
SENATE COMMITTEE ON EDUCATION

Senator Carol Liu, Chair
2015 - 2016 Regular

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Consultant: Olgalilia Ramirez
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Subject: California Community Schools Act

SUMMARY

This bill authorizes a local educational agency (LEA) or schools to coordinate academic, social and health services for students, families and community members in collaboration with community partners to establish a California Community schools (CCS) and requires the Superintendent of Public Instruction (SPI) to make grants available to qualified recipients to enhance and expand CCS, to the extent funds are allocated for this purpose.

BACKGROUND

The federal Elementary and Secondary Education Act of 1965 authorized the Fund for the Improvement of Education (FIE), to support programs that improve the quality of elementary and secondary education at the State and local levels and help all children meet challenging academic content and academic achievement standards. Additionally, the FIE provides funds to the Full-Service Community Schools (FSCS) program to encourage coordination of academic, social, and health services through partnerships among; 1) public elementary and secondary schools; 2) the schools' local educational agencies; and 3) community-based organizations, nonprofit organizations, and other public or private entities. (Elementary and Secondary Education Act of 1965 § 5411)

Services provided under FSCS may include: high-quality early learning programs and services; remedial education, family engagement, including parental involvement, parent leadership, family literacy, and parent education programs; community service and service learning opportunities; programs that provide assistance to students who have been chronically absent, truant, suspended, or expelled; job training and career counseling services; nutrition services and physical activities; primary health and dental care; activities that improve access to and use of social service programs, among other things.

ANALYSIS

This bill:

1. Authorizes and encourages a LEA or school to form a community consortium in order to coordinate programs and services for students, parents, and community members in collaboration with one or more community partners for the purpose of establishing a California Community School.

2. Requires all policies, guidelines, rules and regulations adopted by the state board and the Superintendent pursuant to this chapter to actively foster the formation, development and operation of California Community schools (CCS) and to support and encourage local educational agencies (LEA's) to establish CCS.
3. Defines various terms for the purpose of this bill including:
 - A. California Community School to mean "a public school that participates in a community based effort to coordinate and integrate, comprehensive academic, family, social, and health services for students, families, and community members through community based organizations, public and private partnerships with one or more community partners for the delivery of community services."
4. Requires the Superintendent of Public Instruction (SPI) to make grants available for establishing and supporting CCS, to the extent state and/or private funds are available for this purpose. Specifically, the SPI is required to:
 - A. Award grants for a period of three years and base renewal of awards on eligibility established in this bill.
 - B. Require LEA's to provide a 25% match in funds or in-kind services from allowable sources.
 - C. Restrict the use of funds for planning to 30% of a grant award.
 - D. Seek funds from outside sources.
 - E. Provide technical assistance or through referral to third-party, as specified.
 - F. Give priority to CCS serving high percentages of unduplicated students.
 - G. Award grants to applicants for the purpose of assisting public elementary or secondary schools to function as CCS and perform all of the following:
 - (1) Coordinate a minimum of three existing community services or two additional community services at one or more schools.
 - (2) Achieve performance goals by integrating services to meet the holistic needs of young people.
 - (3) Coordinate and integrate services provided by local government agencies and community based organizations with services provided by specialized instructional support personnel, if applicable.
5. Authorizes all LEA's to apply for a grant within the timeline determined by the SPI and requires, as a condition of receiving funds, applicants to include the following:

- A. A memorandum of understanding between all community partners and the local educational agency (LEA).
 - B. A description of the LEA's community consortium, capacity to coordinate and provide community services, components with the plan that align with the local control and accountability plan (LCAP).
 - C. A comprehensive plan describing; 1) demographic characteristics of students; family and school community; 2) the needs of students, families, and community residents; 3) community assets; 4) performance measures that monitor goal attainment; 5) stakeholder surveys that measure student safety; 6) school climate and connectedness; 7) funding sources of community services and a plan for sustaining services.
 - D. Yearly measurable performance goals that are consistent with the following objectives:
 - (1) Increasing the number for families served.
 - (2) School readiness, academic achievement and college preparation.
 - (3) Physical, emotional, mental, and social health of students.
 - (4) Safe schools and neighborhoods and positive learning environment free from bullying and harassment.
 - (5) Family support and engagement in the education of the student.
 - (6) Career preparation.
 - (7) Community service engagement among students.
6. Requires each grant recipients to do all of the following:
- A. Conduct annual evaluations to measure progress.
 - B. Use evaluations to improve program activities.
 - C. Make evaluation results available to the public, as specified.
 - D. Collect and report data as required by the department and the applicable local control and accountability plan.
 - E. Develop a three-year plan in collaboration with a community consortium for purposes of aligning community services. The plan must include, but is not limited, the following:
 - (1) A needs assessment of students, parents, and local community.

- (2) A resource map of the school and community that identifies potential community partners.
 - (3) A plan for developing a community school infrastructure plan that establishes; 1) teams to oversee operations, school governance, and day to day service delivery; 2) a system for resource sharing; 3) a process for collective decision making and cross-agency collaboration; 4) data collection system based on shared outcomes and; 5) use of a community school site coordinator to facilitate partnerships, as specified.
7. Requires that funding for the program be considered supplemental to federal, state, or local funds that would otherwise be available for activities described in the bill.
8. Requires the department to:
 - A. Evaluate and report on the effectiveness of California Community schools (CCS) to determine best practices, progress toward goal attainment, impact on student learning outcomes, improving community and family engagement, decreasing truancy, school dropout rate, the physical and mental health of participants.
 - B. Make recommendations and report findings to the appropriate legislative policy committees by November 1, 2019.
9. Makes a number of declarations and findings related to California Community Schools performing specified functions and services including:
 - A. Actively partnering with its community to leverage existing resources and identifying new resources to provide enrichment, social services, and additional life skill opportunities for students, parents and community members.
 - B. Using school sites as hubs that foster intentional collaboration and alignment among local educational agencies (LEA's), local government agencies, postsecondary education, community-based organizations, non-profit organizations and businesses that provide in-school supports and extended learning opportunities outside of normal school hours to improve educational outcomes.
10. Clarifies that a county community school cannot be designated as a California Community School unless the requirements outlined in this bill are met.

STAFF COMMENTS

1. ***Need for the bill.*** According to the author, by providing in-school support, enrichment and extended learning opportunities outside of normal school hours, students are more successful academically, more engaged in their communities, safer, and better prepared to make a successful transition to adulthood. This bill

seeks to provide a state framework for implementing a community school strategy that expands and enhances inter-agency collaboration focused on student success, supporting families and building healthier communities.

2. **Existing community school strategies.** Many schools voluntarily follow models of community school strategies within the state, including Sacramento City Unified School District (SCUSD), Ontario-Montclair School District, Bear Valley Unified School District, Redwood City School District, and Lake County Office of Education. These programs are each profiled by the Partnership for Children and Youth in their report on *Community Schools: Aligning Local Resources for Student Success (2013)*. The document describes how existing community school efforts are financed and how local government agencies partner to align existing resources. As an example of how a community school functions in SCUSD’s Youth and Family Resource Centers (resource center) is detailed below :

A. **Services:** SCUSD’s Office of Integrated Support Services (ISS) operates 19 resource centers in schools throughout the district. These centers provide social, emotional, behavioral and academic support to students. Social workers, family advocates, interns and community partners work directly with students and families to address issues of concern, drawing on school and community resources for additional support. Services include:

| Student Services | Family Services | School Services |
|--|---|---|
| <ul style="list-style-type: none"> • Advocacy • Counseling • Classroom Support • Conflict Resolution • Dental Screening • Mentoring • Recreational Activities • School Supplies/Uniforms • Tutoring • Youth Development Activities | <ul style="list-style-type: none"> • Case Management • ESL and Citizenship Classes • Health Insurance • Enrollment • Home Visits • Immunization Clinics • Parenting Classes • Parent Leadership | <ul style="list-style-type: none"> • Attendance Services • Community and School Safety • Crisis Intervention • Student Attendance Review Board Participation • Student Study Team Support • Suicide Risk Assessment • Translation Services |

B. **SCUSD Governance / Partnerships.** Each resource center is governed by a combination of site-level management, district-level management and a collaborative composed of school and community stakeholders. At each site, a resource center coordinator works closely with the principal to identify students and families in need of support (generally through the Student Study Team process), and to identify strategies for addressing these needs. The resource center coordinator directly supervises resource center staff and interns, manages relationships with community partners, and sits on each school’s site council.

C. **SCUSD Funding.** Resource centers do not receive appropriations from the school district general fund. Instead, services are funded by a variety of sources and in-kind resources donated from the local university and community organizations. The following graph shows the various funding sources and the activities and services funded:

- (1) Funding sources and types:
 - (a) *School Site Funding*: Title 1 (main source), Economic Impact Aid, Quality Education Investment Act.
 - (b) *School District*: LEA billing option (Med-Cal) Targeted Instructional Improvement Block Grant, McKinney Vento (CDE).
 - (c) *Educational Related/Competitive Grants*: Healthy Start (CDE), School Community Violence Prevention (CDE), Lifeline Mentoring (Federal).
 - (d) *Local Government/Partner Agencies*: Sacramento County Mental Health, CSUS Dept. of Social Work (interns), over 120 community partners providing services.

This bill seeks to establish a grant program in order to enhance inter-agency collaboration that offer support services for students and families similar to the resource center profiled above.

3. ***LCAP Priorities***. Under the local control funding formula (LCFF) local education agencies are required to complete a local control and accountability plan (LCAP). The LCAP must include districts annual goals in each of the eight state priority areas which include, student achievement, student engagement, student outcomes, school climate, implementation of common core state standards, course access, basic services, and parental involvement. This bill seeks to align California Community School strategies with similar provisions of the eight state priority areas provided in the LCAP such as parent involvement, community decision-making, prioritizing student engagement, and school climate college and career preparation, among other key areas.
4. ***Community Day schools***. Existing law establishes Community Day schools, which are schools for students who have been expelled or who have had problems with attendance or behavior. These particular schools are administered by school districts or county offices of education and offer classes, provide basic educational skill development, on the job training, credit recovery assistance, tutorial assistance, counselors and other professional assistance in order to reinforce or reestablish educational development. This bill specifies that a “California Community school” should not be confused with a “California Community Day school,” however; nothing prohibits a Community Day school from implementing the California Community school strategy.
5. **Related and prior legislation**

RELATED LEGISLATION

SB 527 (Liu, 2015) specifies uses for the Safe Neighborhoods and Schools Fund for the purposes of rewarding school districts that have demonstrated a

commitment to, and developed a comprehensive plan for, utilizing research-based strategies to increase attendance rates, to reduce school removals of all types and referrals to police, to address trauma, mental health needs and other social and emotional factors that impact pupil outcomes including community school strategies, among other things. SB 527 is scheduled to be heard by this Committee on April 29.

PRIOR LEGISLATION

AB 2555 (Bocanegra, 2014) would have required the Superintendent of Public Instruction, in collaboration with various other state agencies and private organizations, to develop a five-year plan for expanding cradle-to-career initiatives in California that may include full-service community schools, promise neighborhoods, wraparound programs, wellness centers, and healthy communities efforts. AB 2555 was held in the Appropriations committee.

SUPPORT

California Federation of Teachers
California School Based Health Alliance
Children Now
Los Angeles Education Partnership
Partnership for Children and Youth
Redwood City 2020

OPPOSITION

None received.

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