

# Roseville and Placer County, California

*A long history of cooperation has helped Roseville and its schools build a better community.*

## Participants

**The City of Roseville** has a population of 66,900 residents. There are approximately 14,000 children attending public schools in grades K-12 living in Roseville.

**Dry Creek Elementary School District** serves 5,600 students in Roseville and Antelope. The district operates eight schools grades K-8..

**Eureka Union School District** is located in the East Roseville area and covers a portion of Granite Bay. The district serves 3,800 students in eight schools, grades K-8.

**Roseville City School District** serves 19 schools in the City of Roseville, with approximately 5,800 students, grades K-8.

**Roseville Joint Union High School District** serves 6,000 students in Roseville, Granite Bay, Antelope and communities in west Placer County. There are four high schools in the District.

**Placer County** has a population of 209,700 residents.

The School Districts and the City have a history of cooperative projects dating back more than 30 years. The organizational culture to cooperate is very strong; non-cooperative behavior is not accepted by any of the governments.

## Featured Case Study Joint—Use of Facilities

*The City of Roseville and Placer County require, as part of their General Plans, interagency coordination to co-locate schools with park and recreation facilities and the joint-use of school and public facilities. Through the years, joint-use planning has funded several efforts including the development of Mahany Park and the Roseville Aquatics Complex next to Woodcreek High School, basketball courts and a track at Placer Elementary School, baseball diamond at the future Douglas Ranch School, and childcare programs at all ten elementary schools in Roseville.*

## Established Culture of Cooperation

Partnerships between the City of Roseville, Placer County and the four school districts serving the city have evolved over time. The partnerships have matured through direct communication between the jurisdictions.

*“The process of joint-use agreement involves a great deal of personal trust. If trust isn’t established, it’s much more difficult to establish a joint use environment. There has to be a good level of communication and a capacity to work with one another.”*

*--Kelvin Lee,  
Superintendent, Dry  
Creek Elementary  
District.*

Two by two meetings, with the superintendent and two board members of each School District and the Roseville City Manager and two Council members, are held each quarter. School District superintendents meet monthly to discuss issues important to all four districts. Twice a year, the Roseville Parks and Recreation Department meets with the School Districts. In addition, there is an understanding between the School Districts and the City that when something needs immediate attention, staff of one agency can call the other without hesitation.

Partnerships are a priority of the Roseville City Manager and City Council. The Roseville General Plan includes joint-use and interagency cooperation policies in the Public Facilities and Parks and Recreation elements: “The City and the School Districts enjoy a mutually beneficial arrangement in the joint-use of school and public facilities. Joint-use facilities shall be encouraged in all cases, unless there are overriding circumstances which make it impossible or detrimental to either the School District or the City’s park and recreation facilities/programs.” (Goal #2, City of Roseville General Plan, Public Facilities Element)

The General Plan also includes a policy that; “the City and the School District will prepare a joint-use study for each school facility to determine the feasibility of joint-use facilities. If determined to be feasible, a joint-use agreement will be pursued to maximize public use of facilities, minimize duplication of services provided and facilitate shared financial and operational responsibilities.” (Policy 6, City of Roseville General Plan, Public Facilities Element.)

Both concepts are repeated in the Parks and Recreation element of the General Plan and in the Parks Vision 2010 Plan. To implement the General Plan policies, the City of Roseville, Roseville City School District and Dry Creek Elementary School District in 1983 entered into a long range planning effort to identify potential joint-use park and school sites. Through this process, the City and School Districts created a comprehensive master plan for school and community facility needs. Since 1983, the City and the Dry Creek Elementary School District have developed a master agreement for

joint-use facilities that covers all ballfields, gymnasiums, playgrounds, parks, school grounds, school buildings and other recreational areas owned by the City and the District.

### **Making Cooperative Projects Successful**

The City and School Districts work closely to develop successful joint use projects. For the agencies involved, the success of the project is the sense of community that joint facilities provide. Developers have long recognized that having a school or park in the neighborhood increases the values of the homes. The City's Parks and Recreation Master Plan offers an additional benefit for developers to work with the City and School District to co-locate parks and schools. Under the park standards, the City requires less park land for neighborhood parks if it is located with a school. A new subdivision typically requiring 10 acres for the school and 10 acres for a neighborhood park can designate 17 acres for a joint school and park facility and develop the other three acres as residential units. This provides additional housing for the developer and the community.

The joint-use of parks and school facilities results in more community activities at those sites, making them even more important to the community as a whole. For example, rather than have park land unused during the day, the Eureka Union School District entered a joint-use agreement with Placer County for the Douglas Ranch School and Park, enabling the school to have exclusive use of the 4.5 acre county park (excluding the children's play area and rest rooms) during the school day, when school is in session. The park site will include a baseball diamond, which provides the additional benefit of reducing costs for the School District to build its own baseball diamond. The Eureka Union School District also has a similar arrangement with the City of Roseville for a portion of Maidu Park, located adjacent to Maidu Elementary School. This arrangement allows the City use of the 7 acre school site for community recreation purposes when the school is not needed for school purposes. Similar agreements exist between the City of Roseville and the Dry Creek Elementary District. The additional use of facilities has decreased the amount of vandalism and has increased the community's sense of ownership.

*“Joint-use is about mutual benefit that's greater than individual effort. The win on joint-use is that both agencies will receive more benefit than if they tried to do this independently.”*

*--Kelvin Lee,  
Superintendent, Dry  
Creek Elementary  
School District*

The public is not always initially receptive to joint-use park and school sites because of safety concerns. In the Dry Creek Elementary District, the community had concerns that people not affiliated with the school would use the park during school hours and put students at risk. To address this concern, the Dry Creek

Elementary District Superintendent worked with the Roseville City Police Department and the City Community Services Officer to talk to the parents and calm fears, and to assist with the site design to create a more secure site. The master joint-use agreement also provides mechanisms to notify the individual schools of scheduled events that occur during the school day on the park facilities.

Placer County has many cases in which the county provides funds for the construction of new facilities or improvements to existing facilities in exchange for the School District providing ongoing operation, maintenance and repair of facilities and joint-use of the facility.

The City or County and the School District typically do not maintain the property following property lines, but rather based on what is the most appropriate and efficient area to be maintained by each agency. For example, at the Heritage Oaks School and James W. Wanish Park in the Dry Creek Elementary District, the School District maintains the hard surfaces while the City maintains the fields for both the park and school.

### **Characteristics of Joint - Use Agreements**

The City of Roseville, Placer County and the School Districts located within the jurisdictions have numerous joint-use agreements. The following are key characteristics of joint-use agreements. Not all the characteristics are found in all agreements, depending on the level of detail and specific purposes or needs.

- *Exchange of construction funds for ongoing operation, maintenance and repair of facilities and joint-use of the facility.* The agreements specify the purpose for which the funds can be used. The agreements all state that additional staff requirements, beyond that typically provided, are the responsibility of the party using the facility and are not considered routine operating expenses.
- *Responsible entity for facility construction.* The entity responsible for construction is typically not the entity responsible for ongoing operation and maintenance. In some cases, the City led the construction effort, while in others, the District did. The agency providing the funds, but not responsible for construction, was included in the process of developing the site.

- *Hours of use.* The agreements usually provide for exclusive school use of the facility by the School District during school hours of the regular school year and for school purposes outside the regular school year, and community use during other hours. Some agreements have a minimum number of nights/days that a facility can be used by the City. Others include the priority for use of each facility (i.e., School District has first priority of a school facility, City/County has second priority and general public has third priority).
- *Schedule for public use of the facilities.* Some agreements just identify the need to establish a schedule. Others identify who should be in charge of keeping the schedule and how often and when the City and School District should meet to establish specific facility use schedules. Some of the agreements state that the schedule for each facility will be kept by the school principal. Some agreements include a limited “bumping right” that allows a city/school to bump the school/city if the facility is needed for the owner’s activity.
- *Specifies ownership of the site improvements.*
- *Community uses consistent with the use of school buildings or grounds.*
- *Cost to use the facility.* Use of a facility by either party is without cost, except in the case of additional costs due to clean up, utility expense and additional staff if required. Costs can also be charged to entities not associated with the City or School District, or for events at which the City/school charge admission.
- *Terms of the agreement and the right to terminate the agreement.* The agreements include a clause that requires the reimbursement of the county funds by the School District if the School District terminates the agreement and vice versa. The amount of reimbursement is reduced consistent with the number of years the agreement has been in place.
- *For future sites, allows the ability to develop the other agency’s parcel in exchange for future reimbursement.* This allows a City/School District to develop an area that both

entities have agreed will be a joint-use area and for which a site plan exists. There are certain limitations to the site development, such as development must occur within the owner's plans and specifications and be approved by the owner.

- *For future sites, allows the mutual design of the joint-use area.*
- *Liability and indemnification clauses.* The agreements also require a facility user to notify the owner of defect or dangerous condition within 24 hours of discovery.

Over the years, minor issues between the partners have emerged, but have been resolved as they occurred. For example, problems with access to gymnasiums and multi-purpose rooms on weekends was addressed by installing special alarm keypads to allow only those buildings to be disarmed for access while the remainder of the school stayed alarmed and secure.

Sharing facilities can create a strain on the facilities. Often, multipurpose rooms are used through the evening and during the summer which allows very little time for maintenance. Schools' recreational facilities are constantly booked for use by Parks and Recreation Departments. This increased use results in more frequent maintenance requirements. Not only is the time often not available, the funds to provide the additional maintenance may also be lacking. Although some joint-use agreements, such as the agreement for the joint-use of Douglas Ranch School Park, require the facility to be left in usable condition for the school day, more significant maintenance and site repair either closes the facility to outside groups or must be worked around the building's use. This is particularly difficult for year round schools where time for significant building repair is limited.

## **Facilities**

- **Athletic Field and Maintenance Improvements.** Placer County provided \$28,000 to the Newcastle Elementary School District for improvements at Newcastle Elementary School in 1992. Improvements included the addition of new backstops, resurfacing of basketball courts, a new basketball court retaining wall,

fencing between the baseball field and basketball courts, protective mast for placement under the backboards in the gymnasium, and equipment boxes. Funding was provided on a project by project basis, with specific amounts allocated to each project. The School District provided \$12,310 toward the improvements and the community/school also contributed 167 person hours to the projects. In addition, Placer County provided Loomis Union School District \$58,900 for improvements at Placer Elementary School athletic fields, including rebuilding the existing track, adding turf to a softball diamond and a small child's soccer field, adding a basket for basketball, installing bleachers, adding three shot-put circles, building a climbing ladder, relocating the fitness course and softball backstop, and purchasing soccer goals and a storage container for maintenance and sports equipment in 1995. The County also provided \$8,000 to the Ophir Elementary School District for improvements to Ophir Elementary School in 1996. Improvements included soil preparation, sod placement and installation of irrigation. County funds were obtained through park dedication fees and covered a portion of the total improvements.

- **Basketball Court Improvements.** Placer County provided \$32,000 to the Loomis Union School District for the development of basketball courts and a track at Placer Elementary School in 1993. County funds were obtained through park dedication fees.
- **Playground Improvements.** Placer County provided \$25,124 to the Penryn Elementary School District in 1994 for the removal of 12 pieces of play equipment and the purchase of a new tot lot and related materials for Penryn Elementary School. County funds were obtained through park dedication fees.
- **Swimming Pool Improvements.** In 1996, Placer County provided \$5,000 in park dedication fees to pay for a portion of the cost of two handicap lifts at the Del Oro High School Swimming Pool in Placer Union High School District.
- **Master Joint-Use Agreement.** The City of Roseville and Dry Creek Elementary School District master

agreement for all facilities includes a process for scheduling of facilities, improvements, maintenance of facilities, fees and charges, future planning of joint-use sites, and use of district property for city child care program.

- **Douglas Ranch Project Joint-Use Facility.** The Douglas Ranch Project includes a 4.5-acre county park site and a 5.5-acre school site located adjacent to each other. The agreement between County of Placer and Eureka Union School District is for joint-use of the turf and baseball diamond portion of the park site for play field purposes and a portion of the school site, including the hard court area, multi-purpose rooms and classrooms, for community recreation purposes. Use of facilities is at no cost. Since neither site had yet been built, the agreement allowed the County to build the multi-purpose facility if it is needed before the District can construct the facility, and allows the District to improve the park property if needed before the County can develop it. If this occurs, the agency that builds the facility will be reimbursed by the owner within 10 years of the completion date. If the County chooses, they may convey the park property and improvements to the School District in lieu of reimbursement.
- **Swimming Pool Complex.** The Roseville Joint Union High School District and City of Roseville signed an MOU to work cooperatively to construct, maintain, and operate a swimming pool complex, tennis courts, softball fields, basketball courts and related improvements for 10 acres of Mahany Park adjacent to Woodcreek High School. The School District contributed 38.5% (\$1.865 million) of the total construction cost of the athletic facilities. The City agreed to maintain, operate and repair the facilities and grounds to a standard suitable for the High School to use the facility for interscholastic activities. The agreement provided that, should the swimming pool complex be built for less than the anticipated amount, the District would be reimbursed for a portion of its contribution. The aquatic center, with an Olympic size pool, 25 yard, zero depth recreation pool with a 150' slide and 12 deep children's interactive pool with a play structure, opened in May 1995.

## Programs and Services

- **Police Partnerships.** The City of Roseville and Dry Creek Elementary School District have partnerships to provide crossing guards and signalized intersections, police officers to assist with the DARE program, and police officers in the schools.
- **Adventure Clubs.** “Adventure Clubs”, an elementary school-age child care program, provides before and after school care starting at 7 a.m. and ending at 6 p.m. The programs are located at all 10 elementary school sites in the City and serve approximately 75 children each day. The School District supplies the school sites and utilities while the City provides the park and recreation programming and staffing. The cost of the Adventure clubs is approximately \$2.5 to 3 million a year. The program, which began in 1987, was initiated to provide a safe place for children who might otherwise be going home to an empty house. The program was first funded with a \$6,000 start-up grant from the California Department of Education. This program is also being applied by the Sunrise Park and Recreation District in Sacramento County. In recent years, the Clubs have experienced enrollment waiting lists.
- **Student Unions.** Student Unions, the after school program designed for middle school students, are located in the middle schools, but run by city staff. The program was initiated by the City police and parks and recreation departments to provide a place for middle school students to go after school.
- **Business, Educators & Community Organized to Maximize Education (BECOME).** This partnership provides a link between the schools and local public agencies and businesses to: help enhance communication and working relationships between the education and business communities; share expertise, information, resources and facilities; enhance the quality of education for students and educators; and inform students, educators and the community about the needs and demands of the business world.

## Key Lessons

Throughout the long years of cooperation and joint projects, Placer County, the City of Roseville and the four school districts have learned some valuable lessons, namely:

## Contacts

- *High-quality, effective, and continuous upper-level management is essential.*
- *The community must be mobilized and actively support joint-use and interagency cooperation.*
- *Developers must embrace a cooperative stance, recognizing schools and educational services as amenities, rather than profit constraints*
- *High levels of trust and commitment amongst agency leaders are critical*

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