

AMENDED IN ASSEMBLY AUGUST 25, 2000

AMENDED IN ASSEMBLY JUNE 28, 2000

AMENDED IN ASSEMBLY JUNE 15, 2000

AMENDED IN ASSEMBLY MAY 25, 2000

AMENDED IN SENATE JANUARY 12, 2000

AMENDED IN SENATE APRIL 14, 1999

AMENDED IN SENATE APRIL 5, 1999

AMENDED IN SENATE MARCH 9, 1999

SENATE BILL

No. 179

Introduced by Senator Alpert

January 13, 1999

An act to *amend Section 8804 of, and to add Section 8804.3* to, the Education Code, relating to the Healthy Start Program, and making an appropriation therefor.

LEGISLATIVE COUNSEL'S DIGEST

SB 179, as amended, Alpert. Healthy Start Support Services.

Existing law, the Healthy Start Support Services for Children Act (the act), requires the Superintendent of Public Instruction to award grants to local educational agencies or consortia to fund programs in qualifying schools that provide designated support services to eligible pupils and their families. The act authorizes the issuance of both planning

grants and 5-year operational grants to local educational agencies or consortia that provide support services, as defined, to pupils and their families, and authorizes the issuance of county or regional planning and coordinating grants to a specified number of local educational agencies or consortia each year, for the purposes of increasing the local planning and coordinating efforts among school districts, county offices of education, county governments, community organizations, and nonprofit organizations, as specified.

This bill would require the Superintendent of Public Instruction to award, pursuant to a lottery system developed by the superintendent, \$50,000 annual sustainability grants to local educational agencies or consortia after a program's 3- to 5-year operational grant period. To be eligible to receive a grant, a local educational agency or consortium would be required to submit a plan demonstrating that the program meets certain criteria. The bill would require each program site, on an annual basis, to submit a report to the state and its regional network that updates the status of the local program in fulfilling the criteria and includes input, process, and outcome indicators and quality assessment. The bill would require the State Department of Education to consider these evaluations and annual expenditure reports when determining eligibility for continued funding. The bill would authorize the State Department of Education to retain, for state-level administration of these provisions, 5% of annual appropriations made for purposes of the sustainability grants.

The bill would appropriate ~~\$5,000,000~~ \$1,000,000 from the General Fund to the Superintendent of Public Instruction for purposes of awarding sustainability grants.

Vote: $\frac{2}{3}$. Appropriation: yes. Fiscal committee: yes.
State-mandated local program: no.

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

1 SECTION 1. (a) The Legislature finds and declares
2 as follows:
3 (1) Since 1992, over 400 Healthy Start programs in
4 over 1,200 schools have been providing support services,
5 including tutoring, counseling, health services, parent



1 education, after school programs, recreation, and other
2 locally designed endeavors.

3 (2) Results from two statewide evaluations conducted
4 in 1995 and 1999 reveal significant improvements in
5 quality of life, well-being, and academics among Healthy
6 Start recipients.

7 (3) Examples from a 1995 evaluation of the Healthy
8 Start program include a 50-percent reduction in the use
9 of hospital emergency rooms for nonemergency care, a
10 50-percent reduction in self-reported incidence of
11 depression, suicidal ideation, and domestic violence, a
12 12-percent reduction in mobility rates, and a 6-percent
13 increase in employment rates among case managed
14 Healthy Start families.

15 (4) Examples from a 1999 evaluation of the Healthy
16 Start program parallel the 1995 results and also reveal the
17 following improvements for the lowest quartile of pupil
18 achievement: a 25-percent increase in reading scores and
19 a ~~5-percent~~ 50-percent increase in mathematics scores.
20 Healthy Start is “raising the bottom” of pupil
21 achievement in California.

22 (5) Healthy Start programs practice local design, local
23 control, and local implementation of their
24 school-community partnership efforts. The grant
25 application rubric requires evidence of parent and
26 community participation in the design, development,
27 implementation, and governance of local Healthy Start
28 programs. This requirement has positioned Healthy Start
29 programs to be catalysts for local change via a genuine
30 community approach.

31 (6) Healthy Start programs serve children and
32 families who are eligible for Medi-Cal and reduced price
33 school meals or who are limited in English proficiency.
34 These children and families are often already being
35 served by nonprofit or public health and human service
36 agencies, so Healthy Start programs invite these partner
37 agencies to work with them in an integrated, one stop
38 fashion at local sites. With grant funding for Healthy Start
39 program coordination, a program is usually able to
40 leverage the majority of support services for their



1 neediest children and families without incurring
2 additional fees.

3 (7) Healthy Start programs also report more effective
4 special education assessments by virtue of having a
5 comprehensive screening mechanism that offers support
6 services that serve as alternatives to the sometimes
7 inappropriate placement of at-risk pupils into special
8 education programs.

9 (b) The Legislature recognizes the difficulties for
10 Healthy Start programs in raising core funding and the
11 ability of those programs to leverage minimal state
12 funding into a significant level of service provided to
13 children, families, and communities. Specifically, the
14 ongoing sustainability funding requirements of programs
15 include, but are not limited to, core personnel, facilities,
16 particularly resulting from the facility needs of the class
17 size reduction program, and evaluation.

18 SEC. 2. *Section 8804 of the Education Code is*
19 *amended to read:*

20 8804. The superintendent shall award grants to a local
21 educational agency or consortium to pay the costs of
22 planning and operating, on behalf of one or more
23 qualifying schools within the local educational agency or
24 consortium, programs that provide support services to
25 pupils and their families at or near the school, as follows:

26 (a) Grants shall be awarded by the superintendent
27 based upon the recommendations of the council and
28 pursuant to this section.

29 (b) Two types of grants may be awarded to applicant
30 local educational agencies or consortia, depending upon
31 the level of readiness of that applicant to implement a
32 program pursuant to this chapter. The superintendent
33 shall issue requests for applications for awarding the
34 grants, which shall specify maximum dollar amounts for
35 which each type of grant may be awarded. The requests
36 for applications also shall specify other criteria, as
37 required by this article. The superintendent shall award
38 those grants as follows:

39 (1) Planning grants may be awarded to local
40 educational agencies or consortia that have demonstrated



1 a need to implement a program, but that are not ready to
2 begin the operation of the program, or that are in need
3 of additional planning to expand existing support services
4 programs. Planning grants shall be no more than fifty
5 thousand dollars (\$50,000) and shall be awarded for a
6 period not to exceed two years. Upon completion of the
7 planning phase, the local educational agency or
8 consortium shall be eligible to apply for and may receive
9 an operational grant.

10 (2) Operational grants may be awarded to local
11 educational agencies or consortia that have demonstrated
12 readiness to begin operation of a program or to expand
13 existing support services programs. Operational grants
14 shall supplement, not supplant, existing services and
15 funds, and shall be awarded for a period not to exceed five
16 years.

17 (A) Operational grants shall be awarded for no more
18 than three hundred thousand dollars (\$300,000). No more
19 than 50 percent of each grant shall be available for
20 expenditure on direct services, as long as the grant
21 application contains a three-year plan to significantly
22 reduce or to eliminate agency reliance on funding
23 provided under this article for direct services. Direct
24 services do not include salaries for staff who are
25 developing or implementing the program.

26 (B) Recipients of operational grants may also receive
27 one-time startup grants, which may be used, among other
28 things, for purchasing equipment, hiring staff, designing
29 a program evaluation, or hiring a consultant. Startup
30 grants shall be awarded for not more than one hundred
31 thousand dollars (\$100,000).

32 (3) If a local educational agency or consortium submits
33 an application for an operational grant on behalf of a
34 school that does not meet the criteria specified in
35 subdivision (g), (h), (i), or (j), the superintendent may
36 offer the applicant a planning grant, provided that the
37 local educational agency or consortium has not received
38 previously a planning grant on behalf of that school.

39 (c) All grants awarded under this article shall be
40 matched by the participating local educational agency or



1 consortium and its cooperating agencies with one dollar
2 (\$1) for each four dollars (\$4) awarded. The match shall
3 be contributed in cash or as services or resources of
4 comparable value. It is the intent of the Legislature that
5 participants seek and utilize private funds or resources
6 for this purpose. The superintendent may waive the
7 match requirement upon verifying that the local
8 educational agency or consortium made a substantial
9 effort to secure a match but was unable to secure the
10 required match.

11 (d) ~~The~~ *Except as otherwise provided, the*
12 superintendent shall award grants pursuant to this article
13 to local educational agencies or consortia in northern,
14 central, and southern California, in urban, suburban, and
15 rural areas. To the extent possible, the grants shall be
16 awarded for programs representative of the ethnic and
17 linguistic diversity of schoolage pupils and their families.
18 Further, to the extent possible, 50 percent of the grants
19 shall be awarded to schools serving elementary school
20 pupils and 50 percent to schools serving junior and senior
21 high school pupils.

22 (e) Of the schools that receive grants each year, not
23 more than 10 percent may be selected based on the
24 criteria identified in paragraph (3) of subdivision (g) of
25 Section 8802.

26 (f) A local educational agency or consortium is eligible
27 for a grant under this article, on behalf of one or more
28 schools operated by the agency or consortium, if it
29 demonstrates in its program plan that it:

30 (1) Will give priority for services provided under this
31 chapter to pupils from low-income families.

32 (2) Will assist families in responding to support
33 services needs of pupils.

34 (3) Has established the local agency collaboration
35 process described in Article 4 (commencing with Section
36 8806), including a mechanism for sharing governance
37 with cooperating agencies and entities, and for
38 integrating or redirecting existing resources and other
39 school support services.



1 (4) Has submitted or is submitting an application to
2 the State Department of Education and the State
3 Department of Health Services for certification as a
4 Medi-Cal provider, pursuant to Section 14000, and
5 following, of the Welfare and Institutions Code.

6 (5) Involves parents or guardians and teachers in the
7 process of identifying pupils' service needs and in the
8 planning for and provision of support services.

9 (g) For purposes of this chapter, support services shall
10 include case-managed health, mental health, social, and
11 academic support services benefiting children and their
12 families, and may include, but are not limited to, the
13 following:

14 (1) Health care, including:

15 (A) Immunizations.

16 (B) Vision and hearing testing and services.

17 (C) Dental services.

18 (D) Physical examinations, diagnostic, and referral
19 services.

20 (E) Prenatal care.

21 (2) Mental health services, including primary
22 prevention, crisis intervention, assessments, and
23 referrals, and training for teachers in the detection of
24 mental health problems.

25 (3) Substance abuse prevention and treatment
26 services.

27 (4) Family support and parenting education,
28 including child abuse prevention and schoolage
29 parenting programs.

30 (5) Academic support services, including tutoring,
31 mentoring, employment, and community service
32 internships, and inservice training for teachers and
33 administrators. However, grants for these purposes shall
34 supplement, not supplant, existing resources in these
35 areas.

36 (6) Counseling, including family counseling and
37 suicide prevention.

38 (7) Services and counseling for children who
39 experience violence in their communities.

40 (8) Nutrition services.



1 (9) Youth development services, including tutoring,
2 mentoring, recreation, career development, and job
3 placement.

4 (10) Case management services.

5 (11) Provision of onsite Medi-Cal eligibility workers.

6 (h) A local educational agency or consortium may
7 contract with other entities, including county agencies
8 and private nonprofit organizations or private partners,
9 to provide services to pupils and their families.

10 (i) Each local educational agency or consortium
11 seeking a grant under this article shall submit an
12 application to the superintendent at a time and manner,
13 and with any appropriate information, as the
14 superintendent may reasonably require.

15 Each grant application submitted shall include all of
16 the following:

17 (1) A description of the proposed programs, including
18 four or more support services expected to be provided at
19 the schoolsite or at a site near, or adjacent to, the school.

20 (2) Documentation of need for participation in the
21 Healthy Start Support Services for Children Grant
22 Program.

23 (3) Documentation of need for planning assistance,
24 program operation support, or both.

25 (4) As to any operational grant application, a
26 description of the objectives of the program, the amount
27 and sources of required funding, the existing resources to
28 be used or redirected, the priorities for development and
29 timing of the program, the agencies responsible for the
30 implementation of the program, and the procedures for
31 the evaluation of the program.

32 The program plan submitted with an operational grant
33 application shall include all of the following:

34 (A) Provisions for data collection and recordkeeping,
35 including records of the population served, the
36 components of the service, the results of the service, and
37 costs, including startup, direct, and indirect costs,
38 including those to other agencies, and cost savings.

39 (B) A service evaluation component, including input,
40 process, and outcome indicators, quality assessment, and



1 the process by which these measures will be taken. In
2 addition, the plan shall include specific targets and
3 outcome measures.

4 (C) A specific governing mechanism by which the
5 plan will be implemented, including local
6 decisionmaking responsibilities, organizational needs,
7 anticipated problems and procedures to solve them, and
8 incentives for collaboration and participation incentives
9 to personnel.

10 (D) A specific system for the provision of case
11 management services, including procedures for
12 implementation, identification of the target population,
13 anticipated outcomes, and a list of existing services,
14 resources, and programs that will be used as components
15 of the program.

16 (5) In the case of a consortium, a list of its members.

17 (6) The grant application also shall document any
18 procedures that have been, or will be, taken to designate
19 the local educational agency as a Medi-Cal provider
20 pursuant to Section 14000, and following, of the Welfare
21 and Institutions Code.

22 (7) A description of technical assistance, professional
23 growth, and development needs, if any.

24 (8) A description of the proposed plan for family
25 involvement in the program.

26 (9) A description of the population anticipated to be
27 served.

28 (10) As to any planning grant application, a plan
29 describing how the proposed program will be
30 implemented after the grant has expired.

31 (j) Grants awarded pursuant to this article may be
32 used for salaries of staff responsible for developing or
33 implementing the program plan and administrative
34 support staff, equipment and supplies, training, and
35 insurance, pursuant to subdivision (b).

36 (k) No more than 10 percent of the amount
37 appropriated in a fiscal year for the purposes of this
38 chapter may be used by the superintendent for state-level
39 administration of this chapter, including evaluation and
40 technical assistance. Technical assistance includes, but is



1 not limited to, establishing interagency collaboration,
2 providing information dissemination and referrals,
3 including information about appropriate program
4 models, conducting site visits, and convening workshops
5 to assist in the implementation of a program developed
6 pursuant to this chapter.

7 (1) Of the amount provided in the annual Budget Act
8 for state-level administration, up to 75 percent may be
9 used for the purpose of outreach and technical assistance
10 to local educational agencies. The remainder shall be
11 used for state-level program administration.

12 (2) The superintendent shall ensure that adequate
13 resources are available to conduct an evaluation pursuant
14 to subdivision (b) of Section 8805.

15 (l) Commencing in the 1992 calendar year, and each
16 subsequent year for which funding is available, grants
17 shall be awarded according to the following schedule:

18 (1) The superintendent shall issue requests for
19 applications on or before November 1.

20 (2) Grant applications shall be submitted to the
21 superintendent on or before March 1.

22 (3) The superintendent shall award grants on or
23 before May 15.

24 *SEC. 3.* Section 8804.3 is added to the Education
25 Code, to read:

26 ~~8804.3. (a) The superintendent shall award by~~
27 ~~lottery, as specified in subdivision (d), annual~~
28 ~~sustainability grants in the amount of fifty thousand~~
29 ~~dollars (\$50,000) per year to local educational agencies or~~
30 ~~consortia to sustain program efforts after a program's~~
31 ~~three to five year operational grant period. To be eligible~~
32 ~~to receive a sustainability grant, a local educational~~
33 ~~agency or consortium shall submit a plan demonstrating~~
34 ~~that the program meets all of the following criteria:~~

35 *8804.3. (a) The superintendent, in consultation with*
36 *Healthy Start site representatives, shall develop an*
37 *equitable process for awarding annual local sustainability*
38 *grants, in the amount of fifty thousand dollars (\$50,000),*
39 *to local educational agencies or consortia that meet*
40 *specific minimum criteria to sustain program efforts after*



1 *the fourth year of a local Healthy Start initiative's three*
2 *to five year operational period. To be eligible to receive*
3 *a sustainability grant, a local educational agency or*
4 *consortium shall submit a plan demonstrating that the*
5 *initiative meets all of the following criteria:*

6 (1) The goals and operations of the local program are
7 linked to the academic goals and strategies of the school
8 or school district, or both. Ways of demonstrating this
9 linkage include, but are not limited to, the following:

10 (A) Coordination of strategic plans between the
11 program site and the school.

12 (B) Joint staff development between the program
13 staff and the school staff.

14 (C) Joint evaluation between the program staff and
15 the school staff.

16 (D) Shared emphasis on academic results, strategies,
17 and interventions.

18 (2) The local educational agency or consortium
19 completes an asset mapping of other learning support
20 programs as serving the same school community and
21 coordinate their work with these programs. These
22 programs may include ~~any of~~, *but are not limited to*, the
23 following:

24 (A) Immediate Intervention/Underperforming
25 Schools.

26 (B) School Safety and Violence Prevention.

27 (C) Medi-Cal.

28 (D) Healthy Families.

29 (E) Parent Involvement.

30 (F) Adult Education.

31 (G) Family Resource Centers.

32 (H) County Children and Families Commissions
33 established pursuant to Section 130140 of the Health and
34 Safety Code.

35 *(I) The list of support services set forth in subdivision*
36 *(g) of Section 8804.*

37 (3) The local educational agency or consortium has a
38 clear plan of desired results and performance measures
39 of success, including, but not limited to, pupil behavior,
40 school attendance, academic success, family



1 participation, and community involvement. These plans
2 shall be used for continued improvement at the site level,
3 linked to the school or school district strategic plan, and
4 linked to an evaluation.

5 (4) The local educational agency or consortium
6 demonstrates a history of collaboration in governance,
7 funding, and provision of services. This collaboration
8 must include pupils and families. The collaborative must
9 demonstrate an on-going commitment to reinvesting
10 local educational agency Medi-Cal billing funds into
11 sustaining current program sites and expanding the
12 program and other school-linked service initiatives.

13 (5) *The local educational agency or consortium*
14 *provides a credible plan for staffing, including site*
15 *coordination, student and family outreach, and case*
16 *management, and for adequate, accessible facilities on or*
17 *near school campuses.*

18 (b) If the original configuration of schools in the
19 program site is not functioning as described in the
20 application that was submitted and accepted for initial
21 funding, a local educational agency or consortium may
22 petition the lead agency for an exception to the original
23 configuration of schools in their application for sustained
24 funding pursuant to this section.

25 (c) (1) Each program site shall, on an annual basis,
26 submit an evaluation report to the state and its regional
27 network that updates the status of the local program in
28 fulfilling the criteria set forth in subdivision (a).

29 (2) An annual evaluation report shall include input,
30 process, and outcome indicators and quality assessment,
31 as reasonably determined by the superintendent.

32 (3) The lead agency shall consider these evaluations
33 and annual expenditure reports when determining
34 eligibility for continued funding.

35 ~~(d) The Superintendent of Public Instruction shall~~
36 ~~develop a lottery system whereby grants in the sum of~~
37 ~~fifty thousand dollars (\$50,000) shall be allocated to~~
38 ~~eligible applicants. The lottery system shall ensure that~~
39 ~~grants are awarded based on the state's geographic~~



1 ~~diversity and distributed equally among urban and rural~~
2 ~~applicants.~~

3 (d) *The superintendent shall award grants pursuant to*
4 *this section to local educational agencies or consortia and*
5 *their collaborative partners in northern, central, and*
6 *southern California, in urban, suburban and rural areas,*
7 *and in each cohort eligible for a sustainability grant. To*
8 *the extent possible, grants shall be awarded for programs*
9 *that are representative of the ethnic and linguistic*
10 *diversity of schoolage children in the state. Further, to the*
11 *extent possible, grants shall be awarded to schools serving*
12 *elementary school pupils, schools serving junior high*
13 *school pupils, and schools serving high school pupils*
14 *proportionately to the percentage of schools in the state*
15 *that serve pupils of each category.*

16 (e) Five percent of annual appropriations made for
17 purposes of this section may be retained by the lead
18 agency for state-level administration of this section.

19 ~~SEC. 3.—~~

20 ~~SEC. 4. The sum of five million dollars (\$5,000,000)~~
21 ~~one million dollars (\$1,000,000)~~ is hereby appropriated
22 from the General Fund to the Superintendent of Public
23 Instruction for purposes of awarding sustainability grants
24 under the Healthy Start program as set forth in Section
25 8804.3 of the Education Code.

