Centers for Disease Control -
www.cdc.gov/healthyplaces/hia.htm
- A Guide for Health Impact Assessment, California Department of Public Health -
www.cdph.ca.gov/pubsforms/Guidelines/Documents/HIA_Guide_FINAL_10-19-10.pdf

Coordinating Long Range Growth Planning

Cities and counties impact the amount, nature and location of growth in their communities through the development and implementation of General Plans, zoning policies, ordinances, and oversight of land use and development permitting processes. There are many opportunities for cities, counties and school districts to collaborate through long term planning that can help lay the groundwork for creating a culture of working together to benefit the entire community. This is also an ideal mechanism through which a lens of violence prevention can ensure long term success of healthy eating active living policies and planning.

A city's general plan provides the blueprint for ongoing land use.¹³ Through the regular revision process of general plans, school districts can work with cities and counties on issues of school siting, safe streets, access to parks, trails and playgrounds, with a lens of violence prevention in order to ensure children, youth and their families feel safe and can access opportunities to be healthy and active.

Ideas for potential collaboration include:

- 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 and health impact assessments.
- Joint governance and/or meeting structures and processes can be put in place to ensure ongoing cooperation, coordination and collaboration among local elected officials (such as two by two meetings, inter-agency councils, cross-sector coalitions).
- Working together to integrate new development permitting with school facility issues can help ensure there is planning for new school facilities in coordination with planning for new residential development.
- Using the recent shift in redevelopment funding as an opportunity, cities, counties, special districts and schools can work together to prioritize, plan and fund needed redevelopment projects in the community.

¹³ CSBA, CCS Partnership, "Building Healthy Communities: A School Leaders Guide to Collaboration and Community Engagement," 2009.

- Cities, counties, schools and special districts can come together to develop comprehensive, community-wide workplans, master plans, or action plans that integrate policies, programs and services for shared results.
- Integrating public transportation policy with land use decision making in order to lower costs and improve economic and community development.

Example: City of Richmond

This City of Richmond has a stand-alone health section in its general plan, one of the first in the country, explicitly acknowledging the links between the design of the physical environment and potential health impacts, both positive and negative (www.changelabsolutions.org/healthy-planning/healthier-blueprint-north-richmond). In addition, Contra Costa County has a unique smart growth and healthy planning initiative called Planning Integration for Community Health. This collaborative planning group brings together Bay Area agencies and organizations, the county's board of supervisors, and departments of health, community development and public works. www.changelabsolutions.org/healthy-planning/healthier-blueprint-north-richmond, ca-contracostacounty2.civicplus.com/637/Smart-Growth-and-Healthy-Planning)

For More Information

- Planning Healthy Neighborhoods – www.ca-ilg.org/document/planning-healthy-neighborhoods
- Healthy Planning Tools and Resources, ChangeLabs Solutions - changelabsolutions.org/healthy-planning/hp-about
- Smart Growth America, The Innovative DOT - www.smartgrowthamerica.org/the-innovative-dot
- Crime Prevention Through Environmental Design, Institute for Local Government - www.ca-ilg.org/post/resources-support-your-efforts-health-public-safety
- Safe Routes to School Toolkit, Institute for Local Government - www.ca-ilg.org/SRTS-toolkit

Community and Youth Engagement

Community engagement, input and leadership are critical to ensuring that planning, programming and policies will best meet community needs and encourage equitable outcomes.¹⁴ Participation from the community not only improves the effectiveness of policies and strategies, but also engages and empowers community members to be local champions and advocates, helping to sustain and advance efforts over time.

Youth engagement that is well-integrated into public decision making can have a powerful and lasting impact not only for the youth participants but for the entire community.¹⁵ Youth perspectives serve as a foundation for change at multiple decision-making levels if included as critical actors – envisioning, creating and protecting their environments – not just as occasional contributors but as partners and leaders in their communities.¹⁶ Additionally, youth engagement is an effective vehicle for building their knowledge, skills and leadership capacity¹⁷ – a powerful component for economic and community development.

Ideas for potential collaboration include:

- Conduct or commission a Health Impact Assessment that includes youth and community stakeholder input, and use the assessment and recommendations to inform local government decision making.
- Utilize community-based participatory research (CBPR), an approach to policy research that uses trained researchers and community members as fully equal partners in a research study. The experiences and knowledge of the community members combine to identify policy changes that have the greatest chance of success.¹⁸
- Allow for youth to conduct a walkability study to identify recommendations for improvement in safety and access around schools, neighborhoods, parks and playgrounds.

¹⁴ Cohen, L., Davis, R., Lee, V., Valdovinos, E., “Addressing the Intersection: Preventing Violence and Promoting Healthy Eating and Active Living,” Prevention Institute, May 2010.

¹⁵ Owens, P., Nelson, A., Perry A., Montgomery-Black, K., “Youth Voice Matters: Toward Healthy Youth Environments,” Center for Regional Change, University of California Davis. November 2010.

¹⁶ Ibid.

¹⁷ Institute for Local Government, “Youth Engagement and Local Planning,” 2013.

¹⁸ Robert Wood Johnson Foundation Conference Report, “The Role of Community Safety in Obesity Prevention: Exploring How Exposure to Crime and Violence Affect Physical Activity and Healthy Eating,” February 8, 2013.

- Incorporate youth and community voice through partnerships with organizations such as Youth Speaks (www.youthspeaks.org), Photo Voice (www.photovoice.org) and Youth in Focus (www.youthinfocus.org) to inform and guide local government decision making.

Example: City of West Sacramento

West Sacramento is one of the fastest growing cities in California. Yet despite growing business and residential sectors, one quarter of West Sacramento families live below the poverty line and parts of the city lack safe places to play, access to public transportation and quality after-school opportunities. Many youth grow up experiencing street violence, drug dealing and other barriers to success. Youth Voices for Change is a community research project designed to help West Sacramento youth communicate with adult decision makers about the neighborhood conditions that affect their lives and their hopes for the future, by documenting their experiences and communicating their recommendations to peers, families, educators, policy makers and elected officials through poetry, comics, videos and photography.

(www.artofregionalchange.ucdavis.edu)

For More Information:

- Healthy Youth/Healthy Regions, Sierra Health Foundation – www.sierrahealth.org/pages/227
- Urban Networks to Increase Thriving Youth (UNITY), Prevention Institute - www.preventioninstitute.org/about-unity.html
- Increasing Outreach, Institute for Local Government - www.ca-ilg.org/increasing-outreach
- Youth Commission Briefing Papers, Institute for Local Government - www.ca-ilg.org/post/public-engagement-develops-briefing-papers-youth-commissions

Place-Based Policies and Practices

Ensuring that places where community members live, work and play are safe, clean, and accessible is critical to creating vibrant and healthy communities. By addressing the physical landscape and characteristics of these environments, residents may feel more safe and comfortable accessing them and therefore engage in healthier activities. An important youth violence prevention strategy is the examination and potential modification of the physical characteristics of housing, schools, and community areas (e.g., parks, business areas, public transportation hubs) to improve perceived and actual safety and to reduce opportunities for crime and violence.¹⁹

Ideas for potential collaboration include:

- Develop Joint Use Agreements that can broaden access to and improve maintenance and upkeep of community facilities such as school grounds and buildings, parks and playgrounds, swimming pools or performance centers.
- Design safe street housing, in which houses are built with front porches and stoops that can help promote community interaction, outdoor activities and healthy behaviors.²⁰
- Implement landscaping and lighting improvements, trash and graffiti removal in and around parks, playgrounds and schools that can help influence the perception of safety, reduce crime and increase access.²¹
- Work together on safe routes to school assessments, recommendations and implementation to increase safety, access and physical activity for children and families in and around schools.

¹⁹ David-Ferdon, C., Simon, TR., "Preventing Youth Violence: Opportunities for Action." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention, 2014.

²⁰ RWJF Robert Wood Johnson Foundation Conference Report, "The Role of Community Safety in Obesity Prevention: Exploring How Exposure to Crime and Violence Affect Physical Activity and Healthy Eating," February 8, 2013.

²¹ Cohen, L., Davis, R., Lee, V., Valdovinos, E., "Addressing the Intersection: Preventing Violence and Promoting Healthy Eating and Active Living," Prevention Institute, May 2010.

Example: Chula Vista Community Collaborative

In Chula Vista, a group of neighbors and community organizations known as the Chula Vista Community Collaborative, worked with the city and police department to make physical changes to a neighborhood park including increased lighting, picnic tables, walking path, play equipment, a restroom, drinking fountain and new landscaping. These changes in the physical environment increased the community's use of the park as well as improved perceptions of safety. (Taken from "*Addressing the Intersection: Preventing Violence and Promoting Healthy Eating and Active Living*".)

For More Information:

- Safe Routes to School Toolkit, Institute for Local Government - www.ca-ilg.org/webinar/safe-routes-school-toolkit-introduction
- National Center for Safe Routes to School, www.saferoutesinfo.org
- Safe Routes to School National Partnership, www.saferoutespartnership.org
- ChangeLab Solutions, www.changelabsolutions.org
- Joint use, www.jointuse.org

Economic and Community Development

A vibrant and healthy community is built on a stable and strong local economy. The economic climate of a community is created by the presence of legal and prospering businesses, and the income level and stable employment of its residents.²² Cities, counties, schools and special districts have opportunities to work together to strengthen infrastructure through incentives and employment opportunities and support, that will yield sustainable investment in both residents and their communities.

Further, these opportunities can be found at the intersection of violence prevention and healthy eating through examples found in research that highlight the benefits of fostering healthy food retail in low-income communities and communities of color, while simultaneously leveraging opportunities for green jobs and providing job skills development.²³

Ideas for potential collaboration include:

- Strategies such as mixed-use development and mixed-income housing can help attract new business and reduce concentrations of poverty.²⁴
- Utilize community engagement and participation strategies to help inform economic development initiatives through asset mapping, community visioning and public hearing processes.
- Developing business improvement districts (known also as community revitalization zones, business improvement areas, or community improvement districts) can help provide or find funding and investment in communities through a tax on local businesses and/or property owners that fund improvements such as street cleaning, pedestrian walkways and streetscapes, increased and improved green spaces.
- Working together to develop and integrate public transportation policies and programs into other planning can help ensure there are safe and accessible ways for residents to connect to work, healthy retail, schools and parks and recreation centers.

²² David-Ferdon, C., Simon, TR., "Preventing Youth Violence: Opportunities for Action." Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention, 2014.

²³ Cohen, L., Davis, R., Lee, V., Valdovinos, E., "Addressing the Intersection: Preventing Violence and Promoting Healthy Eating and Active Living," Prevention Institute, May 2010.

²⁴ RWJF Robert Wood Johnson Foundation Conference Report, "The Role of Community Safety in Obesity Prevention: Exploring How Exposure to Crime and Violence Affect Physical Activity and Healthy Eating," February 8, 2013.

Example: Bay Area Local Initiatives Support Corporation

The Bay Area Local Initiatives Support Corporation (LISC) launched the Neighborhood Marketplace Initiative (NMI) in 1996 to support effective neighborhood-led comprehensive change programs in low to moderate income local commercial districts with a holistic approach that emphasizes local leadership in planning, implementing, and coordinating a variety of community and economic development activities. Through this structure, communities gain control over changes in their commercial district by influencing new business location decisions; new real estate development and successfully advocating for physical improvements. Between 2005 and 2012, NMI helped create 1,605 jobs; attracted 983 businesses; brought 1.28 million visitors to the neighborhoods; recruited more than 13,045 volunteers; and leveraged over \$140 million in physical improvements.

In 2012 San Francisco Mayor Ed Lee launched “Invest In Neighborhoods” (IIN), a programmatic and geographic expansion of NMI that supports 25 neighborhoods and builds upon the work that Bay Area LISC and the San Francisco Office of Economic and Workforce Development developed under the NMI. Bay Area LISC views the NMI model as a vehicle for broader neighborhood change that attracts new businesses; creates jobs for local residents; and transforms communities into safer places to live, work and raise families. (Taken directly from www.lisc.org/bay_area/our_work/economic_development/index.php)

Example: Solano County – Index of Economic and Community Progress

The Economic Summits Move Shared Vision Forward program began with a series of summits in 2008 that developed a common economic vision for the County of Solano and its seven cities. The summits resulted in a shared Economic Development Strategic Framework and an Index of Economic and Community Progress. Concurrently, the county revised its general plan including the Economic Development element and received a 71 percent approval of the plan from the voters. Included in the general plan are strategies for developing organizations and the public sector the purpose of which is to maximize the federal stimulus dollar coming to Solano County. Additionally, more than 300 youth attended the first ever Youth Summit in 2008, which resulted in the formation of a Youth Commission and increased the number of career fairs at local high schools.

For More Information:

- Engaging the Public in Economic Development, Institute for Local Government – www.ca-ilg.org/engaging-public-economic-development.
- Resources for Sustainable Economic Development, Institute for Local Government – www.ca-ilg.org/post/resources-sustainable-economic-development

Programs and Services

Providing programming and services that support healthy eating and active living is beneficial to children, youth and families. Ensuring these programs and services are comprehensive (meet a multitude of needs for the entire community) and flexible (offered at different times and locations) is even better. Enhancing comprehensive programs and services with a lens of violence prevention, ensuring issues of safety and access or addressed, is ideal.

A successful and growing comprehensive and community-wide approach to meeting the needs of children, youth, families and communities, is the creation of “community schools” (also known as “full-service school” or an “extended-service school”). A community school is defined as both a place and a set of partnerships where an array of public and private agencies and organizations collaborate with the school to provide a comprehensive set of integrated services designed to meet the full range of learning and developmental needs of the students.²⁵ The community school approach can be an ideal strategy for integrating violence prevention and healthy eating, active living programs and services.

Ideas for potential collaboration include:

- Cities and counties can work with schools to develop summer meal programs that provide stability and nutrition to low-income communities during the summer months.
- Coordinate quality before and after school programming that can help provide safe and healthy places for children and youth when school is out.
- Develop and implement community school partnerships that integrate city, county, school district and special district programs and services.
- Offer programs and services at local parks and playgrounds to help deter gangs and unlawful activity in and around neighborhoods.
- Establish safe routes to school programming to improve knowledge and understanding of health and safety, as well as access to and confidence in neighborhoods and schools.

²⁵ CSBA, “Community Schools: Partnerships Supporting Students, Families and Communities,” October 2010.

- Work together to provide street outreach and conflict resolution programming to youth that can de-escalate violence and engage youth in productive and healthy activities.²⁶

Example: City of Santa Clarita’s Drug Free Youth in Town

The Drug Free Youth in Town (DFYIT) Program is a free, school based, voluntary drug prevention/education program meant to complement law enforcement efforts and local prevention and intervention programs. It is a partnership amongst the City of Santa Clarita, Los Angeles County Sheriff’s Department, Los Angeles County Fifth Supervisorial District. DFYIT gives students ownership, creative control and responsibility for supporting healthy choices and promoting a drug-free culture in Santa Clarita, as well as accountability to themselves, their peers and their families. The combination of the DFYIT curriculum, drug testing, community service projects, positive peer influences and parental involvement is an all-encompassing approach to drug prevention that is proving to be successful in shifting the culture in Santa Clarita. (Taken directly from www.ccspartnership.org/awards/helen-putnam-awards/city-of-santa-clarita-the-drug-free-youth-in-town-2/)

For More Information

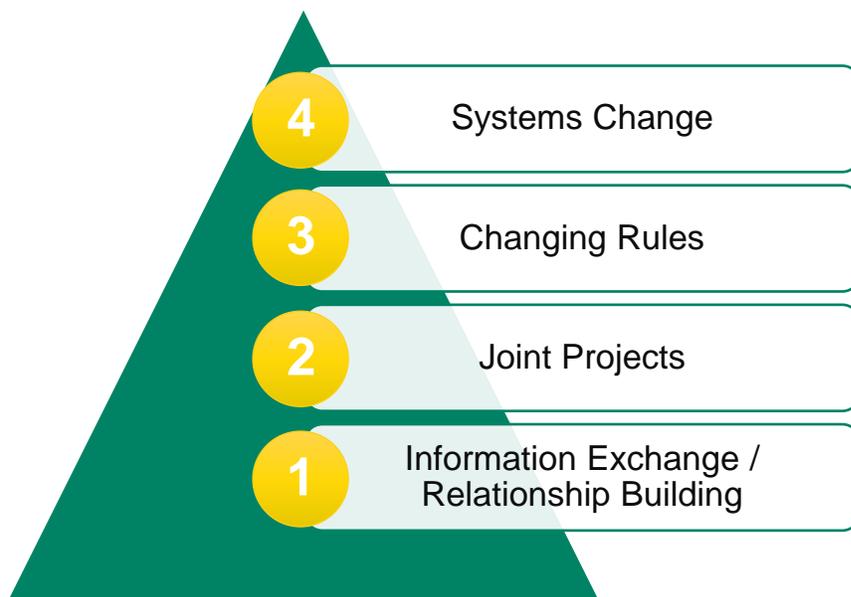
- California Summer Meal Coalition, Institute for Local Government – www.summermealcoalition.org
- Community Schools Toolkit, Cities Counties Schools Partnership, Institute for Local Government – www.ccspartnership.org

²⁶ Solomon, Loel S., Ravel, Jodi L., “Working at the Intersection of Healthy Eating, Active Living, and Violence Prevention,” Views from the Field. November 18, 2013.

STAGES OF COLLABORATION

The truth is, real collaboration takes significant time and is exceedingly hard work if done right and investments in relationships and a culture of collaboration is successful established. Complex community problems are not created in a day. Successful solutions to vexing community challenges takes time to develop and must include a comprehensive and layered approach and engagement by multiple stakeholders. While the evolution of successful collaboration is fluid and dynamic, initiating and developing collaborative efforts requires a strategic, organized and intentional approach. Every path to collaboration is unique to the people involved and the specific community’s assets and resources. However an understanding of the general stages in the overall process, and the steps that can be taken, will drive collaborative efforts forward.

The pyramid of collaboration, identified by Sidney L. Gardner, president of Children and Family Futures, outlines four broad stages that are particularly relevant to local government collaboration.²⁷ This reflects the importance of starting out the collaborative process strategically, and allowing for a more fluid process as the collaboration evolves. The four stages of collaboration per the pyramid are:



²⁷ The CCS Partnership, in collaboration with the California School Boards Association, developed the resource *Building Healthy Communities: A School Leaders Guide to Collaboration and Community Engagement*. A fuller description of Sidney Gardner’s Pyramid of Collaboration can be found in Chapter 3 of this resource.

Information Exchange/ Relationship Building

Collaboration is built on strong relationships.

Therefore, the most critical stage for working together successfully is getting to know each other – both the individual people and the agencies they represent.

During this stage, local government agencies exchange information about their mission, goals, mandates, programs and priorities. They discuss overlapping concerns about their shared constituencies and explore the local conditions and environments that are impacting each agency. Key considerations for this stage are:

- Take time to build genuine relationships – focus on getting to know each other, not what you need from each other;
- Understand the current environment for each potential partner;
- Assess and engage the community – determine assets, needs, concerns and priorities from the community; and
- Explore possible collaborative solutions – brainstorm ideas inside and outside the box.

Joint Projects

Finding and addressing the low hanging fruit is a common successful strategy for building partnerships that lead to collaboration. It creates an early win and initiates a shared sense of accomplishment. This often occurs through joint projects, when two or more local government agencies dedicate resources for a shared purpose. Joint projects are often stimulated by either a funding opportunity requiring collaboration,

Good Governance & Innovation

Local government agencies face a unique challenge when seeking collaborative solutions to meeting their community's needs. Building trust and confidence, with both potential partners and the public, is critical to a local government agency's ability to be successful. Innovation is also critical to their ability to seek out, explore and test solutions in an ever-changing environment where the public demands better, cheaper and faster results. However, innovation requires a certain level of calculated risk and sometimes failure, which local elected officials may feel could jeopardize the trust and confidence. These two resources may help local government officials and staff adhere to good governance practices that will build trust and confidence with partners and the public, but also allow for creating a culture and environment that fosters innovation.

For More Information:

www.ca-ilg.org/StiflingInnovation

[www.ca-ilg.org/post/good-](http://www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices)

[governance-checklist-good-and-](http://www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices)

[better-practices](http://www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices)

an opportunity to combine and leverage existing resources across agencies, or recognition that the project will be done more effectively and/or reach more people as a joint project.²⁸ At this stage local agencies continue to operate as they did before, but may undertake one or more joint projects over time to address an identified need. Key considerations for this stage are:

- Identify resources and staff that each agency will contribute;
- Develop planning documents and/or timelines, such as a joint use agreement, workplan or memorandum of understanding; and
- Focus on what you agree on and set aside other issues – be willing to compromise when necessary.

Changing the Rules

Successful collaboration requires a culture of “we” rather than “me.” This stage is marked by the development of a collective voice of collaboration, not of special interests. Local government agencies who move beyond joint projects think in a collaborative way from the beginning about the challenges facing their community – their first response to a new challenge or opportunity is to call their partners.²⁹ Specifically, changing the rules means seeking broader policy change among partner agencies and realigning funding streams to support collaboration. This stage is also marked by a focus on evaluating the process of collaboration and not just the joint project itself. Key considerations for this stage are:

- Be cognizant of constituents’ comfort levels – don’t try to do everything at once, allow people to grow into changes and new policies;
- Open, transparent and consistent communication between partners and the community is critical; and
- Recognize organizational limitations – be upfront with potential legal, cultural or capacity limitations.

²⁸ CSBA, CCS Partnership, “Building Healthy Communities: A School Leaders Guide to Collaboration and Community Engagement,” 2009.

²⁹ CSBA, CCS Partnership, “Building Healthy Communities: A School Leaders Guide to Collaboration and Community Engagement,” 2009.

Systems Change

When a cultural shift occurs that results in local government agencies changing the way they do business, they have entered the systems change stage of collaboration. This happens over time and through sustained leadership that has skillfully balanced patience with intentional action and a relentless focus on the big picture vision. Systems change requires local government agencies to rethink and redirect existing resources – new allocation of funding, staff, methods of accountability and a new collective focus on goals and outcomes. Key considerations for this stage are:

- Leadership matters – both quality and consistency;
- Continuously renew commitments and share the vision;
- Continuously learn from what others are doing; and
- Turn barriers into opportunities.

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