

AMENDED IN SENATE JANUARY 13, 2016

AMENDED IN SENATE APRIL 20, 2015

SENATE BILL

No. 527

Introduced by Senator Liu

February 26, 2015

An act to add Article 14 (commencing with Section 33480) to Chapter 3 of Part 20 of Division 2 of Title 2 of the Education Code, relating to education finance.

LEGISLATIVE COUNSEL'S DIGEST

SB 527, as amended, Liu. Education finance: Safe Neighborhoods and Schools ~~Fund Grant Program~~. *Planning Grants*.

Existing law, the Safe Neighborhoods and Schools Act, enacted by Proposition 47, as approved by the voters at the November 4, 2014, statewide general election, among other things, established the Safe Neighborhoods and Schools Fund, a continuously appropriated fund, which is funded by savings that accrue to the state from the implementation of the act. The act provides that, among other purposes, 25% of the funds shall be disbursed to the State Department of Education to administer a grant program to public agencies aimed at improving outcomes for public school pupils by reducing truancy and supporting pupils who are at risk of dropping out of school or are victims of crime.

~~This bill would express findings and declarations of the Legislature with respect to the purposes of the act. The bill would specify the administrative duties and responsibilities of the State Department of Education with respect to the administration, commencing with the 2016-17 fiscal year, of a subject to an appropriation in the Budget Act of 2016 or another measure enacted during the 2015-16 Regular Session of the Legislature, of Safe Neighborhoods and Schools Fund Grant~~

~~Program, pursuant to which the department would issue a request for proposal *planning grants* to local educational agencies, as defined, each fiscal year and would make grants to applicant local educational agencies: *defined*. The bill would set forth criteria to guide the department in awarding *planning grants* under the ~~program~~. *program*, and would specify the purposes for which the *planning grant funds* may be used.~~

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: no.

The people of the State of California do enact as follows:

- 1 ~~SECTION 1. The Legislature finds and declares all of the~~
2 ~~following:~~
- 3 ~~(a) The Safe Neighborhoods and Schools Fund has been~~
4 ~~established by Proposition 47, approved by the voters at the~~
5 ~~November 4, 2014, statewide general election. The funds~~
6 ~~transferred to the Safe Neighborhoods and Schools Fund are to be~~
7 ~~used exclusively for the purposes of the Safe Neighborhoods and~~
8 ~~Schools Act.~~
- 9 ~~(b) Twenty-five percent of the funds are disbursed to the State~~
10 ~~Department of Education to administer a grant program to public~~
11 ~~agencies aimed at improving outcomes for public school pupils in~~
12 ~~kindergarten and grades 1 to 12, inclusive, by reducing truancy~~
13 ~~and supporting pupils who are at risk of dropping out of school or~~
14 ~~are victims of crime.~~
- 15 ~~(c) Studies estimate that between 3.3 million and 10 million~~
16 ~~children in the United States witness violence in their own homes~~
17 ~~each year.~~
- 18 ~~(d) Children who have experienced early, chronic trauma, such~~
19 ~~as family or community violence, can develop emotional,~~
20 ~~behavioral, cognitive, and relationship difficulties that can~~
21 ~~adversely affect their ability to learn and function well in school.~~
- 22 ~~(e) Exposure to trauma is associated with a higher risk for~~
23 ~~dropping out of school, and in turn, dropping out of school~~
24 ~~increases the risk of being imprisoned.~~
- 25 ~~(f) Sixty-five percent of pupils with an emotional disturbance~~
26 ~~drop out of school. This dropout rate is higher than all other~~
27 ~~disability categories.~~

1 ~~(g) For pupils with these mental health concerns, the American~~
2 ~~Academy of Pediatrics has found that suspension can increase~~
3 ~~stress and may predispose pupils to antisocial behavior and even~~
4 ~~suicidal ideation. Psychologists have similarly found that~~
5 ~~disciplinary exclusion policies can increase pupil shame, alienation,~~
6 ~~rejection, and breaking of healthy adult bonds, thereby exacerbating~~
7 ~~negative mental health outcomes for young people.~~

8 ~~(h) Studies have shown that one suspension greatly increases~~
9 ~~the likelihood that a pupil will drop out and become involved in~~
10 ~~the juvenile justice system.~~

11 ~~(i) Removing pupils from school through disciplinary exclusion~~
12 ~~also increases the risk that they will become victims of violent~~
13 ~~crime.~~

14 ~~(j) Research has shown that coordinated alignment of integrated~~
15 ~~pupil supports is an approach, well-grounded in theory, research,~~
16 ~~and community experience that has been shown to reduce truancy~~
17 ~~and chronic absence, and to improve academic outcomes, school~~
18 ~~climate, and a pupil's physical and mental health.~~

19 ~~(k) Schools that address the "whole child" embrace youth~~
20 ~~development principles and ensure the social-emotional health of~~
21 ~~pupils, and create integrated and trauma-informed support systems~~
22 ~~that have a stronger positive school culture, higher attendance,~~
23 ~~higher graduation and achievement rates, and lower truancy rates.~~

24 ~~(l) Pupils who attend schools where support systems are not~~
25 ~~easily accessible by pupils and their families and where alignment~~
26 ~~of support systems within the school and with community partners~~
27 ~~is lacking are less likely to have access to programs that can address~~
28 ~~the needs of vulnerable populations, thus exacerbating education~~
29 ~~and health inequities.~~

30 ~~(m) Schools that implement research-based, schoolwide~~
31 ~~approaches to addressing social, emotional, and behavioral issues,~~
32 ~~such as School-Wide Positive Behavior Interventions and Supports,~~
33 ~~restorative justice, community schools strategies, and school-based~~
34 ~~mental health and trauma-informed practices demonstrate strong~~
35 ~~educational outcomes, including increases in attendance and~~
36 ~~achievement, particularly for pupils of color and other at-risk~~
37 ~~populations.~~

38 ~~(n) A recent study regarding implementation of restorative~~
39 ~~justice practices in the Oakland Unified School District (OUSD)~~
40 ~~from 2011 to 2014, inclusive, found that, among other things, there~~

1 was a 128 percent increase in the reading levels of 9th graders at
 2 OUSD schools with restorative justice programs, compared to an
 3 11 percent increase in reading levels at schools without these
 4 programs. Four-year graduation rates increased by 60 percent at
 5 schools with restorative justice programs, compared to a 7-percent
 6 increase at other schools.

7 ~~SEC. 2.~~

8 *SECTION 1.* Article 14 (commencing with Section 33480) is
 9 added to Chapter 3 of Part 20 of Division 2 of Title 2 of the
 10 Education Code, to read:

11
 12 Article 14. Safe Neighborhoods and Schools ~~Fund Grant~~
 13 *Program Planning Grants*
 14

15 33480. (a) ~~The Safe Neighborhoods and Schools Fund Grant~~
 16 ~~Program is hereby established under the administration of the~~
 17 ~~department. Grants shall be issued under this program commencing~~
 18 ~~with the 2016–17 fiscal year. Pursuant~~ *Subject to an appropriation*
 19 *in the Budget Act of 2016 or another measure enacted during the*
 20 *2015–16 Regular Session of the Legislature, and from funds*
 21 *available pursuant to the Safe Neighborhoods and Schools Act,*
 22 *approved as Proposition 47 by the voters on November 4, 2014,*
 23 ~~the Safe Neighborhoods and Schools Fund has been established~~
 24 ~~under Section 7599 of the Government Code, and funds are~~
 25 ~~allocated to the department from that fund under Section 7599.2~~
 26 ~~of the Government Code. In administering the grant program, the~~
 27 ~~department shall comply with all of the following requirements in~~
 28 ~~order to improve~~ *the department shall administer the Safe*
 29 *Neighborhoods and Schools planning grants for the purpose of*
 30 *improving* outcomes for public school pupils by reducing truancy
 31 and supporting pupils who are at risk of dropping out of school or
 32 are victims of ~~crime~~: *crime.*

33 (1) All local educational agencies in the state shall be eligible
 34 to apply for the grant program. As used in this article, a “local
 35 educational agency” is a school district, a county office of
 36 education, or a charter school.

37 (2) ~~The grant program shall reward local educational agencies~~
 38 ~~that have developed a comprehensive plan and implementation~~
 39 ~~strategy utilizing research-based approaches to increase attendance~~
 40 ~~rates, reduce chronic absenteeism, remedy school push-out and~~

1 dropout rates, and reduce school removals of all types and referrals
2 to law enforcement agencies. The plan shall create a strong and
3 supportive school culture that identifies and addresses the needs
4 of pupils, including the victims of crime, abuse, and neglect, and
5 includes elements to address trauma, mental health needs, and
6 other social and emotional factors that impact pupil outcomes. The
7 plan shall coordinate pupil support programs with
8 community-based providers or public agencies, or both, at
9 schoolsites and across the local educational agency.

10 (3) A local educational agency receiving a grant under this
11 article shall show at a minimum that it has designed, and is
12 committed to implementing, all of the following:

13 (A) A three-year plan, developed through its local control and
14 accountability plan or otherwise, to accomplish all of the following:

15 (i) Significantly reduce class and school removals, absences,
16 violent incidents on campus, and referrals to law enforcement
17 agencies.

18 (ii) Implement one or more research-based, whole-school
19 approaches, including, but not necessarily limited to, schoolwide
20 positive behavior intervention and supports, restorative justice,
21 community schools strategies, trauma-informed practices, cultural
22 competency and implicit bias professional development that
23 includes a focus on issues affecting lesbian, gay, bisexual, and
24 transgender pupils and pupils of color, social-emotional learning,
25 mental health support services, and strategies to reengage and
26 reconnect pupils who have been pushed out.

27 (iii) Identify and address disparities in any of the areas
28 mentioned in clauses (i) and (ii) with respect to subgroups
29 addressed by the local control funding formula, including, but not
30 necessarily limited to, English learners, foster youth, low-income
31 pupils, pupils with disabilities, and ethnic subgroups.

32 (B) A robust data system to collect and disaggregate data related
33 to the subject matter referenced in subparagraph (A). This system
34 shall include a survey that measures the pupils' sense of safety
35 and pupil connectedness to monitor progress in these areas.

36 (C) A system for sharing this de-identified data on the aggregate
37 level and progress with respect to meeting the grant goals with the
38 school community on at least an annual basis and engaging and
39 partnering with all key stakeholders, including, but not necessarily
40 limited to, parents, teachers, pupils, school administrators,

1 ~~classified staff, schoolsite councils, English language advisory~~
2 ~~committees, and community-based organizations in the process~~
3 ~~of pupil and school improvement.~~

4 ~~(D) An evaluation system that involves key stakeholders,~~
5 ~~including teachers, principals, superintendents, and members of~~
6 ~~school district governing boards, to assess effectiveness related to~~
7 ~~addressing the social, emotional, and behavioral needs of pupils~~
8 ~~and developing strong, supportive, and positive school climates.~~

9 ~~(b) The department shall issue a request for proposal to all local~~
10 ~~educational agencies in the state for each fiscal year that there are~~
11 ~~funds available from the Safe Neighborhoods and Schools Fund.~~
12 ~~Local educational agencies serving high percentages of~~
13 ~~unduplicated pupils with high needs as defined in Sections~~
14 ~~42238.01 and 42238.02 shall be prioritized to receive these funds.~~
15 ~~The request for proposal shall be issued no later than in October~~
16 ~~of each fiscal year, or earlier if funds become available sooner.~~
17 ~~Grants shall be awarded under this article no later than April 15~~
18 ~~of each fiscal year.~~

19 ~~(e) The funds granted to local educational agencies under this~~
20 ~~article shall be utilized only to~~

21 ~~further implementation of the three-year plan and the other~~
22 ~~minimum commitments specified in paragraph (3) of subdivision~~
23 ~~(a) through each of the following:~~

24 ~~(1) Professional development, training, and coaching for~~
25 ~~teachers, school administrators, pupils, parents, counselors,~~
26 ~~administrative staff, and members of school district governing~~
27 ~~boards.~~

28 ~~(2) Investments in social services, health, mental health,~~
29 ~~restorative justice, and youth development staff, agencies, and~~
30 ~~providers.~~

31 ~~(3) Entering into agreements with institutions and~~
32 ~~community-based nonprofit organizations that have a track record~~
33 ~~of improving pupil outcomes and providing cultural competency~~
34 ~~and anti-bias training, supporting parent leadership and~~
35 ~~engagement, and providing nonpunitive pupil and family support~~
36 ~~programs.~~

37 ~~(d) The funds granted to local educational agencies under this~~
38 ~~article shall not be used for either of the following purposes:~~

1 ~~(1) To supplant existing funding allocated to meet the~~
2 ~~requirements of the school climate, engagement, or other state~~
3 ~~priority areas in the local control and accountability plans.~~

4 ~~(2) For law enforcement agencies or entities, public or private.~~

5 ~~(e) A local educational agency that has received funding~~
6 ~~pursuant to this article shall submit annual outcomes-based data~~
7 ~~for evaluation, in accordance with the requirements of paragraph~~
8 ~~(3) of subdivision (a), to show progress in reducing the rate of~~
9 ~~class and school removals, referrals to law enforcement agencies,~~
10 ~~and dropout and truancy rates of targeted pupils. The department~~
11 ~~shall consider the data submitted under this subdivision when~~
12 ~~making determinations for eligibility for future funding under this~~
13 ~~article.~~

14 ~~(f) The department shall consult with a stakeholder group by~~
15 ~~telephone, Web-based platform, or other effective means. This~~
16 ~~stakeholder group, which shall include public school pupils, and~~
17 ~~parents of public school pupils, representing impacted communities~~
18 ~~from several regions in the state, shall assist in making~~
19 ~~determinations regarding the awarding of grants, in assessing~~
20 ~~whether grant recipients are meeting the minimum requirements~~
21 ~~set forth in paragraph (3) of subdivision (a), and, starting in year~~
22 ~~two of the grant cycle, in assisting with developing or amending~~
23 ~~the requests for proposals.~~

24 ~~(2) *Priority for funding shall be local educational agencies that*~~
25 ~~*are located in communities with high crime rates, as determined*~~
26 ~~*by local crime statistics, or have high rates of any of the following,*~~
27 ~~*as determined by school-level data:*~~

28 ~~(A) *Chronic absenteeism.*~~

29 ~~(B) *Pupil suspension.*~~

30 ~~(C) *Dropout rates in middle or high schools.*~~

31 ~~(D) *Foster youth.*~~

32 ~~(b) *A local educational agency that chooses to apply for funding*~~
33 ~~*pursuant to this article shall submit a plan to the department, in*~~
34 ~~*a format and by a date determined by the department, that includes*~~
35 ~~*a description of all of the following:*~~

36 ~~(1) *Local needs based on school-level data for any of the*~~
37 ~~*following:*~~

38 ~~(A) *Chronic absenteeism.*~~

39 ~~(B) *Pupil suspensions.*~~

40 ~~(C) *Dropout rates in middle or high schools.*~~

- 1 (D) Local crime rates.
- 2 (E) The number of foster youth.
- 3 (2) A commitment to do all of the following:
- 4 (A) Align the program or strategies to the local educational
5 agency's local control and accountability plan (LCAP), and include
6 measurable goals in the local educational agency's LCAP.
- 7 (B) Address the needs of each pupil subgroup, as identified in
8 the LCAP of the local educational agency.
- 9 (C) Implement a community schools strategy, pursuant to
10 paragraph (1) of subdivision (c), for the purpose of reducing
11 truancy and supporting pupils who are at risk of dropping out of
12 school or are victims of crime.
- 13 (D) Engage pupils, families, the community, and partners in
14 planning, implementation, monitoring, and evaluation.
- 15 (E) Maintain a team, including school personnel, that is
16 responsible for overall operations.
- 17 (F) Monitor and evaluate program or strategy outputs, including
18 the evaluation rubrics adopted by the state board, and provide a
19 report of outputs at a regularly scheduled public meeting of the
20 governing board of the local educational agency.
- 21 (3) How the program or strategies will be sustained subsequent
22 to the planning grant period.
- 23 (4) How the program or strategies will be monitored and
24 evaluated.
- 25 (c) Planning grant funds pursuant to this article may be used
26 for any of the following purposes:
- 27 (1) Development and initial implementation of a community
28 schools strategy, to coordinate and integrate delivery of
29 educational, developmental, family, health, and other
30 comprehensive services to pupils and their families through
31 community-based organizations and public and private
32 partnerships, which strategy shall include all of the following:
- 33 (A) Assessing and meeting academic, social, emotional, physical
34 health, and mental health needs of pupils.
- 35 (B) Identifying school and community resources, and developing
36 partnerships with community and service providers.
- 37 (C) Cross-agency collaboration.
- 38 (D) Integration of services.
- 39 (E) Establishment of a team, including school personnel, that
40 is responsible for overall operations.

1 (2) *Technical assistance and professional development in*
2 *community schools strategies.*

3 (3) *Community schools planning activities.*

4 (4) *Initial costs of implementing new activities and services, or*
5 *improving or expanding upon existing activities and services.*

6 (d) *The department shall do all of the following:*

7 (1) *Conduct outreach regarding the Safe Neighborhood and*
8 *Schools planning grants to local educational agencies that are*
9 *located in communities with high crime rates, as determined by*
10 *local crime statistics, or have high rates of any of the following,*
11 *as determined by school-level data:*

12 (A) *Chronic absenteeism.*

13 (B) *Pupil suspension.*

14 (C) *Middle or high school dropout rates.*

15 (D) *Foster youth.*

16 (2) *Provide training and technical assistance to local*
17 *educational agencies that receive funding pursuant to this article.*

18 (3) *Coordinate training and technical assistance for local*
19 *educational agencies that do not receive funding pursuant to this*
20 *article.*

21 (e) *The department may use up to 5 percent of funds allocated*
22 *to the department pursuant to the Safe Neighborhoods and Schools*
23 *Act for administrative costs.*

24 (f) *Funds made available to a local educational agency pursuant*
25 *to this article may be used only to supplement, and not supplant,*
26 *any other federal, state, or local funds that would otherwise be*
27 *available to carry out the activities described in this article. It is*
28 *the intent of the Legislature that any ongoing costs for activities*
29 *pursuant to this article be paid for by the participating local*
30 *educational agency.*