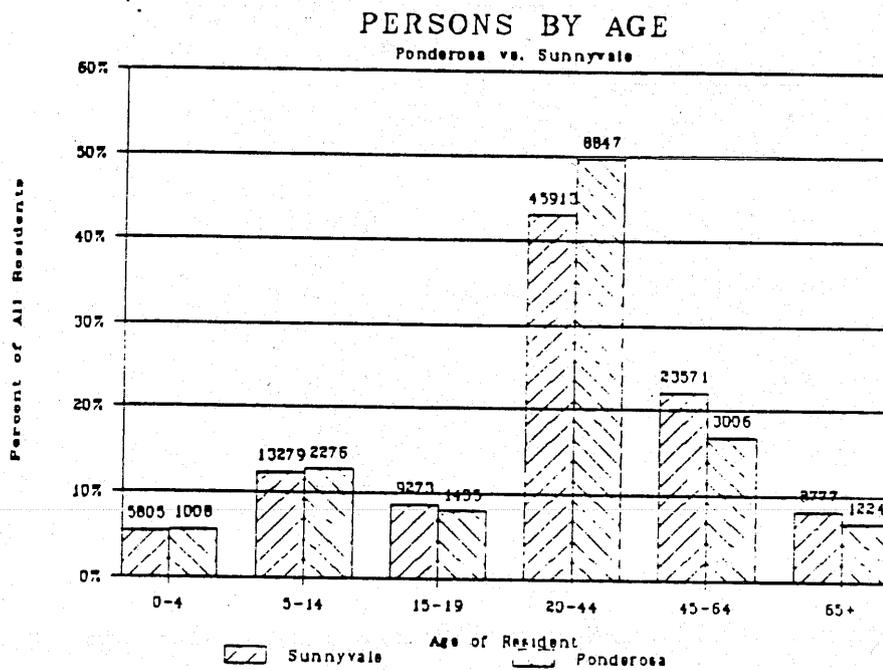


Figure I-31. Age Distribution of Ponderosa Residents Compared to City.



G. WASHINGTON PLANNING NEIGHBORHOOD

The Washington Neighborhood (Downtown-Carson) is composed of two census tracts (5086.00 and 5091.03) and has very distinct boundaries: the railroad tracts to the north, the City limits to the west, El Camino Real/Old San Francisco Highway on the south and Fair Oaks to the east. The peripheral streets of this community offer extensive commercial activity that is both new (the entire Town Center/Mathilda Avenue developments) and old (the auto related industries on Evelyn/El Camino Real; the Murphy Street area of downtown). The Civic Center is located in the middle of the area and includes the City's Administrative Offices, Public Safety building, Library building, the State's Employment Development Department, and the Municipal Court Building. In 1980, Washington had 12,784 residents, representing 12.0% of the City population.

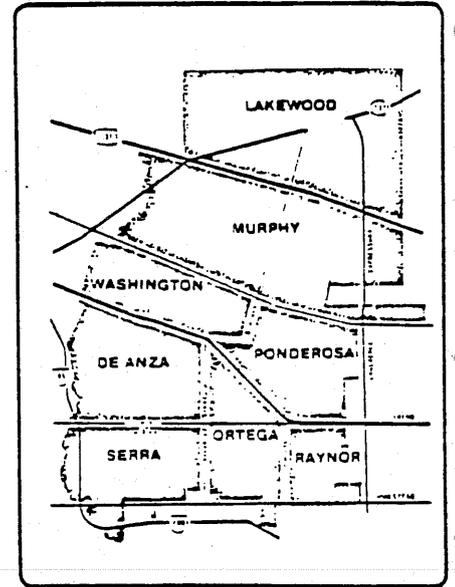
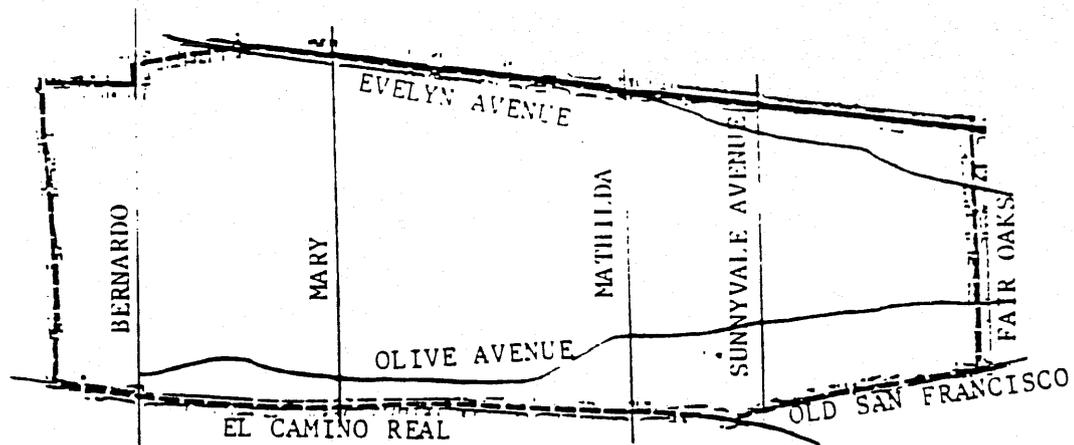


Figure I-32. Washington Planning Neighborhood.



When the school-age population was at its peak, the neighborhood supported four public schools: three elementary and one junior high school. Now only one elementary school remains, Ellis School, in the neighborhood's southeast corner (Fair Oaks/Old San Francisco). Adair was closed in 1978, Carson in 1981, and Benner Junior High in 1977. All of these vacated school sites have remained in public usage, and two still serve as educational centers. Reflecting the "aging" of Sunnyvale's population, Benner is now used

as an extended campus for De Anza Community College and Carson headquarters the Fremont Union High School District's Adult Education Center. The other closed site, Adair, has been leased through 1992 by the City for its Senior Center.

The Washington neighborhood has the highest incidence of students enrolled in private schools. This is reflective of the presence of the City's two largest parochial schools being located in this area: St. Cyprian and St. Martin. The third private school is Ananda Marga School.

Access to public transportation for this neighborhood is relatively good with regularly scheduled bus routes existing on El Camino Real, Evelyn, Bernardo, Mary, Pastoria/Mathilda, Old San Francisco/Carroll and Fair Oaks. The elementary age school children who do not live near Ellis School are provided bus services to Columbia and Cumberland schools; junior high school students are all bussed to Sunnyvale Junior High School. The high school youth west of Mathilda attend Fremont High School and the remainder go to Homestead High School; for these students no transportation is provided by the Fremont Union High School District, although County Transit bus passes are available from the District to all Fremont students in this area.

Adjacent to the former Adair/Benner school sites is the only park in the neighborhood, Washington Park. This park is the oldest in the City and offers a picnic area, swimming, baseball, volleyball, tennis and basketball facilities. It receives heavy usage for organized softball and baseball and for group picnics throughout the year. Organized recreation activities are operated out of the multi-purpose center at the park.

While the City refers to this as one planning area, it is really composed of three distinctive communities: the downtown neighborhood, the area surrounding Carson school through Washington Park, and the area west of downtown.

The downtown area (Fair Oaks to Washington Park, the railroad tracks to the El Camino Real) is a mixture of single- and multiple-family dwellings. It houses a much higher concentration of seniors than other sections of the City, with the single exception of the mobile home communities. In the City one out of every eight residents is a senior; in this area the proportion increases to one out of every five. A good number of these people have lived in this area for a long time

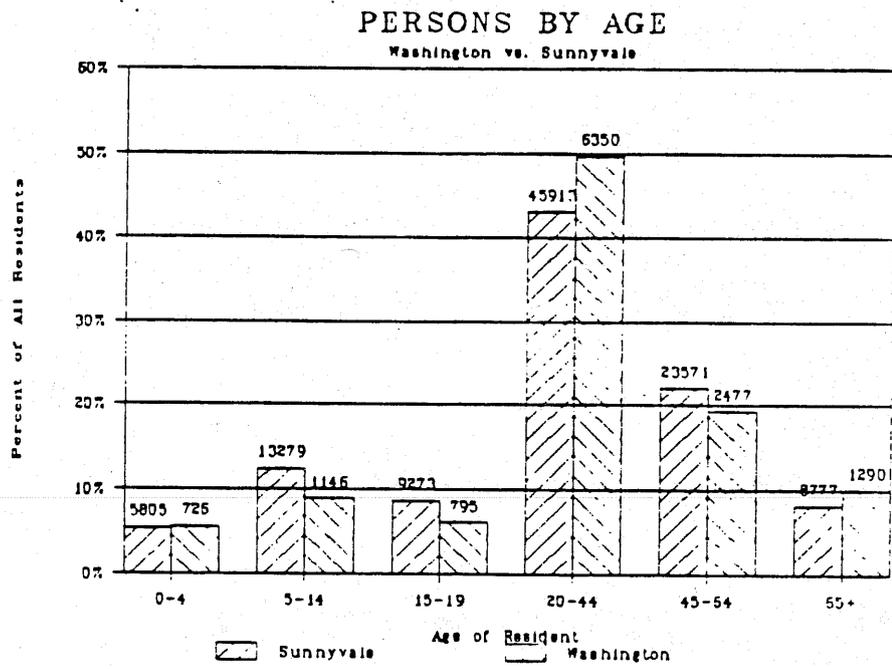
- of the 414 Sunnyvale housing units that the same owner occupied in 1949 and 1980, 235 were in this area.

Most of the area around Washington Park and the former Carson school site is composed of single-family homes. The demographics of this area generally reflects the City's demographics as a whole.

The remaining section near Bernardo and the City boundary and is made up almost exclusively of apartment units. Census information is revealing as to how different this area is from the balance of Sunnyvale. In the area surrounded by Mary/Evelyn/Mountain View boundary/El Camino Real, 7,102 people were counted in the 1980 Census living in the 3,618 housing units: a full 87% of the occupied housing units were rented and over 50% were built before 1950. Statistical information, coupled with interviews with the Sunnyvale School District and City departments, indicate that this area is the most mobile (Carson School had the highest turnover rate of any Sunnyvale school) and the most densely populated in the City.

The Washington Neighborhood contains Sunnyvale's downtown and contains the majority of the City's retail/commercial activity. The Sunnyvale Town Center and Town & Country Village combined, offer more than 699,842 square feet of commercial space. There is also consideration that Town and Country Village, through outside redevelopment, may significantly increase the commercial/retail space.

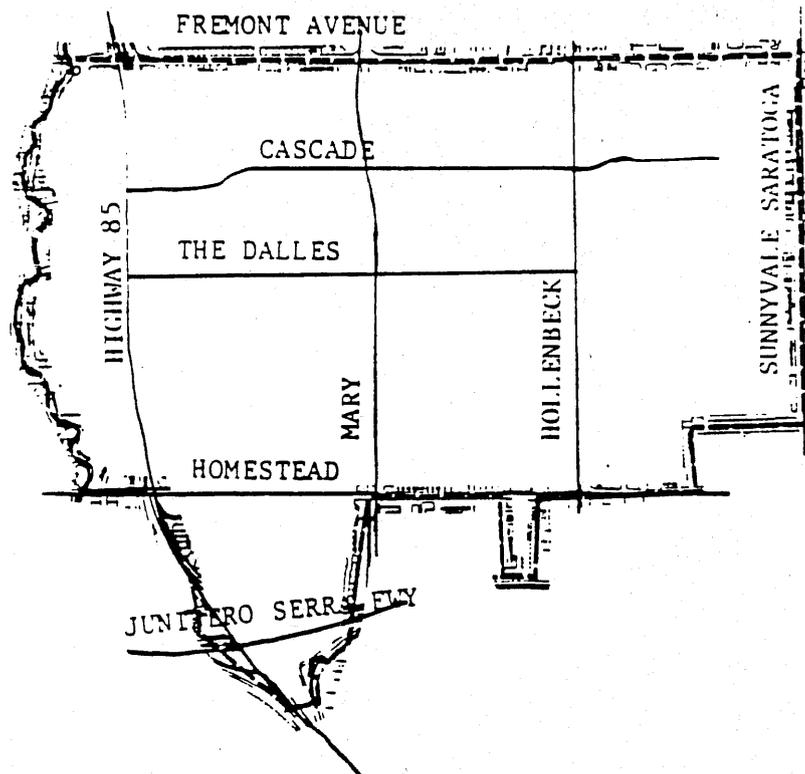
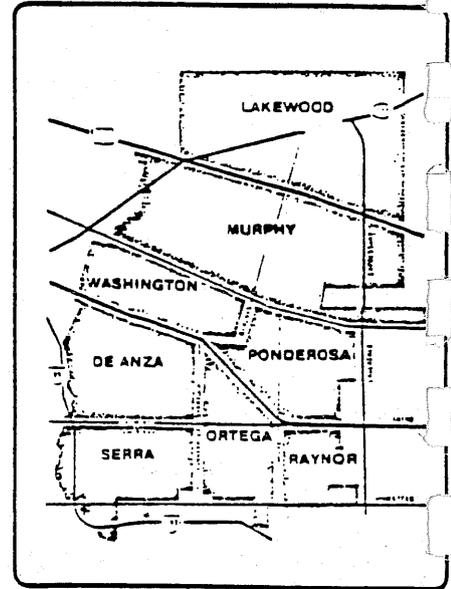
Figure I-33. Age Distribution of Washington Residents Compared to City.



H. SERRA PLANNING NEIGHBORHOOD

The Serra neighborhood is made up of four census tracts (part of 5078.01, 5083.01, 5083.03 and 5083.04) and has distinctive boundaries - to the north along Fremont Avenue and the east along Sunnyvale-Saratoga Road. The southern and western boundaries are the City limits which wind in and out from Homestead Road past Highway 85 to the western City limits (along Stevens Creek) and back to Fremont Avenue. All commercial activity in this area is on main arterial streets - Fremont, Sunnyvale-Saratoga, Hollenbeck, Mary, Bernardo and Homestead. In 1980, Serra had 14,488 residents, representing 13.6% of the City's population.

Figure I-34. Serra Planning Neighborhood.



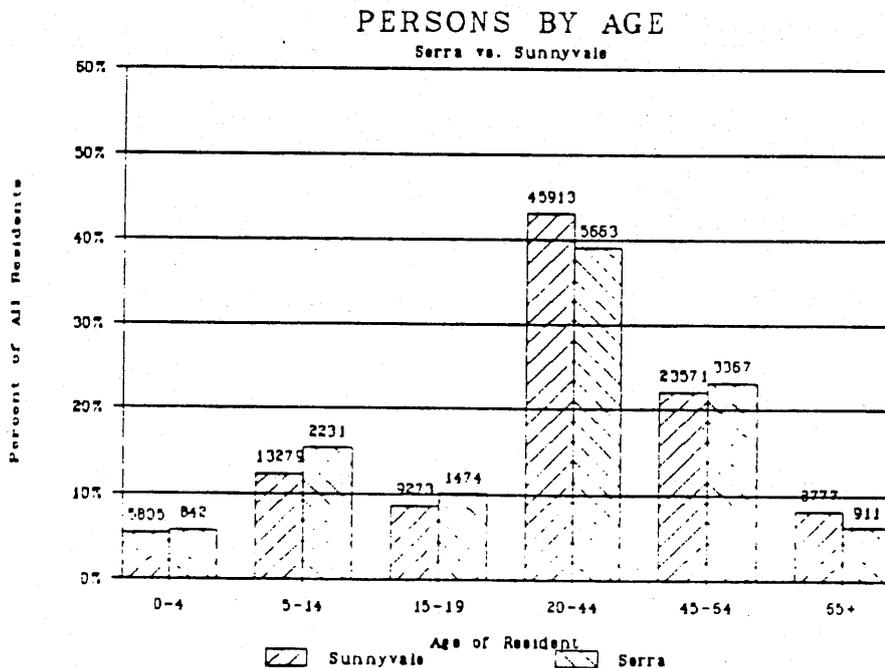
Schools for K-8 graders in this area are part of the Cupertino School District. Two public schools, Serra Elementary and San Antonio Elementary, have been closed in this area. Serra is leased to a child care agency and the school portion of San Antonio is owned

and operated privately by South Peninsula Hebrew Day School. West Valley Elementary and Nimitz Elementary remain open with junior high students attending Cupertino Junior High. High school students who live east of Hollenbeck Avenue and north of Cheyenne Avenue attend Fremont High School and those to the remainder attend Homestead High School. There are three other private schools in this neighborhood: Church of the Resurrection, De Lor Montessori, and Monarch Montessori. The percentage of the population in K-12 schools is significant (21.4% for Serra vs. 17.7% for the City) and this area has the highest concentration of households with children, with 41.9% of all households having children compared with a City average of 29.9%.

Access to public transportation in this area is on Homestead Road, Mary Avenue, Hollenbeck, Sunnyvale-Saratoga Road and Fremont Avenue. Bike lanes are plentiful along these streets and are heavily utilized.

This neighborhood has two major open space facilities. Serra Park is located on Hollenbeck Avenue. The facilities there include tennis courts, a large playground and boat structure for children to explore, baseball and soccer fields and a large picnic area. It is heavily utilized year round. A full range of group recreation activities is also provided.

Figure I-35. Age Distribution of Serra Residents Compared to City.



San Antonio is a closed school site owned by the City. The turf area is maintained for recreational purposes. It has athletic fields, basketball courts and playground equipment.

The Serra neighborhood is generally higher income (median household income of \$27,110 compared to City median \$23,059), has less minorities (only 16.8% minority with the largest non-white race being Asian), younger (a median age of 24.6 compared to the City median of 31.0), and the mean home value of nearly \$150,000 was much higher than the City mean of \$124,860.

CHAPTER TWO

ECONOMY, BUSINESS AND EMPLOYMENT

Sunnyvale, with an estimated 136,000 employees working in companies within its boundaries⁴, is a major employment center by any standards. As such, the economic forces and business climate give a strong sense of identity to the City and its 117,000+ residents, and these factors frequently come into play when it comes to public policy decisions.

The purpose of this section of the Element is to discuss the unique characteristics of Sunnyvale's economy and business environment, and identify important emerging trends and issues.

Figure 2-1. Selected Economic and Business Characteristics of Sunnyvale (Jan. 1988)

Employment:	136,000	
Largest employers:	Lockheed Missiles and Space	24,500
	Advanced Micro Devices	5,400
	Amdahl	4,500
	Westinghouse Electric (Marine)	3,200
	Signetics	2,700
	ESL	2,700
	Hewlett Packard	2,300
	Ford Aerospace & Communications	2,000
Number of Manufacturers/Wholesalers:	651 ⁵	
Gross Annual Sales:	\$1,540 million	
Assessed Valuation:	\$7,450 million	
Number of Hotel Rooms:	2,956 rooms (26 hotels/motels)	

4. 1987 estimate based upon ABAG.

5. 1988/89 Santa Clara County Industrial Directory

I. EMERGENCE OF "SILICON VALLEY"

Sunnyvale is considered the "Heart of Silicon Valley"⁶ because it is in the center of the region that spawned the explosive growth of high technology industries in the late 1970s and early 1980s. According to a 1985 Mercury News article, Sunnyvale is home to more high technology companies than any other city in the world. While some other cities may eventually surpass Sunnyvale in that regard, it is certain that this phenomenon will continue to provide the City with a strong sense of identity as the "birthplace" of the new age of American innovation.

Sunnyvale's prominence as a major industrial center is a relatively recent event. The region in which Sunnyvale is located, Santa Clara Valley, is blessed with a Mediterranean climate and fertile soil that supported a largely agrarian-based economy until World War II. This "Valley of Heart's Delight" was home for mile after mile of fruit orchards, where one could walk uninterrupted through its plentiful cherry, apricot and prune orchards. Two major canneries were built in Sunnyvale adjacent to the railroad line, providing stable employment for several hundred workers and seasonal employment for nearly 2000. Housing patterns followed the lead of industrial development and craftsman's cottages were built around the canneries.

Major change to the area's economy occurred after World War II as the area underwent rapid industrialization and urbanization. With its temperate climate, inexpensive and available land, proximity to major commerce centers and higher educational opportunities, the Santa Clara Valley attracted many developing companies. Lockheed Missiles and Space Company established its major facility in Sunnyvale near Moffett Naval Air Station in 1953. This Lockheed division was dedicated to developing new technologies in missiles and space applications and soon grew to

6. The name Silicon Valley was coined due to the fact that silicon is used in the production of semiconductors, which are the fundamental components of high technology products, such as computers.

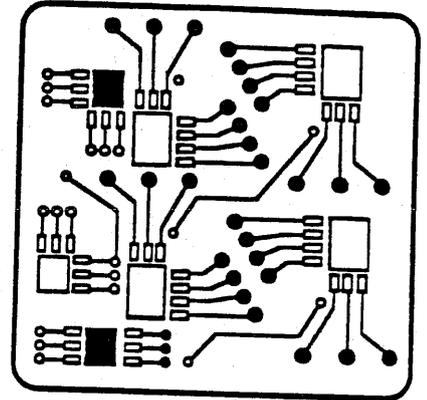
employ over 20,000. It became, and still is, the largest employer in the Santa Clara Valley.

Companies based upon high technology applications continued to locate here and form during the 1960s and 1970's, creating an even more attractive environment for their growth. This concentration of companies gave rise to the Silicon Valley monicker, symbolic of a new era of American industrialization from smokestacks to computers. Job growth in Santa Clara County (encompassing Santa Clara Valley) grew at an average rate of nearly 9% per year during the latter part of the 1970s, spurred by the burgeoning high technology industry. After a brief respite in the early 1980's, extraordinary job growth resumed until 1985. During that span, Sunnyvale's employment expanded from 80,000 in 1976 to 136,000 in 1987, an increase of 70%.

Today, dozens of well-known high technology companies make their homes in Santa Clara Valley, many of them in Sunnyvale. These include major integrated circuit companies, such as Intel, Signetics, and Advanced Micro Devices; major computer companies, such as IBM, Amdahl and Hewlett-Packard; and companies that specialize in electronic office equipment and home computers, such as Apple and Atari. There are a number of companies that are primarily dedicated to high technology defense interests, including Lockheed, ESL, Westinghouse, Argo Systems/Boeing and Ford Aerospace. NASA/Ames Research Laboratory and Stanford Research Institute are also located in the Valley.

This industrial development resulted in a corresponding decline in the agriculture industry, making it no longer economically feasible to operate canneries in this area. The end of the agricultural era was punctuated by the closing of the two canneries in Sunnyvale in the early 1980's.

In addition to the growth of manufacturing dominated by high technology industries, supporting businesses have emerged as well. There are hundreds of small companies that provide services and products to these larger companies, and many others hoping to join or supplant them as industry leaders. Dozens of new hotels were built in the Valley, and over 1,657 rooms were added in Sunnyvale from 1980 to 1987 alone. Commercial businesses have continued to expand to support the growing affluence of the Valley's residents. Sunnyvale's major commercial areas located along the El Camino Real and Mathilda Avenue have continued to develop, and redevelopment to higher uses has



occurred on many older sites. Major shopping centers have been built or expanded, with Sunnyvale opening its Town Center shopping mall in its downtown redevelopment area in 1978.

Sunnyvale is firmly established as a major industrial and commercial center. Gross retail sales, adjusted for inflation rose from \$389 million in 1976 to over \$1.5 billion in 1986. The character of the City is strongly influenced by the nature of its economy, as it exemplifies boldness, innovation and affluence. The continued prosperity of Sunnyvale's economy is important for more than the economic benefit that it provides to its residents, as the regional business environment is at the cutting edge of the revolution of the national economy in high technology manufacturing and communications.

Figure 2-2. Sunnyvale's Largest Private and Public Employees (as of Jan. 1988)

PRIVATE EMPLOYERS		
NAME OF COMPANY	EMPLOYEES IN SUNNYVALE FACILITIES	PRODUCT
Lockheed	24,500	Aerospace Hardware, Basic R&D
Advanced Micro Devices	5,400	Integrated Circuits
AMDAHL	4,500	Computer Services
Westinghouse Electric Co. (Marine Div)	3,200	Marine Propulsion, Missile Launchers
ESL, Inc. - Division of TRW	2,700	Electronic R&D
Signetics	2,700	Electronics
Ford Aerospace and Communications	2,000	Aerospace Equipment
Hewlett Packard	1,800	Electronics
Applied Technology (Itek)	1,750	Electronics
Singer-Link Division	1,025	Electronics
Argosystems	900	Electronics
AT&T	800	System Network
Control Data Corporation	750	Wholesale - Computer Equip.
Eaton Corporation	500	Electronics
Televideo Systems, Inc.	419	Electronics - Computers
California Microwave	400	Electronics
Sunnyvale Medical Clinic	380	Medical Clinic
Macys - Sunnyvale	317	Retail Merchandise
Verbatim	300	Electronics
Hilton Inn-Sunnyvale	250	Hotel
Total Employees	54,591	
PUBLIC EMPLOYERS		
City of Sunnyvale	1000	
Sunnyvale School District	700	
Fremont Union High School District	650	
Total Employees	2,350	
Total Employees of the Largest Private and Public Employers	56,941	

II. INDUSTRIAL GROWTH LIMITATIONS

The unprecedented industrial expansion of the 1970's and 1980's brought a great deal of prosperity to the region and the City. The per capita income of County residents rose from \$7,646 in 1976 to \$17,577 in 1986, the highest in the nation. The assessed valuation of property in Sunnyvale increased from \$3,140 million in 1977-78 to \$7,450 million in 1987-88. With rapidly rising property values, many property owners gained enormous amounts of equity literally overnight. Founders of successful start-up companies became national celebrities, not to mention wealthy. However, this industrial expansion did not come without its price.

With the rapid increases in employment, a shortage of available housing in the vicinity of employers was also quickly created. Since Sunnyvale was a major employment center, it was evident by 1979 that Sunnyvale lacked sufficient housing units needed to house its workers. In response, the City rezoned 200 acres of industrial land to housing. However, it was recognized that the availability of housing in Sunnyvale, even with the rezonings, would not meet the demand, as Sunnyvale was already nearly built out. In addition to rezoning to housing, Sunnyvale also applied employee limitations to industrial development, limiting employee density to 45 employees/acre. This effort was intended to mitigate the effects of development on housing availability and traffic generation, as it slowed growth and allowed less dense development. The "campus style" industrial development of Sunnyvale's high technology companies is partly a result of this growth control measure. In 1981, the City changed to a 35% Floor Area Ratio,⁷ as the employee limits were difficult to enforce. However, even with this innovative land use control, the number of jobs continued to grow rapidly until 1985, when a slump hit the semiconductor and computer industries.

7. 35% Floor Area Ratio (FAR) means that industrial developments are limited such that the amount of floor space available cannot exceed 35% of the land, with some exceptions for non-employment generating uses, such as hazardous material storage facilities.

While Sunnyvale was attempting to curb its industrial growth, neighboring cities pursued different policies. County employment grew from 698,745 in 1980 to 819,600 in 1985, a 17 percent increase over 1980 numbers.

Without enough available housing in Sunnyvale or its surrounding communities, a substantial in-commute was created to Sunnyvale and other areas of North Santa Clara County. The service level of critical intersections that handle commute traffic through Sunnyvale dropped considerably, resulting in an ambitious capital improvement program aimed at improving the traffic flow in Sunnyvale's commute corridors. In addition, major highways leading to Sunnyvale's industrial area, 237, 101, 85 and 280, became increasingly congested. Commute hours expanded beyond traditional times as employers grappled with work hour scheduling to mitigate traffic generation as their employment continued to expand. In the 1980's, traffic problems were always listed at or near the top of concerns among County residents in all public opinion polls taken. Industry, also concerned with both the shortage of housing and traffic problems, led an effort to generate additional sales tax through a 1/2 cent increase to improve State highways 237, 101 and 85. With the passage of this ballot measure in 1984, significant improvements to these highways are in progress. However, these improvements are projected to, at best, keep even with the traffic problem as continued job growth is expected in the County and Sunnyvale. Between 1985 and 2000, the County is projected to add 283,300 jobs; the City is projected to add 18,500 jobs⁸.

Primarily in response to growing concerns that traffic problems would only get worse, even with all of the public improvements that are being done and that are planned, a significant regional effort involving cities in the so-called Golden Triangle area of the County was initiated under the leadership of the Santa Clara County Manufacturer's Group in 1986. The Golden Triangle Task Force included the cities of Sunnyvale, Santa Clara⁹, Milpitas, Mountain View, San Jose and Palo Alto. Their charter was to develop a set of

8. ABAG "Projections 1987", which projects in increments of 5 years, lists County jobs in 1985 at 819,600 and in the year 2000 at 1,102,900; Sunnyvale in 1985 is listed at having 134,300 jobs and is projected to have 152,800 employed in the year 2000.

9. Santa Clara, an original member in the Golden Triangle effort, soon dropped out.



regional guidelines and strategies that would address traffic problems. Under consideration were adoption of standards for level of service and land use, rezoning to housing, capital improvements to regional roadways, and traffic management plans sponsored by industry. The success of this effort will not be known for many years.

The public policy dilemma faced by Santa Clara Valley communities is to balance the desire for industrial growth against its adverse effects, including traffic and housing problems. This is a regional problem and requires bold efforts on the part of a number of communities to arrive at a solution. It is possible that failure to address this issue regionally will ultimately lead to measures that mandate growth control. Since these measures are typically inflexible and tend to harm the reputation of a community from a business perspective, the adoption of anti-growth measures through ballot initiatives may be very undesirable. The communities of Santa Clara Valley must continue to work together to rationally manage the growth and the problems it raises. Sunnyvale has been a leader in attempting to find a regional solution for the traffic and housing problems, and this leadership role will need to be continued in the future.

III. CHANGING INDUSTRIAL COMPOSITION AND WORK-FORCE DISPLACEMENT

Despite the meteoric rise of high technology industry in this region and the resulting economic prosperity, there have been concerns raised about the long term prospects for continued growth of industry in the Valley, and even whether existing companies will stay in the area. In the early 1980s, several successful companies moved manufacturing divisions or expanded to locations outside of the Valley. This resulted in the dislocation of thousands of workers who, fortunately, were absorbed by other rapidly expanding companies. The general reasons for these changes had to do with economic factors, such as the increasingly high cost of space, relatively high labor costs (especially compared to overseas facilities) and changes in manufacturing processes. Traffic problems and the unavailability of housing (and its resultant high cost) were contributing factors in the decision to move as well.

The City Council commissioned a 1984 study¹⁰ that found that most companies intended to stay in Sunnyvale and expand their employment. Some would be staying but expanding elsewhere, while a very few had any plans to leave completely. The major factor influencing their decisions was the unavailability and high cost of space. There was an identified trend for these companies to expand or relocate their manufacturing divisions elsewhere, while keeping their headquarters and engineering divisions here.

Beginning in 1985, the computer and semiconductor industries experienced a prolonged slump into 1987, that led to belt-tightening among many high technology, non-defense companies. The net number of high technology jobs actually decreased, after years of steady gains. Despite those job losses, the overall job figures still grew, though slowly, due to continued increase in employment opportunities in the service industries. In spite of this overall increase, at various times large numbers of people were displaced by layoffs

10. Study of Factors Affecting Industrial Composition of the City of Sunnyvale.

at their companies. For example, in 1986 there were 14,300 who lost their jobs in the County through layoffs and plant closures. There continues to be this displacement, as the high technology industries search for stability.

There has also been concern expressed that the local economy is perhaps too highly dependent upon the defense industry, as Sunnyvale's businesses receive about \$3.6 billion annually¹¹ in government defense work. Lockheed, with over 25,000 workers, is almost completely dependent upon such contracts. However, despite slowed government spending, there are no signs that defense work here will diminish considerably. In addition, it is evident through the sustained non-high technology job growth that local industry and supporting businesses are diversifying.

Ref: Goal 5.1C

Given that the local economy has diversified, it would likely take a downturn in more than one major sector of the economy to stall economic growth in the Valley as a whole, and most economic projections foresee continued economic prosperity and job growth in the years ahead.

Ref: Policy 5.1B.3

Job growth in Santa Clara County is expected to average about 20,000 net new employees per year through the 20th Century. In addition to the affect that this job growth will have on an already strained transportation system and the need for new housing, there is a growing concern that there will be a labor shortage in the future. Some demographers are predicting that high living costs will result in an out-migration of lower income groups who typically work in low pay, low-skill jobs. This resulting shortage of workers will force employers to raise wages in order to be competitive in retaining a workforce. This is coupled with a nationwide trend whereby it is projected that the number of new entrants into the labor force will decline to levels not seen since the 1970's. There are numerous ramifications of this phenomenon if it indeed plays out. The significant point is that it is important for both the private sector and public sector to develop programs and policies that ensure that the available workforce is well-trained and utilized to meet the needs of the marketplace as we move in the 21st Century.

Ref: Policy 5.1B.1

Ref: Policy 5.1B.2

Ref: Policy 5.1B.4

11. The Office of the Director of Defense Public Information lists this figure for 1987.

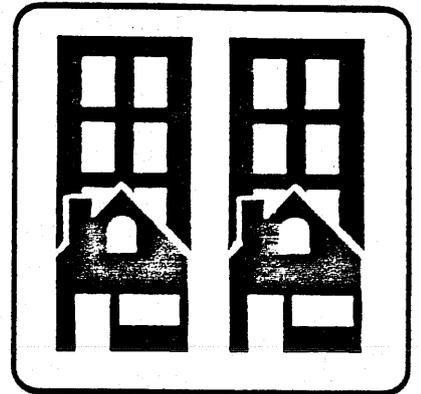
IV. COMMERCIAL AND DOWNTOWN REVITALIZATION

The City has established a strong commercial business economy to complement its industrial base and provide needed services to its residents and businesses. One of the primary commercial areas is the corridor on both sides of El Camino Real, which runs east and west through the center of the City. Dominant commercial establishments on El Camino Real include restaurants, auto dealerships, service stations and small multi-service shopping centers. Among the commercial businesses, the auto dealerships are the largest producers of sales, with about 15% of the gross sales City-wide being generated by auto sales.

It has long been a Council goal to encourage attractive, quality development along El Camino Real, in order to encourage a healthy commercial business that serves the City's residents and businesses as well. For these reasons, the City has adopted high standards for development and landscaping, and actively enforces of these standards.

Another primary commercial area of Sunnyvale is the City's Downtown, located in the Washington Planning Neighborhood, near Mathilda and Evelyn. Downtown Sunnyvale (bounded by the Southern Pacific railroad tracks on the north; Charles/Evelyn and Mathilda Avenue on the west; Sunnyvale Avenue on the east; and Iowa Avenue on the south) has always been the focus for commercial and other forms of economic activity in the City of Sunnyvale. In the late 1950's the City undertook its first significant redevelopment project which produced the Town and Country Village shopping center. Throughout the 60's and 70's the central area continued to develop as a major focal point for banking, financial and retail services.

In the late 1970's the City undertook its second major redevelopment project. Thirty acres of underutilized commercial land was cleared and the Town Center Mall was constructed in its place. This construction provided a major boost to the economic revitalization of downtown Sunnyvale as well as the community as a whole.



The City also undertook the economic revitalization and historical preservation of Murphy Avenue by committing about \$1 million in capital improvements to reconstruct the street and other public facilities. This block is the oldest commercial block in the City and through its preservation/revitalization efforts, the City has attracted significant amounts of new private investment into this area.

In the mid-1980's the City Council developed a concept plan for the future of downtown Sunnyvale. This plan covers the area bordered by Charles Avenue, Evelyn Avenue, Carroll Street, and Olive Avenue. The new plan builds upon the redevelopment activities of the past and incorporates the potential development of a major hotel, office and commercial/retail complex, and an 800-seat regional theater. It is envisioned that by establishing appropriate land use coupled with the attraction of a publicly-built theater with ancillary parking, private redevelopment will occur. These proposals are currently undergoing engineering and financial feasibility studies to determine how the City can best encourage downtown development efforts.

Ref: Policy 5.1C.1

CHAPTER THREE

EDUCATION AND TRAINING

I. EDUCATIONAL OPPORTUNITIES

Sunnyvale has a variety of educational opportunities offered by a host of public and private schools, vocational training programs and branch institutes of higher learning. In addition to the opportunities located within its boundaries, there are numerous educational resources proximate to the City that are available to Sunnyvale residents. The area surrounding Sunnyvale is wealthy in colleges, universities and research institutes. Age range and interests served by institutions both in and out of the City limits are wide and cover most aspects of formal education as well as vocational, community and recreational development.

Sunnyvale is served by five different public school districts and eight private schools. Only one, Sunnyvale School District, exclusively serves Sunnyvale students. Other districts serve combinations of students from various municipalities within the surrounding area. Due to this, some of the statistics that would isolate only Sunnyvale residents are not available. A map showing the boundaries of the school districts is displayed on the following page.

There are some similarities shared by all elementary and high school districts that serve the Sunnyvale area. Until recently, all districts experienced declining enrollment for about fifteen years, leading to school site closures and reductions of staff. This trend has been paralleled by an increase in percentage of minority students. These two issues will be discussed at length later in this document.

A. Elementary and High School Districts

Sunnyvale School District is an elementary district, serving children from grades K-8. Its 1987 enrollment figure was 5,142. In 1987, the District operated eight school sites, all within Sunnyvale. These schools are Bishop, Cherry Chase, Columbia Community, Cumberland, Ellis, Hollenbeck, Lakewood and Sunnyvale Junior High. The District set up a special back-to-basics school which stresses competency in basic skills such as reading, writing and arithmetic. This school has been designated as a "magnet" school, meaning that children from anywhere in the District may attend. In addition, the District maintains four childcare centers in which children are cared for before and after school hours, thus providing needed facilities for working parents and their children.

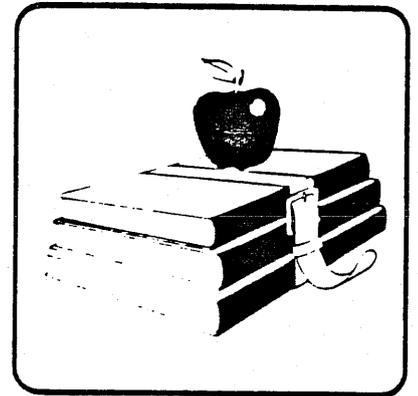
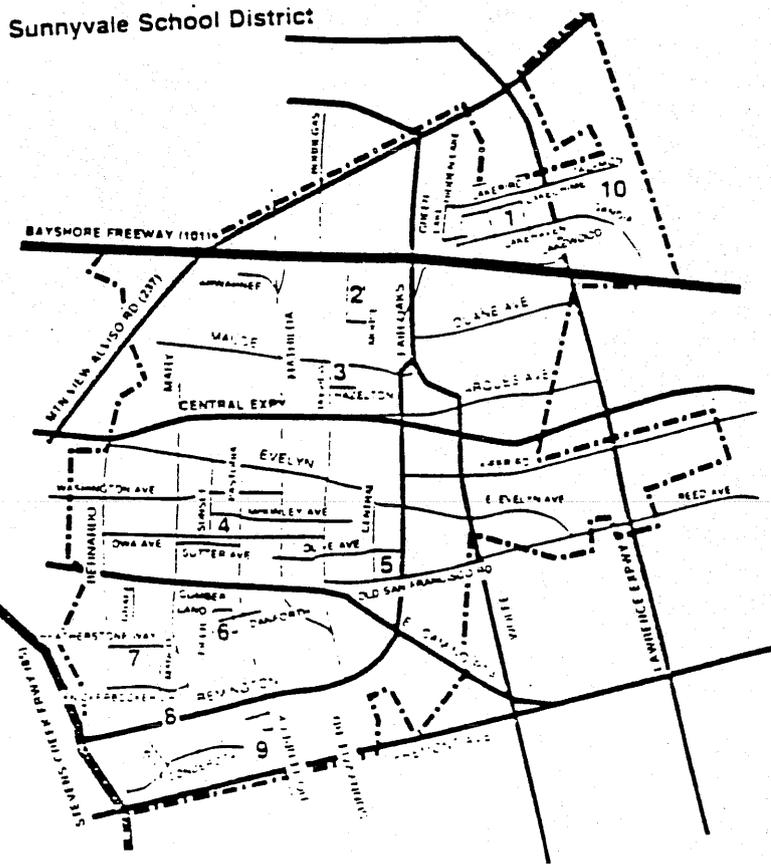


Figure 3-1. Map of Sunnyvale Elementary School District.



- | | |
|-----------------------|---------------------------|
| 1 LEARNWOOD | 6 Cumberland |
| 2 LEARNWOOD & COMPTON | 7 Cherry Chase |
| 3 LEARNWOOD | 8 Sunnyvale Junior High |
| 4 LEARNWOOD | 9 Sundeck |
| 5 LEARNWOOD | 10 Sun Development Center |

Fremont Union High School District is a 9-12 grade school district that operates five high schools. The District also provides a New Start program for drop-outs who are returning to school and an adult education program. District enrollment in 1987 was 8,215. Fremont High School is within the City limits of Sunnyvale and serves Sunnyvale residents almost exclusively. Although located in Cupertino, Homestead High's enrollment is almost one-half Sunnyvale students. Fremont High School's 1987 enrollment was 1,709 and Homestead High School's was 1,909. With declining enrollment experienced by all the district schools, a decision was made in 1984 to close a continuation high school (Blaney) and one of the comprehensive high schools (the former Sunnyvale High School). This District is a member of the North County Regional Occupation Program which operates training programs and job placement in ten major occupational areas and thirty-five sub-areas. The District sponsors an adult education program and the Institute of Computer Technology (ITC) at the former DeAnza school site.

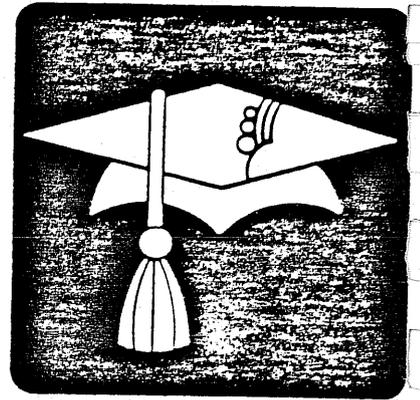
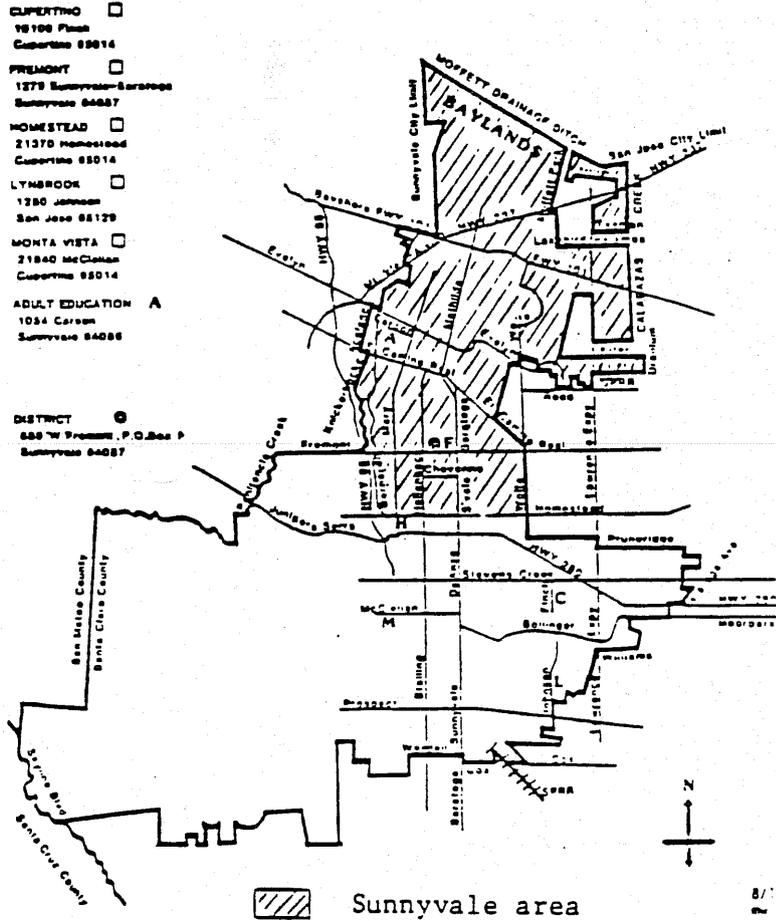


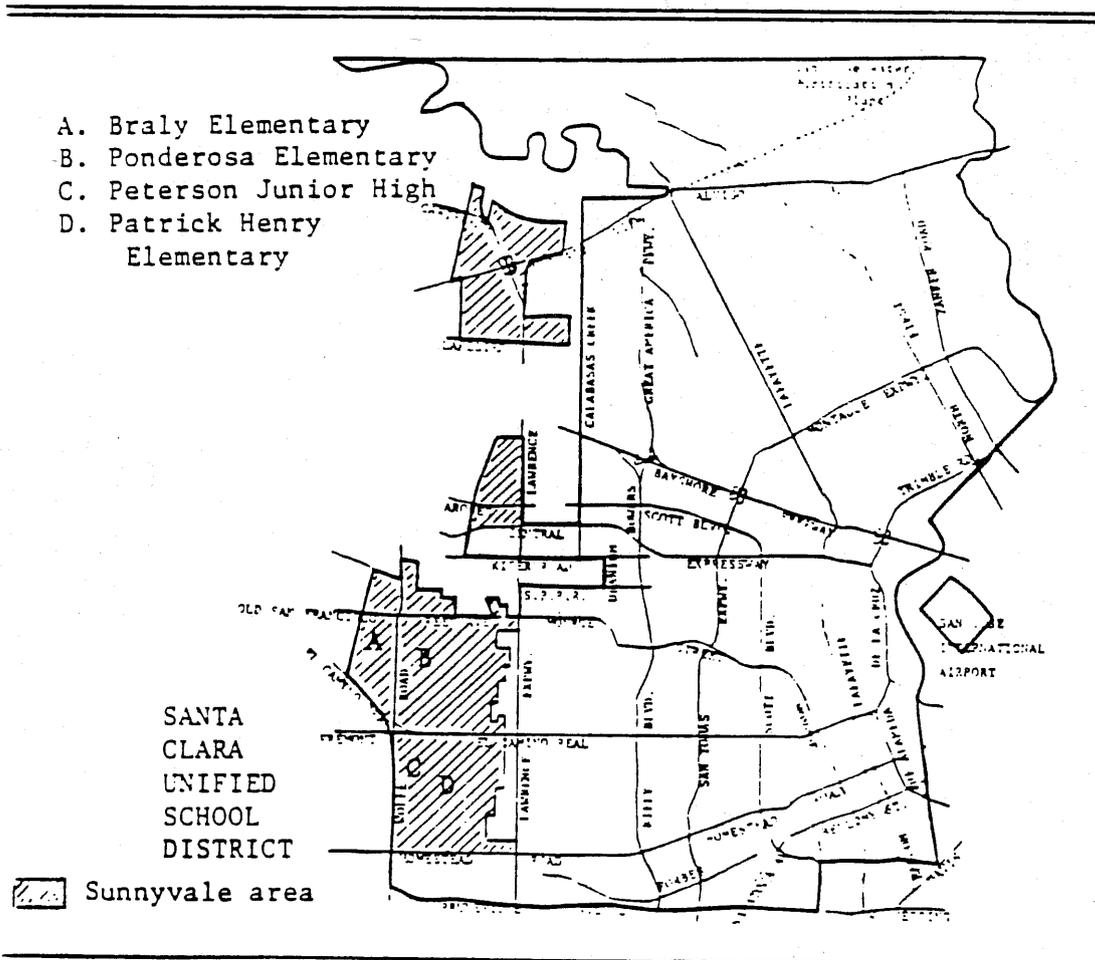
Figure 3-2. Map of Fremont Union High School District.

Fremont Union High School District



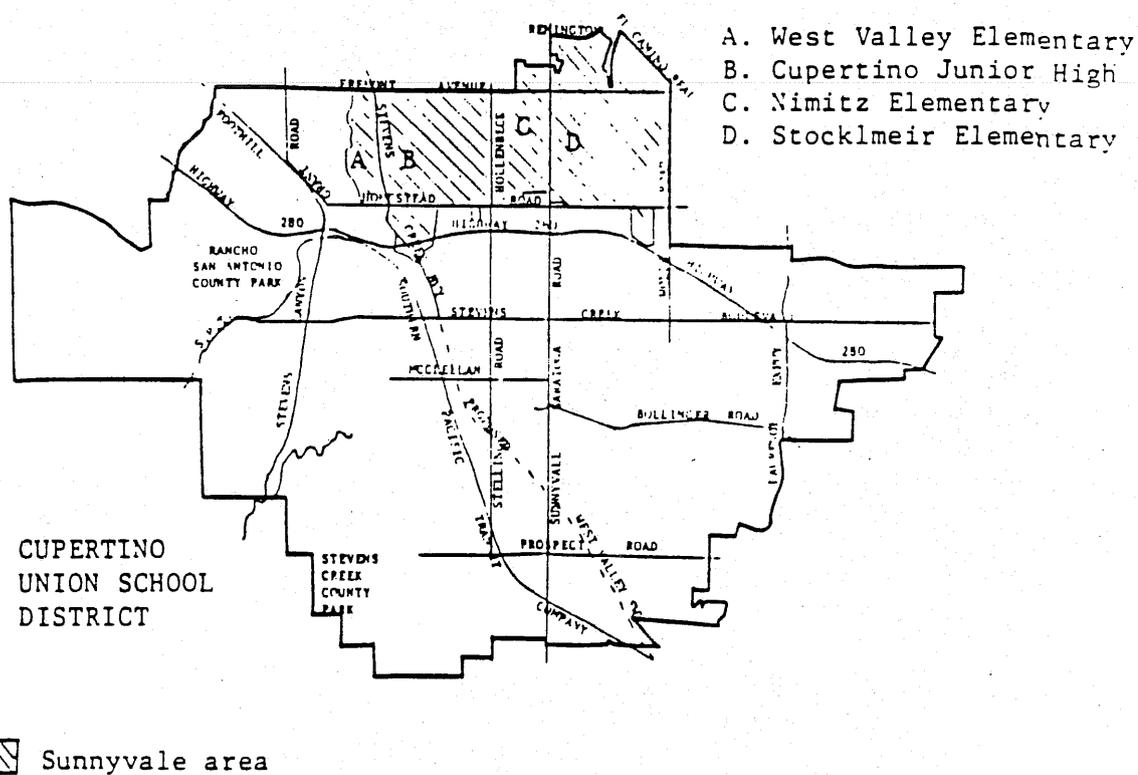
Santa Clara Unified School District is a K-12 grade district with approximately 20% of its students being Sunnyvale residents. The 1987 enrollment was 12,749. The District is comprised of fourteen elementaries, two junior highs, two high schools, and one continuation school. Sunnyvale students attend Ponderosa Elementary, Lakewood Elementary, Peterson Middle and Wilcox High Schools. Two of these schools are designated as magnet schools. One, Millikan Basics+, offers a back-to-basics approach; the other, Westwood, is a regular elementary school offering an "open classroom," which stresses individual student curriculum and responsibility. This District is also a member of the San Jose Regional Occupation Program for students interested in occupational training, and the District sponsors an adult education program.

Figure 3-3. Map of Santa Clara Unified School District.



Cupertino School District is an elementary, K-8 school district with approximately 20% of its students being Sunnyvale residents. The 1987 enrollment was 10,360. It has 22 open schools, 4 of which are in the City limits of Sunnyvale. These are Cupertino Junior High, Nimitz, Ortega/Stocklmeir, and West Valley elementary schools. Within the District are two alternative schools: one back-to-basics school and one individual instruction school.

Figure 3-4. Map of Cupertino Union School District.



B. Private Schools.

There are eight private schools within Sunnyvale, Ananda Marga, Church of Resurrection, De Lor Montessorri, Monarch Montessori, South Peninsula Hebrew Day, St. Cyprian Elementary, St. Martin's and Sunshine Christian. They provide education for grades pre-school through eighth. All of these schools have religious affiliations. Enrollment ranges from a minimum of 10 children to a maximum of 380 with a student-to-teacher ratio from one to ten, to one to thirty-five. While public schools experienced decreases in enrollment, private schools in the County increased enrollment over the last fifteen years. From 1970 through 1976 private school enrollment County-wide climbed from 14,697 students to 21,056. From 1976 to the present, enrollment has leveled off and stabilized. Factors involved in the increase may be: increased income among parents coupled with increased awareness and interest in education nationwide, a desire to supplement secular learning with religious training, and/or fears of a bad environment in public schools.

C. Colleges and Universities.

There are a number of fine colleges and universities available that offer an abundance of higher educational opportunities to Sunnyvale residents. The area is served by a junior college district, a State university (San Jose State University), and two well known private universities (Stanford University and University of Santa Clara). In addition, there are a number of small private colleges, plus extension courses available.

Foothill DeAnza Community College District provides community and adult education programs as well as serving as a junior college. It includes the Sunnyvale area in its boundaries and operates a satellite site in Sunnyvale. 1986 enrollment in Foothill-DeAnza District was 43,517. Students enrolled in a course of study may attend other campuses within the District and West Valley and Mission Community Colleges if classes are not locally available through the Sunnyvale site. A trend of steady enrollment growth has been experienced for the last five years through 1987, both within the district as a whole and at the Sunnyvale satellite site.

D. Enrollment Trends

Enrollment is a basic concern of both the public school system and the private schools. For the public schools, enrollment, to a large extent, determines funding from the State. Also, enrollment determines facility needs and other resource allocations. Projections of enrollment trends are of significant interest to City planners as well as school planners, since some public policy decisions (i.e. the scope and breadth of recreational services for youth) are based upon the number of school age youth in the community.

In Sunnyvale, the student population attending public schools (in age bracket 5 to 18 years of age) steadily declined from 1970 until 1985, causing reductions in staff and closure of school sites. According to census data, in 1970 there were 26,949 school-age children in Sunnyvale; in 1980 the total had declined to 20,585, a 24% decrease. More current and precise figures do not exist due to the fact that Sunnyvale students are educated in a number of different districts, some of which also educate students from other cities. Districts that serve multiple cities do not keep precise records on the percentage of Sunnyvale residents within their schools. However, the figures from individual districts since 1980 indicates a continuous trend of decreasing enrollment, with a leveling off in K-6 in about 1985.

Declining enrollment necessitated the closure of schools. One of 3 high schools predominantly serving Sunnyvale students was closed by Fremont Union High School District; ten schools to date have been closed within Sunnyvale School District. Several other schools serving Sunnyvale residents have been closed by Cupertino School District (Serra, Inverness and Panama) and Santa Clara Unified School District (Braly, Raynor and Patrick Henry). Investigations into the reason behind loss of pupils showed that fewer families with school-age children moved into Sunnyvale and the average household size dwindled.

Since 1985, elementary school districts actually reported an increase in the number of K-3 students in their districts. In 1986 and 1987, Sunnyvale School District's net enrollment increased by 200 each year.

Present increases of lower grade enrollment and changes in City housing policies have school officials

expecting that enrollment has bottomed out and that there will be significant enrollment increases in the next ten years. These increases may be uneven in the different school districts, as some school districts benefit more from the additional housing than others. Sunnyvale School District enrollment is projected to expand to over 7000 by 1998, an increase of nearly 2000 over the decade. In 1988, it was known that Sunnyvale School District, Cupertino School District and Santa Clara Unified School District were reviewing the possibility of re-opening school sites to handle projected enrollment increases in each district. Fremont Union High School District does not project enrollment increase until 1996, when the younger children emerge from grade school to attend high school. The increase is attributable both in part to marginal increases in housing stock, but also to a so-called "baby-boom" among couples that delayed having children.

Sunnyvale School District foresees a need to open more schools in the North/Central part of Sunnyvale, since 77% of its enrollment live north of El Camino Real, and the relative percentage is expected to increase. The City has a strong interest in this trend since school properties, whether open or closed, are a significant part of the City's open space and recreation services. In addition, increases in the youth population will affect the provision of City services, most notably recreation services, public safety, library services and job training programs.

Another prominent trend in enrollment has been the large increase in minority students. Between 1975 and 1982, the total Sunnyvale school age population declined over 7,000. During the same time period the minority student population increased by almost 500.

Even though the minority student population has increased in both number and percentage of the total population, this increase is not shared by all non-White ethnic groups. The only population group that has increased in actual number is the Asian/Pacific Islander group, which has doubled since 1975. The reason for this increase has been the immigration of Vietnamese refugees to this area.

The table below shows minority enrollment percentages for the four school districts that serve Sunnyvale's K-12 population.

Figure 3-5. Minority Enrollment of Certain Schools (Oct. 1987)

<u>School District</u>	<u>Minority %</u>
Sunnyvale Elementary	53%
Santa Clara Unified	45%
Cupertino Elementary	30%
Fremont Union High	57%

By 1990, demographic experts predict that "minority" students will become the majority in California. The local increase in minorities is expected to continue, mirroring the State-wide trend.

These population shifts pose a serious challenge to the public education system. For instance, Sunnyvale School District reports that the native languages of its student body represent more than 40 languages. It also may have considerable affect upon public policy decisions of the City, since more and more of the residents will be minority, thereby requiring different approaches to service delivery.

E. School District Funding

Once a national leader in educational spending, California now ranks below the majority of other states. In 1972-73, California spent \$955 per student - \$26 more than the national average - and was ranked 19th in the Nation for spending per student. By 1981, California had dropped to 35th, and spent \$229 less per student than the national average. In 1983, California spent \$350 less per student than the national average.

A fundamental restructuring of public school financing occurred in 1971 when the State Supreme Court ruled that basing school finances on local property taxes was unconstitutional and denied equal educational opportunity to children living in tax poor communities (Priest vs. Serano). The State was ordered to provide equal financing to all school districts throughout

California. The passage of Proposition 13 further transformed school finance from a local to a statewide function. State Legislators increased state money to make up for some of the cuts in local taxes. The \$7 billion surplus that the State had accumulated before Proposition 13 was partially consumed by three years of "bail out" payments to schools and local governments.

Years following Proposition 13 brought concern on the part of educators and legislators as to how revenue might be returned to the schools. Formulas using average daily attendance (ADA) reimbursed districts at a set amount for each student attending classes. When enrollment began to decline, districts were given the choice of current ADA or taking the ADA of previous years. This funding methodology masked the financial effect of declining student enrollment experienced by Sunnyvale's school districts. Later legislation stopped this alternative method. School district officials feel they are presently at the mercy of the State Legislature for their funding.

Nationwide interest has been generated on behalf of educational improvement. With reduced Federal funding and moves toward decentralizing educational services, individual communities are again analyzing their responsibility for the quality of community education. Levying local taxes to support local schools is very restricted in California. However, innovative fund-raising on local and state levels is being sought as an answer to the funding problem. 1984 saw the passage of a proposition to institute a state lottery that supporters claimed would provide millions of dollars to education in the State.¹² Additional measures were passed in the 1984 election to secure monies for education through bond issues, thus brightening the funding outlook for schools over the next five years. In 1987, with a State budget surplus exceeding \$1 billion, the Governor and certain members of the Legislature were at odds over increased funding through State subventions for

12. It is known that the initial projections of lottery proceeds for schools have not been realized. Though the initial revenues were high, revenues have dropped off year-to-year. In 1985/86, \$693 million was generated. In 1986/87, \$505 million was generated. Projections for 1987/88 are lower.

education, with the ultimate outcome being no additional funding for education. Considerable public support for educational funding exists, but regardless of the outcome of this debate, the future funding needs of education will likely be unresolved in the next few years.

Until recently, decline in enrollment throughout the public school districts serving Sunnyvale elementary and high school populations led to the closure of school sites, discontinuation of programs and staff reductions. In spite of the recent change in enrollment trends, financing for public schools remains tight, particularly in north Santa Clara County due in part to years of reductions. Continued increases in minority students who require special services in language add an extra challenge. Tight school budgets result in program reductions, yet, paradoxically, more programs and special aid are required at this time to meet the needs of a more diverse student population.

Ref: Policy 5.1E.3

Ref: Policy 5.1E.4

F. District Consolidation

One issue that has been raised from time to time is the consolidation of school districts in Sunnyvale. Sunnyvale School District is the only one of the four school districts serving K-12 graders that serves Sunnyvale exclusively. Consolidation of school districts has been proposed as a way to better utilize existing facilities, reduce administrative overhead and have the school district be more responsive to the Sunnyvale community. From the City's perspective, coordination of school/City programs are made more difficult with the jurisdictional overlaps.

Ref: Policy 5.1E.2

G. Adult & Continuing Education

Fremont Union and Santa Clara Unified School Districts offer a variety of programs for adults to earn high school diplomas and to continue education past the diploma stage. Such programs offer diverse areas of study including applied arts, business education, citizenship, industrial arts, physical education, recreational sports, senior citizen classes, vocational education, computer instruction and study in special fields. There are also a variety of short-term classes offered. A rapidly expanding area of adult education has been English-as-a-Second Language (ESL).

An extensive parent education program offered in both districts starts with preparation for childbirth and continues through pre-school years. In one program, young mothers may bring their youngsters to school while they learn to care for them and earn their diplomas at the same time.

Both Fremont and Santa Clara School districts sponsor similar school/industrial liaison programs. Programs in this area include instruction at locations in local industries, that co-sponsor the classes. The objectives of these programs are to make full use of adult education resources to offer cost-effective training to local industry, to train employees for whom English is a second language, to train personnel to deal effectively with cultural differences at the workplace and to provide organizations with assistance in improving communication skills within the workplace.

Enrollment in these adult and continuing education programs has steadily increased over the last five years, and enrollment increases are expected to continue. The influx of Southeast Asians into this area, and their collective desire to acquire marketable skills, is one major factor in the increased enrollment of these programs.

H. Vocational Education

Vocational Education programs are conducted on three levels: secondary, post-secondary and adult (persons already in the labor force seeking retraining or updating of their job skills). During the 1970's the Federal Government provided categorical grants (targeted for specific purposes) to elementary and secondary schools to conduct vocational education programs. During the 1980's, federal government funding shifted to the form of block grants (for discretionary use) to the States to administer vocational education programs.

Vocational education includes programs in agriculture, health, home economics and office, technical and trade and industrial education. Curricula generally prepare trainees for specific occupations although some programs, such as consumer and homemaking training and industrial arts, do not generally lead directly to an occupational skill.

Nationwide enrollment in public vocational education programs (secondary, post-secondary and adult) grew from 4.2 million in 1963 to 16.5 million in 1979-80.

Interest in private schools and vocational, continuing and adult education programs is expected to continue. More public school districts are likely to see these avenues as possible areas for development of new programs that would potentially reach a broader segment of the population than just traditional school age students. Such programs might promote more adult learning experience, as well as potential retraining resources for displaced workers.

A recognition of the crucial need for computer literacy has led to the development of an extensive program housed at the former DeAnza school site in conjunction with the Fremont Union High School District, the Los Gatos Union High School District and Sunnyvale School District. On an annual basis, this program serves approximately 1600 adults and during the summer serves approximately 1000 youth. During the school year Institute of Computer Technology (ICT) has a travelling lab that instructs students at each Sunnyvale school and serves approximately 3500 youth. ICT represents a unique venture in that it is the joining of two school districts to form a special high school for common use, and the merging of public education with industry. The program offers computer awareness and computer literacy courses with an academic background designed for college bound student.

II. JOB TRAINING AND PLACEMENT

Educational institutions have primary responsibility for the general education and traditional career training of youth and adults. However, for many reasons, a significant segment of the population, particularly those who are economically disadvantaged, undereducated or disabled, have required alternative structures to prepare them for employment.

Since 1975, the principal job training agency for Sunnyvale's residents has been operated by the City of Sunnyvale. Since Sunnyvale felt that it was not well-served by the County-run job training agency, the City opted to assume the service provider role when it became eligible by virtue of its population size to receive federal funds to provide job training and employment assistance under the Comprehensive Employment and Training Act (CETA).

The CETA program primarily served unemployed, or "economically disadvantaged" households, or disabled youth and adults. The basic mission of the program was two-fold: to prepare and place qualified adults in permanent, private sector employment and to prepare qualified youth, who traditionally have failed, for successful careers. An additional benefit of CETA was to provide augmented community services through temporary employment in public agencies during times of high unemployment. It was this public service employment for which the CETA program became controversial, as many communities across the nation became heavily dependent upon CETA funds as a source of labor to provide essential services. These agencies placed CETA participants in critical jobs (such as police and fire) and sometimes used CETA employees for questionable purposes. The City avoided these problems through strict adherence to its policy of not using CETA employees for ordinary tasks, rather assigning them to positions that augmented City services.

The City created its Department of Employment Development to operate the CETA program.¹³ In accordance with CETA regulations, the City Council established the Human Development Advisory Planning Council to oversee the program, with the City Council acting as the legislative body.

The notoriety of the public service employment objectives of the program, coupled with its large national expense, led to a re-evaluation of the program's purpose and ultimately to a fundamental shift in emphasis of Federal Legislation. In 1982, CETA was phased out and a new employment training effort was adopted, the Job Training Partnership Act (JTPA). To give some perspective to the shift, consider that in 1978, CETA was allocated over \$11 billion annually, whereas in 1987, JTPA was allocated about \$3.2 billion (inflation is not factored into this statistic). The public service employment program under CETA received over half of the employment training dollars.

In operating the CETA program, the City established strong networks with other entities with which it contracted to serve its clients. Among those were: Foothill-DeAnza Community College, which provided much of the vocational skills training; Fremont Union High School District, which provided basic skills and some vocational training; various non-profit organizations that provided vocational training and some special programs; and some private-for-profit groups, such as vocational schools, that provided vocational skill training. For the most part, all who provided vocational skills training were responsible for meeting CETA's primary goals, unsubsidized placement in the private sector. Sunnyvale's CETA program was quite successful, at least in part due to the excellence of its contracting agencies and the expanding local labor market, particularly in the electronics manufacturing industry. The entered

13. The City Department of Employment Development (DED) should not be confused with the State Employment Development Department (EDD) which provides employer-funded unemployment insurance, job search workshops and job listings to the unemployed.

employment rate¹⁴ for participation in Sunnyvale's vocational skills training program consistently exceeded 80%, one of the Nation's highest rates.

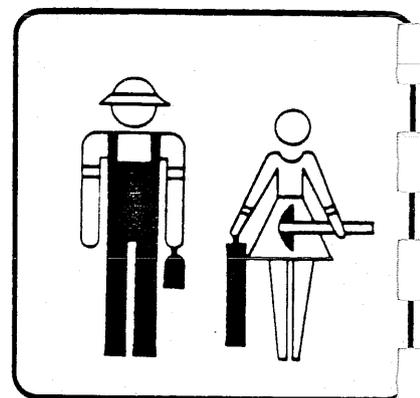
Under CETA, the City served about 325 residents per year in vocational training. Another 450 youths were served in the various youth programs and summer employment.

With the birth of the JTPA in 1982, there occurred a significant change in the emphasis of Federal programs. Public service employment was eliminated. Short-term (3-9 months), vocational skills training for adults leading to unsubsidized employment in the private sector became a primary goal. Youth programs emphasized either obtaining employment or obtaining certain basic competencies that increase future employability. The Federal role was de-emphasized, with the State's Job Training Coordinating Council's being formed to oversee statewide programs. Local Private Industry Councils (PICs), dominated by business representatives, were created which, in partnership with local elected officials, were charged with designing and overseeing the local programs. JTPA focused upon standard measurable performance outcomes, with incentives and sanctions for local programs based upon their relative, measurable success in achieving the designated outcomes.

Another requirement of the new legislation was to increase the size of eligible entities to operate programs from the 100,000 (to operate CETA) to 250,000 population. Faced with the prospect losing local control and responsiveness (having the County being the agency to serve Sunnyvale residents), the City opted to form a consortium of six cities¹⁵ as its service base, with the City continuing to serve as the administrative agency for the program. This assured that Sunnyvale and its neighboring cities would

14. Entered employment rate is a statistical measurement to evaluate the effectiveness of a program. An entered employment rate of 80% means that 80% of the participants who started with training ended with a job as a result.

15. Sunnyvale, Santa Clara, Mt. View, Palo Alto, Los Altos and Cupertino. This constitutes a Service Delivery Area, or SDA, of which there are 51 in California.



receive appropriate job training resources and a high level of service specifically designed to address the unique employment and training needs of its workforce, residents and employees.

The North Valley Job Training Consortium (NOVA) was founded in October, 1983. NOVA is administered by the City's Department of Employment Development. Under the policy guidance of both its 18-member PIC and the Sunnyvale City Council, it serves the 400,000 plus residents who live within its service area. The program and its services have expanded in scope, such that in 1988 the program provided the following services:

- o Assessment of training needs, career options and basic skills needs;
- o Vocational skills training for unsubsidized jobs in the private sector;
- o On-the-job training provided directly by private employers, leading to an unsubsidized job;
- o Direct placement for jobs in the private sector;
- o A year-round youth employment office, specializing in placing youth in temporary and full-time jobs;
- o A summer youth employment program, where youth are placed in the public sector for temporary jobs;
- o A displaced worker unit, that responds to company closures and mass layoffs, providing those individuals with retraining services;
- o A youth program that builds job skill competencies and focuses on those youth most likely to become hard-to-employ;
- o A year-round job placement office for older adults (55 or older), specializing in placing them in temporary and full-time positions in the private sector;

- o Specialized programs directed at serving specific populations, including disabled veterans, handicapped individuals, the homeless, and limited English-speaking;
- o A small-business assistance center for local employers that provides expertise in business start-up and expansion; and
- o A foundation funded by private sector companies that creates employment opportunities for youth at public agencies.

As noted earlier, JTPA contains two elements not found in previous job training legislation: national criteria for assessing individual program performance and a performance-based "reward" system that awards additional funds to SDAs that achieve their goals.

Each year the Secretary of Labor establishes national performance standards for seven pre-determined measures. States adjust these standards to take into account local factors, including the characteristics of the clients to be served, the length of time needed to train the clients and local economic conditions. The intent of this process is to arrive at a set of standards to assess performance that is equitable for all SDAs, yet still responsive to local factors that affect performance, i.e. area wages, unemployment rates, and percentage of clients from groups traditionally "hard-to-serve."

At the end of the program year the State evaluates each SDA's performance for that year. Based upon how successful they've been in meeting their standards, SDAs are awarded additional funds to offer more employment training services.

For its first four years of operation, NOVA surpassed all of the performance standards established by the Federal and State governments. Only two Service Delivery Areas (SDAs) out of the 51 in California can make this claim, and NOVA accomplished this even though it has one of the highest sets of standards to meet in the nation. NOVA's Planned and Actual performance for FY 1987 (July, 1986 - June, 1987) can be viewed in the following charts.

Ref: Action Statement
5.1F.1f

Figure 3-6. Performance Standards: Comparison of Actual to Plan Performance for FY 1987

	<u>NOVA's Goal</u>	<u>FY 1987 Actual</u>
<u>Adult Average Wage Placement</u>	\$5.70	\$6.43
<u>Youth Positive Termination Rate</u>	74%	83%
<u>Cost Per Outcome</u>		
Adult Entered Employment	\$5,050	\$1,978
Youth Positive Termination	\$4,462	\$1,274
<u>Entered Employment Rate</u>		
All Adults	68%	72%
Adult Welfare Recipients	58%	72%
All Youth	42%	75%

NOVA's reward for its success has resulted in additional funding for North Santa Clara County. These funds have been used to offer more comprehensive services to the community.

NOVA received national recognition in 1986 for its exemplary performance and was selected by the National Alliance of Business as one of three "Outstanding Service Delivery Areas" in the nation. In 1987, NOVA was the only California SDA to be nominated by the Governor for the prestigious "President's Award," which recognizes the best programs nationwide.

In spite of its success, the future of the NOVA program is in question. The primary reason is that the funding formula, which allocates the basic grants to local service areas, is heavily based upon unemployment rates. This emphasis in the formula does not take into consideration the actual numbers of people who need employment and training services; rather, it allocates higher and higher proportions of the fund to areas suffering from high unemployment regardless of whether the local economy can even provide a job for those out of work.

Because Sunnyvale and its surrounding communities enjoy a relatively low unemployment rate (below 3.5% in 1987 and 1988), NOVA receives a very small portion

Ref: Action Statement
5.H.2c

of the considerably reduced Federal allocation for employment training. The City and the PIC have adopted a strong lobbying position to change the formula to appropriately recognize those who are in need of the funds. However, to date, only minor adjustments to the law have been achieved.

NOVA has been able to compete successfully for several additional grants, primarily to serve displaced workers. These additional resources have enabled NOVA to offer a cost-effective range of services that substantiate the administrative effort needed to manage such a program. Should a future year's funding decline significantly from the \$2.5 million that the City now receives, the City and its five partners may be faced with reorganizing the manner in which employment and training services are provided to North Santa Clara County. A possible outcome would be to revert the administration of the programs to the County JTPA.¹⁶

Ref: Action Statement
5.1F.1g

The City continues to support heavy private sector involvement in the program. This means maintaining the concept of the Private Industry Council dominated by business and amending JTPA to require similar dominance for the State Job Training Coordinating Council, which oversees the state-wide operation. The City is opposed to legislation that would splinter the responsibility for job training on a state-wide or national basis, preferring that allocated funds be under the control of Private Industry Councils and local governments.

Ref: Policy 5.1F.2

16. The City has a policy that the City will assume the direct delivery of services if funds targeted for that purpose are available and if the City can provide the services cost-effectively. If federal funds are not available in sufficient amounts to pay for the administration of the program without City subsidy, the policy indicates that the City would no longer participate as a direct provider of the service.

CHAPTER FOUR

HEALTH CARE AND SOCIAL SERVICES

Health and social services are provided by a vast network of institutions and agencies. These include federal and state governments, local government, non-profit agencies and private-for-profit agencies. Cities are generally minor but important players in the provision of such services. Cities in California traditionally provide few health and social services directly, but often support community agencies that do. Cities also provide services, such as recreational services, that are therapeutic in nature and deal indirectly with health and social needs. For example, senior centers provide for a variety of services to meet the needs of the senior population.

This chapter of the Element contains a general discussion of health and social services. Though health services and social services are distinguished in this chapter for purposes of discussion, they are interrelated and overlapping. Key issues and trends that have policy implications for the City are also isolated. They were selected because they have been either a topic of on-going policy discussion (e.g., child care) or they represent significant trends that require complex solutions and affect several City service areas (e.g., senior services). There are additional significant health and social issues that are not addressed in this discussion because they do not fall into the above categories.

The current and emerging issues highlights are the following:

- o Crisis Intervention and Emergency Services
- o Single Parent Families and Childcare Services
- o Substance Abuse/Counseling Services
- o Homeless/Housing Services
- o Refugee Services
- o Senior Services
- o AIDS Disease
- o At-Risk Youth

I. HEALTH CARE

In the past twenty years, health care has improved nationwide to the extent that Americans are living longer, the mortality rate has been drastically reduced, and deaths from certain diseases have dramatically decreased. Health care is one of the country's leading growth industries. This expansion began immediately after World War II when federal and state governments began turning attention to providing their population with health and social benefits that previously had been viewed as luxuries or available only to the wealthy.

In 1950, 4.4% of the Gross National Product was spent on health care. 1984 estimates show that one out of every ten dollars spent is for health services.

This significant change during post-war years has been due in part to increased medical insurance. Insurance coverage, practically unheard of before World War II, has made it possible for millions of Americans to receive adequate and above adequate medical care regardless of their income level. It has also guaranteed physicians and health care providers with an insured income despite the income level of their clientele. In an effort to spread benefits of health insurance to a broader spectrum of the population, Medicare and Medicaid were signed into law in 1965. These programs established government health insurance funding for the elderly and poor, two segments of the population who normally could not afford the costs of insurance. This expenditure has been instrumental in improving health care for a large number of Americans.

With assurance of payment and little financial harm to the patient, many health care providers were encouraged through the Medicare and Medicaid system to use facilities and medical expertise without questioning the practicality or frugality of such decisions. Patients, unburdened of medical care costs, sought assistance more often and for less serious conditions. These factors work together to put medical care costs out of reach for the average citizen who does not have medical insurance.

In many cases, even those with medical insurance find their coverage insufficient in the face of prolonged hospitalization or catastrophic illness. Medicare and Medicaid have increased in scope, covering a number of health care services that, if not provided, would leave victims with a choice between poverty or medical treatment. With increased life spans and the elderly population growing, these programs have put a strain on the Federal, State, and County budgets.

Health care costs, especially hospitalization, are high. Most financial needs are met by insurance, Medicare or Medicaid. However, cut-backs in these programs have made local health care facilities search for alternatives that offer both cost effective treatment and quality care. One administrator pointed out that there are many retired people on fixed incomes whose medical benefits have not kept up with recent costs. These individuals are the people most in need of health care, but least likely to be able to afford it.

Reform has been underway for several years to trim costs. These reform measures have been instituted by state government and private insurance carriers in an attempt to reign-in rapidly escalating health care costs. This has had considerable effect upon the health care market, as care facilities have recently become much more cost-conscious and competitive since consumers are now often required to pay the excess costs (beyond subsidies or premiums).

A. Area Health Care Services

Sunnyvale residents have the benefit of living in close proximity to internationally recognized medical facilities such as Stanford University Hospital. Area hospitals and care providers offer all facets of health care and exist within a reasonable distance from Sunnyvale.

Located in San Jose, Santa Clara Valley Medical Center is the only public hospital in the County providing care to anyone in need, regardless of ability to pay. SCVMC is also a major provider of tertiary services, such as burn, trauma, spinal cord injury care, level III neonatal care and other specialized treatment. SCVMC is either the only provider of these services in the County, or is one of two (Stanford being the other). Finally, the medical center is a teaching hospital fully affiliated with Stanford Medical School and has its own free-standing medical education programs as well.

El Camino Hospital in Mountain View is the closest full-care hospital in the Sunnyvale area. With 468 beds, special care nursery, acute care center, mental health facility, dialysis unit, and chemical dependency unit, El Camino is capable of meeting most medical needs and is widely recognized as one of the Bay Area's best hospital facilities. Built in 1957, El Camino Hospital is a private, non-profit institution with an elected board. The District boundaries are in the cities of Mt. View, Sunnyvale, Los Altos, Los Altos Hills and part of Cupertino. About 35% of its funding comes through medicare and medical. The vast majority of its revenue is from insurance payments for patient services. Two-percent of the funding comes from the County.



El Camino has developed a master plan to modernize and expand its facilities. The changes are oriented to the changing needs of consumers and changing medical practices, with an emphasis upon outpatient versus inpatient services. The master plan includes development of a YMCA facility on site and the construction of a new ambulatory services building for outpatient surgery. The entire facility is to be modernized.

Nearly 53% of the discharges of Sunnyvale residents from area hospitals are from El Camino Hospital, and Sunnyvale's residents are about 27 percent of El Camino Hospital's discharges. Ten percent of Sunnyvale residents are discharged from Stanford Hospital; nearly 7 percent from Valley Medical Center; about 4 percent from O'Connor Hospital; and about 3 percent from Good Samaritan.

The largest health care provider within Sunnyvale is the Sunnyvale Medical Clinic. The main clinic on Old San Francisco Road staffs 43 physicians representing 15 major areas of medicine. With approximately 250 employees, it is also a major employer in Sunnyvale. The Clinic provides urgent care (no appointment/non-life threatening), minor surgery, medical and specialist consultation, and health education through the Clinic's active Speaker's Bureau. In addition, the Clinic has an Occupational Health Division specializing in high-tech industrial health care.

Neither El Camino Hospital nor Sunnyvale Medical Clinic provide services for Medi-Cal patients other than emergency cases. This necessitates the patient travelling to Santa Clara Valley Medical Center in

San Jose, the nearest medical facility accepting MediCal patients.

Listed below are other clinics and convalescent hospitals located within Sunnyvale:

- Fair Oaks Alcohol Treatment
- Family Planning Alternatives
- Hy-land Convalescent Hospital
- Idylewood Convalescent Hospital
- Mid-Peninsula Psychiatric Medical Clinic
- Palmer College of Chiropractic - West
- Peninsula Industrial Medical Clinic
- Santa Clara Valley Ear, Nose and Throat Clinic
- Sunnyvale Convalescent Hospital
- Sunnyvale Minor Emergency and Family Medical Center

Also in the vicinity is Kaiser Hospital, a health maintenance organization (HMO). Located in Santa Clara, Kaiser offers a full range of medical care services to its membership.

In 1985, the average cost of one day hospitalization in Santa Clara County was \$1,000, and the average hospital discharge cost was \$5,500. These expenses have led local clinics and El Camino Hospital to encourage doctors and patients to use out-patient alternatives, same-day surgery and discharge as alternatives to more traditional hospitalization.

County Public Health provides services to Sunnyvale through public health nurses. Their position entails education into health care and specifically child care. They provide follow-up programs for premature infants, handicapped children, victims of chronic illnesses, and senior citizens.

Included in the context of health care services is the availability of emergency medical services. Emergency medical services in Sunnyvale are provided by the County through a County-wide Emergency Medical System, which began operation in 1979. In response to medical emergencies, City fire services personnel are dispatched to the scene to provide immediate care, and are usually on the scene within 4 minutes. Simultaneous to the dispatching of a fire unit, paramedics are also dispatched by the Santa Clara County Communications Center, which conducts all EMS dispatches. Paramedics from SCV/Paramedic Services, the firm that serves the north county area, are housed at Sunnyvale's Fire Station #1 at Mathilda

and California Avenues under a contracted agreement with the City. (Refer to the Fire Services Sub-element for more information.)

In addition to the major health care services, the City is well-served by a vast number of private doctors, dentists, pharmacists and other health care professionals who have offices located in Sunnyvale itself. A large medical complex is located at the corner of Fremont and Mary and another smaller one located at Remington and El Camino.

B. Major Health Care Issues

In speaking with health care professionals, the following issues arose with special significance for health care in this area.

Of the 100,000 different individuals served by SCV.MC clinic and hospital services each year, approximately one-third are uninsured. On any given day, 20% of the patients hospitalized at SCV.MC are uninsured. Nearly 50% of all visits to SCV.MC's 5 clinic sites are uninsured patients. In FY 88/89 SCV.MC projects a cost of \$49 million for these patients, while State payments for the care amounts to about \$21 million. The remainder is made up through payments for other services, primarily through the County General Fund.

If such trends continue, the burden of indigent patient care will grow larger each year until SCV.MC is unable to maintain its open door policy and specialty services.

Ref: Policy 5.1G.3

A major health care issue is the shortage of skilled nursing. According to a source at the El Camino Hospital, there are now more women enrolled in medical programs than in skilled nursing programs. There is already a nursing shortage, and current trends do not bode well for the future. This could have an effect on the quality of medical care available. It also seems inevitable that nurses' salaries will rise significantly in the future, therefore contributing to the rapidly increasing costs of hospital services. It is also for this reason that hospitals are emphasizing more outpatient care services.

A problem unique to this area is high-tech industrial health care. According to State Bureau of Labor Statistics, incidence of occupational illness in the electronics industry is three times that of other California manufacturing. But, statistics indicate, less money is spent on worker health and safety in



electronics than any other sector of industry. The reason for this appears to be, that until recently, high-tech industries were seen as "clean" working places. This conception has been re-evaluated in light of statistics showing high incidence of claims against high-tech industries. Nearly 400 claims are filed each month in Santa Clara County against high-tech firms for employee injuries, and damage awards total in the millions. Most common law suits involve spinal and inhalation injuries. Repetitive work on the assembly line contributes to degenerative spinal disease. Improper lifting procedures and ignorance of skeletal function, contributes to acute and chronic disorders.

Those dealing with worker's compensation programs within area businesses are concerned with what they believe are loopholes in laws designed to protect employees. These make it difficult to determine whether the alleged injury is worthy of compensation and to what degree compensation should be awarded. The City Council has long supported reform to workers compensation laws to better meet the needs of those who are legitimately injured and eliminating the potential for abuse.

Drug abuse among high-tech workers is estimated to affect 15% of the labor force, 10% above the national average. Health care facilities in the area have instituted programs for dealing with drug dependencies and educational/preventive programs through organizational consulting within the area businesses. This is dealt with in more detail Section VI of this Chapter.

Another major health issue is the AIDS epidemic. The projections of those who will contract the virus vary considerably, but it is undoubtedly one of the major health issues of the 1980's. It can be expected that if and when the epidemic spreads there will be more and more pressure on local government to intervene in some way. This issue is discussed in detail in Section VII of this Chapter.

C. Conclusion

Sunnyvale residents have abundant sources of health care facilities within a fifteen minute traveling radius. However, the fact that Sunnyvale does not have a full-service hospital within City limits has brought concern by some residents worried that quality health care is unavailable. According to health care professionals interviewed, this is not an issue due to

the short transport time from Sunnyvale to El Camino Hospital. Kaiser Hospital, located in Santa Clara, also serves those who are covered under the Kaiser plan. In addition, hospitals within Santa Clara County are operating below capacity and another hospital in the area would compete in a detrimental way. Services offered by local clinics provide most health care that would have been provided exclusively by a hospital ten years ago before economic and practical concerns demanded other health care alternatives.

Though cities have an interest in assuring that health care needs of their residents are met, State and County agencies are vested with the legal responsibilities for providing and monitoring health services. These health services are directly provided by a vast array of private-for-profit, private non-profit and government-funded agencies. It would be unusual for a city in California to be involved directly providing health services, though cities will often advocate to have special needs met and may even provide incentives to attract providers and programs.

Ref: Goal 5.1G
Ref: Policy 5.1H.10

While the City itself is not in the health care business, it should support measures that will address overall health care quality. Two pressing issues appear to be the skilled nursing shortage and indigent care.

There are a number of health care issues that are more or less unique to Sunnyvale and its neighbors, in large part due to the large population of older adults, the high proportion of single-parent families and the heavier concentration of industry in the community. These needs will continue to shape the service demands of the medical community.

II. SOCIAL SERVICES

Numerous social services are offered Sunnyvale residents through Federal, State, County and locally funded programs. The United Way of Santa Clara County bi-annually compiles an inventory, Directory of Human Services that is the most current and comprehensive County inventory of human services provided. It includes government and non-profit organizations which provide health, education, recreation or social services in Santa Clara County. Using the State's Classification system, United Way defines human services in its directory. The classifications are as follows:

- Adult Protection and Care Services
- Alcoholism Services
- Child Protection and Care Services
- Commodity Services
- Community and Senior Centers
- Community Services
- Crisis Intervention and Hot Line Services
- Day Care (Children) Services
- Developmental Disabilities Services
- Drug Abuse Services
- Education Services
- Emergency Services
- Employment/Training Services
- Family Planning/Pregnancy/Child Birth
- Financial Assistance and Counseling Services
- Handicap Services
- Health Services
- Hospitals and Clinics
- Housing Services
- Individual and Family Development Services
- Information and Referral Services
- Legal and Criminal Justice Services
- Mental Health Services
- Military and Veterans Services
- Recreation/Leisure Services
- Social Group Adjustment Services
- Transportation Services
- Volunteer Services

This list provides some idea of the scope of programs available. Within each grouping are numerous

agencies, associations or organizations providing services to County and Sunnyvale residents.

Santa Clara County is the primary provider of social services in the County. The Santa Clara County Department of Social Services administers public assistance, social service and employment-related programs governed by federal, state and county laws and regulations. The Department's mission is to deliver the highest quality services to the community and to provide those services equally to all its clients in a prompt, dignified and efficient manner.



The Department is composed of approximately 1700 employees. Services are provided through three major programs: 1) Social Services Administration; 2) Job Training Partnership Act Administration; and 3) Nutrition Services. The Department monitors additional services provided by 23 social service organizations which receive funding through county contracts.

Major county social service programs include:

Social Services Administration

Social Services Administration division contains many of the department's primary programs including:

- income maintenance programs such as Aid to Families with Dependent Children (AFDC), general assistance, MediCal and food stamps;
- protective services for children and adults, adoptions and child care projects and foster care licensing; and
- employment-related services including the Greater Avenues to Independence (GAIN) program, refugee employment services, the general assistance work program and food stamp employment training.

Approximately 95,000 persons receive some type of financial assistance each month, 13,700 children, families and adults receive social services each month. The GAIN program expects to serve 9,100 AFDC participants in FY 89.

Job Training Partnership Act Administration (JTPA)

This division administers federal and state grant funds under JTPA and state vocational education aimed at providing employment and training assistance to disadvantaged adults, youth and displaced workers. The division administers several employment programs including: the Summer Youth Employment Program, Career Opportunity Program for Youth, the Vocational Education Program, Older Workers Program and employment training programs for veterans and displaced persons. The JTPA division also provides contracted services for the GAIN Program. The division's programs are 100% federally funded.

Nutrition Services

This division provides meals for senior citizens. An average of 2,849 meals are served each weekday at 26 different sites. Meals are also delivered to persons unable to travel. Division staff administer subcontracts, monitor sites and provide training for nutrition site staff. Additional services are provided to senior citizens participating in the program including nutrition education and assessment and referral for those in need of social services.

Perhaps the key social service agency located in Sunnyvale is Sunnyvale Community Services, which is housed rent-free at the City's Multi-Purpose Senior Center. This agency is designated by United Way to provide county-wide resources and referral services and certain specialized services for low-income clients. Sunnyvale Community Services works in very close cooperation with the City's own programs with common clients. Sunnyvale Community Services also makes translation services available to the City as needed.

United Way, Inc. is a national charitable organization that organizes local chapters in each community. United Way of Santa Clara includes the services area of Santa Clara County. It organizes a County-wide fund-raising drive in order to raise funds to support identified community priorities, particularly the area of social services. In 1987, United Way raised about \$21.5 million a year for such purposes. It develops short and long-range plans to address identified human

Ref: Action Statement
5.1H.10d

Ref: Action Statement
5.1H.10b

services needs, funds organizations that address these needs, monitors the performance of those organizations and performs special studies.

Social services are provided by a myriad of public and private agencies. Often, these services are directly provided by non-profit agencies organized to provide services in limited service areas. They frequently receive funds from many sources, including federal, state, county, United Way, cities and/or fund-raising efforts. Santa Clara County and United Way tend to be the "gatekeepers" of social services (as well as health services) in this county, as they develop county-wide services plans to address human service needs. Where County funding for human services is limited, the United Way attempts to identify and address unmet and unfunded human services needs through its funding strategies. The County has adopted the policy (at least in part due to funding constraints) that it will provide funding for many social services to serve unincorporated County areas, while leaving the service to others up to local communities. United Way has taken county-wide leadership to identify these needs and provide financial support where possible in order to meet its county-wide service goals.

Ref: Action Statement
5.1H.10b

Individual communities, such as Sunnyvale become a third key source of funding for service agencies that provide services that are important to the given community. Often, the funding is provided in order to augment funding from other sources and assure that adequate financial support is provided to these agencies. Each city operates under different policies, but the end result is that agencies that are deemed to provide critical services to a city usually receive some city funding.

The City funds several organizations that provide social services directly to Sunnyvale residents. These programs are operated by non-profit agencies and are funded under the City's "Outside Group Funding Policy" which is described in detail in Chapter Five. All of the programs listed below have been funded for several continuous years, and continued future funding for most of these programs is likely. In addition to these, the City has funded a number of seed programs and special projects where funding was provided for a year or two, then terminated in accordance with the initial funding plan. An FY 1987/88 listing and description of these programs follows:

Ref: Policy 5.1I.3

Ref: Goal 5.1K

1. Mid-Peninsula Citizens for Fair Housing, Inc. was funded by the City in FY 87/88 for \$31,312. Its clients are persons experiencing racial, sex or age discrimination in buying or renting housing units. The program annually receives approximately 500 requests for information and referral, of which at least 55 will be converted to cases that will be investigated. The program offers housing discrimination information, investigation of complaints, follow-up, counseling, legal referrals, and a comprehensive monitoring program to identify fair housing violations.
2. Emergency Housing Consortium, Inc. was funded in the amount of \$27,160 in FY 87/88. The program is funded for the purpose of providing temporary shelter and support services, including meals (2 daily for adults and 3 for children), assistance with bus passes, clothes and furniture to homeless individuals. The City pays for 2750 bednights for Sunnyvale clients. Clients receive tenant training, in-house school programs, relocation assistance, on-site medical care, substance abuse counseling, job development assistance and personal counseling.
3. Project Match, Senior Shared Housing, Inc. was awarded \$11,867 by the City in FY 87/88. It serves low and moderate income clients who are 60+ years of age. It also arranges shared housing for senior and low income adults to help prevent or postpone institutionalization. The program annually helps match about 75 Sunnyvale families and provide information and referral to approximately 350 Sunnyvale residents.
4. Catholic Charities of Santa Clara County - Shared Housing, Inc. was funded in the amount of \$11,707 in FY 87/88 for the purpose of providing shared housing services for single-parent families and individuals. The program "matches" clients seeking housing with existing tenants and property owners. About 45 sunnyvale families are matched annually through this program.
5. Food Bank Inc. of Santa Clara County/Operation Brown Bag was allocated \$3856 by the City in FY 87/88. The program serves people who are 60+ years of age or



disabled. It provides weekly food supplements in the form of a bag of fruits, vegetables and other nutritional foods. The program serves about 255 Sunnyvale clients annually.

6. Senior Nutrition Program was allocated \$10,400 by the City in FY 87/88. The program provides supplemental meals for Santa Clara County's senior citizens who are 60 years of age or older and their spouses. The Sunnyvale site serves noon meals for 200 people 250 days per year. There are approximately 1000 Sunnyvale clients.
7. Mid-Peninsula Support Network was allocated \$33,798 by the City in FY 87/88. Victims of domestic violence and their families are served with emergency shelter, family counseling and legal guidance, community education and training programs. About 250 Sunnyvale clients are served annually by this program. It is a 24 hour, 7 days-a-week residential facility. Clients are provided with full support services during an average stay of 30 nights, food for the first three days, crisis and emergency services and temporary placement in homes.
8. Social Advocates for Youth (SAY), Inc. and Bill Wilson Center were allocated \$21,960 in FY 87/88. This joint program provided by these two agencies (coordinated by SALA) works in conjunction with Sunnyvale Public Safety and local high schools on a referral basis to provide counseling for Sunnyvale's youth and their families, in an attempt to reduce juvenile crimes, unexcused school absences and chemical abuse. The program also provides a facility to house serious cases and serves 250 Sunnyvale clients a year.
9. Sunnyvale Community Services, Inc. was funded in the amount of \$8000 in FY 87/88. This agency is a multi-service community-based organization that provides an array of social services for low-income clients. Services include providing information and referral and direct social services such as needs assessment, advocacy, translation, emergency assistance, escorted transportation and social/cultural adjustment services. This agency serves 12,500 clients per year.

Sunnyvale Community Services works in close cooperation with the City in various City programs, including seniors programs, job training, recreation and public safety.

10. Senior Day Care Program The City entered into a long-term agreement to have the agency operate a Senior Day Care Program in Sunnyvale beginning in 1988, with the City subsidizing the program at about \$30,000 a year. It is estimated that this new program will serve 35 Sunnyvale seniors per year.
11. Senior Adults Legal Assistance (SALA) was funded in the amount of \$7019 in FY 87/88. Operating once a week from the Senior Multi-Purpose Center, SALA's services are targeted to low income, disabled and/or socially isolated senior adults aged 60 years or older. SALA provides civil legal services including referral, consultation and legal representation in court or at administrative proceedings. SALA serves about 250 Sunnyvale clients per year.
12. Catholic Charities of Santa Clara County - Ombudsman was funded in FY 87/88 in the amount of \$6128. This program provides advocacy services to institutionalized seniors by investigating complaints and educating the elderly about patient rights. The program monitors the implementation of state and federal laws/regulations governing long term care facilities for the aged. This program serves 350 Sunnyvale clients per year who reside in either skilled nursing facilities or residential facilities.

The agencies listed with which the City contracts for services do not represent the complete scope of social services that the City directly or indirectly provides. Rather, these agencies tend to represent constituencies that have identified the need for services not ordinarily provided directly by the City and have been able to substantiate their cases that the services they provide are compatible or augment existing City goals and objectives. The City also has a number of on-going programs that address social (and to some extent, health) needs.

The most prominent programs that are operated directly by the City that are oriented to meeting human service needs include the NOVA program and

the Multi-purpose Senior Center. The NOVA Job Training program was described at length in Chapter Two. The Senior Multi-purpose program offers a comprehensive set of services oriented to the senior population of Sunnyvale. The services provided by the Multi-purpose Senior Center are described in Section V of this chapter.

In addition, the City also is directly and indirectly involved in providing services through other programs, including programs provided through Recreation Division, Public Safety Department and Housing Division, although these programs are not generally thought of as "human services." Often the City also takes on a strong advocacy role with other agencies to assure that the needs of Sunnyvale residents are addressed by their programs and services.

III. CRISIS INTERVENTION / EMERGENCY SERVICES

Crisis is defined as an acute problem that reaches proportions that become unmanageable by usual means. Outside intervention programs provide alternatives to isolation during crises. Such programs meet an immediate need; however, it is well recognized that crisis situations are only above-the-surface indications of problems with a more chronic history. With this in mind, most Santa Clara County crisis intervention programs offer immediate assistance along with referrals for long-term counseling or care.

The United Way of Santa Clara County compiled an extensive list of crisis and emergency service agencies, funded privately and/or by the government. Below are the service areas currently available to Sunnyvale residents. These programs operate as hot lines that are in operation (in most cases) 24 hours a day, 7 days a week. Upon calling one of these programs, a person is given help and information at a crucial time. In addition, follow-up services are included and usually the caller is usually assigned a counselor.

- parental stress
- handicapped
- child protection
- crime (victim/witness)
- domestic violence
- poison
- rape
- shelter
- substance abuse
- suicide
- youth
- pregnancy

Crisis intervention services in almost all service areas are straining to meet the need for services.

There is a need for an inpatient care facility to meet the needs of mentally ill youth. A youth may be referred for mental health diagnosis when he/she either comes through the criminal justice route or is a runaway. Children who are in need of mental health care,

but who do not commit a crime or run-away, have no access to a program that can offer the type of help they need. A parent making a referral cannot expect any help beyond short-term counseling.

As noted in a previous section, the City provides direct funding to several groups whose services include crisis intervention. These groups include: Mid-Peninsula Support Network, serving victims of domestic violence; Sunnyvale Community Services, a full-service community agency providing immediate financial assistance and referrals to people who are in immediate need; Social Advocates for Youth/Bill Wilson Center, providing counselling services to youth and their families; and Emergency Housing Consortium, providing emergency housing services for homeless individuals.

The Public Safety Department is usually the first point of contact for persons requiring crisis intervention services. As part of their regular training, Public Safety Officers receive skills training on proper techniques in handling crisis situations, and information about available social agencies that can provide intervention services. Most first-time referrals received by the listed social agencies come as a result of information provided by Public Safety.

The cost of providing crisis intervention services is high. There is a growing effort to attempt to find ways to intervene early-on, before problems reach crisis proportions. For example, educators, social service and health officials see a need to identify potential at-risk youth before their problems result in crisis.

Public Safety Department personnel are very involved with Sunnyvale schools in assisting with the provision of programs that address early intervention and prevention of crisis for at-risk youth. These efforts should be continued in the future.



Ref: Policy 5.1H.4

IV. SINGLE PARENT FAMILIES AND CHIDCARE SERVICES

In the United States today, the traditional family (two parents with the father as financial support) accounts for less than 10% of all households. More than two-thirds of all women ages 15 to 54 are in the labor force nationwide. This radical change in lifestyles among Americans has been the result of trends such as women entering the workforce in larger numbers, a high divorce rate and a high rate of unwed mothers. Two out of every 5 marriages end in divorce. The rate of single parents who were never married has doubled in the last twenty-five years.

When the nuclear family replaced the extended family as the dominant prototype of American households, sociologists and psychologists warned that the result would be breakdown of emotional support systems. With the increasing prevalence of the single-parent family, support in all areas of the parent's and children's lives is decreased even more. The financial, emotional, child rearing and responsibility-sharing that occurred within the extended and nuclear family is difficult to replace. In many cases, public programs are asked to play this role. This is evidenced by the number of children receiving AFDC (Aid for Families with Dependent Children) payments: eight million nationwide. The majority of recipients are children of single parents.

Social services offering support in areas other than financial, are few. This is due in part to the multiple and diverse needs of single-parent families which are headed by both men and women, but more predominantly by women. This has led some researchers and planners to consider the dilemmas of single-parent families to be women's issues. This is misleading in some respects. However, it is usually the mother to whom child-rearing responsibility falls in our society, and it is well documented that women as a group earn considerably less than men as a group. More than ever before, the responsibility for child rearing is a major economic drain for a parent. Federal government statistics show that two out of three poor adults are women and that