
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: SB 390 **Hearing Date:** April 19, 2017
Author: Mendoza
Version: April 5, 2017
Urgency: No **Fiscal:** Yes
Consultant: Ian Johnson

Subject: Local control and accountability plans: annual goals: state priorities: model school library standards

SUMMARY

This bill adds implementation of the Model School Library Standards for California Public Schools to the state priority areas that local educational agencies are required to address in their Local Control and Accountability Plans (LCAPs).

BACKGROUND

Existing law requires local educational agencies to adopt and annually revise LCAPs, establishing annual goals and identifying specific actions, in the following eight state priority areas:

- 1) The degree to which the teachers of the school district are appropriately assigned and fully credentialed in the subject areas, and, for the pupils they are teaching, every pupil in the school district has sufficient access to the standards-aligned instructional materials, and school facilities are maintained in good repair.
- 2) Implementation of the academic content and performance standards adopted by the state board, including how the programs and services will enable English learners to access the common core academic content standards and the English language development standards, for purposes of gaining academic content knowledge and English language proficiency.
- 3) Parental involvement, including efforts the school district makes to seek parent input in making decisions for the school district and each individual school site, and including how the school district will promote parental participation in programs for unduplicated pupils and individuals with exceptional needs.
- 4) Pupil achievement, as measured by specified metrics at the state level.
- 5) Pupil engagement, as measured by specified metrics at the state level.
- 6) School climate, as measured by specified metrics at the state level and as developed locally.
- 7) The extent to which pupils have access to, and are enrolled in, a broad course of study, including the programs and services developed and provided to unduplicated pupils and individuals with exceptional needs, and the programs

and services that are provided to benefit these pupils as a result of the funding received under the Local Control Funding Formula.

- 8) Pupil outcomes, as measured by specified metrics at the state level.

Existing law requires school district governing boards to provide library services for the pupils and teachers of the district, either by establishing and maintaining school libraries or by contractual arrangement with another public agency.

ANALYSIS

This bill adds implementation of the Model School Library Standards for California Public Schools to state priority area two above, implementation of the academic content and performance standards.

STAFF COMMENTS

- 1) Need for the bill. **According to the author's office**, "...because of the scarcity of credentialed teacher-librarians, there is inadequate knowledge at the school site and district levels to appropriately integrate the model school library standards into the 8 state priorities. SB 390 is a beginning in the effort to address this shortage. The bill will assist districts in preparing for these content requirements by adding in a number of important standards that are not now a requirement of EC Section 52060 including the Model School Library Standards which provide direct references to academic research as well as the development of digital citizenship programs and policies. The proposed changes to the code could be accurately described as clarifying existing law in response to widespread confusion over the scope of the second priority in EC 52060."

This bill is in response to a recent audit performed by the California State Auditor related to school library services, in which the Auditor General recommends that: (1) the minimum level and type of library services that schools must provide be defined, and (2) schools use the model standards adopted by the State Board of Education to assess the needs of their school library programs.

- 2) **School districts are required to provide library services generally.** State law requires school districts to provide library services, but it does not prescribe them, so districts provide varying levels of service. For example, some school districts only provide students and teachers with library materials, while other school districts also provide instruction on information literacy and research skills. School districts can provide library services in several ways—employing teacher librarians (certified librarians who also have training in teaching), contracting with county offices of education that employ teacher librarians, contracting with public libraries, or using classified staff to provide only certain types of library services.
- 3) **State Auditor report on library services.** At the request of the Joint Legislative Audit Committee, the California State Auditor released its 2016 report, "School Library Services: Vague State Laws and a Lack of Monitoring Allow School Districts to Provide a Minimal Level of Library Services", which included the following key findings:

- a) Because the law does not define the level of service and model standards are not mandatory, schools in the counties visited (Sacramento, San Bernardino, and Tulare) provide varying levels of library services to their students and teachers.
- b) State and county agencies perform limited oversight of school library services, with 111 individuals over a five-year period identified as assigned to teacher librarian positions but lacking the required credential. Further, the California Department of Education (CDE) does not collect data beyond an annual survey to assess school district library services.
- c) The number of teacher librarians employed statewide is much lower than the number the model standards recommend—the state averaged one teacher librarian for every 7,400 students in 2014-15, compared to the recommended one teacher librarian for every 785 students.

The report also included the following key recommendations:

- a) The Legislature should define the minimum level of library services that schools must provide and authorize state and county agencies to ensure that classified staff members do not perform duties requiring certification.
 - b) School districts should strengthen their library programs by using the model standards to assess and address their needs when developing their annual funding plan.
 - c) County offices of education should provide guidance to their school districts about library services and data on library services to CDE annually.
 - d) The Commission on Teacher Credentialing should work with CDE to strengthen its monitoring of staff misassignments by annually comparing data collected by both agencies.
 - e) The CDE should redesign its annual library survey to better assess school libraries statewide and work with the State Board of Education to raise awareness of the model standards.
- 4) ***The Model School Library Standards for California Public Schools.*** The State Board of Education adopted the school library standards in September 2010 under the authority of California Education Code, which requires the Board to “adopt standards, rules and regulations for school library services.” The school library standards include two different types of standards:
- a) “School Library Standards for Students” that delineate what students should know and be able to do at each grade level or grade span to enable students to succeed in school, higher education, and the workforce.

- b) “School Library Program Standards” that describe base-level staffing, resources and infrastructure, including technology, required for school library programs to be effective and help students to meet the school library standards.

The school library standards are meant to recognize that school libraries have evolved from simply providing print materials to offering rich selections of print, media, and digital resources, with the standards organized around the following concepts: (1) students access information, (2) students evaluate information, (3) students use information, and (4) students integrate information literacy skills into all areas of learning. The standards are not stand-alone, taught in isolation. Rather, the standards are meant to be taught collaboratively by the classroom teacher and the teacher librarian in the context of the curriculum.

- 5) ***School districts must establish goals and actions for the state priorities.*** As part of their adoption of an annual local control and accountability plan, school district governing boards must include, for the school district and each school within the district, a description of: (1) the annual goals to be achieved for each of the state priorities, and (2) the specific actions to be taken during each year of the plan to achieve the goals established. School districts have the discretion to establish what their goals and specific actions will be, and which state priority areas those goals and actions will address. School districts are not required to have eight different goals—a standalone goal for each state priority. Rather, most school districts identify goals and actions that address several of the state priority areas simultaneously. For example, reducing truancy and chronic absence through the improvement of data collection and tracking at a school district could apply to any or all of state priorities three through six (parental involvement, pupil achievement, pupil engagement, and school climate).
- 6) ***Are the school library standards already included within the state priority areas?*** While not codified in statute, the school library standards are included within the broader reference to implementation of the academic content standards for state priority two. Further, the revised Local Control and Accountability Plan (LCAP) template instructions for 2017-18 define priority area two, implementation of the academic content and performance standards, to include the following:
 - a) Common Core State Standards (CCSS) for English Language Arts
 - b) CCSS for Mathematics
 - c) English Language Development (ELD)
 - d) Career Technical Education
 - e) Health Education Content Standards
 - f) History-Social Science
 - g) ***Model School Library Standards***
 - h) Physical Education Model Content Standards
 - i) Next Generation Science Standards
 - j) Visual and Performing Arts
 - k) World Language; and

- l) How the programs and services will enable English learners to access the Common Core State Standards (CCSS) and the English language development (ELD) standards for purposes of gaining academic content knowledge and English language proficiency.

Given that the school library standards are already part of the broader definition of state priority area two, and the school library standards are referenced in the template, the Committee may wish to consider whether this bill is necessary or if school districts are already required to consider the school library standards, along with each of the other academic content and performance standards, when developing their Local Control and Accountability Plans (LCAPs).

- 7) ***More revisions to the school accountability system?*** The LCAP template has been revised every year since it was adopted by the State Board of Education for use in 2014-15, in response to concerns that the document is too long, too compliance-oriented, and difficult for parents and other members of the public to understand. For 2017-18, the template includes an executive summary, simplified instructions, and clearer formatting. Further, the State Board of Education launched the California School Dashboard in March 2017, with local educational agencies evaluating their strengths and weaknesses based on their test scores, graduation rates, and other measures of student success. Local educational agencies will complete their LCAPs based on their Dashboard reports for the first time in 2017-18, with student outcomes informing their goals and specific actions to be taken.

Each year that components of the state's school accountability system change or are added, personnel from local educational agencies seek guidance and professional development to make sure their local accountability and engagement processes respond accordingly. Given the evolving nature of the LCAP template and the California School Dashboard already, the Committee may wish to consider whether it is appropriate to make further revisions to the LCAP statutes to encourage use of the school library standards. Further, the Committee should consider whether this bill will set a precedent to codify any or all of the other ten content standards currently listed in the LCAP template instructions.

- 8) ***Related Legislation.***

AB 385 (Chu) encourages school districts to highlight K-6 instruction and course offerings in visual and performing arts in their local control and accountability plans. This measure is currently pending before the Assembly Appropriations Committee.

- 9) ***Prior Legislation.***

AB 2443 (Baker, 2016) would have added the number of practicing school psychologists working on school climate issues to the indicators used to assess school climate for purposes of local control and accountability plans. The measure was held in the Assembly Appropriations Committee.

AB 1226 (Chavez, 2015) would have expanded the state priorities under the local control and accountability plans to include the degree to which the certificated instructional personnel of the school district are offered opportunities for professional development and growth. The measure was held in the Assembly Appropriations Committee.

SUPPORT

California Federation of Teachers
California School Library Association (co-sponsor)
California Teachers Association (co-sponsor)
Long Beach Unified School District

OPPOSITION

None received

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