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BY THE CITY COUNCIL  
MAY 20 1997  
OFFICE OF THE  
CITY CLERK

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NEIGHBORHOOD  
SERVICES DEPARTMENT

**CITY OF SACRAMENTO**  
CALIFORNIA

1231 I STREET  
SUITE 400  
SACRAMENTO, CA  
95814-2977

May 12, 1997

PH (916) 264-5200  
FAX (916) 264-7643

City Council and  
Sacramento City Unified School Board of Education  
Sacramento, California

Honorable Members in Session:

**SUBJECT: Revision of Joint Use Policy between the City of Sacramento and Sacramento City Unified School District**

**LOCATION AND COUNCIL DISTRICT:** City-wide.

**RECOMMENDATION:**

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1. The City Council and Sacramento City Unified School Board of Education are asked to discuss and comment on the attached draft policy.

The staff of the Sacramento City Unified School District (SCUSD or District) and the City of Sacramento (City) are directed to meet to develop a revised joint use policy that includes comments from this joint meeting, a proposed process, timeline, and outline of the elements of a joint use agreement. Staff will report back to the City Council and School Board within 90 days for the adoption of policy statements to guide the development of a revised joint use agreement.

3. Within 90 days, staff will assess the feasibility and develop a plan to open as many schools as possible strategically placed throughout the district, to meet the needs of the community, and to begin implementation in fall of 1997.

**CONTACT PERSON:** Ralph Pettingell, Parks and Recreation Superintendent - 277-6173  
Thomas E. Gallegos, Chief Operations Officer - 264-4091

**FOR COUNCIL AND BOARD MEETING OF:** May 20, 1997

**SUMMARY:**

This report provides information on the existing joint use of both city and school facilities and the enhanced potential to children, families and the community derived from a revised joint use policy and

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agreement between the Sacramento City Unified School District (SCUSD) and the City of Sacramento. This report also describes the past cooperative achievements between the City and SCUSD under the current joint use agreement (Attachment B).

This report asks for City Council and the Sacramento City Unified School Board of Education to review the draft policy statements and resolution (Attachment A-1 and A-2). The resolution will direct and provide the guidance to staff personnel of both entities to develop a joint use policy for final adoption by both boards and then to revise the current agreement #81-096 adopted October 27, 1981.

#### **COMMITTEE/COMMISSION ACTION:**

On May 15, 1997, the Citizen's Advisory Committee (CAC) was presented with this report. The Youth Commission was also presented with the report on May 17, 1997.

#### **BACKGROUND INFORMATION:**

For 36 years the City and SCUSD have derived mutual advantage from a cooperative relationship which has enhanced many programs and projects benefiting our schools, city and the community. Examples include, the development of playgrounds at Maple, Hollywood Park, and Susan B. Anthony Elementary schools, exchange of land at Keith B. Kenny Elementary for Sierra 2 Community Center property, and City Redevelopment Agency participation in the funding of a new Skills Center.

The focus of the City and Schools joint use agreement has been and is to become more responsive to neighborhood needs. This focus has resulted in a need for the City to decentralize its services. Over the past few years, the City has opened neighborhood resource and police service centers, often in sites other than at community centers. Most of these service centers are not linked to schools, however, a new joint use agreement would place a greater emphasis on co-locating services at school sites. The City recently implemented a successful collaborative service delivery system by co-locating city staff at Hiram Johnson High School. Other examples of collaborative efforts are the several Healthy Start sites and various schools hosting welfare caseworkers and child protective service workers. Because people want services to be accessible and close to where they live, there is an increased desire to move towards bringing social services staff into the schools. Further, by bringing additional services on-site, schools are allowed to focus on its core mission of education while other entities can offer support services to children and families addressing the many issues that keep children from being successful in school (Attachment C).

Schools offer unique opportunities as neighborhood facilities. Schools are easily accessible to most communities. School facilities often are underutilized after school and in the evenings. It has been proven that schools that are used beyond normal school hours tend to suffer less vandalism. The demand for public facilities for neighborhood support services continues to exceed the availability at this time. With budget constraints on both the City and Schools budget, neither is in a financial position to build facilities for a single purpose. The City's reliance on school sites to provide recreational programs for the community is critical because city facilities are not located in every neighborhood and are often not as easily accessible to all residents.

The City and District are willing to work cooperatively to explore ways to mitigate the added demands placed on school sites as a result of a revised and expanded joint use agreement. Attachment "A-1" identifies areas which need clarification and issues to consider in developing this new agreement.

**FINANCIAL CONSIDERATIONS:**

There is no request for funding at this time.

**ENVIRONMENTAL CONSIDERATIONS:**

Not applicable.

**POLICY CONSIDERATIONS:**

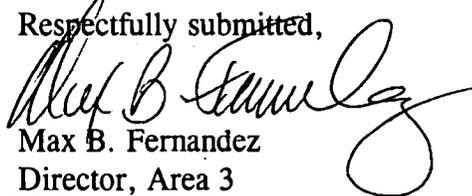
The City and District must develop a policy that mutually enhances the focus of their primary mission. The City of Sacramento's mission is neighborhood revitalization, economic development, fiscal stability, positive youth alternatives, and public safety. The District's mission is to educate children and adults to be more capable of successfully functioning in a global society.

The attached policy statement that calls for schools to be used as centers of the community is consistent with the changing focus to neighborhood based services for the City, the desire of the community to have better use of public facilities, the desire by the District and the City to be more accessible and open to the community, and to work in closer partnership with each other and the community.

**MBE/WBE EFFORTS:**

No goods or services are being purchased with this item.

Respectfully submitted,

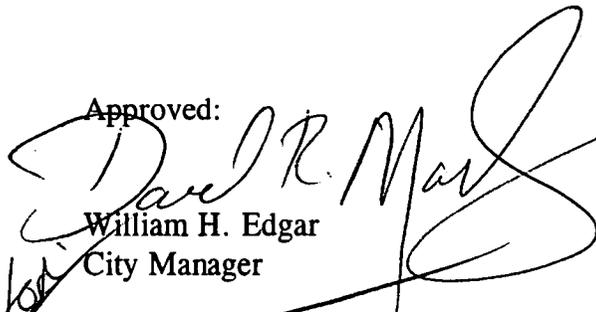


Max B. Fernandez  
Director, Area 3



Thomas E. Gallegos  
Chief Operations Officer

Approved:



William H. Edgar  
City Manager



James E. Sweeney  
Interim Superintendent

**Proposed Policy Statements and Considerations**

The current joint use agreement that is in effect, although a foundation for working together, contains operational limitations and problems because it lacks specificity on various areas including:

- Facility availability, scheduling procedures and protocols
- Monitoring and custodial responsibilities
- Fee structures
- Costs for monitors/custodial personnel during non school hours and cost for supplies, cost of wear and tear on the facility and maintenance
- Security
- Liability from public use
- Responsibility for programming and coordinating the activities on a school site and the impact that has on the school staff
- Improving the coordination between the City and the District facility reservation systems
- Improving joint planning on scheduling the facilities to accommodate school-related and community-related uses so that the uses complement and don't compete with each other.

A new agreement would first require the governing boards of the City and the District adopt a joint policy to create a framework for staff to renegotiate the agreement. Issues to consider in renegotiating the agreement include:

- ◆ The City and SCUSD need to develop a common vision around joint use and schools as community centers, parallel goals, and a plan that is mutually beneficial for both entities.
- ◆ Defining the roles of each entity.
- ◆ The staffs should be challenged to be open minded and look at new and innovative ways to keep facilities open. Examples of cooperative and innovative approaches exist in other jurisdictions where jurisdictional boundaries become invisible in the administration and operation of the facilities.
- ◆ The agreement should be developed with the participation on the principles, unions and line staff from the city, county and community who run the programs so that there is buy in and also well thought out solutions based on the experience of these staffs.
- ◆ The policy should reflect the concept of schools as community centers and resources.
- ◆ There needs to be a coordinated delivery of services, sensitive to each organization that incorporates flexibility of staffing and coordinated access
- ◆ There should be an assurance that schools will not be faced with the burden of added facility impact issues such as funding, staffing and maintenance.
- ◆ Community centers and schools not only need to be strategically placed, but strategically opened for access. There is a need to look at the particular needs of the surrounding community and determine what their needs are. Tailor access to the needs of the community, rather than apply standard hours of operation across all facilities.

\*\*\*\* DRAFT \*\*\*\*

**RESOLUTION ADOPTING THE FOLLOWING POLICY FOR  
THE DEVELOPMENT OF A REVISED JOINT USE AGREEMENT  
BETWEEN THE CITY OF SACRAMENTO AND  
THE SACRAMENTO CITY UNIFIED SCHOOL DISTRICT**

Whereas, the City of Sacramento and the Sacramento City Unified School District own various facilities that directly and indirectly serve or support youth and families;

Whereas, these public entities desire to maximize the use of these public assets for the benefit of students and community members at large whose tax dollars supported the development of these facilities;

Whereas, the District operates educational systems that contribute to the economic vitality and social stability of the city, and City desires to improve and strengthen the economic and social stability of its neighborhoods;

Whereas, the City and the District both desire to cooperate to help ensure the positive outcomes for youth and families;

Whereas, schools offer facilities that can become neighborhood centers of community life that can provide for youth, neighborhood/community activities and identity;

Whereas, both institutions, faced with budget challenges in the operations and maintenance of their facilities and programs, could leverage resources through a joint use agreement;

Whereas, current partnerships that bring support and recreational services to school sites will be strengthened and opportunities for expansion added by this revised joint use agreement.

Whereas, opening schools as community centers supports the objectives of the schools and City.

THEN, THEREFORE, BE IT RESOLVED:

1. The City and School District staff shall develop a Joint Use Agreement that would move towards schools as community centers for community use, after first priority is given to student related activities.
2. The following actions shall be taken to develop the policy:
  - A. Articulate the conditions under which SCUSD staff could use City facilities and City staff could use school facilities.
  - B. Develop protocol for joint planning, operations and maintenance, and the development of new facilities.
  - C. Assess the infrastructure needs of both entities.
  - D. Identify opportunities for joint training and program development.

## City and District Programs at SCUSD Sites

### **The 4th "R" Program**

The 4th "R" is a recreation based child care program for kindergarten through 6th graders that is fully licensed by the State of California. This year-round school age child care is located on 15 elementary school campuses.

### **Late Night Sacramento**

Late Night Sacramento is a program for teenagers that incorporates recreational, educational, and cultural arts programs. Its goal is to build life skills, self-esteem, and enthusiasm; to discourage drug use, gangs, and other destructive activity; and to encourage positive alternatives. The program is designed to provide positive alternatives for youth during at-risk hours on Friday and Saturday nights. Late Night Sacramento targets all teenagers, particularly those at-risk, and is held at two high schools and one middle school within the Sacramento City Unified School District.

### **Sacramento S.T.A.R.T. (Students Today Achieving Results for Tomorrow)**

Sacramento START is a city/school district/community partnership dedicated to enhancing educational opportunities for Sacramento's youth by opening school facilities after hours for homework, tutoring, enrichment activities and recreation. Sacramento START is located at 20 elementary schools throughout the city and is jointly operated by the school district and the City.

### **Healthy Start**

Healthy Start is a program that brings together schools, families, and their communities to focus their collective energy, expertise, and resources on responding to the needs preserved by children, youth and families on the school community. Healthy Start programs are located at nine schools within the city.

### **Mayor Serna's Summer Reading Camp**

The Mayor's Summer Reading Camp is a city wide reading enrichment program that targets first, second, and third graders who might benefit from additional instructional assistance. Students are referred by teachers and parents. Now in its fifth year, more than 1,000 children have "graduated" from the Mayor's Reading Camp. There are twelve "camp sites" in City neighborhoods, including schools, community centers, public housing and apartment recreation centers.

### *Youth Recreation Programs at School Sites*

#### **Kids-N-Play / Kids Force**

City staff provide structured, supervised recreation programs at community centers, parks and school sites. This program is implemented year round for youth ages 6-12. Anti-drug and gang messages are integrated into recreation programs.

#### **Open Gym**

Year round open gyms are made available for teens and adults at middle and high schools

to participate in basketball and/or volleyball.

### **Intramural Sports**

This is a safe, healthful, positive, supervised program where youth can develop athletic skills in various sports and learn sportsmanship. The program is for youth ages 6-12. Located at elementary schools, community centers and park sites.

### **"In School" Recreation Programs**

To provide sports activities and enhance recreation opportunities during the school day (during recess, noontime, and special program assemblies) for school age youth. Recreation staff conduct recreation activities at school sites and assist schools to train their staff to provide quality recess and noon time activities for their students. Located at various elementary schools throughout the year. Coordination with principals at each school site is essential.

### **Recreation Swimming**

City and high school pools are open to the public during the summer. This provides low cost, well supervised opportunities for all customers to enjoy swimming, diving, and playing in a pool.

### **Middle School Basketball**

Approximately 350 seventh and eight graders participate in this after school program located at middle schools throughout the city. The schools hire the coaches while the City assigns officials and coordinates the program.

### *Police Department Activities*

#### **Magnet School Program**

Similar to ROTC type program training high school students at Hiram Johnson and John F. Kennedy High Schools in all aspects of law enforcement, physical fitness, citizenship. The program began as a pilot at Kennedy and was recently expanded to Johnson and Grant High. One police officer/coordinator per site instructs students, organizes public service activities, etc.

#### **Truancy Centers**

At Burbank, Sacramento High, and Johnson police employees work with school employees to watch over truants, counsel them and offer positive reinforcement to students to stay in school.

#### **V-Team**

This youth development and alternative activities group was formed by NPOs in the New Helvetia/River Oaks housing area, centered at Jedediah Smith Elementary.

#### **Curfew/Truancy Enforcement Efforts**

Working with Sacramento City Unified Police in the areas around the schools, the Sacramento City Police have utilized the NET Team, NPOs, patrol officers and volunteers to focus on keeping kids in school and off the streets after hours to protect them and minimize criminal activity in and around the schools.

# Facts



44 Los Angeles Avenue, Suite 107  
 San Rafael, California 94901-1111  
 Tel: 415 221-5991  
 Fax: 415 221-2999

## FULL-SERVICE SCHOOLS

### What are full-service schools?

Full-service schools, sometimes referred to as Beacon Centers, Second-Shift Schools, Village Centers or Youth Net Centers, are centers in which education, health, mental health, social, and family programs and services may be co-located. They are characterized by a comprehensive and integrated approach to addressing youth and family development with an emphasis on the needs of the particular community in which the site is located. Generally, public school spaces are transformed into neighborhood centers that provide a broad array of services and supports to promote the healthy development of children and youth, their families, and other members of the community. Successful full-service programs are inter-agency collaboratives, generally involving educational institutions, social and health services, local government agencies and private organizations.

### Why are full-service schools developed?

Community leaders, educators, parents, and community members have begun to realize that the complex social problems facing youth today require innovative and comprehensive solutions. Further, the large number of school failures and the increased incidence of youth violence, which increases at the end of the school day and during the summer months, demand a collaborative effort if they are to be diminished. Finally, there is a growing frustration at the fragmented service delivery of public agencies and the recognition that service delivery reform will improve the outcomes of the children, youth and families that use these services.

### What services do full-service schools provide?

Full-service schools are broad in program design, generally including many or all of the following: academic and computer classes, sports activities, job training, youth empowerment projects, mentoring, and fine arts classes. In addition to these types of programs, which may be provided specifically for youth before and after the regular school day, weekends and summers, these centers also provide social services, health and mental health services and clinics, parenting classes, counseling, and support groups for youth families and members of the community. The common characteristic of full-service schools is that each program is unique, tailored to the needs of the community.

### What are the benefits?

Full-service schools are a broad preventive strategy to address the social problems that face youth, parents, families and communities. They offer significant health, social, and educational benefits to the population served and strengthen linkages between schools, community organizations and public agencies. Full service programs promote the healthy development of young people by: engaging youth in meaningful activities during the high-

risk times for crime; reducing the risk of school failures and dropouts; providing safe areas for youth to meet after school, on weekends, and during vacations; providing the support of caring relationships; fostering youth leadership by encouraging youth to accept positions of responsibility; expanding youth education by augmenting subjects taught during the regular school day; and improving vocational and technological skills by offering relevant courses. Full-service schools also strengthen and improve school, home and community linkages by increasing parental presence and involvement, offering educational activities for members of the community, providing family support resources, and offering cultural activities. They also promote healthy lifestyles by offering health education classes and clinic services to all members of the community; and addressing the community's needs by involving youth in community development projects.

### **Where are the full-service schools or Beacon centers in California?**

There are four New Beginnings Centers in San Diego; four Beacon Centers in San Francisco; two centers within the Modesto City School system, and plans for fifteen Village Centers in Oakland. Please note that there may be other schools or centers which incorporate some of the features of full-service schools in California.

### **How much do full-service schools cost and where does the funding come from?**

Just as the programs offered by full-service schools are unique to each site, so are the funding mechanisms. Generally, full-service schools are funded by a variety of sources. For example, a San Francisco Beacon School has an annual core budget of \$200,000 to \$350,000. A large portion of the core funding is contracted to each site by the San Francisco Mayor's Office for Children, Youth and Their Families, and is complemented by grant support from public and private foundations, city agencies. Healthy Start funding, and in-kind contributions and services provided by local and city-wide organizations. The New Beginnings Centers in San Diego are also funded by a variety of agencies; for example, the partner agencies of Alexander Hamilton Elementary school's New Beginnings center share the \$1,000,000 annual budget through direct and indirect funding mechanisms.

*For additional information on full-service schools, please contact:*

*Pacific Center For Violence Prevention (PCVP)*

*Building 1, Room 300*

*San Francisco General Hospital*

*1001 Potrero Avenue*

*San Francisco, CA 94110*

*(415) 285-1793*

*www.pcvp.org*

*PCVP has a policy brief and an annotated bibliography on full-service schools available.*