

**SACRAMENTO COUNTY COMMITTEE ON  
SCHOOL DISTRICT ORGANIZATION  
10474 Mather Boulevard, P.O. Box 269003  
Sacramento, CA 95826-9003 (916) 228-2410**

**TO:** Members, Sacramento County Committee on School District Organization

**FROM:** David W. Gordon, Secretary

**SUBJECT: Agenda – Wednesday, December 6, 2006**

**Time: 6:30 p.m.**

**NOTE:** The Sacramento County Office of Education encourages those with disabilities to participate fully in the public meeting process. If you need a disability-related modification or accommodation, including auxiliary aids or services, to participate in the public meeting, please contact the Superintendent's Office at (916) 228.2410 at least 48 hours before the scheduled County Committee meeting so that we may make every reasonable effort to accommodate you. [Government Code § 54953.2; Americans with Disabilities Act of 1990, § 202 (42 U.S.C. §12132)]

- I. Call to Order and Roll Call
- II. Pledge of Allegiance
- III. Approval of the Minutes of the County Committee Meeting of September 27, 2006
- IV. Visitor Presentations

A. General Public

*NOTE: Anyone may address the County Committee on any item that is in the County Committee's subject matter jurisdiction. However, the County Committee may not take action on any item which is not on this agenda except as authorized by Government Code section 54954.2.*

*Anyone may appear at the County Committee meeting to testify in support of or in opposition to any item being presented to the County Committee for consideration.*

- V. New Business
  - A. Action on a Joint Governing Board Petition for the Unification of the Del Paso Heights Elementary School District, the Grant Joint Union High School District, the North Sacramento Elementary School District, and the Rio Linda Union Elementary School District

- VI. Adjournment

## **Agenda – December 6, 2006**

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cc: Larry M. Buchanan, Superintendent, Del Paso Heights Elementary School District and Grant Joint Union High School District  
Ralph Friend, Superintendent, Robla Elementary School District  
Dr. Dianna Mangerich, Superintendent, Elverta Joint Elementary School District  
Frank S. Porter, Superintendent, Rio Linda Union Elementary School District  
Dennis C. Tillet, Superintendent, North Sacramento Elementary School District  
Linda M. Fowler, President, North Sacramento Elementary School District Board of Trustees  
Rhonda Klarczyk, President, Elverta Joint Elementary School District Board of Trustees  
Gary Miller, President, Robla Elementary School District Board of Trustees  
Elizabeth Mitchell, President, Rio Linda Union Elementary School District Board of Trustees  
Nettie Scoggins, President, Del Paso Heights Elementary School District Board of Trustees  
Linda Thompson, President, Grant Joint Union High School District Board of Trustees  
Jacques S. Whitfield, General Counsel, Grant Joint Union High School District  
Peter Brundage, Executive Officer, Sacramento Local Agency Formation Commission  
Larry Shirey, California Department of Education  
Rae Belisle, General Counsel, Sacramento County Office of Education  
Bob Carlson, Staff to the Sacramento County Committee on School District Organization  
Karen Steentofte, Assoc. General Counsel, Sacramento County Office of Education

**SACRAMENTO COUNTY COMMITTEE ON  
SCHOOL DISTRICT ORGANIZATION**

**Minutes of the Meeting of September 27, 2006**

- I. Call to Order and Roll Call
- II. Pledge of Allegiance
- III.
  - A. Approval of the Minutes of the County Committee Meeting of August 9, 2006
  - B. Approval of the Minutes of the County Committee Meeting of August 16, 2006
  - C. Approval of the Minutes of the County Committee Meeting of August 30, 2006
- IV. Visitor Presentations
  - A. General Public
- V. New Business
  - A. Public Hearing and Action on a Proposed Negative Declaration for the Proposed Territory Transfer Between (a) the Grant Joint Union High School District and the Rio Linda Union Elementary School District and (b) the Natomas Unified School District
  - B. Action on the Joint Governing Board Petition to Transfer Territory Between (a) the Grant Joint Union High School District and the Rio Linda Union Elementary School District and (b) the Natomas Unified School District
- VI. Adjournment

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I. Chairperson Cooley called the meeting to order at 6:50 p.m. in the Board Room of the David P. Meaney Education Center, Sacramento County Office of Education, 10474 Mather Boulevard, Mather, California. Committee members present were Gretchen Bender, John Scribner, Brian Cooley, Christopher Woods, Elinor Hickey, and Harold Fong. Also present were David Gordon, Secretary to the County Committee; Associate General Counsel, Karen Steentofte; Bob Carlson, Staff to the County Committee; interested citizens; and Carla Miller, Recording Secretary. Ms. Deane notified the Board prior to the meeting that she could not be present; she had a family emergency.

II. Chairperson Cooley led the Pledge of Allegiance.

III.A. On a motion by Mr. Fong, seconded by Ms. Bender and carried, the minutes of the County Committee Meeting of August 9, 2006, were approved. Committee member Scribner abstained.

III.B. On a motion by Mrs. Hickey, seconded by Mr. Scribner and carried, the minutes of the County Committee Meeting of August 16, 2006, were approved. Committee members Bender and Woods abstained.

III.C. On a motion by Mrs. Hickey, seconded by Ms. Bender and carried, the minutes of the County Committee Meeting of August 30, 2006, were approved. Committee members Woods and Scribner abstained.

IV. There were no requests for visitor presentations from the general public.

V.A. Chairperson Cooley stated that the County Committee is conducting a public hearing on a proposed Negative Declaration for the proposed territory transfer between: (a) the Grant Joint Union High School District and the Rio Linda Union Elementary School District, and (b) the Natomas Unified School District. Prior to opening the public hearing, he asked Dr. Bob Carlson, Staff to the County Committee, to provide background information and review the process and guidelines for the public hearing.

Dr. Carlson presented background information and reminded the County Committee that on April 26 and 27, 2006, the Sacramento County Office of Education received a joint governing board petition for a territory transfer between the Grant and Rio Linda School Districts and the Natomas School District. These materials, including a map showing the areas that would be transferred, are provided as Appendix A of the report enclosed with the agenda item V.B. In addition, a larger version of the map is displayed on the easel located at the rear of the meeting room. The territory to be transferred is within the North Natomas area and the Greenbriar area of Sacramento. New subdivisions have resulted or will result in lots being split by the current district boundaries. The proposed territory transfer would eliminate split parcels by placing the district boundaries on streets. Because the County Committee has the authority to approve or disapprove the territory transfer, the County Committee must determine the impact, if any, the territory transfer may have on the environment, pursuant to the California Environmental Quality Act.

Paul Woods of Economic & Planning Systems completed the initial study of the environmental impact of the proposed territory transfer using the Environmental Checklist Form. The initial study was reviewed and modified by SCOE staff. The completed form is Attachment 1 in the agenda. Dr. Carlson asked Mr. Woods to present the initial study.

Mr. Woods presented the initial study of the environmental impact of the proposed territory transfer. He reported that there is no potential negative impact on the environment.

Dr. Carlson stated that, based on the initial study's findings that the proposed project could not have a significant effect on the environment, staff prepared a Negative Declaration for County Committee consideration that is Attachment 2 in the agenda. The Negative Declaration affirms that there is no substantial evidence that the proposed territory transfer would have a significant effect on the environment.

He further stated that the public hearing is an opportunity for the County Committee to obtain input from the public about potential environmental impact of the proposed territory transfer. Following the public hearing, the County Committee should adopt the Negative Declaration if you find, on the basis of the initial study and any comments received, that there is no substantial evidence that the proposed territory transfer will have a significant effect on the environment, and that the Negative Declaration reflects the County Committee's independent judgment and analysis.

Dr. Carlson then stated that to provide the public an opportunity to comment on the proposed Negative Declaration, a Notice of Intent to Adopt a Negative Declaration, Attachment 3 in the agenda item, was mailed to the superintendents and other representatives of the three districts, other interested parties, and the Sacramento County Clerk/Recorder's Office, which is required to post the notice for a period of at least 20 days. In addition, the notice was published in the Sacramento Bee. The notice announced the public hearing, indicated that a copy of the proposed Negative Declaration and Initial Study were available for review, and invited comments. No comments have been received.

Dr. Carlson stated that the guidelines for the public hearing are the same guidelines that have been used for the last several months and are written on sheet that is provided on the back table. Essentially, anyone who would like to speak should fill out a Blue Speaker Card for the public hearing and will be given two minutes to address the County Committee.

Mr. Cooley thanked Dr. Carlson for his presentation and stated that in keeping with the California Environmental Quality Act, the Sacramento County Committee on School District Organization will now hold a public hearing on a proposed Negative Declaration for the proposed territory transfer between: (a) the Grant Joint Union High School District and the Rio Linda Union Elementary School District, and (b) the Natomas Unified School District.

Mr. Cooley opened the public hearing at 6:58 p.m.

There were no public comments.

Mr. Cooley stated that there being no input to the County Committee on this matter, the public hearing is now closed. The public hearing was closed at 6:59 p.m.

Mr. Cooley stated at this time, we will move to Committee discussion and action on the Negative Declaration.

Mrs. Hickey moved to adopt the Negative Declaration for the territory transfer between the Grant Joint Union High School District, the Rio Linda Union School District, and the Natomas Unified School District. Mr. Scribner seconded. Motion carried unanimously.

V.B. Chairperson Cooley stated that the County Committee will now take action on the joint governing board petition to transfer territory between: (a) the Grant Joint Union High School District and the Rio Linda Union Elementary School District, and (b) the Natomas Unified School District. Prior to taking action, he asked Dr. Bob Carlson, Staff to the County Committee, to provide background information.

Dr. Carlson presented background information and reminded the County Committee that it has held two public hearings in July on the petition to transfer territory. The Education Code requires that, within 120 days of the first public hearing, the County Committee approve or disapprove the petition. The Education Code allows the County Committee to approve the petition and order that it be granted, without an election, if: (a) the County Committee finds that nine specified conditions have been met, and (b) the petition is to transfer inhabited territory of less than 10 percent of the assessed valuation of the district from which the territory is being transferred, and all of the governing boards approve.

Because (b) is true, if the County Committee finds that the nine conditions are substantially met, it may approve the petition and order that it be granted, without an election. If the County Committee does so the effective date of the transfer would be July 1, 2007.

The nine specified conditions are listed in the agenda and an attached report provides information about each. Staff believes that all nine required conditions would be substantially met by the proposed territory transfer. The Committee can vote on all nine conditions at one time, or it can vote on each separately.

If the Committee finds that all would be substantially met, then the Committee should vote to approve or disapprove the territory transfer.

Mr. Cooley thanked Dr. Carlson and stated although this is not a public hearing on the proposed territory transfer (we already held two hearings in July), he would like to move to any public comment on the petition. If you would like to speak, please submit a Pink Speaker Card located in the back to the Recording Secretary, Carla Miller. Each speaker will be given two minutes to address the Committee. After public comments, the Committee will begin the discussion of the petition.

There were no public comments.

Mr. Cooley would like to propose to the Committee that, following any discussion about the conditions, the Board can take a single vote on all nine conditions or take one by one. After this, they will need to discuss and decide whether to approve or disapprove the territory transfer.

Mr. Fong stated he would like some discussion on condition 4 – whether this proposal promotes racial or ethnic segregation. He would like more information on the racial composition of each district and school that would be affected by the

boundary changes. California Department of Education has a checklist. He would like more data.

Ms. Bender stated that she read the report and on page 42, exhibit B, no. 4; it states that 10 homes are affected, 6 students will go to Natomas Unified School District, 4 to Rio Linda Union Elementary School District and 2 to Grant Joint Union High School District and that this change is insignificant.

Karen Steentofte, Associate General Counsel answered that is true. Rio Linda Union Elementary School District has 10,586 students currently enrolled and would have only four students less because of this transfer. Grant Joint Union High School District has 13,965 students currently enrolled and would have only two students less because of this transfer. Natomas Unified School District has 10,398 students currently enrolled and would have 6 additional students.

Mr. Woods stated that it's impossible for it to affect any racial makeup.

Mrs. Hickey moved that all nine required conditions would be substantially met by the proposed territory transfer. Ms. Bender seconded the motion. Motion carried unanimously.

Mr. Scribner moved to adjourn the meeting, seconded by Ms. Bender. Motion to adjourn carried.

Mr. Scribner and Ms. Bender withdrew their motion to adjourn the meeting.

Mrs. Hickey moved to approve the petition, Ms. Bender seconded. Motion to approve the petition carried unanimously.

VI. Mr. Scribner moved to adjourn the meeting, seconded by Mrs. Hickey. Motion to adjourn carried. Meeting adjourned at 7:07 p.m.

Respectfully submitted,

David W. Gordon  
Secretary to the County Committee

Date approved:

**SACRAMENTO COUNTY COMMITTEE  
ON SCHOOL DISTRICT ORGANIZATION  
10474 Mather Boulevard, P.O. Box 269003  
Sacramento, CA 95826-9003**

<b>Subject:</b> Petition for the Unification of the Del Paso Heights Elementary School District, the Grant Joint Union High School District, the North Sacramento Elementary School District, and the Rio Linda Elementary School District	<b>Agenda Item No.:</b> V.A.  <b>Enclosures:</b> 10 Separate Enclosures
<b>Reason:</b> Take Action on the Unification Petition	<b>From:</b> David W. Gordon  <b>Prepared by:</b> Bob Carlson  <b>Board Meeting Date:</b> 12/06/06

**BACKGROUND:**

On June 19, 2006, SCOE received the last of a series of four joint board resolutions (hereafter referred to as “the petition”) for the creation of a new K-12 school district through the unification of Grant with three of its five feeder elementary districts: Del Paso Heights, North Sacramento, and Rio Linda. The four board resolutions are included as Appendix A in the attached report. Grant’s two other feeder districts, Elverta and Robla, have each adopted resolutions indicating their desire to be excluded from the unification pursuant to California *Education Code* §35542(b). These resolutions are included as Appendix B in the attached report. If their exclusion is approved by the State Board of Education (SBE) and the unification is approved, Elverta and Robla would continue to operate as independent feeder districts to the new unified district.

The petition specified that it was to be submitted to the SBE only if the SBE did not approve the petition to create two unified K-12 districts that was submitted on January 20, 2004, by the County Committee. On November 8, 2006, the SBE disapproved the two-district proposal.

As required by *Education Code* §35704, David W. Gordon, Sacramento County Superintendent of Schools, reviewed the petition and found it to be sufficient and signed as required by law. On July 17, 2006, Superintendent Gordon sent the petition to the SBE and to the members of the County Committee. On August 9, 16, and 30, public hearings, as required by *Education Code* §35705, were held in Del Paso Heights, North Sacramento, and Rio Linda, respectively. For the public hearings, staff prepared a description of the petition that addresses nine topics specified in *Education Code* §35705.5. The minutes of the public hearings and the petition description are provided as Appendices C and D, respectively, in the attached report.

*Education Code* §35706 requires that, within 120 days of the first public hearing on the petition (by December 7 in this case), the County Committee act on the petition. The following are the Committee's required and discretionary responsibilities:

1. Required: Determine whether or not each of nine conditions specified in *Education Code* §35753(a) would be substantially met by the unification (*Education Code* §35707(a)(2)). The specified conditions are listed in Figure 1 on the next page.
2. Required: Determine whether or not the proposed unification would adversely affect the school district organization of the county (*Education Code* §35707(a)(1)).
3. Discretionary: Add to the petition any of the appropriate provisions specified in *Education Code* §35730 through §35734, and §35736 through §35738, that were not included in the petition as filed, and amend any of those provisions that were included (*Education Code* §35705.5(a)). The specified provisions are summarized in Figure 2. Provisions 1, 5, 6, 8, and 9 are not applicable to the current petition. (Although *Education Code* §35735 through §35735.4 are in the same section of the code, they are not discretionary. They require the county superintendent to compute the base revenue limit per unit of average daily attendance. A revenue limit computation is provided in this report.)
4. Required: Recommend approval or disapproval of the petition (*Education Code* §35706).

To assist the County Committee in fulfilling its responsibilities, staff has prepared a report that addresses each of the responsibilities above. This report is enclosed. In addition, pages 5 and 6 of this document can be used by the Committee to keep track of its decisions.

Following the County Committee's action, (a) the petition, (b) the Committee's approval/disapproval recommendation, (c) the Committee's determinations about the nine conditions and the impact on countywide school district organization, and (d) any additions and amendments made by the Committee will be forwarded to the SBE for its review and action.

**Figure 1**  
**Conditions About Which the County Committee Must Make Determinations  
with Respect to a Unification Proposal**  
(*Education Code §35753(a)*)

1. The reorganized districts will be adequate in terms of number of pupils enrolled.
2. The districts are each organized on the basis of a substantial community identity.
3. The proposal will result in an equitable division of property and facilities of the original district or districts.
4. The reorganization of the districts will preserve each affected district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation.
5. Any increase in the costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.
6. The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the districts affected by the proposed reorganization.
7. Any increase in school facilities costs as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.
8. The proposed reorganization is primarily designed for purposes other than to significantly increase property values.
9. The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the proposed district or any existing district affected by the proposed reorganization.

NOTE: There is a tenth item included in *Education Code §35753(a)* that refers to any other criteria that the SBE may, by regulation, prescribe. No other criteria have been prescribed.

**Figure 2**  
**Provisions of a Unification Proposal that the**  
**County Committee May Add or Amend**

*(Education Code §35730 through §35734, and §35736 through §35738)*

1. Whether the district's governing board will be a city board of education controlled by a city charter or a separate board governed by general laws. (If not stated, it will be a general law district.) *(Education Code §35730)*
2. Whether there shall be a seven-member board. (If not stated, there will be five members.) *(Education Code §35731)*
3. Whether the trustee areas are to be designed according to general or specific population and geographic factors. Any such provision must also specify the trustee area boundaries and whether board members will be elected at large or only by voters from that respective trustee area. In the absence of any provisions, the proposed district must have members elected at large. *(Education Code §35734)*
4. When a new school district is being formed, whether the first governing board will be elected at the same election as the reorganization proposal and, if so, a method for determining the length of the terms of the initial members. (If not specified, the first governing board will be elected at the first regular election after the passage of the reorganization proposal.) *(Education Code §35737)*
5. A proposal for dividing the property (other than real property) and obligations. *(Education Code §35736)*
6. A method of dividing the bonded indebtedness other than the method specified in the *Education Code*. *(Education Code §35738)*
7. The territory in which the election to reorganize the school districts will be held. *(Education Code §35732)*
8. If the recommendation involves splitting an existing district into two or more districts, whether they will be voted on as a single issue. *(Education Code §35733)*
9. Whether each new district created in the reorganization of a school district with more than 500,000 students meets specified conditions. *(Education Code §35730.1)*

NOTES: (a) Provisions 1, 5, 6, 8, and 9 are not applicable to the current petition. (b) Although *Education Code* §35735 through §35735.4 are in the same section of the code as those listed here, they are not discretionary. They require the county superintendent to compute the base revenue limit per unit of average daily attendance. (c) If, after receiving it from the County Committee, the SBE approves a proposal that includes the formation of a new district, the SBE may amend or include in the proposal any of the appropriate provisions specified in *Education Code* §35730 through §35738 (*Education Code* §35754), and must specify the territory in which the election will be held (*Education Code* §35756).

**Conditions About Which the County Committee Must Make Judgments  
with Respect to a Unification Proposal**  
(Education Code §35753(a))

<b>Condition</b>	<b>Number of <u>Yes</u> Votes</b>	<b>Number of <u>No</u> Votes</b>	<b>Met?</b>
1. The new districts will be adequate in terms of number of pupils enrolled.			Y N
2. The districts are each organized on the basis of a substantial community identity.			Y N
3. The proposal will result in an equitable division of property and facilities of the original district or districts.			Y N
4. The reorganization of the districts will preserve each affected district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation.			Y N
5. Any increase in the costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.			Y N
6. The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the districts affected by the proposed reorganization.			Y N
7. Any increase in school facilities costs as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.			Y N
8. The proposed reorganization is primarily designed for purposes other than to significantly increase property values.			Y N
9. The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the proposed district or any existing district affected by the proposed reorganization.			Y N

**Impact of Proposed Unification  
on Countywide School District Organization**

	<b>Number of <u>Yes</u> Votes</b>	<b>Number of <u>No</u> Votes</b>	<b>Result</b>
Would the proposed unification adversely affect the school district organization of the county?			Y N

**Provisions of a Unification Proposal that the  
County Committee May Add or Amend**  
(*Education Code §35730 through §35734, and §35736 through §35738*)

<b>Provision</b> (Refer to Figure 2 for full text of each provision.)	<b>Status</b>
1. Governing Law	Not Applicable
2. Membership of Governing Board	Not Addressed in Petition
3. Trustee Areas	Not Specified in Petition
4. Election of Governing Board	Not Addressed in Petition
5. Division of Property and Obligations	Not Applicable
6. Method of Dividing the Bonded Indebtedness	Not Applicable
7. Territory in Which the Election to Reorganize Will be Held	Addressed in Petition; SBE will Determine
8. Division of Territory Into Two or More Separate School Districts	Not Applicable
9. Districts With More Than 500,000 Students	Not Applicable

**Recommended Approval or Disapproval of the Petition**

	<b>Approval</b>		<b>Disapproval</b>	
	<b>Number of <u>Yes</u> Votes</b>	<b>Number of <u>No</u> Votes</b>	<b>Number of <u>Yes</u> Votes</b>	<b>Number of <u>No</u> Votes</b>
Does the County Committee recommend approval or disapproval of the petition?				

**Proposed Unification of the Del Paso Heights  
Elementary School District, the Grant Joint Union  
High School District, the North Sacramento  
Elementary School District, and the Rio Linda  
Elementary School District**

**A Report to the  
Sacramento County Committee on School District Organization**

**Prepared by**

**Bob Carlson, Ph.D.**

**Director, Center for Student Assessment and Program Accountability  
Staff to the Sacramento County Committee on School District Organization  
Sacramento County Office of Education**

**November 14, 2006**

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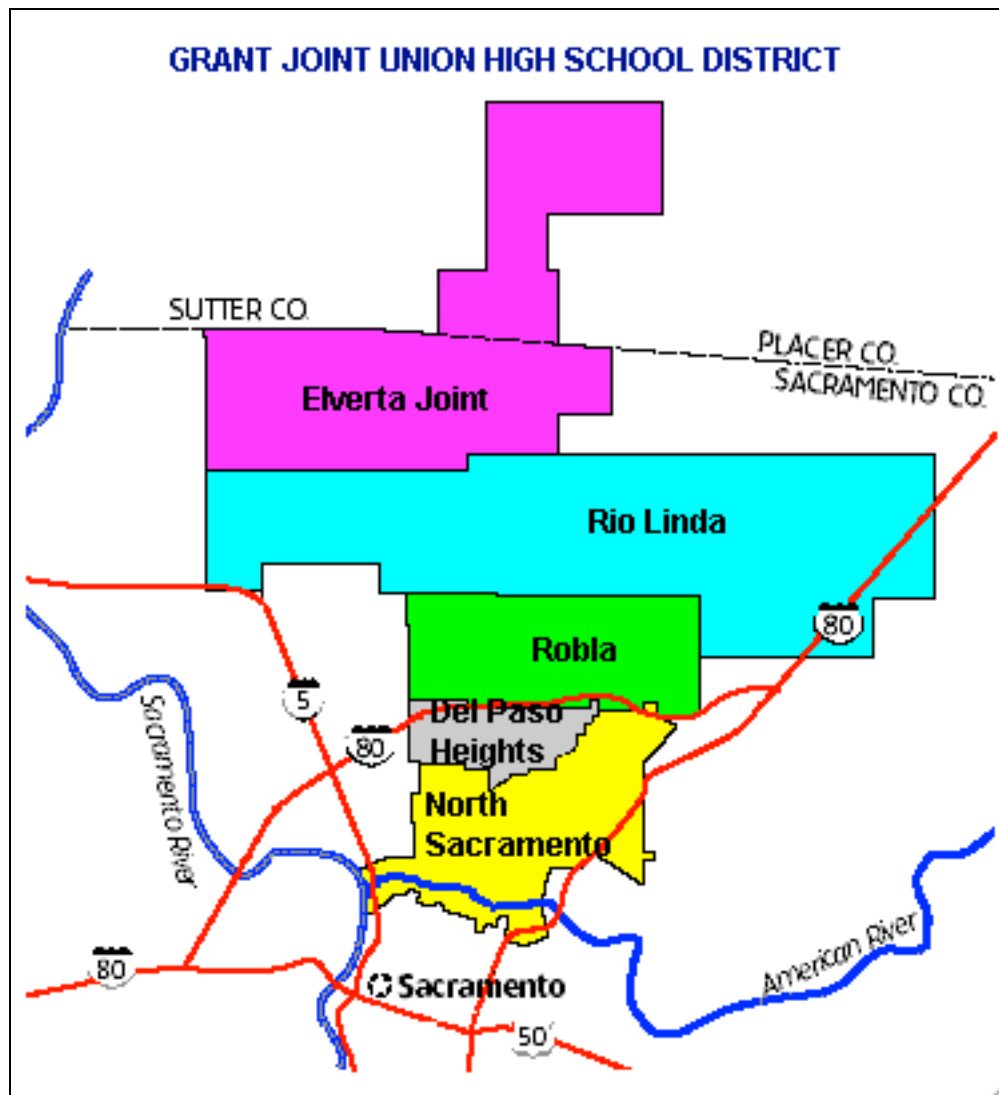
## Appendices

- A: Del Paso Heights, Grant, North Sacramento, and Rio Linda Governing Board Resolutions for Unification
- B: Elverta and Robla Governing Board Resolutions for Exclusion
- C: Minutes of the August 9, 16, and 30, 2006, Meetings of the Sacramento County Committee on School District Organization
- D: Description of a Joint Governing Board Petition for the Unification of the Del Paso Heights Elementary School District, the Grant Joint Union High School District, the North Sacramento Elementary School District, and the Rio Linda Elementary School District
- E: Demographic Analysis of the 2006 Proposed Reorganization of Grant Joint Union High School District and its Elementary Feeders by Lapkoff & Gobalet Demographic Research, Inc.
- F: Sacramento County Superintendent's Letters to the Del Paso Heights, Grant, North Sacramento, and Rio Linda School Districts Regarding their Adopted Budgets and Interim Reports, 2003-04 through 2005-06
- G: Revenue Limit Worksheet for Reorganized School Districts
- H: North Sacramento and Rio Linda Governing Board Resolutions Requesting the Sacramento County Committee on School District Organization to Add Provisions to the Joint Petition for the Reorganization of Grant Joint Union High School District and Feeder Elementary School Districts into One Unified District and Letter from Grant Joint Union High School District and Del Paso School District in the Matter of the Grant School District Reorganization – Discussion and Analysis of Establishment of Trustee Areas
- I: Letter of Support from Families for Better Education for the North Sacramento and Rio Linda Governing Board Resolutions Regarding Trustee Areas

## Background

Over the last few years, there have been three proposals to reorganize the Grant Joint Union High School District (grades 7-12) and its five feeder elementary districts: the Del Paso Heights Elementary School District (K-6), the Elverta Joint Elementary School District (K-8), the North Sacramento Elementary School District (K-6), the Rio Linda Union Elementary School District (K-6), and the Robla Elementary School District (K-6). These districts are shown below in Figure 1.

**Figure 1**  
**Grant Joint Union High School District and its Feeder Elementary Districts**



In January 2004, the Sacramento County Committee on School District Organization submitted to the State Board of Education (SBE) its recommendation for the reorganization of the Grant Joint Union High School District and its feeder districts. The reorganization would have resulted in two unified school districts. A proposed North

Unified School District would have encompassed the current Elverta, Rio Linda, and Robla school districts; a proposed South Unified School District would have encompassed the current North Sacramento and Del Paso Heights school districts. The County Committee's proposal recommended that the Del Paso Heights, Elverta, and Robla school districts be excluded from the unification (if requested by those districts), remaining independent feeder districts to the new unified districts. On November 8, 2006, the SBE disapproved this proposal.

On February 23, 2005, the Sacramento County Office of Education (SCOE) received a joint governing board petition for the unification of Grant and Del Paso Heights to create the Grant Joint Unified School District. The petition expressly excluded from the unification the four other feeder districts. On June 8, 2005, the County Committee recommended disapproval of the petition and forwarded it to the SBE. The California Department of Education (CDE) has not completed its analysis of this petition, and it is not known when the SBE will review and act on it.

The focus of this report is on the third reorganization proposal. On June 19, 2006, SCOE received the last of a series of four joint board resolutions (hereafter referred to as "the petition") for the creation of a new K-12 school district through the unification of Grant with three of its five feeder elementary districts: Del Paso Heights, North Sacramento, and Rio Linda.<sup>1</sup> This petition is the focus of this report. The four board resolutions are attached as Appendix A. Grant's two other feeder districts, Elverta and Robla, have each adopted resolutions indicating their desire to be excluded from the unification pursuant to California *Education Code* §35542(b).<sup>2</sup> These resolutions are included as Appendix B. If their exclusion is approved by the State Board of Education (SBE) and the unification is approved, Elverta and Robla would continue to operate as independent feeder districts to the new unified district. Figure 2 on the next page shows the proposed new unified district, assuming that Elverta and Robla are excluded, as they desire.

The petition specified that it was to be submitted to the SBE only if the SBE did not approve the petition to create two unified K-12 districts that was submitted on January 20, 2004, by the County Committee. As indicated above, the SBE disapproved the 2004 petition.

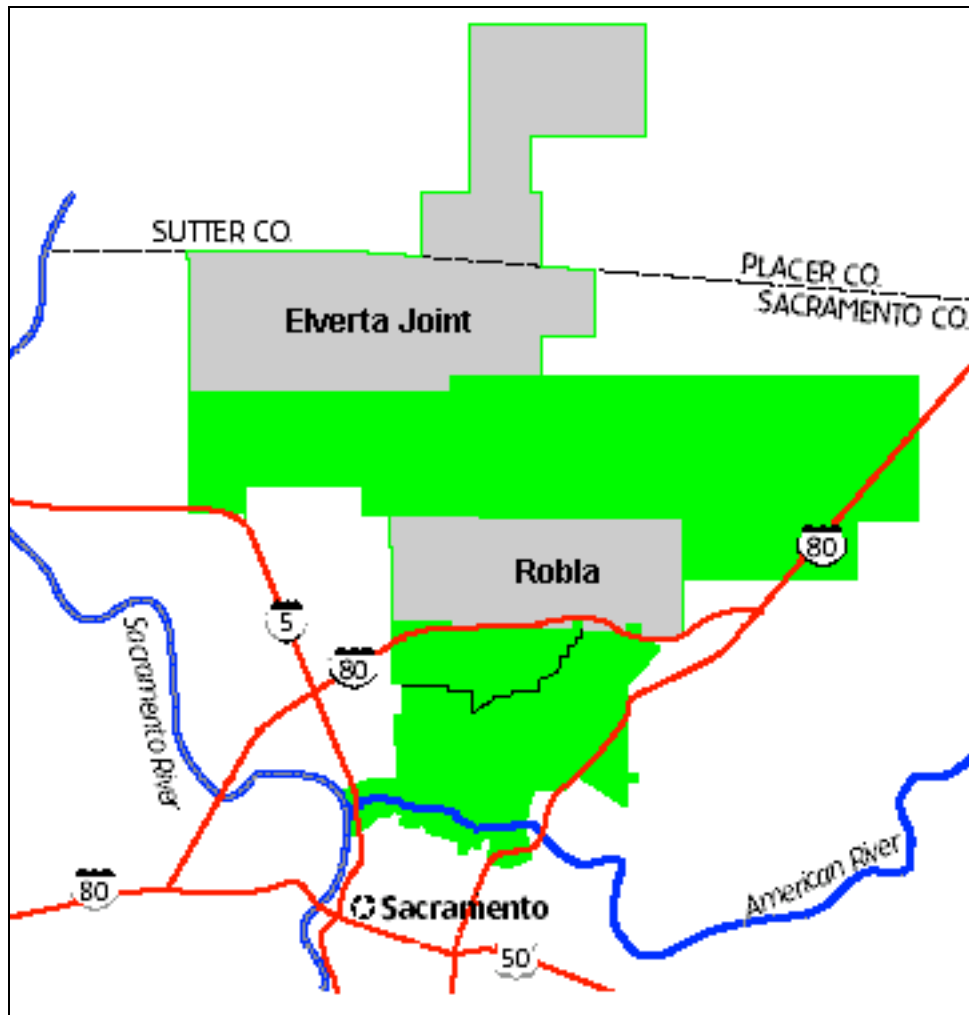
As required by *Education Code* §35704, David W. Gordon, Sacramento County Superintendent of Schools, reviewed the petition and found it to be sufficient and signed as required by law. On July 17, 2006, Superintendent Gordon sent the petition to the SBE and to the members of the County Committee. On August 9, 16, and 30, public hearings, as required by *Education Code* §35705, were held in Del Paso Heights, North Sacramento, and Rio Linda, respectively. For the public hearings, staff prepared a description of the petition that addresses nine topics specified in *Education Code* §35705.5. The minutes of the public hearings and the petition description are provided as Appendices C and D, respectively.

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<sup>1</sup> Del Paso Heights Board Resolution No. 2005-2006-23; Grant Board Resolution No. 19-06; North Sacramento Board Resolution No. 2962; Rio Linda Board Resolution No. 1060.

<sup>2</sup> Elverta Board Resolution #06-380; Robla Board Resolution No. 625.

**Figure 2**  
**Proposed New Unified School District**



*Education Code* §35706 requires that, within 120 days of the first public hearing on the petition (by December 7 in this case), the County Committee act on the petition. The following are the Committee's required and discretionary responsibilities:

1. **Required:** Determine whether or not each of nine conditions specified in *Education Code* §35753(a) would be substantially met by the unification (*Education Code* §35707(a)(2)). The specified conditions are listed in Figure 3 on the next page.
2. **Required:** Determine whether or not the proposed unification would adversely affect the school district organization of the county (*Education Code* §35707(a)(1)).
3. **Discretionary:** Add to the petition any of the appropriate provisions specified in *Education Code* §35730 through §35734, and §35736 through §35738, that were not included in the petition as filed, and amend any of those provisions that were

included (*Education Code* §35705.5(a)). The specified provisions are summarized in Figure 4 on the next page. (Although *Education Code* §35735 through §35735.4 are in the same section of the code, they are not discretionary. They require the county superintendent to compute the base revenue limit per unit of average daily attendance. A revenue limit computation is provided in this report.)

4. Required: Recommend approval or disapproval of the petition (*Education Code* §35706).

**Figure 3**  
**Conditions About Which the County Committee Must Make Determinations**  
**with Respect to a Unification Proposal**  
(*Education Code* §35753(a))

1. The reorganized districts will be adequate in terms of number of pupils enrolled.
2. The districts are each organized on the basis of a substantial community identity.
3. The proposal will result in an equitable division of property and facilities of the original district or districts.
4. The reorganization of the districts will preserve each affected district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation.
5. Any increase in the costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.
6. The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the districts affected by the proposed reorganization.
7. Any increase in school facilities costs as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization.
8. The proposed reorganization is primarily designed for purposes other than to significantly increase property values.
9. The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the proposed district or any existing district affected by the proposed reorganization.

NOTE: There is a tenth item included in *Education Code* §35753(a) that refers to any other criteria that the SBE may, by regulation, prescribe. No other criteria have been prescribed.

**Figure 4**  
**Provisions of a Unification Proposal that the  
County Committee May Add or Amend**

(*Education Code* §35730 through §35734, and §35736 through §35738)

1. Whether the district's governing board will be a city board of education controlled by a city charter or a separate board governed by general laws. (If not stated, it will be a general law district.) (*Education Code* §35730)
2. Whether there shall be a seven-member board. (If not stated, there will be five members.) (*Education Code* §35731)
3. Whether the trustee areas are to be designed according to general or specific population and geographic factors. Any such provision must also specify the trustee area boundaries and whether board members will be elected at large or only by voters from that respective trustee area. In the absence of any provisions, the proposed district must have members elected at large. (*Education Code* §35734)
4. When a new school district is being formed, whether the first governing board will be elected at the same election as the reorganization proposal and, if so, a method for determining the length of the terms of the initial members. (If not specified, the first governing board will be elected at the first regular election after the passage of the reorganization proposal.) (*Education Code* §35737)
5. A proposal for dividing the property (other than real property) and obligations. (*Education Code* §35736)
6. A method of dividing the bonded indebtedness other than the method specified in the *Education Code*. (*Education Code* §35738)
7. The territory in which the election to reorganize the school districts will be held. (*Education Code* §35732)
8. If the recommendation involves splitting an existing district into two or more districts, whether they will be voted on as a single issue. (*Education Code* §35733)
9. Whether each new district created in the reorganization of a school district with more than 500,000 students meets specified conditions. (*Education Code* §35730.1)

NOTES: (a) Provisions 1, 5, 6, 8, and 9 are not applicable to the current petition. (b) Although *Education Code* §35735 through §35735.4 are in the same section of the code as those listed here, they are not discretionary. They require the county superintendent to compute the base revenue limit per unit of average daily attendance. (c) If, after receiving it from the County Committee, the SBE approves a proposal that includes the formation of a new district, the SBE may amend or include in the proposal any of the appropriate provisions specified in *Education Code* §35730 through §35738 (*Education Code* §35754), and must specify the territory in which the election will be held (*Education Code* §35756).

To assist the County Committee in fulfilling its responsibilities, staff has prepared this report that addresses each of the responsibilities above.

Following the County Committee's action, (a) the petition, (b) the Committee's approval/disapproval recommendation, (c) the Committee's determinations about the nine conditions and the impact on countywide school district organization, and (d) any additions and amendments made by the Committee will be forwarded to the SBE for its review and action.

### **Petitioner Rationale**

The governing boards of Del Paso Heights, Grant, North Sacramento, and Rio Linda cite the following reasons for the proposed unification in their petition (Appendix A):

"Whereas, the Governing Board of Trustees of the Rio Linda Union School District, North Sacramento School District, Del Paso Heights School District and the Grant Joint Union High School District (collectively, 'the Boards') are united in their continued commitment to improving the quality of education for all the students within their respective Districts; and

Whereas, the aforementioned four Boards believe that unified school districts provide for greater educational opportunities for all of its students through seamless articulation and consolidation of programs and resources; and

Whereas, the aforementioned four Boards and their respective Districts support the concept of K-12 unification and the establishment of trustee areas; and

Whereas, the aforementioned four Boards believe that it's in the best interest of the communities of the North Area districts to have the issue of school district reorganization resolved and for the local voters to have the opportunity to vote on this issue; and

Whereas, reorganization and creating a unified district is sound fiscal and educational policy and specifically addresses conditions set forth in the California Education Code and addresses changing local demographics; and

Whereas these four Boards and their respective Districts support a reorganization to address the community and academic needs of all the students and residents in the North Area."

## **Description of the Territory Proposed for Reorganization**

The boundaries for the proposed new unified school district would be identical to the boundaries of the current Grant Joint Union High School District. If approved by the SBE, Elverta and Robla would be excluded from the unification, but would lie within the boundaries of, and would send their secondary students to, the new unified district. (See Figure 2 above.)

## **Description of the School Districts**

Below are brief descriptions of the Grant Joint Union High School District and its feeder districts. This information was collected from the districts' Web sites and from the Educational Data Partnership<sup>3</sup> (Ed-Data) Web site. A comparison of the six districts on selected variables is provided in Table 1 on the next page.

### **Grant Joint Union High School District**

The Grant Joint Union High School District is considered an urban-suburban school district located in the north area of Sacramento County. The district operates five comprehensive high schools, six comprehensive junior high schools, five alternative programs, one special education school, three charter schools (one with grades 7-12, one with grades K-10, and one with grades 7-9), and an adult education school. According to Ed-Data, total enrollment in 2005-06 was 13,965, and total General Fund expenditures in 2004-05 (the latest year for which data are provided) were approximately \$103.3 million.

The Grant and Del Paso Heights school districts have separate governing boards. Since September 2003, they have shared the same superintendent and central administration.

### **Del Paso Heights Elementary School District**

The Del Paso Heights Elementary School District is part of the north area of the City of Sacramento. The district runs four K-6 elementary schools and an Early Childhood Development Center for preschool through kindergarten. Ed-Data reports that total K-6 enrollment in 2005-06 was 1,865, and total General Fund expenditures in 2004-05 were approximately \$15.7 million.

The Grant and Del Paso Heights school districts have separate governing boards. Since September 2003, they have shared the same superintendent and central administration.

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<sup>3</sup> Education Data Partnership, <http://www.ed-data.k12.ca.us>, is a collaboration among four agencies: Alameda County Office of Education ([www.acoe.k12.ca.us](http://www.acoe.k12.ca.us)), California Department of Education ([www.cde.ca.gov](http://www.cde.ca.gov)), EdSource ([www.edsource.org](http://www.edsource.org)), and Fiscal Crisis & Management Assistance Team ([www.fcmat.org](http://www.fcmat.org)).

**Table 1**  
**Comparison of Grant Joint Union High School District and its**  
**Feeder Districts on Selected Variables**

	<b>Del Paso Heights</b>	<b>Elverta</b>	<b>Grant</b>	<b>North Sacramento</b>	<b>Rio Linda</b>	<b>Robla</b>
Enrollment <sup>a</sup>	1,865	315	13,965	4,862	10,586	2,074
% Compensatory Education <sup>b</sup>	99.9	38.7	92.4	99.9	91.8	100
% Free/Reduced Price Meals <sup>b</sup>	94.6	59.7	62.6	85.8	66.0	75.4
% English Learners <sup>a</sup>	59.3	7.9	28.2	38.7	23.1	45.2
% Non-White <sup>a</sup>	87.4	22.9	56.1	81.7	51.2	74.4
Largest Ethnic Group (%) <sup>a</sup>	Hispanic (28.5)	White (71.7)	White (36.5)	Hispanic (49.5)	White (47.9)	Hispanic (35.1)
2005 API Base	616	744	620	688	727	703
% Schools with Statewide Rank 1-3 (2005 Base API)	100	0	76.9	50.0	22.7	20.0
% Schools with Statewide Rank 7-10 (2005 Base API)	0	0	0	0	4.5	0
% Schools Met 2006 Growth Target	75.0	100	28.6	10.0	40.9	40.0
ADA <sup>b</sup>	1,882	300	11,902	5,022	9,664	2,146
Cost per ADA <sup>b</sup>	\$8,128	\$7,254	\$8,360	\$7,740	\$7,108	\$7,726

<sup>a</sup> Data are for 2005-06. <sup>b</sup> Data are for 2004-05 (most recent available).

Source: Ed-Data (<http://www.ed-data.k12.ca.us>)

### **North Sacramento Elementary School District**

The North Sacramento Elementary School District is located within the City of Sacramento, north of the central city. The district operates one P-6 children's center, ten K-6 elementary schools, and one Academy of Arts and Sciences for grade 7. SCOE's Web site indicates that the district also has a community school for grades 1-6. Ed-Data reports that total enrollment in 2005-06 was 4,862, and total General Fund expenditures in 2004-05 were approximately \$39.6 million.

### **Rio Linda Union Elementary School District**

The Rio Linda Union Elementary School District serves the communities of Rio Linda, Foothill Farms, North Highlands, and North Natomas. The district operates 21 K-6

schools and one community day school for grades 5 and 6. There are also two charter schools in the district, one for grades 7 and 8, and one for grades K-8. According to Ed-Data, total enrollment in 2005-06 was 10,586, and total General Fund expenditures in 2004-05 were approximately \$69.9 million.

### **Elverta Joint Elementary School District**

The Elverta Joint Elementary School District, which wishes to remain independent and be excluded from the proposed unification, serves K-8 students in Elverta. The district has one preschool, one K-5 school, and one 6-8 middle school. Ed-Data reports that enrollment in 2005-06 was 315, and total General Fund expenditures in 2004-05 were approximately \$2.2 million.

### **Robla Elementary School District**

The Robla Elementary School District, which wishes to remain independent and be excluded from the proposed unification, serves elementary students in the area south of Rio Linda and north of Del Paso Heights. The district operates five K-6 elementary schools and a preschool. According to Ed-Data, enrollment in 2005-06 was 2,074, and total General Fund expenditures in 2004-05 were approximately \$16.7 million.

## **Analysis of the Nine Conditions About Which the County Committee Must Make Determinations**

*Education Code* §35707(a)(2) requires that the County Committee determine whether or not each of nine conditions specified in *Education Code* §35753(a) would be substantially met by the unification.<sup>4</sup> Each of the nine conditions is discussed below.

### **Condition 1. The reorganized districts will be adequate in terms of number of pupils enrolled. (*Education Code* §35753(a)(1))**

This proposal would result in a single new K-12 unified district. The *California Code of Regulations*, Title 5, §18573 specifies that, to avoid the creation of districts that will become more dependent upon county offices of education and state support, a new unified school district should have a projected enrollment of at least 1,501 on the date that the new district becomes effective. Table 2 on the next page shows the student enrollment for all four districts separately and combined for the five years through 2005-06.

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<sup>4</sup> There is a tenth item included in *Education Code* §35753(a) that refers to any other criteria that the SBE may, by regulation, prescribe. No other criteria have been prescribed.

**Table 2  
Student Enrollment**

District	Enrollment				
	2001-02	2002-03	2003-04	2004-05	2005-06
Del Paso Heights	2,186	2,155	2,041	1,949	1,865
Grant	12,320	12,682	13,015	13,558	13,965
North Sacramento	5,568	5,552	5,320	5,108	4,862
Rio Linda	10,479	10,134	9,970	9,968	10,586
<b>TOTAL</b>	<b>30,553</b>	<b>30,523</b>	<b>30,346</b>	<b>30,583</b>	<b>31,278</b>
% Change from Prior Year	+0.09	-0.10	-0.58	+0.78	+2.27

Source: <http://data1.cde.ca.gov/dataquest> (California Department of Education, Educational Demographics Unit)

Although Del Paso Heights and North Sacramento have had declining enrollment, Grant's enrollment has been increasing. As seen in the bottom row of Table 2, the total enrollment has been pretty consistent, with a small increase in 2004-05 and a small but larger increase in 2005-06. Given the data in Table 2, it appears that the proposed unified district would easily exceed the minimum enrollment of 1,501 specified in the regulations.

**Condition 2. The districts are each organized on the basis of a substantial community identity.** (*Education Code §35753(a)(2)*)

The proposed unified school district would have the same boundaries as the existing high school district. Therefore, a distinct educational community already exists with the boundaries of the proposed unified school district. The new district would not be formed by splitting one or more existing districts or by combining parts of districts. No communities would be changed, and no new communities would be forced into existence by this unification. The community served by these districts would not change, and no students would be required to change schools as a result of this proposed unification.

**Condition 3. The proposal will result in an equitable division of property and facilities of the original district or districts.** (*Education Code §35753(a)(3)*)

The petition states that the “this unification shall include all of the property, obligations, and bonded indebtedness of these four districts, and form a new Unified School District, pursuant to the California Education Code.”

The unification of these four districts would not result in a district being divided between two or more districts, nor would a district be partially included in one or more school districts. The petition calls for four districts to be combined. Therefore, there would be no need to divide property, facilities, funds, or obligations of the unifying districts. All of the property, facilities, funds, or obligations of the current districts would become the property, facilities, funds, or obligations of the new unified district.

**Condition 4. The reorganization of the districts will preserve each affected district's ability to educate students in an integrated environment and will not promote racial or ethnic discrimination or segregation.**  
(*Education Code §35753(a)(4)*)

This petition calls for the unification of a (mostly) secondary district (Grant) with three (mostly) elementary feeder districts (Del Paso Heights, North Sacramento, and Rio Linda), which lie completely within the boundaries of the secondary district. Given that the racial/ethnic compositions of the four districts differ, the racial/ethnic composition of the new unified district would be different than the composition of any current district. A demographic analysis of the proposed unification prepared by Lapkoff & Gobalet Demographic Research, Inc., is attached as Appendix E.

Tables 3-7 provide enrollment data by ethnic group for each of the districts separately and for all four districts combined, which represents the enrollment had these districts been unified over the period covered by these tables (2001-02 through 2005-06).

Table 3 shows that from 2001-02 through 2005-06, Del Paso Height's enrollment has steadily declined. The percentage of the district's enrollment represented by non-White students has decreased slightly from 89.5% in 2001-02 to 87.4% in 2004-05. This has occurred while the Hispanic/Latino students have become a greater percentage of the district's total enrollment, increasing from 19.0% to 28.5%, and African American students have become a smaller percentage, decreasing from 32.3% to 26.5%. The percentage of Asian students has also declined, from 31.7% to 27.3%.

From 2001-02 through 2005-06, as shown in Table 4, Grant's enrollment steadily grew. The percentage of Grant's enrollment represented by non-White students has fluctuated slightly up and down over this period so that the percentage in 2005-06 (56.1%) is only slightly higher than it was in 2001-02 (55.6%). Over that time period, most ethnic groups declined a little in terms of their percentage of the total enrollment. The exceptions are the Hispanic/Latino group, which increased from 19.7% of the total enrollment to 23.3%, and the much smaller Filipino group, which grew from 1.1% of the total enrollment in 2001-02 to 1.7% in 2005-06. Most of the growth in the Filipino group occurred in 2005-06. Note, however, the relatively large percentage each year of students in the district whose ethnicity is not known (i.e., "multiple/no response").

Table 5 shows that, like Del Paso Heights, North Sacramento has had a steady decrease in enrollment from 2001-02 through 2005-06. The percentage of enrollment represented by non-White students, however, has steadily increased from 74.7% in 2001-02 to 81.7% in 2005-06. The percentage of Hispanic/Latinos has increased from 39.0% in 2001-02 to 49.5% in 2005-06. Over the same period, White (not Hispanic) students have declined from 25.3% of the total enrollment to 17.0%, and the proportion of African American students has decreased from 20.8% to 17.2%.

**Table 3**  
**Number (and Percentage) of Students by Ethnicity in the Del Paso Heights Elementary School District**

Year	American Indian/Alaska Native	Asian	Pacific Islander	Filipino	Hispanic/Latino	African American	White (not Hispanic)	Multiple/No Response	Total Enrollment	Total Non-White
2001-02	12 (0.5)	692 (31.7)	110 (5.0)	21 (1.0)	415 (19.0)	707 (32.3)	221 (10.1)	8 (0.4)	2,186	1,957 (89.5)
2002-03	9 (0.4)	654 (30.3)	85 (3.9)	13 (0.6)	422 (19.6)	695 (32.3)	239 (11.1)	38 (1.8)	2,155	1,878 (87.1)
2003-04	8 (0.4)	606 (29.7)	95 (4.7)	6 (0.3)	418 (20.5)	609 (29.8)	225 (11.0)	74 (3.6)	2,041	1,742 (85.4)
2004-05	12 (0.6)	594 (30.5)	68 (3.5)	8 (0.4)	476 (24.4)	506 (26.0)	213 (10.9)	72 (3.7)	1,949	1,664 (85.4)
2005-06	7 (0.4)	510 (27.3)	76 (4.1)	11 (0.6)	532 (28.5)	494 (26.5)	178 (9.5)	57 (3.1)	1,865	1,630 (87.4)

Source: <http://data1.cde.ca.gov/dataquest> (California Department of Education, Educational Demographics Unit)

**Table 4**  
**Number (and Percentage) of Students by Ethnicity in the Grant Joint Union High School District**

Year	American Indian/Alaska Native	Asian	Pacific Islander	Filipino	Hispanic/Latino	African American	White (not Hispanic)	Multiple/No Response	Total Enrollment	Total Non-White
2001-02	179 (1.5)	1,559 (12.7)	310 (2.5)	134 (1.1)	2,431 (19.7)	2,234 (18.1)	4,809 (39.0)	664 (5.4)	12,320	6,847 (55.6)
2002-03	245 (1.9)	1,597 (12.6)	293 (2.3)	140 (1.1)	2,687 (21.2)	2,406 (19.0)	4,620 (36.4)	694 (5.5)	12,682	7,368 (58.1)
2003-04	184 (1.4)	1,598 (12.3)	255 (2.0)	136 (1.0)	2,845 (21.9)	2,264 (17.4)	4,652 (35.7)	1,081 (8.3)	13,015	7,282 (56.0)
2004-05	142 (1.0)	1,568 (11.6)	235 (1.7)	131 (1.0)	2,956 (21.8)	2,140 (15.8)	4,972 (36.7)	1,414 (10.4)	13,558	7,172 (52.9)
2005-06	155 (1.1)	1,682 (12.0)	235 (1.7)	236 (1.7)	3,248 (23.3)	2,283 (16.3)	5,091 (36.5)	1,035 (7.4)	13,965	7,839 (56.1)

Source: <http://data1.cde.ca.gov/dataquest> (California Department of Education, Educational Demographics Unit)

**Table 5**  
**Number (and Percentage) of Students by Ethnicity in the North Sacramento Elementary School District**

Year	American Indian/Alaska Native	Asian	Pacific Islander	Filipino	Hispanic/Latino	African American	White (not Hispanic)	Multiple/No Response	Total Enrollment	Total Non-White
2001-02	53 (1.0)	690 (12.4)	66 (1.2)	22 (0.4)	2,172 (39.0)	1,159 (20.8)	1,406 (25.3)	0 (0.0)	5,568	4,162 (74.4)
2002-03	66 (1.2)	676 (12.2)	70 (1.3)	33 (0.6)	2,341 (42.2)	1,091 (19.7)	1,197 (21.6)	78 (1.4)	5,552	4,277 (77.0)
2003-04	46 (0.9)	607 (11.4)	55 (1.0)	35 (0.7)	2,383 (44.8)	1,036 (19.5)	1,076 (20.2)	82 (1.5)	5,320	4,162 (78.2)
2004-05	38 (0.7)	569 (11.1)	69 (1.4)	35 (0.7)	2,390 (46.8)	991 (19.4)	950 (18.6)	66 (1.3)	5,108	4,092 (80.1)
2005-06	58 (1.2)	565 (11.6)	65 (1.3)	42 (0.9)	2,408 (49.5)	835 (17.2)	828 (17.0)	61 (1.3)	4,862	3,973 (81.7)

Source: <http://data1.cde.ca.gov/dataquest> (California Department of Education, Educational Demographics Unit)

**Table 6**  
**Number (and Percentage) of Students by Ethnicity in the Rio Linda Union Elementary School District**

Year	American Indian/Alaska Native	Asian	Pacific Islander	Filipino	Hispanic/Latino	African American	White (not Hispanic)	Multiple/No Response	Total Enrollment	Total Non-White
2001-02	104 (1.0)	411 (3.9)	86 (0.8)	116 (1.1)	1,899 (18.1)	1,663 (15.9)	6,200 (59.2)	0 (0.0)	10,479	4,279 (40.8)
2002-03	114 (1.1)	418 (4.1)	157 (1.5)	116 (1.1)	1,994 (19.7)	1,633 (16.1)	5,702 (56.3)	0 (0.0)	10,134	4,432 (43.7)
2003-04	103 (1.0)	414 (4.2)	107 (1.1)	128 (1.3)	2,189 (22.0)	1,586 (15.9)	5,443 (54.6)	0 (0.0)	9,970	4,527 (45.4)
2004-05	100 (1.0)	413 (4.1)	124 (1.2)	136 (1.4)	2,379 (23.9)	1,591 (16.0)	5,221 (52.4)	4 (0.0)	9,968	4,743 (47.6)
2005-06	110 (1.0)	488 (4.6)	121 (1.1)	184 (1.7)	2,734 (25.8)	1,777 (16.8)	5,075 (47.9)	97 (0.9)	10,586	5,414 (51.1)

Source: <http://data1.cde.ca.gov/dataquest> (California Department of Education, Educational Demographics Unit)

**Table 7**  
**Number (and Percentage) of Students by Ethnicity in the Del Paso Heights, Grant, North Sacramento, and Rio Linda School Districts Combined**

<b>Year</b>	<b>American Indian/Alaska Native</b>	<b>Asian</b>	<b>Pacific Islander</b>	<b>Filipino</b>	<b>Hispanic/Latino</b>	<b>African American</b>	<b>White (not Hispanic)</b>	<b>Multiple/No Response</b>	<b>Total Enrollment</b>	<b>Total Non-White</b>
2001-02	348 (1.1)	3,352 (11.0)	572 (1.9)	293 (1.0)	6,917 (22.6)	5,763 (18.9)	12,636 (41.4)	672 (2.2)	30,553	17,245 (56.4)
2002-03	434 (1.4)	3,345 (11.0)	605 (2.0)	302 (1.0)	7,444 (24.2)	5,825 (19.1)	11,758 (38.5)	810 (2.7)	30,523	17,955 (58.8)
2003-04	341 (1.1)	3,225 (10.6)	512 (1.7)	305 (1.0)	7,835 (25.8)	5,495 (18.1)	11,396 (37.6)	1,237 (4.1)	30,346	17,713 (58.4)
2004-05	292 (1.0)	3,144 (10.3)	496 (1.6)	310 (1.0)	8,201 (26.8)	5,228 (17.1)	11,356 (37.1)	1,556 (5.1)	30,583	17,671 (57.8)
2005-06	330 (1.1)	3,245 (10.4)	497 (1.6)	473 (1.5)	8,922 (28.5)	5,389 (17.2)	11,172 (35.7)	1,250 (4.0)	31,278	18,856 (60.3)

Source: <http://data1.cde.ca.gov/dataquest> (California Department of Education, Educational Demographics Unit)

As shown in Table 6, Rio Linda's enrollment declined from 2001-02 to 2004-05, then increased in 2005-06 to slightly more than it was in 2001-02. During this period, the percentage of enrollment represented by non-White students, has steadily increased from 40.8% in 2001-02 to 51.1% in 2005-06. The proportion of White students has declined from 59.2% to 47.9%, while the proportion of Hispanic/Latino students has increased from 18.1% to 25.8%.

Table 7 (on the previous page) combines the data from Tables 3-6 and, therefore, represents the enrollment of the proposed new unified school district if it had existed from 2001-02 through 2005-06. The percentage of non-White students has increased slightly over that period from 56.4% to 60.3%. Over the five-year period, the Hispanic/Latino group has increased from 22.6% of the total enrollment to 28.5%, and the White group has decreased from 41.4% to 35.7%.

As shown in Table 8, if the four districts were unified, Grant Joint Union High School District would contribute more students than any other district, approximately 42% of the enrollment of the new district.

**Table 8**  
**Enrollment Contribution of Each District to the New Unified District**

<b>District</b>	<b>2005-06 Enrollment</b>	<b>% of Non-White Students</b>	<b>% of New Unified District Enrollment</b>
Del Paso Heights	1,630	87.4	8.6
Grant	7,839	56.1	41.6
North Sacramento	3,973	81.7	21.1
Rio Linda	5,414	51.5	28.7
New Unified District	18,856	60.3	100.0

In terms of student ethnicity, the new district would look similar to Grant, but with a slightly larger proportion of Hispanic/Latino students. (See Tables 4 and 7.) The new district would have a larger proportion of non-White students than the current Grant and Rio Linda districts, and a smaller proportion of non-White students than the current Del Paso Heights and North Sacramento districts. As shown in Table 7, the new unified district would be ethnically mixed with approximately 36% White (not Hispanic) students, 29% Hispanic/Latino students, 17% African American students, and 10% Asian students. If current trends continue, the percentage of Hispanic/Latino students would increase over time, and the percentages of White and African American students would decrease.

The unification involves a secondary district with three of its feeder elementary districts. No students would be required to change schools as a result of this proposed unification, and, therefore, the unification is not expected to impact which schools students attend and with whom they attend them. It is expected that students residing in the former Del Paso Heights, North Sacramento, and Rio Linda school districts would

continue to attend the same elementary, junior high, and high schools as before the unification. Similarly, students residing in the former Grant Joint Union High School District are expected to attend the same schools they currently attend. Because of this, although the new district's racial/ethnic composition would differ slightly from that of the former districts as a result of the unification, the unification itself would have no impact on the racial/ethnic composition of any school.

**Condition 5. Any increase in costs to the state as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization. (Education Code §35753(a)(5))**

The CDE has determined that increased costs to the state resulting from the revenue limit calculations (provided below in Condition 9) are allowable (CDE Management Advisory 93-09). Therefore, this condition applies only to other increased costs to the state that might result.

The districts that will be unified currently receive state funding for gifted and talented pupils, home-to-school transportation, instructional materials, staff development, school improvement program, and other miscellaneous programs. The reorganization proposal would not impact continued eligibility for the current funding levels; the effect of reorganization on state categorical programs and entitlements is essentially revenue neutral because the funding follows the students.

**Condition 6. The proposed reorganization will continue to promote sound education performance and will not significantly disrupt the educational programs in the districts affected by the proposed reorganization. (Education Code §35753(a)(6))**

In their petition, the petitioners state that they believe “that unified school districts provide for greater educational opportunities for all of its [*sic*] students through seamless articulation and consolidation of programs and resources.” Establishing a unified school district with a single governing board has the potential to enhance the articulation of curriculum and the streamlining of operations, and will generate additional revenue (see Condition 9 below). Moreover, no students will be displaced or transferred to different schools as a result of the unification. The unification, therefore, has the potential to have a positive effect on the implementation of the educational program at the schools.

**Condition 7. Any increase in school facilities costs as a result of the proposed reorganization will be insignificant and otherwise incidental to the reorganization. (Education Code §35753(a)(7))**

Because no students will be displaced or transferred to different schools as a result of the proposed unification, no additional facilities should be required as a consequence of the unification and, therefore, there should be no change in school housing costs.

**Condition 8. The proposed reorganization is primarily designed for purposes other than to significantly increase property values. (*Education Code §35753(a)(8)*)**

To evaluate this condition, the County Committee should analyze the rationale presented by the petitioners for unification (provided above). In addition, if the proposed reorganization has the potential to significantly increase local property values, the County Committee should consider whether an increase in property values is the primary reason for the petition.

According to the petitioners, the purposes of the proposed unification are (a) greater educational opportunities for all students through seamless articulation and consolidation of programs and resources, and (b) sound fiscal policy. The proposed unification would be an administrative change that would appear to affect only the districts and not homeowners. Unification would be unlikely to result in significantly increased property values, and there is no evidence that the petition is designed to result in a significant increase in property values.

**Condition 9. The proposed reorganization will continue to promote sound fiscal management and not cause a substantial negative effect on the fiscal status of the proposed district or any existing district affected by the proposed reorganization. (*Education Code §35753(a)(9)*)**

Review of District Budgets by the County Office

County offices of education are required to review the budgets of the school districts within their jurisdictions. A district's budget is reviewed for compliance with standards and criteria adopted by the SBE, and, when necessary, technical corrections are identified to bring the budget into compliance. In addition, the budget is reviewed to determine if the district appears able to meet its financial obligations in the current fiscal year and subsequent two fiscal years. On or before August 15 of each year, the County Superintendent is required to approve or disapprove each district's adopted budget. In addition to submitting its adopted budget, a district is also required to submit two interim reports to the county office for review. Following review of each adopted budget and interim report, the County Superintendent sends a letter to the district indicating if the budget or report has been approved or disapproved. Even if the budget or report has been approved, the letter may include comments that identify concerns and/or technical corrections that the county office believes necessary to bring to the district's attention. Some comments require corrections that need to be made prior to the next reporting period by the district, while others are merely items that the county office wishes to point out to the district as a matter of record.

Appendix F contains all of the Sacramento County Superintendent's letters for all four districts regarding the adopted budgets and interim reports for the last three years (2003-04 through 2005-06). SCOE's Fiscal Support and Advisory Services reports that from 1999-2000 through 2005-06:

- all adopted budgets and interim reports for all four districts have been approved by the County Superintendent,
- all four districts have been able to meet all of their fiscal obligations,
- all four districts have met the minimum reserve level for economic uncertainties, and
- all four districts have remained solvent.

### Estimated Blended Revenue Limit

*Education Code §35735* requires that each proposal for the reorganization of school districts include a computation, by the county superintendent, of the estimated base revenue limit per unit of average daily attendance (ADA) for the newly formed district. A worksheet for the computation is provided by CDE. The completed worksheet for the proposed unification of the Del Paso Heights, Grant, North Sacramento, and Rio Linda school districts is provided in Appendix G. It assumes that Elverta and Robla would be excluded, as they desire. The worksheet uses data from 2005-06 (the most recently completed school year). If the proposed new unified district becomes effective, SCOE, in consultation with the CDE School Fiscal Services Division Principal Apportionment Unit, would calculate the actual revenue limit, including cost of living and any other adjustments, based on data for the fiscal year two years prior to the fiscal year in which the new district becomes effective.

As can be seen on the worksheet (Appendix G), the computation involves two processes. First, the base revenue limits of the current districts are blended using a weighted-average approach based on ADA. (See page 1 of the worksheet.) The result of this step, the total blended revenue limit for the proposed unified district, is revenue neutral; that is, it equals (except for the effect of errors caused by rounding) the sum of the four districts' revenue limits. Then, the total blended revenue limit for the proposed new unified district is adjusted for differences among the districts in average salaries and benefits for classified employees (page 2 of the worksheet) and certificated employees (page 3). These adjustments represent the cost of increasing the salaries and benefits of employees in the district with lower average costs to the level of the district with higher average costs.

The fact that the new unified district would receive increased revenue equal to the difference in average salaries and benefits does not mean that the new district would see an equivalent increase in costs when moving to a common salary and benefit schedule. This is because (a) a reorganized district may negotiate any salary schedule and benefit package, and (b) the additional funding is based on the average salary and benefit costs per full-time employee, not on the actual cost of shifting employees to a common salary and benefit schedule. Nevertheless, the additional revenue limit funding is usually close to the amount needed to move all employees to the highest schedule.<sup>5</sup>

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<sup>5</sup> *School District Organization Handbook*, California Department of Education, August 2006, p. 168.

A summary of data from the worksheet is provided in Table 9. Based on the 2005-06 data, the proposed new unified school district's estimated base revenue limit per ADA is \$5,724.

**Table 9**  
**Summary Data from Revenue Limit Worksheet for Reorganized School Districts,**  
**2005-06 (Appendix G)**

	<b>New Unified</b>	<b>Del Paso Heights</b>	<b>Grant</b>	<b>North Sacramento</b>	<b>Rio Linda</b>
<b>Current Districts:</b>					
ADA (line 2)		1,759	12,815	4,700	10,201
Base Revenue Limit (RL) (line 3)		\$8,785,079	\$77,274,480	\$23,494,579	\$50,633,364
RL per ADA (line 4)		\$4,995	\$6,030	\$4,999	\$4,964
<b>Proposed New District:</b>					
Total Blended RL (BRL) (line 7)	\$160,187,501				
ADA (line 8)	29,475				
RL per ADA (line 9)	\$5,435				
Classified Employee Adjustment (line 31)	\$2,035,847				
Certificated Employee Adjustment (line 32)	\$6,503,813				
Total Adjusted Base RL (line 35)	\$168,727,160				
Total Adjusted Base RL per ADA (line 36)	\$5,724				

*Note.* Data in this table are from the identified lines in the worksheet in Appendix G and rounded to the nearest whole number.

### **Impact of Proposed Unification on Countywide School District Organization**

*Education Code §35707(a)(1)* requires that the County Committee determine whether or not the proposed unification would adversely affect the school district organization of the county. According to Larry Shirey, CDE Field Representative for school district organization, this requirement is a holdover from the time that each county was required to have a Master Plan for unification. The primary purpose was to ensure that any reorganization did nothing to hinder what was called for in the Master Plan. Master Plans are no longer required. Each reorganization plan now must be considered in light of local educational needs and concerns.

## **Analysis of Provisions of a Unification Proposal that the County Committee May Add or Amend**

*Education Code* §35705.5(a) gives the County Committee the discretionary authority to (a) add to the petition any of the appropriate provisions specified in *Education Code* §35730 through §35734, and §35736 through §35738, that were not included in the petition as filed, and (b) amend any such provision that was included. (Although *Education Code* §35735 through §35735.4 are in the same section of the code, they are not discretionary. They require the county superintendent to compute the base revenue limit per unit of average daily attendance. This has been provided above in Condition 9.)

Each of the provisions is discussed below. For the proposed unification, provisions 1, 5, 6, 8, and 9 are not applicable.

### **Provision 1. Governing Law** (*Education Code* §35730)

This applies when a proposed new unified school district would include within its boundaries a chartered city. In such cases, the petition may provide that the establishment and existence of the district's governing board be governed by the charter of the city and not exclusively by general law. In the absence of such a provision, the proposed new unified school district would be governed by general law.

Status: Not Applicable

This provision is not applicable because the proposed new unified school district would not include within its boundaries a chartered city. Therefore, it would be a general law district.

### **Provision 2. Membership of Governing Board** (*Education Code* §35731)

A proposal for unification may include a provision for a governing board of seven members. In the absence of such a provision, the new district would have a five-member governing board.

Status

The petition is silent on this issue. If the County Committee wanted the new governing board to have seven members, it could add this provision. Otherwise the district would have a five-member governing board. Each of the current districts has a five-member governing board.

On November 13, 2006, both the North Sacramento governing board and the Rio Linda governing board adopted a resolution requesting that the County Committee amend the

petition to specify a seven-member governing board.<sup>6</sup> These resolutions, attached as Appendix H, also recommend the method of election, discussed below under Provision 3. Also included in Appendix H is a letter from the Grant Joint Union High School District General Counsel stating Grant and Del Paso districts' position that the matter of trustee areas requires further study. On November 14, Families for Better Education, a coalition of parents, community members, educators, and elected officials working to improve the quality of education in the North Area of Sacramento County, submitted a letter to Superintendent Gordon supporting the North Sacramento and Rio Linda governing boards' resolutions specifying a seven-member governing board. This letter is provided in Appendix I.

### **Provision 3. Trustee Areas (*Education Code* §35734)**

The proposal for unification may include a provision for establishing trustee areas for the purpose of electing the governing board members of the unified district. Absent such a provision, the new district would have a governing board elected by the registered voters of the entire district (i.e., elected at-large).

#### Status

The petition indicates that the districts “support the concept of . . . the establishment of trustee areas.” The petition, however, does not specifically call for the establishment of trustee areas. If the County Committee wanted there to be trustee areas in the new unified district, it could add this provision. If so, the boundaries of the proposed trustee areas, and whether board members would be elected by the registered voters of the entire district or by only the registered voters in the applicable trustee area, would need to be specified.

North Sacramento's and Rio Linda's November 13 resolutions (Appendix H) recommend that the County Committee amend the petition to specify a seven-member governing board, with one member from each of seven trustee areas elected at-large by the entire district. Families for Better Education also supports this idea (Appendix I).

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<sup>6</sup> North Sacramento School District Resolution No. 3059; Rio Linda School District Resolution No. 1086.

#### **Provision 4. Election of Governing Board** (*Education Code §35737*)

Reorganization plans and recommendations may include a provision specifying that the election for the first governing board will be held at the same election as the reorganization proposal. In the absence of such a provision, the first governing board would be elected at the first regular election after the passage of the reorganization proposal. In either case, a method for determining the length of the terms of the initial members is required.

There are three regular elections each year: April or March, June, and November. If approved by the SBE and then the voters, the new unified district would take effect on July 1 of the calendar year following the year in which the voters approved the proposal. Thus, there will always be at least two regular elections between an election at which the proposal is approved and the July 1 beginning of the new district.

#### Status

The petition is silent on this issue. Unless the County Committee amends the petition to specify that the election for the first governing board will be held at the same election as the reorganization proposal, the first board members would be elected at the next regular election. Larry Shirey, CDE's Field Representative for school district organization, recommends that the County Committee amend the petition to include when the first election of board members would be held, and how the initial terms would be determined.

The North Sacramento and Rio Linda school boards recommend that the election for the first governing board be held at the same election as the reorganization proposal. (See Appendix H.) According to Larry Shirey, this is the most common procedure.

If there are no trustee areas, or if there are trustee areas but board members are elected at large, then one way of determining the terms of the initial board members is to specify that the four (if a seven-member board) or three (if a five-member board) candidates with the highest number of votes get four-year terms and the others get two-year terms. If board members are elected from trustee areas by voters residing within the applicable trustee area, the determination of initial terms could be done by lot by trustee area prior to the election. For example, for a seven-member board, four trustee areas would be selected at random whose representatives would serve four-year terms, and the others would serve two-year terms.

#### **Provision 5. Division of Property and Obligations** (*Education Code §35736*)

Plans and recommendations may include a proposal for dividing the property (other than real property) and obligations of any school district whose territory is being divided among other districts.

Status: Not Applicable

This provision is not applicable because in the proposed unification, no district would be divided.

**Provision 6. Method of Dividing the Bonded Indebtedness** (*Education Code §35738*)

A proposal for unification may include a method of dividing the bonded indebtedness other than the method established in *Education Code §35576* for the purpose of providing greater equity in the division.

Status: Not Applicable

No current bonded indebtedness would be divided as a result of the unification proposal.

**Provision 7. Territory in Which the Election to Reorganize Will be Held** (*Education Code §35732*)

*Education Code §35732* states that reorganization plans and recommendations may include a provision specifying the territory in which the election to reorganize the school districts would be held. In the absence of such a provision, the election would be held only in the territory proposed for reorganization. *Education Code §35756*, however, indicates that, if the SBE approves the proposal, the SBE must determine the area of election.

According to Larry Shirey, CDE's Field Representative for school district organization, for proposals that involve excluded feeder districts, like this one, CDE has recommended to the SBE, and the SBE has adopted, an election area consisting of the entire high school district (the "default" election area). The rationale has been that the new unified school district would provide the secondary education program for the students residing in the excluded feeder districts. In addition, voters in the excluded feeder districts would vote for governing board members of the unified district and general obligation bonds targeted for secondary facilities.

The SBE may, however, alter this "default" election area if it determines that such alteration complies with the following legal principals regarding area of election. (The following is taken *verbatim* from a CDE report regarding the proposed formation of Turlock Joint Unified School District in Stanislaus County presented to the SBE at its June 2003 meeting.)

"The Local Agency Formation Commission (LAFCO) court decision<sup>7</sup> provides the most current legal interpretations to be followed in deciding the area of

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<sup>7</sup> *Board of Supervisors of Sacramento County, et al., v. Local Agency Formation Commission* (3 Cal. 4th 903, 1992)

school district reorganization elections. This decision upheld a limited area of election on a proposal to create a new city, citing the 'rational basis test.' The rational basis test may be used to determine whether the area of election should be less than the total area of the district affected by the proposed reorganization unless there is a declared public interest underlying the determination that has a real and appreciable impact upon the equality, fairness, and integrity of the electoral process, or racial issues. If so, a broader area of election is necessary.

In applying the rational basis test, a determination must be made as to whether:

- (a) There is a genuine difference in the relevant interests of the groups, in which case an enhancement of the minority voting strength is permissible.
- (b) The reduced voting area has a fair relationship to a legitimate public purpose. The fair relationship to a legitimate public purpose is found in *Government Code* Section 56001, which expresses the legislative intent 'to encourage orderly growth and development,' such as promoting orderly school district reorganization statewide that allows for planned, orderly community-based school systems that adequately address transportation, curriculum, faculty, and administration. This concept includes both:
  - (1) Avoiding the risk that residents of the area to be transferred, annexed, or unified might be unable to obtain the benefits of the proposed reorganization if it is unattractive to the residents of the remaining district; and
  - (2) Avoiding islands of unwanted, remote, or poorly served school communities within large districts.

However, even under the rational basis test, a determination to reduce the area of election would, according to LAFCO, be held invalid if the determination constituted an invidious discrimination in violation of the constitutional Equal Protection Clause (e.g., involving a racial impact of some degree)."

Status: The petitioners state in the petition "be it resolved that the territory of election in this reorganization be comprised of the electorate within the boundaries of the proposed Unified School District." The County Committee could amend this provision if it believed that a different area of election was more appropriate. Regardless, the SBE, if it approves the unification proposal, will specify the territory in which the election will be held.

**Provision 8. Division of Territory Into Two or More Separate School Districts**  
(*Education Code §35733*)

If a reorganization proposal involves dividing the entire territory of an existing school district into two or more separate districts, the proposal may provide that the proposed reorganization plans and recommendations be voted on as a single proposition.

Status: Not Applicable

This provision is not applicable because the unification proposal does not divide the territory of an existing school district into two or more separate districts.

**Provision 9. Districts With More Than 500,000 Students** (*Education Code §35730.1*)

Any reorganization of a school district with more than 500,000 students must require that each new district created meet specified conditions (e.g., socioeconomic diversity, equity of resource distribution).

Status: Not Applicable

This provision is not applicable because none of the districts in this unification proposal has more than 500,000 students.

**Recommended Approval or Disapproval of the Petition**

*Education Code §35706* requires the County Committee to recommend approval or disapproval of the petition. In doing so, the Committee should consider the nine conditions specified in *Education Code §35753(a)* (and discussed above in the section entitled “Analysis of the Conditions About Which the County Committee Must Make Judgments”) and the impact of the proposed unification on countywide school district organization.