



August 7, 2024

Napa County Civil Grand Jury
1754 Second Street, Suite D
Napa, CA 94559

RE: Napa Valley Unified School District Response to Napa County Grand Jury Final Report *Hitting the Reset Button: Addressing Gangs in Napa County* (April 10, 2024)

Napa County Civil Grand Jury:

The Napa Valley Unified School District (“District” or “NVUSD”) did not receive any formal notice from the Napa County Grand Jury (“Jury”) regarding the completion of the above-referenced Final Report (“Report”). When the Report came to our attention several weeks ago, we noted that while our response was not formally requested by anyone, the Report itself indicated that the District was invited to respond, in particular as to Recommendations 1, 2, 3, 4 and 7. See page 22 of the Report. The District would like to take advantage of the opportunity to provide pertinent information and responses to findings and recommendations relating to District operations.

Findings.

Two of the Jury’s findings, set forth below, contain false or misleading information in connection with District programs and services.

F4. The Jury found that despite it having been proved to be successful, vocational curriculum has been eliminated within the NVUSD.

The District disagrees with this finding. The District has ***not*** eliminated its vocational curriculum. The District’s vocational curriculum offerings have been relabeled as Career Technical Education or “CTE,” and as described in more detail below, the District has extensive offerings for students at ***all*** of the District’s high schools.

F5. The Jury found that Napa County has little to no after-school activities for teens and preteens. There is a need for organized free programs, including sports and other after-school activities.

The District disagrees with this finding in part. While the District agrees that more after-school activities are needed throughout the County, as described in more detail below, the District offers a number of organized free programs, including sports and other after-school activities at every single school in the District.

Recommendations.

We begin by noting that many of the Jury's recommendations are directed to both the District and the Napa County Office of Education as though they are either one entity or equivalent entities. Please note that the District and the Napa County Office of Education are separate, independent agencies that have complementary, but very distinct roles. The Napa County Office of Education essentially serves as a regional educational support and oversight agency, with some limited programming for students, primarily focusing on students with special needs and in the juvenile justice system. The District is responsible for the day-to-day education and curriculum at the ground level, and for meeting the specific needs of all students in the District. We will allow the Napa County Office of Education to speak for itself, as they were also invited to respond, and focus only on programs and services offered by the District.

Recommendation Concerning the Youth Legacy Program. In addition to the broad formal recommendations at the end of the Report, on page 2 of the Report, the Jury specifically recommended the:

- “Reestablishment of a youth intervention program like Legacy, starting with students in the 5th grade”

While the District appreciates the intentions behind the recommendation for youth intervention programs and will continue to support youth intervention and wellness programs for students at all grade levels, as set forth in more detail below, the specific recommendation that the District should implement a program “like Legacy” is problematic because there are many aspects of its program design that cannot and should not **ever** be repeated. The decision to close the Legacy Youth Project (“Legacy”) came after review of many concerns.

First, Legacy was never, and has never been, run as a non-profit organization and its initial development in the District was tainted by egregious conflicts of interest. A collection of individuals founded and profited from the Legacy project and for some years now, it has been registered as a for-profit limited liability company. One of its primary founders is former NVUSD Board of Education member Carlos Hagedorn. He advocated for the program to be implemented in the District and immediately benefited financially from the implementation because he received a salary as an instructor for the program in the District while he was also a sitting Board of Education member. At the time the program was canceled, the program was serving approximately 100 students per year (out of NVUSD's more than 16,000 students) at a cost of approximately \$250,000 per year. Most shockingly, all of the program's instructors, including Mr. Hagedorn, lacked the required credentials to actually teach K12 students. Upon review, the District unfortunately learned that what was once a grassroots effort to disrupt

barriers for our most promising youth, never evolved into a legitimate, sustainable program. In short, the design and execution of this program was not replicable on a larger scale, nor did it follow legal and compliance guidelines.

While we recognize the need for intervention, support and wellness programs and services, it would be irresponsible to spend hundreds of thousands of taxpayer funds on a program “like Legacy,” whose history in our District was characterized by a very dubious and questionable design and very limited reach in terms of students served.

R1. By December 31, 2024, Napa Valley Unified School District and Napa County Office of Education will implement programs that focus on elementary and middle schools with gang prevention and parental education programs.

The District already offers a wide range of curricular and community resources to students and their families to educate, intervene, and support students so that they make good choices in their lives, resist the allure of gangs, and are able to focus on their future goals, including college and vocational careers. The following summarizes existing programs, partnerships and parental education programs that were offered in 2023-2024 and which will continue in 2024-2025. We are always open to additional opportunities and partnerships with not only the Napa County Office of Education but other community organizations and groups.

Prevention and Intervention Services Impacting Students and Families

- **Positive Behavior Intervention and Support:** All school sites participated in a relaunch of Positive Behavior Intervention Support (“PBIS”) in August 2023. PBIS is an evidence-based, tiered framework for supporting students’ behavioral, academic, social, emotional, and mental health. When implemented with fidelity, PBIS improves social-emotional competence, academic success, and school climate. It also improves teacher health and well-being. It is a way to create positive, predictable, equitable, and safe learning environments where everyone thrives.
- **Social Emotional Learning:** To support our students on their educational journey we have a multi-faceted approach to social-emotional learning (“SEL”).
 - At the elementary level, curriculum such as the TOOLBOX Project, Second Step, and Building Effective Schools Together (“BEST”) all support children in understanding and managing their emotional, social, and academic success by uncovering human capacities that reside within all of us.
 - In the middle grades, the Second Step Middle School program provides schools with a common language that helps everyone reinforce social-emotional skills and concepts throughout the school day. These skills are taught and supported through the Advisory period.
- **Wellness Centers:** Seven campuses now house Wellness Centers, including the four middle schools: American Canyon Middle School, Redwood Middle School, Silverado Middle School, and Unidos Middle School. Wellness counselors and licensed social workers/mental health therapists are available to support students; outside referrals are also made as needed. Youth Outreach Coordinators coordinate services and work in partnership with student leaders to

design and facilitate wellness-related events on school sites. Research shows that wellness services result in greater school and student outcomes, including improved academic performance, increased school engagement, reduction in suspensions and expulsions, decreased referrals to Special Education, and increased graduation rates.

- o Our Community Schools also support student wellness. [Story here.](#)
 - o NVUSD partners with Care Solace to support our community's mental health.
- **Partnership with Napa CARES:** District staff are members of Napa Connection and Resilience to Empower Students ("CARES") is a network led by the Napa County Office of Education ("NCOE") that unites non-profits, Local Education Agencies ("LEAs"), and Community-Based Organizations ("CBOs") to enhance school safety by addressing the needs of Napa's youth through holistic, wraparound services. This initiative facilitates effective communication between multiple agencies, resulting in streamlined and increased access to services for youth and their families. By providing individualized support through an intensive case management approach, Napa CARES enhances early intervention and violence prevention. This is achieved by offering youth and families facing challenges a comprehensive "backpack of services" tailored to their unique situations.

Connections with Law Enforcement Agencies

The District has existing collaborative partnerships with local law enforcement agencies, such as our School Resource Officer ("SRO") program, in addition to the Napa County Probation Department, as well as other community organizations and experts that we routinely partner with to provide students with resources and support. This support can be one-on-one, small group, or large group presentations, depending on the need.

Parent Education Programs

NVUSD provides parent education and support to all school sites through the Community and Parent Liaison. The Community & Parent Liaison provides a home to school connection to foster the academic and socio-emotional growth of our students, while providing parents voice and support around parent education, parent engagement, and parent advocacy.

The District's partnership with On the Move supports Family Resources Centers ("FRCs") at McPherson, Napa Junction, Phillips, Shearer, and Snow Elementary Schools. FRCs bridge the gap between home and school. They provide full wrap-around service support for families. FRCs support Parent University which engages parents in school health and wellness efforts and provide parents with the knowledge, skills, and support needed to maintain their children on the path of health, wellness, and academic success. These services are strategically located so that all NVUSD parents/legal guardians can access services provided through the FRCs.

Safe Transportation / Safe Routes to School Program

The District collaborates with the Napa County Bicycle Coalition and participates in the Safe Routes to School Program, which ensures that elementary and middle school students can safely navigate their way to school. Recognizing that not all students are driven to school by their parents due to work commitments, this program addresses and

removes barriers to safe walking and biking. Initiatives such as walking school buses and community rides offer family-friendly opportunities for students to experience biking in a positive, group setting. By promoting these safe routes, we aim to help students avoid potential threats, including gang-related activities in the community.

Youth Development / Leadership Skills Programs

Through partnership, the District provides youth leadership development programs that foster positive relationships, increase healthy choices, and develop leadership skills. These program options foster student engagement and support, which contribute to protective factors such as enhanced self-esteem, improved relationships with peers, teachers and school, and parents/caregivers, and the ability to resist pressures to join gangs while focusing on future goals, including college and vocational careers.

- Mariposa and Bridging Brothers serve over 150 youth across 10 middle and high schools in Napa and American Canyon. Mariposa is a girl empowerment initiative with an emphasis on Latino culture and is implemented in all middle and high schools across the District. Bridging Brothers is a program designed to support young men and aims to be introduced in the coming year at all locations where Mariposa is offered.
- The District partners with On the Move to support The Neighborhood Initiative which aims to build a neighborhood in Napa where every child can claim a future in which all possibilities are real and attainable. We do this by increasing educational outcomes for children and youth, engaging families to empower themselves and their children, and developing community leadership. The most common demographic in the Initiative is first generation Latino children, youth and families. The Initiative runs four core programs on different sites and a common thread linking all of the programs is a “Pipeline of Success” in which each program builds upon the next in order to show the leadership development and growth of the youth over time.
 - Elementary School Leadership Academies at McPherson and Phillips Shearer Elementary Schools and Shearer TK-8 School
 - A Middle School Leadership Academy at Silverado Middle School
 - A High School Leadership Academy at Napa High School
 - Family Resource Centers at both McPherson and Phillips Elementary Schools
- Joven Nobel Con Palabra: Starting in 2024-2025, the District will partner with National Compadres Network and the Napa Valley Education Foundation to provide a three-day in-person training to all NVUSD social workers and counselors. Upon completion, staff will receive the Joven Noble Con Palabra Curriculum Certificate which allows staff to provide a youth leadership development program that supports and guides youth by focusing on the prevention of substance abuse, teen pregnancy, relationship violence, gang prevention and school failure. Napa County Probation Officers will join NVUSD in this training.

New Graduation Requirements Effective Starting in 2024-2025

In October 2021, the state of California passed [AB101](#) which requires school districts to add a one-semester course in ethnic studies to the graduation requirements beginning with the graduating class of 2029-30. To meet this graduation requirement, the NVUSD Board of Education reviewed various options and ultimately approved changes to the high school graduation requirement policy beginning with the Class of 2028. The policy includes the adoption of a stand-alone, one-semester Ethnic Studies course and a stand-alone, one-semester Health Education course in ninth grade. These two courses will support students transitioning from 8th to 9th grade. Ethnic Studies courses have proven to support higher attendance rates, increased engagement, lower disciplinary incidents, and improved academic achievement, especially for at-risk youth. The addition of a health course is aimed at improving NVUSD's ability to implement the California State requirements for health education supporting student social, emotional, physical and mental well-being by developing life-long skills and habits.

Gang Awareness Night

In April 2024, the District had planned a "Gang Awareness Night" with the Napa County Probation Department, but, due to unforeseen circumstances, this event was cancelled. We plan to hold this event during the 2024-2025 school year instead. At this event, parents learn the common indicators of gang involvement, proactive measures to support children, strategies for intervention, and the many resources available to help support our young people.

The NVUSD Board of Education adopted Vision 2024 and a new Strategic Plan in June 2024. One of the 15 strategies is focused on the development of "a comprehensive approach to improvement in school and district safety". As the District implements this plan, we will look to strengthen and expand our support of student safety and parent engagement through prevention and intervention.

R2. By the fall of 2025, Napa Valley Unified School District and Napa County Office of Education restore free high school vocational curriculums (CTE- Career and Technology Education) and partner with local industries to align their course offerings with labor market needs.

As mentioned above, vocational curriculum, which has been relabeled Career Technical Education or "CTE," has ***not*** been eliminated within the District. We currently support Career Technical Education in all five high schools, and all CTE programs include industry-aligned classes and programs. CTE course offerings available at District high schools from the 2023-2024 school year include the following:

American Canyon High School	Napa High School	New Technology High School	Valley Oak High School	Vintage High School
Business	Engineering & Robotics	Digital Design	Design, Visual & Media Art	Agriscience,
Culinary Arts & Hospitality				Animal Science

Education	Manufacturing & Product Development			Business
Sports				Culinary Arts & Hospitality
Medicine	Medical Science			Multimedia Production
Sustainable Construction	Sustainable Construction			Printing & Graphics
				Woodworking

The alignment of college and career readiness is a priority of the Board of Education and staff as evidenced in the new NVUSD Vision 2040 and Strategic Plan.

During the 2023-2024 school year, NVUSD partnered with one of the leading National organizations in CTE who supported the evaluation of our current CTE programs. As a result, NVUSD is redesigning the CTE programming in order to align with industry demands and position students to have a competitive advantage in the current regional workforce. This work is led by the District’s College and Career Leadership Team that includes Executive Cabinet, site leaders, CTE and general education staff, TK-12 parents, as well as students. As a first step, we transitioned all CTE teachers to our District from the Napa County Office of Education and provided summer professional learning. We also applied for a \$2 million grant through the Golden State Pathways Grant to support the alignment and expansion of CTE over the next 3-5 years.

Agriculture Innovation Center

The District was awarded the K12 Strong Workforce Program Round 6 Grant for the Agricultural Science Innovation Center at Vintage High School. The District was one of 33 Local Education Agencies (“LEAs”) funded out of 55 total applicants and was awarded \$755,496 (see [Bay Area R6 K12 SWP Preliminary Awards](#) for more details). The funding will help us upgrade CTE pathways, integrate technology, provide relevant support for underserved populations, and facilitate student transitions to Napa Valley College in Agricultural and Natural Resource Pathways and Agricultural Science.

We will upgrade three existing CTE pathways: Agriscience, Culinary & Hospitality, and Animal Science, as well as help us explore the addition of one new pathway: AgTech. This revitalization of our CTE Pathways will include upgrading curriculum and aligning innovative technology; targeting recruitment, counselor and scheduling support for CTE Pathway completion; increasing continuation to post-secondary education pathways with our partnership with Napa Valley College; and increasing CTE teacher capacity through externships and professional development. Given Napa County’s agricultural industry, the District is very excited about its ability to pursue this grant and expand its CTE offerings for students.

Work Based Learning

At New Technology High School, during the 2023-2024 school year, the District piloted students having “work experience” as a course offering for credit while students are also enrolled at the school. Overall, the District was pleased with the results and will continue with the work experience program this upcoming school year, as well as look to expand at American Canyon High School (ACHS).

In addition, since 2019, in conjunction with the Napa Valley Education Foundation (“NVEF”), the District has sponsored the Summer Mentor Program. Over 100 students typically participate during the summer in paid mentorships. In 2022, the District launched its own program where students are mentored by District employees in Maintenance and Operations and Transportation. This expanded in 2023 and 2024 to include the District’s Communication, Food Service (NOSH), Human Resources, Instructional Services, and Technology departments.

Expanded Partnership with Napa Valley College

The District is launching an Early College Program with Napa Valley College (“NVC”) at New Technology High School beginning in the 2024-2025 school year.

NVC and the District came together for the first-ever joint board meeting on March 19, 2024 to discuss crucial initiatives aimed at enhancing student opportunities and outcomes. At the forefront of the discussions were key programs such as dual enrollment, career pathways, and the Early College Program at New Technology High School, highlighting the collaborative efforts between NVC and the District to align their visions for student success. NVC has also expanded its dual-enrollment course offerings from 10 classes (available during the 2021-2022 school year) to 18 (available during the 2024-2025 school year).

<p>R3. By the fall of 2025, Napa Valley Unified School District and Napa County Office of Education, to maximize OTS (out of school time), partner with non-profit stakeholders to provide enriching experiences that provide lasting developmental benefits.</p>

Besides the myriad academic, co-curricular, and social-emotional in-school experiences our certificated and classified staff members provide our students every day of the school year, our District provides students with significant OTS activities. These programs provide a safe environment for students to learn and play until 6:00 pm. We have maximized our ELOP funding, particularly with respect to elementary students, to ensure that they have a safe, engaging, and welcoming environment in which they can play and learn after-school and during vacation breaks between school sessions. Moreover, as described above, we have many existing partnerships with a variety of nonprofit and community organizations that help support both our students and our families. Among the many skills that are supported in the OTS programs, some of them include:

- Elementary students learn how to socialize, regulate their emotions, make friends, and engage in healthy physical activity.

- Middle school students learn about developing positive relationships (e.g., navigating friendships, healthy boundaries), responsible technology use; they also have recreational opportunities and homework tutoring is available.
- All students have more specialized interventions and OTS programs and supports that can be tailored to them on a case-by-case basis.

These programs are outlined in more detail below.

Elementary School After-School Programs

- Expanded Learning Opportunities Program (“ELOP”): The State provides funding for after-school, intersession, and summer enrichment programs for TK-6 graders. In 2023-2024, the District was able to utilize ELOP funding to develop:
 - Expanded TK to all elementary schools in the District. In 2021, we had only 7 TK classrooms; in the 2024-2025 school year, we will have 19 TK classrooms.
 - Expanded childcare, after-school programs, & enrichment opportunities: The District collaborates with numerous community organizations and over 2,500 TK-6th grade students enroll in these programs. Our families benefit from our partnerships with NVUSD Childcare, Boys and Girls Club, and Cool School. Parents know that their students have a welcoming place where their students can learn, have fun, and be safe when not in school. These programs provide free access for qualifying families in grades TK-6, often serving our most vulnerable populations.

Middle School After-School Programs

- **Community Partnerships:** All middle school students have access to expanded learning through Boys and Girls Club or ACE Excel (NCOE). Academic intervention and enrichment is embedded in the after-school program at the middle school level.
- **Expanded Athletic Programming:** Beginning in 2022-2023, our middle schools offered two competitive 6th grade sports and seven competitive sports for 7th and 8th grades. The District continued to offer a full range of competitive sports at the middle school level.

High School Intervention and After-School Programs

NVUSD partners with Boys and Girls Club of Napa Valley to provide after-school programming to high school students. The partnership in 2023-2024 increased after-school services to high school students from 69 students to 114 students. During this time, high school students are receiving academic supports and career-aligned learning to help them succeed and thrive so that they can have the full complement of life choices they deserve.

Finally, we are always open to additional opportunities and partnerships community organizations, nonprofits, and other individuals and groups that can help our students.

R4. By December 31, 2024, Napa Valley Unified School District and Napa County Office of Education establish a bi-annual meeting between the Napa Valley Unified School District, Napa County Office of Education and business community organizations such as Rotary, Elks, Moose, Napa Chamber of Commerce, and the

Napa County Hispanic Chamber of Commerce to create job opportunities, internships, and training for credits.

The Superintendent, administrative team, and NVUSD Board of Education Trustees leverage various opportunities to engage with the local agencies and organizations when possible and as necessary. For example, and most recently, the District engaged in a yearlong process to produce its 15-year strategic vision (Vision 2040) and 2024-2029 action plan where community members, from a variety of local organizations, were invited to participate and provide feedback on its development. In fact, the District gathered approximately 70,000 data points through this yearlong engagement process that informed the development of the vision and plan. The District leverages and appreciates many opportunities such as this one, to proactively engage and partner with local agencies and community-based organizations while it aims to continuously improve the school system for all students.

In the 2023-2024 school year, the District launched its first industry advisory for the Agriculture Science Innovation Program, where industry experts consult with District personnel to help ensure that we better prepare students for the 21st century workplace. We have approximately 15-20 industry and community partners who advise District staff on current industry standards.

Additionally, NVUSD staff established foundational partnerships with economic, workforce and educational partners, such as the Economic Development Division of Napa, Workforce Alliance of the North Bay, Yountville and Napa Chamber of Commerce during the 2023-2024 school year. The Executive Director of the Workforce Alliance of the North Bay is a member of the NVUSD College and Career Readiness Leadership Team that meets monthly.

NVUSD will formalize these relationships through the development and launch of the Economic, Employment, Education Collaborative (“E3 Collaborative”). The E3 Collaborative brings industry partners, commerce, workforce, K-14 education together in support of a shared vision to create a talent pipeline in high wage, high demand local and regional industries and support students' career goals.

R7. By December 31, 2024, the Napa Valley Unified School District and the Napa County Office of Education strengthen the current stakeholder task force (law enforcement and schools) including non-profits which specialize in gang prevention and intervention and local industries.

The District is aware of the recent decision by the City of Santa Rosa to relaunch its gang crimes team in 2023 to curb street violence and understands from recent incidents in our own community, as well as from the conclusions of this Report, that gang violence is on the rise in our county. However, the District believes that the strengthening of the Gang Violence Task Force, which was initiated in the early to mid-2000's, is best served by law enforcement, not the schools. While we are happy to participate in the work of the task force, as a school district, our primary objective is not to resurrect or “strengthen” a gang task force, but to educate children. Below, we have listed the

existing partnerships that we have with law enforcement and other community groups to address safety concerns and gang prevention in our schools.

Collaborative Partnerships with Law Enforcement Agencies & Community Groups

The District has extensive collaborative partnerships with law enforcement agencies across the county, including with the Napa County Sheriff Department, American Canyon Police Department, City of Napa Police Department, the Napa County Probation Department as well as with the District's School Resource Officers, the Napa County Office of Education, mental health advocates and experts, school counselors, and social workers. NVUSD hosts School Law which is a monthly meeting between NVUSD Student Services Staff and NPD and ACPD to support ongoing communication and partnership.

In addition, the District consults with numerous other community experts in an effort to address key issues facing our students and to provide additional resources and support for them.

Some of those key partnerships include:

- **FOCUS Program:** The District participates in the Focusing On Children Under Stress ("FOCUS") Program, led by the Napa County Office of Education, which supports children who may have experienced trauma, including being victims or witnesses of violence such as gang-related incidents. This program enhances communication between law enforcement and other first responders, schools, and community-based organizations ("CBOs"). Law enforcement and other first responders initiate notifications that are sent to designated school officials and include only the name and school of the student, without disclosing specific details of the incident. This process enables the monitoring of any potential effects on the student and ensures that appropriate support is provided as needed.
- **411 Tip Line:** The District also collaborates with law enforcement to manage the anonymous tip texting line, Tip 411. This service allows students and others to confidentially report suspicious activities, such as bullying, gang related acts such as planned fights, graffiti tagging, or bringing weapons on school grounds. Additionally, the District utilizes a digital footprint program to evaluate and address students who may pose a threat to themselves or others, ensuring that any incident is handled with utmost seriousness.

District Coordinator of Safety & Emergency Services

The District has appointed a full-time Coordinator of Safety & Emergency Services, who will actively collaborate with law enforcement and first responders to develop comprehensive emergency response protocols and safety measures to ensure school security. The Coordinator is working closely with the Superintendent and leadership to establish a district-wide incident command team, which will provide support to individual school incident command teams during emergencies and crises and facilitate internal communication within the District. Additionally, the Coordinator will oversee the support and implementation of comprehensive school safety plans, conduct safety

assessments, and provide training and support to ensure preparedness. These efforts also include participation in a county-wide initiative aimed at strengthening support and response relationships among all six school districts, law enforcement, and first responders, fostering a robust countywide collaboration.

Further efforts led by the Coordinator will involve the establishment of school multidisciplinary teams to conduct behavioral threat assessments. Behavioral threat assessments are evaluations designed to identify individuals who may pose a threat of violence and to intervene with appropriate resources to prevent such violence. To ensure these assessments are unbiased, the teams will comprise individuals with diverse backgrounds and expertise across various disciplines. The goal of these assessments is to detect when an individual may be on a path towards violence and to guide them onto a new, positive path by providing necessary support and resources, ultimately preventing violence in schools.

Conclusion.

The District considers the physical and mental safety and well-being of its staff, students, families, and community a top priority. We understand that a safe and welcoming environment is of critical importance to a student's ability to learn and thrive. The District therefore appreciates the Jury's concern and commitment to this important issue impacting the safety of our students, families and community - gang prevention. We further appreciate the invitation to demonstrate what we are already doing to address these concerns and we always welcome the chance to increase our collaboration with other like-minded partners.

The Napa Valley Unified School District thanks the Grand Jury for its service during the 2023-2024 term. We appreciate how this report illuminates the value of partnerships across the community to address this important issue of gang activity impacting our youth. Please do not hesitate to contact me if you or the Grand Jury Foreperson have questions or would like more information.

Sincerely,



Dr. Rosanna Mucetti, Superintendent

Cc: Foreman, 2023-24 Grand Jury

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